

General Management Plan



PALO ALTO BATTLEFIELD
National Historic Site • Texas
U.S. Department of the Interior • National Park Service

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February 9, 1998

General Management Plan

PALO ALTO BATTLEFIELD National Historic Site • Texas

SUMMARY

This *General Management Plan* is a compilation of data from the *Draft General Management Plan / Environmental Assessment* of March, 1997, public comments from the review of the draft, and internal NPS review comments. Three alternatives were described in the draft plan including a no-action alternative, the preferred alternative, and another action alternative. The environmental consequences of each were described. All alternatives provided protection for the cultural and natural resources of the park, described the facilities and programs needed to operate the park, and outlined cooperative agreements needed to achieve the goals and objectives of the alternative. Two related sites, Resaca de la Palma / Guerrero and Fort Brown, were included in the analysis because the comprehensive story of Palo Alto cannot be told without their inclusion in the overall management objectives. The preferred alternative was modified to reflect public comments. It was selected as the plan for Palo Alto Battlefield National Historic Site because it presents the most effective and efficient means to achieve the goals and objectives established for the park.

Under Council on Environmental Quality (CEQ) guidelines, it is permissible to produce an abbreviated final general management plan when only minor changes were made to the draft plan following public review. This abbreviated plan tiers from the draft plan and much of the data in the draft is not repeated. It is intended to show the public the changes made to the draft plan and provide park management with an easy-to-use guide for daily direction.

This *General Management Plan* is intended to guide the management of Palo Alto Battlefield National Historic Site for the next 15 years. This plan seeks to enable park management to fulfill the purpose, significance, and legislative intent

for the park. The desired future for Palo Alto is relatively clear:

- to preserve and protect the resources of the historic site and, through cooperative agreements, sites related to the War between Mexico and the United States
- to interpret the battle and war from the perspective of both nations
- to facilitate research of the battle and war
- to encourage an understanding of the causes and continuing effects of the war on both nations

This *General Management Plan* protects the resources of all three sites and provides the facilities and programs needed through a combination of development and cooperative agreements. The integrity and character of each site will be maintained by limiting development to only that necessary to enhance the visitor experience. A contemplative atmosphere and a chance for reflection will be emphasized. Modes of access at the battlefield will not intrude on that atmosphere. The trail system will be for pedestrian use only with provisions made for those physically not able to use the trails. Vehicle access will be provided to two trailheads/viewpoints near the battlefield. Interpretation will emphasize the battle and the causes and consequences of the war from the perspectives of both the United States and Mexico. Interpretation will be bilingual and available at all three sites. A research center will provide information, as it becomes available, to update the interpretive message. A major conference will be held annually in addition to frequent seminars and the educational program will be accessible to groups from both sides of the Rio Grande.

HOW TO USE THIS DOCUMENT

This document is the culmination of a detailed planning effort to establish the management direction for Palo Alto Battlefield National Historic Site for the next 10 to 15 years. The *Draft General Management Plan*, published in March, 1997, contained planning criteria, three alternatives, including the preferred alternative, and an environmental assessment that described the park environment, and the environmental consequences of the alternatives. The draft plan was reviewed by the public, and about 75 responses were received. This final plan reflects changes made to the preferred alternative as a result of public comment. Only the revised preferred alternative, now referred to as the “General Management Plan,” and pertinent sections of the draft plan are presented in this document. Most of the environmental assessment is not included. To fully understand how this plan was formulated the reader should refer to the draft plan, which is incorporated by reference.

This document is organized in three main sections. The first section, called “Purpose of and Need for the Plan,” introduces the plan, describes why it is necessary, and explains the criteria used as the basis for formulation of the plan. It includes the purpose and significance of the park and the legislative history and background for the park. These factors were the framework within which the plan was formulated.

The “General Management Plan” section presents the actions, programs, and development that will guide the management of the park and provide for the enjoyment of the park by the public. The major changes from the draft preferred alternative include improved access (another trailhead accessible by vehicle in the north end of the park and trail modifications) and wording changes to better reflect the binational spirit of the park. All of the draft “Actions Common to All Alternatives” were incorporated into the final plan.

The third major section includes the appendixes. Appendix A contains the substantive comments received on the draft plan and NPS responses. Appendix B contains definitions of terms used as they relate specifically to Palo Alto and this plan. The cultural resource compliance table from the draft plan is reprinted in appendix C because it is a comprehensive action plan for park management to use when actions in the plan are implemented. The cultural landscape inventory was reprinted from the draft plan in appendix D because of its significance in the development of the draft plan. The enabling legislation required this planning effort to establish a research plan for the park. The final research plan in appendix E outlines the detailed research program for the park. Appendix F is a copy of the park’s establishing legislation. Finally, appendix G is the “Finding of No Significant Impact” for the *Draft General Management Plan*.

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Purpose Of And Need For The Plan



PURPOSE AND NEED

The purpose of this *General Management Plan* for Palo Alto Battlefield National Historic Site is to guide cultural and natural resource management, visitor use, and administration for the next 15 years. This plan will balance the protection of cultural and natural resources with the needs of visitors and NPS personnel in a comprehensive approach.

This plan is needed because Palo Alto Battlefield is a new park unit and currently has no approved, long-term management plan, which is required of all units of the national park system. The enabling legislation for Palo Alto Battlefield also requires the Park Service to prepare a general management plan, without which adequate guidance would not be available for making informed management decisions. There might also be conflicts when addressing concerns related to resource management, visitor services, and facility development.

BRIEF DESCRIPTION OF THE NATIONAL HISTORIC SITE

Palo Alto Battlefield National Historic Site encompasses a 3,400-acre expanse of south Texas salt prairie, chaparral, mesquite thickets, and wetlands (see Location map). The site is bounded on the west and south by Texas Farm to Market Roads (FM) 1847 and 511. Palo Alto Battlefield is near Brownsville, Texas, in Cameron County and the 27th congressional district at the heart of a growing metropolitan region on both sides of the international border. Within a 100-mile radius, population figures for the area approach 2 million.

The historic site is the location of the first major battle of the War between Mexico and the United States. The open prairie straddling the historic road between Port Isabel and Matamoros was chosen by the Mexican army to intercept the United States forces that were trying to relieve the besieged Fort Brown, about

10 miles away on the banks of the Rio Grande. The open, relatively flat area lent itself to the ensuing battle, which was fought mostly with artillery. With the exception of some agricultural and ranching activity, the battlefield looks much today like it did at the time of the battle more than 150 years ago. A more detailed description of the park can be found in the *Draft General Management Plan*.

PURPOSE AND SIGNIFICANCE OF THE NATIONAL HISTORIC SITE

The first step in planning for Palo Alto Battlefield National Historic Site was to define the purpose and significance of the historic site based on the establishing legislation. Palo Alto's purpose identifies why the area was set aside; its significance identifies the importance of the area to our cultural heritage and our natural resources. Together with the enabling legislation and other applicable laws and NPS policies, the purpose and significance form the framework for all actions presented in this plan. Actions that do not fit this framework were not considered.

The **purpose** of Palo Alto Battlefield National Historic Site is to do the following:

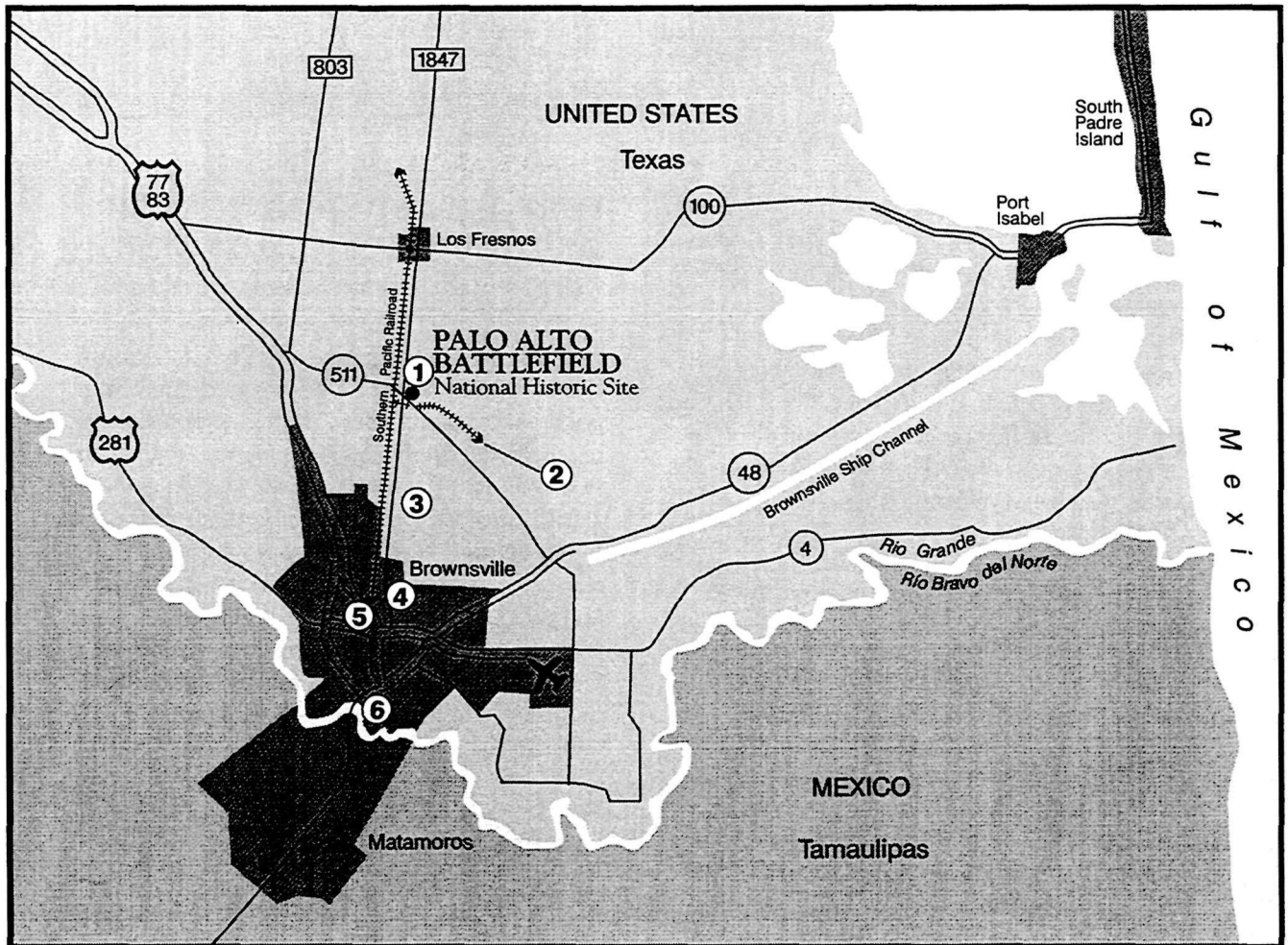
- Protect and preserve the historical character and values of the site.
- Further the preservation and interpretation of resources related to the War between Mexico and the United States.
- Interpret the battle of Palo Alto and the War between Mexico and the United States in a comprehensive manner that incorporates perspectives from both the United States and Mexico.

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Location



- ① Palo Alto Battlefield National Historic Site
- ② Relocated Railroad Line
- ③ National Park Service Maintenance Facility
- ④ Resaca de la Palma/Guerrero Battlefield
- ⑤ National Park Service Administrative Offices
- ⑥ Fort Brown



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- Encourage, support, and conduct binational research and study of Palo Alto and the War between Mexico and the United States to provide a sound basis for educational and interpretive purposes.
- Encourage an understanding of the continuing effects of the war on the United States and Mexico and on the evolving relations between the two countries.
- Promote cooperative relationships with Mexico and other entities in the United States for achieving the overall purposes of the national historic site.

Palo Alto Battlefield National Historic Site is **significant** because of the following:

- Palo Alto is the site of the first major battle of the War between Mexico and the United States and is integrally associated with other sites related to the first campaigns of the war.
- Visitors can experience a landscape almost as it existed on the day of the battle.
- Palo Alto is near the United States / Mexico border, and its concentration of war-related features provides an opportunity to experience the binational cultural heritage.
- The cultural resources at Palo Alto provide excellent research opportunities.
- The authorization for international cooperation represents an opportunity to share perspectives on how the war, with its causes and consequences, shaped the relationships between the United States and Mexico and their respective national histories since 1848.
- Palo Alto is managed in cooperation with other sites and organizations to comprehensively portray the War between Mexico and the United States and its related events for visitors.

LEGISLATIVE HISTORY AND LEGAL REQUIREMENTS

The two acts that established and enlarged Palo Alto Battlefield National Historic Site address the preservation and interpretation of historic resources and set broad requirements for the management of the area.

Palo Alto Battlefield National Historic Site was authorized by Congress in 1978 (PL 95-625) to

Preserve and commemorate . . . an area of unique historical significance.

The authorization further required that a study be conducted to recommend to Congress those additional lands required to fully protect the historical integrity of the battlefield. The study was completed and resulted in the identification of the location of the battle.

The Palo Alto Battlefield National Historic Site Act of 1991 (PL 102-304) established a 3,400-acre site for the Palo Alto Battlefield National Historic Site on June 23, 1992. Section 3(a) of the law further defined the purpose of the national historic site as follows:

In order to preserve for the education, benefit, and inspiration of present and future generations the nationally significant site of the first battle of the Mexican-American War, and to provide for its interpretation in such a manner as to portray the battle and the Mexican-American War and its related political, diplomatic, military and social causes and consequences, there is hereby established the Palo Alto Battlefield National Historic Site in the State of Texas.

In furtherance of the purposes of this Act . . . [i]nterpretive information and programs shall reflect historical data and perspectives of both countries and the series of historical events associated with the Mexican-American War.

A broad directive set forth in PL 102-304 also places significance on distant sites outside of NPS boundaries to cover broader themes of the War between Mexico and the United States.

PURPOSE OF AND NEED FOR THE PLAN

Palo Alto Battlefield National Historic Site has an interest in encouraging the preservation and interpretation of other war sites in both the United States and Mexico. The law also provides a mechanism to achieve these ends, permitting the Park Service to

enter into cooperative agreements with the United States of Mexico . . . and with other owners of Mexican-American War properties within the United States of America for the purposes of conducting joint research and interpretive planning for the historic site and related Mexican-American War sites.

Section 7 calls for the development and transmission to Congress of

a general management plan for the historic site. The plan shall be consistent with section 12 of the Act of August 18, 1970 (16 U.S.C. 1a-7) and with the purposes of this Act and shall include (but not be limited to) each of the following:

- (1) a resource protection program including land acquisition needs
- (2) a general visitor use and interpretive program
- (3) a general development plan including such roads, trails, markers, structures, and other improvements and facilities as may be necessary for the accommodation of visitor use in accordance with the purposes of this Act and the need to preserve the integrity of the historic site
- (4) a research plan
- (5) identification of appropriate cooperative agreements as identified in section 6

General Management Plan



MANAGEMENT ZONING

The 1988 NPS *Management Policies* state that general management plans are to prescribe a system of management zones to designate where various strategies will be implemented to achieve the purposes of the park. Management zones indicate how resources, visitors, and development are to be managed in different parts of the park.

This planning effort used a geographic information system (GIS) for data analysis, including the establishment of management zones. The primary cultural resources, important habitats, and areas appropriate for development were mapped and analyzed to determine the limits of each zone. The cultural resources were weighted highest to ensure their protection above all other potential uses.

Because Palo Alto is designated as a national historic site, only a cultural zone is appropriate for the overall management of the area. However, three subzones were identified to provide more precise management direction for specific areas in the park (see Management Zoning map and table 1). These subzones are: battlefield preservation subzone, resources protection subzone, and developed subzone.

Most of the park is not owned by the National Park Service. Until lands under private ownership are obtained, the Park Service will work with landowners to discourage activities that are damaging to cultural or natural resource values. As parcels of land are acquired, management strategies will be determined by which subzone the land falls under.

The following provides a description of the cultural zone and its subzones and proposes management strategies for these areas.

TABLE 1: SUBZONE ACREAGES

SUBZONE	ACRES	PERCENTAGE
Battlefield Preservation Subzone	1,876	55%
Resources Protection Subzone	1,421	42%
Developed Subzone	<u>87</u>	<u>3%</u>
TOTAL	3,384	100%

CULTURAL ZONE

The management emphasis for the cultural zone (the entire site) is the preservation, protection, and interpretation of cultural resources and their settings.

BATTLEFIELD PRESERVATION SUBZONE

The areas believed to have contained troop movements, support activities, and actual combat, as well as corridors used to and from the battlefield, are considered significant cultural resources. These areas constitute the battlefield preservation subzone. The management emphasis in this subzone is to preserve the historic scene and associated archeological resources. Vegetation and the landscape will be managed to this end, and any modern intrusions will be removed.

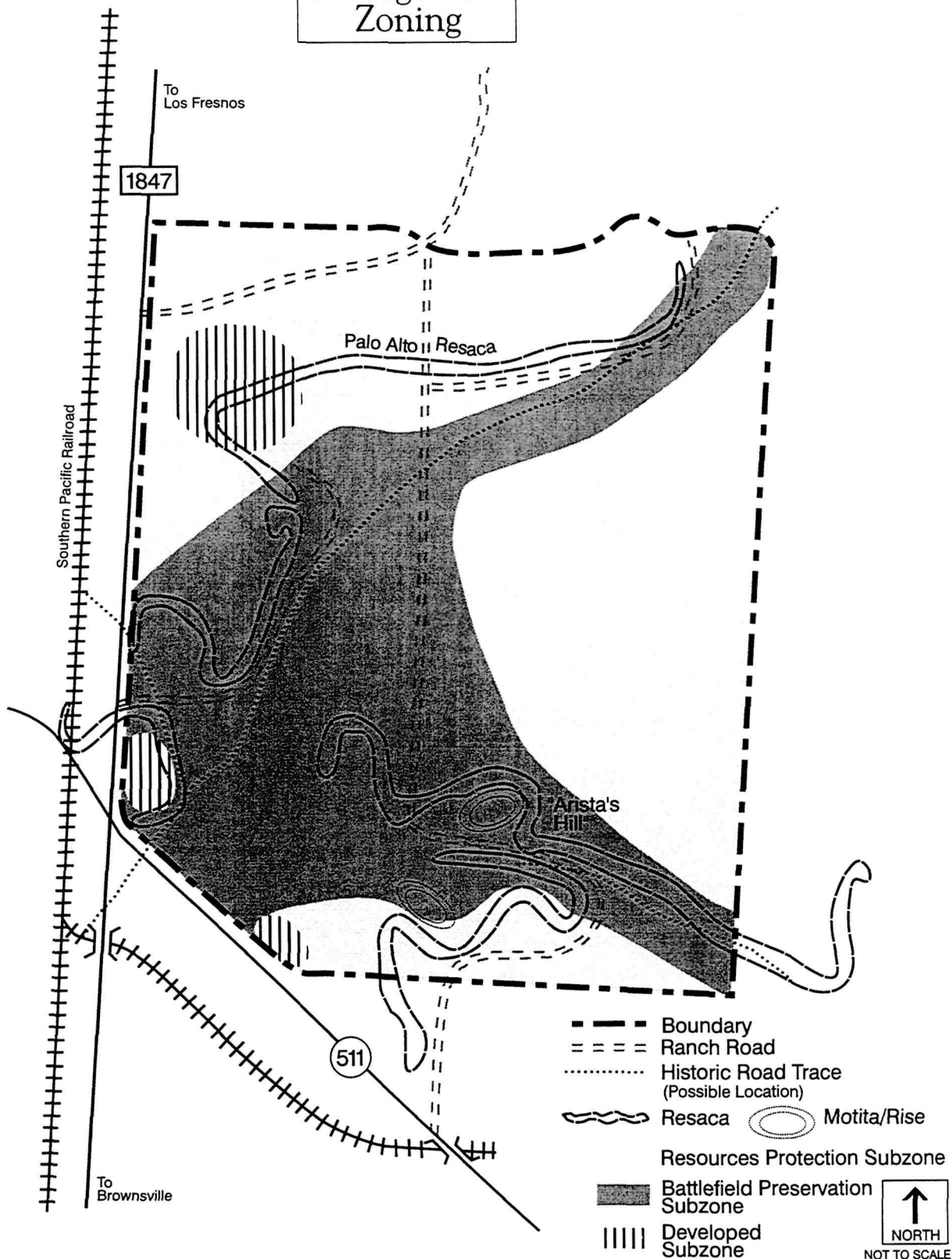
The native plant communities of the site provide a critical setting for interpreting the events of the battle. Consequently, restoring the native vegetation, hydrologic regimes, and the resacas will be an important objective for this subzone. In concert with these restoration efforts, those structures and features that interfere or do not contribute to an understanding of the historical events will be removed, and the site will be

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Management Zoning



restored to a state in keeping with the historic period. For example, many structures related to contemporary ranching inhibit visitors from understanding what the site looked like at the time of the battle. These include numerous stock ponds that affect hydrologic patterns, as well as the historic scene. These ponds will be removed, and the land will be regraded to blend in with the surroundings. Future studies, such as a cultural landscape report, will provide more detailed guidance for treating the landscape.

A sustainable natural landscape with minimal requirements for mowing or intervention is appropriate. The historic Port Isabel and Tanques del Ramireño Roads will be located and treated with appropriate preservation measures. Adaptive use of the historic roads for nonvehicle circulation in this subzone is appropriate.

The battlefield preservation subzone will be managed to provide a visitor experience that will include a quiet and peaceful atmosphere ideal for contemplation and reflection. The subzone should convey the sense of “consecrated ground,” and should provide opportunities for visitors to understand and develop a sense of respect for the historic events that took place. The management of this subzone should be sensitive to the interests of Mexico and the United States and convey a sense of welcome and hospitality to all visitors.

RESOURCES PRESERVATION SUBZONE

The management of the natural environment would be the primary focus in the resources preservation subzone. This subzone will act as a landscape backdrop or buffer for the battlefield preservation subzone. There are several areas in the park that are unlikely to contain battle-related resources; however, these areas contain natural habitat for plant and animal species. The management emphases in this subzone are to protect and enhance habitat, do nothing to compromise potential cultural resources, and to allow visitor use and enjoyment of the areas. Vegetation will also be managed to sustain natural communities with minimal requirements

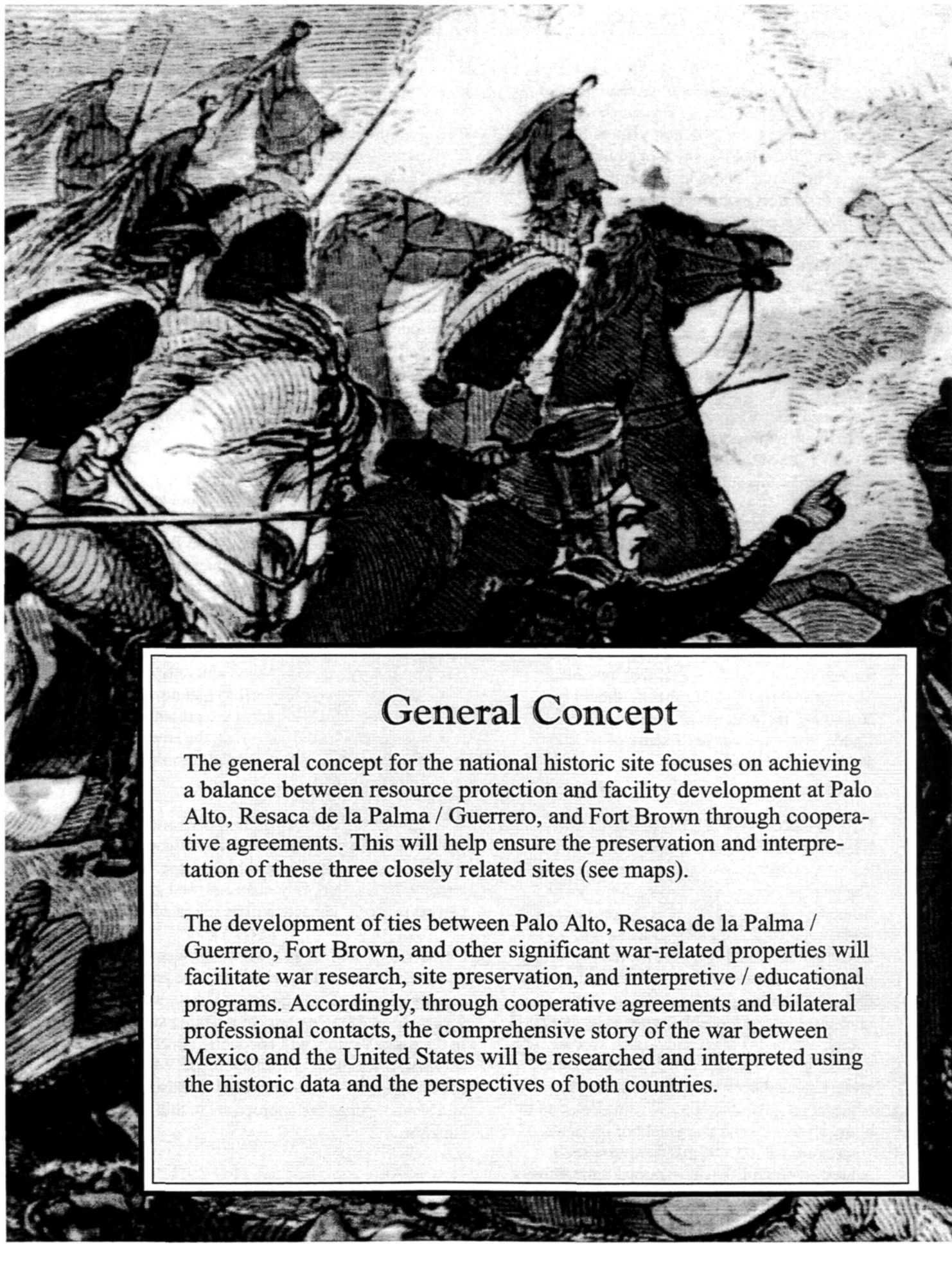
for mowing or intervention. This subzone will be managed with considerations for the viewshed from the battlefield. Trails, roads, and small parking areas for visitor access are appropriate. This subzone will provide a relatively natural backdrop consistent with the historic scene and will provide visitors with opportunities to see wildlife and the vastness of the surrounding viewshed. This zone will also provide for low-impact recreation. If future research identified battle-related resources and artifacts in the resource preservation subzone, those areas will be afforded a similar degree of protection to those in the battlefield preservation subzone.

