



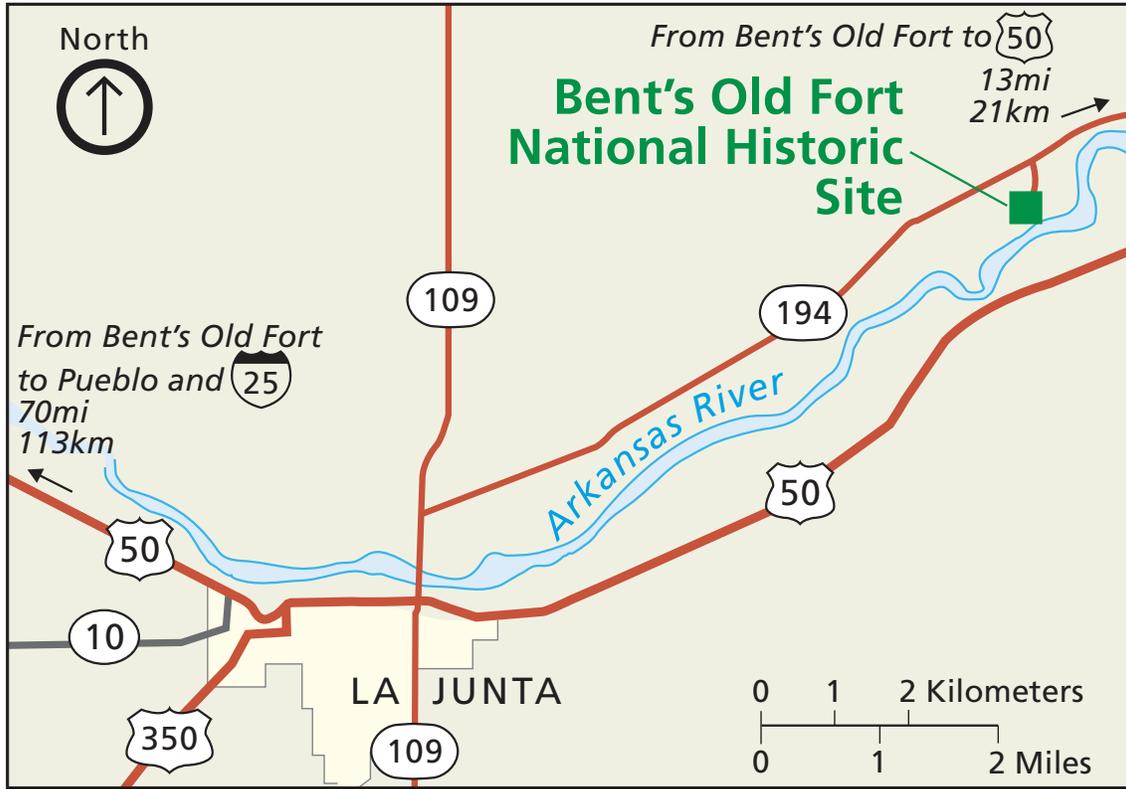
Foundation Document

Bent's Old Fort National Historic Site

Colorado

September 2013





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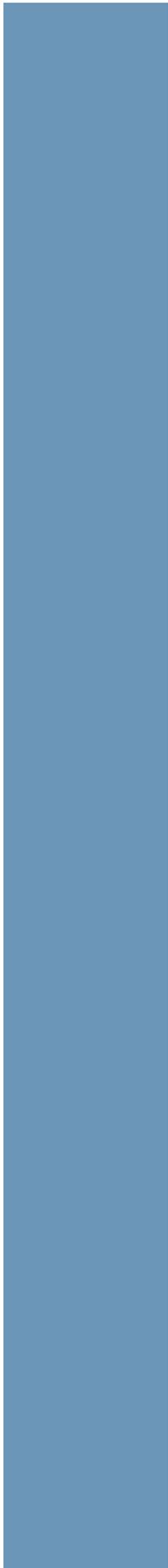
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Introduction

Every unit of the national park system is required to have a formal statement of its core mission that will provide basic guidance for planning and management decisions—a foundation for planning and management. Increasing emphasis on government accountability and restrained federal spending demand that all stakeholders are aware of the purpose, significance, interpretive themes, fundamental resources and values, and special mandates and administrative commitments of a park unit, as well as the legal and policy requirements for administration and resource protection that factor into management decisions.

The process of developing a foundation document provides the opportunity to gather together and integrate all varieties and hierarchies of information about a park unit. Next, this information is refined and focused to determine what are the most important attributes of the park. The process of preparing a foundation document aids park managers, staff, and stakeholders in identifying information that is necessary for future planning efforts.

A foundation document serves as the underlying guidance for management and planning decisions for a national park unit. It describes the core mission of the park unit by identifying the purpose, significance, fundamental and important resources and values, interpretive themes, assessment of planning and data needs, special mandates and administrative commitments, and the unit's setting in the regional context.

The foundation document can be useful in all aspects of park management to ensure that primary management objectives are accomplished before addressing other factors that are also important, but not directly essential to achieving the park purpose and maintaining its significance. Thus, the development of a foundation document for Bent's Old Fort National Historic Site is necessary to effectively manage the park over the long term and protect resources and values that are integral to the purpose and identity of the park unit and to address key issues affecting management.

This foundation document was developed as a collaborative effort among park staff, the Intermountain Region, and the Planning Division of the Denver Service Center. A workshop to facilitate this process was held on September 11–13, 2012 in La Junta, Colorado. A complete list of attendees and preparers is included in part 3 of this document.

The park atlas is also a part of the foundation project. It is a geographic information system (GIS) product that can be published as a hard copy paper atlas and as electronic geospatial data in a Web-mapping environment. The purpose of the park atlas is to act as a reference for park projects and to facilitate planning decisions as a GIS-based planning support tool. The atlas covers various geographic elements that are important for park management such as natural and cultural resources, visitor use patterns, and facilities. It can be developed as part of a planning project (e.g., general management plan, foundation document), although it can also be designed as an independent product. The park atlas is available at <http://insideparkatlas.nps.gov>.

Part 1: Core Components

All foundation documents include the following core elements:

The park purpose is the specific reason(s) for establishing a particular park. A park purpose statement is grounded in a thorough analysis of the legislation (or executive order) and legislative history of the park, and may include information from studies generated prior to the park's establishment. The purpose statement goes beyond a restatement of the law to clarify assumptions about what the law means in terms specific to the park.

The significance statements express why the resources and values of the park are important enough to justify national park designation. Statements of park significance describe why an area is important within a global, national, regional, and systemwide context. Significance statements are directly linked to the purpose of the park and are verified by data or consensus that reflect the most current scientific or scholarly inquiry and cultural perceptions because the resources and values may have changed since the park was established.

Interpretive themes connect park resources to relevant ideas, meanings, concepts, contexts, beliefs, and values. They support the desired interpretive objective of increasing visitor understanding and appreciation of the significance of park resources. In other words, interpretive themes are the most important messages to be conveyed to the public about the park. Interpretive themes are based on park purpose and significance.

Fundamental resources and values are features, systems, organisms, processes, visitor experiences, stories, scenes, sounds, smells, or other attributes of the park that merit primary consideration during planning and management because they are essential to achieving park purpose and maintaining park significance.

Other important resources and values are resources and values that are determined to be important and integral to park planning and management, although they are not related to park purpose and significance.



Brief Description of the Park

For much of its 16-year history, Bent's Fort (or Fort William) was the only major permanent settlement on the Santa Fe Trail between Missouri and Santa Fe, Mexico. William and Charles Bent, along with Ceran St. Vrain, built the original adobe fort in 1833 to trade for buffalo robes with the Cheyenne and Arapaho tribes. The fort became the center of the Bent, St. Vrain & Company's expanding trade empire that included Fort St. Vrain to the north and Fort Adobe to the south, along with company stores in Mexico at Taos and Santa Fe. Situated along the Mountain Branch of the Santa Fe Trail, the fort provided explorers, adventurers, traders, and the U.S. Army a place to get needed supplies, wagon repairs, livestock, good food, water, company, rest, and protection in this vast "Great American Desert." During the war with Mexico in 1846, the fort became a staging area for Colonel Stephen Watts Kearny's "Army of the West." Disasters and disease caused the fort's abandonment in 1849.

Today, Bent's Old Fort National Historic Site features a reconstructed version of the 1840s adobe fur trading post. Archeological excavations and original sketches, paintings, and diaries were used to replicate the features of the fort, which was reconstructed during the country's bicentennial and Colorado's centennial in 1976. Living history programs recreate the sights, sounds, and smells of the past with guided tours, demonstrations, and special events. At 799 acres, Bent's Old Fort National Historic Site received 25,815 visitors in 2012.



Park Purpose

The park purpose is defined by statements identifying the specific reason for the establishment of a particular park. Purpose statements are crafted through a careful analysis of the enabling legislation and legislative history that influenced the development of Bent's Old Fort National Historic Site. The park was designated in 1960 when the initial enabling legislation was passed and signed into law (see appendix A for enabling legislation). The park purpose statement reinforces the foundation for future park management, administration, and use decisions. The following park purpose statement was developed by a thorough review of park legislation, committee reports, previous management documents, and discussions with park staff.

