



# Cesar Chavez Special Resource Study and Environmental Assessment

## Summary and Final Recommendations

Fall 2013



This newsletter provides a summary of the National Park Service's final findings and selected alternative for the Cesar Chavez Special Resource Study. The full report is available at: [http://parkplanning.nps.gov/Final\\_Cesar\\_Chavez\\_Study](http://parkplanning.nps.gov/Final_Cesar_Chavez_Study), and limited print copies are available from the National Park Service.

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*Dear Friends,*

The National Park Service is pleased to announce the completion of the Cesar Chavez Special Resource Study. The Secretary of the Interior transmitted the final study to Congress on October 24, 2013. The NPS initiated this special resource study in spring 2011 and published the Draft Cesar Chavez Special Resource Study and Environmental Assessment in October 2011. Comments received on the draft study report are reflected in the final study findings and the selected alternative.

This newsletter summarizes the final study report which includes the NPS determinations about the eligibility of the study area as a unit of the national park system (pp. 6-10), as well as the selected alternative recommended to Congress by the Secretary of the Interior (pp. 13-14).

On October 8, 2012, President Barack Obama established the César E. Chávez National Monument in Keene, CA. This site would serve as the cornerstone for the national historical park identified as the study's selected alternative. This newsletter also contains an insert about the new national monument including how to visit and next steps for its management.

## **Study Findings**

The National Park Service (NPS) evaluated approximately 100 sites related to Cesar Chavez and the farm labor movement in the western United States. The NPS found that several sites are nationally significant, depicting an important aspect of American history that is not adequately represented and protected elsewhere. Therefore these sites are suitable for addition to the national park system. The NPS found that these sites would be feasible to manage under a partnership arrangement. Under the proposed partnership model, current owners would maintain ownership and management functions in most cases, while NPS would coordinate the sites and an additional network of related resources. The study finds that the resources related to Cesar Chavez and the farm labor movement meet the established criteria for inclusion in the national park system and that there is strong local support for designation.

## **National Park Service Selected Alternative**

The alternative recommended to Congress is the NPS Director's most effective and efficient alternative for the study and provides for the establishment of a national historical park as a new unit of the national park system. The new César E. Chávez National Monument, established on October 8, 2012 (i.e., after the development of this selected alternative), is compatible with the Study's selected alternative, and could easily be incorporated into a broader national historical park. An act of Congress would be required for designation of the national historical park.

### **National Historical Park**

Under the selected alternative, five sites would be included in the new national historical park:

- The Forty Acres National Historic Landmark in Delano, CA
- The Filipino Community Hall in Delano, CA
- Nuestra Señora Reina de la Paz, the new César E. Chávez National Monument in Keene, CA, established on October 8, 2012
- McDonnell Hall in San Jose, CA
- The Santa Rita Center in Phoenix, AZ

The NPS would work with park partners to protect resources and develop educational and interpretive media and programs to provide opportunities for visitors to learn about all aspects of Cesar Chavez and the farm labor movement. The national historical park would explore opportunities to interpret and commemorate the historic 1966 March Route from Delano to Sacramento.

### **National Network**

Beyond the national historical park, the NPS would establish a voluntary national network of sites and programs that tell the story of Cesar Chavez and the farm labor movement. The network would help preserve resources and tell important stories beyond the national historical park.

### **Oral History Program**

The NPS would also establish an oral history program with park partners or universities to further document the story of Cesar Chavez and the farm labor movement.

This newsletter contains information on how to obtain a copy of the final study report and provides information about the new César E. Chávez National Monument. Thank you for your interest and involvement in the Cesar Chavez Special Resource Study.

*Sincerely,*

*NPS Study Team*

## How to Obtain a Copy of the Full Study Report and additional information:

This newsletter presents the executive summary of the final Cesar Chavez Special Resource Study and Environmental Assessment. The final study report includes NPS study findings and the "selected alternative" recommended to Congress by the Secretary of the Interior. It is available online at:

[http://parkplanning.nps.gov/Final\\_Cesar\\_Chavez\\_Study](http://parkplanning.nps.gov/Final_Cesar_Chavez_Study)

Limited printed copies of the full report are available. If you would like one, please contact us by mail or e-mail and provide your name and mailing address.

