

National Park Service
U.S. Department of the Interior

Devils Tower National Monument
Wyoming



Devils Tower National Monument

General Management Plan

109/D-61



Color Scans

11/7/2002

PLEASE RETURN TO:

TECHNICAL INFORMATION CENTER
DENVER SERVICE CENTER
NATIONAL PARK SERVICE

General Management Plan

Devils Tower

National Monument • Wyoming



Devils Tower National Monument

General Management Plan

Highlights

The plan establishes **management prescriptions** for Devils Tower that are intended to:

- Restore and maintain the health and diversity of the monument's natural systems
- Preserve archeological, historic, and ethnographic values at Devils Tower
- Balance educational, spiritual, and recreational uses of Devils Tower and its surrounding landscape to provide meaningful visitor experiences

DEVELOPED ZONE PRESCRIPTION: Provision of convenient and easily accessible visitor facilities and services in scenic settings.

- **Entrance Area** - staging facilities including shuttle stop and parking, orientation center, amphitheater for interpretive programs, picnic area. *During peak visitation times, a shuttle system will transport visitors between the entrance area and the base of the Tower. During non-peak visitation times, visitors may drive to the Tower area and park. (If funds are not available for a shuttle system, the staging area will be used to manage traffic.) At any time, visitors may hike or bicycle to the Tower.*
- **Main park road** - wider pullouts in prairie dog town
- **Parking at Tower area** - existing gravel parking area paved and shuttle stop established

PEDESTRIAN ZONE PRESCRIPTION: The natural environment and scenic quality are dominant. Visitors use trails and pathways to experience prime monument features.

- **Base of the Tower** - paved parking area replaced with pedestrian plaza
- **Tower Trail** - improve for easier access
- **Prairie Dog Trail** - improved for easier access and more interpretation

SPECIAL PROTECTION ZONE PRESCRIPTION: Areas with resource or ethnographic sensitivity receive special protection. Visitation is intensively managed and may be restricted.

- **Tower** - change to climbing registration, climbing managed in accordance with the monument's Climbing Management Plan
- **Northwest corner** - managed for preservation of quiet and solitude

NATURAL TRAILED ZONE PRESCRIPTION: Visitors use trail corridors that immerse them in the natural environment. Scenic quality and natural sounds are predominant.

- **Joyner Ridge, Red Beds, South Side Trail** - new spur trail to link Joyner Ridge and Red Beds trails

SEMIPRIMITIVE ZONE PRESCRIPTION: Resources are protected and the overall character is pristine. Visitors are permitted in these areas, but no special accommodations are made.

- **All parts of the park not included in other prescriptions**

ADMINISTRATIVE ZONE PRESCRIPTION: Monument administrative facilities and services are accommodated. Natural character is maintained to the degree possible.

- **North and west roads** - traffic restricted beyond Joyner Ridge Trailhead
- **Administration, maintenance, and housing area** - administration building enlarged at current location



Devils Tower National Monument

General Management Plan

Highlights

The plan establishes **management prescriptions** for Devils Tower that are intended to:

- Restore and maintain the health and diversity of the monument's natural systems
- Preserve archeological, historic, and ethnographic values at Devils Tower
- Balance educational, spiritual, and recreational uses of Devils Tower and its surrounding landscape to provide meaningful visitor experiences

DEVELOPED ZONE PRESCRIPTION: Provision of convenient and easily accessible visitor facilities and services in scenic settings.

- **Entrance Area** - staging facilities including shuttle stop and parking, orientation center, amphitheater for interpretive programs, picnic area. *During peak visitation times, a shuttle system will transport visitors between the entrance area and the base of the Tower. During non-peak visitation times, visitors may drive to the Tower area and park. (If funds are not available for a shuttle system, the staging area will be used to manage traffic.) At any time, visitors may hike or bicycle to the Tower.*
- **Main park road** - wider pullouts in prairie dog town
- **Parking at Tower area** - existing gravel parking area paved and shuttle stop established

PEDESTRIAN ZONE PRESCRIPTION: The natural environment and scenic quality are dominant. Visitors use trails and pathways to experience prime monument features.

- **Base of the Tower** - paved parking area replaced with pedestrian plaza
- **Tower Trail** - improve for easier access
- **Prairie Dog Trail** - improved for easier access and more interpretation

SPECIAL PROTECTION ZONE PRESCRIPTION: Areas with resource or ethnographic sensitivity receive special protection. Visitation is intensively managed and may be restricted.

- **Tower** - change to climbing registration, climbing managed in accordance with the monument's Climbing Management Plan
- **Northwest corner** - managed for preservation of quiet and solitude

NATURAL TRAILED ZONE PRESCRIPTION: Visitors use trail corridors that immerse them in the natural environment. Scenic quality and natural sounds are predominant.

- **Joyner Ridge, Red Beds, South Side Trail** - new spur trail to link Joyner Ridge and Red Beds trails

SEMIPRIMITIVE ZONE PRESCRIPTION: Resources are protected and the overall character is pristine. Visitors are permitted in these areas, but no special accommodations are made.

- All parts of the park not included in other prescriptions

ADMINISTRATIVE ZONE PRESCRIPTION: Monument administrative facilities and services are accommodated. Natural character is maintained to the degree possible.

- **North and west roads** - traffic restricted beyond Joyner Ridge Trailhead
- **Administration, maintenance, and housing area** - administration building enlarged at current location

CONTENTS

Purpose of and Need for the Plan

Brief Description	1
Purpose of the Plan	1
Need for the Plan	1
Congestion	1
Inadequate Staff Facilities	1
Interpretation and Visitor Orientation	2
Natural Resource Management	2
Boundary and Cross-Boundary Concerns	2
Cultural Resource Management	2
Aesthetics	2
Development	5
The Scoping Process	5
Notices, Newsletters, and Meetings	5
Visitor Use Study	5

Laws, Policies, and Mandates

Mission and Goals	6
Monument Purpose	6
Monument Significance	6
Mission Goals	6
Special Mandates and Administrative Commitments	6
Climbing Management	6
Livestock Management	6
Servicewide Laws and Policies	6
Natural Resource Management Requirements	7
Cultural Resource Management Requirements	10
Visitor Experience and Monument Use Requirements	13
Sustainable Design/Development	14
Rights-of-way and Telecommunication Infrastructure	15

The Plan

Decision Points	16
Issue Not Addressed in This Plan	16
Management Prescriptions (Management Zones)	16
Developed Zone	16
Pedestrian Zone	17
Natural Trailed Zone	17
Semiprimitive Zone	17
Special Protection Zone	18
Administrative Zone	18
Plan Description	18
Overall Concept	18
Detailed Zone Descriptions	18
Viewshed Protection Outside the Monument Boundary	22

CONTENTS

Mitigation and Additional Studies 22
Wetlands 22
Cultural Resources 22

Appendix: Legislation 25

Bibliography 28

Preparers of Document 29

Maps

Location 3

The Plan 19

PURPOSE OF AND NEED FOR THE PLAN

BRIEF DESCRIPTION

Devils Tower National Monument comprises 1,347 acres in northeastern Wyoming on the northwest edge of the Black Hills. The monument's flora and fauna are typical of the Black Hills region of South Dakota and surrounding areas in Wyoming (NPS 1992). The Belle Fourche River, which flows through the eastern side of the monument, is part of the Cheyenne River Basin. Devils Tower, one of the most conspicuous geologic features of the Black Hills region, is made of igneous rock.

PURPOSE OF THE PLAN

The purpose of this *General Management Plan* is to clearly define a direction for the management of Devils Tower National Monument for the next 15 to 20 years. The plan provides a framework for making decisions about visitor use and the management of natural and cultural resources and development so that future opportunities and problems can be addressed effectively.

This document does not propose specific actions or describe how particular programs or projects will be implemented or what priorities should be assigned to them. Those decisions will be deferred to more detailed implementation planning, which will follow the broad, comprehensive decisions presented in this document.

NEED FOR THE PLAN

The previous *General Management Plan* for Devils Tower was approved in 1986. The plan focused primarily on the construction of facilities, none of which have been built because of funding limitations. That plan did not address current issues related to greatly increased visitation, the degradation of natural systems, changing regional land uses, and conflicts among various user groups.

The major issues addressed in this plan are outlined in the following paragraphs.

Congestion

The national monument is subject to visitor congestion, including vehicular circulation and parking, crowded visitor facilities, and visitor carrying capacity.

Since the earliest years of Devils Tower National Monument, private automobiles have been the preferred means of access. For decades the National Park Service tried to satisfy increasing demands in traffic volume and vehicle size. Vehicular traffic during the peak visitor season now exceeds the monument's capacity. A dramatic increase in overall visitation has resulted in overcrowding, congestion, impacts on natural sound, and trampling of vegetation. Since 1985 visitation increased from 224,994 visitors per year to about 450,000 in 1990.

Visitation is concentrated into the prime resource areas of the Tower, the visitor center area, the Tower trail, and the prairie dog town. During times of heavy use, visitors must wait in long lines to use the facilities at the Tower area. Staff members frequently have to wait for more than 15 minutes to enter the monument grounds when visitation is high. Not enough restrooms are available; this lack is among the most frequent complaints received from visitors.

