

INTRODUCTION

This management plan presents two alternatives for the management of Fort Selden State Monument. Alternatives are broad and conceptual in nature. The selected alternative is intended to guide the management and development of Fort Selden for the next 10 to 15 years.

Historic Core

Fort Selden State Monument is only a small piece of the original military reservation, and falls entirely within the historic core of the fort's development. The historic ruins, foundations, and features of the monument represent the history of both the first and second period of the fort's occupation. The parade ground and remnants of the cultural landscape also provide visitors with a sense of the fort's past. A fort-era road runs north to south through the fort, between the headquarters building and the corrals and towards the east side of the trader's store, off the monument property.

Modern monument facilities include the visitor center/administrative building and a gravel parking area, both of which are well within the visitor's view from the fort ruins. The original military reservation is bisected by State Highway 157 that runs along the monument's south side.

ALTERNATIVE A—NO ACTION

Alternative A would continue existing conditions and management at their present levels. No significant change would be made in interpretation and management of the monument. No change or improvements would be made to existing facilities. This alternative is helpful in comparing the effects of the other alternative to the predicted outcomes of continuing the status quo.

General Concept

Under the no action alternative, existing administrative, maintenance, land use, and resource management activities would continue. Resource protection and interpretation would continue at the existing levels, with minimal changes subject to available funding and following current procedures. Loss of original ruins through natural causes would continue. Interpretive programs would continue to focus on the fort's history, primarily from a military perspective. The current introductory video, which highlights Fort Selden's role in New Mexico during the nineteenth-century Indian Wars, would continue to be presented for visitors. Staff and volunteers would continue to present living history programs at their present level of accuracy.

Existing visitor facilities would be maintained to support current activities, and no new facilities would be considered. Improvements to safety, sanitation, and access for persons with disabilities would depend on available funding.

The historic scene would be maintained based on current management practices. The monument would continue to encourage adjacent landowners to use their lands in ways that complement monument values, and losses to the viewshed and archaeological resources associated with the fort remaining on private properties would continue with private development of the immediate area. The staff would continue to foster mutually beneficial partnerships with both the private and public sectors.