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Farm workers and supporters of the United Farm Workers (UFW) gather at the end of a 300-mile march from Delano to Sacramento, April, 1966. Photo courtesy of Walter P. Reuther Library, Wayne State University.

## Selected Alternative: National Historical Park

**California**

• Sacramento

• Stockton

• Modesto

• San Francisco

• Oakland

• San Jose - McDonnell Hall

• San Juan Bautista

• Salinas

• Caruthers

• Fresno

• Visalia

• Porterville

• DELANO - the Forty Acres & Filipino Community Hall

• Bakersfield

• Lamont

• Arvin

• KEENE - La Nuestra Señora Reina de la Paz / César E. Chávez National Monument

• Carpinteria

• Ventura

• Oxnard

• Los Angeles

• Coachella Valley

• Coachella

• Thermal

• Borrego Springs

• Imperial Valley

• Calexico

• Yuma

• San Luis

**Arizona**

• Tolleson

• PHOENIX - Santa Rita Center

**Pacific Ocean**

**San Joaquin Valley**

**Salinas Valley**

**Coachella Valley**

**Imperial Valley**

**National Park Service, Pacific West Region**

- A National Historical Park would include: the Forty Acres and Filipino Community Hall in Delano, CA; La Nuestra Señora Reina de la Paz in Keene, CA; McDonnell Hall in San Jose, CA; and the Santa Rita Center in Phoenix, AZ. The NHP would be a unit of the national park system and would be managed in partnership with existing owners.
- Historic sites, museums and programs associated with the life of Cesar Chavez and the farm labor movement would be eligible to be part of a voluntary national network which would help preserve historic resources and tell important stories outside of the national historical park. All facilities, sites and programs participating in the network would remain under their existing ownership and management.

## 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 provides 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.

## 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:

1. it possesses nationally significant natural or cultural resources;
2. it is a suitable addition to the system;
3. it is a feasible addition to the system; and
4. 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 only for sites that meet all four of the criteria for inclusion.



A public meeting in San Jose in October 2011. Photo by NPS.

## Public Involvement

### PUBLIC SCOPING

The NPS study team launched public scoping for this study in spring of 2011. 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. A series of public scoping meetings were held in California and Arizona.

### PUBLIC REVIEW OF THE DRAFT STUDY

In October 2011 the study team produced and distributed the *Draft Cesar Chavez Special Resource Study and Environmental Assessment* and a newsletter/ Executive Summary to elected officials, government entities, organizations and individuals for review and comment. Approximately 555 copies of the draft study report and 2,500 copies of the newsletter were distributed through mail, email and at public meetings.

Eight public meetings were held between October 20, 2011 and November 10, 2011 in San Jose, Salinas, Delano, Coachella, Oxnard, Los Angeles, (CA) and Phoenix and Yuma (AZ) to present the draft study report and solicit public comments. A total of 170 people attended the meetings. The NPS presented the study process and criteria used in the study, discussed the study results, and solicited comments. Copies of the draft study report were made available and participants were encouraged to submit comments. The NPS also consulted with individuals and representatives of various organizations and government entities, including the Cesar E. Chavez Foundation, the Filipino Community of Delano, Inc., the United Farm Workers of America, the Chavez Family Vision, Chicanos Por La Causa, former participants in the farm labor movement and numerous local, state, and federal government officials.

### PUBLIC COMMENT SUMMARY

In addition to comments received at the public meetings, 60 written comments on the draft study report were received. Generally, public comments were in favor of a national park unit commemorating Cesar Chavez and the farm labor movement, although a few

comments questioned the need for NPS management. The majority of comments supported alternative E, the national historical park. Many others supported alternative E in combination with the network concept from alternative B and/or inclusion of the 1966 Delano to Sacramento march route as a national historic trail (alternative C). Support for alternative E primarily reflected the belief that no single site could adequately represent the broad scope of farm labor history or the legacy of Cesar Chavez. Comments expressed an understanding that multiple sites represent critical parts of the story, and that the farm labor movement involved the effort and support of multiple people. Other comments stressed the importance of having visitor opportunities close to where people live and where events took place.

Additional sites recommended for inclusion in the national historical park included the Monterey County Jail in Salinas, CA; McDonnell Hall in San Jose, CA; and the UFW Office (El Hoyo) in Calexico, CA. McDonnell Hall has been included as a national historical park site in the selected alternative. More information is needed regarding national significance and local support for participation in a national historical park before the Monterey County Jail and El Hoyo could be considered as national historical park sites.

