RESOURCE MANAGEMENT PLAN

FOR

FORT DAVIS NATIONAL HISTORIC SITE

AUGUST 1988

Recommended by: John M. Sutton — 8/31/88

Acting Superintendent — DATE

Approved: — SEP 27 1988

Regional Director, Southwest Region — DATE

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I. Introduction

The protection and preservation of the park's resources is the highest priority of every park manager. The Resource Management Plan is the main planning document and a key factor in the proper management of the resources. The plan includes a set of project statements comprised of proposed actions for implementation as well as 5-year programming sheets for management and research actions. The Project Statements were determined on the basis of the approved Statement for Management and consideration of previously completed research. A General Management Plan has never been undertaken for the Historic Site but one is planned for the near future.

The plan provides continuity and serves as a manual for the Superintendent in three ways: 1) For management activities which will help maintain natural ecological processes, 2) For the enlightened management of archeological and historical resources, and 3) A set of research recommendations and priorities which are designed to obtain additional information for management and interpretation.

The Fort was established as a National Historic Site by Public Law 87-313, dated September 8, 1961 to commemorate the historical role played by Fort Davis in the opening of the west during the mid-to late 1800's.

The following Management Objectives from the Parks Statement for Management provide the foundation for the resource needs and decisions:

1. To stabilize, preserve, and protect the historical resources and to perpetuate the natural-landscape qualities that contribute to their significance in the manner that is consistent with historic preservation law and current National Park Service Management Policies.

2. To encourage public use by providing appropriate access to the park's cultural resources, and to regulate such use in a reasonable manner that ensures long-term preservation of park resources.

3. To foster appreciation and understanding of the significance of Fort Davis, with emphasis upon the life and activities in a west Texas frontier military fort in the mid to late 19th century, by providing varied and balanced interpretive opportunities.

4. To secure, through legislative boundary adjustment or other means, a land base that is adequate to optimize management efficiency, provide diverse opportunities for interpretation and other resource-compatible visitor activities, and protect cultural resources significant to the Fort Davis story.

5. To secure, through research or other means, adequate information to manage, maintain, and interpret historic sites, the museum collections, and historic structures.

6. To cooperate and continually strengthen working relationships with other agencies and organizations, as well as adjacent landowners and other members of the public, to help ensure that:

development and land use in the park's vicinity are compatible with preservation of the park's cultural and aesthetic values; the needs of the park's region are fully considered in planning for the interpretive and recreational use of the area; interpretation and resource-preservation activities in the park are coordinated with related activities in the region; and information on park operations, available educational opportunities, and various park programs is made widely available in regional communities.

II. CULTURAL RESOURCE MANAGEMENT PROGRAM

A. Overview and Needs

The resource is principally cultural. There have been 233 identified historic structures located thus far within the boundaries of the site. These represent the physical remains of the two military posts dating 1854-1862 and 1867-1891 and constitutes the significant resource of the park. Most of the sites and buildings within the park have now been located.

The prime reason for the latest increase in the number of identified sites was the completion of an initial Archeological Survey and resulting Historic Base Map by a regional crew during the summer of 1986. As a result of the field work involved, 10 prehistoric sites, 40 First fort buildings and 20 Second fort Structures, which were previously unknown or not located, were found. This effort was part of a larger Historic Resource Study of the park which was completed and published by Denver Service Center (1986). An Archeological Overview and Assessment document is being incorporated into the Archeological Survey report being prepared in our regional office.

The Archeological Survey and Historic Base Map completion now allows the preparation of a more complete list of Classified Structures for the park. It also enables us to expand and update the Historic Structures Preservation Guide. The Guide was developed for Fort Davis National Historic Site by Denver Service Center in 1985. As a result of utilizing the guide and its required annual inspection process, an enormous backlog of work, far greater than previously imagined, was identified.

In response to this need, our highest prioritized new project - priorities 1-4 are already in the three or more year funding cycle - is C-17, Preserve Historic Structures. We propose , for the short term, obtaining additional funding to start taking care of immediate attention resource preservation needs to bring the historic structures up to a maintainable level. For the long term we need to integrate the new Maintenance Management System, the existing Historic Structure Preservation Guide and the results of the upcoming Historic Structures Report project to identify workloads, funding, staffing and preservation methods for the most effective future management of our cultural resources.

The park has an estimated 15,000 - 17,000 objects in its museum collection which includes all types of materials. There is one main storage area and several other areas on site. Except for the main storage area, none of the space has temperature and humidity controls, essential for the preservation of the objects. Artifact Preservation C-8 would consolidate storage for the entire collection and provide the proper climatic, security and fire protection. It would also provide preservation treatment for those objects needing such work.

Three restored and refurnished quarters (Officers Quarters HB-2, Officers Kitchen and Servant's Quarters HB-12K, and the Post Commissary HB-37) do not have Historic Furnishing Reports. C-11 would prepare these necessary reports. The indepth research involved would lead to an upgrading of the exhibits to meet park service standards and eliminate any present or future inaccuracies in the treatment and interpretation of these furnished historic buildings.

The park is currently in the initial year of funding for four major projects which need to be followed through to completion:

Historic Structures Reports (C-3) will document, photographically, every site or structure currently listed on the historic base map. Complete an inspection form for each site recording current conditions and all pertinent structural data and make recommendations for treatments to preserve and stabilize structures including two of the most critical, HB-14 and HB-26, which consist of unroofed ruins. Finally, it will develop a chronological record of past treatments provided for each historic structure. The informational data obtained from these reports will be invaluable for the future preservation of the historic site.

Since the original version of this plan was written, the status of the museum collection has improved greatly by the addition of a full-time permanent technician. However, even though substantial improvements have been made the Inventory, Catalog and Accession Collection, C-18, is needed to provide total accountability for the museum collection. Currently over half the objects (10,000) are not cataloged. Failure to properly catalog objects is in violation of NPS standards and could lead to loss through ignorance or theft.

