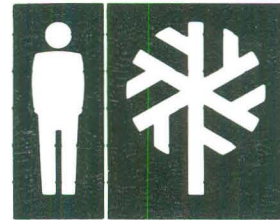


wilderness recommendation



bryce canyon
national park

october 1971

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RECOMMENDATION

1

IT IS RECOMMENDED THAT A TOTAL OF 16,303 ACRES WITHIN BRYCE CANYON NATIONAL PARK, UTAH, AS DEFINED IN EXHIBIT A, BE DESIGNATED AS WILDERNESS BY AN ACT OF CONGRESS.

THIS RECOMMENDATION IS BASED UPON CAREFUL STUDY OF THE PARK, THE VIEWS PRESENTED AT THE PUBLIC HEARING, AND THE WRITTEN RESPONSES CONCERNING THE PRELIMINARY WILDERNESS PROPOSAL DESCRIBED IN THE APPENDED HEARING OFFICER'S REPORT.

A NATIONAL WILDERNESS PRESERVATION SYSTEM

Public Law 88-577, of September 3, 1964, establishing a National Wilderness Preservation System, provides, in part, as follows:

POLICY

"It is . . . the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

AREAS FOR STUDY

2

"Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system . . . , under his jurisdiction of the effective date of this Act and shall report to the President his recommendation as to the suitability or nonsuitability of each such area . . . for preservation as wilderness."

SYSTEM

" . . . there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as 'wilderness areas'"

DEFINITION

"A wilderness, . . . is . . . an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean . . . an area of undeveloped Federal land retaining

its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which: (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value."

MANAGEMENT

3

"The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress."

USE

"Nothing in this Act shall modify the statutory authority under which units of the national park system are created. Further, the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including but not limited to, the Act of June 8, 1906, (34 Stat. 255; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796 (2)); and the Act of August 21, 1935, (49 Stat. 666; 16 U.S.C. 461 et seq.)."

MASTER PLAN POLICY

FOR NATURAL AREAS OF THE
NATIONAL PARK SYSTEM (REVISED 1970)

DISCUSSION

It has long been the practice of the National Park Service to prepare and maintain a Master Plan to guide the use, development, interpretation, and preservation of each particular park. Graphics and narrative specify the objectives of management. In a sense, these Master Plans are zoning plans. They not only define the areas for developments, they also define the areas in which no developments are to be permitted.

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Parks do not exist in a vacuum. It is important in planning for a park that the teams take into account the total environment in which the park exists. Of particular significance are the plans for and the availability of other park and recreation facilities within the region at the Federal, State, and local levels, as well as those of the private sector for the accommodation of visitors, access to the national parks, the roads within them, wildlife habitat, etc. Accordingly, the Master Plan Team first analyzes the entire region in which the park is located and the many factors that influence its management.

Moreover, where national parks and national forests adjoin, such as Mount Rainier, Yellowstone, and Grand Teton National Parks, the National Park Service and the U.S. Forest Service formalized, in 1963, a joint effort to analyze the resources and visitor needs and develop cooperative plans for the accommodation of these requirements which will best insure the achievement of both of our missions. This program formalizes and broadens the informal efforts made for many years by many park superintendents and forest supervisors to coordinate management programs, including visitor facilities and services. Such cooperative programs are authorized by section 2 of the act of August 25, 1916, establishing the National Park Service.

ADMINISTRATIVE POLICIES

Master Plan

A Master Plan will be prepared for each area to cover specifically all Resource Management, Resource Use, and Physical Development programs. An approved Master Plan is required before any development program may be executed in an area.

Master Plan Teams

All Master Plan Teams should be composed of members having different professional backgrounds, such as ecology, landscape architecture, architecture, natural history, park planning, resource management, engineering, archeology, and history. Where available funds and program needs permit, the study teams for the national parks should include outstanding conservationists, scientists, and others who possess special knowledge of individual parks. Also, the teams should consult with authorized concessioners during the Master Plan study.

Land Classification

A sound system of evaluation and classification for lands and waters in a park or monument is a prerequisite for master planning. This is necessary to provide proper recognition and protection of park resources and to plan for visitor enjoyment of the values of the area. The system serves, also, as a basis for recommending lands for "wilderness" classification in accordance with the Wilderness Act and provides a basis for making many other Master Plan judgments.

The land classification system to be used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed for application to Federal lands by the Bureau of Outdoor Recreation. Under this system, lands may be segregated into any one of six classes:

Class I—high density recreation areas; Class II—general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas, including, but not limited to, those recommended for designation under the Wilderness Act; and Class VI—historic and cultural areas. Consistent with

the Congressionally stated purpose of national parks, a park contains lands falling into three or more of these classes.

Classes I and II identify the lands reserved for visitor accommodations (*both existing and proposed*), for administrative facilities, formal campgrounds, two-way roads, etc., of varying intensities. Class I and II lands occupy relatively little space in any of the national parks.

Class III identifies the "natural environment areas." As the name of the category implies, these are "natural environment" lands. These lands are important to the proper preservation, interpretation, and management of the irreplaceable resources of the National Park System. These irreplaceable resources are identified in Class IV, V, and VI categories of lands. It is the existence of unique features (Class IV), or primitive lands, including wilderness (Class V), or historical or cultural lands (Class VI) in combination with a suitable environment (Class III) and with sufficient lands "for the accommodation of visitors" (Classes I and II) that distinguish natural and historical areas of the National Park System from other public lands providing outdoor recreation.

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In the natural areas (national parks and national monuments of scientific significance), Class III lands often provide the "transition" or "setting" or "environment" or "buffer" between intensively developed portions of the park or monument (Classes I and II) AND (a) the primitive or wilderness (Class V) areas; and (b) the unique natural features (Class IV) or areas of historic or cultural significance (Class VI) when these two categories exist outside of the Class V lands.

In the historical areas (the administrative policies for which are included in a separate booklet), the "environmental" lands (Class III) serve a similar role in providing the "setting" or "atmosphere" essential to preserving and presenting the national significance of historic properties included in the National Park System.