Inadequate Staff Facilities

Offices for the monument staff are in four buildings located throughout the monument. Only two of these buildings were designed for office space; the other two are historic log cabins that have been modified to serve as offices. None of the buildings has adequate space for today's staff and office requirements. In addition, storage space is inadequate, and there are no facilities for staff meetings or breaks. The space available for the cooperating

association's offices and bookstore also is inadequate.

Interpretation and Visitor Orientation

Congestion and inadequate facilities limit the staff's ability to offer orientation and interpretation to ensure visitor understanding of the monument's significance and allow visitors to make the best use of their time. The current interpretive efforts concentrate on exploration by early settlers, recreational rock climbing, geologic theory of the Tower's origin, and wildlife. However, with growing awareness of the significance of the Tower to the indigenous nations of the northern plains, additional interpretive emphasis is needed.

A visitor center built by the Civilian Conservation Corps (CCC) in the 1930s to accommodate 20,000 visitors per year now must accommodate approximately 400,000 visitors a year. A 1995 visitor study showed that 80% of the visitors who came to the monument used the visitor center, yet visitors ranked its quality among the poorest of the services and facilities.

Natural Resource Management

Flood control structures on the Belle Fourche River inside and outside the monument have severely damaged the riparian woodland system. The problem affects all the low elevation flatlands that make up the monument's southeast corner. Dying trees and a lack of natural regeneration are evidence of this impact. Floodplain values are further compromised by the presence of some development in the 100-year floodplain.

Virtually every square meter of the monument with soil has at least one of 56 exotic species. Herbicide applications to leafy spurge for the last 40 years have had a detrimental effect on riparian vegetation.

Fire suppression is affecting native vegetative communities and wildlife habitat throughout the national monument. Nearly a century of fire suppression has left the monument's pine forests more dense and vulnerable to catastrophic fires

than in historic times. The lack of fire also has led to a failure to reproduce among deciduous woodland trees and shrubs.

Large numbers of visitors stop along the entry road to watch prairie dogs. Many people walk out into the prairie dog town, which damages the vegetation and alters the animals' behavior. When visitors feed the prairie dogs, it alters the animals' behavior and poses a risk to visitors' health and safety. Occasionally the animals are lured to the road for handouts and are killed by automobiles.

Boundary and Cross-Boundary Concerns

Changing economics and development patterns threaten the traditional ranching lifestyle of monument's neighbors and increase the potential for imminent development on adjacent lands. Such development could change the setting and rural character of the surrounding area.

A proposed new airport 8 miles from the monument (near Hulett) could negatively affect the monument's natural quiet and viewshed. Airport planners predict nearly 10,000 takeoffs and landings per year, concentrated during the summer months. Computer analysis of the viewshed indicates that night lighting at the airport could be visible from inside the national monument.

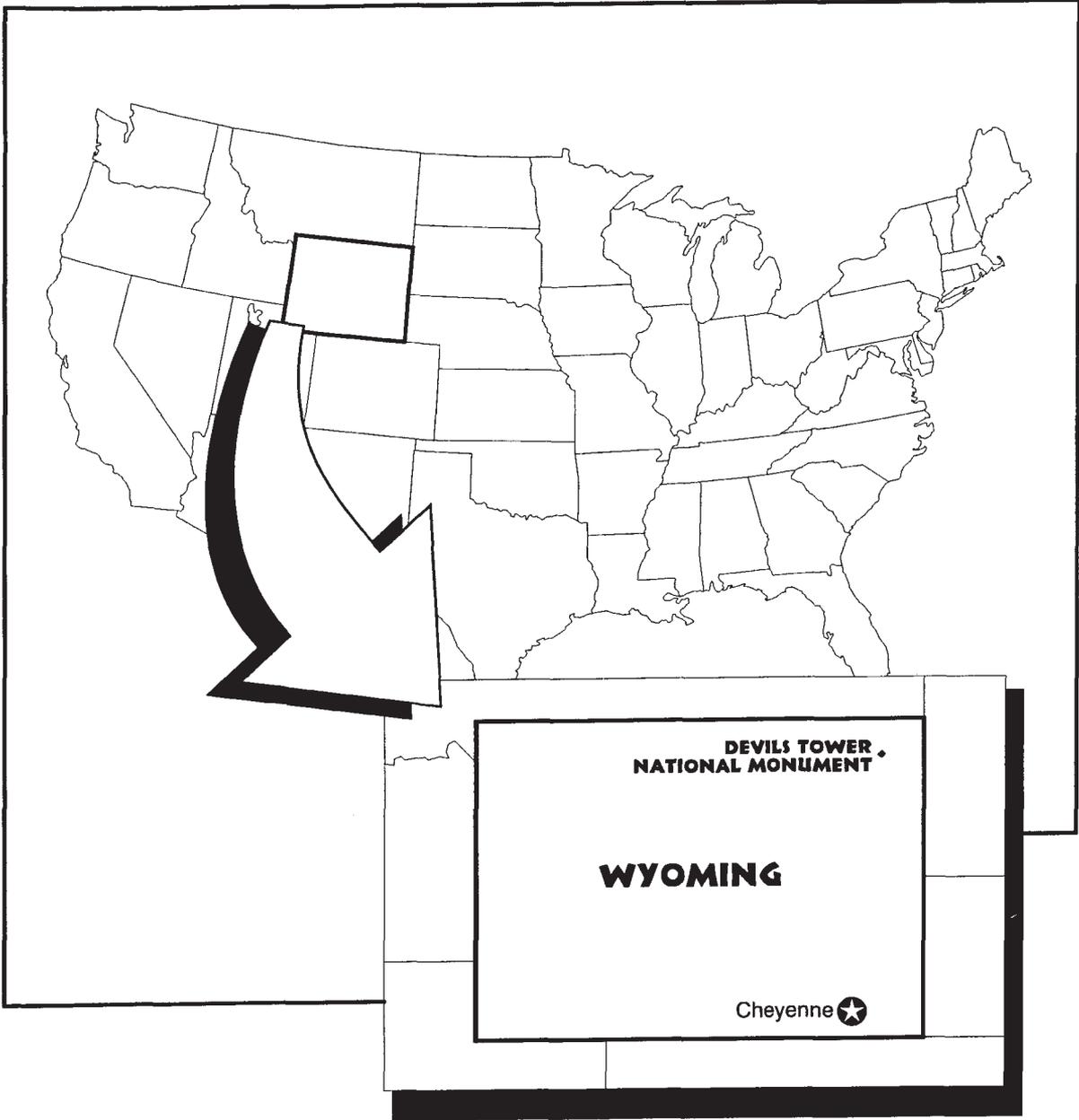
Cultural Resource Management

Modern recreational use, developments, and climbing on the Tower are sometimes in conflict with American Indian traditional cultural values. High levels of development, visitor use, and crowding at the base of the Tower are not consistent with the spiritual nature of the area.

Aesthetics

Aboveground powerlines obstruct scenic views in Devils Tower. Monument developments and night lighting affect views from key resource areas such as the Tower area and the trails.

LOCATION



109/20003 DSC 5/02

DEVILS TOWER NATIONAL MONUMENT • WYOMING



Development

Despite the need for improved visitor and staff facilities, additional development is of concern because of the monument's small size and the importance of scenic views.

THE SCOPING PROCESS

Notices, Newsletters, and Meetings

The notice of intent to prepare an environmental impact statement was published in the *Federal Register* on August 19, 1999. A newsletter was distributed in summer 1999 to inform the general public of the beginning of the planning process. The newsletter summarized the planning process and schedule, presented the monument's purpose and significance statements and mission goals, and included a brief listing of issues and concerns to be addressed in the plan. A response form included with the newsletter invited public comment on the purpose and significance statements and asked for any additional issues or concerns. Comments were received in the general areas of congestion, protection of natural and cultural resources, interpretation and orientation, the monument boundary, aesthetics, and development.

A second newsletter released in fall 1999 summarized the public response to the first newsletter, organized planning issues into three major decision points, and presented three possible concepts around which alternatives could be developed. Another mail-back comment form was included for public response.

A third newsletter issued in spring 2000 described possible management zones and introduced preliminary alternatives. Four open house meetings shortly after the release of the newsletter were attended by a total of 21 people.

A fourth newsletter issued in fall 2000 presented the proposed preferred alternative and asked for comments. Four subsequent open houses were attended by a total of 14 people.

American Indians were consulted throughout the planning process. Members of the planning team visited three tribal offices in October 1999 and October 2000, where 60 and 15 people attended, respectively. A consultation meeting took place in the spring of 2000 at Sundance, Wyoming, with 23 people in attendance.

Visitor Use Study

In summer 1999 the University of Minnesota Cooperative Park Studies Unit (CPSU) gathered information about visitors at Devils Tower National Monument (Univ. of Minn. 2000). Survey participants were representative of visitors who come throughout the summer season, not only during peak use times. The purpose of the study was to better understand experiences that monument visitors sought and attained. Information was gathered about visitors' background characteristics, activities that visitors engaged in, their attitudes concerning the quality and adequacy of the available facilities, and their opinions about management strategies to address problems (such as alternative transportation to relieve congestion).

