





Thanks to the New Mexico Humanities Council and the Western National Parks and Monuments Association for their important contributions to this study.

**DRAFT**  
**LONG WALK NATIONAL HISTORIC TRAIL FEASIBILITY STUDY**  
**ENVIRONMENTAL IMPACT STATEMENT**

Apache, Coconino, Navajo Counties, Arizona; Bernalillo, Cibola, De Baca, Guadalupe, Lincoln,  
McKinley, Mora, Otero, Santa Fe, Sandoval, Tarrant, Valencia Counties, New Mexico

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The purpose of this study is to evaluate the suitability and feasibility of designating the routes known as the “Long Walk” of the Mescalero Apache and the Navajo people (1862-1868) as a national historic trail under the study provisions of the National Trails System Act (Public Law 90-543). This study provides necessary information for evaluating the national significance of the Long Walk, which refers to the U.S. Army’s removal of the Mescalero Apache and Navajo people from their homelands to the Bosque Redondo Reservation in eastern New Mexico, and for potential designation of a national historic trail. Detailed administrative recommendations would be developed through the subsequent preparation of a comprehensive management plan if a national historic trail is designated.

The three criteria for national historic trails, as defined in the National Trails System Act, have been applied and have been met for the proposed Long Walk National Historic Trail. The trail routes possess a high degree of integrity and significant potential for historical interest based on historic interpretation and appreciation. The trail routes were established by historic use and are nationally significant as a result of that use during the period of removal, escape, and return to tribal homelands, 1862-1868. On January 13, 2006, the National Park System Advisory Board concurred with the study team’s determination of national significance to U.S. history.

Four alternatives and their respective environmental consequences are presented in this study. Under **alternative A**, the no- action alternative, current practices and policies would continue. A national historic trail would not be designated, and interpretation and protection of Long Walk-related events and resources would not be coordinated. Alternatives B, C, and D explore different methods of achieving the goals of this study’s authorizing legislation (Public Law 107-214). Under **alternative B** Congress would designate two national historic trails (dual designations) to emphasize the unique removal experiences of each tribe within the contextual history. An auto tour route would be established. Interpretation and education would emphasize the distinctive tribal and individual removal histories. The secretary of the interior would administer the trails through partnerships with private and federal landowners, state and local governments, and others on a strictly voluntary basis. Primary partners would be the Mescalero Apache Tribe and the Navajo Nation. Under **alternative C** one national historic trail would be designated, emphasizing the removal experiences common to both tribes. An auto tour route would be established. Interpretation and education would emphasize overviews of the Long Walk events. The secretary of the interior would administer the trail through partnerships, primarily with the Mescalero Apache Tribe and Navajo Nation. Under **alternative D** Congress would provide a grant program to the tribes focusing on interpretation and education projects and resource protection on tribal lands. All decisions about strategy, level of protection, etc., would be made by the tribes. A national historic trail would not be designated.

Submit comments by mail to Project Leader Sharon Brown, National Trails System-IMR, PO Box 728, Santa Fe, NM 87504. Or, submit comments via the Internet at: <http://parkplanning.nps.gov/ntsi>. The public comment period for this document will last for 60 days after the Environmental Protection Agency’s notice of availability has been published in the *Federal Register*. Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment — including your personal identifying information — may be made publicly available at any time. Although you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.



# SUMMARY

This is a summary of the *Long Walk National Historic Trail Feasibility Study / Draft Environmental Impact Statement*. The study, conducted by the National Park Service (NPS), includes an evaluation of national significance and the feasibility of establishing such a trail. Four alternatives are presented, along with their environmental consequences — a no-action alternative, two national historic trail designation alternatives, and one non-designation alternative.

The proposed Long Walk National Historic Trail is comprised of approximately 1,350 miles of land routes and would recognize the events of what is known as the “Long Walk” of the Mescalero Apache and Navajo people, 1862-1868. The Long Walk refers to the forced removal by the U.S. Army of the Mescalero Apache and Navajo people from their homelands to Fort Sumner and the Bosque Redondo Reservation in eastern New Mexico. There were multiple removals of thousands of people from tribal lands to Bosque Redondo, and several routes and variations of those routes were used.

The Long Walk routes are historically significant as a result of their use for the removal of the Navajo and Mescalero Apache. The journeys taken by tribal members to and from Bosque Redondo reservation have been determined by the National Park Service to be a nationally significant example of Indian removal and relocation, with powerful historical and cultural importance.

The U.S. Army’s efforts to force the Navajo and Mescalero Apache — traditional adversaries whose ways of life were vastly different — to settle at Bosque Redondo were unsuccessful. Conditions at the reservation were horrid. Thousands of Indian people died while being taken to or while living at Bosque Redondo. Instead of leading to assimilation and conversions to Christianity, the effort led to staggering costs and extreme suffering, disease,

depredation, and death of the native people. The Mescalero Apache escaped from the reservation *en masse* in 1865. The Navajo returned home in 1868, escorted by the U.S. Army to New Fort Wingate near Gallup, New Mexico.

There is precedent for commemorating Indian removal in the National Trail System. The Trail of Tears National Historic Trail was designated in 1987 to commemorate federal Indian removal and the resulting forced relocation of the Cherokee in 1838 and 1839. Although the events of the Trail of Tears and the Long Walk share similarities, their individual impacts on U.S. history were very different — each deserving national commemoration.

## PURPOSE AND NEED FOR ACTION

The purpose of the *Long Walk National Historic Trail Feasibility Study / Draft Environmental Impact Statement* is to evaluate the suitability and feasibility of designating the Long Walk as a national historic trail. These determinations will be made in accordance with the National Trails System Act, Public Law 90-543 as amended, and Public Law 107-214, titled “An Act to amend the National Trails System Act to designate the route in Arizona and New Mexico which the Navajo and Mescalero Apache Indian tribes were forced to walk in 1863 and 1864, for study for potential addition to the National Trails System,” August 21, 2002. The National Trails System Act also asks that a feasibility study address whether or not it is physically possible to develop a trail along a route being studied, and whether the development of a trail would be financially feasible.

This study is not a definitive management plan. If a national historic trail is designated, a comprehensive management plan and further environmental compliance documents would be completed through subsequent planning.

## SCOPING ISSUES

A total of 32 public meetings were held in 2003 and 2004 in New Mexico and Arizona — in towns and cities along the Long Walk route and on the Mescalero Apache and Navajo Nation American Indian reservations to discuss the following planning issues and questions and to ask whether the Long Walk should be designated as a national historic trail (see appendix C).

1. Is the removal of the Mescalero and Navajo people to the Bosque Redondo nationally significant?
2. Which routes of removal (which must be identified) are most significant?
3. How do we commemorate the trails (coming from and returning to tribal lands) and the experience at the Bosque Redondo? Are the campaigns against the Mescalero and Navajo people that immediately led to the removal significant; should they be included?
4. By what means would the trail and the Bosque Redondo be managed to tell a comprehensive story?
5. Are the Navajo Nation and the Mescalero Apache Tribe in favor of national historic trail designation or other means of preservation and interpretation?
6. What are the most significant resources (public recreational and historical interests) to be preserved?

## EVALUATION OF NATIONAL SIGNIFICANCE, FEASIBILITY, AND SUITABILITY

The criteria, as defined in the National Trails System Act, for feasibility and suitability of designating the Long Walk as a national historic trail are met. The trail routes possess a high

degree of integrity and significant potential for historical interest based on historic interpretation and appreciation. The trail routes were established by historic use and are nationally significant as a result of that use during the period of removal, escape, and return to tribal homelands, 1862-1868. On January 13, 2006, the National Park System Advisory Board concurred with the study team's determination of national significance to U.S. history. The Long Walk routes and events had far-reaching effects on the American Indian tribes of the Southwest, on the economy of the broad southwestern area, and in the government's policies towards American Indians during the second half of the 19th century. The trail has significant potential for interpreting the Long Walk routes and events, including the practice of Indian slavery in New Mexico while the nation was fighting the Civil War.

## ALTERNATIVES

Four alternatives for the administration and use of the proposed Long Walk National Historic Trail are presented, including a no-action alternative (alternative A) that would continue current practices and policies and three action alternatives (alternatives B, C, and D). The action alternatives explore different ways to achieve the goals of the study's authorizing legislation.

Implementing the selected alternative (other than no action), and planning and managing for that alternative would depend on future funding and agency priorities. The approval and transmittal of a feasibility study does not guarantee that funding and staffing needed to implement the proposed alternative would be forthcoming.

### Alternative A — No Action

The Long Walk would not be designated as a national historic trail. No federal action would be proposed, and no single agency would help coordinate interpretation and resource protection on the trail routes. Individuals and organizations

that interpret or teach events of the Long Walk would continue to do so, but there would be no coordinated effort along the length of the trail.

## **Alternative B — Two National Historic Trails**

Under this alternative, Congress would designate two national historic trails to recognize the Mescalero Apache Tribe and Navajo Nation removal events of 1862-1868. (This study has not assessed the feasibility of establishing one trail without the other.) The trail names would be determined through consultation with the respective tribes.

For both trails, known routes of removal to Bosque Redondo would be designated. Known feeder routes (traveled by people who were surrendering or rounded up by force prior to physical removal) into the removal routes would be designated. The Mescalero Apache escape routes from Bosque Redondo to their homelands would be identified to the extent possible and interpreted, but not designated due to the lack of data regarding exact route locations. The known routes used by the Navajo for their return from Bosque Redondo to their homelands would be designated.

Visitors would have the opportunity to follow established auto tour routes (designated routes of all-weather highways that closely parallel the historic trail routes), visit cultural/interpretive centers and museums along the trails' lengths, and have access to Long Walk-associated sites within the reservations that are open to the public.

As a result of expansive route designation, opportunities for broad interpretation and education would be provided for tribal members, especially youth, as well as the general public. The distinct tribal settings and removal experiences, and individual and family experiences within the broader contextual history of the removal to Bosque Redondo, would be highlighted. Emphasis would be

placed on the effects of removal on each tribe that are still being felt today.

Resource protection would be carried out under tribal laws, and existing preservation laws (both state and federal) as applicable to properties. The secretary of the interior would administer the two national historic trails through partnership activities. The Mescalero Apache Tribe and the Navajo Nation would be primary partners.

## **Alternative C — One National Historic Trail**

Under this alternative, Congress would designate one national historic trail that would include the known Mescalero Apache and Navajo removal routes to Bosque Redondo. This trail would have one name, such as "Long Walk" or another to be determined through consultation with the tribes. Only the main routes of removal would be designated.

The common removal experiences of the Navajo and Mescalero Apache tribes would be emphasized, as opposed to their unique experiences. An auto tour route would be established. Existing cultural/interpretive centers and museums along the trail's length would provide interpretation and education. Visitors would have access to Long Walk-associated sites that are open to the public within both reservations.

Resource protection would be carried out under tribal laws, and existing preservation laws (both state and federal) as applicable to properties.

The secretary of the interior would administer the trail through partnership activities. The Mescalero Apache Tribe and Navajo Nation would be primary partners.

## **Alternative D — Grant Program**

A national historic trail would not be designated. Under alternative D, Congress would provide a grant program focusing on resource protection on tribal lands and on interpretation/education

## SUMMARY

projects. It would be based on the Tribal Historic Preservation Grants Program. All decisions about strategy, level of protection, etc., would be made by the tribes. Some of the grant funding could support staffing to administer the program and implement this alternative. Congress would appropriate funding for the grant program, which would be applied to Long Walk-related resource preservation and interpretation/education projects on tribal lands.

## THE NEXT STEPS

After a 60-day public review/comment period for the *Long Walk National Historic Trail Feasibility Study / Draft Environmental Impact*

*Statement*, the planning team will evaluate comments from federal agencies, tribes, organizations, businesses, and individuals regarding the draft study, and incorporate appropriate changes into a *Final Long Walk National Historic Trail Feasibility Study / Environmental Impact Statement*. The final study will include letters from governmental agencies, any substantive comments on the draft document, and NPS responses to those comments. It will also contain the responses of the Navajo Nation and the Mescalero Apache Tribe concerning their positions as to the designation of a Long Walk National Historic Trail. The study will then be sent to Congress for its consideration.



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**Section 1:**  
**PURPOSE AND NEED**



## PURPOSE AND NEED FOR ACTION

The “Long Walk” refers to the forced removal of the Mescalero Apache and Navajo people from their homelands by the U.S. Army to a reservation in New Mexico called Bosque Redondo. The events of the Long Walk cover the period from 1862 to 1868, yet occurred in a larger context that spans a period from European contact up to the present.

The purpose of this *Draft Long Walk National Historic Trail Feasibility Study / Environmental Impact Statement* is to determine whether the designation of a Long Walk National Historic Trail is feasible and suitable. The study examines the national significance of the historic routes associated with the Mescalero Apache and Navajo people during their removal to, and return from, Fort Sumner and the Bosque Redondo Reservation.

The study has been undertaken in accordance with the National Trails System Act of 1968, Public Law 90-543 as amended (see appendix A), and Public Law 107-214, titled “An Act to Amend the National Trails System Act to designate the route in Arizona and New Mexico which the Navajo and Mescalero Apache Indian tribes were forced to walk in 1863 and 1864, for study for potential addition to the National Trails System” (August 21, 2002). (See appendix B.)

The legislation directs the study of the following:

The Long Walk Trail, a series of routes which the Navajo and Mescalero Apache Indian tribes were forced to walk beginning in the fall of 1863 as a result of their removal by the United States Government from their ancestral lands, generally located within a corridor extending through portions

of Canyon de Chelly, Arizona, and Albuquerque, Canyon Blanco, Anton Chico, Canyon Piedra Pintado, and Fort Sumner, New Mexico.

To assess the feasibility and the suitability for a proposed trail, this study presents a no-action alternative, two designation alternatives, and a no-designation alternative. The study also assesses the benefits and impacts of each of the four alternatives (through an environmental impact statement), and provides an inventory of currently known associated resources. However, this study is not a management plan. Any further federal involvement would be based on future congressional authorization. If the Long Walk is designated as a national historic trail or trails, a comprehensive management plan and further environmental assessments of the preferred action would be completed through subsequent planning as required by the National Trails System Act.

After a 60-day public review/comment period for the *Draft Feasibility Study / Environmental Impact Statement*, the planning team will evaluate comments from other federal agencies, tribes, organizations, businesses, and individuals regarding the draft study and incorporate appropriate changes into a *Final Long Walk National Historic Trail Feasibility Study / Environmental Impact Statement*. The final study will include letters from governmental agencies, any substantive comments on the draft document, and NPS responses to those comments. It will also contain the responses of the Navajo Nation and the Mescalero Apache Tribe concerning their positions as to the designation of a Long Walk National Historic Trail. The study will then be sent to Congress for its consideration.

# BACKGROUND

## DESCRIPTION OF NATIONAL TRAILS SYSTEM AND NATIONAL HISTORIC TRAILS

The National Trails System Act of 1968 established the national trails system

“to provide for the ever-increasing outdoor recreation needs of an expanding population and to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open air, outdoor areas and historic resources of the Nation.”

The national trails system is composed of congressionally designated national scenic trails, national historic trails, and national recreation trails (see National Trails System map). The National Trails System Act provides for a lead federal agency to administer each national scenic and national historic trail in cooperation with a variety of partners, including other federal agencies, state and local agencies, American Indians, local communities, private landowners, and others.

National scenic trails are continuous protected scenic corridors, 100 miles or longer, for outdoor recreation. Recreational use is intended to be continuous, allowing uninterrupted travel from end to end. Such trails are established by an act of Congress. Examples include the Appalachian, Continental Divide, and Pacific Crest national scenic trails.

National historic trails identify and commemorate historic and prehistoric routes of travel that are of significance to the entire nation. They must meet all three criteria listed in Section

5(b)(11) (see table 1) of the National Trails System Act. Such trails are established by an act of Congress. Examples include the Trail of Tears, Santa Fe, Oregon, California, Nez Perce (Nee-Me-Poo), and Lewis and Clark national historic trails.

National recreation trails recognize existing trails that connect people to local resources and improve their quality of life. These regional and local trails are recognized by either the secretary of agriculture or the secretary of the interior. More than 900 trails have already been designated on federal, state, local, and privately owned land throughout the country.

## PURPOSE OF NATIONAL HISTORIC TRAILS

National historic trails identify and commemorate historic routes and their historic remnants and artifacts for public use and enjoyment. They are extended trails that follow as closely as possible and practicable the original routes of travel that are historically significant. The designation of such trails or routes is to be continuous, but the established or developed trails are not necessarily continuous land areas; they may include portions or sections of land areas, land and water segments, or other specific sites. Together these qualifying entities form a chain or network of areas that may be included as components of a national historic trail. National historic trail authorization would require federal funds for the planning, development, research, and/or management of the trail and related trail activities.





———— National Historic Trail (NHT)  
..... National Scenic Trail (NST)

## NATIONAL TRAILS SYSTEM

LONG WALK NATIONAL HISTORIC TRAIL  
FEASIBILITY STUDY

United States Department of the Interior  
National Park Service

DSC • T15 • 20009 • July 2008



The National Trails System Act establishes the following criteria for a national historic trail:

1. It must be a trail or route established by historic use and must be historically significant as a result of that use. The route need not currently exist as a discernible trail to qualify, but its location must be sufficiently known to permit evaluation of public recreation and historical interest potential. A designated trail should generally accurately follow the historic route.
2. It must be of national significance with respect to any of several broad facets of American history. To qualify as nationally significant, historic use must have had a far-reaching effect on broad patterns of American culture. Trails significant in the history of Native Americans may be included.
3. It must have significant potential for public recreational use or historical interest based on historical interpretation and appreciation. The potential for such use is generally greater along roadless segments developed as historic trails and at historic sites associated with the trail.

Because of the sensitive nature of the Long Walk events, recreational use of the trail would not be encouraged; instead, historical interpretation and appreciation would be recognized and encouraged. Sections of the trail routes already in federal ownership could become the initial components of the national historic trail. Other sections of trail routes could be developed and protected through various means — such as cooperative and certification agreements, easements, and actions by nonprofit organizations.

National historic trails are administered by a federal agency through cooperative partnerships among public agencies, nonprofit organizations, and landowners. The federal role (under the authorities of the National Trails System Act) is one of setting and maintaining standards;

providing incentives like technical and limited financial assistance to partners; helping to ensure resource preservation, education, and public use programs; and managing the use of the official trail logo for marking and other appropriate purposes. Various government and private entities own or manage lands along each national historic trail. They are responsible for management, which is the on-the-ground operations and jurisdiction (see glossary for definitions of administration and management).

## SCOPING ISSUES

A total of 32 public meetings were held in 2003 and 2004 in New Mexico and Arizona — in towns and cities along the Long Walk route and on the Mescalero Apache and Navajo Nation American Indian reservations to discuss the following planning issues and questions and to ask whether the Long Walk should be designated as a national historic trail (see appendix C).

1. Is the removal of the Mescalero and Navajo people to the Bosque Redondo nationally significant?
2. Which routes of removal (which must be identified) are most significant?
3. How do we commemorate the trails (coming from and returning to tribal lands) and the experience at the Bosque Redondo? Are the campaigns against the Mescalero and Navajo people that immediately led to the removal significant; should they be included?
4. By what means would the trail and the Bosque Redondo be managed to tell a comprehensive story?
5. Are the Navajo Nation and the Mescalero Apache Tribe in favor of national historic trail designation or other means of preservation and interpretation?

6. What are the most significant resources (public recreational and historical interests) to be preserved?

## RELATIONSHIP OF THE PROPOSED ACTION TO PREVIOUS PLANNING EFFORTS

The NPS Intermountain Region Cultural Resources and National Register Program Services Office cooperated with the Western History Association to study trails associated with U.S. Army/American Indian campaigns in the Trans-Mississippi West. The study titled *The Clash of Cultures Trails Project* was published in 2002 by the National Park Service. The study looked at the Long Walk as a military campaign trail involving the Navajo people only. It found that the Navajo Long Walk meets the definition of a military campaign trail, it meets the criteria for national significance, and it meets the criterion of significance through historic usage, as defined by the National Trails System Act. The study concluded that the Long Walk merited further study as a potential candidate for designation as a national historic trail.

## REGULATIONS

This *Draft Feasibility Study / Environmental Impact Statement* complies with applicable federal laws, regulations, and planning direction. This includes, but is not limited to, the following:

- the legislation authorizing this study (Public Law 107-714)

- the National Trails System Act (Public Law 90-543 as amended)
- the National Environmental Policy Act
- the National Historic Preservation Act
- the Federal Land Policy and Management Act
- the Native American Graves Protection and Repatriation Act
- the Archeological Resources Protection Act
- the American Indian Religious Freedom Act regarding consultation with North American Indian Tribes
- Executive Order No. 12898 “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations”
- Executive Order No. 13007 “Indian Sacred Sites,” May 24, 1996, 61 FR 26771, 42 USC 1996
- Executive Order No. 13175 “Consultation and Coordination with Indian Tribal Governments,” November 6, 2000, 65 FR 67249, 25 USC 450
- Executive Order 13195 “Trails for America in the 21st Century”
- the *Architectural Barriers Act Accessibility Standards* (2006) and the Rehabilitation Act of 1973
- *NPS Management Policies 2006*
- and relevant director's orders

In accordance with NPS Director's Order 12, “Environmental Impact Analysis,” the environmental impact statement is being prepared as a part of this national historic trail feasibility study.

# IMPACT TOPICS

The National Environmental Policy Act is the national charter for environmental protection in the United States. Title I of the law requires that federal agencies plan and carry out their activities in a manner that protects and enhances the environment. The requirements of the act include public involvement in the planning and development of any proposed federal action and consideration of potential impacts on the cultural, natural, and socioeconomic environment. The impacts are analyzed in section 5 of this document. This environmental impact statement presents a broad overview of potential impacts relating to each alternative.

The impact topics were chosen through a process of a preliminary evaluation by a private consultant, a review of that work, and further refinement. The final list of impact topics below was chosen based on the requirements of the National Trails System Act and past trail developments and actions. Because this is a programmatic document, these impacts will require reevaluation and further analysis should Congress designate a national historic trail and a detailed comprehensive management plan is prepared.

## IMPACT TOPICS INCLUDED

The following impact topics are considered in this study. See Section 4: Affected Environment.

Cultural Resources  
Archeological Resources  
Ethnographic Resources

Natural Resources  
Soils  
Vegetation

Socioeconomic Conditions

Visitor Use and Experience

## IMPACT TOPICS DISMISSED

The following impact topics are dismissed in this study. Reasons for dismissal follow the list.

Historic Resources (Structures) including prehistoric structures

Cultural Landscapes

Museum Collections

Sacred Sites

Air Quality

Wetlands and Floodplains

Wildlife

Ecologically Critical Areas and National Natural Landmarks

Wild and Scenic Rivers

Geologic Resources

Threatened or Endangered Species or Species of Concern  
Flora  
Fauna

Lightscape Management

Soundscape Management

Prime and/or Unique Farmland

Public Health and Safety

Environmental Justice

Urban Quality and Design of the Built Environment

Indian Trust Resources



Energy Requirements and Conservation Potential

Natural Depletable Resource Requirements and Conservation Potential

### **Historic Resources (Structures) including Prehistoric Structures**

The National Historic Preservation Act requires agencies to take into account the effects of their actions on properties listed or eligible for listing on the National Register of Historic Places. The process begins with identification and evaluation of cultural resources for eligibility for the National Register of Historic Places, followed by an assessment of effect on those eligible resources, and concludes after a consultation process. If an action (undertaking) could change in any way the characteristics that qualify the resource for inclusion on the national register, it is considered to have an effect. No adverse effect means there could be an effect, but the effect would not be harmful to those characteristics that qualify the resource for inclusion in the national register. Adverse effect means the effect could diminish the integrity of the characteristics that qualify the resource for the national register.

There are potential historic and prehistoric structures associated with the Long Walk on the Mescalero Apache and Navajo reservations. Historic structures or portions thereof may exist at the various historic military posts associated with the Long Walk (Forts Canby/Defiance, Wingate II, Los Pinos, and Union). There are no known structures extant at Fort Sumner or Bosque Redondo. Historic structures are most likely to exist in the American Indian pueblos and the towns and villages that the Long Walk routes passed through and are either listed in the national register or are eligible. There are structures that exist in Albuquerque, Santa Fe, Las Vegas, Galisteo, Pecos National Historical Park, and Fort Union National Monument that are on the national register that may or may not be related to the Long Walk. However, the proposed alternatives would have negligible

impacts on listed or eligible properties. Before any kind of undertaking, a comprehensive survey and consultation would be conducted in compliance with Sections 106 and 110 of the National Historic Preservation Act to identify historic properties potentially affected by the undertaking, assess its effects, and seek ways to avoid, minimize, or mitigate any adverse effects on historic properties. Features associated with the potential Long Walk National Historic Trail, such as exhibits or walking trails, would be sited to avoid adverse impacts on historic and prehistoric structures. Some small-scale construction might occur (e.g., for interpretive kiosks and restrooms), but this construction would be designed to ensure that effects on cultural resources would not occur. Therefore, this topic is dismissed.

### **Cultural Landscapes**

Cultural landscapes are complex resources that range from large rural tracts covering several thousand acres to formal gardens of less than an acre. Natural features such as landforms, soils, and vegetation are not only part of the cultural landscape, they provide the framework within which it evolves. In the broadest sense, a cultural landscape is a reflection of human adaptation and use of natural resources and is often expressed in the way land is organized and divided, patterns of settlement, land use, systems of circulation, and the types of structures that are built. The character of a cultural landscape is defined both by physical materials, such as roads, buildings, walls, and vegetation, and by use reflecting cultural values and traditions. Cultural landscapes exist along and surrounding the routes of the Long Walk. They are intruded upon by modern-day interstate highways, power lines, billboards, and modern-day towns and cities. Yet in some locations the landscape is virtually unchanged, except in its vegetative cover, from 140 years ago. If designation is selected and new structures were proposed, they would be small and low key, such as interpretive kiosks and restrooms. Roadside pullouts and structures would be designed to blend into the surrounding landscape with materials and colors

that do not detract from the natural environment. Adverse impacts are anticipated to be negligible. Therefore, this topic is dismissed.

### **Museum Collections**

There are parks and institutions along the routes of the Long Walk that have museum collections. Only the collection of Fort Sumner/Bosque Redondo Memorial State Monument is directly related to the events of the Long Walk. It is anticipated that archeological excavations would be minor and conducted after surveys in relation to an undertaking or development. The tribes have strongly expressed their wishes that little or no collection of artifacts take place. Because the action alternatives only offer small-scale developments, major collection of artifacts is not anticipated. Any artifacts collected and notes and documents created as a result of surveys would remain the property of the landowner/manager.

If national historic trail designation is selected, a subsequent comprehensive management plan would address the collection of objects and archives pursuant to federal, state, and tribal regulations.

In the action alternatives, Challenge Cost Share Program may be available for museum curation. (This is a matching fund program. The non-federal partner must contribute at least 50% [in cash, goods, or services] of the project costs.) The secretary of the interior would assist in placing the objects in an appropriate facility depending upon the wishes of the landowner/manager.

For all the above reasons, this topic is dismissed.

### **Sacred Sites**

Specific sacred sites along the trail routes were not identified during the planning process. The sites listed in table 4 form a preliminary list of high potential sites (those historic sites related to the route or nearby sites that provide

opportunities to interpret the historical significance of the trail during the period of its major use). Some are general locations only due to the sensitive and in some cases sacred nature of the areas. Only those sites that the tribes have reviewed and approved are contained in table 4. Therefore, this topic is dismissed at this time but may need to be included in future more detailed compliance documents if a trail is designated.

### **Air Quality**

The Colorado Plateau and the southwestern deserts surrounding it draw millions of visitors annually; they are attracted by the outstanding scenic vistas and ecosystems that approach the presettlement conditions of the American West. Air quality in this region is generally the best in the contiguous United States, but visibility is moderately reduced in many areas for most of the year.

Regionally, large power plants and several gas processing facilities in Navajo, Coconino, and Apache counties in Arizona and San Juan and McKinley counties in New Mexico are the largest nearby sources of both sulfur dioxide and nitrogen oxides. Farther west, large power plants and urban areas of southern California and Nevada have been suspected of contributing emissions that affect background pollutant concentrations, reduce visibility, and produce regional haze.

Vehicles in the Santa Fe, Albuquerque, Gallup, and other metropolitan areas in addition to travel on I-40 and I-25 are also significant sources of nitrogen oxides. Emissions from these sources result in deposition of nitrogen and sulfur compounds in the air. Air quality monitoring programs across the region indicate concentrations of sulfur dioxide have generally decreased, while concentrations of nitrogen oxides have generally remained stable or increased slightly.

Under alternatives B and C there is the possibility of increased dust emission during construction and from increased travel on unpaved roads. Increased travel due to these

alternatives is also anticipated. But the numbers of vehicles, projected to be less than 15 per day, would contribute insignificantly to degradation of air quality. Construction as a result of the action alternatives would be less than two months and with required wetting measures would also have an insignificant impact on air quality. Therefore, this impact topic is dismissed.

### **Wetlands and Floodplains**

The trail routes traverse lands that include wetland and floodplain resources. Areas recognized or designated as riparian zones are included with wetlands. Wetlands and riparian areas are considered rare in this arid environment and are therefore considered a valuable resource to conserve and protect. They are typically associated with perennial streams, rivers (such as the Rio Grande and Pecos), and other drainages or with lakes, ponds, or other surface waters. Small wetlands are often associated with springs and seeps, which often occur in drainage bottoms and lower slopes. Wetlands tend to increase in number and size with increased elevation.

The presence of surface water or shallow groundwater during the growing season is essential for controlling the presence and characteristics of wetlands. Wetlands or riparian areas often occur in floodplains. Botanical quality and species composition will be determined largely by the prevailing land uses and management strategies.

Wetland quality ranges from excellent where lands are protected from development and excessive livestock grazing to severely degraded where wetlands are subject to poor conservation practices or extensive livestock grazing. Wetlands, riparian areas, and floodplains are generally protected or given special resource management protection or consideration by federal land management agencies because of their recognized values for flood prevention, wildlife habitat, water quality protection, and erosion control.

A floodplain is a relatively flat surface next to a stream. During floods, when the stream overflows its banks, water flows over the floodplain. Floodplain conditions vary substantially throughout the trail routes. The largest and most readily recognizable floodplains are associated with the major rivers of the region (the Rio Grande and Pecos), where the floodplain can be several hundred feet wide. Many floodplains in desert and grasslands areas are subject to flash-flooding that occurs during high-intensity, late spring, and summer thunderstorms. These events establish the size, location, and shape of the floodplain.

The action alternatives could include small-scale construction projects such as the installation of exhibits, interpretive kiosks or trails, and roadside pullouts. These projects will typically occur in upland areas and would not have the potential to affect wetlands or floodplains. Whenever it is necessary to locate project features near wetlands or floodplains, careful siting will be used to keep all disturbances or structures outside of these important ecological areas and to avoid all impacts. As a result, most activities associated with the action alternatives will have a negligible impact on wetlands and floodplains. Therefore, this impact topic is dismissed.

### **Wildlife**

The wildlife resources are very diverse and vary according to elevation, plant community, extent of agricultural and urban or residential development, and historical land uses. Hundreds of species of mammals, birds, reptiles, amphibians, fish, and invertebrates inhabit the biotic communities that are on the trail routes.

Major mammals of the Colorado Plateau semi-desert are the mule deer, mountain lion, coyote, and bobcat; elk are locally important. Pronghorn antelope are the primary large mammal in the arid grasslands. Smaller species include the black-tailed jackrabbit, Colorado chipmunk, rock squirrel, wood rat, white-footed mouse, cliff chipmunk, cottontail, porcupine, and gray

fox. The ringtail cat and spotted skunk occur rarely.

The most abundant resident birds are the bushtit, pinyon jay, plain titmouse, black-chinned hummingbird, Woodhouse's jay, red-tailed hawk, golden eagle, red-shafted flicker, and rock wren. Summer residents include the chipping sparrow, nighthawk, black-throated gray warbler, northern cliff swallow, lark sparrow, and mourning dove. Common winter residents are the pink-sided junco, gray-headed junco, red-backed junco, Rocky Mountain nuthatch, mountain bluebird, robin, and Steller's jay. Turkeys are locally abundant during winter.

The arid grasslands of southern New Mexico support the pronghorn antelope and mule deer, which are the most widely distributed large game animals. The collared peccary or javelina is common in the southern part of the region. The black-tailed jackrabbit, desert cottontail, kangaroo rat, wood rat, and numerous smaller rodents compete with domestic and wild herbivores for forage. Mammalian predators include the coyote and bobcat.

The black-throated sparrow is one of the most abundant birds in the area of the trail routes. Greater roadrunner, curve-billed thrasher, and Chihuahuan raven are also common. Scaled quail and Gambel's quail occupy most of the area, and bobwhite populations reach into its eastern portion. Raptors include the golden eagle, great-horned owl, red-tailed hawk, and ferruginous hawk.

The many reptiles include the common chuckwalla, Texas horned lizard, desert spiny lizard, and various species of rattlesnakes.

Wildlife concentration areas typically occur in major riparian corridors, wetland complexes, and surface waters where current land use practices allow relatively undisturbed wildlife uses and the opportunity to concentrate. The Rio Grande riparian corridor in central New Mexico is a major wildlife use area, especially for birds.

National wildlife refuges in the vicinity of the trail through New Mexico include Sevilleta National Wildlife Refuge south of Albuquerque, and Las Vegas National Wildlife Refuge south-east of Las Vegas, which has documented more than 270 species of birds. State-owned wildlife management areas (managed by the New Mexico Department of Game and Fish) are distributed throughout the trail routes. Notable areas include two lesser prairie chicken wildlife areas near Fort Sumner, Marquez Wildlife Area north of Laguna, and the Ramah Lake Wildlife Area located at Ramah (south of I-40). There are no federal or state-owned or managed wildlife areas near the anticipated trail routes in Arizona.

The action alternatives could include small-scale construction projects such as the installation of exhibits, interpretive kiosks or trails, and roadside pullouts. At each of these sites, actions such as site grading could result in the direct mortality of individual animals, particularly those with limited mobility such as some species of rodents and reptiles. Wildlife habitat on the site would be absent during construction. None of these conditions would have measurable effects on the size, integrity, or continuity of any of the wildlife populations in the vicinity of construction sites and impacts would be negligible. Therefore, this impact topic is dismissed.

### **Ecologically Critical Areas and National Natural Landmarks**

Within the area of the Long Walk routes there are national natural landmarks and areas of critical environmental concern. Because these properties are managed by private landowners and other agencies, and because the national trails program is a voluntary partnership program, any action taken on these properties requires the consent of the owner/manager. If a national historic trail is designated, a comprehensive management plan would be prepared, and if trail actions take place within these areas the impact would be analyzed at that time. However, it is anticipated that there would be no impact on national natural landmarks or areas of

critical environmental concern. Therefore, these topics are dismissed.

### Wild and Scenic Rivers

The Pecos River is crossed by the trail routes at San Jose, New Mexico. A section of the Pecos is listed on the *Nationwide Rivers Inventory* as a wild and scenic river from its headwaters to Los Esteros (Creek). No alternatives propose any developments for this crossing. The trail routes also parallel the Pecos River along a portion of this wild and scenic river section. Again, there are no developments proposed in the alternatives that would impact the river or this listing. Therefore, this topic is dismissed.

### Geologic Resources

NPS *Management Policies 2006* require analysis of the impacts of the proposed action and alternatives on geologic resources. None of the alternatives propose actions that would impact geologic resources such as modifying roads and making road cuts or installing new roads. There are no in ground resources that would require any alteration of the geology along the routes of the Long Walk. Exposed geology would not be impacted by any of the alternatives. Therefore, this topic is dismissed.

### Threatened or Endangered Species or Species of Concern

This section discusses the threatened or endangered species or species of species of concern.

