



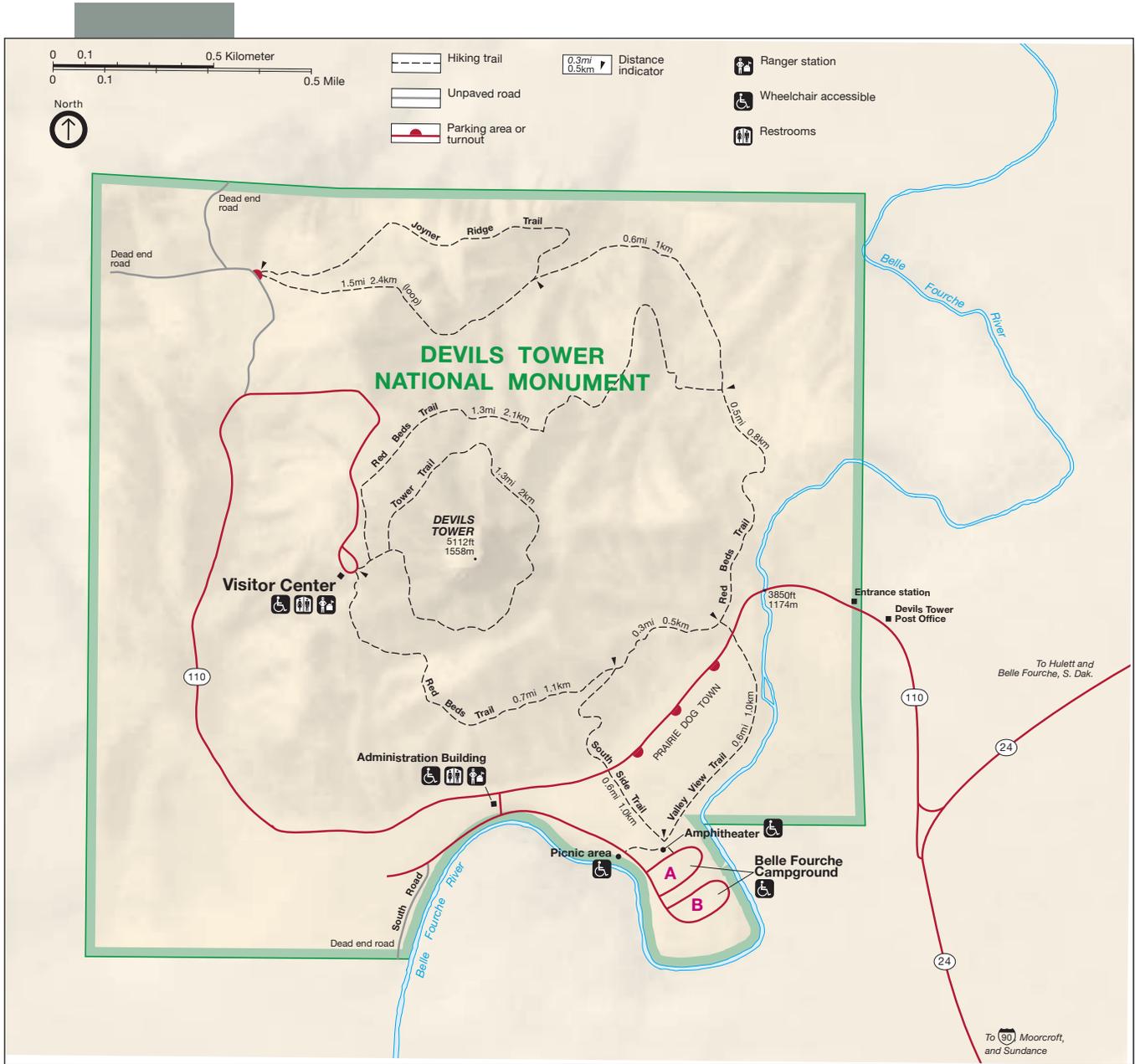
Foundation Document

Devils Tower National Monument

Wyoming

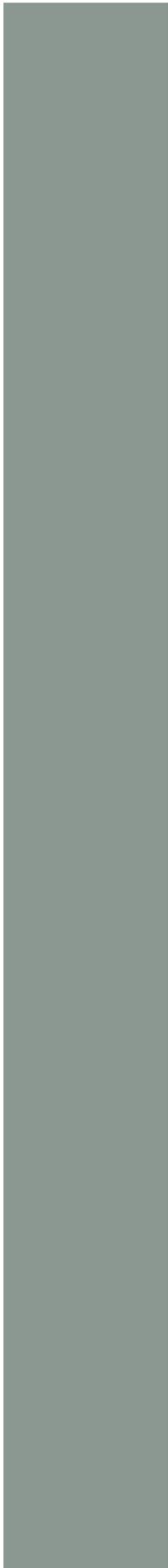
September 2014





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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 and other 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 Devils Tower National Monument can be accessed online at: <http://insideparkatlas.nps.gov/>.



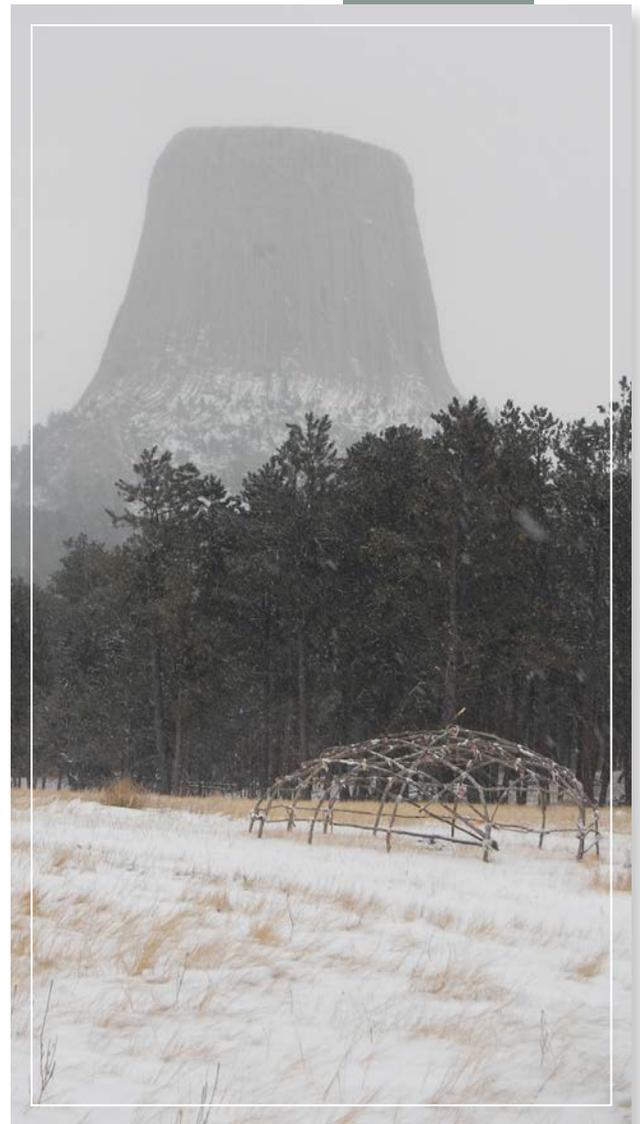
Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental and 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 Monument

Located on the northwest edge of the Black Hills in northeastern Wyoming, Devils Tower is one of the most conspicuous geologic features of the Black Hills region—a rocky sentinel rising 1,267 feet above the Belle Fourche River and the surrounding grasslands and ponderosa pine forests. American Indians, fur trappers, explorers, and settlers alike were awed by the majesty of Devils Tower. Also known in numerous tribal traditions as Bear Lodge,¹ Devils Tower is a sacred site for Northern Plains Indian tribes (see appendix A for a list of tribes with cultural affiliation with the monument). They have held sacred ceremonies near this remarkable geologic formation for thousands of years. From the earliest native peoples to local ranchers and settlers, Devils Tower has been a gathering place, a place of community, and a place of refuge. Many share their stories about Devils Tower from generation to generation.

