



# Foundation Document

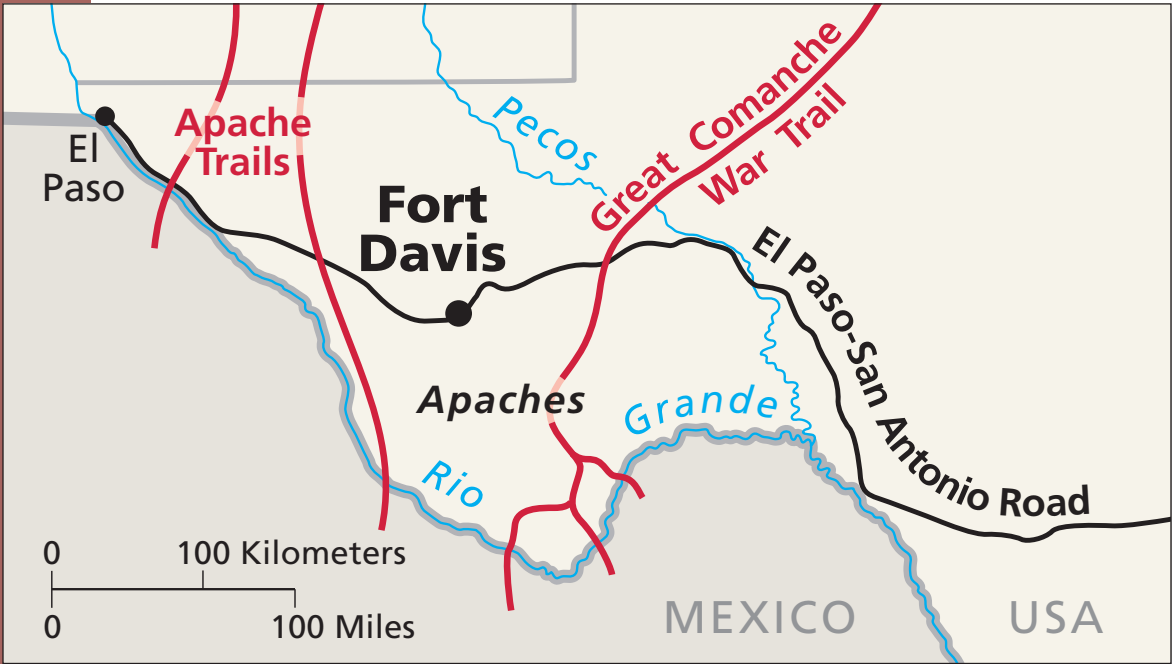
## Fort Davis National Historic Site

Texas

June 2016



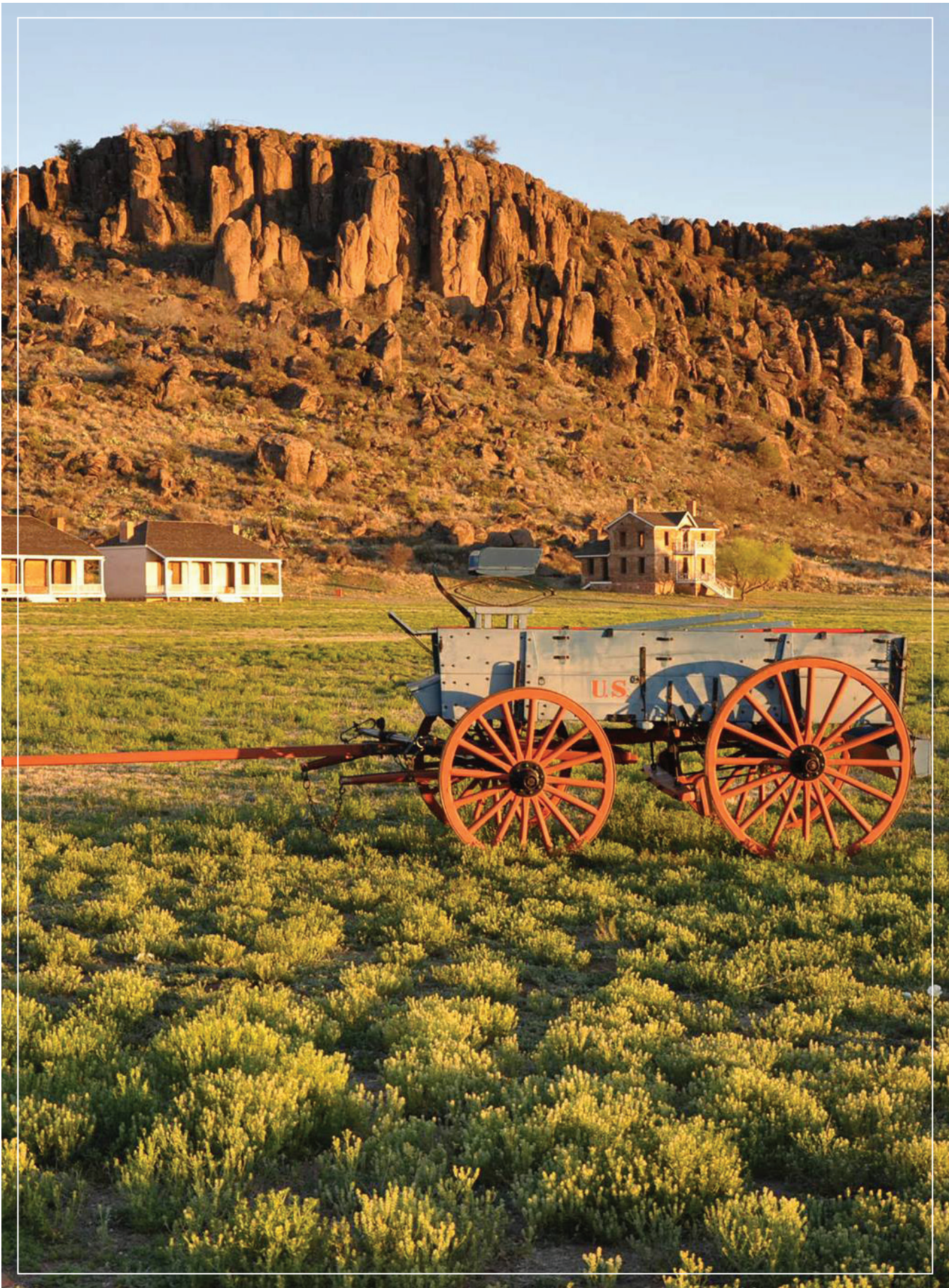




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# Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



*The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.*



## Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Fort Davis National Historic Site can be accessed online at: <http://insideparkatlas.nps.gov/>.





## Part 1: Core Components

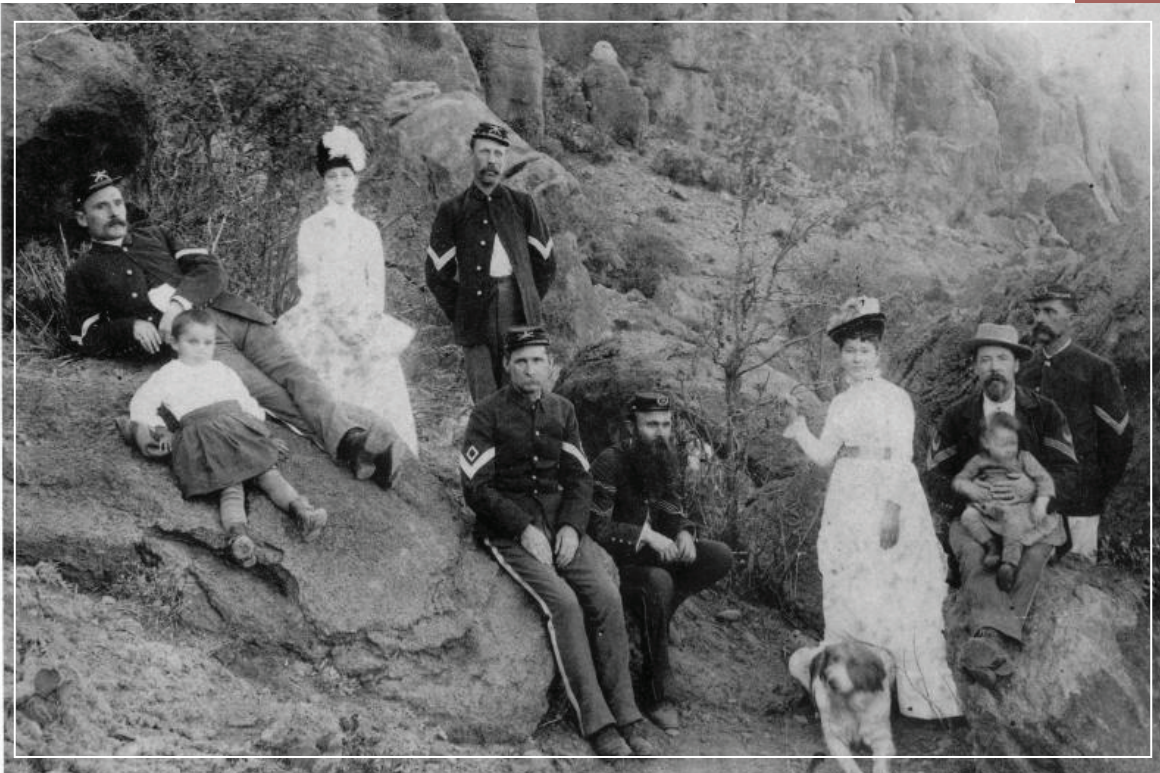
The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

### Brief Description of the Park

Fort Davis National Historic Site is on Texas State Highways 17/118 on the northern edge of the town of Fort Davis. It is situated at the eastern side of the rugged but majestic Davis Mountains in the area of West Texas known as the Trans-Pecos, which lies between the Pecos River and the Rio Grande. The site is approximately 200 miles southeast of El Paso, Texas, and 180/160 miles southwest of Midland/Odessa, Texas, respectively.

A key post in the defense system of West Texas, Fort Davis played a major role in the history of the Southwest. From 1854 until 1891, troops stationed at the post protected emigrants, freighters, mail coaches, and travelers on the Trans-Pecos portion of the San Antonio-El Paso Road and Chihuahua Trail. The troops sought to control activities on the southern stem of the Great Comanche War Trail and Mescalero Apache War Trails. The fort is also important to understanding the presence of African Americans in the West and in the frontier military because the 24th and 25th U.S. Infantry and the 9th and 10th U.S. Cavalry, all-black regiments established after the Civil War, were stationed at the post.

Today Fort Davis is one of the best remaining examples of a frontier military post and is recognized as a national historic landmark. It is a vivid reminder of the significant role played by the military in the settlement and development of the western frontier. Protecting 24 roofed buildings and more than 100 ruins and foundations, Fort Davis National Historic Site makes this valuable part of America's heritage available to thousands of visitors annually for their enjoyment, understanding, education, and appreciation.





## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Fort Davis National Historic Site was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on September 8, 1961 (see appendix A for enabling legislation and subsequent amendments). The purpose statement lays the foundation for understanding what is most important about the park.

*FORT DAVIS NATIONAL HISTORIC SITE, as one of the largest and most intact of the frontier forts, perpetuates and preserves historical, cultural, and natural resources while educating the public about the influence of military operations on the development and settlement of the Southwest.*



## Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Fort Davis National Historic Site, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Fort Davis National Historic Site. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Fort Davis is one of the best remaining and continuously preserved examples in the Southwest of a typical post-Civil War frontier fort because of the setting and extent of the surviving structures, ruins, objects, and artifacts.
2. Black regulars, known as Buffalo Soldiers, served at Fort Davis from 1867 to 1885, providing an excellent opportunity for understanding and appreciating the important role played by African Americans in the West and specifically in the frontier army.
3. Fort Davis was strategically located to defend the Trans-Pecos portion of the San Antonio-El Paso Road and the Chihuahua Trail. This encompassed protecting and controlling activities on the southern portions of the Great Comanche War Trail and Mescalero Apache War Trails.
4. During the Indian Wars, Fort Davis provided essential troops and supplies to approximately 100 skirmishes in West Texas, and finally to the Victorio Campaign, which ended meaningful resistance of Apache bands in the Military District of the Trans-Pecos.
5. The historic integrity and character of the post-Civil War fort have not been significantly altered since its establishment. Much of the landscape immediately adjacent to the post has undergone little modern development, which helps promote an authentic visitor experience.