Often, Classes III and V lands both represent significant natural values. Generally, these values are different in type, quality, or degree. Accordingly, lands having natural values that do not meet Service criteria for primitive or wilderness designation may be

classified as Class III even when they do not involve the environment of either Class IV, Class V, or Class VI lands. In natural areas, "natural environment" lands are sometimes referred to additionally as "wilderness threshold" when they abut or surround wilderness.

The "wilderness threshold" lands afford the newcomer an opportunity to explore the mood and the temper of the wild country before venturing into the wilderness beyond. Here, in the wilderness threshold, is an unequalled opportunity for interpretation of the meaning of wilderness.

Class III lands also serve important research needs of the Service, as well as of many independent researchers and institutions of higher learning.

The only facilities planned in these "natural environment" lands are the minimum required for public enjoyment, health, safety, preservation, and protection of the features, such as one-way motor nature trails, small visitor overlooks, informal picnic sites, short nature walks, and wilderness-type uses. Such limited facilities must be in complete harmony with the natural environment.

Class IV lands are those which contain unique natural features. These lands usually represent the most fragile and most precious values of a natural area. Class IV identifies the terrain and objects of scenic splendor, natural wonder, or scientific importance that are the heart of the park. These are the lands which must have the highest order of protection so that they will remain "unimpaired for the enjoyment of future generations." Nothing in the way of human use should be permitted on Class IV lands that intrude upon or may in any way damage or alter the scene. The sites and features are irreplaceable. They may range in size from large areas within the Grand Canyon to small sites such as Old Faithful Geyser or a sequoia grove.

Class V are the primitive lands that have remained pristine and undisturbed as a part of our natural inheritance. They include in some instances, moreover, lands which, through National Park Service management, have been restored by the healing processes of nature to a primeval state. There are no mining, domestic stock grazing, water impoundments, or other intrusions of man to mar

their character and detract from the solitude and quiet of the natural scene. The protection and maintenance of natural conditions and a wilderness atmosphere are paramount management objectives. The only facilities allowed in these lands are of the type mentioned in the *Wilderness Use and Management Policy* statement.

Class VI are the lands, including historic structures, of historical or cultural significance, such as the agricultural community of Cades Cove in Great Smoky Mountains National Park.

Wilderness Hearings

One of the finest new public land planning procedures introduced by the Wilderness Act is the opportunity for the public to express its views on the preliminary wilderness proposals prior to these proposals being firmly established for recommendations to the Congress. These hearings are held in the State in which the wilderness is proposed.

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Notice of such public hearings is published in the "Federal Register" and newspapers having general circulation in the area of the park at least 60 days prior to the hearings. During this 60-day period, the Master Plan documents are available for public review at the park, in the appropriate Regional Office, and in the Washington Office. Moreover, public information packets explaining national park wilderness proposals are available at the same time for distribution to all those requesting them.

The Wilderness Act requires that the public hearing be held on the wilderness proposals only. However, it is the practice of the National Park Service to make available the general development plan for the park or monument at the time the preliminary wilderness proposal is released. The Service welcomes public comments and views on these plans. Moreover, once the Congress has defined the wilderness areas within the national parks and monuments, it shall be the practice of the National Park Service to give public notice of 60 days on any proposal to change the classification of any Class I, Class II, or Class III lands within the park or monument. In this way, the Service shall afford the public a continuing opportunity to participate in the planning and management of its national parks and monuments.

SUMMARY OF THE PRELIMINARY WILDERNESS PROPOSAL

THE NATIONAL PARK

Location

Bryce Canyon National Park is located in Garfield and Kane Counties in southwestern Utah. The main access is from the west via U.S. Highway 89 and State Highway 12.

Surroundings

The park is situated on the Paunsaugunt Plateau of southern Utah. Within a radius of 150 miles there are twelve other units of the National Park System, five national forests, five Indian reservations, and more than fifteen Utah State parks. In 1960, Cedar City, 80 miles west, had a population of 7543. The nearest towns to the east, Panguitch and Tropic, had populations of 1435 and 382, respectively.

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About 90 percent of the land immediately surrounding the park lies in Federal ownership. The park boundary is shared primarily with the Dixie National Forest and lands administered by the Bureau of Land Management. Surrounding land uses include grazing, timber harvesting, hunting, and ranching.

Resources

The outstanding feature of this national park is a system of multicolored natural amphitheaters. Within these amphitheaters rise spires, arches, and ridges. The sculpturing agents are rain and snow. Iron, manganese, and other minerals provide the coloring material. The formations are capped by white or gray and dominated by various shades of red blending into delicate pink and orange. The top of the flat and forested plateau contrasts strongly with these brightly colored amphitheaters and cliffs.

Three major forest types are represented: At low elevations, pinyon pine and sagebrush predominate, while spruce/fir/aspen forests dominate the higher regions. The plateau supports open stands of ponderosa pine. Douglas-fir, limber pine, manzanita, and several grasses are also present. Of special importance are the bristlecone pines surviving in several locations, some of them nearly 1600 years old.

There are many varieties of wildlife in the park. Principal species include mule deer; gray fox; bobcat; and squirrels, chipmunks, and other small rodents. Cougar are seen on rare occasions. Several species of birds are year-round residents; the bald eagle is sometimes seen in winter. The cliffs and spires are favorite nesting areas for white-throated swifts and violet-green swallows.

Short stretches of Yellow Creek comprise the only perennial stream in the park.

Visitor-Use Facilities

Facilities for visitor use include a visitor center, two improved campgrounds, two picnic areas, and lodging and food services. Roads, trails, walks, and developed viewpoints are conveniently located. The interpretive program includes visitor center exhibits, campfire circles, and self-guiding trails. Visitation to the park was 366,900 in 1969.

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DESCRIPTION OF PRELIMINARY WILDERNESS PROPOSAL

The preliminary wilderness proposal of about 17,900 acres comprises approximately half the land area of the park. For the most part, it is located below and to the east of the plateau rim (see Exhibit C). Elevations range from 6580 feet on Yellow Creek near the east boundary to over 9100 feet near Rainbow Point. The proposed wilderness contains nearly all of the great amphitheaters, Boat Mesa, and most of the Promontory.