The research phase is underway to write the parks Administrative History, C-9 and the invitation for bids is out for the History of the First Fort project, C-16. The information obtained from both these studies will aid the parks most critical need; a General Management/ Development Concept Plan scheduled to begin in late 1987.

The original Master Plan, dating from 1963 is outdated and obsolete. Virtually all of the development projects that were contained in the plan have either been accomplished or dropped. Conversely, other restoration and development work not part of the original plan has been carried out over the years as the result of necessity or decisions by park management. Now that the restoration of the Enlisted Men's Barracks is nearing completion, public interest in further restoration is increasing. It is time to decide the direction of the long-term management and development of the site.

FODA-C-8 ARTIFACT PRESERVATION

Statement of Issue or Concern:

The park has an estimated 15,000-17,000 objects in its museum collection. This includes all types of materials: Ferrous and non-ferrous metals, wood, textiles, ceramics, glass, paper, and other organic and inorganic materials, with over half the objects archeological in nature. The majority of the objects are in storage. There is one main storage area and several other areas on site. Except for the main storage area, none of the storage space has temperature and humidity controls, essential for the preservation of the objects. These conditions do not comply with Fort Davis' Collection Preservation Guide, Special Directive 80-1, and management objectives, and are contributing to the deterioration of the objects. Because of this, some of the objects are in need of professional treatment by a conservator. With objects scattered throughout so many storage locations in the park, retrieval can be difficult, and the possibility of loss is greater than if storage was consolidated. It is impossible to consolidate storage under present conditions, as there is not enough room for the entire collection in any one place. This problem will only grow as the collection continues to grow. Also, while fire detection systems are installed in two of the storage locations, there are no suppression systems installed anywhere on site. This too is in violation of the standards outlined in Special Directive 80-1.

Current Management Actions:

As stated above. The Museum Technician is currently managing the collection as best she can with objects scattered throughout the site. Most objects in the main storage area are kept within cabinets to provide as controlled an environment as possible, and this storage area has temperature and humidity controls. The more critical objects are stored in the main storage area.

Results of Current Actions:

Deterioration of objects in the main storage area has been slowed, however, objects in the secondary storage areas are deteriorating at an accelerated rate. All objects throughout the park are under the threat of being destroyed in a fire, since there are no automatic fire suppression systems installed.

Alternative Actions and Probable Impacts:

a) No action: Collections will continue to deteriorate, retrieval and accountability impaired, and loss by fire continue to be a threat.

b) Have preservation work performed on those objects needing stabilization, but do not change the storage situation.

c) Consolidate storage into one storage area, within a superinsulated building with temperature and humidity controls. Provide more cabinets to properly house objects, provide better security for them, and facilitate retrieval. Install an automatic fire suppression system in this area. Also install automatic fire suppression systems in critical exhibit areas. Provide preservation treatment for those objects needing such work, and store the objects under optimal conditions upon their return.

Recommended Course of Action, Reasons:

The best course of action is that outlined above under "Alternatives." If proper environmental conditions are not provided, objects will continue to deteriorate and may then require stabilization by a professional conservator, a costly and time-consuming process, and a useless one if the objects are returned to the same environment that contributed to the deterioration in the first place. Providing proper storage is the most cost-effective means to ensure the long-term preservation of historic artifacts. Retrieval of objects for research will also be made much easier if storage is consolidated, and tighter control can be exercised over access to the collection. Storage consolidation will cut the cost of fire suppression installation, since only one system will need to be installed for the storage area, as opposed to several under current conditions. Fire suppression systems are also badly needed in exhibit areas, as many valuable objects in the museum collection are on display.

FODA-C-11 Prepare Furnishing Reports: HB-2, 277

Statement of Issue or Concern:

Two restored and refurnished quarters at Fort Davis National Historic Site do not have Historic Furnishing Reports.

Background Information:

In the early 1970s, in an attempt to better interpret the facilities at Fort Davis National Historic Site and to give the visitors a glimpse into the lives of those who lived at a frontier military post in the 1880s, a few original fort buildings were refurnished. Two of these buildings - an officer's quarters and an officer's kitchen and servant's quarters have been open to the public since that time. Unfortunately, historic furnishing reports have not been written for the structures. The furnishing of the buildings was not done haphazardly. Research was done by the park staff before each refurnishing project was undertaken. Furnishing plans and studies of similar quarters at other Indian Wars sites were consulted, as were biographies and autobiographies of army personnel and dependents. In addition the military records of the posts were studied.

However, more indepth research needs to be conducted for the exhibits to be upgraded to meet Park Service standards. For this to be accomplished the preparation of furnishing reports are required. In addition, Fort Davis National Historic Site is not eligible to receive furnishings from the National Park Service Clearing House at Harpers Ferry, West Virginia for the quarters because of the absence of approved furnishing plans.

Current Management Actions:

Both of these refurnished structures plays a vital part in the overall interpretation of the site. Each is on the National Register of historic properties. The officer's quarters is open daily to the public on a self-guiding basis. Visitors can view the rooms of the quarters from the hallways of the building through plexiglass panels that have been constructed in the doorways. The refurnished officer's kitchen and servant's quarters is open to the public during the summer season when park staff members and volunteers, dressed in 1880 period clothing, interpret the quarters. During the remainder of the year, visitors can view the quarters through glass panels in the east door of the building. In the years the quarters have been open, major furnishing items have not been changed. Small items, which the park staff felt were accurate and would enhance the interpretation of the quarters, have been added.

Alternative Actions and Probable Impacts:

A. No action (Continue Present Management). Under this alternative, the site would continue to manage the quarters as they have for the past 10 to 13 years. However, without approved reports furnishings can be changed at will and inaccuracies in the treatment and interpretation of the quarters can result. In addition, failure to interpret pertinent themes or life styles can result.