## Fundamental Resources and Values

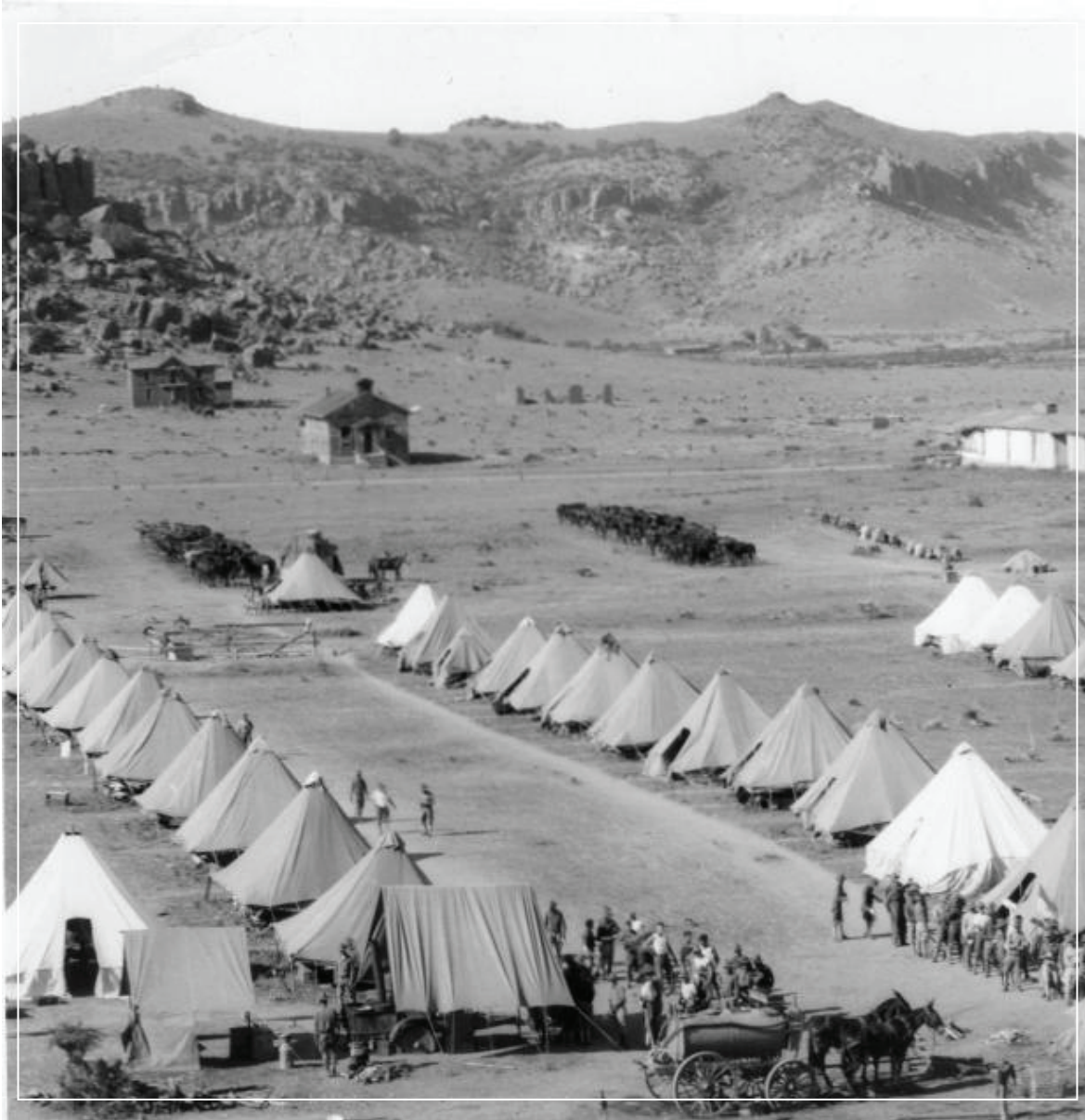
Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Fort Davis National Historic Site:

- Historic Setting.** The historic setting represents both the first and second forts of Fort Davis. Evidence of the first fort period of Fort Davis is found in the building footprints and traces of the original San Antonio–El Paso Road. The second fort period of Fort Davis is highly visible and intact with historic structures, traces of roads and paths, remnants of irrigation and flood control ditches and berms, and evidence of former water supply features such as wells, a spring, and pipeline routes. In addition, historic land uses such as a cemetery, a garden, and trees from the period are visible on the largely intact landscapes both within and surrounding the historic site. The relatively undeveloped area surrounding the park, some of which is protected by Davis Mountains State Park, allows for intact viewsheds and dark night skies, which also contribute to the historic setting. The components of the historic setting allow visitors to become immersed in a variety of events and experiences that occurred in the U.S. Southwest during the 19th century; these include the conflict between the United States and American Indians, the hardships of life on the western frontier, the life and service of soldiers in the U.S. military, including the black regulars, and civilian life in a military complex.
- Historic Structures.** Fort Davis National Historic Site consists of the historic structures and features associated with Fort Davis during the military occupation between 1854 and 1891. The site consists of more than 250 historic features, ruins, foundations, buildings, and structures. Extensive restoration and stabilization efforts have resulted in outstandingly intact buildings and preserved structures. The exteriors of many buildings from the second fort appear as they would have while the fort was active. Foundations from the first fort have not been reconstructed; those that remain underground have been outlined by stakes and adobe. One hundred and thirty-three of the most intact structures are listed on the NPS List of Classified Structures (database).
- Curatorial Collections.** The collections consist of approximately 80,000 objects and 258 linear feet of archival materials. Collections at Fort Davis National Historic site are strongly tied to the site itself and representative of daily fort life from both military and civilian perspectives. In addition, the collections include prehistoric objects tied to the extensive American Indian presence in the area. Highlights of the collections include several furniture pieces from the original army post, Colonel Benjamin Grierson's letters and field monocular, a mid- to late-19th century medical instrument collection, and many square nails. Objects are stored both on- and off-site. On-site, objects are stored in a curation room or within two other historic buildings. Objects are stored off-site at the NPS Western Archeological and Conservation Center, University of New Mexico, Big Bend National Park, and Sul Ross State University. Various objects are exhibited in some of the site's historic buildings and in the museum.

- **Opportunities to Connect History to Place.** The fort offers exceptional opportunities to experience the sights and sounds of a 19th-century U.S. military complex by viewing, participating in, and interacting with the historic setting. Visitors are visually immersed in an intact setting of buildings and landscapes that represent what life was like for both soldiers and civilians at the fort. Furnished buildings provide a window into daily life at the fort. The site also has a robust living history program and a historic bugle call and retreat sound program, both of which are instrumental in bringing the experiences of the past to the present in dynamic and tangible ways.
- **San Antonio–El Paso Road.** The road between San Antonio and El Paso, also known as the Whiting-Smith route, was one of two primary routes between the two cities during the mid-1850s for travelers. As conflicts between settlers and American Indians grew in the region, demand to protect West Texas and the San Antonio–El Paso Road grew. The U.S. Army established Fort Davis in 1854 along the San Antonio–El Paso Road. The road was a vital lifeline to western settlers and the military personnel who fought in the Indian Wars. Today the longest intact segment of the original road lies within Fort Davis National Historic Site and the town of Fort Davis. It is an important remnant of the political and social conditions that led to the first fort period of Fort Davis.





## Other Important Resources and Values

Fort Davis National Historic Site contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Fort Davis National Historic Site:

- **Research Opportunities.** The history of Fort Davis has been and continues to be extensively researched and documented. The library at the historic site houses an impressive collection of research material in a central location. Of particular interest and scope are documents related to the black regulars, sometimes referred to as Buffalo Soldiers, who were stationed at the fort. The availability of research on both civilian and military histories related to the fort provides opportunities for researchers, ranging from elementary school children to university professionals, to gain a thorough understanding of this period and fosters a sense of stewardship for the historic site.



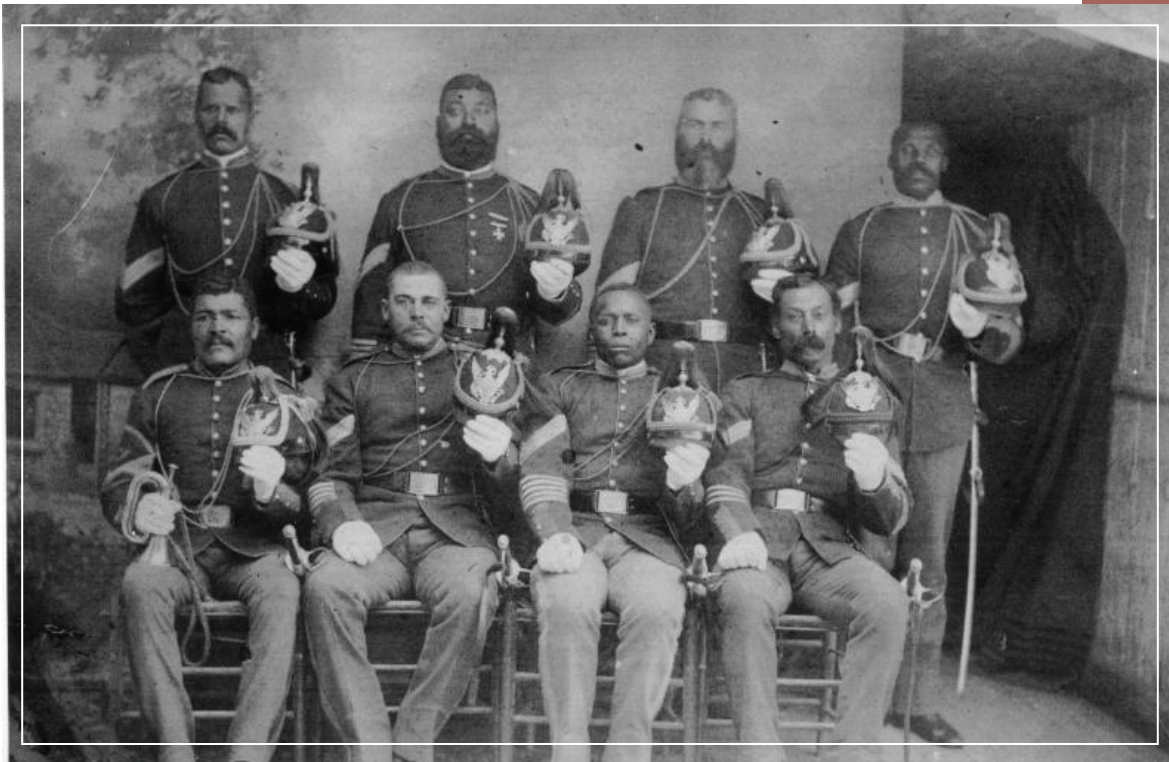
## Interpretive Themes

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 park significance statements and fundamental and other important 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. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Fort Davis National Historic Site:

- The history of Fort Davis, encompassing the conflict between native peoples (Apaches, Comanches, and Kiowas) and the ever-increasing flow of emigrants and settlers to the Trans-Pecos region, provides opportunities to explore the ideas of security, sovereignty, and cultural identity in the American West.
- The historical integrity of Fort Davis (including quality and quantity of original fabric, historic records and artifacts, and the cultural and natural landscape) enables a deeper understanding of the realities of frontier military and civilian life in the American West.
- The history of African American soldiers at Fort Davis is an important chapter in the larger American social movement toward equality for all citizens, a movement that continues today.





## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

### Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Fort Davis National Historic Site.

For more information about the existing special designations and administrative commitments for Fort Davis National Historic Site, please see appendix B.

There are no special mandates for Fort Davis National Historic Site.

### Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.



## Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

Fundamental Resource or Value	Historic Setting
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>Fort Davis is one of the best remaining and continuously preserved examples in the Southwest of a typical post-Civil War frontier fort because of the setting and extent of the surviving structures, ruins, objects, and artifacts.</li> <li>Fort Davis was strategically located to defend the Trans-Pecos portion of the San Antonio-El Paso Road and the Chihuahua Trail. This encompassed protecting and controlling activities on the southern portions of the Great Comanche War Trail and Mescalero Apache War Trails.</li> <li>During the Indian Wars, Fort Davis provided essential troops and supplies to approximately 100 skirmishes in West Texas, and finally to the Victorio Campaign, which ended meaningful resistance of Apache bands in the Military District of the Trans-Pecos.</li> <li>The historic integrity and character of the post-Civil War fort have not been significantly altered since its establishment. Much of the landscape immediately adjacent to the post has undergone little modern development, which helps promote an authentic visitor experience.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The park's western viewshed is well preserved—the land is under state and federal protection. The eastern viewshed is currently in good condition, but it is private land that is open for development.</li> <li>Invasive and nuisance native plant species (juniper and mesquite) block the view of the fort from Texas State Highways 118/17.</li> <li>The trees that contribute to the cultural landscape are aging, and the park has not been able to keep pace with replacement.</li> <li>Some of the trees are not sustainable in current climatic conditions and will require a management justification to maintain.</li> <li>The cultural landscape requires regular maintenance work to retain historic integrity (i.e., mowing, trimming).</li> <li>The park lies in a floodplain.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>Invasive and nuisance native species are increasing on the landscape due to lack of historic grazing and presence of vectors that introduce invasive species (i.e., visitors, vehicles).</li> <li>Increasing development on the private lands east of the park affect the viewshed and night skies.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Increasing development on the private lands to the east of the park could impact the historic viewshed and night skies.</li> <li>Park staff are not always aware of the location of archeological resources; this could lead to unintentional adverse impacts.</li> <li>Flooding is a constant threat to the landscape and structures.</li> <li>Air quality and historic views are affected by regional and local sources of air pollution such as power plants, oil and gas operations, industrial facilities, agriculture, and urban development. At night, pollution-caused haze scatters artificial light, increasing the effect of light pollution on the night sky.</li> <li>Climate change projections indicate higher temperatures, more extreme heat events, and more large storms, which may increase flooding and erosion, shift ecosystems northward, and increase wildfires and invasive species, all of which affect the viewshed and visitation patterns.</li> </ul>



Fundamental Resource or Value	Historic Setting
<b>Threats and Opportunities</b>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The park could pursue an alternative approach to irrigation that would make water use more efficient and require less staff time to maintain the grove area.</li> <li>• The park could implement recommendations in the master plan to locate a visitor contact point, along with administration and management offices, closer to the highway. This would improve visitor experience and immersion in the historic setting.</li> <li>• The park could share archeological knowledge more widely to ensure those sites are protected (i.e., not impacted by staff activities).</li> <li>• The park should work toward digitizing a landscape treatment (mowing) map for inclusion in the park atlas.</li> <li>• Prescribed fire could be used as an effective treatment for maintenance of the cultural landscape, improvement of defensible space against wildland fire, and control of invasive species.</li> <li>• The park could use historic photos to demonstrate before and after conditions, for use with landscape maintenance and visitor experience and interpretation.</li> <li>• The park could help neighbors understand their place in the historic setting.</li> <li>• The park could develop partners to assist with various components of maintaining the historic setting and atmosphere (i.e., veteran groups, Texas Historic Commission, local community).</li> <li>• The park could work cooperatively with other federal and state air quality agencies and local stakeholders to reduce air quality impacts in the park from sources of air pollution.</li> <li>• Partnerships with nearby developers or planners could help increase awareness about the importance of park historic views, air quality, and night sky.</li> <li>• The park could consider becoming an International Dark Sky Park through the International Dark-Sky Association.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• GIS mapping of archeological sites.</li> <li>• Ground penetrating radar study of the historic core.</li> <li>• Archeological survey.</li> <li>• Ethnographic overview and assessment.</li> <li>• Landowner inventory.</li> <li>• Digitization of park data for GIS.</li> <li>• Visual resource inventory.</li> <li>• Night sky inventory.</li> <li>• Administrative history (update).</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Cultural landscape report.</li> <li>• Archeological resource management plan.</li> <li>• Visual resource management plan.</li> <li>• Planning for adaptation to climate change.</li> <li>• Invasive species management plan.</li> <li>• Tree replacement plan.</li> <li>• Regional aoudad (barbary sheep) management plan.</li> <li>• Resource stewardship strategy.</li> </ul>

Fundamental Resource or Value	Historic Setting
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• American Indian Religious Freedom Act of 1978</li> <li>• Antiquities Act of 1906</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Clean Air Act (42 U.S.C 7401 et seq.)</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• National Invasive Species Act</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Management of Museum Properties Act of 1955, as amended</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Executive Order 13007, "Indian Sacred Sites"</li> <li>• Executive Order 13112, "Invasive Species"</li> <li>• Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• <i>Department of the Interior Policy on Consultation with Indian Tribes</i> NPS Management Policies 2006 (§1.4) "Park Management"</li> <li>• NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS Management Policies 2006 (§3.1) "General"</li> <li>• NPS Management Policies 2006 (§4.7) "Air Resource Management"</li> <li>• NPS Management Policies 2006 (§4.7.2) "Weather and Climate"</li> <li>• NPS Management Policies 2006 (§4.10) "Lightscape Management"</li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 77-2: <i>Floodplain Management</i></li> <li>• <i>NPS Museum Handbook</i>, parts I, II, and III</li> <li>• <i>NPS Natural Resource Management Reference Manual 77</i></li> </ul>





Fundamental Resource or Value	Historic Structures
Related Significance Statements	<ul style="list-style-type: none"> <li>Fort Davis is one of the best remaining and continuously preserved examples in the Southwest of a typical post-Civil War frontier fort because of the setting and extent of the surviving structures, ruins, objects, and artifacts.</li> <li>Black regulars, known as Buffalo Soldiers, served at Fort Davis from 1867 to 1885, providing an excellent opportunity for understanding and appreciating the important role played by African Americans in the West and specifically in the frontier army.</li> <li>The historic integrity and character of the post-Civil War fort have not been significantly altered since its establishment. Much of the landscape immediately adjacent to the post has undergone little modern development, which helps promote an authentic visitor experience.</li> </ul>
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The condition of the historic structures ranges from poor to good; about 55% are in fair to good condition. The park's 24 restored structures are generally in good condition.</li> <li>Due to the nature of historic structures, there is constant deterioration that changes condition rapidly and regularly. Condition is a moving target for these resources.</li> <li>Most of the preserved structures are post-Civil War, and not much is known about the condition and location of the pre-Civil War fort. The park has done some exploration, but data are inconclusive at this time.</li> <li>The restored historic structures generate a lot of interest, in particular for veterans and others attached to the military and civilian history at the park.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>Because of a lack of staffing and funding, the structures are increasingly suffering from benign neglect. This has resulted in more temporary solutions rather than full-fledged repair.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Exposure to weather (i.e., rainfall and flooding) and presence of certain species, both plant and animal (i.e., aoudads, ground squirrels, weeds), threaten the adobe and rock structures and foundations. The adobe is deteriorating more rapidly because it is a softer material.</li> <li>The natural elements of weather (i.e., wind, rain, cold) require constant building upkeep and preservation efforts. The increased incidence of severe weather projected with climate change further threatens historic structures.</li> <li>Moisture gets behind plaster in the historic buildings, causing it to deteriorate and crumble. This requires both protection and regular maintenance.</li> <li>The age and condition of structures requires constant maintenance, but there is not adequate staff to meet this need. The replica windows, in particular, need constant maintenance and targeted expertise.</li> <li>The lack of long-term cultural resource funding makes it difficult to plan for comprehensive repair.</li> <li>The park has had problems with vandalism in the past, and this is a continual threat.</li> <li>Wildfires and structural fires are a major concern. The historic building (HB-20) that houses the visitor center, curatorial storage, and administration is the only building with a sprinkler system; however, the historic core and the housing and maintenance area are plumbed with 11 fire hydrants.</li> <li>The need to perform short-term protection measures can adversely affect the integrity of the structure (i.e., using braces to stabilize structures).</li> </ul>



Fundamental Resource or Value	Historic Structures
<b>Threats and Opportunities</b>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Because the park uses authentic reproductions (i.e., windows, masonry walls, porches, roofs), there is a need for particular skills from the maintenance staff. The park could pursue hiring staff with these skills and could work toward hosting preservation workshops. This could be part of a larger NPS effort that is already occurring.</li> <li>• The park is a great classroom for the development of adobe, masonry, and woodworking skills. These types of preservation workshops have been held in the past.</li> <li>• The park could use preservation student interns (e.g., vocational programs at area schools) or use short-term assistance and/or training from preservation experts at other parks.</li> <li>• Preservation workshops could be used to train people in the community and develop buy-in and/or skilled volunteers.</li> <li>• The park could use strong interest among people attached to the military and civilian history for an “adopt a building” program or something similar.</li> <li>• The park has requested an increase in Operations Formulation System base funding/staffing, but appropriations have not yet been made. This increased funding could allow for a full-fledged preservation crew to better maintain historic structures.</li> <li>• The park could use visual materials for interpretation of historic structures.</li> <li>• Monitoring of structural cracks in buildings could be increased, both in frequency and breadth.</li> <li>• The park could partner with NPS archeologists in neighboring parks on issues of concern.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Comprehensive condition assessments.</li> <li>• Ground penetrating radar study of the historic core.</li> <li>• LiDAR survey of historic structures.</li> <li>• Digitization of park data for GIS.</li> <li>• Administrative history (update).</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Historic preservation plan.</li> <li>• Invasive species management plan.</li> <li>• Regional aoudad (barbary sheep) management plan.</li> <li>• Planning for adaptation to climate change.</li> <li>• Resource stewardship strategy.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Historic Sites Act of 1935</li> <li>• Management of Museum Properties Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> <li>• “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> </ul>

Fundamental Resource or Value	Historic Structures
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p><b>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• NPS <i>Management Policies</i> 2006 (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i> (1998)</li> <li>• Director's Order 28A: <i>Archeology</i> (2004)</li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> </ul>