The northernmost boundary of the proposed wilderness is located south of Water Canyon, and was defined to exclude an irrigation ditch, an overhead powerline, and Utah Route 54, all of which follow or are just north of Water Canyon. Generally, the eastern and southern boundary of the proposed wilderness is located 1/16 mile inside the park boundary except where adjusted in the vicinity of Bryce Springs to exclude a spring utilized as a water supply by the town Tropic, and except for a National Park Service soil and moisture-control project at the head of Sheep Creek Flats.

The western boundary of the proposed wilderness generally follows the rim of the plateau, except for an area between Bryce and Sunset Points not included within the proposed wilderness.

CONCLUSIONS

As required by the Wilderness Act, a public hearing was held on the preliminary wilderness proposals at Panguitch, Utah, on December 11, 1967. Notice of the public hearing appeared in the *Federal Register* on October 10, 1967, and in local Utah newspapers on October 12, 1967. Thirty-five people attended the hearing, and 15 oral statements were presented. A total of 228 letters were received.

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Of the agencies, private organizations, and individuals testifying or submitting written views, one of the 21 private organizations, and 20 of the 311 individuals supported the preliminary wilderness proposal with no suggestions for changes. The Governor of the State of Utah requested that consideration be given to viewpoints advanced by the Five County Organization. One individual and one private organization supported the preliminary wilderness proposal with qualifications. Ten public agencies and one individual acknowledged receipt of copies of the wilderness proposal. Sixteen of the 21 private organizations and 280 of the 311 individuals commenting favored a larger wilderness; six individuals favored wilderness with no specific recommendations. Three private organizations, three individuals, and two public agencies or officials opposed the establishment of a wilderness, or proposed delay for further study due to economic reasons.

Alternative proposals are described in the appended Hearing Officer's Report, and are indicated on Exhibit D.

Careful study of the statements presented at the hearing, the letters received, and management considerations, has prompted the following revisions of the preliminary proposal:

RECOMMENDED ADDITIONS

While most of the Paria View plateau area was suggested by others for wilderness designation, only the southern portion is recommended for addition to the preliminary wilderness proposal. It totals 480 acres, and is identified as parcel A on Exhibit B.

This south portion of the plateau contains a fine stand of bristlecone pine and a typical ponderosa forest. It was not included in the preliminary wilderness proposal because the possibility for future construction relating to the Paria View Well was considered. However, re-study of the lands south of the well indicates that future utilization of this site can be accomplished within or near the existing powerline, waterline, and well access routes.

RECOMMENDED DELETIONS

Four areas, identified as parcels B, C, D, and E on Exhibit B, and totaling 2077 acres, are recommended for deletion.

The width of the management zone paralleling the park boundary was increased from 1/16 mile to 1/8 mile. A width of 1/8 mile is considered to be the minimum essential for present and future management needs. This area, identified as parcel B, contains 925 acres.

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Parcels C and D are corridors containing canyons that have been used to move livestock across the park under local agreements. Such use is not compatible with National Park Service wilderness management. Parcel C contains 768 acres, and parcel D contains 291 acres.

Parcel E, totaling 93 acres, contains a developed ground water supply and a pipeline leading from Riggs Spring to the park boundary.

OTHER AREAS AND VIEWPOINTS CONSIDERED

Suggestions were received from others proposing additional lands as wilderness, as follows:

The area of Bryce Amphitheater east of Inspiration Point, between Sunrise and Bryce Points, contains 870 acres. The concentrated trail network in this area is heavily used and is located immediately below the primary visitor use and developed area of the park. Maintenance and other management activities must be employed to

a high degree. This area also contains a trailside picnic area with restrooms for use by hikers and saddle horse parties. A park water system serves the facility.

The area north of Utah Route 54 contains 3055 acres. It was neither studied for wilderness potential nor included in the Preliminary Wilderness Proposal because these lands do not comprise a roadless area of 5000 or more contiguous acres. Also a stock driveway and an irrigation ditch are located within this area. Moreover, the management activities required in these areas are not considered consistent with wilderness concepts; therefore, no wilderness designation is recommended for these portions of the park.

Three local individuals and five organizations submitted statements opposing the wilderness proposal, suggesting, instead: (1) development of visitor facilities below the rim and within the scenic amphitheaters to attract and accommodate a greater number of visitors; and (2) development of water sources for non-park use by surrounding communities. These suggestions are not recommended, for the following reasons: (1) The park has been developed for visitor use in a manner appropriate to the scenic values for which the park was established; development below the rim would extend construction scars for several miles through some of the most scenic portions of the park; and such construction would be visible from many overlooks along the rim. (2) An existing water source at Bryce Spring and others outside of the park can be utilized by neighboring communities.

SUMMATION

With the addition of 480 acres and the deletion of 2077 acres, the recommended wilderness consists of about 16,303 acres.


Director, National Park Service

APPENDIX: HEARING OFFICER'S REPORT

INTRODUCTION

A public hearing on the proposal to establish a wilderness area within Bryce Canyon National Park was held in the Garfield County Court House, 55 South Main Street, Panguitch, Utah, on December 11, 1967.

The hearing was opened at 2:00 p.m. by the Hearing Officer, Mr. John C. Preston, 6961 Oakmont Drive, Santa Rosa, California. Thirty-five persons were present, twelve of whom presented oral statements. Mr. C. Howard Watkins, Official Court Reporter of the State of Utah, Richfield, Utah, recorded the hearing.

After all statements were presented, the hearing was adjourned at 4:30 p.m. on the same day.

THE PRELIMINARY WILDERNESS PROPOSAL

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Introduction

Bryce Canyon National Park is located in Garfield and Kane Counties, southwestern Utah. The nearest towns are Panguitch and Tropic, Utah. For the most part, the park is approached from the west via U.S. 89 and Utah State Route 12. Utah State Routes 22 and 54 also provide access. Railway and bus connections are available at Lund. Airline service connecting to bus transportation is available in Cedar City.

The area was authorized in 1923 as a national monument, given national park status in 1924, and established as Bryce Canyon National Park in 1928. This national park contains 36,010 acres of Federal lands that have been set aside to preserve the fantastic and colorfully eroded natural formations of this portion of the Paunsaugunt Plateau. These formations are beautifully colored and are famous for their Pink Cliffs. Several tones of pink, orange, red, and other colors are present. Within the many rugged amphitheaters are found innumerable pinnacles, spires, cliffs, and canyons.

