

**DRAFT
GENERAL MANAGEMENT PLAN and
DEVELOPMENT CONCEPT PLAN**

December 1987



ROCKY MOUNTAIN REGION • NATIONAL PARK SERVICE

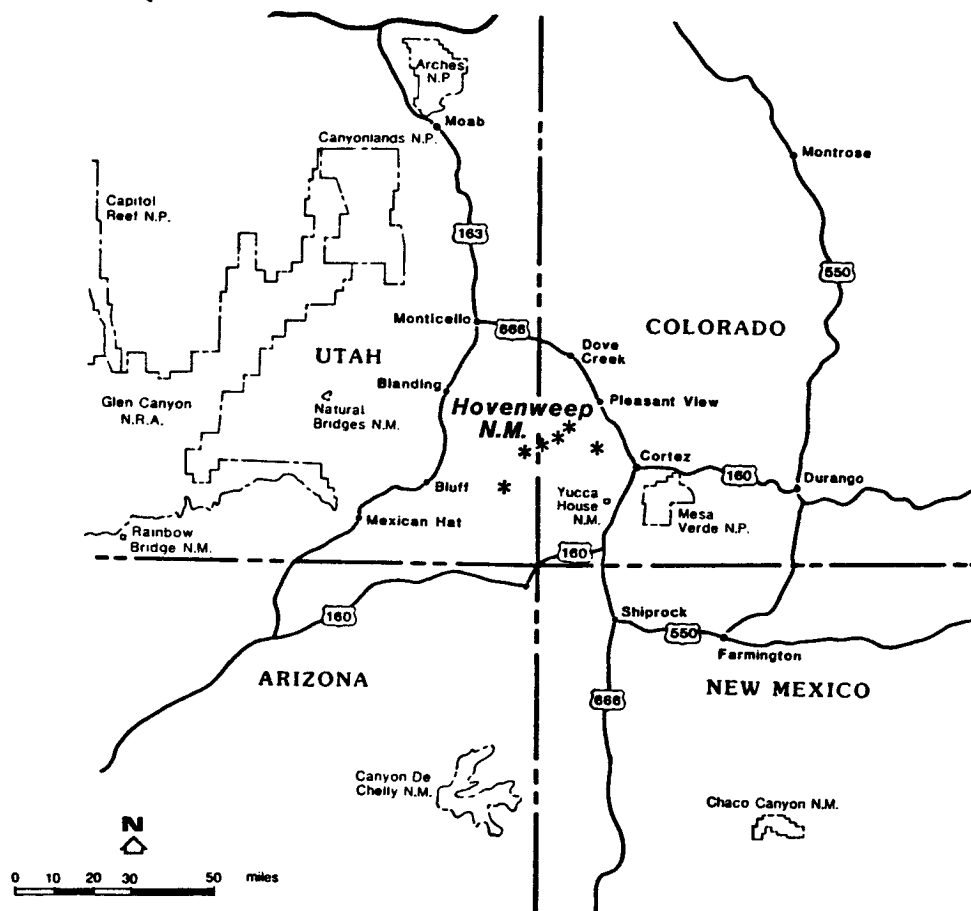
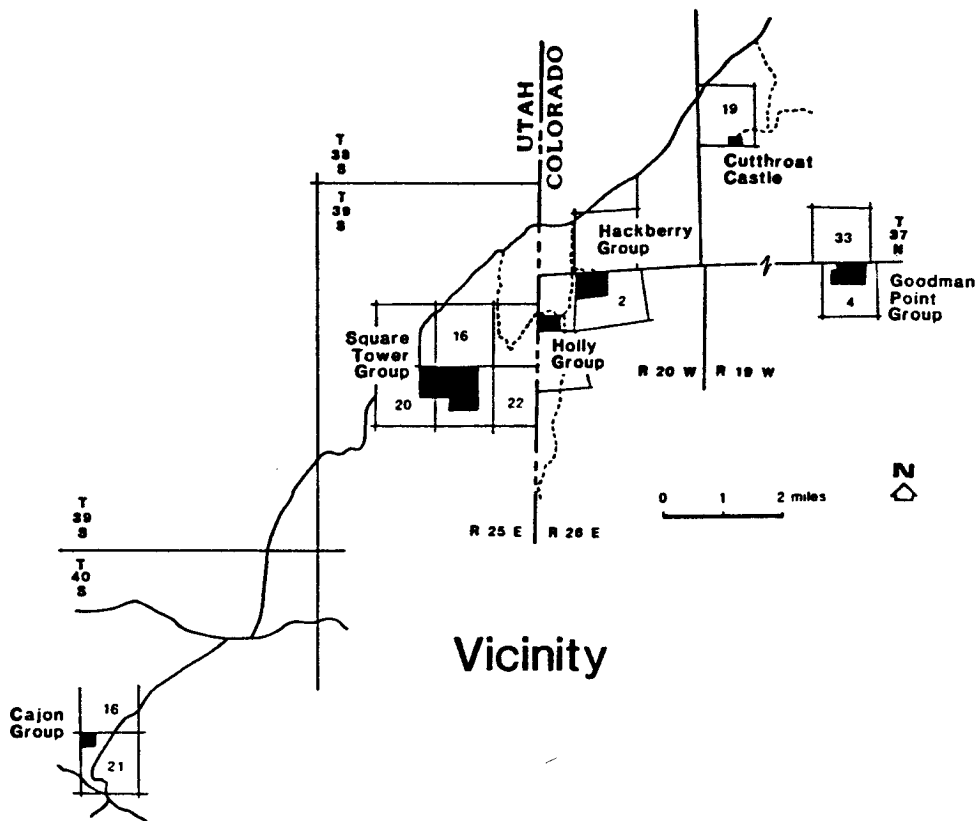
ON MICROFILM

PLEASE RETURN TO:

TECHNICAL INFORMATION CENTER
DENVER SERVICE CENTER
NATIONAL PARK SERVICE

TABLE OF CONTENTS

INTRODUCTION.....	1
THE DRAFT PLAN.....	3
LAND AND RESOURCE PROTECTION.....	3
LAND USE AND MANAGEMENT.....	7
RESOURCE MANAGEMENT.....	7
Resource Management Strategies Within Existing and Proposed Boundaries.....	7
Resource Management Strategies Within the Proposed Resource Protection Zone.....	10
VISITOR USE AND INTERPRETATION.....	14
PARK OPERATIONS.....	16
DEVELOPMENT CONCEPTS.....	17
STAFFING AND OPERATIONAL NEEDS.....	25
PHASING SCHEDULE/COST SUMMARY.....	29
ADDITIONAL STUDIES/PLANS NEEDED.....	31
LIST OF PREPARERS.....	32
APPENDIX A - PUBLIC INVOLVEMENT SUMMARY.....	33
APPENDIX B - SUMMARY OF PUBLIC RESPONSES TO THE ENVIRONMENTAL ASSESSMENT.....	35
APPENDIX C - REPORT FROM NATIONAL PARK SYSTEM ADVISORY BOARD.....	39
ILLUSTRATIONS	
VICINITY AND LOCATION MAP.....	2
RESOURCE PROTECTION ZONE.....	5
PROPOSED MANAGEMENT ZONING.....	8
PROPOSED GENERAL MANAGEMENT PLAN.....	19
PROPOSED DEVELOPMENT CONCEPTS - SQUARE TOWER GROUP RUINS.....	23
PROPOSED DEVELOPMENT CONCEPTS - HOLLY GROUP RUINS.....	26
PROPOSED DEVELOPMENT CONCEPTS - HACKBERRY GROUP RUINS.....	27
PROPOSED DEVELOPMENT CONCEPTS - CUTTHROAT CASTLE GROUP RUINS.....	28



ON MICROFILM

Location Hovenweep National Monument

United States Department of the Interior - National Park Service

INTRODUCTION

An Environmental Assessment (EA) which disclosed the anticipated environmental consequences of implementing this draft plan and three alternatives to the plan was made available for public review on November 13, 1985. This draft General Management Plan (GMP) and Development Concept Plan (DCP) is based on the alternatives presented in the EA. Refer to Appendices A and B for details regarding public involvement and public responses on the EA.

On June 18, 1986, a subcommittee of the Secretary of the Interior's National Park System Advisory Board visited Hovenweep National Monument to evaluate whether the archeological remains outside the present boundary are of national significance. Appendix C contains their report, which concluded that the archeological remains within the proposed resource protection zone jointly identified by the National Park Service (NPS) and Bureau of Land Management (BLM), do meet that test. As a result of this finding, the NPS and BLM are considering an agreement which would provide for joint management of BLM administered land within the proposed resource protection zone to better protect cultural resource values.

In December 1986, the NPS and BLM began a concerted effort to determine if lands administered by the BLM within the EA's proposed resource protection zone can be cooperatively managed to protect cultural resource sites and settings. This effort was oriented towards the further development of alternative II, Cooperative Management, which was presented and analyzed in the 1985 EA. This draft GMP is based on cooperative management strategies developed as a result of that effort.

Following a public comment period on this draft GMP and DCP, final plans will be prepared which will reflect the National Park Service's decision regarding basic management philosophy at Hovenweep National Monument. If a decision is made to pursue further cooperative management for the resource protection zone, the NPS and BLM will formalize their agreement in a Memorandum of Understanding. A Cooperative Management Agreement in the form of an implementation plan would then be developed to identify specific responsibilities and on-the-ground actions. Cooperative management will be used to provide for the protection, research, and interpretation of cultural resources while maintaining the concept of multiple use on BLM lands within the resource protection zone.

THE DRAFT PLAN

Initially established by a Presidential Proclamation in 1923, Hovenweep is now composed of six separate units totaling about 785 acres. Hovenweep's various units are in southwest Colorado and southeast Utah. Square Tower, where the headquarters for the national monument is located, is 45 miles west of Cortez, Colorado, and 45 miles east of Blanding, Utah.

The primary purpose of Hovenweep National Monument is to protect prehistoric remains, including prehistoric structures, for the public good. Essential to this purpose is the protection of various archeological sites and settings that are vital to the understanding and interpretation of the Anasazi Culture.

This draft GMP and DCP provides the necessary guidelines and strategies for management of Hovenweep National Monument and lands within the proposed resource protection zone. Some of the strategies presented (such as, Land and Resource Protection) should be implemented as soon as possible to insure protection of the monument's cultural values. Other strategies (such as, Development Concepts) are more long-range in nature, but must be addressed at this time to provide continuity of planning for the national monument.

LAND AND RESOURCE PROTECTION

Presidential Proclamations beginning in 1923 recognized only the more spectacular canyonhead complexes generally associated with masonry towers. At that time, the profession of archeology was a relatively young branch of science. Interest was focused almost entirely on this climax aspect of the Anasazi culture on Cajon Mesa.

