Old Santa Fe Trail Building
Long-Range Interpretive Plan

Old Santa Fe Trail Building
National Historic Landmark
Santa Fe, New Mexico

Produced by the National Trails System - Santa Fe
National Park Service
U.S. Department of the Interior

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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, are all based on culture, a unique culture, the only indigenous one in the continental United States.

Herbert Maier
The Santa Fe New Mexican
October 1937

Original drawing by architect Cecil Doty, 1939.
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Southwest-style conference room chair constructed by the CCC, with Navajo rug.
Early spring view of the Old Santa Fe Trail Building interior courtyard.
INTRODUCTION

The ultimate goal of the National Park Service (NPS) interpretive planning process is the development of a tightly focused, high-quality, cost-effective interpretive program that effectively addresses all audiences and achieves all management goals for all national park units. Toward this end, this Long-Range Interpretive Plan (LRIP) has been created for the Old Santa Fe Trail Building National Historic Landmark (NHL).

Of note is the fact that this remarkable old building, along with its grounds, collections, and furnishings (hereafter collectively referred to as “the NHL”), possesses marked national, regional, and local historical significance. Thus, although it is not officially a national park unit, it is being treated for planning purposes as an official unit of the National Park System.

In September 2001, a General Management Plan (GMP) was prepared to guide overall park management decisions over a 15-year period. In addition to emphasizing protection of the site’s work force, building features, collections, archeological resources, and historic landscape design integrity, the GMP stressed the need to manage public outdoor recreational use, and to enable visitors to understand and appreciate the site’s significance. Toward these latter ends, it outlined an appropriate strategy for showcasing and interpreting for public benefit the significant aspects of the history and contemporary uses of the site, while adhering to the strict NPS mandate to preserve its resources. It is upon the interpretation strategy outlined in the GMP (pp. 45-50) that this Long-Range Interpretive Plan for the Old Santa Fe Trail Building NHL has been built.

Recommendations in the LRIP depart from the GMP in two major respects:

1. No outdoor wayside exhibits would be placed in the site’s developed historic areas, and

2. Additional parts of the building would be opened to tours.

The LRIP recommends actions that would occur over the next 10 years. It describes the site’s primary interpretive themes and desired visitor experiences, and recommends a wide array of ways to facilitate those experiences through appropriate orientation, information, interpretation, and education; facility and space allocation; outreach; partnerships; collections, archives, and library resources; research; and staffing.

As directed by the National Park Service Director’s Order #6 Interpretation and Education (2005), the LRIP for the Old Santa Fe Trail NHL will serve as the key in the long-term Comprehensive Interpretive Plan (CIP) process. The planning foundation presented in the LRIP—its purpose, significance, themes, and visitor experience goals—will remain constant over the life of the plan. After approval, annual implementation plans will be developed, dependent upon current and projected fiscal, staffing, and political realities.

The planning effort leading to this LRIP was initiated in August 2004, with NPS staff meetings in the Old Santa Fe Trail Building NHL in Santa Fe. A final Scope of Work, dated September 29, 2004, was approved by National Trails System-Intermountain Region Superintendent Jere L. Krakow. While National Park Service LRIPs are implementation plans and do not require public participation, NPS staff in Santa Fe recognized that the plan’s success would depend on the participation of the building’s present and future partners. Thus, key stakeholders were invited to a planning workshop held March 22, 2005. The workshop was followed by NPS planning team meetings on March 23-24, 2005, at which stakeholder comments were considered, and draft plan recommendations were developed.
A note on the name of the site. The 1987 national historic landmark nomination cites the site's historic name as "National Park Service Region III Headquarters"; and the common, and preferred, name was stated as "National Park Service Southwest Regional Office" up until regional office functions were transferred to the Intermountain Regional Office in Denver in 1995. Today, the site is known as the "Old Santa Fe Trail Building National Historic Landmark," or the "Old Santa Fe Trail Building." For purposes of this LRIP, the building, along with its grounds, collections, and furnishings, will be collectively referred to as either the "Old Santa Fe Trail Building National Historic Landmark" or the "Old Santa Fe Trail Building NHL," or in abbreviated generic form as "the site."

**BUILDING LOCATION**

Old Santa Fe Trail Building property.
The collection in the Regional Director's office, 1940.

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Part I. FOUNDATION FOR PLANNING

BACKGROUND

Site Description and History

- The National Park Service chose Santa Fe as its new Region III Southwestern headquarters in the early 1930s because it was multicultural, and a centralized location from which to access and effectively manage Southwestern national park areas. The then-private Laboratory of Anthropology in Santa Fe offered 8 acres of land for a donation of $1 if the NPS would build on the site. Acting Regional Director Herbert T. Maier brought Regional Architect Cecil J. Doty with him from his Oklahoma City NPS office to design the building. Doty had extensive experience designing National Park Service 1930s “rustic architecture,” which emphasizes the 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 craftspeople. This NPS rustic style blended naturally and harmoniously with the Spanish-Pueblo-Revival style of architecture originating in Santa Fe around 1910, which combined elements found in local American Indian pueblos and the structures of Spanish settlers.

- The 24,000-square-foot masterpiece of Spanish-Pueblo-Revival architecture known today as the Old Santa Fe Trail Building may be the largest known adobe office building in America. Most materials used in its construction came from the surrounding region: Soil needed for 280,000 hand-molded adobe bricks came directly from the excavations required for building foundations (although some adobes were purchased already made). Hand-peeled logs for the vigas (peeled log roof beams) and corbels (roof supports) came from the Civilian Conservation Corps (CCC) camp in Hyde Memorial State Park in the Sangre de Cristo Mountains. Flagstone for the floors came from a large ranch near Pecos. The foundations of the main building were made of stone from a local quarry near Canyon Road. Construction spanned the years between 1937 and 1939.

