GENERAL MANAGEMENT PLAN

NATIONAL PARK SERVICE
OLD SANTA FE TRAIL BUILDING
NATIONAL HISTORIC LANDMARK
Santa Fe, New Mexico
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THE OLD SANTA FE TRAIL BUILDING

MISSION

The Old Santa Fe Trail Building National Historic Landmark preserves a prime national example of Spanish-Pueblo-Revival-style adobe architecture, its grounds, and related furnishings and collections. Created through the partnership of the National Park Service (NPS), Public Works Administration (PWA), and Civilian Conservation Corps (CCC), the building was designed to serve exclusively as a National Park Service administrative and technical support center for the Southwestern United States. The Old Santa Fe Trail Building is preserved to protect its design values, while providing National Park Service employees with a safe, healthful, and productive work environment. Visitors are also provided with opportunities to learn about and appreciate the architectural design and craftsmanship and artistic traditions and societal forces that created the building.

SIGNIFICANCE

CULTURAL / ARCHITECTURAL SIGNIFICANCE

- The building is nationally, regionally, and locally considered a prime example of Spanish-Pueblo-Revival-style architecture, for which it was designated a National Historic Landmark (NHL) in 1987.

- It is a prime representative of the ideals of early National Park Service "rustic architecture and landscape architecture"—a design philosophy promoting the use of on-site or locally available materials, harmony with the surrounding landscape, and ties to regional architectural and craftsmanship traditions.

- It contains a diverse collection of furnishings and art from the 1930s, including Navajo rugs and works from New Mexico's art colonies and Pueblo Indian potters.

SIGNIFICANCE IN CIVILIAN CONSERVATION CORPS AND OTHER NEW DEAL FEDERAL PROGRAMS

- It serves as a monument to federal New Deal programs instituted during America's Great Depression, including the Civilian Conservation Corps, which provided untrained work crews; and the Public Works Administration, which provided specialized workmen and funding for construction.

SIGNIFICANCE IN NATIONAL PARK SERVICE HISTORY

- It is considered a keystone of National Park Service history in the Southwest, because it is the site where important decisions, initiatives, and support efforts affecting the establishment, preservation, and public use of many Southwestern park units have taken place.
HISTORICAL OVERVIEW

With the increased 1930s regionalization of federal government agencies to help provide states with assistance programs, in order to help them cope with the social and economic upheavals caused by the Great Depression, the Department of the Interior and its agencies began to de-centralize. The National Park Service, heavily involved in the administration of the New Deal Civilian Conservation Corps (CCC) program, and managing the National Park System, was regionalized in 1936.

Acting Region III Director Herbert Maier began to plan the re-location of the National Park Service regional headquarters from Oklahoma City in 1936. His goal was to situate it where it was more physically centralized for the region’s designated states of Arkansas, Texas, Oklahoma, New Mexico, Arizona, southern Utah, and Colorado. Moving rapidly in early 1937, Maier relocated 17 of his 52-person staff to Santa Fe, where a National Park Service district office had been operating in the federal courthouse. Maier then worked to secure land, prepare the designs for a new regional office building, and arrange for the needed funds and labor to construct the building. In the meantime, the official National Park Service position was that several Southwestern cities, such as Fort Worth and Albuquerque, were also under consideration.

Earlier, in 1928, John D. Rockefeller, Jr., had proposed a highly ambitious building project: a "Laboratory of Anthropology Complex" in Santa Fe. Rockefeller provided a grant, and Ernest and Arthur Knabel and Elizabeth Amelia White donated the land for the venture to the Laboratory of Anthropology, Inc.—a non-profit corporation. The building committee consisted of such Santa Fe luminaries, already involved in the School of American Research, as archeologist Sylvanus Morely; American Indian pottery expert Kenneth Chapman; Dr. Frank Mera of the Sunmount Sanitarium; benefactor Elizabeth Amelia White; and collector and founder of the Museum of Navajo Art, Mary Cabot Wheelwright. A design competition was won by architect John Gaw Meem. The Laboratory of Anthropology building and a residence for its director were completed in 1931. Meem employed the Spanish-Pueblo-Revival architectural style in his work.

At some point during early 1937, Herbert Maier had discussions with the Laboratory of Anthropology, Inc., and Elizabeth Amelia White, president of De Vargas Development Company, which led to the eventual "sale" by both parties of 8.04 acres contained within the original deeded land base of the Laboratory of Anthropology to the United States of America. The price of the land was $1, so that the sale was tantamount to a donation. A reversionary clause in the deed stipulated that if the property should cease to be devoted to the use and...
benefit of the National Park Service, the land and improvements would revert to the Laboratory of Anthropology or its successors.

Maier succeeded in securing funding to construct the building and provide for labor by convincing administrators of federal New Deal programs to lend their support. Funding came from the Public Works Administration, and labor was committed through the Civilian Conservation Corps program. The design of the regional office was prepared by National Park Service regional architect Cecil Doty, who adopted the Spanish-Pueblo-Revival-style, influenced by John Gaw Meem’s work and other forces.

By July 1937, the building foundation trenching was reported to be under way. Company 833 of the Civilian Conservation Corps had been assigned to the project. These actions occurred before the process of transferring the land to the government was completed, and before any public announcement had been made. It was not until September 1937 that the Washington office of the National Park Service officially announced that the agency had selected Santa Fe as the new regional office location. Maier had obviously set out to establish his base in Santa Fe while other cities believed that they were still being considered. Despite objections from Congressman Will Rogers of Oklahoma City, Maier was able to secure final approval by the Washington office for the move to Santa Fe. He said that the donation of land was what had helped make the Santa Fe selection possible, but the record seems to indicate that his intention to re-locate there had been made much earlier.

“The Southwest Region of the National Park Service, now headquartered in Santa Fe, is the only one based on cultural factors . . . but while the Grand Canyon national park is included in the region now administered from Santa Fe, as well as the Carlsbad Caverns, the twenty-six national monuments in this area are all based on culture, a unique culture, the only indigenous one in the continental United States.”

Herbert Maier
Santa Fe New Mexican
October 1937

The CCC made ornate chairs and tables and traditional tinwork light fixtures that still help to furnish the building today. In addition, the Federal Arts Project in New Mexico contributed funds to commission and purchase paintings, woven rugs, American Indian pottery, and other artworks to help adorn the building.

The $100,000 building was completed in mid-1939. Maier brought an additional 35 staff from Oklahoma City in October to staff the new Region III headquarters. Maier never was appointed permanent Regional Director, but was made an Associate Regional Director in early 1940. In recognition of Maier’s role, the Old Santa Fe Trail Building’s conference room was named in his honor.

In the 1930s, National Park Service architects throughout the country faced the challenge of introducing development into pristine areas. A philosophy was developed in the process—sometimes called "National Park Service rustic architecture," or "parkitecture"—in which the goal was for new construction to cause as little impact as possible on the surrounding
environment. This was accomplished by the use of locally available materials, design harmony with the surrounding landscape, the appearance of hand-craftsmanship, and strong ties to local architectural traditions. It was Region III Acting Regional Director Herbert Maier who hired and indoctrinated Cecil Doty, the architect of the building, into the school of National Park Service rustic design. Doty went on to design many buildings in various parks and monuments, but his masterpiece is undoubtedly the Region III Headquarters Building in Santa Fe.

Region III was involved in administering the work of the Civilian Conservation Corps camps throughout New Mexico, Texas, Arizona, and Arkansas, as well as portions of Colorado and Nevada. When the Civilian Conservation Corps program was terminated in 1942, the Region III Headquarters continued to oversee national park units in New Mexico, Arizona, Texas, Oklahoma, southern Colorado, and Utah, as well as portions of Nevada. From 1945 to 1946, the National Park Service shared its office space with the Bureau of Public Roads and other federal agencies. From 1962 to 1995, the building served as headquarters for the National Park Service Southwest Region. Today, the National Park Service presence is maintained, as the building, along with additional leased office space that has been required since the late 1960s, serves as the Santa Fe support office for the Intermountain Region.

Over the building’s 60-year history, hundreds of employees worked in the Old Santa Fe Trail Building, and 12 Regional Directors served in it. The building has served the administrative needs of approximately 40 parks. Program areas have included Mission 66 revitalization; resource management; budget, finance, and contracting; land acquisition; public information; American Indian relations and technical assistance; education and visitor services; environmental quality and review; and the administration of federal legislation, including the Native American Graves Protection and Repatriation Act, the Archeological Resources Protection Act of 1979 and Amendments, and the Historic Sites Act; planning and park studies; engineering; personnel management; visitor protection; concessions; park operations; and safety.

The National Park Service exercised responsibility for the building's care and operation reportedly until 1949, when the Bureau of Public Buildings, the General Services Administration's predecessor, was put in charge. It was listed on the National Register of Historic Places in 1970. From 1970 until 1987, the General Services Administration maintained the building through its own staff, and through contracted cleaning staff and repair services. In 1987, observing the decline in the care of the structure, the National Park Service once again gained operating control over the building. It was this re-acquisition of management authority that galvanized Regional Director John E. Cook's commitment to treat the building as though it was a unit of the National Park System.

Although not an official National Park Service unit, the Old Santa Fe Trail Building possesses unique and multifaceted significance that is equal to that of many historically significant buildings categorized as official units within the National Park System—attested to by its designation as a National Historic Landmark in 1987. Company 833 of the Civilian Conservation Corps was recognized in 1998 by the erection of a plaque in its honor provided by Chapter 141 of the National Association of Civilian Conservation Corps Alumna.

In 1987, some preservation efforts were accomplished, including restoration work on the badly weathered viga (peeled logs) ends and other wood components, and limited landscape maintenance. Work also began immediately on a Visitor Use Plan, a long-term
Resource Management Plan, and other guides to management of the building. All of these urgent projects were initiated independently, because they could not await the completion of a General Management Plan, but they were never fully integrated into a comprehensive management plan.

The Old Santa Fe Trail Building Property

DESCRIPTION

The Old Santa Fe Trail Building property of 8.04 acres encompasses undeveloped land and an arroyo, along with the building patios, parking areas, and adobe walls. The Old Santa Fe Trail Building ranks among the best examples of Southwestern Spanish-Pueblo-Revival-style architecture, which developed between 1910 and 1920 in Santa Fe. This style is comprised of elements drawn from Spanish colonial and Pueblo Indian architecture, such as massive walls, varied heights, and asymmetrical massing. The design employs elements that are characteristic of the style, such as the sculptural quality of the adobe walls; the hand-worked, exposed wood structure; and the integration of outdoor and interior spaces. The revival style romanticized and mixed elements of Pueblo Indian and Santa Fe building traditions. A couple of themes common to the practitioners of Spanish-Pueblo-Revival-style architecture and National Park Service architects designing for park areas in the 1920s and 1930s were the use of local materials, such as mud and wood, and the avoidance of machine-like perfection of surfaces. The building is also among the best expressions of National Park Service "rustic architecture," or "parkitecture," predominant throughout the
National Park Service in the 1930s. Both design philosophies looked back to the days before the Industrial Revolution, when hand-craftsmanship imparted a more human touch to the built environment. The proponents of the Spanish-Pueblo-Revival architectural style in Santa Fe took a romantic view of the history of New Mexico architecture, and National Park Service architects wanted their designs to harmonize with both the natural and cultural settings.

Viewed from the city street known as "Old Santa Fe Trail" (which should not be confused with the actual historic Santa Fe Trail, which it only partially follows), the Old Santa Fe Trail Building's two-story main entrance dominates the north elevation of the building. The edge of the property at the north is defined by a low adobe wall, which curves to form a vehicle entrance. Automobiles in parking areas are screened from view by trees and adobe walls.
A pedestrian entrance into the building is through a gate opening in a tall adobe wall. A curving flagstone path leads to the entrance, which is reminiscent of mission church facades. A massive pair of panel doors open to an impressive lobby. Through the lobby is a large patio that forms the centerpiece of the building. Offices are located around the patio, with surrounding wood portales serving as architectural transition and a covered walkway. In addition to the main central patio are three other patios, further integrating the landscape into the design of the whole complex. The Old Santa Fe Trail property successfully combines patio spaces, site features, and building masses into a comprehensive landscape. A small annex, or service building, constructed in 1940, employs vertical log, or jacal, construction, as well as adobe walls. Adobe enclosure walls abut the annex, and define parking areas and patios.

The site layout, architectural plan, detailing, furnishings, and fixtures of this building express the ideals of both the revival and rustic movements. The sculptural massiveness of the adobe walls, the rounded edges, and the hand-worked lintels, beams, and corbels are all characteristic elements of Spanish-Pueblo-Revival-style architecture in Santa Fe. Varying parapet heights, portales, and low site walls that step gradually down to the earth, integrate the building into the surroundings. The thick adobe walls along the road and around the parking areas, the stone curbs, and the curving layout all provide a visual transition from earth to building. The architect designed the walls of the building masses to gradually step down to the earth, except at the main entry. There, the walls rise to the full two-story height, to make an impression and signal the entrance to the building. The plan, with rooms surrounding a large central patio, suggests Spanish mission complex layouts throughout the Southwest. This continues the theme begun at the main entry, which is reminiscent of Pueblo Indian mission church facades. The patios and portales serve as transition zones from outdoors into the interior spaces. The layout and design of the building together represent a perfect response to the challenge faced by National Park Service designers: To sensitively place a building on a site and respect local architectural traditions.

The foundations of the building are stone. The battered adobe walls vary from 3 to 4.9 feet thick, and are finished with earth-covered cement stucco. The tops of the adobe parapets are interrupted, where the canales (scuppers) drain the flat roofs. The roofs are supported either by vigas (peeled logs) or rectangular hewn beams. Most windows and doors are wood, with "bull-nosed" (curved) detailing at the jambs, and exposed hewn lintels above. Exposed structural elements include wood posts, corbels, vigas, and beams. Viga ends protrude through the exterior walls and parapet walls.

The approach to the main entry leads through an opening in a site wall and along a flagstone walk. Flagstone floors are also found in the lobby and under portales. The remaining floors on the first floor are concrete slab on grade, or, over the basement area, pre-cast concrete tees. A pipe tunnel designed to carry utility lines leads from the basement to rooms around the patio, for the most part under the portal paving.

The hand-worked wood elements of the architecture and furniture, like the entire main structure, were designed by the National Park Service architect and built by Civilian Conservation Corps work crews. The detached service building was constructed after the main building's completion, and employs palisade (vertical log) construction along with the adobe walls.
SITE AND BUILDING FACTS

- Building construction was completed on June 30, 1939.
- The total building cost was $81,645.42. Funds were furnished by the Public Works Administration, supplemented by a small allotment of Roads and Trails funds to pave the parking areas and entrance road. Purchase order amounts were kept under the amount that required approval from Washington, D.C.
- The Associate Architect, Cecil J. Doty, educated at Oklahoma A&M, had been employed by the National Park Service only 3 years before designing the building, which he began before seeing the site.
- The Landscape Architect, Harvey Cornell, educated at Harvard University, was Regional Landscape Architect; Associate Landscape Architect was John Kell.
- The site area is 8.04 acres.
- The building measures 244 feet by 134 feet overall.
- With the exception of the lobby, and two large office spaces, most rooms are in the range of 150 square feet.
- The roof area is 24,000 square feet; interior space is 20,900 net square feet; portales are 3,000 square feet.
- The central patio (which serves as a large outdoor room providing light and green vistas for many offices) measures approximately 70 feet by 85 feet.
- There are 39 rooms on the first and second floors of the main building, and three in the annex/service building.
- Most rooms are classic Spanish-Pueblo-Revival-style architecture, with an exposed wood ceiling structure of vigas and plank decking; exposed wood lintels; bull-nosed (curved) window jambs, emphasizing the 2-foot-thick single-story walls; 4.9-foot-plus-thick walls to support second story; and double-hung wood windows and wood doors.
- The Civilian Conservation Corps construction crew members got room and board, and were paid $30 per month, of which $25 was deducted and sent directly to their families.
- Skilled labor from the Works Progress Administration was employed to install plumbing for the water and sewer systems, and for carpentry, painting, and electrical installation.
- The building contains 280,000 adobe bricks; 107 wood windows; 8 steel windows; 121 wood doors; 1 steel door; 24 hand-made tin light fixtures; 4,200 feet of logs, resulting in 209 exposed viga ends; 35,650 square feet of exterior plaster on walls; and a 944-gallon pond in the patio.
- It took 660 man-days to cut and haul 399 logs to the site.
THE GENERAL MANAGEMENT PLAN
THE GENERAL MANAGEMENT PLAN

SUMMARY

To achieve plan objectives, this General Management Plan proposes, among other things, to...

...preserve historic building features by replacing stucco...initiating an ongoing preventive maintenance contract for roof...continuing ongoing structural wood rehabilitation...treating wood and changing color to more closely match original finish...evaluating windows and repairing or replacing as needed...repairing or replacing deteriorating portions of doors...

...protect museum collections by installing UV-filtered glass...moving fragile items from display to curatorial storage...

...protect potential archeological resources through advance planning and limited testing for possible effects of ground-disturbing activities...

...protect historic landscape design integrity by rehabilitating and restoring plant life...

...improve water conservation by installing drip irrigation systems in patio and garden areas only...replacing some existing plants with more drought-tolerant species...replacing water-consumptive restroom fixtures...

...manage public outdoor recreational use by monitoring and limiting certain uses...improving selected trails and linking with adjacent museums and future city trail system...fencing street boundary...improving user education...enforcing federal regulations...

...ensure continuing effectiveness and viability of the National Park Service office by comprehensively rehabilitating utilities, including water lines, heating system, electrical system, telephone/data system, and lighting system...eliminating asbestos and PCB hazards...converting heating system to a cooling system...installing mist fire suppression system if viable...upgrading security and alarm systems...improving exterior security lighting...

...protect building resources, visitors, and employees by eliminating electrical system hazards...adding fire stops in utility tunnels...providing second floor and basement emergency egress...providing proper emergency exits...thinning combustible trees and shrubs...fully implementing site-wide Integrated Pest Management practices...establishing a federal security guard presence...improving alarm and security systems...

...enable visitors to understand and appreciate the building's significance by improving thematic interpretation...developing new indoor and outdoor exhibits...update and developing publications...providing video/audiovisual programs...expanding public information about National Park Service areas through interactive computer programs...continuing special guided tours...providing for full-spectrum accessibility by visitors with disabilities...
...enhance overall accessibility for people with disabilities by clearly posting accessible route information and adding more designated parking...rehabilitating or replacing substandard thresholds and ramps...adding new ramps or wheelchair lifts...adding power-assist systems and adjustable door-closers to selected doors...replacing, rehabilitating, or providing matting over irregular flagstone surfaces...relocating inaccessible basement lunch-room to first floor...locally removing thresholds and replacing doors only where necessary...adding lighting in dimly lit stair areas...adding railings to selected stairs...retrofitting conference room restrooms and widening doorways to patio restrooms...upgrading fire alarm and exit signs for visual access...

...manage special building (main patio) uses by seeking a non-profit organization to promote and supervise appropriate after-hours uses (e.g., meetings, dinners) by non-NPS groups and individuals...

...eliminate costly and inefficient off-site office leasing by studying the future feasibility of developing a federally-owned office building on site or on adjacent property.

INTRODUCTION

This General Management Plan (GMP) is designed to help accomplish the mission of the Old Santa Fe Trail Building over the next 15 years. It is topically organized to address all facets of management of the Old Santa Fe Trail Building and its grounds. In addition to evaluating all concerns about the existing facility and site, consideration is given to studying the potential for a new structure to accommodate all Santa Fe-based employees on site or on adjacent property.

As appropriate, topics are put in context through discussion of existing conditions and background. Unresolved issues are then elaborated upon. Rationales are provided for planned actions.

Cost estimates for plans, studies, and actions are provided in an appendix.

PURPOSE

"We think it will be generally admitted that it is very difficult to plan a regional headquarters, looking into the distant future, when it cannot be accurately anticipated as to just how extensive such a headquarters will need to be and how large a staff will from time to time be housed therein."

