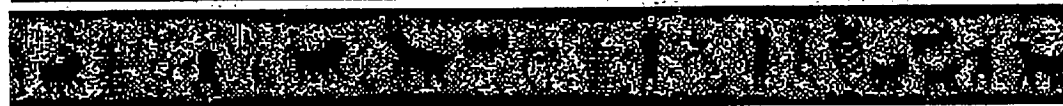




FREMONT INDIAN State Park and Museum

Resource Management Plan Review and Update




STATE OF UTAH
NATURAL RESOURCES
Division of Parks & Recreation



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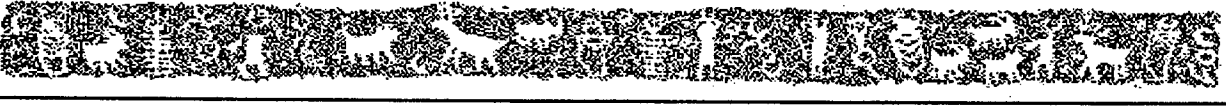
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FREMONT INDIAN State Park and Museum

Resource Management Plan Review and Update Executive Summary

Fremont Indian State Park and Museum was created in 1985 to interpret the Fremont Indian Culture discovered at Five Finger Ridge and to protect and interpret the cultural resources of Clear Creek Canyon. Since its initial development, demand and opportunity for recreational activities increased and were added to the management of the park.

On the tenth anniversary of the park's opening, staff of the Utah Division of Parks and Recreation decided that the park should undergo a resource management planning process to review the past ten years of operation and chart a future for the management of the site. A team of individuals who represented the park's various stakeholders was convened and created a mission statement and management recommendations.

■ Mission Statement

The primary purpose of Fremont Indian State Park and Museum is the preservation and interpretation of Fremont Indian Culture through the cultural resources of Clear Creek Canyon.

The secondary purpose is to manage recreational activities such as motorized and non-motorized trails, campground, day-use areas etc. The park can utilize the recreational resources and the people they bring to further the education and preservation programs.

The recommendations revolve around eleven issues, some articulated in the park's initial development plan and others which have arisen since the park's creation.

■ Recommendations

❑ **Primary Function** - The park's primary function should be to preserve and interpret the cultural resources of Clear Creek Canyon.

❑ **Collections Management** - The site should collect and care for only those artifacts related to the Five Finger Ridge Fremont Indian culture and collections management issues should be continually improving. In addition, all the park's cultural resources should be seen as a whole in management and interpretive activities.

❑ **Group Use Facilities** - Several levels of group day-use and camping areas should be developed using the five areas available in the park.

❑ **Advisory Board** - An advisory board consisting of representatives from the park's main stakeholders should be formed and used to help guide the park's management and interpretation.

❑ **Staffing** - Focus law enforcement duties on park activities and train all staff to participate in the management and interpretation of the cultural resources.

❑ **Interpretation** - Develop an interpretive plan that includes and integrates all the park's cultural resources together and suggests ways to bring recreational users into the museum. Utilize more interpretive projects that include the Native American perspective.



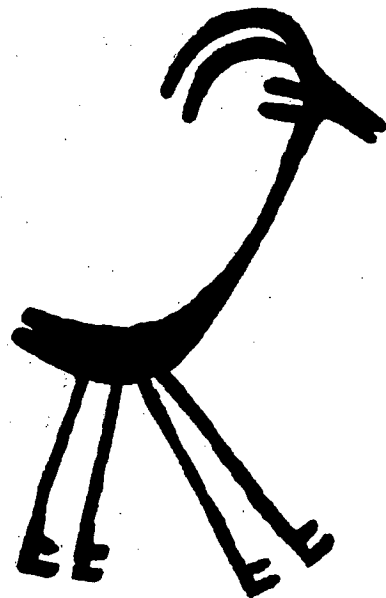
☐ **Natural Resources** - Utilize management techniques that preserve and interpret the park's natural resources.

☐ **Community Relations and Marketing** - Increase visitation and revenue and better serve the communities by conducting frequent and varied visitor analysis then acting on the results. In addition, participate in state and local heritage tourism marketing efforts.

☐ **Legal/Land Issues** - Clarify all legal concerns related to land management activities.

☐ **Recreation Management** - Clarify all recreation management concerns and handle accordingly.

☐ **Security** - Focus law enforcement activities on the park and utilize volunteers and agreements with other government agencies to monitor the park at all times.



FREMONT INDIAN State Park and Museum

Resource Management Plan Review and Update

CURRENT CONDITION

■ History

Fremont Indian State Park is located in Sevier County adjacent to Interstate 70, one mile west of Sevier, Utah. It is situated in Clear Creek Canyon at an elevation of 5,600 to 6,000 feet. The park contains an extensive and accessible collection of rock art and artifacts related to the Fremont Indian Culture. The park was established as a unit of the Utah State Park system by legislative action taking affect on July 1, 1985. Acquisition of land from the Utah Department of Transportation Commission as described in a resolution passed by the Commission July 12, 1986, involved a four phase process completed by September of 1987.

In January of 1985, the Final Report, Feasibility Study and Preliminary Master Plan for the Fremont Indian Heritage Center was presented to officials of the State of Utah which resulted in the heritage park now known as Fremont Indian State Park and Museum. This report and subsequent park and museum were developed in response to the discovery of a very significant Fremont Indian habitation site known as the Five Finger Ridge site uncovered during the construction of Interstate 70.

Local citizens had long been aware of the rich archaeological resources in the Clear Creek Canyon area as well as the area's potential for recreational development. In 1964 an organization called the Elsinore Community Development

Committee of which a gentleman by the name of Clifford Magleby was a member, petitioned the Utah Parks and Recreation Commission to establish a state park in Clear Creek Canyon. This resulted in the creation of a recreation plan which included camping, boating, hiking and fishing, but did not mention the cultural resources found in Clear Creek Canyon. The recreation park was not created at that time.

Clifford Magleby's son, Marvin, loved to fish and hike in Clear Creek Canyon, but was not sure he wanted to share the canyon with a lot of other people. One day while he was on a class activity with his Sunday school class, his teacher, Mrs. Hyatt who lived in Clear Creek Canyon, said she was going to show them what she called an "Indian burial ground" but that they must promise not to tell anyone about it. Mrs. Hyatt was afraid if people knew about the place they might disturb the graves in search of artifacts.

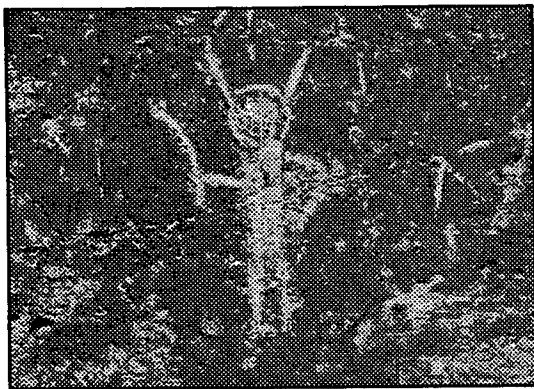
In 1984 as several Indian sites were being excavated as part of the salvage project for the construction of I-70, a local school group visited one of the sites near the mouth of Clear Creek Canyon. As the children were getting back on the bus one of the students, Steven Magleby the son of Marvin and grandson of Clifford, said to the archaeologist "My dad knows of a lot better place than this." That night, after hearing Steven's story of his trip, Marvin realized that the site was going to be destroyed by road construction and decided to break his promise to his Sunday school teacher and called the archaeologist to make



arrangements to show him the "Indian burial grounds" he had visited years earlier as a young Sunday school student.

The knoll Marvin showed the archaeologist turned out to contain over 100 structures—more than any other known Fremont Indian site. The irony of the site is that archaeologists had walked around the base and studied aerial photographs of the knoll, but had never suspected it as a site.

The site known as Five Fingers Village was the driving force to saving the rest of the resources in the canyon. After the discovery, a grassroots effort was undertaken to preserve the artifacts where they were found. This effort culminated in the building of the present Fremont Indian State Park and Museum. The museum houses and interprets the artifacts found in the Clear Creek Canyon excavations.



As already stated, plans for a State-managed park based on recreational uses preceded the Fremont Indian Heritage Center plan. While the earlier recreational development plans were never initiated by the State, the desire and demands for recreational access and facilities by the local and visiting public precipitated management decisions that were made when the Fremont Indian Heritage Center became Fremont Indian State Park and Museum.

