



National Park Service
U.S. Department of the Interior

Fort Davis

National Historic Site

Texas



General Management Plan Summary

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INTRODUCTION

FORT DAVIS

Fort Davis National Historic Site (NHS) is located 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 Davis Mountains, approximately 200 miles southeast of El Paso, Texas, and 180/160 miles southwest of Midland/Odessa, Texas, respectively. In its currently preserved condition, Fort Davis symbolizes the era of westward migration and the essence of the late 19th-century U.S. Army. The park preserves the historic buildings, ruins, foundations, and landscape associated with two forts (1854–1862 and 1867–1891). In so doing, it makes this valuable part of America's heritage available to thousands of visitors annually for their enjoyment, understanding, education, and appreciation.



THE PLAN

The General Management Plan is made up of a number of components—the vision, desired futures conditions, and management prescriptions.

The vision is a short narrative that describes the park's desired future condition. It is meant to stand the test of time and reflect the park's purpose and significance. It expresses the management philosophy for the park and describes what the park is to be like in the future.

Desired future conditions capture the essence of the vision, providing clarity and

PURPOSE OF THE PLAN

The National Parks and Recreation Act of 1978 tasked the National Park Service to prepare general management plans (GMPs) for all national park units. The purpose of the general management plan is:

- To clearly describe specific resource conditions and visitor experiences in various management units throughout the park and
- To identify the kinds of management, use, and development that will be appropriate to achieving and maintaining those conditions.

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priorities. These objectives are issue-, resource-, or geographic-specific. They may include products to be produced or conditions to be attained or maintained. As a whole, objectives are interrelated and interdependent. The desired future conditions provide a basis for allocating resources and describing regions in the park.

Management prescriptions are geographically based. Prescriptions describe characteristics of the management region for which they were developed and define the outputs, activities, and projects for that region. The rationale for defining regional boundary delineations is included in this planning document.

Management prescriptions for each region are based on the character and condition of the resource involved. They are not only tied to local or park-wide needs but also take into consideration factors beyond park boundaries.

The plan provides general guidance and is not detailed, specific, or highly technical in nature. Highly technical environmental analysis is done when funds become available to design facilities, if prescribed by the management plan, when site-specific impacts can be addressed. All undertakings are subject to Section 106 review and compliance prior to implementation.

THE NATIONAL PARK SYSTEM

The national park system represents our national heritage and includes a collection of the nation's most outstanding and significant natural, cultural, historic, and recreational resources. Each unit contains resources and values that make it something special and nationally significant. Fort Davis NHS fulfills a particular "niche" in the national park system. The place filled by each park is defined by its **park purpose**.

The National Park Service's mission of conserving resources—whether they be natural, cultural, historic, or recreational—

recognizes the importance of preservation as an active management tool. This preservation principle respects both natural and human relationships and emphasizes the value of maintaining land for the purpose of preserving natural ecosystems, historic significance, and outstanding recreational opportunities.

Balanced against the protection and preservation of these resources is the value of public enjoyment by present and future generations. Human use often can threaten the very resources that the National Park Service is entrusted to protect. Many public debates have revolved around the balancing of these two National Park Service purposes. Whether it is telling a story or carefully protecting resources, the Service uses the principles of human and natural management to accomplish its mission. But at the very least, "these areas derive increased national dignity and recognition of their superb environmental quality through their inclusion jointly with each other in one national park system managed for the benefit and inspiration of all people." (16 USC 1a-1; 1970)

PARK PURPOSE

Each park in the national park system is established for a specific purpose. The reason or reasons why Fort Davis National Historic Site was incorporated into the system is called its **park purpose**. The park purpose reflects current scientific or scholarly inquiry and interpretation. Purpose statements are based on enabling legislation and legislative history. Other legislation that affects each park unit includes, but is not limited to, the 1916 Organic Act for the National Park Service, National Environmental Policy Act, Historic Preservation Act, and the Endangered Species Act. The following purpose statements reflect the mandates and legislative intent for the creation of Fort Davis NHS. (See Appendix 1 for legislation.)

- Perpetuate and conserve the cultural and natural resources of Fort Davis NHS

- Educate the public about the influence of Fort Davis on the development and settlement of the Southwest and about the impact of military operations on American Indians

PARK SIGNIFICANCE

Each significance statement captures the essence of Fort Davis National Historic Site's importance to our nation's natural and cultural heritage. Together, they describe the distinctiveness of the resources, distinguishing Fort Davis National Historic Site as one of the units in the national park system that offers a unique experience within a regional, national, and global context.

The significance statements identify the exceptional values and resources that must be preserved and maintained to achieve the purpose of the park. These statements also help park managers set resource protection priorities and identify primary park interpretive themes and desirable visitor experiences.

- Fort Davis is one of the best remaining examples in the Southwest of a typical post-Civil War frontier fort because of the extent of the surviving structures and ruins.
- Fort Davis provides an excellent opportunity for understanding and appreciating the important role played by African Americans in the West and specifically in the frontier army, because Black troops served at the post from 1867 to 1885.
- Fort Davis provided essential troops and supplies to the Victorio Campaign, which ended meaningful resistance of Apache bands in the Trans-Pecos.
- The historic integrity and character of the military post have not been significantly altered since its establishment. Much of the landscape immediately adjacent to the post has experienced little visible change.
- Fort Davis was strategically located to defend the Trans-Pecos portion of the San Antonio–El Paso Road and the Chihuahua Trail. This

encompassed controlling activities on the southern portions of the Great Comanche War Trail and Mescalero Apache War Trails.

SPECIAL MANDATES

Historic District

Fort Davis structures are listed in the National Register of Historic Places as a historic district. The entire district includes over 250 structures and ruins, of which 5 are restored and refurbished buildings and 21 are roofed buildings. The National Historic Preservation Act of 1966 (as amended) requires the NPS to ensure that any federally funded or licensed undertaking is implemented only after careful consideration of its possible impacts on properties listed on or eligible for listing on the National Register of Historic Places.

