

general management plan

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JOHN D. ROCKEFELLER, JR.

MEMORIAL PARKWAY / WYOMING

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December 1980

GENERAL MANAGEMENT PLAN

**JOHN D. ROCKEFELLER, JR. MEMORIAL PARKWAY
WYOMING**

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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INTRODUCTION

PARK AND PLAN

John D. Rockefeller, Jr. Memorial Parkway (JODR) was authorized by Public Law 92-404 on August 25, 1972, for the purpose of commemorating the many significant contributions to the cause of conservation in the United States . . . made by John D. Rockefeller, Junior, and to provide . . . connection between . . . Yellowstone and Grand Teton National Park[s]. As a unit of the National Park System, JODR is committed to conserving the scenery and natural and historical resources and providing for their use in a manner that will leave them unimpaired for future generations. Five years after the authorization of JODR it was formally established by notice in the Federal Register on September 30, 1977.

This *General Management Plan* is intended to direct future development, use, and operations of JODR at a cost of approximately \$12.6 million based on November 1980 estimates. The plan's proposals constitute a major federal action but, because alterations to existing development will be minor and will result in no significant primary or cumulative environmental impacts and because the plan is not highly controversial, an environmental statement is not required. This is in compliance with National Park Service (NPS) guidelines for the National Environmental Policy Act. Details of the management plan, whose major concepts are presented here, and alternative management concepts considered, are contained in the *Assessment of Alternatives*, which can be obtained without charge from the Superintendent, Grand Teton National Park, P.O. Drawer 170, Moose, Wyoming, 83012.

THE RESOURCES

JODR, with Grand Teton and Yellowstone National Parks, occupies the center of a vast wilderness region that straddles the Continental Divide. Traditionally used as a minor staging area for backcountry travel and as a travel corridor between Grand Teton and Yellowstone, JODR's recreational resources include hunting, fishing, and floating the Snake River — a principal natural feature. Rockefeller Parkway, the 82-mile highway linking the three parks, extends from West Thumb in Yellowstone National Park to the south entrance of Grand Teton National Park.

Picturesque cliffs and rock outcrops punctuate the highlands along the western rim of the Snake River Valley. Steamboat Mountain and the headland above Glade Creek, a tributary of the Snake, dominate the scene. The highest point in JODR, Mount Berry (8,951 feet), is near the shared boundary with Grand Teton National Park, as is the lowest point (6,770 feet), where the Snake River empties into Jackson Lake.

Vegetation consists mostly of lodgepole pine, with englemann spruce, subalpine fir, and a small amount of aspen. Willow stands occur along the river.

JODR is rich in wildlife — black bear, elk, moose, mule deer, and smaller mammals abound. Streams support cutthroat, mackinaw, brook, and brown trout, and whitefish. Threatened or endangered species are the grizzly bear, and bald eagle.

Temperatures from mid-June to mid-September are generally mild, averaging from 50° to 80°F, but it can freeze any time of the year. Winter use is increasing, although the area is often the coldest in the nation.

MANAGEMENT OBJECTIVES

The following broad objectives are consistent with NPS policies and the intent of legislation establishing JODR. Actions proposed in the *General Management Plan* are intended to meet the following objectives.

Visitor Use and Development

Provide necessary commercial and NPS services to supplement those of Yellowstone and Grand Teton National Parks.

Provide opportunities for diverse recreational activities within resource capability.

Promote and practice cooperative regional planning to ensure compatible and complementary land use.

Interpretation

Recognize the conservation philosophy of John D. Rockefeller, Jr., while emphasizing recreational uses.

Provide interpretive opportunities that complement but do not duplicate programs in Yellowstone and Grand Teton.

Resource Management

Conserve wildlife and provide recreational hunting and fishing through appropriate cooperative programs with the U.S. Forest Service and Wyoming Fish and Game Department.

Identify and preserve significant natural and cultural resources.

Cooperate with adjacent national forest and other agencies to facilitate wildlife management and ensure backcountry quality.

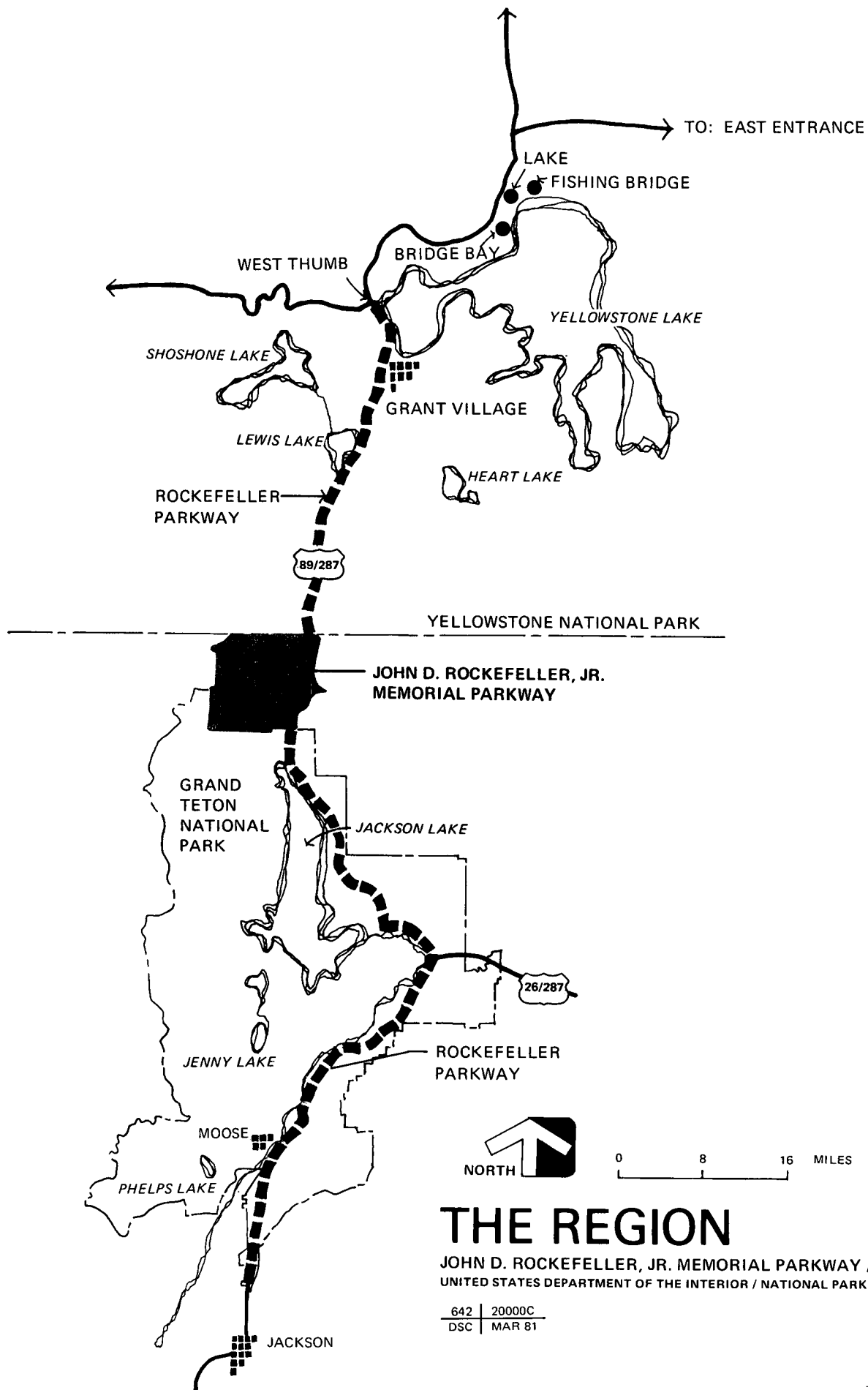
Manage the natural environment to enhance the scenic values.

