

# **EL CAMINO REAL DE TIERRA ADENTRO NATIONAL HISTORIC TRAIL**

## **Comprehensive Management Plan and Resource Management Plan Amendment for Mimbres, White Sands, and Taos Resource Management Plans**

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## **EXECUTIVE SUMMARY**

Added to the National Trails System in October 2000, El Camino Real de Tierra Adentro (Royal Road of the Interior) National Historic Trail (NHT) recognizes the primary route between the colonial Spanish capital of Mexico City and the Spanish provincial capitals at San Juan de Los Caballeros (1598-1600); San Gabriel (1600-1609); and then Santa Fe (1610-1821). The NHT, as designated, extends 404 miles from El Paso, Texas, to San Juan Pueblo, New Mexico. Bureau of Land Management (BLM) and National Park Service (NPS) are charged with joint administration of the trail.

This El Camino Real de Tierra Adentro National Historic Trail Comprehensive Management Plan (CMP) responds to the trail's congressional designation and the requirements of the National Trails System Act. This document identifies strategies to address identified issues and to meet determined goals. The CMP was released to the public in April 2004 in the proposed CMP/Final Environmental Impact Statement (FEIS) for El Camino Real de Tierra Adentro National Historic Trail. The CMP/FEIS is available through Camino Real Administration, Santa Fe, New Mexico.

## **ISSUES**

Initial scoping for the CMP identified a number of issues:

- How will the historic, scenic, and natural resources of the trail be preserved?
- How do people's activities and uses affect the trail?
- How will trail management be integrated with tribal and other government agency and community plans?
- What opportunities are available to provide visitor services, education, and/or recreation?
- How do we incorporate international interest in the trail?

## **GOALS**

Goals describing future conditions were developed for:

- A high-quality visitor experience
- Coordinated interpretation and education
- Effective administration
- Active resource protection

## **MANAGEMENT DECISIONS**

Management decisions outlined in the CMP implement the provisions of the National Trail Systems Act and reflect the public's vision for the administration and management of the trail.

The CMP calls for an ambitious program of resource protection and visitor use. Trail administration and partners will work cooperatively to provide coordinated programming and activities that integrate themes, resources, and landscapes at certified sites on private land or protected sites on public land. Resources that best illustrate the trail's significance (high-potential historic sites and segments) will be identified and protected on both public and private land. Certification priorities will be placed upon sites and segments supporting interpretive and educational programming and protecting significant resources. An auto tour route will be established and promoted to the public.

Other opportunities for interpretation and education are afforded by the jointly-managed BLM/State of New Mexico Camino Real de Tierra Adentro International Heritage Center. A bi-national approach with Mexico will promote activities such as interpretation, events, and signage.

The CMP amends BLM's Mimbres, White Sands, and Taos Resource Management Plans (RMPs) to protect important scenic values in the vicinity of the trail. Valid existing rights will be recognized on public lands.

NPS and BLM joint administration of the trail will include coordination in budgeting, staffing, trail marking standards, and encouragement of volunteers, partnerships, and an advisory council. International relations will be established with Mexico to exchange trail information and research, to foster trail preservation, to foster educational programs, and to cooperate in the potential bi-national designation of El Camino Real de Tierra Adentro International Historic Trail. Cooperation with tribal organizations and entities will be encouraged.

# CHAPTER 1

## INTRODUCTION

El Camino Real de Tierra Adentro is recognized throughout the United States of America and Los Estados Unidos de México as a timeless route of trade and cultural exchange and interaction among Spaniards, other Europeans, American Indians, Mexicans, and Americans, that shaped individual lives and communities and affected settlement and development in the greater Southwest. Recognition of this route as an international historic trail will commemorate a shared cultural heritage and contribute in a meaningful way to eliminating cultural barriers and enriching the lives of people along El Camino Real de Tierra Adentro.

### ***PURPOSE AND NEED FOR THE PLAN***

The purpose of the Comprehensive Management Plan (CMP) is to establish the administrative objectives, policies, processes, and management actions needed to fulfill the preservation and public use goals for El Camino Real de Tierra Adentro National Historic Trail (NHT). El Camino Real de Tierra Adentro (The Royal Road of the Interior) was added to the National Trails System by P.L. 106-307 on October 13, 2000 (see Appendix A), pursuant to the National Trails System Act, P.L. 90-543, of October 2, 1968, as amended (see Map 1).

National historic trails are set aside to identify and protect a historic route and its remnants for public use and enjoyment. These are extended trails that follow as closely as possible and practicable original routes of travel that are of national historical significance.

Existing trail segments already in federal ownership will become the initial components of El Camino de Tierra Adentro NHT. Other trail segments can be developed and protected through various means, such as cooperative and certification agreements and/or easements and actions by state and local government and private organizations. The primary focus of trail administration is resource preservation, protection, and providing public access; acquisition of private lands, while possible, will take place on a willing-seller basis only.

This CMP identifies and explains the desired future conditions to be maintained or achieved, and administrative and management actions necessary to achieve objectives. Through these actions, El Camino Real de Tierra Adentro NHT will be administered and managed according to the intent of Congress as expressed in the establishing legislation and the National Trails System Act.

### ***TRAIL LOCATION AND BACKGROUND***

El Camino Real de Tierra Adentro runs between Spain's former colonial capitals in Mexico City and what is today northern New Mexico. The NPS prepared a feasibility study in 1997 that subsequently led to the designation of the 404-mile El Camino Real de Tierra Adentro NHT from El Paso, Texas, to San Juan Pueblo, New Mexico (Map 2).



———— National Historic Trail  
 - - - - - National Scenic Trail

# National Trails System

## El Camino Real de Tierra Adentro National Historic Trail

United States Department of the Interior  
 National Park Service  
 Bureau of Land Management



DSC/SEPT 2002/661/20000A



DSC/SEPT 2002/661/20001A

# El Camino Real United States and Mexico

## El Camino Real de Tierra Adentro National Historic Trail

United States Department of the Interior  
National Park Service  
Bureau of Land Management

The study documented the international significance of the entire route from Mexico City to New Mexico's respective colonial capitals at San Juan Pueblo (1598-1600), San Gabriel (1600-1609), and Santa Fe (1609-1821). During that period, the road formed part of a network of royal roads throughout Mexico that ran from Spanish capital to Spanish capital. When Mexican independence was achieved, El Camino Real ceased to be a royal road, because the Spanish crown had been ousted. However, the route continued in use during the Mexican National Period, as Mexican and Indian travelers, traders, settlers, soldiers, clergymen, and Anglo-American merchants continued their activities along it. Significance has also been found for succeeding periods, including the Mexican National Period (1821-1848), and part of the U. S. Territorial Period of New Mexico (1848-1882). San Juan Pueblo was the terminus of the trail because it was the first provincial capital of the northern province of New Spain.

The NHT passes through four BLM Field Office administrative areas with five existing Resource Management Plans (RMPs). The following RMPs were reviewed for consistency with goals, objectives, and actions proposed for the NHT: (1) Taos RMP, (2) Río Puerco RMP, (3) Socorro RMP, (4) White Sands RMP, and (5) Mimbres RMP. The trail runs through 16.9 miles of public lands in the Taos Field Office; 14.2 miles of BLM-administered lands in the Socorro Field Office; and 28.6 miles of public lands in the Las Cruces Field Office (mileages include duplicate, or variant, routes).

Approximately 33.3 miles of the NHT pass through the Sevilleta National Wildlife Refuge, and 56.8 miles pass through the Bosque del Apache National Wildlife Refuge—both of these administered by the U.S. Fish & Wildlife Service (FWS). Approximately 7.7 miles of the NHT pass through the Santa Fe National Forest, administered by the USDA Forest Service (USFS); and approximately 4.6 miles of trail cross lands administered by the U.S. Army Corps of Engineers. The remainder of the trail passes through 376.7 miles of private lands; 24.7 miles of state-administered lands; and 89.5 miles of North American Indian tribal lands.

## ***TRAIL ADMINISTRATION AND MANAGEMENT***

Administration of national historic trails rests with the Secretary of Agriculture and the Secretary of the Interior. In a landmark decision on January 19, 2001, the Secretary of the Interior directed that administrative responsibility for El Camino Real de Tierra Adentro NHT be assigned jointly to the BLM and the NPS, based on the joint memorandum of the two agencies to the Secretary of January 9, 2001 (see Appendix B). Because the two agencies are the joint administrators, they cooperatively prepared this CMP. The joint administration of the trail will be referred to in this document as the Camino Real Administration.

A Memorandum of Understanding for the Administration and Management of National Historic and National Scenic Trails signed by the BLM, NPS, USFS, Federal Highways Administration, and National Endowment for the Arts on January 19, 2001, defines administration and management as follows:

- Administration - Each national trail, established by law, is assigned for administration to a specific federal agency by either the Secretary of the Interior or the Secretary of Agriculture, as designated by Congress.

Subject to available funding, the administering agency exercises trail-wide responsibilities under the act for that specific trail. Such responsibilities include coordination among and between agencies and partnership organizations in planning, marking, certification, resource preservation and protection, interpretation, cooperative/interagency agreements, and financial assistance to other cooperating government agencies, landowners, interest groups, and individuals.

