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Yellowstone National Park
Wyoming, Montana, Idaho

Tower-Roosevelt Comprehensive Plan



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THE TOWER-ROOSEVELT COMPREHENSIVE PLAN

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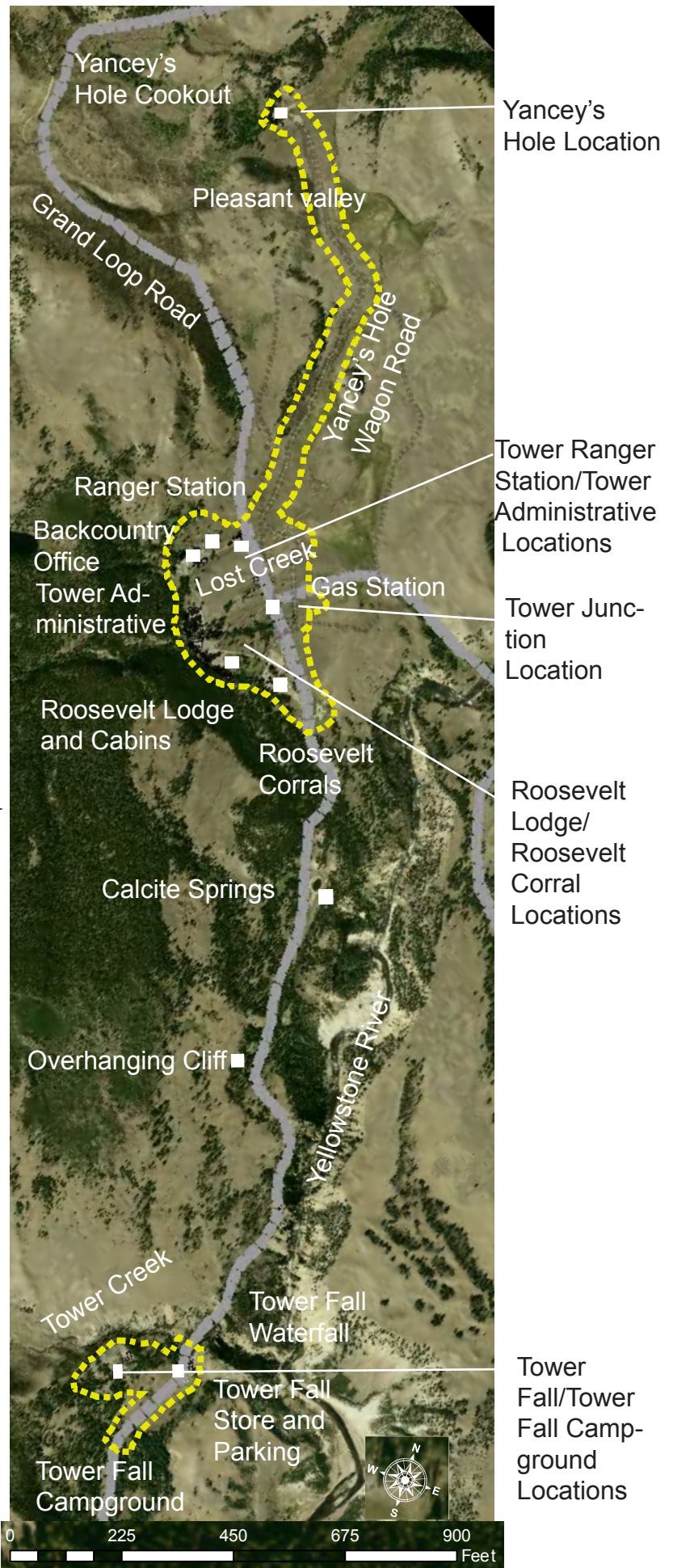
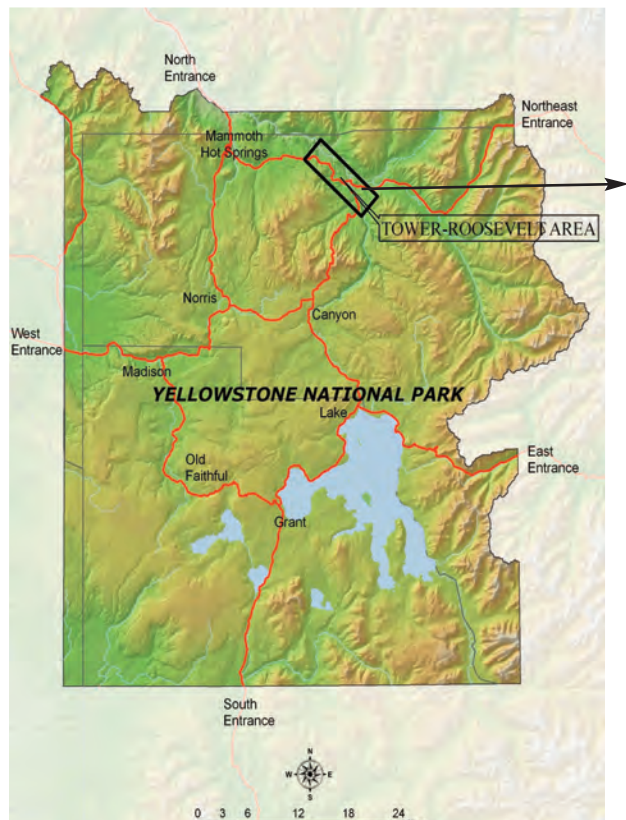
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Located in the northeast portion of Yellowstone National Park, the Tower-Roosevelt area is known for the features indicated in white text on the aerial photograph to the right. Planning locations for the Tower-Roosevelt Comprehensive Plan are shown in the text boxes adjacent to the aerial.

The yellow dashed lines indicate the extent of the Planning Boundaries.



1.0 INTRODUCTION

1.1 Executive Summary

The National Park Service (NPS) has adopted the Tower-Roosevelt Comprehensive Plan (TRCP) in Yellowstone National Park. The TRCP protects park resources, values, and visitor experience in the Tower-Roosevelt area by defining boundaries, limits, and standards of where and how development and redevelopment can occur. As there is a need to alter or improve visitor services, facilities (buildings, roads, and paved parking areas), and utilities (such as the addition, removal, replacement, or improvement of buildings, roads, parking areas, and utility systems), project sponsors and managers will follow the framework for decision-making provided by this plan. Rather than evaluating projects individually, on a case-by-case basis with separate environmental compliance analysis, Yellowstone National Park will use this plan to identify suitable locations, building sizes, functions, and Design Standards already assessed for environmental impacts and determined to be within acceptable limits of change for the area. Concessioner and park staff will use the project application form (Appendix A) to initiate with development and redevelopment decision-making within the Tower-Roosevelt area.

What is comprehensive planning?

It is a method of planning that defines boundaries, limits, and standards of where and how development and redevelopment can occur, setting "acceptable limits of change" to development that support the "desired future conditions" for a certain area's future. In other words, comprehensive planning lays out a framework for future development that protects what is special about a specific area.

Projects may be implemented with the approval of the superintendent if they fall within the scope of the acceptable limits of change and are contained on the list of projects proposed by this plan. If there are impacts that fall within the scope of the plan, applicable mitigation measures will be followed.

Projects that fall outside the scope of the plan, and/or are not on the list of projects have not been analyzed for the environmental effects, nor evaluated under the acceptable limits of change. Such projects are not approved under this plan. In some cases, a new proposal may bring forth new information and demonstrate a compelling need for consideration. In such cases, additional analysis that follows the National Environmental Policy Act (NEPA) would be required.

1.2 Plan Background

Yellowstone National Park encompasses approximately 2.2 million acres (3,472 square miles) in the northwest corner of Wyoming and extends west into Idaho and north and west into Montana. Yellowstone was established by an Act of Congress on March 1, 1872. It is the core of the Greater Yellowstone Ecosystem (GYE), an approximately 18 million-acre area that includes Grand Teton National Park and John D. Rockefeller, Jr. Memorial National Parkway to the south, six national forests, three national wildlife refuges, Bureau of Land Management holdings, and additional tribal land, state land, towns, and private property. The GYE is one of the largest remaining intact temperate ecosystems in the lower 48 states.

The Tower-Roosevelt area is located in the northeast part of Yellowstone, 18 miles east of Mammoth Hot Springs, and includes the junction of the Grand Loop Road and the Northeast Entrance Road (Map 1). It lies within an area known as the Northern Range, which covers over 500 square miles of critical wildlife habitat in the Lamar and Yellowstone river basins, overlapping the boundary between Wyoming and Montana. The Tower-Roosevelt area contains geologic features, varied wildlife habitat, and historic districts that contribute to the character of the area and provide opportunities for recreation, education, and conservation.

The Yellowstone National Park Master Plan (NPS, 1974) acknowledges the Tower-Roosevelt Area's unique role within the park: "A 'western camp' featuring rustic accommodations and family-style meals within acceptable ceilings should be considered...[T]he facility will function as the focal point for traditional horse use within the park..."

Today, most historic visitor uses and experiences typified in the Tower-Roosevelt area continue to be relevant to park visitors. The most recent visitor-use survey conducted for Yellowstone National Park (University of Idaho, 2006) provides information about visitor use patterns and preferences. In keeping with the quiet and secluded character of Tower-Roosevelt, it was the least visited of the seven developed areas of Yellowstone. However, the survey results indicated that it has the longest lengths of stay and several of the activities pursued by visitors in the Tower-Roosevelt area are important. A majority of park visitors participated in sight-seeing, taking a scenic drive, and viewing wildlife and birds, all popular pastimes in the Tower-Roosevelt area. Almost a third of respondents pursued trail rides, with a majority stating they enjoyed this activity. Almost a quarter of the respondents ranked scenic motorized tours as a popular activity and one-fifth participated in the western cookout at Yancey's Hole. Finally, when asked to list any services they would like to have available in park developed areas for a future visit, the top response was, "keep it natural with no further development."

1.3 The Purpose of Yellowstone National Park

National park system units are established by Congress to fulfill specified purposes. A park's purpose is the fundamental building block for its decisions to conserve resources while providing for the "enjoyment of future generations." Statements of a park's significance describe why the park is important within a global, national, regional, and ecosystem-wide context and are directly linked to the purpose of the park.

Yellowstone's purpose and significance are rooted in the intent of its enabling legislation, subsequent legislation, and current knowledge of its natural, cultural, and visual resources. It is important to understand the significance of the Tower-Roosevelt area within the context of Yellowstone National Park's significance:

- It is the world's first national park.
- It preserves geologic wonders, including the world's most extraordinary collection of geysers and hot springs and the underlying volcanic activity that sustains them. Yellowstone is positioned on a "hot spot" where the earth's crust is unusually thin and molten lava rises relatively close to the surface.
- It preserves abundant and diverse wildlife in one of the largest remaining intact and wild ecosystems on earth, supporting spectacular biodiversity. Preserved as mostly wild and undeveloped, Yellowstone and the surrounding area serve as a benchmark for understanding nature.
- It preserves an 11,000 year continuum of human history, including sites, structures, and events that reflect our shared heritage. This history includes the birthplace of the national park idea—a milestone in conservation history.
- It provides for the benefit, enjoyment, education, and inspiration of this and future generations. Visitors have a range of opportunities to experience the essence of Yellowstone's wonders and wildness in a way that honors the park's value to the human spirit and deepens the public's understanding and connection to it.

Congress established Yellowstone National Park to "dedicate and set apart as a public park or pleasuring-ground for the benefit and enjoyment of the people; ... for the preservation, from injury or spoliation, of all timber, mineral deposits, natural curiosities, or wonders within said park, and their retention in their natural condition" (Yellowstone National Park Protection Act, 1872).

1.4 Plan Area

Most visitor service facilities in the northeast part of the park are centrally located within the Tower-Roosevelt area. For the purposes of the plan, the Tower-Roosevelt area has been divided into eight separate planning locations where the area's features and facilities are clustered: (1) Roosevelt Lodge, (2) Roosevelt Corrals, (3) Tower Ranger Station, (4) Tower Administrative Services, (5) Tower Junction, (6) Tower Fall Trailhead, (7) Tower Fall Campground, and (8) Yancey's Hole. Map 1 shows the area features and planning locations.



Roosevelt Lodge: Early in the park's history, this area was identified as an overnight stop, attractive for its scenery and fishing streams. Established in 1906 as "Camp Roosevelt," visitors stay at the secluded and rustic Roosevelt Lodge location with its small dining room, primitive cabins, and modest store in a setting that is very much as it was historically.



Roosevelt Corrals: A historic function adjacent to Roosevelt Lodge, the corral operation provides traditional horseback trail rides and horse-drawn wagon rides to the western style cookout at Yancey's Hole.



Tower Ranger Station: The historic Tower Ranger Station currently serves as an NPS residence, continuing to provide a ranger presence near the Roosevelt Lodge. Visitors may obtain backcountry permits and fishing licenses at a small backcountry office nearby.



Tower Administrative Services: Supporting the visitor facilities and resource protection in this portion of the park, the Tower Administrative location provides year-round maintenance, resource and visitor protection, emergency services, and additional NPS employee housing.



Tower Junction: At the junction of the Northeast Entrance Road and the Grand Loop Road is a paved area where visitors have access to a self-service fuel station, vault toilets, telephones, and trash/recycling bins, as well as parking for the Garnet Hill Trail and for winter recreation such as cross-country skiing or snow-shoeing.



Tower Fall Trailhead: The Tower Fall overlook is a popular visitor attraction, where visitors can view the waterfall as it plunges 132 feet into the Yellowstone River. Both the overlook and the falls can be seen from the Tower Fall Trail. There is parking at the

trailhead for 68 cars and 5 oversized vehicles and the location includes a public restroom. Visitors can enjoy lunch and ice cream and purchase retail items at a general store located adjacent to the trailhead parking area.



Tower Fall Campground: A campground across the Grand Loop Road from the trailhead provides camping during the summer season. A concession employee housing area is adjacent to the campground.



Yancey's Hole: The Yancey's Hole location is in the natural setting of Pleasant Valley where visitors arrive on horseback or in wagons for a western-style cookout every evening during the summer. It includes a dining shelter, picnic tables, vault toilets, and a campfire circle. Wagons and horses are hitched near the cookout site, and food is served under a covered shelter.

1.5 Purpose and Need for the Plan

The purpose of the TRCP is to preserve natural, cultural, and visual resources and visitor experience in the Tower-Roosevelt area by using a comprehensive plan that sets desired future conditions for resources and visitor experience; it guides changes in development and redevelopment to achieve those desired future conditions. Comprehensive planning preserves Tower-Roosevelt's secluded, rustic character, intimate scale, rich natural and cultural resources within the scenic and diverse habitat of the Northern Range, and the existing range of visitor experiences and opportunities. The TRCP is intended to guide decision-making through restrictions on how much, where, and what kind of development and redevelopment can occur without resulting in unacceptable impacts. Additionally, cumulative impacts are to be assessed for future development.

The Tower-Roosevelt area has undergone intermittent expansion and change since its first development in 1884 at Yancey's Hole. Today, the TRCP is needed to address the following issues and concerns:

- **As facilities age and visitor use patterns change, there may be a need to alter, improve, or remove facilities and utilities.** Many facilities within the Tower-Roosevelt area were built between fifty and ninety years ago. Since then, visitation has increased and time has taken a toll on some facilities. Existing facilities such as restrooms, parking areas, and commercial services may require modification in order to meet visitor needs, mitigate health and safety concerns, and protect and preserve natural, cultural, and visual resources.
- **Before the TRCP, there was a lack of information and understanding regarding natural, cultural, and visual resources in the area.** Projects that address facility and utility needs in the Tower-Roosevelt area have the potential to impact natural, cultural, and visual resources. They can also affect the visitor experience. Natural, cultural, and visual resources have now been surveyed and areas that are more sensitive or resilient to change have been identified.
- **Desired resource conditions and visitor experiences.** Desired visitor use and natural, cultural, and visual resource conditions for the Tower-Roosevelt area provide benchmarks for what the park wants to achieve in the area and to provide Design Standards for future changes and development. Desired future conditions are derived from what is significant about the area and the fundamental

resources and values supporting that significance. Future projects will strive to meet desired future conditions.

- **The types of functions, uses, and facilities that are necessary and appropriate to the Tower-Roosevelt area.** Identifying those functions that are appropriate and necessary to provide the desired experience and the range of visitor services informs project proponents of the park's goals for the Tower-Roosevelt area.
- **The TRCP provides a methodology to determine parameters for cumulative actions and their cumulative impacts.** Although many individual proposed projects could be evaluated or carried out with site-by-site resource inventories and environmental compliance, cumulative impacts of many individual projects combined through time are difficult to anticipate. Collectively, these changes may incrementally and inadvertently alter the fundamental resources and values that make this area significant. This plan ensures that cumulative effects are tracked and addressed.
- **A consistent and timely process for evaluating and responding to project requests is necessary.** The evaluation of projects, using a case-by-case approach to project development and resource compliance, was a time-consuming, repetitive, and inefficient process. This was due in part to the lack of a comprehensive view of the area, dispersed information for natural and cultural resources, and lack of clear guidance for facility design. Additionally, the previous process for project review and approval was uncertain, and could take extended lengths of time to complete.

1.6 Objectives of Plan

The objectives of the Tower-Roosevelt Comprehensive Plan are to:

- Ensure that the desired future conditions for natural, cultural, and visual resources and visitor experience are defined and achieved.
- Preserve, protect, and improve park natural, cultural, and visual resources and visitor experiences and achieve desired future conditions by guiding the location, function/type, size, and appearance of visitor services, facilities, and utilities.
- Provide resource information in a single document to better assess possible cumulative impacts for proposed and future projects.
- Use sustainable designs, methods, building practices, and technologies to the extent possible.
- Identify opportunities to reduce buildings, roads, trails, utility systems, and other facilities that do not support the desired future conditions, thus reinvesting resources to improve the condition of the park's most important assets.
- Guide decisions to provide high quality visitor services, concentrating efforts on core services at core locations, during peak visitation periods, while maintaining essential services throughout the Tower-Roosevelt area.
- Develop a consistent and timely process to formally evaluate project proposals based on acceptable limits of change defined in the TRCP.

1.7 Tower-Roosevelt Comprehensive Planning Approach

The comprehensive planning approach process is described in the following sections. It is summarized in the process flow chart shown in Illustration 1 below:

Significance Statement for the Tower-Roosevelt Area

Visitors traveling through the Tower-Roosevelt area experience the diverse habitat of the Northern Range with sweeping views of wildlife in open meadows against the backdrop of rugged mountains. Visitors can access streams and trails, see unique geologic features, and view a dramatic waterfall. This is a quiet part of the park where one can visit the secluded historic Roosevelt Lodge, a modest, rustic western camp with its horse and wagon rides.

1.7.1 Defining Area Significance and Fundamental Resources and Values

A shared understanding of what resources and values warrant primary consideration is helpful in achieving the park's purpose. The purpose and significance of Yellowstone National Park are described in Section 1.3, which explains the specific reason the park was established and expresses why the park's natural, cultural, and visual resources and values are important enough to warrant national park designation. The significance statement for the Tower-Roosevelt area tiers off of the park significance statements and describes both visitor experience and natural, cultural, and visual resources and values that are important to preserve in this part of the park.

Fundamental resources and values are important natural, cultural, and visual features, systems, processes, visitor experiences, stories, scenes, sounds, or other resources and values that warrant primary consideration during planning because they contribute to the significance of both the Tower-Roosevelt area and the park, and are critical to achieving the park's purpose. See the box on the next page for the Tower-Roosevelt Area's fundamental resources and values.

1.7.2 Surveying and Mapping Area Natural, Cultural, and Visual Resources

Natural, cultural, and visual resources in the Tower-Roosevelt area were surveyed and mapped in 2005. The maps can be found in Appendix B. They include wetlands, rare plants, wildlife movement patterns, historic districts, area operations, visitor use, and cultural resource sites.

This resource information is used in three ways for the Tower-Roosevelt Comprehensive Plan: (1) it contributes to the knowledge of fundamental resources and values in the area, which then contributes to establishing desired resource conditions; (2) it gives geographic boundaries for resources that may require special compliance pathways; and (3) it gives specific information to defining the acceptable limits of change in development and redevelopment in certain locations.

These maps provide valuable information for all park and partner staff, empowering them to actively protect resources. All project proponents are required to use these maps and describe how they affect these resources in their project proposals (see Project Application Form in Appendix A). All projects that have the potential to affect wetlands, waters of the U.S., and/or cultural resources must go through additional steps to comply with applicable laws and policies, even if they fall within the scope of this plan. There are some cultural resource sites that are not shown in this plan due to the sensitive nature of this information. This information would be revealed through the project evaluation process.

It is important that these maps remain accurate. Because resources are dynamic and conditions change over time, resource inventories within the Tower-Roosevelt area should be updated every ten years, or as needed.

Fundamental Resources and Values of the Tower-Roosevelt Area

Developed as a stage stop in 1906, the Tower-Roosevelt area's significance is based on: (1) the historic and rustic Roosevelt Lodge and associated cabins, which preserve the small scale western camp setting and experience, and the historic and rustic Tower Junction Ranger Station, which presides over Pleasant Valley; (2) traditional horseback trail rides, wagon rides, and western cookouts; (3) geologic features and processes that are revealed at the northern end of the Grand Canyon of the Yellowstone, including the 132-foot Tower Fall waterfall and spectacular basalt rock formations; and (4) the Northern Range, with its diverse habitat, wildlife, scenic viewing opportunities, hiking, and fishing. The fundamental resources and values that support this significance are:

Roosevelt Lodge Historic District: Roosevelt Lodge, a modest, rustic log structure, is tucked away at the forested edge of Pleasant Valley. The smallest of all Yellowstone's historic lodges, its front porch has been used for relaxing, informal education programs, and viewing of distant mountain ranges since 1919. Located on the site that is rumored to have been occupied by President Theodore Roosevelt, it began as a western tent camp and stage stop in 1906. Small rustic cabins surround the lodge and are oriented around a meadow encircled by Douglas fir trees, quaking aspen, and the now dry channel of a once tumbling mountain stream. Unlike the lodges at Old Faithful, Lake, and Canyon, Roosevelt Lodge was not developed at a popular park feature. Instead, Camp Roosevelt was historically intended to be something on the order of a "dude ranch of the west," providing a remote place from which to enjoy the streams, trails, traditional horse use, and views of the Northern Range. It was listed on the National Register of Historic Places in 1983 as a historic district. It is nationally significant for its role in park guest accommodations, education, and rustic architecture.

Tower Junction Ranger Station: Formerly a soldier station, the U.S. Army moved the building to this site in 1907. Modest and rustic, it overlooks Pleasant Valley. As of 2009, it serves as an NPS residence.

The vast and diverse habitat of the Northern Range and its outstanding natural scenery: Sweeping views of streams braiding through grassy meadows against a backdrop of forested slopes, rugged mountains, and rivers of the Northern Range are ecologically intact and virtually unmarred by human development.

Wildlife: Wildlife thrives within the diverse habitat of the Northern Range. Visitors have the opportunity to see wolves, grizzly and black bears, elk, pronghorn, foxes, otters, eagles, bison, deer, bighorn sheep, and moose.

Geologic wonders: Visitors can easily access the 132-foot Tower Fall, Overhanging Cliff basalt rock formation, and Calcite Springs at the northern end of the dramatic Grand Canyon of the Yellowstone.

Recreational activities: Visitors have opportunities to experience the wilderness character of the Northern Range through sight-seeing, trail rides, wagon rides to a western-style cookout, fishing, cross-country skiing, and hiking.

1.7.4 Establishing Desired Resource Conditions and Desired Visitor Experiences

The desired future conditions for Tower-Roosevelt are benchmarks for park natural, cultural, and visual resources and visitor experience that should be achieved while considering changes to the area, in order to preserve fundamental resources and values. The following four desired future conditions are critical for planning within the Tower-Roosevelt area, and are common to the action alternatives presented in this plan:

- 1. Natural resources that support the diverse habitat of the Northern Range and the geologic wonders at the northern end of the Grand Canyon of the Yellowstone are preserved and improved.**
 - Diverse wildlife habitat
 - Biodiversity sustained by native plant communities
 - Abundant wildlife
 - Geologic, hydrologic, and hydrothermal resources
- 2. Cultural resources and the features and patterns that contribute to their significance are preserved.**
 - The secluded, small-scale, rustic Roosevelt Lodge and cabins, their clustering in distinct groups around a grassy meadow, and other contributing features within the Roosevelt Lodge Historic District
 - The rustic Tower Ranger Station and its prominent setting over the Grand Loop Road and Pleasant Valley within the Tower Junction Ranger Station Historic District
 - The contributing characteristics of the Tower-Roosevelt section of the Grand Loop Road Historic District
 - Archeological resources
- 3. The existing range of visitor services, the recreational and educational opportunities to experience the wilderness character of the Northern Range, and the geologic features of the northern end of the Grand Canyon of the Yellowstone are preserved.**
 - The range of visitor opportunities include sightseeing, traditional horseback trail rides, wagon rides, western-style cookout, fishing, hiking, and cross-country skiing
 - Wildlife viewing, including large mammals, in their natural setting
 - Unique geologic and other natural features viewed from roads, overlooks, and trails
 - The wilderness-type setting of Yancey's Hole cookout site for visitors arriving by horse and wagon
 - Services that support visitors in this area such as lodging, dining, retail services, and fuel service in modest, rustic, and historic accommodations
 - The character, sights, and sounds of the natural and historic setting
 - Education and interpretation of natural and cultural resources
- 4. The predominately natural scenery of the area is preserved.**
 - Historic view sheds are preserved
 - Views of structures and buildings are minimal
 - The visual separation of developments by natural screening
 - The blending of structures and buildings into the historic and natural setting so they are unobtrusive
 - The screening of administrative areas from visitor views

- The historic view from the Roosevelt Lodge porch across the meadow to the distant mountains

1.7.5 Establishing Acceptable Limits of Change

While identifying desired future conditions for resources and visitor experience provide benchmarks for what the park would like to achieve in the Tower-Roosevelt area, acceptable limits of change define how project proponents can achieve desired future conditions. *Acceptable limits of change* (described in detail below) are guiding principles that define restrictions on what kind, where, and how much development and redevelopment can occur in the Tower-Roosevelt area without resulting in unacceptable impacts to natural, cultural, and visual resources, and the visitor experience. The three planning components of acceptable limits of change, when used together with the surveyed maps and desired future conditions for resources and visitor experience, provide a framework for decision-making that NPS staff, managers, and partners will use when developing and evaluating project proposals for this area. Acceptable limits of change are established through the use of three distinct components taken in combination—Buildable Planning Zones, Planning Prescriptions, and Design Standards—that have been assessed already for environmental impacts. Figure 1 illustrates acceptable limits of change and the three planning components.