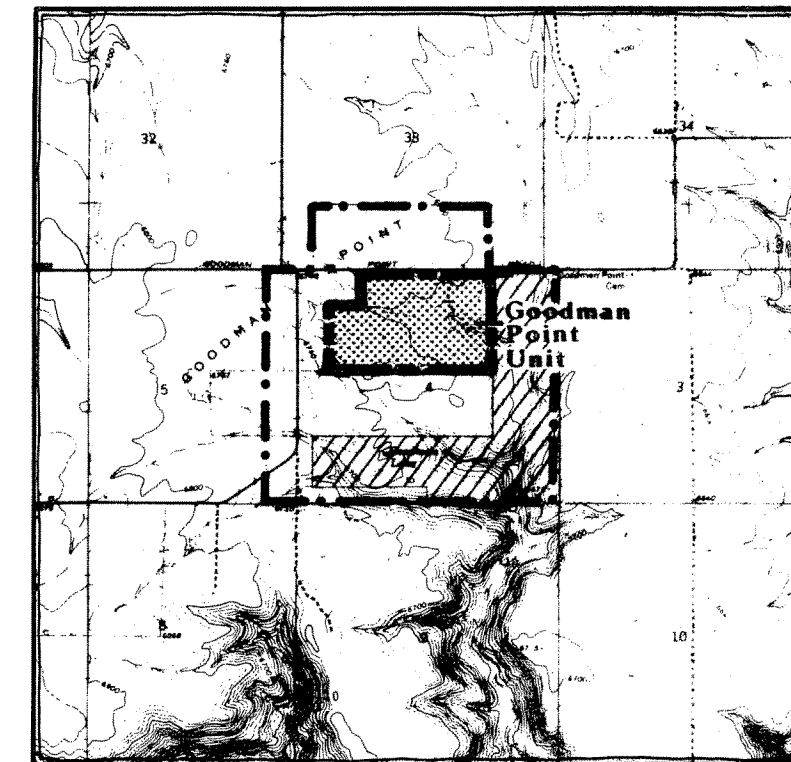
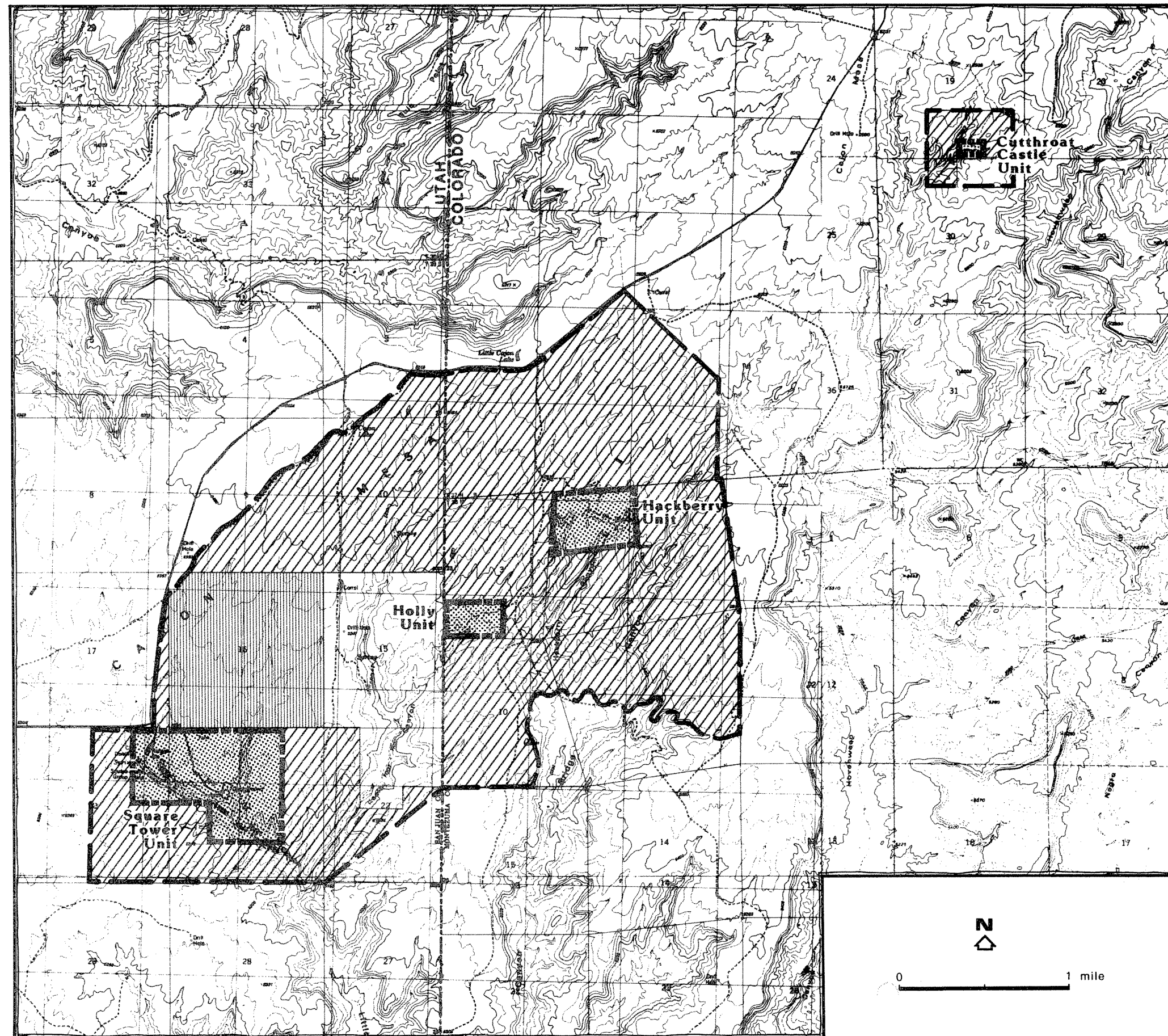
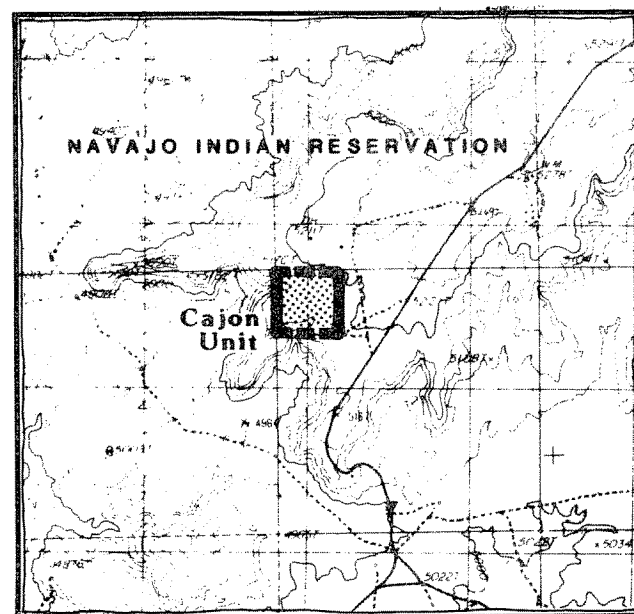
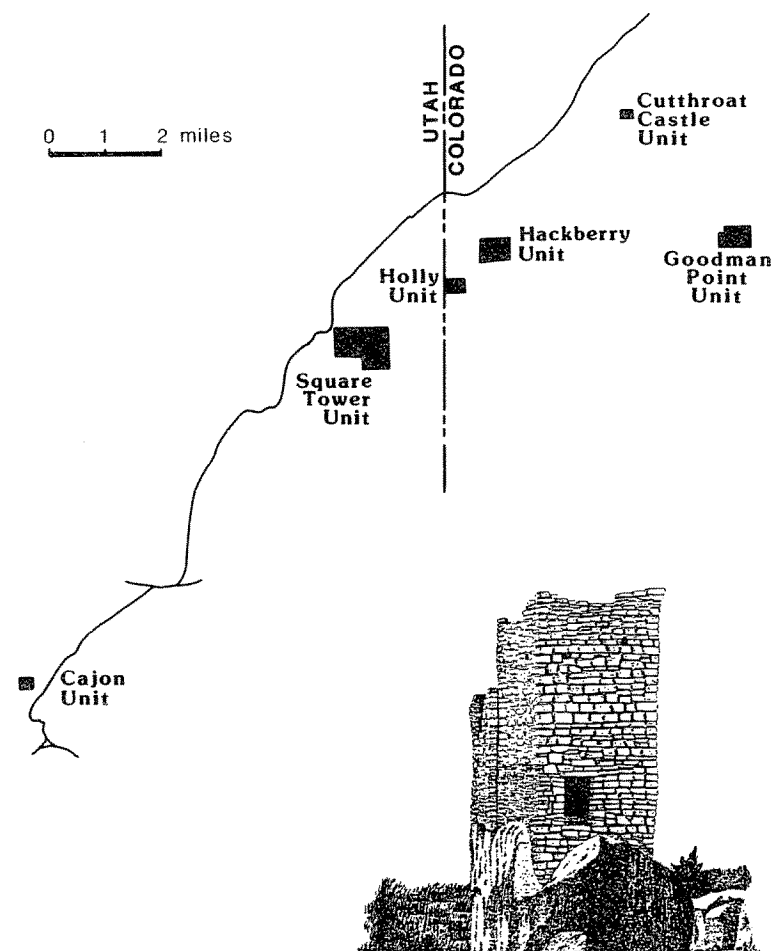
It was once thought that it was sufficient to preserve and protect only the most spectacular aspect of a climax vegetation, such as the great redwood trees. As the discipline of ecology matured, it was learned that it is also important to consider the successional system that led up to (and will continue after) the maintenance of these individual trees. In a similar

way, the study of archeology now recognizes the successional patterns of cultures. It is important to understand and safeguard the previous aspects of a particular culture in order to understand the climax phenomenon. In other words, the reason behind the construction of the Hovenweep tower complexes may not lie within these ruins, but in the previous settlement areas that were generally abandoned and that currently surround the national monument. Mesa tops away from the canyonheads also contain areas of agricultural activity that may have supported the canyonhead communities. We can only speculate as to the reason behind this shift over time and space, away from the smaller, numerous mesa top pueblos, to these architectural mysteries perched on boulders and canyon ruins.

For the reasons discussed above and the need to protect cultural resource sites and settings on surrounding lands, this GMP proposes expansion of the boundary at Goodman Point. Also proposed is cooperative management by the NPS and BLM of lands within the Square Tower, Holly, Hackberry, and Cutthroat Castle resource protection zones. The Resource Protection Zone Map illustrates this proposal which includes the following actions:

The NPS will pursue Federal ownership of State of Utah and private lands within the Square Tower, Holly, Hackberry, and Cutthroat Castle resource protection zones through use of BLM exchange authority. The proposed resource protection zones include nearly 6,000 acres. Land ownership is currently composed of about 625 acres of private land, 636 acres of State of Utah land, 1,550 acres of BLM land in Utah, 2,540 acres of BLM land in Colorado, and 602 acres of NPS land.

At Goodman Point, the boundary would be expanded to encompass ruins extending to private and BLM lands. The proposed boundary would total about 1,040 acres, and include about 627 acres of private land and 270 acres of BLM land. The proposed boundary is similar to the original 1889 withdrawal for Goodman Point.



- existing monument boundary
- proposed resource protection zone boundary
- . - proposed Goodman Point boundary expansion
- existing landownership
- Bureau of Land Management
- State of Utah
- private
- National Park Service

Proposed Resource Protection Zone Hovenweep National Monument Colorado - Utah United States Department of the Interior - National Park Service

320 80,049
MAR, 87 RMRO

ON MICROFILM

LAND USE AND MANAGEMENT

Management zoning (see Proposed Management Zoning Map) specifies long-term allocation of land resources within Hovenweep's existing and proposed boundaries. All lands within Hovenweep's boundary would be classified as a Historic Zone, where all activities would be managed to preserve, protect, and interpret cultural resources and their settings. Within the Historic Zone, will be two subzones: (1) the Development Subzone which contains about 40 acres at the Square Tower unit and (2) the Preservation Subzone which comprises the remaining lands in the national monument.

Management within the Preservation Subzone will be oriented towards the preservation and interpretation of historic sites, structures, and objects that are important to the Hovenweep story. Emphasis within the Development Subzone will be oriented towards facilities necessary to provide for visitor use and park management.

RESOURCE MANAGEMENT

This section presents resource management strategies for lands within existing and proposed boundaries, as well as strategies for lands within the proposed resource protection zone.

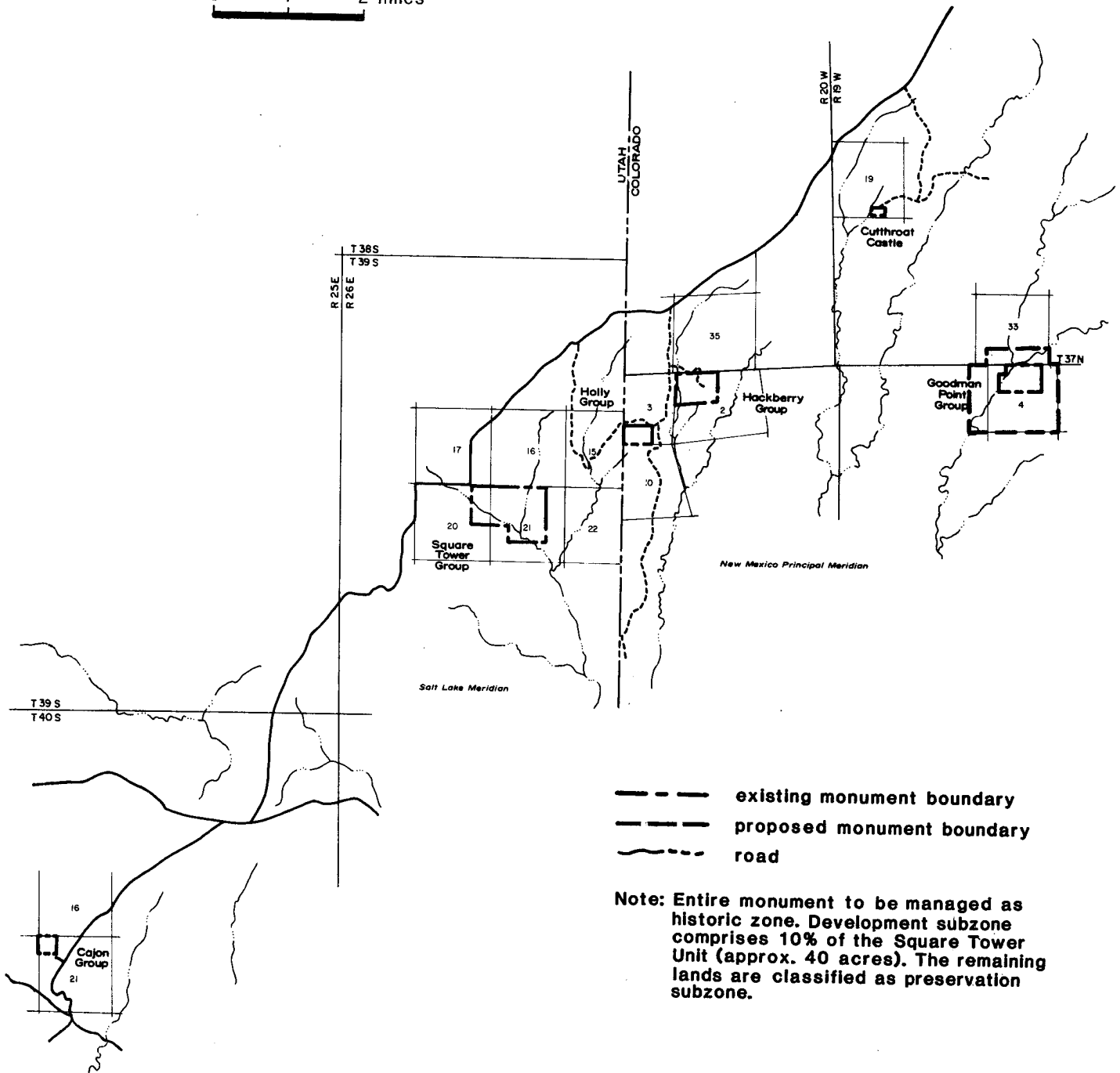
Resource Management Strategies Within Existing and Proposed Boundaries:

Since the 1940's, ruins at Hovenweep have been stabilized as funds were made available. The features of primary significance are the archeological remains of communities of prehistoric farmers of the 11th, 12th, and 13th centuries. Under this proposal, ruins at Hovenweep will be stabilized according to priorities established by the Superintendent and the Chief of Research of Mesa Verde National Park. These priorities and the stabilization program will be based on a cyclic maintenance program.

Archeological research and surveys will be conducted as necessary to help preserve the monument's cultural resources and to provide data for accurate interpretation of the Hovenweep story to the public.



0 1 2 miles



Proposed Management Zoning Hovenweep National Monument Colorado - Utah

U.S. Dept. of the Interior - National Park Service

320 | 80,042-A
June 87 | RMRO

The National Park Service will encourage research by qualified individuals and organizations; however, National Park Service financial assistance to conduct these activities may not be available. Research into the cultural resources at Hovenweep should include the following:

1. Research into the possible effects of acid rain on the Hovenweep ruins.
2. Research to examine the paleoclimate including analysis of pack rat deposits and pollen related studies.
3. Study of the soil/geology of the canyonhead ruin drainages to determine possible locations of Anasazi wells.
4. Examination of towers for their possible astronomical and signaling potential.
5. Study of plant succession on Cajon Mesa to include relative ages of trees to answer postulations of Anasazi-impacted environmental factors, such as absence of pinyon pine at some units.
6. Archeological surveys of lands within the boundary. Survey results should be documented on detailed topographic base maps.
7. Analyze Hovenweep's existing museum collection to provide additional information for use in interpretive programs.
8. When sufficient funding is available, part of Hovenweep's archeological resources should be excavated to provide information for interpretation and management.

Goodman Point is different from other Hovenweep units. Because of its architecture and large size--as well as its setting in a higher, cooler, and wetter environment--the complex at Goodman Point is more like the large pueblos in Montezuma Valley than the canyonhead sites of the other Hovenweep ruins. Because of these differences, establishment of Goodman Point as a separate national monument should be explored.

Regardless of Goodman Point's administrative designation, it should continue to be managed by the staff of Hovenweep National Monument.

The ruins of Goodman Point are relatively untouched by vandalism and archeological excavation activities. This condition is significant because many of the ruins in the Upper Sonora Desert have been disturbed in the past, making Goodman Point a valuable resource. Under this proposal, Goodman Point would be placed in reserved status. Archeological excavation of this unit will not occur until the science of archeological research has developed sufficient technology to preserve exposed ruins and when it has been determined Goodman Point's excavation may yield significantly new information.

The monument's natural resources will be managed to complement its cultural values and to enhance visitor safety. Programs which will attempt to eradicate exotic plants, especially tamarisk and Russian thistle, will be implemented. Rattlesnake populations and locations will be monitored to provide visitors with safe, self-guided trails. Water systems will be monitored to ensure a safe and adequate supply for human consumption and for suppression of structural fire and wildfire.

There is a need to rewrite the Cultural Resource Management Plan and develop a Natural Resource Management Plan to identify specific resource management strategies within Hovenweep's boundaries and within the proposed resource protection zone.

Resource Management Strategies Within the Proposed Resource Protection Zone:

Cooperative management between the NPS and BLM will be pursued to provide for the protection, research, and interpretation of cultural resources while maintaining the concept of multiple use on BLM lands within the resource protection zone. Extensive management strategies have been jointly developed by the NPS and BLM. These strategies address management of various natural and cultural resources as well as multiple use activities such as livestock grazing, leasable and locatable minerals activities, and special uses. The following summarizes intent of cooperative management on BLM lands within the resource protection zone.

1. Cultural resources will be managed to emphasize the identification, protection, and preservation of individual cultural sites and associated settings. Improving the understanding of the cultural chronology and relationship of sites within the resource protection zone to Hovenweep's canyonhead tower complexes will also be pursued. Cultural resource management strategies include:

- Completion of a BLM Class III cultural resource inventory on all public lands within the resource protection zone.

- Identification of important, significant, and rare cultural resource sites and settings that are fragile or highly susceptible to damage.

- Identification of cultural resource sites which require or should be considered for future stabilization work.

- Encouraging research to understand the evolution of cultural resource sites and the relationship of these sites to other uses, climatic trends, and surrounding geographic areas.

- Identification of cultural resource sites with a high potential for future interpretation to the public.

- Examination of the best opportunities for the curation and interpretation of archeological materials collected within the resource protection zone.

- Pursuing citation authority for NPS law enforcement personnel to enforce cultural resource protection laws on BLM administered public lands within the resource protection zone.

2. Visual management strategies will be employed to help reduce or eliminate the visual impacts of various activities. Strategies include:

- Managing activities with the 1/2-mile "seen area" of Hovenweep units and within the 1/4-mile "seen area" of roads and trails to retain a natural appearing landscape.

-Managing activities outside the 1/4 - 1/2-mile "seen area" so their impacts remain visually subordinate to the surrounding landscape.

3. The protection and maintenance of wildlife habitat will be emphasized. Wildlife habitat improvements will not adversely affect cultural resource settings.

4. Maintenance of soil productivity will be emphasized by:

-Reducing soil erosion through the rehabilitation of areas previously disturbed by management activities.

-Protection of riparian zones and springs, especially those associated with cultural resources.

5. The harvest of woodland products will be limited to dead fuel wood for campfires only.

6. Livestock grazing and range management will emphasize the protection of cultural resource sites and settings through use of the following strategies:

-Grazing Plans which include lands within the resource protection zone will be prepared by the BLM in consultation with the NPS.

-Cultural resource sites that are highly susceptible to livestock trampling will be studied, and if necessary, protective management actions will be implemented.

-The maintenance or development of range improvements will consider the area's cultural values, and if cultural resource damage cannot be prevented, the improvement under consideration will not be permitted.

7. Oil and gas activities will be managed with an emphasis towards protection and preservation of cultural resources sites and settings through implementation of the following strategies:

-All new leases shall include a no surface occupancy stipulation for lands within 1/4 mile of existing Hovenweep units.

-The BLM will support NPS initiatives to seek approval from appropriate State authorities in obtaining a well pad density of 1 per 320 acres.

-The BLM will encourage oil and gas operators/lessees to directional drill from either outside the resource protection zone or from designated well pads inside the zone. Multiple wells directionally drilled from a single pad will be encouraged. Well pads will be located where archeological, visual, recreation, and natural resource impacts are minimized.

-Right-of-way corridors for utilities and pipelines will not be allowed in the resource protection zone in accordance with BLM resource management plans.

-Exploration, development, and production facilities will be located at least 100 feet from significant cultural resource sites.

-The BLM will encourage oil and gas operators/lessees to locate ancillary facilities outside of the resource protection zone and screen facilities from major visitor use areas.

-The BLM will consult with the NPS when reviewing and approving Applications for Permit to Drill (APD) and notify the NPS of new lease issuance and provide a status of existing leases.

8. Cultural resource protection will be enhanced by continuance of BLM's position to not consider leasing of coal and potash in the resource protection zone.

9. Seismic operators will be encouraged to comply with the following strategies to help preserve and protect cultural resource sites and settings.

-Seismic activities will be managed to minimize surface disturbance and off-road-vehicle travel. Activities conducted should be based on the following order of preference:

- 1) Use of vibrosizers on existing roads.
- 2) Use of shot holes with helicopter-portable drilling rigs.
- 3) Use of surface shots without off-road-vehicle travel.

- 4) Truck-mounted drilling will only be used when the above options have been evaluated and determined not to be feasible. Off-road vehicle travel will be minimal.

-Vegetation clearings for seismic shot-lines will not be permitted.

-The NPS will pursue establishment of a permit system for BLM use in managing seismic activities within the resource protection zone.

10. Inventories conducted by the NPS and BLM indicate potential for encountering locatable minerals in the resource protection zone is low. In Colorado the resource protection zone has been designated as an Area of Critical Environmental Concern (ACEC), and in Utah the resource protection zone will be designated as an ACEC. The ACEC designation does provide some protection of cultural resources from mining activities. However, both agencies realize mining activities may have an adverse effect on cultural resource sites and settings in the resource protection zone. Although mining in the resource protection zone is unlikely, conditions will be monitored by the NPS and BLM. If either Agency determines cultural resource site and setting damage from mining activities cannot be avoided or mitigated, the BLM will initiate immediate actions to prohibit or stop potential threats (restraining orders, temporary and permanent injunctions, validity determinations). If these actions cannot provide protection of cultural resource sites and settings, then the BLM or NPS will pursue a permanent withdrawal from locatable mineral entry.

11. Common variety minerals within the resource protection zone will not be developed.

12. Special uses will be managed to enhance cultural resource values, uses which adversely affect these values will not be allowed.

VISITOR USE AND INTERPRETATION

The major focus of visitor use and interpretation will be oriented towards the Square Tower Unit. An experience of "discovery" will be emphasized for

visitors in other areas of the national monument. Visitors will be encouraged to walk more and take more time when visiting the ruins.

The National Park Service will encourage State and local governments to improve the Square Tower access road with a surface for all-weather use; however, financial assistance for these improvements will not be available. To maintain the visitors' "discovery" experience, road improvements that provide access to remaining ruin areas should be limited to improvements required for resource protection. Access roads to the Cutthroat Castle and Cajon units are on Bureau of Land Management and Navajo Indian Reservation lands. Cooperative agreements are required for these access roads to ensure continued public use.

A road signing program will be used that directs visitors to Square Tower for initial National Park Service contact and orientation. Self-guided tour brochures will be available for the visitor at Square Tower to direct use to outlying ruin areas. Road directional signing will not be used to illustrate access to outlying areas.

Interpretation at Square Tower will include visitor safety concerns, resource management concerns, and the Hovenweep story. Interpretation of the Hovenweep story will include scenarios which illustrate the successional patterns of cultures which led up to the architectural tower climax phenomenon, the relationship of settlement areas with agricultural activities, potential use of the Hovenweep towers for signaling and astronomical tracking, and other archeological factors that would aid the visitor in understanding Hovenweep. An Interpretive Prospectus will be developed outlining the interpretive themes, needs, trail developments, and appropriate services.

A new visitor contact/administrative facility would be at Square Tower. This facility will include an exhibit room, interpretive artifact display, herbarium, and cooperating association sales outlet. Self-guided trails will also be provided at Square Tower with trail guides available at each trailhead. Wayside exhibits or signs should be provided along the trails to aid interpretive efforts. To accommodate the day-hiker, a

self-guided interpretive trail will be provided to link the Square Tower, Holly, and Hackberry ruins. Other interpretive trails to outlying hamlets, water control features, and agricultural activities may also be provided to aid in the visitors' understanding of the events associated with Hovenweep's architectural towers.

Interpretation talks will be scheduled at the campground one or two nights each week during the primary-use season. Children's programs for school groups will be available on a reservation basis and solstice/equinox programs should be provided during specific times of the year as demand warrants.

Interpretation at Cajon, Holly, and Hackberry will be limited to a short, interpretive message at each trailhead. Interpretation at each of these ruin areas should be designed to maintain the visitors' "discovery" experience. At Cutthroat Castle, where overall views of the resource protection zone are available, interpretation will focus on BLM multiple-use activities and their relationship to multiple use by the Anasazi.

Existing conditions will be maintained at Goodman Point until archeological research activities occur. When this happens, interpretive programs will be developed to interpret ongoing research efforts.

The BLM lands within the resource protection zone will be managed for a mix of semi-primitive motorized and non-motorized recreation opportunities. Public motorized travel will be restricted to designated roads and trails. All roads will be managed to retain a primitive state, but improvements such as road crowns, ditches, and waterbars may be used to prevent erosion. All lands outside of designated road corridors will be managed for semi-primitive non-motorized recreation.

PARK OPERATIONS

Hovenweep National Monument is administered by the Superintendent of Mesa Verde National Park. Mesa Verde will continue to provide administrative, management, and maintenance support.

Park operational functions at Hovenweep will continue to be at the Square Tower unit. Onsite administrative, maintenance, and residential facilities will be provided. Under this plan, there is a need for two additional park rangers. Currently, housing for these positions is not available on adjacent private lands. The nearest housing available is in Cortez, Colorado, or Blanding, Utah, each 45 miles from the Square Tower unit. A permanent residence will replace the existing mobile home, and a seasonal housing facility will be provided. Employee housing needs are based on staffing levels necessary to implement visitor services, protection, maintenance, and administrative programs inherent to this plan. In compliance with NPS-36, before structures for use as housing can be constructed, acquired, or converted to government furnished quarters, justification must be submitted to the Director for review and approval. The park's quarters management plan will be an influencing factor in approving such housing requests.

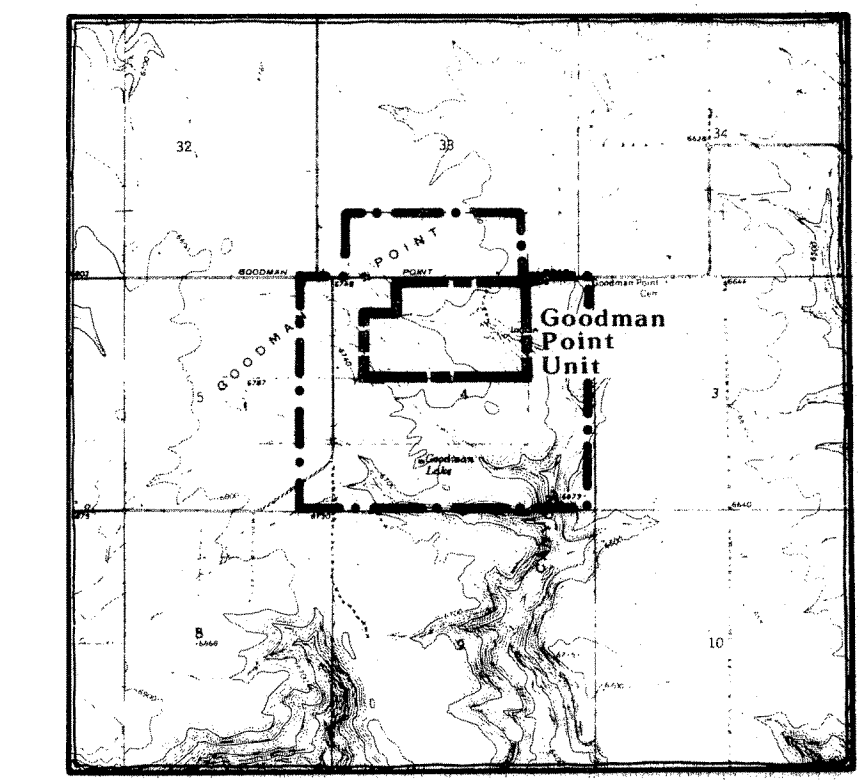
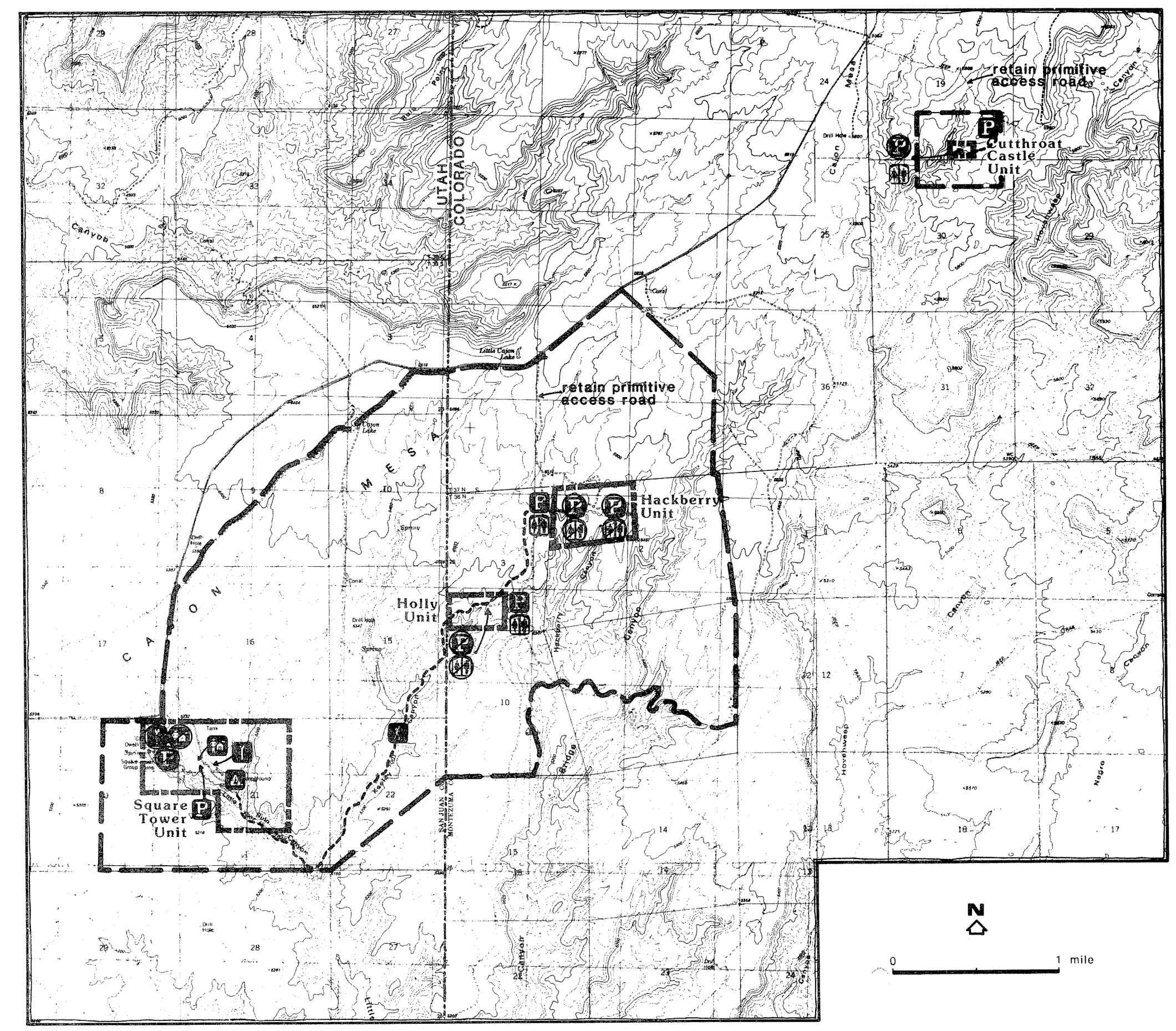
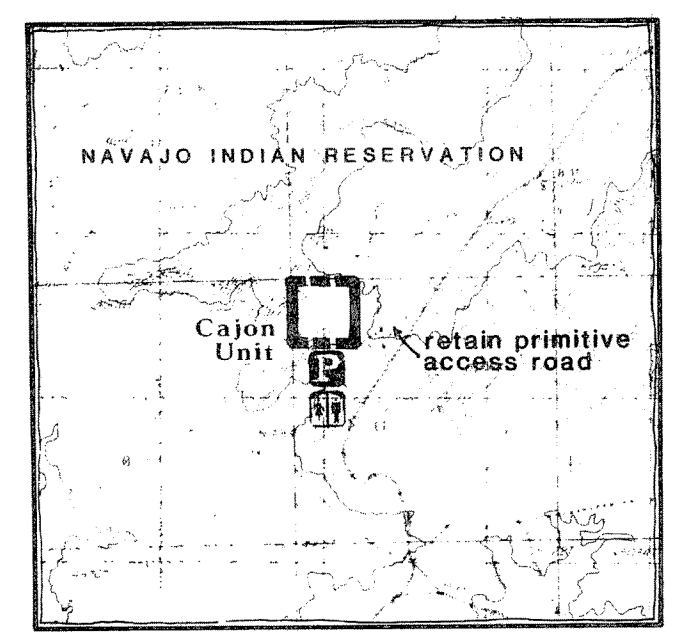
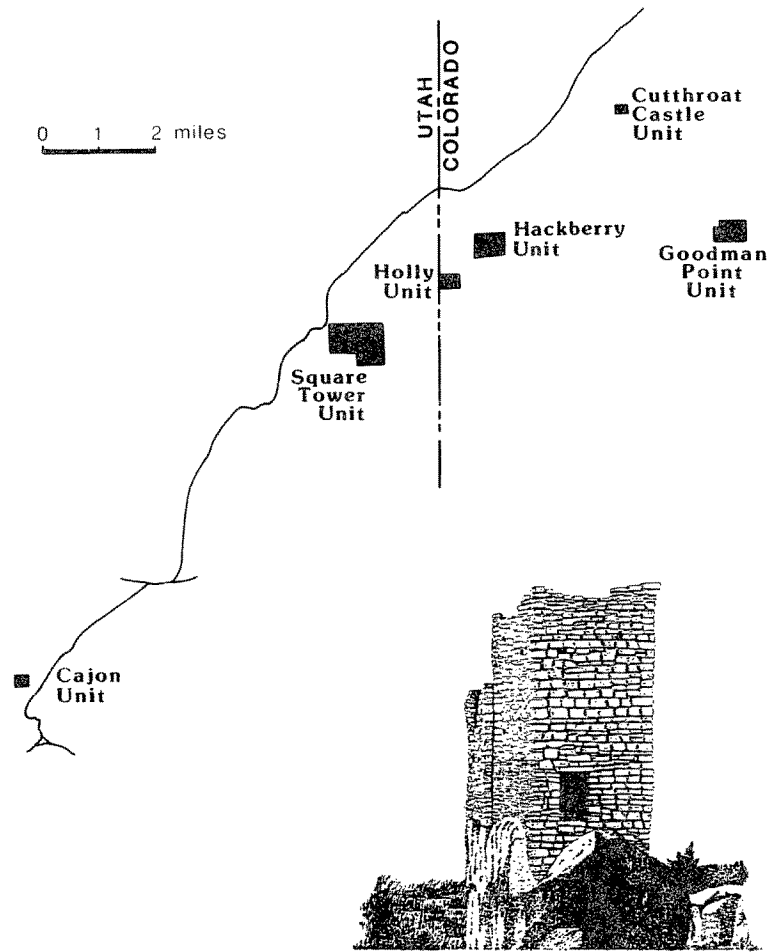
Administrative functions at the national monument will be housed in the proposed visitor contact/administrative facility. This structure will include office space, file storage, rest rooms, and new telephone service.

Maintenance facilities will be relocated to an area just north of the present residential area. Consolidations of this use with the residential area will minimize the impact of intrusions on the ruins. A 1,000-square-foot storage/maintenance building will be provided.

Effective communications between the NPS and BLM will be developed to enhance cooperative management of lands within the resource protection zone. Facilities and improvements which serve both NPS and BLM needs will be maintained using cooperative efforts. Facilities and improvements, exclusive to the NPS or BLM, will be maintained by the respective Agency.

DEVELOPMENT CONCEPTS

These development concepts are intended to focus use to the Square Tower area while maintaining an experience of "discovery" for the visitor at outlying ruin areas.



- obliterate existing facility
 - existing monument boundary
 - proposed resource protection zone boundary
 - proposed Goodman Point boundary expansion
- | existing | proposed | |
|----------|----------|---|
| | | parking |
| | | pit toilet |
| | | maintenance area |
| | | visitor contact/administrative facility |
| | | campground |
| | | trail |

**Proposed
General Management Plan
Hovenweep National Monument
Colorado - Utah**

United States Department of the Interior - National Park Service

320 | 80.044 A
MAR. 87 | RMRO

ON MICROFILM

Improvements will be located away from ruins to avoid visual conflicts, potential damage, and potential vandalism. Prior to final location and design of various improvements, archeological surveys will be conducted to identify archeological sites which may be affected and to identify necessary mitigation measures.

Square Tower

The development goal for Square Tower is to move facilities away from primary archeological resources along the canyon rim and to provide a chronological sequence for interpreting the resource. Development concepts include:

- Removal of the existing visitor contact station, garage, parking, storage, and rehabilitation of the affected landscape to a natural-appearing condition.

- Replacement of the existing visitor contact facility with a 2,400-square-foot visitor contact/administrative facility and 20-vehicle parking lot.

- Replacement of the mobile home with a permanent residence.

- Construction of a three-unit, seasonal employee apartment.

- Replacement of storage sheds with a 1,000-square-foot storage/maintenance building.

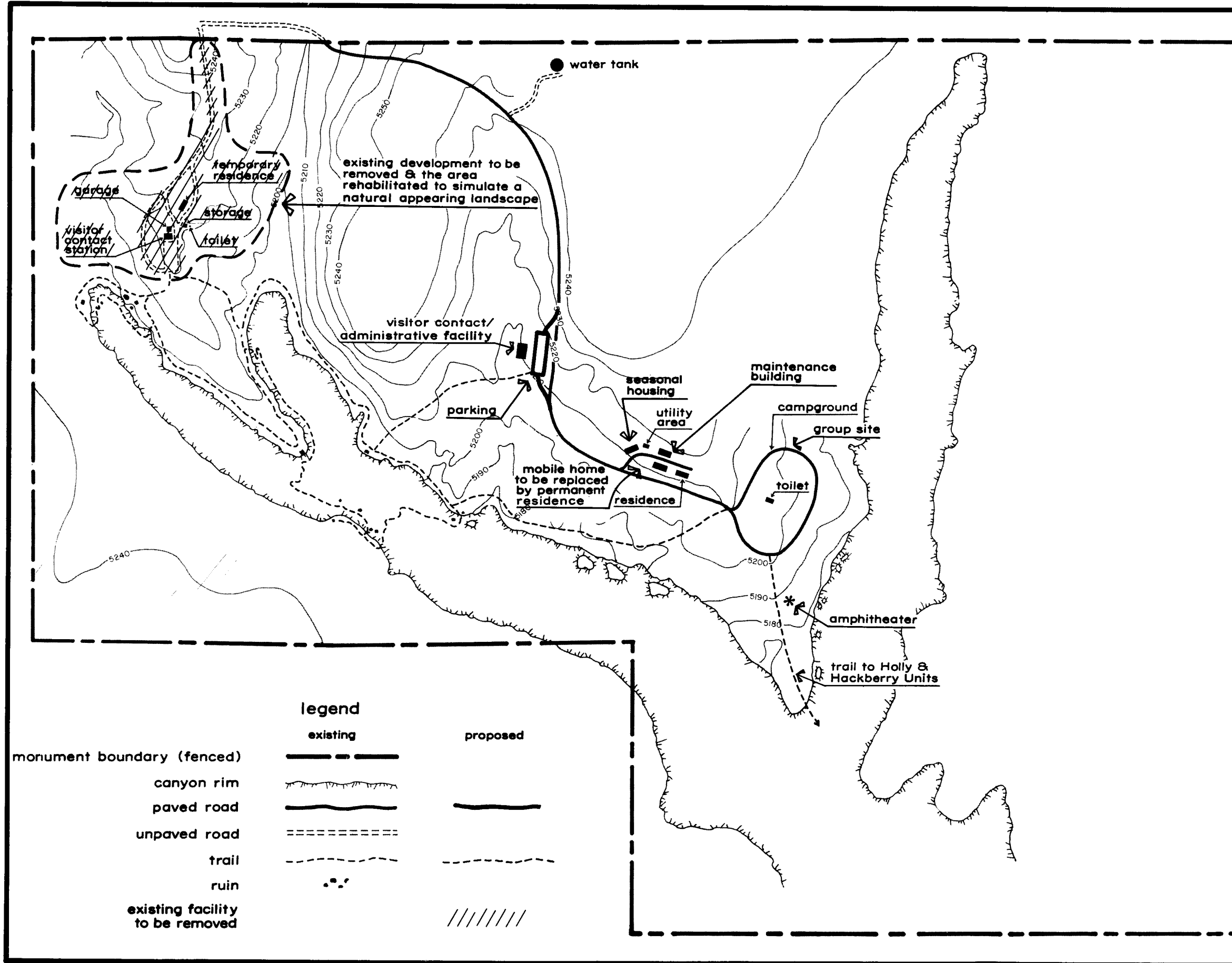
- Construction of a campground ramada shelter and 50-seat rustic amphitheater.

- Replacement of six campground shade structures and construction of nine new shade structures.

- Increased water treatment, sewage treatment, and power distribution systems, as well as obtaining commercial telephone service.

Holly

Facilities would be relocated away from the ruin group including a five-vehicle parking lot, pit toilet, and small wayside/registration exhibit. The existing road will be converted to an access trail.



Proposed Development Concepts

Square Tower Group Ruins

Hovenweep National Monument

Colorado · Utah

United States Department of the Interior · National Park Service



ON MOUNTAIN

320 80.048
MAY 86 RMRO

Hackberry

Improvements at Hackberry include relocation of a five-vehicle parking lot, pit toilet, and wayside/registration exhibit away from the ruin groups. About 3,000 feet of low-standard trail will provide access from the trailhead to the ruins.

Cutthroat Castle

A five-vehicle parking lot and wayside/registration exhibit will be relocated to an area northeast of the ruins. The relocated facilities will not encroach upon the BLM's Painted Hand Ruins. A 4,000-foot, reconstructed trail would provide access to the ruins. A three-vehicle, secondary parking lot would be located north of the ruins to provide closer and more convenient access for the elderly, physically disabled and those with high-clearance vehicles. An existing pit toilet will be maintained.

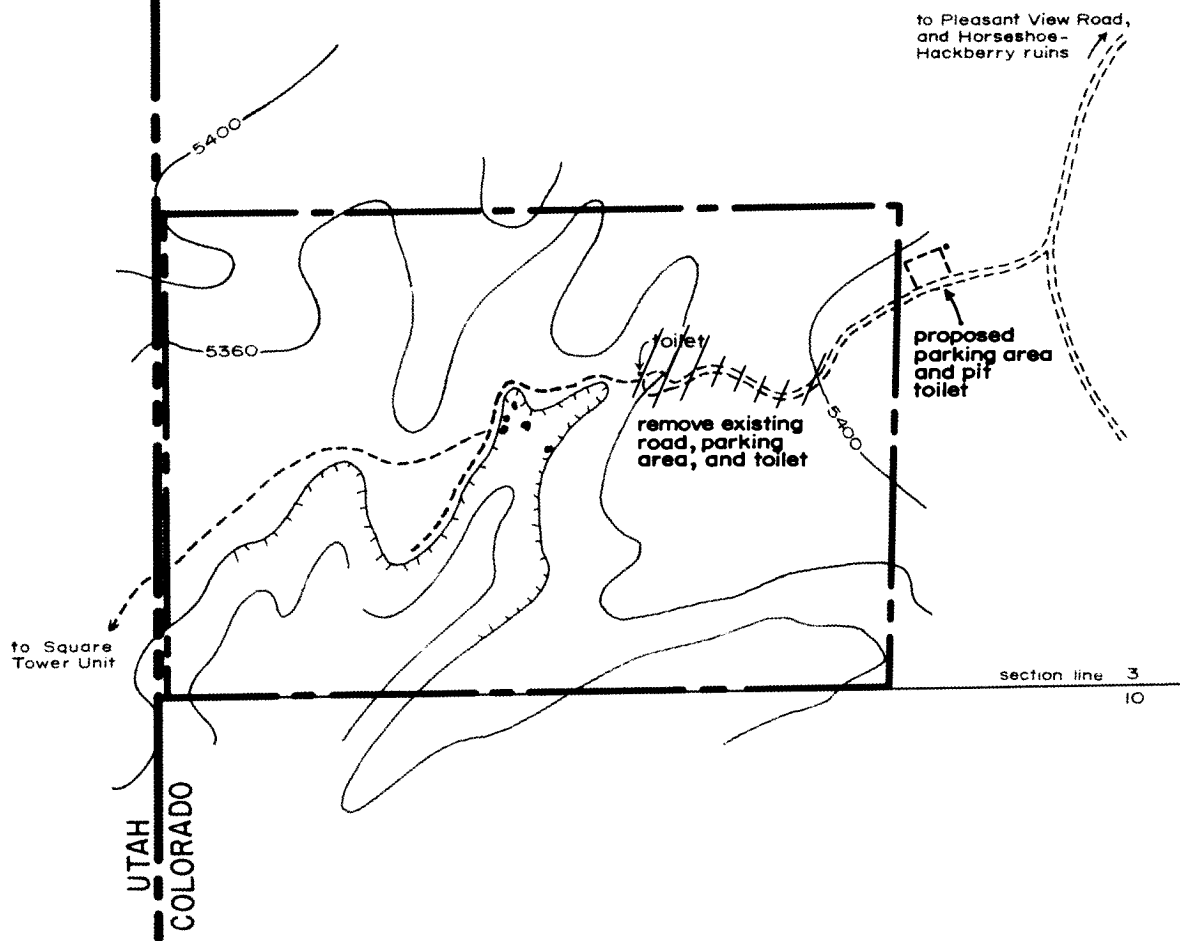
Cajon/Goodman Point

Additional developments are not provided at these ruin areas; existing conditions will be maintained.

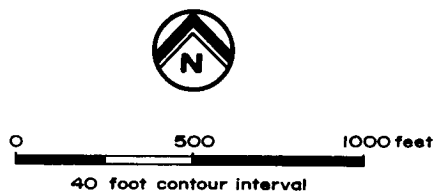
STAFFING AND OPERATIONAL NEEDS

The following staffing levels would be required at the national monument with full implementation of this plan. Current staffing level is 2.2 person-years.

POSITION	PERSON YEARS
Area Manager	1.0
Park Ranger	1.0
Park Ranger	1.0
Maintenance Worker	.8
Park Ranger (seasonal)	<u>.3</u>
	4.1



legend



	existing monument boundary (fenced)
	canyon rim
	unpaved road
	trail
	ruin
	facility to be removed

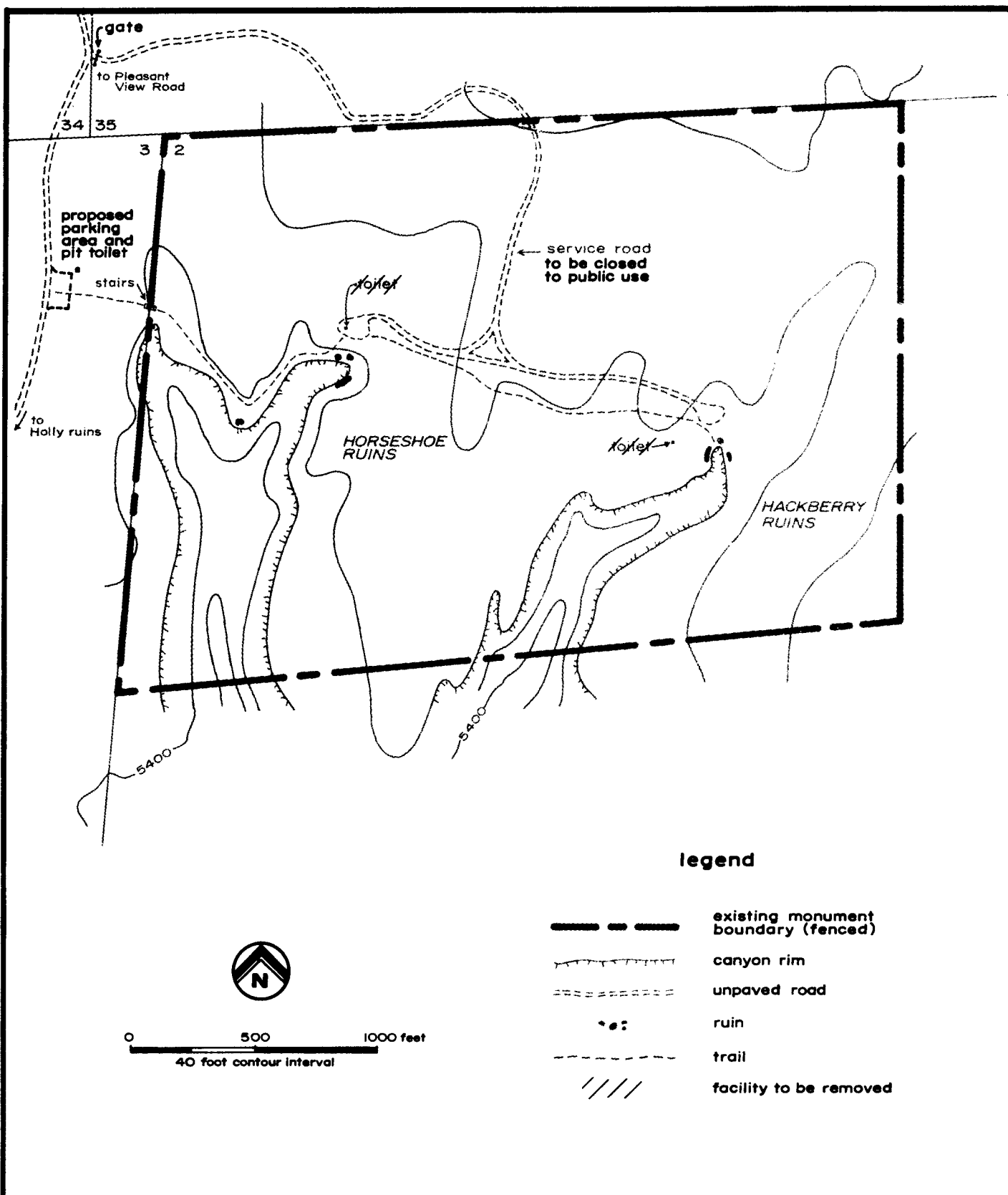
ON MICROFILM

Proposed Development Concepts - Holly Group Ruins

Hovenweep National Monument
Colorado-Utah

U.S. Department of the Interior National Park Service

320 | 80,047
MAY 86 | RMRO

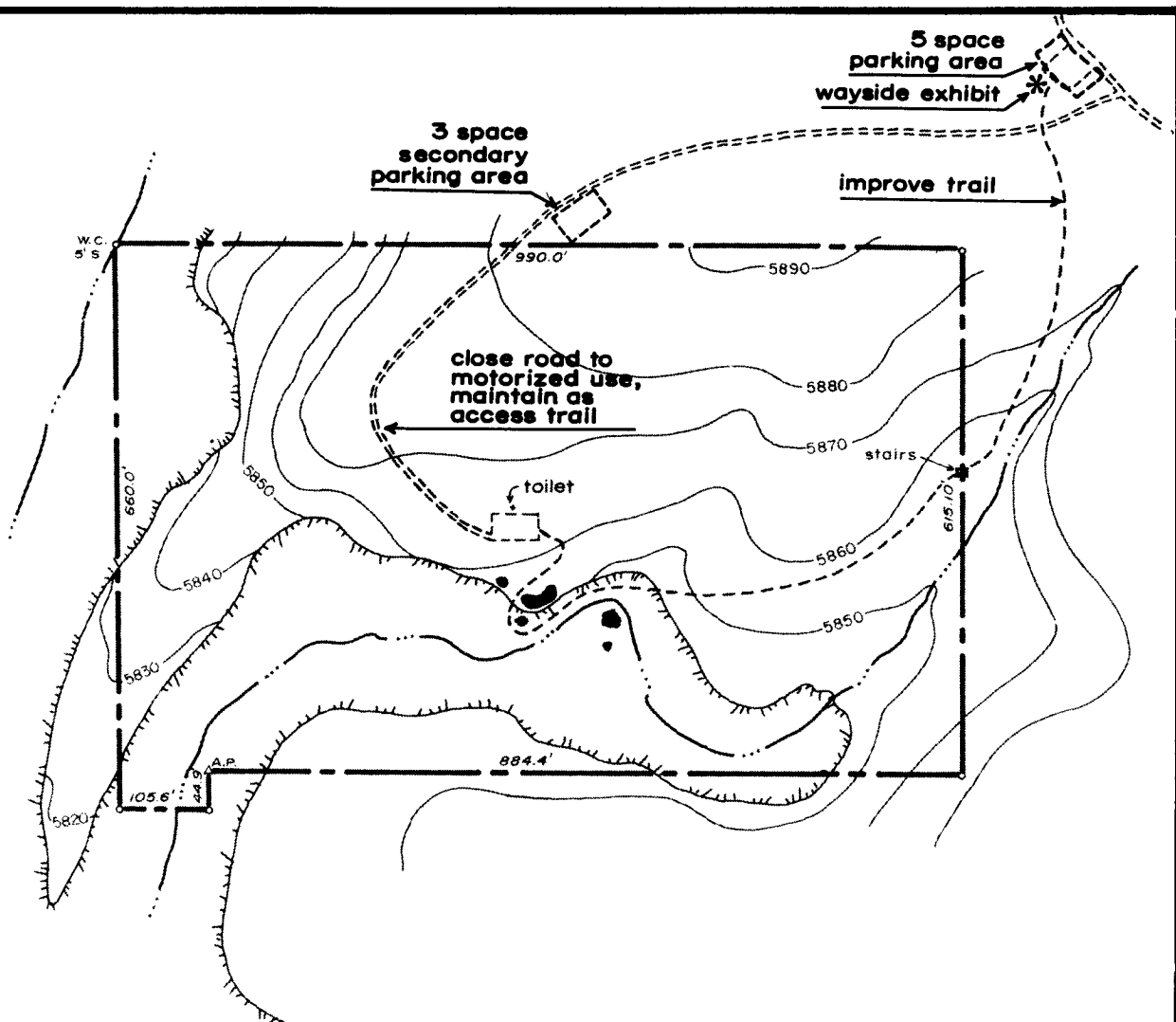


Proposed Development Concepts - Hackberry Group Ruins

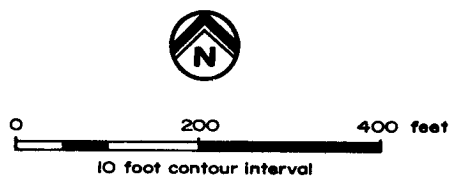
Hovenweep National Monument
Colorado-Utah

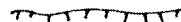
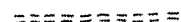
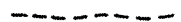
U.S. Department of the Interior-National Park Service

320 80,046
MAY 86 RMRO



legend



-  existing monument boundary (fenced)
-  canyon rim
-  unpaved road
-  ruin
-  trail
-  intermittent stream

Proposed Development Concepts Cutthroat Castle Group Ruins Hovenweep National Monument Colorado-Utah U.S. Department of the Interior National Park Service

320 | 80,045
MAY 86 | RMRO

Curatorial responsibilities will continue to be shared with staff from Mesa Verde National Park. Mesa Verde will also provide staff for administrative, maintenance, and research support. Within Hovenweep, ruins stabilization will be conducted by contract or crews from Mesa Verde National Park.

Annual operations and maintenance costs that would be required upon full implementation of this plan total approximately \$140,000.

PHASING SCHEDULE/COST SUMMARY

It is not possible for all of the development concepts previously described to occur at once. It is recognized that because of budgetary constraints, it may take many years to totally implement this portion of the plan. Various aspects will be phased as funds are made available. Following is the conceptual phasing program for the proposed development concepts.

PHASE	ACTIVITY	GROSS CONSTRUC- TION COSTS	ESTIMATED COST ADVANCE AND PROJECT PLNG. COSTS	TOTAL PROJECT COST
I	2,400-square-foot visitor contact/administrative facility	\$503,000	\$96,000	\$599,000
	20-vehicle visitor contact parking lot	42,000	8,000	50,000
	National Park Service residence	131,000	25,000	156,000
	3-unit apartment	145,000	28,000	173,000
	1,000 square-foot maintenance building	124,000	24,000	148,000
	50-seat amphitheater	20,000	5,000	25,000

Group campsite ramada shelter	4,000	1,000	5,000
15 campground shade structures	30,000	6,000	36,000
Site restoration of land disturbed by previous develop- ments at Square Tower	14,000	3,000	17,000
Interpretive exhibits at Square Tower	10,000	2,000	12,000
Commercial telephone service	20,000	5,000	25,000
4,000 feet of trail reconstructed at Square Tower	42,000	8,000	50,000
Square Tower Entrance sign	7,000	1,000	8,000
TOTAL PHASE I DEVELOPMENT COSTS			\$1,304,000

II Relocation of facilities in the Holly ruins area:			
5-vehicle parking lot	\$ 10,000	\$ 2,000	\$ 12,000
Pit toilet	7,000	1,000	8,000
Wayside/registra- tion exhibit	1,500	500	2,000
Relocation of facilities in the Hackberry ruins area:			
5-vehicle parking lot	10,000	2,000	12,000
Pit toilet	7,000	1,000	8,000
Wayside/registra- tion exhibit	1,500	500	2,000
3,000 feet of trail	31,000	6,000	37,000

Relocation of
facilities in the
Cutthroat Castle
ruins area:

5-vehicle parking lot	10,000	2,000	12,000
3-vehicle parking lot	6,000	1,000	7,000
Wayside/registra- tion exhibit	1,500	500	2,000
4,000 feet of trail	42,000	8,000	50,000
4 miles trail construction to link Holly, Hackberry and Square Tower units	220,000	42,000	262,000
TOTAL PHASE II DEVELOPMENT COSTS			\$414,000

GRAND TOTAL DEVELOPMENT COSTS	\$1,718,000
-------------------------------	-------------

ADDITIONAL STUDIES/PLANS NEEDED

Following formalization of cooperative management strategies between the NPS and BLM, the following studies/plans should be completed or updated in consultation with the BLM.

-Natural Resource Management Plan

-Cultural Resource Management Plan update and BLM Class III Cultural Resource Inventories on all lands within the Resource Protection Zone.

-Interpretive Prospectus

-Monitoring of activities within resource protection zone to determine effects on cultural resource sites and settings.

-Studies and research activities necessary to understand and interpret history of the Hovenweep area.

-Studies and plans necessary for joint management of the resource protection zone.

LIST OF PREPARERS

Robert Heyder, Superintendent, Mesa Verde National Park

Dr. Jack Smith, Archeologist, Mesa Verde National Park

Michael Snyder, Team Captain, Planner/Landscape Architect, Planning and Compliance, Rocky Mountain Region

Alan Whalon, Area Manager, Hovenweep National Monument

Others who were active in the preparation of this General Management Plan/Development Concept Plan include:

Dr. Adrienne Anderson, Regional Archeologist, Cultural Resources, Rocky Mountain Region

Lori Jean Kinser, Visual Information Specialist, Planning and Compliance, Rocky Mountain Region

Linda Carlson, Editorial Assistant, Planning and Compliance, Rocky Mountain Region

APPENDIX A

PUBLIC INVOLVEMENT SUMMARY

An Environmental Assessment was made available for a 30-day public review and comment period beginning on November 13, 1985. Prior to distribution of the environmental assessment, an intensive public involvement program was conducted to obtain public comments and ideas. Following is a summary of the workshops and meetings that were held.

<u>January 31, 1985</u>	Cortez, Colorado - Public workshops to discuss management alternatives.
<u>January 30, 1985</u>	Monticello, Utah - Public workshop to discuss management alternatives.
<u>January 10, 1985</u>	Cortez, Colorado - Intergovernmental meeting held to discuss management alternatives.
<u>February 1, 1984</u>	Durango, Colorado - Meetings with the Bureau of Land Management to discuss planning at Hovenweep.
<u>January 26, 1982</u>	Durango, Colorado - Meetings with the Bureau of Land Management to discuss planning at Hovenweep.
<u>January 25, 1982</u>	Monticello, Utah - Meeting with the Bureau of Land Management to discuss planning at Hovenweep
<u>June 10, 1981</u>	Hovenweep - Planning scoping brochure distributed for public comments.

APPENDIX B

SUMMARY OF PUBLIC RESPONSES ON THE ENVIRONMENTAL ASSESSMENT

Twelve public inputs were received in response to the environmental assessment. Following is a tabulation of preferences indicated and a summary of the public comments.

<u>Comment Category</u>	<u>Input</u>
Expand Hovenweep's boundaries beyond the Resource Protection Zone to 16,000 acres	1
Boundaries should be expanded to the Resource Protection Zone and developments should be minimized to preserve a natural and primitive experience	9
Boundaries should not be expanded, but road access and developments should be improved	2

SUMMARY OF PUBLIC COMMENTS

Resource/Land Protection

1. Lands should be purchased by the National Park Service; the National Park Service takes better care of land than any other agency.
2. The National Park Service is the only Agency mandated to preserve and protect the land and its resources--favors boundary expansion.
3. Designate Goodman Point as a separate national monument.
4. Should explore larger resource protection zone to include Bureau of Land Management's Cross and Squaw/Papoose Canyons.
5. Bureau of Land Management does not seem concerned about protecting resource values on its own lands.

6. Favors boundary expansion because mineral activities on surrounding lands are destroying Hovenweep National Monument's solitude.
7. Expand Goodman Point and acquire private lands by trading private land for Bureau of Land Management land in another location.
8. At Goodman Point, have Montezuma County establish special land use zoning that coincides with the resource protection zone.
9. Favors boundary expansion because failure to expand boundaries will result in continual destruction of the area's cultural resources--especially in Utah.
10. Do not use Area of Critical Environmental Concern designation because it is a Bureau of Land Management administrative decision that can be revoked at any time and does not include State and private lands.
11. Funding a problem with Bureau of Land Management. Bureau of Land Management cannot provide adequate staffing to patrol and protect cultural resources.
12. Boundary expansion is not needed at Goodman Point.
13. Hovenweep's existing boundaries should be maintained.
14. Should establish Anasazi National Park to recognize large prehistoric Pueblos in Montezuma Valley of southwestern Colorado. Include Yucca House National Monument, Goodman Point, Escalante Pueblo, Sand Canyon Pueblo, and Lowry Pueblo. Transfer the Anasazi Heritage Center from the Bureau of Land Management to the National Park Service.

Resource Management

1. Provide a small museum to store and display artifacts at Hovenweep.
2. Develop monitoring programs for air, water, and surface and subsurface archeological sites.
3. Eliminate all grazing permits.

4. Increase staffing for protection and interpretation.
5. Eliminate mineral developments.
6. Shift emphasis of preserving Goodman Point for future research to preservation of existing conditions in perpetuity. By the end of the century, Goodman Point will probably be the only ruin not "restored" yet readily accessible to the public.
7. Biggest impact to archeological sites is the "trashing out" by research efforts.

Visitor Use

1. Maintain all outlying units for a primitive experience.
2. Favors providing directional signing only to Square Tower.
3. Favors improved vehicular access and increased visitation only to Square Tower.
4. Hovenweep should be left undeveloped so far as access and use.
5. Prefers the "homemade" signs presently used at Hovenweep.
6. Rather than promoting increased visitor use at Hovenweep, prefers expanded use of Wetherill Mesa at Mesa Verde National Park. Leave Hovenweep as it is for those few who like to "rough it." A majority of the vacationing public want amenities such as those provided by Mesa Verde.

Development Concept

1. Develop more foot trails.
2. Replace trailers and metal buildings with structures that blend with the environment.
3. Use passive solar design.

4. Parking and trails should be relocated outside of existing monument boundaries.
5. Maintain current conditions of outlying units.

APPENDIX C

REPORT FROM NATIONAL PARK SYSTEM ADVISORY BOARD

FRED WENDORF
Henderson-Morrison Professor of Prehistory
Department of Anthropology
Southern Methodist University
Dallas, Texas 75275



August 1, 1986

TO: The Honorable Donald Hodel, Secretary of Interior
Director William P. Mott, Jr., National Park Service

FROM: Subcommittee of the National Park System Advisory Board:

Fred Wendorf
Russel E. Dickenson
John F. Turner

SUBJECT: Recommendations, Four Corners Region, Hovenweep National Monument

INTRODUCTION:

At the request of the Director of the National Park Service, the three members of the review team visited the Hovenweep area on June 18, 1986, accompanied by Dr. Bennie Keel, Departmental Consulting Archeologist of the Park Service and other Park Service personnel from Hovenweep National Monument, Mesa Verde National Park, and the Rocky Mountain Regional Office. The team visited Anasazi remains outside the current monument boundaries as well as sites within the monument including early farming terraces, waterworks, Square Tower Ruins, Cajon Lake, Hackberry Ruins, Holly Ruins, Cutthroat Castle, and Goodman Point. The Associate District Manager of the Bureau of Land Management from Montrose, Colorado, also participated in the tour. Prior to the tour to Hovenweep, all the members of the review team were supplied with the draft document of the General Management Plan and Development Concept Plan for Hovenweep National Monument, the Environmental Assessment for the management plan, and written comments from other governmental agencies and interested persons. The review team met the evening of the tour and prepared the following recommendations to the Secretary of Interior and the Director of the National Park Service.

RECOMMENDATIONS

TO THE SECRETARY OF INTERIOR:

We strongly urge the Secretary to provide leadership in developing and implementing a FOUR CORNERS ANASAZI CULTURAL HERITAGE AREA in this vast region which includes some of the most exciting early cultural remains on the entire continent.

The CULTURAL HERITAGE AREA would be a collective effort involving several agencies of the region including the National Park Service, the Bureau of Land Management, the Bureau of Reclamation, the Bureau of Indian Affairs, and the states of Colorado, Utah, Arizona and New Mexico.

The purpose of the CULTURAL HERITAGE AREA would be several:

- 1) Strengthen mutual trust, understanding and cooperation between all entities involved with Anasazi remains.
- 2) Coordinate and develop an inventory of all known archeological resources and research materials.
- 3) Develop and coordinate a mutual strategy for current and future research of Anasazi Cultures.
- 4) Standardize criterias for prioritizing sites for research and protection.
- 5) Mutually evaluate problems and threats to the cultural resources.
- 6) Coordinate and share collections.
- 7) Consolidate, standardize and share interpretive materials and programs for the nation's visitors to the region.

We recommend that the Secretary organize a conference and invite managers and archeological specialists from the different agencies and organizations to participate and discuss the concept of a Cultural Heritage Area. A possible followup would be the appointment of a Coordinating Advisory Group to develop the specifics of the regional plan.

We strongly believe that the benefits of such an approach would be a better understanding and cooperation between all groups of the region. The most important result would be improved assurance that the irreplaceable cultural resources of the region would be protected and understood as well as possible for future generations of Americans.

TO THE DIRECTOR OF THE NATIONAL PARK SERVICE:

Considered collectively, we feel that the current monument ruins and the archeological resources in the surrounding area of the proposed

protection area are of national significance and truly justify being included in an expanded monument. We strongly support expansion of Hovenweep boundaries to include approximately the lands within the "resource protection zone" as described in Alternative IV of the proposed Management Plan.

Expanding the monument boundaries to include lands within the resource protection area is extremely important for several reasons. The Hovenweep monument area is still relatively undisturbed and hosts a unique diversity of resources representative of earlier Anasazi cultures. The area could well be the resource laboratory for unraveling many of the mysteries of the Anasazi history. Establishing some buffer around critical sites and placing the lands under unified management seems essential in this effort. Giving monument status to the resource area would insure coordinated research and protection. In addition, placing these lands under the jurisdiction of the National Park Service would allow the visiting public to enjoy a unified interpretive and development program. It is hoped that having a unified Monument might give some priority and coordination to badly needed financing for future research.

Because of inadequate time to adequately weigh all the specifics of the proposed management and development plans for Hovenweep, the review team does not necessarily recommend endorsement of Alternative IV as currently planned. However, some initial reactions were formed.

- 1) Proposed boundaries for Alternative IV seems somewhat arbitrary and should be carefully evaluated before final adoption. However, we do support inclusion of Square Tower, Holly and Hackberry units into one expanded unit of approximately 5,000 acres, expanding Cutthroat Castle unit to about 80 acres, and also expanding Goodman Point to include some 1,000 acres.
- 2) Development for visitor use should be minimal at this time. Some of the plans for improving roads and providing visitor facilities seem excessive. One of the charms of Hovenweep at this time is its undeveloped character. There is considerable public support for maintaining this primitive and remote status, and such character should enhance the ability of the monument to serve important research needs. Consideration should be given to developing hiking and mountain bicycle trails to encourage public access to the Holly and Hackberry Ruins from Square Tower. Road access could be limited to management, senior citizens and the handicapped. Primitive camp sites could be developed with the trail system.

- 3) because of the isolation of the Cajun Ruins from other Hovenweep units and also because of its location on the Navajo Indian Reservation, consideration should be given to returning this site to the Navajo people.
- 4) Yucca House. because this site is now an isolated unit of the National Park Service, management, protection, and interpretation should now be combined with the Hovenweep Monument Management Plan.
- 5) Included within the proposed Monument are both private and state lands. We recommend that private lands be acquired from willing sellers by purchase or trade with other federal lands or rights. Perhaps a land exchange would be agreeable to the State of Utah.
- 6) Existing mineral rights within the resource protection area should be protected. However, nonsurface occupancy should be stipulated for leases where development would not be compatible with protection of the archeological resources.
- 7) Existing livestock grazing and driving permits should be honored. However, agreements should be developed which insure preservation of the sites and native vegetation.
- 8) Establishing an expanded Monument should be a stimulus for the Park Service to undertake a leadership role in strengthening coordinated and mutual research and management efforts with other agencies such as the Bureau of Land Management in relation to the region's Anasazi cultural resources. BLM officials, at least in Colorado jurisdictions, have shown a high priority for the evaluation and preservation of Anasazi resources in the multiple use management of public lands.
- 9) If the NPS is successful in getting approval for its new fee proposal for National Parks, strong consideration should be given to initially earmarking a percentage of revenues to Mesa Verde National Park for the specific purpose of researching cultural resources at Hovenweep and for stabilization of ruins within the expanded monument.

This report has been prepared by John Turner and respectfully submitted by:


Fred Wendorf, Chairman, National Park Systems Advisory Board
Russell E. Dickenson
John F. Turner