- Management - Various government and private entities own or manage lands along each national trail. Management responsibilities often include inventorying of resources; mapping, planning, and development of trail segments or sites; compliance; provision of appropriate public access; site interpretation; trail maintenance; marking; resource preservation and protection; viewshed protection; and management of visitor use.

This is the first time that a component of the National Trails System has been assigned to two agencies for joint administration. The National Trails System - Intermountain Region, Santa Fe Office of the NPS in Santa Fe, New Mexico, and the New Mexico State Office of the BLM are responsible for administering the trail as per agency agreement. They will coordinate with the public, various federal agencies, tribal offices, and local and state governments in the plan's implementation. Executive order 13195, dated January 18, 2001 - *Trails for America in the 21st Century* - provides direction for achieving a common goal of improving America's national system of trails.

## **SCOPING/ISSUES**

Issues and management concerns were identified by BLM and NPS personnel through phone calls, e-mails, letters, and several meetings conducted over the summer of 2001. Contacts were made with Tribal members and leaders; local, state and other federal other agencies; and individuals and user groups.

## **PUBLIC SCOPING**

The public involvement process for this planning effort began with scoping meetings held in June, July, and August 2001 in several communities along the trail. The BLM and NPS gathered the wishes, concerns, and opportunities for the NHT that were expressed during formal and informal community and governmental meetings. Also collected were ideas that were mailed or sent electronically. A series of meetings was held in October 2001 to develop possibility statements (desired future conditions) and identify ways to achieve the desired conditions for the NHT. The meetings were well attended, and resulted in the formation of several community stakeholder groups. Details of meeting locations and schedules are presented in the CMP/FEIS, Chapter 5, Table 14.

## ISSUES ADDRESSED THROUGH THE PLANNING PROCESS

The major issues addressed in this CMP are listed below. Each issue has a number of related planning questions and management concerns that address more specific uses and resources related to the issue theme.

*How will the historic, scenic, and natural resources of the trail be preserved?*

- Where are important cultural and historic resources located?
- What management actions are needed to protect and preserve the historic features of the trail while offering visitors a recreational opportunity?
- How will historic and scenic values be protected against impacts from authorized or unauthorized uses?
- Are changes in off-highway-vehicle designations necessary to protect historic resources?
- Will human activities result in the displacement of wildlife; changes to vegetation, including invasive species; or changes in water quality?

*How do people's activities and uses affect the trail?*

- How will interpretation be used as an education tool to increase the public's awareness and appreciation of the trail's cultural resources?
- What range of recreational opportunities should be provided?
- What methods will be used to determine appropriate levels of visitor use?
- What new uses, trends, or future use levels are anticipated?
- How will livestock management activities affect management of the trail?
- How will rights-of-way or land-tenure adjustments affect management of the trail?
- How will mineral-related activities affect management of the trail?
- Will plan proposals affect floodplains or wetlands?
- Will plan proposals affect threatened and endangered species?

*How will trail management be integrated with tribal and other government agency and community plans?*

- What agreements exist and/or need to be established to promote preservation and interpretation of the trail?
- What opportunities are available to provide visitor services, education, and/or recreation?
- What opportunities, partnerships, and facilities can be capitalized upon to efficiently provide services?

*How do we incorporate international interest in the trail?*

- How can we tell the whole story of the trail, given that 1,200 miles of the trail lie within Mexico?
- From what historical perspective does Mexico view the trail?
- From what historical perspective does Spain view the trail?

## **ISSUES ADDRESSED THROUGH ADMINISTRATIVE ACTION**

An administrative issue was discussed by the planning team regarding the location of the Camino Real Administration Office. It was determined that locating the office in Santa Fe, New Mexico would be appropriate to take advantage of BLM and NPS staffing and resources and provide a "seamless" operation for the benefit of the public.

## ***PLANNING CRITERIA***

The following criteria were developed to guide the planning process.

- Although Spain developed and owned the Camino Real 1540-1821, the historic period of significance for El Camino Real in the United States extends from 1598 to 1882.
- The draft Comprehensive Management Plan/Environmental Impact Statement (CMP/EIS) should be completed in compliance with Section 5(a) of the National Trails System Act and all other applicable laws. It will meet the requirements of Public Law 106-307 to protect the trail's natural and historic resources and recreation opportunities.
- The planning team should work cooperatively with the State of New Mexico; tribal governments; county and municipal governments; other federal agencies; and all other interested groups, agencies, and individuals. Public participation will be encouraged throughout the process.
- The planning process will include an EIS that will comply with National Environmental Protection Act (NEPA) and Council on Environmental Quality (CEQ) guidelines.
- The plan will emphasize the protection and enhancement of the historic values of the trail, while providing the public with opportunities for compatible recreation activities.
- Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for the specific area, in order to ensure continued maximum benefits from the land (Section 7 (a)(2)).
- The lifestyles and concerns of area residents, including the activities of grazing and hunting, will be recognized in the plan.
- Any lands or interests in lands located along the trail that are acquired by federal agencies from willing sellers to accomplish purposes for which the trail was designated will be managed consistent with the National Trails System Act.
- The planning process will involve tribal governments, and will provide strategies for the protection of recognized traditional uses.
- Decisions in the plan should strive to be compatible with the existing plans and policies of adjacent local, state, tribal, and federal agencies, as long as the decisions are in conformance with congressional direction and federal laws, regulations, and policies. The following BLM Resource Management Plans (RMP) will be amended as necessary: (1) Taos RMP, (2) White Sands RMP, and (3) Mimbres RMP.
- The location of the trail has been determined on the basis of historical information and actual field surveys, and will be further refined to meet the

direction of the activation memo that Geographic Information Systems (GIS) will be used as an invaluable aid in administering the trail, and as a means by which the public can be provided with accurate trail mapping as quickly as possible.

- Private landowner rights will be respected. Land or interest in private land will only be acquired on a willing-seller basis.
- United States and Mexican public and non-governmental organizations and academic institutions will be consulted. In cooperation with the Secretary of State, consultation will take place with the government of Mexico and its political subdivisions, for the purpose of exchanging trail information and research, fostering trail preservation and education programs, providing technical assistance, and working to establish an international historic trail.

## **LEGISLATIVE CONSTRAINTS**

Public Law 106-307, titled “A Bill to amend the National Trails System Act to designate El Camino Real de Tierra Adentro as a National Historic Trail,” was signed into law on October 13, 2000. The legislation recognizes a 404-mile-long trail from the Río Grande near El Paso, Texas, to San Juan Pueblo, New Mexico, as generally depicted on the maps entitled “A United States Route: El Camino Real de Tierra Adentro,” contained in the March 1997 El Camino Real de Tierra Adentro National Historic Trail Feasibility Study and Environmental Assessment. The Secretary of the Interior is directed to administer the trail, and land acquisition may only take place with the consent of willing sellers.

The National Trails System Act provides legal mandates, policy, and general guidance for the national system of recreation, scenic, and historic trails. The National Trails System was established to provide for the ever-increasing outdoor recreation needs of an expanding population, and to promote the preservation of, public access to, travel within, and enjoyment and appreciation of, the open air, outdoor areas and historic resources of the nation.

The CMP complies with applicable federal laws, regulations, and planning direction. This includes, but is not limited to, the establishing legislation; the National Trails System Act (NTSA); the National Environmental Policy Act (NEPA); the National Historic Preservation Act (NHPA); the Federal Land Policy and Management Act (FLPMA); the Native American Graves Protection and Repatriation Act (NAGPRA); the American Indian Religious Freedom Act (AIRFA) regarding affirmative consultation with North American Indian Tribes; Executive Order No. 12898 on Environmental Justice; Executive Order No. 13007 (Indian Sacred Sites), May 24, 1996, 61 FR 26771, 42 USC 1996; Executive Order No. 13175, Consultation and Coordination with Indian Tribal governments, November 6, 2000, 65 FR 67249, 25 USC 450; Executive Order 13195, Trails for America in the 21st Century; the Architectural Barriers Act of 1968, and the Rehabilitation Act of 1973; BLM Land Use Plan policy; and NPS Management Policies and Director’s Orders. In accordance with NPS Director’s Order 12, the environmental impact statement (EIS) was prepared as a part of the plan.

The CMP also complies with all state environmental and cultural resources preservation laws as applicable.

## ***PLANNING PROCESS***

### **RELATIONSHIP TO BUREAU OF LAND MANAGEMENT AND NATIONAL PARK SERVICE POLICIES, PLANS, AND PROGRAMS**

This CMP was developed following both BLM and NPS planning guidance as described in BLM's planning regulations and handbook (H-1600-1), and NPS Management Policies and Director's Orders.

The CMP addresses and integrates, to the degree possible, management plans related to lands in or adjacent to the NHT. These include, but are not limited to, fire management plans, livestock grazing allotment management plans, wildlife habitat management plans, and recreation management plans. It includes guidance for natural and cultural resources, interpretation and education, trail marking, the certification process, financial and technical assistance, logo marker use and protection, relationships with other conservation programs, facilities management, research and monitoring, lands and rights-of-way, event coordination, communication, and visitor management. On public lands, the document addresses both potential RMP-level amendments and site-specific management actions.