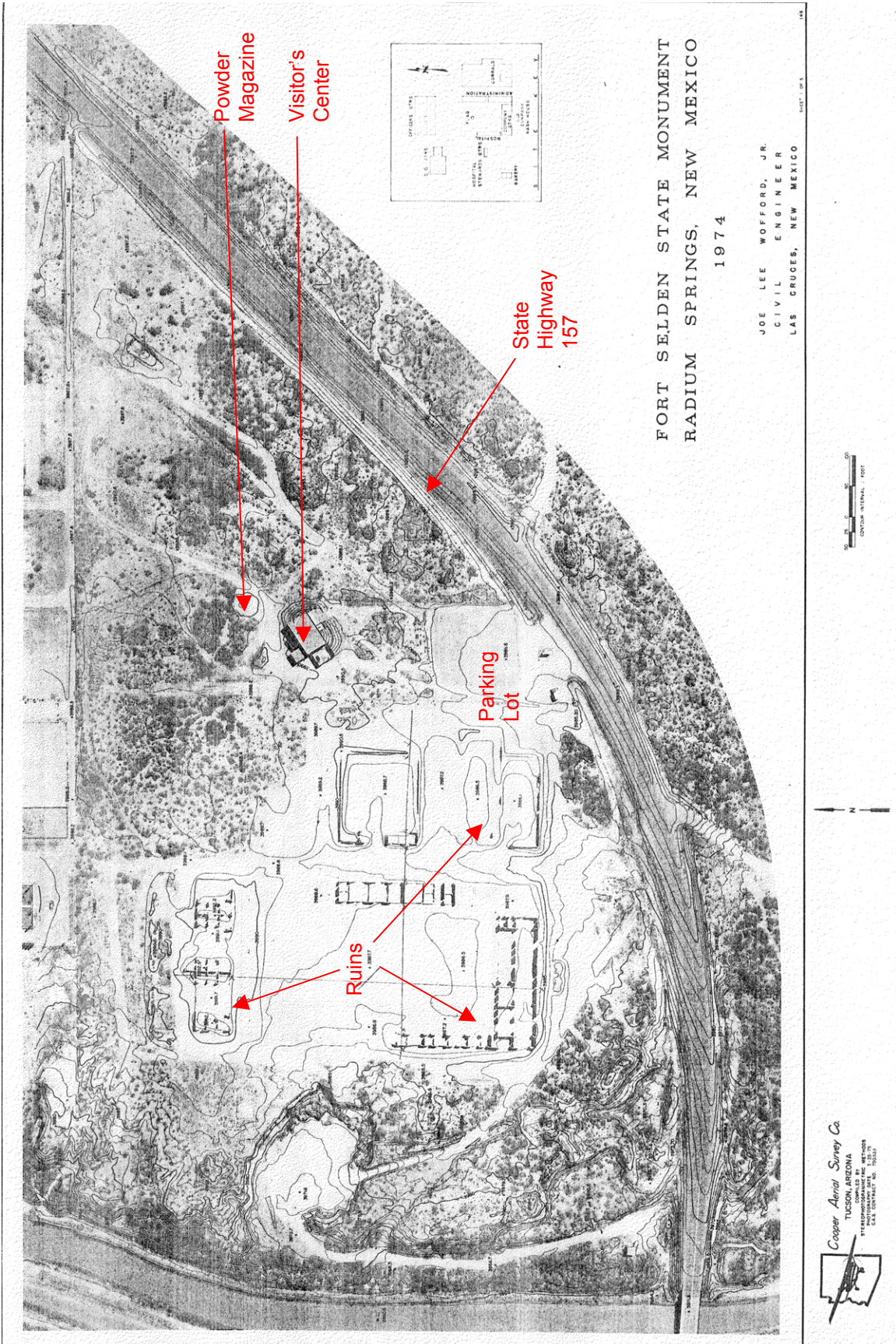


Figure 7

Resources Management

Curatorial. The monument's museum collection encompasses archaeological and historic artifacts, furnishings, photographs, and various nineteenth-century fort records. The monument would continue to maintain the collection in the current condition and would address deficiencies only as resources became available.

Exhibits would be maintained in their current conditions. The limited temporary exhibits would be changed periodically, and items in permanent exhibits would be rotated as possible to help protect and preserve them.

Archaeology. Known archaeological sites would be preserved and protected, using existing monitoring and conservation methods. New information would be gathered only from routine observation.

Historic Fabric. The current conservation approach consisting of limited interventions will continue. They consist primarily of the application of renders, the repair of lower walls, the periodic grading of the surface to insure positive drainage from the walls, minimal amount of reburial of standing walls, and the repair of excessive storm damage when it might occur to the adobe walls. The present treatment also consists of the re-stacking stones from foundations, and the maintenance of the grounds and site vegetation that has become an important feature of the overall understanding of the layout of the site. There is also preservation maintenance related to the interpretive aids such as the wagon, shelters, benches, and signage. No further information would be gathered about the locations of additional structures and features.

It is estimated that there will be standing walls into the second half of the 21st century. Present staffing will be the same as present, or approximately 100 workdays.

Historic Core. Traffic on State Highway 157, along the south boundary of Fort Selden State Monument, will continue to increase as the immediate area develops. The present monument parking area would not be modified or changed.

Interpretation

The story of Fort Selden would continue to be presented primarily from the viewpoint of the military. Programs would emphasize the role the soldiers played in ending the frontier Indian Wars, removing Native Americans from the area, and contributing to the Hispanic and Anglo development and settlement of the area.

Staff training would be based on available funding, to provide essential or basic level competencies. Educational programs and services would continue at their present levels.

Research into nineteenth-century military and civilian records would continue, to ensure the accuracy and quality of interpretive programs, literature, and exhibits. The living history clothing and equipment used by monument interpreters would be sustained at current levels. Staff and volunteers would continue to include a resource protection message in all orientation talks and interpretive programs.

The current number of volunteers would be maintained, and new volunteers would be recruited. Volunteers would be used for interpretive, visitor service, historical research, and maintenance purposes. No plans or studies would be conducted.

