

# Territorial Statehouse State Park Museum Resource Management Plan

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# Executive Summary

Territorial Statehouse State Park Museum (“park”) located in Fillmore, Utah is the state’s oldest existing government building. Constructed in the early 1850s, the building served as the capitol facility for the Utah Territory. It is literally a central point in Utah’s cultural history. Its ongoing operation is also central to the vitality of its host community of Fillmore.

With recent budget cuts, concerns were raised about the park’s future. The Utah Division of State Parks (“Division”) along with local government and business leaders felt there was an immediate need to develop strategies to ensure that the park remains a viable resource for the future. To help the park adapt to new fiscal realities, Division and park staff met with local stakeholders and chartered a planning team consisting of local government and business leaders, cultural resource experts, and county tourism officials to review and update previous planning efforts and to develop strategies to help the park more efficiently meet its future mission.

This Resource Management Plan (“RMP”) summarizes these strategies. It includes goals and recommendations to:

- Attract more visitors and enhance visitor experiences with improved or additional opportunities, facilities and development;
- Market the park and increase visitation and revenues;
- Build internal, legislative and community support;
- Improve facilities, collections, grounds maintenance, and enhance the site’s design and;
- Ensure that there are adequate funding and staffing resources.

Many of these goals and recommendations are founded on the park’s 1997 Heritage Resource Management Plan. The additional goals and recommendations identified in this plan focus on building stronger ties between the park and the local community to leverage additional resources and support for the park. They also emphasize the need for the park to increase its visitation and revenue collections, and to reduce excessive costs while still providing visitors with the experience they have come to expect.

## Planning Purpose and Need

Territorial Statehouse State Park Museum stands large in Utah history, as it is the state's oldest existing government structure, formerly serving as the capitol building for the Utah Territory. The building was located in Fillmore because of its central location relative to the far-flung Utah Territory. The structure was the initial facility from which governance of all of current day Utah, most of Nevada, western Colorado, and southwestern Wyoming proceeded in the early 1850's. It is literally a central point in Utah's pioneer heritage and a tangible icon that connects visitors with this heritage.

Because of its historical significance to the state and because it is an essential element of the local community, planning is needed to protect the park and to ensure that it remains an ongoing, viable resource for future visitors, particularly in the face of budget cuts and adverse economic conditions. In 2009, the Utah Division of State Parks ("Division") was faced with significant budget reductions affecting its parks and operations. The Division's cuts heavily impacted the park's personnel, operations, and maintenance budget; the Division was forced to cut two of the three full-time staff positions at the park, and make reductions to park operations and maintenance.

Recognizing that the park is an important community feature, Fillmore City and Millard County officials along with other community leaders expressed concern about the depth of these cuts and indicated a willingness to partner with the Division to find ways of sustaining continued park operations. This partnership led initially to the formation of the



Legislative Hall at Territorial Statehouse State Park Museum



“Friends of Territorial Statehouse State Park Museum” group to rally support for the park. The Division also felt that it was time to update the 1997 Heritage Resource Management Plan to further solidify community support and to identify additional strategies to ensure the park’s ongoing viability. The Division asked many of these same community leaders to serve as members of a planning team to revisit the recommendations listed in the 1997 RMP and to identify new strategies to help the park weather the tough budgetary times.

## **The Planning Process**

As with all the Division’s planning processes, an up-to-date RMP is a prerequisite for new management actions, particularly those that involve the expenditure of state and local funds. Likewise, an RMP provides for the long-term protection and public enjoyment of the park’s various opportunities and resources. This RMP is required by the Utah State Legislature and the Board of Utah State Parks and Recreation to guide short and long-term management and capital development.

The planning process recommends acceptable changes and a future vision for the park. Specifically, the process recognizes a need to protect and preserve the park’s significant resources. It incorporates values of resource sustainability, quality facilities, education and interpretation for visitors. It also recognizes that new economic realities necessitate the need to find strategies to help the park operate more efficiently so that it will remain a viable historical resource for future visitors.

In late 2009, Division representatives met with community stakeholders to familiarize them with the planning process and to initiate the development of new management strategies for the park. During this meeting, the Division solicited the names of community members and various users with an interest and expertise in the park to serve as members of a resource management planning team. Team members were selected for a variety of reasons ranging from technical expertise to interest in the park.

All team members participated on a voluntary basis and expressed a willingness to contribute a significant portion of their time and expertise to the process. Ten individuals were selected to serve on the planning team, with two representatives from the Division planning section serving as staff to the team.

The issues addressed in this plan were identified through a variety of means including public meetings, planning team meetings, and from review of outstanding recommendations listed in the 1997 RMP. The plan's recommendations will guide and inform park staff and Division administration about the stewardship obligations for the park. These recommendations address numerous issues and define strategies to help the park meet visitor needs, attract more visitors, increase revenues, reduce costs, and leverage community assistance and support while protecting park resources.

The plan's guidelines are flexible. They both update the recommendations approved in the 1997 RMP and provide additional flexible guidelines for park management and development over the next 5 to 10 years.

The process used to develop plan recommendations was open and dynamic. The plan's recommendations illustrate the consensus input of the planning team and other key stakeholders representing the varied constituent interests of the park. These stakeholders include park visitors, local government and business leaders, cultural heritage organizations, local tourism officials, the public-at-large, and park and Division staff.

## **Previous Planning Efforts**

The plan's recommendations are essentially an update of previous comprehensive planning efforts. In 1997, the Division completed a Heritage Resource Management Plan for Territorial Statehouse State Park Museum. This plan outlined a number of vision elements to guide management and development actions over a five-year period. The plan included conceptual designs for new development of park facilities and site interpretation. It also included recommendations to improve management of the museum's collections.

The original plan's vision statement outlines the following principles that continued to guide team recommendations in this process:

- The Statehouse itself must be preserved and interpreted as an historical artifact that reflects the story of territorial Utah.
- The Statehouse would ultimately house exhibits and interpretive areas, while efforts would be made to locate peripheral facilities or additional exhibits in other buildings.

- The park's main interpretive theme would revolve around the history of territorial Utah, and would highlight the Statehouse's enduring connections to the community.
- All activities and development actions would preserve the integrity and authenticity of the original structure.

The 1997 plan included recommendations to achieve these vision elements. Team members recommended development of a park site interpretive plan with themes, goals, and objectives based on these vision elements. Actions were identified to develop an easily seen and accessible entrance and arrival experience off of Fillmore's main street. This included additional enhancements that would more closely link various park elements and would interpret the footprint of the original site design as conceived by Statehouse architect Truman Angell.

The 1997 plan also recommended the development of partnerships with community, county, and other organizations for projects to enhance the marketing, programming and fund raising efforts for the park. Team members recommended that actions be taken to secure funding through a variety of means to ensure long-term preservation of the site.

Many of the original plan's recommendations were implemented. In 1997, shortly after completion of the plan, more than \$10,000 in improvement funds were secured to refinish the Statehouse's legislative hall floors, upgrade the building's lighting fixtures, and install new curtains. The Division received another \$125,000 the following year for Americans with Disabilities Act ("ADA") upgrades to improve access for all potential visitors, window restoration, soffit and fascia repair, brickwork repair, and upgrades to the building's roof structure.



