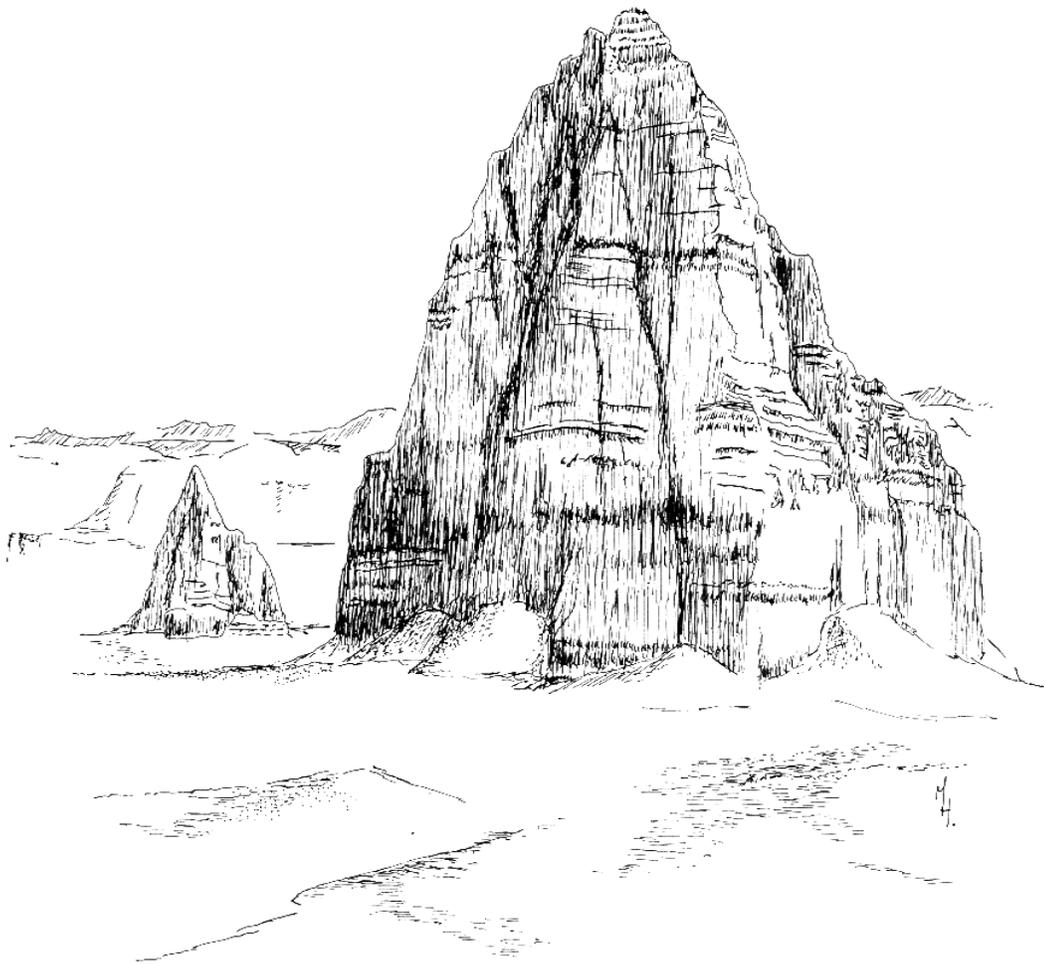


final  
environmental impact statement  
general management plan  
development concept plan

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# **CAPITOL REEF NATIONAL PARK – UTAH**



**Final  
Environmental Impact Statement  
General Management Plan  
Development Concept Plan**

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**CAPITOL REEF NATIONAL PARK**

**September, 1998**

This *Final General Management Plan/Development Concept Plan* presents four alternatives for the management, use, and development of Capitol Reef National Park over the next 15 years.

The preferred alternative is designed to protect and preserve exceptional resources, the quality of visitor experience, and the wilderness characteristics of certain portions of the park. The objectives reflect the purpose for which the area was originally set aside (Presidential Proclamations 2246, 3249, and 3888): to reserve in the public interest the Waterpocket Fold and other features and objects of scientific interest. Resources of particular concern include a variety of geological features, strata, and mineral deposits; biologically productive riparian areas; water quality in park streams and the natural "waterpockets" for which the fold is named; air quality, scenic vistas, and night sky vistas; endangered, sensitive, protected, and candidate plant and animal species; the park's biological diversity; and Capitol Reef's archeological and historic resources, particularly the rural historic landscape of Fruita.

Alternative A, the preferred alternative, emphasizes wilderness preservation and resource protection while still accommodating a variety of park uses and ensuring quality visitor experiences. Alternative B focuses on removing many existing developments, to restore and enhance natural resources and wilderness qualities of the park. Alternative C, the 1982 General Management Plan, emphasizes visitor services and facilities, including development in some backcountry areas. Alternative D, the No Action Plan, would maintain visitor services and resource protection at current levels throughout the 15-year life of the plan.

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# SUMMARY

The purpose of this Final Environmental Impact Statement / General Management Plan/ Development Concept Plan is to identify and assess the various management alternatives and related environmental impacts relative to park operations, visitor use and access, natural and cultural resource management, and general development at Capitol Reef National Park. In developing the alternatives, attention was given to the management objectives of the park and current issues identified in the section entitled “Purpose and Need for the Plan.” A number of these issues were identified for resolution, including visitor safety, vehicle and pedestrian circulation, interpretation, historic, ethnographic, archeological and natural resource protection, housing, administrative office space, grazing management, and staffing. The General Management Plan that Capitol Reef National Park currently uses was developed in 1982. Since that time, visitation has increased 127% and patterns of visitor use have changed substantially. The 1982 plan no longer adequately addresses the issues and concerns of today.

## PREFERRED ACTION AND ALTERNATIVES

A preferred action and three other alternatives have been analyzed.

### ***ALTERNATIVE A: PRESERVE RESOURCES AND VISITOR OPPORTUNITIES (PREFERRED ACTION)***

Under the preferred action, (Alternative A), Capitol Reef would continue to be a minimally developed park with its wilderness qualities preserved as described

in the 1974 Wilderness Proposal. Natural processes would continue to operate as freely as possible. Native species re-introduction, such as the desert bighorn sheep program, would continue. Interpretation would assist visitors in understanding the park’s natural and cultural resources. Additional interpretation and protection would also be provided for the Fruita Rural Historic District as well as numerous archeological sites throughout the park

In this proposed plan, all existing campgrounds would be retained. This alternative contains an interpretive and cultural resource protection plan for the Fruita Rural Historic District. It proposes expansion of a walking trail through the district, interpretive waysides to explain the pioneer history, and orchard and building preservation to enhance the historic character of the area. The remaining day use trails would be maintained per NPS standards.

The semi-primitive and primitive zones, comprising 93 percent of the park, would remain largely undeveloped. Legally mandated grazing of livestock would continue and Capitol Reef would gradually assume responsibility for management of grazing within the park, from the Bureau of Land Management. The National Park Service would continue to support “willing seller” buyouts of current AUMs.

The plan proposes that visitors would continue to use the visitor center as the primary contact point for the park. Due to its small size, the current facility would be modernized and enlarged by 8100 square feet to accommodate both increased visitor service needs and administrative/office space requirements. In the Fremont River

District, Sleeping Rainbow Ranch and the Sprang Cottage would be rehabilitated and adaptively used for scientific and educational purposes. In addition, other historic and early residences, such as the Holt House and the Brimhall House, would be improved for adaptive use.

The National Park Service would continue to explore, with the US Forest Service and the Bureau of Land Management, the development of an interagency visitor center outside the park.

Most concession services would continue to be located outside the park with the possible future exception for an alternative visitor transportation system for Scenic Drive or a bicycle concession. A feasibility/suitability study is proposed to determine when and what kind of transportation system is needed.

Long term phase-out of government residences would be proposed, assuming housing needs could be met in nearby communities. Emergency personnel would remain quartered in the park. Park maintenance activities would continue to maintain existing infrastructure, and permanent buildings would be retained and expanded to accommodate increased activities. In the proposed plan, current utility corridors and utility lines would remain, and as funding permits, existing overhead lines and new lines would be buried.

Staffing levels would be increased to meet visitor and resource protection responsibilities associated with monitoring for appropriate visitor carrying capacities.

Developments proposed in this plan are scheduled to occur mainly in the first of

two phases as described in Table 3, "Phased Sequence of Actions and Cost." The first phase addresses the immediate priorities for the first five years and has a gross capital cost of \$5 million.

Except for certain adverse impacts from grazing which may affect various species of wildlife and vegetation, overall impacts associated with the implementation of this plan would be beneficial to the park's natural and cultural resources due to increased monitoring and management emphasis in sensitive areas. Visitors may experience more services and opportunities in the threshold and rural developed zones, and visitation and length of stays would continue to rise, particularly in the Fruita area. The remote quality and solitude of the park's wilderness character would be enhanced in the primitive and semi-primitive zones.

### ***ALTERNATIVE B: NATURALIZE AND RESTORE***

Under this alternative, many facilities would be eliminated or relocated outside the park boundaries. These would include most of the employee residences and other non-historic homes in the Fruita area/Fremont River District, the Sleeping Rainbow Ranch, Peek-a-boo trailer, and The Post Corral. Some historic buildings would continue to be maintained and interpreted. The Brimhall and Sprang houses, which are not period structures, would be removed and the sites naturalized. Essential service for health and safety would be maintained but many interpretive and some recreational services would be curtailed.

The Fruita campground would be eliminated and the site restored to fields,

orchards and native vegetation. No overnight camping would be provided in Fruita Valley. In addition, Cedar Mesa and Cathedral campgrounds would be closed. The existing trail system in the rural developed zone would be minimally upgraded to provide better handicap accessibility and wayside exhibits would be removed to enhance the pioneer character of the Fruita Rural Historic District. Most of the day-use trails in the threshold zone would be minimally maintained at current levels. Tour guiding posts found along Scenic Drive and in the Waterpocket and Cathedral Districts would be removed. The amphitheater near the Fruita campground would be removed and interpretation provided at the visitor center.

The current visitor center would be retained and remodeled but not enlarged. Instead, the National Park Service would pursue development of an interagency visitor center and administrative facility to be located outside the park.

Access to the park would remain unchanged with SR24, Notom Road, Burr Trail, and Scenic Drive remaining open. Spur roads within the park that would be closed to vehicle use but open to hiking include: Grand Wash, Temples of the Sun and Moon access, Gypsum Sinkhole, The Post spur, Oak Creek spur, Upper Muley Twist access, Lower South Desert Overlook, Peek-a-boo access, and Capitol Gorge.

This alternative would continue to manage lands within the primitive and semi-primitive zones and much of the threshold zones as wilderness per the 1974 Wilderness Proposal. Legally mandated grazing would continue and the park would assume, from the Bureau of Land

Management, the total administration of grazing activities within Capitol Reef. Native species re-introductions, such as the desert bighorn sheep program, would continue.

This alternative would not permit concession services within the park.

Maintenance activities would likely be reduced from existing levels since the requirements for the upkeep of the park's infrastructure would be less. Current utility corridors and utility lines would remain unchanged except for those serving Sleeping Rainbow Ranch, which would be removed. New utility lines would be buried as funding permits.

The construction and demolition proposed in this alternative would have gross capital costs of \$9 million, all of which would occur during the first five years (Immediate Priorities).

Impacts associated with this alternative would be non-adverse, with park wildlife and vegetation receiving more protection. Some level of adverse impact would continue from grazing but may be reduced through management actions. Removal of buildings and structures would enhance natural wildlife habitat. Because of more thorough surveys and area closures, as necessary, there would be a beneficial effect to threatened and endangered species. Due to increased identification and protection efforts, there would be no significant adverse impacts to archeological resources. In general, impacts resulting from this alternative would be beneficial to natural and cultural resources due to reduced visitor access to sensitive areas and greater frequency of ranger patrols.

***ALTERNATIVE C: CONTINUE  
MANDATES OF THE 1982 GENERAL  
MANAGEMENT PLAN***

Alternative C would continue the management actions mandated by the 1982 General Management Plan. The Fruita historic landscape, including the headquarters area, would be expanded and further developed. The foot trail between the visitor center and the campground would be enlarged to include Inglesby Picnic Area, the Fruita schoolhouse, and the SR 24 petroglyph panel. Non-historic structures in Fruita would continue to be used as housing, office, or storage space. The Sprang residence would be removed. The Fruita campground would be retained and expanded to include 29 more sites. The pioneer orchards would continue to be maintained.

In the outlying districts, the Cedar Mesa and Cathedral campgrounds would be retained and a two-site equestrian campsite and corral developed at Pleasant Creek. Near the park's western boundary on the Burr Trail road, a visitor center would be developed along with a primitive 10- to 20-site campground. In addition, an employee housing area would be established one mile west of the Burr Trail switchbacks. To the north, a one-mile trail originating at Bitter Creek Divide with a spur to the Oyster Shell Reef, would be constructed. At the intersections of the Notom road with Burro Wash, Cottonwood Wash, Five Mile Wash, and Sheets Gulch, the park would develop five-car parking areas.

In this plan, areas that experience intensive use from activities such as grazing or visitation would be more closely monitored to establish trends and identify early signs of significant impacts. The park would be

required to continue to evaluate the state of such resources as terrestrial and aquatic invertebrates, surface and subsurface water, air quality, and cultural sites.

This plan would require that maintenance activities be substantially increased due to both the retention and addition of infrastructure such as buildings, roads, and trails. The present park visitor center would be retained and expanded by 3440 square feet to accommodate museum storage, administrative offices, sales, and space for new exhibits. The adjacent parking lot would also be enlarged. Significant road changes would include realigning the entrance road into the Fruita Rural Historic District, paving the Goosenecks road, and constructing a new gravel road from the park's western boundary on the Burr Trail to Upper Muley Canyon.

Development proposed in Alternative C would have gross capital costs of \$7 million, twenty five percent of which would occur during the first five years (Immediate Priorities). The remaining cost would occur in subsequent years (Long Term Priorities).

Adverse impacts associated with the development proposed in Alternative C would include a decrease in the natural qualities of some areas in the park. Soil disturbances and erosion would accompany construction of new buildings, roads, and trails. Vegetation would be impacted due to increased visitor concentrations around new facilities. Cattle grazing would continue as regulated by law, and areas where animals congregate would lose some of the vegetative cover. Adverse impacts would occur to wildlife as they were disturbed or displaced due to development. In the Fremont River District, potential adverse impacts to threatened and endangered

species would be greater because of increased visitation. Proposed visitor facilities in the Waterpocket District would increase impacts to resources already experiencing serious disturbance, and would open up the area to further impacts.

In the Fruita area, new development such as additional campsites would occur in the floodplain, exposing visitors to further risks and impacting the integrity of the Fruita Rural Historic District. The 1982 plan does not adequately address staffing needs or take into account the 127% increase in visitation, that has occurred over the last 15 years.

Non-adverse impacts would include an increased level of visitor services and employee workspace both in the outlying district and in the Fruita area. An expanded visitor center would include more modern exhibits, sales, office space, and a first aid/restroom. A larger parking lot would ease vehicle congestion during peak days. Additional campsites would result in fewer turnaways during the summer months. Increased accessibility to the Waterpocket and Cathedral Districts would provide more visitors with an appreciation of the unique resources found in the park.

Generally, impacts related to Alternative C (1982 GMP) would be adverse for natural, historic, ethnographic, and archeological resources due to the scope and location of development in the backcountry areas and the Fruita Rural Historic District, coupled with the lack of sufficient protection staff. Visitation would increase in all areas, leaving fewer opportunities for solitude.

### ***ALTERNATIVE D: NO ACTION; MAINTAIN VISITOR SERVICES AND PROTECT PARK RESOURCES***

In this alternative, the park would not experience any substantial change in current management practices or visitor use. Those provisions still remaining in the 1982 GMP would not be implemented. Visitor opportunities and related development would still be concentrated in the Fruita area and most facility use would remain essentially unchanged. Plans to enlarge the visitor center and adjacent parking would continue, but no additional services or interpretive media are considered. The Fruita campground would not be expanded.

Backcountry areas would retain their primitive condition, and backcountry permits would be required. Wilderness qualities would receive minimal protection. Existing guidelines for recreational stock use would continue, with no new developments contemplated. Work would proceed on the development of a database for animal and plant species. Native re-introduction programs would be pursued. Threatened and endangered species would not receive additional protection. Those grazing activities now regulated by law would continue.

In this plan, maintenance, protection, and interpretive activities would remain essentially at current levels throughout the park, and there would be no increase in staff. Roads now accessible would remain open, utility corridors would remain unchanged, and new utility lines would be buried, as funds permit.

Development proposed in this alternative would be accomplished within the first five

years (Immediate Priorities) and would have a gross capital cost of \$4.2 million.

Impacts associated with this alternative would generally be adverse for natural and cultural resources due, in part, to increased and unregulated visitor use of sensitive areas.

Continued grazing, especially where cattle congregate, would also cause vegetation

reduction despite mitigation actions. Small mammal and bird populations and any threatened and endangered species found within grazing allotments would be affected.

As visitation and length of stay increase, crowding would become more severe in the Fruita Rural Historic District, impacting the quality of the visitor experience.

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# **PURPOSE OF AND NEED FOR THE PLAN**

## **BRIEF DESCRIPTION OF THE PARK**

Capitol Reef National Park is located in south-central Utah within portions of Emery, Garfield, Sevier, and Wayne Counties ([Map 1](#)). The park comprises 222,753 acres of federal land and 19,150 acres of state-owned land. Approximately 86 percent of the acreage surrounding the park is administered by other federal agencies, nearly 8 percent is managed by the state of Utah, and the remaining 6 percent is privately owned.

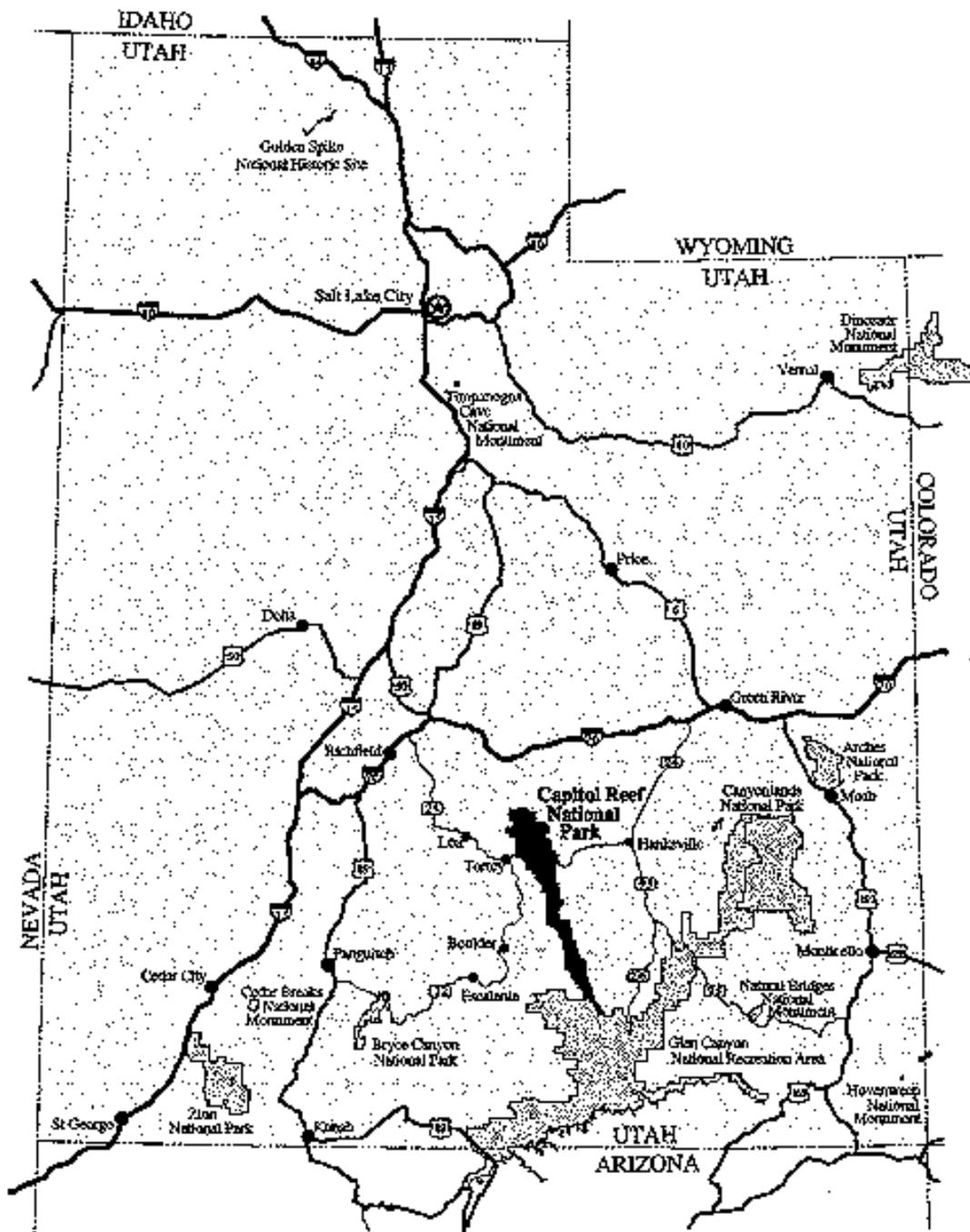
Capitol Reef is adjacent to the Grand Staircase-Escalante National Monument and the Henry Mountain Resource Area, both managed by the Bureau of Land Management (Department of the Interior). The park also borders the Dixie and Fishlake National Forests, with Goblin Valley State Park, Escalante Petrified Forest State Reserve, and Anasazi Indian Village State Park nearby ([Map 2](#)). Other National Park Service units in the region include Zion, Bryce Canyon, Canyonlands, and Arches National Parks; Cedar Breaks, Pipe Spring, Natural Bridges, and Rainbow Bridge National Monuments; and Glen Canyon National Recreation Area ([Map 1](#)).

Capitol Reef National Park was established to encompass most of the impressive, 100-mile-long Waterpocket Fold, the largest exposed monocline in North America. This geological uplift (or colloquially, reef) creates a topographic obstacle stretching from Thousand Lake Mountain to what is now Lake Powell, on the Colorado River.

The park is named for this formation and some of its features: “Capitol” comes from the white sandstone domes that tower over the Fremont River and resemble the U.S. Capitol Rotunda, and “Reef” comes from the seafaring term for obstacles to navigation.

Rising some 2,000 feet above the surrounding area, the reef’s tilted, torn, and craggy profile is chiseled with slot canyons and formidable cliffs. In places, eons of rainfall have worn exposed soft, red sandstone into undulating slickrock, and punctuated it with life-sustaining water holes known as “waterpockets.” Wind and water, nature’s architects, have also formed arches, bridges, domes, alcoves, and elaborate sandstone castles and cathedrals along the length of the fold. Elsewhere, dikes, plugs, and sills loom from the stark desert floor, witness to the area’s volcanic past; and hillsides are littered with rounded black boulders, vestiges of an Ice Age flood or debris flow that tumbled them from nearby mountains. For management purposes, the park’s geographical features are broadly divided into three administrative units ([Map 3](#)): the Fremont River District (headquarters/Fruita), the Waterpocket District (formerly, South District), and the Cathedral District (formerly, North District).

This rugged country, its complex geological history, and the natural processes that predominate here combine to provide diverse habitats for plants and animals. The park lands range from around 4,000 to 9,000 feet in elevation, supporting a cold desert ecosystem with a patchwork of terrain, life zones, and habitats. Even slightly different combinations of slope, aspect, exposure, elevation, moisture,



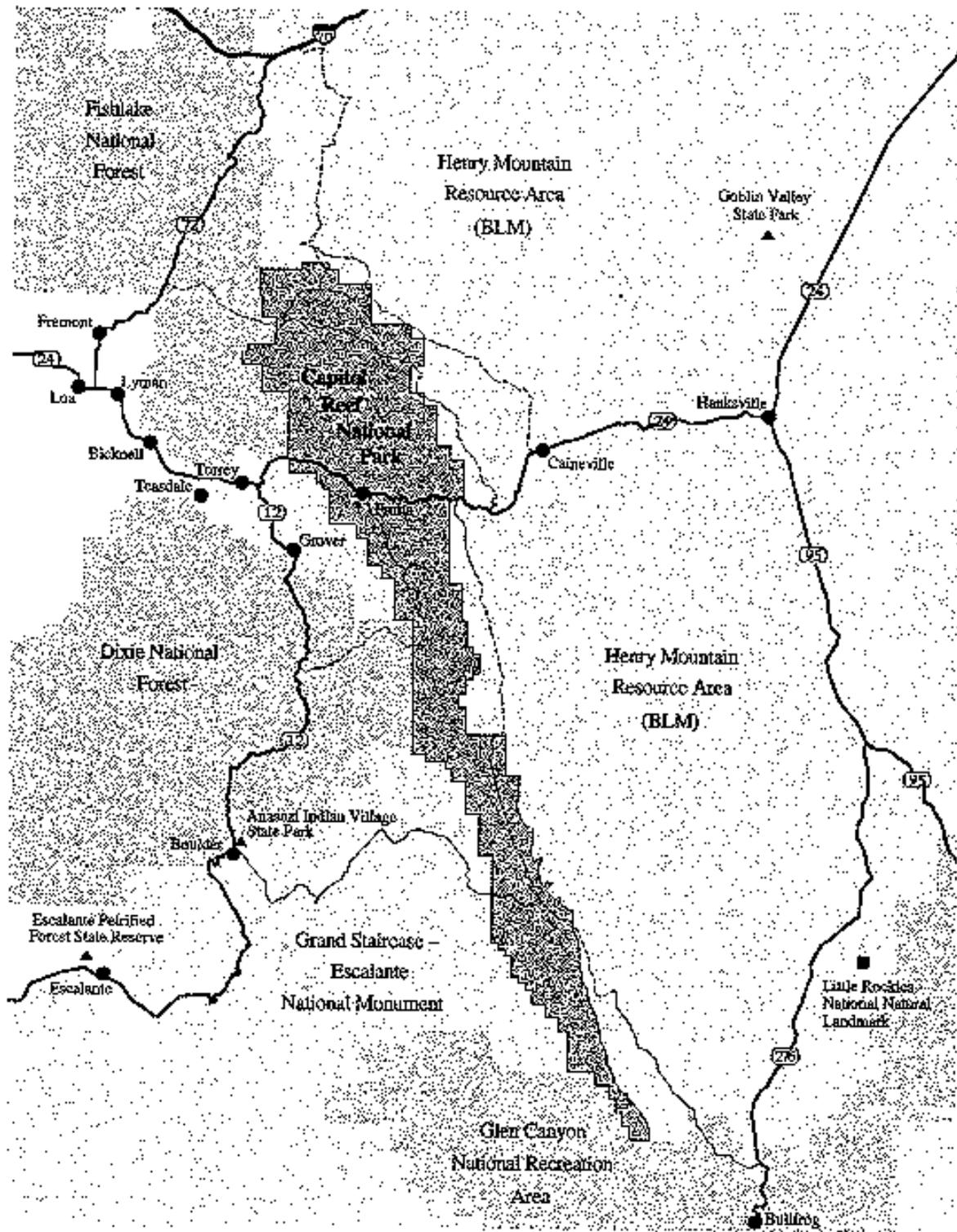
## Map 1. Region

### Capitol Reef National Park

United States Department of the Interior - National Park Service

Scale - 1:500,000

US 6671  
NPS MAR 83



## Map 2. Vicinity

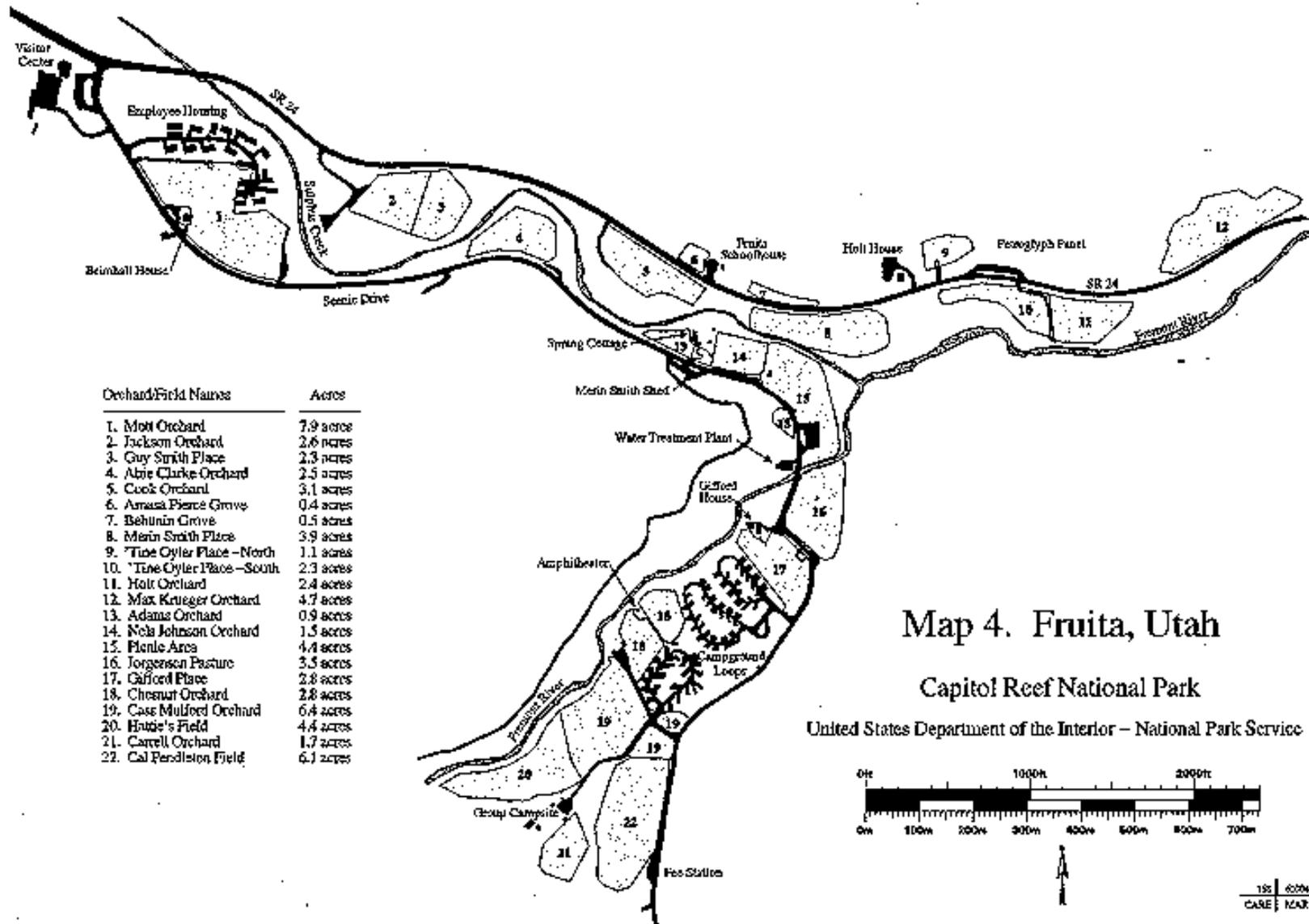
### Capitol Reef National Park

United States Department of the Interior - National Park Service

  
 0 to 1000 Feet  
 0 to 300 Miles

150 0702  
 CASE MAR 91





Orchard/Field Names	Acres
1. Mott Orchard	7.9 acres
2. Jackson Orchard	2.6 acres
3. Guy Smith Place	2.3 acres
4. Albie Clarke Orchard	2.5 acres
5. Cook Orchard	3.1 acres
6. Anasazi Pierce Grove	0.4 acres
7. Behrman Grove	0.5 acres
8. Merin Smith Place	3.9 acres
9. Time Oyster Place – North	1.1 acres
10. Time Oyster Place – South	2.3 acres
11. Holt Orchard	2.4 acres
12. Max Krueger Orchard	4.7 acres
13. Adams Orchard	0.9 acres
14. Nola Johnson Orchard	1.5 acres
15. Flonle Area	4.4 acres
16. Jorgensen Pasture	3.5 acres
17. Gifford Place	2.8 acres
18. Chesnut Orchard	2.8 acres
19. Cass Mulford Orchard	6.4 acres
20. Hudie's Field	4.4 acres
21. Carrell Orchard	1.7 acres
22. Cal Perdition Field	6.1 acres

mineral content, and other variables blend to create distinctive microclimates and narrow niches. As a result, many sensitive desert species that require specific conditions - and which cannot survive outside of those parameters - occupy niches at Capitol Reef. The Waterpocket Fold is home to numerous threatened, endangered, and rare species, as well as several endemic plant species.

Likewise, Capitol Reef has been home to numerous American Indian groups, who hunted, farmed, and harvested resources here over thousands of years. Old fire hearths, stone chippings, potsherds, and detailed petroglyphs and pictographs were left behind by these original occupants of the Waterpocket Fold. Their descendants, who are modern Utes, Paiutes, Hopis, Zunis, Navajos, and others, place great value on the natural and cultural resources of Capitol Reef. These modern native peoples work hard to preserve their cultural knowledge, and to protect those ancestral places that they hold sacred.

More recent arrivals, many of them members of the Church of Jesus Christ of Latter-day Saints (Mormons), also made their mark here: inscriptions of pioneers' and explorers' names on cliff walls, wagon ruts, rough backcountry cabins, corrals, and mining structures are scattered through the park. Arriving on the banks of the Fremont River and Sulphur Creek in the late 1880s, Mormon settlers established a small, rural community whose economic base depended largely on subsistence farming and fruit orchards. Their settlement of Fruita is now home to National Park Service staff, but the remaining original buildings and orchards are still maintained ([Map 4](#)). Apple, peach, apricot, cherry, and pear harvests are opened to the public

each summer, and several of the old buildings have become treasured historic attractions. The settlement and its rural vernacular landscape were recently designated as the Fruita Rural Historic District, which is now listed on the National Register of Historic Places. Descendants of the original Mormon settlers maintain an ongoing, active interest in Fruita and the other reminders of their farming, ranching, and mining heritage in Waterpocket country.

## PURPOSE AND NEED

The purpose of the Capitol Reef National Park General Management Plan is to direct natural and cultural resource management, visitor use, and general development in the park over the next 15 years. To this end, the plan will address specific issues relating to resource management, visitor activities, authorized grazing and trailing of livestock, administration of rights-of-way, and protection of threatened and endangered species, geologic features, and historic, ethnographic, and archeological resources. The plan will describe those activities and developments that are consistent with the legislative mandates under which the park was established.

The planning process builds upon the logic established for national parks, starting with the national park system and all other applicable laws, regulations, and policies. The foundation of the plan rests on three common components – ***park purpose, resource significance, and the mission statement and mission goals*** outlined in the park's Strategic Plan.

The ***park purpose*** describes the reason or reasons for which Congress passed

legislation establishing Capitol Reef National Park as a part of the national park system. **Resource significance** describes the importance or distinctiveness of the aggregate of resources in the park. The **mission statement and mission goals** are broad, conceptual descriptions of what the park should be like based on desired resource conditions and appropriate visitor experiences.

With the above foundation established, the park assembled information related to the park's resources and visitor use to establish a framework that portrayed the existing conditions. The park then developed zoning elements that describe visitor experiences and resource conditions within each element. As a rule, these elements are used to reflect different alternatives for management. However, in the case of Capitol Reef, while the overall zoning for Alternatives A and B is the same, each alternative reflects different techniques for management that do not really change the overall zoning concept. Following the establishment of alternatives, the planning process then assessed the environmental consequences of each alternative.

In general, this document complements the basic framework outlined in steps 1 through 6 of the Visitor Experience and Resource Protection (VERP) handbook. Steps 7 through 9, which culminate in a monitoring plan that identifies monitoring indicators, standards, and outlines management strategies and action, will be accomplished in an implementation plan. The implementation plan will be developed after the completion of this General Management Plan. Many of the highly detailed site specific actions that are referred to as concepts in this document will also be deferred to the implementation planning

stage. At that time, more detailed, site-specific analysis will be required before any major federal action is undertaken. Prior to implementation, all undertakings (including mitigation measures) will be subject to Section 106 review and compliance in consultation with the State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation.

The Environmental Impact Statement / General Management Plan will summarize each of the alternatives presented and will assess the environmental consequences of each.

### ***SHORTCOMINGS OF THE 1982 GMP***

Management policies set forth in the park's most recent General Management Plan, which was prepared in 1982, do not adequately address the needs of Capitol Reef National Park some 16 years later. Visitation parkwide has more than doubled over the past decade, impacting park resources and infrastructure in ways previously unanticipated. Through the years, Capitol Reef has evolved from a day-use park, visited briefly by travelers en route to other places, to a destination park for domestic and (increasingly) international visitors who spend more than a day here. As the average length of stay increased from just a few hours to two days, the visitor season stretched by several months, extending from March through October. This rising visitation fuels a burgeoning hospitality industry, as evidenced in the nearby town of Torrey, where the number of motel rooms grew from around 60 in 1985 to 450 by 1998.

The 1982 General Management Plan emphasized expansion of facilities and services, particularly in the backcountry, in

what was then a relatively unknown, undeveloped park. Part of the plan was predicated on potential improvements of the Burr Trail Road through the park's Waterpocket District. Such road improvements, managers predicted, would result in significantly increased visitation there and establish a need for National Park Service visitor-contact and resource protection facilities (a ranger station, maintenance facilities, and staff housing) in that area. Although the road was paved from Boulder to the park boundary, visitation increased only slightly along the Burr Trail. Consequently, there was no accompanying need to construct the proposed Waterpocket District facilities.

Since preparation of that plan, sensitive resources requiring protection have been identified at the proposed Burr Trail visitor contact locale. In addition, many public sectors vocally object to development in backcountry areas of the park, because such development would alter the quality of the visitor experience there. Park visitors increasingly indicate that they seek an unstructured experience in remote areas that are free of facility developments and crowds. Likewise, National Park Service philosophy has changed through the years, from favoring development and increased visitor services within parks to encouraging the private sector to provide those facilities and activities outside of park boundaries.

Development at Capitol Reef since 1982 has been confined mostly to the headquarters area (within what is now the historic district) and along the busy State Route 24 (SR 24) corridor, where visitor needs are greatest and where utilities are already in place. In those areas of the Fremont River District, campgrounds, visitor centers, restrooms, interpretive

programs, and other visitor facilities and services are provided. Most offices and maintenance facilities required for park operations are also located there.

Development in the Fremont River District since 1982 has been aimed toward resolving pressing visitor and operations needs. However, as the historical significance of Fruita became clearer in recent years, managers began to recognize the desirability of limiting such changes – perhaps even of removing existing, intrusive developments within the district. The recent listing of the Fruita Rural Historic District on the National Register of Historic Places will have a profound influence on the management of that part of the park. The listing has focused efforts to preserve components of the cultural landscape, and the district's new status requires a conservative approach in planning any changes in the Fruita area.

The National Park Service now emphasizes preservation and protection of the natural and cultural resources of the Fruita Rural Historic District. This lies in contrast to the aims of the 1982 General Management Plan, which was prepared nearly a decade before the district was officially recognized as National Register-eligible, and which therefore emphasized visitor services and facilities over historic preservation.

The disposition of Sleeping Rainbow Ranch at Pleasant Creek was not addressed in 1982, as the ranch was then occupied privately under a life estate provision. The park has recently acquired title to that property, and now must determine how to manage those lands and facilities. Alternatives in this General Management Plan present a variety of options for the ranch.

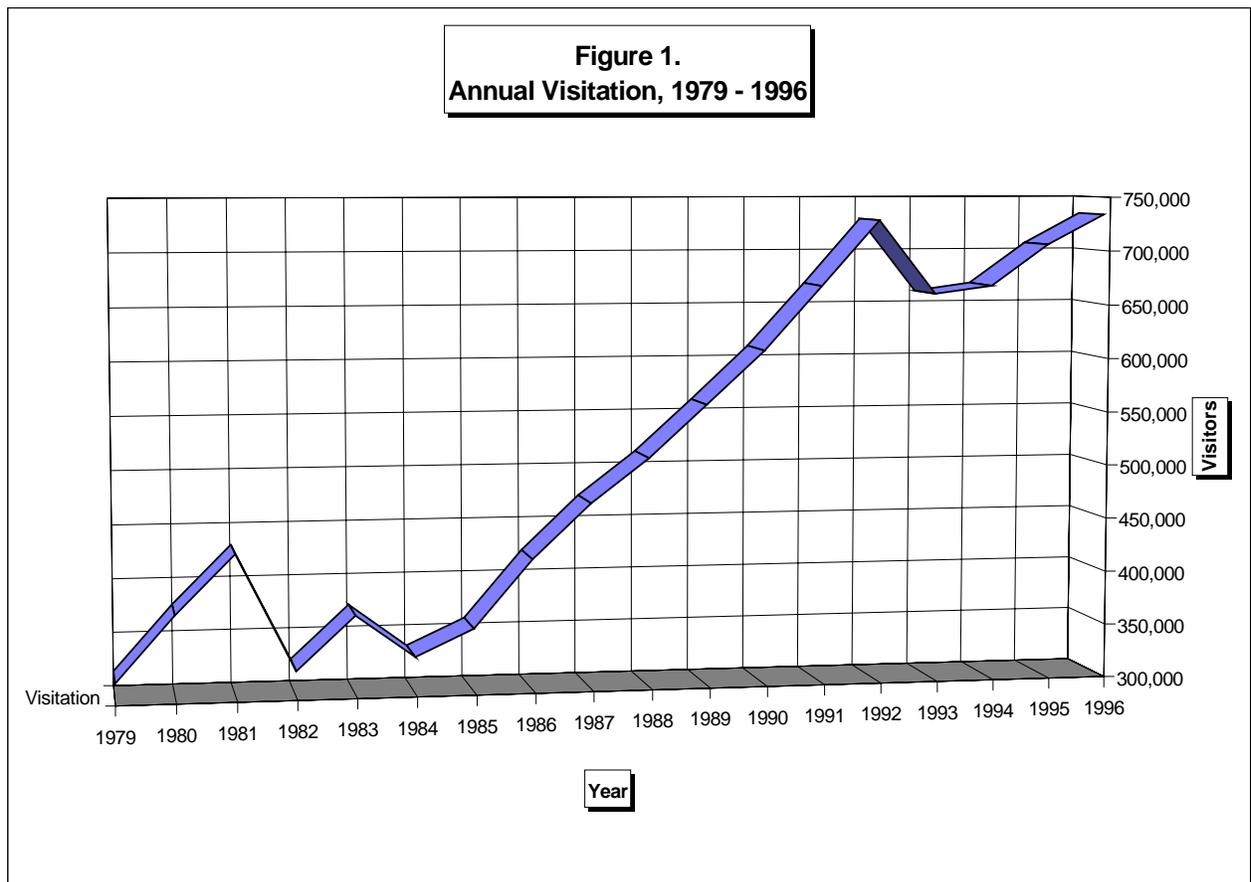
Implementation of many of the actions proposed in the 1982 General Management Plan would:

- alter the sense of solitude, quiet, wildness, and other natural qualities of remote areas of the park;
- impact those historic characteristics of the Fruita district that qualify it for National Register listing; and
- disturb cultural and natural resources that were undocumented when the 1982 plan was in preparation.

These actions would be inconsistent with National Park Service management policies and philosophy, and would not reflect the current knowledge of resources or the changed visitation patterns of today.

Further, the 1982 plan does not offer a mechanism for establishing appropriate visitation “carrying capacities” to protect park resources and visitor experience. Some of the alternatives described in this document do provide for establishing such carrying capacities based on resource monitoring and clearly defined impact criteria.

The remainder of this Purpose and Need section will detail the changes that have occurred since the 1982 GMP. These changes are the basis of the need for a new GMP and provide insight into the management strategy of the preferred alternative.



## **VISITATION TRENDS**

Since the completion of the park's 1982 General Management Plan, visitation to the park has increased by 127 percent. This pattern began with a steep rise in 1984 (Fig. 1). (The slight dip in 1993-94 is the result of a change in the method of calculating visitation.)

Visitation then continued upward to reach its current level of more than 734,000 visitors per year. This visitation pattern may be attributable to the increasing popularity of Colorado Plateau destinations in general, an improving economy following the recession of the early 1980s, and (perhaps most directly) to the 1985 completion of paving on State Route 12 (SR 12) between Boulder and Torrey. SR 12 is a particularly beautiful and popular part of the Grand Circle Tour, a 900-mile highway route that meanders through the scenic attractions of northern Arizona, southern Nevada, and southern Utah.

A 1992 visitor use study by the National Park Service Socio-Economic Studies Division documented a number of developing visitation patterns of significance to park managers and planners. These patterns include an increase in length of stay by park visitors, from a few hours to nearly two days; a growing number of foreign visitors; and a stretching of the park's heavy visitation period into an eight-month visitor season.

Also notable is the seasonal pattern of visitation through the year. Table 1 and

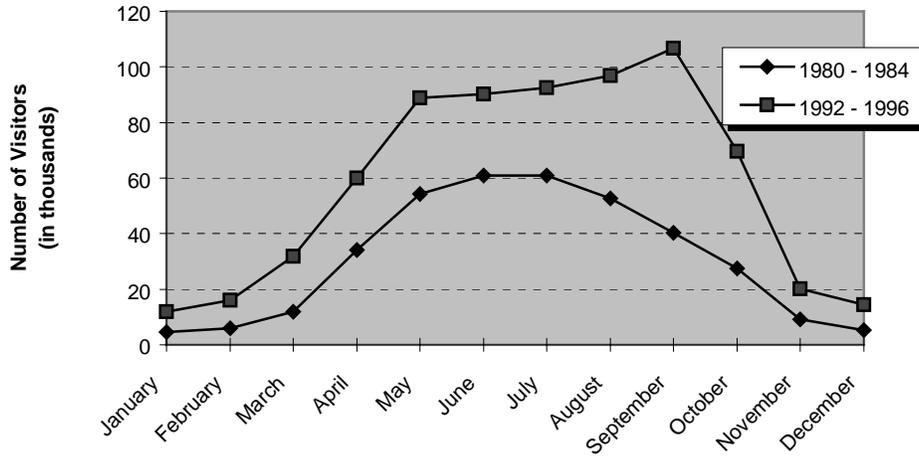
Figure 2 show how the distribution of visitation at Capitol Reef has changed since the 1982 plan was completed. Monthly visitation data was averaged for the five-year periods of 1980-84 and 1992-96. During 1980-84, after the winter lull, monthly visitation began climbing in March and April, the spring "shoulder" season leading up to the mid-summer months of highest visitation.

**Table 1. Average Monthly Visitation**

<b>Month</b>	<b>1980 - 1984</b>	<b>1992 - 1996</b>
January	4,542	11,838
February	5,881	16,114
March	11,989	31,883
April	34,214	60,060
May	54,357	88,962
June	60,844	90,238
July	60,958	92,609
August	52,615	96,856
September	40,325	106,793
October	27,587	69,684
November	9,179	20,166
December	5,285	14,516

Numbers peaked in July and began declining in the autumn "shoulder" season of September and October. In contrast, during 1992-96, visitation began climbing in February and by April had nearly reached the former peak visitation level of July 1980-84. Numbers continued to climb, plateauing in May through July, and reaching a final peak in September with a total of nearly 107,000 visitors. A sharp drop in visitation followed, but notably, total October 1992-96 visitation still exceeded the former July 1980-84 peak.

**Figure 2.**  
**Average Monthly Visitation**

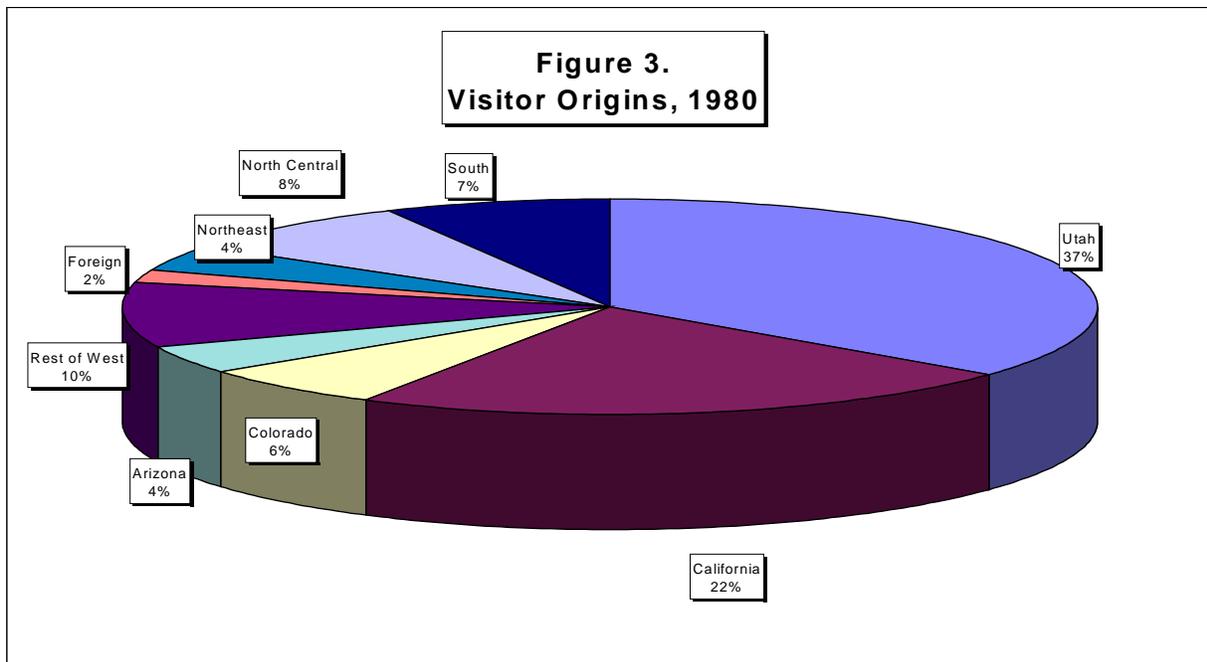


After October, visitation dropped to normal low winter numbers.

Table 1 and Figure 2, then, show two significant changes in visitation patterns. First, the most popular visitor month has shifted from July to September. Second, visitation from April through October now meets or exceeds the former peak visitation

level of July. This increase in numbers and stretching of the visitor season places correspondingly greater demands on interpretive, maintenance, visitor protection and resource management staff. Visitation has changed in other ways, as well. Figures 3 and 4 illustrate the distribution of visitor place-of-origin in the years 1980 and 1992, respectively. In 1980, 59 percent of the

**Figure 3.**  
**Visitor Origins, 1980**

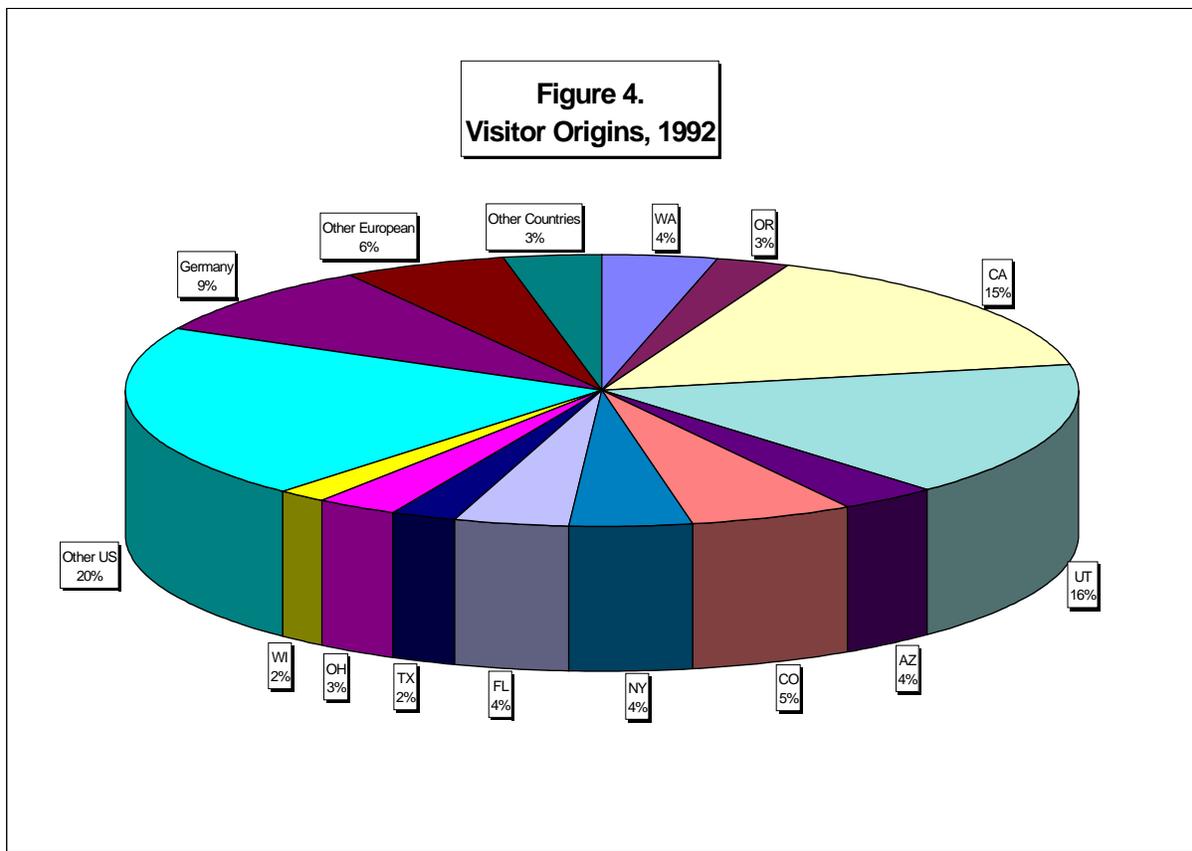


park's visitors were from Utah and California, combined. Another 39 percent were from other states, so that American visitors accounted for 98 percent of the park's annual visitation. The remaining 2 percent of visitors came from foreign countries. In contrast, in 1992 only 31 percent of park visitors came from Utah and California, and 51.5 percent came from other states, for a total 82.5 percent from the U.S. Foreign visitors accounted for 17.5 percent of the total that year.

While Utah and California residents made up the largest single visitor use group in both years, their total percentage of the annual visitation dropped in 1992 to less than half of the 1980 figure. This does not necessarily mean that fewer Californians and Utahns are visiting Capitol Reef, but more likely that the new percentages reflect substantial increases in foreign visitors.

Over the past decade, Capitol Reef has increasingly become a destination for tours originating in Europe and Asia. (Recent visitor use surveys show that Capitol Reef is particularly popular with German tourists.) This change, in addition to increasing visitation overall, holds significant implications for park managers. Educational, interpretive, and visitor and resource protection efforts are increasingly geared toward bridging cultural and language differences in order to better reach a public that is composed of multilingual, multinational, and culturally diverse people. These efforts are made not only to decrease impacts on the resources, but also to provide better educational and recreational opportunities for park visitors.

Altogether, data show development of several new visitation trends at Capitol Reef since the 1982 General Management



Plan was adopted. Total numbers of visitors have more than doubled, with many more arriving from foreign countries, and the visitor season has lengthened and shifted toward a peak in autumn. These changes result in increasing impacts on natural and cultural resources; growing demands on park infrastructure such as roads, campgrounds, and visitor centers; rising needs for staff support and supplies; and different kinds of visitor services aimed to provide for foreign as well as domestic visitors.

### ***COUNTY ECONOMIC TRENDS***

Regional population (Garfield and Wayne Counties) dropped an average of one percent annually from 1940 to 1970. However, according to statistics provided by the Utah Governor's Office of Planning and Budget, the population of Garfield County is expected to grow by 46 percent and that of Wayne County by 49 percent between the years 1990-2010.

Utah as a whole has enjoyed economic growth through the mid-1990s, a status that is reflected in the state's low unemployment rate. As of the first quarter of 1997, the Utah average stood at just 3 percent, compared to a 5.3 percent national rate of unemployment. During the same quarter, Wayne County had a slightly higher rate of 5.4 percent, while Garfield County (with one of the highest unemployment rates in Utah) was reported at 8.1 percent. Regional unemployment in the long term has run only slightly higher than the national average, except in economically depressed Garfield County.

Many households in Wayne and Garfield Counties have traditionally supported themselves with farming and ranching,

which have long dominated the regional economy. Many residents have also found work with federal, state, and county governments, which have provided a major source of employment in the region for decades.

This situation began changing in 1990 when, the Governor's Office of Planning and Budget reports, the service sector (e.g., motels, restaurants, and outfitters) of the Garfield County economy began to surge. Soon, it surpassed the government sector as the leading employer there, and by 1996, the service sector accounted for 32 percent of jobs in Garfield County. It is projected to provide 39 percent of all jobs countywide by 2020. A booming service industry, largely based on tourism, would naturally enhance business for "non-farm proprietors" who provide goods and materials for the tourism industry. Non-farm proprietors are also expected to flourish and become the county's second-leading employer by 1998, leaving government in the third position, and agriculture in fourth, followed by commercial trade and construction-related industries.

Neighboring Wayne County is experiencing similar economic changes. As of 1996, the government sector still led employment opportunities in the county, with the service and agricultural sectors accounting for most other jobs. By 2020, the state predicts, the service sector will provide 27 percent of all jobs in Wayne County. This will leave government ranked second and non-farm proprietors third, closely followed by commercial trade in the fourth position. Agriculture, which in 1996 was the third-ranked provider of jobs in Wayne County, will slip to fifth place in overall employment opportunities – overtaken by

the booming tourism-related sectors. The number of construction-related jobs is expected to increase dramatically, but to rank last in the percentage of jobs provided countywide.

### ***ROAD INFRASTRUCTURE***

Since 1982, traffic has increased on all park-area roads, particularly those that have been improved. Portions of the Burr Trail Road and Notom Road outside of the park, and Scenic Drive within the park have been paved in recent years. In addition, all of SR 12 from Boulder to Torrey was paved in the early 1980s. These changes have altered visitor-use patterns at Capitol Reef.

Primary access to the park is provided by SR 24, a two-lane, state-maintained highway that follows the Fremont River corridor through Capitol Reef. Traffic on this highway has increased substantially over the years. Resource management will become a greater concern as increasing use of the corridor begins to impact nearby habitat, wildlife, and cultural resources.

The 11-mile Scenic Drive, which connects with spur roads accessing popular hiking and scenic locales, has become the primary scenic tour road within the park. Much of the drive was paved in 1988 in order to accommodate traffic volume at that time. The improvements made the road more attractive to visitors driving passenger vehicles and motor homes, thereby increasing traffic and use of trails in the area. The use of large recreational vehicles on the narrow, winding, and shoulderless road has become a safety concern. Bicycles and pedestrians, in combination with these large vehicles and other traffic, add to this concern.

South Draw Road is a winding, four-wheel drive road that takes the driver from Pleasant Creek, through narrow, rocky washes, and across the neighboring lands of the Dixie National Forest. The route terminates at SR 12 on Boulder Mountain. Over the past decade, South Draw Road has become an increasingly popular mountain-bike route, a trend that will likely continue. This increased use in a previously remote area has increased resource management concerns and need for emergency services.

In 1985, the Utah Department of Transportation (UDOT) completed paving of SR 12 between U.S. Highway 89 near Panguitch and SR 24 at Torrey, making the highway suitable for passenger cars, buses, and recreational vehicles. With Bryce Canyon National Park at one end of the route, vistas of the Escalante country and the Waterpocket Fold along the way, and Capitol Reef near the other end, the improved road brought much more traffic through the park. Now SR 12 also provides access to the newly established Grand Staircase-Escalante National Monument, which will affect Capitol Reef visitation in new ways.

While Scenic Drive and SR 24 are the main paved roads in the park, several dirt roads provide access to more remote areas. For example, the Notom Road runs along the east side of the fold and into the Waterpocket District of the park, intersecting with the Burr Trail Road at a junction 30 miles south of SR 24. Several dirt spur roads along the route take travelers to park trailheads. County road crews recently paved about five miles of the Notom Road outside the park, from its junction with SR 24 toward Notom, and Wayne County is expected to complete paving of an additional five miles during

the life of this plan. This action will likely increase visitation to the central portion of the park.

The Burr Trail Road is 66-miles long and traverses federal lands from the town of Boulder to its terminus with SR 261 near Bullfrog Marina. Recent road improvements between Boulder and the park have resulted in little increase in traffic, although the creation of the Grand Staircase-Escalante National Monument may result in more visitors using that route. The Burr Trail Road is county-maintained through the park, and is passable to most vehicles.

Because of the topography of the area, all roads described above are subject to occasional flash floods. With increased traffic, safety concerns during flood season will become more urgent. Visitors are occasionally delayed for hours, and sometimes overnight, due to high water or road washouts. Rockfalls and landslides can also temporarily close any road without warning. These incidents increase the need for emergency maintenance and visitor protection services.

### ***ADJACENT LAND USE***

Capitol Reef is almost entirely surrounded by public lands, sharing 194.3 miles of boundary with three different government agencies - the State of Utah, the Bureau of Land Management (BLM), and the U.S. Forest Service (USFS) - and with the Glen Canyon National Recreation Area (see [Map 2](#)). Each of the three neighboring land managing agencies has mandates and missions that potentially conflict with those of Capitol Reef National Park. The park also shares 3.2 miles of boundary with a

few privately owned parcels, including an inholding of less than a half-acre in the Fruita area.

At this time, planning for the Grand Staircase-Escalante National Monument, which borders Capitol Reef on the west, is just past the initial scoping phase. BLM policies for recreational use, land protection, hunting and grazing, and extractive industrial uses within the new monument have not yet been established. Nevertheless, BLM management decisions for the new monument may affect future Capitol Reef National Park management actions in the Circle Cliffs region of the park's Waterpocket District. For example, should the BLM develop campgrounds or locate a visitor center in the Circle Cliffs anticline, then visitation profiles and public use of Capitol Reef's Waterpocket District could substantially affect park resources and visitor experience.

### ***SPECIAL PARK USES***

Interest in Capitol Reef National Park as a locale for commercial filming, guide services, and other regulated special uses has been rising steadily over the last several years. For example, the number of incidental business permits issued by the park in 1997 was nearly double that for 1996, with new commercial guiding permittees (representing some of the country's biggest commercial outfitters) coming from as far away as Wyoming, Vermont, and California. Applications for commercial filming permits have also increased substantially. The appearance of location scouts in Capitol Reef has become more common as producers and directors seek out fresh locations for still and motion film shoots.

## ***AMERICAN INDIAN CONSULTATION***

Since 1982, a number of federal laws, amendments, and regulations have been passed which require consultation with American Indian tribes. Agency-generated guidelines and policies derived from legal requirements also drive the need for consultation. These laws, regulations, guidelines, and policies include (but are not restricted to) the following:

- National Environmental Policy Act of 1969, as amended (NEPA) (P.L. 91-190; 42 U.S.C 4371 *et seq.*). Federal agencies are directed to consult with Indian tribes concerning planned actions by private applicants or other non-federal agencies [40 CFR 1501.2(d)(2)].
- NPS Management Policies 1988. The National Park Service must assess the impacts of its program activities on the cultural values of American Indian people. Consultation with American Indian tribal representatives is required if program actions could negatively affect lands and resources important to these communities. Park superintendents must establish and maintain effective consultation with American Indian tribes having cultural affiliations with their parks.
- Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) (P.L. 101-601). Federal agencies and museums receiving federal funds must reach agreements with American Indian tribes on the repatriation of human remains and certain classes of museum objects. Tribes must be consulted in the event of inadvertent discovery of American Indian human remains.

- National Historic Preservation Act of 1966, as amended (P.L. 91-190). Tribes must be consulted whenever a federal agency proposes an undertaking affecting properties of historic value to an Indian tribe.
- Archeological Resource Protection Act of 1979 (PL 96-95). Consultation with American Indian tribes is required if issuance of a research or data collection permit may adversely affect a site that is important to a tribal community.
- Executive Order 3175, November 8, 1993. This order directs all Interior agencies to operate within a government-to-government relationship with Indian tribes on all matters dealing with Indian trust resources, and to become aware of the impact of agency plans, projects, programs, or activities on those resources.
- Executive Order 13007, May 24, 1996. This order requires agencies to allow Indian religious practitioners access to and ceremonial use of Indian sacred sites, to avoid adverse impacts to such sites, and to keep the locations of sacred sites confidential.

In compliance with these and other laws, Capitol Reef National Park has established an active program of consultation with tribes affiliated with this area. More than 30 federally recognized American Indian tribes and their various bands have claimed cultural affiliation to Capitol Reef National Park. Of these, Hopi, Zuni, Navajo, and Ute tribes, as well as numerous Southern Paiute tribes and bands, have become active and interested consultants for the park. Consultation and research have established ancestral and/or recent use of the

Waterpocket Fold area by these peoples or their ancestors (Sucec 1996a, 1996b, in prep.).

As required by law, all of these affiliated groups are regularly consulted by Capitol Reef National Park regarding management issues that may affect cultural or natural resources of concern to them. These consultations have greatly increased administrative and resource management duties.

## **BACKGROUND AND LEGISLATIVE HISTORY**

### **THE ORGANIC ACT**

The National Park Service, Department of the Interior, was established in 1916 by Congress (16 U.S.C. § 1, 2-4, as amended; see [Appendix A](#)) to set up and manage a system of national parks. The Organic Act, legislation that created the agency, specifies that the National Park Service would “promote and regulate the use of the Federal areas known as national parks, monuments, and reservations ...which purpose is to conserve the scenery and the natural and historic objects, and the wild life therein, and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of the future generations...”

### **LEGISLATIVE HISTORY**

Capitol Reef was first established as a national monument on August 2, 1937 by [Presidential Proclamation 2246](#) (50 Stat. 1856), to reserve in the public interest

"narrow canyons displaying evidence of ancient sand dune deposits of unusual scientific value, and ...various other objects of geological and scientific interest." The monument originally comprised 37,060 acres.

[Presidential Proclamation 3249](#) of July 2, 1958, 3 C.F.R. 160 (1954-1958 compilation), added "certain adjoining lands needed for the protection of the features of geological and scientific interest," bringing total acreage to 40,100.

[Presidential Proclamation 3888](#) of January 20, 1969, 3 C.F.R. 387 (1966-1970 compilation) further enlarged the original monument boundaries by adding "certain adjoining lands which encompass the outstanding geological feature known as Waterpocket Fold and other complementing geological features, which constitute objects of scientific interest, such as Cathedral Valley."

On December 18, 1971, Congress abolished Capitol Reef National Monument and established Capitol Reef National Park, with its final boundaries encompassing 241,903 acres ([85 Stat. 639](#), [16 U.S.C. § 273 et seq.](#); see [Appendix B](#)). This act made provisions for land acquisition, management of grazing privileges, and trailing and watering regulations.

Public Law 97-341 (1982) required the extension of existing grazing privileges through December 31, 1994, and called for a contract with the National Academy of Sciences to study the impact of livestock grazing on park lands.

Public Law 100-446 (1988) repealed the provisions of PL 97-341 and extended grazing privileges within the park.

Specifically, the law allowed permittees who legally used park lands for livestock grazing prior to December 18, 1971 to continue the practice during their lifetime. The law further provided that grazing privileges would be extended for the lifetime of permittees' children who were born before the establishment of the park. This legislative amendment also allowed the National Park Service to purchase grazing privileges from willing sellers, and thereby gradually eliminate grazing from the park. The amendment eliminated the need to complete the studies Congress had earlier required, so those projects were abandoned.

As a unit of the National Park System, Capitol Reef is legislatively mandated to:

- manage its resources in a manner consistent with the 1916 Organic Act, while maintaining valid, existing rights;
- administer, protect, and develop the park for the enjoyment of natural, cultural, and scientific resources in a manner that leaves them unimpaired;
- manage recommended wilderness in a manner that does not diminish its wilderness suitability (per NPS Management Policies, Chapter 6, Section 3) until Congress acts;
- grant rights-of-way along any component of the park unless such easements and rights-of-way would have significant adverse effects on protection of park resources;
- provide for the trailing of livestock across the lands included in Capitol Reef, consistent with legislation and proclamations, while conserving and protecting resources; and
- provide for a continuation of existing grazing consistent with the 1971 and later legislation.

Additional laws and executive orders also govern the management of Capitol Reef National Park. These include the Wilderness Act of 1964; National Environmental Policy Act of 1969; Archeological Resources Protection Act of 1979; National Historic Preservation Act of 1966; Clean Air Act of 1963, as amended; Clean Water Act of 1977; Endangered Species Act of 1973, as amended; Executive Order 11988, Floodplain Management; and Executive Order 11990, Protection of Wetlands.

## **PARK PURPOSE AND SIGNIFICANCE**

The purposes of Capitol Reef National Park are found in its enabling legislation and are the foundation for determining what is appropriate for protection within the National Park System. These purposes include:

- **conserving and protecting such geologic wonders as the Waterpocket Fold, Cathedral Valley, narrow canyons, and evidence of ancient sand dune deposits, and objects of geologic and scientific interest; and**
- **protecting from unauthorized appropriation, injury, destruction, or removal of all park features.**

Park significance statements are not an inventory of specific resources, but rather they describe the importance or distinctiveness of the aggregate of resources found throughout the park. The following statements of significance capture the essence of Capitol Reef's importance to our natural and cultural heritage.

- **The park encompasses the Waterpocket Fold, the largest exposed monocline in North America.**

The Waterpocket Fold includes a kaleidoscope of colors, shades, and hues. The fold is spectacularly sculpted, and is largely undisturbed by signs of human activity. It includes a high concentration of “waterpockets” (also called tanks or tinajas) and several relict areas. The Waterpocket Fold provides great opportunities for scientific research (paleontology, archeology, flora, fauna, and geomorphology).

- **The park contains numerous superlative geologic features carved by weathering, creating a diverse array of canyons, domes, cliffs, and pinnacles.**

Capitol Reef exhibits diverse geologic phenomena, including a broad range of erosional and igneous features, crustal deformations, and striking exposures of strata laid down over millions of years and measuring hundreds of feet in thickness. These geologic features are painted in a vivid spectrum of colors sometimes known as the “Sleeping Rainbow.”

Capitol Reef is a wonderland of alcoves, slot canyons, waterpockets, sheer rock walls, slickrock, and washes.

Capitol Reef National Park contains cliff-top washes that erupt into spectacular waterfalls following intense summer thunderstorms.

- **Capitol Reef National Park features clean air, striking scenic views, and some of the best opportunities for**

**quiet and solitude on the Colorado Plateau.**

The exceptionally clean air and undeveloped landscapes of Capitol Reef National Park provide a rare opportunity for visitors to experience the wildness of nature, the quiet solitude of the backcountry, and the brilliance of the night skies.

Capitol Reef provides expansive vistas extending to the horizon, largely devoid of human development.

- **The park preserves a variety of habitat types that support diverse plant and animal life.**

Capitol Reef National Park is part of a large block of relatively undeveloped public lands on the Colorado Plateau.

The park is the setting of ecological transition, supporting cold desert plant and animal communities at elevations ranging from 4,000-9,000 feet.

The cold desert ecosystem — which includes active, ongoing natural processes and a wide range of habitats, life zones, and undisturbed relict areas — supports a great diversity of flora and fauna, including one of the largest collections of rare, threatened, and endangered plant species within the National Park System.

Plants, animals, and their habitats within Capitol Reef provide opportunities for scientific research and understanding of ecological systems. They also provide many opportunities for visitors to observe plants and animals in their natural setting.

The park contains plants, animals, and mineral resources of traditional value to American Indians.

Capitol Reef National Park includes five perennial streams, wetlands, and riparian areas that are largely influenced by spring run-off, thunderstorms, and natural springs in what is otherwise a dry desert setting.

The park's streams and tinajas provide high-quality aquatic habitat for native fishes and aquatic insects.

- **The park protects significant archeological resources, in particular, those of the Fremont culture, and historical resources that illustrate the story of Mormon settlement and the closing frontier.**

Fruita and other areas throughout the park have been inhabited by American Indian groups, including the Fremont culture, over thousands of years. Excellent examples of their petroglyphs and pictographs can be seen, enjoyed, and studied today.

Capitol Reef National Park encompasses a rural cultural landscape preserving the historic Mormon community of Fruita. Central to the cultural landscape are historic orchards that are still maintained and harvested. Capitol Reef's orchard operation is the largest in the National Park System.

The park has topographic features and vistas of religious significance to American Indians.

The park and surrounding area provide opportunities for visitors to experience traditions of the Western ranching heritage.

- **Visitation to Capitol Reef influences surrounding areas economically, recreationally, and culturally.**

The presence of the park contributes significantly to local economies by attracting visitors who spend money locally, and by employing individuals, contracting services, and increasing land values.

Capitol Reef and adjacent lands managed by the U.S. Forest Service and the Bureau of Land Management offer a variety of recreational activities for the public.

The park and surrounding areas provide a diversity of travel experiences, ranging from paved and dirt roads to trails and unmarked backcountry routes.

## **MISSION STATEMENT AND GOALS**

Through professional planning and operations, we will preserve unimpaired the natural, cultural, and scenic resources of Capitol Reef National Park. We will provide for low impact and inspirational visitor experiences and structure a staff-empowering team approach for resolving all organizational challenges that may face the park.

### **Goal Category 1: Preserve Park Resources.**

**Mission Goal Ia: Natural and cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.**

This goal fits within the broad mandate of the National Park Service Organic Act and Capitol Reef’s enabling and related legislation. It embraces the importance of biological diversity, and ensures that park resources are preserved in their historic and cultural contexts.

Long-term goals related to this mission include the protection, restoration, or maintenance of ecosystems; rare plant and animal populations; archeological, historic, and ethnographic resources; research collections; and cultural traditions relevant to the purpose and/or significance of Capitol Reef. Long-term goals that diminish threats to natural or cultural landscapes, perpetuate wilderness values, or promote cooperation with neighboring land managers for ecosystem management also support this mission.

**Mission Goal Ib: Capitol Reef National Park contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.**

Capitol Reef National Park needs fundamental information to make sound resource management decisions. To meet the mission described above, the park must routinely use scholarly and scientific research, and consult with park-associated communities.

**Goal Category II: Provide For The Public Enjoyment And Visitor Experience Of Parks.**

**Mission Goal Iia: Visitors safely enjoy and are satisfied with the**

**availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.**

Visitor experience and safety are affected by the quality of park facilities and services, whether provided by the National Park Service, a concessionaire, or a contractor. “Availability” refers to locations and access to facilities, services, and recreational opportunities, and to times of operation. “Accessibility” refers to accommodations for special-needs individuals and others, to allow them to enter park facilities and participate in a range of recreational activities. “Quality of park facilities and services” refers to the presentation of orientation, interpretive, and educational activities and information. “Appropriate recreational opportunities” are those that are consistent with park purpose and significance and are not harmful to resources or park visitors.

**Mission Goal Iib: Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.**

Visitor experience at Capitol Reef is enhanced by understanding why the park exists and knowing what is significant about park resources. Ultimately, satisfied visitors will publicly support Capitol Reef National Park and protection of its resources. Appropriate long-term goals are related to learning about and understanding Capitol Reef’s resources, purpose, and significance.

**Goal Category III: Strengthen And Preserve Natural And Cultural Resources And Enhance Recreational Opportunities Managed By Partners.**

**Mission Goal IIIa: Natural and cultural resources are conserved through formal partnership programs.**

Natural and cultural resources conserved nationwide through partnerships include more than 67,000 resources listed on the National Register of Historic Places. The national historic preservation program involves the units and programs of the National Park Service, and includes partnerships with over 60 other federal government agencies, 59 states and territories (especially with state historic preservation offices, and state liaison offices), over 1,000 local governments, over 300 Indian tribes, foreign governments, private organizations, friends groups, academic institutions and the general public.

**Mission Goal IIIb: Through partnerships with state and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers, and trails provides educational, recreational, and conservation benefits for the American people.**

Some partnership programs assist state and local governments and nonprofit organizations in protecting conservation areas and providing recreation opportunities. Assistance includes financial and technical assistance as well as coordination of federal assistance. Long-term goals that assist state or local governments to develop appropriate recreation and conservation opportunities are related to this mission goal.

**Mission Goal IIIc: Assisted through federal funds and programs, the protection of recreational opportunities is achieved through**

**formal mechanisms to ensure continued access for public recreation use.**

Partnership programs, such as grants from the Land and Water Conservation Fund and the Urban Park and Recreation Recovery Program, and the transfer of federal lands to parks, use both formal legal mechanisms and informal assistance to protect recreational opportunities. These three programs have provided millions of acres and invested billions of matching dollars in state and local parks. This mission goal relates to protection and monitoring of sites assisted under these programs.

**Goal Category IV: Ensure Organizational Effectiveness.**

**Mission Goal IVa: Capitol Reef National Park uses current management practices, systems, and technologies to accomplish its mission.**

To become more responsive, efficient, and accountable, the National Park Service must integrate its planning, management, accounting, reporting, and other information resource systems. Integrating or interfacing these systems will provide better communication during daily operations. Improvements in the areas of workforce diversity, employee safety, employee housing, and employee performance standards will help the National Park Service accomplish its mission. Long-term goals pertaining to organizational responsiveness, efficiency, and accountability are related to this mission goal.

**Mission Goal IVb: Capitol Reef National Park increases its managerial capabilities through initiatives and**

**support from other agencies, organizations, and individuals.**

Capitol Reef National Park will pursue maximum public benefit through contracts, cooperative agreements, contributions, and other alternative approaches to support park operations and partnership programs. Partners include non-government organizations such as friends groups, foundations, cooperating associations, and concessionaires, as well as federal, state, and local government organizations that work with Capitol Reef via partnerships and cooperative agreements. Long-term goals that refine park management strategies and utilize funding sources made available by other organizations and private donors relate to this mission goal.

## **OTHER ISSUES AND FACTORS AFFECTING THE PLAN**

This General Management Plan will establish the guiding management philosophy for Capitol Reef National Park and will provide strategies for addressing issues and achieving management objectives during the next 15 years. Based on those strategies, more detailed plans for implementation, or action plans, will be developed to carry out the General Management Plan's concepts and to identify necessary actions for resource protection, visitor use, and park operations.

There are numerous issues and factors that have influenced the development of this General Management Plan. For example, the current economic climate, in association with a shrinking federal budget and work

force, has been an integral factor in the development of the alternatives. These factors require park managers to estimate the minimum level of staffing needed to accomplish the park's mission, and devise ways to reduce long-term operating expenses.

Another consideration arises from recent, marked improvements in interagency coordination and cooperation, which have led to important changes in park management. These changes have been driven principally by the goal of ecosystem management. The park's ability to accomplish its mission has been enhanced by a more integrated approach among land-management agencies working toward ecosystem management. This cooperative effort is expected to continue through the life of this plan.

Also considered was the park's increasing visitation, which has encouraged development of hospitality-related businesses in the park's neighboring communities. As these businesses (including new motels, campgrounds, bed and breakfast establishments, and restaurants) have developed, the need for the National Park Service to provide such services has dwindled.

Finally, Capitol Reef has developed a cooperative agreement with Brigham Young University's Office of Public Archaeology (1997 and in prep.) to complete a partial survey of the park's archeological and historical resources. This is a four-year field project designed to cover approximately 10 percent of the park's lands. Analysis and reporting, scheduled to conclude in the year 2000, will add tremendously to the scientific understanding of the Waterpocket Fold's

earliest inhabitants, as well as increase the park's ability to protect sensitive cultural resources.

## **ISSUES AND FACTORS BEYOND THE SCOPE OF THE PLAN**

A large increase in the park's acreage resulted from the 1969 expansion of Capitol Reef National Monument and its subsequent redesignation as a national park. The increase from approximately 37,000 acres to over 242,000 acres incorporated not only new lands, but also new issues. Many of these issues are still topical today, but are largely beyond the scope of this plan.

For example, provisions for winter grazing and periodic trailing of livestock within park boundaries are still required by legislative mandate, which is expected to remain current beyond the life of this plan. Since 1982, park Animal Unit Months (AUMs) have been reduced from around 5,000 to just 1,460. Currently, two permittees graze 78 AUMs on a single allotment of 11,688 acres; a third permittee has 972 AUMs on 67,440 acres; and a fourth has 410 AUMs on 18,556 acres. Thus, the total 1,460 AUMs (owned by four permittees) are distributed over 97,684 acres (three allotments). These reductions have occurred through reallocation of AUMs to areas outside the park and from willing-seller buyouts of grazing permits.

Acquisition of AUMs on a willing-seller basis will continue as opportunities arise. However, because the park currently is legally obligated to provide for grazing and trailing, other options for reducing domestic livestock grazing at Capitol Reef are not available; such discussion therefore

is beyond the scope of this plan. The administration of grazing management at Capitol Reef is discussed in more detail later in the "Interrelationships with Other Projects and Plans" section.

In 1974, approximately three-fourths of Capitol Reef was found suitable for wilderness designation. Following passage of the Wilderness Act of 1964, National Park Service policy has been to manage these areas as statutory wilderness. The National Park Service is presently working with Utah congressional leaders to obtain wilderness designation for selected areas throughout the state, including Capitol Reef National Park. Until final congressional action is taken to resolve the Capitol Reef wilderness proposal, park management will conform with the National Park Service policy of managing these lands as wilderness.

Nearly 100 miles of roads provide access to various locations throughout the park. Over the past decade, a growing concern has developed over the claimed ownership and rights associated with RS-2477 rights-of-way to some of these roads.

RS-2477 (Revised Statute 2477) refers to a provision of the 1866 Mining Act, which states, "The right-of-way for the construction of highways over public lands, not reserved for public uses, is hereby granted." This provision was repealed in 1976 by the Federal Land Policy and Management Act. Nevertheless, the controversy grows over whether specific roads were constructed pursuant to RS-2477, and the extent of the rights accorded by the grant remains unsettled. Issues associated with RS-2477 rights-of-way are pending before both Congress and the current administration. Additionally,

federal courts are currently addressing individual cases involving RS-2477 issues, including the Burr Trail Road within Capitol Reef National Park.

Pending resolution of those issues, all roads within the boundaries of Capitol Reef National Park will be managed and maintained pursuant to federal statute and regulation, by authority vested to the National Park Service and the federal government. The National Park Service has a responsibility to ensure that road infrastructure, maintenance, and construction remain consistent with the direction of the General Management Plan and the purposes for which Capitol Reef National Park was established.

## **INTERRELATIONSHIPS WITH OTHER PROJECTS AND PLANS**

Over the next 15 years, the General Management Plan for Capitol Reef National Park will outline strategies for achieving management goals and objectives. Based on those strategies, more detailed operational plans will be developed for resource protection, visitor use, and park operations. A number of studies or plans have also been prepared concurrent with the General Management Plan, providing research and other support information.

In the administration of grazing within Capitol Reef, the Bureau of Land Management and the National Park Service consult, cooperate, and coordinate their efforts. The goal of this cooperation is to ensure that grazing authorizations, range improvements, allotment management plans, resource monitoring and evaluation

efforts, and other grazing activities do not conflict with and are in support of Capitol Reef's enabling legislation, the 1916 Organic Act, and the approved General Management and Resources Management Plans for the park. In 1995, a Memorandum of Understanding was signed by the National Park Service and the Bureau of Land Management, providing for a transfer of grazing management responsibilities to the park when sufficient resources, funding, and staffing are provided to carry out those responsibilities.

Capitol Reef's Archeological Overview and Assessment was updated in 1993 based on the archeological information available for the park. The assessment identified several areas of concern, including the need for a systematic and comprehensive inventory of areas not previously surveyed, and it emphasized protection of archeological resources through ranger patrol and visitor education. As part of the National Park Service's Systemwide Archeological Inventory Program, the park began an inventory of archeological sites in 1996 under cooperative agreement with Brigham Young University. This project will add extensively to parkwide documentation of prehistoric and historic cultural resources. Data gathered over the first two field seasons were used to help determine the potential effects of each of the alternatives presented in this document, and will be used to monitor and judge future impacts to cultural resources.

The Fruita Interpretive and Cultural Resources Protection Plan was prepared in conjunction with this General Management Plan, to address management, interpretation, and preservation of the Fruita Rural Historic District. The Fruita plan's objectives are to set management

priorities, steer funding requests, and guide management of the area within the parameters of the preferred alternative. The Fruita Interpretive and Cultural Resources Protection Plan, included here as [Appendix C](#), is incorporated within the preferred alternative of this plan.

A Development Concept Plan has been prepared ([Appendix D](#)) to outline potential adaptive use of the Sleeping Rainbow Ranch, a former guest ranch located along Pleasant Creek, 12 miles south of the park visitor center. The ranch was acquired by the National Park Service in 1974, subject to a life estate provision that allowed its

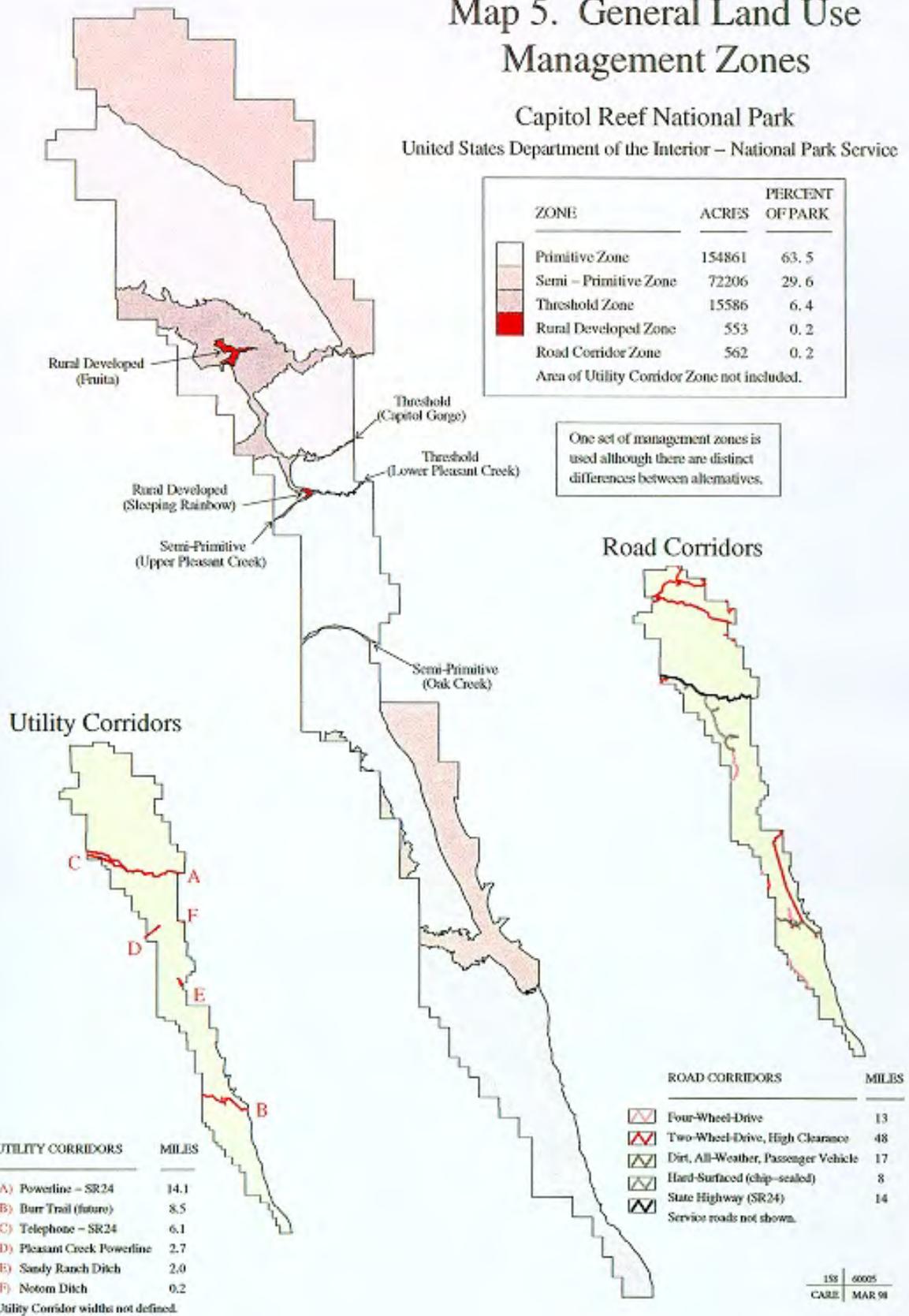
former owners to continue residing there. In 1996, the life estate was retired and the property was turned over to the National Park Service, which has begun to consider options for the property's future. The Development Concept Plan is incorporated into the preferred alternative of this General Management Plan.

The Bureau of Land Management has begun planning efforts for the newly established Grand Staircase-Escalante National Monument, which abuts Capitol Reef National Park. Capitol Reef will coordinate with the national monument and other adjoining land-managing agencies to seek compatibility with the management goals and objectives outlined in this General Management Plan.

# Map 5. General Land Use Management Zones

## Capitol Reef National Park

United States Department of the Interior – National Park Service



# **PARK MANAGEMENT ZONES**

## **PRIMITIVE ZONE**

In Capitol Reef National Park, the primitive zone represents the highest order of wilderness qualities, where isolated landscapes remain in an essentially wild and undeveloped condition. Terrain is rough, trails are few, and opportunities for solitude are abundant. The visitor is surrounded by one of the most ruggedly beautiful and remote rockscapes in America, defined by craggy uplifts and deep, twisting canyons. The periphery of this zone appeals to novice and intermediate hikers seeking a taste of wilderness experience, while the hidden interior remains the domain of experienced hikers willing to commit to long miles over remote and isolated terrain. Grazing does not occur in this zone.

### ***VISITOR EXPERIENCE***

The primitive zone provides abundant opportunities to experience wilderness solitude and natural quiet. The area is substantially free of modern human influence and alteration, although some historical human impacts that occurred before the park's establishment will remain evident for some time. Visitors can expect rare to no contact with other parties or with National Park Service personnel. In this setting, opportunities abound for physical and mental challenges and for discovery. Cross-country travel throughout the zone is difficult, requiring navigational skills. Visitors in this zone need to be self-supporting and self-reliant; pre-trip planning is strongly encouraged. General interpretive information, including rules and regulations,

is available through the park's visitor services at park headquarters, but not within the zone itself.

### ***ACCESS***

The primitive zone can be approached via a limited number of roads, primarily four-wheel drive roads and high clearance, two-wheel drive dirt roads. Travel through this zone requires cross-country hiking or horseback riding on unimproved trails and routes.

### ***NATURAL RESOURCE MANAGEMENT***

In the primitive zone, natural processes and conditions are perpetuated. Native species are maintained or re-established, and populations of sensitive species are protected or augmented. The establishment of non-native species is prevented to the extent possible, and attempts are made to eliminate non-native species before they become established. The National Park Service maintains close control over resource-damaging activities. Research and specimen collection may be allowed by permit.

Monitoring should occur on a periodic basis in this zone. Uses might be controlled or dispersed to protect resources; however, with the anticipated light use, control and mitigation measures are not expected to be necessary. A mandatory backcountry-use allocation system may be implemented if impacts to resources or visitor experience exceed standards to be established at a later date as part of the Visitor Experience and Resource Protection (VERP) process.

## ***CULTURAL RESOURCE MANAGEMENT***

Historic, prehistoric, and ethnographic resources in this zone are managed for preservation, protection, and authorized scientific research. Uses under the American Indian Religious Freedom Act and Executive Order 13007 on Sacred Sites or by Memoranda of Agreement with specific tribal governments would also be allowed. Action may be taken to prevent or inhibit deterioration of sites. Monitoring should occur on a periodic basis in this zone. A mandatory backcountry-use allocation system may be implemented if impacts to resources or visitor experience exceed standards to be established later as part of the VERP process.