The purpose of BENT'S OLD FORT NATIONAL HISTORIC SITE is to

- *commemorate the historic role this trading post played in the "opening of the West"*
- *develop, maintain, and preserve the national historic site for visitor education and enjoyment*
- *interpret the significance of the Santa Fe Trail and the impact it had on the United States, Mexico, and the Southern Plains tribes*



Park Significance

Significance statements express why Bent's Old Fort National Historic Site resources and values are important enough to merit national park unit designation. Statements of significance describe why an area is important within a global, national, regional, and systemwide context. These statements are linked to the purpose of the park unit, and are supported by data, research, and consensus. Significance statements describe the distinctive nature of the park and inform management decisions, focusing efforts on preserving and protecting the most important resources and values of the park unit.

The following significance statements have been identified for Bent's Old Fort National Historic Site. (Please note that the statements are in no particular order):

1. **Westward Expansion.** Between 1833 and 1849, the fort was the most important staging point for the U.S. commercial and military expansion into what is now the American Southwest, and played a vital role in developing political and cultural ties between the U.S., Mexico, and the Southern Plains tribes, culminating in the military acquisition of the adjacent Mexican territory.
2. **Economy/Commerce.** From its beginning as the first permanent trading post on the Santa Fe Trail, Bent's Old Fort became one of the great centers of the fur trade from 1833 to 1849. Its strategic location between Mexico and the Southern Plains tribes, coupled with the trading company's diplomacy and influence, integrated the Southwest into a global economy reaching from the United States to Mexico, Europe, and Asia.
3. **Role as an Agent of Change.** Bent, St. Vrain & Company's vision for the trading post created alliances through intermarriage, economic interdependence, and political cooperation that made it one of the Southwest's most important cultural crossroads. The fort's influence ultimately propelled multiple changes that had major long-term consequences for American, Mexican, and American Indian tribes' ways of life.
4. **Santa Fe Trail.** The Santa Fe Trail was an international trade route carrying needed material goods between Missouri and northern Mexico, fostering the economic development of the Southwest and American westward expansion. Operated as a trading post by Bent, St. Vrain & Company, Bent's Old Fort's location and prominence led to the development of the mountain route of the Santa Fe Trail and played a critical role in trade relations with Mexico and American Indian nations.
5. **Reconstructed Fort/Historic Setting.** The architecturally accurate, reconstructed fort and its historic setting preserves the interconnection between the natural and cultural environments and offers a unique living history experience that educates and allows visitors to "step back" in time. The fort is a national living history laboratory and training center that demonstrates many aspects of life at a remote post between 1833 and 1849.



Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from—and should reflect—park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all of the park significances and fundamental resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. They go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. Themes help to explain why a park story is relevant to people who are unconnected to an event, time, or place.

While themes are important as an organizational tool to guide management decisions, they are not intended for public use. The themes offer park staff guidance on focusing on relevant visitor experience, and what matters to the public is how these themes are represented through park services, media, programming, and facilities.

The following interpretive themes have been identified for Bent's Old Fort National Historic Site:

1. The history of Bent's Old Fort, encompassing the interaction among diverse cultures, including American Indian tribes, along the borderlands of Mexico and the United States, provides opportunities to explore ideas of security, sovereignty, and culture in the American West.
2. The reconstruction of Bent's Old Fort and the preservation of cultural attributes (original artifacts, historic records, recreated lifeways, and the historic landscape) enable a deeper understanding of the people, places, and events of the fur trade era of the American West.
3. The planning, construction, and successful operation of Bent's Old Fort was powerfully influenced by the geopolitical importance of its location along the Arkansas River within the shortgrass prairie ecosystem, illustrating the intimate connections between natural setting and human endeavor.
4. Bent's Old Fort, by virtue of its role in the fur trade and the Santa Fe trade, was involved with international industries and early examples of multinational commerce, which today continue to transform the lives of human beings around the world.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to merit primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance.

One of the most important responsibilities of National Park Service (NPS) managers is to ensure the conservation of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. These qualities are called fundamental resources and values. Fundamental resources and values are closely related to legislative purpose, and are more specific than significance statements. FRVs help focus planning and management processes on what is truly significant about the park. If FRVs are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The identification of fundamental and other important resources and values should not be interpreted as meaning that some park resources are not important. This evaluation is made to separate those resources or values that are covered by NPS mandates and policies from those that have important considerations to be addressed in other planning processes.

The following fundamental resources and values have been identified for Bent's Old Fort National Historic Site:

- Reconstructed fort
 - » cultural sounds within the fort (blacksmith shop bellows, hammer and anvil, peacock screech, etc.)
 - » historic smells (cottonwood fire, corrals, hunters and trappers, etc.)
 - » reproductions of period furnishings, fixtures, weapons, and wagons
 - » furs
- Historic setting
 - » Arkansas River and the associated riparian system
 - » surrounding shortgrass prairie
 - » native flora and fauna
 - » viewshed
 - » natural sounds outside the fort
- The Santa Fe Trail
 - » trail trace
 - » period wagon
- Archeology and artifacts
 - » the original remnants of the fort's foundation
 - » associated archeological features such as the acequia remnants, cemetery, dump sites, and race track
 - » museum collection

- Living history
 - » cast of characters (staff and volunteers)
 - trades, skills, and stories
 - historical knowledge and expertise
 - » livestock
 - » reproductions of period equipment, tools, and clothing
- Cultural traditions
 - » languages such as English, French, German, Spanish, and Cheyenne (the fort was called a “babel of a place”)
 - » dance, music, pastimes
 - » social hierarchy such as ethnicity, rank, and gender roles

Other Important Resources and Values

Bent's Old Fort National Historic Site contains other resources and values that, while not fundamental to the purpose and significance of the park, are important to consider in management and planning decisions. These are referred to as other important resources and values.

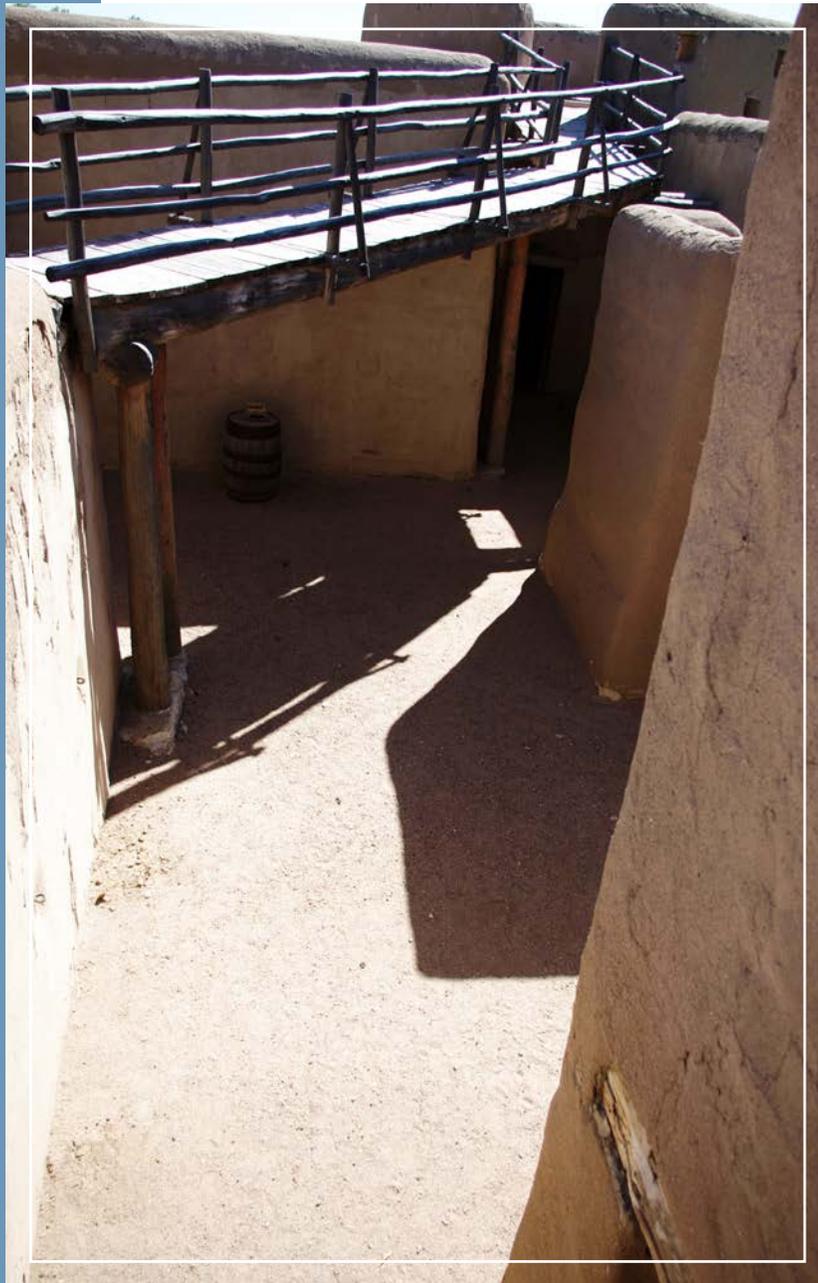
Following are other important resources and values for Bent's Old Fort National Historic Site:

- Commemorative features commissioned by the Daughters of the American Revolution
 - » Santa Fe Trail marker (1908)
 - » Bent's Old Fort marker (1910)
 - » Entry arch (1930)



Summary

By stating the park purpose, articulating significance statements, understanding interpretive themes, and identifying the fundamental resources and values that need protection, clear management decisions that fulfill the park purpose can be implemented. This single shared vision of what is most important about the park provides a basis for prioritizing the use of limited resources and the successful long-term protection of the fundamental resources and values of the park. This foundation document serves as the cornerstone for future direction of management of Bent's Old Fort National Historic Site.



