

# wilderness recommendation

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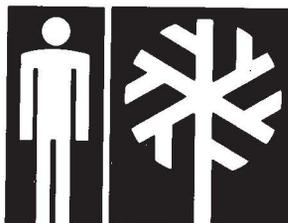
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# BANDELIER



NATIONAL MONUMENT • NEW MEXICO

**WILDERNESS RECOMMENDATION**



**Bandelier  
National Monument  
New Mexico  
August 1972**

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## RECOMMENDATION

1

IT IS RECOMMENDED THAT WILDERNESS OF 21,110 ACRES WITHIN BANDELIER NATIONAL MONUMENT, NEW MEXICO, AS SHOWN ON EXHIBIT A, BE DESIGNATED BY AN ACT OF CONGRESS.

THIS RECOMMENDATION IS BASED UPON CAREFUL STUDY OF BANDELIER NATIONAL MONUMENT, THE VIEWS PRESENTED AT THE PUBLIC HEARING, AND THE WRITTEN RESPONSES CONCERNING THE PRELIMINARY WILDERNESS PROPOSAL DESCRIBED IN THE APPENDED HEARING OFFICER'S REPORT.



## A NATIONAL WILDERNESS PRESERVATION SYSTEM

Public Law 88-577, of September 3, 1964, establishing a National Wilderness Preservation System, provides, in part, as follows:

### POLICY

"It is . . . the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

### AREAS FOR STUDY

"Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system . . . , under his jurisdiction of the effective date of this Act and shall report to the President his recommendation as to the suitability or unsuitability of each such area . . . for preservation as wilderness."

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### SYSTEM

" . . . there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as 'wilderness areas' . . . ."

## DEFINITION

"A wilderness, . . . is . . . an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean . . . an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which: (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational scenic, or historical value."

## MANAGEMENT

"The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress."

## USE

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"Nothing in this Act shall modify the statutory authority under which units of the national park system are created. Further, the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including but not limited to, the Act of June 8, 1906, (34 Stat. 255; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796 (2)); and the Act of August 21, 1935, (49 Stat. 666; 16 U.S.C. 461 et seq.)."

**MASTER PLAN POLICY**  
**FOR HISTORICAL AREAS OF THE**  
**NATIONAL PARK SYSTEM (REVISED SEPTEMBER 1968)**

**DISCUSSION**

The National Park Service prepares and maintains a Master Plan for the management, development, and use of each historical area. Graphics, inventories, and narrative statements describe and portray the area's resources and specify the objectives of management.

A historical base map and/or archeological base map is a necessary part of the Master Plan for a historical area. Moreover, it is a valuable document in the management of the area. The historical or archeological base map rests on comprehensive research and is thoroughly documented.

Like all parks, historical areas are closely related to their surroundings. For this reason, planning for a historical area must consider the related environment, large or small. Particularly, it takes cognizance of related Federal, State, and local governmental parks and development plans, facilities provided by private enterprise for the transportation and accommodation of visitors, and historic preservation and educational activities of private institutions. The Master Plan analyzes the environment in which the historical area is located and the many factors that may influence its management.

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When a historical area adjoins or is close to other resources of a similar nature, a joint effort to analyze the total resource base and visitor needs is desirable. This may lead to cooperative plans that insure complementary and mutually compatible development, management, and interpretation of the areas. Such cooperative planning is exemplified at Independence National Historical Park in Philadelphia and at the Home of Franklin D. Roosevelt National Historic Site in Hyde Park, New York.

Adequate research data is essential to sound planning. Planning teams must have studies accurately identifying and locating historic sites and features, assessing their comparative significance, and summarizing the history of the events and persons that give the area national significance. Without such data, proper boundaries cannot be proposed, and proper development cannot be planned. Moreover, a multi-disciplinary approach is necessary to insure the identification, preservation, interpretation, and highest visitor use of all the area's important resources by means of a plan that is economically, aesthetically, and administratively sound.

A sound Master Plan carries out the mandates of Congress and the administrative policies of the Service by providing criteria, controls, and guidance for management, use, and development. This is done in terms of a unified planning concept for each area, consistent with and complementary to other programs of historical use, visitor accommodations, and resource planning in the surrounding district or region. It covers all programs of resource management, resource use, and physical development. It classifies land and water areas for various kinds and intensities of use.

Master Plans are revised from time to time to reflect changing conditions and utilize the results of resource studies.

## **ADMINISTRATIVE POLICIES**

### **Master Plan**

A Master Plan will be prepared for each area to cover specifically all Resource Management, Resources and Visitor Use, and Physical Development programs. An approved Master Plan is required before any development program may be executed in an area.

### **5 Master Plan Teams**

Master Plans should be prepared by teams composed of members having professional backgrounds and experience appropriate to the problems of the historical area under study: history, archeology, historic architecture, landscape architecture, museology, interpretation, engineering, park management, park planning, etc.

Where circumstances and funds permit, study teams should also include as members, or consult with, qualified professionals or other knowledgeable persons conversant with the particular historical area and its environment.

### Land Classification

Master planning requires careful classification of the lands in a historical area. This is necessary to insure that the development of public-use facilities is compatible with the preservation of the historic resources and in accord with the legislative intent of Congress.

The land classification used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed by the Bureau of Outdoor Recreation for application to Federal lands, as follows:

Class I—high density recreation areas; Class II—general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas; and Class VI—historical and cultural areas.

Class I and Class II identify the land reserved for visitor accommodations, administrative facilities, formal campgrounds, two-way roads, etc. (both existing and proposed), of varying intensities. They are shown on the Land Classification Plan which indicates their relationship to developments located within the historical or cultural zone.

Class III identifies the "natural environment areas" which includes those lands that provide a setting, environment, or atmosphere for the historic features of the area. These lands are important to the proper preservation, interpretation, and management of the nationally significant historic resources within the areas of the National Park System. They also serve to accommodate appropriate visitor uses, of less intensity than those on Class I and Class II lands, by means that preserve the integrity of the historic resources. Limited facilities may be provided on these lands, such as one-way motor roads, foot and horse trails, small overlooks, informal picnic sites, etc. Such limited facilities must be in complete harmony with the historic values of the area.