Elevations of 8000 to 9000 feet are common along this part of the rim of the Paunsaugunt Plateau. However, the plateau breaks off abruptly to the east and south in a series of steep walls and slopes.

There is great contrast between the precipitous and colorful lowlands along the eastern flank of the park and the timbered hillsides and tablelands to the west. The lowest point in the park is where Yellow Creek crosses the park boundary at an elevation of 6580 feet. Other than along short sections of Yellow Creek, there are no perennial streams in the park. The elevation at the town of Tropic, a few miles east of the park, is 6300 feet.

Most of the lands adjacent to the park are in Federal ownership; a good deal of the park boundary is shared with Dixie National Forest and the Bureau of Land Management. About 5 miles of the park boundary border the private lands of two ranches. Surrounding land uses include agriculture, grazing, timber harvesting, and hunting.

Within a 100-mile radius of the park, there are numerous recreation sites located within national forest, Bureau of Land Management, and Utah State park lands. Units of the National Park System in this region include: Canyonlands, Grand Canyon, and Zion National Parks; Arches, Capitol Reef, and Cedar Breaks National Monuments; and Glen Canyon and Lake Mead National Recreation Areas.

During 1966 there were 396,600 visitors to Bryce Canyon National Park.

The Bryce Canyon National Park Wilderness Proposal

Description of Resources: The proposed 17,900-acre Bryce Canyon National Park wilderness comprises nearly all of the contiguous land below the plateau, Boat Mesa, and most of the Promontory. The proposed wilderness is a long and irregular landform. It varies from about 3 miles at its maximum width in the north to about 1/4 mile at its narrowest point between Noon Canyon and Birch Springs, and then regains width as it proceeds south around Rainbow and Yovimpa Points.

A total of 24,275 acres of roadless lands were studied for wilderness suitability.

The primary resources of the proposed wilderness are the eroded, colorful, and rugged natural formations. Other important resources include the plant and animal life found in three distinct life zones. Pinyon pine, Utah juniper, Gambel's oak, and big sagebrush grow in the lower elevations. Typical of the middle elevations are the open stands of ponderosa pine, limber pine, Douglas-fir, and Rocky Mountain juniper, along with manzanita, antelope bitterbrush, black sagebrush, rabbitbrush, and several grasses. In the higher elevations of the southern part of the park are dense stands of white fir, blue spruce, and quaking aspen. Of special importance is the bristlecone pine, which occurs in all three zones; excellent specimens of old and living bristlecones, as well as interesting examples of dead bristlecones, are found near Rainbow Point and the Promontory.

Many wildflowers are found throughout the area. Commonly seen animal life includes the chipmunk, golden-mantled ground squirrel, deer, yellow-bellied marmot, and porcupine. Chickadees, nuthatches, warblers, woodpeckers, swallows, swifts, bluebirds, tanagers, Steller's jays, Clark's nutcrackers, hummingbirds, and ravens are present throughout the area.

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Significant natural features located within the proposed Bryce Canyon Wilderness include Fairyland Canyon, Crescent Castle, Tower Bridge, Fairy Temple, Seal Castle, Chinese Wall, and Natural Bridge.

Results of Study Concerning the Proposed Wilderness Boundary: As shown on Exhibit C, the northernmost boundary of the proposed wilderness is located south of Water Canyon. The Tropic and East Fork Irrigation Company utilizes a ditch located in Water Canyon for transportation of water from the East Fork of the Sevier River to the vicinity and town of Tropic, Utah. An overhead powerline is also located in Water Canyon. Utah State Route 54 crosses the park north of Water Canyon via its route through Tropic Canyon. An overhead telephone line is located in Tropic Canyon. These utility lines and the Tropic and the East Fork Irrigation Company right-of-way are not included in the proposed wilderness.

Other than in the Bryce Springs area and in the south half of secs. 19 and 20, T. 37 S., R. 3 W., the proposed wilderness boundary proceeds south, staying inside by 1/16 mile and parallel to the park boundary, until it joins the rim in the extreme southwestern corner of the park. The 1/16-mile strip is considered the minimum essential for present and future management needs.

In the vicinity of Bryce Springs the proposed boundary is located 1/4 mile inside and parallel to the park boundary due to the existence of a small water collection system. Under the terms of a special-use permit, the Tropic and East Fork Irrigation Company may gather water for domestic and other purposes. Water is transported to the town of Tropic, Utah, via a pipeline.

The south halves of secs. 19 and 20, T. 37 S., R. 3 W. (south of Yellow Creek), contain a National Park Service soil and moisture-control program involving earth and log checkdams, reseeding projects, and fencing. These projects have repaired a good deal of the damage caused by sheep grazing in past years. (All grazing within the park has been terminated since 1962.) At times, maintenance of these projects requires the use of heavy mechanical equipment. Equipment must also be used to repair damage to the project works caused by flash floods. These half-sections are not included in the proposed wilderness.

As shown on Exhibit C, the northward course of the proposal boundary is defined for the most part by the plateau rim. It does not include the upper reaches of Podunk Creek (the area north of Yovimpa Pass and west of the primary park road). The park maintains a water system a short distance south of Yovimpa Pass. Water is gathered from springs and pumped uphill across the part of this area lying between two management roads and on to visitor facilities at Rainbow Point.

The portion of the plateau surrounding Paria View as well as lands west and south of this area are not included within the proposed wilderness. An important well installation is located west of Paria View. This unit is served by an overhead powerline. A waterline traverses parts of the area between the well and the park road. Access to these utilities must be continued.

Between Bryce Point and Upper Campbell Canyon (north of Sunrise Point), the proposed boundary follows the two straight line segments for a distance of 11,200 feet. These segments exclude the Navajo Loop Guided Walk, the self-guiding trail to Queen's Garden, and the Peek-A-Boo Loop Trail. This concentrated trail network is very heavily used and is located immediately below the primary visitor use and developed area of the park. Trails in this zone are developed to a high degree so as to accommodate heavy visitor use, and include the installation of several interpretive devices. Maintenance practices, cleanup, and other management procedures must be exercised to a much higher degree than in the more removed sections of the park.