In 1906, President Theodore Roosevelt proclaimed Devils Tower the nation's first national monument under the Antiquities Act. Today, the 1,347-acre monument attracts well over 400,000 visitors annually. American Indian people come to the site drawn by sacred and spiritual traditions. Rock climbers visit from around the world to scale the tower itself—hundreds of parallel cracks make the tower one of the finest traditional crack climbing areas in North America. Families, bikers, and artists alike come to be inspired by the tower's other-worldly qualities, impossible proportions, and serene setting.



sweat lodge

1. There are many Indian names for Devils Tower, including Bear Lodge, Bear Lodge Butte, Grizzly Bear's Lodge, Bear's House, Bear's Tipi, Bear Peak, Bear's Lair, Grey Horn Butte, and Tree Rock.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park unit. The purpose statement for Devils Tower National Monument was drafted through a careful analysis of its enabling presidential proclamation. The monument was established by presidential proclamation on September 24, 1906 (see appendix B for the presidential proclamation and other applicable legislative acts). The purpose statement lays the foundation for understanding what is most important about the monument.

The purpose of DEVILS TOWER NATIONAL MONUMENT, also known to many as Bear Lodge, is to protect and preserve a world class geologic and sacred landmark that has shaped thousands of years of American Indian culture and the history of the northern Great Plains.

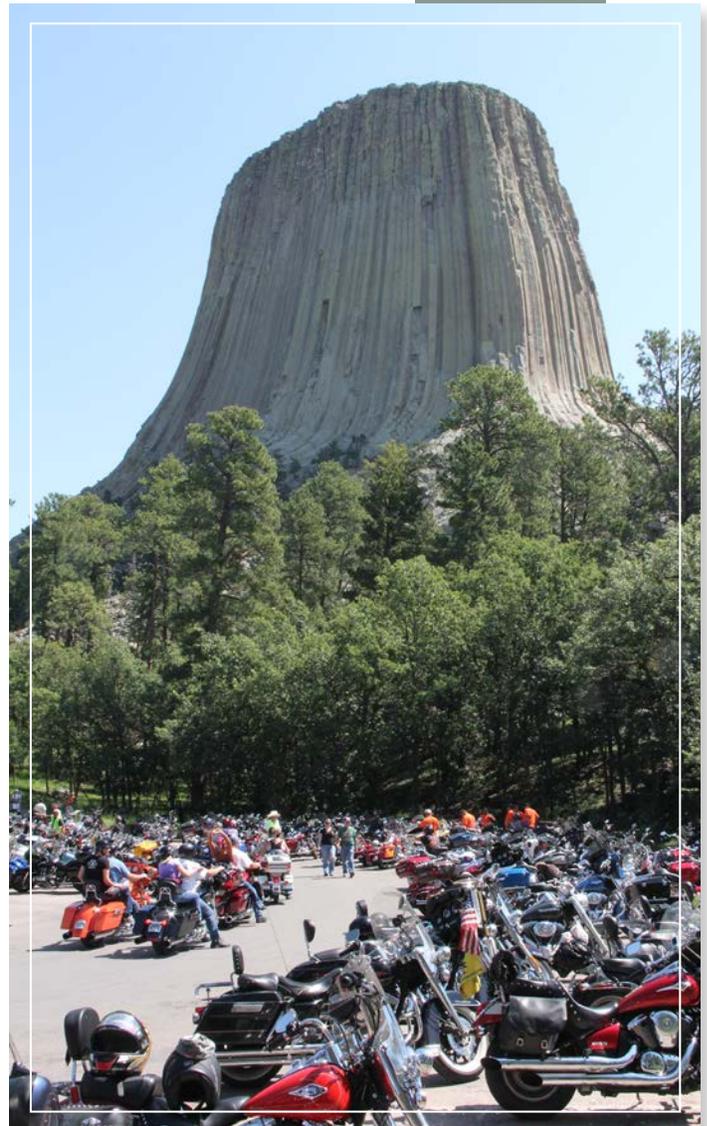


Park Significance

Significance statements express why a park unit'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 Devils Tower National Monument, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park unit 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 unit planning and management.

The following significance statements have been identified for Devils Tower National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Devils Tower is a monolith of phonolite porphyry, a rare igneous rock. With more than 1,200 feet of prominence above the surrounding landscape, it is the iconic natural landmark in the northern Great Plains. It has many visually stunning, symmetrical, columnar joints, which are the tallest and the widest of their kind in the world.
2. Devils Tower is sacred to many American Indians. Their histories are rich with oral stories and astronomical and ecological knowledge tied to Bear Lodge.
3. Devils Tower's unique columns and vertical cracks make it one of the premier areas in the world for rock climbing. It boasts more than a century of colorful climbing history.
4. At Devils Tower, mountain and northern plains species converge to create an ecological zone distinctive to the Black Hills.
5. Devils Tower National Monument is the world's first national monument. In choosing Devils Tower as the first place to be protected by the 1906 Antiquities Act, President Theodore Roosevelt broadened the intended use of the act by including both its scientific and cultural significance.



Annual Sturgis Motorcycle rally

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 unit's 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 unit. 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 unit and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park unit's purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Devils Tower National Monument:

- **Devils Tower Formation:** Devils Tower is a universally recognized landmark having geological, cultural, and recreational significance.
- **American Indian Spiritual Values and Opportunity for Personal Reflection:** The land within the monument is a sacred place for many people. The Lakota (Sioux), Crow, Northern Cheyenne, Southern Cheyenne, Northern Arapaho and Southern Arapaho, Kiowa, and other tribes have significant stories and events associated with this area. It provides space for ceremonial observances, such as Sun Dance ceremonies, sweat lodges, placement of prayer bundles, and hoop relay runs. This geologic wonder can also inspire visitors to reflect on their lives and their place in the world.