Servicewide Law and Policies

Management and operations within NPS units are governed by many laws, regulations, policies, and guidelines. The following are those that apply to this planning effort:

- National Park Service Organic Act
- National Environmental Policy Act
- National Historic Preservation Act
- Archeological Resources Protection Act
- American Indian Religious Freedom Act
- Native American Graves Protection and Repatriation Act
- Endangered Species Act
- E.O. 11988: Floodplain Management
- E.O. 11990: Wetlands Protection
- Federal Water Pollution Control Act
- Clean Air Act
- Architectural Barriers Act
- Rehabilitation Act
- Americans with Disabilities Act

Vision for the Future

Set in the rugged beauty of the Davis Mountains, Fort Davis is one of America's best surviving examples of an Indian Wars' frontier military post in the Southwest. Echoes of bugle calls and the haunting sounds of a dress retreat parade help visitors envision what life was like in the late 19th century at this frontier fort.

Treading close to its ruins and wandering through its restored and refurnished buildings, visitors experience a segment of history interwoven in every American's heritage. Balanced interpretive programs reflect the cultural diversity of those who once lived here. Fort Davis is, indeed, a living classroom where opportunities abound for exploration, enlightenment, and inspiration.

The future of Fort Davis is within the bounds of past preservation and restoration. Resources are protected without compromising the historic scene. The National Park Service manages Fort Davis National Historic Site and has accepted the challenges to preserve it for future generations. Partnerships with local communities and especially with the Friends of Fort Davis NHS allow for the attainment of goals.

Our children's children will be able to learn from and enjoy this park because its resources are protected and its history interpreted with accuracy. In the words of former President Lyndon B. Johnson:

"If future generations are to remember us with gratitude rather than contempt, we must leave them more than miracles of technology. We must leave them a glimpse of the world as it was in the beginning not just after we got through with it."

GPRA MISSION GOALS

The Government Performance and Results Act of 1993 (GPRA) was enacted to make government more effective and efficient. Planning for this GMP is consistent with the following Mission Goals established for GPRA.

Category I: Preserve Resources

- Mission Goal Ia: Natural and cultural resources and associated values of [Fort Davis NHS](#) are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.
- Mission Goal Ib: The National Park Service at [Fort Davis NHS](#) contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.

Category II: Provide for the Public Enjoyment and Visitor Experience

- Mission Goal IIa: Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of [Fort Davis NHS](#) facilities, services, and appropriate recreational opportunities.
- Mission Goal IIb: [Fort Davis NHS](#) visitors, and the general public, understand and appreciate the preservation of the park and its resources for this and future generations.

Category IV: Ensure Organizational Effectiveness

- Mission Goal IVa: The National Park Service at [Fort Davis NHS](#) uses current management practices, systems, and technologies to accomplish its mission.
- Mission Goal IVb: The National Park Service at [Fort Davis NHS](#) increases its managerial resources through initiatives and support from other agencies, organizations, and individuals.

DESIRED FUTURE CONDITIONS

Desired future conditions (DFC) further refine management objectives and GPRA goals. For each desired future condition, the corresponding GPRA Goal is shown in parenthesis.

Prime Resource

Prime resource lands are defined as those resources that made a direct contribution to establishing the park as a unit of the national park system and are related to the park's purpose and significance. Other lands within the park are also important to protecting and supporting the prime resource, but are not considered to be the prime resource.

The historic resources, features, and objects are considered the prime resource of the park.

“For nearly four decades Fort Davis stood as a bastion of Anglo-American civilization in West Texas. The post guarded roads and trails, served as a mobilization point for Indian campaigns, and by its presence provided impetus for settlement of the region of the upper Rio Grande. Fort Davis provided a viable military continuum in the area from 1854 to 1891, alternatively serving a variety of military purposes. During the early years of the Civil War Confederate troops occupied the fort; from mid-1862 until 1867 it went ungarrisoned. In the latter year Fort Davis was rebuilt and reoccupied by the United States Army. After abandonment in 1891, the structures composing the post languished for seventy years until the National Park Service acquired the property and established Fort Davis National Historic Site.”
(Historic Resource Study, 1986)

The following resource-, geographic-, and issue-specific Desired Future Conditions apply to Fort Davis NHS.

Resource-Desired Future Conditions

CURATORIAL—Provide high-quality artifact preservation and exhibits (Ia, Ib)

Conditions to be attained/maintained:

- 1) NPS standards for storage of artifacts are met.
- 2) Objects are professionally conserved, catalogued, and preserved.
- 3) Alternative sources of funding, staffing, and outside partnerships are explored.
- 4) Display space for curatorial resources is of high quality and is appropriate for telling the park story.

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ARCHEOLOGY—Protect and Preserve all Archeological Resources (Ia)

Conditions to be attained/maintained:

- 1) A comprehensive archeological survey has been completed.
- 2) Archeological resources are identified, inventoried, documented, and protected.
- 3) Information gained from archeological sites is shared with the public.

INTERPRETATION—Provide high-quality interpretive services that inspire visitors (IIb)

Conditions to be attained/maintained:

- 1) The story of Fort Davis is told from the perspective of the military, civilians, Buffalo Soldiers, Native Americans and other cultures associated with the history of the fort.
- 2) High-quality personal services and interpretive programs are provided.
- 3) Special educational programs and services are offered.
- 4) A vital component of the interpretive message contains information on the protection and preservation of resources.
- 5) Accurate and quality living history programs connect visitors to the story of Fort Davis.
- 6) Interpretive media and non-personal services enhance visitors' understanding and knowledge of the significance of the park.
- 7) Information on natural resources is provided.

OUTREACH—Use the Internet to provide comprehensive information about Fort Davis (IIb)

Conditions to be attained/maintained:

- 1) An educational web site is available that provides curriculum-based materials for teachers.
- 2) A "Buffalo Soldiers" web site provides accurate and in-depth information at it relates to the history of Fort Davis.
- 3) Fort Davis NHS home page provides a broad spectrum of information for the visitor.

OUTREACH—Provide effective and quality outreach programs to the general public (IIb)

Conditions to be attained/maintained:

- 1) The story of Fort Davis is understood by school children throughout west Texas.
- 2) Partnerships broaden the ability of the park to provide the story of Fort Davis to the general public.
- 3) A high-quality study/research facility is available to the public for historical research.