The NPS also received comments related to the significance of specific sites considered in the study. Many organizations, individuals and elected officials suggested that additional sites be recognized as national historic landmarks including McDonnell Hall in San Jose, CA; Monterey County Jail in Salinas, CA; El Teatro Campesino in San Juan Bautista, CA; the Mexican Heritage Plaza in San Jose, CA; the Chavez Family home (Scharff Avenue) in San Jose, CA; and the UFW Office in Calexico, CA (El Hoyo). Additional documentation was provided for McDonnell Hall, the Monterey County Jail, and El Hoyo.

A number of comments identified additional sites not listed in the draft study report that should be recognized as significant to Cesar Chavez and the farm labor movement. These sites have been included in the final study report in Appendix G. Some comments stated that the historic sites were not critical to preserving this history; rather the history could be told at other sites and facilities, and expensive preservation of historic structures would not be needed.

Some comments addressed research and documentation, particularly the need to document the oral histories of those who participated in the farm labor movement so that the legacy of Cesar Chavez and the movement can continue for future generations. Comments stressed the urgency to capture these stories before they disappear. Some comments focused on interpretation and education, expressing a desire to preserve the stories locally to engage and educate children and future generations about the history and relevancy of Cesar Chavez and the farm labor movement. Comments also emphasized recognition of other farm labor leaders such as Larry Itliong and Dolores Huerta, and the inclusion of multiple perspectives in telling the story of Cesar Chavez and the farm labor movement.

Some comments supported the establishment of NPS partnerships with site owners and local communities, citing partnerships as an

important tool to leverage funding, pursue historic designation, and maintain and preserve resources. A number of potential partnerships were recommended in the comments received, including partnerships with the Cesar E. Chavez Foundation, the City of Coachella, and Monterey County.

## Study Sites

The study evaluated over 100 sites in California and Arizona related to Cesar Chavez and the farm labor movement. 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 would likely be found as information was gathered through the NPS study process. The research was completed between October 2009 and December 2010. Additional sites were identified through public comments. Information in the final report has been added and revised based on contributions obtained during public scoping and subsequent research.



Cesar Chavez attends a rally in Phoenix Arizona in May, 1972 with his brother Richard Chavez. Photo courtesy of Walter P. Reuther Library, Wayne State University. Photo by El Malcriado, 1972.

## 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 meet national historic landmark criteria. 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 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 1965-70 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)** - The Filipino Community Hall represents the nationally significant role of Filipino Americans in the farm labor movement. 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 NHL/César E. Chávez National Monument (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's fast at the Santa Rita Center in 1972 focused national attention on farm workers and their organized protest against restrictive legislation, and it invigorated two social movements—the Chicano movement and the farm labor movement. Ultimately it reshaped the political landscape in Arizona and beyond. 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.

### ADDITIONAL SITE SIGNIFICANCE

The NPS found that an additional 11 sites were identified as nationally significant or potentially nationally significant. However, more research is needed to make a determination. The NPS identified 24 sites as potentially eligible for listing on the National Register of Historic Places. See pages 7 and 8 for summary tables describing those sites.