Development and Operational Costs

No major changes would be made to the facilities, and improvements would be made only as funding permits. Existing facilities and structures would continue to serve their present functions. Only routine maintenance would be carried out. Continuing maintenance costs will include the replacement of the roof. The building is not in compliance with the Americans with Disabilities Act. To bring it into compliance will, at a minimum, require the replacement of the existing restrooms at an estimated cost of between \$100,000 and \$140,000.

The staff would be maintained at its current level of three full-time permanent employees and a six-day a week operation. The monument budget would increase only for inflation.

ALTERNATIVE B—NMSM PROPOSAL

This alternative describes the State Monuments proposal.

General Concept

This alternative emphasizes a well-balanced program of preservation, resource protection, and interpretation. The cultural landscape would be defined, and the historic landscape would interpret the 1870s fort period to the extent feasible. The existing visual impact of the visitor center would be mitigated either through its replacement in a less visually and archaeologically sensitive area or through alterations to the existing structure. The parking area would be moved away from the historic ruins.

New interpretive materials would be prepared for the visitor center and along the trail at the historic ruins. The interpretation would be restructured to include broader interpretive themes highlighting the more complex role of Fort Selden in the history of New Mexico and the West. The intensity of the prehistoric and historic use of the area of the military reservation as a cultural and geographic crossroads would be emphasized. Interpretation of the different emphases of the fort during its two periods of occupation would be included. The fort's interpretation would include the multicultural relationships interwoven into its history and prehistory, and the interpretation of the Buffalo Soldiers would be enhanced.

Interpretive programs would not only provide information about the role of the military in southern New Mexico but would also emphasize the roles played by Native Americans and civilians. Educational programs would be enhanced through up-to-date technology, increased outreach, a research library, academic publications, more use of volunteers, increased staff, and more active partnerships with educators. The relationship with Leasburg Dam State Park would be enhanced, and a cooperative relationship would provide broader cultural and natural history interpretation and greater visitor services.

The monument would continue to encourage adjacent landowners to use their land in ways that complement monument values, thereby promoting the natural and scenic character of the landscape. Adjacent lands would be acquired as opportunity and funding permit. Mutually beneficial partnerships with educational institutions, private organizations, and individuals would be fostered and improved.

Outreach and Partnership

The web site would provide curriculum-based educational materials for grades kindergarten through 12 for onsite and offsite use. The web site would have updated and detailed monument information. Web pages would provide authoritative information on the Buffalo Soldiers who served at Fort Selden and other southern New Mexico forts. Links would give web site visitors access to other educational Internet sources containing information on the black soldiers who served in the nineteenth-century army.

Current partnerships with the Friends of Fort Selden State Monument, the Mesilla Valley Museum Consortium, and other local and area organizations whose focus is resource protection, would be expanded. New partnerships with other preservation organizations and agencies would be actively developed.

The existing research library would be expanded and upgraded and would have adequate space to grow within the new visitor center. New publications and documents would be added and actively sought, and the facility would be more accessible and user friendly for researchers as well as volunteers and the monument staff.

Organizational Effectiveness

Increases in staffing and operational funding would enable the Monument to return to a seven day a week operation from the present six day. A regular program of cyclic maintenance of the fort ruins would be implemented. The seasonal preservation crew would provide four months of

intensive preservation maintenance of the ruins each year.

Staff would be able to devote time to development of school curricula on the fort's history and work with local school districts for use of the Monument as an outdoor classroom.

The Monument Manager would become greater involved in community activities in nearby Las Cruces to highlight the importance of the Monument in the marketing of the area as a tourist destination.

Resources Management

Curatorial. The monument's museum collection encompasses archaeological and historic artifacts, furnishings, photographs, and various nineteenth-century fort records. Other artifacts to enhance the existing collection for purposes of exhibits, interpretation, living history, and protection of artifacts original to Fort Selden will be identified and actively sought.

The conditions necessary to preserve and protect the museum objects would be identified and corrected. Spaces where artifacts will be stored and displayed would have environmental controls. Staff would receive continued training in museum collecting and curation.