### ***FACILITIES***

No developments are currently permitted in this zone, and no physical modifications are allowed except for natural or cultural resource protection. No facilities or services are provided.

### ***MAINTENANCE***

Maintenance activities should be rare and solely for the purpose of protecting resources and restoring areas disturbed by human activities. Power tools and heavy equipment should not be permitted in this zone unless the park superintendent determines that such tools are necessary to respond to a life or resource-threatening emergency.

## **SEMI-PRIMITIVE ZONE**

This zone is similar in nature to the primitive zone, except that evidence of human activity is more pronounced, road corridors are more abundant, and access is easier. Lands within the zone may seem less remote, and visitors may encounter grazing or trailing cattle and grazing-related developments.

### ***VISITOR EXPERIENCE***

Visitors can expect occasional contact with one another and with National Park Service personnel, in an environment of natural quiet. Because this zone accommodates cattle grazing and trailing, visitors can expect to encounter livestock at any time outside of the summer months. The area also has permanent grazing management developments that may be encountered. Because road corridors are more evident in this zone, passing vehicles may occasionally be seen and heard. Hikers need to be self-reliant, self-supporting, and capable of traversing moderately challenging terrain. Pre-trip interpretive information, including rules and regulations, is available through the park's visitor center.

### ***ACCESS***

The semi-primitive zone can be approached by a number of roads, primarily high-clearance, two-wheel drive dirt roads. Travel through this zone requires cross-country hiking or horseback riding on unimproved trails and routes.

## ***NATURAL RESOURCE MANAGEMENT***

In the semi-primitive zone, natural processes and conditions are predominant but altered by the impacts of domestic livestock grazing in most areas. Native species should be maintained or re-established, and populations of sensitive species should be protected or augmented. Due to livestock grazing and trailing, natural resource management activities, including monitoring, may be frequent and visible. The establishment of non-native species should be prevented to the extent possible, and where they are already established, aggressive management controls should be implemented. Research and specimen collection may be allowed by permit. Routine monitoring of visitor experience and grazing should occur in this zone. Uses might be controlled or dispersed to protect resources. A mandatory backcountry-use allocation system may be implemented if impacts to resources or visitor experience exceed standards to be established at a later date as part of the VERP process.

## ***CULTURAL RESOURCE MANAGEMENT***

Historic, prehistoric, and ethnographic resources in this zone are managed for preservation, protection, and authorized scientific research. Uses under the American Indian Act and Executive Order 13007 on Sacred Sites or by Memoranda of Agreement with specific tribal governments would also be allowed. Trampling already has heavily impacted some livestock-accessible sites. Action may be taken to prevent or inhibit further deterioration of sites. Monitoring should occur on a routine basis. A mandatory backcountry-use allocation system may be implemented if impacts to

resources or visitor experience exceed standards to be established later as a part of VERP.

## ***FACILITIES***

No development is permitted in this zone, except for limited grazing facilities for purposes of resource protection. No visitor facilities or services are provided.

## ***MAINTENANCE***

Maintenance activities should be rare, undertaken solely for the purpose of protecting resources and restoring areas disturbed by human activities. Power tools and heavy equipment should not be permitted in this zone unless the park superintendent determined that such tools were necessary to respond to a life-threatening emergency or for an approved resource management activity.

## **THRESHOLD ZONE**

The threshold zone provides an alternative to the challenging and remote backcountry experience found in the primitive and semi-primitive zones. The types of visitor activities accommodated in this zone (rustic camping, interpretation along trails, and access to hiking trails) permit opportunities for solitude much of the year, except during peak seasons. A moderate degree of resource management is required to mitigate impacts associated with anticipated visitor-use levels. Natural processes are perpetuated and natural conditions are maintained as much as possible, but some human alterations and intrusions are evident.

## ***VISITOR EXPERIENCE***

The threshold zone offers visitors an opportunity to experience the park's significant natural and cultural resources, with a minimum of planning and effort required. Most visitors to this district are interested in day-use activities, rather than strenuous, overnight backpacking trips. Inter-party and NPS contacts are more frequent in this zone during peak season, and opportunities for solitude are limited, particularly along designated trail routes. Natural quiet predominates but is variable, depending on the season and location. Inter-party and NPS contacts are less frequent during the off-season, and opportunities for solitude would be greater at that time. The difficulty of physical and mental challenges ranges from low to moderately high, according to visitor abilities and choices. Natural conditions predominate, but human alterations and intrusions are evident.

Interpretation and education are provided on-site for visitors to this zone. Guided walks are sometimes available.

## ***ACCESS***

Access to this zone is on paved or two-wheel drive, low clearance, all-weather roads. Access to the zone interior is along a variety of trails and routes that connect various destination points.

## ***NATURAL RESOURCE MANAGEMENT***

The natural character of lands within this zone is preserved to the extent possible while accommodating moderately high visitor use. The natural environment in this zone is still maintained, and human impacts are minimized where sensitive environments and species occur. Resources and visitor use

should be routinely monitored in this zone in order to maintain close control over resource-damaging activities. Research and specimen collection may be allowed by permit, and various uses might be controlled or dispersed to protect resources. A mandatory backcountry-use allocation system may be implemented if impacts to resources or visitor experience exceed standards to be established at a later date as part of the VERP process.

## ***CULTURAL RESOURCE MANAGEMENT***

Historic, prehistoric, and ethnographic resources in this zone are managed for preservation, protection, and authorized scientific research. Uses under the American Indian Religious Freedom Act and Executive Order 13007 on Sacred Sites or by Memoranda of Agreement with specific tribal governments would also be allowed.

Action may be taken to prevent or inhibit deterioration of sites or to repair damage incurred by heavy visitation. Monitoring of resources and visitation should occur on a routine basis. Signing, fencing, and other barriers may be placed to reduce accessibility and associated impacts. A mandatory backcountry use allocation system may be implemented if impacts to resources or visitor experience exceed standards to be established later as a part of the VERP process.

## ***FACILITIES***

Limited development is provided in this zone; no new major structures or facilities are allowed. The primary development might be a day-use trail system leading to destination areas and points of special interest. Low-profile interpretive panels and

informational signs may be present. Recreational stock use is restricted in some areas within the zone, based on heavy visitor use and resource protection concerns.

### ***MAINTENANCE***

Activities include maintaining trails and interpretive facilities, hardening sites, protecting resources, and restoring areas disturbed by human activities. Use of power tools and equipment is not routine but may be permitted if the park superintendent determines that such tools are necessary to respond to a life-threatening emergency or for an approved resource management activity.

### **RURAL DEVELOPED ZONE**

The rural developed zone encompasses the park headquarters, the Fruita campground, and the Sleeping Rainbow Ranch developed areas. This zone is moderately developed and it sustains the highest level of visitor use in the park. It includes the Fruita Rural Historic District, a pioneer community characterized by fruit orchards, an irrigation network, pole fencing, and wood frame structures built 50 to 100 years ago. Also located in this zone are the park visitor center, maintenance facilities, and employee housing.

### ***VISITOR EXPERIENCE***

In this zone, visitors can experience a pastoral setting that includes fields, fruit orchards, and farm buildings. Contacts with other visitors and with National Park Service personnel are typically frequent, especially during the peak season. Contacts are somewhat less frequent during the off-season. Opportunities for solitude or

continuous natural quiet are variable, depending on season, time of day, and location, but sights and sounds of human activities are consistent with a rural setting.

Visitor activities are structured and involve little physical challenge. Orientation and interpretive information are provided to assist visitors in planning their activities at Capitol Reef and surrounding areas. Audio-visual programs, exhibits, publications, interpretive trails, and guided tours are available.

Vehicular and pedestrian travel is easy to moderately difficult throughout this zone, and some trail sections are wheelchair-accessible.

### ***ACCESS***

Vehicular access to and throughout this zone is by paved and unpaved roads suitable for most vehicles. Pedestrian access is provided by maintained trails that allow visitors to explore a variety of natural and cultural environments.

### ***NATURAL RESOURCE MANAGEMENT***

In this zone, the responsibilities of natural and cultural resource managers are particularly integrated. The primary area where natural processes occur in this zone is along the riparian corridors, where vegetation, wildlife, and water quality are closely monitored and analyzed. Adverse effects on those resources are mitigated through management actions. Many non-native plant species have been introduced in association with historic agricultural practices in this zone. Some of these species, while compatible with the cultural landscape, are detrimental to natural processes, and so are managed to protect the riparian system.

Research may be allowed under permit conditions. Visitor experience monitoring would be routine.

### ***CULTURAL RESOURCE MANAGEMENT***

Cultural resource management focuses on preservation, protection, and interpretation of the zone's historic resources, which both constrain development and provide a distinctive visitor experience. Historic resources are closely monitored, and action is frequently taken to inhibit deterioration of the cultural landscape and archeological features. Buildings and structures are regularly maintained and may occasionally be restored or rehabilitated. The historic orchards are maintained and are opened to the public for fruit harvesting. Members of the local Mormon community are encouraged to participate in planning and interpretation for the Fruita district, and oral history interviews are conducted with former Fruita residents to assist in these efforts. Most cultural impacts to natural resources that occurred before the establishment of the park are related to early settlement and agriculture. These impacts are considered historically significant and are protected.

Evidence of prehistoric cultural resources within this intensively disturbed zone may have been largely destroyed by agricultural activities, although petroglyphs and other features still exist on the zone's peripheries. Prehistoric resources are closely monitored and managed for preservation, education, and authorized scientific research. They are also available for possible use by American Indians under the American Indian Religious Freedom Act and Executive Order 13007 on Sacred Sites or by Memoranda of Agreement with specific tribal governments. These

areas may be subject to mitigation, such as restoration or removal of graffiti. Signing, fencing, and other barriers may be placed to protect prehistoric, ethnographic, and historic resources from visitor-caused damage.

Museum collections management facilities are provided within this zone.

### ***FACILITIES***

Most major developments in the park occur in this zone. Existing facilities include the visitor center and campground, administrative and maintenance developments, water and sewage treatment infrastructure, an employee residential area, and the Sleeping Rainbow Ranch. Development in this zone is constrained by laws and guidelines regulating actions within a National Register historic district.

### ***MAINTENANCE***

Maintenance activities involve maintaining existing facilities, hardening interpretive sites, landscaping, providing for visitor convenience and comfort, protecting resources, and restoring areas disturbed by human activities. Roads, buildings, orchards, signs, walks, interpretive displays, grounds, and other facilities are regularly maintained. Power tools and heavy equipment are used for routine maintenance activities, road and utility systems repairs, and orchard maintenance.

## **UTILITY CORRIDOR ZONE**

The utility corridor zone is set apart from other zones by the presence of permanent physical plant and/or infrastructure developments relating to the delivery of typical utilities such as electricity, irrigation water, and telephone service. Corridor widths vary according to right-of-way agreements or special-use permits governing the individual utility system.

### ***VISITOR EXPERIENCE***

In this zone, visitors can expect to encounter the physical infrastructure typically associated with power lines, water developments, underground telephone lines, utility junction boxes, and other developments that may be mandated by park legislation. Generally, visitors will have an experience similar to those of adjacent zones, given that utility corridors intersect with or abut other zones.

### ***ACCESS***

Visitor access to this zone varies considerably, depending upon the surrounding terrain.

### ***NATURAL RESOURCE MANAGEMENT***

The natural character of lands within this zone is preserved while accommodating utility development and maintenance. The natural environment in this zone is maintained to the extent possible, and human impacts are minimized and mitigated where sensitive environments and species occur. Resources should be monitored routinely in this zone. Maintenance activities are controlled to minimize resource damage. Research may be allowed under permit conditions.

### ***CULTURAL RESOURCE MANAGEMENT***

Historic, prehistoric, and ethnographic resources in this zone are managed for preservation, protection, and authorized scientific research. Uses under the American Indian Religious Freedom Act and Executive Order 13007 on Sacred Sites or by Memoranda of Agreement with specific tribal governments would also be allowed. Action may be taken to prevent or inhibit deterioration of sites or to repair damage incurred by utility developments and maintenance. Monitoring of resources and visitor use should occur on a routine basis. Signing, fencing, and other barriers may be placed to reduce accessibility and associated impacts.

### ***FACILITIES***

Permanent developments associated with utilities, such as underground and aerial power transmission lines, irrigation systems, dams, and utility junction boxes, occur in this zone.

### ***MAINTENANCE***

Maintenance activities may involve routine or emergency maintenance of utility lines or buried facilities, in accordance with the stipulations of the right-of-way agreement or special-use permit. Resource use should also be monitored; mitigation would be undertaken as required. Power tools may be used for these activities, and heavy equipment is allowed for repairs and maintenance.

## **ROAD CORRIDOR ZONES**

Road corridors identify all primary, secondary, and four-wheel drive vehicular routes established within the park. These corridors are designed to be consistent with the visitor experience and resource protection aspects of their adjacent zones. Bicycles and all licensed motor vehicles may travel on park roads. Road width, road corridor/zone width, and road maintenance activities vary according to road type. Road development and maintenance activities are reviewed and regulated by the National Park Service to ensure that these activities are compatible with National Park Service management policies and resource protection mandates.

### **STATE ROUTE 24 (SR 24)**

#### ***VISITOR EXPERIENCE***

Visitors in this road corridor can expect a well-maintained state highway. SR 24 offers views of a high-walled river canyon, slickrock vistas, and a rural cultural landscape. Encounters with other visitors and park staff are frequent. Visitors find well-defined turnouts, trailhead parking areas, signs, wayside exhibits, picnic facilities, toilets, and utility-related developments. Seasonal cattle trailing may be encountered.

#### ***ACCESS***

Utah State Route 24 is a major route used by all types of vehicles.

#### ***NATURAL RESOURCE MANAGEMENT***

The natural character of the lands within this road corridor is preserved to the most reasonable extent possible. Monitoring

should occur on a regular basis with mitigation measures based on the results. Site mitigation is undertaken as needed.

#### ***CULTURAL RESOURCE MANAGEMENT***

Due to the intensity of use, this zone should be frequently monitored for the continued protection of cultural resources, which may become visible during road maintenance or repair. Sites are protected or mitigated as necessary.

#### ***FACILITIES***

In this road corridor, visitors can expect to find development consistent with a major state highway passing through a national park. Facilities there include road and interpretive signs, parking areas, wayside exhibits, roadway pullouts, picnic areas, trailheads, and toilets.

#### ***MAINTENANCE***

State Route 24 is maintained by the Utah Department of Transportation, pursuant to a 1962 cooperative agreement that outlined the respective roles and responsibilities for improving and maintaining SR 24.

#### ***HARD-SURFACED (CHIPSEALED)***

(Scenic Drive)

#### ***VISITOR EXPERIENCE***

Visitors in this road corridor can expect a well-maintained, hard-surfaced road that meanders through the rural cultural landscape and through the threshold zone. Travel within this road corridor allows the visitor a leisurely driving experience along

the western side of the Waterpocket Fold. Encounters with other visitors and park staff are frequent, depending on the season. Users can expect to find well-defined turnouts, trailhead parking areas, interpretive signs, wayside exhibits, and picnic sites.

### ***ACCESS***

Access to the hard-surfaced road corridor is mainly by motor vehicles.

### ***NATURAL RESOURCE MANAGEMENT***

The character of the lands within this road corridor is preserved to the most reasonable extent possible. Monitoring should occur on a regular basis, with mitigation measures based on the results. Sensitive resource sites receive mitigation, as necessary.

### ***CULTURAL RESOURCE MANAGEMENT***

This road corridor should be routinely monitored for the presence of cultural resources, which may become visible during road maintenance or repair. Associated historic resources may include culverts, retaining walls, or other elements of the built environment. Sites are protected or mitigated, as necessary.

### ***FACILITIES***

In this road corridor, visitors will find waysides, pullouts, picnic areas, trailheads, and toilets.

### ***MAINTENANCE***

Maintenance activities are routine. The roads in this road corridor are maintained as low-speed, essentially all-weather and hard-surfaced routes with hardened wash crossings. Power tools and heavy equipment are allowed for work in this road corridor, when determined to be appropriate by the National Park Service. The National Park Service currently maintains roads in this category.

### ***DIRT, ALL-WEATHER, TWO-WHEEL DRIVE***

(e.g., Burr Trail Road, Goosenecks Road)

### ***VISITOR EXPERIENCE***

Visitors in this road corridor encounter an essentially all-weather, maintained, variable-width dirt road. These roads are sometimes washboarded and dusty, and they traverse wash bottoms. Encounters with other visitors range from rare to occasional, depending upon the season and location, but the zone still provides a sense of remote lands exploration. Visitors can expect to find directional and interpretive signs, cattle guards, well-defined turnouts, trailhead parking areas, and picnic sites. Seasonal cattle trailing might also be encountered. Visitors may see evidence of underground utilities.

### ***ACCESS***

Access to this road corridor is by two-wheel drive vehicles. The road may be seasonally impassible, depending on weather conditions. Sharp curves and switchbacks may present difficulty for some oversized vehicles in some areas.

### ***NATURAL RESOURCE MANAGEMENT***

The natural character of the lands within this road corridor is preserved to the fullest extent possible. Monitoring should occur on a regular basis with mitigation measures based on the results. Site mitigation is undertaken as needed.

### ***CULTURAL RESOURCE MANAGEMENT***

This road corridor should be routinely monitored for the presence of cultural resources, which may become visible during road maintenance, repair, or even routine use. Sites are protected and mitigated as necessary.

### ***FACILITIES***

In this road corridor, visitors find wayside exhibits, pullouts, picnic areas, trailheads, and evidence of ranching activities.

### ***MAINTENANCE***

Power tools and heavy equipment are permitted in this road corridor if determined to be appropriate by the National Park Service. Roadway development and maintenance activities are subject to review and approval by the National Park Service, pursuant to its authority under the Organic Act and park enabling legislation. The National Park Service retains broad management oversight for identifying the standard to which roads are developed, and for ensuring that road maintenance activities are compatible with National Park Service management policies (including this General Management Plan) and resource protection mandates.

### **TWO-WHEEL DRIVE, HIGH CLEARANCE**

(e.g. Cathedral District Roads, Notom Road)

### ***VISITOR EXPERIENCE***

Visitors in this road corridor can expect a minimally maintained, variable-width dirt road that is frequently washboarded and dusty, and which requires crossing wash bottoms. Generally, roads located in this road corridor are remote and isolated, allowing the visitor a sense of adventure. Visitors can expect a remote park experience with an emphasis on relative solitude. Encounters with other visitors vary in number from moderate to rare, depending on the season. Visitors will find directional and interpretive signs, cattle guards, trailhead parking areas, and primitive camping and picnic facilities. Seasonal cattle trailing can also be expected.

### ***ACCESS***

Two-wheel drive, high-clearance vehicles are recommended in this road corridor. These roads may be seasonally impassible, depending on weather conditions.

### ***NATURAL RESOURCE MANAGEMENT***

The natural character of the lands within this road corridor is preserved to the most reasonable extent possible while accommodating the high-clearance, two-wheel drive road. Monitoring should occur on a regular basis with mitigation measures based on the results. Site mitigation should be undertaken as needed.

***CULTURAL RESOURCE  
MANAGEMENT***

Roads in this road corridor should be routinely monitored for the presence of cultural resources, which may become visible during road maintenance, repair, or even routine use. Sites are protected or mitigated as necessary.

***FACILITIES***

In this road corridor, visitors will find wayside exhibits, pullouts, waterless campgrounds, park maintenance structures, picnic sites, trailheads, and evidence of ranching activities.

***MAINTENANCE***

Power tools and heavy equipment are permitted in this road corridor, when determined to be appropriate by the National Park Service. Roadway development activities are subject to review and approval by the National Park Service, pursuant to its authority under the Organic Act and park enabling legislation. The National Park Service retains broad management oversight for identifying the standard to which roads are developed, and for ensuring that road maintenance activities are compatible with NPS management policies (including this General Management Plan) and resource protection mandates.

***FOUR-WHEEL DRIVE***

(e.g. South Draw Road, Upper Muley Twist Access)

***VISITOR EXPERIENCE***

In this road corridor, visitors will encounter minimally maintained four-wheel drive roads. Road surfaces are very primitive, following two-tracks and wash bottoms. Travel is difficult, rocky, and often slow; visitors need to drive cautiously and to be self-sufficient should problems occur. Interpretive signs are rare. Visitors can expect rare to infrequent contact with other parties, and will experience a sense of wilderness adventure. Visitors can obtain pre-trip interpretive materials at the park visitor center.

***ACCESS***

Access to this road corridor requires a high-clearance, four-wheel drive vehicle. Access to the road corridor may be closed at any time due to rockfall or weather conditions.

***NATURAL RESOURCE MANAGEMENT***

The natural character of the lands within this road corridor is preserved to the most reasonable extent possible while accommodating the two-track road. Monitoring should occur on a regular basis with mitigation measures based on the results. Mitigation actions may include road closure and re-alignment to protect sensitive resources such as soils, geologic features, plants, and animal life.

***CULTURAL RESOURCE  
MANAGEMENT***

The road corridor should be occasionally monitored for the presence of cultural resources, which may become visible during road maintenance, repair, or even routine use. Sites are mitigated, as necessary.

***FACILITIES***

Developments in this road corridor are limited to directional signs, trailhead parking, and trail information. No facilities or services would be provided.

***MAINTENANCE***

Maintenance activities here are rare, occurring solely for the purposes of protecting resources and allowing four-wheel drive access. Power tools and heavy

equipment are permitted in this road corridor, if determined to be appropriate by the National Park Service. In wash bottoms, the road width adheres to the natural channel, which may vary depending on weather-related erosional conditions. Where the road leaves the wash channels, its width is limited to its condition as a one-lane, two-track road. In the event of washouts, repairs will be made to ensure the road stays in its original alignment. Road development and maintenance activities are subject to review and approval by the National Park Service, pursuant to its authority under the Organic Act and park enabling legislation. The National Park Service retains broad management oversight for identifying the standards to which roads are developed, ensuring that road maintenance is compatible with NPS management policies (including this General Management Plan) and resource protection mandates.

# **ALTERNATIVES, INCLUDING THE PREFERRED ALTERNATIVE**

For ease of comparing the following four alternatives, refer to the matrix on [pages 62-68](#).

## **ALTERNATIVE A (THE PREFERRED ALTERNATIVE): PRESERVE RESOURCES AND VISITOR OPPORTUNITIES**

### ***INTRODUCTION***

Under Alternative A, Capitol Reef would continue to be a minimally developed park. Wilderness qualities would be preserved through increased monitoring and implementation of a resource-based carrying capacity plan, Visitor Experience and Resource Protection (VERP). Natural processes would continue operating as freely as possible from human interference, and interpretive themes and methods would aid in educating visitors about the park's rare and fragile natural resources. Cultural resources, such as the Fruita Rural Historic District and archeological sites, would receive enhanced interpretation and protection. Sleeping Rainbow Ranch is proposed for adaptive use, detailed in a Development Concept Plan ([Appendix D](#)). This alternative represents the NPS proposed General Management Plan.

### ***VISITOR EXPERIENCE***

#### **Hiking and Recreation Opportunities**

All existing campgrounds would be retained. There would be no increase in or reduction of the number of campsites. The National Park Service would continue to refer visitors to campgrounds outside the park when the Fruita campground fills.

Currently, recreational opportunities for visitors unable to traverse uneven terrain or hike long distances are limited to driving tours and to one minimally maintained trail between the visitor center and campground. This alternative proposes construction of an expanded interpretive trail system, much of which would be wheelchair accessible, within Fruita. Strategies for making the expanded trail system and other interpretive exhibits accessible to visitors with mobility, visual, hearing, and mental impairments would be discussed in the Long Range Interpretive Plan. The trail system would offer a wide range of interpretive exhibits, and would link the campground and visitor center to sites such as the Fruita schoolhouse, the historic Holt and Gifford farms, a number of orchards, and the petroglyph panel along SR 24. This trail system would also allow visitors to experience Fruita's riparian environment, which is so unusual in a desert setting, and would connect with the popular threshold zone trails through Cohab Canyon and the Frying Pan area.

Most of the park's day-use trails are within the threshold zone. The 30-40 miles of trails located within this zone would be maintained according to National Park Service standards and in accordance with the management objectives for this zone. Existing self-guided tours would remain in place.

The semi-primitive and primitive zones, which comprise 232,504 acres or 93 percent of the park, would remain largely undeveloped. Many routes within these zones are rugged, requiring good hiking and map-reading skills. Protection of the wilderness qualities inherent in these zones is one of the highest priorities of this plan: no developments are proposed and no facilities or services would be provided there. Routes within these zones would receive minimal maintenance, consistent with resource management concerns.

### **Interpretive Services**

Interpretation of the park's geologic, natural, and human history would be provided through traditional visitor center exhibits and programs, guided ranger walks, evening programs, and wayside exhibits.

An 8,100-square-foot expansion of the existing visitor center would include added space for visitor circulation, information and orientation functions, and expanded, updated interpretive exhibits. It would also include a larger book display and sales area, badly needed office and storage space for interpreters and cooperating association staff, and curatorial work and storage space. Redesigned exhibits would address park purpose and significance and the full spectrum of park interpretive themes, replacing existing exhibits that do not present an accurate, complete, or meaningful park overview. The orientation slide program would be updated and captioned, and the theater would be slightly expanded and upgraded to accommodate state-of-the-art audiovisual media.

Establishment of an interagency visitor center outside the park would provide an additional contact point where visitors

could obtain both regional and park orientation and trip-planning information, backcountry use permits, and basic interpretive literature.

The Gifford farm and Fruita's one-room schoolhouse would continue to provide opportunities for in-depth interpretation of the Fruita Rural Historic District. Interpretive wayside exhibits within the Fruita area would be concentrated along the Fruita trails and road corridor.

Interpretation of the semi-primitive and primitive zones would be accomplished off-site (i.e., visitors would receive pre-trip information at the visitor center and from publications). Wayside exhibits in these zones would be encountered only in road corridors bisecting the area.

The former Sprang residence is being rehabilitated for use as an educational/interpretive facility.

### **Visitor Use**

The current visitor center would continue to be the primary visitor contact point for the park. Because the facility is small and its exhibits are outdated, the park would continue to pursue funding to upgrade, modernize, and expand this facility.

Increases in visitor use would be channeled into the rural developed and threshold zones to help maintain the wilderness quality of the primitive and semi-primitive zones. As described in the park management zones section, the rural developed and threshold zones have the least opportunity for solitude, but they do provide opportunities for visitors who cannot hike, or who are staying only a short time, to enjoy the park.

Visitation in the primitive zone would remain relatively low, and abundant opportunities would exist for experiencing wilderness and solitude. Pre-trip education about low-impact hiking and camping would be stressed to encourage resource stewardship. Permits would still be required for all visitors spending the night in the backcountry. The National Park Service would provide increased ranger patrol coverage and resource inventory monitoring to ensure resource protection. A mandatory allocation system for backcountry use or other recreational activities might be implemented if impacts to park resources or visitor experience exceed standards. The VERP process would establish these standards.

### **Access**

General access within the park would remain unchanged, with primary transportation arteries such as SR 24, Notom Road, and the Burr Trail Road remaining open. Road closures described in Alternative B would not occur. Trail closures for resource protection would be rare, but some trails might be re-routed to avoid sensitive natural or cultural resources.

Access to the rural developed and threshold zones would remain easy. The number of wheelchair-accessible trails would increase. Increased emphasis would be placed on pedestrian travel through the Fruita Rural Historic District.

Because the interior of the primitive zone is essentially roadless, a higher level of preparedness and skill is required of visitors wishing to hike into these backcountry areas. Access to semi-primitive areas is somewhat easier, as roads are more abundant in that zone.

## ***NATURAL RESOURCES MANAGEMENT***

Land within the 1974 Wilderness Proposal for Capitol Reef National Park is managed so as not to impair their wilderness characteristics. In order to preserve the wilderness characteristics of the park, ecosystem processes would be carefully monitored. A complete baseline inventory for natural (biological, geological, paleontological, and mineral) resources would be compiled, and threatened and endangered species would receive increased protection through monitoring and patrol coverage. Native species re-introductions (such as the desert bighorn sheep program initiated in 1996) would continue, and non-native species (such as chukar and tamarisk) would be controlled. Species distribution and impacts from changing visitor use levels would be researched.

The park would work with adjacent land management agencies toward developing complimentary land management practices on an ecosystem-wide basis. The outcome of such a practice would promote maintenance of the current genetic diversity among species, and healthier wildlife populations. Night sky vistas, natural quiet, and air quality would also be preserved through compatible adjacent land management. Preservation of these qualities would remain a high priority within the park. The condition of the Class I Airshed would receive increased air quality monitoring. The park would initiate a monitoring program to establish ambient, baseline levels of natural quiet, and to monitor sound that exceeds those levels.

Maintaining park water rights and systems is a priority of this plan. Major water sources within the park, including perennial

streams and waterpockets, would be closely monitored to ensure good water quality. The National Park Service would continue efforts to obtain Wild and Scenic River designations for the Fremont River, Oak Creek, Pleasant Creek, and Halls Creek.

Cattle grazing at Capitol Reef is regulated by public law. To better control livestock-related impacts to its resources, the park would move toward assuming from the Bureau of Land Management the management responsibility for grazing within Capitol Reef's boundaries. This would include administering permits and preparing allotment management plans. However, Capitol Reef would closely coordinate and work collaboratively with the BLM to manage the allotments that affect the park. The allotment management plans would detail what specific actions are needed to protect resources.

Within the framework of existing legislation, the National Park Service would continue to support willing-seller buyouts of AUMs on grazing allotments within the park. Areas where grazing is eliminated would change from semi-primitive to primitive zone management. Any proposals for changes in trailing would be evaluated according to legislative and National Environmental Policy Act requirements.

The primary focus of natural resource management within the rural developed zone would be on the riparian vegetation corridors. Much of Fruita Valley has already been altered and is now protected as a historic district. Reduction of invasive, exotic species in the riparian areas would improve natural processes and would be the main management program in this zone.

Much of the threshold zone is also proposed as designated wilderness, yet the area contains the majority of the park's day use and developed trails. Because moderately high visitor use impacts sensitive resources, protective measures would be prescribed if monitoring reveals impacts to resources.

### ***CULTURAL RESOURCES MANAGEMENT***

A primary objective for cultural resources management is continuation of archeological, ethnographic, and historic site inventory and documentation. Continued scientific field and laboratory research would be encouraged.

The Sleeping Rainbow Ranch complex near Pleasant Creek would be rehabilitated for use as a research, educational, and interpretive center. The ranch buildings are not eligible for listing. Specifics of the plan are provided in [Appendix D](#).

In the popular, easily accessible rural developed and threshold zones, protection of prehistoric sites would be a priority. Monitoring, ranger patrols, visitor education, and adherence to the park's policy of not disclosing site locations would help counteract high visitor use in sensitive areas. Where monitoring shows significant levels of visitor impact, including both unintentional damage and vandalism to sites, areas might be closed to protect cultural resources.

The Fruita Valley, located at the confluence of the Fremont River and Sulphur Creek, has already been evaluated and is now a National Register cultural landscape.

Visitation in Fruita will increasingly impact the district's historic resources. This alternative emphasizes continuing and intensifying monitoring to protect the historic and archeological resources of the area.

While modern orchard fencing and other deer-deterrent devices are visually inconsistent with the cultural landscape, they are currently needed to prevent tree damage caused by browsing deer. This alternative would continue the use of fencing and other devices, and would keep deer management at current levels.

The Fruita Interpretive and Cultural Resources Protection Plan ([Appendix C](#)) has been developed to provide guidance in managing cultural resources and visitor activities within the historical district. This plan describes new interpretive exhibits and trails to accommodate the increase in visitors, and details methods of mitigating these impacts to the historic scene. Some buildings, such as the Fruita schoolhouse and the Gifford farm, already function as interpretive centers; under this proposal, they would continue to do so. The historic Holt house, which currently is in disrepair, would be renovated in a manner consistent with the National Historic Preservation Act and the Secretary of the Interior's Standards. This renovation would correct safety deficiencies and make the house suitable for adaptive use, which would ensure regular maintenance and better security.

Although the Sprang cottage and the Brimhall house are not eligible for the National Register, this alternative recommends retaining and using these buildings. The Brimhall house would continue in its function as a dormitory for

seasonal employees and volunteers. The Sprang cottage is being prepared for use as an educational outreach facility.

Several zones also include cultural resources of the historical era, such as mining, water management, or grazing-related structures. Those resources would be evaluated for National Register eligibility. Buildings and structures determined not eligible for listing would be removed and their sites would be restored to natural conditions. Register nomination and listing would be pursued for those buildings and structures that are determined eligible, and those buildings and structures would be stabilized and protected.

Protection of sites in all zones would be a priority. All proposed actions would be undertaken in consultation with the appropriate ethnographic communities, including American Indian tribes and the local Mormon community.

Improvement, expansion, and/or addition of museum collection management facilities would be undertaken within the park headquarters area of the rural developed zone. Ideally, this would entail incorporating curatorial work and storage space into the visitor center expansion plans, but may otherwise involve adaptive use of existing facilities.

## ***PARK OPERATIONS***

### **Facilities**

Most visitor use occurs in the Fruita area, where the visitor center and campground are located. Park headquarters facilities, including offices, maintenance structures, and employee residences, are also located in this zone. In an effort to minimize modern human impacts on the natural and

cultural setting, few new developments are proposed for this area.

An urgent need addressed by this proposal is the crowding of the park's existing visitor center and its adjacent parking area. The existing visitor center was designed and developed in the late 1960s, opening to the public in 1971. It is located less than 75 feet from the shoulder of SR 24, once an obscure road used primarily by intracounty traffic. The visitor center was designed to accommodate the needs of a remote monument with a small staff, a brief visitation season, and fewer than 200,000 annual visits. Today, Capitol Reef is a busy national park with an eight-month season, peak staffing levels of close to 50 employees, and annual visitation approaching one million. SR 24 has become the major east-west thoroughfare across south-central Utah, serving as a traffic funnel for the heavily promoted "Grand Circle" tour linking Zion and Bryce to Capitol Reef, Canyonlands, and Glen Canyon's Bullfrog Marina.

The current visitor center/headquarters building and associated parking is far too small to accommodate this level of use and activity and the workplace needs of the staff. The number of park visitors and incidental travelers seeking to enter the Capitol Reef visitor center creates daily "gridlock" visitor circulation situations in the cramped, 1,200-square-foot sales and display area. Space for interpretive media is meager, with exhibits limited to a park relief map and a few small displays. Effective resource protection through visitor education is difficult in such an environment; many visitors enter, experience an extraordinarily crowded scene, and leave. Insufficient parking results in a hazardous situation, as overflow

vehicles (most often large motor homes and buses) line the road shoulder near the busy intersection of the Scenic Drive and SR 24. Further, staff size has nearly tripled since 1971, far outstripping the capacities of the current visitor center office space. Staff members are currently placed in a hodgepodge of surplus trailers and temporary buildings (some without adequate heat and plumbing) in the maintenance yard. Office space in these buildings is extremely tight, with employees doubled and sometimes tripled into small, cramped offices, resulting in inefficient workspaces and lowered productivity and morale.

The need for an expanded and renovated visitor center and headquarters building has long been recognized by central office staff. Preliminary architectural and engineering work has been accomplished, and a set of draft architectural drawings for an expanded and renovated Capitol Reef visitor center was completed by Rocky Mountain Region staff during Fiscal Year 1994. This project would add 8,100 square feet to the existing visitor center, providing more space for visitor circulation, orientation and information functions, expanded and updated interpretive exhibits, and an improved book sales and display area. The addition would include office and storage space for interpretive and cooperating association staff, as well as offices for the Superintendent and visitor protection, resource management, Geographic Information System, administrative, and maintenance staff. Employee restrooms, a conference room, library, laboratory, and curatorial storage and work space would also be part of the expansion. Up to 30 spaces may be added to the existing parking lot.

Total cost of the expansion and planning, design, fabrication, and installation of exhibits and audiovisual programs is \$4.2 million.

This project would be undertaken within the limitations and requirements of the National Historic Preservation Act, as the visitor center is within the Fruita Rural Historic District.

Existing administrative offices are inadequate. Three office buildings are temporary structures that were converted from housing to office space. New office space would be added by expanding existing permanent structures, including the visitor center. All building expansions would be designed to minimize visual impact to the historic district. These replacements would be sited within the existing headquarters area to avoid further development within the heart of the historic district. Other offices would be modernized as needed, to bring electrical and environmental control systems up to standard, and to organize office space more efficiently.

The National Park Service would continue to explore development of an interagency visitor center to be located outside the park. Some administrative staff positions that can function efficiently outside the park would be relocated to the proposed interagency visitor center. With the cooperation of the Fishlake and Dixie National Forests and the Bureau of Land Management's Henry Mountain Resource Area, this facility would serve the orientation needs of visitors regarding recreational opportunities offered in the area. The park's existing visitor center would continue as the main contact point to educate visitors and interpret park resources.

In accordance with present management policies, most concession services would continue to be located outside park boundaries. Limited exceptions may be considered in the future concerning an alternative transportation concession for Scenic Drive. In this and all zones within the park, however, public use would always take precedence over commercial use, and would not be limited in order to favor a concessionaire. The National Park Service would conduct a suitability and feasibility study to explore a Scenic Drive transportation concession option before taking action.

In this proposal, a long-term phase-out of government residences would be advocated, providing that staff housing needs can be met in nearby communities. Housing for emergency services personnel would be retained at the park. The Sprang, Holt, and Brimhall houses, formerly used as residences, would be retained. The Sprang house is being adapted for use as an educational/interpretive center; the Holt house would be rehabilitated for interpretive and/or administrative purposes; and the Brimhall house would be retained as a seasonal dormitory.

Currently, a parkwide entrance fee is not collected. A self-pay station is located south of the campground for use of Scenic Drive. This alternative considers construction of one or more parkwide entrance fee stations at locations to be determined. However, it is not the intent of this proposal to place a new fee station within the Fruita Rural Historic District.

Expansion of parking capacity is needed, particularly at several trailhead locations and in the Fruita area. Redesign and/or expansion of existing parking areas would

be planned in accordance with NEPA and NHPA guidelines to minimize impacts to natural and cultural resources, and in conformance with management objectives. Lot expansions would be sited at unobtrusive locations and would be screened by earthen berms, vegetation and/or fencing, where possible.

The increased popularity of bike use has created safety problems, as well as resource protection concerns, within the park. Currently, bikes are allowed only on park roads and on the trail extending from the visitor center to the campground. They are not permitted on trails elsewhere in the park. This alternative would maintain that policy. However, the addition of a bike lane or widened shoulder for bicycle use along the road would be considered in a suitability and feasibility study recommended in this plan for Scenic Drive.

Trails in the threshold zone are currently minimally maintained. Under this proposal the park would improve and maintain these trails at a level consistent with National Park Service trail standards and the objectives of the management zones.

Monitoring has shown that the Waterpocket District has moderate levels of overnight backcountry use, suggesting that increased NPS staff presence may be needed there. Under this proposal the park would conduct an analysis to determine the required level of staff presence in that district. Currently, the park maintains a sub-standard trailer and small maintenance structure near the Burr Trail for use by patrol rangers and visiting researchers. If later analysis determines that a greater level of staff presence is required in the Waterpocket District, a Development Concept Plan would be initiated to determine the

appropriate scope and location of a support facility there or outside park boundaries.

The Sleeping Rainbow Ranch, now under the management of the National Park Service, would be retained and renovated to allow for adaptive use. This alternative proposes the facility be used as an educational facility and other purposes compatible with the park's enabling legislation. The Sleeping Rainbow Ranch Development Concept Plan ([Appendix D](#)) provides a detailed description of this proposal.

Presently, there are more volunteers than available accommodations. The park would explore opportunities for additional volunteer accommodations, which could include parking for recreational vehicles for overnight stays. Those opportunities could be within or outside of the park.

### **Maintenance**

Maintenance activities would continue in the park as necessary to maintain existing infrastructure. In this proposal, permanent buildings would be retained and expanded, increasing maintenance activities and requirements from existing levels. Existing trails would be maintained at a higher level and new trails constructed, creating greater maintenance needs.

### **Staffing**

Current staffing levels at Capitol Reef are inadequate. During the life of this plan, increased staffing would be necessary in conjunction with growing visitation and associated resource protection responsibilities.

Projected additional staffing needs to implement Alternative A are:  
Management/Administration, 1 Full Time

Equivalency (FTE); Visitor & Resources Protection, 2 FTE; Interpretation, 1.5 FTE; Resources Management & Science, 3 FTE; Buildings & Utilities, 2 FTE; and Roads, Trails, & Cultural Landscapes (orchards), 2.5 FTE. In sum, the equivalent of 12 new full-time positions would be needed to implement the proposals of Alternative A.

If an interagency facility is built, some administrative and interpretive functions could be shared with the other agencies. Completion of the VERP process and the associated long-term monitoring of impact indicators would necessitate additional funding/staffing to ensure the implementation of this alternative.

### ***ROADS***

Recommendations within road corridors are directed at increasing visitor safety and enhancing visitor experience, while still protecting natural resources. Maintenance plans consistent with NPS park road standards would be developed for all road types within Capitol Reef.

Currently, the state maintains SR 24 through the park. To improve visitor safety and protect natural areas, the National Park Service would work with UDOT to develop a Memorandum of Understanding addressing road management and maintenance issues. The park would specifically work with UDOT to lower the speed limit on SR 24 within the Fruita area, and to eliminate hazardous, informal vehicle pullouts on the highway.

Scenic Drive is a hard-surfaced road that extends approximately 11 miles south of the visitor center to Capitol Gorge. This narrow and twisting road is a highly popular driving route, which is utilized by passenger vehicles, large recreational

vehicles, pedestrians, and cyclists. If this alternative is accepted, the National Park Service would initiate a suitability/feasibility study for Scenic Drive to examine issues of safety and visitor access, in consonance with resource preservation objectives.

### ***UTILITY CORRIDORS***

Current utility corridors would remain the same. No utility lines currently present would be removed. In an effort to restore the wilderness qualities to the extent possible, all existing overhead utility lines would be buried as funding permits. As new technology becomes available, old utilities would be removed. Ideally, any new utility lines would be buried.

## **ALTERNATIVE B: NATURALIZE AND RESTORE**

### ***INTRODUCTION***

Alternative B would reduce the visual and physical effects of modern, non-historic development within Capitol Reef National Park, restoring natural and historic conditions wherever possible. Under this alternative, many facilities related to park operations would be eliminated or relocated outside of park boundaries. This would include dozens of structures, such as Sleeping Rainbow Ranch, Peek-a-boo trailer, The Post Corral, and non-historic homes in the Fruita area. Retaining wilderness qualities and restoring the Fruita rural historic landscape to more closely resemble its pre-1945 state would be the highest priorities of this plan. Essential services providing for the health and safety of visitors would be maintained, but many

interpretive and some recreational services would be curtailed.

## ***VISITOR EXPERIENCE***

### **Hiking and Recreation Opportunities**

The Fruita campground, including both the 71-site camping area and the group camping area, would be eliminated, and the site restored to fields, orchards, and native vegetation. Eliminating the impact of overnight use would help re-establish the natural riparian area along the Fremont River, and some of the character of old-time Fruita would be restored. No overnight camping facilities would be provided in Fruita Valley. Instead, visitors would be directed to campgrounds located outside of the park boundaries. The Cedar Mesa and Cathedral campgrounds would also be closed.

The existing trail system in the rural developed zone would be upgraded or minimally expanded to provide better handicap accessibility. Trails would provide the opportunity to enjoy and learn about natural and cultural history, with the help of printed trail guides and information available at the visitor center. Signage would be reduced and wayside exhibits would be removed to provide a more natural experience.

Most of the park's day-use trails are located in the threshold zone. These trails would be minimally maintained at current levels. Self-guided tour posts such as those found along Scenic Drive, roads in the Waterpocket and Cathedral Districts, and on the Hickman Bridge Trail would be removed.

Backcountry trails and routes in the semi-primitive and primitive zones would receive

minimal maintenance. Overnight use of horses and pack animals would be prohibited to better protect fragile resources.

### **Interpretive Services**

The modern amphitheater located near the Fruita campground along the Fremont River would be removed. Interpretation would be provided at the visitor center and through ranger-led walks and talks. On-site interpretive tools such as wayside signs would be removed to restore a more natural setting. Wayside exhibits and signs would be retained only along paved roads.

### **Visitor Use**

Under this alternative, the present visitor center would be retained and remodeled, but not expanded. The National Park Service would pursue the development of an interagency visitor center and administrative site to be located outside the park. This interagency center would become the primary visitor contact station for Capitol Reef, serving both orientation and interpretation functions.

Individual and group camping opportunities would no longer be available in the Fruita area. Camping and picnic areas would be naturalized. Fewer opportunities for visitors would result in less visitor use and reduced impacts to the rural cultural landscape. A mandatory allocation system for backcountry use or other recreational activities may be implemented if impacts to park resources or visitor experience exceed standards. These standards would be established by the VERP process. Permits would still be required for all visitors spending the night in the backcountry. No new roads or trails would be considered.

### **Access**

Generally, access would remain unchanged, with primary transportation arteries such as SR 24, Notom Road, Burr Trail, and Scenic Drive remaining open. Nine spur roads within the park would be closed, making access to primitive and semi-primitive zones more difficult. Seasonal trail closures for resource protection may affect access to certain areas, principally in the threshold zone.

### ***NATURAL RESOURCES MANAGEMENT***

Plant and animal species would be frequently monitored in all zones, and baseline inventories of plant and animal species would be compiled for the whole park. Ecosystem processes would be maintained and restored, with exotic species aggressively managed to prevent their continued spread. Research and monitoring of threatened and endangered species would be increased, with sensitive areas closed when monitoring data show them to be suffering significant impact from visitation or natural causes. The National Park Service would continue to support appropriate scientific research consistent with the management goals detailed in this alternative. Native species re-introductions, such as the desert bighorn sheep program initiated in 1996, would continue.

Interagency coordination of ecosystem management would be strengthened for Capitol Reef and the public lands surrounding it, enhancing genetic diversity.

Preservation of night sky visibility, protection of air quality, and noise monitoring would become higher priorities. Protection of the Class I Airshed over the park would be enhanced through increased

monitoring of air quality. Capitol Reef would ensure that ambient noise levels would not exceed existing natural conditions, and would initiate a natural quiet monitoring program. Spectacular night sky vistas, natural quiet, and air quality would all be enhanced by removing structures and facilities (including the Fruita campground), diminishing traffic, and prohibiting new development in the park.

Maintaining park water rights and systems is a priority of this plan. Major water sources within the park, including perennial streams and waterpockets, would be closely monitored to ensure good water quality. The National Park Service previously undertook an analysis of Wild and Scenic River eligibility for water courses found within the park. The National Park Service, in conjunction with its interagency partners, would continue efforts to obtain Wild and Scenic River designations for the Fremont River, Oak Creek, Pleasant Creek, and Halls Creek.

Cattle grazing at Capitol Reef is regulated by public law. To better control livestock-related impacts to its resources, the park would assume from the Bureau of Land Management complete management of grazing within Capitol Reef's boundaries. This would include administering permits and preparing allotment management plans. Within the framework of existing legislation, the National Park Service would continue to support "willing-seller" buyouts of AUMs on grazing allotments within the park. Areas where grazing is eliminated would change from semi-primitive to primitive zone management. Any proposals for changes in trailing would be evaluated according to legislative, National Historic Preservation Act, and

National Environmental Policy Act requirements.

In the rural developed zone, natural values would be enhanced to complement the rural character of the historic district. After years of development, agricultural activities, and concentrated recreational use, natural areas in this zone are more disturbed than in any other part of the park. Areas such as the Fruita campground and picnic areas, which have been disturbed by recent, non-historic activities, would be naturalized to the extent possible and the riparian corridors created by the Fremont River and Pleasant Creek protected more stringently. Exotic pest species would be eradicated.

Currently, lands within the primitive and semi-primitive zones and much of the threshold zone are managed as designated wilderness under the 1974 Wilderness Proposal for Capitol Reef National Park. This alternative would continue this practice as directed by National Park Service policy, and would preserve the park lands through aggressive resource management and protection. The primary focus would be management actions for resource protection, resulting in diminished visitor services and use.

Although development consistent with necessary utilities is found in the utility corridor zone, efforts to preserve wilderness qualities here would be heightened. Overhead utility lines would be buried as funding permits, and all new lines would be buried. As new technology becomes available, obsolete and unused utility structures would be removed.

## ***CULTURAL RESOURCES MANAGEMENT***

The Fruita Rural Historic District would be restored more nearly to its historical condition by removal of many modern buildings, structures, and other developments. Existing historic buildings that have been modernized for use as offices or other purposes would be restored, maintained, and interpreted. Previously restored historic buildings would continue to be maintained and interpreted. The Brimhall and Sprang houses, which are not of the historic period, would be removed and their sites naturalized.

Historic orchards would be maintained, allowing for crop rotation and/or removal of diseased trees as necessary. Modern orchard fencing and other protective devices that were not present historically would be removed. The size and distribution of Fruita's deer and marmot populations, which damage orchard trees, would be reduced to minimize such damage.

Ongoing archeological survey would continue to inventory and document archeological and historic sites in every zone. Throughout the park, National Register-eligible cultural resources and those that have yet to be evaluated would be protected through rigorous monitoring and patrol, the park's established policy of not disclosing archeological site locales, and through educational programs. Significant resource impact, as determined by monitoring data, would warrant closure of the affected areas.

Structures related to grazing, mining, and water management would be evaluated for National Register eligibility. Non-eligible buildings and structures would be removed and their sites naturalized; eligible structures would be stabilized and protected.

All proposed actions would be undertaken in consultation with the appropriate ethnographic communities, including American Indian tribes and the local Mormon community.

Options for consolidating museum collections at the Western Archeological & Conservation Center or other NPS-approved facility would be explored. Museum objects not on exhibit would be moved to that facility for long-term storage.

## ***PARK OPERATIONS***

### **Facilities**

Concession services would not be permitted within the park.

Within the rural developed zone, preservation and appropriate interpretation of the Fruita Rural Historic District is a priority. Based upon this aim, a number of buildings (e.g., administration and resource management) would be relocated outside the park in order to open up the Fruita landscape and enhance its rural character. The Fruita campground, amphitheater, and temporary office facilities in the headquarters area would be removed, and their sites would be rehabilitated and restored. Most of the existing permanent employee residences would be removed, with seasonal employees, volunteers, and researchers required to seek housing outside the park. Residences necessary for

housing emergency services personnel would be retained.

To accomplish the mission of this alternative, buildings and structures of Sleeping Rainbow Ranch would be removed and the sites naturalized. Although the area was first homesteaded as early as 1877, none of the original buildings survive intact. Extant buildings and structures have been extensively remodeled, repaired, and otherwise changed, losing most of their historical integrity in the process. Because they are no longer historically significant, and because they are deteriorated, those buildings and structures would be removed and the sites would be naturalized.

A trailer and outbuildings used by staff and researchers in the Peek-a-boo area, near the Burr Trail Road switchbacks, would be removed and the sites naturalized.

### **Maintenance**

Maintenance activities would continue in the park as necessary to maintain existing infrastructure. In this alternative, infrastructure would be greatly reduced; therefore, maintenance activities and requirements would be scaled accordingly and likely reduced from existing levels.

### **Staffing**

The park would provide increased ranger patrol coverage and systematic monitoring to ensure resource protection, and to enforce any potential area closures instituted to protect natural or cultural resources. Completion of the VERP process and the associated long-term monitoring of impact indicators would necessitate additional funding/staffing to assure the implementation of this alternative. Because of the increased

emphasis on resource protection prescribed by this alternative, these staffing increases might be attained through reallocation of funds from other park divisions, which would potentially lead to diminished visitor services. Further, removal of numerous park facilities would reduce the need for maintenance-related staffing.

Projected additional staffing needs for implementing Alternative B are: Management/Administration, 1 FTE; Visitor & Resources Protection, 2 FTE; Interpretation, 1 FTE; Resources Management & Science, 5 FTE; Buildings & Utilities, 0.5 FTE; and Roads, Trails, and Cultural Landscapes (orchards), 0 FTE. In all, the equivalent of 9.5 new full-time positions would be needed to implement this proposal.

## ***ROADS***

Under this proposal, the following roads within the park would be closed to all motorized vehicles and bicycles:

- Grand Wash
- Temples of the Sun and Moon access
- Gypsum Sinkhole
- The Post spur (leading to The Post trailhead)
- Oak Creek spur
- Upper Muley Twist access
- Lower South Desert Overlook
- Peek-a-boo access
- Capitol Gorge

These roads would be naturalized, but would remain open to hiking. All of the proposed road corridor closures are located within the primitive, semi-primitive, and threshold zones. Areas where road closures would occur would be subject to the management objectives governing those

zones. Frequent and systematic patrols would ensure the protection of wildlife and wilderness qualities in these areas. Additionally, service roads within the park would be reviewed for closure.

Currently, the state maintains SR 24 through the park. To improve visitor safety and protect natural areas, the National Park Service would work with UDOT to develop a Memorandum of Understanding addressing road management and maintenance issues.

## ***UTILITY CORRIDORS***

The utility lines currently extending to Sleeping Rainbow Ranch would be removed and naturalized, and would be subject to the management objectives governing the semi-primitive zone. Other existing utility corridors would remain unchanged. Any new utility lines within these corridors would be buried.

## **ALTERNATIVE C: CONTINUE IMPLEMENTATION OF 1982 GMP**

### ***INTRODUCTION***

Alternative C continues the management actions outlined by the 1982 General Management Plan for Capitol Reef National Park. Some of the actions proposed by this plan were never implemented and represent an increase in development over current conditions. Expansion and development are proposed for the Fruita and headquarters area, which is now a National Register historic landscape. Additionally, the wilderness character of the park's backcountry would be altered by the

developments submitted in this alternative. This plan did not address carrying-capacity issues and would not implement the VERP process.

## ***VISITOR EXPERIENCE***

### **Hiking and Recreation Opportunities**

The picnic areas and the Fruita, Cedar Mesa, and Cathedral campgrounds would be retained. During peak seasons, the Fruita campground fills nightly. Although it was expanded in 1986 to 71 sites, 29 additional sites are proposed along with accompanying vegetative screening. The National Park Service would continue to refer visitors to campgrounds outside the park when the Fruita campground fills. No camp store or other concession facility is proposed for the Fruita area.

In addition, a new primitive 10- to 20-site campground has been proposed for a pinyon/juniper woodland near the western boundary of the park on the Burr Trail Road. A short walk from the campground would offer spectacular views of the Waterpocket Fold and the Henry Mountains. Cedar Mesa campground would be retained at its current size, and a two-site equestrian campground and a small corral would be constructed at Pleasant Creek. Interpretive exhibits would be provided at the trailhead. No employee housing areas or other campgrounds are proposed for the Pleasant Creek area.

There is the potential for a variety of hikes, ranging from a short day-trip along Pleasant Creek to a cross-country backpack trip along Sheets Gulch or Oak Creek. Hikers could follow natural landforms or cairned routes. Equestrian use in the Pleasant Creek area may be possible, particularly for destinations outside the

park such as Tantalus Flats. Trailhead parking would be added at Pleasant Creek to encourage both day and overnight hiking trips.

In addition to maintaining trails and routes in the South (Waterpocket) District of the park, this alternative proposes construction of a new, one-mile trail originating at Bitter Creek Divide with a spur trail to the Oyster Shell Reef. These trails would guide visitors to areas of geological interest.

### **Interpretive Services**

Current visitor center exhibits are outdated and, in some cases, contain misleading information. Exhibits have not changed for many years, which is damaging to the display artifacts and unresponsive to the needs of the public. These exhibits would be redesigned and expanded to provide a more complete overview of Capitol Reef's natural and cultural history. The existing slide program would be replaced with a 4- to 5-minute, visitor-activated film. The information/orientation function of the present program could be accomplished with exhibits. Nine new orientation wayside exhibits are proposed within the Fruita area.

A proposed new ranger station in the park's South (Waterpocket) District would provide visitors with information, orientation, and interpretive materials. The station would be staffed just part of the year and would utilize outside exhibits. Interpretive waysides at the trailheads would provide information and address safety issues regarding each hike. No roads would be closed.

### **Visitor Use**

Under this plan, the present visitor center would be retained as the primary visitor

contact point. A 3,340-square-foot addition would expand office, exhibit, and sales space and add curatorial storage, administrative offices, and a multi-purpose room. Total cost of the expansion would be \$1,300,000.

A second visitor contact station would be built along the Burr Trail. Permits would still be required for all visitors spending the night in the backcountry. Expansion of the Fruita campground and addition of new campgrounds along the Burr Trail and at Pleasant Creek would increase overnight use of the park.

### **Access**

Five-car parking areas would be constructed at the intersections of the Notom Road with Burro Wash, Cottonwood Wash, Five-Mile Wash, and Sheets Gulch.

In the park's North (Cathedral) District, parking for five vehicles would be provided at the Middle Desert Overlook trailhead, but no other parking areas would be constructed.

### ***NATURAL RESOURCES MANAGEMENT***

Resource management objectives for this alternative apply to the whole park and would restore or maintain the landscape in pristine condition and minimize the impact of human activities outside of the historic district and other protected cultural sites.

Research would be conducted on vegetative distribution, and areas disturbed by human activities would be monitored. Areas under continual use, such as grazing allotments, historic farmlands, and visitor use areas, would be monitored to establish trends and

identify early warning signs of significant deterioration of natural resources. Every effort would be made to restore natural areas once subject to intensive disturbance, outside of the historic district. Special attention would be given to preserving vegetative habitats that contain uncommon species or that are of special interest, such as riparian communities. A complete taxonomic inventory of the park is proposed with the aim of documenting the existence and distribution of threatened and endangered plant species.

Information would also be gathered on wildlife distribution, life history, community ecology, population trends, required habitat, seasonal population changes, density, interpretive values, and endemic vertebrates. The park would survey for terrestrial and aquatic invertebrates, and develop an information base. The extent, characteristics, and health of aquatic resources would be evaluated.

A comprehensive surface and subsurface water study of springs, seeps, creeks, waterpockets, and other water sources would provide information on factors of flow, periodicity, water chemistry, and potability. Air quality would be monitored through daily measurements of visibility from designated observation points.

### ***CULTURAL RESOURCES MANAGEMENT***

There are many sensitive cultural resources, both historic and prehistoric, within the park. This alternative emphasizes protection of these resources through visitor education and interpretation. The parkwide survey project now underway would be completed. Regular and frequent patrols, monitoring,

and public education would be undertaken to protect these sites. Any new development site planning would avoid significant archeological, ethnographic, or historic resources.

A number of new developments, which could directly or indirectly affect cultural resources, are proposed throughout the park; these are detailed in the facilities section below.

Orchards planted by the Mormon pioneers would continue to be maintained to provide visitors the opportunity to pick fruit in season. Non-historic fencing and other issues concerning the orchards would be addressed by a park orchard management plan.

Museum collections storage would be incorporated into the proposed visitor center expansion. Curatorial work space would be designated as part of adaptive use of existing facilities.

Although the 1982 GMP does not address consultation issues, consultation with Indian tribes and other affected communities is required by law and/or NPS policy. Therefore, all proposed actions would be undertaken in consultation with the appropriate ethnographic communities.

## ***PARK OPERATIONS***

### **Facilities**

Visitor facilities and recreational opportunities are formalized around Fruita. For the vast majority of park visitors, who are unable or unwilling to travel into the outlying backcountry, the visitor center provides interpretation of the whole park. Interpretive media at the visitor center include exhibits, an orientation slide

program, and publications sold by the Capitol Reef Natural History Association.

The park's current visitor center is too small to accommodate increasing numbers of visitors. More space is needed for the main park files, museum storage, administrative offices, sales, and exhibit space. A proposed 3,440-square-foot addition to the existing visitor center and a rearrangement of functions would alleviate these problems.

Visitor center parking facilities would also be expanded, providing 10 additional head-in spaces for passenger vehicles and 10 larger spaces for recreational vehicles, trailers, or buses. The entrance road would be re-aligned to accommodate parking lot expansion. Additionally, a unisex, wheelchair-accessible restroom and a first-aid room would be constructed adjacent to the visitor center in an architecturally complementary style.

The foot trail that presently runs from the visitor center to the campground would be extended to form an approximately two-mile loop encompassing Inglesby Picnic Area, the Fruita schoolhouse, and the SR 24-petroglyph panel. The completed trail would offer a leisurely way for pedestrians to experience the historic area. Paved trails would be provided where heavy foot traffic is anticipated, and visitors would be encouraged to stay on maintained trails.

Existing non-historic structures in Fruita would continue to be maintained for use as housing, office, or storage buildings. One exception is the former Sprang residence, which would be razed because it currently is unsuitable for residential use and is incompatible with the historic, pastoral

setting. Utility lines serving the house would also be removed.

Development proposed for the South (Waterpocket) District would be concentrated in the Burr Trail/Notom Road area. It would include trails, a road, parking areas, a campground, ranger station, accompanying employee housing, and a utility area. Most development would be contingent upon road improvements and a significant increase in visitation as documented by monitoring. Personnel would be required to live on-site to prevent resource damage such as off-road driving and other illegal practices, to respond to emergencies, and to perform minor maintenance. Development of a new ranger station in the South District of the park would necessitate support facilities in the nearby area. A well would be established at the present site of the Peek-a-boo trailer and water would be hauled from there to the campground, ranger station, and housing/maintenance area. The housing area would be located approximately one mile west of the Burr Trail switchbacks. The facility would consist of one house, one duplex, and a three-bay storage/work space/garage area. A power line would run from a generator installed at the Peek-a-boo site.

No new facilities are proposed for the North (Cathedral) District of the park. The Cathedral campground would be retained and maintained in its present primitive condition. No new campgrounds are proposed for the area.

### **Maintenance**

Maintenance activities would continue in the park as necessary to maintain existing infrastructure. In this alternative, infrastructure is greatly increased;

therefore, maintenance activities and related work requirements would increase from existing levels. The number of trails requiring maintenance would be greater.

### **Staffing**

Detailed staffing plans were not addressed in the 1982 plan. However, proposed developments in the South District and elsewhere would necessitate a significant increase in staffing and associated operating costs. The proposal would require more personnel to staff and maintain the new buildings, roads, trails, and campsites, as well as additional protection and resources management staff to monitor the impacts resulting from those developments.

Projected additional staff needs to implement Alternative C are: Management/Administration, 0 FTE; Visitor & Resources Protection, 2 FTE; Interpretation, 1 FTE; Resources Management & Science, 5 FTE; Buildings & Utilities, 1 FTE; and Roads, Trails, & Cultural Landscapes, 2 FTE. In sum, the equivalent of 11 new full-time positions would be required to implement the proposals of Alternative C.

### **ROADS**

A new alignment of the entrance road to campground loops A and B is proposed. Better access would be provided for the campground, and the old entrance would be transformed into a 10-vehicle parking area for the Cohab Canyon trailhead.

Paving the Goosenecks road is proposed, increasing the potential for viewing and interpreting the scenic geologic feature. The characteristics of the intersection of this road with SR 24 would be studied to determine if re-alignment is necessary for

safety or other reasons. The Fremont River bridge near the picnic area would be widened to accommodate increased traffic and to enhance safety.

It is not the aim of this alternative to finance improvements of the through-roads in any backcountry areas of the park. Improvement of the roads would not be cost effective and would conflict with the National Park Service goal of retaining the primitive backcountry experience. However, some upgrades are proposed for roads that provide access to backcountry trailheads.

The existing access road to the Strike Valley viewpoint follows a wash and is suitable only for four-wheel drive traffic. This alternative proposes closure of this road and construction of a new gravel road, which would be accessible for all vehicles and would extend from the western boundary of the park on the Burr Trail down to Upper Muley Canyon. The road would be built to a standard equal to or lower than that of the Burr Trail Road, and would be wide enough to accommodate two-way traffic. A trailhead parking area for 10-15 vehicles, along with the half-mile trail to Strike Valley Overlook, would be improved. The first section of the current Upper Muley access road would become a trailhead parking area for 10-15 vehicles.

Improvement is also proposed for the access road leading to Halls Creek Overlook. The existing road is of a very low standard and requires improved drainage and a gravel surface to accommodate most vehicles.

There is no plan for road improvement in the Cathedral Valley or Hartnet areas.

## ***UTILITY CORRIDORS***

Identified utility corridors are SR 24 and the existing powerline corridor, which parallels SR 24. These corridors are otherwise not addressed in the 1982 GMP.

## **ALTERNATIVE D (THE NO-ACTION ALTERNATIVE): MAINTAIN VISITOR SERVICES AND PROTECT PARK RESOURCES**

### ***INTRODUCTION***

Under Alternative D, Capitol Reef would undergo no substantial changes in current management direction or visitor use. Management would continue to respond to visitor use and resource protection issues as appropriate, but without implementing the VERP process. The remaining infrastructure development provisions of the 1982 GMP would not be implemented. Visitor opportunities and development would remain concentrated in the Fruita area; most other areas of the park would retain their primitive condition. Current low levels of monitoring would be maintained; therefore, protection of the park's wilderness qualities would continue to be minimal. Interpretive services would also remain at their current level. Plans to expand the visitor center and adjacent parking would go forward, but no enhancement of visitor services is proposed.

### ***VISITOR EXPERIENCE***

**Hiking and Recreation Opportunities**  
Maintenance and patrol of trails within the Fruita area would continue at current

levels. Heavily used trails would not be improved and no new trails, routes, or trailheads would be added. The current bicycle-use policy would remain in effect, allowing visitors to ride bikes only on roadways and the trail between the campground and visitor center. No alterations to this policy or special provisions for bike use would be provided by this alternative.

Current guidelines for recreational stock use would continue, but no new developments to accommodate horse users would be implemented. Horse use in the Pleasant Creek area would be consistent with regulations governing the rest of the park.

Backcountry areas of the park, most of which are managed as designated wilderness under the 1974 Wilderness Proposal for Capitol Reef, would remain as primitive as possible under this alternative. As with current park policy, backcountry permits would be required and park regulations reviewed with hikers at the time of permit issuance.

No reduction or expansion of the 71-site Fruita campground is proposed. No new campgrounds are proposed for the backcountry areas of the park, and Cathedral campground in the Cathedral District and Cedar Mesa campground in the Waterpocket District would be maintained in their current state. Established backcountry trails and routes would be minimally maintained and no new signs would be added.

### **Interpretive Services**

Interpretive services would remain at current levels. The park would continue to offer evening programs at the amphitheater

during the visitor season and staff the visitor center during daytime hours. Outreach and educational programs offered outside the park would also continue. Plans to expand the visitor center would go forward and wayside exhibits would be maintained, but no new exhibits would be added.

### **Visitor Use**

Visitor use within Capitol Reef is concentrated in the Fruita area of the Fremont River District. Increases in visitor use would be permitted without regard to carrying capacity.

Some facilities are dated and overcrowded. Plans would continue to expand the visitor center and parking areas, but there are no plans for an interagency visitor center outside of the park.

### **Access**

Generally, access would remain unchanged, with primary transportation arteries remaining open. No existing roads would be improved (aside from routine or emergency maintenance in the event of flooding or other natural destruction). No new roads would be constructed and no new pullouts or parking lots would be situated in the park.

## ***NATURAL RESOURCES MANAGEMENT***

Through research, park managers would continue to develop an adequate database and in-depth understanding of the park's natural resources in order to chart credible, long-range management actions insuring resource protection. The park would continue to encourage professional research, and would work to prepare and implement practical operating plans to

catalog, protect, and interpret park resources on the basis of the best information available.

The park would maintain ongoing efforts to compile a baseline inventory of all plant and animal species in the park, and would support limited monitoring of plant and animal species. Exotic species would continue to be controlled in a limited manner, and native species re-introductions would continue. Threatened and endangered species would not receive increased protection under this plan. Monitoring would remain at current levels, which are limited due to a lack of personnel.

While the park would continue cooperative efforts with neighboring land management agencies to increase ecosystem protection, no interagency ecosystem management plans are currently in place. Aggressive pursuit of greater ecosystem management is not an aim of this alternative.

The park would continue limited, passive ozone testing. Proposals for scenic and military aircraft overflights would be evaluated on an individual basis, with the aim of preserving natural quiet. Water rights would continue to be protected through monthly monitoring of water flow, but water quality would not be monitored due to lack of personnel.

### ***CULTURAL RESOURCES MANAGEMENT***

The Fruita Rural Historic District would receive heightened interpretation and protection. Other structures within the park that are determined to be historic would continue to be maintained and utilized for appropriate functions. The Gifford farm

would continue serving an interpretive function, whereas the Holt house would continue to be used for administrative purposes. No changes are proposed for management of the historic orchards. Fencing and other protective devices would be added or removed as necessary.

No further changes, such as the removal of non-historic buildings, rehabilitation of historic buildings, development of interpretive trails, addition or enlargement of parking lots, or construction of visitor, maintenance, or administrative support facilities would occur.

The park would continue compilation of a comprehensive inventory of archeological sites within the park. At present, archeological sites within the park receive only limited monitoring. Monitoring would not increase under this proposal. Any new development in the park must avoid or mitigate archeological sites, as required by the National Historic Preservation Act. All proposed actions would be undertaken in consultation with the appropriate ethnographic communities, including American Indian tribes and the local Mormon community.

Museum collections would continue to be located in available space in the park headquarters area, as at present.

### ***PARK OPERATIONS***

#### **Facilities**

Efforts to relocate administrative facilities outside the park would not be undertaken. All elements of the present headquarters complex, including the visitor center, developed campground, newly expanded maintenance area, office area, and residential area would remain in place.

Uses for other non-historic structures throughout the park would be considered on an individual basis. The Brimhall house would continue to be used as volunteer housing, and the Sprang cottage would be used as an educational outreach center. The Peek-a-boo trailer facility in the Waterpocket District of the park would remain in place to be utilized by ranger and research staff. Sleeping Rainbow Ranch buildings and structures, which have had no maintenance for years, would continue to deteriorate. No adaptive use of those facilities would be undertaken unless outside funding were obtained.

Grazing and mining relicts determined unsafe would be posted with warning signs. Removal or stabilization of such structures is not planned.

Proposals to relocate the fee station would not be undertaken by this alternative, leaving the existing station in place.

### **Maintenance**

All existing facilities would be maintained at current levels. Few new facilities and trails would be constructed; therefore no increase in maintenance needs would be anticipated.

### **Staffing**

At present, Capitol Reef is currently allotted 39 FTEs. This staffing level, according to the 1996 Position Management Plan, is considerably below that needed to continue meeting current park operating needs on an ongoing, long-term basis.

Despite these identified needs, Alternative D proposes to leave staffing at current levels. The public could expect National Park Service ranger patrol presence in the Cathedral and Waterpocket Districts to remain at current levels, despite increasing visitation.

### ***ROADS***

Roads accessible to the public would remain open under this plan, but no new roads would be added. Road maintenance would continue at current minimal levels, with no improvements made to road surfaces.

### ***UTILITY CORRIDORS***

Utility corridors would remain unchanged by this alternative. All new utility lines would be buried.

**ALTERNATIVE CONCEPTS SUMMARY**

	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>
<b>GENERAL CONCEPT</b>	<b>Preserve and enhance the wilderness qualities of the park and protect cultural resources</b>	<b>Reduce the visual and physical effects of modern human development</b>	<b>Continue actions prescribed by the 1982 General Management Plan</b>	<b>Maintain visitor services and protect park resources at current levels</b>
<b>VISITOR EXPERIENCE</b>				
Fruita campground	Retain current 71-site Fruita campground with no reduction or expansion (partial site expansion completed in 1986)	Remove Fruita campground	Fruita campground expanded by 29	Fruita campground retained
Backcountry campgrounds	Retain Cathedral and Cedar Mesa campgrounds	Eliminate Cathedral and Cedar Mesa campgrounds	Same as A	Same as A
Fruita trails	Expand and improve the trail system in Fruita and provide better handicap accessibility	Limited new trails in Fruita	New 2-mile loop in Fruita, new trail at Bitter Creek Divide, new routes to Sheets Gulch and Oak Creek	Same as B
Trail maintenance	Current trails maintained at higher levels	Current trails maintained at minimal levels	Pave heavily used trails	Same as B
Pleasant Creek trails	No formal trails or trailheads	Same as A	Formalize trailhead at Pleasant Creek	Same as A
Bicycle use	Explore options for accommodating bike use	No special provisions made for bike use	Not addressed	Same as B
New campgrounds	Explore options for RV camping sites for volunteers	No new campgrounds are proposed	New primitive campground near the park boundary on the Burr Trail; construct a 2-site equestrian camp and corral at Pleasant Creek	Same as B

**ALTERNATIVE CONCEPTS SUMMARY**

	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>
Stock use	Evaluate impacts of recreational stock use with VERP monitoring	Further limits on stock use	Recreational stock use continues; add Pleasant Creek horse camp	Continue stock use but no developments planned
Off-site interpretation	Increased off-site interpretation using various means	Same as A	Not addressed	Same as A
Amphitheater	Amphitheater retained	Amphitheater removed	Same as A	Same as A
Interpretation	Interpretive services focused at visitor center and amphitheater	Interpretive services focused at visitor center	Increase visitor services at visitor center and throughout park	Maintain current interpretive services
Wayside exhibits	Wayside exhibits only in road corridors and rural developed zone	Same as A	Nine new waysides in rural developed zone; new waysides at several trailheads throughout park	No new waysides; current waysides maintained
Signage	Limited increases in signage where warranted	Signage reduced and guided tourposts on trails removed	Increase signage throughout park	Maintain signage at current levels
Pre-trip information	Increase pre-trip information for backcountry users	Same as A	Not addressed	Maintain existing levels of pre-trip information
Visitor center	Expand visitor center by 8,100 square feet and modernize exhibits	Remodel visitor center with no expansion and no additional parking	Smaller, 3,440-square-foot expansion of visitor center; modernize exhibits	Same as C
Restroom	Modernize restroom facilities	No additions to visitor center complex area proposed	Build a unisex restroom and first aid center adjacent to the visitor center	Same as B
Visitor center parking	Expand visitor center parking area	No expansion of parking area	Same as A	Same as A

**ALTERNATIVE CONCEPTS SUMMARY**

	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>
Interagency visitor center	Explore development of an interagency visitor center and offices to be located outside the park	Develop interagency or park visitor center and office complex outside the park	Not addressed	No interagency visitor center planned
<b>NATURAL RESOURCES MANAGEMENT</b>				
Wilderness Areas	Areas nominated for wilderness designation managed as designated wilderness	Same as A	Same as A	Same as A
Species inventories	Compile baseline inventories of all species in the park	Same as A	Same as A	Same as A
Species monitoring	Increase plant and animal species monitoring programs using VERP protocols	Same as A	Not addressed	Continue limited plant and animal species monitoring
Research	Increased research for T&E species and monitoring implemented; closures when absolutely necessary	More research on T&E species; area closures routinely used to protect species	T&E species monitored	Limited T&E species monitoring and research
Native species	Continue appropriate native species re-introductions	Same as A	Not addressed	Same as A
Exotic species	Control spread of exotic species to minimize impact	Aggressively remove exotic species	Conduct research on exotic species distribution	Limited control of exotic species
Ecosystem management	Increased interagency ecosystem management	Same as A	Park viewed as distinct entity	Continue cooperative efforts with neighboring agencies
Air quality and night sky	Air quality and night sky vistas preserved; increased monitoring	Air quality and night sky vistas improved by reducing in-park sources of light and air pollution	Air quality preserved; daily monitoring of visibility	Continue limited air quality surveying for ozone

**ALTERNATIVE CONCEPTS SUMMARY**

	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>
Water quality	Water rights and quality preserved; expanded monitoring	Same as A	Comprehensive study of all water sources	Water rights preserved; limited water quality monitoring
Noise	Implement noise monitoring	Reduce noise pollution through removal of campgrounds and other facilities	Not addressed	Same as A
Grazing	Grazing program managed by park with BLM assistance	Grazing program managed by park	Grazing program managed by BLM	Grazing managed by BLM with park assistance
<b>CULTURAL RESOURCES MANAGEMENT</b>				
Archeological monitoring	Archeological sites protected through increased patrols, monitoring and public education	Same as A	Same as A	Maintain site monitoring at current levels
Site closures	Institute closures for archeological sites where indicated by VERP monitoring	Same as A	Avoid or mitigate archeological sites for new development	Same as C
Evaluations	Grazing and mining relicts evaluated for preservation or removal	Remove non-historic grazing and mining relicts	Identify unsafe grazing and mining relicts with warning signs	Same as C
Orchards	Orchard Plan developed; continue to fence orchards or remove fencing as necessary; wildlife damage controlled as in past	Modern orchard fencing removed; reduce populations of wildlife which damage orchards	No changes proposed in orchard management	Continue to fence orchards or remove fencing as necessary; wildlife damage controlled as in past
Fruita Plan	Fruita Interpretive and Cultural Resources Plan guides management of the rural historic landscape and reuse of buildings	Fruita landscape enhanced by removing modern buildings and structures	Fruita Plan not addressed	Same as A

**ALTERNATIVE CONCEPTS SUMMARY**

	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>
Sprang Cottage and Brimhall House	Sprang Cottage becomes educational outreach center	Sprang Cottage and Brimhall House removed	Same as B	Sprang Cottage and Brimhall House retained
Gifford, Holt Houses	Gifford and Holt Houses retained and maintained	Same as A	Same as A	Same as A
<b>PARK OPERATIONS</b> Expand VC	Expand visitor center by 8,100 square feet and modernize exhibits	Remodel visitor center with no expansion; no expansion of parking area	Smaller, 3,440- square-foot expansion of visitor center; modernize exhibits	Same as C
Off-site visitor center	Explore development of interagency visitor center to be located outside park	Develop interagency or park visitor center or office complex outside the park	Not addressed	No interagency visitor center planned
Off-site facilities	Pursue eventual relocation of some office and maintenance facilities outside park; replace temporary offices and trailers	Relocate most offices and some maintenance facilities outside of park	Expand office and maintenance facilities; screen expansions	Retain maintenance facilities
Government residences	Long-term phase out of government residences except for emergency personnel	Initiate removal of housing for all non- emergency park employees	Retain current housing area	Same as C
Fee station	Explore alternatives for collecting a park-wide entrance fee; no new fee station in the historic district	Maintain current self-pay fee station on Scenic Drive	Same as B	Same as B
Concessions	Concession services considered for alternative transportation system for Scenic Drive and bikes	Concession services not permitted in park	No new concession services proposed	Same as C
Sleeping Rainbow Ranch	Development Concept Plan prepared for Sleeping Rainbow Ranch	Sleeping Rainbow Ranch removed	Not addressed	No action on Sleeping Rainbow Ranch

**ALTERNATIVE CONCEPTS SUMMARY**

	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>
Sprang, Holt, Brimhall Houses	Sprang, Holt, and Brimhall Houses retained and made available for reuse	Sprang and Brimhall Houses removed	Remove Sprang House and utilities; retain Brimhall as housing	Same as A
Peek-a-boo facilities	Study recommended to determine necessary ranger presence in the Notom Road/ Burr Trail area and where to place related facilities, if needed	All support facilities for patrol staff removed in the Peek-a-boo area	Construct a ranger station/maintenance/ housing area in the Notom Road/Burr Trail area (including a well and powerline addition)	No development undertaken or planned for Notom Road/Burr Trail area; Peek-a-boo ranger station remains in place
Ranger patrols	Increase ranger patrol coverage in primitive and semi- primitive zones through staffing increases	Increase ranger patrol coverage in primitive and semi- primitive zones, (through staffing reallocations) if necessary	No increase in ranger coverage	No staffing increases anticipated
Parkwide staffing	Total 12 new FTE	Total 9.5 new FTE	Total 11 new FTE	No new FTE
<b>ROAD AND PARKING ISSUES</b>				
Road closures	No road closures proposed	Closures of the following spur roads: Grand Wash, Capitol Gorge, Temples of the Sun and Moon, Gypsum Sinkhole, The Post, Oak Creek, Upper Muley Twist, Lower South Desert, Peek- a-boo	Same as A	Same as A
Service roads	Review service roads for closure	Same as A	Same as A	Same as A
Parking	Reconfigure some parking areas within existing disturbed areas in Fruita	No expansion of parking areas	Expansion of visitor center parking area as well as trailhead parking for several locations	No planned expansion of parking areas

**ALTERNATIVE CONCEPTS SUMMARY**

	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>
Road issues	Develop a Memorandum of Understanding with Utah Dept. of Transportation regarding several road related issues	Same as A	Not addressed	Same as C
Goosenecks	Leave Goosenecks Road graveled	Same as A	Pave Goosenecks Road	Same as A
Scenic Drive	Suitability and Feasibility study done on possible alternative transportation system for Scenic Drive	Scenic Drive remains chipsealed	Plan recommended leaving Scenic Drive dirt	Same as B
Upper Muley access	Retain Upper Muley access road in minimally maintained state	Close Upper Muley access road	Construct a new gravel road from western park boundary on Burr Trail to Upper Muley trailhead; trailhead parking for 5-10 vehicles, close access road	Same as A
Halls Creek	Retain current access road to Halls Creek	Same as A	Improve access road to Halls Creek	Same as A
Trailhead parking	Visitors continue parking at park boundary on BLM land when accessing Burro Wash, Cottonwood Wash, Sheets Gulch, and Five-Mile Wash	Same as A	Construct 5-car parking areas at Burro Wash, Cottonwood Wash, Sheets Gulch, and Five-Mile Wash	Same as A
<b>UTILITY CORRIDORS</b>				
Bury utilities	Underground all existing utility lines as funding permits	Same as A	Leave lines above ground	Same as A
New utilities	Bury all new utility lines	Same as A	Not addressed	Same as A

# **BOUNDARY ADJUSTMENTS AND LAND PROTECTION**

Approximately 91 percent of Capitol Reef National Park's boundary abuts other federal lands that are managed by the U.S. Forest Service, Bureau of Land Management, or the National Park Service (Glen Canyon National Recreation Area). An additional 2 percent of park boundary is shared with privately owned property, and 7 percent abuts school trust lands managed by the State of Utah. School sections within National Park Service and U.S. Forest Service boundaries are currently under review as part of a larger federal/state land exchange process directed by Public Law 103-93.

While this plan does not propose major boundary adjustments, a thorough review of numerous relatively minor boundary adjustments was conducted as part of the planning process. The evaluative criteria for this review focused on the adequacy of the existing boundary in representing and preserving the geologic features of the Waterpocket Fold. Evaluation also was intended to ensure that the mission of the park (as defined in both the National Park Service Organic Act and Capitol Reef's enabling legislation) is met.

Although several areas (listed below) have been identified for potential inclusion, no urgent need currently exists to warrant active efforts for acquisition. The improved level of interagency coordination and consultation in recent years has brought about ecosystem management efforts and dialogue. As a result, these areas are receiving some protective consideration

relatively consistent with the park's mission. Should this situation change, the possibility of boundary adjustments may be appropriately revisited.

The following areas were identified for consideration and monitoring:

- Fremont River Gorge. The segment of the Fremont River extending from Capitol Reef's current west boundary toward SR12 (near Grover) encompasses the upper section of the Fremont River gorge. The segment, administered by the Bureau of Land Management, is part of a scenic canyon that bisects the park. The river canyon provides outstanding hiking and interpretive opportunities, includes valuable winter range for deer, and is an important watershed component. Previous proposals for development of hydroelectric facilities on this stretch of the Fremont River raised strong concerns over potential adverse impacts to downstream riparian values and related features within Capitol Reef. There are no current proposals for such a project on this segment of the river.
- Notom Bench. This area consists of a one- to two-mile-wide strip of land that lies between the Notom Road and the park's east boundary, extending from Cedar Mesa in the south to the Sandy Creek Benches in the north. Administered by the BLM, these 9,000 acres include spur roads that provide access to trailheads for Pleasant Creek, Burro Wash, Cottonwood Wash, Five Mile Wash, and Sheets Gulch. These are important access points to some extraordinary slot canyon hiking experiences. This land is also part of

the scenic viewshed of the Waterpocket Fold.

- Glass Mountain. A 300-acre transfer of BLM land in the park's Cathedral District was proposed in the 1982 General Management Plan. The purpose of this exchange was to add to the park the area near Glass Mountain (a mound of selenite crystals, which is at the park boundary) and several similar geological features. No federal exchange was undertaken, although a renewal of efforts to effect this very minor adjustment could be initiated.

The authority for interdepartmental land transfers to make minor revisions to the boundary of an area is contained in 16 U.S.C. at 4601-9. Boundary adjustments would be made only after an on-site investigation and survey for archeological resources, raptor habitat, and other natural resources. More resource data would be collected and further analyzed and the boundary specifically delineated before any action would be taken.

## **STATE SCHOOL SECTIONS**

The park contains within its boundaries 19,150 acres of state school sections. Both the surface and subsurface rights to all or portions of 33 sections at Capitol Reef are owned and administered by the State of Utah, for the benefit of the state and its public school system. These lands are subject to the provisions of the Act of December 18, 1971, Section 2, which states that "lands or interest therein owned by the State of Utah...may be acquired only with the approval of such State or political subdivisions." On October 1, 1993, Public Law 103-93 was passed to facilitate the

exchange of all state-owned school sections within units of the National Park System. This process may result in transfer of the state school sections within Capitol Reef to federal ownership. If this exchange is completed, it will likely occur during the life of this plan.

Meanwhile, these tracts will continue to be treated as inholdings that are administered by the State of Utah. The National Park Service will remain interested in the disposition of these lands and will work toward ensuring that management of those inholdings is compatible with park objectives. Beyond those efforts, management and disposition of the state school sections are largely the purview of other agencies.

## **PLAN IMPLEMENTATION AND DEVELOPMENT PHASING**

### **PARK OPERATIONS AND COSTS**

The gross costs associated with each alternative are presented, and reflect two types of spending: one-time capital investments and recurring costs. Capital investments include items such as visitor center improvements, which are essentially one-time expenditures, and which are usually contracted through a public bidding process. Funding for these items is provided by special National Park Service funding sources set aside for one-time projects, often related (but not restricted) to

facilities construction. Gross capital costs are composed of 20% planning expenditures and 80% project cost.

Recurring costs, on the other hand, are covered by park base funding. Base funding covers those recurring, annual expenditures (such as permanent staff salaries and facilities maintenance costs) that are necessary to accomplish day-to-day activities and goals.

Long-term, recurring expenditures have the greatest effect on local economies, given their cumulative effects through time. In fiscal year 1997, Capitol Reef National Park had a congressionally allocated base budget of \$1.451 million. The same year, visitors to the park spent over \$6.666 million and the Capitol Reef Natural History Association spent approximately \$506,000. The Money Generation Model estimates that expenditure of those combined funds by all parties supported nearly 240 jobs and resulted in over \$12 million of annual input to the local economy (Table 2).

While a one-time expenditure of \$1 million for a construction project may have the same immediate effect, it is just a single

contribution and does not help establish a stable, long-term economy over a period of many years. This lies in contrast to base budget expenditures, which (while small when compared to major capital expenditures) have a greater cumulative effect through the 15-year life of the General Management Plan.

Also, while one-time expenditures are contracted out to the private sector, those contracts may be awarded to businesses from anywhere in the region or across the country. As a result, the jobs created by one-time expenditures are not necessarily going to benefit directly those counties and gateway communities surrounding Capitol Reef. Rather, the economic benefits of these kinds of expenditures would likely be spread throughout the region.

As Table 2 shows, Alternative A proposes the greatest total of recurring expenditures, while Alternative B proposes the greatest total of one-time expenditures. The preferred alternative (Alternative A) ranks third among the four alternatives in total projected costs of proposed actions. There is not much variability among alternatives regarding additional employment opportunities in gateway communities.

**Table 2.  
Estimated Expenditures and Projected Economic Effects by Alternative**

Item	Existing Conditions			
	Park Tourism	Park Expenditures	Concessionaire Sales	Total
Total Estimated Expenditures	\$ 6,667,000	\$ 1,451,000	\$ 467,000	\$ 8,584,000
Jobs Created	187	41	13	240
Total Sales	\$ 9,334,000	\$ 2,031,000	\$ 653,000	\$ 12,018,000
Total Increased Tax Revenue	\$ 724,000	\$ 158,000	\$ 51,000	\$ 933,000

Item	Alternative A*		Alternative B*		Alternative C*		Alternative D*	
	Recurring Park Expenditures	One Time Park Expenditures	Recurring Park Expenditures	One Time Park Expenditures	Recurring Park Expenditures	One Time Park Expenditures	Recurring Park Expenditures	One Time Park Expenditures
Total Estimated Expenditures	\$ 500,000	\$ 5,000,000	\$ 440,000	\$ 9,000,000	\$ 400,000	\$ 7,500,000	\$ 0	\$ 4,200,000
Jobs Created	14	141	13	250	12	213	15	119
Total Sales	\$ 699,000	\$ 7,022,000	\$ 614,000	\$ 12,505,000	\$ 561,000	\$ 10,607,000	\$ 710,000	\$ 5,948,000
Total Increased Tax Revenue	\$ 54,000	\$ 545,000	\$ 48,000	\$ 970,000	\$ 44,000	\$ 823,000	\$ 55,000	\$ 462,000

\* Note: Figures presented are in addition to existing conditions.

There is considerable variability among alternatives, however, regarding regional economic benefits from capital expenditures. On the low end, Alternative D calls for approximately \$4.2 million of one-time expenditures, and on the high end, Alternative B calls for \$9 million in such expenditures. The preferred alternative (A) ranks third, with approximately \$5 million of one-time expenditures proposed.

## **PRIORITIES AND COSTS**

Phasing priorities, construction costs, and recurring costs for implementing each of the alternatives are summarized in [Table 3](#). The construction estimates include project planning, construction supervision, and contingencies in 1998 dollars.

## **FUTURE PLANS AND STUDIES**

Following is a summary of additional plans and studies that were identified in the preferred alternative and will be needed to fully implement the proposal.

- Visitor Experience and Resource Protection Plan. Completion of the VERP process involves ongoing field assessments in each zone and tailoring of management actions to achieve desired conditions within those zones. A list of measurable impact indicators for each management zone will be formulated, as well as a statement of desired conditions or standards for those indicators. For example, an impact indicator might include a visitor's reasonable expectation of encounters with other visitors while hiking the length of a trail, with the standard being an actual, acceptable

number of encounters with other hikers. Establishment of indicators and standards provides a measurement of conditions within each zone.

This critical stage of the VERP process provides real data on appropriate visitor use levels and impact on resources. If monitoring determines that resources are becoming degraded, or if there is a decline in quality of visitor experience, actions would be undertaken. These actions may include redirected use or limited access in an area. Other, more stringent measures might include temporary closure of an area or new permitting regulations.

It is anticipated that the VERP process would commence within two years following final approval of a GMP alternative. This process would be reviewed under National Environmental Policy Act (NEPA) regulations, and appropriate documentation will be prepared.

- Resource Management Plan (update). The park's Resource Management Plan was approved in 1993. Primary objectives of the plan focus on management and preservation of the park's natural resources through inventory, evaluation, monitoring, and education. Although the Resource Management Plan was developed to fulfill management goals outlined in the 1982 General Management Plan, its long-term focus also identifies current resource management responsibilities. During development of this General Management Plan, additional resource management objectives were defined. Depending on the alternative selected, these may be incorporated into an

updated Resource Management Plan, following approval of the General Management Plan.