DEVELOPED SUBZONE

There are only a few areas in the park that have minimal natural resource value, are unlikely to contain significant cultural resources, and have the physical characteristics (soils and floodplain) to support development. The management emphasis within the developed subzone will be the provision and maintenance of park development to serve the needs of visitors and park management. Only after cultural and natural resource surveys are conducted and only if the cultural landscape report verifies that no significant historical resources are present or that impacts can be mitigated can the environment be altered to provide for park development and/or intensive use.

Various techniques like planting trees and careful siting will be used to prevent developments from intruding on the cultural landscape. Vegetation will be intensively managed, and greater natural resource impacts will be tolerated.

This subzone will be an area of high-density use, and social interaction is expected. The area will convey a sense of welcome to all visitors and will serve as a staging area to the other subzones in the park. Visitors will encounter structures, services, orientation, information, and education in this subzone. Buildings, roads, parking areas, and site amenities are appropriate in this subzone.



General Concept

The general concept for the national historic site focuses on achieving a balance between resource protection and facility development at Palo Alto, Resaca de la Palma / Guerrero, and Fort Brown through cooperative agreements. This will help ensure the preservation and interpretation of these three closely related sites (see maps).

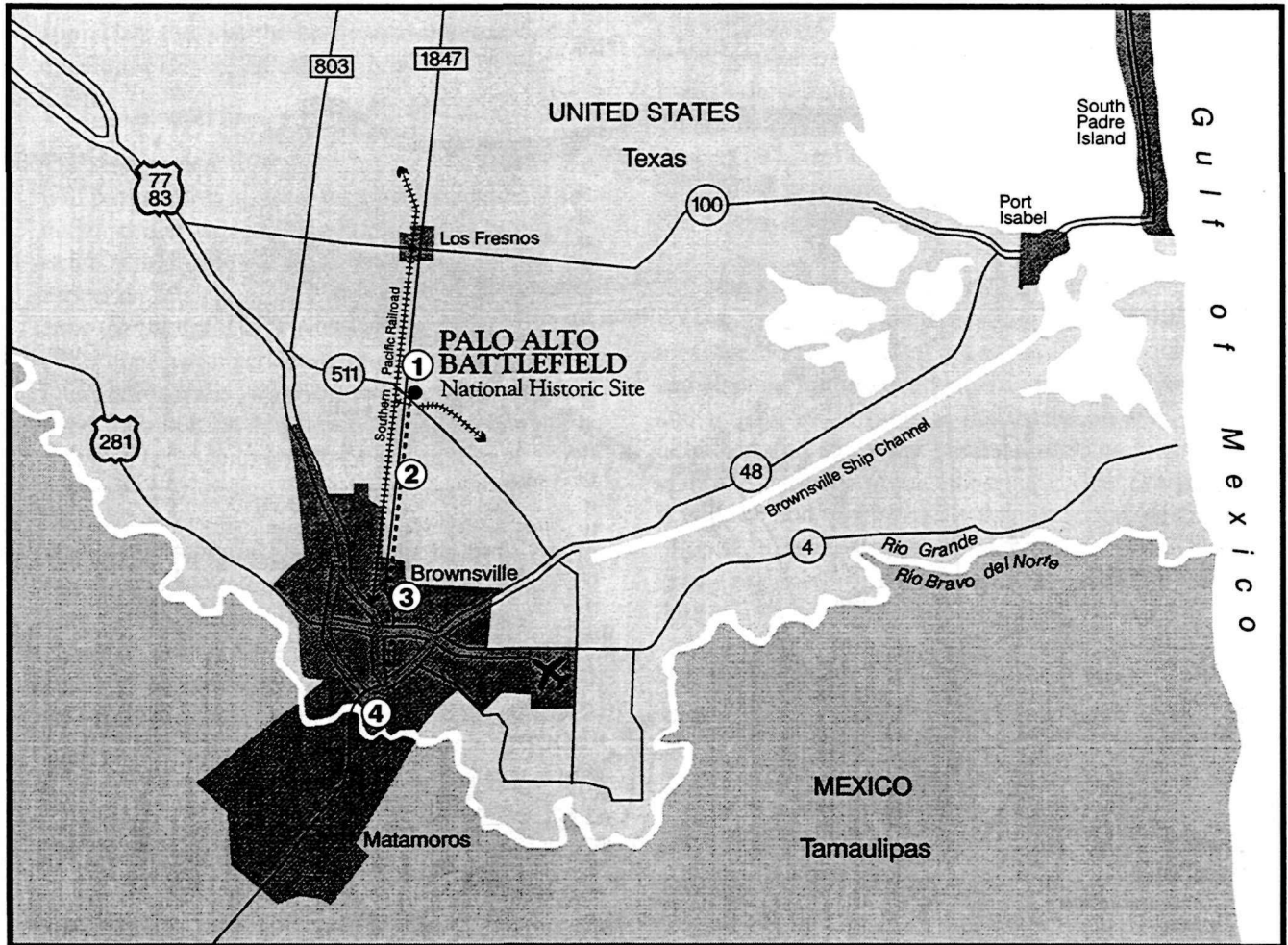
The development of ties between Palo Alto, Resaca de la Palma / Guerrero, Fort Brown, and other significant war-related properties will facilitate war research, site preservation, and interpretive / educational programs. Accordingly, through cooperative agreements and bilateral professional contacts, the comprehensive story of the war between Mexico and the United States will be researched and interpreted using the historic data and the perspectives of both countries.

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General Management Plan (Vicinity)



- ① Palo Alto Battlefield National Historic Site
 - National Park Service Ownership
 - Visitor Center
- ② Public Transportation Route
 - Bus
- ③ Battle of Resaca de la Palma/Guerrero
 - Cooperative Agreement with City of Brownsville and National Park Service
 - Administrative Offices in Leased Facility
 - Visitor Contact Station
- ④ Fort Brown
 - Existing Ownership: International Boundary and Water Commission, Department of the Army, and Texas Southmost College
 - Cooperative Agreement to Manage Resources
 - Visitor Contact Facility
 - Research Center at Texas Southmost College
 - Conferences at Jacob Brown Center and Texas Southmost College



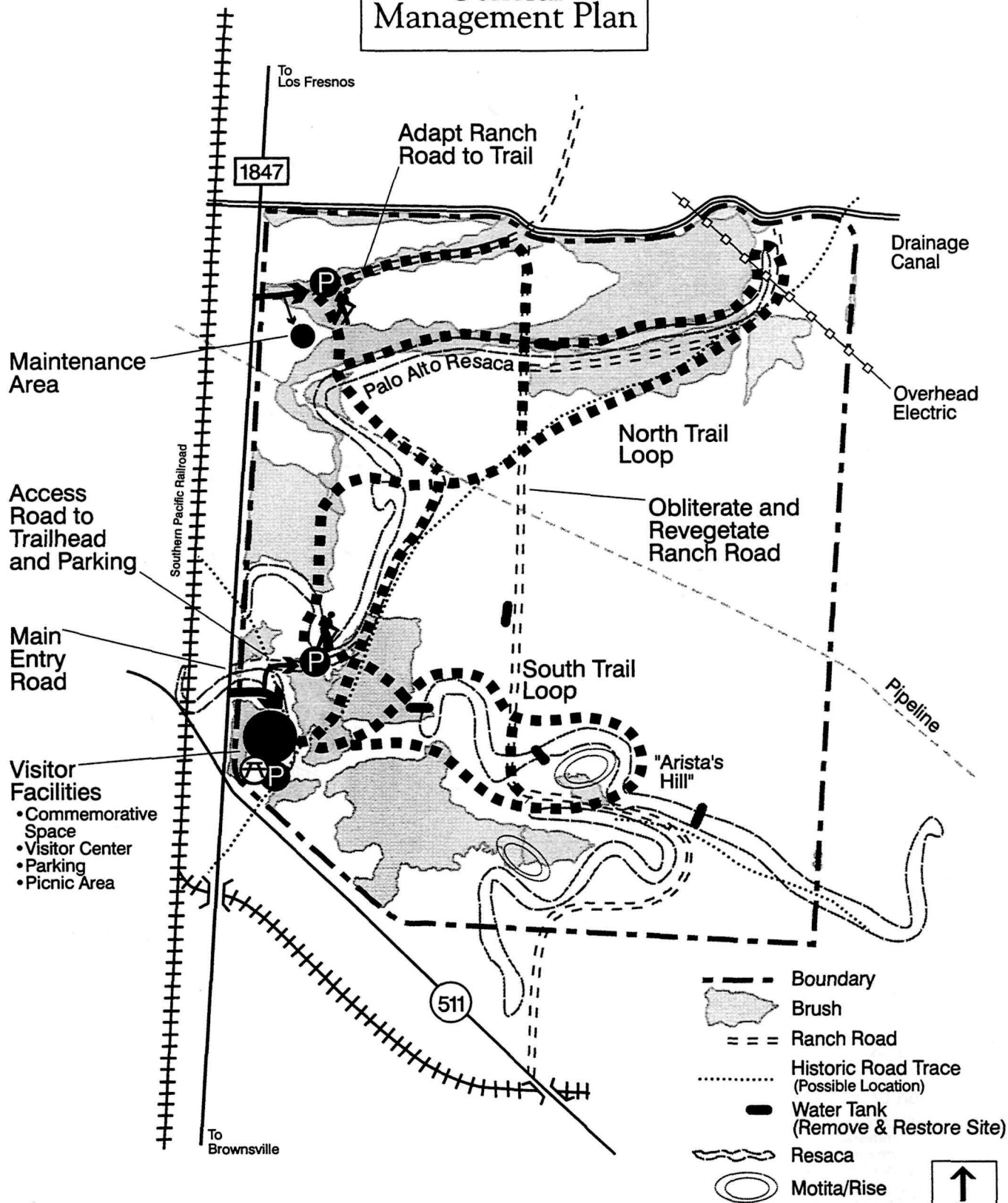
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General Management Plan



VISITOR USE

VISITOR EXPERIENCE

A contemplative atmosphere at Palo Alto will encourage visitors to reflect on the war. Only the essential visitor services needed to fully appreciate the site, the battle, and the war will be developed onsite; all other functions will be offsite.

The resources at the site and their interpretation will provide the primary visitor experience. The visitor center will provide thought-provoking exhibits and information to encourage visitors to reflect on this period in history and to experience the battlefield. Visitors will also have opportunities for reflection and solitude on the interpretive trails and overlooks throughout the park. Intercultural and international exchanges will also be encouraged through binational events and programs and outreach activities.

Visitors to the Palo Alto Battlefield will be encouraged to visit other related war sites in both the United States and Mexico. By providing a variety of information and educational materials at the visitor center, the visitor will be able to easily learn about significant related sites.

INTERPRETATION

The National Park Service will make every effort feasible to ensure that interpretive media and programs are planned and developed through joint efforts between the United States and Mexico. Facilities and programs are appropriate for supporting the use and enjoyment of the park for visitors from both the United States and Mexico. Accommodating visitors from both countries will foster the spirit of binational common cause and understanding. Programs, signs, and information will be developed using bilingual media.

An interpretive plan is being developed that will identify the detailed media methods and strategies for interpretation.

All interpretation will focus on the close interrelationships of the three battles that were fought in the greater Brownsville area — Palo Alto, Resaca de la Palma / Guerrero, and Fort Brown. These interrelationships will be presented in the context and continuum of history — the causes of the War between Mexico and the United States, the war itself, and its consequences.

The results of historic and scientific research will be used as a guide to develop interpretive messages. The results of the ethnographic study can also aid in the development of interpretive and educational messages. Interpretation will help foster a continuing greater understanding and trust between Mexico and the United States. It will not and cannot imply that all differences of opinion have been resolved. Instead, programs and media are presented that accommodate and incorporate different points of view.

The Park Service will cooperate with local schools to develop interpretive and educational programs for children.

EDUCATIONAL PROGRAMS AND CONFERENCES

Many types of educational programs will be available for school groups, community groups, senior citizens, and the general public. Several classrooms at Texas Southmost College will be used for the park's education program. The Park Service will enter into a cooperative agreement with Texas Southmost College for the use of these classrooms. These facilities will be near the International Bridge, which will allow school groups and visitors from both sides of the border relatively easy access.

The Park Service will sponsor at least one major conference annually, as well as a series of smaller seminars, symposiums, workshops, and similar gatherings. Smaller gatherings will take place in park facilities. Large conferences will use, by cooperative agreement, other facilities such as the Jacob Brown Center and Texas Southmost College.

ACTIVITIES

The park will be managed for day use; no overnight facilities will be developed. However, park staff will allow and will conduct some evening programs.

Although the Park Service would encourage and develop appropriate cultural events to take place at the park, these would be permitted to the extent that the proposed program was consistent with NPS policies and the park's purpose and significance. The park will develop criteria for evaluating proposed events in the park and for issuing special permits for use of the park grounds and facilities.

Reenactments of battles from the War between Mexico and the United States will not be allowed. NPS policy does not permit reenactments of historical events on park lands. However, demonstrations of period costumes and implements are consistent with policy and are considered consistent with the park purpose and significance.

No hunting, fishing, trapping, or relic collecting will be allowed in the park.

ACCESS

To complement the atmosphere being created, access will be as unobtrusive as possible. However, facilities will be provided to facilitate access for visitors of all ages and abilities.

Visitors will enter the park from FM 1847 and continue on the main entrance road. A secondary road will be developed off the main entrance

road and will lead to the west edge of the battlefield. This road will provide easy access, particularly for visitors with disabilities, to a prime viewpoint of the battlefield with a trailhead and parking area. The parking area at this trailhead will accommodate 10 to 15 vehicles with at least 5 reserved for visitors with disabilities. The trailhead will also provide shade, seating, and informative exhibits. There will also be a trailhead at the visitor center.

A pedestrian trail system of approximately 12 miles will provide access to the interior of the national historic site. The system will consist of a series of loop trails leading to key viewpoints of all U.S. and Mexican battlelines, flanking movements, and camping areas. The trails will skirt the periphery of the battlefield and not traverse it.

Although the trail system will focus on the cultural aspects of the site, the trails will traverse the abundant natural resources of the site. Interpretive exhibits and overviews for cultural and natural resources will be strategically located along the trails.

The southern loop will provide loop trails ranging in distance from 2 to 5 miles long and will lead visitors from the trailhead to the area primarily occupied by the Mexican troops during the battle. The trail will follow the resaca to various interpretive points. One of these will be at the base of Arista's Hill, where a sweeping view of the battlefield gives an overview of the battle events from one of the Mexican perspectives.

Several loop routes of trail will be provided in the northern half of the park. Walking distances will range from 2 to 7 miles. A portion of the trail will follow the historic "dry weather" road trace used by the troops during the battle period. Along this trail visitors will be able to see the locations of the initial battlelines of both armies and to view the battlefield from the perspective of both armies. The trail will continue to the northern resaca area where the vegetation is thicker and where there are opportunities for viewing and understanding the natural qualities

of the site. Wildlife viewing will be a more popular activity. The trail will return along the northern edge of the resaca, and another loop will be developed west of the resaca. The trail will then return to the trailhead. Here events of the battle will be interpreted.

Another trailhead access point will be provided in the northern portion of the park. An access road from FM 1847 will direct visitors to a small trailhead consisting of 10- to 15-car parking,

shaded seating, and information exhibits. Trail access to the “wet weather” historic road trace will continue along the road trace to link with the northern trail loop along an existing ranch road. The trail will be aligned to avoid the drainage canal, which could pose a safety hazard.

The Park Service will work with the city of Brownsville to provide public transportation to Palo Alto, as well as Resaca de la Palma / Guerrero and Fort Brown.

FACILITY DEVELOPMENT

VISITOR CENTER

A visitor center will be constructed at the Palo Alto Battlefield near the intersection of FM 511 and FM 1847. This site is near the historic Matamoros–Port Isabel road used by both armies before, during, and after the battle; the west end of the first Mexican battleline; and the south end of the second U.S. battleline.

The visitor center will include a lobby to accommodate organized groups, a staffed information/orientation desk, extensive interpretive display space, an audiovisual room, meeting rooms, a sales area, restrooms, office space for interpretive staff, a work area, storage space, and building mechanical support space.

The interpretive display space will be designed to change over time to accommodate differing perspectives and new research. This space will be the core of the interpretive display. In addition, a small area will be reserved for traveling exhibits or short-term displays. Details for the interpretive strategy, including media, are currently being developed in an interpretive plan.

Outside the visitor center will be a large landscaped area with shaded seating. Unobtrusive elevated platforms or earth berms will provide visitors with views of the battlefield. The viewing platforms will be integrated into the building architecture or surrounding earth forms. A nearby trailhead will allow visitors to easily access the park's trail system. A picnic area will be developed near the visitor center and parking area.

COMMEMORATIVE SPACE

An outdoor commemorative space honoring soldiers of both armies will be built between the visitor center and the trail leading to the battlefield. An international competition will be held to design the space. Entries will involve

designers from both Mexico and the United States, and the designs will be strongly encouraged to incorporate the muster roles for both armies. Entries will likely be reviewed by a panel of judges from the United States and Mexico. Using judges from both countries will foster the spirit of binational cooperation and will ensure the selection of an appropriate and thoughtful design. In addition to its primary role as an area for reflection, this commemorative space will also provide an area for cultural events such as commemorating dates in history related to the war, flag ceremonies, and mission-related artistic and cultural performances or programs.

RESEARCH CENTER

The Park Service will enter into a cooperative agreement with Texas Southmost College to use a structure on campus for a research center. The Park Service will also enter into a cooperative agreement with the University of Texas at Brownsville to operate the center jointly.

The research center will gather and organize information pertinent to the war and the region during the war. It will contain computers with archival information and Internet links to other institutions with materials related to the war. The center will include an extensive library of published materials about the war and its related themes and a documentary collection, primarily in microfilm form.

The research center will serve as the primary facility for the in-depth study of the War between Mexico and the United States and as a binational technical resource center for assisting in research, resource management, and interpretive planning efforts at war-related properties. In addition to office space for the research staff, it will have areas available, on a scheduled basis, for historians, archeologists, resource management specialists, researchers, interpretive specialists and planners, educators, and the

general public. Storage space will be part of the research center and will house the park's artifact and museum collections. The storage area will meet NPS standards for museums.

ADMINISTRATION AND HEADQUARTERS

Administrative functions will take place at an administrative building at Resaca de la Palma / Guerrero that will be built by the city of Brownsville.

MAINTENANCE

A maintenance building will be constructed inside park boundaries at a formerly disturbed site in the northern portion of the park. This facility will be accessed from FM 1847 and will be screened from the battlefield and from visitor facilities by vegetation. It will contain limited office space, a locker room, shops, a vehicle storage area, a warehouse, an outdoor covered storage area, and an area for resource management activities. The park will maintain buildings and parking areas. The park staff will perform routine maintenance, and more specialized maintenance activities will be contracted out.

RESACA DE LA PALMA / GUERRERO

The resources at Resaca de la Palma / Guerrero will be protected through the cooperative efforts of local agencies and the Park Service. The city of Brownsville will purchase the property from the private landowner and develop a facility using revenue-producing bonds. The Park Service will lease the facility for a headquarters and visitor contact station, which will eventually pay back the bonds. City of Brownsville employees will conduct interpretive tours of the site. Maintenance will be contracted out.

In cooperation with local agencies, interpretive trails and exhibits will be developed at the site.

The contact station, trails and outdoor exhibits will be designed and constructed to protect the resources of the site.

The status of cooperative efforts will be re-evaluated after a period of 5 to 10 years to determine if these plans are being realized. While the Park Service will make every effort feasible to ensure the success of this cooperation between local and federal governments to protect the cultural resources of the site, complete success cannot be guaranteed at this point in time. If, after a period of several years, sufficient steps have not been taken to implement these goals, it may be necessary for the Park Service to amend or otherwise change this plan to consider other options such as acquiring the property and obtaining the required legislation to change the park boundary to include Resaca de la Palma / Guerrero.

FORT BROWN

A visitor contact facility will be provided through a cooperative agreement between the Park Service and Texas Southmost College. It will be preferable to locate the facility in an existing historic structure near the fort.

The visitor contact facility will interpret the historic role of Fort Brown and the military efforts to relieve the besieged fort. It will allow visitors to see the physical remains of the earthen fort and the location of nearby Mexican fortifications of the period, which are now on the north side of the Rio Grande / Bravo because of changes in the course of the river.

To assist in the stabilization, preservation, and interpretation of Fort Brown, the National Park Service will enter into a cooperative agreement with the International Boundary and Water Commission. The National Park Service will also provide technical assistance to Texas Southmost College should they decide to recreate the destroyed portion of the fort on the north side of the levee.

OPERATIONS

INSIDE THE PARK

This plan recommends that the park be renamed “Palo Alto National Historical Park” based on a wide range of input, including recommendations from Mexican scholars. Changing the name of the park will reduce emphasis on the battlefield as a single site. Input during the planning process indicated that the focus of the park should be on interpreting the historical causes and consequences of the war and the greater physical extent and complexity of its significance. This name change will require legislative action.

Fees will be collected in a cost-effective manner.

Existing monuments will remain in the park; however, they will be relocated to different sites for protection and for appreciation by visitors.

There are electric and gas utility easements that cross the park. The park will work with both companies to agree on appropriate measures for maintaining the easements on park lands. Important considerations will include the need for archeological monitoring, the identification of access routes, and seed mixes and methods of excavation if ground-disturbing repairs are necessary.

Sustainable building practices will be integrated into the design and construction of park facilities, all of which will be compatible with the natural and cultural environment of the park. Ongoing management of the park will also incorporate sustainable landscape management practices.

OUTSIDE THE PARK

The Park Service will continue efforts to protect the south and west viewsheds when looking from the park. Existing zoning does not protect the rural character of the surrounding land. The

Park Service will assist the city in continuing to develop zoning regulations to limit incompatible development near the park boundary. Multistory buildings, factories, warehouses, junkyards, and other similar land uses will be considered incompatible with the park. Agricultural, service, and recreational land uses will be considered compatible.

Critical areas within the park will be specifically protected visually from the surrounding area outside the boundary. For example, areas where there are prime views of the battlefield may be screened from external intrusions with strategically located plantings. Any type of screening efforts will be done sensitively to blend in with the site and not be an obvious element in the viewshed.

The National Park Service will work with the Texas Department of Transportation, the city of Brownsville, and Cameron County to protect park values along FM 1847 and FM 511. The Park Service will work with the highway designers and planners to design safe access from the highway into the park. The Park Service will work with the Texas Department of Transportation and the city of Brownsville to develop and install directional signs at all three sites. Park staff will work with Cameron County and the drainage district to protect park values and visitor safety along the northern boundary of the park. The Park Service will also promote limiting land development on county lands subject to flooding to the east.

COOPERATIVE AGREEMENTS WITH MEXICO AND OTHER OWNERS OF WAR-RELATED PROPERTIES

Cooperative agreements with Mexico and other owners of properties associated with the War between Mexico and the United States will be

sought for conducting research, resource management, and interpretive planning.

STAFFING

The following chart shows staffing that meets the operational and management requirements described in this plan. The specific divisional breakdown is as follows:

General Management — The superintendent provides overall management and guidance to the park.

Administration — The number and grades of administrative positions are consistent with administrative staffing in parks with similar workloads.