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Class IV includes lands that encompass outstanding or unique natural features or wonders such as the coral reefs at Fort Jefferson and Sand Cave at Cumberland Gap. Nothing in the way of human use should be permitted on Class IV lands that intrude upon or may in any way damage or alter the scene. The sites and features are irreplaceable.

Class V lands are the primitive lands that have remained pristine and undisturbed as a part of our national inheritance. They include in some

instances, moreover, lands which, through National Park Service management, have been restored by the healing process of nature to a state resembling a primeval condition. Where they exist in sufficient size, they may qualify for study and recommendation to the Congress for designation as wilderness. Facilities in Class V lands should be trails, limited primitive campsites, shelters, and sanitary facilities.

Class VI lands are those on which are located the historic resources (structures, sites, or objects) that warranted the establishment of the historical area as a unit of the National Park System. Historic resources worthy of identification and preservation may also be found in natural and recreational areas of the National Park System. Physical developments are limited to those essential to preservation, restoration, if necessary, of the historical values that convey the significance of the area to the public, and such access and on-site development to accommodate appropriate use consistent with preservation. Developments shall not detract from or adversely affect historical or cultural values. Activities are generally limited to sightseeing and study of the historic or cultural features.

#### **Acquisition Zones**

After the lands for a historical area have been classified for purpose, intensity of development, and capacity of human use, they are zoned for the degree of ownership required to achieve these purposes within legislative authorizations and these administrative policies. Where the area is of sufficient size to permit private uses to be continued compatible with the purpose of the area, three zones may be prescribed, as follows:

7 The first zone (*Zone 1—Public-use and Development*) includes, as a *minimum*, those lands needed for administrative facilities and Government or concessioner development of public-use facilities of high and moderate intensities (Class I and II lands). This zone also includes the lands of historical or cultural significance (Class VI). This zone may also include any unique natural features (Class IV), and the primitive lands (Class V), within the immediate vicinity of the historic resources that have an association with the historical or cultural resources of the area. Zone 1 also includes those Class III lands adjacent to and essential for the preservation of Class IV, V, and VI lands. The ultimate objective in this zone, usually, is to acquire full fee title to all lands. It may be, however, that in some instances, less than fee title will suffice as determined by management. For example, in this zone may be a historic home owned by an organization and open to the public. Even though fee title may not be acquired in such a property, it

nevertheless should be included in Zone 1 since it does serve the public and contributes to the public use and enjoyment of the area. Similarly, an individual may own and operate a public facility, such as a restaurant, motel, or campground which it is desirable to continue in operation to serve the public. This, too, should be included in Zone 1 for the same reason, unless it exists as a part of a village or community that more properly should be included in Zone 3. A similar situation may occur in connection with an organized group camp.

It is the purpose of Zone 2 (*Preservation-conservation*) to include those lands necessary for the preservation-conservation of the environment of the area. As a rule, these lands fall in Class III. *Minimally*, this zone includes (1) all additional lands considered essential to "buffer" or insure the full protection of all those lands included in Zone 1 (*Public-use and Development*); and (2) those lands needed to accommodate uses of less intensity than those included in Zone 1. Occasionally, this zone may include lands of historical or cultural significance (Class VI). For example, there may be a historic home, or group of homes, which contributes to the national significance of the area but which is privately owned and occupied and may, consistent with the purpose of the area, remain so. On rare occasions, this zone may contain natural features (Class IV) and primitive lands (Class V). For example, there may be research areas owned and managed by institutions of higher learning or scientific organizations which, consistent with the purpose of the area, may continue in this manner. The Service will seek such title or interest in lands within this zone as is required to achieve the foregoing objectives. In most instances, full fee title should be acquired. Often, such acquisitions may provide for life tenancy or continued occupancy for specified periods. In some instances, access easements, scenic easements, or development restrictions may suffice to accomplish the management objective. Occasionally, appropriate zoning by local authority will achieve management's objectives.

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Zone 3 (*Private-use and Development*) may or may not exist in all historical areas. Its use depends on the overall size of the area and the ownership criteria, if any, specified by the Congress in authorizing the area. The lands in Zone 3, normally, have a significant impact—visually or otherwise—on the quality and integrity of the environment of the area. Lands included in this zone, usually, involve subdivisions, villages, and similar developments. In some instances, such developments may provide important supplemental accommodations and recreational pursuits for visitors to the historical area. In these respects, therefore,

the lands in this zone are similar to those in Zone 2. The most obvious distinction between the two, however, is that lands in Zone 3 serve primarily a local or community purpose and their contributions to the public use of the historical area are secondary. The reverse situation is true of the lands in Zone 2. Generally, no public-use facilities or developments requiring Government ownership of the land are planned for Zone 3. Thus, except in unusual situations—involving, perhaps, accessways—acquisition in this zone of the full fee title, generally, is not necessary. In fact, acquisition of any portion of the estate may be unnecessary where local zoning is adequate and continuous to insure developments and uses complementary to and compatible with the historical area. For example, if a tract is zoned for single-family residences or low-lying commercial structures and these are compatible with the environment of the historical area, no acquisition may be needed. On the other hand, acquisition of a scenic or development easement may be necessary—in the absence of zoning—to prevent development, as for example, high-rise structures that may impair the environment of the area.

The three zones, as noted above, cannot be applied precisely and rigidly to each and every acre within an area. They are approximations at best. Their use as planning and management tools is designed to achieve the public purpose of historical areas while minimizing costs and reducing as much as possible personal hardships and inconveniences occasioned by land acquisition. In these circumstances, it is to be expected, quite naturally, that there will be examples found of land classifications falling into zones other than in the manner prescribed above. These exceptions should be explained in the Master Plan.