HISTORIC PRESERVATION—Conserve and protect the historic fabric of Fort Davis (Ia)

Conditions to be attained/maintained:

- 1) The historic structures and ruins are conserved, minimizing impacts on the original fabric.
- 2) Stabilization is used as a treatment to prevent loss of the original fabric. All treatments will be compatible with the original, based on current research, and documented for future reference.
- 3) The exterior appearance and integrity of the structures and ruins are not compromised through inappropriate conservation treatments.
- 4) A comprehensive database provides information on all known structures, ruins, and sites.

CULTURAL LANDSCAPE—Manage the cultural landscape (Ia, Ib)

Conditions to be attained/maintained:

- 1) The cultural landscape inventory and plan are completed.
- 2) The cultural landscape plan is considered in the management of Fort Davis.

PROTECTION—Protect park resources (Ia, IIa)

Conditions to be attained/maintained:

- 1) All historic structures and ruins are protected from adverse impacts.

- 2) The park is managed to provide a safe environment. This includes safety for visitors, employees, and volunteers.
- 3) Fire suppression is fully sufficient to protect the resource.
- 4) Facilities and contents are secured and protected.
- 5) Visitor use is managed to protect the cultural and natural environment.
- 6) Plants, wildlife, and cultural resources are protected.

FACILITIES—Provide facilities that meet visitor and staff needs (Ia, IIa, IIb)

Conditions to be attained/maintained:

- 1) Facilities meet ADA standards where practical.
- 2) Adequate storage and workspace exists for all operations, meeting all laws and mandates where applicable.
- 3) Museum and interpretive exhibits are modernized and updated using state-of-the-art technology.
- 4) Adequate parking is provided.
- 5) Space in the visitor center enhances the visitor's experience.
- 6) Nature trails meet visitor, educational, and safety needs.
- 7) Facilities, such as rest rooms, meet basic needs of staff and visitors.

ADJACENT LANDS—Protect the historic scene from incompatible development on adjacent land (Ia)

Conditions to be attained/maintained:

- 1) NPS values and goals are shared and understood by park stakeholders.
- 2) NPS considers opportunities that may present themselves to acquire adjacent land that fit within the management goals for the park.

PARTNERSHIPS—Develop strong partnership programs (IVb)

Conditions to be attained/maintained:

- 1) A strong and vibrant friends group supports the park and helps it meet its mission and goals.
- 2) Programs with academic institutions are established to provide additional research and resources to the park.
- 3) The park partners with private institutions and organizations that support park goals.
- 4) The park maintains a viable professional group of volunteers.
- 5) The park maintains a strong partnership with the Davis Mountains State Park.
- 6) The park partners with local, county, other state, and federal agencies to share resources and experiences.

AIR QUALITY—Maintain the best possible air quality (Ia)

Conditions to be attained/maintained:

- 1) Facilities and activities within the park are in compliance with the Clean Air Act requirements.
- 2) The park strives to raise the level of awareness of the importance of air quality to park resources.

FLASH FLOOD MITIGATION—Mitigate the flood threat (Ia, Ib, IIa)

Conditions to be attained/maintained:

- 1) Park resources and visitors are protected from flooding.
- 2) A flash flood mitigation plan is in place.
- 3) Flood mitigation measures are sympathetic to historic features.

INTRUSIVE NOISE—Minimize inappropriate noise and overflight (Ia, IIa, IIb)

Conditions to be attained/maintained:

- 1) Inappropriate sound and noise are minimized to enhance the visitors' opportunities to experience historical sounds in the park.
- 2) The park strives to minimize overflight effects from extreme vibrations that may damage park resources.

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Geographic

These areas refer to the Resource Opportunity Areas described in the Visitor Experience and the Environmental sections.

FOREGROUND—Protect the viewshed and natural features (Ia)

Conditions to be attained/maintained:

- 1) Views into the park remain natural and undeveloped (this excludes residential/maintenance area on the park boundary).
- 2) The cottonwood grove is protected and propagated.

HISTORIC CORE—Provide sights and sounds that enhance visitor experience (IIa, IIb)

Conditions to be attained/maintained:

- 1) Natural quiet is desirable.

- 2) Military sounds are broadcast.
- 3) Living history is a core interpretive program.

HISTORIC CORE—Protect the historic scene (Ia)

Conditions to be attained/maintained:

- 1) The fort's historic appearance is maintained through appropriate preservation management.

BACKDROP—Protect and maintain the natural environment (Ia)

Conditions to be attained/maintained:

- 1) No visual intrusions are evident.
- 2) Natural systems are protected.
- 3) Nonnative species are identified, mitigated, and managed to the extent possible.

MANAGEMENT PRESCRIPTIONS & RESOURCE AREAS

PARK RESOURCES AND VISITOR USE

Fort Davis National Historic Site has the tremendous responsibility of managing and protecting all natural and cultural resources within the park, while at the same time providing visitor enjoyment of the same resources. In order to accomplish its mission, it is necessary to outline management strategies for the park and designate where specific activities are appropriate and where they are not.

The development of such strategies will enable the park to begin monitoring conditions and to ensure that the goals related to resource management and visitor use can be achieved. The Resource Opportunity Area concept is the first step in incrementally moving the park toward the goal of addressing “carrying capacity.” It also helps to define the “suitability” of park lands for the application of management prescriptions.

Resource Opportunity Areas

Parks are composites of a variety of important cultural and natural resources. People value parks for many reasons—inspirational, educational, aesthetic, recreational, scientific, spiritual, and economic, among others. Significant differences relating to resource values and visitor use usually exist within different areas of a park. The uniqueness of these various areas and their relationship to one another, as well as to lands beyond the park boundary, influence visitor use and management of the park. In order to describe the park’s affected environment, to outline a set of alternatives, and to ultimately assess impacts on the resource,

the resource values of the park must be identified and categorized.

This identification is best accomplished through the designation of areas or zones where similar resources are located. These pieces of the park, or geographic delineations, which may extend beyond the boundaries of the park, are called Resource Opportunity Areas (ROAs). The evaluation of these areas requires the involvement of public and private interests in the area.

At Fort Davis there are three distinct ROAs—Foreground, Historic Core, and Natural Backdrop. Each contributes in a different way to how people use the resources of the site. It is important to incrementally plan ROAs for the protection of park resources from visitor overuse. ROAs illustrate how visitors might relate to and use park resources and point out the relative importance of each area to the whole. They also provide the basis for understanding visitor experiences available within a park. At the same time, the physical resources and visitor experiences are related to the park’s purpose and significance.