Resource Management — This division is supervised by the chief research historian, who also serves as chief of the park's research center. The chief research historian carries out major historical research projects, coordinates historical research at the research center, and participates as a professional consultant and/or team member in research carried out by other entities. The historian/curator assists in historical research and in historical applications in resource management and other park operations. In addition, this individual cares for all park collections. The GIS specialist oversees and operates the park's geographic information systems for both natural and cultural resources and provides specialized GIS assistance for other war-related properties. The natural resource management specialist oversees natural

resource management at the park and, when requested, acts as an advisor for or assists in natural resource management endeavors at other war-related properties. The clerk-typist provides clerical assistance to the division of resource management. Assignment of the research historian from Mexico has a degree of flexibility between long-term research and research conducted on a short-term project basis; actual projects will depend on the projects undertaken.

Interpretation and Resource / Visitor Protection — This division staffs the facilities and grounds at both Palo Alto and Fort Brown year-round, provides orientation to the park at the administrative headquarters at Resaca de la Palma / Guerrero, conducts outreach activities in the surrounding communities, and furnishes specialized interpretive assistance at the park and at other war-related properties. Specialized assistance can include, interpretive planning, helping with exhibits, and nonpersonel services. In addition to site interpretation and educational programs, this division deals with law enforcement, fire fighting, and safety programs. The assignment of an interpreter from Mexico will be a flexible assignment. Work can range from highly professional interpretive specialist and media work at the park and other war-related sites to direct work with park visitors. Actual assignments will depend on the projects undertaken.

Maintenance — As with administration, the number of positions and grades are based on the requirements of parks with similar workloads in maintenance.

TABLE 2: STAFFING REQUIREMENTS

POSITION	FTE	COST PER INDIVIDUAL*
General Management		
Superintendent (GS-12)	1.0	\$61,000
International Relations Specialist (GS-9)	1.0	\$42,000
Administration		
Administrative Officer (GS-11)	1.0	\$51,000
Administrative Clerk (GS-5)	1.0	\$28,000
Purchasing Agent (GS-5/6)	1.0	\$31,000
Office Automation and Assistance Clerk (GS-5)	1.0	\$28,000
Resource Management		
Chief Research Historian (GS-11)	1.0	\$51,000
Research Historian (Mexico)	Assignment	N/A
Natural Resource Management Specialist (GS-9)	1.0	\$42,000
Historian / Curator (GS-9)	1.0	\$42,000
Clerk-Typist (GS-4)	1.0	\$25,000
GIS Specialist (GS-9)	1.0	\$42,000
Interpretation and Resource / Visitor Protection		
Interpretive Specialist (GS-11)	1.0	\$51,000
Interpreter (Mexico)	Assignment	N/A
Chief Park Ranger (GS-11)	1.0	\$51,000
Park Ranger (GS-9)	3.0	\$42,000
Information Desk Clerk (GS-4)	3.0	\$25,000
Seasonal Park Ranger (GS-5)	2.0	\$28,000
Park Ranger (Education Specialist) (GS-9)	1.0	\$42,000
Maintenance		
Facility Manager (GS-11)	1.0	\$51,000
Maintenance Mechanic (WG-10)	1.0	\$42,000
Maintenance Worker (WG-7)	1.0	\$34,000
Maintenance Worker (WG-5)	1.0	\$30,000
Seasonal Maintenance Worker (WG-3)	2.0	\$24,000
Totals (Work years)	28.0	

* Costs include grade step 1 plus benefits estimated at 35% of salary.

TABLE 3: DEVELOPMENT COST ESTIMATES

CONSTRUCTION ITEM	CONSTRUCTION COSTS	CONSTRUCTION PLANNING COSTS	TOTAL COSTS
Visitor Center	\$3,144,000	\$786,000	\$3,930,000
Commemorative Space	327,500	81,875	409,375
Picnic Area	45,850	11,463	57,313
Visitor Contact Stations	0	0	0
Research Center	0	0	0
Headquarters/Administrative Facility	0	0	0
Maintenance Facility	655,000	163,750	818,750
Utilities	982,500	245,625	1,228,725
Roads and Parking	731,420	177,855	909,275
Trails and Waysides	655,000	163,750	818,750
TOTAL	\$6,441,270	\$1,610,318	\$8,171,588

PHASING

This is a general guideline for implementing this plan. It is a logical order of actions designed to make the park available to visitors as timely as possible. It is not in priority order as actions lower on the list could be implemented if conditions were right. All actions are subject to the availability of funds, current circumstances or opportunities, and the land acquisition premises noted.

Phase One

- Seek base funding increase for operational staffing.
- Prepare and implement Palo Alto Battlefield interim facility development plan and measured drawings.
- Hold commemorative space design competition.
- Continue conferences and other gatherings.
- Prepare interim facility development concept plan.
- Initiate cooperative agreements for Resaca de la Palma / Guerrero and Fort Brown.
- Initiate cooperative agreement for research center and education space at UTB/TSC.
- Initiate archeological/110 compliance agreement with Texas Historical Commission and Advisory Council.
- Prepare cultural landscape report and vegetation management plan.

- Develop permanent roads, trailhead parking areas, and overlooks with waysides.
- Develop hardened trails.

Premise: Acquire parcels 101-02 and 101-05 and the small 101-03, 101-04, and 101-20 parcels, if possible.

Phase Two

- Develop visitor center/commemorative space at Palo Alto Battlefield.
- Develop wayside exhibits at Resaca de la Palma / Guerrero and Fort Brown.
- Implement landscape/vegetation management plan.
- Conduct archeological survey of all acquired land.

Premise: Acquire parcel 101-06.

Phase Three

- Develop maintenance area.
- Complete Palo Alto Battlefield trail system.
- Develop administrative facility and contact station at Resaca de la Palma / Guerrero.
- Develop contact station at Fort Brown.
- Evaluate the effectiveness of the plan.

Premise: Acquire all remaining parcels.

RESOURCE MANAGEMENT

VISITOR EXPERIENCE AND RESOURCE PROTECTION (VERP)

The General Authorities Act for the National Park Service requires that general management plans address the issue of visitor carrying capacity. The National Park Service is developing a new visitor experience and resource protection (VERP) program for addressing carrying capacity. This program is intended to safeguard the quality of park resources and the visitor experience. The VERP process defines carrying capacity as the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purposes of the park. The park would be managed to achieve and maintain desired social and resource conditions. The quality of the visitor experience and protection of park resources would be the goals of management rather than just providing open public access to the park's resources. In this context, carrying capacity would not represent a specific number of visitors but a desired set of conditions that would be influenced by visitor use.

After the approved general management plan is implemented and Palo Alto Battlefield National Historic Site becomes better known, visitation to the park will dramatically increase. The VERP process will aid park management in anticipating the potential implications of this increase and will provide the framework for the proactive management of Palo Alto.

The Park Service is just beginning to test the VERP process. Implementation of an approved carrying capacity methodology is some years away. This plan addresses the preliminary steps of the VERP process by identifying general management goals, management zones, and management strategies in a manner that is consistent with the VERP process. Eventually, this approach to carrying capacity would also require the park to establish monitoring and evaluation procedures to ensure that acceptable

resource and social conditions are achieved and maintained. When the Park Service completes its testing of the proposed carrying capacity process and approves a system, a VERP program will be prepared for the park. Because this park is in its initial developmental stage, now is the opportune time for a VERP process to be implemented.

In the interim, park staff will monitor park resources and visitor use and judge whether or not carrying capacity (desired conditions) is being exceeded in any zone. The expected level and types of visitor use and facility development are not anticipated to result in unacceptable impacts on the desired visitor experience or on the park's natural and cultural resources. However, if the carrying capacity is judged to be exceeded, the Park Service will take actions to restore conditions to acceptable levels, such as restricting visitor use or modifying facilities.

CULTURAL RESOURCES

Archeological Resources

The intent of managing the park's cultural resources is to minimize the loss of historic material and to conserve significant resources for scientific study and public appreciation and education.

Unknown resources cannot be protected or managed effectively. Comprehensive archeological surveys will be conducted to thoroughly investigate the park's cultural resources. These investigations will help to more accurately identify key battlefield features such as the battlelines, roads, campsites and other important areas. Rather than initiating a series of separate section 106 actions during the implementation of this plan, section 110 inventories and evaluation procedures will be implemented as soon as possible. All cultural resources (including those associated with

Native American, land grant, ranching, railroad, or transportation themes) will be inventoried.

Because of its history as a battlefield, there is the potential for discovery of human remains during any ground disturbing activities such as construction of new facilities, archeological investigations, or routine park operations. Remains can also be uncovered by erosion or animal burrows. To help prevent such inadvertent discoveries, the identification of historic graves associated with the Battle of Palo Alto and the development of appropriate treatment alternatives will have high priority in the park's resources management program.

In addition, construction activities will be monitored by a qualified archeologist. Work will be stopped immediately should a burial be discovered. The appropriate state and local authorities, including the Texas Historic Commission, will be notified of the discovery. If the remains are burials of Mexican soldiers, the park will also promptly notify the U.S. State Department so that appropriate steps may be taken for treatment and disposition of the remains.

If it is determined that the remains are those of an American Indian or if potential grave goods are present, the park also will initiate consultation with appropriate affiliated American Indian tribes as required by the Native American Graves Protection and Repatriation Act of 1990. All remains will be treated with respect and dignity and any unnecessary disturbance will be avoided. Remains discovered in the park will be left in situ without disturbance other than that necessary to confirm the discovery, provide data for the notification, and to ensure protection until appropriate authorities have been notified. If remains cannot be avoided, the park will consult with tribes and will come to an agreement with concerned groups regarding the care, disposition, or reburial of the remains.

Resources will be evaluated to determine their integrity and national register significance. Survey reports will be sent to the Texas Historical Commission for their review, comment, and concurrence with the national register

significance of the resources. National register forms for the battlefield are being updated as part of a historic resource study underway by the park. As part of the historic resource study, historic contexts will be developed to aid in the evaluation of resource significance and to place the battlefield site within a larger cultural and historical context. These contexts will also be valuable in interpretation of the park's resources. The National Park Service will work cooperatively with Fort Brown and Resaca de la Palma / Guerrero land managers and landowners to identify, evaluate, and protect resources at these areas.

Some of the park's historic resources have been entered into a GIS database. As additional archeological surveys and historical research are completed, this database will be periodically evaluated and updated. Information voids will be identified, and steps will be taken to ensure the development of accurate, up-to-date information on cultural resources. This database will be used to analyze and correlate park data and to monitor cultural resource conditions.

Archeological resources are vulnerable to unauthorized collecting and vandalism, as well as rodents and insects, plant growth, and erosion. Long-term monitoring programs will be developed for significant sites, features, landscapes, and collections, and their condition and integrity will be reevaluated periodically so priorities for protection and preservation can be established.

The park's *Resource Management Plan* includes action programs to facilitate resource preservation. The National Park Service will develop cooperative agreements with landowners to encourage and facilitate land uses that are not destructive to cultural resources.

Providing signs and trails to direct visitor use will help protect resources. Where damage is occurring, protective measures such as restricting the type and extent of visitor use, patrols, and public education programs can be implemented.

Resources eligible for listing on the National Register of Historic Places will have priority for monitoring and protection, and these resources will be avoided during development. Trails and other visitor and NPS facilities will be sited to avoid battlelines and artifact concentrations. If resources cannot be avoided, mitigation plans will be developed in consultation with the state historic preservation office and as appropriate the Advisory Council on Historic Preservation and concerned Indian tribes. Prior to the implementation of the proposals described in this plan, a programmatic agreement will be developed among the National Park Service, the Texas Historical Commission, and the Advisory Council on Historic Preservation. Development of the programmatic agreement will reduce the number of separate section 106 actions needed in the future.

Cooperative agreements and shared expertise among agencies and individuals in both Mexico and the United States will be used to encourage resource preservation on NPS and non-NPS land.

It is not known if any park resources represent values that are important to ethnic groups associated with the park. If contacts with Native Americans or traditional Hispanic groups subsequently identify the presence of ethnographic resources, appropriate protective measures will be taken. Consultation with Native American groups will be conducted. Ethnographic sites will be protected and managed based on the results of an ethnographic study.

Natural resource considerations will also be taken into account when evaluating cultural resource concerns. Close coordination with natural resource management programs will be necessary to control plants, animals, or erosion that have the potential to damage sites. Cultural and natural resource plans (archeological treatment plans and fire, fuel, pest, and exotic species management plans) will be integrated to eliminate conflicts among management actions and to preserve resources.

Cultural Landscape

The planning process for this general management plan has incorporated an inventory of the cultural landscape at the Palo Alto Battlefield. The results of this inventory are included in appendix D. A full cultural landscape report will also be done to direct landscape management activities and to help determine exact placement of facilities. This report will identify the appropriate treatment recommendations for restoring or rehabilitating the historic features of the battlefield. As part of this report, considerations for vegetation management, fire management, hydrological systems, and archeological investigations will be addressed to determine the feasibility, appropriateness, and effectiveness of preservation techniques.

Contributing character-defining features of the cultural landscape have been defined in appendix D, and their national register eligibility will be determined in consultation with the state historic preservation office as part of the park's cultural landscape report.

In general, the management of the cultural landscape will include removing noncontributing features, as identified in the inventory; managing the landscape to protect it from modern intrusions, including adding new monuments; and restoring the historic vegetation patterns while protecting archeological resources. 20th century features, such as the extant ranch roads, contribute to the larger cultural heritage of the area. Before any proposal to revegetate and obliterate such roads, an investigation of their significance and contribution to ranching as a historic theme of the valley will be conducted.

Future management of the cultural landscape should include compiling baseline information from archeological investigations, ongoing historical research, and other activities that will provide information about the historic landscape. A key component of the cultural landscape will be the historic roads. Locating the historic alignments of these roads will be a critical part in understanding the battlefield.

Care will be taken to ensure that new facilities are compatible with the overall cultural landscape. Facility design will have a common theme that reflects park values, which will be repeated in all developed areas to link the overall visual image. Landscape modifications will follow recommendations in an approved cultural landscape report and will not be undertaken if archeological resources are threatened.

Trails and interpretive kiosks will be designed to direct the visitor's attention toward the landscape and resources and away from development. The goal is to encourage this attention with design consistency and visual quality that communicates a sense of place and of the historic scene in 1846.

Collections

Appropriate and sustainable facilities will be developed or acquired for curation and storage as required by 36CFR79 (curation of federally owned and administrated archeological collections). A collections management plan will be developed to define the purpose, extent, uses, and management of park collections, and to provide a consistent approach among the National Park Service and other institutions regarding collections management. Provisions for appropriate curation and accountability for collections will also be part of any cooperative agreement with the research facility.

NATURAL RESOURCES

Vegetation

Vegetation will be managed according to the emphasis described in the "Management Zoning" section.

The National Park Service will coordinate with other agencies such as the U.S. Fish and Wildlife Service, the Natural Resources Conservation Service, local and state universities, and the Texas State Department of Natural Resources to assist in the preparation of a vegetation man-

agement plan. This plan will include recommendations for the preservation and treatment of native salt prairie and mesquite brush and describe methods for wetland restoration.

To identify and aid in the protection of critical native habitat within the park, surveys will be conducted to thoroughly identify threatened and endangered species habitats, as well as other important habitats. An exotic plants survey will also be conducted to provide information for the vegetation management plan.

Cultivated fields, other areas disturbed by ranching activities, and incompatible modern intrusions such as corrals, ranch roads not part of the historic landscape, fencelines, cattle tanks, and feed structures will be removed, and disturbed areas will be revegetated with native species.

Wetlands

Hydrologic surveys will be conducted, and the findings will assist the Park Service in developing appropriate recommendations for removing stock ponds and drainage ditches. Recommendations will include guidelines for potential wetland restoration at the Palo Alto resaca.

Wildlife

Wildlife in the park will be managed to protect the natural habitat of species known to inhabit the park. A comprehensive inventory will be undertaken to identify those species.

Threatened and endangered species will also be identified. Exotic species such as feral pigs will be controlled by employing appropriate control measures. The Park Service will coordinate with the Fish and Wildlife Service to develop guidelines for habitat enhancement and restoration.

Air Quality, Noise, and Water Quality

Air quality, noise levels, and water quality will be monitored at Palo Alto.

STUDIES REQUIRED FOR THE IMPLEMENTATION OF THE GENERAL MANAGEMENT PLAN

The following are studies and products that are necessary for the full implementation of this *General Management Plan*. These are not listed in priority order.

CULTURAL RESOURCES

- Prepare a cultural landscape report with treatment recommendations for preserving the battlefield in conjunction with a vegetation management plan.
- Conduct parkwide archeological investigations and reports.
- Complete an updated historic resources study for the battlefield to add information on pre- and post-battle events, including national register additions and revisions.
- Conduct archeological studies.
- Develop a monitoring program for significant cultural sites.
- Prepare a programmatic agreement among the Texas Historical Commission, the Advisory Council on Historic Preservation, and the National Park Service.
- Develop collections management and storage plans.
- Develop a research center plan.

NATURAL RESOURCES

- Prepare a vegetation management plan.
- Conduct a study to identify seed mix and plants for revegetation efforts in all disturbed areas.
- Develop an integrated pest management program to reduce exotic/noxious weed populations.
- Develop a fire management plan.
- Conduct a wetlands survey.
- Prepare a carrying capacity study to develop a program for monitoring and evaluating park resources.

VISITOR MANAGEMENT PLANS

- Prepare a carrying capacity study to develop a program to monitor visitor use.
- Prepare an education plan to develop programs for school groups and local community groups.

DEVELOPMENT PLANNING

- Prioritize NEPA and section 110 compliance needs and complete in conjunction with development planning.
- Prepare conceptual design and development plans.
- Hold design competition for commemorative space.

Appendixes • Selected References • Preparers



APPENDIX A: RESPONSES TO PUBLIC COMMENTS ON DRAFT GENERAL MANAGEMENT PLAN

About 2,000 copies of the *Draft General Management Plan*, published in March, 1997, were distributed, mainly in the lower Rio Grande/Bravo Valley on both sides of the border and primarily to the general public. About 75 comment forms were returned, 60 of which were from the general public. Of the 75, about 65 supported the proposal (42 completely and 23 partially. Several did not indicate support and only 2 did not support the proposal. Public meetings were held in Brownsville and Harlingen on June 9 and 10, 1997. A total of about 75 individuals attended both meetings. In addition,

several newspaper articles were written about the draft plan and the meetings were covered on local television.

All substantive written and oral comments were organized by issue and responded to. Similar comments were consolidated. A substantive comment is defined as one that questions the accuracy of the data or suggests another feasible alternative or way to deal with an issue. Each instance where a comment caused a change to be made in the final plan is so noted.

COMMENT	RESPONSE
Action: Cultural Resources	
1. Do you plan to do an archeological survey in the buffer, or just concentrate on the real resource — the identified Resource Protection Subzone? . . . Better define your Resource Preservation Subzone.	On page 23 of the draft in the Archeological Resources section it says “. . . comprehensive archeological surveys would be conducted to thoroughly investigate the park’s cultural resources.” On page 22 in the Resources Preservation Subzone section it says “. . . do nothing to compromise potential cultural resources . . . “ and “If future research identified battle-related resources and artifacts . . . those areas would be afforded a similar degree of protection to those in the battlefield preservation subzone.”
2. I would fund additional archaeological research, both prehistoric and historic, by professionals. It would be appropriate to involve private consultants as the use of only THC personnel, while perhaps cost effective, is inappropriate. THC is a regulator agency and not primarily a research body. It would also be appropriate to utilize local researchers in cultural resource management. Individuals, companies, agencies, and political entities with expertise exist in the local area and their involvement as consultants is crucial.	There will be a considerable amount of archeological survey work done in the future. The park will follow NPS policy and industry standards to accomplish this work. Within the constraints of federal government contracting laws, the use of local individuals, companies, agencies, etc., would be advantageous.

COMMENT	RESPONSE
Action: Cooperative Agreements	
3. Specify how and when individuals, groups, and institutions from Mexico might collaborate in the [General Management] Plan and in the objectives that one hopes Palo Alto accomplishes.	On page 162 of the draft the “Preparers and Consultants” section lists the planning team members and consultants from Mexico. They provided input and review throughout the process to ensure the perspectives of Mexico were evident in the development and presentation of the plan. The Research Plan (appendix E) discusses the need for and methods for acquiring research input from Mexico. The staffing summary in the final plan identifies positions that would be filled on assignment with Mexican nationals. The international agreement between the two nations, which will enable official government-to-government interaction to implement the above, is imminent. When this all will happen is dependent on funding, priorities, and workloads. To a significant degree, this interaction is already underway as is seen in the development of the general management plan, the binational conferences on the war and its causes and consequences, and the research and bibliographical projects undertaken.
4. The final plan should indicate more clearly the procedures and arrangements under which the interaction of the various cooperating entities will occur. Because of the discontinuous nature of the sites, the plan should emphasize a uniform approach to signs, interpretation and interconnection — the shuttle bus proposal from Alternative 3, or some permutation thereof, would be a desirable feature of the final plan. The present NPS facility in a strip mall bank is totally unsatisfactory for administration of Palo Alto Battlefield NHS — offices, visitor center should be at a central location at one of the component features, preferably Resaca.	The general management plan is a conceptual document intended to generally outline the direction of park management. Too much detail with regard to cooperative agreements at this time could restrict park management from possible options not known at this time. Identification of potential cooperators and the context for the agreements is appropriate at this time. The National Park Service will have a presence at Palo Alto, Resaca de la Palma / Guerrero, and Fort Brown ensuring consistency of signs, interpretation, etc. The National Park Service is available, willing, and mandated to assist managers of other related sites, which provides the opportunity to have a high degree of coordination in a comprehensive interpretive effort to deal with the major theme of the war and its causes and consequences. The shuttle bus feature would be desirable. However, given the indication from the city to provide public transportation to all three sites and the cost of running the shuttle, it is not part of the proposal. What will, unfortunately, be missing is the interpretation that could have been provided. The National Park Service agrees with the opinion about the current administrative facility, but there are lease obligations to consider. The plan proposes that the function be moved to a city-owned facility at Resaca de la Palma / Guerrero as soon as possible.
5. Cooperative agreement with local campus — We have found that having students and local campus educators involved in a property of the NPS is a great way of garnering community support for the programs of the service. Recommend you consider keeping the Alternative 2 aspect of campus involvement in Alternative 3.	The final plan includes a cooperative agreement with the local campus for the research center and use of classrooms for the education program.

COMMENT	RESPONSE
Action — Visitor Safety	
6. From a visit to the area a year ago, I wonder about visitor safety concerns along an international border. Aspects such as lighting, lines of vision, etc, telephones should be considered for public safety. Increased patrols if needed — or studies later.	The cooperative agreements described in the plan with the city of Brownsville, Border Patrol, and others will include provisions for visitor safety. In addition, NPS patrol rangers will be present. Phones, lights, etc., will only be used if appropriate in the context of the historic site.
Action — Reevaluation	
7. I support the preferred alternative for a variety of reasons but do so on the condition that if, after a reasonable amount of time, say 5-10 years, it does not appear to be working, that alternative #3 be offered as a solution — but only if it is clear to all concerned that alternative #2 hasn't worked (although I sincerely hope it will).	The discussion of phasing implementation of the plan will be modified to include evaluation of the effectiveness of the plan in 10 to 15 years.
Action — Wording	
8. Why, in the document, do you give the unilateral name of Resaca de la Palma Battlefield, when Mexicans know it historically as Resaca de Guerrero Battlefield? . . . That in order to support the spirit of understanding between both nations, the site is officially designated as the Resaca de la Palma — Guerrero Battlefield, taking into account that this deals geographically of two different resacas in which each respective army had its positions (the U.S. Army at Resaca de la Palma and the Mexican army at Resaca de Guerrero).	In the final plan the reference will be changed to "Resaca de la Palma / Guerrero."
Action — Facilities	
9. Parking lot even in alternative 2 seems too large.	The size of the parking areas are based on potential visitation projections. There is also a need for large capacity parking for cultural events. It is intended that construction of the parking area would be phased as demand warrants to the limits set in the plan. There is also room at the site for overflow or event parking in grassy areas so as to limit the amount of asphalt.
10. On Alternative 3, which I favor, I would recommend instead having the visitor center, research center, and administration/headquarters in one facility, rather than spread out to simulate a campus complex.	The campus complex was proposed to create an atmosphere consistent with the purpose of the park. The focus of the visitor experience should be on the resource, not the "built" environment. The campus arrangement also addresses an issue of scale. Smaller buildings screened by vegetation seemed more appropriate for the site. However, for economic reasons, one building for all functions would be more efficient.
11. Several elevated sites (short towers or ramps) would help visitors view terrain better.	On page 38 of the draft elevated areas around the visitor center for viewing the battlefield are discussed. Care must be taken during their design not to detract from the historic scene as viewed from the battlefield back toward the visitor center.