## Territorial Statehouse Fillmore, Utah

In 2001, the Utah Division of Facilities Construction and Management awarded the park \$850,000 in state development funds to implement a master plan that would renovate the Statehouse. This major effort, based on the conceptual designs put forward in the 1997 plan, focused on the remodel and replacement of the building's annex. While it was the planning team's original intent to house the gift shop, public restrooms, and administrative offices in another building, it was determined that the building's historical integrity would not be compromised by incorporating these facilities in a renovated/reconstructed annex. Construction of these facilities was completed in 2003.

Additional plan recommendations were implemented to strengthen partnerships with community, county, and other organizations to enhance the marketing, programming and fund raising efforts for the park. Some of the following actions occurred under this goal:

- The park hosted the State Centennial Balls in 1996;
- The Statehouse was the site of Governor Jon M. Hunstman's first State of the State address in 2005; and

- The Division designed and distributed park brochures, updated on a three to four year basis, and markets and promotes the park in the State Parks Field Guide, on the Division's web site, and in print, TV and radio media outlets.

This plan focuses on the relevant actions from the 1997 plan that still need to be implemented. Emphasis is on those recommendations that increase visitation and help the park operate more efficiently. For such actions deemed pertinent, this plan identifies strategies for their implementation. This plan also addresses new issues that have emerged since completion of the earlier effort.



A youth group learns traditional dances in the Legislative Hall.

# Mission and Vision

## Mission

The team determined that the Mission Statement from the 1997 RMP was still relevant. It reaffirmed the previous mission statement and made slight modifications to emphasize the park's importance to the local community. The updated mission statement is listed as follows:

## Mission Statement

Territorial Statehouse State Park Museum will preserve and interpret the site as Utah's territorial capitol (1850-1858) and will provide educational and community recreational opportunities for visitors to the state park appropriate to the Territorial Statehouse and surrounding communities.

## Vision

As noted previously, the team's recommendations are consistent with the vision elements identified in the 1997 RMP. The elements included in the vision statement are the guiding themes that underlie plan recommendations. The previous statement including updated vision elements are listed below.

## Vision Statement

Territorial Statehouse itself is the jewel of the park and must be preserved first and foremost. Interpretively the building should be treated as an "artifact" that reflects the story of territorial Utah.



Museum exterior and rose garden

The following vision elements from this Vision Statement are relevant to the current planning process:

- The main interpretive theme the site will share with visitors revolves around the history of territorial Utah. This will include how the territory developed: the relationship and conflict between the federal government and the territory; the interconnectedness of the Mormon religion and culture to the political activities and how some themes reoccur throughout the history of Utah; and the building of the Statehouse, its construction, what wasn't built and why, and the Statehouse's enduring relationship to the community.
- All activities, development, and operations of the park will reflect this interpretive premise. For planning purposes involving the statehouse this means:
  - The exterior of the building will be restored and maintained as closely as possible to the 1855 structure. However, at this point the annex will remain.
  - The legislative hall will function as the original legislative hall did with appropriate exhibits and interpretation in other areas of the building.
  - No modifications will be made to the building that cannot be removed.
  - Electricity will be maintained and brought up to safety standards.
  - Previous modifications that are not in keeping with the interpretive message will be adjusted to enhance and preserve the building and/or to enhance the exhibits and interpretation. Care must be taken to insure these modifications consider the building's use as an artifact rather than as a museum.
  - ADA issues will be addressed in accordance with the *Uniform Code for Building Conservation*.

Team recommendations also integrate the central site design theme from the 1997 RMP Vision Statement. The team felt that this is a critical element in attracting more visitors to the park:

- An essential theme that is incorporated in many of the plan's recommendations is site design. Also critical to the vision of the park is developing an easily seen and accessible entrance/arrival experience off of main street, enhancing the linkage between various elements of the park, maintaining the Statehouse as the visual focus of the park, and interpreting the footprint of what was designed by Truman Angell but never built.

Team members also recommended that the following themes be added:

- The park needs to be interconnected to the community.
- The park should be focal point of downtown Fillmore.
- There is a need to show how the local community benefits from a viable, operationally stable park.

# Issues and Recommendations

## Overview

The plan's recommendations focus on strategies to attract more visitors and enhance visitor experiences by improving existing park opportunities or programs, or by providing new opportunities. This may require new facilities or infrastructure development.

Plan recommendations also include actions to more effectively market the park and increase visitation and revenues. To accomplish these goals, team members also identified a need to build support from the Utah State Legislature and from the local community. There is also a need to enhance support for the park from within the Division itself.

The team also recommended improvements to facilities, not only to attract more visitors, but to meet current visitor needs and to better manage museum collections. The plan also includes actions that enhance the park's design and improve maintenance of the grounds.

Finally, planning team members recommended actions to ensure that there are adequate funding and staffing resources. Partnerships with community stakeholders will be crucial to the successful implementation of these actions, as recent budget cuts have led to significant reductions in full-time staff.

The balance of this document summarizes each issue area and discusses the associated problems or needs identified. It also articulates the team's specific goals developed to address each issue and lists the relevant recommendation to achieve each goal.



## **Issue Area #1: Attract more Visitors and Enhance Visitor Experiences with Improved or Additional Opportunities, Facilities and Development (Enhancement Opportunity)**

The team identified a need to implement a comprehensive site design that improves existing facilities, provides needed new facilities, and attracts more visitors to the park. A discussion of goals and recommendations follows.

### ***Enhancement Opportunity Goal #1 – Facility Improvements or Development***

1. There is a need to fully engage the existing site plan, as recommended in the 1997 RMP.<sup>1</sup> The following items should be immediately implemented within the site plan:
  - a. More restroom facilities are needed to improve the visitor experience. This action is necessary to accommodate larger group visits or park events.
  - b. The Division and park staff should actively participate in the planning, design, and development of the proposed Gateway feature to be installed on Fillmore's main street.<sup>2</sup> This feature is thematically linked to the park, and will induce greater visitation.
  - c. There is a need to move the existing log cabins to another location on the site, as their current location hinders the viewshed of the Statehouse. Along with the proposed Gateway feature, this action will help visitors better locate the park and will help attract additional visitors. The site plan will need to address cabin relocation and other basic design elements. The Division's Southwest Region Crew has expertise in relocating such structures and should be able to undertake this action with minimal incremental cost to the Division.
  - d. The site plan should explore the feasibility of acquiring and developing property located adjacent to the park on 100 South next to the existing park shop. This property would be acquired for development of a pioneer-themed group camping area. In addition, the new property may also be utilized as additional museum space. This acquisition will attract additional visitation and will add another recreation dimension that will help enhance park revenues from fee-based use. The site plan should include a basic design for this proposed area.

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<sup>1</sup> Please refer to Appendix A.

<sup>2</sup> Please refer to Appendix B for additional gateway renderings prepared by Mr. Paul D. Brown Architect, Inc.