Operations

Promote and practice sound energy conservation.

Provide administration, maintenance, and housing commensurate with proper operation.

Provide adequate and efficient utility and fire protection systems.



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ACTIONS

VISITOR USE

Destination/Staging Area

Limited accommodations in Grand Teton and Yellowstone National Parks encourage use of JODR as a minor backcountry staging area in summer and a vehicular staging area year round. Traditional, appropriate recreational activities will continue to be emphasized, along with the drive-through experience.

Lodging/Camping

Lodging and camping will continue as major activities. Because the number of lodging accommodations in Yellowstone and Grand Teton will change little, facilities in JODR will be increased in response to anticipated needs.

Ashton-Flagg Ranch Road

This road will be retained in a low-standard, unimproved condition, slightly realigned to allow space for campsites and other new development. In spring and fall, sections may be closed to protect critical grizzly habitat. This area will be managed in accordance with the Guidelines for Management Involving Grizzly Bear in the Greater Yellowstone Area, a plan which was approved in 1980. In winter, the road may be groomed for oversnow use. Wayside interpretation (signs, etc.) will be located along the road at JODR's west entrance to orient visitors to features.

Recreational Activities

The following actions are intended to provide for safe recreational use within the capability of the resource.

Backcountry Use. Primary use includes hiking, horseback riding, camping, cross-country skiing, hunting, and fishing. Open campfires are permitted in the backcountry. Trails and signing in the backcountry will be improved. Trails will be developed or designated to separate horse and hiking use to reduce conflicts. A Backcountry Management Plan will be developed.

River Use. Canoeing, rafting, kayaking, and fishing will be permitted. Existing river access will be improved, but no additional access will be provided. Concession and private float trip use will be monitored to maintain it within the resource capability.

Snowmobile Use. Snowmobiles will be permitted on the unplowed portions of the Ashton-Flagg Ranch Road and snowmobile access to Yellowstone National Park will be provided. Snowmobile regulations will be promulgated.

Picnicking. The Snake River campground will be converted for picnic use. In addition, picnicking will be provided along Ashton-Flagg Ranch Road.

Concession Services. The present level of concessioner services will be maintained. Concession lodging facilities will be limited to the capacities as indicated on the Development Concept Plan herein. Concessioner float trips will be maintained within resource capability. Concession horse trips will be on designated trails. Concession-owned horses will be assigned specific grazing areas according to resource capability to reduce impacts on the natural environment. Concession horse grazing will be phased out.

Hunting. JODR is open to hunting and will serve as a staging area for hunting access to surrounding national forest. Appropriate facilities such as unloading ramps, hitching racks, and toilets may be provided at primitive hunting camps. During specified game bird seasons dogs are permitted off leash while actively engaged in hunting. Dogs will be permitted in boats for the purpose of game retrieval during waterfowl hunting seasons.

OPERATIONS

NPS Residential/Maintenance Facilities

Residential/maintenance facilities for JODR and the south entrance to Yellowstone will be consolidated in JODR to eliminate duplication and conserve energy and manpower.

Fee Collection

Since the three Park Service areas are contiguous, fees need only be collected at the perimeter. The south entrance station to Yellowstone will be removed, and expanded fee collection facilities will be relocated to Moran (Grand Teton).

Solid Waste Disposal

Solid wastes cannot be easily and acceptably disposed of in JODR, therefore they will continue to be hauled to a Teton County/federal agency site. Use of a resource recovery/recycling system should be considered as it becomes feasible.

INTERPRETATION

John D. Rockefeller, Jr.

Primary interpretive emphasis will be on the many contributions of John D. Rockefeller, Jr. to conservation and on the role of philanthropists in setting aside lands for conservation under public trust. The evolution of land use and management in the region, due in large part to establishment of such areas, will also be interpreted.

Natural Values

JODR not only serves as a transition between the unique natural aspects of Yellowstone and Grand Teton but also encompasses its own subtle natural values. Therefore, natural history, as it relates to management concepts, will receive primary interpretive emphasis. Interpretive themes will include thermal/geological resources and associated environmental changes, river ecosystems, the distribution and movements of large mammals, migration ranges, and threatened and endangered species.

Cultural Resources

JODR cultural resources are of minor importance compared to its natural and recreational values and will receive secondary interpretive emphasis. Themes will include army activities, the Ashton-Flagg Ranch Road as a freight route, folk tradition (settler and military), archeological history and visitor use.

Recreational Values

Traditional winter and summer use of JODR and the legislative intent have established recreational patterns somewhat in contrast to that of the adjacent national parks. Primary interpretive emphasis will be to provide instruction on engaging in recreational activities without personal or resource injury. Winter use safety and survival, bear/man conflicts, and other resource/user situations will be important aspects of this program.

Interpretive Program

Interpretation will focus on JODR visitors rather than on drawing visitors to the area and will complement Grand Teton and Yellowstone programs.

Exhibits and audiovisual presentations may be combined in a multimedia context to.

introduce visitors to JODR and Grand Teton and Yellowstone National Parks.

discuss JODR's contributions to the national parks, as well as similar efforts by other philanthropists.

explore the natural history of JODR and relate it to that of the two adjacent parks, including the geological/ecological transition between the Yellowstone volcanic plateau and Teton Range and the origin, drainage, and importance as a wildlife habitat of the Snake River.

discuss appropriate recreational pursuits such as hunting, fishing, canoeing, rafting, hiking, cross-country skiing, and snowmobiling. Interpretation (exhibits, etc.) may be provided that could be changed with the season.

illustrate the role of the U.S. Army, including the story of Soldiers Meadow, in protection of the JODR/south Yellowstone area during early days of Yellowstone National Park.