### **COLLABORATION**

The joint BLM/NPS administration of El Camino Real de Tierra Adentro NHT must rely on the cooperative management efforts and support of state, local, and private interests, including landowners, to ensure the protection of trail-related resources, to provide outdoor recreational opportunities, and to accomplish the objectives of interpretive programs.

During the planning process, the Camino Real planning team made formal and informal efforts to involve other federal agencies, state, local, and tribal governments, private landowners, lease holders and other interested parties, as well as the general public. Contacts and consultation took place as required by legislation and regulation; additional contacts were made as part of ongoing collaboration with interested stakeholders.

#### **Intergovernmental Coordination**

The Camino Real planning team established on-going relationships with state governmental entities in New Mexico and Texas, including those departments concerned with cultural resource management, tourism, and recreation. Contacts were also created with local governments, including municipalities along the trail in both New Mexico and Texas. A detailed listing of these contacts is included in the CMP/FEIS, Chapter 5, Table 13.

## **Interagency Coordination**

Coordination with agencies at the federal, state, and local level is on-going. A detailed listing of agencies involved during the planning process is available in the CMP/FEIS, Chapter 5, Table 13.

## **Tribal Consultation**

Fifty Indian communities were contacted by letter and/or telephone several times during plan development, resulting in six face-to-face meetings with individual tribes or Pueblos; three public meetings also were attended by American Indian representatives. Details of tribal consultations are available in the CMP/FEIS, Chapter 5, page 124, and Table 15. Close consultation and coordination with tribes is on-going and will occur as the CMP is implemented.

## **Coordination with Mexico**

Because 1,200 miles of the NHT lie within Mexico, the enabling legislation authorizes cooperation among United States and Mexican public and non-governmental organizations; academic institutions; and, in consultation with the Secretary of State, the government of Mexico and its political subdivisions. This cooperation is for the purpose of exchanging trail information and research; fostering trail preservation and educational programs; providing technical assistance; and working to establish an international historic trail with complementary preservation and education programs in each nation.

Since 1995, BLM and NPS have coordinated with the Instituto Nacional de Antropología e Historia (INAH) of the government of Mexico on Camino Real de Tierra Adentro projects. Although there is no legislation in Mexico comparable to the National Trails System Act, INAH has been active in documenting and preserving sites related to El Camino Real de Tierra Adentro. BLM, NPS, and INAH have several bi-national agreements in place, and have developed a strategy for trail coordination.

The bi-national agreements include:

- Memorandum of understanding between the National Park Service of the Department of the Interior of the United States of America and the National Council for Culture and the Arts through the National Institute of Anthropology and History of the United Mexican States on cooperation in the identification, conservation, management, and research in cultural heritage sites (June 29, 1998).
- Letter of cooperation on the Camino Real de Tierra Adentro between the National Council for Culture and Arts through the National Institute of Anthropology and History of the Mexican United States, the National Park

Service, and the Bureau of Land Management of the Department of Interior of the United States of America (July 11, 1998).

- Joint declaration of the Bureau of Land Management and the Culture and Arts Board for the United Mexican States through the Institute of Anthropology and History in order to realize common cooperative programs to improve the management, interpretation, and conservation of cultural patrimony (March 22, 2000).

Collaborative trail coordination among BLM, INAH, and NPS representatives will include:

- Communication with national and international representatives to ensure that all entities are up to date regarding El Camino Real de Tierra Adentro activities, issues, and concerns in both the U.S. and Mexico.
- Participation in quarterly and/or annual meetings to share information on El Camino Real activities, issues, and concerns in the respective countries.
- Coordination and participation in established international forums such as El Camino Real de Tierra Adentro Colloquium and the International Cultural Tourism Workshop on El Camino Real de Tierra Adentro.
- Designing and implementing joint international activities that enhance the development of strong partnerships between educational, federal, state, local, and private non-governmental entities in both countries.
- Developing and implementing opportunities for BLM, NPS, and INAH employees and partners that focus on cultural sensitivity, such as workshops, professional development, retreats, and international visits.
- Providing sufficient funding to support the various joint activities relative to El Camino Real de Tierra Adentro.

### **Other Stakeholder Relationships**

The resources and opportunities for education, appreciation of local, national, and international history, and heritage conservation associated with El Camino Real de Tierra Adentro have attracted a number of individuals and associations along the length of the trail. Stakeholder relationships established during the planning process include the following:

- El Camino Real de Tierra Adentro Trail Association (CARTA). CARTA is a citizen support group formed in 2003 to “facilitate goodwill, cooperation and understanding among communities and to promote the education, conservation, and protection of multicultural and multiethnic history and traditions associated with the living trail.” The BLM and NPS work closely with CARTA to achieve mutual trail objectives, including the development of educational materials, outreach, signage, site and segment identification, and preservation of trail resources. Each agency has entered into an assistance agreement with CARTA; in the future, it is desired that Camino Real Administration can serve as a single point of contact for CARTA and a single assistance agreement document can be developed for CARTA-Camino Real Administration interaction.
- The New Mexico Department of Transportation. A “Camino Real Scenic Byway Project Corridor Management Plan” was completed in September

1997. The New Mexico Department of Transportation administers the program, which highlights the cultural and natural experiences along the designated route. The corridor management plan describes those assets.
- Native American Pueblos and Tribes. Camino Real Administration is assisting the Pueblo of San Juan in its efforts to develop a "First Capitol" visitor center and possibly some associated facilities at the site of San Gabriel, the first Spanish settlement in northern New Mexico. Other cooperative programs are anticipated.
  - El Camino Real River Connection (CRRC). A citizen-led group, CRRC, is coordinating efforts to restore and preserve a portion of the Santa Fe River. The Camino Real is in close proximity to the River Connection project, and Camino Real history provides one of the interpretive themes they have proposed for the river corridor. They are planning trails and interpretive exhibits in conjunction with their work on the river.
  - El Paso Río Grande Riverpark . The city and county of El Paso, Texas, in conjunction with a number of public and private organizations, are in the process of planning a series of over 42 miles of trails along the Río Grande, within the corridor of the Camino Real. The planning for El Paso Río Grande Riverpark is taking into account the route, history, and traditions of the Camino Real.

## ***RELATED PLANS***

There are several other planning efforts for public lands that have either just recently taken place or are in the stages of planning that are related to El Camino Real de Tierra Adentro NHT:

- El Camino Real Historic Corridor Management Plan for the Río Abajo (May 2001) - This plan is in conjunction with the Camino Real National Scenic Byway and is a component of El Camino Real International Heritage Center. This plan covers the route between Los Lunas and Las Cruces, New Mexico. The plan makes recommendations for preserving and protecting the integrity and value of the trail's qualities. The plan provided a wealth of opportunities for cooperation between the NHT and the International Heritage Center to benefit communities along the corridor.
- El Camino Real International Heritage Center - A joint project between New Mexico State Monuments and the BLM, this center will house exhibits, information, and interactive programs related to the Camino Real. A variety of outreach activities are also planned. Facility and exhibit planning, as well as planning for the management of the center, is underway. The International Heritage Center and the NHT will closely cooperate to implement the individual and joint goals of each program. A Resource Management Plan Amendment/ Environmental Assessment for the center was completed in March 2001.
- Fort Selden State Monument - Fort Selden is an established park in the New Mexico State Monuments system. A general management plan is being developed. The Camino Real is associated with Fort Selden, and the planning will take the trail into consideration.
- Fort Craig - Fort Craig is a unit of the BLM Socorro Field Office. Planning is under way for additional interpretive exhibits and waysides. Fort Craig is

associated with the Camino Real, and efforts to develop amenities at the fort will take the trail into account.

## CHAPTER 2

### MANAGEMENT DECISIONS

#### GOALS

The CMP outlines goals in the areas of trail visitor experience, interpretation and education, resource protection, and trail administration.

#### VISITOR EXPERIENCE

Visitor experience goals help define actions that should be taken to ensure that visitors will have the opportunity to have specific experiences while visiting El Camino Real de Tierra Adentro NHT. The term “visitor” is used very broadly, and includes people of local, national, and international origin. “Visitor” can also apply to people who visit the NHT through technologies such as the Internet, and it is recognized that visitors are individuals who have different needs and interests.

The visitor experience goals below define the collective range of opportunities that Camino Real Administration and its partners will provide for visitors along the NHT in the future.

Visitors will:

- Feel welcome, be aware of safety, and be satisfied with facilities, services, and recreational opportunities.
- Be able to visit historic and archeological sites, museums, and visitor centers offering interpretation and education.
- Understand and appreciate the trail’s history and significance.
- Where permissible, be able to use the trail corridor in ways that conserve significant values and resources. This includes opportunities to drive sections of the historic trail, and to walk, bike, and hike along portions of the trail and/or Río Grande Valley.
- Have opportunities to participate in cultural activities associated with the trail.
- Be able to participate in both formal and informal educational programs dealing with the trail.
- Be able to recognize place names and landscapes associated with the trail.
- Be able to access all trail-related facilities and programs, regardless of ability.
- Appreciate and respect the rights of landowners.
- Experience meeting people whose life ways were, and continue to be, influenced by the trail.
- Gain an appreciation for different perspectives about the trail’s legacy.