- Funding and labor for the building came from America’s Depression Era New Deal public-economic-recovery programs. From the Public Works Administration (PWA) came specialized labor for installing mechanical systems and funds for materials. Most of the work force—200 Northern New Mexican Hispanic men between the ages of 17 and 23—came from CCC Camp #833, based in Santa Fe. Funding to accentuate the building’s interior architectural spaces came from the Federal Arts Program. The building was furnished with hand-made furniture and fixtures, as well as fine examples of Pueblo Indian pottery and Navajo Indian rugs, and a wide variety of oil paintings, etchings, drawings, lithographs, and block prints by members of the Santa Fe and Taos art colonies of the 1930s.

- The building’s massive, sculptural battered-adobe walls vary between 2 and 5 feet thick, and are finished with cement stucco. The flat roof is edged with parapets, and drained by canales (runoff channels) that extend out from the exterior walls. The roof is supported by vigas and hand-hewn squared beams. Floors in the lobby and conference room, and portales (porches) are finished with flagstone. Posts supporting the roofs above the portales are peeled Ponderosa pine logs capped with decorative corbels. The open-air central courtyard, with its pond and rooms lined around the periphery, is reminiscent of...
Spanish-style missions. The building appears to grow directly out of the earth. Landscaped courtyards and patios are integrated with architectural elements, furnishings, and fixtures.

- In 1987, the Secretary of the Interior recognized the building’s distinctiveness and highly significant history, along with its grounds and outstanding collections of art, furnishings, and fixtures, by designating it a National Historic Landmark. It stands today as a monument to the labors and hard-earned skills of its Civilian Conservation Corps builders, and a continuing source of civic pride for CCC alumni. It also stands as a keystone in the administrative history of the National Park Service, where many important decisions in NPS history have been made in the past, and where its NPS occupants today continue to direct their energies toward various facets of national park and national trail system management in the region.

Site Mission

The mission for the Old Santa Fe Trail Building National Historic Landmark describes its purpose for existing:

- The original, and evolving, primary mission of the Old Santa Fe Trail Building NHL is to maintain the continuing viability of providing administrative offices for Santa Fe-based employees of the National Park Service, while simultaneously endeavoring to accommodate limited compatible public uses. The basis of this primary mission is the NPS mandate to protect, preserve, and interpret NPS units.

Site Significance

Statements of significance describe the distinctive values of the Old Santa Fe Trail Building, and why these values are important within a national context. These statements are the foundation for thematic interpretation of the site.

- The Old Santa Fe Trail Building is nationally, regionally, and locally considered a prime example of Spanish-Pueblo-Revival-style architecture, on the basis of which it was designated the Old Santa Fe Trail Building (National Park Service Region III Headquarters) National Historic Landmark in 1987.

- The building, with its grounds, is a prime representative of the ideals of early National Park Service “rustic architecture and landscape architecture”—a design philosophy promoting the use of onsite/locally available materials; harmony with the surrounding landscape; and ties to regional architectural and craftsmanship traditions.

- The site contains an important and diverse collection of furnishings and art representing the 1930s, including Navajo rugs, Pueblo Indian pottery, and art works from New Mexico’s art colonies.

- The site serves as a monument to the 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.

- The site is considered a keystone of National Park Service history in the Southwest, because it is where important decisions, initiatives, and support efforts affecting the establishment, preservation, and public use of many Southwestern national park units have taken place, and continue to take place today.
Visitor Experience Goals

Visitor experience goals describe the cognitive, affective, sensory, and behavioral experiences to be made available to visitors to the site. These goals provide direction to planners, designers, managers, media developers, site staff, partners, and others.

Visitors to the Old Santa Fe Trail Building NHL will have opportunities to:

- Receive regional, theme-related orientation and information resources, both prior to, and subsequent to, their visits.
- Be informed about the site’s interpretive themes.
- Learn that the building continues to function as an administrative office in support of national parks, with evolving staffing and projects through the decades.
- Visit selected indoor and exterior building and grounds spaces, including the premier open-air central courtyard.
- Attend theme-related community functions and activities.
- Use the grounds for recreational walking on resource-related, defined trails.
- Have access to interpretive services that are designed to be usable by all people without the need for adaptation or specialized design.

Interpretive Themes

Primary interpretive themes are the most important ideas, stories, and concepts that should be presented to site visitors. The themes are considered the most important ideas for visitor understanding of the site’s significance, and are a cognitive element of the visitor experience goals. These themes, like the goals, are intended to provide direction to planners, designers, managers, media developers, site staff, partners, and others. Secondary themes are also provided to add detail and support for the primary themes.

Primary:

- The Old Santa Fe Trail Building National Historic Landmark represents a convergence during the 1930s of:
  - The National Park Service focus upon “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.
- Respect for America’s natural and cultural heritage represented in the design, construction, and Southwestern ambience of the Old Santa Fe Trail Building NHL has continued over the years to inspire and guide employees working within the facility in carrying out the conservation and recreation programs of the National Park Service.
• The National Park Service “rustic architecture” philosophy advocated the use of onsite or locally available materials, harmony with the surrounding landscape, and ties to regional architecture and craftsmanship traditions.

• 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.

• 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, tinsmithing, and woodworking skills that were all an important part of their own New Mexico heritage.

• 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.

• The continued maintenance and preservation of the Old Santa Fe Trail Building, along with its grounds, collections, and furnishings, require the application of the same philosophy and principles of resource management advocated by the National Park Service for other cultural sites in the United States.

• Several nationally significant trails and roads pass near the Old Santa Fe Trail Building NHL, including El Camino Real de Tierra Adentro, Santa Fe Trail, Old Spanish Trail, and the pre-1927 Route 66 corridor; these routes collectively form a network of trade and travel having profound impacts upon the history of the United States.

• The programs of the National Park Service in the Intermountain Region go beyond those of traditional park areas, and encompass the Old Santa Fe Trail Building NHL; National Historic Trails; Route 66 Corridor Preservation Program; Rivers and Trails Conservation Assistance; National Historic and Natural Landmarks; and assistance to other preservation agencies and organizations.

• Originally intended only as office adornments, the Pueblo Indian pottery, Navajo rugs, historic furnishings, and artworks, in the site collections are representative of the Public Works of Art Project, and native and traditional arts and crafts of the Southwest.