Buildable planning zones show only those portions of an area that are suitable for change. They show where change can occur by dividing the project area into five types of land-use classifications.

The three components for acceptable limits of change are to be used to (a) inform project proponents of what the park would like to achieve in the Tower-Roosevelt area, (b) guide how future projects can be developed so that desired future conditions are achieved, and (c) evaluate projects that fall within the acceptable limits of change. Any future projects selected from the list of possible projects that support desired future conditions and are determined to be within the acceptable limits of change may be considered for the park approval process. Projects that fall outside the scope of the plan, and/or are not on the list of projects have not been analyzed for the environmental effects, nor evaluated under the acceptable limits of change. Such projects are not approved under this plan. In some cases, a new proposal may bring forth new information and demonstrate a compelling need for consideration. In such cases, additional analysis that follows the National Environmental Policy Act (NEPA) would be required. **All projects that have the potential to affect wetlands, waters of the U.S., rare plants, and/or cultural resources must go through additional steps to comply with applicable laws and policies, even if they fall within the scope of this plan. Project sponsors will use the resource maps found at the end of this document to identify the potential impact their project will have on the existing resources.**

1.7.51 Component 1: Buildable Planning Zones

Delineated on the maps, Buildable Planning Zones show *where* change can take place without unacceptable impacts to natural, cultural, and visual resources. Five types of land-use classifications are defined within the Buildable Planning Zones. They provide guidance for balancing the level of resource preservation and protection with visitor experience, which will be emphasized while considering changes to visitor services, facilities, and utilities. They are based on and are to be used in conjunction with mapped resource inventories (see Appendix B).

Buildable Planning Zones are the first cut at identifying acceptable limits of change through the delineation of areas that are more suitable for development. Color-coded in Figures 2a through 9a, the five different buildable zones are: (1) Natural, (2) Historic, (3) Circulation, (4) Development, and (5) Administrative. Figure 1 describes these zones, showing how they are depicted on the maps.

- **Buildable Natural** zones are adjacent to or surrounding developed areas or roads where emphasis is placed on preserving predominantly natural scenery and/or historic views. Underground utilities, trails, and boardwalks that do not obstruct views or scenery may be accommodated in this zone. This zone covers most of the area within the planning boundary. Since it is so pervasive, there would be restrictions on impacts allowed within this zone. The plan proposes that all projects within the Buildable Natural Zone remain at a resource impact threshold equal to or less than a “minor adverse impact,” as defined under Director’s Order 12 (DO-12). Resources that may require additional compliance will be avoided where possible. If avoidance is not possible, impacts must be mitigated according to law and policy.
- **Buildable Historic** zones are areas within existing historic districts where development changes can occur, provided they follow the Secretary of the Interior Standards for the Treatment of Historic Properties under Section 106 of the National Historic Preservation Act. Development and redevelopment of buildings, roads, parking areas, and trails can occur where zoned, in certain sections of the historic district in a way that maintains historic integrity. Emphasis is placed on guiding limited changes and improvements while preserving the historic integrity of buildings, structures, roads, parking areas, trails, and other landscape features and patterns. It is important to note that not all of a historic district is zoned as “buildable.” In order to preserve those historic building and circulation patterns that contribute to the integrity of the district, some portions of a historic district are not zoned as Buildable Historic. These include important viewsheds, existing building cluster arrangements, and certain natural features such as meadows.
- **Buildable Circulation** zones are roads within the Tower-Roosevelt area where changes to that road may occur. In some cases, these roads may be part of a historic district. Emphasis is placed on preserving historic character, or providing a park-like driving experience for the visitor.

Certain zones are more suited for future development and redevelopment than other zones because they mostly avoid sensitive natural or cultural resources and are not within historic districts. Most projects within the TRCP will occur within the following zones:

- **Buildable Development** zones are areas where development mostly associated with visitor services can occur, such as buildings, roads, parking, and trails. Emphasis is placed on providing or improving facilities and utilities in a way that complements the natural setting.
- **Buildable Administrative** zones are areas that are typically not viewed or visited by the public, are functional, and are not intended as part of the visitor experience. Emphasis is placed on providing appropriate support facilities such as buildings, parking, storage, etc., while screening these areas from visitor views and access.

Using Resource Maps in the TRCP/EA: Maps showing the location of natural, cultural, and visual resources are shown in Appendix B. These resource maps are to be compared to the zoning maps within this comprehensive plan. During the environmental assessment process, park staff discussed impacts resulting from situations where certain zones overlap natural and cultural resources. In some cases, buildable zones overlie resources that may require additional compliance. In these cases, impacts must be mitigated according to applicable law and policy.

1.7.52 Component 2: Planning Prescriptions

Planning prescriptions further define the acceptable limits of change that may occur within a particular zone by identifying primary function (what kind) and development footprint (how much) change that can take place to the built environment without unacceptable impacts to natural, cultural, and visual resources. They are shown in Figure 2b through 9b for each of the eight locations within the Tower-Roosevelt area.

Each location has its own set of Planning Prescriptions that are based on (a) existing functions, (b) available space for new development, and (c) desired future conditions for visitor experience and resources.

Primary Functions: Different types of facilities have different potentials to impact natural, cultural, and visual resources and visitor experience. For instance, maintenance functions may conflict with and compromise visitor experience if placed near visitor-use areas. Parking for employee housing may compete with visitor parking. Establishing functions also helps to achieve desired future conditions for visitor experience. For example, confirmation of functions related to traditional visitor horse use in the Roosevelt Corrals location supports the desired condition of preserving horseback trail rides, wagon rides, and the western-style cookout.

Examples of Existing Single-Building Footprints

Roosevelt Lodge (front):	2,000 ft ²
Roosevelt Lodge Cabins:	250-350 ft ²
Roosevelt Lodge Bathhouses:	550-950 ft ²
Corral Hay Barn:	2,000 ft ²
Yancey's Hole Dining Shelter:	1,800 ft ²
Tower 4-plex residence:	3,500 ft ²
Tower Ranger Station:	2,400 ft ²
Gas Station:	1,300 ft ²
Tower Fall General Store:	8,253 ft ²

Maximum Change in Development Footprint: Sometimes known as the “built environment,” development footprint is the square footage of buildings (at ground level), roads, and paved parking in the developed portions of the Tower-Roosevelt area. There will be no net gain in development footprint for unpaved parking, although redesign may occur. The *maximum change in development footprint* reflects how much net change to the square footage of buildings, roads, and paved parking may be made while still achieving desired future conditions for resources and visitor experience. There is an overall net-gain in development footprint under this plan.

It is important to note that if existing buildings, roads, and paved parking are removed, they can be replaced by same-sized or smaller facilities at no net-gain in development footprint, as long as they fall within the other components for acceptable limits of change. For example, the parking in front of the Roosevelt Lodge can be redesigned to improve the views from the front porch without a net-gain in development footprint. Employee housing at the Tower Administrative location can replace trailer housing at no net-gain in development footprint. This helps the park to reduce a development footprint and improves human health and safety. Changes that have the potential to affect historic properties would require compliance with Section 106 of the National Historic Preservation Act.

1.7.53 Component 3: Design Standards

Design standards have been developed as the third planning component to ensure the character of facilities is compatible and harmonious with specific locations within the Tower-Roosevelt area. These standards specify acceptable facility design, character, size, and appearance.

Some Design Standards in some locations are less flexible than others. For example, there is greater flexibility in facility design in *Buildable Administrative Zones* than in the *Buildable Historic Zones* because these areas would not be seen or accessed by the public. Design standards are not the same for every *Buildable Historic Zone* because different historic districts reflect different historic significance, periods of history, and features. For example, the Roosevelt Lodge Historic District is significant for its role in the evolution of guest accommodations,

as a western camp, between 1906–1948, while the Tower Junction Ranger Station Historic District is significant for its role in the development of park administrative facilities, as a soldier/ranger station, between 1907–1945. New facilities or changes within these districts would require different characteristics in order to be compatible and not have an adverse effect. Design standards are meant to capture these differences.

Design standards address mitigation measures for impacts to natural and cultural resources. They specify materials, color, scale, size, roof designs, layouts and settings that preserve the modest, secluded, small-scale, rustic character and historic integrity of the Tower-Roosevelt area. They follow the Secretary of the Interior Standards for the Treatment of Historic Properties, and also achieve the desired future conditions for visual resources and natural scenery. They are the last of the three components for defining Acceptable Limits of Change to development and redevelopment. Design standards for each location can be found on Figures 2b through 9b.

1.7.6 Evaluating Future Projects

Park staff, managers, and partners will be made aware of desired future conditions for resources and visitor experience. They will follow the guiding principles of acceptable limits of change to guide, design, evaluate, and meet the requirements of regulation and policies for resource protection as they develop their project proposals.

Project Application and Approval Process: A Project Application Form will be used by park staff to evaluate project proposals (Appendix A). A project proponent should first consult the established desired future conditions for resources and visitor experience, as well as the three planning components. Subsequently, resource survey maps will need to be checked for all resources that may be affected by their project (Appendix B). Projects may be implemented with the approval of the superintendent if they fall within the scope of the acceptable limits of change and are contained on the list of projects proposed by this plan. If there are impacts that fall within the scope of the plan, applicable mitigation measures will be followed. (See more detail in Table 1.)

Projects that fall outside the scope of the plan, and/or are not on the list of projects have not been analyzed for the environmental effects, nor evaluated under the acceptable limits of change. Such projects are not approved under this plan. In some cases, a new proposal may bring forth new information and demonstrate a compelling need for consideration. In such cases, additional analysis that follows the National Environmental Policy Act (NEPA) would be required.

1.7.7 Continued Responsibility for Resource Protection Beyond the TRCP

Responsibility for resource protection does not end once a project is selected. After a project is determined to be within the acceptable limits of change, good project design and continued environmental compliance will ensure that the desired resource conditions of the Tower-Roosevelt area are achieved.

For example, in the Buildable Natural Zones, exact locations and development footprints for underground utilities were not shown because their designs are dependent on projects selected in the future. Since this zone is so pervasive (it covers most of the area within the planning boundary), there are higher restrictions on impacts allowed for individual projects within this zone. The plan suggests that all projects within the Buildable Natural Zone remain at a resource impact threshold equal to or less than a “minor adverse impact,” as defined in Director’s Order-12 (DO-12). These projects would be documented through the Yellowstone Environmental Compliance Process.

Additional Environmental Compliance: Yellowstone National Park is responsible for meeting applicable environmental compliance processes that are required by law and policy after a project is proposed and designed, even if it falls within the limits of acceptable change for the TRCP. For example, Section 106 of the National

Historic Preservation Act requires consultation regarding changes to cultural resources. Designs, materials, and placement of changes within historic districts require adherence with the Secretary of the Interior Standards for the Treatment of Historic Properties to ensure the integrity of the historic district is not diminished. **All projects that have the potential to affect wetlands, waters of the U.S., and/or cultural resources must go through additional steps to comply with applicable laws and policies, even if they fall within the scope of this plan.** Project proponents must follow the established Yellowstone Environmental Compliance Process which is included at the end of the Project Application Form (Appendix A).

Changes to wetlands still require compliance with Sections 404 and 401 of the Clean Water Act and Director's Order 77-1, Wetland Protection. Changes to floodplains require compliance with Director's Order 77-2, Floodplain Management. Changes to rare plants require compliance with the NPS Management Policies 2006.

Although the acceptable limits of change adhere to historic preservation principles and follow the Secretary of the Interior Standards for the Treatment of Historic Properties, this plan only partially fulfills the requirements of Section 106 of the National Historic Preservation Act. All projects that have the potential to affect cultural resources or are within or adjacent to cultural resources still require cultural resources compliance and consultation, as necessary.

Sustainability and Good Design: Environmentally-friendly, universally accessible designs achieve conservation stewardship and high-quality visitor services. Environmentally sustainable building practices and designs mitigate resource impacts to Tower-Roosevelt area resources, as well as resources within a larger geographic context. For example, hard surfaces that restrict infiltration of precipitation can be mitigated through good design options such as minimizing paved surfaces. Future change in the TRCP will follow NPS RM-18 where possible for fire mitigation. This will reduce the potential wildland fire risk in the area.

Rather than continually adding to the development footprint accommodated within the TRCP, replacing buildings, paved parking, and utilities is more sustainable. This allows for future opportunities to reduce buildings, roads, and utility systems and other facilities that do not support the desired future conditions for resources and visitor experience of the Tower-Roosevelt area. It facilitates the reinvestment of park staff time and money into improving the condition of the park's most important assets. It also allows the park to concentrate efforts on core services at core locations during peak visitation periods while maintaining essential services.

2.0 THE PLAN

2.1 Overview

This chapter of the Tower-Roosevelt Comprehensive Plan (TRCP) describes how the three components of acceptable limits of change are applied to the eight planning locations where features and facilities are clustered within the Tower-Roosevelt area. The kinds of changes that are addressed in the TRCP include potential actions such as alterations, additions, removal or replacements to visitor services, facilities (buildings, roads, and trails), and utilities.

Using the planning process that is described in Chapter 1, a project proponent will (a) choose a project from the list of projects for that location, (b) consult the recent natural and cultural resource surveys, (c) adopt the list of desired future conditions for resources and visitor experience, and (d) follow the acceptable limits of change set forth in this plan. The three components of acceptable limits of change are: (1) Buildable Planning Zones, (2) Planning Prescriptions, and (3) Design Standards.

The eight planning locations within the Tower-Roosevelt area are: Roosevelt Lodge, Roosevelt Corrals, Tower Ranger Station, Tower Administrative, Tower Junction, Tower Fall Trailhead, Tower Fall Campground, and Yancey's Hole. Map 1 gives context for all eight locations; showing proposed Buildable Planning Zones at all eight locations on one map for reference. Figures 2a-b through 9a-b illustrate all three planning components, projects, and development footprints for each of the planning locations. Table 1 shows at-a-glance development footprint and possible projects for each location.

Acceptable limits of change are guiding principles that define restrictions on what kind, where, and how much development and redevelopment can occur in the Tower-Roosevelt area without resulting in unacceptable impacts to natural, cultural, visual resources, or visitor experience. They help achieve desired resource conditions and visitor experiences.

2.2 Roosevelt Lodge Location



The Roosevelt Lodge will continue to provide rustic ranch-style lodging and dining.

Buildable Planning Zones: This location is zoned in three ways; Buildable Historic, Buildable Natural, and Buildable Circulation Zones. Figures 2a-2b and Map 2 illustrate the size and location of these zones. Since this is a historic district, the Buildable Historic Zone is designated for those portions of the Roosevelt Lodge Historic District where facility changes may occur that still preserve the historic character of the district. It allows an expansion of development north of the eastern and north-central clusters of cabins, beyond existing conditions. This zone shows

appropriate locations for this expansion, following historic patterns of the organization and clustering of buildings. A large portion of this location is also zoned as Buildable Natural Zone, which accommodates trails or underground utility changes that do not exceed a minor adverse impact for natural and cultural resources, and do not create any above-ground obstructions to the natural scenery or historic viewsheds. The access roads into the

Roosevelt Lodge are shown as Buildable Circulation Zone, which designates certain Planning Prescriptions and Design Standards that preserve this contributing feature within the Roosevelt Lodge Historic District.

Planning Prescriptions: Planning prescriptions for the Roosevelt Lodge location are illustrated in Figure 2b. The existing development footprint for buildings at the Roosevelt Lodge location is 62,967 square feet. Within the Buildable Historic Zone at this location, the maximum net gain in development footprint for buildings is 1,300 square feet; a 2% net gain that can accommodate additional cabins, employee restrooms, and a shower house. The net gain in development footprint for paved parking is 2,000 square feet (a 6% net gain that accommodates approximately 10 additional vehicles). There will be no net gain in unpaved parking at this location (currently at a development footprint of 10,484 square feet). If buildings or paved parking areas are removed (in accordance to Section 106 of the National Historic Preservation Act), they can be replaced by a similar sized facility without a net gain in development footprint, which allows some additional flexibility. The primary function, "concession visitor facilities and operations related to dining and lodging" is assigned to achieve the desired condition of preserving this visitor service and historical function. No net gain in development footprint is allowed within the Buildable Circulation Zone. The primary function for this zone is "access road." There is an undetermined development footprint for the primary functions, "trails and underground utilities," within the Buildable Natural Zone, as long as the impacts do not exceed minor or below.

Design Standards: Within the Buildable Historic Zone, Design Standards are tailored to preserve buildings, features, and patterns that contribute to the significance and character of this historic district (illustrated in Figures 2a-2b). The lodge and surrounding cabin clusters are all oriented around a meadow. The lodge will remain the dominant focal point in both size and location. It has an existing development footprint of 2,000 square feet (front section). Additional buildings will follow existing historic building cluster arrangements. Any changes will be compatible with the appearance, size, and layout of contributing buildings within the district. The maximum size for any single building that may be built within this zone is 650 square feet; which is the average size of existing shower houses within the cluster of smaller cabins in the district. Design Standards for changes to parking areas are also included in this zone. These standards, based on the Historic Structures Report (1993) and the Cultural Landscape Inventory (2008), contain additional descriptions of these contributing features and patterns. The Design Standards follow NPS RM-18 for fire mitigation, where possible, which lessens the potential risk for wildland fire in this area. Under the Buildable Circulation Zone, materials, scale, and design of the historic access road will be preserved. Under the Buildable Natural Zone, Design Standards are meant to preserve the natural scenery and to lessen the visual, natural, and cultural resource impacts due to the installation of underground utilities.

Surveyed Resources and Additional Compliance: Natural and cultural resource survey maps (Appendix B) show that this location is within the Roosevelt Lodge Historic District. The Roosevelt Lodge Historic Structures Report (1993) and the Roosevelt Lodge Historic District Cultural Landscape Inventory (2008) outline contributing features and patterns. The secluded nature of this complex depends upon trees and a ridge, which screen it from the road. The view from the lodge porch is eligible as a contributing feature within the district. There are two cultural resource sites within the historic district boundary. Therefore, projects that meet the components of acceptable limits of change will require additional compliance with Section 106 of the National Historic Preservation Act. Wetlands, shown in the western and northeastern corner of the district, are considered resources that may require additional compliance. In cases where avoidance is not possible, impacts must be mitigated according to the Clean Water Act, DO 77-1 and DO 77-2 law and policy.

2.3 Roosevelt Corrals Location



The Roosevelt Corral location will continue to offer visitor opportunities associated with traditional horse use.

Buildable Planning Zones: This location is zoned in three ways: Buildable Development, Buildable Natural, and Buildable Circulation Zones. Figures 3a-3b and Map 2 illustrate the size and location of these zones. The Buildable Development Zone designates those portions of this location where facility changes could take place without unacceptable impacts. The zone allows for an expansion of development beyond existing conditions to the northwest and southeast. A large portion of this location is also zoned as Buildable Natural, which accommodates trails or

underground utility changes that do not exceed a minor adverse impact for natural and cultural resources, and do not create any above-ground obstructions to the natural scenery. Roads are zoned as Buildable Circulation, which designates certain Planning Prescriptions and Design Standards.

Planning Prescriptions: Planning prescriptions for the Roosevelt Corrals are shown in Figure 3b. Within the Buildable Development Zone at this location, the existing development footprint for buildings is 6,671 square feet. The maximum net gain in development footprint for buildings under this alternative is 2,000 square feet (a 30% net gain) with no net-gain in development footprint for unpaved parking. This can accommodate replacement of or additions to the existing saddle barn and hay barn, construction of a new shade shelter, and improvement of the parking area. If buildings or parking areas are removed, they can be replaced by a similar sized facility without a net gain in development footprint; allowing some additional flexibility. The primary function, "concession visitor facilities and operational facilities related to traditional horse use," preserves the desired condition for this recreational opportunity. Within the Buildable Circulation Zone, no net gain in development footprint is proposed. "Access road" is assigned as the primary function. Within the Buildable Natural Zone, there is an undetermined development footprint for the primary functions, "trails and underground utilities."

Design Standards: Within the Buildable Development Zone, Design Standards, illustrated in Figures 3a-3b, maintain the "western ranch" style and character of this location. Buildings are rustic, plain, and modest in size and character; they are similar to a western dude ranch. With the goal of keeping the Roosevelt Lodge as the dominant building in the general area (building footprint is 2,000 square feet for front portion), corral buildings should remain similar to their existing size. Rather than using one large new building in this location, building size should be broken up into smaller, attached or unattached units. In order to preserve the historic vista, buildings within the Roosevelt Corral location should not be visible from the Roosevelt Lodge porch or be located immediately adjacent to the lodge access road. Roofing for the possible shade shelter may be either wood or removable fabric. The structure will be located so that it is not visible from the Roosevelt Lodge. Since the Roosevelt Corral location is adjacent to the Grand Loop Road Historic District, buildings and structures should be screened from the road using vegetation. Within the Buildable Circulation and Buildable Natural Zones, Design Standards are meant to preserve the natural scenery and to lessen the visual, natural, and cultural impacts due to the installation of underground utilities.

Surveyed Resources and Additional Compliance: Natural and cultural resource survey maps (Appendix B) show that this location is adjacent to the Grand Loop Road Historic District and Roosevelt Lodge Historic District.

Therefore the Roosevelt Lodge Historic Structures Report (1993) and the Roosevelt Lodge Historic District Cultural Landscape Inventory (2008) outline contributing features and patterns that may be affected by development within the Roosevelt Corral location. This location is visible from many points within Pleasant Valley. A cultural resource site exists within the Buildable Development Zone. Therefore, projects that meet the components of acceptable limits of change would require additional compliance with Section 106 of the National Historic Preservation Act. Wetlands, shown in the northeastern and southwestern corner of the location, are considered resources that may require additional compliance that are to be avoided. In cases where avoidance is not possible, impacts must be mitigated according to the Clean Water Act, DO 77-1, and DO 77-2.

2.4 Tower Ranger Station Location



The Tower Ranger Station location will continue to provide NPS visitor and administrative services in the Tower Junction Ranger Station Historic District.

Buildable Planning Zones: This location is zoned in three ways; Buildable Historic, Buildable Natural, and Buildable Circulation Zones. Figures 4a-4b and the Map 2 illustrate the size and location of these zones. Since this is a historic district, the Buildable Historic Zone designates those portions of the Tower Junction Ranger Station Historic District where facility changes may occur while still preserving the historic character of the district. The zone allows for expansion of development to the

west; beyond existing conditions. This zone shows appropriate locations for parking expansion that would accommodate RVs; preserving the front of the ranger station as open space. A large portion of this location is also zoned as Buildable Natural, which accommodates trails and underground utilities that do not exceed a minor adverse impact for natural and cultural resources, and limit any above-ground obstructions to the natural scenery or historic viewsheds. The access road into the Tower Ranger Station location is shown as Buildable Circulation Zone, which designates certain Planning Prescriptions and Design Standards that preserve this contributing feature within the historic district.

Planning Prescriptions: Planning prescriptions for the Tower Ranger Station location are illustrated in Figure 4b. Within the Buildable Historic Zone at this location, the existing development footprint for buildings is 3,878 square feet. The maximum net gain in development footprint under this alternative is 500 square feet (a 13% net gain); which can accommodate expanding the backcountry or operational offices. There will be no net gain in paved or unpaved parking at this location. If buildings, roads, or paved parking areas are removed (in accordance to Section 106 of the National Historic Preservation Act), they can be replaced by a similar sized facility without a net gain in development footprint; allowing some additional flexibility. The primary function of this location is "NPS administration and visitor facilities." Within the Buildable Circulation Zone, no net gain in development footprint is shown and the primary function is "access road." There is an undetermined development footprint for the primary functions within the Buildable Natural Zone, "trails and underground utilities," as long as the impacts do not exceed minor or below.