Publications sold here should primarily concern JODR, such as topographic maps, hiking trail booklets, self-guiding nature trail leaflets, and winter use booklets. Information on Grand Teton and Yellowstone National Parks will be more limited, since visitors must travel through one or the other of these parks to reach JODR. The type of information made available will be changed according to needs.

RESOURCE MANAGEMENT

Ecological and Aesthetic Integrity

The ecological and aesthetic integrity of significant natural resources such as the Snake River, streams, and geothermal resources is impacted by existing developments. These impacts must be gradually reduced to ensure preservation of these resources. Most existing development will remain, but future developments will be located beyond the 100-year floodplain of the Snake River and away from geothermal areas.

Access to and use of these resources may be restricted to protect wildlife habitat and the visual environment.

River use will be regulated and the condition of the river environment will be monitored. The effects of mining will be reduced or eliminated, and gas and oil storage will be monitored and regulated.

JODR's environment forms a transition between the escarpment of the Teton Range and the Yellowstone volcanic plateau; management of its visual quality must complement the resources of the adjacent parks. Visual management of the highway will be in accord with the standards, policies, and practices of Grant Teton and Yellowstone National Parks. Where possible, vegetation will screen developments from the view of motorists.

Vegetation

Manipulation of the vegetation will be considered in certain areas to improve views from primary roads and overlooks. A visual resource management plan is recommended to insure harmony between aesthetic values and all aspects of park management.

Backcountry

Backcountry use extends into adjacent lands, and a backcountry management plan will therefore be coordinated with adjacent land use.

Wildlife and Fisheries

Hunting and fishing will continue to be managed in cooperation with the Wyoming Game and Fish Department in accordance with federal and state law. The Wyoming Game and Fish Department will be encouraged to manage fisheries through maintenance of native trout populations rather than by periodic stocking. Grizzly management will be in accordance with the *Guidelines for Management Involving Grizzly Bear in the Greater Yellowstone Area* which was approved in 1980.

Elk migration routes throughout the Parkway were identified early in the planning process along with other wildlife concerns such as possible threatened or endangered species, waterfowl nesting areas, bald eagle nesting areas, trumpeter swan nesting areas, and heron rookeries to prevent conflicts.

Gravel Pit

Gravel extraction is presently permitted. Extraction will continue to be permitted on a project-by-project basis to serve the needs of all three parks.

Energy

If present restrictions on available power continue, expansion of visitor services and accommodations will depend on development of alternate sources of energy. These will be investigated for conservation purposes.

Cultural Resources

Fifteen archeological sites have been located in the parkway that fit into the overall pattern of aboriginal occupation in the Jackson Hole region. All but one are in the Snake River or Polecat Creek drainages. These sites reflect exploitation of plant resources during late spring through mid-summer and use of the area as a passageway between Jackson Hole and the Yellowstone region.

All accessible portions of JODR have been intensively surveyed. All sites will be protected during planning and construction activities. These known sites remain to be evaluated in terms of the National Register of Historic Places, and a cultural resource management plan will be prepared.

DEVELOPMENT ZONE

This zone includes developments to serve the needs of visitors and management.

Administrative Development

Administration and maintenance facilities.

Visitor Contact/Interpretive Development

Information, orientation, education, and interpretation services and facilities.

Visitor Services

Lodging, restaurant, curio, grocery, and vehicular service facilities.

Recreation Development

Major recreational facilities such as for camping and picnicking.

Residential Development

Employee housing.

Transportation

Vehicular corridors.

Gravel Pit

Gravel mining for NPS purposes.

HISTORIC ZONE

This zone includes cultural resources and their settings slated for preservation, protection, and interpretation.

Preservation

Known locations of archeological resources.

NATURAL ZONE

This zone is designated for conservation of natural resources and processes and accommodation of uses that will not adversely affect them. A number of the natural zones within JODR appear to be comparable to adjacent areas which are being recommended for wilderness; therefore, a wilderness study is recommended to assess the suitability of areas within JODR for wilderness designation. Until this study is completed, natural zones identified on the Management Zones map will be managed as wilderness. Use and activities proposed for the natural zone will not jeopardize the potential for future wilderness designation.

Natural Environment

Undeveloped areas managed to conserve natural resources.

Critical Area

Natural resources that are highly sensitive to human use — critical wildlife habitats, endangered species, and sensitive wetland marsh or other similar ecosystems.

Natural Hazard

Natural hazards to human health, safety, and welfare (potential earth slide zone and floodplain area).

Natural Hazard/Critical Area

An area classified as both natural hazard and critical area.

Outstanding Natural Feature

This subzone includes geological and ecological resources that are unique or possess unusual intrinsic value (river and hot springs).



MANAGEMENT ZONES

This map describes the projected zoning of JODR resources according to the various strategies for management and use that best fulfill management objectives and legislative purposes and will guide and control future development, use, and management. These zones are based on NPS *Management Policies*, proposed *General Management Plan* concepts, and a computer analysis of natural hazards, critical areas, and outstanding natural features. The map includes three major zones: development, historic, and natural; and various subzones.



PARK DEVELOPMENT ZONE

- ADMINISTRATIVE DEVELOPMENT SUBZONE
- VISITOR CONTACT/INTERPRETIVE DEVELOPMENT SUBZONE
- VISITOR SERVICES SUBZONE
- RECREATION DEVELOPMENT SUBZONE
- RESIDENTIAL DEVELOPMENT SUBZONE
- TRANSPORTATION SUBZONE
- GP GRAVEL PIT MINING SUBZONE

HISTORIC ZONE

- PRESERVATION SUBZONE

NATURAL ZONE

- CRITICAL AREA SUBZONE
- NATURAL ENVIRONMENT SUBZONE
- NATURAL HAZARD/CRITICAL AREA SUBZONE
- NATURAL HAZARD SUBZONE
- OUTSTANDING NATURAL FEATURE SUBZONE
- * ARCHEOLOGICAL SITE

MANAGEMENT ZONES

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GENERAL DEVELOPMENT PLAN

PLANNING UNIT

(See "General Development Plan" Map)

VISITOR EXPERIENCE/RESOURCE CHARACTERISTICS

Experiences available to recreationists are described here in terms of the setting (planning unit) and appropriate activities. These units are shown on the General Development Plan map.

