



Foundation Document

Santa Fe National Historic Trail

Missouri, Kansas, Colorado, Oklahoma, New Mexico

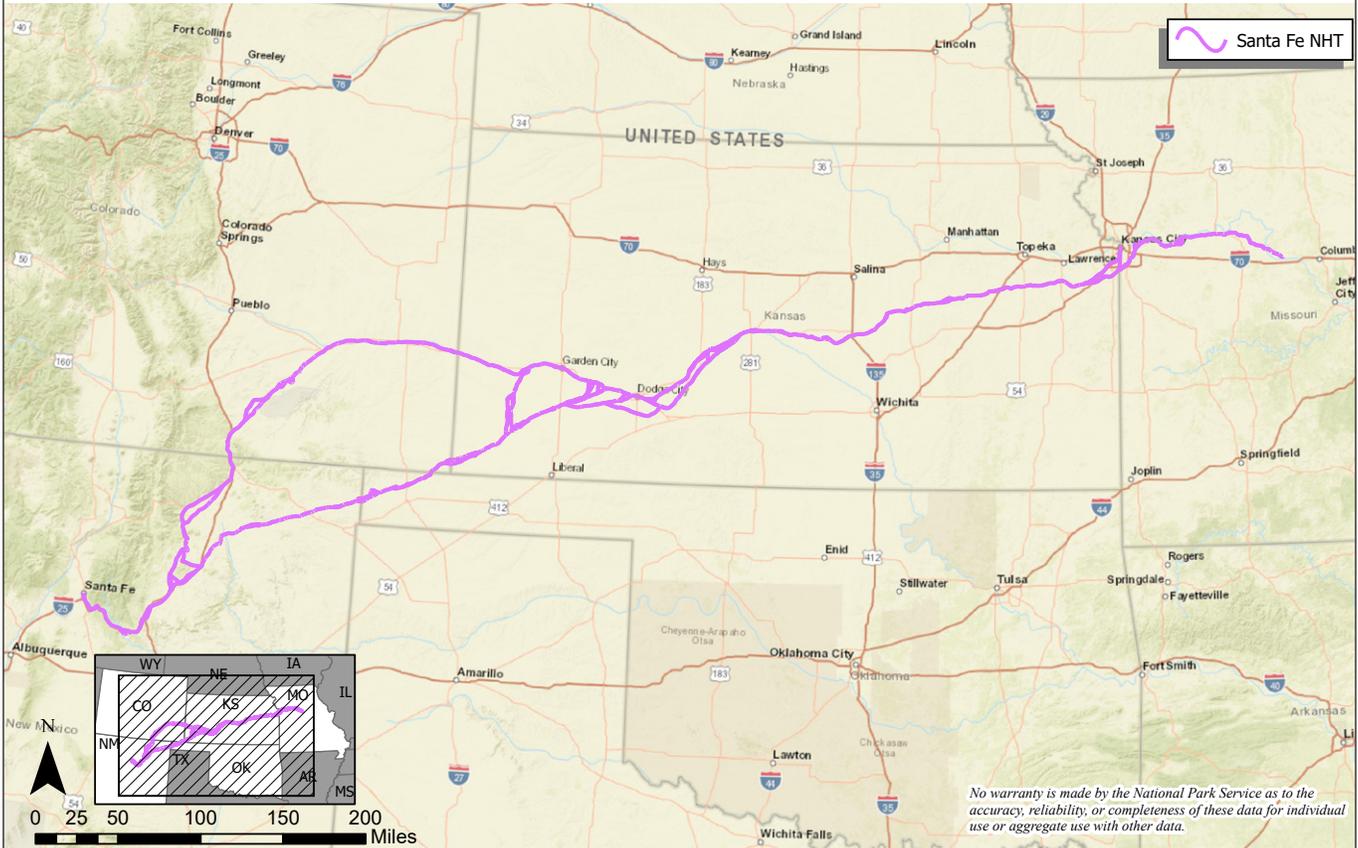
October 2021



Santa Fe National Historic Trail
Colorado, Kansas, Missouri, New Mexico, Oklahoma



Santa Fe National Historic Trail



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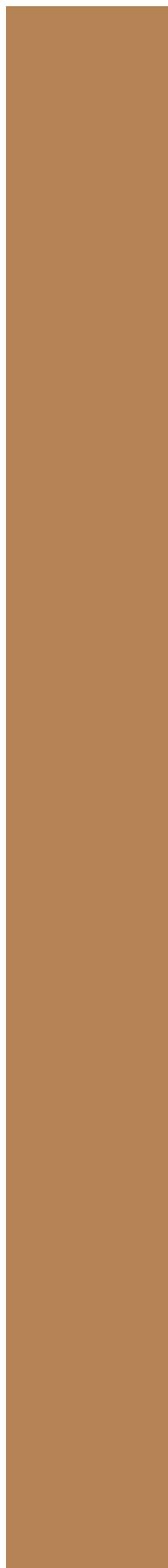
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Mission of the National Trails System

The National Trails System is the network of scenic, historic, and recreation trails created by the National Trails System Act of 1968 and amended over time. This Act authorized three types of trails: the national scenic trails, national recreation trails, and connecting and side trails. National historic trails were authorized under the National Parks and Recreation Act of 1978, amending the National Trails System Act of 1968. These trails provide for outdoor recreation needs; promote the enjoyment, appreciation, and preservation of open-air, outdoor areas and historic resources; and encourage public access and citizen involvement. Currently, there are 19 national historic trails and 11 national scenic trails in the National Trails System.

The National Trails System Act authorizes trail administrators to work with states or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of such a trail either within or outside a federally administered area. These partnerships may include provisions for limited financial assistance to encourage participation in the acquisition, protection, operation, development, or maintenance of such trails. Partnerships may also include providing Volunteers-In-Parks status to individuals, private organizations, or landowners participating in these sorts of activities.

National historic trails follow as closely as possible and practicable the original trails or routes of travel of national historical significance. According to the National Trails System Act, national historic trails “have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water-based components of a historic trail that are on federally owned lands and that meet the national historic trail criteria established in this Act are included as Federal protection components of a national historic trail.”

National historic trails commemorate historic routes and promote their preservation and development for public use. They recognize diverse facets of history such as prominent past routes of exploration, migration, trade, communication, and military action. Since national historic trails consist of remnant sites and trail segments, they are not necessarily contiguous. In addition, while they are administered by federal agencies, land ownership of the sites and segments may be in public or private hands.



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.

NPS Director's Order 45: *National Trails System* outlines NPS policies and procedures for national scenic and historic trails to ensure that congressionally designated trails are recognized and operated on a consistent basis to ensure protection of the characteristics and values of the trails and their use and enjoyment by future generations.

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 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

A foundation document serves as the underlying guidance for administration and planning decisions for national park units as well as components of the National Trails System. It describes the core mission of the trail by identifying the trail'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 trail planning. Along with the core components, the assessment provides a focus for trail 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 trail. The process of developing a foundation document begins with gathering and integrating information about the trail. Next, this information is refined and focused to determine what the most important attributes of the trail are. The process of preparing a foundation document aids trail administration and the public in identifying and clearly stating in one document the essential information that is necessary for trail administrators to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to trail purpose and identity.

While not included in this document, a trail atlas is also part of a foundation project. The trail atlas consists of an interactive web mapping application that displays available geographic information system (GIS) data on the designated trail, trail related resources, natural and cultural resources, visitor use opportunities, facilities, and other topics. It serves as a GIS-based support tool for internal planning and trail administration and an external public facing resource. The trail atlas for the Santa Fe National Historic Trail can be accessed publicly at: <https://park-atlas-public-nps.opendata.arcgis.com/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the trail, trail nature and 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 administration efforts.

Brief Description of the Trail

The Santa Fe Trail was primarily a commercial highway connecting Missouri and Santa Fe, New Mexico. Missouri trader William Becknell pioneered the route in 1821 when he left Franklin, Missouri, in September and headed over the plains to Santa Fe. Mexico had recently achieved its independence from Spain, and the new Mexican government—unlike its colonial predecessor—welcomed outside trade. For nearly three decades the Santa Fe Trail grew in international significance as a two-way commercial highway used by both Mexican and American traders. When the two nations went to war in 1846, the trail quickly became a military route for United States (U.S.) invading armies. When the war ended two years later, the route settled into the primary connection between the eastern United States and its new territories in the Southwest. The rapid expansion of the railroad network in the United States during and after the Civil War foretold the end of the Santa Fe Trail. When the first locomotive reached Santa Fe in 1880, trail use, which was already greatly diminished, virtually ceased. Today, the national historic trail extends 1,203 miles across Missouri, Kansas, Oklahoma, Colorado, and New Mexico.

Administered by the National Park Service, the Santa Fe National Historic Trail is a component of both the National Trails System and the national park system. The National Park Service administers the Santa Fe National Historic Trail in partnership with other federal, state, and local agencies; tribal governments; nonprofit organizations; and private landowners. The NPS role includes leadership for the trail and establishing best practices and ensuring consistency among all partners involved with administration and on-the-ground management of the trail and trail resources.



Trail Nature and Purpose

The nature and purpose statements identify the geographical extent and historic use of a particular national historic trail and the public purposes for which it was designated by Congress.

The nature of any national historic trail is defined by the trail's physical and historical qualities, including its geographical extent and route alignment, geophysical contexts (e.g., plains, mountains, deserts, major rivers and landmarks), terrain, historic remnants, historic landscapes and settings, and historic use during the trail's established period of historical significance. The nature of a trail can vary across its length as it enters different ecoregions and terrains.

The nature and purpose statements for the Santa Fe National Historic Trail were drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The trail was established when the enabling legislation adopted by Congress was signed into law on March 5, 1987 (see appendix A for enabling legislation). The nature and purpose statements lay the foundation for understanding what is most important about the trail.

The specific nature of the Santa Fe National Historic Trail is as follows:

The SANTA FE NATIONAL HISTORIC TRAIL is a 1,203-mile historic corridor of commercial, military, and emigration travel, as it was used between 1821 and 1880, from Franklin, Missouri, to the multi-cultural city of Santa Fe, New Mexico. The historic route of travel crosses the Great Plains, linking the verdant Missouri River Valley with the arid southwest and the foothills of the Rocky Mountains, with crossings of the Missouri and Arkansas Rivers as well as numerous lesser streams. It includes many segments of historic remnants and related sites of historic use with open vistas and largely intact historic landscapes and settings.

As defined by the National Trails System Act, the Santa Fe National Historic Trail's purpose is:

“The identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment” [NTSA Sec. 3 (3)] and provision for “recreational use or historical interest based on historic interpretation and appreciation.” [NTSA Sec. 5 (b) (11) C].

