



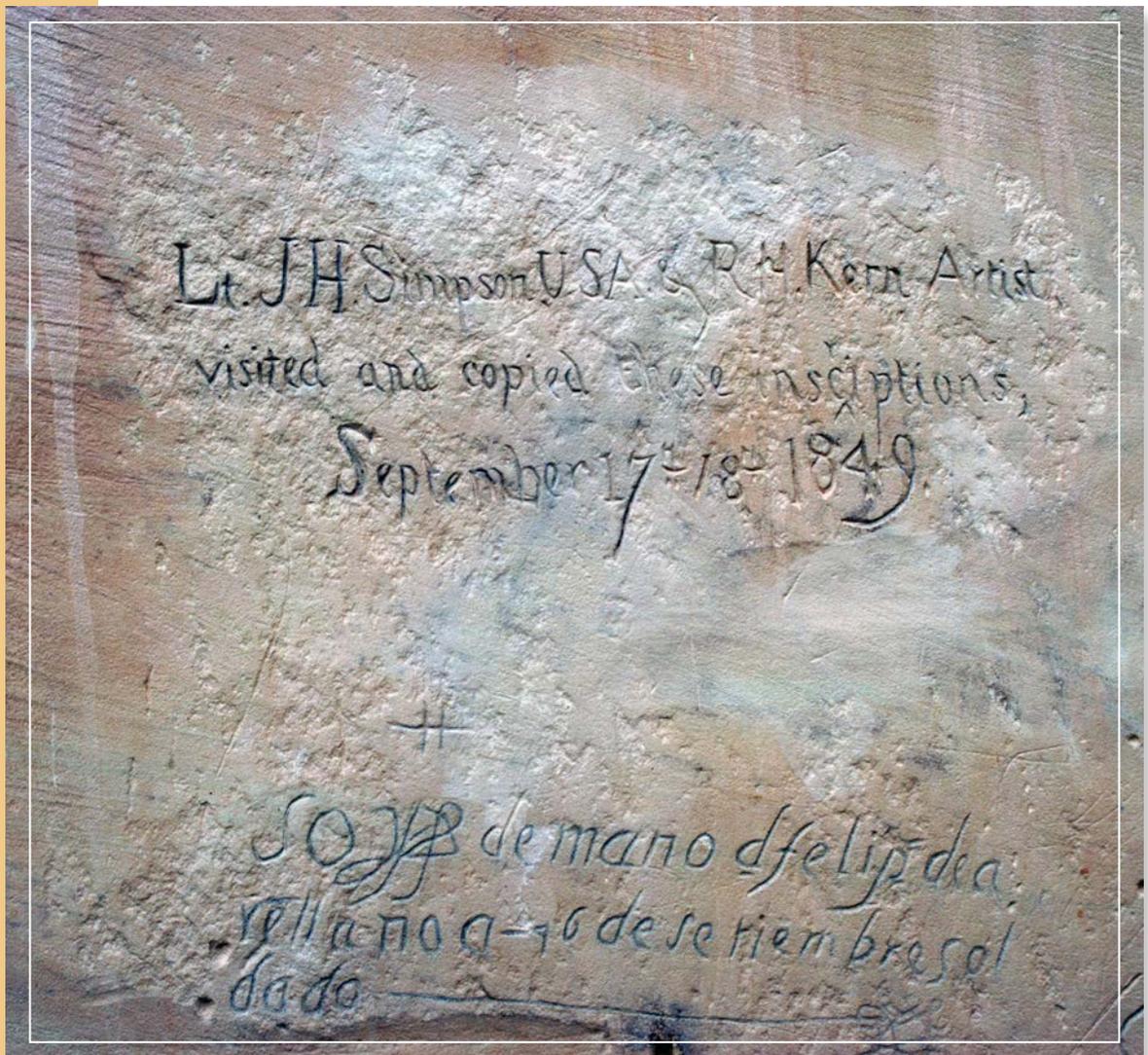
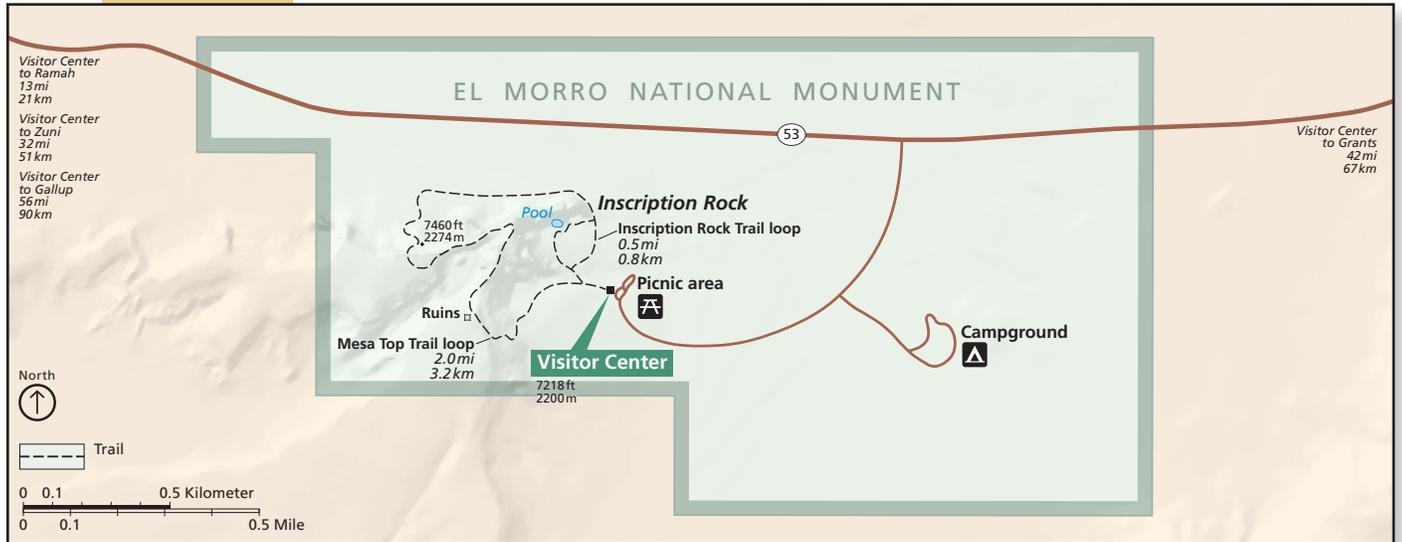
Foundation Document

El Morro National Monument

New Mexico

September 2014





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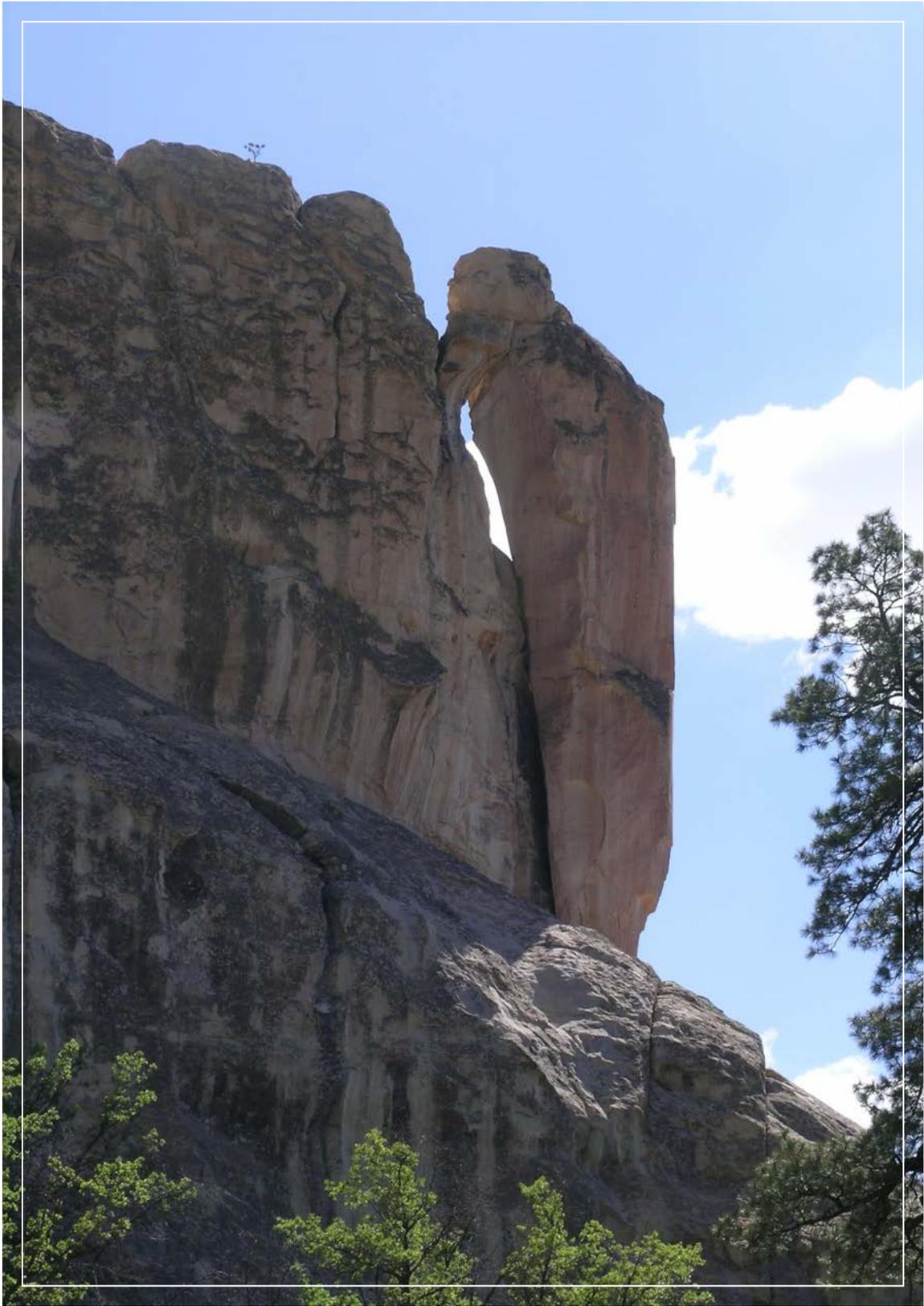
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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises 401 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