- Backcountry Management Plan (update). The park's current Backcountry Management Plan is limited in scope. A more detailed backcountry plan may be developed over the next several years, and it will correspond to objectives outlined in the approved alternative of the General Management Plan.
- Long-range Interpretive Plan. Comprehensive interpretive planning was begun in 1996. This process will result in a Long Range Interpretive Plan, which describes how the National Park Service will provide visitors with information, orientation, and interpretation about Capitol Reef National Park. It provides both long-range and short-range views and deals

with all interpretive media and sources, including personal services. It analyzes needs, and recommends an array of interpretive services, facilities, and programs to communicate the park's purpose, significance, themes, and values. It describes desired visitor experiences and recommends appropriate means to achieve them while protecting and preserving park resources. Issues regarding accessibility for persons with disabilities will be addressed in more detail in the long range plan. This plan will be completed as a follow-up to the General Management Plan, in accordance with the selected alternative.

- Suitability/Feasibility Transportation Plan for Scenic Drive (as indicated).
- Development Concept Plan for the Waterpocket District (as indicated).

**Table 3. Phased Sequence of Actions and Costs (gross cost in thousands).**

**Immediate Priorities (within next five years)**

	ALT A	ALT B	ALT C	ALT D
Expand / Remodel VC	4,200	1,500	1,300	4,200
VERP planning and implementation	100	100		
VERP staffing needs (recurring cost)	257 per year	257 per year		
Fruita RCHD	700	200		
Fremont River District Development			620	
Resource Monitoring (recurring cost)			75 per year	
Removal/relocation of infrastructure		7,200		

**Long-term Priorities (after five years)**

Additional staffing needs	243 per year	183 per year	400 per year	
Interagency VC	? --	? --		
Cathedral District Development			5	
Waterpocket District Development			5,600	
<b>Total Gross Capital Costs by Alternative</b>	5,000,000	9,000,000	7,500,000	4,200,000
<b>Total Recurring Costs by Alternative</b>	500 per year	440 per year	475 per year	0 per year

# **AFFECTED ENVIRONMENT**

## **INTRODUCTION**

This section describes the natural, cultural, and socioeconomic resources at Capitol Reef National Park that will be affected by the General Management Plan. Later sections will discuss the impacts to these resources.

## **OVERVIEW**

### ***LOCATION AND REGIONAL CONTEXT***

Capitol Reef National Park is located in south-central Utah within portions of Emery, Garfield, Wayne, and Sevier Counties ([Maps 1, 3](#)). The park, surrounded by public lands, is adjacent to Dixie and Fishlake National Forests, the Henry Mountain Resource Area (BLM), the Grand Staircase-Escalante National Monument (BLM), and Glen Canyon National Recreation Area (NPS). Capitol Reef is only a few hours' drive from several national parks, including Zion, Bryce, Canyonlands, and Arches. Several state parks, including Anasazi Indian Village, Escalante Petrified Forest State Reserve, and Goblin Valley, are within a two-hour drive of Capitol Reef ([Map 2](#)).

### ***BRIEF DESCRIPTION OF THE PARK AND SURROUNDING AREA***

Capitol Reef National Park is a high-elevation, cold desert park lying within the heart of the Colorado Plateau. The park's boundaries were established to encompass most of the Waterpocket Fold, a 100-mile-long monoclinical uplift that has exposed

some 13 sedimentary formations. The fold's varied topographic features and wildlife attract sightseers, photographers, hikers, equestrians, writers, artists, scientists, and many others seeking to experience the solitude, quiet, and beauty of nature.

For administrative purposes, the park is divided into three districts: the Fremont River District (headquarters/Fruita), the Waterpocket District (formerly, South District); and the Cathedral District (formerly, North District). The Fremont River District includes the primary automobile access to Capitol Reef National Park, SR 24, which parallels the Fremont River and bisects the park. Most of the existing park facilities and developments are in this district. The Waterpocket and Cathedral Districts have few visitor facilities, and access is by dirt roads. Small, primitive campgrounds are located in both of the outlying districts ([Map 3](#)).

### **National Natural Landmark Status**

The National (NNL) Program was established by the Secretary of the Interior in 1962 to identify and preserve geological and ecological features that are significant examples of the nation's natural heritage. A portion of the Little Rockies, which are part of the Henry Mountains located approximately 20 miles east of Capitol Reef, was designated as a 32,640-acre natural landmark in May 1975 ([Map 2](#)). The mountains are significant because this is where geologists first studied and described laccoliths, a previously unknown igneous feature. The Little Rockies, then, are a classic, world-renowned geological locale.

## ***LAND OWNERSHIP AND USE***

Approximately 86 percent of the land in the immediate vicinity of the park is federally administered; about 8 percent is state-administered; and about 6 percent is in private ownership. Of the federal agencies, the Bureau of Land Management administers the majority of lands in Wayne and Garfield Counties. The National Park Service manages 13 percent of the lands in Garfield County and 20 percent of lands in Wayne County.

Much of the region (federal, state, and private) is agricultural, used for crops, livestock, and logging. Much of the surrounding federal and state lands are used for livestock grazing.

## **NATURAL RESOURCES**

### ***GEOLOGY AND SOILS***

Capitol Reef National Park is situated on a slope that drops rapidly in elevation from west to east. Over a distance of 15 miles, 11,000-foot-high mountains just west of the park drop to 4,000-foot-high valleys to the east. The elevation within the park varies from 8,960 feet to 3,880 feet.

The primary geological feature encompassed by Capitol Reef National Park is the Waterpocket Fold, which stretches for nearly 100 miles, from Thousand Lake Mountain in the north to Lake Powell in the south. The fold is a geological uplift, formed around 65 to 80 million years ago. A second feature for which the park is noted is Cathedral Valley, a flat valley punctuated with sheer sandstone spires and fins.

The Waterpocket Fold is deeply cut along its length with west-to-east flowing canyons. Between the canyons are undulating sandstone domes or tilted slickrock plates. Several north-south oriented valleys are present on the eastern side of the park. These valleys are usually less than a mile wide and are bounded by the Waterpocket Fold on the west and steep cliffs on the east. The dramatic scenery of Capitol Reef is the result of the erosion of the various rock layers during more recent geologic time.

Nearly 10,000 vertical feet of sedimentary rocks are exposed in and around Capitol Reef. The 13 identified rock formations were originally deposited about 270 to 65 million years ago under conditions varying from dry sand dunes to marine swamps. More recent volcanic activity formed lava dikes and sills in the northern end of the park. Debris flows from Boulder and Thousand Lake Mountains deposited volcanic boulders on top of the sedimentary formations through the northern and middle sections.

Soils at Capitol Reef were mapped by the Soil Conservation Service (SCS 1991). Thirteen different soil associations representing four general categories were documented. The four categories, which describe the physiographic and climatic setting of the soil, are: 1) valley bottoms, alluvial fans and terraces with very deep, well drained soil; 2) structural benches and valley sides with deep soils; 3) low benches, rolling hills, hillsides, escarpments, canyon sideslopes, and mountainsides with very shallow to very deep soil; and 4) high benches, mesas, mountains, and escarpments with very shallow to very deep soil. The 13 associations contain 36 different soil types

or series, and are primarily native, natural soils.

In the Fruita Valley, there are 68 acres of prime and unique agricultural lands. These lands are composed of orchards, pastures, and open fields, which are part of a National Register-listed cultural landscape. As such, these lands are protected under the National Historic Preservation Act, which limits development and use of the district. None of the proposed alternatives will affect these agricultural lands.

### ***VEGETATION***

Dominant vegetation communities at Capitol Reef are typical of the Colorado Plateau Physiographic Province. There are 34 plant communities identified, with 11 being unique or first described in the park (NPS 1993a). There are four badland types, three grassland types, seven upland shrub types, six pinyon-juniper types, five forest types, and nine wetland-riparian types. Due to the rapid elevation change, communities grade from one into another rather than existing as discrete units, except where soil texture or moisture change abruptly. Mapping of these plant communities is currently underway.

Four plant communities are of special concern because they are unique to the park, are vulnerable to disturbance, or are rare throughout their range. These communities are bristlecone pine-cushion plant community, waterpocket community, hanging garden community, and hornbeam-boxelder-oak woodland.

Over 900 species of vascular plants representing 352 genera and 86 families have been documented at Capitol Reef

(NPS 1993b). This flora is the largest documented at any national park on the Colorado Plateau. The reason for this large number of taxa is the variety of habitat types resulting from the different geologic substrates and the broad range of elevation. Many plant species are strongly associated with specific geologic formations.

### ***WILDLIFE***

There are over 300 species of mammals, birds, reptiles, amphibians, and fish found in Capitol Reef. Commonly seen mammals include mule deer, yellow-bellied marmots, bighorn sheep, and coyotes. Birds are most numerous in cottonwood and willow vegetation found along streams and perennial water sources. Reptiles are found throughout the park. The most common lizards are the side-blotched and sagebrush lizards, and the most common snakes are gopher snake and striped whipsnake. Amphibians are not common in Capitol Reef, being found only near streams, springs, and rock pools. Native and introduced species of fish are found here, in the Fremont River and Pleasant, Halls, Oak, and Sulphur Creeks.

Little is known about the invertebrates present in the park. Studies of the distribution of aquatic macroinvertebrates of Pleasant Creek provide a starting point on identification and inventory of these organisms.

### ***THREATENED, ENDANGERED, AND RARE SPECIES***

Capitol Reef has 13 federally listed plant and animal species, one candidate species covered by a conservation agreement, and 21 species considered sensitive by the NPS

(Table 4). This large number is primarily due to the geology and topography of the area.

Numerous geologic formations (each with its own range of soil moisture, soil chemistry, texture, and mineral composition) occur in narrow bands and at various elevation. This great variety of small habitats and unique growing conditions has provided niches for a large number of plant species with limited ranges. Capitol Reef contains populations of almost half of the 20 federally listed

plant species that occur in Utah. Currently, eight plants are listed and one candidate species is covered by a conservation agreement. For several of the 14 National Park Service-designated sensitive plant species, there are fewer than 5,000 individual plants known, and these are found primarily in Capitol Reef.

Peregrine falcons, spotted owls, and several bat species occur in the park because the secluded canyons offer crevices for nesting or roosting.

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**TABLE 4. Threatened, Endangered, Rare, and Sensitive Species at Capitol Reef.**

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**LISTED SPECIES:**

PLANTS

Barneby reed-mustard	( <u>Schoenocrombe barnebyi</u> )	Endangered
Dispain's cactus	( <u>Pediocactus dispainii</u> )	Endangered
Jones cycladenia	( <u>Cycladenia humilis</u> var. <u>jonesii</u> )	Threatened
Last Chance townsendia	( <u>Townsendia aprica</u> )	Threatened
Maguire's daisy	( <u>Erigeron maguirei</u> )	Threatened
Ute ladies'-tresses	( <u>Spiranthes diluvialis</u> )	Threatened
Winkler cactus	( <u>Pediocactus winkleri</u> )	Proposed Endangered
Wright fishhook cactus	( <u>Sclerocactus wrightiae</u> )	Endangered

BIRDS

Bald Eagle	( <u>Haliaeetus leucocephalus</u> )	Threatened
Mexican Spotted Owl	( <u>Strix occidentalis lucida</u> )	Threatened
Peregrine Falcon	( <u>Falco peregrinus</u> )	Endangered
Southwestern Willow Flycatcher	( <u>Empidonax traillii extimus</u> )	Endangered

MAMMALS

Utah prairie dog	( <u>Cynomys parvidens</u> )	Threatened
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**CANDIDATE SPECIES:**

PLANTS

Rabbit valley gilia	( <u>Gilia caespitosa</u> )	
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## **NPS SENSITIVE SPECIES:**

### PLANTS

Abajo daisy	( <u>Erigeron abajoensis</u> )
Alcove bog-orchid	( <u>Habenaria zothecina</u> )
Alpine greenthread	( <u>Thelesperma subnudum</u> var. <u>alpinum</u> )
Bicknell milkvetch	( <u>Astragalus consubrinus</u> )
Cronquist buckwheat	( <u>Eriogonum cronquistii</u> )
Harrison's milk-vetch	( <u>Astragalus harrisoni</u> )
Henrieville woodyaster	( <u>Xylorhiza confertifolia</u> )
Hole-in-the-rock prairieclover	( <u>Dalea flavescens</u> var. <u>epica</u> )
Johnston catseye	( <u>Cryptantha johnstonii</u> )
Panther milkvetch	( <u>Astragalus pardalinus</u> )
Paria spurge	( <u>Euphorbia nephradenia</u> )
Pinnate spring-parsley	( <u>Cymopterus beckii</u> )
Mussentuchit gilia	( <u>Gilia tenuis</u> )
Twin pod	( <u>Physaria acutafolia</u> var. <u>purpurea</u> )

### BIRDS

Western Burrowing Owl	( <u>Athene cunucularia hypugea</u> )
White-faced Ibis	( <u>Plegadis chihi</u> )

### MAMMALS

Small-footed myotis	( <u>Myotis leibii</u> )
Western big-eared bat	( <u>Plecotus townsendii</u> )

### REPTILES

Chuckwalla	( <u>Sauromalus obesus</u> )
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### FISH

Flannelmouth sucker	( <u>Catostomus latipinnis</u> )
Leatherside chub	( <u>Gila copei</u> )

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## ***WATER RESOURCES AND WETLANDS***

Perennial streams in the park are the Fremont River, Sulphur Creek, Pleasant Creek, Oak Creek, Polk Creek, and Halls Creek. Short sections of flowing water occur most years in Spring Canyon, Sheets Gulch, and Salt Wash. Isolated backwaters and old water channels occur along perennial streams and form marshy wetlands and pools. Numerous small rock

pools, called tinajas or waterpockets, occur in slickrock areas throughout the park. Many of these tinajas contain water year-round, but most are ephemeral.

Numerous small seeps and springs occur throughout the park. Seeps are present, usually at the base of hillsides or canyon sideslopes. Hanging gardens, established at seeps on canyon walls and in alcoves, are not common in Capitol Reef but do occur at

scattered locations in the southern half of the park.

Water quality in perennial streams is generally good. Natural water quality and flows in the Fremont River have been altered by irrigation diversion upstream and in Fruita Valley. Analysis of recent water quality data for the Fremont River and other perennial streams has not been completed. A study of water chemistry of waterpockets showed that water from these sources varies depending on mineralogy and the amount of surrounding vegetation. Most have high pH and good resistance to acidification.

The park currently has water rights assigned to Sulphur Creek, Fremont River, and Pleasant Creek. An adjudication of these and other rights is currently being jointly conducted by the State of Utah and the National Park Service.

### ***FLOODPLAINS***

Most drainages in the park are subject to summer flash flooding or flooding due to spring snowmelt. These floods occasionally close roads and hiking trails throughout the park, stranding visitors and park personnel for hours. A few times, floods have washed out highways and inundated buildings and campground sites. Heavily used roads and trails are marked warning visitors about the danger of flash floods.

The park has mapped 100-year, 500-year, and maximum probable floodplains for the Fremont River and Sulphur Creek in Fruita Valley (Berghoff 1995). Few facilities are located in the 100-year floodplain. Most administrative offices in the headquarters area and visitor service facilities along the Fremont River are within the 500-year floodplain. Five residences in the housing

area are within the maximum probable floodplain of Sulphur Creek. Floodplains in the remainder of the park have not been mapped.

### ***NOISE***

Natural quiet is a valuable resource often commented by visitors. In portions of the park along SR 24 and Scenic Drive, visitors hear frequent sounds from automobile traffic and other people. Once away from these heavily used corridors, non-natural sounds are infrequent and are primarily associated with high flying commercial aircraft. To date, no noise monitoring has been done in the park.

### ***AIR QUALITY AND SCENIC QUALITY***

The existing air quality at Capitol Reef is usually very good because there are no large sources of industrial pollution nearby. Particulate levels in the entire area are high at times due to windblown dust, typical for desert locations. Visibility from points within and around the park usually exceeds 100 miles. Visibility will decrease during times when climatic conditions allow increases in regional air pollution. Air quality on the Colorado Plateau is affected by wildland fires, power plants, mining operations, and urban smog from as far away as Los Angeles.

Capitol Reef does not have any permanent air-monitoring stations at this time. Passive ozone monitoring is done as part of a regional program, which will determine the best locations for siting permanent stations.

Capitol Reef is a Class I area under the Clean Air Act. Because of this mandatory designation, any major new air pollution

source anyone proposes to locate in the vicinity of the park, or an existing source which proposes a major expansion near the park, must submit a permit application to the state. That application in turn will be reviewed by the NPS Air Resources Division, which will then recommend to the state that the permit be revised, approved, or denied.

## **CULTURAL RESOURCES**

### ***ARCHEOLOGICAL RESOURCES***

#### **Paleo-Indian Period**

Although the dating is contested among archeologists, the earliest well-documented occupation of Colorado Plateau (and of North America) goes back at least 11,500 years Before Present (B.P.), to small, mobile bands of hunters. Their earliest weapons – large, fluted projectile points known as Clovis points – are found throughout North America, often in association with the skeletal remains of now-extinct Pleistocene mammals such as mammoths.

Several stratified and surface sites dating to Clovis and later Paleo-Indian Period occupations have been documented in southeastern Utah (Davis 1985, 1989; Davis and Brown 1986; Kohl 1991; Larsen 1990). Although just one incomplete, fluted point from Capitol Reef has been documented, several reportedly have been recovered from locations near park boundaries.

In addition, a number of localities in the area of Capitol Reef have yielded the remains or dung of Pleistocene mammoths. This, together with the archeological

evidence from surrounding areas, strongly suggests that conditions were favorable for Paleo-Indian occupation in the Waterpocket Fold, and that future discovery of late Pleistocene sites at Capitol Reef is a possibility.

#### **Archaic Period**

The transition from Paleo-Indian to Archaic lifeways occurred in Utah around 8,000 B.P., coinciding with the establishment of warmer, moister climatic patterns and extinction of Pleistocene megafauna. Archeologists working at numerous stratified and surface sites in Utah have documented Archaic cultural remains (e.g., Jennings 1966, 1978; Jennings et al. 1980; Schroedl 1976).

Capitol Reef's oldest, securely documented human occupation is represented by Archaic-style projectile point types at the higher elevations and along the rim of the fold, and by Barrier Canyon-style rock art in the Waterpocket and Fremont River Districts. Recent archeological survey in the park's Waterpocket and Cathedral Districts have also documented numerous Archaic-style point isolates and scatters (Brigham Young University's Office of Public Archeology, in prep.), and one investigator has reported possible Archaic-age campsites along a stream drainage in the park.

#### **Formative Stage**

The introduction of domesticated plants (corn, beans, and squash) from Mexico into the Southwest ultimately led people here to shift away from high residential mobility, to adopt sedentary or semi-sedentary settlement patterns, establish permanent villages, and rely increasingly on farming as a means of subsistence. These traits, as

well as the use of the bow and arrow (introduced from the north), characterize the Formative Stage of occupation in the Southwest and on the Colorado Plateau. For regional overviews, see Tipps (1988), Black and Metcalf (1986), and Bradley et al. (1986).

In southern Utah, two Formative Stage cultures, the Ancestral Puebloan (also called Anasazi) and the Fremont, appear to have coexisted for at least a few centuries. Sharing numerous general traits, the two groups were long considered to be variants of the same basic culture. Morss (1931) defined them as separate cultures on the basis of numerous diagnostic traits, including distinctive styles of pottery, rock art, architecture, basketry, and more. Both groups occupied the area around Capitol Reef at approximately the same time, although the Ancestral Puebloans may have been here somewhat earlier than the Fremont people. Artifacts diagnostic of the Ancestral Puebloans are predominantly found on the south end of the park, while those of the Fremont culture are found throughout the rest. Strains of maize typical of Ancestral Puebloan agriculture are found throughout the park, even in predominantly Fremont areas. Likewise, Fremont ceramics are sometimes found in Ancestral Puebloan sites.

Fremont occupational and petroglyph sites are relatively common at Capitol Reef, which is the type locale for the Fremont culture (Morss 1931). Fremont cultural remains documented in the park include masonry or wattle-and-daub granaries, slab-lined storage cists, pithouse depressions, rockshelter occupations with middens, campsites, and lithic and ceramic scatters.

Traits diagnostic of both Ancestral Puebloan and Fremont cultures disappear

from the archeological record throughout most of Utah by around A.D. 1350, for reasons that remain unclear. The “disappearance” issue is important not only for historical reasons, but also because it has implications for modern tribes that are descended from the Fremont and Ancestral Puebloan peoples.

More precise dating for these occupations is currently underway as part of the park’s Systemwide Archeological Inventory Program.

### **Late Prehistoric/Historic Periods**

The timing of their arrival is uncertain, but the presence of the Numic-speaking Ute and Paiute peoples in the Capitol Reef area is documented by early explorers and settlers (e.g., Dellenbaugh 1908; Kelly 1964). These groups have occupied central Utah since about A.D. 1150 – 1300 (Black and Metcalf 1986; Tipps 1988).

Archeological sites attributed to Numic-speaking groups are most often defined by thick, coarse-tempered, fragile brownware pottery, and by Desert Side-Notched and Rose Spring style projectile points (Jennings 1978). Desert Side-Notched points are particularly common in the park. A few late prehistoric campsites and lithic scatters attributed to Numic-speaking peoples have been documented in the central area of the park.

Also, in the park’s museum collection are three large, buffalo-hide shields that may be Paiute in motif. Recovered in 1925 from a dry shelter outside of Torrey (10 miles east of the park), the shields have been radiocarbon dated to approximately A.D. 1500 (Loendorf and Conner 1993).

Capitol Reef was used by the Kaiparowits band of the southern Paiute, who ranged

from the Paria River to the Waterpocket Fold. Several bands of Ute shared the Capitol Reef region with the Southern Paiutes. The Navajos, who are an Athabascan-speaking people thought by archeologists to have arrived from the north at around A.D. 500, also claim traditional use of the Capitol Reef area. The exact nature of any prehistoric use by Navajos is as yet unclear to researchers; to date, no archeological sites in the park have been positively identified as Navajo in origin.

Again, these and other tribes whose ancestors may have used the Capitol Reef area are entitled to consultation with the park in regard to many management decisions. Therefore, archeological, oral history, and ethnographic evidence substantiating their movements through what is now the park is important not only for research purposes, but also for tribal purposes.

## ***HISTORIC RESOURCES***

### **Fruita Rural Historic District**

Members of the Church of Jesus Christ of Latter-day Saints (Mormons) began settling the Capitol Reef area in 1873. The farming community of Fruita, located at the confluence of the Fremont River and Sulphur Creek, and initially called Junction, was founded in 1880 (Davidson 1986). Residents made their living by farming, becoming particularly known for the productivity of their irrigated fruit orchards.

By 1971, the National Park Service had acquired virtually all of the privately held lands in Fruita. A visitor center, staff residential area, campground, maintenance shop, and other service and infrastructure facilities were developed in the Fruita area

as part of the Mission 66 initiative in the mid-1960s, to better accommodate visitors and staff (see [Map 4](#) and [Appendix C, Fig. 1](#)).

In 1992, the National Park Service conducted a survey and assessment of the historical resources at Capitol Reef to determine whether Fruita retained enough historical integrity to qualify as a historical landscape eligible for listing on the National Register of Historic Places. On the basis of still-used road and irrigation systems, the persistence of original land use patterns (i.e., fields, orchards, and yards), and the existence of numerous historical buildings (including two virtually complete farms), Fruita was identified as a historical, vernacular landscape (Gilbert and McKoy 1992, 1997).

The district boundaries enclose approximately 200 acres distributed in a Y-shaped area along SR 24 and Scenic Drive (see map, [Appendix C](#)). It includes 18 apple, peach, apricot, and other fruit orchards, which are regularly tended and still productive; several open fields; and 14 historic buildings and structures. These include a 100-year old schoolhouse, two homes, a series of stone walls, several outbuildings and cellars, and a distilling site where bootleg whiskey was produced. The district was formally listed on the National Register in 1997.

### **Other Early Settlement**

Outside of the historic district itself, and mostly (but not exclusively) along the Fremont River, other historical buildings, structures, and sites exist. Among the most prominent is the Elijah Cutler Behunin cabin, a single-room building of coursed sandstone with a clay-covered roof. Another early resident of the area was

Ephraim K. Hanks, a prominent member of the Mormon Church. Hanks's family built a series of dugouts (now collapsed) and a frame house (since destroyed by fire) in the Pleasant Creek area during the early 1880s. The names of these and other early residents of and travelers through the area are inscribed on "registers" (canyon walls) in Capitol Gorge and other places in the park.

Capitol Gorge itself was a pioneer road (and probably an aboriginal trail) through the Waterpocket Fold, and was part of the Blue Dugway built by Elijah Behunin. The road was used until the new highway was built in 1962. Then, part of the gorge road was closed to vehicles. The road has not been adequately evaluated as a historic resource.

The Burr Trail Road, in the park's Waterpocket District, also has a long history. Named for rancher John A. Burr, the trail was initially (from 1880 to 1942) a rough track used to move sheep and cattle between ranges. It began seeing heavier use in the early 1940s, and was significantly altered in 1948 when the Atomic Energy Commission cut a section of switchbacks up a steep section of the trail. The new road was to provide a route for hauling uranium ore out of the Circle Cliffs area to processing plants in Moab and Marysville, Utah.

The Burr Trail Road was used by ore trucks well into the 1960s. In 1967, the switchbacks were widened and improved as part of a project funded by the federal Economic Development Administration. Now, the Burr Trail is passable to passenger sedans, and the precise routing of the original trail is mostly unknown (Frye, in press). Because of the extensive alterations to the trail, it has been

determined ineligible for National Register listing.

The oldest continuously used road now within Capitol Reef is Notom Road, which runs between the old settlement of Notom and the Burr Trail. Initially a supply route used by gold miners in the 1880s, Notom Road was later used to haul supplies to winter livestock ranges, the Baker Ranch, and a 1929 oil drilling operation in the Circle Cliffs. At least one long-time Notom resident recalls that the roadbed is in nearly the same location as it was when he trailed sheep down it some 80 years ago. Notom Ranch has not been evaluated for National Register listing.

### **CCC Activities**

The Civilian Conservation Corps, a Depression-era work program for unemployed Americans, established a side camp at Capitol Reef's Chimney Rock in 1938. An 18-man crew lived and worked at the monument for four years, constructing the historic ranger station, a highway bridge across Sulphur Creek, a small powder magazine, and improvements to the Hickman Bridge trail, the Capitol Gorge road, and the Torrey-to-Fruita road. Although the camp itself was burned by vandals decades ago, and most of the road work has deteriorated, the ranger station and powder magazine still stand.

### **Mining Activities**

The first mining claim at Capitol Reef was entered in 1904 by Thomas Nixon and J.C. Sumner, for a site at the south entrance to Grand Wash. Mining continued there sporadically by others (including Michael V. Oyler, for whom the mine is now named) until the 1950s. Uranium came into great demand in the 1940s as the Atomic

Energy Commission sought material for weapons production. Old mine adits, access roads, dwellings, and related structures are still found in the backcountry. Only the Oyler mine has been evaluated for National Register purposes, but at least one other is potentially eligible.

### **Ranching Activities**

The remains of numerous ranching-related structures, such as supply storage boxes, loading chutes, drift fences, corrals, and even a line cabin, some of which date to the late 19th and early 20th centuries, can still be seen on the landscape. Some cattle trails, stock ponds and “tanks,” and other features are still in use, as limited grazing and trailing continues in the park. Although they are not part of any formally designated district or historical landscape, several of these old structures have been included in a Multiple Property Nomination for listing on the National Register (Gilbert and McKoy 1997). These include the Cathedral Valley corral, the Lesley Morrell line cabin and corral, and the Oak Creek dam.

Cowboy camps, small brush corrals, can scatters, bits of leather horse gear, and other ranching-related objects and sites are common in both the Cathedral and Waterpocket Districts of the park. In addition, the park includes at least one purported outlaw hideout and a burned-down cabin site, both supposedly used by Butch Cassidy and members of his Wild Bunch. More such structures are being encountered as archeological survey of the backcountry continues.

### ***ETHNOGRAPHIC RESOURCES***

The National Park Service defines ethnographic resources as the natural and

cultural resources that continue to have special meaning for traditionally associated communities. These resources include sites, structures, landscapes, objects, and flora and fauna (NPS 28 Cultural Resources Management Guidelines:10). Information regarding such resources is generally obtained through oral history interviews; anthropological studies involving interviews, observation, and participation in the subject culture; and documentation such as histories, journals, and photographs.

Very little, if any, published ethnographic information pertaining specifically to the Capitol Reef area is available. This lack of published material requires the park to rely heavily on oral history interviews (now being conducted for an ethnographic overview and assessment and as part of the park’s program to document local history), and on government-to-government consultation with tribal representatives. The National Park Service also funds ethnographic studies of non-Indian communities, such as David White’s recent evaluation of Mormon values pertaining to Fruita’s historic orchards (White 1994).

Consultation primarily with Hopi, Zuni, Navajo, Ute, and Southern Paiute groups has established ancestral and/or recent use of the Capitol Reef area by these peoples (Sucec 1996a, 1996b, in prep.). The Hopi and other Puebloan groups, in particular, trace their ancestry to the Fremont and Ancestral Puebloan people who once occupied the area. Their oral history and clan traditions, as well as archeological evidence, substantiate this association. Ute and Southern Paiute sites have been identified archeologically in the park, and their association is documented by ethnographic accounts and their oral traditions. Historic Navajo use appears to

have been more ephemeral; however, ethnographic accounts and oral tradition document at least an historic association with the park and the surrounding vicinity. The traditional knowledge of the Navajo identifies places of spiritual significance nearby, but to date, such places have not been identified within the park. Consultation with the Navajo Nation on these matters is ongoing. Some Navajos, as well as some Utes and Paiutes, also claim descent from Ancestral Puebloans and Fremont peoples.

On the basis of these statements and as required by law, all of these groups are regularly consulted by Capitol Reef National Park regarding management issues that may affect cultural or natural resources of concern to them. Although no tribes have yet volunteered knowledge of specific traditional cultural properties, all of them have indicated cultural knowledge of and interest in geographical landmarks, plant, animal, and mineral resources, and prehistoric petroglyphs, pictographs, rock cairns, and occupation sites within or near the park. These cultural resources are part of the environment affected by this General Management Plan.

To date, tribal representatives have been consulted regarding cultural resources in selected areas of the park's Waterpocket, Cathedral, and Fremont River Districts. In these areas, the tribes have indicated particular interest in petroglyphs and pictographs; occupation and storage sites; sites with architecture; rock cairns and possible trails; a variety of plants traditionally used for food, basketry, dyes, medicinal, and other purposes; certain mineral deposits; certain kinds of topographic features; large game animals such as elk; and scenic viewsheds, particularly those that include the Henry

Mountains. Potential ethnographic resources in other areas of the park have not been studied.

No tribe has indicated that it recently has harvested resources in the park or used traditional sites here for religious purposes. To date, the park has received two requests from American Indian individuals for permission to collect small amounts of mineral resources for traditional purposes.

### ***MUSEUM COLLECTIONS***

In its FY1996 Collections Management Report, Capitol Reef listed 3,038 archeological objects, 42 historical objects, 11,709 archival objects, and no ethnographic objects. Most of the archeological collections are currently stored at the Western Archeological & Conservation Center (WACC) in Tucson. In addition, Capitol Reef's archeological museum collections formerly curated at the Midwest Archeological Center in Lincoln, Nebraska have been moved to WACC.

The bulk of the archeological objects are lithics materials and potsherds collected during formal archeological survey within the park. The historical objects are mostly school- and orchard-related items that were used in Fruita or nearby communities. Archival materials include duplicates of historic photographs, original historic slides and photographs, typescripts of noted historian (and Capitol Reef's first superintendent) Charles Kelly, orchard maintenance records, numerous oral histories, and miscellaneous park-related records and newspaper articles.

Museum collections stored at the park also include biological specimens (4,315 –

primarily botanical), paleontological specimens (70 – mostly petrified wood, reptile track casts, and fossil bone), and geological specimens (23).

Numerous deficiencies in Capitol Reef’s museum storage and workspace facilities have been identified in the park’s 1996 Museum Checklist. These include inadequate space, equipment, and staffing.

## ***SOCIOECONOMIC PROFILE***

### ***SUMMARY***

Management actions at Capitol Reef National Park may affect the counties of Wayne, Garfield, Emery, and Sevier. They may also have some indirect impacts on Kane County, because of the park’s relationship to Zion and Bryce National Parks and Grand Staircase-Escalante National Monument, via the Grand Circle tour route. Because the population centers of Emery and Kane Counties are distant from park entrances, tourism at Capitol Reef has little direct economic impact there. Richfield, in Sevier County, is an important regional hub for trade. Although Richfield is 75 miles distant, much of Wayne County’s and Capitol Reef’s retail and wholesale trade business goes there. The population centers of Garfield and Wayne Counties are close to park entrances, making them convenient to

visitors seeking lodging, fuel, meals, and other services. Towns that are near a national park entrance, provide hospitality services to visitors, and have strong economic ties to a park, are called “gateway” communities.

Torrey, located in Wayne County just 11 miles west of Capitol Reef headquarters, is a primary gateway community. While the Garfield County town of Boulder is an hour’s drive southwest of park headquarters, tourists driving the Grand Circle route between Utah’s national parks pass through on their way to Capitol Reef. Boulder is also situated at the Burr Trail turnoff, which some visitors take to explore the park’s scenic Waterpocket District. Therefore, despite its distance from the park, Boulder does have economic ties to Capitol Reef, and is considered to be a secondary gateway community. Hanksville, in Wayne County and 37 miles from headquarters, is the nearest full-services stop east of the park, and so may also be considered a gateway community – although it seems to have closer economic ties to Glen Canyon National Recreation Area.

Because Emery, Kane, and Sevier Counties have no gateway communities to Capitol Reef National Park, they are not as affected by park visitor activities as are Wayne and Garfield Counties.

**Table 5.**  
**Population Distribution and Growth in**  
**Emery, Garfield, Kane, Sevier and Wayne Counties**

Parameter	Emery	Garfield	Kane	Sevier	Wayne	Total 5 Counties	State of Utah Totals	5 Counties as a Percent of State
<b>Population</b>								
1980	11,451	3,673	4,024	14,727	1,911	35,786	1,461,037	2.4%
1990	10,332	3,980	5,169	15,431	2,177	37,089	1,722,850	2.2%
Change, 1980-1990	-9.8%	8.4%	28.5%	4.8%	13.9%	3.6%	17.9%	
1995	10,638	4,092	6,000	17,300	2,305	40,335	1,951,408	2.1%
Change 1990-1995	3.0%	2.8%	16.1%	12.1%	5.9%	8.8%	13.3%	

Source: U.S. Bureau of the Census

Totals may not add exactly due to rounding.

### **POPULATION**

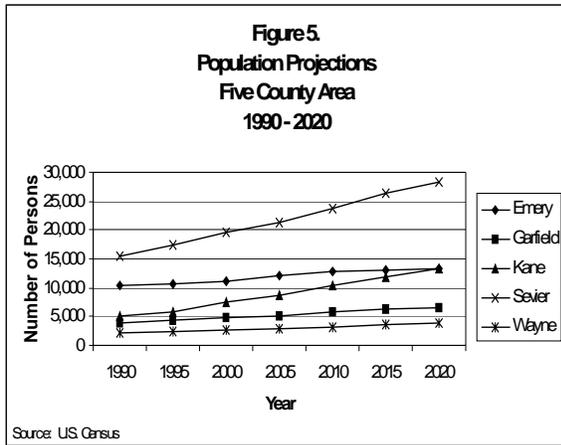
Using data from the 1990 U.S. census, [Table 5](#) summarizes the population characteristics for the five counties. That year, Emery, Garfield, Kane, Sevier, and Wayne Counties had a combined population of nearly 37,089 residents, or about 2.2 percent of the state's population.

The Utah Governor's Office of Planning and Budget predicts that these five counties will see tremendous population increases in the near future ([Fig. 5](#)). The population of Kane County is expected to increase to 13,195 (more than 55 percent growth) by 2020; Sevier County is expected to increase to over 28,000 residents (an 83 percent gain); and Wayne County is expected to grow to 3,334 residents (a 78 percent gain) by that same date.

### **ECONOMY**

The five-county area lags behind state averages in several critical areas pertaining to income and employment ([Table 5](#)). Most striking are differences in *per capita* personal income, with a state average of \$18,166 compared to the five-county average of just \$14,443. Wayne County has the area's lowest *per capita* personal income at \$12,597, which is \$5,569 lower than the state average. Even Kane County, with the area's highest average *per capita* income of \$16,266, is still \$1,941 lower than average income statewide.

Unemployment historically has been high in these counties, and continues to be so in comparison with the state unemployment rate. While in 1994 the state unemployment rate was at 3.7 percent, the five-county area



had an unemployment rate of 7 percent. Sevier County had the lowest unemployment rate of the five counties, at 4.8 percent. Garfield had the highest rate, at 8.9 percent.

Also notable is the percentage of this area's population that receives Social Security (Table 6). Whereas an average of 12.4 percent of the state's population receives that entitlement, among the five counties that figure ranges to as high as 21.4

percent. This situation may reflect an aging population here, as young people leave to seek schooling or employment. Statistics also show that the average number of households living below the poverty level in the five-county area is 14.6 percent, compared to 11.4 percent statewide.

### EMPLOYMENT

For more than a century, the economy of the Capitol Reef area was based largely on farming, ranching, and mining. Agricultural activities still provide significant income for many local families, and coal and natural gas extraction continue to be profitable here. Gradually, however, the economic focus of the region has diversified.

This situation is more precisely described by the data provided in Table 7. Significantly, Sevier, Emery, and Kane Counties have broader-based, more active economies than do Garfield and Wayne

**Table 6  
Economic Profiles of Emery, Garfield, Kane, Sevier and Wayne Counties**

Parameter	Emery	Garfield	Kane	Sevier	Wayne	Total 5 Counties	State of Utah Totals	5 Counties as a Percent of State
Population 1990	10,332	3,980	5,169	14,727	2,177	36,385	1,722,850	2.11%
Civilian Labor Force, 1994	4,058	2,520	3,174	7,325	1,208	18,285	975,000	1.88%
Percent unemployed, 1994	7.1%	8.9%	7.5%	4.8%	6.6%	7.0%	3.7%	
Percent Population Social Security	13.1%	21.4%	19.5%	19.2%	20.4%	18.7%	12.4%	
Percent Below Poverty Level 1990	10.5%	14.8%	16.3%	14.9%	16.4%	14.6%	11.4%	
Median Family Income 1990	\$ 34,401	\$ 23,701	\$ 24,904	\$ 27,996	\$ 22,017	\$ 33,252	\$ 33,246	100.02%
Median Household Income 1990	\$ 30,525	\$ 21,160	\$ 21,134	\$ 23,300	\$ 20,000	\$ 23,224	\$ 29,470	78.80%
Per Capita Personal Income 1995	\$ 14,135	\$ 14,598	\$ 16,225	\$ 14,661	\$ 12,597	\$ 14,443	\$ 18,166	79.51%
Private Non-Farm Establishments	156	109	123	370	52	810	41,594	1.95%
Number of Farms	420	249	136	406	189	1400	13,520	10.36%
Retail Sales (\$000)	\$ 35,119	\$ 17,356	\$ 32,676	\$ 106,925	\$ 7,463	\$ 199,539	\$ 12,708,935	1.57%

Sources:

U.S. Bureau of Census, 1990  
Bureau of Labor Statistics, 1994  
U.S. Bureau of Economic Analysis, 1995

Counties. Of the five, Sevier and Emery are most diverse, with Kane expected to catch up to them over the next two decades.

The Capitol Reef region accounts for just under 2 percent of the state’s total employment figure, with of most this area’s jobs occurring in the government and agricultural sectors. In the five-county area, for instance, 9.4 percent of the work force labors in agriculture-related jobs, while only 1.7 percent of workers do so statewide. Likewise, government jobs employ 18.5 percent of this area’s work force, but only 14 percent of the work force statewide. Due to a healthy mining industry in Emery County, mining accounts for more than 6 percent of the employment in the five-county area, compared to less than 1 percent of employment statewide.

Finally, the number of trade-related jobs in Sevier County reflects its status as a regional retail and wholesale trade hub.

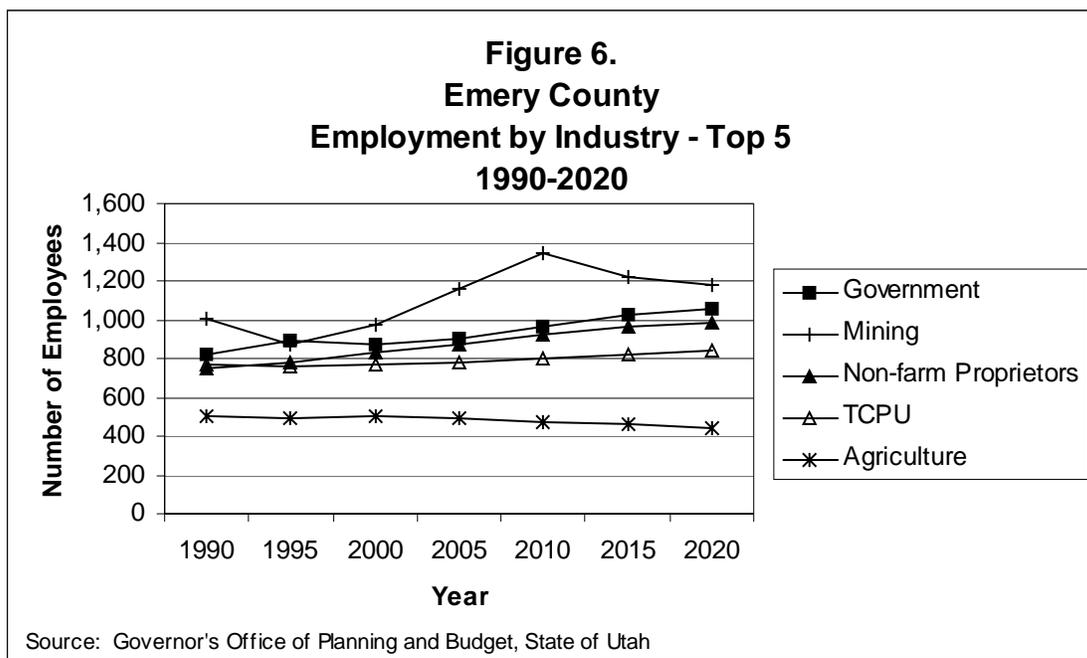
**Emery County**

Emery County currently has a diverse and thriving economy that is based largely on government and mining activities (Fig. 6). A weak service sector in Emery County, however, indicates that tourism currently is not a strong economic contributor there. This situation could change as tourism to the San Rafael Swell continues to grow, boosting Green River and turning nearby towns into gateways to that area. State projections suggest, too, that government and mining will continue to play important roles in Emery County’s economy, but that agriculture will decline slightly.

**Table 7  
Employment by Major Industry in the Five County Area  
1997**

Industry	Emery	Garfield	Kane	Sevier	Wayne	Total 5 Counties	State	5 Counties as a Percent of State
Agriculture (4)	507	280	164	641	251	1,843	19,632	9.4%
Mining	956	24	1	345	1	1,327	8,320	15.9%
Construction	277	76	134	324	52	863	62,536	1.4%
Manufacturing	54	99	51	552	39	795	134,873	0.6%
TCPU (1)	766	109	35	563	24	1,497	56,209	2.7%
Trade	435	265	818	1,868	188	3,574	237,806	1.5%
FIRE (2)	44	20	57	141	9	271	51,698	0.5%
Services (3)	437	813	881	1,288	279	3,698	269,325	1.4%
Government	889	518	705	1,512	316	3,940	168,350	2.3%
Non-farm Proprietors (4)	803	495	671	1,348	187	3,504	181,074	1.9%
<b>TOTAL EMPLOYMENT (5)</b>	<b>5,168</b>	<b>2,700</b>	<b>3,518</b>	<b>8,582</b>	<b>1,345</b>	<b>21,313</b>	<b>1,189,828</b>	<b>1.8%</b>
Non-Aq W & S Emp	3,855	1,914	2,682	6,575	900	15,926	983,733	1.6%

- (1) Transportation, Communications and Public Utilities
- (2) Finance, Insurance and Real Estate
- (3) Includes Private Household and Agricultural Services employment
- (4) U.S. Bureau of Economic Analysis definition
- (5) Totals may not add due to rounding



Combined earnings of persons employed in Emery County increased from \$120,353,000 in 1985 to \$138,716,000 in 1995, an average annual growth rate of 1.4 percent. The largest industries in 1995 were mining (33.5 percent of earnings); transportation and public utilities (12.7 percent); and state and local government, (12.7 percent).

### **Garfield County**

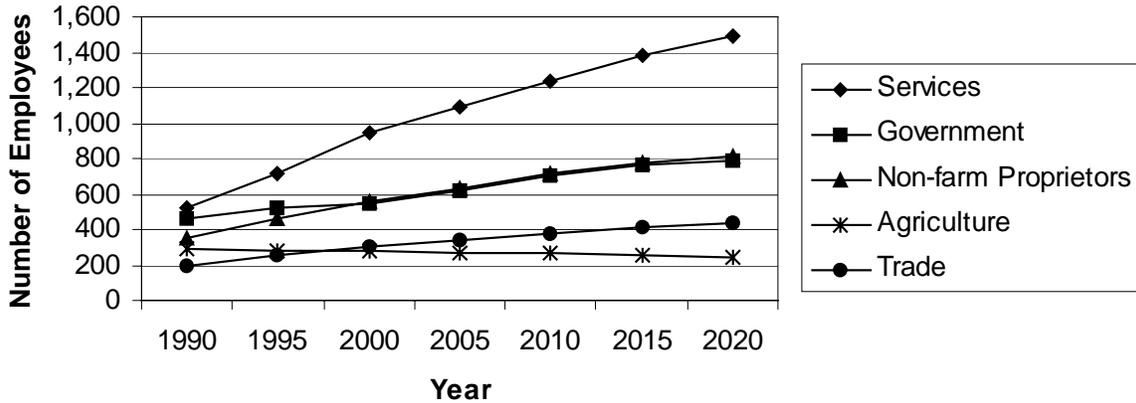
As of 1990, the top five industries in Garfield County were similar in terms of numbers employed. By 2020, though, the service sector there is expected to soar, increasing jobs in that industry by over 300 percent (Fig. 7). This is probably due to Garfield's four tourism-dependent, gateway communities: Panguitch and Tropic, gateways to Bryce Canyon National Park; Escalante, to Grand Staircase-Escalante National Monument; and Boulder, a secondary gateway to Capitol Reef National Park. The government sector is anticipated

to increase at a much slower rate than is the service sector, approaching over 1,000 jobs by 2020. While agriculture was the fourth-leading industry in Garfield County in 1990, it is anticipated to decline from 13.5 percent to only 5.5 percent of the total county employment in 2020.

### **Kane County**

Like Emery, Kane County has no gateway communities to Capitol Reef. However, Kanab serves travelers entering Glen Canyon National Recreation Area from the west, and visitors at the south end of the newly created Grand Staircase-Escalante National Monument. Since Kanab is on the crossroads to many Grand Circle Tour destinations, its service sector is expected to remain stable and prosperous. As a result, Kane County appears to have the most optimistic economic future of the group, given the anticipated population and employment increases that are projected for the area (Fig. 8). State figures predict that

**Figure 7.  
Garfield County  
Employment by Industry - Top 5  
1990-2020**



Source: Governor's Office of Planning and Budget, State of Utah

the number of people employed in Kane County will more than double over the next 20 years.

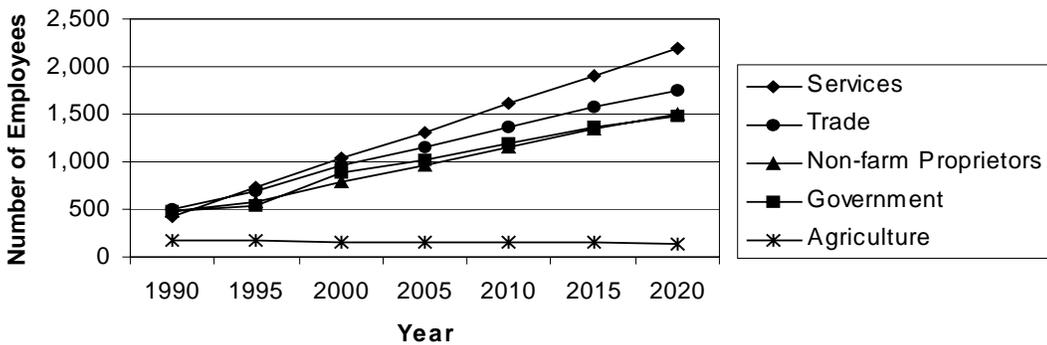
In 1990, Kane County's top five industries were relatively equal in numbers employed; however, its service sector is expected to grow significantly by 2020. Like Emery,

Kane County will see substantial increases in all remaining sectors except agriculture.

**Sevier County**

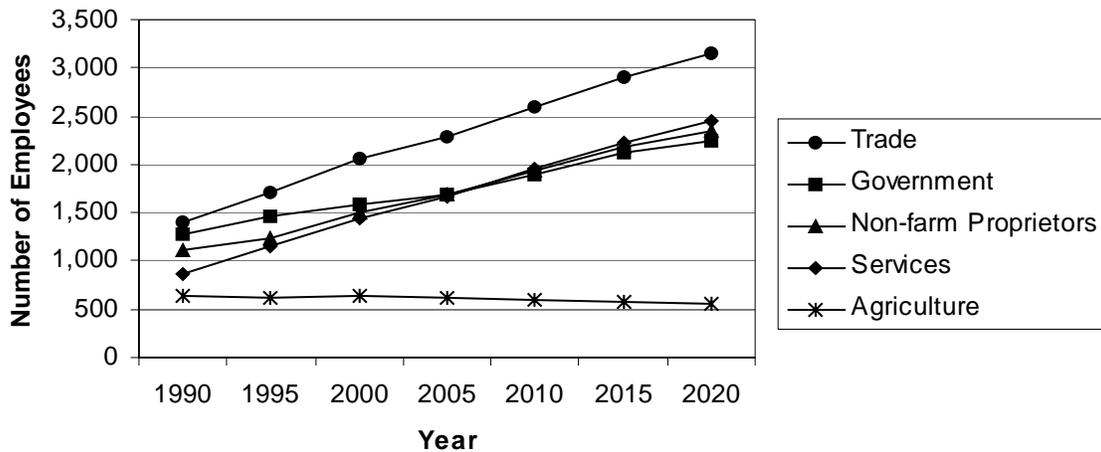
The Sevier County economy is the most robust and diverse of the five-county area surrounding Capitol Reef National Park (Fig. 9). The largest sector of the Sevier

**Figure 8.  
Kane County  
Employment by Industry - Top 5  
1990-2020**



Source: Governor's Office of Planning and Budget, State of Utah

**Figure 9.  
Sevier County  
Employment by Industry - Top 5  
1990 - 2020**



Source: Governor's Office of Planning and Budget, State of Utah

economy is trade, which encompasses both retail and wholesale sales. Sevier is a regional trade hub for goods and services that are not available in nearby communities. For example, because Wayne County does not have a broad range of trade establishments, its residents heavily rely on businesses in Richfield and Salina. Sevier County's trade sector is anticipated to continue to increase by over 125 percent between 1990 and 2020.

The State of Utah projects that Sevier County's economy will increase in all sectors except for agriculture, which is expected to decline slightly in importance by the year 2020. Like all of the other counties surrounding Capitol Reef, the government sector will continue to play a large role in the Sevier County economy.

Combined earnings of persons employed in Sevier County increased from \$105,105,000 in 1985 to \$163,783,000 in

1995, an average annual growth rate of 4.5 percent. The largest industries in 1995 were services, state and local government (16.0 percent of earning), and transportation and utilities (13.5 percent).

### Wayne County

Of the five counties, Wayne has the smallest labor force and slowest economy. Currently, agriculture is the second leading industry in the county, but is expected (based on state projections) to drop to fifth place by 2020. Government plays a much greater role in the Wayne County economy than in the others, and is expected to continue to do so through 2020.

Because Wayne County (particularly Torrey) is the true gateway to the most heavily visited district of Capitol Reef, its communities benefit most from increasing numbers of visitors to the park. As a result of increasing tourism, Wayne County's service sector is anticipated to climb by

more than 100 percent over the next two decades.

**TRANSPORTATION AND ACCESS**

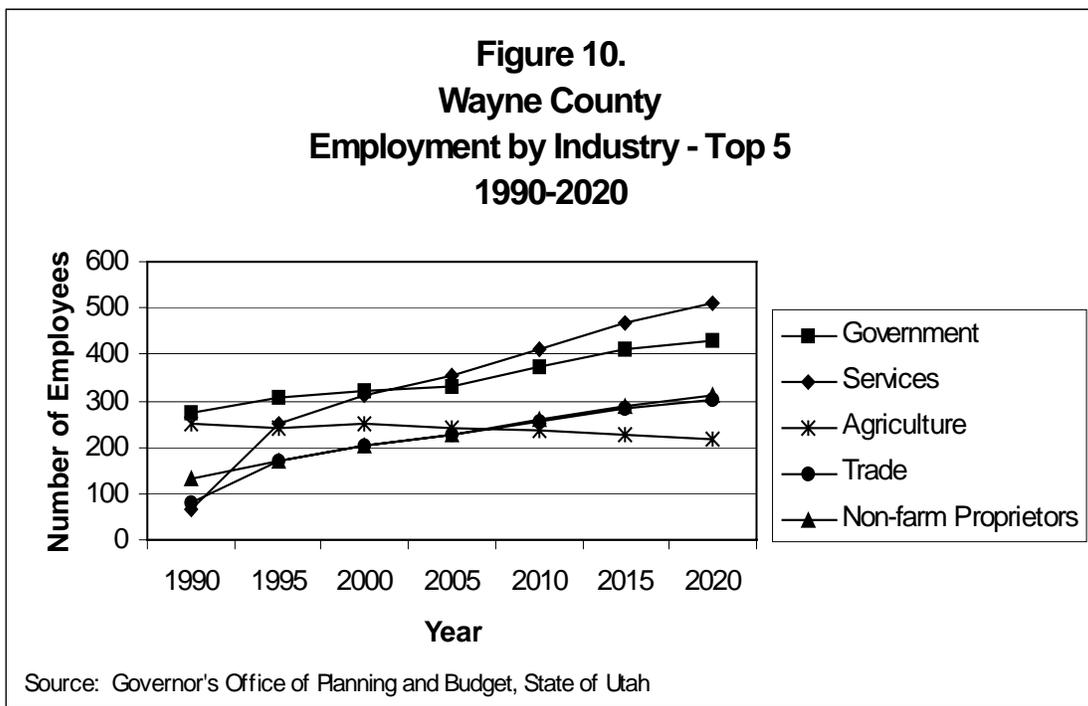
Although Capitol Reef National Park is in a relatively isolated part of the state, there is an extensive road network surrounding the park. Roads entering the park are SR 24, the Burr Trail Road, Notom Road, and some four-wheel drive roads along the western edge.

SR 24, the primary access road to Capitol Reef, is a two-lane highway extending the length of Wayne County. The highway bisects the park and parallels the Fremont River east of Fruita, where most of the park’s existing facilities and developments are situated. East of the park along SR 24, two dirt roads head northwestward, back into Capitol Reef’s Cathedral District.

SR 12 does not enter the park, but is a major route between Capitol Reef and Zion

and Bryce National Parks. It also is one of the primary arteries into the Grand Staircase-Escalante National Monument. From the town of Boulder, this mountain highway provides access to the western Burr Trail entrance of Capitol Reef’s Waterpocket District, and then runs north to Torrey, where it intersects with SR 24 (Map 2). SR 12 is widely considered one of the top 10 scenic highways in the country. Since SR 12 between Boulder and Torrey was paved in 1985, both Bryce and Capitol Reef have noted significant increases in visitation.

Like SR 12, Interstate 70 provides indirect access to the park. Travelers can exit the freeway before it enters Fishlake National Forest, and head south on a two-wheel drive, high-clearance road into the park’s Cathedral District. Alternatively, drivers can exit Interstate 70 onto State Route 72 and drive toward Fremont, then take a forest service road east into the Cathedral District.



The nearest full-service airports serving the region are located in Salt Lake City (approximately 225 miles north of the park) and Grand Junction, Colorado (approximately 200 miles to the east). Small commercial and charter airlines fly out of the Green River and Moab municipal airports – both located over 100 miles northeast of the park. Isolated landing strips near the park, including Wayne Wonderland Airport near Bicknell and Bullfrog Airport at Lake Powell, are receiving increasing use from private aircraft. Foreign visitors generally arrive at western airports in Denver, Las Vegas, Salt Lake City, Phoenix, or Los Angeles. Often, they arrange to pick up rental cars or motor homes, or they connect with bus tours from those airports. There is neither commercial bus (other than tour buses) nor train service operating within or near the park. The closest bus connection is in Richfield, about 75 miles west of Capitol Reef. Amtrak stops upon request at Green River, 100 miles to the northeast.

Most visitors to Capitol Reef arrive in private vehicles, using any of a number of access routes. Visitors coming from California, accounting for a significant portion of park visitation, generally enter Utah via Interstate 15 and then take one of several state highways eastward toward the park. Visitors from neighboring Colorado tend to use Interstate 70, linking up with SR 24 near Green River. Northern Utah residents can take Interstate 15, US 89, or any of several other state highways linking to SR 24.

While SR 24 is the main visitor artery through Capitol Reef, several dirt roads provide access to more remote areas. The Notom Road runs along the east side of the Waterpocket Fold and provides access to

the Waterpocket District of the park. The road is paved from its junction with SR 24 for five miles, but is graded dirt from that point to the park's southern boundary. The Notom Road intersects with the Burr Trail Road, which continues west to the town of Boulder, and south to its terminus with SR 261 near Bullfrog Marina. These roads are county-maintained and passable to most vehicles, although they may be closed temporarily due to hazardous road conditions, including flash floods.

## **VISITOR SERVICES**

While visitor services such as lodging (other than limited camping) or restaurants are not found at Capitol Reef National Park, those services are available in nearby communities. Torrey, just west of park headquarters, provides many such visitor services. Nearly 40 miles away, Hanksville serves visitors traveling east of Capitol Reef. However, Hanksville is on the route to the popular Bullfrog and Hite marinas of Glen Canyon National Recreation Area. Much of the town's tourism-related business is attributable to those attractions, making it difficult to ascertain Capitol Reef's contribution to Hanksville's economy.

Clearly, tourism at Capitol Reef provides economic benefits for the counties near the park (Table 8). For instance, the substantial service-sector growth described for Wayne and Garfield Counties generates significant motel room-rental taxes: in 1991-96, Wayne County led the state in the percent gained in gross taxable room rent and in local tax impact from travel spending. Wayne County had no national-chain lodging accommodations in 1990. In 1997, the county has a Days Inn, Best Western, Super 8, and a soon-to-be completed

Holiday Inn – all in Torrey. Torrey also has two new gasoline stations/convenience stores and a sandwich franchise, with construction underway for a third station and another national-franchise fast-food restaurant. In Garfield County, several new inns and motels operate in Boulder at full capacity during the busy summer season.

Adventure-sport businesses, such as four-wheeling, mountain biking, and fly fishing, have also been established, with guide services particularly popular in Wayne and Garfield Counties. This part of the service economy is anticipated to increase in the years to come as the Capitol Reef area and the Colorado Plateau continue to attract more visitors.

**Table 8**  
**Tourism's Contributions to Local Economies**

<b>Parameter</b>	<b>Emery</b>		<b>Garfield</b>		<b>Kane</b>		<b>Sevier</b>		<b>Wayne</b>	
		<b>Average Annual Percent Change 1991-96</b>		<b>Average Annual Percent Change 1991-96</b>		<b>Average Annual Percent Change 1991-96</b>		<b>Average Annual Percent Change 1991-96</b>		<b>Average Annual Percent Change 1991-96</b>
<b>Estimated Spending by</b>	<b>\$7,556,882</b>	<b>-3.76%</b>	<b>\$62,433,606</b>	<b>5.62%</b>	<b>\$39,646,064</b>	<b>0.19%</b>	<b>\$31,989,540</b>	<b>0.60%</b>	<b>\$10,934,517</b>	<b>9.29%</b>
<b>Travelers</b>										
<b>Estimated Local Tax</b>	<b>\$ 145,172</b>	<b>-0.25%</b>	<b>\$1,199,382</b>	<b>6.45%</b>	<b>\$761,622</b>	<b>3.52%</b>	<b>\$614,536</b>	<b>1.40%</b>	<b>\$210,058</b>	<b>16.39%</b>
<b>Impact from</b>										
<b>Travel</b>										
<b>Spending</b>										
<b>Travel Related</b>	<b>181</b>	<b>0.22%</b>	<b>1495</b>	<b>6.97%</b>	<b>949</b>	<b>4.01%</b>	<b>\$766</b>	<b>1.90%</b>	<b>262</b>	<b>17.02%</b>
<b>Employment</b>										
<b>Gross Taxable Room</b>	<b>\$687,393</b>	<b>1.93%</b>	<b>\$15,601,048</b>	<b>11.69%</b>	<b>\$8,899,542</b>	<b>7.68%</b>	<b>\$5,015,299</b>	<b>4.40%</b>	<b>\$2,576,634</b>	<b>23.21%</b>
<b>Rents</b>										

Source: Estimated by Utah Travel Council

## **VISITOR EXPERIENCE**

### ***HIKING AND RECREATIONAL OPPORTUNITIES***

Capitol Reef offers a diversity of recreational opportunities for visitors with a wide range of interests, physical abilities, and time available. Popular activities for vehicle-based visitors who do not wish to venture off paved roads are sightseeing, picnicking, camping in the developed Fruita campground, and fruit-picking in season. Numerous maintained hiking trails originate along the main highway and Scenic Drive, providing access to hikes ranging from short and easy to long and strenuous. Some of these have self-guiding booklets keyed to numbered posts, providing interpretive information about the geology, natural history, and cultural history of the area.

Other park roads are wholly or partially unpaved, but usually passable to passenger vehicles with high ground clearance. Notom Road and Burr Trail offer spectacular views of the east side of the Waterpocket Fold and access to hikes in several narrow slot canyons. Viewpoints at the top of the Burr Trail switchbacks and the nearby Strike Valley overlook (four-wheel drive required) offer dramatic views down the east side of the Waterpocket Fold toward the Henry Mountains. Cathedral Valley District is noted for its gigantic sandstone monoliths, and its overlooks offer sweeping views of the South Desert and Cathedral Valley.

South Draw Road and Strike Valley Overlook access are the only roads that consistently require four-wheel drive. Therefore, Capitol Reef does not draw many visitors seeking a challenging four-

wheel drive experience. However, many visitors use four-wheel drive as a means to access hiking routes via sandy, wash-bottom spur roads originating from Notom Road.

Opportunities abound for challenging hikes, overnight backpacking trips, and solitude and self-sufficient adventures in the primitive zone, where only unmaintained travel routes exist. Backcountry use permits are required for overnight stays in the backcountry. Backcountry use has been dispersed enough that establishment of use limits and assigned campsites has not been necessary.

Bicycling is limited to roads. The paved Scenic Drive and its unpaved spur roads offer easy, shorter rides. Longer, more strenuous rides may be made on South Draw Road, the Cathedral Valley loop, and the Boulder Mountain/Burr Trail/Notom Road loop. Interest in bicycling in Capitol Reef and surrounding areas is growing.

Trips with horses and pack animals are possible along several park roads and trails. The park has limited overnight facilities for stock users. Backcountry camping with stock is permitted; backcountry use permits are required. Recreational stock use has not been heavy, but interest in this activity is growing.

Technical rock climbing is permitted, but to date has been a minimal park use.

### ***INTERPRETIVE SERVICES***

Most contacts between visitors and park staff are made at the Capitol Reef visitor

center, located at the junction of SR 24 and Scenic Drive. The visitor center is open year-round from 8 a.m. to 4:30 p.m., with extended hours during the peak season. Annual visitor center attendance has grown from 216,822 in 1995 to 223,112 in 1997. During a visitor-use study conducted in 1992, nearly 92 percent of visitors surveyed reported stopping at the visitor center. Services available in this facility include a staffed information desk, exhibits, an orientation slide program, short geologic orientation talks, and a cooperating association sales outlet. Backcountry information and backcountry-use permits are issued here. The museum exhibits are inadequate and were scheduled to be replaced in 1981, but the upgrade was never funded. This museum/orientation exhibit deficiency was mitigated with five "temporary" exhibits, some of which have been replaced by newer, park-produced exhibits as the old ones have deteriorated.

The most heavily attended interpretive activity (averaging 62 per night in 1996-97) is the evening program, presented in the campground amphitheater nightly during the peak season. Other programs offered during the day include morning walks; afternoon talks, and guided walks in various locations; programs at the historic one-room schoolhouse; and Junior Ranger and Junior Geologist programs. "Family Fun Packs," containing activities for families, are available for checkout at the visitor center. Roving interpreters provide informal interpretation at areas such as the petroglyphs pullout and other locations where visitors tend to congregate.

The Capitol Reef Natural History Association in 1995 refurbished and furnished the historic Gifford farmhouse, which has become a focus for interpretation

of the Mormon settlement history of Fruita. Interpretive programs on park history and pioneer crafts demonstrations are held here, with attendance averaging over 100 visitors per day during the peak season. Replica pioneer household items and history-related publications are offered for sale in a small shop located in one room of the house.

The park has established an active and growing educational outreach program that reaches an average of 2,400 children in 18 local schools each year. Demand for ranger-conducted programs for visiting school groups exceeds staffing available to provide them.

A variety of interpretive media is available for visitors. Pre-trip information is provided for prospective visitors by a web page, automated telephone messages, and mail-out information packets. The park newspaper is a primary means of communicating general park information and interpretation to both prospective and on-site visitors. A variety of site bulletins is available at the visitor center and in strategically-placed brochure dispensers, to help answer more specific visitor inquiries or to address safety or resource protection issues. Four Travelers Information Stations (short-range radio transmitters) provide basic orientation, safety, and resource protection messages to vehicle travelers. Push-button audio programs provide interpretation of park history at the Fruita one-room schoolhouse and the blacksmith shop. Self-guiding brochures keyed to numbered posts are available at Scenic Drive, the Hickman Bridge trail, and the Fremont River trail. There are also self-guiding brochures for a Fremont culture walk and a historic tour for sale at the visitor center and Gifford House.

There are 37 wayside exhibit panels interpreting geologic, natural, and cultural resources located at pullouts at various sites along the road corridors throughout the park. Bulletin boards located at the three campground restrooms and in front of the visitor center are kept updated with current information.

### ***VISITOR USE***

Recreational and non-recreational visits are combined to determine the total visitation figures reported by units of the National Park System. Recreational visits are defined as the entries of persons onto lands or waters administered by the National Park Service for recreation purposes. Reportable non-recreational visits include visits by trades-people with business within the park, and government personnel (other than NPS employees) with business in the park. The overwhelming majority of visits to Capitol Reef National Park are recreational visits. Visitation has steadily increased, from 358,239 in 1985 to 734,083 in 1996. Visitation by tour bus has grown from 60 buses reported stopping at the visitor center in 1986 to 317 in 1996.

The park is open all year. Capitol Reef has two clearly defined visitation seasons: March through October is the “visitor season,” while November through February is the “off season.” Recreational use in the park increases dramatically in May, and continues high throughout the summer months. In the early 1980s, June, July, and August were peak months; since 1988, use has spread out into the “shoulder months,” with the busiest months tending to be May and September.

The visitor center was opened in 1971, when Capitol Reef was a small national

monument with low visitation. The facility is far too small to accommodate today’s numbers of visitors.

Campgrounds are the only overnight accommodation at the park. The 71-site campground at Fruita is developed, with potable water, flush toilets, fire pits, picnic tables, a dump station, and pay phone. Sites are available on a first-come, first-served basis, filling by mid-afternoon almost every day during the peak season. A large group campsite, available by reservation, is also in high demand. Other developed campgrounds nearby are commercial ones in Torrey (11 miles), Caineville (19 miles), Hanksville (37 miles), and a public campground in Dixie National Forest on Boulder Mountain. Two small, primitive campgrounds accessible by unpaved roads are located at Cathedral Valley, in the Cathedral District (north), and Cedar Mesa, in the Waterpocket District (south).

The most recent visitor use survey (Hornback 1992) was conducted at Capitol Reef from April through December 1992 to provide data for preparation of the Capitol Reef General Management Plan. The summarized results included the following findings about Capitol Reef’s visitors:

- Average stay length was 2.04 days.
- 41.3% considered Capitol Reef their primary destination.
- The top five reasons for visiting Capitol Reef were: scenic views (92.1%); wilderness values (45.3%); auto touring (44.2%); recreation such as hiking and bicycling (43.7%); and solitude (32.7%).
- The top four locations visited were visitor center (91.7%); Fruita/Scenic Drive (68.8%); Capitol Gorge (55.4%); and Goosenecks/Panorama Point (48%).

- 70.4% were in family groups.
- 82% were from the United States; most visitors came from Utah, California, and Germany, in descending order.
- Of visitors who camped in the park, 60.3% spent two or fewer nights and 21.9% spent three to four nights.

### **Daily, Weekly, and Monthly Use Patterns**

The 1994 Annual Statement for Interpretation made the following observations on visitor use patterns.

- In 1983, the busiest period was during the month of June, when more than 500 visitors stopped in each day. Periods of peak visitation also coincided with national and local holidays such as Memorial Day, the Fourth of July, Easter, and Pioneer Day (a state holiday). Nine years later, in 1992, the daily visitation had grown to over 1,000 per day, with the busy season beginning in early May and extending into early October. Visitation patterns have also changed, with peak periods no longer corresponding to holiday weekends but instead remaining high throughout the shoulder seasons. The annual visitor season now begins in April and extends into October.
- After Labor Day, a distinctive use pattern occurs, with larger family groups being replaced by older and younger couples and single users.
- The first cold period of autumn causes a drop in visitation which, except for the Thanksgiving weekend, doesn't change substantially until spring.
- In 1992, the average length of stay in the park was 2.04 days, more than double that of 1983. Most of those who stay 12 hours or more are campers.

The Fruita campground, which opened in 1963, is very popular due to its pretty, shady setting along the Fremont River, and its proximity to SR 24 and visitor facilities. The average length of stay there is 1.5 nights, and about 75 percent of the campers stay only one night. During the busy months, the campground typically fills by early afternoon, and late arrivals are referred to campgrounds outside of the park. Those nearby campgrounds regularly fill by evening.

Over half of the park's backcountry campers are from the Wasatch Front/Salt Lake City metropolitan area. Their average length of stay is two nights, and about 62 percent of the backcountry camping trips begin at park headquarters.

[Table 9](#) and [Figure 11](#) show projections of future visitor use for the park. These projections are based on visitation data accrued over the past 10 years. High and low estimates are based on the highest and lowest percentages of visitation growth, respectively, over that period.

### ***ACCESS***

The majority of visitors, whatever their point of origin or means of travel, enter the park on SR 24 and stop at the visitor center at the junction of the highway and Scenic Drive. The 1992 Visitor Use Study showed that 68.8 percent of visitors continue along the drive to see the historic district and some of the park's scenic gorges.

Scenic Drive extends about 11 miles in a southerly direction, running along the west side of the Waterpocket Fold to the mouth of Capitol Gorge. This paved road is narrow and twisting, and has numerous hardened wash crossings that are sometimes

impassible during seasonal flash flooding. Dirt spur roads extend off Scenic Drive into Grand Wash and Capitol Gorge. Closures of the gorge roads may occur during inclement weather.

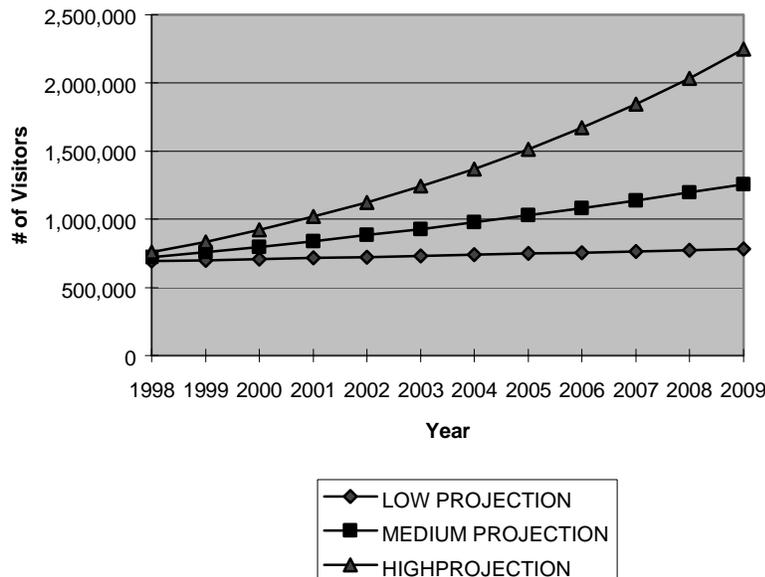
The Cathedral District of the park is accessed from SR 24 via the Hartnet and

Caineville Wash roads. Access via the Hartnet Road requires crossing an unimproved river ford. The graded, county-maintained dirt roads form a loop through Cathedral Valley. Under good conditions, high clearance two-wheel drive vehicles can negotiate these roads, but rain or snow can quickly make them impassable, even to

**Table 9 Projected Total Park Use**

YEAR	LOW PROJECTION	MEDIUM PROJECTION	HIGH PROJECTION
1998	692,895	720,857	756,633
1999	700,517	758,198	835,323
2000	708,222	797,473	922,196
2001	716,013	838,782	1,018,105
2002	723,889	882,230	1,123,988
2003	731,852	927,930	1,240,882
2004	739,902	975,997	1,369,934
2005	748,041	1,026,553	1,512,407
2006	756,270	1,079,729	1,669,698
2007	764,589	1,135,659	1,843,346
2008	772,999	1,194,486	2,035,054
2009	781,502	1,256,360	2,246,700

**Figure 11: Projected Total Park Use**



four-wheel drive vehicles. During the 1992 Visitor Use Survey, 16.5 percent of the visitors surveyed reported a Cathedral Valley visit.

South Draw Road connects the Pleasant Creek fork of Scenic Drive with Lower Bowns Reservoir, outside the park, and SR 12 on Boulder Mountain. South Draw can be extremely rough, negotiable only by four-wheel drive vehicles, mountain bikes, on horseback, or on foot.

Notom Road originates east of the park, providing access to the Waterpocket District. Although paved outside of park boundaries, through Capitol Reef it is a graded dirt road, county-maintained, and passable to most vehicles. It is sometimes temporarily closed due to hazardous road conditions during inclement weather. The road provides spectacular views of the east side of the Waterpocket Fold and access to hiking routes up slot canyons.

From Notom Road, various spur roads lead to the mouths of such popular hiking canyons as Burro Wash. These require four-wheel drive vehicles; otherwise, one must hike an extra mile or two to reach these canyons.

From the Burr Trail Road junction with the Notom Road, visitors can choose to continue south on a partially paved road toward the Bullfrog Marina in Glen Canyon National Recreation Area, or go west, climbing the steep, unpaved switchbacks of the Burr Trail Road. The Burr Trail Road becomes paved at the western park boundary, continuing through the Grand Staircase-Escalante National Monument and ending at SR 12 in Boulder. By taking SR 12 north over Boulder Mountain to Torrey

and then SR 24 back to Capitol Reef, it is possible to make a spectacular and varied scenic loop in a day. Of visitors surveyed in 1992, 11 percent and 10.3 percent reported traveling the Notom Road or Burr Trail Road, respectively.

Most visitors arrive in private or rental vehicles. There is no public transportation system, such as shuttle buses, within the park. However, several hiking and driving guide services operating in the park under special permit do provide shuttle service to their customers. Horseback riding and mountain biking have become popular ways to travel and see the park, too, especially the Waterpocket District. Tour buses also visit the park, bringing nearly 8,500 per year through Capitol Reef on their way to other destinations, often as part of a circle loop tour of the Southwest.

## **PARK OPERATIONS**

### ***FACILITIES***

#### **Headquarters Area**

Current Capitol Reef headquarters-area facilities consist of a 70-site main campground and a group campsite; a 3,750-square-foot visitor center and Natural History Association sales area; an administrative headquarters complex and maintenance yard; and a 15-unit residential area. The area also contains a 3,000-tree orchard complex; picnic grounds; and a number of historic structures and properties. Most of this headquarters-area infrastructure is located within the boundaries of the Fruita Rural Historic District.

An exception is the Sleeping Rainbow Ranch, a complex of buildings located 15 miles south of the visitor center. The ranch infrastructure includes a lodge building, a nine-unit motel, and various outbuildings.

Headquarters-area roads include SR 24, the paved Scenic Drive, and the dirt-surfaced Capitol Gorge and Grand Wash spur roads. The three park roads provide primary visitor access to the Fremont River District, where most of the park's visitation is concentrated.

At current visitation levels, park roads are generally adequate for the traffic they bear. An exception is Scenic Drive: during periods of heavy visitation, it receives an average daily traffic count of over 450 vehicles, many of them large recreational vehicles. The winding, narrow, chip-sealed surface was not designed for sustained use by heavy vehicles or for such volume. If visitation continues to increase, the park will need either to limit the size and volume of vehicles allowed on Scenic Drive, or to make the road adequate for such traffic (probably by widening and paving it).

The Fremont River District headquarters area has a 40-mile network of built and maintained trails, which are popular with day hikers. There are also 30 miles of cairned routes that receive minimal maintenance.

The headquarters facilities are supported by underground water distribution and sewage collection systems. Sewage treatment and disposal is provided by two recently upgraded, large-volume septic tanks. Water is supplied by a recently developed deep well, with pumps that are powered by photovoltaic panels. Water treatment is provided by an automated chlorination

system, integrated with a 100,000-gallon tank needed for culinary and firefighting purposes. This tank is seriously undersized for existing park needs. If visitation continues to increase at current rates, the issue of water storage capacities will need to be addressed.

Power to the park headquarters area is provided by a recently upgraded 34.5 kV aerial power line owned by Garkane Power Association, a rural power cooperative. At this time, the headquarters area has no backup power generation capabilities.

### **Backcountry**

Over 90 percent of Capitol Reef is recommended wilderness. Accordingly, park backcountry areas are primitive, and developments are few. Infrastructure includes 78 miles of dirt-surfaced, secondary roads; a five-site and a six-site dry campground equipped with picnic tables and vault toilets; and occasional trailhead signs. The park also maintains a few vault toilets at various backcountry trailheads around the park.

A backcountry patrol and maintenance facility for overnight use by staff and authorized researchers is located at Peek-a-boo, near the base of the Burr Trail Road switchbacks. This facility consists of a two-bedroom trailer, a diesel electric generator, a culinary water tank and supply system, and a small vault toilet.

### ***MAINTENANCE***

Daily park maintenance activities are staged out of the park's new, 8,000-square-foot maintenance building. This structure includes vehicle bays, carpentry, welding, and sign shops, several offices, and a conference room.

Maintenance for roads located within the park is performed by the Utah Department of Transportation (SR24), Wayne and Garfield Counties (various dirt roads), and the park (Scenic Drive, Goosenecks, Grand Wash, Capitol Gorge). The overlapping nature of interest in and responsibility for these roads has sometimes led to conflicts and management difficulties.

### ***STAFFING***

Current staffing levels are inadequate, mostly due to positions left vacant because of funding shortfalls. Patrol ranger-to-square mile ratios and interpretive ranger-

to-visitor ratios at Capitol Reef are among the lowest in the entire National Park System. A strategy for addressing these staffing deficiencies in a phased, prioritized manner, should additional base funding become available, is described in the park's 1996 Position Management Plan.

Maintenance staffing levels are likewise inadequate. Park base-funded permanent positions in that division total only five full-time employees, along with three seasonal janitorial positions. Park operating funds support two permanent, full-time orchard workers who are responsible for 3,000 fruit trees, the campground, and picnic areas.

# ENVIRONMENTAL CONSEQUENCES

## INTRODUCTION

This chapter discusses the various resource impacts that are expected to occur, depending on the selected alternative. The first section reviews factors that are currently impacting each resource. It follows a discussion of criteria establishing the level of additional impact that would be considered significant for each resource, and why that level is considered significant.

The second section analyzes the expected impacts of each alternative on each resource, and (using the criteria established earlier) determines whether those impacts would be significant. This listing allows the reader to understand and compare the effects of each alternative on Capitol Reef's various resources.

## DISCUSSION OF IMPACT TOPICS

### *NATURAL RESOURCES*

#### Geology and Soils

Past impacts to soils resulted from grazing, mining, drilling, and road-building that occurred prior to establishment of the park. These activities increased erosion and left landscape scars that will last for years. Currently, impacts on the landscape and soils are caused by grazing, road maintenance, concentrations of visitors, and access to utility rights-of-way.

The primary reason Capitol Reef National Park was established was to protect for

future generations the geologic wonders within its boundary. Therefore, any new impacts that cause increased erosion or leave lasting marks on the land would be considered significant.

#### Vegetation

Impacts to vegetation result from a variety of activities. For example, past development removed the natural vegetation from Fruita and along road corridors. Around mines, vegetation was removed from the sites of excavation pits, sediment ponds, tailing dumps, and vehicle operations. Ranching activity and range improvement projects removed vegetation at water or soil retention dams, corrals, spring developments, buildings, and livestock concentration areas. Vegetation also was altered by grazing, which reduced total vegetation cover, changed plant community composition, and increased undesirable and exotic plant species.

Current impacts to vegetation are from cattle grazing, exotic plant increases, and concentrations of visitors. No sheep grazing is permitted in the park. Cattle grazing at Capitol Reef has been reduced from about 5,000 Animal Unit Months (AUMs) down to the current level of 1,460 AUMs. Grazing impacts have decreased with this reduction but still occur in several areas where cattle congregate.

There are 107 exotic plant species known in the park, of which nine are considered invasive pests and are of management concern. In some locations, these invasive plants are crowding out native species and changing the vegetation community type, thereby causing soil moisture changes and affecting populations of insects, small mammals, and other wildlife.

Visitor use is increasing in many areas. This increase causes impacts to vegetation by direct trampling, wind and water erosion from social trails, and loss of soil water due to compaction.

The National Park Service mandate is to preserve and protect natural resources. Any impacts that would cause removal or reduction of native vegetation would be considered significant. Also, any action that would cause a vegetation community type change or increases in non-native, invasive vegetation would be considered significant.

### **Wildlife**

Very little is known about current impacts on wildlife species. All human-caused actions have some degree of impact on species, although it may be short-lived. The combination of cultivated land (including 3,000 fruit trees), prohibition of hunting, and other factors has created unnaturally high populations of deer, marmots, and rock squirrels in the Fruita Valley. Because these animals are plentiful, they provide an enjoyable opportunity for visitors to observe their activities. Secondary impacts to wildlife from grazing continue as described above.

The National Park Service mandate is to preserve and protect natural resources. Any activity that reduces native animal populations or increases non-native animal populations would be considered significant.

### **Threatened and Endangered Species**

Current impacts to threatened or endangered species are similar to those described for vegetation and animals. Specific threats described in recovery plans for listed species at Capitol Reef consist of disturbance by high visitor use, illegal

collecting, and cattle grazing. Studies have been initiated to determine how much impact is occurring to some of these species. The Endangered Species Act requires federal agencies to ensure that their activities do not negatively impact listed species or cause any others to become listed. Any impact that may affect listed or National Park Service sensitive species would be considered significant.

### **Water Resources and Wetlands**

Because most perennial streams flowing through Capitol Reef originate beyond park boundaries, many impacts to those resources occur outside of National Park Service jurisdiction. Both within and outside of the park, soil erosion, diversions for agriculture, and nutrient-rich runoff affect water flow rates, water quality, and riparian habitats on the Fremont River and Sulphur Creek.

Trailing by cattle affects these factors in varying degrees along Oak and Pleasant Creeks. Within allotments, water, and riparian habitats are vital sources of food and water for livestock. Because cattle tend to concentrate in these areas, water sources are degraded, vegetation removed, and exotic plants begin to replace native ones. Streams, waterpockets, and seeps located outside of allotments and trailing routes receive very little impact from park activities.

National Wetlands regulations require that no net loss of wetlands result from development or other actions. The National Park Service mandate is to preserve and protect natural resources. Any impact that adversely affects streams, waterpockets, seeps, or riparian habitats or that cause a violation of water quality standards would be considered significant.

### **Floodplains**

The 100- and 500-year floodplains have been cultivated and developed since the initial settlement of the Fruita and Pleasant Creek valleys. Roads built in these valleys have constricted water flows and changed the pattern of the floodplain. Several floods in recent years have washed out bridges, closed roads, and flooded the campground and picnic areas.

Floodplain regulations require the National Park Service to evaluate the effects of park activities on floodplains and to document why any development must occur in these areas. Therefore, as specified in floodplain regulations, any new developments that are to be located on a floodplain would be considered to have significant impacts.

### **Noise**

Currently, there is very little noise pollution in the park. Non-natural noise that does exist there is associated with the developed portions of the park, and is caused primarily by vehicles.

The backcountry areas of the park are managed for wilderness qualities, including natural quiet. (See management zone descriptions provided earlier in this document.) The Fruita area is managed to promote the rural cultural landscape qualities that led to its listing on the National Register. Any increase in noise that affects the natural quiet of the backcountry or the rural qualities of the Fruita area would be considered significant.

### **Air Quality and Scenic Quality**

Air and visual quality are affected primarily by activities outside the park. Pollution from industrial sources many miles away, as well as occasional forest fires, would affect these qualities. Construction projects

and traffic on dirt roads will cause localized, short-term reductions in air quality. No impacts to plants or animals from air pollution have been documented at Capitol Reef.

Capitol Reef is in a Class I Airshed, which is protected by public law prohibiting degradation of air quality. Any activity, inside or outside of the park, that measurably decreases air or visual qualities would be considered significant.

## ***CULTURAL RESOURCES***

### **Archeological Resources**

Although a comprehensive, parkwide inventory of archeological sites is currently underway, that inventory will cover less than 10 percent of the park's total area. The project should yield enough data to develop reliable inferences about the nature of unsurveyed areas. However, precise, specific knowledge regarding the locations and nature of archeological resources throughout most of the park can never be complete, due to the nature of the terrain, low visibility of certain site types, and burial of sites by natural deposition.

Existing human-caused impacts to the park's documented archeological resources are largely a result of collecting that occurred before the lands came under National Park Service management, of modern visitor use, and of park service developments for visitors and staff. The Capitol Reef area was largely settled by the late 1880s, when artifact-hunting was a popular, accepted pastime. Journal entries refer to wagon-loads of artifacts being hauled from what is now the park. Contributing to the damage were early archeologists, whose field methodologies were destructive by today's standards.

Free-ranging livestock heavily trampled archeological resources near waterholes and natural shelters. Archeological sites near the community of Fruita, along water sources, roads, and cattle trails, and in the vicinity of backcountry homesteads were particularly vulnerable to all of these impacts. Many of these impacts ended after the area came under National Park Service management.

Visitor use-related impacts include creation of graffiti on cliff faces and rock art panels; touching, tracing, and chalking petroglyphs; surface collecting, digging, and souvenir-hunting; making of “collector’s piles” of artifacts; alteration of stone walls and rock alignments; climbing onto architectural features; and trailing through sites. Highly visible social trails leading to rock art panels increase the likelihood of vandalism to these features. Occasionally, riders guide horses over middens and other sites.

Finally, ongoing use of utility roads, campsites, and trails on or near archeological features contributes to site deterioration. Archeological resources adjacent to or easily accessible from active recreation areas are vulnerable to surface disturbance, inadvertent damage, and vandalism. Visitors using campgrounds and picnic areas moderately compact soils and remove surface artifacts. A loss of surface archeological materials, alteration of artifact distribution, and disturbance of contextual evidence results. Backcountry use can have an adverse effect on archeological resources because of the lack of direct protection by park personnel. Resources in popular use areas are vulnerable to both inadvertent disturbance and deliberate digging. Site wear and minor vandalism appear to be less of a problem

for archeological resources in the remote semi-primitive and primitive zones, where visitor use is lower. New developments anywhere in the park are undertaken only in compliance with the National Historic Preservation Act of 1966 and the National Environmental Policy Act, which establish guidelines to protect cultural resources.

Certain managerial actions are necessary to provide for visitor safety, handicap access, visitor and staff support, security, compliance with laws and regulations, and other public interests. Some of these actions may cause visual intrusion to the natural and cultural landscape, but they nevertheless benefit the public and the resource in other ways.

Effects of park activities on cultural resources are determined by using the criteria of effect identified in Section 106 of the National Historic Preservation Act. Any impact that could diminish characteristics that qualify the property for inclusion in the National Register, constituting an adverse effect, would be considered significant. Adverse impacts to historic properties may include:

- physical destruction, damage, or alteration of all or part of the property;
- isolation of the property from or alteration of the character of the property’s setting when that character contributes to the property’s qualification for the National Register;
- introduction of visual, audible, or atmospheric elements that are out of character with the property or alter its setting;
- neglect of a property resulting in its deterioration or destruction; or
- transfer, lease, or sale of the property.

### **Historic Resources**

The old community of Fruita, which now serves as park headquarters, was established by Mormon settlers in the late 1800s. Over the following 80 years or so, residents established orchards and fields, raised livestock, reared children, and built houses, sheds, irrigation systems, fences, kilns, and other structures. Many of these features still exist on the modern landscape. In 1997 the old settlement site was listed on the National Register of Historic Places as the Fruita Rural Historic District. As a rural historic district, Fruita's landscape and its component parts (buildings, irrigation ditches, cellars, orchards, fields, etc.) are considered historically significant.

In addition, an extensive history of ranching and mining contributed to the development of outlying areas within what is now the park. Old corrals, sheep camp trailers, cabins, storage bins, inscriptions, mine adits, claim cairns, and related structures are scattered through the park. Two outstanding examples are the Leslie Morrell Line Cabin, located in the Cathedral District, and The Post Corral, in the Waterpocket District. The line cabin, originally a lumber camp cabin and later relocated to its present location to serve ranching operations, has been nominated to the National Register of History Places as part of a multiple property listing. Cattlemen used The Post Corral, built in 1950, to handle up to 1,500 head of cattle each year through the 1960s. The structure is under review by the State Historic Preservation Office to determine its National Register eligibility.

Existing impacts to these historic structures and the Fruita landscape are largely related to early park service efforts to clean up and naturalize the area, and to provide

necessary visitor services. Buildings and structures that were not at the time considered historic or which were dilapidated were removed, while a visitor center and other tourist and staff support facilities were constructed. Since the 1970s, however, the park service has endeavored to interpret and preserve the remaining features, successfully pursuing National Register status for the Fruita cultural landscape. As a result, park service development and related activities in the historic district are now strictly limited.

Other impacts are due to natural deterioration and increasing visitation. Frequent rains, for instance, create drainage and moisture-related problems for the old buildings, whereas sunlight damages old wood and shingles. Visitors occasionally carve their names into historic inscription panels and buildings, and climb on old structures. However, historic features are closely monitored by qualified park staff, who have made historic building maintenance a park priority.

As with archeological resources, activities that affect historic properties are evaluated by using the criteria of effect identified in Section 106 of the National Historic Preservation Act. Any impact that could diminish characteristics that qualify the property for inclusion in the National Register, constituting an adverse effect, would be considered significant.

### **Ethnographic Resources**

The Fruita historic district, with its component orchards and buildings, is an ethnographic resource with significance to the Mormon community. An ethnographic study of the orchards was commissioned by the National Park Service and completed in 1994. Other structures, including ranching

and mining structures, are also considered to be potential ethnographic resources.