Trail Significance

Statements of significance for national historic trails describe the distinctive nature of the trail and the significance of the trail in the nation's history. They focus on historical uses and experiences, important places, remnants, and geographies, and values that will assist in trail planning and administration. These statements are linked to the nature and purpose of the Santa Fe National Historic Trail and are supported by data, research, and consensus. They help to define the fundamental resources and values to be considered in planning, protection, and development of the designated route.

The following significance statements have been identified for Santa Fe National Historic Trail. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The Santa Fe Trail was the first major trans-Mississippi trade, travel, and communication link between the United States and Santa Fe, which was part of northern Mexico until 1846. It became the primary two-way commerce and trade route between Missouri and Santa Fe, New Mexico, and created new economies through the accessible trade of domestic and international goods until the expansion of the railroad was completed in 1880.
2. The Santa Fe Trail stimulated an impactful multicultural interaction of ideas, technologies, languages, values, and familial relations.
3. The Santa Fe Trail played a critical role in the westward expansion and the progression of the military and governmental role in this region.
4. The Santa Fe National Historic Trail includes many surviving in situ remnants of the trail that allow the public opportunities to understand and vicariously share the historical experience of travelers along the route.



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 trail and communicating its significance. Fundamental resources and values are closely related to a trail's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and administrative efforts on those resources and qualities of a national historic trail that help convey its significance to the public. One of the most important responsibilities of trail administrators is to ensure the conservation and public enjoyment of those qualities that are essential to achieving the purpose of the trail and communicating its significance. If fundamental resources and values are ignored or allowed to deteriorate, then the collective significance of the historic route may be compromised along with opportunities for public use and enjoyment, and the trail will not achieve the purposes for which it was designated.

The following fundamental resources and values have been identified for the Santa Fe National Historic Trail:

- Historic Sites, Route Segments, and Landscapes.** The legacy of the Santa Fe National Historic Trail endures through the physical remnants, landscapes, and geographic landmarks of its 1,203-mile-long corridor. The physical remnants are the historic sites and route segments that are represented by historic buildings, bridges, original wagon wheel ruts and swales, water crossings, campsites, graves, trail junctions, stage stations, and other special places along the route. Landscapes and geographic landmarks along the trail offer outstanding historic and scenic values, and preserve the trail's historical setting and ambiance. Appropriate, sensitive preservation of these places and their settings help provide for a meaningful and satisfying visitor experience.
- Documents, Artifacts, Collections, and Stories.** The history of the Santa Fe National Historic Trail is preserved in an extensive assemblage of documents, artifacts, collections, and stories. These are the diaries, drawings, photographs, oral histories, maps, newspapers, and physical artifacts that collectively tell the human story of the Santa Fe Trail. While trail administrators do not establish or maintain collections, digital and traditional access to these collections held by existing and future partners are fundamental to fulfilling the purpose of the trail. The accounts and evidence of life on the trail are of particular importance as they provide learning opportunities to a broad spectrum of individuals—from people initially discovering the trail to scholars. These stories are important because they provide a window into the historical events and social impact of the trail.





- **Recreational and Educational Opportunities.** The Santa Fe National Historic Trail offers visitors the opportunity to experience activities, interact with resources, and engage with interpretation that promotes visitor understanding and appreciation of the trail and its history. Through interpretation, visitors can vicariously share the experiences of original Santa Fe Trail travelers along the route. Visitors can also experience the history of the trail by viewing landmarks, walking portions of the trail, and visiting museums and visitor centers along the route. They can enjoy vistas and landscapes throughout the regions encompassed by the trail. Visitors can find recreational and educational opportunities along the trail as they are marked with historic route, pedestrian, and site identification signage and the official trail logo. This breadth of opportunities is enhanced through digital media and attracts diverse audiences and fosters growth among trail stewards and supporters.
- **Partnerships.** The NPS administration of the Santa Fe National Historic Trail is achieved in close partnership with the Santa Fe Trail Association (SFTA); American Indian tribes; federal, state, county, and municipal governmental agencies; private landowners; nonprofit heritage conservation groups; and many others. Because trail sites and segments are in varied management or ownership, these partnerships are essential to sharing the history and legacy of the trail. Agreements with a variety of partners support research, recreational and educational opportunities, preservation, promotion, and interpretation. These partnerships are instrumental in engaging communities along the trail.
- **Trail Communities, People, and Culture.** The impacts of the Santa Fe National Historic Trail are still apparent in the trail communities, people, and cultures that persist along the trail's route. The interaction of diverse cultures along the trail is a profound part of the trail's story. The evidence of this interaction persists in trail communities today in the form of language, art, architecture, food, values, and traditions. While the fabric of communities, people, and cultures cannot be managed or maintained, the trail encourages modern visitors to experience this aspect of the trail's history through contact with these important resources and values.

Interpretive Themes

Interpretive themes are the key stories or concepts that visitors should understand after visiting a trail or engaging with interpretive media about the trail—they define the most important ideas or concepts communicated to visitors about a component of the National Trails System. Themes are derived from, and should reflect, trail purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for trail administrators to develop opportunities for visitors to explore and relate to all trail significance statements and fundamental resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by trail 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 trail and its resources. These themes help explain why a trail story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the trail.

The following interpretive themes have been identified for the Santa Fe National Historic Trail:

- The Santa Fe Trail brought an international world economy to the early 19th-century U.S.-Mexico frontier, transforming the balance of power in the region that became the American Southwest.
- At great personal risk, early traders, explorers, and daring individuals sought opportunities along the trail to alter their fate.
- Today, the Santa Fe National Historic Trail provides opportunities to explore living cultures along the trail and expand our perceptions of the past. The story of the trail is still unfolding through ongoing dialogue and continual engagement.
- More than ruts, remnants, and wagons, the Santa Fe Trail was a conduit for culture, language, identity, and change. For some, the trail brought a chance for a new destiny; for others, it brought disease, displacement, and new challenges that endure today.
- Institutions of the U.S. government traveled west along the trail to consolidate U.S. control, disrupting local relationships and displacing indigenous and Hispanic populations; however, the dynamic and diverse communities along the route today show that many cultures play a role in the story of the Santa Fe Trail.
- Just as geography dictated travelers' choices, human actions along the trail were a catalyst for enduring environmental change across a panorama of fragile ecosystems.
- The Santa Fe National Historic Trail offers vicarious and varied experiences to engage with the past and forge personal connections.



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

Administration of a national historic trail may be directed or influenced by special mandates and commitments with other federal agencies, state and local governments, partnering organizations, and other entities. Special mandates are requirements specific to a trail that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of a national historic trail, or through a judicial process. They may expand on the trail's nature and purpose or introduce elements unrelated to the nature and purpose of the trail. Administrative commitments have generally been reached through formal, documented processes, often through various types of agreements. Examples include partnership certifications with nonfederal landowners, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the trail and facilitate working relationships with other organizations. They are an essential component of administering and planning for the Santa Fe National Historic Trail.

Special Mandates

The Santa Fe National Historic Trail has no special mandates.

Administrative Commitments

Santa Fe National Historic Trail administrative commitments are defined by its designation as a national historic trail and through the provisions of the National Trails System Act (Public Law [PL] 09-543 as amended through PL 111-11), specifically Section 3 (16 United States Code [USC] 1242) (3).

- National historic trails will be extended trails that follow the original trails or routes of travel of national historic significance as closely as possible and practicable.
- Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous on site.
- National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment.
- Only those selected land and water-based components of a historic trail that are on federally owned lands and meet the national historic trail criteria established in this act are included as federal protection components of a national historic trail.

The appropriate secretary may certify other lands as protected segments of a historic trail upon application from state or local governmental agencies or private interests involved if such segments meet the national historic trail criteria established in this act and such criteria supplementary thereto as the appropriate secretary may prescribe, and are administered by such agencies or interests without expense to the United States.

For more information about the administrative commitments for Santa Fe National Historic Trail, please see appendix B.



Assessment of 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 and other internal activities
3. identification of planning needs, data needs (including spatial mapping activities or GIS maps), and other internal activities

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 and other internal activities.

Analysis of Fundamental Resources and Values

The fundamental resource and 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	Historic Sites, Route Segments, and Landscapes
Related Significance Statements	Related to significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The trail is more than 1,200 miles long, and the ability to influence land management agencies' actions is enhanced by the partnerships. Some sites along the trail have been fully built out through partnerships. • Site conditions range from fully protected to unprotected, pristine to lost, and fully accessible to not accessible. • The relationship with the Santa Fe Trail Association has supported the protection of the historic sites, routes segments, and landscapes. • Most of the Santa Fe National Historic Trail has been inventoried for historic buildings. • In partnership with state historic preservation offices, trail administration actively pursues and encourages the identification, documentation, and nomination of historic sites and segments to the National Register of Historic Places. National register documentation has been prepared for properties along the trail in Missouri, Kansas, Colorado, and New Mexico, and a multiple property documentation form for the entire trail has been signed by the keeper of the national register. • Land management plans have been developed to protect the trail across some public lands. <p>Trends</p> <ul style="list-style-type: none"> • Trail administrators, in coordination with the Santa Fe Trail Association, continue to identify new sites. Further, mapping workshops have given more accurate location data. • An initiative is underway to identify and designate additional high-potential sites and high-potential route segments, which are given highest priority for protection.

Fundamental Resource or Value	Historic Sites, Route Segments, and Landscapes
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Because the trail is more than a thousand miles long and the sites are far apart, it is a challenge for staff and the public to monitor conditions and threats to sites. • Change of ownership between private landowners can change the access or protection of sites if new owners do not prioritize the trail. Conversely, new owners may show interest in certifying or otherwise cooperating with administrators and partners where the prior owner did not. • Urbanization, agriculture, and energy development continue to be threats to the trail, as these activities destroy trail trace, setting, and viewsheds. • Right-of-way development for transportation and utilities can impact trail trace, high-potential sites and segments, and setting. • Lack of knowledge regarding the location of the trail remains. For instance, some private landowners may not know the trail is on their property or where it is located. • Climate change is causing differences in water regimes, including flooding; humidity is affecting buildings; stream strength and termites are impacting buildings; and pine beetles are affecting vegetation. There are other related issues to climate change, including wildfire and erosion. • Invasive plant species can alter fire regimes, displace important native plants, consume springs and groundwater, and take over riparian areas along the trail. Invasive fauna can destroy forested areas and change prairie ecology. • Habitat for threatened and endangered species and other flora and fauna are threatened by modern development. • Archeological Resource Protection Act violations, such as unauthorized metal-detecting, threaten trail resources. <p>Opportunities</p> <ul style="list-style-type: none"> • Improve communication links and develop streamlined tools for communication between Santa Fe Trail Association and NPS National Trails, Regions 6, 7, and 8 (National Trails office) that would facilitate increased reporting of trail conditions, local and regional threats, possible trail projects, etc. Provide additional information to private landowners. • Work with private landowners for shared stewardship to support wildlife and habitat connectivity.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Identification of high-potential historic sites and route segments. • Photogrammetry/lidar for individual segments. • Study of sites of armed conflict along the trail. • Visual resource inventory. • Update certification process for changing conditions.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Stewardship plan. • Resource protection plan.
<p>Other Internal Activities</p>	<ul style="list-style-type: none"> • Coordinate with federal land management agencies along the trail to ensure that resource management plans are protective of trail sites and segments. • Work with the Santa Fe Trail Association, state historic preservation officers, and tribal historic preservation officers to develop best practices that could be given to the partners, etc., that would include the criteria or best practices for maintaining a site and remaining on the route, for historic sites, and protocol for modern sites. • Educate the public about the certification process.