## **INTERPRETATION AND EDUCATION**

Camino Real Administration and partners along the NHT will develop a high-quality program of information, interpretation, and education for all visitors.

Camino Real Administration and partners will:

- Promote, develop, and support a variety of interpretive and educational materials appealing to visitors with diverse abilities, interests, and learning styles.
- Work together to ensure that interpretive and educational materials, programs, and media are accurate, consistent, sensitive, and complimentary among the various sites and facilities along the NHT.
- Work cooperatively to provide training for interpreters and educators designed to set and meet high-quality standards.
- Provide trip-planning and other information about the trail to support visitation to trail-related sites and interpretive facilities.

## **RESOURCE PROTECTION**

Camino Real Administration and its partners will:

- Encourage the identification, evaluation, and preservation of Camino Real resources, including archeological and historic sites and trail segments.
- Identify research needs and coordinate research.
- Assist in the development of models for determining the impacts on historic resources from excessive visitor use (using concepts such as carrying capacity); natural processes (such as erosion); incompatible uses (such as mineral development); and others.
- Protect certified NHT segments and historic sites from over-use, inappropriate use, and vandalism.
- Protect scenic values related to historical resources.
- Identify and protect ethnographic resources (those cultural and natural resources of ongoing significance to contemporary peoples, especially in consultation with North American Indians and Hispanics).
- Encourage uses of adjacent lands that complement the protection and interpretation of NHT resources.
- Encourage research to improve knowledge, understanding, and appreciation of the NHT and related resources, and their significance in history.

## **ADMINISTRATION**

Camino Real Administration will:

- Implement the National Trails System Act in conjunction with other authorities through partnerships, whenever possible.

- Develop an efficient, professional, and effective organization to administer the NHT.
- Achieve the spirit of the interagency memorandum of understanding.
- Promote the management and development of the entire NHT as one integrated system.
- Certify trail segments and sites that meet the criteria described in this management plan, consistent with the purposes of the National Trails System Act as amended.
- Mark the NHT route and auto tour route with standardized and recognizable markers.
- Encourage a unified design theme for signs, exhibits, and public use facilities.
- Work with partners to provide access to trail resources through certification or other means such as easements.

## **MANAGEMENT ACTIONS**

The management actions outlined in this CMP will implement the provisions of the National Trails System Act and reflect the public's vision for the administration and management of the trail.

Camino Real Administration and its partners will undertake an ambitious program to enhance and balance resource preservation and visitor use. These actions will satisfy the dual purposes of the National Trails System Act “to provide for the outdoor recreation needs of an expanding population” and “to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air outdoor areas and historic resources of the nation.”

## **VISITOR EXPERIENCE**

The visitor experience will be comprised of activities and programming emphasizing the trail's significance, history, and natural and cultural heritage. Visitors will be able to participate in coordinated programming that brings themed interpretation and education together with trail resources and landscapes on the ground along the NHT at federal protection components and certified sites, segments, and interpretive facilities. Trail “visitors” are defined broadly in the CMP to include those who follow the actual routes of the Camino Real as well as those who come into contact with the trail through other avenues, including classroom and scholar-led experiences, self-guided study experiences such as web- and archive-based research, and visits to interpretive facilities, such as museums and visitor centers, which provide information on the Camino Real. Camino Real Administration and partners will work together to provide a developed, coordinated visitor experience along El Camino Real de Tierra Adentro NHT, and to provide assistance and expertise for projects and programs providing Camino Real information through other venues.

The availability and number of options for trail-related facilities, media, and interpretive/educational programming will increase through strong partnerships. In addition to the following experience-specific actions, actions that will affect visitor experiences less directly are also detailed in the sections on Interpretation and Education, Resource Protection, and Administration that follow this one.

Recreation - Recreational activities with interpretive and/or educational components will be encouraged and supported on the NHT. Companion trails for hiking, biking, or horseback use will be established on appropriate trail segments. These will offer representative experiences of original trail travelers in settings similar to those once existing along the Camino Real.

Trail-related recreational uses will be encouraged through directional and interpretive signage and brochures. Kiosks, trailheads, and trails to support recreation development will be encouraged, and access to the trail route or viewpoints will be developed. Messages regarding responsible recreation on public lands and respect for private landownership will be emphasized and supported.

- Auto Tour Route - An auto tour route generally following the course of the Camino Real will be developed to encourage visitation and promote the trail, and to provide a “user-friendly” avenue for visitors to find trail-related resources. This activity will occur on all-weather roads for two-wheel-drive use year-round. Highway and road signs will identify the route, and maps will be provided for visitors. An array of accompanying interpretive materials will be provided, including tour-route guides identifying trail-related resources and interpretive facilities. Camino Real Administration will consult with the state departments of transportation in both New Mexico and Texas, and will coordinate the auto tour route’s development in partnership with tourism, historic preservation agencies and groups, chambers of commerce, and other civic organizations. Close coordination will also take place with New Mexico State Highway and Transportation Department and Texas Department of Transportation with respective scenic byway programs. The route will be identified subsequently on state and commercial highway maps.
- Special Events - Special and cultural events directly tied to trail significance will be promoted and supported. The NHT logo could be used on a request-permission basis in association with such events.

Proposed projects - Proposed projects on BLM-administered lands in New Mexico fall on the Jornada del Muerto section of the trail. These projects include:

- I-25 at Upham Exit - A small pullout parking area will be developed along the county road, and information will be provided about travel conditions to the north. Visitors will be alerted that travel on the county road is not recommended for trailers over 15 feet, motor homes, or low-clearance vehicles, and that no water or other services are available for 35 miles.
- San Diego - The Paraje de San Diego is the southernmost camping site in the Jornada del Muerto. The Cerro San Diego was a landmark on the trail. A pullout parking area with interpretive signs will be developed on a county road away from the site. A trail will be developed to a short segment of the Camino Real, just north of the Detroit Well site. Interpretation of San Diego could also be offered at the Interstate 25 rest stop.

- Ojo de Perrillo/Point of Rocks - The paraje of Perrillo got its name from a dog sighting during the Oñate expedition in May 1598. Its muddy feet indicated nearby water. A pullout parking area will be developed, with a short trail with interpretive signs to an overlook of the paraje area.
- Yost Escarpment - There are Camino Real trail ruts in this area. A pullout parking area will be developed. A short trail with interpretive signs will lead to an overlook of the ruts.
- Companion Trail - A 5- to 10-mile companion trail for hiking, biking, and horseback riding could be developed in the Jornada, parallel to the Camino Real along a county road. Safety and interpretive messages would be provided. This development would be demand-driven only.
- Teypama Site - A pullout parking area will be developed with interpretive signs near the pueblo ruin.
- La Cieneguilla - The BLM is currently working with community members and North American Indian Pueblos to plan for visitor use and resource protection at the site. No actions are proposed at this time in connection with the NHT.

Interdisciplinary Research Program – An interdisciplinary research program will be coordinated to support interpretive and educational programming and activities. Camino Real Administration will continue to inventory and analyze cultural and natural resources along the trail route to determine the potential to accommodate visitor use and interpretation. Priorities will be established for protecting additional sites, trail segments, scenic and natural values according to their significance, potential for visitor use, contribution to linking trail segments, interpretive value, and threats to integrity.

## **INTERPRETATION AND EDUCATION**

Trail-related interpretation and education opportunities will emphasize the full range of interpretive themes. Interpretive and education programs currently being provided along the trail will continue and be strengthened, and new interpretive and educational programming will be developed and provided on federal protection components, and at certified sites, segments, and interpretive facilities. New kiosks and trailheads along interpretive trails will be encouraged to support recreation development. Trail guides will identify and interpret Camino Real resources.

Interpretive Themes - The establishment of El Camino Real de Tierra Adentro NHT provides an opportunity to interpret and educate visitors to the rich history of New Mexico and western Texas in relation to the Camino Real. Historic sites and interpretive facilities along the trail can tell stories that illustrate the evolving relationship between landscape and cultures.

Themes are the key ideas for visitor understanding of the trail's history and significance. They serve as broad unifying concepts about the trail that form the foundation of interpretive and educational programs and media. They will apply regardless of the agency, organization, group, or individual responsible for developing interpretive and educational materials in association with the NHT.

The following themes are not a comprehensive listing of possible interpretive topics, and are not in any priority order. An overview of all the themes will be presented to visitors through a variety of educational programs and interpretive media and programs.

- For centuries, indigenous peoples used trails linking Pueblo and other tribal villages for trade, agriculture, and exchange of food; the Camino Real incorporated portions of these trails thus continuing patterns of human interaction.
- The Camino Real was the primary route for the settlement, trade, conquest, military operations, and supply of northern Mexico and the southwestern United States for more than 300 years; the people who traveled this lifeline between Mexico City and northern New Mexico changed the course of North American history and culture.
- The Pueblo peoples of the Río Grande Valley were transformed through contact with European diseases, religion, warfare, material culture, and domestic crops and animals introduced via the Camino Real.
- The physical nature of the trail routing evolved with time due to weather and river movement, as well as with changing conditions and the needs of north-south trade and traffic; today, remaining evidence of Camino Real routes reflects both past use and the on-going shifting of landscape.
- The Camino Real facilitated cultural exchange and change among North American Indians, Spaniards, Mexicans, and Anglos, and represents the shared patrimony of nations and cultures.
- Human activity, movement, and settlement along the Camino Real forever altered the physical environment of the Río Grande Valley and uplands.
- Activities and personal interaction along the Camino Real (Interstate 25) continue to eliminate cultural barriers and enrich the lives of people on both sides of the American/Mexican border.
- Camino Real resources link the past with the present; tangible artifacts, structures, and landscapes, together with intangible aspects of cultural heritage and cultural heritage and community lifeways, represent fragile connections that require vigilance and foresight to protect, preserve, and perpetuate for the generations to come.

