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DEPARTMENT OF THE INTERIOR

FINAL
ENVIRONMENTAL STATEMENT

Proposed

JOHN D. ROCKEFELLER, JR. NATIONAL MEMORIAL PARKWAY

WYOMING

FES 73-11

IN
STORAGE

Prepared by

MIDWEST REGIONAL OFFICE
OMAHA, NEBRASKA

NATIONAL PARK SERVICE

DEPARTMENT OF THE INTERIOR

Raymond L. Freeman
Director, National Park Service
MAR 12 1973

ENVIRONMENTAL IMPACT STATEMENT

PROPOSED

JOHN D. ROCKEFELLER, JR. NATIONAL MEMORIAL PARKWAY

WYOMING

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ENVIRONMENTAL STATEMENT

John D. Rockefeller, Jr. National Memorial Parkway

Summary

( ) Draft (X) Final Environmental Statement

United States Department of the Interior, National Park Service, Midwest Region

1. Type of Action: ( ) Administrative (X) Legislative

2. Brief Description of Action: The National Park Service proposes that a corridor area between Grand Teton and Yellowstone National Parks in Teton County, Wyoming, be designated as John D. Rockefeller, Jr. National Memorial Parkway. In addition, it is proposed that certain connecting roads within these national parks be designated by Secretarial action as Rockefeller Parkway. The proposal involves transfer of Forest Service lands to the National Park Service, designation as a Memorial Parkway, and management of the area as part of the National Park System.

3. Summary of Environmental Impact: Environmental impacts discussed include ecological, social, and economic considerations. Some of the adverse effects are: increased visitation with increased pollution possibilities; restricted use of some motorized vehicles; possible disturbance of some wildlife; and restricted use of some natural resources and development of non-related corridor use facilities.

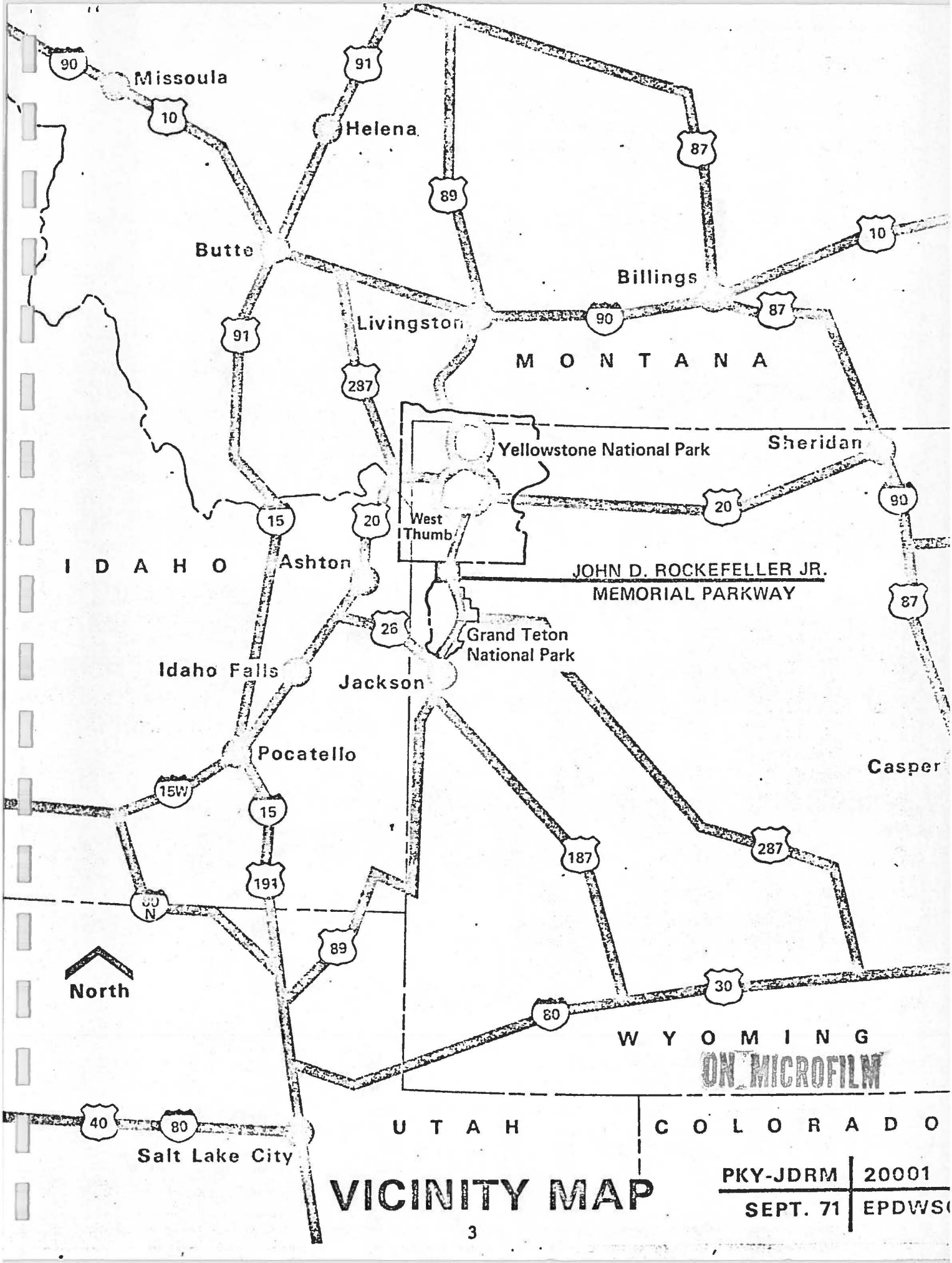
4. Alternatives Considered: Designation of Federal Highway 89/287 as a Memorial Parkway with narrow buffer strip incorporating visitor developments; designate road with larger land area than present proposal as Memorial Parkway; provide Parkway under Forest Service administration; no change from present status; provide recognition of Mr. Rockefeller's contribution, at another location.

5. Comments have been requested and received* from the following:

Department of the Interior
*Bureau of Sport Fisheries and Wildlife
*Bureau of Land Management
*Bureau of Mines
*Geological Survey
*Bureau of Outdoor Recreation
*Bureau of Reclamation
Department of Agriculture
*Forest Service
Department of Transportation
*Federal Highway Administration
Environmental Protection Agency
*State Liaison Officer for Historic Preservation, Wyoming

6. Date Statement made available to CEQ and the public:

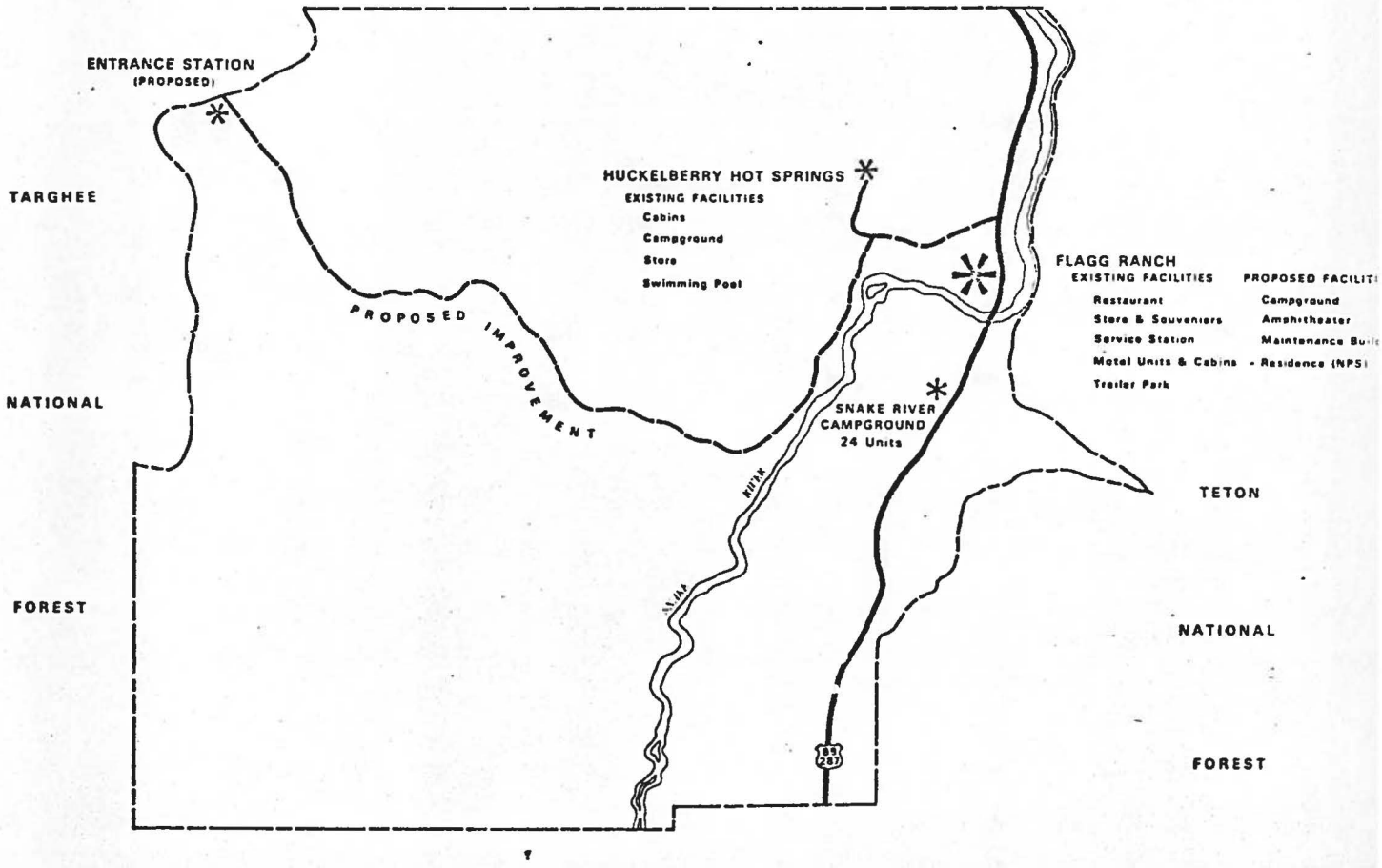
Draft Statement: February 14, 1972
Final Statement: MAR 1 2 1973