B. Close Quarters to the Public. This would very definitely result in adverse public reaction and is an unwarranted extreme. Although the exhibits need upgrading they are basically correct and the furnishing will remain better protected and in better condition if the quarters remain open.

C. Prepare Furnishing Reports for Each of the Quarters. This action would result in a more accurate representation of living conditions at Fort Davis in the 1880s. The reports would have no impact on the structures and would prevent alterations being made that could be detrimental to the historical integrity of the quarters.

Recommended Course of Action; Reasons

Alternative C is recommended. Reports will be prepared that will determine dates regarding the occupancy and appearance of the quarters in the 1880s. They would also describe the recommended furnishings, providing documentation for each object and they would make recommendations for installation, maintenance and security. Neither alternatives 1 or 2 are considered viable in view of the Park Service's standards, effective public service, and possible adverse public opinion.

Requirements to Accomplish Action

Research: The Preparation of complete (parts 1 and 2) Historic Furnishing Reports for the following buildings:

1. Officer's Quarters: HB-2

2. Officer's Kitchen and Servant's Quarters: HB-277

Operations: $20,000

FODA - C - 17 PRESERVE HISTORIC STRUCTURES

Statement of Issue or Concern:

The park cannot properly fulfill its mandate to protect and conserve the cultural resources for which it was established.

An Historic Structures Preservation Guide, which directs a park's preservation management activities, was developed for Fort Davis National Historic Site by Denver Service Center in September, 1985. As a result of utilizing the Guide's required annual inspection process, an enormous backlog of work, far greater than previously imagined was identified. The most recent inspection in August 1986 identified 1,400 work days of preservation tasks that fit into the "needs immediate attention" category. This is work which should be accomplished within one year, and does not include future identified needs or those routine tasks which the Guide calls for.

In summary, the park does not have the funding and the staff necessary to bring the cultural resources up to standard. This would then enable the park to effectively utilize the Historic Structures Preservation Guide.

Current Management Actions:

Continue to utilize the Historic Structures Preservation Guide to identify needed cultural resource preservation work. Based on needs, starting with the most critical, perform work which can be accomplished within existing funds and staffing levels. Follow through with the Maintenance Management System implementation and results of the upcoming Historic Structures Report project to help determine the most effective and productive preservation methods.

Results of Current Actions:

The present backlog of work, compounded by ever continuing deterioration of the resources, will effectively prevent the park maintenance staff from ever catching up to a maintainable level from which they can implement the Historic Structure Preservation Guide.

Alternative Actions and Probable Impacts:

a) No action - Park's cultural resouces will continue to deteriorate and gradually be lost forever. The existing Historic Structure Preservation Guide will never be effectively utilized.

b) With Regional assistance, develop a cultural resources management strategy that is below policy standards, such as maintenance of all resources, but at a lower standard of preservation, or maintenance of only some of the structures at policy standards and neglect of the others.

c) Integrate the new Maintenance Management System, the existing Historic Structures Preservation Guide, and the future findings of the Historic Structure Report project to form an information base. The park and regional office would then develop a long term strategy to reduce the preservation work backlog and bring the cultural resources up to standard so that they then could be maintained. In the short term, obtain additional funding ($35,000 in fy 88) to start taking care of those "needs immediate attention" cultural resource preservation items; primarily adobe and stone foundation work.

Recommended Course of Action, Reasons:

Alternative C is the recommended action. This will over time bring the cultural resources up to standard and enable the park to fulfill its mandate to protect and conserve those irreplacable resources for which it was established.

Maintenance: Initial $35,000 in FY 89.

FODA-C-18 INVENTORY, CATALOG AND ACCESSION COLLECTION

Statement of Issue or Concern:

The park has an estimated 15,000-17,000 objects in its museum collection. The collection continues to grow within the bounds of the site's Scope of Collection Statement. The site has a full-time Museum Technician, however, she cannot catch up with the backlog of cataloging (10,000 estimated objects) and perform other routine duties as well. Failure to properly catalog objects in the museum collection is in violation of standards outlined in NPS-28, Fort Davis' Collection Preservation Guide and the NPS Museum Handbook, Part II. The Automated National Catalog System, due to be released in early 1987, will facilitate faster, more efficient cataloging, besides providing inventory and accessioning capabilities. The site has acquired an IBM-compatible computer to run this program. The Museum Technician is trained in the ANCS, and will be able to train others to use it. However, there is not enough funding at the present time to hire the additional labor needed to prepare and enter catalog data.

Current Management Actions:

The Museum Technician is cataloging as she has time. While cataloging is a high priority, the other duties she is also required to perform leave little time for cataloging. With each new object entering the collection, the backlog of cataloging is increasing.

Results of Current Actions:

As stated above. The backlog of uncataloged objects is growing, due to the size of the collection and the myriad responsibilities of the Museum Technician.

Alternative Actions and Probable Impacts:

a) No action: At present rate of cataloging, backlog will continue to grow. Total accountability for the collection will never be achieved, and loss of objects may occur through ignorance or theft.

b) Hire seasonal labor as outlined on the "Cataloging Backlog Report" prepared in 1986. This would require hiring a total of 8.85 FTE's over a period of six years.

c) Another alternative is the hiring of a permanent part-time Museum Aid. The person in this position would be trained in cataloging and data entry. The advantage in hiring an permanent person is that the person would most likely stay for a long period of time, and cataloging and computer skills would improve with practice. The persons hired as seasonals may change yearly, requiring annual training, while they may never develop as great a skill as a long-term person would. An extra permanent person

would also help prevent another backlog of curatorial record-keeping from occurring in the future as the park's collection continues to grow.

d) Hire both a permanent part-time Museum Aid, and hire one or more seasonals to supplement the staff until the cataloging backlog is diminished. This would provide accountability for the collection in the shortest possible time.

