



Foundation Document

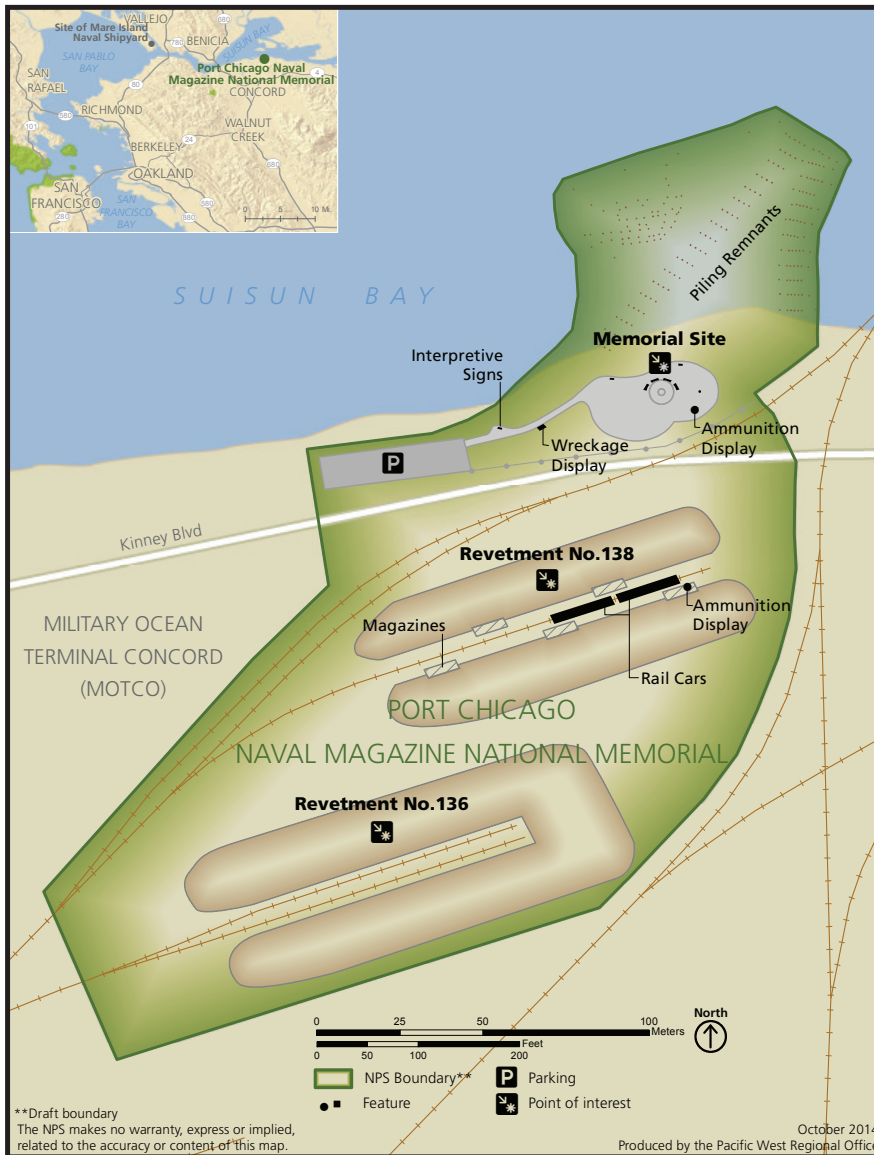
Port Chicago Naval Magazine National Memorial

California

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The October 28, 2009, legislation establishing the Port Chicago Naval Magazine National Memorial as a National Park Service unit states that the National Park Service would have administrative jurisdiction over "approximately five acres" at the time when this acreage is deemed by the Army to be excess to its needs. The legislation included a graphic showing the rough boundary, but a legal description of the boundary was never established.

For the purposes of assembling this foundation document, the planning team discussed how the approximate boundary could be defined to encompass the park's fundamental resources. These two maps show the original rough boundary from the 2009 legislation (bottom map) and a first-pass at refining the boundary to better meet the purpose of the park and resource management, interpretation, and education goals. The revised map (left) should be considered in draft form.



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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises 401 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, memorials, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park's purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Port Chicago Naval Magazine National Memorial can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

Port Chicago Naval Magazine National Memorial was established in 1992 to mark the site of the Port Chicago explosion, the worst stateside (or home front) disaster in the United States during World War II. The Friends of Port Chicago National Memorial successfully advocated for establishment of the memorial, and remain the park's primary partner. Located on the shore of Suisun Bay, in Concord, California, the memorial was an NPS-affiliated area from its establishment until 2009, when it was designated a unit within the national park system. Three themes—the role that the naval magazine played in the Pacific Theater war effort, the loss of life caused by the tragic explosion, and the poignancy of the social justice struggles that ensued after the explosion—compelled the nation to set aside Port Chicago as a place of national remembrance.

Constructed in 1942, following the attack on Pearl Harbor, the naval magazine was named after the nearby town of Port Chicago. It quickly grew to become the Navy's largest ammunition shipment facility on the West Coast, essential to the success of US armed forces in the Pacific Theater. The unprecedented demands for war materiel generated by America's entry into World War II called for mobilizing all Americans, including African Americans who were generally barred from meaningful service in the US armed forces. Like most Americans, the African American sailors and other service personnel stationed at Port Chicago were deeply committed to our nation's fight against global fascism. In spite of the harsh inequalities they experienced here in their home country—and in our nation's military—they loaded dangerous munitions every day and performed their duties honorably in the service of their nation.

On July 17, 1944, the naval magazine was rocked by a devastating explosion that killed 320, injured approximately 400, obliterated the pier and cargo ships S.S. *Quinault Victory* and S.S. *E.A. Bryant* and heavily damaged the nearby town of Port Chicago. Most of those who died were the young African American sailors who served in newly established and racially segregated work units where they were subjected to disparate treatment from their white counterparts because of their race, and had not received any training for the dangerous work of loading ammunition onto ships. Survivors of the explosion, as well as many local townspeople, immediately pitched in to assist the Navy with cleaning up after the disaster. All of them were traumatized to some degree by the enormity and horror of the event.

All operations were halted for several weeks after the explosion, causing a major disruption in the supply lines to the Pacific Theater, but the facilities were quickly rebuilt.

When 258 of the surviving sailors refused to return to work in the wake of the explosion—protest of unsafe working conditions and racial discrimination—50 were charged and convicted of mutiny in the largest such trial in U.S. naval history. The convictions sparked public protests and drew the attention of Thurgood Marshall and Eleanor Roosevelt. Although the black sailors were imprisoned, their protest and the subsequent public outcry prompted historic steps toward racial integration by the Navy in 1946, steps that in 1948 President Harry Truman ordered be taken by all the armed forces. Military desegregation tied directly to Port Chicago ultimately helped to inspire the civil rights movement of the 1950s and 60s. Despite these advances, repeated efforts to have the Port Chicago 50 exonerated of their mutiny convictions have failed, just one indication that the struggle for



social justice remains a work in progress in the United States.

Accordingly, the Port Chicago Naval Weapons Magazine is recognized as a pioneering site in the racial integration of our armed services—the setting for a convergence of the nation’s wartime need and the commitment of these young black men to fight for their country even while their presence was devalued. This confluence evokes contradictory truths of brotherhood and abusive treatment; honorable and second class service; a preventable disaster whose death toll reflected the segregationist policies of the day; and a misguided mass mutiny trial, the significance of which reverberates through our nation even today.

The memorial landscape of Port Chicago is appropriately stark for a site that is the final resting place for those victims unrecovered after the tragedy. Remnant pilings, weathered grey, jut from the shallow waters just off shore. The only remains from the exploded pier, they bear witness to the tragic events of July 1944. A simply designed memorial sits on the shoreline of Suisun Bay overlooking the pilings. It comprises a paved plaza whose main feature is a roll-call of the dead engraved on four dark granite stones that each sit altar-like upon granite bases. Along a path leading from a parking area to the plaza, a piece of twisted metal, part of a ship blown apart by the explosion, evokes the cataclysm of the event. Across the road from the memorial, railway boxcars sit within an earthen, concrete, and wood piling bunker, called a revetment. These features comprise a historic vignette where one imagines the dangerous mission of Port Chicago labor. This entire shoreline scene is presided over by a lighted nautical flagpole bearing the American flag, a sober tribute to the men who served and died at the site.