Part 2: Dynamic Components

Part 2 consists of two components:

- special mandates and administrative commitments
- assessment of planning and data needs

These components may change after this foundation document is published and may need to be updated periodically.

Special Mandates and Administrative Commitments

Many of the management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utilities, and other partnering organizations. Special mandates are requirements specific to a park, which expand on or contradict the legislated purpose of the park unit. They are park-specific legislative or judicial requirements that must be fulfilled, along with the park purpose, even if the requirements do not relate to that purpose. Administrative commitments in general are agreements that have been reached through formal, documented processes, such as memoranda of agreement. These agreements can form a network of partnerships designed to fulfill the objectives of the park and facilitate working relationships with other organizations. All of these mandates and commitments either dictate some form of management action or will allow particular uses on park lands (e.g., permissible traditional uses, easements or rights-of-way, maintenance needs, use of park facilities or lands, or emergency service responses). Thus, these mandates and commitments are an essential component in the foundation document and in managing and planning for Bent's Old Fort National Historic Site.

Special Mandates

- National Trails System Act of 1968 (16 U.S.C. §§ 1241-1251; P.L. 90-543) establishes a national trail system and includes historic trail resources of national importance.
- Santa Fe National Historic Trail designated through passage of P.L. 100-35 (amendment to the National Trails System Act).
- Right-of-way for the Burlington Northern Santa Fe Railway, which is parallel to the historic site's southern boundary and covers tracts 01-115, 01-116, and 01-128.
- There are two 16-foot highway accesses, one each on the southwest and the southeast corners of the historic site boundary. These two openings access U.S. Highway 50 and cross the Atchison, Topeka, and the Santa Fe Railway (now Burlington Northern Santa Fe Railway). The southeast access is Otero County Road 36 and is used to monitor the park land south of the Arkansas River. Access rights were granted to the State of Colorado Department of Highways, and these rights were transferred with the Harmon property purchase on August 9, 1979.
- The federal government owns 47 shares of Fort Lyon Canal Company water noted in certificates 8104 and 8183, dated December 12, 1979, and September 9, 1981, respectively.
- Within the legislated boundary there are two parcels (1-106 and 1-130) totaling 39.39 acres that have not yet been acquired. The owners have previously expressed an interest in selling.
- Nine parcels are encumbered by subsurface mineral and gas rights owned by others.
- The Arkansas River Compact, a water rights agreement between Kansas and Colorado, has the potential to impact the historic flow regime and riparian vegetation of the Arkansas River.

Administrative Commitments

- A memorandum of agreement between the National Park Service and Bent's Old Fort Historical Association for fundraising, marketing, and education (2010, good for five years).
- Cooperative agreement with Western National Parks Association to support park operations and operate a book store inside the fort.
- Otero County Annual Wildfire Operating Plan updated in January every year, includes all counties in southern Colorado.
- Memorandum of understanding with the La Junta Rural Fire Protection District to provide structural fire suppression assistance and support services (2011).
- Memorandum of understanding with the Otero County Sheriff's Office for law enforcement support services, backup, and security alarm response. The historic site is under concurrent jurisdiction (currently being updated).
- Cooperative agreement between the National Park Service and Canyons & Plains of Southeast Colorado (SECORHT) for cooperative work in heritage preservation and tourism projects (2009).
- Cooperative agreement with Pioneer Historical Society of Bent County and the National Park Service to provide logistical and facility support for the historic site in Boggsville (2014).
- Interagency governmental agreement with the Las Animas School District No. Re-1 for Teacher-Ranger-Teacher program (2012–2013, good for two years).
- Cooperative agreement between the National Park Service and Amtrak for the Trails & Rails program that provides rail passengers with educational opportunities that foster an appreciation of a selected region's natural and cultural heritage; it promotes NPS areas and provides a value-added service to encourage train ridership. Bent's Old Fort National Historic Site provides Trails & Rails programs on board the Southwest Chief between La Junta, Colorado, and Albuquerque, New Mexico.

Agreements Needed

- A cooperative agreement with Colorado Parks and Wildlife is needed to formalize partnership activities in resource management such as weed control, wildlife management, and equipment sharing.
- An agreement with Burlington Northern Santa Fe Railway is needed for railroad crossing access, right-of-way, and boundary adjustment/fence.

Assessment of Planning and Data Needs

Once park purpose and significance statements and fundamental resources and values have been identified, it is important to consider what additional information and planning tasks may be necessary to aid the National Park Service in its mission. The assessment of planning and data needs identifies any inherent conditions or threats contained in the gathered information and determines whether any additional planning steps, data needs, and management efforts may be necessary to maintain or protect the existing fundamental resources and values and other important resources and values.

There are three parts that make up the planning and data needs assessment:

1. analysis of fundamental and other important resources and values
2. identification of key or major parkwide issues that need to be addressed by future planning
3. identification and prioritization of data and planning needs

The analysis of fundamental and other important resources and values and identification of major issues leads up to and supports the identification and prioritization of needed plans and studies.

Analysis of Fundamental Resources and Values

The analysis of fundamental resources and values articulates the importance of each fundamental resource and value, its current status, potential threats and opportunities, needed data, planning and management decisions, and relevant laws and NPS policies related to management of the resources.

Fundamental Resource or Value	Reconstructed Fort (including reproduction furnishings, fixtures, weapons, and wagons; furs; historic sounds and smells)
Related Significance Statements	The architecturally accurate, reconstructed fort offers a unique setting for conducting living history programs that educate and allow visitors to "step back" in time.
Current Conditions	<ul style="list-style-type: none"> • Fort facilities are in fair to poor condition—electrical, roof, adobe, drainage, lack of fire suppression system in the main part of the fort (offices and bookstore are protected). • Timbers rotting in well room. • Furnishings are old but in good condition. • Weapons are in good condition, but the park is attempting to replace weapons stolen several years ago. • Wagons range from poor to excellent. • Furs are in fair condition.
Trends	<ul style="list-style-type: none"> • Continual cycle of deterioration of fort features with a resultant need for repair and replacement.
Threats	<ul style="list-style-type: none"> • Water table is rising and infiltrating the well room in the fort. Groundwater levels were measured when the septic system was installed, but it's unclear how high water or flood conditions may affect the septic system, other areas of the fort, and the overall site. • Flooding. • Tornados. • Pests such as bats, swallows, snakes, and mice. • Traffic, military/private aircraft and train noise impinge on the cultural sounds. • Structural fire. • Daily use. • Theft. • Climate change and associated influences (hotter and drier conditions may increase potential for wildland fire and impacts to resources).

Fundamental Resource or Value	Reconstructed Fort (including reproduction furnishings, fixtures, weapons, and wagons; furs; historic sounds and smells)
Opportunities	<ul style="list-style-type: none"> • Conversion of existing storage space in the corral area to a kitchen prep area. • Removal of modern-day intrusions like the video room and cashier office and moving them to an education station away from the fort itself. • Implement historic furnishings plan and addendums.
Existing information that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Groundwater information and monitoring. • Facility management software system data, ongoing updates. • Historic furnishings plan and addendums (most recent is 2002). • Living history collection inventory. • Long-range interpretive plan, 2006
Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Soundscape study inside the fort. • Comprehensive condition assessment for the fort, including core samples from the adobe walls. • Research in climatic tolerances of adobe walls and other historic materials to understand potential impacts from climate change to historic structures. • Hydrogeological assessment to understand future changes to groundwater levels due to climate change and potential impacts to wells. • Climate change vulnerability for other resources. • Update park asset management plan. • Additions to the GIS database. • Data cleanup in facility management software system for quality assurance/quality control.
Planning Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Revise the park asset management plan. • Long-range adobe preservation plan. • Incorporate the reconstructed fort into the climate change adaptation strategy.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Park will monitor water table elevations. • Plan to replace all the wood features within the well room with rock features (no schedule). • Implement park asset management plan and historic furnishing plan.
Laws and Policy Guidance	<ul style="list-style-type: none"> • General Management Plan 1994 • Historical Integrity Committee (Bent’s Old Fort National Historic Site policy group) • Director’s Order 6: <i>Interpretation and Education</i>
Stakeholders	<ul style="list-style-type: none"> • State historic preservation officer • Bent’s Old Fort Historical Association • Otero County Sheriff’s Department • La Junta Rural Fire Department • Safe Systems Alarm Company