Figure 1: Updated Site Plan Rendering (Paul D. Brown Architect, Inc., June 2010)



Figure 2: Proposed Gateway Rendering (Paul D. Brown Architect, Inc.)



2. The following longer-term site plan elements should be added to the site plan. Staff should prioritize and implement these actions when feasible.
  - a. There is a need for additional parking, especially for buses or larger groups. Current bus parking, particularly for school or tour groups is inadequate. Likewise, while current parking meets American with Disability Act (“ADA”) standards, there is a need to enhance ADA parking. This will be critical to attract additional visitation from individuals or groups requiring ADA access.
  - b. While additional ADA parking is a need, it is recommended that ADA access to the Statehouse building itself should be enhanced to accommodate additional visitation.
  - c. The site design should plan for development on prospective acquired properties (specifically, the miniature golf area adjacent to the southeast corner of the park). This area would be developed to accommodate more day use (installation of picnic tables, etc).
3. The Pod should remain a civic center to host a variety of different events or activities (dances, meetings, etc.), and should be used as a community resource.

4. There is a need for additional building space that allows the park to expand its classic museum functions. This action may entail several options. One option is to explore the feasibility of acquiring the adjacent National Guard Armory building north of the park.
5. It is recommended that park staff work with the local community to explore the feasibility of installing a digital sign at a designated route leading to the park. This could provide information about the park and would help attract additional visitors.
6. There is a need to obtain better sound equipment for the park, particularly for outdoor events or large group activities.

***Enhancement Opportunity Goal #2 – Programming and Interpretation***

While the park does have an active interpretive/educational program (“I/E”), there may be opportunities to improve existing I/E efforts and add new items to the park’s program where needed. The team identified the following recommendations under this goal.

1. Park staff should promote and provide for an “evening of dance” event. These may be held on a regular basis and may entail period-piece costumes, music, or related activities.
2. Members of the Friends of Territorial Statehouse State Park Museum (“Friends group”) can assist park staff by serving as docents (knowledgeable guides who conduct visitors through the museum and provide expert commentary on the exhibits). Park staff should also work the Division’s Volunteer Services Coordinator to obtain additional docent services on a voluntary basis. This will help park staff to more effectively address workload needs at little or no incremental cost.



The portrait hall at Territorial Statehouse State Park Museum.

3. Park staff should develop and install interactive audio and video displays for exhibits. This will provide for an interactive, “virtual” visitor experience. Staff should use similar technology to develop self-guided audio tours of the park. This will likewise enhance visitor experiences while helping to better manage workloads.
4. Park staff should promote and expand the Zion’s Camp youth activities currently held at the park.
5. Park staff should consider identifying and developing additional exterior exhibits related to the heritage themes of the park.
6. Park staff should work with the local school board to ensure that Statehouse history is fully integrated into school curriculum. These efforts should also ensure that more school groups visit the park.
7. Park and Division staff should develop additional programming that involves historic replicas, historic reenactments, or other similar activities such as those that occur at This is the Place or other such areas.
8. Park and community stakeholders should encourage the local drama club and theater group to hold community plays at the park.
9. Park staff should develop hands-on exhibits and displays for the Millard County Fair, the Utah State Fair or other similar events. This will help promote the park and provide outreach in off-site locations.
10. The Division and park staff should bring back old exhibits for display. The team recommends that exhibits be displayed as “period rooms” with a historical theme tied to each room. Likewise, it is recommended that museum exhibits be rotated on a periodic basis.

***Enhancement Opportunity Goal #3 – Cooperative Community Economic Development***

There is a need to ensure that there is greater economic interconnectivity with the local community such that both the park and the local community can realize greater levels of positive economic benefits.

1. Community partners should work together to upgrade signage on main street to attract more visitors to designated areas, including the park.
2. The Friends group should work with community organizations to sponsor Chuck Wagon dinners along with entertainment at the park.

3. Park facilities should be made available for conventions, business meetings, business retreats, or other similar events that attract groups to the park and area. It is recommended that park staff provide hands-on activities as part of these events. Community events coordinators should work with park staff to develop a promotion strategy for this recommendation.
4. Park staff should contact local caterers and make park facilities available for catered civic events.
5. Park staff should work with community stakeholders to identify additional recreational opportunities at the park that would result in greater park-community interconnectivity.

## **Issue Area #2: Marketing the Park and Revenue Enhancement**

### ***Marketing Goal #1 – Marketing the Museum***

The team identified recommendations to address the following questions and concerns regarding marketing needs: What opportunities/activities, seasons or time periods, etc. at the park and other areas should be marketed? How should they be marketed? What partnership opportunities exist for marketing? What sources of funding and expertise are available for marketing?

1. The park, Fillmore City, and other organizations currently co-sponsor major annual events, programs, and activities at the park. These include the annual Off Highway Vehicle (OHV) Jamboree, the annual classic car show, the Easter egg hunt, the Old Capital Arts Festival, and the Fillmore 4<sup>th</sup> of July celebration. There is a need to enhance marketing and promotion of these events to attract even more visitors to the park.
  - a. Park staff, Fillmore City, and event organizers should identify and promote other activities associated with these annual events to attract an even broader base of visitors to the park. The following strategies were discussed as possible ideas:
    - i. With each event, park staff should work with organizers in the pre-event planning stages to promote ideas that would help increase park visitation and revenues.
    - ii. Park staff should work with OHV Jamboree organizers to include a museum entrance fee with OHV Jamboree registrations.
    - iii. Park staff should open up the front main entrance during events.

- iv. To increase museum revenues and visitation, the park should promote and sponsor catered dinners during such events. The museum legislative hall could be used for these functions.
  - b. In relationship to the Old Capital Arts Festival, park staff, the Friends group and festival organizers should identify other arts councils or organizations (such as the Utah Arts Festival) that could help promote the park and events. Staff and organizers should make contact with these groups and coordinate with them to help increase statewide exposure of both the Old Capital Arts Festival, and the park itself.
  - c. Park staff, the Friends group and the Old Capital Arts Festival should explore the feasibility of having a "Territorial Statehouse" booth or exhibit at other arts festivals to help promote the park.
2. Park staff should work with the Friends group, Millard County Tourism, and the Division's Communications and Marketing Section to advertise park events on statewide media.
3. Park staff should work with the Friends group to determine strategies on how to promote the park within specific periodicals, articles or related publications. Focus should be on the theme: "the State's oldest government building and its history and relationship to the community and state."
4. Park staff should also seek contact with state colleges and universities, or other research entities (Smithsonian Institution, for example) to promote additional research and publications on the statehouse and its history. Also, staff and the Friends group should contact organizations such as the Smithsonian to see if Smithsonian-sponsored exhibits can be displayed.
5. Park staff should work to better advertise rotation of exhibits and coordinate with other museums to exhibit "traveling" displays from the statehouse.
6. Park staff should work with Millard County Tourism to more clearly define the relationship between the park and the county in determining ways to more effectively market the park.