Design Standards: Design standards for the Tower Ranger Station location are illustrated in Figures 4a-4b. Within the Buildable Historic Zone, Design Standards are tailored to preserve buildings, features and patterns that contribute to the significance and character of this historic district. The ranger residence (former ranger station) will remain the dominant focal point in both size and location. The maximum size for any one (new or additional) building is up to 1-1/2 stories high and 500 square feet; which maintains the ranger station (2400 square feet) as the dominant building amongst smaller buildings. Any changes and additional buildings will be compatible with

the appearance, size, and layout of the district. Design Standards for changes to parking are also included in this zone. They preserve the character of open space around the ranger station, and the character of the narrow access road (part of the Buildable Circulation Zone) into the complex. These standards are based on the Tower Junction Ranger Station Historic District Cultural Landscape Inventory (2008). Within the Buildable Circulation Zone, Design Standards address materials, scale, and design that would preserve the historic access road. Under the Buildable Natural Zone, Design Standards are meant to preserve the natural scenery and to lessen the visual, natural, and cultural resources impacts due to the installation of underground utilities.

Surveyed Resources and Additional Compliance: Natural and cultural survey maps (Appendix B) show that this location is within the Tower Junction Ranger Station historic district, and is adjacent to the Grand Loop Road Historic District. The Tower Junction Ranger Station Historic District Cultural Landscape Inventory (2008) outlines contributing features and patterns. Therefore, projects that meet the components of acceptable limits of change would require additional compliance with Section 106 of the National Historic Preservation Act. Wetlands and waters of the U.S. are found within this location. They are considered resources that may require additional compliance and are to be avoided. If avoidance is not possible, impacts would be mitigated according to the Clean Water Act, DO 77-1, and DO 77-2. This location is visible from many points within Pleasant Valley.

2.5 Tower Administrative Location



The Tower Administrative location will continue to be used as the base for NPS administrative and maintenance activities.

Buildable Planning Zones: This location is zoned in four ways; Buildable Administrative, Buildable Historic, Buildable Natural, and Buildable Circulation Zones. Figures 5a-5b and Map 2 illustrate the size and location of these zones. Part of this location is within the Tower Junction Ranger Station Historic District. Therefore, the northern portion of this location is zoned Buildable Historic for those portions of the area where facility changes may occur, while still preserving the historic character of the district. The Buildable Administrative Zone would be designated for those portions of

this location where resources that may require additional compliance and historic districts are not present. This zone allows expansion of development beyond existing conditions to the south. A large portion of this location is also zoned as Buildable Natural Zone, which accommodates trails and underground utility changes that do not exceed a minor adverse impact for natural and cultural resources, and do not create any above-ground obstructions to the natural scenery. The access road is zoned as Buildable Circulation, which designates certain Planning Prescriptions and Design Standards.

Planning Prescriptions: Planning prescriptions for the Tower Administrative location are shown in Figure 5b. Within the Buildable Administrative Zone at this location, the existing development footprint for buildings is 17,322 square feet. The maximum net gain in development footprint for buildings is 5,400 square feet; a 31% net gain that can accommodate replacement of trailer housing and building an operational services building. There is no net change to development footprint for paved or unpaved parking within this zone. If buildings or paved parking areas are removed, they can be replaced by similar-sized facilities without a net gain in development footprint; allowing some additional flexibility. The primary function, "NPS administrative and operational facilities" is assigned to both the Administrative and Buildable Historic Zones at this location. Within the Buildable Historic Zone, there is no net gain proposed for development footprint. Within the Buildable Circulation Zone, there can be no net gain in development footprint and the primary function is, "access road."

Within the Buildable Natural Zone, there is an undetermined development footprint for the primary functions, “trails and underground utilities,” as long as the impacts do not exceed minor or below.

Design Standards: Design standards are illustrated in Figure 5a-5b. Since part of this location is within the Tower Junction Ranger Station Historic District, Design Standards for both the Buildable Historic and the adjacent Buildable Administrative Zones are meant to preserve contributing features and patterns of the historic district. Those portions of this location that are within the Buildable Historic Planning Zone should remain historically compatible in materials, design, and scale. However, in the more flexible Buildable Administrative Zone, Design Standards allow for more flexibility in the materials, size, and scale of additional facilities. Here, buildings could be a maximum of two stories high; lower than the average surrounding tree canopy. The Design Standards recommend using the dormer space in the roof for portions of the second story to reduce overall building height. The maximum building footprint would be up to 3,500 square feet, which is the size of the existing housing four-plex. Use of non-reflective materials will lessen visual impacts. Architectural details may be incorporated to lessen visual impacts. Currently, part of this location can be seen from the Grand Loop Road historic district, and therefore screening this location from view of visitor use areas is important to achieving desired future conditions for visual resources in the Tower-Roosevelt area. The Design Standards follow NPS RM-18 for fire mitigation, where possible, which lessens the potential risk for wildland fire in this area.

Surveyed Resources and Additional Compliance: Natural and cultural resource survey maps (Appendix B) show that this location is partially within the Tower Junction Ranger Station Historic District. Therefore, projects that meet the components of acceptable limits of change would require additional compliance with Section 106 of the National Historic Preservation Act. Rare plants, wetlands and waters of the U.S., shown in the south and eastern portions of this location, are considered resources that may require additional compliance that are to be avoided. In cases where avoidance is not possible, impacts must be mitigated according to the Clean Water Act, DO 77-1, and DO 77-2.

2.6 Tower Junction Location



The Tower Junction location will continue to provide visitor facilities for visitor concessioner and NPS functions.

Buildable Planning Zones: This location is zoned in three ways: Buildable Development, Buildable Natural, and Buildable Circulation zones. Figures 6a-6b and Map 2 illustrate the size and location of these zones. The Buildable Development Zone would be designated for those portions of this location where facility changes can take place without unacceptable impacts to resources. Figures 6a-6b shows that this zone allows for an expansion of development to the southwest; just slightly beyond existing conditions. A large portion of this location is also zoned

as Buildable Natural Zone, which accommodates trails and underground utilities that do not exceed minor adverse impacts to natural and cultural, resources, and do not create any above-ground obstructions to the natural scenery. The Grand Loop Road Historic District is zoned as Buildable Circulation Zone, which designates certain Planning Prescriptions and Design Standards to preserve this historic district.

Planning Prescriptions: Planning prescriptions for the Tower Junction location are shown in Figure 6b. Within the Buildable Development Zone at this location, the existing development footprint for buildings is 3,391 square feet. The maximum net gain in development footprint for buildings is 2,000 square feet; a 59% net gain. This would accommodate a new commercial services building, a remodeled or removed service station building (fuel

service retained), additional public restrooms, a visitor contact station, and improved parking. The existing development footprint for paved parking is 32,301 square feet. The net change in development footprint for paved parking is a net gain of up to 15,000 square feet, or 46%. There will be no net gain in unpaved parking at this location. If buildings or paved parking areas are removed, they can be replaced by similar-sized facilities at no net gain in development footprint. This allows some additional flexibility in design solutions for this location. The primary function of this zone is, "concession visitor facilities and NPS visitor facilities." Within the Buildable Circulation Zone, no net gain in development footprint is shown. The primary function is "access road." Within the Buildable Natural Zone, there is an undetermined development footprint for the primary functions, "trails and underground utilities," as long as the impacts do not exceed minor or below.

Design Standards: Design standards are illustrated in Figures 6a-6b. This location is visible from many directions within the Tower-Roosevelt area due to the open terrain and is also visible from the Grand Loop Road Historic District. Changes within this zone will influence the visitor experience of driving into the secluded and rustic Roosevelt Lodge. Therefore, the Design Standards are tailored toward preserving the scenery of the Tower-Roosevelt area and the historic districts. Within the Buildable Development Zone, buildings and structures should be screened from the road using vegetation, a berm, and a 30-foot set-back. Rather than using one large new building in this location, building size should be reduced visually by using smaller, attached units at no larger than 2,000 square feet. The existing service station (excluding the pump area) is 1300 square feet. Plantings would integrate the buildings into the landscape. Building height should remain no larger than 1-1/2 stories high (same as Ranger Station), which allows the buildings to be screened behind the most massive portions of trees that grow in this area; higher building would be visible behind the more thin tree-tops. Parking areas (and the reflective surfaces of vehicles) are hidden behind buildings to the extent possible, using the more visually-appealing architecture as a way to lessen impacts to the scenery. Within the Buildable Natural and Buildable Circulation Zones, Design Standards are meant to preserve the natural scenery and to lessen the visual, natural and cultural impacts due to the installation of underground utilities. Night lighting will follow parking lighting standards to reduce impacts at night. Standards follow NPS RM-18 for fire mitigation, where possible, which lessens the potential risk for wildland fire in this area.

Surveyed Resources and Additional Compliance: Natural and cultural resource survey maps (Appendix B) show that this location is adjacent to the Grand Loop Road Historic District. Therefore, projects that meet the components of acceptable limits of change will require additional compliance with Section 106 of the National Historic Preservation Act. Rare plants, shown in the northern part of the location, are considered resources that may require additional compliance that are to be avoided. In cases where avoidance is not possible, impacts must be mitigated according to the Clean Water Act, DO 77-1, and DO 77-2. The visual resources maps show this area as visible from many directions within the Tower-Roosevelt area. When more site-specific information is available regarding the function, location, and size of any proposed commercial structure at Tower Junction, the public will be asked to participate through the environmental assessment process. A new EA will tier off of the existing TRCP/EA.

2.6 Tower Fall Trailhead Location



The Tower Fall Trailhead location will continue to provide visitor services and facilities.

Buildable Planning Zones: This location is zoned in three ways: Buildable Development, Buildable Natural, and Buildable Circulation Zones. Figures 7a-7b and the Map 3 illustrate the size and location of these zones. The Buildable Development Zone is designated for those portions of this location where facility changes will not result in unacceptable impacts to resources. Figures 7a-7b show that this zone allows the reduction of the general store. A large portion of this location is also zoned as Buildable Natural Zone, which accommodates trails and

underground utilities that do not exceed a minor adverse impact for natural and cultural resources, and do not create any above ground obstructions to the natural scenery. The Grand Loop Road and the parking area is zoned as Buildable Circulation Zone, which designates certain Planning Prescriptions and Design Standards that preserve this resource. It is shown as being similar in size to existing conditions.

Planning Prescriptions: Planning prescriptions for the Tower Fall Trailhead are shown in Figure 7b. Within the Buildable Development Zone at this location, the existing development footprint for buildings is approximately 10,000 square feet. Under this alternative, there is a net reduction in building development footprint of up to 5,000 square feet (up to 50% reduction). This would be accomplished through the reduction of the general store. The primary function “concession visitor facilities and NPS visitor facilities,” is assigned to this zone. The existing development footprint for parking is 43,401 square feet. The proposed net gain in development footprint for paved parking is up to 16,000 square feet; a net gain of 37% to enhance traffic safety in this location. There will be no net gain in unpaved parking at this location. The primary function, “visitor roads and parking” would be assigned to this zone. A large portion of this location is zoned as Buildable Natural Zone, where there is an undetermined development footprint for the primary functions, “trails and underground utilities,” as long as the impacts to do not exceed minor or below.

Design Standards: Design standards for the Buildable Development Zone are illustrated in Figures 7a-7b. They are tailored toward preserving the natural setting and scenery and the adjacent Grand Loop Road Historic District. Facilities would be screened from the road using landforms and vegetation. Buildings would be blended into the landscape by using plantings and by breaking up one large building-mass into smaller, attached units. The existing general store has a footprint of 8,253 square feet. Within the Buildable Circulation Zone, Design Standards are meant to preserve the Grand Loop Road Historic District. Under the Buildable Natural Zone, Design Standards are meant to preserve the natural scenery and to lessen the visual, natural, and cultural impacts due to the installation of underground utilities. The Design Standards follow NPS RM-18 for fire mitigation, where possible, which lessens the potential risk for wildland fire in this area.

Surveyed Resources and Additional Compliance: Natural and cultural resource survey maps (Appendix B) show that this location is adjacent to the Grand Loop Road Historic District and to some cultural resource sites. Therefore, projects that meet the components of acceptable limits of change would require additional compliance with Section 106 of the National Historic Preservation Act. (Likewise, if the Tower Fall Store is determined eligible for historic preservation, further site-specific Section 106 compliance would be required.) This location is also visible from the road. There are some limiting factors related to soils in this location. The septic system limits additional development in this location.

2.7 Tower Fall Campground Location



The Tower Fall Campground location will continue to offer a 32-site campground for visitors.

Buildable Planning Zones: This location is zoned in three ways: Buildable Development Zone, Buildable Natural Zone, and Buildable Circulation Zone. Figures 8a-8b and Map 3 illustrate the size and location of these zones. The Buildable Development Zone is designated for those portions of this location where facility changes could take place without unacceptable impacts to resources. Figures 8a-8b show that this zone allows for replacement of development within the employee dormitory area and minor expansion within the campground. A large portion of

this location is also zoned as Buildable Natural Zone, which accommodates trails and underground utility changes that do not exceed a minor adverse impact for natural and cultural resources, and do not create any above-ground obstructions to the natural scenery.

Planning Prescriptions: Planning prescriptions for the Tower Campground Location are shown in Figure 8b. Within the Buildable Development Zone at this location, the existing development footprint for buildings is 8,044 square feet. The maximum net gain in development footprint for buildings is 200 square feet; a 2% net gain that can accommodate a vault toilet. There will be no net gain in paved or unpaved parking at this location. If buildings or paved parking areas are replaced with similar sized facilities, there would be no net gain in development footprint, which allows additional flexibility. The sewer-system capacity is a limiting factor within this location; no additional loads on sewer can be accommodated. The primary function, "visitor and operational facilities" is assigned to this zone. Within the Buildable Circulation Zone, no net gain in development footprint is proposed. The primary function of this zone is for visitor access. Under the Buildable Natural Zone, there is an undetermined development footprint for the primary functions, "trails and underground utilities."

Design Standards: Within the Buildable Development Zone, Design Standards, illustrated in Figures 8a-8b, are tailored toward preserving the natural scenery for visitors using this campground; blending facilities into the landscape and screening the housing area from the campground. A single building should be no larger than 200 square feet. Under the Buildable Natural Zone and the Buildable Circulation Zone, Design Standards are meant to preserve the natural scenery and to lessen the visual, natural, and cultural impacts due to installation of underground utilities. The Design Standards follow NPS RM-18 for fire mitigation, where possible, which lessens the potential risk for wildland fire in this area.

Surveyed Resources and Additional Compliance: Natural and cultural resource survey maps (Appendix B) show that there are some cultural resources sites within this location. Therefore, projects that meet the components of acceptable limits of change will require additional compliance with Section 106 of the National Historic Preservation Act. The septic system cannot sustain any additional load in this location.

2.8 Yancey's Hole Location



The western style cookout will continue and the facilities at the Yancey's Hole location that support this operation will remain.

Buildable Planning Zones: This location is zoned in two ways: Buildable Development and Buildable Natural Zones. Figures 9a-9b and Map 4 illustrate the size and location of these zones. The Buildable Development Zone is designated for those portions of this location where facility changes may occur without unacceptable impacts to resources. This cookout site was previously constructed within a cultural resource site in the 1950s. Therefore the Buildable Development Zone is designated tightly around the existing development with a slight expansion to the

north and east. The Buildable Natural Zone is shown where trails that do not exceed a minor adverse impact are accommodated.

Planning Prescriptions: Figure 9b illustrates Planning Prescriptions for this location. Within the Buildable Development Zone, the existing development footprint for buildings is 2,732 square feet. Under this alternative, the maximum net gain in development footprint for buildings is 125 square feet; a 4% net gain that can accommodate projects such as a small vault toilet and improving the dining and serving shelters. There will be no net gain in unpaved parking at this location. The primary function is "concession western cookout facilities." Within the Buildable Natural Zone, no net gain in development footprint is accommodated. However, if facilities such as trails are removed, they can be replaced within this zone with no net gain in development footprint.

Design Standards: Design standards, illustrated in Figures 9a-9b, are intended to preserve the wilderness character for those who visit this location by horseback or wagon. Within the Buildable Development Zone, facilities should blend into the surrounding landscape. The scale, materials, and design of these facilities should remain small, modest, and rustic; with a single building footprint at no larger than 1,800 square feet, which is the size of the existing dining shelter. Facilities such as the serving and dining shelters may be replaced in the existing locations and may not be moved. Excavation should be minimized to lessen impacts to resources. Design standards within the Buildable Natural Zone are meant to preserve the narrow, winding character of the trails; preserving natural and cultural resources.

Surveyed Resources and Additional Compliance: Natural and cultural resource survey maps (Appendix B) show that this location contains cultural resources within the Buildable Development Zone. Therefore, projects that meet the components of acceptable limits of change would require additional compliance with Section 106 of the National Historic Preservation Act. Wetlands and rare plants, shown in the southern portion of the location, and the creeks flowing through the location are considered resources that may require additional compliance, and are to be avoided. In cases where avoidance is not possible, impacts must be mitigated according to the Clean Water Act, DO 77-1, and DO 77-2. This site is very visible from adjacent trails and roads.

Table 1: At-a-Glance Project List

The Selected Action adopts Alternative B with modifications for Projects and Development Footprints that are proposed for each of the eight locations described in the table below. The square footage for each location is the amount of Development Footprint (the square footage of buildings and parking at ground level) that can be added to the existing footprint. The current Development Footprint can be replaced if it is the same square footage without counting toward the allowance of the additional footprint. If a current building or

paved parking area is replaced by a building or paved parking area that is larger than previously existed, the extra footage will count toward the allowance. The Selected Action is compared to the existing building footprints that may serve as examples: the front (visible) portion of the Roosevelt Lodge is 2,000 s.f. and the existing service station is 1,300 s.f. (Table found on next page)

Note: A "net gain or reduction" in footprint is the square footage, relative to current conditions, that a development may expand or contract

Location	Development Footprint and Projects
Roosevelt Lodge	<p>Not to exceed 1300 square feet net gain in additional building footprint and 2,000 square feet net gain in additional parking footprint. Projects:</p> <ul style="list-style-type: none"> • Construct employee restrooms and shower house • Improve Roosevelt Lodge parking • Construct cabins
Roosevelt Corrals	<p>Not to exceed 2,000 square feet net gain in additional building footprint and no net gain in parking footprint. Projects:</p> <ul style="list-style-type: none"> • Replace or expand saddle barn • Construct shade shelter • Replace or expand hay barn
Tower Ranger Station	<p>Not to exceed 500 square feet net gain in additional building footprint and no net gain in parking footprint. Projects:</p> <ul style="list-style-type: none"> • Expand existing backcountry operations office
Tower Administrative	<p>Not to exceed 5,400 square feet net gain in additional building footprint and no net gain in parking footprint. Projects:</p> <ul style="list-style-type: none"> • Construct employee housing • Construct operational services building
Tower Junction	<p>Not to exceed 2,000 square feet net gain in additional building footprint and 15,000 square feet net gain in additional parking footprint. Projects:</p> <ul style="list-style-type: none"> • Construct new commercial service building • Remove service station building—fuel service only • Construct new public restrooms • Construct visitor contact station • Improve parking for 60 autos and 4 oversized vehicle spaces • No change to Grand Loop Road
Tower Fall Trailhead	<p>Existing building footprint or net reduction in existing building footprint to 4,999 square feet, 16,000 square feet net gain in additional parking. Projects:</p> <ul style="list-style-type: none"> • Reduction of the Tower Fall General Store • Improve the Tower-Fall parking
Tower Fall Campground	<p>Not to exceed 200 square feet net gain in additional building footprint and no net gain in parking footprint. Projects:</p> <ul style="list-style-type: none"> • Install vault toilet in campground
Yancey's Hole	<p>Not to exceed 125 square feet net gain in additional buildings footprint. Projects:</p> <ul style="list-style-type: none"> • Replace dining shelter • Modify serving shelter • Install vault toilet

Note: This Plan provides for the replacement of existing development footprint in addition to new development footprint. Changes to historic properties require compliance with Section 106 of the National Historic Preservation Act.

2.9 EVALUATING FUTURE PROJECTS

The final step in the comprehensive planning process is to apply the acceptable limits of change to future projects. The comprehensive plan provides a framework for decision-making that NPS staff, managers, and partners use when developing, evaluating, and then selecting project proposals. The project application form is Appendix A. In order to determine if a project proposal is acceptable for the Tower-Roosevelt area, NPS staff and partners will:

1. Determine if the project is contained within the list of projects for that location.
2. Determine if the project proposal achieves or supports desired future conditions for natural, cultural, and visual resources and visitor experience.
3. Refer to the planning components for each location to:
 - a. Determine which Buildable Planning Zone(s) the project would take place within.
 - b. Determine, using Planning Prescriptions, if the function corresponds to the acceptable functions established by the comprehensive plan. Identify how much of the acceptable net change in development footprint would be utilized by this project and how much remains.
 - c. Get additional guidance based on the Design Standards for that location.
4. Compare the project proposal to appropriate maps and figures for the location showing all natural, cultural, and visual resource maps (Appendix B) and Buildable Planning Zones. Even for projects that meet the components of acceptable limits of change, additional compliance with Section 106 of the National Historic Preservation Act would be necessary if there are any cultural resources and historic properties within or adjacent to the project site. Rare plants, wetlands and waters of the U.S. are considered resources that may require additional compliance that are to be avoided. In cases where avoidance is not possible, impacts must be mitigated according to the Clean Water Act, DO 77-1, and DO 77-2.
5. Submit the project proposal with appropriate documentation (see form in Appendix A) to the comprehensive planning staff for the superintendent's approval.

Any future projects (selected from the list of projects) that fall within the scope of the Buildable Planning Zones, Planning Prescriptions, and Design Standards will be regarded as within the acceptable limits of change and may be considered for the park approval process for construction within the Tower-Roosevelt area. Projects that fall outside the scope of the plan, and/or are not on the list of projects have not been analyzed for the environmental effects, nor evaluated under the acceptable limits of change. Such projects are not approved under this plan. In some cases, a new proposal may bring forth new information and demonstrate a compelling need for consideration. In such cases, additional analysis that follows the National Environmental Policy Act (NEPA) would be required.

All projects that have the potential to affect wetlands, waters of the U.S., rare plants, and/or cultural resources must go through additional steps to comply with applicable laws and policies, even if they are within the scope of this plan. This is identified in the Project Evaluation Process.

2.10 MITIGATION MEASURES

The three planning components, (1) Buildable Planning Zones, (2) Planning Prescriptions, and (3) Design Standards, are tools that preserve and protect fundamental resources and values and visitor experience while guiding future changes in development. Therefore, these planning components act as mitigation measures to

minimize impacts to resources. To further mitigate impacts that can potentially result during project implementation, the following measures apply:

To preserve park natural, cultural, and visual resources:

- Construction workers and supervisors will be informed about relevant park regulations and the importance of taking appropriate measures to minimize impacts to park resources.
- Construction workers and supervisors will be informed about special status species. If one of these species is discovered in a project area, contract provisions will require cessation of construction activities until park staff can assess the situation. The contract will be modified if necessary to protect the species.
- Construction activities will not be permitted in locations where archeological or paleontological resources are known to be present without the presence of an archeological monitor. If such resources are discovered during construction, the work will cease until park staff have consulted with the state historic preservation officer and the Advisory Council on Historic Preservation (§36 CFR 800.13, *Post-review Discoveries*). In the unlikely event that human remains are discovered, provisions outlined in the Native American Graves Protection and Repatriation Act (1990) would be followed.
- Contractors and subcontractors will be informed of the penalties for illegally collecting artifacts or intentionally damaging paleontological materials, archeological sites, or historic properties.
- The park vegetation guidelines, including topsoil salvaging, will be implemented in construction projects.
- All wetland and floodplains will be avoided; or permitted and mitigated relevant to park and other agency requirements.

To minimize ground disturbance:

- Staging and stockpiling areas will be located in previously disturbed sites, away from visitor use areas to the extent possible, and returned to pre-construction conditions following construction.
- The minimum area needed for an approved construction activity will be delineated by construction tape, snow fencing, or similar material. All protection measures will be clearly stated in the construction specifications and workers will be instructed to avoid conducting activities beyond the identified construction zone.
- Because disturbed soils are susceptible to erosion until revegetation takes place, standard erosion control measures such as the use of silt fences will be used to minimize the possibility of soil erosion or impacts from soil erosion.

To minimize impacts during construction:

- Construction zones will be identified and fenced prior to any construction activity. If previously undiscovered archeological resources are discovered during construction, work in the immediate vicinity

of the discovery will cease until the resource can be identified and documented. An appropriate mitigation strategy developed in consultation with the Wyoming State Historic Preservation Office will be developed. Additional compliance beyond the scope of the EA will be necessary.

- If necessary, dust generated by construction activity will be controlled by spraying water from an approved source on the site.
- Contractors will regularly monitor and check construction equipment to identify and repair any petrochemical leaks.
- To reduce noise and emissions, construction equipment will not be permitted to idle for extended periods and construction workers will not be permitted to broadcast portable audio devices through speakers. The use of jake brakes will be minimized when transporting materials in large trucks.
- The timing of construction activities may be altered to minimize impacts on park visitors.

To restore disturbed areas

- All disturbed areas will be restored shortly after construction activities are completed.
- Revegetation and recontouring will be designed to minimize visual intrusions while replicating as nearly as possible pre-construction conditions.
- Revegetation efforts will strive to replicate the natural spacing, abundance, and diversity of the native plant community.
- Weed control methods will be implemented to prevent the introduction of non-native species.
- Strip and stockpile topsoil before construction and replace along the disturbed trench-line after finishing grading. Restore grade to match surrounding landscape; match natural surface drainage patterns and undulations in topography.
- There should be the appearance of a natural landscape, with no above-ground features other than small utility boxes, hydrant, signs, trails, and boardwalks. Preserve natural views in the landscape.

