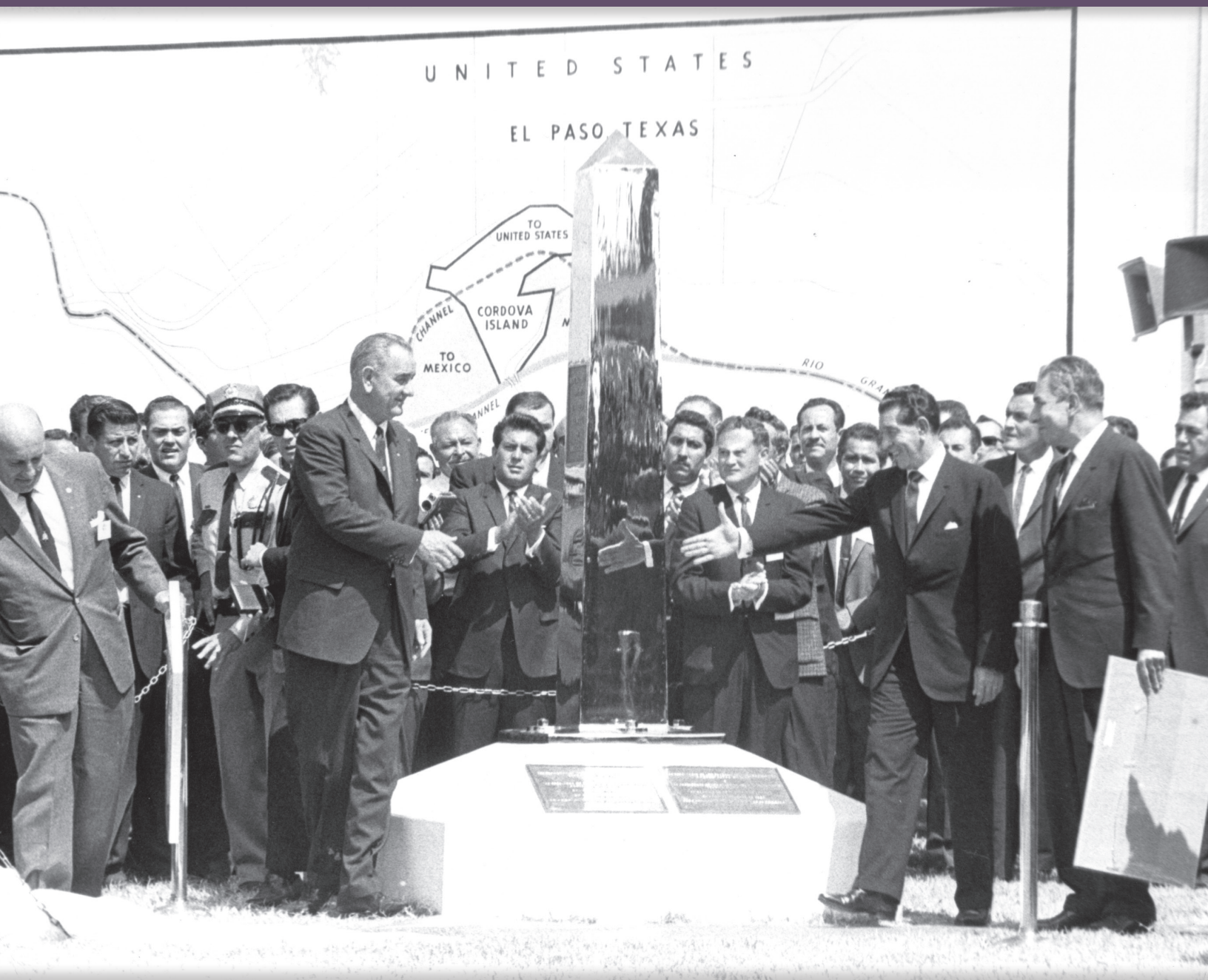




Foundation Document Chamizal National Memorial

Texas

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Mission of the National Park Service

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

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

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

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

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the US Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



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

Introduction

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

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

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



Part 1: Core Components

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

Brief Description of the Park

Chamizal National Memorial is located in El Paso, Texas, just north of the United States-Mexico border. El Paso and its international neighbor, Ciudad Juarez in the Republic of Mexico, make up one of the world's largest international border metroplexes, which is home to more than 2.5 million people. The 55-acre memorial is in the northeastern portion of what was once part of Mexico's Cordova Island. The United States acquired this section of land under the terms of the Chamizal Convention (Treaty), signed in August 1963 between the United States of America and the United Mexican States (Public Law 88-300).

Congress authorized the establishment of the memorial in 1966 to formally commemorate the diplomatic settlement of the Chamizal area issue and celebrate cross-cultural friendship and goodwill. The memorial is a tribute to the peaceful resolution of a century-long boundary dispute between the United States and Mexico. The dispute was triggered by the erratic meandering of the Rio Grande, which created a fierce land ownership controversy. By ratifying the Chamizal Treaty, the river was constrained within a concrete channel, which now acts as a permanent border between the two nations. More than 5,000 people residing in the disputed area were relocated at the expense of both governments. In addition, a portion of the former Mexican land now in the United States was set aside to provide cultural and recreational use and tell the story of the Chamizal issue and its resolution.

The place of the Chamizal settlement in the annals of international law is well-documented. The 1911 case was arbitrated by the Hague and Canada; its rejection by the United States and its final resolution 60 years later is regularly cited in academic and professional journals around the world.

When memorial construction was completed in 1974, the entire 55-acre unit was listed in the National Register of Historic Places. Since then, the memorial has hosted some of the region's most celebrated cultural events. Annual productions, such as the Siglo de Oro International Drama Festival and the City of El Paso's Music Under the Stars, draw international, multicultural audiences that continue to embrace the spirit and diversity not only of the border cultures, but various other traditions as well.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Chamizal National Memorial was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on June 30, 1966 (see appendix A for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the park.

CHAMIZAL NATIONAL MEMORIAL commemorates the diplomatic resolution of the century-long international boundary dispute between the United States and Mexico in the border region of El Paso, Texas, and Ciudad Juarez, Chihuahua. The memorial fosters goodwill and mutual respect between the peoples of both nations and provides a center to celebrate creative cultural exchange.

Park Significance

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

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

1. Chamizal National Memorial, and its Mexican counterpart, Parque Público Federal el Chamizal, symbolize successful diplomatic negotiations between two neighboring nations. The long-lasting impacts of the Chamizal Treaty are still evident today on the course of the river, the lives of the people, and the Chihuahuan Desert ecosystem.
2. Chamizal National Memorial provides the opportunity for cultural connections among the people of the world's largest binational metroplex.
3. Chamizal National Memorial is a living memorial to the Chamizal Treaty that provides urban spaces in which to enjoy a range of recreational and cultural activities, including those representing the cultures of the borderlands.
4. Chamizal National Memorial, situated on what once was a part of Mexico's Cordova Island, facilitates visitor understanding and appreciation of the border geography, history, and engineering related to the Rio Grande / Rio Bravo. The northern boundary of the memorial is delineated by the fence posts of the historic international boundary, which serve as the last physical reminder of the Chamizal land dispute and its resolution.

Fundamental Resources and Values

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

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

The following fundamental resources and values have been identified for Chamizal National Memorial:

- The Grounds.** The 55-acre designed landscape that comprises the grounds at Chamizal National Memorial is the primary component of the memorial itself; the land represents the history, sacrifices, and resolution of the Chamizal dispute. While many visitors use the park as urban open space, this was not the original intent of the park. There are members of the community, both in the United States and Mexico, who still have connections to the grounds—in many cases where family members had property or land. The grounds themselves are intended to promote personal connections to the history and events they memorialize, where community members and visitors alike are able to experience serenity and solemnity, and feel a sense of national identity and pride. The views from the grounds are equally important to the experience at Chamizal—south over the Rio Grande to Ciudad Juarez and Parque Público Federal el Chamizal in Mexico, and north to the city of El Paso in the United States.
- Boundary Monuments and Fence Posts.** Boundary monuments and fence posts at Chamizal National Memorial are the only remaining physical reminders of the land dispute. The 27 fence posts along the northern boundary of the park represent the historic border of the United States and Mexico, and can be accessed by a walking path. From this point, visitors are able to see north into the United States and south into Mexico. Three boundary monuments also remain on the memorial grounds: one along the northern boundary, one in the museum, and one on the esplanade. These physical remnants of the border dispute and its resolution allow visitors to visualize the border of the past in the context of the present-day border and bridge between Ciudad Juarez and El Paso.
- Successful International Diplomacy: The Story of Chamizal.** The peaceful resolution of the Chamizal border dispute is a shining example of international diplomacy at its best. No war was waged in finding the solution to the 100-year boundary dispute. The history of international diplomacy at Chamizal is important to both Mexico and the United States and highlights the extent to which the two nations were willing to compromise on behalf of the people and communities of the borderlands. The story of international diplomacy at Chamizal also reflects larger global politics underway at the time of the treaty. While this story itself is intangible, the park protects and interprets many tangible resources that help communicate this story to visitors of the memorial.