Traditional pottery from the region’s Pueblo villages was purchased as office adornments. These pieces are now on display in the main lobby.

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ISSUES AND INFLUENCES AFFECTING VISITOR EXPERIENCE

Staffing

- Management oversight for the site currently falls to the superintendent of the National Trails System-Intermountain Region and his staff, some of who maintain their offices in the building, and collaterally provide limited resource management, visitor use, interpretation, and other operations services only as their primary trails management responsibilities permit. The curatorial responsibilities for the building are provided through collateral duty from the regional office in Denver. As needed, a technical support committee composed of specialists in compliance, architecture, and cultural landscape matters assists the superintendent. The only staff currently dedicated exclusively to Old Santa Fe Trail Building operations functions are a facility manager and his staff, who provide building maintenance and preservation services; and, currently, a part-time work-study employee, who provides public contact and information services at the small lobby reception desk.

Visitor Use

- Although use and visitation by the general public other than for the conduct of National Park Service business was not envisioned when the building was planned and built, over time the NPS has permitted some non-business-related visitation. To address security issues since September 11, 2001, the NPS only allows limited recreational access across the property to reach a non-official trail in the Arroyo de los Chamisos; provides limited national park information and exhibits of building collections in the lobby; and—whenever staffing allows—offers guided building tours for the public.

Special Building Uses

- Since NHL designation in 1987, there has been a dramatic rise in special-use requests from outside groups and individuals, as well as from NPS employees, to use the building lobby, conference room, and open-air central courtyard for meetings, special events, parties, and receptions.

Scope of Work for Great Room Contractual Services

- Use of the Great Room has changed several times since its original intent for use as a large open office space housing the secretarial pool and administrative support staff. As funding and staffing fluctuated over the years, the space was used as a large meeting room and place for staff functions; partitioned off into cubical offices for additional staff during the height of the Southwest Regional Office; and used in its current function as a space to house large and small meetings for the NPS, other land-management agencies, and other organizations that have a mission similar to the NPS. Other current uses include a place for staff functions (e.g., potlucks, holiday events, retirement parties).

- The existing space is 1,680 square feet. The building code (as well as the Fire Marshall) allows 110 occupants, with approximately 15 square feet per person with loose tables and chairs (assembly occupancy, A-3, per 2003 International Building Code).
The new southwestern style furnishings purchased in 2005 allow for flexibility when arranging the Great Room for small or large group assemblies.

Contemporary conference type furniture and ergonomic chairs provide a comfortable setting for meetings.

The 2005 furnishing plan reflects the primary purpose of the room, which is for NPS use for meetings and trainings. The space is to be as flexible as possible with an “all-purpose room” concept. A small team of Santa Fe-based staff has researched sources and selected “Santa Fe Style” (Phase 1) tables, chairs, credenza, benches, and coffee tables.

Team selections were approved, funding obtained, and the furniture purchased for installation late in FY 2005. Contemporary conference type furniture (Phase 2) has been identified, selected, and purchased in FY 2006.

Recreational Use of Grounds

- Recreational walking on the site is allowed, but not promoted. There are problems with some visitors leaving trash, allowing pets to be off-leash, and cutting social trails on the property.

Site and Employee Security

- Employees interact on a daily basis with the public and business contacts, which increases opportunities for the theft of government property, and also increases the possibility of threats to employee safety from suspicious or disruptive individuals, roaming dogs, and unsafe drivers. Security cameras monitor use inside and outside of the building.

Accessibility

- The Old Santa Fe Trail Building was not planned and designed with the needs of disabled employees or visitors in mind. Although adaptations have been made through the years, portions of the building remain physically inaccessible for some mobility-impaired people.

Outreach and Community Relations

- The presence of the Old Santa Fe Trail Building and the NPS was little known in Santa Fe until there was a flurry of outreach efforts in connection with the building's Fiftieth Anniversary in 1989. Since that time, the building has been included in and pointed out on several commercial guided Santa Fe tours that pass by. Very infrequently, through word of mouth, NPS staff members are invited to go out to speak about the building to local schools and community groups. However, there has been no formal or active outreach since the 1980s, and most city residents and visitors remain unaware of the presence of the site and NPS in Santa Fe.

EXISTING CONDITIONS

Visitor Profile

- Currently, because the presence of the Old Santa Fe Trail Building continues to be low key, visitors rarely visit it because of its own inherent values. Instead, they tend to happen upon the site by chance, come to seek employment, or come to conduct official business with NPS and other staff.
• Visitation statistics have not been maintained on a regular basis. The statistics for 2006 are approximate, and include numbers of attendees at meetings and other functions: January, 60 persons; February, 70; March, 175; April, 102; May, 120; June, 112; July, 198; August 170; September, 125; October, 156; and November, 72.

• Thus far, the limited interpretive efforts at the site have been targeted at occasional government or nonprofit special-interest groups visiting Santa Fe or attending meetings and trainings, such as art students or groups interested in Civilian Conservation Corps project sites, family or other groups or individuals requesting a tour, and special visitors who may be at the building to attend an event.

• General public tours of the building and site were advertised and offered during the Fiftieth Anniversary of the building, and once during the National Park Service Seventy-fifth Anniversary in 1991; however, visitor attendance at these was very low.

Visitor Experience

• The experience of being in and around the building is a combination of indoor and outdoor experiences—of the light from the open-air central courtyard coming into the surrounding offices, the views from the lower and upper stories, the combination of indoor work spaces and outdoor leisure and gathering spaces, the blending of indoors and outdoors in the warm season, the contrast between indoors and outdoors in the cold season, and the sounds and smells from outside (e.g. pine pitch, birdsong)—all are part of the visitor experience and working environment.