The designation of Resource Opportunity Areas helps to specify and identify areas of sensitive resources where damage can occur from overuse. By identifying important resource areas, the park can begin the steps needed to define carrying capacity and “Visitor Experience and Resource Protection (VERP)” planning. Future VERP planning will eventually define carrying capacities needed to protect resources. Each Resource Opportunity Area includes a brief description of the following:

- Outstanding examples of historic, natural, scenic, geological, ecological, floral, faunal, and recreational values for which the park was established.

MANAGEMENT PRESCRIPTIONS AND RESOURCE AREAS

- Populations of rare plants and animals that are particularly vulnerable because of their small population sizes and genetic isolation.
- Habitats necessary for the survival or reintroduction of federal-or state-recognized threatened or endangered species or candidate species being considered for listing.
- Resources that are unusually sensitive to human use.
- Major known archeological or important historical resources.

The following paragraphs define each of the three Resource Opportunity Areas (ROAs) at Fort Davis National Historic Site. Although there may be some characteristics shared among ROAs, other characteristics will be unique to one ROA.

Foreground ROA

This Resource Opportunity Area is located on the easternmost edge of the Fort Davis National Historic Site property. An open grassland environment common to the Davis Mountains dominates the area. Historic resources located in the Foreground ROA were auxiliary in nature, but still played an important role in supporting fort functions. The historic resources in this ROA include garden sites, a wood yard, a pump house, laundresses' quarters, a lime kiln, a spring, and remnants of the San Antonio–El Paso Road. One of the garden sites contains a historic grove of cottonwood trees that provides visitors with a shaded area, a pleasant spot for a picnic.

This ROA offers a physical and visual buffer between the site's historic structures and the modern commercial and residential areas of the town of Fort Davis. It also furnishes visitors with the first glimpses of the fort from State Highways 17 and 118. This ROA serves as the entrance to the fort, giving visitors their first impression of the fort and its resources.

Opportunities that are available in the Foreground Resource Opportunity Area include:

- Viewing opportunities— give visitors an outside look at the historic resources and the historic scene. Views from this area afford a picture of how the fort might have first appeared to early settlers.
- Recreational opportunities — provide visitors opportunities to picnic and enjoy the solace of the historic cottonwoods.
- Cultural opportunities —enable visitors to experience resources that supported and maintained the fort's existence.

Historic Core ROA

The Historic Core Resource Opportunity Area is located in the center of the park and contains the primary resources for which the park was created. This area contains the majority of the fort's historic structures, features, and sites and was the location of most day-to-day activities during its existence.

This ROA provides the visitor with opportunities to view Fort Davis's abundant historic resources and to learn about the history of the fort. The historic buildings, ruins, foundations, and sites provide visitors access to the history of the first and second forts. Military sites and sounds help visitors to imagine what it would have been like during the period when Fort Davis was an active military post. The parade ground and cultural landscape give visitors an experience of times past. Remnants of the San Antonio–El Paso Road, company streets, and historic roads within the fort can be seen.

Because the fort is in the middle of an alluvial floodplain, natural drainages run through this ROA. Historic flood control features, such as ditches and dikes, originally built by the military for flood protection, are also present.

It is in this ROA that most development has occurred. Support facilities are housed within the fort's historic structures and include a visitor center, museum, auditorium, curatorial storage areas, and administrative offices.



Officers' Row from Sleeping Lion Mountain

Opportunities available in the Historic Core Resource Opportunity Area include:

- Viewing opportunities—give visitors opportunities to see, hear, and learn about the park's prime resource.
- Interpretive opportunities—are provided through personal service programs. Educational materials, audiovisual media programs, exhibits, and other materials are available in the visitor center, museum, and auditorium.
- Cultural opportunities—in this zone contain the prime resources. Visitors can experience the historic resources and the historic essence (parade ground, buildings, foundations, and ruins) on a firsthand and close-up basis.

Natural Backdrop ROA

The Natural Backdrop Resource Area is located along a series of natural geological ridges and outcrops along the western boundary of the site.

It includes the two cliff walls of Hospital Canyon and a rugged steep escarpment

running north and south that form the prominent viewscape as seen from lower elevations. Grassland and brush skirt the base of volcanic rock formations. From trails on these ridges, visitors are provided with bird's-eye views of the fort as well as panoramic vistas of the adjacent slopes of the Davis Mountains and flatland areas to the east. This ROA can in turn be viewed from the Foreground ROA and the Historic Core ROA.

Mixed vegetative cover is found throughout this zone. Areas of sagebrush are intermixed with large clusters of mountain scrub, while desert cacti and pinyon juniper woodland dominate other areas. The seasons are highlighted by the color changes that occur throughout this zone, especially during spring and autumn, providing visitors opportunities to see the breathtaking beauty characteristic of the Davis Mountains.

This ROA also contains the bulk of the hiking and natural viewing opportunities.



Enlisted Men's Barracks from Sleeping Lion Mountain

Trails to lookout points traverse the northwest canyon rim. It also contains the majority of the park's archeological resources. This area is most important to the fort's natural setting, ensuring that the fort maintains its late 19th-century appearance, and, therefore, this ROA is the most sensitive to development.

Opportunities that occur within the Natural Backdrop Resource Opportunity Area include:

- Wildlife viewing opportunities—rich in a variety of species, including whitetail and mule deer, squirrel, porcupine, bobcat, ringtail, raccoon, fox, mountain lion, and a variety of birds and reptiles.
- Recreational opportunities—physically demanding trails on the North Ridge provide significant panoramic views and opportunities to explore.
- Cultural opportunities—areas of interest include historic resources such as the cemetery and water storage site.
- Rural Texas landscape and Davis Mountains—the area is a reminder of the

natural and primitive nature that at one time composed much of the West.

MANAGEMENT PRESCRIPTIONS

Management Prescriptions provide direction for managing the resource opportunity areas (specific identified areas of land) within the park. These "Management Prescriptions" also outline proposed management strategies or actions. They are different from Resource Opportunity Areas because they describe the proposed use of areas within the site rather than the resources themselves.