Recommended Course of Action, Reasons:

Alternative "d" is preferable to provide total accountability for the collection in the shortest amount of time. The second alternative would at least provide more manpower to aid the Museum Technician in accomplish other duties so that both curatorial persons would have more time for cataloging. The first alternative, while providing help to catch up on the cataloging backlog, would not provide for any sudden increases in the size of the museum collection through archeological excavations, new restorations, etc., which in themselves would create a new backlog.

FODA-C-19 Prepare Furnishing Report: HB-37

Statement of Issue or Concern:

The restored and refurnished Post Commissary at Fort Davis National Historic Site does not have a Historic Furnishing Report.

Background Information:

In the early 1970s, in an attempt to better interpret the facilities at Fort Davis National Historic Site and to give the visitors a glimpse into the lives of those who lived at a frontier military post in the 1880s, a few original fort buildings were refurnished. One of these buildings - the Post Commissary has been open to the public since that time. Unfortunately, a historic furnishing report has not been written for this structure. The furnishing of the building was not done haphazardly. Research was done by the park staff before the refurnishing project was undertaken. Furnishing plans and studies of post commissaries at other Indian Wars sites were consulted, as were biographies and autobiographies of army personnel and dependents. In addition the military records of the posts were studied.

However, more indepth research needs to be conducted for the exhibits to be upgraded to meet Park Service standards. For this to be accomplished the preparation of a furnishing report is required. In addition, Fort Davis National Historic Site is not eligible to receive furnishings from the National Park Service Clearing House at Harpers Ferry, West Virginia for the Commissary because of the absence of an approved furnishing plan.

Current Management Actions:

This refurnished structure plays a vital part in the overall interpretation of the site. It is on the National Register of historic properties. The Post Commissary is open daily to the public on a self-guiding basis. Visitors can view the rooms of the building through plexiglass panels that have been constructed in the doorways. In the years the Commissary has been open, major furnishing items have not been changed. Items and exhibits which the park staff felt were accurate and would enhance the interpretation of the building, have been added.

Alternative Actions and Probable Impacts:

A. No action (Continue Present Management). Under this alternative, the site would continue to manage the Commissary as it has for the past 10 years. However, without an approved report, furnishings can be changed at will and inaccuracies in the treatment and interpretation of the Commissary can result. In addition, failure to interpret pertinent themes or life styles can result.

B. Close Commissary to the Public. This would very definitely result in adverse public reaction and is an unwarranted extreme. Although the exhibits need upgrading they are basically correct and the furnishing will remain better protected and in better condition if the Commissary remains open.

C. Prepare a Furnishing Report. This action would result in a more accurate representation of post operations at Fort Davis in the 1880s. The report would have no impact on the structure and would prevent alterations being made that could be detrimental to the historical integrity of the Commissary.

Recommended Course of Action; Reasons

Alternative C is recommended. A report will be prepared that will determine dates regarding the occupancy and appearance of the Commissary in the 1880s. It would also describe the recommended furnishings, providing documentation for each object and would make recommendations for installation, maintenance and security. Neither alternatives 1 or 2 are considered viable in view of the Park Service's standards, effective public service, and possible adverse public opinion.

Requirements to Accomplish Action

Research: The Preparation of a complete (parts 1 and 2) Historic Furnishing Report for the following building:

1. Post Commissary - HB-37

Operations: $15,000

ESOURCE PROGRAMMING SHEET

1987 Year FY ~~1986~~ 1 $1000	1988 Current FY ~~1987~~ Fund. WY	1988 Current FY ~~1987~~ Fund. $	1988 Current FY ~~1987~~ Add. Req. WY	1988 Current FY ~~1987~~ Add. Req. $	1989 Next FY ~~1988~~ Fund. WY	1989 Next FY ~~1988~~ Fund. $	1989 Next FY ~~1988~~ Add. Req. WY	1989 Next FY ~~1988~~ Add. Req. $	1990 FY ~~1989~~ Fund. WY	1990 FY ~~1989~~ Fund. $	1990 FY ~~1989~~ Add. Req. WY	1990 FY ~~1989~~ Add. Req. $	1991 FY ~~1990~~ Fund. WY	1991 FY ~~1990~~ Fund. $	1991 FY ~~1990~~ Add. WY	1991 FY ~~1990~~ R $
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Project Statement Title: FODA C-8 Artifact Preservation

Need For The Proposal: Due to space limitations and the size of the collection artifacts are stored in different locations in the park. None of the locations have fire suppression systems, the proper temperature and humidity controls and the objects are more susceptible to theft in this situation; Some of the objects are in need of professional treatment.

Impact Categories \ Alternative Actions	Preferred Action C	No Action A	Alternative B	Alternative
	Consolide storage. Space to contain proper environmental controls and fire suppression system.		Treat objects needing stabilization.	
Vegetation & soils				
Wildlife				
Water resources and water quality				
Wetlands and floodplains				
Cultural resources	Life of objects needing stabilization extended. All objects will be stored under optimum conditions to prevent loss	Collection will continue to deteriorate and be threatened by possible theft or fire.	Life of objects needing stabilization extended. Overall collection will continue to deteriorate and be threatened by possible theft or fire.	
Air quality				
Aesthetic values				
Visitor use and interpretation	Objects will be more readily available for use by researchers and in exhibits.	Retrieval and appropriate use of artifacts for research and exhibit purposes will continue to be impaired.	Retrieval and appropriate use of artifacts for research and exhibit purposes will continue to be impaired.	
Other				

Project Statement Title: FODA C-11 Prepare Furnishing Reports: HB-2 (Officer's Quarters), HB-277 (Officer's Kitchen)

Need For The Proposal: Exhibits in these two furnished buildings do not meet NPS standards. Park is not eligible to receive furnishings from NPS clearinghouse for buildings because of the absence of approved furnishing plans.