MOST APPROPRIATE** USES AND ACTIVITIES

A. Grassy Lake Upland

A typical experience is viewing rock outcroppings and talus slopes while driving along the Ashton-Flagg Ranch Road. No facilities are proposed in this unit, which serves mainly as a wilderness threshold to Yellowstone National Park.

Hunting

B. Yellowstone Wilderness Threshold

This primitive area serves as a natural transition from the Snake River floodplain to the Yellowstone volcanic plateau. Dense stands of lodgepole pine are widely interspersed with open grassy meadows. A hiking/horse-use trail offers access into Yellowstone.

Hiking, Backpacking, Day and
Overnight Horse Use, Cross-country
Skiing, Snowshoeing, Hunting

C. Huckleberry Hot Springs

Wet grassy bottomlands interspersed with several active hot springs are skirted by dense stands of lodgepole pine. An interpretive nature trail with views of wetlands, streams, and geothermal resources will be provided.

Nature/Interpretive Trails, Day
Hiking, Cross-country Skiing,
Snowshoeing, Picnicking

D. National Park Service/ Concessioner Facilities

Major developments are located here. Tent/recreation vehicle (RV) campgrounds provide an opportunity to experience the outdoors within reach of "creature comforts." Motel and cabin accommodations, a restaurant, grocery store, and facilities for vehicle services, are available.

Lodging, Camping — Tent/RV,
Groceries, Restaurant, Gift Shop,
Swimming, Laundry, Vehicular
Services, NPS Residential/Maintenance
Facilities, Sewage Treatment

E. Ashton-Flagg Ranch Road

The only east/west unimproved road through the parkway provides glimpses of grassy meadows, densely forested mountainsides, the Snake River and the Teton range, as well as pleasant views of Glade Creek and its lush vegetation.

Limited Camping, Trail Parking
and Access, Snowmobiling,*
Interpretation, Cross-country Skiing,
Snowshoeing, Hunting Access and
Fishing

F. Glade Creek

This heavily forested upland area is bisected by Glade Creek. North of its confluence with the Snake River, steep slopes rise several hundred feet and offer striking views of the Tetons from their summits.

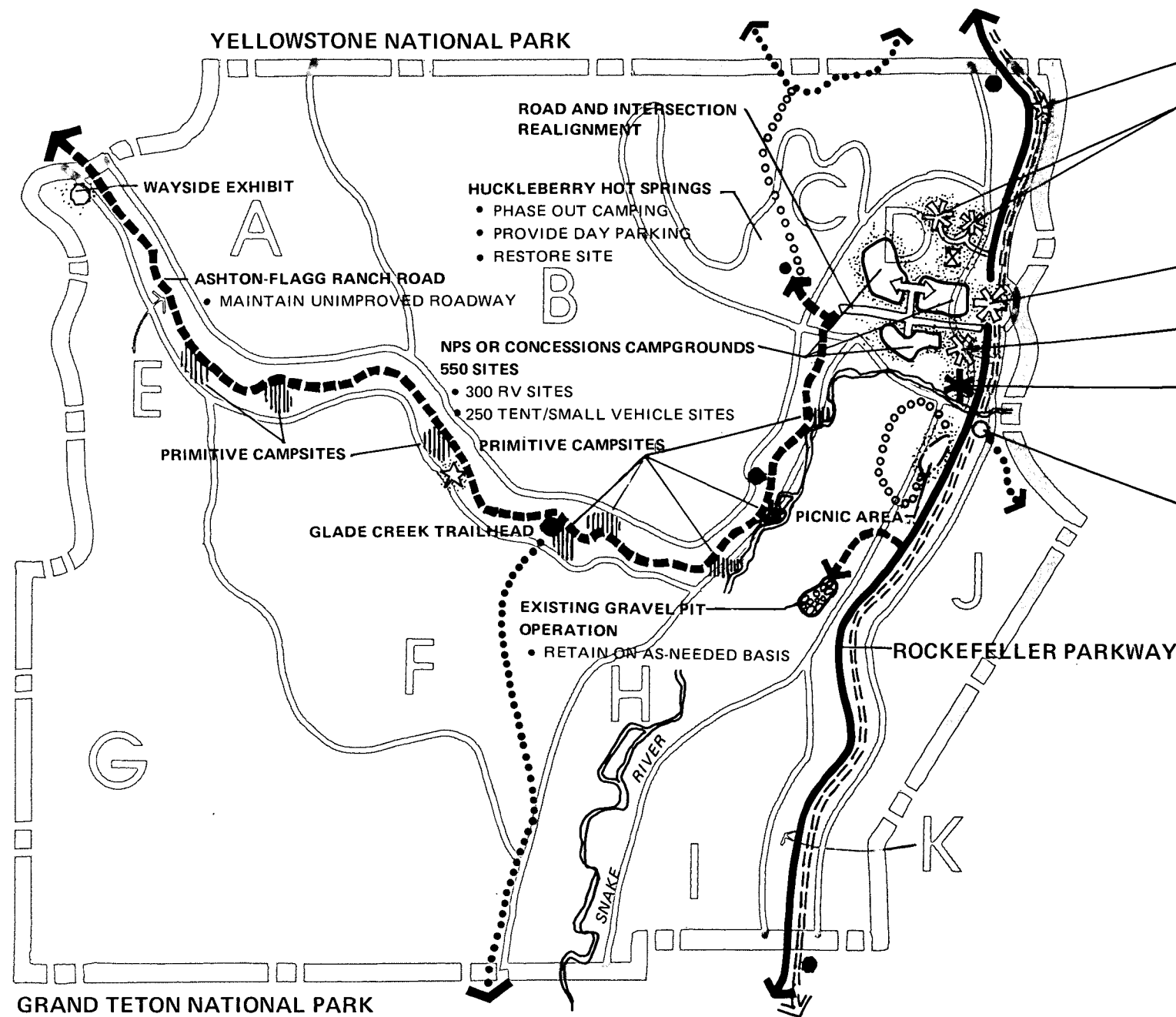
Hiking/horse access into the backcountry is provided via a primitive trail close to the Snake and northern Teton Range.