- **Oral Histories.** The experiences and memories of those affected by the land dispute, and those involved in its resolution, serve as a real link between past and present. The importance of the oral histories collected from those with memories of the dispute and the diplomatic process become more critical every day, as members of that generation age and the reality sets in that those stories could be lost forever. The park has collected more than two dozen oral histories from several periods of history, continuing to the present day, and it is tremendously important that those histories are preserved and expanded upon, where possible.
- **Cultural Exchange.** The opportunity to foster cultural exchange at Chamizal National Memorial is one of its most important values. The memorial provides the physical locations for creative cultural programming to occur, including a 500-seat indoor theater, a gallery, and a museum, as well as both formal and informal outdoor spaces and educational areas. The mission of the memorial and its location on the international border support opportunities for multicultural visual and performing arts, music, art displays, and many other events that take place throughout the year—ranging from local school performances to the Independence Day concert and fireworks that attract thousands of attendees. These events are important for community pride, cultural interaction, and general enjoyment of the memorial grounds. The opportunity to present or support community events that relate specifically to the history of the Chamizal land dispute, the memorial, and the culture of the borderlands is especially important among the many events that are held at Chamizal National Memorial.
- **Partnerships.** Relationships with partners of all kinds, including individuals, government agencies, nonprofit groups, universities and other educational institutions, and cultural organizations are essential to management and operations of Chamizal National Memorial, and many of these partnerships were specifically mentioned in its enabling legislation. While partnerships are important at many national park system units, they are especially central to Chamizal National Memorial because the park was founded on the concept of international cooperation, and because the memorial sits within the world's largest international metroplex. Many of the historic objects, photos, and media on display in the memorial's museum, for example, are replicas, and the originals are held elsewhere by partners. Not only do partnerships play an important role in how Chamizal National Memorial engages with communities and the public today, they are key links to the past and the history of the land dispute, its resolution, and the culture of the borderlands.

Interpretive Themes

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

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

The following interpretive themes have been identified for Chamizal National Memorial:

- Chamizal National Memorial provides insight into the evolution of the continuing relationship between the United States and Mexico from armed conflict in 1848 to cooperation to resolve differences diplomatically in 1963.
- A number of factors, including a change of political climate and the personalities of the individuals involved, set the stage for the resolution of a 100-year-long boundary dispute between the United States and Mexico.
- The Chamizal Convention, a multinational, state, and local effort, provided many diplomatic, societal, and economic benefits, but did not come without a price.
- Chamizal National Memorial stands as a reminder of what goodwill and cooperation can accomplish by providing an avenue for understanding and enrichment to transcend barriers of race, ethnicity, and language.
- The selection of a natural, meandering river as an international boundary led to conflict and resolution that still impacts the river, the lives of the people, and the Chihuahuan Desert ecosystem.



Part 2: Dynamic Components

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

Special Mandates and Administrative Commitments

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

There are no special mandates for Chamizal National Memorial. For more information about administrative commitments for Chamizal National Memorial, please see appendix B.

Assessment of Planning and Data Needs

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

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

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

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

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.



Fundamental Resource or Value	The Grounds
Related Significance Statements	<ol style="list-style-type: none"> 1. Chamizal National Memorial, and its Mexican counterpart, Parque Público Federal el Chamizal, symbolize successful, diplomatic negotiations between two neighboring nations. The long-lasting impacts of the Chamizal Treaty are still evident today on the course of the river, the lives of the people, and the Chihuahuan Desert ecosystem. 2. Chamizal National Memorial provides the opportunity for cultural connections among the people of the world's largest binational metroplex. 3. Chamizal National Memorial is a living memorial to the Chamizal Treaty that provides urban spaces in which to enjoy a range of recreational and cultural activities, including those representing the cultures of the borderlands. 4. Chamizal National Memorial, situated on what was once a part of Mexico's Cordova Island, facilitates visitor understanding and appreciation of the border geography, history, and engineering related to the Rio Grande / Rio Bravo. The northern boundary of the memorial is delineated by the fence posts of the historic international boundary, which serve as the last physical reminder of the Chamizal land dispute and its resolution.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The memorial was listed in the National Register of Historic Places in 1974 (55 acres). • The water pump for the irrigation system has failed periodically—twice in the last three years. The park has installed a more modern pump system to avoid these issues. • The well water is saline, which impacts the water quality in the water table, and the condition of the turf and landscaping. • The designed landscape includes nonnative grasses and other vegetation, which are difficult to maintain in this climate. • The park has been hiring staff to replace and maintain components of the landscape based on the landscape management plan. • The park completed a trail resurfacing and drainage improvement project in 2014, and the trails are currently in good condition. <p>Trends</p> <ul style="list-style-type: none"> • The salinity of the soil is increasing as a result of irrigation practices and nonnative species. • As water availability is becoming scarce, vegetation has been dying. • Regional power plants are believed to contribute to air quality impacts in the park. Significant emissions reductions are scheduled by 2017 for the protection of regional class I areas, which will also improve air quality conditions at the memorial.

Fundamental Resource or Value	The Grounds
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Climate change and increased residential development is expected to impact the water table. • Fire ants pose threats to visitor and staff safety, especially during events. • There is a general lack of awareness on the part of the public with regard to appropriateness of the present-day Chamizal National Memorial landscaping in the desert climate. • Salinity of the soil is a threat to the condition of the landscaping. • Irrigation practices of the park have an effect on the water table. • Encroachment from adjacent users has been an issue in multiple areas across the park. This may be tied to an identity issue—lack of understanding that this is a unit of the National Park Service. • Water salinity due to irrigation processes can impact historic monuments located on-site. • Excessive visitor use periods impact the landscape/turf and maintenance efforts. • Inappropriate visitor behaviors (i.e., creation of social trails, etc.) can also impact the landscaping. • Border traffic threatens visitor experiences and opportunities for personal reflection, as well as natural/cultural resources. • Views from the grounds are sometimes obscured by pollution-caused haze. Ground-level ozone sometimes reaches levels that can make breathing difficult for sensitive groups, but is improving. • There is an invasive boring ash beetle infestation, which has affected the ash tree population. • Visitors have been inappropriately interacting with wildlife, particularly ground squirrels. <p>Opportunities</p> <ul style="list-style-type: none"> • The park received a 2015 Volunteers-in-Parks (VIP) Special Projects grant and conducted the memorial's first annual National Public Lands Day event and landscape improvement (increased xeriscaping). The park will continue to plan and conduct additional xeriscaping projects through similar opportunities as funding becomes available. • The park could pursue development of a service learning program for educational opportunities regarding the landscape and assistance with replanting native species. • The park could pursue completion of the Benito Juarez monument, as described in the landscape management plan as well as original agreements. • The park could create a formal sense of entry to the park, potentially through signage, an artistic installation, formalized trail, etc. • Partnerships could be further developed with horticultural groups like the Native Plant Society, Master Gardeners, etc. • Staff should seek to place and align sprinklers to better fit within the xeriscaping concept in the landscape management plan. • The park has an assessment/study of pedestrian and vehicular wayfinding, but this should be updated if the data are inadequate to meet data needs. • Improve park sustainability and environmental leadership through the Climate Friendly Park certification, including an environmental management system (Director's Order 13A).
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Landscape management plan (2010). • Mapping of irrigation system. • National register nomination. • Recreational use mapping (underway). • Pedestrian and vehicular circulation study. • Ongoing regional air quality monitoring for ozone, visibility, and atmospheric deposition.