Impact Categories \ Alternative Actions	Preferred Action C	No Action A	Alternative B	Alternative
	Prepare furnishing reports for the two buildings.		Close buildings to public.	
Vegetation & soils				
Wildlife				
Water resources and water quality				
Wetlands and floodplains				
Cultural resources			Furnishings might not be well protected and their condition may deteriorate.	
Air quality				
Aesthetic values				
Visitor use and interpretation	Result in more accurate representation. Improved interpretation.	Furnishings could be changed leading to inaccuracies. A failure to interpret pertinent themes or life styles could result.	Adverse public reaction will result.	
Other				

Project Statement Title: FODA- C-17 Preserve Historic Structures

Need For The Proposal: The Park cannot properly fulfull its mandate to protect and conserve the cultural resources it was established for.

Impact Categories \ Alternative Actions	Preferred Action C	No Action A	Alternative B	Alternative
	Develop long term preservation strategy utilizing MMS, HSPG and HSR. Short term, start obtaining additional funding to take care of most immediate needs.	Continue taking care of most critical needs within existing funding and staffing levels. Utilize MMS, HSPG & HSR as much as possible as they are developed.	Develop strategy- below policy standards.	
Vegetation & soils				
Wildlife				
Water resources and water quality				
Wetlands and floodplains				
Cultural resources	Will be maintained at NPS standards.	Gradually some will be lost.	Some will be lost forever.	
Air quality				
Aesthetic values				
Visitor use and interpretation	Will be maintained at current levels.	Will gradually be effected.	Will be effected.	
Other				

Project Statement Title: FODA C-18 Inventory, Catalog And Accession Collection

Need For The Proposal: To achieve collection accountability.

Impact Categories \ Alternative Actions	Preferred Action D Hire permanent part-time museum aid and supplement with seasonal labor.	No Action A	Alternative B Hire seasonal labor	Alternative C Hire permanent part-time museum aid
Vegetation & soils				
Wildlife				
Water resources and water quality				
Wetlands and Floodplains				
Cultural resources	accountability for the collection would be provided in the shortest possible time.	loss of objects may occur through ignorance or theft.	total accountability would take 6 years.	annual training need elimated and skill level increased with probability of some person doing work.
Air quality				
Aesthetic values				
Visitor use and interpretation				
Other				

Project Statement Title: FODA C-19 Prepare Furnishing Report: HB-37 (Post Commissary)

Need For The Proposal: Exhibits in this furnished building do not meet NPS standards. Park is not eligible to receive furnishings from NPS clearinghouse for building because of the absence of an approved furnishing plan.

Impact categories \ Alternative actions	Preferred Action C Prepare furnishing report for Post Commissary	No Action A	Alternative B Close building to public	Alternative
Vegetation & soils				
Wildlife				
Water resources and water quality				
Wetlands and floodplains				
Cultural resources			Furnishings might not be well protected and their condition may deteriorate.	
Air quality				
Aesthetic values				
Visitor use and interpretation	Result in more accurate representation. Improved interpretation.	Furnishings could be changed leading to inaccuracies. A failure to interpret pertinent themes or life styles could result.	Adverse public reaction will result.	
Other				

III. NATURAL RESOURCE MANAGEMENT PROGRAM

A. Overview and Needs

The natural resources within the site are considered to constitute a part of the historic scene, in accordance with National Park Service Management Policies. This calls for a particular sensitivity on the part of management. In past years vegetative management has largely followed the personal inclination of the superintendent. There had been no research document upon which to base any sort of management plan.

The park now has an Historical Vegetation Study and an Historic Scene Management Plan based upon that study. Some of the actions recommended in the plan have already been initiated. The principal actions have been to remove heavy brush and other vegetation from the First Fort area of Hospital Canyon, and prescribe burn. During this operation a number of previously unknown building sites assoicated with the First Fort were revealed. Another prescribed burn in the area north of the Second Fort was carried out this spring (1987) and the ground will be gone over by an archeologist soon. In order to continue the restoration of the historic scene, within the limits of practicality, the prescribed burn and manual removal of vegetation, N-5, must continue.

The park does not have a complete inventory of its natural resources, N-4. In the process of utilizing prescribed fire to restore the historic scene, unknown populations and habitats including possible species protected by law, may be unintentionally adversely impacted. Proper management actions can not be taken without this complete inventory.

Repair and install boundary fence, N-2, is needed along the west and southwest boundary of the park. This section dates from the 1930's and there are certain areas where no fence exists. This will eliminate the current problems of trespass/unauthorized grazing and deer being entrapped and dying trying to go over the fence. This project includes, prior to the fence replacement, a re-survey of this area to reconfirm the location of the park boundary.

In order to protect the cultural resources, for which the site was established, from certain plants, animals and insects an Integrated Pest Management Plan, N-3, needs to be developed. The plan will be put together over time as pests are identified as a problem.

FODA-N-2-Repair/Install Boundary Fence

Statement of Issue or Concern

Since the establishment of Fort Davis NHS in 1963, the existing fence on the west and southwest boundary of the park has not been replaced. The fence was built in the 1920's or 1930's and is in an advanced state of disrepair. Fence posts are broken, leaning and missing. Fence wire is down or missing in several sections. Of the .7 miles along this area, .1 to .2 miles are not fenced at all. Tresspass and unauthorized grazing occur on about 200 acres of the park. Prehistoric resources have been impacted by unauthorized grazing. There is evident that deer have been entrapped and died trying to go over the fence.

Current Management Actions

The boundary fence is inspected every year. Temporary repairs are made at the time of inspection or upon report of trespass. Reports of trespass and unauthorized grazing are investigated and appropriate action taken on a case by case basis.

Results of Current Actions

Repairs are temporary and do not solve the problem of trespass and unauthorized grazing with its resulting cultural and natural impacts to the park. Incidents of deer being entrapped and dying trying to go over the existing fence continue.

Alternative Actions and Probable Impacts

A. No action: Condition of fence will continue to deteriorate. Trespass and unauthorized grazing will continue. Adverse impact upon archeological resources and wildlife will continue. Time-consuming, expensive temporary patch work type repairs will have to go on.