In summary, however, it is to be expected that proportionately *more* of the lands in Zone 1 need to be acquired in fee and that the acquisition of some lesser interests, such as scenic or access easements or development restrictions, will occur *less frequently* than in Zones 2 and 3. In Zone 2, it is to be expected that fee acquisition, proportionately, will be *less* than in Zone 1 and acquisition of interests less than fee will be proportionately *higher* than in Zone 1 (except where lands are already in public ownership as in the case of State or public domain lands). Zoning control may also suffice in some limited cases in Zone 2. It is to be expected that zoning control will be proportionately *higher* in Zone 3 than in Zone 2 and that the acquisition of fee title less than fee interests in land in Zone 3 will be proportionately *lower* than in Zone 2.

## SUMMARY OF THE PRELIMINARY WILDERNESS PROPOSAL

### **BANDELIER NATIONAL MONUMENT**

In 1916, President Woodrow Wilson proclaimed the canyon of Rito de los Frijoles and the adjacent lands a national monument to reserve and protect the relics of the pueblo communities of the 1200-1500 period for their ethnologic, scientific, and educational interest.

The Monument was under Department of Agriculture-Forest Service administration until 1932, when it became a part of the National Park System. Boundary changes in 1932, 1961, and 1963 brought the total area of the monument to 29,661.20 acres, all of which are federally owned.

#### **Location**

Bandelier National Monument lies on the Pajarito Plateau in north-central New Mexico. Most of the land surrounding the monument is administered by the U.S. Forest Service and the Atomic Energy Commission. Over half of the visitors to Bandelier are from New Mexico. Los Alamos, Santa Fe, and Albuquerque are all within an easy drive for day use.

#### **Resources**

Steep-walled canyons slice through the slopes of the Pajarito Plateau, forming mesas covered with ponderosa and pinyon pines, juniper, and Douglas-fir. The plateau is composed of lava and ash deposits from ancient Valle Grande, the largest volcanic caldera in the United States, located just northwest of the monument.

The area is rich in sites of archeological interest. People of two existing pueblos of different language groups claim Bandelier as ancestral land and trace their cultures here; occasional use is still made of shrines within the area by these monument neighbors. Evidence and legends exist of dynamic cultural interactions in the monument, probably starting before 1200 and followed by the immigrations of Pueblo peoples from the northwest. Relics of their life and movements remain to the present day. Very little archeological work has been done here since 1910, leaving a large area of unexplored scientific potential. Protection since 1916 has maintained the monument's values a national archive of history, waiting to be studied.

#### **Visitor-Use Facilities**

The principal visitor facilities at the monument have been developed in Frijoles Canyon. Most visitors tour the Tyuonyi Ruins and the numerous cliff dwellings in this canyon.

Most of the 200,000 annual visitors to Bandelier arrive in Frijoles Canyon by private automobile, overtaxing the facilities.

#### **DESCRIPTION OF PRELIMINARY WILDERNESS PROPOSAL**

The National Wilderness Preservation System was created to protect and maintain those areas where "... the earth and its community of life are untrammelled by man ..." and where "... the imprint of man's work [is] substantially unnoticeable..." In contrast, Bandelier National Monument was established for "... reserving these relics of a vanished people..." Thus, because of the above-stated purpose, uses, and administration, the roadless areas of Bandelier National Monument are found not suitable for wilderness designation. However, the area shall continue to be managed to retain its natural aspects with the least intrusion by contemporary works of man.

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Furthermore, when there has been an opportunity to survey, map, and plan fully for the orderly excavation, stabilization, or development of the archeological resources of the monument, the area should be reexamined to determine its status as potential wilderness.

## CONCLUSIONS

### INTRODUCTION

As required by the Wilderness Act, a public hearing was held on the preliminary Bandelier National Monument wilderness proposal at Los Alamos, New Mexico, on December 18, 1971. Notice of the hearing appeared in the *Federal Register* on October 15, 1971, and in local New Mexico newspapers on October 18, 1971. About 61 persons attended the hearing. Forty oral statements were presented and 171 letters were received, representing a total of 211 responses.

Of the agencies, private organizations, and individuals testifying or submitting written views, three of eight agencies, one of 23 private organizations, and none of the 180 individuals supported the National Park Service's preliminary recommendation for no wilderness at Bandelier. Ten organizations and 76 individuals favored designation of wilderness. Twelve organizations and 104 individuals favored designation of 22,133 acres as wilderness.

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The organizations and individuals favoring a wilderness designation stress their opinion that the roadless areas do have wilderness character despite the presence of cliff dwellings, mesa-top ruins, and other archeological sites. Those favoring wilderness designation within the monument also stated that any archeological work necessary in backcountry sites could be done without mechanical equipment, as was done before modern archeological techniques evolved.

## RECOMMENDED WILDERNESS

As a result of careful study of the oral and written statements received as a result of the public hearing, and after further consideration of management needs, it is recommended that a wilderness totaling 21,110 acres be established. The recommended wilderness consists of the major portion of Frijoles Canyon and most of the canyon and mesa area to the south and southwest. This area is shown by the letter A on Exhibit B.

This portion of land is virtually untouched from an archeological point of view, and a comprehensive archeological survey has not been completed in the area. However, it is known that more than 600 above-ground masonry ruins are present, ranging in size from several rooms to 300 rooms. The preliminary study rejected wilderness designation because the true extent and composition of the archeological features are not known. No archeological research has been done since 1910, and additional research is necessary. It is now felt that this primitive area of Bandelier need not be excluded from wilderness designation since such research will not necessitate use of permanent structures or facilities in addition to those needed for management purposes. These lands are also not necessary for future visitor development needs.

## OTHER AREAS RECONSIDERED

Other portions of the roadless area were reconsidered but were found not suitable for preservation as wilderness for the following reasons:

In the northern part of the monument, the strip of land between State Highway 4 and the rim of Frijoles Canyon contains a number of roads where additional development is planned to provide for separated group camping and picnicking facilities. This development will include tables and benches, concrete or metal fireplaces, water and sanitary systems, all serviceable by vehicle. This exceeds the minimum facilities permissible in wilderness and will be accessible by roads. The facilities will protect adjacent wilderness values by providing for groups seeking picnicking and camping opportunities.