ON MICROFILM

PKY-JDRM	20001
SEPT. 71	EPDWS(

YELLOWSTONE NATIONAL PARK



GRAND TETON NATIONAL PARK

NORTH

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MILES

GENERAL DEVELOPMENT

John D. Rockefeller Jr. Memorial Parkway

PKY-JDRM	20 002
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ON MICROFILM

JOHN D. ROCKEFELLER, JR. NATIONAL MEMORIAL PARKWAY

I. DESCRIPTION

A proposal has been made by the Department of the Interior and the National Park Service to create a John D. Rockefeller, Jr. National Memorial Parkway between Grand Teton and Yellowstone National Parks. It will be administered 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. The Parkway will include the Corridor area between the two parks, bounded by the Targhee National Forest on the west and the Teton National Forest on the east; it will be administered by the National Park Service under the policies of a National Recreation Area.

The proposals involve that portion of Federal Highway 89/287 between the north boundary of Grand Teton and the south boundary of Yellowstone National Parks, a distance of 6.8 miles and the National Forest lands on each side of the road as described above comprising about 23,000 acres. The area will be about six miles square as shown on the attached maps.

In addition, it is proposed to designate by Secretarial action that portion of the present park roads from near Moose to the northern boundary of Grand Teton National Park and from the South Entrance of Yellowstone National Park to West Thumb as in-park extension of the Memorial Parkway but administered under present park management policies as Rockefeller Parkway. With the designation of these roads, the Memorial Parkway and Parkway will encompass a total of 82+ linear miles. The purpose for designating these roads and related lands is to commemorate the many significant contributions to the cause of conservation in the United States made by John D. Rockefeller, Jr., 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 Mr. Rockefeller.

In relation to this proposed action by the National Park Service, the U. S. Forest Service is considering gaining wilderness status for those national forest lands remaining between the proposed eastern boundary of the Memorial Parkway and the present Teton Wilderness, to be added to the latter. This would add approximately 29,000 acres to the existing wilderness.

This proposal to establish the Parkway grew out of a 1970 proposal by the National Park Service for transfer of 52,475 acres from the Teton National Forest. A subsequent study by the Forest Service, which was approved by the Department of Agriculture, resulted in the present proposal.

The proposed Parkway Corridor was a portion of the Yellowstone Park Timber Land Reserve created on March 30, 1891. On July 1, 1898, the Yellowstone Park Timber Land Reserve and the adjacent Teton Forest Reserve were joined as one unit for Administrative purposes. Later, on March 4, 1907, the name Forest Reserve was changed to National Forest. Then, on July 1, 1908, an executive order established the 1,991,200 acre Teton National Forest which encompassed the area later to be known as the Corridor. With the establishment of Grand Teton National Park in 1929, and then enlarged in 1950, the Corridor became increasingly related to recreational use as this activity dominated the northwestern Wyoming region. All lands involved in the proposal are Federally owned.

II. DESCRIPTION OF THE ENVIRONMENT

The Corridor area between Grand Teton and Yellowstone National Parks lies principally in the Canadian Life Zone.

The Snake River is one of the principal natural features of the area. It generally follows a course synonymous with its name through the east half of the Corridor leaving the proposed Parkway at its lowest elevation, approximately 6,770 feet. A series of marsh lands border the river for several miles before it empties into Jackson Lake at the area's south boundary.

Occasional steep cliffs and rock outcrops punctuate the highlands that border the west rim of the valley. At Mount Berry, elevation 8,951 feet, the highest point is reached along the boundary contiguous with Grand Teton National Park. Steamboat Mountain, 7,872 feet, and the headland above Glade Creek, together with the cliffs above the Snake River, are significant land forms in the area. A few small ponds, but no lakes, are found on the benches that rise to the Parkway's west boundary. Glade and Polecat Creeks are the principal tributaries to the Snake River from the west, while Dime, Nickel, Quarter and Sheffield enter the river from the east. The Snake River carries considerable sediment during spring runoff, but much of the material is undoubtedly being transported from geologically unstable land forms. High ground water tables are found in some areas and generally the water quality is high.

The Parkway area is a high water producing area with the mean annual precipitation ranging from 30 to 40 inches. Most of the moisture comes in the form of snow during the months of November through April with accumulation of up to 140 inches.

The predominant cover type for the area is lodgepole pine interspersed with large openings and meadows. Spruce, fir, and a small amount of aspen are also found on portions of the area. Along the Snake River from the higwway bridge downstream to the Grand Teton NP boundary, the river bottom is interspersed with willow patches and wet meadows.

The area provides habitat for a wide variety of wildlife, including elk, moose, deer, bear, and small fur bearing animals. Streams support an aquatic fauna including cutthroat, mackinaw, and brook trout, as well as whitefish. Species of special significance in the area are osprey, bald eagle, trumpeter swan, grizzly, and cutthroat trout. Four species, the osprey, bald eagle, trumpeter swan and grizzly are receiving and must continue to receive, special consideration due to low population levels.

Use and occupancy of the area prior to caucasian activity in the late 1800's is largely unknown. Since no archeological surveys have been conducted in the area proposed for the parkway, knowledge of archeological resources is unknown. However, prior to any development of the area, an archeological and historical resource survey will be conducted to determine what resources, if any, exist. For those resources which do exist and which may be affected by the proposal, consideration will be given to an alternative action or to a salvage operation if no reasonable alternative is available. Historic sites known for this area include a grave site, an Army Camp, and a freight station site, none of which the Forest Service nominated for inclusion to the National Register of Historic Places. The Ashton-Moran Freight Road, previously mentioned, was possibly the last great American freight road system to operate under horse and wagon -- or horse and sled -- power. The National Register was consulted and no properties will be affected by the proposal. A copy of the draft environmental statement was sent to the State Liaison Officer for Historic Preservation; his comments are attached.

This 23,000 acre zone between Yellowstone and Grand Teton National Parks has become the focus of greatly accelerated recreational use in the last decade. While some recreational pursuits relate directly to the area, i.e., hunting, fishing, and river floating, the majority of visitors use the area for travel between the parks and overnight use - both camping and cabin accommodations. With over 3,000,000 visitors annually to Grand Teton, and 2,000,000 to Yellowstone, the impact of visitor use, at least along travel zones, can be readily appreciated. The Forest Service estimated that 1,500,000 persons traveled through the area in 1970, with over 14,000 total visitor days' use spent in the Corridor.

The developed recreation capacity in the area now is for 1,935 persons. This consists of the Flagg Ranch and Huckleberry Hot Springs Resorts and the Forest Service 24-unit Snake River Campground. Considerable off-road camping occurs in undesignated sites resulting in heavy impacts on the environs along the Parkway road route.

Hunting use is generally oriented to departure from the Corridor Zone and then moves eastward into the Teton Wilderness for the actual hunt. Fishing likewise, uses the Corridor and the Wilderness while river floating has been an increasingly popular activity from Flagg Ranch to Jackson Lake.

The Ashton-Flagg Ranch Road, which connects the Corridor with Idaho, began as the Ashton-Moran Freight Road operating between July 1910 and

October 1927, is being upgraded by the Forest Service on the Targhee National Forest side to provide access for sanitation logging on this forest, as well as access to the Grassy Lake Reservoir just west of the Parkway lands. This is a Bureau of Reclamation reservoir on the Falls River Drainage and does not influence water projects on the upper Snake River. Increasing use and interest has developed in recent years for an improved access to Yellowstone and Grand Teton via this route while at the same time concern was being expressed for destruction of primitive values through the same region.

Limitations on expanded overnight development in Yellowstone and Grand Teton National Parks will result in increased pressures to meet visitor use-camping and lodging-in the future.