• Visitors entering the building are presented with a view of a large and impressive lobby having low lighting levels. Two large cases containing American Indian pottery dominate the space. Visitors' attention may be drawn to the large portrait of Stephen Mather, the first National Park Service Director, and the commemorative plaque beneath it. For visitors entering the lobby, one of the pottery cases obscures the view of the information counter vestibule, and only after moving forward into the lobby can they see the staffed or unstaffed lobby counter. If no staff is present, visitors are limited to referring to the information on the counter, to picking up a self-guiding tour brochure, to using the counter telephone to call the office they are seeking, or to finding an employee who can help them. Security-alert and other signage is ambiguous, and visitors are frequently unsure about how to proceed.

Orientation and Information

• When the lobby reception and information counter area is staffed, informational materials covering national parks and other information pertaining to the NPS Intermountain Region (covering the states of Arizona, New Mexico, Texas, Oklahoma, Utah, Colorado, Wyoming, and Montana), as well as local information, are 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.
Indoor and Outdoor Exhibits

- The lobby currently contains exhibits of Pueblo Indian pottery housed in wood and glass cases, and historic furnishings. Displayed prominently beneath a large painting by Otto Hullunkremer of Stephen Mather, first director of the NPS, is a descriptive plaque.

- The Herbert Maier Conference Room exhibits framed photographs of the building under construction and New Deal artworks and furnishings constructed by the Civilian Conservation Corps. Captions establish the fact that building construction and the pottery were both products of the New Deal Era.

- In the Great Room are various pieces of art created by previous employees and Youth Conservation Corps workers.

- On the outside wall near the entrance are a 1987 National Historic Landmark plaque and a 1998 plaque commemorating the building and the Civilian Conservation Corps.

Publications

- A site-bulletin containing history and a self-guided tour is currently the only information/orientation/interpretation publication relating to the Old Santa Fe Trail Building available at the lobby reception and information center.

Building Tours

- Infrequent building tours arranged for special groups are led by Santa Fe Intermountain Region staff that is knowledgeable about the site.

- Tour coverage tends to be more informational than interpretive and thematic.

- Most tour groups seem to be interested in learning why the building is there and about its overall function, but are not otherwise interested in National Park Service history.

- Current tours focus on topics relating to the architecture and construction of the building and the Civilian Conservation Corps program.

- The activities of people in the building through time are rarely mentioned during tours.

- Many groups that visit the building have their own agendas, which tend to guide the priorities of the person leading the tour.

Public Access

- Prior to September 11, 2001, areas generally open to visitors were (1) the outside of the building on the front and east and west sides; (2) the entrance lobby area; (3) the Herbert Maier Conference Room (if not in use); (4) the hallway adjacent to the Herbert Maier Conference Room; and (5) the open-air central courtyard. Since that date, security signing tells visitors they are not allowed beyond the lobby.

- Offices are never open to casual visitors.
Special Building Uses

- Existing permissible uses of the building include photographic and other art-related workshops, commercial photography, meetings, conferences, catered luncheons, and receptions, which have been accommodated without adverse impacts to the cultural resources. However, even these permissible uses have cumulatively posed a burden on limited staff who must defer their other scheduled work to help set up or clean up after such uses, or be available for overtime work for evening and weekend functions.

- There has been an upsurge in requests for nonqualifying private activities that seek to take advantage of the building's architectural ambience, such as weddings, religious and civic ceremonies, receptions, meetings, luncheons, and memorial services, due to word of mouth from people who have used the building. When the large interior Great Room (Room 132) was converted to a meeting space in 1996, many outside agencies began to request use for their meetings and training sessions.

- Some uses that might under ideal circumstances be considered qualifying activities are currently not allowed in the building, because, among other considerations, unrealistic precedents might be set; anticipated demands might be high; staff to process requests and provide oversight is insufficient; onsite parking is limited; restroom capacity is inadequate; emergency egress might be unsafe; and the potential for resource damage would dramatically increase.

- In 2004, several offices in the upstairs portion of the building were provided under a tenant service support agreement to the Santa Fe Conservation Trust, whose mission is in keeping with the NPS mission.

- National Park Service Special Park Use Guidelines allow for special qualifying uses of the site 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 site would not interfere with office operations." Permitted special park uses for the Old Santa Fe Trail Building were limited to events relating to the site itself, the nearby historic Santa Fe Trail, the National Park Service, and conservation-organization events related to the NPS mission and operations. Additionally, NPS employees were also extended the privilege of using public portions of the building and the lunchroom for special-use purposes so long as the use was not incompatible with the NPS mission and purposes identified in National Park Service policy guidelines.

- Fire codes limit approved use to fewer than 200 persons on site at once.

- In 2005-2006, the building superintendent issued further guidance about building use that prohibited private or personal functions from being held and allowed for occasional use by other governmental entities for official business.
Recreational Use of Grounds

• The National Park Service property boundary around the Old Santa Fe Trail Building site is largely unfenced, but boundary markers have been installed to clarify ownership.

• The NPS currently allows recreational walking on the site.

• The NPS has for some time allowed trail access to occur, but has not promoted it.

• During and after office hours, area residents and others frequently drive or walk through the site to reach Arroyo de Los Chamisos, and just for walking by themselves and with their dogs. A gate was installed at the entrance to the NPS property to prevent the public from entering after office hours and on weekends. The public response has been to park outside the gate along the road and continue to walk onto NPS property.

• Empty beer cans, broken bottles, and other litter in the parking area and elsewhere attest to unauthorized after-hours use.

• Employee reports of drivers wandering around in employee parking areas, and speeding and making unsafe turns at the site are increasing.

• Unauthorized visitors walking dogs and using the site to reach Arroyo de los Chamisos have worn informal social trails into the area bordered by the Old Santa Fe Trail (city street), the northeast parking area, and the arroyo. NPS 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 only limited success.

• Contrary to local leash laws and federal regulations, people walking dogs on NPS property have been observed letting their pets off their leashes. Dog feces litter the parking area and trails, and employees have occasionally felt threatened by the loose animals.

• Motorcycles and bicycles are causing a loss of plant cover and soil on the site. Motorcycles are not allowed beyond driveways and parking areas, but they have been observed being driven across the landscape to and from the Arroyo de los Chamisos. Bicyclists crossing the site are being directed to confine themselves to the parking area and the arroyo bottom, where soil and plant damage is relatively slight.