B. Rehabilitate existing fence: Inspect fence, determining amount of wire and number of posts needed. Install new fence posts and new wire where necessary.

C. Install new boundary fence: Remove existing fence and install .7 miles of new, four strand, barbed wire fence.

Recommended Course of Action, Reasons

Alternative C, install new boundary fence is the recommended management action. A survey is needed to confirm the location of the park boundary. (The last survey was in 1974.) Upon completion a monitoring program can then be implemented to determine the effectiveness of the new fence upon trespass, unauthorized grazing, and wildlife (deer) impacts.

FODA-N-3 INTEGRATED PEST MANAGEMENT

Statement of Issue or Concern:

The cultural resources at Fort Davis include a wide range of structures and objects from adobe ruins to Victorian parlor furniture. These resources are constantly under attack from environmental forces as well as the flora and fauna populating the site. While the natural aspects of Fort Davis are important, certain plants, animals and insects must be kept in check to protect the resources for which the site is unique.

In the past pesticides were routinely used to control problem plants and animals. Recently, however, the concept of Integrated Pest Management (IPM) was adopted by the Park Service. With IPM, pesticides are used as a last resort, and after careful study of the pest.

Organisms which have been of concern at Fort Davis include: Subterranean termites, webworms, mice in the historic structures, weeds and grasses invading the ruins and foundations, ground squirrels, and birds nesting on the refurnished historic structures.

Current Management Actions

Actions taken at present include monitoring for pests, by trapping and observation. The Museum Technician monitors for insects in the main museum storage area with Mr. Sticky insect traps, and for mice in various buildings with snap traps. Insects are watched for in the historic buildings while they are being cleaned, and any unidentifiable insect is taken to the county agent in Alpine for identification. Then a decision is made as to whether the insect is at acceptable levels or not. Generally, most insects are kept under control by regular housecleaning. One exception has been with subterranean termites, as no level of activity in a structure is acceptable. A pesticide, Dursban TC, was used with WASO approval in 1986 to eradicate termites from a historic structure.

Weeds growing on the ruins and foundations are not acceptable at any level, and herbicides have been used in the past to control such vegetation.

There is no IPM plan at the park at present. Monitoring and deciding if an injury level is being approached or has already occurred is the current management action.

Results of Current Actions

Injury levels are acceptable under current actions. Ground squirrels and birds are currently under study. Monitoring has helped identify potential problem organisms so that a decision can be made before they become a major problem.

Alternative Actions and Probable Impacts

a) No action (continuance of present management): Pests will continue to be managed as they are identified as a problem. Plans for management will not be written until action must be taken. It is possible that damage to the resources may occur if plans are not prepared.

b) Write a park IPM plan, in which all potential pest are identified, with courses of action outlined for each pest. The Museum Technician, who is the IPM coordinator, would write the plan.

Recommended Course of Action, Reasons

Continuance of present management is the most realistic at this time. In most cases, the pests are identified and a decision is made before damage occurs. In this way a plan of action is decided upon and written in case the pest becomes troublesome again, and an IPM plan will, over a period of time, evolve.

FODA-N-4-Inventory/Assessment of Natural Resources.

Statement of Issue or Concern

The park does not have a complete inventory of natural resources (Flora and Fauna.)

An Historic Scene Management Plan has been written which identifies objectives for restoring the vegetative scene to its appearance during the fort's historic period. One method of restoring the historic scene is prescribed fire.

A Cultural Resources Base Map has been published (1986) which identifies cultural and archeological resources within the park's 460 acres.

The Endangered Species Act require federal agencies to insure that their actions will not likely jeopardize the continued existence of any endangered or threatened species or result in adverse habitat modification critical to the welfare of the species (16 USC 1535a).

An inventory is needed to identify completely populations of flora and fauna present at the historic site. If any threatened, endangered or category 1 and 2 species are found an assessment would be needed to determine what effect proposed management actions, such as prescribed fire will have upon those identified populations and habitat.

Current Management Actions

The park maintains an herbarium of common plants found on the site. A list of wildlife observations is also maintained. A inconclusive (informal) survey has been made which shows that some USFWS category 1 and 2 plants and mammals may or may not be present.

Results of Current Actions

While park management has a general understanding of the flora and fauna of the park, future management programs may have an unintentional adverse impact upon protected resources.

Alternative Actions and Probable Impacts

A. No. Action: If no action is taken, the park will continue to operate without a complete inventory of flora and fauna. No assessment can be made to guide management in future actions for protecting threatened, endangered category 1 and 2 species and their habitat.

B. Analyze data already in park files: Based upon information already collected, provide management with a summary of Flora and Fauna known to be present and

subjectively predict the likelihood of the presence of endangered, threatened, category 1 and 2 species and their habitat.

C. Conduct inventory of Flora and Fauna: Using information already collected and on-site surveying techniques, conduct an inventory of flora and fauna present within the National Historic Site. Compile findings of the survey in a document to guide management in protecting these natural resources.

Recommended Course of Action; Reasons

Alternative C, conduct complete inventory and population locations of Flora and Fauna, is the desired course of action. Management action would be the continuing of programs while an inventory is conducted. As stated in the alternative, research by qualified biologists is needed to produce the inventory. As assessment program based on the recommendations of the survey would then be completed.

FODA-N-5- Prescribed Fire Program

Statement of Issue or Concern

Since the establishment of Fort Davis National Historic Site in 1963, land use has changed to favor vegetation growth. Such land use has led to an unintentional altering of the vegetative appearance of the park and a potentially hazardous fire fuel load.

In 1981, a research study, "The Historical Vegetative Aspect of Fort Davis, Texas," was written and published under NPS contract by Dr. James T. Nelson of Sul Ross State University. The report investigated the historical vegetation appearance of the fort and concluded that vegetation patterns had changed to a relatively over grown state. Among various recommendations made by Dr. Nelson were the application of prescribed fire.