The winter of 1970-71 inaugurated snowmobile tours in Yellowstone from Flagg Ranch on a regular scheduled basis. With Route 89/287 plowed north to Flagg Ranch, this area now assumes a new importance in providing over-snow access into Yellowstone. In addition, this general area has also become increasingly popular for snowmobile touring as well as other forms of winter-use activities.

The area, with the exception of Pilgrim Creek and Arizona Creek located in the lower reaches of the Corridor, has never had a history of cattle grazing. The grazing that existed in Pilgrim Creek and Arizona Creek was terminated in 1960. The only grazing that remains in the entire area is for recreation horse use by outfitters and the Flagg Ranch. Present use by horses is light and this is expected to decrease as commercial operators change from grazing to feeding of their stock.

No timber has been harvested from the Corridor other than posts, poles, and house logs used primarily for developments within the general area. There is an estimated 430 MMBF of timber in the Corridor, but this is not considered available for harvest during the present planning period, 1970-1980. The area has been deferred from commercial timber cutting in the Buffalo Ranger District Multiple Use Plan, pending the outcome of intensive recreation studies. It is doubtful if most of the area will ever be considered available for normal harvest.

There is no history of mineral development in the Corridor other than sand and gravel. One of the few good sources of sand and gravel for a radius of 40 miles is located near Flagg Ranch. A report from the U.S. Geological Survey states that some potential for oil and gas, coal, and gold is present, but no economic discoveries have been made. They also report the presence of some potential thermal resources. The area is closed to oil and gas exploration and development by an order issued by the Secretary of the Interior in 1947. There are 14 special use permits in the area (see attached list). They are for resorts, outfitting, gravel pits, pasture, power and telephone lines, and a radio repeater. Future use of the area under National Forest administration contemplates some additional developments under permits. Two of the existing permits are for large resorts, the Flagg Ranch and Huckleberry Hot Springs campground and swimming pool.

The Flagg Ranch is a large complex containing a restaurant, store, service station, souvenir concession, 150 motel units with cabins, and a 100 unit trailer park with complete service hook-ups. This resort has been the largest fee producing commercial development on National Forest land in Region Four for a number of years.

The Huckleberry Hot Springs is providing needed facilities in the form of a warm water swimming pool and camping accommodations, including showers and store, for 715 persons.

The existing Forest Service recreation development in the Corridor includes the 24-unit Snake River Campground.

Transportation developments include Forest Highway No. 17, also known as U. S. Highway 89/287, running north and south through the Corridor for a distance of 6.8 miles and the low standard Ashton-Flagg Ranch road running east and west from the Flagg Ranch for a distance of 9.6 miles, of which one mile is paved leading to the Huckleberry Hot Springs Resort. Eleven miles of trail leading to the Teton Wilderness, and a Forest Service radio repeater station, also exist in the area.

III. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION

Establishment of the 23,000 acre Corridor with its present road system as a memorial parkway under the National Recreation Area administrative policies would permit the existing uses and activities to be managed as follows:

(1) Hunting. This area is a part of several Forest Service management units in the Jackson Hole elk management program. Elk hunting, as well as hunting of other species of wildlife would continue. Cooperative wildlife management programs with the Wyoming Game and Fish Commission would continue.

Trailheads used by packers and outfitters who participate in big game hunts would continue under permit with the National Park Service. The addition of base camps in the proposed parkway should not be permitted.

(2) Resort Facilities. Permits now authorizing the operation of Flagg Ranch and Huckleberry Hot Springs by the Forest Service would be transferred to the National Park Service for administration. Both agencies operate under the Concessions Act of 1965, thereby allowing for the continuance of these permits.

under similar conditions. Since the Flagg Ranch provides campground and trailer court facilities, these operations would continue in order to meet the demand for visitor accommodations in the Yellowstone-Grand Teton region. No consolidation of these operations under a single concessioner is contemplated, and experience in Grand Teton National Park would not indicate a direction toward a forced merger of concessions.

(3) Parkway Road Standards. As a recreational motor road, the emphasis on road maintenance and management would be to preserve leisure driving opportunities. Twenty-two foot pavement with up to three-foot shoulders would be maintained in order to allow the road to lie lightly upon the land. A connecting road between Ashton, Idaho, and the Flagg Ranch is currently under development by the Forest Service. Road construction eastward through the Targhee National Forest has been completed to Squirrel Meadows, and is under design to Grassy Lake. Using recreation park road standards, the National Park Service would complete approximately eight miles of the road development project from Flagg Ranch westward to the Targhee National Forest boundary.

(4) Natural Area Values. Area management would recognize natural area values as they relate to stream courses, meadows and significant land forms that have high natural values. The dispersal of small visitor facility development in the area would be controlled in order to preserve intact the natural values of significant importance. By the same token, any significant historic sites within the Corridor area would also receive attention directed toward their preservation and interpretation for the public.

(5) Grazing. A pasture lease in the vicinity of Arizona Lake, and some pasturage in relation to recreation horse stock currently exist in the area. Such uses and management could be continued under National Park Service administration.

(6) Timber. At the present, the extraction of wood products has been deferred pending the outcome of intensive recreation studies. Nevertheless, from a pure economic standpoint, potentials for wood products in the form of posts, poles, and dimension stock, cannot be ignored. However, considering the location of the area, adverse scenic impacts through any form of harvesting practices are unavoidable. When one is concerned with recreational and wilderness values there is no reasonable means to apply a pure economic analysis without considering the high social costs involved. This measure of benefit from a resource (social value) must be taken as equal to the timber revenue foregone in exchange for the resource.

(7) Mining. Lands within the Corridor, subject to valid existing rights, are proposed for withdrawal from location, entry and patent under the United States mining claims. There are presently 79 mining claims in the Corridor area. These claims will be acquired so as to eliminate this possible impact on the land. There is no mining activity at the present time and a closure is in effect for the entire area which prohibits the use of earth moving equipment.

(8) Visitor Services and Facilities. Visitor facilities now exist and are operated by concessioners, with the exception of the Forest Service Snake River Campground. National Park Service management of the Corridor does not anticipate any immediate enlargement of overnight accommodations; however, facilities for visitor contact and interpretation will be provided in the near future plus personnel housing and facilities for administration and maintenance of the Parkway.

Associated with the continued operation and the development of the above facilities are the necessary utility and sewage systems. These will be designed to have the least impact on the land and to alleviate any existing visual or pollution problems.

At present, the 6.8 miles of road between Grand Teton and Yellowstone National Parks are quite isolated from authorities empowered to provide protection service for motorists and other visitors. Establishment of the Parkway would afford better service and protection for visitors in transit between the two parks, and eliminate the serial changes in management practices, with their attendant confusing effects on the public.

Current plans of the National Park System do not propose any expansion of campgrounds. It will be a management objective in the future, however, to provide for camping needs of the public to a degree capable of relieving pressures in southern Yellowstone and northern Grand Teton, but at the same time protecting the natural values of the Corridor that make it a significant link between the two parks. At no time, however, will an attempt be made to provide camping space for all of the overflow. The impact would be too severe upon the environment.

The primary environmental impact will be that of visitor use--littering, vandalism, human erosion of the ecosystem, and some forms of pollution. As with all park resources, resource carrying capacities must be established to prevent overuse and deterioration of the ecosystems involved.

Hunting and fishing will continue to be available for visitor recreational enjoyment and play a role in the socio-economic values of the region.

Resort areas have already made their impact on the environment. Through Master Plan studies, the impact of future development to meet visitor and management needs will be held to a minimum while still providing the visitor a rewarding outdoor experience. Where present impacts are not tolerable, such as in the case of water and air pollution, corrective action will be taken.

Parkway roads are not roads that merely conform to standards of technical road building excellence. Preserving the integrity of the landscape, respecting ecological processes, insuring a fully rewarding visitor experience are elements which dictate the means of visitor access and development of design standards.

Natural values will be respected and visitor use activities and developments will be managed to have minimum environmental impact, relative to the administrative policies for national recreation area.

There is little or no competition for forage between wildlife and recreation pack and saddle stock. The expected increase in recreation use could result in a potential for over-utilization of the available forage; however, it is expected that commercial operators will soon change from grazing to feeding of their stock.

Based on Forest Service estimates, 430 MMBF of timber, primarily Lodgepole pine, is in the Corridor. Present stumpage value (the sale value of standing timber sold under contract) is approximately $8.45 per MBF. The end product value (selling price of lumber, plywood, and other products derived from timber, including profit) is approximately $75/MBF. From a pure economic standpoint, revenues to the U.S. Treasury foregone in exchange for social and environmental values, are approximately $42,250 per year. Using end product value, 5 MMBF per year would be removed from the wood products market valued at $375,000. (Present worth=$764,556 and $6,786,000, respectively.) This evaluation is based on the assumptions that 5 MMBF are sold annually, interest rate 5½%, area managed on a sustained yield basis, 80-year rotation, and no intensive forest management practices being applied.

The apparent value in mineral and geothermal resources does not appear great, but the fullest potential is not well defined, the observation of one qualifying hot spring and some volcanism characteristics in the area gave rise to geothermal resource classification. References indicate mineralization and fuel resources which may offer portential economic opportunities.