• The NPS has provided a solid waste dumpster that can accommodate trash beyond its own needs to help reduce illegal trash dumping in the area, especially in the arroyo.

• When approached by NPS staff about unacceptable behaviors, some recreationists have mistakenly claimed that federal government property is theirs with which to do as they please.

• Trail connections between the site and other entities on Museum Hill are increasing and becoming more formalized. 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 provided input to the museum’s master plan, and is interested in developing appropriate foot and bicycle trail connections for visitor access between properties. The nonprofit Spanish Colonial Arts Society Museum (on former School of American Research property) provides additional visitor trail opportunities on adjacent lands.
Arroyo de Los Chamisos serves as an informal sandy trail connecting a number of properties in the area, and the City of Santa Fe proposes more formal trail development along the arroyo as part of the city trails system, with resulting potential for an increase in public recreational use of the Old Santa Trail Building site.

**Site and Employee Security**

- The Santa Fe Police Department, with whom the NPS maintains concurrent law enforcement jurisdiction, remains the primary responder to enforce laws at the site. Several NPS law-enforcement staff maintain offices in the building; however, they are mostly unavailable, because their primary law-enforcement responsibilities lie elsewhere.

- To get direct help, employees currently dial 911 for the Santa Fe city police (or contact NPS protection staff if available).

- An existing alarm system is equipped with fire and motion detectors to protect government property after working hours. A security/surveillance camera system was installed in fall 2005. It monitors key interior and exterior locations and entrances to the building and continuously digitally records activities in those areas.

- Collections have additional alarm systems.

- Safety lighting has been installed around the perimeter of the building, and in all building parking areas.

- A contracted security service provides after-hours inspections of the site.

**Accessibility**

- The Old Santa Fe Trail Building was not planned and designed with the needs of disabled employees or visitors in mind. The architectural intent was consistent with the values of the era, which tended to largely ignore the access needs of disabled people. Character-defining features were created by deliberately alternating 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, nondisabled.

- Obstacles preventing or complicating access to ground-floor levels for disabled visitors include improperly sloped or equipped ramps and stairs that cannot be physically be ramped within available space. Visitors with disabilities are forced to use exterior egress points that may require backtracking or circuitous routings. Doors on many different levels are very difficult to open due to their size and weight. Flagstone entry walks, portal walks, and lobby floor surfaces contain irregularities that can cause tripping hazards for disabled (and also nondisabled) users. Several parking spaces are provided for visitors with disabilities, but no information is provided either at the parking spaces 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. The second floor and basement are provided with stair access, but no elevator access, and are thus inaccessible to mobility-impaired visitors.

- The most recent physical-access improvement projects completed at the site include the emplacement of ramps on the interior portal walkways to permit
more access to their various levels for disabled persons, and access to the west portal's restrooms, whose spaces and fixtures have been retrofitted to provide accessibility.

**Neighborhood and Community**

- Relationships with neighboring landowners remain cordial and respectful.

- Adjacent institutional neighbors on “Museum Hill” include the Museum of New Mexico's administration building, Laboratory of Anthropology, Museum of Indian Arts and Culture, and Museum of International Folk Art; the Wheelwright Museum; the School of American Research; the Spanish Colonial Arts Society Museum; the Immaculate Heart of Mary Seminary and Carmelite Convent; St. John’s College; and sections of the NPS-administered Santa Fe National Historic Trail. The historic corridors of El Camino Real de Tierra Adentro, Old Spanish Trail, and pre-1927 Route 66 are near the building.

- Other neighbors include a wide variety of private residences. Residential housing developed in recent years has been marked by relatively large, single-lot homes on undeveloped acreages, so the neighborhood area has retained a high degree of open space and naturalness. 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 onsite special events, sometimes in the evening, may contribute to street parking when parking areas within the site are full.

- The Old Santa Fe Trail Building contributes to the larger City of Santa Fe due to its importance as part of the architectural lexicon, and serves to define the “Santa Fe style” in real terms.

**Landscape**

- The Old Santa Fe Trail property is a nationally significant, historic designed landscape. The location of the building, views in and out of the site, the design of the structure, the hierarchy of courtyard and patio spaces, and planting designs within and around the building were integrated and considered together in the initial design and development of the facility.

- The landscape design style used was an extension of the rustic design approach of the National Park Service in the 1930s: Onsite or locally available materials were used; maintaining harmony with the surrounding landscape was a goal; and strong ties to local architectural and landscape architectural traditions were maintained.

- 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 open-air central courtyard and interior patios, and, at exterior entrances and within the parking areas, groupings of native and naturalized plants were used to complement the architecture and to mark entrances.

- As a National Historic Landmark, historic integrity needs to be maintained at a high level. Although the overall integrity of the historic landscape has been retained, a number of modifications have been made since original construction to accommodate changing functional needs and esthetic preferences.

- The overall density of piñon/juniper growth increased in the region up until the past couple of years, which resulted 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. Within the past few years, Santa Fe has experienced a severe drought, and bark beetles have killed several piñon trees on the property, which has further opened the site to view from the road.

**Resource Management**

- At present, maintenance and preservation the resources of the building are carried out by a facility manager and staff, overseen collaterally by the superintendent and staff of the National Trails System-Intermountain Region. Interdisciplinary staff from the Intermountain Region-Santa Fe provides ad hoc technical assistance for resource management.

**Museum Collections, Furnishings, and Archives**

- Collections scattered throughout the building in public and nonpublic areas include (but are not limited to) original art from Santa Fe's historic art colony, as well as donated paintings by Neighborhood Youth Corps and NPS employees; WPA-commissioned Indian pottery from local Pueblo Indian villages; original Cecil Doty architectural designs; CCC-produced tin chandeliers and other light fixtures; PWA-produced lithographs; an enormous carved conference table and matching chairs designed by Cecil Doty and made by the CCC; and CCC-carved benches based on designs by architect Cecil Doty.