Fundamental Resource or Value	Historic Setting (river and riparian zone, shortgrass prairie, native flora and fauna, viewshed, and natural sounds [outside the fort proper])
Related Significance Statements	The reconstructed fort and its historic setting preserve the interconnection between the natural and cultural environments of the historic site.
Current Conditions	<p>A natural resource condition assessment (NRCA) for Bent's Old Fort National Historic Site is scheduled for fiscal year 2013 (FY 13). The assessment of conditions outlined below is currently a qualitative one. When the upcoming NRCA is complete, we will refine our understanding of natural resource conditions of the historic setting.</p> <ul style="list-style-type: none"> • Arkansas River was listed as impaired under the Clean Water Act by Colorado for selenium in 2012. The river is not in a free flow condition as upstream dams control flow. • Riparian zone: good since tamarisk removal. • Shortgrass prairie: poor to fair. • Native flora and fauna: fair to good. • Viewshed: fair to good. • Natural sounds: intermittent, moderate impacts from trains, seasonal crop dusters, highway traffic, farm machinery, and NPS maintenance activities. When these are not in play, the natural sounds of the site are wonderful.
Trends	<ul style="list-style-type: none"> • River and riparian zone: slow trending upward with tamarisk removal. • Shortgrass prairie: slow trending upward. • Native flora and fauna: slow trending upward. • Viewshed: the 2002 wildfire killed a number of cottonwoods impacting the viewshed, although the removal of tamarisk is promoting a healthier cottonwood stand along the Arkansas River. • Increasing urbanization. • Natural sounds: trending down with increasing urbanization.
Threats	<ul style="list-style-type: none"> • Invasive nonnative plant species. • Outside agencies' water management. • Wildfires. • Pollution, increased sedimentation. • Climate change and associated influences (hotter and drier conditions may increase potential for wildland fire and impact to water resources). • Increasing urbanization. • If cottonwoods are lost to fire, flood, or lack of regeneration, the existing intermittent noise impacts from trains, seasonal crop dusters, highway noise, farm machinery, and NPS maintenance would increase. • The Arkansas River Compact, a water rights agreement between Kansas and Colorado, has the potential to impact the historic flow regime and riparian vegetation of the Arkansas River.
Opportunities	<ul style="list-style-type: none"> • Potential countywide trail connections could provide an opportunity for visitor education on natural systems. • Shortgrass prairie restoration activities could improve habitat and biodiversity. • Bird watching and butterfly tagging could provide educational opportunities. • Coordinate with county's land use planning board to monitor surrounding land management trends that may impact the viewshed.

Fundamental Resource or Value	Historic Setting (river and riparian zone, shortgrass prairie, native flora and fauna, viewshed, and natural sounds [outside the fort proper])
<p>Existing information that provides knowledge base for planning and management</p>	<ul style="list-style-type: none"> • General Management Plan 1994. • Resource Management Plan 1998. • Cultural Landscape Inventory 2005. • Water Resources Information and Issues Overview Report 2010. • Water quality and quantity studies. • Groundwater monitoring wells. • Flood stage information. • Inventory and monitoring reports. • Vegetation inventory and monitoring data. • Grazing Management Plan and Environmental Assessment 1982. • Vegetation Restoration Management Plan 2003 (no environmental assessment). • Park vegetation transect monitoring data (1993–2004). • Tamarisk Control Plan and Environmental Assessment 1995. • Wildland Fire Management Plan 2003. • Integrated Resource Management Applications database. • GIS park database. • USDA county soil maps and ecological site descriptions. • Air quality study (Class II airshed). • Historic journals, reports, and drawings. <p>(Additional data: The 2.034 miles of the Arkansas River in Bent’s Old Fort National Historic Site are listed by the state of Colorado as impaired under section 303(d) of the Clean Water Act due to selenium. The impaired state-designated beneficial uses are Aquatic Life Warm Water – Class 2 and Domestic Water Source. Here’s a link to a 2003 <i>Clean Water Act Water Quality Designated Uses and Impairments</i> report for Bent’s Old Fort National Historic Site that the NPS Water Resources Division issued documenting this impairment. It has been on Colorado’s 303(d) since 1996. http://www.nature.nps.gov/water/technicalReports/Intermountain/BEOL2003.pdf.)</p>
<p>Data Needs to Protect and Maintain FRV</p>	<ul style="list-style-type: none"> • A natural resource condition assessment is scheduled for FY 13. This should provide an update on riparian, shortgrass prairie, native flora and fauna conditions. • What features contributed to the way of life on the 1833-1849 prairie? • What is needed to maintain the viewshed and sense of place? • Soundscape study (park will request including this in the NRCA scheduled for FY 13). • Monitor groundwater elevations.
<p>Planning Needs to Protect and Maintain FRV</p>	<ul style="list-style-type: none"> • A comprehensive parkwide cultural landscape report is needed to determine goals and management strategies for maintaining components of the historic setting as well as other cultural landscape features. This would provide a holistic approach to managing elements of the cultural landscape. • Resource stewardship strategy. • Wetland management plan. • Integrated pest management plan. • Climate change adaptation strategy (pilot project) to be scheduled in FY 13.

Fundamental Resource or Value	Historic Setting (river and riparian zone, shortgrass prairie, native flora and fauna, viewshed, and natural sounds [outside the fort proper])
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Weed control. • Restoration of prairie dog habitat. • Inventory and monitoring of resources. • Continue restoration efforts. • Removal of NPS equipment and materials from within viewshed. • Work with staff to minimize noise impacts from operations.
Laws and Policy Guidance	<ul style="list-style-type: none"> • General Management Plan 1994 • Clean Water Act • National Historic Preservation Act of 1966, as amended • The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes (1996) • Executive Order 11988, "Floodplain Management" • Executive Order 11990, "Protection of Wetlands" • Executive Order 13112, "Invasive Species" • Executive Order 13186, "Responsibilities of Federal Agencies to Protect Migratory Birds" • NPS Management Policies 2006 • Directors Order 28: Cultural Resource Management • Directors Order 47: Sound Preservation and Noise Management • Directors Order 77: Natural Resource Protection • Director's Order 77-1: Wetland Protection • Director's Order 77-2: Floodplain Management • Director's Order 77-8: Endangered Species
Stakeholders	<ul style="list-style-type: none"> • Neighbors • Colorado Department of Agriculture Noxious Weed Advisory Committee • Arkansas River Watershed Invasive Plant Partnership • Otero County Planning Commission • Colorado Water Protective and Development Association • Fort Lyon Canal Company • Bent County Conservation District • Annual wildfire operating plan partners • Otero County • Bent County • City of La Junta • Colorado Parks and Wildlife • Otero Junior College STEM program • Colorado Office of Archaeology and Historic Preservation

Fundamental Resource or Value	Santa Fe Trail
Related Significance Statements	The Santa Fe Trail was an international trade route carrying needed material goods between Missouri and northern Mexico, fostering the economic development of the Southwest and American westward expansion. Operated as a trading post by Bent, St. Vrain & Company, the location and prominence of Bent’s Old Fort led to the development of the mountain route of the Santa Fe Trail and played a critical role in trade relations with Mexico and American Indian nations.
Current Conditions	<ul style="list-style-type: none"> • Approximate location is known through maps; no physical evidence exists. • The trail has been plowed over, flooded, and the highway has been built over it.
Trends	<ul style="list-style-type: none"> • Santa Fe Trail Association is making a concerted effort to better mark the trail along its entire route.
Threats	<ul style="list-style-type: none"> • Expansion of the wetland. • Modern visual intrusions to trail landscape and viewshed.
Opportunities Related to FRV	<ul style="list-style-type: none"> • Santa Fe Trail Association to research route location. • Adaptive management of the wetland.
Existing information that provides knowledge base for planning and management	<ul style="list-style-type: none"> • <i>Santa Fe National Historic Trail Comprehensive Management and Use Plan 1990.</i> • <i>Santa Fe National Historic Trail: Interpretive Prospectus 1991.</i>
Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Soil profile/survey of river bank to help identify trail location within the park.
Planning Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • None at this time until the trail location can be verified.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • None at this time until the trail location can be verified.
Laws and Policy Guidance	<ul style="list-style-type: none"> • <i>Santa Fe National Historic Trail Comprehensive Management and Use Plan 1990</i> • <i>NPS Management Policies 2006</i> • National Trails System Act of 1968, P.L. 90-543 • National Historic Preservation Act of 1966, as amended • P.L. 100-35 designating the Santa Fe Trail as part of the national trails system • Director’s Order 45: <i>National Trails System</i>
Stakeholders	<ul style="list-style-type: none"> • Bent’s Fort Chapter of the Santa Fe Trail Association • National Historic Trails System • U.S. Forest Service Comanche National Grassland

Fundamental Resource or Value	Archeology and Artifacts (fort foundations, acequia remnants, associated features such as cemetery and dump sites, and museum collection)
Related Significance Statements	Between 1833 and 1849, the fort was the most important staging point for the United States' commercial and military expansion into what is now the American Southwest, and played a vital role in developing political and cultural ties between the United States, Mexico, and Southern Plains tribes.
Current Conditions	<ul style="list-style-type: none"> • Arch sites: mostly in good condition. • Not sure of Ice House location. • Some of the park collection is securely stored at the park, some is stored at Midwest Archeological Center. • Collection is cataloged.
Trends	<ul style="list-style-type: none"> • Stable.
Threats	<ul style="list-style-type: none"> • Potential flooding (greater than 100 year flood). • Carts driving overland may be compacting sites. • Visitors occasionally picking up artifacts. • The park's collection is currently housed in a temporary Bally building—not the most ideal long term solution—awaiting funding for new facility. • The curatorial building, library, and vertical files' fire suppression system is dependent on the park's well house, which has no fire suppression system. • Climate change and associated influences (hotter and drier conditions may increase potential for erosion and wildland fire, which may impact archeological sites).
Opportunities	<ul style="list-style-type: none"> • Random artifacts are occasionally revealed through weathering process. • Using original artifacts for visitor education. • Expand website to include information on archeology and the museum collection to gain more interest in the park. • Bring collection back to park once new museum collection storage is obtained. • Partner with universities to conduct historic park research.
Existing information that provides knowledge base for planning and management	<ul style="list-style-type: none"> • 2004 Historic Resource Study. • Library. • Collection cataloged. • Scope of Collections 2011. • Archeological site survey of entire park complete.
Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Museum collection reidentified and researched, put artifacts in regional context, help inform what activities went on at the fort. • Research national archives, The State Historical Society of Missouri, and other sources for historic Bent's Old Fort National Historic Site information. • Collection catalog needs fact checking, consistency cleanup. • Climate change vulnerability assessment for cultural resources.
Planning Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Replace temporary museum collection facility with a multipark facility. • Incorporate FRV into climate change adaptation strategy.