The eventual development and proper management of visitor services and facilities will eliminate the present adverse impact of uncontrolled overnight roadside camping. Development of campgrounds will have an impact; however, through area development studies and good design, the impact will be minimal.

Some of the impacts are intangible and are not easily qualified other than through the number of visitors who take part in the interpretive programs, enjoy an outdoor hiking, camping and riding experience. Many visitors are motivated by a need to escape from the stress of a highly complex urban existence and seek the positive attraction of natural beauty. Designation of the Corridor as a National Memorial Parkway will help provide places where man can fulfill these motivational needs.

The uncontrolled and/or uneducated activities of man within the Parkway could lead to various forms of pollution. Examples are: water pollution by improper human sanitation and control of recreation livestock, air pollution from man-caused wildfires, visual poilution from littering, and frequent encounters of man himself and his recreational livestock.

IV. MITIGATING MEASURES

1. A master plan will be prepared for the area to guide the use, development, interpretation, and preservation of the area as a National Memorial Parkway. The master plan is a conceptual planning document which, consistent with congressional and administrative policies, establishes the guidelines for the overall use, preservation, management, and development of an area in the National Park System. It identifies the purposes of the area; its resource values; its relationship to regional environs; what human needs it should meet; the objectives for its management and the general development plan for its management and interpretation. Interdisciplinary research in such fields as archeology and history will be included in the overall management of the area.

The master plan, accompanied by an environmental impact statement, will be presented at a public meeting. Following public meetings, revisions as appropriate will be made, the plan approved, and copies distributed to the public.

2. The impact of visitor use upon the ecosystems will be mitigated in part by rules and regulations designed to minimize environmental damage.

3. A protection staff will be established to assure visitor compliance with these guidelines for visitor use. In addition, visitor education through interpretive programs will also mitigate the effect from large

numbers of visitors which are not easily policed. Included on the proposed staff will be a permanent park technician (GS-7), seasonal park ranger (GS-4), 3.5 man-year; seasonal park aides (GS-3), 1.0 m.y.; and seasonal park naturalists (GS-4) 1.5 m.y.

4. The magnitude of the development for visitor use facilities and its impact on the ecosystems can be partially mitigated by proper location and design. Particular attention will be devoted to the harmonizing of such developments with their natural environment, consistent with utility and with economical construction and maintenance costs. Sewage and solid waste disposal systems will be designed in accordance with State and Federal Pollution Abatement Standards in compliance with Executive Order 11507. The Environmental Protection Agency and the related State Agency will be consulted to assure proper design.

5. To assure protection of cultural resources, archeological and historic surveys will be completed prior to any construction. If excavation results in the discovery of any previously unknown historic resources, the Midwest Archeological Center will be notified for professional opinion to comply with Executive Order 11593, Protection and Enhancement of the Cultural Environment.

6. Visitor use will be monitored to assure that use is in balance with the carrying capacity of the ecosystems involved. Research will be necessary to determine appropriate levels of use; the parkway will not be utilized for all overflow use from Grand Teton National Park or Yellowstone National Park.

V. ADVERSE ENVIRONMENTAL EFFECT WHICH CANNOT BE AVOIDED

Parkway designation will result in some adverse environmental impacts. These are generally associated with the economic aspects of life, but may also have adverse social, physical and biological implications.

1. The very fact that the Corridor will be designated a unit of the National Park System will increase visitor interest and use. Thus, by the most stringent standards, some pollution of water, air, sound, and visual values by man is inevitable. However, by personal contacts, education and administrative controls, such actions as improper sanitation, man-caused fires, non-compatible recreation activities, and littering can be reduced below levels already attained under present management.

2. Parkway designation will restrict off-road freedom of use of some types of motorized units such as over-snow or off-road vehicles. However, opportunities for this motorized recreational activity are available elsewhere and this social impact is not considered serious. Regulated use of these vehicles will aid in preventing the harassment of wildlife.

3. There may be possible constraints placed on migrating wildlife. Most of the migration of large mammals occurs in the spring and fall when present visitation is low, thus, disturbance is now minimal. Random wildlife movements are also disturbed during the summer season by the roads and traffic. With the expected demand for extending the season, disruption of migrating animals can be expected to increase. Improvement of the road west from Flagg Ranch may have a detrimental effect as animal movement is in a north-south direction across the Corridor. This adverse effect is not expected to be overly serious. This area offers potential for development as camping grounds for visitors to both parks. Approximately 300-400 elk migrate through the Corridor during spring and fall periods. Campgrounds, concession facilities, roads, etc., could be so located and managed with relationship to traditional elk migration routes as to have minimal, if any, effect upon elk migrations. Periods of use of these areas by the public will also be controlled as and if needed and hunting so regulated as to not interfere with normal elk movement. Since elk have for many years been migrating across existing highways in the area with no harmful effects, none is anticipated here.

4. Some projects such as transmission lines, pipelines, dams and reservoirs, etc., and uses of natural resources such as sand and gravel, oil extraction, mining, timber cutting, etc., are generally considered as not compatible with Parkway designation where these activities interfere with public recreation or the conservation of scenic, scientific, historic, or other values contributing to public enjoyment. Thus, the controls placed on these resources or projects can have an adverse economic and social impact; the judgement is made that the intangible values are at least as great or greater than the values that will be foregone.

5. Restriction on the development of a timber resource in the Corridor, while a long range potential effect, is not an immediate adverse action. The Forest Service recognizes the strategic location of the Corridor tract and presently plans no logging operations. The very high social values involved in retaining the park character of the Corridor region between Yellowstone and Grand Teton National Parks outweigh the strictly commercial possibilities involved for timber. The aesthetic contrast and adverse impact of logging itself, so close to the Memorial Parkway and boundaries and entrances of these two parks, would be severe also and has been considered in the transfer of management for the 23,000 acres.

In economic terms, however, the Bureau of Land Management estimates revenues foregone to the U.S. Treasury of approximately $42,250 per year. Using end product value, 5 MMBF per year would be removed from the wood products market valued of $375,000.

6. Some potential may exist for mineral geothermal resource development in the area, which could be considered an economic loss effect.

VI. SHORT-TERM USES VS LONG-TERM PRODUCTIVITY

This proposal recognizes the need for protecting the natural and human resource while still providing the desirably public recreational opportunities and providing commemoration to the contribution of Mr. Rockefeller to conservation.

The flora, fauna, and land will receive protected, regulated use which will result in long-term productivity for the above purposes.

Short-term use would result in the extraction and depletion of non-renewal resources such as minerals, sand and gravel, etc., with related negative impact on the environment resulting from these operations. As stated before, there appears to be no potential economical deposits of these resources in the Corridor, and thus the economical loss appears to be negligible.

Beneficial impacts appear to outweigh adverse ones. The options remain open, however, for the use or removal of any resources which the area may have in the event that the public interest may in the future so require.

VII. IRREVERSIBLE OR IRRETRIEVABLE COMMITMENT OF RESOURCES

No appreciable commitment of resources is anticipated.

Any possible cutting of trees connected with development would probably be considered irretrievable in this instance. However, any amount that would be anticipated from the construction in the Corridor would be considered relatively small.

Under the Parkway designation, there are many options open for the use of the Corridor resources in the public interest. At such possible time that this designation would conflict with public needs, the Congress could declassify the area, or authorize certain non-compatible but vitally needed uses therein.

VIII. ALTERNATIVES TO THE PROPOSED ACTION

A study was undertaken to investigate the alternatives for a Memorial Parkway in the Corridor area located between Yellowstone and Grand Teton National Parks to provide an adequate basis for further decision.

The study was conducted by the Forest Service at the local level by personnel of the Teton National Forest with the assistance of personnel from Grand Teton National Park.

In the course of the study, public involvement of individuals and organizations both local and nationwide was solicited and received. Personal contacts were made with State officials - and Congressional delegations in Wyoming and Idaho, and local officials and community leaders in western Wyoming and southeastern Idaho. A special meeting

was held in Cheyenne, Wyoming with Governor Stanley K. Hathaway and his department heads.

Representatives of leading conservation organizations throughout the country were contacted for opinions relating to management of the Corridor area and the Parkway proposal. Approximately one hundred and twenty letters were mailed soliciting opinions and all of the permittees operating in the area were contacted personally.

Broad coverage of the study objectives was obtained through the media of public meetings in Jackson and southeastern Idaho, as well as radio, TV, and press coverage in this area. The public meetings were attended by over 100 persons, leaders in the communities in Jackson Hole and eastern Idaho. Press coverage extended beyond the local papers with articles appearing in Idaho, Colorado, and Utah.

Approximately 50 letters were received representing a good cross section of individuals and organizations. The ideas and opinions expressed in these letters have been evaluated and are reflected in the alternatives.

The following alternatives have been identified:

1. Designation of a Parkway of sufficient width to include existing resorts and campgrounds, with a buffer strip along the Parkway route to be administered by the National Park Service.

2. The Memorial Parkway bounded on the north and south by Yellowstone and Grand Teton National Parks, and to the east by the existing Teton Wilderness, and on the west by the Targhee National Forest to be administered by the National Park Service under policies and applicable to National Recreation Areas.