COMMENT	RESPONSE
Action — Access and Circulation	
13. Without knowing what the interpretive program (media) will be, it's hard to imagine how the visitor will use the proposed trails. They seemed to be aligned based on resource protection and access/circulation rather than on interpretation. Also, it's unclear how/in what order visitors will visit the three sites. Where will visitors get oriented to the "big picture"? How will they be guided to the next site?	On page 26 of the draft plan it states that interpretation will focus on the interrelationship of the three sites. Under alternative 2 it states the visitor center will have exhibits and there will be interpretive wayside exhibits along the trails. At the visitor center, visitors would be encouraged to visit related sites. The city of Brownsville would conduct tours at Resaca de la Palma / Guerrero and wayside exhibits would be used at Fort Brown. Both of these sites would have visitor contact stations to interpret the site and encourage visits to the other sites. Visitors would have flexibility to visit sites in whatever order but always be encouraged to visit the other sites and get the "big picture." The trail system at Palo Alto, while shown conceptually on the graphics, will follow the battle lines during the stages of the battle and the historic roads used by both armies to come and go from the battle.
14. There needs to be more access to the battlefield, trolley tour, or hiking path, with field exhibits.	Another trailhead parking area has been added to the plan. No vehicles will be allowed on the trail system since it is inconsistent with the visitor experience being created. There are already over 10 miles of hiking path. The Brownsville public bus system will access all three sites and the "trolley tour" is welcome and encouraged to bring tours to the park.
15. Prefer more than one entry and access road and parking area than in Alt. #2 — to lessen possible traffic congestion — more like Alt. #3. Public transportation: In addition to public transportation to each site as stated in proposed action (Alt #2) — provide shuttle service between Palo Alto, Resaca de la Palma, and Fort Brown (as in Alt #3) and perhaps at special times shuttle service to Pt. Isabel. In other words — follow Taylor's path from Pt. Isabel to Palo Alto to Resaca to Ft. Texas (then the reverse on return trip.) More trails than alternative 2, if possible.	The plan has added one more trailhead parking area in the northern part of the park. The shuttle bus proposed in alternative 3 is feasible but very expensive to operate. It was deemed more efficient to use the city bus system at this time. As stated above for acquisition of the related sites, the entire plan will be evaluated in 10 to 15 years, and if the city bus system is not achieving the objectives for access to the sites, the shuttle will be evaluated again. Crossover trails have been added to the trail system in the plan.
16. On Alternative 2 need parking areas at trailheads and shorter trails.	See above for access and crossover trail additions to plan.
17. Incorporate parking areas at trailheads for visitors (control access, but get visitors closer to core area). Trails are long — too much "walking" for "winter visitors" and public in general on summer days.	See above for access and crossover trail additions to plan. In addition, small electric carts will be available for those visitors not physically capable of walking the trails.
18. I'd like all paths to be paved for wheelchair access — safer walking for all.	It is intended that there would be a hierarchy of trail standards. Close-in trails where a lot of traffic is anticipated would be wide and paved to the major viewpoints. Trails to the next feature would be less wide and possibly paved. Trails distant from access points would be narrow and gravel surfaced.
19. Three parking areas would greatly improve accessibility. 2/3 times daily provide tram ride to remote locations.	See above about adding an additional trailhead parking area in the north portion of the park. If the tram runs outside the park, not on the trail system, it would be appropriate and could be considered when the plan is evaluated in the future.

COMMENT	RESPONSE
Interpretation / Education	
20. Details on what the proposal offers the public are sketchy. In my opinion, just as much detail needs to be paid to the educational benefits of the proposal as the environmental.	Consistent with the conceptual nature of this plan, the visitor use, visitor experience, interpretation, and education sections of "Actions Common to All Alternatives" section and the "Preferred Alternative" in the draft plan describe what the proposal offers the public and the educational benefits. An interpretive plan, now underway, will give even more detail.
21. The park should stress the historical and cultural aspects of the events that took place at Palo Alto and Fort Brown. I also would like the proposal to contain more information on genealogical benefits by giving documentation of all persons involved in the battle similar to what is done in Greensboro, N.C., with the Revolutionary War battle of Guilford. This type of information would be invaluable to scholars, researchers and regular citizens on both sides of the border who are seeking to document their links to past events such as what took place in the Rio Grande Valley in 1848.	The general management plan, the research plan, and the interpretive plan seek to fulfill the ideals defined in the park's establishing legislation and in its purpose and significance statements to present the battle, the war, and its causes and consequences in a comprehensive manner that incorporates multiple perspectives. The historical and cultural contexts of the battle and the war are fundamental features of the park's research and interpretive programs. The accumulation of a broad biographical database of all American and Mexican, and elite and nonelite, personalities associated with the battle and the war, is one of the objectives of the research center. The database will be an invaluable tool for the park's educational and interpretive programs. In addition, the database will be accessible to all historical and genealogical researchers according to the guidelines that will be established in the research center plan. The general management plan suggests that entries in the international design competition incorporate the muster roles of both armies at Palo Alto.
22. The term "reflection" was used too often, this isn't "The Wall That Heals," this battle happened over 100 years ago, it is time to celebrate the bravery of these men as both sides were fighting for something they believed in and the U.S. people were proud of our soldiers since this battle ended unlike the Vietnam War, where we felt anger against our soldiers for fighting a war that nobody wanted. We should give this a more positive theme.	Throughout the planning process the creation of a reflective environment has been viewed as a positive course for the park. The intent is to reduce distractions and to create an atmosphere that serves as a proper and tasteful tribute to the men who fought and died on these fields. How visitors ultimately make use of this opportunity is a matter of individual choice.
23. This may be a bit far-a-field, but I would like you to consider reaching out to the Louisiana State Parks, which own Fort Jesup, a NHL. This property is where Taylor started out from to get to Texas. Some mention of this property should be noted in the GMP.	The park has been in contact with Fort Jesup and numerous other war-related sites. Contact will continue as the park expands research and interpretive programs.
24. Closely link the results of research projects with educational and visitor information services. The foregoing is with the idea of revealing the diverse lenses through which one can understand the phenomena of the war.	On page 26 of the draft plan the interpretation section states that the results of historic and scientific research would be used to guide the interpretive messages and examples are given, including ethnography and differing national perspectives.
25. I would add to the primary objective of the visitor center the objective of providing information on Zachary Taylor's occupation and control of the Lower Rio Grande after the battles of Palo Alto, Resaca de la Palma / Guerrero, and Fort Brown. The influence of Taylor's troops on the civilian population on both sides of the Rio Grande must have been considerable.	The more detailed interpretive plan will address this and other topics for inclusion. The general management plan is too conceptual for this level of discussion.

COMMENT	RESPONSE
Relationship to Other Related Sites	
29. I am concerned about the purchase of Resaca de la Palma by the City. This part of the plan is not guaranteed to succeed.	This proposal describes the objective of the NPS and a logical means to achieve it. While the details of the agreement with the city need to be determined, there is an agreement in principle to work cooperatively to achieve this objective.
30. Needs more on Resaca de la Palma battle (between de la Palma and the embattlements later called Ft. Brown), and how this led to Anglo theft of the Rio Grande Delta and Coastal Prairie of South Texas, and the development of the new border upstream to Laredo and beyond.	The brevity of the description of the Battle of Resaca de la Palma / Guerrero and other sections of the document was in the interest of keeping printing cost reasonable. The park research center has considerably more information on the subject. The rest of the comment illustrates what the NPS objective for Palo Alto is — a place where opinions and research can be presented in an appropriate format to foster education and understanding leading to better relationships.
31. The Resaca battlefield is HIGHLY vulnerable — the management plan should strongly encourage public acquisition of the Resaca parcel, and articulate a strategy for its inclusion in the overall interpretation of the Rio Grande battles of May, 1846. Explore ISTE, ABPP, etc. to acquire Resaca.	Both the preferred alternative and alternative 3 in the draft plan propose that Resaca de la Palma / Guerrero be acquired so it can be protected and interpreted in the context of Palo Alto. A variety of options have been explored.
32. Be more flexible in Alternative 3 for acquisition. For example the owner of Fort Brown is a federal commission. Can not this land be transferred to NPS through the provisions of the 1906 Antiquities Act by having this federal land designated a national monument?	The plan proposes what is considered to be the most efficient and expeditious way to protect Fort Brown, which is already designated a National Historic Landmark. Given the high degree of protection provided in the plan and the park's legislated mandate to work cooperatively with others, the proposed cooperative agreement between the National Park Service and the International Boundary and Water Commission seems very adequate.
33. I prefer a combination of Alternative #2 and Alternative #3. Basically use #2 all the way and #3 for the sites at Fort Brown and Resaca de la Palma. I would suggest something similar to the “missions” National Park at San Antonio with one main visitor center at Palo Alto and a visitor contact station at Resaca de la Palma and Fort Brown. I would like to see NPS own all three sites. Expenses could be saved on not having a shuttle bus system, and modifying the campus like setting. Why is a research center needed on site?	The disadvantages of NPS ownership of Resaca de la Palma / Guerrero and Fort Brown do not warrant that to be part of the plan at this time. The plan proposes a visitor center at Palo Alto and two contact stations already. The research center will be on the UTB/TSC campus.
34. I, as owner of the Resaca de la Palma property, would be interested in keeping ownership of the property, and would consider developing the facilities needed by the Park Service, to be rented to the Department of the Interior, under a long-term lease.	This was considered a viable alternative through the preliminary alternative stage of the planning process. Public and institutional ownership is customarily more reliable than private ownership in regards to long-term (permanent) site preservation and general public use. Generational succession may well result in radical changes of family attitudes toward resource preservation and general public use of a privately-owned site.
35. Recommended change to acquisition of Resaca de la Palma / Guerrero Battlefield — Suggest you consider having the city acquire the battlefield and then “rent to own” the property until the city bonds are paid off. This is recommended due to considerable problems of getting acquisition funds from Congress.	The plan proposes exactly what is suggested. The rationale includes the likelihood of obtaining funds from Congress for acquisition.

COMMENT	RESPONSE
36. I support the concept of protecting the resources at related sites through purchase or direct management (Alternative 3); which is not a part of the preferred alternative. This is the only way I believe, that Fort Brown or Resaca de la Palma can be effectively protected over the long-term.	Please see above.
37. Assistance from the Conservation Fund (or other non-profit groups) towards a “faster” purchase of the needed land (including the 39 acres at Resaca de la Palma), would be beneficial.	While we agree that this approach would be beneficial, legal guidelines prevent the NPS from undertaking this type of solicitation.
Surrounding Land Use	
38. Revise and fast track scheduling because of imminent impact to the resource. Nearby development and utility installation are having major negative impacts on the resource.	The plan proposes that the park work with local zoning authorities to influence development around the park. This has already started with the Titan plant identified in the "Relationship to Other Plans" section. Physical development is contingent on land acquisition and funding from Congress. Approval of this plan will allow the park to respond quickly when either of those events happen.
39. Provide awareness programs on the management of native flora and fauna to the owners of adjacent land tracts.	The park has and will continue to work with landowners within the park boundary on natural resource matters. The park is currently working with the city to address vegetation and habitat issues involved in zoning outside the park boundary.
40. As funds allow, obtain more acreage adjacent to the site.	Acquiring land outside the park boundary requires action by Congress to change the boundary. Alternatives could include zoning regulations, easements, and acquisition by other parties with the intent of protecting park values.
Relationship to the Community	
41. According to your document, it seems as though your plan will have considerable impact on the city of Brownsville. You also indicate that Cameron County is economically distressed. I am not comfortable — convinced — that the people of Brownsville have had sufficient input in the planning stage or have sufficient information about the possible impact of the site (through restrictive zoning, etc.) on the economic development of their community. Does the site impede industrial development? Will it? The people of Brownsville should know and be allowed to decide if that is what they want.	It is the opinion of the National Park Service that this plan does not impede development, industrial or otherwise, around the park. The plan establishes an objective to work with the city, adjacent landowners, and developers to provide appropriate service-oriented development around the park or, in the case of industrial development, to try and mitigate potential adverse impacts. The current cooperation with Titan Wheel illustrates this objective well.

COMMENT	RESPONSE
42. A period of intense education of the citizens of Cameron County as to all aspects of the plan — including restrictive zoning. Allowing the local community (not the boosters or the Brownsville Convention and Visitors Bureau) to have a voice. Preferably, I think a referendum on those aspects of the plan that could affect economic development should be held and the NPS should follow the desires of the community as expressed through that referendum.	A total of about 2,000 copies of the draft plan were sent out, primarily in the lower Rio Grande Valley and primarily to private individuals. About 75 comment forms were returned, 60 of which were from the general public. Of the 75, over 60 supported the proposal (42 completely and 23 partially). About 75 individuals attended two public meetings in Brownsville and Harlingen, Texas where comments were received and questions asked. Newspaper articles were written and the meetings were covered on local TV news. The National Park Service feels that the public is well aware of the content and implications of the proposal. Also, Palo Alto is a national park. While the Park Service is very sensitive to the impacts parks have on local communities it must follow a national agenda. A local referendum would not be appropriate.
Staffing / Costs	
43. I do not understand how the staffing summaries were computed. I do not see where 20-33 staff would be needed for any of the 3 alternatives, and would like to see detailed justification for staff numbers for each.	The staffing estimates reflect full implementation of the plan which is not expected to occur for 10 to 15 years. The use of volunteers could change these estimates and reduce costs. The staffing chart in the plan has been expanded to include a detailed description of the positions and the costs.
44. I think that the developmental budget is a little high, based on S. Texas costs — several elements seem high — staffing is higher than normal wages in the area.	Development cost estimates are what the National Park Service calls "Class C Estimates" which are based on concepts in the general management plan and are adjusted for local factors. In the context of this document they are intended more for comparison purposes between alternatives. They will be revised as preliminary design proceeds. The staffing costs reflect standard government salary rates adjusted for benefits.
45. I have trouble relating the economic impact of a \$6M development at Palo Alto. There isn't much there! Maybe this isn't the place for a large scale development?	See the response above for details on how the estimate of \$6 million was derived. The intent of this alternative was to locate only those facilities necessary for visitor service and experience at Palo Alto.
46. Letters of support from City of Brownsville and commitment of financial support from the Brownsville community.	The city has concurred with the proposal verbally and in writing.
47. There is a need to preserve Palo Alto, but I feel there is still a way to cut costs. Even though costs were cut, they can still be cut significantly.	The best way to cut costs is to not construct facilities. The plan presents several ways that the park can use facilities without the cost of construction (cooperative agreements). The facilities proposed in the plan are considered to be the minimum necessary to achieve the objectives for the park. During design of the facilities, some cost savings could be realized over the estimates given in the draft plan.

COMMENT	RESPONSE
Compliance	
48. Compliance under the preferred alternative will also fall under the Texas Antiquities Code, if the City of Brownsville or Texas Southmost own any of the resource. An Antiquities review will be required by Historical Commission, if proposed construction of properties larger than 5 acres or if the site is a State Archeological landmark, which I believe they are.	The Texas Historical Commission has reviewed and commented on the draft plan. As the applicable actions are implemented, all compliance requirements will be fulfilled, including compliance with the Texas Antiquities Code.
49. Having managed cultural resources for TxDOT's Los Tomates Project, compliance must include state and local entities and their review.	The draft plan was sent to all federal, state, and local agencies know to have jurisdiction or an interest in Palo Alto. Their comments have been incorporated. When proposals are implemented, project-specific compliance with all applicable agencies will be done.
Miscellaneous	
50. How can anybody make critical observations when nearly all maps exclude scale? . . . Add real maps.	The base maps are to scale. The symbols such as trails, ranch roads, parking areas, and development sites have been exaggerated for graphic purposes, thus the "not to scale" notation. This general management plan is conceptual and precise locations for facilities were not intended to be shown. Exact locations will be determined prior to implementation based on more detailed archeological, resource, and engineering studies.
51. I do have a specific question regarding Appendix D (page 127) of the Plan. Where can I inquire regarding the "TOES" and "TPWD" status (codes) for the reptiles and amphibians listed? I am interested in the research done to substantiate the status of the listed animals. Also, over the last three decades I have done extensive field work on that site and the surrounding areas and I can quite probably add to the information you have regarding animals and plants at the site. Please contact me if I can be of any help.	Specific inquiries regarding the park's resources are directed to the park's division of resource management. The information in question was provided by qualified and respected UTB/TSC biologists who were contracted by the Park Service to conduct a biological inventory of the park. Studies of this nature are frequently updated and the park's resource management division seeks and welcomes any information or input that will add to its resource inventory and monitoring program.
Editorial / Corrections	
52. Overview of the War — p. 64, second paragraph: The "significant civil rebellions" in New Mexico did not break out until after Stephen W. Kearny had departed Santa Fe for California in Sept. 1846. . . . Please include Bent's Fort (an NPS property) in map of selected sites from the Mexican War.	The section of the draft plan and the map referenced will not be reprinted in the final plan. The correction and addition will be noted in the file for future reference.
53. You didn't mention my book in the Selected References area. Douglas Richmond, Department of History, University of Texas at Arlington	The bibliography of the War between Mexico and the United States is growing rapidly. The selected references section in the draft was a short and general list of books designed to alert people to the literature readily available on the topic, as well as to mention those works which were found to be crucial in the creation of this document. Many valuable works on the war were omitted. Extensive bibliographical and historiographical studies will be pursued during the implementation of the research plan.
54. Nothing that bad. Perhaps could use a more clear, concise synopsis of the 3 alternatives, perhaps in a one-page table (matrix?) (Sometimes it works, without looking "pre-determined," to do a paragraph positioning the selected alt. against the others.	On page 45 of the draft plan is "Table 2: Comparison of Alternatives."



TEXAS
HISTORICAL
COMMISSION

George W. Bush • Governor
John L. Nau, III • Chairman
Curtis Tunnell • Executive Director

The State Agency for Historic Preservation

DIVISION OF ANTIQUITIES PROTECTION
and
DIVISION OF ARCHITECTURE

July 2, 1997

Palo Alto Battlefield Planning Team
National Park Service
Denver Service Center
P.O. Box 25287
Denver, CO 80225-9901

Dear Sir/Madam:

RE: Draft General Management Plan and Environmental Assessment, Palo Alto Battlefield
National Historic Site, Cameron Co., Texas (NPS, F2, D2, D19)

Thank you for the opportunity to review this draft document. In accordance with the National Historic Preservation Act of 1966, the State Historic Preservation Officer [SHPO] reviews federal undertakings which have the potential to effect historic properties. The Department of Antiquities Protection reviews archeological properties; the National Register Department reviews National Register eligibility of buildings, structures, objects, and districts, while the Department of Architecture reviews effects on eligible properties. In addition, the Texas Historical Commission has instituted a Military Sites Program to assist property owners preserve historic military sites.

We have reviewed this document and have the following comments on the text. In general, we have concerns regarding development at and surrounding the site; the potential existence of burials, and the narrow focus of the interpretive effort.

Architecture/site features

1. Slow development of the property, including and surrounding the site, has been beneficial in preserving much of the battlefield's historic appearance and environment. In the future, development should be strictly controlled through appropriate land-use plans for areas surrounding the park. Working jointly with the City of Brownsville, zoning restrictions and mitigation plans for adjacent land use will be necessary to prevent incompatible development.

Restrictions to avoid development is preferred over attempts to mitigate adverse impacts. Landscaping as mitigation for new construction has already been argued as difficult to implement with native brush vegetation.

1. Cont.

We encourage closer working relationships between the National Park Service and the University of Texas at Brownsville, to enable the Park Service to contribute interpretive and preservation assistance for the earthen fort, the Neal home and other early historic resources associated with Fort Brown. These properties also require management and interpretative plans.

2.

Twentieth century features, such as the extant ranch roads, contribute to the larger cultural heritage of the area. Prior to any proposal to revegetate and obliterate such roads, an investigation of their significance and contribution to ranching as a historical theme of the Valley should be conducted.

3.

Archeology

It appears that, like many such battlefield sites in the U.S., uncontrolled artifact collecting and relic hunting has taken place for over 100 years at Palo Alto. Despite the effects of relic hunting, however, some quantities of military artifacts, as well as features, are present within some areas of the primary site (Battlefield Preservation Subzone). DAP archeologists recorded eight battle-period archeological sites in the vicinity of the Mexican and American campsites and baggage train locations (Pertulla 1996). Deposits or features include privy and refuse pits associated with these sites. The Palo Alto House or Inn (1847-1853) was also recorded during the survey immediately north of the battlefield. In addition, prehistoric cultural materials have been

observed within the boundaries of the battlefield. Of greatest concern is the possibility that gravesites exist within the site boundaries. Unfortunately, we have little information on the presence and distribution of such artifacts or features. The planning document states that battle dead were buried on the battlefield core area (pg. 7), however, graves are not referenced throughout the remainder of the document.

4.

Overall, aside from the possibility of gravesites, the archeological issues may not be of major concern for proposed improvements and developments at the site - provided that the appropriate identification, evaluation, and mitigation procedures outlined in the draft document are completed. Moreover, if the proposed construction of the visitor center, parking lots, and other facilities is designed so as to avoid the Battlefield Preservation Subzone, impacts to archeological deposits should be minimal.

Potential impacts to archeological deposits resulting from the implementation of either Alternative 2 or 3 will be offset by (1) reduced potential for vandalism and casual artifact collecting; (2) obtaining information about the distribution of military artifacts and whether or not deposits/features or gravesites exist; and (3) increased knowledge of the battlefield site obtained from systematic artifact collections and studies - information that will ultimately increase the interpretive value and interest of the site.

- It may be appropriate to view the archeological issues in terms of net gain. Any information obtained would be of great benefit for future planning and management. In other words, impacts to archeological deposits may be a secondary consideration to larger issues involving the potential effects of development on the landscape and setting of the battlefield and consecrated ground. In particular, a concerted effort should be given to determining the existence and location of human burials. A major fault with the draft management plan is that no provisions or discussion of identification and treatment alternatives for military gravesites are specified. NAGPRA is cited
4. Cont. in the document, but these regulations are not really relevant. In addition, 36CFR79 (Curation of federally owned and administrated archeological collections) should be referenced when discussing compliance concerns with the collection of artifacts, letters, photographs, etc.
5. We would prefer that Section 110 inventory and evaluation procedures be implemented at the park, rather than a series of Section 106 actions. This will facilitate ongoing and future planning and management efforts.
- We also feel that the battlefield site should be placed within a larger cultural and historical context. This could be accomplished through the development of appropriate Historic Contexts through which archeological aspects as well as non-archeological aspects of the site can be interpreted.

Interpretation

6. We urge that the broadest possible approach to the mandated mission statement is undertaken in order to provide adequate contextual understanding. The reasons for our concern in this regard are three-fold:
1. The Battle of Palo Alto, and even the Mexican War, are only points on a timeline of diplomatic and political history in North America that includes international boundary disputes, evolving foreign policies, political and social change, statehood considerations, the slavery issue, and revolutions. The root causes of the Mexican War necessitate interpretations of colonialism, manifest destiny (from its genesis and not just as practiced in the Polk era), and cultural differences. Instead of interpreting foreign policy that led to and resulted from the Mexican War, the conflict itself could be interpreted within the larger perspective of governmental policies and cultural contact.
 2. A broadened approach would allow park staff to interpret the nearby Battle of Palmito Ranch in terms of the Mexican War consequences. Prominent military leaders of the Civil War gained much of their field and combat experience through their participation in the Mexican War. The tactics, theory, and protocols they developed while in the Mexican theater had a direct impact on their participation in the later conflict.
 3. There are important cultural elements within the historic landscape, especially the early trade route and the Indian artifacts, that could be appropriately interpreted through a broader policy. Even the later ranch roads would be part of the continuum of "People in the Valley."

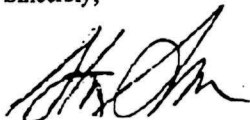
Fort Sumter, in South Carolina, is a good example of a military site that bears significance in one era but is also interpreted in others because of extant features and artifacts.

Management Alternatives

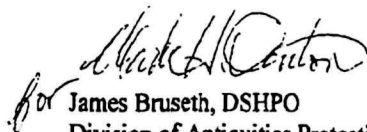
While alternative three might be considered the best for purposes of interpretation only, the overriding concern is for the possible impact on cultural resources. Alternative two therefore, is the preferred alternative overall.

We continue to offer our support and encouragement in this endeavor. If you have any questions or if we can be of further assistance, please contact Sharon Fleming regarding architectural issues; Debra L. Beene at 512/463-5865 or Myles Miller at 512/463-5864 regarding archeological issues, or Dan Utley regarding historical interpretation of military sites.