Office space would be increased. Curatorial training and research materials would be added to the research library.

Appropriate artifacts would be identified and actively sought to enhance the fort's interpretation. Display space would house both permanent and temporary exhibits. The museum exhibits would be completely restudied and redesigned for the new spaces. Policies will be developed for temporary exhibits, and exhibits will be sought actively from other sources in addition to the temporary exhibits created by the staff and the MNM. Partnerships will be developed with other historic parks and sites for sharing research and expertise to generate temporary exhibits that can travel to each historic property.

Archaeology. An archaeological survey of the entire monument property would be conducted

by historical and prehistorical rchaeologists. An archaeological overview and assessment would be completed as part of the basic cultural resources documents to be prepared for the monument. A base map would be prepared for only in-house use, identifying all known archaeological sites and areas within the monument property as well as those previously recorded by archaeologists within the entire Fort Selden Military Reservation.

Archaeological sites would be preserved and protected using existing as well as more advanced methods of monitoring and conservation as they become available. Information gathered from analyzing, evaluating, and identifying artifacts from the sites would be shared with the public through exhibits and publications as appropriate and synthesized into the recorded history and prehistory of the monument. Interns would be sought to assist with recording data and evaluating sites. Other information gained from archaeology would be incorporated into temporary and permanent museum exhibits as appropriate.

Historic Fabric. The preservation approach will emphasize the protection of the tops of the walls by capping with natural adobes, the protection of the wall bases, the reconstruction of significant structural features, such as corners, and wall intersections, the grouting of holes and voids, the application of sacrificial surface renders, and limited amounts of directed reburials.

Adobe caps will be applied to all the walls that retain structural integrity. The bases of the walls will be repaired with natural adobes integrated into the wall system. The reconstruction will be limited to the locations of historic intersecting walls and corners, and only to the extent necessary to provide stability to long freestanding walls. The grouting will address the critical issues associated with surface delamination. The application of sacrificial renders will be used selectively in areas that are particularly vulnerable to the most severe surface erosion and will be limited in scope. Walls that collapse will be reconstructed in the form they existed prior to their loss, particularly if their loss compromises the integrity of other

wall systems, and if they are needed to understand the basic layout of rooms. Walls that are not necessary for structural stability or interpretation and are less than two feet high will be reburied. The reburial treatment will reflect the basic geometry of the walls that are reburied. A corner will appear as a corner, not as a rounded mound. A linear wall will appear linear. Low walls that are in very poor condition presently will be reburied if possible, or allowed to deteriorate naturally. Some examples are in the area of the corrals and the officer's quarters.

Deterioration will continue, the present character will continue into the foreseeable future. It is estimated that over the next 50-75 years there will be 75% of the present ruins remaining in the present basic form. The interventions will require major efforts in capping the walls, the reconstruction of missing wall intersections and corners and the grouting. This should occur as soon as possible and as funding is available. The preservation maintenance of these conditions will require an increase in staff time from the present approximate 100 person days per year to approximately four to five times that or the equivalent of two full time persons. There will also be cyclic activities on approximately 10-15 year cycles to address the normal decay of some of the repairs. Traumatic loss by storms will require emergency treatments. A manual for the cyclical maintenance of the ruins will be prepared for use by the staff.

Part of the comprehensive preservation program will be an inspection and monitoring program that will continually update information on the site and the site structures and features. The information will be used to continually plan for future preservation activities and approaches.

A cultural landscape study would be completed. Recommendations from the report would be implemented as appropriate.

After the archaeological survey and the basic cultural resources documents are completed, the NMSM will make decisions about which additional buildings, structures, and features are appropriate for additional treatments such as delineation or *partial* reconstruction. These decisions will be made in consultation with the

Historic Preservation Division and other scholars in history, historic preservation, adobe conservation, and archaeology. In the meantime, the ruins will be conserved as stated above.

Historic Core. Recordings of bugle calls and other military sounds of the 1880s would be produced and played daily as appropriate. Amplifying equipment would be installed to project these sounds in the area of the parade ground and other appropriate locations.