Day Hiking, Overnight Horse Use,
Fishing, Hunting, Snowshoeing,
Backpacking

G. Grand Teton Wilderness Threshold	This primitive area has dense stands of coniferous forest and open views of the Snake River as well as of the northern Teton Range. This is the most remote area in JODR and offers an all-season backcountry experience.	Backpacking, Hiking, Horse Use, Hunting
H. Snake River	The river offers a variety of scenery ranging from white-water rapids to a meandering and braided stream. The natural quality of the river and its floodplain is outstanding. Opportunities to view wildlife as well as vistas of the surrounding mountains are available to visitors floating on or hiking along the river.	Hiking, Wildlife Viewing, Canoeing, Rafting, Kayaking, Fishing, Cross-country Skiing, Interpretation/Nature Trail, Hunting
I. Steamboat Mountain	Typically viewed from a vehicle, this mountain is distinctive and densely vegetated when viewed from the Snake River.	Hunting
J. Teton Forest Wilderness	The area is densely vegetated with lodgepole pine. A backcountry hiking/horse-use trail offers access into the Teton wilderness area.	Hiking, Horse Use, Hunting
K. Rockefeller Memorial Parkway	This major north/south transportation corridor provides vehicular access to three NPS areas. The 82-mile-long highway runs from the southern boundary to Grand Teton to West Thumb in Yellowstone. It provides access to a tremendous diversity of outstanding natural resources. Visitors can view from their cars the dramatic, changing scenes of the Teton Range, the Snake River, Jackson Lake, JODR, and Yellowstone's densely vegetated volcanic plateau.	Visitor Contact, Information-Orientation/Registration, Interpretation, All-season Parking, Scenic Driving

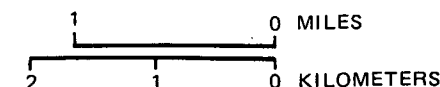
*on designated routes along unplowed roadway

**Those uses and activities identified for each of the planning units only represent what is considered the "most appropriate" use and activity based on the availability and relationship of resources. Other uses may occur unless special regulations prohibit certain uses.



- SNAKE RIVER OVERLOOK AND PICNIC AREA
- RESIDENTIAL/MAINTENANCE COMPLEX (JODR AND SOUTH ENTRANCE YELLOWSTONE)
 - JODR HOUSING
 - 8 PERMANENT – 10 SEASONAL EMPLOYEES
 - SOUTH ENTRANCE YELLOWSTONE HOUSING
 - 2 PERMANENT – 15 SEASONAL EMPLOYEES
 - MAINTENANCE FACILITY
- REGIONAL VISITOR CONTACT CENTER
 - SERVES 3 NPS AREAS
- LODGING (PROPOSED)
 - LODGING – 180 UNITS; HOUSING – 50 EMPLOYEES
- SERVICES AND LODGING (EXISTING – FLAGG RANCH)
 - SERVICE STATION – FOOD SERVICE/GROCERIES
 - LODGING – 170 UNITS
 - HOUSING – 150 EMPLOYEES
 - CAMPING – 160 SITES
- SHEFFIELD CREEK TRAILHEAD AND ROAD IMPROVEMENTS

EXISTING		PROPOSED	
	IMPROVED ROAD		IMPROVED ROAD
	UNIMPROVED ROAD		WAYSIDE EXHIBIT
	WAYSIDE EXHIBIT		TRAILHEAD
	TRAILHEAD		TRAIL
	TRAIL		BIKE TRAIL
	PRIMITIVE CAMPSITE		OVERLOOK
	BUILDING COMPLEX		PICNIC AREA
	GRAVEL PIT		CAMPGROUND
			BUILDING COMPLEX
			SEWAGE TREATMENT



GENERAL DEVELOPMENT PLAN

JOHN D. ROCKEFELLER, JR. MEMORIAL PARKWAY / WYOMING
UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

NOTE: All capacities reflect an acceptable development range up to a maximum. All future plans for development should be related to existing and proposed development within the surrounding area.

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DEVELOPMENT CONCEPT

As depicted on the following graphics proposed major developments (campgrounds, lodging, NPS residential/maintenance facilities, and a regional visitor contact facility) will be concentrated north of the existing Flagg Ranch complex on the terrace above the Snake River floodplain. According to the computer analysis, this is one of the most suitable sites for intensive development. It contains sufficiently level topography, lodgepole pine for screening, soils suitable for supporting roads and structures, and it is away from natural hazards and critical areas and near existing roads and utilities. This area, generally, has been disturbed by previous activity.

To eliminate duplication of functions presently within 2 miles of each other, the new regional visitor contact facility will be located immediately north of the Ashton-Flagg Ranch Road/Rockefeller Parkway intersection. It will provide information-orientation-interpretation services for JODR and Yellowstone and Grand Teton National Parks. The facility's lobby will provide space for an information desk, backcountry use registration, lodging information, display and sale of publications, and interpretive exhibits. Other space will be available for audiovisual presentations, offices, storage, and work. With its central, visible location (landscaped island surrounded by divided traffic lanes and parking space), visitors will likely stop. Northbound travelers will be required to stop at the entrance station for information regarding resource hazards in Yellowstone. The south entrance to Yellowstone will be defined; this may include a sign, turnout, parking, basic safety messages and interpretation.

A joint south Yellowstone/JODR residential/maintenance area will be located at the northern end of the terrace development complex and linked to Rockefeller Parkway by an access road. By 1990, an estimated 10 houses for permanent staff and 3 multiunit (2 and 3 bedrooms) apartments for 25 seasonal employees will be needed.

Major campgrounds will be directly south of the residential/maintenance area. A moderate increase in overnight facilities (by 1990, about 550 campsites and 350 lodging units – capacity 3,000 people) will accommodate needs for JODR, Yellowstone, and Grand Teton. The existing 25-unit NPS campground south of the Snake River and west of Rockefeller Parkway will be converted to a picnic area.

Concessioners will continue to provide lodging, camping, and necessary services. However, concessions at Flagg Ranch and Huckelberry Hot Springs

are in areas of potential natural hazards (flooding) and close to important natural resources (hot springs, Snake River) and will not be expanded. The restaurant, grocery, curio shop, and facilities for vehicular services located within the Snake River floodplain will remain there for their useful lives. Facilities and overnight activities will be phased out at Huckelberry Hot Springs, and the site will be restored to a more natural condition and used for day activities such as picnicking, hiking, and interpretation. Future facilities will be limited to parking.

Southwest of the Ashton-Flagg Ranch Road/Rockefeller Parkway intersection, lodging units and concessioner employee dormitories may be constructed. This area (above the 100-year floodplain) will be the site of all future concession structures for overnight use. Overnight accommodations within the Snake River floodplain which can be moved will receive first consideration for relocation. Ultimately, all facilities should be removed from the floodplain. In the interim, vegetative screening will be added on the lower terrace along the river to improve the scenic quality of the area, especially for travelers on Rockefeller Parkway.

CAMPING SUITABILITY

Computerized Planning Approach

Proposals for development, winter use, and zoning were derived from a resource analysis performed by the National Park Service computerized planning system. Twenty-two types of resource data (soils, vegetation, wildlife habitat, etc.) were gathered and computerized to provide a permanent, accessible record of JODR natural and cultural resources. The computer correlated this data with potential visitor activities and resultant land uses, determined the most and least suitable sites for various uses, and printed the locations. These factors provided important data from which environmentally sound plans were developed.