3. Designate the existing highway through the Corridor as a memorial Parkway under National Forest administration and continue administration of the remaining area within the Corridor by the United States Forest Service.

4. No change from present status, including no designation of a memorial highway.

5. Provide recognition of Mr. Rockefeller's contribution at another location.

A brief analysis of the alternatives follows:

Alternative #1

This restricted area would not provide for the necessary recreational opportunities for the public. Bi-management of closely located visitor impact areas would lead to inefficiency and visitor confusion.

Lack of adequate land could place restraints on future development of needed recreational facilities.

Alternative #2

This alternative was the 1970 proposal made by the National Park Service. The Forest Service countered the proposal by stating they would be willing to support the transfer of 23,000 acres of Teton National Forest in the Corridor area to National Park administration. The Forest Service would then attempt to gain wilderness status for those lands remaining between the east boundary of the Corridor and the west boundary of the existing Teton wilderness.

Alternative #3

Without National Park Service management and related association of the Service to the Memorial Parkway, the significance of the designation may be tempered. The symbolic and desirable physical connection between Grand Teton and Yellowstone National Parks would also be lacking.

Alternative #4

This alternative would not provide the desirable recognition of the many significant contributions to the cause of conservation in the United States made by Mr. Rockefeller.

Alternative #5

Recognition of Mr. Rockefeller's contributions at another location would not provide the close physical and symbolic connection between Yellowstone, the world's first national park and Grand Teton National Park with which Mr. Rockefeller is so closely associated.

CONSULTATION AND COORDINATION WITH OTHERS

The draft environmental statement was sent to the following Governmental agencies requesting review and comments. The pertinent comments are summarized below and copies of the replies are attached to the environmental statement.

Department of the Interior
- Bureau of Sport Fisheries and Wildlife
- Bureau of Land Management
- Geological Survey
- Bureau of Outdoor Recreation
- Bureau of Mines
- Bureau of Reclamation

Department of Agriculture
Forest Service
Department of Transportation
Federal Highway Administration
Environmental Protection Agency
State Liaison Officer for Historic Preservation, Wyoming

Comments and responses are as follows:

Bureau of Sport Fisheries and Wildlife

Comment: The statement indicates adequate recognition and evaluation has been made on the probable impact on fish, wildlife, and recreation resources.

Response: None required.

Bureau of Land Management

Comment: Suggestions are made to strengthen the discussion of Item (6), page 6; paragraph 2, page 8; and Item 4, page 9, in the draft environmental statement.

Response: These suggestions were incorporated into the final environmental statement.

Geological Survey

Comment: Listing of mineral resources.

Response: None required.

Bureau of Outdoor Recreation

Comment: The impact of the improved access to Yellowstone and Grand Teton via the Ashton-Flagg Ranch Road is not discussed sufficiently.

Response: The improvement of the Ashton-Flagg Ranch Road, if properly controlled and regulations enforced, will reduce the destruction of the primitive value throughout the corridor region. This facility can provide another outlet to allow traffic to move smoothly and unimpeded through the region. If properly constructed with the concept of "lying lightly on the land" it should have no detrimental effect to the natural values within the area.

Comment: The statement is weak in its treatment of environmental impacts, especially the summarizing sentence on the bottom of page 6.

Response: The last two sentences were deleted and a revised statement substituted to strengthen the summary.

Bureau of Mines

Comment: Stated that they had not made a mineral survey, but that they were in general agreement with the references as to the mineral resources and the effects of the proposal on them.

Response: None.

Bureau of Reclamation

Comment: Paragraph 3 on summary sheet appears to justify project.

Response: References to beneficial effects outweighing adverse effects deleted.

Comment: Add Bureau of Reclamation to the listing of Interior Agencies from whom comments have been received.

Response: Added.

Comment: Facilities are not adequately described for an evaluation of the environmental impact.

Response: The environmental statement discusses the legislative proposal to change administration of the area; specifics of development will not be determined until a master plan study is accomplished with public meetings and opportunity for public input.

Comment: Corrective actions on water and air pollution not discussed.

Response: Corrective actions on water and air pollution will require architectural/engineering studies before recommendations will be made.

Comment: Details not provided on the development of visitor facilities, campgrounds, and road improvement.

Response: This environmental statement addresses a legislative proposal; future environmental statements on master plans and development concept plans will discuss the specifics of development.

Comment: The Upper Snake River Basin might be susceptible to weather modification for improved water yield. It should be determined that the proposed action would not preempt this use.

Response: Establishment of a parkway will not significantly alter the environment of the region -- however, weather modification may produce substantial alterations. Until the kinds and degrees of changes are known, it would be impossible to state that establishment of the parkway would or would not preempt future actions to modify the weather in the area.

Comment: Will the two snow survey courses located within the proposed memorial parkway affect the use of these stations.

Response: According to our records both sites are within Grand Teton National Park and are not within the memorial parkway lands. The Huckleberry snow survey course, however, is being reestablished to a site partly on memorial parkway lands. This relocated course will not be affected by designation of the area as a memorial parkway.

Forest Service

Comment: Suggests relationship among Yellowstone, Grand Teton, and the parkway be clarified, and what is planned for campground development.

Response: Basically the parkway ties the two units together administratively under a consistent management policy. The management objectives for the parkway specify that camping needs will be provided for the public to a degree capable of relieving pressures in southern Yellowstone and northern Grand Teton, but at the same time protecting the natural values of the Corridor that make it a significant link between the two parks. At no time, however, will all of the camping pressures be provided for. Current plans do not involve any immediate campground development.

A master plan study will be needed to determine guidelines for overall use, preservation, management, and development.

Comment: It appears that the number of people accommodated on the parkway will be less than now accommodated on the same area under National Forest Service status, thus creating impacts some place outside National Park/Parkway boundaries.

Response: The statement discusses that the developed recreation capacity in the area is now 1,935 persons. It also mentions that considerable off-road camping occurs in undesignated sites resulting in heavy impacts on the environs along the parkway road route.

It is correct to assume that camping at undesignated sites will not be allowed under parkway designation. However, until the master plan study is completed it is unknown whether additional camping facilities will be provided or whether this use will be shunted, thus creating impacts elsewhere. Under no circumstances, however, will camping facilities be provided for all camping demand. The use shunted from the parkway would be the difference between proposed National Park Service development and the current "overflow" camping now tolerated. This information is unknown.

Comment: Several editorial changes recommended.

Response: Changes incorporated.

Federal Highway Administration

Comment: Suggest road standards be adopted to provide sufficient width for driver safety and comfort. Vehicular capacity should also be considered.

Response: The statement is based upon the establishment of the parkway. The comments will be considered when a project to improve the parkway is planned.

Comment: Suggest that use of sand and gravel which is essential for roadways and sanitary facilities, not be so severely and unreasonably restricted.

Response: The statement mentions that controls will be placed on these resources. There is no mention of severe or unreasonable restrictions. These materials can be used for roadways and sanitary facilities, pending an environmental assessment on the impact resulting from their removal. It must be acknowledged, however, that the primary objective of the area is recreational and such mining operations should not impair the values contributing to public enjoyment.

Comment: Mentions that the route in question is also route (9) Yellowstone south approach road.

Response: The designation of Highway 89 or 287 is generally accepted on all state, forest and park maps as being the official and proper designation.

Comment: The National Park Service has management control of the existing approach corridor. To designate this corridor as the memorial parkway should be included as an alternative.

Response: This comment is unclear. The National Park Service does not presently have management control of the corridor. If this comment pertains to the in-park extensions, then this cannot be considered a reasonable alternative. The purpose of the proposal is to commemorate Mr. John D. Rockefeller, Jr. to link the two parks together under management by one agency. As commented in the statement, "establishment of the parkway would afford better service and protection for visitors in transit between the two parks, and eliminate the serial changes in management practices, with their attendant confusing effects on the public."

State Liaison Officer for Historic Preservation, Wyoming

Comment: The origin of the Ashton-Flagg Ranch Road is incorrectly stated.

Response: The description was changed to acknowledge its origin as the Ashton-Moran Freight Road.

1. LOOPE 11

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
Teton National Forest, Box 1888, Jackson, Wyoming 83001

1530
(5500)
June 27, 1972

Gary Everhardt, Superintendent
Grand Teton National Park
Box 67
Moose, Wyoming 83012

Dear Gary:

Following is the information requested for use in the Environmental Statement for the Corridor, the area to be designated as part of the John D. Rockefeller, Jr. National Memorial Parkway.

There have been no archeological surveys or inventories within the area called the Corridor, and we are not aware of any archeological sites within the area.

We have not nominated any sites for historical designation within this area as per Executive Order 11953.

