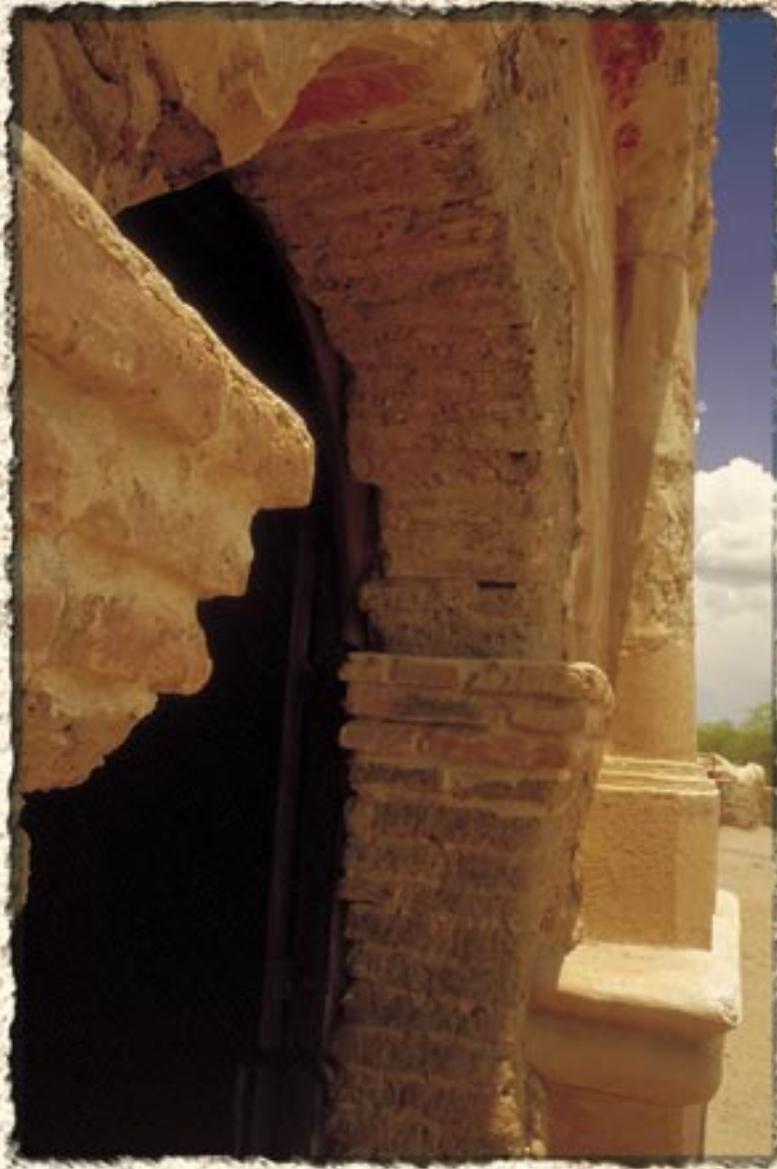


MISSIONS INITIATIVE



STRATEGIC PLAN

2004

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CONTRIBUTORS AND ACKNOWLEDGEMENTS

Collaborators from the United States and Mexico created this planning document and the prototype Missions Initiative website. Mexico's Instituto Nacional de Antropología e Historia and the United States National Park Service and have served as primary project sponsors.

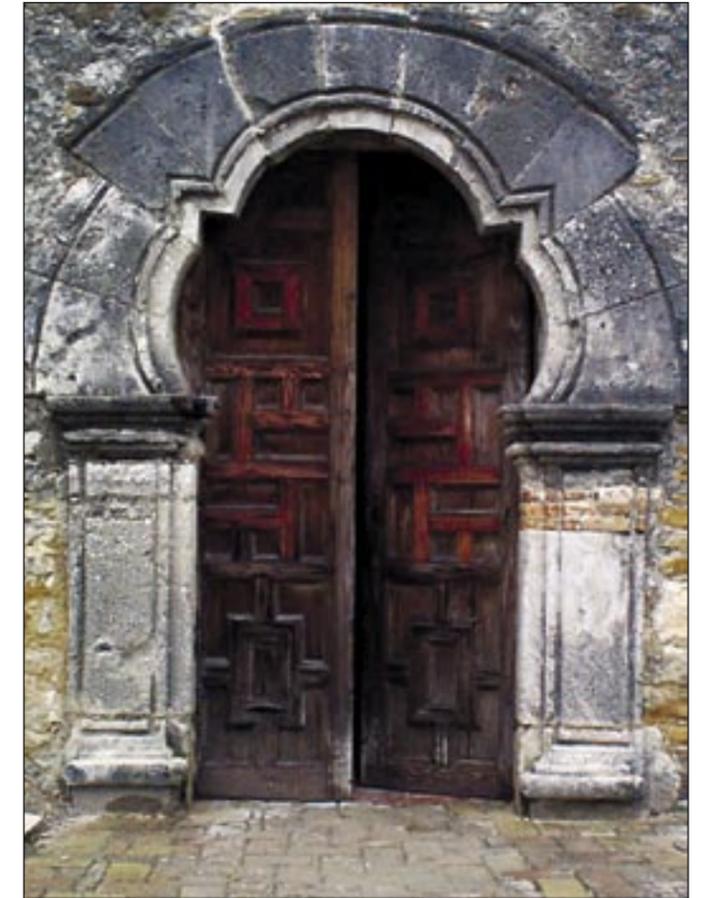
At the request of INAH and NPS, Mr. Tom Spangler of the University of Arizona's (UA) School of Planning produced the Strategic Plan as part of his Master's project in Regional and International Planning. Mr. Bradford Stone, UA School of Planning graduate student, created and condensed the first drafts of the current publication. Dr. Barbara Becker, Director, UA School of Planning, directed the efforts of both these contributors. Mr. Erik N. Logan of Colorado State University provided the section on Spanish Colonial architecture. Regional maps were graciously supplied by Coop's Maps and Lone Mountain Design of Menlo Park, California. The contributions of all these participants are very much appreciated.

Ms. Brooke Gebow of UA School of Natural Resources and Mr. Dennis Caldwell of Caldwell Design, Tucson, Arizona, edited and designed the final publication.