- Collections not currently on exhibit are stored in the collection storage room at the Paisano Building, leased space, and the NPS Western Archeological and Conservation Center in Tucson, Arizona. The collections associated with the Old Santa Fe Trail Building consist of archives (photographic prints, slides, and original documents) and historical items (rugs, pottery, furniture, fine arts, and kachina dolls). The archives document the changes in the building dating from its construction through time, both in terms of architecture and use of the building. In 2006, preliminary planning was under way to relocate the museum collections belonging to the regional office to the repository in Tucson as recommended in the IMR Museum Collection Facilities Strategy, 2005.

- Preservation activities related to the collections currently include: (1) monitoring of pests with sticky traps in exhibit areas; (2) monitoring of light, temperature, and relative humidity; (3) emplacement of signs near exhibited items to deter visitors from touching them; (4) intermittent inspections by the building's collateral duty museum curator; (5) daily inspections by the building facility manager; and (6) annual inventorying of museum property.

- The safety and protection of collections are of major concern and require continuing improvements in both technological and human deterrence systems. Many items from the collections are on display throughout the building, and are consequently accessible to the visiting public during building business hours. Historic furniture housed in the conference room and offices, and historic light fixtures and decor are not readily accessible to the public. The lobby receptionist and alarm systems help to deter theft, but when no one staffs the desk, collections remain vulnerable to theft and damage.
Library

- Library resources for the Old Santa Fe Trail Building are maintained in the Paisano Building general library, and include annual reports of activities in the former Southwest Regional office; materials related to superintendents' conferences; planning documents; historic structures reports; furnishing guidelines; and preservation plans. Additionally, a library for the National Trails System-Santa Fe in the Old Santa Fe Trail Building contains extensive references dealing with several national historic trails and Route 66.

National Historic Landmark Status

- The Old Santa Fe Trail Building (a.k.a., Region III Headquarters building, Southwest Regional Office building) was listed in the National Register in 1970, and designated a National Historic Landmark in 1987. This status acknowledges that the building is among the most important historic structures in America.

Civilian Conservation Corps Connections

- The history of the Old Santa Fe Trail Building is tied inexorably to the history of the Civilian Conservation Corps, and the building stands as a monument to the CCC and other American New Deal programs during the late 1930s.

- The new “Region III Headquarters” building was completed and opened in August 1939. It was created through the Emergency Conservation Work Act of 1933, under a program in which 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.

- Close ties continue to be maintained with the CCC and New Deal associations, and members are frequently invited to NPS functions, as well as being invited to hold functions in the Old Santa Fe Trail Building.
Part II. THE ACTION PLAN

This section of the Long-Range Interpretive Plan contains recommended action items to achieve the visitor experience goals stated in Part I. These recommendations support the site mission and interpret the significance of the resource.

Note: in FY 2008, Intermountain Region staff now at the Paisano Building will relocate into the Old Santa Fe Trail Building, per the Director, IMR. This move of staff, office furniture, and functions will impact many of the recommendations below, in terms of feasibility or timing.

RECOMMENDATIONS

Future Visitor Experience and Interpretive Program

These recommendations, when implemented, would support the desired visitor experience at the Old Santa Fe Trail Building National Historic Landmark. All recommendations support the site’s General Management Plan (2001), and meet planning goals.

The minimal visitor experience (i.e., existing conditions) provided at the Old Santa Fe Trail Building consists of the following elements:

- Availability of orientation to the building and grounds, and information about National Park System in the Southwest, National Historic Trails, and Route 66.
- Interaction with staff (i.e., uniformed staff and students).
- Access to the building lobby and the hall adjacent to the Herbert Maier Conference Room, with their exhibits of collections, and to restrooms.
- Opportunity for recreational walking on established trails on and near the site.
- Opportunity to attend special use functions in the building.

An enhanced visitor experience to be provided at the site would consist of the following:

- Opportunity for pre- and post-visit orientation relating to the building and grounds, and in-depth, theme-related information, both on and off site.
- Opportunity for a guided tour (availability depending upon security level and staffing). Visitors on a guided tour would be able to see the following spaces:
  - Lobby and hall, for architectural features, exhibits, and restrooms;
  - Meier Conference Room, for exhibits;
  - Open-air central courtyard, for managed landscape and architectural features;
  - The portal, for architectural features;
  - Great Room, for exhibits; and
  - Regional director’s office (on second floor), for architectural features and view of main patio.
• Opportunity for recreational walking on the grounds, including connecting trails to Museum Hill and the Santa Fe Trail sculpture and exhibits on the corner of Camino Lejo and Old Santa Fe Trail roads.

• Opportunity to purchase educational/interpretive products at a Western National Parks Association (WNPA) sales outlet.

Note: The planning recommendations are divided into short term and long term for purposes of prioritizing implementation. Both the short-term and long-term recommendations support the enhanced visitor experience, beyond existing conditions.

Short-term Recommendations

These recommendations would be undertaken within the next two years.

Orientation and Information:

• Obtain or develop information and orientation materials that are related in terms of theme to the NHL, and that connect the site to community resources, such as National Historic Trails, Route 66, New Deal and CCC history, and architecture.

Indoor Exhibits:

• Furniture has been purchased for the Great Room to support its function as a theme-related community meeting space and future exhibit space. The 2001 GMP did not address visitor use of this room, because it housed regional staff at the time. The current long-range planning identifies room functions that include furnished meeting space and theme-related exhibits. In the short term, rotating exhibits would be placed in the room. In the long term, permanent exhibits (but movable, to allow flexibility for meeting space) would be developed.

• Rotating and permanent exhibits would present balanced coverage of the interpretive themes, including New Deal and CCC history; architecture; designed landscape; national historic trails; Route 66; and past and ongoing NPS work in support of Southwest parks.

• Undertake initial steps to develop an exhibit plan for permanent exhibits. This would involve:
  o Submitting a Project Management Information System (PMIS) funding proposal; and
  o Obtaining funding from an identified source.

• Coordinate with the City of Santa Fe on the development of an exhibit for the new city convention center. The exhibit would feature Santa Fe architecture, and would highlight the Old Santa Fe Trail Building.