Herbert Maier
Acting Southwest Regional Director
National Park Service
U.S. Department of the Interior
November 2, 1937
Were he alive today, Acting Regional Director Maier would not have been surprised to see the regional office’s evolution and growth in response to the needs of a changing National Park Service and a changing world—but he might well have been surprised at the transformation of the central headquarters building to an exceptional office with National Historic Landmark status.

Although Acting Regional Director Maier may have been less certain then about the future of an agency barely more than 20 years old, today—approaching 100 years old—the National Park Service has three times as many National Park System units than existed in 1939, when the Region III headquarters was completed. And it is more ready to anticipate and plan for the future, based on what has become its lengthy institutional history.

This General Management Plan caps a decade of work to help restore the National Park Service’s Region III Headquarters, commonly known as the Old Santa Fe Trail Building, and its grounds to fully befit its National Historic Landmark status. It is intended to present the basic philosophy and strategies for guiding and directing the protection and management of the resources of the Old Santa Fe Trail Building, along with its collections and grounds, and provide for appropriate visitor use and interpretation—as though it was a unit of the National Park System.

The strategies set forth in this General Management Plan seek to enable achievement of management objectives and to address heretofore-unresolved issues over a period covering 10 to 15 years. The strategies underlie programs, actions, and support facilities necessary for efficient building operation and visitor use, including preservation, public use, planning, curation, maintenance, research, interpretation and other daily operations functions, special uses, utilities management, water and energy conservation, custodial activities, role in the community, project review compliance, security, annual work plans, and budget and funding. The General Management Plan also reflects resource limitations, visitor safety considerations, and budgetary constraints, and recognizes public and agency comments provided during planning efforts.

The Old Santa Fe Trail Building is not a unit of the National Park System (although owned by the National Park Service), and its history, nature, and current use are distinct from those of most units. However, the General Management Plan is similar to General Management Plans produced through typical National Park Service planning efforts. That is, it considers the regional and community context, because the National Park Service presence influences and is influenced by that context. It is consistent with National Park Service management policies and legislative and executive requirements—and it was preceded by an Environmental Assessment (as provided by NPS-12 and 516 DM, sec. 3.5B and sec. 4.6D).

**OBJECTIVES**

The following plan objectives have been established consistent with the purposes for which the Old Santa Fe Trail Building was created and later designated a National Historic Landmark.

1. To protect and preserve the architecture, grounds, furnishings, and collections for which, in part, the Old Santa Fe Trail Building was designated a National Historic Landmark.
2. To support the on-going efficient administrative and operational functioning of the building and grounds for National Park Service purposes, while preserving the resources.

3. To provide an environment for Old Santa Fe Trail Building employees that is conducive to safety, health, and productivity, while preserving the resources.

4. To outline an appropriate strategy for showcasing and interpreting for public benefit the significant aspects of the history and contemporary uses of the building, furnishings, collections, and grounds, while preserving the resources.

5. To promote the involvement of partners within the larger community, as well as the National Park Service, to support, facilitate, and achieve plan goals.

PLANNED ACTIONS

STRUCTURAL SYSTEM

Existing Conditions / Background

The building is a load-bearing structure composed of either massive stone basement walls with a concrete tee ceiling or stone foundations and slabs on grade with wood posts or adobe walls supporting wood roof systems and/or a wood second-floor system. The adobe walls below the second-floor portion are thickened to almost 5 feet in order to bear the structure above. Exposed structural components include hewn beams and corbels, hewn lintels at some doors and windows, and vigas averaging 8 to 10 inches in diameter. Concrete posts exist in the east basement, and wood beam and corbel systems support the ceilings in Rooms 132 and 135 (see Floor Plan), as well as in all the portales. Most ceilings consist of wood decking above the exposed vigas or beams, except where they have been altered. In addition to the concrete floors finished with vinyl tile and/or carpet are some that are paved with flagstone (in the lobby, conference room, and adjacent hall) and wood floors (Rooms 115, 116, and 119, as well as all of the second story).

The current condition of the basic components of the structural system is good. Only the exposed viga ends, exposed lintels, portal column bases, and roof system, including parapets and canales, have deteriorated over the years and will continue to need rehabilitation. Approximately 80 percent of the viga ends and canales, and some lintels, have been rehabilitated.

Structural integrity of the adobe walls is also generally very good, although the exterior stucco plaster envelope has cracks in some places, particularly where patching has occurred, and is reaching the end of its life-cycle (see "Exterior Stucco" section). When the removal of exterior plaster has been a required part of a repair project and some random wall testing (cores) were taken, both resulted in few findings of deterioration and none of wall failure.
**Issue**

Of primary concern are the protection of *viga* ends, *portal* columns, *canales*, and parapet walls. These components are critical as parts of the structural support and roof systems. The *canales* direct rain-water off and away from the building, thereby protecting the adobe wall construction from moisture penetration. The *viga* ends and *canales* are especially vulnerable to moisture, because they both extend out from the structure. If the deterioration at *viga* ends is allowed to progress, the structural capacity of the roof-supporting portions will eventually be affected. The same applies to the *canales*, which, if they do not adequately direct water off the roof, will eventually deteriorate the adobe and/or wood components.

**Planned Action**

Ongoing rehabilitation of threatened building elements will be continued. Maintenance and/or rehabilitation of *viga* ends, *canales*, and parapet caps will continue to prevent deterioration, leading to major structural deficiency. If visual clues such as cracking or spalling plaster appear, or if leaking occurs, testing and/or preservation treatment will be performed. Rehabilitation is preferred because preserving the exposed wood elements prevents serious deterioration within the wood structural system. Because the adobe wall structure is hidden behind plaster, it is difficult to determine the condition without testing, particularly beneath *canales* and at the base in any locations where surface drainage is not allowing walls to dry out.

**ROOFING**

**Existing Conditions / Background**

The roofing system is a traditional asphalt built-up roof, flood-mopped with gravel topping. Complications arise from the division of the roof into many sections. This occurs because the adobe-bearing walls are carried up above the roofs to serve as fire walls. The number of linear feet of joint between horizontal roof and vertical adobe wall—a very critical area for moisture to enter the building—is substantially increased. Instead of one 24,000-square-foot roof with parapets at the edges, the configuration and intermediate parapets result in 13 roof areas on the main building and three on the service building. Only one other specific component has even more potential for moisture penetration and failure: the openings in the walls through which the roofs drain (through *canales*). The various joints in materials from asphalt to metal to wood result in different rates of expansion and contraction, allowing...
cracks to occur. The roofing system of this style of architecture is thus by its nature continuously vulnerable to deterioration and leaking.

The roofing system is in moderately good condition as a result of roof membrane repairs. These range from spot emergency treatments to the re-roofing of entire sections. In an effort to prevent the trapping of moisture, the adobe parapets above the canales were opened in the 1960s. Canales have been replaced. Different design solutions have been attempted in an effort to resolve the problems inherent with canales. However, the conference room roof and the second-story roof continue to show signs of moisture penetration when inclement weather occurs.

**Issue**

Funding is inadequate to implement comprehensive roofing rehabilitation projects. The basic roofing system design has great potential for moisture penetration and failure. Minimal funding and piecemeal repairs of portions of the roof (conference room, east restrooms, and offices in 1993; second story in 1995; and remaining roof areas in 1996-1997) have resulted in the National Park Service's dealing with three different contractors and warranty periods.

**Planned Action**

An on-going maintenance agreement or contract with private industry will be initiated, for preventive maintenance, to prolong cycles between major re-roofings, and to address seasonal moisture problems. Funding will have to be allocated on a yearly basis to support and guarantee a continuous maintenance contract for this critical building feature. The workload of the maintenance staff and the on-going reality of immediate attention needed for other parts of the building and site make in-house preventive maintenance difficult to accomplish. Given the critical areas at the canales, periodic inspection and repair of these areas alone would prolong the life of the roofing system, thus justifying the cost. Repairs being immediately completed would also prevent the continuation of moisture penetration into other building components. At the same time, new technologies need to be looked for, with a view to finding a more effective solution for this historically significant adobe building.

**EXTERIOR STUCCO**

**Existing Conditions / Background**

Exterior stucco is a very important part of the historic quality of the Old Santa Fe Trail Building, imparting color and texture to the architecture, as well as a protective envelope. Periodically, the stucco must be repaired or replaced when deterioration has occurred or other work is accomplished, such as alterations in roofing, canales, or doors and windows.

As was characteristic in the 1930s period, during which the Old Santa Fe Trail Building was built, the stucco is cement—as opposed to being earthen plaster. This durable material is actually much stronger than the adobe beneath, and is relatively impermeable. During the course of its 60-year history, the building has received two complete layers of three-coat stucco and several surface-finish alterations. This is not unusual for this type of building system. However, each of these alterations has resulted in a color change for the building.
Issue

Beyond the undesirable appearance of cracks, more serious problems occur when the surface is cracked or broken and water enters behind it. The moisture may travel to other areas, and, because the cement surface does not allow moisture to escape, deterioration of the adobe begins. Thus, the surface must be maintained relatively crack-free so as to reduce the infiltration of water into the adobe walls.

Successive re-plastering causes problems. Some of the original profiles of the building, as well as wood around doors and windows, eventually become hidden. Over time, the weight of the multiple layers of stucco will cause it to pull away from the adobe. Two layers (each layer is normally three coats) should not be exceeded. Long sections of cement stucco without expansion joints will crack due to thermal stress. During original construction, the incorporation of expansion joints in the surface was not practiced. Installing expansion joints today would significantly alter the appearance of the surface.

In addition to these problems, the color of the stucco has changed over time. The 1997 stucco research project found and documented a sequence consisting of the original surface; two painted layers; and another surface—the one that is visible today. No two colors match, and no record of any decision justifying color changes has been found. It is presumed that taste during the particular period determined color alterations. Recent roofing work required that the parapets be plastered, and this limited work has contributed to furthering the patched appearance of the building surface.

Planned Action

The planned action is historically accurate, as is appropriate for a National Historic Landmark building.

The exterior stucco layer will be replaced and the original color restored after deteriorated substrate adobe is repaired, and stucco is removed to the first layer. Adobe will be repaired as needed. Other preservation projects, such as one at White Sands National Monument, have successfully followed a conservative principle of removing all of the top layer of stucco where there were problems and that of the first layer. In cases where profiles have been altered, stucco is also removed, so that the original profile can be restored. Sometimes this is essential, as in the case of window sills, where water is sent back into the building because of the incorrect angle of a profile. Then, the new three-coat stucco is applied over the entire surface, encapsulating some of the original historic stucco in place. This technique effectively replaces the problem areas while keeping some of the historic fabric in place.

The White Sands National Monument experience can also be a model for deciding the ultimate color of the building. In this case, because so many changes had been made over the years with no decision record, it was decided that the original intent of the architects should be respected—particularly because the original color selection had an obvious rationale. In the case of White Sands, it was to establish the buildings in the landscape so as to clearly contrast with the pale gypsum environment. In the case of the Old Santa Fe Trail Building, the original color was chosen to closely blend with the landscape. Bringing the exterior of the building to a unified whole representing the character of the 1930s era will eliminate unintentional alterations of color.
The recently completed stucco color research project clearly indicates the original color and those of succeeding repair campaigns. The original color is lighter than the current color, but this seemingly minor difference would have a major effect on the way in which the building appears in relation to its landscape. By restoring the original color, an important precedent would be set, precluding arbitrary temporal and stylistic color changes in the future.

The planned action will return the building to its original color, and accomplish this task with as little damage to original fabric as possible. This action will also provide a historically accurate protective skin for the adobe, as was originally intended, which will provide some 10 to 15 years-plus of protection. As with all treatments, some maintenance will be required. Treating the finished surface with a hydrophobic, non-film-producing water repellent that also does not affect the optical quality will be researched. Using such a product in periodic application will prolong the life of the stucco well beyond the expected life span. Also, testing the use of fog coats for repairs will be incorporated into any site testing program looking at modified materials.

**EXTERIOR WOOD FINISHES**

**Existing Conditions / Background**

Exterior wooden features are very important among the historic qualities of the Old Santa Fe Trail Building. These elements include vigas, lintels, posts, doors, windows, screens, storm windows, and sills, and most represent the style and craft of Civilian Conservation Corps wood-workers responsible for their preparation, placement, and final treatment.

During the late 1980s, a major wood element restoration effort was undertaken to replace rotted and lost vigas ends. Many original vigas had at some point simply been cut off flush, or shortened significantly. The vigas had been treated in many different ways, which included being coated with dark-brown paint. The record of decision pertaining to the selection of the dark-brown paint has not been located. The 1980s restoration effort returned the vigas to their original configuration and a natural finish. At that time, no resources were available to work on other wood elements. The vigas have since grayed and become discolored.

A complete study of finishes and related decisions must be based on historical accuracy. Photographic images from original construction seem to indicate that wood was either left
natural or treated with a clear finish. There is a strong possibility that lead-based paints applied in recent decades are present. Regardless of a decision on the final appropriate finish for the wood, effort must be made to maintain these important historic features.

Issue

Unprotected wood, exposed to the elements, will deteriorate. The vigas ends that have been replaced and/or repaired received a preservative treatment, causing them to become unevenly colored, rather than having the natural historic finish. Other architectural wood elements remain, for the most part, as they have been for many years: painted dark brown. Paint, while not historically correct, has helped to provide long-term protection for the exposed wood. Some fabric—mainly post bases—is deteriorating.

Planned Action

For an interim period, a paint color will be chosen to more closely match the natural color of the original wood, respecting the original intent of the 1930s construction period more closely. This compromise approach would bring uniformity of color as an interim solution until such time that durable clear coatings are developed, or increased operating funds permit annual re-coating of exterior wood with UV-resistant vanish-type finishes.

The heavy contrast of the dark-brown paint has been an accretion over time that probably results from the proliferation of such colors in the 1960s and 1970s. Continuing this color has no historical basis. Eventually, it may be possible to restore the wood to a more natural condition if the operating base is increased to provide for annual re-coating or if new clear coatings come on the market that have the longevity of paint, thereby adding to the practicality of these finishes.

A possible two-stage solution is recommended for wood finishes. It would be preferable to have wood finishes be treated in a similar manner to the stucco, vigas, and other elements that consistently represent the times in which they were created. Thus, it will ultimately be preferable to restore the wooden elements. At this time, it is not practical to do so. Yearly re-coatings of all exterior wood elements are impossible with current maintenance schedules and limited operational funds. In the meantime, the wood is deteriorating. Thus, a temporary solution is required that allows for the use of paint that can last over 5 years between coatings. Paint will be considered a sacrificial coating in this case, and can be easily rehabilitated.

The interim paint treatment should be removed when durable clear coating treatments are found. Lead abatement will be done as necessary.
Windows

Existing Conditions / Background

Old Santa Fe Trail Building window sashes were factory made, and the frames were assembled on site as the units were incorporated into the masonry. Window schedules as shown on original drawings indicate windows of stock sizes and stock design. They are double-hung, white pine, with single-pane glazing, either 6 over 6 or 8 over 8, with spring-loaded mechanisms to control vertical movement. The double-hung windows are located on the first and second floors, but, in the basement, windows are pivoting steel casements. Drawings for a proposed window-repair project in 1967 called for either replacing or repairing all windows, according to the 1985 Historic Structures Report.

Some damage to wood windows has occurred at the exterior of the sash rails, stiles, and sills. Approximately 90 percent of the glass panes are pitted or scarred. Some of the wood double-hung windows are inoperable or very difficult to open and close. No units have adequate weather stripping. The wood of some sashes and frames is seriously deteriorated. The majority of all the units were painted with lead-based brown paint sometime in the 1960s or early 1970s. In 1989, for the building’s Fiftieth Anniversary, latex paint was applied to windows on the east side and at the main entrance. Many still have conditions such as blistered paint, deteriorated glazing compound, and broken parts. Some doors and windows on the southeast section were paint stripped and then weather-proofed as a test section by National Park Service conservators in the late 1980s. These are in the most deteriorated condition of all, even though weather-proofing material has been applied annually. This test argues in favor of a protective paint finish.

Issue

Preservation of the various types of wood elements in the building is critical; they are the third most important part of the building envelope, after roof and stucco. Window rehabilitation will occur prior to re-stuccoing the building, because stucco around the windows will need to be removed where frames and sills must be repaired. Repair work must be based upon a comprehensive condition assessment that indicates locations where wood
needs to be repaired and/or is beyond repair, and needs replacement. Before the repairs are effected, the determination about the finish for wood elements must be made. The historic windows are single glazed. However, replacement with double glazing does not comply with the Secretary of the Interior's Standards for Rehabilitation. To address energy efficiency, wood storm windows may be appropriate. The issues, therefore, include poor condition of wood windows, impact of window repairs on the stucco, heat loss, need for a condition assessment report, and need for direction as to wood finish for the future.

**Planned Action**

A condition assessment report will be prepared for all windows. Based upon the evaluations and recommendations in the report, sashes, glass, or sills will be repaired or replaced in those windows that are identified as being in serious condition. Stucco will be patched around the windows where the work requires the removal of stucco. Repaired windows will be finished for the interim, in paint matching more closely the original natural wood finish, based upon management’s decision.

**DOORS**

**Existing Conditions / Background**

There are approximately 122 wooden doors, some solid and some hollow core. All doors except the 1 3/4”, 15 lite, DSA glass, white pine doors around the patio were made on the job site. The most impressive custom doors are the main entrance door, the foyer-to-patio door, and one dutch-type door—all of them designed and made on site—and all having existing design drawings.

The majority of doors still use the same architectural hardware, such as heavy-duty ball-bearing hinges, and Sargent mortise locks and wrought hot-dip knobs. Most of the major exit doors show heavy damage or wear and tear. Several doors have been repaired or replaced, including the west entrance,
restroom doors, and southeast patio door. There was also some sawing damage when carpet was installed in the 1960s.

**Issue**

The majority of doors are in fair condition, but lack handicapped-accessible hardware. They all open (swing) into the office or building, which can, in a few cases, be non-code compliant and hazardous in the event of fire. Lead paint may be present. Original hardware such as locks and handles are failing, and repair parts cannot be found.

**Planned Action**

Doors will be treated on a case-by-case basis. Decayed portions will be replaced. As much historic fabric as possible will be saved, while doors will be brought to a maintainable condition. Failing or non-accessible historic hardware will be replaced by historically compatible locks, handles, etc. Emergency egress doors will be re-hung to open outward.

**MUSEUM COLLECTIONS**

**Existing Conditions / Background**

Just as the significance of a building depends upon a variety of factors (such as architecture and history), the museum collections associated with the Old Santa Fe Trail Building derive their significance from their historical context.

The paintings, lithographs, pottery, textiles, and furnishings created by New Deal federal programs comprise the earliest collection (Southwest Regional Office Accession #1). Photographs and archival materials associated with the building and the people who worked in the building are also classified as museum collections. Paintings by Neighborhood Youth Corps and National Park Service employees have been donated. Some of these can be seen in offices; others are currently in storage at the curation storage facility in the leased office space, and at the National Park Service’s Western Archeological and Conservation Center in Tucson, Arizona.

**Public Areas**

As visitors enter the lobby, they see a large painting of Stephen Mather, first Director of the National Park Service, by Odon Hullenkremmer. The lobby also has a display of pottery, which was commissioned under the Public Works of Art Project from potters representing the local Indian pueblos of Santa Clara, San Ildefonso, and Cochiti. Used as decorations in the offices for many years, these pots were repaired by a conservator, and now enhance the public entry to the building. Near the entrance door is a 1938 painting of the building by Milton Swatek, an architectural designer. Beneath the painting is a reproduction of one of the original preliminary architectural designs for the building by Cecil Doty, the building's architect. Tin-work chandeliers throughout the building were produced by Civilian Conservation Corps artisans.

The conference room contains a group of 10 paintings and lithographs from the same Public Works of Art Project era by artists Gene Kloss, B. J. O. Nordfeldt, Victor Higgins, and Joseph Fleck. The large conference table and accompanying chairs were built by Civilian
Conservation Corps workers. The smaller table extension was built in the 1950s. Photographs of the building and furnishings under construction that are displayed on the north wall provide glimpses into the past.

The patio contains benches that were fashioned by the Civilian Conservation Corps, based on designs by architect Cecil Doty. Additional tin-work fixtures hanging from the portal also date from this period.