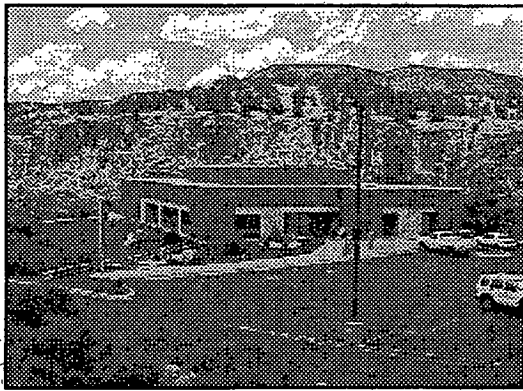
The most prominent alterations made in the Master Plan were that the site became managed by the Utah Division of Parks and Recreation rather than the Utah Division of State History as suggested by the plan. The site staffing reflected Parks and Recreation's capabilities. A campground and regional recreational law enforcement duties were added to the site's management purview. While the intent of the main building's design reflected use as a visitor center, adjustments had to be made when the archaeological site's artifacts were placed at the park and a museum management philosophy engaged.

As the managers at the site began developing objectives for the operation that fit the agency's goals and their visitor's and communities' expectations, it became a very successful park within the state park system.

CURRENT OPERATION

Fremont Indian State Park and Museum operates with a staff of four full-time people. They include a park manager, assistant park manager, museum curator, and historic replication/maintenance specialist. The staff is augmented with seasonal employees and volunteers. Management responsibilities include the 1,200 acres of state-owned property which consists of rock art panels and other archaeological sites; the visitor center/museum building, exhibits and collections; maintenance facility; off-highway vehicle access to the Paiute OHV trail, undeveloped day-use and special use areas, historic sites and geological and natural resources. The staff presents many special programs at the site including the World Atlas Competition, Mountain Man Rendezvous, arts shows and guest lectures. They maintain and interpret twelve interpretive rock art trails, one of which is wheelchair accessible. Staff at the





park also manage a campground on U.S. Forest Service land that consist of 31 developed campsites and an undeveloped group-use area. In addition they are responsible for enforcing boating and OHV laws in the region and conduct regular patrols in these areas.

PLANNING PROCESS

■ History

In the fall of 1997, on the tenth anniversary of the park's opening, staff members of the Utah Division of Parks and Recreation's heritage parks decided that Fremont Indian State Park and Museum should undergo a resource management planning process to review the past and chart a future for the management of the site. They recognized that in the past ten years many of the conditions have changed under which the park was created and that there currently existed many new demands and threats to the park. The group decided that these challenges for the future could best be met by creating a diverse team of individuals, representing the various stakeholders of the park, to carefully look at the site, its history and potential and suggest a creative and exciting management future.

■ Process

Using an abbreviated version of the planning process utilized by other heritage parks within the agency, a team was assembled which broadly represented the park's constituents. They included representation from the agency itself, the local community, the U.S. Forest Service, Native Americans, the Utah museum community, the county, OHV users, and the region. Two, two-day meetings (in April and June, 1998) were conducted and facilitated by a private consultant. In addition, the group conducted a public workshop in Richfield, Utah to gather information about the needs and desires of the community as they related to the park.

The team members read and discussed information related to cultural resource management, budget and staffing, agency goals and objectives, public input, the 1985 site master plan, and information on the Five Finger Ridge excavation. From these discussions they formulated a mission statement and management goals for the park that would act as an update of the 1985 plan.

Staff changes in the agency caused a delay in creation of the final plan update. In June of 2000 most of the team, along with Alden Hamblin and Dee Hardy representing the park staff, met again to review the draft plan update and finalize the document thus completing the process.

The team first addressed the current management practices that differed from the direction set in the original plan articulating current resource needs and recreational trends, then provided recommendations for future management of the site. They also addressed other management issues not discussed in the 1985 plan and provided management recommendations for these issues.



ISSUE STATEMENTS AND RECOMMENDATIONS

The 1985 Master Plan called for a number of developments that were altered in the creation and subsequent management of the park. These include:

■ Primary Function

□ Acknowledgment that the Clear Creek Canyon discovery is one of the most significant Fremont discoveries in Utah. The cultural resources of the Canyon are vast and go beyond just the Five Fingers village. The primary focus of the enhancement strategy must emphasize the Fremont culture, not only in Clear Creek Canyon, but in context with the evolution of the Fremont culture throughout Utah. There is no other site in the state that interprets exclusively the Fremont Culture.

□ The second guiding principal in the document stated "Recreational activities in the Canyon should be minimized and limited to day use, preferably supervised. . . recreation activities, if developed, should be generally separated from the heritage area . . . however, the areas to the south and southwest of the Canyon, currently controlled by the U.S. Forest Service, do provide settings for the development of camping facilities, hiking trails, stream fishing, cross country skiing, and snowmobiling. Due to the unrelated nature of these developments to the primary focus and objective of the project, these facilities are proposed as phase three actions."

■ Current Conditions

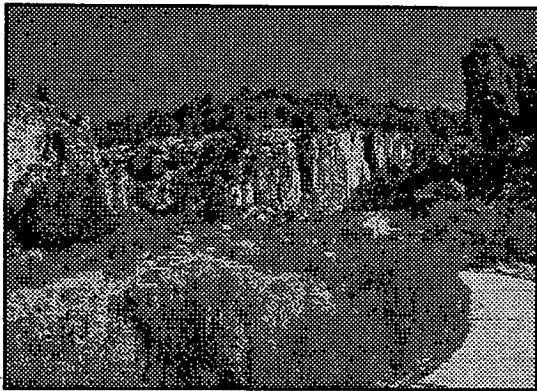
Shortly after the park opened, the U.S. Forest Service (USFS) offered a lease on the Castle Rock Campground to the Division. It was managed by the Beaver District of

the Forest Service and they had a difficult time managing and maintaining it. Jointly, the two agencies renovated the campground and management was turned over to the Division of Parks and Recreation. It includes 31 campsites with drinking water, modern restrooms, barbecue grills, fire pits and picnic tables in addition to an undeveloped group-use area. It is the trail head to the popular Paiute off-highway vehicle trail and to a non-motorized trail. It is on the state park reservation system. The campground generates approximately \$10,000 - \$12,000 of revenue annually. Nearly 50% of the campers visit the museum during their visit.

The park also includes a picnic area along the park road, east of the museum. In 1996, as a Centennial project, a log cabin was relocated there from Junction, Utah in a joint project with the U.S. Forest Service. The area receives frequent use. No fees are assessed there, although it has been suggested that an iron ranger be located there.

In addition to the campground, the popularity of area OHV trails has steadily increased. In 1998 a new trail head was established along the park road near the cattle loading chutes. Eight hundred OHVs are observed in the parking lot in one year. An annual week-long OHV jamboree held in the area attracts almost 700 riders. That event is now capped at 700 riders. Over 75,000 counted rides occurred on the Paiute trail in 1999 and that number grows annually. In addition riders from the Fillmore OHV jamboree utilize the trails in this area. Because of the agency's mandate to patrol waterways and OHV trails, those activities for the surrounding area have been the responsibility of the staff at Fremont Indian State Park. The visitor center also acts as an information center for OHV riders with questions about the area's trails.





Near the Five Finger Ridge area (only the southern-most finger still exists) is another access to the Paiute OHV trail. It serves as a trail head where OHVs unload and as a group use area. It has an information kiosk, restrooms and a shade shelter.

Because of the demand and the opportunity, the agency has developed some recreational opportunities and managed them differently than the master plan suggested. Staff members have kept the majority of the recreational activities out of the Clear Creek Canyon as recommended, and have developed non-motorized trails and interpretive signs to connect all elements of the resources to the information presented in the visitor center.

■ Recommendations

Given the demand and popularity of the recreational activities, they became more of a priority over the years than did the protection and interpretation of the cultural resource. In order to align the park's management more closely to the initial premise of the site, the team crafted the following mission statement to guide all activities:

□ *The primary purpose of Fremont Indian State Park and Museum is the preservation and interpretation of Fremont Indian Culture through the cultural resources of Clear Creek Canyon.*

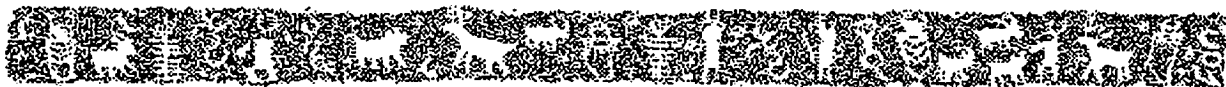
□ The secondary purpose is to manage recreational activities such as motorized and non-motorized trails, campgrounds, day-use areas, etc. The park can utilize the recreational resources and the people they bring to further the education and preservation programs.