Fundamental Resource or Value	Curatorial Collections
Related Significance Statements	<ul style="list-style-type: none"> <li>Fort Davis is one of the best remaining and continuously preserved examples in the Southwest of a typical post-Civil War frontier fort because of the setting and extent of the surviving structures, ruins, objects, and artifacts.</li> </ul>
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>An assessment of the museum collections indicates that the condition of the collections ranges from fair to poor.</li> <li>The collections include both natural and cultural objects.</li> <li>The on-site collections are stored in three locations, none of which meets NPS curatorial standards. There is a curation room in HB-20, the Bally Building, and HB-3. Various historic objects are also on display (approximately 3,000).</li> <li>The storage facilities do not all meet security requirements but do have fire and intrusion security systems in place.</li> <li>Various collection objects are held by the NPS Western Archeological and Conservation Center, University of New Mexico (wet samples), Big Bend National Park, and Sul Ross State University.</li> <li>The University of California at Berkeley has some objects on loan for archeological work that they have completed. These will be returned when analysis is completed.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>The park is cataloging items and transferring them to the NPS Western Archeological and Conservation Center for proper storage because the park no longer has appropriate storage space for historic objects.</li> <li>The park is acquiring more objects, but they are not being properly accessioned or cataloged due to lack of both expertise and staff time.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>There are no employees with expertise to inventory and treat the historic objects. Park staff attempts to maintain collections, but this is a secondary task for which there is not adequate time or expertise. Collections do not get proper care and are not tracked effectively.</li> <li>Park staff do not have the expertise to appropriately catalog objects. Objects have often been accessioned but are not being inventoried. As a result, the loss of objects may go unnoticed.</li> <li>Flood and fire are major threats to the collections because of their storage locations. The increased incidence of severe weather projected with climate change may increase flooding, which would further threaten collections.</li> <li>Objects on display are vulnerable to theft. Theft of objects, particularly reproduction items, has occurred.</li> <li>Objects on display are subject to deterioration resulting visitor use/presence (i.e., touching objects).</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>The park could seek a full-time curator or a museum specialist or technician to help address the backlog of cataloging and to appropriately treat objects. The park has a scope of collection statement but needs to review items in the collections and determine if items need to be deaccessioned. The park currently lacks qualified staff to follow the deaccession process.</li> <li>The park plans to upgrade the HB-3 storage area to improve conditions. Objects currently stored there can be accessed for deaccessioning or moved, as appropriate.</li> <li>Specific recommendations to update and improve collections management have been made by former and visiting curators. These could be passed to a future curator to begin implementing as soon as possible.</li> <li>The park should explore options to monitor collections storage conditions (i.e., climate change) for potential improvements to storage facilities.</li> <li>The park could do creative interpretive work between collection items and interpretation (i.e., objects brought in by visitors that have no provenance could be used for interpretation and visitor education).</li> <li>The park could use the revolving exhibit in the museum to tell different stories using museum objects and collections. This exhibit has been used to display children's games.</li> </ul>

Fundamental Resource or Value	Curatorial Collections
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Accessioning and cataloging of museum objects.</li> <li>• Digitization of rare books.</li> <li>• Deaccession list.</li> <li>• Provenance map of archeological objects.</li> <li>• Administrative history (update).</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Integrated pest management plan (update).</li> <li>• Housekeeping plan.</li> <li>• Museum management plan.</li> <li>• Historic preservation plan.</li> <li>• Planning for adaptation to climate change.</li> <li>• Resource stewardship strategy.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Management of Museum Properties Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• <i>Department of the Interior Policy on Consultation with Indian Tribes</i></li> <li>• <i>NPS Management Policies 2006</i> (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• <i>NPS Management Policies 2006</i> (§2.3.1.4) "Science and Scholarship"</li> <li>• <i>NPS Management Policies 2006</i> (§4.1) "General Management Concepts"</li> <li>• <i>NPS Management Policies 2006</i> (§4.1.4) "Partnerships"</li> <li>• <i>NPS Management Policies 2006</i> (§4.2) "Studies and Collections"</li> <li>• <i>NPS Management Policies 2006</i> (§4.4.1) "General Principles for Managing Biological Resources"</li> <li>• <i>NPS Management Policies 2006</i> (§5.1) "Research"</li> <li>• <i>NPS Management Policies 2006</i> (§8.10) "Natural and Cultural Studies, Research, and Collection Activities"</li> <li>• <i>Director's Order 24: NPS Museum Collections Management</i></li> <li>• <i>Director's Order 28: Cultural Resource Management</i></li> <li>• <i>Director's Order 28A: Archeology</i></li> <li>• <i>NPS Museum Handbook</i>, parts I, II, and III</li> <li>• <i>NPS-75 Natural Resources Inventory and Monitoring Guideline</i></li> <li>• <i>NPS Natural Resource Management Reference Manual 77</i></li> </ul>





Fundamental Resource or Value	Opportunities to Connect History to Place
Related Significance Statements	<ul style="list-style-type: none"> <li>The historic integrity and character of the post-Civil War fort have not been significantly altered since its establishment. Much of the landscape immediately adjacent to the post has undergone little modern development, which helps promote an authentic visitor experience.</li> </ul>
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>During the off-season, the fort typically opens one or two buildings for tours, with one NPS staff member or volunteer in each building. These programs sometimes include living history elements.</li> <li>A variety of living history programs are offered at the park. These include tours and demonstrations that take place during spring break, throughout the summer, and during special events such as festivals and holidays.</li> <li>Special events such as the living history days and Junior Ranger days are well attended and appreciated by local community members.</li> <li>Living history programs are conducted by both volunteers and park staff. There are usually six to nine volunteers for a majority of events. Large festivals can draw over 75 volunteers.</li> <li>Volunteers are frequently local community members. There are also three recreational vehicle (RV) pads that volunteers can use. The fort typically has two to four live-in volunteers at a time who use the RV pads.</li> <li>NPS staff conducts cross-training to ensure that volunteers have the knowledge to effectively participate in living history programs as well as other volunteer opportunities.</li> <li>Living history programs require significant amounts of preparation time because scripts for each character must be written. Organizing volunteers and park staff for the events also requires staff time and careful consideration.</li> <li>The sound program at the fort connects history to place by representing daily military life to visitors. Speakers play bugles throughout the day. A retreat parade is played three times a day. Visitors often comment that they enjoy the sound program and ask for copies of it.</li> <li>Physical objects are placed on the landscape to create an atmosphere that represents daily life at the fort. Wagons, livestock, and artillery are placed in visible areas.</li> <li>Livestock (horses and goats) are owned and managed by the park.</li> <li>Park staff is conscientious about maintenance vehicles being visible on the landscape and strive to place vehicles and equipment behind buildings or in areas where they do not interrupt views of the grounds.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>NPS staff is receiving on-the-job training to manage volunteers. This training will help staff organize and conduct living history programs and other volunteer activities.</li> <li>Interpretive programs and the ability of interpretive staff to rove the grounds with visitors have generally decreased in the last few years because staff time and attention are needed in the office to manage the day-to-day aspects of the park.</li> <li>Some special events, such as night tours, that have been offered in the past have not taken place recently because of a lack of NPS staff time available to plan, organize, and conduct such events. There also seems to be a significant lack of public interest in attending night tours.</li> <li>Volunteers are aging and availability lessening. Younger volunteers tend to be interested in aspects of living history programs that require extensive training for safety (such as rifle demonstrations) or in service projects rather than traditional living history tasks.</li> <li>Development is taking place in the town of Fort Davis. Restaurants and other franchises are beginning to be developed and interest in the area for commercial development is generally increasing.</li> <li>Generally, the age of visitors to Fort Davis is increasing. Visitors are requesting more accessible ways to tour the grounds.</li> </ul>



Fundamental Resource or Value	Opportunities to Connect History to Place
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Park volunteers are heavily relied upon in order to conduct living history programs. As volunteers age and either do not return to the park or are able to volunteer for shorter periods of time, the ability to conduct living history programs is threatened.</li> <li>• Younger volunteers face many challenges in volunteering for most living history programs. NPS staff alone will not be able to conduct living history programs without a robust volunteer staff.</li> <li>• The amount of virtual tours offered of Fort Davis has increased in recent years. QR codes have been placed at buildings so that visitors can view YouTube videos that provide more in-depth interpretation of those sites. Virtual tours have been developed in part because staff time is limited and does not always allow for in-person field presence of interpretive staff.</li> <li>• Interpretive staff spending more time in the office results in less time to interact with visitors and ensure that inappropriate visitor behaviors do not occur.</li> <li>• At times the sound program does not play at the correct times and visitors are unable to understand or determine what the different sounds indicate. The NPS Harpers Ferry Center is working with the park to correct this problem.</li> <li>• Some objects in the curatorial collections are deteriorating; therefore, park staff is not able to interpret the historic relevancy and importance of these objects.</li> <li>• Potential development near the town of Fort Davis is likely to cause changes to the visitor experience of the park. The experience of a rural town is an extension of the experience at the fort itself.</li> <li>• The use of technology to engage audiences can be a beneficial part of visitor experience and engagement; however, an emphasis on in-person visits to the fort is somewhat threatened by this emphasis. Balance between providing technology and encouraging in-person visits needs to be found.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Night tours were offered in the past and were well attended with 120 visitors and 40 volunteers. Offering these programs again would provide additional ways for visitors to connect to the fort and the stories it holds. Attendance at the night tours has decreased tremendously and park staff needs to develop ways to attract more visitors before they are offered again.</li> <li>• To ensure that modern intrusions such as maintenance vehicles are not visible within the grounds, golf carts rather than large vehicles could be used for most tasks. If possible, golf carts could be painted so that they blend in with the landscape.</li> <li>• In order to provide accessible ways for older and mobility impaired visitors to explore the grounds, the use of additional golf carts could be investigated. These vehicles could be painted to blend in with the landscape.</li> <li>• Programs and events centered on photography could be developed. Visitors have shown interest in photography programs. These programs could take place in the early morning or in the evening for night photography and could include living history aspects.</li> <li>• A photography contest could be held for the centennial.</li> <li>• A series of QR codes or digital files that explain the different aspects of the sound program could be developed. This would replace the current paper brochures that are distributed, saving on costs and reducing waste.</li> <li>• Training programs for NPS staff could be held on how to best use and manage park volunteers. This formal training could be similar to the program at Big Bend National Park and would include expertise found outside of Fort Davis staff.</li> <li>• Virtual tours of the fort could be presented at local nursing homes and hospitals as part of an outreach program.</li> <li>• Park staff could work with local seamstresses and craftsmen to make additional living history clothing pieces. In order to accommodate interested volunteers, historically accurate clothing pieces that are in good condition are needed.</li> <li>• The park could partner with organizations such as AmeriCorps to develop training and planning documents.</li> </ul>

Fundamental Resource or Value	Opportunities to Connect History to Place
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Comparative study of volunteer programs.</li> <li>• Visitor survey.</li> <li>• Administrative history (update).</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Comprehensive interpretive plan (update).</li> <li>• Accessibility self-evaluation and transition plan.</li> <li>• Standard operating procedures for education programs.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Architectural Barriers Act of 1968</li> <li>• Clean Air Act (42 U.S.C 7401 et seq.)</li> <li>• Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"</li> <li>• NPS Concessions Management Improvement Act of 1998</li> <li>• Rehabilitation Act of 1973</li> <li>• "Audio disturbances" (36 CFR 2.12)</li> <li>• "What is the maximum noise level for the operation of a vessel?" (36 CFR 3.15)</li> <li>• "Architectural Barriers Act Accessibility Standards 2006" (36 CFR 1191.1)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• <i>Department of the Interior Policy on Consultation with Indian Tribes</i></li> <li>• <i>NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</i></li> <li>• <i>NPS Management Policies 2006 (§4.1) "General Management Concepts"</i></li> <li>• <i>NPS Management Policies 2006 (§4.1.4) "Partnerships"</i></li> <li>• <i>NPS Management Policies 2006 (§4.9) "Soundscape Management"</i></li> <li>• <i>NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management"</i></li> <li>• <i>NPS Management Policies 2006 (§8.4) "Overflights and Aviation Uses"</i></li> <li>• <i>NPS Management Policies 2006 (§8.2.3) "Use of Motorized Equipment"</i></li> <li>• <i>NPS Management Policies 2006 (§4.10) "Lightscape Management"</i></li> <li>• <i>NPS Management Policies 2006 (§4.7) "Air Resource Management"</i></li> <li>• <i>NPS Management Policies 2006 (chapter 7) "Interpretation and Education"</i></li> <li>• <i>NPS Management Policies 2006 (chapter 8) "Use of the Parks"</i></li> <li>• <i>NPS Management Policies 2006 (chapter 9) "Park Facilities"</i></li> <li>• <i>NPS Management Policies 2006 (chapter 10) "Commercial Visitor Services"</i></li> <li>• <i>Director's Order 6: Interpretation and Education</i></li> <li>• <i>Director's Order 42: Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• <i>Director's Order 47: Soundscape Preservation and Noise Management</i></li> <li>• <i>NPS Natural Resource Management Reference Manual 77</i></li> <li>• <i>NPS Transportation Planning Guidebook</i></li> </ul>