LAWS, POLICIES, AND MANDATES

Each unit in the national park system is guided by agencywide and park-specific laws, regulations, and policies. Understanding this guidance and how it affects each unit's mission is fundamental to planning for the future. This section highlights the missions (expressed as purpose, significance, and mission goals) and legal and policy mandates that guide the management of Devils Tower National Monument. These mission and mandate statements define the parameters within which all management actions must fall.

MISSION AND GOALS

Monument Purpose

Devils Tower, the nation's first national monument, was established in 1906 under the Antiquities Act as "an extraordinary example of the effects of erosion in the higher mountains as to be a natural wonder and an object of historic and great scientific interest . . ."

Monument Significance

- Devils Tower, a monolith made of igneous rock, commands attention due to many symmetrical joint columns. At 867 feet high, it is the dominant landmark in the northern Great Plains.
- The Tower is sacred to many peoples. It figures prominently in the belief systems and narratives of northern Plains Indians.
- The Tower is one of the premiere areas for "crack climbing" (traditional climbing using natural cracks, crevices, and ledges) in North America. It boasts a colorful 100-year climbing history.
- At Devils Tower, mountain and northern plains species meet in the ecological mix distinctive to the Black Hills.

Mission Goals

- Restore and maintain the health and diversity of the monument's natural systems.
- Preserve archeological, historic, and ethnographic values at Devils Tower.
- Interpret the significant and varied themes of Devils Tower.
- Balance educational, spiritual, and recreational uses of Devils Tower and its surrounding landscape to provide meaningful visitor experiences.

SPECIAL MANDATES AND ADMINISTRATIVE COMMITMENTS

Climbing Management

The Final Climbing Management Plan / Finding of No Significant Impact was published in February 1995. This *General Management Plan* reaffirms the climbing plan. The *Climbing Management Plan* (NPS 1995) is summarized in appendix B of the *Devils Tower National Monument Final General Management Plan / Environmental Impact Statement* (NPS 2001a).

Livestock Management

The monument contains no legal right-of-way for livestock. However, at this time it is an acceptable practice to allow a right-of-way and water gap for livestock on the south boundary of the monument. This is not a guaranteed use for the future.

SERVICEWIDE LAWS AND POLICIES

As with all units of the national park system, the management of Devils Tower National Monument is guided by the 1916 Organic Act (which created the National Park Service), the General

Authorities Act of 1970, the act of March 27, 1978, relating to the management of the national park system, and other applicable federal laws and regulations, such as the Endangered Species Act and the National Historic Preservation Act. Actions are also guided by the National Park Service *Management Policies 2001* (NPS 2001b).

Many resource conditions and some aspects of visitor experience are prescribed by these legal mandates and NPS policies. Although attaining some of these conditions has been deferred in Devils Tower National Monument because of funding or staffing limitations, the National Park Service (NPS) will continue to strive to implement these requirements. The conditions prescribed by laws, regulations, and policies most pertinent to the planning and management of the monument are summarized in this chapter.

Natural Resource Management Requirements

Air Quality. The monument is a class II air quality area. Current laws and policies require that the following desired conditions be achieved in the monument:

- Air quality in the monument will meet national ambient air quality standards (NAAQS) for specified pollutants. Healthful indoor air quality at NPS facilities will be ensured.
- Monument activities will not contribute to deterioration in the air quality.

(SOURCES: Clean Air Act, *NPS Management Policies 2001*.)

Although the National Park Service has very little direct control over air quality in the airshed encompassing the monument, monument managers cooperate with the Wyoming Department of Environmental Quality and the U.S. Environmental Protection Agency to monitor air quality and ensure that air quality is not impaired.

The National Park Service will take the following kinds of actions to meet legal and policy requirements related to air quality:

- Participate in regional air pollution control plans and regulations and review of permit applications for major new air pollution sources.
- Conduct operations in compliance with federal, state, and local air quality regulations.

Water Resources, Floodplains, and Wetlands. Current laws and policies require that the desired conditions delineated below be achieved in the monument:

- Surface water and groundwater will be restored or enhanced.
- NPS and NPS-permitted programs and facilities will be maintained and operated to avoid pollution of surface water and groundwater.
- Natural floodplain values will be preserved or restored.
- The natural and beneficial values of wetlands will be preserved and enhanced.
- Long-term and short-term environmental effects associated with the occupancy and modification of floodplains will be avoided.
- When it is not practicable to locate or relocate development or inappropriate human activities to a site outside the floodplain or where the floodplain will not be affected, the National Park Service will do the following:
 - prepare and approve a statement of findings in accordance with DO 77-2
 - use nonstructural measures as much as practicable to reduce hazards to human life and property while minimizing impacts on the natural resources of floodplains

LAWS, POLICIES, AND MANDATES

- ensure that structures and facilities are designed to be consistent with the intent of the standards and criteria of the National Flood Insurance Program (44 CFR 60)
- avoid direct or indirect support of new construction in wetlands unless there are no reasonable alternatives and the proposed action includes all practicable measures to minimize harm to wetlands
- compensate for remaining unavoidable adverse impacts on wetlands by restoring wetlands that have been previously destroyed or degraded
- The National Park Service will implement a “no net loss of wetlands” policy and strive to achieve a longer-term goal of net gain of wetlands across the national park system through the restoration of previously degraded or destroyed wetlands.

(SOURCES: Clean Water Act; Executive Order (EO) 11514, *NPS Management Policies 2001*, EO 12088, EO 11988, Rivers and Harbors Act, Special Directive 93-4, EO 11990, Special Directive 77-1; Director’s Order (DO) 77-2, “Floodplain Management”; DO 77-1, “Wetland Protection,” National Flood Insurance Program (44 CFR 60.)

The National Park Service will take the following kinds of actions to meet legal and policy requirements related to water resources, floodplains, and wetlands:

- Apply best management practices to all pollution-generating activities and facilities in the monument, such as NPS maintenance and storage facilities and parking areas; minimize the use of pesticides, fertilizers, and other chemicals and manage them in keeping with NPS policy and federal regulations.
 - Remove from the floodplain the diesel, gasoline, and propane storage tanks that are marginally within the 500-year floodplain, or protect them as required by NPS policy.
 - Remove any human made objects placed in the floodplain for erosion control that are no longer effective for the intended purpose.
- Species of Special Concern.** Current laws and policies require that the following desired conditions be achieved in the monument:
- Federally listed and state-listed threatened and endangered species and their habitats will be sustained.
 - Native species populations that have been severely reduced in or extirpated from the monument will be restored where feasible and sustainable.
 - The management of populations of exotic plant and animal species, up to and including eradication, will be undertaken wherever such species threaten monument resources or public health and when control is prudent and feasible.

(SOURCES: Endangered Species Act; NPS *Management Policies 2001*, EO 13112, “Invasive Species.”)

Many species of invasive exotic plants have become established throughout much of the monument and threaten native species. Given time, these aggressive exotic plants can greatly expand their populations, alter forest and wildlife habitats, and change scenery by smothering and displacing native species. These effects, which clearly are already occurring in some areas of the monument, will worsen substantially if left untreated. A sustained effort is needed to control these internal threats to the native species and their natural habitats.

The National Park Service will take the following kinds of actions to comply with legal and policy requirements related to native species and to manage the monument “in as natural condition as possible”:

- Complete an inventory of plants and animals in the monument and regularly monitor the distribution and condition (such as health, disease) of selected species that are (a)

indicators of ecosystem condition and diversity, (b) rare or protected species, (c) invasive exotics, (d) native species capable of creating resource problems (for example, habitat decline due to overpopulation).

- Support research that will contribute knowledge for the management of native species.
- Take mitigating actions to restore native species and their habitats where warranted.
- Control or eliminate exotic plants where there is a reasonable expectation of success and sustainability.

Wildland Fire. Current laws and policies require that the following desired conditions be achieved in the monument:

- Monument fire management programs will be designed to meet resource management objectives prescribed for the various areas of the monument and to ensure that the safety of firefighters and the public are not compromised. Until a fire management plan is approved, all wildland fires will be aggressively suppressed, taking into account the resources to be protected and the safety of firefighters and the public.

(SOURCES: NPS Management Policies 2001, DO 41, "Wilderness Preservation and Management.")

All fires burning in natural or landscaped vegetation will be classified as either wildland fires or prescribed fires. All wildland fires will be effectively managed, considering resource values to be protected and the safety of firefighters and the public. The full range of strategic and tactical operations will be used as described in an approved fire management plan. Prescribed fires are those fires ignited by managers to achieve resource objectives.

To provide information on whether specified objectives are met, monitoring programs will be instituted for such fires to record fire behavior, smoke behavior, fire decisions, and fire effects.

Night Sky. The monument's night sky is a feature that contributes to visitors' experiences. The following is a desired condition for the night sky:

- The National Park Service will cooperate with monument neighbors and local government agencies to seek ways to minimize the intrusion of artificial light into the night scene in the monument. In natural areas, artificial outdoor lighting will be limited to basic safety requirements and will be shielded when possible.