Currently the recreation and cultural resource management issues, and sometimes the law enforcement issues, are given equal weight, yet because of limited staff and funding the cultural resource issues are often the last to be addressed. The team wishes to see that order reversed with staff time and financial resources focused on cultural resources, recognizing that the recreational activities are an important regional opportunity and can be a means for raising funds to support expanded cultural resource management. By enticing recreational oriented tourists into the visitor center, greater revenue will be realized and the educational messages extended to greater audiences. This can also be achieved by streamlining campground management, reorienting staff duties, and by providing training to all staff members on the preservation and interpretation of the cultural resources.

The team recognized that the two visitor uses are interrelated, but believe the recreation use should support the cultural resource management functions and be the secondary management responsibility—especially for off-site responsibilities.

COLLECTIONS MANAGEMENT

□ Development component 1 stated "The interpretive/visitor center provides the focal point for the entire Clear Creek Canyon development. It was conceived as



a multi-purpose building to address the needs of the interpretive plan; to provide for visitor orientation to the site and to other attractions in the State; to allow for special lectures, workshops, and gatherings; to provide the visitor with a 'quasi-reststop' and to provide for administrative and sales functions."

□ The plan stated "The Study Team recognized that there are serious needs for long-term repositories and curation facilities in the State of Utah, it does not believe that this interpretive center is a suitable location for permanent curation of artifactual material, given its location and current fiscal constraints."

■ Current Condition

Given the plan's recommendation, the visitor center was not designed to house artifacts as a regional repository. In 1988, Brigham Young University transferred the collection of artifacts from the Five Finger Ridge excavation to Fremont Indian State Park. This remains the bulk of the collection housed at the facility. The building, however, functions better as a visitor center than as a museum and problems maintaining appropriate conditions for artifacts, particularly in storage, have plagued the site. See the Museum Assessment Report (MAP I) and the Conservation Assessment Program (CAP) report for a detailed discussion of these issues which include, climate control, pest management, inventory control and security.

In addition to the Five Finger Ridge collection, other donations of objects, some related to Fremont culture and some not, have been received. A total of 178 boxes of materials are currently stored on the site. These include human remains from Icicle Bench subject to the Native American Graves Protections and Repatriation Act (both the State and Federal laws).

The park's cultural resources also includes 43 archaeological sites, 697 rock art panels, 15 historic sites, two sacred shrine areas and five unique geological formations along with the Clear Creek natural area.

The cultural resources are the reason Fremont Indian State Park exists. The Five Finger Ridge site was the most interesting and extensive Fremont Indian site ever discovered in Utah. These resources are an important link to contemporary southwestern Native Americans and a precious, limited, and unique resource that must be preserved.

■ Recommendations

The park contains many types of irreplaceable, unique and important cultural resources. They are the basis for the creation of the park. Their management and interpretation should take priority over other issues and should be supported by recreational activities. The park in total should be seen as the "museum". The cultural resources should be integrated and maintained and interpreted as a whole regardless of where they reside in the park.

Using the MAPI and CAP studies and agency policy and procedures as a guide, the staff should continue upgrading the collection management program, remodeling the artifact storage areas as is possible, and revising collections management procedures when necessary. All the park's cultural resources should be integrated into the parks collection management plan and that plan updated every five years. In addition the NAGPRA issues should be resolved in accordance with the state and federal laws.

Because of the limited space and concerns with the current collections storage facility, acquisition of new material should be limited and be directly related to the



Five Finger Ridge Fremont culture and their interpretation. This site is not suitable as a regional artifact repository as was noted in the draft general management plan.

The rock art panels are certainly one of the premier park resources. They are unique and important and they are being eroded and worn by the natural forces. Although little can be done to alter the environmental conditions to which they are subjected, there are measures that can be taken to deter and slow down the process. The team suggested the following steps be taken:

- ☐ Complete a full documentation of the current state of the rock art in the park.
- ☐ Recreate a historic assessment of the rock art using photos and past documentation of their condition.
- ☐ Investigate conservation and preservation options and develop a rock art management plan that all staff are involved in implementing.
- ☐ Staff members take part in international discussion and research regarding rock art preservation.

GROUP USE FACILITIES

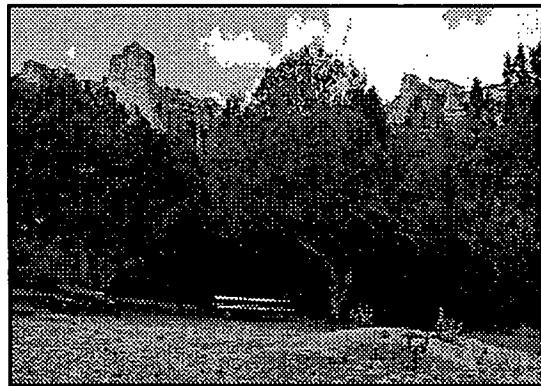
- ☐ Phase two development called for enlarged boundaries and creation of group day-use and residences in Sam Stowe Canyon.

■ Current Condition

The homes existing in Sam Stowe Canyon were purchased as staff residences, but then were condemned and removed in 1999 and 2000. The water, sewer and

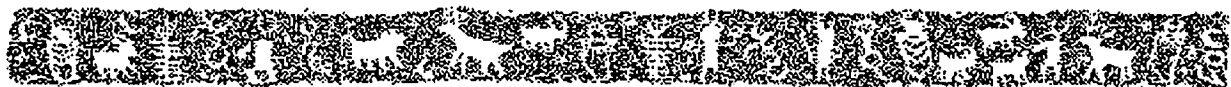
electrical services remain. In addition, a maintenance shop for the park was located nearby.

Currently groups use four undeveloped areas within the park- Rendezvous Flats where overnight, special-use group camping is allowed in a disbursed manner; Five Fingers Ridge group day-use access to OHV trails; the Belknap Ranger Station area at the lower area of the campground which is an overnight group-use area and is available on the agency's reservation system; and the pow wow grounds which is day-use and rarely accessed. Only the Five Finger Ridge area has sanitation facilities and all areas are impacted by the recreation use. The areas are used heavily on week-ends during the summer season. There are usually between 50-100 people in each group. No fees are charged.



■ Recommendations

The original plan calls for group-use area development in Sam Stowe Canyon. Based on the amount of need seen in the four undeveloped areas the team recommends that a group use area be developed where originally discussed. Fees could be accessed, impact and access controlled and improved facilities for visitors realized in this development. There are available several levels of group-use potential- highly developed group camping in Sam Stowe



Canyon, Five Finger Ridge area developed as it is currently, Rendezvous Flats as it is with no development, Belknap Ranger Station improved with water and vault toilets, and the pow wow grounds with no further improvements but used for expanded, main theme-based programming in conjunction with museum activities. Important in this development is linkage to the Paiute OHV Trail and the non-motorized interpretive trails and other opportunities. In this way the goal of integrating the recreation component to the cultural resource focus can be achieved.

MANAGING AGENCY

- ☐ The Division of State History was recommended as the managing entity, but the Division of Parks and Recreation was named the alternate.

■ Current Condition

The Division of State History is not a land managing agency and the decision was made to turn the park over the Division of Parks and Recreation because it is a land managing agency. The two work closely in the areas outlined in the plan. In addition, USFS cultural resource staff assist the park staff with cultural resource issues.

No recommendations regarding this issue

ADVISORY BOARD

- ☐ It was recommended that an advisory board be formed with local, tribal, state and federal members to provide input in terms of management and interpretive orientation as well as to provide a link to the local area for increased participation.

■ Current Condition

An advisory committee has not been formed for this park

■ Recommendation

The team recommends that an advisory board be created to assist the park in addressing interpretive and resource management from the perspective of all stakeholders. This should include the State's Director of Indian Affairs along with a member from the Division of Wildlife Resources, the OHV Council, and all other appropriate stakeholders.

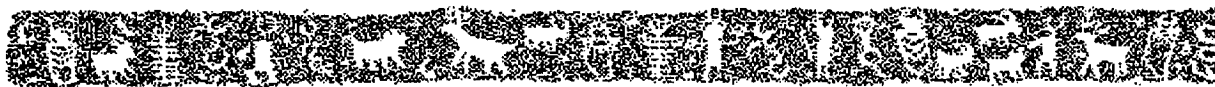
STAFFING

- ☐ Staffing was recommended as a Director that would provide technical expertise in Fremont archaeology along with management functions; an assistant director responsible for interpretive programs, curating the collections and assisting with management; an administrative assistant responsible for all office services; and a maintenance person responsible for all general maintenance of the center and trails and off-site features. Seasonal staff and interns and volunteers were recommended to provide coverage for museum operating hours.