The memorial’s elegiac feeling and simple, unadorned character are amplified by its setting along the wind-swept Suisun Bay on the northeastern margins of the San Francisco Bay Area. Despite its proximity to this populated urban area, the Suisun Bay region appears and functions today as it has for much of its recorded history. Bordered by low, grass-covered hills that rise gradually from its shores, Suisun Bay forms part of the estuary that carries Sacramento and San Joaquin river waters originating in the Sierra Nevada Mountains to the San Francisco Bay and Pacific Ocean. Because it connects coastal and interior California cities, the estuary has always been favored for shipping. Today, as in the past, industrial enterprises served by ships dot the shoreline, the hills behind providing a broad, rural backdrop. In 1942, Port Chicago Naval Magazine joined the ranks of these industrial enterprises, and today the memorial continues to inhabit this industrial-estuarine setting.

A significant factor contributing to the memorial’s strong sense of place is that it continues to reside within an active military base whose mission remains the shipment of ammunition and supplies overseas. In the immediate aftermath of the disaster, the Navy built new piers at Port Chicago and continued to supply the Pacific Theater until the war’s end. An additional 5,028 acres located inland of the waterfront site were acquired to provide onsite storage capacity in the wake of the explosion. In order to create a large buffer zone between stored munitions and nearby civilian communities, the residential town of Port Chicago was eliminated entirely as part of this base expansion.

The Navy operated and expanded its shipment operation until 1997, at which time the US Army assumed management of the base and established a shipment operation of its own, Military Ocean Terminal Concord, California. The inland properties were placed in reduced operational status in 1999 and designated for closure in 2005. In 2008, the Navy officially transferred the property to the US Army. The national memorial is a five-acre area within the Military Ocean Terminal Concord. As provided for in the enabling legislation, the Army continues to own all of the land on which the memorial resides. Under the terms of an operating agreement between the agencies, the National Park Service works with the Army to maintain the memorial, coordinate historic preservation efforts, and provide access for visitors to the highly secured area where the memorial is located during certain times of the year when military operations are not occurring.



Port Chicago Naval Magazine National Memorial is a powerful site with important stories to tell—stories evocative of the past and resonant for the future. At the same time, having been established in 2009, it is a fledgling park that in some ways still defies description. The full story of the Port Chicago disaster and aftermath encompasses a number of other sites that are outside of the park’s designation. These include sites at Mare Island Naval Shipyard in Vallejo, California, where sailors engaged in a post-disaster work stoppage and were imprisoned soon after, the now-closed inland area where munitions were stored following the explosion, as well as the site on Treasure Island where 50 of the sailors were court-martialed for mutiny.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Port Chicago Naval Magazine National Memorial was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The memorial was established as an affiliated unit of the national park system when legislation adopted by Congress was signed into law on October 28, 1992. It became a unit of the national park system when the enabling legislation was adopted by Congress and signed into law on October 28, 2009 (see appendix A for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the memorial.

PORT CHICAGO NAVAL MAGAZINE NATIONAL MEMORIAL preserves the site of the deadliest home front disaster of World War II, honoring those who lost their lives or were affected by the munitions explosion on July 17, 1944. The disaster and its aftermath illuminated the issues of segregation and racial inequality in the military, and today the memorial serves as a springboard for exploring social justice in our society.



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Port Chicago Naval Magazine National Memorial, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Port Chicago Naval Magazine National Memorial. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The munitions explosion at Port Chicago Naval Magazine on July 17, 1944, was the largest stateside disaster of World War II. The blast registered 3.4 on the Richter scale, was felt more than 450 miles away and resulted in 320 fatalities and approximately 400 injured. The memorial is located at the site of the explosion, the final resting place for the unrecovered casualties.
2. Following the explosion, as before, surviving sailors received unequal treatment based on their race. Many African American sailors refused to return to work soon after the explosion and 50 were convicted of mutiny in the largest naval trial of its kind in US history. These convictions still stand today despite efforts to overturn them.
3. Port Chicago Naval Magazine was the largest ammunition transshipment facility on the West Coast and was essential to the success of the war effort in the Pacific Theater; much of the ammunition and bombs used by US forces in the Pacific passed through the hands of sailors at Port Chicago. This transshipment facility continues to operate today under the US Army.
4. The Port Chicago explosion, the mutiny trial, and the response of African-American communities to these events exposed the shameful injustices of racism in the military. These events were a catalyst for the Navy, the armed services, and ultimately, the nation to weigh the costs of racial segregation. The memorial serves as a reminder of the ongoing struggles for equality and social justice today.



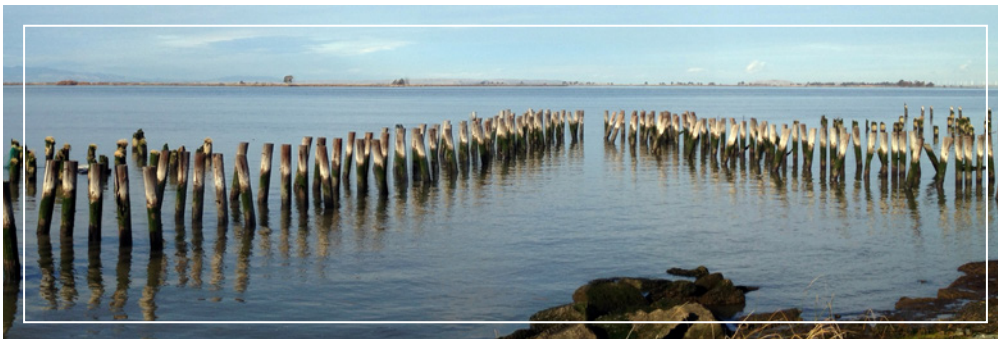
Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Port Chicago Naval Magazine National Memorial:

- **The memorial.** The memorial, constructed at the location of the explosion, is on the Suisun Bay shoreline overlooking the remnant piers, and includes granite monuments with engraved names of the 320 men who lost their lives.
- **Final resting place.** The memorial recognizes those who lost their lives and marks the final resting place of those unrecovered after the explosion. The exposed and open landscape along the water provides a compelling visitor experience, creating a contemplative and inspirational space for visitors.
- **Port Chicago explosion site.** The Port Chicago explosion site—listed in the National Register of Historic Places—preserves the site and remnants of the 1944 disaster, including the pier pilings, the historic location of Pier 1, and archeology associated with the explosion.
- **Historic features.** Historic features in the vicinity of the memorial such as the railroad cars and revetment, railroad tracks, military structures, and other landscape elements provide context for visitors to imagine the historic scene of WWII operations at Port Chicago. The location of the memorial on an active military base, which has been continually used as a transshipment facility since World War II, helps visitors understand the historic significance of the operation.
- **Museum collections.** The museum collections, including remnants from the explosion, historic photographs, relevant documents, memorabilia, and oral histories tell the diverse stories of Port Chicago.
- **Richly layered stories.** Richly layered stories—personal, institutional, and political—provide a lens for understanding the complexity of the Port Chicago experience and its historical reverberations throughout many aspects of military culture and American society.



Other Important Resources and Values

Port Chicago Naval Magazine National Memorial contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Port Chicago Naval Magazine National Memorial:

- Sites outside the immediate memorial area. Sites outside the immediate memorial area such as the town of Port Chicago and the inland area of the Concord Naval Weapons Station provide an opportunity to understand the complexity of the Port Chicago stories within their historical geographic context.

Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Port Chicago Naval Magazine National Memorial:

- Disrupting the momentum of the Pacific campaign, the Port Chicago explosion was the deadliest home front disaster of World War II; the memorial honors the service and sacrifice of the 320 individuals who lost their lives, the hundreds who were injured, and those who were otherwise affected by the disaster.
- The varied experiences of Port Chicago survivors give us an opportunity to contemplate just what constitutes service and sacrifice in defense of the country, the community, and its values and ideals.
- The sailors at Port Chicago who refused to resume loading ordnance under unsafe conditions took a courageous stand in the face of grave repercussions, joining the longstanding tradition of defiance against unjust systems.
- The Port Chicago tragedy revealed systemic racial inequalities and shed light on the magnitude of discrimination, racism, and the blatant disregard for basic human safety in the Navy.
- The desegregation of the military proved that racial integration was realistic and inevitable, which then helped inspire the civil rights activism of the 1950s and 1960s.
- The story of Port Chicago is critical because it enriches our understanding of the historic struggles for civil rights and establishes a continuing legacy for the pursuit of social justice.



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Port Chicago Naval Magazine National Memorial.