As mentioned previously, the proposed wilderness is a long and irregular landform. Its widest and most compact portions are in the northern half. From about Noon Canyon Butte southward to the upper reaches of South Fork Canyon, the area varies between 1/4 and 1 mile in width. The area becomes wider again as it proceeds south around Rainbow and Yovimpa Points. The alternative of stopping the proposed wilderness in the vicinity of Noon Canyon Butte was carefully considered. However, and for two reasons, southward continuance of the park wilderness is proposed. First, the nature of the resource itself permits the continuity of a wilderness experience when one is below the rim and within these rugged amphitheaters. Backcountry visitors continue to use the trail that traverses this section, narrow as it is. The trail then proceeds southward throughout the length of the park to the vicinity of Yovimpa Springs. Second, the lands surrounding this portion of the park lie within Dixie National Forest. These lands provide a zone of reasonable depth between this portion of the park and the agricultural activities and the other influences of man in the lands external to Dixie National Forest.

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ANALYSIS OF THE RECORD OF PUBLIC HEARING AND WRITTEN RESPONSES

The Wilderness Society

This plan was jointly advanced by The Wilderness Society and five cooperating Utah conservation organizations: Utah Nature Study Society, Uinta Group of the Sierra Club, Wasatch Mountain Club,

Utah Audubon Society, and the Western River Guides Association. The Sierra Club endorsed this plan at the public hearing. The proposal suggests a 20,800-acre Bryce Canyon Wilderness Area by adding to the preliminary wilderness proposal the 900 acres constituting the 1/16-mile-wide management zone and 2000 acres to the east and west of Paria View Well within the roadless area. An additional wilderness unit of approximately 3000 acres is proposed to include all of the parkland north of Utah Route 54.

The maps submitted within the statements of The Wilderness Society and Sierra Club are included in the official record. The additions proposed are shown generally by areas lettered X on Exhibit D.

National Parks Association

This plan recommends two units of wilderness that would include the majority of the land in Bryce Canyon National Park. One unit would comprise all of the park north of Utah Route 54. The second unit includes all of the park south of Water Canyon except for four areas: the park headquarters and associated facilities, Paria Well, the portion of the roadless area near Bryce Creek used as the source of water for the town of Tropic, and the area in the vicinity of Yellow Creek containing the soil and moisture-control projects. The plan provides a narrow access ribbon for the road, spur roads, and trailheads, between park headquarters and Yovimpa Point.

The proposal is generally illustrated on Exhibit D and would include as wilderness the additional areas indicated by the letters X and Y. The map submitted is included in the official record.

Opposition to Wilderness

Comments were received from individuals and organizations, including the Garfield County Commissioners, Five County Organization, and the Garfield County Resource Development Association, opposing establishment of any wilderness within the park. These proposals contend that the present status of Bryce Canyon National Park is satisfactory and that the area proposed for wilderness does not meet the requirements of the Wilderness Act. In lieu of wilderness, further study by the National Park

Service is urged, along with the construction of additional access roads, campgrounds, parking, and other developments below the rim. Development of water systems inside the park for use by surrounding communities is also proposed.

Other Wilderness Proposals

Several proposals were received that would extend the wilderness beyond the boundary of the park to indefinite limits.

Most of the other wilderness proposals supported the preliminary plan or one of the above proposals with minor changes.

SUMMARY OF RESPONSES RECEIVED

Recommendation	Public Agencies	Private Organizations	Individuals	Totals
NPS Proposal		1	20	21
Wilderness with Qualifications	1	1	1	3
Enlarge NPS Proposal		16	280	296
Wilderness, No Specific Recommendations			6	6
No Wilderness	2	3	3	8
Acknowledgement Received, No Special Comments	10		1	11
Totals	13	21	311	345

**DISPOSITION OF HEARING RECORD AND WRITTEN
RESPONSES**

The official record, including letters received by the Hearing Officer, the park, and the Southwest Regional Office and Washington Office of the National Park Service, has been assembled and is available for review in the Washington Office.

A handwritten signature in cursive script, reading "John C. Prout". The signature is written in dark ink and is positioned above the printed name "John C. Prout".

Hearing Officer

VIEWS OF OTHER GOVERNMENT AGENCIES ON THE PRELIMINARY WILDERNESS PROPOSAL

The following letters are from the agencies listed below:

Department of Commerce

Economic Development Administration

Department of Housing and Urban Development

Land and Facilities Development Administration

Department of the Interior

Bureau of Land Management

Bureau of Reclamation

Department of Transportation

Assistant Secretary

Federal Highway Administration

Bureau of Public Roads

22

Federal Power Commission

Water Resources Council

State of Utah

Governor

Department of Highways

Garfield County, Utah, Commission

Town of Tropic, Utah



U.S. DEPARTMENT OF COMMERCE
ECONOMIC DEVELOPMENT ADMINISTRATION
WASHINGTON, D.C. 20230

October 16, 1967

Mr. Harthorn L. Bill
Acting Director
National Park Service
Department of the Interior
Washington, D.C. 20240

Dear Mr. Bill:

This is to acknowledge receipt of packets outlining wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument, and Arches National Monument, Utah. These packets were sent to Secretary of Commerce Trowbridge by your letter of October 10.

We will review the material and determine whether to participate at the hearings, submit written statements, or otherwise present comments from this Department. We will have our comments to you by the first of the year.

Sincerely yours,

Erwin C. Hannum
Water Resources Coordinator

VIEWS OF OTHER GOVERNMENT AGENCIES ON THE PRELIMINARY WILDERNESS PROPOSAL

The following letters are from the agencies listed below:

Department of Commerce

Economic Development Administration

Department of Housing and Urban Development

Land and Facilities Development Administration

Department of the Interior

Bureau of Land Management

Bureau of Reclamation

Department of Transportation

Assistant Secretary

Federal Highway Administration

Bureau of Public Roads

22

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Garfield County, Utah, Commission

Town of Tropic, Utah



U.S. DEPARTMENT OF COMMERCE
ECONOMIC DEVELOPMENT ADMINISTRATION
WASHINGTON, D.C. 20230

October 16, 1967

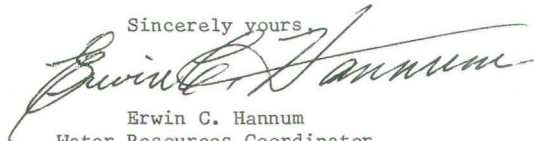
Mr. Harthorn L. Bill
Acting Director
National Park Service
Department of the Interior
Washington, D.C. 20240

Dear Mr. Bill:

This is to acknowledge receipt of packets outlining wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument, and Arches National Monument, Utah. These packets were sent to Secretary of Commerce Trowbridge by your letter of October 10.