In addition, the park regularly consults with numerous American Indian tribes who have a history in the area. These groups consider all archeological sites and certain natural features, too, to be ethnographic resources of significance. An ongoing ethnographic overview and assessment for Capitol Reef was initiated by the National Park Service in 1996, and is slated for completion in 1998.

For the purposes of this document, activities that affect ethnographic properties are evaluated by the criteria of effect identified in Section 106 of the National Historic Preservation Act, and by ethnographic values identified in existing studies and consultations with the local Mormon community and American Indian tribes affiliated with the park.

### **Museum Collections**

The park's museum collections have, at various times, been split up among the park and archeological centers at Tucson, Arizona and Lincoln, Nebraska. Besides making research and management difficult, this situation occasionally requires artifacts to be shipped for storage, conservation, exhibit, and research purposes. Shipping artifacts introduces threat of damage and/or loss in transit.

In addition, the park's museum storage, workspace, exhibit space, equipment, and staffing are deficient in many respects, as indicated in Capitol Reef's 1996 Museum Checklist. As a result, objects are overloaded into drawers and cabinets that are inadequate to support their weight and bulk, or are left in open spaces not designed for object storage. Inspections,

inventories, and other museum management tasks are not undertaken regularly or on schedule. Exhibit objects are left on display for many years at a time, instead of being regularly rotated. Plans are outdated, electronic databases are full of errors, omissions, and outdated information, and cataloging is backlogged.

Actions that resolve no existing deficiencies on the park's Museum Checklist, or which result in additional deficiencies, will be considered significant adverse impacts.

### ***SOCIOECONOMIC IMPACTS***

Socioeconomic impacts are economic actions that interact with and affect the social environment.

#### **Population**

Park actions impacting employment would most strongly affect gateway communities, where most employees reside. Although the park does support approximately 40 employees and their families locally, it is difficult to ascertain how many other people benefit from park-related economic stimulation to the local economy.

Increases in visitor services-related businesses and employment opportunities related to park tourism could attract newcomers to the area. However, population growth in the Western U.S. has been a trend for nearly a decade, making it difficult to isolate and quantify the immediate contribution of Capitol Reef National Park to local population growth. The five counties around Capitol Reef are projected to see large increases over the next two decades, regardless of any actions taken by park management.

For the purposes of this General Management Plan, any proposed park action that is projected to result in a 10 percent or greater increase in the population of any of the five surrounding counties would be considered a significant impact. This level is selected because it would likely require action to increase the level of town or county services and facilities (e.g., water systems, fire-fighting and law enforcement capabilities, sidewalks and lighting, and street development) necessary to support such growth. It could also begin to impact the quality of life in the affected areas.

### **Economy**

Emery and Kane Counties have their own distinct and broad-based economies that are not much affected by the actions proposed in this plan, as none has a gateway community to Capitol Reef. Sevier County has some of the region's largest communities, which handle a significant amount of park business. In contrast, both Garfield and Wayne Counties have gateway communities to the park. Wayne County, in particular, is affected by park actions and visitation because of its proximity to the most heavily visited district of Capitol Reef. All park staff currently live near the SR 24 corridor through Wayne County, most park developments are along that highway, and most of the businesses that serve Capitol Reef visitors are located in Garfield and Wayne Counties.

Consequently, the alternatives presented here would most directly impact Wayne, Garfield, and Sevier County economies, with little direct economic benefit conferred to Emery or Kane County.

For the purposes of this plan, any proposed action that is anticipated to increase or decrease annual county revenue by 10 percent or more above current levels and

for at least two years would be considered a significant impact. This level is considered significant because it would likely affect a county's or town's ability to provide public services and facilities. It would also measurably affect employment opportunities and the average *per capita* incomes of residents in the affected areas, raising or lowering the standard of living and quality of life there.

### **Transportation and Access**

The actions described in this plan would not directly affect transportation and access to the park. The actions of external stakeholders would be the primary factors affecting such transportation patterns. Such external actions that could affect transportation and access to the park might include improving Wayne County's airport or paving the Gooseberry Road in Fishlake National Forest.

### **Visitor Services**

Garfield and Wayne Counties have seen tremendous economic growth in the last five years, particularly in the service sector of their economies. During the prime visitor season, lodgings, restaurants, and related establishments are kept busy. Between October and April, though, many businesses shut down because of lack of customers. Increasing visitation during the winter months could spur additional service-sector growth in the gateway economies. This possibility is influenced mostly by broad economic and social factors beyond the control of park management.

For the purposes of this plan, any park management action that is projected to increase visitation by 10 percent or more (beyond increased visitation that is already predicted as part of a general trend), or to

lengthen the visitor season by 60 days or more, would be considered significant. These levels are considered significant because they would likely encourage more business opportunities in the vicinity of Capitol Reef, and would likely encourage existing businesses to lengthen their annual operating season.

## ***VISITOR EXPERIENCE***

### **Hiking and Recreational Opportunities**

Capitol Reef National Park offers a range of hiking and recreational experiences appropriate to visitors with a diversity of interests, physical abilities, and itineraries. However, opportunities are limited for certain groups of visitors. Most notably, there is a lack of recreational experiences available for visitors with physical disabilities. While the Fremont River Trail and the trail linking the campground and the visitor center are referred to as handicap-accessible, they do not truly meet standards for wheelchair access.

Capitol Reef's backcountry is still relatively undiscovered, compared to nearby Canyonlands and Zion National Parks. Visitors usually find the backcountry quiet and uncrowded. Limits on use, backcountry allocation systems, or designated campsites for backpackers have not been implemented. As use grows, these management tools may have to be considered.

An increase in numbers of people using the threshold zone has changed the nature of the visitor experience there. The trails in this zone once offered a hiking experience similar to that available in the more remote primitive zone. Today, hikers in the threshold zone encounter numerous other people. Similarly, the paving of Scenic

Drive has resulted in increased vehicle traffic and greater numbers of people using the viewpoints and hiking trails along the road.

Protection of natural and cultural resources along park trails and roads is compromised because of the lack of sufficient visitor and resource protection staff. Roads and trails are frequently in poor repair because of the lack of a trail crew or sufficient maintenance staff. Deterioration of park resources and trails directly affects the quality of recreation and hiking experiences for visitors.

Bicyclists are limited to riding along roads, except for the trail connecting the campground and visitor center. Cycling along Scenic Drive is popular, but the road is narrow and winding, with many blind curves and no shoulders, making vehicle traffic potentially hazardous to cyclists. SR 24 has very marginal shoulders that are not really adequate for safe cycling, and higher speed limits and heavy traffic there contribute to an unpleasant, potentially hazardous biking experience.

Only one facility is currently available – on a trial basis – for visitors who wish to camp near road corridors with saddle or pack stock.

For the purpose of this plan, a reduction of recreational opportunities for hiking, camping, and backcountry use (e.g., road or trail closures) and/or an increase in visitors' perception of overcrowding or resource degradation would be considered significant.

### **Interpretive Services**

Capitol Reef National Park offers the traditional range of interpretive services

and media to be expected at a medium-sized national park. The visitor center provides orientation, information, and interpretive media, and the Gifford farmhouse offers interpretation of park history. A variety of programs is presented during the peak season.

Interpretive media and facilities are steadily deteriorating and have become obsolete. The visitor center exhibits are dated in style, worn, and fail to present a coherent overview of park purpose, significance, and interpretive themes. The principal park orientation slide program at the visitor center is dated and not captioned for hearing-impaired visitors. Audio equipment at the Travelers Information Stations, the schoolhouse, and the blacksmith shop have deteriorated and frequently malfunction. The campground amphitheater is the venue for slide-illustrated ranger talks, the park's most heavily attended program. The homemade projection booth and screen are run down beyond repair, presenting a less-than-professional image for staff and visitors.

Although Capitol Reef has an eight-month peak visitor season, there is seasonal interpretive staffing for only a six-month period. As a result, the growing number of visitors who arrive during the spring and fall shoulder seasons are offered limited visitor center hours and few interpretive programs. Staffing constraints also limit the park's ability to improve the condition of interpretive media and facilities or to keep newer high-tech media, such as the park web page, current.

The park has developed an active educational outreach program. The response of local schools to this effort has been overwhelmingly positive. The

program is stalled in its potential for growth, however, by lack of staffing to respond to requests for programs and by the lack of an in-park facility that can accommodate large school groups.

None of the 37 wayside exhibits at various locations along the park's road corridors is accessible to visitors in wheelchairs.

Significant impacts would include reduction of interpretive facilities and media, reduction of opportunities for contacts between staff and visitors, and fewer educational outreach activities.

### **Visitor Use**

The visitor center was designed to accommodate visitation in a small, relatively unknown national monument. Since the center opened in 1972, total annual visitation has grown to exceed 750,000 per year. In 1996, some 222,526 people entered the visitor center. This facility is far too small to accommodate the 1,200 to 1,400 people per day who stop there during peak season. The parking lot often fills, with overflow traffic (frequently buses and large recreational vehicles) parking along the road shoulder near the busy intersection of SR 24 and Scenic Drive.

The historic Gifford farmhouse opened to the public in 1996, drawing 8,685 visitors that season. That number more than doubled (19,504) in 1997.

The 71-site Fruita campground fills by mid-afternoon almost every day between Memorial Day and Labor Day, and frequently on pleasant weekends during the shoulder season, especially Easter and Columbus Day weekends. Consequently, many campers are turned away. The group

campsite, available by reservation, is in great demand, and is booked quite early in the year.

Significant effects would include reduction of the visitor length of stay due to closure of campgrounds, reduction of visitor center and Gifford House hours, and curtailing season length.

### **Access**

Access within the park is affected by three factors: the nature of roads and trails, weather conditions, and availability of staff and funding to maintain roads.

SR 24, as a state-maintained paved highway, offers easy access to the park under most conditions. Infrequently, flooding and rockslides stop traffic for short periods. For example, during the summer of 1997 a rockfall closed the highway for three days, and on two occasions traffic was delayed by flash floods.

Scenic Drive and the unpaved Grand Wash and Capitol Gorge spur roads are occasionally rendered impassible by flash floods. Usually these events are only of a few hours' duration. During periods of exceptionally heavy precipitation, as occurred throughout 1997, these roads may be closed for weeks or months at a time for repairs.

The unpaved roads in the Cathedral District are normally accessible by high-clearance, two-wheel drive vehicles, but may become impassible during and immediately after heavy rains due to washouts, slippery bentonite clay sections, and a Fremont River ford that sometimes becomes too deep to cross.

The unpaved sections of the Notom and the Burr Trail Roads are usually negotiable by normal passenger vehicles, but may not be suitable for recreational vehicles and trailers. Rain and snow at times make these roads temporarily impassible due to mud and washouts.

If spur roads were closed or new roads developed, access to hiking opportunities in the primitive zone along the Notom Road would be affected by the alternative selected by this General Management Plan.

Any management action that decreases current levels of access to popular visitor use areas or increases access to backcountry areas would be considered significant impacts.

## ***PARK OPERATIONS***

### **Facilities**

Some impacts to existing park facilities occurred prior to the establishment of the park. These include road-building through what would become park lands, subsequent upgrades of those roads over time, and alterations to structures built before establishment of the park. Structures include those used for ranching or mining operations, as well as private homes and associated outbuildings in the Fruita area. These structural alterations included both improvements to and deterioration of structures resulting from normal use or neglect.

Impacts to facilities since the establishment of the park are largely due to National Park Service efforts to provide for or improve visitor services. Such efforts include occasional remodeling of buildings to improve efficiency, work completed to prevent deterioration of historic structures,

physical changes to campgrounds and picnic areas facilities, and the occasional addition of a new building. Often these changes to facilities were undertaken to improve visitor or employee safety. Other changes, such as upgrades of infrastructure relating to public health or sanitation, were required by law.

Natural weather processes also impact park facilities. Park roads and trails are subject to occasional closures and require emergency repairs as a result of heavy rain and flash flooding, heavy snow, or rockfalls.

The addition of new facilities, including buildings, roads, trails, or campgrounds would be considered a significant impact. The removal of existing facilities, including buildings, roads, trails, or campgrounds would also be considered a significant impact.

### **Maintenance**

Past impacts to maintenance operations have included removal of non-historic structures built prior to the park's establishment, and construction projects not completed by private contractors. With the establishment of the park came a variety of new facilities such as the visitor center and campgrounds, and each facility represented an initial time commitment for initial construction, as well as a continued demand on the maintenance staff for subsequent upkeep and routine maintenance. Higher visitation and the associated increased use of facilities constantly impact the maintenance workload. This is particularly evident in areas where visitor use is high, such as the visitor center, campgrounds, restrooms, and picnic areas. New facilities represent increased custodial requirements, in the case of buildings or structures, as

well as long-term routine maintenance needs, as would be the case with new or enlarged buildings, roads, trails, or campgrounds. Upgrades to existing infrastructure and utilities would be needed over time, as older systems deteriorate and no longer meet safety or sanitation requirements, or as systems become inadequate to handle capacities dictated by increased visitation.

The addition of maintenance duties or requirements beyond existing levels would be considered a significant impact. Removal of existing facilities that would, in turn, reduce the routine maintenance requirements for that area would also be considered a significant impact.

### **Staffing**

Past impacts to staff size have occurred primarily in response to fluctuations in the National Park Service budget, as opposed to reflecting the park's actual staffing needs. As reductions or downsizing occurred on a national level, Capitol Reef and other National Park Service units felt the impacts, and staff size decreased or positions identified as needed were not filled.

Impacts to staffing itself have almost always resulted in increases in workload for the staff, rather than decreases. Since the early 1980s, visitation has more than doubled, and the variety of park uses and their apparent impacts have increased. As a result, the demands on the staff have significantly increased, yet the overall size of the park's staff has not changed dramatically.

As visitation continues to increase steadily and impacts to resources also increase, protection of natural and cultural resources,

particularly along roads and trails, is compromised because of the lack of sufficient visitor and resource protection staff. Ongoing resource surveys continually identify higher numbers of natural and cultural resources such as threatened and endangered plant and animal species and previously undocumented cultural sites. Demands for emergency services have increased. There is insufficient interpretive staffing and funding to maintain or improve audiovisual equipment, or to keep newer, high-tech media, such as the park web page, current. There is an active educational outreach program, but the program has stalled in its potential for

growth because of the lack of staffing to respond to requests for programs. In recent years, the number and variety of interpretive services have decreased in the spring and fall seasons. Trails are frequently in poor repair because the park has not had a trail maintenance crew for more than a decade.

Further reductions in staffing, or additional demands on the current staff, would be considered a significant impact. Additional positions created beyond those identified in the park's Position Management Plan would also be considered a significant impact.

**IMPACTS BY  
ALTERNATIVE—Alternative A  
(PREFERRED):  
(Preserve Resources and Visitor  
Opportunities)**

***NATURAL RESOURCES***

**Geology and Soils**

Most actions in this alternative involve restoring and naturalizing areas where impacts have occurred. Most existing developments would remain. Runoff resulting from the Sleeping Rainbow Ranch improvements would be controlled to reduce erosion from increased use of the location. Improvements to and expansion of the Fruita trail system would reduce impacts to natural habitats by concentrating visitor use on hardened trails. If social trailing in any location begins to cause soil erosion or compaction, management actions to control visitor use and diminish these impacts would be initiated. The net result would be a reduction in human-caused erosion.

Conclusions: This alternative would be beneficial to soils in the park and would not cause a significant impact.

**Vegetation**

Cattle grazing on 98,000 acres of the park would continue as regulated by existing public laws. Some impacts, such as increasing exotics and reduced vegetative cover, would continue, especially in areas where cattle congregate. The park would assume management of the grazing program in coordination with the Bureau of Land Management. The park would attempt to mitigate these problems with range management practices that would

redistribute cattle use, such as grazing rotation, fencing, and exclosures to protect water sources, including riparian areas. Allotment management plan would be developed and would describe which management actions would be used in each allotment.

The park would increase control of exotic plant species and minimize their effects on native species where possible. This would benefit the natural qualities of the park.

The expansion of administrative buildings would occur in the existing disturbed areas, and would not impact native vegetation. The expanded trail system would primarily affect disturbed areas, but would impact native vegetation at two Sulphur Creek crossings and near the Hickman Bridge trailhead. The trail alignment at these locations would be designed to prevent removal of trees and shrubs, thereby minimizing impacts to vegetation. The trail system would reduce impacts by concentrating visitor use on hardened surfaces, and would reduce social trailing, which currently affects vegetation.

When social trailing begins to impact vegetation in any management zone, management actions to control visitor use and diminish these impacts would be initiated. Closures would not be used unless other management actions failed to protect the resources. Actions would be monitored to determine what impact they had on visitor use. These actions would protect the plant communities and organisms that depend on them while maintaining quality visitor experiences.

Increased use at and around Sleeping Rainbow Ranch would require additional

monitoring and management to prevent impacts to nearby natural areas.

Conclusions: Overall vegetation impacts would be reduced, but continued grazing could cause vegetation reduction and increasing exotics despite mitigation actions. These impacts would be considered significant.

### **Wildlife**

This alternative relies on reducing visitor impacts to protect wildlife resources. Proposed projects, such as expanded administrative facilities, new trails, and improvements at the Sleeping Rainbow Ranch, are sited in previously disturbed areas and so would not directly impact wildlife. Indirect impacts would likely occur due to increasing visitor use of trails and the ranch, but levels of future impact cannot be determined at this time. This increased use and associated effects would be monitored. Indicators and standards developed from VERP implementation would be used to judge the level of impact and to determine appropriate management actions.

Damage to the orchards in the Fruita Valley caused by deer, marmots, and rock squirrels would be reduced through management actions designed to deter or relocate animals away from the damaged resources. Population levels of these species would not be intentionally reduced by park actions. Some level of impact would continue from grazing and its effects on vegetation. This may impact small mammal, bird, and insect populations. Mitigation would diminish the effect of these impacts, but would not eliminate them.

Conclusions: Overall, this alternative would reduce impacts to wildlife from current levels because increased monitoring would alert park staff to problems before they become serious. Because continued grazing would cause some level of impacts to wildlife populations, this alternative would still have significant impacts on native fauna.

### **Threatened and Endangered Species**

Proposed developments in Fruita and at the Sleeping Rainbow Ranch would not affect any listed or sensitive species. Surveys and monitoring for rare species would increase as part of the general increase in these activities in the park. Management actions to control visitors would be initiated in areas with populations of rare species. These actions could include interpretive signage, barriers, rerouting trails, or seasonal closure. Such actions would protect these species better than do current management practices. The park would investigate the effects of grazing on the several species known to occur in grazing allotments. If any impacts were found, the U.S. Fish and Wildlife Service and the permittee would be contacted to develop mitigation strategies. Increased ranger patrols would discourage illegal collecting of rare plants.

The park would accomplish its tasks as described in recovery plans for listed species and those covered by conservation agreement. The park would work cooperatively with the U.S. Fish and Wildlife Service and other land managers to develop conservation agreements for remaining rare species.

Conclusions: Alternative A would have a beneficial effect on rare, threatened, and

endangered species and would not result in a significant impact on them.

### **Water Resources and Wetlands**

Water resources impacts that result from activities outside the park or that are associated with orchard maintenance would continue to affect water flow rates, water quality, and riparian habitats on the Fremont River and Sulphur Creek. Proposed projects, such as expanded administrative facilities, new trails, and improvements at the Sleeping Rainbow Ranch, would not have direct impacts to water resources because they would be in previously disturbed areas. Grazing-related impacts would be mitigated where possible, but would still be present at reduced levels. The presence of exotic trees, such as tamarisk and Russian olive, decreases water flow by absorbing moisture and transpiring it back to the air. Reduction of exotics in riparian habitats would benefit those habitats and increase water flow.

Conclusions: This alternative results in an overall improvement in water resources and wetlands. Many impacts beyond the control of the park would continue to occur, and these are considered significant.

### **Floodplains**

No facilities currently in the floodplain would be removed. Portions of the walking trail proposed for the Fruita Valley would be in the floodplain, but these are not considered significant impacts under floodplain regulations. The park would continue to warn visitors and staff of the hazards associated with flooding (see Appendix F, Floodplain Statement of Findings).

Conclusions: In this alternative, the number of facilities in the floodplain would remain

the same and so would not result in new or additional significant impacts.

### **Noise**

This alternative would not change use levels in the backcountry portions of the park, where noise levels would remain very low. Visitor use would increase in the threshold and rural developed zones of the park because of the concentration of visitor facilities and ease of access. Noise levels would increase there, accordingly, due to increased talking or other visitor sounds, and to vehicle traffic or related startling noises. Adaptive use of Sleeping Rainbow Ranch, which is currently unused, would increase noise in the area associated with vehicles and classes during busy periods. The increase of noise in these areas could be significant.

Conclusions: A significant adverse impact to natural quiet could occur in the threshold and rural developed zones as a result of this alternative.

### **Air Quality and Scenic Quality**

No park activities proposed by this alternative would cause significant impacts to the air and scenic qualities of this area. Increased parking space and trails in the Fruita Valley would encourage more walking and less vehicular traffic, thereby improving localized air quality in this high-use area. This benefit could be off-set by increases in visitor use over the life of this plan. Sources of pollution originating outside of the park would continue producing particulates, but should not result in deterioration of air quality within the park. Relocation of some buildings from Sleeping Rainbow Ranch would improve the scenic qualities of the area, but some structures and the utility lines would still be visible.

Conclusions: This alternative would not cause significant impacts to air and scenic qualities.

## ***CULTURAL RESOURCES***

### **Archeological Resources**

Under Alternative A, interpretation and protection of archeological, ethnographic, and historic resources would be enhanced by increased monitoring, patrols, and area closures when initiated by the VERP process.

Further developments, which could directly and indirectly impact cultural resources, would be prohibited within the primitive zone. Developments elsewhere in the park would be restricted and all proposed actions would be reviewed according to the provisions of the National Historic Preservation Act of 1966. Any such new developments would be designed and situated so as to avoid or minimally impact archeological resources; any such impacts would be mitigated by archeological data collection. Existing park service visitor and staff support developments would be maintained.

Continued requirement of backcountry permits and emphasis on pre-trip information regarding resource stewardship would help to ensure preservation of cultural resources. This action would be reinforced by increased ranger patrols and resource inventory and monitoring. A mandatory backcountry-use allocation system or area closures would be instituted if monitoring indicated that cumulative impacts were reaching significant levels.

Livestock grazing would likely continue to impact archeological resources, particularly in places where animals shelter, near water

sources, and along paths. These locales would require continued monitoring for resource damage. When necessary, some of these sites could be protected by enclosures or other means that do not endanger the animals or impede access to feed and water.

The Sleeping Rainbow Ranch Development Concept Plan proposes overnight use of ranch facilities for up to 20 persons, and day-use for up to 40 persons. These groups presumably would use the area in the vicinity of the ranch, but would do so under the guidance of trained staff members who are sensitive to park resources and aware of park regulations regarding those resources. Additionally, the presence of those staff members and of a year-round, on-site caretaker would benefit resources in the area by establishing an official presence that can help monitor those resources. Hence, this part of the proposal is judged to have no adverse effect on cultural resources there. It could, in fact, have a beneficial effect.

The Development Concept Plan proposes to establish a leach field east of the existing motel units, and a parking area for an unspecified number of vehicles in a locale below the mesa-top facility. The entire area is known to be culturally sensitive. Archeological survey and testing, as well as legally required tribal consultation, would have to be completed before the impacts of these projects can be properly evaluated. If cultural resources cannot be avoided or mitigated by data recovery, then the effect of these proposals could be significant. In that case, plans would be altered to accommodate the park's resources – for instance, by relocating the leach field to a non-sensitive locale, by making other provisions for waste treatment, and/or by restricting parking to existing parking areas

on the mesa-top. Likewise, if the costs of mitigation are judged by the National Park Service or its cooperating partners in the project to be prohibitive, then those proposals may be altered as described above.

If cultural resources can be mitigated by proper documentation and data recovery, and if consulting Indian tribes concur with these actions, then the proposed actions would be judged to have no adverse effect (i.e., no significant impact) on cultural resources.

Proposed developments at Sleeping Rainbow Ranch and any changes in the existing proposals would be evaluated under the National Historic Preservation Act and the National Environmental Policy Act. Affiliated American Indian tribes would be consulted.

Conclusions: Except for the possible effects of continued grazing, no significant adverse impacts on archeological resources at Capitol Reef should result from this alternative. Any aspect of the Sleeping Rainbow Ranch proposal that is later determined to have a significant impact on cultural resources would be revised to avoid that impact, or those resources would be mitigated as provided for under the National Historic Preservation Act.

### **Historic Resources**

Under Alternative A, several historic buildings within the cultural landscape would be rehabilitated and adaptively used, which would ensure regular maintenance and security; non-historic buildings within the landscape would be rehabilitated for occupation or office use. Upgrading and extending the existing trail system in the historic district would improve interpretive

and educational opportunities in regard to cultural resources, and decrease the development of social trails. Such trail development and related interpretive devices would be unobtrusive, designed to blend in with the landscape and to be compatible with the historic character of the area.

The park's visitor center, which lies within the rural cultural landscape, would be modernized and its parking area expanded. Expansion of the visitor center would be restricted to the existing headquarters compound and would approximate the height of the existing building to minimize visual intrusion on the historic scene. Likewise, modernization of the building's interior alone would not affect the historic district. Limited expansion and reconfiguration of parking within the developed headquarters area, provided appropriate screening is included, could have a negligible impact on the district; but more expansive additions, introducing more vehicles, noise, and exhaust to the district, would constitute a significant adverse impact. Expansion or reconfiguration of other existing parking lots or development of new lots could likewise cause an adverse impact to the cultural landscape unless they are appropriately screened and their size limited.

Staff offices and other facilities would be improved under Alternative A. Screening, sensitive design, and careful placement would mitigate much of the impact of these actions, provided that all new structures be limited to existing building heights. Any proposed changes that would increase the height or size of the modernized structures, or introduce colors or materials that would make them visually intrusive to the historic

district, would constitute a significant adverse impact to the historic district.

If a new interagency visitor center and administrative complex were established outside the park, some staff offices and other facilities would be removed from the cultural landscape. Certain administrative and maintenance functions would be relocated outside of the park over an extended period of time, and many staff residences within the Fruita area would be removed. These actions would have a beneficial effect on the historic district.

Throughout the park, mining, ranching, and water management structures would be evaluated for National Register eligibility. Those determined not eligible would be removed and their sites naturalized. Stabilization and nomination would be pursued for those that are determined eligible for listing.

Conclusions: Several of the proposed actions of Alternative A would benefit cultural resources within the park. Alternative A would establish a systematic and comprehensive program for the documentation, preservation, protection, evaluation, and interpretation of historical resources in Capitol Reef National Park. It would provide for the preservation of cultural resources that are part of the history and prehistory of the area, and for the enhancement of the park's historic district.

Several others, however, could incur significant, adverse impacts, particularly within the park's National Register cultural landscape. For example, proposals to increase or add parking areas within the headquarters area could adversely affect those characteristics that qualify the

landscape for National Register listing. Careful planning and siting of these developments to reduce visual and audible intrusions could mitigate those adverse effects and make them nonsignificant. This work would be planned with the assistance of professional cultural resources personnel at the Intermountain Regional Office, and in consultation with the Utah State Historic Preservation Office to ensure it meets National Park Service and National Historic Preservation Act requirements. Expansion and modernization of the visitor center, as described above, would not have a significant adverse impact on the historic district. Overall, within the guidelines described above, this alternative would not have a significant adverse impact on the Fruita Rural Historic District or other cultural resources in the park.

#### **Ethnographic Resources**

All of the known ethnographic resources of Capitol Reef are historical or archeological sites. Impacts on these are as described above. If more ethnographic resources are identified in the future, the effects of these actions on those resources would be evaluated at that time as required by the National Historic Preservation Act and other relevant laws, guidelines, and regulations.

Proposed enhancement of interpretive and recreational opportunities in the Fruita Rural Historic District would be undertaken in consultation with the local Mormon community. Several members of that community have already commented on an earlier draft of the Fruita Interpretive and Cultural Resources Protection Plan (Appendix C).

Conclusions: Overall, the actions of Alternative A would have no adverse

impact on known ethnographic resources of the Fruita Rural Historic District or on the ethnographic (mostly prehistoric) resources of the other park zones.

**Museum Collections**

Alternative A would resolve several deficiencies identified on the park’s Museum Checklist. It would provide specially designed facilities with adequate climate control, fire protection, and security, upgraded storage cabinets and shelving, separate storage and work areas, and staffing assistance.

Conclusions: This alternative would have no significant adverse impacts on museum collections, and in fact would be highly beneficial.

***SOCIOECONOMIC PROFILE***

**Summary**

The actions outlined in Alternative A would result in over \$5.5 million of recurring and one-time expenditures (Tables 10-11).

Modifications to the Sleeping Rainbow Ranch, which are expected to cost around \$370,000, would be funded with non-federal monies; therefore, that cost is not included in this total. Approximately \$5 million have been identified as one-time expenditures, which would include remodeling and expanding the visitor center, enhancing the Fruita Rural Historic District, and implementing the VERP program at Capitol Reef. According to the Money Generation Model described in the overview section, these expenditures would result in 141 additional employment opportunities for the region, an additional \$555,000 of tax revenue, and an additional \$7 million in regional sales.

In addition to the capital expenditures, Alternative A requires approximately \$500,000 of recurring, base-operating fund increases to implement many of its objectives, including elements of the VERP program. Distribution of these funds according to organizational function is

**Table 10  
Estimated Capital Expenses Proposed for Alternative A**

<b>Item</b>	<b>Est. Cost</b>
Visitor Center Remodel and Expansion	\$ 4,200,000
Fruita Rural Cultural Landscape Development	\$ 700,000
Increased Resources Monitoring (including VERP)	\$ 100,000
<b>Total</b>	<b>\$ 5,000,000</b>

outlined in Table 11. According to the Money Generation Model, these expenditures would result in 14 additional jobs, approximately \$54,000 in additional tax revenue, and an additional \$700,000 of sales in gateway communities.

**Population**

Alternative A calls for the addition of 12 employees to the Capitol Reef staff. If one assumes an average family size of four, these hirings would bring a maximum of 48 people to Wayne County. (The total could be lower, considering that local residents would likely be hired to fill some positions.) This number amounts to only 2 percent of Wayne County’s current population; thus, the hiring proposals are judged to have no direct, significant impact on local population.

However, expenditures as a result of this alternative could lead to additional population growth by stimulating private sector business and employment opportunities. The Money Generation Model predicts that this alternative would support 14 additional jobs on a recurring basis, and 141 short-term, one-time jobs, primarily in Garfield and Wayne Counties.

If enough potential employees are not locally available, proprietors would recruit from outside sources, thereby increasing the population here. Again, assuming four persons per household, and assuming (in order to evaluate maximum potential impact) that all of the positions are filled by persons not from this area, the 14 recurring jobs could bring 56 people (less than 3 percent of Wayne County’s current population) to the area. New park and private sector jobs combined would amount to just 5 percent of Wayne County’s current population. The short-term, one-time jobs would not open simultaneously, but at various times through the life of this plan as capital expenditures are made at the park. Because they would, in most cases, bring single individuals (rather than entire families) who would stay a matter of weeks (rather than moving here long-term), the effect of those capital expenditures would have no significant effect on local population. Those workers could, however, create a demand for short-term housing, such as apartments or motels.

Conclusions: Alternative A would have no significant impact on the population of local communities.

**Table 11  
Estimated Distribution of Recurring Expenses - Alt. A**

	<b>FTE</b>	<b>Cost</b>
Management/Administration	1.0	\$ 33,000
Visitor & Resources Protection	2.0	\$ 81,000
Interpretation	1.5	\$ 60,000
Resources Management & Science	3.0	\$ 135,000
Buildings & Utilities	2.0	\$ 61,000
Road, Trails & Cultural Landscapes	2.5	\$ 84,000
Supplies / Materials		\$ 46,000
<b>Total</b>	<b>12.0</b>	<b>\$ 500,000</b>

### **Economy**

Alternative A would create 141 new, short-time jobs as a result of one-time capital expenditures. Sometimes, local contractors would win the bidding process and be awarded the contracts for those projects. Other times, non-local businesses would win the contract, usually bringing their own laborers and sometimes hiring a few local workers and subcontractors. Because neither the awarding of contracts to local or non-local businesses, nor the hiring practices of those businesses can be predicted, the direct economic impact of proposed, one-time expenditures at Capitol Reef cannot be evaluated. These jobs could possibly increase revenues in any given county by 10 percent or more in any given year. They would, at minimum, have an overall beneficial effect on local economies.

Another variable that cannot be predicted is visitor length of stay. Alternative A proposes to increase visitor-use opportunities (e.g., interpretive trails, visitor center expansion) in the Fruita area. These opportunities presumably would encourage visitors to stay longer in the area, purchase more goods and services, and thereby increase sales and tax revenues. Because visitation and spending are dependent on the global economy, increases in visitor length of stay and resultant economic impacts cannot be accurately forecasted. Therefore, the impact of this proposal on local economies cannot be precisely projected, but it is expected to have at least a minimal positive effect.

This alternative also considers creating a transportation concession to be staged somewhere along the park's Scenic Drive. If this system were contracted locally, there could be positive impacts for Wayne

County. A Suitability and Feasibility Study would be needed to detail the proposal, at which time its economic impacts could be better judged. However, it is not likely to boost county revenue by 10 percent or more.

Conclusions: Insofar as these proposals can be evaluated at this time, they possibly could raise county revenues (or *per capita* income) by 10 percent, and so could have significant impact on local economies. At minimum, Alternative A would be likely to have at least a minor, positive effect on those economies.

### **Transportation and Access**

None of the actions proposed by this alternative would significantly and directly impact regional or local airports, car rental agencies, bus tour operations, or private automobile access to the park.

Conclusions: Alternative A would have no significant impact on access or transportation to the park.

### **Visitor Services**

If visitation and length of stay of visitors to Capitol Reef were to increase, so too would the demand for related services. It is unlikely, however, that visitation would be increased by 10 percent or more, or that demand for services would increase the tourist season by 60 days or more, as a direct result of any of the proposed actions in this alternative.

Conclusions: These proposals are judged to have no significant impact on local or regional economies.

## ***VISITOR EXPERIENCE***

### **Hiking and Recreational Opportunities**

Under this alternative, an extensive wheelchair-accessible interpretive trail system would be developed within Fruita. This trail system would offer interpretive exhibits and link the campground and visitor center to several other sites such as the Fruita schoolhouse, the Holt farm, the petroglyph panel on SR 24, and several historic orchards and pastures. The trail system would also allow visitors to experience the unusual riparian environment of the Fruita Valley.

Current trails would be maintained at higher levels than at present, thereby improving the safety and appearance of trails, and enhancing visitor enjoyment of the trail system.

Options would be explored for accommodating bicycle use and improving safety and enjoyment for cyclists.

Impacts of recreational stock use on visitor experience would be monitored and evaluated. Stock use would be channeled to areas better capable of withstanding the impact, and user limits would be instituted if monitoring indicates those actions are necessary to protect resources and visitor experience. Although this might result in some restrictions on stock users, it would minimize the negative effects of stock use on park resources.

Conclusions: Recreational opportunities would be improved and expanded for handicapped visitors and bicyclists. Camping opportunities would be retained at current levels. This alternative would enhance visitor opportunities and experience in the historic district, and

ensure preservation of a quality backcountry experience. The overall effects of this alternative are beneficial; there are no significant adverse impacts.

### **Interpretive Services**

Under this alternative, information and interpretive services would be focused at the existing visitor center, emphasizing pre-trip information for backcountry users. This facility would be expanded and remodeled and exhibits improved. These actions would improve appearance and quality of interpretation provided there, and would alleviate crowding and congestion.

If efforts to establish a new interagency visitor center outside the park are successful, the new facility would become a focus for regional orientation and trip planning. This would free additional space in the park visitor center to alleviate crowding and congestion and to improve the exhibits to provide a more comprehensive, complete interpretation of the park and its resources.

Sprang Cottage would be adapted for use as an education center during the summer months and as an educational facility for visiting school groups during the school year. Sleeping Rainbow Ranch would be rehabilitated and converted to a research and education facility.

Increases in signage would be limited. Existing wayside exhibits would be upgraded and some new ones added (e.g., along Fruita trails and Notom Road), but these would be placed primarily in or adjacent to road corridors.

An extensive trail system in the Fruita Historic District would increase opportunities to interpret the significance of

the park's many geologic archeological, historic, and natural resources by means of self-guided tour brochures and carefully designed and placed signs and wayside exhibits. This trail system would substantially expand the number of appropriate sites for guided walks and other interpretive activities.

**Conclusions:** Pre-visit orientation and interpretation would be improved by expanding and remodeling the existing visitor center, and by establishing a new interagency visitor center. Interpretive media and the diversity of ranger-conducted activities would be increased and improved. Educational outreach programs in the park would be expanded with use of the Sprang house to accommodate school groups. Developing a research and education center at Sleeping Rainbow Ranch would improve the depth and quality of interpretive and educational outreach programs.

This alternative would have a significant positive effect on interpretive services offered.

### **Visitor Use**

Under this alternative, a backcountry allocation system may be instituted, if indicated by monitoring. If this is done, some visitors wishing to camp in the backcountry may be turned away or may have to select alternate itineraries. However, a sense of unspoiled wilderness and solitude would be preserved for backcountry users.

The existing visitor center would be expanded, retained, and remodeled, thereby improving visitor circulation in the facility. If an interagency visitor center outside the park was established, relocating some administrative functions outside the park

would free additional space in the existing visitor center. That action would provide for greatly improved and expanded exhibits and cooperating association sales space in the park. Additional interpretive and cooperating association personnel would be needed to staff the interagency center in cooperation with other agency personnel.

Increased parking space at the visitor center would reduce hazardous overflow parking on the road shoulders near the intersection of Scenic Drive and SR 24.

The Fruita campground would be retained at its current size and capacity, preserving the opportunity for visitors to enjoy an overnight stay in the Fruita Valley.

**Conclusions:** Wilderness experience in the primitive zone would be preserved. Opportunities to camp in a developed campground within the park would be retained. This alternative would have mostly beneficial effects on the quality of visitor experience. There are no significant adverse impacts on visitor experience.

### **Access**

This alternative proposes no changes affecting vehicle access within the park. The expansion and improvement of the Fruita trail system would result in significantly increased access to the park for visitors with mobility impairments.

**Conclusions:** Pedestrian access to the rural developed zone of the park would be improved, especially for visitors with disabilities. Access to all other zones of the park would remain the same. Overall, the effects of this alternative on access to the rural developed zone of the park would be beneficial. The alternative would have no significant adverse impact on access.

## ***PARK OPERATIONS***

### **Facilities**

#### **Headquarters-Area Facilities**

Most concession services would continue to be located outside the park. All campgrounds within the park and the picnic areas in Fruita would be retained at their current size. The visitor center would be modernized and expanded, improving visitor services and providing for additional office space. Temporary office buildings now in use would then be removed. The visitor center parking lot would also be expanded and reorganized to accommodate more vehicles. The National Park Service would continue to explore construction of an interagency visitor center to be located outside the park, but the park's existing visitor center would continue as the main contact point for park visitors.

A long-term phaseout of government residences would begin, retaining housing for emergency services personnel. Fruita's historic orchards would be retained, and the historic Holt house would be rehabilitated for adaptive use. Sprang Cottage would be used as an educational outreach facility, and the Brimhall house would continue to function as a dormitory for temporary employees. Options for additional housing for volunteers, including recreational vehicle parking sites, would be studied.

Sleeping Rainbow Ranch would be retained and renovated for adaptive use as described in the appended Development Concept Plan. The primary objective would be use as an educational facility, but other uses compatible with the park's enabling legislation would also be permitted.

To improve safety, a suitability and feasibility study would explore the

possibility of an alternative transportation system for Scenic Drive, which might be concession-operated. In this study, the addition of a bike lane along Scenic Drive would also be considered. Entrance fees, currently collected only for Scenic Drive through a self-pay system, would be collected in accordance with servicewide fee collection guidelines. Alternatives to establish a parkwide fee collection system would be studied. Much-needed increases in parking capacity at several trailhead locations within Fruita would occur in conformance with management objectives. Parking would be designed to minimize impacts to natural and cultural resources.

An expanded interpretive trail system within Fruita would be constructed, featuring a wide variety of interpretive exhibits. This system, much of which would be wheelchair accessible, would link the visitor center and campground to a number of historic buildings, several historic orchards and pastures, the petroglyph panel adjacent to SR 24, and other existing trails. Trails within the threshold zone would be maintained according to National Park Service standards. Existing self-guided tours would remain in place.

#### **Backcountry Facilities**

The semi-primitive and primitive zones would remain largely undeveloped. No developments are proposed and no facilities or services would be provided. The Cedar Mesa and Cathedral campgrounds would be retained, as would the trailer and other structures at Peek-a-boo. Wayside exhibits would be found only in road corridors. Hiking routes within these zones would receive minimal maintenance. Structures related to grazing, mining, and water management would be evaluated for

National Register eligibility. Non-eligible structures would be removed and their sites naturalized; eligible structures would be preserved and protected.

Under this alternative, the National Park Service would conduct an analysis to determine the staff presence needed in the Waterpocket District as backcountry visitation there continues to increase. A Development Concept Plan would determine the scope and location of the facility, which could replace the current trailer and outbuildings used by staff and researchers in the Peek-a-boo area near the Burr Trail switchbacks.

Conclusions: Facilities, and thus some services, would be improved by modernizing the existing visitor center, constructing an interagency visitor center outside the park, expanding the trail system in Fruita, expanding trailhead parking, and renovating Sleeping Rainbow Ranch. Some administrative buildings and staff housing would be removed. Impacts to front-country facilities under this alternative would be significant, but no substantial changes to backcountry facilities would occur.

### **Maintenance**

Maintenance activities would continue in the park as necessary to maintain existing infrastructure. In this alternative, the visitor center would be expanded, and most other permanent buildings in the rural developed zone would be retained, thereby increasing maintenance activities and requirements from existing levels. Existing trails would be maintained at a higher level and new trails would be constructed in the Fruita area, creating greater trail maintenance needs.

Currently, the Utah Department of Transportation maintains State Route 24 through the park under a cooperative agreement established in 1962. To improve visitor safety in congested areas and to protect natural areas, the National Park Service would work with UDOT to develop a Memorandum of Understanding addressing road management and maintenance issues.

Conclusions: This alternative represents increases in maintenance activities, and impact to maintenance would be significant.

### **Staffing**

Increased ranger patrol coverage and resource inventory monitoring to ensure resource protection would be necessary using the VERP process. If an interagency facility is built outside the park, more interpretive and cooperating association staff would be needed, although some administrative and interpretive functions could be shared with the other agencies. Interpretive staffing needs in the park would increase as the new educational outreach facility opened. In addition, demands on the parkwide staff, particularly maintenance-related positions, would increase if the current trend of increased annual visitation continues.

Conclusions: This alternative promotes the preservation of wilderness qualities through increased monitoring and implementation of a resource-based carrying capacity plan. This would require substantial increases in ranger patrol coverage and resource monitoring. Moderate increases of parkwide staff would be necessary to accommodate the additional workload resulting from the continuation of the current trend of increased visitation.

### ***CUMULATIVE IMPACTS***

Cumulative impacts of Alternative A would be beneficial to natural and cultural resources due to increased management emphasis in sensitive areas, and more ranger patrols. With more visitor services and opportunities in the threshold and rural

developed zones, the length of stay may increase, especially in the area surrounding Fruita. The actions proposed in this alternative would preserve the remote quality and the solitude of the backcountry.

There are no irreversible and irretrievable effects as a result of this proposal.

## **IMPACTS BY ALTERNATIVE—Alternative B (Naturalize and Restore)**

### ***NATURAL RESOURCES***

#### **Geology and Soils**

Most actions in this alternative involve removing and naturalizing existing developments. These actions would have short-term impacts during demolition, but the long-term benefits would enhance the natural qualities of the park and reduce erosion. Improvements to the Fruita trail system would reduce impacts to natural habitats by concentrating visitor use on hardened trails. When social trailing in any location begins to cause soil erosion or compaction, these areas would be closed. Removal and naturalization of Sleeping Rainbow Ranch would decrease runoff and associated erosion in that area.

Conclusions: This alternative would have a beneficial effect on soils in the park and would not cause a significant impact.

#### **Vegetation**

Cattle grazing on 98,000 acres of the park would continue as regulated by existing public laws. Some impacts, such as increasing exotics and reduced vegetative cover, would continue, especially in areas where cattle congregate. The park would assume management of the grazing program and would attempt to mitigate these problems with range management practices that would redistribute cattle use. Such practices could include grazing rotation, fencing, and exclosures to protect water sources and riparian areas.

The park would increase control of exotic plant species and attempt to eradicate them where possible. Removal of buildings and

structures (such as Sleeping Rainbow Ranch) along with naturalization of disturbed areas would provide additional areas of native vegetation. This would benefit the natural qualities of the park.

When social trailing begins to impact vegetation, areas would be closed for rehabilitation. This would protect the plant communities and organisms that depend on them.

Conclusions: Overall vegetation impacts would be reduced, but continued grazing could cause vegetation reduction and invasion of exotics despite mitigation actions. Under this alternative, impacts to vegetation would be significant.

#### **Wildlife**

This alternative relies on eliminating visitor impacts to protect wildlife resources. Proposed projects, such as eliminating administrative facilities and the Sleeping Rainbow Ranch, would not have direct impacts to wildlife because they would restore natural conditions. Indirect impacts would likely occur throughout the park due to increasing visitor use, but levels of future impact cannot be determined at this time. This increased use and its associated impacts would be monitored, and impacts would be evaluated using indicators and standards developed from VERP implementation. Where impacts occur, areas would be closed. Population levels of deer, marmots, and rock squirrels would be reduced in the Fruita Valley to prevent damage to the orchards. Some level of impact would continue from grazing and its effects on vegetation. This may impact small mammal, bird, and insect populations. Mitigation with management actions would diminish the effect of these impacts. Removal of buildings and

structures would provide additional natural wildlife habitat and eliminate impacts associated with these facilities.

Conclusions: Overall, this alternative would reduce impacts to wildlife from current levels because many facilities that concentrate large numbers of people would be removed and naturalized. Population reduction of deer, marmots, and rock squirrels, which are popular visitor attractions, would constitute significant impacts. Because continued grazing would cause some level of impacts to wildlife populations, this alternative would have significant impacts.

#### **Threatened and Endangered Species**

Surveys and monitoring for rare plant and animal species would increase in the park. Areas with populations of rare species would be closed to visitors during critical times of the year, offering greater protection for these species than at present. The park would investigate the effects of grazing on several species that occur in grazing allotments. If any impacts were found, the U.S. Fish and Wildlife Service and the permittee would be contacted to develop mitigation strategies. The park would work cooperatively with the U.S. Fish and Wildlife Service and other land managers to develop conservation agreements for remaining rare species.

Conclusions: Alternative B would have a beneficial effect on rare species and would not cause a significant impact on them.

#### **Water Resources and Wetlands**

Water resource impacts that originate outside the park or that are associated with orchard maintenance would continue to affect water flow rates, water quality, and riparian habitats on the Fremont River and

Sulphur Creek. Proposed removal of facilities in Fruita and at the Sleeping Rainbow Ranch would not affect water resources. Grazing related impacts would be mitigated where possible, but would still be present at reduced levels. Reduction of exotics in riparian habitats would benefit those habitats and increase water flows.

Conclusions: This alternative results in an overall improvement in water resources and wetlands. Many impacts beyond the control of the park would continue to occur, and these are considered significant.

#### **Floodplains**

Many facilities currently in the floodplain would be removed, thus reducing the potential for flood-related damage. Portions of the walking trail in the Fruita Valley would be in the floodplain, but these are not considered significant impacts under floodplain regulations. The park would continue to warn visitors and staff of the hazards associated with flooding.

Conclusions: This alternative would reduce the impacts to floodplains, and therefore would not result in significant adverse impacts.

#### **Noise**

This alternative would result in lower use of some areas due to closures for resource protection and elimination of the campground. Lower use would decrease common campground noise such as talking, playing radios, and use of recreational vehicle generators. Some threshold and rural developed zone use may be displaced to the backcountry areas, which would slightly increase noise there. The amount of this increase cannot be determined now, but it would probably be small and confined to

areas accessible to two-wheel drive vehicles.

Conclusions: This alternative would have an overall beneficial effect on natural quiet. No significant adverse impacts to natural quiet would occur as a result of these proposals.

### **Air Quality and Scenic Quality**

No park activities proposed by this alternative would cause impacts to the air and scenic qualities of this area. Reduction of the number of facilities would improve scenic values for people seeking a more natural experience. Outside sources of pollution would continue, but should not result in deterioration. Removal of Sleeping Rainbow Ranch and its utility lines would improve the scenic qualities of the Pleasant Creek area.

Conclusions: This alternative would have an overall beneficial effect on air and scenic qualities. It would not cause significant adverse impacts to air and scenic qualities.

## ***CULTURAL RESOURCES***

### **Archeological Resources**

Under this alternative, rural developed zone facilities (such as the amphitheater and campground) that attract concentrations of visitors would be removed from the park, and the trail system in the Fruita area would be minimally upgraded. The few archeological sites still remaining near those visitor facilities are mostly well-known, publicized attractions used for interpretive and educational purposes (e.g., the petroglyph pullout on SR 24). These sites have been heavily impacted by visitation for decades, and have been hardened to some degree by trail

development and placement of signs and barriers. The sites are closely monitored by resource managers and ranger patrols. Removal of the existing campground and amphitheater would likely have no impact, or possibly a slight beneficial effect due to reduced visitation, on those easily accessed sites. This action would cause no significant impacts to nearby archeological resources.

Alternative B would remove existing backcountry developments and close several popular roads in the threshold and semi-primitive zones to vehicular traffic. These actions would likely decrease visitation and its effects in some backcountry areas. Much of the park would continue to be managed as a designated wilderness area, backcountry permits would continue to be required, systematic site monitoring would be increased, and areas would be closed to the public if significant impacts are documented as a result of human activity. An existing back-country staff and researcher trailer in the park's Waterpocket District would be removed and the trailer site would be naturalized, but ranger patrol coverage would be increased. Hence, the overall effects of this alternative would largely be beneficial to vulnerable backcountry archeological sites in the primitive, semi-primitive, and threshold zones.

Livestock grazing would likely continue to impact archeological resources, particularly in places where animals shelter, near water sources, and along paths. These locales will require continued monitoring for resource damage. When necessary, some of these sites could be protected by exclosures or other means that do not endanger the animals or impede access to feed and water.

Conclusions: The alternative would generally upgrade the identification, evaluation, preservation, and protection of important archeological resources throughout the park. It would have beneficial effects and no significant adverse impacts on archeological resources.

### **Historic Resources**

Removal of modern developments and visitor facilities from within the Fruita Rural Historic District, rehabilitation and restoration of historically significant buildings and structures, and enhanced interpretation of the historic landscape are proposed under Alternative B. Minor trail improvements would be unobtrusive. Unnecessary signs and wayside exhibits would be removed, along with the Fruita campground, amphitheater, staff housing, offices, other non-historic buildings, and overhead utility lines. These actions would enhance the historic scene and character of the district. Historic buildings and structures would be restored and used for interpretive purposes, or would be otherwise occupied to ensure continuous, close monitoring and regular maintenance. Modern fencing and other tree-protection devices would be removed from the historic orchards; Fruita's deer and marmot populations would be controlled to prevent tree damage. All of these proposals would have beneficial effects on the cultural resources of the rural developed zone by restoring the historic scene, protecting historic buildings and structures, and enhancing public appreciation of the cultural landscape.

Naturalizing certain areas within the rural developed zone would return some areas to more historic appearance, reduce the threat of flooding in riparian areas, and remove exotic pest species that have been largely

uncontrolled since the historic era. These actions would have beneficial impacts on cultural resources of this zone.

The historic status of grazing, mining, and water management structures in other parts of the park would be analyzed to determine eligibility for National Register listing; non-significant buildings and structures would be removed. Nomination would be pursued for eligible buildings and structures. This alternative would document and protect outlying cultural resources, while removing modern intrusions from the landscape, which would benefit the cultural resources of all zones.

Naturalization of Sleeping Rainbow Ranch would have no significant impact on cultural resources, as the buildings there have no historical integrity and are not National Register-eligible.

Conclusions: Alternative B would establish a systematic and comprehensive program for the documentation, preservation, protection, evaluation, and interpretation of historical resources in Capitol Reef National Park. It would provide for the preservation of cultural resources that are part of the history and prehistory of the area, and for the enhancement of the park's historic district. These actions would not have significant, adverse impact on historical resources. In fact, rehabilitating parts of the landscape would be highly beneficial to the historical district.

### **Ethnographic Resources**

All of the known ethnographic resources of Capitol Reef are historical or archeological sites. Impacts on these are as described above. Resource area closures and removal of intrusive developments would have a beneficial impact on ethnographic values

identified in previous research and consultation. If more ethnographic resources are identified in the future, the effects of these actions on those resources would be evaluated at that time as required by the National Historic Preservation Act and other relevant laws, guidelines, and regulations.

Changes in the historic scene of Fruita would be made in consultation with the local Mormon community.

Conclusions: The actions proposed in Alternative B would generally upgrade the identification, evaluation, preservation, protection, and interpretation of important ethnographic resources throughout the park. This alternative would have beneficial effects and no significant adverse impacts on ethnographic resources.

**Museum Collections**

Under this alternative, the park’s collections would be moved to a conservation center or other NPS-approved long-term curatorial storage facility. This would be necessary due to removal of numerous staff facilities from park headquarters. This action would not add to the deficiencies on the park’s Museum Checklist. It would, in fact, place the collections in an environmentally controlled facility with adequate staffing, which would constitute an improvement over current conditions.

Conclusions: Alternative B would have no significant impact to museum collections, and would actually have beneficial effects.

***SOCIOECONOMIC PROFILE***

**Summary**

The actions outlined in Alternative B result in over \$9.5 million of recurring and one-time capital expenditures (Tables 12-13). Approximately \$9 million have been identified as one-time expenditures, including expanding the visitor center, removing and relocating park infrastructure, enhancing the Fruita Rural Historic District, and implementing the VERP program. The Money Generation Model predicts that these expenditures would support 250 employment opportunities for the region, \$970,000 in tax revenue, and \$12.5 million in regional sales.

Alternative B also recommends approximately \$440,000 of recurring, base-operating fund increases, some of this for implementing the VERP program. Distribution of these funds by organizational function is outlined in Table 13. The Money Generation Model estimates that these expenditures would provide 13 new positions, approximately \$48,000 of tax revenue, and \$614,000 of sales in gateway communities.

**Table 12  
Estimated Capital Expenses Proposed for Alternative B**

<b>Item</b>	<b>Est. Cost</b>
Visitor Center Remodel	\$ 1,500,000
Removal and Relocation of Infrastructure	\$ 7,200,000
Fruita Rural Cultural Landscape Restoration	\$ 200,000
Increased Resources Monitoring (including VERP)	\$ 100,000
<b>Total</b>	<b>\$ 9,000,000</b>

**Table 13**  
**Estimated Distribution of Recurring Expenses, Alt. B**

	<b>FTE</b>	<b>Cost</b>
Management/Administration	1.0	\$ 33,000
Visitor & Resources Protection	2.0	\$ 82,000
Interpretation	1.0	\$ 40,000
Resources Management & Science	5.0	\$ 195,000
Buildings & Utilities	0.5	\$ 15,000
Road, Trails & Cultural Landscapes	0.0	\$ -
Supplies / Materials		\$ 75,000
<b>Total</b>	<b>9.5</b>	<b>\$ 440,000</b>

**Population**

Alternative B calls for 9.5 additional employees to the Capitol Reef staff. If one assumes an average family size of four, these hirings would bring a maximum of 38 people to Wayne County. (Again, the true number would likely be lower, as local residents would fill some positions.) This number amounts to less than 2 percent of Wayne County’s current population, and so the hiring proposals are judged to have no direct, significant impact on the local population. Alternative B also proposes to remove staff housing from the park, which could require up to 14 National Park Service households to move into private sector housing in the county. While these moves would affect the tight housing market in Wayne County, the households involved are already residents of Wayne County and would not be considered newcomers to the area. Even if, for the purposes of this analysis, the 14 households were treated as newcomers, they would account for less than 3 percent of Wayne County’s population. Therefore, this proposal would have no significant effect on the local population.

Additionally, however, expenditures as a result of this alternative could lead to

additional population growth by stimulating private sector business and employment opportunities. The Money Generation Model predicts that this alternative would support 13 additional jobs on a recurring basis, and 250 short-term, one-time jobs, primarily in Garfield and Wayne Counties. If enough potential employees are not locally available, proprietors would recruit from outside sources, thereby increasing the population here. Again, assuming four persons per household, and assuming (for the sake of considering maximum impact) that all of the positions are filled by persons not from this area, the 13 recurring jobs could bring 52 people, or approximately 2 percent of Wayne County’s current population, to the area. New park and private sector jobs combined would amount to about 4 percent of Wayne County’s current population. The short-term, one-time jobs would not open simultaneously, but at various times through the life of this plan as capital expenditures are made at the park. Because they would, in most cases, bring single individuals (rather than entire families) who would stay a matter of weeks (rather than moving here long-term), the effect of those capital expenditures would have no significant effect on local population. Those workers, however, could

create a demand for short-term housing, such as apartments or motels.

Conclusions: Alternative B would have no significant impact on the long-term population of local communities.

### **Economy**

Capital expenditures under Alternative B would create 263 short-term, one-time jobs in the Capitol Reef area. Because neither the awarding of contracts to local or non-local businesses nor the hiring practices of those businesses can be predicted, the direct economic impact of proposed, one-time expenditures by Capitol Reef cannot be evaluated. These jobs, however, would be unlikely to increase county revenues by 10 percent or greater in any given year.

Another impact that cannot be evaluated pertains to visitor length-of-stay. By eliminating camping and evening interpretive programs at Fruita, Alternative B would reduce visitor length-of-stay in the park. This would likely result in greater numbers of visitors staying in privately owned campgrounds and motels in surrounding communities. Visitors presumably would purchase more goods and services, thereby increasing sales and tax revenues. Because visitation and spending are dependent on the global economy, visitor length-of-stay and resultant economic impacts cannot be predicted. It is unlikely, however, that increased length of visitor stay as a direct result of closing the park's formal campgrounds would increase county revenue (or *per capita* income) by at least 10 percent. Nevertheless, this proposal is expected to have at least a minimal positive effect on local economies.

Base-funded expenditures would support possibly 13 additional jobs, which (if filled by local residents), would have a positive impact on the local unemployment rates.

Conclusions: Alternative B would result in an overall positive impact on the local economy. Whether this impact would be significant cannot be judged at this time.

### **Transportation and Access**

None of the actions proposed by this alternative would have a significant, direct effect on regional or local airports, car rental agencies, or private automobile access to the park. Road closures could possibly affect bus tour operations that currently visit Grand Wash and Capitol Gorge, but these effects would likely not be significant.

Conclusions: Alternative B would have no significant impact on access and transportation to the park.

### **Visitor Services**

If visitation and length of stay at Capitol Reef were to increase, so too would the demand for related services. It is unlikely, however, that annual visitor-days would be increased by 10 percent or more, or that demand for services would increase the tourist season by 60 days or more, as a direct result any of the proposals described above. Overall, this proposal would likely have a minor but positive impact on visitor services offered by local businesses.

Closure of some of the spur roads, particularly Grand Wash and Capitol Gorge, could possibly impact some tour bus operations. It is unlikely that such impacts, if measurable, would cause significant loss of income for those operations, particularly

since those providers could take advantage of the enhanced historic district.

Certain visitor services and facilities, such as campgrounds, would no longer be available at Capitol Reef. As discussed above, this change could result in significant new visitor services opportunities in the area. It is possible that this income could amount to 10 percent of county revenue per year and increase the tourist-business season by 60 days. Therefore, this proposal is judged to have a significant impact on local visitor services.

Conclusions: Alternative B is likely to have an overall positive and significant impact on the number and scope of visitor services provided in gateway communities.

### ***VISITOR EXPERIENCE***

#### **Hiking and Recreational Opportunities**

Under this alternative a backcountry-use allocation system may be instituted if indicated by monitoring. Closures for protection of sensitive resources would reduce backcountry opportunities for visitors. If this is done, some visitors wishing to camp in the backcountry may be turned away or may have to select alternate itineraries. However, opportunities for visitors to experience solitude and wilderness qualities would be enhanced.

Trails in the threshold zone would be maintained at their current levels, with no new trails added. The present trail system in the rural developed zone would be upgraded or minimally expanded, with portions made handicap-accessible.

No special provisions would be made for bicycle use. Vehicle traffic would continue to present a potential hazard to cyclists

riding on roads with narrow or no shoulders.

Removal of the Fruita, Cathedral Valley, and Cedar Mesa campgrounds would eliminate opportunities for visitors to have a vehicle-based, overnight camping experience in the park. Campers would be referred to campgrounds outside of park boundaries. No overnight camping sites would be established for horse users, and overnight camping with stock would be prohibited throughout the park. Nearby U.S. Forest Service campgrounds may receive more use, as would commercial campgrounds in nearby communities.

Conclusions: This alternative would benefit hikers and others seeking an environment showing fewer traces of human settlement and development than now exist. It would reduce recreational opportunities available for visitors and horse-users to camp in the park. These are considered significant impacts to hiking and recreational opportunities.

#### **Interpretive Services**

Removal of the campground amphitheater would eliminate a traditional, well-attended interpretive activity that has been offered nightly during the peak season for years. Personal services interpretation would be focused at the visitor centers, with interpretive efforts aimed at preparing visitors for what they would experience on-site. Pre-trip information for backcountry users would be emphasized. On-site personal services interpretation would be limited to walks, informal talks, and roving interpretation given at various sites around Fruita and on trails in the threshold zone. As daytime activities have consistently drawn lower attendance than evening activities based in the campground, it is

likely that personal services interpretation would reach fewer visitors, and contacts would be shorter, and perhaps of less substance. These changes would be disappointing to those visitors seeking traditional types of in-depth interpretive programs, but would positively affect those visitors seeking a less structured experience.

Improvements would be made to the scope and content of the visitor center interpretive exhibits. Interpretive staffing would be needed for a shorter period each day because of the elimination of evening programs from the work schedule.

Guided-tour posts such as those found on Hickman Bridge Trail would be removed, providing a more natural environment for hikers in the threshold zone. Interpretation of park themes along trails would be accomplished by means of trail guides and information obtained at the visitor centers prior to hiking. Some wayside exhibits would be removed.

Conclusions: A natural-appearing environment would be enhanced, but at the expense of eliminating traditional sources of information and interpretation expected by many visitors. Most interpretation would be provided at the park visitor center and by media available off-site. Interpretive experiences would not be substantially improved unless an interagency visitor center was established. This alternative would significantly reduce interpretive opportunities available for visitors and would be considered a significant impact.

### **Visitor Use**

The existing visitor center would be retained and remodeled, but not expanded. If no interagency visitor center was

established, crowding and congestion would continue. Insufficient parking space at the visitor center would continue to cause overflow parking to spill out onto the road shoulders near the intersection of Scenic Drive and SR 24, creating a traffic hazard.

If an interagency visitor center were established outside the park, moving non-visitor-oriented functions to this new facility would free more space in the visitor center for improved, expanded exhibits and better visitor circulation in the facility. Additional interpretive and cooperating association personnel would be needed to staff the interagency center.

Average length of stay would decrease because of campground closure eliminating the majority of overnight stays. Overnight stays would be limited to backcountry users. Vehicle campers would make more use of campgrounds in local communities and on nearby forest service lands.

Conclusions: Establishment of a new interagency visitor center outside the park would make it possible to ease congestion and improve information and interpretation functions at the existing visitor center. Removal of the Fruita campground and prohibition of overnight stock use would decrease opportunities for park use and decrease the average length of stay in the park. These would be considered significant impacts.

### **Access**

Under this alternative, vehicle access to Grand Wash, Capitol Gorge, Temples of the Sun and Moon, Lower South Desert Overlook, Gypsum Sinkhole, The Post Corral, the Oak Creek spur at the park boundary, Upper Muley Twist, and Peek-a-booby would be eliminated. This would make

access to Strike Valley Overlook, Upper Muley Twist Canyon, Lower Muley Twist Canyon, and Oak Creek more difficult and time-consuming, in all probability reducing use.

Conclusions: Closed roads would be scarified to create to a more natural appearance, but it would become more difficult for visitors (particularly those with disabilities) to access some scenic attractions and hiking areas. Access would be diminished as dirt spur roads throughout the park would be permanently closed to vehicular traffic. This impact would be considered significant.

## ***PARK OPERATIONS***

### **Facilities**

#### **Headquarters-Area Facilities**

New development would be prohibited in the park. The Fruita campground, both the 71-site camping area and the group camping area, would be eliminated, and the site restored to fields, orchards, and natural vegetation. There would be no camping in the Fruita Valley. The amphitheater located near the campground would be removed. The visitor center would be retained and remodeled, but not expanded. The National Park Service would pursue the development of an interagency visitor center and administrative site to be located outside the park, and this interagency center would become the primary visitor contact station for Capitol Reef. Park administrative and other offices would be relocated at the interagency center, and existing temporary office facilities removed.

Residences necessary for housing emergency services personnel would be retained, and the remainder of the existing employee residences would be removed.

The grassy picnic areas within Fruita would be naturalized. Fruita's historic orchards would be maintained, while modern orchard fencing and other protective devices that were not present historically would be removed. Existing historic buildings that have been modernized for use as offices or other purposes would be restored, maintained, and interpreted. Previously restored historic buildings would remain, while the non-historic Brimhall and Sprang houses would be removed.

The buildings and structures of Sleeping Rainbow Ranch would be removed and the sites naturalized.

Two dirt spur roads off Scenic Drive (Grand Wash and Capitol Gorge) would be closed to vehicles, and would be scarified. Additionally, service roads within the park would be reviewed for closure. Wayside interpretive exhibits would be retained only along paved roads. Self-guided-tour posts such as those found on Scenic Drive and on the roads in the Waterpocket and Cathedral District would be removed.

The existing trail system in the rural developed zone would be upgraded or minimally expanded to provide better handicap accessibility. Along trails, the number of signs would be reduced and some wayside interpretive exhibits would be removed. Trails within the threshold zone would be minimally maintained at current levels. Self-guided-tour posts along trails, such as those found on the Hickman Bridge Trail, would be removed.

Overhead utility lines would be buried as funding permits, and all new lines would be buried. The utility lines currently extending to Sleeping Rainbow Ranch would be removed, and the corridor naturalized. As

new technology becomes available, other obsolete and unused utility structures would be removed.

### **Backcountry Facilities**

No new roads or trails would be considered, and nine dirt spur roads would be closed to vehicular traffic. Closures would include roads to Temples of the Sun and Moon, Gypsum Sinkhole, and Lower South Desert Overlook in the Cathedral District, and Upper Muley Twist, The Post, Oak Creek, and Peek-a-boo in the Waterpocket District. Cedar Mesa and Cathedral campgrounds would be closed, and the sites naturalized. Backcountry trails and routes of the semi-primitive and the primitive zone would receive minimal maintenance. Structures related to grazing, mining, and water management would be evaluated for National Register eligibility. Non-eligible structures would be removed and their sites naturalized; eligible structures would be preserved and protected. A trailer and outbuildings used by staff and researchers in the Peek-a-boo area near the Burr Trail switchbacks would be removed and the site naturalized.

Conclusions: This alternative reduces the visual and physical effects of modern, non-historic development within Capitol Reef National Park, restoring natural and historic conditions whenever possible. The result is a dramatic removal of dozens of existing facilities, reducing or eliminating the services they represent. The Fruita campground and amphitheater would be removed and the area restored, eliminating any camping opportunity in the Fruita Valley. Cedar Mesa and Cathedral campgrounds would also be closed, and the areas naturalized, thus eliminating any vehicle-accessible camping opportunity anywhere in the park. Residences not

needed to house emergency services personnel would be removed, as would the non-historic Brimhall, Sprang, and Sleeping Rainbow Ranch facilities. Picnic areas would be removed and naturalized. Nine spur roads would be permanently closed to vehicular traffic. Under this alternative, impacts to facilities would be significant.

### **Maintenance**

Maintenance activities would continue in the park as necessary to maintain existing infrastructure. In this alternative, infrastructure would be greatly reduced, so maintenance activities and requirements overall would be scaled accordingly and reduced from existing levels.

Currently the Utah Department of Transportation maintains State Route 24 through the park under a cooperative agreement established in 1962. To improve visitor safety in congested areas and protect natural areas, the National Park Service would work with UDOT to develop a Memorandum of Understanding addressing road management and maintenance issues.

Conclusions: This alternative results in a reduction of the present number of facilities, so maintenance requirements would also be reduced. The impact to maintenance would be significant.

### **Staffing**

Substantial increases in ranger patrol coverage and systematic monitoring would be necessary to ensure resource protection, and to enforce any potential area closures instituted to protect cultural or natural resources. Because of the increased emphasis on resource protection prescribed by this alternative, these staffing increases might be obtained through reallocation of funds from other park divisions. In

addition, demands on the parkwide staff would increase if the current trend of increased annual visitation continues. However, closures of roads and campgrounds and removal of numerous other facilities would reduce pressures on roads, buildings, and utilities staff.

Conclusions: Changes to staffing would include scaling back maintenance operations relative to the removal of facilities, and substantially increasing ranger patrol coverage and resource monitoring to implement VERP. Under this alternative, impacts to staffing would be significant.

### ***CUMULATIVE IMPACTS***

Cumulative impacts of Alternative B would be beneficial to natural and cultural

resources due to reduced visitor access to sensitive areas and more ranger patrols. Visitors to the park would find these impacts to be positive if they enjoy a natural setting with few people, or negative if they like more amenities and services. Length of stay would change according to these preferences, but overall it would decrease from the cumulative impacts of this alternative.

Many buildings and structures would be removed, representing an irreversible loss. These buildings and structures may have potential value for visitor use or other future purposes, and they would be costly to replace.

## **IMPACTS BY ALTERNATIVE—Alternative C (1982 General Management Plan)**

### ***NATURAL RESOURCES***

#### **Geology and Soils**

Many actions in this alternative involve new developments and facilities in Fruita, at Pleasant Creek, and along the Burr Trail and other backcountry roads. These would impact natural soils in the park and increase both water and wind erosion.

Improvements to the Fruita trail system would reduce impacts to natural habitats by concentrating visitor use on hardened trails. When social trailing in any location begins to cause soil erosion or compaction, management actions for these areas would be evaluated on a case-by-case basis. Because the 1982 plan pre-dates development of the VERP process, indicators and standards would not be used to determine when or what actions are needed. The results of these management actions would not be monitored to determine what effect they have on visitor experience.

Conclusions: This alternative would have a significant impact on soils in the park.

#### **Vegetation**

Increased development at Pleasant Creek and along the Burr Trail and other backcountry roads would cause an increase in vegetation damage associated with construction. Because these developments would become areas of concentrated visitation, increased damage from social trailing would occur around them.

Cattle grazing on 98,000 acres of the park would continue as regulated by existing

public laws. Some impacts, such as increasing exotics and reduced vegetative cover, would continue especially in areas where cattle congregate. The Bureau of Land Management would continue to manage the grazing program in cooperation with the National Park Service.

The park would increase control of exotic plant species and minimize their effects on native species where possible. This would benefit the natural qualities of the park.

When social trailing begins to impact vegetation, areas would be evaluated for management actions. Indicators and standards would not be used to determine when or what actions are needed. The results of these actions would not be monitored to determine what effect they have on visitor experience.

Conclusions: Overall vegetation impacts would increase substantially over current conditions. Under this alternative, impacts to vegetation would be significant.

#### **Wildlife**

This alternative would not rely on monitoring visitor impacts to protect wildlife resources. Where impacts occur, areas would be evaluated to determine what actions are needed. Population levels of deer, marmots, and rock squirrels have been reduced in the past to prevent damage to the orchards in the Fruita Valley. Similar reductions could occur in the future. Some level of impact would continue from grazing and its effects on vegetation. This may impact small mammal, bird, and insect populations. Mitigation with management actions would diminish the effect of these impacts. New developments in Fruita, at Pleasant Creek, and along the Burr Trail

and other backcountry roads would displace wildlife from those areas.

Conclusions: Overall, this alternative would increase impacts to wildlife from current levels. Because deer, marmots, and rock squirrels are popular visitor attractions that may be reduced in numbers, this alternative would have significant impacts. In addition, continued grazing and new construction would cause some increase of impacts to wildlife.

### **Threatened and Endangered Species**

Surveys and monitoring for rare species would continue in the park. Areas with populations of rare species would remain open to visitors, but resulting impacts to rare species would not be monitored. Because visitation is growing, potential for impacts is increasing primarily in the upland areas adjacent to Fruita. If any impacts were found, the U.S. Fish and Wildlife Service would be contacted to develop mitigation strategies. Plant species at risk include Harrison's milkvetch and Maguire's daisy (from trampling), and Wright's fishhook cactus and Winkler's foot cactus (from collecting). Animal species that could be impacted by disturbance from increasing visitor use are Peregrine Falcon and Spotted Owl.

Conclusions: Alternative C may have an effect on rare species and would cause a significant impact due to unmonitored, increasing visitation.

### **Water Resources and Wetlands**

Water resource impacts occurring outside the park or associated with orchard maintenance would continue to affect water flow rates, water quality, and riparian habitats on the Fremont River and Sulphur Creek. Grazing-related impacts would be

mitigated where possible, but would still be present at current levels. Reduction of exotics in riparian habitats would result in an increase in native plant species. New construction and development in the Waterpocket District and Pleasant Creek would increase runoff and erosion into water courses. These new facilities would require potable water, thereby impacting groundwater sources.

Conclusions: This alternative results in an overall increase in impacts to water resources and wetlands. In addition, many impacts beyond the control of the park would occur, and these are considered significant.

### **Floodplains**

The number of facilities in the floodplain would increase, thus increasing the potential for flood related damage. Building additional sites in the campground would increase visitor exposure to flooding. Portions of the walking trail proposed for the Fruita Valley would be in the floodplain, but these are not considered significant impacts under floodplain regulations. The park would continue to warn visitors and staff of the hazards associated with flooding.

Conclusions: This alternative would increase the impacts to floodplains and would therefore be considered a significant impact.

### **Noise**

This alternative would increase non-natural noise, such as talking and traffic sounds, in areas of new developments in Fruita, at Pleasant Creek, and along the Burr Trail. The new residential and ranger facilities in the Waterpocket District would substantially impact natural quiet in that

area. The residential area, visitor contact station, and campground would introduce all the traffic and human noises associated with such facilities. The adjacent areas, which currently are very quiet, would be exposed to loud or constant sources of noise. The new campground at Pleasant Creek would cause similar impacts there.

Conclusions: These actions would result in significant adverse impacts to natural quiet in areas adjacent to new facilities.

### **Air Quality and Scenic Quality**

No park activities proposed by this alternative would impact the air and scenic qualities of this area. Existing outside sources of pollution would continue at current levels and would not result in deterioration. Construction of new facilities would cause short-term, localized impacts to air quality during ground-disturbing phases, but long-term impacts would not be great enough to affect air quality standards. The presence of new facilities in previously natural settings would negatively impact scenic quality.

Conclusions: This alternative would not cause significant impacts to air quality, but would result in significant impacts to scenic qualities due to construction of new facilities near the Burr Trail and at Pleasant Creek.

## ***CULTURAL RESOURCES***

### **Archeological Resources**

Since the time that Capitol Reef's 1982 General Management Plan was approved, the park service has conducted numerous archeological surveys throughout the park. The data collected over the past 15 years shed new light on the potential impact of the old plan's proposals.

This data-gathering is the result of archeological programs established by the 1982 General Management Plan. Those programs would continue under Alternative C, as would a rigorous program of ranger patrol, site monitoring, and general education to discourage vandalism and inadvertent destruction of cultural remains. All such programs would have a beneficial impact on cultural resources throughout Capitol Reef.

Hiking and equestrian use of Sheets Gulch, Oak Creek, and Pleasant Creek already occur. These areas were heavily used during the historic period, with sheep grazing in Sheets Gulch, and cattle grazing and drives through Oak and Pleasant Creeks. In addition, Pleasant Creek was the site of several early homesteads, as well as a guest ranch in later years, and cattle trailing still occurs there. Most documented sites in Sheets Gulch, Oak Creek, and Pleasant Creek were heavily disturbed and collected during the initial period of use, before coming under National Park Service management. However, these areas (particularly Pleasant Creek) have become increasingly popular with hikers in recent years, and impacts to cultural resources there are accumulating. Provisions for formal trailhead parking and associated activities in these places would likely increase surface disturbance, social trailing, inadvertent damage, and vandalism of the sites recorded in these areas.

Five-car parking areas are proposed at the junctures of Notom Road with Burro Wash, Cottonwood Wash, and Five-Mile Wash. An informal parking area already exists at Cottonwood Wash. Proposed, formal trailhead parking at the washes would be on Bureau of Land Management property, outside of park boundaries.

Archeological surveys along the Notom Road documented no sites at the proposed trailhead/parking locations, although resources are known to exist nearby. The washes have not been formally surveyed along their entire lengths, so potential impacts to cultural resources therein cannot be evaluated. Increased visitor use could impact known archeological sites near the washes, however.

Alternative C also calls for establishing a new, 10-20-site primitive campground near the western boundary of the park along the Burr Trail Road. Such a campground would have to be carefully situated to avoid impacting recently documented resources. Campground construction would increase overnight use of that area, and would encourage specimen collecting, establishment of social trails, and other damaging activities. This proposal would likely have a significantly adverse impact on cultural resources in that area and perhaps elsewhere along the Burr Trail Road.

Construction of a new, one-mile trail at Bitter Creek Divide would take visitors through an area rich in cultural and natural resources. Increased visitation and foot traffic would likely have adverse impacts on cultural resources in a limited area adjacent to the trail, which would have to be carefully placed to avoid sensitive areas.

Construction of a ranger station, public restrooms, and 10-15-vehicle parking lot in the Burr Trail area of the Waterpocket District would establish a beneficial ranger presence in that area only for that part of the year during which it would be staffed. The proposed locations of the ranger station and parking lots are sited on culturally sensitive areas. The development would

also increase traffic and undirected hiking in this sensitive area, and would present an intrusion there.

Installation of a well and construction of a housing area near the proposed Waterpocket District ranger station would be sited in sensitive areas, and would likely result in disturbance of undocumented surface and sub-surface archeological sites nearby.

Establishment of carefully routed, marked trails at Jailhouse Rock and Middle Desert viewpoint, and a five-vehicle parking lot in the Cathedral District would likely have no effect on cultural resources.

Alternative C would close the existing Strike Valley Overlook road through a wash, and create a new gravel road suitable for passenger cars. The new road would end at a 10-15-vehicle trailhead. The route of the proposed new road has not been surveyed; however, the general area is known to be culturally sensitive. Careful routing, insofar as possible, may be able to avoid sites. Otherwise, it is likely that the new road would adversely impact resources both directly and indirectly.

Conclusions: Proposals relating to resource monitoring, documentation, and evaluation are highly beneficial to cultural resources at Capitol Reef. These are outweighed, however, by a large number of adverse impacts that would result from the various developments proposed throughout the park. Alternative C would have an overall, significant adverse impact on cultural resources.

### **Historic Resources**

Alternative C calls for construction of a 3,440-foot addition to the existing visitor

center, with an expanded parking area and a realigned entrance road. A new restroom and first-aid room would be built next to the visitor center. If restricted to the existing headquarters compound and limited to a height comparable to the existing visitor center, this development would likely have no adverse impact to the historic district.

Alternative C would also add 29 new campsites in the Fruita campground, realign the entrance road to loops A and B, and create a new 10-vehicle parking area nearby for the Cohab Canyon trailhead. The campground addition would occupy approximately five acres of the 200-acre cultural landscape, and would go in an open field (currently used as horse pasture) southeast of the existing loops. The new campsites would have a significant adverse impact on the Fruita Rural Historic District, altering historic patterns of land use, introducing visual and audible intrusions into the district, and increasing air pollution there. They might also interfere with the remains of a historic irrigation system in that area, and they would be highly visible from several vantage points accessed by popular hiking trails.

Nine new orientation wayside exhibits are proposed for the Fruita area. The historic district is about 200 acres in size; while a few wayside exhibits could be sensitively incorporated into the district, nine could present a distracting visual intrusion, altering the character of the landscape.

The existing pedestrian trail along Scenic Drive would be extended to form an approximately two-mile loop through the historic district. This extension would improve interpretive and educational

opportunities for cultural resources, and possibly decrease the development of social trails. It would be designed to blend into the landscape and be compatible with the historic character of the area. It would also help educate visitors about cultural resources and would have a beneficial effect on the historic district.

Existing non-historic buildings in Fruita would be maintained for continuing use, although the old Sprang house would be razed. Removing this house from the landscape might have a beneficial impact; maintaining the other buildings would have no effect on the historic district.

Conclusions: Although there would be some beneficial effects resulting from implementing Alternative C, the intensive development (particularly the new campground) it proposes would have a significant adverse impact on the cultural resources of the Fruita Rural Historic District.

### **Ethnographic Resources**

All of the known ethnographic resources of Capitol Reef are historical or archeological sites. Impacts on these are as described above. If more ethnographic resources are identified in the future, the effects of these actions on those resources would be evaluated at that time as required by the National Historic Preservation Act and other relevant laws, guidelines, and regulations.

The 1982 General Management Plan did not discuss consultation with the local Mormon community because the ethnographic values of that community had not yet been recognized by the National Park Service. Consultation with non-Indian communities is not required by law.

Conclusions: The actions of Alternative C would have an overall adverse impact on the ethnographic resources of the Fruita Rural Cultural Landscape, and a significant, adverse impact on the ethnographic (mostly prehistoric) resources of the threshold, semi-primitive, and primitive zones.

**Museum Collections**

Alternative C provides for museum facilities in the expanded visitor center, thereby improving collections conditions and resolving some deficiencies on the park’s Museum Checklist.

Conclusions: Alternative C would have no significant adverse impact on museum collections, and in fact would have a beneficial effect on them.

**SOCIOECONOMIC PROFILE**

**Summary**

The actions outlined in Alternative C would result in almost \$8 million of recurring and

one-time expenditures (Tables 14-15). Approximately \$7.6 million have been identified as one-time expenditures. These include a remodel and expansion of the current visitor center and a variety of facilities improvements and developments throughout the park. The Money Generation Model predicts that these expenditures would produce 213 employment opportunities for the region, \$823,000 of tax revenue, and \$10.6 million in regional sales. Alternative C also proposes approximately \$400,000 of recurring, base operating-fund increases. These funds are distributed according to organizational function as outlined in Table 15.

The Money Generation Model predicts that these expenditures would provide 14 new jobs, approximately \$44,000 in tax revenue, and \$561,000 of sales in gateway communities.

**Table 14  
Estimated Capital Expenses for Alternative C**

Item	Est. Cost
Visitor Center Remodel and 3,440 foot Expansion	\$ 1,300,000
South District Development	\$ 5,600,000
North District Development	\$ 5,000
Headquarters Development	\$ 620,000
Resources Monitoring	\$ 75,000
<b>Total</b>	<b>\$ 7,600,000</b>

**Table 15**  
**Estimated Distribution of Recurring Costs, Alt. C**

	<b>FTE</b>	<b>Cost</b>
Management/Administration	0.0	\$ -
Visitor & Resources Protection	2.0	\$ 80,000.00
Interpretation	1.0	\$ 27,000.00
Resources Management & Science	5.0	\$ 194,000.00
Buildings & Utilities	1.0	\$ 30,000.00
Road, Trails & Cultural Landscapes	2.0	\$ 69,000.00
<b>Total</b>	<b>11.0</b>	<b>\$ 400,000.00</b>

**Population**

Alternative C calls for 11 additional employees to the Capitol Reef staff. If one assumes an average family size of four, these hirings could bring a maximum of 44 people to Wayne County. This number amounts to about 2 percent of Wayne County's current population, and so the hiring proposals are judged to have no direct, significant impact on local population.

However, expenditures as a result of this alternative could lead to additional population growth by stimulating private sector business and employment opportunities. The Money Generation Model predicts that this alternative would support 14 additional jobs on a recurring basis, and 213 short-term, one-time jobs, primarily in Garfield and Wayne Counties. If enough potential employees are not locally available, proprietors would recruit from outside sources, thereby increasing the population here. Again, assuming four persons per household, and assuming that all of the positions are filled by persons not from this area, the 14 recurring jobs could bring 56 people (less than 3 percent of Wayne County's current population) to the area. Some of those positions have been filled since 1982, when this proposal was

developed, so in actuality its impact would be even less than described here.

New park and private sector jobs combined would amount to around 5 percent of Wayne County's current population. The short-term, one-time jobs would not open simultaneously, but at various times through the life of this plan as capital expenditures are made at the park. Because they would, in most cases, bring single individuals (rather than entire families) who would stay a matter of weeks (rather than moving here long-term), the effect of those capital expenditures would have no significant effect on local population. Those workers could, however, create a demand for short-term housing, such as apartments or motels.

Conclusions: Alternative C would have no significant impact on the population of local communities.

**Economy**

Alternative C would create 213 new, short-time jobs as a result of one-time capital expenditures. Because neither the awarding of contracts to local or non-local businesses nor the hiring practices of those businesses can be predicted, the direct economic impact of proposed, one-time expenditures

at Capitol Reef cannot be evaluated. These jobs, however, would be unlikely to increase county revenues by 10 percent or greater in any given year.

This alternative also calls for substantial development in the Waterpocket District of the park. Such development would likely benefit the Garfield County economy through the creation of permanent facilities at the Burr Trail Road switchbacks. With development of a campground there, the length of stay and the total number of visitors in the Burr Trail area of the park would likely increase. Coupled with the recent establishment of the Grand Staircase-Escalante National Monument, the town of Boulder would likely see the greatest economic benefit. The extent of this benefit, however, cannot be evaluated at this time because too many variables are unknown.

Conclusions: Alternative C could have an overall positive impact on the local economy. Whether this impact would be significant cannot be judged at this time.

### **Transportation and Access**

None of the actions proposed under Alternative C would significantly and directly affect regional and local airports, car rental agencies, bus tours, or private automobile access to the park.

Conclusions: This proposal would have no significant impact on transportation and access at Capitol Reef.

### **Visitor Services**

Because the length of stay and the number of visitors in the Waterpocket District of the park would likely increase as a result of the development of primitive camping facilities, a subsequent increase in the

number of visitor services establishments could therefore occur in the town of Boulder, Garfield County. This impact would be beneficial for Boulder/Garfield County, but the extent of the impact cannot be determined because too many variables are unknown at this time.

Conclusions: This alternative could have a beneficial effect on visitor services in at least one nearby community. Whether this effect would be significant cannot be judged at this time.

## ***VISITOR EXPERIENCE***

### **Hiking and Recreational Opportunities**

The two-mile walking loop trail connecting the campground, Hickman Bridge trailhead, Fruita Schoolhouse, and the visitor center would enable visitors to enjoy the pastoral setting of the Fruita Valley formerly viewed only from the road. This trail would greatly improve the visitor experience by providing a safe alternative to roadside walking.

A new, 10-car trailhead parking area constructed near the entrance to the campground to replace the existing one on the curve at the Cohab Canyon trailhead would improve visitor safety.

Providing trailhead parking and orientation and marking hiking routes would enable visitors to reach a more representative sample of the park resources, especially canyons in the Fremont River and Waterpocket Districts, and monoliths, escarpments, dikes, and canyons in the Cathedral District. All these resources can now be seen from automobiles, but the new trails would encourage visitors to see them more closely from numerous perspectives. New viewing opportunities of the

Waterpocket Fold would be available on marked routes leading to Bitter Creek Divide and to Tantalus Flats from Pleasant Creek.

The corral and campsites at Pleasant Creek would encourage the use of stock in this part of the park; however, if this area were used by a significant number of horses, conflicts between hikers and equestrians could result.

Closing Upper Muley Twist Canyon access road to vehicles would reduce recreational opportunities for visitors with four-wheel drive vehicles, because this would close about three of the park's eight miles of four-wheel drive roads. Hikers would benefit by being able to hike in the canyon without four-wheel drive vehicles interfering with their solitude.

Adding the campground at upper Burr Trail would provide a rustic camping experience with spectacular views of distant landscapes and a base camp for experiencing this little-used portion of the park. This action, however, would reduce the primitive quality of visitor experience in this area by further expanding facilities and use.

The new road proposed to the Strike Valley Overlook trailhead parking area would provide two-wheel drive passenger vehicle access to a popular overlook. The addition of this new road, however, would diminish the existing remote visitor experience at the overlook.

**Conclusions:** Under this alternative, proposals for the Fruita Valley would improve visitor experience and safety by establishing a two-mile hiking loop. Hikers and equestrians would be encouraged to use the Pleasant Creek area, which could result

in conflicts arising if horse use becomes heavy. Hiking opportunities in the Cathedral and Waterpocket Districts would be made easier and more attractive to visitors who currently would not venture into these areas. A significantly increased number of people would be able to access the Strike Valley Overlook, now accessible only to those with four-wheel drive or who are willing to walk. The improvements for access, however, would likely reduce existing levels of solitude, which would reduce the quality of the experience for some visitors. This alternative, by improving roads and adding trails, campgrounds and other facilities, would significantly increase the number of visitors in the primitive and semi-primitive zones. No VERP monitoring program would be in place to evaluate the quality of experience, but it is likely that quality would decline.

### **Interpretive Services**

The expanded exhibit space and new exhibits in the visitor center would enhance visitor understanding of park resources and improve circulation.

Visitor center exhibits would be redesigned and expanded to provide a broad overview of Capitol Reef's resources. Visitors would be able to quickly grasp significant information about the full range of interpretive themes of the park, including geology (historical geology, structural geology, and landform evolution), ecosystems and lifeforms, and human prehistory and history.

The existing 10-minute orientation slide program would be replaced by a 4-to-5-minute visitor-activated film interpreting the formation and significance of the Waterpocket Fold, enhancing visitor understanding of the park's primary

resource. The short length of the film and the free flow of visitors in and out of the audio-visual room would eliminate much of the crowding that currently occurs during peak periods. Park orientation and interpretation of natural and cultural resources would be more effectively accomplished through new exhibits.

The campground amphitheater would be retained, and evening programs would continue to be a popular, well-attended interpretive activity offered during the peak visitor season.

Nine new orientation wayside exhibits would enhance visitor understanding and appreciation of resources within the Fruita area.

The proposed new ranger station in the Waterpocket District would improve interpretation and information/orientation, allowing more visitors to learn about park resources and recreational opportunities in these portions of the park. An overview of the Waterpocket Fold would encourage visitors to go to sites that best show the fold. The station would be staffed part of the year and would utilize outside exhibits.

At the new Bitter Creek Divide trail, the erosion of strike valleys and flatirons would be interpreted through publications, wayside exhibits, or both. The Oyster Shell Reef spur of the trail, leading to an area rich in marine invertebrate fossils, would be interpreted by a publication.

The Strike Valley overlook is a popular view point and an excellent site for interpretation of the Waterpocket Fold and the uplift that caused it. Interpretation would be provided through wayside

exhibits and possibly supplemented by a publication.

Interpretation in the Cathedral District would primarily focus on the severe, active erosion of the area. Many dikes and sills are evident in Cathedral Valley, exposed by erosion of the softer rocks surrounding them. Aridity and its effect on plant and animal species would also be an interpretive focus. Interpretive themes would be explained through publication and wayside exhibits at trailheads.