Using Dr. Nelson's study, Laura Souliere, Survey Historian, Southwest Regional Office (SWR), wrote an "Historic Scene Management Plan" in 1983. The plan identifies five geographic zones in the park and recommends appropriate vegetation reduction methods for each. Prescribed fire is identified in each zone as a reduction method.

An Archeological Survey and Cultural Resources Base Map was prepared by SWR Archeologist James Ivey in 1986.

Current Management Actions

The park has constructed a fire weather monitoring station and is taking regular weather readings. Park staff are trained, certified and equipped for wildland fire suppression. During February of 1986, one forty-acre prescribed fire was conducted in Hosptial Canyon.

Results of Current Actions

Park management is ready to implement the recommendations of the Historic Scene Management Plan. Geographic sections of the park are identified for prescribed fires in accordance with this Plan. The prescribed fire in Hospital Canyon demonstrated the feasibility of prescribed burning for vegetation reduction and enabled Archeologist Ivey to identify before unknown locations of cultural resources in the canyon. A monitoring program is needed, however.

Alternative Actions and Probable Impacts

A. No Action: No action would halt existing efforts to restore the vegetative scene and reduce fire fuels. The vegetative scene will continue as a misrepresentation of the historic period. Fire fuels will continue to accumulate, posing a threat to cultural resources in the event of a natural wildfire.

B. Parital implementation of the Historic Scene Management Plan: This alternative would be to implement the recommendations of the plan without prescribed fire. This would necessitate the use of herbicides, hand-grubbing, and mechanical removal for the vegetation reduction. A five-year cyclic monitoring program would be needed.

C. Full implementation of the Historic Scene Management Plan: This alternative would be the combined use of hand-grubbing and prescribed fire for the reduction of vegetation. A five-year cyclic monitoring program is needed.

Recommended Course of Action, Reasons

Alternative C, full implementation of the Historic Scene Management Plan, is the most desirable course of action. Management action would be the application of prescribed fire and hand removal of vegetation. Research has already been accomplished with the Cultural Resources Base Map and the Historic vegetation analysis. An inventory of natural resources, especially endangered or threatened species and critical habitat is needed (see FODA N-4 Inventory Assessment of Natural rescources.) A five-year cyclic monitoring system is needed to determine effects of prescribed fire upon the historic scene and the natural resources.

FIVE YEAR RESOURCE PROGRAMMING SHEET

Cultural ___ Natural X Date 08/01/88

Reference Number and Priority	Project Title	Action Type	Last Year FY~~1986~~ 1987 Funded WY	Last Year FY~~1986~~ 1987 Funded $1000	Current FY~~1987~~ 1988 Fund. WY	Current FY~~1987~~ 1988 Fund. $	Current FY~~1987~~ 1988 Add. Req. WY	Current FY~~1987~~ 1988 Add. Req. $	Next FY~~1988~~ 1989 Fund. WY	Next FY~~1988~~ 1989 Fund. $	Next FY~~1988~~ 1989 Add. Req. WY	Next FY~~1988~~ 1989 Add. Req. $	FY~~1989~~ 1990 Fund. WY	FY~~1989~~ 1990 Fund. $	FY~~1989~~ 1990 Add. Req. WY	FY~~1989~~ 1990 Add. Req. $	FY~~1990~~ 1991 Fund. WY	FY~~1990~~ 1991 Fund. $	FY~~1990~~ 1991 Add. R WY	FY~~1990~~ 1991 Add. R $
FODA N-2 #1	Replace/Install Boundry Fence	M								15										
FODA N-3 #2	Integrated Pest Management	RM																		
FODA N-4 #3	Inventory/Assessment of Natural Resources	R								10										
FODA N-5 #4	Prescribed Fire Program	RM								No funding requested at this time.										

Project Statement Title: FODA N-2 Replace/Install Boundary Fence

Need For The Proposal: Existing fence, built in 1920's or 30's on parks west and southwest boundary is in an advanced state of disrepair; down or missing in several sections. This has lead to impacts on the parks natural and cultural resources from trespass and unauthorized grazing. Wildlife (deer) are also being harmed.

Alternative / Impact Actions Categories	Preferred Action C	No Action A	Alternative B	Alternative
	Resurvey and install new fence on parks west and southwest boundary.		Rehabilitate existing fence.	
Vegetation & soils	loss of vegetation from trespass and unauthorized grazing will stop.	loss of vegetation from trespass and unauthorized grazing will continue.	loss of vegetation from trespass and unauthorized grazing will be reduced but not eliminated	
Wildlife	deer will stop being entrapped and dying trying to go over fence	deer will continue to die trying to go over fence.	deer will continue to die trying to go over fence.	
Water resources and water quality				
Wetlands and floodplains				
Cultural resources	Negative impact on prehistoric resources from trespass and unauthorized grazing will stop.	Negative impact on prehistoric resources from trespass and unauthorized grazing will continue.	Negative impact on prehistoric resources from trespass and unauthorized grazing could be reduced but not eliminated.	
Air quality				
Aesthetic values				
Visitor use and interpretation				
Other				

Project Statement Title: FODA-N-3 Integrated Pest Management (IPM)

Need For The Proposal: Parks Cultural Resources are constantly under attack from certain plants and animals. Under current NPS policy pesticides are used as a last resort. Park lacks plan to deal with identified pests in the most effective and environmentally sound manner.

Impact Categories \ Alternative Actions	Preferred Action A	Alternative B	Alternative	Alternative
	Manage pests as they are identified as a problem. IPM plan will be developed over time	Write a park IPM plan		
Vegetation & soils				
Wildlife				
Water resources and water quality				
Wetlands and Floodplains				
Cultural resources	Will be better protected from damage	Will be better protected from damage		
Air quality				
Aesthetic values				
Visitor use and interpretation				
Other				

Project Statement Title: FODA-N-4 Inventory/Assessment of Natural Resources

Need For The Proposal: Park does not have a complete inventory of its natural resources (Flora and Fauna). Without this information future management programs (i.e. prescribed fire) may have an unintentional adverse impact on natural resources including species requiring special protection under the law.