(SOURCES: NPS Management Policies 2001.)

The National Park Service will take the following kinds of actions to comply with the policy mentioned above:

- The monument staff will work with local communities and other agencies to encourage the protection of the night sky.
- The monument staff will evaluate the impacts on the night sky caused by monument facilities. If light sources in the monument are determined to be affecting night skies, the staff will study alternatives such as shielding lights, changing lamp types, or eliminating unnecessary sources.
- The monument staff has signed a memorandum of agreement with the town of Hulett and the Hulett Airport Advisory Board to shield, to the extent possible, the beacon associated with the Hulett Municipal Airport from view of all parts of Devils Tower National Monument and to install radio frequency-controlled runway and taxi lights that can be turned on and off from an aircraft.

Natural Sounds. An important part of the NPS mission is to preserve or restore the natural soundscapes associated with national parks. The sounds of nature are among the intrinsic elements that combine to form the environment of our national parks. The following are desired conditions regarding natural sounds.

LAWS, POLICIES, AND MANDATES

- The National Park Service will preserve the natural ambient soundscapes, restore degraded soundscapes to the natural ambient condition wherever possible, and protect natural soundscapes from degradation due to human-caused noise. Disruptions from recreational uses will be managed to provide a high quality visitor experience in an effort to preserve or restore the natural quiet and natural sounds.

- Noise sources will be managed to preserve or restore the natural soundscape.

(SOURCES: *NPS Management Policies 2001*, Executive memorandum signed by President Clinton on April 22, 1996.)

The National Park Service will take the following kinds of actions to comply with the policies mentioned above.

- Actions will be taken to prevent or minimize unnatural sounds adversely affect monument resources or values or visitors' enjoyment of them.
- The National Park Service will work with the Federal Aviation Administration (FAA), tour operators, commercial businesses, and general aviation interests to encourage aircraft to fly outside the monument, especially for flights where the presence of the monument is incidental to the purpose of the flight (such as transit between two points). Actions that might be considered to encourage pilots to fly outside the monument include identifying the monument on route maps as a noise-sensitive area, educating pilots about the reasons for keeping a distance from the monument, and encouraging pilots to comply with FAA regulations and advisory guidance in a manner that will minimize noise and other impacts.
- The monument staff will continue to require tour bus companies to comply with regulations designed to reduce noise levels (for example, turning off engines when buses are parked).

- Noise generated by NPS management activities will be minimized by strictly regulating administrative functions such as the use of motorized equipment. Noise will be a consideration in the procurement and use of equipment by the monument staff.
- The national monument staff has signed a memorandum of agreement with the town of Hulett and the Hulett Airport Advisory Board to establish a voluntary no-fly advisory zone of 2 miles centered on Devils Tower National Monument. (Up to a 3-mile zone may be considered during June out of respect for American Indian values.) This no-fly advisory zone does not include lands adjacent to the monument, aircraft operations associated with law enforcement, search and rescue and medical emergency activities, firefighting, agricultural practices, and utility rights-of-way surveys.

Cultural Resource Management Requirements

Archeological Resources. Current laws and policies require that the following desired conditions be achieved in the parks:

- Archeological sites will be identified and inventoried and their significance determined and documented. Archeological sites will be protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. When disturbance or deterioration is unavoidable, the site will be professionally documented and salvaged in consultation with the state historic preservation officer and American Indian tribes.

(SOURCES: *NPS Management Policies 2001*, National Historic Preservation Act; EO 11593; Archeological Resources Protection Act; the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*; programmatic memorandum of agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (1995).)

The Archeology Laboratory of the University of South Dakota conducted an intensive survey of Devils Tower National Monument from July to September 1997 and July to August 1998. The purpose of *The Archeological Survey and National Register Evaluation of Devils Tower National Monument, Crook County, Wyoming, 1997-1998* (Univ. of SD Archeol. Lab. 1998) was to locate and interpret all historic and prehistoric sites in the monument and evaluate their significance within the guidelines of the National Register of Historic Places. Of the 25 sites found eligible for the national register, 8 are historic: homestead, administrative district, Tower ladder, entrance station, entrance road, cabin/motel site, historic road, and graffiti. Of these, the administrative district, the entrance station, and the entrance road have been listed on the National Register of Historic Places. Seventeen earlier sites were found eligible: Devils Tower, a cave, two prehistoric rock paintings, and 13 lithic scatter sites. Among the 17 sites were artifacts dating from the Late Paleo-Indian period to the Late Prehistoric. Indications of heavy occupation were found for the Late Plains Archaic and Late Prehistoric periods.

The National Park Service will take the following kinds of actions to meet legal and policy requirements related to archeological sites:

- Treat all archeological resources as eligible for listing on the National Register of Historic Places pending a formal determination by the National Park Service and the Wyoming state historic preservation office as to their significance
- Protect all archeological resources eligible for listing or listed on the national register; if disturbance to such resources is unavoidable, conduct formal consultation with the Advisory Council on Historic Preservation, as appropriate, and the state historic preservation officer in accordance with the National Historic Preservation Act and implementing regulations.

Ethnographic Resources. Certain contemporary American Indian and other com-

munities are permitted by law, regulation, or policy to pursue customary religious, subsistence, and other cultural uses of NPS resources with which they are traditionally associated. Consistent with the establishment clause of the Constitution, the National Park Service wishes to accommodate tribal religious activities. To the extent permitted by law, the National Park Service will take care to protect resources in a way that will accommodate their religious value. The following are the desired conditions for ethnographic resources.

- Appropriate cultural anthropological research will be conducted in cooperation with groups associated with the monument.
- All agencies, including the National Park Service, are required to accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners and avoid adversely affecting the physical integrity of these sacred sites.
- NPS general regulations on access to and use of natural and cultural resources in parks will be applied in an informed and balanced manner consistent with monument purposes, and the National Park Service will not unreasonably interfere with any American Indian use of traditional areas or sacred resources that does not result in the degradation of resources.
- Other federal agencies, state and local governments, potentially affected American Indian and other communities, interested groups, the state historic preservation officer, and the Advisory Council on Historic Preservation will be given opportunities to become informed about and comment on anticipated NPS actions at the earliest practicable time.
- All agencies are required to consult with tribal governments before taking actions that affect federally recognized tribal governments. These consultations are to be open and candid so that all interested parties may evaluate for themselves the potential impact

of relevant proposals. Parks (including Devils Tower National Monument) must regularly consult with traditionally associated American Indians regarding planning, management, and operational decisions that affect subsistence activities, sacred materials or places, or other ethnographic resources with which they are historically associated.

- The identities of community consultants and information about sacred and other culturally sensitive places and practices will be kept confidential when research agreements or other circumstances warrant.
- American Indians and other individuals and groups linked by ties of kinship or culture to ethnically identifiable human remains, sacred objects, objects of cultural patrimony and associated funerary objects will be consulted when such items may be disturbed or are encountered on monument lands.

(SOURCES: NPS *Management Policies 2001*, National Historic Preservation Act, EO 11593, Advisory Council on Historic Preservation implementing regulations, EO 13007 on American Indian Sacred Sites, American Indian Religious Freedom Act, programmatic memorandum of agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (1995), Native American Graves Protection and Repatriation Act, Presidential memorandum of April 29, 1994, on government-to-government relations with tribal governments.)

To accomplish the above goals, the National Park Service will do the following:

- Continue to provide access to sacred sites and monument resources for American Indians when the use is consistent with monument purposes and the protection of resources.
- Survey and inventory ethnographic resources and document their significance.
- Treat all ethnographic resources as eligible for listing on the National Register of Historic Places pending a formal determination by the National Park Service and the Wyoming

state historic preservation officer as to their significance.

- Protect all ethnographic resources determined eligible for listing or listed on the national register. If disturbing such resources is unavoidable, conduct formal consultation with the Advisory Council for Historic Preservation, as appropriate, with the state historic preservation officer, and with American Indian tribes. This consultation will be in accordance with the National Historic Preservation Act and the Advisory Council for Historic Preservation implementing regulations and programmatic agreement.
- Conduct regular consultations with affiliated tribes to continue to improve communications and resolve any problems or misunderstandings that occur.
- Continue to encourage the employment of American Indians on the monument staff to improve communications and working relationships and encourage cultural diversity in the workplace.

Historic Resources. Current laws and policies require that the following desired conditions be achieved for historic properties (such as buildings, structures, roads, trails, or cultural landscapes):

- Historic resources will be inventoried and their significance and integrity evaluated under national register criteria. The qualities that contribute to the listing or eligibility for listing of historic properties on the National Register of Historic Places will be protected in accordance with the *Secretary of the Interior's Standards* (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable).

(SOURCES: NPS *Management Policies 2001*, National Historic Preservation Act, EO 11593, Archeological and Historic Preservation Act, the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*; the *Secretary of the Interior's Standards for the Treatment of Historic Properties, with Guidelines for the*

Treatment of Cultural Landscapes; NPS-28: "Cultural Resource Management Guidelines" (1994) programmatic memorandum of agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (1995).