Special Mandates

- **Transfer of Administrative Jurisdiction** (P.L. 111–84, div. B, title XXVIII, Sec 2853 (d)) (October 28, 2009) – Authorizes the Secretary of the Army to transfer to the Secretary of the Interior administrative jurisdiction over the approximately five acres of land within the park boundary if the Secretary of the Army determines that the land is in excess to military needs. Authorizes the Secretary of the Army and the Secretary of the Interior to enter into an agreement, at the time of the transfer of administrative jurisdiction, to determine the responsibilities of the respective agencies to comply with any applicable environmental law affecting the transferred land including the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.).
- **Public Access** (P.L. 111–84, div. B, title XXVIII, Sec 2853 (e)) (October 28, 2009) – The Secretary of the Army shall enter into an agreement with the Secretary of the Interior to provide as much public access as possible to the national memorial without interfering with military needs.
- **Facility for Visitors and Administration** – Agreement with City of Concord and East Bay Regional Park District (P.L. 111–84, div. B, title XXVIII, Sec 2853 (f)) (October 28, 2009) – Authorizes the Secretary of the Interior to enter into an agreement with the City of Concord, California, and the East Bay Regional Park District (EBRPD), to establish and operate a facility for visitor orientation and parking, administrative offices, and curatorial storage for the national memorial.
- **Repair and Modification of National Memorial** (P.L. 111–84, div. B, title XXVIII, Sec 2853 (b)) (October 28, 2009) – Directs the Secretary of the Army and the Secretary of the Interior to develop a process for carrying out repairs and modifications to mutually used infrastructure at the national memorial in as timely and cost-effective a manner as possible.

Please see appendix B for a list of administrative commitments.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values (see appendix C)
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The identification of key issues and analysis of fundamental and other important resources and values leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental and Other Important Resources and Values

The fundamental and other important resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value. Please see appendix C for the analysis of fundamental and other important resources and values.

Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Port Chicago Naval Magazine National Memorial and the associated planning and data needs to address them.

Visitor Experience. Visitor opportunities at Port Chicago Naval Magazine National Memorial are lacking because of restricted access to the memorial and limited visitor opportunities on and off-site. The National Park Service does not control access to the memorial. Due to access restrictions and low staff capacity, few people are able to visit the memorial site. Under Army requirements, entry through the military transshipment facility to the memorial must be ranger-led. Prospective visitors must be US citizens or have a valid visa and must provide government-issued identification. Thus, some potential visitors (undocumented residents and foreign visitors without the proper visa) are not allowed to visit the memorial site. A background check is performed by the Army on prospective visitors, requiring a two-week processing time, precluding spontaneous visits.

Because the park is operating on minimal start-up funds, its capacity to develop and provide programs and off-site visitor opportunities is limited. Park tours are only



available three times per week because staff capacity at the memorial is very limited. Off-site visitor opportunities have not been adequately developed to accommodate those who are unable to visit the memorial. The park lacks capacity to develop additional visitor opportunities and to coordinate with entities and potential partners that could assist the park, such as East Bay Regional Park District and the City of Concord. The park staff has limited time and resources to conduct research and incorporate new knowledge into interpretive programs. Ways must be devised to engage Port Chicago visitors on a regular basis. Sacrifice and WWII victory are stories that are currently represented in park programming and interpretive media, but representation of other stories is absent or incomplete. These stories will continue to be incomplete without sufficient background knowledge in the following areas:

- other incidents of racial strife and resistance in the military and in the Bay Area
- the evolution and interrelationships of the National Association for the Advancement of Colored People (NAACP), the civil rights movement, and the military
- the Navy's post-disaster concerns
- safety norms among longshoremen at the time and deviations at Port Chicago
- military training and safety protocols
- similar Navy/Army munitions operations and disasters nationwide
- relationships of other Bay Area sites (including Mare Island Naval Yard and Treasure Island) to the Port Chicago stories
- the longer history of African Americans in the armed services

Associated plans and/or data needs include: comprehensive interpretive plan, strategic outreach plan, and visitor center coordination and planning with East Bay Regional Park District.

Resource Protection. Cultural resources at the memorial are not well defined or studied. Because national register documentation has not been completed, it is not yet known which features are eligible or contribute to the historic property. The National Park Service has only been designated to manage approximately 5 acres within the 6,526-acre Tidal Area portion of the military base. The conditions of memorial resources have also not been assessed. Underwater cultural resources have not been comprehensively surveyed. Though some have been gathered, more stories of survivors and witness accounts that comprise the first-person collective memory of the memorial have not been recorded and archived. Currently, museum collections are stored in facilities that do not meet NPS standards. The museum collection is fledgling and lacking in key areas. In addition, no work has been done to understand and document natural resources at the site. Without baseline cultural and natural resource information, the memorial is hampered in its ability to plan and operate with clear objectives for resource management. The park lacks sufficient capacity to research, inventory, and understand these resources.

Because of the lack of NPS control of the memorial's surroundings, historic properties and other resources beyond the park boundaries on Army land may be impacted. The National Park Service has no control of the memorial's surroundings and there is limited NPS staff available to stay abreast of changing conditions and to communicate and coordinate with the Army. There is no protocol for the Army to notify park staff of proposed or planned changes to landscape and cultural features adjacent to the site. Base commanders, who range widely in their management and collaborative approaches to the memorial, are rotated into this command position every two years, making coordination even more challenging. Many WWII features lie beyond the memorial boundaries and may be affected by base modernization activities and incremental changes to the landscape. Development at adjacent piers, dredging, base modernization, and other activities surrounding the site and across the Suisun Bay not only affect the cultural landscape, these activities also affect

future visitor experiences and contemplative opportunities.

Climate change, leading to sea-level rise and storm surges among other impacts, has the potential to damage the memorial and its associated resources. The extent to which this might occur is unknown.

Associated plans and/or data needs include: historic research and documentation and collection of oral histories.

External Opportunities. The memorial lacks the capacity to support an appropriate level of collaboration with other entities. As previously mentioned, the memorial is operating on minimal start-up funds, which limits its capacity to coordinate with partners. Park staff is also distributed between offices located at the three other national park sites, making communications, coordination, and travel between sites challenging. The current multipark management approach is challenging in terms of operations. Specifically, the staff is spread thin among the four national park units in the San Francisco East Bay region. Staffing shortfalls for all four park units has resulted in increased workloads for the remaining staff, with little time to devote exclusively to Port Chicago. Because the memorial is in the initial phases of park development, a great deal of attention and work is required, much of which can be accomplished in conjunction with external partners. Without adequate partnerships and volunteer efforts, this current deficit and future operational needs will not be sufficiently addressed. The memorial lacks staffing and funding to coordinate with local agencies and communities on resource protection (as described above under “Resource Protection”), tell the stories and accommodate visitors off-site (as described under “Visitor Experience”), and organize volunteers who could assist with park efforts, including interpretation, outreach, and research.

Associated plans and/or data needs include: strategic outreach plan, visitor center coordination and planning with East Bay Regional Park District, and comprehensive interpretive plan.





Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Criteria and Considerations for Prioritization. The following criteria were used to evaluate the priority of each planning or data need.

- Emergency or urgency of the issue
- Protect fundamental resources and values or prevent resource degradation
- Enhance visitor experience
- Address multiple interrelated issues
- Opportunities, including interagency partnership or other assistance

High Priority Planning Needs

Comprehensive Interpretive Plan.

Rationale — A comprehensive interpretive plan is needed to guide the interpretation and education program at Port Chicago. Guidance is needed to develop methods for reaching out to the public in light of the limited access to the memorial itself. The interpretive planning process would allow the park to engage with partners in exploring multiple approaches to telling the stories. The plan would help to define the larger context (e.g., WWII, civil rights, history of occupational segregation, history of occupational training and safety) in which Port Chicago is found.

Scope and sequencing — A comprehensive interpretive plan would define the overall vision and long-term (5–10 years) interpretive goals of the park. The plan would identify nontraditional methods to reach out to the public and would develop creative ways to tell the story on-site and off-site, given access issues and the lack of remaining features on-site. The plan would explore locations and opportunities beyond the park boundary to tell stories at various sites for audiences that are not able to access the park. The interpretive planning process should also include full participation and collaboration by park partners.