Fundamental Resource or Value	Historic Sites, Route Segments, and Landscapes
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Trails System Act of 1968, as amended • National Historic Preservation Act of 1966, as amended • National Environmental Policy Act of 1969 • Antiquities Act of 1906 • Historic Sites Act of 1935 • Archeological and Historic Preservation Act of 1974 • American Indian Religious Freedom Act of 1978 • Archaeological Resources Protection Act of 1979 • Native American Graves Protection and Repatriation Act of 1990 • Museum Properties Management Act of 1955, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 13007, "Indian Sacred Sites" • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) • "Protection of Historic Properties" (36 CFR 800) • 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 (§1.4) "Park Management" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§3.1) "General" • NPS Management Policies 2006 (§3.3) "Land Protection Plans" • NPS Management Policies 2006 (§3.7) "Land Acquisition Funding" • Director's Order 45: <i>National Trails System</i>



Fundamental Resource or Value	Documents, Artifacts, Collections, and Stories
Related Significance Statements	Related to significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The Santa Fe National Historic Trail is one of the most well-documented national historic trails, but work is needed to better protect the trail’s documents, artifacts, archival collections, and stories. • Some of the trail’s documentary collections are accessible digitally, but artifacts are more difficult to digitize. • To experience the trail’s artifact collections, visitors need to go to separate locations across the length of the trail. Some artifact and document collections are privately owned and not available to the public. • Large amounts of privately owned materials need to be accessioned and appropriately curated. <p>Trends</p> <ul style="list-style-type: none"> • Museum curation is increasingly beginning to leverage technology to improve public access to materials and collections. With this trend, more Santa Fe Trail-related journals and diaries have become available online. The in-person museum experience is also changing, as there are more experiences available to visitors with more interactive programming and exhibits. • The stories told about the Santa Fe Trail have evolved in recent years. The trail is beginning to tell stories beyond those of the Anglo traders, including more stories about women, Hispanic people, and other diverse users of the trail. The translation of some materials into Spanish is reflective of broader efforts to engage with local communities and attract visitors to museums, visitor centers, trail sites, and segments. • A photo database is in development for use within the trail atlas and other media, and a contract is underway to manage and organize the historic and contemporary photo collections of the Santa Fe Trail.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • One of the primary threats to the documents, artifacts, collections, and stories is potential loss of these resources. One example is the potential loss of oral histories because they do not get transcribed, making them hard to index, find, or use by historians. Another example is the large private collections of documents, photos, and artifacts held by some individuals that can be lost when those individuals die. • Failure to connect with the next generation of visitors due to a lack of relevancy and diversity in the types of stories the trail tells. This failure to connect can already be seen in the current lack of research interest in the Santa Fe Trail. • Ongoing unauthorized collecting and inadequate curation of documents and collections. <p>Opportunities</p> <ul style="list-style-type: none"> • The Santa Fe National Historic Trail has opportunities to improve the trail’s relevancy and connection with modern audiences. One of these opportunities is to gather more stories of modern peoples’ connection to the trail. Another opportunity is to broaden what types of stories get interpreted to connect with more people. • There are also opportunities to collaborate with the Santa Fe Trail Association to get more people involved in the protection of trail-related materials and stories. • To generate more research interest in the Santa Fe Trail, the NPS National Trails office could commission a synthesis of completed and needed research. This synthesis could promote some of the more controversial or complex issues to stimulate interest.

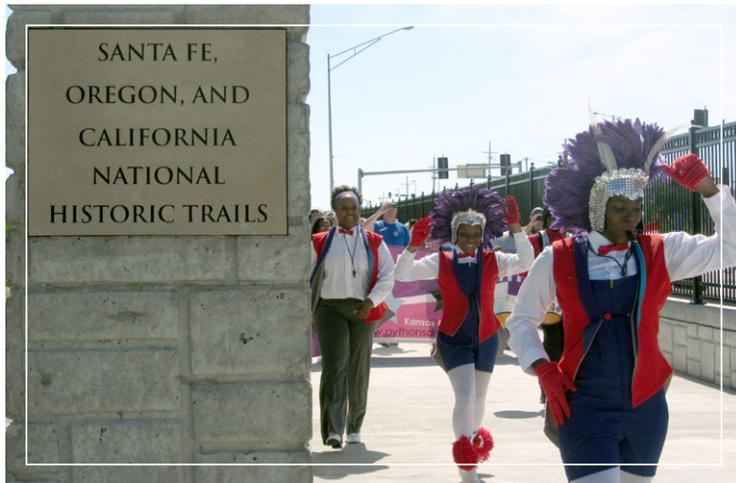
Fundamental Resource or Value	Documents, Artifacts, Collections, and Stories
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • The archives of the quarterly publication from the Santa Fe Trail Association, <i>Wagon Tracks</i>, are available digitally to the public. • Archeological survey reports from the various state historic preservation offices along the trail are available to cultural resource and historic preservation professionals. • Historic building surveys and assessments have been completed in Missouri and Kansas.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Create a GIS layer of the location of repositories of trail-related collections. • Collect oral histories with tribal members whose ancestors lived along the trail. • Scan historic maps relating to the period of significance. • Develop a photo database and include these in the trail atlas.
Planning Needs	<ul style="list-style-type: none"> • Update the NPS National Trails office strategic plan.
Other Internal Activities	<ul style="list-style-type: none"> • Evaluating NPS National Trails office library needs. • Continue to support uncovering or collecting untold stories of the trail. • Support training for collections management for partners.
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 Trails System Act of 1968, as amended • Museum Properties Management Act of 1955, as amended • “Disposition of Federal Records” (36 CFR 1228) • “Disposal of Records” (44 USC 3301 et seq.) • “Federal Records; General” (36 CFR 1220) • Federal Records Act of 1950 • “Preservation, Arrangement, Duplication, Exhibition of Records” (44 USC 2109) • “Research Specimens” (36 CFR 2.5) • “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79) • “Preservation of American Antiquities” (43 CFR 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> sections 8.2 and 8.2.2 describe agency policy for managing visitor use and recreational activities • Director’s Order 24: <i>NPS Museum Collections Management</i> • NPS <i>Management Policies 2006</i> (§4.2) “Studies and Collections” • NPS <i>Management Policies 2006</i> (§8.10) “Natural and Cultural Studies, Research, and Collection Activities” • NPS <i>Museum Handbook</i>, parts I, II, and III

Fundamental Resource or Value	Recreational and Educational Opportunities
Related Significance Statements	Related to significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Some of the states the trail passes through may have zero liability statutes, which protects private landowners from liability when a site is opened to the public for recreational purposes. • Larger cities on either end of the trail are destinations for new visitors; however, most of the current route between those cities is not a destination. • The quality and types of visitor experiences and opportunities vary across the length of the trail. • The condition of recreational and educational sites along the length of the trail varies greatly. Some are developed and in great shape, some are in the planning stages of development, and others need work or have not yet been recognized. • The trail has many Passport to Your National Parks stamp locations available to visitors. • Private landowners allow access to sites such as the route ruts, etc., and support protection of these important places. <p>Trends</p> <ul style="list-style-type: none"> • There is increased interest in biking and hiking in communities across the nation. This increased interest is most prevalent along the more densely populated eastern and western ends of the trail. • Outdoor activities and experience-based recreational opportunities are expanding along the physical trail route. • Equestrian use along the trail appears to be decreasing. • Education on the trail may be occurring less frequently in schools. • Partners have noted an increase in home-schooled student participation in organized events on the trail. • Recreational and educational opportunities along the trail are getting increased exposure through social media. • Visitors to the trail are using online maps prior to their visits to identify routes they want to explore. • Access to the online Santa Fe Trail Association quarterly peer-reviewed journal, <i>Wagon Tracks</i>, has increased and has international readers.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Visitor use of online maps to find routes they want to explore can lead to unauthorized collecting and creation of social trails that attract further use and impact resources. • Viewsheds and historic scenes enjoyed by recreationists are threatened by development. • There is a misunderstanding of what a national historic trail is and what it offers to the public (e.g., it differs from recreation trails). • Urban areas attract visitors to either end of the trail, but the vast distances and landscapes in between that comprise the bulk of the trail remain under-appreciated and experienced by the traveling public, which could diminish the relevance of the trail and future advocacy. • The Santa Fe National Historic Trail may not be relevant to new generations. There exists a sense that there is no interest, knowledge, education, or connectedness to the trail.