Easter Egg Hunt at the Park

***Marketing Goal #2 – Attracting Visitors Already in Area to the Museum and Improving Visitor Identification of the Park***

In spite of its central location, many travelers have difficulty locating the park. The Statehouse is somewhat hidden behind other buildings, trees, etc. Actions are needed to help visitors more easily identify and locate the park and to distinguish the structure from nearby buildings.

In addition, the park is located adjacent to one of the most used travel conduits in the state (I-15) and many travelers stop at Fillmore's two I-15 exits to make use of the convenience stores and restaurants located there. Actions are needed to induce these travelers to visit the park.

The team made the following recommendations under this goal.

1. As noted above, there is a need for all the partners to implement the Gateway planning feature and fully engage the site plan. Currently, the site plan is conceptual. Park staff should coordinate with the Division's Facilities and Construction Section, the Southwest Region Crew, and the Heritage Coordinator to review and update the conceptual designs from previous planning efforts. The group should secure the necessary funds to update drawings and conceptual designs and to fully develop architectural and engineering plans and specifications from which actual site development can proceed. It is also recommended that the partners in the Gateway project develop a solid project schedule to better plan for needed labor, materials, and funding of the project.



2. Park staff should work with community partners to fully implement the upgrade and installation of new freeway signs and directional signage to attract more visitors to the park and the historic business district.<sup>3</sup>
3. Park staff should work with the city to increase the visibility (through tree trimming, etc.) of the current entrance sign at 50 West Capitol Avenue. Park staff and the city should make a determination to see if this sign should be moved or altered to effectively draw more visitors to the park. Park staff should similarly inventory and evaluate other signage for relevance and effectiveness.
4. Park staff will work with the Fillmore Chamber of Commerce to identify local store owners, restaurants, hotels, or other retail entities to implement promotional strategies (such as entrance fee discounts with purchases).
5. The City of Fillmore is considering development of a “wall of history” in the Fillmore City Cemetery that would emphasize the relationship and significance of Fillmore’s citizens to the statehouse. This may help attract additional visitors to the park. If the effort proves feasible, park staff will coordinate with the City on how it can assist.

### ***Marketing Goal #3 – Adequacy of Out of Area Marketing and Advertising***

The planning team asked the following questions about the current effectiveness of current marketing and advertising efforts. Is external advertising aimed at drawing more visitors to the park effective (particularly efforts that are conducted well outside of the immediate area)? What can be done to determine if advertising or marketing is working? To address these questions, the team identified several recommendations.

1. Park staff will determine how park visitors first heard of the park, and identify what type of information drew them to the area. Staff will implement the following actions:
  - a. Include a question in the visitor sign-in book that asks how visitors heard of the park, and what drew them to the park.
  - b. Expand internet advertising and use Facebook links.
  - c. Implement a comprehensive survey to evaluate advertising effectiveness.
  - d. Staff will review results from the comprehensive survey and from the visitor sign-in book to determine which mode of advertising is most effective, and to determine additional needed advertising efforts.

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<sup>3</sup> Note that new signs were designed and installed along the main Fillmore exits along I-15 as this plan was being developed. It is recommended that park staff identify additional locations where updated signage may be installed to attract more visitors.



The Statehouse in winter

2. Park staff will coordinate with both the Millard County Tourism Office and the Division's Communications and Marketing Section to determine ways to better promote out-of-area marketing of the park.
3. Park staff should coordinate with the Division's Fiscal Management section to determine if the annual park pass can be modified to include a "check-off" list, similar to the "State Parks Passport" that is included in the current Utah State Parks Field Guide. This would help visitors identify each state park, and may serve as an incentive or a goal to bring more visitors to the park (as well as other state parks).

### **Issue Area #3: Building Division, Legislative and Community Support for the Statehouse (Advocacy)**

#### ***Advocacy Goal #1 – Improve Legislative and Division Advocacy Efforts for the Park***

The team identified the following actions to build better legislative and Division support.

1. Park staff should frequently contact, inform, include, and engage local legislators on key issues facing the park. Staff should appropriately plan for the frequency of these meetings. It is recommended that staff include legislators:
  - a. on all future planning and programming efforts;

- b. in the development of grants, development projects, or other similar development or improvement efforts;
  - c. by formally inviting them to luncheons or similarly scheduled functions to update them on emerging issues facing the park; and
  - d. on all other efforts, as appropriate.
2. Staff should make contact with the Fillmore City Mayor and with the Millard County Commission on a frequent basis to likewise inform, include, and engage the city and the county on key issues facing the park. Staff should also appropriately plan for the frequency of these meetings.
  3. Staff should work with the Friends group to improve lobbying efforts on behalf of the park. Staff should also involve Division Heritage Resources staff and members of the community to help advocate for the park.

***Advocacy Goal #2 – Engaging and Employing Local Support***

The team identified the following recommendations to build and actively engage park support within the local community.

1. Park and Division staff should actively participate and assist in the proposed Fillmore Main Street beautification efforts. As needed, staff should work with the Southwest Region Manager to determine staff and resource contributions that can be made to achieve the goals of this proposed effort.
2. Park staff should ensure that the Friends group is meeting frequently and is effectively promoting park efforts and planning elements.
3. There is a need to increase community attendance at interpretive programs sponsored by the park. The team proposed that the following programs and events be held in conjunction with interpretive programs and other park events to increase attendance:
  - a. Local dances, an “old fashioned Christmas”, a “rounders” (pre-baseball) tournament, and other such events were discussed as potential activities to be held with annual events (see recommendations under Enhancement Goal #2 and Marketing Goal #1, above).
  - b. Park staff will work with stakeholders to increase advertising of these events through the local news media, including mailers and inserts in the city newsletter, and through articles put out by the city library.
4. Park staff should seek and promote funding opportunities. The team identified the following approaches to help achieve this goal:

- a. Work with local cities, and Millard County to have these organization sponsor events and activities.
  - b. Contact local businesses and seek sponsorship for events and activities.
5. Park staff should work with the Friends group, Fillmore City, and other relevant stakeholders to identify potential grants and expand potential grant-writing efforts on behalf of the park.