Sprang Cottage would be removed, eliminating its potential for use as an education outreach facility.

Conclusions: Under this alternative, the proposed expansion and remodeling of the visitor center would reduce crowding and congestion. Redesigned exhibits would greatly improve visitor understanding of the park's purpose, significance, and interpretive themes. Interpretive opportunities in the Cathedral and Waterpocket Districts would be increased. This alternative would have no significant adverse impacts on interpretive experiences.

### **Visitor Use**

Visitor comfort and safety would be improved in Fruita with the addition of the restroom/first aid buildings at the visitor center and the walking loop trail, which would reduce conflicts between pedestrians and automobiles.

During peak visitation days, congestion would be reduced at the expanded visitor center parking lot, and vehicles towing trailers would have more space to maneuver.

The expanded visitor center would include enlarged and redesigned exhibits, and additional sales, work and office space, improving service to visitors.

The Fruita campground would be expanded by 29 sites. This would result in fewer people being turned away due to a full campground, but would also mean greater numbers of people concentrated in the campground area.

The new ranger station proposed for the Waterpocket District would allow more visitors to learn about park resources and recreational opportunities in this part of the park. The increased numbers, however, would change the nature of the experience for some visitors.

The new 10- to 20-site campground would be primitive (picnic tables, fire grates, and a vault toilet) and would be set in a pinyon/juniper woodland area near the western boundary of the park along the Burr Trail Road. A short walk from the campground would afford views of the Waterpocket Fold and the Henry Mountains.

Conclusions: This alternative, by improving roads and adding trails, campgrounds, and other facilities, would undoubtedly increase the numbers, types of visitors, and the length of their stay in all parts of the park. This would be especially true in the Waterpocket District, which currently receives relatively light visitation. This proposal would benefit many visitors who now hesitate to use the less developed portions of the park. Those seeking a more primitive and uncrowded experience may be displaced.

### **Access**

A new gravel road to the Strike Valley Overlook would improve visitor access to a popular geological and scenic view.

Conclusions: This alternative would significantly increase visitors' access to a diversity of park features and experiences.

## ***PARK OPERATIONS***

### **Facilities**

#### **Headquarters-Area Facilities**

Alternative C continues the management actions outlined by the 1982 General Management Plan for the park. Many of the actions proposed by this plan were never implemented, and represent an increase in development over current conditions. The Fruita campground and picnic areas would be retained, but the size of the campground would increase from the current 71 sites to a total of 100, stretching into surrounding land that is now part of a National Register historic landscape. No concession facilities are proposed for the Fruita area.

The visitor center would be retained as the primary visitor contact point. A proposed 3,440-square-foot addition to the visitor center would include additional administrative offices and museum storage. Exhibits would be redesigned and expanded, resulting in interior remodeling of the existing portions of the building as well. A unisex, handicap-accessible restroom and a first aid room would represent new construction adjacent to the visitor center. A second visitor contact ranger station would be built near the intersection of the Notom Road and the Burr Trail Road. No interagency visitor center is proposed.

The orchards of Fruita would be retained. Non-historic structures in Fruita would continue to be used as housing, office, or storage space, with the exception of Sprang Cottage, which would be removed.

Paving the Goosenecks road is proposed, and its intersection with SR 24 may be realigned to improve safety. A realignment of the entrance road to campground loops A and B is also proposed, and the old entrance would be transformed into a 10-vehicle parking area for Cohab Canyon trailhead. The bridge crossing the Fremont River near the picnic area would be widened. The visitor center parking lot would also be expanded. Nine new orientation wayside exhibits are proposed within Fruita.

The existing trail from the visitor center to the campground would be expanded to form a two-mile loop encompassing the Fruita schoolhouse and the petroglyph panel adjacent to SR 24. Paved trails would be provided where heavy foot traffic is anticipated.

### **Backcountry Facilities**

A number of developments proposed in this alternative would alter the current wilderness character of the park's backcountry. Cedar Mesa and Cathedral campgrounds would be retained, and two additional backcountry vehicle campsites are proposed. One, a 10- to 20-site campground, would be located near the western boundary of the park on the Burr Trail Road; and a second, a two-site equestrian campground with a small corral, would be constructed at Pleasant Creek along South Draw Road. Trailhead parking would also be added at Pleasant Creek, featuring interpretive exhibits at the trailhead.

A new ranger station where none currently exists is proposed in the Waterpocket District near the intersection of the Notom Road and the Burr Trail Road. A second major development in the Waterpocket District would include employee housing and support facilities located near the former Rainy Day Mine access route, adjacent to the Burr Trail Road above the switchbacks. A well would also be established at the present site of the Peek-a-boo trailer.

No roads would be closed, except for the existing access road to Strike Valley trailhead in the Waterpocket District. The current road follows a wash and requires a four-wheel drive vehicle. This portion would be replaced by a new gravel road passable to two-wheel drive vehicles. The new road would extend from the west boundary of the park on the Burr Trail Road to Upper Muley Canyon. Two new parking areas, with capacities of 10-15 vehicles each, would be also be constructed. One would be located where the existing Strike Valley road begins, and the other would serve as trailhead parking for the Strike Valley Overlook trail at the end of the newly constructed road. Some upgrades are proposed for backcountry roads providing access to trailheads. This alternative also proposes improvements for the access road leading to Halls Creek Overlook. This road is located outside the park boundary.

Five-car parking lots would be constructed at the intersections of Notom Road with Burro Wash, Cottonwood Wash, Five Mile Wash, and Sheets Gulch. Interpretive waysides would be installed at the trailheads, and a five-car parking lot would also be constructed at the Middle Desert Overlook trailhead in the Cathedral

District. A new trail would be constructed adjacent to the Notom Road originating at Bitter Creek Divide, with a spur trail to the Oyster Shell Reef. Strike Valley Overlook Trail would be improved.

Conclusions: This alternative continues the management actions outlined by the 1982 General Management Plan for the park. Many of the actions proposed by this plan, created nearly 20 years ago, were never implemented and represent an increase in development over current conditions. Because of significant increases in visitation since 1982 and a greater emphasis towards resource management and protection, portions of the plan are outdated and would be difficult to implement without resource degradation. This alternative does not take into consideration implementation of a resource-based carrying capacity plan. A number of various backcountry developments are proposed that would significantly alter the existing wilderness character found in the Waterpocket and Cathedral Districts. No interagency visitor center is proposed in this alternative, and Sprang Cottage would be removed. The existing visitor center would be remodeled and expanded, improving visitor services there, and providing for additional administrative offices. Under this alternative, impacts to facilities would be significant.

### **Maintenance**

Maintenance activities would continue as necessary to maintain the existing infrastructure. The number of developments proposed in this alternative would represent a significant increase in infrastructure, necessitating increases in maintenance requirements over the existing levels. Additional trails, and required trail maintenance for these, in addition to

existing trails, would require a significant increase in trail maintenance activity.

Conclusions: The number of developments proposed in this alternative would increase the maintenance workload, and the impact to maintenance would be significant.

### **Staffing**

The 1982 General Management Plan does not address a staffing plan in detail, and what information was included could not take into account the 127% increase in visitation to the park since the plan was written. New developments proposed, especially in the Waterpocket District, would necessitate a significant increase in staffing. In addition, demands on the parkwide staff would increase if the current trend of increased annual visitation continues.

Conclusions: Staffing considerations in the 1982 plan do not adequately address substantial increases in visitation and other factors that have contributed to additional workload to the staff of all divisions. In addition, new developments proposed would necessitate a significant increase in staffing beyond levels identified in the 1982 plan. Under this alternative, adverse impacts to staffing would be significant.

### ***CUMULATIVE IMPACTS***

Cumulative impacts of Alternative C would be negative for natural and cultural resources, due to the development of backcountry areas without increased management emphasis or ranger patrols in sensitive areas. With these developments, visitation would increase in all areas, leaving fewer locations for the hiker seeking solitude.

Many new facilities, buildings, and structures would be built in locations throughout the park. These actions would result in both irretrievable and irreversible losses of some natural and cultural resources due to construction activities. Some loss of resources would result from increasing visitor use in sensitive areas.

Irreversible damage to archeological sites occurs when contextual relationships between objects that compose a site are lost. Loss of context results from collecting, unauthorized excavation, and inadvertent disturbances caused by

construction activities, vehicles, and pedestrian and equestrian traffic. This irreversible damage means that the original, meaningful relationships among objects and features, which are used in analyzing and interpreting sites, can never be fully understood.

This kind of damage is likely to result from increased visitation and construction activities arising from Alternative C's program for developing new hiking trails, campgrounds, parking lots, ranger station, well, and housing.

## **IMPACTS BY ALTERNATIVE—Alternative D (No Action: Maintain Visitor Services and Protect Park Resources)**

### ***NATURAL RESOURCES***

#### **Geology and Soils**

Under this alternative, mitigation of past actions affecting topography, geology, and soils would continue as at present. All existing developments would remain. The Fruita trail system would be maintained to reduce impacts to natural habitats by concentrating visitor use on hardened trails. When social trailing in any location begins to cause soil erosion or compaction, management actions for these areas would be evaluated on a case-by-case basis. Monitoring indicators and standards would not be used to determine when or what actions are needed to mitigate these impacts. The results of these actions would not be monitored to determine what effect they have on visitor experience. The net result of all proposed actions in this alternative would be a slight reduction in human-caused erosion.

Conclusions: This alternative would have a slight beneficial impact on soils in the park and would not cause a significant impact.

#### **Vegetation**

Cattle grazing on 98,000 acres of the park would continue as regulated by existing public laws. Some impacts, such as increasing exotics and reduced vegetative cover, would continue, especially in areas where cattle congregate. The Bureau of Land Management would continue managing the grazing program in close

cooperation with the park resource management staff. The two agencies would attempt to mitigate these problems with range management practices that would redistribute cattle use. These practices could include grazing rotation, fencing, and enclosures to protect of water sources and riparian areas.

The park would increase control of exotic plant species and minimize their effects on native species where possible. This would benefit the natural qualities of the park.

When social trailing begins to impact vegetation, management actions to control visitor use and diminish these impacts would be initiated on a case-by-case basis. Monitoring indicators and standards would not be used to determine when or what actions are needed to mitigate impacts to resources. The results of these resource protection actions would not be monitored to determine what effect they have on visitor experience. This may protect the plant communities and organisms that depend on them, at the expense of visitor experience.

Conclusions: Overall vegetation impacts would be reduced, but continued grazing could cause vegetation reduction despite mitigation actions. Under this alternative, impacts to vegetation would be significant.

#### **Wildlife**

This alternative relies on reducing visitor impacts to protect wildlife resources. Where impacts occur, management actions to control visitor use and diminish these impacts would be initiated. Monitoring indicators and standards would not be used to determine when or what actions are needed to mitigate impacts to resources.

The results of these actions would not be monitored to determine what effect they have on visitor experience. Damage to the orchards in the Fruita Valley caused by deer, marmots, and rock squirrels may be controlled through management actions other than population reduction. Some level of impact would continue from grazing and its effects on vegetation. This may impact small mammal, bird, and insect populations. Mitigation with management actions would diminish the effect of these impacts.

Conclusions: Overall, this alternative would reduce impacts to wildlife from current levels. Because continued grazing would affect wildlife populations, this alternative would have significant impacts.

### **Threatened And Endangered Species**

Surveys and monitoring for rare species would continue in the park. Management actions to control visitors would be initiated in areas with populations of rare species when these impacts are discovered. Because visitation is increasing, potential for impacts is likewise increasing, primarily adjacent to the Fruita area. Monitoring indicators and standards would not be used to determine when or what actions are needed to protect rare species. The results of these actions would not be monitored to determine what effect they have on visitor experience. The park would investigate the effects of grazing on species that occur within grazing allotments. If any impacts were found, the U.S. Fish and Wildlife Service would be contacted to develop mitigation strategies.

Plant species at risk include Harrison's milkvetch and Maguire's daisy (from trampling), and Wright's fishhook cactus and Winkler's foot cactus (from collecting).

Animal species that could be impacted by disturbance from increasing visitor use are Peregrine Falcon and Spotted Owl.

Conclusions: Alternative D may have an effect on rare species, and would cause a significant impact due to unmanaged and increasing visitation.

### **Water Resources and Wetlands**

Water resource impacts occurring outside the park or associated with orchard maintenance would continue to affect water flow rates, water quality, and riparian habitats on the Fremont River and Sulphur Creek. Grazing-related impacts would be mitigated where possible, but still would be present at current levels. Reduction of exotics in riparian habitats would result in an increase in native plant species. Because no new facilities are proposed, no new impacts would occur.

Conclusions: This alternative results in an overall improvement in water resources and wetlands. Many significant impacts beyond the control of the park would continue to occur.

### **Floodplains**

No facilities currently in the 100- or 500-year floodplain would be removed. Portions of the walking trail in the Fruita Valley would be in the floodplain, but these are not considered significant impacts under floodplain regulations. The park would continue to warn visitors and staff of the hazards associated with flooding.

Conclusions: In this alternative, the number of facilities in the floodplain would remain the same, resulting in no new significant impacts.

## **Noise**

This alternative does not direct use toward any specific areas. Use levels in the backcountry portions of the park may increase slightly, but natural quiet would likely remain unaffected in these areas. If visitation trends continue, visitor use would increase in the Fruita area, with noise levels increasing, accordingly. The amount of noise from more people and vehicular traffic could be significant.

Conclusions: Significant adverse impacts to natural quiet could occur in upland areas adjacent to Fruita as a result of this alternative.

## **Air Quality And Scenic Quality**

No park activities proposed by this alternative would impact the air and scenic qualities of this area. Outside sources of pollution would continue, but should not cause measurable decline in air quality. Sleeping Rainbow Ranch would continue to deteriorate over time and debris would spread around the area. The scenic qualities of that area would be detrimentally affected.

Conclusions: This alternative would cause significant impacts to scenic qualities but not to air quality.

## ***CULTURAL RESOURCES***

### **Archeological Resources**

Under this alternative, Capitol Reef National Park would continue its parkwide survey for cultural resources, funded under the Systemwide Archeological Inventory Program, until the five-year project is completed in the year 2000 and funding is curtailed. After that, survey would continue on an irregular and sporadic basis, in response to project proposals requiring

archeological clearance as required by the National Historic Preservation Act, or as part of individual projects initiated by the park archeologist or other interested researchers.

No new roads, trails, or other facilities would be provided in the primitive, semi-primitive, threshold, or rural developed zones, thereby focusing increasing visitor use on existing facilities. This may result in increasing impacts to resources along those existing roads and trails: such impacts are already observed in some areas that have become more popular. Sites in these areas are being hardened by a variety of means to protect them from unintentional damage. Also, the absence of new trails would avoid introducing higher levels of visitation to areas that are currently relatively undisturbed. Archeological monitoring would continue at its currently minimal levels, which would become increasingly inadequate as visitation grows.

Conclusion: Aside from continued grazing, the actions of Alternative D would have no effects on archeological resources within the park. In the long run, however, increasing, uncontrolled visitation could necessitate management actions that would protect the resources at the expense of visitor experience. Because VERP implementation is not part of this alternative, the effect of these actions on visitor experience would not be evaluated.

### **Historic Resources**

Monitoring, maintenance, and interpretation within the Fruita Rural Historic District would continue at present levels, and no further development would be permitted in Fruita. However, increasing, uncontrolled visitation would continue to overcrowd existing facilities

and attractions in the heart of the historic district. This visitation, at present, has no direct, permanent effect on the historic qualities of the landscape itself, but it does contribute to congestion, noise, and air pollution in the headquarters vicinity. These conditions would, increasingly, adversely affect the rural characteristics of the historic district that qualify it for listing in the National Register. Historic resources outside of the district would likely be unaffected under this alternative.

Conclusions: A prohibition on further development within the district would be beneficial to Fruita’s historic character. In the short term, this alternative would have no impacts on cultural resources. In the long run, however, increasing, uncontrolled visitation along Scenic Drive would adversely affect certain characteristics of the historic district by introducing audible and visual intrusions.

**Ethnographic Resources**

All of the known ethnographic resources of Capitol Reef are historical or archeological sites. Impacts on these are as described above. If more ethnographic resources are identified in the future, the effects of these actions on those resources would be evaluated at that time as required by the National Historic Preservation Act and other relevant laws, guidelines, and regulations.

Conclusions: The actions of Alternative D would have no immediate effect on the ethnographic resources of Capitol Reef, but could have adverse impacts on those resources as visitation grows and monitoring and protection stay at current levels.

**Museum Collections**

Alternative D would maintain the *status quo* in regard to museum collection conditions. It would resolve no existing deficiencies on the park’s Museum Checklist, allowing collections to continue to be stored and exhibited under unsatisfactory conditions. This situation subjects collections to continued deterioration and threat of serious damage.

Conclusions: Alternative D would have a significant adverse impact on museum collections.

***SOCIOECONOMIC PROFILE***

**Summary**

The actions outlined in Alternative D result in approximately \$4.2 million in one-time expenditures, including a remodel and expansion of the current visitor center (Table 16). The Money Generation Model predicts that these expenditures would result in 119 employment opportunities for the region \$461,000 of tax revenue, and \$5.9 million in regional sales.

**Table 16  
Estimated Capital Expenses for Alternative D**

<b>Item</b>	<b>Total Cost</b>
Visitor Center Remodel and Expansion	\$ 4,200,000
<b>Total</b>	<b>\$ 4,200,000</b>

## **Population**

Alternative D calls for no additional employees to the Capitol Reef staff. This proposal would have no impact on population here.

Additionally, however, expenditures as a result of this alternative could lead to additional population growth by stimulating private sector business and employment opportunities. The Money Generation Model predicts that this alternative would support 15 additional jobs on a recurring basis, and 119 short-term, one-time jobs, primarily in Garfield and Wayne Counties. If enough potential employees were not locally available, proprietors would recruit from outside sources, thereby increasing the population here. Again, assuming four persons per household, and (for the purposes of estimating maximum population impact) assuming that all of the positions were filled by persons not from this area, the 15 recurring jobs could bring 60 people (less than 3 percent of Wayne County's current population) to the area.

The short-term, one-time jobs would not open simultaneously, but at various times through the life of this plan as capital expenditures are made at the park. Because they would, in most cases, bring single individuals (rather than entire families) who would stay a matter of weeks (rather than moving here long-term), the effect of those capital expenditures would have no significant effect on local population. Those workers could, however, create a demand for short-term housing, such as apartments or motels.

## **Economy**

Of the four alternatives, D proposes the lowest amount of one-time, capital spending, and so would result in few

contracts opened for bid. Because neither the awarding of contracts to local or non-local businesses, nor the hiring practices of those businesses can be predicted, the direct economic impact of proposed, one-time expenditures by Capitol Reef cannot be evaluated. These jobs, however, would be unlikely to increase county revenues by 10 percent or greater in any given year.

Conclusions: No significant impacts on local economies are anticipated as a result of actions proposed as part of this alternative.

## **Transportation and Access**

None of the actions proposed by this alternative would have significant, direct impacts on regional or local airports, car-rental agencies, bus tour operations, or private vehicle access to the park.

Conclusions: This alternative would have no significant impact on transportation and access to the park.

## **Visitor Services**

Alternative D proposes no actions that are expected to significantly lengthen visitor length of stay in the area.

Conclusions: This alternative poses no significant impact to visitor services.

## ***VISITOR EXPERIENCE***

### **Hiking and Recreational Opportunities**

Under this alternative, there would be no change to opportunities for hiking and other types of recreation. Trails would not be improved or expanded, and they would continue to deteriorate because of lack of staff to consistently maintain them, adversely affecting visitor experience and safety.

The park would continue to have limited trails that meet handicap accessibility standards.

Bicyclists would continue to use the narrow, winding Scenic Drive and the shoulders of SR 24, exposed to the hazard of vehicle traffic.

There would continue to be limited overnight facilities for stock users.

Conclusions: This alternative represents a continuation of the *status quo* for quality and types of recreational experiences available to visitors. A slow deterioration of trail and resources could be expected to continue due to lack of staffing. This alternative would have no immediate adverse impacts on hiking and recreational opportunities, but could eventually negatively affect the quality of the visitor experience.

### **Interpretive Services**

The outdated, deteriorating visitor center exhibits would not be expanded, but may be modernized if the park obtains funding for that project. Until that time, interpretation of the purpose and significance of Capitol Reef and its interpretive themes would continue to be incomplete, disjointed, and unprofessionally presented. The visitor center theater would continue to be too small to accommodate large groups such as bus tours.

Programs would continue to be presented at the existing campground amphitheater, which is run-down and does not meet standards for wheelchair accessibility. If funding were to become available, the amphitheater structure would be replaced or upgraded. If, however, this facility

deteriorates to the point of becoming an unacceptable safety hazard, it would be removed, and no audio-visual programs would be presented.

Lack of staff to serve visitors during the eight-month peak season would continue to impact the quantity and quality of interpretive experiences available for visitors.

Educational outreach programs would continue to be presented in classrooms, but interpretive staff would be able to meet the needs of only a small number of school groups visiting the park, due to insufficient staffing and lack of a facility to accommodate large school groups.

Aging radio equipment at four Travelers Information Stations, and audio programs at the blacksmith shop and schoolhouse would continue to malfunction frequently.

No interagency visitor center is proposed in this alternative, but modernization of the existing visitor center exhibits would be pursued.

Conclusions: Under this alternative, deficiencies in interpretive operations, programming, media, and facilities would not be corrected and deterioration would continue. If funding does not become available, these would present significant, adverse impacts.

### **Visitor Use**

Under this alternative the visitor center would remain at its current size and condition, and there would be no expansion of the visitor center parking lot. Crowding and congestion would continue to increase in the visitor center area. The Fruita campground would be retained at its

current size, which is presently insufficient to meet the demand.

This alternative provides for no new construction of roads or trails in the primitive, semi-primitive, or threshold zones. These areas would continue to be managed as wilderness, in accordance with the 1974 Wilderness Recommendation. This represents no change in current visitor use.

Conclusions: The *status quo* would be maintained in visitor use opportunities. Crowding would become more severe as visitation grows, and the quality of visitor experience would decline as facilities continue to deteriorate. This alternative would have significant, adverse impacts on visitor use in the visitor center area.

### **Access**

Under this alternative there would be no changes in vehicle access to hiking routes from the Notom Road. The character and level of maintenance of all roads and trails would remain the same.

Conclusions: There would be no change in the *status quo*, if this alternative is selected.

## ***PARK OPERATIONS***

### **Facilities**

#### **Headquarters - Area Facilities**

Under this alternative, no substantial changes in development or facilities would occur. Remaining provisions of the 1982 General Management Plan would not be implemented. The Fruita campground, amphitheater, picnic areas, and historic orchards, and the employee residence area would be retained. The visitor center would be minimally expanded, and exhibits would be modernized. An interagency visitor

center outside the park would not occur under this alternative. Historic structures would be maintained and utilized for appropriate functions, with Sprang Cottage functioning as an educational outreach center. Sleeping Rainbow Ranch buildings and structures, which are currently in a state of disrepair, would continue to deteriorate unless outside funding can be obtained.

No new roads or parking areas would be constructed. No existing roads would be improved, aside from routine or emergency maintenance in the event of flooding or other natural destruction. No new interpretive wayside exhibits would be added. Heavily used trails would not be improved, and no new trails, routes, or trailheads would be added. All new utility lines would be buried.

#### **Backcountry Facilities**

Under this alternative, the backcountry areas of the park would retain their primitive condition, with no enhancement of services, developments, or facilities proposed. No new roads or parking areas would be constructed. No existing roads would be improved, aside from routine or emergency maintenance in the event of flooding or other natural destruction.

Backcountry trails would not be improved, and no new trails, routes, or trailheads would be added. Trails and routes would be minimally maintained.

Grazing and mining structures determined to be unsafe would be posted with warning signs. The Peek-a-boo trailer used by park staff in the Waterpocket District would remain in place.

Conclusions: No interagency visitor center is proposed in this alternative, but modernization and expansion of the existing visitor center facilities would be pursued. Under this alternative, no substantial changes in facilities would occur, and impacts to facilities would not be significant.

### **Maintenance**

Maintenance activities would continue at current levels. All existing facilities would be maintained at current levels, insofar as possible, and few new facilities or trails would be constructed, so no increase in maintenance needs is anticipated.

Conclusions: Maintenance would continue at current levels under this alternative, and impacts to maintenance would not be significant.

### **Staffing**

Under Alternative D, staffing would remain at the current 34 FTE. Positions identified by the park's 1996 Position Management Plan (e.g., a biologist, visitor protection, rangers, interpretive and maintenance staff, etc.) would be unfilled. Inadequate staffing, along with the absence of a VERP

monitoring program, would likely lead to deteriorating resources, facilities, and services.

Personnel in all divisions would be challenged by anticipated increases in visitation parkwide, which would continually increase workload demands.

Conclusions: Under this alternative staffing would remain at currently prescribed levels. There is no allowance for increasing staffing to meet changing conditions, including anticipated increases in visitation. Because VERP implementation is not part of the plan, additional staffing for these activities would not be needed. This alternative represents a significant adverse impact to staffing.

### ***CUMULATIVE IMPACTS***

Cumulative impacts of Alternative D would be negative for natural and cultural resources due to the increase in unregulated use of sensitive areas. Visitation and length of stay would continue to increase in all areas of the park

<b>SUMMARY OF IMPACTS BY ALTERNATIVE</b>				
	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B  Naturalize and Restore</b>	<b>ALTERNATIVE C  1982 GMP</b>	<b>ALTERNATIVE D  Maintain Visitor Services and Park Resources</b>

<b>VISITOR EXPERIENCE</b>	Recreational opportunities and interpretive services would be enhanced; frontcountry camping opportunities retained and handicap access increased	Recreational opportunities and interpretive services would be reduced; frontcountry camping eliminated, and wilderness experience heightened t	Recreational opportunities, interpretive services, and access to park features would be increased; solitude and wilderness experience would decrease	Anticipated decline in services and quality of visitor experience
<b>NATURAL RESOURCES MANAGEMENT</b>				
Geology & Soils	No significant impact; mostly beneficial	No significant impact; highly beneficial	Significant impacts; numerous disturbances	Same as A
Vegetation	Some significant impacts; overall, reduced from current levels	Same as A	Significant impacts due to construction projects	Same as A
Wildlife	Significant impacts from grazing; overall, reduced from current levels	Significant impacts from grazing; population reductions for orchard management	Significant impacts from new construction, grazing, and population reductions	Same as A
Threatened & Endangered Species	No significant impacts; beneficial effects	Same as A	Significant impacts due to increasing visitation in Fremont River District	Same as C
Water Resources & Wetlands	Continued impacts from outside park; overall improvement	Same as A	Same as A	Same as A
Floodplains	No new significant impacts	No new significant impacts; reduction in floodplain developments	Significant impacts from new facilities	Same as A
Noise	Significant impacts in threshold and rural developed zones	No significant impacts; overall beneficial effects	Significant impacts in many areas due to development of facilities	Same as A
Air & Scenic Quality	No significant impacts	Same as A; beneficial to scenic qualities	Significant impacts to scenic qualities from development of new facilities	Same as A

<b>SUMMARY OF IMPACTS BY ALTERNATIVE</b>				
	<b>ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities</b>	<b>ALTERNATIVE B Naturalize and Restore</b>	<b>ALTERNATIVE C 1982 GMP</b>	<b>ALTERNATIVE D Maintain Visitor Services and Park Resources</b>
<b>CULTURAL RESOURCES MANAGEMENT</b>				
Archeological Resources	No new significant impacts	No new significant impacts; highly beneficial effects	Many adverse impacts due to development of new facilities	Same as A
Historic Resources	No new significant impacts; mostly beneficial effects	No new significant impacts; highly beneficial effects	Significant impacts due to developments in Fruita Rural Historic District	Possible long-term impacts due to unmanaged visitor use in Fruita Rural Historic District
Ethnographic Resources	No significant impacts; mostly beneficial effects	No significant impacts; highly beneficial effects	Significant impacts due to developments in Fruita Rural Historic District	Possible long-term impacts due to unmanaged visitor use in Fruita Rural Historic District
Museum Collections	No significant impacts; beneficial effects	No significant impacts; beneficial effects	No significant impacts; beneficial effects	Significant adverse impacts due to continuation of storage and exhibit under unsatisfactory conditions
<b>POPULATION, ECONOMICS, AND EMPLOYMENT</b>	No significant impact on population, transportation, and access; minor positive impact on economy and employment	No significant impact on population, transportation, and access; minor to moderate positive impact on economy and employment	No significant impact on population, transportation, access or economy; possible minor beneficial effects for Boulder /Garfield County	No significant impact on population, transportation, access, and economy
<b>PARK OPERATIONS</b>	Wilderness experience preserved	Many facilities relocated outside park; campgrounds removed; Capitol Gorge, Grand Wash, and seven other spur roads closed	New trailhead parking areas established; visitor center expanded; major new infrastructure developments in Waterpocket district; proposed staffing inadequate	No substantial changes to facilities; staffing continues at current levels with no allowance for increasing visitation

# **CONSULTATION AND PUBLIC INVOLVEMENT**

## **SCOPING PROCESS AND PUBLIC INVOLVEMENT**

Public workshops, meetings, and newsletters were included in the scoping process for the Capitol Reef National Park General Management Plan. Their purpose was to identify all alternatives that should be considered in planning and to keep the public informed throughout the planning process.

In November 1992, an initial scoping brochure was sent out to the public, requesting input on potential issues to be addressed in a new General Management Plan for Capitol Reef. There were 129 responses to this brochure.

In February 1993, a press release announced the intention of the National Park Service to proceed with preparation of a General Management Plan. That same month, a notice of intent to prepare an environmental impact statement was published in the *Federal Register*. A second news release, in March 1993, informed the public of upcoming workshops to be held in Wayne and Garfield Counties and in Salt Lake City.

### ***PUBLIC SCOPING WORKSHOPS***

A series of public involvement workshops were held in April 1993. Various groups were invited to briefing and issue identification sessions, allowing the park to capitalize on the experience of these groups in their specific subject matter. Workshops open to the public were held in Wayne

County and Salt Lake City. In these workshops park staff explained the planning process, as well as the issues previously identified for inclusion in the general management plan. At workshops and briefing sessions attendees' comments on the future of the park were solicited and recorded.

On April 5-9, public meetings were held in Wayne County. Briefing sessions were conducted for representatives of the following groups and organizations: Wayne County Board of Commissioners, U.S. Forest Service (Fishlake and Dixie), Bureau of Land Management, the Capitol Reef National Park Natural History Association, Wayne County Tourist Providers, grazing and stock trail permittees, and various local government representatives. A public forum was held in the Wayne County Courthouse.

Briefing sessions were also held in Garfield County on April 12 for representatives of the Garfield County Tourist Providers and the Garfield County Board of Commissioners.

On April 14-16 briefings and meetings were held in Salt Lake City, Utah. A public workshop was held, as well as briefing sessions for the following organizations: Utah State government agencies/United States government agencies, university representatives, environmental groups, and the Utah Farm Bureau. Meetings also took place with staff representatives of Senators Robert Bennett and Orrin Hatch, and Representative Bill Orton.

## ***SUMMARY OF PUBLIC COMMENTS FROM SCOPING WORKSHOPS***

At the April 5 meeting with the Wayne County Board of Commissioners, many issues important to the local community were raised. The status of stock driveways was one area of concern, with participants voicing a need for additional opportunities to trail cattle across the park. Some attendees wished to see more facilities in the southern section of the park, especially in the Burr Trail Road area. Concern was voiced regarding county-provided services in the park such as emergency assistance for visitors and road grading. Some participants felt the park should assist in funding these services. It was felt that, overall, Capitol Reef does not receive a fair funding allocation from the Department of Interior when measured against nearby parks like Bryce Canyon and Zion.

The April 5 briefing session held for the U.S. Forest Service yielded comments on the purpose and significance statements compiled for the park, including a need to stress protection of archeological resources. A concern was also voiced regarding use of the terms “quiet” and “solitude” and whether they implied a prohibition on development in the park. One participant requested a definition of long-term versus short-term impacts on protection of the Class I Airshed over the park. Several issues were raised regarding cooperative management of the so-called “buffer zone” of U.S. Forest Service lands adjacent to the park, including trail designation, wildlife and domestic livestock management, and vegetation management.

At an April 6 meeting with the Capitol Reef Natural History Association, attendees were primarily concerned with visitor services. Several participants believed current

services were inadequate and identified needs for more camping facilities, food service concessions, more visitor contact stations, and an upgraded road through the Cathedral District. Others believed an increase in visitor services should occur primarily outside the park. The park’s interpretive operation was also discussed, with the areas of geology and Mormon history identified as needing more emphasis in the interpretive program. One participant suggested computer technology in the park visitor center as an additional means of providing visitor information. The opinion was also expressed that park employees should be housed outside the park and become more integrated into the community.

On April 7, in a session held with Wayne County Tourist Providers, issues dealt primarily with visitor use. Opinions on access to backcountry areas ranged from those desiring greatly improved access to those who wanted no changes in park development. Some participants wished to see improved interpretation of the park in the form of information kiosks, increased signage, and more interpretation of archeological sites. Others believed any increase in visitor services should be accomplished through the private sector, and several stated that park management should strive to keep the park as uncrowded and pristine as possible. Opinions regarding Scenic Drive ranged from improving the road to implementing a transportation system and prohibiting private vehicles.

A public meeting in Loa on April 7 established many issues of concern to local residents and park visitors. Visitor use issues varied widely; opinions expressed included increasing the number of visitor centers, scenic pull-outs, mountain biking

opportunities, and camping facilities. Others believed any increase in services should occur outside park boundaries and that the “park experience” should be maintained in its current state. A concern for preserving solitude through limitation or prohibition of helicopter and aircraft overflights was mentioned. Some participants agreed that carrying capacity levels should be established for all areas of the park and that visitor use levels should be controlled. Some local attendees expressed concern for expenses incurred by the local county for emergency services and road maintenance.

While the April 8 meeting with local grazing and trailing permittees dealt primarily with grazing issues such as the possibility of increasing AUMs, participants were also interested in more camping opportunities. They also wished to see more interpretive and preservation emphasis placed on Mormon history and culture, and were concerned about payment responsibility for county-provided emergency services.

At an April 9 briefing session, local government representatives were primarily concerned with resource management issues. Wildlife and exotic species management strategies were discussed, as were water rights issues. A few people mentioned a desire for the park to share Geographical Information System (GIS) information and other data with the local community, and to develop a better outreach program. The relationship between park growth and the local economy was discussed; some people wanted more concessions opportunities in the park, while others wanted to ensure that development was adequate but not detrimental to park resources. Fruit picking was cited as a quality experience that should be preserved.

On April 9, park staff also met with representatives from the BLM. Issues focused primarily on improving cooperation between the BLM and NPS in the following areas: ecosystem management, management of proposed wilderness, interpretation of resources, resource inventories, visitor impact management, grazing allotment management plans, bison and elk management, Wild and Scenic River designation, utility corridors, GIS information, and boundary adjustments. In general, it was agreed that the agencies should work together to provide the public with better recreational information and facilities. Some participants believed development of joint facilities, especially in the Burr Trail area, would be beneficial.

April 12 meetings with the Garfield County Board of Commissioners and Garfield County tourist providers raised many issues important to local residents. Indirect impacts of park tourism on local communities were discussed. Some attendees wanted the park to offset costs of waste disposal and emergency services and to share the cost of water and infrastructure development. It was agreed by many that better cooperation is needed between neighboring national parks, other public land managing agencies, and local governments. Many questions were raised regarding the future of the Burr Trail Road: some wished to see development of a scenic loop road integrating the Burr Trail Road, while others thought a visitor center or more recreational opportunities in the area would benefit visitors. Increased interpretation of the “old west” theme, Mormon history, and American Indian themes was also mentioned.

On April 14 in Salt Lake City, park staff met with representatives of state and federal

government organizations, and representatives from universities within the state. Resource management concerns included impacts of new development on threatened and endangered species. Several people were concerned about water issues in the park, including quality of drinking water and disposal of wastewater and solid waste. Carrying capacity was discussed in relation to ability of facilities to handle increased visitation. Some participants wished to see improved access for disabled people. Others believed signage in the park inadequately orients visitors to outlying areas. Concern was voiced regarding flash flooding and Chi severe weather in the park, with participants suggesting better communications with the National Weather Service and establishment of a real time flood warning system. As in some other meetings, cost of emergency services provided by local organizations was an issue.

Representatives of environmental groups met with the planning team in Salt Lake City on April 14. Comments primarily emphasized protection of natural resources. Many agreed that stronger resource measures should be considered including limitations on development, area closures, a transportation system for Scenic Drive, land acquisitions, Wild and Scenic River designations, and relocation of park housing to a site outside the park. Several people suggested integrating NPS and BLM planning efforts to provide greater ecosystem protection.

***LIST OF AGENCIES AND ORGANIZATIONS TO WHOM COPIES OF GMP NEWSLETTERS WERE SENT***

The following agencies were included on the General Management Plan mailing list

and received copies of newsletters detailing steps taken in the planning process:

**Federal Government Agencies**

- Bureau of Indian Affairs:
  - Southern Paiute Field Station
  - Uinta Ouray Agency
- Bureau of Land Management:
  - Richfield District
  - Cedar City District
  - Henry Mountain Resource Area
  - San Juan Resource Area
  - Utah State Director
- Environmental Protection Agency, Branch Chief, Denver
- Federal Highway Administration
- National Park Service Areas:
  - Arches National Park
  - Bryce Canyon National Park
  - Canyonlands National Park
  - Cedar Breaks National Monument
  - Colorado National Monument
  - Denver Service Center:
    - Assistant to the Regional Director
    - Chief, Interpretation and Visitor Protection
    - Chief, Science and Resource
    - Chief, Land Resources
  - Glen Canyon National Recreation Area
  - Golden Spike National Historic Site
  - Grand Staircase-Escalante National Monument
  - Harper's Ferry Center
  - Natural Bridges National Monument
  - Timpanogos Cave National Monument
  - Utah State Coordinator
  - Washington Office
    - Chief, Policy, Planning and Resources
    - Chief, Mining and Minerals Branch

Chief, Planning and  
Evaluation  
Zion National Park  
National Weather Service  
NEPA Program Manager  
Regional Solicitor, U.S. Dept. of Interior  
U.S. Senator Orrin Hatch  
U.S. Senator Robert Bennett  
U.S. Representative William H. Orton  
U.S. Army Corps of Engineers  
U.S. Bureau of Mines, Salt Lake City  
Research Center  
U.S. Fish and Wildlife Service-State Field  
Supervisor  
U.S. Geological Survey  
U.S. Magistrate  
U.S. Public Health Service  
U.S. Soil Conservation Service  
U.S. Geologic Survey  
U.S. Forest Service:  
Dixie National Forest  
Fishlake National Forest  
Loa Ranger District  
Teasdale Ranger District  
Regional Forester, Odgen, UT

**Utah State Government Agencies**

Anasazi State Park  
Bureau of Environmental Service  
Division of Air Quality  
Division of Drinking Water  
Division of Parks and Recreation  
Division of Wildlife Resources  
Emery County Commission  
Egan S. Perry Fish Hatchery, Bicknell  
Garfield County Commission  
Grand County Commission  
Governor-State of Utah  
Governor's Council for People with  
Disabilities  
Kane County Commission  
Loa Fish Hatchery  
Paiute County Commission  
Public Service Commission  
San Juan County Commission

Sevier County Commission  
Utah Dept. of Transportation, Wayne  
County Unit, Regional Director-Southern  
Unit  
Utah Geologic Survey  
Utah State Historic Preservation Office  
Utah Dept. of Agriculture  
Utah Division of Indian Affairs  
Utah Division of Oil, Gas, and Mining  
Utah Division of Water Rights  
Utah Geological Survey  
Wayne County Commission

**Other organizations on the mailing list**

The Associated Press  
Albuquerque Journal  
Aquarius Motel and Restaurant  
Arizona Daily Sun  
Arizona State University-Dept. of  
Geography  
Aspen Achievement Academy  
Beaver Press  
Best Western Capitol Reef  
Big Water Times  
Boulder Homestead R.V. Park  
Box Elder News and Journal  
Brink's Burgers  
Burr Trail Café  
Brigham Young University, Dept. of  
History, Dept. of Range Science, Dept.  
of Botany  
KBYU-Brigham Young University  
Brigham Young University-The Daily  
Universe  
Café Diablo  
Capitol Reef Inn  
Central Utah Backcountry Horseman's  
Association  
Chuck Wagon General Store  
Circle D Motel and Restaurant  
Civil Air Patrol, Commander, Utah Wing  
College of Eastern Utah, Dept. of Biology  
Daily Sentinel  
Denver Post  
Deseret News

Emery County Progress  
 Ephraim Enterprise  
 Farmington Daily News  
 Fern's Place  
 FHA News Service, Inc.  
 Fish Lake Lodge  
 Garfield County Travel Council  
 Garfield County News  
 Gina's Place  
 Good Fruit  
 Griffin's Drive Inn  
 Gunnison Valley News  
 Hall's Store and R.V. Park  
 High Country News  
 Intermountain Catholic  
 KSL Broadcast House  
 KSL-TV  
 KTVX  
 KUED  
 KUTV  
 Lake Powell Chronicle  
 Luna Mesa Cantina  
 Merritt College  
 Millard County Gazette  
 Morgan County News  
 Navajo Times  
 Navajo-Hopi Observer  
 Northern Arizona University  
 Pace Ranches, Inc.  
 Padre Motel  
 Pleasant Creek Trail Rides  
 Poor Boy Motel  
 Pottery Knolls Motel  
 Provo High Field Class  
 Radio KCKK  
 Radio KVEL/KUIN  
 Radio KUER  
 Radio KBRE  
 Radio KDXU/KZEZ  
 Radio KISN-FM  
 Radio KHQN  
 Radio KJQN-FM  
 Radio KLCY  
 Radio KMTI/KMXU  
 Radio KNAK  
 Radio KOAL/KARB  
 Radio KONY  
 Radio KSFI  
 Radio KSOP  
 Radio KSUB/KSSD  
 Radio KSVC/KKWZ  
 Radio KUSU  
 Radio KUTA  
 Radio KMGR  
 Red Rock N' Llamas  
 Redrock Restaurant and Camp  
 Richfield Reaper  
 Rim Rock Resort Ranch  
 River Inn  
 Road Creek Inn and Restaurant  
 Salt Lake Tribune  
 San Juan College  
 San Juan Record  
 Sierra Club-California Coordinator for  
     Utah Wilderness  
 Sierra Club Newsletter  
 Sleepy Hollow Campground  
 Southern Utah State University, Dept. of  
     History, Dept. of Biology  
 Southern Utah News  
 Southern Utah Thunderbird  
 Spanish Fork Press  
 Sportsman's Inn  
 Springville Herald  
 Standard Examiner  
 Sun glow Cafe  
 Southern Utah Wilderness Alliance  
     Newsletter  
 The Daily Herald  
 The Herald Journal  
 The Sun Advocate  
 The Times Independent  
 The Times News  
 Thousand Lakes R.V. Park  
 Triple S R.V. Park  
 Uintah Basin Standard  
 University of Utah, Dept. of Outdoor  
     Recreation, Dept. of Biology, Dept. of  
     Archeology  
 Daily Utah Chronicle, University of Utah

Utah State University, Dept. of  
Archeology, Dept. of Biology, Dept. of  
Geology, Dept. of Outdoor Recreation,  
Dept. of Range Science  
Utah State University, Extension Fruit  
Specialist  
Utah Arts Council  
Utah County Journal  
Utah Farm Bureau News  
The Utah Statesman, Utah State University  
Utah Travel Council  
Ute Bulletin  
Vernal Express  
Wanda's Drive Inn  
Wayne Wonderland Motel  
Weber State Signpost  
Westcourt Village  
Westminster College Forum  
Wonderland Inn

**In addition, 883 individuals were  
included on the mailing list.**

## **PUBLIC REVIEW OF THE DRAFT GMP/EIS/DCP COMMENTS AND RESPONSES**

This section includes a summary of comments received through letters, briefing sessions, and public hearings following the release of the draft plan on May 1, 1998. All oral and written comments were considered by the National Park Service according to the requirements of 40 CFR 1503.

A notice of availability was published in the Federal Register on April 27, 1998, for the Capitol Reef National Park Draft General Management Plan/Environmental Impact Statement/Development Concept Plan (Vol. 63, #80). Approximately 250 copies of the draft were distributed to government agencies, public interest groups, and individuals. Written comments were accepted through July 1, 1998.

### ***PUBLIC WORKSHOPS***

Two public workshops were held. Seven people attended the first meeting, held at the Jewish Community Center in Salt Lake City, UT on June 3, 1998, and twenty-one attended the meeting at the Loa Civic Center in Loa, UT on June 4, 1998. Notice of the public hearings was sent to all major media sources in the area, as well as to all 1,100 individuals and organizations on the General Management Plan mailing list.

The purpose of the public workshops was to receive oral and written testimony on the draft plan. The workshops were coordinated and facilitated by SWCA, Inc., an environmental consulting firm contracted by the National Park Service. The workshop format included a brief

introduction to the planning process and key elements of the plan. Attendees were then encouraged to ask questions of park staff at stations covering different topic areas, and forms were provided for participants to record their comments.

### ***BRIEFING SESSIONS***

The Park Superintendent and staff also conducted briefing sessions for staff representing the following government organizations:

*April 6, 1998*

Governor's Office of Planning and Budget-  
State of Utah

*April 7, 1998*

Representative Chris Cannon

*May 12, 1998*

Natural Resource Coordinating Council-  
State of Utah

*June 3, 1998*

Senator Orrin Hatch, Senator Bob Bennett,  
Representative Jim Hansen, Representative  
Merrill Cook

### ***CONSULTATION WITH AMERICAN INDIAN TRIBES***

The following American Indian tribes were included on the Capitol Reef National Park mailing list and received copies of general management plan newsletters:

- Chairman of the Hopi Tribe
- Indian Peaks Paiute
- Kanosh Paiute Band
- Koosharem Paiute Band
- Las Vegas Paiute Tribe

- Moapa Band of Paiute
- Navajo Nation
- Paiute Indians of Utah
- San Juan Southern Paiute Tribe
- Shivwitz Paiute Band
- Uinta and Ouray Ute Tribe
- Ute Mountain Ute Tribe
- Governor of the Zuni Pueblo

In August 1996, representatives of the Navajo Nation, Hopi Tribe, and Southern Paiute Tribe of Utah attended a Long Range Planning Workshop at Capitol Reef, at which time they raised issues for inclusion in the Long Range Plan.

In September 1996, Superintendent Chuck Lundy and Archeologist Lee Kreutzer met with cultural department representatives from the Hopi Tribe and Navajo Nation to explain the general management planning process and elicit comment on the upcoming plan.

Copies of Capitol Reef's draft Environmental Impact Statement/ General Management Plan were sent to:

- Hopi Tribe
- Hopi Cultural Preservation Office
- Navajo Nation
- Navajo Nation Historic Preservation Office
- Paiute Indian Tribe of Utah
- Kaibab Paiute Band
- Uinta Ute Tribe
- Ute Mountain Ute Tribe

Because of their history of active participation in Capitol Reef management and planning issues, the Hopi Tribe, Navajo Nation, Paiute Tribe of Utah, Kaibab Paiute Tribe, and Uintah-Ouray Ute Tribe received follow-up telephone calls inviting them to consult in person on the

draft GMP. All declined except the Hopi Tribe and Navajo Nation.

A planned meeting of park staff and the Navajo Nation Historic Preservation Department was canceled by that department due to scheduling conflict. At that time, the Historic Preservation Department was also encouraged to consult by telephone or to fax comments to Capitol Reef.

Park staff met with a representative of the Hopi Cultural Preservation Office in Kykotsmovi, AZ on June 18, 1998. Capitol Reef's resources were described, GMP alternatives were summarized, and maps and comment forms were provided. The representative was asked to review the information with Hopi cultural staff and submit comments by July 1.

No comments regarding the GMP were submitted to the park by the Hopi Tribe nor any of the Ute or Paiute tribes. A letter from the Navajo Nation was received on August 3, 1998. It was received too late to be included by our contractor in the tables which summarize public comments. Their letter is attached to the end of all the other comment letters and park responses to their comments are included in the NPS response section.

***LIST OF AGENCIES AND ORGANIZATIONS TO WHOM COPIES OF THE DRAFT GMP/EIS/DCP WERE SENT***

**Federal Agencies**

Advisory Council on Historic Preservation

Bureau of Land Management  
Grand Staircase-Escalante National Monument  
Henry Mountain Resource Area  
Richfield Field Office  
Denver Service Center  
    Air Resources Division-Erik Hauge  
    Jody Morrison  
Environmental Protection Agency, Denver, CO  
Moab Information Center, Moab, UT  
National Park Service  
    Bryce Canyon National Park  
    Southeast Utah Group  
    Utah State Coordinator, Salt Lake City  
    Zion National Park  
    Glen Canyon National Recreation Area  
    Intermountain Regional Office  
U.S. Fish and Wildlife Service  
    Regional Office, Portland, OR  
    Salt Lake City Office  
U.S. Forest Service  
    Dixie National Forest  
    Fishlike National Forest

**Utah Congressional Delegation**

Senator Orrin Hatch  
Senator Bob Bennett  
Representative Chris Cannon  
Representative Merrill Cook  
Representative James Hansen

**Utah State Government Agencies**

Anasazi State Park  
Governor of Utah  
Utah Natural Resources Coordinating Council  
Utah Department of Natural Resources  
Utah Heritage Foundation  
Utah State Historic Preservation Officer  
Utah Division of Wildlife Resources

**County and Local Governments**

Emery County Commission  
Garfield County Commission  
Wayne County Commission  
Sevier County Commission

**Other Organizations and Businesses**

Arizona State University-Dept. of  
Geography  
Capitol Reef Natural History Association  
College of Eastern Utah-Life Science Dept.  
The Conservation Fund  
Entrada Institute-Friends of Capitol Reef  
National Parks and Conservation  
Association  
President-Utah Valley State College

Sierra Club  
Southern Utah Wilderness Alliance  
Wayne County Travel Council

**Local Libraries**

Brigham Young University Library  
Salt Lake City Public Library-Main Branch  
Southern Utah University Library  
University of Utah Library  
Utah Valley State University Library

**Newspapers**

Salt Lake Tribune

**In addition, 180 copies were mailed to other individuals and organizations that requested copies.**

## **WRITTEN COMMENTS**

This section contains copies of all the written comments received by the park regarding the draft EIS/GMP/DCP. [Tables 17](#) and [18](#) list all letters received from agencies/organizations and from individuals along with the specific issues and concerns raised in each letter. Copies of all the letters are included and begin on page 183. All substantive comments are identified on the letters with a line and a number(s) in the right margin. The number in the margin

corresponds to the park's responses which are consolidated into a section of the document that begins on [page 291](#).

The National Park Service has addressed all substantive comments. Some comments called for clarification of information in the draft plan; others required text modifications, which have been made in the final plan, and are identified in the responses. No responses are provided to comments that only expressed opinions and did not identify needed text clarifications, correction, or modification.

**Table 17**

**AGENCIES AND NON-GOVERNMENTAL ORGANIZATIONS PROVIDING WRITTEN COMMUNICATION AND THE ISSUES THEY RAISED**

Agency/NGO Comments	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45								
B. Barber, RDCC																																																					
C. Cody, EPA	x						x		x							x					x										x																				x		
H. Edwards, BCH											x	x					x																x						x														
M.O. Ellett, CRNHA		x	x		x			x			x	x	x	x			x	x			x						x	x				x	x	x																			
B. Bremner, G Co	x	x	x		x		x				x	x			x	x		x		x	x	x	x	x	x	x	x	x		x							x	x															
J. Harris, UVSC							x		x								x				x																																
R. Harris, FWS																x	x	x																																			
E. Hauge, NPS ARD																	x																																				
D. Henderson, BLM							x		x								x	x																																			
R. Huck, UTMA	x																x																																				
K.R. Huffaker, UHF							x										x																																				
B. Kartchner, BCH							x	x			x	x					x																																				
C. E. Maxfield, BCH												x	x	x																																							
D. Pendleton, BCH							x				x	x					x																																				
M. Peterson, NPCA	x					x				x	x						x	x																																			
K. Pyke, AF											x																																										
C. Sparks, BCH												x	x																																								

1 Air, Light and Noise Pollution	10 Equestrian Access	19 Interagency Visitor Center	28 Rock Climbing	37 Trails
2 Archeology	11 Equestrian Facilities	20 Interpretive Facilities	29 Scenic Drive	38 Transportation Alternatives
3 Bicycles	12 Facility Development, Use, and Expansion	21 Land Resource Protection	30 Sensitive Species Protection	39 Utility Lines
4 Building Use and Removal	13 Fee Stations	22 Park Boundaries	31 Signage	40 VERP
5 Burr Trail Road (support development)	14 Fruita	23 Parking Lot Location and Expansion	32 Sleeping Rainbow Ranch	41 Visitor Access and Experience
6 Burr Trail Road (against development)	15 Geological Issues	24 Park Management Zones/Wilderness	33 Staffing and Ranger Patrols	42 Visitor Center Expansion
7 Campgrounds	16 GMP Clarity and Fairness	25 Road and Utility Corridors	34 Support Alternative A	43 Visitor Numbers and Impact
8 Concessions	17 Grazing Management	26 Road Development and Improvement	35 Support Alternative B	44 Visitor Safety
9 Cooperation with Other Organizations	18 Historical Buildings	27 Road Removal	36 Support Alternative C & D	45 Water Quality



**LETTERS RECEIVED DURING PUBLIC COMMENT PERIOD**



# State of Utah

GOVERNOR'S OFFICE OF PLANNING AND BUDGET  
Resource Development Coordinating Committee



Michael O. Leavitt  
Governor

Brad T. Barber  
State Planning Coordinator

James L. Dykmann  
Committee Chairman

John A. Harja  
Executive Director

116 State Capitol Building  
Salt Lake City, Utah 84114  
(801) 538-1027  
Fax: (801) 538-1547

June 26, 1998

Superintendent  
Capitol Reef National Park  
HC 70 Box 15  
Torrey, Utah 84775

SUBJECT: General Management Plan, DEIS  
State Identification Number: UT980428-040

Dear Superintendent:

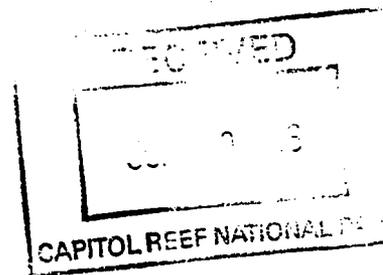
The Resource Development Coordinating Committee (RDCC), representing the State of Utah, has reviewed this proposal and has no comments at this time.

The Committee appreciates the opportunity to review this proposal. Please direct any other written questions regarding this correspondence to the Utah State Clearinghouse at the above address or call Carolyn Wright at (801) 538-1535 or John Harja at (801) 538-1559.

Sincerely,

for Brad T. Barber  
State Planning Coordinator

BTB/ar





**UNITED STATES ENVIRONMENTAL PROTECTION AGENCY**

**REGION VIII**

**999 18th STREET - SUITE 500**

**DENVER, COLORADO 80202-2468**

July 6, 1998

Mr. Chuck Lundy, Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, Utah 84775

**VIA FAX AND MAIL**

**Subject: U.S. Environmental Protection Agency (EPA) National Environmental Policy Act (NEPA) Comments On The National Park Service (NPS) Draft Environmental Impact Statement (DEIS) For The Capitol Reef National Park General Management Plan (GMP)**

Dear Mr. Lundy:

EPA appreciates the opportunity to submit its comments on the above referenced project and also appreciates the NPS extending EPA's comment deadline to the 6th of July. Section 309 of the Clean Air Act (CAA) directs EPA to review and publicly comment on environmental impacts of a major Federal action. In addition, EPA is directed to determine whether environmental impacts associated with the action are unsatisfactory from the standpoint of public health or welfare or environmental quality.

EPA's rating of this DEIS is EC-2. This rating consists of two components. The EC represents EPA's rating of the environmental impact of the proposed action. EC means that the review has identified environmental impacts that should be avoided in order to fully protect the environment. Corrective measures may require changes to the preferred alternative or application of mitigation measures that can reduce the environmental impact. The "2" component of the rating addresses the adequacy of the impact statement. The "2" specifically indicates that the DEIS does not contain sufficient information for EPA to fully assess environmental impacts that should be avoided in order to fully protect the environment, or the reviewer has identified new reasonable available alternatives that are within the spectrum of alternatives analyzed in the DEIS, which could reduce environmental impacts of the action. The identified additional information, data, analyses, or discussion should be included in the final EIS.

The following are EPA comments and questions on the DEIS:

1. EPA suggests that the Park create a section in the GMP for which environmental thresholds for the Park are identified. Examples of the kind of thresholds EPA is referring to are water quality standards that apply to Park affected water bodies, airshed visibility standards and other applicable environmental standards. Identification of these standards can help the Park to incorporate these standards in its plans for management and greatly facilitates future NEPA processes when tiering off of the GMP. 1
  
2. The GMP also mentions establishment of baseline information in the area of natural resources. EPA agrees with the Park that this kind of information is important for the Park to properly protect and preserve the resource. Has the Park considered having a water resource management report done? 2



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This certainly would be a great way to lay out a plan for obtaining an understanding of water resource needs and priorities for the Park. This plan would also identify sensitive water resources such as rock-face seeps, springs, isolated wetlands and other rare water bodies and their associated aquatic ecosystems. As Park staff are probably aware, Dave Vana-Miller is a good contact for this issue and is located in the Washington Area Service Office in Denver.

2

Additionally, the State of Utah is conducting a survey of the Fremont River Basin to determine the level of impairment of water bodies contained therein. The Clean Water Act requires states to submit a list of impaired water bodies to EPA and Utah has submitted a list which includes water bodies that may be impacted by Park activities. Enclosed is a copy of the list of streams and river water bodies identified as needing TMDLs.

The TMDL (please see EPA web site for more information on TMDLs: <http://www.epa.gov/owow>) process identifies the maximum load of a pollutant (e.g., sediment, nutrient) a water body can assimilate and fully support its designated uses; allocates portions of the maximum load to all sources; identifies the necessary controls that may be implemented voluntarily or through regulatory means; and includes a margin of safety.

3

EPA suggests that the Park coordinate closely with the State, if it is not already doing so, to assess water quality and develop TMDLs where appropriate. The contact person for this is Mike Reichert, Utah Department of Environmental Quality, Division of Water Quality, PO Box 144870, 288 North 1460 West, Salt Lake City, Utah 84114-4870. He can be contacted at (801) 538-6146. Regulatory information on TMDLs may be found in section 303(d) of the Clean Water Act. Other Clean Water Act obligations that the Park should be aware of are found in Sections 313 and 319:

**SECTION 313** - Requires Federal Agencies engaged in any activity resulting, or which may result, in the discharge or runoff of pollutants to comply with all Federal, State and local water pollution control requirements, whether substantive or procedural.

**SECTION 319** - Authorizes the States to prepare State Nonpoint Source Pollution Assessment Reports and develop State Nonpoint Source Pollution Management Programs. This section also requires that Federal programs that could have an effect on the purposes and objectives of the State's nonpoint source pollution management program be consistent with it.

The Park needs to discuss these Clean Water Act programs in its GMP, so that it can have a comprehensive approach to planning for park operations that take into account these environmental concerns. Please feel free to contact EPA to discuss any questions the Park may have about any of these programs.

4

3. The Park should make an in-park air monitoring station a priority. If it is the Park staff's perception that air quality for the Park is high, this is the time to begin monitoring, so that a good baseline can be established. As Park staff are probably aware, John Notar is a good contact for this issue and is located in the Washington Area Service Office in Denver.
4. The Park may also want to include information on FLAG (Federal Land Managers' Air Quality Related Values Workgroup) in its environmental thresholds section. John Notar is also a good contact to gain information on this group and its work.
5. Are Park officials aware of oil and gas development in areas surrounding the Park? If there is

5

6



significant development, the Park should discuss this activity and its potential impacts on Park natural resources. Although outside the boundaries of the Park, these or other activities would come under the concept of cumulative impacts as described in the NEPA regulations.

6

6. The GMP discusses exotic plants vegetative impacts from grazing. The Park mentions potential programs focused on controlling exotics. The plan should discuss what these plans might be and how they might effect Park resources, e.g. water quality -- if herbicides were used.
7. The GMP discusses implementation of a monitoring program. Will this program monitor water quality trends including chemical, biological and physical characteristics? This should be discussed in the GMP.
8. The GMP also discusses grazing within the Park. While it may be necessary to allow those with grazing privileges to continue, the Park can implement management practices that could alleviate associated problems. EPA spoke with members of Park staff and it was indicated that there are existing problems with over-grazing. EPA expects that the Park may have access to grazing practice references and U.S. Bureau of Land Management expertise, however, if EPA can provide assistance in providing information on this subject, please feel free to contact us. Over-grazing can lead to water quality problems also.
- 9.

7

Again, EPA appreciates the opportunity to comment on this DEIS. Please contact Jim Berkley at (303) 312-7102 if you need any clarification on any of our comments.

Sincerely,



Cynthia Cody, Chief  
NEPA Unit  
Ecosystems Protection Program

enclosure

cc: Toney Ott, EPA  
Jim Berkley, EPA  
David Vana-Miller, NPS  
John Notar, NPS



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# BACK COUNTRY HORSEMEN OF UTAH

P.O. Box 13195 Ogden, Utah 84412-3195

June 25, 1998

Charles V. Lundy, Superintendent  
Capitol Reef National Park  
H.C. 70 Box 15  
Torrey, Utah 84775

Dear Mr. Lundy:

Following a review of the Compendium dated April 6, 1998 and a comparison of the four management alternatives which were developed in connection with the Draft Environmental Impact Statement for Capitol Reef National Park I get the impression that the future of recreation stock use in the Park is tenuous at best. The following comments and recommendations should help explain my concern for this important segment of recreation use and enjoyment of the Park:

1. On page 3 of the Compendium a total of 28 trails are listed as being off limits to horses and pack animals yet no where do I find a list of trails that are open for recreation stock use. 8
2. On page 9 of the Compendium it is stated that camping with horses or pack animals (other than at the Equestrian Staging Area at the Post) is prohibited within 1/2 mile from established roads or trailheads. Camping is also prohibited within sight of established roads or trails, or within sight and sound of other campers. Under Alternative "C" it is proposed to add a small horse campsite at Pleasant Creek, however since this is not the preferred alternative I assume that the Park would prefer not to develop this site. If this is true then the only campsite accessible by road that would be open for use by equestrians would be at the Post. In section 2.16 of the Compendium it is also stated that "parties camping with horses or pack animals must camp in a new location each night". If this also pertains to the Post then there is apparently no place in the Park where people wishing to camp with horses more than one day are welcome. In my estimation such restrictions seem completely unreasonable. 9
3. Under Alternative "A" it states that impacts of recreation stock use will be

monitored with a VERP (Visitor Experience Response Process).

Since recreation stock users are one of the minority user groups, many of the visitor responses will therefore very likely be from visitors who have no appreciation for or understanding of pack and saddle stock use. This will mean that many of their comments may be of a negative nature. I would suggest that the future of recreation stock use in Capitol Reef National Park should be based on their performance and factual data rather than on some ones biased view point.

10

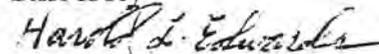
4. If a reasonable amount of recreation stock use is going to be permitted to continue within the Park some additional facilities such as roadside turnouts for parking of horse trailers and other recreational vehicles should be considered. Development of some equestrian trailheads at the Sleeping Rainbow Ranch, on the Notom Bench, and at Pleasant Creek should be a part of the overall development plan.

11

From an historical standpoint pack and saddle stock use in this area was a part of the local heritage of this part of Utah long before the establishment of Capitol Reef National Park. With proper management and reasonable supervision there should be no reason why this long standing use should not be allowed to continue. Part of the attraction and nostalgia of much of our western public lands has always included horses and horsemen and they should continue to be a part of the total visitor experience in OUR National Parks.

12

Sincerely



Harold L. Edwards

Member BCHU

cc:Robert Nielson

CAPITOL REEF NATIONAL PARK  
GENERAL MANAGEMENT PLAN

COMMENT SHEET

Please provide comments below. Completed comment sheets can be turned in at the sign up table at public meeting or mailed to: Superintendent, Capitol Reef National Park, HC 70, Box 15, Torrey, UT 84775.

I agree with most of the concepts included in alternative A (Preferred Alternative), Retention of Campgrounds, the expansion of the Fruita Trail system, trail maintenance, accommodation for bicycling, Retention of Amphitheater, increased interpretive services, Expansion of Visitors Center, In the Natural Resources Management area, I agree with species monitoring and inventories within reason. I disagree with the concept that the Park tries to monitor Natural Resources beyond its own boundaries, I would like to see grazing continue in the Park, this is part of the historical heritage we are trying to protect. Cultural Resources Management. Protect archaeological sites, Continue Grazing Orchard Plan developed and continued. I would like to see Spring Cottage & Bunker House retained, Gifford House retained & maintained and the Holt House restored to its original structure. Park Operations: I would like to see the expansion of a visitors Center with specifically developed exhibit sites to house the Pectoral Collection. Relocation of Park Housing and some maintenance facilities ~~off~~ outside of Park boundaries. I am in favor of an entrance fee, ~~for~~ concession services, and sleeping Rainbow development. Range Patrols should be left up to Rangers. Road & Parking Issues I favor no road closure. I would like to see improved roads especially in the Scenic drive with bicycle paths. Increased parking. Utilities. Bury all utilities. ~~Remove~~ which are new. existing utilities on main corridors. I would like to see Burtrail paved, I am in favor of the 1982 GMP Pleasant Creek Horse Camp Plan using VERT protocol.

Name Mary O. Ellett

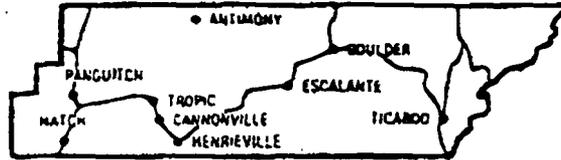
Organization (optional) Capitol Reef Natural History Association

Address PO Box 8

City/State/Zip Loa. UT 84747

# GARFIELD COUNTY

County Commissioners  
 Louise Liston  
 D. Malby Dodds  
 Clare M. Ramsay  
 Camille A. Moore,  
 Clerk/Auditor



55 South Main Street, P.O. Box 77 • Panguitch, Utah 84759  
 Ph. 801-676-8826 • Fax 801-676-8239

Tom Simkins, Assessor  
 Judy Henrie, Treasurer  
 Than Cooper, Sheriff  
 Wallace A. Lee, Attorney  
 A. Les Barker, Recorder  
 John W. Yardley,  
 Justice Court Judge

June 30, 1998

Post-it® Fax Note	7671	Date 6/30/98	# of pages ▶
To	Whitney Kreiling	From	Brian Bremner
Co./Dept.		Co.	
Phone #	825-3791	Phone #	676-1119
Fax #	425-3026	Fax #	676-8239

Mr. Chuck Lundy, Superintendent  
 Capitol Reef National Park  
 HC-70, Box 15  
 Torrey, UT 84775

Dear Chuck:

Enclosed are Garfield County's comments associated with the draft General Management Plan. We appreciate the opportunity to comment.

Unfortunately, the draft plan reflects a lack of objectivity and, rather than constructively addressing alternatives/problems, appears to create conflict with legitimate public interests represented by other governing entities.

If you have any questions, please feel free to contact me at (435) 676-1119.

Sincerely,

Brian B. Bremner, P.E.  
 Garfield County Engineer

BBB:njw  
 a:\lundy\pp.698

enc.

**Comment 1 – Title Page:**

As stated on the title page, the park fails to recognize the restriction in its purpose of being subject to valid and existing rights-of-way.

13

**General Comment:**

The plan was written without input from Garfield County regarding roads, paths, ways, and trails under County jurisdiction; and decisions regarding those valid rights are without jurisdiction or enforcement capabilities.

13

**General Comment:**

The plan was written without input from Garfield County regarding solid waste collection and disposal activities. State law authorizes the County to control those activities.

14

**General Comment:**

The plan is not consistent with local government management plans, including solid waste management plan, County general plans, and transportation plans.

15

**Comment 2 – p. ii, ¶1:**

The plan identifies that visitation has increased 127% since 1982, but fails to recognize or take into account legitimate local government requirements, including solid waste, emergency services, law enforcement, and road maintenance/improvement.

16

**Comment 3 – p. ii (Proposed Action and Alternatives – Alternative A):**

The plan fails to recognize valid and existing rights controlled by local governments in the area. The plan also fails to discuss fugitive dust impacts and erosion impacts from roads, paths, ways, and trails.

13

**Comment 4 – p. iii (Alternative B, ¶4):**

The plan fails to acknowledge valid and existing rights to roads, paths, ways, and trails not under Park Service jurisdiction or usurp authority not granted to the park by the Organic Act or the enabling legislation.

13

**Comment 5 – p. iii (Alternative B, ¶9):**

This paragraph speculates on maintenance activities that may be outside of Park Service jurisdiction.

13

**General Comment:**

Alternative B fails to provide for enjoyment of the park for future generations.

17

**Comment 6 – p. v (Alternative C):**

This alternative of the plan fails to identify the valid and existing rights that were identified in the previous plan and proposals by owners of those rights.

13

**Comment 7 – p. vi (Alternative D, ¶3):**

The plan speculates regarding accessibility to roads, paths, ways, and trails which may be controlled by entities other than the National Park Service.

13

**Comment 8 – p. 1, ¶1:**

The plan fails to identify land controlled, managed, or administered by local governmental entities.

13

**Comment 9 – Map 1:**

The map fails to identify major roads which access the area, including the Bullfrog Basin Recreation Area Road, the Burr Trail Road, and the Notom Road.

**Comment 10 – Map 2:**

The map fails to provide any key, giving the impression that many of the roads are only trails. It also fails to include other roads, paths, ways, and trails that are accesses into Capitol Reef National Park.

18

**Comment 11 – Map 3:**

The map fails to include roads, paths, ways, and trails that currently exist in the park, including Grand Gulch Road, Rainy Day Mine Road, and others.

**Comment 12 – Map 3:**

The map identifies a Garfield County/State section with disputed ownership. This statement does not accurately reflect the legal status of the land. Record title is held in Garfield County. Ownership is not disputed between the State of Utah and Garfield County. Questions which were raised in litigation in state court have not affected title to the land.

19

**Comment 13 – p. 8, ¶2:**

The plan fails to recognize those other public sectors that have vocally supported development of the back country area in the park, especially the Burr Trail area. Equal attention should be given to both sides, rather than a predisposed, subjective view.

20

**Comment 14 – p. 9, ¶2, •1:**

There is no documented evidence that implementation of the 1982 General Management Plan would alter solitude in remote and wilderness areas of the park. In fact, the 1982 plan did little to change the remote wilderness areas of the park.

21

**Comment 15 – pp. 10-13 (Visitation Trends):**

These trends indicate support for development identified in the 1982 General Management Plan; the preferred alternative is contrary to current visitation trends in the park.

22

**Comment 16 – p. 13 (County Economic Trends, ¶4):**

This paragraph also supports development of back country areas in order to accommodate the booming service industry largely based on tourism.

23

**General Comment – Road Infrastructure:**

The plan fails to acknowledge and properly address the need for safety in the road infrastructure analysis.

24

**Comment 17 – p. 14 (Road Infrastructure, ¶6):**

Garfield County currently has plans to complete paving of the Notom Road from the Wayne County line to the intersection of the Burr Trail Road. That should be included in the plan. It is anticipated that work will be completed within the life of the plan.

25

**Comment 18 – p. 15, first full paragraph (Road Infrastructure):**

The Burr Trail Road also passes through private and state lands. It should also be indicated that County road crews have hard-surfaced 47 miles of the 66-mile route and intend to complete the hard-surfacing of the entire route during the life of this plan.

**General Comment – Road Infrastructure:**

This section fails to mention that the National Park Service is currently in litigation regarding road-related issues with local governments. The outcome of the case will have a significant impact on the management plan activities associated with roads, paths, ways, and trails; and therefore, the previous plans should be continued until the courts have ruled in the matter.

26

**Comment 19 – p. 15, second full paragraph (Road Infrastructure):**

In addition to increasing the need for emergency maintenance and visitor protection services, flooding and danger of rock falls also require increased road maintenance. It seems logical that it would be to the benefit of the traveling public to improve the roads so that such conditions were

25

minimized, particularly where such activities are generally funded by local governments rather than the Park Service.

**Comment 20 – p. 15 (Adjacent Land Use):**

Also included in this section should be a description of pre-existing rights owned by Garfield and Wayne Counties which also may conflict with the mission of Capitol Reef National Park. Land use plans, road maintenance activities, solid waste management plans and ordinances, and other locally controlled functions should be included in this section. If the park's mission is in conflict with valid, existing rights, the mission is improper

27

**Comment 21 – p. 17 (Background and Legislative History):**

The plan misstates congressional directives. By its selective emphasis, the plan creates an imbalanced basis for all actions. Capitol Reef's authority is subject to valid existing rights..

13

**Comment 22 – p. 17 (Background and Legislative History):**

National park units should consider and coordinate with local management plans. This plan indicates a complete lack of effort to do so, rendering it inadequate. Furthermore, Capitol Reef is required to honor local ordinances; this plan fails to do so.

28

**Comment 23 – p. 19, first paragraph:**

Although "largely undisturbed" by signs of human activity, several areas of the water pocket fold have been significantly impacted by human activity.

29

**Comment 24 – p. 22 (Mission Goal, 3B):**

Capitol Reef has recently taken an aggressive and adversarial posture, abandoning its history of working cooperatively with Garfield County. This posture is inconsistent with its mission to create support from other agencies.

30

**Comment 25 – p. 22 (Mission Goal, 3C):**

Federal Highway Administration funds for development of roads within Capitol Reef National Park should be included in the grant and partnership programs. At least three roads are eligible for this funding within Capitol Reef National Park.

31

**Comment 26 – p. 23 (Other Issues and Factors Affecting the Plan):**

This section fails to mention current litigation that is ongoing that will have a significant impact on the plan, development of transportation network and maintenance activities within the park.

26

**Comment 27 – p. 25, first full paragraph:**

This paragraph attempts to usurp authority from local governments for maintaining their roads, and it gives the impression that the Park Service has authority to mandate activities within those roads. At best this is a one-sided view of cases that are currently before the court; Capitol Reef does not have the authority to attempt to eviscerate or interfere with valid existing rights while the court action is pending.

13

**Comment 28 – Map 5 (General Land Use Management Zones):**

This map fails to recognize road corridors that are controlled by agencies other than Capitol Reef National Park and Section 16, Township 34 South, Range 8 East. It is questionable whether the Park Service can enforce these zoning designations within valid and existing rights. Areas along existing roads should be at a minimum threshold zones as is shown along the state highway. This is particularly true where main roads through the park have been designated as major collectors by the Federal Highway Administration and are targeted for improvement and paving by highway authorities.

13

25

**Comment 29 – Map 5 (Road Corridors):**

Several of the designations along these roads, paths, ways, and trails are inaccurate. It should also be noted that these are paths of 1998 and not full development through the life of this plan. It has been previously mentioned that highway authorities in the areas have plans to improve and pave several roads within Capitol Reef National Park, and that should be considered as part of the plan.

25

**Comment 30 – p. 28 (Access to Primitive Zones):**

As the map is currently drawn, these statements are inaccurate. Access is available through well maintained roads.

32

**Comment 31 – p. 29 (Maintenance for Primitive Zone):**

For those valid and existing rights controlled by other entities within the primitive zone, these maintenance activities may not be applicable.

25

**Comment 32 – p. 29 (Access to a Semi-Primitive Zone):**

This paragraph is in conflict with the Utah State law that requires that several of the roads accessing some of the primitive areas be maintained in such a condition that they are usable by normal, two-wheel drive vehicles. The high clearance designation is contrary to State law.

13

**Comment 33 – p. 30 (Maintenance for Semi-Primitive Zone):**

This paragraph is subject to current litigation, and significant changes may occur through rulings of the court. Designations of this type should be withheld until the court actually makes a ruling regarding maintenance of valid and existing rights.

26

**Comment 34 – p. 32 (Maintenance for Threshold Zone):**

Based on this document, it appears that State Route 24 is located within a threshold zone, but yet maintenance precludes use of power tools and heavy equipment to maintain the road unless the Park Superintendent determines that such are necessary to respond to life-threatening emergencies. This is totally inappropriate for maintenance of a state highway and usurps authority not granted to the park in either the enabling legislation or the Organic Act.

33

**General Comment:**

There is some confusion regarding how the road corridor zones and the other land use zones apply to one another. No widths are given of existing and valid rights-of-way. No widths are determined for existing disturbance. It is questionable whether the Park Service is in a position to make such determinations, particularly where those issues are currently before the courts. Failure to recognize the full scope of valid existing rights for road corridors and other zones will only lead to additional unnecessary conflict. They should be included in this plan.

34

**Comment 35 – p. 35 (Road Corridor Zones):**

This entire section of the General Management Plan is in conflict with existing law and longstanding maintenance activities. It is based on an incorrect assumption that road development and maintenance activities are under the control of the National Park Service. Currently there is significant litigation regarding that issue. This section will be greatly subject to rulings of the court in that matter. In addition, the plan does not address all primary, secondary, and four wheel drive vehicular routes identified in Garfield County's notice of intent file quiet title.

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**General Comment:**

The plan makes it impossible to tell whether road, zone, and development conditions are current conditions or future full development conditions as authorized by the plan. To the extent that these conditions for the roads attempt to limit valid activities within existing rights-of-way, the park has gone beyond any authority it has. The Plan should be written with sufficient flexibility that it will not be discounted if the court rules in favor of local government.

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**General Comment – pp. 35-39:**

Numerous statements within these pages are inaccurate, including (1) classifications of roads which are contrary to State, local and Federal Highway Administration classifications, (2) use of engineering terms which have not been defined and which are inconsistent with normal practices along the roads, (3) assumption of authority to the Park Service or regulation of certain activities within the roads and roadways, and (4) failure to recognize valid and existing rights associated with the roads.

35

**Comment 36 – p. 41, first paragraph:**

In discussing visitor experience, the plan indicates that routes within the primitive and semi-primitive zones would receive minimal maintenance. Maintenance for roads, paths, ways, and trails may not be under Park Service jurisdiction; and, therefore, this assumption may not be valid.

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**Comment 37 - p. 42 (Natural Resources Management, ¶2):**

The park has no control over certain agencies associated with night sky vistas, natural quiet, and other activities. In addition this paragraph indicates that air quality would be preserved, but yet the plan seems to fail to address pavement of main roads in the area which create a significant amount of fugitive dust. Recognizing the highway authorities' valid rights could solve the apparent conflict.

36

**Comment 38 - p. 43 (Cultural Resource Management, ¶3):**

A significant amount of archaeological work has been performed along the Burr Trail Road. Knowledge of the sites is becoming increasingly common. However, closure of the road would be impossible. The Park Service has been encouraged to set up interpretive centers and activities which will allow for the enjoyment of the cultural resources while yet preserving them. This plan seems to avoid that issue.

37

**Comment 39 - p. 44, ¶7:**

This paragraph indicates that proposed actions would be undertaken in consultation with appropriate Indian tribes and religious community leaders; however, it fails to mention other entities, groups, and citizens which have a dramatic interest or right to certain resources within the park. All entities with such rights should be included.

38

**Comment 40 - p. 46, ¶7:**

In discussions of park entrance fee stations, consideration should be given to placement of those stations. Access to the park is generally controlled by the State of Utah, Garfield County, or Wayne County. Coordination would need to be developed and permission granted prior to placement of fee stations within facilities controlled by those agencies.

39

**Comment 41 - p. 47, ¶2:**

The plan is unclear whether it is the intention of the park to prohibit bikes from continuing to use County roads and State highways and whether the park assumes it has jurisdiction over that activity. The plan should make it clear that the park does not intend to prohibit bikes on County and State roads.

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**Comment 42 - p. 47, ¶3:**

Many of the roads, paths, ways, and trails predate expansion of Capitol Reef National Park. As such they may be considered valid and existing rights. This paragraph may not be accurate, considering that other entities may have jurisdiction over the roads, paths, ways, and trails.

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**Comment 43 – p. 47, ¶4:**

The plan has repeatedly indicated an increased back country use and a need for a greater NPS's staff presence. Along with those activities comes a need for solid waste collection and disposal and proper treatment of human wastes. This plan should consider facilities, particularly in the south district, to accommodate such activities.

41

**Comment 44 – p. 48 (Roads, ¶1&2):**

The park does not have the authority to develop maintenance plans for County roads.

The plan indicates that the Park Service will work the Utah Department of Transportation and develop a Memorandum of Understanding for addressing road management and maintenance issues. However, the plan fails to indicate similar efforts for Garfield and Wayne Counties. Is the plan attempting to exclude Garfield and Wayne Counties from cooperative efforts or does the plan intend to pursue similar activities with the Counties? In either case, the park should state its intended course of action.

42

**General Comment – p. 48 (Alternative B, Naturalize and Restore)**

Does this alternative include naturalizing and restoring roadside areas that had been previously disturbed and is it the intent of this alternative for the park to work cooperatively with other entities in performing such work? The intentions of the park should be clearly stated in the plan.

43

**Comment 45 – p. 50 (Access, ¶1):**

This indicates that nine spur roads within the park would be closed. If those roads predated expansion of the park, the park may not have authority to close such roads. Contact and cooperative efforts with the road management authority needs to occur prior to such activities.

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**Comment 46 – p. 50 (Natural Resources Management, ¶4):**

It is questionable whether the Park Service has authority to manage specific activities regarding night sky, noise, and air quality when they may not have control of existing infrastructure and land use. Appropriate cooperative agreements should be developed with those entities having legal authority over many of those activities.

36

**Comment 47 – p. 53 (Roads):**

Currently the park has no authority to close certain roads listed in the proposal. Many of those roads predated the park and are County roads. This issue is currently under litigation, and a decision regarding these activities should be postponed until the court rules. See previous comments regarding cooperative agreements for other entities in addition to Utah Department of Transportation.

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**General Comment – Alternative C:**

Many visitors have a variety of interests, and alternative C appears to provide for greater preservation of the resources of the park while expanding visitor enjoyment. This seems to be a more reasonable approach to meeting the park mission.

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**Comment 48 – p. 55 (Access):**

In discussions regarding parking areas, cooperation would be needed from road management entities to allow access off the existing roads. A statement in the plan should indicate the process by which the park would obtain that cooperation.

45

**Comment 49 – p. 57 (Maintenance):**

The statement regarding maintenance activities increasing because of greater infrastructure is not necessarily true. Development in certain areas would actually reduce maintenance requirements and alter the method of maintenance, creating fewer impacts.

46

**Comment 50 – p. 58, ¶2:**

The plan states that improvement of roads would not be cost-effective. However, no data or information is provided regarding that effectiveness. In addition numerous wilderness study areas and wilderness areas have paved roads adjacent to them. Such facilities could not be different than the back-country experience at Capitol Reef National Park, so paving would not be a significant issue. This paragraph also seems to be altered from the 1982 General Management Plan.

47

**Comment 51 – p. 58, fourth paragraph:**

The road leading to Halls Creek Overlook is a County road located outside the boundary of Capitol Reef National Park. Does this plan assume that the Park Service can now dictate activities on roads outside of its boundaries that are controlled by other jurisdictions? If so, that needs to be stated in the plan.

48

**Comment 52 – p. 59 (Access):**

Most of the main roads in and through Capitol Reef National Park are County roads. This plan does not have the authority to dictate improvements and maintenance of existing and valid rights.

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**Comment 53 – p. 61 (Roads):**

The Park Service seems to be stretching to dictate maintenance activities that could be performed by other agencies. It is questionable whether the Park Service has authority to have this paragraph be valid.

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**Comment 54 – pp. 62-68 (Alternative Concepts Summary):**

Trail maintenance for valid rights of other jurisdictions should not be included in the plan, except where the park obtains the cooperation of the right holder to achieve park goals. Bicycle use managed by other jurisdictions should not be included in the plan. Wayside exhibits in roads, paths, trails, and ways managed by other jurisdictions should not be included in the plan. Signage in facilities managed by other jurisdictions should not be included in the plan. Parking areas on facilities managed by other jurisdictions should not be included in the plan. Reduction of noise and impacts on noise generators should only be implemented in areas where the Park Service has jurisdiction. Fee stations should only be placed where the Park Service has jurisdiction. On road and parking issues, it is questionable whether the Park Service has any authority to implement these actions. All of these actions should be postponed until the court has determined its ruling. Adequate utility corridors are essential for safe enjoyment of the park and preservation of the resources.

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**Comment 55** – p. 69 (Notom Bench paragraph):

Roads mentioned in the Notom Bench paragraph are under the jurisdiction of Garfield County. Considering litigation initiated by the Park Service, it is questionable whether it would be advisable to allow such an expansion to include these many spur roads.

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**Comment 56** – p. 70 (first full paragraph):

Included in the surveys to be made prior to any boundary adjustment should be valid and existing rights.

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**Comment 57** – p. 70 (State School Sections, ¶1):

Valid and existing rights and roads maintained by agencies other than School Trust Administration should also be considered in the land trade.

49

**Comment 58** – p. 70 (State School Section, ¶2):

This plan should also give credence to lands, facilities and infrastructure that are largely under the purview of other agencies in addition to the School Trust Lands.

50

**Comment 59** – p. 73 (Future Plans and Studies):

Development of the VERP process has excluded many local governments in the area. Any future plans should include local governments and should incorporate existing and valid County or City plans.

51

**Comment 60** – p. 74 (Back Country Management Plan):

The park's back country management plan should include input and cooperation from local entities, particularly where access to the park's back country is almost entirely controlled by those entities and not the park.

52

**Comment 61 – p. 76 (Brief Description of the Park and Surrounding Area, ¶2):**

Access to the water pocket district is by a hard-surfaced road, the Burr Trail Road, and many other well maintained roads. The description of it as a dirt road is inaccurate.

53

**Comment 62 – p. 81 (Noise):**

In the portions of the park along the Burr Trail Road and the Notom Road, visitors also hear frequent sounds from automobile traffic and other people. These should be included in the discussion.

54

**Comment 63 – p. 81 (Air Quality and Scenic Quality):**

It should also be noted that significant amounts of fugitive dust are generated along the existing roads in Capitol Reef National Park.

55

**Comment 64 – p. 85 (fourth paragraph):**

As part of the economic development administration project, additional portions of the Burr Trail Road currently in Capitol Reef National Park were also improved and widened. In addition, the phrase “and the precise routing of the original trail is mostly unknown”, is not consistent with historical facts and an obvious attempt by the park service to gain an advantage in the current litigation through this planning document. Speculative and biased falsifications of the truth should be deleted from the plan.

56

**Comment 65 – p. 85:**

The plan fails to mention the historical nature of the Notom Road, which was also developed and improved from the 1880s until present.

54

**Comment 66 – p.85 (Mining Activities):**

It should be noted that many roads, paths, ways, and trails were built to access the mines in the area and that those facilities predated the park and may be considered valid and existing rights-of-ways.

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**Comment 67 – p. 85 (Historical Resource):**

The Post area with its corrals and cowboy camps is also a notable historic feature that should be included in the plan as is the Grand Gulch Road that has been used less extensively since the building of Lake Powell.

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**Comment 68 – p. 87 (Museum Collections):**

In the early 1990s Capitol Reef National Park and Garfield County conducted some archaeological research along the Burr Trail Road. Numerous artifacts were recovered. Garfield County has long

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requested that those artifacts be displayed in an appropriate location (Anastasi Village or Capitol Reef Visitor Center).

**Comment 69 – p. 88, ¶2:**

It should be noted that Boulder is approximately 28 miles from Capitol Reef National Park.

59

**Comment 70 – p. 88, ¶2:**

The Burr Trail Road is also on the Grand Circle route between Utah's national parks.

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**Comment 71 – p. 88, ¶2:**

The outlying community of Ticaboo should also be mentioned as a gateway community since many visitors from Bryce Canyon National Park and Arizona use it as an entrance via the Burr Trail Road.

61

**Comment 72 – p. 95 (Transportation and Access, ¶1):**

There are also several roads that enter Capitol Reef National Park from the Notom Road on the east (see BLM edition, 1982 Surface Management Status map – Loa).

62

**Comment 73 – p. 95 (Transportation and Access):**

The plan fails to mention the Notom Road and the Burr Trail Road from the east accessed by SR 276 as viable routes to the park also.

63

**Comment 74 – p. 95, ¶5:**

The plan fails to mention the Cal Black Airport at Bullfrog, the Escalante Airport, the Bryce Canyon Airport and the Panguitch Airport, which all handle small commercial and charter airline flights. In addition Boulder, Utah, has an isolated landing strip. Van rentals and bus tours located at Bryce Canyon Airport should also be mentioned.

64

**Comment 75 – p. 96, ¶1:**

The south terminus of the Boulder-to-Bullfrog Road is on SR 276. It should also be mentioned that the Burr Trail Road has been chip-sealed from SR 276 approximately 29 miles to the north and improved gravel for 8 miles, and the remaining 8 miles are proposed for improvement in surfacing. Similar things are planned for the Notom Road, completing an asphalt loop from SR 276 to SR 24 and SR 12 during the life of this plan.

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**Comment 76 – p. 98, ¶1:**

It should also be noted that increasing interest is being expressed for driving on a paved surface from Boulder to Bullfrog and from Boulder over the Burr Trail and Notom Roads to SR 24. With

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the creation of the Grand Staircase/Escalante National Monument, this interest has increased further.

**Comment 77 – p. 98, paragraph?:**

With encouragement of biking activities along the Notom and Burr Trail Boulder Mountain Roads, the Counties may be required to build additional facilities to accommodate the bike traffic. These facilities should be considered as part of this plan since they will probably be built during the life of the plan.

67

**Comment 78 – p. 103, third paragraph:**

The Notom Road is planned for paving along its entire route during the life of this plan.

68

**Comment 79 – p. 103, ¶5:**

Completion of the paving along the Burr Trail Road is anticipated during the life of this plan.

69

**Comment 80 – p. 104, ¶3:**

In addition to Scenic Drive, the Burr Trail and Notom Roads are also inadequate. The winding and narrow nature of the roads was not designed for the number of vehicles and the travel speed of vehicles currently using the roads. The Counties have plans to make the roads adequate and safe for such travel by widening and paving them.

70

**Comment 81 – p. 104 (Back Country, ¶1):**

It should also be noted that Capitol Reef has two federally designated major collector roads traveling through it. The Notom Road and the Burr Trail Road are eligible for federal aid funding under the Highway Act and are considered major routes through the area.

71

**Comment 82 – p. 105, ¶1:**

The divergent nature of the maintenance activities for these roads has also led to litigation. Currently the National Park Service is suing Garfield County over maintenance of long-established County roads. This should be noted in the plan with a statement indicating that assumptions by the park are subject to the court's final decision. This plan would do nothing to solve the conflicts and appears to make matters worse by denying the legitimate interests of state and local government. Such misguided efforts are poor planning and poor policy.

72

**Comment 83 – p. 106 (Natural Resources, Geology and Soils):**

One of the reasons that erosion has continued to occur, particularly along the roads, is a failure to lay the slopes back adequately and re-vegetate roadsides. Park Service Road Standards and County practices encourage the proper treatment and re-vegetation of roadside areas. Adequate protection of resources in the park would indicate that roadside enhancement activities would actually benefit

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the land and preserve the resources that are allowing the roadsides to continually erode.