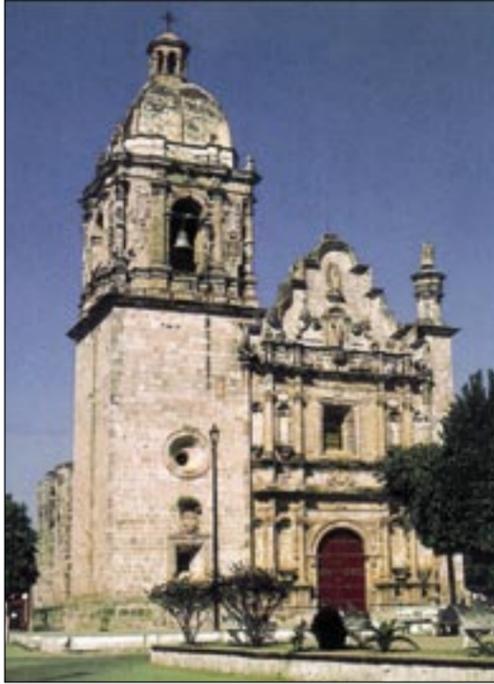
EXECUTIVE SUMMARY

The plan outlined in this document guides the development of an international, multidisciplinary partnership for cultural resource management. The *Missions Initiative* involves hundreds of Spanish Colonial Mission sites in the southwestern United States and northern Mexico. Representatives of both the U.S. National Park Service (NPS) and the Instituto Nacional de Antropología e Historia (INAH) are collaborating to protect cultural resources and promote heritage tourism through the re-establishment of historic links among Spanish Colonial missions. The initiative has already begun to foster cooperation among independent research organizations, academic institutions, non-profit agencies, ecclesiastic authorities, and partners in federal, state, and local governments.

From the early seventeenth century to the early nineteenth century, Spain established religious missions to convert and govern local indigenous peoples in what is now the southwestern U.S. and northern Mexico. These institutions were part of the larger effort to claim and settle territory as well as obtain valuable resources from the New World. While political boundaries and affiliations changed over time, many missions persisted as thriving community centers and examples of an architectural style that inspires regional builders to this day. The *Missions*



San Antonio Missions National Historical Park, Texas, USA



Templo de Concordia, Sinaloa, Mexico

Initiative intends to coordinate efforts, in both the U.S. and Mexico, to protect mission resources. The initiative also strives to once again place mission sites into their interconnected, Spanish Colonial context. Using mission sites as a positive focal point for economic activity in the border region is another major thrust of the proposal.

Specific *Missions Initiative* goals include:

- ◆ Enhance communication among those involved in the management of Spanish Colonial Mission sites on both sides of the international border
- ◆ Create education and preservation programs that accurately portray the mission system as an integrated network
- ◆ Develop consistent criteria for preserving, cataloguing, and interpreting cultural resources of Spanish missions in the U.S. and Mexico
- ◆ Support economic development of host communities through the promotion of heritage tourism

The *Missions Initiative* acknowledges and draws on the experience of other collaborative efforts to manage similar cultural resources. The program recognizes the constant need for consulting with Native American communities in the United States and Mexico, reconciling multiple jurisdictions, and addressing border security concerns. Other administrative details outlined in this document include:

- ◆ Agreements made to date that govern the proposed activities
- ◆ Proposed organizational structures for the initiative

Together, these elements represent a dynamic beginning for the development of management practices that will benefit both cultural resources and the social and economic sustainability of communities in northern Mexico and the southwestern U.S.

INTRODUCTION

THE SPANISH COLONIAL MISSION SYSTEM IN THE SOUTHWESTERN UNITED STATES AND NORTHERN MEXICO

The *Missions Initiative* proposes a binational collaborative effort to protect and promote Spanish Colonial Mission sites in the southwestern United States and northern Mexico. Building a case for undertaking this

collaboration begins with a brief review of the rich history surrounding these missions and an appraisal of current conditions that reinforces the value and timeliness of such an effort. Significant steps towards realizing the goals of the initiative have already been taken.

SPANNING THOUSANDS OF MILES AND HUNDREDS OF YEARS For three hundred years religious missions were an integral part of the northern frontier of New Spain and were established over a vast area. From the early seventeenth century to the early nineteenth century, Franciscan, Dominican, and Jesuit orders of the Roman Catholic Church built missions throughout what is now northern Mexico and the southwestern United States (**See map supplement**). The northern frontier contained the gold, silver, and other resources desired by the Spanish Empire, but a well-ordered colonial system was needed to extract them. The Church, together with military and secular entities, established European order in the region. The missionaries were the first to enter these frontier zones in an attempt to convert native populations to Christianity. The missions also served as a vanguard for the expansion of Spanish settlements and mining operations (Roca 1979).

The three Roman Catholic orders built hundreds of missions in New Spain—some elaborate cathedrals and others simple churches. The Jesuit Order, established in the early sixteenth century, was a multinational group organized along military lines. The Jesuits established churches in marginal areas such as the harsh deserts of Sonora and the rugged Sierra Tarahumara of Chihuahua. They erected hundreds of churches throughout the northern frontier but were eventually expelled by the Spanish government in 1767. Much of modern-day California, New Mexico, Chihuahua, and Baja California was initially colonized by the Franciscan Order, established in the thirteenth century. Following the expulsion, the Franciscans and Dominicans took control of many of the former Jesuit missions. After Mexico won its independence from Spain in 1821, Spanish institutions fell into disfavor. The church and its structures took a somewhat secondary position to the growing towns and communities, and in some cases, mission buildings were converted for other uses.

Today, however, many mission sites remain essential to religious practices and civic activities in these communities. The *Missions Initiative*