■ Current Condition

The staffing mix put in place for the park was determined by that which the Division of Parks and Recreation used for its staffing standards. Staffing currently consists of a park manager, who is responsible for a wide variety of management concerns and isn't required to have subject specific resource knowledge or experience.

The assistant manager maintains law enforcement credentials and has all the off-site recreational patrol responsibilities outlined above. He patrols Fish Lake 1-2 days



a week during the summer months and also patrols the Paiute OHV trail. These two activities occupy between 50-60% of his time in off-site responsibilities. He also responds to several law enforcement assists every month.

The museum curator has collections management and interpretive responsibilities. He is required to have subject specific knowledge and experience.

The historic replicator/maintenance position is a journey level maintenance position. This person oversees all the general maintenance of the buildings, grounds, and equipment, in addition, serves as an exhibit designer and preparator.

The staff is augmented with seasonal employees and volunteers who assist mainly with general maintenance, gift shop sales, and rock art tours. *See figure 1.*

■ Recommendations

To provide more opportunities for cultural resource management and interpretation, the team recommends that the off-park law enforcement duties be eliminated from the responsibilities of the staff at Fremont Indian State Park. Patrolling of Fish Lake could be assigned to another state park, and law enforcement activities limited to on-park issues. OHV patrol assistance is available through the U.S. Forest Service in addition to the OHV riders organizations. In addition, all staff should be trained and participate in management issues related to the cultural resources and made responsible for monitoring rock art panels, giving tours of the cultural resources and participating in other preservation and interpretation activities. As is appropriate, new staff members should have subject specific knowledge, training and experience. As

off-park responsibilities diminish, more opportunities for interpretation and education will emerge. Currently no one staff person is responsible for those functions.

PARK STAFF ORGANIZATIONAL CHART

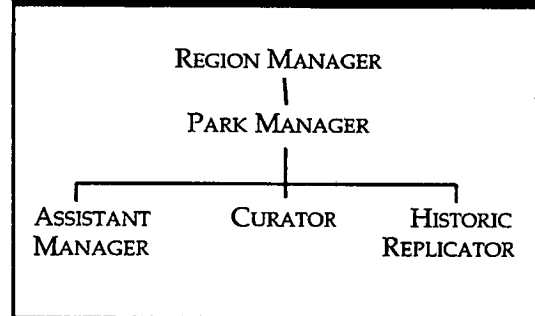


FIGURE 1

OTHER ISSUES

INTERPRETATION

■ Current Condition

The Park's staff conduct a variety of public programs and special events throughout the year, show an orientation video, maintain and update exhibits, offer maps to the 12 rock art trails, and conducts Junior Ranger programs and school tours of the rock art.

■ Recommendations

The team recommends that an interpretive plan be developed that includes and integrates all the park's resources together and suggests means of delivery that can be used to bring the recreational users into the museum and can stimulate the recreational users to support the cultural resource management needs. The plan should include



- ☐ incorporate the whole park as a museum
- ☐ the trails system
- ☐ integration of recreation users in interpretation
- ☐ the local educational system in the planning and interpretation
- ☐ public programming
- ☐ programs from the Native American perspective

The park currently hosts a variety of special programs and the team recommends that programming be related to the park's main purpose and theme—Fremont Indian culture and contemporary Native American life. While some of the programs may not be specifically based in the main theme, they should be related to or framed in terms of the main theme. The team sees these opportunities as one of the main ways to fulfill the site's mission.

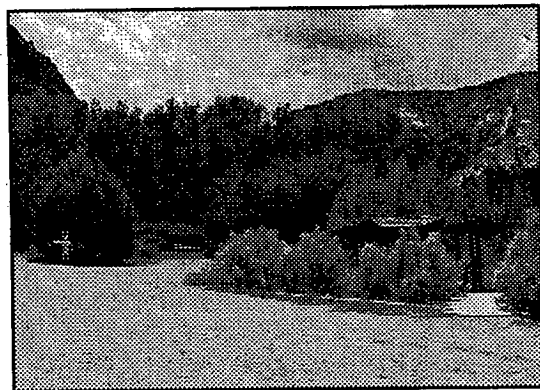
In addition, hosting changing exhibits and varying special programs can be used to present secondary and tertiary interpretive themes while generating return visitation.

The team also recommends programming and special events that brings the Native American perspective to interpreting the sites, particularly the rock art. This would be assisted through the use of an advisory committee as discussed above.

Programs that help school age children learn about the Fremont Indian culture in a hands-on way is also important. Creating a hands-on exhibit area near the large windows in the visitor center could accomplish this.

In addition, true interpretive trails with signs and interpretive features would further connect the resources and the themes. While trail guides are currently available, interpretive features on the trails themselves would take programming to the next level.

While additions and changes to the exhibits have been made, they are now over ten years old and planning should begin for major updates and changes.



NATURAL RESOURCES

■ Current Condition

Within the park's 1,200+ acres of state-owned and managed lands are forests, mountain streams, grasslands, interesting geologic features, and abundant wildlife. Taking a whole park perspective includes the natural resources as well as the cultural resources. In addition, the park provides access to further natural resources on U.S. Forest Service property. It is important that management decisions are made which protect these vital resources.

While no official plan was ever finalized, the Utah Division of Wildlife Resources had considered making Clear Creek a wildlife habitat area because of use of the area by deer.



■ Recommendations

Park staff must manage recreational activities in a way that maintains stream quality, prevents erosion and protects wildlife habitat. Current recreation use on undeveloped areas threatens these resources. Relocation and more intensive management of these uses will alleviate some of these problems. The natural resource components of the park also need to be documented, monitored and protection activities outlined in all recreation and development plans. Utilizing partnerships with other regional land managing agencies will be essential to realizing these goals.

COMMUNITY RELATIONS AND MARKETING

■ Current Condition

A detailed analysis of the current community relations situation is contained in the MAP III report. Currently park staff, assisted by agency staff, issue press releases for special programs. *See Appendix for the park's visitation and revenue statistics*

■ Recommendations

The park staff need to better understand their users by conducting frequent and varying visitor analysis. Community involvement in a variety of manners would also assist in assessing community perception and help in creating effective marketing approaches. Refer to the MAP III report for further information on community relations and recommendations.

Increased marketing of programs through the Heritage Highway and other state heritage tourism programs should result in increased visitation and revenue. Funding is always a problem and the team feels that through increased visitation, an expanded merchandising program related to the park's mission and by attracting the

recreation users revenues can increase. Park staff should utilize market research conducted by the Utah Travel Council and the agency to identify and conduct public programs that will draw target markets to the park.

Other ways to increase visitation involve improving the signage to the museum (perhaps closer to the turnoff, adding a recreation and camping symbol to the freeway sign, etc.) and expanding into the local communities, advertising and piggy backing on community web pages, and by linking visitation experiences with Territorial Statehouse and Cove Fort.

Since there is no regional travel council and there is a lack of coordination with tourism, the museum may take the lead, work to involve partners, and try to make as many connections with the State travel council as possible to promote the park and other visitor services in the area. County travel groups do exist and the staff should work closely with the four surrounding county travel organizations.

LEGAL/LAND ISSUES

■ Current Condition

There are a variety of land and other legal issues facing the park that require immediate attention and clarification to insure appropriate natural and cultural resource management.

Problems with cattle moving through the park have existed since 1988. They are trailed through in the Fall and winter and interfere with visitor traffic and activities along the county road. In addition, they wander into protected sites and visitor service areas. Meetings with the cattlemen, State Legislators, County Commissioners, the County Attorney, and the U.S. Forest Service have been conducted since 1997 to try and resolve the issues with cattle in the park.



In 1999, the park received funds to survey and fence the southern boundary of the park so the cattle could move through the area without impacting the park. This helped the problem, however, the fence has been cut in several places and the Division of Wildlife Resources removed the lower 1 - 1 1/2 feet of the fence in several places to allow wildlife to pass. This allowed the cattle to put their heads under the fence and raise it and the posts out of the ground, compromising the ability of the fence to keep the cows out of the park. Repairs are planned prior to the Fall of 2000, but most problems would be eliminated if the one cattleman would follow current regulations regarding cattle movement.

■ Recommendations

- ☐ Provide supervised cattle movement through the park in the fall by constructing fences and through better management and coordination with the USFS.
- ☐ Clarify the access for mining and document the current mining claims that may exist on adjacent USFS lands.
- ☐ Clarify and validate all property easements, especially those with the Sevier Canal Company around the water collection area clarifying who is responsible for removing hazards. Prepare a written agreement.
- ☐ See that property boundaries are firmly established and surveyed, beginning with the most critical areas.
- ☐ Encourage the County to enforce zoning laws on adjacent property discouraging commercial development.
- ☐ Other significant cultural resources are located on adjacent U.S. Forest Service land which could be better protected and interpreted through a partnership. The park

staff should be willing to participate in management and assist in interpretive projects.