Building cabins at the park



#### **Issue Area #4: Facilities, Collections, Grounds Maintenance, and Site Design (Facilities)**

##### ***Facilities Goal #1 – Maintenance Issues***

The historic buildings offer some very specific types of maintenance challenges. The buildings were not originally designed to accommodate much of the current use that takes place. In addition, there is a critical need to maintain the historic integrity of the structures. The team identified a number of recommendations to address these challenges. It was noted that the Division's Southwest Region Crew will play a key role to assist with the implementation of many of these recommendations. Park staff will also ensure that all maintenance actions are properly recorded in the Division's preventative maintenance system. The recommendations were developed as follows:

1. There is a need to better protect and preserve the Statehouse's exterior wood surfaces. To do this, staff will fully implement previous recommendations regarding preservation of the building's exterior wood ornamentation.<sup>4</sup> Staff will establish regular painting and maintenance schedules to ensure that the structure's exterior wood features and ornamentation are appropriately preserved. To accomplish needed repairs and maintenance, the park will use its own staff, and when necessary, will coordinate with the region crew or will contract with experts to ensure that wood surfaces are adequately preserved.
2. Staff will implement a regular cleaning schedule to ensure that the building is adequately cleaned and to minimize artifact cleaning and handling. As the building contains no air handling system to mitigate dust or particulate matter, more frequent cleaning is required.
3. There is also a need improve elements of the park's grounds keeping program. Areas requiring improvement include the park's sprinkler system, improved lawn maintenance, and more frequent tree pruning. It is recommended that the park staff work with the region manager to encourage division-wide grounds keeping training to take advantage of division expertise in this area, and to utilize region crew staff, as needed.
4. Minor improvements are needed to the Pod building. There is also a need to schedule regular maintenance for the facility. In addition, there is a need to obtain more assistance in cleaning the building, as the facility is used frequently during certain times of the year and park staff are stretched thin. It is recommended that staff consider increasing the cleaning deposit fee to cover the costs for contracted cleaners. Another option may be to work with the local school district (a frequent user of the facility) to effect a "trade" for in-kind cleaning services.

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<sup>4</sup> The Historic Structure Report Summary as found in the 1997 Heritage Resource Management Plan calls for the following actions regarding exterior wood ornamentation: "Much of the [structure's] architectural detailing is wood – the ornamental frieze at the top of the pilasters, the eaves, the exterior window shutters, the window frames, and the fan patterns above the windows. As one of the most significant features of the structure, it is recommended that the wood components be scraped of old paint, that the damaged material be repaired with like materials, and that it be repainted every 3-5 years." (Territorial Statehouse State Park, Heritage Resource Management Plan, pp. 17-18.).

### ***Facilities Goal #2 –Collections Management***

A number of actions are needed to adequately care for the museum artifacts. Specific schedules for organization, handling, and cleaning of museum collections are needed. This is especially critical with the recent reductions in staff that have occurred. The team identified the following actions under this goal.

1. Staff will implement a regular artifact cleaning schedule. Staff should also work with the Division's Heritage Coordinator to ensure that they have adequate training in artifact handling and cleaning. Staff will also ensure that the schedules are effectively integrated in the Division's preventative maintenance system.
2. Staff will complete the assessment and categorization of museum artifacts. Staff will also develop and implement an artifact inventory control procedure. If repairs to artifacts are needed, staff should seek necessary assistance, funding, and expertise from the Friends group, Daughters of Utah Pioneers, or other experts.
3. Staff should work with the Friends group or other volunteers to conduct conservation and reorganization of artifact storage at the park. Staff should work with the Division's Heritage Coordinator to obtain storage supplies and materials and to assess storage needs.
4. There is a need for better monitoring of environmental conditions (temperature, humidity, etc.) at the museum. Adverse conditions may require physical movement, relocation, or storage of artifacts. It is recommended that staff seek funding from the Heritage Coordinator to assist with monitoring, relocation, and storage efforts.

## **Issue Area #5: Funding and Staffing (Funding)**

### ***Funding Goal #1 – Ensure adequate funding and staffing***

Budget reductions have had a significant impact on park personnel. Currently, the park only has one full-time employee on staff to manage, operate and maintain the park. With staff stretched to the limit, additional actions are needed to help staff ensure that the park is able to operate effectively. New actions are also needed to cost-effectively augment park staff. The team focused on ways to establish new partnerships and to strengthen existing ones. The team developed the following actions to achieve this goal:

1. Staff should work to secure additional funding by promoting recurring programs or events.
2. Staff should work to secure grant monies from the federal Preserve America grant program.
3. Division and park staff should make contact with Representative Chaffetz' office to obtain federal support.
4. Planning staff will coordinate with park staff to develop a business plan based on recommendations put forward in this RMP. This plan will focus on ways to most effectively enhance revenues and reduce operational costs, and will be appended to this plan. The business plan will also entail development of an implementation plan for the recommendations contained within this RMP.
5. Staff will work with the Division's Volunteer Services Coordinator to hire new museum hosts to augment park staff (seek additional museum hosts each year to assist with staff shortages).
6. Staff will work with Millard County Tourism to utilize personnel to assist with staffing shortfalls. It is recommended that staff follow-up with a proposal to relocate the county tourism booth personnel to the park to take advantage of the park's location as an information center. At the current time, there are logistical constraints (signage, what to do with the vacated building, etc.) that need to be considered. It is recommended that staff, the region manager, and the Friends group work with Millard County Tourism to determine the steps needed to bring this proposal to fruition.
7. The Southwest Region Manager should work with park staff to perform a staffing study to determine how staff can be used most efficiently, and to determine additional staffing needs.

8. With park staff already stretched thin, there is a need to work with division administration and the Southwest Region Manager to develop a contingency staffing plan in the event full-time staff become unavailable in emergency situations.



## Conclusion

This plan is a blueprint to help implement the planning team's recommendations. The plan outlines specific strategies to attract more visitors and improve their experiences with new opportunities, and with new or improved facilities and infrastructure. The plan's actions will also attract more visitors through increased marketing efforts and through partnerships that build legislative and community support. Finally, this plan contains steps to help reduce the significant workload burden of fulltime park staff.

All these actions focus on one outcome: to ensure that the park remains a viable resource that effectively preserves and interprets the site as Utah's territorial capitol, and provides educational and recreational opportunities for visitors and surrounding communities. The continued support of the park's various stakeholders is crucial to accomplishing this mission. Collaborative solutions characterize the recommendations contained within this plan. It is important that this collaborative spirit continues as the plan's recommendations are implemented.

The plan should be reviewed on a regular basis to ensure its viability, relevance and usefulness. This document has enough flexibility to be amended in response to changing resource conditions, visitor and community needs, and agency priorities. Amendments may occur under the auspices of the Division. Any such changes will involve the collaborative input of park stakeholders.



## References

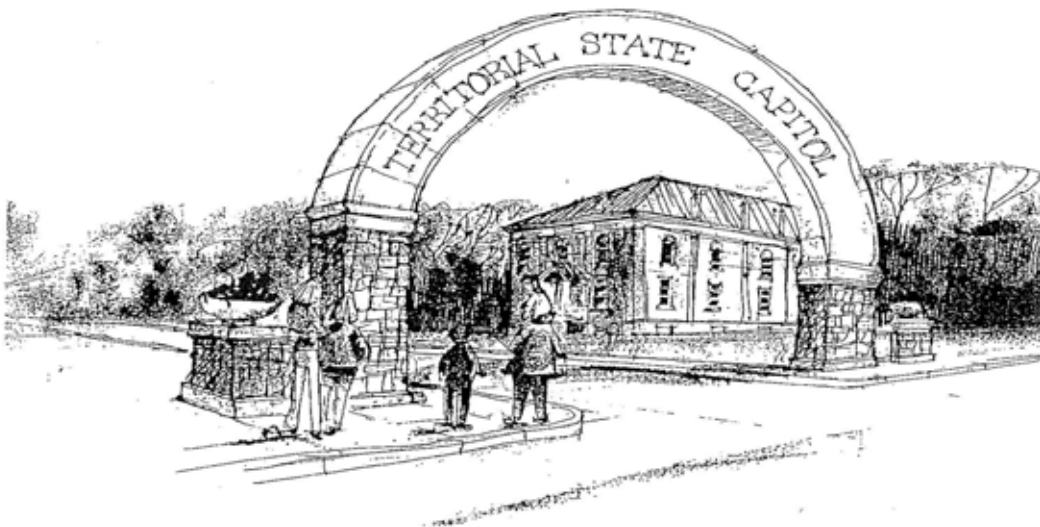
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State of Utah (1997). *Territorial Statehouse State Park Heritage Resource Management Plan*. Division of Utah State Parks and Recreation.