Figure 1: Acceptable Limits of Change Planning Components

Acceptable limits of change consist of three components: planning zones, planning prescriptions, and design standards. Taken together with desired conditions, acceptable limits of change guide future development at Tower-Roosevelt.

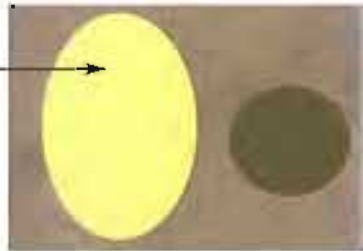
1 Buildable Planning Zones: Zones show where changes in development can take place without unacceptable impacts. The Plan uses five types of buildable land-use classifications to determine the type of resource protection and visitor experience to be applied to visitor services, facilities and utilities. The zones and their application are illustrated in this section. Refer to Section 1.7.5 in the Plan for more detail.



- Buildable Natural Zones** are adjacent to, or surrounding developed areas or roads where underground utilities, boardwalks or trails may occur. Emphasis is placed on preserving predominantly natural scenery, cultural resources, and/or historic views.
- Buildable Circulation Zones** are paved roads that are part of the developed area where changes may occur. Emphasis is placed on historic character and providing a parklike driving experience for visitors.
- Buildable Historic Zones** are areas within or adjacent to existing historic districts where changes in development may occur. Emphasis is placed on guiding limited changes and improvements while preserving historic integrity.
- Buildable Development Zones** are areas where recent development has already occurred and future building can occur. Emphasis is placed on providing or improving facilities in a way that complements the existing setting.
- Buildable Administrative Zones** are areas that are typically not viewed or accessed by visitors, are functional, and are not intended as part of the visitor experience. Emphasis is placed on support facilities for visitor use.

Buildable planning zones will be applied to locations differently in the Plan. The Buildable Planning Zone will be larger or smaller in different locations.

The Buildable Administrative Planning Zone is larger than the Buildable Historic Planning Zone. The Buildable Natural Planning Zone surrounds both.



2 Planning Prescriptions:

Planning prescriptions identify the primary function (visitor services, housing, etc.) of development footprint (square footage of buildings, roads and pavement) that can take place within a particular planning zone.

Zone	Primary Function	Maximum Development Footprint
This can be one of the five Buildable Planning Zones	<ul style="list-style-type: none">Primary function describes the type of use for facilities in this location.	<ul style="list-style-type: none">Maximum Development Footprint describes the proposed net gain of square footage for buildings and paved parking at ground level*

*NOTE: This Plan provides for reduction, replacement and new Development Footprint. Additionally, Design Standards provide guidance for the size of an individual building within a location in the Plan.

Changes to historic properties require compliance with Section 106 of the National Historic Preservation Act (NHPA.) Impacts to floodplains, wetlands and other waters of the U.S. require compliance with the Clean Water Act and DO-77-1 and DO-77-2.

3 Design Standards:

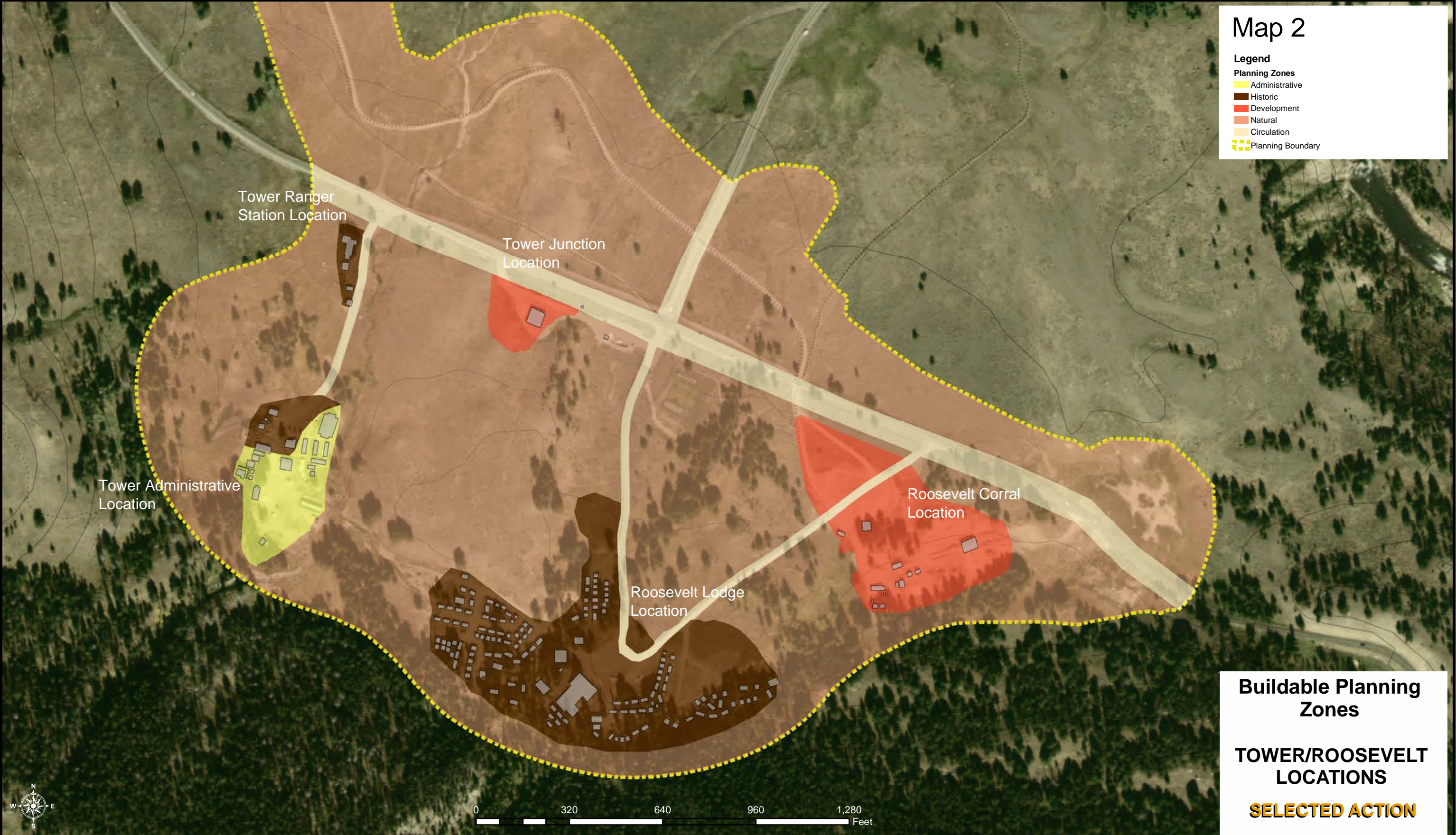
Design standards are the specific design restrictions that will be applied to facilities and infrastructure constructed within the planning zones. The design standards are defined by both the type of planning zone and the location within the Tower-Roosevelt area.

This can be one of the five Buildable Planning Zones	Materials	This element describes the design limits for the type, purpose, architectural character, fire mitigation and detailing requirements for materials in this location.
	Color	This element describes the design limits for the color range, historic color selection, type of finish, durability and reflectivity of colors used in this location.
	Scale, size	This element describes the design limits for scale, size, height and building clustering for all buildings in this location.
	Roof design	This element describes the design limits including pitch, material types, fire mitigation and load bearing requirements for all roofs in this location
	Layout	This element describes the design limits for spatial configuration of buildings in their setting, the separation for visual screening, setbacks, and proximity to features in the landscape such as access roads or significant views.
	Setting	This element describes the design limits for building orientation and the types of measures needed for night lighting requirements, excavation limits and vegetation management for all buildings and landscapes in this location.



Map 2

- Legend**
- Planning Zones**
- Administrative
 - Historic
 - Development
 - Natural
 - Circulation
 - Planning Boundary



**Buildable Planning
Zones**

**TOWER/ROOSEVELT
LOCATIONS**

SELECTED ACTION



Map 3

Legend

Planning Zones

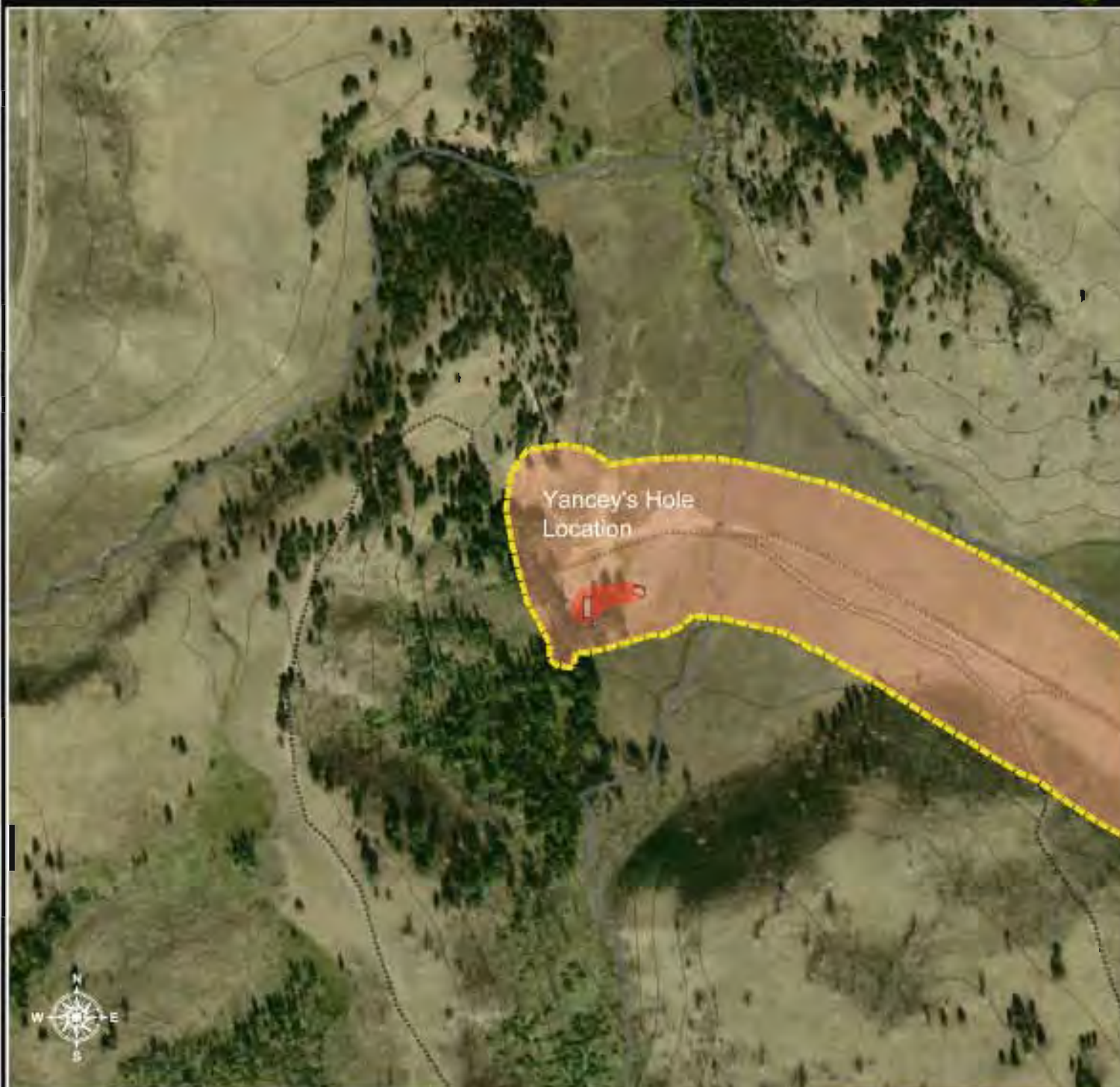
- Administrative
- Historic
- Development
- Natural
- Circulation
- Planning Boundary

Buildable
Planning Zones

TOWER FALL
LOCATIONS

SELECTED ACTION

0 110 220 330 440
Feet



Map 4

Legend

Planning Zones

- Administrative
- Historic
- Development
- Natural
- Circulation
- Planning Boundary

Buildable
Planning Zones

YANCEY'S HOLE
LOCATION

SELECTED ACTION

0 150 300 450 600
Feet

Roosevelt Lodge Location

1 Planning Zones Figure 2a



Existing
Conditions



Selected Action:
Buildable Historic
planning zone
shows a develop-
ment footprint that
is similar to existing
conditions.

Legend

Planning Zones

- Administrative
- Historic
- Development
- Natural
- Circulation
- Planning Boundary

Roosevelt Lodge Location

Selected Action:

Acceptable Limits of Change

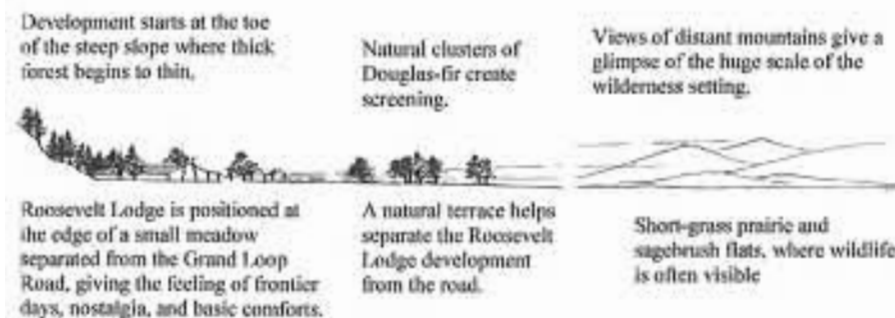
Figure 2b

2 Planning Prescriptions

Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Possible Projects
Buildable Natural Zone	Not to exceed 1300 s.f. net gain for buildings*; Not to exceed 2,000 s.f. net gain for parking*	Concession visitor facilities related to lodging/dining. Concession operational facilities related to lodging/dining.	<ul style="list-style-type: none"> Construct more cabins. Improve Roosevelt Lodge parking. Construct employee restrooms and shower house.
Buildable Circulation Zone	No net gain.	Access road circulation.	
Buildable Natural Zone	Expansion.	Underground utilities.	<ul style="list-style-type: none"> Underground utilities.
		Trails, boardwalks	<ul style="list-style-type: none"> Trails, boardwalks

*NOTE: This Plan/EA provides for reduction, replacement, and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.

3 Design Standards



Materials

Compatible rustic architecture; fire resistant, natural materials. Reflect character of historic buildings and landscape. Landscape features include: surfaces that appear unpaved; curbing that uses small logs; simple, small-scale features in rustic architectural style. Use sustainable design methods, materials and technology where possible. Follow NPS RM 18 for fire mitigation where possible.

Color

Utilize historically appropriate colors and finishes.

Scale, size

Lodge remains dominant building: new construction not to exceed 650 s.f., 1 story for individual buildings; (smaller than the lodge and similar to existing cabins and bathhouse structures.)

Roof design

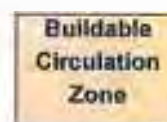
Gable roofs; roof pitch and composition consistent with historic buildings; appropriate for snow loads. Follow NPS RM 18 for fire mitigation where possible.

Layout

Preserve lodge as the center of the complex surrounded by cabins clustered on either side in distinct groupings and oriented around meadow. Consolidate parking; separate from cabins. Minimize parking visibility within views to/from lodge, lodge entrance road and critical meadow views. Views from Roosevelt Lodge porch are enhanced by improving parking lot design. Signs, night lighting, and vegetation to follow existing approved park guidelines.

Setting

Tucked away, secluded, not visible from Grand Loop Road. Meadow in front of lodge and cabins retained as organizing feature. Enhance view from lodge porch of distant mountains. Trees interspersed throughout area provide shade, screening, and the feeling of being in a forest. Dry creek bed is retained as one of the original features around which the development was sited. Retain historic specimen trees and log footbridges.



Materials

Asphalt for main roads and parking. Unpaved, natural appearance for other surfaces

Scale, size

Retain narrow, historic access drive that leads to lodge.



Layout

Facilities and utilities that are low to the ground or underground such as trails, boardwalk, and underground utilities. Lessen appearance of long straight lines of disturbance for utility trenches. Trails and boardwalks should follow park standards.

Restoration

Strip and stockpile topsoil before construction and replace along disturbed trench-line after finish grading. Restore grade to match surrounding landscape; match natural surface drainage patterns and undulations in topography.

Setting

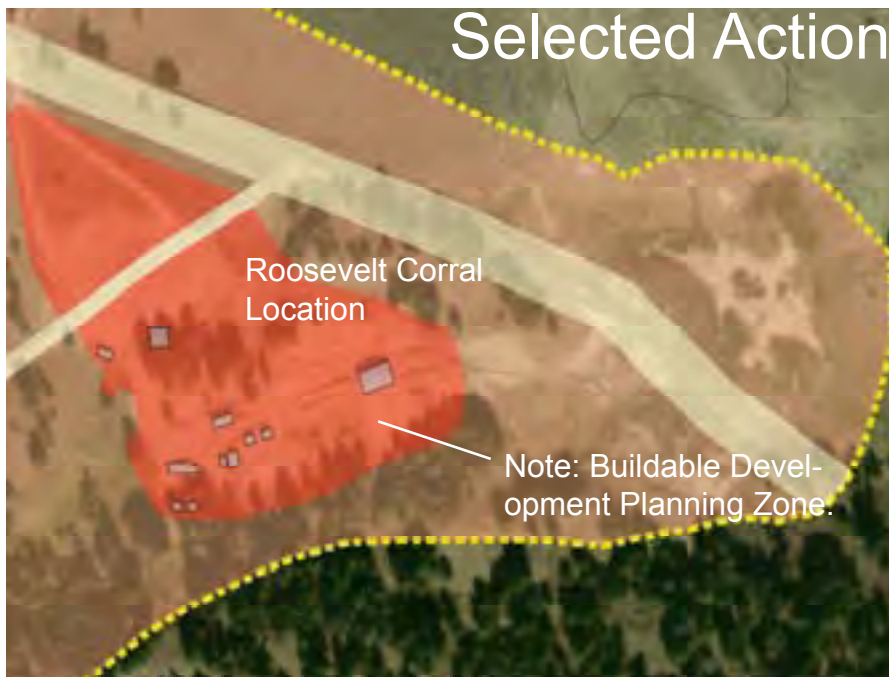
Appearance of natural landscape with no above-ground features other than small utility boxes, hydrants, signs, trails, and boardwalks. Preserve natural views in landscape

Roosevelt Corral Location

1 Planning Zones Figure 3a



Existing Conditions



Selected Action:
Buildable Development planning zone shows where development footprint can take place.

Legend

Planning Boundary

Planning Zones

Administrative

Historic

Development

Natural

Circulation

Roosevelt Corral Location

Selected Action:
Acceptable Limits of Change

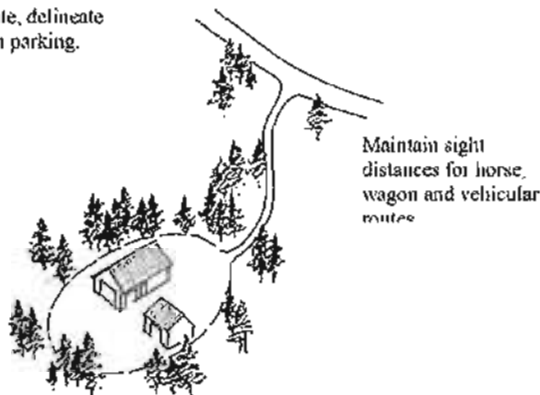
2 Planning Prescriptions

3 Design Standards



Clusters of trees help visually screen buildings and

Consolidate, delineate
and screen parking.



Maintain sight
distances for horse,
wagon and vehicular
routes

Figure 3b

Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Possible Projects
Buildable Development Zone	Not to exceed 2,000 s.f. net gain for new buildings* Not to exceed current s.f. for unpaved parking	Concession visitor facilities related to traditional horse use.	<ul style="list-style-type: none">Construct shade shelter
		Concession operational facilities related to traditional horse use.	<ul style="list-style-type: none">Replace or make additions to existing Saddle BarnReplace or make additions to existing Hay Barn
Buildable Circulation Zone	Grand Loop Road	Circulation	<ul style="list-style-type: none">No change
Buildable Natural Zone	Replacement with expansion	Utilities	<ul style="list-style-type: none">Underground Utilities
		Trails	<ul style="list-style-type: none">Trails

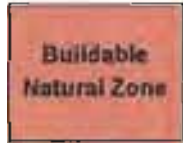
*NOTE: This Plan/EA provides for the reduction, replacement and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.



- | | |
|-------------|--|
| Materials | Simple, utilitarian, rustic style. Wood; board siding; log construction with small diameter logs. Use fire resistant materials. Character is compatible with corral style. Use sustainable design methods, materials and technology where possible. |
| Color | Compatible with the natural setting, use sustainable, non-reflective finishes such as dark brown stain. Follow NPS RM 18 for fire mitigation where possible. |
| Scale, size | Height and scale similar to existing structures, new construction not to exceed 2,000 s.f., 1 ½ stories for individual buildings, (smaller than Roosevelt Lodge and similar to the existing hay barn), cluster buildings. |
| Roof design | Design, pitch and composition similar to existing buildings or may utilize removable fabric. Use non-reflective, fire resistant roofing materials. Follow NPS RM 18 for fire mitigation where possible. |
| Layout | Functional. Consolidate, delineate and screen parking with buildings or vegetation so views from Roosevelt Lodge are maintained. Signs, vegetation and night lighting adhere to existing park guidelines. Separate and define vehicular areas from pedestrian areas. Consolidate and screen parking. |
| Setting | Maintain natural landforms, enhance vegetative screening |



- | | |
|-----------|--|
| Materials | Edges are defined so that circulation is functional. Route to Lodge maintains historic character. |
| Layout | Sight distances are maintained for wagon, horse and vehicular routes. Safety is emphasized in circulation patterns. Pedestrian spaces are separated from circulation routes. Where Grand Loop Road is moved, alignment characteristics remain similar to existing. |



- | | |
|-----------|--|
| Materials | Colors blend with vegetation
All ground disturbances follow park standards for vegetation management. Utility lines consolidated. |
|-----------|--|

Tower Ranger Station Location 1 Planning Zones

Figure 4a



Existing Conditions



Selected Action:
Buildable Historic
planning zone shows
places for develop-
ment footprint.

Legend

Planning Zones

Administrative

Historic

Development

Natural

Circulation

Planning Boundary

Tower Ranger Station Location

Selected Action:
Acceptable Limits of Change

2 Planning Prescriptions

Figure 4b

Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Possible Projects
Buildable Historic Zone	Not to exceed 500 s.f. net gain for new buildings* Not to exceed current s.f. for parking	NPS administrative and visitor facilities.	<ul style="list-style-type: none">Expand existing backcountry/operational offices
Buildable Circulation Zone	Historic access road remains	Circulation.	<ul style="list-style-type: none">No change
Buildable Natural Zone	Replacement with expansion.	Underground utilities.	<ul style="list-style-type: none">Underground utilities.
		Trails	<ul style="list-style-type: none">No change

*NOTE: This Plan/EA provides for reduction, replacement and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.

3 Design Standards



Clusters of trees help visually break up the mass of buildings and blend them with their natural setting.

Buildings remain below the mass of trees that provides screening.