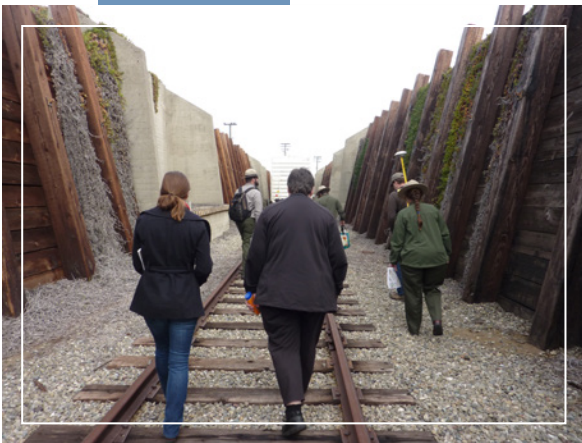
The plan would also evaluate opportunities for nonpersonal media, virtual interpretation / new technology / social media, new visitor programming and activities, as well as lifelong learning and youth engagement opportunities that would resonate with current and potential new visitors. Sources and experts for high-quality programming would be identified in the plan. A strategy for collecting and telling multiple perspectives would be a key component of the plan.

The comprehensive interpretive plan would define how the park and its partners (friends groups, the Army, etc.), other local parks, agencies, local communities, and schools would collaborate to provide programming. The plan could explore ways to provide a cohesive interpretive strategy between WWII parks and civil rights locations.

The plan would inform plans for a Port Chicago visitor center as well as off-site program development. The park would need to coordinate with East Bay Regional Park District planning. In addition, Harpers Ferry Center, regional, and network assistance as well as—potentially—contracted expertise would be beneficial. Opportunities to partner with other agencies and organizations would also benefit the planning process (e.g., Organization of American Historians, military historians, universities).

Further components of the plan include:

- Collection of oral histories (also a high priority data need).
- Identification of off-site locations for outreach: What are the connections to the various related sites and other local sites with interpretation opportunities (e.g., Mare Island, Treasure Island, BART stations, American Memorial Park)? What are the specific things we can do at these sites?
- Identification of the needs of local school districts—both for programming and ability to conduct site visits.



Strategic Outreach Plan.

Rationale — The park needs a plan to work with partners to provide outreach and to build stewardship in the community. A strategic outreach plan would provide thoughtful engagement of partners. Outreach efforts will help to communicate the value of Port Chicago to partners and to leverage more local support for the park.

Lack of access necessitates an outreach strategy to explore off-site opportunities for visitors. The park needs to conduct outreach efforts to be inclusive and to gather multiple perspectives. This effort would enhance the visitor experience, leverage resources to inform research on the broader stories of the park, and allow the park to be relevant in a changing world.

Outreach and coordination with partners is critical. Plans are being developed by East Bay Regional Park District, the City of Concord, and the US Army. The park needs to participate in their planning processes. These efforts would allow the park to address multiple urgent planning and data needs, as well as prioritize and inform the strategic assignment of scarce staff efforts.

Scope — A strategic outreach plan would focus on enhancing existing partnerships and developing new partnerships. Mutual purpose(s) would be identified through engagement of partners in the plan development. Outreach strategies would take a multidisciplinary approach, addressing how partners could assist with interpretation and resource preservation. The plan would seek to leverage support and funding to conduct these efforts.

Existing partners, as mentioned in park legislation, include the East Bay Regional Park District, City of Concord, Friends of Port Chicago National Memorial, US Army, and the US Navy. The plan would identify strategies for the park to build on these partnerships. For example:

- The park would coordinate with the East Bay Regional Park District and the City of Concord in development of a new regional park in Concord, including visitor facilities.
- The park would assist the Friends of Port Chicago National Memorial to become a sustainable organization.
- The park would cooperate with the Army in their planning efforts, including their environmental impact statement process for improvements to Piers 2 and 3.
- The park would develop a formal partnership with the Navy to preserve and tell the stories associated with Port Chicago.

Additional partnerships to build on include area schools, education institutions, professional scholar organizations, Contra Costa County Historical Society, Concord Historical Society, other communities and organizations related to sites where stories can be told (trial, work stoppage), and human rights organizations.

Some efforts are underway, including coordination with the Army on an as-needed basis, a three-year recreation fee project, development of temporary exhibits, an education outreach pilot, and a graduate student capstone project. Future needs include

- development of a stakeholder map that identifies stakeholders connected to the park
- information on how to collaborate with stakeholders effectively
- individualized stakeholder plans for each park partner



Visitor Center Coordination and Planning with East Bay Regional Park District.

Rationale — Legislation authorizes the park to establish a visitor center in collaboration with the East Bay Regional Park District. This commitment is also identified in a formal agreement with the park district. The East Bay Regional Park District is planning a regional park in Concord on the inland portion of the former Concord Naval Weapons Station. The National Park Service is working with the park district on the conveyance of the property through the Federal Lands to Parks Program. The East Bay Regional Park District is considering an environmental education center and a historical interpretation center that would provide information about the area's military history, Port Chicago Naval Magazine National Memorial, and the Diablo Valley region.

The park should be a partner in the planning process with the park district because it will happen even without NPS participation. Coordination with the East Bay Regional Park District would allow the park to capitalize on opportunities to leverage resources. Participation in the early stages is critical to ensure that both agencies are in alignment and to avoid commitments that either party might not be able to fulfill.

The park needs to collaborate with partners to improve and expand the visitor experience. The park needs a place to provide interpretation and general orientation that is accessible to visitors seven days a week, year round—not subject to closures due to military operations. The offsite visitor center would help reach many more visitors than at the restricted memorial.

Scope and sequencing — The East Bay Regional Park District is preparing a plan for the regional park. The National Park Service would participate in the planning effort, including scoping, design, and implementation. Through this process the park would

- explore opportunities to provide services without staffing or with limited staffing
- identify interpretation and education programs
- coordinate on the design and siting of facilities with the East Bay Regional Park District, including possible inclusion of museum storage space
- consider access options

The park would also track the Navy environmental impact statement process and the Navy Restoration Advisory Board efforts. The park would coordinate with the East Bay Regional Park District to figure out what kind of team is needed for this planning effort.

Conveyance of the federal surplus property from the Navy to the East Bay Regional Park District is underway. A cooperative management agreement between the National Park Service and the East Bay Regional Park District would be developed during the project scoping phase. During the planning process, the park would identify what stories should be told at the visitor center. This could also be a separate interpretive planning effort and would be coordinated with the comprehensive interpretive plan.

The park would coordinate closely with the Juan Bautista de Anza National Historic Trail (Anza Trail). Interpretation of the Anza Trail would occur at the future joint visitor center. Siting of the Anza Trail Recreational route in partnership with the East Bay Regional Park District would occur near the national memorial.



High Priority Data Needs

Collection of Oral Histories.

Rationale — Oral histories must be gathered as soon as possible because direct witnesses, survivors, and family members are aging and passing away. They are a rich, yet rapidly diminishing resource. Oral histories aid interpretation and programming and provide an important opportunity to gather multiple perspectives about Port Chicago. Richly layered stories are a fundamental resource of the park. Additional stories are needed to provide a broader context.

Scope — Oral history collection would focus on first-person narratives, including survivors of the disaster, family members (to demonstrate the legacy of effects on families), trial witnesses, the Port Chicago residents during 1944, and other people with direct connections at various locations (e.g., Mare Island, shipbuilders, and officers) to provide broader context.

This effort would begin by describing the breadth of what has been done regarding the collection of oral histories. A rapid evaluation of oral histories collected by other organizations and institutions would be conducted. This effort would include getting copies of oral histories for the museum or library collection, revisiting oral histories with previous participants to explore their stories further, and creating a historiography of completed oral histories.

Historic Research and Documentation.

Rationale — Historic research and documentation are needed to properly identify and care for the cultural resources of the memorial, and to understand and impart the various stories associated with the site.

Scope — The scope of this work would include preparation of National Register of Historic Places documentation of the explosion site.

A special history study would focus on the historic WWII base beyond the explosion site. This would capture the historic WWII elements along the whole route from Military Ocean Terminal Concord to the memorial.

A special history/resource study or theme study would take a targeted approach and would document other contexts related to the Port Chicago event not previously well understood. Original resources, including primary documents, would be reviewed.

Other cultural resource baseline documentation would include conducting a cultural landscape inventory, entering resources into the List of Classified Structures, and entering archeological resources data into the Archeological Sites Management Information System.