Fundamental Resource or Value	Archeology and Artifacts (fort foundations, acequia remnants, associated features such as cemetery and dump sites, and museum collection)
<p>Management Actions to Protect and Maintain FRV</p>	<ul style="list-style-type: none"> • Money and authorization to conduct historic research outside the park. • Install fire suppression in the well house (maintenance building). • Install backup fire suppression system to serve the curatorial building and library. • Ensure the rare-book cabinet and vertical files are fire resistant. • Continue working with congressional delegation to develop legislative authority to partner with the Koshare Indian Museum for shared curatorial facility.
<p>Laws and Policy Guidance</p>	<ul style="list-style-type: none"> • General Management Plan 1994 • National Historic Preservation Act of 1966, as amended • Archaeological Resources Protection Act of 1979 • Management of Museum Properties Act of 1955 • Historic Sites Act of 1935 • The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation • NPS <i>Management Policies 2006</i> • Director's Order 28: <i>Cultural Resources Management</i> • Director's Order 28A: <i>Archeology</i> • Archeological and Historic Preservation Act of 1974 • NPS <i>Museum Handbook</i> • NPS <i>Museum Collection Facilities Strategy, Intermountain Region 2005</i>
<p>Stakeholders</p>	<ul style="list-style-type: none"> • The State Historical Society of Missouri • Western Archeological and Conservation Center • Midwest Archaeological Center • National Archives and Records Administration • Colorado Historical Society



Fundamental Resource or Value	Living History
Related Significance Statements	The fort is a national living history laboratory and training center that demonstrates many aspects of life at a remote post between 1833 and 1849.
Current Conditions	<ul style="list-style-type: none"> • Cast of characters: they are aging and not being replaced, skills are becoming more scarce. • Livestock: oxen, horses, chickens, and peacocks are in healthy condition; incomplete suite of animals: need goats, mules, sheep, and dogs. • Period reproduction equipment: fair to good, requires constant repair. • Period reproduction clothing: fair to good.
Trends	<ul style="list-style-type: none"> • Cast of characters: decreasing staff, aging volunteers. • Livestock: animal welfare reporting. • Period reproduction equipment: needs cyclic replacement. • Period reproduction clothing: needs cyclic replacement.
Threats	<ul style="list-style-type: none"> • Cast of characters: lack of funding to adequately staff programs, NPS hiring practices limit availability of qualified applicants, volunteers are aging and not being replaced, administrative micromanagement (i.e., fee management). • Livestock: predators take some of the smaller animals. • Period reproduction equipment: normal wear and tear, theft. • Period reproduction clothing: normal wear and tear, occasional loss. • Increasing agency restrictions on facilitating volunteer participation (i.e., travel restrictions, impediments to reimbursements, etc..).
Opportunities	<ul style="list-style-type: none"> • Encourage youth to participate in fort activities. • Establish Otero Junior College, Lamar Community College, and online interpretation (living history) programs for students and teachers. • Increase social media outreach. • Incorporate stakeholder input. • Work with community for local volunteers. • Conduct living history workshop to support training and teaching. • Expand network of partners to establish a world-class living history training center. • Recruit Hispanic and American Indian participants to expand the living history program.
Existing information that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Long-range interpretive plan, 2006. • Livestock management plan. • NPS guidelines for living history. • Existing historic documentation.
Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Need more research to confidently reproduce period clothing (women's clothing). • Research on period activities, lifeways, materials, cultural traditions, food. • Develop outreach strategy for Hispanic and American Indian community involvement. • Develop life-cycle data on period reproductions, equipment, and clothing.
Planning Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Review long range interpretive plan and update as needed.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Compile and organize training materials based on historical research to provide to others. • Incorporate the interpretive development plan into Bent's Old Fort National Historic Site interpretive program (peer review). • Conduct tribal consultation meetings to identify concerns and opportunities. • Outreach to Hispanic and American Indian community.

Fundamental Resource or Value	Living History
Laws and Policy Guidance	<ul style="list-style-type: none"> • General Management Plan 1994 • NPS <i>Management Policies 2006</i> • Director's Order 6: <i>Interpretation and Education</i>
Stakeholders	<ul style="list-style-type: none"> • Otero Junior College • Lamar Community College • Volunteers • Bent's Old Fort Historical Association (friends group) • Santa Fe Trail Association • U.S. Forest Service Comanche National Grassland

Fundamental Resource or Value	Cultural Traditions
Related Significance Statements	Bent, St. Vrain & Company's vision for the trading post created alliances through intermarriage, economic interdependence, and political cooperation that made it one of the American Southwest's most important cultural crossroads during 1833–1849.
Current Conditions	<ul style="list-style-type: none"> • Cultural traditions are vanishing (certain American Indian dances, for example). • Lack of involvement of traditional cultures (including languages) and women in the living history at the park.
Trends	<ul style="list-style-type: none"> • The park has difficulty recruiting Hispanics to engage in the living history program, even as the local and national Hispanic community grows. • The park has difficulty recruiting youth to engage in the living history program. • The park has difficulty recruiting American Indian community involvement due to distances from the park.
Threats	<ul style="list-style-type: none"> • Maintaining the accuracy and quality of the interpretive programming. • It is difficult to recruit new volunteers; current volunteers are aging out of the program.
Opportunities	<ul style="list-style-type: none"> • Encourage Koshare dancers to interact with the fort and tribes. • Partner with schools and universities.
Existing information that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Documentation of dances, music, pastimes, and more. • Diaries and journals document the "babel of a place." • Genealogy of the Bent family.
Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Scholarly research into the cultural traditions. • Identify traditionally associated tribes. • Consult with specific traditionally associated tribes—such as the Kiowa Indian Tribe of Oklahoma; Comanche Nation, Oklahoma; and Cheyenne and Arapaho Tribes, Oklahoma—and the Hispanic community to inform the long-range interpretive plan.
Planning Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Ethnographic overview and assessment (in progress). • Review long range interpretive plan and update as needed.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Consultation with traditionally associated tribes. • Develop relationships with Hispanic organizations.
Laws and Policy Guidance	<ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> • Director's Order 28: <i>Cultural Resource Management</i>

Fundamental Resource or Value	Cultural Traditions
Stakeholders	<ul style="list-style-type: none"> • Traditionally associated tribes • Koshare Indian Dancers • American Mountain Men and similar organizations • Bent's Old Fort Historical Association • Hispanic community

Analysis of Other Important Resources and Values

Other Important Resource and Value	Commemorative Features (Santa Fe Trail marker, Bent's Old Fort marker, and stone entry arch)
Importance	These features represent the Daughters of the American Revolution (DAR) group's initial efforts to commemorate and preserve the site.
Current Conditions	<ul style="list-style-type: none"> • The condition of the arch and marker is good, according to the list of classified structures. • The DAR-planted trees—12 silver poplars and 1 green ash—are nearly 100 years old, are in fair condition and in need of pruning.
Trends	<ul style="list-style-type: none"> • Trees aging out, removal as needed.
Threats	<ul style="list-style-type: none"> • For the trees: drought, time and lightning, lack of maintenance funding. • Arch: time, weathering.
Opportunities	<ul style="list-style-type: none"> • Consult with conservation experts at National Center for Preservation Training and Technology, Western Archaeological and Conservation Center, and/or Bandelier National Monument historic preservation and maintenance staff to help determine historic mortar mix for the arch and marker.
Existing information that provides knowledge base for planning and management	<ul style="list-style-type: none"> • List of classified structures assessment. • National Register of Historic Places nomination for the arch is being prepared by the Otero County Historic Preservation Board. • Cultural landscape inventory 2005.
Data Needs to Protect and Maintain OIRV	<ul style="list-style-type: none"> • Determine historic mortar mix for repointing the arch.
Planning Needs to Protect and Maintain OIRV	<ul style="list-style-type: none"> • Historic structure report, condition assessment, and conservation plan for commemorative features.
Management Actions to Protect and Maintain OIRV	<ul style="list-style-type: none"> • Project Management Information System statement submitted requesting funding for cyclic maintenance of the DAR trees. Maintenance of DAR trees is a recurring, cyclic funding need.
Laws and Policy Guidance	<ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 64: <i>Commemorative Works and Plaques</i> • National Historic Preservation Act of 1966, as amended
Stakeholders	<ul style="list-style-type: none"> • Daughters of the American Revolution • Santa Fe Trail Association • Otero County Historic Preservation Board

Identification of Key Parkwide or Major Issues and Associated Planning and Data Needs

All parks face a variety of issues that must be addressed now or through future planning. An issue is a point or matter that must be decided. A key parkwide or major issue may raise questions regarding park purpose and significance. Or there may be other questions of importance that, in the judgment of NPS staff, need to be addressed in future planning.