Impact Categories \ Alternative Actions	Preferred Action C	No Action A	Alternative B	Alternative
	Conduct research necessary to produce a complete inventory of Park's Flora and Fauna.	Continue to manage without a complete flora and fauna inventory.		
Vegetation & soils	Management actions will be taken to protect known flora.	May be unintentionally adversely impacted. Resources will not be managed properly due to a lack of basic knowledge.	May be unintentionally adversely impacted. Resources will not be managed properly due to a lack of basic knowledge.	
Wildlife	Management actions will be taken to protect known fauna.			
Water resources and water quality				
Wetlands and floodplains				
Cultural resources				
Air quality				
Aesthetic values				
Visitor use and interpretation	Information about the park's natural resources will be increased.			
Other				

Project Statement Title: FODA-N-5 Prescribed Fire Program

Need For The Proposal: Management tool to return park, within practical limits, to it's historical vegetative appearance and reduce a potentially hazardous fire fuel load.

Alternative / Impact Actions / Categories	Preferred Action C	No Action A	Alternative B	Alternative
	full implementation of the Historic Scene Management Plan	Stop existing efforts to restore the historic vegetative scene.	Partial implementation of the Historic Scene Management Plan.	
Vegetation & soils			May be harmed through the use of herbicides.	
Wildlife				
Water resources and water quality				
Wetlands and floodplains				
Cultural resources	Aids in identifying before unknown locations of historic structures.	fire fuels will continue to accumulate, posing a threat through wildland fire.		
Air quality				
Aesthetic values	vegetative scene will more closely represent the historic period.	vegetative scene will continue as a misrepresentation of the historical period.		
Visitor use and interpretation	provides opportunity to educate public on use of prescribed fire and restoring the historic scene			
Other Financial			labor intensive high cost	

IV. ENVIRONMENTAL ASSESSMENT

The following is a review of all actions proposed within the Fort Davis National Historic Site Resources Management Plan and outlined in the four categories described in the plan.

I. THOSE ACTIONS WHOSE IMPLEMENTATION WILL HAVE A SIGNIFICANT AND MEASURABLE EFFECT ON THE ENVIRONMENT OR ARE HIGHLY CONTROVERSIAL

All projects were considered on their own merit and, in each case, those actions planned do not have a significant and measurable effect on the environment.

II. THOSE ACTIONS WHICH WILL CONTINUE EXISTING MAINTENANCE ACTIVITIES

Projects C-8, C-18, N-2, N-3 and N-5 fall into this category. These projects are already or partially on going and include continued activities by the park staff. These activities may be of management or actual maintenance in character.

III. THOSE ACTIONS WHICH WILL INITIATE NEW MAINTENANCE

Project C-17 falls into this category. This project is discussed in the Resource Management Plan and entail, primarily, a monitoring function of programs to continue after base line research is completed or that place new emphasis on programs already under way within the Historic Site.

IV. THOSE ACTIONS WHICH WILL ENTAIL RESEARCH

Projects C-3, C-9, C-11, C-16 and N-4 fall into this category. These projects all include investigations into various phases of the area's systems prior to development of further management determinations. None of those determinations will require an action plan but may require an environmental assessment.

DETERMINATION: Unless discussed in Section I of this Overview all projects included in the Fort Davis National Historic Site Resources Management Plan and outlined above are research or maintenance in character and do not significantly affect the environment or cause controversy. Therefore, in accordance with the following prograph from "Environmental Assessment and Statements Guidelines", (NPS, December 22, 1976, Chapter 3, Pages 3 and 4).

"Routine maintenance and operation of Parks, small changes in programs for managing resources and providing for visitor use, and similar continously occurring minor actions --- must be taken in ways to ensure protection and enhancement or environmental quality, but a written documentation of their environmental impacts is not required."

NO ENVIRONMENTAL ASSESMENT WILL BE PREPARED.

Appendix A

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APPENDIX B

BASIC MAP FILE

Population Centers. Not Available.

Political Subdivisions. Precinct Map available at Jeff Davis County Courthouse

Land Use. Not available

Outdoor Recreation Facilities. General Development Plan, Davis Mountains State Park, 1964. On file at park.

Transportation, Communication, Utilities. Topographic Sheet Index and Vicinity Map, National Park Service, 1962. On file at park.

PARK SPECIFIC FILE

Topography. U. S. G. S. 715 minute map, 1972. On file at park.

Land Use and Ownership. Available at Jeff Davis County Courthouse.

Soils. Soil Survey at Jeff Davis County, Texas. U. S. D. A., Soil Conservation Service, May 1977.

Hydrology. No maps immediately available.

Vegetation. Nelson, Dr. James T. The Historical Vegetative Analysis of Fort Davis, Texas. Sul Ross State University, Alpine, Texas, August, 1981.

Wildlife. No maps known to be available.

Cultural. Historic Base Map, National Park Service, 1962 on file at park. (This map is very incomplete).
Numerous historic maps or copies thereof of the region are on file at the park.

NARRATIVE FILE

Climate. No specific report is available, but weather records are available for the entire National Park Service period as well as some of the military period.

Socioleconomic Environment. Not available.

Business and Industry. Not available.

Geology. Everett, A. Gordon. Geologic Reconnaissance of the Fort Davis National Historic Site, Texas. Texas Memorial Museum Monograph No. 6, June, 1967.

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Hydrology. Not available.

VI. ANNUAL REVIEW, CHANGES AND DATES

The Resources Management Plan will be reviewed annually by the Superintendent and the Regional Resource Management Plan Coordinator. Necessary changes will be initiated at the field area and will be incorporated into the plan upon the approval of the Superintendent and the Regional Director.

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RESOURCES MANAGEMENT PLAN COORDINATOR — DATE