The present parking area would be removed, and a new parking area would be installed away from the viewshed of the historic ruins. Spaces for cars, buses, motor homes, and visitors with disabilities would be provided in the new parking area.

Routine patrols of the grounds and structures would increase under this alternative. Interpretive messages and enforcement would be used to reduce noise levels in the parking area from motor vehicle noise, especially from motor homes and buses that do not turn off their engines after parking. Other noise and air quality pollution, such as from vehicles on the highway and from overflights, would be monitored in an effort to maintain the visitor experience and to ensure protection of historic resources.

Interpretation

The foundation of the interpretive programs would be the story of Fort Selden presented from the viewpoints of the various cultural groups associated with its history. The complete history of both the first and second occupations of the fort would be addressed. The story would be interpreted from the perspective of the military and also from the perspectives of the Buffalo Soldiers, Native Americans, and civilians.

Staff would be increased and trained to ensure a highly professional and accurate level of interpretation. Curriculum-based educational programs and services would be developed for grades kindergarten through 12. Orientation talks and interpretive programs would include a resource protection message and information about natural resources.

Ongoing research into nineteenth-century military and civilian records would ensure the accuracy and quality of interpretive programs, literature, and exhibits. Living history clothes and equipment would be upgraded and adequate storage provided. A rigorous training program for living history volunteers would be developed and implemented to assure accurate, professional representations. Staff will travel to other living history sites as part of their continued training.

Volunteers would be sought actively. Support for living history and resource management groups would be provided.

Development and Operational Costs

The renovation and expansion, or replacement of the visitors center would be the primary capital cost of the alternative. The alternative calls for expanding the currently available space by between 4,000 and 7,000 square feet. When added to the existing 2,972 square foot building, a final structure of between 7,000 and 10,000 square feet would be realized. In addition to size, the cost would also vary according to the grade of construction used. The following table illustrates the range of possible costs for the visitors center expansion. The costs include building construction, professional fees and furnishings, but do not include exhibits.

	Total Area	Medium Grade	Premium Grade
<i>Renovation / Expansion</i>	7,000 s.f.	\$890,000	\$1,130,000
	10,000 s. f.	\$1,350,000	\$1,690,000
<i>Replacement</i>	7,000 s.f.	\$1,175,000	\$1,720,000
	10,000 s.f.	\$1,630,000	\$2,380,000

The alternative also recommends that the existing gravel parking lot be replaced by a new paved lot further removed from the ruins, most likely at the eastern edge of the site. For a fifty-car lot with asphalt paving and concrete curbs, the cost would range between \$145,000 and

\$200,000. The cost includes reclaiming the existing parking lot with native plantings.

Funding will be sought for an increase of three fulltime equivalent (FTE) positions. This will include two additional Monument Rangers at an annual cost of \$35,356 each and a seasonal laborer preservation crew of three employees for four months at a cost of \$7,616 each. The total cost of the three FTEs would be \$93,555.

An additional increase of \$100,000 would be sought to provide the necessary supplies and materials for the preservation crew and to fund staff training, purchase of educational materials and increased maintenance and utilities resulting from the new visitor center facility.

Actions

Facility and Development Changes

- Expand the existing Visitor Center by between 4,000 and 7,000 square feet. The expansion can be achieved either by the expansion / renovation of the existing building, or by its replacement with a new building.
- The facility shall be in full compliance with ADA requirements and be energy efficient.
- Minimize the impact of visitor center on the ruins, either by relocating the building to a more remote location, or by alterations to the existing building.
- Evaluate the needs of the administrative offices, museum exhibits, collections storage, sales, visitor services, outdoor interpretation, living history, and maintenance. Design an expansion, or new building to address current and future needs.
- Redesign the museum exhibits and install them with state-of-the-art exhibits capable of keeping pace with advancing interpretive and educational technology.

- Remove the existing parking area and restore the area to its historic appearance. Build a new paved parking area away from the historic ruins. Designate an overflow parking area.

Landscape

- Develop a cultural landscape plan for the monument and implement selected recommendations.