The National Park Service will take the following kinds of actions to meet legal and policy requirements related to historic properties:

- Determine the appropriate level of preservation for each historic property formally determined to be eligible for listing or listed on the national register (subject to the *Secretary of the Interior's Standards*).
- Implement and maintain the appropriate level of preservation for such properties.
- Analyze the design elements (materials, colors, shape, massing, scale, architectural details, and site details) of historic structures intersections, curbing, signs, picnic tables, and cultural landscapes in the monument (such as intersections, curbing, signs, and roads and trails) to guide the rehabilitation and maintenance of sites and structures.
- Before modifying any historic properties on the National Register of Historic Places, such as the main road, the log entrance station, or the Old Headquarters Historic District, the National Park Service will consult with the Wyoming state historic preservation officer and the Advisory Council for Historic Preservation, as appropriate.

Collections. Current laws and policies require that the following desired conditions be achieved in the monument for museum collections:

- All museum objects and manuscripts will be identified and inventoried and their significance determined and documented.

- The qualities that contribute to the significance of collections will be protected in accordance with established standards.

(SOURCES: *NPS Management Policies 2001*, National Historic Preservation Act, American Religious Freedom Act, Archeological and Historic Preservation Act, Archeological Resources Protection Act, Native American Graves Protection and Repatriation Act.)

To accomplish the above goals, the National Park Service will do the following:

- Inventory and catalog all monument museum collections in accordance with standards in the *NPS Museum Handbook*.
- Develop and implement a collection management program according to NPS standards to guide the protection, conservation, and use of museum objects.

Visitor Experience and Monument Use Requirements

Current laws and policies require that the following desired conditions be achieved in all units of the national park system:

- Visitor and employee safety and health will be protected.
- Visitors will understand and appreciate the monument's values and resources and have the information necessary to adapt to its environments; visitors will have opportunities to enjoy the national monument in ways that leave the resources unimpaired for future generations.
- Recreational uses will be promoted and regulated, and basic visitor needs will be met in keeping with the monument's purposes.
- To the extent feasible, facilities, programs, and services in the national monument will be accessible to and usable by all people, including those with disabilities.

LAWS, POLICIES, AND MANDATES

- Visitors who use federal facilities and services for outdoor recreation may be required to pay a greater share of the cost of providing those opportunities than the population as a whole.
- The national monument will identify implementation commitments for visitor carrying capacities for all areas of the unit.

(SOURCES: *NPS Management Policies 2001*, National Historic Preservation Act, NPS Organic Act, DO 22, "Fee Collection," Title 36 of the Code of Federal Regulations (CFR), Americans with Disabilities Act, Architectural Barriers Act; Rehabilitation Act, 1998 Executive Summary to Congress; Recreational Fee Demonstration Program, *Progress Report to Congress*, vol. 1: *Overview and Summary* (U.S. Department of the Interior, National Park Service, U.S. Fish and Wildlife Service, Bureau of Land Management; U.S. Department of Agriculture, Forest Service), PL 95-625, 1978 National Parks and Recreation Act.)

The laws, regulations, and policies leave considerable room for judgment about the best mix of types and levels of visitor use activities, programs, and facilities. For this reason, most decisions related to visitor experience and use are addressed in the chapter of this document called "The Plan."

The National Park Service will take the following kinds of actions to meet legal and policy requirements related to visitor experience and use of the national monument:

- Give visitors the opportunity to understand, appreciate, and enjoy the monument.
 - Continue to enforce the regulations governing visitor use and behavior in Title 36 of the Code of Federal Regulations (36 CFR).
 - Ensure that all programs and facilities in the monument are accessible to the extent feasible.
 - Under this *General Management Plan*, the National Park Service will undertake detailed planning to establish visitor carrying capacity strategies and monitoring programs. Carrying capacity planning will be undertaken as part of the planning and design of the shuttle system. Studies will be carried out to determine what levels of visitation will be consistent with the experiences that Tower visitors want. Shuttle schedules and capacities will be used to manage the numbers of visitors dropped off at the base of the Tower.
- A schedule for tour buses will be initiated to manage the number of buses and tour groups at the Tower.

Sustainable Design/Development

Sustainability can be described as the result achieved by managing units of the national park system in ways that do not compromise the environment or its capacity to provide for present and future generations. Sustainable practices minimize the short-term and long-term environmental impacts of developments and other activities through resource conservation, recycling, waste minimization, and the use of energy-efficient and ecologically responsible materials and techniques. The following are the desired conditions for sustainable design.

- NPS and concessioner visitor management facilities will be harmonious with monument resources, compatible with natural processes, aesthetically pleasing, functional, as accessible as possible to all segments of the population, energy-efficient, and cost-effective.

(SOURCES: *NPS Management Policies 2001*, EO 13123, "Greening the Government through Efficient Energy Management"; EO 13101, "Greening the Government through Waste Prevention, Recycling, and Federal Acquisition"; *Guiding Principles of Sustainable Design* (NPS 1993b); DO 13, "Environmental Leadership"; DO 90, "Value Analysis.")

The *NPS Guiding Principles of Sustainable Design* (1993b) directs NPS management philosophy. It provides a basis for achieving sustainability in facility planning and design, emphasizes the importance of biodiversity, and encourages responsible decisions. The guide-

book articulates principles to be used in the design and management of tourist facilities that emphasize environmental sensitivity in construction, the use of nontoxic materials, resource conservation, recycling, and integrating visitors with natural and cultural settings.

Sustainability principles have been developed and are followed for interpretation, natural resources, cultural resources, site design, building design, energy management, water supply, waste prevention, and facility maintenance and operations. The National Park Service also reduces energy costs, eliminates waste, and conserves energy resources by using energy-efficient and cost-effective technology. Energy efficiency is incorporated into the decision-making process during the design and acquisition of buildings, facilities, and transportation systems emphasizing the use of renewable energy sources.

In addition to following these principles, the following also will be accomplished:

- The Devils Tower staff will work with appropriate experts to make the monument's facilities and programs sustainable. Value analysis and value engineering, including life cycle cost analysis, will be performed to examine the energy, environmental, and economic implications of proposed developments.
- The monument staff will support and encourage suppliers, permittees, and contractors to follow sustainable practices.
- Interpretive programs at the national monument will address sustainable practices within and outside of the national monument.

Rights-of-way and Telecommunication Infrastructure

Current laws and policies require that the following desired conditions be achieved in the national monument.

- Monument resources or public enjoyment of the monument will not be denigrated by nonconforming uses. Telecommunication structures will be permitted in the monument to the extent that they do not jeopardize the monument's mission and resources. No new nonconforming use or rights-of-way will be permitted through the monument without specific statutory authority and approval by the director of the National Park Service or his representative, and such use will be permitted only if there is no practicable alternative to such use of NPS lands.

(SOURCES: Telecommunications Act; 16 USC 79; 23 USC 317; 36 CFR 14; NPS *Management Policies 2001*; DO 53A, "Wireless Telecommunications"; Reference Manual 53, "Special Park Uses.")

The Telecommunications Act of 1996 directs all federal agencies to assist in the national goal of achieving a seamless telecommunications system throughout the United States by accommodating requests by telecommunications companies for the use of property, rights-of-way, and easements to the extent allowable under each agency's mission. The National Park Service is legally obligated to permit telecommunication infrastructure in the parks if such facilities can be structured to avoid interference with monument purposes.

The management of Devils Tower National Monument has determined that because of the monument's small size and the scenic and ethnographic significance of its resources, there are no appropriate locations for telecommunication infrastructure in Devils Tower National Monument.

THE PLAN

DECISION POINTS

Decisions about several major points have been made in this *General Management Plan*. The decision points and related issues were based on public comments and NPS concerns.

- Should the monument accommodate visitation as it comes, or should visitation be managed to reduce congestion?
Related issue categories: (a) congestion, (b) managing natural and cultural resources, (c) interpretation and visitor orientation, (d) development
- Is land within the monument boundary adequate to protect the values, or should the National Park Service preserve the scenic and rural nature of the surrounding viewshed?
Related issue categories: (a) boundary, (b) esthetics, (c) development
- In order to support and accommodate visitor experiences and resource conditions, what types and levels of development and management are needed?
Related issue categories: (a) congestion, (b) interpretation and visitor orientation, (c) natural and cultural resource management, (d) development

ISSUE NOT ADDRESSED IN THIS PLAN

There is considerable controversy over the name of Devils Tower National Monument. Some local communities would like to have the current name retained, but affiliated American Indian tribes are offended by the association of the word "devil" with an area that is sacred to them. The tribes have signed a resolution that states a preferred name; they would like to have the name of Devils Tower changed to Bear Lodge.

The naming of a national monument or park is not within the purview of the National Park Service, nor is the naming of a geologic feature.

Changing the name of the geologic feature would involve an administrative process through the United States Board of Geographic names, and changing the name of the national monument would involve an act of Congress. Neither of these processes is possible at present. The national monument has decided to continue educating the public about the name issue with the hope that over time the two sides can come together to resolve the controversy. Therefore, the resolution of the naming controversy is outside the scope of this *General Management Plan*.