- ☐ Prepare a Memorandum of Understanding with the USFS regarding the management of rock art panels in Skinner's Canyon.

RECREATION MANAGEMENT

■ Current Condition

Besides the day-use issues already raised, a variety of other recreational activity management issues are present at the park. The county's 2001-2002 road improvement funds are available for improving the county road that runs through the park. Fees are collected mainly at the visitor center and so those people who use the park but do not come to the visitor center do not pay the fee. OHV users help support the trail maintenance activities via the OHV registration fees.

■ Recommendations

- ☐ Continue working with the county on road projects that accommodate multi-use activities on the road that runs through the park.
- ☐ Fees are difficult to assess in some of the outlying recreational use areas. Using iron rangers in these areas may help. Also conducting programs which draw all users into the museum will increase the fee collection.
- ☐ The Alma Christianson Trail is a non-motorized trail that receives a bit of use. It was built for motorized use and while it is not encouraged it isn't stopped because it was traditionally used for gathering firewood. The trail may also be used to access mining claims on USFS land and so motorized use should be maintained, but not promoted. Access via this trail was created



when the road north of the parking lot was closed. Preserve it's use mainly as a non-motorized trail.

SECURITY

■ Current Condition

When the Division of Parks and Recreation began operating Fremont Indian State Park, three staff members were law enforcement certified. Currently one person has this certification and spends much of his law enforcement time off-park. In addition, staff housing was located on the park which added additional security. With the elimination of park housing and reduction in law enforcement staff there is less security at the park and a slower response time to problems.

Currently the museum/visitor center has an alarm system with outdated equipment. The fire alarm system was part of this system, but it burned out and is no longer functional. When the burglar alarm is tripped, a call goes to the Highway Patrol/SO Dispatch. They call the law enforcement staff person and the Sheriff's office who respond to the call, but response time can be quite slow. The park staff has been notified that in the near future, the park will be dropped from the Highway Patrol/SO Dispatch list, further compromising the site's security. Patrol units from the SO and Highway Patrol do keep an eye on the park when in the area on patrol and call when problems are observed.

■ Recommendations

- ☐ Maintain the law enforcement position at the park, but limit as much as possible those duties to on-site issues.
- ☐ Begin a site steward program with volunteers who monitor the various cultural resources in the park and report changes and/or vandalism.

- ☐ Create further management agreements with the county or USFS to provide appropriate security for the museum and the cultural sites when staff are not there.

APPENDICES

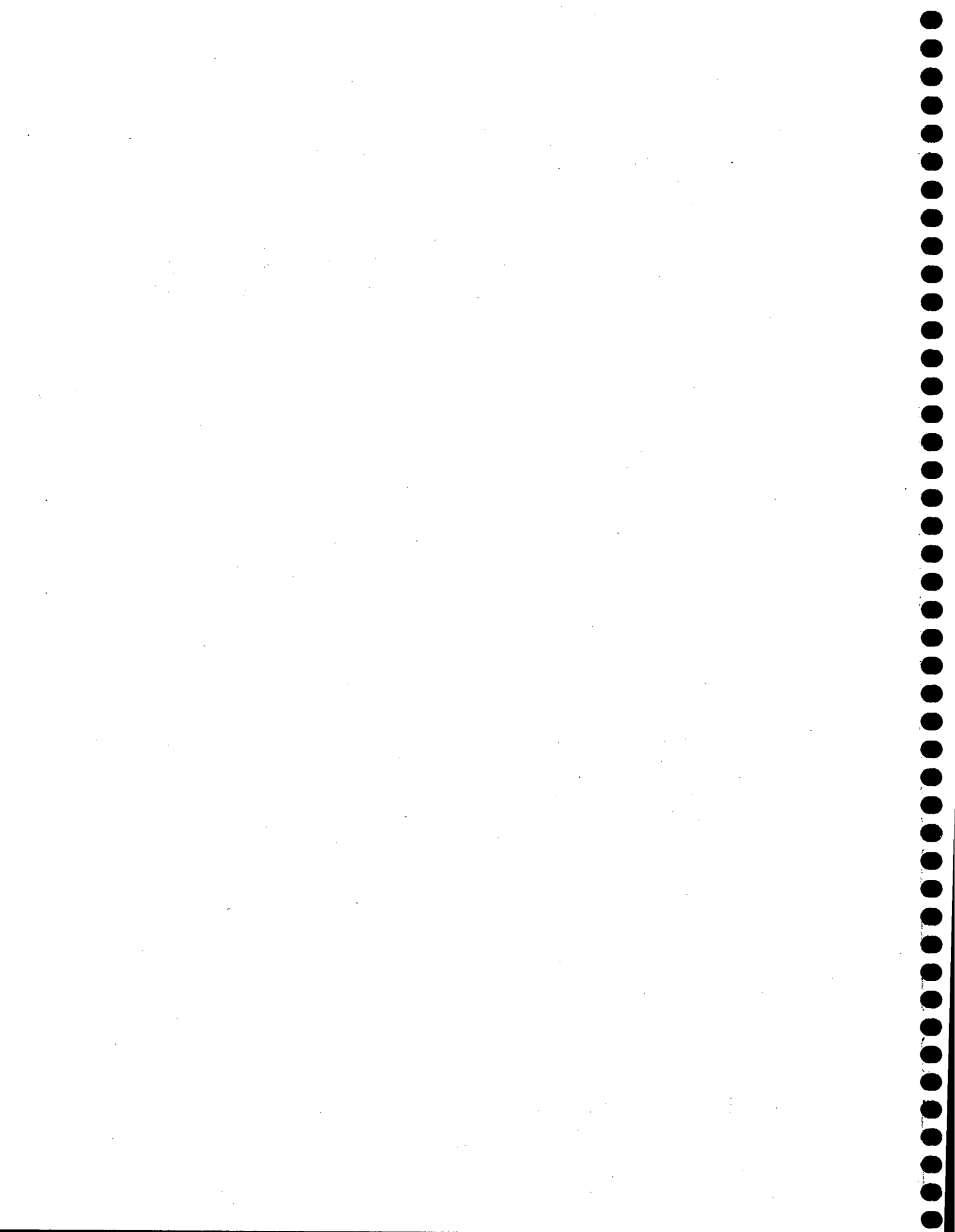
- A. Visitation and revenue chart.
- B. Museum Assessment I Report (MAPI)
- C. Conservation Assessment Program Report (CAP)
- D. Museum Assessment III Report (MAPIII)
- E. Public Meeting Results
- F. Collections Summary

Utah State Parks mission . . .