Staff

- Seek funding for 2 new employees. Increase funding for maintenance of the new facilities. Increase funding for staff training, travel, and educational materials.
- Fund a seasonal preservation crew of three temporary employees.

Interpretation

- Enhance the Buffalo Soldier, Native American, and civilian perspective in interpretive programs, literature, and exhibits.
- Acquire additional items for new exhibits and rotation of artifacts in permanent exhibits.
- Produce a new informational video to introduce the visitor to the site.
- Add historical sounds to the fort grounds.
- Produce a site brochure and trail guide.
- Upgrade the existing wayside exhibits.
- Interpret the original Commanding Officers quarters by delineating its remaining foundation.
- ***Develop a photo exhibit of the historical appearance of the fort to be installed in front of each of the four sides of the fort's ruins.***

Plans and Studies

Under this alternative, the following plans would be written and studies would be conducted:

- boundary survey
- comprehensive archaeological survey
- basic cultural resources documents
- archaeological overview and assessment
- base maps
- known archaeological sites within the monument and in the former military reservation
- fort-related historic resources
- troop movements
- ethnographic resources and sites
- administrative history
- interpretive prospectus
- exhibit plan
- special history studies, especially those identified as necessary for new exhibits, interpretation, and to assist in completing other studies
- cultural landscape report
- archaeological and ethnographic collection studies
- archaeological data recovery studies
- collection management plan
- collection condition survey
- cultural resources management bibliography
- ethnohistory
- oral histories and life histories
- natural resource management plan and fauna study

ALTERNATIVES CONSIDERED BUT REJECTED

A range of alternatives were considered for the preservation of the ruins. Three alternatives were considered and rejected. One alternative, a comprehensive preservation maintenance approach, is presented in this document as the preferred alternative of the NMSM.

Comprehensive Reconstruction

Alternative B recommends the possible *partial* reconstruction or delineation of some of the fort's lost structures as a means of interpretation after the appropriate archaeological and cultural resources documentation has been completed. Such a restoration would be accomplished in accordance with accepted standards, including the Secretary of the Interior's.

However, a more comprehensive reconstruction of the entire fort, or a significant portion of it, has also been proposed by interested parties at various times in the past. Such a reconstruction would require the removal of standing ruins. The purpose of a reconstruction of this magnitude would be to increase the interpretive value and opportunities of the site. The reconstructed spaces would increase educational opportunities, as well as providing additional spaces that could be used for meeting and special programs.

Based on the condition of its ruins, and its potential interpretive value, a portion of the fort's original Administrative Building located along the southeast corner of the parade ground would perhaps offer the best potential for reconstruction. (See Figure 8.) The south section of the building would be the most logical choice, as there would be minimal loss in historic fabric. The reconstruction of the area of the Sally Port would have more interpretive value but would require the removal of some existing historic walls.

The standing adobe wall fragments are recognized on both the New Mexico Register of Cultural Properties and the National Register of Historic Places as the extant ruins of Fort Selden. The Secretary of the Interior's Standards for the Treatment of Historic Properties