Fundamental Resource or Value	The Grounds
Data and/or GIS Needs	<ul style="list-style-type: none"> • Assessment of potentially historic landscape (determination of eligibility). • Lighting assessment.
Planning Needs	<ul style="list-style-type: none"> • Wayside plan. • Sign plan. • Demonstration garden landscape plan. • Accessibility self-evaluation and transition plan. • Development concept plan for southwest corner.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Environmental Policy Act of 1969 • National Historic Preservation Act of 1966 • Archeological and Historic Preservation Act of 1974 • Clean Air Act of 1977 • Clean Water Act • Executive Order 11514, "Protection and Enhancement of Environmental Quality" • Executive Order 12088, "Federal Compliance with Pollution Control Standards" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§4.4) "Biological Resource Management" • NPS Management Policies 2006 (§4.6.1) "Protection of Surface Waters and Groundwaters" • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • Director's Order 28: <i>Cultural Resource Management</i> • NPS Natural Resource Management Reference Manual 77



Fundamental Resource or Value	Boundary Monuments and Fence Posts
Related Significance Statements	<ol style="list-style-type: none"> 1. Chamizal National Memorial, and its Mexican counterpart, Parque Público Federal el Chamizal, symbolize successful, diplomatic negotiations between two neighboring nations. The long-lasting impacts of the Chamizal Treaty are still evident today on the course of the river, the lives of the people, and the Chihuahuan Desert ecosystem. 4. Chamizal National Memorial, situated on what was once a part of Mexico's Cordova Island, facilitates visitor understanding and appreciation of the border geography, history, and engineering related to the Rio Grande / Rio Bravo. The northern boundary of the memorial is delineated by the fence posts of the historic international boundary, which serve as the last physical reminder of the Chamizal land dispute and its resolution.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The fence posts are upright along the walking path. • Restoration work has been completed on the fence posts, but the process was not adequate to maintain them. They are generally in fair condition. • There is an alarm system on the posts, but there have been some challenges with operation of the system. • The fence posts have subsided below their original placement. • There are three boundary monuments in the park. One is currently on the grounds alongside the fence posts (no longer in original location), one is in the museum, and one is on the esplanade. • Restoration work was completed on the boundary markers, but the work may not have been completed to preservation standards. They are, however, in better condition generally than the fence posts. • The fence posts are listed in the List of Classified Structures database. <p>Trends</p> <ul style="list-style-type: none"> • The fence posts appear to be in stable condition, but probably are deteriorating gradually due to negative effects from the sprinkler system. • The boundary monuments are in stable condition, but the outside one located along the trail is probably deteriorating gradually due to negative effects from the sprinkler system.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Saline water from the sprinkler system affects condition of the fence posts and boundary monuments. • Freeze/thaw cycles threaten the integrity of the fence posts and boundary markers. <p>Opportunities</p> <ul style="list-style-type: none"> • Interpretive programming and wayside exhibits could be expanded for enhanced interpretation. • The park may want to explore opportunities to improve the restoration work on the fence posts. • The park could continue restoration work on the boundary monuments. • The boundary marker on the esplanade may be relocated because it causes confusion for visitors regarding the actual boundary location. However, it is a more "iconic" location that many visitors use for a photo opportunity. • More boundary monuments may exist, and the park could work to locate these monuments. Previous inquiries with the International Boundary and Water Commission have indicated that there are not, but further research could be done. • Wayside exhibits could be located near boundary monuments for better interpretation. • A GIS layer for boundary monuments and fence posts is needed. This could be used as an interpretive tool, and could also be cross-referenced with the historic maps that have been brought into the Park Atlas. • The park has information on original design of the boundary monuments, but additional research may be needed. Staff should reassess data moving forward to determine if available data are adequate.

Fundamental Resource or Value	Boundary Monuments and Fence Posts
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Comprehensive interpretive plan (2000/2009). • Park foundation document (2007). • Original locations of boundary monuments (Mexican Report). • List of Classified Structures listing for fence posts. • <i>Cordova Island</i> by Fred Morales. • Research on original boundary monument design.
Data and/or GIS Needs	<ul style="list-style-type: none"> • GIS data collection effort.
Planning Needs	<ul style="list-style-type: none"> • Wayside plan. • Assessment and treatment plan for boundary monuments and fence posts.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Environmental Policy Act of 1969 • National Historic Preservation Act of 1966 • Archeological and Historic Preservation Act of 1974 • Museum Act (16 USC 18f through 18f-3) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006 (§4.2) "Studies and Collections" • NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management" • NPS <i>Management Policies</i> 2006 (chapter 7) "Interpretation and Education" • NPS <i>Management Policies</i> 2006 (§8.10) "Natural and Cultural Studies, Research, and Collection Activities" • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • NPS <i>Museum Handbook</i>, parts I, II, and III



Fundamental Resource or Value	Successful International Diplomacy: The Story of Chamizal
Related Significance Statements	<ol style="list-style-type: none"> 1. Chamizal National Memorial, and its Mexican counterpart, Parque Público Federal el Chamizal, symbolize successful, diplomatic negotiations between two neighboring nations. The long-lasting impacts of the Chamizal Treaty are still evident today on the course of the river, in the lives of the people, and within the Chihuahuan Desert ecosystem. 4. Chamizal National Memorial, situated on what was once a part of Mexico's Cordova Island, facilitates visitor understanding and appreciation of the border geography, history, and engineering related to the Rio Grande / Rio Bravo. The northern boundary of the memorial is delineated by the fence posts of the historic international boundary, which serve as the last physical reminder of the Chamizal land dispute and its resolution.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The international diplomacy story is told throughout interpretive materials, including the Unigrid brochure, exhibits, etc. • The park has objects related to this story and conducts events, but the memory and connection is fading. • NPS-hosted events usually include a discussion of the Chamizal story. • The park is showing the four-minute introductory video before events in the theater and it is available on-demand in the museum mini-theater. • The park has copies of the Chamizal Treaty at the desk at the visitor center to aid in interpretation. They also have copies of historic photos, maps, newspaper articles, etc. • The park has many tangible resources that help tell the story of Chamizal and support this value, including Thomas Mann's signet ring, which is on indefinite loan, and commemorative medallions, which are both stored in the museum collection. • There is a temporary exhibit in the visitor center that was recently created, which focuses on the international diplomacy story. <p>Trends</p> <ul style="list-style-type: none"> • Events and activities are increasingly presented bilingually. • Over time, people have become more disconnected with this history.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • The memory is lost for those not involved if the story is not communicated. • Chamizal National Memorial has become known more for its events than the story. <p>Opportunities</p> <ul style="list-style-type: none"> • Some interpretive programming is done regarding international diplomacy, but this could be expanded to connect to deeper meanings for people. • Update the permitting process to better target the events at Chamizal National Memorial to the Chamizal story. • The four-minute introductory video telling the Chamizal story is shown before all public performances in the theater, and a park ranger does an introduction before all education theater performances and programs. This could also be done at intermissions. • A condition of event permits could be that there must be some sort of reference to the Chamizal story. The park may develop these talking points. • External exposure could be expanded throughout the city—at places like the airport, for example. Use of rack cards could also be expanded. • Park staff should work toward aligning operations and management efforts to better support the purpose of the memorial. • The International Boundary and Water Commission has most of the original documents related to the story of Chamizal. The park should continue working with them to process, arrange, and digitize archival materials for accessioning as part of the park museum collections. The park may consider a virtual museum exhibit to make these materials available to the public.

Fundamental Resource or Value	Successful International Diplomacy: The Story of Chamizal
Threats and Opportunities	<p>Opportunities (continued)</p> <ul style="list-style-type: none"> • Staff should seek to identify and assess available research materials related to the story of Chamizal, including historic maps, photos, and documents. They should also work toward establishing strategies for acquiring items that may be missing, including items housed with the Mexican government or the International Boundary and Water Commission. • Facilitated dialogue, social media, and other visitor-directed interpretive and education techniques could help connect the story of Chamizal to current events and issues such as border patrol and international relations. This would help visitors understand the significance of the site and see it as part of the National Park Service. • The park is in the process of fabricating and installing Phase 1 of the new interim museum exhibits in February 2016 that focus on the Chamizal story. The park will be conducting formative assessments on these and future phases of interim exhibits prior to fabrication of new final exhibits.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Comprehensive interpretive plan (2000/2009). • Scope of collections statement. • Exhibit design concept plan (2014).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Park documentary film. • Research of historic documentation.
Planning Needs	<ul style="list-style-type: none"> • Media plan. • Collection management plan (update).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966 • Archeological and Historic Preservation Act of 1974 • Museum Act (16 USC 18f through 18f-3) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (§2.3.1.4) "Science and Scholarship" • NPS <i>Management Policies 2006</i> (§4.1.4) "Partnerships" • NPS <i>Management Policies 2006</i> (§4.2) "Studies and Collections" • NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management," including (§5.1) "Research" • NPS <i>Management Policies 2006</i> (chapter 7) "Interpretation and Education" • NPS <i>Management Policies 2006</i> (§8.10) "Natural and Cultural Studies, Research, and Collection Activities" • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • NPS <i>Museum Handbook</i>, parts I, II, and III