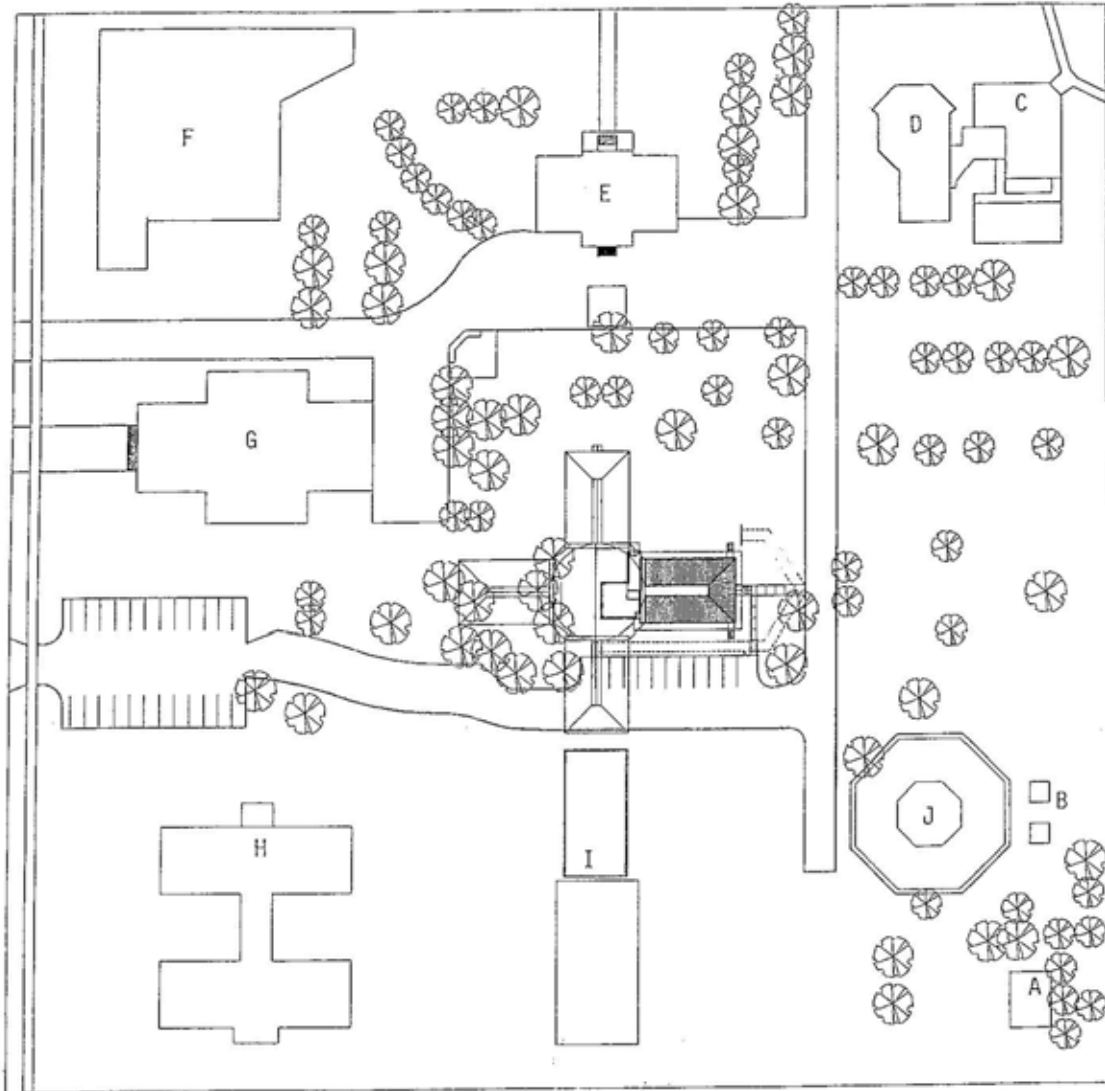
**Appendix A: Site Design/Analysis from the 1997 Heritage Resource Management Plan**

Site Analysis



SITE ANALYSIS

Site Map



TERRITORIAL STATEHOUSE SITE PLAN  
FILLMORE, UTAH

### Existing Site Conditions

The Territorial Statehouse faces south and is located mid-block in the main public square of Fillmore

### Historic Buildings

- A: School House** A Classically inspired stone schoolhouse, built c 1867, is located on the southwest corner of the block and faces west. Built on this site and used as a school for 43 years, it is now part of the Territorial Statehouse State Park and houses artifacts from the school. It is visually separated from the Statehouse through its orientation (facing west), trees, and the "Pod," a non-historic building. Implications of theft and defacement of property make it difficult to leave it open to the public at this time. The building needs a new roof. Also, the ground slopes toward the northwest corner of the building and should be regraded to slope away from the building and a dry moat installed around the building (as done around the Territorial Statehouse). This schoolhouse overall is in excellent condition, is considered to be an important part of the Territorial Statehouse State Park, and is an integral part of the vision plan.
- B: Log Cabins** Two vernacular log cabins, built c 1860, were moved to the site c 1985, and are located to the east of the Schoolhouse and to the southwest of the Territorial Statehouse. They face inward to the site (north) and are currently being used as interpretive tools to help describe pioneer settlement. They may be included in the interpretive plan of the site.
- C: Pizza Restaurant** On the southeast corner of the site is a brick structure built c 1930's with Art Moderne and International stylistic influences. The front faces the corner of the intersection of Main Street and 100 South. Changes to the building, such as window replacement, have affected its historic integrity, but the historic qualities on the facade continue to describe the period of its construction. It is currently privately owned. While the vision statement does not include this building, it does indicate that this portion of the block may be useful when planning the view corridor. The original building on this lot was the City Hall, a historic photo of which is in the Daughters of Utah Pioneer's *History of Fillmore*. The old City Hall may provide clues for implementation of the vision plan.
- D: American Legion Hall** Built just after World War I (c 1920s), the American Legion Hall is located just north of the Pizza Restaurant and faces Main Street (east). It is currently owned by Fillmore City and is being used by the American Legion. This vernacular log building maintains its historic fabric and while it does not currently play a part in the vision plan, its continued existence on the block has no negative impact.