Within the east and southeast monument boundaries is the Cochiti Lake Project administered by the U.S. Corps of Engineers. This reservoir is expected to experience significant fluctuations in the water level. The



shoreline will have an unnatural appearance, since project management by the Corps of Engineers will include vegetation control work on lands immediately surrounding the impoundment area. The monument lands involved in the project are therefore not included in the recommended wilderness.

An area in the central part of the monument is not recommended for wilderness designation because of its resources, existing and planned developments and uses. Archeological resources include the Yapakhi Pueblo, the largest such structure in the back country. The pueblo consists of more than 300 rooms surrounding a plaza. At least six kivas and a reservoir are adjacent. The pueblo walls may require continuous stabilization work. The enclave also contains a prehistoric carving known as the Shrine of the Stone Lions which is still used as a shrine by Indians today. The carvings are deteriorating from erosion and a large, permanent structure to shelter them may be required. These features are highly interesting to visitors, and interpretive devices and visitor convenience facilities may be needed. Facilities presently within the enclave include a fire-cache structure, visitor-use shelter, a cabin, storage building, and radio tower. In addition to other uses, the enclave area and facilities will serve as a base camp for the support of future archeological work throughout the area recommended for wilderness designation. This area contains 540 acres.

#### IDENTIFICATION OF WILDERNESS MANAGEMENT FACILITIES AND PRACTICES

Within the recommended wilderness there are two primitive campsites each with a simple shelter which is deemed necessary for the health and safety of wilderness users. A special provision is recommended in the act designating wilderness to permit the retention and maintenance of these structures. In addition, there are two fire-fighting equipment caches within the recommended wilderness. Painted Cave in Capulin Canyon which contains extensive prehistoric rock paintings is within the wilderness, and its management may necessitate the use of protective fencing and simple interpretive devices.

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Director, National Park Service

## APPENDIX: HEARING OFFICER'S REPORT

### INTRODUCTION

A public hearing on the proposal to not establish a wilderness area within Bandelier National Monument was held in the Los Alamos Inn, Los Alamos, New Mexico on December 18, 1971.

The hearing was opened at 1:00 p.m. by the Hearing Officer, Mr. John M. Davis, 7272 E. Camino Valle Verde, Tucson, Arizona. Sixty-one persons were present, 40 of whom presented oral statements. Mr. Riche Emmons of Hoover-Emmons Reporting Company, Albuquerque, New Mexico, recorded the hearings.

After all statements were presented, the hearing was adjourned at 4:30 p.m. on the same day.

### THE PRELIMINARY WILDERNESS PROPOSAL

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#### The Monument and Environs

In 1890, following several years of archeological and anthropological work, Adolph Bandelier published a book, *The Delight Makers*, which attracted public attention to the Indian ruins in and near the canyon of the Rito de los Frijoles in northern New Mexico. The Canyon and adjacent lands were proclaimed a national monument by President Woodrow Wilson in 1916, to preserve and protect the relics of the Pueblo communities of the 1200-1500 period for their ethnologic, scientific, and educational interest.

The monument was under Department of Agriculture-Forest Service administration until 1932, when it became a part of the National Park System. Boundary changes in 1932, 1961, and 1963 brought the total area of the monument to 29,661.20 acres, all of which are federally owned.

Steep-walled canyons slice through the slopes of the Pajarito Plateau, forming mesas covered with ponderosa and pinyon pines, juniper, and Douglas-fir. The plateau is composed of lava and ash deposits from ancient Valle Grande, the largest volcanic caldera in the United States, located just northwest of the monument.

The area is rich in sites of archeological interest. People of two existing pueblos of different language groups claim Bandelier as ancestral land and trace their cultures here; occasional use is still made of shrines within the area by these monument neighbors. Evidence and legends exist of dynamic cultural interactions in the monument, probably starting before 1200 and followed by the immigration of Pueblo peoples from the northwest. Relics of their life and movements remain to the present day. Very little archeological work has been done here since 1910, leaving a large area of unexplored scientific potential. Protection since 1916 has maintained the monument's value as a national archive of history, waiting to be studied.

The principal visitor facilities at the monument have been developed in Frijoles Canyon. Most visitors tour the Tyuonyi Ruins and the numerous cliff dwellings in this canyon. A special interest feature is the self-guiding walk along a worn Indian trail through the large unexcavated ruin in the northern detached "Tsankawi" section of the monument. Over half of the 200,000 annual visitors are from New Mexico. Heavy day-use traffic from Los Alamos (population 14,400) 12 miles distant, amounts to a city-park pattern of use. Santa Fe (population 40,000) is 46 miles away, and the Albuquerque area (population 244,000) is about 95 miles distant. Beyond these centers there is considerable visitation from Texas, Colorado, and Arizona.

Most of the land surrounding the monument is administered by the Forest Service and the Atomic Energy Commission (AEC). To the southeast is the Rio Grande; to the south and west of the river is the narrow Cañada de Cochiti Grant, now owned by the University of New Mexico. South of this strip lies property of the Cochiti Pueblo. Twenty miles east is the San Ildefonso Pueblo. There are scattered privately owned parcels of land to the north and east of the monument.

The adjoining Santa Fe National Forest offers a variety of outdoor recreation experiences, but its nearest developed recreation sites are about 25 miles from monument headquarters. Most of the AEC land is posted and restricted. Currently, a commercial riding stable and a Girl Scout camp are the only other nearby recreation sites.

Three National Forest wilderness areas, totaling about 214,565 acres, lie within 75 airline miles to the northwest and northeast.

#### **Roadless Study Area**

The roadless area studied, totaling 27,900 acres, includes virtually all of the monument except for the developed portions of Frijoles Canyon and the small, detached "Tsankawi" section. Hundreds of ruins pockmark the roadless area.