Publications:

• Develop a pictorial history album of the Old Santa Fe Trail Building NHL to display for visitors in the lobby, and to serve as a possible future WNPA sales publication.

Internet:

• Develop a website for the site within the National Park Service website.
Accessibility:

- All interpretive media would conform to standards for programmatic accessibility. Guidelines include the NPS Harpers Ferry Center Special Populations: Programmatic Accessibility Guidelines for Interpretive Media (June 1999) and the Smithsonian Institution Smithsonian Guidelines for Accessible Exhibition Design (June 1996).

- Obtain a Telecommunications Device for the Deaf (TDD) for use with the site's primary visitor information telephone, 505-988-6888.

Outreach and Community Relations:

- Establish and support an active friends' group. This group would support the activities and programs at the Old Santa Fe Trail Building NHL. It would serve at the discretion of the site superintendent. If the friends' group could obtain official tax-exempt 501-3c status, it could raise funds to support the site's visitor experience goals. The friends' group would not create additional burdens or responsibilities for NPS staff; rather, the group would take care of itself, and assist in a defined and agreed-upon manner. A memorandum of understanding (MOU) would be established to define the relationship between the friends' group and the site superintendent, and would describe precisely what activities the group would engage in and under what authority.

- Establish a Volunteer-In-Parks (VIP) program in association with the site. This program would be considered an official NPS VIP program, with administration and funding. Volunteers would assist with tours and provide other services in support of the site.

- Establish a working relationship with the City of Santa Fe and the State of New Mexico Department of Cultural Affairs (i.e., state museums system) relating to planning and other topics of mutual interest.

- Establish a working relationship with neighboring state and other museums on Museum Hill designed to enable sales of theme-related interpretive media, preceding the establishment of an in-house WNPA sales outlet.

Museum Collections, Furnishings, and Archives:

- Scan historic photos associated with the site, and develop a finder's guide.

- Create working copies of landmark-related archival materials.

Resource Management and Staffing:

- Develop an organizational chart showing staff needed to address the site's resource management and visitor use needs. This exercise would identify interdisciplinary positions (e.g., curator, historical architect, resource manager, law enforcement) that would work in concert with the site superintendent and site manager. These would be dedicated positions—not collateral-duty positions. There is a critical need for a position dedicated to greeting visitors as they arrive in the building lobby, and to providing orientation/information, interpretation, and security. This staff would also be responsible for WNPA sales.

- Until dedicated positions can be established, continue to involve collateral-duty region staff in support of the NHL's resource management needs. This work would be identified as a high-priority need in the regional office, with appropriate time and funding provided.
• Count and record all visitors entering the building. Keeping a count of all visitors—not just those going through the sign-in security process—would help to justify staffing and funding needs.

Wayfinding:

• Revisit directional and site identification needs for the site. This includes directional signing (in coordination with the City of Santa Fe and Museum Hill planning) on entrance roads, as well as parking signs and entry signs.

**Long-term Recommendations**

These recommendations would be undertaken *within the next 3-10 years*, which generally corresponds to the expected 15-year life of the 2001 GMP for the site. These are not in any priority order.

Orientation and Information:

• Ongoing development or obtaining of information and orientation materials that are related through theme to the site, and that connect the site to community resources such as national historic trails, Route 66, and architecture.

• Provide computer connections to the Internet that allow visitors to “self-serve”—that is, to find websites related to site themes and resources for themselves.

Indoor Exhibits:

• Develop an exhibit plan for the Old Santa Fe Trail Building’s public-use spaces. This plan would take into consideration the lobby, hallway, Meier Conference Room, Great Room, and upstairs regional director’s office. Exhibits are multi-media experiences, and because visitors learn in many ways, the exhibit plan for the site would explore use of diverse techniques to interpret site resources.

Significant steps (not in priority order) in the development of an exhibit plan are:

• Hiring an exhibit planning and design firm;

• Defining the project;

• Determining objectives;

• Conducting front-end evaluation;

• Preparing a schematic design plan;

• Developing a concept exhibit design; and

• Conducting formative evaluation (a method of judging the worth of an exhibit while it is being developed. The evaluation focuses on process).

After these steps would come preparation of a final package, which would include exhibit labels, drawings and other graphics, audiovisual treatments, and text. Preparation of production documents, fabrication, installation, and conduct of summative evaluation would complete this process.
Publications:

• Revise the extant booklet *Old Santa Fe Trail Building: Art and Function in Adobe and Wood*. The intended use of this booklet was as a guide for visitors taking self-guided walks through the building and grounds. It should be noted that this booklet was developed prior to September 11, 2001, and does not reflect current security needs in the building.

• Develop a series of site bulletins. These would address specific aspects of primary themes, as well as provide visitor education regarding recreational use of the grounds.

• Develop an interpretive publication to connect the site with Southwest parks having related themes and resources. This would include parks having National Historic Trail connections, CCC history and features, New Deal programs, and structures with similar architectural styles.

• Provide all interpretive materials (e.g., publications, audio, exhibits) in both Spanish and English.

Audiovisual:

• Develop an audio version of the proposed revised Old Santa Fe Trail Building self-guiding booklet.

• Develop a computer media program, or an audiovisual program, to include a “virtual” tour of parts of the building—such as the second floor, and the smaller patios (especially the Herbert Maier Conference Room patio)—that are not accessible to the general public. Include historic photos of those areas where available.

• Develop interactive computer games that encourage users to make critical resource management decisions.

Internet:

• Develop a “virtual” exhibit of the site’s collections for the site’s Internet website.

Recreational Use of Grounds:

• Develop a trails plan to address visitor recreational use and interpretation on the grounds. This would include delineating, managing, and maintaining walking trails; providing user education regarding rules and regulations; and providing on-the-ground orientation and interpretation at trailheads. One of the trails would link with the cultural institutions on nearby Museum Hill, and to the Santa Fe Trail sculpture and exhibits on the corner of Camino Lejo and Old Santa Fe Trail roads.