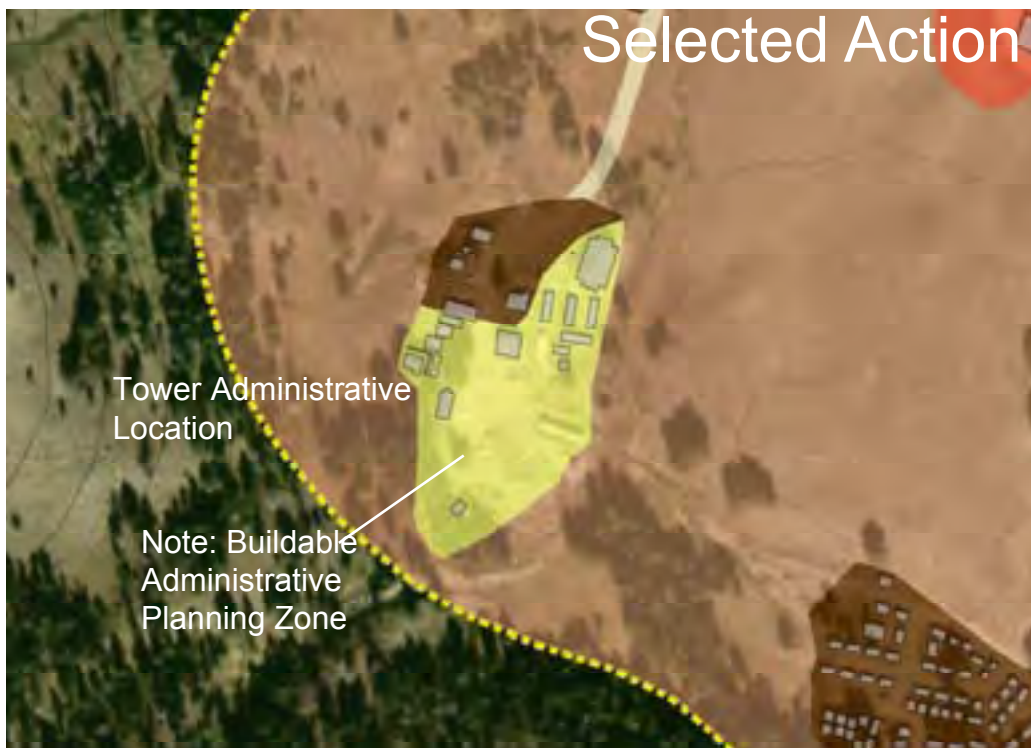
Buildable Historic Zone	Materials	Compatible with rustic architecture, use design elements of existing buildings Avoid reflective finishes so surfaces blend visually. Use sustainable design methods, materials and technology where possible. Use fire resistant materials where possible. Follow NPS RM 18 for fire mitigation where possible.
	Color	Utilize historically appropriate colors.
	Scale, size	Ranger Station remains the dominant building in scale and size; new construction not to exceed 1,200 s.f., 1 1/2 stories for individual buildings (smaller than the Ranger Station and similar to surrounding historic structures.)
	Roof design	Gabled roof, pitch and composition similar to historic buildings, wood shingles or similar appearance Pitch appropriate for snow loads in area. Use fire resistant, non-reflective materials. Follow NPS RM 18 for fire mitigation where possible.
	Layout	Visually separate visitor services from administrative areas. Parking should not conflict with access road; screen parking from valley and historic structures. Signs, vegetation, and night lighting to follow existing approved guidelines.
Buildable Circulation Zone	Setting	Ranger Station presides over valley; maintain views of valley and open space in front of Ranger Station. Retain ridge to east. Maintain cultural landscape features such as creek and clustering of buildings.
	Materials	Asphalt for main roads and parking. Unpaved or natural appearance for other surfaces.
	Scale, size	Entrance road retains historic width and character.
	Layout	Enhance existing design.
Buildable Natural Zone	Setting	Narrow access road along small creek.
	Materials	Colors blend with vegetation.
		All ground disturbances follow park standards for vegetation management. Consolidate utility lines

Tower Administrative Location 1 Planning Zones

Figure 5a



Existing Conditions



Selected Action:
Buildable Administrative planning zone shows where the development footprint can occur.

- Legend**
- Planning Zones**
- Administrative
 - Historic
 - Development
 - Natural
 - Circulation
 - Planning Boundary

Tower Administrative Location

Selected Action:
Acceptable Limits of Change

2 Planning Prescriptions

Figure 5b

Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Projects
Buildable Administrative Zone	Not to exceed 5,400 s.f. net gain for new buildings* Not to exceed current s.f. for parking	NPS administrative and operational facilities.	<ul style="list-style-type: none">Construct employee housingConstruct operational services building
Buildable Historic Zone	No change	NPS administrative and operational facilities.	
Buildable Natural Zone	Replacement with expansion of boardwalks, trails, & underground utilities that doesn't exceed a minor impact to natural and cultural resources.	Underground utilities	<ul style="list-style-type: none">Expand Underground utilities.
		Trails	<ul style="list-style-type: none">No change

*NOTE: This Plan/EA provides for reduction, replacement and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.

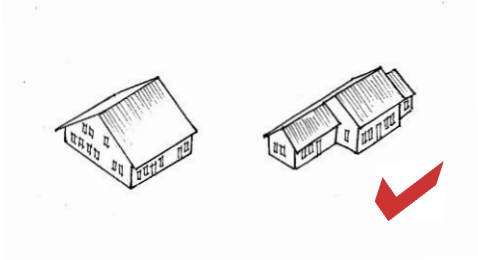
3 Design Standards

Size, Scale and Layout Illustrations

Buildings must remain below the tree canopy; more than just the tree tip is creating the screen.



Minimize mass in upper levels of buildings.



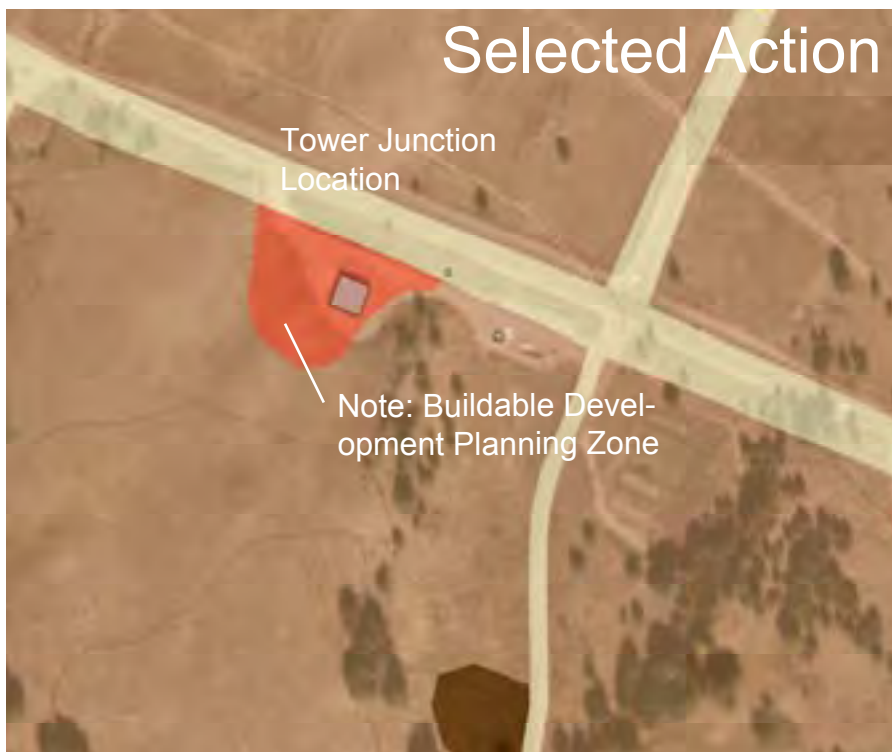
Buildable Administrative Zone	Materials	Durable, fire resistant materials compatible with adjacent historic district in overall appearance; can be modern; avoid reflective finishes. Use sustainable design methods, materials and technology where possible. Follow NPS RM 18 for fire mitigation where possible.
	Color	Consistent throughout area, blends with natural environment, such as dark brown stain.
	Scale, size	Functional structures; not to exceed 3,500 s.f., 2 stories for individual buildings (the size and height of the existing 4-plex.) Add architectural details similar to existing historic structures to reduce visual impacts. (See Size, Scale and Layout Illustrations on this page for additional standards).
	Roof design	Design, pitch and composition similar to existing buildings; appropriate for snow loads. Use roof area for 2 nd story if possible. Use dark, non-reflective, fire resistant materials, especially for roofing materials (to reduce visibility on taller structures.) Follow NPS RM 18 for fire mitigation where possible.
	Layout	Signs, night lighting, and vegetation to follow existing approved park guidelines. Consolidate maintenance area; separate from the visitor services and creek.
	Setting	Screen views from Grand Loop Road, Roosevelt Cabins and Tower Ranger Station.
Buildable Historic Zone	Materials	Compatible with rustic architecture, retain character of log fencing for corral area. Use fire resistant materials. Follow NPS RM 18 for fire mitigation where possible.
	Color	Utilize historically appropriate colors.
	Scale, size	Ranger Station remains the dominant building, new construction not to exceed 1,200 s.f., 1 ½ stories for individual buildings (smaller than the Ranger Station and similar to historic structures in the area.)
	Roof design	Design, pitch and composition similar to historic buildings; appropriate for snow loads. Use fire resistant materials. Follow NPS RM 18 for fire mitigation where possible.
	Layout	Consolidate operational functions from visitor services and separate from creek. Buildings clustered around barn and corral, separate from Ranger Station.
	Setting	Screen views from the Grand Loop Road and Tower Ranger Station.
Buildable Natural Zone	Materials	Consolidate utility service lines; minimize creek crossings. Follow existing park guidelines for ground disturbance and revegetation. Minimize utility structures in visible locations.
	Restoration	Strip and stockpile topsoil before construction and replace along disturbed trench-line after finish grading. Restore grade to match surrounding landscape; match natural surface drainage patterns and undulations in topography.
	Setting	Appearance of natural landscape with no above-ground features other than small utility boxes, hydrants, signs, trails, and boardwalks. Preserve natural views in landscape

Tower Junction Location

1 Planning Zones Figure 6a



Existing Conditions



Selected Action:
Buildable Development planning zone shows where development footprint can occur.

- Legend**
- Planning Zones**
- Administrative
 - Historic
 - Development
 - Natural
 - Circulation
 - Planning Boundary

Tower Junction Location

Selected Action:
Acceptable Limits of Change

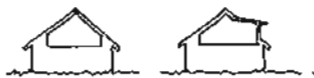
2 Planning Prescriptions

Figure 6b

Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Possible Projects
Buildable Development Zone	Not to exceed 2,000 s.f. net gain for buildings* Not to exceed 15,000 s.f. net gain for parking*	Concession visitor facilities.	<ul style="list-style-type: none">Construct commercial services buildingRemove service station-fuel service onlyConstruct public restrooms
		NPS Visitor Services.	<ul style="list-style-type: none">Improve parking for 60 autos and 4 oversized vehicle spacesConstruct public restroomsConstruct visitor contact station
Buildable Circulation Zone	No change	Circulation pertaining to Grand Loop Road.	<ul style="list-style-type: none">No Change
Buildable Natural Zone	Replacement in kind	Underground utilities.	<ul style="list-style-type: none">Replacement in kind for underground utilities or limited expansion.
		Trails	<ul style="list-style-type: none">Replacement in kind for trails

*NOTE: This Plan/EA provides for reduction, replacement and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.

3 Design Standards



Minimize mass in upper levels of buildings; avoid large, single structures to lessen visibility.



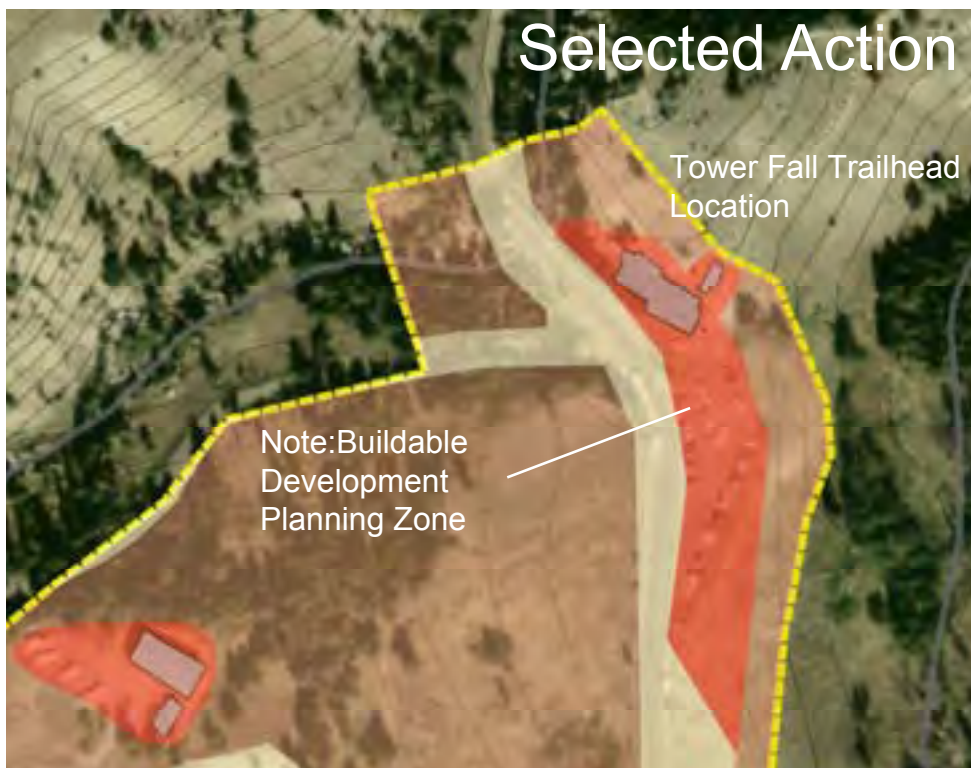
Buildable Development Zone	Materials	Character and appearance of materials compatible with rustic architecture that blends with natural surroundings; wood, native stone and log detailing utilized. Avoid reflective finishes that may be visible across the valley, especially roofing material. Use sustainable, fire resistant design methods, materials and technology where possible. Follow NPS RM 18 for fire mitigation where possible.
	Color	Compatible with the natural setting, use sustainable finishes that minimize visibility in open locations.
	Scale, size	Height and scale similar to surrounding structures; new construction not to exceed 2,000 s.f., 1 ½ stories for individual buildings (smaller than the Roosevelt Lodge but similar to the Tower Ranger Station and the Corral Hay Barn.) Integrate with natural landforms. Avoid the use of large, single structures to reduce visibility.
	Roof design	Design, pitch and composition appropriate for area snow loads. Use fire resistant, non-reflective roofing materials. Follow NPS RM 18 for fire mitigation where possible.
	Layout	Utilize buildings and landforms to screen parking. Signs, vegetation, and night lighting follow existing approved park guidelines. Minimize night lighting locations.
Buildable Circulation Zone	Materials	Compatible with Grand Loop Road Historic District.
	Scale, size	Minimize visibility of parking areas, enhance sight distances and pedestrian crossings.
	Layout	Retain curvilinear alignment.
	Setting	Utilize 30' vegetated berms to screen between corral parking and roads.
Buildable Natural Zone	Materials	Colors for utility boxes blend with natural surroundings.
	Layout	Ground disturbances follow existing park guidelines for revegetation.

Tower Fall Trailhead Location

1 Planning Zones Figure 7a



Existing Conditions



Selected Action:
Buildable Development planning zone shows where development footprint, similar to existing, can occur.

Legend

Planning Zones

Administrative

Historic

Development

Natural

Circulation

Planning Boundary

2 Planning Prescriptions

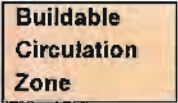
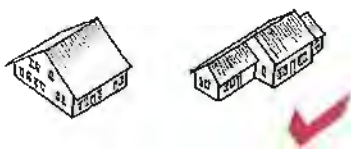
Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Projects
Buildable Development Zone	Net reduction ranges from 0 s.f. to 4,999 s.f.* Not to exceed 16,000 s.f. net gain for parking.*	NPS visitor facilities and parking. Concession operational facilities relating to retail.	<ul style="list-style-type: none">• Improve the Tower Fall parking• Reduction of Tower Fall General Store
Buildable Circulation Zone	Grand Loop Road	NPS visitor road maintained.	<ul style="list-style-type: none">• No change
Buildable Natural Zone	Existing utilities remain. No additional capacity.	Underground utilities.	<ul style="list-style-type: none">• Underground utilities, no additional capacity.
		Trails	<ul style="list-style-type: none">• Trails replaced in kind.

*NOTE: This Plan/EA provides for reduction, replacement and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.

3 Design Standards

Size, Scale and Layout Illustrations

Buildings must remain below the tree canopy; more than just the tree tip is creating the screen.



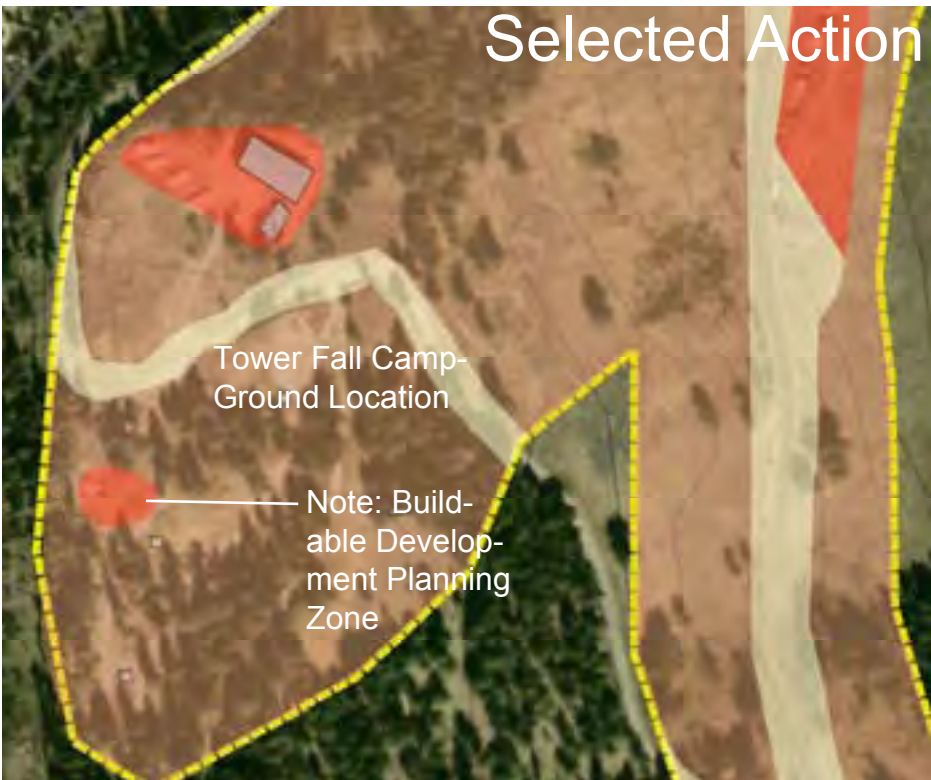
Materials	Character and appearance of materials blends with natural surroundings, wood, native stone and log detailing utilized. Avoid reflective finishes that may be visible across the valley, especially roofing material. Use sustainable design methods, materials, and technology where possible. Follow NPS RM 18 for fire mitigation where possible.
Scale, size	Compatible with the natural setting, use sustainable finishes that minimize visibility in open locations, such as dark brown stain. Height and scale similar to or smaller than existing structures; new construction not to exceed 10,000 s.f. 1 story (size of existing structure.)
Roof design	Integrate structures with natural landforms. Use non-reflective, fire resistant roofing materials. Follow NPS RM 18 for fire mitigation where possible. Design, pitch and composition appropriate for area snow loads.
Setting	Utilize vegetation and landforms to screen parking. Signs, vegetation, and night lighting follow existing approved park guidelines. Maintain natural landforms, enhance vegetative screening.
Layout	Enhance sight distances, pedestrian safety and crossings; separate road from parking with vegetation.
Setting	Compatible with Grand Loop Road Historic District. Retain curvilinear alignment
Materials	Colors blend with vegetation for utility boxes. Ground disturbances follow park standards for revegetation. Consolidate utility corridors.
Restoration	Strip and stockpile topsoil before construction and replace along disturbed trench-line after finish grading. Restore grade to match surrounding landscape; match natural surface drainage patterns and undulations in topography.
Setting	Appearance of natural landscape with no above-ground features other than small utility boxes, hydrants, signs, trails, and boardwalks. Preserve natural views in landscape

Tower Fall Campground Location

1 Planning Zones Figure 8a



Existing Conditions



Selected Action:
Buildable Development planning zone shows where development footprint can occur.

- Legend**
- Planning Zones**
- Administrative
 - Historic
 - Development
 - Natural
 - Circulation
 - Planning Boundary

2 Planning Prescriptions

Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Possible Projects
Buildable Development Zone	Not to exceed 200 s.f. net gain for new buildings*	NPS visitor facilities.	<ul style="list-style-type: none">Construct vault toilet.
Circulation Zone	Replacement in kind.	Circulation.	<ul style="list-style-type: none">No change
Natural Zone	Replacement with expansion.	Underground utilities.	<ul style="list-style-type: none">No change
		Boardwalks, trails	<ul style="list-style-type: none">Replacement with expansion

*NOTE: This Plan/EA provides for reduction, replacement and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.

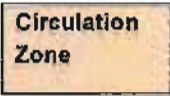
3 Design Standards



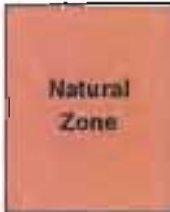
Clusters of trees and landforms help visually blend buildings with the natural setting. Trees also screen buildings from the road.



- Materials: Character and appearance of materials blends with natural surroundings; rustic campground character with wood, native stone and log detailing utilized. Log curbing, log screening fences. Follow NPS RM 18 for fire mitigation where possible.
- Scale, size: Compatible with the natural setting, use sustainable finishes that minimize visibility in open locations, such as dark brown stain.
- Roof design: Height and scale similar to or smaller than existing structures; new construction not to exceed 200 s.f. Integrate structures with natural landforms. Follow NPS RM 18 for fire mitigation where possible.
- Layout: Design, pitch and composition appropriate for area snow loads.
- Setting: Utilize vegetation and landforms to screen parking and administrative area/campground. Signs, vegetation, and night lighting follow existing approved park guidelines. Maintain natural landforms, enhance vegetative screening. Separate and screen administrative structures from campground.
- Layout: Enhance sight distances, pedestrian safety and crossings; separate road from campground sites with vegetation



- Setting: Retain curvilinear alignment.



- Materials: Colors blend with vegetation for utility boxes.
- Layout: Ground disturbances follow park standards for revegetation. Consolidate utility corridors.

Yancey's Hole Location

1 Planning Zones Figure 9a



Existing Condition



Selected Action:
Buildable Development
Planning Zone shows
where the development
footprint can occur.

Legend

Planning Zones

- Administrative
- Historic
- Development
- Natural
- Circulation
- Planning Boundary

2 Planning Prescriptions

Zone	Selected Action		
	Maximum Change in Development Footprint	Primary Functions	Possible Projects
Buildable Development Zone	Not to exceed 125 s.f. net gain for buildings* Not to exceed current s.f. of unpaved parking.	Concession visitor facilities.	<ul style="list-style-type: none">• Replace dining shelter in same location• Replace serving shelter in same location• Construct vault toilet
Buildable Natural Zone	Replacement with expansion.	Boardwalks, trails.	<ul style="list-style-type: none">• Replacement in kind

*NOTE: This Plan/EA provides for reduction, replacement and new development footprint. Changes to historic properties require compliance with Section 106 of NHPA. Changes to floodplains, wetlands and other waters of the U.S. require compliance with law and policy.

3 Design Standards



Clusters of trees minimize the visibility of structures, provide shade within the natural setting.

Buildable Development Zone	Materials	Materials reflect character of location. Sustainable, rustic design with stone and wood accents. Minimize impact by using sustainable materials, which reduce replacement and support wildlife management practices. Access road remains unpaved. Avoid reflective materials that would be visible from the valley. Use sustainable, fire resistant design methods, materials and technology where possible. Follow NPS RM 18 for fire mitigation where possible. Compatible with rustic setting; blend with the surroundings, especially in visible locations.
	Color	
	Scale, size	New buildings are lower than the height of the average tree canopy; similar to existing heights. Access road width maintained. Compatible design, pitch and composition to blend into surrounding landscape. Use non-reflective, fire resistant materials.
	Roof design	Minimize impacts to surrounding sensitive resources through design. Excavation is minimized. Horse hitching is consolidated and confined to areas that avoid streams and are separated from visitor use areas.
	Layout	Night lighting, vegetation, and signs follow existing approved park guidelines. Minimize visibility from adjacent Grand Loop Road and surrounding trails.
Buildable Natural Zone	Setting	
	Materials	Materials reflect character of primitive landscape.
	Layout	Consolidate social trails, access, and activities. Disturbance to surrounding resources should be minimized. Minimize excavation for all possible projects, replacement in same location. Delineate unpaved parking so that it remains consolidated.

3.0 CONSULTATION & COORDINATION

3.1 PUBLIC SCOPING & COMMENT

Scoping is an early and open process used to determine the breadth of environmental issues and alternatives to be addressed in an environmental assessment. Yellowstone National Park conducted both internal scoping with NPS staff and external scoping with the public, as well as interested and affected organizations and agencies in preparation for the TRCP/EA. Public scoping for the Tower-Roosevelt Comprehensive Plan began on May 26, 2006, with a news release and mailing to previously-identified interested parties asking for help in identifying issues and concerns. Scoping was also done through the NPS Planning, Environment, and Public Comment (PEPC) website. Scoping ended on June 30, 2006 (36 days). Six comments were received through PEPC. One comment was received through the U.S. mail from the Comanche Tribe, requesting project progress updates.

Internal scoping was conducted by an interdisciplinary team in Yellowstone National Park. Interdisciplinary team members met regularly throughout the course of this planning process to discuss the purpose and need for the project; various alternatives; potential environmental impacts; past, present, and reasonably foreseeable projects that may have cumulative effects; and possible mitigation measures. The team also gathered background information and conducted field visits and site surveys.

In 2009, Yellowstone National Park prepared a comprehensive plan and environmental assessment for the Tower-Roosevelt area (TRCP/EA). Two “action” alternatives were presented in the TRCP/EA, as well as a “no action” (i.e. no plan) alternative. The TRCP/EA evaluated the environmental impacts that could result from case-by-case project consideration, and impacts from implementing the two action alternatives for a Tower-Roosevelt Comprehensive Plan. The action alternatives adopted comprehensive plans with medium and low levels of change for the Tower-Roosevelt area. Alternatives featuring a high level of change and no change were considered but rejected.