Non-public Areas

The upstairs hallway and offices contain additional paintings and photographs, including a large oil painting of the Grand Canyon by Chris Jorgenson. Wooden and tin furnishings made originally at Bandelier National Monument by the Civilian Conservation Corps are dispersed throughout the building. A Navajo rug in the superintendent's office was purchased from Hubbell Trading Post National Historic Site in 1992 to replace several historic textiles that had become worn due to use.

Museum Storage

Museum collections from the Old Santa Fe Trail Building are currently stored in leased office space, and at the National Park Service's Western Archeological and Conservation Center in Tucson.

In addition to paintings and rugs, the leased office space holds over 100,000 photographs, slides, and documents that describe a National Park Service of a bygone era. These archives document the changes through time, both in architecture and use of the building. For example, when architectural elements have needed removal or replacement, records are kept for future reference. Drawings and plans of the building, along with early writings and documents, have also become a part of the collection. Oral history tapes—some made for the Old Santa Fe Trail Building's Fiftieth "Golden" Anniversary in 1989—provide vignettes of the past. Also in the collection are some recollections that Cecil Doty made on audio tape before his death. Additionally, drawings and plans done by Doty of parks in the Southwest Region, along with paintings donated by National Park Service employees, are included in the collection.

Current Museum Preservation Activities

These activities include (1) monitoring of pests with sticky traps in exhibit areas; (2) monitoring of temperature and relative humidity in exhibit areas through the use of humidity indicators, data-loggers, or hydrothermographs; (3) placing signs near exhibited items to deter visitors from touching them; (4) conducting weekly inspections by a museum curator assigned to the support office; (5) conducting daily inspections by the Old Santa Fe Trail Building facility manager; (6) annual inventorying of museum property; (7) loaning museum collections with documentation; and (8) minimizing of light damage by the use of blinds on windows and UV-filtered lighting fixtures.
Issue

Preservation of the collection depends upon maintaining an environment with low light levels, and temperature and relative humidity showing little fluctuation.

Planned Action

Present conditions will generally continue, but protection from light damage by installing UV-filtered glass on pictures will be increased. Some of the more fragile items will be removed to curatorial storage. New museum cases will be built to preserve and display items such as Navajo textiles and pottery in more suitable conditions. Protection from light will be increased for pictures, and items requiring further protection will be stored safely in climate-controlled storage. If it is determined desirable to place items in offices, these items will be housed in secure museum cases. Some items will be removed from public view, and will not be available for display.

ARCHEOLOGICAL RESOURCE COMPLIANCE

Existing Conditions / Background

Archeological resources within the 8.04-acre tract of land containing the Old Santa Fe Trail Building are not currently well known. Although a small area in size, it has never been surveyed for archeological remains. There is no known evidence of Santa Fe Trail ruts or associated debris within the tract. Cursory inspections at various locations within the parcel do not indicate any evidence of archeological materials other than those related to the building and its grounds. Such evidence, as it pertains to archeology, consists of physical remnants at or below grade that are associated with repair or remodeling of the building, the parking lots, and the entrance road. Features such as road and path borders, wall foundations, and a cattle guard do comprise archeological remains. Other archeological features most likely occur in the vicinity of the building, and would reflect activities associated with its construction. Evidence of trenches, old roads, adobe stockpile and processing areas, and other such construction-related remains undoubtedly lay buried under the current landscape. All such physical remnants of construction and remodeling activities would be considered archeological remains associated with this National Historic Landmark building.

Issue

Because the type and extent of archeological resources is unknown, it is important that any ground-disturbing activities be planned and reviewed well in advance, so as to meet the requirements of Section 106 of the National Historic Preservation Act (NHPA). This will ensure that a plan of action can be devised to either avoid or mitigate impacts to these hidden archeological features.

Planned Action

Exact procedures will be established for complying with NHPA Section 106 early in the process of planning for any projects involving ground disturbance, including identifying a
primary contact person for meeting such compliance. An archeological base map will be maintained to help document any known resources.

The plan will allow for limited testing for buried resources ahead of planned ground disturbance, and will thus keep buried archeological resources intact unless directly threatened by any proposed construction activities.

LANDSCAPE AND SITE

Existing Conditions / Background

The Old Santa Fe Trail Building site is a nationally significant designed historic landscape, with the majority of designed landscape located within the courtyards and immediately around the building and parking areas. Location of the structure, views in and out of the site, design of the structure, hierarchy of the patio spaces, and planting designs within and around the building were integrated and considered together in the initial design and development of the site from 1937 to 1939. The landscape design style used was an extension of the rustic design approach of the National Park Service in the 1930s: On-site Planting Plan 1939.
or locally available materials were used; maintaining harmony with the surrounding landscape was a goal; and strong ties to local architectural traditions and craftsmanship were maintained. Examples of the application of this design approach to the landscape include the layout of the original east parking lot; the use of stone, adobe, and wood in the walls, curbing, and gates; the use of flagstone for patio paving; and the use of hand-crafted furniture and tin light fixtures.

The original design established different planting concepts for different types of areas within the site. A more intensely managed "oasis" planting scheme was designed for the interior patios. In these spaces, non-native ornamental plants were used, and irrigation systems were installed to support them. At exterior entrances and within parking lot islands, groupings of native and naturalized plants were used to complement the architecture and structural elements. Throughout the surrounding landscape of the site, either the native vegetation was retained or naturalistic plantings of native and naturalized plants were reintroduced into areas cleared during construction.

Various changes have occurred around the Old Santa Fe Trail Building site since its original development. Adjacent institutional neighbors have included the Museum of New Mexico's Laboratory of Anthropology, Museum of Indian Arts and Culture, and Museum of International Folk Art; Wheelwright Museum; School of American Research; Spanish Colonial Arts Society Museum; the Immaculate Heart of Mary Seminary and Carmelite Convent; and St. John's College. Because of the neighbors' relatively large and undeveloped acreages, the area has retained a high degree of open space and naturalness. Residential housing that has been developed in recent years has been marked by relatively large, single-lot homes. For the most part, the National Park Service building and other institutions in the area are occupied only during the daytime, thereby enhancing quiet and solitude for adjacent residential neighbors. Infrequent on-site special events, sometimes in the evening, may contribute to street parking when parking areas within the site are full. Relations with virtually all neighbors have been cordial and respectful.

Some area residents frequently use National Park Service property and informal social trails to reach Arroyo de los Chaminos, whose broad drainage course runs through the east side of the site, for walking by themselves and with their dogs. Others drive to the site and park for the same purposes. There has been an increase in employee reports of drivers speeding or making unsafe turns at the site. Some owners have been observed letting their pets run loose in violation of local and federal codes. The National Park Service has allowed trail access to occur, but has not promoted it. The National Park Service has provided a solid waste dumpster, larger than its own needs, to help reduce illegal trash dumping in the area, especially in the arroyo.

Although the overall integrity of the historic landscape has been retained, a number of modifications have been made since original construction in order to accommodate on-going functional needs and esthetic preferences. The northeast and west asphalt parking areas have been added; the original greenhouse has been removed and replaced by a smaller one; access for people with mobility impairments has been improved with the addition of ramps; the entrance sign has been modified; various ornamental plants have been added in the main patio; and the design of some of the patios has been modified. Characteristic of the region, the overall density of piñon-juniper growth has increased, resulting in fewer open views into and out of the site. In 1988, a number of trees were removed from the north side of the building to open up the view of the building's main front facade, consistent with original design intent.
Historic Design Integrity

Issue

Since the 1930s designs were completed, several areas have lost integrity, and incompatible elements have been added. For example, historic features characteristic of the original parking lot include stone curbing, the use of asphalt paving, and a curvilinear design. The extension to the east parking lot followed these design characteristics, while the west lot, added later, did not. (See Site Plan.) Integrity-reducing changes to original elements include the removal of the original brick water channels in the main patio, and modification of the design of the conference room patio. In addition, several small-scale features (for example, the main-patio fish-pond pump and filter, and historic wooden gates) are in fair or poor condition.
Planned Action

A Cultural Landscape Report (CLR) will be completed. CLR treatment recommendations will flow from the decision regarding the overall treatment approach. Because specific decisions about what to rehabilitate and what to restore require detailed analyses of historically significant (contributing) landscape elements, a CLR needs to be completed. Using work already completed as a base, the CLR will graphically identify all contributing landscape characteristics, and, in coordination with other management requirements, will determine specific rehabilitation and restoration guidelines for landscape elements throughout the site.

Existing landscape integrity will be retained through rehabilitation (e.g., various repair and maintenance activities revolving around vegetation and landscape features) and, based on CLR guidelines, through partial restoration (e.g., would return certain areas to the original circa-1937 design intent). For example, the conference room patio might be identified as one area to restore to the original design because original drawings are available, while there would be more flexibility within the main patio regarding specific plant species used and the design within planting beds. The CLR is needed to determine if other elements—the brick irrigation water channels in the main patio, for example—would also be restored under this alternative.

A balanced and rehabilitation and restoration approach will allow a certain amount of flexibility for accommodating contemporary uses, while the most significant historic elements will be preserved. Restoration will occur only in areas where sufficient historic information is available for accurate restoration work.

Vegetation and Planting Designs

Issue

Within the patios, there have been a number of changes in both the selection of plant species and their overall density as ornamental plantings. Many of the patios have lost the majority of their historic plantings and now contain only a single tree or shrub. Additional ornamental plants have recently been added to the main patio. The issue of irrigation and water use is addressed in Issue 6 below, and in the "Utility Systems" section.

Historically, exterior building entry areas were enhanced by informally planted masses of both native and naturalized plants to enhance the attractiveness and visual focus of the entrances. The masses were characterized by a layering of ground-story vegetation (grasses and forbs); mid-story vegetation (shrubs); and trees (primarily piñon and juniper). Layering of plantings no longer exists in the vicinity of the main entry or around any of the other entrances to the building.

The masses of native plants at the entrances and other locations were historically contrasted with open areas of native grasses and perennials within the landscape surrounding the building. These open areas, which provided views of the building from the street, may have been part of the original design. Over the years, there has been a gradual loss of the landscape’s esthetic character, as it was originally designed, resulting from a natural in-filling of trees such as piñon and juniper and the loss of shrubs such as chamisa. In-filling has also increased the overall fuel load within the site (see Issue 4, below, and "Structural Fire Protection and Safety" section).
Planned Action

Rehabilitation and restoration efforts will be made. Where specific information is available on the initial design intent and where the original historic design is compatible with current use, important vegetation patterns and planting designs would be restored. Other areas for which the original designs are not available, or where current use (e.g., access for people with mobility impairments) would not be compatible with restoration of the historic design, would be maintained and/or rehabilitated. For example, some thinning of piñon and juniper throughout the surrounding landscape would occur, but not enough to return it to a late 1930s/early 1940s appearance. Layered plantings would be reestablished at the front entrance, and accessibility would be accommodated as needed and feasible. Restorations will not be attempted without accurate information, so as to avoid the potential of presenting planting designs as being historic when in fact they may represent a design that was not originally intended or never existed. This action will allow for some minor modifications to planting designs to accommodate current use, while keeping the overall layout, densities, and plant types consistent with the concepts used in the initial design.

Vehicle Circulation and Signs

Issue

Problems with internal circulation (for example, visitors cutting into the northeast parking lot without following the one-way route) may relate to the need for additional signs, markings, or enforcement measures. The existing circulation system and parking configurations limit maneuverability for large vehicles. Large trucks cannot safely maneuver for delivery purposes, requiring that deliveries be directed only to the National Park Service-leased office, where adequate facilities are available. Infrequent tour buses have less difficulty in safely maneuvering at the site, but any substantive increases could result in damage to historic curbing, walls, planting beds, and private vehicles. There is adequate parking capacity for visitors and current staff. Repaved in 1998, the parking and circulation roads warrant an asphalt seal surface for long-term protection.

Planned Action

Rehabilitation and Restoration Balance: Internal circulation will be improved, with the minimal addition of signs, pavement markings, and enforcement measures. The historic design integrity of the original parking areas will be maintained. No large delivery trucks will be permitted unless under special supervision. If any additional signs are needed, sign size, design, colors, and materials will be consistent and compatible with historic designs and materials (e.g., routed wood) to be identified in the Cultural Landscapes Report. Some flexibility in design and materials will be allowed if critical for the legibility and effectiveness of the sign. Paved areas will be treated with an asphalt seal. This action will involve minimal changes, and will help to preserve design integrity.
Wildland Fire

Issue

The gradual increase in density of vegetation throughout the site—especially the increase in piñon and juniper—has increased the fuel load and increased the likelihood of a fire on the site doing damage to persons or property (see "Structural Fire Protection" section, p. 42). Neighboring properties also pose a potential wildland fire risk, due to increased fuel loads. Fuel reduction efforts (i.e., removal of trees and shrubs) may or may not be compatible with retaining historic landscape integrity.

Planned Action

Rehabilitation and Restoration Balance: The thinning of trees and shrubs within the surrounding landscape and directly around the building will balance the reduction of fire hazard and maintenance of the historic character of the cultural landscape. For example, groups of plants close to the building will be retained at entrances to maintain the historic entrance design, while being thinned in less significant places. This action will balance the preservation of historic character and the serving of present-day fire safety needs.

Recreational Use of Grounds

Issue

Motorized and non-motorized recreational use of the Old Santa Fe Trail Building site is occurring during workdays, after business hours, and on weekends. Those using the site to reach Arroyo de los Chamisos for walking or exercising their dogs are gradually wearing a number of trails into the area bordered by the Old Santa Fe Trail (city street), the northeast parking area, and the arroyo.

National Park Service personnel have planted trees in a few locations to help control site access and minimize additional trail proliferation and soil erosion, but these measures have met with limited success. Motorcycles, which are not allowed beyond driveways and parking areas, have been observed being driven across the landscape to and from the arroyo. Bicyclists are also beginning to cross the site, with a resultant loss of plant cover and soil.

People with dogs have been observed letting them off leashes on National Park Service property, contrary to local leash laws and federal regulations. Employees have felt threatened. At times, dog feces litter the parking
area and trails. Although the National Park Service has allowed recreational walking, it has
directed bicyclists to confine themselves to the parking area and the arroyo bottom, where
soil and plant damage is relatively slight. The National Park Service property boundary is
largely unfenced, but boundary markers were recently installed to clarify ownership. Some
recreationists, when approached by National Park Service personnel about unacceptable
behavior, have stated, mistakenly, that government property is theirs with which to do as
they please. Empty beer cans and broken bottles stemming from after-hours public use have
been occasionally found in the parking area, which is presently ungated.

The National Park Service has coordinated with the adjacent Museum of New Mexico on the
interpretation of historic Santa Fe Trail ruts on museum property, has recently provided input
to the museum’s master plan, and is interested in appropriate foot and bicycle trail
connections for visitor access between properties. The opening of the non-profit Spanish
Colonial Arts Society museum (on former School of American Research property) will soon
provide additional visitor opportunities on adjacent lands. Arroyo de los Chamisos, the major
drainage that runs through the Old Santa Fe Trail Building site, serves as an informal sandy
trail connecting a number of properties in the area. The City of Santa Fe proposes more
formal trail development along the arroyo as part of the city trails system, with the potential
for an increase in public recreational use of the Old Santa Fe Trail Building site.

Planned Action

Rehabilitation Emphasis: Outdoor recreation use by walkers will be permitted to continue,
but specific trails and trailheads will be delineated, managed, and maintained; and others
will be closed and rehabilitated, primarily by a volunteer cadre composed of trail users and
National Park Service employees (because operating funds, unless increased, cannot be
substantively diverted from the basic administration and preservation purposes of the
building and site). Use of the site will not be promoted, so as to minimize use and possible
conflicts with the primary purposes of the Old Santa Fe Trail Building. Connections to the
city trail system and Museum of New Mexico and Spanish Colonial Arts Museum properties
will be pursued. The National Park Service will negotiate with and grant the city a special-
use permit to allow extension of the paved arroyo trail across national park lands.

The National Park Service will fence, using appropriate materials, the unprotected boundary
along Old Santa Fe Trail (the city street) to better control access. Enforcement measures
will be implemented (see “Site and Employee Security: section, p. 41), as will user education
efforts to help manage and control outdoor recreation use. Off-road vehicles and
motorcycles will not be permitted, except in parking areas and driveways. Bicycles will be
restricted to parking areas, designated future trail connections with museum lands, the
arroyo bottom, and the proposed future city trail along the arroyo. Unless future security and
resource protection needs warranted it, an entrance gate to prevent after-hours vehicle
access would not be emplaced. However, at a minimum, the southeast parking area, where
government vehicles are parked, will be secured with a gate.

This planned action will allow for basic outdoor recreation use by walkers following defined
and maintained trails, which will minimize plant and soil loss. Use will be monitored, and if
levels rise high enough so that parking capacity for employees and visitors to the building
is being displaced by trail users, or if trail maintenance and management demands cannot
mitigate user impacts, such use will be eliminated. Additional enforcement costs to protect
resources, visitors, and employees will ensue, but can be mitigated if user education efforts
are successful. Volunteers will be relied upon to maintain trails and help to manage use.
Irrigation

Issue

Existing ornamental plantings—for example, those in the main patio—may be using more water than is consistent with water conservation principles.

Planned Action

Existing water use will continue in the main patio, but minimal irrigation will be used in the other patios, and no irrigation will be used within the surrounding landscape. The Cultural Landscape Report may indicate the need for minor revisions to the existing pattern of irrigation.

1939 view from north, showing the front elevation immediately after construction and before re-vegetation.
WATER CONSERVATION AND DELIVERY

Existing Conditions / Background

During construction of the Old Santa Fe Trail Building in 1937-1939, a temporary well served as the water supply; since then, water has been provided by the City of Santa Fe. The water supply enters the site approximately 50 feet west of the entrance drive and enters the building at the east basement. Plumbing equipment and fixtures in the building are limited to a hot-water recirculating pump, a single water heater, water coolers, service sink, lavatories, water closets, urinals in the east and west restroom locations, and hose bibs. The hot and cold water piping are distributed using the pipe tunnel. Water usage averages about 50,000 gallons per month, at a cost of $273 per month in 2000. In 1991, the Regional Director accepted an offer by the Santa Fe Garden Club to re-landscape the main patio. It did not result in any appreciable increase in water use as compared with historic use. Sprinkler irrigation, although utilized only seasonally, is undertaken in the central and south patios. Some hot and cold water piping has been replaced at the north side of the building. Original sewer lines were terra cotta clay pipe. In 1984, the General Services Administration (GSA) replaced them with a cast iron ductile pipe system, which is in good condition.

Issue

Water conservation during drought years and deterioration of the original supply and drain piping are the principal concerns. Irrigation of the main patio plants, which typify the more formal hacienda gardens of the past, and are not drought-tolerant species, is one of the primary sources of water use. The restroom fixtures use at least 50 percent of the water, and not all fixtures have water-conservation features. The 1991 sprinkler system has been re-done, but some spray strikes wood members, contributing to deterioration. The National Park Service has begun some water-conservation mitigation, by setting timers on sprinkler systems and replacing some sprinklers with drip irrigation. Some water pipes may be
approaching their expected life span. During emergency repair work, substantial corrosion of black iron water lines was visible. The aging 4-inch cast iron water main to the building needs replacement. An estimated one-third of the \( \frac{1}{2} \)-inch to 1-inch water distribution lines need replacement due to failing original 1938 black iron pipe and incompatible galvanized union fittings placed on copper and steel pipes during the GSA period. There is no water-based or other suppression system.

**Planned Action**

Water systems and fixtures will be evaluated and changed to increase water conservation. A drip irrigation system will be installed in the main patio, and some existing plantings will be replaced with more drought-tolerant species, still in character with the patio (see "Landscape and Site" section, p. 25). Restroom fixtures will be replaced with more efficient units. The entire water line system will be evaluated in terms of condition, expected longevity, adequacy, and code compliance. All of the 1938 water lines and other failing lines will be replaced at one time, as part of a comprehensive rehabilitation of all utility systems. This effort will be coordinated with any additional water requirements stemming from structural fire protection plans (see "Structural Fire Protection and Safety" section, p. 42).