Landscape:

• Develop a range of interpretive materials and personal services programs emphasizing the site’s managed landscape. The stories include: finding the location for the regional office; siting the building within the landscape; developing the building and portales, the interior and exterior courtyard and patios, and parking lots and circulation; the design of small-scale features like lights and signs; and the overall integration of the facility into the natural landscape.
Examples of stories relating to the landscape include:

- The evolution of the open-air central courtyard, from the initial design using Moorish and Spanish courtyard design principles with a central water feature, to the final design with the water feature in the northwest corner and the contrast between open lawn and shaded seating areas, to what it looked like when finished, to how it evolved and community participation in its revitalization;

- Changing tastes in annuals and perennials reflected in changes in plantings over time;

- Employee involvement in grounds upkeep;

- How outdoor spaces have been used over the years (e.g., parties, meetings, celebrations, weddings);

- How different groups (e.g., NPS employees, CCC crews, NPS design) have experienced their own relationships with the place, and with the landscape;

- Changes in the front elevation, i.e., the public image of the facility—from open/bare when constructed (building-dominant), to maturing of vegetation and balance between structure and planting, to gradually more densely vegetated with the building partially obscured, to recent efforts to reestablish the balance between structure and vegetation; and

- The role of the landscape in relationship with neighbors (e.g., screening, trail connections, lighting, security measures).

Personal Services and Education Programs:

- Invite local schoolchildren and their teachers to the building for formal programs, depending on staff availability and security concerns. This would require the development of a New Mexico curriculum-based education program that is age-appropriate and based upon the site's interpretive themes.

- Develop a "Teaching with Historic Places" (National Register of Historic Places) lesson plan focusing on the site.

- As staffing (e.g., uniformed staff, volunteers, and others) levels increase, develop or host a range of educational programs similar to those found throughout the National Park System. Among others, this would include, for children, the Junior Ranger program; and for seniors, the Elderhostel program.

Outreach and Community Relations:

- Determine a carrying capacity for the building and grounds before the recommendations for outreach and community relations that follow are implemented. Consider factors such as potential disturbance to employees, loss of historic integrity, and security concerns. Consider setting a limit on the number of guided tours and their participants, and the use of a reservation system.

- Provide ongoing support for inviting community and other theme-related public groups to use meeting space in the furnished Great Room.

- Increase efforts to attract visitors who may have never visited the site (e.g., those with disabilities, those whose first language is one other than English, tribal schools).
• Establish partnerships with the New Mexico State Department of Tourism and Santa Fe Chamber of Commerce to promote joint efforts to promote the site, in an effort to raise community awareness of site resources.

• Participate with the City of Santa Fe in efforts to include the site as a stop on the tours provided by local hotels.

• Provide offsite interpretive and educational programs to schools and community groups on site-related topics when staffing permits.

• Develop a lecture series to attract local audiences. Invite speakers to address the history of the site, building architecture, and other theme-related topics.

• Participate in various commemorative observances that relate to site themes, including:
  
  o 100th anniversary of the Antiquities Act, in 2006;
  
  o 75th anniversary of the New Deal, in 2008; and
  
  o preparation for the 100th anniversary of the NPS, in 2016

• Coordinate interpretive activities with Pecos National Historical Park and Bandelier National Monument whenever possible that address similar themes, such as CCC history, architecture, national historic trails, and Route 66.

Research:

• Conduct oral interviews with current and past National Park Service employees regarding their working experiences in the Old Santa Fe Trail Building.

Staffing:

• Develop a trained volunteer staff to assist with interpretive and resource management needs.

FURTHER PLANNING

Staff from the National Trails System-Intermountain Region and the Intermountain Region-Santa Fe would conduct the following plans to implement proposals in this Long-Range Interpretive Plan for the Old Santa Fe Trail Building NHL. These plans require entry into the Project Management Information System (PMIS) to obtain necessary funding.

• Exhibit Plan for the site’s public-use spaces. This plan would take into consideration the lobby, hallway, Herbert Meier Conference Room, Great Room, and upstairs regional director’s office.

• Trail Plan to address visitor recreational use and interpretation on the grounds.

• Cultural Landscape Report may provide additional information for interpretive programs.
NPS employees gather at noontime in the courtyard, 1946.

The apricot tree in the courtyard garden has grown considerably over the past 60 years and is now a focal point. Every few years when the temperature and moisture are just right the heirloom tree produces an abundant crop of fruit.
PREPARERS, CONSULTANTS, AND STAKEHOLDERS

Preparers
Intermountain Region-Santa Fe
   Jake Barrow, Exhibit Specialist
   Jane Harvey, Writer/Editor
   Vicky Jacobson, Historical Architect
   Barbara Stanislawski, Museum Curator
National Trails System-Intermountain Region
   Sharon A. Brown, Outdoor Recreation Planner, Project Leader
   Andrea Sharon, Interpretive Specialist

Consultants
Intermountain Region-Santa Fe
   Jill Cowley, Historical Landscape Architect
National Trails System-Intermountain Region
   John Conoboy, Chief, Interpretation & Resource Management
   Al Duran, Facility Manager
   Jere L. Krakow, Superintendent
Office of National Register, History, and Education, Washington, D.C.
   Richard Sellars, Historian

Stakeholders
The following people attended the March 22, 2005, NPS/stakeholders’ workshop, held in the Old Santa Fe Trail Building NHL:
   Kathryn A. Flynn, National New Deal Preservation Association
   Adrianna French, Pecos National Historical Park
   Faye Gaines, Santa Fe Trail Association
   Curt Hawley, Santa Fe
   Karen Heldmeyer, Santa Fe City Councilor
   Lois Kowski, Santa Fe
   Pat Kuhlhoff, Old Spanish Trail Association
   Linda McClendon, Santa Fe
   Jean Schaumberg, School of American Research
   Margaret Sears, Santa Fe Trail Association
   Carl and Geraldine Walker, Santa Fe
   Gary Wolff, New Mexico Historic Preservation Alliance

CCC alumni and their families gather at the Old Santa Fe Trail Building to dedicate a bronze plaque they donated to the NPS. The plaque is installed on the adobe wall at the building entrance.