Planning and Data Needs	Priority (H, M, L)	Notes
Cultural and Natural Resources		
Plans		
Cultural resources condition assessment	M	Identify data gaps and research needs and develop strategies to better protect and manage the resources.
Cultural landscape report / treatment plan	M	Identify treatment and recommendations, including interpretive use, for memorial landscape. Could potentially identify cultural resources outside of main memorial that contribute to the memorial's historic setting. (Also see "Study of the secondary environment" under "Visitor Experience").
Update museum management plan for the four NPS sites in the East San Francisco Bay Area	M	
Data Needs and Studies		
Collection of oral histories	H	Collection of first-person narratives, including survivors of the disaster, family members, trial witnesses, and people with direct connections to provide a broader context.
Historic research and documentation	H	Studies, inventories, National Register of Historic Places documentation, and other plans and studies to better document the fundamental resources and protect them.
Conservation treatment of Port Chicago Naval Magazine National Memorial museum collection	M	
Special historic studies	M	Base on outcomes of baseline documentation and research, development of comprehensive interpretive plan, and visitor interactions (might bring additional topics to light).
Administrative history	M	Capture information about the establishment of the memorial, legislative intent that didn't make it into legislation, before this knowledge is lost.
Collection condition survey for Port Chicago Naval Magazine National Memorial museum collection	M	
Baseline natural resource inventories (both terrestrial and aquatic)	M	

Planning and Data Needs	Priority (H, M, L)	Notes
Viewshed (GIS data)	M	Vantage point analysis – what can be seen from the memorial, to anticipate potential changes to the landscape/setting.
Historic American Landscape Survey	L	
Data on potential future climate change impacts	L	
Other Park Strategies and Actions		
Army Pier 2 and 3 upgrade environmental impact statement involvement		Ongoing planning effort.
Need to update operational agreement with the Army to address current conditions		
Maintenance of GIS data		
Park historian for the WWII parks – Rosie the Riveter and Port Chicago		Need someone specialized for these military and civil rights stories.
Army munitions remediation program involvement		Potential for additions to collections – ongoing.
Visitor Experience		
Plans		
Comprehensive interpretive plan	H	Define the overall vision and long-term (5–10 years) interpretive goals of the park.
Data Needs and Studies		
360 photography, video	M	Some of this may exist, but needs to be tracked down.
Study of the secondary environment	M	Identify resources beyond known, official historic property of explosion site. All of the features that are important to the interpretive/visitor experience whether or not they meet historic property standards. (Also see cultural landscape report / treatment plan under “Cultural Resources.”)
Memorial site plans and design	M	

Planning and Data Needs	Priority (H, M, L)	Notes
Town of Port Chicago – GIS historic aerial imagery	M	
Preserve E.F. Joseph photographs	M	
GIS mapping of other related areas	L	
Other Park Strategies and Actions		
Identify opportunities to tell the stories in other places		For example, during development of inland site – kiosks at BART stations, display at Concord City Hall, signs where old bunkers are being demolished.
Updating and maintaining the park website and social media		
Facilities		
Plans		
Preventative maintenance plan	M	
Accessibility/transition plan	M	Address facility and program accessibility.
Data Needs and Studies		
Alternative transportation study	M	Will probably be part of visitor center planning. Will look at how to facilitate multiple ways for visitors to get to various sites related to the park.
Partnerships / Regional Planning and Coordination		
Plans		
Visitor center coordination and planning with East Bay Regional Park District	H	Participate in park district planning effort, including scoping, design, and implementation.
Strategic outreach plan	H	Identify strategies to build partnerships and engage partners and the general public.
Administration/Operations		
Plans		
Strategic plan for four parks	M	
Staffing management plan / workforce management plan for four parks	M	
Boundary		
Other Park Strategies and Actions		
Work with Army to define appropriate memorial boundary		

Part 3: Contributors

Port Chicago Naval Magazine National Memorial

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Appendixes

Appendix A: Enabling Legislation for Port Chicago Naval Magazine National Memorial

Public Law 102-562, October 28, 1992, 106 Stat. 4235

Title II – Port Chicago National Memorial

Sec. 201. Short Title

This title may be referred to as the “Port Chicago National Memorial Act of 1992.”

Sec. 202. Findings

The Congress hereby finds that –

1. the Port Chicago Naval Magazine, located in Contra Costa County, California, served as the major West Coast munitions supply facility during World War II, during which time the facility played a critical role in the success of the war effort;
2. on July 17, 1944, an explosion at Port Chicago, the origin of which has never been determined, resulted in the deaths of 320 officers and sailors, the largest domestic loss of life during World War II, and the injury of many others; and
3. it is fitting and appropriate that the site of the Port Chicago Naval Magazine, which is currently included in the Concord Naval Weapons Station, be designated as a National Memorial to commemorate the role of the facility during World War II, to recognize those who served at the facility, and to honor the memory of those who gave their lives and were injured in the explosion on July 17, 1944.

Sec. 203. Port Chicago National Memorial.

- a. DESIGNATION. – In order to recognize the critical role Port Chicago, located at the Concord Naval Weapons Station in Contra Costa County, California, played in the Second World War by serving as the main facility for the Pacific Theater and the historic importance of the explosion which occurred at the Port Chicago Naval Magazine National Memorial on July 17, 1944, such Naval Magazine is hereby designated as a National Memorial, to be known as the Port Chicago Naval Magazine National Memorial. The Secretary of the Interior shall take appropriate action to assure that the memorial is announced in the Federal Register and that official records and lists are amended, in due course, to reflect the inclusion of this memorial along with other national memorials established by an Act of Congress.
- b. MARKER. – The Secretary of the Interior, with the concurrence of the Secretary of Defense, is authorized and directed to place at the site the Port Chicago Naval Magazine National Memorial marker commemorating the critical role Port Chicago played in the Second World War and the historic importance of the explosions which occurred at that location on July 17, 1944. The plaque or marker shall include a listing of the names of those who lost their lives during the explosion.
- c. PUBLIC ACCESS. – The Secretary of the Interior shall enter into a cooperative agreement with the Secretary of the Navy to provide for public access to the Memorial. There are authorized to be appropriated such sums as are necessary to carry out this title. [This subsection is amended by Public Law 111–84, October 28, 2009, 123 Stat. 2685 below.]

Sec. 204. Authorization of Appropriations.

There are authorized to be appropriated such sums as are necessary to carry out this title.
Approved October 28, 1992.

Public Law 111–84, October 28, 2009, 123 Stat. 2685

Title XXVIII – Military Construction General Provisions, Subtitle E – Land Conveyances

SEC. 2853. Transfer of Administrative Jurisdiction, Port Chicago Naval Magazine, California

(a) TRANSFER REQUIRED; ADMINISTRATION.—Section 203 of the Port Chicago National Memorial Act of 1992 (Public Law 102– 562; 16 U.S.C. 431 note; 106 Stat. 4235) is amended by striking subsection (c) and inserting the following new subsections:

“(c) ADMINISTRATION.—The Secretary of the Interior shall administer the Port Chicago Naval Magazine National Memorial as a unit of the National Park System in accordance with this Act and laws generally applicable to units of the National Park System, including the National Park Service Organic Act (39 Stat. 535; 16 U.S.C. 1 et seq.) and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.). Land transferred to the administrative jurisdiction of the Secretary of the Interior under subsection (d) shall be administered in accordance with this subsection.

“(d) TRANSFER OF LAND.—The Secretary of the Army shall transfer to the Secretary of the Interior administrative jurisdiction over of a parcel of land consisting of approximately five acres, depicted within the proposed boundary on the map entitled ‘Port Chicago Naval Magazine National Memorial, Proposed Boundary’, numbered 018/80,001, and dated August 2005, if the Secretary of the Army determines that the land is in excess to military needs. At the time of the transfer of administrative jurisdiction, the Secretary of the Army and the Secretary of the Interior shall enter into an agreement to determine the responsibilities of the respective agencies in the application of, or obligation to comply with, any applicable environmental law affecting the transferred land, including the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.).