Providing drip irrigation to each plant is a much more efficient system than spraying water throughout a planting bed. Many plant species exist that would maintain the character of the historic patio, but also require less water (see "Landscape/Site" section, p. 25). The vintage 1938 water lines are failing and need replacement. Anticipating this through proactive replacement is preferable to responding to emergencies as they occur, and diverting staff from scheduled preservation maintenance. As part of a complete utility system overhaul, utilities can be better integrated for efficiency, resulting in less disturbance to the building than piecemeal projects.

**HEATING**

**Existing Conditions / Background**

The Old Santa Fe Trail Building heating system is a hot-water system with boilers in the basement and fan coil units in most offices. There are two Burnham model 4F-78-40 natural gas units, which were installed in June 1980. The original radiators were also replaced by the existing fan coil units as part of the same 1980 contract. They were designed so that employees could control only the fan setting at low, medium, or high. The only electrical on-and-off switch is in the unit and accessible by service personnel when maintaining the units. Each unit has a thermostat control, which is also not accessible to employees.

The system has five zones, and its own distribution pump and runs: zone 1 for the second floor; zone 2 for the north wing; zone 3 for the west wing; zone 4 for the south wing; and zone 5 for the east wing. All zones share the same return line to the boiler; the system is not capable of running a zone separately. The system is somewhat efficient for heating the 24,000-square-foot structure, except for minor problems, such as in spring and fall, when the outside thermostat detects a warmer-than-usual temperature. There are some system leaks at individual radiator runs. The system will be 20 years old in the year 2000, including the main distribution lines, which have previously been replaced. The repair of runs since 1997 has indicated that the original steel piping has major corrosion.
The heating distribution system for the majority of the building is through the pipe tunnel system. The tunnel (3 feet by 4 feet) encircles the main patio area. The heating lines are comprised of a 2-inch supply and 3-inch return. These lines are the only ones believed to contain asbestos insulation. The tunnel's north wing has no heating lines; this heating line section was installed on the north exterior of the building. It is the original 1938 construction. The boilers and the north wing exterior lines were replaced in the early 1980s with fiberglass lines. (See also "Windows / Doors" sections, pp. 20-21.)

**Work Environment**

**Issue**

The existing heating system needs improvement in terms of safer electrical controls, flexibility, and capability to provide employee comfort. Where offices have become partitioned, the heating system, designed for an unobstructed space, cannot distribute heat evenly to several divided work stations. The ability of each individual to control the temperature in his or her own space is minimal. Major leaks from corrosion have recently occurred in the main heating pipe system. The gas lines are reaching their life expectancy.

**Planned Action**

On an interim basis, existing fan coil units will have thermostat and fan controls upgraded. As funds allow, the basement heating system will be supplanted by new boilers, which will be placed in the service building. The concrete office floors will be removed and radiant floor heating installed in new slabs as part of a phased and comprehensive utility system rehabilitation. In locations where floors are wood or flagstone, or are located above basement areas, radiant heat wall units will be installed. New distribution lines will be placed in an enclosed concrete utility tunnel to encircle the building and bypass facility lines.

This planned action solves three problems at once: It provides even heating of partitioned spaces; it bypasses the aging pipe system; and it affords the opportunity to install numerous conduit, raceway, and other channels to carry other systems within the slabs. This approach allows preparation for future change, and involves removing less significant historic fabric. As part of a complete utility system overhaul, utilities can be better integrated for efficiency, resulting in less disturbance to the building than piecemeal projects.

**Asbestos Hazard**

**Issue**

During a rodent-exclusion survey (September 1998), it was noted that there was degraded asbestos (scientifically known as "amosite"—a brown asbestos with brittle fibers, which bonds well with plastics, and is used as a heating insulation material) on the heating system piping throughout the basement and pipe tunnel system. Some of this insulation was falling down, and appeared to be friable, with fibers small enough to enter the lower levels of the human respiratory tract. Friable asbestos poses a health risk to maintenance or contracted repair personnel who have to work in this area to repair or replace utility lines. Chronic exposure to friable asbestos can result in occupational lung diseases such as asbestosis and mesothelioma (asbestos lung cancer).
Planned Action

The piping will be removed and replaced with the asbestos intact. This will usually be done in 6-foot sections, using wet methods to eliminate airborne fibers. The pipe sections will be wrapped in 6-mil plastic and be labeled "Asbestos Waste," and they will be hauled to a sanitary landfill for disposal. Containment barriers will be needed; worker protection will be required; and wet removal will be required.

Replacement will eliminate the asbestos source and the need for special operations and a maintenance program.

COOLING AND WORK ENVIRONMENT

Existing Conditions / Background

The Old Santa Fe Trail Building does not have central cooling or air conditioning. Modern office equipment (e.g., computers, monitors, printers, fax machines) now generates more heat. The second floor and offices on the south side can become especially uncomfortable for employees. Office room temperatures have been measured at 85 degrees during summer days, with windows and doors open. A swamp cooler was installed on the roof of the second floor in 1992. Fans and a portable swamp cooler are used by employees in various parts of the building. A few ceiling fans were installed in the 1980s as well. Windows and doors are opened or closed to trap cooler air in the morning or to permit cooling breezes. Telephone and computer equipment rooms are cooled by individual air conditioner units.

Issue

Cooling has been partly successful, due to the ability of employees to open windows or doors. Some parts of the building are prone to excessive heat buildup, and others, relatively comfortable until recent years, are now experiencing more heat build-up and retention with added computer and communications equipment. Ceiling fans, personal fans, and portable swamp coolers are not uniformly available. Ceiling fans are not historically compatible. Pests and rodents enter the building through open doors and windows, forming hazards to health and to historic collections.

Planned Action

In concert with the comprehensive rehabilitation of the utility systems, the existing fan coil units will be retained and adapted to circulate cold water for cooling purposes. A chiller unit will be installed in a screened location behind the building. Window screens will be provided and maintained, and, where appropriate, screen doors will be provided to permit natural airflow and cooling.

This planned action provides for the reasonable comfort of employees at minimum cost, while favoring the intended environmental operating characteristics of the building. The chilled water system will help to alleviate the most uncomfortable days of summer, but it will not be intended to provide optimal cooling capacity. Windows and doors will still be used for cooling. The chiller unit will be visually screened at a minimum, and will be insulated to
reduce mechanical noise. As part of a complete utility system overhaul, utilities can be better integrated for efficiency, resulting in less disturbance to the building than piecemeal projects.

ELECTRICAL SAFETY AND CAPACITY

Existing Conditions / Background

The electrical system in the Old Santa Fe Trail Building consists primarily of original components dating from 1938. The service entrance is underground, with a large metal cabinet containing the meters surface-mounted on the exterior wall in the conference room patio, under the portal. The main circuit breaker panel and one sub-panel are located under the stairs to the second floor. The other three distribution panels are located in the closets in the Maier conference room (Room 108) and Rooms 109 and 127. (See Floor Plan, with room numbers, p. 8.) All original circuits are distributed in conduit. Past alterations to the electrical distribution system include raceway channels or exposed bundles of wires surface-mounted on interior walls, and ceiling decks in some locations. The number of electrical outlets is based on 1930s notions of electrical needs. As-built drawings of the electrical system were produced on contract in 1993.

Issue

The existing electrical system is a safety hazard (see "Structural Fire Protection and Safety" section, p. 42), and does not comply with the National Electric Code (NEC). The electrical needs of 21st-century office equipment cannot be safely provided by existing outlet capacity. Telephone and network computer systems need more voltage than the electrical distribution system can provide, and additional circuits are needed for power-surge protection. The surface-mounted wire-mold or bundles or wiring now existing in some locations (circa 1960s and 1970s) are visually intrusive, but produce minimal disturbance to historic fabric.

Critically unsafe electrical components will be upgraded in the short term. Wiring will be channeled into walls in the lobby, Maier conference room, and other sensitive architectural spaces. Continued use and expansion of surface-mounted wire conduit will continue until such time as the comprehensive upgrade of utility systems by replacing concrete floors is undertaken. At that time, floor conduit will be provided to help remove intrusive wall conduit and permit future expansion without costly, damaging, and pervasive wall channeling or mounting.

Planned Action

The National Park Service is obligated to provide a safe work environment for its employees and for visitors. Interim electrical system rehabilitation will be undertaken as soon as funds are available. The complete upgrade through replacement of existing concrete floors and the addition of modern floor conduit will be coordinated with the upgrading of other deficient utility systems. This rehabilitation effort will bring the building current with state-of-the-art technology, which would sustain the building's productive capacity well into the 21st century. As part of a complete utility system overhaul, utilities can be better integrated for efficiency, resulting in less disturbance to the building over the long term.
TELEPHONE AND DATA SYSTEMS

Existing Conditions / Background

The Old Santa Fe Trail Building was built before the period of high-tech office equipment, such as telecommunication and network/computer systems; much of the infrastructure is thus inadequate for meeting the telecommunications and network needs of employees. The existing telephone and network systems equipment have been placed in spaces that do not provide for minimum levels of environmental control and protection.

In 1990, the telephone and computer wiring were replaced, but they both run through the pipe tunnel system without conduit or protection from rodents and environmental problems (such as moisture and dust). The cabling standard at that time was Category Level 3 wiring for telephone and networks. Category Level 3 wiring is no longer adequate for the operation of current network systems. Current cabling is no longer adequate for basic computer operations. Original telephone and computer network wiring remain in place, and occupy space that could be used to install new cabling. Much of the existing network and telephone cabling is damaged, due to the detachment from wall jacks and surface-mounted base molding.

Environmental Controls

Issue

There is a need to adequately cool computer network equipment and to protect computer and telecommunications equipment from dust and moisture.

Planned Action

The basement will be used to develop adequate environmentally controlled space for the equipment when current basement uses cease to be necessary with other planned actions. The potential adoption of wireless technology could reduce the environmentally controlled space requirements.

Cable Control

Issue

The existing cabling is inadequate for modern telecommunication and network demands, and much of the existing cable has been damaged due to detached jacks and molding. Exposed wiring is subject to pest damage. The continued use of the building for office functions depends on increasing telephone and computer capacity.

Planned Action

The use of wireless technology will be considered so as to reduce impacts to the historic building, and to reduce wire maintenance and future replacement demands. If infeasible, then the telephone and network systems will be rewired, and existing wiring will be removed as part of a comprehensive rehabilitation of all utility systems, including provision of new wire
conduit in concrete floors, and, where appropriate, in walls. New wiring will be placed in protective conduit to protect it from rodents and environmental problems in the present pipe tunnel system.

LIGHTING SAFETY AND WORK ENVIRONMENT

Existing Conditions / Background

Interior light fixtures originally consisted of incandescent ceiling-mounted pendant fixtures (hanging below ceiling structure) throughout the building. These ranged from hand-made, punched tin fixtures with multiple lamps (bulbs) to glass globes with a single lamp. Almost all of the hand-made tin fixtures have been preserved in place, while all but two of the more utilitarian globes have been replaced. Lighting outside the building is limited to doorways and portales, with the sign and entry at the Old Santa Fe Trail (city street), roads, and parking areas unlighted.

Original fixture at left and one type of fluorescent at right.

The addition of fluorescent lighting began around 1965. Fluorescent lamps did not become available until about 1940. Heralded as more efficient and longer lasting, the "new" type of lighting also had a higher initial cost and a different quality and color of light. The 4-foot-long, box-like shape of the fixtures installed directly on the ceiling decks in the building were a major departure from the original pendant lighting scheme. As the technology of fluorescent fixtures changed, newer models were added in some sections of the building. Paracube cell fluorescent and parabolic deep-cell fluorescent have been installed along with the earlier diffusion lensed fixtures.
A ceiling plan showing existing lighting was prepared in 1987. It showed both 1-foot and 4-foot fluorescents, either surface mounted or pendant. In 1988, as-built drawings of the building systems were prepared. They showed fluorescent fixtures mounted on wood ceilings and on a dropped, grid ceiling, as well as some incandescents operated by pull chains. In 1992, a lighting-design consultant produced a plan with lighting recommendations specifically for the lobby, information area, Maier conference room (Room 108) and the east hall, but the recommendations were not implemented.

Exterior lighting consists of original ornate tin fixtures that are ceiling mounted or wall mounted at entry doors and under portales, plus spot-lights for employee safety and security at night that were surface mounted on parapets in several locations during the 1970s. During this period, conduit was surface mounted over parapets and on the roof in some locations. In 1991, an exterior lighting design proposed numerous wooden pole lights at 15-foot heights and photo-electric bollards at a 3-foot height dispersed along the roads and parking areas. The plan also included recessed up-lighting along the north elevation, but was not implemented.

**Issue**

There is a lack of consistency in the types of interior lighting fixtures throughout the building. During the years when original features were not necessarily valued the original glass globes were replaced randomly, without consistency, comprehensive design, or consideration of the effects on the historic structure. Some existing fluorescent fixtures are inefficient; others adversely affect the character-defining ceilings; still others contain health-hazardous PCBs, which have leaked into work areas. Contract engineers who evaluated the lighting system in 1989 stated that the number of fluorescent fixtures in the building may be excessive, providing light levels beyond recognized standards. There are also concerns about energy efficiency, economy, longevity, ease of maintenance, eyestrain associated with computer monitor use and overhead glare, and damaging effects of light on historic furnishings and collections. The automobile entry is not lighted except by adjacent street-lights. There is almost no lighting in the parking areas, jeopardizing the safety of those employees leaving or arriving at the building after dark. The spotlights are non-historic, provide minimal protection, and are an annoyance to neighbors.

**Planned Action**

Interior lighting will be changed based upon a comprehensive approach, and an optimal exterior lighting system will be selected. A lighting design concept will be determined, and general guidelines for compatible lighting system types for public spaces and for offices will be prepared. Lighting will be improved, and, at the same time, energy will be saved by matching lighting with particular tasks, because the eye can see well under lower amounts of light if it is spectrally balanced and well positioned. A range of appropriate interior fixture types will be determined, including consistent, appropriate task-lighting alternatives. Existing light levels will be evaluated in relation to industry-set standards for different types of uses and activities. Alternative fixtures will be recommended to replace fluorescents now present in any primary spaces. Based upon comparison of efficacy, cost, and impact, a low-key exterior lighting scheme will be selected that will balance concerns about safety, security, energy conservation, future maintenance, visual character, light pollution, and the surrounding area.
MUSEUM COLLECTIONS SECURITY

Existing Conditions / Background

The Old Santa Fe Trail Building collection consists of American Indian pottery, paintings, and historic CCC-made furniture; many of these items are on display throughout the building. The pots are displayed in a large, glass-fronted cabinet in the main lobby, and in the second-floor hallway. The paintings are displayed throughout the building. Consequently, these objects are accessible to the visiting public during business hours. The historic furniture is housed in the conference room and offices, and is not readily accessible to the public. The lobby receptionist and alarm systems help to deter theft.

Issue

The safety and protection of the collections are of major concern and require improvements in both technological and human deterrence systems. (For security reasons, the full elaboration of related issues is addressed in a separate evaluation that is confidential.)

Planned Action

The lobby receptionist position will be augmented by or converted to that of a federal security guard, who will be able to enforce the Code of Federal Regulations and be responsible for all security systems on site (see "Site and Employee Security" section, p. 41). Professional museum cabinetry will be provided to display the pottery.

The capability to deter inappropriate activity through the presence of a federal security guard will be highly beneficial. Public display of the pottery and paintings adds value to a visit to this historic building. Providing adequate protection of the collection from damage and theft will ensure its safety and enjoyment by visitors.

SITE AND EMPLOYEE SECURITY

Existing Conditions / Background

The Old Santa Fe Trail Building is within the incorporated City of Santa Fe. Although it does not have enabling legislation, the building and the 8.04 acres upon which it is situated are being managed similarly to a unit of the National Park System. The National Park Service maintains proprietary (limited) jurisdiction over the building, similar to the rights held by any landowner, and is able to enforce Title 36, Code of Federal Regulations (CFR). This section of the CFR covers petty offenses that are punishable by a collateral fine provided by law and/or imprisonment not to exceed 6 months, or both. The Santa Fe Police Department has the primary authority and jurisdiction to enforce laws at the Old Santa Fe Trail Building, and has thus been a primary responder to incidents at the building.

The Old Santa Fe Trail Building is currently protected by employees dialing 911 for the Santa Fe city police, or contacting the National Park Service visitor and resource protection staff, assuming that they are available. An existing alarm system is equipped with motion detectors to protect government property after working hours. Collections have additional
alarm systems. A contracted security service provides limited after-hours inspections. Two offices are also equipped with panic buttons, which are used to alert the National Park Service protection staff.

**Issue**

Of primary concern is the potential for theft of government property and the protection of employees from outside threats without undue restriction of their daily interaction with the public and business contacts. The latter entails protection from suspicious or disruptive individuals, roaming dogs, and unsafe drivers. National Park Service protection staff actually perform law enforcement duties unrelated to the building and frequently travel so that they cannot always respond to incidents.

**Planned Action**

Offices that receive a significant amount of non-employee traffic will have panic buttons installed. Offices such as the personnel office, reception desk, mail-room, and maintenance offices have a threat level that is higher than anywhere else in the building. A full-time federal security guard, capable of enforcing the Code of Federal Regulations, will patrol the site during working hours and assume responsibility for all security systems (see "Museum Collections Security" section, p. 41). The National Park Service will contract with a security company to provide a state-of-the-art alarm and surveillance system for the entire office complex. Existing motion-detection systems will be upgraded for greater reliability.

This action is the least restrictive to employees, and yet provides adequate levels of protection, including law enforcement capability, for the employees and building and grounds components most exposed to outside threats.

**STRUCTURAL FIRE PROTECTION AND SAFETY**

**Existing Conditions / Background**

The building is a culturally significant, massive adobe structure with moderate internal modifications made over the years as staffing and mission changes have occurred. Due to its age and modifications, the building does not comply with portions of national fire codes. As a National Historic Landmark, there is some degree of flexibility permitted in addressing the codes so that historic preservation needs may be balanced with human safety needs.

The culturally important artworks, historic furnishings, and significant wooden architectural features that the building contains are all susceptible to smoke, water, and fire damage. Although many of these items might be replaceable "in kind," damage to the structure or its historic contents would represent the irreplaceable loss of cultural fabric.

Employee workspaces are crowded with the electrical equipment required to support a modern office, as well as with personal convenience items such as coffee pots, hot plates, radios, and electric heaters. The electrical system was never envisioned to support this level of draw in terms of both amperage and outlets. Most offices have numerous lead cords and outlet splitting devices, which are tripping hazards as well as fire safety hazards. Old
electrical circuit panels and some original wires with woven insulation contribute to the fire threat.

Due to the fact that the building is primarily constructed of adobe, many employees mistakenly believe that it is invulnerable to fire. Although fire-resistant in many respects, the building has extensive exposed wood members that would ignite easily and allow for rapid fire spread throughout the structure. The utility tunnels, unprotected conduit raceways, and lack of appropriate fire stops would enhance rapid spread of any ignition.

The above-mentioned conditions pose a serious threat to the safety of responding firefighters, and represent unusually difficult suppression problems. There is also a significant, and unnatural, external fuel load, containing 1-hour, 10-hour, and 100-hour fuel classes, which are continuous vertically and horizontally. If an ignition were to occur, this condition would result in a rapidly spreading wildland fire, which would inject significant amounts of thermal energy into the building, and which would be difficult to suppress. (See "Landscape and Site" section, p. 25.)

The building's electrical system is inadequate for the needs of a contemporary office facility, and is not in compliance with current national electrical codes (see "Electrical" section, p. 37). Employees routinely "expand" the system with splitters and lead cords to supply office equipment and personal appliances. This significantly increases the likelihood of an electrical fire.

Due to the low number of employees working on the second floor and in the basements, and the short route to outside exit doors, the fire code does not require additional emergency egress routes beyond the existing stairs.

**Issue**

The open eaves, beams, and canales are susceptible to sparks and embers, in the event that either a structural or wildland ignition occurs. Fire would spread rapidly through these elements, and would be extremely difficult to suppress. Suppression efforts would require extensive damage to the historic fabric of the building, and would be highly dangerous to responding fire-fighters. There would be considerable loss of historic furnishings. The building was not originally built with an automated fire suppression system. Commonly used systems today pose significant threats to the historic integrity of the building. Existing raceways and utility tunnels lack fire-stops, and would accelerate the spread of fire regardless of ignition source.