The TRCP/EA was open for public comment between June 9 and July 9, 2009 (30 days). No proposal/preferred alternative was identified in the TRCP/EA; the selected alternative was crafted after a careful review of resource and visitor impacts and public comment. Concerns identified during scoping and evaluated in the TRCP/EA, as well as a record of public comments, are identified in the attached Finding of No Significant Impact (FONSI). Mitigating measures, a description of the alternatives, public involvement, and errata sheets on the TRCP/EA are also contained within the FONSI and are important to use in conjunction with this plan.

3.2 LIST OF AGENCIES AND ORGANIZATIONS

Agencies and organizations contacted for information or that assisted with identifying important issues, developing alternatives, or analyzing impacts; or that will review and comment upon this document include:

Federal Highways Administration

Wyoming State Historic Preservation Office

U. S. Fish and Wildlife Service

Yellowstone’s 26 Associated Native American Tribes

National Park Service, Intermountain Region, Branches of Compliance & Planning

3.3 LIST OF PREPARERS

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APPENDIX A

Tower-Roosevelt Area Project Application Form

Yellowstone National Park

Instructions

The Tower-Roosevelt Comprehensive Plan (TRCP) defines boundaries, limits, and guidelines of where and how development can occur in the Tower-Roosevelt area of Yellowstone National Park. The plan preserves and protects park resources, values, and visitor experiences in the Tower-Roosevelt area by adopting desired resource conditions and visitor experiences. Managers, specialists, and the public contributed to the TRCP's development, and we expect this document to both streamline and codify the process of changing the area's physical landscape.



Please use this application if you are proposing any type of construction project in the Tower-Roosevelt area. The information that you provide in the application will address the three components included in the TRCP. The components are (1) zoning for the Tower-Roosevelt Area (where changes may occur), (2) Planning Prescriptions, which define the primary function (what kind of structure) and development footprint (how big it is), and (3) Design Standards, which ensure that the character of facilities is historically and visually compatible with specific locations within the Tower-Roosevelt area (how it will fit in with the existing development). This application process requires the following information:

- a. Completed application form.**
- b. Preliminary drawings and specifications of your project.** It is advisable that you submit your project early. Conceptual ideas are encouraged.
- c. Map showing the location of your project.** Please refer to Maps 2-4 of the TRCP.

Fill out this form either electronically or by hand. Return by email to alicia_murphy@nps.gov or mail it to:

Project Coordinator, Office of Comprehensive Planning and Design (CPD)
P.O. Box 168
Yellowstone National Park, Wyoming 82190

If you have any questions regarding any of the requirements of this form, please contact Project Coordinator, Alicia Murphy, at (307) 344.2627, alicia_murphy@nps.gov at the Office of Comprehensive Planning and Design (CPD).

Suzanne Lewis
Superintendent, Yellowstone National Park

Tower-Roosevelt Area Project Application Form

Please complete this form early in your planning process, either electronically or by hand. Use extra sheets of paper or attach additional information, if necessary. Email it to alicia_murphy@nps.gov or mail to:

Project Coordinator, Office of Comprehensive Planning and Design (CPD)

P.O. Box 168

Yellowstone National Park, Wyoming 82190

Date: _____

Applicant Name: _____

Organization/Division Name: _____

Phone Number: _____ **Fax:** _____ **Email:** _____

Street/Address: _____

City/State/Zip Code: _____

Proposed Project Title: _____

Proposed Project Start Date: _____

Description of Proposed Project: _____

- 1. Project List:** Please refer to the list of projects in Figures 2-9 in the TRCP or Table 1 and describe how your project is contained within the scope of that list.

- 2. Location(s) of proposed project.** Please check all that apply. See Figures 2a-b through 9a-b of the TRCP for a map of these locations.

- ☐ Roosevelt Lodge
- ☐ Roosevelt Corral
- ☐ Tower Junction
- ☐ Tower Ranger Station
- ☐ Tower Administrative Area
- ☐ Tower-Fall Trailhead

- Tower-Fall Campground
- Yancey's Hole
- Other. Please describe:

3. Buildable Planning Zone. Please check all that apply. Please see Figure 1 of the TRCP for these zones and their locations.

Natural ☐ Circulation ☐ Historic ☐ Development ☐ Administrative ☐

Other ☐

Please describe how the project meets the requirements of the Buildable Planning Zone(s) for each proposed location. Please see Figures 2a-b through 9a-b of the TRCP for descriptions and requirements of the Planning Zones:

4. Does your project affect (i.e. is proposed within) resources that may require further compliance? Compare the location of your project to the resources maps found in Appendix B of the TRCP. If yes, please see questions 4a and 4b. If no, please proceed to question 5.

NO ____ YES ____

- a. Please explain how your project is proposed within a cultural resource, which requires further compliance.

- i. Contact the CPD Project Coordinator and the Compliance Coordinator to help you answer the following questions:

Check cultural resources affected:

- Historic District
- Archeological resource site

- ii. Please describe the additional compliance the Compliance Coordinator has recommended:

- b. Please explain how your project is proposed within a natural resource, which may require further compliance.

- i. Contact the CPD Project Coordinator and the Park Compliance Coordinator to help you answer the following questions:

Check natural resources affected:

- o Wetland
- o Rare plant site
- o Threatened and endangered species

- ii. Please describe the additional compliance the Compliance Coordinator has recommended:

5. Does your project involve utilities within the Buildable Natural Zone? If so, please answer the following questions:

- i. What kind of utility(s) are proposed?

- ii. Please describe how this project meets the requirements of the zone:

- iii. How much area will be disturbed?

- iv. Compliance Coordinator recommendation for level of effect being a minor adverse impact or less:

6. Primary Function: Check all functions that apply to your project. Please see Figures 2a-b through 9a-b of the TRCP for descriptions.

- o NPS visitor services
- o Concession visitor services
- o NPS administrative and/or operational support
- o Concession administrative and/or operational support
- o Other. Please describe:

How is this function consistent with the TRCP for these locations?

- 7. Development Footprint:** The CPD Project Permit Coordinator can assist you with this question. Please check Figures 2a-b through 9a-b of the Tower Comprehensive Plan to answer the following questions.

Buildings at this location:

Development footprint (square feet) shown
in the TRCP as available for buildings at this location: _____

If proposal includes removal of an existing structure,
indicate square feet of building(s) that will be removed: (add) + _____

Square feet of proposed building(s) (first floor): (subtract) - _____

If your project will not affect building footprint (i.e. remodel)
show (0) here _____

Total net gain in development footprint for buildings: = _____

Paved Parking/Roads at this location:

Development footprint (square feet) shown
in the TRCP as available for paved parking/roads at this location: _____

If proposal includes removal of existing paved parking/road,
indicate square feet of pavement that will be removed: (add) + _____

Square feet of proposed paved parking/roads: (subtract) - _____

If your project will not affect footprint for paved parking/roads
(i.e. redesign) show (0) here _____

Total net gain in development footprint for paved parking/roads: = _____

Unpaved Parking/Unpaved Roads (no net gain available) at this location:

Square feet unpaved parking/roads that will be restored to
natural conditions: (add) + _____

Square feet proposed unpaved parking/roads: (subtract) - _____

Total net gain in development footprint for paved parking/roads: = _____

- 8. Design Standards:** Each Buildable Planning Zone at each location has Design Standards that guide the appearance for development. Please check Figures 2a-b through 9a-b of the TRCP for these standards. Describe how your project meets the Design Standards for that zone at the proposed location(s) for the following design elements:

a. Materials: _____

- b. Color: _____
- c. Scale, size: _____
- d. Roof design: _____
- e. Layout: _____
- f. Setting: _____

9. Please attach preliminary drawings and specifications for your project. (If sending electronically, please use PDF, JPG, or TIFF formats)

10. Please attach a map showing the location of your project. You may copy a map out of Appendix B the Tower Comprehensive Plan.

11. Additional documentation: Once your project is approved, the compliance coordinator will recommend the additional documentation and/or environmental compliance analyses (i.e. Memo to File, Categorical Exclusion, Section 106 Consultation, Wetlands/Waters of the U.S., etc.). At the very least, a Memo to the File will be required to document that your project is within the scope of the plan and environmental assessment.

Tower-Roosevelt Project Approval and Requirements Form**Project Title and Date:****Additional Forms or Sheets Attached:** Yes ☐ No ☐_____
CPD Project Permit Coordinator signature_____
date**Does the project fall within a natural or cultural resource, which requires further compliance?**Yes ☐No ☐**Describe:** _____**Do you recommend this project as falling within the scope, guidance and environmental compliance of the Tower-Roosevelt Plan?**Yes ☐No ☐**Comments or requirements:**

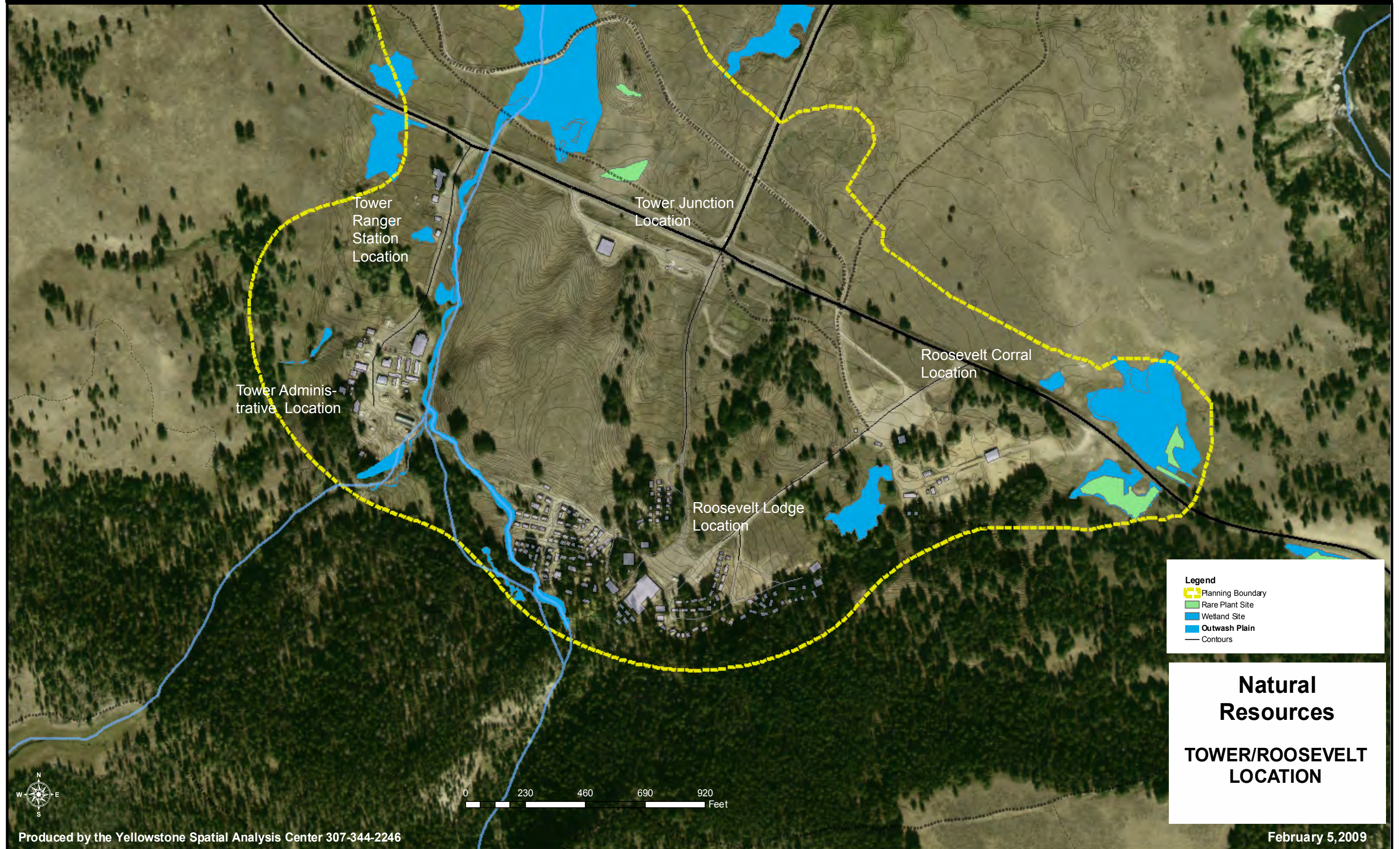
Compliance Coordinator signature_____
date**Does the project fall within a natural or cultural resource, which requires further compliance?**Yes ☐No ☐**Describe:** _____**Do you recommend this project as falling within the scope, guidance and environmental compliance of the Tower-Roosevelt Plan?**Yes ☐No ☐**Comments or requirements:**

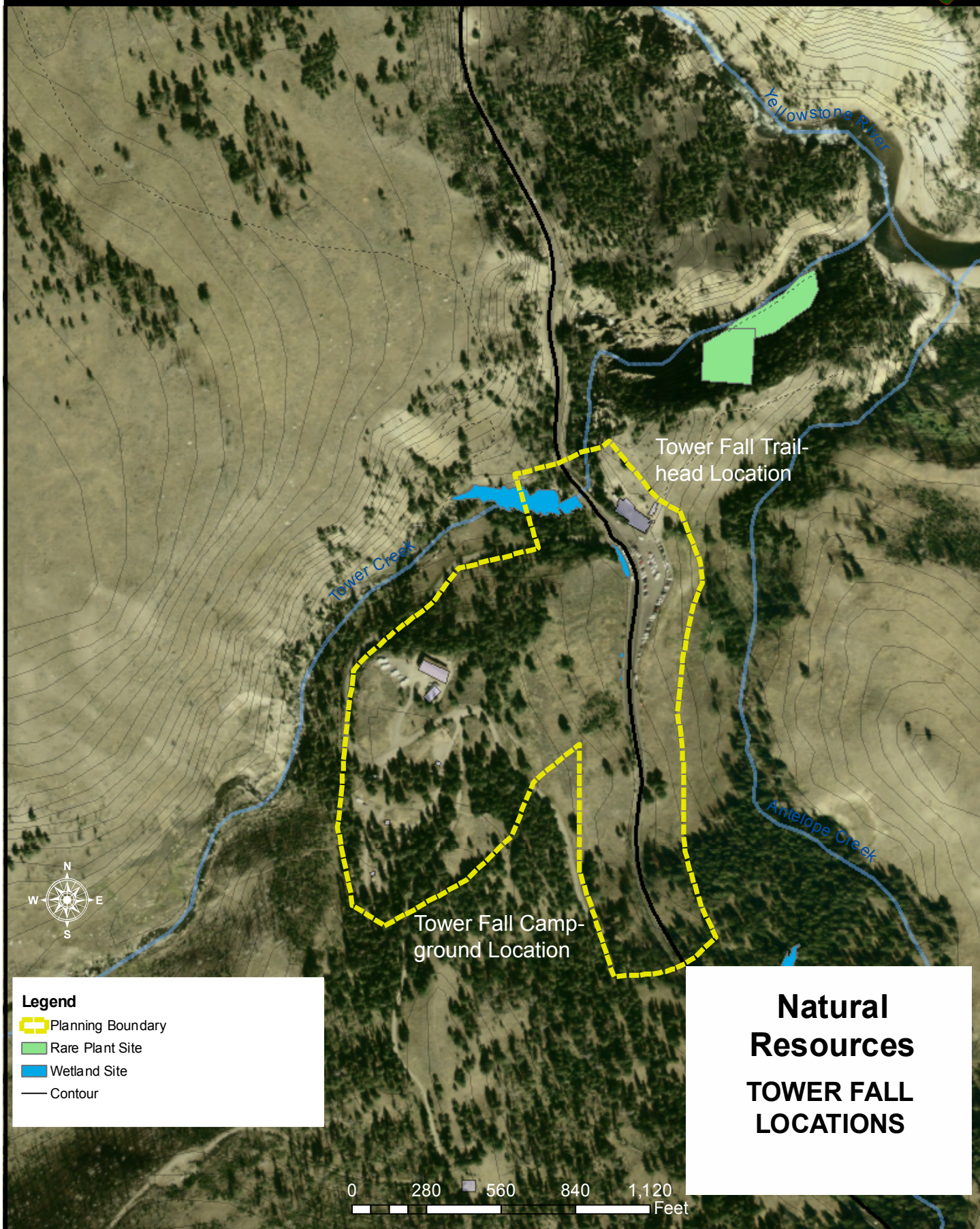
Division Chief_____
signature_____
date**Comments or requirements:**

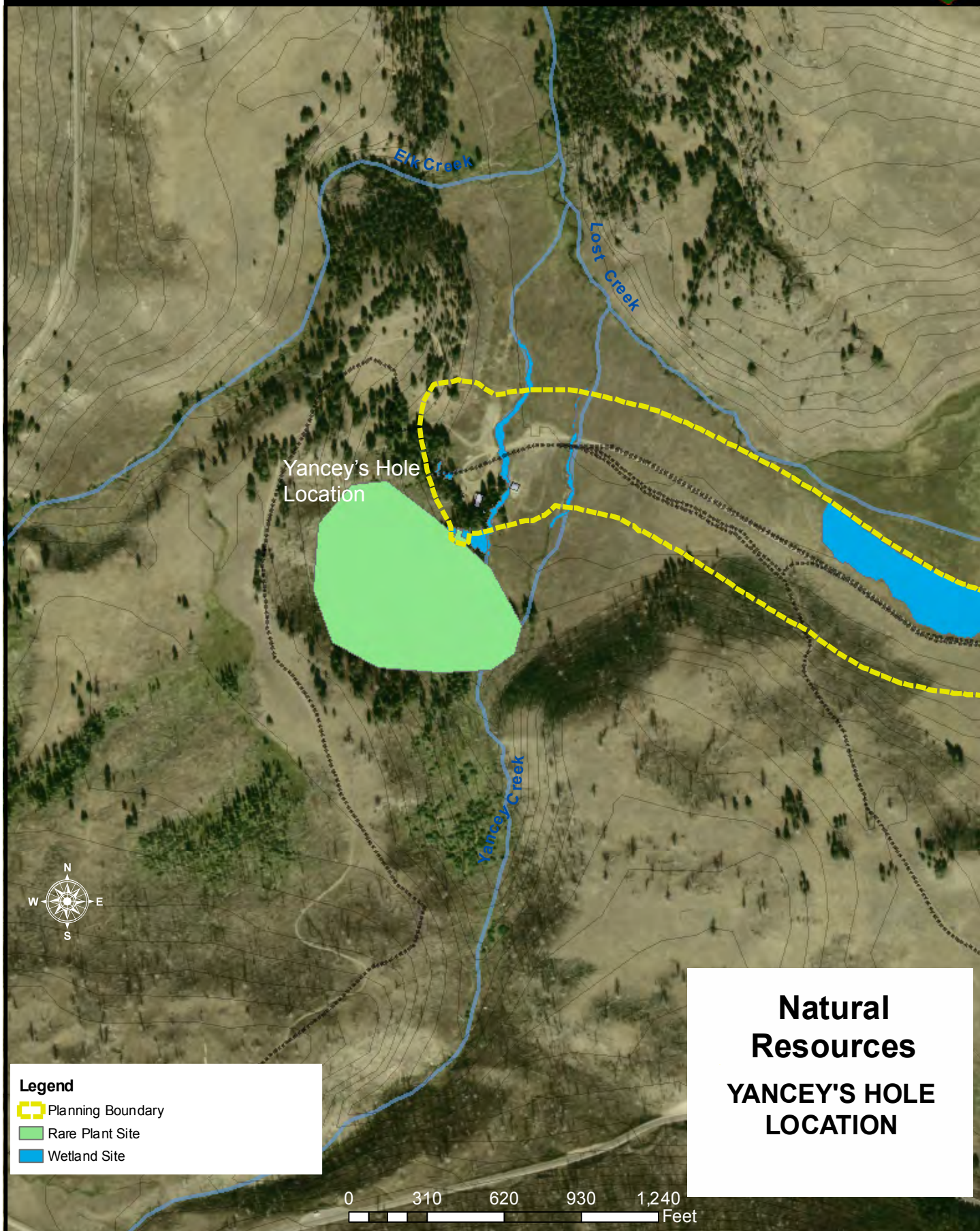
Superintendent's Approval_____
signature_____
date**Comments or requirements:**