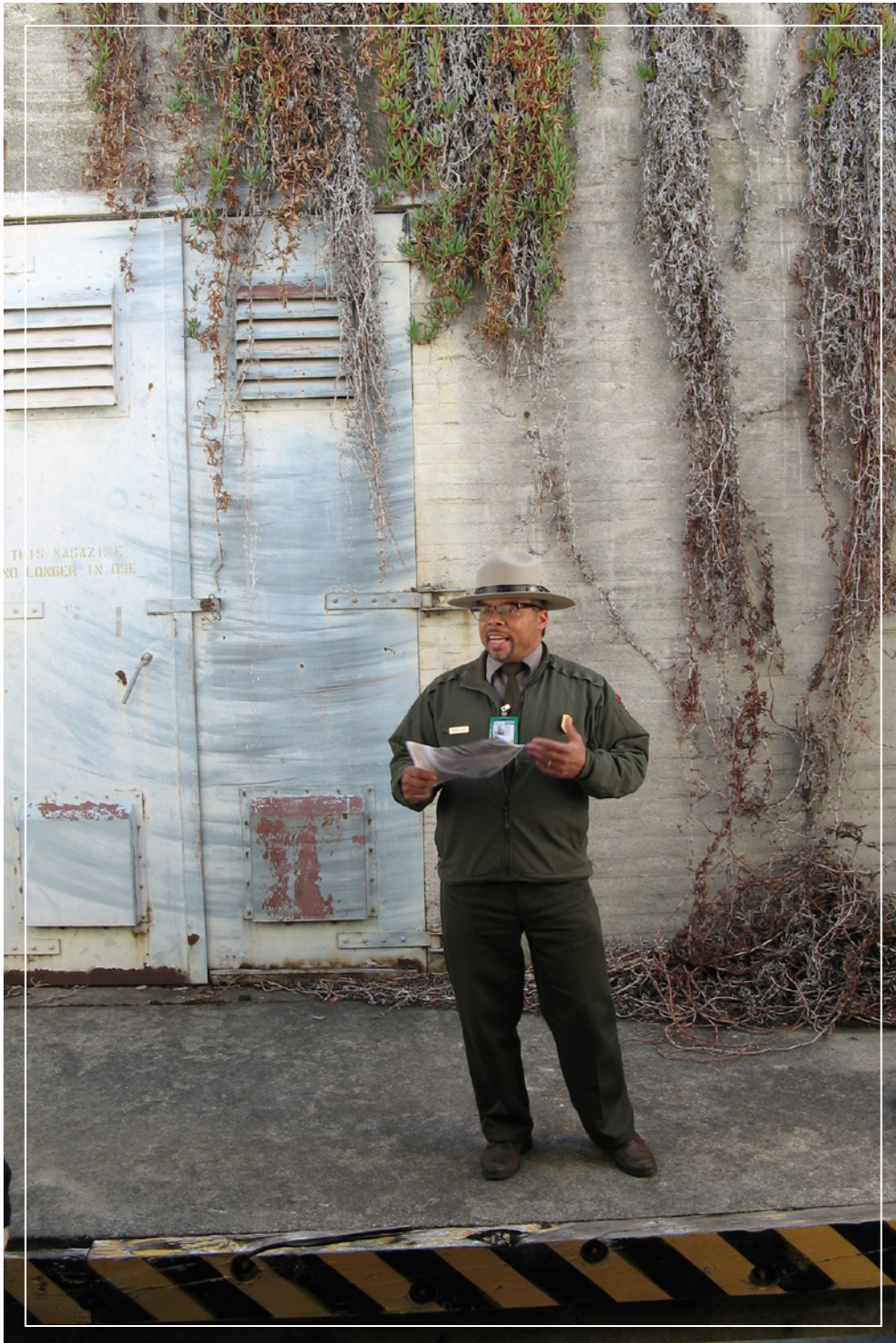
“(e) PUBLIC ACCESS.—The Secretary of the Army shall enter into an agreement with the Secretary of the Interior to provide as much public access as possible to the Port Chicago Naval Magazine National Memorial without interfering with military needs. This subsection shall no longer apply if, at some point in the future, the National Memorial ceases to be an enclave within the Military Ocean Terminal–Concord.

“(f) AGREEMENT WITH CITY OF CONCORD AND EAST BAY REGIONAL PARK DISTRICT.—The Secretary of the Interior is authorized to enter into an agreement with the City of Concord, California, and the East Bay Regional Park District, to establish and operate a facility for visitor orientation and parking, administrative offices, and curatorial storage for the National Memorial.

“(g) SAVINGS PROVISION.—Nothing in this section shall be construed to affect or limit the application of, or any obligation to comply with, any environmental law, including the National Environmental Policy Act (42 U.S.C. 4321 et seq.), the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.) and the Solid Waste Disposal Act (42 U.S.C. 6901 et seq.).”

(b) SENSE OF CONGRESS ON REPAIR AND MODIFICATION OF NATIONAL MEMORIAL.—In accordance with public access provided by section 203(e) of the Port Chicago National Memorial Act of 1992, as amended by subsection (a), it is the sense of Congress that the Secretary of the Army and the Secretary of the Interior should work together to develop a process by which future repairs and modifications to mutually used infrastructure at the Port Chicago Naval Magazine National Memorial can be carried out in as timely and cost-effective a manner as possible.

Approved October 28, 2009.



Appendix B: Inventory of Administrative Commitments

Administrative Commitments

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose
East Bay Regional Park Cooperation Agreement	Memorandum of understanding	2/26/2012	2/26/2017	East Bay Regional Park District	Coordination for development of a visitor center on the inland portion of the base
Army access agreement	Memorandum of agreement	2011	2016	Military Ocean Terminal Concord, California	Access and maintenance of the memorial
Friends Agreement with the Friends of Port Chicago National Memorial	Friends agreement	2/3/2012	2/3/2017	Friends of Port Chicago National Memorial	Standard friends agreement
Western National Parks Association	Cooperating association agreement			Western National Parks, East Bay Regional Park District, Friends of Port Chicago Naval Magazine National Memorial	Standard cooperating association agreement



Appendix C: Analysis of Fundamental and Other Important Resource and Values

Fundamental Resource or Value	The Memorial
Statement of Importance	The memorial, constructed at the location of the explosion, is on the Suisun Bay shoreline overlooking the remnant piers and includes granite monuments with the engraved names of the 320 men who lost their lives.
Related Significance Statements	1, 4
Current Conditions and Trends	Conditions • The memorial is in good condition. • The pavers are in good shape. • The lights need to be worked on; collapsing – lights for the flag. • The stone markers are in good shape. • The remnant pier posts are slowly deteriorating. • The National Park Service has a five-year agreement with the Army for access to and maintenance of the memorial. • There is limited visitor access due to ongoing military operations. • Two wayside panels tell the story of the explosion at the site. Trends • Static – routine maintenance is needed. • Pavers – require ongoing maintenance because of settling (ground is unstable). • Ongoing coordination with the Army – near-term and long-term to get visitors to the memorial, schedule dates for events.
Threats and Opportunities	Threats • The Army is adding/encroaching on the scene including the Pier 2 and Pier 3 modernization project. • Operational and physical changes on the base (internally in the park and outside the five acres of the park) can lead to new facility requirements that could impact the memorial. • Sea level rise due to climate change could inundate pier posts and the entire memorial. Opportunities • There is an opportunity to revisit the placement of the elements at the memorial such as the waysides. • Boxcars and revetments can be used for interpretation if access is improved. The National Park Service owns the boxcars. • How we are telling the story – oral histories: There is an opportunity to hear voices of people talking about their experiences. • Work to create a virtual memorial for the many times when the actual memorial is not accessible.
Existing Data and Plans Related to the FRV	• GIS – park features, aerial imagery. • Park has list of names on plaques.

Fundamental Resource or Value	The Memorial
Data and/or GIS Needs	• Acquire design drawings from Dan Quan Design. Knowledge about the intent of the design from Ray Murray and Dan Quan. • National register nomination of site (including clear description/understanding of what the historic property is). • Treatment recommendations for site (as part of cultural landscape report). • Town of Port Chicago – GIS historic aerial imagery.
Planning Needs	• Coordination with East Bay Regional Park District for planning the inland portion of the base – will provide a different place to lead visitors.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director’s Orders) • NPS <i>Management Policies</i> 2006 (chapters 3 and 5) • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 64: <i>Commemorative Works and Plaques</i>



Fundamental Resource or Value	Final Resting Place / Setting
Statement of Importance	The memorial recognizes those who lost their lives and marks the final resting place of those unrecovered after the explosion. The exposed and open landscape along the water provides a compelling visitor experience, creating a contemplative and inspirational space for visitors.
Related Significance Statements	1, 3, 4
Current Conditions and Trends	Conditions • Desire to maintain the setting. • Across Suisun Bay, the rolling hills are relatively undeveloped as they were during WWII. • The memorial is in good condition. • The remnant pier posts are slowly deteriorating. • The National Park Service has a five-year agreement with the Army for access to and maintenance of the memorial. • There is limited visitor access due to ongoing military operations. • The ice plant at revetments could be historic. Trends • Routine maintenance for the memorial is needed. • Negative trajectory because of development, including Piers 2 and 3.
Threats and Opportunities	Threats • There could be short-term threats during construction at the base including at Piers 2 and 3 (noise, views). • The Army is adding/encroaching on the scene including the Pier 2 and Pier 3 modernization project. • NPS developments/improvements affect the historic scene. • Army development: dismantling of historic features on base along the ride from Military Ocean Terminal Concord parking lot to the memorial has occurred and could continue to occur. • Larger Suisun setting includes many jurisdictions out of NPS control; this could be a threat if development were to encroach. • Sea level rise due to climate change could inundate pier posts and the entire memorial. Opportunities • There is an opportunity to preserve and maintain what is in NPS jurisdiction. • Continue providing this contemplative space. • There is an opportunity to move the waysides to another location to make the memorial more contemplative. • Enhance the contemplative space. • Could use a bench to sit and contemplate and reflect. • An inland area would be a better learning environment. • Separation of spaces for contemplation and for learning. • How we are telling the story – oral histories: There is an opportunity to hear voices of people talking about their experiences. • Engage Army: How do we better engage in their processes?