Following are key or major issues and associated planning and data needs for Bent's Old Fort National Historic Site:

Facility Management/Development.

- A fire suppression system is needed for the park's maintenance facility in order to protect the existing well head located in this building. The well services the park's fire suppression systems for the reconstructed fort, administrative offices, and museum collection facility. This project has been formulated for 2016 but needs to be closely tracked to ensure it doesn't fall off the funding radar screen.
- The alkali condition of the adobe walls is disintegrating the metal conduit housing the fort's electrical system. There needs to be a complete replacement of the existing metal conduit with plastic conduit to ensure safe conditions and operational effectiveness. The park has had a regional project manager visit the site to develop a funding proposal for this project but the project apparently does not meet criteria to score high for funding consideration and does not have much support beyond the park.
- Modern day intrusions within the fort such as the orientation film, video room, cash registers for fee collection, and bookstore diminish the effectiveness of the "step back in time" living history visitor experience provided at the park. Opportunities to consolidate and/or relocate some or part of these features outside the fort would enhance visitor experience, educational program potential, and management of visitor flow. This is probably the park's highest priority issue. The park has been trying to get construction of a fee collection / education center outside the fort for years. It was formulated for funding in Fiscal Year 2013 and fell off the list in the years leading to 2013, and now does not meet criteria to fit within the capital investment strategy. This is a huge need for the park: to remove the modern intrusions from the fort itself, facilitate a uniformed presence when visitors first come into the park, improve the visitor experience altogether, reduce impacts to the fort during special events, and on and on. Yet the project seems to have very little support at any level above the park.
- Space is needed for a volunteer's kitchen that is compatible with public health standards and includes food prep and storage to support events.
- The park's museum collection is housed within a modular Bally building and is considered a temporary provision. The Intermountain Region's curatorial storage plan calls for creating a multipark curatorial facility to be built at Bent's Old Fort National Historic Site. However, with today's restrictions on proposing additional building space within national park sites, the superintendent is exploring local partnerships with Otero Junior College and the Koshare Indian Museum to house the collection off-site.
- Accessibility needs have been evaluated through an Americans with Disabilities Act audit. The identified deficiencies need to be implemented.

Management of Fort Furnishings, Equipment, and Furs.

- Due to the sheer numbers of period reproductions, equipment, and furs used at the fort and the environmental impacts from dirt, dust, weather, frequency of use, and contact with visitors, a number of management challenges have developed. These include inventory control, implementing a replacement cycle, establishing methods for replacement (on-site rebuild or contracted reproduction), and acquiring timely funding to do so. Other elements to this issue may include the limited involvement of American Indian and Hispanic communities in the development and management of furnishings needed. Consultation is needed to help determine what should be part of the inventory and/or for acquiring craftsman/trade skills for reproducing period pieces for the living history program.

Livestock/Period Animal Management.

- Challenges associated in managing this program include difficulty in obtaining and sustaining specialized species that are consistent with the historic period (i.e., oxen and Spanish Barb horses.). Expenses include items such as veterinary costs, hay/feed cost, transport of feed and stock, which are affected by cyclic availability due to drought.

Employment/Training to Support Operations and Living History Programs.

- Hiring locally is a challenge, as is the capacity to provide training to seasonal staff due to recruitment limitations and turn-over (complex research and training required to perform role in living history), capacity of recruitment pool (age, ethnicity, and gender to perform active role in the “work of the fort”). Skill development is lost with seasonal/volunteer staff turnover including skilled trades to support maintenance and interpretation roles. This creates impacts on experienced staff who are needed to perform concurrent training and performance roles.

Visitor and Tour Group Management.

- The interpretive plaza is too small and difficult to stage groups due to weather conditions, blowing dust, limited seating, and interface with tours and individual visitors. A climate-controlled space is needed to host large groups such as the school groups that visit in the spring.
- We have limited interpretive staff capacity to support the Trails & Rails program.

Resource Management.

- The park leadership would like to pursue a minor boundary adjustment along the northeast corner of the park. The current configuration has proven problematic with a sliver of private land wedged between Colorado State Highway 194 and the Arkansas River and the park. The park would prefer to square this corner up and bring the boundary of the park up to the southern road shoulder of Colorado State Highway 194. One problem the park has encountered with the current condition is that duck hunters stage on the adjacent private lands and shoot into the park. The park has no law enforcement to help manage the issue. The park is working with Colorado Parks and Wildlife on this concern, but the ideal long-term solution would be to adjust the boundary and for Colorado Parks and Wildlife to acquire the Ferguson property (willing seller), which would allow access to their lands north of the river.
- The Wilburn parcel north of Colorado State Highway 194 needs ecological restoration, as well as adjustment to the location of the water source for establishment of native vegetation. The former farm fields on the park's southeast corner need ecological restoration and repair of the old irrigation well in order to provide water for reestablishment of native vegetation.

Climate Change.

- *Observations and projections*—Since 1895, the average temperature increased across the United States by about 1.5°F with more than 80% of this increase occurring since 1980. At Bent’s Old Fort National Historic Site, a local long-term weather station recorded an increasing linear trend in mean annual temperature of +0.27°F per decade from 1895–2011. The mean annual temperature for the area that includes Bent’s Old Fort National Historic Site is projected to increase 4 to 5 °F by midcentury and 5 to 8 °F by the end of the century, when compared with the 1971–1999 average. Projections for precipitation are more uncertain with 13 out of the 18 global climate models projecting a decrease in precipitation. These modeled projections suggest a warmer and dryer future for Bent’s Old Fort National Historic Site.
- *Implications*—A warmer and drier landscape will mean a decrease in water resources, both surface and groundwater. Water is important for sustaining the existing ecological systems and cultural landscape at Bents Old Fort National Historic Site. Water is important for sustaining park operations, including visitor services. A warmer and drier climate may accelerate weathering of park structures. A dryer landscape may increase the potential for wildland fire that could threaten historic structures and/or cultural sites. A warming climate could change visitation patterns and interests and invite the need for innovations to accommodate these changes (e.g., installation of shade structures, education on the changing climate and sustainability, and alternative water supplies).

Adapting to the impacts of climate change will require park managers to continue to learn from the past, but attempting to manage for conditions based on our understanding of the historical “natural” range of variation will be increasingly futile in many locations. Thus, reference conditions, and/or our judgment about resource condition or trend may evolve as the rate of climate change accelerates and parks respond to novel conditions. Park management must be even more “forward looking,” to anticipate plausible but unprecedented conditions. In this context, the National Park Service is instructed to incorporate climate considerations in decision processes and management planning as park’s consider adaptation options that may deviate from traditional practices.

- *Planning and data needs*—Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” states that “Each bureau and office of the Department must consider and analyze potential climate change impacts when undertaking long-range planning exercises.” The NPS director has further instructed parks to consider climate change in all levels of NPS planning (NPS Climate Change Response Strategy, 2010). With these mandates in mind, a number of planning and data gathering efforts would assist the park in managing the effects of a changing climate:
 - » Complete a climate change vulnerability assessment for park resources.
 - » Consider using climate change scenario planning as a living process to organize the understanding from these assessments into a new way of strategically planning and managing within the context of uncertain climate futures.
 - » Integrate this process into park planning and management to bring appropriate climate change adaptation into planning and management documents, including the Climate Change Adaptation Strategy pilot project and a resource stewardship strategy.
 - » Collect weather data (temperature and precipitation at a minimum) to track what climate future is becoming a reality.

Community Partnerships.

- The National Park Service has developed strong and significant relationships with community partners and other related heritage sites. These relationships, as well as regional heritage tourism and local economic development, have been strengthened by the park's strategic use of Challenge Cost Share, Preserve America, and other grant sources. These grants and other funding sources that enable communities to participate in heritage preservation have been eliminated, weakening the park's ability to maintain these very effective partnerships.

Offsite Issues.

- The community has been advocating for a new bridge over the Arkansas River linking U.S. 50 and Colorado State Highway 194 east of the park. The state highway department has prepared design drawings and completed compliance for this, but construction funding has not been forthcoming. If this does happen, there is the potential to increase visitation at the fort. This would provide a more direct route to the park resulting in improved visitor access, reduced evacuation time during extreme seasonal flooding, and improved emergency response time to the park. The city of Las Animas would also benefit from this as park visitor traffic would not bypass the city as it currently does.