The park considers "road maintenance" to be an impact and then states "any new impacts that... leave lasting marks on the land would be considered significant." This subjects highway authorities from performing normal maintenance functions (including seeding, erosion control, signing, etc.) within valid rights without park approval. To that extent it is an arbitrary and unauthorized expansion of park authority.

73

**Comment 84 – p. 106 (Vegetation)**

Similar comment is pertinent to vegetation along roadsides. Significant improvements could be made by laying the slopes back to a reasonable level and re-vegetating with native species to blend into the native terrain.

**Comment 85 – p. 108 (Noise, ¶1):**

Noise caused by vehicles is occurring on all roads, including the back country areas.

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**Comment 86 – p. 108 (Air Quality and Scenic Quality):**

Pollution from outside industrial sources and forest fires only rarely – if at all – have any impact on visual quality in Capitol Reef. The most significant continual effect appears to be fugitive dust created by traffic along dirt roads. Improvement and pavement of these roads, particularly the Notom Road and the Burr Trail, will greatly reduce fugitive dust and improve air quality in the area. The surfacing would also reduce erosion and sediment transport in the area, thus preserving natural resources of Capitol Reef National Park.

74

**Comment 87 – p. 108 (Archaeological Resources):**

Some time ago the Regional Archaeologist and others contacted Garfield County regarding interpretive areas within Capitol Reef National Park. Some of those areas would preserve rock art adjacent to the Burr Trail Road, pit houses adjacent to the Burr Trail Road and development of interpretive areas and protection zones. Since that time Garfield County has heard nothing from Capitol Reef National Park. Those interpretive areas and protective measures should be included in this plan and evaluated in order to provide preservation protection of those resources.

75

**Comment 88 – p. 110, ¶2:**

Of specific mention should be the Post corral and the associated activities in that area which occurred near the end of the 1800s.

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**Comment 89 – p. 112 (Transportation and Access):**

This paragraph is erroneous. The actions of this plan significantly deteriorate the ability of the stakeholders to maintain and improve their facilities. The obvious failure to include paving of the

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Notom and Burr Trail Roads, which are longstanding issues for Garfield and Wayne Counties, indicates the park's inability to objectively look at those situations. Those must be considered and included as part of this plan, particularly where they are within the responsibility to the stakeholder and not Capitol Reef National Park.

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**Comment 90** – p. 113, ¶4:

Many roads and trails are also in poor repair because of the park's unwillingness to cooperate with local government. Particularly in the last six years, the park has taken on a stand of antagonism rather than cooperation. A reverse of that position would improve the quality of roads and trails maintained by local government and preserve resources of the park with more compatible roadside and trailside areas.

76

**Comment 91** – p. 113, ¶7:

A reduction in safety along the roads, a reduction in opportunities for vehicular touring, or actions that do not solve current safety and operational deficiencies associated with vehicular touring should also be considered significant.

77

**Comment 92** – p. 115, ¶4:

Just as SR 24 is maintained by a non-park agency and was able to be paved and improved, thus providing a better visitor experience and increasing the opportunities for enjoyment of Capitol Reef National Park, completion of the Counties' plans to pave the Notom and Burr Trail Roads would provide similar benefits. The first paragraph of this section on access on p. 114 indicated that the three factors affecting access were nature of the roads, weather, and availability of staff/funding. For these roads controlled by the County, a greater factor is the unwillingness of Capitol Reef National Park to cooperate with local agencies in maintaining roads that existed prior to the expansion of Capitol Reef National Park.

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**Comment 93** – p. 115, ¶5:

Utah State law requires a formal process to close roads. For those roads that are under the jurisdiction of local governments of the State, closure by the Park Service would be inappropriate.

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**Comment 94** – p. 115, ¶6:

The statements in this paragraph are contradictory. One of the more popular areas of Capitol Reef National Park is the back country. Decreasing access to that and increasing access to it are opposite. Therefore, this paragraph would require that exactly the same access and visitation occur in the future as today. This would be impossible to achieve. In addition, developments of county maintained roads, improvements on safety, surfacing and other activities will undoubtedly affect visitation in the park, as will other activities beyond the park's control. This paragraph needs to be deleted or revised in such a manner to accommodate local plans and activities within valid rights.

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**Comment 95 – p.115, Facilities ¶ 2:**

Impacts to facilities that are due to Park Service efforts to improve visitor services are generally limited to the northern area of the park. The water pocket or southern area has had significant improvement to visitor service because of county efforts to improve its infrastructure. The county's plans are to continue those improvements through paving, safety enhancements and appropriate interpretive activities along its roads, paths and trails. The improvement to county maintained roads within their existing right-of-way is not a significant activity, since the right-of-way existed prior to the establishment of Capitol Reef National Park.

78

**Comment 96 – p. 116, ¶ 1:**

As with NPS facilities, county roads and trails and infrastructure require regular maintenance. The maintenance activities normally performed by county forces, including road widening, safety improvements, graveling, paving, etc. are everyday activities and should not be considered a significant impact when they are conducted within the existing right-of-way. Only when those activities exceed the right-of-way should they be considered significant.

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**Comment 97 – p. 118, ¶ Geology and Soil:**

The discussion of this in this segment applies also to roadside areas that need to have side slopes flattened and re-vegetated.

**Comment 98 – p. 118, ¶ Vegetation**

Re-vegetation of roadside areas in order to meet safety requirements as well as provide long-term stability, should not be considered a significant impact.

79

**General Comment**

As noted in our comments above, the plan fails to adequately recognize the full scope of valid existing rights. Thus, each alternative is significantly flawed. Because many actions which are within the scope of valid existing rights are likely to occur, and are outside the park's authority, and because the plan has failed to properly address these rights/actions, the following comments provide guidance on the proper analysis of actions within the scope of valid existing rights. They are attempted to be organized in accordance with the format of the evaluation of impacts.

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Throughout this section, references are made to existing disturbed areas, roadway and roadside improvements that are contained within existing disturbed areas. Activities within valid rights and existing disturbed areas would not directly impact park values and therefore should not be considered a significant impact.

**Comment 99 – p. 119, ¶ Wildlife**

Increasing site distance and safety on roads, paths and trails would reduce conflicts with wildlife

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and vehicles, thus reducing impacts to protected wildlife resources. Therefore, such improvements within existing disturbed areas and rights-of-way should not be considered significant impact.

77

**Comment 100 – p. 120, ¶ Water Resources and Wetlands**

Installation of culverts and other water resource control facilities in existing rights-of-way will create an improvement in water resources and wetlands. Therefore these activities should not be considered significant.

80

**Comment 101 – p. 120, ¶ Air Quality and Scenic Quality**

Improvements as proposed by Garfield County within their existing rights would reduce fugitive dust and erosion thereby enhancing the opportunities for enjoyment of park resources. Therefore activities conducted by the counties within their rights-of-way and previously disturbed areas should not be considered significant impact.

74

**Comment 102 – p. 121, ¶ 2:**

Developments within existing rights-of-way and on lands not primarily controlled by the National Park Service may result in increased visitation. However, with the increased visitation comes the natural consequence of increased policing and observation of areas that could be vandalized. Therefore roadway improvements within existing rights-of-way controlled by other jurisdiction should not be considered a significant impact.

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**Comment 103 – p. 126, ¶ Transportation and Access:**

If by this section, the Park Service is indicating that entities which manage valid and existing rights can proceed with their plans as they deem appropriate and that completion of this plan with its associated decision document has no effect on their valid and existing rights, the county agrees. However, if the developers of this plan intend to use it to rescind valid and existing rights or to place additional burdens on the county prior to exercising those rights, it is believed to be beyond the Park Service's authority and the illegal use of any perceived powers.

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**Comment 104 – p. 127, Hiking and Recreational Opportunities, ¶ 2:**

A similar paragraph should be added that current vehicular routes would be maintained at higher levels than at present, thereby improving the safety and appearance of the roads and enhancing the visitor enjoyment of the road system. This would improve vehicular touring recreation while improving and expanding opportunities for handicapped visitors. The overall effects of these activities are beneficial, therefore there are no significant adverse impacts.

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**Comment 105 – p. 127, Interpretive Services, ¶ 3:**

This indicates that new signs may be placed along the Notom Road. It should be noted that the Notom Road are county-maintained facilities that pre-dated Capitol Reef National Park. The Park

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Service would need to seek county permission prior to placement of signs within county rights-of-way.

**Comment 106 – p. 128, Visitor Use:**

Discussion regarding increased parking along SR24 and improvements to certain roads are considered a benefit. Similar activities for safety improvements and surfacing improvements to locally maintained roads should also be considered as improvements and benefits. Therefore no adverse impact should be considered as part of these activities.

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**Comment 107 – p. 128, Access:**

Similar logic should be used in evaluating the improvements to county maintained transportation facility within the park.

84

**Comment 108 – p. 129, Headquarters area facilities:**

Discussions regarding a fee collection system for Capitol Reef National Park should include appropriate fees paid to local government for solid waste collection and disposal whether the waste is collected inside or outside park boundaries. The plan establishes visitation throughout the park and the vast numbers of individuals that are using the park as a destination area also establishes the number of extended stays that are occurring at the park. It seems only reasonable that the park pays for solid waste collection and disposal activities associated with these visitors. Such a fees should be based on a visitor-based rate, so as to assure that the park is paying for its impact on local solid waste collection and disposal systems.

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**Comment 109 – 130, Maintenance:**

Similar cooperative agreements should be developed with local entities maintaining infrastructure within the park.

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**General Comment:**

The comments described for Alternative A with associated impacts are similar for other options since the county's infrastructure improvements are the same for all options. It should be recognized that regardless of the alternative, that counties maintain certain valid and existing rights that should not be diminished by adoption of any plan.

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**General Comment:**

If a previous environmental document has determined a given action would not have a significant impact on the quality of the human environment, it is arbitrary and capricious for this plan to categorically supercede those decisions. The park cannot substitute a subjective or unreasonable evaluation for one that was properly performed in past, and the agency must justify any reversal it makes. The plan arbitrarily and capriciously differentiates between minor and significant impacts

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without identifying any objective criteria, fails to recognize actions that can be taken pursuant to valid existing rights, fails to identify valid existing rights to which the park is subject, fails to recognize actions performed pursuant to a valid right must be evaluated differently than similar actions that are fully within park service authority.

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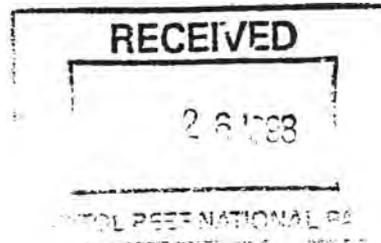
**Summary:**

This plan fails to apply reasonable and objective standards/criteria to its evaluations, fails to acknowledge the full scope of valid existing rights, is not in accordance with the law, asserts powers in excess of statutory jurisdiction/authority, and would if completed, constitute an action contrary to constitutional right, power, or privilege. This plan is likely to lead to unauthorized regulation and unlawfully withheld or unreasonably delayed agency action. The park service should reconsider this plan and limit the document to authorized park service functions.

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21 May 1998

Chuck Lundy, Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey UT 84775



Dear Superintendent Lundy:

I have read the Draft General Management Plan (GMP) for Capitol Reef National Park and I would like to submit a few comments as part of the public review process.

First, I am impressed with the GMP; the general tone is refreshing after reading so many Environmental Impact Statements (EIS) that were little more than thinly-veiled justifications for an agenda of one kind or another. The reader of this document can't help but come away feeling that the National Park Service has a sincere interest in protecting the resource and the quality of the experience for visitors.

You've also avoided the common approach of identifying three or four alternatives but only dealing adequately with the preferred alternative. Too many times in EISs all alternatives other than the preferred alternative are not really adequately considered. Either they are treated in a superficial, perfunctory sort of way, or the analysis of them is so one-sided as to be essentially useless in the evaluation of alternatives. The net result is an EIS with a single alternative.

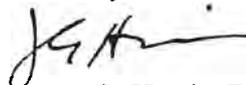
Not so in this case. It seems to me that you and your staff have made a sincere effort to present four reasonable alternatives and to fairly describe and consider the consequences of all of them. I believe that the EIS is a good example of how NEPA guidelines are *supposed* to work.

It is my opinion that the Preferred Alternative identified in the GMP will provide strong, positive direction to Capitol Reef National Park over the next several years, ensuring that the resource is protected and that undeveloped lands in the park remain undeveloped in the foreseeable future. At the same time, the Preferred Alternative retains and enhances essential park operations that are providing camping opportunities and interpretive services to visitors. I believe that this approach is in the best long-term interest of the public.

Naturally, I am also pleased that our proposal for adaptive reuse of the Sleeping Rainbow Ranch facility is included in the preferred alternative. I believe that the facility will provide a tremendous service to the public by serving as a center for environmental education for our students as well as for many other public and private groups. We are committed to operation of

the facility in such a way that it will support the purposes of the National Park Service and not detract from the visitor experience in the park.

Sincerely,

A handwritten signature in black ink, appearing to read 'JG Harris', with a small dot above the final 's'.

James G. Harris, Dean  
School of Science & Health



United States Department of the Interior  
FISH AND WILDLIFE SERVICE

UTAH FIELD OFFICE  
LINCOLN PLAZA  
145 EAST 1300 SOUTH, SUITE 404  
SALT LAKE CITY, UTAH 84115



In Reply Refer To

(CO/KS/NE/UT)

June 25, 1998

Memorandum

To: Superintendent, Capitol Reef National Park, Torrey, Utah 84775

From: Field Supervisor, U.S. Fish and Wildlife Service, Salt Lake City, Utah

Subject: Draft Environmental Impact Statement/ General Management Plan/ Development Concept Plan for Capitol Reef National Park

This office has received and reviewed the subject draft environmental impact statement. In general, we find the document complete and well written. The Fish and Wildlife Service notes that the National Park Service is analyzing four alternatives:

Alternative A (proposed action): Preserve resources and visitor opportunities emphasizing wilderness preservation and resource protection while still accommodating a variety of park uses and ensuring quality visitor experiences.

Alternative B: Naturalize and preserve natural resources by removing many existing developments to restore and enhance natural resources and wilderness qualities of the park.

Alternative C ( the 1982 General Management Plan): Emphasize visitor services and facilities including development in some back country areas.

Alternative D: No action, maintain visitor services and protect park resources.

The Fish and Wildlife Service supports the selection of the proposed action (Alternative A). The proposed action should maintain or possibly enhance the integrity and vigor of the park's biological resources. Alternative B will also protect the park's biological resources. The Fish and Wildlife Service recommends against the selection of Alternative C as potentially being the most detrimental to the park's biological resources. Alternative D, as a consequence of increased visitation with the expectation that resource monitoring and control may be inadequate, is also potentially detrimental to the park's biological resources.

The Park Service's development of visitor facilities in the highly visited Fremont River District should be done with maximum concern and sensitivity to the numerous rare and endemic animal and plant species and their habitats. Several of these are listed endangered and threatened under the Endangered Species Act. Within the Fremont River District, the Park Service should give

special attention to protecting and providing for the habitat needs of the peregrine falcon, Mexican spotted owl, southwestern willow flycatcher, Barneby reed-mustard, Maguire daisy, Ute ladies'-tresses, Wonderland Alice-flower (Rabbit Valley Gilia), Harrison's milk-vetch, and pinnate spring-parsley. Trails and other visitor facilities should be designed and constructed to optimize the protection of these species. The Park Service should give special consideration to protecting the riparian zone and flood plain of the Fremont River and its tributaries. Natural history interpretation should be aggressively pursued consistent with the conservation of sensitive species and their habitat.

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The Fish and Wildlife Service supports Park Service proposals to improve native vegetative communities and wildlife habitat. Proposals to improve domestic livestock grazing practices and the ultimate termination within the park are desirable. The Park Service should maximize the natural biological diversity of all the park's ecosystems through the control and possible eradication, except within the Fruita Rural Historic District, of all nonnative species.

90

Specific comments:

P. 79: The list of endangered and threatened species is current and complete. The common names, recognized by the Fish and Wildlife Service, for the following species are: *Pediocactus despainii* = San Rafael cactus, *Pediocactus winkleri* = Winkler cactus, and *Spiranthes diluvialis* = Ute ladies'-tresses.

91

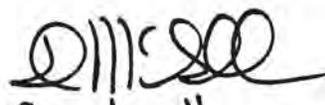
P. 119: The Fish and Wildlife Service concurs with the Park Service: Alternative A would have a beneficial effect on rare, threatened and endangered species.

P. 133: The Fish and Wildlife Service concurs with the Park Service: Alternative B would have a beneficial effect on rare, threatened and endangered species.

P. 145: The Fish and Wildlife Service concurs with the Park Service: Alternative C may have an adverse impact on rare, threatened and endangered species due to unmonitored and increasing visitation.

P. 159: The Fish and Wildlife Service concurs with the Park Service: Alternative D may have an adverse impact on rare, threatened and endangered species due to unmonitored and increasing visitation

The Fish and Wildlife Service appreciates the opportunity to comment on your draft environmental impact statement. We note that we are included in your plans for endangered species conservation actions. We are committed to assist you in this endeavor.



"Acting"

Author: CARE Superintendent at NP-CARE  
Date: 7/1/98 8:56 AM  
Priority: Normal  
TO: Whitney Kreiling  
Subject: Review of Capitol Reef National Park Draft GMP/EIS

The Air Resources Division has reviewed the draft GMP/EIS. We have one c  
We recommend that the last sentence in the Air Quality and Scenic Quality  
section of the Affected Environment Chapter (page 81) be revised as follo

Because of this mandatory designation, any major new air pollution source  
proposes to locate in the vicinity of the park, or an existing source whi  
proposes a major expansion near the park, must submit a permit applicatio  
the state. That application in turn will be reviewed by the NPS Air Reso  
Division, which will then recommend to the state that the permit be revis  
approved, or denied.

92

We hope that you will find this information helpful. If you would like f  
assistance, please contact Erik Hauge at (303)969-2078.



# United States Department of the Interior



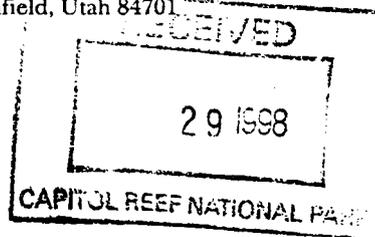
## BUREAU OF LAND MANAGEMENT

Richfield District Office

150 East 900 North

Richfield, Utah 84701

IN REPLY REFER TO:



1795  
(U-050)

June 26, 1998

Charles V. Lundy, Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, UT 84755

Dear Chuck:

Thanks for the opportunity to review the Draft General Management Plan for Capitol Reef National Park. I really appreciate the work that goes into land use plans and your team is to be commended. The following are our comments on the plan:

-General Comment...Since the Draft was published, the Secretary and the Governor have agreed on the principle of an exchange of State lands out of parks and monuments as well as other jurisdictions. It seems like it would be helpful to fold what we know about this proposal into your analysis.

There are also several references to road and trail maintenance throughout the plan. Since there is no discussion of sources of gravel, rip rap, etc. for maintenance, we assume you will continue to look to public lands for materials. We have numerous existing sites for road materials but as you can expect, demand is high in Wayne county and the supply is limited. We are also reluctant to open up any more sites unless absolutely necessary. We will continue to accommodate the needs of CRNP to the extent possible but as a backup you may want to consider addressing the availability of these materials from within the park.

-Grazing...There is considerable confusion on our part regarding how you intend to handle grazing. It is clear that grazing will be an allowable use in the park for the foreseeable future and we continue to wholeheartedly support your intention to take over management of this program. However there are some apparent inconsistencies in how you propose to do this. For example, on pages 29 and 30 you describe the constraints on actions in the primitive zone where it also appears that the majority of the grazing management facilities exist. Specifically the plans refers to "limited" grazing facilities for resource protection. Then on page 118 the plan discusses ways to mitigate the impacts of grazing through fencing, rotation systems, etc.

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Would new projects that would enhance grazing management be allowed in the primitive zone? What about in the semi-primitive zone? How will maintenance needs be approved? There is little discussion of water development or even maintenance of existing developments, particularly reservoirs. Water distribution may be the single most important management tool we have to control grazing. Our point is that if the plan proposes to mitigate the impacts of grazing through development of facilities, then the limitations on developing these facilities had better be pretty clear.

94

Page 40...Hiking and Recreation Opportunities, 1st paragraph...We feel that additional campgrounds are needed within CRNP. Overflow visitors do not always utilize private campgrounds. Use on adjacent public lands has increased steadily over the past several years, especially in the Notem Bench area. What about using the park housing area as a campground after you phase out the residences?

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96

Page 43, 1st Paragraph...In August of 1995 we made a preliminary determination that the 4.4 miles of the Fremont River from the U-24 bridge through the Fremont River Gorge to the CRNP boundary was "Eligible" and classified as "Wild". Our next step is to analyze this reach for "Suitability" for inclusion in the National Wild and Scenic Rivers System. We'd like to suggest looking into the possibility of a collaborative analysis of both of our reaches of the Fremont, as well as any other rivers we share.

97

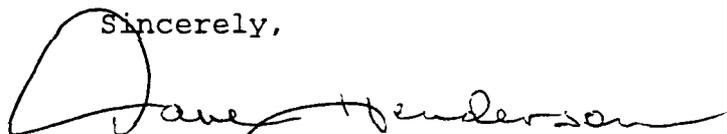
Page 68, Trailhead Parking...We are currently experiencing considerable vehicle travel in these washes resulting in unacceptable environmental impacts. This seems to us to be an excellent opportunity for CRNP and BLM to cooperate on development of these parking sites to inform the public and limit impacts on public lands.

Page 69, Notom Bench, last paragraph...Please identify legitimate roads vs. washes. Our goal is to restrict use to "roads" as much as possible. It would help our cause if the plan took the same position. As stated above, this is an opportunity for a cooperative project. We'd also like to work with you on some cooperative signing at the Swap Mesa access point.

98

This is a fine plan Chuck, and we look forward to the opportunities for cooperative management that exist in its implementation. If you have any specific questions or comments please feel free to call Gary Hall or me at (435) 896-1500.

Sincerely,



Dave Henderson  
Area Manager



# UTAH TRAIL MACHINE ASSOCIATION

CONSERVATION • COURTESY • SAFETY

June 30, 1998

Superintendent  
Capitol Reef National Park  
HC70, Box 15  
Torrey, UT 84775

RE: Comments on Draft EIS for Capitol Reef National Park

This document contains the comments of the Utah Trail Machine Association and the Utah Shared Access Alliance.

The Utah Shared Access Alliance and the Utah Trail Machine Association represent the interests of all constituents of public lands, parks and lakes who use vehicles for recreation or access. It is estimated that there are over 300,000 such users in the State of Utah alone.

We are very concerned with the tone of the document under discussion. It appears to have been produced by persons biased toward a single and extreme management philosophy; one which presumes that our national parks should, in their entirety, be managed as Wilderness. In page after page we read only about the "benefits" of such management and little if anything about the value of park resources to a broad spectrum of visitors. An excellent example of this mentality can be found on page vi in the discussion of Alternative C. The authors apparently suffered so much pain at the thought of having to enumerate the positive aspects of this alternative that they were entitled "Non-adverse impacts".

99

The trashing of Alternative C in the EIS continues throughout an entire paragraph filled with vague and unsubstantiated warnings of the dire consequences that will develop if this alternative is adopted.

"Adverse impacts.....would include a decrease in the natural qualities in some areas of the park. Soil disturbances would accompany construction of new buildings, roads, and trails. Vegetation would be impacted due to increased visitor concentrations around new facilities. Cattle Grazing would continue as regulated by law, and areas where animals congregate would lose some of the vegetative cover. Adverse impacts would occur to wildlife as they were disturbed or displaced due to development."

99

And on an on it goes listing a generic litany evil outcomes if people are allowed to continue using their national park.

The discussion ends with summation of the perceived bad effects of Alternative C with the claim that "natural, historic, ethnographic, and archeological resources" all would suffer. Most troubling of all is the conclusion: "Visitation would increase in all areas, leaving fewer opportunities for solitude". Here the authors of this biased document have clearly stated their intentions for the park's future: Fewer visitors!

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We do not subscribe to this elitist philosophy and the National Park Service should not either. Our parks were created to provide access to our beautiful scenic resources for all of our people, not just for those few deserving of special "opportunities for solitude" at the expense of all others. What kind of management would prize reduced visitation by their constituents as a positive goal? Perhaps we should institute a program whereby Park Service managers and employees are paid according to the visitor volume in their particular park.

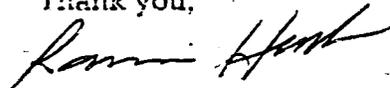
The proposals in Alternative B are outrageous and have no place in a document produced at taxpayers expense. The closing of roads to Grand Wash, Temples of the Sun and Moon, Gypsum Sinkhole, the Post, Oak Creek, Upper Muley Twist, Lower South Desert overlook, Peek-a-Boo, and Capitol Gorge would deprive the majority of visitors the opportunity to see and access these areas. Such closings are illegal and would lead to litigation. Already, 93 percent of the Park is designated as primitive or semi-primitive. Instead of closing access roads, we should be building more. The people of Utah and the U.S. greatly resent the proposed expenditure of \$9 million to demolish access to these public resources. It is unlikely that Congress had such an outcome in mind when they voted to allow national parks to charge higher fees to implement improvements.

100

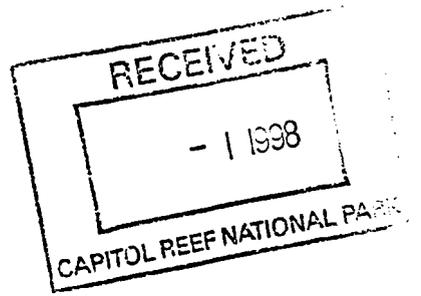
It is time that the management of the national parks rethink their commitment to the programs of vocal special interest organizations and return to the congressionally mandated mission of preserving these resources for the benefit and enjoyment of the American People. The vast majority of park visitors want or need vehicular access, not more road closures.

For these reasons we urge that you implement Alternative D, or at the very least, Alternative C.

Thank you,



Rainer Huck, Ph.D



June 30, 1998

Superintendent  
Capitol Reef National Park  
HC70  
Box 15  
Torrey, UT 84775

Dear Superintendent:

Thank you for the opportunity to comment on the Draft Environmental Impact Statement/General Management Plan/Development Concept Plan (GMP) for Capitol Reef National Park. The plan has given insight into what Capitol Reef can become. We share your belief that Capitol Reef National Park can become a vibrant park that balances resource preservation with visitor opportunities.

We agree that the proposed *Alternative A* is the preferred alternative, providing a balance that is not accomplished with the other three alternatives. *Alternative A* has less of an overall environmental impact than the wilderness-focussed *Alternative B* (Naturalize and restore), the development-focussed *Alternative C* (1982 GMP), or *Alternative D* (Maintain Current Conditions) that does not accommodate for greater numbers of visitors.

We foresee that alternatives B, C and D could possibly have adverse impacts to the Fruita Rural Historic District. The removal of all modern or non-historic period buildings in *Alternative B* does not accurately represent the evolution of an area. Allowing modern buildings to remain and be reused allows the National Park Service optimal flexibility for their future use near the center of park activity. The potential for adverse effects in *Alternative C* is high, with new road paving through the historic district. Likewise, the potential for adverse effects in *Alternative D* is also high due to unregulated development.

We are pleased that you have chosen to include the *Interpretive and Cultural Resources Protection Plan for the Fruita Rural Historic District* within the GMP. A statement on page 7 of the GMP says that "Prior to implementation, all undertakings will be subject to Section 106 review and compliance in consultation with the State Historic Preservation Office (SHPO) and the Advisory Council on Historic Preservation." We encourage you to enter into consultation with the SHPO prior to and during all site specific planning and physical activities dealing with the Fruita Rural Historic District.

Utah Heritage Foundation is also in agreement with the planned rehabilitation and reuse of the Holt House, the oldest standing structure in Fruita, as an interpretive center. Given the age and significance of the building, it should be accessible to the public. Now with the opportunity to change the building's function from its current use as storage, a rehabilitated Holt House will be stabilized for the long term and will better serve park visitors.

101

June 30, 1998  
Superintendent - Capitol Reef National Park  
Page 2

Thank you again for the opportunity to comment. As the statewide, non-profit historic preservation organization, our mission is to preserve, protect, and promote Utah's historic environment through public awareness, advocacy, and active preservation. To that end, we would be pleased to be part of a discussion regarding the future of Fruita and other options that are being explored. Please call me with any comments or questions.

Sincerely,

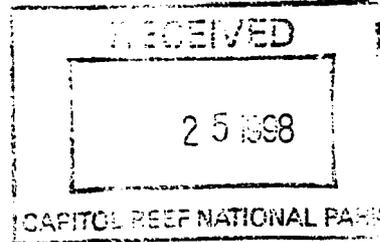
A handwritten signature in black ink, appearing to read "Kirk R. Huffaker". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

Kirk R. Huffaker  
Community Services Director

cc: Barbara Murphy, State Historic Preservation Office

June 23, 1998

Mr. Charles V. Lundy  
Superintendent  
Capitol Reef National Park  
P.O. BOX 15  
Torrey, Ut. 84775



Dear Mr. Lundy,

Thank you for the opportunity to comment on the General Management Plan for the Capital Reef National Park. After reviewing the Capital Reef National Park Compendium and the Alternative Concepts Summary, as representative of the Back Country Horsemen of Utah, I would agree with Alternative A as it is written.

As a representative of B.C.H. Of Ut and saddle horse user I would like to submit the following comments:

1. As part of the developmental concept plan for the former Sleeping Rainbow Ranch, equestrian facilities either for day or overnight use should continue to be developed.

102

2. Concession services for transportation in the park should not be housed in the park, but be offered from outside the park.

3. Handicapped trails and campgrounds should include equestrian use where ever practical. Physically challenged people can enjoy a wider range of experiences in the park if they have an opportunity to get to all areas of the park. As a saddle horse user I have known many individuals that use horses for that purpose, myself included.

103

4. I would endorse the letter submitted to you by Mr. Donald L. Pendleton in its entirety.

Again, thank you for the opportunity to comment on the management plan.

Sincerely,

A handwritten signature in cursive script that reads "Bruce".

Bruce Kartchner  
B.C.H. Board Member

Kartchner  
10069 S. Mount View Dr.  
Sandy, Utah 84070



June 29, 1998

Mr Charles Lundy  
Capitol Reef National Park, HC 70  
Box 15  
Torrey, UT., 84775

Dear Mr. Lundy

Thank you for the opportunity to review and comment on the draft Environmental Impact Statement/ General Management Plan/Development Concept Plan for Capitol National Park. Although the draft is purposely and appropriately quite general in nature, it is well-conceived and appears to meet your stated purpose and need for the plan and the Legislative mandates for the park. As written, we agree that Alternative "A" is the preferred alternative

On behalf of the Wasatch Front Chapter of Back Country Horsemen of America=UTAH, The following comments will relate to only recreational use of horses and pack animals within the park.

1. Page 98, 6th paragraph states "Trips with horses and pack animals are possible along several park roads and trails". While this use is appreciated and appropriate, our concern is RV's & trucks with horse trailers must be parked on existing roads in order to use these areas. We believe this is a real safety issue that could and should be alleviated by providing "turn-outs" for parking these longer units. Suggested "turn-outs" at Divide Canyon, Bitter Creek, Bitter Spring and Swaps Canyon. Undoubtedly these "turn-outs" would also be a big benefit to other park visitors and not limited to only horses.
2. Page 113, 5th paragraph makes reference to one facility currently available for visitors wishing to camp near roads corridors with saddle and/or pack animals.
3. Same citation as above. It appears that the facility reference above is on the border of Primitive and Zone (see Map 5). Under heading of facilities on page 29 and 30, it states that no facilities or services are provided in the Primitive and Semi-Primitive Zones. How does the public reconcile this with then statement on page 113 regarding one facility being available?
4. Same citation as above. The paragraph states that the facility is available on a trial basis. What are the parameters of this trial? How will they be monitored?
5. We commend then management of Capitol Reef Nation Park for recognizing the need and providing for equestrian use in the draft document. Will there be opportunity to expand this use during 15-year tenure of the plan if use and demand indicate a need? Areas we recommend for inclusion as potential future trail heads include: The Sleeping Rainbow Ranch on Pleasant Creek and Notom Bench on Pleasant Creek.

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We appreciate the good working relationship we enjoy with Capitol Reef personnel. We also hope we can continue working together for mutual benefits. Again, thanks for the opportunity to comment on this draft document.

Sincerely,  
  
Clark E. Maxfield, Chairman  
Wasatch Front=Back Country Horsemen  
of America=UTAH

CC: R. Nielsen, President  
FILE:

BACK COUNTRY HORSEMEN  
of  
UTAH



P.O. BOX 13185 Ogden, Utah 84412-3185

June 12, 1998

Mr. Charles V Lundy, Superintendent  
Capitol Reef National Park, HC 70  
Box 15  
Torrey, UT 84775

Dear Mr. Lundy:

Thank you for the opportunity to review & comment on the draft Environmental Impact Statement/General Management Plan/Development Concept Plan for Capitol Reef National Park. Although the draft is purposely & appropriately quite general in nature, it is well-conceived & appears to meet your stated purpose & need for the plan & the legislative mandates for the Park. As written, we agree that Alternative A is the preferred alternative.

On behalf of the Central Utah Chapter of the Back Country Horsemen of America, the following comments will relate only to recreational use of saddle horses & pack horses within the park:

1. Page 98, 6th paragraph states that "Trips with horses & pack animals are possible along several park roads & trails." While this use is appreciated & appropriate, our concern is that trucks & horse trailers must be parked on existing roads in order to use these areas. We believe this is a real safety issue that could & should be alleviated by providing "turnouts" for parking. Suggested "turnouts" at Divide Canyon, Bitter Creek, Bitter Spring & Swaps Canyon. Undoubtedly these "turnouts" would also be a big benefit to other park visitors & not limited only to horses. 104
  2. Page 113, 5th full paragraph makes reference to one facility currently available for visitors wishing to camp near road corridors with saddle or pack stock. This should be changed to read saddle & pack stock. 108
  3. Same citation as above. It appears that the facility referenced above is on the border of the Primitive & Semi-Primitive Zone (see map 5). Under the heading of facilities on page 29 & 30, it states that no facilities or services are provided in the Primitive & Semi-Primitive Zones. How do we reconcile this with the statement made on page 113 regarding one facility being available? 105
  4. Same citation as above. The paragraph states that the facility is available on a trial basis. What are the parameters of this trial? How will they be monitored? 106
  5. We commend the management of Capitol Reef National Park for recognizing the need & providing for equestrian use in the draft document. Will there be opportunity to expand this use during the 15-year tenure of the plan if use & demand show a need? Areas we suggest for inclusion as potential future trail heads include: The Sleeping Rainbow Ranch on Pleasant Creek & Notom Bench on Pleasant Creek. 107
- 11

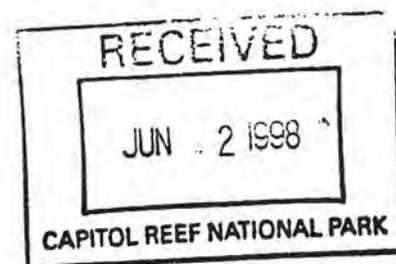
We appreciate the good working relationship we have with Capitol Reef National Park personnel. We hope we can continue working together for our mutual benefit. Again, thanks for the opportunity to comment on this draft document.

Sincerely,

*Donald L. Pendleton*  
Donald L Pendleton  
President, Central Utah Back Country Horsemen

# National Parks and Conservation Association

ROCKY MOUNTAIN REGIONAL OFFICE



MARK R. PETERSON  
*Regional Director*

June 17, 1998

Mr. Charles Lundy, Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, Utah 84775

Dear Chuck:

Thank you for the opportunity to review and comment on *the draft Environmental Impact Statement/General Management Plan/Development Concept Plan* for Capitol Reef National Park. We provide these comments on the plan on behalf of our nearly 500,000 members. As you know, the National Parks and Conservation Association (NPCA) was founded in 1919 and is America's only private nonprofit citizen organization dedicated solely to preserving, protecting, and enhancing the U.S. National Park System.

In general, we believe Alternative A, the preferred alternative emphasizing wilderness preservation and resource protection, is in the best long-term interest of the park and its visitors. We believe this alternative is a significant improvement over the 1982 GMP and we commend the park staff for initiating the new directions Alternative A would have the park embark upon and for your dedication in getting this plan written and out to the public in a timely fashion. Our specific comments follow.

NPCA strongly endorses Alternative A's initiative to fully develop a Visitor Experience and Resource Protection (VERP) program. As visitation continues to increase in the park, moving quickly to develop a VERP plan is of high priority. We endorse the goal of developing a complete inventory for natural, biological and physical park resources. Development of indicators and standards for management of the various opportunity areas of the park, and a comprehensive plan to monitor these conditions, is of

109



**Rocky Mountain Regional Office**  
100 Eagle Lake Drive, Fort Collins, CO 80524  
Tel: (970) 493-2545 • Fax: (970) 493-2527  
MarkNPCA@aol.com • <http://www.npca.org>

**National Office**  
1776 Mass. Ave., N.W., Washington, D.C. 20036  
Tel: (202) 223-6722 • Fax: (202) 659-0650

critical importance to insure park protection. Capitol Reef has the opportunity to lead the National Park Service in completing this program; we urge you to do so.

**NPCA strongly endorses Alternative A's plan to keep park gravel roads in a primitive condition.** The present condition of gravel roads in the park, such as the Burr Trail and Notom Road, present the visitor with a more primitive experience of the old West, than in many of our national parks today where roads are widened and paved. We believe that keeping roads in this condition provides the visitor with a unique experience, not found in most national parks today, and helps to maintain the feeling of solitude -- one of the prime resources found in the park.

**We support Capitol Reef assuming grazing management responsibilities from the Bureau of Land Management and urge the park to insure that grazing practices do not unduly harm park resources.** While the plan does not discuss grazing allotments or practices in detail, grazing can have negative consequences for native flora and fauna and NPCA continues to believe that grazing is not compatible with preserving national park resources. We are pleased that, in order to provide better control of livestock-related impacts, the park is assuming greater responsibilities over this program. We support the eventual end to grazing in the park through willing-seller buyouts of AUMs.

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**One or more mandatory entrance fee stations are needed.** As Alternative A states, a parkwide entrance fee is not collected. We support very modest-sized entrance stations, sensitively-designed, on park perimeters. Studies will need to be conducted on the actual siting of these facilities to insure entrance fees more than offset staffing needs and that these stations do not impinge upon the scenic vistas. However, as in most other parks, visitors need to financially support the park which they are visiting.

110

**NPCA cautions about any plans to greatly expand existing park areas.** While Alternative A recognizes a need for expansion of parking capacity through redesign or expansion, we feel that expansion can greatly add to visitor impacts to sensitive areas, by affording a "jumping off point" at trailheads and increasing visitation to these areas. In situations where this is possible, we suggest that the park complete its VERP plan for that area before expansion is allowed, and then review the situation to determine whether parking lot expansion can be accomplished without degrading resources or the visitor experience to that area.

111

**Expansion of administrative offices should recognize the potential for additional office space through the development of an interagency visitor center.** If park staff can adequately function out of the proposed interagency visitor center, they should be located here and administrative office space in the park can be reduced accordingly.

112

**The alternatives lack measures to minimize light pollution into the night sky.** The statement of park significance for Capitol Reef speaks to its "...clean air, striking scenic views, and some of the best opportunities for quiet and solitude on the Colorado Plateau." We would submit that these attributes include spectacular views of celestial sights. The

113

plan should acknowledge this resource, and more importantly, speak to the park's commitment to protect this resource. Phasing out of residential buildings will help, however we would recommend the park commit itself to replacing all outdoor lighting over the course of this plan with night lighting designed to reduce light pollution that obscures the night sky.

113

**The plan needs to address increasing horse back use.** Absent in the preferred alternative is a discussion of the park's management of horse back use. We recognize that some areas of the park, accessible by horses, may contain fragile resources that should not be subjected to horseback use. Other areas, such as Muley Twist, have the potential to become popularized. Thus the plan should recognize the potential need to limit horseback use during the life of this plan.

114

**The plan needs to address increasing outfitter demand.** As demand for outfitting in the park continues to increase, the plan should speak to the development of an outfitting policy that might identify the appropriate types of special permits allowed, their number and standards for outfitters to follow in order to protect park resources and visitor experience.

115

**NPCA continues to believe that Capitol Reef National Park's boundaries should be adjusted to include some Bureau of Land Management properties adjacent to the park in order to better protect park watersheds, critical wildlife habitat and scenic vistas.** In a 1988 report, NPCA recommended boundary adjustments to Capitol Reef National Park which would include: Jones Bench (3200 acres), Wayne Wonderland (14,000 acres), Upper Fremont Gorge (18,000 acres), Impossible Peak Area (18,000 acres), Colt Mesa (24,000 acres), South Notom Area (15,000 acres) and Dry Wash (7000 acres). Until these lands can be added to the park or to the National Wilderness Preservation System, the plan should identify public lands adjacent to the park that are critical to park resources and speak to the need to work cooperatively with public land management agencies to insure the highest standards of protection for these areas.

116

**NPCA supports the highest preservation standards for those lands in the park proposed for inclusion in the National Wilderness Preservation System.** As the alternatives state and is required under federal law, those areas in the park recommended for Wilderness designation should continue to be managed as Wilderness.

**The concept of a Colorado Plateau Field Institute headquartered at Sleeping Rainbow Ranch provides a nice compliment to other interpretive activities in the park and makes good use of these facilities.** We support the adaptive reuse alternative as presented in the Sleeping Rainbow Ranch Development Concept Plan, with the following clarification and suggestions:

117

- This arrangement is a public-private partnership, arrangements which are just now being developed in the National Park Service. Under the law, we are wondering whether this needs to be bid out to other potentially interested parties rather than giving the Utah Valley State College (UVSC) preferential treatment in renovating,

management and use of the facility. You may wish to check with Rocky Mountain National Park and Gettysburg National Military Park to see how they are handling similar partnerships with private entities who wish to build a visitor center for each park and have concluded that they must bid these arrangements out, even though a private entity has stepped forward to provide the facility to them at no cost.

- We are concerned that UVSC could dominate use of the facility to the exclusion of other publics. The plan states that UVSC intends to use the facility for students field trips of two to three days in duration and field courses lasting two to three weeks. What is not specified here, and is critical information, is how many days per year will the facility be occupied by these students and during what times of year? Will it be greatly occupied during the busy late spring to early fall seasons? Will the public often be excluded from its use because of UVSC needs? In this case, is it wise to have UVSC undertake the scheduling of these buildings? How are scheduling conflicts resolved and by whom?
- There will inevitably be pressure to expand and upgrade these facilities. We would like to see stronger language included in the GMP that these facilities will not be expanded or upgraded beyond what is presented here. This includes the access road even if traffic should increase, as it inevitably will.
- Over the course of this GMP, efforts should be made to bury the phone lines to this site, at least in close proximity to the ranch as a way of minimizing visual intrusion.

117

NPCA would very much like to be involved in the discussions relating to use of this facility, fees for use, etc. as the plan evolves.

Thank you very much for the opportunity to present our viewpoints on the future direction of Capitol Reef National Park. We look forward to remaining engaged on these and future decisions affecting this unique component of our natural and cultural heritage.

Sincerely,

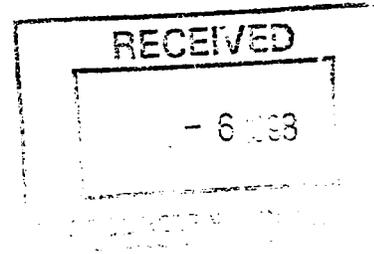


NATIONAL PARKS & CONSERVATION ASSOCIATION  
Rocky Mountain Regional Office



...preserving America's diverse climbing resources.

Charles V Lundy, Superintendent  
National Park Service  
Capitol Reef National Park  
Torrey  
UT 84775



6/30/98

Dear Mr Lundy:

**Capitol Reef National Park - Draft General Management Plan**

This letter transmits the comments of the Access Fund on the Draft General Management Plan for Capitol Reef National Park. The Access Fund welcomes the opportunity to provide comments to the revised 1982 plan and contribute to the future management direction of Capitol Reef National Park.

The Access Fund is a national, non-profit advocacy organization representing the interests of climbers in our mission to maintain access to climbing areas and protect the natural resource. Working in cooperation with public land managers private landowners, climbers and other recreational users the Access Fund promotes the responsible use and sound management of climbing resources throughout the United States.

The Access Fund notes that whilst climbing is not a major recreation activity at Capitol Reef it is still recognized as a valuable climbing location providing a more remote and adventurous climbing experience in a unique location.

The following pages contain Access Fund comments. Please do not hesitate to contact me at the Access Fund office Tel: (303) 545 6772 x 104 if you have questions or require further information.

Sincerely,

Kathryn Pyke  
Interim Conservation Director

Enclosure

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DONATIONS TO THE ACCESS FUND ARE TAX DEDUCTIBLE  
THE ACCESS FUND, P.O. BOX 17010 BOULDER, CO 80308

(303) 545-6772 / (303) 545-6774 FAX



## Capitol Reef National Park - Draft General Management Plan

### Submission of comments by the Access Fund

#### 1. Support of Proposed Action and Alternative A

The Access Fund supports the proposed action and alternative A which emphasizes wilderness preservation and resource protection while still accommodating a variety of park uses and ensuring quality visitor experiences.

#### 2. Support of climbing as a recreation activity

The Access Fund welcomes the National Park's current and continued support of rock climbing within Capitol Reef. While the GMP identifies that use of the park by climbers is at relatively low levels, the park nonetheless has national significance to the climbing community and is recognized as providing a unique environment for climbing, with greater opportunities for solitude and adventure than are found in most other parks.

#### 3. Dialogue and partnership with climbing user group representatives

The Access Fund supports a national network of grassroots-level volunteers and climber contacts, called Regional Coordinators, who are available to work directly with public land managers on issues such as management planning, wildlife protection, restoration of degraded environments, trail maintenance and cooperation with the climbing community. The Access Fund recommends that our national office staff (Sam Davidson - Senior Policy Analyst or Kath Pyke - Conservation Director) be contacted if Capitol Reef ever determines that climbing presently or potentially conflicts with park management objectives. We will then be able to provide the current local Regional Coordinator contact in order to begin discussion over the issues. Experience has shown that by involving user groups in early discussion public support is far greater and leads to informed participation in management issues.

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#### 4. Seasonal wildlife closures of public areas to protect nesting raptors

The Access Fund supports climbing restrictions to protect nesting raptors with endangered status at over 90 climbing locations in the United States. Guidelines are available in the handbook '*Raptors and Climbers - Guidance for managing technical climbing to protect raptor nest sites*' (enclosed) drawing on the experience of resource managers from across the US. Should the need arise for Capitol Reef National Park Service to consider implementation of a seasonal closure the Access Fund recommend use of this document and contacting the Access Fund office.

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6/30/98  
Kathryn Pyke  
Conservation Director The Access Fund

BACK COUNTRY HORSEMEN  
of  
UTAH



P.O. BOX 13195 Ogden, Utah 84412-3195

Back Country Horseman of Utah  
Mountain Ridge Unit  
P.O. Box 81  
Riverton, UT 84065

Charles V. Lundy, Superintendent  
Capitol Reef National Park, HC 70  
P.O. Box 15  
Torrey, UT 84775

Dear Mr. Lundy:

Thank you for sending the draft Environmental Impact Statement/General Management Plan/ Development Concept Plan for Capitol Reef National Park to the Back Country Horseman of Utah for review and comments. It is well-conceived and appears to meet your stated purpose. As written, we agree that Alternate A is the preferred alternative.

On behalf of the Mountain Ridge Chapter of the Back Country Horseman of Utah, the following comments relate only to recreational use of saddle horses and pack animals within the park:

- Page 98, 6<sup>th</sup> paragraph states that "Trips with horses & pack animals are possible along several park roads & trails." In order for this to happen, vehicular turnouts and the proper signage along roads showing horses in the area need to be in place in order for this to safe.
- The document states that facilities will be available on a trial basis. What are the parameters of the trial? How will they be monitored.
- Will there be opportunity to expand equestrian use during the 15-year tenure of the plan if use and demand show a need?

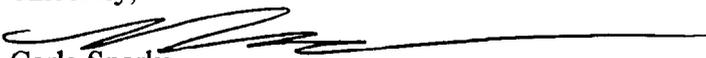
104

106

107

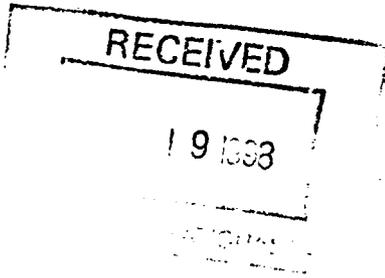
We commend the management of Capitol Reef National Park for recognizing the need and providing the equestrian use in this draft document. We hope we can continue working together for every ones benefit. Again, thanks for the opportunity to comment on this draft document.

Sincerely,

  
Carla Sparks  
Project Coordinator, State Rep, Mountain Ridge Unit



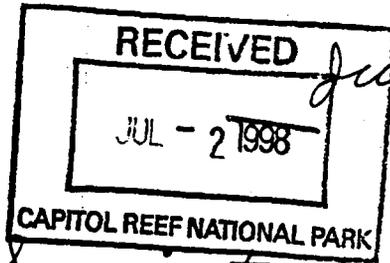
Dear Superintendent Lundy, 5/26/68



It is hoped that as you develop the general management plan for Capitol Reef National Park you support preserving the park's wilderness characteristics and maintaining Burr trail and other park roads in their current conditions and increase interpretive facilities in the Arunta Historic District.

Sincerely,  
Carl & Dolores  
Alsobrooks

A Mr. & Mrs. Carl Alsobrooks  
Hwy 22 Box 122 7668 CHAR TON RD.  
Johannesburg, MI 49751



Dear Superintendent,  
After reading the general management plan options for Capitol Reef National Park, Alternative A is the choice for meeting the needs for park protection, visitor appreciation and the preservation of such a wonderful natural place.

Thank you for the opportunity to help protect a park we love.

Sincerely,

Mary E. Andellian

22 May 1998

National Park Service  
Capital Reef Nat'l Park  
Troy, Utah 84775

I am a Senior Citizen, age 76,  
who has visited about 30 National  
Parks in the United States & Canada in  
the past 4 years.

I have appreciated the fine way  
the parks are maintained during my  
time at the parks. I travel with a  
5th wheel & generally stay 3-5 days  
at each park.

I think every effort should be taken  
to accomplish Goal Category II & II b.

I approve a combination of alternatives  
A & C. These goals to be achieved as  
time & money permits.

Park employees have been courteous and  
knowledgeable, and for the most part the public  
has taken care of our beautiful country.  
We must make every effort to keep  
it that way.

Sincerely

Keith A. Balaban  
Rt 2 Box 64  
Craigmont, Id.

120

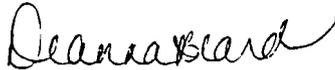
June 5, 1998

Capitol Reef NP  
HC-70  
Box 15  
Torrey UT 84775

Dear Mr. Lundy:

I am aware that Capitol Reef NP is developing its general management plan that will guide the park's management for the next two decades. I support preserving the park's wilderness characteristics, maintaining the Burr Trail and other park roads in their current condition, and increasing interpretive facilities in its Fruita Historic District.

Sincerely,

A handwritten signature in cursive script that reads "Deanna Beard".

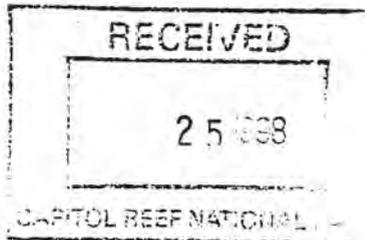
Deanna Beard

PLEASE SEND GMP TO:  
MR. FORREST BENNETT  
267 BEDFORD AVE  
WESTON, FL 33326

DEAR SUPERINTENDENT LUNDY, <sup>MAY 26, 1998</sup>  
IN THE LAST 15 YEARS, I'VE MADE MORE  
THAN A DOZEN TRIPS TO CAPITOL PEAK  
AND THE COLORADO PLATEAU. THE PARK  
AND SURROUNDING AREA IS A FRAGILE AND  
IRREPLACIBLE NATIONAL TREASURE.

I'M INTERESTED IN PRESERVING THE PARK  
TO ITS FULLEST AND WOULD LIKE TO  
RECEIVE THE DRAFT GENERAL MANAGEMENT  
PLAN (GMP), AVAILABLE NOW FOR  
PUBLIC COMMENT. PLEASE SEND TO ADDRESS BELOW.

IN DEVELOPING THIS PLAN, MAY I URGE YOU TO  
LIMIT BUILDING ADDITIONAL FACILITIES AND ROADS  
TO HELP PRESERVE THE PARKS WILDERNESS  
CHARACTERISTICS TO THEIR FULLEST. IN PARTICULAR  
I URGE YOU TO NOT PAVE ANY ADDITIONAL  
PORTIONS OF THE BURR TRAIL AS WAS  
DONE IN A STUNNINGLY MALICIOUS  
MANNER FROM BOULDER TO THE PARK  
BY SMALL MINDED, MISGUIDED LOCAL  
GOVERNMENT. IN OUR PARKS, LESS  
IS MORE. SINCERELY, ~~AL~~



Robert C. Berlo  
5150 Charlotte Way  
Livermore, CA 94550-3533  
22 June 1998

Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, UT 84775

Dear Superintendent:

Thank you for sending me a copy of the *Draft General Management Plan/ Development Concept Plan* for Capitol Reef National Park. I have studied the plan and offer the following comments for inclusion with other comments on the plan.

In summary, I favor Alternative B most of all. Alternative A would be my second choice. Alternative C would be my least favored choice. Some comments on the individual alternatives follow:

- Alternative A. As both a bicycle commuter and a motorist, I would not recommend a bicycle concession in the park. The roads are too narrow for bicycle safety, especially when recreational vehicles are present. (I do not favor any concessions within the park.)

- Alternative B. Even under this alternative, expansion of the Visitor Center may still be necessary to avoid excessive summer crowding.

- Alternative C. This alternative provides entirely too much development. Most other national parks in Utah are already extensively developed; not every park should be similarly developed, and Capitol Reef is a good choice for minimal development.

- Alternative D. This alternative appears to have too many negative impacts to be viable.

As a further comment, I would strongly recommend reducing as far as possible (better still, eliminating) grazing within the park. Introduced species are always to be disfavored in national parks and wilderness areas.

Thank you for giving me the opportunity to comment on this plan.

Sincerely,

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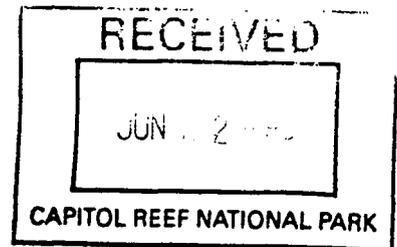
Dear Mr. Lundy,

We are writing to you concerning your park's general management plan which will guide how Capitol Reef will be managed over the next two decades. We hope that you will support as we do, the National Parks and Conservation Association's proposals which preserve the park's wilderness character, maintaining the Beech Trail and other existing roads in their current conditions and increasing interpretive facilities. We hope that you will support these proposals and we also request a copy of the management plan.

Sincerely,

Matt Carroll

Janneen Day



1717 Singletary Drive NE  
Albuquerque, NM 87112

June 20, 1998

Superintendent Charles Lundy  
Capitol Reef National Park  
HC-70  
Box 15  
Torrey, UT 84775

Dear Superintendent Lundy:

I am writing to express my support in preserving Capitol Reef park's wilderness characteristics, maintaining the Burr Trail and other park roads in their current condition, and increasing interpretive facilities in its Fruita Historic District.

Thank you.

Sincerely,

A handwritten signature in cursive script that reads "Ruth".

Ruth Connery

111 BOX 24  
Palmyra IL  
62674



Superintendent Charles Lundy  
Capitol Reef National Park  
HC-70, Box 15  
Torrey, UT 84775

We must take greater effort to protect the remaining natural areas of public land that contain so much of beauty and interest. Not only for we of the present but also, and more importantly, for all to follow. Preserve the naturalness of Capitol Reef National Park by forgoing additional roads, promoting public transportation, and improving interpretive facilities.

Wendell Funk

6 June '90

P.O. Box 750262  
Torrey, Utah 84775  
May 17, 1998

Superintendent  
Capitol Reef National Park  
Torrey, Utah 84775

Dear Chuck:

This letter is a direct response to the staff GMP meeting last month. As is always the case in a comprehensive document of that type there are things I agree with and things I do not agree with. It will always be that way. I doubt you agree with everything in the plan even though it is "your plan".

I would like to address two topics. The first is vehicle camping facilities in the Waterpocket District. I see this as falling under the "Visitor Opportunities" portion of the Preferred Alternative.

In 1972 Capitol Reef was a brand new National Park and changes had to be made. One really major change was land use practices in the Waterpocket and Cathedral Districts. They had been BLM land with camping allowed anywhere. Now, under Park Service domain, the rule was to be "Camp only in designated areas." Obviously, an area had to be designated. Management set two criteria for selection of that area: the campground must utilize an already existing road and the sites would simply be short pull-in sites off that road. No pull thru sites, no turn around area, no digging was to be done and no trees cut. The reasons given for using only those narrow criteria were that a Master Plan, as it was called in those days, had to be completed within five years. That planning process would determine the proper location for the campground so until then we were to be as "light on the land" as possible. During the planning process a study of traffic patterns was to be done, a study of visitor use patterns was to be done and other Park Service facilities and centers would be located. Selection of the campground site was to be part of a much larger comprehensive plan for the district. The site chosen in 1972 was to be temporary for five to seven years only.

It is now 1998, twenty six years later, and the campground is still at the 1972 site with no improvements. Much worse, as I see it, is the fact that a plan for the Park for the next fifteen to twenty years is about to be completed and there is still no mention of reasonably planned and located campground in the Waterpocket District. The 1972 site could stay for up to fifty years basically unchanged.

Even today, the campground is too small. On Friday morning of Easter week-end this year I was on patrol and drove up the four wheel drive portion of Upper Muley Twist wash. At eleven in the morning I found two vehicles parked in the wast about half way to the Strike Valley overlook parking area. Eight people had camped with tents and all the paraphernalia up on a bench beside the wash. I visited with them and answered questions then told the leader that they had an illegal camp and should use the

campground at Cedar Mesa in the future. He said, "Oh yes, we were there last evening and it was full". The resource damage done by that group was done because the campground is too small. How many times will resources be damaged for that same reason in the next twenty years? The negative side of my visitor contact was due to the campground being too small. How many more negative visitor contacts are we asking for over the next twenty years? Two week-ends later I was again on patrol. Some time after nine in the morning I got to Cedar Mesa campground and there was only one empty site. I suspect the campground was full that night and the people in the one site had moved on by the time I got there.

Cedar Mesa is a terrible location for a campground that is designed to serve the Waterpocket district. How many people will damage resources and illicit negative contacts by camping along or off of the Burr Trail road rather than drive all the way north to Cedar Mesa?

There is no question but what the highest traffic density in the District is right at the Burr Trail junction. The campground should be somewhere around there.

My opinion of the visitor use patterns for the Waterpocket district are as follows. There are five visitor destination areas that stand out. The northern most is the "Backbone" area - Burrow, Cottonwood, Sheets and Five mile washes. Next, Upper Muley Twist, then Middle Muley Twist, then Lower Muley Twist. Last is Halls Creek overlook. In my opinion the Backbone area is serviced by U-24 and the Headquarters campground. Few people would be interested in staying in any Waterpocket District Campground and hiking those washes. Upper, middle and lower Muley Twist visitors need a campground available. Halls Creek overlook might produce some small demand for a District campground but I don't see that much. The people can camp right there at the overlook. We are left with a demand centered around Muley Twist. In other words, from west of the Burr Trail switchback area to The Post.

I do not propose a fancy campground with pull-thru sites and such. I do suggest a well thought out campground of ten sites or so in an area where the site number could be increased to twelve or fifteen later, maybe even twenty in the more distant future.

The second topic I would like to address is unquestionably the essence of the "Preserve Resources" portion of the Preferred Alternative. Because it has so many angles the topic is difficult to address in a letter but I will try. That topic is boundary fencing in areas where we can already legally keep cattle out of the Park by putting up a fence. The topic is not mentioned in the plan at all. I do not doubt that it is in the mind of administrators and falls in some larger category that is included in the plan, but I believe it should be specifically addressed and separately worked on.

After talking with Keith I checked a map and find an absolute minimum of thirty-six miles of Park boundary that is now being crossed by cattle where we could legally keep them out. The number of miles will increase as present permits in the Park are phased out. I have not walked anywhere near all the present

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thirty-six miles of boundary but I have crossed that boundary at twelve or more places and have found cattle droppings, and tracks extending as much as two miles into the Park. How many acres are being illegally grazed? What is the cost in resource damage to the Park? How much money is spent in the name of "Resource Protection" at Capitol Reef National Park? Little pole fences are built, parking lots are delineated and barricaded to stop encroachment over time, Rangers admonish visitors who pull off the road and crush some grass rather than using a pull out or who drive their 4X4 off the road. The list goes on in large and small ways. We could get more resource protection per dollar by fencing out cattle.

The National Park Service has always fought or wrestled with its dual purpose of protecting the resource while allowing for public enjoyment. Here, for once, we have a chance to serve both purposes at the same time.

I left the Park Service in 1978 so have no idea about funding methods these days but many things do not change, only the names change. It used to be the Park had a "Base Budget", you could get money for special projects, certain functions (forest fires) were funded separately and so on. If the final number were eighty miles of boundary needing fencing to keep cattle out, it would take twenty years to complete the job at a rate of four miles of fence per year. By the time you build eighty miles of fence (across 173 or so washes) the maintenance costs are equal to the four miles per year. You need a "Base" increase to do the job. I would hope that specifying the job in the GMP would have a positive effect on that problem. Then again, what about outside sources? I understand that money is available for the purchase of grazing rights. The philosophy of the donor person or organization must be reduce or eliminate grazing in the Park. Buying fence would serve exactly the same purpose and there is no waiting. In fact, buying fence would have a higher chance of assuring that cattle stayed off the land.

Thank you for consideration of these two topics and for your efforts to "Preserve Resources and Visitor Opportunities" in Capitol Reef National Park.

Sincerely,

*Fred Goodsell*

Fred Goodsell

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6-27-98

Superintendent,

I have read the DEIS/EMP for Capitol Reef National Park and have a few comments. First let me state that my husband and I visit Capitol Reef on average two times a year. We have done so for almost a decade. We have witnessed the growth of the Torrey area and have enjoyed the surrounding areas. We are avid mountain bikers and hikers and camp out regularly. When we visit the park in late September we really enjoy picking fruit at the Orchards.

I prefer on the most part Alternative A. We have camped at the Fruita Campground and it was an enjoyable experience. We have not camped at the Cathedral or Cedar Mesa Campgrounds. More opportunities for biking would be a good idea. I think restricting bikes to the roads is hazardous and many opportunities exist for more trails to be established. I do not think a bike concession within the park is necessary. That can be handled by businesses in the gateway communities.

I do not like the idea of cows in the park. I realize the laws have been established but it definitely takes away from the park experience. I have personally witnessed the archaeological destruction from cows in Cedar Mesa. They have destroyed structures by lying against walls and trampling sites. I believe that barriers should be put up in sensitive areas. I realized that the fences would attract potential vandals to the sites but where are our priorities? Cows or archaeological sites, are cows more important than our cultural heritage? They also impact on riparian habitats in a most negative way.

I very much agree with the emphasis on retaining wilderness areas and minimizing human impact. I kept up to date on the controversy of "paving" the Burr Trail and how the county disregarded the Parks wishes.

The Visitor Center should be expanded. I am not too familiar with the employee housing situation here but am aware it has been an issue at various parks. I therefore cannot comment on whether residences within or outside the park would be preferred. I agree with increased staffing, ranger patrols and monitoring of archeological sites.

Thank you for sending me your DEIS/EMP. I feel better informed of future plans and the status of this Great Park.

Sincerely, Leslie Gustave-Vigil

*Time Schedule ??*

ALTERNATIVE CONCEPTS SUMMARY

	ALTERNATIVE A (Preferred Alternative) Preserve Resources and Visitor Opportunities	ALTERNATIVE B Naturalize and Restore	ALTERNATIVE C 1982 GMP	ALTERNATIVE D Maintain Visitor Services and Park Resources
<b>GENERAL CONCEPT</b>	Preserve and enhance the wilderness qualities of the park and protect cultural resources	Reduce the visual and physical effects of modern human development	Continue actions prescribed by the 1982 General Management Plan	Maintain visitor services and protect park resources at current levels
<b>VISITOR EXPERIENCE</b>				
Fruita campground	Retain current 71-site Fruita campground with no reduction or expansion (partial site expansion completed in 1986)	Remove Fruita campground	Fruita campground expanded by 29	Fruita campground retained
Backcountry campgrounds	Retain Cathedral and Cedar Mesa campgrounds	Eliminate Cathedral and Cedar Mesa campgrounds	Same as A	Same as A
Fruita trails	Expand and improve the trail system in Fruita and provide better handicap accessibility	Limited new trails in Fruita	New 2-mile loop in Fruita, new trail at Bitter Creek Divide, new routes to Sheets Gulch and Oak Creek	Same as B
Trail maintenance	Current trails maintained at higher levels	Current trails maintained at minimal levels	Pave heavily used trails	Same as B
Pleasant Creek trails	No formal trails or trailheads	Same as A	Formalize trailhead at Pleasant Creek	Same as A
Bicycle use	Explore options for accommodating bike use	No special provisions made for bike use	Not addressed	Same as B
New campgrounds	Explore options for RV camping sites for volunteers	No new campgrounds are proposed	New primitive campground near the park boundary on the Burr Trail; construct a 2-site equestrian camp and corral at Pleasant Creek	Same as B

*House and Buggy interpretative trail !!  
 prefer A*

*Newell E. HARWOOD*

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 127

DONALD G. HASENYAGER

235 KUUHOA PLACE

KAILUA, HAWAII 96734-2734

PHONE/FAX (808) 262-5069

June 30, 1998

Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, Ut 84775

My comments on the Draft General Management Plan/Development Concept Plan dated March 1998 follow.

First, congratulations on a well-organized comprehensive document and excellent use of the various maps, appendices and tables.

Alternative D clearly does not accomplish what I believe are basic needs, i.e., improving the trail system, exploring options for accomodating bike use, expanding significantly the visitor center and related parking, and considering alternative transportation systems for the Scenic Drive. It is no vision for future generations or for even the next decade.

Alternative B would do a good job of turning the clock back by restoring natural and historic conditions, but would be so visitor unfriendly for the bulk of park visitors that they would not return. Due to cut backs in access to various areas and no expansion of the visitor center, needed interpretive services, education, signage and general enjoyment of visits would be impaired. On balance, this alternative does not in my view do enough to solve the current problems and improve the visitor's experience in the Park.

Alternative C is better in my view than either D or B. The many visitor improvements are significant and welcome. They should be individually considered for addition to alternative A. However, as pointed out in the draft, this alternative did not address carrying capacity issues and would not implement the VERP procss.

Alternative A, overall, is a very comprehensive acceptable alternative which, if I had to choose, would be my first choice. I especially support the larger visitor center (and parking), maintaining current trails at higher levels, efforts to manage natural and cultural resources (including the Sleeping Rainbow Ranch plan) and increasing ranger patrols.

To make hiking on some trails more accessable, I would like to see parking at the trailheads of Burro Wash, Cottonwood Wash, Sheets Gulch, and Five-Mile WASH; a new dirt/gravel road from Burr Trail to the Upper Muley trailhead; and none of the road closings as in alternative B.

It is stated on page 23 of the plan that the development of hospitality-related businesses (e.g., motels) in neighboring communities makes it unnecessary for the National Park Service to provide such services. Allow me to suggest a "far out wild idea" that the establishment of a lodging concession (lodge/cabins and dining facility) inside the Park would be very desirable for many, many visitors. Surely suitable space could be located for such a facility in a park as large as Capitol Reef.

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For the mature/senior visitors who still enjoy lots of hiking but have given up camping, it is a great joy and feeling to be able to sleep inside a park, up close to the natural beauty and sounds of the park. Motels outside of parks simply do not provide the same feeling.

Personally, my wife and I always plan our National Park visits far in advance and mostly off-season so we can stay several days or longer in parks with lodging, such as Zion, Bryce Canyon, Death Valley, Grand Canyon, and others.

I appreciated being given this opportunity to comment.

*Donald H. Hasenmyer*

P.S.

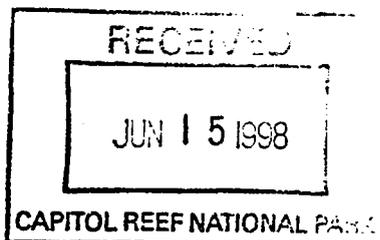
The following pages in the copy of the plan (appendix D) that I received are missing-the even numbered pages 212, 214, 216, 218, 220, 222, 224, 226, 228, 230, and 232. If feasible, I would appreciate being mailed these pages.

Supt. Charles Hundy  
Capitol Reef N.P.  
HC-70, Box 15  
Torrey, UT 84775

Dear Mr. Hundy,

I am writing you re: your general-  
management plan. I urge you to  
preserve the park's wilderness characteristics  
and to maintain the Burr Trail and other  
roads in their present state. This park  
is truly a geological wonder and deserves  
the best treatment.

Thank you,  
Helene Hawks



Dear Superintendent Jundy,

I am writing in reference to  
Capital Reef's general management plan.  
I support maintaining the park's  
natural landscape and inhabitants.  
As well I would like to see: <sup>①</sup> inter-  
pretive facilities in support of  
earth features + culture; <sup>②</sup> the  
Burr Trail and other roads kept  
in their current conditions.

Sincerely,

Heather Hefley  
(THANK YOU)

5/28/98

Date: \_\_\_\_\_

Living Unit: \_\_\_\_\_

Probation Officer: \_\_\_\_\_

Dear Superintendent Lundy,

Please support maintaining the  
Burr Trail and increasing interpretive facilities  
in its Fivita Historic District in the Park.  
Thanks you for your time,



JOEL HUMBLE  
19 E YOUNGER AVE  
SAN JOSE CA 95112 - 4917

5/28/98

Date: \_\_\_\_\_

Living Unit: \_\_\_\_\_

Probation Officer: \_\_\_\_\_

Dear Superintendent Lundy,

Please support maintaining the  
Bucc Frail and increasing interpretive facilities  
in its Fruta Historic District in the Park.  
Thank you for your time,



Ms. Patricia Jaime  
19 E. Younger Ave.  
San Jose, Ca 95112

New Address

1087 Cedar Avenue  
APT D  
Marysville, WA 98170  
May 21, 1998

OLD Address

P.O. Box 862  
Woodville, WA  
98072

The Superintendent, Capitol Reef  
National Park

Greetings:

I visit your park often for hiking  
and photography. It's my favorite  
UTAH - ARIZONA park.

As regards the General Manage-  
ment Plan, I strongly support  
Alternative A.

Alternative B to remove devel-  
opments C to add development  
and D for no action are  
all unacceptable in my  
point of view.

Sincerely,

Arlan Kronfus  
ARLAN KRONFUS

May 14<sup>th</sup> 1998

Please preserve  
The Capitol Reef National Park.

Sincerely,  
Pan Malley

**KEN MALONEY**  
**JULIE FORD-MALONEY**  
16222 Monterey Lane, #223  
Huntington Beach, CA 92649  
714 840-0273  
e-mail JFord29105@aol.com

May 11, 1998

Charles Lundy, Superintendent  
Capitol Reef National Park  
HC-70, Box 15  
Torrey, Utah 84775

Re: General Management Plan for Capitol Reef

Dear Superintendent Lundy:

As Utah lovers, we are most anxious that our public lands in that beautiful state be retained in as pristine a condition as possible. To that end, when formulating your general management plan, we recommend that you

- ◆ maintain the wilderness character of the park
- ◆ maintain the Burr Trail and other park roads in their current condition.

We wish you well in your efforts to serve both the public and the environment. Please know that, in our experience, most of the public wants the lands maintained and protected even if it means diminishing our access.

Sincerely, *Ken Maloney*

*Julie Ford-Maloney*  
Ken Maloney and Julie Ford-Maloney

**Stacey Lawrence Mandell  
8501 S.W. 82 Terrace  
Miami, Florida 33143**

June 7, 1998

Superintendent Charles Lundy  
Capitol Reef NP, HC-70  
Box 15  
Torrey, UT 84665

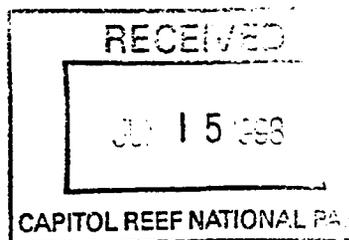
RE: NPCA's recommendations

I firmly support the National Parks and Conservation Associations recommendations to preserve the park's wilderness characteristics, maintaining the Burr Trail and other park roads in their current condition, and increasing interpretive facilities in its Fruita Historic District.

Sincerely,



Stacey Mandell



Terri Martin  
PO Box 8672  
Salt Lake City, UT 84158

June 26, 1998

Chuck Lundy  
Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, Utah 84775

RE: Comments on the draft EIS/General Management Plan/Development  
Concept Plan for Capitol Reef National Park, March 1998

Dear Chuck,

Thank you for the opportunity to submit comments on the draft EIS and General Management Plan/Development Concept Plan for Capitol Reef National Park. It is good to have this document out on the street. I hope the NPS will act expeditiously to finalize it.

The plan is for the most part well organized and well presented. It's great to see a clear statement and presentation right up front of the park's purpose and significance as well as its mission and goals. This format helps to make clear that the primary mission of the NPS at Capitol Reef is preservation of the park's natural, cultural, historic and scientific values and that this mission must be the primary driver for all decisions affecting the park.

I am also pleased with the overall direction of the plan. I guess I would sum up my main message to the NPS as "Leave it as it is," or better yet, "Restore it to how it was." Especially as the population and visitation levels of the Colorado Plateau continue to rapidly increase, the opportunity to experience the primitive values and solitude predominant in most areas of the park becomes increasingly precious. Please don't sacrifice it to accommodate the pressures of increasing visitation. You will end up with the special values of Capitol Reef greatly diminished. This plan seems to make a good first step: a commitment to leave existing roads, and campgrounds as they are or to remove and restore some areas. But your commitment to proceeding with a carrying capacity program such as VERP is critical. It is essential that you set in this plan a timeline for establishing the indicators and initiating the monitoring program which will trigger management action to address visitor use levels that may cause harm.

109

Kudos to the NPS for recognizing the changes and realizations that have occurred since the 1982 plan was prepared and adjusting your direction appropriately. The discussion on pages 8 and 9 is right on and very valuable.

Some specific comments include:

> As just noted, the plan needs to establish a time schedule for moving ahead with the VERP plan to make sure it doesn't languish. Your presentation of the growing visitation figures and expanding visitation season is very compelling. Make sure that there is something in the plan that holds the NPS's feet to the fire in carrying through with the initiatives you have so well started.

109

> The plan recognizes that the "sounds of nature" and "natural quiet" are significant and important resources at Capitol Reef. I encourage you however to expand and strengthen this point throughout the document. This is an important concern in light of the likelihood that the NPS will be directed to participate in the preparation of an aircraft overflight plan in the near future.

The value of natural quiet throughout the park (including the HW 24 corridor and the campground) and not just in the backcountry should be recognized. I have heard countless people say, for example, that when they drive down from Salt Lake City and pull into a HW 24 roadside exhibit or the campground and step out of their car that they are stunned and impressed by the level of quiet. It is a major factor in making them know and feel that they are in the special environment of Capitol Reef.

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For example, "natural quiet" should be added to the list of resources mentioned on the very first page of the plan (which is not numbered). It should also be elaborated on briefly in the "Park Purposes and Significance" section on page 19. You might want to review the language used on page 81 to describe "Noise" under the "Affected Environment" section to make sure it is not used to argue that aircraft overflight noise would be consistent with the existing experience along SR 24. (Aircraft overflight has a much wider zone of impact. Also just because intermittent automobile noise exists there doesn't justify the addition of more mechanized noise.)

Similarly, in describing the park zones, you should review your language regarding noise and quiet. The wording on page 31 describing natural quiet in the threshold zone and on page 32 in the rural developed zone might lead some to argue aircraft noise is compatible with the existing environment or values of these zones. It is not.

Finally, the plan should recognize the value of natural quiet or the ability to hear the sounds of nature in the historic district of Fruita. The plan gives a lot of attention to restoring and protecting the historic setting of Fruita. Part of this effort should include protecting the natural quiet and sounds of nature from modern day intrusions to the extent possible.

131

I also urge the NPS to ensure that concepts of "natural quiet" and the "sounds of nature" be incorporated into the park's interpretative program. I was very impressed a number of years ago when the NPS at Bryce began offering "night sky" walks/talks. I observed a noticeable increase in public awareness about this important and threatened resource as a result.

132

In summary, the plan needs to clearly recognize that the outstanding natural quiet and ability to hear the sounds of nature is a significant resource at Capitol Reef, and that the NPS's goal is to preserve and restore that resource wherever possible.

> Yes, yes, yes. Take every possible action to ensure that the Burr Trail remains a primitive but essentially all weather dirt road and is NOT graveled or paved or widened. Not only is the experience of the relatively primitive character of the Burr Trail an important and highly-valued experience for visitors. But also, the character of the Burr Trail is a major determining factor in the overall character and experience of the southern part of the park and the region that surrounds it. The designation of the Grand Staircase National Monument only underscores the value of the region's wild, remote, undisturbed and undeveloped character. Protecting the Burr Trail as a dirt road will play a major tool in preserving these qualities and ensuring that visitors will enjoy them for many generations to come. Please, please, please, hang tough on this one. Your vision will be appreciated by zillions for years to come.

Also, on a minor editing point, I would encourage you to rephrase your discussion of flash floods, rockfalls and landslides on page 15, second full paragraph in column one. People should expect encounters with nature when they come to a natural national park. In fact, that is precisely why most of them do come. While it may be inconvenient and even present some risk to be "delayed" by high water or road washouts, many people drive dirt roads seeking these kind of adventures and encounters. Even if they don't consciously seek them and might in fact express some trepidation at being "delayed" by such natural phenomena, it is precisely these experiences that form the heart of the stories they will tell for years to come about "that incredible weekend" in Capitol Reef. We shouldn't strive too

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hard to protect people from the encounters with the natural world they seek.

> Map 5: Although the text makes clear that the grey line on this map means to illustrate the Burr Trail as a "Dirt, All-Weather, passenger vehicle" road, it is hard to tell by looking whether it signifies "dirt" or "Hard surfaced." If there is any way to make this map clear, it should be done.

134

> Good discussion and guidance on RS 2477. The clear statement regarding NPS authority to regulate is appropriate here and necessary to give clear notice to any party interested in RS 2477 claims or management.

> The purpose and character and management of the scenic drive needs a little more exploration and discussion. I still scowl when I remember that the scenic drive was paved in 1988 without complying with the National Environmental Policy Act (NEPA) and completing an EA which would have assessed the purpose, alternatives, and impacts. (Even more outrageous in light of the fact that the 1982 GMP recommended leaving the scenic drive dirt!) It is more congested and possibly less safe today because it was paved. Please stay consistent with the philosophy inherent in the rest of the plan and think through how this road can be used as a management tool to provide for the kind of resource protection and visitor experience you want to provide elsewhere in the park.

For example, the number and type of cars on this road affect the number and expectations of people at trails and scenic attractions along and at the end of the road. Implementation of a shuttle system (similar to Zion) not only helps to reduce adverse impacts from cars along and at the end of the road, but also can help influence the number of and attitudes of people. (Especially if the shuttle offers an interpretative discussion on the way.) Any proposals to widen the scenic drive should be very carefully assessed and not simply adopted to "increase safety" or "reduce congestion" or accommodate greater numbers.

135

I think the road needs to be consistent with the experience of "going deeper into the park" and "exploring its less developed areas." One should feel that they are leaving the more crowded campground and visitor center area behind, and travelling into (not just over) the landscape of Capitol Reef. This suggests a relatively narrow road that is very sensitive to the landscape.

> The plan should recognize the NPS's authority to limit the kinds of vehicles on park roads if necessary to protect park resources or provide for a quality visitor experience. The

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statement on page 35 under "Road Corridor Zones" that "Bicycles and all licensed motor vehicles may travel on park roads" should be amended to recognize the NPS authority. For example, the NPS may, at some time, find it necessary to prohibit oversized recreational vehicles from driving the scenic drive, perhaps to provide safe passage for bicycles, perhaps to avoid congestion during high visitor use months.

136

> Dirt, all-weather, two-wheel drive road zone: P.37, under "Natural Resource Management." Why not say "preserved to the fullest extent possible" rather than the "most reasonable extent possible." What is "reasonable?" Who decides? Will it change from superintendent to superintendent?

137

> I remember when visitors had to discover the South Draw road on their own maps. I worry about how putting it so prominently on the plan map will increase use and lead to impacts or loss of solitude. The NPS needs to work with the USFS to identify the value, vision, purpose and role of this road and hopefully use it as a tool to protect the wild, remote character of the region it passes through.

138

> I know it makes for a long walk to Strike Valley Overlook, but I think the NPS should close the Upper Muley Twist wash bottom to vehicles. One is definitely driving "off road" and that's inappropriate in a national park. Also, for the many visitors walking to Strike Valley Overlook who are hoofing it up Muley Twist canyon because they only have a two wheel drive vehicle, the 4wds are obnoxious and definitely diminish the experience.

139

> The plan should include more discussion about the potential use of utility corridor B (Burr Trail). It should make clear that this corridor can be utilized only in a manner that does not impair park resources. It should allow for the use of this route only if other less environmentally alternatives don't exist. It should require the adoption of all possible mitigating measures to reduce impacts. If power lines are ever buried along this route, the plan should make clear that it is not the NPS's intention to utilize power to provide electric lights or other intrusive developments incompatible with the wilderness setting of the area of the park.

140

> Will the "disputed" state section overlapping the Burr Trail be traded out in the pending state-federal land exchange? It should be and the NPS should be doing everything it can to make sure it is.

141

> Under "Mission Statement and Goals," Mission Goal 1a, the words "in good condition" should be replaced with the word "unimpaired." The NPS's mission by statute is to preserve park resources and values unimpaired, not just in "good condition." These words could be used against you by entities with anti-park intentions.

> Mission Goal IIa: The overall goal of this mission statement seems to be to provide a high quality visitor experience which provides diverse opportunities for the visitor to learn about, appreciate, enjoy and be inspired by the park's resources in ways that are consistent with the protection of park resources. I'm not sure the actual Mission Statement captures this as well as it could. You might want to tinker with it. For example, I worry about stating the mission in the context of visitor satisfaction since visitor satisfaction is in part so dependent on the expectations visitors bring with them which may or may not be appropriate for the park experience. Your definition of appropriate recreational opportunities, however, is good.

142

> Mission Goal IIIb: My overall concern with partnerships is that they serve to protect or enhance the resource and/or to help provide for a quality visitor experience consistent with resource protection. The NPS should provide safeguards that partnerships do not in any way compromise these objectives, perhaps by providing partners with undo influence over park decision making.

> Mission Goal IVa: How about saying "best available" rather than "current" management?

143

> Boundary Adjustments and Land Protection: The plan makes an excellent statement on Page 42 regarding the NPS's intention to work with adjacent land management agencies toward developing complimentary land management practices and states the objectives of this effort. Under the "Boundary Adjustments and Land Protection" section, however, the NPS fails to take the next obvious step to follow through with those objectives. The NPS does briefly discuss three areas that have been identified in the past for potential inclusion in the park, noting that it is the NPS's intent to monitor management of these areas at this time. But the NPS should also identify areas outside the park which may or may not have been identified for potential addition, but which are integral to the park's environment and must be managed sensitively or park resources could be harmed. Two obvious examples which deserve discussion are the Beas Lewis Flats area on BLM land and the Impossible Peak area in Dixie National Forest. (NPCA has recommended both for potential addition to the park.) Both of these areas are important watershed lands for the

144

park, are habitat for wildlife that frequent the park, are integral to the scenic setting of Capitol Reef, and are utilized by many visitors as an integral extension of their recreational experience of Capitol Reef. The plan should identify these areas and discuss how their management could affect park resources. The plan should state NPS's intention to work with adjacent land management agencies to ensure that management of these areas is compatible with the protection of the resources and values of Capitol Reef National Park.

144

> Wilderness: Where is the description of the NPS's administrative wilderness designation and management plan for Capitol Reef National Park? Why isn't "Wilderness resources" discussed under the Affected Environment section and referenced in the zoning? The NPS has an important statutory obligation to manage the park's wilderness resources to protect their values, why is this not discussed in the plan?

145

> Doesn't it make more sense to wait on the proposal to expand the visitor center until the option of developing an interagency visitor center outside the park is explored and resolved? The idea of an interagency center, perhaps in Torrey, makes a lot of sense. The role and focus of this visitor center could change the role and focus of the visitor center in Capitol Reef. For example, if an interagency center provided information on the larger region, the park visitor center could focus more narrowly on the park. Perhaps then it would not need to be as large as recommended and the level of intrusion could be reduced. Furthermore, if the spending of federal dollars on expanding the visitor center in Capitol Reef might mean that money is not available for an interagency visitor center. This could mean that the park visitor center ends up serving de facto as the regional visitor center, putting more visitation pressure on the natural and historic values of Fruita.

146

> Bikes: Consider limiting the kinds of vehicles on the scenic drive, or the times vehicles can drive, rather than widening the road to accommodate unrestricted vehicle use and bicycles.

135

> Yikes! Do something to ensure that Capitol Reef doesn't become a mecca for commercial filmers. I think the Courthouse Towers trail in Arches is full of women in bathing suits or silky pantsuits half the times I want to walk it.

147

> I wholeheartedly support the proposal that the NPS assume management authority over day to day grazing practices. To the extent we have to live with grazing in the park, the NPS is the

best agency capable of ensuring it is practiced in the most environmentally sensitive manner possible.

> I support the decision to have no formal trails or trailheads at the Pleasant Creek area. However, the area needs desperately to be restored, it is so eroded and overgrown with tumbleweed.

> Small editing suggestion: On page 18, column two, bullet two, change "features" to "resources."

148

Thank you for considering my comments.

Sincerely,

A handwritten signature in black ink that reads "Terri Martin". The signature is written in a cursive, slightly slanted style. The first name "Terri" is written in a larger, more prominent script, and "Martin" follows in a similar but slightly smaller script. A long, horizontal flourish extends from the end of the signature.

Terri Martin  
PO Box 8672  
Salt Lake City, UT 84158  
801-583-4550

Author: amathis <amathis@etsc.net> at NP--INTERNET  
Date: 7/1/98 11:56 PM  
Priority: Normal  
TO: Whitney Kreiling at NP-CARE, CARE Superintendent at NP-CARE  
Subject: draft GMP comments

To GMP Team:

Generally, I support alternative A of the draft GMP/EIS. However, I have great concerns that geology, the park's primary resource as clearly stated in enabling legislations and as evidenced by the great wealth of geologic resources within the park, is not considered sufficiently both in the resource management sections and in the interpretive sections. Although the Fruita historic district does have some value, it's significance is much less than that of the geologic resources. Highlighting the interpretation and management of the Fruita district will take limited resources from the interpretation and management of the rest of the park, which is unacceptable. A geologist needs to be added to park staff. The park needs to be managed in a geo-ecological systems context, which the GMP does not sufficiently reflect, and the overemphasis on the Fruita Rural Historic District is out of line with the park's enabling legislation and the park's purpose and significance. Furthermore, I believe that it is a significant oversight of the General Management Planning Team that the word "geology" is not included in the Natural Resources Management Section of Alternative A. The park has several disturbed land/abandoned mineral land locations that need reclamation or stabilization; an unknown quantity of paleontological resources that need cataloging and monitoring; deposits of selenite and other minerals that are threatened by illegal commercial collecting within the park and that need protection; oil, gas, and other mineral development threats on adjacent lands that would be incompatible with the purpose of Capitol Reef National Park; geologic hazards such as unstable cliffs and slopes that need to be assessed and monitored and mitigated if necessary; and geological engineering issues with roads and trails. These issues are in addition to the baseline information on stratigraphy, structure, geomorphology, and geologic history that the park does not have fully documented. All these issues must be addressed to have an effective GMP and in order to properly manage the resources for which Capitol Reef was established. Additionally, water quality is directly related to geology and needs to be managed within a geo-hydrologic context.

149

In the park significance section, three of eight statements are purely geologic in nature. The alternatives listed in the plan should reflect the importance of geology to the park significance.

Additionally, if an analysis was done for visitation levels and size of educational outreach program to permanent interpretive staff, I believe that it would show that Capitol Reef is greatly understaffed in the interpretive division, and an even higher level of staffing is needed in interpretation than what is called for in the plan. The interpretive efforts should reflect the preponderance of the significance of the geologic resources to Capitol Reef National Park.

150

I support the protection of the backcountry and I support limiting the numbers of backcountry permits issued for higher use areas such as Pleasant Creek.

I believe that a bicycle concession within the park would be inappropriate with the character of the Scenic Drive and the Fruita district in which a concession would likely be operated.

121

If, at all possible, an aggressive attempt to buy out existing AUMs within the park should be undertaken. Areas that are grazed and trailed show ample evidence of degradation of the natural resources. Also, the GMP should address the importance of cryptobiotic soils to the desert ecosystem.

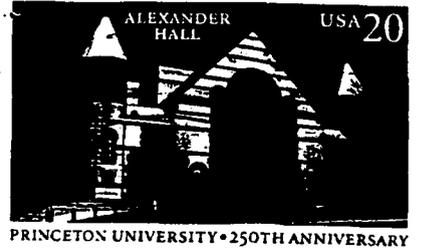
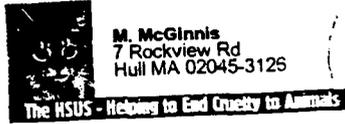
An accessible trail should be added outside of the Fruita historic district. It is unacceptable that only the historic district will be made accessible to disabled visitors when the primary significance of the park is geologic.

151

Thank you for your consideration of my comments.

Sincerely,

Allyson Mathis  
PO Box 234  
Des Moines NM 88418



SUPERINTENDENT CHARLES LUBY  
CAPITOL REEF NP  
HC-70, BOX 15  
TORREY, UT 84775

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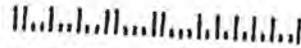
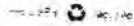
I am writing re the draft CMP for the park. I am in favor of preserving the park's wilderness characteristics, maintaining the Burm Trail & other park roads in their current condition, & increasing interpretive facilities in the Fronta Historic District.



Amy Mc Gonagle  
10907 Valley View Ave.  
Whittier, CA 90604



Superintendent Charles Lundy  
Capitol Reef National Park  
HC-70, Box 15  
Torrey, UT 84775

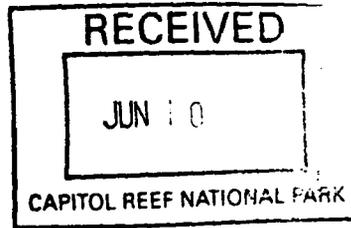


Dear Superintendent,  
when developing your general management plan, I urge you to follow the recommendations of NPCA: To preserve the park's wilderness characteristics, maintaining the Burr Trail and other park roads in their current condition, and increasing interpretive facilities in its Fruita Historic District.

Thank you,

Amy McGonagle

Supt. Charles V. Lundy  
USDS, NPS  
Capitol Reef National Park  
Torrey, Utah  
847750



June 8/98

Dear Mr. Lundy:

I have carefully reviewed the EIS which you recently forwarded to me.