APPENDIX B

MAPS OF TOWER-ROOSEVELT RESOURCE SURVEYS

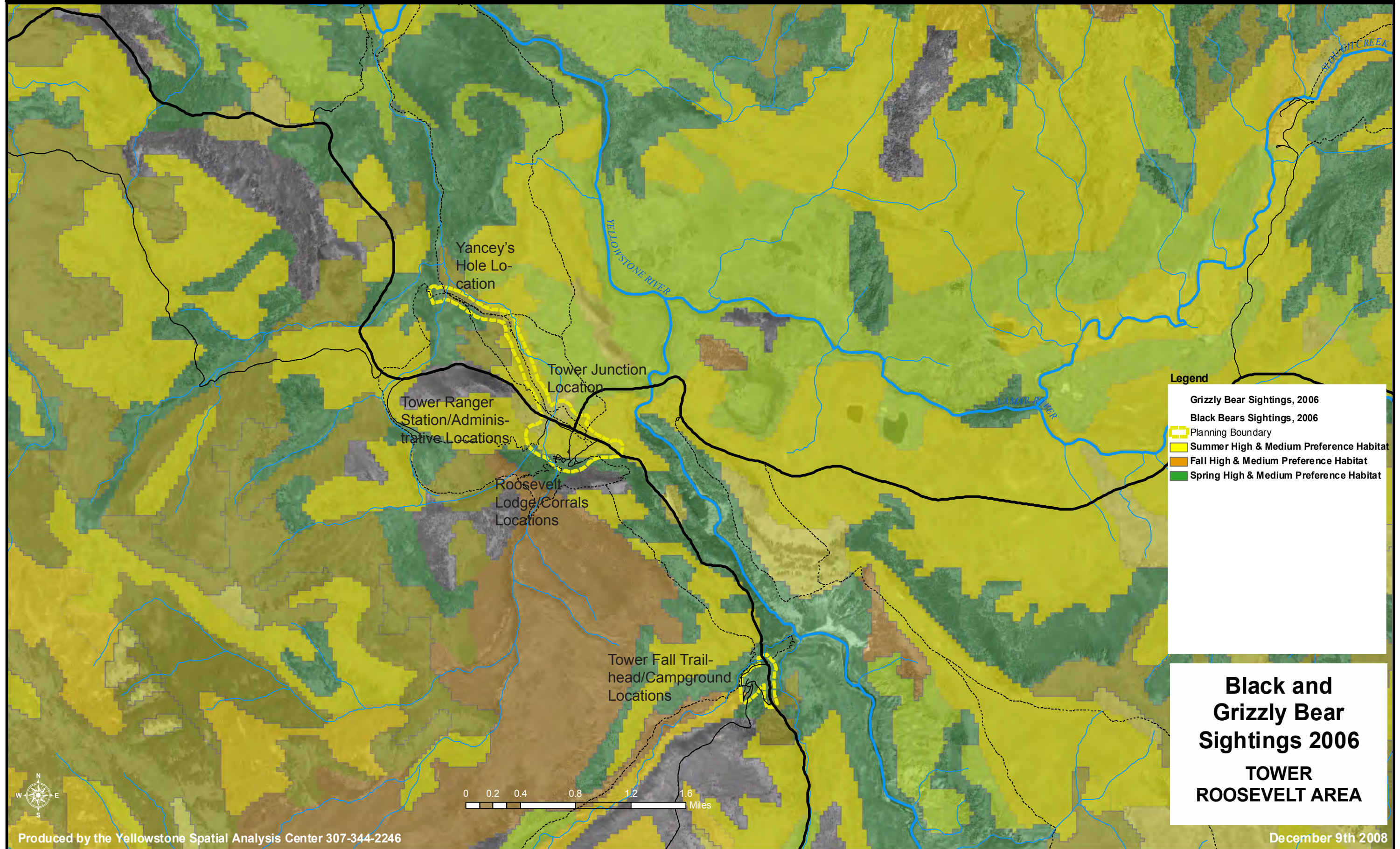


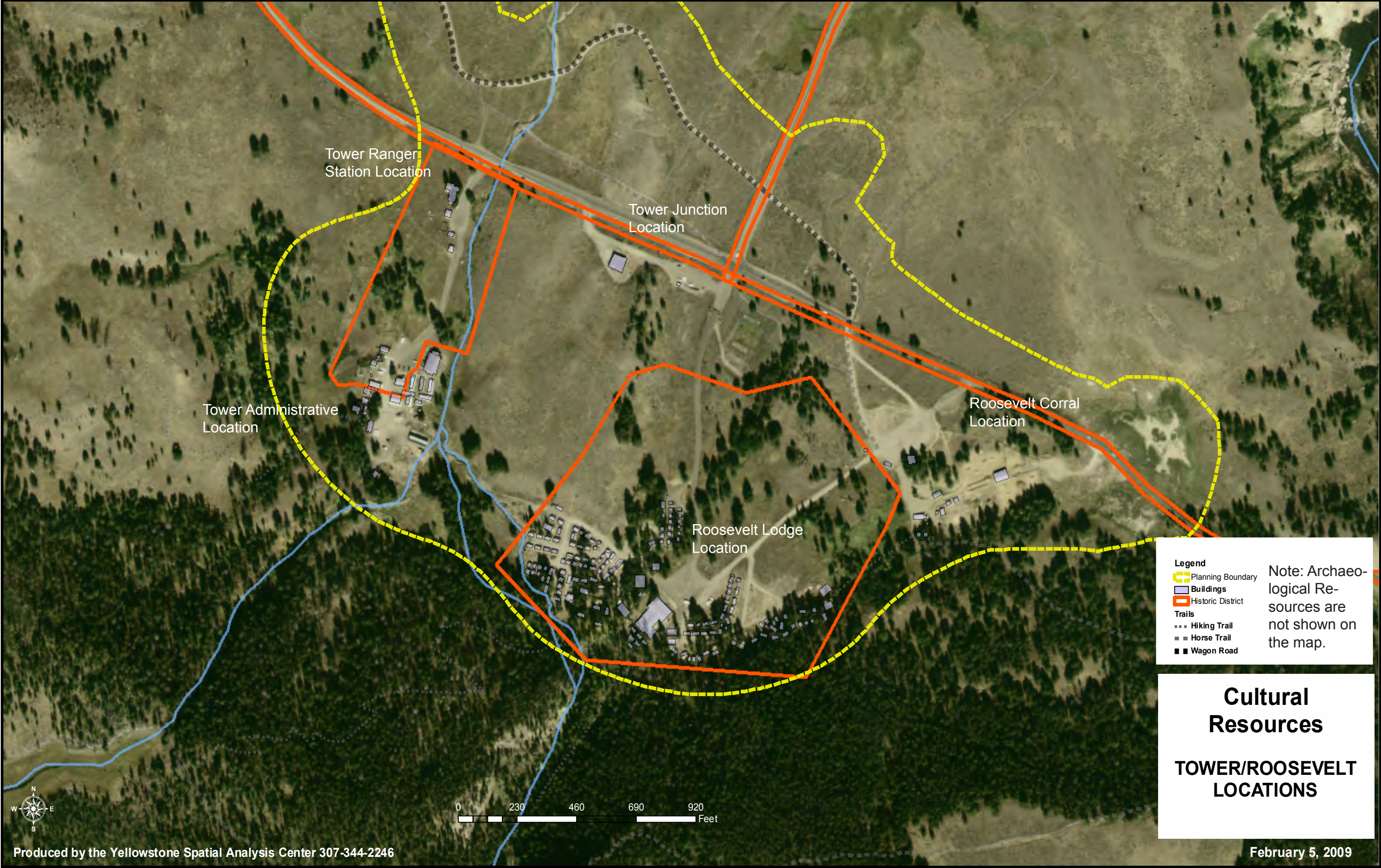


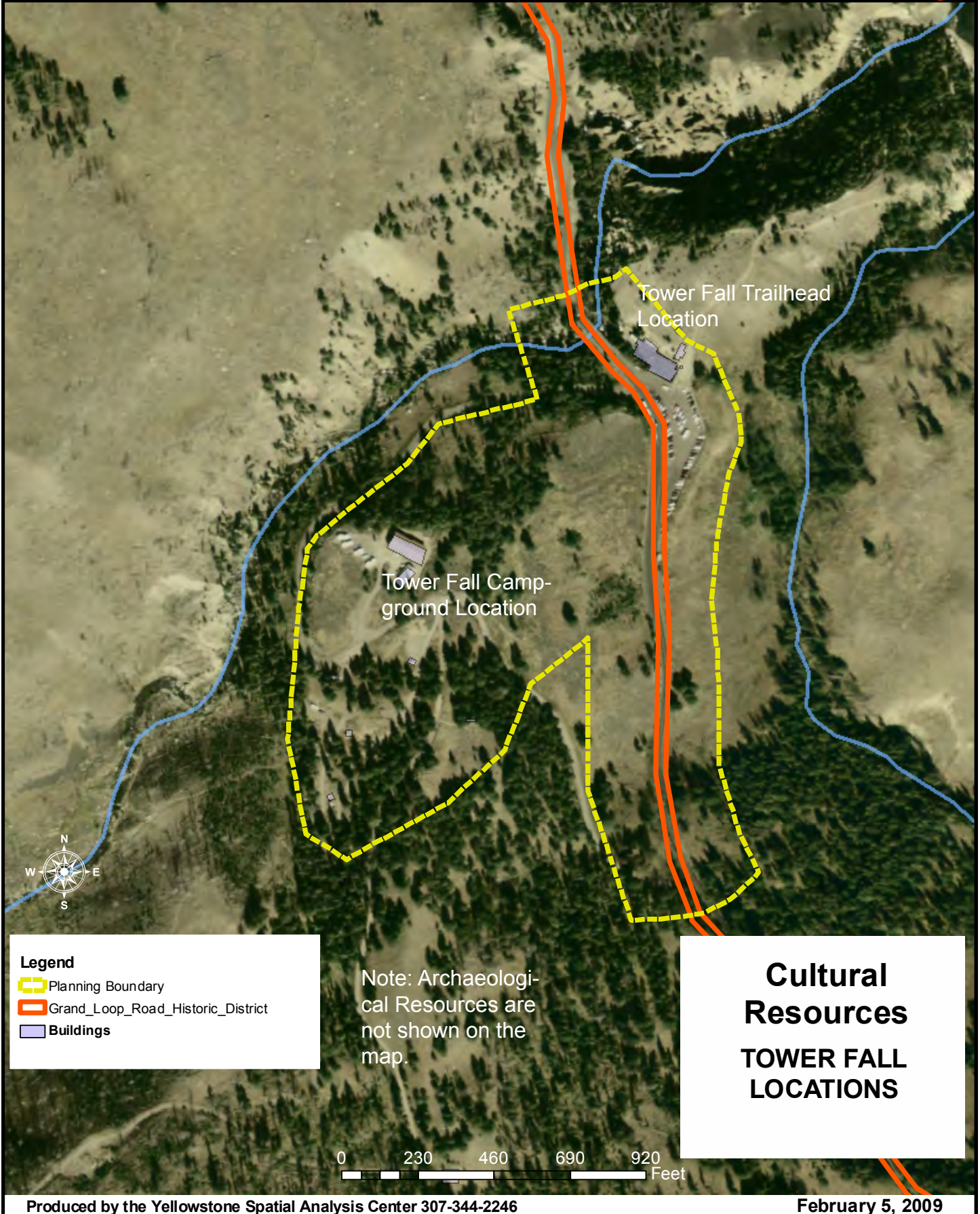


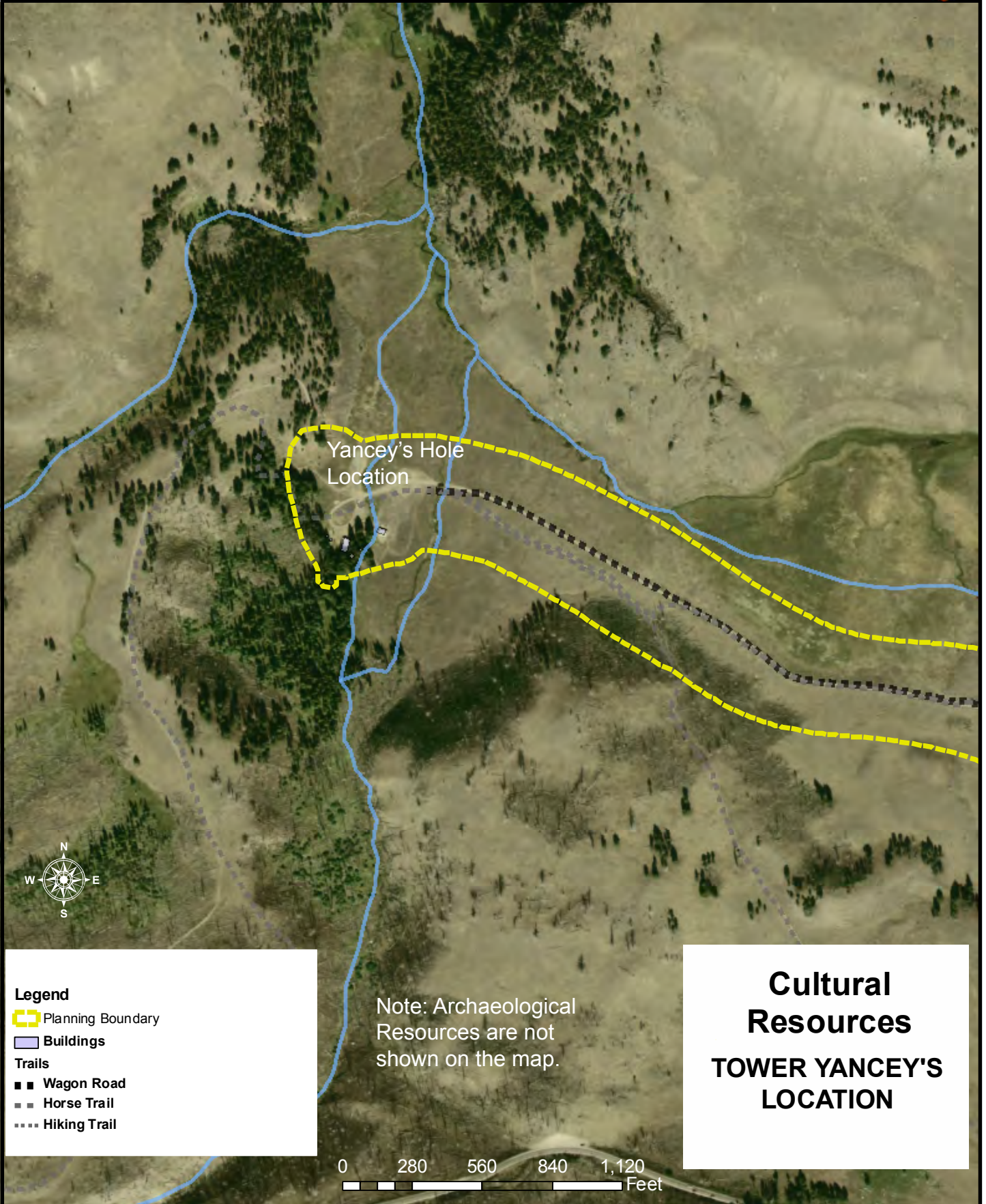
- Legend**
- Planning Boundary
 - Rare Plant Site
 - Wetland Site

Natural Resources YANCEY'S HOLE LOCATION







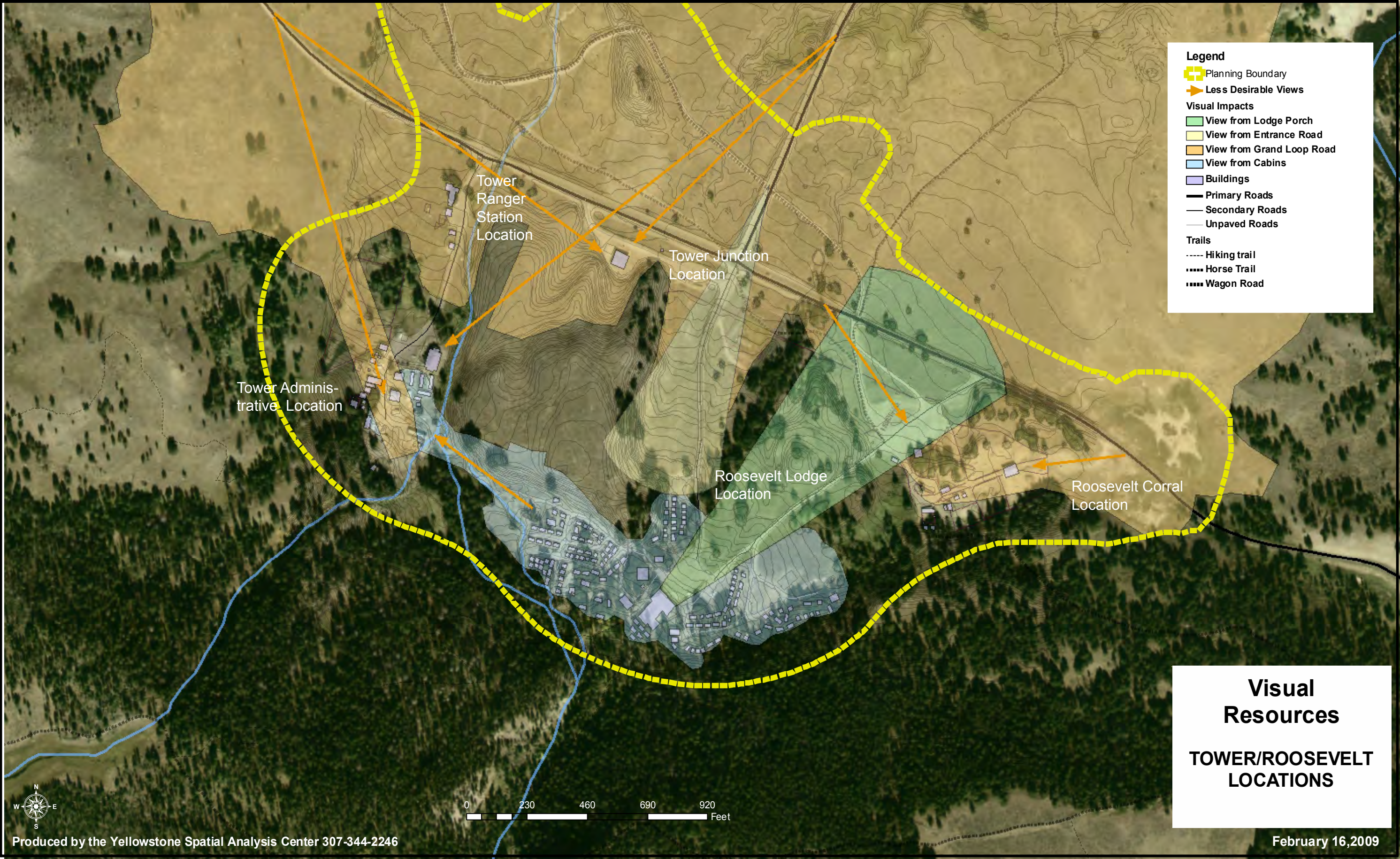


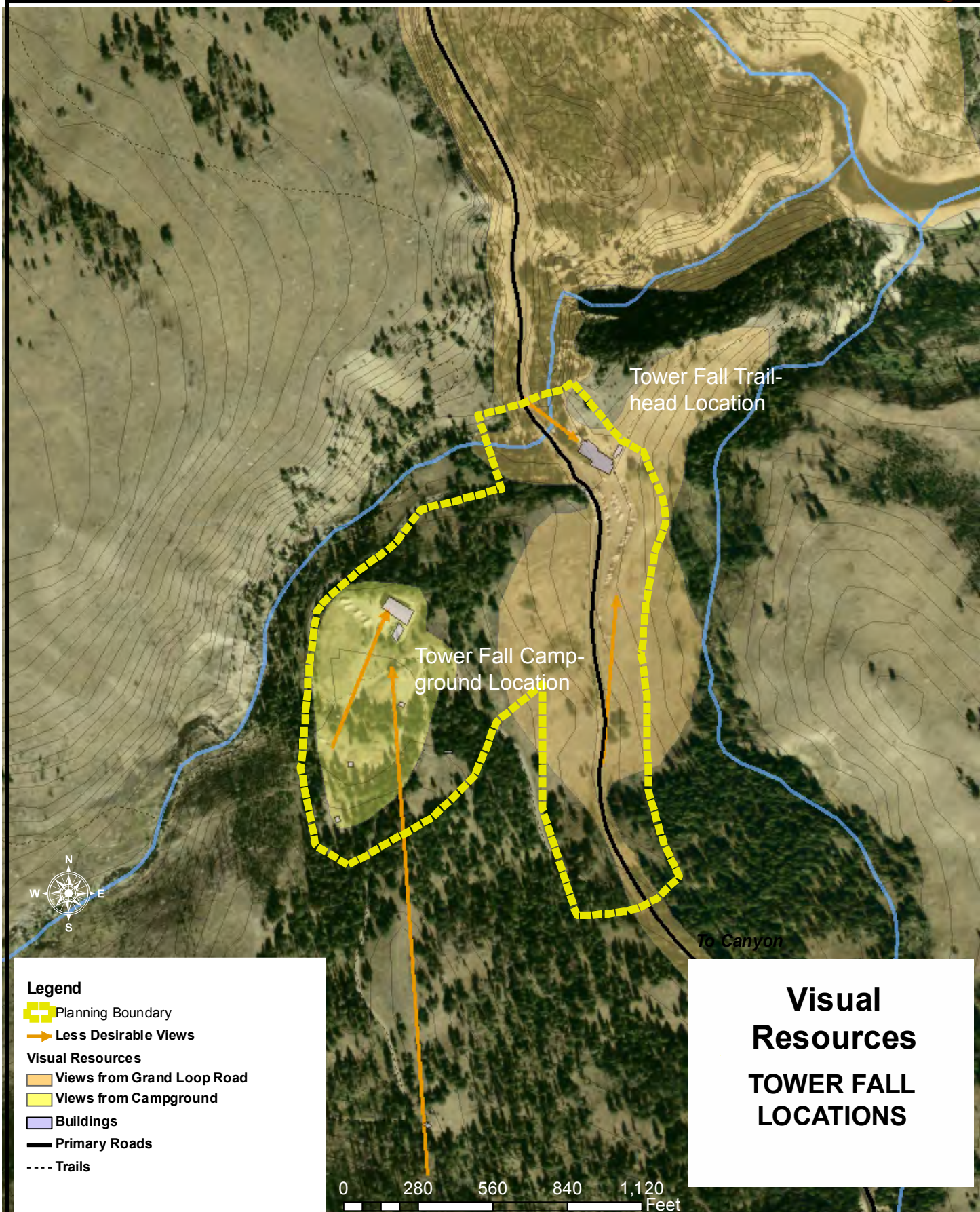
Legend

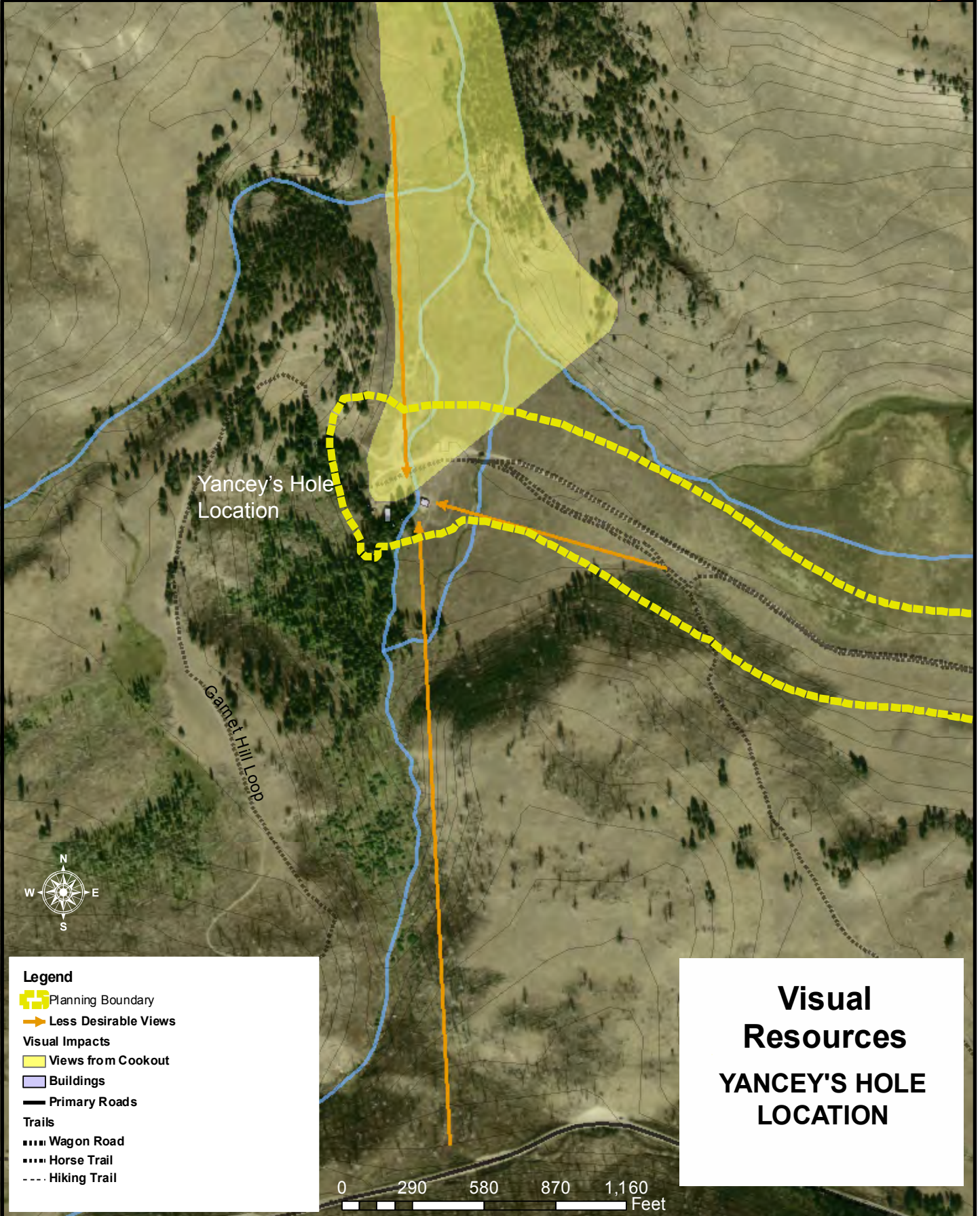
- Planning Boundary
- Buildings
- Trails**
 - Wagon Road
 - Horse Trail
 - Hiking Trail

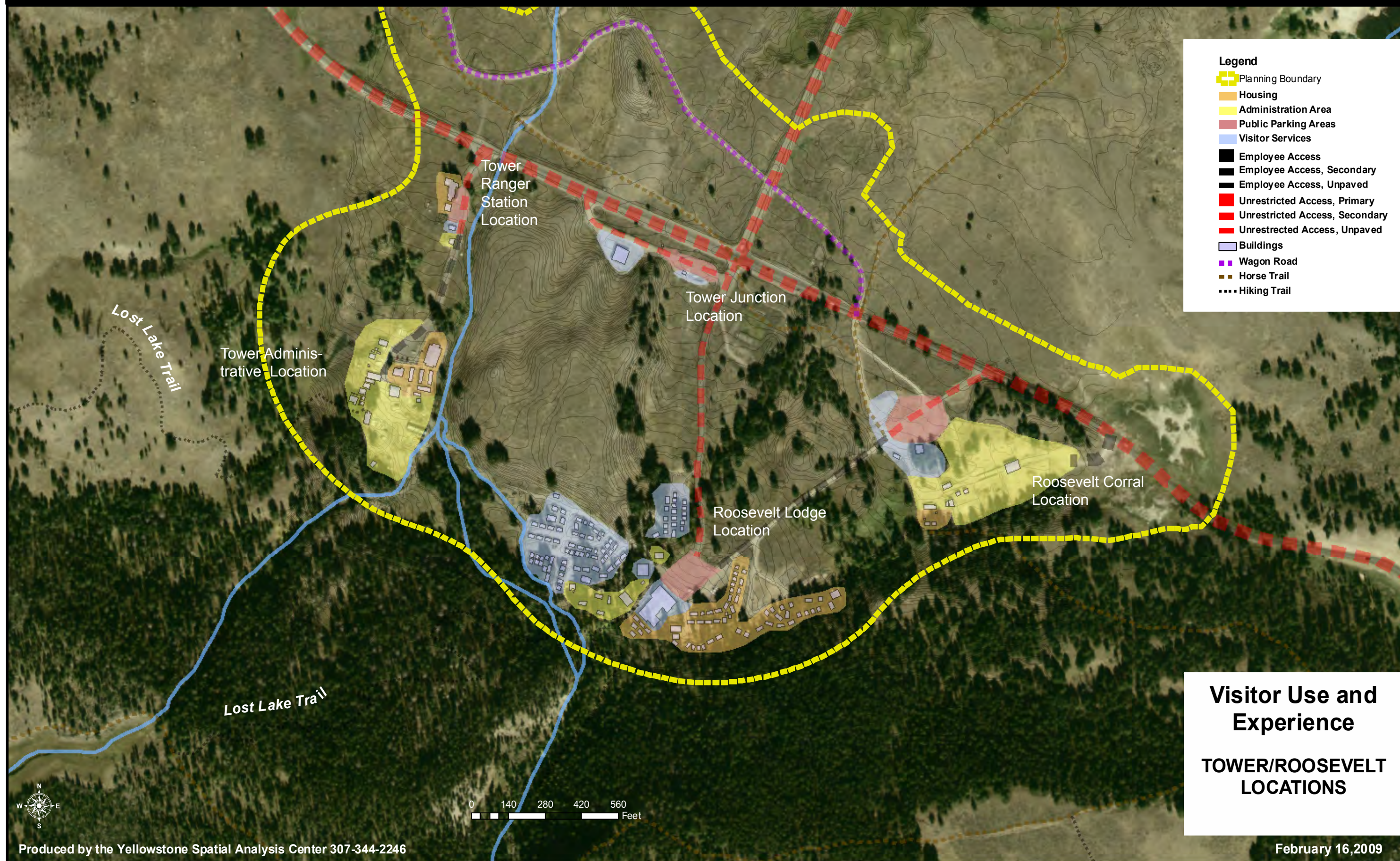
Note: Archaeological Resources are not shown on the map.