Fundamental Resource or Value	San Antonio–El Paso Road
Related Significance Statements	<ul style="list-style-type: none"><li>• Fort Davis was strategically located to defend the Trans-Pecos portion of the San Antonio–El Paso Road and the Chihuahua Trail. This encompassed protecting and controlling activities on the southern portions of the Great Comanche War Trail and Mescalero Apache War Trails.</li><li>• During the Indian Wars, Fort Davis provided essential troops and supplies to approximately 100 skirmishes in West Texas, and finally to the Victorio Campaign, which ended meaningful resistance of Apache bands in the Military District of the Trans-Pecos.</li></ul>
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"><li>• Conditions of the road vary from fair to unknown. Known segments of the historic route are in fair condition because they often have a modern road covering them. Other segments of the historic route have not been identified or verified and their condition is therefore unknown.</li><li>• Where the road is known, it is a dirt road with gravel. Fort Davis maintenance staff grades the service road and removes rocks and rubble. The road is used by service vehicles only.</li><li>• The segment of the road that passes through Fort Davis National Historic Site is connected to the portion that passes through the town of Fort Davis. It is the largest unpaved segment of the remaining road. The town of Fort Davis maintains the portion of the road that passes through the town.</li></ul>

Fundamental Resource or Value	San Antonio–El Paso Road
<b>Current Conditions and Trends</b>	<p><b>Conditions (continued)</b></p> <ul style="list-style-type: none"> <li>• The road is identified as a historic road in local tourist information such as the Fort Davis Walking Tour.</li> <li>• As visitors enter the historic site through the main park road, there is a sign that identifies the San Antonio–El Paso Road.</li> <li>• Between 1910 and 1915, the historic route was straightened and a road base installed to modernize travel through town.</li> <li>• A recent archeological survey was completed in 2015. There should be more research conducted in the future.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Local residents use the road for recreation such as walking and running.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• The lack of a complete understanding of the road's location and condition is the largest threat it faces as it is not possible to protect what is not known.</li> <li>• The existence of other surface and park roads makes it difficult to highlight the historic road. Visually, the historic road can be difficult to discern from other roads.</li> <li>• At times, visitors in vehicles accidentally turn onto the historic road.</li> <li>• The road is not visible from the highway due to the presence of native nuisance plants such as mesquite.</li> <li>• The road is overused by modern vehicles, especially NPS vehicles.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Research could be conducted to determine what, if anything, is under the known road segments. There may be artifacts and other aspects of the road that could both be protected and interpreted.</li> <li>• The road could be highlighted as an important feature within the historic site by adding silhouettes, signs, and waysides along the road that depict how it would have been used when the fort was active.</li> <li>• The historic site's infrastructure could be located such that service roads could be eliminated. This would result in the historic road standing out on the landscape and aid in its interpretation.</li> <li>• Historic designation for the road could be sought or the road could be designated as a trail. Such designation would convey the importance and stories of the road to a broader audience. The road is not identified as a specific feature in the 1978 National Register of Historic Places nomination. It is described briefly and used as a wayfinding reference only.</li> <li>• Signage along the main park road as it crosses the historic road could be improved so that visitors are aware of the historic road and can learn more about it. Signage could be both interpretive and directional.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Ground penetrating radar study of the historic core.</li> <li>• Historic road survey.</li> <li>• Digitization of park data for GIS.</li> <li>• National register documentation / national historic trails designation.</li> <li>• Administrative history (update).</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Comprehensive interpretive plan (update).</li> <li>• Planning for adaptation to climate change.</li> <li>• Resource stewardship strategy.</li> </ul>



Fundamental Resource or Value	San Antonio–El Paso Road
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS <i>Management Policies 2006</i> (§2.3.1.4) "Science and Scholarship"</li> <li>• NPS <i>Management Policies 2006</i> (§4.1) "General Management Concepts"</li> <li>• NPS <i>Management Policies 2006</i> (§4.1.4) "Partnerships"</li> <li>• NPS <i>Management Policies 2006</i> (§4.2) "Studies and Collections"</li> <li>• NPS <i>Management Policies 2006</i> (§4.7.2) "Weather and Climate"</li> <li>• NPS <i>Management Policies 2006</i> (§5.1) "Research"</li> <li>• NPS <i>Management Policies 2006</i> (§8.10) "Natural and Cultural Studies, Research, and Collection Activities"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 77-2: <i>Floodplain Management</i></li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> <li>• NPS-75 <i>Natural Resources Inventory and Monitoring Guideline</i></li> <li>• NPS <i>Natural Resource Management Reference Manual 77</i></li> </ul>



## Analysis of Other Important Resources and Values

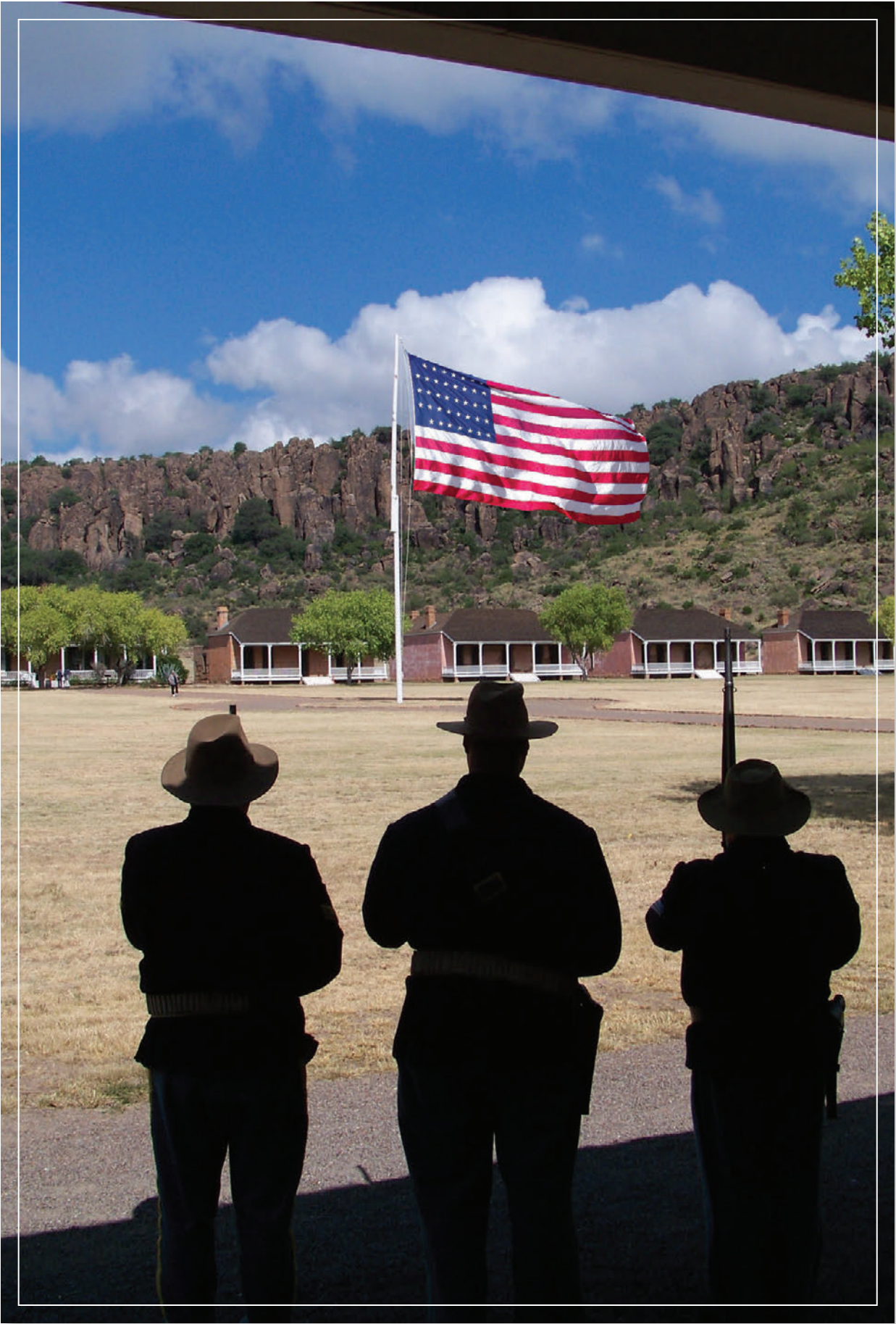
Other Important Resource or Value	Research Opportunities
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The library is in the administration building and can be used by the public on request. Requests come from a variety of people including elementary school children, artists, graduate students, and others.</li> <li>The research materials at Fort Davis cover a variety of topics related to both civilian and military history of the fort. The collections combine materials from archives and libraries near and far. The accession ledger states the park has 2,984 books, 258 microfilm rolls, and 10,000 photos and slides.</li> <li>Researchers often contact the park regarding the specific topic of Buffalo Soldiers and visit the site to conduct research.</li> <li>Some of the materials are rare and fragile and require special care when handling.</li> <li>The microfilm has recently been converted to a more user-friendly electronic media and is easier for researchers to access and use.</li> <li>Students from the University of California, Berkeley conducted archeological investigations in 2015, and the park is awaiting the report of findings.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>The number of requests for information has increased over time. Often people request information from the library in order to learn more about a family descendent or a specific artifact they have inherited.</li> <li>The limited space in the current library room is becoming a problem as additional materials are added.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>The library is located in an administrative area of the historic site, and food, water, and other potentially harmful materials can be introduced to materials. Oils and stains can be transferred to the documents and cause damage.</li> <li>It can be inconvenient to conduct research in the library because it is a small space and foot traffic is heavy at times.</li> <li>Opportunities for the public to use the library are limited due to staff limitations. Visitors are supervised by park staff to ensure protection of the library collections and to assist researchers.</li> <li>Theft from the library collections has occurred because individuals borrow books and do not return them.</li> <li>There is currently misinformation in the local community about how the library can be used that is not in line with park policies. As long as a visitor signs a volunteer agreement, they are able to check out books.</li> <li>Library materials are vulnerable to flooding, which can occur in this area of the park. The increased incidence of severe weather projected with climate change may increase flooding, which would further threaten library resources.</li> <li>The library is not located in a fireproof building and materials are therefore in danger of being lost if a fire should occur. A fire sprinkler system is in place that could help prevent damage of library items.</li> <li>The library area is susceptible to rodents and other pests that can get into the area through small holes and may be looking for paper as a food or bedding source.</li> </ul>

Other Important Resource or Value	Research Opportunities
<b>Threats and Opportunities</b>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Development of a comprehensive index of the library would make it easier for staff, researchers, and the public to locate materials in the collections. Such an index could be made available digitally to improve virtual accessibility worldwide. The index would also make it easier to identify gaps in the collections that park staff may wish to fill.</li> <li>• Outreach to universities such as Sul Ross would expand knowledge of the library and increase its use by the public. Universities could also help identify resources that could be added to the library.</li> <li>• Potential additions to the collections could be researched, and the previous historian left a list of recommendations. Funding from partners could be used to acquire items.</li> <li>• Other locations within the historic site for the library could be considered such as Historic Building 3. A new location for the library would make it easier for the public to use.</li> <li>• All research related park components such as the archives, library, and collections should be consolidated in a central location under proper facility conditions.</li> <li>• Rare and fragile books should be digitized so that they may be protected while also allowing access to their content.</li> <li>• A computer has been placed in the library. Digitized microfilm will be able to be searched in the near future.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Comprehensive index of reference library.</li> <li>• Accessioning and cataloging of museum objects.</li> <li>• Digitization of rare books.</li> <li>• Ethnographic overview and assessment.</li> <li>• National register documentation / national historic trails designation.</li> <li>• Provenance map of archeological objects.</li> <li>• Administrative history (update).</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Reference library management plan.</li> <li>• Housekeeping plan.</li> <li>• Invasive species management plan.</li> <li>• Historic preservation plan.</li> <li>• Cultural landscape report.</li> <li>• Planning for adaptation to climate change.</li> <li>• Integrated pest management plan (update).</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Historic Sites Act of 1935</li> <li>• Management of Museum Properties Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul>