On the whole, I find the preferred alternative a to most closely concur with my conception of what a National Park should encompass, i.e., maximum protection of habitat and resources while offering the widest possible use to the public - the ultimate owners.

I would like to offer the following comments:

1. My first concern is in regard to grazing in the Park. I am, of course, 100% opposed to any domestic animal grazing on Park lands anywhere. However, I am unfamiliar with the law or mandate making it legal to graze on National Park land. I find no particular reference as to why there is legal grazing, but I hope it is structured to cover existing grazing allotment permits only and that once a "willing seller" buyout of AUMs on grazing allotments is secured, such AUMs would be forever retired. This might eventually relieve the grazing problem with the exception of "school sections". They would present a more difficult problem than former BLM lands since school sections exist for the purpose of providing revenue to school districts. Presidential Proclamations 2246, 3249 or 3888 may be the basis for legal grazing on former BLM lands, but it is unclear if this is so.

2. My second concern is "Increased Visitor Impact on archaeological resources" Continued on-going consultations with concerned Native American tribes (as now being pursued) should be sufficient to care for these sites, provided their concerns are addressed and their suggestions heeded. I assume the Park will give top priority to Native American cultural concerns and any sacred lands that might exist within the Park boundaries. I am always concerned about vandalism of rock art and the illegal collection of artifacts.

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3. My third concern is that there is preservation of as much Wilderness as is possible. Toward this end, I favor maintaining the "Primitive zone" "asis" with travel limited to cross-country hiking or horseback on unimproved roads and trails. I would not want to see motorized vehicles of any kind in this area and airplane fly over curtailed. This would still leave large areas of the Park open to the general public with auto and wheelchair access to campgrounds and a number of scenic areas and trails.

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As a member of the Southern Utah Wilderness Alliance, I am very interested in both Capitol Reef and Escalante-Ancient House National Parks.

I would be interested in receiving information as to which alternative plan is finally accepted for management of this Park.

Thank you,  
Sincerely,  
Mrs. Rivian McNeese  
Box 1240  
Paco Robles, Ca. 93447-1240

---

Chicago, Thursday, June 18th, 1998.

Dear Mr. Sundry: Thank you for the copy of the Draft EIS on Capitol Reef. Alternative A seems to be the alternative to choose. One caveat: 71 campsites at Fruita might not be enough during peak visitation periods. Directing campers to available camp-

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sites outside the park leaves the campers with an impression that the facilities of the park are "lack-  
ing" - inadequate. Bad PR. Don't ask me why, but all we campers like a site within the park-boundaries! Crazy. Thanks again. And best wishes.

Sincerely, Bob Newgard.

154

CAPITOL REEF NATIONAL PARK  
GENERAL MANAGEMENT PLAN

RECEIVED

19 1998

COMMENT SHEET

Please provide comments below. Completed comment sheets can be turned in at the sign-up table at public meeting or mailed to: Superintendent, Capitol Reef National Park, HC 70, Box 15, Torrey, UT 84775.

My overall general opinion is that National Parks are for "All" the people and so in keeping with this my vote goes for option A or the preferred option as the best option to bring this opinion into focus. - However, if I could have achieved what I would like, I would select options from several of the plans to achieve what I would consider to be a better overall plan. I have tried to indicate these choices by highlighting them on the printed form you supplied - This is attached or enclosed.

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The one most disturbing overall concern in all the plans is the designation of General Land Use Management Zones - Map 5 wherein approximately 70% or more of the Park is set up for an estimated 10% of the now visitors and to be visitors of the park. This is way out of bounds as to what it should be to establish a Park for all of the people. As far as I can determine, I do not find this discrepancy to be anywhere indicated in the Presidential Decrees of Legislation and their purposes and History of beginning and additions and their purposes nor in any enabling legislation I am aware of.

I would remind you that the viewing by many eyes, the picture taking by thousands of cameras, the painting and writing by many pens nor the perceptions and impressions in the minds hearts of many people do not impact nor destroy what is there and will continue to be there through proper protection.

Achieving all these ends should be a goal of everyone - which leads to a philosophical conclusion - the plan is for a fifteen year duration - then comes into focus, that the only constant is change and the only consistency is inconsistency - the legislative process (Congress and supposedly the people) will continue to legislate and the bureaucracy (Federal Government

Name Sammy Newton - Sammy Newton

Organization(optional) \_\_\_\_\_

Address 184 North 1st West

City/State/Zip Bicknell, Utah 84715

employees in this case the Park Service) will continue to interpret and regulate and supposedly the best interests of all will be served

May 25, 1998

Superintendent Charles Lundy  
Capitol Reef NP  
HC-70  
Box 15  
Torrey, UT 84775

Dear Superintendent Lundy:

I am writing this to give my support to NPCA's recommended course of action for the Capitol Reef National Park. It is important to protect and care for this beautiful area properly, and the NPCA's recommendations will accomplish just that.

Thank you for your time.

Sincerely,

A handwritten signature in black ink, appearing to read 'Eleni O'Neill', with a long horizontal flourish extending to the right.

Eleni O'Neill  
3610 Auburn Blvd., #5  
Sacramento, CA 95821

May 4, 1998

Dear Superintendent, Capitol Reef N.P.:

I have hiked and back packed over the years throughout Capitol Reef National Park. I understand that the public expects some kind of development within their national parks otherwise they would not know what to do once they arrived there. Your "alternative B" is too vague for me to comment on. What existing developments would be removed? Many existing developments along highway 24 have historic significance and should not be removed. However, I would be opposed to the construction of any new buildings or roads or the paving of existing dirt roads such as the Notom Road going north/south along the Water-pocket fold or the portion of the Burr Trail that goes through national park lands. I do not understand the difference between alternatives A + D.

I have ordered a copy of the draft plan and hope that this will better explain the alternatives.

Sincerely,  
Catherine ~~Osley~~

National Park Service USDI  
Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, Utah 84775

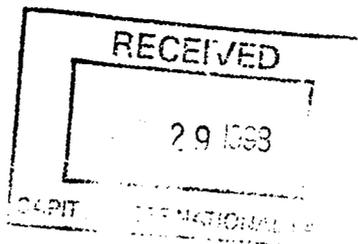
I have reviewed the Draft General Management plan dated March, 1998, and wish to make the following comments.

1. I. agree with alternative A as the preferred alternative.
2. Visitor Center expansion should receive special consideration, with a goal for completion set for the year 2002.
3. Grazing program should be managed by the park and preserved as part of the historical use of the park. This use has existed prior to the turn of the century and shows the pioneer way of life. Those visiting the park during the grazing season and during the cattle drives spend more time in the park to enjoy this way of life that is rapidly becoming extinct.
4. Government residences with the exception of emergency personnel housing which could be placed in an area not so visible to the visitors.

With these exceptions and additions i support alternative A as the course the park should take in the years to come.

Sincerely

  
Barlow W. Pace



Glenn Rame  
152 Bennoch Rd  
Orono, Maine 04473

Dear Mr. Jendry,

I have had the privilege to visit Capital Reef National Park 4 times over the past five years. On one of these trips I entered from the west and crossed the Waterpocket Fold on foot on a backpacking trip to the Henry's Fru Boulder. On another occasion I camped with my 5 year old daughter in the campground at Fruita for 3 days. Both trips were very different, but equally magical.

After reviewing your Alternative plans in some depth, I urge you to support Alternative A. I support wilderness and consider myself to be an active member of SUWA, but the visitor center is too small and the campground and groves at Fruita are special. There need to be some places like the Fruita area for people like my daughter to begin to experience the sometimes harsh desert landscapes.

I also support your assuming management of grazing. I can't imagine that you couldn't do a better job than the BLM.

Thank you and your staff for all of your work.

Sincerely,  
Glenn Rame

5-10-98

Super. Charles Lundy  
Capitol Reef N. Park

Dear Sir,

I request that in your  
general management plan for the  
park, that the wilderness  
characteristics be preserved.

The Burr Trail and rock roads  
should be maintained as is.

Interpretive facilities should  
be placed in the Fruita

Historical District.

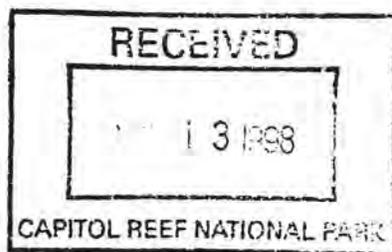
Sincerely,

Rosalind Reddick

49 Bluma Ln # 626

Watsonville

CA 95076



Ryan R. Rindo  
2400 Danbury Lane  
Hudson, OH 44236-1415

Superintendent  
Capitol Reef National Park  
HC 70 Box 15  
Torrey, UT 84775

June 25, 1998

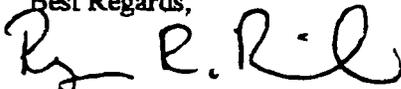
Dear Mr. Charles Lundy,

After review of the proposed 1998 GMP, I have found difficulty coming to a definite conclusion. I am a very conservative man and I believe that the park should be a preservation of our wildlife, not a vacation resort. Alternative "B" is my preferred alternative. Naturalize and restore, vegetation receiving more protection. I also agree with the removal of buildings and structures that would enhance the natural wildlife habitat. The area of primitive zone percentage must be increased also. The primitive visitor experience (pg. 28) is what a park is all about. I feel that is important in the experience of a National Park. Keep the rural developed zone to a minimum.

The proposed plan, Alternative "A" has some strong points also. I believe that campgrounds and other visitor opportunities should be retained, but not increased. Excluding buildings as mentioned in paragraph number one.

Alternative "B" is my preferred alternative. Thank you very much for your time and consideration. I hope to hear from you as to what the decision was. You can reach me by fax at (216) 656-5464 you can also reach me by phone at (330) 650-2013 or you can write to me.

Best Regards,



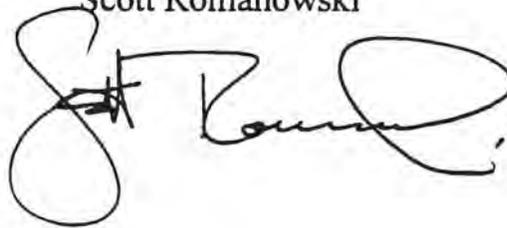
Ryan R. Rindo

Wednesday, May 06, 1998

Dear Superintendent Lundy,

I strongly support NPCA's recommendations for the GMP on Capital Reef National Park. I have been to this lovely park and also to Bryce and Zion. I fully believe that we should preserve the park's wilderness characteristics. This area of the country preserves beautiful unspoiled landscapes and should be kept this way for the future.

Thank you,  
Scott Romanowski

A handwritten signature in black ink, appearing to read "Scott Romanowski". The signature is stylized with large loops and a prominent initial "S".

By Facsimile

29 May 1998

Superintendent Charles Lundy  
Capitol Reef National Park  
HC-70, Box 15  
Torrey, UT 84775

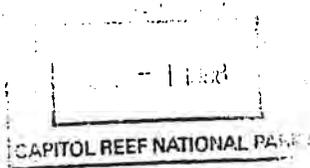
Dear Superintendent Lundy,

As the park develops its general management plan, which will guide park management for the next two decades, I write to express my support for preserving the park's wilderness characteristics, maintaining the Quail Trail and other park roads in their current condition, and increasing interpretive facilities in its Fruita Historic District.

Thank you for the opportunity to bring my views to your attention.

Yours sincerely,  
Robert F. Rutkowski

2527 Faxon Court  
Topeka, Kansas 66605-2086  
Fax: 1785 379-9671



5-28-98

Dear Sir,

I am interested in the Capitol Reef Parks in Utah. I would like to get a condensed copy of the General Management Plan (GMP). I support preserving the parks wilderness characteristics, maintaining the Beech Trail and other park roads in their current condition and increasing interpretive facilities in its Fruita Historic District.

Long term goals of preservation and supporting tourism is a good idea whose time has come.

There are not many places like this left across the U.S.

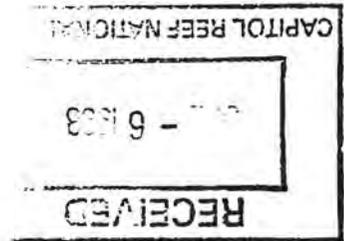
Thank you for your time,

Richard A. Sanders  
2631 McClintock  
B Hills MI 48302

R. Michael Engle  
Vicki L. Scott  
7158 Halibut Drive  
Nineveh, IN 46164

June 25, 1998

Superintendent Charles Lundy  
Capitol Reef NP  
HC -70 Box 15  
Torrey, UT 84775



Dear Superintendent Lundy:

We are writing to support NPCA's recommendations about the general management plan. NPCA supports preserving the park's wilderness characteristics, maintaining the Burr Trail and other park roads in their current condition as well as increasing interpretive facilities in its Fruita Historic district. We hope you will listen to and accept their input.

Thank you.

Sincerely,

*Vicki L. Scott*  
*R. Michael Engle*

To Charles Lundy, Supt

6-4-98

I strongly support preserving Capitol Reef's wilderness characteristics, maintaining the Burr Trail & other Park roads in their current condition & increasing the interpretive facilities in the Fruita Historic District.

Thank you.

Ursula Selyem



Ursula Selyem  
1757 Highland Blvd. Apt. 4  
Bozeman, MT 59715-7404

CAPITOL REEF NATIONAL PARK

Superintendent  
Capitol Reef National Park  
HC 70, Box 15  
Torrey, Utah 84775

June 29, 1998

Dear Sir:

Several years ago after the illness and death of a good friend, another friend and I took a camping trip in Utah. We wanted to get completely away from our normal lives and from the city. We went first to the parks at Zion and Bryce Canyon, where I had visited 20 years before. Stunned by the changes that had taken place there — the traffic jams and giant busloads of other visitors — we went on to Moab and to Arches National Park. Imagine our horror there! In desperation, we turned back and entered Capitol Reef National Park, where neither of us had ever been. We stayed the full remaining 10 days of our vacation, tent camping at Fruita, hiking in the threshold zone, driving for miles down the Notom Road. We wished we could stay forever.

I have read your Draft General Management Plan/Development Concept Plan with great interest and some mixed feelings. I am mostly persuaded that Alternative A would be the best course to take, except for the nagging feeling that by enlarging and improving the Fruita visitor center to accommodate the increased number of visitors, you will simply attract more visitors in a never-ending cycle of more visitors—more expansion—more visitors.

I'm sure you've thought of this, and perhaps Alternative A is the best compromise. I don't want to deny others, and particularly myself, access to the park — but I'd rather see it closed to visitors than turned into another traffic jam. No matter what plan you choose, I am completely in favor of preserving the primitive and semi-primitive zones to the utmost of our ability, even though I personally will never be able to see them.

I realize that this letter will probably arrive past your deadline and that in any case you may have been looking for less emotional, more reasoned responses to your draft plan. But I do just want to say how much I love Capitol Reef National Park, what comfort its beauty and silence have brought me both when I was there and in memory, and how I long to visit again. And I also want to thank you and your staff for your excellent stewardship, which is so evident on every page of the draft plan.

Sincerely,



Veronica Seyd  
18918 - 64th Avenue W  
Lynnwood, WA 98036

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June 12, 1998

Superintendent  
Capitol Reef National Park  
HC70, Box 15  
Torrey, Utah 84775



Dear Superintendent:

I appreciate the copy of the environmental impact draft et. al. that you sent to me. I did read most of it. It seems A is a compromise between radical alternative B or D. There are parts of each of those that bear consideration. In the case of B, the more natural the park remains, the better the experience of nature. Concrete and buildings and people don't belong in nature. On a realistic level, D must be considered, but keep the people in a tight, compact area for the most part. A scenic drive, visitor's center, bathrooms, campground, huge parking lots to include buses belong in an area that affords the "quick" tour-type visitor an experience but lets those who want to walk be able to get away from the noise and congestion. The further you walk the more quiet and natural area you get, but someone who walks 2 miles should be able to get a "natural" experience too.

Your orchards are unique and the campground is lovely with them there. It is a fine place to stay a while. Please keep it quiet. Prohibit generators. I quit camping in Zion a decade ago when the noise was intolerable all day long. Let them use campgrounds outside the park or let them experience the park on its terms, heat included.

All concessions, including bicycle rentals, should be outside the park.

I have included pages from the study with my opinions circled.

When I grew up in Utah, I had wild places to visit where I met nature on its own terms and to enjoy it I only had to be there. You don't need guides, lectures, paving, concessions, or too many signs, just a few so you don't get lost or exceed your abilities but *not so the experience is lost in the attempt to give value to that which should be evident by just being present.*

Yours truly,

MaryAnne Smith  
657 South 1300 East  
Salt Lake City, Utah 84102

Incl. pages from study

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Superintendent Charles Lundy  
Capitol Reef NP  
H-C-70, Box 15  
Torrey, UT 84775

Laura Spadone  
2251 Rogene Dr, Apt. 104  
Baltimore, MD 21209

May 14, 1998

Dear Superintendent Lundy,

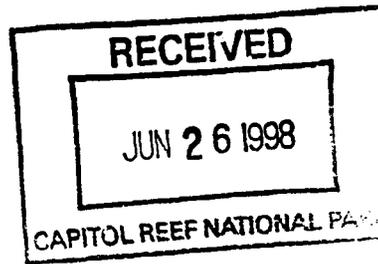
I am writing with regard to Capitol Reef National Park. As the park is developing its general management plan for the next two decades, please consider the recommendations proposed by National Parks and Conservation Association (N.P.C.A.).

N.P.C.A. supports preserving Capitol Reef's wilderness characteristics, maintaining the Burr Trail and other park roads in their current condition, and increasing interpretive facilities at Fruita Historical District.

Thank you for your attention to this matter. Please support N.P.C.A.'s recommendations in an effort to preserve Capitol Reef's unspoiled landscape.

Sincerely yours,

Laura Spadone



June 21, 1998

Charles Lundy  
Superintendent  
Capitol Reef National Park  
HC-70, Box 15  
Torrey, UT 84775

Dear Superintendent Lundy:

Please strongly support preserving Capitol Reef National Park's magnificent wilderness characteristics, maintaining the Burr Trail and other park roads in their current condition, and increasing interpretive facilities in the Fruita Historic District in connection with the new Park General Management Plan (GMP).

In addition, please support the GMP recommendations of the National Parks and Conservation Association.

Thank you very much for your consideration.

Sincerely,

A handwritten signature in dark ink, appearing to read "Richard Spotts".

Richard Spotts

Route 1, Box 66BB  
Ashland, WI 54806

CAPITOL REEF NATIONAL PARK  
GENERAL MANAGEMENT PLAN

COMMENT SHEET

Please provide comments below. Completed comment sheets can be turned in at the sign up table at public meeting or mailed to: Superintendent, Capitol Reef National Park, HC 70, Box 15, Torrey, UT 84775.

I would like to voice my support of the preferred plan developed by the staff at Capitol Reef. I do however have some concerns about the "how's" these objectives will be met. Considering the increased visitation which has been personally observed over the past 20 yrs (5 yrs particularly) I would like to see some control of the use of the major accessible washes (Grand, Pleasant etc.) I am strongly in favor of a shuttle service on the scenic drive. It is a proactive step but will do several things that will increase the quality of visitation as well as preserve the natural aspects of these high use areas! There are few reasons why everyone needs their own cars - parking becomes a problem - off-road travel, safety. I would really like to see this be a priority - you're doing a great job - if you come up with some GNAT control - you'd be heroes!

This is a treasure. Your plan not acknowledges this, but includes management to preserve the quality of this park. More is NOT better. More visitation is NOT better. ~~more~~ you seem to have met a pretty good balance. — Keep RV's off the roads!!!

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Name Renee Van Buren  
Organization (optional) \_\_\_\_\_  
Address 127 N. 1120 E.  
City/State/Zip Spanish Fork, UT 84660



# THE NAVAJO NATION

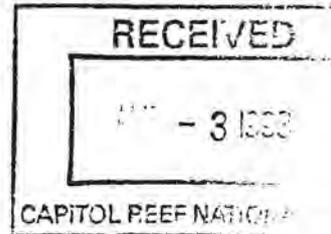
P.O. BOX 9000 • WINDOW ROCK, ARIZONA 86515 • TEL. (520) 871-6353 • FAX (520) 871-4025

1100

MILTON BLUEHOUSE  
PRESIDENT

July 29, 1998

Charles V. Lundy, Superintendent  
NPS-Capitol Reef National Park  
HC 70, Box 15  
Torrey, Utah 84775



Dear Mr. Lundy:

First, let me apologize for my late response to your request for Navajo Nation review and comment on the "draft environmental impact statement, general management plan, development concept plan for Capitol Reef National Park--Utah." Public comments were due by July 1, 1998. I spoke with Ms. Lee Kreutzer on the phone Thursday, July 16, 1998 and expressed that the Navajo Nation had some very minor concerns. These concerns have probably been addressed in other comments received by the Park Service, but nonetheless, herewith are our concerns.

The draft plan "presents four alternatives for the management, use, and development of Capitol Reef National park over the next 15 years" (p. i). The Preferred Alternative is "A" which would protect "exceptional resources" while at the same time improving the visitor experience, and enhancing the wilderness quality of certain portions of the park. The Navajo Nation has considered all four alternatives and will support the selection of the preferred alternative "A." While the original purpose of the park is to protect the spectacular geologic features, the cultural resources present within the park contribute to the significance of the park, and we are delighted that the park is making a sincere effort to protect and preserve these resources (p. 20), pursuant to other existing federal cultural resources legislation. The park has made a faithful effort to consult Native American communities on the management of the cultural and natural resources of the park. The visitor trends summarized on pages 9-13 suggest an increase in visitors who are looking for a quality cultural and wilderness experience. The elements of the preferred alternative would met the expectations of the visitor at the same time preserving and enhancing the unique qualities of the park. Below is a listing of some specific concerns.

p. 16, under bullet three (3), NAGPRA. In addition to "certain classes of museum objects" insert "human remains." Museum objects seems to suggest only archaeological artifacts, i.e. pots, lithics, sandals, etc.

I would also suggest the addition of Executive Order 130007 of May 24, 1996 "Indian Sacred Sites" in this section. I believe you make reference to this E.O. later on in the text. The draft planning document mentions that certain "topographic features" are important to Native Americans (p. 20), and including this E.O. would further demonstrate the park's commitment to working with Native American communities. The E.O. directs federal agencies to accommodate Native American access to sacred sites on federal lands where appropriate and consistent with agency functions. I'm sure you have a copy of this E.O. and I will not discuss it in detail here.

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- p. 40. A general comment is warranted here. The Park Service divides the park into several zones: Primitive, Semi-Primitive, Threshold, Rural Development, Utility Corridor Road Corridor, and these designations are for management purposes. However, Native American use areas (cultural resources) may be present in any of these zones, and may consist of mineral and plant gathering areas, offering places, etc. Management and interpretation strategies for cultural resources would be different in each zone, and for each alternative. Further consultation with native peoples would provide some direction on the interpretation of all resources at these various levels. For instance, native peoples would provide valuable input into the interpretation of the archaeology of the park, or the identification or use of the flora and fauna of the park. Native American viewpoints, as well as other past users of the park (i.e. Mormon settlers), must be incorporated into the park's interpretative material.
- p. 65. Archeological Monitoring. In the four alternatives the Park Service must consider the impacts of monitoring on cultural resources, especially on those resources that are in danger of complete deterioration. Often times, monitoring of sites leads to direct impacts created by human activities (i.e. establishment of foot trails which may lead to severe erosion). The Park Service must consider closing off public access to sites in danger of being lost, in addition to taking a careful approach to monitoring sites.
- p. 66. Fee Stations. I'm not quite sure what your policy is in regards to the payment of fees to access cultural resources for ceremonial/religious purposes, but given our right to worship, as guaranteed by the U.S. Constitution and various federal policies, Native Americans should not pay fees to practice their age-old ceremonial traditions. The management plan must specifically address this issue. Related to this issue is the issuance of permits to collect minerals and plants within the park boundaries. Does the park require permits for collection of minerals and plants, and if so, does it require fees? Again this issue must be addressed in the management plan. Further consultation with associated native communities should identify which species are collected within the park's boundaries.
- p. 83. Late Prehistoric/Historic Periods. In general, there is practically no documentation of the Navajo presence on what is now Capitol Reef National Park. There is sparse documentation of the Henry Mountains, *Dził bízhi' ádinii* (Nameless Mountains), and the Kaiparowits Plateau, *Dził binii' ígai* (White Faced Mountains). These two "mountain ranges" have associated with them unspecified Navajo ceremonial stories which forms an 'earth figure' that also incorporates the Manti-LaSal Forests, Ute Mountain, and Mesa Verde. Given this information, we suspect that there is some undocumented historical Navajo oral tradition in existence among certain Navajo communities that directly relates to Capital Reef National Park. The collection of such ethnographic information is beyond the scope of this project. The park has made a commitment to consult with the Navajo Nation regarding virtually all aspects of the management of the park, and we expect to work with the park on many issues facing the park.
- p. 86. Ethnographic Resources. Some Navajo's are descendents of the Anasazi; it is not just a claim. Over 60 clans, *dóone'é*, comprise the Navajo tribe and about a quarter of them trace direct ancestry to the Anasazi or to proto-historic puebloan groups. In addition, many Navajo

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ceremonies center around Anasazi archaeological sites while they were still occupied, such as those on Mesa Verde and in Chaco Canyon. Further consultation with the Navajo Nation will reveal more information regarding this issue. In addition, to the Anasazi/Navajo issue, I would suggest reviewing Robert McPherson's two books *The Northern Navajo Frontier* (1988, UNM Press) and *Sacred Places, Sacred View* (1992, UNM) for a partial overview of the Navajo presence in what is now southern Utah.

- p. 107. Natural Resources. The Park Service may consider the collection of plants within the park's boundaries by native peoples for ceremonial/personal use to be a significant impact to the park's resources. Some of these plants collected by native people may be Threatened and Endangered Species. The current studies to identify the park's resources and any impacts on these resources must have the involvement of native peoples. All southwestern Indian tribes depend on the natural environment to collect materials for ceremonial and daily use, as they have been doing for countless generations. The Park Service must consult with the Indian communities to ensure they are not unnecessarily restricting access and use of natural resources by native peoples. Furthermore, the Navajo Nation generally supports the preservation of the natural environment and efforts to lessen the impacts of unnecessary human activity. The selection of the final preferred alternatives must consider the impacts to native communities and their collection activities. The issues identified here must be discussed and addressed in the park's Resource Management Plan. 161
- p. 108. Cultural Resources. The current cultural resources studies should integrate the identification of Traditional Cultural Properties (TCPs) into the ongoing work. Natural topographic features, plant and mineral gathering areas, etc. are some of the most important resources to native communities, and therefore must be identified and managed under existing cultural resources legislation. 162
- p. 110. Ethnographic Resources. It is my understanding that the ethnographic assessment of Capitol Reef is being conducted by Rose Mary Sucec of the Inter-Mountain Regional Systems Support Office. I am assuming the "assessment" will consist of reviewing the published and available literature. As I have stated earlier, and as identified in the draft plan, there is very little documentation of the Navajos' use of Capitol Reef and this lack of documentation will certainly affect the interpretation of the relationship between the park and the Navajo people. I would urge the Park Service to undertake a more thorough ethnographic study that centers on face-to-face consultation with native communities. It is only through active interaction between the Park Service and native communities that we will build a cooperative relationship. 163
- p. 111. There should be some discussion of the applicability of NAGPRA on the park's collection. It occurs to me that there is very little discussion in the draft plan on the park's responsibility pursuant to NAGPRA. NAGPRA is a public and sensitive process and can very easily effect certain operations and activities of the park. Perhaps the park can provide an update on its compliance with NAPGRA for all parties involved in the planning process. 164
- p. 113. Interpretative Services. The interpretation programs of Capital Reef must have the input of Native Americans, especially when they present information on the prehistoric occupation of the park and the current uses of the park by modern-day native communities. I certainly do not need 165

to expound on the importance of interpretative programs, but as we (native communities) are often subject to interpretation by the Park Service at its park units, it is only proper native communities be involved in all aspects and stages of interpretation (text, exhibit presentation, graphics, etc.) In addition to the interpretative programs through the printed media, Capital Reef should work with native communities to educate the park's rangers on issues important to native communities. Perhaps, the Park Service's regional support office can organize a region wide ranger's training conference where local concerned native communities present issues of importance to them. It would give the interpretative rangers an excellent opportunity to interact with the native peoples and to educate themselves on specific issues.

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I don't have any comments or pressing concerns on the remainder of the draft plan. I certainly appreciate the opportunity to review and comment on the draft plan. Once again, I apologize for the late submittal of my comments. I look forward to working with you and your staff on the development of the final operating plan for Capital Reef National Park. Should you have any questions or concerns, please do not hesitate to contact me.

Sincerely,



Richard M. Begay, Program Manager  
Historic Preservation Department (HPD)  
Traditional Culture Program  
P.O. Box 4950  
Window Rock, Arizona 86515  
Tel: (520) 871-7146 Fax: (520) 871-7886

TCP 98-154

xc: Chrono  
Consultation files- NPS  
L. Kreuzer, Capital Reef National Park (NPS)  
D. Ruppert, Inter-Mountain Systems Support Office (NPS)  
R. Sucec, Inter-Mountain Systems Support Office (NPS)

## **NPS RESPONSES TO PUBLIC COMMENTS**

1. The section entitled “Discussion of Impact Topics” (page 106) identifies the thresholds, as suggested in this comment. The thresholds for water and air were modified to reflect compliance with applicable public laws.
2. Developing a Water Resource Management Plan is a component of the park’s current Resource Management Plan that has not been funded. The park will continue to seek funding to develop that plan and will invite EPA to assist in the planning effort.
3. The proposed alternative recommends increased interagency cooperation to improve ecosystem management. The suggested coordination on developing water quality parameters and studies is a good example of the type of project encouraged under Alternative A.
4. The GMP discusses the requirement for the park to follow all laws and executive orders, including the Clean Water and Clean Air Acts (page 18). The GMP gives overall guidance in direction of park management and does not discuss in-depth, specific program management. These will be addressed when specific program management plans are updated during implementation of the new GMP.
5. The proposed alternative recommends increasing air monitoring in the park. This would be part of a coordinated effort with other regional sites and the NPS Air Resources Division. Once the GMP is approved, an updated Resource Management Plan will include proposals for implementing an air station.
6. The park tracks all proposed oil and gas sales or leases on adjacent lands. Tracking will continue under the proposed alternative, in cooperation with neighboring land management agencies.
7. All chemicals regulated by the Federal Insecticide, Fungicide, and Rodenticide Act are used according to EPA-approved label requirements. Therefore, there should not be any impacts to water resources. Yes, the proposed alternative includes a water monitoring component (see pages 42-43).
8. All trails not specifically listed in the compendium as closed to horses and pack animals are open for their use. Horse use is permitted on hundreds of acres of open land and routes within the semi-primitive zone and other zones.
9. This section of the compendium refers to parties camping in permitted locations outside the equestrian staging area --e.g., in a canyon.
10. VERP (Visitor Experience & Resource Protection) monitoring will take into account visitors’ sociological perspectives as well as natural and cultural resource monitoring. There is no reason to suspect that particular biases exist toward “minority” recreational

uses such as horseback riding, rock climbing, or biking. The visitor experience monitoring is weighed in combination with resources monitoring.

11. Proposals for other sites were considered and rejected during the formulation of the proposed alternative and establishment of the equestrian staging area.
12. There is no intent to eliminate recreational use of pack and saddle stock. VERP monitoring will determine management actions.
13. The General Management Plan is consistent with the NPS Organic Act, Capitol Reef's enabling statute, and other applicable law. It is beyond the scope of this plan to make administrative determinations about asserted rights-of-way. To the extent such rights are found to be valid, they will certainly be respected, consistent with applicable law. The National Park Service has a legitimate role to play in balancing the exercise of valid existing rights with the protection of park resources. Written input was received from Garfield County and others on those issues. The plan identifies locations of roads and trails within the park's boundaries, and discusses the respective roles of the National Park Service and neighboring jurisdictions in managing these roads and trails.
14. Currently, the park assumes the full burden of waste collection and disposal for facilities within park boundaries. Adjacent land management agencies assume responsibility for waste collection and disposal for facilities within their jurisdiction.
15. The plan is consistent with its utilization of federal law and in assessing the appropriate relationship of applicable federal law to other jurisdictions and to state law. Additionally, the planning process assures that all stakeholders were provided an opportunity to comment throughout the process. Many stakeholders, including Garfield County, provided significant input regarding issues important to them.
16. The plan recognizes that visitation has increased 127%. The increase in visitation has occurred primarily in the Fremont River District, located along the SR 24 corridor and the Scenic Drive. The park retains proprietary jurisdiction and recognizes, under this category of jurisdiction, that Emery, Sevier, Wayne and Garfield counties share responsibility with the park for law enforcement related activities. At this time, the park supplies all emergency services such as search and rescue and emergency medical services, for incidents that occur within park boundaries.
17. Thank you for your comment concerning the outcome of Alternative B. Alternative B is the most stringent of the four alternatives in preserving and protecting park resources for future generations.
18. Map numbers 2, 3 and 5 identify all roads located within the park open to vehicle traffic. Map numbers 3 and 5 included keys identifying these roads as paved, dirt, high clearance two-wheel drive, and four-wheel drive.
19. Comment noted. This map accurately represents the park's understanding of the status

of this section.

20. The statements on page 8 are based on public comment submitted during the initial stage of VERP-related data gathering, on park trail registers, and in response to newsletters distributed during this GMP process. These comments largely favored retaining the park's backcountry in its present, undeveloped condition. The position also coincides with National Park Service philosophy, mission, and mandates.
21. The 1982 General Management Plan did not alter solitude in remote and wilderness areas because its South District development proposals were not implemented. There are proposals in that plan that would adversely affect those qualities.
22. The implications of these trends are summarized on page 13. As noted (pages 30-33) most visitation occurs in the rural developed and threshold zones. The National Park Service concurs that limited development is needed in those zones (consistent with NHPA and after appropriate NEPA analysis) to accommodate growing visitation there. See the Alternatives Concepts Summary matrix, pages 62-68, for a complete list of proposed improvements; see also pages 44-46. Visitation to other zones remains minimal; hence, such improvements are not necessary or desirable in those zones.
23. National Park Service planning efforts are not driven by potential business opportunities, but by resource protection and visitor service needs. Developments in the park's backcountry would economically compete with and detract from established commercial activities, and would be harmful to irreplaceable resources.
24. Safety issues relevant to the Purpose and Need section are discussed on pages 14 and 15.
25. Improvements to roads and trails within the park will not occur unless specifically authorized by the National Park Service. Prior to granting authorization for any improvements to roads and trails within the park, the National Park Service has a duty and an obligation to comply with all applicable laws, including those federal laws requiring completion of federal compliance documents and providing for public review. This procedure provides, among other things, the NPS an opportunity to ensure that any proposed improvement would not be detrimental to the park's purposes, values, and management goals. This procedure also provides the NPS an opportunity to ensure that the NPS grant of authorization is in compliance with the law, including the National Environmental Policy Act. Further, it is not a management goal of the NPS to have the Burr Trail or Notom road segments within the park paved.
26. The outcome of the Burr Trail litigation currently before the Federal District Court may have some effect on the park's General Management Plan. The National Park Service will evaluate those results and make determinations regarding its influence on the GMP, should it become appropriate and necessary to do so.
27. Changes in adjacent land use which have added to the need for a new GMP are

adequately described in this section. Issues raised in this comment are not germane to this section.

28. Development of this GMP has included consultation with local governments from the very beginning. Wayne and Garfield Counties, along with representatives of other agencies and organizations, were prominent participants in a series of public scoping workshops, briefing sessions, and meetings since the process began. The comments of all participants and reviewers have been considered in development of this general management plan. Likewise, local management plans, when available, have also been consulted.
29. Comment noted.
30. The National Park Service routinely seeks to work cooperatively with neighboring jurisdictions or groups. The park's responsibility under the law to protect resources unimpaired for future generations has remained unchanged over time.
31. These mission goals were developed by the NPS for guidance purposes and are not meant to include all possible sources of funding.
32. The quality of roads accessing trailheads for trips into the primitive zone varies; road quality ranges from graded dirt roads (such as the Burr Trail) to extremely rough four-wheel drive roads (such as the South Draw road). As a general rule, standard sedan-type passenger vehicles are unsuited for use on these roads.
33. SR 24 is not located in the threshold zone. It is located in the State Highway (SR 24) road corridor zone. See Map 5, General Land Use Management Zones. See also comment responses #13 and #25.
34. Road corridor zones are separate and distinct from other defined zones, and are treated accordingly. They are not superimposed over or part of adjacent zones. Determination of right-of-way widths is a complicated issue with ongoing legal implications. See also comment responses #13 and #26.
35. The plan seeks to use terminology familiar to the average reader which does not necessarily reflect Federal Highway Administration classification. See also comment responses #13 and #26.
36. The plan is consistent with its application of federal law and other statutes touching on those issues. The National Park Service is obligated to preserve Capitol Reef's resources and natural qualities, and will work in cooperation with other agencies to meet that responsibility.

Park managers see no conflict or inconsistency between their efforts to preserve natural qualities and their opposition to paving remote, little-used park roads. The small

amount of dust generated by sparse traffic on a few roads within a park of this size is not a significant source of air pollution. It does not justify incurring the other adverse impacts that would result from paving those roads.

37. Under the preferred alternative, the National Park Service does not propose to close any roads to protect cultural resources. Resource management actions proposed as a result of VERP indicators would not entail road closures.

Some resources are indeed becoming more well-known. This plan does not avoid discussion of interpretive development, but evaluates and rejects the development of new backcountry interpretive centers. (see pages 145-158).

38. The cited paragraph in the text of this document (page 44, paragraph 6) specifies that all appropriate ethnographic communities, including the local Mormon community, will be consulted in regard to resource management. See Appendix C for an example of the effort that has been made in this regard. If the NPS becomes aware of other interested groups, we will make every effort to consult with these groups.
39. Potential locations of new park entrance fee stations would indeed be given careful consideration. The National Park Service will coordinate with other government entities and groups regarding where such stations might be placed.
40. There is no intent to prohibit bicyclists from using recognized county roads and highways. The text cited proposes to enhance biking opportunities rather than restrict them.
41. Retrieval and disposal of solid and human waste products within the park are conducted by park staff at park expense. The park has not encountered a need for new facilities anywhere in the park to accommodate these activities, which are currently operated out of the park.
42. This paragraph reflects ongoing discussions regarding an area of mutual interest with UDOT. Development of similar agreements with applicable county governments may also be desirable as circumstances warrant.
43. Revegetation of roadsides would be consistent with the theme of that alternative. While Alternative B is not the preferred proposal, it is the intent of the National Park Service to work cooperatively with any other agencies that may be affected by work in the road corridor zone. See also comment response #73.
44. Alternative C is not the preferred because of its significant adverse impacts on park resources, particularly in the Waterpocket District. Further, the National Park Service sees no reason to pursue development in other areas when the major focus of visitor use continues to be in the Fruita area.

45. Any access issues that arise concerning parking areas on existing roads will be resolved cooperatively with the appropriate agencies and governments. It is not necessary to specify consultation procedures in this document.
46. Full implementation of the 1982 GMP would result in the creation of new roads, new campgrounds, a small maintenance yard, and a visitor contact station in the Burr Trail corridor. The need to maintain these new roads and facilities would vastly increase the amount of infrastructure maintenance required in the Burr Trail corridor. In addition to increased operating costs, these proposals would result in significant impacts to natural and cultural resources.
47. The comment addresses statements contained in the 1982 GMP as currently embodied in alternative C. The analysis and conclusions represented in the paragraph are consistent with current NPS analysis.
48. Alternative C is not the preferred alternative. The park does not propose improvements for roads outside its boundaries, but would work cooperatively with neighboring agencies if such a project was deemed necessary.
49. The comment is unrelated to this section, which only deals with school sections. Discussion of other existing rights-of-way is not within the scope of this GMP.
50. The plan addresses lands, facilities, and infrastructure (such as SR 24 and the Garkane powerline) that are maintained by organizations and agencies other than the National Park Service. The park will continue to work cooperatively with these external agencies in the administration of these lands, facilities, and infrastructure.
51. Completion of the remaining VERP steps and adoption of a VERP plan will involve public participation as required by NEPA. See also comment response #30.
52. Comment noted. The NPS routinely endeavors to work cooperatively and constructively with neighboring jurisdictions and interest groups with its planning efforts.
53. Access to the park boundary, for visitors coming from the town of Boulder, is via the chip-sealed Burr Trail Road across Grand Staircase-Escalante National Monument. There are no paved roads within the park's Waterpocket District; therefore, once within the park, all access to park areas in that district is via unsurfaced dirt roads.
54. The occurrence of vehicle noise along backcountry road corridors is infrequent and does not at this time require management action. In the future, should conditions change, monitoring of noise along those road corridors would be undertaken as part of the VERP process.
55. The park has not noted significant quantities of fugitive dust on unsurfaced roads within

- the park. In the future, should levels of fugitive dust become significant, methods for controlling the problem would be explored. Measurement, monitoring, significance criteria, and mitigation would be established by the VERP process.
56. As noted in the text, the wording criticized by the reviewer is taken from a historical research document (*From Barrier to Crossroads: An Administrative History of Capitol Reef National Park* -- in press) that was prepared under contract by a qualified historian. The historian conducted oral history, documentary, and field research in an attempt to identify the precise routing of the original sheep trail that came to be known as the Burr Trail switchbacks. This document presents a general, brief historic overview for planning purposes, and is not intended to provide historic details for all specific roads, structures, and sites.
  57. Since the preparation of the draft general management plan, the National Park Service has asked the Utah State Historic Preservation Office to determine eligibility of The Post Corral for National Register listing. This information has been added to the brief summary of settlement and ranching history on pages 86 and 111, as the reviewer requests. Information on the history of Notom Road is also added, as requested. This document presents a general, brief historic overview for planning purposes, and is not intended to provide historic details for all specific roads, structures, and sites.
  58. The National Park Service is aware of Garfield County's request, and will consider the proposal during development of Capitol Reef's Long Term Interpretive Plan. However, the bulk of the specimens are not exhibit material. In many cases, better specimens from other areas are available for display. More promising objects will be considered for display when cataloging is completed by the archeological contractor and the specimens are returned to the park.
  59. Comment noted.
  60. The Burr Trail is not shown as a component of the "Grand Circle" tour in the literature describing the Grand Circle. The Burr Trail is but one of many secondary roads that can be accessed off the main Grand Circle Route.
  61. This plan (page 88) defines a gateway community as one that is "near a national park entrance, provide(s) hospitality services to visitors, and (has) strong economic ties to a park." The Ticaboo community does not meet these criteria, and so was not included in the economic analysis.
  62. Primary routes and methods of travel for those planning a trip to Capitol Reef National Park are outlined in this plan. With the exception of the Oak Creek access road, which ends approximately one mile inside the park boundary, all roads accessing the park off the Notom Road end at or before the park boundary.
  63. The Burr Trail Road and Notom roads are both clearly identified within the GMP as

routes of travel (see Map 2) that can be used to access the park from the south. However, they are not primary access routes for the vast majority of visitors, who enter Capitol Reef via SR 24.

64. It is unlikely that a visitor traveling to Southern Utah to visit Capitol Reef would use the Cal Black Airport or the Bryce Canyon airport; visitors using those airports would most likely be planning to visit Glen Canyon National Recreation Area or Bryce Canyon National Park, respectively.
65. Comment is noted. See comment response #25.
66. In the public scoping, newsletter responses, and response to the draft plan, we have not noticed an increased interest in paving the Burr Trail.
67. Construction of any bike facilities along those roads would be at the discretion of the appropriate land management agencies. They would be outside of the park and therefore beyond the scope of this plan.
68. This statement reflects the current status on the Notom Road and does not attempt to predict future developments. See also comment response #25.
69. See comment response #25.
70. The park does not concur with this comment regarding adequacy of Burr Trail and Notom Road. See comment response #25.
71. Comment noted. See comment response #25.
72. See comment responses #13 and #26.
73. All maintained roads in the park were constructed over 30 years ago before revegetation was commonly done. These road cuts are revegetating over time and any new attempts to modify their slope would further delay the time before they are naturalized. Any road work activity, including revegetation, that could potentially impact resources requires authorization of the NPS. See also response comment #25.
74. According to scientific studies of regional air quality, the most significant continual source of pollution is not fugitive dust from unsurfaced roads, but rather from distant regional sources outside of the park.
75. It is the opinion of park managers at this time that sensitive resources are best protected by keeping them in low profile. Visitors to the Waterpocket District may be directed, instead, to the nearby Anasazi Indian Village State Park, just off the Burr Trail in the town of Boulder. Impressive prehistoric features and artifacts there are well displayed, secure, and professionally interpreted in a manner that would not be possible in the

backcountry of Capitol Reef.

76. The National Park Service routinely endeavors to work cooperatively with neighboring jurisdictions or groups. The park's position toward protecting resources unimpaired for future generations has remained unchanged over time. See also comment response #25.
77. The "Environmental Consequences" section of the General Management Plan (pages 107-118) provides detailed explanation of the criteria used in assessing potential impacts. Additionally, the planning process assures that all stakeholders were provided an opportunity to comment throughout the process. Many stakeholders, including Garfield County, provided significant input regarding issues important to them.
78. The comment misconstrues the meaning of facilities in this paragraph. Facilities is referring to buildings, structures, and campgrounds, not to roads.
79. Erosion reduction and trail modifications are in areas where native habitats are disturbed from previous activities. For areas of undisturbed land, activities such as removing slopes would be considered significant impacts. Any activities which disturb native land and leave scars, regardless of its value, would be considered significant impacts. See also response comment #25.
80. Culverts and water control facilities alter the natural flow of streams and are not beneficial to natural resources. See also response comment #77.
81. Comments during public scoping, newsletter responses, and responses to the draft plan do not support alteration of the present driving experience.
82. Comment noted.
83. Increasing the visitor center parking lot would be done in the previously disturbed area around the headquarters, thus it would not cause significant impacts to natural resources and would benefit visitor use activities. Road improvements as described in the comment could cause significant impacts to either natural and/or visitor experience resources.
84. Proposals in this section would not negatively affect natural or visitor experience resources. Some road improvements would cause negative impacts to either or both.
85. Noted. The park has always, and will continue to, pursue similar cooperative agreements with adjacent land management agencies, county governments, and other local entities.
86. The park's 1982 General Management Plan has become significantly outdated, making it necessary to initiate this revision. The 1998 General Management Plan/ Environmental Impact Statement has analyzed the impacts associated with each of the

alternatives as required under current law and policy guidance. The significant increase in knowledge of park resources and the relationship of resource impacts to visitor use was incorporated into the planning process. It is a normal and accepted practice to utilize the best available information, which can lead to different conclusions when analyzing environmental impacts, particularly when a significant period of time has elapsed between planning efforts. See also comment responses #13, 25, and #77.

87. The proposed alternative will accomplish this protection by increasing inventory and monitoring of these species. Some of this work has been done in this heavily used area already. Implementation of the VERP carrying capacity program, as recommended in the proposed alternative, will gather the remaining information needed to properly manage these species and prevent impacts along trails. This information will also help in siting any new facilities or developments as recommended in the proposed alternative.
88. As described on page 43, the riparian system in the Fruita Valley would be protected. Reduction of exotics and improvement of natural processes would be emphasized for the riparian vegetation and floodplain.
89. New interpretive displays and brochures have been developed recently to accomplish this goal. Increased public awareness is explicitly addressed in several recovery plans for species present in the park. Capitol Reef will continue to develop these educational materials to protect the species and fulfill NPS obligations identified in these plans.
90. The proposed alternative will continue to encourage grazing buyouts and will work cooperatively with permittees and the BLM to reduce grazing within the park. All efforts to reduce grazing at Capitol Reef must be in keeping with the public law that regulates grazing in the park.
91. The comment is noted and corrections made.
92. The comment is noted and revision made.
93. Sources for rip-rap and other fill materials are identified on a project-by-project basis. In the past, materials have been procured from surrounding public lands, within the park, and from commercial sources. The park will continue to seek fill materials on a project-by-project basis, in keeping with USFS, BLM, and NPS management policy and availability from commercial sources.
94. The confusion about which zones allow grazing has been addressed by adding a statement in the primitive zone introductory paragraph, specifying that grazing does not occur in this zone. Grazing and its associated developments occur only in the semi-primitive zone.

Grazing projects will be discussed in an Allotment Management Plan, developed to address the concerns of each grazing allotment. A statement has been added to the proposed alternative to reflect this. As suggested in the corresponding comment, the

Allotment Management Plan will state what developments will be allowed.

95. In order to prevent resource damage and avoid competition with local commercial operations, the NPS prefers not to develop new campgrounds or expand existing ones in the park. Increasing use of adjacent BLM lands is a result of the overall increase in visitation throughout the Colorado Plateau. People using these lands seek a primitive, free camping experience that neither the park nor local campgrounds offer.
96. Use of the park residential area as a campground after phasing out employee housing seems reasonable: the area is previously disturbed, level, accessible, and suitable for such use. However, one of the main purposes of removing those houses would be to diminish the impact of modern developments on the natural beauty and historic character of Fruita. Developing a new campground in the old residential area would not be compatible with Fruita's National Register status. Replacing the homes with campsites, toilets, and related facilities in the heart of the district and within clear view of SR 24 would defeat the purpose of the phase-out and would adversely impact the cultural landscape. For those reasons, this suggestion is not part of the proposed alternative. The National Park Service prefers to remove the buildings and restore the land to its historic condition. See also comment response #154.
97. Collaborating on the Wild and Scenic River package for the Fremont River is an excellent idea and fits in with the proposed alternative's requirement of increased interagency coordination.
98. Cooperative signing efforts with BLM will continue.
99. As explained in the "Issues and Factors Beyond the Scope of the Plan" section of the draft (page 24), Capitol Reef must conform with the National Park Service policy of managing as wilderness those lands that have been nominated for wilderness designation. Since 1974, when approximately 93% of Capitol Reef was found suitable for wilderness designation, those portions of the park have been managed accordingly. The proposed alternative seeks to balance preservation of wilderness attributes with provision of visitor opportunities, as required by the 1916 Organic Act under which the National Park Service was established. Visitor opportunities will be enhanced through increased interpretive services and updated facilities, and through improved opportunity for all visitors to experience the park in its optimum state (i.e., more and better hiking trails, heightened protection of fragile resources, etc.). New development will occur only when warranted by overwhelming public need that cannot be met in surrounding communities.

Nearly two dozen people with a wide variety of expertise, interests, and land-use philosophies assisted in the preparation of Capitol Reef's draft GMP over a period of six years. In addition, public comment was solicited and received from hundreds of private citizens, organizations, and public agencies, and was incorporated into the document. The National Park Service has made an effort to hear and consider a full range of views, and believes the alternatives presented in the draft fairly represent that range. Park managers

further believe that the proposed alternative is a reasonable balance of pro-development and pro-preservation interests.

The importance of undeveloped areas in all of the alternatives arises from the fact that the designation of wilderness areas is the purview of Congress, and not of Capitol Reef managers. Potential wilderness was identified and set aside under statutory requirement, and must be managed accordingly until and unless Congress acts to diminish wilderness acreage in the park. Meanwhile, the introduction of uses and developments that are incompatible with wilderness is not a management option under any alternative.

Potential impacts of management actions must be evaluated under the National Environmental Policy Act (NEPA) and the National Historic Preservation Act (NHPA). Those laws provide the terminology (“adverse effect,” “no adverse effect,” and “no effect”) and criteria that must be used in describing the potential impacts of an undertaking on natural and cultural resources. NEPA and NHPA do not provide for “positive effects,” even though those are often part and parcel of an undertaking. For instance, removing a modern garden shed from the Fruita historic district would have to be labeled as a non-adverse effect, even though it would clearly benefit and improve the cultural landscape. Likewise, eradicating an intrusive, noxious plant species from the park would be labeled as a non-adverse effect, even though it would be beneficial to the natural environment.

The “non-adverse impacts” terminology used throughout the GMP (and not just in Alternative C), then, is not intended to be misleading. The document is an Environmental Impact Statement, written under the requirements of NEPA and NHPA. These requirements, and not bias, determine how potential impacts are evaluated and discussed. Adverse impacts to wildlife, vegetation, soil, archeological sites, and other resources have already been documented in the park where unauthorized off-road uses, such as driving and camping, have occurred.

Some members of the public may feel that wilderness is overemphasized in this GMP, while others may feel it is undervalued. While the National Park Service wishes serve all of its visiting public, the manner in which it may do so is constricted by the agency’s mission to “preserve and protect” resources and “provide for the enjoyment of future generations.” Countless letters and trail register comments testify that a broad spectrum of visitors from throughout the U.S. and from all over the world does indeed value Capitol Reef’s primitive areas. Those who feel that unrestricted or minimally restricted vehicle access is essential to their enjoyment of public lands are encouraged to use appropriate multiple-use areas (U.S. Forest Service, Bureau of Land Management, Bureau of Reclamation, etc.) that have been designated for such activities.

100. In order to provide fair consideration of a wide range of alternatives, Capitol Reef’s draft GMP included both pro-development (Alternative C) and pro-wilderness (Alternative B) proposals that may appear extreme to some readers, depending on their personal philosophy and interests. Both of those alternatives had public support from some venues.

Park managers, however, taking a moderate position, did not include the proposed road closures in the proposed alternative (Alternative A). They concur that, while the Alternative B road closures would benefit hikers seeking quiet and solitude, such closures would be a disservice to many visitors. Construction of new roads in primitive and semi-primitive areas, however, is not an option at this time, for the reasons cited above.

101. The period of significance for the Fruita Rural Historic District is defined in the National Register nomination package as 1895 to 1946. Development that occurred thereafter is indeed part of the evolution of the landscape. However, non-historic buildings and structures do not contribute to the historical significance of the cultural landscape and are not given special protection under the National Historic Preservation Act of 1966. Therefore, any effort to restore the original, historic character of Fruita (one of the goals of Alternative B) would necessitate removing those non-historic buildings and structures. While some members of the public may feel that an integral part of the evolution of Fruita's landscape would be lost by such an action, others may view the change as a positive one.

In any case, park managers concur with the observation that retaining non-historic buildings for adaptive re-use is desirable. First, future development within the district must be strictly limited in order to protect the integrity of the cultural landscape: once a building is removed, placement of a new facility on its site would likely be considered an adverse impact. It would be unreasonable to demolish a functional building when administrative space is at a premium and when that building cannot be replaced. Further, even though they are not contributing structures to the historic district, many of the post-historic buildings are associated with interesting personalities and are locally meaningful. For these reasons, the proposal to remove non-historic buildings from the Fruita district was not incorporated into the preferred alternative.

No historic or potentially historically significant building or structure (as identified under National Historic Preservation Act criteria) within Capitol Reef is proposed for removal under any of the GMP alternatives. Preservation and interpretation of the park's historic buildings and structures are management priorities in all of the alternatives, and is a key element, particularly, of the proposed alternative.

The National Park Service concurs that ongoing consultation with the State Historic Preservation Office (SHPO) and the Advisory Council on Historic Preservation is necessary and beneficial. SHPO is routinely consulted in the course of any project that potentially affects the Fruita historic district. See also response comment #77.

102. This proposal was considered and rejected during the formulation of the proposed alternative. The Sleeping Rainbow Ranch Developmental Concept Plan identifies other uses for this area.
103. This idea was considered and rejected. Potential conflicts between horse users and hikers are likely to occur on established trails in high-density visitor use areas where

wheelchair-accessible trails are proposed. Instead, a number of routes and drainages throughout the park are open to horse use in areas where such conflicts are much less likely to occur. See also response comment #25.

104. This idea was considered and rejected. Parking areas large enough to accommodate horse trailers exist throughout the park, and it is not feasible to create a parking lot in each area of interest for riders, hikers, and others. Past recreational stock use has focused on routes and trails, rather than on roads or areas adjacent to roads. Low-volume traffic along many of the park's dirt roads allows for safe parking and unloading within one "lane," where sight distance is adequate without blocking traffic.
105. The equestrian staging area is already in use, and lies within the road corridor zone adjacent to the semi-primitive zone.
106. Guidelines and parameters for the equestrian staging area in the Waterpocket District are outlined in the park's compendium. The two-year trial period for the staging area began in April 1998. VERP monitoring protocols will be developed and utilized to assess any resulting impacts from this usage.
107. VERP monitoring of the equestrian staging area and associated canyons where horse use takes place will help to evaluate long-range use or expansion possibilities.
108. This comment is noted, but textual wording is left the same in order to address groups that may use either saddle or pack stock, but not necessarily both.
109. In both Alternative A (the proposed alternative) and Alternative B, park managers recognize the impact that can result from unchecked visitor access. For this reason, the VERP carrying capacity plan would be initiated within two years of final approval of the GMP. This important stage of the VERP process documents impacts to resources and visitor experience. When data generated by those studies show that significant impacts are occurring, VERP may trigger such management actions as tightening permitting regulations or closing impacted areas.
110. At this time, the 1961 cooperative agreement currently in place between the state of Utah and Capitol Reef National Park specifically prohibits the collection of entrance fees along SR 24. The park is currently exploring options to modify and update this cooperative agreement in accordance with the NPS recreational fee demonstration program. The park does collect entrance fees for use of Scenic Drive. The NPS fee demonstration program seeks to implement the ideas embodied in this comment. Capitol Reef participation will be phased in the Congressionally-mandated fee demo program, as the program progresses.
111. The proposed alternative recognizes that more visitor parking is needed in the Capitol Reef headquarters area. Possibilities to increase parking include reconfiguring existing lots and providing some small, screened parking areas at various locales in the Fruita

district. These possibilities are explored in more detail in the Interpretive and Cultural Resources Protection Plan for the Fruita Rural Historic District (Appendix C). No new parking areas are proposed for other locations. As suggested, VERP monitoring will be performed.

112. Expansion of the visitor center to meet existing levels of visitation and staffing is a current and urgent need, and will become more so as visitation continues to grow. Development of an interagency visitor center may or may not occur several years in the future. Expansion of the existing visitor center would accommodate the current need for additional office and storage space for park staff, making it possible to remove most of the temporary structures now located behind the visitor center. The proposed expansion would be within the area of existing development behind the visitor center, and would not encroach upon undisturbed areas. If a future interagency visitor center is developed, it would take on the role of a regional visitor center, augment the current orientation and information function of the park visitor center, and provide some office space for park staff.
113. Preservation of night sky visibility is a park priority (see page 42). The National Park Service will ensure that no new sources of light pollution are placed in the park and will work with local communities to protect this rare resource.
114. VERP monitoring will guide management actions. See also comment responses #8, #9, and #10.
115. Outfitters and related commercial use are regulated by NPS guideline (NPS-53). This guideline provides parameters for parks to determine appropriate uses.
116. The need for park boundary adjustments was analyzed in the context of the park's purpose and mandates. Capitol Reef's enabling legislation indicates the primary purpose for the park's creation was to protect the Waterpocket Fold. Boundary adjustments consistent with this mandate are discussed on pages 69-70 of the GMP. The boundary adjustments suggested by the NPCA do not specifically relate to the protection of the geological boundaries of the Waterpocket Fold.
117. The proposed adaptive reuse of the Sleeping Rainbow Ranch (or Colorado Plateau Field Institute) will occur under a cooperative agreement between the National Park Service (NPS) and Utah Valley State College (UVSC). This arrangement is not a government contract, but a cooperative agreement with an educational entity, and as such is not subject to the competitive bidding process. Capitol Reef National Park is not expending money for the receipt of any goods or services; rather, the agreement is an educational/research opportunity compatible with NPS policies and goals. Use of the facility will be supervised by the NPS and the results of any research done by UVSC faculty or students concerning Capitol Reef will be shared with the NPS and other federal agencies. Capitol Reef will retain control over access to the land occupied by the Sleeping Rainbow Ranch. No property rights in Capitol Reef National Park will be transferred to

the college.

The proposed Colorado Plateau Field Institute is not intended for the exclusive use of any one party. The National Park Service will retain broad oversight for occupancy/reservation of the proposed facility, while Utah Valley State College will coordinate the reservation system. As outlined in the Development Concept Plan and to be further defined in a cooperative agreement, groups desiring to utilize the facility for purposes consistent with park mandates, purposes, and significance would be considered eligible.

The proposals included in the Development Concept Plan represent the full extent of development intended for the Colorado Plateau Field Institute. It is not the intention of the National Park Service to encourage or promote expansion beyond what is envisioned in the Development Concept Plan. Any upgrading of the access road to the Sleeping Rainbow Ranch would be subject to NEPA and Section 106 guidelines. Telephone and utility lines will be buried as funding permits.

118. Noted. The park will consult with user groups and follow NEPA guidelines should any major changes to current climbing management policy be proposed.
119. Noted. At this time, climbing activity in the park is minimal and does not occur near any known raptor nesting sites.
120. The mission goals outlined on pages 20-23 represent Capitol Reef National Park's attempt to better accomplish the aim of the 1916 Organic Act, which mandated the parks to preserve resources and provide for quality visitor experiences. Goals Ib and Iib represent the best combination of those two aims. The park is presently surveying to build a baseline of visitor understanding of park purposes and significance, in order to accomplish these goals.
121. This comment is noted, and reference to a bicycle concession has been deleted from the alternative.
122. Although the Cedar Mesa campground may have been intended as a temporary site, it has been upgraded and "made permanent" over the years. Increasing visitor use of an area is not justification enough to establish a new campground. A new camping site at the Burr Trail/Muley Twist area would ruin the scenery and the experience of driving a primitive road through the Waterpocket Fold, and would impact other sensitive resources. People seeking a primitive camping experience in that area can easily drive a couple miles further, beyond park boundaries. The NPS is charged with protecting resources for future generations: developing a relatively undisturbed area when the intended use could be accommodated outside the park would not be faithful to that mission.
123. Illegal or trespass grazing does occasionally occur on the park. Lack of fencing, deteriorating fences, and opened gates are primary reasons for this problem. Cattle trespasses are usually not resolved until they are discovered by a ranger on patrol or

reported by a concerned visitor. Exact acreage impacted and dollar value of the resulting damage are difficult to determine. This damage will be reduced in the proposed alternative by increased ranger personnel and patrols and by intensified resource monitoring. Cattle will be located more quickly, and the amount of time they are in trespass will be reduced. Fencing and fence repair will continue as funds become available from base operating funds, special project money, and private donations.

124. The proposed alternative recognizes the need for better accommodation of bike use on park roads. This alternative suggests exploring options for improving bike opportunities and safety through a Suitability and Feasibility Study. Possible solutions include creation of a bike lane or expanded shoulder along Scenic Drive for bicyclists. Based on the incompatibility of pedestrians and bicycles, and on the accelerated degradation to trails caused by bicycle tires, the park does not intend to open hiking trails to bike use. Capitol Reef is surrounded by public lands where such use is often permitted, providing “mountain biking” opportunities. Within the park, paved and dirt roads would remain open to bike use.
125. The proposed alternative specifies that damage to natural and cultural resources from cattle grazing will be mitigated through management actions.

The most appropriate way to protect any particular archeological site must be determined on an individual basis. In some instances, fencing may be appropriate and useful; in others, it may be intrusive and call attention to a site that would otherwise go unnoticed. In each case, when monitoring documents damage to a site, a full range of options will be considered. Meanwhile, intensified resource monitoring and staffing increases will help to protect cultural resources from cattle-related impacts.

126. Although buggy rides may be in keeping with the historic character of the Fruita district, development of a trail (wagon road) to accommodate a horse and buggy concession is not consistent with the overall theme of the proposed alternative. Development of a trail/road just for horse and buggy use, parking and staging areas to accommodate the activity, and secure facilities to store the buggy, harness, and other equipment would be a non-historic intrusion in the already-crowded district. Such use would result in conflicts with pedestrian and bicyclists who would use the trail, increase maintenance responsibilities for clean-up and regular trail maintenance, and likely interfere with traffic along the crowded Scenic Drive. However, such a concession is not specifically prohibited by the proposed alternative. It could become feasible if a future, alternative transportation system diminishes automobile traffic through Fruita, allowing horse-drawn vehicles to use existing roads in a reasonable and safe manner.
127. All the options from the various alternatives were analyzed during the GMP process. The elements of the preferred plan were the ones chosen to protect resources and provide for visitor enjoyment.
128. Currently, park visitors accessing Cottonwood, Sheets, and File Mile washes enter the

park on BLM lands from the Notom Road or drive up the washes, through BLM lands, to the park boundary. Motor vehicle travel in the washes within the park is not allowed. The park will cooperate with the BLM to establish trailhead parking on BLM lands, should that agency see a need to control unrestricted off-road travel in the Notom Bench area, in accordance with BLM management policies for the Notom Bench.

129. The proposed alternative seeks to provide a remote and primitive park experience in the Burr Trail region. The existing four-wheel drive route to Strike Valley Overlook is consistent with that aim. However, creation of a new, all-weather gravel road would be incompatible with the park's 1974 wilderness recommendation: any new road to Strike Valley Overlook would have to be constructed across proposed wilderness areas.
130. Creation of a lodging concession within the park would be incompatible with the types of visitor experiences and levels of resource protection proposed in all of the land use management zones identified in Alternatives A and B. Within the rural developed zone (the only zone accommodating high levels of visitor use) a development of this kind would have an adverse effect on the Fruita Rural Historic District. Development of lodging was not proposed in Alternative C.
131. The importance of preserving Capitol Reef's natural quiet is evidenced by the many times the topic is mentioned in this document. Several of the comment suggestions have been incorporated in order to further highlight this quality. In the future, the park will be developing an aircraft management document that incorporates the noise monitoring program recommended in the proposed alternative. The Long Range Interpretive Plan that ensues from this GMP will also address interpretation of natural quiet issues.
132. Some programs currently being presented address these concepts. Interpretive themes will be developed more fully in a Long Range Interpretive Plan being prepared as follow-up to this General Management Plan.
133. Although flash floods and rockfalls are unforgettable experiences, the safety issues discussed in this paragraph are still relevant to the Purpose and Need section.
134. We regret any confusion that may result from difficulty in interpreting the road legend. The map has already been printed and cannot be changed. We hope that the accompanying text clarifies matters for the reader.
135. Currently, Scenic Drive is managed as an all-weather, low-speed, paved road with scenic view turnouts. Scenic Drive is used to access the unpaved spur roads of Grand Wash and Capitol Gorge. Should visitation pressures increase significantly, a transportation study will assess the need for and feasibility of a mandatory public transit or tram system along the road. This study will discuss all alternatives including no action as well as shuttles, reducing vehicles, and widening. Interpretive presentations on shuttles, if they were established in the future, would be addressed in a Long Range Interpretive Plan, which is being prepared as follow-up to this General Management Plan.

136. The NPS has authority to limit the size of vehicles on park roads to preserve visitor safety and address traffic safety concerns, as well as protect resources and preserve quality visitor experience. A suitability/feasibility study would evaluate all these options which includes adding bike lanes or limiting vehicles.
137. Comment noted and change made.
138. The park will work with the Teasdale District of the USFS to assure compatible management goals for this road and the adjacent area.
139. The park has a responsibility to provide for a range of visitor experiences while protecting park resources. The four-wheel drive route along Upper Muley Twist wash provides for this type of recreational activity. The route up the dry wash does not result in substantial adverse impacts to resources. Hikers seeking solitude may choose from a vast number of destinations in the park where motor vehicles are prohibited.
140. The National Park Service concurs with these comments. The National Park Service Organic Act requires that any developments must be done in a manner that does not impact park resources. All lands surrounding the Burr Trail road corridor are identified as proposed wilderness; any future park management actions in that area of the park will be consistent with the spirit, mandates, and dictums of the Wilderness Act, including preservation of the natural lighting and night sky.
141. The mineral rights to the section are a part of the pending land exchange, but the surface ownership is not.
142. Mission goals are derived from the National Park Service Long Term Goals, as found in the NPS Strategic Plan. Capitol Reef's goals must follow the NPS mission goals. Individual parks attain these long-term goals by applying park specific ideas and actions. For the most part, the individual work plans Capitol Reef has derived for meeting the long-term goals are too specific to be included in a general management plan, which is necessarily a more conceptual document.
143. The comment is noted and the suggested change made.
144. See also comment response #116. The National Park Service has no authority to make management decisions for lands under the control of other federal agencies. Capitol Reef National Park will continue to work cooperatively with those agencies to ensure protection of park lands.
145. Wilderness is addressed on page 24. The proposal for wilderness that was submitted in 1974 has not changed, and the park continues to manage these areas as wilderness. This is common to all alternatives because it is a legal obligation under the Wilderness Act.

The park agrees with the comment that wilderness resources are important. The principles of wilderness management have dictated the prescriptions for all of the primitive zone and most of the semi-primitive and threshold zones (pages 28-32).

146. See comment response #112. The park visitor center will, of necessity, continue to provide some basic regional information, as some visitors enter the park from the east and leave via the Notom Road to the south.
147. Commercial filming in Capitol Reef is managed in accordance with service-wide guidelines, agency mission, and Congressional mandates. Management of commercial filming activities in Capitol Reef will be pursued in the context of National Park Service purposes and mandates, protection of resources, and preservation of quality visitor experience.
148. The comment is noted and the change made as suggested.
149. The National Park Service concurs that geology is a very important part of the Capitol Reef story. It is the primary thread that ties together current interpretive programs and management actions in the park, even if the word is not used frequently throughout the document. Some statements have been expanded to reflect the writer's concern and clarify this intent.

The revised Resource Management Plan will recommend adding a geologist to the park staff because of the importance of geology to the park. It will also recommend developing a geologic resources management plan to produce many of the specific project actions described in this comment (see page 127). A staff geologist is an acknowledged need that will be addressed when the park's three-year staffing plan is revised. For the foreseeable future, this position will be an interpretive ranger with geologic expertise rather than a full-time research geologist, with a job description encompassing the full range of interpretive skills and duties.

The increase in staffing described in the proposed alternative should help the park to better interpret and manage geologic resources. A Long Range Interpretive Plan (in preparation) will present more details about the interpretation of geology through such means as wheelchair-accessible wayside exhibits at appropriate points along road corridors, self-guided tour publications, exhibits and audiovisual programs at the visitor center, ranger-conducted programs, and improved geology training for staff. Geology, as well as cultural and natural history, can be interpreted at appropriate points along the proposed Fruita trail system, especially as it relates to the streams and riparian ecosystems.

Capitol Reef's geologic resources are indeed significant, but not more so than its historic resources. Cultural resources are repeatedly singled out for special

treatment by a variety of statutes, executive orders, and NPS policies. The emphasis on cultural resources in this document is not intended to diminish the importance of mineral resources, but to ensure legal compliance, acknowledge the interest and sensitivities of various associated ethnic groups, and provide interpretation for an interested public. Cultural and natural resource management go hand-in-hand: they do not compete for funding, nor does attention to one detract from the other.

150. It is true that the Division of Interpretation is understaffed. Appropriate staffing increases are addressed in the park's three-year staffing plan.
151. No new trails are proposed outside the Fruita District, wheelchair-accessible or otherwise. Geology will be interpreted outside the Fruita District by means of wheelchair-accessible wayside exhibits along road corridors and by self-guided tour publications. Geology, as well as cultural and natural history, can be interpreted at appropriate points along the proposed Fruita trail system, especially as it relates to the streams and riparian ecosystems. The text has been changed to include geologic resources (no longer lumped under natural resources).
152. The National Park Service concurs that meaningful consultation with American Indian tribes is necessary and beneficial to parks as well as tribes. Such consultation was initiated in 1993, and representatives of various affiliated Indian tribes now are routinely invited to Capitol Reef to consult on planning, interpretive, and resource management issues. As noted on pages 16-17, tribal consultation is required by statute, executive order, and National Park Service management policy, and will continue to be carried out accordingly.

Consultation with other stakeholders, such as the nearby Mormon ethnographic community with historic ties to Capitol Reef, is also required by statute. Capitol Reef routinely solicits and receives comment from that and other interested parties in regard to interpretive, management, and planning matters.

153. The National Park Service concurs that the noise of machinery is inappropriate in Capitol Reef's primitive zone, which is a statutory wilderness area. By law and policy, motorized vehicles and other machinery are prohibited in those areas. Aircraft overflights are discouraged by the National Park Service; however, control of air space is regulated by the Federal Aviation Administration and is not currently within the purview of the Service. National Park Service units can prohibit aircraft from landing within their boundaries and can decline to permit flight concessions within the park. They cannot at this time, however, prohibit aircraft from flying above Capitol Reef National Park.
154. The National Park Service acknowledges that the Fruita campground is frequently full by mid-day during peak season. The GMP planning team did explore the possibility of expanding camping opportunities in the headquarters area, but ran

into obstacles. First, the campground as it exists now presents a non-historic intrusion into the historic scene of Fruita: developing more campsites in the area would necessitate the removal of more historic orchards and installation of more utility lines and restrooms. Such development would also increase noise, pollution, and traffic congestion along Scenic Drive. Second, the area (and most of the Fremont River gorge) is susceptible to flash-flooding and is therefore inappropriate for camping. Building a campground south of the historic district could be an option, but without irrigation water it would be dry, hot, and treeless -- not comparable at all to the lush campsites along the river, and not satisfactory to visitors hoping for a shady spot among the orchards. So, neither expansion nor a new development in the Fruita area is an acceptable alternative in the view of park managers.

While some visitors are disappointed to be turned back from the campground, it is not because park facilities are inadequate or "lacking." Rather, the Fruita campsites are lovely, popular -- and limited. Given the constraints of the valley and the historic district, resolving that problem to everyone's satisfaction is exceedingly difficult.

155. Properties to be removed are listed on pages 51-52.
156. The proposed alternative would evaluate use and visitor experience on Scenic Drive and canyons along its length. This would help park staff to regulate the kind and amount of visitor use and to preserve the resources and quality of experience that visitors expect. A shuttle service would be one of the options explored. See also comment response #135.
157. Additions are made in text as requested.
158. Tribes affiliated with Capitol Reef will continue to be consulted as long-range interpretive planning progresses.
159. Monitoring strategies will be devised as part of the VERP planning. The National Park Service concurs that the very act of monitoring can introduce or increase impacts to sensitive cultural resources. Under the selected alternative, site closure is among a range of management actions that may be taken to help preserve sites.
160. A number of fee-related issues will be addressed as the National Park Service studies the feasibility of moving the existing fee station. To date, park managers are not aware of any American Indian use of park resources, so most of the questions raised by the reviewer have not been addressed. In the event of such interest, a formal Memorandum of Agreement would be developed by the tribe and the National Park Service, outlining the specifications of use and collection. The National Park Service would comply in all respects with the requirements of the American Indian Freedom of Religion Act and other statutes, executive

orders, and NPS policies in regard to tribal use of park resources.

161. The park recognizes and will continue to work with native peoples regarding traditional uses of park resources. When such uses involve federally listed species, the U.S. Fish and Wildlife Service permitting system for take of these species would be used. For any other resources, the park would work with the requesting tribe to ensure that significant impacts do not occur.
162. The National Park Service has consulted with the Navajo Nation's Historic Preservation Department and received information regarding identification of Traditional Cultural Properties as part of the current archeological inventory.
163. The ethnographic overview and assessment is not limited to documentary review, but also includes interviews with knowledgeable American Indian elders. Ms. Sucec has conducted many such interviews among the elders of the Navajo Nation and other affiliated tribes. The information she gathered will be incorporated into her report, which will be reviewed by tribal authorities before the document is finalized.
164. An update on NAGPRA is beyond the scope of this document, but park managers will be pleased to provide an update directly to the reviewer's office.
165. The National Park Service concurs that tribal involvement in cultural interpretive programs is desirable: native peoples should be able to help determine what the public is told about them and their ancestors. Such cooperative efforts are beneficial to the tribes, the National Park Service, and the public. Native communities will continue to be involved in developing the park's long-range interpretive planning and in other interpretive efforts. The suggested ranger training would be a good step in that direction.

## LIST OF PREPARERS

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## ***APPENDIX A***

### ***The National Park Service Organic Act***

Department of the Interior  
National Park Service  
United States Code  
1982 Edition

#### TITLE 16-CONSERVATION SUBCHAPTER 1-NATIONAL PARK SERVICE

##### 1. Service created; director; other employees

There is created in the Department of the Interior a service to be called the National Park Service, which shall be under the charge of a director. The Secretary of the Interior shall appoint the director, and there shall also be in said service such subordinate officers, clerks, and employees as may be appropriated for by Congress. The service thus established shall promote and regulate the use of Federal areas known as national parks, monuments, and reservations hereinafter specified, except such as are under the jurisdiction of the Secretary of the Army, as provided by law, by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

(Aug. 25, 1916.)

**APPENDIX B**

**PROCLAMATIONS AND RELATED LEGISLATION**

12. Capitol Reef National Monument

Establishment: Proclamation (No. 2246) of August 2, 1937.....Page 136

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

(No. 2246 -- Aug. 2, 1937 -- 50 Stat. 1856)

Whereas certain public lands in the State of Utah contain narrow canyons displaying evidence of ancient sand dune deposits of unusual scientific value, and have situated thereon various other objects of geological and scientific interest; and

Whereas it appears that it would be in the public interest to reserve such lands as a national monument, to be known as the Capitol Reef National Monument:

Now, Therefore, I, Franklin D. Roosevelt, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 9, 1906, ch. 3060, 34 Stat. 225 (U.S.C., title 16, sec. 431), do proclaim that, subject to all valid existing rights, the following described lands in Utah are hereby reserved from all forms of appropriation under the public-land laws and set apart as the Capitol Reef National Monument:

Salt Lake Meridian

T. 28 S.R. 5 E., All of sec. 34 north of the right-of-way of State Hwy.

No. 24:

secs. 35 and 36.

T. 28 S., R. 6 E., sec. 31 and the west half of sec. 32.

T. 29 S., R. 5 E., All of secs. 1 and 2 north of the right-of-way of State Hwy. No. 24.

T. 29 S., R. 6 E., secs. 1 to 4, inclusive;

All secs. 5, 6, 8 and 9 north of the right-of-way of State Hwy. No. 24;

secs. 10 to 15, inclusive; All of sec. 16 north of the right-of-way of State Hwy. No. 24;

secs. 22 to 25, inclusive;

sec. 26, E1/2 and N1/2 NW1/4;

sec. 27, N1/2 N1/2;

sec. 35, NE 1/4;

sec. 36.  
T. 30 S., R. 6 E., sec. 1;  
sec. 12, E 1/2.  
T. 29 S., R. 7 E., secs. 5 to 8, 17 to 20 and 29 to 32, include.  
T.30 S., R. 7 E., secs. 4 to 9 and 15 to 17, include.;  
sec. 18, E 1/2 and NW 1/4;  
sec. 19, NE 1/4 and N1/2 SE 1/4;  
sec. 20 N 1/2 and N1/2 SW 1/4;  
secs. 21 to 23, and 26 to 28 include.;  
sec. 29, E 1/2 E1/2;  
secs. 33 to 35, inclusive, containing approximately 37, 060 acres.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature 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 (ch. 408, 39 Stat. 535, U.S.C., title 16, secs. 1 and 2), and acts supplementary thereto or amendatory thereof.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specially designated by said Secretary.

In Witness Whereof, I have here unto set my hand and caused the seal of the United States to be affixed.

Done at the City of Washington this 2d day of August, in the year of our Lord nineteen hundred and thirty-seven and of the Independence [seal] of the United States of America the one hundred and sixty second.

FRANKLIN D. ROOSEVELT.

By the President:

Cordell Hull.

*The Secretary of State.*

PROCLAMATION 3249  
ENLARGING THE CAPITOL REEF NATIONAL MONUMENT, UTAH

WHEREAS it appears that the public interest would be promoted by adding to the Capitol Reef National Monument, Utah, certain adjoining lands needed for the protection of the features of geological and scientific interest included within the boundaries of the monument and for the proper administration of the area:

NOW, THEREFORE, I, Dwight D. Eisenhower, President of the United States of America, by virtue of the authority vested in me by section 2 of the act of June 8, 1906, 34 Stat. 225 (16 U.S.C. 431), do proclaim that, subject to valid existing rights, (1) the lands now owned by the United States within the exterior boundaries of the following-described tracts of lands are hereby added to and made a part of the Capitol Reef National Monument, and (2) the State-owned and privately-owned lands within those boundaries shall become parts of the monument upon acquisition of title thereto by the United States:

SALT LAKE MERIDIAN

T. 29 S., R. 5 E.,

Sections 1 and 2, these portions not previously included in the Monument.

T. 29 S., R. 6 E.,

Sections 5, 6, 9, and 10, those portions not previously included in the Monument;  
Sections 7, 8, and 17, those portions lying north of Sulphur Creek;  
Section 26, SW 1/4 and S 1/2 NW 1/4.

T. 30 S., R. 7 E.,

Section 20 NW 1/4 SE 1/4 (except S 1/2 S1/2 NW 1/4 SE 1/4) and NE 1/4 SE 1/2 (except S 1/2 SW 1/4 NE 1/4 SE 1/4).  
containing 3,040 acres, more or less.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specifically designated by said Secretary.

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

DONE at the City of Washington this second day of July in the year of our Lord nineteen hundred and [seal] fifty-eight, and of the Independence of the United States of America the one hundred and eighty-second.

DWIGHT D. EISENHOWER

By the President:

JOHN FOSTER DULLES,  
*Secretary of State.*

THE PRESIDENT

Proclamation 3888

ENLARGING THE CAPITOL REEF NATIONAL MONUMENT, UTAH

WHEREAS, the Capitol Reef National Monument in Utah was established by Proclamation No. 2246 of August 2, 1937, and enlarged by Proclamation No. 3249 of July 2, 1958, to set aside and reserve certain areas possessing significant features and objects of geological and scientific interest; and

WHEREAS, it would be in the public interest to add to the Capitol Reef National Monument certain adjoining lands which encompass the outstanding geological feature known as Waterpocket Fold and other complementing geological features, which constitute objects of scientific interest, such as Cathedral Valley; and

WHEREAS, under section 2 of the act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), the President is authorized "to declare by public proclamation \* \* \* objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected":

NOW, THEREFORE, I, LYNDON B. JOHNSON, President of the United States, under the authority vested in me by section 2 of the act of June 8, 1906, supra, do proclaim that, subject to valid existing rights, (1) the lands owned or controlled by the United States within the exterior boundaries of the following described area are hereby added to and made a part of the Capitol Reef National Monument, and (2) the State-owned and privately owned lands within those boundaries shall become and be reserved as parts of that monument upon acquisition of title thereto by the United States:

SALT LAKE MERIDIAN

T. 26 S., R. 5 E.,  
Secs. 25 to 29, inclusive, partly unsurveyed;  
Secs. 32 to 36, inclusive, partly unsurveyed.

T. 27 S., R. 5 E.,  
Secs. 1 to 4, inclusive;  
Secs. 9 to 16 inclusive;  
Secs. 21 to 28 inclusive;  
Secs. 33 to 36 inclusive.

T. 28 S., R. 5 E.,  
Secs. 1 to 3, inclusive, partly unsurveyed;  
Secs. 10 to 15, inclusive, unsurveyed;

- Secs. 22 to 27, inclusive, partly unsurveyed;
- T. 26 S., R. 6 E.,
  - Secs. 27 to 34, inclusive, partly unsurveyed.
- T. 27 S., R. 6 E.,
  - Secs. 3 to 5, inclusive, partly unsurveyed;
  - Secs. 8 to 10, inclusive, unsurveyed;
  - Secs. 15 to 17, inclusive, partly unsurveyed;
  - Secs. 20 to 22, inclusive, unsurveyed;
  - Secs. 27 to 29, inclusive, unsurveyed;
  - Secs. 32 to 36, inclusive, partly unsurveyed.
- T. 28 S., R. 6 E., that portion not previously included in the monument, partly unsurveyed.
- T. 29 S., R. 6 E.,
  - Secs. 7, 8, and 17, those portions not previously included in the monument;
  - Sec. 18, NE 1/4, unsurveyed;
  - Secs. 20 and 21, partly unsurveyed;
  - Sec. 27, unsurveyed, those portions not previously included in the monument;
  - Secs. 28, 29, and 34, partly unsurveyed;
  - Sec. 35, those portions not previously included in the monument.
- T. 30 S., R. 6 E.,
  - Secs. 2 and 11;
  - Sec. 12, W 1/2;
  - Sec. 13.
- T. 27 S., R. 7 E.,
  - Secs. 31 and 32, partly unsurveyed.
- T. 28 S., R. 7 E.,
  - Secs. 2 to 11, inclusive, partly unsurveyed;
  - Secs. 14 to 23, inclusive, partly unsurveyed;
  - Secs. 26 to 35, inclusive, partly unsurveyed.
- T. 29 S., R. 7 E.,
  - Secs. 1 to 4, inclusive, partly unsurveyed;
  - Secs. 9 to 12, inclusive, unsurveyed;
  - Secs. 13 and 14, that portion north of State of Utah Route 24, unsurveyed;
  - Secs. 27, 28, 33, and 34, unsurveyed.
- T. 30 S., R. 7 E.,
  - Secs. 3 and 10, unsurveyed;
  - Secs. 18, 19, 20, and 29, those portions not previously included in the monument;
  - Secs. 30, 31, and 32.
- T. 31 S., R. 7 E.,
  - Secs. 3 to 11, inclusive, partly unsurveyed;
  - Secs. 14 to 23, inclusive, partly unsurveyed;
  - Secs. 27 to 33, inclusive;
  - Sec. 34, W 1/2.
- T. 32 S., R. 7 E.,
  - Secs. 1 to 18, inclusive;
  - Secs. 22 to 27, inclusive;

Secs. 35 and 36.  
T. 33 S., R. 7 E.,  
Secs. 1 and 2;  
Secs. 11, 12, 13, 24, and 25, unsurveyed.  
T. 32 S., R. 8 E.,  
Secs. 6, 7, 18, and 19;  
Secs. 29 to 32, inclusive.  
T. 33 S., R. 8 E.,  
Secs. 5 to 8, inclusive, partly unsurveyed;  
Secs. 16 to 21, inclusive, partly unsurveyed;  
Secs. 28 to 34, inclusive, partly unsurveyed.  
T. 34 S., R. 8 E.,  
Secs. 3 to 11, inclusive, partly unsurveyed;  
Secs. 13 to 36, inclusive, partly unsurveyed.  
T. 35 S., R. 8 E.,  
Secs. 1 to 5, inclusive, partly unsurveyed;  
Secs. 8 to 16, inclusive, partly unsurveyed;  
Secs. 22 to 26, inclusive, unsurveyed;  
Sec. 36.  
T. 34 S., R. 9 E.,  
Sec. 19, unsurveyed;  
Secs. 30 to 32, inclusive, partly unsurveyed.  
T. 35 S., R. 9 E.,  
Secs. 5 to 8, inclusive, unsurveyed;  
Secs. 16 to 21, inclusive, partly unsurveyed;  
Secs. 28 to 33, inclusive, partly unsurveyed.  
T. 36 S., R. 9 E.,  
Secs. 4 to 9, inclusive, unsurveyed;  
Secs. 16, 17, and 21, partly unsurveyed.  
Containing 215, 056 acres, more or less.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

Any reservations or withdrawals heretofore made which affect the lands described above are hereby revoked.

Nothing herein shall prevent the movement of livestock across the lands included in this monument under such regulations as may be prescribed by the Secretary of the Interior and upon driveways to be specifically designated by said Secretary.

IN WITNESS WHEREOF, I have hereunto set my hand this twentieth day of January in the year of our Lord nineteen hundred and sixty-nine and of the Independence of the United States of America the one hundred and ninety-third.

Lyndon B. Johnson (signature)

[F.R. Doc. 69-899; Filed, Jan. 21, 1969; 10:31 a.m.]

Public Law 92-207  
92nd Congress, S. 29  
December 18, 1971

AN ACT

To establish the Capitol Reef National Park in the State of Utah.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That (a) subject to valid existing rights, the lands, waters, and interests therein within the boundary generally depicted on the map entitled "Boundary Map, Proposed Capitol Reef National Park, Utah," numbered 158-91, 002, and dated January 1971, are hereby established as the Capitol Reef National Park (hereinafter referred to as the "park"). Such map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

(b) The Capitol Reef National Monument is hereby abolished, and any funds available for purposes of the monument shall be available for purposes of the park. Federal lands, waters, and interests therein excluded from the monument by this Act shall be administered by the Secretary of the Interior (hereinafter referred to as the "Secretary") in accordance with the laws applicable to the public lands of the United States.

Sec. 2. The Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, transfer from any Federal agency, exchange, or otherwise, the lands and interests in lands described in the first section of this Act, except that lands or interests therein owned by the State of Utah, or any political subdivision thereof, may be acquired only with the approval of such State or political subdivision.

Sec. 3. Where any Federal lands included within the park are legally occupied or utilized on the date of approval of this Act for grazing purposes pursuant to a lease, permit, or license for a fixed term of years issued or authorized by any department, establishment, or agency of the United States, the Secretary of the Interior shall permit the persons holding such grazing privileges or their heirs to continue in the exercise thereof during the term of the lease, permit, or license, and one period of renewal thereafter.

Sec. 4. Nothing in this Act shall be construed as affecting in any way rights of owners and operators of cattle and sheep herds, existing on the date immediately prior to the enactment of the Act, to trail their herds on traditional courses used by them prior to such date of enactment, and to water their stock, notwithstanding the fact that the lands involving such trails and watering are situated within the park: *Provided*, That the Secretary may promulgate reasonable regulations providing for the use of such driveways.

Sec. 5. (a) The National Park Service, under the direction of the Secretary, shall administer, protect, and develop the park, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 535) as amended and supplemented (16 U.S.C.1-4).

(b) The Secretary shall grant easements and right-of-way on a nondiscriminatory basis upon, over, under, across, or along any component of the park area unless he finds that the route of such easements and right-of-way would have significant adverse effects on the administration of the park.

Lyndon B. Johnson (signature)  
(F.R. doc. 69-899; Filed, Jan. 21, 1969; 10:31 a.m.)

## ***APPENDIX C***

### **INTERPRETIVE AND CULTURAL RESOURCES PROTECTION PLAN FOR THE FRUITA RURAL HISTORIC DISTRICT**

#### ***INTRODUCTION***

##### **History of Planning Effort**

In 1992, consultant Patrick O'Bannon, of John Milner Associates, Inc., Philadelphia, was contracted by the National Park Service to survey and evaluate Capitol Reef's cultural resources, and identify those eligible for the National Register of Historic Places (O'Bannon 1992). Cathy Gilbert (historical landscape architect, Pacific West Region, NPs) and Kathy McKoy (historian), Intermountain Region, NPS) followed up his work with further research. Gilbert and McKoy determined that the historic resources of the area of Fruita, a Mormon agricultural settlement dating from the 1880s to the 1960s, were collectively eligible for Register listing as a rural vernacular landscape. They prepared a compilation of inventory and site maps (Gilbert and McKoy 1992), a cultural landscape report for the Fruita Rural Historic District (Gilbert and McKoy 1997) and a nomination package for National Register consideration (Gilbert and McKoy 1996). As a result of their work, which was based on field observation and interviews with former residents of Fruita, the Fruita Rural Historic District was listed on the National Register in early 1997.

These documents include a number of recommendations for the management of the historic district (e.g., Gilbert and McKoy 1997), geared to protecting, interpreting, and enhancing the district's open, rural character. Specifically, suggestions were offered for eliminating campgrounds and the housing area, undergrounding utilities, screening modern development from view, developing a trail system through the district, and more.