Enhancing the Quality of Life through Parks, People and Programs

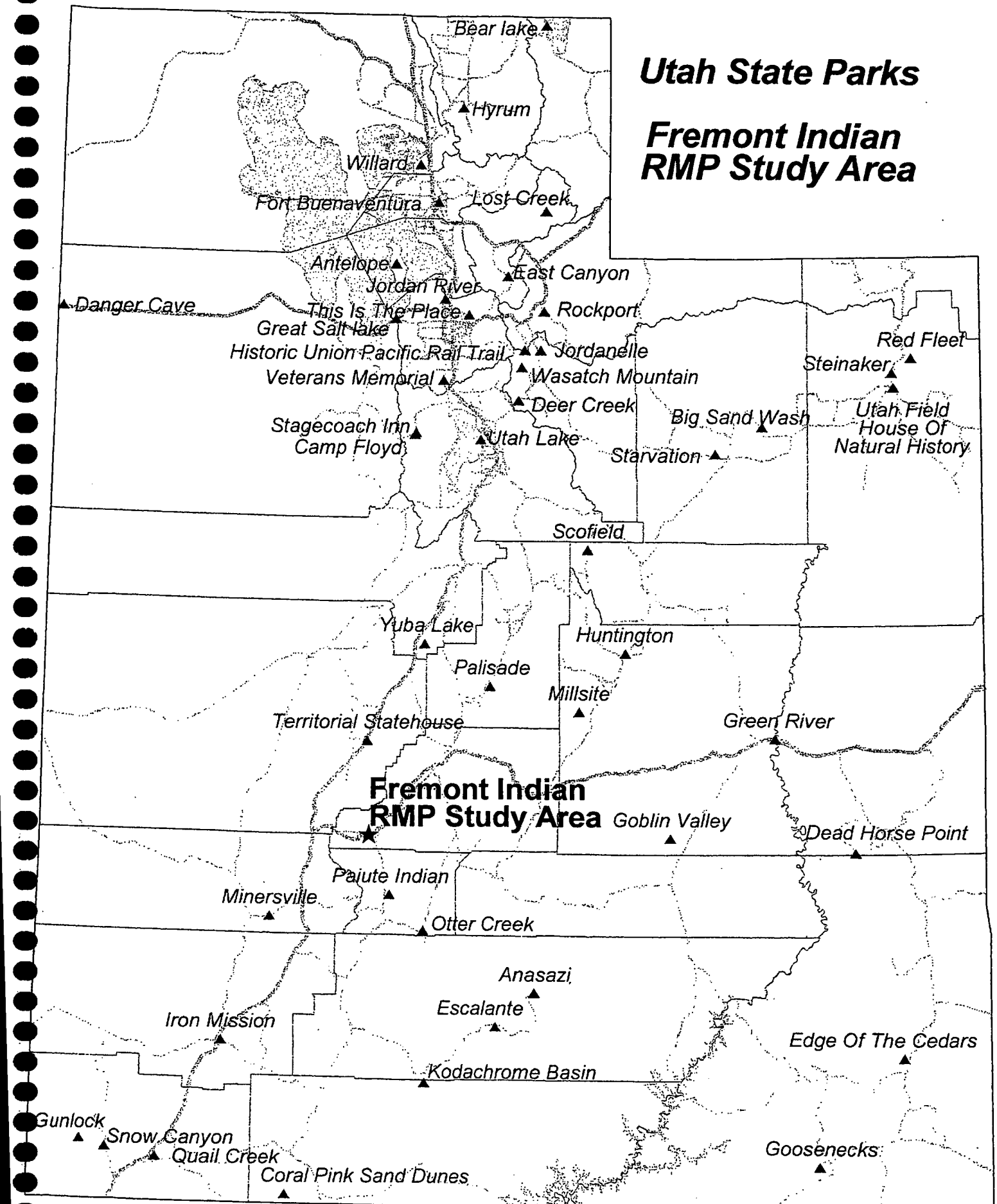
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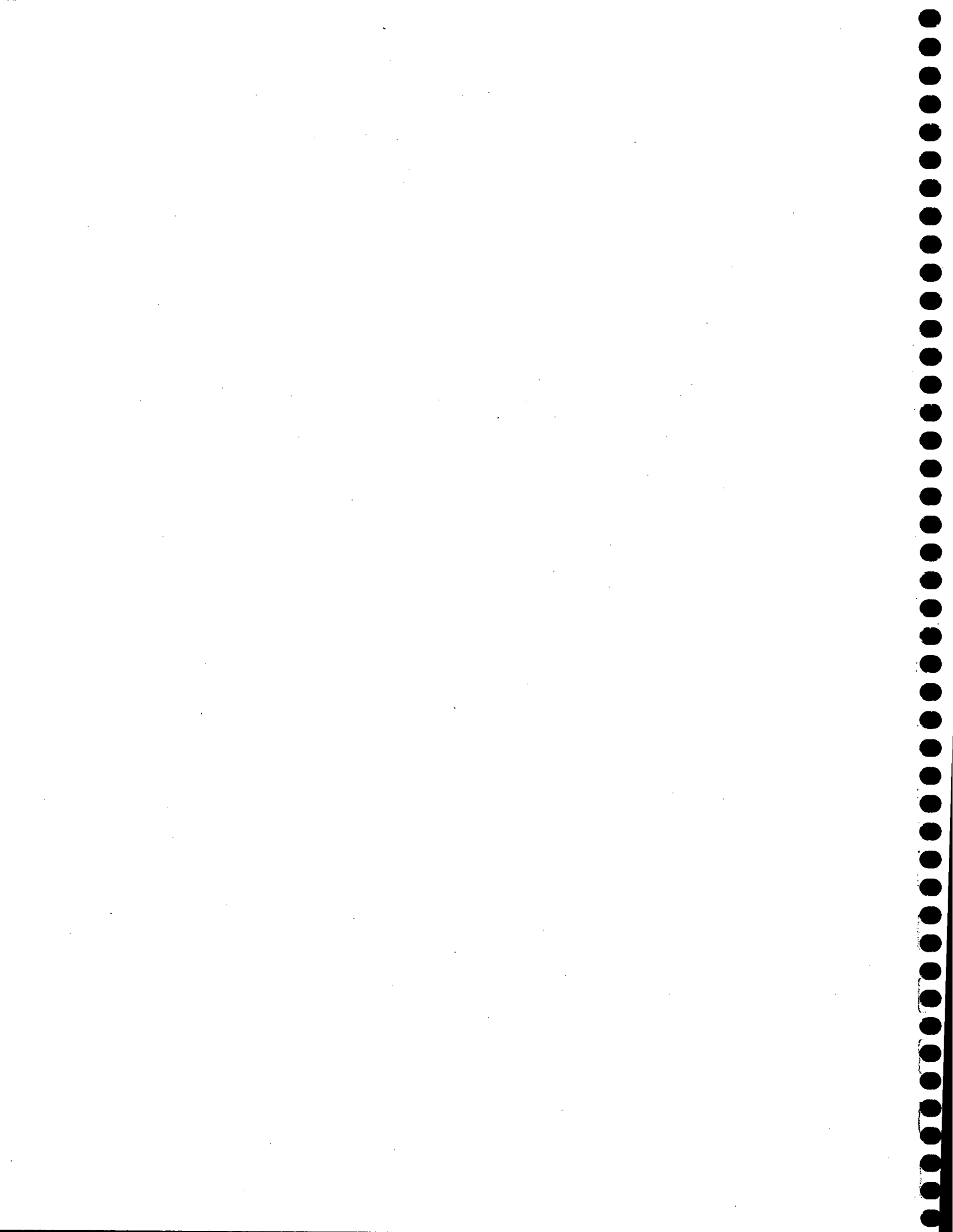