**Planned Action**

An automated mist fire suppression system, designed for minimal visual intrusion, will be installed throughout the building; it will be capable of containing ignitions in a localized area, and suppressing them with minimal damage to the structure and its contents. The system will be installed as part of a comprehensive rehabilitation of all utilities (see "Water Conservation and Delivery" section, p. 33). Fire stops will be added in tunnels and raceways. The probability of catastrophic loss of the cultural fabric, as well as the modern contents of the building, would be virtually eliminated.
EMERGENCY EGRESS

Existing Conditions / Background

Doors were constructed of pine, and the majority open inward. In public buildings, primary access and egress doors should open outward to facilitate exiting during fire or other disasters. Most of the hardware is a mortise lock system that either operates with a split or solid spindle as an opening mechanism. A split spindle enables opening of the door from the inside after it is locked; a solid spindle does not. Life safety codes are not being met.

Issue

Doors were constructed of pine, and the majority open inward. In public buildings, designated emergency exit access doors should open outward to facilitate safe exiting during fire or other disasters. Life safety codes are not being met.

Planned Action

Emergency exit doors will be re-hung to open outward. Such a change will not pose an adverse effect on the historic structure or fabric.

PEST MANAGEMENT

Existing Conditions / Background

The Integrated Pest Management program utilized by the National Park Service is designed to reduce various types of risks. By coordinating the use of pest and environmental information with available pest-management methods, it strives to prevent unacceptable levels of pest damage by the most economical means. The goal is to find the solution that poses the fewest possible hazards to people, property, and the environment.

Issue

There are many pest management concerns relating to the Old Santa Fe Trail Building and its grounds. The Integrated Pest Management Plan that was prepared earlier addresses cultural resource collections. Food is contaminated by mouse urine and feces. Disease is spread by mice and rock squirrels. Insulation is damaged by mice and rock squirrels. Fire hazards are created by mice chewing on electrical wiring insulation. Structural problems are caused by decay fungi, and damage to structural wood members is caused by other wood-destroying elements.

Outdoors, the principal concern is periodic population outbreaks of piñon scale (Matsucoccus acaleyptus). When populations are heavy, they may kill small piñon trees and/or weaken larger trees and predispose them to attack by bark beetles, which can kill the trees.
Planned Action

Integrated Pest Management practices will continue to be implemented, using available staff. The maintenance staff will monitor the bases of the most important piñon trees. When cottony egg masses are observed, they will be dislodged from the tree trunks with a strong stream of water from a garden hose. The masses will then be raked up and destroyed. Monitoring will also help to determine if insecticides will be needed. Low-toxicity oils might be helpful as dormant sprays before bud break. Non-toxic insecticidal soap will be useful against the crawlers when they first hatch in the spring. To prevent future entry by structural pests, measures could be taken such as monitoring with sticky traps; repairing and maintaining window screens; screening drains and utility chases; replacing worn thresholds, door sweeps, and weather stripping; caulking cracks; and emphasizing the need to properly store food and keep doors closed as much as possible. During summer, seasonal wood screen doors will be provided as appropriate, to allow much needed summer ventilation or until such time as the proposed cooling system is operational, allowing doors to remain closed.

INTERPRETATION

Existing Conditions / Background

Primary Themes

The following interpretive themes, based on the significant historical values of the Old Santa Fe Trail Building, are not adequately addressed in the current minimal interpretive program.

The building, furnishings, collections, and grounds of the Old Santa Fe Trail Building National Historic Landmark represent a convergence during the 1930s of the National Park Service focus on "rustic architecture" in its construction program; the "romantic" Spanish-Pueblo-Revival architectural movement in Santa Fe, and accompanying interest in American Indian and Hispanic crafts and design; and federal government New Deal programs such as the Civilian Conservation Corps and the Public Works Administration. The respect for America's natural and cultural heritage represented in the construction of this building has continued over the years to guide the employees who worked here in carrying out the conservation and recreation programs of the National Park Service, primarily for parks in the Southwestern United States.

Secondary Themes

1. The National Park Service "rustic architecture" philosophy advocated the use of on-site or locally available materials, harmony with the surrounding landscape, and ties to regional architecture and craftsmanship traditions.

2. The Spanish-Pueblo-Revival-style architectural movement and interest in Hispanic and American Indian culture and federal Depression Era work programs have helped to revive traditional arts and crafts in the Southwest, thereby affecting the future development of northern New Mexico and people's attitudes toward historic and cultural preservation.
3. Laborers provided by New Deal public programs such as the Civilian Conservation Corps and the Public Works Administration, who constructed the building, were between the ages of 17 and 23. Over half came from New Mexico. Many of them lacked construction skills. During the construction process, they learned adobe construction, furniture design and construction, tin-smithing, and wood-working skills that were all an important part of their own New Mexico heritage.

4. The design and ambience of the building were deliberately planned to inspire and remind the staff working there of the parks and conservation mission that they are there to support.

5. The programs, work, and decisions of the National Park Service employees in the Old Santa Fe Trail Building have had a profound effect on the preservation and enjoyment by visitors of America's National Park System areas in the Southwest.

6. The continued maintenance and preservation of the Old Santa Fe Trail Building require the application of the same philosophy and principles of cultural resource management advocated by the National Park Service for other cultural sites in the United States.

7. The nearby nationally significant Santa Fe Trail, now a national historic trail administered by the National Park Service, was a two-way trail of commerce connecting the United States and Mexico; a route of conquest during the Mexican-American War; a national road for consolidation of the new territories after the war; and a route of cultural exchange between the United States, Mexico, and American Indian tribes.

8. The programs of the National Park Service in the Southwest go beyond traditional park areas, and encompass the Old Santa Fe Trail Building; national historic trails; Rivers and Trails conservation assistance; national historic and natural landmarks; and assistance to other preservation agencies and organizations.

9. Originally intended only as office adornments, the pottery, furnishings, artwork, and Navajo rugs in the building collection are representative of the Public Works of Art Project, and native and traditional arts and crafts of the Southwest.

Staffing

Until the late 1960s, the Old Santa Fe Trail Building functioned primarily as an office, and did not provide visitor contact or interpretation. This was when the first full-time receptionist was hired to work in uniform at the information and reception desk (Room 109A), greeting visitors and providing them with information about National Park Service areas, the regional office, and area tourism activities, and answering telephone and mail inquiries. Currently, one full-time staff person provides such public contact and information. Tours are arranged infrequently for special groups, and are led by in-house staff from the Santa Fe and Denver Intermountain support offices who are knowledgeable about the building.

Public Access

The following Old Santa Fe Trail Building areas are generally open to visitors: the outside of the building on the front and east and west sides; the entrance lobby area; the hallway adjacent to the Maier conference room; the conference room (if not in use); and the main
patio. The patio outside the conference room and the small south patio are not generally accessible to casual visitors. Offices are not open to casual visitors.

**Indoor and Outdoor Exhibits / Information**

The lobby currently contains Pueblo Indian pottery housed in wood and glass cases, along with framed photographs of the Old Santa Fe Trail Building under construction. Captions establish the fact that building construction and the pottery were both products of the New Deal Era. A plaque describing Stephen Mather, first director of the National Park Service, is placed prominently beneath the large painting of Mather by Otto Hulunkremer. On the outside wall is a 1987 National Historic Landmark plaque, and a 1998 plaque commemorating the building and the Civilian Conservation Corps. Displayed in the conference room are additional photographs and New Deal artworks and furnishings constructed by the Civilian Conservation Corps.

**Building Tours**

Tours are arranged infrequently for special groups, and are led by in-house staff from the Santa Fe and Denver Intermountain support offices who are knowledgeable about the building.

**Publications**

Current interpretive publications consist of a site-bulletin for a self-guided tour, available at the lobby reception and information center. A glossy general site-bulletin developed in the past is now out of print.

**Regional Information**

When the lobby reception and information counter area is staffed (currently on a full-time basis), informational materials covering national parks and other information pertaining to the National Park Service Intermountain Region (covering the states of Arizona, New Mexico, Texas, Oklahoma, Utah, Colorado, Wyoming, and Montana), as well as local information, are always available to the public. When this area is not staffed, a few selected materials are available on the counter area, and a sign directs business visitors to use a counter telephone to contact staff for directions to specific offices.

**Outreach / Community Relations**

The Old Santa Fe Trail Building and National Park Service presence were little-known in Santa Fe until the late 1980s, when there was a flurry of outreach efforts in connection with the building's Fiftieth Anniversary in 1989. However, there has been no formal or active outreach since that time, and a large number of Santa Fe residents and visitors remain unaware of the presence of the Old Santa Fe Trail Building and the National Park Service in Santa Fe. Infrequently, staff are invited to go out to speak to local schools and community groups. The building is pointed out on most guided Santa Fe tours that pass by.

**Visitor Profile / Experience**

Because of the continuing low-key presence of the Old Santa Fe Trail Building, visitors rarely visit it because of its own inherent values; rather, people come to seek employment, happen
upon the building by chance, or have official business with staff. The Old Santa Fe Trail Building visitation total for 1996 was 676; for 1997, 602; and for 1998, 540. Interpretive efforts have been targeted at occasional groups requesting a tour, and special visitors who may be at the building for an event. Most tours have been for government or non-profit groups visiting Santa Fe or attending meetings and training. Some have been for special-interest groups, such as art students or groups interested in Civilian Conservation Corps project sites, or state officials. General public tours were advertised and offered during the Fiftieth Anniversary of the building, and once during the National Park Service Seventy-fifth Anniversary in 1991. Visitor attendance at these was very low.

Visitors entering the building are presented with a view of a large lobby with generally low lighting levels. Two large cases containing American Indian pottery dominate the space. Visitors' attention may also be drawn to the large portrait of Stephen Mather, the first National Park Service Director, and the commemorative plaque beneath it. One of the pottery cases obscures the view of the information counter vestibule, and only after moving forward into the lobby do visitors see the receptionist. If there are no staff present, visitors have to refer to the information on the counter, take a self-guiding tour brochure, use the counter telephone to call the office they are seeking, or find an employee who can help them.

Framework for Interpretation

Issues

The current tours and site-bulletin focus on topics relating to the architecture and construction of the building and the Civilian Conservation Corps program. Coverage tends to be more informational than interpretive and thematic. The activities of people in the building through time are rarely mentioned. Many of the groups that visit the building have their own agendas, which tend to guide the priorities of the person leading the tour. Most groups seem to be interested in learning why the building is there and what its overall function is, but are not otherwise interested in National Park Service history. Although the scattered, informal interpretive actions described in the "Existing Conditions / Background" section have been taken in the past, mostly in response to specific concerns that have arisen, no overall interpretive direction has been formalized for the Old Santa Fe Trail Building.

Planned Action

This planned action will provide for the best coverage of interpretive themes without sacrificing work-space to create an exhibit room. It will not necessitate an increase in staffing levels. It will provide an acceptable level of interpretation for all visitors, and, to some degree, National Park Service employees. It will utilize the most frequently visited area of the building—the lobby—as the focal point for interpretation, thereby reaching the maximum number of visitors. A modest increase in interpretation will be provided for the public.

Staffing

Efforts will be made to augment the current one-person staffing level at the lobby information counter to provide coverage in that person's absence as needed. Counter materials will generally provide for basic information needs, while interpretive media in the lobby will provide for enhanced understanding and appreciation of the resources.
Public Access

No additional areas of the building will be opened for visitor access. Access to the second floor, for other than routine business purposes, will be on a special-tour basis.

Indoor Exhibits

The lobby pottery displays will be replaced with exhibit panels and cases. The exhibits will be carefully designed to avoid overwhelming the lobby space. The adjacent hall will also be used. A sampling of the building collections, including such items as artwork, pottery, and rugs, will be included in the cases. The exhibits could incorporate limited audio and audiovisual, or video without audio. Interactive computer stations could also be included. The content of the computer programs would be coordinated with the exhibit panels, graphics, and artifacts, and would expand on the content of the exhibits. For example, if, after looking at the exhibits, visitors were to become interested in the Civilian Conservation Corps program, or Southwest pottery, they could search for more information through the computer. The computer media program, or an audiovisual program, would include a "virtual" tour of parts of the building, such as the second floor, that are not accessible to the general public, and would include historic photos of those areas where available. An audio version of the self-guiding-tour site-bulletin will be developed.

The lobby exhibits could include exhibit cases with selected artifacts from the building collections that interpret the building, and topics such as the Civilian Conservation Corps and federal New Deal programs, as they relate to the building. Additional exhibits could deal with National Park Service issues such as natural resources management or soundscape management, with an emphasis upon decisions in which people working in the building participated. Materials including artifacts, documents, or interviews relating to these topics could be displayed. Exhibits will be designed so as to not obscure visitors' views of the reception vestibule.

Interpretive exhibit panels, with text and graphics, would be developed for the hallway outside the Maier conference room. Exhibits might personalize the National Park Service, by telling what it does, and using illustrations showing people who now work or formerly worked in the building. The hallway could also be used for temporary exhibits. Temporary exhibits should conform to the overall exhibit design scheme. Selected building collections will be returned to their original use as office adornments, but through display in high-security museum-style cases. (See "Museum Collections Security" section, p. 41.)

Outdoor Exhibits

Limited wayside exhibits will be installed on the grounds. As trail connections are developed between the Old Santa Fe Trail Building and the nearby museum complex, further interpretation and information signing will be needed. In addition, the Museum of New Mexico and the National Park Service plan to develop two Santa Fe National Historic Trail wayside exhibits to interpret the trail ruts on the museum's land, and these waysides would be available to Old Santa Fe Trail Building visitors through future trail connections.

Building Tours

There would be no change from the current practice.
Publications

The out-of-print building site-bulletin has been updated and revised, using the National Park Service area map and guide format, and contains a self-guiding tour. Other site-bulletins or publications relating to various building themes would be developed, as appropriate, based on visitor interest. Some information would be directed toward educating visitors about permissible outdoor recreation use at the site (see "Landscape and Site" section, p. 25).

Regional Information

Expanded public information about Southwestern parks will be made available through an interactive CD-ROM and/or limited Internet access. This will serve visitors at the building, and will not be an attempt to supplant services available at the Public Lands Management Center—a federal interagency information program operated at Bureau of Land Management and U.S. Forest Service offices in Santa Fe.

Outreach / Community Relations

A limited outreach program will be initiated for entities such as community groups and schools, using all National Park Service staff in Santa Fe as a potential resource. Interpretive training will be available to any staff member who wished to participate in outreach programs. Care will be taken in planning such activities because the demand could exceed staff capability.

Visitor Profile / Experience

Limited and controlled efforts would be made to expand the target audience to the general public. Although widespread general information about interpretive opportunities would not be made to a national audience, specific groups of Santa Fe area visitors, such as museum visitors, history tour groups, and participants in history- or conservation-related symposiums, would be encouraged to visit the Old Santa Fe Trail Building.

Upon initial entry into the building, visitors would be presented with a well-lit exhibit display. When present, the reception person would be clearly visible, so as to provide a more welcoming first impression. When staff is not present, visitors would always have immediate access to information about the building through the displays and appropriate signing. The increased level of interpretation would provide an opportunity for visitors to spend some time in the lobby and hallway. Visitors' experiences would include reading exhibit text, viewing graphics and artifacts, listening to audio, viewing audiovisual or video presentations with or without sound, and utilizing interactive computer programs. Personal interpretation would be limited to occasional tours and contacts with the reception person.

Thematic Framework

The interpretive exhibits would provide balanced, but not in-depth, coverage of all interpretive themes. More coverage of individual themes could be done through an interactive computer station.
HANDICAPPED ACCESSIBILITY

Existing Conditions / Background

The Old Santa Fe Trail Building was not planned and designed with the needs of disabled employees or visitors in mind. Varied floor levels, marked by flights of one, two, or three—or more—steps abound at what is generally considered to be the main or ground-floor level. Offices and other rooms reached from the portal were set off by single steps at the door thresholds. The second floor and basement were provided with stair access, but not elevator access. The architectural intent, not inconsistent with the values of the era, which tended to largely ignore access needs for disabled people, was to deliberately alternate surface and floor levels so as to enrich and vary the spatial perspectives and character of the building for the enjoyment of people who were, presumably, non-disabled. In turn, this varied-level design aspect has been considered to be one of the character-defining features of the building, which is now being preserved as a National Historic Landmark.

With the advent of the Architectural Barriers Act of 1968 and the Rehabilitation Act of 1973 (as amended) pertaining to federal facilities and programs and Department of the Interior and National Park Service policies designed to permit appropriate alteration of historic structures for the purpose of making them and the programs they contain accessible to people with disabilities, several access evaluations have been conducted. The latest evaluation took place in 1995, when representatives of the Governor's Committee on Concerns of the Handicapped and the State Historic Preservation Office recommended preparation of a long-term master plan with phasing and priorities. (Although the Americans with Disabilities Act of 1990 technically does not apply to federal activities, its more comprehensive Accessibility Guidelines (ADAAG), by Department of the Interior policy, are to be used, with limited exceptions, instead of the Uniform Federal Accessibility Guidelines (UFAS). UFAS will be revised to conform with ADAAG.)

A variety of physical-access projects have been incrementally undertaken at the Old Santa Fe Trail Building since the early 1980s. Provisions have been made for accessible walkways and ramps to replace curbing and steps from accessible parking spaces and routes. The interior portal walkways now feature several ramps to permit more access to their various levels for persons with mobility impairments, and also include access to the west portal's restrooms, whose spaces and fixtures were retrofitted to provide accessibility.

Access by elevator or mechanical-wheelchair lift to the offices on the small second floor (six employees currently work there) was considered, but physical solutions were determined to be infeasible, due to the likelihood of their severe impact on the character-defining features of the building. Instead, programmatic access has been chosen as the means to accommodate employee and visitor access, by which alternate office space or meeting space on the first floor would be provided for those who otherwise, because of disabilities,
could not work on, or visit staff on, the second floor. In the past, a second-floor employee developed a physical impairment and moved his office to the ground floor without consequence.

No employees currently have offices in the two separate basement spaces accessed by individual interior stairways. One basement area is used for storage, while the other houses the heating plant and an employee lunch-room.

In order for the National Park Service to fully meet its obligations to its current and future employees and visitors who may have various disabilities, additional substantive changes and additions, extending beyond improvements for important but small-scale items (such as door hardware and parking signs), must be carried out—but with the need to preserve the character-defining features of the Old Santa Fe Trail Building always kept in mind.

**Accessible Parking and Entry Routes**

**Issue**

Accessible parking spaces have been provided at the main entrance, along with an accessible route to the main lobby door. The conference room hallway on the east side and the southeast employee entrance are accessible from the southeast parking lot, but there are no accessible parking spaces in the corresponding parking lot. A minimum of one accessible parking space is required to meet standards. The northwest employee access door, although once equipped with a wooden ramp over three short steps, is currently not accessible from the west parking lot (a minimum of one accessible parking space is required to meet standards). The mail-room access on the southeast side, used for parcel delivery and shipping, is not handicapped accessible, and is not accessible for dolly or handcart use, due to a curb at the parking lot and an interior step at the door threshold.

**Planned Action**

A designated parking space will be provided, and, in addition, the west parking lot would have an accessible parking space designated. A new ramp, compatible with the historic character of the building, will be built over the existing flagstone steps at the west entrance.

This action will provide for appropriate parking and accessible routes from all existing employee parking lots. An access ramp at the west entrance will not impair the character-defining features of the building, and the design solution could be undertaken so as to be reversible. Direct mail-room access, to benefit only those working in or doing business with that particular office, would not be achieved, but such secondary access is not required to meet current accessibility standards.
Varied Ground-floor Levels

Issue

There are still obstacles that prevent access by people with mobility impairments to the various ground-floor levels. Some obstacles consist of improperly sloped or equipped ramps, or stairs that cannot physically be ramped within available space or overcome because of resource impacts. Consequently, access must come from exterior egress points that may require backtracking or circuitous routings. Many doors are very difficult to open due to their size and weight, and they preclude easy access by disabled users trying to reach different levels. Flagstone entry walks, portal walks, and lobby floor surfaces contain irregularities that can cause tripping hazards for both disabled and non-disabled users. No information exists at the accessible parking area or inside the building to direct mobility-impaired persons to the places they need to go by means of the most direct or appropriate accessible routes.