Efforts to consolidate a plan for the management and development of the historic district, based largely on these recommendations, were initiated in early 1995 by Superintendent Charles Lundy. A team representing the park's administrative, resources management, visitor and resource protection, and interpretive divisions met on several occasions that year to determine the general direction of future district management, to generate development issues and ideas, and to coordinate the plan in consonance with the ongoing General Management Plan (GMP) effort.

A written draft consisting of ideas and suggestions for the district was produced in June 1996. The team met in July to select the preferred suggestions and to build a comprehensive interpretive and cultural resources protection plan for the Fruita Rural Historic District. Details of the trail system were worked out the following September. This document, the Fruita Interpretive and Cultural Resource Protection Plan, is the result of that work. An earlier version of this plan was reviewed by several members of the local Mormon community. The plan will receive further community review in the course of the GMP process.

A committee consisting of members of the resources management, interpretive, maintenance, and administrative divisions, together with a representative from the park's cooperating Natural History Association, has been formed to guide the management of Fruita within the parameters of this plan and the General Management Plan. At least one team participant belongs to Mormon community.

### **Statement of Purpose and Need**

This document was prepared along with and as part of Capitol Reef's overall general management planning effort. Within that broader document, the Fruita area is identified as a "rural developed" zone, where most visitation and administrative functions occur. Fruita's visitation already is by far the highest in the park, its roads and tiny parking lots the busiest. As the setting for park headquarters and its physical plant, Fruita also is the hub of staff activity: numerous offices, storage buildings and workshops, a visitor center, and staff housing are concentrated in the north end of the district. At the same time, Fruita claims both significant cultural and natural values as a National Register historic district endowed with a rich riparian system, abundant wildlife, and an outstanding redrock setting.

Under the preferred alternative of the General Management Plan, administrative and visitor activities would continue to be encouraged in the rural developed zone, because it is easily accessible to and popular with visitors, and because infrastructure and utilities already exist there. Any future necessary developments in Fruita would be designed and located to be minimally intrusive to the district, and to

have no adverse impact (as defined by the National Historic Preservation Act of 1966) on the historical character of the rural landscape. A General Management Plan, of course, directs broad, long-term development and use trends throughout a park; it cannot specifically address the subtle intricacies of balancing intensive -- and increasing -- visitor services with the resources protection needs of a National Register property. That is the purpose of this plan: to set management priorities, justify funding requests, and guide development within the parameters of the park's new General Management Plan.

### ***HISTORICAL OVERVIEW***

#### **History of Fruita**

Euro-Americans began settling the sheltered valley at the confluence of Sulphur Creek and the Fremont River in the early 1880s. These settlers, members of the Church of Jesus Christ of Latter-day Saints (Mormons), named their new home Junction after the stream confluence. Residents soon busied themselves with farming, raising livestock, and planting orchards. Beginning with just one family, Junction (later renamed Fruita, for the success of its orchards) grew to a population of 108 by the 1920s (Gilbert and McKoy 1997).

Fruita became increasingly well known for the quality of its produce and the beauty of its surroundings. The community was a green patchwork of orchards and irrigation ditches, open pastures, and cultivated fields dotted with homes, outbuildings, and other small structures. Fruita was set like an emerald in a ring of red and golden sandstone cliffs. Inevitably, its beauty drew tourists -- and proposals to establish the

area as park. As a result of local effort, Capitol Reef National Monument was established in 1937, neighboring but not displacing Fruita's private landholders. Some of these residents took advantage of new economic opportunities by building motels, gas stations, restaurants, and other service-related businesses.

In 1969, the monument was enlarged and its borders finalized, and it was redesignated as a national park by 1971. At the same time, the National Park Service began the final steps of acquiring the remaining, privately owned farms and businesses composing Fruita. Once in public ownership, many of the original buildings were razed to restore the area's natural landscape and to make the few suitable building sites available for needed visitor facilities. The buildings at that time were not considered historic, and some were judged to be in dilapidated, unsafe condition. Some orchard trees were eliminated, but plans to remove more were vigorously opposed by former Fruita residents and members of surrounding communities. Ultimately, they prevailed and the remaining trees were preserved, along with what remained of Fruita's original buildings. Most of these remaining components of the landscape are now historically significant.

Since acquisition by the National Park Service, Fruita has seen the development of staff housing, visitor services and staff support buildings, campgrounds, picnic areas, parking lots, and trails; construction of a new highway; and paving of local access roads. Domestic livestock, except for a few park service horses, have been removed, and wildlife is abundant and protected. Orchards, together with the old irrigation system on which the trees depend, continue to be maintained.

### **Fruita as Rural Historic Landscape**

National Register Bulletin 30, "Guidelines for Evaluating and Documenting Rural Historic Landscapes," defines a rural historic landscape as "a geographical area that historically has been used by people, or shaped or modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage, or continuity of areas of land use, vegetation, buildings, and structures, roads and waterways, and natural features." Such landscapes reflect the daily lives and activities of those who resided there, retaining the spatial organization and historic characteristics that developed over years of occupation.

Under these guidelines, in 1991 the 200-acre Fruita district was evaluated and determined eligible for listing to the National Register of Historic places as a rural (vernacular) cultural landscape. The district (Figure 1), its land use pattern defined by original orchards, open fields and pastures, irrigation ditches, and roads, lies on the bottomlands between the Fremont River and Sulphur Creek. Two historic farmsteads, related outbuildings, a schoolhouse, a series of andesite boulder walls, and various cellars, kilns, and other small structures remain of the built environment; exotic ornamental plants and several culturally significant trees still thrive at former homesites.

While National Park Service infrastructure infringes on portions of the district, it does not destroy the historical integrity or the rural character of the area.

The Fruita Rural Historic District has been determined significant under Criterion A ("associated with events that have made a

significant contribution to the broad patterns of our history”) of the National Historic Preservation Act, under the settlement, agriculture, and ethnic heritage themes. Its period of significance is from 1895, when the first irrigation ditches were used and the oldest remaining house was built, to 1945, the end of the historic period as defined by the National Register (Gilbert and McKoy 1997).

### ***MANAGEMENT GOALS AND OBJECTIVES***

Interpretive themes and development alternatives must be structured within a guiding framework of management goals and objectives. This framework ensures that the potential effects of any proposed plans are properly evaluated in terms of park needs and resource values.

Accordingly, Capitol Reef’s management goals for the Fruita Rural Historical District are to:

- provide the park’s diverse visitors, including those with disabilities, with a range of recreational opportunities and experiences in a manner compatible with natural and cultural resource protection;
- provide the park’s visitors with interpretive and educational opportunities focusing on the district’s cultural and natural resources, and on Fruita’s place within the “broad patterns” of state and national history;
- preserve the integrity, beauty, and rural character of the district and its component natural and cultural resources;
- promote visitor and employee safety and accessibility to those resources, and reduce potential conflicts among various recreational activities;

- encourage a continuing historical research program and renovation initiatives that will enhance interpretive efforts; and,
- encourage individuals with cultural and family ties to Fruita to participate in planning and interpretation of the district, and to develop a closer, more cooperative relationship with those individuals.

Specific management objectives are to:

- continue to maintain and enhance Fruita’s orchards in order to provide fruit-harvesting opportunities for park visitors;
- enhance visitor and staff safety in this pursuit;
- minimize resource damage inflicted on orchards, fields, and buildings by resident wildlife, while continuing to protect that wildlife;
- encourage visitors to learn about and enjoy wildlife residing in the district, while educating those visitors in safety issues and the welfare of the animals;
- harden historical buildings and structures for increased visitor use, in a manner consistent with the requirements of historical preservation guidelines;
- increase National Park Service visibility, enhance National Park Service image, and ensure that visitor attractions are well marked, easily accessed, and interpreted;
- allow for safe use, access, and pedestrian circulation within the district without degrading the resources or visitor experiences;
- provide safe access, circulation, and parking for motor vehicles within the district without degrading resources or visitor experiences;

- provide physical infrastructure necessary to continue managing and maintaining the park, focusing limited future development within the district without adversely affecting the district's rural character;
- pursue long-term phaseout of housing for park staff, while maintaining quarters for emergency services personnel.

### ***INTERPRETIVE OPPORTUNITIES***

A significant number of the goals and objectives listed above relate to interpretive and educational efforts. Future development within the district, in fact, will be aimed chiefly at enhancing interpretation of cultural and natural resources. With this in mind, park interpretive and resources management staff have identified a number of broad, potential interpretive topics to promote within the district. These are provided below; however, they are subject to modification and refinement as the Interpretive Division proceeds with updating its Comprehensive Interpretive Plan.

#### **A. Mormon Settlement**

1. Orchards. Interpretation includes discussions of orchard history; monoculture vs. mixed orchards; orchard management; effect of deer on orchards and consequent need for fencing.
2. Irrigation. Interpretive discussions might include prehistoric settlement of the valley by Fremont people, and discussion of the irrigation flumes crossing Sulphur Creek.
3. Culture/ Nature Interrelationships. Interpretive discussions could include how annual flood cycles constricted some aspects of life in Fruita (e.g., bridges

washing out, downstream communities destroyed). Interpretation might also explore issues of isolation in the Fruita setting, how and why Fruita's climate differs from that of surrounding communities, and the reasons for settling here; and how the valley's isolation affected its residents in terms of socialization, commerce, transportation, religious practices, etc.

4. Daily Life. This topic is partly a continuation of existing interpretive programs such as schoolhouse and Gifford House historic interpretation, and the blacksmith shop exhibit. Other topics might include the Pendleton rock walls, the Holt house, the grape arbors, the mail tree, and the cultural landscape in general.

#### **B. Pre-Mormon Settlement**

1. Petroglyphs. The petroglyph pullout and the heavily vandalized panel at the top of the Cohab switchbacks present good opportunities for interpreting rock art, site ethics, Fremont culture, and ties between ancient Indian cultures and modern ones.
2. Historic inscriptions and nonhistoric graffiti. Interpretation could involve discussions regarding the difference between inscriptions and vandalism, costs of restoration, penalties, etc.
3. Culture History. Discussions of subsistence practices of the Fremont people might be introduced from a number of locations within the district.

#### **C. Natural Resources**

1. Geology. Interpretive opportunities are abundant for discussions of stratification, geological processes, paleontology, and cultural uses of the various rocks and minerals occurring in the district.

2. Wildlife. Pre-settlement distribution of wildlife in the area (insofar as it is known) and subsequent impacts of settlement, agriculture, and National Park Service protection policies on those distributions provide a good topic for interpretation. Likewise, the unusual presence of marmots at this relatively low elevation, the impact of deer, marmots, and squirrels on fruit trees, cellars, and historic buildings, and the presence of cougar populations in the district could be of interpretive interest.

3. Environmental Change. Environmental change and river entrenchment since the settlement period, and the effects of irrigation and grazing on river flow and riparian vegetation are possible interpretive topics.

4. Exotic Plants and Animals. Tamarisk and Russian olive are obvious examples of “beneficial” exotic plants that are invading natural habitat. Interpretation can discuss the evolution of the landscape in terms of both environmental change due to climate and cultural impacts. Presence of chukars and absence of native quail could be explained, and the impact of feral domestic animals such as cats could be discussed.

## ***MANAGEMENT AND PLANNING ISSUES***

Now, the intent of park management is to enhance interpretation of the district within the constraints of the goals and objectives identified earlier. This juxtaposition of these sometimes conflicting efforts raises a number of planning/management issues that were necessarily borne in mind when the specifics of this plan were laid out. Those issues are as follows.

**Traffic and Parking**. The most obvious and perhaps most problematic issue is traffic. Fruita’s State Route 24 and Scenic Drive must accommodate everything from mobile homes to bikes and pedestrians. Many motorists ignore speed limits and are distracted by wildlife and scenery; some drive and park in off-limits areas; and pedestrians and bikers sometimes disregard motor traffic on the narrow, curving roads. There is an inherent conflict among pedestrians, cyclists, and motor vehicles all squeezed into the narrow, historic road corridor. Management of the district must consider whether and how to limit the number of vehicles, how to slow their speed and alert motorists to animals and people in the road, how to provide attractive, safe off-road trails and crossings for pedestrians, how to make the roads themselves safer for all users, how to provide adequate parking for cars, tour buses, and large recreational vehicles, and finally, how to do all of this without adverse impact to the district. For example, new parking lots constructed in open pastures would adversely affect the rural character and historic integrity of the area by eliminating open spaces and introducing nonhistoric visible, audible, and atmospheric elements such as fumes.

But by ruling out such use for large portions of the district, planners are faced with the physical limitations of the small valley, which further restricts their options, and the need to provide satisfactory access for elderly and disabled visitors to the district's attractions.

All of these aspects of traffic circulation were considered when developing alternatives for trailheads and visitor attractions.

**Interpretive Trails and Activities.** An existing formal trail through the Fruita District parallels Scenic Drive, starting at the visitor center and joining up with the Fremont River Trail behind the historic Gifford house. Although the cool and pleasant river trail sees moderate use, long stretches of Scenic Drive trail are hot and stark when dry, and muddy when wet. Pedestrians sometimes prefer to walk in the roadway, instead, or along the orchards' edge.

The Cohab Canyon trailhead lies across Scenic Drive opposite the Gifford farm, on the district's boundary, and a minimally improved social trail runs along the foot of the cliffline at the petroglyph pullout. There currently are no designated trails through or among the park's popular orchards, or connecting some historic attractions.

Any network of new pedestrian trails through the district should be pleasant, safe, handicap accessible (insofar as possible), and in keeping with the character of the district. Any road or highway crossings must be safe and may entail requesting the Utah Department of Transportation (UDOT) to reduce highway speed limits in certain areas. Stream crossings may entail

footbridge construction, or may be simple stepping stone crossings.

When planning new trails and trailheads, managers must consider where visitors will park. Of particular concern is that new trails in the vicinity of the visitor center would encourage visitors to leave their vehicles in the visitor center parking lot while exploring the district. Because that lot is inadequate to handle the current level of usage it receives, vehicles left for several hours would significantly increase congestion there.

Although not incorporated as part of this particular plan, future managers might wish to consider whether certain maintenance tasks might be undertaken using period equipment and techniques. Managers would need to consider the cost effectiveness, in times of budget and manpower shortages, of asking maintenance personnel to plow a field with a horse-drawn plow, collect fruit from the back of a wagon, or patrol ditches on horseback.

**Historic Buildings, Yards, and Structures.** Many of the historic buildings and structures in the district are in need of repair and/or rehabilitation. Some could be furnished with equipment and furniture of the historical period, to enhance their interpretive appeal. Some of these issues would be addressed in future funding requests.

In addition, planners considered fire protection, visitor safety, and security issues for these buildings. In some instances, parts of buildings and structures need to be fenced or sealed off, like the opening of the Pendleton lime kiln and the basement stairwells of the Gifford house, to protect visitors.

Regarding landscaping, proposals would be considered on an individual basis in consultation with National Park Service historians, landscape architects, and the State Historic Preservation Office. Does the park wish, for instance, to replace old ornamentals with young ones of the same type, allow old ornamentals to be removed and not replaced, or replace them with native species? Is yard fencing appropriate? What materials should be used to construct new sidewalks and pathways? Decisions would be consistent within the guidelines of the cultural landscape designation, so that the character of the district will not be adversely affected.

**Campsites.** The park's 71 campsites generally are occupied by noon during the peak tourist season, and its group campground is booked months in advance throughout the spring, summer, and fall. As part of this proposal, managers have determined that no new campground loops should be constructed within the district, but that one or two pads for motor homes are appropriate and needed for visiting researchers and volunteers. Specifics are addressed later in this document.

**Fee Station.** One unresolved topic is the proposed relocation of Capitol Reef's self-serve fee station. The existing fee station is just inside the historic district, beyond the campground loops. Currently, visitors are not asked to pay when entering the visitor center, orchards, trails, or campgrounds. Instead, they pay only when traveling Scenic Drive beyond Fruita. Moving the station to another location could increase the fee monies brought into the park, thereby enhancing support for Capitol Reef's programs. Therefore, possible relocation of the fee station deserves careful

consideration. The fee station would not be placed within the historic district, however.

### **New Visitor Services and Support**

**Facilities.** The General Management Plan has identified Fruita as a developed area where the park's physical plant and future facilities should continue to be concentrated, in order to leave undeveloped areas in their natural state. More details of those plans (e.g., expansion of the existing visitor center) are provided in Alternative A. Planning must proceed cautiously on a case-by-case basis, addressing how to accommodate future needs without infringing on the beauty of the setting, disturbing riparian and other resources, and cluttering the historic landscape. Given the physical, legal, and ethical constraints on such development, the park's options in this regard are tightly limited. Appropriate building design and screening would be key considerations in such planning, which would be undertaken in consultation with professional cultural resources staff at the Intermountain Regional Office and the Utah State Historical Preservation Office. Building height, size, color, and placement would be of particular concern.

**Handicap Access.** To date, a portion of the Fremont River Trail is the only handicap-accessible trail in the district. Even so, some visitors have objected that it does not allow wheelchairs to get to the edge of the Fremont River. Further, the visitor center is minimally handicap-accessible, whereas most historic attractions currently are not at all handicap accessible. Plans are designed to make proposed trails and interpreted sites wheelchair accessible from parking lots.

**Orchards, Deer, and Fencing.** Young trees in the orchards are particularly vulnerable to browsing and antler scraping

by deer. To protect the trees, orchard staff build fence “cages” around saplings and, in some instances, erect deer fences around the entire orchard. In addition, several orchards are enclosed by nonhistoric, low fencing that cannot keep deer out.

In revising Capitol Reef’s existing, outdated Orchard Management Plan, management will need to address these issues. Under this proposal, the park would try to deter deer from the trees without employing more deer fencing or cage devices. If other methods were unsuccessful, the park would consider how to minimize the visual effect of fencing on the historic district. Nonhistoric, low fencing might be removed -- or it might need to remain to control unauthorized traffic and parking. If nonhistoric fencing is deemed necessary, then it should have a rustic, rural appearance in keeping with the character of the district. At the same time, its design should be such that visitors will not mistake it for historic fabric.

**Use of Vacant Buildings.** Use must be determined for several vacant and/or underutilized buildings within the district, namely, Holt House and Brimhall House. It is not the intention of this document to select a single option for each; rather, current needs of the park were considered in identifying a range of possible uses. Flexibility is emphasized, so long as proposed uses are compatible with historic preservation goals.

**Miscellaneous.** Other issues that may be considered by future planners include consolidating existing service roads; burying all existing and future utility lines; and development of staff housing outside of park boundaries. Because these issues are large in scope, they are addressed in the GMP, rather than in this document

**Summary.** The planning options described below were each explored within this framework of management goals and objectives, interpretive themes, and issues. Possible impacts of each alternative were considered. Specific interpretive wayside exhibits and devices would be selected and refined, within the framework of this plan, in the Comprehensive Interpretive Plan now in progress.

### ***PROPOSED ACTIONS***

Proposed actions are as follows.

Testing for the presence of buried archeological resources would be conducted and any necessary design changes and mitigation measures would be determined prior to design in all cases. Impact to riparian areas, water drainages, bird and wildlife habitat, and other sensitive resources would be evaluated and minimized in all cases.

**A. Interpretive Centers, Waysides, and Exhibits.** The visitor center and the Gifford farm (cultural landscape interpretive center) are the only interpretive centers in the park. Existing interpretive devices in the districts are found at the petroglyph pullout, Fruita Schoolhouse, and Merin Smith Blacksmith Shop. A wayside interpreting historic Fruita is also located in the Chesnut Picnic Area, and several orchards have small interpretive signs outlining their history. Near the campground are located a demonstration area and an amphitheater for evening programs.

The Interpretive Division will identify in its Comprehensive Interpretive Plan those themes and historical sites appropriate for further interpretation. Themes, of course,

would center on Mormon settlement and agriculture (including orchards and irrigation ditches), and daily life in the valley during the period of historic significance. Pre-Mormon (Fremont Culture) sites and features and natural features also provide interpretive opportunities. Most interpretation would be non-personal, with the park providing site bulletins or brochures for self-guided tours.

Fruita Schoolhouse would continue to be maintained and protected. Merin Smith Fruit Cellar would be repaired and protected from further damage. Holt House, the oldest home in the district, would be renovated (upgrading its electrical and plumbing systems) or rehabilitated (removing additions built after National Park Service acquisition). The remainder of the farmyard would continue to be maintained for passive interpretive purposes. Brimhall would continue to be used for staff housing, and Sprang is currently being renovated for use as an educational center.

Interpretive opportunities would be greatly amplified by an expanded trail system (discussed below) centering at the Inglesby picnic area. There, Capitol Reef proposes to establish a small kiosk with interpretive and orientation information. A ring of rustic benches for informal interpretive presentations may be established among the cottonwoods near the visitor center, and/or near the Gifford house or Inglesby Picnic Area, where many educational and interpretive activities take place.

**B. Trails.** To enhance the interpretive value of the district, an expanded Fruita trail system is needed for pedestrian circulation among the historic and scenic attractions of the Fruita Valley. Capitol Reef proposes to develop a loop trail (Fig. 1) that will guide

visitors through the orchards, among historical buildings and structures, along the Fremont River, and through some secluded frontcountry canyons and overlooks.

The proposal incorporates two existing trails. The existing Scenic Drive trail begins at the visitor center, follows along the south side of the road to the Fremont River bridge near the old Gifford farm, and continues along the river as the Fremont River Trail. Cohab Canyon Trail runs from Scenic Drive (across from the Gifford barn) up over a ridge and down to SR 24 near the Hickman Bridge parking area.

Capitol Reef's proposed new trail would link these two existing paths, forking off of the Scenic Drive trail between the Smith and Clarke orchards, fording Sulphur Creek, and continuing eastward along several orchard boundaries. The proposed new trail would cross SR 24 at Fruita Schoolhouse, stay on the north side of the highway briefly and cross back at the Merin Smith place. There it would cross the Sulphur Creek footbridge and link up to the Inglesby picnic area parking lot. This new section of trail would be well shaded, pleasant, and would have two stream fords and a bridge crossing. Parts of it, although not all, would be wheelchair accessible.

The second section of new trail would be aesthetically quite different. Continuing from the schoolhouse along the north side of the highway, the trail would cut back away from the road along an old, historic roadbed. It would run past the Holt farmstead, follow the old irrigation ditchline to the petroglyph pullout, and continue along the highway to Hickman Bridge parking lot. Parts of this section are shaded by young trees, but much of it follows the toe of barren talus and along the foot of cliffs. All

of this section would be wheelchair accessible.

From the Hickman Bridge lot, the trail would cross SR 24 west of the existing highway bridge, take the bridge over the Fremont River, and then continue south of the highway to the existing trail over Cohab Canyon. The Cohab Canyon trail gives the casual visitor a taste of the park's more remote areas without straying too far from frontcountry conveniences. It links back up with the Fremont River Trail after descending from the overlook above the Gifford farm. This section of trail would not be wheelchair accessible.

Wheelchair accessible portions of the trail would be hardened with naturally colored material to blend in with the landscape, and would meet width and grade accessibility requirements.

This new trail system would allow pedestrians access to every major wayside and historic attraction in the district. Trail access parking would be provided at the campground, petroglyph pullout, schoolhouse, Hickman Bridge trailhead, Inglesby Picnic Area, and possibly on the south side of Scenic Drive near the Mott orchard.

The highway crossings would be designed in cooperation with the Utah Department of Transportation. These could be simple crosswalks on the road surface, or possibly combinations of crosswalks and underpasses, which might be located near the Fruita schoolhouse and Hickman Bridge.

**C. Traffic Circulation.** Within the district, the shoulders of Scenic Drive would be widened approximately two feet, where such widening does not interfere with natural or

cultural resources. Existing informal "pullouts" would be blocked or eliminated, and new, formal pullouts will be established where needed. Signs and road markings would advise drivers of pedestrian crossings at the picnic areas and Cohab Trailhead on Scenic Drive.

Three formal pedestrian crossings would be established, in cooperation with the Utah Department of Transportation, along SR 24. Existing pullouts along the highway would be evaluated for possible improvement or removal. In addition, efforts would be made to reduce the posted speed limit on SR 24 to enhance visitor safety.

**D. Parking.** Parking in the historic district is limited, particularly in the headquarters area. Currently, visitors are served by a small lot in front of the visitor center (where vehicle parking frequently spills over onto the roadside); gravel lots at the blacksmith shop and Inglesby Picnic Area; a few spots at the Cohab trailhead, serving the Gifford Farm exhibit; the campground, for campers only; a mostly unused gravel lot at the demonstration area; and small lots at the petroglyph pullout and Fruita Schoolhouse on SR 24. Parking difficulties would be exacerbated by the recent opening of the Gifford farm exhibit, enhancement of interpretive sites as proposed in this plan, and construction of new trails.

Capitol Reef proposes to expand the existing lot in front of the visitor center, where there are large areas of disturbed, sparsely vegetated earth. In the Gifford farm vicinity, a few new spaces may be added at the water treatment building and/or at the campground entrance near Loop A. Parking at Inglesby Picnic Area would be improved by formalizing the lot with curbing, and (if

needed) expanding it toward Sulphur Creek, and the parking area in front of Johnson Orchard would be formalized and reconfigured.

Parking may also be formalized at the schoolhouse and at Jackson and Krueger orchards. The Hickman Bridge lot would be formalized by striping and curbing, as needed, so that more vehicles can be accommodated. The small lot at the Cohab trailhead may be eliminated, as it is situated on a curve. All lots would be screened, preferably with vegetation.

All such work would, of course, be undertaken in compliance with the National Historic Preservation Act and the National Environmental Policy Act.

**E. Campgrounds.** As the park's resource management, interpretive, and maintenance needs are increasingly met by volunteers and outside researchers, Capitol Reef has developed a pressing need to provide overnight facilities for these individuals. A restroom expansion at the group campground would help meet this need. In addition, one or two pads for motor homes for volunteer staff would relieve pressure on the park's limited staff housing. These could possibly be accommodated within the existing residential area. Ultimately, the location would be selected to make the least impact on the historic district, and the location would be appropriately screened.

These facilities would be for administrative purposes only, not available to the general public.

**F. Fee Station.** The current, self-service fee station is a small, unstaffed pullout on the Scenic Drive south of the campground, outside of the historic district.

Consequently, visitors may use the orchards, visitor center, picnic grounds, hiking trails, and other amenities free of charge. Because the station operates on the honor system, some visitors enter the fee area without paying; and because the station is located past the campground, recreational vehicles can use the sewage dump station free of charge when they are not staying at the campground. Finally, the station's current location generates considerably less revenue than would a new site closer to popular visitor attractions within the historic district. A new location as yet has not been identified; however, the fee station would be sited outside of the historic district.

#### **G. Visitor Services and Physical Plant.**

The park's preferred alternative proposes to restrict visitor services and physical plant facilities to the headquarters area. New physical plant and visitor services buildings must be sited within the developed visitor center/maintenance yard area, and must be adequately screened with vegetation. No new staff housing units, campgrounds (with the exception of the 1-2 recreational vehicle pads described above), or restrooms would be sited within the district. If the headquarters locale were not suitable for a proposed project, or if additional housing or campsites were needed, then the park would seek land or facilities outside of park boundaries.

The park also generally supports removal of non-historic buildings (offices, houses, and apartments) from the district, if and when funding may become available for such a project.

**H. Orchards.** Fruita's historic orchards are a prime visitor attraction, particularly during the spring blossom and autumn harvest seasons. Specifics of orchard management

are remanded to the Orchard Management Plan, but issues of deer control, fencing, and historical names are appropriately addressed here.

Deer have become abundant in the valley over the past decade, and their effects on orchard trees -- particularly saplings -- are obvious. In the spring, the bucks rake against trees to scrape velvet from their antlers, thereby breaking branches and scarring the trees. Year-round, the animals browse the foliage, again breaking branches, destroying fruit, and keeping branches nipped back to a level high above the ground. Ordinarily, low growth is encouraged in orchard trees so that fruit will be more abundant and easily harvested.

To combat these problems, the park has installed deer exclosure fences around some orchards and erected wire baskets around saplings in the larger orchards. The baskets are often used in conjunction with PVC tubes placed around the trunks of the young trees to keep deer from girdling them. Other repellent devices, such as deodorant soap bars hung among the branches, have been tried without success.

The exclosure fences are effective only when the gates are locked; otherwise, visitors leave the gates open and allow the deer in. The baskets are only partly successful in repelling deer, which have learned how to get through the wire, crush it, and otherwise thwart the devices. The tubes protect the trunks of saplings, but not their branches, and the tubes must be removed as the trees grow larger.

The fences, baskets, and tubes are all visually intrusive to the historic district. Such devices were unnecessary during Fruita's heyday, as the deer population then

was much lower due to hunting, the presence of dogs, and so forth. However, if the devices are removed, the deer will have free access to the fruit and the trees and may inflict significant damage in the orchards.

Given this conflict, Capitol Reef orchard management, visitor protection, and resources management staff must evaluate each orchard on a case-by-case basis and determine whether and when the fencing, baskets and tubes can safely be removed. Unnecessary, nonhistoric low fencing would be removed where it is not needed for orchard management purposes.

Resources management staff would research other means of discouraging deer from residing in the orchards.

Finally, historical researchers have pointed out that some of the orchard names are historically inappropriate and should be changed. More research and community consultation are needed to specify which orchards require renaming, and what new names may be appropriate for them.

**I. Adaptive use of Buildings.** Recent construction of new housing units has left three former houses unoccupied and available for adaptive use: Brimhall House, Sprang Cottage, and Holt House. While Holt House is a National Register-eligible property, the other two buildings are nonhistoric. Any alterations, improvements, or uses of Holt House must be in keeping with its historical status, but Sprang and Brimhall may be altered or even removed as park management sees fit. In addition, the park's water treatment plant is now minimally used for water treatment, and two fruit cellars (the Merin Smith and Holt cellars) are uninterpreted and underutilized.

- **Holt House**

Despite recent re-roofing and painting, Holt House needs major repairs and mouseproofing, as rodent infestation renders it virtually uninhabitable. The building currently is being used by the administrative division for storage and sorting of supplies and equipment, and by the maintenance division as orchard staff offices.

Being the oldest extant house in the district, Holt House could appropriately be restored to its original condition and used for interpretive purposes. This would entail removing much of the existing building and eliminating plumbing and electrical systems. Since the park already interprets the Gifford farmstead (of similar vintage and history), and since staff housing and administrative needs are growing, complete renovation at this time seems inadvisable although it may be an option in the future.

Instead, the park would upgrade the house so that it may be occupied or used for a variety of purposes. This would require improving the electrical and plumbing systems and mouseproofing. Cabinets, sinks, and toilet may be replaced as necessary.

Once repaired, the old home could serve as short-term lodging for visiting researchers, volunteers, seasonal employees, or new employees looking for long-term housing. Likewise, it could lodge visiting National Park Service personnel and others at the park on business. When not thus occupied, the house could be used for meetings, workshops, or special exhibits. The building could also be available for long-term office and/or lab space, or as a museum or farm exhibit.

Most of these proposals would be compatible with interpretive use wherein visitors could view the farmstead from the proposed trail, or even walk up the driveway and explore the grounds.

- **Brimhall House**

Currently, Brimhall House is used as a dormitory for seasonal employees, volunteers, and occasional visitors, providing inexpensive housing where otherwise none would be available. The park wishes to continue this use in the foreseeable future, but also would allow considerable flexibility to meet future needs.

To this end, the structure should be upgraded and mouseproofed as necessary. The building and parking area would be screened with vegetation and the garage located across Scenic Drive from the house will be removed, as it is intrusive and incongruent.

- **Sprang Cottage**

Sprang Cottage is currently being renovated for adaptive use as an educational outreach center. The cottage provides easy access to the orchards, existing and proposed trails, picnic areas, Gifford Farm, the campgrounds, the Fremont River and Sulphur Creek, and the heart of the historic district. Because it is outside of the developed headquarters area, wildlife (especially marmots, ground squirrels, birds, bats, and deer) are abundant there. The natural resources in its surroundings make the building ideal as a center for school outings and other public educational activities.

Because the house is set back from the road and has a big yard, it is good for children's activities. It has a roomy parking area adequate for school buses, and it has a deer

enclosure that could be used for an interpretive garden. Removal of several interior walls and/or addition of a covered patio would open a large, sunny space for activities and meetings.

- **Water Treatment Plant**

This small building still sees some limited use for water treatment, but this need may be eliminated in the future. Meanwhile, treatment equipment occupies most of the main room. A small office is adjacent.

If the treatment equipment can be removed, a large room would become available for use as storage, lab, or office space. Part of the building may also be used for shower and restroom facilities for volunteer groups; or, the entire building could be eliminated from the historical district to make room for parking.

Specific adaptive use for the treatment plant would be left flexible, depending on the park's water treatment and space needs.

- **Merin Smith and Holt Fruit Cellars**

The Merin Smith cellar, on the Sprang property, is well situated for interpretation. It would be cleaned up, repaired, and furnished with plank shelving and appropriate interpretive items. Interpretive signs and walkways will be provided.

The Holt cellar is less easily accessed by the public, particularly if Holt House is designated as a residence. Therefore, it would be used for maintenance storage for such items as seed and fertilizer. Security needs are minimal, and no alteration to the structure would be needed.

### ***CONCLUSIONS***

This plan is intended to maximize the park's interpretive potential within the Fruita Rural Historic District, while protecting both natural and cultural resources and meeting administrative needs. It is intentionally flexible in most aspects, recognizing that needs will change, but is restrictive where future actions could adversely affect the character of the district.

# Fruita Trail System



Figure 1. Fruita Rural Historic District

Capitol Reef National Park

United States Department of the Interior – National Park Service

Scale: 1/15,000  
1 inch = 1/4 mile



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**APPENDIX D**

**SLEEPING RAINBOW RANCH  
DEVELOPMENT CONCEPT PLAN  
ADAPTIVE REUSE ALTERNATIVE**



**Sleeping Rainbow Ranch Development Concept Plan  
Adaptive Reuse Alternative**

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# SLEEPING RAINBOW RANCH DEVELOPMENT CONCEPT PLAN

## ADAPTIVE REUSE ALTERNATIVE

### INTRODUCTION

Sleeping Rainbow Ranch (formerly Pleasant Creek Ranch) consists of approximately 330 acres of fee title land, buildings, power line and right-of-way, water rights and irrigated pasture along Pleasant Creek in the Waterpocket Fold about 12 miles south of Fruita, Utah. See Figure 1, vicinity map. The area that was to become Sleeping Rainbow Ranch was homesteaded during the Mormon settlement period. Lurton and Alice Knee acquired the ranch in the early 1940's and were the owners at the time that Capitol Reef National Park was established. In addition to using the ranch to raise livestock, principally horses, the Knee's also based a Colorado Plateau overland tour operation at the ranch. Residences were constructed atop a small mesa overlooking Pleasant Creek and a portion of the Waterpocket Fold. The Knee's constructed and operated a small guest lodge for several years in the late 1960's.

Prior to the expansion of Capitol Reef National Monument in 1969, the public lands surrounding Sleeping Rainbow Ranch were under the administration of the Bureau of Land Management. That same year they became part of the park under the jurisdiction of the National Park Service. The Knees had been advocates for the creation of Capitol Reef National Park and after it was established they sold the ranch to the National Park Service subject to a life estate provision which allowed the Knees to continue to live at the ranch. In the 1970's the Knee's suspended the commercial lodge operation at the ranch. Through the ensuing years the Knee's ability to spend time and energy in maintaining and operating the ranch decreased. Lurt Knee died in May, 1995. In 1996, Alice Knee, through her estate executor, quit-claimed all remaining property rights for the ranch to the National Park Service. The buildings and utilities had deteriorated and were not in a usable condition.

To reach the ranch by motor vehicle one drives south from Fruita on Scenic Drive approximately 12 miles to Capitol Gorge. At the mouth of Capitol Gorge the road to Sleeping Rainbow Ranch turns to dirt and continues south for a approximately 2.5 miles. These roads are depicted in [Figure 1](#). The ranch can also be reached on horseback or foot by traveling along the stock trail which follows Pleasant Creek. This trail continues to be used to move livestock during the summer months from the Notom area to higher elevation pastures to the east.

As the road approaches the ranch it forks with one fork leading to ranch headquarters on the top of a small mesa and the other to corrals and pastures on a terrace above Pleasant Creek. The road continues past the corrals to a low-water crossing of Pleasant Creek. A four-wheel drive trail continues south from the crossing through South Draw to Tantalus Flats east of the park boundary. [Figure 2](#) depicts the roads and other principal features in the vicinity of the ranch.

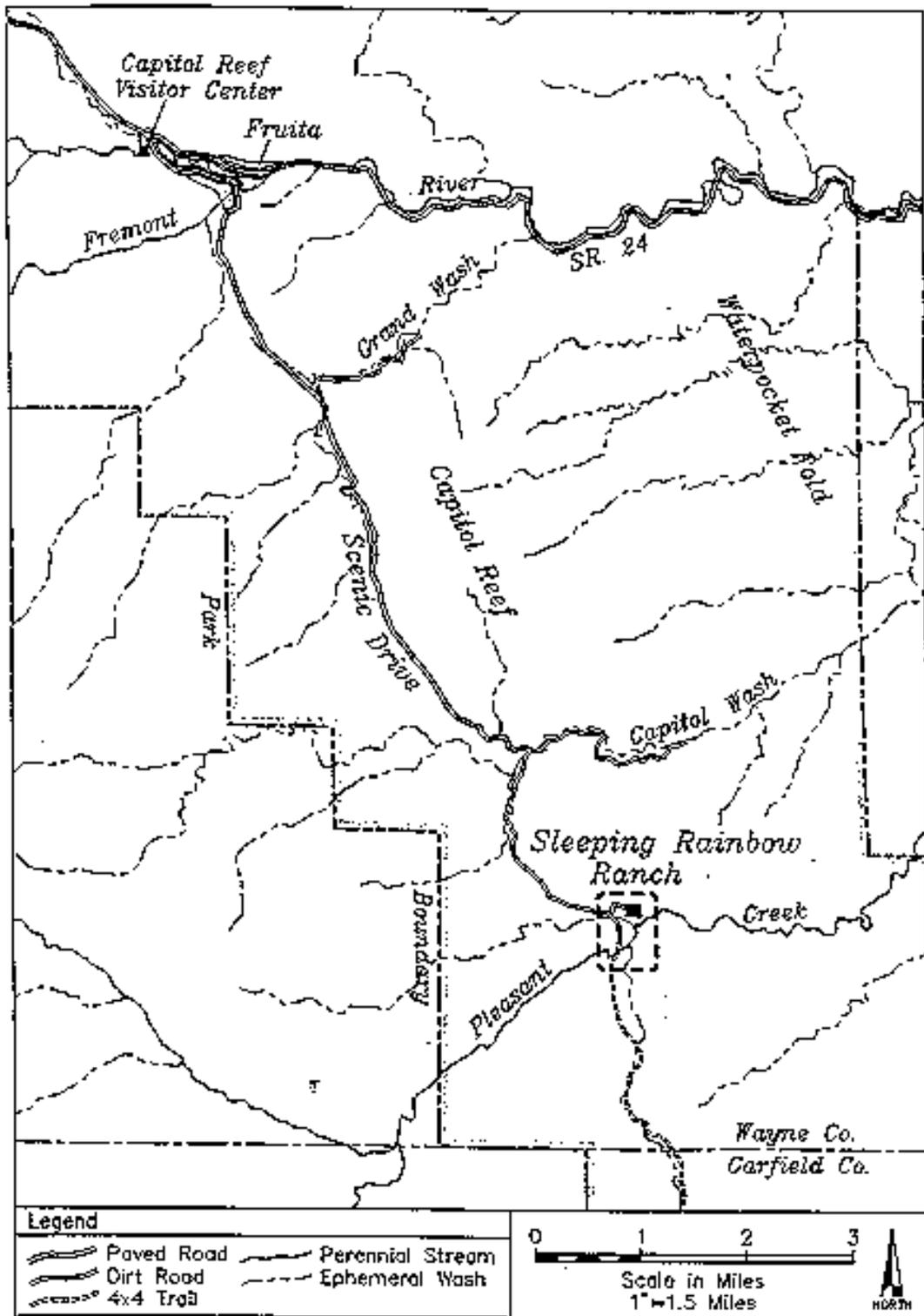


Figure 1 - Vicinity Map

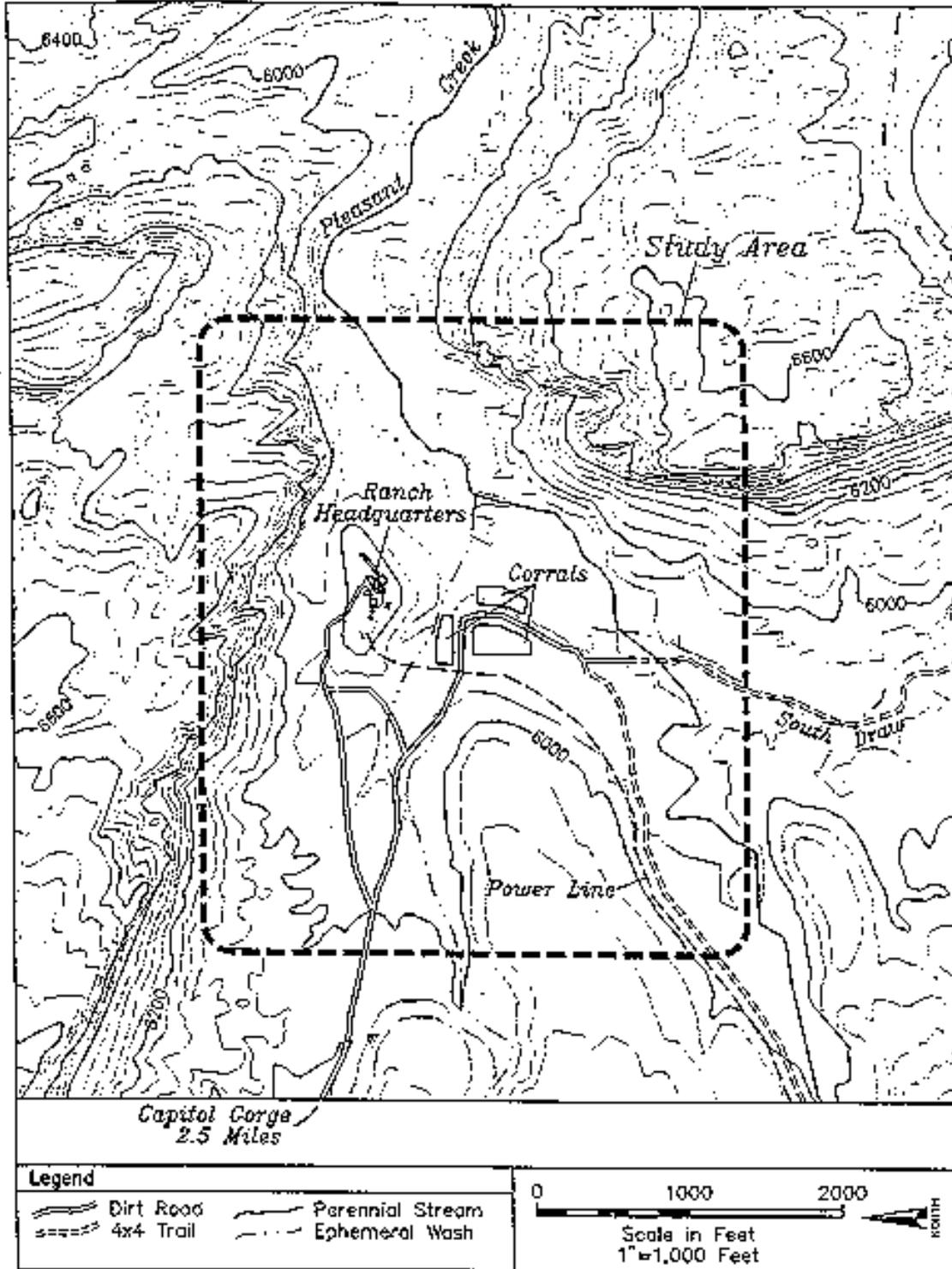


Figure 2 - Study Area

Pleasant Creek flows west to east from the slopes of Boulder Mountain through Capitol Reef National Park and the Waterpocket Fold to Notom and a confluence with the Fremont River near the Park's eastern boundary. Sleeping Rainbow Ranch is located at the head of the canyon which has been cut through the Waterpocket Fold by Pleasant Creek. This location provides spectacular views north and south along Capitol Reef and to the east across the Waterpocket Fold. The view from ranch headquarters down the Pleasant Creek canyon with the Henry Mountains in the distance is depicted in Figure 3.

The mesa on which ranch headquarters is located rises 150 feet from the surrounding terrain to an elevation of 6000 feet. The top of the mesa is approximately 3.5 acres in size. Existing structures on the mesa include a nine room, cinder block motel; a wood-frame lodge building with kitchen; a two room guest house also of frame construction; a residential trailer; other ancillary equipment, generator, and storage sheds. Figure 4, Ranch Headquarters, depicts the location of structures and equipment on the mesa. Figure 5 includes photographs of the principal structures at ranch headquarters.

When Alice Knee indicated her intent to complete final transfer of her remaining interests in Sleeping Rainbow Ranch into federal ownership, the Superintendent and staff of Capitol Reef National Park began an evaluation of options ranging from returning the area to a natural condition to rehabilitating all or part of the facility. Important considerations were costs associated with various alternatives, sources of funding, and determining appropriate uses for Sleeping Rainbow Ranch.

Utah Valley State College (UVSC), a four-year state college located in Orem, Utah, had independently identified a need for a permanent program and facility to capitalize on the excellent teaching and research opportunities for the physical and biological sciences to be found in the Colorado Plateau in Utah. College faculty members began to evaluate potential locations for a Colorado Plateau Field Institute. This search included conversations with the Superintendent of Capitol Reef National Park in which it became apparent that Sleeping Rainbow Ranch could potentially serve as the Colorado Plateau Field Institute facility.

NPS and UVSC officials recognized the potential benefits of a cooperative effort at Sleeping Rainbow Ranch and in a Memorandum of Understanding dated October 24, 1996, they agreed to proceed with a feasibility study to evaluate potential uses for Sleeping Rainbow Ranch: condition of structures, utilities, roads; adequacy for potential uses; and costs to rehabilitate the facility. The results of the Sleeping Rainbow Ranch feasibility study indicated an absence of any fatal flaws in the proposed adaptive reuse of the ranch as an instructional and research support facility serving 35-40 individuals. The minimum utilities of power, water, and waste water disposal are available. The current road appears adequate for the proposed use with minor improvements. There will be periods when the road will be impassable due to flooding, snow, and wet conditions, however, travel limitations are expected to be infrequent and short in duration.

Figure 3 - View to the East from Sleeping Rainbow Ranch (final pending)



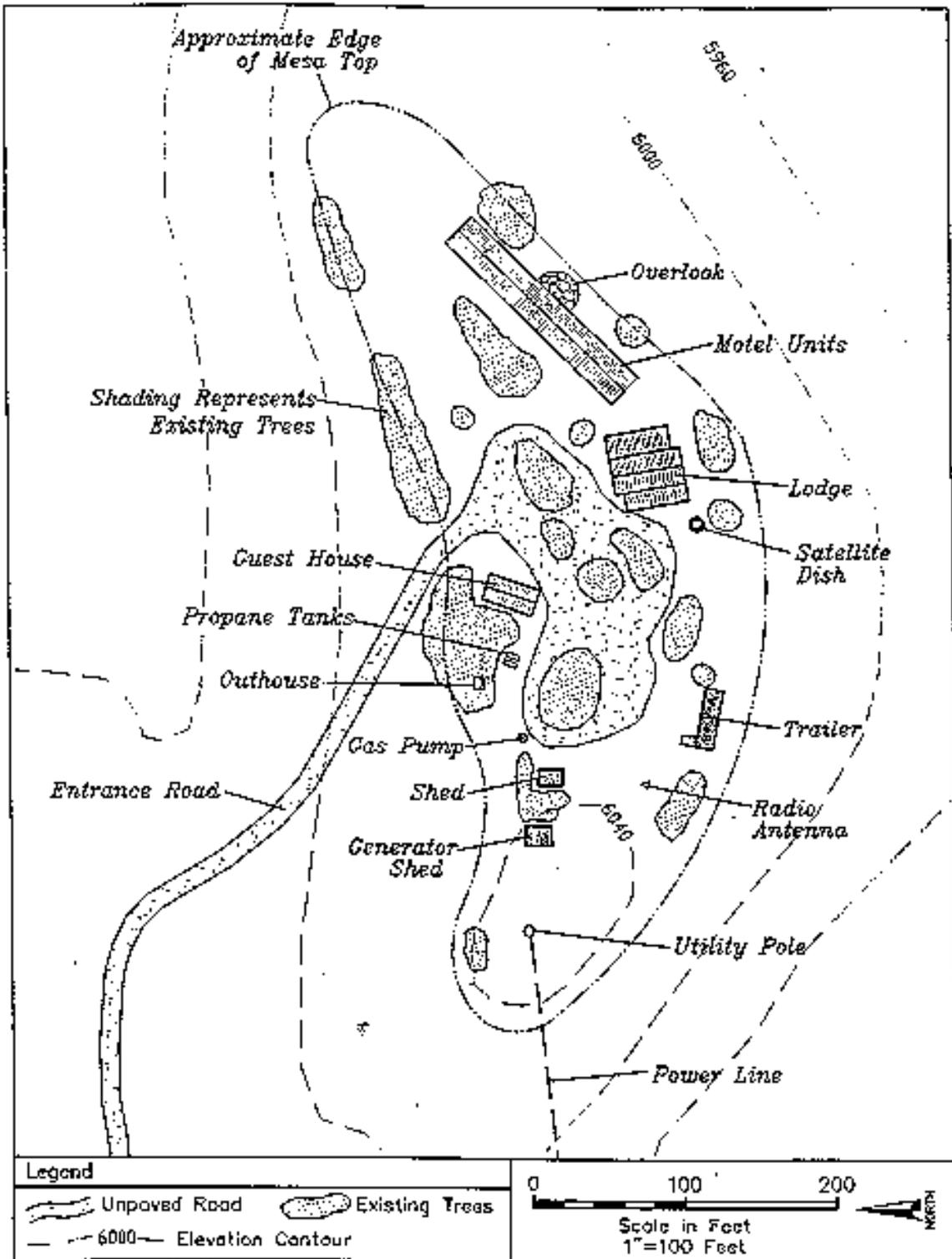


Figure 4 - Ranch Headquarters

Figure 5 - Existing Structures at Ranch Headquarters



Lodge Building



Guest House

Figure 5- continued



Residential Trailer



Motel

The structures, although currently in a state of disrepair, are sound and capable of being restored and refurbished. Completed restoration work should allow the structures to meet current safety codes. None of the structures meet requirements to be eligible for listing on the National Register of Historic Places.

The purpose of this Development Concept Plan (DCP) is to provide a description of an adaptive reuse alternative for Sleeping Rainbow Ranch which provides support for educational and research activities within Capitol Reef National Park. The adaptive reuse alternative is proposed to be implemented cooperatively by the NPS and UVSC, with both entities, and potentially others, having use of the facility.

## **PURPOSE AND NEED**

Transfer of full ownership of Sleeping Rainbow Ranch to the NPS presents an opportunity to establish a program of environmental education, interpretation, and research at a permanent facility within Capitol Reef National Park. Adaptive reuse of the ranch would entail rehabilitation of existing structures, improvement of existing utilities, and minor changes in the facility to meet the needs of the proposed program. The facility would have the potential to serve users outside the NPS for whom education and/or research are organizational priorities.

The adaptive reuse of Sleeping Rainbow Ranch for education and research purposes will provide the NPS with an additional avenue to further promote and uphold mandates to administer, protect, and develop the park for the enjoyment of natural, cultural and scientific resources in a manner that leaves them unimpaired. Rehabilitating the facility to serve educational/research programs will provide opportunities for in-depth research and study of the area, which will have the potential to benefit resource management in the park, as well as provide a heightened awareness of the delicate intricacies and balances of the harsh desert landscape for researchers and students. The facility would complement the interpretive initiative of the park by providing activities, programs, media, and services to encourage student understanding of the geologic, natural, and cultural evolution of the region and the park. Through the education opportunities provided, students and visitors will be exposed to the natural and cultural resources of the park as well as the lives of earlier inhabitants.

## **RELATIONSHIP TO PARK MANAGEMENT**

The draft General Management Plan for Capitol Reef National Park proposes a series of Visitor Experience and Resource Protection Zones to guide park management. Sleeping Rainbow Ranch is located within the proposed limits of the Rural Developed Zone. Lands within this zone are moderately developed and currently have, or are projected to have, the highest visitor use levels in the park. Other areas within this proposed zone are the visitor center, maintenance facilities, campground, park employee housing, and Fruita Rural Cultural District. Objectives for visitor experience, access, natural and cultural resource management, facilities, and maintenance within the Rural Developed Zone are

outlined in the draft General Management Plan. Generally, the objectives reflect a managed area with relatively high visitation and use, vehicular and pedestrian access, and permanent structures and utilities which are regularly maintained. Natural and cultural resources management seeks to maintain existing resources while accommodating visitor use. Adaptive reuse of Sleeping Rainbow Ranch as an education/research facility is consistent with prescribed uses in the Rural Development Zone.

Capitol Reef National Park enabling legislation contains provisions for continuation of grazing leases and livestock trailing through the park. One stock driveway is along Pleasant Creek. Grazing and trailing permits will not be restricted by adaptive reuse of Sleeping Rainbow Ranch. The proposed program will not affect the rights of owners and operators of cattle and sheep herds with existing rights to trail their herds on traditional routes and to water their stock.

### **ADAPTIVE REUSE ALTERNATIVE**

The adaptive reuse alternative for Sleeping Rainbow Ranch consists of rehabilitating existing buildings and utilities for use as a year-round educational facility which will accommodate day-use, extended stays of one to three weeks for groups of up to 24 persons, and long-term use by smaller research groups. The ranch will be operated to promote activities that support park purposes including education, interpretation, and research. The NPS, UVSC, and others would be able to use the facility for purposes consistent with park mandates, the General Management Plan, and the proposals established in this Development Concept Plan. Under this adaptive reuse alternative, Sleeping Rainbow Ranch would *not* serve as a visitor contact facility with services such as interpretation, information, or rest rooms. It would be open only to those individuals and groups who had made reservations to use the facilities for approved purposes.

### **Operational Program**

Operational goals for the facility are to provide opportunities for groups of up to 24 persons to participate in year-round, multi-day activities with on-site overnight accommodations including sleeping quarters, food service, and lecture/meeting room. Activities may include field courses of 2 to 3 weeks duration, conferences, workshops, and retreats. Day-use groups of up to 35-40 persons should also be accommodated, though not simultaneously with overnight groups. Facilities for research groups of up to four to five individuals should be available for use at the same time large groups are using the facility. Research facilities would include separate sleeping quarters, food service, and office or lab space.

Management of the facility will include maintenance, scheduling users, maintaining reservations, collecting fees, and providing a year-round, on-site caretaker. UVSC has proposed to provide on-site management and scheduling of use of the facility through the Colorado Plateau Field Institute. The caretaker would be responsible for overseeing use of the facility including security, operation of utilities, checking groups in and out, assuring

proper clean-up of facilities by the users, performing minor repairs, and providing initial emergency response. Caretakers would have separate, self-sufficient housing including kitchen. Reservations for day and over-night use would be taken and maintained by the Colorado Plateau Field Institute at UVSC. The use schedule would be maintained in a computer which would be accessible by NPS personnel. UVSC would collect any fees for use of the facility. These fees would be used to support management and maintenance of the facility per an agreement between the UVSC and the NPS. The ranch will remain NPS property and Capitol Reef National Park would be responsible for maintenance.

UVSC intends to use the facility for student field trips of up to 20 persons for two to three days and field courses of two to three weeks duration. These groups would use the motel for sleeping quarters and the lodge building for food service and lectures. Day-use groups would use the lodge building for lectures and meetings and any necessary food service.

Research groups are defined as groups of up to four to five individuals involved in data collection and analysis in the park which lasts longer than 2 to 3 weeks. These groups will need sleeping quarters and food service facilities which are separate from the motel and lodge building. Recreational vehicles and/or the existing guest cabins can serve these functions. These facilities could also be used for an artist-in-residence program to provide extended accommodations for writers, painters, or other artists.

Sleeping Rainbow Ranch can also provide a setting for observing annual and irregular celestial events in the night sky in a manner similar to traditional, non-technological cultures. The mesa-top site is a good place from which to observe stars and planets and the peaks and spires of the surrounding horizon may provide markers for events in the celestial calendar. For instance, when a certain star rises directly over a feature on the horizon it may mark a solstice or equinox event. Finding and preserving locations on the mesa for viewing such events will be a process that will extend over many years and provide a unique learning experience. The collected knowledge and view points will constitute an "observatory." It will be necessary to maintain an open area on the mesa to develop and maintain a non-technological observatory.

The Colorado Plateau Field Institute would accept proposals for long-term research or artist-in-home resident programs involving the natural and cultural resources of the park and Colorado Plateau. The Park and UVSC would jointly evaluate and approve applicants to use the facility.

## FACILITIES

The proposed disposition and use of existing facilities includes structures, utilities, and roads described below. [Figure 6](#) is the adaptive reuse alternative ranch headquarters site plan for on the mesa. [Figure 7](#) is the plan for facilities off the mesa for this alternative.

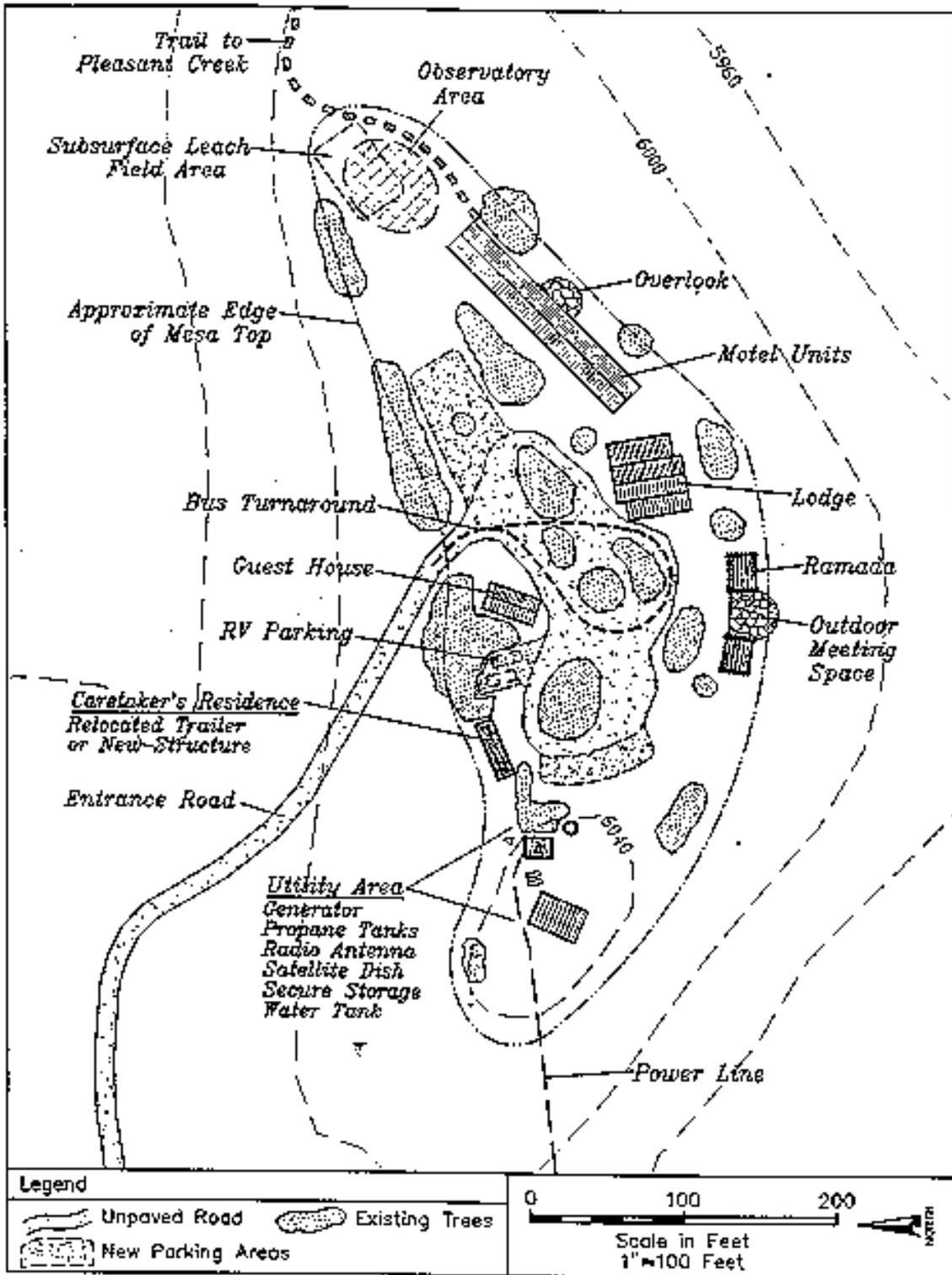


Figure 6 - Adaptive Reuse Alternative Site Plan for Ranch Headquarters

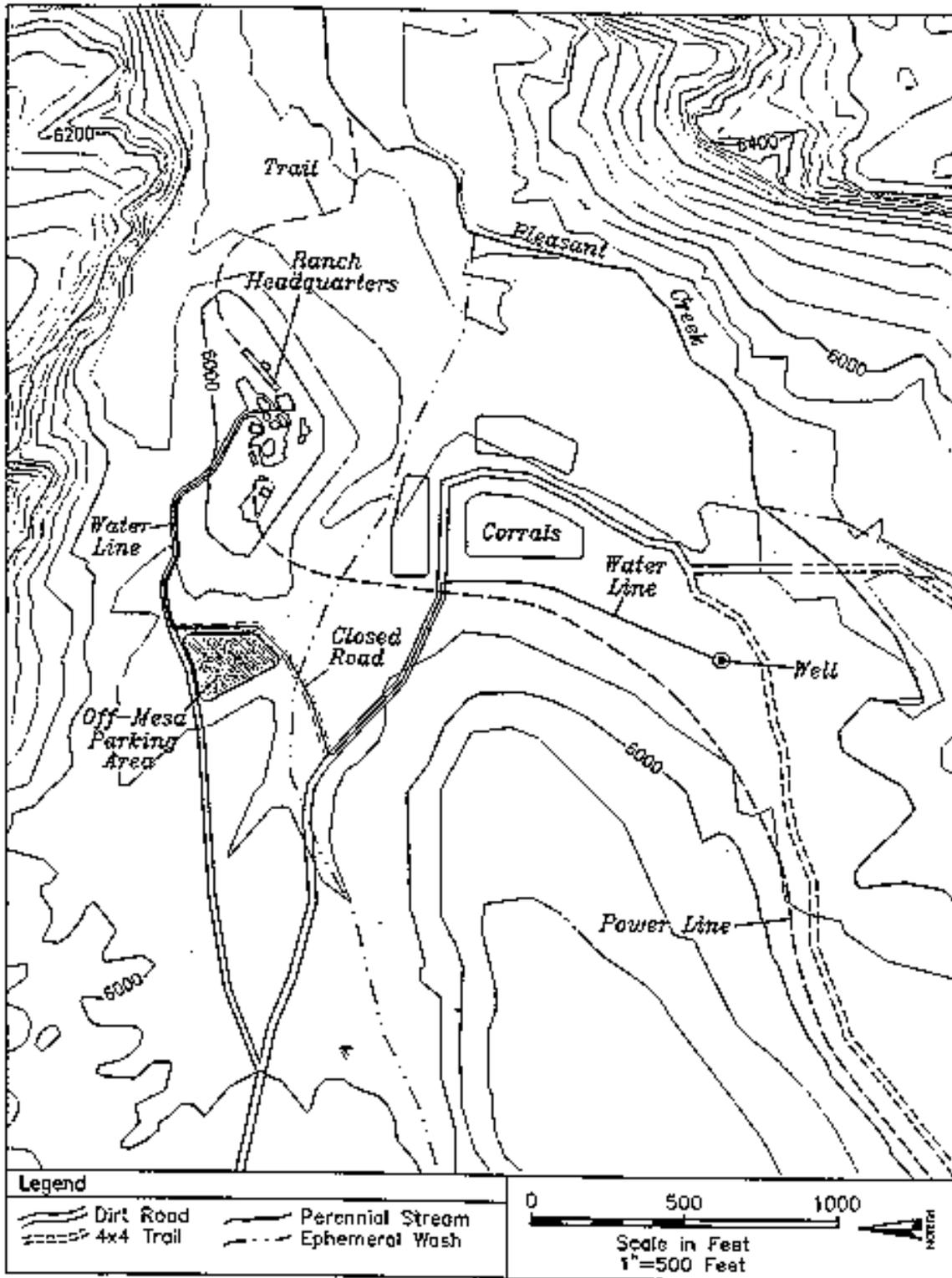


Figure 7 - Adaptive Reuse Alternative Site Plan for Facilities Off the Mesa

## STRUCTURES

### Lodge Building

The lodge building is a 2,100 square feet frame structure. The building interior has deteriorated and will require remodeling. This will provide an opportunity to reconfigure the floor plan to meet the needs of the adaptive reuse program. The lodge will be the focus of group activities and functions including meetings and classroom instruction and food preparation and dining. Space for a library, researcher/artist-in-residence office, and storage will be provided.

Figure 8 is a conceptual space plan for the lodge building which depicts an allocation of space within the existing structure. The lecture/meeting room would accommodate nine rows of chairs with four chairs per row and 30 inch aisles for a total capacity of 36 people. Ten feet of free space at one end of the room would be available for speakers, lectern and audio visual equipment. Approximately 260 square feet would be allocated to the kitchen and an additional 420 square feet in the dining area. Seating for up to 26 people would be available in the dining area. The library would provide an informal gathering area for guests at the ranch. Temporary dining seating in the library for up to 16 people would be available to accommodate larger groups. The existing southwest corner room would be available for office/lab/studio space for long-term research projects or an artist-in-residence program. Tables and chairs for overflow dining and other equipment would be stored in the storage/utility area. This allocation of lodge interior space would meet the program requirements of serving groups of up to 36 to 40 persons for daytime activities, overnight groups of up to 20, and a long-term research/artist-in-residence program.

### Motel

Primary accommodations for students, seminar/meeting participants, and others will be provided in the refurbished motel building. The building has nine, two-person guest rooms and a utility room. Each guest room has a 3/4 bathroom. The motel has an overnight capacity of 18 persons. A flagstone walkway with a patio runs along the southeast side of the building. The patio overlooking Pleasant Creek provides a place for small group conversations and discussions.

### Guest House

The guest house is a single structure with two guest rooms, each with a 3/4 bathroom. The interior of the building needs to be refurbished. Each guest room can accommodate two persons for a total guest house overnight capacity of four persons.

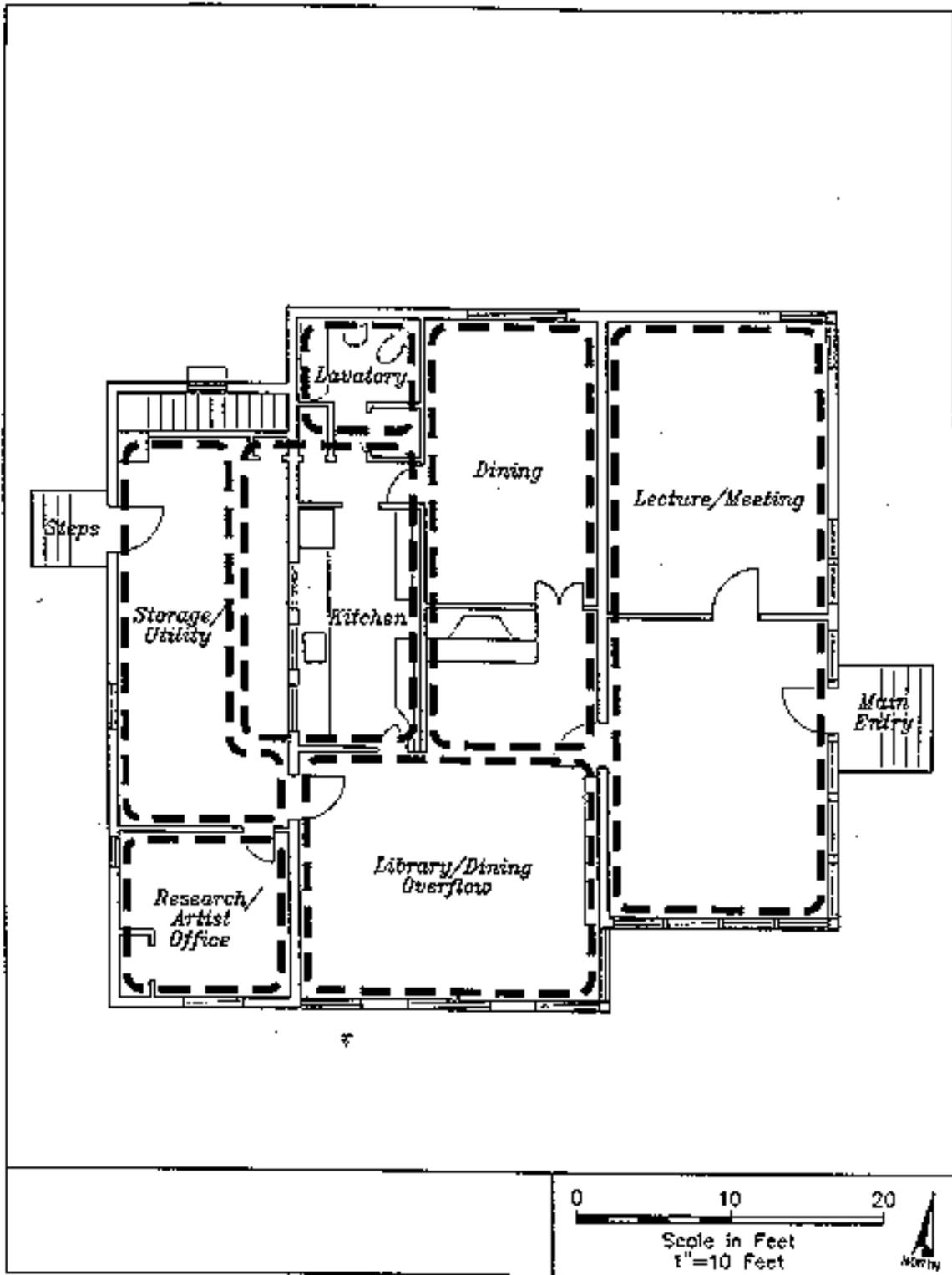


Figure 8 - Conceptual Space Plan for Lodge Building

## Caretaker Residence

A year-round caretaker will be on-site to provide for security and management. A residence for this individual will be needed. The existing trailer probably served this purpose in the past. The trailer's current location is at the south edge of the mesa and it is visible from Pleasant Creek. To limit visual impacts, the trailer will be relocated away from the edge of the mesa to an area immediately west of the guest house. Propane tanks, a gas pump, and other minor structures are currently located on this part of the site. These items will be either relocated or dismantled and a trailer pad with utility service will be constructed.

If it is determined that relocating the trailer is not feasible or suitable, it will be removed from the site. A recreational vehicle (RV) can be used for the caretaker residence. The caretaker could supply their own RV as do volunteers in the campground host program. The requirements for a pad and utilities will remain the same. If funding is available, a permanent caretaker residence could be constructed on the RV pad.

## Researcher/Artist-In-Residence Accommodations

To provide the flexibility for individuals or small groups to utilize the ranch for extended periods for research or other endeavors, it will be necessary to have facilities which are independent of the lodge and motel. This will allow large group activities to continue to use these buildings without restrictions. To meet the need for separate facilities two RV pads will be constructed next to the caretaker's residence pad. RVs can be brought to the site by the users and removed following completion of their programs.

## Other Features

Currently, several trails lead from the east end of the mesa down to the valley floor and Pleasant Creek. A single trail route will be selected and a permanent trail will be constructed. The remaining trails will not be needed and they will be reclaimed.

The site where the trailer is currently located would provide setting for an outdoor meeting/classroom space. A paved or flagstone surface and ramadas would allow the space to be used during most seasons.

No structures are projected for the east end of the mesa. This area would serve as the site of a traditional, non-technological observatory.

These features are depicted in [Figure 6](#).

## UTILITIES

### Water

Water rights associated with Sleeping Rainbow Ranch include stock watering and irrigation claims as well as domestic use for 200 families. The source for domestic water at the ranch was a shallow well on the alluvial terrace above Pleasant Creek. To evaluate the feasibility of developing a reliable culinary water source utilizing the domestic water right, UVSC commissioned an evaluation of culinary well locations. The optimum well location has been identified as 400 feet south, 3,310 feet east from the NW Cor. Sec 29, T.30S. R.7E., S.L.B&M. This location is depicted in [Figure 7](#). The site is up gradient from the existing corral on the alluvial terrace north of Pleasant Creek and it overlies a zone of rock fracture associated with faulting in the area. The well site evaluation report recommends drilling a well into and through the alluvium. If adequate water supplies are not available in the alluvium the well should be extended into the underlying consolidated bedrock. Depending on the yield of the geologic formations, it may be necessary to extend the well to a depth of 1,800 feet.

Water would be pumped from the well with an electric pump and conveyed to ranch headquarters via a pipeline which would be installed in the existing access roads. A conceptual pipeline alignment within existing roadways is depicted in [Figure 7](#). Power would be provided through a transformer and line from the main power supply line. Pump requirements would be in the range of 20 to 25 horsepower.

### Electrical Power

Power would be supplied by the existing line which serves the ranch. This line was constructed by Lurton Knee and it begins at the Garkane Power Association transmission line near Grover, Utah and terminates at Sleeping Rainbow Ranch. The line is not currently operational but it is in reasonable condition and only minor repairs are necessary to make it serviceable. Power requirement estimates for the operation of the ranch including motel rooms, cabins, lodge building and trailer range from 13,700 W (114A) to 26,200 W (218 A). The restored line would accommodate this load.

A standby diesel powered generator is located at ranch headquarters. See [Figure 6](#). The diesel engine was started as recently as October 1996 and is serviceable. Some repairs to the generator may be needed. The generator will serve as an electrical power backup. The roof and doors of the generator shed require replacement as does the existing wiring. The fuel tanks will need a containment system to meet current codes.

## Propane Service

Two propane tanks with distribution lines to the lodge, guest cabins, and motel are on-site. Propane will be used for space and water heating and potentially for stoves. A new distribution system will be constructed.

## Waste Water Disposal

A new septic tank and leach field will be required to meet waste water disposal needs. The proposed location for the field is depicted on [Figure 6](#).

## Utility Area

Utility equipment would be located at the west end of the mesa. This is the location of the generator shed where the existing power line terminates. Propane tanks, water storage tanks, a secure storage shed, and potentially items such as a satellite dish or antennas would be located in this area. This area is depicted in [Figure 6](#).

## ROADS AND PARKING

### Access Road

As described previously, access to the ranch from Fruita is via Scenic Drive to the Capitol Gorge road junction and a dirt road from the junction to the ranch, a distance of approximately 2.5 miles. National Park Service standards for dirt roads serving less than 200 vehicles per day is an 18 foot travel surface width and one-foot shoulders. During the period May through September, 1996, Scenic Drive had an average of 230 vehicles per day. It is assumed that with implementation of the adaptive reuse alternative less than 200 vehicles per day would travel over the dirt road serving Sleeping Rainbow Ranch. The existing road will meet this standard. A portion of the existing road at the ranch will be closed and reclaimed. This area is depicted in [Figure 7](#).

### Vehicle Parking

Areas designated for parking at ranch headquarters are depicted in [Figure 6](#). Parking at ranch headquarters will be limited to the minimum necessary. To provide parking away from ranch headquarters a site will be designated at the base of the ranch mesa ([Figure 7](#)). This proposed parking area will be evaluated in an environmental assessment and Section 106 Compliance. If there are natural or cultural resources that would be adversely impacted and mitigation does not resolve these impacts or if mitigation is determined by the National Park Service and it's cooperating partners to be cost prohibitive, then parking would be confined to the existing mesa top.

## COST ESTIMATES

The following cost estimates are summarized from the Sleeping Rainbow Ranch Feasibility Assessment Report (SWCA 1996). They reflect the refurbishment and reconstruction of existing facilities as described in the preceding sections.

Motel	
Structural Repair and heating system	\$20,600-40,600
Furnishings	\$22,300
Guest Cabins	
Re-furbishment and Furnishings	\$4,600
Lodge	
Dining Room and Kitchen Supplies and Appliances	\$19,200
Instructional/Classroom Furnishings	\$11,000
Office Furnishings	\$ 800
Structural repairs and basic furnishings	\$9,000
Linens for both lodge and cabins	\$4,400
Trailer	
Furnishings and appliances	\$4,300
General Building Repair	\$5,000-10,000
Laundry Facilities	\$4,700
Water Service	
Well and pump	\$68,000
Pipeline and Tank	\$32,500
Septic System	\$5,000
Refurbish Existing Pipe and Fixtures	\$3,000-5,000
Power /Utility	
Power Transmission Line	\$45,000
Electrical service	\$15,000-25,000
Propane	\$8,000 -10,000
Fire Protection (not including sprinklers)	\$7,500
Site Reclamation and Off-Mesa Parking	\$25,000-40,000

LITERATURE CITED

**SWCA, Inc. 1997. Sleeping Rainbow Ranch Feasibility Assessment Report. Utah Valley State College, Orem, Utah**

## APPENDIX E

### MONEY GENERATION MODEL

The Money Generation Model allows a park to estimate how tourism expenditures, federal government expenditures, and expenditures by other outside parties benefit three important components of the local area economy. These are: (1) new sales, as measured by increased purchases of goods and services; (2) increased sales tax and income tax revenues; and (3) number of new jobs created.

**Sales benefits** consist of income to local businesses for park-related goods and services purchased by the federal government, non-local park visitors, and other non-local parties such as state governments or concessionaires.

**Tax benefits** consist of increases in local area tax revenues due to park-related expenditures by the federal government, non-local park visitors, and other non-local parties.

**Job benefits** consist of new jobs that are created locally as a result of park-related expenditures by the federal government, and other non-local parties.

The Money Generation Model quantifies the economic impacts of proposed park actions. It is a simple model that provides economic projections based on certain assumptions. Its limitations are as follows:

1. The Money Generation Model is designed to estimate local economic benefits. It is not designed to be used on a regional or statewide basis.
2. The Money Generation Model is based on visitor and park expenditure data. It does not consider such impacts as enhanced real estate values, improved recreational and cultural opportunities for local residents, or improved community services that may derive from the park.
3. The model relies on a number of assumptions regarding taxable income ratios, indirect sales multipliers, etc., in order to simplify the economic benefit calculations. The accuracy of the results depends on the validity of the initial data. The State Economic Development Office provided these data.
4. The Money Generation Model is intended to provide a fast and broad estimate of the economic consequences of park actions on local economies. It cannot incorporate all economic variables or contingencies.

If the reader would like to review a copy of the Money Generation Model documentation, please call the park at (801) 425-3791.

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Existing Conditions**

<b>Park Tourism</b>		<b>Park-Related Federal Expenditures</b>		<b>Expenditures by Other Non-Local Parties on Park-Related Activities and Projects</b>	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$1,451,000	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$2,031,400	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$1,451,000	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$116,806	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$2,031,400	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$40,831	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$2,031,400	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$157,637	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	40.63	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$2.03	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00

\*\* Reference: Money Generation Model, Socio Economics Study Division  
Office of Social Science, National Park Service, Denver  
Excel Program by Chris Marvel, RMSO, National Park Service, 1997

**Total Combined Sales**                   \$12,018,19  
**Total Increased Tax Revenu**       \$932,710  
**Total New Jobs Created**               240

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative A - Recurring Costs Increase**

<b>Park Tourism</b>		<b>Park-Related Federal Expenditures</b>		<b>Expenditures by Other Non-Local Parties on Park-Related Activities and Projects</b>	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$1,950,406	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$2,730,568	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$1,950,406	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$157,008	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$2,730,568	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$54,884	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$2,730,568	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$211,892	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	54.61	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$2.73	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00
** Reference: Money Generation Model, Socio Economics Study Division Office of Social Science, National Park Service, Denver Excel Program by Chris Marvel, RMSO, National Park Service, 1997				<b>Total Combined Sales</b> \$12,717,365 <b>Total Increased Tax Revenue</b> \$986,966 <b>Total New Jobs Created</b> 254	

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative A w/ One Time Expenditures**

<b>Park Tourism</b>		<b>Park-Related Federal Expenditures</b>		<b>Expenditures by Other Non-Local Parties on Park-Related Activities and Projects</b>	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$6,466,660	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$9,053,324	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$6,466,660	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$520,566	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$9,053,324	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$181,972	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$9,053,324	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$702,538	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	181.07	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$9.05	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00

\*\* Reference: Money Generation Model, Socio Economics Study Division  
Office of Social Science, National Park Service, Denver  
Excel Program by Chris Marvel, RMSO, National Park Service, 1997

<b>Total Combined Sales</b>	\$19,040,121
<b>Total Increased Tax Revenu</b>	\$1,477,611
<b>Total New Jobs Created</b>	381

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative B - Recurring Costs Increase**

Park Tourism		Park-Related Federal Expenditures		Expenditures by Other Non-Local Parties on Park-Related Activities and Projects	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$1,889,395	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$2,645,153	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$1,889,395	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$152,096	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$2,645,153	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$53,168	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$2,645,153	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$205,264	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	52.90	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$2.65	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00

\*\* Reference: Money Generation Model, Socio Economics Study Division  
Office of Social Science, National Park Service, Denver  
Excel Program by Chris Marvel, RMSO, National Park Service, 1997

**Total Combined Sales** \$12,631,950  
**Total Increased Tax Revenue** \$980,337  
**Total New Jobs Created** 253

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative B - One Time Expenditures**

Park Tourism		Park-Related Federal Expenditures		Expenditures by Other Non-Local Parties on Park-Related Activities and Projects	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$10,383,350	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$14,536,690	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$10,383,350	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$835,860	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$14,536,690	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$292,187	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$14,536,690	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$1,128,047	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	290.73	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$14.54	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00

\*\* Reference: Money Generation Model, Socio Economics Study Division  
Office of Social Science, National Park Service, Denver  
Excel Program by Chris Marvel, RMSO, National Park Service, 1997

**Total Combined Sales**                     \$24,523,487  
**Total Increased Tax Revenue**         \$1,903,121  
**Total New Jobs Created**                 490

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative C - Recurring Costs Increase**

<b>Park Tourism</b>		<b>Park-Related Federal Expenditures</b>		<b>Expenditures by Other Non-Local Parties on Park-Related Activities and Projects</b>	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$1,851,538	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$2,592,153	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$1,851,538	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$149,049	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$2,592,153	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$52,102	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$2,592,153	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$201,151	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	51.84	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$2.59	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00

\*\* Reference: Money Generation Model, Socio Economics Study Division  
Office of Social Science, National Park Service, Denver  
Excel Program by Chris Marvel, RMSO, National Park Service, 1997

<b>Total Combined Sales</b>	\$12,578,950
<b>Total Increased Tax Revenue</b>	\$976,225
<b>Total New Jobs Created</b>	252

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative C - One Time Expenditures**

Park Tourism		Park-Related Federal Expenditures		Expenditures by Other Non-Local Parties on Park-Related Activities and Projects	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$9,027,491	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$12,638,487	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$9,027,491	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$726,713	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$12,638,487	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$254,034	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$12,638,487	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$980,747	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	252.77	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$12.64	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00

\*\* Reference: Money Generation Model, Socio Economics Study Division  
Office of Social Science, National Park Service, Denver  
Excel Program by Chris Marvel, RMSO, National Park Service, 1997

<b>Total Combined Sales</b>	\$22,625,284
<b>Total Increased Tax Revenue</b>	\$1,755,820
<b>Total New Jobs Created</b>	453

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative D - Recurring Costs Increase**

Park Tourism		Park-Related Federal Expenditures		Expenditures by Other Non-Local Parties on Park-Related Activities and Projects	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$1,957,914	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$2,741,080	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$1,957,914	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$157,612	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$2,741,080	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$55,096	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$2,741,080	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$212,708	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	54.82	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$2.74	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00

\*\* Reference: Money Generation Model, Socio Economics Study Division  
Office of Social Science, National Park Service, Denver  
Excel Program by Chris Marvel, RMSO, National Park Service, 1997

**Total Combined Sales** \$12,727,877  
**Total Increased Tax Revenue** \$987,781  
**Total New Jobs Created** 255

**ECONOMIC BENEFITS OF PARKS ON LOCAL ECONOMIES\*\***

**Capitol Reef National Park GMP  
Alternative D - One Time Expenditures**

Park Tourism		Park-Related Federal Expenditures		Expenditures by Other Non-Local Parties on Park-Related Activities and Projects	
<b>Sales Benefits</b>		<b>Sales Benefits</b>		<b>Sales Benefits</b>	
Direct Sales	\$6,666,802	Direct Sales from Government	\$5,699,800	Direct Sales from by Non Local	\$466,624
Estimated NonLocal Percent	92%				
Annual Visitor Day Volume	115,262				
Average Daily Expenditures	\$62.87				
Total Sales	\$9,333,523	Total Sales	\$7,979,720	Total Sales	\$653,274
Direct Sales	\$6,666,802	Direct Sales	\$5,699,800	Direct Sales	\$466,624
Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40	Indirect/Induced Multiplier	1.40
<b>Tax Benefits</b>		<b>Tax Benefits</b>		<b>Tax Benefits</b>	
Increased Sales Tax Revenues	\$536,678	Increased Sales Tax Revenues	\$458,834	Increased Sales Tax Revenues	\$37,563
Total Sales	\$9,333,523	Total Sales	\$7,979,720	Total Sales	\$653,274
State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%	State/Local Sales Tax Rate	6%
Increased Income Tax Revenues	\$187,604	Increased Income Tax Revenues	\$160,392	Increased Income Tax Revenues	\$13,229
Total Sales	\$9,333,523	Total Sales	\$7,979,720	Total Sales	\$653,274
Taxable Income Ratio	0.30	Taxable Income Ratio	0.30	Taxable Income Ratio	0.30
State/Local Income Tax Rate	7%	State/Local Income Tax Rate	7%	State/Local Income Tax Rate	6.75%
Total Benefits	\$724,281	Total Benefits	\$619,226	Total Benefits	\$50,792
<b>Job Benefits</b>		<b>Job Benefits</b>		<b>Job Benefits</b>	
Job Benefits	186.67	Job Benefits	159.59	Job Benefits	13.07
Total Sales (in \$ million)	\$9.33	Total Sales (in \$ million)	\$7.98	Total Sales (in \$ million)	\$0.65
Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00	Jobs per Million Dollars	20.00
** Reference: Money Generation Model, Socio Economics Study Division Office of Social Science, National Park Service, Denver Excel Program by Chris Marvel, RMSO, National Park Service, 1997				<b>Total Combined Sales</b> align="right">\$17,966,517 <b>Total Increased Tax Revenu</b> align="right">\$1,394,300 <b>Total New Jobs Created</b> align="right">359	



**STATEMENT OF FINDINGS**  
**CAPITOL REEF NATIONAL PARK**  
**GENERAL MANAGEMENT PLAN**

**I. INTRODUCTION**

Public Order 11988, as well as National Park Service Floodplain Management Guideline 1993, requires parks to evaluate project impacts on floodplains. Objectives of these documents are to avoid direct or indirect impacts associated with occupancy or modification of floodplains and to avoid developing in flood prone areas whenever there is a practical alternative.

The general management plan/final environmental impact statement describes and evaluates four alternatives for future management and general development of Capitol Reef National Park, Utah. These alternatives will affect or be affected by floodplains and wetlands.

**II. DESCRIPTION OF FLOOD RISK**

Most major and minor drainages in the park are subject to flash flooding and some major accessible attractions such as Sulphur Creek, Grand Wash, and Capitol Gorge become unsafe during these periods. Popular hiking routes within slot-canyons are also subject to flash floods. In addition flooding of the Fremont River and Sulphur Creek could affect some developments in the Fruita area.

Mapping of the 100-year, 500-year, and maximum probable floodplains was done by the National Park Service for developed portions of the Fruita area (Berghoff 1995). Existing structures/facilities within the 100-year and 500-year floodplains include the Scenic Drive from the picnic area to the Pendleton-Gifford barn, portions of Loops A and B in the campground (including the comfort stations), the picnic area, the Pendleton-Gifford house and barn, the Resources Management and the Visitor Protection buildings, the amphitheater, portions of the Fruita trail system, and the water treatment plant (Figures 1-3).

The Scenic Drive, Fruita walking trails, and the picnic area are considered excepted actions under the National Park Service final procedures for implementing Executive Orders 11988 and 11990.

The Fruita Rural Historic District was designated in 1997 on the National Register of Historic Places. Two buildings, the Pendleton-Gifford house and barn, are integral parts of the cultural landscape. The house is a contributing structure being adaptively used as an interpretive center. The barn is historic and is still in use for hay storage and horse feeding. These buildings have withstood large floods on the Fremont River in the recent past without major damage. The barn has experienced flood related structural

decay due to runoff from adjacent uplands and projects are in progress to divert water away from the structure. There are no historic objects, furnishings, or collections kept within the 500-year floodplain.

The only facility-related proposal in the preferred alternative that would occupy the 100-year floodplain is expansion and improvement of the Fruita trail system (see Appendix C of the final environmental impact statement). Portions of the trail system will be in both the 100-year and 500-year floodplains. As discussed previously, this is an excepted action under floodplain regulations.

A flash flood hazard area determination analyzed varying levels of hazard within the 100-year floodplain. There will be no structures within a high flash flood hazard area subject to flooding events that are so unexpected, violent, or otherwise devastating that human lives are placed in immediate and grave danger.

### **III. MEASURES TO MINIMIZE RISK TO LIFE AND PROPERTY**

The following actions are proposed to minimize risk of flood loss:

The flood emergency response and evacuation plan developed in 1986 would be reviewed annually by the park staff and updated as needed. This plan includes identification of high ground safety zones for administrative and house areas, the picnic area, amphitheater, and campground, Grand Wash, and Capitol Gorge. Temporary provision for drinking water after shutdown of the water treatment plant due to flooding are also identified.

Warning signs have been posted in flood hazard areas. Signs at the entrances to Sulphur Creek, Capitol Gorge, and Grand Wash canyons and literature in the visitor center currently warn visitors not to enter the areas if a storm is threatening. A similar signs have been posted at the entrance to the popular slot-canyons. Flash flood hazards are explained to hikers at the visitor center and in park literature. The park will continue close the Scenic Drive to the public when flash flood potential is high. If the road is closed, visitor protection rangers check the two gorges along the Scenic Drive and warn visitors.

The proposed alternative identifies new office space in a visitor center expansion. These new offices would replace office space that is currently in the floodplain.

### **IV. AFFECT ON NATURAL OR BENEFICIAL FLOODPLAIN VALUES**

The natural values of floodplains and wetlands would not be adversely affected. The proposals would not adversely affect the depth, velocity, rate of rise of flood waters, the duration of flooding, nor the naturally occurring beneficial attributes of the floodplain. Because the proposed alternative is a comprehensive plan for management,

development, and use of a federally administered area, it is not expected to directly or indirectly encourage additional floodplain or wetland development.

## **V. SUMMARY**

The preferred alternative of the General Management Plan does not propose building any non-exempted facilities in the 100-year or 500-year floodplains. Numerous existing facilities are in the floodplains, but the current early warning system reduces the risk of flood loss to human life and property.