The roadless area is virtually untouched from an archeological point of view. Only one small archeological site has been excavated since 1910. A 1959 survey revealed locations of existing ruins, only some of which are shown on the attached map. These symbols do not show the full extent of former Indian activity; agricultural and hunting use was made of most portions of the monument. The Escobas Mesa and upper Cañon de los Frijoles have not yet been surveyed for identification of their archeological sites. There are standing walls at the ruins of the Yapashi (Stone Lions), San Miguel, and Frijolitos Pueblos, in addition to the Frijoles Canyon reconstructions.

Three shelters and a patrol cabin are located in the roadless area, as are five metal fire caches. Several informal picnic sites lie along the Apache Springs road.

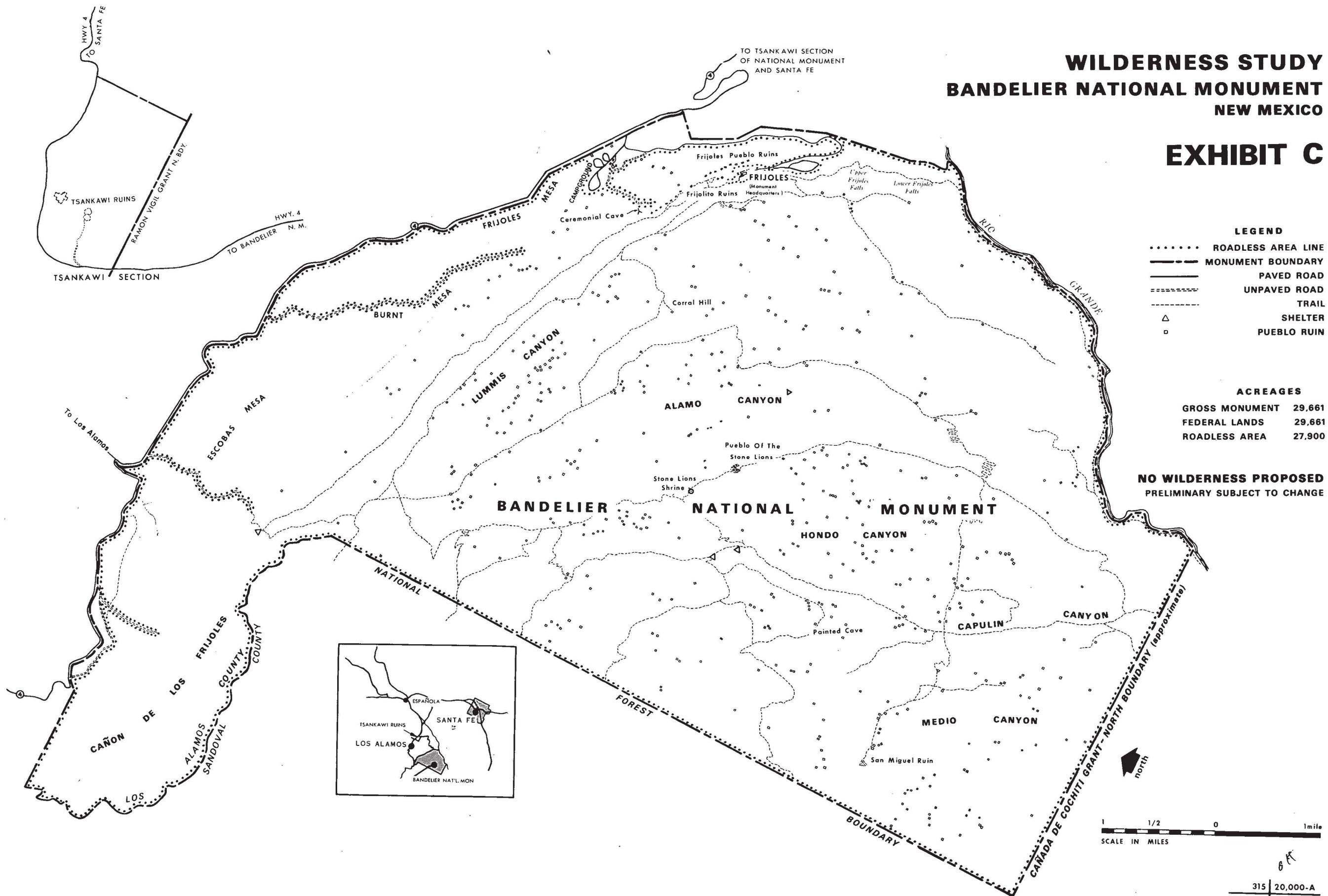
#### **Roadless Area Use**

The purpose for which the monument was established under the Antiquities Act of 1906 — the preservation and study of the relic evidence of extensive aboriginal civilizations — remains paramount. The limited archeological excavations performed thus far indicate that future digs in the roadless area may well yield stronger ethnological links between the prehistoric canyon people and active pueblos to the south and east. Information produced by such research will add to the visitor's understanding and enjoyment of the monument.

Additionally, in this region where prehistoric man lived in precarious balance with nature, the continuing study of relics could reveal patterns

# WILDERNESS STUDY BANDELIER NATIONAL MONUMENT NEW MEXICO

## EXHIBIT C



of land use, population fluctuations, and environmental interactions that offer ecological lessons to present-day society. Mechanical equipment may often be required to carry out these important archeological programs and to stabilize excavated sites. Maintenance of the ruins and prehistoric farming areas may require complex land management measures in sections of the roadless area. Extension of management roads may be needed for continued archeological studies and for additional patrols to protect the ruins as visitation increases.

On the southeastern boundary of the roadless area, the Cochiti Reservoir, now under construction on the Rio Grande, will possibly inundate a small portion of the monument to the 5322-foot elevation – maximum conservation pool. When at maximum pool, the reservoir may allow boaters access to the monument, which would require limited patrol. The master plan does not foresee development of recreational facilities on the monument shore of the reservoir. Powerboats may on occasion cover very small parts of the roadless area.