Fundamental Resource or Value	Recreational and Educational Opportunities
<p>Threats and Opportunities</p>	<p>Opportunities</p> <ul style="list-style-type: none"> • Broaden participation in organized events on the trail, including students. • Engage with schools and universities to identify and encourage student projects that would benefit the trail. • Improve communication/education on what a national historic trail is and opportunities to recreate along the Santa Fe Trail. • Partners are eager to develop public access at sites. • New platforms are available to engage with digital and social media to reach new audiences, including teachers and students. • Take advantage of the 2021 bicentennial of the trail and the many opportunities before, during, and after the celebration year. • Improve engagement with youth through the development of online lesson plans.
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • Previous site planning projects could serve as examples for future planning. • Film contract is underway to help explain what a national historic trail is. When finalized, the film will be placed on the Santa Fe National Historic Trail website to help further explain what people can expect and can do on a historic trail. • Santa Fe Trail Association strategic plan (10 years). • 1991 interpretive prospectus. • Digital Junior Ranger program that is in development through a Cooperative Ecosystem Studies Units (CESU) Network agreement.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Map and inventory of places to recreate on the trail, including hiking, biking, birding, and horseback riding. • Build recreational data GIS layer that would include visitor use and experience data, retracement trail, wayside data. • Visitor use data collection. • Inventory of interpretive and educational materials and programs.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Interpretive master plan.
<p>Other Internal Activities</p>	<ul style="list-style-type: none"> • Work with partners to advocate/share opportunities for future planning efforts. • Develop and/or provide improved access to resources that inform visitors of recreational and educational opportunities along the trail.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Trails System Act of 1968, as amended <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§8.1) "General" • NPS Management Policies 2006 (§8.2) "Visitor Use" • NPS Management Policies 2006 (§8.2.2) "Recreational Activities" • Director's Order 45: <i>National Trails System</i>

Fundamental Resource or Value	Partnerships
Related Significance Statements	Related to significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The NPS National Trails office staff engage in a broad range of partnerships. • Approximately 91% of the trail is privately owned. • The Santa Fe Trail Association is the national historic trail’s primary partner. • The NPS National Trails office collaborates with associated federally recognized tribes along the route and the state historic preservation office for each of the states through which the trail passes. <p>Trends</p> <ul style="list-style-type: none"> • Interest in the Santa Fe National Historic Trail from local community groups varies across the length of the trail. • Members and leadership of some of the nongovernmental partnerships are aging, and new membership has declined. • Some other types of partnerships have been growing, including local governments and departments of transportation. • There is a generational change in the way people participate in and join organizations, which is affecting partner membership and participation in events. • There appears to be an increase in the number of partnerships with private landowners, and relationships with landowners appear to be improving as other landowners continue to share stories. • Connections to local communities continue to be made by the Santa Fe Trail Association local chapters.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Memberships of some nongovernmental partnerships are declining in the absence of a younger generation of new members. • In some locations along the Santa Fe National Historic Trail, regional economic instability limits the resources available for its protection. • There is high turnover among staff of partner entities (government and tribes, for example), requiring continuous outreach to maintain attention and correct points of contact. <p>Opportunities</p> <ul style="list-style-type: none"> • Relationships could be fostered with national partners and friends’ groups with shared goals and the ability to increase the relevancy of the trail and its history. • Partnerships could be expanded to include additional nongovernmental organizations and metropolitan planning organizations. A national partner could aid in linking regional and local partners nationwide and elevating initiatives to a national level. • Communities along the trail could be encouraged to recognize the cultural resources and economic advantages that the trail could provide for them.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Santa Fe Trail Association strategic plan (10 years).

Fundamental Resource or Value	Partnerships
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Inventory of stakeholders, interested parties, and potential partners. • Inventory of Individuals with familial ties or other ethnographic connections. • Assessment of economic impacts for use in encouraging communities to partner in developing and promoting the trail. • Ethnographic survey of associated tribes.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Communications plan.
<p>Other Internal Activities</p>	<ul style="list-style-type: none"> • Assessment of capacity of project partners. • Increase NPS National Trails office staff capacity dedicated to outreach. • Conduct outreach to partners across the trail to see if information distributed by the Santa Fe National Historic Trail was useful. • Find ways for partners to engage in data collection.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Trails System Act of 1968, as amended <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 45: <i>National Trails System</i> • NPS <i>Management Policies 2006</i> (§1.10) "Partnerships"



Fundamental Resource or Value	Trail Communities, People, and Culture
Related Significance Statements	Related to significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The communities along the Santa Fe Trail vary significantly by location. • Many of the communities are expanding and embracing their regional identity as a community along the Santa Fe Trail. • Trail-related events in these communities are increasingly popular and are helping to create community togetherness. <p>Trends</p> <ul style="list-style-type: none"> • More communities are embracing their identity as Santa Fe Trail towns, holding local festivals, and finding new ways to celebrate this identity. • The large-scale migration away from small towns is also affecting communities along the trail. • Youth are moving away and not coming back. • Many of the small, family-owned farms along the trail are moving into corporate ownership, affecting the community feel and the trail staff's relationship with trail landowners.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Various economic factors are contributing to the migration away from small towns along the Santa Fe Trail. • Changing land ownership threatens the fabric of the trail communities. • As these areas struggle to survive, the relevancy of the Santa Fe Trail declines. <p>Opportunities</p> <ul style="list-style-type: none"> • Partner with the communities that hold events and festivals to increase awareness of the Santa Fe National Historic Trail. • Enhance youth involvement through engagement in community creative arts programs—artwork, theater, music, dance—and library programs related to the trail. • Engage with universities and community colleges along the trail to make the trail more relevant to students. • Encourage partners with trail expertise to teach continuing education and lifelong learning courses and to lead hikes or tours for community members to increase their knowledge of and interest in the Santa Fe National Historic Trail.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Signage plans. • Comprehensive management plan. • National Register of Historic Places documentation and multiple property forms.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Study of current engagement levels and potential for future engagement of trail communities.
Planning Needs	<ul style="list-style-type: none"> • Communications plan.
Other Internal Activities	<ul style="list-style-type: none"> • Create an orientation toolkit or program for trail communities. • Work with trail communities to advocate/share opportunities for future planning efforts.
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 Trails System Act of 1968, as amended <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 45: <i>National Trails System</i> • NPS Management Policies 2006 (§1.10) "Partnerships"

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 trail. Key issues often raise questions regarding trail 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 trail 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 trail administrators.

The following are key issues for the Santa Fe National Historic Trail and the associated planning needs, data needs, and other internal activities to address them:

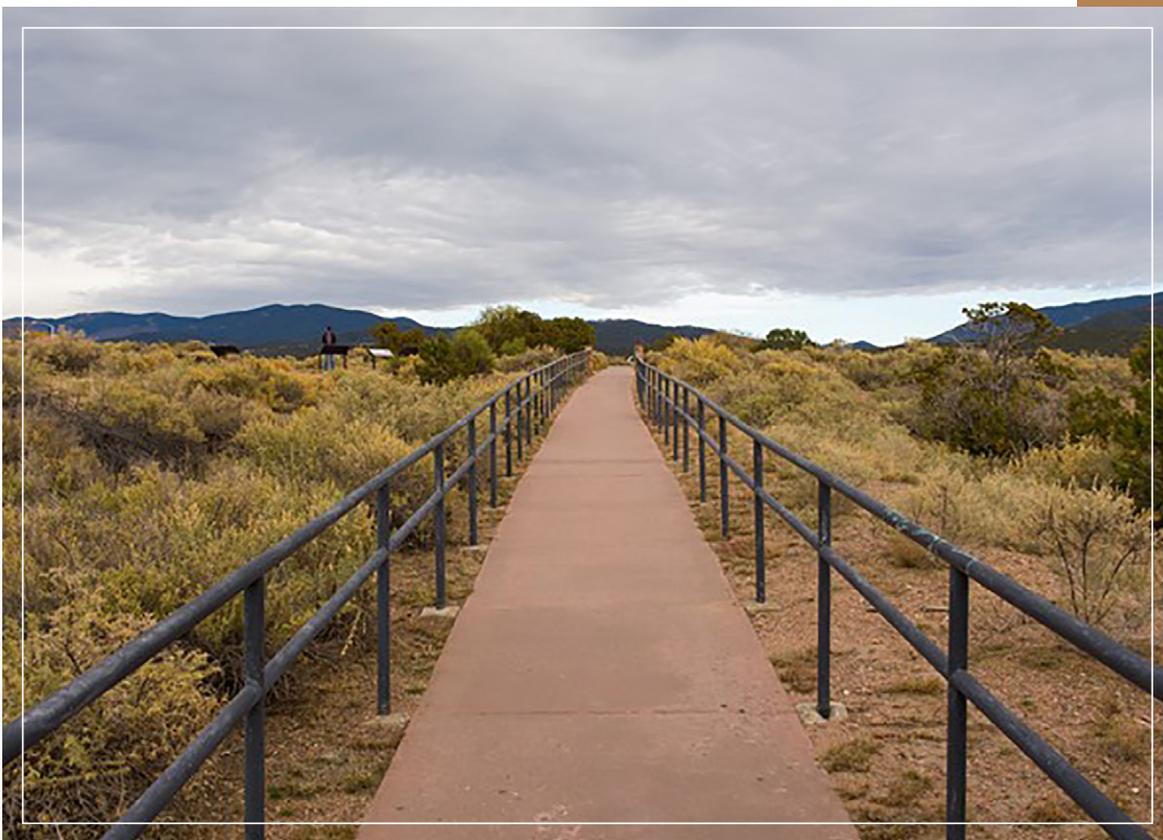
- **External Development Along the Trail and Empowering Partners to Respond.** Past and ongoing threats include development along the trail that has the potential to impact the trail's fundamental resources and values. There is a need for improved coordination among trail partners, including land management agencies and other private and public landowners and with state historic preservation officers, for the purpose of mitigating, minimizing, or avoiding potential impacts from proposed projects and preserving the trail's historic and scenic values. Part of this involves identifying methods to track critical lands and changes in land ownership. One avenue toward achieving greater protection for threatened trail resources is to raise awareness among trail partners of the issues presented by external development, thereby empowering and enabling trail partners to be more effective trail stewards over resources in their communities and regions.
 - *Associated planning needs:* Resource protection plan, stewardship plan, mitigation strategy
 - *Associated data needs:* Visual resource inventory, mapping threats and potential impacts, geospatial data updates, identification of high-potential historic sites and route segments
 - *Associated other internal activities:* Training modules on trail protection
- **Enhancing Trail Relevance by Engaging New Audiences.** Declining membership among trail partner organizations indicates that the Santa Fe National Historic Trail is not as relevant to the public and current and potential partner organizations as it has been in the past. At the same time, there are new opportunities to enhance the relevancy of the trail to improve and expand visitor understanding and enjoyment, particularly among youth and diverse audiences. Additionally, more visitors, engaged neighbors, and more active landowners and partners would lead to increased protection of the trail for the benefit of its long-term stewardship.
 - *Associated planning needs:* Communications plan, interpretive master plan
 - *Associated data needs:* Visitor use data collection, assessment of economic impacts for use in encouraging communities to partner in developing and promoting the trail
 - *Associated other internal activities:* Information sharing between the Santa Fe Trail Association and NPS National Trails office, review data available for public release through various interactive mapping applications to increase ways the public can interact and learn about the trail

- **Strengthen and Expand Partnerships.** The long-term sustainability of the Santa Fe National Historic Trail depends on the work of its many partners. To maintain these vital relationships, NPS staff must continually engage with all of its partners in their work to support the trail. This involves maintaining trail volunteers and working with partners to identify opportunities to support the capacity needs of individual partner organizations. These and other actions would assist the National Park Service's efforts to prevent threats to key trail resources, such as vandalism, neglect, and other forms of deterioration.
 - *Associated planning needs:* Communications plan
 - *Associated other internal activities:* Identify potential schools or universities for new partnerships, create a database of granting and funding agencies and organizations, create mailing lists for all trails

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, trail significance, and trail 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 trail 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 trail administration efforts to secure funding and support for planning projects.



Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue	Mitigation strategy	H	This strategy would identify potential actions to propose for future mitigation of adverse impacts that are identified in the National Environmental Policy Act and section 106 processes. The results of the evaluations of high-potential sites and segments would inform this plan and would inform and empower landowners.
FRV	Update the NPS National Trails office strategic plan	H	The current National Trails office strategic plan is June 2016 – June 2021. An update in 2021 will be needed. There is potential to coordinate with development of the Santa Fe Trail Association strategic plan.
FRV, Key Issue	Stewardship plan	M	Develop a general stewardship plan, adaptable to other national historic trails, to help landowners along the Santa Fe National Historic Trail protect their resources. The plan should include measures to prevent or slow damage resulting from natural deterioration, fire, and vandalism; to direct and control visitation; to develop a monitoring protocol; for training opportunities; and to coordinate efforts with state historical societies.
FRV, Key Issue	Interpretive master plan	M	The Santa Fe National Historic Trail interpretive prospectus is outdated. This plan would guide the development and implementation of the newly revised interpretive theme framework. Updated interpretive planning could incorporate and consider the location of known documents, artifacts, collections, and stories as they appear in various locations across the trail, and could include trail communities, people, and culture.
FRV, Key Issue	Resource protection plan	L	A protection plan for any high-potential historic sites or high-potential route segments is required by the National Trails System Act.
FRV, Key Issue	Communications plan	L	This broad planning category could include elements of outreach plans, social media plans, and public affairs plans. It could serve to identify strategies for engaging underserved audiences, increasing awareness of the trail through outreach, public affairs, social media, etc. It could identify new technologies or platforms for public engagement and for communicating the economic benefits of trail stewardship to partners. Visitor use data, if available, and economic benefits information would also inform this plan.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Identification of high-potential historic sites and route segments	H	High-potential sites and segments may hold special historical significance or visible trail remnants. High-potential sites and segments determination can help inform administrative actions, land management decisions, and priorities for preservation efforts, site development, and interpretive activities. Identification of high-potential sites and segments relates to resource protection plans, stewardship plans, interpretive plans, mitigation strategies, and communications.
FRV	Photogrammetry/lidar for individual segments	H	Photogrammetry/lidar for identifying remnants, sites, potential visitor opportunities, threats/protection needs, compensatory mitigation or acquisition possibilities, statistical analyses of preservation conditions, etc. In addition, 3D modeling of the trail routes and segments (series of photographs that contribute to a 3D model to give you the desired state) can measure the depth and condition of the ruts. Identify and prioritize segments of high value for this project to support trail administration.
FRV	Build recreational data GIS layer that would include visitor use and experience data, retracement trail, and wayside data	H	This project is currently ongoing. Include data on trail segments conducive to hiking or recreating across the states (need outreach to get these data).
FRV	Develop a photo database and include these in the trail atlas	H	This is a combined effort underway with interpretation and GIS. By uploading photos into NPS Gallery, it will be more compatible with the trail atlas. A contract employee is working on this.
FRV	Inventory of stakeholders, interested parties, and potential partners	H	The trail is administered through partnerships. Having a virtual “rolodex” of stakeholders, interested parties, and potential partners would improve this administration.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Visitor use data collection	M	<p>Quantify trail use by contacting sites along the trail that have a trail-related purpose. Check consistency of existing trail data collection. Geocaching may provide some basic information. Consider determining key locations to collect new data. This would be an annual tally of trail use. Additionally, a visitor satisfaction survey would provide important information about visitor expectations, motivations, and satisfaction to inform the outreach plan, as well as interpretive and educational programming.</p> <p>Collect visitor data from partner organizations, particularly data involving visitor use survey throughout the trail and economic analysis. Learn what visitors are interested in. Consider partner initiatives to collect data provided from various navigational apps that are being used along various portions of the trail and track where users are.</p> <p>Partner organizations—such as the U.S. Forest Service (USFS) grasslands (Cimarron, Kiowa, and Comanche)—have online, rolling 5-year visitor use surveys and can provide a snapshot of who is coming and what they are looking at. The National Park Service is not able to do some of those surveys, but partners could (e.g., counts at specific sites). Trail registers at grassland trailheads provide trail use counts. Data from the app for geocaching (conducted by the Santa Fe Trail Association), Ground Speak, or GeoCaching.com, can be used to learn about trail use as well.</p>
FRV	Update certification process for changing conditions	M	<p>“Changing conditions” are changes in land ownership. This is related to site and segment status.</p>
FRV, Key Issue	Visual resource inventory	M	<p>This inventory would acquire documentation to identify high-potential sites and segments along the trail. This can include digital elevation models to understand how proposed development would impact them.</p>

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
Key Issue	Mapping threats and potential impacts	M	Threats to historic sites, route segments, and landscapes need to be mapped so they can be analyzed geospatially.
FRV	Collect oral histories with tribal members whose ancestors lived along the trail	M	Tribal perspectives need to be better understood along the trail. Many of these perspectives live only in the tribal members' memories.
FRV	Map and inventory of places to recreate on the trail, including hiking, biking, birding, and horseback riding	M	Mapping recreational opportunities would improve trail administrators' ability to promote outdoor recreation and visitor experiences along the trail.
FRV	Ethnographic survey of associated tribes	M	Tribal perspectives of the trail's ethnographic resources are not as well understood as they could be. This survey would address that data gap.
FRV	Inventory of individuals with familial ties or other ethnographic connections	M	This would be similar to the inventory of stakeholders, interested parties, and potential partners. It would be useful to understand who has these close personal connections and where they are.
FRV	Study of current engagement levels and potential for future engagement of trail communities	M	This study would determine which communities are most in touch with Santa Fe Trail identity and which may present opportunities for increased partnership.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Study of sites of armed conflict along the trail	L	This study would help staff and partners to better understand the sites of armed conflict, such as lithic scatters, as it informs the identification and management of high-potential sites and segments. These include sites that Doug Scott identified, such as East of Great Bend, Walnut Creek Crossing Complex, Fort Zarah, and Point of Rocks (New Mexico). This effort would include historical research and resource condition information. It would take a thematic approach to site identification, prioritizing armed conflict along the trail for possible archeological research and interpretation.
FRV, Key Issue	Assessment of economic impacts for use in encouraging communities to partner in developing and promoting the trail	L	This information would identify the economic impacts of communities located along the trail and would support the outreach plan. It would help the National Park Service and partners to engage communities in trail preservation and interpretation by showing them how the national historic trail benefits local economies. Also, this kind of information is required by various plans and studies.
Key Issue	Geospatial data updates	L	General updates to the NPS National Trails office's geospatial data.
FRV	Create a GIS layer of the location of repositories of trail-related collections	L	There are many locations throughout the trail where collections are kept. These locations need to be mapped and included as a GIS layer.
FRV	Scan historic maps relating to the period of significance	L	Historic maps have not been digitized. Digitization would improve the maps' usefulness and utility for management.
FRV	Inventory of interpretive and educational materials and programs	L	Improved knowledge and awareness of interpretive materials and programs offered would help trail administrators identify and address gaps in interpretive offerings.

Other Internal Activities – Activities Outside Of A Structured Planning Or Data Gathering Process			
Related to an FRV or Key Issue?	Other Internal Activities	Priority (H, M, L)	Notes
FRV	Work with partners to advocate/ share opportunities for future planning efforts	H	None.
FRV	Develop and/or provide improved access to resources that inform visitors of recreational and educational opportunities along the trail	H	None.
FRV	Assessment of capacity of project partners	H	None.
FRV	Increase NPS National Trails office staff capacity dedicated to outreach	H	None.
Key Issue	Create mailing lists for all trails	H	None.
Key Issue	Identify potential schools or universities for new partnerships	M	These institutions may not increase the number of volunteers, but they may increase information that goes out to the public and that would, in turn, increase the volunteer capacity.
FRV	Educate the public about the certification process	M	None.
FRV	Create an orientation toolkit or program for trail communities	M	None.
FRV	Work with trail communities to advocate/share opportunities for future planning efforts	M	None.
Key Issue	Training modules on trail protection	M	None.
Key Issue	Review data available for public release through various interactive mapping applications to increase ways the public can interact and learn about the trail	M	None.
Key Issue	Create a database of granting and funding agencies and organizations	M	None.

Other Internal Activities – Activities Outside Of A Structured Planning Or Data Gathering Process			
Related to an FRV or Key Issue?	Other Internal Activities	Priority (H, M, L)	Notes
FRV	Inventory of Individuals with familial ties or other ethnographic connections	M	None.
FRV	Find ways for partners to engage in data collection	M	None.
FRV	Coordinate with federal land management agencies along the trail to ensure that resource management plans are protective of trail sites and segments	L	Resource management is the responsibility of federal land management agencies along the trail. Resources are being lost, but more information about which, when, and how is needed.
FRV	Work with the Santa Fe Trail Association, state historic preservation officers, and tribal historic preservation officers to develop best practices that could be given to the partners, etc., that would include the criteria or best practices for maintaining a site and remaining on the route, for historic sites, and protocol for modern sites	L	Create an owner's manual of best practices.
Key Issue	Information sharing between the Santa Fe Trail Association and NPS National Trails office	L	None.
FRV	Continue to support uncovering or collecting untold stories of the trail	L	None.

Part 3: Contributors

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Appendixes

Appendix A: Enabling Legislation for Santa Fe National Historic Trail

THE NATIONAL TRAILS SYSTEM ACT

(P.L. 90-543, as amended through P.L. 116-9, March 12, 2019)
(as found in United States Code, Vol. 16, Sections 1241-1251)

An abbreviated version of this act is shown below. A complete version can be found online at:

<https://www.nps.gov/subjects/nationaltrailssystem/upload/National-Trails-System-Act-Amended-2019.pdf>

AN ACT

To establish a national trails system, and for other purposes.

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

SHORT TITLE

SECTION 1. [16USC1241] This Act may be cited as the “National Trails System Act”.

STATEMENT OF POLICY

SEC. 2. [16USC1241] (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within scenic areas and along historic travel routes of the Nation which are often more remotely located.