MANAGEMENT PRESCRIPTIONS (MANAGEMENT ZONES)

An important tool in planning and management is the establishment of management prescriptions for various areas in the monument. Different management prescriptions are termed "management zones." Management zones identify how different areas will be managed to achieve a variety of resource conditions and visitor experiences. Each zone specifies a particular combination of resource, social, and management conditions. The following six management zones have been described for Devils Tower.

Developed Zone

Resource Condition or Character. In the developed zone, tolerance for resource degradation will be high where necessary for development. Maintaining scenic quality is important. Natural sounds may be compromised because of the presence of vehicles and high levels of visitor use.

Visitor Experience. Visitors will use the paved roadways and associated developments in the developed zone for touring the monument, enjoying scenic overlooks, reading interpretive media, and gaining access to other zones. Visitor services in the developed zone will be convenient and easily accessible. Many areas will offer opportunities for social experiences, and the

probability of encountering other visitors and NPS staff will be high.

Appropriate Kinds of Facilities. Facilities appropriate to the developed zone are monument roads and parking areas, visitor facilities, staging area support facilities, entrance stations, scenic and interpretive pullouts, signs, interpretive media, and short trails. Also appropriate are picnic tables benches, campgrounds, amphitheaters, restroom facilities, and other small structures. All structures and development will blend with the natural and cultural environment. Facilities and services will be fully accessible.

Pedestrian Zone

Resource Condition or Character. In this zone, resources may be modified for essential visitor and monument operation needs, but they will be changed in ways that will harmonize with the natural environment, natural processes, and scenic quality of the adjacent zones. Because of these possible changes, the National Park Service's tolerance for resource degradation will be moderate.

Visitor Experience. High use areas and trail corridors in the pedestrian zone will offer access to prime monument features. Visitors can see, touch, smell, and hear the resources as they move along well-defined trails and walkways. To use this area, visitors will need to make a short time commitment and physically exert themselves to some degree. The experience will be highly social and interpretive, with consideration for the natural appearance of the area. Visitor uses, sites, and trails may be intensively managed to ensure resource protection and public safety.

Appropriate Kinds of Facilities. Appropriate facilities in the pedestrian zone are trails and walkways with pavement or other resilient surfaces, interpretive media, and small visitor support structures such as restrooms, benches, or picnic tables. To the extent feasible, facilities and services will be accessible to people with disabilities.

Natural Trailed Zone

Resource Condition or Character. Resources in the natural trailed zone may be modified for essential visitor needs, but they will be changed in ways consistent with the natural environment, natural processes, and scenic quality of the adjacent zones. The tolerance for resource degradation will be low.

Visitor Experience. Trail corridors in the natural trailed zone are somewhat more primitive than those in the pedestrian zone. This area will give visitors a sense of being immersed in a natural landscape and a feeling of being somewhat distant from most comforts and conveniences. Scenic quality and natural sounds are essential. Visitors will have to commit a block of time and some physical exertion to use the area. The probability of encountering other visitors and NPS staff will be low. There may be some opportunities for interpretation, but any onsite media will be kept unobtrusive.

Appropriate Kinds of Facilities. Appropriate facilities in the natural trailed zone are unsurfaced trails, trailhead parking, and access roads. Orientation signs and subtle interpretive media also are appropriate. Other structures (such as fences, bridges, or boardwalks) are appropriate only if required for resource protection.

Semiprimitive Zone

Resource Condition or Character. The semiprimitive zone will be managed for resource protection, and no accommodations will be made for use by visitors. Tolerance for resource degradation will be low, and the overall resource character will be pristine. The emphasis will be on restoring and perpetuating natural systems and processes.

Visitor Experience. Visitors will be permitted, but not encouraged, to enter the semiprimitive zone, which will not be equipped with any facilities. Any visitor who ventures into these areas may experience solitude, natural sounds, some

THE PLAN

sense of discovery and adventure, and pristine surroundings.

Appropriate Kinds of Facilities. It is appropriate for the semiprimitive zone to have no visitor facilities, but, structures or devices used for research or resource management may be permitted.

Special Protection Zone

Resource Condition or Character. Areas with resource or ethnographic sensitivity or fragility requiring special management will be included in the special protection zone. Tolerance for the degradation of resources will be low. Requests for visitors to use this zone or for other access will be evaluated individually to ensure compatibility with resource management and protection.

Visitor Experience. Visitor uses and activities in the special protection zone will vary widely but will be limited to low-impact activities compatible with the natural setting and ethnographic character. Registration or permits will be required. Uses will be managed intensively, and many restrictions may apply.

Appropriate Kinds of Facilities. The only facilities appropriate to the special protection zone are those required for resource management or visitor safety, and they will be consistent with resource protection objectives.

Administrative Zone

Resource Condition or Character. The primary purpose of the administrative zone is to contain administrative services and operational support. Natural character will be maintained to the highest degree possible consistent with this purpose. Resource degradation will be acceptable where necessary for development.

Visitor Experience. Under most circumstances there will be no visitor access to the administrative zone.

Appropriate Kinds of Facilities. Facilities necessary for administration and operations are included in the administrative zone. These may include housing, buildings for maintenance and administration, utilities, access roads, and leach-fields. All structures and development will blend with the natural and cultural environment. Facility design will emphasize operational efficiency, safety, and accessibility requirements.

PLAN DESCRIPTION

Overall Concept

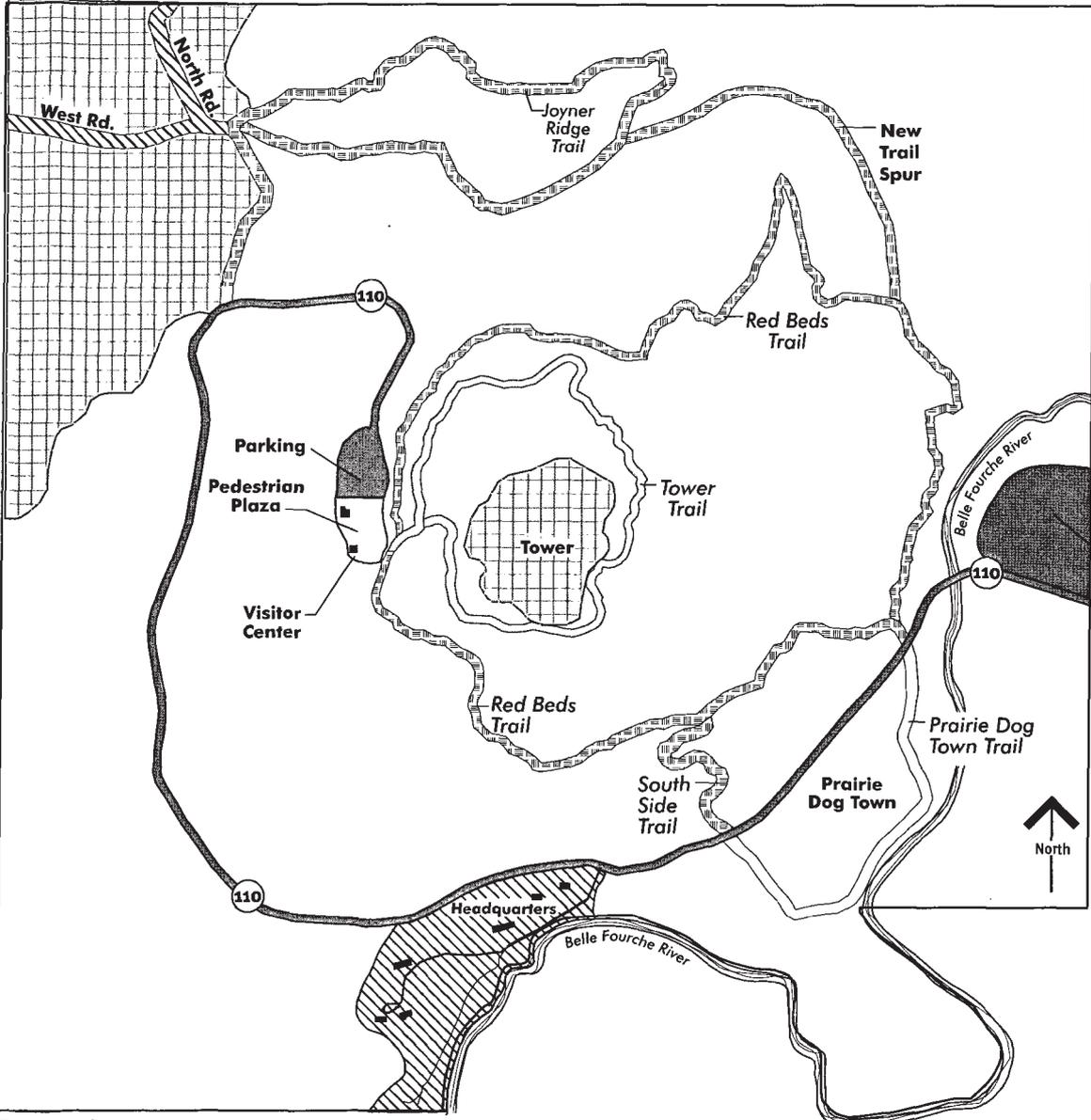
To make it possible for visitors to have a quiet, relaxed experience and to decrease the number of vehicles and the need for parking, shuttle service to the Tower will be instituted. The existing paved parking area at the base of the Tower will be converted to a landscaped pedestrian plaza. From there, those who want to go to the Tower can use the shuttle or hike or bicycle to Tower.