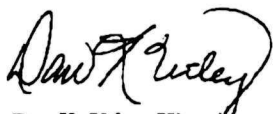
Sincerely,



Stanley O. Graves, DSHPO
Division of Architecture



James Bruseth, DSHPO
Division of Antiquities Protection



Dan K. Utley, Historian
Military Sites Program Coordinator

SOG/JEB/DKU/sef/db/dku

cc: Tom Carroll, Superintendent, Palo Alto NHS
Mario Sanchez, Regional and International Heritage Programs

NPS RESPONSES TO LETTER FROM TEXAS HISTORICAL COMMISSION

1. The park is currently working toward that objective through appropriate, yet aggressive, methods with a relatively good degree of success, as proposed in the plan. There are, however, limitations and constraints that must be recognized.
2. Working with managers of related sites is a mandate for the park and it will occur. Fort Brown is a very important resource as reflected in the proposal. The National Park Service will work with the International Boundary and Water Commission to protect and interpret the physical remains of the fort that are on their property. The National Park Service has already expressed an interest in working with the university in response to a proposal they made to recreate the destroyed portion of the fort on their property. In addition, a cooperative agreement with the university has been proposed as a means by which the park may obtain an interpretive space near the fort.
3. A cultural landscape inventory was done as part of the draft general management plan, which addressed this issue. A full cultural landscape report is proposed, and will occur soon. This report will satisfy the concerns of this comment.
4. The National Park Service is very sensitive to the potential for military grave sites in the park. The comprehensive archeological surveys proposed in the plan are intended to, in part, address this issue. NPS policies and procedures will be followed if or when such resources are discovered. Although the Native American Graves and Repatriation Act may not be relevant, many of the procedures and methods associated with discovery of burials are appropriate and will be followed. A portion of the cooperative agreement with Mexico will also include internationally agreed upon procedures for this issue.
5. The text will be modified to include reference of 36CFR79 and implementation of section 110 inventory and evaluation procedures. The cultural landscape inventory and subsequent cultural landscape report address the context issue and identify the primary features in the park. The purpose of the park is to interpret the battle and war era. Other aspects of the site will be addressed consistent with the priorities established by the cultural landscape report and the purpose of the park.
6. The National Park Service agrees and hopes that intent was conveyed in the draft plan. The interpretive plan, currently underway, will include the topics mentioned.

PALO ALTO BATTLEFLD

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OFFICE OF THE COMMISSIONER
UNITED STATES SECTION

INTERNATIONAL BOUNDARY AND WATER COMMISSION
UNITED STATES AND MEXICO

JUN 26 1997



Superintendent
Palo Alto Battlefield National Historic Site
United States Department of Interior
National Park Service
1623 Central Boulevard, Suite 213
Brownsville, Texas 78520-8326

Dear Madam or Sir:

Thank you for the opportunity to review and comment on the Draft General Management Plan (GMP) and Environmental Assessment (EA) for the new park unit located at the Palo Alto Battlefield National Historic Site (NHS), near Brownsville, Cameron County, Texas. As we stated in our February 4, 1994, scoping comment letter, the United States Section, International Boundary and Water Commission, United States and Mexico (USIBWC), is very interested in the development of the Palo Alto Battlefield NHS since the Treaty of Guadalupe Hidalgo of 1848, which ended the Mexican-American War, established the international boundary between the United States and Mexico, and was instrumental in starting the International Boundary Commission (IBC), now the International Boundary and Water Commission (IBWC).

In the general area of Brownsville-Matamoros and several miles south of the Palo Alto Battlefield NHS, the international boundary between the United States and Mexico is the middle of the normal flow channel of the Rio Grande. The United States and Mexican Sections of the IBWC maintain the Lower Rio Grande Flood Control Project (LRGFCP) in the lower Rio Grande valley in both countries. The Palo Alto Battlefield NHS is not located adjacent to USIBWC lands or international flood control project waterways. However, the Fort Brown site is located near the LRGFCP river levee. As discussed in the alternative 2 description, the National Park Service is interested in entering into a cooperative agreement with the USIBWC for protection of the site, and we are prepared to work with you toward that end.

For your information, many years ago the USIBWC reviewed a proposal by the City of Brownsville for restoration of Fort Brown, and we determined that the proposed restoration project would have no adverse effect on the historic property. The Texas Historical Commission concurred in our finding, but to my knowledge, the City of Brownsville proposal was never carried out. Recently, the USIBWC coordinated with the National Park Service, Texas Historical Commission, and bridge proponents in the removal of some of the golf course levee for material in the construction of the Los Tomates Bridge. A portion of the levee was left in place for the purpose of protecting the remains of Fort Brown.

We do not anticipate your proposed action to have an effect upon international projects within the Lower Rio Grande Valley of Texas and support the proposed action, alternative 2. We look forward in continuing to work with the National Park Service to ensure the development of the Palo Alto Battlefield NHS and to protect and interpret the events, causes, and consequences related to the War between Mexico and the United States, from the perspective of both nations, an event in history that was so important in inaugurating the existence of the IBWC.

THE COMMONS, BUILDING C, SUITE 310 • 4171 N. MESA STREET • EL PASO, TEXAS 79902
(915) 534-6700 • (FTS) 570-6700

Thank you for including the USBWC in the review of the draft GMP/EA. Please provide me a copy of the final GMP/EA when it is available. Also send one copy to Mr. Enrique Reyes, LRGFCP Project Manager, 325 Golf Course Road, Mercedes, Texas 78570.

Sincerely,

A handwritten signature in cursive script, appearing to read "Douglas Echlin".

Douglas Echlin
Environmental Protection Specialist

Barry R. McBee, *Chairman*
R. B. "Ralph" Marquez, *Commissioner*
John M. Baker, *Commissioner*
Dan Pearson, *Executive Director*



Tom A.

RECEIVED

TEXAS NATURAL RESOURCE CONSERVATION COMMISSION

Protecting Texas by Reducing and Preventing Pollution
GOVERNOR'S BUDGET OFFICE

June 4, 1997

Mr. T.C. Adams
Governor's Office of Budget & Planning
P.O. Box 12428
Austin, Texas 78711

Re: United States Department of Interior/Environmental Assessment/Palo Alto Battlefield
TX-R-97-05-13-0004-50-00

Dear Mr. Adams:

The following staff of the Texas Natural Resource Conservation Commission (TNRCC) has reviewed the above-referenced project and offer the following comments:

Water Quality Division:

The staff of the Water Quality Division has reviewed the above-referenced project and has no comments pertaining to any water quality effects of the project.

Wetlands are protected by the Texas Surface Water Quality Standards and they play a major role in maintaining water quality standards. If it is determined by the Corps of Engineers that a Section 404 Permit will be necessary, then you will need to apply for a TNRCC 401 Certification. The 401 Certification is to assure that the project will not result in a violation of established Texas Surface Water Quality Standards as required by Section 401 of the Federal Clean Water Act and pursuant to Title 30 Texas Administrative Code, Chapter 279. Therefore, mitigation for impacts mentioned in the Environmental Assessment will be identified through the TNRCC 401 Certification.

If you have questions regarding water quality comments, please feel free to contact Mr. Tom Remaley, Standards & Assessment Section, at (512) 239-4576.

Office of Policy and Regulatory Development:

The Office of Policy and Regulatory Development has reviewed the above-referenced project for General Conformity impacts in accordance with 40 CFR Part 93 and Chapter 101.30 of the TNRCC General Rules. The proposed action is located in Cameron County, which is unclassified or in attainment of the National Ambient Air Quality Standard (NAAQS) for all six criteria air pollutants. Therefore, general conformity does not apply.

Mr. T.C. Adams

Page 2

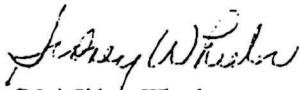
June 4, 1997

Although any demolition, construction, rehabilitation or repair project will produce dust and particulate emissions, these actions pose no significant impact upon air quality standards. The minimal dust and particulate emissions can easily be controlled with standard dust mitigation techniques by the construction contractors.

If you have any questions regarding air quality, please feel free to contact Mr. Charles Mueller, Manager, Policy Coordination and Development Section, at (512) 239-1916.

Thank you for the opportunity to review this project. If I may be of further service, please call me at (512) 239-3503.

Sincerely,

A handwritten signature in cursive script, appearing to read "Sidney Wheeler".

(Ms.) Sidney Wheeler
Program Administrator
Intergovernmental Relations Division

RECEIVED

JUN 02 1997

GOVERNOR'S BUDGET OFFICE



TEXAS
PARKS AND WILDLIFE DEPARTMENT
4200 SMITH SCHOOL ROAD • AUSTIN, TEXAS 78744 • 512-389-4800

Tou

COMMISSIONERS

LEE M. BASS
CHAIRMAN, FT. WORTH

NOLAN RYAN
VICE-CHAIRMAN
ALVIN

ANDREW SANBORN
EXECUTIVE DIRECTOR

May 29, 1997

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DALLAS

SUSAN HOWARD-CHRANE
BOERNE

Mr. T.C. Adams
Governor's Office of Budget & Planning
PO Box 12428
Austin, Texas 78711

RE: TX-R-97-05-13-0004-50-00; Environmental Assessment, Palo Alto
Battlefield

PERRY R. BASS
CHAIRMAN-EMERITUS
FT. WORTH

Dear Mr. Adams:

Department staff have reviewed the Draft General Management Plan Environmental Assessment for Palo Alto Battlefield and support the proposed Alternative 2 due to the formation of partnerships, decreased necessary funding, and fewer resource impacts than Alternative 3.

Thank you for the opportunity to comment.

Sincerely,

A handwritten signature in dark ink, appearing to read "Bob Spain".

Robert W. (Bob) Spain
Assistant Division Director
Resource Protection Division

RWS:MMP:mmcm

7580-6035
rec'd. 6.30.97



STATE OF TEXAS
OFFICE OF THE GOVERNOR

GEORGE W. BUSH
GOVERNOR

June 12, 1997

Mr. Douglas Murphy
United States Department of Interior
1623 Central Blvd., Suite 213
Brownsville, Texas 78520-8326

RE: TX-R-97-05-13-0004-50-00 / ENVIRONMENTAL ASSESSMENT PALO ALTO BATTLEFIELD

Dear Mr. Murphy:

Your application for assistance referenced above has been reviewed. The comments received are summarized below and are attached.

The Texas Parks and Wildlife Department supports Alternative 2, citing the formation of partnerships, decreased funding and fewer resource impacts than Alternative 3. The Texas Natural Resource Conservation Commission (TNRCC) cited the need for a Section 401 certification from the Commission if the project requires a USCOE Section 401 permit. TNRCC does not anticipate significant air quality impacts from the project, assuming standard dust mitigation techniques are used during construction.

We appreciate the opportunity to review your proposal. Please let me know if we can be of further assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "T. C. Adams".

T. C. Adams, State Single Point of Contact

TCA/yjy

Enclosures

PALO ALTO BATTLEFIELD

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P. 07



Chairman

Garry Mauro
Texas Land Commissioner

Members

Barry Williamson
Railroad Commission of Texas

Commissioner Ed Stuart
Galveston County
Coastal Government
Representative

John Barrett
Agriculture Representative

Lee Raas
Chen, Texas
Ports & Wildlife Commission

Bob Daulkin
Coastal Resident Representative

Fred Hinklefeldt
Coastal Business Representative

David M. Lancy
Chen, Texas
Transportation Commission

William B. Madden
Chen, Texas
Water Development Board

Barry McBee
Chen, Texas Natural Resource
Conservation Commission

C. E. "Dick" Schendel
Texas State Soil & Water
Conservation Board

Janet Fishmore
Secretary

Russell Kneeling
Permitting Assistance
Coordinator
1-828-3-PLUMIT

Coastal Coordination Council



June 16, 1997

Superintendents

Palo Alto Battlefield National Historic Site
1623 Central Blvd Suite 213
Brownsville, Tx 78520-8326

Re: Management Site for historic site

Dear Superintendent:

Pursuant to Section 506.20 of 31 TAC of the Coastal Coordination Act, the amendment referenced above has been reviewed for consistency with the Texas Coastal Management Program (CMP).

The amendment was reviewed for impacts to coastal natural resource areas within the CMP boundary. No impacts were found. Therefore, this project is consistent with the CMP goals and policies.

Sincerely,

Peter Ravella
Coastal Division Director
General Land Office

PR/lp



February 10, 1998

Tom Carroll, Superintendent
Palo Alto National Battlefield
1623 Central Boulevard, Suite 213
Brownsville, Texas 78520

Subject: Management Plan.

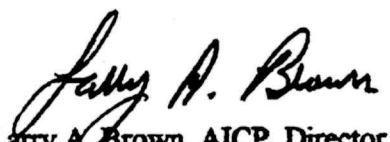
Dear Mr. Carroll:

This letter is to serve as the City of Brownsville statement of support for the management plan proposed by the National Park Service for Palo Alto Battlefield and as our pledge to work with the National Park Service, property owners and others to preserve the integrity of the Resaca De La Palma Battlefield site including pursuit of the general management concepts for Resaca De La Palma.

We look forward to working with you in this regard. If you have any questions please do not hesitate to call Larry A. Brown, AICP, Planning & CD Director at (956) 548-6150.

Sincerely,


Carlos Rubinstein,
City Manager


Larry A. Brown, AICP, Director
Planning & Community
Development Dept.

LAB:na

APPENDIX B: DESCRIPTION OF TERMS USED IN THE PLAN

To reduce redundant statements in the plan, a description of some of the key terms used and what is intended by them specifically at Palo Alto is presented below.

access — How visitors would get to the park and to features therein. Refers to roads (two or one way two lane paved roads) and gravel surfaced trails.

activities — Noninterpretive activities available at the park, including hiking on nature trails, picnicking, and social events.

administrative facility — Also referred to as headquarters. This facility would include office space for the superintendent, division chiefs, and administrative and clerical support. There would be space for storage and building mechanical support systems.

archeology — The study of human material remains to better understand human cultures. These remains include many diverse objects and features such as prehistoric stone projectile points, charred seeds, campsites, trash heaps, building foundations, cannonballs, etc. As used in this document, the term archeology is most often used to refer to the study of historic artifacts and features associated with the time period of the battle of Palo Alto. Common artifacts and features include artillery shells, campsites, horse gear, and discarded personal items.

carrying capacity — A measure of the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purposes of park units and their management objectives.

circulation — How visitors move through the developed facilities and park.

commemorative space — All action alternatives propose the construction of a memorial to commemorate the activities and participants of the war. In most cases it would be the focal point of the developed area. It would be a solemn, thought-provoking place with comfortable surroundings and minimal distractions. A freedom of speech area could be incorporated and major ceremonies related to the war would take place there.

consecrated ground — Human sacrifices made on battlefields evoke the feeling of consecrated ground that is commonly associated with cemeteries. Usually

having occurred over a few hours or days, battles may transcend in significance many other cultural events and processes important to the histories of the peoples and the nations involved. As such, battlefields are commonly recognized as cultural resources through the placement of graveyards and monuments, the protection of related historic structures, and sometimes the preservation of the battlefields themselves. Reflective remembrance at a battlefield, as at other cultural resource sites, can lead to greater understanding, renewal, and growth. Through appropriate research, protection, education, and commemorative efforts, the human sacrifices made on all sides of a battlefield will benefit future generations by contributing to a greater understanding of the past and the present.

ethnographic resource — A site, structure, object, landscape, or natural resource feature assigned traditional, legendary, religious, subsistence, or other significance in the cultural system of a group traditionally associated with it.

ethnography — Part of the discipline of anthropology concerned with the systematic description of lifeways, including, hunting, agriculture, and family life festivals and other religious celebrations.

Fort Brown complex — The site now occupied by the University of Texas at Brownsville, Southmost Texas College, the Jacob Brown Convention Center, the Texas National Guard, the Fort Brown Hotel, and the International Boundary and Water Commission.

historic Fort Brown — The remains of the 1846 fort on the Brownsville Golf Course and the Rio Grande.

interpretation — An interpretive plan providing details on types of media to be used and specific content of displays would be part of the final general management plan. This plan will be based on the primary interpretive themes of the historic site and related areas.

maintenance facility — The maintenance facility would contain limited office space, a room, shops, vehicle storage area, warehouse, and outdoor covered storage area. If it were constructed in the park it would be screened from visitor use areas.

management zone — A geographical area for which management directions or prescriptions have been developed to determine what can and cannot occur in

terms of resource management, visitor use, access, facilities or development, and park operations. Management zones identify how different areas in the park will be managed to achieve desired resource and social conditions. Each zone has a unique combination of physical, biological, and social conditions and a consistent management prescription. Different actions are taken by the Park Service in different zones with regards to types and levels of uses and facilities.

monitoring — Measuring resource and social conditions in a management zone in order to evaluate whether or not there are discrepancies with the desired resource or social conditions, or whether or not existing conditions are exceeding standards. Monitoring provides continual, systematic feedback to park managers to ensure that desired resource and visitor experience conditions are being met over the long term. It is a way of objectively evaluating the effectiveness of individual management actions and the overall effectiveness of park programs.

motita — A hill or high point.

park — Palo Alto Battlefield National Historic Site at FM 1847 and FM 511.

park operations — The activities, programs, and staffing necessary to manage and operate the park. A full staff would include the superintendent, division chiefs, clerical support, and full-time and seasonal law enforcement rangers, interpreters, and maintenance workers.

parking — All parking would be paved and have spaces for oversized vehicles and visitors with disabilities.

picnic area — A shaded, quiet area with six to eight tables located in easy walking distance of the visitor center parking area.

public transportation — Buses owned and operated by the local transit authority.

resaca — A piece of ancient river channel with no inlet or outlet. These areas can range from being intermittently wet to containing standing water.

Resaca de la Palma / Guerrero — Privately owned vacant land where Paredes Line Road crosses Resaca de la Palma / Guerrero. There is a small 5-acre parcel on the west side of the road and a larger 30–40-acre parcel on the east.

research center — The park's purpose and significance, its management objectives, and its interpretive themes will guide the center's research activities. The

binational, multidisciplinary nature of the center's research will offer a variety of perspectives that will help educate both scholars and the general public. The research center would include a mix of original and copied documents pertinent to the war and the region during the era. It would also contain computers with archival information and Internet links to other institutions with materials related to the war. The intent is not to acquire a complete archival collection but to provide a focal point facility with broad access to known material sources for in-depth study of the war. It would include office space for the park research staff and would be available, on a scheduled basis, for historians, researchers, and the general public.

resources — The natural (wildlife, vegetation, etc.) and cultural (artifacts, historic structures, physical remains, etc.) elements of the site.

shuttle — A NPS-owned van or bus that would accommodate 10–20 visitors. Some shuttles would be accessible for visitors with disabilities. All shuttles would have public address systems for interpretation.

trailhead — A staging area at the beginning of a trail system where visitors could receive orientation and information might be associated with a parking area.

visitor center — A full service visitor center is a large (12,000–18,000-square-foot) facility with a reception lobby, restrooms, information counter, orientation center, book sales area, large display area for interpretive exhibits, auditorium with seating for 50–100 visitors, interpreter office and work space, storage area, and building mechanical support system area.

visitor contact station — This is a smaller version of a visitor center. It would have an information/orientation counter, book sales, small interpretive display area, one office, storage space, and building mechanical support system area.

visitor experience — The Park Service manages programs, facilities, and resources to provide a prescribed experience for visitors.

visitor services — Visitor services include information, orientation, interpretation, education, research assistance, conferences, guided tours, shuttle services, book sales, food services, restrooms, water, and ranger activities. A full range would include most 11 of these and a limited range would include only essential services.

APPENDIX C: CULTURAL RESOURCE COMPLIANCE

GENERAL MANAGEMENT PLAN ACTIONS AND CULTURAL COMPLIANCE REQUIREMENTS

SITE NAME / NATIONAL REGISTER, NATIONAL HISTORIC LANDMARK STATUS	ACTION	PROPOSED EFFECT	MITIGATING MEASURES	FURTHER COMPLIANCE NEEDED
Palo Alto Battlefield is listed on the National Register of Historic Places and is a national historic landmark.	Develop visitor center, access and circulation roads, visitor center and trailhead parking, pedestrian trail system, overlooks and viewpoints, outdoor commemorative space, picnic area, and maintenance facility / outdoor storage area.	No adverse effect on archeological resources; temporary adverse effects of facility construction on cultural landscape (facilities would be visually intrusive until vegetation growth screened them); some limited impacts on viewsheds from trails would continue but effects would not be adverse.	Construction would be preceded by archeological investigations, facility designs and locations would be guided by archeological findings, and data recovery or other mitigating measures would be developed in consultation with the state historic preservation office if sites were unavoidable. Facility design would be unobtrusive, consistent, and of visual quality in keeping with the historic scene; vegetation would be used to screen buildings from adjacent battlefield views.	SHPO review of archeological findings, determinations of eligibility. SHPO and ACHP review of designs, site plans, and mitigation plan. SHPO review of <i>Cultural Landscape Report</i> .
	Preserve historic scene and associated archeological resources, restore cultural landscape, remove modern intrusions; locate and adaptively use historic Port Isabel Road and Tanques del Ramireño Road.	No adverse effect on archeological resources. Cultural landscape would benefit from restoration. Adaptive use of historic roads would be beneficial by helping to preserve these routes.	Landscape modifications would follow recommendations of the <i>Cultural Landscape Report</i> ; care would be taken to preserve archeological resources during landscape modification.	SHPO review of <i>Cultural Landscape Report</i> . SHPO and ACHP review of landscape design.
	Provide for visitor use.	No adverse effect on archeological or landscape resources.	Direct visitor use through signs, trail design, ranger patrols, fences, and interpretive messages; systematically monitor resource conditions and take action if resources were threatened.	THC and ACHP review of <i>General Management Plan / Environmental Assessment</i> .

SITE NAME / NATIONAL REGISTER, NATIONAL HISTORIC LANDMARK STATUS	ACTION	PROPOSED EFFECT	MITIGATING MEASURES	FURTHER COMPLIANCE NEEDED
Fort Brown is on the National Register of Historic Places and is a national historic landmark.	Develop a visitor contact station under a cooperative agreement Cooperative with Texas Southmost College; (a) adaptively use historic structure or (b) develop new structure.	(a) No adverse effect of rehabilitation; adaptive use would benefit structure by ensuring continued maintenance. (b) with mitigation, no adverse effects from building new structure.	(a) Conduct appropriate investigations (history research, cultural landscape report, architectural study/ historic structures report, historical archeology, etc.); follow the secretary's standards during rehabilitation. (b) Conduct archeological investigations to guide facility design and location; develop mitigation in consultation with the state historic preservation office if resources were unavoidable; landscape modifications would follow <i>Cultural Landscape Report</i> ; facility design would be unobtrusive, consistent, and of visual quality in keeping with the historic scene.	(a) SHPO review of reports and proposed determinations of eligibility; SHPO and ACHP review of adaptive use plan. (b) SHPO review of archeological investigations, proposed determinations of eligibility; SHPO and ACHP review of mitigation plan, designs, and site plans.
	Use existing on-campus facilities for research center, education center, conference center, and park collections.	No effect.	Develop treatment plan for the fort remains.	SHPO review of treatment plan.
	Develop interpretive trail cooperatively with city of Brownsville and other agencies.	No adverse effect on archeological resources or cultural landscape.	See (b) above.	See (b) above.
Resaca de la Palma is listed on the National Register of Historic Places and is a national historic landmark.	Local agencies purchase property and develop administrative offices and visitor contact facility for the National Park Service.	No adverse effect on archeological resources or cultural landscape.	As described in (b) above, the Park Service would work with local agencies to survey the area, identify and avoid significant resources, ensure compatible landscape and building design, screen buildings from battlefield, and develop mitigation plan if resources were unavoidable.	SHPO review of archeological and other relevant reports. SHPO and ACHP review of mitigation plan, designs, and site plans.
	Develop trails and site treatment plan.	No adverse effect on archeological resources or cultural landscape.	Same as (b) above.	Same as (b) above.

APPENDIX D: CULTURAL LANDSCAPE INVENTORY

INTRODUCTION

Palo Alto battlefield is the site of the first major conflict between the forces of the United States and Mexico during the War between Mexico and the United States. The May 8, 1846 battle began a series of events which resulted in the loss of one third of Mexico's territory to the United States. To recognize the significance of this battle and the war as a whole, Congress authorized the establishment of the Palo Alto Battlefield National Historical Site in 1978 and expanded it in 1992. The 3,400-acre park is the only unit in the National Park Service system dedicated exclusively to preserving and interpreting the resources related to the War between Mexico and the United States.

As part of the planning process for the new park, the National Park Service is conducting a number of studies and investigations, including a cultural landscape inventory. The results of the inventory will contribute significantly to the general management plan for the park.

At the time of the battle the site had very few man-made features. Historic battle descriptions identified primarily natural features such as topography, drainages, and vegetation as significant points of reference for battle formations, staging areas, etc. Today, the battle site retains much of its natural appearance and has been relatively undisturbed by land development. Because the natural environment figured prominently in the events of the battle, the framework for the cultural landscape inventory is based primarily on the natural resources of the site. This approach will provide a thorough understanding of the environmental resources and natural processes of the battlefield and create a basis for the future management of the park.