(b) The purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation, scenic and historic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

(c) The Congress recognizes the valuable contributions that volunteers and private, nonprofit trail groups have made to the development and maintenance of the Nation’s trails. In recognition of these contributions, it is further the purpose of this Act to encourage and assist volunteer citizen involvement in the planning, development, maintenance, and management, where appropriate, of trails.

NATIONAL TRAILS SYSTEM

SEC. 3. [16USC1242] (a) The national system of trails shall be composed of the following:

(1) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(2) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass. National scenic trails may be located so as to represent desert, marsh, grassland, mountain, canyon, river, forest, and other areas, as well as landforms which exhibit significant characteristics of the physiographic regions of the Nation.

(3) National historic trails, established as provided in section 5 of this Act, which will be extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historic significance. Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous onsite. National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water based components of a historic trail which are on federally owned lands and which meet the national historic trail criteria established in this Act are included as Federal protection components of a national historic trail. The appropriate Secretary may certify other lands as protected segments of an historic trail upon application from State or local governmental agencies or private interests involved if such segments meet the national historic trail criteria established in this Act and such criteria supplementary thereto as the appropriate Secretary may prescribe, and are administered by such agencies or interests without expense to the United States.

(4) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation, national scenic or national historic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

(b) For purposes of this section, the term “extended trails” means trails or trail segments which total at least one hundred miles in length, except that historic trails of less than one hundred miles may be designated as extended trails. While it is desirable that extended trails be continuous, studies of such trails may conclude that it is feasible to propose one or more trail segments which, in the aggregate, constitute at least one hundred miles in length.

NATIONAL SCENIC AND NATIONAL HISTORIC TRAILS

SEC. 5. [16USC1244] (a) National scenic and national historic trails shall be authorized and designated only by Act of Congress. There are hereby established the following National Scenic and National Historic Trails:

Note: this section is abbreviated to highlight the Santa Fe National Historic Trail description, below. For descriptions of the other authorized and designated trails included the National Trail System Act, please refer to the Act, which can be found online at:

<https://www.nps.gov/subjects/nationaltrailssystem/upload/National-Trails-System-Act-Amended-2019.pdf>

(15) The Santa Fe National Historic Trail, a trail of approximately 950 miles from a point near Old Franklin, Missouri, through Kansas, Oklahoma, and Colorado to Santa Fe, New Mexico, as generally depicted on a map entitled “The Santa Fe Trail” contained in the Final Report of the Secretary of the Interior pursuant to subsection (b) of this section, dated July 1976. The map shall be on file and available for public inspection in the office of the Director of the National Park Service, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Santa Fe Trail except with the consent of the owner thereof. Before acquiring any easement or entering into any cooperative agreement with a private landowner with respect to the trail, the Secretary shall notify the landowner of the potential liability, if any, for injury to the public resulting from physical conditions which may be on the landowner’s land. The United States shall not be held liable by reason of such notice or failure to provide such notice to the landowner. So that significant route segments and sites recognized as associated with the Santa Fe Trail may be distinguished by suitable markers, the Secretary of the Interior is authorized to accept the donation of suitable markers for placement at appropriate locations.

ADMINISTRATION AND DEVELOPMENT

SEC. 7. [16USC1246] (a) (1) (A) The Secretary charged with the overall administration of a trail pursuant to section 5(a) shall, in administering and managing the trail, consult with the heads of all other affected State and Federal agencies. Nothing contained in this Act shall be deemed to transfer among Federal agencies any management responsibilities established under any other law for federally administered lands which are components of the National Trails System. Any transfer of management responsibilities may be carried out between the Secretary of the Interior and the Secretary of Agriculture only as provided under subparagraph (B).

(B) The Secretary charged with the overall administration of any trail pursuant to section 5(a) may transfer management of any specified trail segment of such trail to the other appropriate Secretary pursuant to a joint memorandum of agreement containing such terms and conditions as the Secretaries consider most appropriate to accomplish the purposes of this Act. During any period in which management responsibilities for any trail segment are transferred under such an agreement, the management of any such segment shall be subject to the laws, rules, and regulations of the Secretary provided with the management authority under the agreement except to such extent as the agreement may otherwise expressly provide.

(2) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for national scenic and national historic trails and shall publish notice thereof of the availability of appropriate maps or descriptions in the Federal Register; *Provided*, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for the specific area in order to insure continued maximum benefits from the land.

The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) (After publication of notice of the availability of appropriate maps or descriptions in the Federal Register, the Secretary charged with the administration of a national scenic or national historic trail may relocate segments of a national scenic or national historic trail right-of-way with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (I) Such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: *Provided*, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic or national historic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: *Provided*, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: *Provided further*, That private lands included in the national recreation, national scenic, or national historic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. Where a national historic trail follows existing public roads, developed rights-of-way or waterways, and similar features of man's nonhistorically related development, approximating the original location of a historic route, such segments may be marked to facilitate retracement of the historic route, and where a national historic trail parallels an existing public road, such road may be marked to commemorate the historic route. Other uses along the historic trails and the Continental Divide National Scenic Trail, which will not substantially interfere with the nature and purposes of the trail, and which, at the time of designation, are allowed by administrative regulations, including the use of motorized vehicles, shall be permitted by the Secretary charged with administration of the trail. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation, national scenic, and national historic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established. The appropriate Secretary may also provide for trail interpretation sites, which shall be located at historic sites along the route of any national scenic or national historic trail, in order to present information to the public about the trail, at the lowest possible cost, with emphasis on the portion of the trail passing through the State in which the site is located. Wherever possible, the sites shall be maintained by a State agency under a cooperative agreement between the appropriate Secretary and the State agency.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation, national scenic, or national historic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange.

(e) Where the lands included in a national scenic or national historic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic or national historic trail: *Provided*, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein after notice of the selection of the right-of-way is published, the appropriate Secretary, may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (f) of this section: *Provided further*, That the appropriate Secretary may acquire lands or interests therein from local governments or governmental corporations with the consent of such entities. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: *Provided*, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

(f) (1) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(2) In acquiring lands or interests therein for a National Scenic or Historic Trail, the appropriate Secretary may, with consent of a landowner, acquire whole tracts notwithstanding that parts of such tracts may lie outside the area of trail acquisition. In furtherance of the purposes of this act, lands so acquired outside the area of trail acquisition may be exchanged for any non-Federal lands or interests therein within the trail right-of-way, or disposed of in accordance with such procedures or regulations as the appropriate Secretary shall prescribe, including: (i) provisions for conveyance of such acquired lands or interests therein at not less than fair market value to the highest bidder, and (ii) provisions for allowing the last owners of record a right to purchase said acquired lands or interests therein upon payment or agreement to pay an amount equal to the highest bid price. For lands designated for exchange or disposal, the appropriate Secretary may convey these lands with any reservations or covenants deemed desirable to further the purposes of this Act. The proceeds from any disposal shall be credited to the appropriation bearing the costs of land acquisition for the affected trail.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests, therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interest therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: *Provided*, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than an average of one hundred and twenty-five acres per mile. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act. For national historic trails, direct Federal acquisition for trail purposes shall be limited to those areas indicated by the study report or by the comprehensive plan as high potential route segments or high potential historic sites. Except for designated protected components of the trail, no land or site located along a designated national historic trail or along the Continental Divide National Scenic Trail shall be subject to the provisions of section 4(f) of the Department of Transportation Act (49 U.S.C. 1653(f)) unless such land or site is deemed to be of historical significance under appropriate historical site criteria such as those for the National Register of Historic Places.

(h) (1) The Secretary charged with the administration of a national recreation, national scenic, or national historic trail shall provide for the development and maintenance of such trails within federally administered areas, and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of such a trail either within or outside a federally administered area. Such agreements may include provisions for limited financial assistance to encourage participation in the acquisition, protection, operation, development, or maintenance of such trails, provisions providing volunteer in the park or volunteer in the forest status (in accordance with the Volunteers in the Parks Act of 1969 and the Volunteers in the Forests Act of 1972) to individuals, private organizations, or landowners participating in such activities, or provisions of both types. The appropriate Secretary shall also initiate consultations with affected States and their political subdivisions to encourage –

(A) the development and implementation by such entities of appropriate measures to protect private landowners from trespass resulting from trail use and from unreasonable personal liability and property damage caused by trail use, and

(B) the development and implementation by such entities of provisions for land practices compatible with the purposes of this Act, for property within or adjacent to trail rights-of-way. After consulting with States and their political subdivisions under the preceding sentence, the Secretary may provide assistance to such entities under appropriate cooperative agreements in the manner provided by this subsection.

(2) Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation, national scenic, or national historic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system.

In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more \$500 or by imprisonment not exceeding six months, or by both such fine and imprisonment. The Secretary responsible for the administration of any segment of the National Trails System (as determined in a manner consistent with subsection (a)(1) of this section) may also utilize authorities related to units of the national park system or the national forest system, as the case may be, in carrying out his administrative responsibilities for such component.

(j) Potential trail uses allowed on designated components of the national trails system may include, but are not limited to, the following: bicycling, cross-country skiing, day hiking, equestrian activities, jogging or similar fitness activities, trail biking, overnight and long-distance backpacking, snowmobiling, and surface water and underwater activities. Vehicles which may be permitted on certain trails may include, but need not be limited to, motorcycles, bicycles, four-wheel drive or all-terrain off-road vehicles. In addition, trail access for handicapped individuals may be provided. The provisions of this subsection shall not supersede any other provisions of this Act or other Federal laws, or any State or local laws.

(k) For the conservation purpose of preserving or enhancing the recreational, scenic, natural, or historical values of components of the national trails system, and environs thereof as determined by the appropriate Secretary, landowners are authorized to donate or otherwise convey qualified real property interests to qualified organizations consistent with section 170(h)(3) of the Internal Revenue Code of 1954, including, but not limited to, right-of-way, open space, scenic, or conservation easements, without regard to any limitation on the nature of the estate or interest otherwise transferable within the jurisdiction where the land is located. The conveyance of any such interest in land in accordance with this subsection shall be deemed to further a Federal conservation policy and yield a significant public benefit for purposes of section 6 of Public Law 96-541.