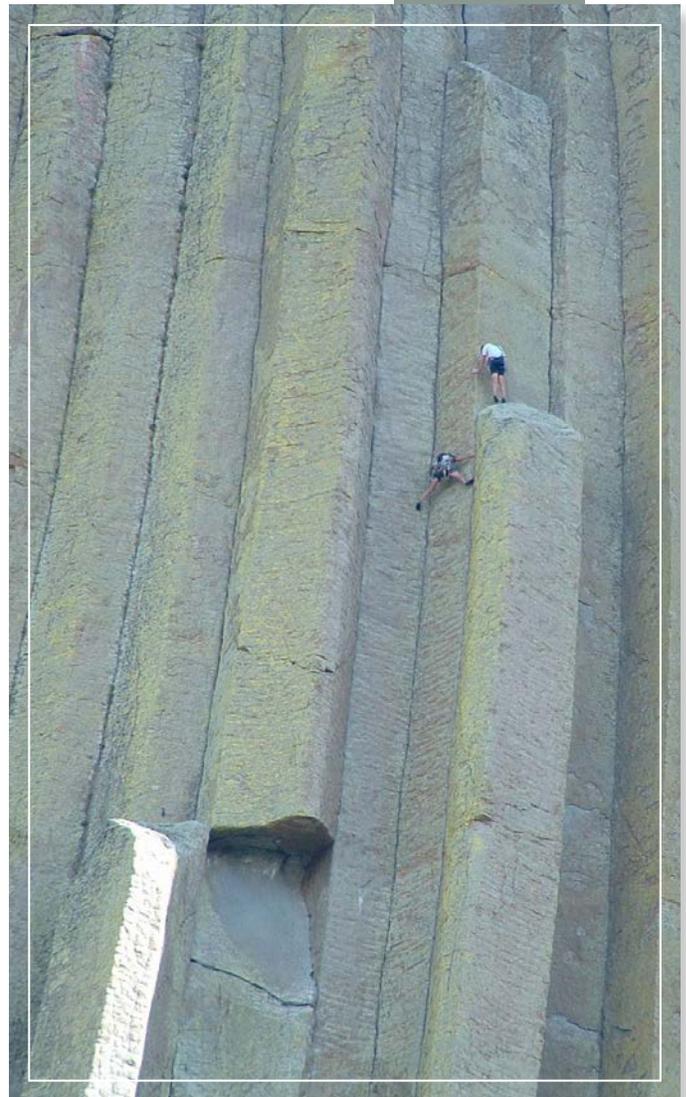
Cultural demonstration

Other Important Resources and Values

Devils Tower 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 Devils Tower National Monument:

- **Cultural Resources:** Devils Tower is regarded as a landscape-level ethnographic resource. The monument’s archeological record spans from the Paleo-Indian culture through the 20th century. Thousands of archeological resources, primarily lithic scatters, have been found in the monument. Six historic structures are listed in the National Register of Historic Places, including buildings constructed by the Civilian Conservation Corps. Devils Tower also is important in the nation’s climbing and high angle search and rescue history. All of these cultural resources illustrate the long history of human occupation and use in and surrounding the monument. The addition of the Circle of Sacred Smoke sculpture in 2008 underscores the international cultural significance and recognition of the monument.
- **Opportunities for Visitor Enjoyment:** Well over 400,000 people visit Devils Tower annually, enjoying its diverse resources. The monument offers a variety of opportunities for outdoor recreation, including rock climbing, camping, hiking, wildlife viewing, and photography. Devils Tower is a world class crack climbing area.
- **Diversity of Ecological Communities:** Devils Tower is in the northwest portion of the Black Hills, an ecological island in the Great Plains where eastern and western species converge. This setting provides habitat for a great diversity of species within a small geographic area. The predominant ecological communities include ponderosa pine forest, mixed-grass prairie, and a riparian area along the Belle Fourche River.
- **Remote Setting (Night Skies, Viewsheds, and Soundscapes):** Devils Tower is far removed from population centers and modern development. This natural landmark is characterized by uninterrupted views both of and from the Tower, pristine night skies, and natural soundscapes. Together, the viewsheds, soundscapes, and night skies are essential to a high-quality visitor experience and to the cultural values associated with Devils Tower.



Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park unit—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 NPS staff to develop opportunities for visitors to explore and relate to all park unit 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 unit resources. 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 unit and its resources. These themes help explain why a park unit story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park unit.

The following interpretive themes have been identified for Devils Tower National Monument:

- Proclaimed by President Theodore Roosevelt as America’s first national monument, Devils Tower exemplifies the challenges of managing and protecting public places and significant cultural properties shared by many people in numerous ways to provide the greatest benefit for all.
- The variety of theories regarding how Devils Tower came to be offer opportunities to learn and experience how affiliated cultures, scientists, and others understand and respect this special place.
- Devils Tower, a universally recognized landmark, entices us to explore and define our place in the natural and cultural world.
- The dramatic and alluring character of Devils Tower evokes a powerful sense of wonder, prompting many forms of personal expression that nourish our relationship with the land and universe.
- The phenomenal height, rock quality, and hundreds of long cracks of Devils Tower provide an environment for many climbers to challenge their physical and mental limits and gain experiences that are powerful and rewarding.
- In the late 1800s, pioneers and ranchers settled the area surrounding Devils Tower. It continues to be at the center of the cultural, historical, economic, and social activities of the local communities.
- Devils Tower and the Black Hills have long been, and continue to be, living places that are integral to the cultural and spiritual identity of the affiliated tribes.
- Devils Tower is an ecologically unique and diverse area, where flora, fauna, other natural resources, and natural processes and their relationships to each other are preserved through a variety of careful management actions.
- The expansive views, dark night skies, and natural sounds of Devils Tower National Monument provide opportunities for visitors to experience nature and solitude.
- The many Indian names for this rock formation reflect the profound cultural identities of one of the most outstanding and recognizable natural features on the northern Great Plains.

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 unit that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park unit, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park unit. 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 unit and facilitate working relationships with other organizations. They are an essential component of managing and planning for Devils Tower National Monument.

Special Mandates

- **Annual Voluntary Rock Climbing Closure during June.** The voluntary rock climbing closure was implemented through the 1995 Climbing Management Plan. The annual voluntary closure was upheld by a ruling from the US 10th District Circuit Court of Appeals in April 1999.

Administrative Commitments

The National Park Service and Devils Tower National Monument have entered into several commitments that include obligations from prior existing properties and rights; agreements to facilitate the operation of the monument, protect resources, and enhance visitor services; and contracts, authorizations, and permits for commercial visitor services and special uses in the monument. These commitments have a significant influence on monument management. For more information on monument commitments, please see the inventory of key administrative commitments in appendix C. Several needed commitments are also identified in appendix C.