All the themes will be emphasized and be presented to visitors through a variety of educational programs and interpretive media and programs.

Multi-national Approach - A multi-national approach (American, Mexican, and possibly Spanish) to interpretation will be taken. Multiple points of view and perspectives will be presented, and wherever possible, interpretive messages will be presented in both the Spanish and English languages.

Interpretive Media - Interpretive media will be developed through coordinated, collaborative efforts (Camino Real Administration and partners) to interpret all of the trail's themes and promote visitor understanding of the trail's significance and resources. Media will be provided at federal protection components, as well as certified sites, segments, and interpretive facilities off the trail. Use of a wide range of media (including oral histories) will be encouraged to engage visitors and stimulate interest in the trail and its history:

- Audiovisual Media - Appropriate audiovisual productions will be used to orient visitors to the NHT and its resources. Camino Real Administration

- will lend assistance to partners proposing to develop new audiovisual programs to be presented on federal protection components, and at certified sites, segments, and interpretive facilities. These programs will present aspects of the trail's themes best conveyed by this media type.
- Indoor Exhibits - Museum and visitor center exhibits will assist with providing visitors with context and meanings associated with Camino Real's significance and resources. Camino Real Administration will provide interpretive assistance for the development of any new or revised exhibits on federal protection components, and at certified sites, segments, and interpretive facilities. Exhibit text will provide an overall view of all the trail's themes.
  - Wayside Exhibits - Camino Real Administration will support an interpretive wayside exhibit system for use at appropriate places on the NHT. The use of a standardized exhibit design (following wayside exhibit guidelines and standards) will reflect the flavor of the Camino Real, and will promote the integration of interpretive messages offered along the NHT. The Camino Real's name and logo will be used on all NHT-related wayside exhibits. Camino Real Administration will coordinate with private landowners and public land managers to promote the development of a consistent wayside exhibit system to blend with existing signs.
  - Traveling Exhibits - Traveling exhibits will be developed to present various interpretive and educational materials off-site. Traveling exhibits will offer an overview of the trail's themes, and will reach many people beyond the bi-state area.
  - Publications - Camino Real Administration and partners will develop brochures and other publications. An overview of all the trail's themes will be provided. An official map and guide will be developed to provide overall orientation and information about the significance and resources of the NHT.
  - Websites - The development of new interpretive websites about the Camino Real will be encouraged, and all the trail's themes would be emphasized. New site development will be coordinated to prevent repetitive information; extant sites will remain on-line. A possibility exists for the development of a website that centralizes educational resources along the trail.
  - Interpretive Facilities - Development of new facilities such as visitor centers or museums by the private sector will be supported, but Camino Real Administration will not construct or operate facilities. However, the BLM and the Museum of New Mexico State Monuments Division will continue to develop El Camino Real International Heritage Center south of Socorro, New Mexico. The Center will offer interpretive media and educational programs about the trail. The Center is a separate, but complementary project, and will serve as a focal point for trail-related interpretation and education with emphasis on the southern portion of the trail.
  - Programs - Support will be provided for developing new interpretive programs to bring together themes, resources, and landscapes for visitor understanding. The possibilities for theme-related programs to be available both on and off the trail are endless. Hands-on activities directly tied to trail-related resources on federal protection components, and at certified sites, segments, and interpretive facilities, will be emphasized and supported.

Community Involvement - Opportunities to engage community people along the Camino Real in cultural education and interpretation will include:

- Habitat Chat, a school-to-school internet communication program, among sister communities along the NHT, using interactive media.
- Study of history, culture, science, and math through hands-on museum and school activities.
- Grant writing to obtain funding for writing and publishing local history documents along the trail.
- Oral history programs.

Interpretive Plan - Camino Real Administration and trail partners will prepare an interpretive plan for the length of El Camino Real de Tierra NHT. The plan will describe the desired visitor experiences, and set goals, articulate trail-long and regional themes and sub-themes, and ensure that programs at related sites complement each other. The interpretive plan will prescribe the appropriate interpretive services, including possibilities for non-personal services such as museum exhibits, traveling exhibits, audiovisual programs, wayside exhibits, and publications, as well as personal services such as guided interpretive walks and talks, and educational programs. An implementation strategy will be developed.

Educational Programs - Camino Real Administration will support the development of new educational programs for the trail, and will encourage programs to meet state teaching standards in New Mexico and Texas.

New education materials and packages will be based on all of the trail's themes, and will promote understanding of and appreciation for the trail's significance and history.

Heritage Tourism - Heritage tourism entails traveling to historic and cultural attractions to learn about the past in an enjoyable manner, but does not allow for the decline of the very resources that attracts visitors in the first place. Heritage tourism will be strongly encouraged as a new type of visitor use opportunity, as well as an excellent tool to assist in the promotion of historic trails. Heritage tourism is sensitive to environmental issues, and will be designed to allow people to experience resources with an ecologically and culturally sensitive frame of mind and a leave-no-trace emphasis.

Camino Real Administration, in cooperation with state departments of tourism, will encourage and assist trail communities in becoming gradually involved in the National Trust for Historic Preservation's heritage tourism program. Camino Real Administration will also be available to facilitate and guide the development of local or regional tourism programs that follow the general principles of heritage tourism.

The National Trust for Historic Preservation has identified the following five principles to create a sustainable heritage tourism program. These principles follow closely the criteria set in the National Trails System Act:

- Focus on the authenticity and quality of the experience
- Preserve and protect resources
- Make sites come alive
- Find a fit between a community or region and tourism
- Cooperate

Interpretation Program Assistance - Camino Real Administration will develop, and will encourage and support others to develop, a range of media to appeal to different learning styles and levels of ability. The range of program assistance from Camino Real Administration will include:

- Interpretive planning
- Development of new publications (research, writing, illustrations)
- Planning and design of new media (exhibits, wayside exhibits, audiovisual, etc.)
- Review of draft interpretive text for an array of projects
- Development of web-based programs
- Workshop facilitation

Interdisciplinary Research Program – As described above under Visitor Experience, an interdisciplinary research program will be coordinated to support interpretive and educational programming and activities. Camino Real Administration will continue to inventory and analyze cultural and natural resources along the trail route to determine the potential to accommodate visitor use and interpretation. Priorities will be established for protecting additional sites, trail segments, scenic and natural values according to their significance, potential for visitor use, contribution to linking trail segments, interpretive value, and threats to integrity.

## **RESOURCE PROTECTION**

Protection efforts will help ensure that resources related to the NHT are preserved and sections of the historic route are maintained as natural or cultural landscapes. Camino Real Administration will encourage management of the historic and recreational trail routes to preserve scenic values and qualities, thereby helping to ensure high-quality recreational and interpretive experiences. Camino Real Administration will encourage protection of the remaining historic landscape settings that are not now protected under federal, state, or local management, in cooperation with land managers along the route and with the review of the state historic preservation offices.

Resource protection will be achieved through the development of a certification program for privately-held “high-potential sites and high-potential route segments,” and through the management activities of federal, tribal, state, and municipal agencies. “High-potential sites” are those sites related to the route, or sites in close proximity thereto, which provide opportunities to interpret the historical significance of the trail during its period of major use. Criteria for consideration as high-potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion. “High-potential route segments” are those segments of a trail which would afford high quality recreation experience in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route.

Section 5 of the National Trails System Act requires “a protection plan for any high-potential historic sites or high-potential route segments.” Protection actions

and plans for particular resources will be developed as part of future plan implementation efforts. Elements of these protection plans will include the development of federal, state, and local partners, including the Trail Association; recognition programs; trail mapping; site certification; increasing public awareness of trail resources; and specific physical protection measures. Protection through this management plan will be limited largely to the identification of sites and segments, with general recommendations for their administration. The following criteria, based on the National Register of Historic Places and the National Trails System Act, will be used to identify additional resources:

- Significance to the trail (based on documentation and/or archeological research)
- Integrity of the physical remains
- Integrity and quality of the setting
- Opportunity for high-quality recreation evoking the historic trail experience
- Opportunity to interpret the primary period of trail use

Camino Real Administration will gather new information on additional high-potential historic sites and segments, and will cooperate with other federal managers, trail associations, trail scholars, and state historic preservation offices in adding, deleting, or modifying the list of sites. The criteria used to identify the initial list of high-potential historic sites will also be used to make these changes. In addition, Camino Real Administration will work with interested trail associations to convene representatives of the various historic trail communities, as well as federal, state, and local managers, state historic preservation offices, and individual scholars, to review and make recommendations regarding additions, deletions, and modifications to the lists of high-potential sites and segments.