Prioritization of Planning and Data Needs

This section prioritizes the need for future plans and studies or research for Bent’s Old Fort National Historic Site. It provides a comprehensive review and prioritization of plans and data needed to maintain and protect the park’s fundamental (and other important) resources and values, as well as to address key parkwide and other major challenges. This information will be used by parks, regional offices, and the NPS Washington office to determine priorities and consider the future funding needs of Bent’s Old Fort National Historic Site. (I = immediate needs, M = mid-range needs, and L = long-term needs)

Related to an FRV?	Planning and/or Data Need	Priority (I, M, L)
FRV	Natural resources condition assessment (currently underway)	I
FRV	Climate change vulnerability assessment and adaptation strategy project for natural and cultural resources (currently underway)	I
FRV	Condition assessment for the fort (including core samples from the adobe walls and research in climatic tolerances of adobe walls and other historic materials to understand potential impacts from climate change)	I
FRV	A comprehensive parkwide cultural landscape report is needed to determine goals and management strategies for maintaining components of the historic setting as well as other cultural landscape features. This would provide a holistic approach to managing elements of the cultural landscape.	I
FRV	Design plans for fee collection and education center	I
FRV	Design plans for living history volunteer staging room	I
No	Continue to add new data to the GIS database and maintain metadata in collaboration with the Intermountain Region office	I
No	Data cleanup in facility management software system for quality assurance/quality control	I
FRV	Museum collection’s database needs fact checking, consistency, and cleanup	I
FRV	Research needed to confidently reproduce women’s period clothing	I
FRV	Complete integrated pest management plan	I
FRV	Complete livestock plan and grazing plan	I
FRV	Update vegetation management plan	I
OIRV	Historic structure report, condition assessment, and conservation plan for commemorative features	I
FRV	Develop outreach strategy for Hispanic community involvement	I
FRV	Identify traditionally associated tribes (ethnographic overview underway)	I
FRV	Conduct tribal consultation meetings to identify concerns and opportunities	I
FRV	Consult with specific traditionally associated tribes such as the Kiowa Indian Tribe of Oklahoma; Comanche Nation, Oklahoma; and Cheyenne and Arapaho Tribes, Oklahoma, and the Hispanic community to inform the long range interpretive plan	I

Related to an FRV?	Planning and/or Data Need	Priority (I, M, L)
FRV	Adobe preservation plan	M
FRV	Administrative history	M
FRV	Prepare a State of the Park Report (scheduled for 2014)	M
FRV	Review long range interpretive plan and update as needed	M
FRV	Continue research on period activities, lifeways, materials, cultural traditions, and food	M
FRV	Develop life-cycle data on period reproductions, equipment, and clothing	M
FRV	Update/revise park asset management plan	M
FRV	Research national archives, The State Historical Society of Missouri, and other sources for historic Bent's Old Fort National Historic Site information	M
FRV	Develop resource stewardship strategy	M
FRV	Wetland management plan	M-L
FRV	Museum collection reidentified and researched, put artifacts in regional context, help inform what activities went on at the fort	M-L
FRV	New museum collection facility (multipark) or if Koshare Indian Museum partnership, new legislation would be needed to provide authorization	M-L
OIRV	Determining historic mortar mix for repointing the arch	L
FRV	Conduct hydrogeology assessment to understand future changes in groundwater levels and potential impact to wells due to climate change	L
FRV	Soil profile/survey of river bank to help identify the location of the Santa Fe Trail within the park's boundary	L
FRV	Soundscape study inside/outside the fort (potentially included in FY 13 NRCA)	L



Part 3: Preparers, Consultants, and Meeting Attendees

Preparers

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Liza Ermeling, Landscape Architect, Intermountain Regional Office
Michael Whiteman-Jones, Writer-Editor, Intermountain Regional Office
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Jim Corbett, Chief of Publications, Denver Service Center, Planning
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Mary Beth Homiack, Librarian, Denver Service Center, Planning

Meeting Attendees

Bent’s Old Fort National Historic Site

Alexa Roberts, Superintendent
Fran Pannebaker, Chief of Natural Resources Management
Adam Heberlie, Biological Science Technician
Bob Huck, Facility Manager
Rick Wallner, Chief of Interpretation
Greg Holt, Lead Interpreter
LuAnn Trumble, Administrative Officer
Rhonda Brewer, Museum Curator
Vicki Wallner, Office Automation Clerk
Eddie Aragon, Maintenance Worker (Wednesday afternoon only)
Sand Creek Massacre National Historic Site
Shawn Gillette, Chief of Interpretation (Tuesday morning only)

Intermountain Region

Michele D’Arcy, Project Manager
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Michael Whiteman-Jones, Writer-Editor
Ken Hornback, Branch Chief, Facilities Management

Washington Service Office (WASO)

Rob Bennetts, Program Manager, Southern Plains Inventory and Monitoring Network
(Wednesday only)

Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Bent's Old Fort National Historic Site

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PUBLIC LAW 86-487—JUNE 3, 1960

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Public Law 86-486

AN ACT

To authorize a payment to the Government of Japan.

June 1, 1960
[S. 2130]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Treasury is hereby authorized to pay to the Government of Japan a sum of \$6,000,000. The payment of such sum shall constitute full satisfaction and settlement of all claims of Japanese nationals, formerly resident in the Bonin Islands, arising from the use, benefit, or exercise of property rights or interests in the Bonin Islands by the United States for security purposes, for the period beginning April 28, 1952, and continuing until such time as said use, benefit, or exercise is relinquished by the United States.

Japan.
Payment of
claims.

SEC. 2. There is hereby authorized to be appropriated the sum of \$6,000,000 to carry out the purpose of this Act.

Appropriation.

Approved June 1, 1960.

Public Law 86-487

AN ACT

Authorizing the establishment of a national historic site at Bent's Old Fort, near La Junta, Colorado.

June 3, 1960
[S. 1833]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior shall acquire, on behalf of the United States, by gift, purchase, condemnation, or otherwise, such lands, interests therein and improvements thereon, as the Secretary may deem necessary for the purpose of establishing a national historic site at the site of Bent's Old Fort on the Old Santa Fe Trail, located in Otero County, Colorado, approximately seven miles east of La Junta, north of the Arkansas River.

Bent's Old Fort
National Historic
Site.

SEC. 2. (a) The property acquired under the provisions of the first section of this Act shall be designated as the Bent's Old Fort National Historic Site and shall be set aside as a public national memorial to commemorate the historic role played by such fort in the opening of the West. The National Park Service, under the direction of the Secretary of the Interior, shall administer, protect, and develop such monument, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916, as amended and supplemented, and the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes", approved August 21, 1935, as amended.

39 Stat. 535.
16 USC 1 et seq.49 Stat. 666.
16 USC 461-467.

(b) In order to provide for the proper development and maintenance of such national historic site, the Secretary of the Interior is authorized to construct and maintain therein such markers, buildings, and other improvements, and such facilities for the care and accommodation of visitors, as he may deem necessary.

SEC. 3. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

Appropriation.

Approved June 3, 1960.

Appendix B: Stakeholder Input

In an effort to more fully engage the public perspective in the development of the park's foundation document, community leaders were invited to share their perspectives with park staff and regional representatives prior to the start of the internal foundation workshop. On Tuesday morning, September 11, 2012, the following participants attended a stakeholder meeting held in the fort's wagon shed room:

Stakeholder participants:

City of La Junta:

Pam Denahy, Tourism/Events Coordinator, 601 Colorado Avenue, La Junta, CO 81050, 719.468.1439

Ron Davis, Director of Economic Development, City of La Junta, 1802 Colorado, La Junta, CO 81050, 719.469.1081

Mike Moreno, City Council member/La Junta Youth Commission lead, Tobacco Control Program Director, Otero County Health Department, 13 West 3rd Street, La Junta, CO 81050

Otero County:

Ed Stafford, Chair, Otero County Historic Preservation Board, 9 Circle Drive, La Junta, CO 81050

Bent County:

Bill Long, Chairperson, Bent County Commissioners, 725 Bent Avenue, Las Animas, CO 81054, 719.469.0058

Lisa Trigilio, Bent County Economic Development Office, 322 Ambassador Thompson Boulevard, Las Animas, CO 81054, 719.456.0452

Colorado Parks and Wildlife:

Steve Keefer, District Wildlife Manager, Colorado Parks and Wildlife, 8290 U.S. Highway 50, Las Animas, CO 81054

Bent's Old Fort National Historic Site

Alexa Roberts, Superintendent

Fran Pannebaker, Chief of Natural Resources Management

Bob Huck, Facility Manager

Rick Wallner, Chief of Interpretation

Greg Holt, Lead Interpreter

LuAnn Trumble, Administrative Officer

Rhonda Brewer, Museum Curator

Vicki Wallner, Office Automation Clerk

Intermountain Regional Office

Michele D'Arcy, Project Manager

Darcee Killpack, GIS Program Manager

Liza Ermeling, Landscape Architect

Michael Whiteman-Jones, Writer-Editor

Ken Hornback, Branch Chief, Facilities Management

Sand Creek Massacre National Historic Site

Shawn Gillette, Chief of Interpretation

Superintendent Alexa Roberts welcomed the group and thanked them for taking the time to participate in this discussion. Alexa emphasized that additional public engagement efforts are being planned such as a multiracial consultation meeting and outreach to the Hispanic community. A round of introductions was conducted next. An overview of the foundation process was presented, followed by a request to the group to consider sharing their perspectives on the following questions:

- What do you value most about the park?
- What does this place mean to you, your family, and your community?
- What do you see are the benefits or concerns for having the park as a neighbor?
- What can we do to provide more value to the community?