STATE AND METROPOLITAN AREA TRAILS

SEC. 8. [16USC1247] (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation and historic trails on lands owned or administered by States, and recreation and historic trails on lands in or near urban areas. The Secretary is also directed to encourage States to consider, in their comprehensive statewide historic preservation plans and proposals for financial assistance for State, local, and private projects submitted pursuant to the Act of October 15, 1966 (80 Stat. 915), as amended, needs and opportunities for establishing historic trails. He is further directed in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) The Secretary of Transportation, the Chairman of the Interstate Commerce Commission, and the Secretary of the Interior, in administering the Railroad Revitalization and Regulatory Reform Act of 1976, shall encourage State and local agencies and private interests to establish appropriate trails using the provisions of such programs. Consistent with the purposes of that Act, and in furtherance of the national policy to preserve established railroad rights-of-way for future reactivation of rail service, to protect rail transportation corridors, and to encourage energy efficient transportation use, in the case of interim use of any established railroad rights-of-way pursuant to donation, transfer, lease, sale, or otherwise in a manner consistent with the National Trails System Act, if such interim use is subject to restoration or reconstruction for railroad purposes, such interim use shall not be treated, for purposes of any law or rule of law, as an abandonment of the use of such rights-of-way for railroad purposes. If a State, political subdivision, or qualified private organization is prepared to assume full responsibility for management of such rights-of-way and for any legal liability arising out of such transfer or use, and for the payment of any and all taxes that may be levied or assessed against such rights-of-way, then the Commission shall impose such terms and conditions as a requirement of any transfer or conveyance for interim use in a manner consistent with this Act, and shall not permit abandonment or discontinuance inconsistent or disruptive of such use.

(e) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. [16USC1248] (a) The Secretary of the Interior or the Secretary of Agriculture as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: Provided, That any conditions contained in such easements and rights-of-way shall be related to the policy and purposes of this Act.

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

(c) Commencing upon the date of enactment of this subsection, any and all right, title, interest, and estate of the United States in all rights-of-way of the type described in the Act of March 8, 1922 (43 U.S.C. 912), shall remain in the United States upon the abandonment or forfeiture of such rights-of-way, or portions thereof, except to the extent that any such right-of-way, or portion thereof, is embraced within a public highway no later than one year after a determination of abandonment or forfeiture, as provided under such Act.

(d) (1) All rights-of-way, or portions thereof, retained by the United States pursuant to subsection (c) which are located within the boundaries of a conservation system unit or a National Forest shall be added to and incorporated within such unit or National Forest and managed in accordance with applicable provisions of law, including this Act.

(2) All such retained rights-of-way, or portions thereof, which are located outside the boundaries of a conservation system unit or a National Forest but adjacent to or contiguous with any portion of the public lands shall be managed pursuant to the Federal Land Policy and Management Act of 1976 and other applicable law, including this section.

(3) All such retained rights-of-way, or portions thereof, which are located outside the boundaries of a conservation system unit or National Forest which the Secretary of the Interior determines suitable for use as a public recreational trail or other recreational purposes shall be managed by the Secretary for such uses, as well as for such other uses as the Secretary determines to be appropriate pursuant to applicable laws, as long as such uses do not preclude trail use.

(e) (1) The Secretary of the Interior is authorized where appropriate to release and quitclaim to a unit of government or to another entity meeting the requirements of this subsection any and all right, title, and interest in the surface estate of any portion of any right-of-way to the extent any such right, title, and interest was retained by the United States pursuant to subsection (c), if such portion is not located within the boundaries of any conservation system unit or National Forest. Such release and quitclaim shall be made only in response to an application therefor by a unit of State or local government or another entity which the Secretary of the Interior determines to be legally and financially qualified to manage the relevant portion for public recreational purposes. Upon receipt of such an application, the Secretary shall publish a notice concerning such application in a newspaper of general circulation in the area where the relevant portion is located. Such release and quitclaim shall be on the following conditions:

(A) If such unit or entity attempts to sell, convey, or otherwise transfer such right, title, or interest or attempts to permit the use of any part of such portion for any purpose incompatible with its use for public recreation, then any and all right, title, and interest released and quitclaimed by the Secretary pursuant to this subsection shall revert to the United States.

(B) Such unit or entity shall assume full responsibility and hold the United States harmless for any legal liability which might arise with respect to the transfer, possession, use, release, or quitclaim of such right-of-way.

(C) Notwithstanding any other provision of law, the United States shall be under no duty to inspect such portion prior to such release and quitclaim, and shall incur no legal liability with respect to any hazard or any unsafe condition existing on such portion at the time of such release and quitclaim.

(2) The Secretary is authorized to sell any portion of a right-of-way retained by the United States pursuant to subsection (c) located outside the boundaries of a conservation system unit or National Forest if any such portion is --

(A) not adjacent to or contiguous with any portion of the public lands; or

(B) determined by the Secretary, pursuant to the disposal criteria established by section 203 of the Federal Land Policy and Management Act of 1976, to be suitable for sale.

Prior to conducting any such sale, the Secretary shall take appropriate steps to afford a unit of State or local government or any other entity an opportunity to seek to obtain such portion pursuant to paragraph (1) of this subsection.

(3) All proceeds from sales of such retained rights of way shall be deposited into the Treasury of the United States and credited to the Land and Water Conservation Fund as provided in section 2 of the Land and Water Conservation Fund Act of 1965.

(4) The Secretary of the Interior shall annually report to the Congress the total proceeds from sales under paragraph (2) during the preceding fiscal year. Such report shall be included in the President's annual budget submitted to the Congress.

(f) As used in this section --

(1) The term “conservation system unit” has the same meaning given such term in the Alaska National Interest Lands Conservation Act (Public Law 96-487; 94 Stat. 2371 et seq.), except that such term shall also include units outside Alaska.

(2) The term “public lands” has the same meaning given such term in the Federal Land Policy and Management Act of 1976.

AUTHORIZATION OF APPROPRIATIONS

SEC. 10. [16USC1249] (a) (1) There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than \$5,000,000 for the Appalachian National Scenic Trail and not more than \$500,000 for the Pacific Crest National Scenic Trail. From the appropriations authorized for fiscal year 1979 and succeeding fiscal years pursuant to the Land and Water Conservation Fund Act (78 Stat. 897), as amended, not more than the following amounts may be expended for the acquisition of lands and interests in lands authorized to be acquired pursuant to the provisions of this Act: for the Appalachian National Scenic Trail, not to exceed \$30,000,000 for fiscal year 1979, \$30,000,000 for fiscal year 1980, and \$30,000,000 for fiscal year 1981, except that the difference between the foregoing amounts and the actual appropriations in any one fiscal year shall be available for appropriation in subsequent fiscal years.

(2) It is the express intent of the Congress that the Secretary should substantially complete the land acquisition program necessary to insure the protection of the Appalachian Trail within three complete fiscal years following the date of enactment of this sentence.

(b) For the purposes of Public Law 95-42 (91 Stat. 211), the lands and interests therein acquired pursuant to this section shall be deemed to qualify for funding under the provisions of section 1, clause 2, of said Act.

(c) Authorization of Appropriations-

(1) IN GENERAL- Except as otherwise provided in this Act, there are authorized to be appropriated such sums as are necessary to implement the provisions of this Act relating to the trails designated by section 5(a).

(2) NATCHEZ TRACE NATIONAL SCENIC TRAIL-

(A) IN GENERAL- With respect to the Natchez Trace National Scenic Trail (referred to in this paragraph as the ‘trail’) designated by section 5(a)(12)—

(i) not more than \$500,000 shall be appropriated for the acquisition of land or interests in land for the trail; and

(ii) not more than \$2,000,000 shall be appropriated for the development of the trail.

(B) PARTICIPATION BY VOLUNTEER TRAIL GROUPS- The administering agency for the trail shall encourage volunteer trail groups to participate in the development of the trail.

VOLUNTEER TRAILS ASSISTANCE

SEC. 11. [16USC1250] (a) (1) In addition to the cooperative agreement and other authorities contained in this Act, the Secretary of the Interior, the Secretary of Agriculture, and the head of any Federal agency administering Federal lands, are authorized to encourage volunteers and volunteer organizations to plan, develop, maintain, and manage, where appropriate, trails throughout the Nation.

(2) Wherever appropriate in furtherance of the purposes of this Act, the Secretaries are authorized and encouraged to utilize the Volunteers in the Parks Act of 1969, the Volunteers in the Forests Act of 1972, and section 6 of the Land and Water Conservation Fund Act of 1965 (relating to the development of Statewide Comprehensive Outdoor Recreation Plans).

(b) Each Secretary or the head of any Federal land managing agency, may assist volunteers and volunteers organizations in planning, developing, maintaining, and managing trails. Volunteer work may include, but need not be limited to—

(1) planning, developing, maintaining, or managing (A) trails which are components of the national trails system, or (B) trails which, if so developed and maintained, could qualify for designation as components of the national trails system; or

(2) operating programs to organize and supervise volunteer trail building efforts with respect to the trails referred to in paragraph (1), conducting trail-related research projects, or providing education and training to volunteers on methods of trails planning, construction, and maintenance.

(c) The appropriate Secretary or the head of any Federal land managing agency may utilize and to make available Federal facilities, equipment, tools, and technical assistance to volunteers and volunteer organizations, subject to such limitations and restrictions as the appropriate Secretary or the head of any Federal land managing agency deems necessary or desirable.

DEFINITIONS

SEC. 12. [16USC1251] As used in this Act:

(1) The term “high potential historic sites” means those historic sites related to the route, or sites in close proximity thereto, which provide opportunity to interpret the historic significance of the trail during the period of its major use. Criteria for consideration as high potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion.

(2) The term “high potential route segments” means those segments of a trail which would afford high quality recreation experience in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route.

(3) The term “State” means each of the several States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands, the Northern Mariana Islands, and any other territory or possession of the United States.

(4) The term “without expense to the United States” means that no funds may be expended by Federal agencies for the development of trail related facilities or for the acquisition of lands or interest in lands outside the exterior boundaries of Federal areas. For the purposes of the preceding sentence, amounts made available to any State or political subdivision under the Land and Water Conservation Fund Act of 1965 or any other provision of law shall not be treated as an expense to the United States.

END

Appendix B: Inventory of Administrative Commitments

The following list is a sampling of current and legacy types of agreements used for the purposes of administering the Santa Fe National Historic Trail.