Some trail resources might not meet the criteria for inclusion on the lists of high-potential sites and segments. Their visual integrity might be compromised, they might have incomplete historic documentation, or there might not be enough evidence to assess their significance. As the status of these resources is reassessed or clarified, they could be considered for additional protection measures.

Resource protection objectives and actions include the following:

**Non-Federal Lands** - High-potential historic sites and segments will be proactively managed by willing owners in partnership with trail administrators. Protection on private lands will be accomplished through a variety of means, including, but not limited to: certification, cooperative agreements, easements, local regulations, and fee simple purchases or exchange by willing sellers where lands could be efficiently managed. A site steward program could provide for the active monitoring and patrolling of certified sites and segments, and sites and segments on BLM-administered lands.

**Federal-level Partners** - Federal agencies will manage their lands for the protection and interpretation of trail-related resources. Use of trail-related resources will be restricted to necessary protection and monitoring activities. Interpretation and public appreciation of the resources will be encouraged through site displays, activities, and educational opportunities.

No specific route closures are proposed in this CMP, but routes (areas) on BLM-administered lands where the physical integrity of high-potential sites and segments and the surrounding visible landscape would be negatively impacted would be closed. Although no immediate threats have been identified, OHV designations will be reviewed in the upcoming RMP revisions or upgrades.

Those areas on BLM-administered lands that are visible within approximately 5 miles of high-potential sites and segments, and also in relatively undisturbed areas, would be designated Visual Resource Management (VRM) Class II. Five (5) miles is considered the foreground/middle-ground visual zone. Approximately 903 acres of VRM Class III and 97,873 acres of VRM Class IV within the La Jornado del Muerto area will be converted to VRM Class II; 998 acres in the Santa Fe River canyon area that are currently unclassified will be converted to VRM Class II. These changes in VRM classes will amend the Taos and Mimbres, and White Sands RMPs. The area surrounding the International Heritage Center would continue to be managed under VRM Class I and II guidelines.

State-level Partners and Tribal Partners - State and tribal resource management agencies, including state and tribal historic preservation offices, museums, libraries and archives, archeological and historic research units, and other appropriate agencies will support ongoing trail preservation efforts by assisting with the various elements of the protection plan, particularly the identification of high-potential sites and segments, the inventory of trail resources, the identification of research needs and the coordination of research projects, the identification of management units, and opportunities for interpretation and visitor understanding. These management agencies will also help monitor commemorative events and develop action plans to address potential threats.

Local-level Partners - Initiatives at the local level could greatly enhance trail resource protection. These initiatives might include commenting on utility licensing, cell towers, surface and subsurface mineral extraction permits, cultural and natural resource preservation laws, ordinances, and related measures. Counties and cities will be encouraged to support resource protection by integrating nearby NHT designations in local land management and interpretive plans. For example, farmland at certain points along the routes of the trails might meet the requirements for agricultural preservation zones established under state or county regulations. These preservation zones have been set up to keep prime farmland assessed at a low valuation or in active agricultural production, or to keep grazing land in continued use. Efforts by local governments and private parties to acquire land will be essential tools for preserving trail resources. These efforts will supplement land protection efforts by federal agencies.

Non-governmental Organization Partners - Land preservation groups will also be encouraged to work closely with state and federal agencies to preserve undeveloped areas while maintaining such areas under private ownership. Owners and communities could both benefit from potential tax advantages available through cooperative efforts to preserve open space. Lands would remain on the local tax rolls, but would be taxed at the lower undeveloped-parcel rate. Thus, landowners would not be forced by rising taxable property values to sell to developers or to subdivide and develop land that was suitable for farming or ranching. Working with land preservation groups, such as The Nature Conservancy, could provide a great opportunity to preserve trail resources. The acquisition of properties, purchases of conservation easements, or other arrangements could produce important results.

Monitoring Sites - There will be scheduled site monitoring of high-potential or other important sites on BLM-administered lands and certified sites by agency personnel.

Inventory and Research - A coordinated research program will be conducted to support preservation activities, and for media in support of off-site understanding (such as oral histories). Camino Real Administration will continue to inventory and analyze cultural and natural resources along the trail route to determine appropriate preservation techniques. Priorities will be established for protecting additional sites, trail segments, scenic and natural values according to their significance, contribution to linking trail segments, and threats to integrity. Camino Real Administration will build and maintain a database of potential high-potential sites and segments. Camino Real Administration will work with appropriate technical staff to incorporate the databases generated during the course of the planning process into the GIS system used to map the routes and trail resources.

In addition, Camino Real Administration will continue to inventory and analyze cultural and natural resources along the trail route to determine appropriate preservation techniques and the potential to accommodate visitor use and interpretation. Priorities will be established for protecting additional sites, trail segments, scenic and natural values according to their significance, potential for visitor use, contribution to linking trail segments, interpretive value, and threats to integrity.

Carrying Capacity - The National Trails System Act requires that comprehensive management and use plans provide “an identified carrying capacity of the trail and a plan for its implementation.” This provision of the legislation has not been implemented in individual plans. To do so would require an agreement among the partners about what constitutes a trail resource and about a methodology to assess carrying capacity, as well as a high level of coordination and cooperation among the managers of trail resources. In addition, due to the site-specific nature of visitor use along a NHT, it is not feasible to prescribe a trail-wide carrying capacity. There are currently no plans to carry out this type of analysis.

## **ADMINISTRATION**

In order to accomplish the desired degree of resource protection and enhanced public experience through education and direct retracing of trail segments, it is imperative for all agencies and entities associated with these trails to coordinate their work. Camino Real Administration will strive to achieve as high a level of cooperation among federal, state, and local agencies, trail associations, and private landowners as possible. Together, Camino Real Administration and its partners will establish a historic trails partnership to assist in implementing a comprehensive strategy for the administration of the NHT.

To ensure increased efficiency, closer communications, and more strategic resource protection, current federal programs will continue to be used in the administration of trail resources, but in a more formally coordinated and effective manner.

Administrative Offices - Camino Real Administration of the trail will occur from a centralized office based in Santa Fe, New Mexico, taking advantage of interdisciplinary subject-matter experts in the NPS's National Trails System Office and the BLM's Division of Resource Planning, Use, and Protection. This will also allow for the equitable distribution of agency efforts along the 404 miles of the trail. The NPS National Trails System Office will provide support services, and the BLM New Mexico State Office will provide communications (computer electronic mail, telephone services), office supplies, mail, photocopying, and graphics. Professional and support staff will encompass several disciplines, including resource management, interpretation, and design.

Information Repository - Camino Real Administration office will become the central repository for all information related to the administration of the trail. All the partners will be encouraged to submit copies of all pertinent documentation to this office, which will make these materials available upon request. When resource threats became known, information will be shared by all federal, state, and local partners, as well as by the trail associations.

Coordination of Activities - Successful administration of the trail will require enhancing and more effectively coordinating the activities of a trail association; private landowners; and federal, state, and local agencies. Efficient cooperation will result in a historic trail partnership that will assist in implementing the comprehensive strategy for resource protection.

Trail Association - A trail association is essential for the successful administration of the NHT. An association such as El Camino Real de Tierra Adentro Association (CARTA) will provide a powerful and effective constituency for trail resource preservation. Association support and involvement will be an essential element of the historic trails partnership. CARTA will be encouraged to assist Camino Real Administration by sharing information on historic routes, significant historic archeological resources, historic diaries, and other pertinent data. CARTA will further help land managers in the administration of the trail by creating cooperating associations, friends groups, or similar organizations to help protect and enhance lands under the jurisdiction of these federal agencies. CARTA could also encourage volunteer activity to assist with trail corridor monitoring, and protection and interpretation, and they could help build greater public support for historic trail preservation and use, as well as persuading local landowners who own significant trail resources to participate in the trails' certification program. CARTA will also be encouraged to assist federal, state, and local parks and museums in acquiring important objects for their collections, such as journals, letters, and travelers' personal effects.

Recognition Programs - Such programs are important tools for rewarding special partners, and will provide an incentive for others to join in the cooperative effort.

Trail Mapping - Currently, paper maps exist at varying scales ranging from 1:24,000 to 1:1,000,000. Geographic Information System (GIS) maps will continue to be generated at 1:100,000 scale, with protection sites and segments identified for each quadrangle. Even though the digitized routes and some of the site locations have not been field-tested, this effort constitutes the first attempt to bring together route information for this trail. Maps at this scale are limited in their locational accuracy for trail resources and their applicability for on-the-ground management, yet the mapping project demonstrates the need to systematize

current information and to make it available to all the partners and other interested parties.

Effectively integrating GIS into the management of NHT resources requires long-term technical support, with additional funding and staffing. The database generated for the CMP can be effectively integrated with databases from other agencies and partners to provide easy access to one reliable source of information for all trail-related resources.

Camino Real Administration will require long-term technical support to develop a GIS database. Obtaining GIS information will be a priority. Professional support for the GIS database for the trails will be provided by Camino Real Administration staff, or by specialists under contract. This will not only require GIS professionals, but computer workstations equipped with appropriate software.

Memorandum of Understanding - Cooperative actions related to the Memorandum of Understanding (2001) among the NPS, BLM, USDA Forest Service, Federal Highways Administration, and National Endowment for the Arts emphasize a concerted effort on the part of trail managers to effectively implement as many provisions as possible.