Geographic information systems (GIS) was used as a tool for systematically organizing data gathered in the inventory process. In this project, the GIS system demonstrated the value of integrating the documentation and evaluation of both cultural and natural resources. This is a key consideration because many of the park's resources can be considered both cultural and natural components. Data was compiled including, soils, vegetation, topography, hydrography, wetlands, floodplains, historic battle maps, land use including, historic land use, viewsheds, and archeological surveys. These were the

basis for identifying the landscape characteristics, features, and natural processes of the battlefield. Most of this information is contained in the pertinent sections of the plan and is not repeated in this discussion.

The evolution of the site was researched, documented, and investigated to evaluate the significant historic period(s), landscape characteristics, including features and natural processes, and to evaluate integrity. The historical background and findings are contained in other sections of the document and not repeated in this section. These findings were the basis for recommendations for the *General Management Plan*.

EVOLUTION OF THE SITE

The early history of the site is not well documented, and there is not enough information to adequately evaluate the landscape characteristics or changes prior to the late-18th century. Based on the information known to date, three periods were identified as potentially significant for the site: the pre-war period from 1781 to 1845, the Palo Alto Battle period in 1846, and the post-war period from 1847 to 1946.

CHARACTER-DEFINING FEATURES

For each period, character-defining features were identified following the guidelines of *National Register Bulletin 30: Guidelines for Evaluating and Documenting Rural Historic Landscapes* and *National Register Bulletin 40: Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields*.

Pre-War Period

Spatial Organization. The battlefield property is part of the Espiritu Santo land Grant, established in 1781. Colonists of the Mexican northern frontier applied for the land grant from authorities in Mexico City. The land grant was composed of 59 square leagues and 11 caballarias bounded by Arroyo Colorado (north), "an impassible thicket" (west), the Rio Grande (south) and lagoons (east). The battlefield is located roughly in the central portion of the land grant, known as the

partition share no. 19 (Brownsville, Texas, Skeleton Abstract Co.). Partition shares divided the land grant in generally north/south nearly parallel tracts along the Rio Grande. This division of land represents the traditional Spanish colonial settlement patterns to allocate land along boundary streams providing access to water resources and using natural features for boundary delineation. FM 1847 parallels the western boundary of partition share no. 19, although it was probably not a road during this period.

Land Use. Traditional land use during this period was stock grazing. Sheep and cattle were predominant. The region was known for its natural pasture land and considered the origin of the ranching industry of the Great Plains. Ranches were established in a number of locations in the land grant; however, it is unlikely that any ranch structures were in the battlefield boundaries. The landscape's character-defining features associated with land use would be the natural open grasslands and natural ponds and wetlands.

Cultural Traditions. The pattern of land division represents the Spanish colonial cultural tradition of land management.

Ethnographic Values. While native Americans were known to inhabit the lands of the Mexican northern frontier, these groups were primarily nomadic, passing through the region periodically or perhaps seasonally.

Historic Views. Based on historic maps and compared to existing viewsheds, it would appear that views would have been open to the east with long distance views towards Boca Chica and Point Isabel.

Circulation. The battlefield site was along a historic route between Matamoros and Point Isabel. The road consisted of two corridors — one used during the dry season and one used during the wet season. It is not known when this route was established but it is identified on maps produced before the battle.

Response to Natural Features. Historical descriptions and accounts of the area describe the "mesquite prairie" or prairie "sprinkled with motts of stunted timber." Often descriptions included references to large prickly pear, miga, and Spanish palmetto, probably referring to the Century plant and Yucca (Bonnell 1840). A variety of cacti species and their season of bloom are also noted in accounts of the time. Generally, the existing tamaulipan brush and the native salt prairie represent the landscape of

these descriptions. The resacas are also important sources of freshwater for humans, and they stock and support a variety of vegetation. To date there are no known structures or archeological sites associated with this period.

Palo Alto Battle Period

Spatial Organization. At the time of the battle the property was still a part of the Espiritu Santo land grant.

Land Use. Grazing and ranching continued to be the dominant land use during this period.

The site was also used as a campsite by travelers on the road between Matamoros and Point Isabel. The road crossed the site where freshwater and cover would be available.

The landscape's character-defining features associated with land use would be the natural open grasslands, the brush, the natural ponds and wetlands, and the road.

Response to Natural Features. The natural features of the site critically influenced the events of the battle. A comparison of the historic battlefield maps indicate common natural features that defined the battlefield site. However, in some cases the exact location, configuration, and extent of the features do not coincide. Nevertheless, the fundamental components of the battlefield can be identified as follows:

Vegetation

- *Prairie: The salt prairie landscape provided a flat open space where much of the battle encounters took place. Specifically, the zacahuistle species (cordgrass) was identified as the notable species that covered the Palo Alto plain. It was described in battle accounts as the very tall (knee-high to shoulder high) stiff grass that was difficult to pass through on foot. The grass burned easily even when green. The beginning battle formations, as well as some of the battle key events, were mostly on the prairie.*
- *Mesquite brush: The open prairie was bounded by brush creating the defining enclosure of the space. Palo alto means "tall timber," probably referring to the stands of tall mesquite, agave, and yucca common to the indigenous Tamaulipan brush of the region. The brush*

areas provided cover for strategic troop movements, wagon encampment, and support operations such as medical care. Thick brush stands are located in most of the maps on the west, south, and north boundaries of the battlefield.

Topography, Soils, and Hydrography

- *Resacas:* Two of the historic battle maps (Berlandier 1846 and Ramsey 1846) identify the resaca of Palo Alto west of the battlefield. All the maps show a water feature in the general location of the present day north/south meandering resaca west of the battlefield. However, the U.S. maps (Stewart 1887 and Dobbins 1846) label the water feature as a "pond." This is a source of confusion because there is a natural pond near the resaca. Therefore there is a question as to whether the pond or the resaca was where U.S. troops and horses refreshed themselves. It is known, however, that the Palo Alto resaca was tactically significant because it created a barrier that was difficult to maneuver through and anchored the initial battle lines on both U.S. and Mexican sides. Other "low bottoms" or "small resacas" are identified on the southern boundary of the battlefield maps. Their significance is mostly in defining the boundaries of the battlefield.
- *"Boggy" or "Marshy" Area:* The extent and configuration of the boggy or marshy area that appears in the battle maps varies widely. All the maps indicate marshy or low wet areas approximately centrally located between the U.S. and Mexican lines. Battle maps differ in that some show a single marshy area, others show individual small wet areas. The lines were separated by a distance of about 0.5 mile and the wet area between them may have influenced the maneuvers of the battle, which were mostly on the east and west flanks of the battle lines. Little movement was directed to the central, boggy region. It is unknown whether these were permanent, true marshes or merely large expanses of ponded rain water that were slow to drain away. Soils of the area become very soft, deeply muddy and may pond water after heavy rains. Such a rain may have fallen a few days before the battle. The fact that there were two roads, one for dry weather and one for rainy weather, indicates that passage was difficult in the area during and after rains and easier when dry, supporting the argument that the area may have been temporarily inundated. There is little topographic evidence to support the existence of a permanent marsh, as the area slopes uniformly to the east at less than a 5% gradation.
- *Motitas and Lomas:* A few topographic features breakup the level expanse of the battlefield. Low rises or hills (motitas) at the south end of the battlefield provided an anchor for the right flank of the Mexican line. These rises may have offered protection for the Mexican provision wagons. One of these hills is nostalgically referred to as "Arista's Hill," based on local lore that General Arista stood at the hill during the battle because it offered a vantage point from which to observe the battlefield. The Berlandier map and others illustrate lomas muy bajas y tendidas roughly translated as "very low and stretched out dunes" creating an arc of subtle topographic relief from the south to the east. These appear to be either against or within brush areas, as some maps only delineate brush in this area.
- *Soils and Floodplain:* The soils are dominated by Lomalta clay, which is frequently subject to flooding. Little information is known regarding the influence of the floodplain on the battlefield.

Circulation. Two roads appear in historic accounts and maps related to the battlefield. One is the Matamoros/Point Isabel Road, which traversed the battlefield from the southeast to the northwest running roughly adjacent to the Palo Alto resaca. A fork in the road separated the wet season route (through the prairie) and the dry season route (west of the resaca, through the brush). The road is significant in that it provided access for the U.S. troop movements advancing into the area, that the Mexican left wing was anchored on the road, and eventually U.S. forces were positioned along the road during the final battle events. The second road, Tanques del Ramireño, was the route taken by the Mexican army when they first entered the battlefield. This road was known to connect to the Matamoros road; however, this connection is not shown on any of the historic battle maps. Nevertheless it seems reasonable to consider that it may have continued across the battlefield and may have provided some ease of access contributing to battle configurations directed to the east, avoiding the central area, which was more difficult to maneuver through.

Both roads were critical components of battle events. The Mexican military strategy was to block American forces returning to Fort Brown along the Matamoras and the Tanques del Ramireño Roads.

Historic Views. In general, Palo Alto was a place defined by an arc of brush around a prairie covered plain that extended expansively to the east. The brushline followed the configuration of the resaca beds and somewhat bounded the views to the west, south, and north. Views to the east followed the prairie and probably appeared as flat and uninterrupted as they do today. Historic accounts describe being able to see the enemy advancing before their arrival to the battlefield, suggesting long-distance views in the area.

Archeological Sites. In 1992 and 1993 archeological surveys were conducted for the battlefield site. Archeologists and volunteers intensively surveyed a total of 69 acres of the battlefield and conducted a 5% sample sweep of 210 acres resulting in an 8% sample of the 3,400 acres in the park. The survey efforts were focused on the "core battlefield" area. Not unexpectedly, most of the artifacts were primarily of a military nature. Objects included artillery and firearm ammunition, firearms, edged weapons, accouterments, personal possessions, farriery and hardware, and miscellaneous objects. The archeological evidence provides corroboration of some battlefield events and general location of battle lines.

Structures. The roads on the battlefield were the primary man-made features of the battlefield. Earthen fortifications were constructed to provide protection for the U.S. wagon train following the battle. The exact location and extent of the earthworks is unknown at this time.

Postwar Period

Spatial Organization. After the signing of the Treaty of Guadalupe, the disputed land became part of U.S. territory. According to the earliest land transaction records kept by the county, the land grant was quickly purchased and converted to private ownership. Confusion over land titles was common during the years right after the war. The battlefield was owned by a single owner until the 1920s when it was sold to several landowners. A history of land ownership is underway in the park to further identify land use patterns and evolution. Presumably fencelines and ranch roads were constructed on the land to support the ranching operations; however,

lack of records and photographic evidence prevents any definitive conclusions regarding the presence of these structures.

Land Use. Land use continued as primarily ranching and cattle grazing, and for some time dairy cattle were raised on the land. The land use has changed very little over the years because it is mostly in a floodplain and the soils are highly saline, which has discouraged agricultural development, as well as commercial, industrial, and residential land uses.

Structures. For five years after the battle a wayside inn was established along the Matamoras road in the northern portion of the battlefield site. Today, surface artifacts typical of the period are scattered nearby; however, building foundations and other structural evidence are not visible. Foundations of three small houses built in the early 20th century are present near the western edge of park.

In 1916 a drainage canal was constructed to drain El Tule Grande to lagoons in the east. This structure delineates the northern boundary of the park.

Archeological Sites. Artifacts, particularly from the turn of the century and later, are scattered throughout the park with concentrations near former dwellings and ranch structures. Archeological evidence from this period has not been systematically investigated.

Circulation. The Matamoras road was moved 3 miles east in the 1850s. FM 1847 is present on all known maps since the 1920s and it may have developed as a result of the land transactions after the war. Property divisions would have provided an opportunity to establish a travel corridor between properties and the road does align with the property partition line. It may also have been a trail or cattle route that was gradually converted into a formal road. To date there is no documentation to establish the date of origin. The railroad adjacent to FM 1847 on the west side was built in the late-1920s after the road was established. It was originally built to provide a connection between Brownsville and Harlingen. FM 511, which forms the southwestern boundary, was constructed in the mid-1940s.

Response to Natural Features. Since land uses remained constant over this period, little change to soils, vegetation, topography, or hydrology would be anticipated; however, the exact condition of the natural environment is not known because there is a lack of documentation and oral history. However, the long-term presence of cattle during this period and

plowing activities in the east central portion of the battlefield in the 1920s provide some information. These activities would have disturbed natural vegetation patterns or those patterns present at the time of the battle.

Small-Scale Features. A monument commemorating the battle of Palo Alto was established on the battlefield on the west side along the ranch road paralleling the resaca. It is visible on the 1939 aerial photograph. It was moved to another location near FM 1847 before finally moved to its present site at the intersection of FM 1847 and FM 511.

SIGNIFICANCE STATEMENT

The battle period is the significant period to consider in park planning and resource evaluation programs. The site represents the location of the first battle of the War between Mexico and the United States and set the stage for many of the subsequent battles and actions related to the first campaigns of the war. Events, people, and cultural traditions during periods before and after the battle period are not as historically significant.

SUMMARY OF INTEGRITY

An evaluation of integrity is based on the location, design, setting, materials, workmanship, feeling, and association based on the criteria established by the National Register of Historic Places. In the case of Palo Alto, the primary criteria to evaluate integrity is location, setting, feeling, and association. The battlefield location has remained the same and its setting retains many of the character defining features present at the time of the battle. However, the present day drainage systems and cattle grazing have dramatically changed the composition of plant associations of the prairie. Draining the land has probably increased the saline content of the soils affecting the distribution of plant species. Land drainage creating drier conditions on the prairie encourages mesquite growth where that species may not have historically grown. The zacahuistle grass species no longer dominates the prairie cover as it may have historically. Today this species is found sporadically where the borichia species predominates. Borichia is common in high saline soils as is now the condition on the battlefield. Parts of the battlefield have been heavily grazed, the presence of cactus species is an indicator for heavy grazing and is seen especially in the southern portions of the battlefield. While the

prairie has been severely impacted by these conditions, the removal of cattle grazing may return the area to a condition more closely resembling the historic character over time. Removing drainage structures may also return the soils to the wetter condition of the historic prairie. Therefore, the integrity in this case may be disturbed but with appropriate management has the potential to restore itself through natural processes. Even with appropriate management and intervention the site will never be returned to its "original" state. Original in this sense is a relative term since there is no conclusive documentation on species distribution at the time of the battle. Assumptions would necessarily need to be made regarding the definition of the "original" condition. But a healthier, sustainable natural system that could best represent the historic condition may be feasible. This would require further investigation and trials to develop.

The feelings and associations of the battle can never be fully retained due to the nature of sites associated with war events. However, the site still has the rural, remote feelings of a bygone era. The open expanses to the east and the brush thickets enclosing the space on the west represent the general atmosphere of the historic site. Areas that are still covered with the stiff sharp blades of the zacahuistle combined with the savage thorniness of the brush thickets and cactus convey the harshness of the site as was experienced by the armies of both sides during the battle.

RESOURCE EVALUATION

The resources of Palo Alto blend in definition as natural resources and as cultural resources. The cultural resource values give added weight to resources that would otherwise be classified as an ordinary landscape typical of the Lower Rio Grande Valley environment. At first glance the landscape and the resident ecology is not striking; however, this site closely resembles the place where one of the most significant battles of the War between Mexico and the United States took place. Recognizing the dual nature of the resources of the park is one of the challenges in developing management recommendations for guiding the future of the park. For this reason, geographic information systems were employed to evaluate the multiple values inherent in the park's resources.

Cultural Resource Assessment

To adequately evaluate the values of the site, two primary types of GIS analyses were conducted. The first analysis was conducted to identify the critical core of the battlefield. This was based on assigning numerical value to each of the character-defining features of the site based on the role each feature played in the battle. Features used as landmarks such as the Palo Alto Resaca and the motita to the south were assigned relatively high values because they were strategic points of reference during the battle. The events of the battle on the site were also analyzed. For this evaluation historic battle maps were synthesized to identify general locations of events. The main categories of events that took place in the battle include the location of troops at the beginning of the battle; the location of troops at the end of the battle; troop movement during the battle; staging areas and support activity locations such as hospitals, encampments, and wagon placement; and troop movement corridors to and from the battlefield.

Each of these were assigned high, medium, and low values. For example, location of troops at the beginning of the battle were given high values assignments, location of troop corridors to the battlefield were given lower values.

The analysis from both of these perspectives were combined using the GIS process to develop a critical core battlefield zone and buffer zones that have historic landscape values but are not as highly valued as the core zone. This analysis formed the basis for the cultural resource evaluation. (See the Historic Resource Values map).

Natural Resources Assessment

The natural resources of the site were also analyzed to identify sensitive wildlife and habitat zones. These were identified using the soils, wetlands, and vegetation as the primary factors for evaluation. This resulted in the identification of critical habitat zones.

These assessments were the basis for developing recommendations for suitability for development, resource preservation and management, and management zoning.

GENERAL MANAGEMENT PLAN RECOMMENDATIONS

Suitability for Development

The critical core battlefield should be protected from any intrusions, disturbances, and development from park facilities.

The buffer zones might be suitable for trails, waysides, and minor structures to support visitor education on the site. These facilities should be designed to blend into the landscape to avoid impacting the historic scene.

Incompatible development in any of the core zones would include buildings, roads, parking areas, maintenance areas, or any other structures that would detract from the integrity of the site.

Recommendations for Resource Protection

Research and conduct archeological investigations to determine the locations of historic roads, battle lines, troop encampments, and troop movements.

Develop a GIS database for information storage, retrieval, and analysis.

Conduct archeobotanical investigations to identify historic plant associations.

Coordinate with the U.S. Fish and Wildlife Service, the Natural Resources Conservation Service, the Texas State Department of Natural Resources, and local and regional universities to prepare a vegetation management plan, which would describe preservation and treatment of the native salt prairie habitat, the mesquite brush habitat, and wetland restoration and would include a feasibility analysis.

Recommendations for Management Zoning

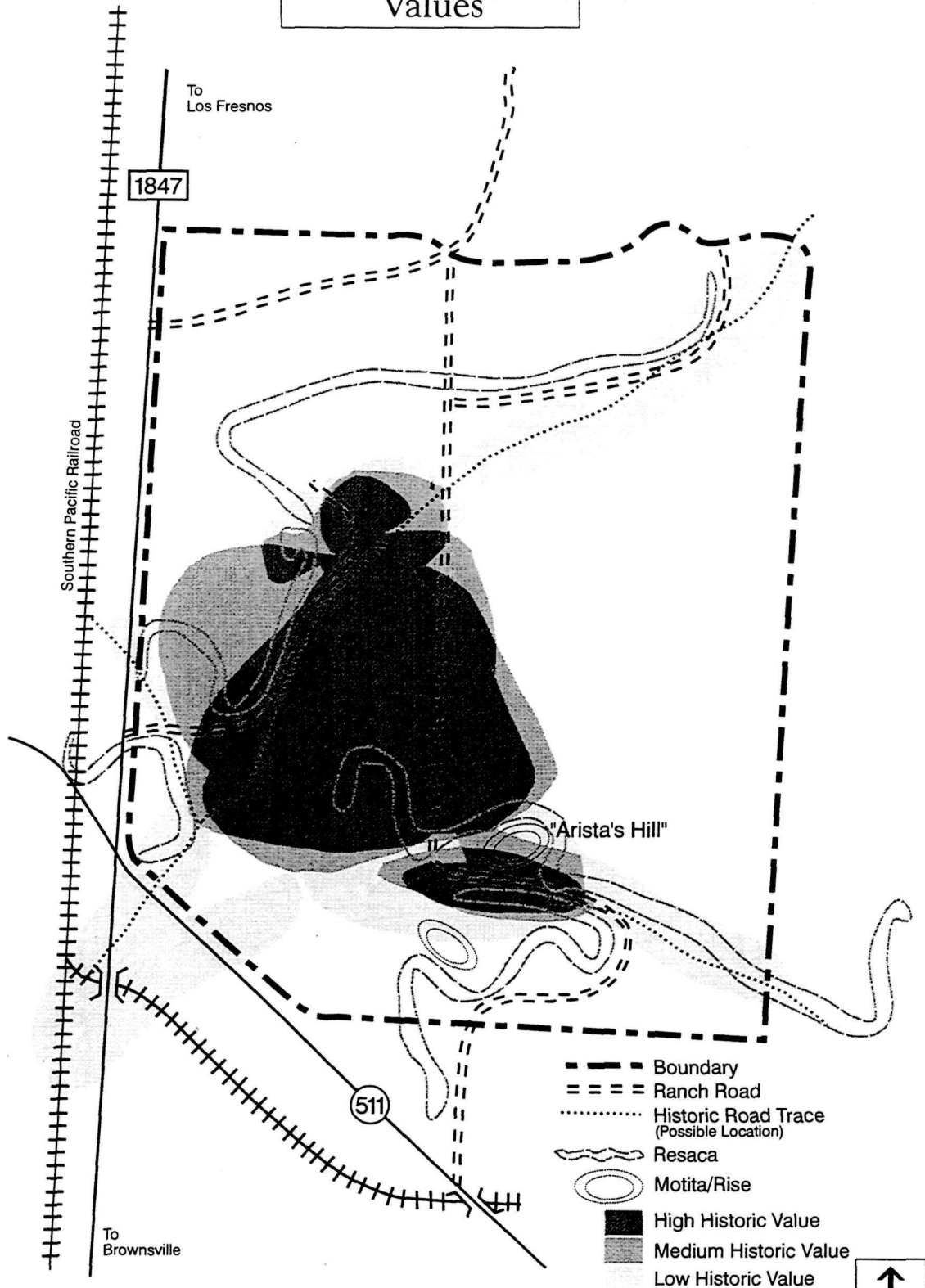
These recommendations were incorporated into the "Management Zoning" section.