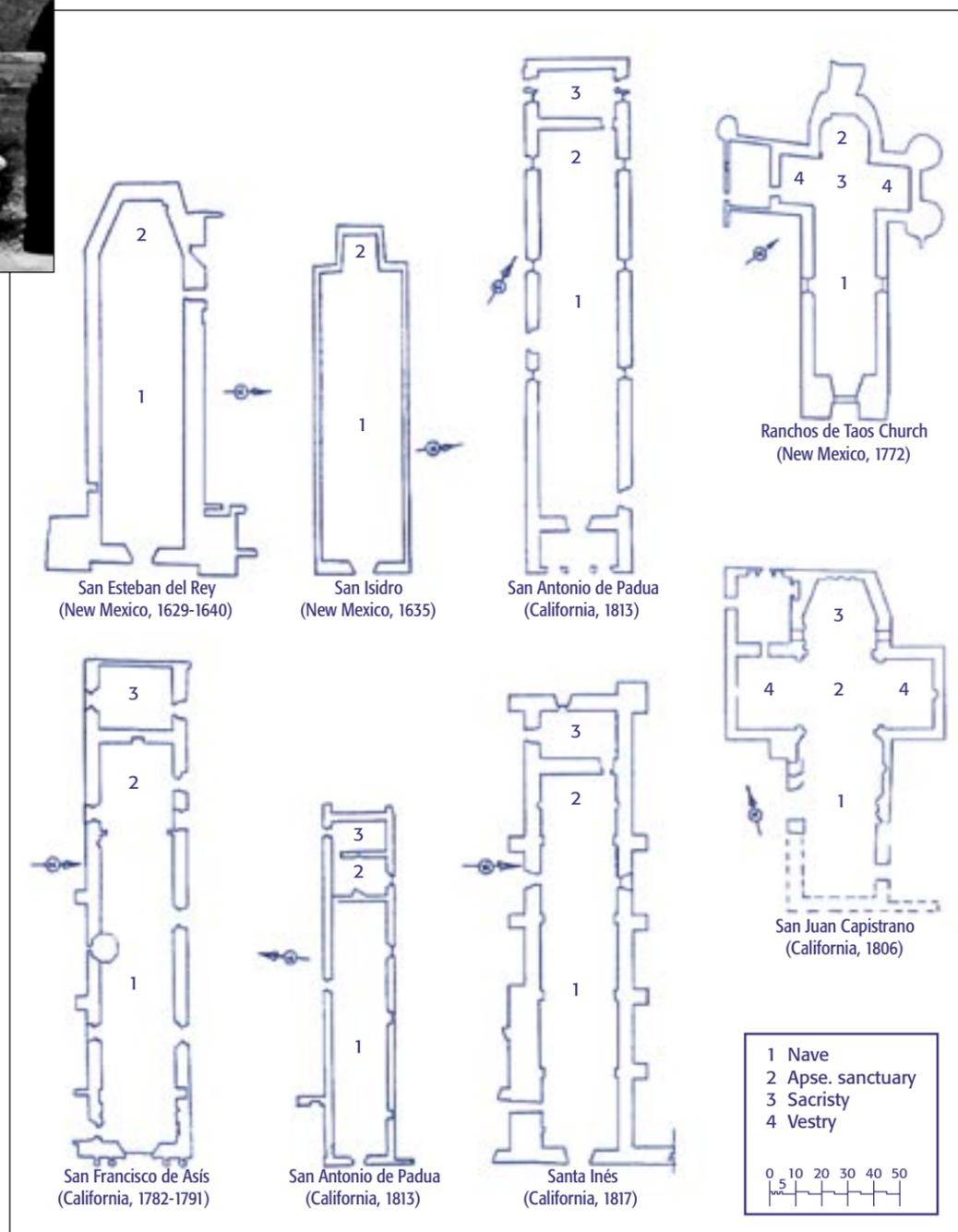
The northern frontier contained the gold, silver, and other resources desired by the Spanish Empire, but a well-ordered colonial system was needed to extract them.





aims to support these active sites as well as build broader support for all sites and among all categories of stakeholders. Drawing on the diverse experiences and skills of resource managers, historians, church representatives, and local communities, the initiative can ultimately improve access to and appreciation for Spanish Colonial Missions as living examples of the rich cultural fabric that extends throughout the southwestern United States and northern Mexico.

Figure 1: Colonial mission floor plans in the Spanish northern Frontier (Kennedy 1993, p. 81-85)



CRAFTING A NEW WORLD ARCHITECTURAL STYLE

Conquest of the New World by Spain brought with it Spanish architectural styles. Rooted in North Africa, Spanish architectural tradition blended styles from as far as Northern Europe to the Middle East. This distinctive style put Moorish touches on Gothic structures, known by the eighteenth century as Baroque or Churrigueresque. The highly decorative elements of the Old World were then transplanted to Colonial Mexico where they helped to shape the great cathedrals of Mexico City and Central Mexico.

While retaining many traditional Spanish elements, the mission architecture of the frontier tended to be utilitarian. Buildings stretched fifty to several hundred feet in length and were equally variable in height. Floor plans ranged from elaborate cruciforms with arcade corridors to simple hall designs with an occasional sacristy or baptistery projection (**Figure 1**). The simple adobe structures or highly decorated churches were built in areas with little to no infrastructure and often under dangerous conditions. These outposts served the church, but also functioned as defensive garrisons. The structures would become the core of many communities and would serve a multitude of purposes.

Missions typically were built from local materials such as adobe and stone, with fired brick used in

the construction of the more elaborate churches with multiple domes and arches. Indigenous laborers were directed by skilled missionaries during the construction. The buildings display evidence that highly trained artisans took part in both architectural design and craftsmanship tasks. Vernacular influence is also especially evident in many of the missions built in the pueblo masonry style in New Mexico.



Mission style architecture incorporated on the façade of a modern southwestern U.S. shopping mall.

Ornamentation gave missions their individual character. Façade ornamentation ranged from simple stone borders to elaborate carved stone elements. Highly ornate polychromatic murals or a few elements hand-painted by indigenous laborers decorated interior spaces. Elaborate altarpieces or *retablos* were transported from larger cities along with bronze bells and other ecclesiastical artwork. Although Jesuit architecture is often considered to be more ornate, frequently

Franciscan and Jesuit floor plans and ornamentation are indistinguishable (Kennedy 1993). In many cases, Franciscans modified or reconstructed missions on sites that were originally established by the Jesuits. The mixture of artistic and architectural styles of the frontier missions grew into distinct regional tradition that produced uniquely utilitarian and often visually magnificent structures. Spanish Colonial Missions continue to inspire the architecture of the borderlands.



Former Spanish Colonial Mission sites exist on both sides of the international border, with 90% of the sites located in Mexico.

CURRENT CHALLENGES IN MANAGEMENT OF MISSION RESOURCES

Today, the original context of the Spanish Colonial Mission system of the seventeenth through nineteenth centuries has been fragmented by both politics and time. The system is located astride a contemporary international border created by treaty and purchase centuries after the mission system's initial establishment. Originally a unified entity within the boundaries of one nation, the buildings and archeological sites that comprise the Spanish Colonial Mission resource system are fragmented by multiple government, church, and private jurisdictions that exist in an international context. Former Spanish Colonial Mission sites exist on both sides of the international border, with 90% of the sites located in Mexico. Preservation interests in Mexico are faced with accounting for literally hundreds of former mission sites and evaluating the integrity of remaining mission structures. As part of the *Misión Para Chihuahua*, Instituto Nacional de Antropología e Historia (INAH) has identified investigation, restoration, preservation, security, and diffusion of cultural resources as immediate priorities. The four U.S. mission parks administered by the National Park Service (NPS) are responsible for the preservation of 161 historic structures and approximately 9,000 acres of land. Other non-border Spanish mission sites also extend eastward across the Gulf Coast and southern U.S. states and into Florida. Forty-one mission sites are under multiple U.S. jurisdictions along the international border from California to Texas and include federal entities, state and local agencies, private historical societies, and Roman Catholic diocesan administration and religious orders.

At present, these historically and culturally significant sites are often experienced by visitors as isolated outposts, unrelated to other mission complexes, or to the larger context of Spanish colonization in the region. The various agencies charged with the management of these resources operate in similar isolation, implementing distinct research, preservation, and fundraising policies. This lack of coordination poses a significant challenge to the continued preservation of Spanish Colonial Mission resources.