In peak visitation times, visitors will be required to park at a staging area near the entrance, where orientation and interpretation will be offered. Here visitors can learn about all available options so that they can make the best use of their time. To minimize congestion, the number of people at the Tower area will be adjusted by shuttle schedules or capacities. In non-peak times visitors can drive to the Tower (see the Plan map). The campground and other facilities in the Belle Fourche River floodplain will be razed and the area restored to natural conditions.

A shuttle system will be necessary to fully achieve NPS objectives, and it will be an appropriate commercial use in the monument. A commercial shuttle operation will be economically feasible, and a concessioner can make a reasonable profit by industry standards (NPS 2001c).

Detailed Zone Descriptions

Developed Zone. The developed zone consists of the area behind the entrance station and adjacent to the monument boundary, the main road, and a graveled parking area at the base of the



109/41009b DSC 5/01

DEVILS TOWER
 NATIONAL MONUMENT ♦ WYOMING



THE PLAN

- Management Zones**
- Developed
 - Pedestrian
 - Natural Trailed
 - Developed Camping
 - Semi-Primitive
 - Special Protection
 - Administrative

Tower. A staging area for a shuttle system will be developed adjacent to the boundary, behind the entrance station, where visitors will be required to park in peak visitation times and ride the shuttle, hike, or bicycle to reach the Tower. Tour buses can drop off and pick up passengers at the staging area and will be required to park in the staging area after dropping off passengers.

The staging area will accommodate visitor parking and tour bus parking. Restrooms, visitor orientation and interpretation, and a bookstore will be available here, as will interpretive programs, expanded picnic sites, and access to the prairie dog town and the monument trails.

When the shuttle is not operating (in off-peak times) visitors will be directed to drive into the staging area before continuing up the main road to the Tower. As a part of the staging area design, the current fee collection kiosk will be removed, and a new one will be placed at the staging area entrance to improve traffic circulation and reduce the queues of vehicles at the monument entrance.

At off-peak times, parking will be permitted in the current gravel-surfaced parking area, which will be paved and redesigned to accommodate most types of vehicles.

The vehicle pullouts along the main road at the prairie dog town will be replaced with larger pullouts on both sides of the road.

If funding for a shuttle system is not available or will be delayed for some time, traffic to the Tower will be managed from the staging area. For example, when parking at the Tower is full, visitors may be asked to wait at the staging area until parking becomes available. Visitors always will have the option of hiking or bicycling to the Tower.

To better accommodate incoming traffic and relieve congestion in front of the private businesses near the monument, the entrance station will be relocated closer to the shuttle staging area and the orientation center.

Pedestrian Zone. This zone will consist of the area at the base of the Tower, the Tower trail, and the prairie dog town trail. In the pedestrian plaza in front of the visitor center (converted from the former paved parking area), visitors can see the tower and walk along walkways. This area will be designed and landscaped with sensitivity to the historic context of the visitor center and ranger station and to blend into the natural surroundings of the Tower. Overall there will be fewer paved areas than at present. Vehicles will no longer be able to drive in front of the visitor center or the Tower trail trailhead, and there will be less traffic noise and congestion. The current visitor center will remain. Its focus will be on interpretation, rather than orientation. Facilities in this area will include interpretive exhibits, benches, an interpretive area, and walkways.

The beginning expanse of the Tower trail will be redesigned for easier access. Trails around the prairie dog town will be resurfaced to better accommodate visitor use and reduce maintenance costs.

Natural Trailed Zone. The natural trailed zone consists of the Joyner Ridge, Red Beds, and South Side trail systems. Where abandoned two-track dirt roads form part of the trail system, one of the tracks will be restored to native vegetation, leaving the other track for the trail. When the shuttle is operating, access to the Joyner Ridge trailhead may not be available (specific shuttle stops have not been determined). For this reason, a new spur trail will be established to link the Joyner Ridge and Red Beds trails.

Semiprimitive Zone. The semiprimitive zone will comprise all parts of the monument not included in any other zone. The 50-space developed campground will be removed, and the picnic area and amphitheater will be relocated to a site in the staging area. Trailer dropoff areas will no longer be needed; they will be restored to native vegetation and enhanced floodplain values.

Special Protection Zone. This zone contains the Tower and a large area in the northwest corner of the monument. To maximize resource protection and opportunities for solitude, tighter restrictions will be implemented. Parties of one to five people will self-register; parties of six or more will be required to register with a ranger, and activities will be restricted to those that will result in minimal or no resource impact. Climbing will be managed according to the national monument's *Climbing Management Plan*.

Administrative Zone. The administrative zone will consist of the north and west roads and the administrative/housing area in the southern part of the monument. To reduce the impacts on resources, access to the north and west roads beyond the Joyner Ridge trailhead will be restricted to administrative and private use only. The headquarters building will be expanded to increase office and storage space.

Viewshed Protection Outside the Monument Boundary

The National Park Service at Devils Tower shares with many of its neighbors a concern for the long-term protection of the natural and rural character of the land outside monument boundaries. Actions taken by the National Park Service or others could result in developments or land uses that would be inconsistent with local scenic values and could affect the quality of life for area residents and for the monument. To help preserve scenic values around the monument, the National Park Service will seek expanded legislative authority to accept donations of lands and/or interests in lands (such as scenic easements), as well as land exchanges (with no net gain of government land). This authority will allow the National Park Service to enter into land protection agreements with neighboring landowners who might choose to participate and who might benefit from such agreements.

The National Park Service has worked with various landowners on agreements whereby the landowners would give the National Park Service scenic easements. Unfortunately, these

efforts have not come to fruition. The National Park Service is willing to reexamine scenic easements if the landowners are willing.

MITIGATION AND ADDITIONAL STUDIES

Wetlands

All facilities will be located to avoid wetlands if feasible. If avoiding wetlands is not feasible, other actions will be taken to comply with Executive Order 11990 ("Protection of Wetlands"), the Clean Water Act, and Director's Order 77-1 ("Wetland Protection").

A statement of findings for wetlands was prepared because the plan will result in long-term negligible adverse impacts on wetlands (see appendix E of the *Final General Management Plan / Environmental Impact Statement*). The statement of findings includes an analysis of the alternatives, delineation of the wetland, a wetland restoration plan to identify mitigation, and a wetland functional analysis of the impact site and the restoration site.

Increased caution will be exercised to protect wetlands from damage caused by construction equipment, erosion, siltation, and other activities with the potential to affect wetlands. Construction materials will be kept in work areas, particularly if the construction takes place near streams or natural drainages.

Wetlands will be delineated by qualified NPS staff or certified wetland specialists, and they will be marked before construction.

Cultural Resources

Whenever possible, the staff of Devils Tower National Monument will continue to educate visitors about American Indian concerns regarding the displacement of offerings or the disturbance of religious activities.

In accordance with NPS policies and procedures, the protection of cultural resources will continue

as much as is allowable under present funding and staffing levels. The disturbance of significant resources will be avoided wherever possible. Where avoidance or preservation cannot be achieved, appropriate mitigation will be performed according to the procedures of the Advisory Council on Historic Preservation (36 CFR 800).

“Stop work” provisions and other protective measures will be included in project documents implementing the approved plan. Construction will be restricted to the immediate vicinity of the projects, and new disturbance will not be permitted outside the designated project area.

If previously unknown and significant archeological resources are unearthed during construction or if human remains are discovered, work in

the discovery area will be stopped immediately, and the monument superintendent and the contracting officer will be notified immediately. Measures will be instituted to protect the remains, sacred objects, associated funerary objects, and objects of cultural patrimony. The superintendent will notify the state historic preservation officer. Any artifacts found in association with the remains, funerary objects, sacred objects, and objects of cultural patrimony will be left in place. If the remains are determined to be of American Indian origin, the monument superintendent will notify associated tribes according to NAGPRA and its implementing regulations.

APPENDIX: LEGISLATION

25. Devils Tower National Monument

Establishment: Proclamation (No. 658) of September 24, 1906..... Page
171

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 658—Sept. 24, 1906—34 Stat. 3236]

WHEREAS, It is provided by section two of the Act of Congress, approved June 8, 1906, entitled, "An Act for the preservation of American Antiquities," "That the President of the United States is hereby authorized, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be National Monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the object to be protected;"

AND, WHEREAS, the lofty and isolated rock in the State of Wyoming, known as the "Devils Tower," situated upon the public lands owned and controlled by the United States is such an extraordinary example of the effect of erosion in the higher mountains as to be a natural wonder and an object of historic and great scientific interest and it appears that the public good would be promoted by reserving this tower as a National monument with as much land as may be necessary for the proper protection thereof;

NOW, THEREFORE, I, Theodore Roosevelt, President of the United States of America, by virtue of the power in me vested by section two of the aforesaid Act of Congress, do hereby set aside as the Devils Tower National Monument, the lofty and isolated rock situated in Crook County, Wyoming, more particularly located and described as follows, to-wit:

Section seven, and the north half of the northeast quarter, the northeast quarter of the northwest quarter and lot number one of section eighteen, in township fifty-three north, range sixty-five; the east half of section twelve and the north half of the northeast quarter of section thirteen in township fifty-three north, range sixty-six, all west of the Sixth Principal Meridian, as shown upon the map hereto attached and made a part of this proclamation.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure or destroy any feature of the natural tower hereby declared to be a National monument or to locate or settle upon any of the lands reserved and made a part of said monument by this proclamation.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington, this 24th day of September, in the year of our Lord one thousand nine hundred and six and of the Independence of the United States the one hundred and thirty-first.