Based on this land use suitability analysis, projected visitor demand, and management needs, alternative general development plans were devised and computerized. The computer formulated each alternative plan into a model that could be evaluated as to potential adverse impacts on natural systems (surface erosion hazards, surface water quality, vegetative quality, and quality of wildlife habitat) and then located impact sites and printed the degree of impact.

The results of the computer analysis were reviewed and the most feasible development alternative (representing the least adverse environmental impacts and considering social, economic, and other factors) was selected.

HUCKLEBERRY HOT SPRINGS

- PHASE OUT CAMPING
- PROVIDE DAY PARKING
- RESTORE SITE

RESIDENTIAL AREA (PROPOSED)

- 10 PERMANENT (8-JDR, 2-YELL)
- 25 SEASONAL QUARTERS (15-YELL, 10-JDR)

**NPS OR CONCESSIONER CAMPGROUNDS
550 SITES (PROPOSED)**

- 300 RV SITES
- 250 TENT/TRAILER SITES
- 400 SEAT AMPHITHEATER

MAINTENANCE FACILITIES (PROPOSED)

SEWAGE TREATMENT FACILITY

ENTRANCE STATION (PROPOSED)

- MANDATORY WARNING AND
- GENERAL INFORMATION

REGIONAL VISITOR CONTACT CENTER (PROPOSED)

CONCESSIONER LODGING (PROPOSED)

- LODGING – 180 UNITS
- HOUSING – 50 EMPLOYEES

DAY USE AND LODGING SERVICES (EXISTING)

SHEFFIELD CREEK TRAILHEAD

- IMPROVE EXISTING FACILITIES

ROAD REALIGNMENT

LANDSCAPE SCREENING

PICNIC AREA (PROPOSED)

- CONVERTED FROM CAMPGROUND

- PLANNING UNIT BOUNDARY
- PROPOSED BIKE TRAIL
- EXISTING DEVELOPMENT, RETAINED
- PROPOSED DEVELOPMENT
- PROPOSED FACILITIES
- PROPOSED PLANTING (NATIVE MATERIALS)



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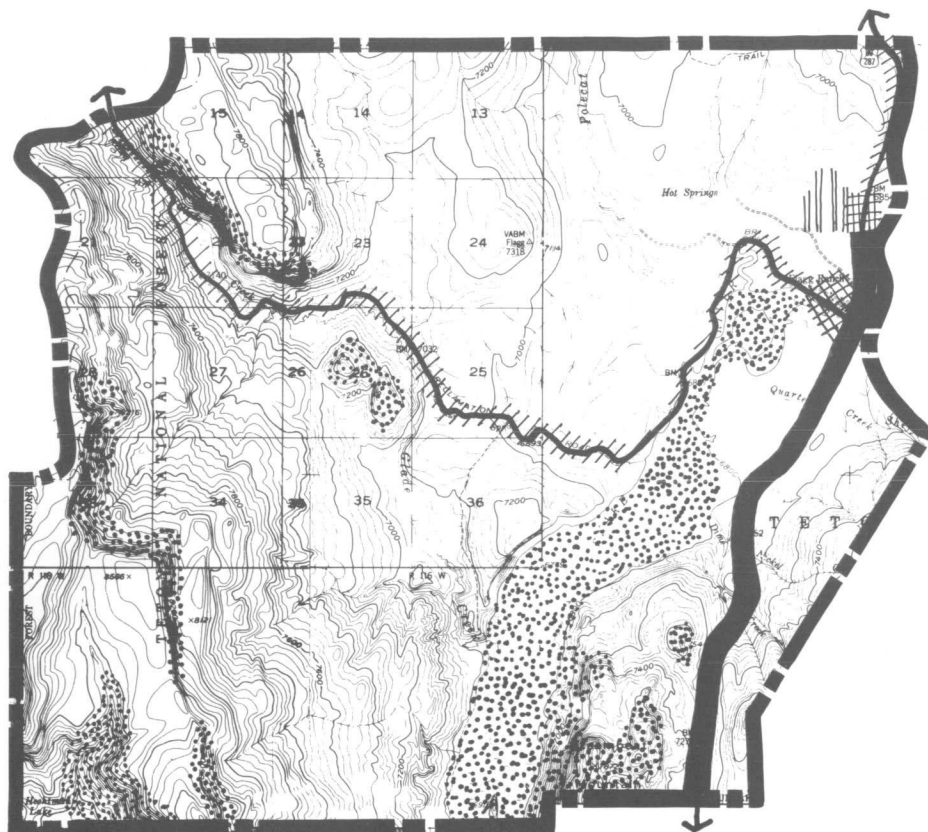
NOTE: All capacities reflect an acceptable development range up to a maximum. All future plans for development should be related to existing and proposed development within the surrounding area.

DEVELOPMENT CONCEPT

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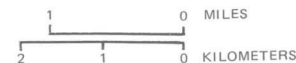
-  SUITABLE AREA FOR CROSS-COUNTRY SKIING
-  UNDESIRABLE AREA FOR CROSS-COUNTRY SKIING
-  WINTER OVERNIGHT LODGING AND DAY USE SERVICES AND RENTALS
-  WINTER RESIDENTIAL/MAINTENANCE BASE
-  PLOWED ROAD CORRIDOR
-  VISITOR CONTACT/WINTER BACKCOUNTRY USE REGISTRATION AND PARKING
-  OVERSNOW VEHICLE ROUTE

Winter Use

The excellent resource qualities attract winter use. JODR also is a staging area for Yellowstone activities, a use expected to increase. The map delineates both suitable and undesirable areas for winter activities and facilities. Undesirable areas are those in which winter activities should be carefully controlled — snow-covered streambeds, steep slopes, snowslide areas, critical wildlife habitat, and geothermal areas. Rockefeller Parkway will be plowed as far north as the proposed visitor contact facility north of Flagg Ranch.

Cross-Country Skiing. Use levels will be identified and regulated in natural hazard, thermal, wildlife habitat, and other critical areas.

Snowmobiling. Snowmobiles shall be confined to properly designated routes which are used by motorized vehicles during other seasons. The park shall have the flexibility to restrict snowmobile use where there is a potential conflict with other uses or with maintaining the integrity of natural resources.