**E: County Building** Built in 1926 in the Neoclassical style, the current Millard County building is located mid block on the east side and faces Main Street (east). This large brick structure retains much of its historic integrity, however, an unusually shaped roof was installed and the windows were replaced in the 1980's, changing the building's appearance considerably. The building's scale and location do impact the visibility of the Territorial Statehouse by obstructing views from Main Street when approaching from the north or south. This impact can be dealt with in a manner that does not impede its continued use as county offices.

**F: Commercial Block** On the northeast corner of the block is a strip of historic two-part block storefronts, built c. 1890-1920. The historic integrity of these structures varies and work is currently being performed on the building on the south end of this grouping. On the north end of this strip is an original Z.C.M.I. Store, but its original appearance has been obscured by a c. 1960 remodeling. These buildings are privately owned by two different owners and are still being used as commercial and retail space. While obstructing the view of the Territorial Statehouse when approaching the block from the north, they do not otherwise impact the site. They do not play a part in the vision plan.

**G: State Armory** Located on the north end of the block behind the commercial storefront properties is the State Armory Board. The State of Utah owns and uses the State Armory that was built c. 1930's with Art Moderne and International characteristics. It appears to be in excellent condition and maintains its historic integrity. Its use as a support building to the site is proposed in the vision plan.

**H: City Hall/Library** The city library and some city offices are located in the Neoclassical building built in the 1940's as a hospital on the northwest corner of the block. The principal entrance is to the west; however, other entrances are maintained in each end of the two wings in this H-shaped building. This building maintains most of its historic qualities. Its impact on the Territorial Statehouse building is minimal and does not present an issue in the vision plan as it can be visually separated.

#### Non-historic Buildings

**I: Swimming Pool** The newly constructed Millard County owned swimming pool is located to the west and very near to the Territorial Statehouse building. An older pool from the 1930's was replaced with the existing one c. 1990. Its design and location are an intrusion to the site and the interpretive qualities of the site. However, through creative landscaping, it is believed that it can be camouflaged from and have less impact on the historic qualities of the site.

**J: "Pod"** A 1960's octagonal-shaped building, known as the pod, is located between the historic schoolhouse and Territorial Statehouse building. It was originally built as a multi-purpose/lunch room for the school that was

removed from this site in the 1960's. It is currently owned by the Division of State Parks and is being used as a service facility in addition to its use by the city residents for social functions such as skating. Its location does obstruct a connection between the Territorial Statehouse building and the schoolhouse, however, it may be mitigated through the use of creative landscaping. However, relocating the functions to another building, such as the State Armory, is a consideration of the vision plan.

#### Other Existing Site Conditions

**Parking** Currently vehicular traffic and parking visually impact the site by separating the buildings and green spaces, and impede pedestrian traffic. Driveways currently exist on the south and west sides of the Territorial Statehouse and parking is allowed very close to the west side of the building. These existing paved areas are contrary to the vision plan, which calls for pedestrian traffic only within the boundaries of the interpretive site. Street parking or parking removed from the site are serious considerations.

**Landscaping** A rose bush garden, one of two registered rose gardens in the state, is planted on the east side of the Territorial Statehouse. Its current location does not necessarily exploit the beauty of the roses. A better view of both the roses and the Territorial Statehouse, as well as establishing a visual buffer between the Territorial Statehouse and the Millard County building, may be made if the roses are relocated. This possibility, while not decided, allows for various options that can be brought out in the programming and design phases. In addition to recommendations made in the Historic Structure report for landscaping surrounding the Statehouse, the committee recommends that a landscape design be developed for the entire site at the first opportunity. This will be particularly important whenever any new building projects are designed. Any landscaping designs or efforts should bear in mind direction given by the site's vision statement:

- A view corridor to the Statehouse will be pursued, as will:
- Enhanced landscaping
- A visual border/boundary
- Safe vehicular and pedestrian circulation
- An easily seen and accessible entrance/arrival experience off main street
- Linkage between various elements of the park
- Maintaining the Statehouse as the visual focus of the park
- Interpreting what was designed but never built

**American Disabilities Act (ADA)** The site currently does not address problems associated with providing equal access. Stairs, sidewalks, curbs, etc. are all obstacles that need to be addressed. A special consultant to assist with these issues is necessary to meet the vision goals.

## Resolutions to Site Issues-Design Considerations

**Gateway/Entrance Feature** The current entrance to the site is obscured by buildings and trees and due to lack of clear direction, is often by-passed. A visual "gate" is part of the vision that directs people to the Park.

**View Corridor** A view corridor from the gateway will draw people into the site. A clear view of the Territorial Statehouse building is necessary to highlight this jewel, the focus of the Park.

**Boundaries** The existing boundaries of the Territorial Statehouse State Park are blurred by the mixed use of the block. Once legal boundaries are drawn that meet the vision and the needs of all parties, a visual boundary separating the Territorial Statehouse State Park from surrounding buildings that are not a part of the interpretive plan will be significant in the design process.

**Linkage** The separateness that currently exists among the historic buildings as part of the interpretive plan can be resolved through the concept of linkage. The repeated use of a single element or "icon" throughout the site will provide that linkage. Landscape, signage, lighting, walkways, and interpretive guides will be connected by this linking element. Linkage also strengthens the separation of the Park buildings from surrounding buildings.

**Site Circulation** To guide people through the site to experience the interpretative features, touch original fabric, and experience the connectedness of past to present to future, circulation of the site must be restrained to pedestrian traffic. The circulation will be directed by the linkage.

**Museum** Current and long time use (60+ years) of the Territorial Statehouse building as the Daughters of the Utah Pioneers Museum has implications for the use of the building. Appropriate climate controls and lighting that is required to continue such use impacts the historic nature of the building. By relocating the Museum and functions of the Park to a location with state-of-the-art facilities, both the building artifact and the artifacts under the protection of the DUP are protected and appropriately displayed.

**Storage** Storage of park items such as museum artifacts and maintenance equipment is an ongoing problem. A facility that accommodates these diverse components is necessary to minimize the impact of non-interpretive materials. Currently the "Pod" and sheds immediately outside the "Pod" are fulfilling this requirement, but the space is insufficient, inappropriate, and in opposition to the view corridor concept.



**TSSP Offices and Retail Store** The current location of the visitors entrance, offices, and retail shop are incongruous with the function of the building as an artifact. The space that these functions occupy are also inadequate. There is an inefficient use of the space. Relocating these functions to spaces better suited to these particular uses also alleviates the problem of the impact such use has on the historic integrity of the Territorial Statehouse.

**Footprint** Only one-fifth of the original design of the Territorial Statehouse was built. The remainder of the building designed by Truman Angell is significant to the story of this historic site. Without actually constructing the unbuilt portion (which would confuse the history and further complicate the site visually), a footprint, or plan outline of that unbuilt portion, provides an understanding of the scale and what that means related to monumental architecture.

A way to experience the spatial qualities that would have been part of the originally designed building can be achieved by eventually constructing the building underneath the footprint, or below ground. This idea offers the opportunity for meeting the requirements of other functions currently existing on the site at inappropriate or inadequate locations, and also provides additional interpretive opportunities.