We will review the material and determine whether to participate at the hearings, submit written statements, or otherwise present comments from this Department. We will have our comments to you by the first of the year.

Sincerely yours,



Erwin C. Hannum
Water Resources Coordinator



DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
LAND AND FACILITIES DEVELOPMENT ADMINISTRATION
WASHINGTON, D. C. 20410

IN REPLY REFER TO:

Mr. Harthon L. Bill
Acting Director
United States Department
of the Interior
National Park Service
Washington, D. C. 20240

Dear Mr. Bill:

Secretary Robert C. Weaver has asked me to thank you for your recent letter with which you enclosed material outlining the wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument and Arches National Monument, Utah.

The Department of Housing and Urban Development finds no need to have a representative at the public hearings, or to express any views at this time concerning any specific proposal.

We greatly appreciate your courtesy in giving us the opportunity to review the proposals.

Sincerely yours,

A handwritten signature in dark ink, reading "Arthur A. Davis". The signature is written in a cursive style with a large, prominent "A" and "D".

Arthur A. Davis
Director



UNITED STATES
DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

UTAH STATE OFFICE
Post Office Box No. 11505
Salt Lake City, Utah 84111

IN REPLY REFER TO:

6000

October 12, 1967

Memorandum

To: Regional Director, Southwest Region, National Park Service
Box 728, Santa Fe, New Mexico 87501

From: BLM State Director, Utah

Subject: Hearing schedules to consider wilderness proposals

This will acknowledge receipt of your recent letter transmitting packet, outlining wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument, and Arches National Monument.

Three of these four areas border on public lands administered by the Bureau of Land Management. We are, therefore, concerned with your management programs. We will plan to have representation at the Bryce Canyon National Park, Capitol Reef National Monument and Arches National Monument hearings, as scheduled. However, we will not testify.

I appreciate your courtesy in advising of this schedule.



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF RECLAMATION
WASHINGTON, D.C. 20240

IN REPLY
REFER TO: 738

Memorandum

To: Director, National Park Service

From: Commissioner of Reclamation

Subject: Wilderness Proposals--Arches, Cedar Breaks, Capitol Reef
National Monuments, and Bryce Canyon National Park, Utah

Your memorandum of October 10, 1967, transmitted packets outlining the subject proposals and informed us of the scheduled field hearings.

The boundaries for the proposed wilderness areas are all within the present National Park boundaries and exclude the developed areas. The areas of potential future park developments appear to have been deleted from the recommended wilderness proposal. The primary resources of the proposed wilderness are the eroded, colorful, and rugged natural formations. As long as extensions in external boundaries are not involved, we would have no direct interest in the wilderness proposals. We have no active planning developments that would be affected by the wilderness proposals and we do not contemplate any actions under Section 4(d) of the Wilderness Act.

Our review of the proposals to establish Wilderness Areas within the Arches, Cedar Breaks, and Capitol Reef National Monuments, and the Bryce Canyon National Park, reveals no adverse effect on any existing or presently contemplated plans of the Bureau of Reclamation.

Walter D. Rowing



ASSISTANT SECRETARY

OFFICE OF THE SECRETARY OF TRANSPORTATION
WASHINGTON, D.C. 20590

OCT 16 1967

Mr. Harthorn L. Bill
Acting Director
National Park Service
Department of the Interior
Washington, D. C. 20240

Dear Mr. Bill:

Secretary Boyd has asked me to respond to your recent letter enclosing the packets outlining the wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument, and Arches National Monument, Utah. We appreciate your bringing these matters to our attention.

We have, in turn, advised the Federal Highway Administration of these activities for such action as it deems appropriate.

Sincerely,


M. Cecil Mackey

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
WASHINGTON, D.C. 20591

OFFICE OF THE ADMINISTRATOR

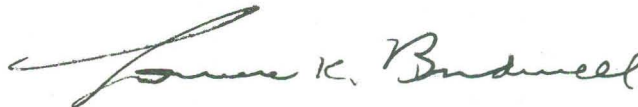
Mr. Harthorn L. Bill
Acting Director
National Park Service
Department of the Interior
Washington, D. C. 20240

Dear Mr. Bill:

Thank you for your letter of October 10 relative to the wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument, and Arches National Monument, all in Utah.

We have examined the wilderness proposals and do not find any conflict with existing Forest highway or Federal-aid routes in the areas. Copies of the proposals are being sent to the Regional Federal Highway Administrator in Denver should he wish to attend or have a representative present at the public hearings scheduled for December 11, 12, and 14.

Sincerely,

A handwritten signature in dark ink, appearing to read "Lowell K. Bridwell", with a stylized flourish at the end.

Lowell K. Bridwell
Federal Highway Administrator

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
BUREAU OF PUBLIC ROADS
REGION NINE

242 Building 40
Denver Federal Center
Denver, Colorado 80225

October 24, 1967

IN REPLY REFER TO:

09-71

Mr. Frank F. Kowski, Regional Director
National Park Service, Southwest Region
P. O. Box 728
Santa Fe, New Mexico 87501

Dear Mr. Kowski:

This will acknowledge receipt of the packets outlining your wilderness proposals for Cedar Breaks, Capitol Reef and Arches National Monuments and Bryce Canyon National Park. Our review indicates no conflict with approved road systems. One copy of each of the proposals is being furnished to our Utah Division Office.

Sincerely yours,



Chas. D. Beach
Regional Administrator

cc: Utah Division w/copy of National Park
Service letter and 4 packets.