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 monument's fundamental and other important resources and values, and develop a full assessment of the monument'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	Devils Tower Formation
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Devils Tower is a monolith of phonolite porphyry, a rare igneous rock. With more than 1,200 feet of prominence above the surrounding landscape, it is the iconic natural landmark in the northern Great Plains. It has many visually stunning, symmetrical, columnar joints, which are the tallest and the widest of their kind in the world. • Devils Tower is sacred to many American Indians. Their oral histories are rich with stories containing astronomical and ecological knowledge tied to Bear Lodge. • Devils Tower’s unique columns and vertical cracks make it one of the premier areas in the world for rock climbing. It boasts more than a century of colorful climbing history. • At Devils Tower, mountain and northern plains species converge to create an ecological zone distinctive to the Black Hills. • Devils Tower National Monument is the world’s first national monument. In choosing Devils Tower as the first place to be protected by the 1906 Antiquities Act, President Theodore Roosevelt broadened the scope of the act by including both the Tower’s scientific and cultural significance.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The Tower is composed of igneous phonolite porphyry, which is more resistant to erosion than the surrounding sedimentary landscape. • Invasive species removal is a continual need on the summit and faces of the formation. • There are more than 220 climbing routes and hundreds of bolted anchors on the Tower; many bolts need to be replaced. Most of the routes are climbed using “traditional” methods where climbers place and remove their own protection as they climb. <p>Trends</p> <ul style="list-style-type: none"> • The Tower’s shape and form is changing slowly over time due to the natural forces of erosion. • Nonnative plants are increasingly found in cracks on the surface of the Tower, on the summit, and in the Meadows (a large ledge-like feature on the south face). The plants are spread by wildlife, wind, and possibly climbers. • Rock climbing has dramatically increased over the years. • Visitation near the base of the Tower is well over 400,000 people per year, and is gradually increasing, causing congestion issues. The visitation season is expanding beyond the traditional June through August window.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Recreational rock climbing has caused damage to Devils Tower in the past. Certain climbing activities, such as bolting and trundling (rolling/pushing loose rocks off a climbing route), can damage or alter the rock face. • Nonnative plants threaten to outcompete the isolated native vegetation communities on the Tower. <p>Opportunities</p> <ul style="list-style-type: none"> • Improve partnerships with climbing groups to promote protection of the Tower and its resources. Educate climbers on the threat of noxious weeds and ways to prevent the spread of nonnative plant seeds on the Tower. • Improve partnerships with tribes to promote protection of the Tower and all monument resources. • Improve partnerships with companies that use the Tower image in their advertising to promote protection of the Tower.

Fundamental Resource or Value	Devils Tower Formation
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • Climbing Management Plan (1995; updated in 2006). • Strategic Plan (1997) • General Management Plan (2002) • “Devils Tower National Monument Geologic Resource Evaluation Report” (2008) • Long-Range Interpretive Plan (2011)
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • 3-D mapping and imagery of the tower. • Mapping/monitoring social trails on top of the Tower.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Update the climbing management plan to address the replacement of anchors and the use of power drills for this purpose.
<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"> • American Indian Religious Freedom Act of 1978 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Executive Order 13007, “Indian Sacred Sites” • Executive Order 13175, “Consultation with Indian Tribes” • 36 CFR 1.5(a)(1) (closures in areas of Devils Tower) • 36 CFR 2.1(a)(5) (prohibitions for certain rock climbing practices) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • Department of the Interior policy on consultation with Indian tribes • NPS <i>Management Policies 2006</i> (sections 4.1, 4.8.1, and 4.8.2 address the protection of geologic processes and management of geologic features) • NPS <i>Natural Resource Management Reference Manual 77</i>



Fundamental Resource or Value	American Indian Spiritual Values and Opportunity for Personal Reflection
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Devils Tower is sacred to many American Indians. Their oral histories are rich with stories containing astronomical and ecological knowledge tied to Bear Lodge.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Most of the monument's 400,000 annual visitors concentrate in an area of 3 to 5 acres near the visitor center. This leads to a congested and noisy atmosphere at the main monument viewing area, which in turn, inhibits opportunities for spiritual observance and personal reflection. • People are generally respectful of the monument and the spiritual values associated with it. • Opportunities for individual solitude and reflection are still available in many areas of the monument, but less so as visitors get closer to the Tower. • Access to the area for spiritual observance is readily available year-round. • Areas are available for Sun Dance ceremonies, sweat lodges, prayer bundles, fasting, vision quests, and other ceremonial uses. • Approximately 5,000 recreational climbers scale the Tower each year, which creates a perception of desecration for many Indian tribes. • The voluntary climbing closure in June provides more opportunities for spiritual observance. • The year-round voluntary no-fly zone enhances opportunities for quiet personal reflection and spiritual observance. <p>Trends</p> <ul style="list-style-type: none"> • There is increasing awareness among most park visitors of the spiritual significance of the Tower. • Compliance with the June voluntary climbing closure is decreasing. • External development, including mineral and energy development, is increasing. • Unmanned aerial vehicles (UAVs) or "drones" are becoming increasingly popular and are now accessible and affordable to the average visitor.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Traffic and congestion inside the monument interfere with opportunities for self-reflection. • Continued climbing use is viewed by the tribes as offensive and is considered a desecration of this sacred site. • External development outside the boundary and commercial traffic related to mineral and energy development could affect the night sky, soundscapes, viewsheds, water and air quality, all of which would adversely affect opportunities for spiritual observance and self-reflection. • Use of UAVs could adversely affect spiritual observance and personal reflection. <p>Opportunities</p> <ul style="list-style-type: none"> • Designate a drop-off area for buses, which would help reduce traffic congestion and noise and improve opportunities for self-reflection. • Use a shuttle system during peak visitation periods. • Increase communication with the tribes to better understand their viewpoints and what can be done on a mutually agreeable basis to resolve conflicts. • Continue to raise public awareness of the spiritual importance of the monument through education programs and materials. • Work with companies, landowners, the state, and others to develop mitigation strategies to avoid/minimize impacts on the Tower from external mineral and energy development. • Work with the climbing community to increase participation in the June voluntary climbing closure. • Explore management options to protect resources, honor the sacredness of the area, reduce congestion, and encourage silence.

Fundamental Resource or Value	American Indian Spiritual Values and Opportunity for Personal Reflection
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • “Naming Bear Lodge” (1998). • Climbing Management Plan (1995, updated in 2006). • General Management Plan (2002). • Long-Range Interpretive Plan (2011). • Annual visitor use surveys. • Noise measurement survey (2005, BridgeNet International). • Baseline soundscape data (2010, NPS Natural Sounds Program). • Baseline night sky data (2006, unpublished – NPS Night Sky monitoring team). • “Modeling Light Pollution from Population Data and Implications for National Park Service Lands” (Albers and Duriscoe 2001).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Visual resource inventory of the monument. • Viewshed analysis map. • Additional data collection on climbers.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Traffic and congestion management plan. • Soundscape management plan.
<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"> • American Indian Religious Freedom Act of 1978 • National Historic Preservation Act of 1966, as amended • The Antiquities Act of 1906 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Executive Order 13175 “Consultation and Coordination with Indian Tribal Governments” • Executive Order 13007, “Indian Sacred Sites” • 36 CFR 800 “Protection of Historic Properties” • Memorandum of Understanding Among Department of Defense, Department of the Interior, Department of Agriculture, Department of Energy, and the Advisory Council on Historic Preservation Regarding Interagency Coordination and Collaboration for the Protection of Indian Sacred Sites <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (chapter 5, “Cultural Resource Management,” including 5.3.5.3.2, “Sacred Sites”) • Director’s Order 28: <i>Cultural Resource Management</i>