### **Conclusions**

The National Wilderness Preservation System was created to protect and maintain those areas where "... the earth and its community of life are untrammelled by man ..." and where "... the imprint of man's work [is] substantially unnoticeable..." In contrast, Bandelier National Monument was established for "... reserving these relics of a vanished people. ..." Thus, because of the above-stated purpose, uses, and administration, the roadless areas of Bandelier National Monument are found not suitable for wilderness designation. However, the area shall continue to be managed to retain its natural aspects with the least intrusion by contemporary works of man.

Furthermore, when there has been an opportunity to survey, map, and plan fully for the orderly excavation, stabilization, or development of the archeological resources of the monument, the area should be reexamined to determine its status as potential wilderness.

## **ANALYSIS OF THE RECORD OF PUBLIC HEARING AND WRITTEN RESPONSES**

### **New Mexico Wilderness Study Committee**

This wilderness proposal was advanced by the New Mexico Wilderness Study Committee and supported by nearly all of the organizations and a majority of the individuals who recommended a wilderness area in Bandelier National Monument. The plan proposes a wilderness area of approximately 22,133 acres, generally shown on Exhibit D by the letter X. Briefly, the boundaries recommended are along the Rio Grande on the east. The shoreline would be the boundary, with powerboat landings permitted. Along Frijoles Canyon, the wilderness boundary is 200 feet north of the stream. The remaining boundary would coincide with the existing monument boundary to complete the proposed wilderness area.

### **National Parks and Conservation Association**

This association fully supported the National Park Service's preliminary study findings that none of the roadless area in the monument should be designated wilderness at this time. They seriously questioned whether any of the monument lands are suitable for wilderness status at any time. They felt that a Class VI land classification was ideally suited for the roadless area. The purposes for the monument, management objectives, and practices for Class VI lands are entirely different and in direct conflict with wilderness classification. They also wished to ensure that all lands recommended for inclusion in the wilderness system are, in fact, truly wilderness.

### **Los Alamos County**

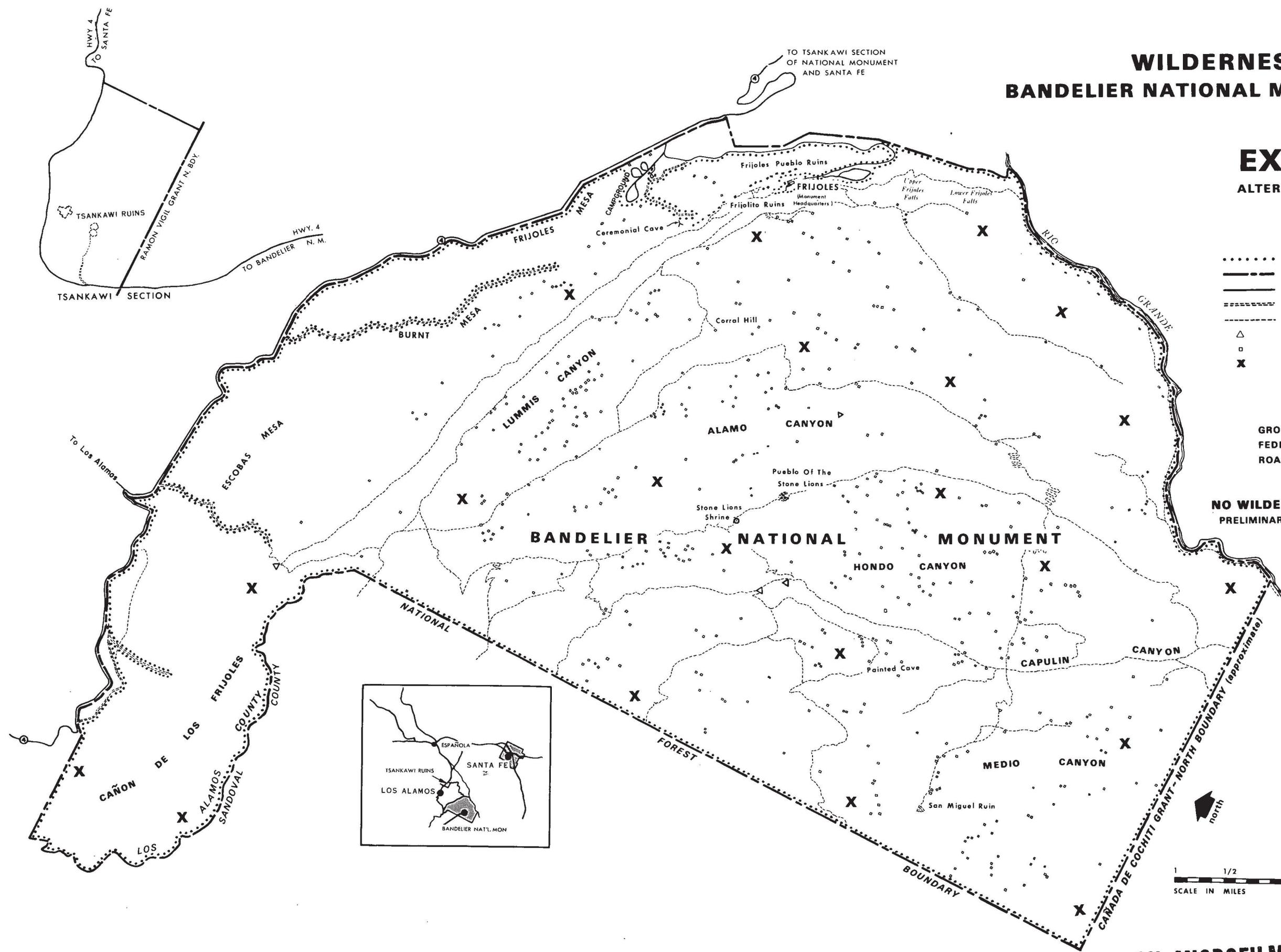
Los Alamos County also supported the National Park Service preliminary proposal for non-wilderness status.

### **General Desire for Wilderness**

A number of the statements — written and vocal — presented at the hearing expressed that at least some portion of Bandelier National Monument be placed under wilderness classification. These responses favored a wilderness area but had no specific recommendations concerning its boundaries.