FEDERAL POWER COMMISSION

WASHINGTON, D.C. 20426

IN REPLY REFER TO:

Mr. Harthorn L. Bill
Acting Director
National Park Service
Department of the Interior
Washington, D. C. 20240

Reference: D 18-CAM

Dear Mr. Bill:

This is in reply to your letter of October 10, 1967, with which you furnished information regarding wilderness proposals for the Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument, and Arches National Monument, all in Utah.

Since each of the proposed wilderness areas would be entirely within a National Park or a National Monument, their establishment would not affect any responsibilities of the Federal Power Commission. Therefore, the Commission will not be represented at the public hearings covering these proposals.

Sincerely yours,


Murray Comarow
Executive Director

WATER RESOURCES COUNCIL

SUITE 900

1025 VERMONT AVENUE NW.

WASHINGTON, D.C. 20005

Secretary of the Interior
Chairman

Secretary of Agriculture

Secretary of the Army

*Secretary of Health,
Education, and Welfare*

Secretary of Transportation

*Chairman, Federal Power
Commission*

Your Reference:

D18-CAM

Mr. George B. Hartzog, Jr.
Director, National Park Service
U. S. Department of the Interior
Washington, D. C. 20240

Dear Mr. Hartzog:

I wish to acknowledge receipt of the packets outlining the wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument, and Arches National Monument, Utah.

The staff of the Water Resources Council has reviewed these proposals, and we have no comments to offer.

The opportunity to review these proposals is appreciated.

Sincerely yours,



Henry P. Caulfield, Jr.
Executive Director



STATE OF UTAH
OFFICE OF THE GOVERNOR
SALT LAKE CITY

CALVIN L. RAMPTON
GOVERNOR

December 8, 1967

Mr. Harthorn L. Bill, Acting Director
Southwest Regional Office
National Parks Service
Old Santa Fe Trail
P. O. Box 728
Santa Fe, New Mexico 87501

Dear Mr. Bill:

This communication is written pursuant to your letter of October 10, 1967 informing me of the wilderness proposals for Cedar Breaks National Monument, Bryce Canyon National Park, Capitol Reef National Monument and Arches National Monument, Utah.

Hearings have been scheduled as follows concerning the wilderness proposals for these units of the National Park System:

Cedar Breaks National Monument: December 11, 1967,
9:00 A.M., Library Lounge of the Library Building,
College of Southern Utah, 3rd West and West Center
Street, Cedar City, Utah.

Bryce Canyon National Park: December 11, 1967, 2:00
P.M. Garfield County Court House, 55 South Main Street,
Panguitch, Utah.

Capitol Reef National Monument: December 12, 1967,
10:00 A.M., Wayne County Court House, Loa, Utah.

Arches National Monument: December 14, 1967, 9:00
A.M., Council Chambers, City-County Building, Moab, Utah.

Your letter informs me that I may submit my views in writing and that the communication will be attached to the record in the case to be considered by the Secretary of the Interior and also be forwarded to the President and the Congress.

I am aware that you will receive direct communication from interested individuals and agencies of the State of Utah. In preparing this statement, I have conferred with the Department of Natural Resources and through the Department, with the Divisions of Parks and Recreation, State Lands, Fish and Game, Oil and Gas Conservation, Water Resources and Water Rights. The view set forth herein is the official position of the State of Utah on the matter in question, in conformity with Section 67-1-1 (3) (4) which delineates the powers and duties of the Governor as follows:

"He is the sole official organ of communication between the government of this state and the government of any other state and of the United States."

I have examined in detail the brochures which were prepared. In addition to the wilderness proposals, I have reviewed applicable sections of Section 3 (c) of Public Law 88-577.

The designation of the roadless areas within the national monuments and park covered by this proposal appears to be a logical addition to the National Wilderness Preservation System; and, in fact, would not alter greatly the present status and administration of these areas.

It is my observation that in no case does the proposal for wilderness status include areas which are without the present boundary of the monuments and park.

The State of Utah recognizes the need to preserve in their pristine state certain areas in order that present and future generations may have a place where they can enjoy some of the solitude and exhilaration that comes from viewing an uncluttered landscape.

There follows a tabulation of the areas proposed to be included in the National Wilderness Preservation System, together with a previous proposal made by the Secretary of Agriculture to increase the size of the present High Uintas Primitive area and include it in the Wilderness System:

	TOTAL AREA (acres)	ROADLESS OR PRIMITIVE (acres)	PROPOSED WILDERNESS (acres)
Arches	34,010	28,832	12,742
Bryce Canyon	36,090	24,275	17,900
Capitol Reef	39,173	30,150	23,074
Cedar Breaks	<u>6,174</u>	<u>5,300</u>	<u>4,600</u>
	115,427	88,557	58,316
 High Uintas	 <u>322,998</u>	 <u>237,177</u>	 <u>322,998</u>
	438,425	325,734	381,314

While the State of Utah recognizes the importance of the four proposed units under consideration and the management as single-use areas, there are three recommendations I would like you to take under advisement before this matter is presented to the President and the Congress:

(1) In connection with the wilderness proposals at Bryce Canyon National Park, I support the requests of local interests that an area of approximately 300 acres on Campbell Creek, as designed on the attached map, be excluded from the wilderness proposal, inasmuch as this area is the source of culinary water for the town of Tropic, Utah. It is my belief that in this instance, the wilderness concept could best be preserved by not including an area where water development may be paramount.

(2) It is requested that further consideration be given to extending the road system from its present terminus near Yovimpa Point southwesterly to connect with U.S. Highway 89 in the general vicinity of Alton. Our experience with stub roads is not good. The public would be much more inclined to see the beauties of this matchless park and the congestion of return traffic could be avoided by making this loop connection.