Analysis of Other Important Resources and Values

Other Important Resource or Value	Cultural Resources
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Devils Tower is sacred to many American Indians. Their oral histories are rich with stories containing astronomical and ecological knowledge tied to Bear Lodge. • Devils Tower National Monument is the world’s first national monument. In choosing Devils Tower as the first place to be protected by the 1906 Antiquities Act, President Theodore Roosevelt broadened the intended scope of the act by including both the scientific and cultural significance of the tower.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The majority of archeological resources in the monument are in stable condition. • With the exception of the stake ladder, which is degrading, national register structures are in good condition. • The Circle of Sacred Smoke sculpture is in good condition, but the base needs repair. • The museum collection is in good condition and is held in two off-site repositories. <p>Trends</p> <ul style="list-style-type: none"> • Some archeological resources are in a degrading condition.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Some archeological resources are degrading due to erosion, social trails, and vandalism (graffiti). • Wildland fire could damage or destroy cultural resources. • Climate change may accelerate weathering of monument structures and increase the potential for fires (frequency and magnitude). <p>Opportunities</p> <ul style="list-style-type: none"> • Determine and apply the appropriate treatment of the stake ladder. • Implement mitigation measures from the archeological resources assessment. • Complete the restoration of the visitor center for historic integrity. • Install a sprinkler system in the historic entrance station. • Establish a sister park agreement with Uluru National Park in Australia, which will enhance recognition of the importance of the monument as a cultural resource, strengthen support for a possible World Heritage Site designation in the future, and provide new insights and perspectives on managing and protecting the monument’s cultural resources.
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Naming Bear Lodge (1998). • Cultural sites inventory (1998). • Ethnographic overview and assessment (1997, updated in 2008). • Scope of collections statement (2001). • General Management Plan (2002). • Historic Structure Report (2004). • Archeological Resources Condition Assessment (2007). • Long-Range Interpretive Plan (2011). • List of Classified Structures (2013). • National Register Evaluation of Devils Tower National Monument, Crook County, Wyoming, 1997–1998 (2000).

Other Important Resource or Value	Cultural Resources
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic resources study. • Cultural Landscape Inventory. • Determination of national register eligibility for Mission 66 structures. • Traditional cultural property nomination. • Condition assessment of the stake ladder. • Data collection to support a national historic landmark nomination. • Data collection to support a UNESCO World Heritage Site nomination.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Cultural landscape report. • Climate change vulnerability assessment and adaptation strategy.
<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"> • National Historic Preservation Act of 1966, as amended • The Antiquities Act of 1906 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" • 36 CFR 800 "Protection of Historic Properties" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5 – "Cultural Resource Management") • Director's Order 28: <i>Cultural Resource Management</i>



Arvol Looking Horse, Lakota

Other Important Resource or Value	Opportunities for Visitor Enjoyment
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Devils Tower is a monolith of phonolite porphyry, a rare igneous rock. With more than 1,200 feet of prominence above the surrounding landscape, it is the iconic natural landmark of the northern Great Plains. It has many visually stunning, symmetrical, columnar joints, which are the tallest and the widest of their kind in the world. • Devils Tower is sacred to many American Indians. Their oral histories are rich with stories containing astronomical and ecological knowledge tied to Bear Lodge. • Devils Tower’s unique columns and vertical cracks make it one of the premier areas in the world for rock climbing. It boasts more than a century of colorful climbing history. • At Devils Tower, mountain and northern plains species converge to create an ecological zone distinctive to the Black Hills. • Devils Tower National Monument is the world’s first national monument. In choosing Devils Tower as the first place to be protected by the 1906 Antiquities Act, President Theodore Roosevelt broadened the intended scope of the act by including both the scientific and cultural significance of the tower.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The trail system, interpretive program, campground, and exhibits in the visitor center are all in good to outstanding condition. • The current visitor center and parking area are designed for approximately 20,000 to 30,000 visitors per year. These facilities are wildly undersized for current visitation; thus, the facilities are highly congested during the summer—which negatively impacts visitor enjoyment and safety. • The campground is typically at 85%–95% capacity during the summer. • There are long lines for the bathrooms during peak visitation periods in the summer (10:00 a.m. to 2:00 p.m.). • The visitor center is universally accessible, but the disabled cannot use the visitor center restrooms; only one building in this area has universally accessible restrooms. • Several popular climbing routes are frequently congested. • There are frequent traffic jams at the prairie dog town. • The Tower Trail—which circles the Tower—is the most popular trail in the monument; other trails get little use (Joyner Ridge, Red Bed). The paved Tower Trail is not universally accessible. • There is a comprehensive range of visitor interpretive programs. • Many people are not aware of the picnic area. • In summer, there are sometimes long lines (up to 40–50 vehicles) to get through the entrance station. • Some visitors complain about the noise created by generator use in the campground. • There are no existing pedestrian walkways from the overflow parking lot to the visitor center area. <p>Trends</p> <ul style="list-style-type: none"> • Peak visitation occurs June–August, between 10:00 a.m. and 2:00 p.m. • The average time spent by visitors at the monument is 2 to 3 hours. Most visitors walk the Tower Trail or do not go far from the parking areas. • Vehicular congestion is increasing due to the large size of vehicles, sport utility vehicles and recreational vehicles. Pedestrian congestion around the base of the Tower is also increasing.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • One of the most significant safety issues is when families with children walk on the road and in between vehicles near the visitor center and between the visitor center and the lower parking area. • Energy and mineral development external to the monument, particularly related to night skies, would adversely affect the remote setting, and degrade air quality, which in turn would degrade many visitors’ experience. Industrial development can also impact air quality which, in turn, could affect visitor enjoyment. • Erosion of the Tower can pose a threat to the safety of visitors and infrastructure.

Other Important Resource or Value	Opportunities for Visitor Enjoyment
<p>Threats and Opportunities</p>	<p>Opportunities</p> <ul style="list-style-type: none"> • Better signs for the picnic and sculpture area could lead to an improvement in visitor experience. • A shuttle system could be implemented through partnerships with friends groups or the state to reduce traffic congestion near the visitor center. • A transportation scholar could provide needed data collection and analysis to support traffic congestion management. • Volunteer parking attendants could help manage traffic during peak visitation periods. • Participate with energy companies in their planning processes, provide input on planning documents and propose mitigation measures to limit/avoid impacts to the monument. • Limit the use of generators in the campground (set hours). • Use the monument website to encourage visitors to go to different areas of the monument and outside the monument during peak visitation periods. • Develop an application that provides a real time view of the parking area; informing visitors of congested areas. (Note: there is a lack of cellular coverage to do this right now, and this proposal would need staffing to implement.)
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Annual data on the monument’s contribution to the local economy. • General Management Plan (2002). • Long-Range Interpretive Plan (2011). • Climbing Management Plan (1995, updated 2006). • Prairie Dog Management Plan (2013). • “Naming Bear Lodge” (1998).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • High resolution mapping of the Tower. • Accessibility condition assessment. • Traffic data, including vehicle counts and use patterns.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Traffic and congestion plan. • Accessibility plan. • Technical assistance for incorporating new technology for visitor education and awareness.
<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"> • NPS Concessions Management and Improvement Act of 1998 • Americans with Disabilities Act of 1990 • Rehabilitation Act of 1973 • Architectural Barriers Act of 1968 • 36 CFR 1.5(a) address visiting hours, public use limits, closures, and area designations for specific uses or activities • 36 CFR 1.6(f) identifies activities that require a permit • 36 CFR 2.10(a) identifies conditions for camping in the monument • 36 CFR 7.30(a) requires climbers to register prior to any climbing) • Secretary of the Interior’s regulation 43 CFR 17: “Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities Conducted by the Department of the Interior” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (chapters 7, 8, 9, and 10 address interpretation and education, use of parks, park facilities, and commercial visitor services) • Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • NPS “Interim Guidelines for Commercial Use Authorizations”