Planned Action

Substandard ramps or exterior-access-door thresholds will be improved to reduce grades; and handrails will be added as required, or to replace existing access features to enhance architectural design compatibility. To provide access to specific offices and work-spaces where employees with disabilities work or where routine public visitation occurs, localized placement of portable ramps or the actual removal of selected threshold steps, with the addition of new, historically compatible doors, will be undertaken. New ramps or wheelchair lifts, as appropriate, and as consistent with achieving National Park Service policy, which is to provide the highest level of accessibility possible with the least impact on the historic fabric may also be employed. This would require the careful assessment of design options. Heavy exterior doors will be equipped with power-assisted door-openers, while other doors will be fitted with adjustable door-closers. Other exterior doors will be equipped with kickplates to prevent wheelchair footplate scratching. Exposed flagstone floor-surface irregularities will be corrected by replacing or re-working individual pieces, and, where appropriate, all-weather outdoor matting will be installed. Accessible route information will be posted at the accessible parking spaces, as well as inside the building, where appropriate. This action will reduce the need for taxing backtracking to different exterior egress points to reach different interior levels while also protecting the character-defining historic features of the building. It will help to ensure that the historic structure is deemed accessible to the highest degree possible, and that it is able to continue, within the letter and spirit of the law and policy, to carry out its public mission without discriminating against employees or visitors with mobility impairments.
Access to Support Facilities

Issue

The restrooms adjacent to the Maier conference room are not adapted for access, and the portal restrooms are difficult to reach because the doorways are very narrow. The downstairs lunch-room, with vending machine, is not physically accessible to disabled users, and perpetuates discrimination, which is contrary to Department of the Interior and National Park Service policies.

Planned Action

The conference room restrooms will be retrofitted for accessibility, requiring the loss of one of three toilet stalls as one is enlarged. New accessible fixtures and stall partitions will be provided, as well as accessible door hardware. The portal restroom doors will be widened a few inches by removing some original adobe and providing new door frames, and doors designed to be compatible with the original materials. An accessible first-floor lunch-room, as originally existed, where all employees can eat together, and where all employees and guests can reach vending machines and coffee dispensers, will be provided. The downstairs lunch-room will be converted to offices for one to three employees or other appropriate uses. Employees with mobility impairments would not be discriminated against by not being able to enjoy the company of co-workers in the inaccessible lunch-room.

Access for Hearing and Visually Impaired

Issue

Some stair hazards exist for people with visual impairments, because the stairs are located in dimly lit areas or because safety striping is not present. Fire alarms and emergency exit signs are not equipped to provide visual alarms for hearing-impaired persons. An employee at the lobby counter can provide directional assistance upon request. Lobby exhibits and conference room photos and artworks are not accessible to visitors with visual impairments. Restroom doors are not marked with tactile signs for visually impaired persons.

Planned Action

Better lighting will be provided where stair hazards exist, and steps will be striped. The fire alarm and exit signs will be upgraded to provide necessary visual warnings. Restroom doors will be appropriately signed with tactile information. The current limited exhibits and artworks will not be made accessible to visitors with visual impairments. As new interpretive plans and developments unfold, full-spectrum accessibility for all visitors would be integrated as built-in project requirements.

ACCOMMODATION OF SPECIAL PARK USES

Existing Conditions / Background

The Old Santa Fe Trail Building was established to provide administrative support to the parks in the Southwest. The fact that it was borne of New Deal programs that sought to
provide work for skilled and unskilled workers, crafts-people, and others provided an unusual circumstance in which what could have been the construction of an ordinary government office building instead resulted in a masterwork of architectural beauty. In 1970, this masterwork was recognized as a National Register of Historic Places property, and later, in 1987, as a National Historic Landmark. Although use and visitation by the general public (other than for the conduct of business) was not envisioned when it was planned and built, over time the National Park Service has permitted some non-business-related visitation. This has included allowing some recreational access across the property to reach the natural arroyo trail as Santa Fe's population has grown, and providing national park information, collections and exhibit displays, and self-guided building tours for the public, especially as public interest in the building has increased.

Particularly after the 1987 National Historic Landmark designation, there began a rise in special-use requests made by outside groups and individuals, as well as National Park Service employees, to avail themselves of the opportunity to use the patio, lobby, and conference room for their meetings, special events, parties, and receptions. National Park Service Special Park Use Guidelines allow for special uses that "... are not in conflict with law or policy; would not result in derogation of the values and purposes for which the park was established; ... do not present a threat to public safety or property; and do not unduly interfere with normal park operations, resource protection, or visitor use." An appropriate park use is defined as "... an activity that is consistent with the purpose and values for which the park was established." Additionally, "... there must be a meaningful association between the park and the event, and the event [must] contribute to visitors' understanding of the significance of the park." Such uses are not considered rights, but privileges. Fees and other charges are normally assessed.

The Regional Director approved a Visitor Use Plan in 1989 that allowed for public use of portions of the building for qualifying meetings and special events, provided that "... the public's enjoyment of the building would not interfere with office operations." Permitted special park uses for the Old Santa Fe Trail Building were limited to events relating to the nearby historic Santa Fe Trail, the building itself, the National Park Service, and conservation-organization events related to National Park Service operations. Additionally, National Park Service employees were extended the privilege of using the public portions of the building and the lunch-room for special-use purposes so long as the use was not incompatible with the National Park Service mission and purposes identified in National Park Service policy guidelines. In 1993, the building superintendent issued further guidance about building use, which prohibited private or personal functions from being held and allowed for occasional use by other governmental entities for official business.

Events and activities such as photographic and other art-related workshops, commercial photography, meetings, conferences, and catered luncheons and receptions have been held, all of them falling within existing permissible uses. Due to word of mouth from those attending approved functions, there has been an upsurge in general public requests to use the building for non-qualifying meetings, luncheons, weddings, and memorial services. Almost a dozen such requests were denied in 1997. When a large interior room (Room 132) was converted to a meeting space in 1996, many outside agencies sought its use for their meetings and training sessions. The approved uses (never to result in more than 200 persons on site at once as per fire code) have been accommodated without adverse impacts to the cultural resources; however, logistically, they have cumulatively posed a burden on a small staff that must defer other scheduled work to help set up or clean up after such uses, or be available for overtime work for evening and weekend functions. National Park Service
employees have at times complained about noise and intrusions posed by special uses during working hours, but have also complained about after-hours and weekend use when they were working. Private uses such as weddings, religious and civic ceremonies, receptions, memorial services, and luncheons that would seek to take advantage of the Old Santa Fe Trail Building's architectural ambience, and that could qualify as accepted activities, are not currently permitted because of the precedent that would be set, and the anticipated high demand for such uses; the lack of sufficient time to process requests; the inability to provide on-going staff oversight; and the potential resource damage from such sustained use. Limited on-site parking, inadequate restroom capacity to serve large groups, and unsafe electrical systems and emergency egress are other considerations.

**Issue**

There is a need to protect the historic structure and the workplace from intrusive special uses. There is also a need to provide additional opportunities for local people to appreciate the historic character and values of the Old Santa Fe Trail Building, and to help cultivate additional local public and private support for the building's preservation.

**Planned Action**

The special use of the Old Santa Fe Trail Building will continue to be governed by existing special-use policies. However, other government agency use will be restricted to non-public meetings during regular business hours, and will also be limited in terms of location to the conference room (where capacity cannot exceed 21 persons) or similar enclosed spaces, upon availability (National Park Service use must take precedence). Existing special-use policies will govern the site during regular weekday operating hours, although groups holding meetings will be limited to the conference room's capacity of 21 persons. National Park Service use requirements will take precedence. Employees will experience less disruption from special uses during weekdays as the patio ceases to be used for non-National Park Service activities, and visiting groups are kept relatively small. The National Park Service will explore the potential for broader public use and appreciation of the building in a special-use context, while recognizing the inability of the National Park Service to routinely divert a small staff and limited operating funds to help support these activities. Resource protection will remain a National Park Service responsibility, but the business-permit holder will be required to undertake certain protection measures to augment National Park Service efforts. Fees and charges derived by the National Park Service from the Incidental Business Permit will go to the Old Santa Fe Trail Building. Thus, National Park Service costs will be fully recovered and compensated, benefiting the operation and the preservation of the resources. Current special-use requests, routinely denied, would be directed to the business-permit holder, providing for higher public satisfaction and support for the building.

In addition, the National Park Service, through an Incidental Business Permit, will seek a non-profit organization to promote and manage, on a fee-for-use basis, non-National Park Service-related after-regular-operating-hours use of the Old Santa Fe Trail Building lobby, lunch-room, and patio areas for weddings, receptions, religious and civic ceremonies, memorial services, luncheons, and dinners. The organization will need to address set-up, clean-up, bonding, security, and resource protection. It would also pay the National Park Service appropriate fees and charges to compensate for costs such as administration and monitoring. Electrical system and emergency egress rehabilitation will have to be completed prior to implementation.
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ADDITIONAL WORK SPACE EFFICIENCY AND COSTS

Existing Conditions / Background

Since the late 1960s, many National Park Service regional office functions—and, more recently, functions of portions of the Intermountain support offices in Santa Fe and Denver, as well as other functions—have continued to be housed in leased office space in the city because of a lack of adequate office space within the Old Santa Fe Trail Building. From 1980 through 2000, approximately 85 employees resided in 40,000 square feet of leased office space about 3 miles away. The National Park Service staff there relocated to another leased building 3 miles from the Old Santa Fe Trail Building for a 10-year-lease term that will expire in the year 2010. The maturation of the National Park System and additional responsibilities given to the National Park Service over the decades since the 1930s are directly responsible for the fact that more Santa Fe-based staff are housed in unleased space than can be accommodated within the Old Santa Fe Trail Building. The building was not designed with the need for contemporary semi-trailer freight deliveries (e.g., furniture, equipment, bulk supplies); thus, such deliveries (two to four per month) have been limited to the leased space. Shipments may be broken down at the leased space and hauled in a smaller vehicle by staff in successive trips.

Issue

The division of this office has resulted in increased operational costs through the payment of almost $20 million in lease fees since 1980 (about $1 million per year); duplication of administrative services to support staff in two separate locations; extra vehicle expense and unproductive time traveling between offices; diminished interpersonal communication and productivity; and diminished staff morale.
Planned Action

A feasibility study will be initiated several years ahead of the current lease expiration date (2010) to develop and evaluate alternatives, including a No Action alternative, to examine possible construction of new office space and parking adjacent to the Old Santa Fe Trail Building, within or outside of existing federal property. Scheduling of the study will allow for the availability of the office space at the expiration of the 10-year lease (2010), should a development alternative be found feasible and be selected.

The study will help address the perpetual issues of lease costs and a divided work force. In 1999 dollars, the estimated planning, design, and one-time construction cost of a federally owned building would be less than half the cost of the next 10-year $9.7 million lease. Evaluation of development alternatives will have to fully consider potential adverse impacts of new construction on the environment and the National Historic Landmark in compliance with the National Environmental Policy Act and the National Historic Preservation Act. The feasibility of a development alternative will also be considered only after public and local government involvement has been elicited for decision-making purposes.

COST ESTIMATES

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## COST ESTIMATES

(In year 2000 dollars)

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## COST ESTIMATES

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<td>GRAND TOTAL OF ALL PROPOSALS:</td>
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APPENDIXES

A: FINDING OF NO SIGNIFICANT IMPACT
B: NEEDED PLANS AND STUDIES
C: NATIONAL LANDMARK STATUS
D: HISTORIC PRESERVATION REGULATIONS
E: HISTORY OF PROPERTY BOUNDARY
F: HISTORY OF SITE ADMINISTRATION AND FUTURE NEEDS
G: HISTORY OF NATIONAL PARK SERVICE REGIONAL BOUNDARIES
H: THE CIVILIAN CONSERVATION CORPS AND THE OLD SANTA FE TRAIL BUILDING
I: REFERENCES
J: PREPARERS AND CONSULTANTS
A: FINDING OF NO SIGNIFICANT IMPACT

FINDING OF NO SIGNIFICANT IMPACT
FOR THE
GENERAL MANAGEMENT PLAN
OLD SANTA FE TRAIL BUILDING NATIONAL HISTORIC LANDMARK
NATIONAL PARK SERVICE
SANTA FE, NEW MEXICO

The Old Santa Fe Trail Building of the National Park Service was built through the partnership of the National Park Service, Public Works Administration, and Civilian Conservation Corps in 1937-1939. The building, along with patios, parking areas, and adobe walls, sits on an 8.04 acre property which also encompasses undeveloped land including part of an arroyo. It was designed to serve exclusively as a National Park Service administrative and technical support center for the Southwestern United States. The Old Santa Fe Trail Building is preserved to protect its design values as a prime example of Spanish-Pueblo Revival architecture including the grounds, related furnishings, and collections; while providing National Park Service employees with a safe, healthful, and productive work environment. The building is a National Historic Landmark. Visitors to the building are provided with opportunities to learn about and appreciate the architectural design and craftsmanship and artistic traditions and societal forces that created the building and the history of the National Park Service.

PROPOSAL

The Draft General Management Plan caps a decade of work to help restore the Old Santa Fe Trail Building and its grounds to fully befit its National Historic Landmark status. To ensure continuing effectiveness and viability of the building, the 30-60-year old utilities will be rehabilitated, including deteriorating and some hazardous asbestos insulated water lines, inefficient and hazardous heating system, hazardous electrical system, outdated and inadequate telephone/data system and the PCB-leaking lighting system. The existing heating system will be adapted for summer cooling. Exterior security lighting will be added. Also to preserve the building, a fire suppression system will be incorporated as well as an upgrading of security and alarm systems. Fire stops will be added in utility tunnels and emergency egress will be improved.

To preserve the exterior of the building, the existing stucco layer will be removed and replaced, wood windows and doors will be repaired and replaced as needed due to deterioration.

Landscape design integrity will be enhanced through rehabilitation and restoration and water conservation measures will be implemented to reduce irrigation needs. Combustible trees and shrubs adjacent to the building will be thinned and site-wide integrated pest management practices will be implemented.

New indoor and outdoor exhibits will be provided to enhance visitor understanding and appreciation of the NHL. Trails on the grounds will be rehabilitated and consolidated to reduce
erosion and to provide managed trail access for recreational users. A trail connection will be provided to the City of Santa Fe's Arroyo de los Chamisos Trail and to the adjacent museums.

Video and audio visual programs will be incorporated within the building and incorporated with interactive computer generated programs. Full spectrum accessibility will be provided in interpretive programs. Physical improvements to building access for persons with disabilities will be provided consistent with historic preservation requirements and preservation values of national historic landmark. Substandard thresholds and access ramps will be rehabilitated; power assist systems for doorways will be added. The inaccessible lunchroom will be relocated to the first floor. Fire alarm and exit signs will be upgraded for visual access.

The NPS will seek a relationship with a non-profit organization through an incidental business permit that would allow that organization to manage special use of the building after hours.

The plan proposes to study the future feasibility of developing a federally-owned office building on site or on adjacent lands. However, because this is a proposed future study, environmental compliance will occur in conjunction with the study.

ALTERNATIVES CONSIDERED

The General Management Plan address rehabilitation/preservation of the Old Santa Fe Trail Building with limited additional development. For purposes of critical analysis, rather than combine actions for unrelated activities into a few alternatives, alternatives for each activity were analyzed individually and then combined into a preferred alternative. Alternatives varied from a No Action alternative to a maximum action, with one or two intermediate actions as appropriate. Activities analyzed fall into three general groupings: resource preservation and management (building fabric, collections, archeological resources, cultural and natural landscape); infrastructure (water, sewer, heating, cooling, electrical, telecommunication, lighting); and employee and visitor concerns (security and safety, accessibility for persons with disabilities, special park uses, interpretation, and work space). The proposal is the environmentally preferred alternative.

ENVIRONMENTAL CONSEQUENCES

Only those topics that have been identified to have a potential environmental impact were addressed in the Environmental Assessment. These topics include proposals and alternative actions related to Historic Design Integrity, Outdoor Recreational Uses, Historic Building Fabric, Structural Fire Protection, and Accessibility. Many of the individual projects, such as minor trail rehabilitation, signs, etc., fall under the Department of the Interior's Categorical Exclusions (Departmental Manual 516 DM 6, appendix 7) from environmental impact requirements. The analysis determined that only the following elements would be affected by all alternatives: cultural and historic resources, floodplains, handicapped access, recreation, scenic values, water quantity, and cumulative impacts.
The historic character of the National Historic Landmark property would be affected by all alternatives. Under the preferred alternative, the property would continue to be managed as an NHL and modifications would be implemented within the scope of the Department of the Interior's historic preservation standards and with consultation from the State Historic Preservation Office and the Advisory Council on Historic Preservation in compliance with the National Historic Preservation Act. There would be no adverse impacts to floodplain uses or values and trail rehabilitation would reduce erosion and enhance native vegetation. Access for people with disabilities would be improved. Where physical access is not possible due to the need to preserve the historic character of the structure, programmatic access will be provided. Recreational hiking trail uses would not be curtailed, but some minor changes in use patterns would result from efforts to limit recreational impacts on resources. Building and landscape maintenance would improve the scenic character of the site while shielding of exterior lighting would reduce light pollution. Water usage would be less through expanded drip irrigation and use of drought tolerant plants. The only potential for cumulative impacts is to the historic character of the building and setting while the GMP provides for mitigation of such impacts and ongoing consultation under the Historic Preservation Act guidelines.

WHY THE PROPOSED ACTION WILL NOT HAVE A SIGNIFICANT EFFECT ON THE HUMAN ENVIRONMENT

Impacts that may be both beneficial and adverse

Overall impacts to the historic structure will be beneficial in that it will reverse deterioration that has been ongoing. Upgrading utilities, electrical and lighting may have some minor impacts to the historic fabric. Such effects will be mitigated with historically appropriate in-kind replacement or repairs. Asbestos insulated pipes would be removed and disposed of using accepted methods to prevent release of fibers into the environment. Some ornamental plantings and landscaping with native and naturalized plants will be changed to move closer to the original landscaping and use of more drought resistant species.

Degree of effect on public health or safety

The proposal improves public health and safety by bringing electrical, telecommunication, and water systems up to accepted institutional standards, removing dangerous asbestos wrapped pipes, increasing environmental comfort with improved heating, cooling, and lighting systems; improving human safety with improved outdoor security lighting, reduction of wildfire fuel loads, and addition of a fire suppression system.

Unique characteristics of the geographic area such as proximity to historic or cultural resource, park lands, prime farmlands, wetlands wild and scenic rivers, or ecologically critical areas.

The site is located along the historic route of the Santa Fe Trail, which has been designated as a national historic trail. No trail resources are found on the site.
Degree to which effects on the quality of the human environment are likely to be highly controversial.

There are no controversial components to the proposal.

Degree to which the possible effects on the quality of the human environment are highly uncertain or involve unique or unknown risks.

All elements of the proposal are standard actions with known consequences.

Degree to which the action may establish a precedent for future actions with significant effects or represent a decision in principle about a future consideration.

The proposal sets no precedents, but follows standard guidelines, policies, and laws.

Whether the action is related to other actions with individually insignificant but cumulatively significant impacts.

The proposal has no related actions.

Degree to which the action may adversely affect districts, sites, highways, structures, or objects listed on the National Register of Historic Places or may cause loss or destruction of significant scientific, cultural, or historic resources.

The site is a National Historic Landmark. The proposal calls for all actions to be evaluated in compliance with the Historic Preservation Act and using the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Degree to which the action may adversely affect an endangered or threatened species or its critical habitat.

The U.S. Fish and Wildlife Service concurred on July 31, 2000 with the determination that "the described action will have no effect on listed species, wetlands, or other important wildlife resources."

Whether the action threatens a violation of Federal, state, or local environmental protection law.

The proposal violates no federal, state, or local environmental protection laws.