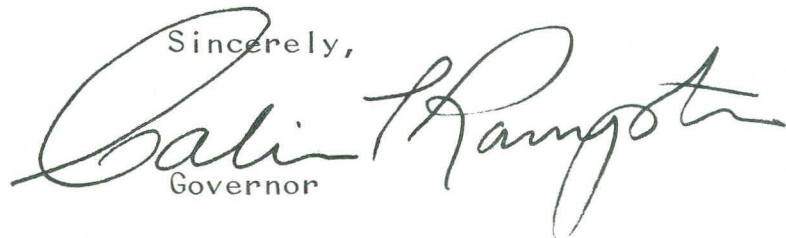
(3) I am concerned about the management criteria set forth by the National Park Service. The State of Utah has not ceded any of its rights concerning the management of resident fish and wildlife. Inasmuch as these animals are a state resource, the responsibility for control of the resident species is, by state statute, regulated by the Board of Big Game Control and/or the Board of

December 8, 1967

Fish and Game. The big game herds of the State of Utah will continue to inhabit the wilderness area when it is designated and it would not be conducive to good management if the policies of the Board of Big Game Control were not effective in that area. Any order creating the wilderness area therefore, should specifically recognize the continued jurisdiction of the Board of Big Game Control, and the Board of Fish and Game, of the State of Utah.

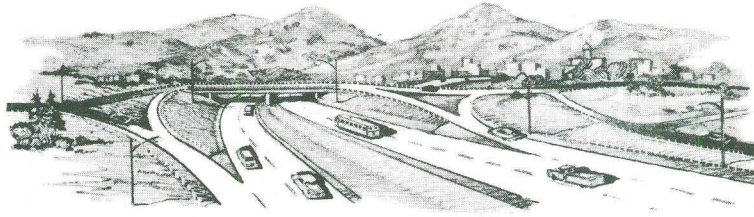
In addition, I am attaching for the record, a copy of a memorandum prepared by the State of Utah Division of Oil and Gas Conservation commenting on the oil and gas possibilities in the areas of consideration.

Sincerely,



Calvin H. Harthon
Governor

DIRECTOR
HENRY C. HELLAND



TATE HIGHWAY ENGINEER
BLAINE J. KAY

Utah State Department of Highways

State Office Building

Salt Lake City, Utah 84114

December 7, 1967

Mr. Oscar Dick, Superintendent
Bryce Canyon National Park
Bryce Canyon, Utah

Dear Mr. Dick:

The staff of the Utah State Department of Highways has carefully reviewed the National Park Service proposal for the establishment of a wilderness area within the borders of Bryce Canyon National Park. It appears that the establishment of the area as proposed by the Park Service would in no way impede the further development of a statewide transportation system within Utah. Further, it is noted that the proposed wilderness area is now reasonably accessible from nearby roads.

Consideration is asked that at such time as the National Park Service, the Forest Service and other concerned agencies may agree, that provision be allowed for road connection to the southern end of Bryce Canyon National Park. Such a connection would not encroach upon the proposed wilderness area but may traverse a portion of the proposed roadless area at the extreme southwest corner of Bryce Canyon National Park.

With the exception of the above paragraph and from the standpoint of an overall transportation system, the State Road Commission

"safe today - alive tomorrow"

Mr. Oscar Dick
Page 2
December 7, 1967

of Utah and the Utah State Department of Highways offer no objection to the establishment of the wilderness area within the borders of Bryce Canyon National Park as proposed by the National Park Service.

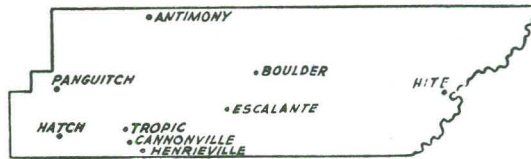
Sincerely yours,

A handwritten signature in dark ink, appearing to read "Henry C. Helland". The signature is fluid and cursive, with a large loop at the end of the last name.

Henry C. Helland
Director of Highways

COUNTY COMMISSION
James F. Yardley, Chairman
E. D. Haws
Leland Griffin
Rea Dodds, Clerk

GARFIELD COUNTY



PANGUITCH, UTAH 84759

December 11, 1967

J. C. Spencer, Assessor
Bruce F. Parker, Attorney
Helen D. Wright, Recorder
Mary S. Lee, Treasurer
George Middleton, Sheriff

To: National Park Service

Subject: Protest on Proposed Bryce Canyon
National Park Wilderness Area

The Garfield County Commission would like to register their protest against the Bryce Canyon Wilderness Proposal!

As a County Commission, we can see no need of such designation. The present National Park Status, we feel, gives the area adequate protection.

Present Park Management regulations limits encroachment of unnatural change within the Park Boundaries and abuse by people. Many of the Canyons in the Proposed Wilderness Area contain running water. Water is a vital resource in Garfield County. Both Communities in this immediate area are in need of a better culinary water supply at the present time. We cannot feel it is right and proper to lock this resource up forever by the wilderness designation, when it is not necessary.

Garfield and Kane Counties are both in the process of developing a County-wide comprehensive development plan. This will be completed within a two year period. This is another reason we feel a wilderness designation of this part of Bryce Canyon is not reasonable or justifiable at the present time. Water development for the communities is a vital part of this County Study.

We the citizens of Garfield County sincerely encourage your careful consideration of our request. We encourage your support in developing and protecting the needs of the people.

Sincerely,

James F. Yardley
E. D. Haws
Leland W. Griffin

T O W N o f T R O P I C

Tropic, Utah

November 19, 1967

Supt. Charles Dick
Bryce Canyon Nat. Park
Bryce Canyon, Utah

Sir:

The community of Tropic and local citizens would like to ask your cooperation in recording a protest on the proposed Bryce Canyon National Park wilderness area. As a community we do not think such designation would be in the best interest of this area.

We feel the reclassification of the acreage within the present boundary lines of Bryce Canyon National Park is totally unnecessary and improper. We see no logic or justification for this action. The present national park status gives this beautiful area adequate protection.

Present park management regulations limits encroachment of unnatural change within the park boundaries and abuse by people. Many of the canyons in the proposed wilderness area contain running water and a limited amount of grazing area for local cattle. Communities in this immediate area are in need of a better culinary water supply at the present time and their future demands will be much greater.

As local citizens of this area we must retain the opportunity to develop our natural resources until we are capable to do so. We must develop the available water to meet our future needs. This potential must not be locked up forever in a wilderness area.

We sincerely encourage your careful consideration of our request and we solicit your help in developing and protecting the future needs of our people.

Respectfully yours,



Weldon M. Sudweeks, mayor
Town of Tropic