Other Important Resource or Value	Diversity of Ecological Communities
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • At Devils Tower, mountain and northern plains species converge to create an ecological zone distinctive to the Black Hills.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The monument’s ponderosa pine forest is generally in good condition. • Invasive plant species are present throughout the monument and potentially threaten native plant communities. • Cottonwoods along the Belle Fourche River are not regenerating because of the upstream Keyhole Dam, which is restricting annual flooding events. • The prairie dog colony and other fauna are stable. • Chronic wasting disease and bluetongue disease have been documented in ungulate populations around the monument. • The northern long-eared bat, which is proposed for federal endangered species listing, is present. • Prairie falcons nest and breed on the Tower in the spring / early summer. Some climbing routes are closed seasonally to protect nesting prairie falcons. <p>Trends</p> <ul style="list-style-type: none"> • Nonnative plant densities have been declining and ponderosa pine density, distribution, and canopy openness are improving following nonnative plant control efforts and prescribed fires. • The cottonwood gallery along the Belle Fourche River is declining in condition and size.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Climate change and its associated influences, including increasing temperatures and more erratic precipitation patterns, could alter the presence, population sizes, and distribution of the monument’s flora and fauna. • Native mountain pine beetle is within the monument and is currently at endemic levels; however, the mountain pine beetle population could swing out of balance due to external forest management practices and climate change. This could threaten the monument’s ponderosa pine forest. • Agricultural runoff is adversely affecting the water quality of Belle Fourche River. • The spread of invasive species could adversely affect the population and distribution of native plant and wildlife species. • Wildlife diseases (e.g., chronic wasting and bluetongue disease) could threaten the monument’s deer population. • Mineral, energy, and urban development and increased truck traffic could adversely affect the monument’s air quality, ecological communities, and migratory wildlife populations. • Fencing by adjacent landowners inhibits wildlife movement. • There is potential for plague within the prairie dog colony. <p>Opportunities</p> <ul style="list-style-type: none"> • Seek partnerships with academic institutions to encourage more research on the monument’s ecological communities and other natural resources. • Increase interpretive and educational programs to enhance visitor understanding of the Tower’s ecosystems and resources. • Work with the Wyoming Game and Fish Department and other park neighbors to support native wildlife movement through the monument.

Other Important Resource or Value	Diversity of Ecological Communities
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • General Management Plan (2002). • Fire Management Plan (2004). • Northern Great Plains Exotic Plant Management Plan (2005). • Natural Resource Condition Assessment (2011). • “The Decline of a Riparian Gallery Forest in Devils Tower, Wyoming: Causation and Management Techniques for Restoration” (2013) M.S. thesis by Jacob Anderson. • Prairie Dog Management Plan (2014). • Integrated Pest Management Plan (in draft). • Various plant and animal inventories (see http://science.nature.nps.gov/im/units/ngpn/parks/deto.cfm). • Long-Range Interpretive Plan (2011).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Climate change vulnerability assessment. • Northern long-eared bat information (e.g., how management activities affect the bat, which is proposed for endangered species listing) and monitoring. • Biological inventories (e.g., porcupine, bald eagles). • Monitoring for invasive species (e.g., emerald ash borer). • Cadastral boundary survey.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Climate change adaptation strategies. • Complete the Environmental Management System Plan. • Resource stewardship strategy.
<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"> • Endangered Species Act of 1973, as amended • National Invasive Species Act (1996) • Federal Noxious Weed Act of 1974, as amended • Lacey Act, as amended • 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” • 36 CFR 1.5(a)(1) (closures to protect falcon nesting sites on Devils Tower) • 36 CFR 2.16 (prohibition on the use of horses or pack animals) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (1.6, 4.1, 4.1.5, 4.4.1, and 4.4.2 all address management of park units from an ecosystem perspective) • NPS <i>Natural Resource Management Reference Manual 77</i>

Other Important Resource or Value	Remote Setting (Night Skies, Viewsheds, Natural Sounds)
Related Significance Statements	<ul style="list-style-type: none"> • Devils Tower is sacred to many American Indians. Their oral histories are rich with stories containing astronomical and ecological knowledge tied to Bear Lodge.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The monument’s dark night skies are both naturally and culturally significant and the night sky is of high quality, with few sources of light pollution. The monument meets the criteria of a Dark Sky Park, but has not yet been designated as such. • The natural soundscape is being impacted by noise from visitation, including an increase in the number of tour buses, an increase in vehicle size, and loud noise associated with motorcycles. • There have been incremental changes to the viewshed due to more commercial development at the park entrance and increases in traffic. • During summer months, high numbers of visitors and limited parking spaces around the visitor center create parking issues. Vehicles frequently circle the visitor center area numerous times searching for parking spaces. Traffic congestion adversely affects the remote setting. • Riders on nearly 13,000 motorcycles visit Devils Tower during the one-week Sturgis Motorcycle Rally each year. <p>Trends</p> <ul style="list-style-type: none"> • Increasing mineral and energy exploration and industrial development are occurring in the area around the monument. • Increasing numbers of commercial tour buses and larger vehicles are visiting the monument. • Increasing in numbers of complaints from campers due to noisy events and generators at neighboring campground. • Decreasing opportunities to experience natural quiet, especially during special events such as the Sturgis Motorcycle Rally.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Expanding mineral and energy development outside the monument boundary could create a negative impact on the monument’s viewshed. • Increased generator use in both the NPS and neighboring private campgrounds and increased special events on neighboring lands often disrupt the remote setting that some visitors seek. <p>Opportunities</p> <ul style="list-style-type: none"> • Establish an interpretive night sky program. • Pursue International Dark Sky Association “Dark Sky Park” designation. • Implement Motorcycle Outreach Program to reduce noise from motorcycle traffic and educate visitors on the importance of natural sounds.
Existing Data and Plans Related to the OIRV	<ul style="list-style-type: none"> • Long-Range Interpretive Plan (2011). • Tower Trail viewshed analysis (2011 NRCA). • Partial viewshed analysis in the park atlas (2013).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Visual resource inventory of the monument. • Comprehensive viewshed analysis of the monument and surrounding area using GIS. • Continue monitoring the monument’s soundscapes.
Planning Needs	<ul style="list-style-type: none"> • Soundscape management plan. • Dark skies management plan.