Fundamental Resource or Value	Final Resting Place / Setting
Existing Data and Plans Related to the FRV	• GIS layers, including landownership.
Data and/or GIS Needs	• Determination of the historic property, the contributing features, and how they relate to the scene. • Collect information from the memorial designer and others involved in the design process to determine the memorial design intent. • Army, US Fish and Wildlife Service – agencies and private sector that own land in the viewshed: What plans do they have? • Figure out if islands are part of Military Ocean Terminal Concord or Concord Naval Weapons Station – inland. • Update List of Classified Structures. • Update Archeological Sites Management Information System.
Planning Needs	• Cultural landscape inventory. • Cultural landscape report. • Accessibility plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director’s Orders) • NPS <i>Management Policies</i> 2006 (chapters 3 and 5) • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 28A: <i>Archeology</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i>

Fundamental Resource or Value	Port Chicago Explosion Site
Statement of Importance	Port Chicago explosion site—listed in the National Register of Historic Places—preserves the site and remnants of the 1944 disaster, including the pier pilings, the historic location of Pier 1, and archeology associated with the explosion.
Related Significance Statements	1, 3
Current Conditions and Trends	Conditions • The conditions of National Register of Historic Places features have not been assessed. • The stability of the pilings is unknown. • Underwater resources have not been comprehensively surveyed. Trends • The Army has conducted minimal underwater surveys. • The pilings are degrading; the rate is unknown. • Modernization of surrounding Army operations impacts the historic setting.
Threats and Opportunities	Threats • Pier 2 and 3 modernization project, including dredging activities. • Sea level rise and changes in runoff patterns (water is snowpack from the Sierra Nevada). Opportunities • Pier 2 and 3 modernization is prompting the Army to assist with documentation of national register property. • Ensure that historic landscape elements are considered and included in the historic property documentation/evaluation (not just buildings, structures, and objects).
Existing Data and Plans Related to the FRV	• Minimal underwater survey conducted by the Army: “Phase I Marine Remote-Sensing Survey for the Modernization and Repair of Piers 2 and 3 at Military Ocean Terminal Concord, CA” (2013) – Prepared by Southeastern Archaeological Research, Inc. for US Army. • National register determination of eligibility – Army has completed draft: “State of California Primary Record for Port Chicago Naval Magazine Explosion Site” (2013) – Prepared by Melissa Montag, US Army Corps of Engineers. • “Military Munitions Response Program Remedial Investigation and Feasibility Study” (2012) – Prepared by Parsons for US Army. • “Draft Inventory and Evaluation of National Register Eligibility of Cold War Era and Selected Other Buildings and Structures, Naval Weapons Support Facility, Seal Beach, Detachment Concord, Contra Costa County, California.” Submitted to: US Army Corps of Engineers, 1325 J Street Sacramento, California 95814-2922 and Engineering Field Activity, West Naval Facilities Engineering Command, 900 Commodore Drive San Bruno, California 94066-5006 Prepared by: JRP Historical Consulting Services 1490 Drew Avenue, Suite 110 Davis, CA 95616 Under Contract No.: DACA05-97-D-00131998.

Fundamental Resource or Value	Port Chicago Explosion Site
Data and/or GIS Needs	• Assessment of condition of national register features, including stability of pier pilings. • Full national register assessment of site features to determine which are national register eligible/contributing features. • Compare the current position of revetments and rail lines to historic position at time of explosion (determination of historic integrity of revetments and other surrounding landscape features).
Planning Needs	• Cultural landscape report.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) – regulations implementing section 106 of the National Historic Preservation Act • National Environmental Policy Act • Archaeological Resources Protection Act NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) • NPS Management Policies 2006 (chapters 3 and 5) • Director's Order 28: Cultural Resource Management • Director's Order 28A: Archeology • The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation • The Secretary of the Interior's Standards for the Treatment of Historic Properties



Fundamental Resource or Value	Features in the Vicinity of the Memorial
Statement of Importance	The location of the memorial on an active military base, which has been continually used as a transshipment facility since World War II, helps visitors understand the historic significance of the operation. Features in the vicinity of the memorial such as the railroad cars and revetment, railroad tracks, military structures, and other landscape elements provide context for visitors to imagine the historic scene of WWII operations at Port Chicago.
Related Significance Statements	3, 4
Current Conditions and Trends	Conditions • Railroad cars are rusting. • Magazines are inaccessible due to Army locks (the National Park Service should have access – needs to be resolved). • Railroad tracks seem to be in fine condition, rusting slightly due to lack of use. • Revetments have healthy ice plant (planted by the Navy to stabilize soil). Need to determine if this is a contributing feature. • Army owns/controls most of the resources (except for the railroad cars). Trends • Management ambiguity within the monument boundary: what does the Army manage, what does the National Park Service manage?
Threats and Opportunities	Threats • Potential deterioration of revetments due to rodent activity. • Modernization of base: don't know what will happen to train tracks and other features beyond the memorial boundary. • Opportunities • Use magazines for site visits.
Existing Data and Plans Related to the FRV	• Minimal underwater survey conducted by Army: "Phase I Marine Remote-Sensing Survey for the Modernization and Repair of Piers 2 and 3 at Military Ocean Terminal Concord, CA" (2013) – Prepared by Southeastern Archaeological Research, Inc. for US Army. • National register determination of eligibility – Army has completed draft "State of California Primary Record for Port Chicago Naval Magazine Explosion Site" (2013) – Prepared by Melissa Montag, US Army Corps of Engineers. • "Military Munitions Response Program Remedial Investigation and Feasibility Study" (2012) – Prepared by Parsons for US Army. • "Draft Inventory and Evaluation of National Register Eligibility of Cold War Era and Selected Other Buildings and Structures, Naval Weapons Support Facility, Seal Beach, Detachment Concord, Contra Costa County, California" – Submitted to: US Army Corps of Engineers 1325 J Street Sacramento, California 95814-2922 and Engineering Field Activity, West Naval Facilities Engineering Command 900 Commodore Drive San Bruno, California 94066-5006 Prepared by: JRP Historical Consulting Services 1490 Drew Avenue, Suite 110 Davis, CA 95616 Under Contract No.: DACA05-97-D-00131998.

Fundamental Resource or Value	Features in the Vicinity of the Memorial
Data and/or GIS Needs	• Full national register assessment of site features to determine which are national register eligible/contributing features. • Establish a “changes to the landscape” timeline that notes all of the additions (buildings, structures, vegetation, railroad tracks, memorial) through time to the area (before, during and after the period of significance). • Compare the current position of the revetments and rail lines to historic position at time of explosion (determination of historic integrity of revetments). • Need to determine if ice plant was planted during the period of significance or if revetment vegetation should be restored to a previous state.
Planning Needs	• Cultural landscape report.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • “Protection of Historic Properties” (36 CFR 800) – regulations implementing section 106 of the National Historic Preservation Act • National Environmental Policy Act • Archaeological Resources Protection Act NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director’s Orders) • NPS <i>Management Policies 2006</i> (chapters 3, 5, 7) • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 28A: <i>Archeology</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior’s Standards and Guidelines for the Treatment of Historic Properties</i>

Fundamental Resource or Value	Museum Collections
Statement of Importance	The museum collections, including remnants from the explosion, historic photographs, relevant documents, memorabilia, and oral histories must be preserved to tell the diverse stories of Port Chicago.
Related Significance Statements	All
Current Conditions and Trends	Conditions - Fair to good – handcart, debris, stained glass windows from Port Chicago Chapel and archival documents are stable and in fine condition. - Materials are split between Eugene O’Neill National Historic Site and Rosie the Riveter WWII Home Front National Historical Park storage locations, and storage environments do not meet NPS standards. - Collection condition assessment needed. Trends - Collecting has only been carried out for a short time, the collection is small, and it is desirable for it to grow. - The generation that experienced Port Chicago first-hand is very aged; the numbers of such people are small and they are diminishing.
Threats and Opportunities	Threats - Lack a climate- and pest-controlled museum facility. - Lack of adequate storage space. Opportunities - Acquisition of additional museum collections. - New visitor center could contain a climate-controlled museum facility and opportunities to display portions of the collection. - Concentrated outreach effort needed to document the events of 1944 and subsequent trial. Outreach should focus on survivors but also city residents, families of men killed, and witnesses to trial.
Existing Data and Plans Related to the FRV	- Scope of collections statement (2014). - Four parks museum management plan.
Data and/or GIS Needs	Suggestions for additional acquisitions (from interpretive staff).
Planning Needs	- Collection condition survey for Port Chicago Naval Magazine National Memorial museum collection. - Conservation treatment of Port Chicago Naval Magazine National Memorial museum collection. - Update museum management plan.