WINTER USE

JOHN D. ROCKEFELLER, JR. MEMORIAL PARKWAY / WYOMING

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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APPENDIX A

DEVELOPMENT SCHEDULE

John D. Rockefeller, Jr. Memorial Parkway

Pkg* No.	Project Title	Funds in \$1,000***					Total
		1st Year	2nd Year	3rd Year	4th Year	5th Year	
106	Repair and resurface 7.1 miles of parkway	251	480	3,224			3,955
107	Construct information/administrative/maintenance/residence complex, including 2,800-3,000 sq. ft. visitor-contact facility with interpretive devices, information space, reservation/permit space, offices, 8 residences, 15 seasonal quarters**, vehicle and equipment storage yard and building, maintenance shop, utility connections, fuel storage and dispensary, fire cache; parkway plaza; 1-mile maintenance/residential access road and approximately 100 parking spaces; landscape 5-10 acres; underground utilities; realign and pave one mile of road to improve circulation; obliterate one mile existing road, extend buried utilities, landscape 5 acres, west entrance wayside exhibit and entrance sign.	353	353	3,009			3,715
131	Construct water, sewer and roads for expansion of Flag Ranch concession facilities.	158	158	1,050			1,366
110	Construct 250 campsites, 400 seat amphitheater, 4-5 comfort stations, convert Snake River campground to picnic area, construct kiosk.		285	285	1,650		2,220
117	Construct 22 miles of trails with information signs including 6 miles of nature trails, 6 miles backcountry trails, one overlook on the Ashton-Flagg Road, 10 miles of horse trails, one trailhead, markers for cross-country ski trails, one river-access boat ramp, half-mile gravel access road, including signs, trash receptacles, and trailhead and river access parking. Provide stabilization in swampy/wet areas and foot bridges for large stream crossings.			158	160	1,048	1,366
Summary NPS 5-Year Development Program		762	1,276	7,726	1,810	1,048	12,622
TOTAL DEVELOPMENT COST		\$12,622,000					
		1st Year	2nd Year	3rd Year	4th Year	5th Year	Total
	Construct additional concession facilities including 180 lodging units, housing for 50 employees, 38 full- and 132 limited-hookup recreation-vehicle campsites.****			3,591			3,591

* Package Nos. are listed by priority.

** Two residences and 15 seasonal quarters identified on the Development Concept Plan within the GMP are not included in package 107 since they are designated for use by Yellowstone NP. This also applies to the obliteration and restoration of the Yellowstone NP south entrance facilities.

*** Cost figures are estimated on November 1980 dollars. Legislation to increase the congressional development limitation will be needed before development above the ceiling can be undertaken. Balance of ceiling remaining on December 1980 was \$320,000.

****In addition to the above developments, additional concession facilities are proposed as shown in this block; however, since it has not been determined whether construction will be paid for by a concessioner or by the government, they are identified separately and their cost is not included in the above "Summary NPS 5-Year Development Program."

APPENDIX B

OPERATING EQUIPMENT NEEDS

Resource Management, Visitor Protection and Interpretation

Items	Cost	Year
Campground kiosk*	\$5,000	4
Cash register (2)*	7,000	3
Electric vehicle for campground*	4,000	4
Station wagon for patrol and transport of injured*	9,000	3
Forest and structural fire equipment	6,000	3
Office equipment*	2,000	3
First-aid room equipment*	3,000	3
Radios (3)*	4,000	3
Equipment for naturalist programs* (camera, projector, binoculars, etc.)	3,000	3
Miscellaneous supplies (campground, visitor center, printing)	6,000	3

Maintenance

Trucks (1)*	9,000	3
Depreciation for capitol items	3,000/yr.	

*Nonrecurring expenses

APPENDIX C

ESTIMATED STAFFING REQUIREMENTS AS PER DEVELOPMENT SCHEDULE

Position	Wage Scale	Total Seasonal Man-Years	Years					
			1	2	3	4	5	
I. Permanent Positions								
(1) Supervisory park ranger *1	GS-09	1.0	X	X	X	X	X	
(1) Park Technician (Law Enforcement) *2	GS-06	.8			X	X	X	
(1) Park Technician (Interpretation) *3	GS-06	.8					X	X
(1) Engineering equipment operator foreman *4	WS-06	1.0	X	X				
(1) Maintenance Mechanical Foreman *5	WS-06	1.0			X	X	X	
(1) Utility System Operator *1	WG-08	.9	X	X	X	X	X	
(1) Maintenance worker *1	WG-07	1.0	X	X	X	X	X	
(1) Maintenance worker	WG-07	.9				X	X	
(1) Motor vehicle operator *1	WG-07	.9	X	X	X	X	X	
II. Seasonal Positions								
(1) Park Technician (Law Enforcement) *6	GS-05	.7	X	X				
(1) Park Technician (Law Enforcement) *6	GS-05	.4			X	X	X	
(1) Park Technician (Law Enforcement) *7	GS-05	.3	X	X				
(1) Park Technician (Interpretation) *8	GS-05	.3	X	X	X			
(1) Park Technician (Campground)	GS-04	.3					X	X
(4) Park Aids (Fee Collection)	GS-03	1.2					X	X
(6) Park Technicians (Interpretation) *9	GS-04	2.0					X	X
(3) Motor Vehicle Operators *10	WG-05	.9	X	X	X			
(1) Motor Vehicle Operator *10	WG-05	.9					X	X
(2) Laborers *11	WG-03	.6	X	X	X			
(2) Laborers *11	WG-03	1.3					X	X
(1) Clerk-Typist	GS-03	.6					X	X

- * 1. Existing position as of December 1980.
- * 2. Position converted from existing seasonal Park Technician (Law Enforcement) GS-05 position.
- * 3. Position converted from existing seasonal Park Technician (Interpretation) GS-05 position.
- * 4. Existing position as of December 1980 to be converted in the beginning of the third year to maintenance mechanical foreman WS-06.
- * 5. Converted from existing Equipment Operator Foreman position WS-06 in the beginning of the third year.
- * 6. Existing seasonal position to be converted from .7 to .4 total man-years at the beginning of the third year.
- * 7. Convert to permanent Park Technician (Law Enforcement) position, GS-06 in the beginning of the third year.
- * 8. Convert to permanent Park Technician (Interpretation) position, GS-06 in the beginning of the fourth year.
- * 9. Only two of the six positions to become active in the beginning of the fourth year. The remaining four positions to become active in the beginning of the fifth year.
- * 10. With the completion of the residential development two of the existing three seasonal positions will be eliminated.
- * 11. Existing position to be converted from .6 total man-years to 1.3 total man-years at the beginning of the fourth year.

APPENDIX D

ACTION PLANS AND SPECIAL STUDIES FOR FUTURE MANAGEMENT

As a sequel to the General Management Plan more detailed guidelines are often required for a particular area of park management or for the use of a particular geographic area within the park. In preparing the General Management Plan for JODR the need to conduct a number of special studies, and prepare certain action plans were identified. These needs are as follows.