Three management prescriptions have been identified for Fort Davis National Historic Site. They are: Historic Interpretive/Developed, Undeveloped Landscape, and Outlying/Modern Development. Each of the Management Prescriptions is described below and each details desired visitor experience and

resource conditions within a broad framework for the human use of the site. The following six components—visitor experience, access, natural resource management, cultural resource management, facilities, and maintenance—have been identified as management prescription categories for Fort Davis.

Historic Interpretative/Developed

The historic interpretive/developed management prescription includes the areas where the majority of interpretation takes place. It encompasses those parts of the park where modern development and/or intensive use substantially alter the natural environment. The area is managed as a historic district and is the main focus for interpretation at the park.

This area provides an experience that is basically facility dependent (e.g. visitor center, museum, auditorium, restored and refurbished buildings, administrative facilities), which helps to make the visitor's park experience more enjoyable and educational.

This area will accommodate the highest levels of use in the park. Visitor activities will be fairly structured and directed and will involve little challenge. Support services and facilities could be moderate. Visitor contacts and contacts with NPS personnel could be frequent in this area, especially during peak visitor periods. Contacts could be less frequent during the off-peak season but might still be common compared with other management areas. There could be little or no opportunity for solitude. Relatively intensive resource management activity could be required to mitigate impacts associated with high levels of visitor use and development. Although natural processes will be perpetuated wherever possible, a high degree of encroachment and human intrusion to the natural and cultural environment could be evident.

Visitor Experience—This area provides for the primary experience of most visitors,

introducing them to many of the park's significant resources. The area also presents the park's primary interpretive themes. Management emphasizes sights and sounds of the military history associated with park resources.

Living history involves visitors in active learning experiences, teaching them about the history and life of the fort. Exhibits emphasize the role of the military during the frontier Indian Wars period.

Films and publications available at the visitor center/auditorium area convey an understanding of the park and its natural and cultural resources. Tours by NPS personnel could be available. Additional orientation information will assist visitors in planning their stay in the park or region.

Access—Access will be easy. Pedestrian access along improved trails will allow for visitor access to a variety of environments. Hardened trails could be provided in areas around the visitor center and in other areas of high use identified to give visitors an overview and familiarity with park resources. Barrier-free design is provided in selected areas to permit visitors with physical impairments to experience representative park settings.

Natural Resource Management—The natural environment, which includes the cultural landscape, is preserved to the greatest extent possible, while accommodating high levels of use and protection of the sensitive historic fabric.

Vista site modifications may be used to improve views in this area. Visitors will be restricted or directed to trails to limit resource impacts. Significant soil and vegetation impacts occurring near high-use sites could be mitigated through periodic closures, the use of natural materials to more clearly define use corridors, and increased enforcement techniques. Native and historically significant species will be used for revegetation. Landscaping will be done with native species or those species



Squad Room of Refurnished Enlisted Men's Barracks

documented to have been present during the active fort period. Mowing and selective removal/pruning of trees may also be done where appropriate or to enhance visitor safety, consistent with the park's historic scene.

Cultural Resource Management—

Resources or sites that are designated as outstanding cultural features might be restored in accordance with NPS Standards. Resources or sites designated as significant cultural features and cultural landscapes will be preserved or restored depending on the degree of importance to the visitor's understanding of the purpose of the park or settlement and use of the region. Archeological sites will be protected. Coordination and consultation with the Texas Historical Commission is a part of the process.

Facilities—Developments must be compatible and consistent with the historic

resource. Existing and potential modifications might include unsurfaced access roads, restored dikes and ditches, and other treatments that will enhance the historic scene.

Maintenance—Maintenance activities could involve maintaining existing facilities (cleaning, painting, crack sealing, chip sealing, striping, etc.), landscaping, providing for visitor convenience and comfort, protecting resources, irrigating, and restoring areas disturbed by human activities. Roads, buildings, signs, walks, interpretive displays, landscaping, and other facilities will be maintained on a regular basis. Power tools could be used for routine maintenance activities, and heavy equipment could be used for road and utility system repairs, development, and maintenance.

Undeveloped Landscape

The undeveloped landscape management prescription consists of limiting development and allowing the natural environment to thrive. This management prescription is applied to areas where development will detract from the historic core resource opportunity area.

This management prescription serves to maintain a landscape that is predominantly natural and brings the visitor in direct contact with the park's natural environment. Management accommodates visitors wishing to experience the park's superlative cultural resources on foot. Contacts among visitors and with NPS personnel are less frequent than those in areas managed under the historic interpretive/developed prescription. Contacts are less frequent during midweek and off-season periods, when opportunities for solitude and seclusion would be greater.

The landscape setting appears predominantly natural, although evidence of facilities that blend with surroundings might be present. Emphasis is placed on minimizing human impacts on sensitive environments, cultural resources, habitats, and species.

Areas managed as Undeveloped Landscapes will contain historic ruins of first and second fort structures, the area where the post cemetery was located, nature trails and prehistoric sites.

Visitor Experience—This area brings the visitor in direct contact with the park's natural environment. The integrity of natural and cultural resources, including the cultural landscape, will be preserved. Interpretive media will be limited to small interpretive signs and/or wayside exhibits. This area provides a sense of being immersed in the natural and cultural landscape, creating a sense of oneness with the historical past.

Access—Access can vary from easy to moderately challenging. This area has one

main unpaved service road that runs through a portion of it. Public access is restricted to established trails and limited to foot traffic. No bicycles or motorized vehicles are permitted.

Natural Resource Management—The natural environment, which includes the cultural landscape, is preserved. The area is monitored to avoid overuse. Trail use and other intrusive visitor impacts are actively mitigated.

Emphasis is placed on minimizing human impacts on sensitive environments, cultural resources, habitats, and species. Management will reduce or minimize the impacts of all uses. If impairment occurred, mitigating actions, such as temporary closures, revegetation, or restrictions on uses, will be implemented as required.

Cultural Resource Management—Resources or sites that are designated as outstanding cultural features are stabilized to protect the integrity of the resource. Other resources designated as significant cultural features or landscapes could be stabilized depending on the degree of importance to the visitor's understanding of the purpose of the park or settlement and use of the region. Archeological sites will be protected. Coordination and consultation with the Texas Historical Commission is a part of the process.

Facilities—No development is allowed other than those associated with trails, stabilization, and visitor safety.