See Appendix H for conceptual design drawings of these concepts.

**Appendix B: Additional Gateway and Site Renderings  
Prepared by Paul D. Brown Architect, Inc.**



## **Appendix C: Public Comments**

### **Summary of Public Comments and Responses**

In October 2010, the public was invited to provide additional input on the draft plan. The Division provided copies of the draft plan for public review at the park, and at its main office. Comments were accepted by email or in writing to the Division's Planning Section.

All the comments provided are consistent with the goals and recommendations contained in this plan. Specifically, the public recommendations received can be addressed within "Enhancement Opportunity Goal #1 – Facility Improvements or Development" (p. 17), or within "Funding and Staffing Goal #1 – Ensure adequate funding and staffing" (p.31). Park management will consider the public's recommendations, and where feasible, will implement suggested actions. The submitted public comments are listed as follows:

#### **Public Comment #1**

A very well put together RMP. I applaud those involved in its process and would like to make the following suggestion:

I have been to several DNR and Forrest Service outdoor facilities and one item that I did like was a stadium type (grass and or cement), open air facility. There was a wildlife person there doing demonstrations with animals. Just like the individual that had the birds of prey at the Old Capital Arts Festival. It could be an area where different educational and historical demonstrations could take place. I feel it would augment the "Zions Camp" program. I know that the National ATV Jamboree would use this if it was built. If this is considered, I would like to see it put approximately where the Log Cabins are presently located. The Rock School House would make an excellent back drop for the stage. I would like to be a part of this process by soliciting the County Road Department to haul material (fill dirt) to help build the stadium. Just a thought if you are interested in proceeding with this type of project.

Bart A. Whatcott  
Millard County Commissioner

#### **Public Comment #2**

I think that the best way to market the park and also enhance revenue is to put increased effort and resources into the Building Zion Youth Camp in the summer and the Citizenship in the Nation Merit Badge [overnight scout camp] in the winter. Both programs make the Statehouse a destination, bring in dollars and keep a fairly significant [number] of people in the park for several days.

Although the programs haven't proven themselves yet, there has been quite a lot of interest with just a small amount of marketing. Those who attended last year gave very complementary evaluations, are highly recommending the program and spreading the word. I feel that in just a few years we will have as many groups as we can handle, very similar to the school group program that was cut last year. Carl runs great programs. Anyway, running a good program is a good marketing plan, as word of mouth makes the biggest impression.

One of the major drawbacks of the program is that the park has limited bathrooms and is not well equipped to camp the kids overnight. Improvements in these areas would go a long way in making these programs more desirable.

I feel that these programs have the greatest potential for revenue and also increased visitation. I feel that it would best serve the park to have the staff focus on one [this] area of marketing rather than requiring them to spread their very limited time around to several different programs, events, and catered dinners that have far less potential. When this program is developed and running smoothly, and also maybe when there is more staffing, [staff should] work on marketing other programs.

Just my thoughts,

Kristine Camp

### **Public Comment #3**

In the overview section, there is talk about actions to effectively market the park and increase visitation and revenues. Reading through the section on marketing goals starting on page 22, I cannot find any reference to the gift shop and bookstore which bring in some of the revenue. *How important is the gift shop to the park?* There are many people who just stop in to browse and buy. The bookstore has a reputation among frequent visitors that come back in just to see what books are on the shelves. The bookstore has a large variety of books and other retail items, and people are very surprised, especially **local** residents, who haven't heard that the museum also has a gift shop. To get more support and visitors into the museum and gift shop, it is my opinion that the park needs to advertise **locally** on a consistent basis, that we do have a gift shop, like other successful businesses do.

There are some obstacles in the retail space that we now have that need addressing. One of them is lack of retail space to properly display the products so they will move off the shelves faster. Also, a better work space is needed to help those visitors who come in to do family research. People are thrilled to find out that we really do have a family portrait or history of their ancestor that they can see or get copies of. Many times there are several reference books spread out right at the POS counter, which interferes with others just wanting to purchase something.

With very little training, in retail, we're learning what works and does not work. Location for displays is crucial in a retail setting. The right work space is very necessary to make the visitor feel at ease.

It seems that many in our local community don't know what is available here at this park for them. They are the ones who will become part of the Friends group. They are the ones who will buy books and other items for gift giving. They are the ones who will rent the facilities. Rentals should also provide incentives to make purchases in the gift shop.

I know that the Building Zion Youth Camp and the Citizenship in the Nation Merit Badge Overnighter will be a tremendous enhancement to park revenue. Carl does a great job of it and as the word spreads and more groups find out about them, the park will need more facilities and staff to handle the impact.

We recently had several groups call to make arrangements [at the park] for next summer. The problem arises with very large groups being turned away for lack of facilities and also the park is always committed to the ATV Jamboree during the last week in June. Many groups want to schedule their camp or reunion that weekend. The Jamboree does not pay a fee to use the POD, and we only get a few visitors inside the museum from this group. It's a big event, but I feel that the park does not [get] much out of it.

This is a wonderful park with not enough staff to accomplish everything. Our curator's main focus has to be the maintenance. Maintenance issues have to be taken care of everyday or the park cannot function properly. One fulltime employee just doesn't have time to do all that and also have the time to do the curation aspect of the park.

I do agree with *nearly* every other comment left on these pages by others who are either involved in working here, or volunteering, or other interested parties. That is why I focused my comments on the retail store since that is what I deal with here at the park.

One other item that would enhance the grounds is permanent park benches in various locations. People who cannot stand very long or walk very far, i.e., elderly and disabled, would stay longer and actually want to come out to the big events. My husband won't come because there is no place to sit for a while. Carl has put out the picnic tables this summer and left them out which had not been done in the past. This does help, but benches would be a big plus.

Shauna Johnson  
Part-Time Employee  
Territorial Statehouse State Park

**Miscellaneous Public Comments (Hand-written from a draft RMP copy left at the park).**

-All of the recommendations add work for an already overloaded staff. I feel they are doing a great job at making the most of the Statehouse Park already. It think this can be overdone. Some of the recommendations would cause so much more wear and tear requiring more upkeep and repairs. I really enjoy the Statehouse Park and its activities as they are.

-As this RMP seems to be listing goals for the park, maybe one goal could be to

get a full-time maintenance person. It seems like the state is paying a highly educated museum curator to learn to mow the lawn, care for the lawn, fix sprinklers, keep the furnace running, shovel snow, and take care of other maintenance issues, leaving him very little time to do what he was educated to do. It seems like there is a lot more expected of him in the [RMP] and in all likelihood he will have to spend most of his time keeping the toilet flushing, the lawn green, and the parking lot clear of snow, which is also important to increase visitation and revenue.

-It takes someone to always maintain the front desk if the person is working in another part of the building (cleaning, etc.). They can't hear when someone enters. We had two volunteers who can no longer with us. When [Seasonal Staff] are both [working on the same shift] it eats up the pool of hours allocated [for seasonal staff time].