Other Important Resource or Value	Research Opportunities
<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies</i> 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS <i>Management Policies</i> 2006 (§2.3.1.4) "Science and Scholarship"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.1) "General Management Concepts"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.1.4) "Partnerships"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.2) "Studies and Collections"</li> <li>• NPS <i>Management Policies</i> 2006 (§4.7.2) "Weather and Climate"</li> <li>• NPS <i>Management Policies</i> 2006 (§5.1) "Research"</li> <li>• NPS <i>Management Policies</i> 2006 (§8.10) "Natural and Cultural Studies, Research, and Collection Activities"</li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 77-2: <i>Floodplain Management</i></li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> <li>• NPS-75 <i>Natural Resources Inventory and Monitoring Guideline</i></li> <li>• NPS <i>Natural Resource Management Reference Manual</i> 77</li> </ul>







## Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but that still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Fort Davis National Historic Site and the associated planning and data needs to address them:

- **Shift from Project-Oriented Management.** Over the past several years, the park has taken a project-focus approach toward management of site resources. In an environment of limited funding and staff time, energy was focused on completing significant projects such as a total rehabilitation of the park's visitor center and museum, new exhibits in the post hospital, and various other exhibits parkwide. As a result of these efforts, the infrastructure and content to provide outstanding visitor experiences is now in place at the site. A change in focus is now needed to ensure resource and organizational effectiveness and to fully use the interpretation and educational opportunities that the completed projects offer visitors. Critical resources, particularly related to the museum collections, are currently maintained as best as possible without dedicated staff and expertise. In order to effectively safeguard resources effectively and allow for adequate interpretation, park management must consider future staffing needs.
  - *Associated data needs:* Administrative history (update).
  - *Associated planning needs:* Position management plan; archeological resource management plan; safety plan; natural resources management plan (update).
- **Preservation Program.** All of the fundamental resources and values that are critical to the purpose and significance of Fort Davis National Historic Site require preservation expertise. Without a robust in-house preservation program, those resources are directly threatened. Establishing a comprehensive preservation program at the historic site would provide the guidance to all park staff that is needed to manage cultural resources throughout the site—from museum collections to historic structures and the cultural landscapes. Notably, the historic site no longer has staff with key knowledge of cultural landscape management and curation. The trade skills such as woodworking and masonry (including plaster and adobe) still exist but are in danger of being lost with the next generation of employees. In the first 50 years of NPS administration at Fort Davis, successful preservation of historic structures has come by recruiting, training, and nurturing local individuals with legacy skills and knowledge.

A series of immediate needs have been identified for a curatorial program. The most pressing concerns are deaccession and the care of the collections and displays, as well as cataloging of items acquired for the hospital exhibits. A large quantity of materials currently needs to be deaccessioned. These materials are competing for space in limited curatorial facilities, and until they can be deaccessioned by a preservation professional additional materials that are within the museum scope cannot be added.

Additionally, objects and artifacts currently on display suffer from the lack of a curator and implementation of a preservation program. The exhibits and objects are deteriorating and current park staff are unable to adequately provide needed maintenance. The objects are also under threat of abuse and theft due to lack of appropriate staff and infrastructure. Several park areas, the hospital in particular, do not have sufficient staff to provide in-person monitoring of objects on display.



Park staff are not able to rove the site for this purpose because their time and attention is needed for visitor contact and at the visitor center. Additional staffing and implementation of a preservation program would address these and other needs related to cultural resources throughout the fort.

The cultural landscape program is addressing an immediate need with a revised tree management plan, but this is only a partial solution. The most pressing need is a cultural landscape report to provide overall guidance and improve preservation efficiency.

Adding additional staff with the skills needed to maintain fundamental resources at the site and knowledge of cutting-edge science would bring technology and management approaches that would improve effectiveness of preservation efforts.

- ***Associated data needs:*** Accessioning and cataloging of museum objects; deaccession list; administrative history (update).
- ***Associated planning needs:*** Position management plan; historic preservation plan; cultural landscape report; housekeeping plan; integrated pest management plan (update); museum management plan; archeological resource management plan; resource stewardship strategy.
- **Outreach and Visitation.** Many visitor experiences and interpretive services that are offered and highly valued at Fort Davis National Historic Site rely heavily on volunteers. The site has had many repeat volunteers, but they are aging and available less often and for shorter periods of time. A more robust, sustainable volunteer program should be established. Park staff need formal training to adequately develop and manage a volunteer program. Outreach should be conducted to attract volunteers from a range of potential sources including colleges, local schools, nonprofit organizations, and other nearby park volunteer programs. Volunteers are a vital resource for the park. By approaching outreach and visitation in a thoughtful, meaningful way, the park can use local human resources to attain long-term stewardship of the site.
  - ***Associated data needs:*** Comparative study of volunteer programs; visitor survey; administrative history (update).
  - ***Associated planning needs:*** Comprehensive interpretive plan (update).
- **Floodplain Management.** The historic site is located in a floodplain, and there is the potential to lose the structures to flooding due to undercutting and for severe damage to many of the structures. The site should implement recommendations from the floodplain management studies (Blackstun 1997; Martin 1999) and the statement of findings for Executive Order 11988, “Floodplain Management,” completed in 2002. Implementation of these recommendations is critical to ensure the long-term protection of fundamental resources at Fort Davis National Historic Site.

## Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue: Shift from Project-Oriented Management; Key Issue: Preservation Program	Position management plan	H	A position management plan is needed to help transition from project-oriented management to regular park operations (see Key Issue: Shift from Project-Oriented Management). This plan would help reorganize staffing to guide that transition and would also assist with succession planning because key staff at the site is nearing retirement. A future preservation program, which would help protect park resources, is also highly contingent on reorganization of staffing priorities at Fort Davis.
Historic Structures; Curatorial Collections; Research Opportunities; Key Issue: Preservation Program	Historic preservation plan	H	This plan was identified in the park general management plan and would guide treatment of historic resources at the site. It would help park staff prioritize preservation needs and would include reports on historic structures.
Key Issue: Preservation Program; Historic Setting; Research Opportunities	Cultural landscape report	H	The park has an existing cultural landscape inventory, and this report would build on that inventory to provide treatment recommendations for the landscape. In particular, guidance is needed as to management of the historic cottonwood trees on the landscape. Recommendations for many of the key natural resources in the park could be made in conjunction with the natural resources management plan (update) identified as a need in this document.
Historic Structures; Historic Setting; Research Opportunities	Invasive species management plan	H	Invasive plants and animals are causing damage to historic structures and changing the composition of native natural resources. This plan would help park staff manage these species within and immediately adjacent to park boundaries. Aoudad, another species that causes resource damage, would be covered on a larger regional scale in conjunction with other land managers in the region (identified in this document as a “regional aoudad [barbary sheep] management plan”).
Historic Setting	Tree replacement plan	H	The cottonwoods are an iconic part of the historic landscape. It is very likely that the older ones predate the founding of the fort. Fewer than 15 of the older trees remain. A plan is needed to maintain the current trees and propagate new trees, preferable using sucker or sapling offspring of the original trees.
Key Issue: Shift from Project-Oriented Management; Key Issue: Preservation Program; Historic Setting	Archeological resource management plan	M	This plan has been recommended for the park as a result of previous planning efforts. It would help park staff prioritize and identify archeological sites and sequence investigations. It would also provide treatment recommendations and suggested actions for the management of archeological resources.
Key Issue: Shift from Project-Oriented Management	Safety plan	M	A safety plan would address issues such as hazardous waste disposal, fall protection, and the identification and mitigation of other safety risks. Many required components of this plan have already been completed or are in progress, but others need to be started and/or finalized.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue: Outreach and Visitation; Connect History to Place; San Antonio–El Paso Road	Comprehensive interpretive plan (update)	M	Many recommendations from the park's existing comprehensive interpretive plan have been implemented, and the plan should be updated to provide new interpretive guidance. It should address the use of new technology for outreach and interpretation and provide recommendations for incorporating stories of the San Antonio–El Paso Road.
Curatorial Collections; Key Issue: Preservation Program	Museum management plan	M	The park has many components of a museum management plan, but these should be consolidated and more guidance provided for the management of curatorial collections. Comprehensive museum management guidance would help with the eventual implementation of a preservation program as described in the "Identification of Key Issues" section of this document.
Historic Setting	Visual resource management plan	M	Landscapes within and adjacent to the park add immensely to the visitor experience and sense of place at Fort Davis. Some of the adjacent land is protected as part of Davis Mountains State Park, but properties in the eastern viewshed are privately owned. A visual resource management plan would help identify strategies for the protection of this eastern viewshed (such as conservation easements) and for overall viewshed protection from threats such as air pollution. This plan would be informed by the natural resources condition assessment completed in 2014, as well as the visual resource inventory.
Connect History to Place	Accessibility self-evaluation and transition plan	M	This plan would evaluate and assess barriers to accessibility, both physical and programmatic. The outcome of the plan would be an accessible and spatially referenced document that could guide park staff and decision makers in assessing, prioritizing, and implementing solutions for universal accessibility at Fort Davis National Historic Site. The park would like to be a model for accessibility in the region, and this plan would help achieve that goal.
Research Opportunities	Reference library management plan	M	This plan would help address the treatment of objects in the reference library, including handling of rare books, and would provide guidance on making reference materials more readily available to the public. It would formalize standard operating procedures for the reference library.
Historic Setting; Historic Structures; Curatorial Collections; San Antonio–El Paso Road; Key Issue: Preservation Program	Resource stewardship strategy	M	This plan would use natural and cultural resource condition data to identify resource-specific target conditions and create comprehensive management strategies.
Key Issue: Shift from Project-Oriented Management	Natural resources management plan (update)	L	The park's natural resources plan was done in the 1980s. An updated natural resources management plan would provide management actions and strategies for long-term protection of the park's natural resources.
Key Issue: Preservation Program; Curatorial Collections; Research Opportunities	Housekeeping plan	L	The park has some information to inform a housekeeping plan for curatorial collections, but this information should be comprehensively updated and a plan finalized.



### Planning Needs – Where A Decision-Making Process Is Needed

Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue: Preservation Program; Curatorial Collections; Research Opportunities	Integrated pest management plan (update)	L	The park's integrated pest management plan should be updated and expanded and include specific guidance for management of the reference library.
Historic Setting; Historic Structures	Regional aoudad (barbary sheep) management plan	L	Aoudad (barbary sheep) are a pervasive species throughout the region that affects park resources. This plan would provide guidance for management of the species and mitigation of its effects on resources. Because of the geographic range of this species, a management plan need to be completed in conjunction with other landowners (public and private) and conservation organizations in the region including Texas Parks and Wildlife, The Nature Conservancy, other NPS units, and other local, state, and federal agencies.
Historic Setting; Historic Structures; Curatorial Collections; San Antonio-El Paso Road; Research Opportunities	Planning for adaptation to climate change	L	Because the park lies within a floodplain, extreme weather events have a substantial effect on the park and its resources. Climate change adaptation planning is needed to help understand the future of weather in the region related to climate change, as well as actions to mitigate potential effects on park resources.
Connect History to Place	Standard operating procedures for education programs	L	Standard operating procedures would provide guidance for conducting a range of education programs, including standardized approaches, types of materials needed, and so forth. The park has guidance for on-site education programs, but none for external education programs. This effort would be informed by the comprehensive interpretive plan.



Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
Historic Structures; Historic Setting; San Antonio–El Paso Road	Digitization of park data for GIS	H	The park has much information in hard copy that should be digitized and mapped to assist with park operations and interpretation. This information includes placement of utilities, building locations, architectural drawings, and so forth.
Key Issue: Outreach and Visitation; Connect History to Place	Comparative study of volunteer programs	H	A study of volunteer efforts at other NPS units would help park management determine the best approach for expanding and refreshing its own volunteer program. Practices at other units may be used to meet park needs in terms of local volunteer outreach as well as the expansion of visitor services and volunteer maintenance capacity.
Historic Structures	Comprehensive condition assessments	H	Comprehensive condition assessments were completed several years ago but should be updated to document current conditions of many historic structures at Fort Davis. This assessment would provide guidance for the historic preservation plan identified as a planning need in this document.
Historic Structures; Historic Setting; San Antonio–El Paso Road	Ground penetrating radar for the historic core	H	Minimal information is available about the first fort at Fort Davis (pre-Civil War). Ground penetrating radar could help identify historic foundations, cemetery locations, and such and would aid in protecting resources related to the history of the site. It could also be used to identify the historic road location for the San Antonio–El Paso Road. A basic understanding of these resources is needed to ensure their protection and to aid in interpretation. It would also help support designations that the park may pursue in the future.
Historic Structures	LiDAR survey of historic structures	H	A LiDAR survey would provide three-dimensional mapping of historic structures at the park that would serve as a baseline to track any changes in condition. It could also be made available digitally to facilitate virtual access to the site.
Curatorial Collections; Research Opportunities	Provenance map of archeological objects	M	This mapping effort would tie archeological resources to their discovery localities within the park and aid researchers and expand interpretation. It would directly link objects in the collections to the history of the place.
San Antonio–El Paso Road	Historic road survey	M	Little is currently known about the history of the San Antonio–El Paso Road, but the road is a fundamental resource of the park. It is a critical link to the fort and the stories that are currently interpreted at Fort Davis. This survey would examine the length, width, and historic alignment of the road, and ground penetrating radar could assist with this. This survey would provide some of the information needed to support designation of the road as a national historic trail (if desired).
San Antonio–El Paso Road; Research Opportunities	National register documentation / national historic trails designation	M	This documentation would articulate the historical importance of the San Antonio–El Paso Road and could be used to pursue a national historic trail designation.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
Historic Setting; Research Opportunities	Ethnographic overview and assessment	M	This overview and assessment would aid in understanding the park's ethnographic history including American Indian groups and others that identify with the fort site. It would be a critical step in fully understanding the history of the land and the greater ethnographic context of the fort.
Historic Setting	Visual resource inventory	M	This inventory would help inform discussions with the community and private landowners regarding protection of historic views. It would provide baseline information for the visual resource management plan.
Historic Setting	Night sky inventory	M	The park does not have a night sky inventory, and more baseline information is needed on the park's night skies.
All	Administrative history (update)	M	The last administrative history for the park was completed in 1996, and an update is needed to capture administrative changes since then.
Key Issue: Outreach and Visitation; Connect History to Place	Visitor survey	L	A visitor survey would help park staff better understand the socioeconomics of visitors, including the local population, and their preferences. It would help park staff tailor interpretive programming and outreach efforts.
Historic Setting	Landowner inventory	L	Much of the land east of the park is held by private landowners. An inventory of these landowners and their holdings would help park staff conduct outreach to promote viewshed protection.
Curatorial Collections; Research Opportunities; Key Issue: Preservation Program	Accessioning and cataloging of museum objects	L	Many objects in the park's collections have not been inventoried and cataloged. This effort would ensure that these resources are appropriately stored and tracked in compliance with NPS policy.
Curatorial Collections; Research Opportunities	Digitization of rare books	L	The park has a rare book collection that is of interest to researchers. These books could be digitized so that researchers are able to work with them without posing a threat to their integrity and condition.
Historic Setting	GIS mapping of archeological sites	L	Some archeological sites have been mapped, but more comprehensive mapping needs to be completed and integrated into the park atlas. Digital maps of individual sites are needed.
Historic Setting	Archeological survey	L	A formal survey of known and unknown archeological sites is needed to ensure continued protection of these resources.
Research Opportunities	Comprehensive index of reference library	L	The reference library should be indexed so that park staff can easily determine what information is available and respond quickly to research needs.
Key Issue: Preservation Program; Curatorial Collections	Deaccession list	L	Many items that have been accessioned are not compliant with the scope of collection statement, and lack of trained curatorial staff has made formal deaccessioning difficult. This list would guide the deaccession of inappropriate items in the collections.



## Part 3: Contributors

### Fort Davis National Historic Site

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# Appendixes

## Appendix A: Enabling Legislation and Legislative Acts for Fort Davis National Historic Site

### Legislative Summary

#### AUTHORIZATION

Act of September 8, 1961 (PL 87-213, 75 Stat. 488), authorized establishment of Fort Davis National Historic Site.

#### ACQUISITION AUTHORITY

Act of September 8, 1961, authorized acquisition by donation, purchase, condemnation, or otherwise.

Act of March 30, 2009 (PL 111-11), authorized acquisition, from willing sellers only, of additional 55 acres, to be included in boundary upon acquisition.

#### ESTABLISHED

July 4, 1963

#### BOUNDARY REVISIONS

Act of November 6, 1998 (PL 105-355, 112 Stat. 3263), revised acreage ceiling to permit acquisition of additional 16 acres.

#### ACREAGE LIMITATIONS

Act of September 8, 1961, authorized acquisition of as many as 460 acres.

Act of November 6, 1998, increased acreage limitation from 460 acres to 476 acres.

Act of March 30, 2009, increased acreage limitation from 476 acres to 646 acres.

#### STATUTORY CEILING FOR LAND ACQUISITION

Act of September 8, 1961, authorizes appropriations not to exceed \$115,000 for land acquisition.

Act of March 30, 2009, repealed statutory ceiling on appropriations imposed by 1961 act.

Establishment: PL 87-213, 15 Stat. 488, September 8, 1961

Public Law 87-213

September 8, 1961  
[H. R. 566]

AN ACT

Authorizing the establishment of a national historic site at Fort Davis, Jeff Davis County, Texas.

Fort Davis Na-  
tional Historic  
Site, Tex.

*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,

75 STAT.]

PUBLIC LAW 87-213—SEPT. 13, 1961

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purchase, condemnation, or otherwise, all right, title, and interest in and to such lands, not to exceed four hundred and sixty acres in all, together with any improvements thereon, as the Secretary may deem necessary for the purpose of establishing a national historic site at the site of Fort Davis, near the town of Fort Davis, Jeff Davis County, Texas.

SEC. 2. (a) The property acquired under the provisions of the first section of this Act shall be designated as the Fort Davis 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 1-4.

(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.

49 Stat. 666.  
16 USC 461-467.

SEC. 3. There are hereby authorized to be appropriated such sums, but not more than \$115,000 for land acquisition, as are necessary to carry out the provisions of this Act.

Appropriation.

Approved September 8, 1961.



## Appendix B: Inventory of Special Designations and Administrative Commitments

### Special Designations

Fort Davis structures are listed in the National Register of Historic Places as a historic district. The entire district includes more than 250 structures and ruins, of which 6 are restored and refurbished buildings and 24 are roofed buildings. It was designated as a national historic landmark in 1960. The National Historic Preservation Act of 1966 (as amended) requires the National Park Service to ensure that any federally funded or licensed undertaking is implemented only after careful consideration of its possible impacts on properties listed in or eligible for listing in the National Register of Historic Places.



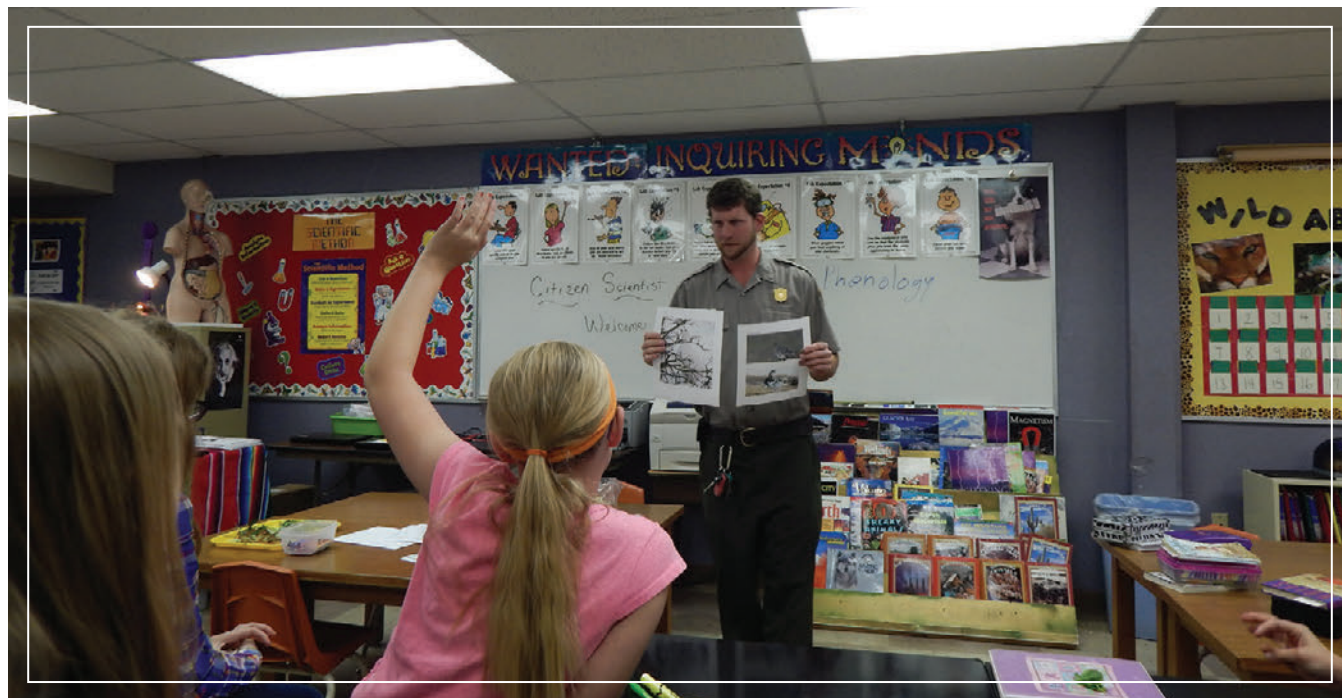
## Administrative Commitments

Title / Agency / Organization	Purpose / Description	Expiration Date	Responsible Party
<b>Memorandums of Understanding</b>			
Jeff Davis County Sheriff's Department	Mutual law enforcement assistance.	09/08/19	Superintendent
Sul Ross State University	Fort Davis National Historic Site herbarium items are stored with Sul Ross State University under an agreement dated August 27, 2004, that also includes Amistad National Recreation Area, Big Bend National Park.		
<b>Interagency Agreements</b>			
NPS units in Texas, Texas Parks and Wildlife, Texas Forest Service, others	Cooperative wildland fire agreement.	06/30/2015	IMR Regional Director
Bureau of Land Management, U.S. Fish and Wildlife Service, National Park Service, Bureau of Indian Affairs, U.S. Forest Service	Master wildland fire agreement.	05/06/2015	NPS Director
<b>Interpark Agreements</b>			
Draft only with Big Bend National Park	Supervision of law enforcement ranger.		Superintendent
Big Bend National Park, Fort Davis National Historic Site, Amistad National Recreation Area, Palo Alto Battlefield National Historic Park	Wildland fire management agreement.	03/20/2017	Superintendent
Amistad National Recreation Area, Big Bend National Park, Fort Davis National Historic Site	Zone safety officer agreement.		Superintendent
FMSS Area Hub #11 Parks (Big Bend National Park, Carlsbad Caverns National Park, Chamizal National Monument, Fort Davis National Historic Site, Gila Cliff Dwellings National Monument, Guadalupe Mountains National Park, White Sands National Monument)	Agreement to provide Facility Management Software System (FMSS) support to seven local NPS units.	11/2020	Superintendent
<b>Cooperative Agreements</b>			
University of New Mexico	Storage of Fort Davis National Historic Site.		
Jeff Davis County, Texas, and Fort Davis Volunteer Fire Department	Assistance with search and rescue, emergency medical services, fire response.	09/03/19	Superintendent
Student Conservation Association	Internships.	30 day notice	Supervisory Park Ranger