Sincerely,

Ernest C. Hurd

for
CHARLES T. COSTON
Forest Supervisor

404 East 25th Street, Box 309, Cheyenne, Wyo. 82001

Telephone: Area Code 307 — 777-7

LYLE BENTZEN
President

STANLEY K. HATHAWAY
Governor

PAUL H. WEST
Director

OMMISSION
FFICERS

FLOYD BARTLING, Vice President
Hilltop Addition
uglas 82633
LL NATION, Treasurer
21 Van Lennen Avenue
Cheyenne 82001

EMBERS
nneth Canfield
ndance 82729
Mrs. Robert Frisby
2007 Newton Avenue
ody 82414
arvin Harshman
07 W. Spruce
awlins 82301
Jack D. Osmond
P. O. Box 216
ayne 83127
bert Pilch
00 Morse Lee
Evanston 82930
Duane Redman
ubois 82513

August 1, 1972

Mr. J. Leonard Volz, Director
Midwest Region
National Park Service
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

This is in reply to your letter of June 23, 1972, (your file reference A 98 MWR CF) covering the Environment Statement for a proposed John D. Rockefeller, Jr. National Memorial Parkway, in which you ask for comment from the State Liaison Officer in Wyoming for the National Historic Preservation Act.

Our comment on this proposal is favorable; we endorse the conception of a John D. Rockefeller, Jr. National Memorial Parkway. We note on page 5 and 6, under "(4) Natural Area Values", that historic sites will "receive attention directed toward their preservation and interpretation for the public." We trust that historic preservation will not indeed play the roll of an after thought to "Natural Area Values". In fact, the proposal being for a "Memorial Parkway", the application of historic interests should be of utmost concern. As an example, page 3 - paragraph 5, the statement is made: "The Ashton-Flagg Ranch Road,....., began as a primitive jeep trail a few years ago....." But this is not the true fact. The Ashton-Moran Freight Road (operating between July, 1910 and October, 1927) was an historic freight road (necessary to the building of Jackson Lake Dam) and possibly the last great American freight road system to operate under horse and wagon--or horse and sled--power. In fact it sometimes operated in temperatures approaching 50 degrees below zero.

Sincerely,
Paul H. Westedt, Director
State Liaison Officer

Ned Frost

By: Ned Frost
Historian

NF/mr

"Dedicated to the Development of Public Outdoor Recreation"

United States Department of the Interior

BUREAU OF RECLAMATION
WASHINGTON, D.C. 20240

IN REPLY REFER TO: 736
121.

MAY 3 1972

Mr. J. Leonard Volz
Director, Midwest Region
National Park Service
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

This is in response to your recent letter requesting us to review the draft environmental statement concerning the John D. Rockefeller, Jr. National Memorial Parkway, Wyoming. Our comments are as follows:

There are no significant water storage sites or arable lands within the proposed parkway. However, the Upper Snake River Basin might be susceptible to weather modification for improved water yield. It should be determined that the proposed action would not preempt this use.

We have two snow survey courses located within the proposed memorial parkway, Arizona Station and Huckleberry Mountain Station, and assume that the establishment of the parkway would not affect our use of these stations.

Page 1 of Summary, second item numbered 2 (this should be number 3).--This entire paragraph appears aimed at justifying the proposed project. Impacts should be stated, not evaluated.

Page 1 of Summary, Item 5.--Add Bureau of Reclamation to the listing of Interior agencies from whom comments have been requested.

Page 6, Item 8.--Facilities are not adequately described for an evaluation of the environmental impact.

Page 7, 2nd paragraph.--Types of corrective action that will be taken should be discussed.

Page 8, 4th paragraph.--Details are not but should be provided on the development of visitor facilities and campgrounds.

Page 9, Item 3.--Road improvement is not adequately covered. The source of construction materials and other related matters should be discussed.

Thank you for providing us with the opportunity to comment on the environmental impact of this project.

Sincerely,

Ellis L. Armstrong
Commissioner

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

ASSISTANT SECRETARY

INITIAL AND DATE
Director, MWR
Director's Secretary
Asst. Dir., MWR
Dep. Regional Dir.
3/22 3/2
Chief, S...
3/2
MAR 17 1972
3/2

Mr. J. Leonard Volz
Director, Midwest Region
U. S. Department of the Interior
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

We have received the draft environmental impact statement for the proposed John D. Rockefeller, Jr. National Memorial Highway and appreciate the opportunity to comment.

We are furnishing this draft statement to the Federal Highway Administration Division Engineer for Wyoming, Mr. John M. Demmer, for his review and comment. You can expect to hear from Mr. Demmer directly on this matter.

Sincerely,

Herbert F. DeSimone
Assistant Secretary for
Environment and Urban Systems

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
REGION EIGHT

Wyoming Division Office
P.O. Box 1127
Cheyenne, Wyoming 82001

April 11, 1972

IN REPLY REFER TO:

Mr. J. Leonard Volz
Director, Midwest Region
U. S. Department of the Interior
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

As the representative Federal Highway Administration office in Wyoming, we are pleased to have the opportunity to review and comment on the draft environmental statement prepared for the proposed John D. Rockefeller, Jr. National Memorial Parkway.

We consider our area of special interest and expertise to be limited to the field of transportation, principally highway construction. With regard to paragraph (3), Section III, Parkway Road Standards, we suggest that the road standards to be adopted provide sufficient width to assure driver safety and comfort. Vehicular capacity must also be considered. Regarding paragraph 4, Section IV, we suggest that there not be severe and unreasonable restriction in the use of natural resources such as sand and gravel. These materials are absolutely essential in providing roadways and required sanitary facilities, for example.

The Federal Highway Administration office in Denver, Colorado, has also commented on this impact statement.

Sincerely,

John M. Demmer

JOHN M. DEMMER
Division Engineer

cc: 1 to Federal Highway Admin.
Denver, Colo.
10 to Washington, D. C.

U. S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
REGION NINE
BUILDING 40, DENVER FEDERAL CENTER
DENVER, COLORADO 80225

March 15, 1972

IN REPLY REFER TO:
08-00.26

Mr. J. Leonard Volz
Director, Midwest Region
National Park Service
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

In regard to your draft environmental statement, John D. Rockefeller, Jr. National Memorial Parkway, submitted to Federal Highway Administrator, Mr. F. C. Turner, we have reviewed the above statement and offer the following comments for your consideration:

1. Letter of transmittal not dated.

2. Page 4, last paragraph -- This is also route nine (9) Yellowstone South approach road.

3. Page 5, paragraph 3 -- It does not seem possible to preserve leisure driving opportunities without providing a thoroughfare which will handle the capacity, Present traffic, 5,000 per day, now exceeds traffic capacity for free flowing traffic. The capacity cannot be increased unless additional lanes are anticipated or a rapid transit system is considered--if so, this should be expanded upon.

Geometrics do not adversely affect the "lying lightly on the ground" concept.

4. Page 7, paragraph 3 -- Should include safety criteria as one of the elements which dictate the means of visitor access and development of design standards. An interdisciplinary approach should be taken in the development of these design standards.

5. Presently the National Park Service has management control of the existing approach corridor. To designate this corridor as the memorial parkway should be included as an alternative.

We appreciate the opportunity to review this environmental statement.

Sincerely yours,

F. A. Allison

for W. H. Baugh
Regional Federal Highway Administrator

OFFICE OF THE DIRECTOR

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

March 16, 1972

Memorandum

To : Director, Midwest Region, National Park Service,
Omaha, Nebraska
Through: Assistant Secretary--Mineral Resources

MAR 24 1972

From : Director, Bureau of Mines

Subject: Review of draft environmental statement for the proposed John D. Rockefeller, Jr. National Memorial Parkway, Wyoming

The Bureau of Mines has reviewed the draft environmental statement for the proposed John D. Rockefeller, Jr. National Memorial Parkway, Wyoming, prepared by the National Park Service. The proposal would provide for establishment of a memorial parkway encompassing approximately 82 miles of highway and 23,000 acres of Teton National Forest land. The land would consist of an area lying between the Yellowstone and Teton National Parks and would be administered as a national recreation area.

The Bureau of Mines has not made a mineral survey of the specific area of interest, but has a knowledge of the general area. We are in general agreement with the references within the statement as to mineral resources and the effects of the proposed action on them.

Director

United States Department of the Interior

BUREAU OF OUTDOOR RECREATION
WASHINGTON, D.C. 20240

IN REPLY REFER TO:
E3039

458

INITIAL AND DATE
Director, MWR
Director's Secretary
Assoc. Dir., MWR
Operations Eval.
Coop. Programs
Park Opns. & Sup.
Admin. Mgmt.
Personnel
MAR 30 1972
Action taken & date

Memorandum

To: Director, Midwest Region, National Park Service

From: Director, Bureau of Outdoor Recreation

Subject: Draft Environmental Statement for the Proposed John D. Rockefeller, Jr. National Memorial Parkway, Wyoming

We have reviewed the subject draft environmental statement and have the following comments.

Paragraph 5 on page 3 indicates that increased use and interest have developed in recent years for an improved access to Yellowstone and Grand Teton via the Ashton-Flagg Ranch Road, while at the same time concern was being expressed relative to the destruction of primitive values through the same region. We believe that the statement is weak in its treatment of environmental impacts, especially the summarizing sentences on the bottom of page 6.

The remainder of the draft statement appears to be adequate.