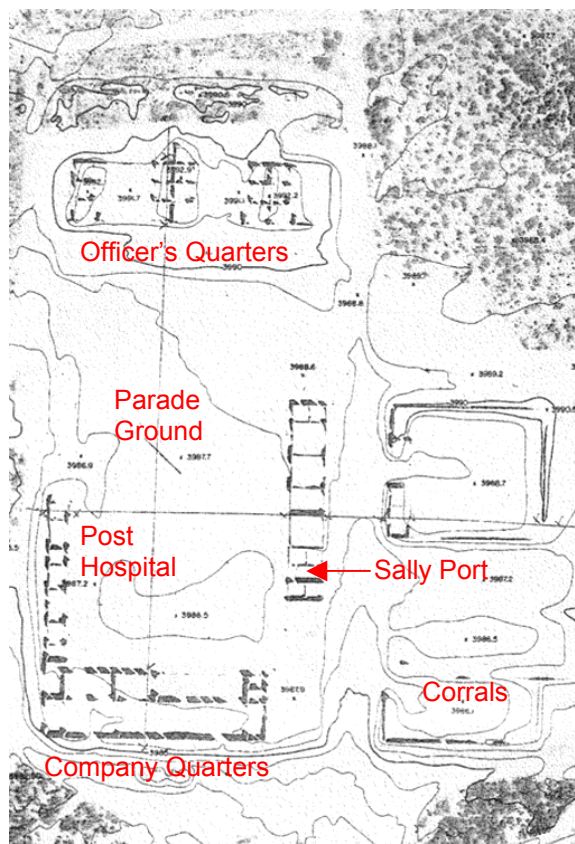


Figure 8 – Detailed Plan of Ruins

north ↑

recognizes four distinct treatment approaches - preservation, rehabilitation, restoration and reconstruction. The four approaches are listed in descending order of preference. In other words, preservation is the most preferred option, and reconstruction is the least preferred. Reconstruction is to be used only to replace missing elements or complete structures. The Secretary's Standards for Reconstruction specifically state, "Reconstruction will include measures to preserve any remaining historic materials, features, and spatial relationships." It is therefore not permissible, under the standards, to remove a standing historic ruin in order to reconstruct a facsimile of the original building. The use of public funds, or the participation of a public entity in such an undertaking, is not permitted by either state or federal law. For this reason alone, comprehensive reconstruction is not an acceptable option.

Additionally, the cost of a comprehensive reconstruction would be prohibitive. While there are adequate photographs to permit a reasonably accurate reconstruction of the building's exteriors, interiors appropriate for interpretive purposes would by necessity be more conjectural than is currently acceptable.

Protective Shelters

This alternative is the most controversial, as it would introduce a completely new element that would intrude into the historic scene. The intent of the shelters would be to provide the maximum protection to the historic fabric.

As proposed, the shelters would be limited to Officer's Row, as this is the most vulnerable section of the remaining ruins and, historically, was the most architecturally consistent. The vulnerability and the repetitive nature of the quarters suggest a shelter system that would protect the ruins by echoing the basic schematic form of the historic structures. A comprehensive preservation maintenance program would protect the remainder of the structures. The construction of protective shelters would reduce the treatments of wall capping, surface renders and grouting.

Because the structures would be open on their sides, erosion from wind and horizontally driven rain would remain a factor, as would the effects of the freeze/thaw cycle and drifting snow. The effects of micro-climates created under such structures is not fully understood at this time. Grouting would still be required to some extent, but less than if the same structures were not protected with the shelters. There would be a significant decrease in the amount of preservation maintenance of the protected structures in future years. However, the constructed shelters would also require some level of maintenance, but the decrease in the preservation maintenance of the protected structures should more than compensate. The protection of the historic fabric of the sheltered structures would also be reduced over other alternatives.

This alternative was rejected because the introduction of a new intrusive element into the

site would be incompatible with its historic character. Furthermore, since the proposed shelters would be covering only a small portion of the ruins, it would still be necessary to initiate a comprehensive maintenance plan as recommended by Alternative B.

Benign Neglect

This alternative restricts intervention only to maintenance activities required to provide a safe visitor experience. It is a reduction in the current effort.

Walls would be braced as needed in areas of visitor access, but would be allowed to continue to erode. When wall fragments or entire walls fall, they would not be reconstructed. Fallen adobe or stone would be removed from the trails. Active intervention would be restricted to bracing and shoring to provide a safe environment, adding fill to areas of walls that have fallen, maintenance of the cottonwood trees and replacement as necessary, and the removal of storm damage. The natural erosion of the walls would result in the continual build up of soil at the base of the walls. The addition of the natural buildup and the added fill would eventually, to some degree, protect the fallen and eroded components from further decay. This approach would present the overall site as one that is not abandoned but protected.

This alternative accepts the fact that the standing ruins will probably not remain much past the mid-twenty-first century. The preservation costs and the associated staff requirements would be reduced from any other alternative.

This alternative was rejected because it does not actively attempt to preserve the ruins for future generations, and is inconsistent with the requirements of both state and register listings that do not allow "demolition by neglect" by governmental owners.