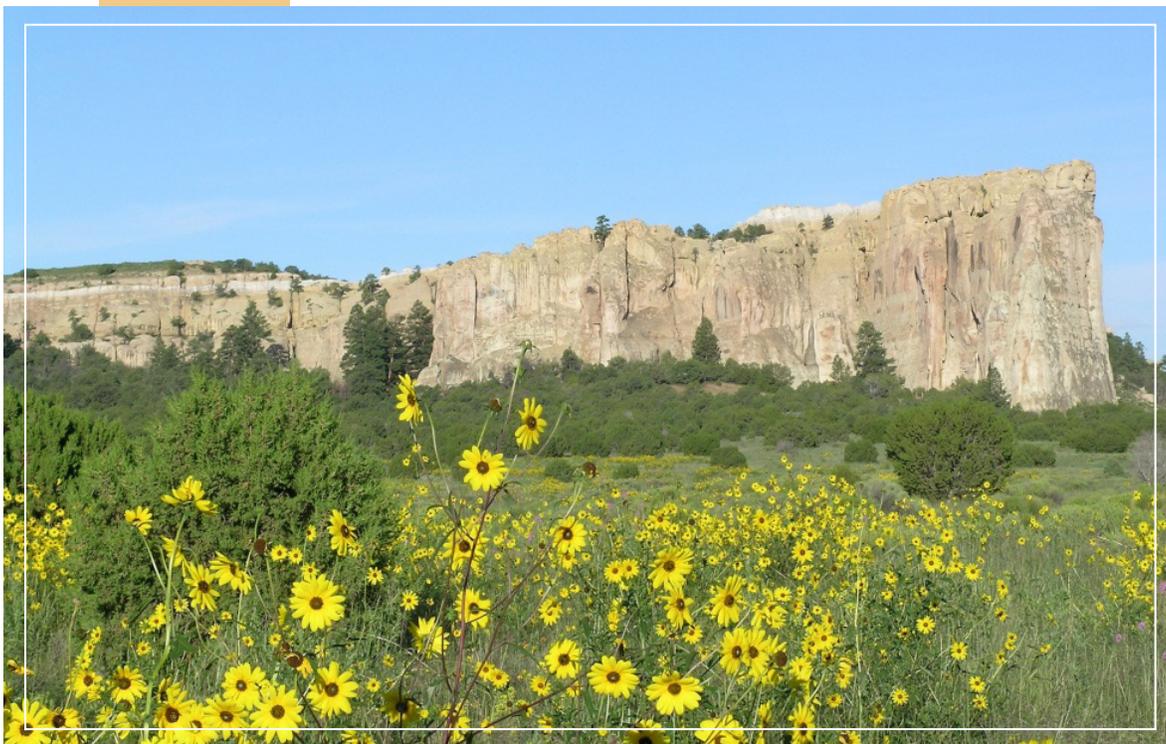
The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for El Morro National Monument can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

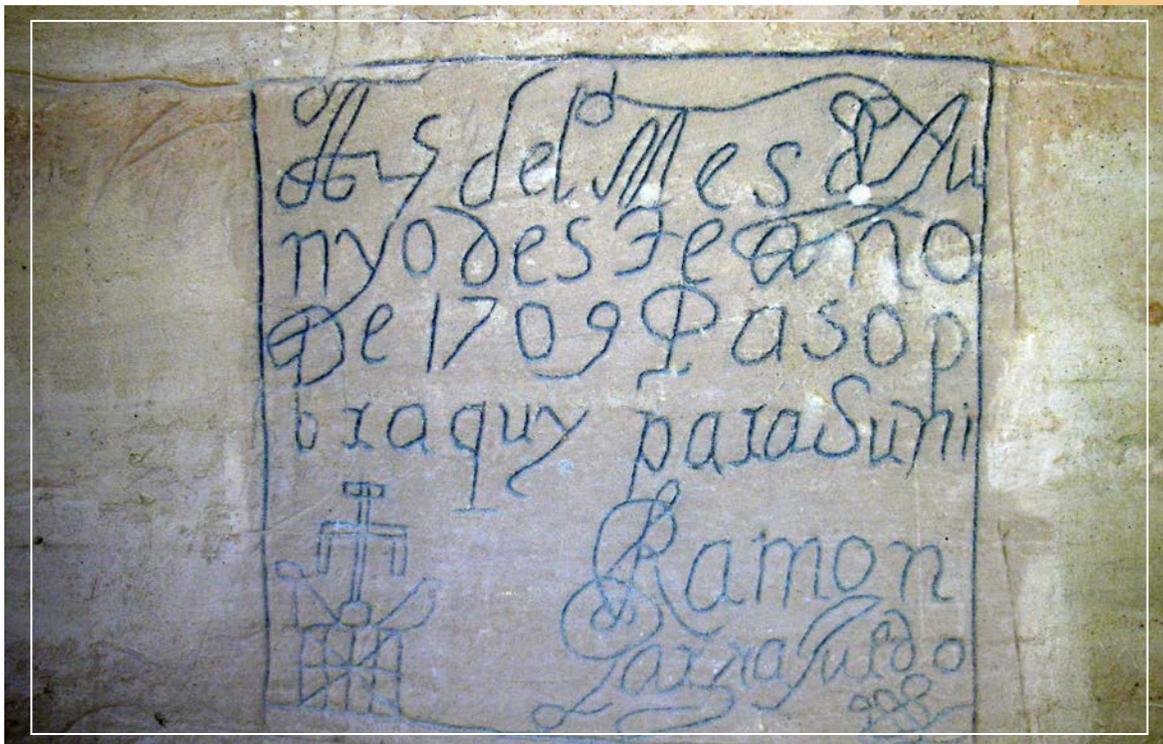
The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

One of the most impressive and accessible records of Southwest history is exposed on a single rock. El Morro, a sandstone promontory rising 200 feet from the valley floor has more than 2,000 inscriptions and petroglyphs of many cultures spanning 1,000 years along its half-mile sheer cliff face. Monument visitors can gaze upon original markings of pueblo residents, Spanish explorers, early surveyors, and pioneers in symbols, signatures, poetry, and prose right where they were originally carved.

El Morro, Spanish for headland, is a *cuesta*—a rock formation that slopes upward gently on one side and drops off abruptly on the other. The massive bluff has been a landmark for centuries along an ancient east-west trade route between pueblos. But it is the pool of water at its base that drew and sustained people here. A natural catchment for snowmelt and rainfall cascading over the cliff, the pool provided reliable water for generations of residents atop the rock and relief for travelers crossing this arid land.

Atsinna, or “where pictures are on the rock” in the Zuni language, is the largest of two pueblos atop El Morro. The multistoried pueblo, with about 350 rooms and multiple kivas, housed up to 1,000 people who farmed the valley until the late 1300s, when populations shifted west. Atsinna remains a significant connection for pueblo descendants, the Navajo, and other tribes.





Spanish explorers penetrated this region of the “New World” from Mexico in the 1500s, lured by fabled golden cities of Cibola to the north. One of the most famous, Don Juan de Oñate, left his mark at El Morro in 1605 when exploring what is now New Mexico. He was followed by Spanish governors, bishops, and priests throughout the 1600s and 1700s on colonization and missionary efforts. Many of their inscriptions, elaborated in stories and even poetry upon the rock, document the conflicts of conquest, religious conversion, and settlement.

Americans arrived by 1846 as the energies of a young United States pushed westward. Stephen Kearney’s Army of the West, aiming to consolidate its hold on the new territories as rule shifted from Mexico to the United States, reached El Morro. In 1849, members of the Simpson-Kern expedition recorded the inscriptions, added more, and gave name to “Inscription Rock.” Another army expedition experimented with camels for desert transportation, adding another interesting chapter to the annals of El Morro.

By the late 1850s emigrant wagon trains headed for California commonly stopped here to camp by the pool, adding to the inscriptions. Numerous names carved in 1868 include the initials U.P.R., signifying the Union Pacific Railroad’s plans to lay track on this venerable route to California. Ultimately the railroad route was established 20 miles north, ending El Morro’s era as a major rest stop along the journey west.

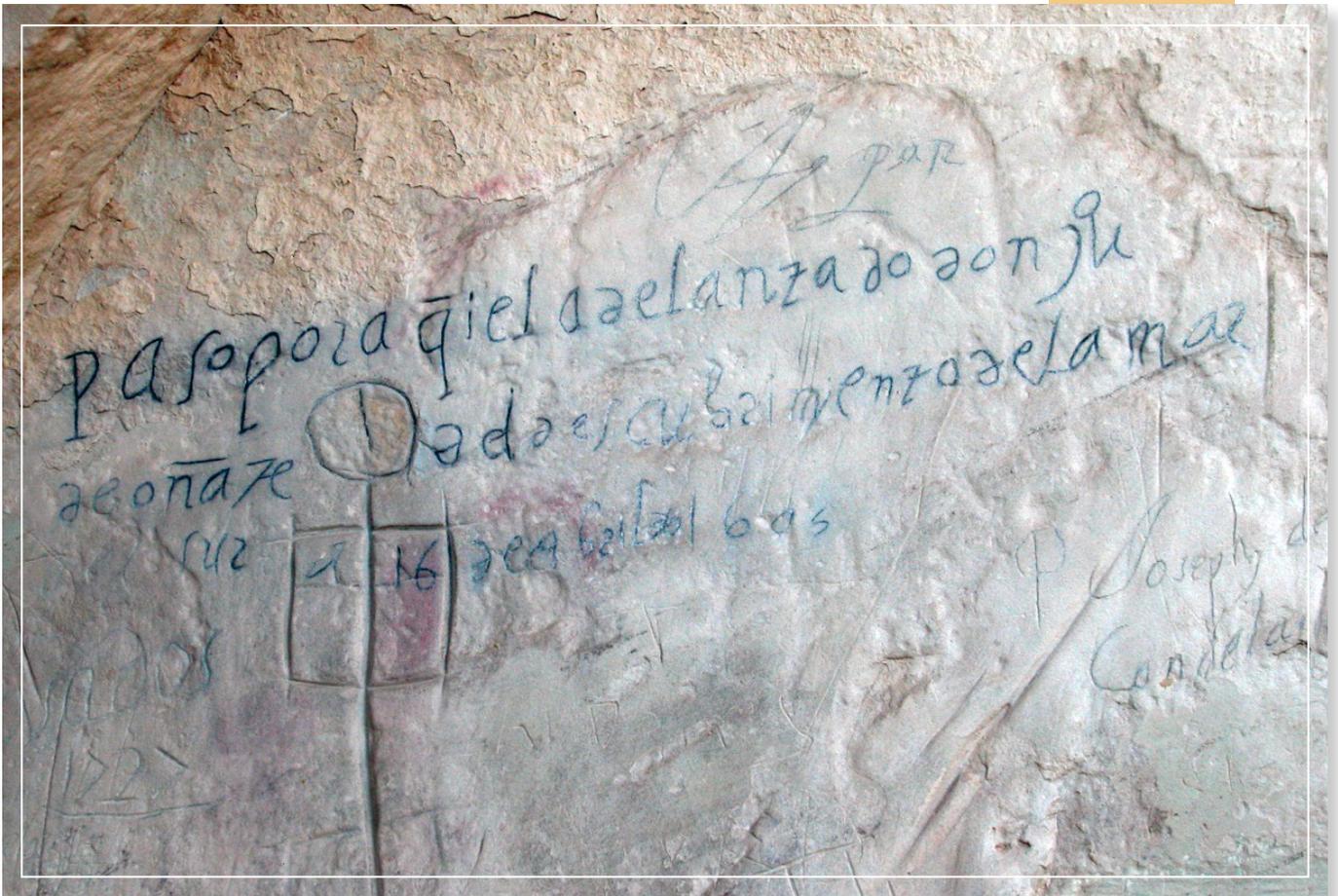
Today, this open-air record documents a 1,000-year cultural continuum of people and events that shaped the American Southwest. Not locked in a library or museum, El Morro’s inscriptions are exposed like a giant history book on stone.

Recognizing its significance, President Theodore Roosevelt proclaimed El Morro as a national monument in 1906 to protect the rock of “greatest historic value” for all people and for all time. Located in rural Cibola County, approximately 120 miles west of Albuquerque and 42 miles southwest of Grants, New Mexico, between the pueblos of Zuni and Acoma and adjacent to the Ramah Navajo Reservation, the 1,276-acre monument receives approximately 60,000 visitors each year.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for El Morro National Monument was drafted through a careful analysis of its two presidential proclamations and the legislative record associated with a boundary change. The monument was established through a presidential proclamation by President Theodore Roosevelt in 1906, enlarged by Woodrow Wilson in 1917, and again in 1950 by Congress. The purpose statement lays the foundation for understanding what is most important about the monument.

EL MORRO NATIONAL MONUMENT preserves Inscription Rock, its inscriptions, petroglyphs, and ancestral Puebloan archeological sites, and provides opportunities to experience these resources in their natural setting.



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of El Morro National Monument, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for El Morro National Monument. (Please note that the sequence of the statements do not reflect the level of significance.)

- Inscription Rock has more than 2,000 inscriptions, petroglyphs, and pictographs that document a cultural continuum of more than 1,000 years, from Ancestral Puebloans to Spanish explorers, European American surveyors, pioneers, military expeditions, and other travelers.
- El Morro National Monument contains a high concentration of exceptional archeological resources; well-preserved and largely unexcavated pueblo sites atop Inscription Rock are among the largest 13th and 14th century settlements in the American Southwest.
- El Morro's distinctive combination of geologic and geographical features—the natural travel corridor, highly visible landmark with a pool of water at its base, and the carvable texture of its soft sandstone—provided a perfect natural canvas for early inhabitants and travelers to leave their mark.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park’s legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for El Morro National Monument:

- **Inscriptions, Petroglyphs, and Pictographs.** Inscription Rock has more than 2,000 inscriptions, petroglyphs, and pictographs that document a cultural continuum of more than 1,000 years, from Ancestral Puebloans to Spanish explorers, European American surveyors, pioneers, military expeditions, and other travelers.
- **Archeological Resources.** El Morro National Monument contains a high concentration of exceptional archeological resources; well-preserved and largely unexcavated pueblo sites atop Inscription Rock are among the largest 13th and 14th century settlements in the American Southwest.
- **Cuesta and Natural Setting.** El Morro’s distinctive combination of geologic and geographical features—the natural travel corridor, highly visible landmark with a pool of water at its base, and the carvable texture of its soft sandstone—provided a perfect natural canvas for early inhabitants and travelers to leave their mark.

Other Important Resources and Values

El Morro National Monument contains other resources and values that are not fundamental to the purpose of the monument and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the monument and warrant special consideration in monument planning.

The following other important resources and values have been identified for El Morro National Monument:

- **Cultural Landscape.** The vernacular landscape associated with pre-European contact development and use of the cuesta and the El Morro Valley.
- **Historic Structures.** El Morro’s historic structures were built to support the early management of the monument by the National Park Service. Buildings, utility systems, trails, and other facilities were constructed, mainly between the late 1920s and mid-1960s.
- **Museum Collection.** El Morro’s museum collection contains 57,000 cataloged objects, including assemblages of prehistoric and historic artifacts, natural history specimens, and historic and rare archives.



Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for El Morro National Monument:

- Inscription Rock bears witness to ordinary and extraordinary events that have shaped the multicultural legacy of the American Southwest. Its 2,000 inscriptions and petroglyphs, documenting a 1,000-year cultural continuum, offer reflection on past, present, and future relationships of people to this land.
- The large pueblo villages atop the Cuesta provide opportunities to ponder interactions between humans and their environment, the advantages and ingenuities of communal living, and peoples' spiritual connections to El Morro.
- Water—the force that carved the landscape and drew residents, explorers, and travelers to this place—may in time erase the fragile first-hand accounts of daily life, conquest, and colonization documented on the cliff face.

Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for El Morro National Monument.

Special Mandates

There are no special mandates for El Morro National Monument.

Administrative Commitments

For more information about the existing administrative commitments and valid rights for El Morro National Monument, please see appendix B.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

Fundamental Resource or Value	Inscriptions, Petroglyphs, and Pictographs
<p>Related Significance Statements</p>	<p>Inscription Rock has more than 2,000 inscriptions, petroglyphs, and pictographs that document a cultural continuum of more than 1,000 years, from Ancestral Puebloans to Spanish explorers, European American surveyors, pioneers, military expeditions, and other travelers.</p>
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Numerous natural processes affect inscriptions, petroglyphs, and pictographs. • Impacts on the inscriptions are monitored through a well-developed inscription preservation program (not including petroglyphs and pictographs). • Many inscriptions in the pool area were inundated and lost when dam construction enlarged the pool in 1942–43. • Many inscriptions still illustrate early NPS attempts to preserve and make them more visible by darkening them with pencils. <p>Trends</p> <ul style="list-style-type: none"> • North Point, in particular, continues to experience rapid deterioration due to lichen growth, increased chemical and physical erosion of the rock, sandstone spalling, and rock fall. • The historic water impoundment system (“the pool”) affects moisture levels within the sandstone and hastens deterioration of inscriptions at and above the water line. Increasing humidity would potentially cause erosion. • Tree density next to the cliff face has increased over the past century.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Surface deterioration of sandstone from water, vegetation, salts, clay wash, lichens, and insects impact inscription, petroglyph, and pictograph integrity. • Tree branches rub against the rock, potentially abrading inscriptions, petroglyphs, and pictographs; in some places they shelter inscriptions, petroglyphs, and pictographs from the elements. Woody vegetation near the rock increases the risk of fire damage to inscriptions. • Vibrations from increasing traffic on the deteriorating stretch of New Mexico State Road 53 within the monument and quarry blasting within five miles of El Morro may contribute to the destabilization and degradation of inscriptions, petroglyphs, and pictographs. • The fence and warning signs along Inscription Loop Trail do not completely prevent visitors from touching inscriptions, petroglyphs, and pictographs or from vandalizing inscription panels with their own carvings.

Fundamental Resource or Value	Inscriptions, Petroglyphs, and Pictographs
Threats and Opportunities	<p>Opportunities</p> <ul style="list-style-type: none"> • Continued use of ever-improving means of digital documentation and monitoring can improve understanding of trends and best preservation approaches for each panel of inscriptions, pictographs, and petroglyphs based on localized conditions. • Development of a comprehensive, searchable, and illustrated database of inscriptions would create broad accessibility for researchers and individuals looking for their ancestors' inscriptions. • Monitoring vandalism along the Inscription Loop Trail will help determine where the barrier (fence) needs to be improved. • Use past cases of vandalism (and their successful prosecution) to create greater visitor understanding of the difference between historic carvings and modern vandalism, and of the irreplaceable aspect of the inscriptions, petroglyphs, and pictographs. • Engage visitors to consider the tension between allowing natural processes to operate at El Morro and seeking to preserve inscriptions, petroglyphs, pictographs threatened by those very processes. • Expand relationships with universities, museums, tribes and nonprofit organizations to build the capacity for historic preservation, developing skills for NPS, tribal, and other government agencies, and exposing students to the variety of work in historic preservation. • Train staff in conservation techniques. • Reduce water level in the pool to original configuration. • Reduce vegetation densities near Inscription Rock. • Use other outreach techniques to market inscription, petroglyph, and pictograph preservation.
Related Resources and Values	<ul style="list-style-type: none"> • The Cuesta and Natural Setting.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Traditional use study. • Additional vibration impact studies. • Air quality study. • Fire history. • Scanning photographic and document archives. • Database development for descriptive information about the inscriptions, petroglyphs, and pictographs. • Database development for inscription monitoring and conservation treatments for inscriptions, petroglyphs, and pictographs. • Visitor survey update. • Assessment of effects of current hydrological and geological processes. • Climatology study (analysis of weather station data). • Air quality study. • GIS layers for cultural and natural resources and monument infrastructure. • Improved rock monitoring. • National register nomination—Inscription Rock. • Traditional cultural property study.

<p>Fundamental Resource or Value</p>	<p>Inscriptions, Petroglyphs, and Pictographs</p>
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship plan. • Vegetation management plan. <ul style="list-style-type: none"> • Exotic plant management plan. • Grasslands restoration plan. • Fire management plan update. <ul style="list-style-type: none"> • Fuels management plan. • Comprehensive interpretive plan. • Inscription monitoring plan update. • Parkwide accessibility assessment.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • NPS Organic Act 1916 • Historic Sites Act of 1935 • National Historic Preservation Act of 1966 – section 106 and section 110 • National Trust Act • National Environmental Policy Act of 1969 • Archeological and Historic Preservation Act of 1974 • American Indian Religious Freedom Act of 1978 • Archeological Resources Protection Act of 1979 • Native American Graves Protection and Repatriation Act of 1990 • Department of Interior Tribal Consultation Policy, 2012 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Executive Order 13007, “American Indian Sacred Sites” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 28A: <i>Archeology; Native American Graves Protection and Repatriation Act</i> • Director’s Order 24: <i>Museum Collections</i> • Director’s Order 71A: <i>Relationships with American Indian Tribes</i> • NPS Management Policies 2006 • “Curation of Federally-Owned and Administered Archeological Collections” (36 CFR 79) • “Protection of Historic Properties” (36 CFR 800) • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Treatment of Historic Properties</i>



Fundamental Resource or Value	Archeological Resources
Related Significance Statements	El Morro National Monument contains a high concentration of exceptional archeological resources; well-preserved and largely unexcavated pueblo sites atop Inscription Rock and are among the largest 13th and 14th century settlements in the American Southwest.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Eighty percent of all archeological resources are in good condition. • Headland Trail bisects the pueblos. <p>Trends</p> <ul style="list-style-type: none"> • Trail surfaces (asphalt, concrete, and sandstone) are deteriorating. • Vegetation is encroaching on archeological sites. • Early excavations at Atsinna require ongoing stabilization and drainage management.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Social trails provide inappropriate access to walls and resources. • Climbing and contact with masonry and wall surfaces causes accelerated deterioration of sandstone. • Vibrations from increasing traffic on the deteriorating stretch of New Mexico State Road 53 within the monument and quarry blasting within five miles of El Morro may contribute to the destabilization of masonry walls at Atsinna. • Vandalism from carving and graffiti continues. • Asphalt trail sections leach petroleum and other materials into adjacent archeological sites. • Illegal artifact collecting occurs near pueblos and sensitive areas on the east side of the monument. • Burrowing animals threaten archeological resources. • Fuel build-up around the Cuesta increases fire risk to cultural resources. • Surface drainage and subsurface hydrology are causing erosion and destabilizing archeological site walls.

<p>Fundamental Resource or Value</p>	<p>Archeological Resources</p>
<p>Threats and Opportunities</p>	<p>Opportunities</p> <ul style="list-style-type: none"> • Traditional and new documentation and preservation techniques should be used to maintain archeological sites. • Use the Vanishing Treasures Program to communicate successful preservation of exposed prehistoric architecture. • Traditional preservation skills should continue to be transferred to new generations of stewards. • Cooperative agreements should be developed to collect critical data for understanding, interpreting, and protecting archeological resources and values. • Expand relationships with universities, museums, and nonprofit organizations to build the capacity for historic preservation, specialized archeological/remote sensing studies, developing skills for NPS, tribal, and other government agencies, and exposing students to the variety of work in historic preservation. • Replace asphalt sections of the Headland Trail with more visually appealing and environmentally sustainable materials. Reroute trail sections where necessary. • Reduce vegetation densities near sites. • Connect El Morro’s archeological sites to other sites in the Visibility Information Exchange Web System (VIEWS) and parks with similar resources to create a broader understanding of culture in the region and partnerships for resource stewardship. • Develop additional interpretive media to build visitor understanding and awareness of resource preservation issues. • Create digital media that connect visitors to archeological resources and archeological resource protection. • Develop site-specific National Register of Historic Places nominations for Atsinna, North Atsinna, and Inscription Rock.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Archeological testing. • Traditional use study, especially ethnobotany. • Photogrammetry (hydrology, GIS, LiDAR). • Specialized artifact analyses—C 14 carbon dating and neutron activation analysis. • Additional vibration studies. • Remote sensing/testing to locate utility lines. • Remote sensing to identify extent of buried archeological features. • Artifact analyses. • Prioritized investigations of sites affected by natural processes.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Vegetation management plan. <ul style="list-style-type: none"> • Exotic plant management plan. • Grasslands restoration plan. • Fire management plan update. <ul style="list-style-type: none"> • Fuels management plan. • Integrated pest management plan. • Comprehensive interpretive plan. • Update collections management plan. • Museum exhibit plan. • Historic structures – preservation management plan. • Resource stewardship plan. • Site treatment and preservation plan. • New exhibit plan for visitor center. • Update park asset management plan. • Parkwide accessibility assessment.

Fundamental Resource or Value	Archeological Resources
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • NPS Organic Act 1916 • Historic Sites Act of 1935 • National Historic Preservation Act of 1966 – section 106 and section 110 • National Trust Act • National Environmental Policy Act of 1969 • Archeological and Historic Preservation Act of 1974 • American Indian Religious Freedom Act of 1978 • Archaeological Resources Protection Act of 1979 • Native American Graves Protection and Repatriation Act of 1990 • Department of Interior Tribal Consultation Policy, 2012 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Executive Order 13007, “American Indian Sacred Sites” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 28A: <i>Archeology; Native American Graves Protection and Repatriation Act</i> • Director’s Order 24: <i>Museum Collections</i> • Director’s Order 71A: <i>Relationships with American Indian Tribes</i> • NPS Management Policies 2006 • “Curation of Federally-Owned and Administered Archeological Collections” (36 CFR 79) • “Protection of Historic Properties” (36 CFR 800) • The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation • <i>The Secretary of the Interior’s Standards and Guidelines for Treatment of Historic Properties</i> • Programmatic agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)



<p>Fundamental Resource or Value</p>	<p>Cuesta and Natural Setting</p>
<p>Related Significance Statements</p>	<p>El Morro’s distinctive combination of geologic and geographical features—the natural travel corridor, highly visible landmark with a pool of water at its base, and the carvable texture of its soft sandstone—provided a perfect natural canvas for early inhabitants and travelers to leave their mark.</p>
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Erosion continues to shape the landscape, most visibly at North Point and in the Box Canyon. • The natural pool of water at the Cuesta’s base was impounded and deepened in the 1920s and rebuilt with a 13-foot high dam in 1943, providing water for administrative and community use. The enlarged pool increases surface erosion, causing the rock to spall. An arroyo created from the natural flooding was filled when the dam was enlarged, changing the drainage dynamic. • Natural sounds, dark skies, and viewshed are important resources that vary in integrity. • Juniper encroachment is an issue because it alters the cultural landscape; it increases fire danger and impacts habitat availability for ground-nesting species. <p>Trends</p> <ul style="list-style-type: none"> • Freeze-thaw cycles exert cumulative stresses on cracks in the cuesta, causing rock falls and spalling. • Deteriorating sections of the Headland Trail pose tripping and other hazards. • Cryptobiotic soil crusts are affected by visitors wandering off trails and by administrative activities. • Invasive nonnative species are displacing native vegetation and continue to be introduced. • Juniper and piñon forest encroachment is reducing grasslands and altering the cultural landscape. • Land adjacent to the monument is under development for residential, commercial, industrial and transportation uses. These increasing activities impact the viewshed and soundscape of the monument.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Rockfall hazards for visitors and employees are dangerous. • Asphalt trail sections are leaching petroleum and other materials into the soil. • Deterioration of trail surfaces (asphalt and erosion of slick-rock sections and carved stairways) create safety hazards for visitors and staff. • Social trails threaten well-developed cryptobiotic soil crusts. • Juniper and piñon forest encroachment is reducing grasslands, altering the cultural landscape, and increasing fire hazards. • Invasive species alter the cultural landscape and increase fire hazard and diminish native habitat for wildlife. • Viewshed, soundscape, and air quality issues exist due to increased industrial, commercial, and residential developments nearby. • The pool and amount of water retained creates preservation issues for inscriptions, petroglyphs, and pictographs. <p>Opportunities</p> <ul style="list-style-type: none"> • Community interest in protecting monument resources as part of the state scenic byway and arts trail, including air quality, night skies, and viewsheds, to reduce impacts. • Restore grassland to improve habitat for wildlife and restore natural fire regime. • Increase interpretation of natural resources. • Ability to reduce pool size depending on management goals. • Scenic values encourage artists to connect with the monument. • Obtain dark skies preserve certification.

Fundamental Resource or Value	Cuesta and Natural Setting
Data and/or GIS Needs	<ul style="list-style-type: none"> • Additional vibration studies. • Climate change studies (greenhouse gases, water table stability). • Additional hydrology studies. • Updated analysis of crack monitoring data. • Fire history studies. • Air quality study.
Planning Needs	<ul style="list-style-type: none"> • Vegetation management plan. <ul style="list-style-type: none"> • Exotic plant management plan. • Grasslands restoration plan. • Fire management plan update. <ul style="list-style-type: none"> • Fuels management plan. • Integrated pest management plan. • Resource stewardship plan. • Wildlife management plan. • Comprehensive interpretive plan. • Update inscription monitoring plan. • Parkwide accessibility assessment.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Park Service Organic Act • Enabling legislation for El Morro National Monument • National Environmental Policy Act of 1969 • Endangered Species Act of 1973, as amended • National Invasive Species Act • Lacey Act, as amended • Migratory Bird Treaty Act; 16 U.S.C. 703-712 • Eagle Protection Act; 16 U.S.C. 668 • Federal Noxious Weed Act of 1974, as amended • The Clean Water Act (42 USC 7401 et seq.) • Executive Order 13112, "Invasive Species" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 12: <i>Conservation Planning, Environmental Impact Analysis, and Decision-making and DO-12 Handbook</i> • Director's Order 14: <i>Resource Damage Assessment and Restoration</i> • Director's Order 18: <i>Wildland Fire Management</i> • Director's Order 77: <i>Natural Resource Protection</i> • Director's Order 79: <i>Integrity of Science and Scholarly Activities</i> • NPS Management Policies 2006

Analysis of Other Important Resources and Values

Other Important Resource or Value	Cultural Landscape
Description	The landscape associated with pre-European contact development and use of the cuesta and the El Morro Valley, including Atsinna, North Atsinna, and other pre-contact standing architecture.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Cultural landscape condition is assessed as “fair” due to a variety of factors that have caused short-term and possibly irreversible damage (e.g., raising the level of the pool). • The views of El Morro’s landscape retain the feeling of isolation and remoteness. <p>Trends</p> <ul style="list-style-type: none"> • Erosion of Inscription Rock has increased over the past 20 years. • Development and increased industrial activity, as well as the encroachment of the piñon and juniper woodland have altered the historic viewshed.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Historic structures, such as trails and the administrative building/complex, are deteriorating. • Modifications to drainage and vegetation are causing erosion of Inscription Rock. • Highway condition, residential/commercial encroachment, and industrial activity throughout the valley impact the viewshed and soundscape. • Juniper woodland encroachment continues to alter the landscape. <p>Opportunities</p> <ul style="list-style-type: none"> • Ensure that monument activities reflect best practices related to the preservation of the cultural landscape and its components. • Develop and implement a method for monitoring and assessing changes to the cultural landscape. • Engage stakeholders to maintain the condition of the cultural landscape. • Reduce woody vegetation densities.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Historic resources data set. • Archive data set and finding aids for historic photographs.
Planning Needs	<ul style="list-style-type: none"> • Cultural landscape report (in progress – 2013). • Comprehensive interpretive plan. • Historic structures – preservation management plan. • Update inscription monitoring plan. • Vegetation management plan. • Update fire management plan. • Resource stewardship plan. • Fuels management plan. • Update park asset management plan. • Update integrated pest management plan.

Other Important Resource or Value	Cultural Landscape
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Executive Order 13112, "Invasive Species" • National Historic Preservation Act of 1966, as amended (16 USC 470) • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i> (1996) • <i>NPS Management Policies 2006</i> • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 47: <i>Soundscape Preservation and Noise Management</i> • Director's Order 77: <i>Natural Resource Protection</i>



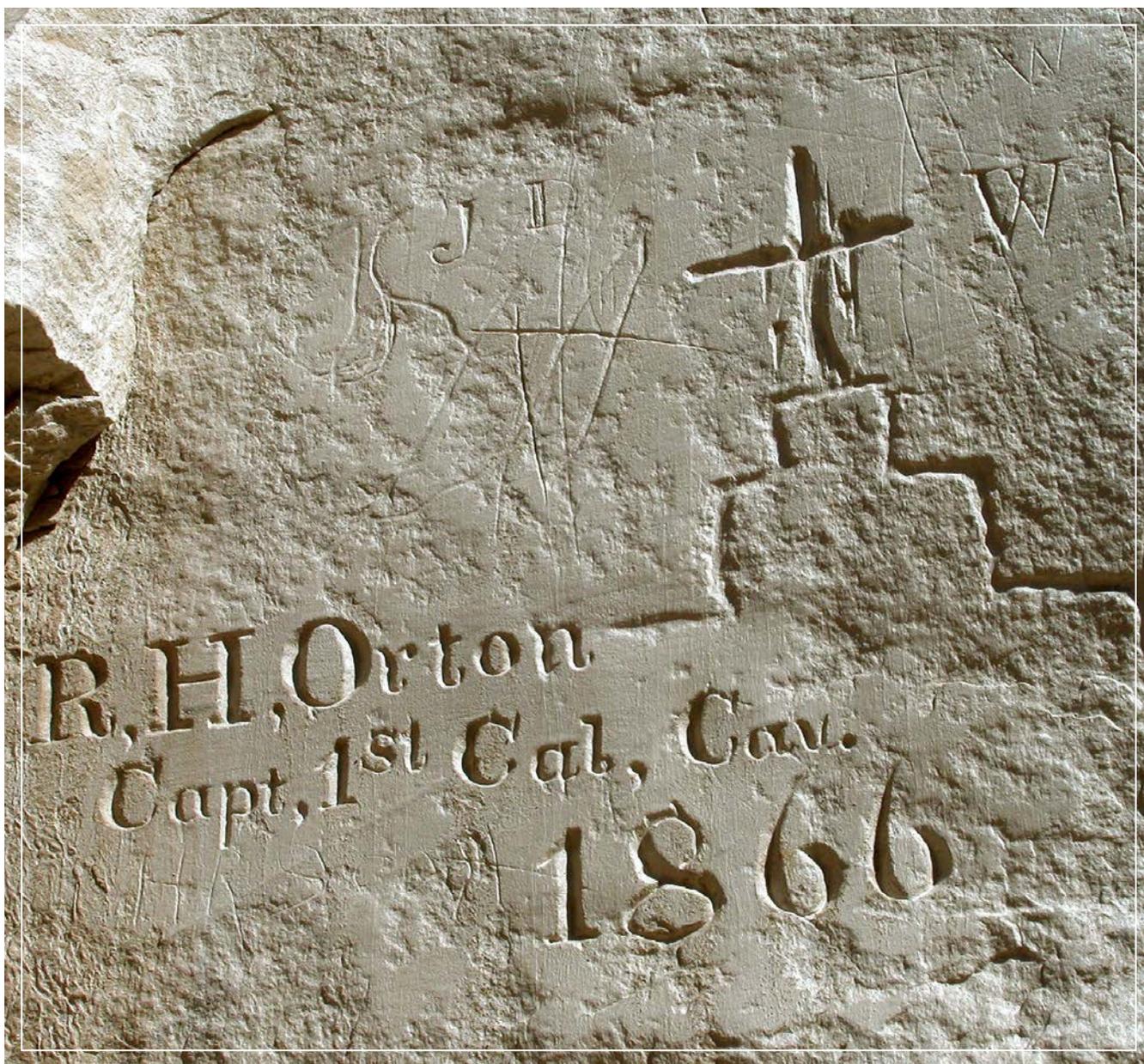
Other Important Resource or Value	Historic Structures
<p>Description</p>	<p>El Morro’s historic structures were built to support the early management of the monument by the National Park Service. Buildings, utility systems, trails, and other facilities were constructed, mainly between the late 1920s and mid-1960s. The main historic structures, many of which have potential for inclusion in the National Register of Historic Places, include:</p> <ul style="list-style-type: none"> • 1926: A concrete dam was built to expand the pool’s storage capacity to serve as a community water source. • 1934: The original ranger cabin and garage was built. The switchbacks to the Cuesta top and rock stairs were constructed as part of the Works Progress Administration activity. • 1939: The masonry custodian’s residence and information station were built. • 1943: A new concrete dam was built after a rockfall demolished the earlier dam. • 1962: A well was drilled in the monument and use of the pool as a monument water source ceased. • 1964: The Mission 66 visitor center and maintenance building were constructed, designed by NPS architect Cecil Doty. Older stone buildings became administrative office space.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Historic trail segments are in poor condition. • Mission 66 visitor center exhibits are outdated and do not reflect current knowledge, multiple cultural perspectives, and modern museum presentation techniques. <p>Trends</p> <ul style="list-style-type: none"> • Some historic resources have not been maintained to preserve historic integrity. • Historic resource preservation backlog continues to grow.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Hazardous building materials exist in many of the historic buildings and require abatement or encapsulation. • Contemporary roofing on administrative / visitor center complex threatens the historic integrity of those structures, and, to a lesser degree, the housing units. • Rodent infestation impacts historic masonry and poses potential health risks. • Structural fire damage is more likely due to the lack of structural fire protection systems at the administrative / visitor center complex. <p>Opportunities</p> <ul style="list-style-type: none"> • Preservation maintenance is needed for all of the historic structures.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic structures report. • Maintenance: comprehensive condition assessments and development of subsequent work orders for historic buildings and trails. • Hazardous materials assessment for structures. • Traditional cultural property study. • Oral history collection.

Other Important Resource or Value	Historic Structures
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Historic structures preservation plan. • Cultural landscape report (in progress, 2013). • Comprehensive interpretive plan. • Integrated pest management plan. • Museum collection emergency operations plan. • Vegetation management plan. • Update fire management plan. • Resource stewardship plan. • Fuels management plan. • Update park asset management plan. • Update to historic district nomination for national register. • Parkwide accessibility assessment. • Sustainability assessment.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • “Protection of Historic Properties” (36 CFR 800) • The Antiquities Act of 1906 • Historic Sites, Buildings, and Antiquities Act of 1935 • National Historic Preservation Act of 1966, as amended (16 USC 470) • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • Director’s Order 28: <i>Cultural Resource Management</i> <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Director’s Order 6: <i>Interpretation and Education</i> • <i>NPS Management Policies 2006</i>



Other Important Resource or Value	Museum Collection
Description	El Morro’s museum collection contains 57,000 cataloged objects, including assemblages of prehistoric and historic artifacts, natural history specimens, and historic and rare archives.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Much of the monument’s collection is housed at the NPS Western Archeological Conservation Center in Tucson, Arizona. A smaller portion of the collection is housed in a climate-controlled storage facility at El Malpais National Monument Headquarters in Grants, New Mexico. Items are also on display in the visitor center exhibit cases. On-site storage is currently adequate. • Backlog of collection cataloguing exists, particularly archives. <p>Trends</p> <ul style="list-style-type: none"> • The backlog is growing due to additional collection items housed in outside repositories. • The monument relies increasingly on contractors to complete museum collection work (including condition assessments, inventories, cataloguing). • Administrative documentation of loan agreements is improving. • Increased requests for research permits may increase backlog (e.g., the Coronado project will result in additional items and archives to catalog and curate).
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Items cannot be properly accounted for, assessed for condition, or otherwise treated and preserved until cataloged. • There is no Museum Collections emergency operations plan. • Substandard museum collection conditions in visitor center displays may lead to deterioration of objects. <p>Opportunities</p> <ul style="list-style-type: none"> • Providing more electronic access to museum collection enhances research opportunities and encourages citizen stewardship of artifacts in situ in the monument (virtual museum). • Cataloging backlog of archives, etc. will expand information available to staff and researchers. • Expand electronic database for Museum Collections accessibility to staff for reporting. • Create museum collection emergency operation plan. • Museum collection can provide expanded opportunities for interpretation and education through museum exhibits, media, etc. • Collaborate with tribes and other communities to share collection information from different perspectives. • Survey items on display to determine condition and set priorities for treatment, if needed.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Update scope of collections statement. • Post images to the Interior Collections Management System catalog website. • Condition survey for collection.
Planning Needs	<ul style="list-style-type: none"> • Integrated pest management plan. • Update collections management plan. • Update fire/fuels management plan. • Museum Collections emergency operations plan. • Comprehensive interpretive plan. • Resource stewardship plan. • Parkwide accessibility assessment.

Other Important Resource or Value	Museum Collection
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Museum Act (16 USC 18f through 18f-3) • "Curation of Federally Owned and Administered Archeological Collections" (36 CFR 79) • Management of Museum Properties Act of 1955 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 • NPS Museum Handbook • NPS Museum Collection Facilities Strategy, Intermountain Region 2005 • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 24: <i>NPS Museum Collections</i> • Director's Order 28: <i>Cultural Resource Management (1998)</i>



Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions not directly related to purpose and significance, but still indirectly affects them. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for El Morro National Monument and the associated planning and data needs to address them:

- **Preservation of Inscriptions:** Inscriptions, threatened by weathering and vandalism, are gradually being lost over time. Preservation strategies would establish threshold levels, priorities, and prescriptions to protect them. Alternatives include preservation in place (such as protective covers) to removing the most significant inscriptions from the cliff face for preservation in a museum setting. Strategies would also address the consequences of alternative prescriptions on resources and visitors experience.
- **The Pool:** The natural water catchment, historically impounded and enlarged, has led to loss of many inscriptions. A planning effort would determine if the current dam should be altered or removed and the pool returned to a more natural state, given that it no longer serves as a water source for nearby communities and the monument, before more irreplaceable inscriptions are lost.
- **Natural and Cultural Resources:** Multiple resource plans/updates would help integrate a number of ongoing resource management and preservation programs (fire, vegetation, wildlife, cultural landscape, and archeological site management) to ensure that the effects on one another are considered concurrently and cumulatively and that the mission of the monument is achieved. It would also address climate change-related impacts on monument resources.
- **Cultural Landscape:** Relatively free from modern intrusions, the cultural landscape is primary to visitors' experience and connection with El Morro's nationally significant resources. Yet visual intrusions are encroaching via subdivision development and commercial activities on the monument boundaries, a sewage lagoon within the monument, the invasion of nonnative plant species, and piñon-juniper forest encroachment. The cultural landscape report, to be completed in 2015, will establish cultural landscape management objectives and preservation prescriptions. In addition, there is a need to explore options to acquire remaining nonfederal lands within the monument boundary and conservation and scenic easements within and beyond the boundary.
- **Visitor Experience and Interpretation:** An evaluation of current facilities, trails, accessibility, and interpretive/educational activities in the monument is needed to determine if they are adequate to meet the needs of visitors. Trails to the monument's most important resources are in need of repair. Exhibits are outdated and new ones are needed to enhance understanding, enjoyment, and appreciation of monument resources. Safety hazards include potential rockfall from the cliff face. A comprehensive interpretive plan would examine the total visitor experience and plan for changing trends in visitor needs. These and other resource plans would also address how to reduce and mitigate visitor impacts on resources.

- **Museum Collections:** Much of the monument’s collection is housed at the NPS Western Archeological and Conservation Center in Tucson, Arizona. A smaller portion of the collection is housed in a climate-controlled storage facility at El Malpais National Monument Headquarters in Grants, New Mexico, or on display in the visitor center exhibit cases. On-site storage is adequate but collection records and database management is backlogged, particularly for the archives. Museum items cannot be properly accounted for, assessed for condition, or otherwise treated and preserved until properly cataloged. In addition, there is no museum collection emergency operations plan.
- **Staffing:** Current staffing could be enhanced to protect natural and cultural resources and provide for visitor enjoyment, interpretation, and education. A unit management plan would help to establish appropriate staffing levels as well as address the administrative space and housing needed to support management activities.

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs - Where A Decision-making Process Is Needed				
ID	Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)	Notes
1	OIRV	Museum collection emergency operations plan	H	This plan relates to the following OIRV: Historic Structures; Museum Collection. The plan focuses on visitor center exhibits. This plan would be combined with El Malpais National Monument emergency operations plan.
2	FRV/OIRV	Comprehensive interpretive plan	H	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Structures; Museum Collection. The plan would recommend improvements to interpretive media and programming to incorporate new information, and multiple perspectives to enhance visitor understanding, enjoyment, appreciation, and stewardship.
3	OIRV	Historic structures – preservation management plan	H	This plan relates to the following FRV/OIRV: Archeological Resources; Cultural Landscape; Historic Structures. It is needed to provide a holistic approach to preservation strategy.

Planning Needs - Where A Decision-making Process Is Needed				
ID	Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)	Notes
4	FRV/OIRV	Update inscription monitoring plan	H	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Cuesta and Natural Setting; Cultural Landscape. The previous plan was completed in 2005; a new plan may identify new priorities, needs, and treatments.
5	FRV/OIRV	Vegetation management plan	H	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Resources. The plan would develop a holistic approach to fire and vegetation management.
6	FRV/OIRV	Park-wide Accessibility Assessment	H	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Structures; Museum Collection. The plan would recommend accessibility improvements to enhance visitor enjoyment and appreciation. Accessibility is a National Park Service mandate.
7	FRV/OIRV	Update fire management plan	M	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Structures; Museum Collection. The current plan allows pile burning but no broadcast burning.
8	FRV/OIRV	Resource stewardship plan	M	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Resources; Museum Collection. This plan would systematically address and prescribe measures to protect inscriptions and petroglyphs. It would include alternative analysis for protection, resource impacts and visitor experience.
9	FRV/OIRV	Update integrated pest management plan	M	This plan relates to the following FRV/OIRV: Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Structures; Museum Collection. An update of the integrated pest management plan would address hantavirus risk from rodent activity.
10	OIRV	Sustainability Assessment	M	This plan relates to the following OIRV: Historic Structures. Sustainability is a National Park Service mandate.

Planning Needs - Where A Decision-making Process Is Needed				
ID	Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)	Notes
11	FRV/OIRV	Update park asset management plan	M	This plan relates to the following FRV/OIRV: Archeological Resources; Cultural Landscape; Historic Structures. The current cycle of comprehensive condition assessments should be integrated into the plan update.
12	FRV/OIRV	New exhibit plan for visitor center	M	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Structures; Museum Collection. The development of this plan follows the comprehensive interpretative plan effort.
13	FRV/OIRV	Fuels management plan	M	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Structures; Museum Collection. Regional structure assessments have been done and mitigations are underway according to priorities.
14	FRV	Site treatment and preservation plan	M	This plan relates to the following FRV: Archeological Resources. The plan is needed to outline treatments of impacts to sites.
15	OIRV	Update to historic district nomination for national register	L	This plan relates to the following OIRV: Historic Structures. Information from the 1978 register listing is so out of date that it is inaccurate. While the listing is inclusive of all buildings, it is also very general and needs updating to provide more detailed information.
16	FRV/OIRV	Update collections management plan	L	This plan relates to the following FRV/OIRV: Archeological Resources; Museum Collection.
17	OIRV	Update scope of collections	L	This plan relates to the following OIRV: Museum Collection.
18	FRV/OIRV	Unit management plan / other planning efforts	L	This plan relates to the following FRV/OIRV: Inscriptions, Petroglyphs, and Pictographs; Archeological Resources; Cuesta and Natural Setting; Cultural Landscape; Historic Structures; Museum Collection. The plan is needed to provide a long-term vision and strategies for cultural and natural resources, visitor experiences, and monument operations.

Data Needs – Where Information Is Needed Before Decisions Can Be Made				
ID	Related to an FRV or OIRV?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
1	FRV	Additional vibration studies	H	Important for preserving inscriptions and archeological sites. Changing conditions include increased truck traffic on New Mexico State Road 53, blasting at nearby mining operation, and deteriorating road surface conditions.
2	FRV	Remote sensing to identify extent of buried archeological features	H	Ground penetrating radar and electromagnetic surveys needed. A current example is the Coronado survey project.
3	FRV	Update crack monitoring study	H	Needed to evaluate rock slabs for risks associated with life, health, safety, and resource preservation.
4	FRV	Fire history studies	H	Data needed for vegetation management and fire management plans. Study to focus on historical fire return intervals and burn severity.
5	FRV/OIRV	Digitize historic photos and archive dataset and finding aids for historic photographs	H	Better resolution is needed for archive quality. The project would support multiple planning efforts.
6	OIRV	Geo-database development	H	Create a data set that includes historic features (road traces, fence lines, etc.), existing utilities, and rights-of-way.
7	OIRV	Maintenance: comprehensive condition assessments and development of subsequent work orders for historic buildings and trails	H	Assessment and work order are needed to develop project requests for treating historic structures. Results would inform historic structures report.
8	FRV	National register nomination – Inscription Rock	H	Need to nominate Inscription Rock officially; it is administratively listed now (along with all of the monument).
9	FRV	Archeological risks assessment	H	Prioritized investigations of sites affected by natural processes.

Data Needs – Where Information Is Needed Before Decisions Can Be Made				
ID	Related to an FRV or OIRV?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
10	FRV	Database development for inscriptions, petroglyphs, and pictographs	H	Database development for descriptive information about the inscriptions, petroglyphs, and pictographs; monitoring program and conservation treatments.
11	FRV	Archeological testing	M	Archeological testing is needed to identify buried sites and to evaluate nature and significance for determinations of eligibility.
12	FRV	Traditional use study	M	Use tribal consultation to gather information about traditional use of specific areas, plants, etc.
13	FRV	Artifact analysis	M	Analysis focus – fauna, lithic material, and ceramics from 1950s-era excavations.
14	FRV	Specialized analyses – C14 carbon dating and neutron activation analysis	M	Needed to do testing project of artifacts (ceramic and carbon). Tied to data need #11 but this would be a specialized study that identifies type and temper.
15	OIRV	Historic structures report	M	Focus on Mission 66, 1930s-era structures, and Atsinna. The effort would include data collection, research, and report. Comprehensive condition assessments (#7) would inform and support this report.
16	OIRV	Hazardous materials assessment for structures	M	Needed to complete risk analyses and mitigation strategies.
17	FRV	Update rock monitoring program and data collection	M	Improved rock monitoring.
18	OIRV	Buried utility line assessment	M	Remote sensing/testing to locate utility lines (add GIS layer).
19	FRV	Additional hydrology studies	L	The existing study is currently serving the need.
20	FRV	Air quality study	L	Greater understanding of air quality impacts on resources and visitor experience could provide a basis for collaborating with sources and local government agencies.

Data Needs – Where Information Is Needed Before Decisions Can Be Made				
ID	Related to an FRV or OIRV?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
21	FRV/OIRV	Expanded visitor survey update	L	Update 2010 study in the future.
22	FRV/OIRV	Climatology study	L	Analysis of weather station data. These data are needed to inform multiple planning efforts.
23	FRV/OIRV	GIS database layer updates	L	Revise/update – GIS layers for cultural and natural resources and monument infrastructure.
24	FRV/OIRV	Hydrology study	L	Photogrammetry hydrology (GIS, LiDAR).
25	FRV	Traditional cultural property study	L	Related to FRV: Inscriptions, Petroglyphs, and Pictographs. Needed to document connections with associated tribes.
26	OIRV	Oral history collection	L	Related to OIRV: Historic Structures. Needed to document associated history.



Part 3: Contributors

El Morro National Monument

Kayci Cook Collins, Former Superintendent
Mitzi Frank, Acting Superintendent
Leslie DeLong Bastik, Chief of Visitor Services (retired)
Rick Best, Park Ranger and Visitor Services
Steve Baumann, Chief of Heritage Preservation
Richard Greene, Archeologist
Calvin Chimoni, Masonry Worker
Dana Sullivan, Chief Ranger
Coral Conway, Acting Branch Chief for Visitor and Resource Protection
David Hays, Branch Chief for Natural Resources
Kevin Parrish, Fire Management Officer
Fred Euganeo, Chief of Facilities

Intermountain Region

Liza Ermeling, El Morro National Monument Foundation Project Lead

Other NPS Staff

Nancy Shock, Foundation Coordinator, Washington Support Office, Park Planning and Special Studies
Pam Holtman, QA/QC, Washington Support Office, Park Planning and Special Studies
Tamara Delaplane, ELMA Foundation Project Manager, Denver Service Center, Planning Division
Megan Truebenbach, Project Specialist, Denver Service Center, Planning Division
Melody Bentfield, Contract Librarian, Denver Service Center, Planning Division
Ken Bingenheimer, Editor, Denver Service Center, Planning Division
John Paul Jones, Visual Information Specialist, Denver Service Center, Planning Division

Appendixes

Appendix A: Enabling Legislation for El Morro National Monument and Subsequent Proclamations and Legislation

1906 – Presidential Proclamation 695, December 8, 1906
(34 Stat. 3264, appended) establishing El Morro National Monument

December 8, 1906.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA.

A PROCLAMATION.

El Morro National Monument, N. Mex. Preamble, Ante, p. 225.

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 objects to be protected";

And whereas, the rocks known as El Morro and Inscription Rock in the Territory of New Mexico, situated upon public lands owned by the United States, are of the greatest historical value and it appears that the public good would be promoted by setting aside said rocks 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 El Morro National Monument the rocks aforesaid and for the proper protection thereof do hereby reserve from settlement, entry or other disposal, all those certain tracts, pieces or parcels of land lying and being situate in the Territory of New Mexico, and within the boundaries particularly described as follows, to wit:

National monument, New Mexico.

The south half of the north-east quarter and the north half of the south-east quarter of section six, township nine north, range fourteen west, New Mexico Meridian, as shown upon the map hereto attached and made a part of this proclamation.

Description.

Warning is hereby expressly given to all persons not to appropriate, excavate, injure or destroy said monument or to settle upon any of the lands reserved by this proclamation.

Reserved from settlement, etc.

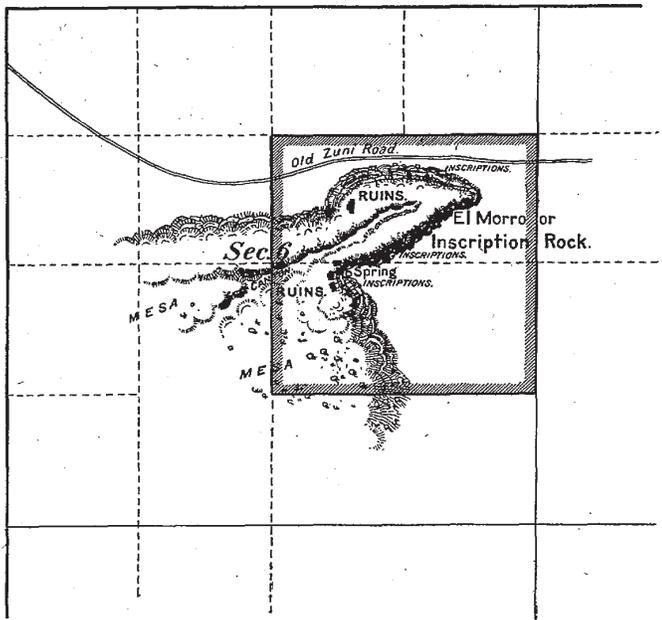
IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the City of Washington this 8th day of December, 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.

By the President:
ELIHU ROOT
Secretary of State.

THEODORE ROOSEVELT

EL MORRO NATIONAL MONUMENT,
Embracing the S. ½ of NE. ¼ and N. ½ of SE. ¼, Sec. 6,
T. 9 N., R. 14 W., New Mexico Meridian,
NEW MEXICO,
Containing 160 acres.



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

[MAP ATTACHED TO AND MADE A PART OF THE PROCLAMATION
DATED DECEMBER 8, 1906.]

1917 – Presidential Proclamation 1377, June 18, 1917 (40 STAT. 1673 Appended) Enlarging El Morro National Monument.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

June 18, 1917.

A PROCLAMATION

WHEREAS, it appears that the public good will be promoted by adding to the El Morro National Monument certain lands within the State of New Mexico containing ruins of archaeological value;

El Morro National Monument, N. Mex. Preamble.

Now, therefore, I, WOODROW WILSON, President of the United States of America, by virtue of the power in me vested by Section two of the Act of Congress approved June 8, 1906, entitled "An Act for the Preservation of American Antiquities", do proclaim that a tract described as the southeast quarter of the northwest quarter and the northeast quarter of the southwest quarter of section six, township nine north, range fourteen west, New Mexico Principal Meridian, is hereby reserved from appropriation and use of all kinds under all of the public land laws, subject to all prior valid adverse claims, and set apart as an addition to the El Morro National Monument, and that the boundaries of said National Monument are now as shown on the diagram hereto annexed and forming a part hereof.

Area extended. Vol. 34, p. 225.

Description.

Vol. 34, p. 3264.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, remove, or destroy any feature of this National Monument, or to locate or settle on any of the lands reserved by this proclamation.

Reserved from settlement, etc.

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 18th day of June, in the year of our Lord one thousand nine hundred and seventeen, and of the Independence of the United States the one hundredth and forty-first.

WOODROW WILSON

By the President:
ROBERT LANSING,
Secretary of State.

1950 – The Act of June 14, 1950 (64 STAT. 211, Appended) Enlarging El Morro National Monument to 1,276 Acres (Including Committee Reports)

[CHAPTER 232]

AN ACT

To provide for the addition of certain lands to El Morro National Monument, in the State of New Mexico, and for other purposes.

June 14, 1950
[S. 2274]
[Public Law 539]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is hereby authorized to procure, for the protection and preservation of El Morro National Monument, the following-described land and interests in land:

El Morro National Monument.

NEW MEXICO PRINCIPAL MERIDIAN

Township 9 north, range 14 west:

Section 5, lots 1, 2, 3, 4; south half northeast quarter; south half northwest quarter; southwest quarter; and southeast quarter, containing six hundred forty and eighty one-hundredths acres;

Section 6, lots 1, 2, 3, 4; north half northeast quarter; northeast quarter northwest quarter; south half southeast quarter and southeast quarter southwest quarter, containing three hundred ninety-seven and ninety-two one-hundredths acres.

Comprising in all an addition of one thousand thirty-eight and seventy-two one-hundredths acres.

SEC. 2. All property acquired pursuant to this Act shall become a part of the national monument upon the issuance of an appropriate order, or orders, by the Secretary of the Interior setting forth the revised boundaries of the monument, such order or orders to be effective upon publication in the Federal Register. Lands so added to the monument shall thereafter be subject to all laws and regulations applicable to the monument.

Effective date.

Approved June 14, 1950.

Appendix B: Inventory of Administrative Commitments and Valid Existing Rights

While the park has other administrative commitments that are updated regularly, listed below are the key and more perpetual commitments. This table is intended to be a changing portion of the document, and the park maintains and updates this information periodically.

Key Administrative Commitments

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose	Notes
New Mexico Joint Powers Agreement	Memorandum of agreement	2008	Expired	El Malpais National Monument, El Morro, U.S. Forest Service, Bureau of Land Management, Bureau of Indian Affairs, U.S. Fish and Wildlife Service, and the Forestry Division of the State of New Mexico Department of Natural Resources	Document the agencies' commitment to this agreement to improve efficiency by facilitating the coordination and exchange of personnel, equipment, supplies, services, and funds among the agencies to this agreement for management of wildland fires	Agreement expired but currently being revised for New Mexico
Four Winds Fire Agreement	Interpark agreement	5/16/2001	Five-year agreement; expired	ELMA, ELMO, PEFO, PETR, SAPU	Define mutual responsibilities	
Regional Dispatch Agreement	Cooperative	1/01/2009	12/31/2014	National Park Service, Cibola County	Provision of dispatch services for incidents/emergencies	
La Mosca and Oso Ridge Repeaters	Interagency	7/01/2008	9/30/2012	National Park Service, U.S. Forest Service	Radio repeater on USFS antenna in national forest	Revision underway
Oso Ridge Lookout	Memorandum of agreement	7/01/2008	9/30/2012	National Park Service, U.S. Forest Service		
Mutual Aid Agreement (Cibola County Sheriff's Office)	Memorandum of understanding	10/02/2012	10/01/2017	National Park Service, Cibola County Sheriff's Office	Mutual aid for law enforcement	

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose	Notes
Mutual Aid Agreement (Grants Police Department)	Memorandum of understanding	7/25/2013	7/25/2018	National Park Service, Grants Police Department	Mutual aid for law enforcement	
Medical Advisor Agreement with Ann Heath, MD	Memorandum of understanding	2012	2017	Ann Heath, MD	Medical advisor for emergency medical services	
Mutual Aid Agreement with Ramah Navajo Police Department	Memorandum of understanding	3/6/2013	3/5/2018	National Park Service, Ramah Navajo Police Department	Mutual aid for law enforcement	

Valid Existing Rights

Case Type	Customer Name	Case File Number	Size in Acres	Expiration Date
Right-of-way for New Mexico State Road 53	New Mexico State Highway Department			Expired
Continental Divide Electric Cooperative Powerline Right-of-way	New Mexico State Highway Department			Perpetual
Access to Private Lands Using El Morro National Monument Service Road	Clawson (tract to the south) and Clark (east)			Perpetual



Appendix C: Tribes Associated with El Morro National Monument

Hopi Tribal Council
Hopi Tribe of Arizona
PO Box 123
Kykotsmovi, AZ 86039

Laguna Pueblo Tribal Council
Pueblo of Laguna, New Mexico
PO Box 194
Laguna, NM 87026

Mescalero Apache Tribe of the Mescalero Reservation
Mescalero Apache Tribal Council
PO Box 227
101 Central Avenue
Mescalero, NM 88340

Navajo Nation Tribal Council
Navajo Nation, Arizona, New Mexico & Utah
PO Box 7440
Window Rock, AZ 86515

Pueblo of Acoma Tribal Administration
Pueblos of Acoma, New Mexico
PO Box 309
Acoma, NM 87034

Pueblo of Santa Ana Tribal Council
Pueblo of Santa Ana, New Mexico
2 Dove Road
Santa Ana Pueblo, NM 87004

Pueblo of Santo Domingo
Kewa Pueblo, New Mexico
PO Box 99
Santo Domingo Pueblo, NM 87052

Pueblo of Zuni Tribal Council
Zuni Tribe of the Zuni Reservation, New Mexico
PO Box 339
Zuni, NM 87327-0339

Sandia Pueblo Tribal Council
Pueblo of Sandia, New Mexico
481 Sandia Loop
Bernalillo, NM 87004



Intermountain Region Foundation Document Recommendation El Morro National Monument

August 2014

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Intermountain Regional Director.

Mitzi Frank

8/28/14

RECOMMENDED

Mitzi Frank, Superintendent, El Morro National Monument

Date

Sue E. Masica

9/22/14

APPROVED

Sue E. Masica, Regional Director, Intermountain Region

Date



As the nation's principal conservation agency, the Department of the Interior has 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 environmental and cultural values of our national parks and historic 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.

ELMO 308/123340
September 2014

Foundation Document • El Morro National Monument