Maintenance—Activities include protecting cultural resources from excessive visitor use, maintaining and/or stabilizing cultural sites, and providing resource protection. Closure of the area to visitors could occur as well as the restoration of areas disturbed by human activity. Primitive trails will use native materials that blend in with the surrounding environment. Modern materials such as cement and metal guard rails will only be utilized in areas where visitor safety is compromised.

Outlying/Modern Development

This Outlying/Modern Development Prescription is unique because it is not directly related to visitor experience but is necessary for visitor use. The areas where this prescription applies are utilized to facilitate maintenance and preservation of the site. They include the maintenance complex, housing/office area, a modern building (Bally Building) used for curatorial storage, and an outside area used to stockpile building materials. Areas managed under this prescription frequently will contain maintenance vehicles, and equipment that often conflict with the historic and natural scene.

Visitor Experience—The maintenance and housing complexes and the Bally Building could be viewed as somewhat detrimental to the visitor experience. They partially obstruct a view of the park for visitors entering the fort from Highway 17-118

north, therefore, infringing on the cultural and natural landscape of the site. On the reverse, they served to block a view of modern business development outside the site for those visitors already in the park. They also serve to muffle modern highway sounds from the historic core area.

The maintenance “stock pile” area located in Hospital Canyon can be seen by visitors hiking the Hospital Canyon Nature Trail. This area also may be seen as an encroachment to the resource as well as on the historic scene.

Access—Access to these areas is easy, but restricted. Visitors will not normally be in these areas unless they had business, had special collecting permits, or were researchers desiring to see museum collection items or historic records.

Natural Resource Management—The natural environment, which includes the



Post Hospital

MANAGEMENT PRESCRIPTIONS AND RESOURCE AREAS

cultural landscape, are preserved to the maximum extent possible while accommodating the maintenance/housing/curatorial facilities necessary for the operation of the park.

Cultural Resource Management—

Cultural resources, which include the cultural landscape, are preserved to the maximum extent possible while accommodating the maintenance/housing/curatorial facilities necessary for the operation of the park.

Facilities— This management prescription allows for modern developments and activities related to park operations and maintenance.

Such uses may modify and detract from the natural and cultural environments. Even though modern developments and activities are allowed, they should be kept to a minimum and only allowed if they are necessary for the operation and maintenance of the park

Maintenance— Maintenance activities serve to protect the natural and cultural resources of the park and, where possible, to restore areas disturbed by human activities to their historic appearance. Activities must not conflict with park values.

THE PLAN

The general management plan is to be implemented for Fort Davis National Historic Site over the next 10 to 15 years. The plan has two phases: Phase 1 and Phase 2. Both phases are identical except that in Phase 2 the administrative offices, maintenance complex, maintenance storage yard in Hospital Canyon, employee housing, and curatorial “Bally” building will be moved outside of the park. Phase 2 could be accomplished with private sector funding.

General Emphasis

Quality visitor services will be enhanced and at the same time the preservation and protection of culture and natural resources will be prudently broadened. This provides the balance and flexibility necessary to accomplish both of these objectives in a realistic manner.

Change in the fort’s outward appearance will be minimal. There will be no further major exterior restoration or modern development. Well-balanced preservation, resource protection, and interpretive programs will complement one another. Existing buildings, ruins, and foundations will undergo stabilization and conservation measures so as to preserve their historical integrity.

Broader interpretive themes highlighting the more complex role of Fort Davis in the history of the American West will complement existing interpretive programs.

The interior of the post hospital will be partially restored and refurnished to more fully tell the story of Fort Davis and therefore provide the visitors with a more comprehensive learning experience. This restoration and refurnishing project will be dependent on partnerships resulting in private sector funding.

The park will continue to encourage adjacent landowners to use their land in

ways that complement park values, thereby promoting the natural and scenic character of the landscape.

Outreach and Partnerships

With an additional staff person (an educational specialist), a web site will be established that provides curriculum-based educational materials for grades K–12 for on-site and off-site use. In addition, the web site will have updated and detailed park information. It will contain web pages that provide authoritative information on the Buffalo Soldiers who served at Fort Davis. The web site will also provide links to other authoritative sources on the Internet containing information on these soldiers of African-American descent who served in the late 19th-century army.

Current partnerships with the Friends of Fort Davis National Historic Site and other local and area organizations, whose focus is resource protection, will be expanded. In addition, new partnerships with other preservation organizations and agencies (including the Texas Parks and Wildlife Department), educational institutions, and individuals will be actively developed.

The existing research and library facility will be expanded and upgraded. New publications and documents will continue to be added, but the facility will be made more accessible and more user-friendly for researchers as well as for the general public.

Cultural Resource Management

Curatorial—All deficiencies identified in the National Park Service Checklist for Preservation and Protection of Museum Collections will be corrected with appropriate funding. Improved storage and office space and the installation of environmental controls in buildings that house artifacts will be provided.

More artifacts (above the park's current goal of cataloging 250 items per year) will be cataloged, conserved, and preserved through staff increases (seasonal museum aide). Funding for a Cooperative Ecosystem Studies Unit (CESU), and an internship program will be actively solicited. Display space for temporary and permanent exhibits will be increased and modernized.

Archeology—Archeological sites will be preserved and protected using existing as well as more advanced methods of monitoring and conservation. Information gathered from analyzing, evaluating, and identifying artifacts from the sites will be shared with the public through exhibits and publications. Interns will be actively sought to assist with the recording of data and evaluation of the sites.

Historic Preservation—Current conservation practices will be continued, but in addition, new state-of-the-art preservation techniques could be applied.

The addition of a cultural resource specialist (historic architect, architectural conservator, exhibit specialist, or historic craft specialist) will provide additional support with historic preservation, documentation, and condition monitoring.

Inconsistencies between the number of structures in the national database's List of Classified Structures and the number of historic structures listed in the park's records will be resolved. The database will be completed, providing information on all known structures, ruins, and sites. The information will continually be updated, and monitoring will be provided through analysis of this data.

The addition of a clerk/typist for the Cultural Resource and Maintenance Divisions will facilitate better record keeping and documentation.

Land Use Management

In Phase 1, some facilities will be redesigned. In Phase 2, in addition to the redesign of some facilities, other facilities will be relocated outside the park boundary.