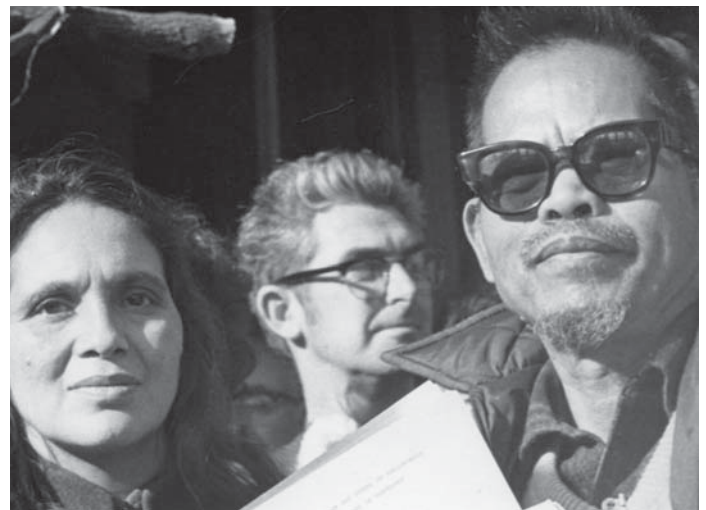
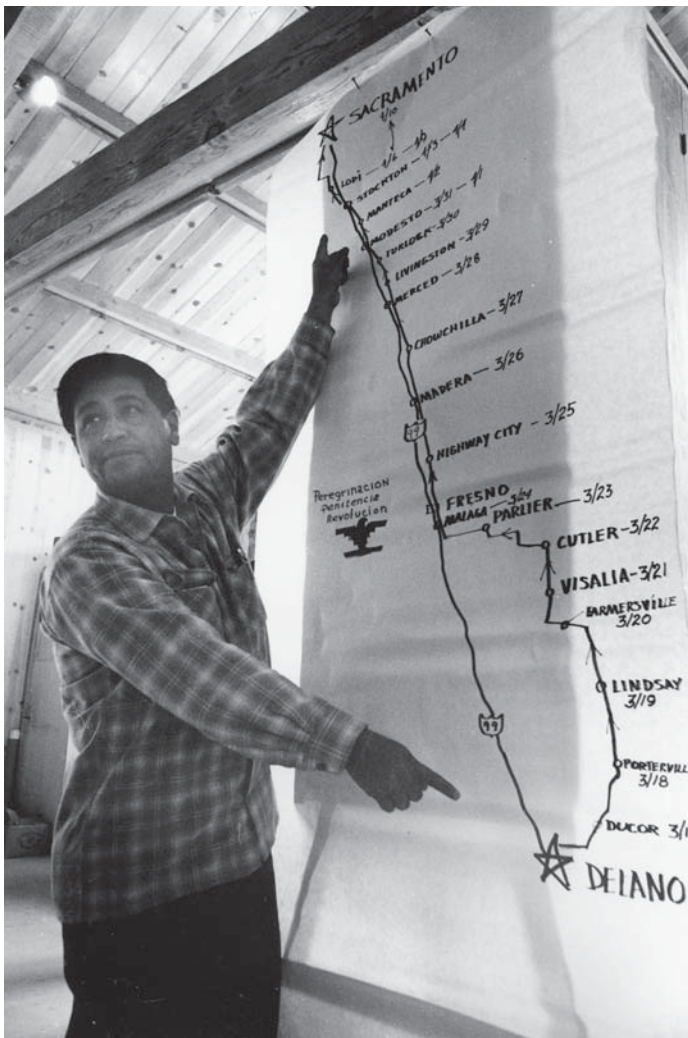
## Suitability

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 sites associated with Cesar Chavez and the farm labor movement in the American West 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.



Photos (clockwise from left): 1. Cesar Chavez reviewing map of 1966 Delano to Sacramento march route. The route included many farming communities in the San Joaquin Valley. Photo by Jon Lewis, courtesy of [www.farmworkermovement.us](http://www.farmworkermovement.us). 2. A photograph of Dolores Huerta and Larry Itliong, c. 1970s. Photo courtesy of Walter P. Reuther Library, Wayne State University. 3. A meeting of the UFW executive board at La Paz, Keene, California, c. 1980s. Photo courtesy of Walter P. Reuther Library, Wayne State University.

**NATIONALLY SIGNIFICANT AND POTENTIAL NATIONALLY SIGNIFICANT SITES - ADDITIONAL RESEARCH NEEDED**

An additional 11 sites are nationally significant or potentially 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. Each of these sites provides high interpretive value for depicting nationally significant events or activities associated with Cesar Chavez and the farm labor movement and therefore, may be appropriate for inclusion in a national park unit. These 11 sites include:

Property / Site	City (or proximate)	Description
McDonnell Hall, Our Lady of Guadalupe Church	San Jose, CA	The first phase of Cesar Chavez's productive life as a community organizer, civil rights advocate, and labor leader began in the "Sal Si Puedes" barrio of East San Jose, where Chavez lived from 1952 to 1955 and met the two men whose influence shaped the rest of his life: Father Donald McDonnell and Fred Ross. The building most closely associated with this phase of Chavez's life is now known as McDonnell Hall.
Monterey County Jail	Salinas, CA	Cesar Chavez's imprisonment at the Monterey County raised national attention for the Salinas Valley lettuce boycott and affirmed the legal use of the boycott as a means of union organizing; legitimizing that would be one of the union's most powerful tools for raising awareness about farm labor working conditions. It was listed in 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 listed in the National Register of Historic Places.
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. The significant events of the late 1970s, many of which played out in and around El Hoyo, marked the high point of the union's power. At the same time, increasing incidents of violence signaled an impending decline in the union's fortunes.
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.



Photos, left to right: 1) Filipino Community Hall, present day. In 1865 it became the Agricultural Workers Organizing Committee (AWOC) and NFWA joint strike headquarters. Modern day photo taken c. 2010. Photo by NPS. 2) The Santa Rita Center in Phoenix, Arizona was constructed in 1959. It served as an important community site during the 1960s for celebrations, classes and other community functions. Photo by NPS, 2010.



**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 farm workers 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.
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.

**SIGNIFICANCE FINDINGS FOR OTHER SITES RELATED TO CESAR CHAVEZ AND/OR THE FARM LABOR MOVEMENT**

For many sites identified during the study process, research beyond the scope of this study would be necessary to establish significance and evaluate integrity. Appendix G in the full study report includes significance findings for those sites that were not determined eligible or potentially eligible for nomination as a National Historic Landmark or listing in the National Register of Historic Places. With additional information and research, some of these sites may be determined eligible upon further evaluation.

## 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 and boundary configurations
- current and potential uses of the study sites
- landownership patterns and local planning and zoning
- public enjoyment potential and access
- costs associated with acquisition, development, and operation
- degradation of and threats to resources
- level of local and general public support (including landowners)
- economic/socioeconomic impacts of NPS designation

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.

The feasibility analysis focuses on the five sites that have been found eligible for national historic landmark designation and the eleven sites that are nationally significant or potentially nationally significant, needing further research.

The historically significant sites and march route 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 historically 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. Organizations that own the Forty Acres, Filipino Community Hall, Nuestra Senora Reina de la

Paz, the Santa Rita Center, and McDonnell Hall have indicated their interest in partnerships with the NPS.

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. Collaboration among multiple, predominantly privately owned sites and the NPS would offer a superior visitor experience that would allow 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 the selected alternative for the final *Cesar Chavez Special Resource Study* and the range of management alternatives that were presented in the *Draft Cesar Chavez Special Resource Study and Environmental Assessment*.

## Overview of the Alternatives

The special resource study team developed a range of alternatives 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. Five such alternatives were developed and presented for public review in the *Draft Cesar Chavez Special Resource Study and Environmental Assessment*. The alternatives presented in the draft study report included 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. Those alternatives were:

- **Alternative A: 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. 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) 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.
- **Alternative D: National Historic Site:** Congress would establish a national historic site (NHS) as a unit of the national park system, in partnership with the Chavez Foundation. 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.
- **Alternative E: National Historical Park:** Congress would establish a multiple site national historical park (NHP) as a unit of the national park system, in partnership with the owners of the various sites. 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.



Our Lady of Guadalupe Church in San Jose, California, became instrumental in the farm labor movement during the 1950s and 1960s. The church, where Chavez worshipped when he lived in San Jose, supported local migrant farm workers with basic services and helped to galvanize community organizing efforts including the CSO. This building is where Chavez worked with priest and mentor Father Donald McDonnell during the early 1950s. The structure was eventually relocated approximately 200 feet within the same parcel of church property to its current location. NPS photo, 2011.

## Identification of the Selected Alternative

The National Park Service special resource study process requires that the study identify the alternative or combination of alternatives that in the professional judgment of the NPS Director is most effective and efficient in protecting significant resources and providing for visitor enjoyment. Based on public and stakeholder input and professional judgment, the NPS selected the national historical park (from alternative E), incorporating aspects of the national network (from alternative B). The National Park Service has determined this to be the most effective and efficient alternative in protecting significant resources and providing for visitor enjoyment.

The actions encompassed in the selected alternative are the same as those identified and analyzed in alternatives E and B in the environmental assessment, with the exception of minor modifications made as a result of information and comments derived from public review of the draft study, as follows:

- The national historical park would include McDonnell Hall in San Jose, CA. McDonnell Hall appears to be the best location to tell the story of Cesar Chavez's early education as a community organizer. There is significant support by the site owner and local community for this site to be included in a national historical park.
- The selected alternative does not include the provision for adding "associated sites," to the national historical park as was presented in alternative E, but does provide for the establishment of a national network where the NPS would coordinate a network of sites and programs outside of the park related to Cesar Chavez and the farm labor movement.
- The NPS would establish an oral history program with park partners or universities to further document the story of Cesar Chavez and the farm labor movement.

The above modifications would not constitute a change in environmental impacts beyond what was analyzed in the environmental assessment. The modifications would assure beneficial effects on the resources associated with Cesar Chavez and the farm labor movement. The following is the full description of the selected alternative.



The Forty Acres in Delano, California served as the UFWOC and UFW headquarters. The service station building, shown in the photo, was the first building constructed at the site (1968) and provided services such as gasoline and auto repair to farm workers. Photo by NPS, 2011.



The signing of the first grape contract, which ended the five-year Delano grape strike, took place in the administrative building (Reuther Hall) at the Forty Acres in Delano. Photo courtesy of Walter P. Reuther Library, Wayne State University. Photo by Cris Sanchez, 1970.



Right: In addition to continuing as the headquarters for the UFW, La Paz is now known as the National Chavez Center and provides opportunities for visitors to learn about the history of Cesar Chavez and the farm labor movement. c. 2011. Photo by NPS.

## The Selected Alternative

### Concept

Congress would establish a national historical park (NHP) as a unit of the national park system. The NHP would initially include the Forty Acres, Nuestra Senora Reina de la Paz (Cesar E. Chavez National Monument), Filipino Community Hall, the Santa Rita Center, and McDonnell Hall. Most park sites would remain in existing ownership, although NPS land acquisition would be authorized. The NPS currently owns several acres of land at the César E. Chávez National Monument. Management would occur through collaborative processes such as cooperative agreements, memoranda of understanding, and other partnership approaches to protecting and interpreting resources owned by partners. The NPS would have primary responsibility for overall interpretation and education, and would provide technical assistance in preservation of park sites. The NPS would also work beyond NHP boundaries to facilitate oral history collection, research and recognition of other related historic sites, and to establish a voluntary national network of sites and programs that tell the story of Cesar Chavez and the farm labor movement to help preserve resources and tell important stories outside of the national historical park. The recently designated César E. Chávez National Monument is fully compatible with the national historical park recommendation, and can serve as a first step toward fulfillment of the selected alternative.

### 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 include:

- Nez Perce NHP: MT, ID, WA, OR
- Rosie the Riveter/World War II Home Front NHP: CA
- Tumacacori NHP: AZ

### Proposed Area

The national historical park would initially include lands and historic structures associated with the Forty Acres (Delano, CA), Nuestra Senora Reina de la Paz (Keene, CA), Filipino Community Hall (Delano, CA), the Santa Rita Center (Phoenix, AZ), and McDonnell Hall (San Jose, CA).

As part of an initial management plan for the national historical park, the NPS would evaluate additional significant sites that represent key events and geographic regions and recommend any other sites that should be considered by Congress for addition to the national historical park to fully reflect the story of Cesar Chavez and the farm labor movement. The potential for designation of the 1966 Delano to Sacramento march route as a national historic trail would also be further explored.

### Management

NPS ownership of these sites is not required for management as a national historic park. Management would occur through collaborative processes such as management agreements, memoranda of understanding, and other partnership approaches to protecting and interpreting resources owned by partners. Within the NHP, 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; and 2) technical assistance in preservation of park sites.

The NPS would work cooperatively with the owners of sites within the national historical park, through management agreements and other mechanisms, to preserve historic 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 visitor programs and assistance with cultural resource protection.

The legislation establishing the park would provide the NPS with authorization to acquire sites within the national historical park that meet national historic landmark criteria should the existing owners express interest in donating or selling their properties if funding is available.

Beyond the NHP, the NPS would have the responsibility for: 1) development of a voluntary national network of sites and programs that tell the story of Cesar Chavez and the farm labor movement outside of the national historical park; 2) research and documentation of significant sites and stories, including development of an oral history program and assistance with nomination of properties to the National Register of Historic Places or as National Historic Landmarks; and 3) development of interpretive routes, including working with interested organizations to mark, interpret and preserve elements of the 1966 Delano to Sacramento march route.

### Resource Protection

Within the NHP, the NPS would allocate park staff and apply existing NPS grant programs to work with partners to conduct research and preserve historic structures, landscapes and artifacts associated with the historical park sites. The NPS could also assist partners to identify and leverage outside funding for preservation.

Beyond the NHP, the NPS would work with interested organizations to determine eligibility for National Historic Landmark status or listing in the National Register of Historic Places for sites that appear to be nationally significant but need further research. The NPS would establish an oral history program with park partners or universities to further document the story of Cesar Chavez and the farm labor movement.

## The Selected Alternative, continued...

### 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 interpret march routes. For example, signage and an auto tour route could be created to interpret the 1966 Delano to Sacramento march route.

A management plan would determine which historic structures could best be used for a visitor center, education/research facility and other potential visitor uses. Opportunities for visitor facilities exist at the current visitor center at the National Chavez Center at La Paz, and historic structures at the Forty Acres. Visitor displays could also be offered at other national historical park sites such as the Filipino Community Hall, the Santa Rita Center, or McDonnell Hall in partnership with existing owners.

Network sites could provide visitor interpretation and education related to the significant events which occurred in these locations. A virtual visitor center could use emergent technologies to provide information about the Cesar Chavez and farm labor movement stories.

### OPERATIONS AND MAINTENANCE

#### Staffing

The national historical park would be staffed initially by a small core staff, potentially shared with other parks, and supplemented over time by additional staff as funding became available. A management plan would identify park priorities, management emphases, and required staffing for a 15 to 20 year timeframe.

Based on comparisons of staffing levels for existing national historic parks of similar scale, the following types of staff might be recommended:

- Superintendent
- Community planner
- Interpretive specialists (2)
- Cultural resource specialists (2)
- Interpretive park rangers (4)
- Visitor use assistants (2)
- Education program specialist

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 or museum, and developing and implementing educational programs. If the NPS acquired any of these sites, maintenance staff would be required to maintain the historic structures and visitor facilities.

### LAND ACQUISITION

#### National Historical Park Sites

NPS ownership of the park sites is not required for the NPS to manage the area as a national historic park. The NPS could operate in partnership with the current landowners through management agreements. Legislation would provide the NPS with authorization to acquire park sites that meet national historic landmark criteria should the existing owners wish to donate or sell these properties, if land acquisition funding is available.

#### Network Sites

All facilities, sites and programs participating in the national network would remain under their existing ownership and management. Participating in the network would be completely voluntary on the part of the participants.

### 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 circulation (e.g. trails, parking, roads, 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 historical 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, NPS operational base budgets for fiscal year 2010 of several national historic parks that could be comparable to the national historic park proposed in this alternative illustrate the potential range. Based on the size and scope of this park, and the types of services and assistance proposed, the annual cost of NPS operations for the network could be expected to be \$1 million to \$3 million. The estimated operational budget would primarily fund NPS staff, interpretive and education programs, and outreach.