Fundamental Resource or Value	Oral Histories
Related Significance Statements	<ol style="list-style-type: none"> 1. Chamizal National Memorial, and its Mexican counterpart, Parque Público Federal el Chamizal, symbolize successful, diplomatic negotiations between two neighboring nations. The long-lasting impacts of the Chamizal Treaty are still evident today on the course of the river, the lives of the people, and the Chihuahuan Desert ecosystem. 2. Chamizal National Memorial provides the opportunity for cultural connections among the people of the world's largest binational metroplex. 4. Chamizal National Memorial, situated on what was once a part of Mexico's Cordova Island, facilitates visitor understanding and appreciation of the border geography, history, and engineering related to the Rio Grande / Rio Bravo. The northern boundary of the memorial is delineated by the fence posts of the historic international boundary, which serve as the last physical reminder of the Chamizal land dispute and its resolution.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The park's oral histories are incomplete. • All originals are at the University of Texas – El Paso (UTEP) Institute of Oral History. The park has in its archives copies of transcripts and audio cassettes from an oral history project from 1993, as well as transcripts from oral histories that were documented earlier. • Twelve additional oral histories were done in 2012 at the park through the agreement with the UTEP Oral History Institute. Most of these have not yet been transcribed. Permission has been granted to use and share these oral histories. • Permission to use the oral history was taken care of as part of the Institute of Oral History process. • All oral histories are in audio format (no video). • In total, there are approximately 26 oral histories that relate to the Chamizal story. • Some of the oral histories are from residents or community members. Others are from government or city officials, including a few from Mexican government officials (in Spanish). • The transcripts of the Chamizal National Memorial oral history collection are on the UTEP Institute of Oral History website. • Some oral histories are in English and some are in Spanish. For those that have been transcribed, they are transcribed in their original language (not translated). • The park staff collects contact information from visitors who tell them that they have a connection to the Chamizal story. • The park has copies of the oral history "long sheets" that describe general topics from the interviewee's discussion. <p>Trends</p> <ul style="list-style-type: none"> • Some of the oral histories were done in the late 1960s, close to the time when the park was established. Others were done later and the process is still underway. • No oral histories are underway at this time. • There is a continued interest in documenting the oral histories; people are willing and interested in sharing their stories.

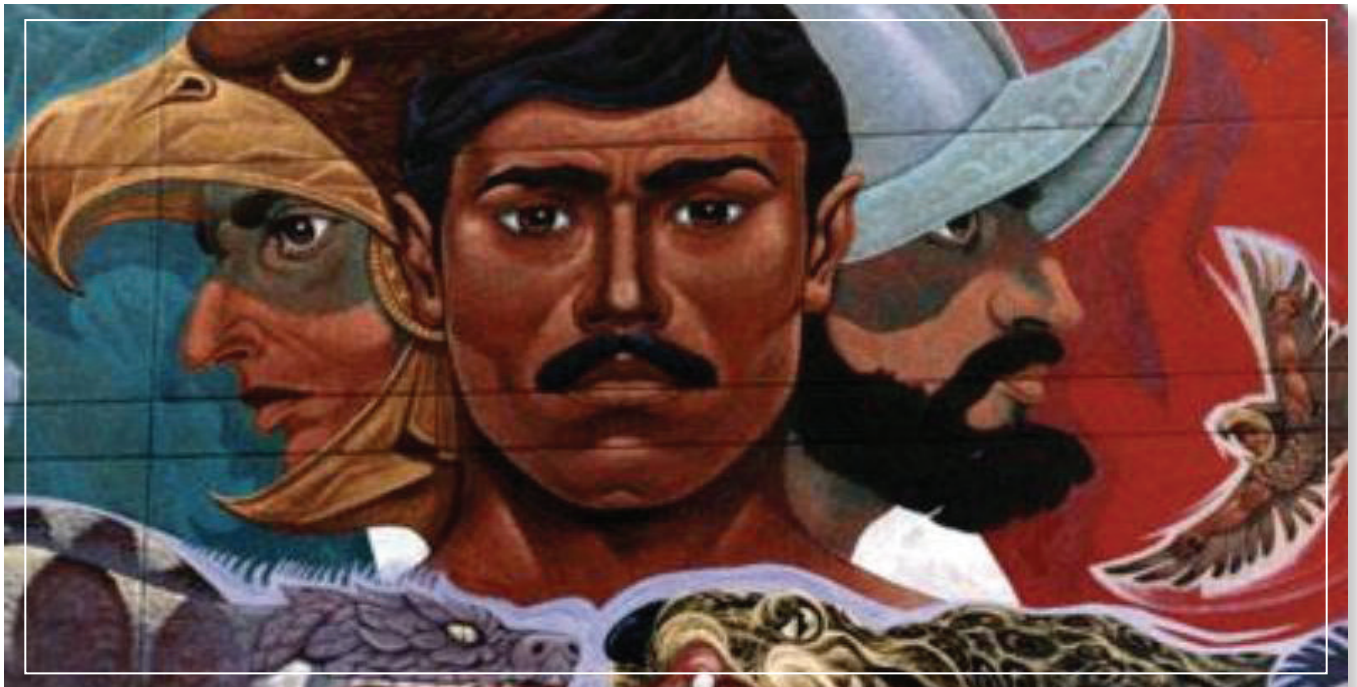
Fundamental Resource or Value	Oral Histories
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Those people who could provide oral histories related to the Chamizal story are dying off; the resource will eventually be unavailable. There is a sense of urgency related to the oral histories. The media on which oral histories are housed could degrade. <p>Opportunities</p> <ul style="list-style-type: none"> Reevaluate status of the UTEP Institute of Oral History agreement for staff to easily access and use oral histories. Incorporate planning for additional oral histories into interpretive planning documents such as the long-range interpretive plan. The park could follow up with those people who have expressed interested in sharing their stories, and develop social media to solicit new interviewees. The park should update the written agreement with the University of Texas – El Paso for permission and access to their files. There could be a way to share the files with the public, including web access and social media. Park staff needs to confirm that the media on which oral histories are housed are in a stable/safe condition in multiple locations and multiple formats. The oral histories are planned to be an important component of the new museum exhibits. They have not been used in an exhibit yet. There has been offer by the UTEP Writing and Rhetoric Program to provide assistance with taking oral histories and to help facilitate tribal connections, which is already underway. Lesson plans related to the oral histories could be developed. Interpretive staff could attend the online Baylor University training on oral histories.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> <i>University of Texas – El Paso Institute of Oral History: Chamizal Oral History Project</i> (written transcripts in binder). Audio files held at the UTEP Institute of Oral History. Exhibit design concept plan (2014).
Data and/or GIS Needs	<ul style="list-style-type: none"> Oral history collection.
Planning Needs	<ul style="list-style-type: none"> Collection management plan (update).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> National Historic Preservation Act of 1966 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS Management Policies 2006 (§2.3.1.4) "Science and Scholarship" NPS Management Policies 2006 (§4.1.4) "Partnerships" NPS Management Policies 2006 (§4.2) "Studies and Collections" NPS Management Policies 2006 (chapter 5) "Cultural Resource Management," including (§5.1) "Research" NPS Management Policies 2006 (chapter 7) "Interpretation and Education" NPS Management Policies 2006 (§8.10) "Natural and Cultural Studies, Research, and Collection Activities" Director's Order 6: <i>Interpretation and Education</i> Director's Order 28: <i>Cultural Resource Management</i>



Fundamental Resource or Value	Cultural Exchange
Related Significance Statements	<ol style="list-style-type: none"> 1. Chamizal National Memorial, and its Mexican counterpart, Parque Público Federal el Chamizal, symbolize successful, diplomatic negotiations between two neighboring nations. The long-lasting impacts of the Chamizal Treaty are still evident today on the course of the river, the lives of the people, and the Chihuahuan Desert ecosystem. 2. Chamizal National Memorial provides the opportunity for cultural connections among the people of the world's largest binational metroplex. 3. Chamizal National Memorial is a living memorial to the Chamizal Treaty that provides urban spaces to enjoy a range of recreational and cultural activities, including those representing the cultures of the borderlands. 4. Chamizal National Memorial, situated on what was once a part of Mexico's Cordova Island, facilitates visitor understanding and appreciation of the border geography, history, and engineering related to the Rio Grande / Rio Bravo. The northern boundary of the memorial is delineated by the fence posts of the historic international boundary, which serve as the last physical reminder of the Chamizal land dispute and its resolution.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The theater is in good operational condition. • The museum is outdated and a remodel is underway. • The Franklin G. Smith Gallery is in good condition. • The opportunities for cultural exchange with Ciudad Juarez are currently very limited because of restrictions on staff travel across the international border. • Many of the permitted events in the theater now are dance and music recitals unrelated to the Chamizal story, which are not the target events for the theater. • The audience that attends events at Chamizal National Memorial is primarily local. • The related stories of El Camino Real de Tierra Adentro National Historic Trail are not being shared at Chamizal National Memorial. • Many visitors are bilingual and share a common heritage, making it easy to connect with them. • The "Nuestra Herencia" mural is in good condition, and has recently been reconditioned and updated. • The Hal Marcus "First Thanksgiving" mural is in good condition. It was dedicated to the park on indefinite loan (property of the artist). • Approximately 25% of Chamizal National Memorial staff is generally dedicated to the theater operations. • The public does not understand the mission and purpose of Chamizal National Memorial, and its role nationally and internationally. • Asbestos removal was completed in January 2016. <p>Trends</p> <ul style="list-style-type: none"> • There is an increasing trend to focus more on local history and culture, and away from serving as a more general theater. • In general, events are becoming more expensive. • The process that the government has for international programming is becoming more expensive and difficult.