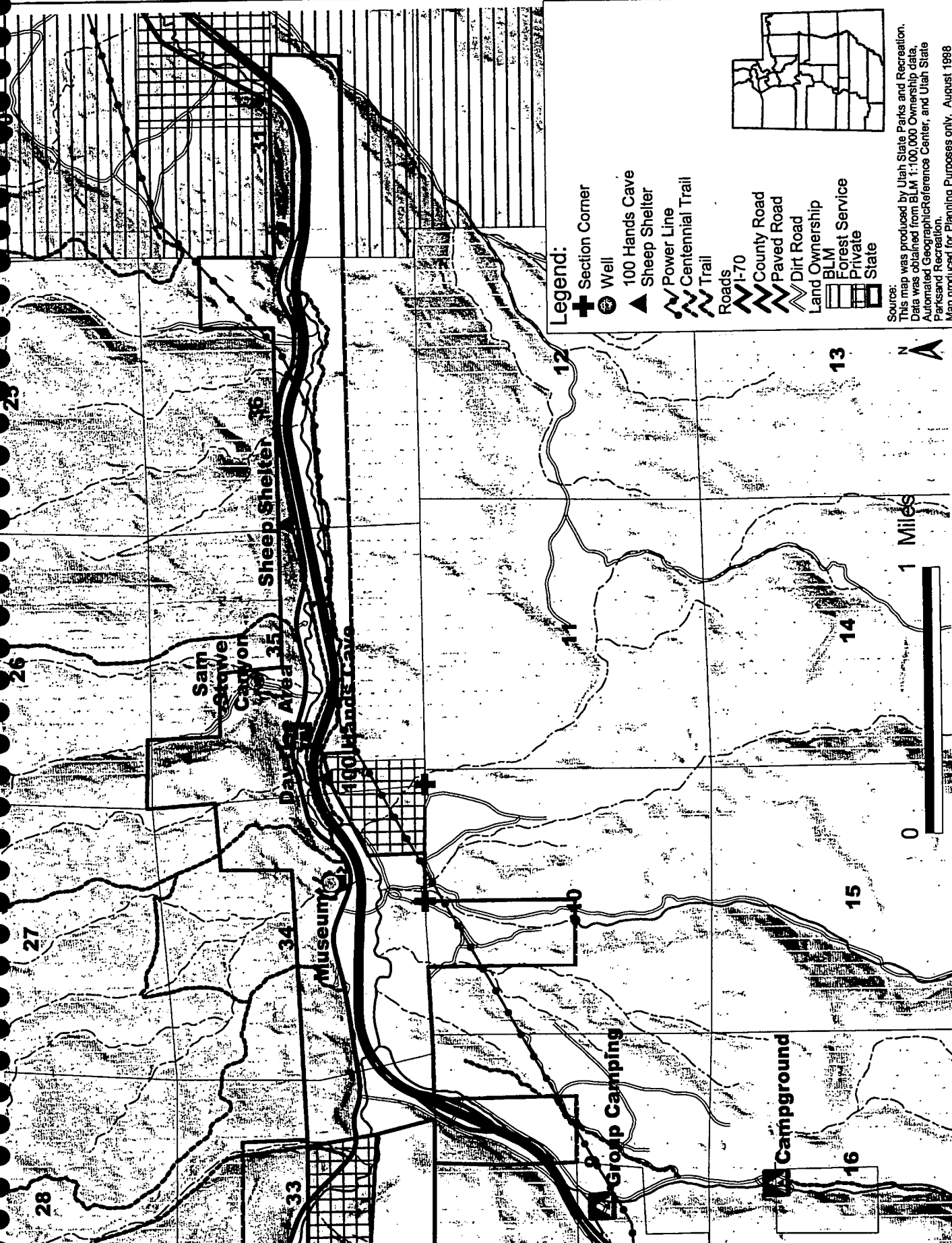


Utah State Parks

Fremont Indian RMP Study Area





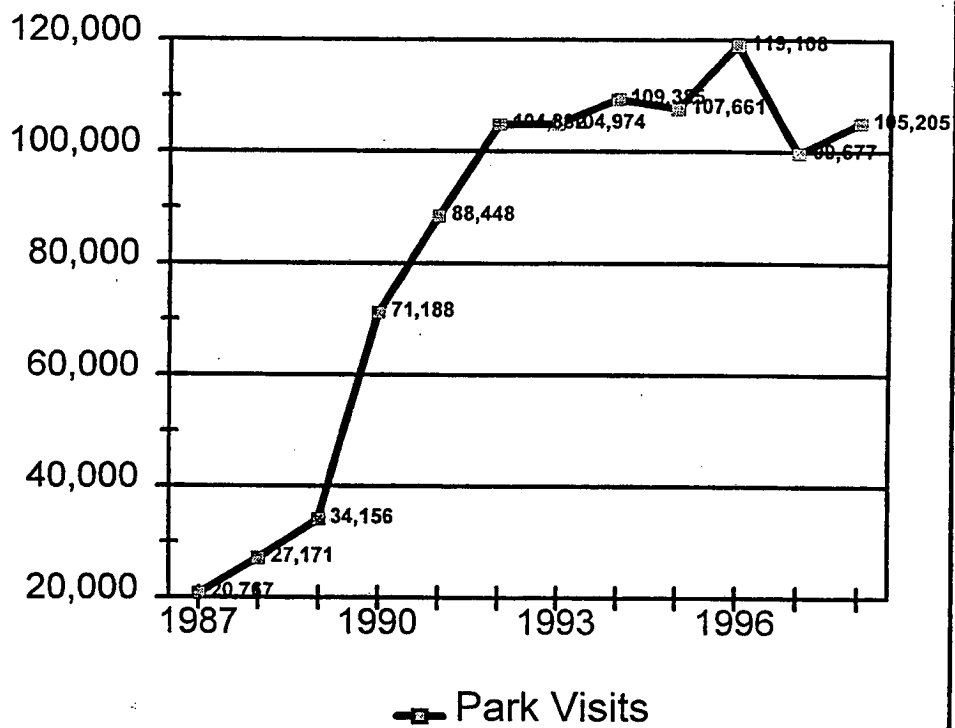


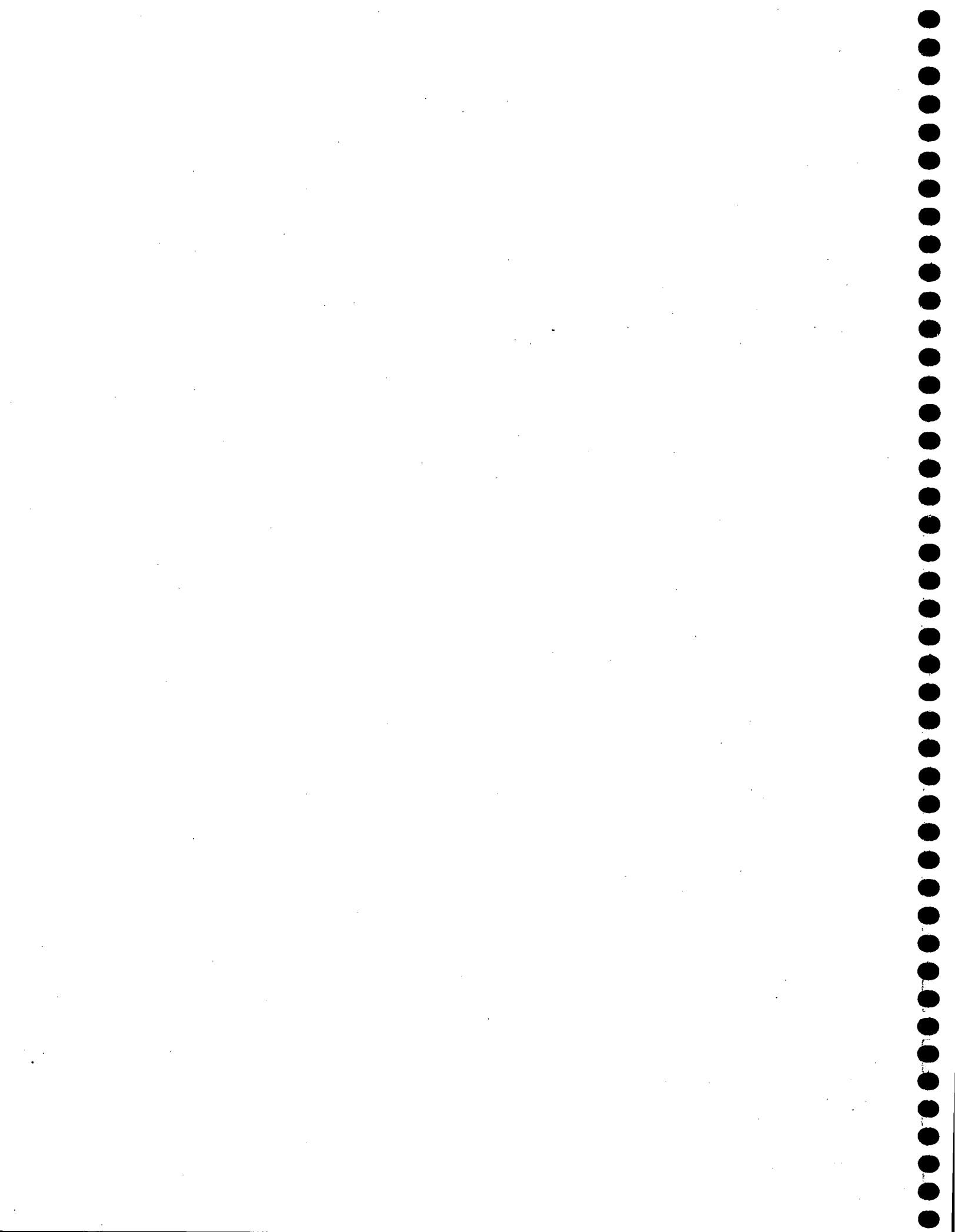
Legend:

- Section Corner
- Well
- 100 Hands Cave
- Sheep Shelter
- Power Line
- Centennial Trail
- Trail
- Roads
- County Road
- Paved Road
- Dirt Road
- Land Ownership
- BLM
- Forest Service
- Private
- State

Source:
This map was produced by Utah State Parks and Recreation.
Data was obtained from BLM 1:100,000 Ownership data,
Automated Geographic Reference Center, and Utah State
Parks and Recreation.
Map produced for Planning Purposes only, August 1988

Visitation, Fremont Indian State Park 1987 - 1998





MAP Site Visit Report
Fremont Indian State Park Museum

Nancy J. Parezo
Curator of Ethnology
Arizona State Museum
University of Arizona

On April 18-20, 1990 I conducted a MAP I site visit of the Fremont Indian State Park Museum. I met with Mr. Gordon W. Topham, director and Mr. Kenneth O. Kohler, curator. The following observations, based on the MAP I handbook and guidelines were made. Specific recommendations are presented in each section.

PURPOSE AND PLANNING:

The Fremont Indian State Park Museum does not have a separate mission statement. They do have a basic statement in their state authorization act and in their newly written collections management plan. A separate mission statement is needed. The statement as written in the collections management plan is much broader than the concept of a site specific museum and basic repository for one prehistoric culture and also contains several contradictory statements with regard to regional, temporal and cultural scope. The director should obtain examples of mission statements from other museums to use as models. The scope and direction of the museum needs to be seriously addressed. When this is done many of the other conceptual problems will easily be solved and planning will be easier. The director insisted that the mission statement was in the legislative authorizing act and I was unable to convey that this was a different document with a different purpose.