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Historic Resource Values



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Character Defining Features
Battle Period
1846

(Current Location,
Not Character
Defining)

1847

To
Los Fresnos

Prairie

**Boggy
Area**

South Resaca "Arista's Hill"

Motita

Motita

South Resaca

Tanques del
Ramireño Road

Lomas

To
Brownsville

Current Park Boundary

Current Brush

(Character Defining Feature)

Possible Historic Road Location

Natural Pond

Resaca

Motita/Rise



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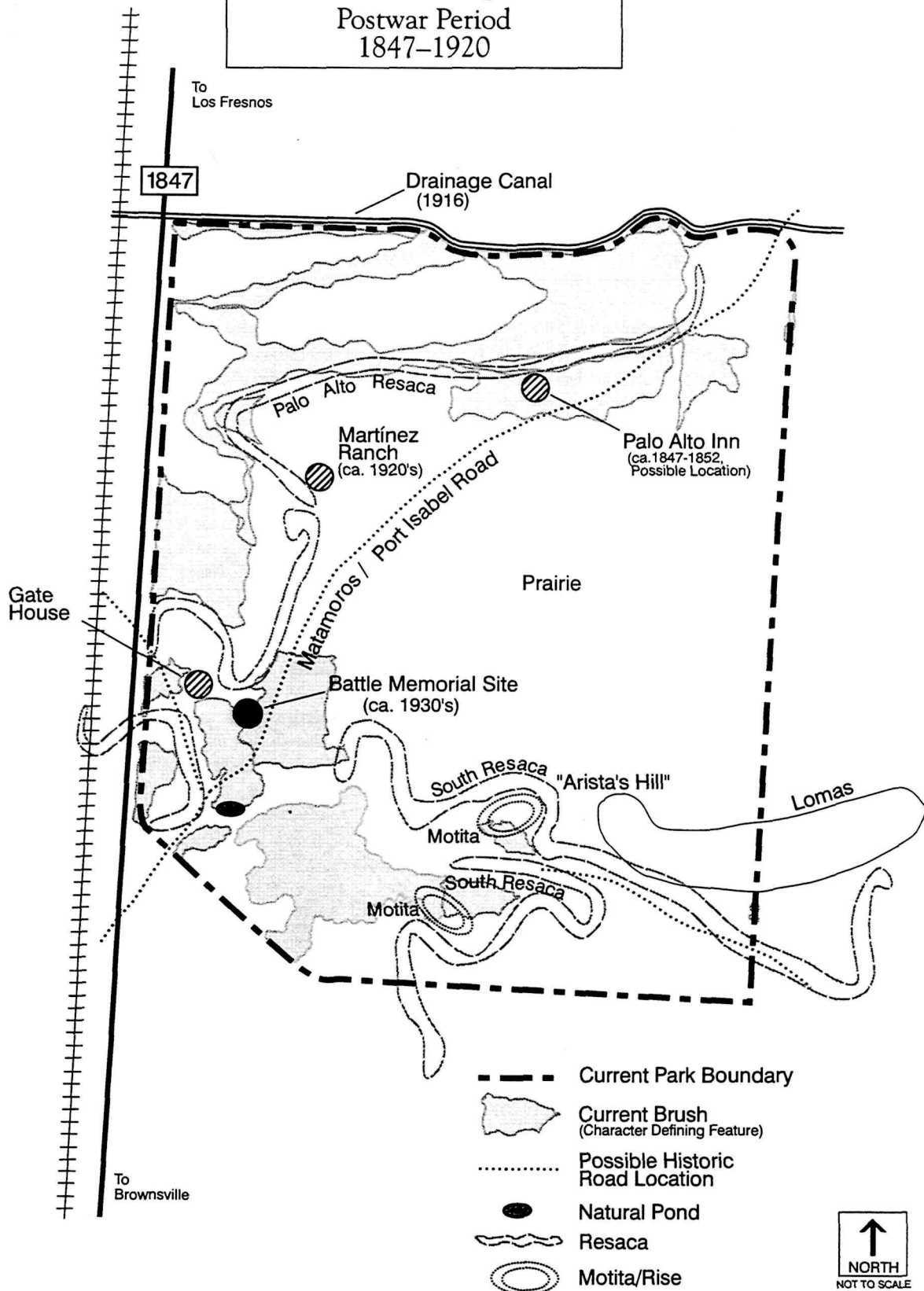
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Character Defining Features

Postwar Period

1847–1920

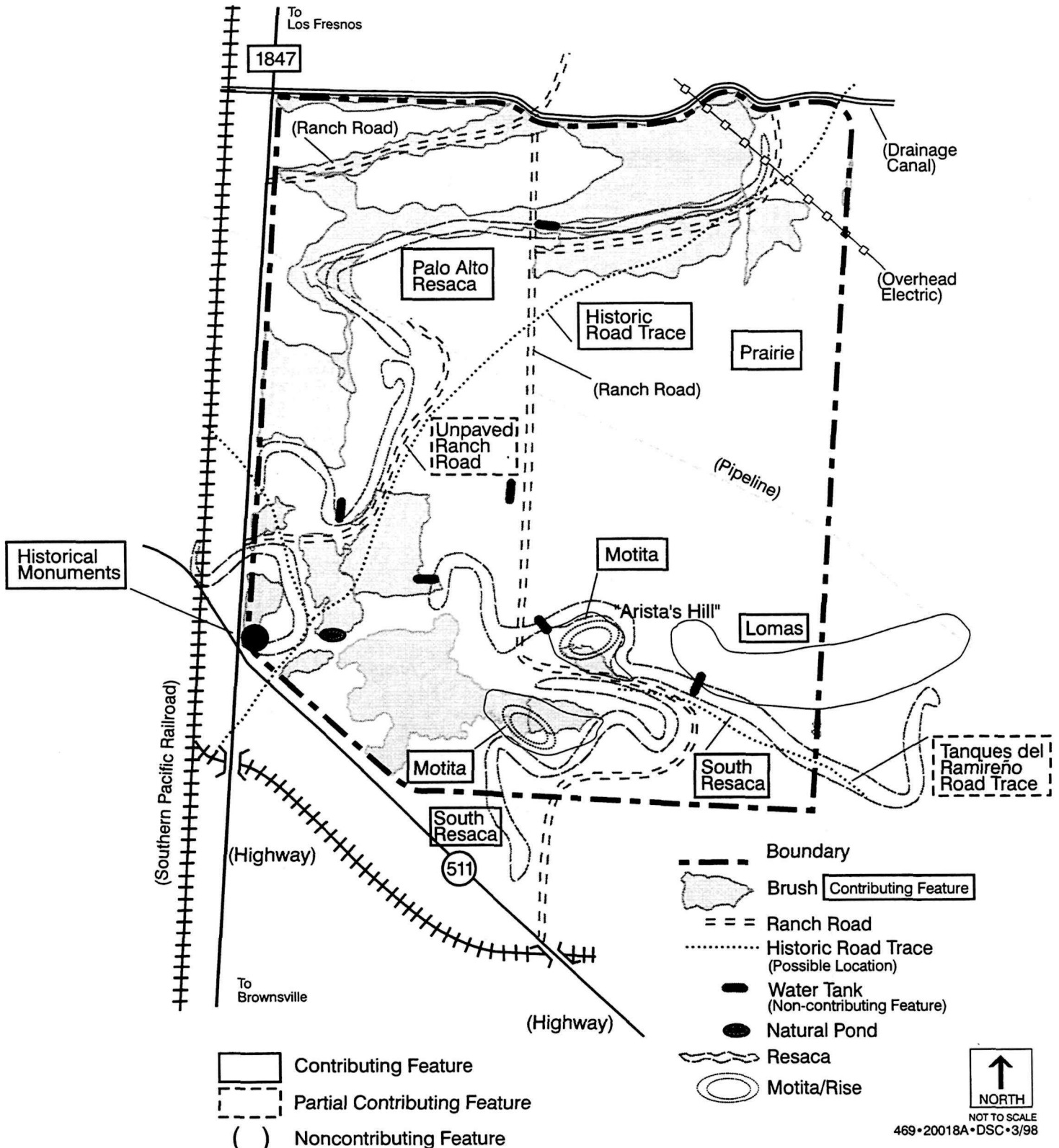


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Existing Conditions – 1996 Contributing Features



APPENDIX E: RESEARCH PLAN

The National Park Service's *Cultural Resource Management Guideline* (NPS-28) obligates Palo Alto Battlefield National Historic Site, as it does all parks, with a broad range of research responsibilities to identify and evaluate historic properties, advance knowledge of ethnographic resources and their importance to Native Americans, provide background data on park issues, contribute to interpretive programs, help avoid adverse impacts, and develop technologies for treating, monitoring, and protecting cultural resources. These research needs have been incorporated into the park's general management plan and resource management plan. Nonetheless, Palo Alto's exceptional quality as the only unit of the national park system dedicated solely to the preservation and the interpretation of resources related to the War between Mexico and the United States bestows it with special research duties that go beyond those of traditional parks.

Indeed, in recognition of the significance of the 1846-1848 war in the shared history of the United States and Mexico and the lack of scholarly attention the war has received in both nations, Congress mandated in Palo Alto Battlefield National Historic Site's establishing legislation (PL 102-304) that research forms an essential and important part of the park's cultural resource management program because it provides for the "interpretation of the nationally significant site of the first battle of the Mexican-American War in such manner as to portray the battle and the Mexican-American War and its related political, diplomatic, military, and social causes and consequences."

Equally exceptional is the manner in which the research program can be conducted. The mandate encourages the park to "enter into cooperative agreements with the United States of Mexico, in accordance with existing international agreements, and with other owners of Mexican-American War properties within the United States of America for the purposes of conducting joint research and interpretive planning for the historic site and related Mexican-American War sites." The goal, then, is to provide "interpretive information and programs that reflect historical data and perspectives of both countries and the series of historical events associated with the Mexican-American War."

To this end, the park's management objectives, as defined in the *General Management Plan*, requires research conducted at the park to:

- (a) further the preservation and interpretation of resources related to the War between Mexico and the United States
- (b) interpret the battle of Palo Alto and the War between Mexico and the United States in a comprehensive manner from both the American and Mexican perspectives, focusing on the period between 1835-1860
- (c) encourage, support, and conduct binational research and study of the battle of Palo Alto and the War between Mexico and the United States to provide a sound basis for education and interpretive purposes
- (d) encourage an understanding of the continuing effects of the war on the United States and Mexico and on their evolving relations.
- (e) promote cooperative relationships with Mexico and other entities in the United States for achieving the overall purposes of the park

Therefore, a basic element of the park's research program is to establish a binational forum for investigations of the battle, the war, and their respective causes and consequences. All research done at the park will have a comprehensive, balanced approach, with review required by scholars and managers from both Mexico and the United States. Common perspectives are encouraged, and where possible, the spirit of equal time should form the overall framework of research activities. Palo Alto Battlefield National Historic Site is a new park, with a unique, broad mandate that addresses a highly important subject for both Mexico and the United States. At its most basic level, the park's mission and accomplishments are measured by the park's ability to give voice to a variety of points of view and to provide a forum for lively, timely, and informed scholarly discussion and dialogue. The program strives to present a forum for the reevaluation of the historical processes that led to and resulted from the war. The program seeks to identify and understand the myths about the war that have evolved since the 19th century, and to interpret them within the context of the realities of historical evolution.

The park will pursue the participation of scholars from Mexico in the research program, but research conducted in Mexico has to be cleared and approved in accordance with rules and regulations from both the United States and Mexico. In addition, when conducting research for Mexican sites, the objectives and standards of the cooperating Mexican institution or agency, for example the Instituto Nacional de Antropología e Historia (INAH), will be closely adhered to. Mexican participation can be arranged informally or through formal agreements with individuals, institutions, or agencies. In one inaugural project — the compilation of war-related manuscripts in northeast Mexican archives — the agreed-upon means was to form a committee of representatives from each participating archive or institution in northeast Mexico with coordination provided by the Instituto de Estudios Sociales y Humanísticos in Saltillo. The park provides basic direction to the project in order to achieve its research objectives but otherwise serves as a facilitating entity to ensure that the project provides the greatest value possible to the international research community. This arrangement can form a model for future projects or can be modified to serve future needs.

In consideration of the above objectives and the park's legislative direction, a binational committee of archivists, historians, park staff, and Denver Service Center planning specialists conducted a series of detailed discussions to develop the park's research plan. Several primary themes arose out of these discussions and form the basis for project development in the park's research program. The program is divided into the four principal centers of interest: a) resource protection and management, b) source retrieval and dissemination, c) thematic studies, and d) regional dynamics. The activities are not mutually exclusive. As the program develops, projects from different areas may be accomplished simultaneously or in fulfillment of multiple objectives.

RESOURCE PROTECTION AND MANAGEMENT

The park has initiated several studies directed toward the preservation and management of the site, including the completion of an archeological survey of the battlefield core area and a historic survey of Palo Alto and the related battlefields of Resaca de la Palma / Guerrero, Fort Brown, and Rancho Carricitos. In addition, the park's scope of collection statement was approved in 1995, a rapid ethnographic assessment will be completed in 1997, and a historic resource

study is scheduled for completion in 1997. Future projects will continue to pursue the accumulation of comprehensive multidisciplinary baseline data necessary for the protection, management, and interpretation of the battlefield. Several of these are described in the resource management plan. Other baseline studies designed to meet NPS standards are specified in the appendix and can be initiated for Palo Alto as the need arises. Typically, NPS baseline studies target historical, archeological, curatorial (objects and specimens), architectural, and landscape research needs.

The general management plan recognizes the importance of the events surrounding the battle of Palo Alto to understanding the battle itself. The battle fought here on May 8, 1846 culminated several months of campaigning by armies on both sides of the Rio Grande, and formed part of a larger series of battles and encounters that led to the occupation of Matamoros, Tamaulipas by U.S. forces under General Zachary Taylor on May 17, 1846. The research program will address the related sites in south Texas with emphasis on the battlefields of Resaca de la Palma / Guerrero, Fort Brown, and Rancho Carricitos. Beginning with Palo Alto, ancillary studies can be initiated that provide detailed information concerning the events associated with the battle and its related sites, the personalities involved, materials and technology used, tactics and strategies, cultural and natural landscapes impacted, and the site's ethnographic resources. The aforementioned projects, including the historic resource study and archeologic survey have begun to fulfill this objective for Palo Alto, but future studies will be initiated to address more specific topical aspects of the battle and campaign when possible.

Many of the associated sites have achieved attention in planning for the park (see Selected Sites from the War Between Mexico and United States map). The battlefields of Resaca de la Palma / Guerrero, Fort Brown, and Rancho Carricitos have become critical sites in detailing the story of Palo Alto. Several other sites in the surrounding area, including Point Isabel, Brazos Santiago, Saint Joseph's Island, etc., have also become important parts of the Palo Alto story and have been the subject of research objectives at the park. Many sites in Mexico with relation to Mariano Arista's Matamoros Campaign await further study, including Matamoros, Fort Paredes, Soliseño, Burrita, Boca del Rio, Linares, etc.

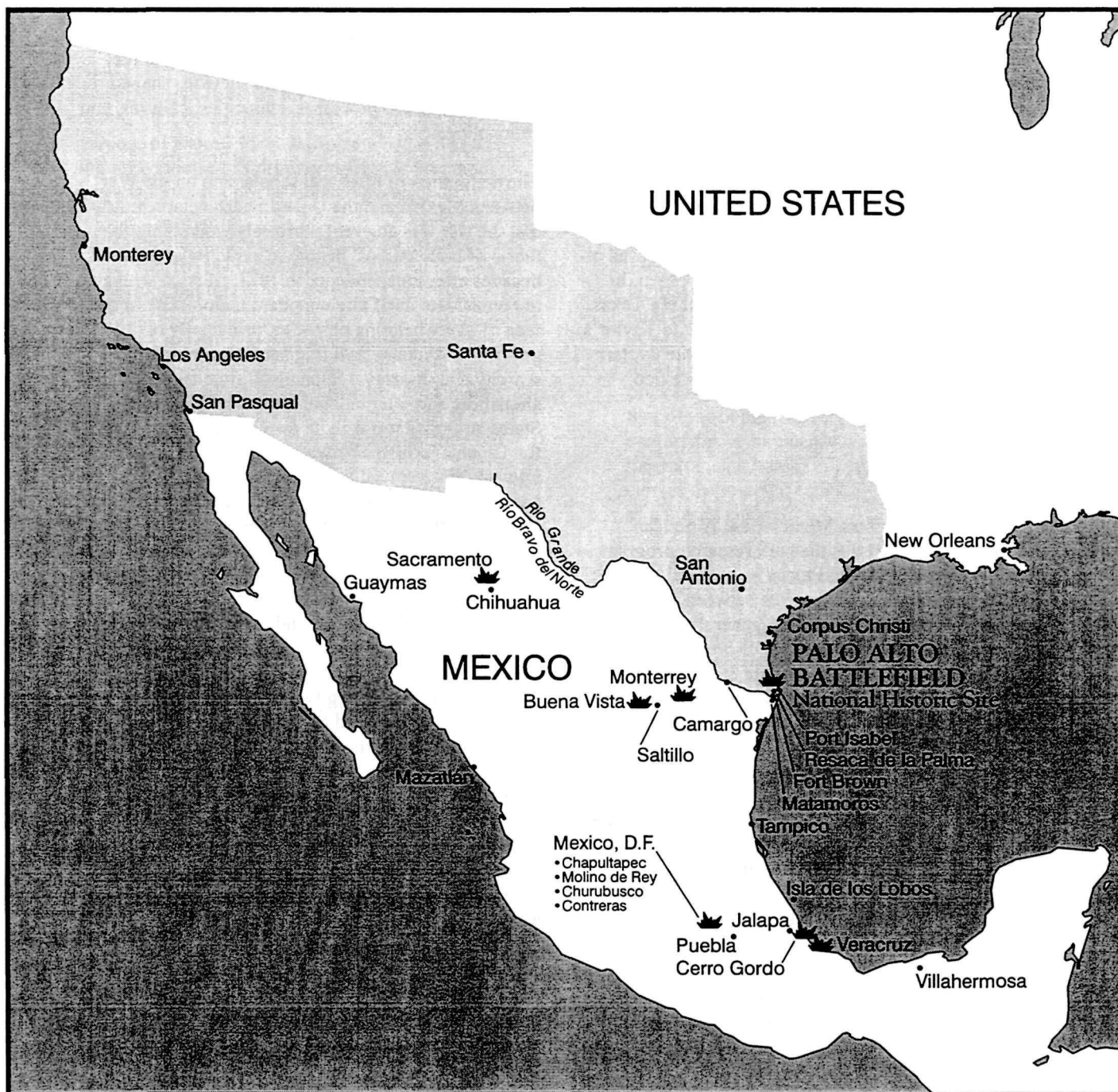
In cooperation with universities, research institutions, individual scholars, and private entities, the park

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Selected Sites from the War Between Mexico and the United States



Major Battlesites

Territory Ceded to United States by Mexico 1848-1853
(Includes Land Held by the Republic of Texas)



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should take a leading role in furthering the preservation of sites related to the War between Mexico and the United States in the United States. At the invitation of Mexican agencies or institutions, efforts will include sites in Mexico. These efforts include the identification and assessment of sites; initiating, completing, or updating national register and national historic landmark nominations or forms; and providing technical assistance to other preservation groups. The establishing legislation bestows the park with sufficient authority to assist in preservation efforts of war sites anywhere in the United States and Mexico — at the invitation of Mexico — and the park is frequently called on by other parks, agencies, or institutions to provide research assistance. Regarding project priorities, projects should be initiated based on their relationship to the battle of Palo Alto, then, in respective order, the border region of southern Texas and northern Tamaulipas, their association to Taylor's northern campaign, northern Mexico and the western United States, and the United States and Mexico.

PRIMARY AND OTHER SOURCE RETRIEVAL

In several meetings both Mexican and American specialists concurred that the park research program should have a multifaceted focus on archival and other primary sources on the War between Mexico and the United States. There was general agreement expressed that one of the greatest obstructions to studying the war was an inadequate understanding of the sources available. In turn, one of the essential focuses of the research program will be directed toward the identification, coordination, and dissemination of sources related to the battle and the war. Therefore, the park will conduct a vigorous program to identify archival collections related to the battle of Palo Alto or with a thematic relationship to the war. Where possible, efforts will be made to copy, microfilm, or digitize pertinent collections for research or dissemination. The park should have an active policy dedicated to publishing and acquiring sources on the war, such as the official records of the war, or source material of particular battles, topics, or themes. The park can lend technical or financial assistance, when possible, for the preservation or restoration of relevant archival materials, and can assist in the organization, cataloguing, or indexing of significant archival collections. Inaugural projects of this nature could include the digitizing or microfilming of the Matamoros, Camargo, or Reynosa municipal archives in Tamaulipas, Mexico.

THEMATIC STUDIES

In the preparation of this plan, detailed discussions among a binational committee of researchers, scholars, and archivists resulted in a shared understanding that the battle at Palo Alto and the subsequent war were not isolated events but the product of a seminal conjuncture of forces occurring in the evolution of regional and national societies shaped by different historical processes, ethnicities, cultures, and nationalities.

The maturation of historical scholarship on the War between Mexico and the United States demonstrates that the war was an event intricately wound into the fabric of both nations' historical evolutions. In the decades after independence in 1821, Mexico struggled to consolidate itself into a modern nation-state in the face of overwhelming obstacles, principally of political and ideological fragmentation, economic scarcity and disarray, regionalistic atomization, ethnic alienation, and international isolation. The United States struggled too with its own internal demons of fundamental schisms between political and economic interests that evolved into broad sectional antagonisms. The strong drive for western expansion intensified the sectional differences in the United States during the 19th century. The war hardened and intensified these internal afflictions. Within a dozen years after the war, both nations withdrew into cataclysmic civil, political, and social internal strife. Viewed within this perspective, the war between Mexico and the United States becomes more than simply a contest between two neighbors over conflicting goals related to territorial acquisition. Instead, it becomes the manifestation of an explosive contact between two young nations, both grappling with severe underlying contradictions that hindered their paths towards modern nation-states.

In accordance with the park's mandate and the recommendations of NPS-28, the research staff will initiate a broad and comprehensive thematic study of the war and its causes and consequences, guided by the principle that a multiplicity of factors impacted a) the road both nations took towards war, b) the course of the war, and c) the evolution of the two nations following the war.

Although the park's interpretive objectives may be defined by a set of discreet dates (1835–1860), thematic investigations seeking to explain the causes and consequences of the war should not be constrained by these barriers. Rather, the causes and consequences should be viewed as an ongoing process

that began with the earliest entry of human cultures into the area and continues to the present day.

Thematic investigations of the causes of the war must take into account the dominant institutions introduced into the area by the Spanish colonial system, recognize the region's unique characteristics within the colony, and describe the role played by Native Americans. Likewise, the consequences of the battle and war offer opportunities for broad topical interpretations with extended timelines. Therefore, for the purpose of project formulation, the battle and war should be viewed as primary reference points for investigations but not as isolated events.

The thematic framework is defined as (a) the causes of the war, (b) the battle and war, and (c) the consequences of the war.

(a) Causes: The binational panel supported contention that the causes of the battle and war emerged out of forces unleashed during early attempts to occupy the frontier region of northeast Mexico. Topical issues include the colonization of the northeast; military, religious, and private efforts of colonization; frontier economic and social activities; land activities; and indigenous cultures. These topical aspects of the consolidation of Mexico's territory during the early stages of Mexican nation-building must be contrasted with the U.S. phenomenon of westward expansion, including non-Mexican settlement in Texas; the creation of the Texas Republic; the legacy of border confrontation; and conflicting territorial claims.

(b) The Battle and War: Topical issues related to the battle and war include the military campaigns and their associated subtopics of personalities, technology, organization and mobilization, transportation, supplies, etc.; the dynamics of occupation, resistance, and adaptation; and political and diplomatic activities in both countries. Initial projects should focus on the regional dynamics of the war, including comprehensive investigations into the military campaigns in northeast and northern Mexico that provide substantial baseline data on both the Mexican and American armies and their campaigns. Further studies should apply the same comprehensive criteria to the martial activities in central and southern Mexico. Local and regional factors may include the expansion

of river transportation and trade and Matamoros during occupation.

(c) Consequences: The war's consequences are broad and ongoing, but should focus on their direct relationship to the war and its immediate outcome. Topical investigations should focus on the political and diplomatic results of the war, including treaty negotiations and their results. The war had indelible impacts on the two nations' respective political landscapes and was a precursor to the violent political convulsions experienced by both nations in the late 1850s and 1860s. Within the theme of the war's consequences, attention should be given to the political fragmentation and divisiveness that emerged out of the war. Topical issues also include the war's impact on each nation's cultural experience — on the values and traditions of each culture. The primary focus should be on the regional impact of the war on the military, political, cultural, and socioeconomic composition of the border region defined above. Special studies can be initiated to establish the impact of the war on the border military affairs, the expansion of the regional economy, and the evolution of a border culture.

REGIONAL CONTEXT

The battle of Palo Alto and its related events and causes and consequences form essential elements in the evolution of a regional culture. There was strong support among Mexican and U.S. historians for the research program to focus on the regional dynamics and impacts of the war. The regional context is broadly defined as northeast Mexico, encompassing the states of San Luis Potosí, Coahuila, Nuevo León, and Tamaulipas and Texas in the present-day United States. More specifically, attention should focus on the Rio Grande from Matamoros to the river communities around Laredo, to the north, the disputed territory extending south and west of the Nueces river, and the important regional population center of San Antonio. On the opposite side of the Rio Grande, the regional focus should include Monterrey, Saltillo, San Luis Potosí, Ciudad Victoria, and all points inclusive. The region's historical evolution during the Spanish colonial and Mexican and Texan national periods had a direct impact on the genesis of the War between Mexico and the United States. The impact of mobilization of forces preceding Palo Alto and during the war was felt throughout this region as a result of Zachary Taylor's campaign through northern Mexico

and Mexico's attempts to mobilize forces and resources to combat the invaders. The consequences of the battle and the war were keenly felt in this area as a result of the new frontier alignment, the introduction of new cultures and institutions, and the formation of local, regional, and national identities.

Project prioritization and cooperative associations should focus on the region of northeast Mexico and southern Texas. As the program matures, other regions in Mexico and the United States, will be included in topical or thematic studies. In particular, the northern campaigns into northeast Mexico, New Mexico and Chihuahua, and the Californias will be addressed, as will the campaigns in central Mexico and the naval campaigns on both coasts.

RESEARCH CENTER

The park's general management plan provides for the establishment of a research center at the park to serve as a focal point for the systematic and scholarly collection, analysis, study and dissemination of information relating to Palo Alto battlefield, the War between Mexico and the United States, and their related causes and consequences. The Palo Alto research center will provide leadership, direction, and assistance for a broad interdisciplinary and inter-institutional program of research including historical, ethnographic, anthropologic, and archeologic studies; resource protection, preservation, and management; interpretive and educational approaches; and the integration of park-derived research with other historical research, sites, and war-related cultural resources. The park's geographic information system will be used to complement research activities.

The research staff at the park should maintain a high degree of professional expertise to conduct park-based research programs and to oversee cooperative and contract-based projects. Park researchers should carry out an active program of archival research, conference sponsorship and participation, presentations to the public, and publishing. The focus of the center's research staff should be on completing historical studies.

For more extensive projects that require or would benefit from additional researchers or specialists, the park will pursue either cooperative agreements or contract outside sources for the tasks. To date, the park has engaged the Texas Historical Commission, the University of Texas at Brownsville, the Southwest Regional Office, and the Colegio de la Frontera Norte

in cooperative or contractual associations to carry out different projects within the research program. These relationships should be pursued and expanded upon in the future.

The park's authorization to enter into cooperative agreements with other property owners, institutions, and agencies in the United States and Mexico for the purposes of joint research and interpretive planning of the historic site and other related war properties requires that the research, resource materials, and park library be broad enough to accommodate a wide range of opportunities to contribute to the study of war-related properties or themes. The park library and archives will focus on materials directly pertaining to Palo Alto, the War between Mexico and the United States and related sites, but would also include materials important for the study of the war's causes and consequences. Relevant books, periodicals, articles, papers, reports, and archival material primarily reproduced in microfilm or fiche format will be included in the research collection. An adequate amount of financial resources, not to be less than \$20,000 per year, will be directed to the accumulation of research materials and the research program in general, including archival materials that are appropriate for the park's research program and library resources.