Cooperative Management Agreements - Camino Real Administration will develop memorandums of understanding, cooperative agreements, and interagency agreements. A cooperative agreement among the federal agencies will be developed and implemented that specifically related to the trail.

Site Certification - National Historic Trails identify high-potential historic sites and segments. Those portions of the trail that are under federal ownership are recognized as official protection components of the NHT. Privately-owned high-potential historic sites and segments can also be recognized through the site certification process. The certification program is one of the most important ways in which federal administering agencies can foster partnerships with non-federal landowners throughout the trail corridor. Certification agreements are written and agreed upon by the private landowner and the Camino Real Administration Office to preserve, interpret, and provide for public access to high-potential historic sites and segments. The certification program is an entirely voluntary one; although property owners can benefit from the availability of challenge cost-share funds, agency expertise, and the increased awareness of their resources by the public, property owners are not obliged to enter into certification agreements.

Camino Real Administration will build and maintain a database of high-potential historic sites and segments.

Certification emphasis will be directed toward protection and interpretation. The proposed certification process for El Camino Real de Tierra Adentro NHT is as follows:

- Camino Real Administration will pursue early coordination with potential applicants to ensure that they fully understand site/segment certification procedures, and to aid in their application efforts.
- Applicants will be required to document their resources and interpretive programs. Environmental or other compliance procedures will be completed.

- Camino Real Administration will provide technical assistance on issues related to cultural or natural resource compliance.
- Camino Real Administration and the applicants will determine management objectives for the site/segment, and management responsibilities will be outlined. For smaller sites/segments, the application could replace more detailed management planning and formal cooperative agreements.
- In addition to historic sites and segments, extant interpretive facilities will be certified as components of the NHT. Potential facilities include, but are not limited to, the Geronimo Springs Museum in Truth or Consequences, New Mexico; National Hispanic Cultural Center in Albuquerque, New Mexico; New Mexico Farm and Ranch Heritage Museum in Las Cruces; and El Camino Real International Heritage Center south of Socorro, New Mexico.

On completion of official certification, the public will be informed through appropriate trail information programs that the site or segment is available for public use and enjoyment. Certification is not permanent; it can be renewed subject to satisfactory performance of the terms of the agreement. De-certification would result in the removal of a site or segment from trail information programs and the removal of trail logo markers. Other actions might be taken as well, depending on the terms of certification.

Challenge Cost-Share Programs - Challenge cost-share programs were developed to increase and strengthen partnerships in the preservation and improvement of cultural, natural, and recreational resources for which federal land-managing agencies are responsible. Each agency's program is slightly different. Camino Real Administration will provide federal cost-sharing funds according to policy and regulation to expedite and complete mutually beneficial projects. The program requires the partner to provide matching share contributions, such as funds, equipment, supplies, and in-kind labor, from non-federal sources. Partners include non-federal entities such as individuals, educational institutions, private non-profit organizations, philanthropic organizations, charitable groups, or non-federal (i.e., state, local, or tribal) agencies or governments. The current maximum amount that can be awarded to a project in any given year is \$30,000.

Public Awareness - Raising public awareness about trails, and building support for their continued protection will continue to be important goals of the trail partners. The higher level of cooperation between Camino Real Administration and its partners under this CMP will allow for new and better opportunities to achieve these goals.

Some of the following proposals and opportunities would go beyond those that could be achieved under current management conditions.

NHT Website - An Internet website ([www.elcaminoreal.org](http://www.elcaminoreal.org)) provides news and information on the Camino Real NHT. Specific items available to users of the website will include: information on certified sites and segments, auto tour routes, historic-trail and auto tour, interpretive materials and programs, resource threats, and trail-related special events. This site will link to other Camino Real and appropriate tourism and visitor information websites.

Trail Promotion - Camino Real Administration will encourage the development of a promotion plan to foster public awareness of the trail and its resources. This action will be consistent with the intent of the National Trails System Act to "provide for the ever-increasing outdoor recreation needs of an expanding population" and "the enjoyment and appreciation of the open-air outdoors areas and historic resources of the Nation." Recreational opportunities for visitors will be coordinated in a trail promotional strategy with local, regional, and state tourism bureaus. Local chambers of commerce, convention and visitor bureaus, and other interested parties will be encouraged to work together in the development of a tourism plan.

If interest is strong, Camino Real Administration will encourage the establishment of an interstate trail-promotion task force. Its role will be to promote appropriate activities and events along the NHT to local and state communities, as well as to out-of-state and foreign visitors. If established, Camino Real Administration would negotiate an agreement with the task force to address how the agency and the task force could assist one another. Actions that might be undertaken by Camino Real Administration include the following:

- Coordinate interpretive efforts with the promotional activities of the task force.
- Provide assistance so that the task force would have accurate information for promotional efforts.
- Provide the task force with trail brochures or other materials.
- Inform task force members how to obtain permission to use the official trail marker symbol for appropriate purposes.

Actions that might be undertaken by the task force to assist Camino Real Administration include the following:

- Assist the land- managing entities to encourage visitor respect for the appropriate use of trail resources, especially those on private property
- Help control trail and site promotion to protect less developed or fragile resources from overuse and adverse impacts.
- Help protect and enhance visual quality along the trail.

The task force would work to promote the NHT as a single, integrated trail system. Within that overall system, the task force might also provide for a coordinated series of regionally oriented auto tour-route brochures that provide visitors with more detailed information about activities and support services. A videotape or slide show could be produced to interpret the trails and related sites for use at travel shows, group meetings, schools, and other occasions.

In cooperation with local managers, Camino Real Administration might authorize the limited use of trail markers for select special events, if the event would help advance the objectives of the trails in a substantial way and if there were no liability consequences.

Camino Real Administration will encourage all NHT advocates to stress trail protection and conservation in their promotions. Local promotional efforts might involve state historic register plaques, plaques for local historic sites, walking or driving tours of state and local areas of interest, and special events fashioned around themes relating to the NHT.

Corporations might be encouraged to “adopt-a-site,” contributing funding and volunteers to work on resource preservation, to develop sites, and to promote high-potential sites or segments. Such sponsors will be expected to adhere to all local management and NPS and BLM standards for development and interpretation, and to comply with federal resource preservation statutes.

**Volunteers and Liability** - Federal partners will develop a coordinated program to enhance the efficiency of volunteer activities. Volunteers will be of particular assistance in protecting NHT resources by entering data and updating information related to the trail’s RMPs. They could also assist with NHT marking and with other activities associated with the administration and protection of trail resources. The Volunteers in the Parks and in the Forests Act of 1969 and the Volunteer Protection Act of 1997 will continue to provide a means for the federal government to protect cooperating landowners and other partners from liability claims.

**Trail Marking and Signage** - Camino Real Administration and its partners will cooperate to complete a sign plan for certified sites, segments, and federal protection components. This plan will enable NHT administration and partners to reduce the amount of existing sign clutter, and will ensure that new signs were placed in appropriate locations. The plan will also foster the use of consistent materials and designs.

**Research** - A research-needs plan will be developed by Camino Real scholars to direct future historical, social, and route location aspects of the NHT.

## ***PUBLIC INVOLVEMENT***

Camino Real Administration will seek out opportunities to involve stakeholders and the general public in the implementation of this CMP. It is the intent of Camino Real Administration to continue to build the partnerships initiated during the development of the CMP, including the strong relationships that have grown between the trail administration and CARTA (the citizen-led trail association), North American Indian tribes and Pueblos, municipalities, and trail-development non-profit and non-governmental organizations. Camino Real Administration will continue to work in cooperation, consultation, and collaboration with trail stakeholders, tribal, local, and state governments, interest groups and the public to support common objectives.

### **Tribal Consultation and Stakeholder Collaborative Activities**

Camino Real Administration intends to work in close consultation with North American Indian tribes and pueblos and with stakeholders on collaborative projects described in this document and on additional projects of mutual interest as they arise. In addition, Camino Real Administration will seek out additional opportunities to bring additional stakeholders into trail programs and partnerships, and will continue, where possible, to provide services to tribes, pueblos, and stakeholders interested in developing trail resources as requested.

## ***MANAGEMENT PLAN IMPLEMENTATION***

Most of the actions described in this plan are administrative in scope and will be implemented following the development of an implementation plan. Camino Real Administration will be working closely with CARTA, the trail association, to develop a strategic, long-range plan for implementation. Where actions are site-specific, they will be implemented with more detailed environmental analysis following BLM program guidance and permitting procedures.

## ***PLAN EVALUATION***

Camino Real Administration will prepare an annual report on the CMP that will contain a summary of activities undertaken to accomplish plan goals, a list of accomplishments, and an analysis of needs related to plan implementation. Following the development of a detailed strategic implementation plan, the annual report will also include an evaluation of success in meeting implementation schedules and goals, recommendations for changing schedules, and recommendations for changing or modifying implementation strategies.

**APPENDIX A - EL CAMINO REAL DE TIERRA ADENTRO  
NATIONAL HISTORIC TRAIL ESTABLISHMENT ACT (P.L. 106-  
307)**

Public Law 106—307  
106th Congress

An Act

Oct. 13, 2000  
[S. 366]

To amend the National Trails System Act to designate El Camino Real de Tierra Adentro as a National Historic Trail.