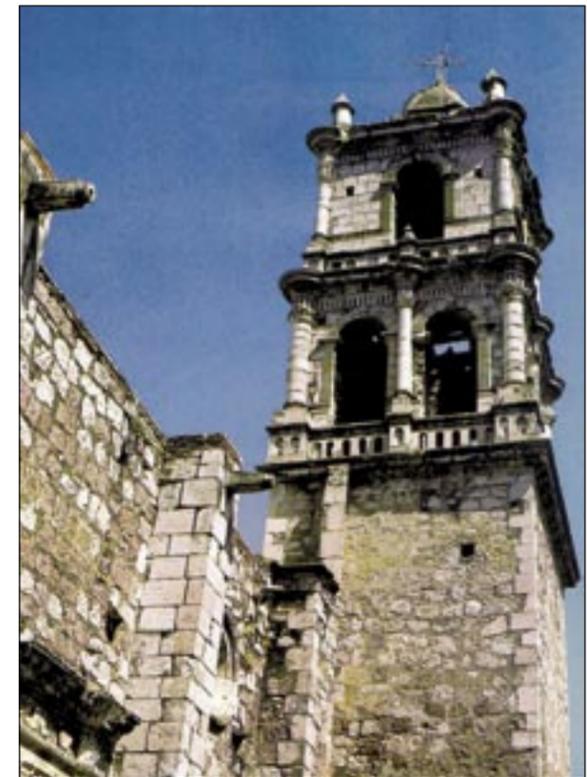
Currently, federal, state, and local governments, as well as the Roman Catholic Church, private research organizations, and academic institutions claim a vested interest in managing the cultural resources that exist in former mission sites. Many local communities also protect and utilize these sites for religious services and other important civic activities. As committed stakeholders, these diverse groups have invested a great deal of time, effort and resources in cataloguing, interpreting, and preserving these vestiges of the Spanish Colonial period. Nonetheless, many mission sites have fallen into considerable disrepair and face pressures from development of surrounding lands. Further, relevant research data are often inconsistently collected, or inadequately shared, even among individual representatives within the same agency. Finally, uncertain funding and overlapping jurisdictional concerns challenge coordinated management of these unique cultural resources to the detriment of agencies, host communities, and visitors alike.

GUIDING PRINCIPLES OF THE MISSIONS INITIATIVE

The *Missions Initiative* supports partners working together to achieve their mutual goals. Outlined below are the guiding principles developed by INAH Directors, representatives of Spanish Colonial research institutions, and U.S. NPS superintendents during discussions that launched the *Missions Initiative* effort.

INTERNATIONAL REPRESENTATION

The *Missions Initiative* seeks to re-establish historic links among individual sites and communities in Mexico and the United States while respecting the diverse economic, cultural, geographic, and institutional contexts of the region. The proposed partnership solicits participation from research scientists, historians, students, and local residents from both countries, and federal, state, and local administrators. A defining feature of the initiative is the creation of avenues for sharing information, staff expertise, and management practices among all



Copala,
Sinaloa Mexico

CURRENT SOCIOECONOMIC CONDITIONS ALONG THE BORDERLANDS

The *Missions Initiative* seeks to renew historic connections among sites in the southwestern U.S. and northern Mexico to protect important cultural resources and to generate regional economic opportunities. A brief overview of the socio-economic history of *La Frontera* highlights the need for creative alternatives for member communities.

Immigrants and migrant workers have maintained a presence along the U.S.-Mexico border since its establishment in 1848-54. At the time of the Mexican Revolution (1910), the U.S. restricted the entry of many immigrant groups, but Mexican and U.S. citizens crossed the border freely. During World War II, labor demands caused active recruitment from Mexico to replace U.S. workers serving in the military and in defense-related industries. Around 1966, Mexican border cities such as Ciudad Juárez and Tijuana began growing rapidly as U.S. manufacturing plants (maquiladoras) moved in. Currently that system is again in transition as operations are being lured overseas by cheaper labor pools and fewer legal and environmental restrictions. Meanwhile, the need for competitive agricultural and domestic labor in the United States has not subsided.

The 1994 North American Free Trade Agreement (NAFTA) has resulted in a freer flow of goods throughout the Americas, but often without the development of infrastructure necessary to cope with population increases in border communities. Current U.S. immigration restrictions have encouraged the illegal smuggling of workers across the border that often results in abuse and death. Many Mexican villages in the north have lost significant numbers of adult males, who migrate north to secure support for their families. Consequently, these Mexican settlements are often mainly populated by women, children and the aged. Such demographics affect family structures and community interaction, creating an unstable social base for the people and economics of *La Frontera*.

Clearly economic alternatives are needed in the border region. Both Historic Preservation and Heritage Tourism, as described in this report, offer a new *frontera* industry. Programs such as the *Missions Initiative* can play an important part in recasting the U.S.-Mexico border as a region of international cooperation and mutual assistance rather than one of contention and distrust.

Clearly economic alternatives are needed in the border region. Both Historic Preservation and Heritage Tourism, as described in this report, offer a new frontera industry.

participants. Initially, this priority will be supported administratively by a Memorandum of Understanding signed by INAH and the National Park Service Inter-Mountain Region International Conservation Office (IMRICO). International collaboration on the *Missions Initiative* is further supported under the five-year workplan adopted by both organizations in 2003 that includes a strong mission component.

RESPONSIVE INSTITUTIONAL RELATIONSHIPS

The *Missions Initiative* will welcome input from the multitude of disciplines and organizations committed to the preservation and interpretation of Spanish Colonial Mission resources. For the foreseeable future, the *Missions Initiative* might best be governed a coordinating council. As an independent entity, the council would represent the collective interests of Mexican and U.S. federal and state resource management agencies, local communities, the Roman Catholic Church, research institutions, and non-profit organizations. This coordinating body would disseminate project information, coordinate logistics, and support the development of working relationships among all stakeholders interested in preserving and sharing the resources of Spanish Colonial Missions.

COLLABORATIVE VIEW

For decades, academic institutions, private research organizations, and federal, state, and local historic preservation authorities have been the key figures in maintaining structures and enhancing the accessibility and quality of historic interpretation. Management approaches to date commonly lack mechanisms through which national, regional, and local administrators can readily communicate and successfully implement mutually desirable policies across geographic, institutional, and political boundaries. Building on the success of multi-agency cooperation in natural resource conservation, the *Missions Initiative* seeks to capitalize on the combined skills and resources of multiple partners engaged in cultural resource management of Spanish Colonial Missions. Other collaborative efforts currently underway have the potential to

Jesuit Missions in Argentina, Brazil, and Paraguay (MERCOSUR)

As part of a United Nations Educational, Scientific, and Cultural Organization (UNESCO) program termed Mercado Común del Sur (MERCOSUR), Argentina, Brazil and Paraguay are cooperating to manage and promote their common histories and cultures. Although primarily economic in focus, a portion of this initiative focuses on Spanish Colonial Missions founded by the Jesuit Order in these three countries, and how this important cultural heritage can best be managed and preserved. The Missions of Córdoba (Argentina), Guaraní (Argentina and Brazil), and La Santísima Trinidad de Paraná and Jesús de Tavarangue (Paraguay) are part of this collaborative process, and it is hoped that this program and others can eventually become part of a broader coalition of Spanish Colonial Mission research, including the Missions Initiative.