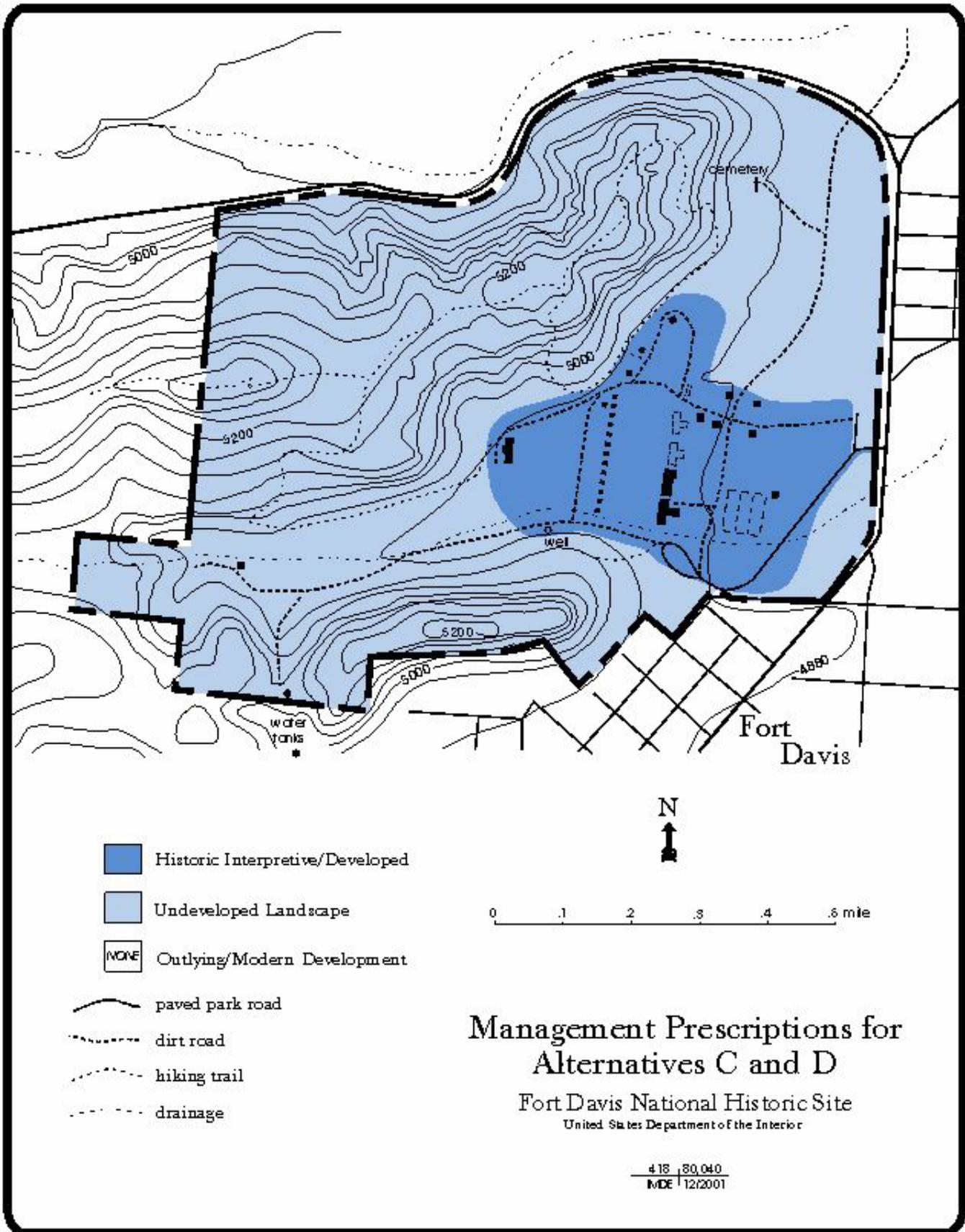
Foreground ROA— Current natural resource management policies will be maintained, thereby helping to ensure the perpetuation of the unique stand of historic cottonwood trees located adjacent to the paved entrance roadway. Recommendations contained in the Cultural Landscape Inventory (CRI) and Cultural Landscape Report (CLR) will be implemented as appropriate.

In this ROA, if Phase 2 is implemented, the maintenance complex, the curatorial "Bally" building, and the employee housing units will move to a location outside the park. The area will then be managed under the Undeveloped Landscape Management Prescription.

Historic Core ROA—The natural quiet that serves as a backdrop for the daily presentation of historic bugle calls and the sounds of a dress retreat parade will continue to be maintained. The recordings, however, will be revised to more closely reflect the military sounds of the 1880s, and the amplifying equipment used to project these sounds will be upgraded.

If Phase 2 is implemented, the administrative offices will be moved from their current location inside an historic enlisted men's barracks to outside the park. The space vacated will be redesigned and used for interpretive, library and curatorial functions.

The maintenance storage yard in hospital canyon will be removed and the area will be managed under the Undeveloped Landscape Management Prescription.



- Historic Interpretive/Developed
- Undeveloped Landscape
- NONE Outlying/Modern Development

- paved park road
- dirt road
- hiking trail
- drainage

Management Prescriptions for Alternatives C and D

Fort Davis National Historic Site
 United States Department of the Interior

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THE PLAN

The parking area will be redesigned to provide for more vehicles.

Recommendations in the CLI and CLR for Fort Davis National Historic Site will be implemented as appropriate.

Backdrop Resource Opportunity Area (ROA)—The Backdrop ROA will be managed under the Undeveloped Landscape Management Prescription. The natural appearance and environment of this ROA will be maintained.

Interpretation

The history of Fort Davis will be presented so as to include the story of the various cultural groups associated with it. Guided by the Comprehensive Interpretive Plan, the main focus will continue to be from the military perspective, but interpretive programs, literature, and exhibits will additionally include the story from the viewpoint of American Indians and civilians. In addition, more emphasis will be placed on interpreting the story of the first fort.

The current informational video will continue to be enjoyed by visitors, but improvements will be made in the dress retreat parade and bugle calls sound programs.

Curriculum-based educational programs and services will be developed for all grades K–12.

Training will be provided so that all interpreters will achieve the full competencies identified in their career field. Staff increases (2 full-time seasonal Park Guides) will provide additional support for the Division of Interpretation during periods of high visitation.