El Camino Real de Tierra Adentro National Historic Trail Act. New Mexico. Texas. 16 USC 1241 note.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

**SECTION 1. SHORT TITLE.**

This Act may be cited as the “El Camino Real de Tierra Adentro National Historic Trail Act”.

**SEC. 2. FINDINGS.**

The Congress finds the following:

(1) El Camino Real de Tierra Adentro (the Royal Road of the Interior), served as the primary route between the colonial Spanish capital of Mexico City and the Spanish provincial capitals at San Juan de Los Caballeros (1598-1600), San Gabriel (1600-1609) and then Santa Fe (1610-1821).

(2) The portion of El Camino Real de Tierra Adentro that resided in what is now the United States extended between El Paso, Texas and present San Juan Pueblo, New Mexico, a distance of 404 miles;

(3) El Camino Real is a symbol of the cultural interaction between nations and ethnic groups and of the commercial exchange that made possible the development and growth of the borderland;

(4) American Indian groups, especially the Pueblo Indians of the Rio Grande, developed trails for trade long before Europeans arrived;

(5) In 1598, Juan de Oñate led a Spanish military expedition along those trails to establish the northern portion of El Camino Real;

(6) During the Mexican National Period and part of the United States Territorial Period, El Camino Real de Tierra Adentro facilitated the emigration of people to New Mexico and other areas that would become the United States;

(7) The exploration, conquest, colonization, settlement, religious conversion, and military occupation of a large area of the borderlands was made possible by this route, whose historical period extended from 1598 to 1882;

(8) American Indians, European emigrants, miners, ranchers, soldiers, and missionaries used El Camino Real during the historic development of the borderlands. These travelers promoted cultural interaction among Spaniards, other Europeans, American Indians, Mexicans, and Americans;

(9) El Camino Real fostered the spread of Catholicism, mining, an extensive network of commerce, and ethnic and cultural traditions including music, folklore, medicine, foods, architecture, language, place names, irrigation systems, and Spanish law.

**SEC. 3. AUTHORIZATION AND ADMINISTRATION.**

Section 5(a) of the National Trails System Act (16 U.S.C. 1244(a)) is amended—

(1) by designating the paragraphs relating to the California National Historic Trail, the Pony Express National Historic Trail and the Selma to Montgomery National Historic Trail as paragraphs (18), (19), and (20), respectively; and

(2) by adding at the end the following:

“(21) EL CAMINO REAL DE TIERRA ADENTRO.—

“(A) El Camino Real de Tierra Adentro (the Royal Road of the Interior) National Historic Trail, a 404 mile long trail from the Rio Grande near El Paso, Texas to San Juan Pueblo, New Mexico, as generally depicted on the maps entitled ‘United States Route: El Camino Real de Tierra Adentro’, contained in the report prepared pursuant to subsection (b) entitled ‘National Historic Trail Feasibility Study and Environmental Assessment: El Camino Real de Tierra Adentro, Texas-New Mexico’, dated March 1997.

“(B) MAP.—A map generally depicting the trail shall be on file and available for public inspection in the Office of the National Park Service, Department of the Interior.

“(C) ADMINISTRATION.—The Trail shall be administered by the Secretary of the Interior.

“(D) LAND ACQUISITION.—No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for El Camino Real de Tierra Adentro except with the consent of the owner thereof.

“(E) VOLUNTEER GROUPS; CONSULTATION.—The Secretary of the Interior shall—

“(i) encourage volunteer trail groups to participate in the development and maintenance of the trail; and

“(ii) consult with other affected Federal, State, local governmental, and tribal agencies in the administration of the trail.

“(F) COORDINATION OF ACTIVITIES.—The Secretary of the Interior may coordinate with United States and Mexican public and non-governmental organizations, academic institutions, and, in consultation with the Secretary of State, the government of Mexico and its political subdivisions, for the purpose of exchanging trail information and research, fostering trail preservation and educational programs, providing technical assistance, and working to establish an international historic trail with complementary preservation and education programs in each nation..

Approved October 13, 2000.

LEGISLATIVE HISTORY—S. 366:

SENATE REPORTS: No. 106—22 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD:

Vol. 145 (1999): Nov. 19, considered and passed Senate.

Vol. 146 (2000): Oct. 3, considered and passed House.

***APPENDIX B - ADMINISTRATIVE RESPONSIBILITY FOR EL  
CAMINO REAL DE TIERRA ADENTRO NATIONAL HISTORIC  
TRAIL***



## United States Department of the Interior

Bureau of Land Management  
New Mexico State Office  
1474 Rodeo Road  
P. O. Box 27115  
Santa Fe, New Mexico 87502-0115



National Park Service  
Regional Office  
P. O. Box 25287  
Denver, CO 80225

January 9, 2001

### Memorandum

**To:** Secretary of the Interior

**Through:** BLM Director & NPS Director

**From:** Michelle J. Chávez                      Karen Wade  
State Director                                      Regional Director  
BLM NM/OK/TX (BLM)                      National Park Service, Southwest Region (NPS)

**Subject:** Administration of the El Camino Real de Tierra Adentro National Historic Trail

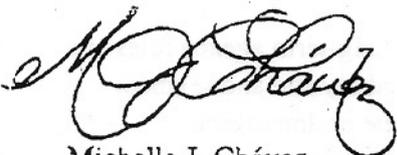
Pursuant to our interagency discussions of January 5, 2001, we are recommending joint administration of the El Camino Real de Tierra Adentro National Historic Trail. We are confident that joint administration is in the public's best interest and will better assure the preservation and enhancement of this outstanding national resource. This approach acknowledges the history of investment and commitment made by both the BLM and NPS to this extraordinary public asset, while mobilizing the strengths of both agencies on behalf of the American public.

Key to the success of this joint administrative task, is the need to define long-term agency roles and responsibilities; including overall trail administration and on-the-ground, daily site and segment management. In order to achieve that goal, it will be necessary to complete an Interagency Comprehensive Trail Management Plan for trail administration. This will require the assigning of lead personnel for both NPS and BLM, and the preparation of a Pre-Plan Agreement. The Pre-Plan Agreement will outline the necessary components, budget and time-frame for the Interagency Comprehensive Management Plan.

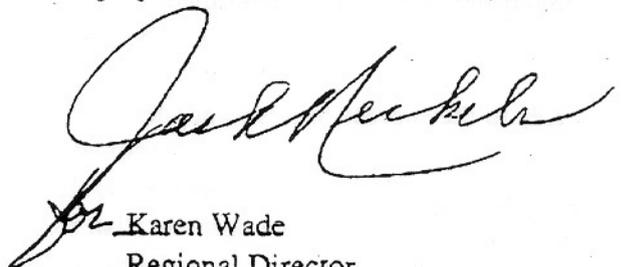
Lead personnel will be named by the Intermountain Regional Director for NPS and the New Mexico State Director for the BLM. The Pre-Plan Agreement will be completed within 90 days of your concurrence with this approach. At a minimum, the Pre-Plan Agreement will include the following:

- Reiterate and confirm Congressional Intent: as defined in the designating legislation language
- Describe existing agency assets and commitments of facilities, personnel and materials to the Camino Real Tierra de Adentro National Historic Trail
- Define agency roles and responsibilities for plan completion
- Describe interagency communication processes, protocol and lines of authority
- Identify Tribal, Federal, State and Community Partners (Mexico and US)
- Describe an Interagency Comprehensive Trail Management Plan/NEPA technical approach. At a minimum, this plan will include guidance for Natural and Cultural Resources, Interpretation and Education, Facilities Management, Research and Monitoring, Lands and Rights-of-Way, Events Coordination, Communication, Visitor Management.
- Identify planning time-lines
- Identify necessary knowledge and skill requirements for plan completion
- Identify key personnel from BLM, NPS and other planning partners necessary to complete the technical approach
- Identify overall project budget, funding sources, and budget administrative process
- Develop a comprehensive community involvement plan that is integral to all steps of the planning/NEPA process

We look forward to your advice on this proposal, and are prepared to move forward on this outstanding project.



Michelle J. Chávez  
State Director  
BLM, NM/OK/TX



Karen Wade  
Regional Director  
NPS, Intermountain Region



THE SECRETARY OF THE INTERIOR  
WASHINGTON

JAN 19 2001

To: Director, Bureau of Land Management  
Director, National Park Service

From: The Secretary 

Subject: Administrative Responsibility for El Camino Real de Tierra Adentro National Historic Trail

In accordance with the National Trails Systems Act of 1968, I direct that administrative responsibility for the El Camino Real de Tierra Adentro National Historic Trail be assigned jointly to the Bureau of Land Management and the National Park Service. This assignment is consistent with the recommendation of the two agencies (Memorandum from the Bureau of Land Management New Mexico State Director and the National Park Service Intermountain Region Regional Director, January 9, 2001, copy attached) and acknowledges the long history of cooperation and coordination between the two agencies in management of the Trail.

Joint administration of the Trail is a continuation of the commitment from each agency and will be a great asset in assuring preservation and enhancement of this outstanding national treasure.

Attachment