California Missions Studies Association

Founded in 1984, the California Mission Studies Association brings together parties interested in preserving and promoting Hispanic period resources in California, with an emphasis on missions. The association organizes an annual conference with published proceedings, sends out a regular e-newsletter, and is currently turning its print-copy newsletter into a more formal journal. Its board consists of academics, historians, historic site managers, museum curators, volunteers, church affiliates, and others interested in archeological, historical, museum, and archival resources. The association encourages and conducts research and educational projects throughout the state.

Mexico-North Research Network, Inc.

Mexico-North is a non-profit, binational consortium dedicated to innovation in research, education, and outreach encompassing Mexico and the U.S. Within the area of cultural resources, over 40 member universities, museums, research institutes, and cultural centers are undertaking a program focused on the colonial missions of northern New Spain. Missions Initiative partners INAH, NPS, and University of Arizona are also affiliated with this program.



offer guidance to this initiative or become components of the proposed program (see related stories).

While fostering opportunities for binational collaboration, the *Missions Initiative* addresses the priorities of individual partners. Ultimately, the *Missions Initiative* will promote effective and innovative mission management by nurturing the complementary relationships of interdependency and cooperation between Spanish Colonial Mission sites in northern Mexico and the southwestern United States.

STRATEGIC DIRECTIONS

INTER-AGENCY COMMUNICATION

Greater coordination of ongoing mission programs will require reliable, user-friendly communication links among various stakeholders. In addition to providing a much-needed forum for internal communication within participating agencies, the *Missions Initiative* creates opportunities for regular exchange among research professionals, resource interpreters and members of the public interested in contributing to the quality of resource management programs. All materials published associated with the *Missions Initiative* will include both English and Spanish translations.

Potential focus areas:

- ◆ Development of project website for updates on *Missions Initiative* programs/events and links to existing websites of participating agencies
- ◆ Establishment of annual or semi-annual conferences on current mission research and cultural resource management practices
- ◆ Publication of news and feature articles in a *Missions Initiative* newsletter, distributed to site visitors and prospective program partners, and posted on the website

EDUCATION AND INTERPRETATION

The *Missions Initiative* intends to support existing and develop new interpretation programs that integrate religious, economic, and cultural histories of specific missions with those of surrounding communities



San Ignacio de Caborica, Sonora, Mexico

and related sites. Educational tools that focus on this shared history will enhance students' understanding and appreciation for the processes and outcomes of Spanish colonization throughout the region. Similarly, comprehensive training and interpreter exchange programs among participating agencies and sites will increase appreciation for the significance of the mission system among the general public, thereby lending much needed support to ongoing conservation efforts.

Potential focus areas:

- ◆ Improvement of current interpreter training programs to reflect a holistic understanding of Spanish Colonial Mission sites in the historic and contemporary culture of the larger region
- ◆ Development of educational tools emphasizing historic and contemporary linkages between missions and surrounding communities
- ◆ Posting of high quality educational materials and useful links on the *Missions Initiative* website
- ◆ Enhanced use of non-formal and adult education programs as an avenue toward improving knowledge of, and access to, Spanish missions among the general public

SPANISH COLONIAL MISSION RESEARCH

The *Missions Initiative* creates opportunities for consolidating research results relating to Spanish Colonial history throughout the southwestern United States and northern Mexico. The initiative will encourage the collection of relevant data by soliciting active involvement from university faculty and staff, as well as historians and archivists of the Roman Catholic Church. The initiative also places a high priority on disseminating research by sharing it with individual sites, affiliated research institutions, and management authorities, as well as the public. Ongoing activities directed by the Spanish Colonial Research Center (SPCO), Mexico North Research Network, Inc. and the Mission 2000 project at Tumacácori National Historical Park provide excellent examples of potential collaboration among academic research professionals, park administrators, visitors, and members of host communities.

La Ruta de Sonora Ecotourism Association

La Ruta, a program of the Tucson-based Sonoran Institute, partners with local communities in the southwestern U.S. and northern Mexico to provide tours rich in local culture and ecology. Its Heritage Tour follows routes of Jesuit missionaries to explore some of the 30 pueblos in the borderlands region dating from Spanish times. *La Ruta* frequently teams up with other natural and cultural history organizations interested in sponsoring tours for their associates and members.

Southwestern Mission Research Center

The educational, non-profit Southwestern Mission Research Center, Inc., also headquartered in Tucson, sponsors regular tours of missions founded by the region's pioneer, Jesuit missionary Father Eusebio Francisco Kino. Popular three-day excursions visit eight communities and their Spanish Colonial churches in Sonora, Mexico accompanied by guides who are experts in the history and anthropology of the Pimería Alta. The trips take place on scheduled weekends each fall and spring and can also be arranged for private groups. The center also publishes the *SMRC Revista*, a bibliography of current publications that relate to Spanish Colonial Missions.

Historic Orchards Project

Mission gardens are key elements of the borderlands' regional ethnobotanical history. A current project sponsored by the University of Arizona and the National Park Service is documenting historic orchard stock brought into the Sonoran Desert region by missionaries under the direction of Father Eusebio Kino and others in the seventeenth and eighteenth centuries. The project is international in scope and is recording the species, location, documentation, feasibility of transportation, propagation, and other related items for orchard trees and other fruits. A second part of the research will involve the formulation of genotype schemata that can be compared with historic plant collections in the Americas and Europe to further confirm the continued existence and promulgation of original orchard and fruit stock brought to the Americas from Europe as part of the Columbian Exchange. Stock successfully located and cultivated will be used to establish historic landscape elements including orchards, fields, and vineyards at sites such as Tumacacori National Historic Site and the proposed Tucson Origins Park.

Potential focus areas:

- ◆ Development of institutional agreements on the coordination of existing Spanish Colonial research databases
- ◆ Establishment of consistent criteria for monitoring and evaluation and documentation of individual sites under various institutional jurisdictions
- ◆ Continued support for university students and interns as future professionals in the fields of Spanish Colonial research and cultural resource management
- ◆ Establishment of university chairs and major degree programs at U.S. and Mexican educational institutions

DEVELOPMENT OF HERITAGE TOURISM IN THE SOUTHWESTERN UNITED STATES AND NORTHERN MEXICO

The *Missions Initiative* identifies opportunities for heritage tourism throughout the region, through the marketing of tour packages. In many cases, mission sites continue to serve as long-standing anchors of the communities they were originally intended to serve. Today, this function of missions can be supported and revitalized by international tourism strategies designed to deliver direct social and economic benefits to host communities. A compelling example of the potential of heritage tourism is offered through the community workshops designed as part of INAH Chihuahua's ongoing mission program, *Sus Misiones Coloniales*. An equally progressive example of private-sector heritage tourism can be found in the *Heritage Tour* program sponsored and directed by Tucson-based La Ruta de Sonora. This cross-border program allows tourists with an interest in the Spanish Colonial Mission system and Native American Indian history to explore missions as well as other culturally important sites in Arizona and Sonora. Kino Mission tours offered by Southwest Mission Research Center and similar organizations are also increasing heritage tourism opportunities.

Potential focus areas:

- ◆ Coordination of binational mission tour programs with state trails associations and existing network of *Caminos Reales*

- ◆ Institutional agreements with non-profit organizations and private tour providers supporting heritage tourism
- ◆ Continued development of community and institutional capacity to support economic development through appropriate tourism

KEYS TO IMPLEMENTATION

The geographic scope of the *Missions Initiative* is immense. Hundreds of former mission sites occupy the area stretching from California to Baja California on the west and Texas to Coahuila, Nuevo Leon, and Tamaulipas on the east. Potential *Missions Initiative* partners are dotted across this region and are presently involved in the management of cultural resources associated with extant Spanish Colonial Mission structures established before 1821. Also included are sites related to traditional commercial and transportation networks such as the *Caminos Reales*. Initiative organizers have outlined their initial program vision. They have also acknowledged and begun to address the administrative challenges that are inseparable from such an important and ambitious effort.

NATIVE AMERICAN CONSULTATION

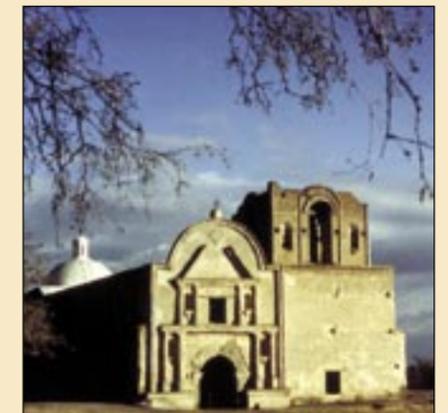
The *Missions Initiative* acknowledges the historic ties between mission sites and indigenous peoples. The U.S. and Mexico will consult with tribes according to each country's respective protocols and agreements. The NPS will rely on its Intermountain Regional and Washington offices to coordinate appropriate consultation measures and with Mexican counterparts to formulate a plan that meets and respects the requirements of all nations.

SECURITY CONSIDERATIONS FOR CROSS-BORDER COLLABORATION

To facilitate exchange among technical staff and encourage development of regional heritage tourism packages, the *Missions Initiative* will seek to create guidelines for binational cooperation consistent with the security infrastructure supported by the Secretary of Homeland Security for the United States and Secretary of Governance for Mexico.

Señalización y Mantenimiento de Sitios Misionales de Sonora

INAH-Sonora is placing uniform interpretative signage at eight neighboring Kino mission sites near the international border. This mission route can continue into the U.S. and include the Tumacacori and San Xavier mission sites. INAH is compiling information on the founding, history, and architecture for these sites and building attractive sand-and-sepia signs. The program is also compiling a mission database that contains bibliographic information and historical documents from the period. The first U.S. sign is planned for Tumacacori National Historic Site in April 2005.



Tumacacori National Historic Park, Arizona, USA

RECONCILIATION OF MULTIPLE JURISDICTIONS

The *Missions Initiative* will necessarily involve public and private institutions with various mandates and overlapping authorities.

The initiative draws on the diverse and complementary strengths of state, federal, and local management agencies, ecclesiastic officials, and community representatives. Memoranda of understanding and agreements among participating organizations will benefit the long-term sustainability of the *Missions Initiative* by clearly outlining partners' roles within the organization. Such agreements would further help to avoid

duplication of programs currently underway within individual organizations.

INAH and NPS entered into an agreement covering "Cooperation in the Identification, Conservation, Management, and Research in Cultural Heritage Sites" in 2002 that set the stage for the *Missions Initiative*. The Memorandum of Understanding suggests a number of areas of mutual interest and benefit:

- ◆ Ongoing cooperation in the analysis of topics related to the conservation and management of cultural heritage sites and in the development and operation of protected areas and sites for the conservation of cultural heritage
- ◆ Research and training for the inventory and documentation of cultural heritage sites and techniques or technologies related to those activities
- ◆ Planning and design for the development and interpretation of protected cultural heritage sites
- ◆ Preparation of programs and materials for general education and public information to increase understanding to support the conservation of cultural heritage sites
- ◆ Research on the role of cultural tourism in support of the protection and conservation of cultural heritage sites
- ◆ Ongoing technical cooperation to identify, conserve and interpret cultural heritage sites of importance to the people of each nation
- ◆ Technical cooperation to identify, document, conserve and interpret submerged cultural sites of importance and within the territory of each nation
- ◆ Development of specialized historical studies on cultural sites, particularly those of importance to the history and pre-history of both the United States of America and the United Mexican States
- ◆ Realization of appropriate meetings and specialized studies to coordinate the actions of both nations in promoting the objectives and terms of the Convention Concerning the Protection of World Cultural and Natural Heritage



Gran Quarai – Salinas Pueblo National Monument, New Mexico, USA

Initial Strategy Meeting Participants

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Mission 2000 Database

Tumacácori National Historical Park has created Mission 2000, a searchable database of Spanish mission records of the Pimería Alta (southern Arizona and northern Sonora, Mexico) containing baptisms, marriages, and burials from the late seventeenth century to the mid-nineteenth centuries. Names of persons associated with each event (such as priest, baptized, parents, godparents, husband, wife, witnesses, deceased) and personal information about each are included. The ethnicities of names include O'odham, Yaqui, Apache, Seri, Opata, Yuma, Mexican, Spanish, Basque, Catalán, Gallego, Andalusian, Valencian, German, Swiss, Austrian, Bohemian, Italian, and others. Mission 2000 is an on-going project taken from the original mission records and updated weekly on the Internet. As of summer 2004, more than 20,000 individuals populated the database.

INTEGRATION OF NPS AND INAH DATABASES

At the NPS-INAH Missions Workgroup Meeting, held on October 6, 2003 in Saltillo, Coahuila, Mexico, preliminary agreements were reached on the coordination of existing Spanish Colonial research databases between Mexico and the United States. Adopting the format currently used by INAH, representatives from the NPS Spanish Colonial Research Center, San Antonio Missions National Historical Park, Tumacácori National Historical Park, and Centro INAH Chihuahua are playing lead roles in developing the free exchange of available research between the two agencies.

1ST CONGRESS ON COLONIAL MISSIONS IN THE AMERICAS

The Workgroup Meeting in Saltillo also reached consensus on the organization of a binational conference on the management of cultural resources within Spanish Colonial Missions throughout the region. Central themes of the conference, scheduled for 2005, include Research, Conservation, Promotion, and Education. These efforts will be coordinated with similar work being conducted in South America by UNESCO.

MISSIONS INITIATIVE WEBSITE

The Desert Southwest Cooperative Ecosystem Studies Unit (DSCESU) and the NPS Intermountain Region International Conservation Programs Office have approved joint funding for the development of a website

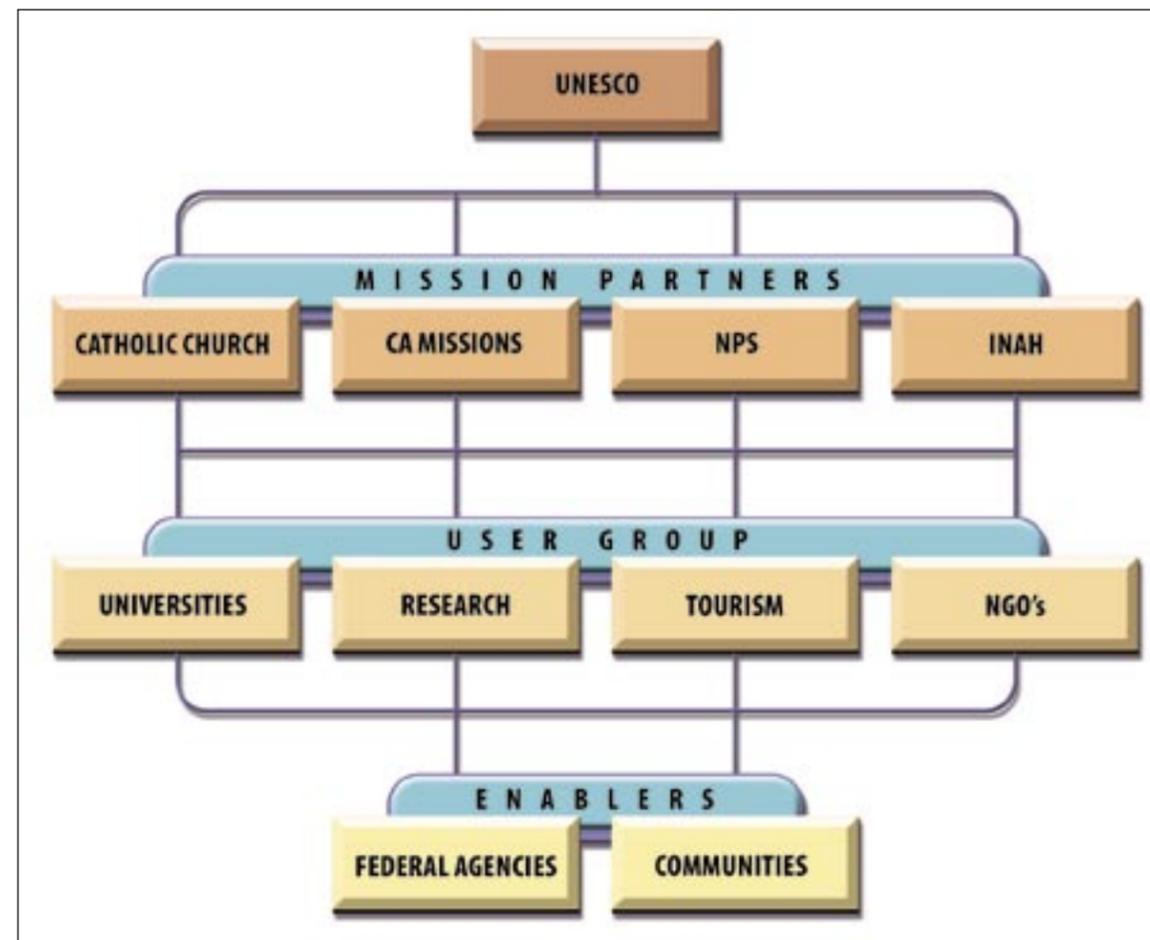
for the *Missions Initiative*. The website will serve as a means of communication among initiative partners as well as an educational tool for students and potential visitors in both the United States and Mexico. The principal contact for the creation of the bilingual website will be the DSCESU at the University of Arizona in Tucson.



San Antonio Missions National Historical Park, Texas, USA

PROPOSED MISSIONS INITIATIVE STRUCTURES

Four alternative structures are proposed to guide the progress of the *Missions Initiative*. The Coordinating Council Model most closely resembles the organizational structure envisioned for the *Missions Initiative* in the initial strategy meeting.

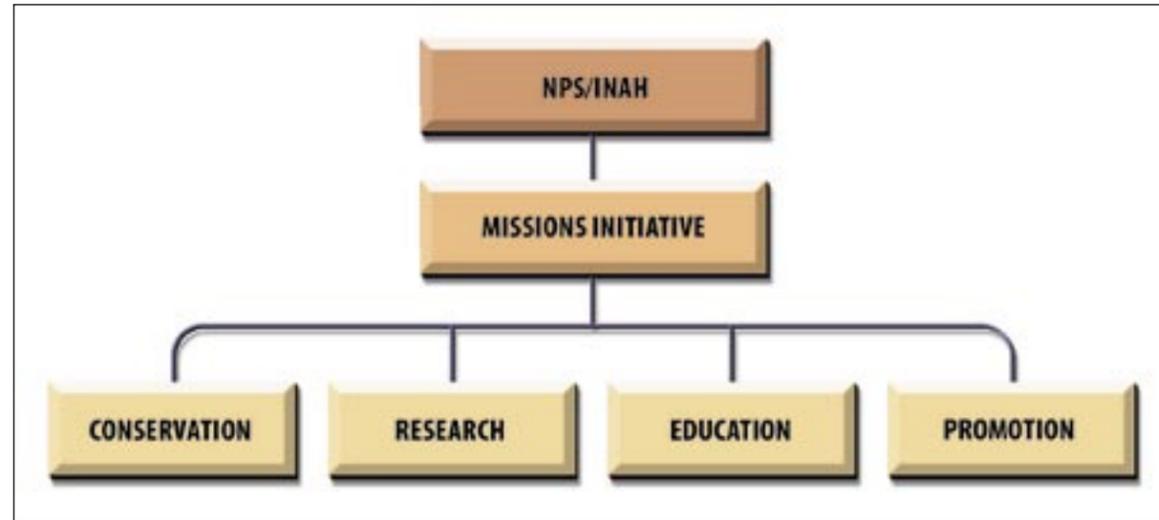


International Coordination Model

The International Coordination Model fulfils the potential long-term goal of seeking coordination of the *Missions Initiative* by an international agency committed to the protection of architectural and cultural heritage (UNESCO, ICOMOS). This arrangement would establish the coordinated conservation of former Spanish Colonial Mission sites as a project of international significance. It would also build on the existing relationship between INAH and UNESCO while ensuring effective coordination among primary initiative partners. Involvement of UNESCO or ICOMOS would also provide logistical and funding support for affiliated academic, research and tourism interests. The disadvantages of such an arrangement are that (1) it might

limit the development of innovative strategies by delegating management authority to one agency, and (2) it creates no explicit role for host communities in planning and decision-making.