Fundamental Resource or Value	Museum Collections
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Archeological and Historic Preservation Act of 1974 • Management of Museum Properties Act, 1955 NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director’s Orders) • NPS <i>Management Policies</i> 2006 (chapter 5) • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 24: <i>NPS Museum Collections Management</i> • NPS <i>Museum Handbook</i> • Checklist for preservation and protection of museum collections





Fundamental Resource or Value	Richly Layered Stories
Statement of Importance	Richly layered stories—personal, institutional, and political—provide a lens for understanding the complexity of the Port Chicago experience and its historical reverberations throughout many aspects of military culture and American society.
Related Significance Statements	All
Current Conditions and Trends	Conditions • Sacrifice and WWII victory is honored through current media, but other stories are incomplete. • Lacking knowledge concerning Navy’s operations nationwide, park management knows more about this case than similar operations around the country. There is difficulty getting information from the Navy. • There are very few photographic resources after the disaster (stoppage, trial, protests). • The park has relationships with the authors of secondary literature. • There is a lack of access to some primary materials used in secondary literature. • Oral histories reside in park collections and with other institutions. • All convicted men have passed away; very few survivors are left. • NAACP correspondence is lacking, as are records from local or national offices related to mobilization around Port Chicago. • Greater diversity of stories is needed. Trends • There is a growing body of secondary literature. • New secondary literature is identifying new information we didn’t know we had (Campbell and Sheinkin). • The transfer from Navy to Army presents opportunities; there is more freedom to talk about additional layers of the Port Chicago story.



Fundamental Resource or Value	Richly Layered Stories
Threats and Opportunities	Threats • Direct witnesses are being lost. • Information from the Navy is hard to access. • Relevancy: how do we ensure longevity and relevancy of this WWII story? As more time passes, there is the fear of forgetting. Opportunities • “Work cited” sections of recent books conveniently list resources we don’t have that could be useful. • We have relationships with the authors of secondary literature. • Use partnerships to leverage research capacity, especially with universities (example: Contra Costa CC Honors Department has directed research opportunities for students). • There may be a way to put out a call to descendants to capture stories and resources from those who have passed away. • National Park Foundation may have research grants. • Organization of American Historians may have resources – “expert panel” to tell the park what stories are not being told. • Increase research capacity—need staff or outside historians who are able to spend their time doing historical research. • Plan “teacher institutes” to help the park learn how to tell these complex and sensitive stories. • Develop a research / document needs wish list.
Existing Data and Plans Related to the FRV	• Oral histories and other archival documents and photographs in the park collections.

Fundamental Resource or Value	Richly Layered Stories
Data and/or GIS Needs	• GIS mapping of the other areas (beyond the explosion site) that pertain to the myriad Port Chicago stories—town of Port Chicago, Mare Island, Treasure Island, changes in demographics in the Bay Area due to World War (shown graphically with census and GIS data?). • Naval records of the Port Chicago 50. • Collecting stories related to black sailors' sequence of work stoppages at Port Chicago prior to August 9, 1944. • Learning what happened to survivors who were reassigned. • Collecting stories related to other WWII military/munitions accidents. • Collecting stories related to military training and safety protocols. • Collecting stories related to other incidents of racial strife (i.e., disturbances, alleged mutinies) in the military and in the Bay Area, and the longer history of African Americans in war. • Collecting stories related to Navy's post-disaster concerns; related to President and Mrs. Roosevelt's engagement; related to President Truman's considerations leading up to and following Executive Order 9981 desegregating U.S. armed forces. • Need uniform pieces, other personal articles. • Oral histories from the town people. • Need more information on the evolution and interrelationships of the National Association for the Advancement of Colored People, the civil rights movement, and the military related to Port Chicago. • Knowledge about racial issues in Vallejo, the Shell refinery, etc. • Stories about how events here contributed to stories elsewhere. • Stories about military service—what does "service" mean to the individuals and communities that participated? How do stories differ? • Need to see the study done that helped the Navy pick Port Chicago as the ideal place for the munitions facility. • More research on safety—what were the regulations that the longshoremen had that were not followed at Port Chicago, etc. • Need records and accounts that provide evidence of safety conditions at Port Chicago (sources: Coast Guard, Navy, longshoremen).
Planning Needs	• None identified.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • Management of Museum Properties Act, 1955 NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director's Orders) • NPS <i>Management Policies 2006</i> (chapters 5 and 7) • Director's Order 6: <i>Interpretation and Education</i>

Analysis of Other Important Resources and Values

Other Important Resource or Value	Sites Outside the Immediate Memorial Area
Statement of Importance	Sites outside the immediate memorial area such as the town of Port Chicago and the inland area of the Concord Naval Weapons Station provide an opportunity to understand the complexity of the Port Chicago stories within their historical geographic context.
Current Conditions and Trends	Conditions • The Port Chicago town site is not accessible to the public due to its location in the active Military Ocean Terminal Concord Army post. • The inland portion of the base, including the former chapel site, is currently owned by the Navy, but is going through the Base Realignment and Closure process. • Other sites important to the Port Chicago story such as Mare Island and Treasure Island are not owned or managed by the National Park Service. Trends • The inland area of the Concord Naval Weapons Station is going through a Base Realignment and Closure process, and will soon be conveyed in part to the East Bay Regional Park District (EBRPD), making it accessible to the public. • Stained glass windows from the Concord Naval Weapons Station chapel depicting African American sailors loading munitions during WWII are part of the Port Chicago Naval Magazine National Memorial museum collections. These windows will be displayed for the public when a new visitor center is built on the future EBRPD portion of the Concord Naval Weapons Station.
Threats and Opportunities	Threats • Direct witnesses are being lost. • Post WWII and future development on non-NPS lands associated with the Port Chicago story could undermine Port Chicago related historic resources Opportunities • Increase ability to tell the Port Chicago story off-site through the development of formal partnerships with the City of Vallejo (Mare Island), the City of San Francisco (Treasure Island), and other WWII-related NPS units in the Pacific such as War in the Pacific National Historical Park in Guam and American Memorial Park in Saipan. • Increase ability to tell the Port Chicago story off-site through the development of a EBRPD/NPS co-managed visitor center.

Other Important Resource or Value	Sites Outside the Immediate Memorial Area
Data and/or GIS Needs	• GIS mapping of the other areas (beyond the explosion site) that pertain to the myriad Port Chicago stories—town of Port Chicago, Mare Island, Treasure Island, changes in demographics in the Bay Area due to World War II, location of munitions: where they were manufactured and delivered from, where in the Pacific they were delivered to. • Determining what physical historic resources pertaining to the work stoppage at Mare Island or the mutiny trial on Treasure Island still exist. • Collecting stories related to other WWII military/munitions accidents. • Collecting stories related to other incidents of racial strife (i.e., disturbances, alleged mutinies) in the military and in the Bay Area, and the longer history of African Americans in war. • Oral histories from the townspeople. • Need more information on the evolution and interrelationships of the National Association for the Advancement of Colored People, the civil rights movement, and the military related to Port Chicago. • Knowledge about racial issues in Vallejo, the town of Port Chicago, the Shell refinery, etc.
Planning Needs	• Coordinated EBRPD and NPS planning effort for co-managed visitor center.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the OIRV • None identified. NPS Policy-level Guidance (<i>NPS Management Policies 2006</i> and <i>Director's Orders</i>) • <i>NPS Management Policies 2006</i> (chapters 2, 5, and 7) • <i>Director's Order 6: Interpretation and Education</i>



Pacific West Region Foundation Document Recommendation Port Chicago Naval Magazine National Memorial

February 2015

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Pacific West Regional Director.

RECOMMENDED

Tom Leatherman, Superintendent, Port Chicago Naval Magazine National Memorial

Date

APPROVED

Christine S. Lehnertz, Regional Director, Pacific West Region

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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