The collective input from the group resulted in the following themes:

Romance of the West

Ed Stafford believes the romance of the west lives here. The Koshare Kiva and Bent's Old Fort are in a unique position to help folks learn about this phase of our country's history. He has lived in the area for 45 years now, and is still intrigued by the area's history. Ed also expressed appreciation that Alexa and her staff do not sit behind the fort's walls. They get out into the community. It is incumbent on them to make the most of the history that is here. There was a time when everybody promoted everybody else; he would like to see more of that. He was amazed at the number of people in the community who haven't visited the fort, or had not been here in years.

Bill Long views the park as an important part of Otero County. The historical significance of the fort and the story that it tells about the American west is important. We hear about the Civil War and other major events, but not as much about this history. This fort tells the story of the area's transition from American Indian control to white control, for better or worse. "You tell that story better than anybody," he said.

Steve Keefer, from Colorado Parks and Wildlife, added that from their agency's perspective the fort helps them tie the history into the natural resources of the area. "The fort was built around natural resources and we use your management treatments as an educational opportunity. Your removal of the tamarisk along the river bottom, for example, is a showcase for visitors and local residents. The park has been a good neighbor and has been very cooperative. We know we bring in hunters that you may not want, but we try to deal with that. Personally, this is a place that my family has visited many times. We bring friends and family here and especially enjoy the living history part of it. It's something you don't expect to have in a rural community. It's a fun place."

Lisa Trigilio concurred with what others have said and added that the quality of the park and the way it is maintained is excellent.

Economic Impact

Ron Davis, La Junta Economic Development, noted that the park provides a major economic benefit/tourism base for La Junta. He shared some city website statistics with the group that revealed the park ranks sixth in number of website views, which is significant when you consider that viewing the home page ranked first, interest in the Comanche National Grasslands ranked second, followed by lodging inquiries at third, the Santa Fe Trail at fourth, and restaurants at fifth.

Rick Wallner noted that the park employs 12 full-time and 12 seasonal employees, and NPS analysis shows the park attracts about 30,000 visitors a year, and that its economic impact on the community is about \$1.8 million and approximately 36 jobs. He thinks the park's economic impact on the local community needs to be clarified and better communicated to the community.

Tourism

Pam Denahy, City of La Junta / Canyons & Plains of Southeast Colorado, reported that visitation to the park remains consistently high because of the high quality and variety of the park's presentations. However, Bent's Old Fort is often overlooked and underpublicized, according to Ron Davis with La Junta Economic Development. Although it receives a high number of hits from visitors to their website he believes improved park publicity such as advertising could help boost the park's public visibility.

La Junta City Councilman Michael Moreno believes that one way to boost tourism would be to tie the park's history to La Junta's history as a cultural crossroads (La Junta is Spanish for "the junction") and by highlighting secondary features of the park such as birding and the riverside hiking trail. He also believes it would be possible to attract younger people to the park by making more effective use of social media such as Twitter and Facebook in addition to employing communications technology such as short videos.

Transportation to and from the park is another issue. Although Amtrak passenger train service to the area is available, Moreno and Denahy pointed out there's no easy way to get from the train station to the park. Denahy's organization can't provide transportation because of insurance liability issues. City shuttles or improved bus service may be options, but park staff noted that some train stops are too short to allow for visits, while others stop in La Junta after the park closes and leave before it opens.

Stakeholders believe there may be an opportunity to work with Amtrak to promote Bent's Old Fort as part of a tourism "package deal." Davis also believes there are state and national grants available for tourism and transportation projects, and offered to look into the issue on behalf of the park.

Bridge Over the Arkansas River

A proposed bridge over the Arkansas River would dramatically shorten the drive to the park for U.S. Highway 50 motorists heading west, potentially doubling or tripling park visitation and allowing the community to leverage visitation for the community's economic benefit, according to Superintendent Alexa Roberts. Environmental and design studies for the bridge have been completed, but the project is stalled about one-third in because of tight transportation funding at the state level.

Roberts pointed out that the lack of a bridge isn't only important for economic reasons—it also poses transportation safety issues for the surrounding communities in the event of floods or fire. The park ought to consider working with community leaders to put the bridge back on the Colorado Department of Transportation's (CDOT's) priority list, she said. Bill Long, Bent County commissioner, agreed that framing the issue in terms of safety rather than tourism would help its chances of getting funded.

Another short-term possibility might be to promote Colorado State Highway 194 as the forerunner of U.S. Highway 50 because it followed the Santa Fe Trail route, Davis said.

Local Hiring

Park staff noted that it's hard—and getting harder—to hire seasonal workers from the local community because NPS hiring policies require the park to advertise positions nationally. Hiring locally would help the community by providing employment to locals. It would also help the park reduce seasonal staff turnover and training.

Davis and Long both suggested that they may be able to apply political pressure on higher-level NPS officials to change hiring policies. In the meantime, workarounds may include partnering with Otero Junior College in La Junta to hire and train students while the college provides housing and transportation.

Curatorial Storage / Partnership Opportunity

Bent's Old Fort has been identified as the National Park Service's central repository for historic storage of artifacts for a handful of Intermountain Region parks. Funding issues, however, have prevented that from taking place. Roberts suggested the park could share curatorial space and staff with the local Koshare Indian Museum, which has launched a \$12 million fundraising effort to improve its facility.

There was also some discussion regarding the Bent's Old Fort Historical Association. Some stakeholders were not aware of the park's friends group, which has not been very active in the past few years. Some expressed a desire to have more local representation included in the association to help reengage this group for future support.

Appendix C: Management Actions/Opportunities List

Reconstructed Fort

- Implement park asset management plan and historic furnishing plan
- Convert existing storage space in the corral area to a kitchen prep area
- Remove modern-day intrusions like the video room, cashier office and move them to an education station away from the fort itself
- Implement historic furnishings plan and addendums
- Monitor water table levels
- Plan to replace all the wood features within the well room with rock features (no schedule)

Historic Setting

- River and riparian zone: weed control
- River and riparian zone: potential countywide trail connections could provide an opportunity to provide visitor education on natural systems
- Shortgrass prairie: weed control, restoration of prairie dog habitat
- Shortgrass prairie: restoration activities could improve habitat and biodiversity
- Native flora and fauna: inventory and monitoring program, restoration underway
- Native flora and fauna: bird watching, butterfly tagging could provide educational opportunities
- Viewshed: remove NPS equipment and materials
- Viewshed: coordinate with county's land-use planning board to monitor surrounding land management trends
- Natural sounds: work with staff to minimize noise impacts from operations

Santa Fe Trail

- Expand interpretation (living history, interpretive waysides, etc.)
- Coordinate with Santa Fe Trail Association to research route location
- Adaptive management of the wetland



Archeology and Artifacts

- Money and authorization to conduct historic research outside the park
- Install backup fire suppression system to serve the curatorial building and library
- Ensure the rare-book cabinet and vertical files are fire resistant
- Random artifacts are occasionally revealed through weathering process
- Using original artifacts for visitor education
- Expand website to include archeology and the museum collection info to gain more interest in the park.
- Bring parts of the park's museum collection, currently housed at the Midwest Archeological Center, back to the park once new museum collection storage is obtained
- Partner with universities to conduct historic park research

Living History

- Compile and organize training materials based on historical research to provide to others
- Conduct living history workshop to support training and teaching
- Establish Otero Junior College, Lamar Community College, and online interpretive programs for students and teachers
- Expand network of partners to establish a world-class living history training center
- Recruit Hispanic and American Indian participants to expand the living history program
- Incorporate the interpretive development plan into Bent's Old Fort National Historic Site interpretive program (peer review)
- Encourage youth to participate in fort activities
- Increase social media outreach
- Incorporate stakeholder input
- Work with community for local volunteers

Cultural Traditions

- Consult with traditionally associated tribes
- Develop relationships with Hispanic organizations
- Encourage Koshare Indian Dancers to interact with the fort and tribes
- Partner with schools and universities

Commemorative Features

- Project Management Information System statement has been submitted to fund cyclic maintenance of the DAR trees
- Consult with conservation experts at National Center for Preservation Training and Technology, Western Archaeological and Conservation Center and/or Bandalier National Monument historic preservation and maintenance staff to help determine historic mortar mix for the arch and marker

Intermountain Region Foundation Statement Recommendation

Bent's Old Fort National Historic Site

August 2013

This Foundation Statement has been prepared as a collaborative effort between Park and Regional staff, facilitated by the Denver Service Center, and is recommended for approval by the Intermountain Regional Director.

Alysa Roberto

8.26.13

RECOMMENDED

Superintendent, Bent's Old Fort National Historic Site

Date

Yaura E. Joss

9/6/13

APPROVED

Regional Director, Intermountain Region

Date

Acting



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 historic 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.

BEOL 417/120676

September 2013

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