Title / Agency / Organization	Purpose / Description	Expiration Date	Responsible Party
<b>Cooperative Agreements (continued)</b>			
Texas State Parks	Allows Cooperative Agreement between local units.	01/19/2011	IMR Regional Director
Texas Parks and Wildlife Department	General cooperation with Davis Mountains State Park.	08/31/17	Superintendent
Fort Davis Independent School District	Emergency sheltering and use of facilities (if either party is in need of emergency evacuation and temporary shelter).	30 day notice	Superintendent
<b>Cooperating Association Agreement</b>			
Western National Parks Association (WNPA)	National cooperating association agreement with WNPA to provide support and assistance to the interpretive, educational, and research activities of the National Park Service and provide interpretive and educational materials to visitors.	02/24/2011 to 02/24/2016	NPS WASO Coordinator for Cooperating Associations; Regional Coordinators for Cooperating Associations; Park Coordinators; and WNPA Executive Director and/or on-site WNPA manager
<b>General Agreements</b>			
NPS Desert Southwest Cooperative Ecosystems Studies Unit	Supports 12 parks in the southwest with agency missions and informed public trust resource stewardship.	Unknown	Drs. Sallie Hejl and Pat O'Brien (NPS)
NPS Western Archeological and Conservation Center	Maintains Interior Collections Management System database and provide annual curatorial reporting.	Annually	Superintendent
National Weather Service	Provide weather observations for the MesoWest cooperative weather project.	Unknown	Supervisory Park Ranger
Jeff Davis County and Fort Davis Volunteer Fire Department	Fire prevention and suppression, EMS/search and rescue.	09/03/19	Superintendent
Friends of Fort Davis NHS	Fundraising and volunteers to support Fort Davis NHS.	08/06/16	Superintendent
<b>Special Park Uses</b>			
Special Use Permits	Seven temporary special use permits were issued in fiscal year 2015; these included filming, athletic events, weddings, and Easter Sunrise Service.		



Title / Agency / Organization	Purpose / Description	Expiration Date	Responsible Party
<b>Rights-of-Way</b>			
Western Viewshed "New 50 Acres" (2011)	Road access right-of-way for two adjacent landowners.	None	Superintendent
Direct TV	Telecommunications facility (satellite television/internet).	Unknown	Superintendent
Fort Davis Cable	Telecommunications facility (television/internet).	Unknown	Superintendent
American Electric Power, Texas	Electric utility line for HB-1.	Unknown	Superintendent
American Electric Power, Texas	Electric utility lines for NPS buildings.	Unknown	Superintendent
Hughes Net	Telecommunications facility (Tel-Net).	Unknown	Superintendent
Fort Davis Water Corporation	Sewer utility for NPS buildings.	Unknown	Superintendent
Fort Davis Water Corporation	Water pipeline to NPS buildings.	Unknown	Superintendent
City of Alpine Gas Department	Gas utility line.	Unknown	Superintendent
Verizon	Telephone utility line (T-1).		Superintendent
AT&T	Telephone utility lines.	Unknown	Superintendent
Texas Forest Service	Remote Area Weather Station.	Unknown	Superintendent
<b>Commercial Services</b>			
Prude Ranch	For tour groups and educational services.		
Mountain Trails Lodge and Outdoor Learning Center	For tour groups and educational services.		



## Appendix C: Past and Ongoing Park Planning and Data Collection Efforts

Planning Document	Year
National Survey of Historic Sites and Buildings: Fort Davis	1958
Utley, R.M. <i>Fort Davis National Historic Site, Texas: Interpretive Prospectus</i>	1963
Levy, B. <i>Commanding Officer's Quarters. Fort Davis, Texas. Furnishing Study</i>	1968
Sheire, J. <i>Ft. Davis National Historic Site – Furnishing Study, Enlisted Men's Barracks HB-21</i>	1972
Ketcham, S.J. <i>Commanding Officer's Quarters, Fort Davis, Texas. Furnishing Plan</i>	1974
Ashley, D.S. <i>Historic Structure Report Architectural Data Section for Commanding Officer's Quarters, HB-7. Fort Davis National Historic Site, Fort Davis</i>	1977
Historic Furnishing Study: Fort Davis National Historic Site – Enlisted Men's Barracks HB-21	1978
National Register of Historic Places Inventory – Nomination Form: Fort Davis Texas	1978
Nelson, Dr. J.T. <i>The Historical Vegetative Aspect of Fort Davis National Historic Site</i>	1981
Road Inventory and Needs Study for Fort Davis National Historic Site	1984
McChristian, D.C. <i>Historic Furnishing Plan Enlisted Men's Barracks HB-21, Fort Davis National Historic Site</i>	1985
Historic Structure Preservation Guide, Volumes 1-5	1985
Resource Management Plan for Fort Davis National Historic Site	1988
Wooster, R. <i>History of Fort Davis, Texas.</i>	1990
Brunnemann, E.J., SOPA, and S.L. Williams. <i>Analysis of the 1984 Barracks Excavation, HB-214 Fort Davis National Historic Site</i>	1991
Fort Davis National Historic Site Strategic Plan	1995
Welsh, M. <i>A Special Place, A Sacred Trust: Preserving the Fort Davis Story. An Administrative History</i>	1996
Baseline Water Quality Data Inventory and Analysis: Fort Davis National Historic Site	1999
Myers, D.K. <i>Fort Davis National Historic Site, Texas. Cultural Landscape Study: Landscape History, Statement of Significance, Documentation Package</i>	2000
Haynie, S.D. <i>Vegetative Analysis of Fort Davis National Historic Site</i>	2000
National Park Service Cultural Landscape Inventory. First and Second Fort Historic Areas, Fort Davis National Historic Site	2002
National Park Service Cultural Landscape Inventory. Fort Davis NHS Landscape, Fort Davis National Historic Site	2002
Fort Davis National Historic Site – Final Environmental Impact Statement, General Management Plan	2002
Fort Davis National Historic Site General Management Plan Summary	2002
Fort Davis National Historic Site Comprehensive Interpretive Plan	2002
Kohut R.J. <i>Ozone Risk Assessment for Chihuahuan Desert Network</i>	2004
Post Hospital Preservation and Restoration Environmental Assessment/Assessment of Effect	2005
Fort Davis National Historic Site Fire Management Plan	2005
The Road Inventory of Fort Davis National Historic Site FODA – 7220	2006

Planning Document	Year
First Annual Strategy for Fort Davis National Historic Site	2007
KellerLynn, K. <i>Geologic Resource Evaluation Scoping Summary, Fort Davis National Historic Site</i>	2008
Prival, D., and M. Goode. <i>Chihuahuan Desert Network Reptile and Amphibian Inventory, Fort Davis National Historic Site</i>	2009
NPS Geologic Resources Inventory Program. <i>Digital Geologic Map of Fort Davis National Historic Site and Vicinity, Texas (NPS, GRD, GRI, FODA, FODA digital map)</i>	2009
Meyer, R., and D. Griffin. <i>Seasonal Inventory of Birds in Low Elevation Riparian Habitats, Fort Davis National Historic Site</i>	2009
Bradshaw, D. <i>Fort Davis National Historic Site Master Plan</i>	2010
Fort Davis Resource Brief: Visitor Use	2010
Fort Davis Overview: Fort Davis National Historic Site Cultural Resources	2011
Sullivan, T. J., T. C. McDonnell, G. T. McPherson, S. D. Mackey, and D. Moore. <i>Evaluation of the sensitivity of inventory and monitoring national parks to acidification effects from atmospheric sulfur and nitrogen deposition: Chihuahuan Desert Network (CHDN)</i>	2011
Sullivan, T. J., T. C. McDonnell, G. T. McPherson, S. D. Mackey, and D. Moore. <i>Evaluation of the sensitivity of inventory and monitoring national parks to nutrient enrichment effects from atmospheric nitrogen deposition: Chihuahuan Desert Network (CHDN)</i>	2011
Muldavin, et.al. <i>A Vegetation Classification and Map: Fort Davis National Historic Site</i>	2012
Federal Lands Highway Road Inventory Program: Road Inventory and Condition Assessment. Fort Davis National Historic Site FODA – 7220 Cycle 5 Report	2012
Fort Davis National Historic Site Acoustical Monitoring 2010	2013
National Park Service, Air Resources Division. <i>Air Quality Conditions &amp; Trends by NPS Units: For Fort Davis NHS</i>	2013
McIntyre, C.L., and S.E. Studd. <i>Terrestrial Vegetation and Soils Monitoring at Fort Davis National Historic Site Status Report</i>	2013
Fire Management Plan Environmental Assessment	2014
Struthers, K., et.al. <i>Fort Davis National Historic Site Natural Resource Condition Assessment</i>	2014
Superintendent's Compendium of Designations, Closures, Permit Requirements, Restrictions Imposed Under Discretionary Authority	2014
Park Visitation and Climate Change Park-Specific Brief. Fort Davis National Historic Site: How might future warming affect visitation?	2015
NPSpecies, <i>Ozone Sensitive Species in Fort Davis National Historic Site (FODA)</i>	2016



## Appendix D: List of American Indian Tribes and Pueblos Traditionally Associated with Fort Davis National Historic Site

Traditionally associated tribes and pueblos refer to those groups that have had a significant connection to a place that has endured for two generations or more. The following list was derived from the NPS Intermountain Region's tribal contact database:

Apache Tribe of Oklahoma  
Comanche Nation, Oklahoma  
Fort Sill Apache Tribe of Oklahoma  
Jicarilla Apache Nation, New Mexico  
Kiowa Indian Tribe of Oklahoma  
Mescalero Apache Tribe of the Mescalero Reservation, New Mexico  
San Carlos Apache Tribe of the San Carlos Reservation, Arizona  
Tonto Apache Tribe of Arizona  
White Mountain Apache Tribe of the Fort Apache Reservation, Arizona  
Yavapai-Apache Nation of the Camp Verde Indian Reservation, Arizona  
Ysleta Del Sur Pueblo of Texas





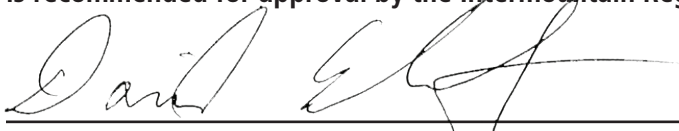


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**Intermountain Region Foundation Document Recommendation**  
**Fort Davis National Historic Site**  
May 2016

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This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Intermountain Regional Director.

  
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5/26/16

**RECOMMENDED**

David Elkowitz, Acting Superintendent, Fort Davis National Historic Site

Date

  
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6/15/16

**APPROVED**

Sue E. Masica, Regional Director, Intermountain Region

Date



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.

FODA 418/133288  
June 2016



## Foundation Document • Fort Davis National Historic Site



NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR