

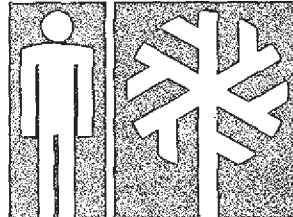
master plan
march 1978

D-1292A



PIPE SPRING

NATIONAL MONUMENT / ARIZONA



B&W Scans

7/1/2002

DEPARTMENT OF THE INTERIOR

MASTER PLAN

PIPE SPRING NATIONAL MONUMENT
ARIZONA

Prepared by

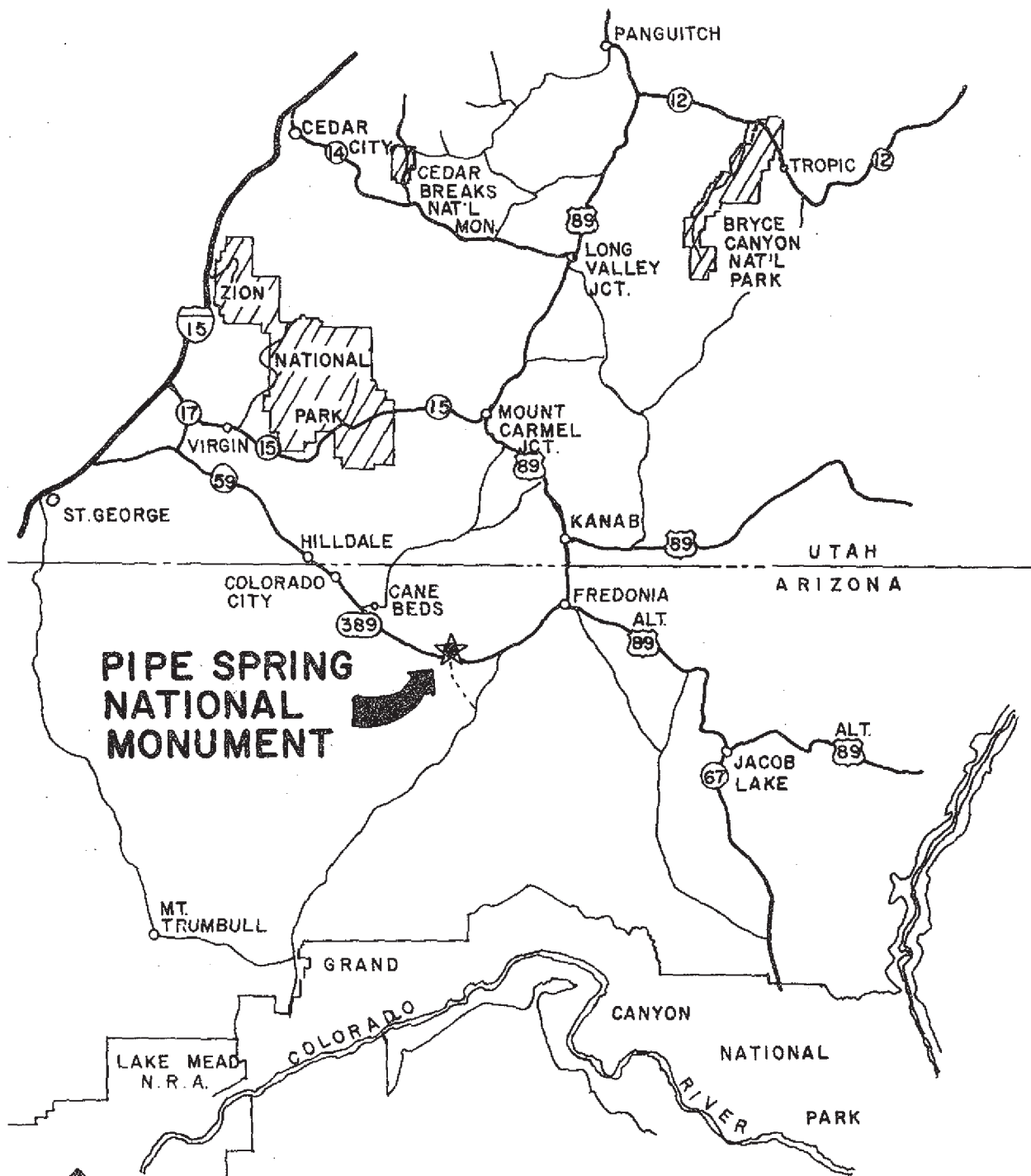
Pipe Spring National Monument
Rocky Mountain Region
National Park Service
Department of the Interior

Date

3/14/78

Acting

Glen T. Bean
Regional Director, Rocky Mountain Region



VICINITY MAP
PIPE SPRING NATIONAL MONUMENT
ARIZONA
ON MICROFILM
U.S. Dept. of the Interior/Nat'l Park Service

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MASTER PLAN

PIPE SPRING NATIONAL MONUMENT

Purpose

By its Proclamation of May 31, 1923, (No. 1663), Pipe Spring National Monument was created "to serve as a memorial of western pioneer life." It commemorates the Mormon Pioneers who were responsible for exploration, settlement, and development of this portion of the Southwestern United States and is now listed in the National Register of Historic Places.

Introduction

Five major changes have occurred affecting the development of a revised master plan for Pipe Spring National Monument: (1) the development of a high-standard State highway adjacent to the Monument, (2) the development of a large recreation area within the Monument's region of influence, (3) a concerted effort by various policy-makers to help economically-depressed peoples such as the Kaibab-Paiute Tribe, whose reservation surrounds the Monument, (4) the installation of a visitor center housed in a Tribal constructed museum and crafts center, and (5) an agreement between the Kaibab-Paiute Tribe and the National Park Service concerning use of water from the springs.

The Setting

The Monument is located within the historic Arizona Strip, isolated from the remainder of the land mass of Arizona by the Colorado River to the south. The Strip, a vast land area of some 10,000 square miles, has been by-passed by America's 20th Century transformation of the West. Interstate 15, the major vehicular route between Los Angeles and Salt Lake City; Interstate 40, the southern trans-continental route, and Interstate 70, the main highway between Las Vegas and Denver, all by-passed the Strip. Magnificent parks such as Grand Canyon, Zion, Bryce, and Lake Mead National Recreation Area, ring the Monument and, by magnitude alone, overshadow this delightful historical site. If the interstate did not skirt the area and the larger parks did not accommodate most recreation bound visitors, Pipe Spring could easily be overburdened with visitation due to its limited size. For those people who do visit, it is an outstanding experience. The Monument is one of the finest living history areas in

the West. The regional influences on Pipe Spring are changing, however. In the last decade or so, Arizona Highway 389 has developed into an attractive high-standard road, and Congress has authorized Glen Canyon National Recreation Area. Like Lake Mead, the waters of Glen Canyon have become a major recreation source for the emerging southern California "Super City" and are drawing thousands of new visitors past the Monument each year on the most direct route - Arizona Highway 389.

Special Considerations

Within the past decade, there has been significant progress in the country toward assisting economically-depressed minorities to a better life through the creation of employment, schools, and housing. This is reflected in the various government assistance programs such as EDA, OEO, VISTA, as well as those initiated by various private organizations. The Kaibab-Paiute Tribe, whose land surrounds the Monument, is interested in keeping its people on the reservation and bettering their lives. With Federal assistance, tribal labor has constructed houses for tribal personnel and they are now in the process of seeking new means to establish a sound economic base. The Tribe is considering several options including overnight accommodations, food services, craft sales, and farming. Since the reservation lacks valuable resources, such as timber and minerals, the visitors who are drawn to the area by the Monument could potentially comprise the Tribe's major economic resource.

After the National Park Service took custody of Pipe Spring National Monument in 1923, a document dividing the water was signed by Assistant Secretary of the Interior Chapman which gave a third of the water to the National Park Service, a third to the Kaibab-Paiute Tribe, and a third to local cattlemen. This division was adhered to until April 13, 1972, when an agreement between the Kaibab Band of the Paiute Indians of the Kaibab Reservation and the National Park Service was signed returning the use of the Tribe's share of the water to the Monument in return for an equal amount of water from a well and water system constructed by the National Park Service. A portion of this additional water will be utilized in a fire protection system with the remainder destined for irrigation of enlarged crop production areas which will then more closely approximate the tilled acreage historically available to the fort.

The effects of these national, regional, and local changes have resulted in new considerations for a plan. (1) Monument visitation has increased rapidly since Route 389 was built from 17,000 visits in 1967 to 33,500 visits in 1972. In 1973 gas shortages reduced travel to 22,000 visitors.

Since that time travel has again begun to increase, reaching 28,700 in 1976. This overall increase is expected to continue and could place a substantial burden on the limited tour area of the fort. (2) Programs now available to the Kaibab-Paiute Tribe will allow them to undertake further projects to develop a sound economic base. Tribal funds have been allocated to construct a campground expected to be operative in later 1978. In addition, they have developed a picnic area to accommodate visitors as the Monument picnic facilities have been eliminated.

A Plan for Public Use

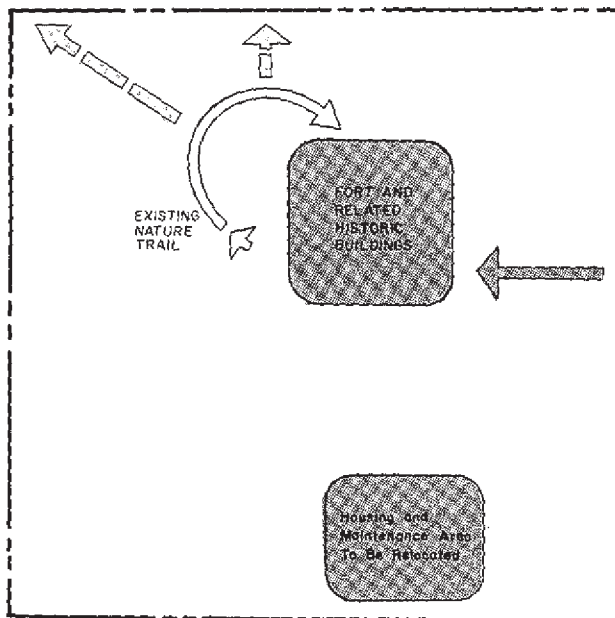
Pipe Spring is a near-unique historical site which offers to the public a rewarding insight into the Mormon settlement of the Arizona Strip. Well preserved and brought to life by various interpretive activities the pronounced charm and character of this area never goes unnoticed by the visitor. The anticipated increase of visitation will, under existing conditions, inundate the Monument and seriously affect the enchantment of the area as well as complicate proper interpretation and management. In order to provide for additional numbers of people, yet preserve the delight of the present day visit, the National Park Service proposes a three part plan for Pipe Spring National Monument.

1. Historic Restoration - Major restoration of the fort and related buildings has been accomplished and now authentically reconstructs for the visitor the fort's appearance during the Mormon occupation in the 1870's. Until 1972, the complementary historic landscape had not been fully realized due to the shortage of adequate water. With the recent water allocation agreement, however, additional re-creations of ranchlands, orchards, vineyards, and vegetable gardens are being cultivated and irrigated. Moreover, when adequate studies have determined the historic vegetative patterns of the fort's farming activity, this pattern will be restored.
2. Interpretation - The interpretive program will provide the visitor with opportunities to understand Pipe Spring's role in the Mormon pioneer effort and the subsequent westward expansion and settlement. The period of the 1870's and 1880's provides the greatest insights into the early life of this portion of the Mormon culture, and this period will be featured in the developmental and operations aspects of the Monument. The program will also introduce the visitor to man's historic and prehistoric use of the Strip and encourage him to consider how this relates to our land-use ethic today.

POWELL MEMORIAL
AND OVERLOOK AND
PROPOSED TRAIL

▲ PETROGLYPHS
AND PROPOSED
TRAIL

KAIBAB INDIAN
RESERVATION



Proposed
Campground &
Picnic Area

Proposed
Housing Area

Visitor
Facility and
Parking

Tribal
Council
Lodge

KAIBAB INDIAN
RESERVATION

Housing and
Maintenance Area
to be Relocated

Proposed
Scenic
Easement

HIGHWAY 389

GENERAL DEVELOPMENT PLAN PIPE SPRING NATIONAL MONUMENT

0 100 200 400 800
SCALE IN FEET

LEGEND

-  ... EXISTING DEVELOPMENT
-  ... PROPOSED DEVELOPMENT

ON MICROFILM

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In order to accurately communicate the spirit and courage of the people who settled at Pipe Spring, the program will utilize the historic buildings and the restored surroundings to the greatest extent possible. Guided tours will be taken through the fort and its environs during which the relationship of man to his environment will be brought out and living historic demonstrations will re-create phases of the historic scene making the area live again. For visitors desiring more or waiting to join a tour group, exhibits telling of the use of the land, self-guiding nature trail, and audio stations featuring personal anecdotes and stories will be provided. Attention will be called to archeological and historic sites outside the Monument.

Literature, including a park brochure, a reasonably priced booklet on Pipe Spring and books on the history of the area, Mormon exploration and development, and famous people associated with the history of Mormon settlement of Utah and Arizona, will be made available at the visitor center.

Because of increased visitation, the future success of the interpretative experience will depend, in the main, on the number of visitors who can tour the fort without impairment of that experience. The plan proposes that the Monument staff begin to establish a carrying capacity for the fort tours using the visitors' awareness of "a realistic idea of what living within the fort was like" as the basic criteria for establishing tour group size.

3. General Development - A visitor facility has been constructed immediately outside the Monument's east boundary which orients, as well as regulates visitor use. This facility, in addition to housing administration offices, is utilized to place the Pipe Spring story in historic perspective for the visitor and to control visitor use by providing a place for organizing fort tours and the directing of the public to pre-tour or post-tour activities. Within the structure but separated by a through, central breeze-way is space for a tribal museum display, crafts demonstration area, and an Indian operated cafe. By negotiation, the visitor facility was designed by the National Park Service and constructed and owned by the Kaibab-Paiute Tribe.

The plan also proposes, in cooperation with the Tribe, the eventual movement of existing housing and maintenance area to a site on Tribal land either in the vicinity of the Tribal housing area east of the Monument or in the small cove $\frac{1}{2}$ mile north of the Monument. Relocation of these buildings will greatly enhance the "first impression" experience as the visitor approaches the Monument, and will improve the authenticity of the historic vista of the Strip.

Planning Outside the Monument

The size of the Monument (40 acres) and the contemplated actions by the Kaibab-Paiute Tribe continue to require the National Park Service to work in concert with the Tribe to insure that any development outside the boundary complements the intent of the Monument, rather than encroaching upon it. In this respect, the National Park Service should seek to: (1) acquire a scenic easement between the Monument's south and east boundaries, Arizona Highway 389, and the Moccasin Road in order to prohibit development from the visual approach to the Monument; (2) continue to provide planning assistance for Kaibab-Paiute Tribe development; and (3) work with the Tribe to ensure visitor use, protection, and development of the archeological ruins, the Powell Memorial, and the petroglyph areas.

Landownership - Boundaries

The 40 acres of land comprising Pipe Spring National Monument are owned in fee by the Federal Government. No boundary changes are proposed.

Land Management and Use

The National Park Service's land classification system provided proper recognition and protection to park resources. This system also directs and controls management of these resources as well as setting the framework for the concepts on which the master plan is based.

The entire 40 acres of the monument are classified as a historic zone. However, development subzones totaling approximately 1.5 acres are located within the Monument to provide for residential and maintenance facilities required to protect and maintain the designated historical features. The plan provides for the eventual elimination of these subzones and the removal of residences and maintenance facilities from the Monument.

Since the Monument is listed in the National Register of Historic Places, all activities which will in any way affect the cultural resources must receive appropriate consideration under Section 106 of the National Historic Preservation Act of 1966.

APPENDIX A

History

The American discoverers of Pipe Spring were a group of Mormon missionaries to the Indians. Led by Jacob Hamblin, they camped at the spring in the autumn of 1858 while enroute to the lands of the Hopi Indians. Tradition says that the place derived its name from a shooting incident that occurred at this time. William "Gunlock Bill" Hamblin shot the bottom out of a smoking pipe to demonstrate his marksmanship; hence the name Pipe Spring.

Following trails initiated by the missionaries, pioneer James M. Whitmore established a claim at Pipe Spring in 1863, a part of a wave of migration into the region. In 1865, he built a dugout, fenced an area, and started a livestock ranch for there was abundant forage.

While the Mormons were moving into the Pipe Spring country, the U.S. Army campaigned against the Navajos south of the Colorado River. Raiding bands of Navajos began crossing the river in search of food. The first casualties of the 1866 Navajo raids were James Whitmore and his herder, Robert McIntyre, in January. A few months later three members of the Berry family were killed near Short Creek, west of Pipe Spring. These killings led to the abandonment of Pipe Spring that summer, but by the next spring the area was used by the Utah Territorial Militia as a base for their operations against raiding Navajos.

In 1870, President Brigham Young of the Mormon Church and his advisors decided to establish a ranch for the raising of cattle and the production of dairy products for nearby settlements. Anson Perry Winsor was appointed to superintend the ranch and to build a fort at Pipe Spring to protect the families and other workers. The fort, originally called "Winsor Castle," is typical of the Mormon forts built in the Utah Territory. Never attacked it served as a ranchhouse until 1923, when it became a national monument.

APPENDIX B

Management Objectives

To monitor, protect, and preserve the fortified ranchhouse, the east and west cabins, the historic ponds, and other historic resources in a manner consistent with the requirements of historic preservation law and National Park Service management policies.

To restore and preserve, to the degree possible, the natural landscape conditions existing during the historically significant period in the late nineteenth century; to control the proliferation of exotic plants, such as Ailanthus; and forestall, if possible, the spread of the Dutch Elm disease.

To foster public understanding and appreciation of life in and around the Mormon settlement at Pipe Spring, of the significance of the settlement in western American history, and of the management policies that protect the natural and historic resources and promote their safe and non-consumptive public use.

To provide for year-round public use and enjoyment of the monument's resources and to establish realistic visitor use capacities that reduce the adverse effect of public use on historic resources to the absolute minimum.

To cooperate with the Kaibab-Paiute Indian Tribe to: (1) ensure that recreational development and land management programs in the immediate vicinity of the monument are compatible with long-term preservation of the Monument resources; (2) provide information to visitors on recreational and interpretive opportunities available in the Monument and on nearby Indian lands; and (3) facilitate public circulation between the Monument and the historic Powell Monument, a triangulation station location on the reservation about a mile west of the Monument, and to interpret the significance of this resource.

To cooperate with other governmental agencies, private organizations and interests, and members of the public to help ensure that regional land use changes, particularly energy development projects, do not result in impairment of the Monument's air quality, other components of the Monument's environment, or the experience of Monument visitors.

To secure adequate information on the flow and quality of Pipe Spring waters in order to facilitate their long-term perpetuation.

To participate in the visibility observation program for the compilation of meaningful data on air quality in the vicinity of Pipe Spring.

To optimize the efficiency of park management through provision of adequate maintenance, storage, and staff housing facilities.

61. Pipe Spring National Monument

Establishment: Proclamation (No. 1663) of May 31, 1923.....

Page
285

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 1663 --May 31, 1923--43 Stat. 1913]

WHEREAS, there is in northwestern Arizona on the road between Zion National Park and the North Rim of the Grand Canyon National Park a spring, known as Pipe Spring, which affords the only water along the road between Hurricane, Utah, and Fredonia, Arizona, a distance of sixty-two miles; and

WHEREAS, a settlement was made at Pipe Spring in 1863 and there was built a large dwelling place, called "Windsor Castle," with portholes in its walls, which was used as a place of refuge from hostile Indians by the early settlers, and it was also the first station of the Deseret Telegraph in Arizona; and

WHEREAS, it appears that the public good would be promoted by reserving the land on which Pipe Spring and the early dwelling place are located as a National Monument, with as much land as may be necessary for the proper protection thereof, to serve as a memorial of western pioneer life.

NOW, THEREFORE, I, Warren G. Harding, President of the United States of America, by virtue of the power in me vested by section two of the act of Congress entitled, "An Act for the Preservation of American Antiquities," approved June 8, 1906 (34 Stat., 225) do proclaim that there is hereby reserved, subject to all prior valid claims, and set apart as a National Monument to be known as the Pipe Spring National Monument the lands shown upon the diagram hereto annexed and made a part hereof and more particularly described as follows:

The southeast quarter of the southeast quarter of section seventeen, township forty north, range four west, Gila and Salt River Base and Meridian.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any of the features or objects included within the boundaries of this Monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service under the direction of the Secretary of the Interior, shall have the supervision, management and control of this Monument, as provided in the act of Congress entitled, "An Act to establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat., 535), as amended June 2, 1920 (41 Stat., 732): Provided, that in the administration of this Monument, the Indians of the Kaibab Reservation, shall have the privilege of utilizing waters from Pipe Spring for irrigation, stock watering and other purposes, under regulations to be prescribed by the Secretary of the Interior.

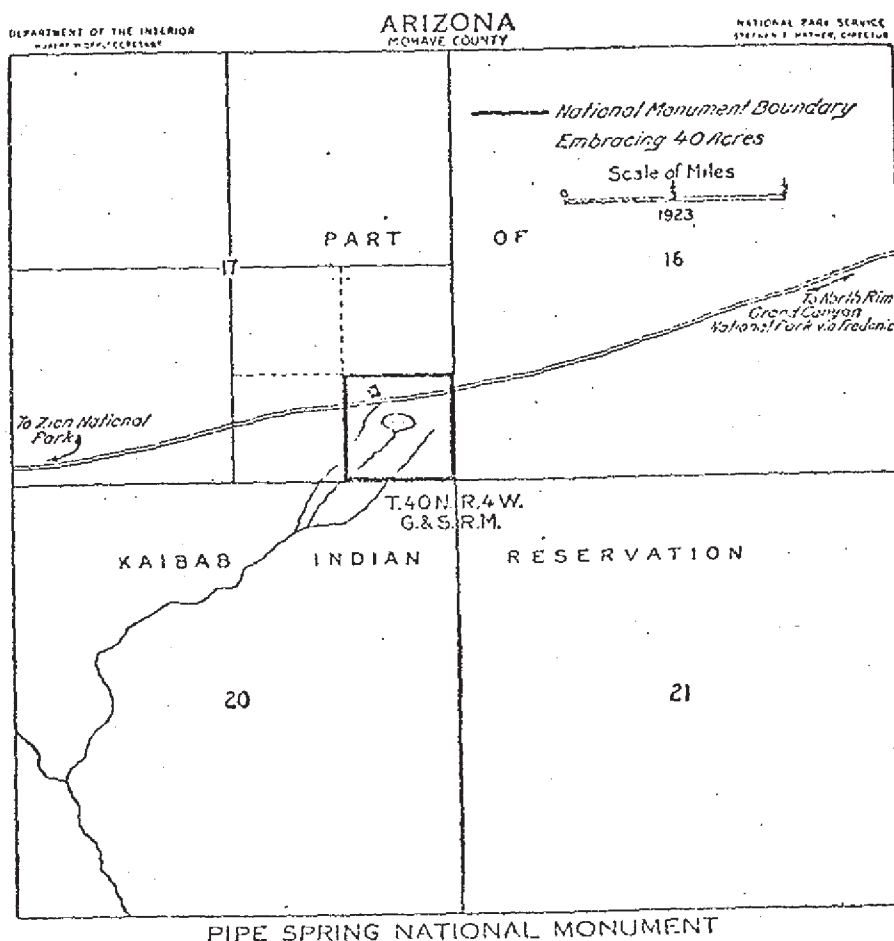
IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this thirty-first day of May, in the year of our Lord one thousand nine hundred and twenty-three, [SEAL] and of the Independence of the United States of America the one hundred and forty-seventh.

WARREN G. HARDING.

By the President:

CHARLES E. HUGHES,
Secretary of State.



ENVIRONMENTAL ASSESSMENT

Pipe Spring National Monument

I. Introduction

Pipe Spring National Monument is located within the historic Arizona Strip, a sparsely inhabited section of Arizona isolated from the balance of the State by the Colorado River. The nearest town is Fredonia, Arizona, population 989, 14 miles to the southeast. By-passed by major interstate highways, the monument is served by Arizona Highway 389, the most direct route from the heavily populated cities of southern California to Glen Canyon National Recreation Area.

The forty acre monument, established May 31, 1923, was set aside to preserve a fortified ranch house and other historical features and to "serve as a memorial of western pioneer life." It is now listed in the National Register of Historic Places; consequently, any activities which in any way affect the cultural resources of the monument must receive appropriate consideration under Section 106 of the National Historic Preservation Act of 1966.

Two employee residences and a maintenance area have been constructed within the boundaries of the monument. The basic problem addressed by the master plan is the restoration of the physical integrity of the site.

II. The Proposal

The master plan was designed to provide measures for restoration of the historical integrity of the site, protection of the historic resources, and the safety of visitors and employees. It proposes continuation of preservation, protection, and interpretation as is now being done.

However, to restore the historical integrity of the monument, it proposes eventual removal of the employee residences and maintenance area and relocation on adjacent land belonging to the Kaibab-Paiute Tribe. In addition, it is proposed, after an adequate study has been made to establish authenticity, to restore the vegetative pattern to that existing during the period 1870-1890, the period of most intensive activity at Pipe Spring National Monument.

III. Alternatives Considered

1. No Action
2. Leave the area in its present state but restore the original drainage pattern.
3. Remove residences and maintenance area and restore original drainage and vegetative patterns.

IV. Environmental Impacts

1. The Proposal - Removal of employee residences and maintenance area would allow the area they occupy to be restored to its appearance as of 1870-1890 and restore the physical integrity of the historic site.

A minor amount of noise and air pollution would be generated while work was underway. Removal, restoration and reconstruction would require additional funds and generate a minor amount of work in a depressed area. A deterrent to possible vandalism within the monument would be removed.

Additional personnel will be required to provide 24 hour protection. A minor increase in energy expenditure might result from commuting to and from work.

Some acreage, approximately five, would be removed from tribal use. As a result, a small amount of native vegetation, not more than five acres and probably less, would be destroyed or altered.

Restoration of the 1870-1890 vegetative pattern would result in the destruction of some existing vegetation, quantity presently unknown, but would enhance the historic authenticity of the site.

A small number of people of diverse cultures would be brought into intimate and continuous contact. Hopefully the impact would be to create a greater understanding, appreciation, and tolerance for each others life style. However, the actual impact is unknown.

2. No Action - The no action alternative would have no additional impact on the physical environment. However, the residences and maintenance area do infringe on the integrity of the historic site although the impact is mitigated to a large extent by screening by vegetation compatible with that of the historic scene. A deterrent to possible vandalism within the monument would remain.

3. Leave the area as it is but restore the original drainage pattern.

A minor amount of air and noise pollution would occur as a result of removing existing water diversion structures.

A very minor amount of existing vegetation would be destroyed.

Minor ground moisture improvement might occur in the area of the original drainage which might improve growing conditions for vegetation in that area.

Occasional flooding could endanger residences, utility area, and cultivated crops and prove hazardous to visitors and others in the area at the time.

Access to the fort and related buildings might be cut off or made difficult during periods of heavy rains.

Authenticity of the historic site would be improved.

4. Remove residences and maintenance area and restore 1870-1890 vegetative patterns and original drainage.

For impacts associated with the removal of residences and maintenance area see Section IV, item 1.

For impacts resulting from restoration of the 1870-1890 vegetative pattern see Section IV, item 1.

For impacts associated with restoration of the original drainage pattern see Section IV, item 3.

IV. Cooperation with Others

Because only minor revisions were made to the prior Master Plan and because these revisions did not alter the park's operations, consultation, and cooperation were carried on only with the group affected, the Kaibab Band of the Paiute Tribe.