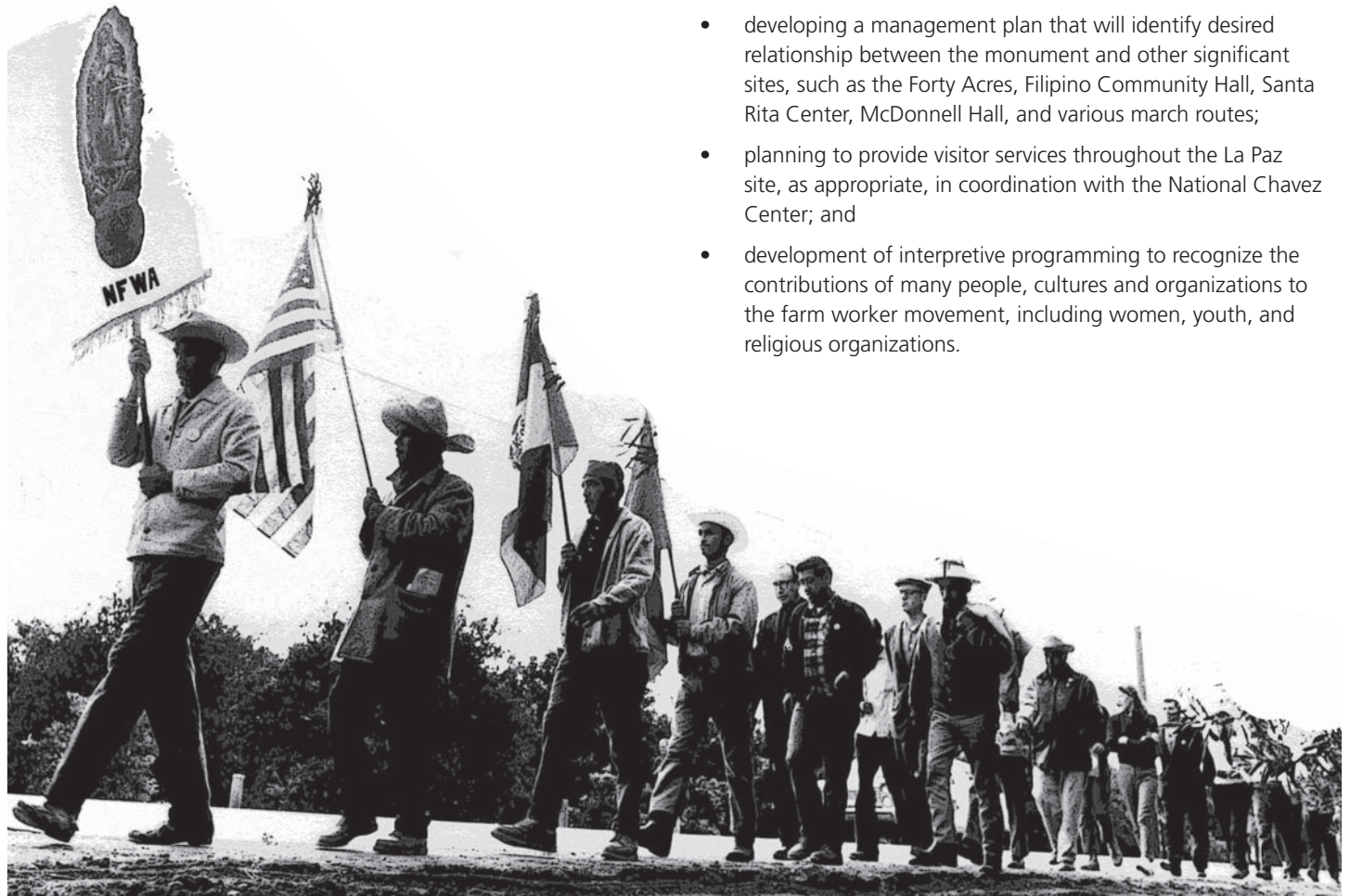
If a national historical park is designated by Congress, it is likely that funding for the new unit would start at a low level and grow slowly over time. Many of the activities described in the alternative would have to be phased in as funding and staffing allows, and it may be many years before the park is fully operational as described.

## Environmental Assessment

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 an environmental assessment (EA) for the Cesar Chavez Special Resource Study to identify and analyze the potential environmental and socioeconomic consequences of each of the alternatives considered in the study.

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.

A Finding of No Significant Impacts (FONSI) was completed for this document in December 2011. The FONSI also contains a summary of public comments on the draft study report. The FONSI is published in the Appendix of the final study report.



Farm workers and supporters of the UFWA during the march in 1966 from Delano to the steps of the state Capitol in Sacramento, CA. Photo courtesy of Walter P. Reuther Library, Wayne State University.

## 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 NPS has determined the selected alternative, formed by combining elements of alternatives B and E, to be the environmentally preferable course of action. These actions would protect the largest number of resources potentially eligible as national historic landmarks including opportunities for protection in perpetuity should current owners choose to donate or sell the properties to NPS in the future.

## Next Steps

Transmittal of the final study report to Congress completes the special resource study process. Designation of a national historical park requires Congressional authorization. The analysis and findings contained in this study do not guarantee the future funding, support, or any subsequent action by the NPS, the Department of the Interior, or Congress. The National Park Service will continue to plan for and provide visitor opportunities at the César E. Chávez National Monument. Next steps for the monument include:

- developing a management plan that will identify desired relationship between the monument and other significant sites, such as the Forty Acres, Filipino Community Hall, Santa Rita Center, McDonnell Hall, and various march routes;
- planning to provide visitor services throughout the La Paz site, as appropriate, in coordination with the National Chavez Center; and
- development of interpretive programming to recognize the contributions of many people, cultures and organizations to the farm worker movement, including women, youth, and religious organizations.



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

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