User-Driven Model



The User-Driven Model most closely represents the current arrangement of the *Missions Initiative* under the joint NPS-INAH Workplan for 2003-2006. Missions programs are one of four key areas addressed by the current plan. As facilitator of the workplan, IMRICO has established conservation, research, education, and promotion as priority areas around which to foster collaboration. Under this arrangement, the *Missions Initiative* would be directed by representatives from the NPS and INAH. Stakeholders and partners would be identified according to their potential for contributing to NPS/INAH programs in each of the four priority areas.

This arrangement would not require any significant organizational restructuring under the current workplan. Relationships among the primary cultural resource conservation agencies in both the United States and Mexico are clearly defined, ensuring stability of binational agreements. For the purposes of collaboration, the User-Driven Model promotes flexible and interdisciplinary cooperation among all partners. This structure maintains a strictly hierarchical relationship of federal agencies over other potential stakeholders.

Potential Partners in the Missions Initiative

United States

- Bureau of Land Management
- California Missions Study Association
- Native American Nations U.S./Mexico
- National Park Service
- NPS Inter-Mountain Region International
- Roman Catholic Church
- Santa Barbara Trust
- University of Arizona
- Smithsonian Institution
- State Historic Preservation Offices
- State Trail Associations
- USDA Forest Service
- University of California
- Western National Parks Association (WNPA)

Mexico

- INAH
- CONACULTA
- Instituto Nacional de Antropología e Historia (INAH)
- Mexico North Research Network, Inc.
- Roman Catholic Church

International

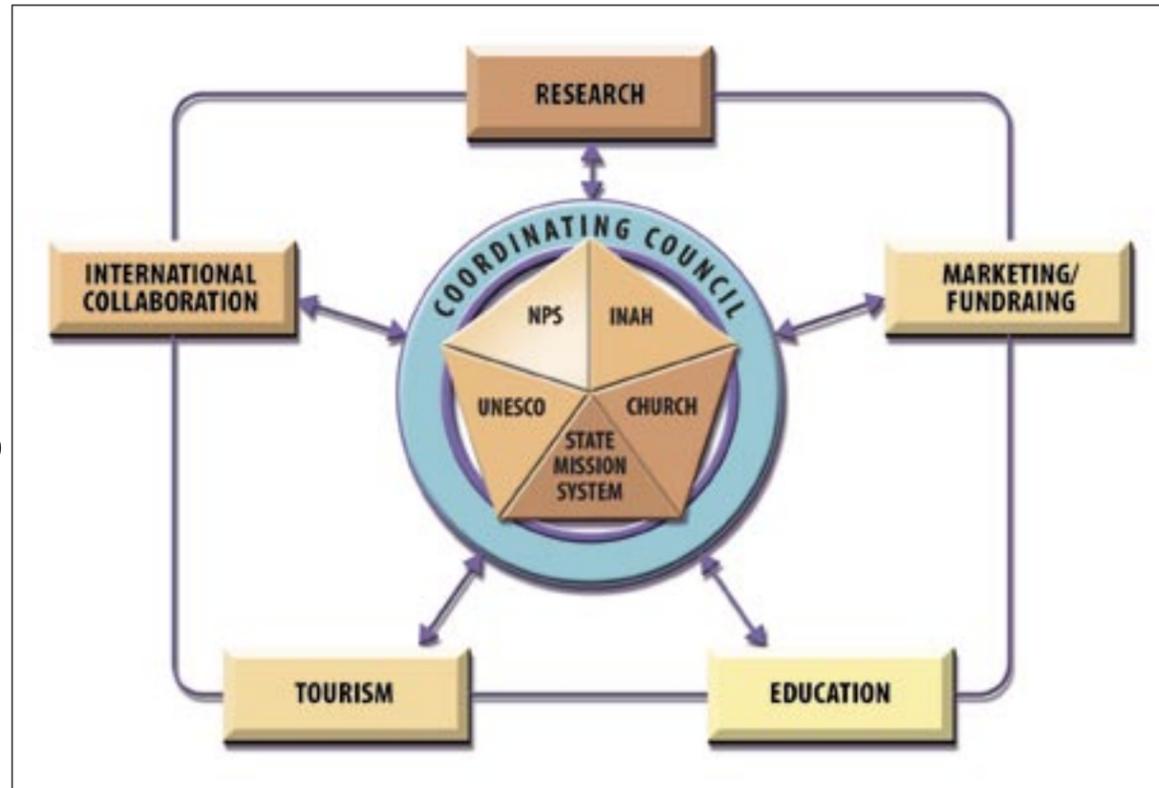
- UNESCO--International Council of Monuments and Sites (ICOMOS)

Regional Partnership Model



The Regional Partnership Model forms direct links among institutions in states directly across the international border from one another. This alignment was advocated by various partners during the planning process in order to build on existing relationships between INAH Centers and their U.S. counterparts. One benefit of this model is that it would require coordination among smaller groups of U.S.-Mexico partners, many of whom have cooperated on previous projects. The Regional Partnership model may also be helpful in promoting the development of interstate, binational heritage tourism strategies, particularly along north-south historic trails (*Caminos Reales*).

For the purposes of the *Missions Initiative*, the Regional Partnership Model has two distinct disadvantages. First, it establishes rigorous geographic relationships that do not promote regional collaboration among all federal, state, local, church, and non-governmental partners. Secondly, under such an arrangement, the initiative programs, including those involving U.S. national parks, could be highly dependent on consistent participation and support of state agencies.



The Coordinating Council Model most closely resembles the organizational structure envisioned for the *Missions Initiative* in the initial strategy meeting with park superintendents. The Coordinating Council would promote collaboration on management of mission sites and solicit the direct involvement of committed stakeholders in a number of priority areas. It is specifically designed as a “flat” structure (without hierarchical relationships). It encourages interdisciplinary participation and open communication among initiative partners. The Coordinating Council would initially be staffed by a small working group of cultural resource administrators from the NPS, INAH, and their counterparts in international, state, and church agencies. In time, as the initiative

grows to include new members and implement identified strategies, an interdisciplinary Coordinating Council would become less dependent on NPS/INAH logistical support and funding.

The disadvantage of this structure is that it would initially require great effort on the part of NPS and INAH in order to secure participation by the desired diversity of initiative partners.

CONCLUSION

The *Missions Initiative* takes an innovative and comprehensive approach to the coordination of cultural resource management practices in the United States and Mexico. Although much work remains to be done, collaboration on the management of former Spanish Colonial Mission sites throughout the region is already underway. Relationships established among representatives of the National Park Service, the Instituto Nacional de Antropología e Historia, university faculty, independent research organizations, and local groups warrant optimism for the long-term effectiveness of a new and exciting partnership. As it builds on shared strategic issues and preliminary program goals, the *Missions Initiative* can provide benefits to resource administrators and the visiting public in the years ahead.

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