Fundamental Resource or Value	Cultural Exchange
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • A larger percentage of the permitted events are focused on nontarget topics and the public views the park as a location for general cultural events, rather than for events related to the Chamizal story. • The park is challenged to produce international events because of the costs and difficulties of meeting the international processes for contracting and payment. • There is no list of cultural exchange organizations and partners, and their points of contact. • Lack of public understanding regarding the mission and purpose of the memorial creates challenges regarding relevance and appreciation of the Chamizal story. <p>Opportunities</p> <ul style="list-style-type: none"> • The process for the public to purchase items from the gallery should be refined. • The park could show more films/documentaries (as events) about Chamizal National Memorial or about the National Park Service. • The history and stories related to the El Camino Real de Tierra Adentro National Historic Trail could be incorporated into interpretive tools/programming. The park is currently partnering with the IMR National Trails Office to develop and install exterior signs and develop permanent interpretive exhibits on the trail for the newly designated interpretive exhibit hall of the visitor center (former Abrazos Gallery). • The safety and security of artworks needs to be addressed. This is especially important if more prominent artists would like to share their artwork at Chamizal National Memorial. • Cost-sharing opportunities with Ciudad Juarez for the annual Siglo de Oro International Drama Festival could be expanded. • A list of cultural organizations and points of contact could be developed, including social and community groups, as well as governmental organizations. • Update the permitting process to better target the events at Chamizal National Memorial to the Chamizal story. • Update the standard operating procedures for working with international artists/guests. The park should reconsider staffing for cultural exchange programming in relation to other park needs. • The park is expanding its partnership with the Mexican Consulate, and is in the process of creating a monthly Consulate Night, on which they will co-sponsor performances by Mexican artists in the park's theater and more exhibits in the park gallery. • The park is working with website specialists at WASO to create a fully equivalent bilingual park website (i.e., information provided in Spanish is the same as information provided in English).
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Exhibit design concept plan (2014).
Data and/or GIS Needs	<ul style="list-style-type: none"> • None identified.
Planning Needs	<ul style="list-style-type: none"> • Accessibility self-evaluation and transition plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Architectural Barriers Act of 1968 • Americans with Disabilities Act of 1990 • Architectural Barriers Act Accessibility Standards 2006 • Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"

Fundamental Resource or Value	Cultural Exchange
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • "Department of the Interior Policy on Consultation with Indian Tribes" • NPS <i>Management Policies</i> 2006 (chapter 7) "Interpretation and Education," including (§7.6) "Interpretive and Educational Partnerships" • NPS <i>Management Policies</i> 2006 (§9.3.1.7) "Facilities for Arts and Culture" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 7: <i>Volunteers in Parks</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Order 53: <i>Special Park Uses</i>



Fundamental Resource or Value	Partnerships
Related Significance Statements	<ol style="list-style-type: none"> 1. Chamizal National Memorial, and its Mexican counterpart, Parque Público Federal el Chamizal, symbolize successful, diplomatic negotiations between two neighboring nations. The long-lasting impacts of the Chamizal Treaty are still evident today on the course of the river, the lives of the people, and the Chihuahuan Desert ecosystem. 2. Chamizal National Memorial provides the opportunity for cultural connections among the people of the world's largest binational metroplex. 3. Chamizal National Memorial is a living memorial to the Chamizal Treaty that provides urban spaces to enjoy a range of recreational and cultural activities, including those representing the cultures of the borderlands.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The park has a good working relationship with the University of Texas – El Paso, and the range of the relationship has broadened to include additional departments and new opportunities and services. • The park works with the Mexican Consulate, and would like to maintain that relationship despite a changing political climate. Please see the “Opportunities” section of the Cultural Exchange FRV analysis table for more information. • The park has been working with local and national grassroots groups to generate collaborative opportunities that assist in meeting both groups’ missions. • The park partners with Educational Enrichment through the Arts Enterprises to assist with educational outreach and to help provide performers in multiple capacities. This has expanded to include additional national and international troupes, including some from Ciudad Juarez. • The park has an internship program (Teacher-Ranger-Teacher/Teacher Corps), and new and expanding intern opportunities with multiple departments at the University of Texas – El Paso and El Paso Community College, including hosting the first UTEP Museum Studies Intern in 2015. • The park has an ongoing partnership with the local Upward Bound Program, which serves diverse, economically disadvantaged youth from several high schools. These students have been involved in the annual Siglo de Oro International Drama Festival for many years and the park sponsored its first Upward Bound Intern in 2014. • The park has a renewed partnership with Bowie High School, located directly across the street from the memorial. In addition to increased educational programming, there is a growing cadre of students volunteering at the park. Park staff have provided ongoing resume development workshops for some of these students who also, on their own initiative, proposed and successfully filmed and produced a four-minute video about the Chamizal story targeted for 4th graders with the assistance of park staff and an El Paso Community College professor, also a park volunteer. • The park will have Student Conservation Association interns for the first time this year (2015). • In collaboration with El Paso Parks and Recreation, Ecoclubs, and the Texas Parks and Wildlife Department, the park will be helping provide broadened national park experiences to area youth. • With the coming NPS centennial, the park has received funding for a centennial volunteer ambassador (through the Student Conservation Association) to focus on increasing volunteerism and community engagement. • The park is currently working with The Twelve Travelers, a community arts group that is coordinating efforts to design, construct, and place sculptures of historically significant figures. This group is spearheading efforts to fund and place a sculpture of Benito Juarez on the memorial grounds. • Please see the “Opportunities” section of the Cultural Exchange FRV analysis table for more information on an expanded partnership with the NPS IMR National Trails Office.

Fundamental Resource or Value	Partnerships
Current Conditions and Trends	<p>Trends</p> <ul style="list-style-type: none"> Partnerships have been expanding and improving, particularly with the city government and area school districts. There have been improvements in the relationship with the Mexican Consulate, due in part to changes in staff in both agencies. The park has expanded its relationship with the AARP Senior Community Service Employment Program, which has helped acquire funded trainees to assist with general staffing (Administration, Interpretation & Education) and grounds maintenance.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> The ability to work across the border has changed post 9/11, making it more difficult to maintain international partnerships at the local and federal level. This was also exacerbated by crime and social issues in Ciudad Juarez. Funding and staff capacity make it a challenge to maintain partnerships and outreach with partners. Partnerships are often complicated by lack of understanding regarding the purpose of the memorial and its mission, which creates unmet expectations and stresses relationships. <p>Opportunities</p> <ul style="list-style-type: none"> The strengthening of the relationship with the Mexican government, Parque Público Federal el Chamizal, and Ciudad Juarez, is an important goal for the memorial into the future. The park is working on establishing an official friends group to assist with a broader range of appropriate programming and other assistance based on park priorities. The park could pursue additional partner opportunities with the Mexican government. There is the potential for the establishment of a Mexican-American Cultural Center, with which the park is an active partner. The park has been, and could continue to work with other park agencies (local, state, etc.) to assist with planning and programming. The park could make its Park Atlas available externally—for use by partners and visitors. The park's chief of interpretation and education attended training and was recertified as an agreements technical representative (ATR) in September 2015.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> Los Paisanos de El Chamizal Basic Fundraising Agreement (2015). Basic Fundraising Agreement with Twelve Travelers Group (pending). See appendix B for a listing of agreements and secured grants.
Data and/or GIS Needs	<ul style="list-style-type: none"> None identified.
Planning Needs	<ul style="list-style-type: none"> Partnership plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> None identified <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> NPS <i>Management Policies 2006</i> (§2.3.1.4) "Science and Scholarship" NPS <i>Management Policies 2006</i> (§4.1.4) "Partnerships" NPS <i>Management Policies 2006</i> (§5.1) "Research" NPS <i>Management Policies 2006</i> (chapter 7) "Interpretation and Education," including (§7.6) "Interpretive and Educational Partnerships" and (§7.6.2) "Cooperating Associations" Director's Order 6: <i>Interpretation and Education</i> Director's Order 7: <i>Volunteers in Parks</i> Director's Order 20: <i>Agreements</i> Director's Order 21: <i>Donations and Fundraising</i>

Identification of Key Issues and Associated Planning and Data Needs

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

The following are key issues for Chamizal National Memorial and the associated planning and data needs to address them:

- **International Relations.** National Park Service staff are not able to officially cross the international border into Mexico, which is challenging for strong relations with the Mexican government and/or Parque Público Federal el Chamizal. The memorial was intended to memorialize and maintain goodwill and friendship between the two nations, and that mission is affected by the current political climate. While the park can contact Mexico via alternative communications, there are still restrictions with regard to operations, cross-border visitation, etc., which can be a challenge for certain international and cross-cultural events such as the annual Siglo de Oro International Drama Festival, as well as for data gathering. There are also challenges associated with changing staff at the Parque Público Federal el Chamizal.