PUBLIC INVOLVEMENT

About 150 copies of the Draft General Management Plan and Environmental Assessment (DGMP) was sent to all adjacent property owners and homeowner's associations, the New Mexico Congressional delegation, State, City and County offices, and non-profit organizations. A 45-day public review and comment period ended on December 13, 1999. An Open House was
held during the comment period for the Plan. A copy of the DGMP and Environmental Assessment was also available via the internet. The DGMP was provided to the State Historic Preservation Officer at the New Mexico Historic Preservation Division. That office determined that “the selected alternatives for the treatment of each of the physical components of the building and its grounds are appropriate for the historic structure and in keeping with the Secretary of the Interior’s Standards for the Treatment of Historic Properties.”

Three individuals wrote comment letters. Two letters voiced concerns about the proposal to study in the future the feasibility of constructing a new building onsite or on adjacent property, objecting to the potential impacts on the historic resources or the neighborhood traffic. Plan proposals were otherwise generally supported. One letter expressed concern about specific plan proposals for utilities citing the need to better justify the need for a cooling system, and expressing doubts about the proposed removal of the concrete floors. It also warned of adverse resource impacts from proposals to improve access for persons with disabilities and also suggested the need for emergency egress for the southwest basement.

Twelve persons attended the Open House held on December 3, 1999. Most expressed support for the proposals. No one expressed any concern about the proposals.

The City of Santa Fe, State Environment Department, and State Historic Preservation Office submitted written comments. All comments indicated that the proposals were supported, subject to further review as specific project plans/designs were developed or that no significant adverse effects were contemplated.

CONCLUSION

Negative environmental impacts that could occur are minor and temporary in effect. There are no unmitigated adverse impacts on public health, public safety, threatened or endangered species, sites or districts listed in or eligible for listing in the National Register of Historic Places, known ethnographic resources, or other unique characteristics of the site. No highly uncertain or controversial impacts, unique or unknown risks, cumulative effects, or elements of precedence were identified. Implementation of the action will not violate any federal, state, or local environmental protection law.

The project does not constitute a major federal action significantly affecting the quality of the human environment and an Environmental Impact Statement will not be prepared.

Recommended: [Signature]  
Superintendent, Long Distance Trails  
Group Office - Santa Fe  

Approved: [Signature]  
Director, Intermountain Region  

Date: 8/03/00  

Date: 9/27/00
B: NEEDED PLANS AND STUDIES

1. Exhibit Concept Plan and Design: To provide an overview, individual themes will be presented through various media, and the location of each exhibit component; an overview of potential graphics, archival materials, and artifacts to be used, goals and objectives for each exhibit component, a summary of possible text panels, and treatments for audiovisual and interactive computer programs; the development of the final exhibit plan, including such information as material specifications, design, scripts, exhibit text, and graphics.

2. Exhibit Plan: For the lobby and conference room, to include exhibit cases with proper lighting.

3. Cultural Landscape Management Plan: To establish a program for maintaining and/or restoring the landscape.

4. Feasibility Study/Federally Owned Office Space: To determine if it is feasible to eliminate continued reliance on leased office space.


6. Collection Management Plan: To provide guidance on the handling, maintenance, security, and use of the Old Santa Fe Trail Building museum collections.

7. Collection Condition Survey: To provide estimates for the conservation treatment needed to preserve historic furnishings, textiles, and tinwork fixtures.

8. Emergency Operations Plan: To provide priorities for the removal and care of collection items in case of fire, flood, or other disasters.
The Region III Headquarters building, now called the Old Santa Fe Trail Building, was listed in the National Register in 1970, and designated a National Historic Landmark (NHL) in 1987. What is the difference? NHLs are the "cream of the crop" of the properties throughout the country that have national, not just state or local, significance. National Historic Landmarks are places of exceptional value to the nation as a whole. In other words, the difference is basically one of level: the NHL status acknowledges that the building is among the most important historic structures in the entire country. The process for designating NHLs is similar, but separate from, the one used for listing properties in the National Register of Historic Places.

The NHL program's roots go back to the Historic Sites Act of 1935. Designation of NHLs was seen as a way to encourage private owners to preserve their important properties. Passage of the National Historic Preservation Act in 1966 greatly expanded the federal government's role in historic preservation. In the 1980 amendments to the Act, NHLs were given explicit recognition. By the spring of 1997, some 2,210 properties had been designated as NHLs.

NHLs are usually identified through theme studies, which provide a national historic context for specific topics in American history or prehistory. Theme studies make a case for national significance by providing the context against which to judge a particular property's significance. The Old Santa Fe Trail Building was included in an NHL theme study prepared by Laura Souilliere in 1986. The property is included among 30 buildings and/or districts within the boundaries of areas of the National Park System in the West. Only properties constructed for visitor use or interpretive or administrative purposes were considered. The selected properties range from the Wawona Hotel and Thomas Hill Studio at Yosemite, built in 1876, to the Gateway Arch, designed in 1947 but built between 1963 and 1968.

The NHL nomination is the vehicle for considering highly significant properties. Nominations contain descriptions of the property and of its cultural significance. Attached is the nomination for the Old Santa Fe Trail Building.
**1. NAME**

**HISTORIC**

National Park Service Region III Headquarters

**AND/OR COMMON**

National Park Service Southwest Regional Office (Preferred)

**2. LOCATION**

**STREET & NUMBER**

Old Santa Fe Trail

**CITY. TOWN**

Santa Fe

**STATE**

New Mexico

**VICINITY OF**

Santa Fe

**CODE**

35

**CONGRESSIONAL DISTRICT**

3

**STATE CODE**

New Mexico

**COUNTY CODE**

049

**3. CLASSIFICATION**

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**4. AGENCY**

**REGIONAL HEADQUARTERS: (If applicable)**

General Services Administration

**STREET & NUMBER**

819 Taylor Street

**CITY. TOWN**

Fort Worth

**STATE**

Texas

**5. LOCATION OF LEGAL DESCRIPTION**

**COURTHOUSE, REGISTRY OF DEEDS, ETC.**

Santa Fe County Courthouse

**STREET & NUMBER**

**CITY. TOWN**

Santa Fe

**STATE**

New Mexico

**6. REPRESENTATION IN EXISTING SURVEYS**

**TITLE**

1) List of Classified Structures Inventory
2) National Register of Historic Places
3) New Mexico Cultural Properties Survey

**DATE**

1) 1976
2) 10/6/70
3) ca. 1970

**DEPOSITORY FOR 1 and 2) National Park Service SURVEY RECORDS**

3) State Planning Office

**CITY. TOWN**

1) and 2) Washington
3) Santa Fe

**STATE**

D.C.

New Mexico
The Southwest Regional Office building of the National Park Service is on a site of just over eight acres at a bend in Old Santa Fe Trail. Native vegetation around the building includes pinon, juniper, chamisa (rabbitbrush), and native grasses — all common to the foothills of the Sangre de Cristo range.

The entire feeling of the building is Spanish Colonial. The building is an adobe structure of 24,000 square feet, built with an irregular plan around a central patio. The layout and room configuration are romantically reminiscent of a mission compound. The architecturally dominant section of the building is two stories in height and houses the impressive entrance, the lobby, the upstairs offices for the regional directorate, and some offices tucked back toward the central patio. The remainder of the building is one story with a small wing of offices and the conference room to the east, and the large central patio and surrounding division offices to the west. Most of the offices in the west wing open directly on to the portal (veranda) surrounding the patio, but also have connecting doors on interior walls allowing room-to-room access.

The foundations of the main building are stone. The battered adobe walls vary from 4.9 to 3 feet thick and are finished with cement stucco. The flat roof sections are edged with parapets and drained with canales (scuppers) that extend out from the exterior walls. The roof is supported by vigas (peeled log roof beams) and hewn squared beams. Viga ends protrude from the exterior walls. Most of the windows are multi-light double hung type, capped with hewn lintels. Floors in the lobby/conference room wing are varnished flagstone. The floors of the portal surrounding the patio are also flagstone. Remaining offices on the first floor have concrete floors, now covered with wall-to-wall carpeting. Areas on the second story have wood floors, also with wall-to-wall carpeting. Posts supporting the roofs above the portal are peeled logs capped with decorative corbels and hewn lintels. The entire portal is surrounded by a colonnade of that type of construction.

The main entrance into the building is at the northeast, through a gate in a large adobe wall that leads down a flagstone path to the front doors. The double doors are flanked by massive buttresses, again mimicking southwestern mission structures. The doors each have twelve inset panels, sandblasted and marked with saws to appear as if they had been constructed with primitive tools. This attention to fine detail is evident throughout the structure. A large hewn lintel spans the opening above the door. The wall surface of this main entry is recessed from the
buttresses and surrounding walls and painted a cream color emphasizing its indentation. The entry leads into the lobby. Important features of the lobby include the impressive hewn beams of the ceiling; the hammer-tin chandeliers that light the cool, dark space; the hand-carved furniture of Spanish Colonial design; and the lighted painting of Stephen Mather (first director of the National Park Service) that hangs in the lobby in an eight-foot by nine-foot recess at the end of the room opposite the doors. The painting of Stephen Mather, done by Oden Huslenkramer in 1939, originally hung in the conference room but was moved to this location at some time after 1940. An enclosed information booth with carved panelling and grillework at the west side of the lobby now houses a computer. This lobby is a most impressive entrance, and sets the tone for the other fine architectural spaces of the building.

The conference room and the offices of the directorate are less imposing spaces. The high ceilings of the conference room, again embellished with tin chandeliers, receive natural light through the French doors at the north. The pale finish of the massive hand-carved furniture contributes to this lighter feeling. The doors open to a portal and a small patio. Upstairs, a long hallway on the east wall provides access to the offices of the directorate. Most noteworthy of these is the office of the regional director, at the north end of the hall. The architectural details such as the exposed vigas, corner fireplace, window sills two feet thick, and the decorative details including the Navajo rugs, hand-carved furniture, and Pueblo pottery give the room its feeling of importance. Three other offices on that floor also have corner fireplaces and similar architectural details, but none is as large or as architecturally expressive as the regional director's office.

The other offices throughout the building tend to be more utilitarian in nature. Many have ceilings of exposed vigas interspersed with coved plaster on metal lath. In other rooms the ceilings have insulation board attached to the underside of the viga, giving the appearance of a flat, plastered ceiling. Doors providing access into the courtyard from the offices are multi-light wood frame. The door from the lobby to the patio is a multi-light wood frame double door, with sawn grilles for decoration and security. Doors on interior walls are often heavy (three-ply) vertical board wood doors. Nearly all have original hardware.

Other amenities incorporated into the building's design contribute to its appeal. The patios, for instance, are roofless
rooms that exemplify the indoor-outdoor quality of this style of architecture. The focal point of the central patio, for instance, is a small pool (complete with carp) in the southeast corner. The pool, along with the planters in the northwest and southwest corners of the patio are all edged with bancos (built-in benches). The abundant vegetation and convenient benches have historically made the patio a place for employees to congregate during breaks, lunches, and special gatherings. Besides the main patio, the building has several other small courtyards—in the northeast corner, in the center of the east wing, and at the south and west sides of the main building. The courtyard at the south even has a small corner fireplace built into the enclosing walls.

Slight changes in building levels are distinguished by steps—two steps up to the conference room level, two steps down to the patio offices. These slight changes in levels and the irregularity of the plan show the informal and additive qualities of that type of architecture—other characteristics of Spanish Colonial and Spanish-Pueblo revival structures.

The entire building is richly textured with movable and built-in decorative elements: hand built furniture and hammered tin fixtures of Spanish Colonial design. The furniture and light fixtures were designed by Cecil Doty to complement his architectural design of the building. The furniture is of mortise-and-tenon construction with spindles carved in spiral designs. Major pieces are the conference room tables and chairs, which Doty patterned after some drawings of early New Mexican furniture in the Palace of the Governors. Other pieces are the benches around the edges of the portal, the small conference table and chairs in the regional director's office, and various tables and desks. The hammered and pierced tin lights are all electrified and vary in size from large chandeliers in the main lobby to small one-bulb lanterns in the portal.

In addition to the Stephen Mather painting in the lobby, the building houses other artwork. Among the pieces are:

- 20 ceramic vessels, all dating circa 1940 by Maria and Julian Martinez of San Ildefonso, Lela Gutierrez of Santa Clara, Agapita Quintana of Cochiti, and Eulogia Naranjo of Santa Clara;

- 14 paintings (oils and watercolors) by E. Boyd Van Cleave (PWA), Victor Higgins (PWA), Odon Hullenkremer, Chris Jorgensen, Joe Garcia, Lawrence Cata, Joseph Fleck
(PWA), Milton Swatek, "Artie" (full name not known), and Nelvin Frank Salcido;

12 drawings (ink and pencil) by Cecil J. Doty, Joe Garcia, C. Salvados, N. Salcido, and Samuel R. Romero;

5 etchings by Gene Kloss (PWA);

3 lithographs by Bjo Nordfeldt ((PWA);

10 block prints by Ruth Connely;

47 rugs, mostly Navajo (some probably Pueblo and perhaps Sonoran (Mayan?)), all about 1940 or earlier.

Most of the artwork was acquired through the Federal Arts Project or with other types of Federal Relief funds.

Parking lots for employees and visitors are on the east and west sides of the building. Those on the east are edged with adobe walls and, though slightly enlarged, are part of the original design. The employee parking lot on the west side of the building was added in the 1950s and is well-screened by vegetation. Adobe walls, one with an entrance sign, flank the entrance road following a gentle curve into the visitor parking areas. These walls provide spatial definition — the visitor senses that he is entering a compound.

A small service building is attached to the southeast corner of the main building. The north and east walls of the building are vertical logs with metal lath and cement chinking. Other walls are adobe.

Landscaping throughout the site includes the walls and patios mentioned above and appropriate plantings of native vegetation, designed by Harvey Cornell. Approximately 80% of the original planting configurations remain, but have grown up considerably since construction.

Alterations to the building over the years have been relatively minor, and have done little to change its architectural integrity. New stair treads were constructed on top of the original uneven log stairs in 1941. An addition was constructed on the service building in 1941. The service building was remodelled again in 1956, when fluorescent lights were installed, interior walls were plastered, insulation was added, and doors and windows on the building's front elevation were changed. That
same year, the file room in the west basement of the main building was remodelled to create an additional office space. A few additional pieces of furniture of Spanish Colonial design were built for the lobby in 1964. Repairs to the main building in 1967 included repair and replacement of vigas, wood posts, and canales; repair and replacement of windows and the addition of screens; and demolition of the old greenhouse and construction of a smaller one. The east parking lot was expanded and the west parking lot added in the 1950s. Most of the offices have had carpeting installed over original finishes, and fluorescent lights added. In 1983 new, more efficient heater units were put in replacing the old ones and a fire detection/suppression system was added. That year a permanent ramp for wheelchairs was built under the portal in the south corner of the patio to provide an alternative for the stepped grade changes.
The National Park Service Southwest Regional Office Building is the largest known adobe office building and one of the largest secular adobe buildings in the United States. The building is a masterpiece of Spanish—Pueblo revival architecture, ranking among the best examples in the Southwest. The building illustrates the design principles set forth in the 1930's National Park Service publication Park Structures and Facilities: use of onsite or locally available materials; harmony with the surrounding landscape; strong ties to local architectural traditions; and the appearance of having been constructed by native craftsmen using primitive tools. This design ethic, which its practitioners called "parkitecture," "frontier architecture," or "rustic architecture" is evident in the site plan, architectural plan, furnishings, and fixtures.

Although the building's primary significance is architectural, three other aspects of regional significance are worth noting. First, the building is a keystone in the administrative history of the National Park Service. The expansion and reorganization of the system in the 1930s brought about the need for a central office in the Southwest and triggered its construction. The structure is the only building constructed by the National Park Service for a regional office—all other regional office spaces have been leased. The building is still used for the purpose for which it was designed. Second, the building holds an outstanding art collection in addition to the furnishings and fixtures constructed as part of the work program. The collection, primarily acquired through emergency relief funds, includes significant examples of Pueblo pottery, Navajo rugs, and oil paintings and etchings by members of Santa Fe's art colony of the 1930s. Third, the building stands as a monument (and still a source of civic pride) to the hundreds of local young men of the Civilian Conservation Corps (CCC) who cut and shaped the timbers, formed the thousands of adobe bricks, and erected the building, and to the skilled workers of the Works Progress Administration (WPA) who put in the mechanical systems and contributed other aspects of the finished product.
During the early 1930s, National Park Service Director Horace Albright concentrated his efforts on expanding and rounding out the National Park System. Even as early as 1932, Albright saw a need for a regional headquarters in or around Santa Fe—a more central location than Oklahoma City for the new areas to be developed. By autumn 1937, Regional Director Herbert Maier and Conrad Wirth, then coordinator of all CCC projects in National Parks, cornered CCC Director Robert Fechner and quickly obtained permission to construct the new regional headquarters. Their plan was to use CCC and WPA funds and labor to construct the building on a site donated by the Laboratory of Anthropology, an agency of the State of New Mexico. Five days after Fechner’s pro forma approval, the foundations were being dug. Fechner did not know that Herb Maier had moved a handful of key personnel to Santa Fe several months earlier.

Cecil Doty had been chosen as architect for the building. Doty graduated from Oklahoma A & M in 1928 with a degree in architecture. He worked with various private architects in Oklahoma and Kansas and taught at the University of Oklahoma for a short time. Herbert Maier, a brilliant architect in his own right, hired him in 1933 or 1934 to help with architectural designs for museums in national parks. Among the buildings Maier designed were the museum at Yosemite and four museums at Yellowstone. Maier also oversaw the Civilian Conservation Corps program for state and county parks in Oklahoma, Texas, Arkansas, and other areas of the central United States. Maier’s approaches to architectural design served as models for many other "rustic" buildings in national parks. Doty even admitted that some of his early designs for other buildings were "cold copies" off Maier’s work. Doty picked up on the use of heavily battered walls and natural materials that made the buildings look as if they had grown out of the landscape. By 1937 Doty was regional architect for the National Park Service in Oklahoma City, where he did the preliminary design for the Region III headquarters building even before seeing the site. Doty chose Spanish-Pueblo style for the Region III headquarters in Santa Fe because he felt it was the only appropriate style for the building in that geographic location.

Harvey Cornell, regional landscape architect, was chosen to design the site and patio spaces. Cornell had degrees from Iowa State and Harvard universities, and was in charge of the landscape architecture program at Harvard for a short time. Cornell was assisted by John Kell, another landscape architect. Doty and Cornell worked closely together to unify the building's
interior and exterior spaces.

Most of the soil needed for the adobes came from the excavations required for the massive building foundations, although some adobes were purchased already made. Logs for the vigas, beams, and corbels were bootlegged from the CCC camp in Hyde State Park in Santa Fe National Forest. Through a verbal agreement, the camp cut more logs than needed, and somehow the logs ended up at the site for the regional office building. The flagstone for the floors came from a large ranch near Pecos. The rest of the building (mechanical systems, electrical systems, etc) was completed through purchase orders—each coming in under $1,000 to bypass the need for approval from Washington.

One person hired as a construction foreman on the job was Carlos Vierra. Vierra had studied the missions of New Mexico in detail for New Mexico's exhibit at the 1915 World's Fair in San Francisco. Doty drew upon Vierra's knowledge of the finer details of New Mexican architecture in designing the details of the building.

John Gaw Meem, a southwestern architect in the private sector was a consultant on the project, presumably because of his connection as architect for the Laboratory of Anthropology next door, but his involvement was minimal. Doty said that Meem came to the NPS office only once to review the drawings. Meem's review did cause Doty to redesign the buttresses around the front entrance to the building.

When the building was nearly finished, Doty and landscape architect John Kell went to Albuquerque and Gallup with $400 of Federal Arts Project funding and bought Navajo rugs that they felt were suitable for some of the building's architectural spaces. Other artwork for the building was acquired through additional Arts Project funds, although the details are sketchy.

As Doty noted, this building could not have been constructed at any other time under any other regional director than Herbert Maier. The timing was right, and Maier took advantage of it. The magical combination of Maier's administrative brilliance, the immediate availability of a strong work force and associated CCC/WPA funding, the use of local materials, and Doty's and Cornell's artistic sensibilities about architecture, created this masterful building.
MAJOR BIBLIOGRAPHICAL REFERENCES
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Phone interview with Cecil Doty, April 10, 1985, conducted by Laura Soulliere Harrison.