Other Important Resource or Value	Remote Setting (Night Skies, Viewsheds, Natural Sounds)
<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"> • Clean Air Act (42 USC 7401 et seq.) <p>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and <i>Director's Orders</i>)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (4.7, 4.9, and 4.10 provide direction on protection of air quality and related values, soundscape management, and lightscape management) • NPS <i>Management Policies 2006</i> (1.4, 1.6, and 3.1 call for the conservation and protection of scenery and scenic vistas) • Director's Order 47: <i>Soundscape Preservation and Noise Management</i>



Black-tailed prairie dog

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 unit. Key issues often raise questions regarding park unit 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 unit to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but still indirectly affect 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 Devils Tower National Monument and the associated planning and data needs to address them:

- **Congestion mitigation.** Most of the monument's 400,000 annual visitors concentrate in less than 5 acres—the area around the visitor center. This creates major vehicle congestion and affects visitor experience and safety. Pedestrians and vehicles are not separated from each other near the visitor center, which creates a major safety hazard. Several factors contribute to the congestion: (1) the dead-end design of the monument's main road; (2) a parking area that was designed to accommodate a quarter of current visitation; (3) lack of suitable parking and turn-around areas for recreational vehicles and tour buses; and (4) visitation patterns wherein the vast majority of visitors arrive between 10:00 a.m. and 2:00 p.m. in June, July, and August.
 - Associated planning and data needs: traffic and congestion management plan.
- **Balancing traditional use of the monument by Indian tribes with contemporary recreational uses, primarily climbing.** Balancing the Tower's spiritual value with its status as a world renowned rock climbing destination has long been a high profile issue at the monument. Northern Plains Indians consider the Tower to be a sacred site: a place for meditation, offerings, and spiritual ceremonies. But the tower's long vertical cracks, titanic columns, and ethereal nature also draw rock climbers from around the world. Today, climbing is considered a historic recreational use.

These two groups—climbers and tribes—are often at odds. American Indians have long expressed concerns over recreational climbing. Many perceive climbing on the Tower to be a desecration of this sacred site. Certain climbing practices, such as the installation of fixed bolts and anchors, improve safety for climbers. But these activities also tend to be viewed as even more offensive to the spiritual nature of this monument for tribes.

Many American Indians would prefer that all climbing be banned on the Tower, while climbers would like to climb year-round. As a compromise, climbers are asked to voluntarily refrain from climbing on the Tower during the month of June. June includes the summer solstice and is a culturally significant time when many tribal ceremonies occur. Although this voluntary closure was successful when it was instituted in 1995, in recent years increasing numbers of people are climbing in June. Economic forces may be driving some of this. For example, guiding services argue that they lose part of their critical summer revenue by observing the June closure.

- Associated planning and data needs: collect additional data on climbers; update the Climbing Management Plan.

- **Cultural sensitivity.** Tribal representatives, tribal members, and visitors regularly express to park staff that they find the name “Devils Tower” extremely offensive and urge the National Park Service to replace it with another name that has a more legitimate traditional association with the Tower. This issue has been a point of contention since the monument’s establishment and will remain so for the foreseeable future. The local community and state officials do not share this concern. On the contrary, they embrace “Devils Tower” as a recognizable brand that is an asset to tourism and the local economy. This impasse presents an ongoing challenge for the park and its communication with its diverse constituency.
- **Climate change.** During the 20th century, the average annual temperature has increased 1.4 degrees Fahrenheit (°F) for the region that includes Devils Tower National Monument. This trend is expected to continue, with average annual temperature projected to increase in the region between 5°F and 8°F by 2100. Although more uncertain, slight increases in mean annual precipitation are projected for the region, ranging between 3% and 6%. Climate change will manifest itself not only as shifts in mean conditions (e.g., increasing average annual temperature) but also as changes in climate variability (e.g., more intense storms and droughts). Scientific studies indicate that extreme weather events such as storms and floods are likely to become more intense and frequent as the atmosphere continues to warm.

A warmer and drier landscape will mean a decrease in water resources. Water is important for sustaining the existing ecological systems and cultural landscape at the national monument. Water is important for sustaining park operations, including visitor services. A warmer and drier climate may accelerate weathering of the historic infrastructure. Extreme weather events could impact the infrastructure and/or visitor safety along the Belle Fourche River. A warming climate could change visitation patterns and interests and invite the need for innovations to accommodate these changes (e.g., installation of shade structures, education on the changing climate and sustainability, and alternative water supplies).

- Associated planning and data needs: climate change adaptation planning, including integrated vulnerability assessments for natural and cultural resources.

Planning and Data Needs

To maintain a 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, monument significance and 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 monument 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 NPS management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-making Process Is Needed			
Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)	Notes
Y	Traffic and congestion management plan	H	This plan would provide a holistic strategy for reducing traffic congestion in the monument and improving visitor safety and visitor experience near the visitor center. Potentially, the plan would identify management strategies and design options to accomplish the following: (1) disperse visitors to more of the monument, (2) expand parking capacity, (3) improve traffic and pedestrian flows and better separate pedestrians from vehicular traffic, (4) improve communication to visitors about when peak visitation occurs and where they can find less-crowded viewing areas of the Tower.
Y	Update the climbing management plan	H	Balancing the Tower’s spiritual value with its status as a world renowned rock climbing destination has long been a high profile issue at the monument. Updates to the climbing management plan would focus on bolt replacement and use of power drills on the Tower. These issues were not effectively addressed in the climbing management plan.
Y	Resource stewardship strategy	M	
Y	Cultural landscape report	M	There is no cultural landscape report for the monument.
Y	Climate change vulnerability assessment and adaptation strategy	M	The monument’s natural and cultural resources may be impacted by the effects of climate change.
Y	Complete the modified environmental management system plan	M	An environmental management system plan was begun years ago but was never completed.
Y	Soundscape management plan	M	This plan would cover the monument as a whole.
Y	Accessibility plan	M	Many areas of the monument are not universally accessible.
Y	Dark skies management plan	M	This plan would include ways to minimize internal sources of light pollution and would define external threats to the naturally dark skies of the Tower.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or OIRV?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
Y	Traffic counts and data on traffic and pedestrian patterns	H	These data are needed to inform a traffic and congestion management plan.
Y	Data collection to support a national historic landmark nomination, followed by possible UNESCO World Heritage designation	H	These designations would solidify the national and international significance of the Tower and could lead to more volunteers, partnerships, and research.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or OIRV?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
Y	Collect additional data on climbers	H	There are no dedicated climbing staff at the monument and information on climbers and climbing comes primarily through a self-registration kiosk. A better understanding of climbers (where are they coming from, are they guided, what routes are they using, how much time do they spend at the Tower and in the local area) would improve climbing management.
Y	Accessibility condition assessment	H	These data would support an accessibility plan for the monument.
Y	3-D mapping and imagery using LiDAR or high resolution imagery	M	The imagery would be used for identifying and graphically depicting climbing routes, mapping invasive species, crack monitoring, and identifying and monitoring nesting areas for prairie falcons. These data would support climbing management and education and interpretive programs.
Y	Cultural landscape inventory	M	The inventory would be one element of a cultural landscape report for the monument.
Y	Visual resource inventory	M	Data required for the viewshed analysis.
Y	Comprehensive viewshed analysis	M	An increase in energy development and industrial operations around the monument could negatively impact soundscapes and night skies. This analysis would help monument staff respond to future development proposals outside the monument.
Y	Technical assistance for incorporating new technology for visitor education and awareness	M	Develop a smart phone application to communicate current conditions (crowding, parking availability, peak hours, key interpretive themes) and a web cam showing parking areas and the Tower from different viewpoints. This technical assistance would be part of a comprehensive approach to address congestion at the monument.
Y	Mapping and monitoring social trails on top of the tower	L	There are few data about climbers' behavior on the top of the Tower.
Y	National register eligibility for Mission 66 structures (campsite, administrative facility, housing)	L	The monument has several Mission 66 structures.
Y	Northern long-eared bat research	L	This bat is being studied for listing on the Endangered Species List. The research would try to determine the impact of certain management activities on the bat.
Y	Ongoing monitoring of soundscapes and night skies	L	An increase in energy development and industrial operations around the monument could negatively impact soundscapes and night skies.
Y	Condition assessment of the stake ladder	L	The stake ladder is a tangible resource that reflects the tower's colorful climbing history. It is deteriorating due to exposure to the elements.
Y	Ecological inventories	L	Climate change and an increase in energy development and industrial operations near the monument could negatively impact its ecological communities.
N	Legal cadastral survey	L	There has been no official boundary survey at the monument, and there are numerous adjacent landowners.
Y	Traditional cultural property nomination	L	The traditional cultural property nomination would underscore the tribal associations with the monument.