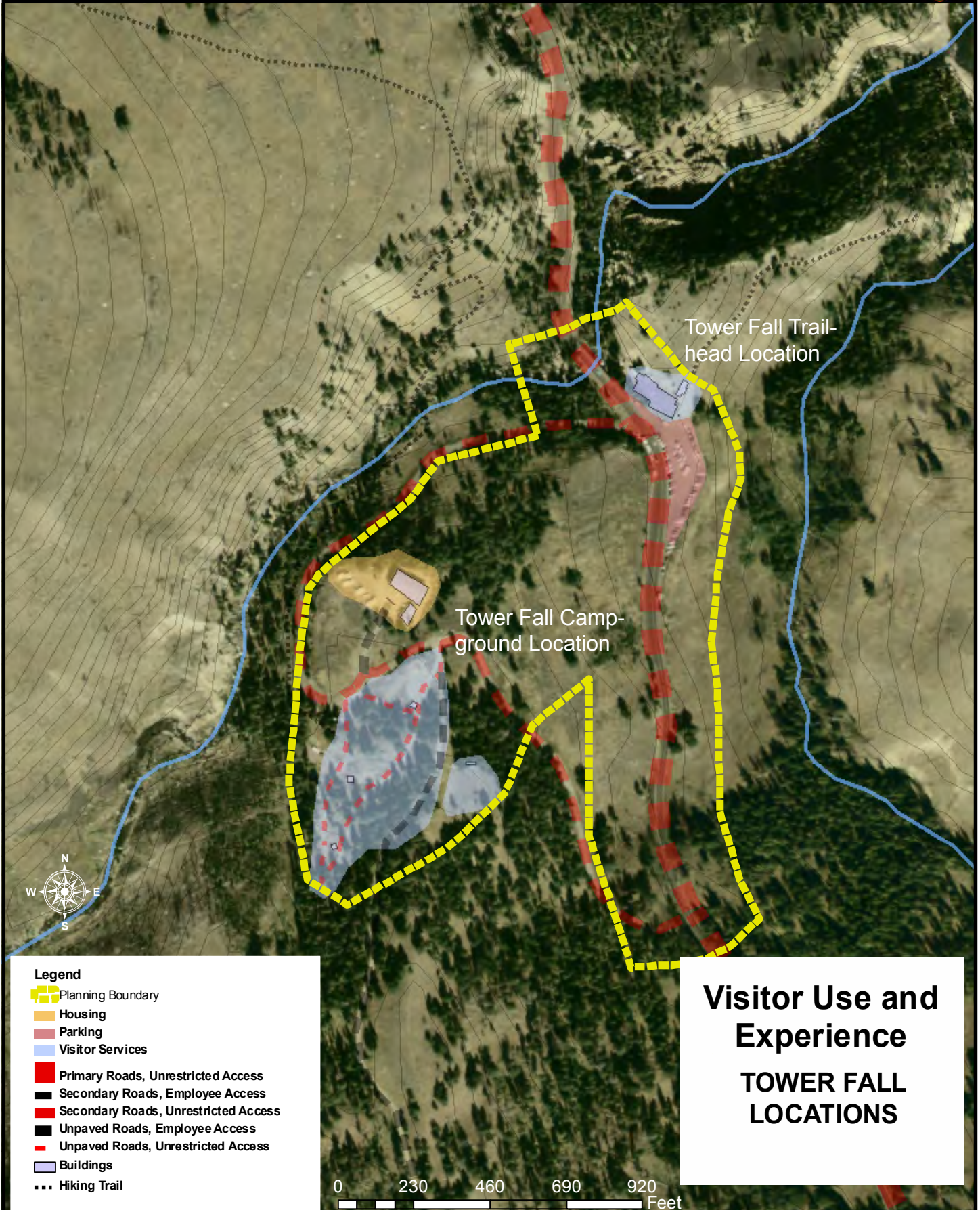
Cultural Resources
TOWER YANCEY'S LOCATION

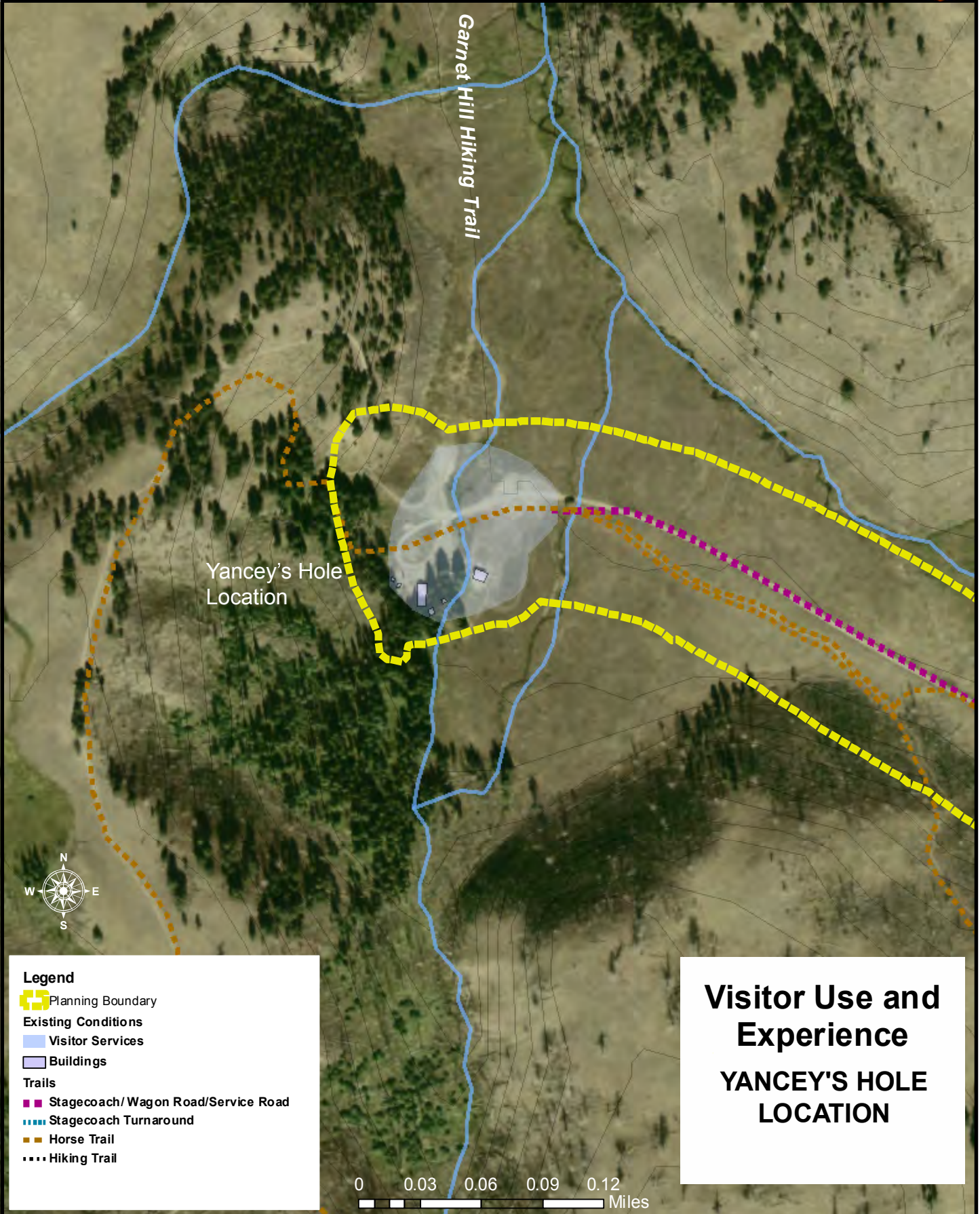












Legend

Planning Boundary

Existing Conditions

Visitor Services

Buildings

Trails

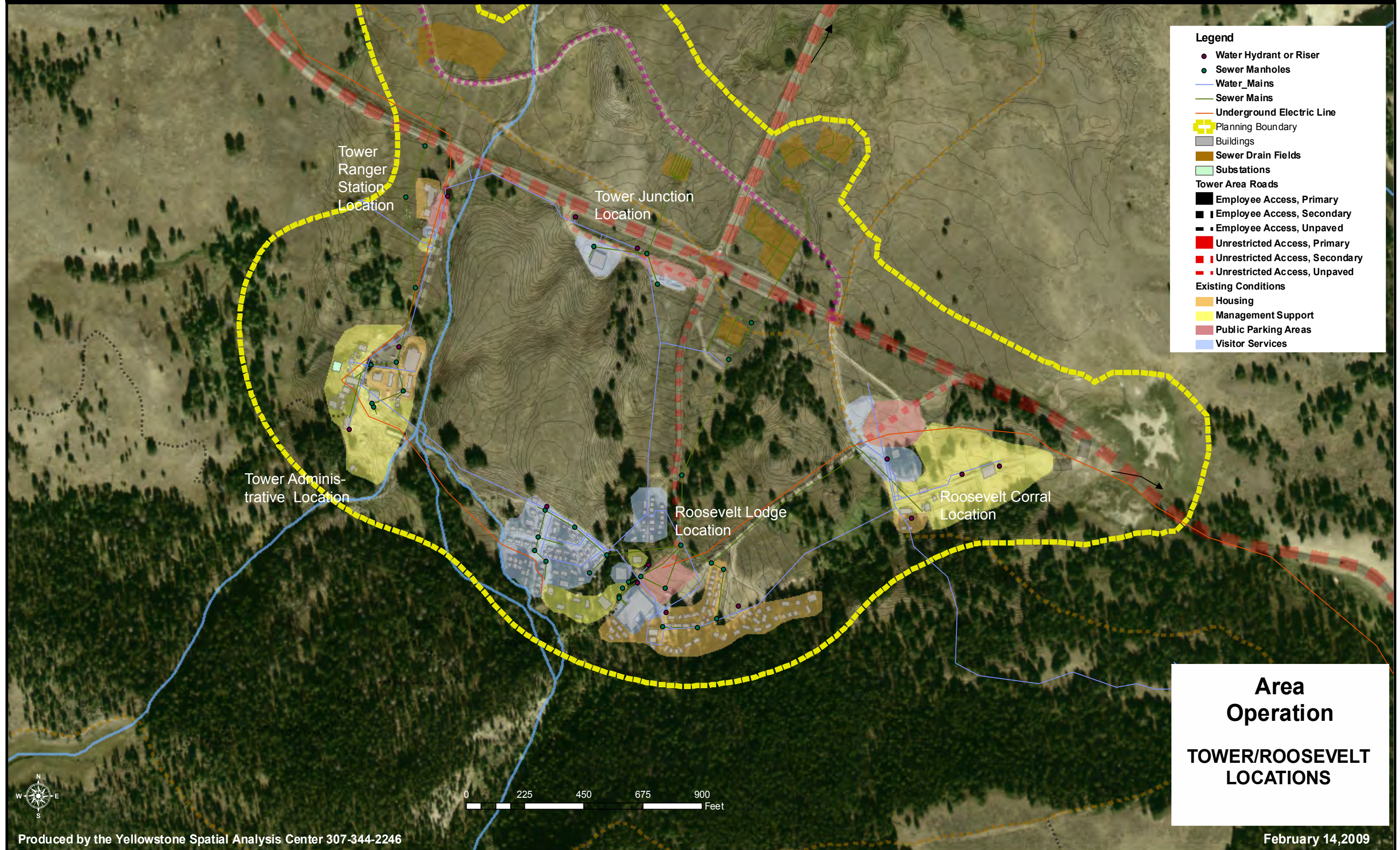
Stagecoach/Wagon Road/Service Road

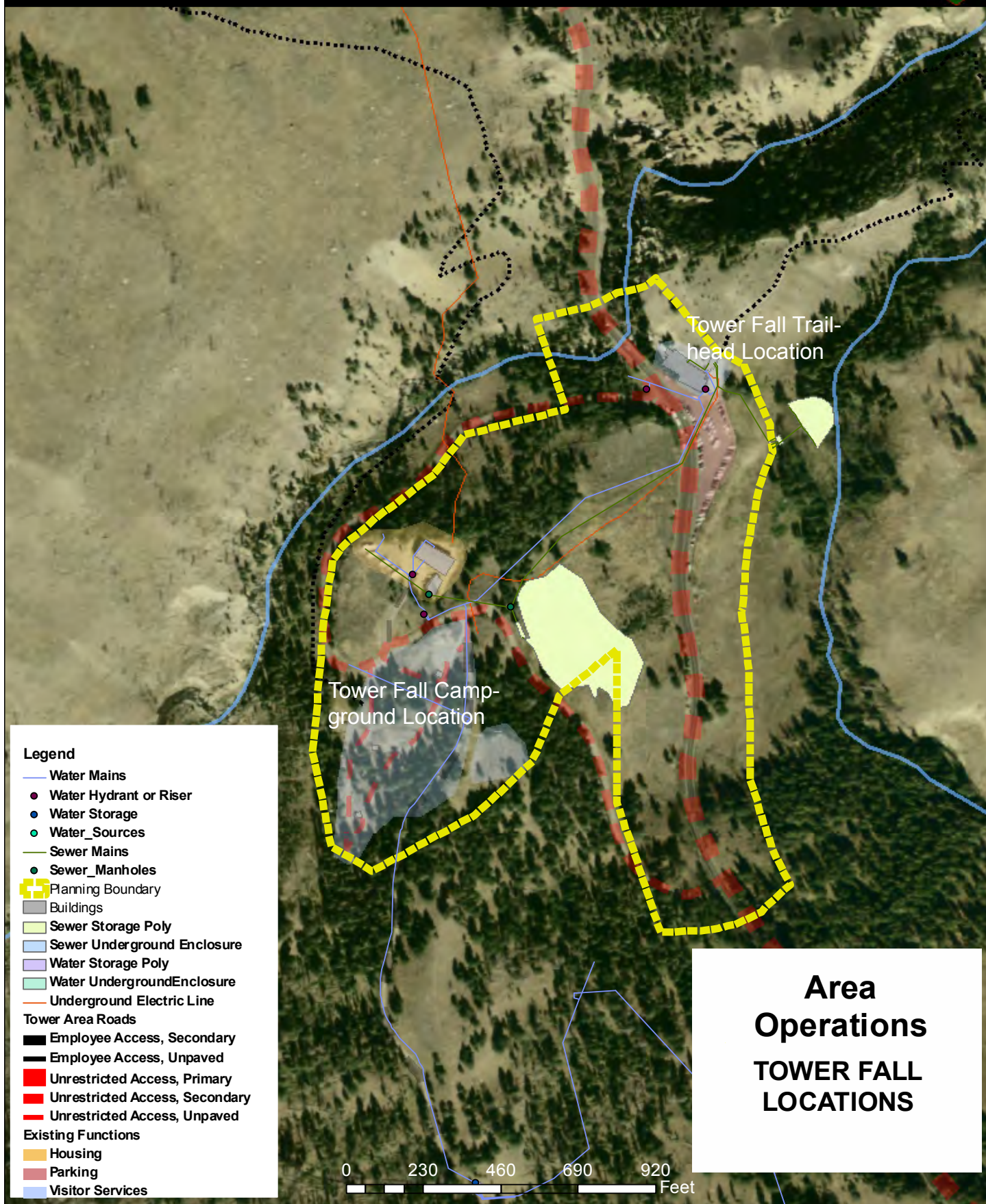
Stagecoach Turnaround

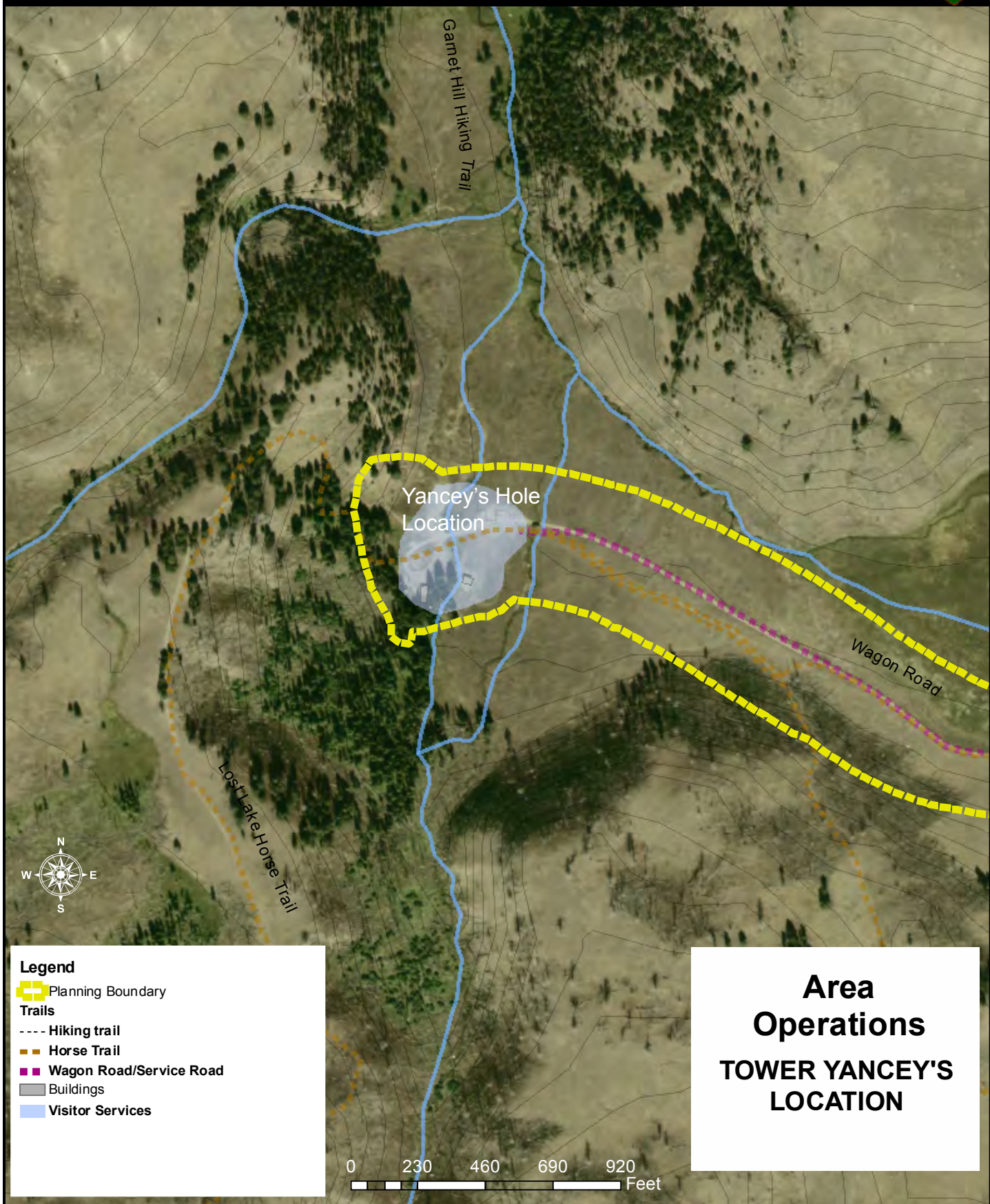
Horse Trail

Hiking Trail

**Visitor Use and
Experience
YANCEY'S HOLE
LOCATION**







APPENDIX C

GLOSSARY OF TERMS

Acceptable Limits of Change	Guiding principles that define restrictions on what kind, where and how much development and redevelopment can occur without resulting in unacceptable impacts to natural, cultural, and visual resources, and visitor experience. The three components of acceptable limits to change are 1. Buildable Planning Zones, 2. Planning Prescriptions, and 3. Design Standards.
Buildable Administrative Zone	Functional developed areas that are typically not viewed or visited by the public and are not intended as part of the visitor experience. Examples include employee housing, emergency services vehicle garages, etc.
Buildable Circulation Zone	Specific sections of road within the planning area where changes to that road may occur.
Buildable Development Zone	Areas where development mostly associated with visitor services can occur, such as buildings, parking, and trails. Building has occurred there recently and can occur in the future.
Buildable Historic Zone	Areas within existing historic districts where development changes can occur, provided they follow the Secretary of the Interior Standards for the Treatment of Historic Properties under Section 106 of the National Historic Preservation Act. (NOT all of a historic district is zoned as <i>buildable</i> .)
Buildable Natural Zone	Areas that are adjacent to or surrounding developed areas or roads and where emphasis is placed on preserving predominantly natural scenery and/or historic views. Examples of development include roads, underground utilities, and trails.
Buildable Planning Zones	Portions of a planning area that are suitable for change. Within the Buildable Planning Zones there are five types of land-use classifications: buildable natural, buildable historic, buildable circulation, buildable development, and buildable administrative.
Built Environment	Human-made physical structures, facilities, and utilities that make up a community
Comprehensive Planning	Method of planning that defines boundaries, limits, and standards of where and how development and redevelopment can occur, setting "acceptable limits of change" to development that support the "desired future conditions" for a certain area's future.
Cultural Landscapes	A reflection of human adaptation and use of natural resources expressed in the way land is organized and divided, patterns of settlement, land use, systems of circulation, and the types of structures that are built. The character of a cultural landscape is defined both by physical materials, such as roads, buildings, walls, and vegetation, and

by use reflecting cultural values and traditions. (NPS-28 CH. 7)

Design Standards	Guidelines that specify materials, color, scale, size, roof designs, layouts and settings that preserve the character and cultural/historic integrity of a planning area.
Desired future conditions	Benchmarks for natural, cultural, and visual resources and visitor experiences that should be achieved while considering changes to the built environment in order to preserve the area's "significance" and "fundamental resources and values."
Development Footprint	Often referred to as simply "footprint." The square footage of buildings (at ground level), roads and paved parking in the developed portions of the planning area.
EA	Environmental Assessment; an assessment of the possible impact—positive or negative—that a proposed project may have on the environment; considering natural, social and economic aspects.
Environmentally Preferred Alternative	The proposed planning alternative that best promotes the national environmental policy as expressed in NEPA Section 101.
Errata Sheets	Corrections to the plan document as released originally to the public
FONSI	Finding of No Significant Impact: a statement submitted in accordance with NEPA confirming that the evaluated plans will not have more than minor adverse impacts to local resources.
Fundamental Values and Resources	Important natural, cultural and visual features, systems, processes, visitor experiences, stories, scenes, sounds, or other resources and values that warrant primary consideration during planning because they contribute to the Tower-Roosevelt area and the park's significance, and are critical to achieving the park's purpose.
Historic Resources	Objects, structures, and visitor activities in the built and natural environment that represent significant periods in the history of architecture, park development and American Indian heritage.
Maximum Change in Development Footprint	The net amount of change to the square footage of buildings, roads, and paved parking that may be made while still achieving desired future conditions for the resources and visitor experience.
Minor Adverse Impact	Definition is specific to the resource under impact assessment; see appendix
Mitigation Measures	Tools and actions implemented by the planning process and ongoing management in order to preserve and protect resources from unacceptable adverse impacts.
Natural Soundscapes	The natural biological sounds heard in any given location, not including any sounds associated with human activity (including human conversation, road traffic, aircraft, and snowmobiles). Soundscapes are not only spatially specific, but are also temporally specific, as activity associated with weather and wildlife change over the course of the year.

NEPA	National Environmental Policy Act; established in 1969, the Act requires federal government agencies to include in every recommendation or report on proposals for legislation and other major Federal actions significantly affecting the quality of the human environment, a detailed statement by the responsible official on i) the environmental impact of the proposed action, (ii) any adverse environmental effects which cannot be avoided should the proposal be implemented, (iii) alternatives to the proposed action, (iv) the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity, and (v) any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.
No Action Alternative	The proposed alternative in which no comprehensive plan is written after the assessment; planning and project evaluation and design would continue as prescribed by preceding guidelines or earlier plans (<i>does not imply no further development</i>).
Park Operations	Activities and facilities, such as administration and maintenance, whose purpose directly or indirectly supports visitor and employee services within Yellowstone.
Planning Locations	Individual clusters of development within the "planning area"; these locations are addressed individually as part of the whole "comprehensive plan" for the area.
Planning Prescriptions	Guidelines that further define the acceptable limits of change within a particular zone by identifying primary function (what kind) and development footprint (how much) changes that can take place to the built environment without unacceptable impacts to natural, cultural, and visual resources.
Planning Zones	See Buildable Planning Zones.
Projects	Potential plans or actions identified during public and internal scoping; the list of projects for the Tower-Roosevelt Area determines future development allowed within the planning area. Examples include potentially expanding the government housing area, building a new saddle barn at the corrals, or adding a vault toilet to the Yancey area.
Preferred Alternative	The alternative that is consistent with NEPA criteria and best meets desired future conditions and fundamental values and resources.
Primary Functions	Designated uses for planning locations that relate to the specific desired future conditions for that location.
Project/Planning Area	The area encompassing the "planning locations" for a given comprehensive plan.
Scoping	A process used to determine the breadth of issues and alternatives to be addressed in an environmental assessment; it involves both internal and public commentary and dialogue.

Statement of Significance	Statement expressing the unique importance of a park, features, planning area, etc. in a global, national, regional, or ecosystem-wide context as relevant to that entity. p.5
Viewsheds	The natural environment visible from one or more viewpoints.
Visitor Use and Experience	The activities and sense of place that captivate people traveling through a given area in Yellowstone.
Visual Resources	Unique and significant viewsheds available from specific locations within the planning area that often contribute to the cultural landscape.