Memorial staff would like to be able to work with their Mexican counterparts for more effective delivery of cultural programming, and for general international cooperation. However, due to federal regulations, staff members need permission to cross the border in an official capacity. Memorial staff could host a meeting on the United States side to work with Parque Público Federal el Chamizal, but a longer-term solution would be ideal. This is probably an issue at other border parks, and they could work together toward a solution—potentially through an annual meeting for all parks affected by the issue.

Associated planning needs:

- Partnership plan

Associated data needs:

- Standard operating procedure for international relations
- GIS data collection effort



- **Water Resources and Xeriscaping.** Throughout the history of the park, a large portion of staff time and resources has been dedicated to supporting water-intensive vegetation and landscaping. The landscaping is, in large part, not native to the Chihuahuan Desert ecosystem, and the maintenance of this nonnative landscape does not align with water conservation goals in a desert environment. It is also not financially sustainable, especially in light of ongoing development in the metroplex (e.g., drawdown of the water table) and climate change. (e.g., increase in mean annual temperature). Because grounds maintenance requires such a commitment of both staff and resources, there is inadequate staff available for other park operations, particularly theater operations. The park has a landscape management plan with guidance for future improvements, as well as a xeriscaping plan. Xeriscaping is also consistent with the park's general management plan. The park has been working with Texas A&M AgriLife Extension Service for native trees and soils.

There have been some political complexities involved with maintaining the landscape, as well as public perception of green grass versus xeriscaping. The increasing salinity of well water means it cannot be used successfully to maintain the grass, and in addition, it cannot be used during the day due to public health concerns about water quality. The memorial has an opportunity to reduce the number of acres of nonnative grasses, replacing them with native plants. Staff has been trying to develop solutions, but needs both financial and community/popular support for the change. The park could use partnerships with horticultural groups such as the Native Plant Societies, Master Gardeners, etc. to develop a demonstration garden that would aid in public education and acceptance of a climate-friendly, water-wise, and native landscape at Chamizal. They could also consult with the NPS Inventory and Monitoring Chihuahuan Desert Network to help determine best native vegetation to address this landscaping issue.

Associated planning needs:

- Demonstration garden landscape plan

Associated data needs:

- Determination of eligibility (DOE) for potential cultural landscape

- **Encroachment / Outside Threats.** There have been challenges with being so close to the border, especially regarding actions of border control. Because the memorial is in an urban area, there are also threats from other entities that seek to pursue incompatible adjacent uses or to acquire park lands. Some of the bigger proposals have included construction of an International Boundary and Water Commission facility or stormwater spill box on memorial grounds, and routing of traffic tunnels under the memorial. The southwest corner of the memorial is an area of special concern regarding encroachment because it is currently underused (overflow parking area) by the park, which some entities see as a development opportunity. This is probably, in part, an identity issue because Chamizal National Memorial is often seen as a city park. It is not generally understood that Chamizal National Memorial is a national park, and as such, park management is governed by federal environmental laws.

The park could develop the southwest corner of the memorial to address the underuse, including extending the trail system or constructing a new monument at that location. This would help establish NPS presence in that area of the park, and would probably help with identity issues overall.

Associated planning needs:

- Development concept plan for southwest corner
- Wayside plan

- **Telling the Chamizal Story.** Chamizal National Memorial represents an ambiguous mix of purposes to visitors. Current management challenges are not rooted in a lack of visitation or cultural events, but rather misunderstanding of the memorial's purpose and the NPS presence in the community. The service must interpret the memorial's significance to a new generation—many of whom have little knowledge of the agency and its role in the story of the treaty. Effective interpretation and enhanced outreach are critical tools to help meet this goal.

The museum exhibits are currently outdated and do not effectively communicate the story of Chamizal National Memorial to the public. The park has a plan for the exhibits and is working toward implementation, but funding is still needed for the exhibits and digitization of archival materials. Additionally, the park has not fully realized the vision for the theater; it has essentially become a community theater. While this is an important function, these events do not generally align with the park purpose. To address this key issue, park staff should ensure events, interpretation, education, and outreach better align with the purpose of Chamizal National Memorial.

Associated planning needs:

- Media plan

Associated data needs:

- Park documentary film
- Oral history collection

Planning and Data Needs

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

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



Planning Needs – Where A Decision-making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
The Grounds; Key Issue: Water Resources and Xeriscaping	Demonstration garden landscape plan	H	A demonstration garden landscape plan would provide the park with specific guidance for establishing a demonstration garden based on the principles of xeriscaping. It would demonstrate to visitors the beauty of native landscaping, and could serve to gain popular support for further use of alternative landscaping options. The current vegetation is nonnative and has unsustainable water requirements in the desert environment of Chamizal National Memorial. This plan would include any needed compliance for the landscape management plan, and would also include considerations for climate change and potential strategies for adaptation.
Boundary Monuments and Fence Posts; The Grounds; Key Issue: Encroachment / Outside Threats	Wayside plan	H	A wayside plan would help to establish NPS identity and branding at Chamizal National Memorial. Lack of identity has led to issues regarding outside encroachment, and this plan may help to address that issue by better delineating the park boundary. This plan would also help with interpretation, particularly during periods of limited hours and staff. Many visitors do not go to the visitor center due to lack of interest or facility closure during large events; interpretive waysides would help with outreach for visitors who do not visit park facilities.
The Grounds; Key Issue: Encroachment / Outside Threats	Development concept plan for southwest corner	M	Chamizal National Memorial has never been fully completed, which is particularly notable in the southwest corner of the park grounds. A development concept plan would provide formal guidance for development of that area of the park, which would help address issues with encroachment, identity, air quality management, and other park goals/visions.
Boundary Monuments and Fence Posts	Assessment and treatment plan for boundary monuments and fence posts	M	This plan would provide a professional condition assessment for the boundary monuments and fence posts, as well as recommendations for long-term preservation and treatment of the structures. It would tie into the wayside plan.
The Grounds; Cultural Exchange	Accessibility self-evaluation and transition plan	M	This plan would evaluate and assess barriers to accessibility, both physical and programmatic. The outcome of the plan would be an accessible and spatially referenced document that would guide park staff and decision makers in assessing, prioritizing, and implementing solutions for universal accessibility at Chamizal National Memorial.
The Grounds	Sign plan	M	A sign plan would provide guidance for implementing a consistent and cohesive approach to navigational wayfinding and sign placement. The plan would help address challenges with NPS identity and both pedestrian and vehicular circulation.
Successful International Diplomacy; Oral Histories	Collection management plan (update)	M	This plan deals with accountability for, preservation of, and access to the collections. A recent archival film survey indicated that a number of archives at the park are not currently accessioned and cataloged.
Successful International Diplomacy; Key Issue: Telling the Chamizal Story	Media plan	L	A media plan would provide the park with guidance on media outreach, including a list of media contacts/outlets and strategies for outreach on particular topics.
Partnerships; Key Issue: International Relations	Partnership plan	L	A partnership plan would provide formal guidance for identifying and working with partner groups. It would include an assessment of current partners, a gap analysis of needed skills/expertise, and potential future partners based on mutual objectives/priorities. This plan could help address challenges with international collaboration—working toward a solution for international collaboration that fits within legal restrictions.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue	Data and GIS Needs	Priority (H, M, L)	Notes
Successful International Diplomacy; Key Issue: Telling the Chamizal Story	Park documentary film	H	A documentary film was identified as a primary interpretive need as part of the park's comprehensive interpretive plan. It can be completed in a relatively short time frame, and would be useful to communicate the Chamizal story to the public at a variety of park events. It could also be put on the internet to reach a larger, global audience.
The Grounds; Key Issue: Water Resources and Xeriscaping	Determination of Eligibility for potential cultural landscape	H	The national register nomination for Chamizal National Memorial was completed pre-landscape design, and needs to be reevaluated. This assessment would evaluate the history of monument design, architecture, landscape architecture, and engineering, and could be used to ensure landscaping improvement fit within the site's historical context. This determination of eligibility would probably tie into work with the wayside plan and demonstration garden landscape plan. If it is determined that the landscape qualifies as a cultural landscape, the park may pursue additional data or plans.
The Grounds	Lighting assessment	H	There are some areas of the park without adequate lighting, which poses a threat to visitor safety (there have been several falls) and increases the potential for illegal activity. This assessment would help identify gaps in lighting and provide guidance for placement of additional lighting fixtures.
Oral Histories; Key Issue: Telling the Chamizal Story	Oral history collection	H	A big part of the story of the park is centered on the stories of those who experienced the events that occurred in the Chamizal Tract. The population with firsthand experience of and directly affected by the issue is aging, and it is critically important that oral histories are gathered as soon as possible. These histories would assist with interpretation and outreach, particularly with the addition of new exhibits in the museum. Some histories have already been collected, but there are many other Americans, Mexicans, and possibly descendants of Manso and Tigua Indians who lived in the area who could be interviewed.
Successful International Diplomacy	Research of historic documentation	M	The park needs technical assistance to aid in obtaining and digitizing photos, videos, and other historic documentation relating to the history of Chamizal—particularly on the Mexican side of the story. Permissions and use rights should also be acquired as part of this effort.
Boundary Monuments and Fence Posts; Key Issue: International Relations	GIS data collection effort	M	The park has some historical GIS data regarding the site and fence posts, but more information is needed—particularly international GIS data from Parque Público Federal el Chamizal and Ciudad Juárez. This information could be used to cross-reference purposes, and could aid in interpretation of the story.
Key Issue: International Relations	Standard operating procedure for international relations	M	A standard operating procedure is needed to allow the park to work with international partners. This procedure could involve more parks with similar issues in the NPS Intermountain Region, or even servicewide. It would require a significant level of interagency cooperation and coordination.