Title / Agency / Organization	Purpose / Description	Expiration Date	Agreement Number	Fund Source
Memorandums of Understanding				
Kansas City Area Historic Trails Association (KCAHTA)	To provide a framework for mutually beneficial opportunities to enhance public education, awareness, and heritage tourism on national historic trails in the Kansas City area	4/18/2023; previously entered into cooperative and task agreements	MOU7700U001	N/A
University of New Mexico (UNM), Albuquerque	To identify and provide opportunities for UNM students and faculty to work cooperatively with the National Trails office on projects in the National Trails System	7/13/2025; previously April 2015	MOU7700U002	N/A
Legacy Memorandums of Understanding				
State of New Mexico	Implement Comprehensive Management Plan (CMP)	12/14/1990 – 5 years multiple agreements	N/A	N/A
State of Colorado	Implement CMP	8/21/1991 – 5 years multiple agreements	N/A	N/A
State of Kansas	Implement CMP	5/10/1991 – 5 years multiple agreements	N/A	N/A
State of Missouri	Implement CMP	5/22/1991 – 5 years multiple agreements	N/A	N/A
State of Oklahoma	Implement CMP	6/20/1991 – 5 years multiple agreements	N/A	N/A
USFS (Pike/San Isabel)	Implement CMP	6/6/1991 – 5 years multiple agreements	N/A	N/A
Santa Fe Trail Association	Implement CMP	9/29/1989 – 3 years; April 1991 – 5 years	N/A	N/A

Title / Agency / Organization	Purpose / Description	Expiration Date	Agreement Number	Fund Source
Interagency Agreements				
USFS, Pike and San Isabel National Forest, Cimarron and Comanche National Grasslands	Expand hiking opportunities along the Santa Fe National Historic Trail in Comanche National Grassland	8/1/2022	P18PG00271	Connect Trails to Parks (CTTP)
USFS, Pike and San Isabel National Forest, Cimarron and Comanche National Grasslands	Improvements to the Santa Fe National Historic Trail Retracement Trail at Cimarron National Grassland, development of management plan for trail remnants	8/1/2021	P16PG00233	CTTP
Cooperative / Task Agreements				
Santa Fe Trail Association (SFTA) Cooperative and Task Agreement	"to provide SFTA limited financial assistance for specific projects and programs"	5-year cooperative agreement 8/9/2024; task agreements annually; multiple agreements over time	P19AC00649 P20AC00439	NPS Operations (ONPS)
Legacy Cooperative / Task Agreements				
Colorado Department of Transportation (DOT)	Installation of auto tour route signs	9/22/1992; 3 years	N/A	Various
Kansas DOT	Installation of auto tour route signs	8/31/1992; 3 years	N/A	Various
Missouri DOT	Installation of auto tour route signs	9/30/1992; 3 years	N/A	Various
New Mexico DOT	Installation of auto tour route signs	9/29/1992; 3 years	N/A	Various
Oklahoma DOT	Installation of auto tour route signs	9/22/1992; 3 years	N/A	Various
3-Trails West, Kaw Nation, and others	Variety of projects, including scanning and cataloguing historical documents, construction plans, remote sensing, archeological investigations, waysides on tribal land, etc.	Multiple agreements resulting from Challenge Cost Share Program awards	Example: P7700012002	CCSP

Title / Agency / Organization	Purpose / Description	Expiration Date	Agreement Number	Fund Source
Legacy Cooperative / Task Agreements (continued)				
Kansas State Historical Society Task Agreements	Multiple agreements for various tasks including historic buildings/ structures survey and condition assessment, records search, national register multiple property documentation form amendment, and national register nominations	2012, 2015, 2017	P14AC00947 P14AC00931 P14AC00947 H7700099021 J770009021	Various
National Trust for Historic Preservation	Prepare up to 14 national register nominations, Santa Fe Trail in Colorado	8/31/2013	H2255080015	Various
New Mexico State Historic Preservation Office/ Department of Cultural Affairs	Prepare up to 12 national register nominations, Santa Fe Trail in New Mexico	9/20/2011	H7700066009 J7700099038	Various
CESU Agreements				
Western State Colorado University	Research and development of digital junior ranger program for national historic trails	9/1/2023	P18AC00848	CTTP, ONPS
University of Utah	DIGIT lab – visitor use experience interactive web maps development for nine national historic trails	9/15/2022; previous agreements existed	P19AC00958	CTTP, ONPS
University of New Mexico	Student experience in national trails interdisciplinary course development	8/31/2021	P17AC01302	ONPS
University of New Mexico	History graduate student three-year cost-shared internships	6/30/2021	P18AC00598	UNM, ONPS
Middle Tennessee State University	Document and assess historic buildings/ structures along the Santa Fe National Historic Trail in Missouri	12/31/2017	P16AC01795	ONPS

Partnership Certification Agreements, 2010-Present

Certification is a partnership agreement that helps landowners and interpretive facilities preserve, protect, and interpret historic sites, trail segments, and trail history, and share them with the public. These agreements do not create any legal commitments or obligate funding. An additional 53 partnerships (not listed below) were certified between 1991 and 2009.

Name and Location of Property	Date of Certification / Recertification
Schumacher Park (formerly South K.C. Corridor –Schumacher Site), Kansas City, MO	11/07/1991, 07/27/1995, 04/26/2010
Last Chance Store, Council Grove, KS	06/13/1992, 06/30/1994, 04/25/2010
Boot Hill Museum Ruts, Dodge City, KS	12/13/1992, 03/18/1996, 11/10/2010
Palace of the Governors, Santa Fe, NM	12/07/1994, 04/14/2010
Trail Corridor and Ruts, Overbrook, KS	09/19/1994, 04/30/2010
Davis Segment/Ruts - later "Davis Segment, SFT," Wilburton, KS	10/04/1995, 04/19/2010
Alexander Majors House Museum, Kansas City, MO	03/23/1995, 07/06/2010
Minor Park Ruts (Blue River Crossing), Kansas City, MO	07/27/1995, 04/26/2010
Fort Osage National Historic Landmark, Sibley, MO	03/05/1996, 05/06/2010
Trinidad Lake State Park, Trinidad, CO	05/18/1998, 05/07/2010
Santa Fe Trail (Goat Hill) Overlook, Raton, NM	06/16/1998, 04/26/2010
Simcock House, Council Grove, KS	11/23/1999, 04/26/2010
3 Trails Greenway, Hickman Mills School District Segment, Kansas City, MO	09/28/2000, 05/15/2010
Hart Grove Creek Trail Segment (Marion Park), Kansas City, MO	08/31/2001, 08/06/2010

Name and Location of Property	Date of Certification / Recertification
Upper Independence Landing (Wayne City) Overlook, Sugar Creek (Independence), MO	10/03/2001, 12/16/2010
Historic Adobe Museum, Ulysses, KS	04/17/2003, 02/16/2010
French Frank's Trail Segment, Lehigh, KS	09/17/2011
Wildenstein House, Tiptonville, NM	02/01/2012
Palmyra Well, Baldwin, KS	02/03/2015
Black Jack Ruts, Wellsville, KS	02/04/2015
Hays House (Restaurant), Council Grove, KS	06/13/1992, 08/04/1997, 08/25/2016
Lanesfield School Historic Site, Gardner, KS	01/18/1995, 11/16/2011, 02/14/2018
Harris House, Kansas City, MO	06/12/2006, 12/03/2018
Rawlinson-Terwilliger Home, Council Grove, KS	08/08/2014
Cave Spring Interpretive Center, Kansas City, MO	08/11/2015
Cimarron Heritage Center, Boise City, OK	03/15/2016
Rock Creek Crossing, Garden Grove, KS	07/11/2017
Charlie's Ruts Access/Information Area, Deerfield, KS	10/23/2017
Charlie's Ruts, Deerfield, KS	10/23/2017
Indian Mound, Lakin, KS	11/14/2017
Palestine Cemetery, Kansas City, MO	06/14/2019

Appendix C: Traditionally Associated Tribes

Federally Recognized Tribes	State
Absentee-Shawnee Tribe of Indians of Oklahoma	OK
Apache Tribe of Oklahoma	OK
Arapaho Tribe of the Wind River Reservation, Wyoming	WY
Cheyenne and Arapaho Tribes, Oklahoma	OK
Citizen Potawatomi Nation, Oklahoma	OK
Cherokee Nation	OK
Comanche Nation, Oklahoma	OK
Delaware Nation, Oklahoma	OK
Delaware Tribe of Indians	KS
Eastern Shawnee Tribe of Oklahoma	MO, OK
Fort Belknap Indian Community of the Fort Belknap Reservation of Montana	MT
Iowa Tribe of Kansas and Nebraska	KS
Iowa Tribe of Oklahoma	OK
Jicarilla Apache Nation, New Mexico	NM
Kaw Nation, Oklahoma	OK
Kiowa Indian Tribe of Oklahoma	OK
Little Traverse Bay Bands of Odawa Indians, Michigan	MI
Mescalero Apache Tribe of the Mescalero Reservation, New Mexico	NM
Miami Tribe of Oklahoma	OK
The Muscogee (Creek) Nation	OK
Navajo Nation, Arizona, New Mexico and Utah	AZ
Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation, Montana	MT
Oglala Sioux Tribe	MT
Osage Nation	OK
Otoe-Missouria Tribe of Indians, Oklahoma	OK

Federally Recognized Tribes	State
Pawnee Nation of Oklahoma	OK
Prairie Band Potawatomi Nation	KS
Pueblo of Nambe, New Mexico	NM
Pueblo of Pojoaque, New Mexico	NM
Pueblo of San Ildefonso, New Mexico	NM
Pueblo of Santa Clara, New Mexico	NM
Pueblo of Taos, New Mexico	NM
Pueblo of Tesuque, New Mexico	NM
Quapaw Tribe of Indians	OK
Sac and Fox Nation, Oklahoma	OK
Seneca-Cayuga Nation	OK
Southern Ute Indian Tribe of the Southern Ute Reservation, Colorado	CO
Ute Indian Tribe of the Uintah and Ouray Reservation, Utah	UT
Wichita and Affiliated Tribes (Wichita, Keechi, Waco, and Tawakonie), Oklahoma	OK
Wyandotte Nation	OK

This listing is primarily compiled using the U.S. Department of Housing and Urban Development’s Tribal Directory Assessment Tool. The tool identifies tribes who have indicated interest in specific counties, not necessarily the national historic trail itself. Additional tribes are listed because their interactions with the trail are described in James Riding In’s 2009 draft, “Indians on the Santa Fe Trail,” and by other researchers and historical sources. Some traditionally associated tribes may be inadvertently omitted. The proposed tribal ethnographic survey called for in this document will help refine this listing.



Region 6, 7, and 8 Foundation Document Recommendation Santa Fe National Historic Trail

July 2021

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

AARON MAHR

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RECOMMENDED

Aaron Mahr, Superintendent, NPS National Trails Office

Date

**MICHAEL
REYNOLDS**

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APPROVED

Mike Reynolds, Regional Director, NPS Regional Office serving DOI Regions 6, 7 and 8

Date



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

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October 2021

Foundation Document • Santa Fe National Historic Trail