THEODORE ROOSEVELT.

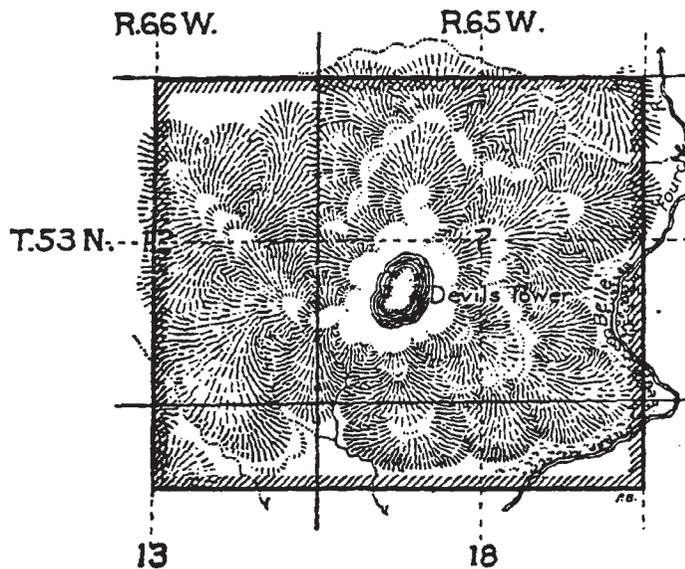
By the President:

ALVEY A. ADEE,
Acting Secretary of State.

VIII. NATIONAL MONUMENTS—DEVILS TOWER

**DEVILS TOWER
NATIONAL MONUMENT**

Embracing Sec. 7 and the N $\frac{1}{2}$ of NE $\frac{1}{4}$, the
NE $\frac{1}{4}$ of NW $\frac{1}{4}$ and lot No. 1 of Sec. 18 in T. 53 N.,
R. 65 ; the E $\frac{1}{2}$ of Sec. 12 and the N $\frac{1}{2}$ of NE $\frac{1}{4}$
of Sec. 13 in T. 53 N., R. 66 all West of the
6th Principal Meridian,
WYOMING:
Containing 1152.91 acres.



DEPARTMENT OF THE INTERIOR,
GENERAL LAND OFFICE,
W.A. Richards, Commissioner.

[MAP ATTACHED TO AND MADE A PART OF THE PROCLAMATION
DATED SEPTEMBER 24, 1906.]

11. Devils Tower National Monument

	Page
Addition of land to monument authorized in recognition of fiftieth anniversary of establishment; land exchanges authorized	
----- Act of August 9, 1955	405

An Act To provide recognition of the fiftieth anniversary of the Devils Tower National Monument, Wyoming, the first national monument, established by the President of the United States pursuant to the Antiquities Act of 1906; to authorize the addition of certain land to the monument, to permit land exchanges, and for other purposes, approved August 9, 1955 (69 Stat. 575)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in recognition of the fiftieth anniversary of the Devils Tower National Monument, Wyoming, the first national monument, established on September 24, 1906, by the President of the United States pursuant to the Antiquities Act of 1906, and in order to provide suitable public campground facilities and other developments for the public benefit and to facilitate administration thereof, the Devils Tower National Monument hereafter shall include the following described land comprising approximately one hundred and fifty-five acres, which the Secretary of the Interior is authorized to procure in such manner as he shall find to be in the public interest:

Devils Tower National Monument

34 Stat. 225.
16 U.S.C. 431-433.

SIXTH PRINCIPAL MERIDIAN

Township 53 north, range 65 west, section 18, south half northeast quarter, southeast quarter northwest quarter, north half southeast quarter, those parts lying north of and within a loop of the left bank of the Belle Fourche River; southwest quarter northwest quarter, that part lying west of the left bank of the Belle Fourche River;

Township 53 north, range 66 west, section 13, south half northeast quarter.

SEC. 2. For land exchange purposes, the Secretary of the Interior is authorized to accept title to any land or interests therein situated within the area added to the national monument by this Act, and, in exchange for land or interests therein so accepted, to convey any national monument land or interests therein of approximately equal value situated in the northeast quarter of section 18, township 53 north, range 65 west, and lying east of the Belle Fourche River. National monument lands so conveyed for exchange purposes shall be excluded from the national monument. (16 U.S.C. § 431 note.)

BIBLIOGRAPHY

Crook County, Wyoming

- 1996 *Municipal Emergency Operations Plan: Wyoming Hazard Identification and Risk Assessment Survey, Wyoming Emergency Management Agency.*
- 1998 *Land Use Plan for Crook County.*

National Park Service, U.S. Department of the Interior

- 1992 *Resources Management Plan: Devils Tower National Monument.*
- 1993 *Guiding Principles of Sustainable Design.*
- 1995 *Final Climbing Management Plan / Finding of No Significant Impact: Devils Tower National Monument, Crook County, Wyoming.* Denver, CO: Rocky Mountain Region.
- 1998 *Resources Management Plan: Devils Tower National Monument.* 3rd ed.
- 2000a "Environmental Assessment: Monument Review Draft: Rehabilitate Monument Entrance Road and Visitor Center Parking, Crook County, Wyoming" (December 19, 2000).
- 2000b National Register of Historic Places registration form for entrance road, Devils Tower National Monument. (June 6, 2000).
- 2001a *Devils Tower National Monument Final General Management Plan / Environmental Impact Statement.* Denver, CO.
- 2001b *Management Policies 2001.* Washington, DC.
- 2001c *Proposed Transportation System: Economic Feasibility Analysis.* Concessions Program Center.

University of Minnesota. Department of Forest Resources

- 2000 "Devils Tower National Monument: 1999 Visitor Use Study," by Cynthia A. Warzecha, David W. Lime, and Jerrilyn L. Thompson. Prepared for the National Park Service by the Cooperative Park Studies Unit (July 26, 2000).

University of South Dakota. Archeology Laboratory

- 1998 "The Archaeological Survey and National Register Evaluation of Devils Tower National Monument, Crook County, Wyoming, 1997-1998," by Brian L. Molyneaux, Nancy J. Hodgson, and Rachel M. Hinton. Vermillion, SD.

PREPARERS OF DOCUMENT

NATIONAL PARK SERVICE

Denver Service Center

Marilyn Hof, Senior Planner, project coordinator
Nola Chavez, Landscape Architect
Mary Magee, Natural Resource Specialist

Devils Tower National Monument

Chas Cartwright, Superintendent
Christine Czazasty, Chief of Interpretation
Robert King, Chief of Maintenance
Christopher Moos, Administrative Officer
Todd Suess, Chief of Natural and Cultural Resources

Intermountain Region

Pam Benjamin, Vegetation Ecologist
Brian Carlstrom, Geographic Information Systems,
Natural Resource Specialist
Chris Turk, Regional Environmental Quality
Coordinator

Washington Office

Mike Martin, hydrologist, Water Resources Division

OTHER PREPARER

Bill Byrne, Transportation and Transit Engineer and
Planner, Vice President, David Evans and
Associates, Inc.

Publication Services, National Park Service

Christy Fischer, Writer-Editor, Denver Service
Center
Lou Layman, Writer-Editor, Denver Service Center
Linda Ray, Technical Specialist, Denver Service
Center

CONSULTANTS

National Park Service

Rick Ernenwein, Overflights and Noise Program
Coordinator, Intermountain Region
Laura Hudson, Program Manager for Threatened and
Endangered Species, Intermountain Region
Dan Licht, Regional Wildlife Biologist, Midwest
Region
Noel Poe, Superintendent, Theodore Roosevelt
National Park
John Reber, Air and Water Resource Coordinator,
Intermountain Region
Dave Rupert, Ethnographer, Intermountain Region
Jim Schlinkmann, former Chief Ranger, Devils
Tower National Monument
Barbara Suteer, former Indian Affairs Coordinator,
Intermountain Region
Terri Urbanowski, Landscape Architect, Denver
Service Center
Palma Wilson, Superintendent, Colorado National
Monument

Other

David Lime, University of Minnesota
Jerrilyn Thompson, University of Minnesota
Cynthia Warzecha, University of Minnesota
Jonathan Weinstein, formerly Associate, Bay Area
Economics
Doug Widmeyer, Peccia and Associates



As the nation's principal conservation agency, the Department of the Interior has the responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environment and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.