Part 3: Contributors

Chamizal National Memorial

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NPS Intermountain Region

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Nancy Shock, Foundation Coordinator, Denver Service Center—Planning

Partners and Other Attendees

Katherine Brennand, Secretary-Treasurer, Los Paisanos de El Chamizal

Cynthia Cano, District Director, Office of Congressman Beto O'Rourke

Nancy Kaufman, President, Los Paisanos de El Chamizal

MJ Rey, Volunteer

Nestor A. Valencia, Artist, retired El Paso City planner involved in original Chamizal issue resolution

Appendixes

Appendix A: Enabling Legislation for Chamizal National Memorial

Enabling Legislation: Public Law 89-479, 80 Stat. 232 – June 30, 1966

232	PUBLIC LAW 89-479—JUNE 30, 1966	[80 STAT.
	Public Law 89-479	
June 30, 1966 [H. R. 7402]	AN ACT	
	To provide for the establishment of the Chamizal National Memorial in the city of El Paso, Texas, and for other purposes.	
Chamizal National Memorial.	<p><i>Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,</i> That the Secretary of the Interior is authorized to establish and develop a memorial to be known as the Chamizal National Memorial at El Paso, Texas, on approximately fifty-five acres in the northeastern part of the portion of Cordova Island acquired by the United States under the Convention between the United States of America and the United Mexican States for the Solution of the Problem of the Chamizal, signed at Mexico City August 29, 1963 (TIAS-5515). The Chamizal National Memorial shall commemorate the harmonious settlement of the long-standing boundary dispute between the United States and Mexico concerning the Chamizal, an area of land situated to the north of the Rio Grande in the El Paso Ciudad Juarez region.</p>	
15 UST 21.	<p>SEC. 2. The Secretary of the Interior may, in his discretion, defer the establishment of the Chamizal National Memorial until the city of El Paso or other governmental agencies of the State of Texas has submitted, and the Secretary has approved, a comprehensive plan for the development of the remaining lands acquired by the United States under the Chamizal Convention, August 29, 1963, upon their transfer to said city or other government agencies in the State of Texas under other provisions of law. Such comprehensive plan shall include a development plan and work schedule that is in the judgment of the Secretary compatible and coordinated with the development plan and schedule for the Chamizal National Memorial.</p>	
	<p>SEC. 3. The Secretary of the Interior shall administer, protect, and develop such memorial, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), as amended and supplemented, and the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes," approved August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).</p>	
	<p>SEC. 4. The Secretary of the Interior is authorized to cooperate and consult with the city and county of El Paso, Texas, Texas Western College, local historical and preservation societies, and other interested government agencies, associations and persons in the utilization and preservation of the Chamizal National Memorial.</p>	
Appropriation.	<p>SEC. 5. There are hereby authorized to be appropriated such sums, but not more than \$2,060,000, for the development of the Chamizal National Memorial.</p>	
	Approved June 30, 1966.	

Appendix B: Inventory of Administrative Commitments

Title/Agency/ Organization	Purpose/Description	Expiration Date	Responsible Party
Memorandums of Agreement			
US Customs and Border Protection	Mutual law enforcement assistance	Submitted 12/2015, awaiting USCBP signature; anticipated expiration date 12/2020	Chief Ranger
El Paso Police Department	Mutual law enforcement assistance	Submitted 12/2015, awaiting EPPD signature; anticipated expiration date 12/2020	Chief Ranger
El Paso County Sheriff's Department	Mutual law enforcement assistance	Submitted 12/2015, awaiting EPSCO signature; anticipated expiration date 12/2020	Chief Ranger
El Paso Independent School District Police Department	Mutual law enforcement assistance	Submitted 12/2015, awaiting EPIPD signature; anticipated expiration date 12/2020	Chief Ranger
El Paso Fire Department	Fire prevention / suppression	Submitted 12/2015, awaiting their legal review and signature; anticipated expiration date 12/2020	Chief Ranger
Cooperative Agreements			
Student Conservation Association	Centennial Volunteer Ambassadors	06/03/2016	Chief of Interpretation and Education
Student Conservation Association	Internships	08/31/2016	Chief of Interpretation and Education
UTEP Institute of Oral History / History Department	Oral histories	Expired 09/30/2012, to be rewritten and renewed in 2016	Chief of Interpretation and Education
Cooperating Association Agreement			
Western National Parks Association (WNPA)	National Cooperating Association Agreement with WNPA to provide support and assistance to the interpretive, educational, and research activities of the NPS and provide interpretive and educational materials to visitors.	02/24/2011 to 02/24/2016	NPS WASO Coordinator for Cooperating Associations; Regional Coordinators for Cooperating Associations; Park Coordinators; and WNPA Executive Director and/or on-site WNPA manager

Title/Agency/ Organization	Purpose/Description	Expiration Date	Responsible Party
General Agreements			
Cooperative Ecosystems Studies Unit (CESU)	Visitor center exhibit planning/design	Concept development plan completed 04/2014	Chief of Interpretation and Education
Teacher Corps	Summer educational programs	Summer season	Chief of Interpretation and Education
AARP, Senior Community Service Employment Program	OTJ training for AARP members	Every two years, 2017	Division Chiefs
Los Paisanos de El Chamizal	Fundraising to support annual Siglo de Oro International Drama Festival	05/27/2016	Superintendent
Texas Environmental Quality Commission	Air quality monitoring station	08/2017	Superintendent
City of El Paso Museums and Cultural Affairs Department	Music Under the Stars Concert Series	05/2016	Superintendent
Special Park Uses			
Rights-of-Way			Superintendent (all ROWs)
City of El Paso	Sewage disposal (underground)	Original easement	
City of El Paso	Street lights transformer/controls	Original easement	
El Paso Electric	Electric utility line for TX EQC station	Active, no expiration date	
El Paso Electric	Electric utility for NPS buildings	Active, no expiration date	
El Paso Electric	Electric utility for irrigation water well	Active, no expiration date	
El Paso Water Utility	Water utility for comfort station	Active, no expiration date	
El Paso Water Utility	Water utility to NPS buildings	Active, no expiration date	
El Paso Water Utility	Reclaimed water source (SE corner)	Active, no expiration date	
El Paso Water Utility	Reclaimed water source (SW corner)	Active, no expiration date	
Texas Department of Transportation	State road (Paisano Street)	Original easement	
Texas Department of Transportation	Storm water conduit	Original easement	
Texas Department of Transportation	Storm water pump station	Original easement	
Texas Gas Service	Gas utility line	Active, no expiration date	