Roman N. Koenings

Enclosure

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
Washington, D. C. 20250

APR 14 1972

1940

Mr. J. Leonard Volz
Director, Midwest Region
U.S. Department of Interior
National Park Service
1709 Jackson Street
Omaha, Nebraska 68102

Dear Mr. Volz:

We have completed our review of the Draft Environmental Statement on the proposed John D. Rockefeller, Jr. National Memorial Parkway, Wyoming. The Department of Agriculture supports the establishment of a Rockefeller Memorial Parkway as a fitting and desirable memorial to a man who has made invaluable contributions to conservation.

Over the past year, the Forest Service worked with the National Park Service to determine what portion of the Teton National Forest might be transferred to the Department of the Interior for the purpose of establishing a Rockefeller Memorial Parkway with the assistance of the National Park Service. A detailed study of the area was conducted. At the conclusion of the study, we recommended that 23,600 acres of the Teton National Forest be transferred to the Department of the Interior for Parkway purposes.

Although we support the proposal, we believe the environmental statement should be strengthened to more adequately assess the environmental impacts of the proposal. The relationship of the Parkway development to Teton and Yellowstone Master Planning needs to be clarified in the statement. The environmental statement states that the Parkway will be administered under the policies of a National Recreation Area. USDI publication "Administrative Policies for Recreation Areas of the National Park System" states that the development of physical facilities becomes a most significant part of the recreation area program. However, the draft environmental statement raises questions about whether the management of the Parkway as a recreation area will provide needed facilities to accommodate the public.

For example the following statements appear:

Page 5 - "The disposal of small visitor facility development in the area would be controlled in order to preserve intact the natural values of significant importance."

Page 6 - "National Park Service management of the Corridor does not anticipate any immediate enlargement of overnight accommodations..."

Page 7 - "...the impact of future development (of resort areas) to meet visitor and management needs will be held to a minimum while still providing the visitor a rewarding outdoor experience."

Page 8 - "The eventual development and proper management of visitor services and facilities will eliminate the present adverse impact of uncontrolled overnight roadside camping."

It would appear the number of people accommodated on the Parkway will be less than now accommodated on the same area under National Forest status, thus creating impacts some place outside National Park Parkway boundaries.

The lands proposed for transfer for Parkway purposes are well located to absorb the overnight load from Yellowstone and Grand Teton National Parks. Yet the statement is not clear as to the future role of the Parkway and associated lands in meeting visitor needs. We recommend these points be clarified in the final environmental statement.

In addition we suggest the following corrections:

Page 1 - the description errs in paragraph 1 in describing the eastern boundary of the Parkway as the Teton Wilderness boundary. The description following page 12 does not mention the wilderness boundary. There are about 29,000 acres between the proposed boundary of the Parkway and the present Teton Wilderness.

Page 1, paragraph 2 - the draft statement uses the term "U.S. Forest Service lands..." As the Forest Service doesn't own these lands the term "National Forest lands" should be used.

Thank you for the opportunity to review this draft environmental statement.

Sincerely,

Thomas C. Nelson

United States Department of the Interior

GEOLOGICAL SURVEY
WASHINGTON, D.C. 20242

OFFICE OF THE DIRECTOR

May 8, 1972

Memorandum

To: Director, Midwest Region, National Park Service

From: Director, Geological Survey

Subject: Draft environmental statement -- Proposed John D. Rockefeller, Jr. National Memorial Parkway, Wyoming

We have reviewed the subject draft environmental statement. The enclosed statement on mineral occurrences in the parkway area is furnished for your use in any further study of the area or in finalizing the draft environmental statement.

V. E. Barnes

Acting Director

Enclosure

Mineral occurrences in the proposed
John D. Rockefeller, Jr. National
Memorial Parkway, Wyoming

Information supplied below is with reference only to the short segment between Yellowstone and Grand Teton National Parks:

Coal. Possibly none, but depends on designated boundary. There is a coal field to the east as near as three miles from the highway.

Oil and gas. This area can be considered of possible value for oil and gas as appropriate reservoir rocks are present. The chances are poor, however, because of the disturbed nature of the area and igneous activity.

Phosphate. Possibilities are at a distance of about two miles. Occurrences are essentially in the area proposed for wilderness in Yellowstone and Grand Teton National Parks.

Geothermal resources. The norther two-thirds of the route is considered of possible interest.

Bentonite. Nearest area is about one and a half miles from the highway.

Other minerals. None known.

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

FEB 3 1972

Memorandum

To: Office of Environmental Project Review
Attn: Mr. John H. Farrell

From: Director, Bureau of Land Management

Subject: Environmental Impact Statement, John D. Rockefeller, National Memorial Parkway, Wyoming

Upon your request, we have reviewed subject statement and offer the following comments which identifies a more positive impact that the proposed action will have by restricting harvesting of timber in the proposed natural resource area. Our comments are specifically directed toward item (6), page 6; paragraph 2, page 8; item 4, page 9.

Page 6, Item (6)

(6) Timber - At the present, the extraction of wood products has been deferred pending the outcome of intensive recreation studies. Nevertheless, from a pure economic standpoint, potentials for wood products in the form of posts, poles, and dimension stock, cannot be ignored. However, considering the location of the area, adverse scenic impacts through any form of harvesting practices are unavoidable. When one is concerned with recreational and wilderness values, there is no reasonable means to apply a pure economic analysis without considering the high social costs involved. This measure of benefit from a resource (social value) must be taken as equal to the timber revenue foregone in exchange for the resource.

Page 8, Paragraph 2

Based on Forest Service estimates, 430 MMBF of timber, primarily Lodgepole pine, is in the Corridor. Present stumpage value (the sale value of standing timber sold under contract) is approximately $8.45 per MBF. The end product value (selling price of lumber, plywood, and other products derived from timber, including profit) is approximately $75/MBF. From a pure economic standpoint, revenues to the U. S. Treasury foregone in exchange for social and environmental values, are approximately $42,250 per year. Using end product value, 5 MMBF per year would be removed from the wood products market valued at $375,000. (Present worth=$764,556 and $6,786,000, respectively.) This evaluation is based on the assumptions that 5 MMBF are sold annually, interest rate 5 1/2%, area managed on a sustained yield basis, 80-year rotation, and no intensive forest management practices being applied

Page 9, Item 4

A project such as timber production is generally considered as not compatible with subject area where the activity interferes with the values the public places on scenic, scientific, historic, or other values contributing to public enjoyment. The judgment is, therefore, made that the intangible values are at least as great or greater than the timber values that will be foregone.

Acting Assistant

(225)

Director, BSFW, Washington, D. C. (SQ) March 16, 1972

Acting

Regional Director, Region 2

Review of E.I.S. - John D. Rockefeller, Jr., National Memorial Freeway, Wyoming

Our review of the subject draft indicates that adequate recognition and evaluation has been made of the proposals probable impact on fish, wildlife and recreation resources.

/s/ William M. White

JBWoody:cg

RECEIVED
NATIONAL PARK SERVICE
WASHINGTON OFFICE
DEC 1 2 03 PM '72

JOHN D. ROCKEFELLER, JR. NATIONAL MEMORIAL PARKWAY

BOUNDARY DESCRIPTION

Beginning at the northwest corner of the land area between Yellowstone National Park on the north and Grand Teton National Park to the south at the point where the Targhee National Forest northeast corner and Teton National Forest northwest corner boundaries join the south boundary of Yellowstone National Park in Section 10, R116W, T48N, sixth principal meridian.

Then due east along the Yellowstone NP - Teton NF boundary, a distance of approximately 5.3 miles to the east shore of the Snake River.

Then southerly along the east bank of the Snake River a distance of 3½ miles to the junction of the Snake River and tributary Sheffield Creek entering from the southeast.

Then along the north bank of Sheffield Creek southerly and easterly a distance slightly in excess of two miles to the 7400 elevation of the creek in the east part of Section 34, R115W, T48N projected.

Then westerly and southerly along the 7400 contour a distance of approximately 2½ miles to Dime Creek.

Then on a southwesterly line a distance of approximately 0.7 miles to a high point indicated as elevation 7;780 on the USGS topographic sheet of the area.

Then southerly a distance of approximately 0.6 miles to the north boundary of Grand Teton National Park at a point approximately 1 mile west of the northeast corner of Grand Teton National Park.

Then west along the north boundary of Grand Teton National Park approximately 5.9 miles to the point at which the park boundary turns due north. Continuing north along the park boundary a distance of approximately 2.7 miles to the intersection of the boundaries of Grand Teton National Park, Targhee National Forest on the west and Teton National Forest on the east.

Then easterly and northerly along the Targhee and Teton National Forests' boundary a distance of approximately 5.0 miles to the point of beginning enclosing an area of approximately 23,000 acres.

JOHN D. ROCKEFELLER, JR.
NATIONAL MEMORIAL PARKWAY

SPECIAL USE PERMITS AND COMMERCIAL OPERATIONS

There are fourteen special uses in the corridor area of the proposal. They are:

1 Outfitter

1 Mountain States Telephone Line

1 Lower Valley Power and Light Powerline

1 Huckleberry Hot Springs Resort

1 SCS Snow Pillow

1 Flagg Ranch Resort

1 Gravel Pit

Huckleberry Hot Springs, Inc.