# WILDERNESS STUDY BANDELIER NATIONAL MONUMENT NEW MEXICO

## EXHIBIT D ALTERNATE PROPOSALS

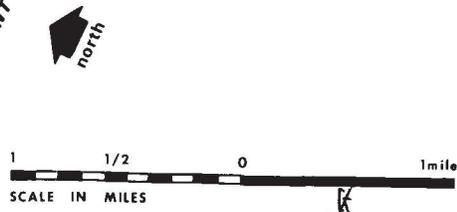
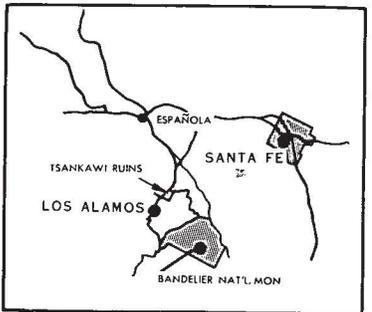


- LEGEND**
- ..... ROADLESS AREA LINE
  - MONUMENT BOUNDARY
  - PAVED ROAD
  - UNPAVED ROAD
  - TRAIL
  - △ SHELTER
  - PUEBLO RUIN
  - X ALTERNATE PROPOSAL

**ACREAGES**

GROSS MONUMENT	29,661
FEDERAL LANDS	29,661
ROADLESS AREA	27,900

**NO WILDERNESS PROPOSED  
PRELIMINARY SUBJECT TO CHANGE**



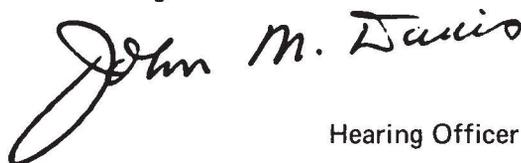
## SUMMARY OF RESPONSES RECEIVED

Recommendation	Public Agencies	Private Organizations	Individuals	Total
National Park Service Proposal (Non-wilderness)	3	1	0	4
For Wilderness at Bandelier National Monument, Specific Recommendations	0	10	76	86
For Wilderness at Bandelier National Monument as Proposed by Wilderness Study Committee	0	12	104	116
Acknowledgement Received No Special Comments	5	0	0	5
<b>TOTALS</b>	<b>8</b>	<b>23</b>	<b>180</b>	<b>211</b>

### DISPOSITION OF HEARING RECORD AND WRITTEN RESPONSES

20

The official record, including letters received by the Hearing Officer, the Superintendent, the Southwest Regional Office, and the Washington Office of the National Park Service, has been assembled and is available for review in the Washington Office.

  
 Hearing Officer

**VIEWS OF OTHER GOVERNMENT AGENCIES ON THE  
PRELIMINARY WILDERNESS PROPOSAL**

The following letters, statements, and resolutions are from the agencies listed below:

**U.S. Department of the Army**

Chief, Engineering Division, Albuquerque

**U.S. Department of Commerce**

Assistant Secretary, Department of Commerce

**U.S. Department of Housing and Urban Development**

Acting Director, Program Regulations Division

**U.S. Department of the Interior**

Director, Bureau of Mines

Chief Intermountain Field Operation Center, Denver

**U.S. Department of Transportation**

Assistant Secretary, Environment and Urban Systems

**Federal Power Commission**

Secretary

**State of New Mexico**

State Highway Engineer, State Highway Department

Deputy Director, State Planning Office



DEPARTMENT OF THE ARMY  
ALBUQUERQUE DISTRICT, CORPS OF ENGINEERS  
P. O. BOX 1580  
ALBUQUERQUE, NEW MEXICO 87103

SWAED-EP

3 December 1971

Hearings Officer  
c/o Superintendent  
Bandelier National Monument  
Los Alamos, New Mexico 87544

Dear Sir:

We appreciate the opportunity to review the draft wilderness study report on Bandelier National Monument. Your conclusion that the Monument is not suitable for wilderness designation because of the continuing need for archeological investigation, excavation, and stabilization appears logical. Existing public accommodations and archeological and natural features in the Monument, plus visitor facilities planned by your agency for the Canada de Cochiti Grant will compliment the Corps of Engineers' Cochiti Lake Project. Mr. Mark Sifuentes of this District will attend the wilderness hearing on 18 December in Los Alamos but will not make a formal statement.

Sincerely yours,

*Gordon A. Walhood*  
GORDON A. WALHOOD  
Chief, Engineering Division



**THE ASSISTANT SECRETARY OF COMMERCE**  
Washington, D.C. 20230

Mr. F. F. Koweski  
Director, Southwest Region  
U.S. Department of the Interior  
National Park Service  
P. O. Box 728  
Santa Fe, New Mexico 87501

Dear Mr. Koweski:

Thank you for your letter of October 15 to Secretary Stans, transmitting the master plan and wilderness study report for Bandelier National Monument.

The Departmental review of these documents are being coordinated by Dr. Sidney R. Galler, Deputy Assistant Secretary for Environmental Affairs. Any comments which may result from the review will be forwarded to the address you have designated within 30 days following conclusion of the public hearing.

Sincerely,

A handwritten signature in cursive script, which appears to read "James H. Wakelin, Jr.", is written over the typed name.

James H. Wakelin, Jr.



DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
WASHINGTON, D. C. 20410

OFFICE OF THE ASSISTANT SECRETARY  
FOR COMMUNITY DEVELOPMENT

IN REPLY REFER TO:

Office of Policy and Resource  
Development

Mr. F. F. Kowski  
Director, Southwest Region  
National Park Service  
U.S. Department of the Interior  
P.O. Box 728  
Santa Fe, New Mexico 87501

NOV 22 1971

Dear Mr. Kowski:

Your letter of October 15, 1971 to Secretary George Romney of the Department of Housing and Urban Development, requesting the Department's views on a wilderness study report recommending that 27,900 acres of the Bandelier National Monument, New Mexico not be included in the National Wilderness Preservation System, has been referred to me.