1. Backcountry Management Plan
2. Cultural Resource Management Plan
3. Visual Resource Management Plan
4. Floodplain Study
5. Wilderness Study
6. Legislative Support Package to
increase development ceiling
7. Bear Management Plan

APPENDIX E

3. John D. Rockefeller, Jr., Memorial Parkway

An Act to authorize the Secretary of the Interior to establish the John D. Rockefeller, Junior, Memorial Parkway, and for other purposes. (86 Stat. 619)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, (a) That for the purpose of commemorating the many significant contributions to the cause of conservation in the United States, which have been made by John D. Rockefeller, Junior, and to provide both a symbolic and desirable physical connection between the world's first national park, Yellowstone, and the Grand Teton National Park, which was made possible through the efforts and generosity of this distinguished citizen, the Secretary of the Interior (hereinafter referred to as the Secretary) is authorized to establish the John D. Rockefeller, Junior, Memorial Parkway, (hereinafter referred to as the "parkway") to consist of those lands and interests in lands, in Teton County, Wyoming, as generally depicted on a drawing entitled "Boundary Map, John D. Rockefeller, Junior, Memorial Parkway, Wyoming", numbered PKY-JDRM-20,000, and dated August 1971, a copy of which shall be on file and available for inspection in the Offices of the National Park Service, Department of the Interior. The Secretary shall establish the parkway by publication of a notice to that effect in the Federal Register, at such times as he deems advisable. The Secretary may make minor revisions in the boundary of the parkway from time to time, with the concurrence of the Secretary of Agriculture where national forest lands are involved, by publication of a revised drawing or other boundary description in the Federal Register.

(b) The Secretary shall also take such action as he may deem necessary and appropriate to designate and identify as "Rockefeller Parkway" the existing and future connecting roadways within the parkway, and between West Thumb in Yellowstone National Park, and the south entrance of Grand Teton National Park: *Provided*, That any sections of the parkway located within Yellowstone National Park or Grand Teton National Park shall be administered and managed in the same manner and in accordance with the same regulations and policies as the other portions of such parks.

SEC. 2. Within the boundaries of the parkway, the Secretary may acquire lands and interests in lands by donation, purchase, exchange, or transfer from another Federal agency. Lands and interests in lands owned by the State of Wyoming or a political subdivision thereof may be acquired only by donation. Lands under the juris-

diction of another Federal agency shall, upon request of the Secretary, be transferred without consideration to the jurisdiction of the Secretary for the purposes of the parkway.

SEC. 3. (a) The Secretary shall administer the parkway as a unit of the national park system in accordance with the authority contained in the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4), as amended and supplemented.

(b) The Secretary shall permit hunting and fishing within the area described by section 1(a) of this Act in accordance with applicable laws of the United States and the State of Wyoming, except that the Secretary may designate zones where, and periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, or public use and enjoyment. Except in emergencies, any regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the appropriate State fish and game department.

(c) The lands within the parkway, subject to valid existing rights, are hereby withdrawn from location, entry and patent under the United States mining laws.

SEC. 4. For the purposes of this Act, there are authorized to be appropriated not more than \$25,000 for the acquisition of lands and interests in lands and not more than \$3,092,000 for development.

Approved August 25, 1972.

Legislative History

House Report No. 92-1237 accompanying H.R. 18201 (Committee on Interior and Insular Affairs).

Senate Report No. 92-707 (Committee on Interior and Insular Affairs).

Congressional Record, Vol. 118 (1972):

Mar. 24, considered and passed Senate.

Aug. 14, considered and passed House, amended, in lieu of H.R. 18201.

Aug. 17, Senate concurred in House amendment.

National Park Service
JOHN D. ROCKEFELLER, JUNIOR,
MEMORIAL PARKWAY
Establishment

Public Law 92-404 authorized the Secretary of the Interior to establish the John D. Rockefeller, Junior, Memorial Parkway to consist of lands and interest in lands in Teton County, Wyo., as generally depicted on a drawing entitled "Boundary Map, John D. Rockefeller, Junior, Memorial Parkway, Wyoming," Numbered PKY-JDRM-20,000, and dated August 1971.

The National Park Service has acquired all lands authorized under Pub. L. 92-404.

Now, therefore, I, Cecil D. Andrus, Secretary of the Interior, hereby give notice of the establishment of John D. Rockefeller, Junior, Memorial Parkway, Wyo., consisting of 23,777 acres.

The boundaries of the parkway, which encompass an area generally identical to that referred to in Pub. L. 92-404, are shown on the attached map numbered PKY-JDRM-20,000, August 1971.

Adjustments may be subsequently made in the boundaries of the area by publication of the amendments to the boundary description, thereof, in the FEDERAL REGISTER, as provided for in section 1(a) of Pub. L. 92-404.

John D. Rockefeller, Junior, Memorial Parkway, will be administered in accordance with the Act of August 25, 1972 (86 Stat. 619), and in accordance with the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented.

Dated: September 30, 1977.

CECIL D. ANDRUS,
Secretary of the Interior.

APPENDIX F

PLANNING HISTORY

JOHN D. ROCKEFELLER, JR. PARKWAY

November 1974: Planning for the management and public use of the parkway began with the approval of the planning directive for the master plan.

April 1975: As per WASO request the Rocky Mountain Regional Office requested the Denver Service Center to drop any further work on the master plan. This request came in view of revisions which were being made in the Service's planning process.

August 1976: The planning directive which was approved in November 1974 was revised and reapproved. The general management planning project was also reprogrammed for 1977 FY.

April 1977: The assessment of alternatives was prepared by the Denver Service Center and released for public review after completing inhouse review and approval. Public workshops and comment period terminated May 6, 1977.

August 1977: Summary assessment of alternatives with preferred alternative for J.D.R. Jr. MP approved and cleared for use in further public involvement efforts.

December 1978: Draft general management plan was placed on inhouse review.

July 1979: Draft GMP approved by regional director and cleared for printing.

November 1979: Environmental review for the assessment of alternatives to the GMP approved.

December 1979: Environmental review was released for public review and an Announcement of Availability was published in the Federal Register. Review terminated January 21, 1980. The environmental review indicated that the proposed action was not major with the potential for causing significant environmental impacts or controversy; therefore, an environmental impact statement would not be required.

February 1980: Draft general management plan was released for public review and comment. A Notice of Availability was published in the Federal Register. Public review period terminated April 7, 1980.

APPENDIX G

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APPENDIX H

PLANNING TEAM MEMBERS AND CONSULTANTS

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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