Resort special use permit dated May 1, 1966 is for a period of 26 years from January 1, 1966, covering a tract of 67.1 acres. The area is located in Sec. 20, T48N, R115W, for construction and operation of camp, picnic, trailer camp, swimming facilities with appurtenant structures and facilities.

The permit is signed by the Forest Supervisor of the Teton National Forest. Amendment #2 increased the land area to 78.5 acres.

Flagg Ranch Site

Jackson Lake Trailer Park, Inc.

Resort, Term Special Use Permit signed December, 1970, for a period of 20 years from January 1, 1970. The permit area is 72.93 acres in Sections 21 and 28, T48N, R115W. The permit is for operation and maintenance of a resort, cabin camp, trailer court and related structures and facilities.

Gravel Pit Operation

Clark's Ready Mix permit dated July 11, 1966, covers a period to July 10, 1971, which has been extended to June 30, 1972, by amendment. The permit is on a three acre piece of land in Section 32, T48N, R115W, and permits removal of an additional 6,000 cubic yards of gravel and costs the permittee 10 cents per yard.

Snow Survey

Permit issued to the Soil Conservation Service for the installation and maintenance of a pressure pillow radio repeater and antenna tower (20') to determine the rate of snow melt run-off. Located in SE 1/4, Sec. 7, T47N, R115W. The permit is for 1/4 acre plot with year long use and no apparent length of time limit.

Outfitter Guide Permit

Issued to Walter Korn of Box K Ranch, Moran, Wyoming. Permit effective for summer and fall of 1971 for summer pack trips and fall hunting trips. Maximum number is 40 animals for a total of 60 animal unit months. The other outfitter-guide permits are of the same type and with the same general requirements. The Teton National Forest has a general "outfitter policy" which applies to all of the permits.

Lower Valley Power and Light, Inc.

Known as the Kelly-North, and the Jackson-South Transmission Lines, the permit dated January 9, 1958, granted a 40' right-of-way for a period of 50 years covering 246.8 acres over a length of 51 miles. The Jackson-South line is 7,200 volt. The Kelly-North is for a 14,400 volt transmission line. There is no fee. May, 1971, the permit was extended in length to 94.7 miles.

Mountain States Telephone and Telegraph Company

The permit was issued June 30, 1958 for a right-of-way 40' wide and 6.55 miles long. This permit was for one year. Subsequent permits have been issued on an annual basis and added another two miles of line.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

FEB 7 - 1972

Dear Mr. President:

We enclose herewith a draft bill "To authorize the Secretary of the Interior to establish the John D. Rockefeller, Jr., Memorial Parkway, and for other purposes".

We recommend that the bill be referred to the appropriate committee for consideration, and we recommend that it be enacted.

Establishment of the John D. Rockefeller Memorial Parkway, as a new area of the National Park System and designation of connecting roads, from West Thumb in Yellowstone National Park to the South Entrance of Grand Teton National Park, as "Rockefeller Parkway" would be a national tribute to this great philanthropist and conservationist. John D. Rockefeller, Jr., has made many gifts to the American people in furtherance of the National Park System. The Memorial Parkway area would be an appropriate recognition of his activities since it would 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 generosity and foresight of Mr. Rockefeller. It is also fitting that existing roadways, not only within the Memorial Parkway but within the two national parks, be identified with Mr. Rockefeller. The draft bill enclosed herewith would accomplish these purposes.

Section 1 of the bill would authorize the Secretary of the Interior to designate certain lands lying between Yellowstone and Grand Teton National Parks, as generally depicted on the map referred to therein, as the John D. Rockefeller, Jr., Memorial Parkway. The lands involved constitute approximately 23,700 acres of the Teton National Forest, which the Department of Agriculture has agreed to transfer to this Department for the purpose of the Parkway. The bill also provides for the designation by the Secretary of existing and connecting roads within the new area, and within the two national parks, as "Rockefeller Parkway," while specifying that such designation shall not change the existing management of the road areas within the parks.

Within the Memorial Parkway the Secretary would be authorized to acquire lands and interests in lands by donation, purchase with donated or appropriated funds, exchange, or transfer from another Federal agency. As indicated previously, the Department of Agriculture has agreed to

transfer approximately 23,700 acres of Teton National Forest for the Parkway. Though there are no privately owned lands within the boundaries of the Parkway, we have proposed authority to acquire outstanding mineral interests.

Section 3 of the draft bill provides that the Memorial Parkway would be administered as a part of the National Park System in accordance with the Act of August 25, 1916 (16 U.S.C. 1, 2-4) as amended and supplemented. It also provides for the lands within the Parkway being withdrawn from location, entry and patent under the United States mining laws. The area will be in the recreation management category. Hunting and fishing would be permitted, and cooperative wildlife management programs with the Wyoming Game and Fish Commission would continue. In addition, existing resort facility operations would be continued under National Park Service jurisdiction, pursuant to the Concessions Policies Act of 1965 (79 Stat. 969; 16 U.S.C. 20 et seq.).

In agreeing to the transfer of lands under its jurisdiction, the Department of Agriculture has indicated the intention of seeking wilderness designation for the remainder of Teton National Forest adjacent to and eastward of the Memorial Parkway and Grand Teton National Park. That portion of the national forest is not now in the Wilderness Preservation System.

The final section of the draft bill authorizes such sums to be appropriated as may be necessary to carry out the purposes of the Act.

Based on current assumptions and estimates (August 1971) development costs for the Memorial Parkway will total $3,092,000, all of which would be programmed for the first five years after establishment. Operating costs are expected to reach $173,500 by the fifth year after establishment.

A man-year and cost data statement is enclosed.

The John D. Rockefeller, Jr., Memorial Parkway would not only be a tribute to a great American, but would directly benefit visitors to the two national parks by providing a continuity of service and protection. Visitors in transit between the two parks are now somewhat isolated from those empowered to provide protective and other services. This would be remedied, and better service could be afforded visitors. In addition, transfer of the area would reduce visitor confusion caused by alternating jurisdictions, and would result in economy of resources by eliminating dual management of contiguous areas.

Enactment of this legislation would, therefore, provide both a fitting tribute to Mr. Rockefeller, and a desirable management objective.

The Office of Management and Budget has advised that there is no objection to the presentation of this legislative proposal from the standpoint of the Administration's program.

Sincerely yours,

Rogers C.B. Morton

Secretary of the Interior

Hon. Spiro T. Agnew
President of the Senate
Washington, D. C.

Enclosures

A B I L L

To authorize the Secretary of the Interior to establish the John D. Rockefeller, Jr., Memorial Parkway, and for other purposes.

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, Jr., 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, Jr., 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, Jr., 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 time 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 notwithstanding such designation, such roads within the Yellowstone and Grand Teton National Parks shall continue to be managed in accordance with the statutes and policies applicable to these parks.

SEC. 2. Within the boundaries of the Parkway, the Secretary may acquire lands and interests in lands by donation, purchase with donated or appropriated funds, 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 jurisdiction 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 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. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

(Proposed)

JOHN D. ROCKEFELLER, JR. MEMORIAL PARKWAY, WYOMING

Estimated Additional Man-Years of Civilian Employment and Expenditures for the First Five Years of Proposed New Programs.

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Estimated Man-Years of Civilian Employment					
Executive Direction					
None	--	--	--	--	--
Substantive					
Park Technician, GS-7	1	1	1	1	1
Foreman II, Maintenance	1	1	1	1	1
Truck Driver	1	1	1	1	1
Total, Substantive	3	3	3	3	3
Seasonal					
Park Ranger, GS-4	2.0	2.0	3.0	3.0	3.5
Park Aid, GS-3	1.0	1.0	1.0	1.0	1.0
Park Naturalist, GS-4	.3	.5	.9	1.5	1.5
Clerk-Typist, GS-3	.5	.5	.5	.7	.7
Caretaker	.6	.6	1.5	1.5	1.5
Laborer	1.5	1.5	2.5	2.5	2.5
Maintenanceman	.5	.5	1.0	1.0	1.0
Truck Driver	.5	.5	1.0	1.0	1.0
Total, Seasonal	6.9	7.1	11.4	12.2	12.7
Total, Executive Direction, Substantive & Seasonal	9.9	10.1	14.4	15.2	15.7

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

(Proposed)
JOHN D. ROCKEFELLER, JR. MEMORIAL PARKWAY, WYOMING

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Estimated Expenditures					
Personnel Services	76,400	77,700	108,800	114,200	117,500
All Other	114,600	967,900	929,700	1,013,100	286,900
Total	191,000	1,045,600	1,038,500	1,127,300	404,400
Estimated Obligations					
Land and Property Acquisition	24,250				
Developments	110,000	1,136,000	811,000	995,000	40,000
Operations (Management, Protection and Maintenance)	112,900	114,600	162,600	169,200	173,500
Total	247,150	1,250,600	973,600	1,164,200	213,500

Revised 10/15/71