I have reviewed the information you submitted on the proposal and see no need for the Department to comment on the proposal or appear at the hearings.

Sincerely,

George A. Karas  
Acting Director  
Program Regulations Division



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF MINES  
WASHINGTON, D.C. 20240

October 28, 1971

Mr. F. F. Kowski  
Director, Southwest Region  
National Park Service  
P.O. Box 728  
Santa Fe, New Mexico 87501

Dear Mr. Kowski:

Thank you for informing us of the public hearing to be held in Los Alamos, New Mexico, December 18, 1971, concerning the wilderness study and master plan draft for Bandelier National Monument, New Mexico.

Your wilderness study concludes that Bandelier National Monument is not suitable for inclusion in the National Wilderness Preservation System because of the continuing need for archeological investigations. We concur with your conclusions.

We find your master plan draft comprehensive and forward looking and your environmental impact statement adequate.

Sincerely yours,

  
Director



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF MINES  
Intermountain Field Operation Center

BUILDING 20  
DENVER FEDERAL CENTER  
DENVER, COLORADO 80225

Office of  
Chief

October 22, 1971

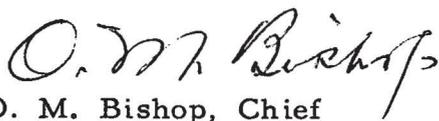
Mr. F. F. Kowski  
Director, Southwest Region  
National Park Service  
P. O. Box 728  
Santa Fe, New Mexico 87501

Dear Mr. Kowski:

Thank you for your letter of October 15, 1971, and the packet of information concerning the master plan and wilderness study report for Bandelier National Monument.

We do not feel that the proposals outlined in the packet require official comment by us at this time.

Sincerely yours,

  
O. M. Bishop, Chief  
Intermountain Field Operation  
Center



OFFICE OF THE SECRETARY OF TRANSPORTATION  
WASHINGTON, D.C. 20590

ASSISTANT SECRETARY

OCT 26 1971

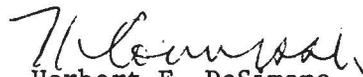
Mr. F. F. Kanski  
Director, Southwest Region  
National Park Service  
U. S. Department of the Interior  
P. O. Box 728  
Santa Fe, New Mexico 87501

Dear Mr. Kanski:

We appreciate the opportunity to review the packet of material you recently sent to Secretary Volpe concerning the master plan and wilderness study report for Bandelier National Monument.

Since it appears that this project has no transportation impacts, this Department has no comments to offer.

Sincerely,

  
Herbert F. DeSimone  
Assistant Secretary for  
Environment and Urban Systems

FEDERAL POWER COMMISSION  
WASHINGTON, D.C. 20426

IN REPLY REFER TO:

Mr. F. F. Kowski  
Director, Southwest Region  
National Park Service  
Department of the Interior  
P. O. Box 728  
Santa Fe, New Mexico 87501

Reference: L48-W

Dear Mr. Kowski:

This refers to your letter of October 15, 1971, furnishing information on the wilderness study of the Bandelier National Monument, New Mexico, together with a draft environmental impact statement on the wilderness study. The study finds that the area is not suitable for wilderness designation.

Since the area under consideration for wilderness designation is presently within a national monument, decision to either retain the area in a national monument status or to designate the area as a wilderness would not affect any responsibilities of the Federal Power Commission. Therefore, the Commission will not be represented at the public hearing on this wilderness study.

Very truly yours,



Secretary

NEW MEXICO  
STATE HIGHWAY DEPARTMENT

COMMISSION  
ALFRED SCHWARTZMAN, CHAIRMAN, ALBUQUERQUE  
K. L. TOWLE, VICE CHAIRMAN, HOBBS  
REGINALDO ESPINOZA, SECRETARY, SANTA FE  
ROBERTO L. ARMIJO, MEMBER, LAS VEGAS  
ROBERT C. MARTIN, MEMBER, RED ROCK



L. G. BOLES  
STATE HIGHWAY ENGINEER

J-Dept. of the Interior  
National Park Service

P. O. BOX 1149  
SANTA FE, NEW MEXICO  
87501

October 29, 1971

National Park Service  
Southwest Region  
P. O. Box 728  
Santa Fe, New Mexico 87501

Gentlemen:

We acknowledge receipt of a copy of the Wilderness Study and Master Plan Draft for Bandelier National Monument. We have found this comprehensive report very interesting and know that when the Master Plan is implemented the accessibility and usefulness of the National Monument will be greatly enhanced.

We do not anticipate that further development of the park will have any effect on the State Highway system other than some possible increase in traffic volumes, which would not be of the magnitude to render existing roads inadequate for traffic needs.

The opportunity to review the study and master plan is appreciated, and we thank you for including us in your distribution of the material.

Very truly yours,

L. G. BOLES  
State Highway Engineer

By *L. E. Wheeler*

L. E. Wheeler  
Administrative Officer to  
State Highway Engineer

LEW:aa

cc: T. E. McCarty



# STATE PLANNING OFFICE

SANTA FE

OFFICE OF DIRECTOR

November 15, 1971

Mr. F. F. Kowski, Director  
National Park Service  
Southwest Region  
Post Office Box 728  
Santa Fe, New Mexico 87501

Dear Mr. Kowski:

As you are probably aware, the Historic Preservation Program in the State Planning Office provides staff to the Cultural Properties Review Committee. The Bandelier National Monument proposal has been reviewed by the Committee Chairman, Mr. Al Schroeder (also a consultant to the proposal) and by our office.

Our office at this time has no additions or corrections to the proposal. We would reserve the right to present information at the December 18 meeting if the Committee wishes to but this is unlikely.

Thank you for including the Committee in your evaluation of the proposal. We all feel that an outstanding job was done in its preparation.

Sincerely,

David W. King  
Deputy Director

By

  
Brad L. Hays  
Historic Preservation

BLH:JEH

CC: Mr. Al Schroeder