Part 3: Contributors

Monument

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Appendixes

Appendix A: Tribes with Potential Cultural Affiliation with Devils Tower National Monument

A review of the ethnographic literature demonstrates that Devils Tower was a sacred area for many Plains tribes, and that it has been encoded as an important landmark in tribal narratives.

According to the National Park Service, over 20 tribes have cultural affiliation with Devils Tower National Monument.

Absentee-Shawnee Tribe of Indians of Oklahoma
 Arapaho Tribe of the Wind River Reservation
 Assiniboine and Sioux Tribes of the Fort Peck Indian Reservation
 Blackfeet Tribe of the Blackfeet Indian Reservation of Montana
 Cheyenne and Arapaho Tribes of Oklahoma
 Cheyenne River Sioux Tribe of the Cheyenne River Reservation
 Confederated Salish and Kootenai Tribes of the Flathead Reservation
 Crow Creek Sioux Tribe of the Crow Creek Reservation
 Crow Tribe of Montana
 Flandreau Santee Sioux Tribe of South Dakota
 Fort Belknap Indian Community of the Fort Belknap Reservation
 Kainai Nation (Blood Tribe Canada)
 Kiowa Indian Tribe of Oklahoma
 Kootenai Tribe of Idaho
 Lower Brule Sioux Tribe of the Lower Brule Reservation
 Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation
 Oglala Sioux Tribe
 Piikani Nation (Canada)
 Rosebud Sioux Tribe of the Rosebud Indian Reservation
 Santee Sioux Nation, Nebraska
 Shoshone Tribe of the Wind River Reservation
 Sisseton-Wahpeton Oyate of the Lake Traverse Reservation
 Spirit Lake Tribe (formerly Devils Lake Sioux)
 Standing Rock Sioux Tribe of North and South Dakota
 Three Affiliated Tribes of the Fort Berthold Reservation
 Turtle Mountain Band of Chippewa Indians of North Dakota
 Yankton Sioux Tribe of South Dakota

Appendix B: Presidential Proclamation for Devils Tower National Monument

September 24, 1906.

By THE PRESIDENT OF THE UNITED STATES OF AMERICA.

A PROCLAMATION.

Devils Tower
National Monu-
ment, Wyo.
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 land marks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be National Monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the object to be protected;"

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

National monu-
ment, Wyoming.

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

Appendix C: Inventory of Administrative Commitments

Current Administrative Commitments

Name	Agreement Type	Start Date	Expiration Date	Purpose	Notes
Interagency Cooperative Fire Management and Stafford Act Response Agreement – Wyoming	Interagency agreement	March 29, 2012	March 28, 2017	To facilitate the coordination and exchange of personnel, equipment, supplies, services, and funds among USDI, USDA, and the State of Wyoming in sustaining wildland fire management activities, such as prevention, preparedness, communication and education, fuels treatment and hazard mitigation, fire planning, response strategies, tactics and alternatives, suppression and emergency stabilization and/or burned area rehabilitation.	Interagency Agreement Number: USDI-NPS F12491200001, signatories: BLM, NPS-IMR, BIA, USFWS, USFS, FS-IMR, and WY State Forestry Division
Wildland Fire Management Annual Operating Plan (AOP)	Supplement to the above interagency agreement	Annual review	Annual review	This is a sub-geographic area AOP applicable to the IA listed above.	Signatories: BLM, USFS, NPS-DETO, NPS-IMR, WY State Forestry Division, and Crook County, WY
Northern Great Plains Inventory and Monitoring Network	Informal	N/A	N/A	Provide natural resource inventory and monitoring expertise, including long-term monitoring of “vital signs.”	
Mount Rushmore National Memorial	Intra-agency memorandum of understanding (5 year)			Provide for management and storage of museum collection objects.	
Devils Tower Natural History Association	Cooperative agreement	In process	In process		
Crook County	Memorandum of understanding	February 15, 2013	February 15, 2018	Management of the mountain pine beetle.	
Climbing guides	Commercial use authorizations	Variable	Variable	For guided climbing activities.	
Powder River Energy	Right-of-way	July 25, 2014	July 25, 2024	Right-of-way for maintaining utilities/power infrastructure.	
Hulett Museum	Cooperative agreement	2011	2016	Various pieces of the monument museum collection are on loan to the museum.	
Crook County Sheriff	Memorandum of understanding (currently being updated)	In process	In process	Law enforcement dispatch, medical emergencies, and search and rescue.	
Traditionally associated tribes	Monument policy (June 1, 2014 superintendent memorandum)	N/A	N/A	Monument entrance fees are waived for traditional Indian uses.	

Needed Administrative Commitments

A number of administrative commitments have not occurred but are needed for Devils Tower National Monument. The needed agreements are

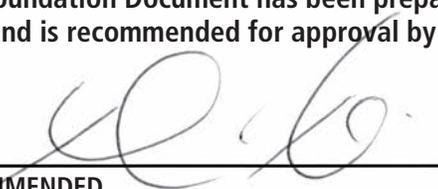
- Structural fire agreement with Crook County— there is no structural firefighting capacity within the monument.
- Memorandum of agreement with state and federal agencies to cooperate on wildfires.
- Agreement with Campbell County Recreation Center—center staff frequently organize trips to bring youth from the center to the monument.
- Agreement with local livestock owners for the movement of cattle along the Belle Fourche River corridor.
- Agreements with adjacent landowners for maintenance of monument boundary fence and use of wildlife-friendly fencing.
- Memorandum of agreement with Wyoming Department of Transportation for road work and sanding.



Intermountain Region Foundation Document Recommendation Devils Tower National Monument

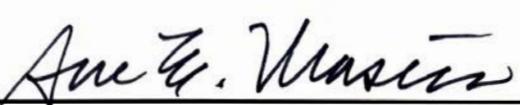
September 2014

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.


RECOMMENDED

Reed Robinson, Superintendent, Devils Tower National Monument

9/4/14
Date


APPROVED

Sue E. Masica, Regional Director, Intermountain Region

9/23/14
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.

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