Orientation talks and interpretive programs will include a resource protection message and information about natural resources.

Research into 19th-century military and civilian records will be ongoing to ensure the accuracy and quality of interpretive

programs, interpretive literature, and interpretive exhibits.

Living History clothing and equipment will be upgraded and adequate storage provided.

In Phase 2, a part of the space freed-up by the administrative offices moving off the park grounds will be used for an expanded research facility for historians, researchers, and the general public.

The park will continue to retain the current cadre of volunteers and at the same time develop new strategies for the recruitment of additional volunteers. Support to “living history reenactors” and resource management groups will be a focus of the new strategies.

Natural Resource Management

Wildlife — Programs to manage and protect the known species that inhabit the park and their natural habitat in the park will be increased. As a member of the Chihuahuan Desert Network (the purpose of the network is to inventory and monitor vertebrates and vascular plants within the member parks' boundaries) the park will complete a 90% inventory and then submit annual proposals as part of the network to receive funding to complete monitoring projects. Corrective action will be taken as needed to insure a healthy environment exists for wildlife based on the results of the monitoring projects.

The park will also implement an inventory and monitoring program for invertebrates as part of a network once the national program is established and funded.

Vegetation — Efforts will be increased to manage and preserve the historic appearance/landscape of the park. Recommendations proposed in the CLI and CLR will be implemented as appropriate. An inventory and monitoring program for vascular plants will be implemented through the Chihuahuan Desert Network once



Officers' Quarters at Fort Davis.

funding has been approved at the national level.

The park is a member of the Chihuahuan Desert-Shortgrass Prairie Exotic Plants Management Team. A more active program will be established to monitor and eradicate exotic plants through the use of this team. The unique stand of historic cottonwoods will be perpetuated and protected.

Wetlands/Floodplain/Flash Flood— The South Channel, the original and main drainage feature on site, will still carry the majority of the runoff on site, but both the North Ditch and the South Channel dike will be reconstructed to aid in flood protection during low to moderate floods. Wetlands along the ephemeral South Channel will remain largely unchanged with these flows. Wetlands that receive run-off from the North Ditch and the South Channel dike system will remain in place and receive periodic water during all flood events. No

major impact to habitat or function is anticipated. Both the North Ditch and the South Channel dike system will be overwhelmed by flood flows of 50–100 year-events, since they are very light-duty structures.

Because of the nonconfining nature of the alluvial fan, the overbank flows are likely to occur as sheet flows and should not attain substantial depth. Since the South Channel can only carry the 25–50 year flood flow, all greater storm events will cause some flooding damage to historic structures close to the channel.

Protection will be provided to historic resources and to the enlisted men's barracks building that house the administrative offices, visitor center and museum.

Maintenance of the North Ditch and the South Channel dike system will be required after moderate-to heavy-flooding events, causing some short-term wetland and

vegetation disturbance. Periodic grading, ditch cleaning, levee replacement, grade control installation, stone placement, and revegetation will be required.

Intrusive Noise—The bugle calls and dress retreat parade recordings will continue to be used to help cover up or drown out modern sounds from the parking area and the adjacent highway. Interpretive messages will be used and enforcement increased to reduce the noise levels in the parking area.

The park will continue to maintain the high-quality visitor experience and ensure the protection of resources from detrimental effects caused by overflights. A problem with overflights does not exist at the present time. Should a situation arise in the future, appropriate studies will be undertaken and a recommendation proposed.

Air Quality—The air quality of the park is currently good. The site will continue to monitor the air quality and to support air quality programs both in the private and public sectors. Messages addressing air quality will be incorporated into interpretive programs.

Resource Protection

There will be an increase in the number of routine patrols of the grounds and structures. Restored historic structures in which historic artifacts and furnishings are located, or in which park functions are conducted, will be equipped with sprinkler systems for fire suppression.

The park's water systems will be upgraded, additional fire suppression equipment acquired, and training for employees will be increased to meet fire suppression needs. The electrical systems in all buildings will be upgraded to meet NEC standards.

Possible Future Facility and Development Changes

The following possible future facility developments will be proposed.

Phase 1

- The post hospital will be partially restored and refurbished with private sector funding.
- The fire suppression system, including sprinkler systems in all buildings, will be upgraded.
- The park's water systems will be upgraded.
- The electrical systems will be upgraded.
- Building standards to meet ADA requirements in the post hospital and other restored buildings, where practical, will be improved.
- Buildings within the existing maintenance area will be upgraded and expanded to meet CFR and OSHA standards.
- Parking area will be redesigned to increase capacity.

Phase 2

- The administrative offices will be relocated outside of the park. Vacated space will be used for interpretation, expansion of library services, and curatorial storage.
- Existing employee housing and maintenance complexes will be removed. The curatorial "Bally" building will be dismantled and moved outside of the park. Maintenance storage yards and areas located on the park will also be moved off-site. The moving of these functions outside of the park will enhance the historic scene and cultural landscape of the fort.

Operational Costs

Funding will be sought for an increase of 6.5 FTEs, or an additional \$194,000 in base funding will be required. (See Table 1, Operational Costs in the Final Environmental Impact Statement.)

Development Costs

Phase 1—This will require an expenditure of about \$1,017,500 for development-related improvements. (See Possible Future Development Costs, Table 2 in the Final Environmental Impact Statement.)

Phase 2—This will require an additional expenditure of \$1,122,000 for development-related improvements,

including funding for advanced planning. These improvements could be funded through partnerships as appropriate. (See Table 2 in the Final Environmental Impact Statement.)

Future Plans and Studies

- New Comprehensive Archeological Survey
- Condition Assessments of Archeological Sites
- Cultural Landscape Inventory
- Cultural Landscape Report
- Ethnographic Study
- Comprehensive Interpretive Plan
- Natural Resource Management Plan and Fauna Study
- Cultural Resource Management Plan
- Safety Plan
- Flash Flood Plan (includes Floodplain Map)
- Historic Preservation Plan identifying types and levels of treatment
- Structural Fire Management Plan
- Wildland Fire Management Plan
- Transportation Study: Should visitation reach 125,000 visitors a year, a study will be initiated to evaluate the feasibility of a transportation system from the town of Fort Davis.