**Flora.** The list of threatened and endangered plants in the region is large. The U.S. Fish and Wildlife Service lists 17 plant species in the counties through which the national historic trail alignment would pass. There is also one federal candidate species in the potential project area. The species, their federal status, and critical habitat status are listed in appendix D.

The states of Arizona and New Mexico each list from 50 to 140 taxa of plants as sensitive. These include cacti, wild buckwheats, prickly poppies, milk-vetches, paintbrushes, pen-stemons, sagebrushes, and others. The sunflower, pea, cactus, and figwort families account for more than half of the species of special concern in New Mexico.

**Fauna.** The faunal group includes mammal, bird, reptile, amphibian, fish, and invertebrate species. The U.S. Fish and Wildlife Service lists 26 faunal species as potentially occurring in the counties through which the national historic trail would pass. Critical habitat has been designated for 10 of these species, though not necessarily in the vicinity of the potential trail alignment. Also, there are eight proposed and candidate species. Some species occur in both states. The landscape setting most likely to support species and critical habitats that could require special consideration during the future planning phases include aquatic, riparian, and wetland areas. In particular, the riparian corridor of major streams, such as the Rio Grande and Pecos, support several listed species as well as designated critical habitat (e.g., the Rio Grande silvery minnow and southwestern willow flycatcher). (See appendix D.)

Habitat loss, such as reducing habitat by road construction or improvements, is a potential factor in jeopardizing species and typically represents a more serious threat to the long-term existence of endangered or threatened species.

Potential future features associated with the potential Long Walk National Historic Trail, such as exhibits or walking trails, would be sited to avoid habitats for endangered or threatened species. Some small-scale construction might occur (e.g., for interpretive kiosks and rest-rooms), but it would be designed to ensure that effects on endangered or threatened species and their critical habitat would not occur. It would be normal practice to conduct species surveys of areas that are suspected of supporting populations of one of these species, to confirm actual



species presence. If a population is detected at the project location or within the affected area, then mitigating measures would be incorporated into the project proposals, through consultations with the U.S. Fish and Wildlife Service and state and tribal natural resource departments, to address any concerns with these species. Therefore, this topic is dismissed from further evaluation in this document.

### **Lightscape Management**

In accordance with its management policies, the National Park Service strives to preserve natural ambient lightscapes, which are natural resources and values that exist in the absence of human-caused light. The areas along the routes of the Long Walk in many cases are pristine and free of outdoor lighting. There are no proposed actions in the alternatives that would add to existing exterior lighting. Therefore, this topic is dismissed.

### **Soundscape Management**

In accordance with NPS management policies and Director's Order 47, "Sound Preservation and Noise Management," an important part of the NPS mission is preservation of natural soundscapes associated with national park system units. Natural soundscapes exist in the absence of human-caused sound. The natural ambient soundscape is the aggregate of all the natural sounds that occur in park units, together with the physical capacity for transmitting natural sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive and can be transmitted through air, water, or solid materials. Many areas surrounding the Long Walk routes are impacted by sound from interstate highways. But also there are pristine areas where there is only the natural world sounds free of human-caused sounds. None of the alternatives propose actions that would have an impact on natural sounds. Therefore, this topic is dismissed.

### **Prime and/or Unique Farmland**

The 1981 Farmland Protection Policy Act (Public Law 97-98) was passed to minimize the extent to which federal programs contribute to the unnecessary and irreversible conversion of farmland to nonagricultural uses, and to ensure that federal programs are administered in a manner that, to the extent practicable, is compatible with state, unit of local government, and private programs and policies to protect farmland.

Prime farm lands are defined as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is also available for these uses. Prime farm lands have the soil quality, growing season, and moisture supply needed to produce economically sustained high yields of crops when treated and managed according to acceptable farming methods, including water management. In general, prime farmlands have an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, acceptable salt and sodium content, and few or no rocks. They are permeable to water and air. Prime farmlands are not excessively erodible or saturated with water for a long period of time, and they either do not flood frequently or are protected from flooding ((*Soil Survey Manual, USDA Handbook No. 18*, October 1993).

Unique farmlands are lands other than prime farmland that are used for the production of specific high value food and fiber crops. They have the special combination of soil quality, location, growing season, and moisture supply needed to economically produce sustained high quality and/or high yields of a specific crop when treated and managed according to acceptable farming methods.

Farmland, other than prime and unique, that is of statewide or local importance for the production of food, feed fiber, forage, or oilseed crops, as determined by the state or local government, is also considered farmland for purposes of the act.

It is very likely that prime and unique farmlands exist along the routes of the Long Walk. However, because there is no action proposed that would cause permanent or temporary conversion of these lands from their present use, there would be no impact on prime and unique farmlands. Therefore, this topic is dismissed.

### **Public Health and Safety**

The proposed developments and actions in the alternatives would not result in any identifiable adverse impacts on human health or safety. None of the alternatives would change sanitation, levels of water treatment, or exposure to environmental or chemical hazards. The numbers or levels of mobility that would result from the alternatives would not be detectable compared to accidents that occur from the million or more vehicle trips that occur per day just in New Mexico. Even during the busy summer season, visits to the trail are not anticipated to exceed 15 vehicles per day along its 1,350- to 1,450-mile length. Therefore, this topic is dismissed.

### **Environmental Justice**

Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations,” requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities.

For the purpose of fulfilling Executive Order 12898, in the context of the National Environmental Policy Act, the alternatives addressed in this plan were assessed during the planning process. It was determined that none of these alternatives would result in disproportionately high direct or indirect adverse effects on any minority or low-income population or community. The following information contributed to this conclusion:

- The developments and actions in the alternatives would not result in any identifiable human health effects. Therefore, there would be no direct or indirect effects on human health within any minority or low-income population or community.
- The impacts on the natural and physical environment that would occur due to any of the alternatives would not disproportionately adversely affect any minority or low-income population or community, or be specific to such populations or communities.
- The alternatives would not result in any identified effects that would be specific to any minority or low-income community.
- The study team has consulted and worked with the affected American Indian tribes through cooperative efforts. No adverse effects were identified that disproportionately affect the tribes.

Impacts on the socioeconomic environment due to the implementation of actions proposed in the alternatives would be minor or positive and would occur mostly in the geographic area near the trail corridor. Such impacts would not be expected to substantially alter the physical and social structure of nearby communities. Therefore, this topic is dismissed.

### **Urban Quality and Design of the Built Environment**

Consideration of this topic is required by 40 *Code of Federal Regulations* (CFR) 1502.16. The quality of urban areas is not a concern in this feasibility study. If designation is selected, vernacular architecture and compatible design would be taken into consideration if new structures are proposed; however, such structures would be small and low key, such as interpretive kiosks and restrooms. Emphasis would be placed on designs and materials and colors that blend in and do not detract from the natural and built environment. Adverse impacts are anticipated to be negligible. Therefore, this topic is dismissed.

## Indian Trust Resources

Secretarial Order 3175 and Environmental Compliance Memorandum No. ECM97-2 dated May 8, 1997, requires that any anticipated impacts on Indian trust resources from a proposed project or action by agencies of the Department of the Interior be explicitly addressed in environmental documents. The federal Indian trust responsibility is a legally enforceable fiduciary obligation on the part of the United States to protect tribal lands, assets, resources, and treaty rights, and it represents a duty to carry out the mandates of federal law with respect to American Indian and Alaska Native tribes. Indian trust resources include land, minerals, timber, and other natural resources that are held in trust by the secretary of the interior for the benefit of an Indian tribe or an individual Indian. If designated, participation in the Long Walk National Historic Trail would be voluntary and up to landowners/managers. The National Trails System Act contains no authority to impact Indian Trust Resources in any way. There would not be any restrictions placed on any Indian trust resources through actions of designating a national historic trail. Therefore, this impact topic is dismissed.

## Energy Requirements and Conservation Potential

The implementing regulations of the National Environmental Policy Act require that energy requirements and conservation potential be analyzed. Any differences between the alternatives in terms of these factors would be localized and negligible. Therefore, this topic was dismissed from detailed analysis.

## Natural or Depletable Resource Requirements and Conservation Potential

It is not expected that any of the alternatives being considered would result in the extraction of resources from historic trail routes. Ecological principles would be applied to ensure that trail-

related natural resources were maintained and protected. Implementation of the action alternatives could result in the use of limited natural resources and energy for short-term, localized construction. New developments would be designed to be sustainable to the maximum extent practicable. Thus, there would likely be a negligible impact on natural resources. Therefore, this topic was dismissed from detailed analysis.

## Possible Conflicts between the Proposed Action and the Objectives of Federal, Regional, State, Local, and Indian Tribe Land Use Plans, Policies, and Controls

As an analytical study to inform Congress on the feasibility and desirability of adding routes to the National Trails System as the Long Walk National Historic Trail, this document does not propose any specific action or identify a preferred alternative. Congressional designation of a Long Walk National Historic Trail, if it occurs, would be a legislative action that identifies a conceptual route of no specified breadth and that does not establish right-of-way or easement; confer or direct federal ownership or management authority; or license, permit, restrict, or direct any on-the-ground activity of any sort. Trail designation would not approve any site-specific activities or pre-judge the environmental impacts of individual projects that might arise as a result of designation.

Most individual trail-related projects along designated national historic trails are proposed and carried out by individual landowners and managers, often without notification of, consultation with, or assistance from the designated federal lead agency. The variations in project type, size, and design, over which the federal lead agency has no direct management authority, would greatly determine the potential for or magnitude of the impacts from given projects. In addition, a variety of location-specific factors (e.g., habitat, vegetation, viewshed, existing uses, public sentiment, the presence of threatened and endangered species, and the presence of national register-eligible historic

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resources) would vary considerably from site to site along the length of the national historic trail. The combined effects of all of these location- and project-specific factors cannot be fully anticipated or addressed in a trail feasibility study. Such effects must be evaluated at the project level in accordance with the National Environmental Policy Act and Section 106 of the National Historic Preservation Act.

Nondesignation (alternative A) would have no foreseeable or measurable impact on land use planning by state and local governments. Likewise, designation (alternatives B and C) would have no reasonably foreseeable or measurable impact on state and local land use plans because (1) congressional designation only identifies a conceptual route and does not establish right-of-way or easement; confer or direct federal ownership or management authority; or license, permit, restrict, or direct any land use activities; and (2) state and local governments are not required to comply with the National Environmental Policy Act or the National Historic Preservation Act when developing nonfederally funded land use plans. Therefore, impacts on land use planning by state and local governments that might result from implementation of alternatives B and C were not analyzed as part of this feasibility study/impact statement.

The National Environmental Policy Act and the National Historic Preservation Act do require federal agencies to consider the impact of their actions on the natural and human environments.

However, trail designation does not confer any additional protections for or uses of trail-related resources, or otherwise restrict or influence potential land uses beyond the guidance already provided by National Environmental Policy Act and the National Historic Preservation Act. Federal land management agencies, as a result of enhanced public interest in historic trail resources that could result from designation of a national historic trail, might at some point independently revise their land use plans to accommodate greater protection and/or promote more recreational use of such trail.

The Bureau of Land Management and the U.S. Forest Service and could potentially be indirectly affected by designation of the Long Walk National Historic Trail. However, any influences designation might have on future land use planning are ultimately dependent on the level of public interest and recreational use that may develop. Judging from land use plans developed by federal agencies that already manage national historic trail resources, planning likely would include consideration of measures for enhanced protection of national register-eligible trail resources and immediate setting and interpretation of and improved access to trail resources on federal lands.

Consultation with the Navajo Nation and Mescalero Apache Tribe determined no conflict between the action alternatives (B, C, and D) and tribal land use plans.



**Section 2:  
EVALUATION OF  
SIGNIFICANCE, FEASIBILITY,  
AND SUITABILITY**



# INTRODUCTION

To qualify as a national historic trail, a proposed trail must meet three criteria as defined in the National Trails System Act. The criteria are described in this section, along with an evaluation of how the proposed Long Walk National Historic Trail meets all three. (See table 1.)

As background for the discussion of the criteria, an introduction to the Navajo and Mescalero Apache people and their traditional homelands is presented. This information was provided by each tribe. The historical context for the Long Walk (1862-1868), which refers to the forced removal of the Mescalero Apache and the Navajo people from their homelands by the U.S. Army to the Bosque Redondo Reservation in New Mexico, is presented, along with a description and analysis of the Long Walk routes.

## NAVAJO BACKGROUND

The Navajo people have a vibrant language and a rich culture that honors every element of our natural universe. Traditional Navajo culture teaches respect for all things. The ground we walk on and the air we breathe are no less living than the people around us. The plants that sustain all the organisms on earth, as well as the water that keeps our bodies moist, all play an important and significant role in the Navajo world. Humans are dependent on the environment and all the elements within it. This relationship is clearly recognized by Navajo culture. Navajo people exist only because of the knowledge they have gained since the beginning of time and because they respect every aspect of the natural environment.

Just as the Navajo homeland has changed and endured, so have the Navajo people. Traditionally, Navajos consider the earth and universe to be sacred. Specific places within Navajoland have special significance. These locations are sources of power, which can be

used for protection, to ensure stability, and to sustain harmony and balance in the universe.

Navajo oral history (*hane'*) includes practical knowledge and enables us to understand natural phenomena. Navajo history is passed on by the Navajo people from one generation to the next. These explanations provide security in an uncertain world and remind us that we are not alone. The animals, the insects, the wind, the clouds, and the plants all are important aspects of the environment, and they all share a strong relationship with the others. Plants, minerals, and other natural resources are used communally and in ceremonies. The Navajo people strive to live in complete balance and harmony with the land and all things natural, whether animate or inanimate.

The ties between the Navajo people and the land are deep and profound. Kinship among the Navajo people extends beyond human relationships. The Navajo kinship system recognizes the earth as the mother of the people. Nurturing elements in the environment are attributed with femininity. The sky, which covers the earth, is the people's father. Other masculine elements such as the sun serve as protectors and paternal mentors.

The Navajo people emerge from previous underworlds into this present world at the "Place of Emergence." The Navajo call this place *Haj7n47* in their language, and their migration is recounted in Navajo oral history. The Navajo people are known to the gods as the five-fingered holy people (*b7la' ashlla'ii diyin dine'4*). This present world is identified as the "Glittering World." The ancestors of the Navajo people populated this world at *Din4tah* — "Among the People," an area near Gobernador Knob (*Ch'ool'9'9*) in northwestern New Mexico. At this place, the Navajos and the Holy Ones created and positioned specific landmarks that forever indicate the boundary of Navajoland, which gives the Navajo people a sense of place and oneness with the land. These landmarks existed in the earlier

worlds as well, so in that sense the Navajo people have always lived in their homeland.

Six sacred mountains bound Navajoland in each of the four cardinal directions, and two mountains serve as the entrances. These mountains are called *dził naat'11h* in the Navajo language. Each sacred mountain was put in place and anchored down to the earth with natural powers and elements, including, lightning bolts, sunbeams, rainbows, rain, jewels, plants, seeds, songs, and prayers. These places are important to the Navajo people and are associated with Navajo Deities (*diyin dine'4 nidadildahg00*). Four rivers bound Navajoland in each cardinal direction. These geographical markers are recognized by the Navajos as circumscribing their proper place of existence. In addition to these tribally recognized locations/regions, other places such as the Navajo Emergence Place (*Haj77n47*), places important in clan origins/history (*1d0one'4 dadeezt'i' baa dahane'*), water sources (*t0 dan719g00*), and mountain ranges (*dził dan7'11g00*) are also significant in Navajo histories (*k4yah hane' d00 nahagh1 bidadiit'i'g00*).

Kinship also outlines social and economic relationships among the Navajo people. Navajo society is bound together by a strong clan-based kinship system. Navajo clans are matrilineal, and Navajos practice a matrilocal settlement pattern. This strong clan system stresses the importance of family and kinship. Navajos introduce themselves by their mother's clan — into which they are born first, then by their father's clan, for whom they are born. Acknowledgment is also given to the paternal clans of each parent, so all four grandparents are recognized. Navajos go to great lengths to aid in their family's and clan members' well being. The fundamental family unit is structured around a matriarch that includes both clan and blood relatives. Grazing, farming, and residence rights are determined through the matrilineal clan. Traditionally, a Navajo clan matriarch was the eldest female clan member; she led and made decisions on behalf of the clan in consultation with the oldest male relative of the clan.

Traditionally, family members address one another by kinship terms, such as *shim1* (my mother), *shizh4'4* (my father), *shiy1zh7* (my child), etc. To call someone by their given name is inappropriate. When people visit relatives they have not seen for awhile, they embrace and cry, which means they are happy and thankful to see one another.

Babies are born with their own individual identification, his/her footprints and fingerprints (*k4k'eh hashch77n, 11k'eh hashch77n*). A baby's first connection with nature is through its mother, which translates as its first contact with mother earth. Rituals are performed so the earth and the universe recognize the newborn as their child. When a child is born, the placenta is placed in an ash pile and offered back to the earth. The baby's umbilical cord (*aw44' bits'44'*) is placed at a sheep or horse corral, in a field, or on a loom to signify that the child will become a sheepherder, rancher, farmer, or a weaver as a part of the child's growing responsibility.

Several rites of passage are celebrated. Prior to childbirth, expectant parents must obey strict customs. An expectant mother is blessed in a ceremony to ensure a safe and quick delivery and that the child will be healthy and have a long and prosperous life. When a baby is born, he or she is considered a holy person. The baby is blessed with purity, emotionally, mentally, physically, and spiritually. Baby's first laugh is celebrated by giving natural salt and food to relatives and friends to signify generosity. At puberty, a special ceremony marks the life transition for both boys and girls. The *kinaald1* celebrates and renews the clan ties of a pubescent girl. The girl is told to run at dawn, noon, and dusk for four days, and a cornmeal cake is made in the earth for her on the eve of the fourth day of the ceremony. This ceremony is called the Blessingway Ceremony (*h0zh==j7*), which is considered the foundation of all ceremonies. With this ceremony, a person is blessed with peace, harmony, and all good things in life.

The next rite of passage is marriage. The Navajo wedding is a social occasion that is marked by a specific announcement and celebration. The



couple's elder relatives provide advice on how to be responsible adults and live in harmony with your relatives and your community and admonish the couple to abide by their relatives' teachings.

The last stage of life is to become an elder, or one who uses a cane. At this point, one has earned the respect of the people and can rely on them for care and support. The cane represents the life journey into old age and symbolizes knowledge, guidance, and wisdom. These stages, from before birth to old age, signify the full circle of life.

The Navajo Nation has always been sovereign, with its own culture and language; the Navajo Nation has been recognized as a sovereign entity by the United States since the signing of the 1868 treaty. The current form of government, a tribal council, was organized in 1923. Navajoland (*Din4 Bik4yah*) extends into the states of Utah, Arizona, Colorado, and New Mexico covering over 27,000 square miles.

## MESCALERO APACHE BACKGROUND

The Mescalero are an Apachean-speaking tribe of the American Southwest, the southern Plains, and northern Mexico. The Mescalero Apache were mobile hunters and gatherers who would move seasonally between mountain ranges and the valleys and flats that separated them, collecting plant resources and hunting wild game. Survival and perseverance in a harsh and unpredictable landscape produced a very strong-willed people with the ability to adapt to a wide range of conditions. The Mescalero Apache people have become known for being a very progressive Tribe; however, traditional viewpoints are still quite strong in the community. Ties to the land are established early in life, through family hunting and camping trips, firewood and teepee pole harvesting, and gathering traditional use plants and foods. Interest in natural and cultural resource management activities is inherent to the

community, and there is concern for potential impacts or repercussions of such activities.

The historical record shows that from the 17th century when the Mescalero were first distinguished as a separate tribe, until the beginning of the reservation period in the third quarter of the 19th century, the Mescalero continuously occupied essentially the same territories. Their western boundary was the Rio Grande, and though their settlements were west of the Pecos River, buffalo and antelope hunts, expeditions for salt and horses, and forays against enemies frequently took them further east. Their living sites and main activities lay south of 34° north latitude, but they have been known to travel farther north for short periods on economic errands. On the south their domain extended into northwestern Texas and the northern parts of the Mexican states of Chihuahua and Coahuila to the arid Bolsón de Mapimi.

Thus, the lands of the Mescalero were extensive, but they were not conducive to a large and concentrated population. The area associated with them is characterized by a series of mountain ranges with peaks that soar to 12,000 feet, separated by valleys and flats. The highlands are formidable barriers to travel, and the descent to the flats is often precipitous. Contrasts in climate, vegetation, and fauna match the sharp differences in elevation. Winters are severe in the mountains, and the short growing season there discouraged cultivation. The flats are hot and dry, especially in summer, and never supported a sizable population until large-scale irrigation was introduced. These topographical and climatic factors greatly influenced the economy and political structure of the Mescalero, who remained until the late historic period a small tribe of hunters and gatherers scattered in small groups throughout their territory. Mescalero tribal cohesion depended upon unity in language, belief, and cultural practices rather than on concentrated leadership. There was no chief or leader who spoke for the entire tribe, and the units of the tribe were only loosely affiliated. Yet there is no difficulty in identifying the distinctive features of Mescalero culture.

The subtribal divisions of the Mescalero are much less clearly defined. A terminological distinction was made between those who lived east of the mountains, the people of the plains (*Gulgahénde*), and those who lived in the mountains, 'earth crevice people' (*Ni't'ahénde*). Yet the difference between the two groups appears to be more geographical and semantic than functional. Though the terms carry the implication of an east-west division, no definite boundaries are specified. Leadership, the movement of people, and settlement patterns were little affected by the division.

The Mescalero Apache did not revere a number of gods and goddesses, but they did venerate two powerful supernaturals — Child of the Water and White Painted Woman. Their behavior and a great many objects and substances used by them became incorporated into Mescalero ritual practice. The original people stayed in the homelands and preserved the ancient language, uses, and memory of the contributions of the supernaturals. The culture hero and his mother set the pattern of ceremonial concept and behavior and were frequently mentioned in ritual songs and prayers.

It may be that the importance of the buffalo hunt in Mescalero economy militated against the formation of any strong bands or moieties with well-defined and jealously guarded boundaries. The buffalo were available only in the lowlands to the east. Those who lived much of the year in the western section of the tribal territory and in the mountains could reach the buffalo grounds and share in this major tribal economic resource only by travelling without impediment through the eastern sections of the tribal territory.

The absence of strong, central tribal or band authority did not mean that the Mescalero were without leaders or a sense of community. At places considered fairly safe from enemy attack; easily defended; reasonably close to water, fuel, and forage for horses; and strategically positioned for purposes of the food quest, people tended to gather under trusted leadership. Such an assemblage of people associated with a

specific area and leader can be termed a local group. Many of the residents of the local group would undoubtedly be kinsmen of the "chief" or leader, related to him by blood or marriage. Others would be friends and acquaintances of the leader or of residents, attracted by the qualities of the leader or the attributes of the local group territories. A local group might include as many as 30 families, but most were composed of considerably fewer such units. Though each local group was marked by a headquarters or village (*kuuta*), this was mainly a place from which to lay plans to exploit the surrounding area. Sometimes a local group was identified by reference to its leader. At other times the name of the place where the homes of its members were clustered was used in speaking of it. Seldom was the total population in residence at one time; small parties were constantly leaving the local group center on economic errands or returning to process what they had acquired. There were periods, as in the spring when the agave crowns were to be harvested and baked or in fall when buffalo fur and meat were at their best, when there was a general exodus and only a few old people and young children were left at the village.

The term for chief or leader of a local group (*nant'á*) and an analysis of his role and of the manner in which he was selected and replaced tell a good deal about the Mescalero sociopolitical organization. The leader was invariably a man, though the society was matrilineal. This suggests that he was a person who had served his wife's kin well and had earned their good will and support. The office was not hereditary, though there was a feeling that the son of a leader, because he had an excellent model before him and the possibility of superior training, might be worth considering when his father was to be replaced. The office, once acquired, was not necessarily a lifetime position. The post constantly had to be validated by performance; when ill health, advancing age, or anything else interfered with a leader's effectiveness, he was quietly and often gradually replaced. Someone whose word carried more weight came to the

fore, and before long it was this individual's advice that was shaping local group activities. Sometimes, of course, a leader retained his faculties, his drive, and his sagacity to the end of his life.

Once a plan of action had been decided upon in a local group, it was important that the leader guide its members toward the goal. Still, in determining that goal, he had been more of a sounding board than an originator of policy. He had great control over his own kinsmen, but unrelated members of the local group might drift away to other alliances if they felt that he had become too arbitrary or was an avid proponent of a questionable cause. A successful leader was sensitive to the views of other family heads and sought consensus rather than the acceptance of his personal views. The word for "leader" (*nant'á*) has a number of component shades of meaning, such as "he who commands," "he who leads," "he who directs," and "he who advises." Of these, the advisory role contributed most to his continued success. The head of a Mescalero local group who not only offered his advice but also tried to enforce it against determined opposition would soon see his following melt away.

The local group leader had to do more than sound out sentiment, give it voice, and offer advice. He had to be brave in battle and generous with the spoils of war and raids, especially to the needy. He was expected to be eloquent, for he was usually called upon to speak at public occasions. It did him no harm to possess the power of a ceremony or two, for those who lacked the protection of supernatural power were considered vulnerable to attacks that could impair their health or judgment. Above all, he had to prevent or counter disruptive quarrels between local group members. The Mescalero sense of family solidarity and honor was strong, and consequently there were frequent tests of his skills as an arbiter of disputes and of his powers of persuasion.

The Mescalero Apache Tribe is a recognized Indian Tribe that was organized under the Indian Reorganization Act of June 18, 1934 (25 USC

476) and under the revised constitution of January 12, 1965. The Tribe is a sovereign Apache nation, comprised of three sub-tribes Mescalero, Chiricahua, and Lipan Apaches. The Tribe recognizes their inherent right to self-determination and their responsibility as protectors of present and future Apache generations.

Today, the Mescalero Apache Indian Reservation encompasses approximately 720 square miles (460,678 acres); elevations begin at 5,400 feet and rise to 12,003 feet at Sierra Blanca Peak. The reservation is in the Sacramento Mountains, in the south-central portion of New Mexico on the eastern edge of the Tularosa Basin. The reservation is in the heartland of the people's aboriginal homelands. "Mescalero" was the name given by the Spanish to the staple food of the people, which was prepared from the heart of the mescal plant (agave spp.). This plant is still highly sought after and used for ceremonial purposes. Encompassing the homelands of the Mescalero Apache Tribe are the four sacred mountains — Guadalupe Peak, Three Sisters, Oscura Peak, and Sierra Blanca.

## HISTORICAL CONTEXT

The Navajo and Mescalero Apache had seen their homelands occupied, first by Spaniards and Mexicans, and later by Anglos when American forces invaded New Mexico in 1846. The new American government saw only the raids by the Navajo and Mescalero Apache on the settlements of New Mexico. But there were also raids on the Navajo for slaves and on the Mescalero Apache for their territory. With the American invasion and occupation of the Southwest, raids against and fighting with the tribes increased. Expansion into Mescalero Apache territory in south-central New Mexico accelerated after the Mexican-American War and the Treaty of Guadalupe Hidalgo, which ceded the Southwest to the United States. Fort Stanton was established in the heart of the Mescalero territory in 1855 to protect settlers in the area. Pressured into a smaller land base and hunting area, the Mescalero either had to raid the

surrounding ranches and settlements or face starvation. In the late 1850s and just before the Civil War, tribal leaders such as Navajo Zarcillos Largos and Mescalero Apache Cadete tried to work with the U.S. Army to reduce tensions with little success. The Civil War brought a Confederate invasion of New Mexico in 1862, followed by Brigadier General James H. Carleton's arrival as military commander in New Mexico and Arizona. The unsettled state of affairs brought increased raiding by and against the tribes. Carleton, who had served in New Mexico in the 1850s, sought to put the Navajo and Mescalero Apache lands to more productive use through mining, agriculture, and raising stock. He determined to end the "Indian problem." Carleton believed that basic changes in Indian culture were needed to stop the raiding. If tribal members were moved onto a reservation, they could be transformed into self-sufficient farmers. The education of Navajos and Mescaleros in agricultural pursuits would be an experiment. (Thompson 1972, pp. 348-349)

General Carleton sent Colonel Christopher (Kit) Carson and his New Mexico Volunteers along with other military units against the Mescalero Apache. This campaign was characterized by the unwarranted massacre of Mescalero headman Manuelito and at least 11 of his followers as they were coming into Santa Fe to make peace in October 1862. (Kelly, 1970, p. 13) Thereafter, troops covered the Mescalero homelands with orders to kill the Apache men "whenever and wherever" they could be found, and to capture the women and children. By the next month the bands of Cadette, Chatto, and Estrella were forced to surrender because they could not procure enough food or water to survive. In December 1862, more than 200 Mescalero were sent under military escort from Fort Stanton to the newly established Fort Sumner on the Pecos River inside the vast, open, and remote Bosque Redondo Reservation in east-central New Mexico. In February 1863, another 100 Mescalero Apache joined those already there. Colonel Carson proudly wrote General Carleton from Fort Stanton in early December 1862 that the "country adjacent to this post, now begins to

assume the appearance of industry and Civilization. . . . Settlers are arriving every day from all parts of the Territory" (Carson to Carleton, December 10, 1862, Microfilm Publication — hereafter "M" - 1120, roll 29, frame 0962). The Mescalero had not yet been gone a month from their homelands.

Navajo headmen met with General Carleton in late 1862, and again in summer 1863, and offered to police their own tribal members. In return, they would not go to Bosque Redondo. Carleton flatly rejected their plea and threatened military action unless the Navajo voluntarily went to the reservation. Colonel Carson received orders to campaign against the Navajo. If any Indians gave themselves up they would be received and sent to Fort Wingate, and then on to Los Pinos. No Navajo Indians were to be retained as servants. "All must go to the Bosque Redondo." (Condition of the Tribes, 1867, p. 100; General Order 15, June 15, 1863, Arrott Collection; Carleton to Carson, Sept. 19, 1863, Arrott Collection.)

Military posts were established in and on the edge of Navajo country; Fort Defiance in Arizona was reestablished as Fort Canby, and Fort Wingate in New Mexico was established halfway between Fort Canby and Albuquerque. Prior military efforts in this region failed to stop Navajo raiding against New Mexico communities and ignored settlers' raids into Navajo territory to kill Navajo men and capture women and children to sell as slaves. The subsequent military campaigns were a continuation of the civilian raids against the Navajo.

It took Carson and the New Mexico Volunteers longer to capture or force the Navajo to surrender because of their direct resistance and their larger land area of occupation. Carson first directed his forces to an area east of the San Francisco Mountains and west of the Hopi villages, with scouting expeditions north of Ganado and west of Canyon de Chelly, Arizona. The military excursions into Canyon de Chelly in January 1864, combined with a lack of food and sustenance, forced many Navajo to

surrender at Fort Canby and at Fort Wingate I (south of Grants, New Mexico). Here they were held and marched under military escort to the post of Los Pinos (Bosque Farms), where they were held for some time.

The taking of Navajo as slaves did not cease even as they were surrendering. As one example, Major E. W. Eaton wrote from Fort Wingate on February 2, 1864, that as Navajo leader Delgadito's party arrived at the post, they were attacked by a "party of Mexicans who killed some of his men, took women and children prisoners, and drove off some of their stock . . ." (Eaton to Cutler, February 2, 1864, M 1120, roll 23, frame 1035). These raids against the Navajo continued throughout the forced marches and their internment at Bosque Redondo. It is estimated that between 1,500 and 3,000 Indian slaves, or peons as they were called in New Mexico, were held at a time when the nation was fighting a civil war against slavery. Navajo women and children, taken by force or purchased, were held as slaves or domestic servants in New Mexico households. (Condition of the Tribes, 1867, p. 326.)

The majority of the captured Navajo were sent from Los Pinos to Bosque Redondo between January and May 1864, through multiple removals of people in groups of varying sizes. At least four groups of about 1,000 men, women, and children were sent through Santa Fe and San Jose to Tecolote, New Mexico, or through Tijeras Canyon, Galisteo, and San Jose to Tecolote. They then moved south generally along the Pecos River to Bosque Redondo at Fort Sumner. The winter weather was bitterly cold, and the Navajo did not have sufficient clothing to keep warm. Close to 200 people died from cold and exposure during one march. (Thompson to Cutler, April 15, 1864, M 1120, Roll 25, frame 0785.) There are accounts by Navajo descendants of the Long Walk that describe how elderly people, pregnant women, and otherwise lame or disabled people who lagged behind the marching columns were shot and killed because they could not keep up. Wagons were provided on some marches to

carry people, but the oral histories are powerful testimony of the severe conditions that the Navajo endured, from both natural and human causes.

Conditions at Bosque Redondo were horrid. General Carleton underestimated how many people would require shelter, food, water, and clothing. Supply efforts proved problematic and expensive. Crops were planted, but they failed repeatedly due to the poor soil and water, semiarid conditions, and insect infestations. The captives suffered from malnutrition, sickness, and inadequate medical care. Navajo leaders in 1867 estimated that one-half of their people at the Bosque had died. (Norton to Mix, M 234, roll 554, frame 0500.)

Adding to the misery were raids from neighboring Plains tribes. Bosque Redondo, which covered 1,600 square miles (40 miles square), had been established in the midst of country claimed by the Kiowa and Comanche. Members of these tribes attacked the Navajo and Mescalero Apache and their horse herds on the Bosque several times. Unable to fight back, the captive Indians were sitting targets for the mounted and armed Kiowa and Comanche. An average of 400 soldiers were to guard and supposedly protect the captives, but the large land area to be covered and the various duties of the soldiers left them ill-equipped for these tasks.

By 1865 more than 8,500 Navajo shared the Bosque Redondo Reservation with about 500 Mescalero Apache. No matter how much they tried, including setting up checkpoints, the U.S. Army could not stop escapes. Several times, more than 100 Navajo escaped and eluded pursuit until they reached their homelands or returned to the Bosque because of hunger. For all their efforts, the troops were doggedly inept at pursuit and recapture of the escaped Indians. On the night of November 3, 1865, the Mescalero Apache escaped from Bosque Redondo *en masse*. They were pursued but not recaptured; their pursuers did not even catch sight of them. (McCleave to Cutler, Nov. 3, 1865, M1088, roll 1, frame 0731.) However, the

Mescalero remember the soldiers catching up with them and shooting men, women, and children dead. That same month more than 600 Navajo disappeared, presumably following the Mescalero example, and left the reservation to return to their homelands.

Controversy surrounded Bosque Redondo's impact on the local and regional economy. At the height of occupation, close to 9,000 American Indian people had to be fed, clothed, sheltered, and provided protection on the reservation. Meat had to be provided, as did flour because the crops failed each year. The army contracted throughout the territory for purchases of beef and wheat. Because of the volume of food required for the reservation, prices of goods shot up so much that ordinary New Mexicans could not afford them. To supplement supplies, goods from the states were shipped 900 miles to the territory over the Santa Fe Trail. Not only were these goods expensive, but the cost of transportation doubled the basic price.

Political controversy also swirled. The price of goods, the reservation location, and General Carleton's personality provoked lively discussions in the territory's newspapers and public places. The tide of public opinion gradually turned against the general. In January 1866, the New Mexico Territorial Legislature asked President Andrew Johnson for Carleton's removal. (Thompson 1976, p. 102.) Also, several commissions investigated Bosque Redondo, and although the findings were generally supportive of its operation, eventually political and military circles in Washington, D.C., realized that Carleton's so-called "experiment" was a failure.

The Navajo people wanted to go home. Their desire was eloquently expressed by an unknown Navajo in 1866:

If the government wants us to remain here we will do so and do the best we can — but cannot be as contented as we would be in our old homes — we shall think of them — we all think of them. There is

something within us which does not speak but thinks — and though we remain silent yet our faces speak to each other. Cage the Badger and he will try to break from his prison and regain his native hole. Chain the eagle to the ground — he will strive to gain his freedom, and though he fails, he will lift his head and look up to the sky which is home — and we want to return to our mountains and plains, where we used to plant corn, wheat, beans, peppers, melons, and onions." (Graves Report, M234, roll 553, frame 0343.)

After four years of Navajo captivity, two members of an Indian Peace Commission, Lieutenant General William T. Sherman and Lieutenant Colonel Samuel F. Tappan, signed a treaty of peace with the tribe on June 1, 1868, at Fort Sumner. Signing for the Navajo was Head Chief Barboncito and 28 other Navajo chiefs and headmen. The treaty included provisions that war would cease, and that a reservation of land was to be provided for Navajo use and occupation. Sherman, writing to General of the Armies Ulysses S. Grant seven days after the treaty signing, said: "I found the Bosque a mere spot of green grass in the midst of a wild desert, and that the Navajos had sunk into a condition of absolute poverty and despair. To allow them to remain was to assume an annual cost of their maintenance forever of about half a million [dollars]" (Sherman to Grant, M 619, roll 639, frame 0127). The Navajo argued successfully that the reservation be established in their homelands, allowing them to return to their own country. Supply wagons and equipment were assembled promptly after the treaty was signed. On June 18, 1868, the return walk commenced. On July 23, about 7,000 Navajo arrived at Fort Wingate, led by Barboncito and with a military escort. They were home. (Annual Report, Commissioner of Indian Affairs, 1868, p. 624.)

## DESCRIPTION AND INTEGRITY OF THE ROUTES

The Long Walk is the series of routes by which Mescalero Apache and Navajo people traveled by force from their homelands to the Bosque Redondo Reservation at Fort Sumner, New Mexico (see The Long Walk Routes map). All of the Navajo and Mescalero were escorted along these routes by military units such as the New Mexico Volunteers, California Volunteers, and units of the regular U.S. Army. There were multiple instances of groups of Navajo and Mescalero Apache being escorted at various times to Bosque Redondo. For the Mescalero, one route of removal between Fort Stanton and Fort Sumner has been documented as being the major route of removal. For the Navajo there is one major route between Fort Canby and Fort Wingate to Albuquerque, with a branch to Los Pinos that is documented. From Albuquerque and Los Pinos to Bosque Redondo two major routes have been documented with a side route to Fort Sumner via Fort Union that was used on several occasions. These routes are described below. Variations of these routes were used, but not with substantial Long Walk traffic.

The integrity of the Navajo and Mescalero Apache removal routes is high. The historic character of the routes and their relationship to the events that took place more than 140 years ago still remain with us today. The physical features of the routes are very similar to those of the period. Although features such as I-40 and I-25 are now present on the landscape, the setting is so large that once away from the interstates one can quickly lose sight of modern development. Even such urban areas as Gallup and Albuquerque retain major topographical features. In Gallup a gap in a ridge through which the route passed still remains and gives a feel as to why the route went where it did. In Albuquerque as one comes to the edge of the Rio Grande bluff above the city, the river and river *bosque* are still evident. Most of the route(s) mileage is outside urban areas, and in many places the route is isolated and little

changed from 140 years ago. In these places one can get an overwhelming sense of feeling of the hardships faced by the Indian people as they were forced to march to the Bosque Redondo Reservation. All along the routes of the Long Walk, one gets a feeling of association from being in the very place where hundreds of Indian people suffered and marched. That association can be especially keen for descendants of those who were marched, and who can still feel the pain and cries of their ancestors.

The information (see bibliography) used to determine the location of the routes of the Long Walk includes the military correspondence of the period (National Archives and Records Administration), the Map of the Military Department of New Mexico (Anderson 1864), the 1881 Wheeler Map (Wheeler 1881), the Whipple map of 1854 (Whipple 1854), and information submitted by the Navajo Nation and Mescalero Apache Tribe.

### **THE ROUTES OF THE MESCALERO APACHE AND THE NAVAJO PEOPLE FROM THEIR HOMELANDS TO BOSQUE REDONDO AT FORT SUMNER AND RETURN**

The Mescalero Apache came in several groups into Fort Stanton, New Mexico, from several different locations, most notably from the vicinity of Mescalero, New Mexico, and the Guadalupe Mountains, in Texas. From Fort Stanton one route was used to take the Mescalero Apache to Fort Sumner and Bosque Redondo.

There were numerous instances of Navajo groups being sent to Bosque Redondo at different times, over different routes, and from a great many different places all over the present-day Navajo Reservation. Most were sent to and gathered at Fort Canby, Arizona, in 1864 and sent in various relays over the same route to Los

Pinos, New Mexico. After Fort Canby was closed in October 1864, the Navajo were then gathered at Old Fort Wingate and again sent by relays to Los Pinos. At Los Pinos the Navajo were held until “transportation” was available or a large enough group was assembled to be taken to Bosque Redondo. The major routes used at different times from Los Pinos to Bosque Redondo were through Santa Fe to Kozlowski’s Ranch, or through Tijeras Cañon and Galisteo to Kozlowski’s Ranch. These two routes joined on the Santa Fe Trail, crossed the Pecos River at San Jose, and then went on to Tecolote. From Tecolote one route led north through Las Vegas, New Mexico, to Fort Union, and then back-tracked to east of Las Vegas where the route dropped off the escarpment (present-day State Route 67) and then followed the Gallinas River to east of Park Springs. The other route from Tecolote headed south along and west of Apache Mesa to its end and then turned east to the Gallinas River where it joined the route from Fort Union. Together they headed south just east of the Pecos River to Bosque Redondo and Fort Sumner.

### Removal Routes

Following are the route segments (see the Long Walk Route Sections 1-5 maps) used for removing first the Mescalero Apache (1862–1863) and then the Navajo people (1863–1866) to the Bosque Redondo Reservation.

**Fort Stanton to Fort Sumner.** In 1862 and 1863 Mescalero Apache were escorted from Fort Stanton to the Bosque Redondo Reservation at Fort Sumner on the Pecos River. The 1864 map of the Military Department of New Mexico (Anderson 1864) shows a route from Fort Stanton to present-day Capitan, then northward around the eastern end of the Capitan Mountains and past Batos (Patos) Springs, and then heading northeast to the Bosque. On an 1864 table of distances (Carleton 1864) points between Fort Stanton and Fort Sumner were listed as Fort Stanton, Hopkin’s Ranch, Dry Camp,

Ojo de Mora, Cañada del Yeso, and Fort Sumner. The table and the map generally agree — it was at least 151 miles from Mescalero to Fort Stanton and Fort Sumner for the Mescalero and, for the Navajo, the route was between 457 and 506 miles, depending on the route used. The Mescalero Apache regularly traveled to Bosque Redondo before its establishment as a reservation for trading and exchanges with other tribes. (See Section 4 and 5 maps.)

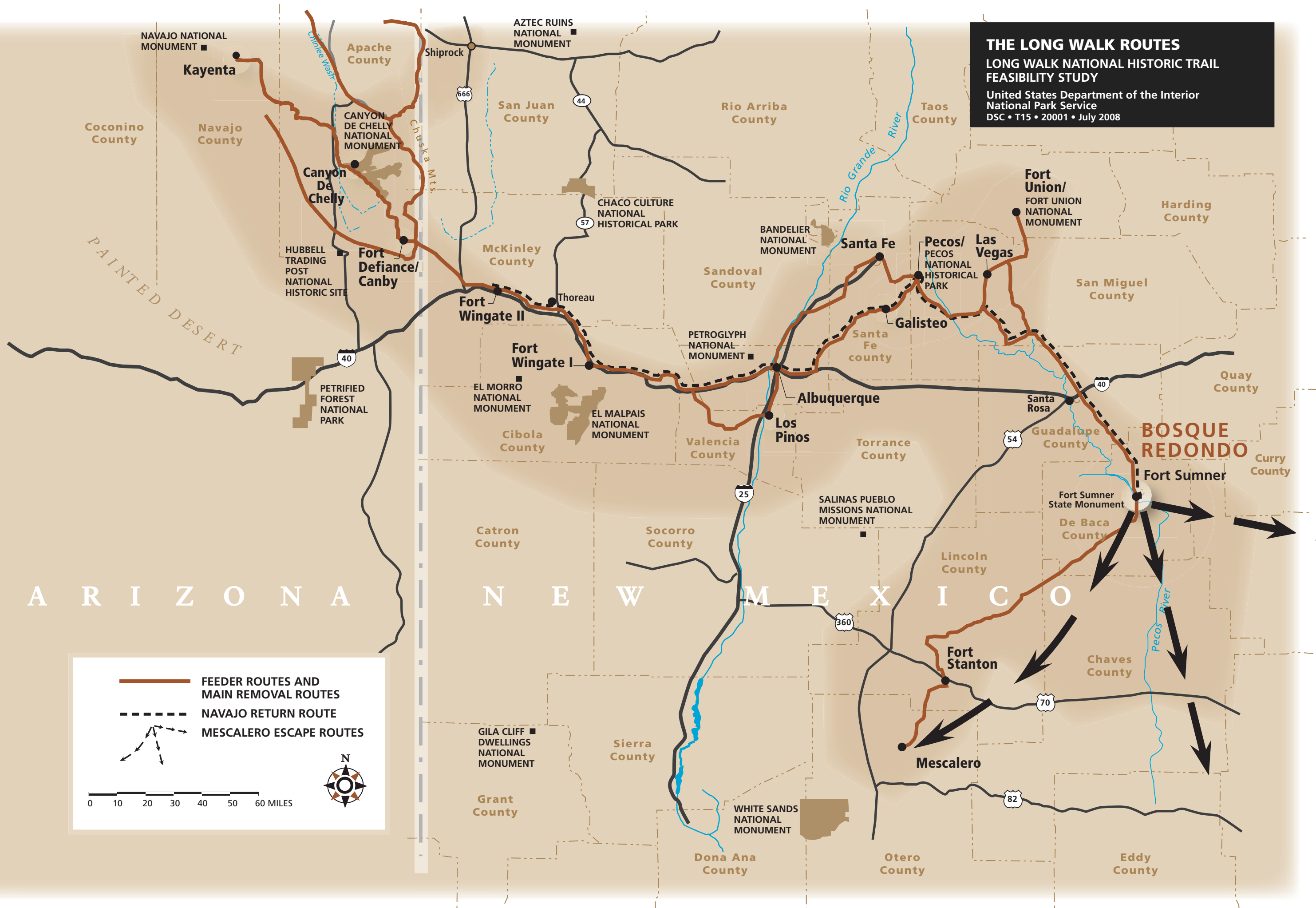
**Mescalero to Fort Stanton.** The 1881 edition Wheeler Map 84 (Wheeler 1881) shows a route from Fort Stanton to present-day Mescalero, New Mexico, the tribal headquarters for the Mescalero Apache Tribe. That route, with minor variations, follows existing roads between the two sites. (See Section 5 map.)

**Fort Defiance/Canby to Los Pinos.** Fort Defiance, Arizona, about 10 miles north of Window Rock, is the location of the historic Fort Defiance. It was renamed Fort Canby in 1863, and became Fort Defiance again after the Navajo returned in 1868 when the Navajo Agency was located there. Los Pinos is the present-day location of Bosque Farms, New Mexico, just south of the Isleta Pueblo Indian Reservation on the east side of the Rio Grande. Navajo families and individuals were gathered at Fort Canby and sent by military escort to Los Pinos where they were held, sometimes for days and sometimes for a couple of months, before being marched to Bosque Redondo at Fort Sumner. (See Section 1 and 2 maps.)

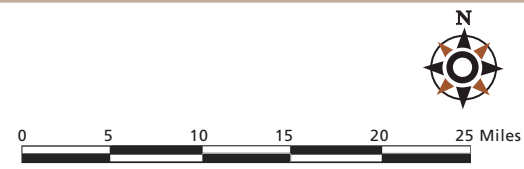
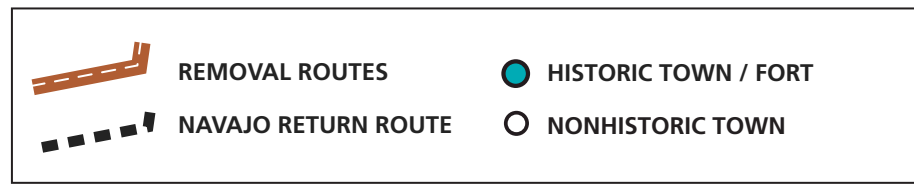
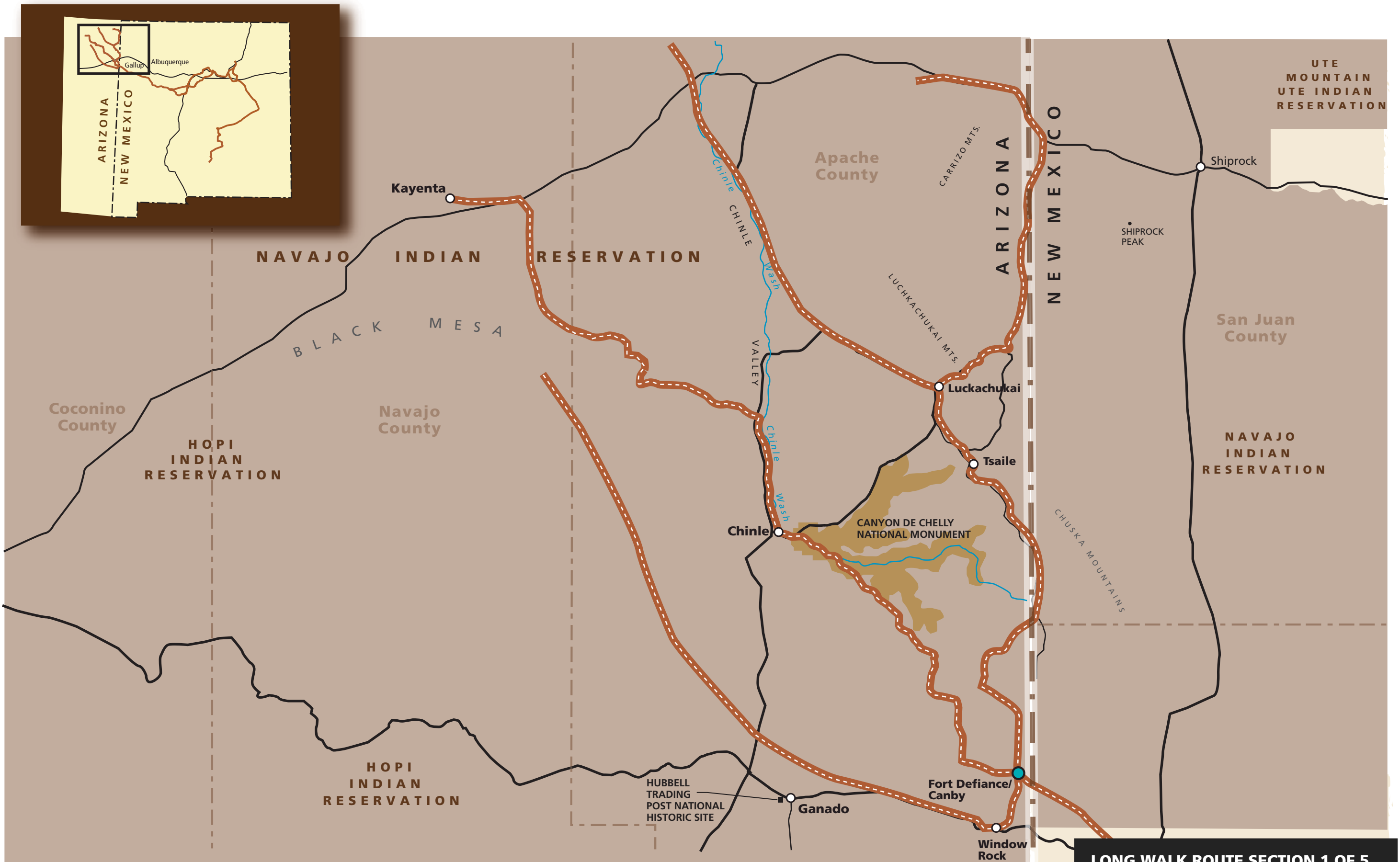
**Fort Defiance/Canby to Gallup.** The historic route generally runs from Fort Defiance, Arizona, to Salt Springs, the location of Gallup, New Mexico (established in 1881). Historic maps show a couple of routes from Fort Defiance to Salt Springs. One runs east from Fort Defiance through Slick Rock Wash and angles southeast to Salt Springs. The other follows the existing road from Fort Defiance to the vicinity of present-day Window Rock, Arizona, and then turns



**THE LONG WALK ROUTES**  
**LONG WALK NATIONAL HISTORIC TRAIL**  
**FEASIBILITY STUDY**  
United States Department of the Interior  
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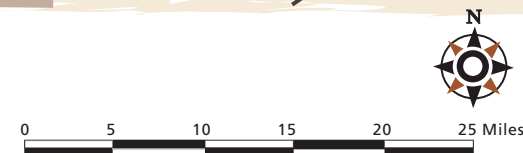
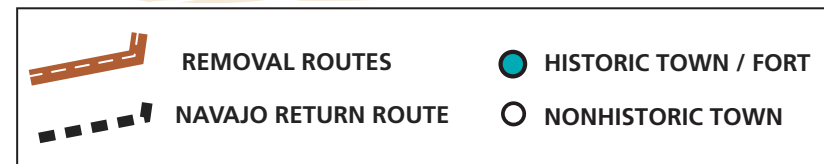
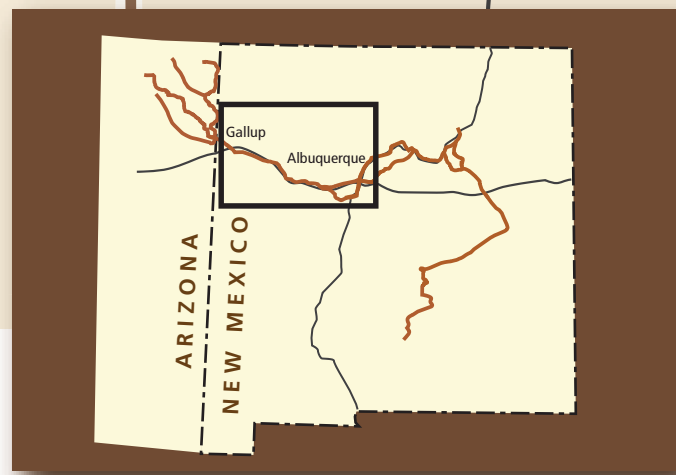
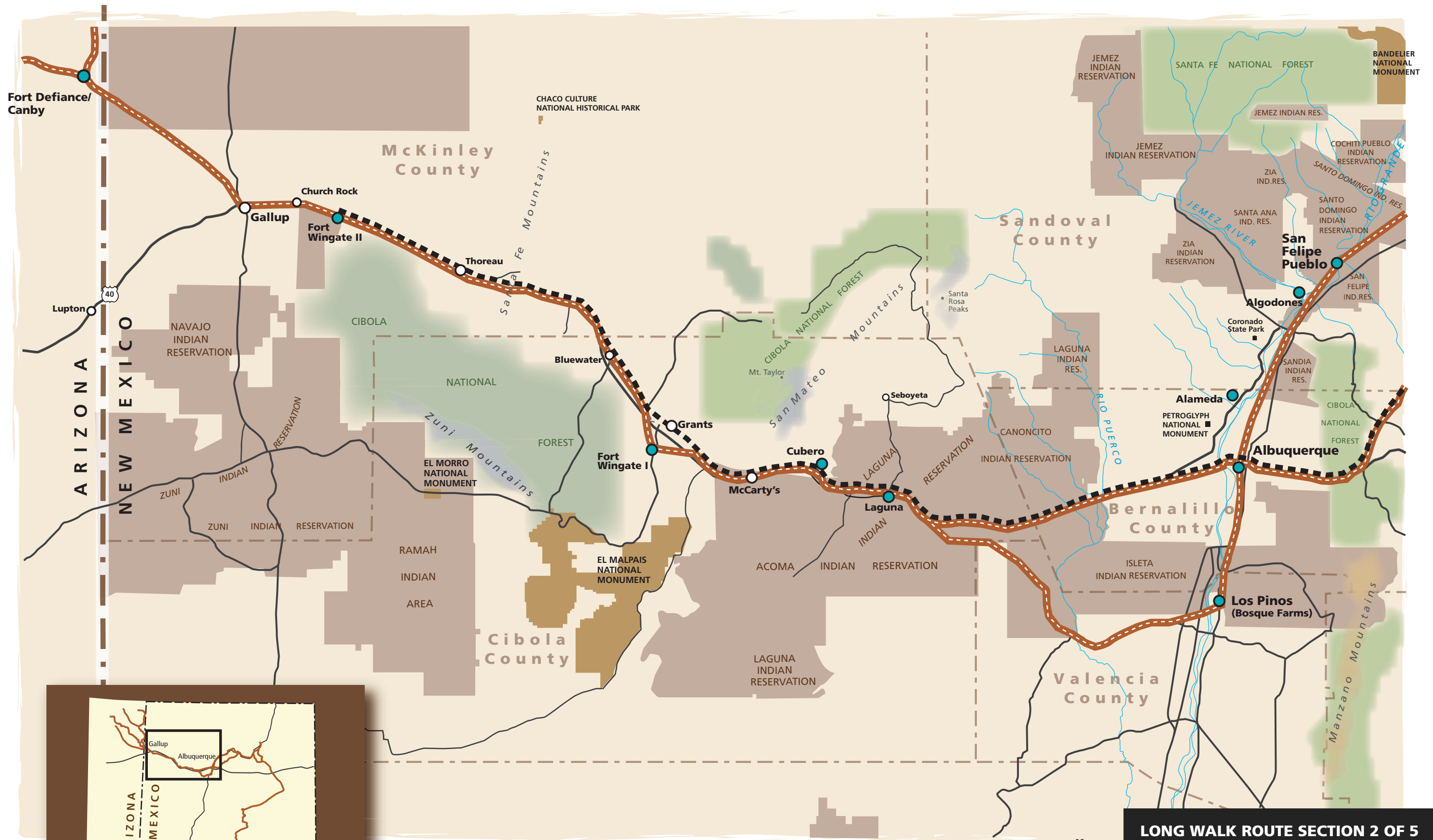






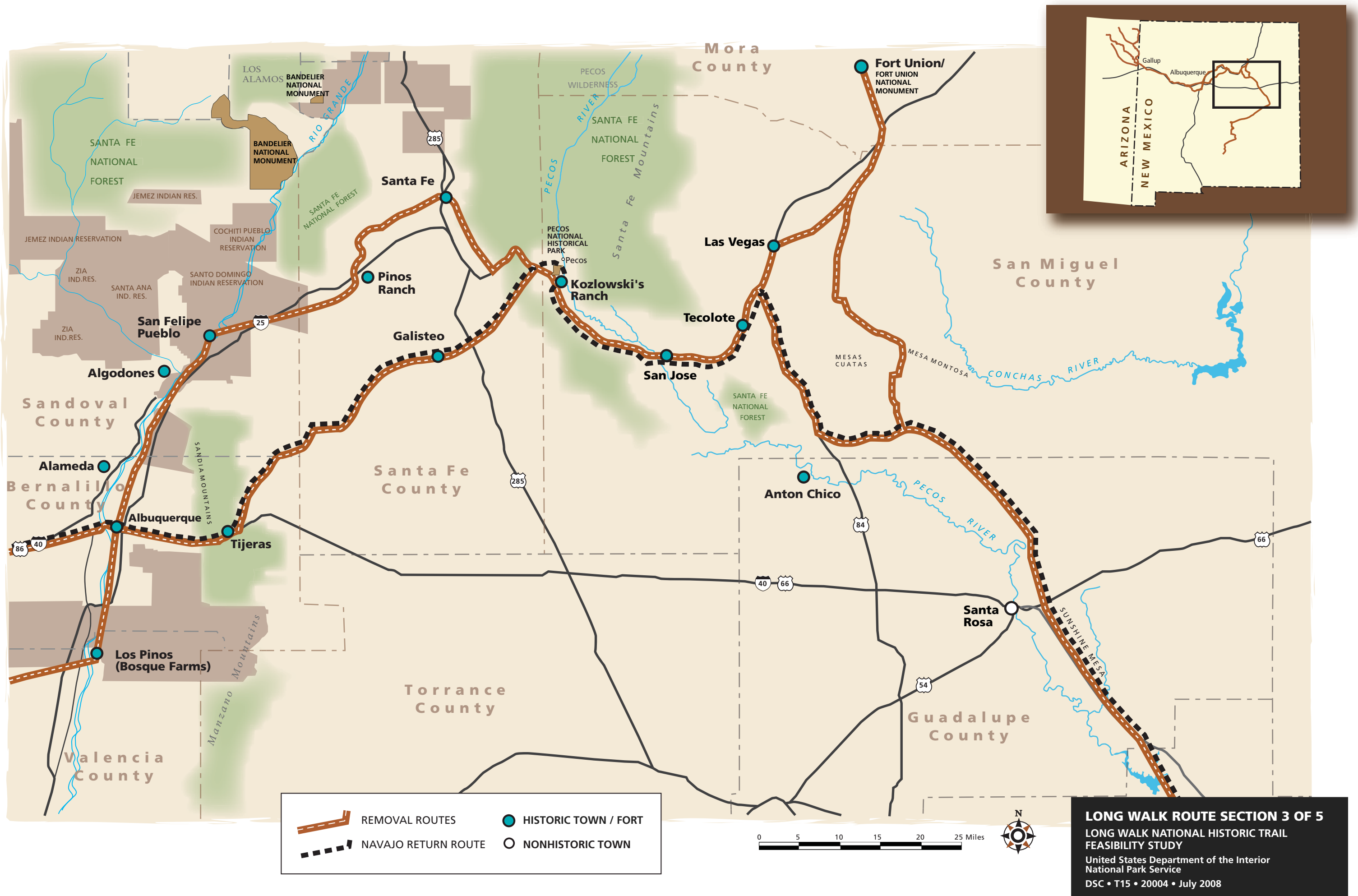
**LONG WALK ROUTE SECTION 1 OF 5**  
**LONG WALK NATIONAL HISTORIC TRAIL**  
**FEASIBILITY STUDY**  
 United States Department of the Interior  
 National Park Service  
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**LONG WALK ROUTE SECTION 2 OF 5**  
**LONG WALK NATIONAL HISTORIC TRAIL**  
**FEASIBILITY STUDY**  
 United States Department of the Interior  
 National Park Service  
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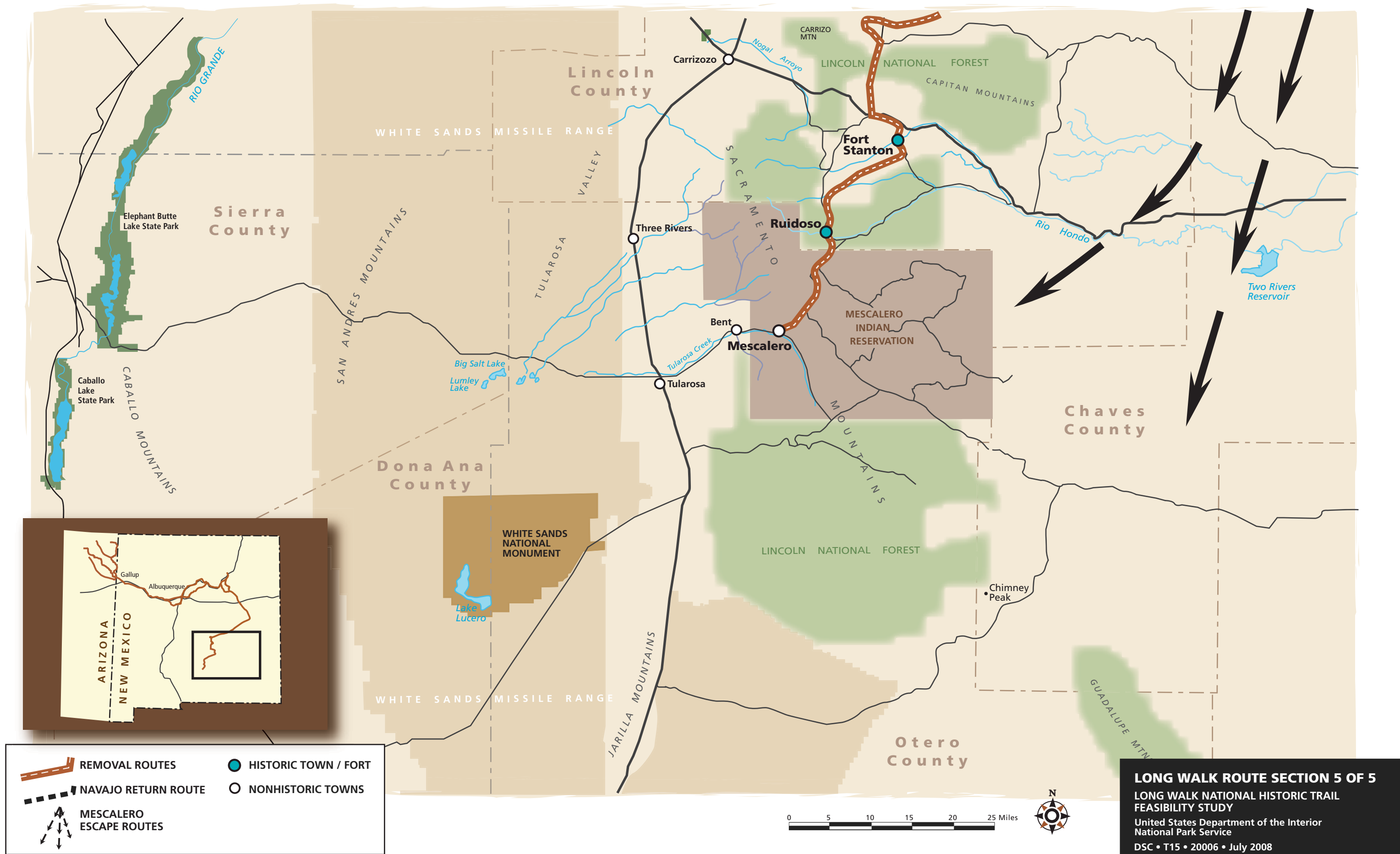














east and angles southeast to Salt Springs. Neither of these routes totally overlays the present-day road from Window Rock to Gallup. (See Section 2 map.)

**Gallup to Los Pinos.** The route from Gallup to Los Pinos is overlaid by Route 66 and the later frontage road to I-40. The area east of Gallup to Agua Azul (present-day Bluewater) was known as Campbell's Pass and is delineated on Whipple's 1854 map (Whipple 1854). In 1863 Fort Wingate I was established south of Grants near San Rafael. It was located near where the road from Albuquerque to the Hopi Villages split, one route heading to the Zuni Villages and the other to the Hopi Villages. Fort Wingate I proper was on the road to the Zuni Villages. Most of the Navajo people sent to Los Pinos either went through Fort Wingate I or were gathered there (after Fort Canby was abandoned in October 1864) and sent on. From Gallup the route went through the present-day towns of Church Rock, South Guam, Thoreau, Bluewater, Grants, McCartys, Cubero, Laguna, Correo, Rio Puerco, and Los Lunas. Where the trail crossed the Rio Grande and entered Los Pinos is still to be determined. Lt. Amiel W. Whipple used this route in 1853. (See Section 2 map.)

**Los Pinos to Kozlowski's Ranch (via Santa Fe).** Several times Navajo people were taken from Los Pinos through Santa Fe to Kozlowski's Ranch near present-day Pecos, New Mexico. Los Pinos is right on El Camino Real de Tierra Adentro, the road from Mexico City to Santa Fe. The Navajo would have been marched up El Camino Real to Santa Fe. The most likely route based on other travel routes of the period are from Los Pinos to Albuquerque, Alameda, Algodones, Galisteo Creek, Pinos Ranch, and into Santa Fe. It is likely they were marched through the Santa Fe Plaza near Fort Marcy, with the headquarters of the Department of New Mexico fronting the Plaza. They then would have been marched via the Santa Fe Trail through Glorieta Pass to Kozlowski's Ranch just south of Pecos. (Both El Camino

Real de Tierra Adentro and the Santa Fe Trail are designated national historic trails with route maps available in their comprehensive management plans. Also documented in those plans are the trails' significance, historic use, and high potential historic sites and segments.) (See Section 3 map.)

**Los Pinos to Kozlowski's Ranch (via Tijeras and Galisteo).** Seemingly the most used route or the one carrying the most Navajo people to Kozlowski's Ranch was from Los Pinos up through Albuquerque to Tijeras. The route then goes from Tijeras to San Antonio, San Antonito, Real de San Francisco (Golden), Real de Dolores, Galisteo Creek, and into the village of Galisteo. The route continued east along San Cristobal Creek to Eaton's Ranch, then northeast almost to Kozlowski's Ranch. (See Section 3 map.)

**Kozlowski's Ranch to Bosque Redondo.** The Santa Fe Trail was used from Kozlowski's Ranch through San Jose (instead of San Miguel) to Tecolote. From Tecolote the road ran southeast about 6 miles to Apache Spring, and then south to the point of Apache Mesa, just short of Anton Chico. The road turned generally east to Chupaines Spring and then Gallinas Spring less than a mile west of the Gallinas River. The river was crossed and the road almost immediately headed southeast to Esteros close to and on a parallel with the Pecos River. The road continued to parallel the Pecos heading southeast passing Cañada de los Tanos, Arroyo de San Juan de Dios, Alamo Gordo, and Carettas, the last water hole/camping place before heading into Fort Sumner and Bosque Redondo. (See Section 3 and 4 maps.)

**Kozlowski's Ranch to Bosque Redondo via Fort Union.** The first group of Navajo to be taken to Bosque Redondo were taken there via Fort Union. It was not uncommon thereafter for groups to be taken either directly to the Bosque or through Fort Union. The road from Kozlowski's Ranch followed the Santa Fe Trail through San Jose,

Tecolote, Las Vegas, Sapello River, Barclay's Fort, and Fort Union. From Fort Union to the Bosque the road retraced through Barclay's Fort, crossing the Sapello River to the Forks of the road 5 miles further on. The left fork (heading south) was taken to the "Big Hill" at Cañon del Agua, down the hill, and generally along the east side of the Gallinas River to Torres, to Chaperito, past Hatch's Ranch to join the other route in the vicinity of Gallinas Spring. From Gallinas Spring to the Bosque follows Esteros, Cañada de los Tanos, Arroyo de San Juan de Dios, Alamo Gordo, Carettas, and Fort Sumner and Bosque Redondo. (See Section 3 and 4 maps)

### Escape and Return Routes

Following are the route segments used by the Mescalero Apache, who escaped in 1865, and the Navaho who returned to their homelands in 1868.

**Mescalero Apache.** On the night of November 3, 1865, the Mescalero Apache left the Bosque Redondo Reservation. Evidently some had been slipping away for a while, but on this night people left and reportedly headed south on each side of the Pecos River while some headed for the eastern plains. There are no specific accounts of routes taken in the escape of the Mescalero Apache; however, in some cases, they returned to their homelands in the Sierra

Blancas and the Guadalupe Mountains. (See Section 4 and 5 maps.)

**Navajo.** With the signing of the June 1868 treaty, the Navajo were anxious to get to their homelands. On June 6, 1868, Major Charles Whiting was directed to move the Navajo through San Jose, Kozlowski's Ranch, and Tijeras Cañon. The route then would have been from Fort Sumner to Carretas, about 10 miles northwest of the fort and just east of the Pecos River. In succession the next campgrounds would be Alamo Gordo, Arroyo de San Juan de Dios, Cañada de los Tanos, Esteros, Gallinas River Crossing, Gallinas Spring, Chupaines Spring, Crouch's Ranch, Bernal, on the Santa Fe Trail to San Jose, and on to Kozlowski's Ranch. They continued from the ranch on the Santa Fe Trail for about 8 miles to the Galisteo road and turned off the Santa Fe Trail and headed southwest to Galisteo. From Galisteo they would have gone up Galisteo Creek to the Real de Dolores road on the east side of the Ortiz Mountains and then south through Real de Dolores, Real de San Francisco, San Antonito, San Antonio, Tijeras, and on into Albuquerque. At Albuquerque the Rio Grande was crossed and the route would have headed through Atrisco, crossed the Rio Puerco, and then through the towns of Rito, Cubero, [Romanses], McCarty's, south of Grants, Agua Azul (Bluewater), Thoreau, and Fort Wingate at Ojo del Oso or Bear Spring. (See Section 2, 3, and 4 maps.)

# CRITERIA FOR AND DETERMINATION OF NATIONAL SIGNIFICANCE

Section 11(b) of the National Trails System Act requires that a potential national historic trail must

be of significance with respect to any of several broad facets of American history . . . . To qualify as nationally significant, historic use of the trail must have had a far-reaching effect on broad patterns of American culture. Trails significant in the history of native Americans may be included.

This criteria is met by evaluating significance in six national historic landmark criteria. A trail or property that is nationally significant in one category qualifies as a national historic landmark and meets the determination of national significance for the National Trails System Act.

Two conferences were held to determine national significance of the Long Walk routes. These conferences were held in Window Rock, Arizona, and Mescalero, New Mexico, in November and December 2004. These conferences were attended by the general public, with tribal scholars presenting their research. Based on the conference findings, significance statements were developed through the collaborative efforts of professional staff from the Navajo Nation, Mescalero Apache Tribe, Canyon de Chelly National Monument, NPS Intermountain Region Santa Fe Office of Indian Affairs and American Culture, and National Trails System—Santa Fe, with assistance from respected scholars of the National Park Service, University of New Mexico, and Office of the New Mexico State Historian. The results are presented in table 1 and in the “Significance Statements / Why the Long Walk is Significant to the Nation” section.

The National Trails System Act (Sec. 5b(3)) requires that the national significance of a

proposed national historic trail is determined and recommended by the National Park System Advisory Board based on the Historic Sites Act of 1935. On January 13, 2006, the National Park System Advisory Board concurred in the team’s finding of national significance.

## SIGNIFICANCE STATEMENTS / WHY THE LONG WALK IS SIGNIFICANT TO THE NATION

**The forced movement of the Navajo and Mescalero Apache people along their respective removal routes is significant as representative (in the extreme) of Indian removal policy of the mid-19th century, reflecting the broad national pattern of United States history regarding the treatment of indigenous people.**

The routes are significant because of the following:

- The harsher aspects of the U.S. government’s Indian removal policy — reflected in the 1860s by forcing native people onto reservations for purposes of education and assimilation and subsequently opening tribal homelands for American emigration, settlement, and economic exploitation — can be seen in the severe treatment of the Navajo and Mescalero Apache during the military campaigns and removal to Bosque Redondo, and in the transgenerational impacts of those actions 140 years later.
- The U.S. Army’s experiment of forcing the Navajo and Mescalero Apache, traditional adversaries whose ways of life were vastly different, to settle at Bosque Redondo was a failure. Instead of leading to assimilation and conversions to Christianity, the effort led to staggering costs and extreme

suffering, disease, depredation, and death of the native people

- Due to its remoteness, distance from supply lines, crop failures, and overwhelming numbers of prisoners to feed and clothe, the cost of Bosque Redondo's operation to the U.S. government was staggering — in the millions of dollars. At the time, it was the largest and most expensive government operation in New Mexico, and its chronic problems led to food shortages throughout the territory. The tremendous costs eventually led to the transfer of the reservation to the Department of the Interior and eventual closure.
- More than 11,000 Navajo people were sent in groups over several years' time to Bosque Redondo, but only 8,800 people (roughly) were reported as arriving there (the fate of the remainder is unknown). In 1868, about 6,900 people left the reservation for Fort Wingate and their homelands. Although specific numbers of Mescalero Apache involved with these events are not known, their losses due to disease and mistreatment were proportional.
- In military terms, the Long Walk comprised a major campaign element of the U.S. Army's strategy to remove the Navajo and Mescalero Apache from their potentially mineral-rich homelands. Brigadier General James Henry Carleton's strategy, carried out under Colonel Christopher "Kit" Carson's command, consisted of a "scorched-earth" campaign that killed Indian people and destroyed the Navajo's and Mescalero Apache's livestock and food resources. The Army effectively forced the surrender and incarceration of thousands of people at Bosque Redondo.
- At a time when a civil war was being fought to determine the fate of the United States and to end slavery, and despite passage of the 13th Amendment to the U.S. Constitution in 1865, Navajo people — especially women and children — were kidnapped from their homelands and off the Long Walk removal routes and forced into slavery in New Mexico households. There was no law of the Territory of New Mexico that legalized the sale of Indians, and even a law that prohibited it, yet it was on-going with little or no effort to stop the practice. Ironically, General William T. Sherman, fresh from Civil War battlegrounds, upon visiting Bosque Redondo in 1868, heard distressing pleas about the loss of Navajo children, especially from Barboncito, a Navajo spokesman. The Navajo, as a whole people, were traumatized at losing part of their next generation of youth.
- The U.S. Army's failure to recapture the Mescalero Apache who escaped from Bosque Redondo, and the decision to allow the Navajo to leave eastern New Mexico and return to a new reservation within their homelands, was based upon politics and economics. These actions illustrate the inability of the government to strip native people of their lands, culture, and language, and prepare them through Christian and practical education for absorption into the dominant society. The desire of the Mescalero Apache and Navajo to retain their core culture was woefully underestimated. This process was repeated with other tribes into the early 20th century.
- The removal and incarceration of the Navajo and Mescalero Apache changed the people and political and economic dynamics of the Southwest. The cost of supplying Bosque Redondo changed the economy — from being insular and subsistence-driven to one based on cash to support the regional and national scope (including congressional appropriations) of the supply issues. With most of the Navajo at the Bosque, raids upon them for taking slaves were greatly diminished, and the dependency upon Navajo as slaves was reduced. This brought



a general acceptance of a Navajo reservation on the part of the local populace.

- The Mescalero Apache and Navajo traditional homelands, Bosque Redondo, and the routes used during removal and return from eastern New Mexico, are integral to the events of 1862-1868 and cannot be separated. Observed as a whole, these properties represent cultures and ways of life that were forever altered.
- The Long Walk (removal and incarceration at Bosque Redondo) was a pivotal event in Navajo and Mescalero Apache history and culture, and it affects every Navajo and Mescalero Apache today in some way.

### **How the Long Walk Events Changed the Navajo as a People**

- The Long Walk changed the Navajo way of thinking. The Navajo way of life was forever altered by western influences, e.g., the way they ate, the way they dressed, their silver work, their weaving designs, and their whole socioeconomic system.
- Although the Navajo people were changed by the circumstances of the Long Walk, they have retained distinctively Navajo cultural traits and identities into the 21st century. Their ability to adapt has resulted in an acceptance of western culture.
- The Treaty of 1868 ended the Navajo internment at Bosque Redondo, allowed their return to their homelands, and resulted in the establishment of a sovereign Navajo Nation. The treaty of 1868 is an acknowledgement of Navajo sovereignty.
- The Treaty of 1868 led to a shift of culture for the Navajo. The treaty's implementation laid the groundwork for the formation of a central government, economic development, and establishment of an education system. The Navajo leadership structure changed from clan and kinship headmen and women, to a central government providing overall unity and governance. The treaty is still referenced and used in Navajo dealings with the U.S. government.
- The Treaty of 1868 was honored in general by both sides. It was negotiated and signed by the Navajo leaders and by the United States Indian Peace Commissioners at Bosque Redondo. The treaty resulted in the return of the Navajo people to their homelands (Navajo chiefs included Barboncito and Manuelito; United States Indian Peace Commissioners included General William T. Sherman and Colonel Samuel F. Tappan).
- After the treaty's signing, relations improved among the Navajo and their neighbors. A defensive way of life, caused by the taking of Navajo slaves and the consequent raiding and fighting, ended. The Navajo and their neighbors interacted in more positive ways.
- For the Navajo people, the Long Walk represents a period when their ancestors endured extremely harsh conditions. In spite of the trauma, they endured. Navajos find the stories about the Long Walk to be sources of inspiration and renewal as they reflect on the courage and tenacity that their ancestors exhibited during this time of great trauma and sadness.
- The return to Navajo homeland within the four sacred mountains ensured the continuation of traditional culture and the survival of the Navajo people.
- In spite of their experiences at the hands of Americans, Navajos consider themselves to be Americans and are deeply patriotic. The Navajo sacred language survived the Long Walk experience. The World War II Navajo Code Talkers used their language as a security classified code that was never broken by the Japanese. This was a major

contribution to the end of the War in the Pacific.

- The Navajo people survived the Long Walk and have become a major political and economic force in the United States today. The nation has one of the largest tribal populations and the largest land base. Population of the Navajo exceeds 250,000, and the land base is larger than 10 of the 50 states in America.
- The return home allowed Navajo culture to flourish. Navajo art and culture is known, celebrated, and recognized around the world.

### **How Long Walk Events Changed the Mescalero Apache as a People**

- The removal and confinement at Bosque Redondo, and the escape of the Mescalero Apache people, were so traumatic that they were rarely discussed. The subject is still very sensitive and spoken of infrequently.
- The time of the forced removal and internment at Bosque Redondo is referred to by the Mescalero people as *á gunu yuu'*, which translates as the “herding up and penning like cattle.” Little other than this name is spoken of Bosque Redondo. It is the Apache way not to speak of things that are “bad” or of the deceased, for by speaking of them they may be brought back or have negative effects. Thus, this time is not discussed in the oral history, for it is hoped that such traumatic events will not occur again.
- The Bosque Redondo reservation was originally set aside for the Mescalero Apache people. After their arrival in 1862, the Mescalero dug the first *acequias*, and cleared and grubbed fields in preparation for planting crops — humiliating work for a people who were not traditionally farmers. When nearly 8,500 Navajo were forced to

join the 500 Mescalero on the reservation, conditions changed drastically for the worse. The Mescalero were overwhelmed, their cultivated fields were taken to feed the newcomers, and they were moved to other, uncultivated, lands. Their very survival was jeopardized.

- The Indian Agent for the Mescalero, Lorenzo Labadi, was removed and banned from Bosque Redondo for serving as their advocate and protector. This military action demonstrated the continuing bad faith on the part of the U.S. government in dealing with the Mescalero, even while they were in forced confinement.
- The Mescalero Apache escaped the night of November 3, 1865, never to return to Bosque Redondo. This is a legendary story of survival for the Mescalero people. These experiences profoundly changed them and fostered a continued mistrust of government that continues today.
- As the Mescalero Apache were being forcibly removed to Bosque Redondo, their traditional homelands were immediately opened and ranching and homesteading was actively encouraged. Military protection was given to settlers in the establishment of the towns of Tularosa and Ruidoso. This resulted in sections of traditional Mescalero land being excluded from the establishment of their reservation in 1873. This pattern of Indian removal with the subsequent opening of traditional homelands to western settlement reflected U.S. government policy during the 19th century.
- The return of the Mescalero to their homelands after their 1865 escape from Bosque Redondo, and the signing of their 1873 treaty, assured tribal survival and the continuation of their traditional culture and ways of life. The tribe is a major political and economic presence in the Southwest today.

# EVALUATION OF FEASIBILITY OF ESTABLISHING A NATIONAL HISTORIC TRAIL

To qualify as a national historic trail, a proposed trail must meet three criteria defined in the National Trails System Act. The criteria are described (see table 1), along with an evaluation of how the proposed Long Walk National Historic Trail meets all three. The National Trails System Act also asks that a feasibility study address whether or not it is physically possible to develop a trail along a route being studied, and whether the development of a trail would be financially feasible.

It will be physically possible to develop a trail along the Long Walk routes being studied. The historic routes followed well-known, documented roads that generally translate to present-day routes of vehicular transportation. Some associated historic sites are known (as identified in the preliminary list of high potential sites; see table 4), and additional sites may be identified with future research. Public use and interest based on historic interpretation and appreciation would occur at existing museums and visitor facilities where interpretive media, educational materials, and personal services would discuss the Long Walk's significance and the meaning of the Long Walk to the Navajo and Mescalero Apache people. Because recreational opportunities are not being emphasized for this potential national historic trail, high potential segments (those segments of a trail that would afford high-quality recreational experiences in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route) were not identified or evaluated in this study.

Financial feasibility must consider the cost of a national historic trail comprehensive management plan, subsequent administrative costs, and the level of partnership involvement. Initial funding for a newly designated trail would go towards developing a comprehensive management plan. In the past, coordinating, writing,

printing, and soliciting public input for the development of such plans for trails has cost between \$300,000 and \$500,000.

A budget would be required for a federal agency to administer the trail. A comparable trail, such as the Trail of Tears National Historic Trail, has an annual operational budget of \$357,800. The Santa Fe National Historic Trail currently operates on an annual budget of \$438,000. This base operating funding supports both staff and services necessary to administer a multi-state national historic trail.

Resource protection and interpretive and educational projects would be funded through a variety of sources other than base operating budgets. Line-item congressional appropriations, fund-raising efforts, and funding authorized by Congress for cost sharing are all methods through which projects have been funded on other trails.

Implementing the selected alternative (other than no action), and subsequent planning and/or administration would depend on future funding and agency priorities. The approval and transmittal of a feasibility study to Congress does not guarantee that funding and staffing needed to implement the proposed alternative would be forthcoming.

The secretary of the interior's primary partners in administering the potential Long Walk National Historic Trail would be the Navajo Nation and the Mescalero Apache Tribe. Other important partners would include New Mexico State Monuments, the Museum of New Mexico, and the communities in Arizona and New Mexico through which the routes passed. The levels of these partners' cooperative involvement with trail administration are expected to be high.

**NOTE: On January 27, 2006, the Navajo Nation Council failed to pass a resolution supporting alternatives 3 and 4 to establish the Navajo Long Walk National Historic Trail. (Alternatives 3 and 4 refer to alternative B establishing two trails, and alternative D establishing a grant program.) The final feasibility study will include correspondence from each tribe regarding a preferred alternative, if one is chosen. These responses will be included in the final study to be transmitted to Congress.**

## **FINDINGS**

**The National Park Service finds that the Long Walk routes fully meet the criteria for**

**national historic trails.** The trail routes were established by historic use and are nationally significant as a result of that use during the period of removal, escape, and return (1862-1868). The trail is nationally significant to American history in that it had far-reaching effects on the American Indian tribes of the southwest, on the economy of the broad southwestern area, and in the government's policies towards American Indians during the second half of the 19th century. The trail has significant potential for historical interest based on historic interpretation and appreciation of the Long Walk events, the routes and incidents of removal, and the continuation of slavery in New Mexico, under a different name, while the nation was fighting a civil war to end slavery.

**Table 1: Requirements of the National Trails System Act and Meeting National Historic Trail Criteria**

The National Trails System Act requires that the feasibility and desirability of designating a national historic trail be evaluated. To qualify as a national historic trail, a trail must meet three criteria (see 11-A, B, C). The act also requires that a feasibility study for designating a national historic trail address the following:

<b>Requirements of the National Trails System Act and Meeting National Historic Trail Criteria</b>	
(1) the proposed route of such trail (including maps and illustrations);	Maps of the Long Walk routes are in this study (see five previous “Long Walk Route sections” maps and discussion).
(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;	Only historic sites having a direct and significant connection to the historic Long Walk events would be considered for public use or be eligible for resource protection assistance. The various Navajo Nation Chapter Houses on the reservation; Navajo Nation Museum in Window Rock, Arizona; and the Mescalero Apache Cultural Center in Mescalero, New Mexico, are examples. Other areas for consideration would be proposed by the tribes or other trail partners. If a national historic trail is designated a management plan would be prepared and would propose specific areas (if any) to be developed adjacent to the trails for the noted purposes. <sup>74</sup>
(3) the characteristics which, in the judgment of the appropriate secretary, make the proposed trail worthy of designation as a national scenic or national historic trail; and in the case of national historic trails the report shall include the recommendation of the secretary of the interior's National Park System Advisory Board as to the national historic significance based on the criteria developed under the Historic Sites Act of 1935 (40 Stat. 666; 16 U.S.C. 461);	The Long Walk routes meet standards of national historic significance based on national historic landmark criteria. The National Park System Advisory Board concurred with the finding of national significance on January 13, 2006.
(4) the current status of landownership and current and potential use along the designated route;	Private landowners constitute most of the landownership in the Long Walk route corridor. Yet there is a substantial amount of land in federal ownership — mainly administered by the Bureau of Land Management and the USDA Forest Service. The Navajo Nation and the Mescalero Apache Tribe also own and administer large tracts of land. Within the federal and tribal lands, and on private lands with owner agreements, there is the potential to mark and interpret historic sites and mark trail routes and segments. On existing roads and highways auto tour routes could be designated and signed. The opportunity for a range of national historic trail experiences could be realized along the designated routes. Predictable land use changes in the next decade, for example at places on the edges of towns and metropolitan areas, may easily diminish the trails corridor's scenic values and historic integrity.

<b>Requirements of the National Trails System Act and Meeting National Historic Trail Criteria</b>	
(5) the estimated cost of acquisition of lands or interest in lands, if any;	Little or no federal land acquisition is anticipated. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the federal government for the trail except with the consent of the owner. Much of the trail is accessible from public rights-of-way and major interpretive locations are on existing tribal, state, or federal lands. And because these events are very sensitive subjects, partner cooperation in developing trail interpretation would be high. Therefore, costs and amounts of interest in the national historic trail would depend on cooperative partnerships among the secretary of the interior, the tribes, private landowners, public land managers, and other entities. Implementing the selected trail designation alternative, and planning and administering that alternative, will depend on future funding and priorities. The approval and transmittal of a feasibility study does not guarantee that funding and staffing needed to implement the proposed alternative will be forthcoming.
(6) the plans for developing and maintaining the trail and the cost thereof;	If designated by Congress, a comprehensive management plan would be prepared for the trail. It would detail the development opportunities along the national historic trail and would provide cost estimates. The development of such a plan would cost between \$300,000 and \$500,000. A budget would be required for a federal agency to administer the trail, within a range of \$300,000 to \$500,000 annually.
(7) the proposed federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);	The secretary of the interior would designate a lead federal administering agency, which would work in partnership with the Navajo Nation and Mescalero Apache Tribe; federal, state, and local agencies; private landowners; and others along the Long Walk routes. Portions of the Long Walk routes cross lands managed by the Bureau of Land Management and the USDA Forest Service. Portions of the Long Walk routes follow the Santa Fe Trail and El Camino Real de Tierra Adentro, which are designated national historic trails (administered/co-administered, respectively, by the National Park Service). Additionally, the National Park Service conducted extensive tribal consultation with the Navajo Nation and the Mescalero Apache Tribe and developed familiarity with the routes and historic resources.
(8) the extent to which a state or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof;	Little or no land acquisition is anticipated (see no. 5 above) for the potential national historic trail. There would be limited or no role for states or other political subdivisions to play in acquiring land. It is expected that the Navajo Nation and Mescalero Apache Tribe; federal, state, and local agencies; private landowners; and others would partner cooperatively with the secretary of the interior in the future administration of a designated national historic trail.

Requirements of the National Trails System Act and Meeting National Historic Trail Criteria	
(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail;	The major use of the lands through which the Long Walk routes pass is agricultural. This includes grazing and timber harvesting. Any estimate of visitor-days would be premature, especially since recreation (unless in the form of remembrance) would not be encouraged. The use of the trail however could span all the months in the year. The socioeconomic analysis in Section 5 projects positive economic benefits from establishment of a national historic trail. The social benefits are in the form of education to the public about the events of the Long Walk and to the tribes from the recognition of their suffering through these events. Because the trail corridor is so small and will not displace any existing uses, alternate land use benefits would be negligible. Operating costs for the trail are anticipated to be \$300,000-\$500,000 per year, with a total of five person-years (includes both volunteers and paid staff in the trail administration).
(10) the anticipated impact of public outdoor recreation use on the preservation of a proposed national historic trail and its related historic and archeological features and settings, including the measures proposed to ensure evaluation and preservation of the values that contribute to their national historic significance;	Recreational use of a potential Long Walk National Historic Trail is not emphasized in this feasibility study due to the sensitivity of the story and the associated resources. If a national historic trail is designated, a comprehensive management plan would be prepared to address the locations and levels of recreational use, if any, and with what qualifiers. However, public historical interest based on historic interpretation and appreciation would be emphasized in a management plan.
(11) To qualify for designation as a national historic trail, a trail must meet all three of the following criteria:	

Requirements of the National Trails System Act and Meeting National Historic Trail Criteria	
(A) It must be a trail or route established by historic use and must be historically significant as a result of that use. The route need not exist as a discernible trail to qualify, but its location must be sufficiently known to permit evaluation of the potential for public recreation and historical interest. A designated trail should generally follow the historic route but may deviate somewhat on occasion of necessity to avoid difficult routing or for more pleasurable recreation.	<p>In late 1862 and early 1863, more than 450 Mescalero Apache were forced to surrender and move from their homelands in the Sacramento Mountains to Bosque Redondo. They followed existing wagon roads from Fort Stanton to the Bosque. Others followed, arriving from the plains of southeastern New Mexico. After their escape the evening of November 3, 1865, the Mescalero Apache scattered by various routes to the Guadalupe and Sacramento mountain areas. These routes are not known.</p> <p>In late summer 1863, and for several years thereafter, thousands of Navajo were forced to surrender and move to Bosque Redondo as well. There were multiple removals of groups of varying sizes. At least four major trips were made in early 1864, as thousands of people were moved in wagons or on foot. They traveled over well-known and established wagon and military roads. The U.S. Army built no new roads specifically to move the Navajo. Most of the captives that assembled at Fort Canby and moved to Old Fort Wingate were then moved east to Albuquerque or Los Pinos following an established wagon road.</p> <p>From there the routes varied to reach the Pecos River, but all generally followed existing roads, including portions of El Camino Real de Tierra Adentro, the Santa Fe Trail, and the Fort Union to Fort Sumner road.</p> <p>Upon their release in 1868, thousands of Navajo were escorted to their homelands, primarily along the road north from Fort Sumner to Bernal, San Jose, Galisteo, San Antonito, Albuquerque, and taking the wagon road to the new Fort Wingate.</p> <p>In conclusion, the Long Walk routes were established by the U.S. Army's repeated use, between 1862 and 1868, of a number of known and documented wagon and military roads, to remove captive Navajo and Mescalero Apache from their homelands and onto the Bosque Redondo Reservation. The routes passed through long-established pueblos and Spanish settlements, and were definable roads used in the historical period. The Navajo people used these same routes for their journey back to their homelands after leaving Bosque Redondo in 1868. The Mescalero Apache escape routes used to return to their homelands in 1865 are not known.</p> <p>If considered separately from the Mescalero Apache, the Navajo routes of removal and return to their homelands are on known and documented wagon and military roads. If considered separately from the Navajo, the Mescalero Apache routes of removal are on known wagon roads. The routes of their 1865 escape to their homelands are not known.</p> <p>Additionally, the Long Walk routes are historically significant as a result of their use for the removal of the Navajo and Mescalero Apache. The journeys taken by tribal members to and from Bosque Redondo have been determined by the National Park Service to be a nationally significant example of Indian removal and relocation, with powerful historical and cultural importance.</p>



Requirements of the National Trails System Act and Meeting National Historic Trail Criteria	
(B) It must be of national significance with respect to any of several broad facets of American history, such as trade and commerce, exploration, migration and settlement, or military campaigns. To qualify as nationally significant, historic use of the trail must have had a far-reaching effect on broad patterns of American culture. Trails significant in the history of native Americans may be included.	<p>Significance statements describe the importance of a trail to U.S. heritage. They describe why the trail and its resources are unique within a broader regional, national, and international context. The potential Long Walk routes are nationally significant with respect to many broad aspects of American military, social, economic, and political history.</p> <p>Two significance conferences, to which the general public was invited, were held in Window Rock, Arizona, and Mescalero, New Mexico, in November and December 2004. Navajo and Mescalero individuals and scholars addressed the national significance. The NPS study team and a group of tribal authorities and independent scholars then met and documented historical themes associated with the routes and their national significance. Statements addressing how the Long Walk events changed the Navajo as a people, and how they changed the Mescalero Apache as a people, were included for consideration.</p> <p>NPS and tribal representatives presented the statements of significance to the National Park System Advisory Board's Landmarks Committee on October 24, 2005, in Washington, D.C. The committee concurred with the study team's finding of national significance. On January 13, 2006, the Advisory Board also concurred that the routes and events of the Long Walk, and the effects on the Navajo and Mescalero Apache people, are of national significance.</p>
<p><i>NOTE: Criterion 11(B) is judged by national historic landmark (NHL) criteria. The historic significance of the potential national historic trail was assessed using criteria applied by the National Historic Landmark Program. This program, established by the Historic Sites Act of 1935, applies criteria to evaluate historic and archeological sites, buildings, and objects for their exceptional value in commemorating or illustrating the history of the United States. Of the six NHL criteria (see appendix E), criteria 1 and 5 are the criteria that apply to properties associated with the Navajo and Mescalero Apache Long Walk removal events. Meeting any one of the six criteria meets qualification requirements. Both criteria are met by the Long Walk.</i></p> <p><i>NHL Criterion 1: Properties that are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represents, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained, or . . . .</i></p> <p><i>NHL Criterion 5: Properties that are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture.</i></p>	

Requirements of the National Trails System Act and Meeting National Historic Trail Criteria	
<p>(C) It must have significant potential for public recreational use or historical interest based on historic interpretation and appreciation. The potential for such use is generally greater along roadless segments developed as historic trails and at historic sites associated with the trail. The presence of recreation potential not related to historic appreciation is not sufficient justification for designation under this category.</p>	<p>The potential Long Walk National Historic Trail has significant potential for public use based on historic interpretation and appreciation. Considering the general public and tribal member audiences, an established national historic trail would foster greater awareness of the events of 1862 to 1868, appreciation for tribal survival, and remembrance of lives lost. There are a number of historic sites and interpretive facilities along the potential trail that would provide opportunities for interpretation and education regarding the common, and the distinct, experiences of the Navajo and Mescalero Apache. Much of the original routes can be identified, and pueblos and communities through which captive tribal members passed still exist.</p> <p>Military forts involved with the removal of both the Navajo and Mescalero Apache, such as Fort Canby/Defiance, Fort Wingate, Fort Union, Fort Sumner, and Fort Stanton, would be placed in the historical context of the overall removal experience, and would be linked to associated sites throughout New Mexico and Arizona. Military forts associated with the distinct Mescalero Apache removal experience include Fort Sumner and Fort Stanton.</p> <p>There are no areas in the national park system that have been established for the purpose of recognizing the Long Walk. However, the potential for interpreting Long Walk events at associated national park system areas, including but not limited to Canyon de Chelly National Monument, Hubbell Trading Post National Historic Site, and Fort Union National Monument, is high — current interpretation could continue or be increased. Interpretation for the distinct Mescalero Apache experience could continue or be increased at Fort Union National Monument. There is only one national historic trail in the National Trails System that has been established to recognize a removal experience — the Cherokee Nation on the Trail of Tears in 1838-1839.</p> <p>Much of the routes followed by the Long Walk captives pass through landscapes that are isolated and have not changed much since the 1860s. There is significant potential for interpreting the integrity, feeling, and cultural values of these landscapes. This potential is greater when interpreting the distinct routes followed by the Mescalero Apache, due to increased isolation and minimal development in southeastern New Mexico.</p> <p>The potential for public recreational use of a national historic trail is not emphasized in this study. Any opportunities for retracing the trail on public lands and rights-of-way would not be provided without accompanying interpretive and educational messages conveying the tragic impacts of the Long Walk events.</p> <p>In conclusion, the potential Long Walk National Historic Trail is sufficiently known and would offer significant potential for public historical interest based on historic interpretation and appreciation. The routes, whether considered for one or two trails, have high degrees of integrity outside major cities and would offer significant opportunities for education about the Navajo and Mescalero Apache people, their lifestyles, their removal experience, and subsequent return to homelands. Interpretation offered at existing museums and visitor facilities located between Navajoland and Fort Sumner, and between Fort Sumner and Mescalero, would provide the historical context of U.S. Army military policy and Indian response to that policy. For members of both tribes, establishment of a single trail or two trails would increase recognition of their common, but in many ways, distinct, removal experience at a national and international level as well as acknowledge their efforts to teach their own young about the pain and the pride of survival in relation to the Long Walk.</p>



### Section 3: THE ALTERNATIVES



# ALTERNATIVES

## INTRODUCTION

This section describes alternatives for the administration, resource management, interpretation, and visitor use of the proposed Long Walk National Historic Trail. The National Park Service conducted scoping and team meetings to develop the alternatives, and met with groups and individuals interested in the trail — city, county, state, and federal agencies; tribal members; tribal council members; Navajo chapter presidents; politicians; historians; potential trail users; natural and cultural resource managers; and tribal historic preservation officers. Also considered were comments received by mail or electronically. (See section 6 for more information on consultation and coordination.)

## ALTERNATIVES

As required by the National Environmental Policy Act (NEPA), the NPS planning process requires the development, analysis, and public review of different solutions, or “alternatives,” for accomplishing planning goals while minimizing negative impacts on the environment. A reasonable range of alternatives must be developed, including a baseline alternative, or “no-action alternative.” This creates a baseline of existing conditions and impacts against which the impacts of the action alternatives can be compared. The action alternatives should examine options for national historic trail designation and potential federal involvement.

The planning team considered three action alternatives: federal designation of two national historic trails, federal designation of one national historic trail, and the provision of a grant program to the tribes without designation of a national historic trail. These action alternatives and the no-action alternative are discussed below.

The implementation of any of these alternatives (other than no action) and subsequent planning

and/or administration would depend on future funding and agency priorities. The approval and transmittal of a feasibility study to Congress does not guarantee that funding and staffing needed to implement the proposed alternative would be forthcoming.

### Alternative A — No Action

Under no action, there would be no federal designation of a national historic trail. Existing actions of agencies, organizations, and individuals relating to interpretation or protection of resources associated with the Long Walk would continue.

Without national historic trail designation, there would not be a single, overarching federal agency directed to help coordinate, interpret, and protect resources and segments of the trail. There would be no coordinated recognition or administration outside of New Mexico and Arizona. National recognition of the events of the Long Walk would continue to occur in a piecemeal fashion.

Existing preservation mechanisms would remain in place, but no new federal actions would be taken to protect other significant resources. Existing trends in development would continue, potentially compromising the integrity of the trail and its associated resources. State, county, and tribal laws for historic preservation and property rights would apply. County and tribal-level planning would continue to balance preservation of historic and cultural resources with the realities of incremental development.

### Alternative B — Two National Historic Trails

Under this alternative, Congress would designate two national historic trails, to commemorate the Mescalero Apache Tribe and Navajo Nation removal events of 1862-1868. The trails would

be named by the respective tribes. The unique removal and return experiences of the Navajo Nation and Mescalero Apache tribe would be emphasized through the dual designations (the designation of one trail would not occur without designation of the other). The distinct tribal settings and individual and family experiences within the broader story of the removal to Bosque Redondo would be highlighted. Emphasis would be placed on the effects of removal on each tribe still being felt today.

Feeder routes into the main removal routes would be designated, as would the removal routes from each tribal area to Bosque Redondo (see alternative B map). The Mescalero Apache escape routes of 1865 would be identified to the extent possible and interpreted, but not designated. For the Navajo, the return routes of 1868 would be designated.

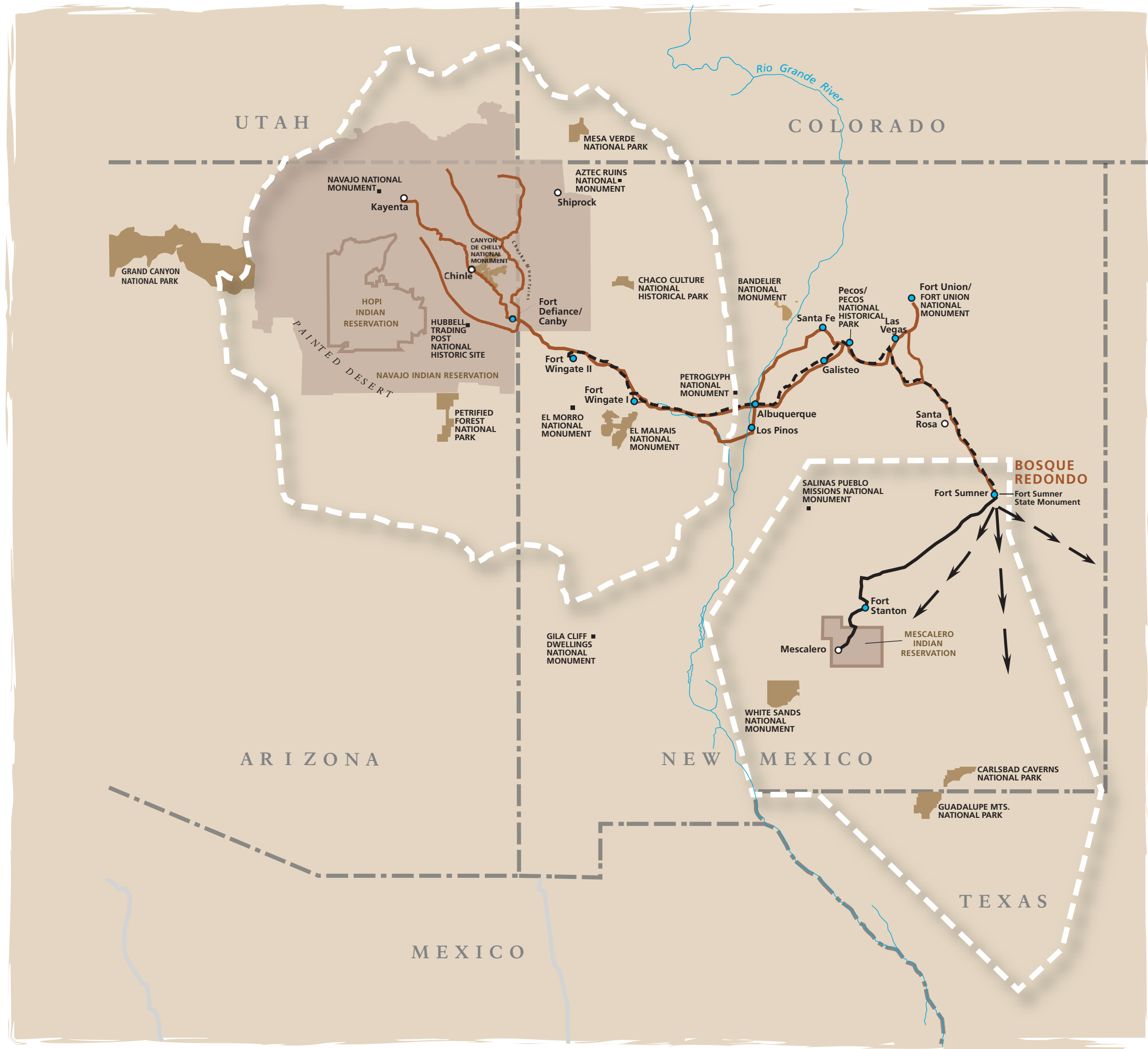
Navajo and Mescalero tribal areas, identified historically through the Indian Claims Commission process, would delineate the general location where removal events took place and where the majority of people lived prior to their surrender or forcible roundup by the U.S. Army. High potential sites (those historic sites related to the route or nearby sites that provide opportunities to interpret the historical significance of the trail during the period of its major use) within these tribal areas would be added to the respective national historic trails as they are identified, without the requirement of congressional approval. Other more distant locations would be identified through interpretation.

Auto tour routes (designated routes of all-weather highways that closely parallel the historic trail routes) would be established along the designated feeder, removal, and return routes. Visitors would have the opportunity to

follow the auto tour routes, visit existing interpretive/cultural centers and museums along the trail's length, and have access to Long Walk-associated sites within both reservations that are open to the public. Protocol regarding visiting and touring on reservations and private lands would be provided.

Expanded opportunities for learning about and appreciating the Long Walk in a historical context would be provided for tribal members, especially youth, as well as the general public. The unique experiences of the Navajo and Mescalero Apache in association with the Long Walk would be emphasized in interpretation and educational programming. Individual and family experiences would be an interpretive focus, along with how the impacts of this historical event still affect tribal members today.

Resource protection would be carried out under tribal laws, and existing preservation laws (both state and federal) as applicable to properties. The secretary of the interior would administer both of the national historic trails through partnerships with private and federal landowners, state and local governments, and others on a strictly voluntary basis to provide a quality visitor experience and effective resource protection. The Navajo Nation and Mescalero Apache Tribe would be primary partners. A comprehensive management plan would be undertaken, a process involving the tribes, federal, state and local agencies, landowners, and site managers. The plan would outline resource protection, interpretation, and administration of the trails. An advisory council could be appointed per the National Trails System Act, if appropriate. Cooperative agreements would outline strategies for partners to accomplish national historic trail goals.



ONE NATIONAL HISTORIC TRAIL

- NAVAJO FEEDER AND  
MAIN REMOVAL ROUTES
- NAVAJO RETURN ROUTE

ONE NATIONAL HISTORIC TRAIL

- MESCALERO APACHE FEEDER  
AND REMOVAL ROUTE
- MESCALERO APACHE  
ESCAPE ROUTES

- HISTORIC TOWN / FORT
- NONHISTORIC TOWN
- ABORIGINAL  
LAND CLAIM BOUNDARY



**ALTERNATIVE B**  
LONG WALK NATIONAL HISTORIC TRAIL  
FEASIBILITY STUDY  
United States Department of the Interior  
National Park Service

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## **Alternative C — One National Historic Trail**

Under this alternative, Congress would designate one national historic trail that would include the known Mescalero Apache and Navajo removal routes to Bosque Redondo (see alternative C map). This trail would have one name, such as “Long Walk” or another to be determined through consultation with the tribes. Only the main routes of removal would be designated, i.e., Fort Stanton to Bosque Redondo and Canyon de Chelly to Bosque Redondo.

The contextual history (common removal experiences) of the Navajo and Mescalero Apache tribes would be emphasized in interpretation, as opposed to their distinctive experiences.

Visitors would have the opportunity to follow an identified auto tour route established along the designated removal routes, visit existing interpretive/cultural centers and museums, and have access to Long Walk-associated sites that are open to the public within both reservations. Protocol regarding visiting and touring on reservations and private lands would be provided.

Resource protection would be carried out under tribal laws and existing preservation laws (both state and federal) as applicable to properties.

The secretary of the interior would administer the national historic trail through partnerships with private and federal landowners, state and local governments, and others on a strictly voluntary basis for resource protection, visitor experience, and interpretation/education. The Navajo Nation and Mescalero Apache Tribe would be primary partners. A comprehensive management plan would be undertaken, a process that would involve the tribes, federal, state and local agencies, landowners, and site managers. The plan would outline resource protection, interpretation, and administration of the trail. An advisory council could be appointed per the National Trails System Act, if

appropriate. Cooperative agreements would outline strategies for partners to accomplish national historic trail goals.

## **Alternative D — Grant Program**

Under alternative D, a national historic trail would not be designated. Congress would provide a grant program focusing on resource protection on tribal lands and on interpretation/education projects. It would be based on the Historic Preservation Fund Grants to Indian Tribes, Alaskan Natives, and Native Hawaiian Organizations. All decisions about strategy, level of protection, etc., would be made by the tribes. Some of the grant funding could support staffing to administer the program and implement this alternative. Congress would appropriate funding for the grant program, which would be applied to Long Walk-related resource preservation and interpretation/education projects on tribal lands.

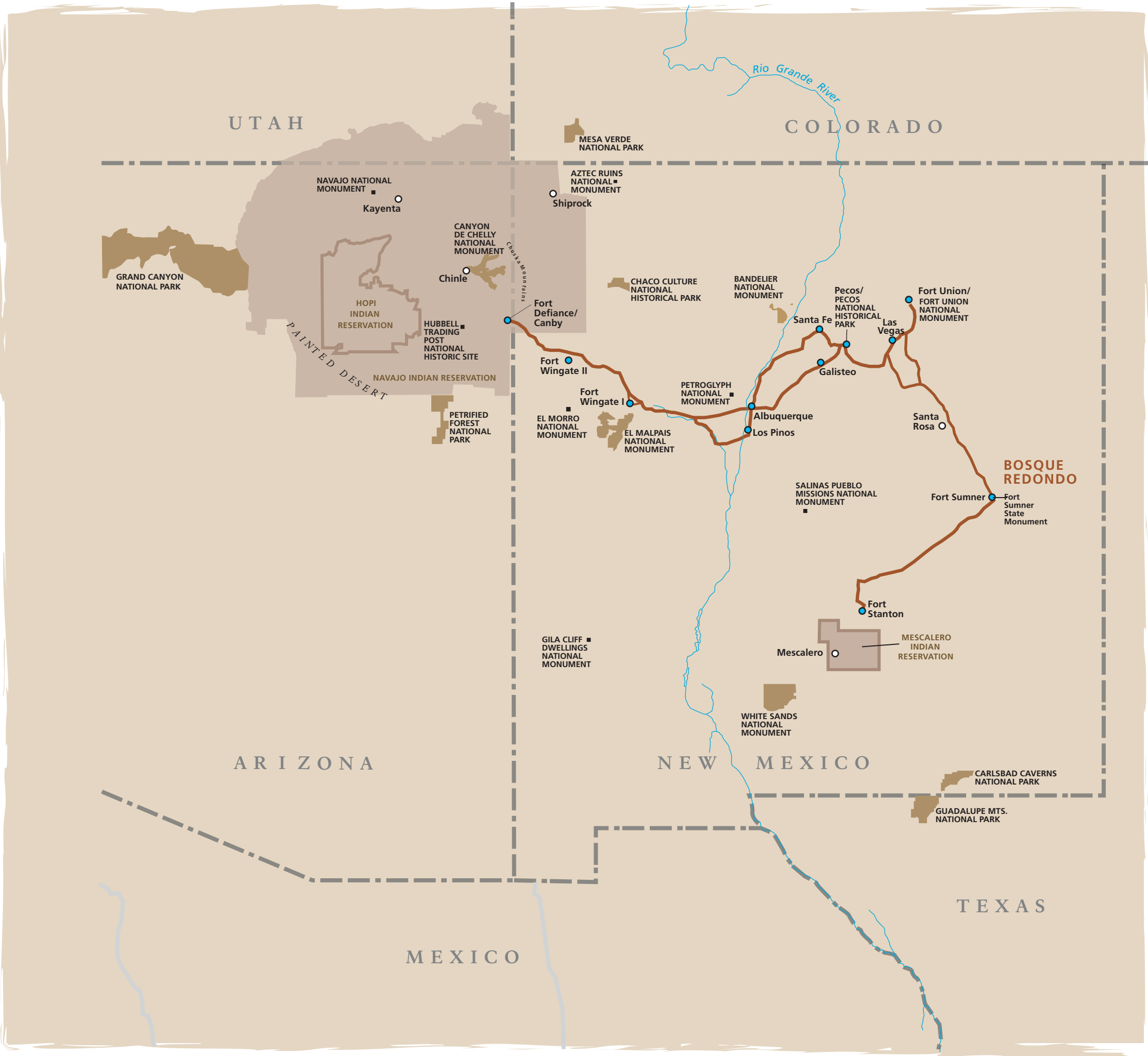
## **ALTERNATIVES CONSIDERED BUT ELIMINATED FROM DETAILED STUDY**

No additional alternatives were identified or considered by the public or study team.

## **HOW THE ACTION ALTERNATIVES MEET THE PURPOSE OF THE STUDY**

The purpose of the study is to evaluate the suitability and feasibility of designating the Long Walk as a national historic trail. Alternatives B and C meet this purpose by proposing designation of two (alternative B) or one (alternative C) national historic trail. Alternative D has some of the same benefits that adding the trail to the trails system would have, but these benefits would only be on or relate to tribal lands. Therefore, alternative D only partly meets the purpose of this study.





ONE NATIONAL HISTORIC TRAIL

NAVAJO AND MESCALERO  
APACHE MAIN  
REMOVAL ROUTES

HISTORIC TOWN / FORT  
NONHISTORIC TOWN



ALTERNATIVE C  
LONG WALK NATIONAL HISTORIC TRAIL  
FEASIBILITY STUDY  
United States Department of the Interior  
National Park Service  
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## ENVIRONMENTALLY PREFERABLE ALTERNATIVE

The National Park Service Director's Order 12 (Section 2.7) requires that an environmental impact statement identify an environmentally preferable alternative. The Council on Environmental Quality defines the environmentally preferable alternative as "the alternative that will promote the national environmental policy as expressed in the national Environmental Policy Act's Section 101." Section 101 of the National Environmental Policy Act states that it is the continuing responsibility of the federal government to...

- 1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- 2) assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
- 3) attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
- 4) preserve important historic cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity, and variety of individual choice;

- 5) achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
- 6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

Alternative A, the no-action alternative, realizes that existing conditions along the length of the historic routes would continue. No national historic trail would be designated, and no federal lead agency would be designated to encourage preservation of Long Walk-related historic properties and natural areas along the study routes. This alternative, therefore, does not fully meet criteria 1, 3, 4, and 5.

Alternative C is the environmentally preferable alternative. Alternative C meets criteria 2, 5, and 6 to the extent of alternatives B and D. Alternative C meets criteria 1 and 4 by encouraging environmental and historical resource preservation along the trail corridor to the same extent as alternative B. Alternative C would more fully meet criterion 3 by allowing a more diverse range of visitor enjoyment without risk to public health or safety.

**Table 2: Comparison of Alternatives**

	<b>Alternative A – No Action</b>	<b>Alternative B – Two National Historic Trails</b>	<b>Alternative C – One National Historic Trail</b>	<b>Alternative D – Grant Program</b>
<b>Concept</b>	A national historic trail is not designated, and no federal government action would occur. Any extant resource protection or interpretation and education programs would continue.	Two national historic trails would be designated (not one without the other). Each would commemorate the distinctive Navajo and Mescalero Apache removal experiences.	A single national historic trail would be designated to commemorate the overall Navajo and Mescalero Apache removal experience.	A national historic trail would not be designated. Tribes would be eligible for a grant program for resource protection on tribal lands and for theme-related interpretation and education projects.
<b>Routes</b>	Routes would not be identified or interpreted by the federal government.	Feeder and removal routes leading to and from Bosque Redondo for both tribes would be designated. Return routes of the Navajo would be designated. Escape routes of the Mescalero Apache would be identified to the extent possible and interpreted, but not designated.	Main removal routes leading to Bosque Redondo would be designated.	Routes would not be of importance.
<b>Administration</b>	Piecemeal administration would continue.	The two national historic trails would be administered by the secretary of the interior through partnerships, primarily with the Navajo Nation and Mescalero Apache Tribe. Formal and informal partnership agreements would be developed. A comprehensive management plan would be developed.	The national historic trail would be administered by the secretary of the interior through partnerships, primarily with the Navajo Nation and Mescalero Apache Tribe. Formal and informal partnership agreements would be developed. A comprehensive management plan would be developed.	Tribes would administer the grant program.
<b>Visitor Experience</b>	Visitor experience would be limited to existing interpretation and education programs and activities.	New visitor experience opportunities (of respectful nature) would be developed through coordinated partnerships and federal administration. Auto tour routes would be designated for both trails. Visitor etiquette in Indian Country would be communicated.	New visitor experience opportunities (of respectful nature) would be developed through coordinated partnerships and federal administration. An auto tour route would be designated. Visitor etiquette in Indian Country would be communicated.	Tribes would determine extent and nature of visitor experience.

Table 2: Comparison of Alternatives

	Alternative A – No Action	Alternative B – Two National Historic Trails	Alternative C – One National Historic Trail	Alternative D – Grant Program
<b>Interpretive Emphasis and Programming</b>	Existing interpretation and education programs at museums and visitor centers would continue.	Interpretation and education programs would emphasize the distinctive removal experiences of each tribe. Individual stories and effects of removal still felt today would be emphasized. A management plan would identify themes and provide for coordinated interpretation.	Interpretation and education programs would emphasize the overall removal experiences common to both tribes. A management plan would identify themes and provide for coordinated interpretation.	Tribes would determine extent and nature of new interpretive and educational media and programs.
<b>Resource Protection</b>	Existing federal, state, and tribal laws would be enforced.	Existing federal, state, and tribal laws would be enforced. The administering agency, in partnership with the tribes, federal and state and local agencies, would develop a comprehensive management plan that identifies sites supporting public access and interpretation and resource protection strategies.	Same as alternative B.	Not applicable.

**Table 3: Comparison of Impacts**

	<b>Alternative A – No Action</b>	<b>Alternative B – Two National Historic Trails</b>	<b>Alternative C – One National Historic Trail</b>	<b>Alternative D – Grant Program</b>
<b>Archeological and Ethnographic Resources</b>	A national historic trail would not be designated and a comprehensive management plan would not be prepared by the federal government. There would be no survey and inventory of resources. Sites and ethnographic resources could be lost along with cultural heritage. Unknown sites/ethnographic resources would remain protected from illegal collection but could deteriorate through natural processes. Incremental development on private land could harm important resources. There would be a negligible effect on these resources.	A comprehensive management plan would be prepared. Resource inventories would be completed, and strategies would be defined for resource preservation. Trail administration would be partnership between the administering agency, the tribes, and others. Visitation might be higher than in other alternatives. More resources might be impacted due to higher visitation; on the other hand, resources might be better protected due to increased awareness. There would be a minor long-term negligible beneficial effect on these resources.	A comprehensive management plan would be prepared. Impacts would be similar to alternative B, with potentially less visitation because fewer trail resources would be identified. Sites might receive less protection because interpretation would be more general. There would be a minor long-term negligible beneficial effect on these resources.	A comprehensive management plan would not be prepared. Tribes would inventory only resources on their reservations. There would be no overall context to the events of the Long Walk given. Identified resources could receive funds for protection, identification, and interpretation. There would be a minor long-term negligible beneficial effect on these resources.
<b>Vegetation and Soils</b>	No actions would be taken that would alter area vegetation or soils. There would be a negligible effect on these resources.	These resources could benefit from greater protection provided by a management plan, and small-scale construction projects would require measures to minimize impacts of construction. There would be a long-term negligible effect on these resources.	The effects of this alternative would be similar to alternative B, but effects would occur at fewer sites over a smaller area. A comprehensive management plan would be prepared. Effects on vegetation and soils would not exceed minor intensities, and long-term impacts would be negligible.	As in alternative B, projects could involve some small-scale construction. A comprehensive management plan would not be prepared. Effects on vegetation and soils would not exceed minor intensities, and long-term effects would be negligible.



Table 3: Comparison of Impacts

	Alternative A – No Action	Alternative B – Two National Historic Trails	Alternative C – One National Historic Trail	Alternative D – Grant Program
<b>Socioeconomic Environment and Visitor Use</b>	<p>No changes in the socioeconomic environment and communities or land use trends would be expected under this alternative. Alternative A would have a negligible effect on visitor use and experience. It would not include any new opportunities for visitors or tribal members to become familiar with and appreciate the history of or conditions that were associated Long Walk. Learning opportunities would be limited. There would be negligible effects on the socioeconomic environment and visitor use.</p>	<p>Designation of the trails, coordinated trail-related visitor services, and implementation of auto tour routes might lead to increased visitation and associated increased revenues on the local economy. Efforts to develop, maintain, and administer the trail would create new localized spending, although minor. There would be negligible effects on land values near the project corridor. Local governments might prohibit incompatible development and would otherwise impact trail resources, which might adversely affect landowners and developers. However, property values of owners of local trail segments might increase. Also, there might be adverse impacts on adjacent property values because of increased visitor activities. Effects on socioeconomic conditions would be beneficial and minor.</p> <p>Users would benefit from increased interpretive and educational opportunities and the development of the auto tour routes. Effects on visitor use would be beneficial, long term, and moderate.</p>	<p>Effects of this alternative would be similar to alternative B, but somewhat less because only one trail and fewer routes would be designated. Effects on socioeconomic conditions would be beneficial and minor. Effects on visitor use would be beneficial, long term, and moderate.</p>	<p>Under this alternative, socioeconomic effects would be experienced on tribal lands only. Administration of the grant program could provide some local economic stimulus in terms of jobs and increase in tourism revenues. Effects would be minor in intensity.</p> <p>Projects would include interpretation/education programs and resource protection on tribal lands — a tribal audience more than the general public. Because of the smaller geographic area and more limited audience, effects on visitor use would be long term, beneficial, and minor.</p>





**Section 4:  
AFFECTED  
ENVIRONMENT**



# INTRODUCTION

This section describes the existing environmental conditions along the trail routes. It provides the descriptive information necessary to understand current conditions and the context for comparing potential impacts caused by implementing each alternative.

The potential Long Walk National Historic Trail is comprised of approximately 1,350 miles of land routes. The area of the trail routes falls in New Mexico and Arizona. The jurisdictions in the area include the Arizona counties of Apache, Navajo, and Coconino, and the New Mexico counties of San Juan, McKinley, Cibola, Valencia, Sandoval, Bernalillo, Santa Fe, San Miguel, Guadalupe, De Baca, Lincoln, Chaves, and Otero.

In general, the Navajo and Mescalero Apache view their existence on Mother Earth as part of a harmonious whole environment — an ecosystem — that provides their food and materials to continue their traditional, social, cultural, and economic existence. Thus, their cultural legacy/presence transcends without separating what is defined as cultural and natural. Since time immemorial, they have existed within the natural world realm of water and land associations — and that is the basis of the survival of their community, their families, and their cultural heritage. This is their legacy of survival as Indian people. To not recognize this can be viewed as ethnocentric.

The tribes' perspectives are seen/understood in a broader context that connects tradition and interdependence within the surrounding world environmental ecosystem, and within that continues the dynamics of the evolution of culture from the past, to the present, and into the future. There really is no separation between cultural and natural resources. They are inseparable in that the tribes specify that all that is of this earth and beyond is sacred and related. Indian people view archeological and natural resources as having cultural integrity value to them. Accordingly, the tribes protect and

preserve their environment, their ecosystem. They believe it is their sovereign right and traditional responsibility within their current tribal landholdings, and they also maintain that this sovereign right and traditional responsibility extends beyond what is their claimed historic land domain; i.e., land that is now under ownership by federal, state, local, and private entities, and even extends to the landholdings of other tribes.

Although the Navajo and the Mescalero Apache have commonalities as Indian people, they each have cultural heritage values and needs that are unique to and of themselves. Consequently, their perspectives on preservation of their cultural heritage differ in character from other American preservation programs.

Historic preservation programs as carried out by federal agencies, state and tribal historic preservation offices, etc., incorporate key concepts such as historic properties, which are defined by law, regulations, and policy and are generally understood by them and by most of their non-Indian constituents. Within federal law, historic properties can best be characterized in the National Historic Preservation Act as a traditional cultural property (TCP). As defined in the *National Register Bulletin, Guidelines for Evaluating and Documenting Traditional Cultural Properties, 1990; Revised 1992 and 1998*: a traditional cultural property can be defined generally as one that is eligible for inclusion in the national register because of its association with cultural practices or beliefs of a living community that (a) are rooted in that community's history and (b) are important in maintaining the continuing cultural identity of the community. A traditional cultural property example given by the Navajo is

where there was an Enemyway Ceremony for a patient done at a certain location, afterward of the ceremony, as time went by the arbor structure deteriorated but the integrity of the blessings, prayers, and songs done for/on a

patient at this particular site is valued by the patient's family and clan. The family would care for, preserve, and protect the site for the continued well-being of the patient. Thus, that place is considered a traditional cultural property.

An example of a traditional cultural property for the Mescalero is

where a Coming of Age Feast is held, the grounds are blessed, a cooking arbor and the "Big Teepee" are constructed for the ceremony. The ceremony is held; part of which includes the Gahe dancing for four days. As part of the ceremony, the Big Teepee is taken down as the girl becomes a woman. When the ceremony is completed, the cooking arbor is also taken down and all evidence of the ceremony is removed. Although nothing physical remains, that area still holds importance to the people. The blessings, prayers, and power that had taken place there is still present. This area is sacred to the people, it is respected, honored, and preserved. This place would be considered a traditional cultural property.

A traditional cultural property can also be with tangible or intangible properties, e.g., an

archeological or petroglyph site, a mountain top, a cave, a river or spring, a lightning-struck tree, the wind, stars, rainbow, clouds.

In summation —

In the perspectives and philosophies of western world thinking, land resources are preserved and protected as having separate and distinct qualities. They are defined and managed with contextual qualities as natural, cultural, archeological, historical, etc. Objectively, they are managed by mixed entities (federal, state, local, and private) within their own contextual makeup.

The tribal perspective of the cultural and natural is a holistic one where the past lives on in the present and will continue into the future in the form of land, water, trees, animals, birds, rocks, humans — living and dead — and man-made objects. There is no separation between what is termed as "cultural" and what is "natural." All are instilled with vital and sacred qualities that form the essence of spiritual, ceremonial, political, social, and economic stability of today's American Indian, including the Navajo and the Mescalero Apache. Importantly, all of this is the means of maintaining their families and communities.

# CULTURAL RESOURCES

## INTRODUCTION

There are 14 national park system units in the area of the Long Walk routes. Units that are relevant to the events under study are in Arizona (Canyon de Chelly National Monument, Grand Canyon National Park, Wupatki National Monument, Navajo National Monument, and Hubbell Trading Post National Historic Site) and in New Mexico (Fort Union National Monument, Pecos National Historical Park, and El Malpais National Monument).

There are 39 national historic landmarks in Arizona and 42 in New Mexico, only a few of which relate directly to the Long Walk. There are numerous properties on the National Register of Historic Places. A small number of these relate in some manner to the events of the Long Walk.

## ARCHEOLOGICAL, AND ETHNOGRAPHIC RESOURCES (INCLUDING NATURAL RESOURCES)

Although there has been no comprehensive survey completed for these resources, a literature search of the Long Walk historical material was made in addition to interviews conducted by the Navajo Nation and the Mescalero Apache Tribe in relation to Long Walk events, sites, and

places. The following preliminary list (see table 4) contains potential archeological, historic, and ethnographic resources, and sacred sites. Identified are resources related to the routes and events of the Long Walk, which include sites where people hid from the army to avoid being taken to the Bosque Redondo Reservation, the reservation itself, places along the routes where specific incidents took place, home sites where Navajo and Mescalero Apache families were attacked by the military, and towns the groups of Indian prisoners passed through on the way to the Bosque. The list has been compiled from a number of sources including tribal interviews, information from the Archeology Departments of Mescalero Apache and the Navajo Nation, information from the military correspondence of the 1860s, and Navajo and New Mexico place-names books. If a national historic trail is designated, the sites listed in table 4 would form a preliminary list of high potential sites (those historic sites related to the route or nearby sites that provide opportunities to interpret the historical significance of the trail during the period of its major use). They are listed alphabetically by state. Some are general locations only due to the sensitive and in some cases sacred nature of the areas. Only those sites that the tribes have reviewed and approved are contained in the table below.

**Table 4: Preliminary High Potential Sites Related to the Routes and Events of the Long Walk**

All high potential sites in Arizona are associated with Navajo Long Walk events. Sites in New Mexico are related to Navajo Long Walk events, unless indicated as associated with Mescalero Apache, or to both tribes.

ARIZONA	NEW MEXICO
<p><b>Black Mesa or "Black Streak Mountain"</b> (<i>Dzilitjiiin</i>, "Mountain which Appears Black" or "Mountain that Extends Black"), Apache and Navajo counties, Arizona.</p> <p><b>Black Rock</b> (<i>Ch4zhin7</i> or <i>Ts4zhin7</i>, "Traprock"), Apache County, Arizona.</p>	<p><b>Alamo</b> (Navajo Reservation) (also Puertocito), (<i>T'iistoh</i>, "Big Cottonwood Tree"), Socorro County, New Mexico.</p> <p><b>Alamo Cañon</b>, Otero County, New Mexico. [Mescalero Apache]</p> <p><b>Albuquerque</b> (<i>Bee'el77Idahsinil</i>, "At the Place of the Bell Peals"), Bernalillo County, New Mexico.</p>
<p><b>Bonito Canyon</b> (<i>Ts4hootsoo7</i>, "Green Place Between the Rocks"), Apache County, Arizona.</p>	<p><b>Bonito River</b>, East of Fort Stanton to Lincoln. Lincoln County, New Mexico. [Mescalero Apache]</p>
<p><b>Canyon de Chelly</b>, (<i>Ts4yi'</i>, "Canyon," or <i>Ts4yi' E'tso</i>, "Big Canyon"). Canyon de Chelly National Monument (National Register of Historic Places, NPS administration), Apache County, Arizona.</p>	<p><b>Tohajilee/Cañoncito</b> (<i>T0 Hajjileeh4</i>, "Where Water is Drawn Up Out"), Bernalillo and Cibola counties, New Mexico.</p>
<p><b>Chinle</b> (<i>Ch'7n7l9</i>, "Water Outlet"), Apache County, Arizona.</p>	<p><b>Capitan Mountains</b>, Lincoln County, New Mexico. [Mescalero Apache]</p>
<p><b>Cienega Amarilla</b>, Apache County, Arizona.</p>	<p><b>Cebolleta, also known as Seboyeta</b> (<i>T7'ohchin</i>, "Wild Onions"), Cibola County, New Mexico.</p>
<p><b>Fort Canby</b>, July 28, 1863 – October 20, 1864. <b>Fort Defiance</b>, September 18, 1851 – May 1861, (<i>Ts4hootsoo7</i>, "Meadow in between the Rocks"), Apache County, Arizona.</p>	<p><b>Cubero</b> (<i>Ts4k'iz T0h7</i>, "Water in the Crevice"), Cibola County, New Mexico.</p> <p><b>Dog Cañon</b>, Otero County, New Mexico. [Mescalero Apache]</p>
<p><b>Grand Canyon</b> (<i>Bid11' Ha'azt'i'</i>, "Railroad Ends"), Grand Canyon National Park (World Heritage Site, NPS administration), Coconino County, Arizona.</p>	<p><b>Fort Stanton</b>, March 1855 – August 1896. (National Register of Historic Places, State of New Mexico and Bureau of Land Management administration), Lincoln County, New Mexico. [Mescalero Apache]</p>
<p><b>Hubbell Trading Post</b> (<i>L0k'aahteel</i>, "Wide Band of Reeds up at an Elevation"). Hubbell Trading Post National Historic Site (National Historic Landmark, NPS administration), Apache County, Arizona.</p>	<p><b>Fort Sumner</b>, November 1862 – June 1869 (<i>Hw4eldi</i>) Fort Sumner Ruins (National Register of Historic Places). Fort Sumner State Monument (State of New Mexico administration), De Baca County, New Mexico. [Navajo and Mescalero Apache]</p>
<p><b>Kayenta</b> (<i>T0 D7n4eshzhee'</i>, "Fringed Water" or "Fingers of Water"), Navajo County, Arizona.</p> <p><b>Kinlichee</b> (<i>Kin dah'lich'i'</i>, "Red House in the Distance"), Pueblo Colorado, Apache County, Arizona.</p>	<p><b>Fort Union</b>, July 1851 – April 1891 (Navajo: Uncertain). Fort Union National Monument (National Register of Historic Places, NPS administration), Mora County, New Mexico.</p>



Table 4: Preliminary High Potential Sites Related to the Routes and Events of the Long Walk

ARIZONA	NEW MEXICO
<p><b>Mormon Lake</b> (<i>Be'el'id Hoteel</i>, "Wide Lake"), Coconino County, Arizona.</p> <p><b>Navajo Mountain</b> (<i>Naatsis'In</i>, different possible meanings), San Juan County and Navajo County, Arizona.</p> <p><b>Navajo National Monument</b> (<i>Bitl'ahkin</i>, "House on a Rock Ledge") (NPS Administration), Coconino and Navajo counties, Arizona.</p>	<p><b>Fort Wingate</b>. There are two Fort Wingates – "Old" (I) and "New" (II) in New Mexico. <b>Fort Wingate I</b>, October 22, 1862 – June 1868, Cibola County, New Mexico. <b>Fort Wingate II</b>, June 1868 – Present, (<i>Shash Bitoo</i>, "Bear Spring"), built at the site of <b>Fort Fauntleroy</b>, August 31, 1860 – September 1861, and <b>Fort Lyon</b>, September 1861 – November 1861. McKinley County, New Mexico.</p>
<p><b>St. Johns</b> (<i>Ts4zhin Deez'In</i>?, "Ridge that Runs Out to a Point"), Apache County, Arizona.</p> <p><b>Shonto</b> (<i>Sh33't0h7</i>?, "Spring on the Sunny Side"), Navajo County, Arizona.</p> <p><b>Show Low</b> (Navajo: Uncertain), Navajo County, Arizona.</p> <p><b>Sierra Escudilla</b>, Apache County, Arizona.</p> <p><b>Tsedaatah Canyon</b> (<i>Ts4d11'tah</i>, "Among the Cliff Edges"), Apache County, Arizona.</p>	<p><b>Gallinas Spring</b>, (Cement Spring), Cibola National Forest, Lincoln County, New Mexico. [Mescalero Apache]</p> <p><b>Guadalupe Mountains</b>, Eddy and Otero counties, New Mexico. [Mescalero Apache]</p> <p><b>Hatch's Ranch</b>, (Army Post November 1856 – November 1862), San Miguel County, New Mexico.</p> <p><b>Jemez Pueblo</b> (<i>M2'ii DeesJgizh</i>, "Coyote Pass"), Sandoval County, New Mexico.</p>
<p><b>Wheatfields</b> (<i>T0 Dz3'1</i>, "Strip of Water Extending Away into the Distance"), Apache County, Arizona.</p> <p><b>Wupatki National Monument</b>, (<i>Anaas1z7Bikin</i>, "Anasazi House," or Alien Ancestor's House"). Wupatki National Monument (National Register of Historic Places, NPS administration), Coconino County, Arizona.</p>	<p><b>Isleta Pueblo</b> (<i>Naatooha</i>, "River Enemy"), Bernalillo County, New Mexico.</p> <p><b>Kozlowski's Ranch</b>, Pecos National Historical Park, (NPS administration), San Miguel County, New Mexico.</p> <p><b>Laguna Pueblo</b> (<i>T0 { In7</i>, "Much Water"), Cibola County, New Mexico.</p> <p><b>Los Pinos</b> (Bosque Farms), Valencia County, New Mexico.</p> <p><b>Mount Taylor</b> (<i>Tsoodzil</i>, "Turquoise Mountain" or "Blue Bead Mountain."), Cibola County, New Mexico.</p> <p><b>Mescalero Apache Indian Reservation</b>, Otero County, New Mexico. [Mescalero Apache]</p>
	<p><b>Pajarito (Rock) Spring</b>, Lincoln County, New Mexico. [Mescalero Apache]</p> <p><b>Patos Spring</b>, Lincoln County, New Mexico. [Mescalero Apache]</p> <p><b>Pecos River</b>, Chaves, De Baca, and Eddy counties, New Mexico. [Navajo and Mescalero Apache]</p> <p><b>Penasco River</b>, Otero County, New Mexico. [Mescalero Apache]</p> <p><b>Ramah</b> (Navajo Reservation) (<i>Tl'ohchin7</i>, "Wild Onions"), Cibola and McKinley counties, New Mexico.</p> <p><b>Rock Springs</b> (<i>Ch4ch' izhi</i>, "Rough Rock"; more recently, <i>Ts4yaat0</i>, "Spring Under the Rock,") McKinley County, New Mexico.</p>

ARIZONA	NEW MEXICO
	<p><b>Roswell</b> (Bosque Grande), Chaves County, New Mexico. [Mescalero Apache]</p> <p><b>Sacramento Mountains</b>, Otero County, New Mexico. [Mescalero Apache]</p> <p><b>San Jose</b>, San Miguel County, New Mexico.</p> <p><b>Sandia Mountains</b> (<i>Dził N11yis7</i>, “Mountain that Revolves”), Bernalillo and Sandoval counties, New Mexico.</p> <p><b>Sandia Pueblo</b> (<i>Kin ʔigaa7</i>, “White House”), Cibola County, New Mexico.</p> <p><b>Santa Fe</b> (<i>Yoot0</i>, “Bead Water”), Santa Fe County, New Mexico.</p> <p><b>Sierra Blanca Peak</b>, Otero County, New Mexico. [Mescalero Apache]</p> <p><b>Tijeras</b>, Bernalillo County, New Mexico.</p> <p><b>Yeso Draw</b>, De Baca County, New Mexico. [Mescalero Apache]</p> <p><b>Zuni Pueblo</b> (<i>Naasht’ezh7</i>, “Marked about with Charcoal”), McKinley County, New Mexico.</p>

# NATURAL RESOURCES

## SOILS

Soils in the region are varied but well correlated with the different plant communities. Semidesert (northern New Mexico and northern Arizona) and Chihuahuan (southern New Mexico) areas are characterized primarily by two soil orders — entisols and aridisols. Entisols are soils of recent development with no or poorly developed soil horizons or layers. They commonly occur along the floodplains of major streams, outwash plains that receive new deposits of alluvium at frequent intervals, or in areas subject to erosion, such as steep slopes.

Aridisols are abundant throughout the area and consist of dry, high-pH, sometimes calcic, sodic, or saline desert soils. They remain dry for long periods and are characterized by plant cover that is adapted to low soil moistures for prolonged periods.

Soils of the eastern and southeastern New Mexico grasslands are almost entirely Mollisols, which are typical of the Great Plains and the western states. Soils of this order drain freely, have high fertility, near-neutral pH, have topsoil that is high in dark organic matter, and have excellent structure for cultivation. These soils occur in New Mexico but not in northeastern Arizona.

In the mountainous portions along the trail routes in New Mexico and eastern Arizona, soil orders occur in zones corresponding to vegetation, ranging from Mollisols and Alfisols in the montane zone to Aridisols in the foothill zone. In addition, because of steep slopes and recent glaciation, there are areas of Inceptisols.

Alfisols consist usually of mixed forest or mountain grassland soils having distinct horizons, neutral to slightly acidic pH, a subsoil layer high in clay and nutrients, and relatively high fertility for crop cultivation. They are relatively limited in distribution in the region.

Inceptisols consist of young soils with weak horizontal differentiation. They are relatively limited in distribution. They drain readily and support coniferous forest, shrub, and grassland vegetation.

## VEGETATION

Vegetation in the region ranges from desert grassland near Fort Sumner to mixed conifer forests at higher elevations. Vegetation resource and conditions vary noticeably along the 1,350-mile route due primarily to differences in elevation, moisture regimes, soil conditions, slope orientation, and annual temperature regimes. Segments of the routes reflect substantial changes in the natural plant assemblages and compositions from agricultural, ranching, urban, and rural development.

Vegetation is dominated by plant communities that have adapted to relatively low annual precipitation, relatively high summer temperatures, and extremes in soil moisture and fertility — all factors that shape the presence and appearance of the dominant biotic and vegetation communities.

Vegetation resources are characterized by the biotic communities of the Colorado Plateau. The most common and readily apparent vegetation communities between 3,500 and 8,500 feet in elevation include semidesert and plains grasslands, desert scrub, pinyon-juniper woodlands, and montane (mountain) scrub.

Below 6,000 feet in the cool, temperate region of northern Arizona and northwestern New Mexico, several different types of native grasslands were once common. The two most dominant were a Great Basin grassland, typical of the more western, central, and northern regions, and a Plains grassland, which is confined to the southeastern part of the region.

Semidesert grasslands occur between 3,000 and 6,000 feet in the warmer portions of the region. This landscape is dominated by perennial grasses and shrubs that lie between desert scrub at lower elevations and either plains grasslands or pinyon-juniper communities at higher elevations.

Pinyon-pine and juniper woodlands are widespread on the Colorado Plateau between about 5,000 feet to 7,000 feet in elevation. Colorado pinyon pine (*Pinus edulis*) is the most common pine species in this woodland type, and Utah juniper (*Juniperus osteosperma*) is the most common juniper.

Montane or mountain scrub communities occur generally at elevations of 6,000 to nearly 8,000 feet. They occur most commonly in the central and northern parts of the region, and usually replace ponderosa pine or mixed-conifer forests.

Forests of ponderosa pine (*Pinus ponderosa*) cover many of the higher mesas and mountains of the Colorado Plateau from 6,000 feet to about 8,000 feet in elevation.

Mixed-conifer forests generally occur at about 8,000 feet to 10,000 feet in elevation where annual precipitation is from 25 to 30 inches annually. In contrast to the ponderosa pine forest growing at slightly lower elevations, the mixed-conifer forest is comparatively lush and much more diverse.

Riparian forests or woodlands occur at the interface between wet and dry systems and are defined by the plant species that inhabit them. Riparian plants depend on an intact hydrological regime where groundwater is maintained and natural surface flows occur. Riparian zones are usually narrow, often following relatively steep stream channels in restricted valleys. Riparian vegetation once covered hundreds of miles along desert and mountain rivers. Now many of these locations have been substantially altered or eliminated by agricultural and residential development. Besides forested riparian communities, there are riparian shrublands, marshlands, and grasslands. These plant communities were found across a broad elevation spectrum, from high wet meadows of montane and alpine areas, to tree-banked streams, to marshes of the floodplains-plains riparian ecosystems.

## SOCIOECONOMIC CONDITIONS

The proposed project could potentially affect 13 counties in New Mexico and three counties in Arizona. These counties comprise the economic study area (ESA) and form the basis for the following socioeconomic profile for the area of the potential national historic trail.

Table 5 provides details on county-by-county population growth along with their respective growth trends. The table also provides 2000 employment and income data by county.

### POPULATION

The area around the potential trail is primarily rural, interspersed with relatively small cities and communities along with the larger cities of Albuquerque (Bernalillo County) and Santa Fe (Santa Fe County) in New Mexico and Flagstaff in Coconino County in Arizona.

### EMPLOYMENT

The data indicate that the greatest amount of population growth in the economic study area, both in terms of absolute numbers and percentage of increase, has occurred in the central part of New Mexico, an area ranging roughly from Santa Fe to Albuquerque. The more rural counties of both northern and south-central New Mexico and northeastern Arizona lagged behind New Mexico and Arizona in

**Table 5: Comparison of Population Growth and Employment**

County/State	1990 Population	2000 Population	Population Change 1990-2000	2000 Average Annual Employment	2000 Median Household Income*
Apache, AZ	61,591	69,423	13%	16,469	\$24,244
Bernalillo, NM	480,577	556,678	16%	262,588	\$39,072
Cibola, NM	23,794	25,595	8%	8,703	\$27,396
Coconino, AZ	98,591	116,320	20%	55,510	\$38,249
De Baca, NM	2,252	2,240	-1%	893	\$25,794
Guadalupe, NM	4,156	4,680	13%	1,598	\$24,562
Lincoln, NM	12,219	19,411	59%	8,539	\$32,192
McKinley, NM	60,686	74,798	23%	21,940	\$25,745
Mora, NM	4,264	5,180	21%	1,686	\$23,817
Navajo, AZ	77,658	97,470	26%	29,575	\$28,868
Otero, NM	51,298	62,298	20%	21,934	\$30,777
Santa Fe, NM	98,928	129,292	31%	64,930	\$40,787
San Miguel, NM	25,743	30,126	17%	11,372	\$25,889
Sandoval, NM	63,319	89,908	42%	38,870	\$43,608
Torrance, NM	10,285	16,911	64%	6,786	\$29,927
Valencia, NM	45,235	66,152	46%	27,063	\$34,921
<b>Total in Economic Study Area</b>	<b>1,120,596</b>	<b>1,366,482</b>	<b>22%</b>	<b>578,456</b>	<b>\$30,991</b>

\* Estimated

SOURCE: U.S. Census Bureau 2000

terms of growth and economic development. As indicated in the table above, the most populous county is Bernalillo, which includes Albuquerque, the largest city in New Mexico. Bernalillo County also experienced the largest population increase in terms of absolute numbers during the 1990–2000 period. Conversely, the smallest county in the economic study area was De Baca, New Mexico, which also experienced the smallest growth increment, declining in population over the 1990–2000 decade. In terms of percentage increase in growth, Torrance County, New Mexico, had the greatest rate of population growth relative to its 1990 base with an increase of 64%.

Service industries generate about 70% of the gross state product for New Mexico. Tourism is a major sector of the service industry, which is especially important in the economy of the state. Millions of tourists visit New Mexico yearly, and they contribute billions of dollars to the state's economy. Employment in the government sector, including federal and

military agencies, is very important in the state's overall employment picture. Agriculture is also very important to New Mexico's economy — with farm income generated mainly from cattle, dairy, and sheep operations, and from the harvest of grains, legumes, peppers, fruit, and nuts. The state's most important mineral products are fossil fuels (natural gas and petroleum) and uranium, perlite, and potash.

Service industries generate about 76% of Arizona's gross state product, with a very significant portion of service industry income contributed by tourism. The Grand Canyon, in Coconino County, is a worldwide tourist attraction. Mining and minerals, especially copper mining, are significant contributors to the state's economy, as is the manufacture of electrical, electronic, and ceramic products. The agricultural sector of the economy emphasizes the production of food for stock animals, cotton, fruits and vegetables, and beef and dairy products.

## VISITOR USE AND EXPERIENCE

Visitation estimates for the potential Long Walk National Historic Trail have not yet been developed. As shown in table 6, annual visitation in 2007 ranged from about 10,000 visitors at Fort Union National Monument to more than 4 million visitors at Grand Canyon National Park. It is assumed that some visitors to national park system units in the area (see table 6) may also visit section(s) of the national historic trail due to interest and proximity.

Based on experience with the Santa Fe National Historic Trail, it is anticipated that the Long Walk National Historic Trail would be a primary destination only for a few groups of visitors. These probably would include historians, American Indians (particularly those of Navajo or Mescalero Apache ancestry), and residents of Arizona and New Mexico who were exploring their state's history. Most other visitors, particularly those from outside the region, probably would visit one or more of the interpretive sites along the trail incidentally to, or in conjunction with, visiting other facilities, including other national park system units, in Arizona and New

Mexico. Most of these visitors probably would not extend their stay in the area because of the availability of the trail experience.

Northern Arizona and New Mexico are home to several major tourist destinations. The region attracts people drawn to its scenic resources and to its rich historical and cultural resources. Opportunities for visitors to learn about the Long Walk route can be integrated with the rich cultural history of the region. Local residents who know of the Long Walk route have more opportunities than outside visitors to participate in Long Walk trail activities. Existing Long Walk trail activities are limited to driving on designated roads, participating in a few local events, touring historic sites, or visiting museums or interpretive sites. Related information is generally limited to Internet resources and those materials available at the few museums/interpretive sites that address the history of the Long Walk. Facilities that offer some historic interpretation of Long Walk events include the following:

**Table 6: Recreation Visits in 2007 at National Park System Units near the Long Walk National Historic Trail Routes**

National Park System Unit	State	2007 Recreational Visits
Canyon de Chelly National Monument	Arizona	825,320
Chaco Culture National Historical Park	New Mexico	68,211
El Malpais National Monument	New Mexico	110,639
El Morro National Monument	New Mexico	51,492
Fort Union National Monument	New Mexico	10,534
Grand Canyon National Park	Arizona	4,413,668
Hubbell Trading Post National Historic Site	Arizona	69,211
Navajo National Monument	Arizona	69,445
Pecos National Historical Park	New Mexico	34,307
Petroglyph National Monument	Arizona	112,868
Wupatki National Monument	Arizona	239,603

SOURCE: NPS 2007 *Statistical Abstract* [www2.nature.nps.gov/stats/abst2007.pdf](http://www2.nature.nps.gov/stats/abst2007.pdf)

SECTION 4: AFFECTED ENVIRONMENT

Canyon de Chelly National Monument,  
Chinle, Arizona  
Chaco Culture National Historical Park,  
Bloomfield, New Mexico  
Fort Sumner State Monument, Fort Sumner,  
New Mexico  
Fort Stanton, Fort Stanton, New Mexico  
Fort Union National Monument, Watrous,  
New Mexico

Hubbell Trading Post National Historic Site,  
Ganado, Arizona  
Mescalero Cultural Center, Mescalero, New  
Mexico  
Navajo Nation Museum, Window Rock,  
Arizona  
Navajo National Monument, Kayenta,  
Arizona





**Section 5:  
ENVIRONMENTAL  
CONSEQUENCES**



Today, the Navajo Nation  
and Mescalero Apache Tribe  
are vibrant and vital  
communities.



# INTRODUCTION AND METHODOLOGY

## INTRODUCTION

The National Environmental Policy Act (NEPA) is the national charter for environmental protection in the United States. Title I of the law requires that federal agencies plan and carry out their activities in a manner that protects and enhances the environment. The act requires public involvement in the planning and development of any proposed federal action and consideration of potential impacts to the cultural, natural, and socioeconomic environment. Because this is a feasibility study, the impacts are presented as an overview of potential impacts relating to the proposed program for each alternative. If a national historic trail is designated, a more detailed comprehensive management plan and implementation plans would be developed subsequent to this study. Any subsequent document would be guided by the framework set by this feasibility study. This relationship is known as tiering.

In the National Historic Preservation Act of 1966, Congress declared that "the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people." The act requires federal agencies to establish programs for evaluating and nominating properties to the National Register of Historic Places and to consider the effects of their undertakings on listed or eligible properties.

Section 106 mandates that federal agencies take into account the effects of their actions on properties listed or eligible for listing in the national register and give the Advisory Council on Historic Preservation a reasonable opportunity to comment. Although it does not require the preservation of such properties, it does require that their historic or prehistoric values be considered in weighing the benefits and costs of federal undertakings to determine what is in the public interest. Its practical effect is to encourage agencies to seek ways to avoid or

minimize damage to cultural resources.

Agencies must recognize properties important to communities as well as to the nation as a whole, so they need to be aware of the interests of local groups and individuals. The goal of the process is to make sure that preservation is fully considered in federal actions, thereby protecting our shared heritage from thoughtless or ill-considered damage.

Section 110 of the law gives federal agencies positive responsibility for preserving historic properties in their ownership or control. It calls for them to use such properties, where feasible and compatible with their preservation, in preference to acquiring, constructing, or leasing others. Agencies are also directed to establish preservation programs to identify, evaluate, protect, and nominate to the national register historic properties under their ownership or control, whether they are of significance at the local, state, or national level. The law emphasizes cooperation with state historic preservation officers in establishing such programs.

This section contains a description of the environmental consequences associated with each alternative described in this study. The alternatives are conceptual in nature, and do not include any development activities or any site-specific actions. Therefore, the assessment of potential impacts is also general in nature. NPS planning guidelines stipulate that an environmental impact statement will be prepared for all national trail studies to evaluate the environmental implications of the alternatives. This environmental impact statement will serve as the document from which subsequent NEPA documents are tiered. The National Park Service can make a reasonable projection of some of the impacts, but these are based on assumptions that may not be accurate in the future. The discussion also describes generalized measures to minimize potential impacts. The study does not intend to suggest that these measures would work for every site or should be applied without further study of specific sites.

Future actions must be preceded by site-specific compliance and consultations with the Environmental Protection Agency, U.S. Fish and Wildlife Service, tribal and state historic preservation officers, the Advisory Council on Historic Preservation, relevant American Indian tribes, and other state and federal agencies. It is anticipated that such documents would reflect a considerable shift in emphasis from qualitative to quantitative analysis. Under the National Environmental Policy Act, a tiering process is recommended, working from broad, general documents to more site-specific ones. More specific NEPA documents prepared in conjunction with the development plans are tiered or procedurally connected to the large-scale, broader NEPA document.

Environmental impact topics are based on federal laws, orders, and regulations; NPS management policies; and issues and concerns expressed during public scoping. Impact topics allow for a standardized comparison of the potential environmental consequences that each alternative could trigger. Selected impact topics considered relevant to this study are cultural resources, natural resources, socioeconomic conditions and visitor use, and operations and administration. The National Environmental Policy Act requires consideration of context, intensity, duration, and cumulative impacts plus measures to mitigate impacts.

This section is organized by impact topic with alternatives as subheadings under each topic area. Following a brief discussion of the methodology used to determine the impacts is a discussion of the impacts of each alternative by topic area, and an outline of potential mitigation measures.

## METHODOLOGY

All alternatives were evaluated for their effects on the resources and values determined during the scoping process, and impact topics were developed. For each impact topic, impacts are defined in terms of context, intensity, duration, and timing. Direct, indirect, and cumulative

effects are discussed in each impact topic. Definitions of intensity levels varied by impact topic, but, for all impact topics, the following definitions were applied.

**Beneficial:** A positive change in the condition or appearance of the resource or a change that moves the resource toward a desired condition.

**Adverse:** A change that moves the resource away from a desired condition or detracts from its appearance or condition.

**Direct:** An effect that is caused by an action and occurs in the same time and place.

**Indirect:** An effect that is caused by an action but is later in time or farther removed in distance, but is still reasonably foreseeable.

**Short term:** An effect that within a short period of time (generally one or two years but no more than five years) would no longer be detectable as the resource is returned to its predisturbance condition or appearance.

**Long term:** A change in a resource or its condition that does not return to predisturbance condition or appearance and for all practical purposes is considered permanent.

## CUMULATIVE IMPACT SCENARIO

A cumulative impact is described in the Council on Environmental Quality's regulation 1508.7 as follows:

*Cumulative impacts* are the impacts that result from incremental impacts of the action when added to other past, present, and reasonably foreseeable actions, regardless of what agency (federal or nonfederal) or person undertakes such other action. Cumulative impacts can result from individually minor, but collectively significant, actions taking place over time.

The following trends along the length of the historic Long Walk routes in two states were identified for the purposes of conducting the cumulative effects analysis:

Development of lands for housing, commercial activities, and roadways is occurring.

There have been major changes in vegetative cover in the last 140 years. Agriculture has converted large areas from native vegetation to crop lands or pastures of nonnative grasses. Cutting for fuel or timber has removed woodlands, and livestock grazing has reduced plant densities in some areas and changed plant community compositions in other areas.

Invasive plant species and nonnative species have been introduced.

Soil erosion is occurring due to agricultural uses, overgrazing, loss of vegetation to development for residential and commercial purposes, and natural processes such as wind.

Tourism to Arizona and New Mexico has increased, with expanded opportunities for retail trade and visitor services.

Opportunities have increased for visitor education and appreciation of the Long Walk events through web sites, exhibits, and new visitor facilities.

# CULTURAL RESOURCES

Cultural resources that may be affected by trail designation, development, and use are archeological resources and ethnographic resources.

## ARCHEOLOGICAL RESOURCES

### Methodology

The National Historic Preservation Act requires agencies to take into account the effects of their actions on properties listed or eligible for listing on the National Register of Historic Places. The process begins with an identification and evaluation of cultural resources for national register eligibility, followed by an assessment of effect on those eligible resources, and concluding after a consultation process. If an action (undertaking) could change in any way the characteristics that qualify the resource for inclusion on the national register, it is considered to have an effect. No adverse effect means there could be an effect, but the effect would not be harmful to those characteristics that qualify the resource for inclusion on the national register. Adverse effect means the effect could diminish the integrity of the characteristics that qualify the resource for the national register.

Issues of concern included (1) the location of possible archeological sites, (2) the disturbance or not of such sites containing human remains, and (3) the return of any such remains to the tribes if collected.

As noted above, effects on archeological resources can be beneficial or adverse, direct or indirect, or short or long term. For the purposes of this analysis, levels of impact to archeological resources were defined as follows:

**Negligible:** The impact on archeological sites is at the lowest levels of detection, barely perceptible and not measurable.

**Minor:** The impact on archeological sites is measurable or perceptible, but it is slight and localized within a relatively small area of a site or group of sites. The impact does not affect the character-defining features of a National Register of Historic Places eligible or listed archeological site and would not have a permanent effect on the integrity of any archeological sites.

**Moderate:** The impact is measurable and perceptible. The impact changes one or more character-defining feature (s) of an archeological resource but does not diminish the integrity of the resource to the extent that its national register eligibility is jeopardized.

**Major:** The impact on archeological sites is substantial, noticeable, and permanent. The impact is severe or of exceptional benefit. For national register eligible or listed archeological sites, the impact changes one or more character-defining feature of an archeological resource, diminishing the integrity of the resource to the extent that it is no longer eligible for listing in the national register.

### Alternative A — No Action

A national historic trail would not be designated and a comprehensive management plan would not be prepared. No survey of archeological resources in relation to the Long Walk would be conducted. Archeological sites would remain as they are and managed as they currently are by tribes; federal, state, and local governments; and private landowners. Inadvertent activities on private land could destroy unknown material. Unknown sites would remain protected from illegal collection but could deteriorate through natural processes. No protection beyond what is in place would result from implementing this alternative. Limitations on public access to private lands might result in indirect resource protection. Archeological resources could be adversely impacted by incremental development on private land.

**Cumulative Effects.** Federal, state, and tribal laws govern archeological resources. The largest effect on these resources would be noncompliance with those laws. Some surveys of resources have been done, especially on tribal lands. However, this information and these laws could still be ignored and resources could be destroyed.

Development of lands for housing and commercial activities continues in the southwest and in the vicinity of the Long Walk Trail corridor. Expansion of roadways and highways is also a continuing threat to archeological resources, although the threat is mitigated if laws are complied with. Resources on private land are not as well covered by law, and resources could be lost.

The actions described above, combined with the impacts of implementing alternative A, would result in negligible cumulative effects.

**Conclusion.** Alternative A would have a negligible effect on archeological resources.

### **Alternative B —Two National Historic Trails**

A comprehensive management plan would be prepared for both trails, which would lead to archeological resource inventories. The plan would define strategies to protect and enhance the archeological resources identified through the inventories. The plan would define working relationships with the state and tribal historic preservation officers of the respective jurisdictions concerned. Compliance with the National Historic Preservation Act would be required. The trail administration partnership among the secretary of the interior, the tribes, and others could lead to greater awareness by all of the trails' resources and the need to protect them. The trails as a whole would be considered in the comprehensive management plan, which would leave less opportunity for piecemeal development. The secretary of the interior may provide expertise and technical assistance for cultural resource protection and interpretation.

Methods for minimizing impacts on archeological resources could be included in the comprehensive management plan and implemented over time. The secretary of the interior, along with tribal and state historic preservation officers and private interest groups, would emphasize the importance of natural and cultural resources protection while providing for public use of the trail. Visitation and use could be higher than in alternatives A, C, and D, and therefore have a greater potential to adversely impact cultural resources. These adverse effects might be offset by a greater public awareness afforded by the larger audience this alternative could be expected to draw and the comprehensive management plan should consider these factors.

**Cumulative Effects.** Federal, state, and tribal laws govern archeological resources. The largest effect on these resources would be noncompliance with those laws. Some surveys of resources have been done, especially on tribal lands. However, this information and these laws could still be ignored and resources could be destroyed.

Development of lands for housing and commercial activities continues in the southwest and in the vicinity of the Long Walk trail corridor. Expansion of roadways and highways is also a continuing threat to archeological resources, although the threat is mitigated if laws are complied with. Resources on private land are not as well covered by law, and resources could be lost. Implementing this alternative would assist in the preservation of resources through identification of a trail corridor, identification of the potential for archeological resources, and the need to comply with preservation law. Surveys done as a result of this alternative would add to the preservation and information base of archeological resources in the trail corridor.

The actions described above, combined with the impacts of implementing alternative B, would result in minor long-term beneficial cumulative effects.

**Conclusion.** Alternative B would have a minor long-term beneficial effect on archeological resources.

### **Alternative C — One National Historic Trail**

This alternative would have similar effects to alternative B except visitor use and impact would potentially be less. Sites might receive less protection because interpretation about the events of the Long Walk would be more general in nature. However, a site recognition program, also known as certification (see glossary), for resource preservation would be proposed in the comprehensive management plan.

**Cumulative Effects.** Alternative C would have similar cumulative effects to alternative B.

**Conclusion.** Alternative C would have a minor long-term beneficial effect on archeological resources.

### **Alternative D — Grant Program**

A comprehensive management plan would not be prepared. Each tribe would inventory only their resources related to the Long Walk and not be concerned with the trail and the events relating thereto as a whole. Identified resources could receive funds for protection, identification, and interpretation.

**Cumulative Impacts.** Federal, state, and tribal laws govern archeological resources. The largest effect on these resources would be noncompliance with those laws. Some surveys of resources have been done, especially on tribal lands. However, this information and these laws could still be ignored and resources could be destroyed.

Development of lands for housing and commercial activities continues in the southwest and in the vicinity of the Long Walk trail corridor. Expansion of roadways and highways is also a continuing threat to archeological

resources, although the threat is mitigated if laws are complied with. Resources on private land are not as well covered by law and resources could potentially be lost. Surveys done as a result of this alternative would add to the preservation and information base of archeological resources in the trail corridor.

The actions described above, combined with the impacts of implementing alternative D, would result in minor long-term beneficial cumulative effects.

**Conclusion.** Alternative D would have a minor long-term beneficial effect on archeological resources.

## **ETHNOGRAPHIC RESOURCES**

### **Methodology**

Issues of concern included (1) ethnographic information concerning the events and impacts to the tribal people is being lost and needs to be preserved, (2) the youth need to be educated on what happened to the Navajo and Mescalero Apache people during the time of the Long Walk, (3) people outside the tribes should be educated on United States policy towards the Navajo and Mescalero Apache, and (4) some tribal members expressed the feeling that no information should be preserved or shared with anyone.

As noted above, effects on ethnographic resources can be beneficial or adverse, direct or indirect, or short or long term. For the purposes of this analysis, levels of impact to ethnographic resources were defined as follows:

**Negligible:** The impact on ethnographic resources is at the lowest levels of detection, barely perceptible and not measurable.

**Minor:** The impact on ethnographic resources is measurable or perceptible, but it is slight and localized within a relatively small area of a site or group of sites. The impact does not affect the character-defining features of a National



Register of Historic Places eligible or listed ethnographic resource and would not have a permanent effect on the integrity of any ethnographic resources.

**Moderate:** The impact is measurable and perceptible. The impact changes one or more character-defining feature of an ethnographic resource but does not diminish the integrity of the resource to the extent that its national register eligibility is jeopardized.

**Major:** The impact on ethnographic resources is substantial, noticeable, and permanent. The impact is severe or of exceptional benefit. For national register eligible or listed ethnographic resources, the impact changes one or more character-defining feature of an ethnographic resource, diminishing the integrity of the resource to the extent that it is no longer eligible for listing in the national register.

#### **Alternative A — No Action**

A national historic trail would not be designated, and a comprehensive management plan would not be prepared. No survey of ethnographic resources in relation to the Long Walk would be conducted. Ethnographic resources would remain as they are, and would be managed as they currently are by tribes; federal, state, and local governments; and private landowners. Unknown sites would remain protected from illegal activities. No protection beyond what is in place would result from implementing this alternative. Limitations on public access to private lands might result in indirect resource protection. Ethnographic resources could be adversely impacted by incremental development on private land.

**Cumulative Effects.** Ethnographic resources that have not been identified or are not on an inventory list could be identified through consultation. Even though preservation laws apply to these resources, they are often overlooked and effects are not considered/analyzed.

Land development for residential and commercial activities is ongoing and will continue in the Long Walk trail corridor. Roadway and highways will be expanded and destroy or threaten ethnographic resources. Alternative A proposes no surveys or identification of resources other than what is already occurring.

The actions described above, combined with the impacts of implementing alternative A, would result in negligible cumulative effects.

**Conclusion.** Alternative A would have a negligible effect on ethnographic resources.

#### **Alternative B — Two National Historic Trails**

A comprehensive management plan would be prepared for both trails, which would lead to ethnographic resource inventories. The plan would define strategies to protect and enhance the ethnographic resources identified through the inventories. Tribes would retain sensitive information to protect ethnographic resources as outlined in the plan, and information relating to the Long Walk in the form of reminiscences and oral histories would be preserved. The plan would define working relationships with the state and tribal historic preservation officers of the respective jurisdictions concerned. Compliance with the National Historic Preservation Act would be required. The trails as a whole would be considered in the comprehensive management plan, which would leave less opportunity for piecemeal development. The secretary of the interior might provide expertise and technical assistance for cultural resource protection and interpretation. Methods for minimizing impacts on ethnographic resources could be included in the comprehensive management plan and implemented over time. Visitation and use could be higher than in alternatives A, C, and D, and therefore have a greater potential to adversely impact ethnographic resources. These adverse effects might be offset by a greater public awareness afforded by the larger audience this alternative could be expected to draw. The

comprehensive management plan should consider these factors.

**Cumulative Effects.** Ethnographic resources that have not been identified or are not on an inventory list could be identified through consultation. Even though preservation laws apply to these resources, they are often overlooked and effects are not considered/analyzed.

Land development for residential and commercial activities is ongoing and will continue in the Long Walk trail corridor. Roadway and highways will be expanded and destroy or threaten ethnographic resources. Alternative B would contribute a beneficial effect in performing some inventories of ethnographic resources and identifying the Long Walk trail corridor, thereby signaling a greater potential for ethnographic resources in the area. This alternative would also raise awareness of those physical resources and would encourage the sharing and preservation of oral histories relating to the Long Walk.

The actions described above, combined with the impacts of implementing alternative B, would result in minor long-term beneficial cumulative effects.

**Conclusion.** Alternative B would have a minor long-term beneficial effect on ethnographic resources.

### **Alternative C — One National Historic Trail**

This alternative would have similar effects to alternative B except visitor use and impact would potentially be less because of fewer trail resources and trail segments. A site recognition program, also known as certification (see glossary), for resource preservation would be proposed in the comprehensive management plan.

**Cumulative Effects.** Cumulative effects would be similar to alternative B.

**Conclusion.** Alternative C would have a minor long-term beneficial effect on ethnographic resources.

### **Alternative D — Grant Program**

A national historic trail would not be designated and a comprehensive management plan would not be prepared. Each tribe would inventory only their resources and not be concerned with the Long Walk trail and the events relating thereto as a whole. Identified resources could receive funds for protection, identification, and interpretation.

**Cumulative Effects.** Ethnographic resources that have not been identified or are not on an inventory list could be identified through consultation. Even though preservation laws apply to these resources, they are often overlooked and effects are not considered/analyzed.

Land development for residential and commercial activities is ongoing and will continue in the Long Walk trail corridor. Roadway and highways will be expanded and destroy or threaten ethnographic resources. Alternative D would contribute a beneficial effect in performing some inventories of ethnographic resources. It would also raise awareness of those physical resources and would encourage the sharing and preservation of oral histories relating to the Long Walk.

The actions described above, combined with the impacts of implementing alternative D, would result in minor long-term beneficial cumulative effects.

**Conclusion.** Alternative D would have a minor long-term beneficial effect on ethnographic resources.

# NATURAL RESOURCES

## VEGETATION

### Methodology

Issues of concern with regard to native vegetation were associated with (1) the removal of vegetative cover and (2) the potential for replacement of native vegetation communities with invasive plant species.

### Impact Threshold Definitions

**Negligible:** Individual native plants might be affected, but measurable or perceptible changes in plant community size, integrity, or continuity would not occur.

**Minor:** Effects on native plants would be measurable or perceptible, but would be localized within a small area. The viability of the plant community would not be affected, and the community, if left alone, would recover.

**Moderate:** A change would occur over a relatively large area in the native plant community that would be readily measurable in terms of abundance, distribution, quantity, or quality. Mitigation measures would probably be necessary to offset adverse effects and would likely be successful.

**Major:** Effects on native plant communities would be readily apparent and would substantially change vegetation community types over a large area. Extensive mitigation would be needed to offset adverse effects, and its success would not be assured.

### Alternative A — No Action

Alternative A would not include any actions that would alter project area vegetation.

**Cumulative Effects.** Throughout the region, there have been major changes in vegetative

cover since the period when the Long Walk occurred. Agriculture has converted large areas from native vegetation to crop lands or pastures of nonnative grasses. Cutting for fuel or timber has removed woodlands, and livestock grazing has reduced plant densities in some areas and changed plant community compositions in other areas. All of these actions have enhanced the opportunities for colonization by invasive plant species. In urban areas, native vegetation has been paved over or replaced by plantings, usually of nonnative species.

No past, ongoing, or reasonably foreseeable future actions by others would be expected to combine with the actions proposed in alternative A to have a cumulative effect on vegetation.

**Conclusion.** Alternative A would have a negligible effect on vegetation.

### Alternative B — Two National Historic Trails

Alternative B could include small-scale construction projects, such as the installation of exhibits, interpretive trails, and parking areas. At each of these sites, the local vegetative cover would be removed during construction. This would result in a short-term, adverse, direct impact of minor intensity on the vegetation community in the disturbed area.

Following construction, a cover of self-sustaining native vegetation and effective measures to exclude invasion by undesirable or weed plant species would be required. Requirements would also include pest-free plant materials and preventing final bond release until monitoring had determined that the targeted self-sustaining community of native plants had successfully been established. These types of requirements would ensure that disturbed areas would not be colonized by invasive plant species. As a result of these measures, the long-term effect of

alternative B on native vegetation would be negligible.

**Cumulative Effects.** Throughout the region there have been major changes in vegetative cover since the period when the Long Walk occurred. Agriculture has converted large areas from native vegetation to crop lands or pastures of nonnative grasses. Cutting for fuel or timber has removed woodlands, and livestock grazing has reduced plant densities in some areas and changed plant community compositions in other areas. All of these actions have enhanced the opportunities for colonization by invasive plant species. In urban areas, native vegetation has been paved over or replaced by plantings, usually of nonnative species. Alternative B would add to the short-term removal of vegetation during construction, but restoration of the native vegetation could help and increase the health and amount of native vegetation.

The actions described above, combined with the impacts of implementing alternative B, would result in long-term minor to moderate adverse cumulative effects.

**Conclusion.** During construction, alternative B would have minor, short-term, adverse, direct effects on vegetation. Long-term impacts of alternative B on vegetation would be negligible.

### **Alternative C — One National Historic Trail**

The effects of alternative C on vegetation would be similar to those described for alternative B. Because there would be one trail, these effects potentially could occur at fewer sites over a smaller area. However, the measures described for alternative B would ensure that short-term, adverse, localized, direct effects on vegetation from the establishment and operation of the Long Walk National Historic Trail would not exceed minor intensities and that long-term effects would be negligible.

**Cumulative Effects.** Cumulative effects would be similar to alternative B.

**Conclusion.** During construction, alternative C would have minor, short-term, adverse, direct effects on native vegetation. Long-term impacts of alternative C on vegetation would be negligible.

### **Alternative D — Grant Program**

Projects could involve the same types of construction and operation activities that were described in alternative B. The same types of measures that were described for alternative B would be implemented to ensure that short-term, adverse, localized, direct effects on vegetation from the establishment and operation of the grant program would not exceed minor intensities and that long-term effects would be negligible.

**Cumulative Effects.** Cumulative effects would be similar to alternative B.

**Conclusion.** During construction, alternative D could have minor, short-term, adverse, direct effects on vegetation. Long-term impacts of alternative D on vegetation would be negligible.

## **SOILS**

### **Methodology**

Issues of concern with regard to soils included (1) increased wind and water erosion in areas disturbed by the project and (2) reduced soil productivity and fertility.

### **Impact Threshold Definitions**

**Negligible:** Soils would not be affected, or effects would not be measurable. Changes in soil productivity or fertility would not be perceptible.

**Minor:** Effects on soils would be detectable, but would affect a small area. If mitigation was needed to offset adverse effects, it would be

relatively simple to implement and would likely be successful.

**Moderate:** Effects on soils would be readily apparent and would occur over a relatively large area. Mitigation would probably be necessary to offset adverse effects and would likely be successful.

**Major:** Effects on soils would be readily apparent and would substantially change the soil characteristics over a large area. Extensive mitigation would be needed to offset adverse effects, and its success would not be assured.

### Alternative A — No Action

Alternative A would not include any actions that would alter project area soils.

**Cumulative Effects.** Soil erosion is an ongoing problem throughout the arid southwestern United States due to agricultural uses, overgrazing, loss of vegetation to development for residential and commercial purposes, and natural processes such as wind. The effects of alternative A, in conjunction with other actions in the area, would result in negligible cumulative effects.

**Conclusion.** Alternative A would have a negligible effect on soils.

### Alternative B — Two National Historic Trails

Alternative B could include small-scale construction projects, such as the installation of exhibits, interpretive trails, and parking areas. At each of these sites, there would be a potential for increased erosion of soils. However, any work would require implementation of best management practices such as separately stockpiling and protecting topsoils, watering construction sites to suppress dust, and installing such runoff control features as silt fences, hay-bale baffles, and detention pools to reduce the erosive capability of runoff and allow sediment to settle

out. When construction was completed, the stockpiled topsoil would be distributed, the site would be seeded with native vegetation, and protective measures such as straw or matting would be installed and maintained until a natural protective cover developed. Despite these measures and the small areas involved, some soil loss would occur during construction, causing short-term, adverse, localized, direct effects of negligible to minor intensity. After construction completion and successful site restoration, the long-term effects on soils would be negligible.

Alternative B would have negligible effects on soil productivity or fertility. As noted above, topsoil would be stored and redistributed at each construction site. If soil compaction was noted in operations areas or at sites that were heavily used by visitors, it could be remedied by installing gravel or asphalt paths, or by standard site reclamation practices, such as tilling, reseeding with native vegetation, and providing surface protection until an adequate vegetative cover was reestablished.

**Cumulative Effects.** Soil erosion is an ongoing problem throughout the arid southwestern United States due to agricultural uses, overgrazing, loss of vegetation to development for residential and commercial purposes, and natural processes such as wind. During construction when minor soil losses potentially would occur, alternative B would make limited to small contributions to this continuing problem. However, it would not be detectable outside the immediate area of occurrence and would have a negligible effect when considered cumulatively with other actions. The effect of the alternative on soils, in conjunction with other actions in the area, would result in a long-term negligible cumulative effect.

**Conclusion.** During construction, alternative B could have minor, short-term, adverse, direct effects on soils. Long-term impacts of alternative B would be negligible.

### **Alternative C — One National Historic Trail**

The effects of alternative C on soils would be similar to those described for alternative B. Because there would be one trail, these effects could occur at fewer sites over a smaller area. The measures described for alternative B would ensure that short-term, adverse, localized, direct effects on soils from the establishment and operation of the Long Walk National Historic Trail would not exceed minor intensities, and that long-term effects would be negligible.

**Cumulative Effects.** Cumulative effects would be similar to alternative B.

**Conclusion.** During construction, alternative C could have minor, short-term, adverse, direct effects on soils. Long-term impacts of alternative C would be negligible.

### **Alternative D — Grant Program**

Projects could involve the same types of construction and operation activities that were described in alternative B. The same types of measures that were described for alternative B would be implemented to ensure that short-term, adverse, localized, direct effects on soils from the establishment and operation of the grant program would not exceed minor intensities, and that long-term effects would be negligible.

**Cumulative Effects.** Cumulative effects would be similar to alternative B.

**Conclusion.** During construction, alternative D could have minor, short-term, adverse, direct effects on soils. Long-term impacts of alternative D would be negligible.

# SOCIOECONOMIC CONDITIONS

## METHODOLOGY

Issues of concern with regard to socioeconomic conditions included (1) opportunities to create jobs by providing services to and conducting retail trade with visitors who are attracted to the area because of the presence of the Long Walk National Historic Trail; (2) direct government expenditures in the administration of the Long Walk National Historic Trail; (3) direct expenditures of grant funds; and (4) effects on real estate, such as changes in land values and the sale of land or easements.

## IMPACT THRESHOLD DEFINITIONS

**Negligible:** Economic and socioeconomic conditions would not be affected, or effects would not be measurable.

**Minor:** The effects on economic and socioeconomic conditions would be small but measurable, and would affect a small portion of the population. Few if any effects would be evident at the county level in any of the 16 counties in the project area.

**Moderate:** The effects on economic and socioeconomic conditions would be readily apparent and widespread within at least one of the counties in the project area or would be evident in at least several of the counties in the 16-county project area.

**Major:** The effects on economic and socioeconomic conditions would be readily apparent and would substantially change the economy or social services in several counties within the 16-county project area.

## ALTERNATIVE A — NO ACTION

Under alternative A, continuation of current conditions would result in no substantial

changes to the socioeconomic environment. There would be no local economic benefits from implementing this alternative. In the absence of a national historic trail designation, the lack of federal coordination, technical assistance, and funding opportunities might eliminate some activities and tourism opportunities from consideration. Any trail or trail-related development activities would be restricted to “grassroots” efforts with limited effectiveness in improving local economic conditions.

Current land use trends under alternative A would continue. Land uses on trail sites or segments on private land would remain subject to development.

## Cumulative Effects

The Bosque Redondo Memorial at Fort Sumner State Monument, New Mexico, has recently opened, and the resulting publicity will draw increased visitors to the facility. The Navajo Nation Museum in Window Rock, Arizona, and the Mescalero Cultural Center in Mescalero, New Mexico, may host exhibits on the Long Walk that would draw visitors. Similarly national park system areas such as Canyon de Chelly, Hubbell Trading Post, and Fort Union, in addition to other museums, may also present special programs and exhibits in addition to what is already done thereby attracting increased visitation. In all cases the increase in visitors to the facilities and the area would not be expected to be substantial. The effects of this alternative, combined with the impacts just described, would result in negligible cumulative effects.

## Conclusion

Alternative A would have a negligible effect on socioeconomic conditions.

## **ALTERNATIVE B — TWO NATIONAL HISTORIC TRAILS**

Designation of two national historic trails and implementation of auto tour routes might lead to increased visitation and increased revenues associated with expanded opportunities to provide services and retail trade to visitors in the communities along the trail route. These increases probably would not be readily apparent at the county level in any of the 16 counties in the project area, but they could be important locally, producing an indirect, long-term, beneficial effect of minor intensity. The proposed coordination of trail-related visitor services and interpretation probably would increase tourism and related revenues beyond those that would be expected under an uncoordinated implementation approach.

Direct government expenditures in the administration of the two national historic trails, and in the possible implementation of the Challenge Cost Share Program, could provide some local economic stimulus. Although the monetary amounts probably would not be readily apparent in such terms as numbers of jobs or values of tax revenues at any county levels, the increase in local area economic activity would provide direct and indirect, long-term, beneficial effects of minor intensity.

Alternative B would have negligible effects on land values in the vicinity of the project corridor. Little or no land acquisition would be done under the implementation program. Federal land acquisition, if any, would be limited to willing sellers only under the type of restrictive language used in other trail designation legislation. Some individual landowners might benefit from the sale of land or easements used for trail-related facilities, or for resource protection, but the effects probably would not be measurable at the community level.

Potentially, local governmental agencies might prohibit incompatible development that would otherwise adversely impact trail-related resources. Landowners and developers might be adversely affected by such actions; however,

owners of adjacent properties might benefit because local trail segments with cultural and historic values might increase their property values. In some localized cases, there might be adverse impacts on adjacent property values because of increased visitor activities. Any such impacts might be minimized by involving affected landowners and other stakeholders in the protection of the trail and nearby resources.

### **Cumulative Effects**

The Bosque Redondo Memorial at Fort Sumner State Monument, New Mexico, has recently opened and the resulting publicity will draw increased visitors to the facility. The Navajo Nation Museum in Window Rock, Arizona, and the Mescalero Cultural Center in Mescalero, New Mexico, may host exhibits on the Long Walk that would draw visitors. Similarly national park system areas such as Canyon de Chelly, Hubbell Trading Post, and Fort Union, in addition to other museums, may also present special programs and exhibits in addition to what is already done, thereby attracting increased visitation. In all cases the increase in visitors to the facilities and the area would not be expected to be substantial. The designation of two national historic trails would add a small amount of visitation and resulting expenditures to these existing facilities and the surrounding areas. The effect of these actions, combined with the effect of implementing this alternative, would be direct and indirect, long-term, minor beneficial cumulative effects.

### **Conclusion**

Alternative B would have direct and indirect, long-term, beneficial effects of minor intensity because of expanded opportunities for retail trade and visitor services, direct government expenditures, and expenditures associated with the Challenge Cost Share Program. Effects on land values would be negligible.



## **ALTERNATIVE C — ONE NATIONAL HISTORIC TRAIL**

Designation of one national historic trail and implementation of an auto tour route might lead to less visitation and tourism revenues than in alternative B because there would be fewer miles of trail designated. Overall increases in economic activity and other socioeconomic indicators might also be somewhat less than those under alternative B because fewer miles of national historic trail routes would be designated under this alternative. However, increases probably would not be readily apparent at the county level, and the intensity of these indirect, long-term, beneficial effects would be minor. As with alternative B, the proposed coordination of trail-related visitor services and interpretation probably would increase tourism and related revenues beyond those that would be expected under an uncoordinated implementation approach.

Direct government expenditures in the administration of the national historic trail, and in the possible implementation of the Challenge Cost Share Program, could be slightly smaller than those described for alternative B. As with that alternative, the increase in local area economic activity would provide direct and indirect, long-term, beneficial effects of minor intensity.

Effects on land values would be negligible for the same reasons described for alternative B.

### **Cumulative Effects**

Cumulative effects would be similar to alternative B with potentially fewer visitors and expenditures in the local areas and facilities.

### **Conclusion**

Socioeconomic effects of alternative C would be similar to those of alternative B. Although revenues from enhanced retail trade, visitor services, direct government expenditures, and expenditures associated with the Challenge Cost Share Program could be slightly lower, the intensity of these direct and indirect, long-term, beneficial effects would be minor.

## **ALTERNATIVE D — GRANT PROGRAM**

Direct impacts on the socioeconomic environment under the grant program would be experienced on tribal lands only. Direct government expenditures in the administration of the grant program, and in the possible implementation of grants, could provide some local economic stimulus in terms of program-related jobs and increases in tourism revenues. Although the monetary amounts would likely not lead to increases in local jobs or tax revenues that would be readily apparent at the county level, they could be important locally, producing direct and indirect, long-term, beneficial effects of minor intensity. Opportunities for increased retail trade, services to visitors, and land values would be increased compared to alternative A.

### **Cumulative Effects**

Cumulative effects would be similar to alternative A.

### **Conclusion**

Alternative D would have direct and indirect, long-term, beneficial effects of minor intensity because of expenditures associated with grants. There would be negligible effects in the areas of retail trade, services to visitors, and land values.

# VISITOR USE AND EXPERIENCE

## METHODOLOGY

Potential impacts on visitor use and experience include issues associated with the ability to understand and appreciate aspects of the Long Walk. These aspects could include, but would not be limited to, (1) contextual history, (2) an understanding of protocols about visiting and touring on tribal lands, (3) the unique experience of the Navajo and Mescalero Apache in association with the Long Walk, (4) individual and family experiences, and (5) appreciation of how the Long Walk still affects people today.

## IMPACTS THRESHOLD DEFINITIONS

**Negligible:** There would not be any noticeable change in visitor use or experience, or in the defined indicators of visitor satisfaction or behavior.

**Minor:** Changes in visitor use and/or experience would be detectable, although the changes would be slight. Visitors could be aware of the effects associated with the alternative, but the changes would not appreciably alter critical characteristics of the visitor experience.

**Moderate:** Critical characteristics of the desired experience would be changed, or the number of participants engaging in an activity would be substantially altered. Visitor satisfaction would change as a result of the alternative.

**Major:** Multiple critical characteristics of the desired experience would be eliminated or detracted from, or would be created or greatly enhanced. Participation in desired experiences would be considerably changed, and would result in substantial changes in the defined indicators of visitor satisfaction or behavior.

## ALTERNATIVE A — NO ACTION

Alternative A would have a negligible effect on visitor use and experience. It would not include any new opportunities for visitors or tribal members to become familiar with and appreciate the history of or conditions that were associated Long Walk. Learning opportunities would be limited to driving on designated roads; touring the existing designated historic sites, museums, or interpretative sites that identify some aspects of this event; and finding information in libraries or on the Internet.

### Cumulative Effects

Opportunities for learning about the Long Walk would be limited to existing facilities such as the Bosque Redondo Memorial at Fort Sumner State Monument, New Mexico, the Navajo Nation Museum in Window Rock, Arizona, the Mescalero Cultural Center in Mescalero, New Mexico, and national park system areas such as Canyon de Chelly, Hubbell Trading Post, and Fort Union. Alternative A, combined with the impacts just described, would result in long-term negligible cumulative effects.

### Conclusion

Alternative A would have a negligible effect on visitor use and experience.

## ALTERNATIVE B — TWO NATIONAL HISTORIC TRAILS

Alternative B would substantially expand opportunities for learning about and appreciating the Long Walk in a historical context. Visitors also would have the opportunity to better understand the event through the personal histories that would be part of the trail's interpretation. The auto tour route would enable visitors to

“discover” the trail incidentally to their visit to other attractions in the region, including other national park system units, and would help visitors understand the length of the trail and the hardship of the experience. It would have benefits relating to an improved ability of the general public to understand the culture and customs of the Navajo and Mescalero Apache with regard to visits to their land, the different experiences of these two peoples during the Long Walk, a better understanding of the event through expanded information on individual and family experiences, and additional information regarding how the Long Walk still affects people today.

Compared to alternative A, this would result in beneficial, long-term, direct and indirect impacts of moderate intensity throughout the 1,350- to 1,400-mile-long route.

### **Cumulative Effects**

In addition to the existing facilities mentioned in alternative A, alternative B would provide more visitor experiences in the form of sites related to the Long Walk events and assistance to existing facilities if desired, in interpretation, exhibits, and Challenge Cost Share Program funding. It is anticipated that more sites and facilities would become part of the Long Walk trail program as interest grows and information becomes more available. The effects of alternative B, combined with the effects described above, would result in long-term, beneficial, direct and indirect, and moderate cumulative effects.

### **Conclusion**

The effects of alternative B on visitor use and experience along the entire 350- to 400-mile-long route would be beneficial, long term, direct and indirect, and of moderate intensity.

## **ALTERNATIVE C — ONE NATIONAL HISTORIC TRAIL**

Alternative C would provide opportunities for learning about and appreciating the Long Walk in a historical context. Visitors also would have the opportunity to better understand the event through the overall histories that would be part of the trail’s interpretation. The auto tour route would enable visitors to “discover” the trail incidentally to their visit to other attractions in the region, including other national park system units, and would help visitors understand the length of the trail and the hardship of the experience. Compared to alternative A, this would result in beneficial, long-term, direct and indirect impacts of moderate intensity throughout the 350- to 400-mile-long route.

### **Cumulative Effects**

Cumulative effects would be similar to alternative B, with the potential of fewer sites related to the Long Walk being open to the public.

### **Conclusion**

The effects of alternative C on visitor use and experience along the entire 1,350- to 1,400-mile-long route would be beneficial, long term, direct and indirect, and of moderate intensity.

## **ALTERNATIVE D — GRANT PROGRAM**

It is expected that projects funded under this program would include interpretation/education programs and resource protection on tribal lands. The target audience might include tribal members more than the general public. Because of the smaller geographic area and more limited audience, effects would be beneficial, long term, and direct and indirect, and the intensity would be minor compared to alternative A.

### **Cumulative Effects**

Cumulative effects would be similar to alternative A.

### **Conclusion**

The effects of alternative D on visitor use and experience would occur primarily on tribal lands and would be beneficial, long term, direct and indirect, and of minor intensity.

## OTHER EFFECTS

### UNAVOIDABLE ADVERSE ENVIRONMENTAL EFFECTS

#### Alternative A — No Action

Trail segments/routes and associated cultural and natural resources would remain susceptible to natural deterioration, inadvertent human damage, and vandalism. It is likely that some important resources would be lost during natural processes or through development. Increasing piecemeal development in proximity to the route could contribute to the loss of trail resources.

#### Action Alternatives B and C

With proper planning and management, few long-term adverse impacts on trail resources would be anticipated from action alternatives B or C. The physical activities with potential for adverse effect would be installing route markers and interpretive exhibits in areas of public use; and facility development related to trail activities. These activities would have a long-term visual impact. With appropriate siting, these effects could be minimized, but not eliminated. Construction activity could result in short-term disturbance of wildlife near construction sites, but construction should be located so that there would be no permanent disturbance. Visitor use could result in temporary displacement of species when people are present. The extent of impacts on vegetation and wildlife would have to be determined on a site-specific basis and cannot be predicted at this time. However, no impacts on vegetation and wildlife are foreseen.

#### Action Alternative D

A comprehensive management plan would not be prepared. Each tribe would inventory only their resources and would not be concerned with the trail and the events relating thereto as a whole. Identified resources could receive funds

for protection, identification, and interpretation. Resources outside the reservations could receive funding for protection from the grant program depending on tribal priorities. Otherwise these resources might remain unrecognized.

### SHORT-TERM USES AND LONG-TERM PRODUCTIVITY

The National Park Service is required to describe actions in terms of the NEPA objective to maintain and enhance the long-term productivity of the environment. The feasibility study alternatives include elements that would either diminish or enhance the long-term productivity of the environment.

#### Alternative A — No Action

Negligent or insensitive uses or activities along the trail could damage or destroy trail segments and associated resources and negatively affect the long-term ability to interpret and protect the trail.

#### Action Alternatives B, C, and D

In the long term, protection of trail routes and associated cultural and natural resources would be helped. Any short-term use would contribute to this long-term effect. Recognition and interpretation of the national historic trail would have a negligible effect on the long-term productivity of adjacent land. Short-term actions and uses that enhance the national recognition and understanding of trail resources would create greater opportunities for protecting trail-related resources.

## **IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES**

An irreversible commitment of resources is one that cannot be changed once it occurs. An irretrievable commitment of resources means that the resources cannot be recovered or reused.

### **Alternative A — No Action**

There would be no commitment of resources under the no-action alternative.

### **Action Alternatives B, C, and D**

The use of nonrenewable energy resources, such as fuel to power construction equipment to build new facilities, would be an irreversible commitment of resources under any alternative. Although energy supplies are expected to be sufficient, once committed these resources are irretrievable. Under any of these action alternatives, limited amounts of nonrenewable resources would be used for construction projects — trail access points, parking and pull-off sites, visitor facilities, and restrooms; development and placement of wayside exhibits, directional signs, and other interpretive materials; and operations. These nonrenewable resources would include fossil fuel energy and materials. Disturbance and/or destruction of nonrenewable resources such as archeological resources is also possible in all action alternatives. Even with mitigating measures, it is possible that some archeological information could be found in the trail area. Some erosion could occur along the trail path because of trail

development and use, which could result in irreversible loss of portions of these resources.

The funding, renewable resources, and staff time used to construct, operate, and maintain the trail and visitor facilities would be lost for other activities. This would constitute an irretrievable commitment of resources. Although proposed developments could be removed, these areas could not be restored to predevelopment conditions.

Creation and expansion of interpretive programming for the potential Long Walk National Historic Trail would also constitute an irreversible and irretrievable commitment of resources because of the use of funding, staff, and renewable and limited nonrenewable energy sources and materials. Once interpretive programs and partnerships are in place, it would be difficult to withdraw resources and support from them.

Cultural resources and landscape elements historically associated with the potential Long Walk National Historic Trail exist on lands adjacent to national park system and NPS-partner properties. If memoranda of understanding, easements, or transfer of development rights are not implemented, adjacent lands owned by private property owners could be developed and would constitute an irretrievable loss of the acreage and cultural resources. The secretary of the interior would cooperate with adjacent landowners and the local jurisdictions to protect the trail setting and cultural resources from possible incompatible development and encroachment. This would constitute an irretrievable commitment of resources because of the level of long-term support and commitment of staff and resources that would be required to address adjacent lands issues.



**Section 6:  
CONSULTATION  
AND  
COORDINATION**





# PUBLIC INVOLVEMENT, COORDINATION, AND CONSULTATION

## INTRODUCTION

This section describes the public involvement, agency coordination, and required consultation procedures that are in compliance with the National Environmental Policy Act and the National Historic Preservation Act. The “Notice of Intent” to prepare an environmental impact statement and hold public meetings for the Long Walk National Historic Trail Feasibility Study was published in the *Federal Register* on July 11, 2003.

## PROJECT SCOPING / PUBLIC MEETINGS

Since the beginning of this study process in May 2003, this project has engaged interested individuals and organizations. The study team conducted public meetings with project partners and stakeholders and hosted two conferences of tribal experts in an effort to better understand what is historically significant about the potential national historic trail. The primary partners in this effort included the Navajo Nation, the Mescalero Apache Tribe, New Mexico State Monuments, and national park system areas near the trail routes. The study team held 32 public scoping meetings and provided information and the opportunity for input in cities and towns in New Mexico and Arizona, and on the Mescalero Apache and Navajo reservations. Additionally, two significance conferences were held at Window Rock, Arizona, and Mescalero, New Mexico, to gather input on the significance of the events of the Long Walk from a native point of view. Consultation with the two tribes was an ongoing process, with continual meetings and input from the tribes. Two newsletters were produced soliciting input and providing a draft set of alternatives for comment from a broad public audience. The following list is of the public scoping meetings that were held, and their

location and date (September 2003 to February 2004):

Bosque Farms, New Mexico – September 16, 2003, (two meetings – government and general public)  
Grants, New Mexico – September 17, 2003, (two meetings – government and general public)  
Santa Fe, New Mexico – September 18, 2003, (two meetings – government and general public)  
Las Vegas, New Mexico – September 24, 2003, (two meetings – government and general public)  
Fort Sumner, New Mexico – September 25, 2003, (two meetings – government and general public)  
Shonto, Arizona – September 27, 2003, Western Agency Council Meeting  
Mescalero, New Mexico – October 7, 2003  
Oak Springs, Arizona – October 11, 2003, Fort Defiance Agency Council Meeting  
Mescalero, New Mexico – October 21, 2003  
Alamo, New Mexico – October 22, 2003  
Fruitland, New Mexico – October 25, 2003, Shiprock Agency Council Meeting  
Breadsprings, New Mexico – November 1, 2003, Eastern Agency Council Meeting  
Cañoncito, New Mexico – November 6, 2003  
Tsaile/Wheatfields, Arizona – November 8, 2003, Chinle Agency Council Meeting  
Tuba City, Arizona – November 12, 2003  
Kayenta, Arizona – November 13, 2003  
Chinle, Arizona – November 14, 2003  
Piñon, Arizona – November 18, 2003  
Ganado, Arizona – November 19, 2003  
Tohatchi, New Mexico – November 20, 2003  
Ramah, New Mexico – November 24, 2003  
Crownpoint, New Mexico – December 9, 2003  
Bloomfield, Mexico – December 10, 2003  
Shiprock, New Mexico – February 4, 2004  
Newcomb, New Mexico – February 5, 2004  
Window Rock, Arizona – March 11, 2004,

Navajo Nation Department  
representatives  
Mescalero, New Mexico – March 16, 2004,  
Mescalero Apache tribal government

## CONSULTATION

Informal consultation with the appropriate federal, state, and local agencies has been conducted in the preparation of this study and will be ongoing as described below. All relevant local, state, and federal agencies and regional institutions and tribal organizations have been notified of public meetings; invited to comment on material; and asked to provide input, information, and comments on this feasibility study.

### **Consultation with the Advisory Council on Historic Preservation, New Mexico and Arizona State Historic Preservation Officers, and Tribal Historic Preservation Officers**

Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 470, et seq.) requires that federal agencies that have direct or indirect jurisdiction take into account the effect of undertakings on national register properties and allow the Advisory Council on Historic Preservation (Advisory Council), tribal historic preservation offices, and the state historic preservation office the opportunity to comment. Toward that end, the National Park Service worked with the New Mexico and the Arizona state historic preservation officers, tribal historic preservation officers, and the Advisory Council to meet the requirements of 36 CFR 800 and the September 1995 programmatic agreement among the National Conference of State Historic Preservation Officers, the Advisory Council on Historic Preservation, and the National Park Service. This agreement requires the National Park Service to work closely with the state historic preservation officers, tribal historic preservation officers, and the Advisory Council in planning and design for new and existing national park system areas. The agreement also provides for their review of

development projects during at least four stages — task directive, policy review draft, and draft and final documents. The state historic preservation officers, tribal historic preservation officers, and the Advisory Council will be invited to participate in the scoping process for development of any proposed facilities.

To ensure that any trail proposals that might affect properties listed or eligible for the national register comply with provisions of Section 106, the Advisory Council, tribal historic preservation officers, and the state historic preservation officers were invited to participate in the planning process. Representatives of the state historic preservation officers, tribal historic preservation officers, and the Advisory Council have had an opportunity to provide input and will review and comment on this *Draft Long Walk National Historic Trail Feasibility Study / Environmental Impact Statement*.

The September 1995 programmatic agreement also provides for a number of programmatic exclusions for specific actions that are not likely to have an adverse effect on cultural resources. These actions may be implemented without further review by the state historic preservation office or the Advisory Council provided that NPS internal review finds that the actions meet certain conditions and this review is documented with an assessment of effect. Undertakings, as defined in 36 CFR 800, not specifically excluded in the programmatic agreement must be reviewed by the state historic preservation office, tribal historic preservation office, and the Advisory Council during the planning and design stages and before implementation. Throughout the process there will be early consultation on all potential actions.

Before any ground-disturbing action or actions by the secretary of the interior that may impact cultural resources, a professional archeologist will determine the need for further archeological inventory or testing evaluation. Any such studies will be carried out before construction and will meet the needs of the tribal and state historic preservation office as well as the secretary of the interior. Any future proposed archeological

investigations will be undertaken in consultation with the tribal and state historic preservation offices. Responsibility for protecting archeological resources is included under several laws mentioned earlier as well as the Archeological Resources Protection Act of 1979.

### **Consultation with American Indian Tribes**

Relevant to the development and management of the potential Long Walk National Historic Trail are the various laws and regulations that deal with American Indian relationships and discovery of human remains. The Navajo Nation and Mescalero Apache Tribe were contacted to involve them in the planning process, to gain an understanding of tribal concerns, and to determine whether or not there might be ethnographically sensitive areas in the area of the trail routes. The 1992 amendments to the National Historic Preservation Act and the Archeological Protection Act provide means whereby information about the character, location, or ownership of archeological sites, historic properties, and ethnographic sites, including traditional and cultural sites, might be withheld from public disclosure. This provision is especially important for archeological sites, where disclosure could risk harm to potential and actual resources. Throughout the planning process, and as additional archeological discoveries are made, protective measures will be taken to protect archeological and other sensitive resources.

The secretary of the interior will continue to consult with American Indian tribes on a government-to-government basis. This special legal relationship is outlined in the secretary's April 29, 1994 memorandum for the heads of executive departments and agencies. In keeping with this mandate, provisions of the National Environmental Policy Act and the National Historic Preservation Act and other relevant laws and regulations, the secretary of the interior will consult with Indian groups on planning and management activities that affect their historical connection with the Long Walk Trail. The secretary of the interior will develop and

accomplish their programs in a way that reflects the respect for the beliefs, traditions, and other cultural values of the Indian tribes with ancestral ties to the area.

### **Consultation with Communities**

Communities outside of the Mescalero Apache Reservation and the Navajo Nation Reservation were contacted to involve them in the planning process and to gain an understanding of their concerns. Separate meetings were held for governmental officials and the general public. The National Park Service will continue to consult with communities along the trail corridor and others who express interest in the trail program. Because national historic trail developments are cooperative ventures, opportunities exist for community involvement.

### **Consultation with U.S. Fish and Wildlife Service**

Section 7 of the Endangered Species Act of 1973, as amended (16 USC 1531 et seq.), requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species or critical habitat.

The National Park Service will consult with the U.S. Fish and Wildlife Service regarding habitat requirements and management strategies for threatened, endangered, proposed, or candidate species before the implementation, design, and construction phases of any proposed actions. The National Park Service will develop and implement measures in consultation with the U.S. Fish and Wildlife Service to ensure that protected federal listed species will be managed in compliance with the Endangered Species Act and NPS policy.

**LIST OF AGENCIES, ORGANIZATIONS, AND INDIVIDUALS RECEIVING A COPY OF THIS DOCUMENT**

**Federal Government**

Advisory Council on Historic Preservation  
U.S. Army Corps of Engineers  
U.S. Bureau of Indian Affairs  
U.S. Bureau of Land Management  
U.S. Bureau of Reclamation  
U.S. Department of Agriculture  
    Forest Service,  
    Natural Resources Conservation Service  
U.S. Environmental Protection Agency  
U.S. Department of Transportation  
    Federal Highway Administration  
U.S. Fish and Wildlife Service  
  
U.S. Congressional Delegation  
    Senator Jeff Bingaman, New Mexico  
    Senator Pete V. Domenici, New Mexico  
    Senator Jon Kyl, Arizona  
    Senator John McCain, Arizona  
    Representative Steve Pearce, 1, New Mexico  
    Representative Tom Udall, 3, New Mexico  
    Representative Heather Wilson, 2, New Mexico  
    Representative Trent Franks, 2, Arizona  
    Representative Rick Renzi, 1, Arizona  
  
National Park System Units near Trail Routes  
    Canyon de Chelly National Monument  
    Chaco Culture National Historical Park  
    El Malpais National Monument and National Conservation Area  
    El Morro National Monument  
    Fort Union National Monument  
    Hubbell Trading Post National Historic Site  
    Grand Canyon National Park  
    Navajo National Monument  
    Pecos National Historical Park  
    Petroglyph National Monument

**Tribal Organizations and Governments**

Navajo Nation, Arizona, New Mexico & Utah  
    Tribal Historic Preservation Officer  
    Recreation and Parks, Tourism, Natural Resources Departments  
Mescalero Apache Tribe of the Mescalero Reservation, New Mexico  
    Tribal Historic Preservation Officer, Natural Resources Department  
Pueblo of Acoma, New Mexico  
Pueblo of Cochiti, New Mexico  
Comanche Nation, Oklahoma  
Fort Sill Apache Tribe of Oklahoma  
Hopi Tribe of Arizona  
Pueblo of Isleta, New Mexico  
Pueblo of Jemez, New Mexico  
Jicarilla Apache Nation, New Mexico  
Kiowa Indian Tribe of Oklahoma  
Pueblo of Laguna, New Mexico  
Pueblo of Nambe, New Mexico  
Pueblo of Picuris, New Mexico  
Pueblo of Pojoaque, New Mexico  
Pueblo of San Juan, New Mexico  
Pueblo of San Ildefonso, New Mexico  
Pueblo of San Felipe, New Mexico  
Pueblo of Sandia, New Mexico  
Pueblo of Santa Clara, New Mexico  
Pueblo of Santa Ana, New Mexico  
Pueblo of Santo Domingo, New Mexico  
Southern Ute Indian Tribe of the Southern Ute Reservation, Colorado  
Pueblo of Taos, New Mexico  
Pueblo of Tesuque, New Mexico  
Ute Mountain Tribe of the Ute Mountain Reservation, Colorado, New Mexico and Utah  
Ysleta del Sur Pueblo of Texas  
Pueblo of Zia, New Mexico  
Zuni Tribe of the Zuni Reservation, New Mexico

**State Governments**

Arizona  
    Department of Commerce  
    Department of Environmental Quality  
    Department of Game & Fish  
    Department of Transportation

Department of Water Resources  
Office of the Governor  
Office of Tourism  
State Land Department  
State Parks – State Historic Preservation  
Officer

New Mexico

Department of Cultural Affairs  
Arts Division  
State Historic Preservation Officer  
State Monuments  
Department of Economic Development  
Department of Energy, Minerals, and Natural  
Resources  
Game & Fish  
Natural Resources  
State Parks  
Department of Finance and Administration  
Office of the State Historian  
Department of Indian Affairs  
Department of Transportation  
Environmental Department  
Office of the Governor  
State Land Office Commissioner

**Local Governments**

City Governments

City of Albuquerque, New Mexico  
City of Bosque Farms, New Mexico  
City of Fort Sumner, New Mexico  
City of Gallup, New Mexico  
City of Las Vegas, New Mexico  
City of Santa Fe, New Mexico

County Commissioners/Managers/Planning  
Offices

Apache County, Arizona  
Coconino County, Arizona  
Navajo County, Arizona  
Bernalillo County, New Mexico  
Chaves County, New Mexico  
Cibola County, New Mexico  
De Baca County, New Mexico  
Guadalupe County, New Mexico  
Lincoln County, New Mexico  
McKinley County, New Mexico  
Mora County, New Mexico  
Otero County, New Mexico  
San Miguel County, New Mexico  
Sandoval County, New Mexico  
Santa Fe County, New Mexico  
Valencia County, New Mexico

**Educational Institutions**

Arizona State University, Tempe, Arizona  
Diné College, Tsalie, Arizona  
New Mexico State University, Las Cruces, New  
Mexico  
Northern Arizona University, Flagstaff, Arizona  
Northwestern University, Evanston, Illinois  
Southern Methodist University, Dallas, Texas  
Texas A & M University, Laredo, Texas  
University of New Mexico, Albuquerque, New  
Mexico

**Individuals**

A list of individuals can be obtained from the  
NPS National Trails System–Santa Fe office.



**APPENDIXES, GLOSSARY,  
SELECTED BIBLIOGRAPHY,  
PLANNING TEAM AND PREPARERS,  
AND INDEX**





# APPENDIX A: NATIONAL TRAILS SYSTEM ACT

THE NATIONAL TRAILS SYSTEM ACT  
(P.L. 90-543, as amended through P.L. 108-342, October 18, 2004)  
(also found in *United States Code*, Volume 16, Sections 1241-1251)

**Note: THIS IS AN ABRIDGED VERSION. The entire act can be accessed at**  
**<[www.nps.gov/nts/legislation.html](http://www.nps.gov/nts/legislation.html)>.**

## AN ACT

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

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

## SHORT TITLE

SECTION I. This Act may be cited as the "National Trails System Act".

## STATEMENT OF POLICY

### SEC. 2. [16USC1241]

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

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

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

## NATIONAL TRAILS SYSTEM

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

- (1) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.
- (2) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass. National scenic trails may be located so as to represent desert, marsh, grassland, mountain, canyon, river, forest, and other areas, as well as landforms which exhibit significant characteristics of the physiographic regions of the Nation.
- (3) National historic trails, established as provided in section 5 of this Act, which will be extended trails which follow as closely as possible and practicable the original trails or routes of

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

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

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

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

#### NATIONAL RECREATION TRAILS

##### SEC. 4. [16USC1243]

(a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that--

- (i) such trails are reasonably accessible to urban areas, and, or
- (ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved --

- (i) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the appropriate Secretary with the consent of the States, their political subdivisions, or other appropriate administering agencies;
- (ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the appropriate Secretary with the consent of the State; and
- (iii) trails on privately owned lands may be designated 'National Recreation Trails' by the appropriate Secretary with the written consent of the owner of the property involved.

NATIONAL SCENIC AND NATIONAL HISTORIC TRAILS

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

[SECTIONS 1-24 OMITTED]

(b) The Secretary of the Interior, through the agency most likely to administer such trail, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic or national historic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. The feasibility of designating a trail shall be determined on the basis of an evaluation of whether or not it is physically possible to develop a trail along a route being studied, and whether the development of a trail would be financially feasible. The studies listed in subsection (c) of this section shall be completed and submitted to the Congress, with recommendations as to the suitability of trail designation, not later than three complete fiscal years from the date of enactment of their addition to this subsection, or from the date of enactment of this sentence, whichever is later. Such studies, when submitted, shall be printed as a House or Senate document, and shall include, but not be limited to:

- (1) the proposed route of such trail (including maps and illustrations);
- (2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;
- (3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic or national historic trail; and in the case of national historic trails the report shall include the recommendation of the Secretary of the Interior's National Park System Advisory Board as to the national historic significance based on the criteria developed under the Historic Sites Act of 1935 (40 Stat. 666; 16 U.S.C. 461);
- (4) the current status of land ownership and current and potential use along the designated route;
- (5) the estimated cost of acquisition of lands or interest in lands, if any;
- (6) the plans for developing and maintaining the trail and the cost thereof;
- (7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);
- (8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof;
- (9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail;
- (10) the anticipated impact of public outdoor recreation use on the preservation of a proposed national historic trail and its related historic and archeological features and settings, including the measures proposed to ensure evaluation and preservation of the values that contribute to their national historic significance; and

(11) To qualify for designation as a national historic trail, a trail must meet all three of the following criteria:

- (A) It must be a trail or route established by historic use and must be historically significant as a result of that use. The route need not currently exist as a discernible trail to qualify, but its location must be sufficiently known to permit evaluation of public recreation and historical interest potential. A designated trail should generally accurately

follow the historic route, but may deviate somewhat on occasion of necessity to avoid difficult routing through subsequent development, or to provide some route variations offering a more pleasurable recreational experience. Such deviations shall be so noted on site. Trail segments no longer possible to travel by trail due to subsequent development as motorized transportation routes may be designated and marked onsite as segments which link to the historic trail.

(B) It must be of national significance with respect to any of several broad facets of American history, such as trade and commerce, exploration, migration and settlement, or military campaigns. To qualify as nationally significant, historic use of the trail must have had a far reaching effect on broad patterns of American culture. Trails significant in the history of native Americans may be included.

(C) It must have significant potential for public recreational use or historical interest based on historic interpretation and appreciation. The potential for such use is generally greater along roadless segments developed as historic trails and at historic sites associated with the trail. The presence of recreation potential not related to historic appreciation is not sufficient justification for designation under this category.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section.

[SECTIONS 1-40 AND 42 OMITTED]

(41) The Long Walk, a series of routes which the Navajo and Mescalero Apache Indian tribes were forced to walk beginning in the fall of 1863 as a result of their removal by the United States Government from their ancestral lands, generally located within a corridor extending through portions of Canyon de Chelly, Arizona, and Albuquerque, Canyon Blanco, Anton Chico, Canyon Piedra Pintado, and Fort Sumner, New Mexico.

(d) The Secretary charged with the administration of each respective trail shall, within one year of the date of the addition of any national scenic or national historic trail to the system, and within sixty days of the enactment of this sentence for the Appalachian and Pacific Crest National Scenic Trails, establish an advisory council for each such trail, each of which councils shall expire ten years from the date of its establishment, except that the Advisory Council established for the Iditarod Historic Trail shall expire twenty years from the date of its establishment. If the appropriate Secretary is unable to establish such an advisory council because of the lack of adequate public interest, the Secretary shall so advise the appropriate committees of the Congress. The appropriate Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards for the erection and maintenance of markers along the trail, and the administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve for a term of two years and without compensation as such, but the Secretary may pay, upon vouchers signed by the chairman of the council, the expenses reasonably incurred by the council and its members in carrying out their responsibilities under this section. Members of each council shall be appointed by the appropriate Secretary as follows:

- (1) the head of each Federal department or independent agency administering lands through which the trail route passes, or his designee;
- (2) a member appointed to represent each State through which the trail passes, and such appointments shall be made from recommendations of the Governors of such States;
- (3) one or more members appointed to represent private organizations, including corporate and individual landowners and land users, which in the opinion of the Secretary, have an established and recognized interest in the trail, and such appointments shall be made from recommendations of the heads of such organizations: Provided, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and

(4) the Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(e) Within two complete fiscal years of the date of enactment of legislation designating a national scenic trail, except for the Continental Divide National Scenic Trail and the North Country National Scenic Trail, as part of the system, and within two complete fiscal years of the date of enactment of this subsection for the Pacific Crest and Appalachian Trails, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, the relevant advisory council established pursuant to section 5(d), and the Appalachian Trail Conference in the case of the Appalachian Trail, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the acquisition, management, development, and use of the trail, including but not limited to, the following items:

- (1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved (along with high potential historic sites and high potential route segments in the case of national historic trails), details of any anticipated cooperative agreements to be consummated with other entities, and an identified carrying capacity of the trail and a plan for its implementation;
- (2) an acquisition or protection plan, by fiscal year for all lands to be acquired by fee title or lesser interest, along with detailed explanation of anticipated necessary cooperative agreements for any lands not to be acquired; and
- (3) general and site-specific development plans including anticipated costs.

(f) Within two complete fiscal years of the date of enactment of legislation designating a national historic trail or the Continental Divide National Scenic Trail or the North Country National Scenic Trail as part of the system, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, and the relevant Advisory Council established pursuant to section 5(d) of this Act, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the management, and use of the trail, including but not limited to, the following items:

- (1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved, details of any anticipated cooperative agreements to be consummated with State and local government agencies or private interests, and for national scenic or national historic trails an identified carrying capacity of the trail and a plan for its implementation;
- (2) the process to be followed by the appropriate Secretary to implement the marking requirements established in section 7(c) of this Act;
- (3) a protection plan for any high potential historic sites or high potential route segments; and
- (4) general and site-specific development plans, including anticipated costs.

#### CONNECTING AND SIDE TRAILS

SEC. 6. [16USC1245] Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked by the appropriate Secretary as components of a national recreation, national scenic or national historic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent, or, where the appropriate Secretary deems necessary or desirable, on privately owned lands with the consent of the landowners. Applications for approval and designation of connecting and side trails on non-Federal lands shall be submitted to the appropriate Secretary.

ADMINISTRATION AND DEVELOPMENT

SEC. 7. [16USC1246]

(a)

(1)

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

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

(2) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for national scenic and national historic trails and shall publish notice thereof of the availability of appropriate maps or descriptions in the Federal Register; Provided, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for the specific area in order to insure continued maximum benefits from the land. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

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

(c) National scenic or national historic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: Provided, That the

Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: Provided further, That private lands included in the national recreation, national scenic, or national historic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. Where a national historic trail follows existing public roads, developed rights-of-way or waterways, and similar features of man's nonhistorically related development, approximating the original location of a historic route, such segments may be marked to facilitate retracement of the historic route, and where a national historic trail parallels an existing public road, such road may be marked to commemorate the historic route. Other uses along the historic trails and the Continental Divide National Scenic Trail, which will not substantially interfere with the nature and purposes of the trail, and which, at the time of designation, are allowed by administrative regulations, including the use of motorized vehicles, shall be permitted by the Secretary charged with administration of the trail. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation, national scenic, and national historic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established. The appropriate Secretary may also provide for trail interpretation sites, which shall be located at historic sites along the route of any national scenic or national historic trail, in order to present information to the public about the trail, at the lowest possible cost, with emphasis on the portion of the trail passing through the State in which the site is located. Wherever possible, the sites shall be maintained by a State agency under a cooperative agreement between the appropriate Secretary and the State agency.

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

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

(f)

(1) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in

the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

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

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

(h)

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

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



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

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

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation, national scenic, or national historic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500 or by imprisonment not exceeding six months, or by both such fine and imprisonment. The Secretary responsible for the administration of any segment of any component of the National Trails System (as determined in a manner consistent with subsection (a)(1) of this section) may also utilize authorities related to units of the national park system or the national forest system, as the case may be, in carrying out his administrative responsibilities for such component.

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

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

#### STATE AND METROPOLITAN AREA TRAILS

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

## APPENDIXES

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

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

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

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

## RIGHTS-OF-WAY AND OTHER PROPERTIES

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

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

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

(d)

(1) All rights-of-way, or portions thereof, retained by the United States pursuant to subsection (c) which are located within the boundaries of a conservation system unit or a National Forest

shall be added to and incorporated within such unit or National Forest and managed in accordance with applicable provisions of law, including this Act.

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

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

(e)

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

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

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

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

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

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

(B) determined by the Secretary, pursuant to the disposal criteria established by section 203 of the Federal Land Policy and Management Act of 1976, to be suitable for sale. Prior to conducting any such sale, the Secretary shall take appropriate steps to afford a unit of State or local government or any other entity an opportunity to seek to obtain such portion pursuant to paragraph (l) of this subsection.

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

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

(f) As used in this section --

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

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

## AUTHORIZATION OF APPROPRIATIONS

### SEC. 10. [16USC1249] (a)

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

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

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

(c)

(1) There is hereby authorized to be appropriated such sums as may be necessary to implement the provisions of this Act relating to the trails designated by paragraphs 5(a)(3), (4), (5), (6), (7), (8), (9) and (10): Provided, That no such funds are authorized to be appropriated prior to October 1, 1978: And provided further, That notwithstanding any other provisions of this Act or any other provisions of law, no funds may be expended by Federal agencies for the acquisition of lands or interests in lands outside the exterior boundaries of existing Federal areas for the Continental Divide National Scenic Trail, the North Country National Scenic Trail, the Ice Age National Scenic Trail, the Oregon National Historic Trail, the Mormon Pioneer National Historic Trail, the Lewis and Clark National Historic Trail, and the Iditarod National Historic Trail, except that funds may be expended for the acquisition of lands or interests therein for the purpose of providing for one trail interpretation site, as described in section 7(c), along with such trail in each State crossed by the trail.

(2) Except as otherwise provided in this Act, there is authorized to be appropriated such sums as may be necessary to implement the provisions of this Act relating to the trails designated by

section 5(a). Not more than \$500,000 may be appropriated for the purposes of acquisition of land and interests therein for the trail designated by section 5(a)(12) of this Act, and not more than \$2,000,000 may be appropriated for the purposes of the development of such trail. The administering agency for the trail shall encourage volunteer trail groups to participate in the development of the trail.

#### VOLUNTEER TRAILS ASSISTANCE

##### SEC. 11. [16USC1250] (a)

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

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

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

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

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

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

#### DEFINITIONS

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

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

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

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

## APPENDIXES

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

## APPENDIX B: LONG WALK LEGISLATION

PUBLIC LAW 107–214—AUG. 21, 2002

116 STAT. 1053

Public Law 107–214  
107th Congress

### An Act

To amend the National Trails System Act to designate the route in Arizona and New Mexico which the Navajo and Mescalero Apache Indian tribes were forced to walk in 1863 and 1864, for study for potential addition to the National Trails System.

*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 “Long Walk National Historic Trail Study Act”.

#### SEC. 2. FINDINGS.

Congress finds the following:

(1) Beginning in the fall of 1863 and ending in the winter of 1864, the United States Government forced thousands of Navajos and Mescalero Apaches to relocate from their ancestral lands to Fort Sumner, New Mexico, where the tribal members were held captive, virtually as prisoners of war, for over 4 years.

(2) Thousands of Native Americans died at Fort Sumner from starvation, malnutrition, disease, exposure, or conflicts between the tribes and United States military personnel.

#### SEC. 3. DESIGNATION FOR STUDY.

Section 5(c) of the National Trails System Act (16 U.S.C. 1244(c)) is amended by adding at the end the following new paragraph:

“(\_\_\_\_) The Long Walk Trail, a series of routes which the Navajo and Mescalero Apache Indian tribes were forced to walk beginning in the fall of 1863 as a result of their removal by the United States Government from their ancestral lands, generally located within a corridor extending through portions of Canyon de Chelly, Arizona, and Albuquerque, Canyon Blanco, Anton Chico, Canyon Piedra Pintado, and Fort Sumner, New Mexico.”.

Approved August 21, 2002.

#### LEGISLATIVE HISTORY—H.R. 1384:

HOUSE REPORTS: No. 107–222 (Comm. on Resources).

SENATE REPORTS: No. 107–184 (Comm. on Energy and Natural Resources).

#### CONGRESSIONAL RECORD:

Vol. 147 (2001): Oct. 2, considered and passed House.

Vol. 148 (2002): Aug. 1, considered and passed Senate.

Aug. 21, 2002

[H.R. 1384]

Long Walk National Historic Trail Study Act. 16 USC 1241 note

## **APPENDIX C: SUMMARY OF PUBLIC MEETINGS**

### **ATTENDANCE**

A range of individuals and interest groups took time to attend one or more of the feasibility study meetings. Attendance ranged from as few as three individuals to as high as approximately 30. These numbers were higher at presentations given in conjunction with agency council meetings. Representatives from various levels of government participated, as well as officials from the Mescalero Apache Tribe and the Navajo Nation. U.S. Congressman Tom Udall attended a meeting, as did members of his staff. People who are, or could be, associated with telling the Long Walk story in tribal and public museums, state parks and monuments, or national parks also participated. Several teachers brought their students, media reporters arrived for interviews and stories, and young people sat in to gather information for school projects. People from cities along the removal routes arrived to learn more about the project and the story, while those living in the shadow of the Long Walk, either descended from participants or neighbors at Fort Sumner, provided heartfelt witness. The “elderly” from the Navajo Nation and Mescalero Apache Tribe who attended meetings were especially welcomed and respected by younger participants.

### **FORMAT OF MEETINGS**

The format and presentation differed according to the number of participants, purpose of meeting, and location. Generally, the meetings consisted of study team introductions and presentation of a Powerpoint program providing project background and discussion of national historic trail designation (with maps and handouts), followed by an open comment/discussion period. Meetings with smaller groups were less formal than with larger groups. Meetings with government officials (tribal, local, state, federal) generally focused on the implications of national historic trail designation, while the general public meetings

held in communities along the removal routes emphasized the need for more education about the Long Walk. Some of the meetings on the Navajo Reservation were conducted almost entirely in the Navajo language; others were in English, or in Navajo followed with English translation. There was at least one person who could speak and translate Navajo (a National Park Service or Navajo Nation employee) at each meeting held on the Navajo Reservation. Meetings held with the Mescalero Apache Tribe were in English. The meetings were not recorded with audio or videotape, but study team members compiled notes/summaries of each meeting. Comments were far-ranging and occasionally contradictory, revealing differences of opinion. Other views were commonly held and expressed by participants at different meetings.

### **AWARENESS OF AND SENSITIVITY TO THE LONG WALK HISTORY**

The need for education about the context, events, and legacy of the Long Walk was the focus of many discussions and comments heard at the meetings. Awareness of the Long Walk ranged from those who were intimately connected and could tell very personal stories (descendents of participants) to those who had limited or no knowledge (younger tribal people, members of the general public living off-reservation). Concerns were expressed about the need for education regardless of national historic trail designation, while others viewed possible designation as a way to commemorate, and thus, educate larger audiences about the Long Walk. Several people spoke of the Navajo World War II code talkers, and the length of time that had passed before that story and those participants were celebrated and honored. The need to educate both tribal young people and the larger nation/world about the Long Walk was emphasized in many meetings. Some participants hoped that education about the Long Walk would lead to wider discussions about treaty



history and historic/present tribal relations with the U.S. government.

Discussions about the sensitivity and care required for any telling of the Long Walk story took several forms, ranging from the acceptance of personal responsibility and the need for healing, to the questioning of U.S. government motives. Young and old alike spoke of the ongoing “pain” associated with the Long Walk, resulting in the stories not being repeated from generation to generation.

## **REPRESENTATIVE COMMENTS**

### **Education**

It is preferable for Navajo and Mescalero Apache people to tell the stories and educate their children themselves, so that the story is not lost.

The telling of the Long Walk story is long overdue and needs to be learned by everyone, so that it will not be repeated. The truth needs to be told for awareness and appreciation.

Military aspects of the story should not be glorified.

Preserving heritage for children today and tomorrow is important, especially because just a very few people still have memories of stories that were told to them as young children.

The need exists for assistance in conducting oral interviews for personal histories and other such programs — even if a national historic trail is not designated.

People need to learn how the U.S. government treated the Navajo people in the past, and how that treatment has led to distrust even today.

The Long Walk should be part of curriculum for school-aged tribal children, and in text books throughout the U.S.

Different perspectives of Long Walk events exist and should be examined. These perspectives include: experiences of people who went to Bosque Redondo in contrast to those who stayed behind; experiences unique to each tribe; and military viewpoints, including the belief that Colonel Kit Carson is a hero, in contrast to the view that he was no hero to the Navajo. The Long Walk story is multifaceted in that beyond the Navajo and Mescalero Apache people, it involved several Pueblo tribes and numbers of Hispanic New Mexicans and Euro-Americans.

### **Personal Pain**

It is painful for tribal families to even talk about the Long Walk because of the disruption of way-of-life, destruction of homes and crops, slaughter of animal herds, and suffering endured by people, especially at the deaths of children.

The memory of the elderly should be honored because they suffered, but also because they survived.

Some elderly tribal members feared that the U.S. government still wants to take them from their homes and put them in prison.

The Long Walk was compared to the 1942 Bataan Death March in the Philippines in terms of the pain and suffering endured by the Navajo.

Why did the Long Walk happen to the Navajo; why were they singled out and punished when “everyone was raiding”? Speculation exists that it was because of desires to exploit natural resources on the land.

A range of perspective was offered on the Treaty of 1868, including resentment over the resulting diminished Navajo Nation land base and the forcing of formerly nomadic peoples onto a reservation, the need for the U.S. government to “live up” to the treaty, and that Congress should not diminish tribal sovereignty.

## NATIONAL HISTORIC TRAIL DESIGNATION

Opposition to designation was centered on concerns about potential disrespectful recreational activities; uncertainty over potential beneficiaries of any economic gains coming from trail designation; distrust of U.S. government actions regarding education, health care, and military issues; and the pain involved with telling the Long Walk stories.

Support for designation was centered on the belief that tribal participants in the Long Walk need to be honored, and that future generations of children need to learn about the events. For some, designation was viewed as overdue recognition of the Navajo Nation and Mescalero Apache Tribe for their strength and survival in light of the removal experience. Designation was also seen as an expression of pride and respect for family history.

In several meetings participants were asked for a show of support, or indication of opposition, for national historic trail designation. Generally, trail designation received support among both tribal and nontribal members. People at each of the meetings were in favor of designating the Long Walk as part of the National Historic Trail System, but this support was expressed concurrently with concerns and the raising of issues.

### Representative Comments

National trail designation should be for commemorative purposes, and not for recreational purposes. An example is concern that picnic tables would be placed “atop those bones that lie buried.”

The oral histories do not relate exactly where or how people went or surrendered, in regards to the identification of routes taken during removal and return to homelands.

The Navajo people do not trust what the outcome of these public meetings will be and the

outcome of the designation. Some believe that the U.S. government is planning this designation for their gain in monetary value and not for the benefit of the Navajo people.

There are concerns over national recognition of removal routes in New Mexico, while the majority of Navajo people live in Arizona.

Hope was expressed that trail designation would improve the economy in Fort Sumner as more people visited Bosque Redondo.

There is confusion regarding the nature of future partnerships among tribes, communities, and local, state, and federal entities along a designated trail.

Trail designation may provide an opportunity for members of the Mescalero Apache Tribe and Navajo Nation to work together and learn more about each other.

Trail designation would be a tourist promotion designed to promote Fort Stanton, and that Casino Apache [Mescalero, New Mexico] should be promoted as well.

If the Long Walk is to be commemorated, it should be kept simple and in a localized area, like Fort Defiance.

If a trail is designated, its name should be *Hwéeldí* instead of “Long Walk” — the Navajo word more correctly reflects the proper name.

Cultural sensitivities and respect should be shown by nonnative visitors coming to the reservations to learn about the Long Walk.

The Long Walk trails should be accessible to members of the Navajo people “only” and closed to the rest of the public.

Any and all items collected along the historic trail through archeological study should be returned to the Navajo people at the beginning of the feasibility study, and the Navajo Nation should not go through another repatriation with the U.S. government.

The designation should be Navajo-owned and the Navajo people should be involved in trail planning, designation, implementation, and operation.

A memorial should be made at Bosque Redondo, and a museum resulting from this

designation of the Long Walk should be located on the Navajo reservation.

Scholarships for Navajo students should be available through the trail designation.

## APPENDIX D: THREATENED AND ENDANGERED SPECIES

### FLORA

The list of threatened and endangered plants in the region is large. The U.S. Fish and Wildlife Service currently lists 8 and 12 plant species in Arizona and New Mexico, respectively, as federally threatened and endangered species. Eighteen of these plant species occur in the counties through which the potential national historic trail alignment would pass. The species, their federal status, location, and critical habitat status are listed in table D-1.

The states of Arizona and New Mexico each list from 50 to 140 taxa of plants as sensitive. These include cacti, wild buckwheats, prickly poppies, milk-vetches, paintbrushes, penstemons, sagebrushes, and others. The sunflower, pea, cactus, and figwort families account for more than half of the species of special concern in New Mexico.

### FAUNA

The faunal group includes mammal, bird, reptile, amphibian, fish, and invertebrate

species. The U.S. Fish and Wildlife Service currently lists 18 and 22 species of animals in Arizona and New Mexico, respectively, as either federally threatened, endangered, proposed or candidate species. Thirty-four of these faunal species are listed as potentially occurring in the counties through which the national historic trail would pass. Critical habitat has been designated for 10 of these species (see tables D-2 and D-3), though not necessarily in the area of the proposed trail route. Some species occur in both states.

The landscape setting most likely to support species and critical habitats that could require special consideration during the future planning phases include aquatic, riparian, and wetland areas. In particular, the riparian corridor of major streams, such as the Rio Grande and Pecos rivers, support several listed species as well as designated critical habitat (e.g., the Rio Grande silvery minnow and southwestern willow flycatcher).

**Table D-1: Federally Listed Threatened and Endangered Plant Species**

Common Name	Scientific Name	Federal Status	Location	Critical Habitat
<b>Endangered Species</b>				
Brady pincushion cactus	<i>Pediocactus bradyi</i>	Endangered	AZ	No
Holy Ghost ipomopsis	<i>Ipomopsis sancti-spiritus</i>	Endangered	NM	No
Knowlton cactus	<i>Knowlton cactus</i>	Endangered	AZ	No
Kuenzler hedgehog cactus	<i>Echinocereus fendleri</i> var. <i>kuenzleri</i>	Endangered	NM	No
Mancos milk-vetch	<i>Astragalus humilimus</i>	Endangered	NM	No
Peebles Navajo cactus	<i>Pediocactus peeblesianus</i>	Endangered	AZ	No
Sacramento prickly poppy	<i>Argemone pleiacantha</i> ssp. <i>pinnatisecta</i>	Endangered	NM	No
Sentry milk vetch	<i>Astragalus cremnophylax</i> var. <i>cremnophylax</i>	Endangered	AZ-NM	No
Todsen's pennyroyal	<i>Hedeoma todsenii</i>	Endangered	NM	Yes
<b>Threatened Species</b>				
Mesa Verde cactus	<i>Sclerocactus mesae-verdae</i>	Threatened	NM	No
Navajo sedge	<i>Carex specuicola</i>	Threatened	AZ	Yes

Common Name	Scientific Name	Federal Status	Location	Critical Habitat
Pecos sunflower	<i>Helianthus paradoxus</i>	Threatened	NM	No
Sacramento Mountains thistle	<i>Cirsium vinaceum</i>	Threatened	NM	No
San Francisco Peaks groundsel	<i>Senecio franciscans</i>	Threatened	AZ	Yes
Siler pincushion cactus	<i>Pediocactus sileri</i>	Threatened	NM	No
Welsh's milkweed	<i>Asclepias welshii</i>	Threatened	AZ-NM	No
Zuni fleabane	<i>Erigeron rhizomatus</i>	Threatened	AZ-NM	No

Table D-2: Federally Listed Threatened and Endangered Animal Species

Common Name	Scientific Name	Federal Status	Location	Critical Habitat
<b>Endangered Species</b>				
Black-footed ferret	<i>Mustela nigripes</i>	Endangered	AZ, NM	No
*Brown pelican	<i>Pelecanus occidentalis</i>	Endangered	AZ	No
California condor	<i>Gymnogyps californianus</i>	Endangered	AZ	No
Colorado pikeminnow	<i>Pychocheilus lucius</i>	Endangered	NM	Yes
Gila Chub	<i>Gila intermedia</i>	Endangered	AZ	No
Gray wolf	<i>Canis lupus</i>	Endangered	AZ	No
Humpback chub	<i>Gila cypha</i>	Endangered	AZ	Yes
Kanab ambersnail	<i>Oxyloma haydeni kanabensis</i>	Endangered	AZ	No
Koster's springsnail	<i>Juturnia kosterii</i>	Endangered	NM	No
Least tern	<i>Sterna antillarum</i>	Endangered	NM	No
Noel's amphipod	<i>Gammarus desperatus</i>	Endangered	NM	No
Northern aplomado falcon	<i>Falco femoralis septentrionalis</i>	Endangered	NM	No
Pecos assiminea snail	<i>Assiminea pecos</i>	Endangered	NM	No
Pecos gambusia	<i>Gambusia nobilis</i>	Endangered	NM	No
Razorback sucker	<i>Xyrauchen texanus</i>	Endangered	AZ, NM	Yes
Rio Grande silvery minnow	<i>Hybognathus amarus</i>	Endangered	NM	Yes
Roswell springsnail	<i>Pyrgulopsis roswellensis</i>	Endangered	NM	No
Southwestern willow flycatcher	<i>Empidonax traillii extimus</i>	Endangered	AZ, NM	Yes
<b>Threatened Species</b>				
Apache trout	<i>Oncorhynchus apache</i>	Threatened	AZ	No
Arkansas River shiner	<i>Notropis girardi</i>	Threatened	NM	No
Chiricahua leopard frog	<i>Rana chiricahuensis</i>	Threatened	AZ	No
Little Colorado spinedace	<i>Lepidomeda vittata</i>	Threatened	AZ	Yes
Loach minnow	<i>Tiaroga cobitis</i>	Threatened	AZ	Yes
Mexican spotted owl	<i>Strix occidentalis lucida</i>	Threatened	AZ, NM	Yes
Pecos bluntnose shiner	<i>Notropis simus pecosensis</i>	Threatened	NM	Yes
Spikedace	<i>Meda fulgida</i>	Threatened	AZ	Yes

\*Proposed for delisting

**Table D-3: Proposed and Candidate Species**

<b>Common Name</b>	<b>Scientific Name</b>	<b>Federal Status</b>	<b>Location</b>	<b>Critical Habitat</b>
<b>Proposed Endangered Species</b>				
Sacramento Mountains checkerspot butterfly	<i>Euphydryas anicia cloudcrofti</i>	Proposed endangered	NM	No
<b>Candidate Species</b>				
Fickisen plains cactus	<i>Pediocactus peeblesianus</i> var. <i>fickeiseniae</i>	Candidate	NM	No
Lesser prairie-chicken	<i>Tympanuchus pallidicinctus</i>	Candidate	NM	No
New Mexico Meadow jumping mouse	<i>Zapus hudsonius luteus</i>	Candidate	NM	No
Sand dune lizard	<i>Sceloporus arenicolor</i>	Candidate	NM	No
Texas hornshell (mussel)	<i>Popenaias popeii</i>	Candidate	NM	No
Three Forks springsnail	<i>Pyrgulopsis trivialis</i>	Candidate	AZ	No
Yellow-billed cuckoo	<i>Coccyzus americanus</i>	Candidate	AZ, NM	No
Zuni bluehead sucker	<i>Catostomus discobolus yarrowi</i>	Candidate	AZ, NM	No

## APPENDIX E: NATIONAL HISTORIC LANDMARK CRITERIA

NATIONAL HISTORIC LANDMARK CRITERIA	
The historic significance of the potential trail(s) was assessed using criteria applied by the National Historic Landmarks (NHL) Program. This program, established by the Historic Sites Act of 1935, applies criteria to evaluate historic and archeological sites, buildings, and objects for their exceptional value in commemorating or illustrating the history of the United States. Of the six criteria, criteria 1 and 5 are the only criteria that apply to properties associated with the Navajo and Mescalero Apache removal events. Meeting any one of the six criteria meets qualification requirements.	
NHL CRITERIA	
<b>NHL Criterion 1:</b> Properties that are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represents, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained, or	
NHL Criterion 2: Properties that are associated importantly with the lives of persons nationally significant in the history of the United States, or	
NHL Criterion 3: Properties that represent some great idea or ideal of the American people, or	
NHL Criterion 4: Properties that embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for the study of a period, style, or method of construction, or that represent a significant, distinctive, and exceptional entity whose components may lack individual distinction, or	
<b>NHL Criterion 5:</b> Properties that are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture.	
Properties that are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture, or	
NHL Criterion 6: Properties that have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts, and ideas to a major degree.	

## APPENDIX F: NPS THEMATIC FRAMEWORK

For national historic landmarks, establishing national significance requires the examination of the theme in which the property is significant to the extent necessary to document that the property represents an important aspect of the theme on a national level and is outstanding in its representation. However since theme studies are not done for potential national historic trails, it is helpful to see how the trail fits in the NPS thematic framework.

The main themes are listed, (e.g., I. Peopling Places), along with the topics that help define these themes and a description of how the Long Walk routes and events fit that main theme.

### **I. Peopling Places**

Topic 5. Ethnic Homelands

Topic 6. Encounters, Conflicts, and Colonization

The Navajo had lived in the Four Corners area (Colorado, Utah, New Mexico, Arizona), and the Mescalero Apache had been in west Texas and the Sacramento Mountains region of southern New Mexico since the 15th century. As a direct result of U.S. military action, thousands of tribal people were forcibly removed from their ethnic homelands and forced to live in a dramatically different landscape under brutal conditions. The Long Walk events represent both the U.S. government's efforts to take and open Indian lands for Euro-American settlement and development, and the native people's success at returning to their homelands, thereby ensuring their cultural survival.

### **III. Expressing Cultural Values**

Topic 6. Popular and Traditional Culture

The Long Walk events represent the Navajo and Mescalero Apache peoples' efforts to maintain their identity and traditional culture in spite of

the U.S. government's actions to eradicate their way of life. These were watershed events in Navajo and Mescalero Apache history, and in the history of the American Southwest with the end of Indian slavery. The people of both tribes were scarred by their forced removal and incarceration, and they are different people as a result. But these events laid a foundation for their political, economic, and cultural positions in the United States today.

### **IV. Shaping the Political Landscape**

Topic 3. Military Institutions and Activities

The Long Walk events reflect some of the worst aspects of the U.S. government's policies towards American Indians during the second half of the 19th century. The impact of the Army's "scorched earth" military tactics and incarceration of native people at Bosque Redondo can be found in the treaties of 1868 (Navajo) and 1873 (Mescalero Apache), which established their respective reservations and provided the foundation for each tribe's formal relationship with the U.S. government today.

### **V. Developing the American Economy**

Topic 7. Governmental Policies and Practices

The Long Walk events affected economic development in the Southwest through the disruption of long-established Navajo and Mescalero Apache trade and commerce with their tribal and Hispanic neighbors, and through the impact on the cycle of raiding and taking slaves. The end of Indian slavery and the high cost and logistical challenges of supplying Bosque Redondo during the years of incarceration of thousands of people led to permanent changes in the New Mexico economy.



# GLOSSARY

**administration:** Each national trail, established by law, is assigned for administration to a specific federal agency by either the secretary of the interior or the secretary of agriculture, as designated by Congress. Subject to available funding, the administering agency exercises trail-wide responsibilities under the act for that specific trail. Such responsibilities include coordination among and between agencies and partnership organizations in planning, marking, certification, resource preservation and protection, interpretation, cooperative/interagency agreements, and financial assistance to other cooperating government agencies, landowners, interest groups, and individuals.

**advisory council:** A citizen group appointed by the secretary of the interior to advise on matters relating to the trail, including standards for the erection and maintenance of markers along the trail and the administration of the trail.

**air quality:** Refers to standards for various classes of land as designated by the Clean Air Act of 1978.

**archeological resource:** Any material remains or physical evidence of past human life or activities that are of archeological interest, including the record of the effects of human activities on the environment. An archeological resource is capable of revealing scientific or humanistic information through archeological research.

**auto tour route:** A designated route of all-weather highways that closely parallels the historic trail route.

**biological assessment:** The gathering and evaluation of information on proposed endangered and threatened species and critical habitat and proposed critical habitat. Required when a management action potentially conflicts with endangered or threatened species, the biological assessment is the way in which federal agencies enter into formal consultation

with the U.S. Fish and Wildlife Service and describe a proposed action and the consequences to the species the action would effect.

**bosque:** A bosque is a forested area usually along a river. It includes the floodplain up to the first major bench of the river.

**candidate species:** Any species included in the *Federal Register* notice of review that are being considered for listing as threatened or endangered by the U.S. Fish and Wildlife Service.

**certification:** A high-potential site or segment that is in private ownership and has an agreement with the trail administration to preserve the site or segment and to provide for some public access. Certified sites and segments are eligible for technical assistance and cost-sharing funds.

**Challenge Cost Share Program (CCSP):** This is a matching fund program. The nonfederal partner must contribute at least 50% (in cash, goods, or services) of the project costs.

**Code of Federal Regulations (CFR):** The official, legal tabulation of regulations directing federal government activities.

**Council on Environmental Quality (CEQ):** An advisory council to the president of the United States established by the National Environmental Policy Act of 1969. The council reviews federal programs for their effect on the environment, conducts environmental studies, and advises the president on environmental matters.

**cultural resource:** An aspect of a cultural system that is valued by or significantly representative of a culture or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are categorized as districts, sites, buildings,

structures, and objects for the National Register of Historic Places and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes.

**cultural landscape:** A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or esthetic values. There are four nonmutually exclusive types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

**cumulative impact:** The impact on the environment that results from the incremental impact of the action when added to other past, present, or reasonably foreseeable future actions regardless of what agency (federal or nonfederal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

**economic study area (ESA):** The area described in this planning effort comprising 13 counties in New Mexico and three in Arizona that forms the basis for the socioeconomic analysis.

**ecosystem:** A complete, interacting system of living organisms and the land and water that make up their environment; the home places of all living things, including humans.

**effect:** an alteration to the characteristics of a historic property qualifying it for inclusion in or eligibility for the National Register of Historic Places.

**environmental impact statement (EIS):** A detailed written statement required by the National Environmental Policy Act when an agency proposes a major federal action significantly affecting the quality of the human environment.

**ethnographic landscape:** An area containing a variety of natural and cultural resources that

traditionally associated people define as heritage resources. The area may include plant and animal communities, structures, and geographic features, each with their own special local names.

**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.

***Federal Register:*** A daily publication that reports presidential and federal agency documents.

**habitat:** A specific set of physical conditions that surround a species, group of species, or a large community. In wildlife management, the major constituents of habitat are considered to be food, water, cover, and living space.

**high-potential segment:** Those segments of a trail that would afford high-quality recreational experiences in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route.

**high-potential site:** Those historic sites related to the route or nearby sites that provide opportunities to interpret the historical significance of the trail during the period of its major use. Criteria for consideration as high-potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion.

**impacts (or effects):** Environmental consequences (the scientific and analytical basis for comparison of alternatives) as a result of implementing a proposed action (such as construction or operation of facilities). Effects may be either direct, which are caused by the action and occur at the same time and place, or indirect, which are caused by the action and are later in time or farther removed in distance but still reasonably foreseeable, or cumulative.

**Indian tribe (North American Indian):** Any Indian group in the conterminous United States that the secretary of the Department Interior recognizes as possessing tribal status.

**indirect impacts:** Secondary effects that occur in locations other than the initial action or later in time.

**infrastructure:** The facilities, services, and equipment needed for a community to function, including roads, sewers, water lines, police and fire protection, and schools.

**management:** Various government and private entities own or manage lands along each national trail. Management responsibilities often include inventorying resources; mapping, planning, and developing trail segments or sites; compliance; provision of appropriate public access; site interpretation; trail maintenance; marking; resource preservation and protection; viewshed protection; and management of visitor use.

**mitigation measures:** Methods or procedures that reduce or lessen the impacts of an action.

**monitoring:** The periodic observation and orderly collection of data on (1) changing conditions of public land related to management actions; and (2) the effects of implementing decisions.

**museum collection:** An assemblage of objects, works of art, historic documents, and/or natural history specimens collected according to a rational scheme and maintained so they can be preserved, studied, and interpreted for public benefit. Museum collections normally are kept in park museums, although they may also be maintained in archeological and historic preservation centers.

**museum objects:** Museum objects are manifestations and records of behavior and ideas that span the breadth of human experience and depth of natural history. They are evidence of technical development and scientific observation, of personal expression and curiosity about

the past, and of common enterprise and daily habits.

**National Environmental Policy Act of 1969 (NEPA):** An act that encourages productive and enjoyable harmony between humans and their environment and promotes efforts to prevent or eliminate damage to the environment; enriches the understanding of the ecological systems and natural resources important to the nation; and establishes the Council on Environmental Quality.

**NPS:** National Park Service

**National Historic Landmark (NHL):** The National Historic Landmark program identifies, designates, and protects buildings, structures, sites, and objects of national significance. These properties commemorate and illustrate the history and culture of the United States.

**National Historic Preservation Act (NHPA):** This 1966 act is the principal federal law dealing with historic preservation. It established a national policy of historic preservation, including encouraging preservation on the state and private levels. The act authorized the secretary of the interior to maintain a National Register of Historic Places. Section 106, or "106" refers to Section 106 of the act, which requires federal agencies to take into account the effects of their proposed undertakings on properties included or eligible for inclusion in the National Register of Historic Places and give the Advisory Council on Historic Preservation a reasonable opportunity to comment on the proposed undertakings.

**National Natural Landmarks (NNL):** Sites designated by the secretary of the Department of the Interior as containing the best representative examples of geologic features and natural communities composing the nation's natural history. The purpose of the designation is to encourage preservation of such sites through well-informed management and use and consideration of these sites in public and private land use planning. Designation has no legal effect on landownership, use, or management.

**National Register of Historic Places:** A register of districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, and culture, established by the Historic Preservation Act of 1966, and maintained by the secretary of the interior.

**National Register potential:** This refers to the status of a cultural resource that is deemed qualified for the National Register of Historic Places before formal documentation and consultation; the resource is managed as if it were actually listed.

**Sacred sites:** Certain natural and cultural resources treated by American Indian tribes and Alaska natives as sacred places having established religious meaning and as locales of private ceremonial activities.

**scenic quality:** The degree of harmony, contrast, and variety within a landscape.

**structure:** A constructed work, usually immovable by nature or design, consciously created to serve some human activity. Examples are buildings of various kinds, monuments, dams, roads, railroad tracks, canals, millraces, bridges, tunnels, locomotives, nautical vessels, stockades, forts and associated earthworks, Indian mounds, ruins, fences, and outdoor sculpture. In the national register program "structure" is limited to functional constructions other than buildings.

**threatened and endangered species (T&E):** By the Endangered Species Act of 1973, a

species is listed under one of two categories, endangered or threatened, depending upon its status and the degree of threat it faces. An endangered species is one that is in danger of extinction throughout all or a significant portion of its range. A threatened species is one that is likely to become endangered in the foreseeable future.

**traditional cultural property (TCP):** A traditional cultural is a property that is associated with cultural practices or beliefs of a living community that are rooted in that community's history or are important in maintaining its cultural identity. Traditional cultural properties are ethnographic resources eligible for listing in the national register.

**undertaking:** A project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; and those requiring a federal permit, license, or approval.

**water quality:** The chemical, physical, and biological characteristics of water with respect to its suitability for a particular use.

**wetlands:** Areas that are inundated or saturated by surface or groundwater often and long enough to support and under normal circumstances do support a prevalence of vegetation typically adapted for life in saturated soil conditions.

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