PROJECT DESIGNS: CURRENT, ONGOING, OR COMPLETED

Note: Cost figures are estimates and given in 1997 dollars. They should not be considered fixed. Funding requirements may vary as scopes of work and task directives are further refined. Prioritization may change to respond to management needs and should not be considered fixed.

Project Title: Palo Alto Archeological Sample Survey.

Cost: \$99,000

Date: 1992-1993.

Priority: Completed, Spring 1994.

Completed by: SWRO Archeology Division.

NPS Archeologist Charles Haecker conducted a sample survey of approximately one hundred acres of the battlefield in 1992-1993. His study definitively identified the core area of the battlefield and made sound recommendations for delineation of battle lines. Research published in 1994.

Project Title: Battlefield surveys

Cost: \$18,000

Date: 1994–1995

Priority: Completed, 1995

Completed by: Park and Texas Historical Commission researchers through funding from the American Battlefield Protection Program.

In pursuit of the management objective to preserve and interpret resources related to the War between Mexico and the United States, Palo Alto has embarked on a broad thematic program to identify and document battle and war-related sites. In cooperation with the American Battlefield Protection program (ABPP) and the Texas Historical Commission (THC), the park identified, documented, and marked Palo Alto and the related battlefields of Resaca de la Palma / Guerrero, Fort Brown, and Rancho Carricitos. The maps produced in these surveys are part of the American Battlefield Protection program's database of battlefields and are being digitized for enhanced use. The Denver Service Center has used this data, as well as data from other sources, to provide highly refined GIS coverage for the Palo Alto battlefield. In addition, the Southwest System Support Office also conducted ABPP surveys of major conflict sites in New Mexico and California; these surveys have been entered into GIS in the ABPP GIS in the Washington Office.

Project Title: Palo Alto Conference, conference participation

Cost: continuing

Date: 1993–present

Priority: Ongoing

Completed by: Park researchers

Conference sponsorship and participation are central parts of the performance of the research staff at Palo Alto. Research staff is encouraged to prepare scholarly papers for presentation at professional conferences and for publication. Beginning in 1993 the park cohosted the first Palo Alto Conference, a multidisciplinary conference dedicated to discussing the War between Mexico and the United States and its causes and consequences. The results of that conference were published by the park's history division in *Proceedings of the First Palo Alto Conference*. The park research staff helped organize and participated in subsequent Palo Alto conferences, presenting papers, offering commentary, and chairing sessions. The staff will continue to play an important role in the organization of the Palo Alto conference and other conferences, symposiums, and seminars, and will attend professional conferences in the United States and Mexico.

Project Title: Palo Alto Archeological Overview and Assessment

Cost: \$10,000

Date: 1997

Priority: Current, expected completion in 1997.

Completed by: Park AmeriCorps member

A description and assessment of the known and potential archeological resources of the battlefield site. A review, summation, and evaluation of existing archeological data with recommendations and design of future archeological work. Completed through AmeriCorps program in coordination with the Southwest System Support Office and the Texas Historical Commission.

Project Title: Palo Alto Ethnographic Assessment

Cost: \$15,000

Date: 1993–1997

Priority: Current, expected completion in 1997.

Completed by: Contract with research team from University of Texas at Brownsville.

Describe cultural affiliations to the battlefield and the war of the various ethnic groups in the region. Review documentary record of ethnographic change in area after battle and war and conduct anthropologic work including oral interviews and group sessions with targeted individuals and groups in the region. Completed through contract with academic committee at the University of Texas at Brownsville.

Project Title: Palo Alto Historic Resource Study

Cost: \$48,000

Date: 1994–1997

Priority: Current, expected completion in 1997.

Completed by: Park research staff.

A comprehensive, detailed report of Zachary Taylor's campaign from his arrival at Corpus Christi through the battles on the Río Grande to the occupation of Matamoros; and an equally in-depth investigation of the Division of the North's mobilization and defenses in Matamoros, and the events leading up to the dissolution of Mariano Arista's command in June 1846 at Linares, Nuevo León. Provide detailed accounts of the battles of Rancho Carricitos, Palo Alto, Resaca de la Palma / Guerrero, and Fort Brown, and the related events in the region. The Palo Alto historic resource study will provide in-depth baseline data on the historic resources pertaining to the Palo Alto battlefield and will establish the basic format for future works on the military campaigns of the war.

Title: Survey of Taylor's Trail

Cost: \$10,000

Date: 1995–1997

Priority: Current, expected completion in summer 1997

Completed by: Park and Texas Historical Commission research team with funds from American Battlefield Protection program.

Palo Alto Battlefield and Texas Historical Commission staff initiated a program in 1995 to identify significant sites related to Zachary Taylor's march from Corpus Christi, Texas, to the Rio Grande. The survey team identified such significant sites as the depot at Saint Joseph's Island, the camp of Taylor's army at Corpus Christi and its related sites, and the Royal Pass at the Arroyo Colorado. Ground reconnaissances of several important camping spots and river crossings were made.

Project: Survey of River Sites

Cost: \$6,000

Date: 1996–1997

Priority: Current, expected completion, spring 1997.

Completed by: Park and Texas Historical Commission researchers with funds from American Battlefield Protection program.

A number of significant but poorly documented and inventoried war-related sites exist in Cameron County, Texas. Two sites in particular merit full ABPP site surveys, including documentation and mapping. Camp Belknap, a sprawling camp on the Rio Grande, and the depot at Boca del Rio at the mouth of the Rio Grande (which became the genesis for the Civil War era town of Clarksville) are excellent examples that represent the economic, social, and geographical impact of the war on the region. The exact location of the two sites is unknown. Historical and archival research supplemented by site surveys and ABPP documentation are needed for these sites. Both sites are potential candidates for national register listing and site protection efforts.

Title: Task Plan for National Historic Landmark study of Brazos Santiago

Cost: \$3,000

Date: 1996

Priority: Current, expected completion, spring 1997.

Completed by: Park and Texas Historical Commission researchers with funds from American Battlefield Protection program.

Following the battles on the Rio Grande, Brazos Santiago became the most significant depot and

staging ground in Texas. In fact, it played a significant role in two wars as Brazos Santiago was later fortified during the Civil War. The general location of this area has been identified but further research should be pursued to identify the precise location and current integrity of the different features of the war depot at Brazos Santiago. The objective is to prepare a task plan for future archeological, archival, interpretive, and preservation efforts at this site and would include preparation for a national historic landmark nomination.

Project: Ground Survey and Research of Rancho Carricitos

Cost: \$3,000

Date: 1996

Priority: Current, expected completion, spring 1997.

Completed by: Park and Texas Historical Commission researchers with funds from the American Battlefield Protection program.

Due to the ambiguities in the historical record and the impacts of agriculture and Rio Grande channel changes in the area, the precise location of the Rancho Carricitos battlefield is unknown. Nevertheless, an ABPP-sponsored site survey conducted by NPS and THC staff suggested two separate sites as possible locations where the ambush of 58 American dragoons by Mexican forces on April 25, 1846, occurred. Following extensive documentary research, a surface reconnaissance of minimal to no impact on the site will be done by NPS and THC staff. Precise identification of the Carricitos site should lead to a national register nomination and full documentation to ABPP standards.

PROJECT DESIGNS: PLANNED

Project Title: Catalog of Material from the War between Mexico and the United States in Mexican Archives: Northeast Mexico.

Cost: \$100,000

Date: 1998–1999

Priority: 1

Completed by: Committee of local and state archivists with technical assistance from park.

A comprehensive identification of manuscript and archival collections in northeast Mexico related to the War between Mexico and the United States. Archivists and historians from Tamaulipas, Coahuila, Nuevo León, Chihuahua, San Luis Potosí, and Zacatecas will conduct detailed searches of the archival collections in their respective states and compile detailed

accounts of archival holdings, including manuscripts of private correspondence, officers reports, official reports, maps images, newspapers, and broadsides related to the war, with thematic significance and campaign affiliation, that will be submitted to a committee of representatives from each state in Saltillo, Coahuila. The committee will work with the park to create a catalog of sources in northeastern Mexico associated with the war.

Title: Theme Study of War between Mexico and the United States

Cost: \$250,000

Date: 1998–2002

Priority: 2

Completed by: NA

Comprehensive study of themes associated with the War between Mexico and the United States and its causes and consequences, addressing political, military, socioeconomic, and cultural and topical discussions. Extensive site documentation and recommendations for NHL nominations and INAH designations. The theme study will be conducted in conjunction with other studies at the park and once initiated will be independent of any conflicting prioritization scheme. The theme study will include a cultural anthropological or ethnohistorical perspective on the war and its causes and consequences. The study will provide the identification, assessment and significance statements of every site in the United States and Mexico thematically related to the war, including principal and minor battle sites, skirmish sites, staging grounds, significant camping grounds, trails, coastal debarkation and landing sites, occupation sites, fortifications, significant political or social events, museums, parks, displays, waysides, and national register sites. It will assemble a comprehensive, analytically annotated bibliography for the war and identify current trends in scholarship, research, and researcher topics. It will identify all individuals and organizations involved in war-related research, interpretation, and preservation, and keep updates on their projects for management use and for dissemination to interested parties.

Title: Regional Impact of the War between Mexico and the United States

Cost: \$50,000

Date: 1998–2000

Priority: 3

Completed by: NA

Detailed study of continued impact of war on the political, cultural, ethnographic, socioeconomic fabric of

the southern Texas and northeast Mexico border region from the end of the war through the 19th century.

Project Title: War between Mexico and the United States Artifact Guide

Cost: \$15,000

Date: 1998–1999

Priority: 4

Completed by: NA

Comprehensive study of materials, accouterments, and artifacts of the war, referring to items used by both nations' armies. Includes discussion of museum collections and state of war collections in the United States and Mexico with complete bibliography of artifact literature.

Title: Regional Cultural Landscape before the War between Mexico and the United States

Cost: \$20,000

Date: 2000–2001

Priority: 5

Completed by: NA

Detailed study of cultural landscape of region around Palo Alto, including Matamoros and area to Corpus Christi before battle of Palo Alto including land-ownership, land-use, and settlement patterns from earliest human occupants, through Spanish Colonial Period and early Mexican National Periods and era of disputed territory after Texas rebellion. Addresses issues of aboriginal use of land, Spanish institutions established in northeast Mexico and southern Texas, and continuities and growth in late colonial and early national eras. Explains trade patterns, transportation routes, land grants, rancho settlements, and Matamoros expansion and development and its satellite communities of Boca del Rio, Loma de Burrita, Frontón de Santa Isabel, etc. Details and explains regional military, social, and economic impact of Texan rebellion.

Project Title: Manuscript and archival search, Mexico

Cost: \$75,000

Date: 1998–1999

Priority: 6

Completed by: NA

Comprehensive identification of manuscript and archival collections in Mexico related to the War between Mexico and the United States. Detailed account of archival holdings, including manuscripts of private correspondence, officers reports, official

reports, map images, newspapers, broadsides, etc., related to the war, with thematic significance and campaign affiliation.

Project Title: Manuscript and archival search, U.S.

Cost: \$75,000

Date: 1998–1999

Priority: 6

Completed by: NA

Comprehensive identification of manuscript and archival collections in the United States related to the War between Mexico and the United States. Detailed account of archival holdings, including manuscripts of private correspondence, officers reports, official reports, maps images, newspapers, broadsides, etc., related to the war, with thematic significance and campaign affiliation.

Title: Catalog of Cartography from the War between Mexico and the United States.

Cost: \$50,000

Date: 1999–2003

Priority: 6

Completed by: NA

The catalog will identify, compile, and catalog the large amount of war-related maps held in archives, private collections, and in printed sources in the United States and Mexico.

Title: Catalog of Graphics from the War between Mexico and the United States.

Cost: \$50,000

Date: 2003–2005

Priority: 7

Completed by: NA

The catalog will identify, compile, and catalog the large amount of war-related graphics, including daguerreotypes, lithographs, and woodcuts held in archives, private collections, and in printed sources in the United States and Mexico.

Title: Publication of Official Records of War

Cost: \$200,000

Date: 2000–2005

Priority: 8

Completed by: NA

Publication of complete official records of the War between Mexico and the United States from the U.S. National Archives and Mexico, with publication format to be decided through binational discussions. The publication of the official records will be the

inaugural effort of the park's program to maintain an active publication program of sources related to the war.

PALO ALTO BATTLEFIELD NHS RESEARCH PLAN SUMMARY DATA FIELDS

Site (name)

Type of Site

- Battlefield
- Skirmish site
- Siege site
- Fort
- Presidio
- Walled city
- Barracks
- Other defensive structure
- Staging area
- Cemetery
- Other burial site (outside of cemetery)
- City
- Town
- Port
- Farm building
- Agricultural field
- Dam
- Other water control structure
- Hacienda
- Ranch building
- Grazing land
- Mine
- Church
- Hospital
- Public building
- School
- Commercial building
- Home
- Road
- Trail
- Railroad
- Canal
- Bridge
- Street
- Plaza
- Monument
- Archeological site (subsurface)
- Boundary line (between jurisdictions)

Site Evaluation

- Significance
- National
- State and Regional
- Local
- Not Evaluated

- Condition
 - Good
 - Fair
 - Poor
 - Unknown
- Threats
 - Severe
 - Moderate
 - Low
 - Unknown
- Documentation
 - Good
 - Fair
 - Poor

Topics

- Military
- Socioeconomic
- Political
- Diplomatic
- Cultural

Campaigns

- Matamoras
- Northern
- Taylor's Northeast Mexico Campaign
- New Mexico/Chihuahua Campaign
- California
- Central Mexico
- Naval
- Gulf of Mexico
- Pacific

Regions

- Texas/Tamaulipas
- Northeast Mexico
- American Southwest
- California
- Northwest Mexico
- Central Mexico
- Southern Mexico

Themes

- Causes
- Events
- Consequences

Research

- Cultural Landscapes Inventory
- Cultural Landscape Report
- Cultural Sites Inventory
- List of Classified Structures
- National Catalog of Museum Objects
- National Register of Historic Places
- Historic Resource Study
- Cultural Resources Base Map
- Scope of Collection Statement
- Historic Structure Report
- Theme Study
- Cultural Affiliation Studies
- Rapid Ethnographic Assessment
- Administrative History

- Archeological Overview and Assessment
- Archeological Identification/Evaluation Studies
- Archeological Data Bases
- Specific Resource Studies
- Physical Documentation and Material Analysis
- Historic Structures Preservation Guide
- American Battlefield Protection Program Surveys
- Archival Development
- Geographical Information System
- Instituto Nacional de Antropología e Historia Studies

Research Disciplines Required

- Archeological
- Archival
- Architectural
- Ethnographic
- Geographical
- Historical
- Socioeconomic

Sources of Research Data

- Archival
- Dialogue among professionals (conferences, symposiums, seminars, etc.)
- Oral History
- Publications
- Physical remains
- Media
- Interviews and surveys

Dissemination

- Publications
- Conferences, symposiums, seminars, etc.
- Media (documentaries, etc.)
- Reports and studies
- Interpretive and educational programs and exhibits
- Site accessibility
- Electronic (Internet, CD-Rom, etc.)

Sample of Potential Cooperating Institutions

- City of Brownsville
- University of Texas
- Texas Historical Commission
- Texas Parks and Wildlife
- U.S. Fish and Wildlife Department
- U.S. National Archives
- U.S. Military Academy at West Point
- U.S. Military History Institute at Carlisle
- International Boundary and Water Commission
- Department of the Army
- Municipio de Matamoras
- Universidad Autónoma de Tamaulipas
- Universidad Autónoma de Nuevo León Colegio de la Frontera Norte
- Archivos municipales y estatales en Tamaulipas, Coahuila, Nuevo León, Chihuahua, San Luis Potosí, etc.
- Archivo General de la Nación
- Secretaría de la Defensa Nacional
- Instituto Nacional de Antropología e Historia

APPENDIX F: LEGISLATION

PUBLIC LAW 95-625—NOV. 10, 1978

92 STAT. 3491

TITLE V—ESTABLISHMENT OF NEW AREAS AND ADDITIONS TO NATIONAL TRAILS SYSTEM

Subtitle A—Parks, Seashores, Etc.

PALO ALTO BATTLEFIELD NATIONAL HISTORIC SITE

Establishment. 16 USC 461 note.	SEC. 506. (a) In order to preserve and commemorate for the benefit and enjoyment of present and future generations an area of unique historical significance as one of only two important battles of the Mexican War fought on American soil, the Secretary is authorized to establish the Palo Alto Battlefield National Historic Site in the State of Texas.
Lands and interests, acquisition.	(b) For the purposes of this section, the Secretary is authorized to acquire by donation, purchase, or exchange, not to exceed fifty acres of lands and interests therein, comprising the initial unit, in the vicinity of the site of the battle of Palo Alto, at the junction of Farm Roads 1847 and 511, 6.3 miles north of Brownsville, Texas. The Secretary shall complete a study and recommend to the Congress such additions as are required to fully protect the historic integrity of the battlefield by June 30, 1979. The Secretary shall establish the historic site by publication of a notice to that effect in the Federal Register at such time as he determines that sufficient property to constitute an administrable unit has been acquired. Pending such establishment and thereafter, the Secretary shall administer the property acquired pursuant to this section in accordance with this section and provisions of law generally applicable to units of the National Park System, including the Act of August 25, 1916 (39 Stat. 535) and the Act of August 21, 1935 (49 Stat. 666).
Study and recommendations to Congress.	
Publication in Federal Register.	
Administration.	(c) There are authorized to be appropriated such sums as may be necessary for lands and interests in lands and \$200,000 for development to carry out the provisions of this section.
16 USC 1 <i>et seq.</i> 16 USC 461 note. Appropriation authorizations.	

H. R. 1642

PUBLIC LAW 102-304

One Hundred Second Congress of the United States of America

AT THE SECOND SESSION

*Began and held at the City of Washington on Friday, the third day of January,
one thousand nine hundred and ninety-two*

An Act

To establish in the State of Texas the Palo Alto Battlefield National Historic Site, and for other purposes.

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

SECTION 1. SHORT TITLE.

This Act may be cited as the "Palo Alto Battlefield National Historic Site Act of 1991".

SEC. 2. FINDINGS.

The Congress finds that:

(1) The study conducted by the National Park Service under section 506(b) of Public Law 95-625 has resulted in a precise identification of the location of the Battle of Palo Alto and the area requiring protection.

(2) Palo Alto is the only unit of the National Park System directed to the preservation and interpretation of resources related to the Mexican-American War.

SEC. 3. PALO ALTO BATTLEFIELD NATIONAL HISTORIC SITE.

(a) **ESTABLISHMENT.**—In order to preserve for the education, benefit, and inspiration of present and future generations the nationally significant site of the first battle of the Mexican-American War, and to provide for its interpretation in such manner as to portray the battle and the Mexican-American War and its related political, diplomatic, military and social causes and consequences, there is hereby established the Palo Alto Battlefield National Historic Site in the State of Texas (hereafter in this Act referred to as the "historic site").

(b) **BOUNDARY.**—(1) The historic site shall consist of approximately 3,400 acres as generally depicted on the map entitled "Palo Alto Battlefield National Historic Site", numbered 469-80,002, and dated March 1991. The map shall be on file and available for public inspection in the offices of the Director of the National Park Service, Department of the Interior.

(2) Within 6 months after the date of enactment of this Act, the Secretary of the Interior (hereafter in this Act referred to as the "Secretary") shall file a legal description of the historic site with the Committee on Interior and Insular Affairs of the United States House of Representatives and with the Committee on Energy and Natural Resources of the United States Senate. Such legal description shall have the same force and effect as if included in this Act, except that the Secretary may correct clerical and typographic errors in such legal description and in the map referred to in paragraph (1). The legal description shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary may, from time to time, make minor revisions in the boundary of the historic site.

SEC. 4. ADMINISTRATION.

The Secretary, acting through the Director of the National Park Service, shall manage the historic site in accordance with this Act and the provisions of law generally applicable to the National Park System, including the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), and the Act of August 21, 1935 (49 Stat. 666). The Secretary shall protect, manage, and administer the historic site for the purposes of preserving and interpreting the cultural and natural resources of the historic site and providing for the public understanding and appreciation of the historic site in such a manner as to perpetuate these qualities and values for future generations.

SEC. 5. LAND ACQUISITION.

Within the historic site, the Secretary is authorized to acquire lands and interest in lands by donation, purchase with donated or appropriated funds, or exchange. Lands or interests in lands owned by the State of Texas or political subdivisions thereof may be acquired only by donation.

SEC. 6. COOPERATIVE AGREEMENTS.

In furtherance of the purposes of this Act, the Secretary is authorized to enter into cooperative agreements with the United States of Mexico, in accordance with existing international agreements, and with other owners of Mexican-American War properties within the United States of America for the purposes of conducting joint research and interpretive planning for the historic site and related Mexican-American War sites. Interpretive information and programs shall reflect historical data and perspectives of both countries and the series of historical events associated with the Mexican-American War.

SEC. 7. MANAGEMENT PLAN.

Within 3 years after the enactment of this Act, the Secretary shall develop and transmit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the Senate, a general management plan for the historic site. The plan shall be consistent with section 12 of the Act of August 18, 1970 (16 U.S.C. 1a-7) and with the purposes of this Act and shall include (but not be limited to) each of the following:

- (1) A resource protection program including land acquisition needs.
- (2) A general visitor use and interpretive program.
- (3) A general development plan including such roads, trails, markers, structures, and other improvements and facilities as may be necessary for the accommodation of visitor use in accordance with the purposes of this Act and the need to preserve the integrity of the historic site.
- (4) A research plan.
- (5) Identification of appropriate cooperative agreements as identified in section 6.

H. R. 1642—3

SEC. 8. AUTHORIZATION OF APPROPRIATIONS.

There is authorized to be appropriated \$6,000,000 for acquisition of lands and interests in lands for purposes of the Palo Alto Battlefield National Historic Site.

Speaker of the House of Representatives.

*Vice President of the United States and
President of the Senate.*

Appendix G: Finding of No Significant Impact

PALO ALTO BATTLEFIELD NATIONAL HISTORIC SITE GENERAL MANAGEMENT PLAN / ENVIRONMENTAL ASSESSMENT

The National Park Service has prepared a *General Management Plan* for Palo Alto Battlefield National Historic Site, Brownsville, Texas. The plan, to which this finding of no significant impact is appended, describes the methods available to preserve, protect, interpret, and administer the resources of Palo Alto Battlefield National Historic Site. The plan also describes the studies and development necessary to achieve those goals.

A *Draft Palo Alto Battlefield General Management Plan / Environmental Assessment* was on public review for 60 days beginning May 1 and ending June 30, 1997. Public meetings were held in Brownsville and Harlingen, Texas on June 9 and 10, 1997, to receive public input. In addition, copies of the document were mailed to about 2,000 agencies, organizations, and individuals in the United States and Mexico. Comments were received at the public meetings and until the end of the review period. Several good suggestions were incorporated into the proposal. A summary of all comments received is in the *Final General Management Plan*.

The environmental assessment prepared for the plan analyzed the impacts of the proposed plan and several other options considered. A complete evaluation of the potential impacts of the proposed plan can be found in the *Draft Palo Alto Battlefield General Management Plan /*

Environmental Assessment, dated March, 1997.

Based on the environmental assessment, the National Park Service has arrived at the following conclusions:

Compliance with section 106 of the National Historic Preservation Act (16 USC 470, as amended) for this level of planning has been completed. Some of the actions proposed in the plan will require further review of the Texas Historical Commission and the Advisory Council on Historic Preservation before implementation.

No threatened or endangered species exist in the park but suitable habitat does. The U.S. Fish and Wildlife Service has been consulted and concurs that nothing is proposed that would affect habitat. In fact, habitat would be enhanced. This satisfies the requirements of the Endangered Species Act, as amended, (16 USC 1531–1543).

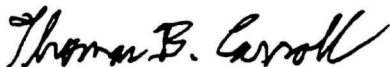
Compliance with the requirements of Executive Order 11988 “Floodplain Management” has been obtained by siting appropriate facilities outside of the floodplain.

Implementation of the proposal will not constitute an action which normally requires the preparation of an environmental impact statement (40 CFR 1502.3; 516 DM 6, appendix 7.3). The proposed action is not a categorical

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 region. 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.

Based on the foregoing, it has been determined that an EIS is not required for this project and therefore, one will not be prepared.

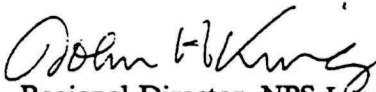
RECOMMENDED:



Superintendent, Palo Alto Battlefield
National Historic Site

February 6, 1998

APPROVED:



Regional Director, NPS Intermountain Regional Office..... February 9, 1998

Act.

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