Title/Agency/ Organization	Purpose/Description	Expiration Date	Responsible Party
Special Park Uses (continued)			
Pacific Telemanagement Service	Telephone utility – pay phones	Active, no expiration date	
AT&T	Telephone utility lines	Active, no expiration date	
US Customs & Border Protection	Boundary fence	Active, no expiration date	
Special Use Permits (FY15)	Theater: 45 for performances, 4 for award ceremonies, 1 convention	All short-term	Chief of Theater
	Grounds: 3 sporting events, 1 First Amendment, 6 large group gatherings (picnics, reunions), 1 cultural event (El Grito), 1 multi-day event (Blues and Jazz Festival)	All short-term	Chief Ranger
	US Customs & Border Protection – use/maintenance of border adjacent dirt road	Submitted 12/2015, awaiting USCBP signature; anticipated expiration date 12/2020	Chief Ranger
Commercial Services			
Commercial Use Authorizations	8 for food/alcohol vending at outdoor events (2-year term)	New application period currently open through 01/15/2016; new CUAs to be approved no later than 01/31/2016	Administrative Officer
	9 for theater ticket sales (expire in conjunction with associated SUP)	all short-term	



Appendix C: Past Planning and Data Collection Efforts

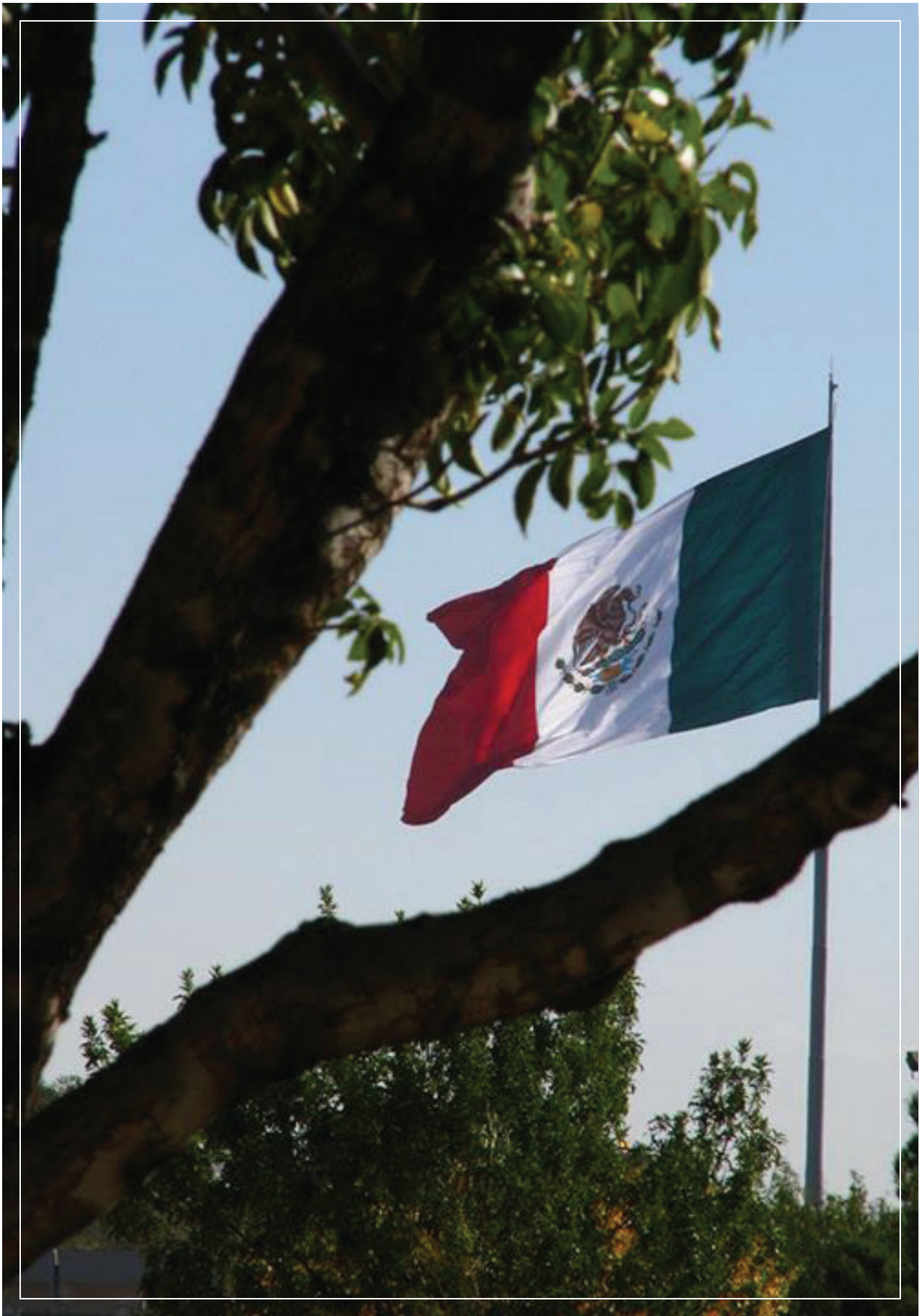
Planning Document or Data Collection Effort	Year
Prospectus for the Interpretation of the Chamizal International Memorial.	1967
A Master Plan for Chamizal National Memorial.	1968
Brown, L. E., Survey of the United States-Mexico Boundary – 1849–1955: Background Study.	1969
Chamizal National Memorial Water Docket No. 1: Chamizal Wells.	1976
Road Inventory and Needs Study for Chamizal National Memorial.	1981
Chamizal National Memorial General Management Plan, Development Concept Plan, and Environmental Assessment.	1986
Landscape Management Plan Comprehensive Design, Chamizal National Memorial.	1989
Robert Peccia & Associates. Transportation Evaluation for Chamizal National Memorial.	1994
Wall, C., Chamizal National Memorial Visitor Study, Summer 1996.	1997
Government Performance and Results Act Strategic Plan, Fiscal Years 1998–2002, Chamizal National Memorial.	1997
Proceedings: Speakers Series, Treaty of Guadalupe-Hidalgo, 1998.	1999
Long-Range Interpretive Plan, Chamizal National Memorial.	2000
Report: Chamizal National Memorial Alternative Transportation System Study.	2001
Annual Data Summary Chamizal National Memorial – 2002 National Park Service Gaseous Air Pollutant Monitoring Network.	2002
Gomez, A. Chamizal National Memorial Administrative History.	2003
Consensus Determination of Eligibility for US-Mexico Boundary Fence Posts at Chamizal National Memorial.	2005
Cycle 3 Road Inventory of Chamizal National Memorial.	2005
DeGrush, S., D. Dobbs, S. Shula, and W. Wietgreffe, Foundation Document for Planning and Management.	2007
University of Arizona, Chamizal National Memorial Master Plan: Renewing a Conservation Ethic.	2010

Appendix D: List of American Indian Tribes and Pueblos Traditionally Associated with Chamizal National Memorial

Traditionally associated tribes and pueblos refer to those groups that have had a significant connection to a place that has endured for two generations or more. The following list was derived from the NPS Intermountain Region's tribal contact database:

- Apache Tribe of Oklahoma
- Comanche Nation, Oklahoma
- Fort Sill Apache Tribe of Oklahoma
- Jicarilla Apache Nation, New Mexico
- Kiowa Indian Tribe of Oklahoma
- Mescalero Apache Tribe of the Mescalero Reservation, New Mexico
- San Carlos Apache Tribe of the San Carlos Reservation, Arizona
- Tonto Apache Tribe of Arizona
- White Mountain Apache Tribe of the Fort Apache Reservation, Arizona
- Yavapai-Apache Nation of the Camp Verde Indian Reservation, Arizona
- Ysleta Del Sur Pueblo of Texas

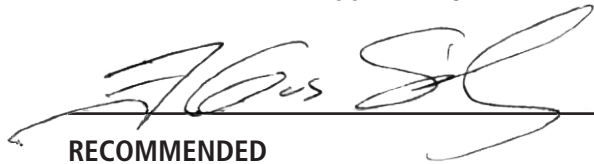




Intermountain Region Foundation Document Recommendation Chamizal National Memorial

March 2016

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



RECOMMENDED

F. Gus Sanchez, Superintendent, Chamizal National Memorial

3/23/16

Date



APPROVED

Sue E. Masica, Regional Director, Intermountain Region

4/11/16

Date



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

CHAM 441/131033

March 2016

Foundation Document • Chamizal National Memorial



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