GEOGRAPHICAL DATA
ACREAGE OF NOMINATED PROPERTY 8.04

VERBAL BOUNDARY DESCRIPTION
The landmark boundary is the same as the property line, shown in part on the attached sketch map.

FORM PREPARED BY
NAME/TITLE
Laura Soulliere Harrison Architectural Historian 1985

ORGANIZATION
National Park Service

ADDRESS
P. O. Box 728
City or Town Santa Fe
State New Mexico

CERTIFICATION OF NOMINATION
STATE HISTORIC PRESERVATION OFFICER RECOMMENDATION
YES___ NO___ NONE___

STATE HISTORIC PRESERVATION OFFICER SIGNATURE

CERTIFICATION OF NOMINATION
FOR NPS USE ONLY
I HEREBY CERTIFY THAT THIS PROPERTY IS INCLUDED IN THE NATIONAL REGISTER

DATE

DIRECTOR, OFFICE OF ARCHAEOLOGY AND HISTORIC PRESERVATION
ATTEND:

DATE

KEEPER OF THE NATIONAL REGISTER

GPO 589-214
D: HISTORIC PRESERVATION REGULATIONS

COMPLIANCE WITH THE NATIONAL HISTORIC PRESERVATION ACT
(Sections 101, 110, and 106) AND THE SECRETARY OF THE INTERIOR'S
STANDARDS FOR TREATMENTS TO HISTORIC PROPERTIES

The National Park Service is obligated to comply with the National Historic Preservation Act of 1966, with amendments. Section 106 of the Act mandates that federal agencies take into account the effects of their actions on significant properties, and consult with State Historic Preservation Offices. Section 106's practical effect is to encourage agencies to seek ways to avoid or minimize damage to historic structures. This involves any project, activity, or program that can result in changes in the character or use of historic properties, or any activity that could affect the setting of a historic property.

The type and extent of archeological resources on the Old Santa Fe Trail Building are unknown. Any ground-disturbing activities must be planned and reviewed by an archeologist well in advance of a project. Archeological features associated with the building's construction may occur in the vicinity of the building. Evidence of trenches, old facility routes, and adobe stockpile and processing areas undoubtedly lay buried under the current landscape. All such physical remnants of construction and rehabilitation activities are considered archeological remains associated with the National Historic Landmark building. (See also "Archeological Resources" section.)

The Secretary of the Interior has produced standards and guidelines for archeology and historic preservation under the authority of Sections 101 and 110 of the National Historic Preservation Act. They are intended to provide technical advice about archeological and historic preservation methods. In its role as leader in preservation throughout America, the National Park Service also continues to produce a series of short publications called Preservation Briefs to further assist in resolving preservation issues. They address such questions as how to resolve seemingly conflicting mandates between providing accessibility for the handicapped, achieving energy conservation, and protecting employees from the potentially harmful effects of historic building materials and pests. In general, compromises are achieved by judging the itemized and prioritized needs for change against the significance of the particular space or feature to be affected by them.

There are four possible treatments to historic properties covered in the Secretary of the Interior's Standards: preservation, rehabilitation, restoration, and reconstruction. The standards are slightly different for each of these treatments. The balancing of historic preservation mandates with inevitable changes should be based on a clear, comprehensive preservation goal for the whole property. For the Old Santa Fe Trail Building and site, the appropriate preservation treatment is rehabilitation, not restoration. Rehabilitation makes possible an efficient contemporary use, while preserving significant qualities. The goal is to preserve the special qualities and features of the place while accommodating change. Restoration to conditions of 1939 is not appropriate for this functioning office building and its grounds. Limited restoration of some features of the building is possible, but not required. Preserving extant historic fabric and character when making changes is required.
E: HISTORY OF PROPERTY BOUNDARY

The land for the new regional office located in Santa Fe was transferred to the National Park Service on December 2, 1937. Title to the property was conveyed by warranty deed from the Laboratory of Anthropology, Inc., and the De Vargas Development Company—companies incorporated under the laws of the State of New Mexico—in consideration of $1. The area covered by the deed consisted of 8.04 acres, more or less, located within the City and County of Santa Fe, State of New Mexico.

Title to the property was forever subject to the following condition:

"... Upon condition . . . that the land and improvements thereon, if and when constructed, shall be devoted to the use and benefit of the National Park Service and if at any time the grantee herein, or its assigns, shall cease to use said land and improvements thereon for the purpose aforesaid, the same shall revert to and revest in the Laboratory of Anthropology its successors and assigns, as fully as in its former estate."

The 8.04-acre plot was carved out of an approximately-50-acre tract, which was transferred on February 5, 1929, by the De Vargas Development Company to the Museum of New Mexico and the Laboratory of Anthropology.

After the property came into the ownership of the United States government, its exterior boundaries were surveyed, and iron pipes and bronze markers were set to mark its concerns. The property survey was performed by National Park Service Area Engineer, J.B. Hamilton, and the data was plotted by Associate Engineer J.H. Veole to create drawing #930/80,010. The 1937 drawing became the official survey of the property until the boundary was re-surveyed and marked in 1999.

The property is bounded on the north by the Old Santa Fe Trail (city street), and on the east by the Arroyo de los Chamisos; the remainder of the tract adjoins property formerly owned by the School of American Research. A residence and the buildings for the Laboratory of Anthropology are located on the adjacent property, and those were constructed as part of a project proposed by John D. Rockefeller, Jr. The project involved the development of a center for anthropological studies, and was designed by John Gaw Meem after his plan won a national competition. However, of the 38 structures indicated on Meem's competition plan, only two were actually constructed: the administration and research building (the Laboratory of Anthropology) and the Research Director's residence in 1931.

In 1998, the property owned by the School of American Research was sold and divided into two parcels. The tract that adjoins the National Park Service property on the west remains undeveloped and is now in private ownership; and the tract that contains the residence has been donated to the Spanish Colonial Arts Society (SCAS), a non-profit organization. The National Park Service encumbers the SCAS property with an easement to maintain an original drainage line across part of the property. It also encumbers the privately owned parcel with the encroachment of a sewer line across the most northeasterly corner of the tract. The sewer line was constructed in 1980 by the General Services Administration to serve the Old Santa Fe Trail Building. Efforts to acquire an easement for the sewer line
encroachment have been unsuccessful; however, because of its duration, the encroachment has developed into a legal right on behalf of the National Park Service.
The Old Santa Fe Trail Building's design and ambience were deliberately planned to remind its occupants of the parks and conservation mission they were there to support. From 1939 until 1949, before the Bureau of Public Buildings (General Services Administration) assumed responsibility for the care and maintenance of the building, the National Park Service exercised responsibility for the building's care and operation.

In 1970, the building was listed on the National Register of Historic Places. From 1939 until 1949, before the General Services Administration assumed responsibility for the care and maintenance of the building, the National Park Service exercised responsibility for the building's care and operation. Regional office operating funds were used to pay for operations such as the maintenance staff, utilities, and repairs.

From 1949 until 1987, the General Services Administration administered the building through its own staff, contract cleaning staff, and contract repair services. This period was marked by a decline in National Park Service satisfaction, as the building and grounds were perceived as being poorly maintained, repairs were cobbled together with little sensitivity to original design and construction qualities, and other physical alterations were initiated without National Park Service review or with minimal consideration of National Register values.

On August 10, 1987, under Southwest Regional Director John E. Cook's leadership, the National Park Service once again gained operating control. The re-acquisition of management authority galvanized a commitment to treat the building as though it was a unit of the National Park System. Soon after, preservation measures were taken to reverse the wear and damage caused by years of neglect. In 1987, the building attained prestigious National Historic Landmark status, similar to that of many structures found in National Park System units. Regional office operating funds were used to pay for operations such as maintenance staff, utilities, and repairs.

Regional office staff positions of facility manager and woodcrafter were established to provide daily care and oversee building operations, including supervision of contracted cleaners, and, eventually, of part-time National Park Service custodial staff. The Regional Director designated a collateral-duty "Superintendent" and other support specialists from his staff to help direct long-term plans and deal with policy issues. As an initial step in setting a course for management, the collateral-duty management of the building and the associated grounds provided some important benefits—primarily the involvement of regional office management in decision-making processes.

Regional office staff were directed from about 1988 to 1990 to develop various studies and plans on a range of subjects, but for the most part the plans were almost never completed or approved, and there remained a need for an integrated approach to building preservation and use. The relationship between day-to-day management processes conducted by the facility manager and the need for periodic technical support from regional office staff has been generally resolved through open communication. However, the relationship between the facility management component and the technical support component has never been formally articulated, so that lines of organizational communication and assistance have been based on personal relationships and commitments to the building.
In 1995, the National Park Service reorganization precipitated an opportunity for the Old Santa Fe Trail Building to be administered as a field area for budget and staff purposes, as well as for preservation reasons. The Superintendent of the Long Distance Trails Group Office-Santa Fe—a field area responsible for administering the Santa Fe and Trail of Tears National Historic Trails—was given the responsibility for on-going administration of the building and grounds. The staff and operating budget ($261,000, as of 2001) to care for the building and grounds were removed from the operational base of the former Southwest Regional Office, and added to the Long Distance Trails Group Office-Santa Fe staffing chart and budget. The building staff includes a full-time facility manager and a woodcrafter, a permanent part-time laborer, and two permanent part-time custodians. Additionally, administrative support is provided by the Superintendent’s administrative assistant.

The Old Santa Fe Trail Building competes for the same project funds that National Park System units vie for to help preserve their resources and sustain their programs. Its unique organizational status, historical significance, and a record of six decades of direct support and sustenance of National Park System units in the Southwest has merited such assistance.

The Superintendent of the Intermountain Support Office-Santa Fe and his staff, along with a limited number of employees from the Intermountain Support Office-Denver who are stationed in Santa Fe, occupy and use the building and facilities to administer their programs. With a limited operating budget and staff, the Long Distance Trails Group Office-Santa Fe must rely on the assistance and cooperation of the Santa Fe and Denver support office staffs for operational functions such as administration, visitor protection, collections management, environmental compliance, preservation, and engineering and design disciplines, to assist in the daily operations and long-term activities that are necessary to properly provide for the site’s needs, as well as for the needs of its occupants and users. Informal assistance has been generally timely and helpful, but over the long term, personal relationships cannot be depended upon by themselves to sustain the help required by a small, dedicated building management team. The building Superintendent and the facility manager are faced with the challenges of preserving a nationally significant building and its collections and grounds, providing for its on-going administrative office use, and with accommodating opportunities for the public and National Park Service partners to appreciate and use it as well. So that the General Management Plan will be fully implemented, and so that the Old Santa Fe Trail Building is able to compete effectively for funding and assistance along with National Park System units, it is important that a more permanent staffing solution be provided.
G: HISTORY OF NATIONAL PARK SERVICE REGIONAL BOUNDARIES

The operations carried out in the Old Santa Fe Trail Building since its origins in 1939 have responded to changes in the boundary of the area being served. There have been essentially four periods of boundary fluctuations since National Park Service establishment in 1916: In the 1930s, the National Park Service detached its administrative functions from the Washington office by creating four regional offices. From the time of the transfer of operations to this building in 1939 through 1970, many new park areas were added, and the boundaries were expanded. Then, during the Nixon administration, additional regional offices were carved out of the four original regions. The 1990s have brought broader restructuring changes, again changing the configuration of National Park Service units associated with the Old Santa Fe Trail Building.

This building began functioning as headquarters during the second phase, as one of four regions. When construction of the Old Santa Fe Trail Building (then called Region III Headquarters) was complete, Acting Regional Director Herbert Maier transferred the staff into it. These employees had moved from the region's earlier location in Oklahoma, and were temporarily being housed at the U.S. Court House in Santa Fe. Hillory A. Tolson arrived to become the Southwest Regional Director in 1939.

Starting in 1939, the areas served by staff in the Old Santa Fe Trail Building were the following national parks: Grand Canyon, Zion, Bryce Canyon, Mesa Verde, Big Bend, and Carlsbad Caverns. It also included areas classified as national monuments: White Sands, Aztec, and Bandelier in New Mexico; Sunset Crater, Canyon de Chelly, Tonto, and Organ Pipe Cactus in Arizona; Cedar Breaks and Arches in Utah; and Great Sand Dunes in Colorado. Between 1939 and 1970, the Southwest Region expanded, administering more than 50 units in the above-mentioned six states, plus southern Nevada.

In the early 1970s, additional regional offices were designated, and the Southwest Region no longer supported park areas in Utah, southern Nevada, and southern Colorado. Northeastern Arizona remained in the region, but the remaining parks in Arizona were then associated with the Western Regional Office, in San Francisco. In addition, park units in Louisiana and Arkansas were transferred into the Southwest Region. This configuration persisted, and there were more than 50 units within all or portions of seven states by the Fiftieth Anniversary of the Old Santa Fe Trail Building in 1989.

In the 1990s, organizational change went farther than altering boundaries, to include more comprehensive restructuring, as well as the re-naming of the central offices. From "Region III Headquarters," to "Southwest Regional Office," the nomenclature changed to the "Southwest System Support Office," the "Southwest Support Office," and then the "Intermountain Region Support Office-Santa Fe." The Santa Fe office no longer supported parks in Louisiana and Arkansas. Southern Arizona parks shifted from the San Francisco office to the Santa Fe office, and northern Arizona parks received support from the newly formed support office located in Denver. In addition to the 40-plus areas in Texas, Oklahoma, New Mexico, and southern Arizona, staff in the Old Santa Fe Trail Building and the other support office in Denver may all provide support for park areas in the entire Intermountain Field Area.

G-1
H: THE CIVILIAN CONSERVATION CORPS
AND THE OLD SANTA FE TRAIL BUILDING

President Franklin Delano Roosevelt established federal work programs to combat the economic conditions of the Great Depression. The Civilian Conservation Corps was one of the most successful. By 1937, there were 36 Civilian Conservation Corps camps in New Mexico. Of the 54,500 enrollees who served in New Mexico between 1933 and 1942, some 32,300 were native New Mexicans. Most of the other enrollees were from neighboring states, mainly Oklahoma and Texas. To enter the Civilian Conservation Corps, the applicant had to be an unmarried man between the ages of 17 and 23½, unemployed, and from a needy family. Each enrollee received $30 a month, of which $25 was deducted and sent directly to his family.

SANTA FE’S C.C.C. CAMP

Civilian Conservation Corps camp SP-1, Company 833, was located a mile west of town. The Santa Fe camp had other achievements in Northern New Mexico in addition to its work on the Old Santa Fe Trail Building: CCC staff built northern New Mexico’s first ski area near Hyde Park; constructed shelters, campsites, and picnic areas at Hyde Park and Holy Ghost Canyon near Pecos; and laid the stonework along the Santa Fe River—a beautiful erosion control system that includes retaining walls, culverts, small waterfalls, and pools.

Company 833 had approximately 200 enrollees. The camp commander was Lt. Clarence Martin. Superintendent James R. Dooley directed the work projects, including the construction of the new National Park Service headquarters building. The camp was operated much like the military: Each day began with calisthenics at dawn. The corpsmen were transported in trucks to the work-sites, and lunch was served on site out of big cooking pots. Dinner was eaten back at camp, followed by activities such as baseball games and boxing matches to keep the men entertained until "lights out." One of the major pastimes of many of the under-age corpsmen was visiting Santa Fe’s roller-skating rink.

THE OLD SANTA FE TRAIL BUILDING

In the Emergency Conservation Work Act of 1933, the National Park Service was given the task of supervising development projects in metropolitan recreation areas, counties, and states, as well as federally owned properties. Civilian Conservation Corps corpsmen labored to construct the National Park Service’s Southwest Region Headquarters Building according to architectural construction drawings prepared by National Park Service architect Cecil Doty. As construction foreman for the building project, Doty selected artist Carlos Vierra, because of the latter’s knowledge of the finer details of New Mexico architecture. Vierra had studied the missions of New Mexico in detail for New Mexico’s exhibit at the 1915 world’s fair in San Francisco, and was involved with the group who initiated the Spanish-Pueblo-Revival-style of architecture in Santa Fe.

With little or no building experience, Company 833 Civilian Conservation Corps men set about preparing the site. The estimate of costs listed for Job 138 was broken down as follows:
- laying 250 feet of water pipe, plus connections and water meter, in trench from main line to building site = 50 man-days;
- quarrying and transporting 100 cubic yards of stone for foundations, and flagstone for walks = 950 man-days;
- mixing and pouring 100,000 adobe bricks, and piling = 2,000 man-days; and
- cutting and transporting vigas and poles for roof and ceiling construction = 500 man-days.

According to the Outline of Specifications for the building (Form 10-352, dated November 5, 1937), it would be built entirely of adobe, with the exception of the interior partitions. Exterior walls were to be stuccoed with "Bituadobe" plaster applied directly to the adobe walls. The interior plaster was specified to be lime putty applied in three coats, and was to be left plain, with a medium-rough-sand finish. A total of 3,500 man-days were estimated for the construction of the Old Santa Fe Trail Building.

**Adobes**

During the early stages of construction, adobes were purchased, as well as manufactured on site. A contract was awarded to George W. Rust of Santa Fe approving the purchase of 18,500 adobes at $15.60 per thousand, or a total of $277.50. A telegram from the Acting Director of Region III, C. B. Conley, in Oklahoma City, dated October 12, 1937, authorized the purchase of 20,000 adobes cured and ready for use at $15 per thousand. The normal market price for adobes was about $28 per thousand. All lots of adobes were to be inspected by construction foreman Carlos Vierra.

Form 10-352, dated September 17, 1937, lists the specifications for adobes, both purchased and manufactured, as "10" x 14" x 4, mixed with straw in the usual manner." The corpsmen used the soil from the basement excavation to make the adobes. Clay was also transported to the site from a clay pit at Hyde Park. Eventually, more than 280,000 adobe bricks were made from the excavated soil. The two-story section of the building has adobe walls that are 3-4 feet thick on a foundation of native stone.

**Stone**

Stones for the foundation and walls came from a quarry at Hyde State Park. Many of the corpsmen on the quarrying crew were from Espanola, New Mexico, and most were assigned to the Soil Conservation Service. Because the rocks were of considerable size, the architects and engineers felt that all that was necessary was to give the rocks proper bedding and to have the proper ground condition to carry the load. All reinforcing steel specified for the concrete footing was thus eliminated.
Wood

One crew of men was assigned to the cutting of timber to be used for vigas, canales, and other construction. The hauling of vigas from various sites began in March 1937, and continued all year. Benito Montoya, assigned to this crew, recalls that the vigas and poles that were brought in from Rowe Mesa were inadequate, so an arrangement was made with the U.S. Forest Service to use trees from Santa Fe National Forest. Many of the vigas were brought to the site from Borrego Mesa near Truchas. It was found that spruce trees were too knotty to be of much use in the construction of the building, so most of the timber used was ponderosa pine. Two-man saws were used to fell the trees, and the timber was peeled before being transported to the construction site.

The specifications called for ship lap ceiling decks in all spaces except the foyer and Regional Director’s office, which were specified as split pole (savinas). The specifications called for all vigas, ceiling boards, and millwork to be left unfinished to weather a natural color. The white pine window sash and doors were to receive a finish.

Fixtures and Furniture

The furniture and hammered and punched tin light fixtures in the foyer and conference room were executed under the direction of Vernon Hunter, director of the Federal Arts Project for New Mexico.

Plumbing and Heating

Skilled workers from the Public Works Administration installed the mechanical systems in the building. Purchase orders were completed for the mechanical and electrical work—each coming in at less than $1,000, to bypass the need for approval from Washington, D.C.

Completion and Opening

The new Region III Headquarters building was completed and opened in August 1939. Including the central patio, which is 95 feet long and 70 feet wide, the building covered more than an acre of the 8-acre site. Several hundred people attended the open house, which was held August 5, 1939. Female Park Service employees, dressed in native costumes, acted as guides, and Civilian Conservation Corps corpsmen in uniform parked cars for visitors. The corpsmen also showcased their handiwork by conducting tours for visiting Park Service personnel and civilian visitors.
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Phil Young, Special Agent, Visitor & Resource Protection, IMSF
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 historical 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.