As part of the department of natural resources and the division of parks and recreation, the governing structure of the museum is different from the standard board of trustees. As a state agency, planning, fiscal responsibility, personnel issues and the like are under state agency agendas and regulations. Ultimate governance responsibility rests with the governor via the director of the division and department. As part of a hierarchically organized bureaucracy, the museum will often be ignored, specially since it is part of a division that is recreationally oriented and has only recently become involved with cultural resource management. With regard to planning, park specific plans must be folded into division and department plans. Thus there are no specific or individual long term plans for the museum. There is a good possibility that the special needs of this museum and park will be lost in the political agenda of the department which has historically not focused on cultural resource and environmental management but on the encouragement of recreational use and tourism. It is hoped that this will not happen but it is likely.

In order to ensure that this does not happen the state parks and recreation division should create a museum and archaeology board that is similar in scope and authority to the board of parks which is recreationally oriented. The members of this board could be selected by the governor and could help the director of the individual parks and the division set policy.

The current structure can work very well if there is adequate understanding of the goals of museums and the mission of the specific park by senior personnel.

There is good evidence of strategic planning and the park director is going in the correct direction. He is developing a total park management plan which will include recreation as well as the museum, collections management plans and disaster management plans. The completion of the rock art survey is excellent and the fact that this information will be published is outstanding. The entire staff should be commended for their dedication to this project.

However I am very disturbed and a word of caution should be voiced: the recreational potential of the park is being developed as a way to pay for research. If not carefully planned and controlled recreational interests could overwhelm the scientific, preservation, and educational interests of the park which should be its core. More could be destroyed than saved or gained. This is why a good, focused mission statement for the park and museum is needed. Outside funding for research projects should be considered.

- Develop a more defined statement of purpose. Develop a specific mission statement that is not the generic statement for the division of parks and recreation.
- Division leaders and senior departmental personnel and politicians must be trained in the fiduciary responsibilities of boards of trustees for museums and in the long term goals of archaeology and preservation.
- With regard to planning, the total park management plan must be made sensitive to and emphasize archaeological and museological issues. There is a tendency to be too concerned with police and rock climbing matters, not with museological issues.
- Think carefully about whether you really want to be a repository. This will require more extensive management, the meeting of more stringent rules, and greater expenses. It will also bring the institution greater prestige.

- Continue with current planning directions and develop long and short term plans.
- Include exhibits and educational activities in long term plans. There is the tendency to think that once the exhibits are in place that the job is done. There needs to be plans to change them periodically.
- The division of parks and recreation should develop a museum/archaeology advisory board to inform them on issues relating to these important and irreplaceable parks and museums. This board should consist of other museum and archaeological professionals, members of archaeological societies and concerned community members and could help with planning, fund raising, and professional issues as well as oversight and policy.
- There is need for a complete ground survey before other surveys are undertaken. When this is done an ongoing and phased research project should be planned with a sophisticated research design. This should have an interpretative aspect so that the public can understand the goals and methods of archaeology.
- The planned priorities on trails, cliff faces and mountain climbers as identified by the department of parks and recreation is basic but does not adequately reflect the real needs of the museum and rock art. Preservation of unique cultural resources should always be placed above the needs of rock climbers in this park.
- Governing documents need to be refined to reflect and clarify the mission of the museum and park.
- Long and short term plans need to be stated in writing.
- More adequate legal and documentary evidence of the museum's existence and structural organization need to be kept at the museum.

STAFF AND VOLUNTEERS:

The staff I met in the museum was very dedicated and willing to undertake whatever activities are needed to professionalize the institution. In fact I can rarely remember a team that by itself had gone so far in the right directions. They should be encouraged to continue. This leadership was especially impressive in the director who comes from a law enforcement background. I was very impressed with his ability, his willingness to learn, and his interest in and desire to administer an outstanding facility. He is to be commended.

Good attentions and superior individuals however only go so far. The museum is severely understaffed and not well trained with regard to museological and archaeological issues and will not be able to adequately fulfill the functions and purpose of the museum without additional full time and part time assistance and additional training. As it is, there is only one individual with any advanced archaeological and museological training and he cannot pursue his professional responsibilities on a full time basis. The staff has too many police duties which detract from their museum responsibilities. While enforcement and visitor services duties are necessary for the continued maintenance of the park these should be kept distinct and made non-conflicting. Staff are also overburdened with bureaucratic responsibilities which detract from the educational/interpretative aims of the institution.

It was very disturbing to learn that the curator must spend 50% of his time in visitor services and that the director's time is likewise not committed to the museum but to other activities. To have them manning the information desk was an inefficient use of their time.

The majority of the staff is involved in law enforcement and policing activities and secondarily in visitor services. This means that the museum is neglected. Nevertheless it is noteworthy that these individuals are given training in archaeological preservation which is crucial for this site museum. This training should be continued.

There is every indication that the internal management of the museum is good. There are clear job descriptions and good delegation of authority. There were no indications of any personnel problems. The staff is small enough that there should be no communication problems and none in the foreseeable future.

I told the director and curator about additional in-service training programs that the staff could take advantage of and noted that the museum needs to develop a working library on museum and archaeological theory and methods. The director and curator noted this as well as the need to develop internal codes of ethics for personnel and stated they will work on this.

The museum has one of the most active and organized volunteer programs for a small site museum I have seen. The director and curator should be commended for their activities and commitment to community support. They have a number of committed volunteers; 24 trained and 21 very active volunteers. There are three to four people working every day. The individuals I saw definitely helped with the on-going activities of the museum and appeared to be well supervised. They are giving them many responsibilities (some which should be done by staff if they had adequate staff.) Many come from as far away as 60 miles, to be expected in this rural area.

The level of active commitment is about right for the size of the staff.

Volunteer activities are well advertised in the local newspapers. Training for volunteers is excellent, especially given the amount of other and conflicting duties of the park personnel. The director and curator are to be commended on the extent of their program. Service for volunteers is reward in a public forum.

The curator is very poorly paid and his state level is very low and needs to be upgraded. It is almost \$10,000 below the average for similar positions at site museums in Arizona, New Mexico and Colorado.

The museum is severely understaffed with regard to both support and professional staff. Within a year they will fall severely behind on their professional duties and the museum will suffer. This can already be seen in the area of exhibits and will become increasingly evident in maintenance as the building ages.

- Need for an educator-interpretative specialist.
- Need for a collections management assistant-registrar.
- Need for additional support, especially clerical and someone to watch over the small information sales desk. Two full time or four part-time individuals.
- The curator must be full time without other responsibilities such as boating safety. This is needed for the workload and for the legitimacy of the institution. If the museum does want to go toward accreditation as was indicated, a full time position dedicated solely to the needs of the museum and site maintenance are needed.
- Need for a full time maintenance person who can help with exhibit preparation.
- Separate staff positions should be dedicated to police activities to increase protection of the site from vandalism.
- Encourage and provide support for the director to obtain additional training in archaeology and museology. Make sure that this is seen as the most important professional aspects of his job rather than an emphasis on law enforcement.
- The curatorial position needs to be taken out of the law enforcement ranking system. It must be upgraded to a grade 16 or 17 in the Utah state system. The benefits

needs to be improved and the salary needs to be increased by at least \$10,000 for basic market parity.

- Given the rural nature of the area, the state should include a housing and utility allowance as part of the salary and benefit package. This is common for state park personnel in other states.
- Staff need more training in collections management and conservation. Funds should be made available for them to attend NPS, Getty Institute, or Smithsonian Institution workshops in these and other areas, such as exhibition techniques. There are no adequate training programs available in-state. Out-of-state travel must be made available. It should be noted that methods in these areas are improving dramatically so that periodic updating of skills through yearly or every couple year attendance is necessary.
- In order to build necessary networks and build a needed library, the museum and the division must join the American Association of Museums, the National Institute of Conservation and the American Association of State and Local History. Funds for these memberships should be included as yearly line items in the budget.

Without additional support and professional personnel the museum and site cannot professionalize and will deteriorate.

FINANCE:

As a state agency the museum and park relies on state funding. They are very underfunded for the park as a whole and exceptionally inadequately funded for the museum. There are no monies for program expenses and very little for operations. The director has been exceptionally frugal in his expenses for the first two years. While this was ok for the first year, the sums spent do not adequately reflect the real costs of running and maintaining, let alone improving, a museum. The budget does not reflect the actual operating cost of the museum and the annual fiscal allocation must be increased. Additional funds must be obtained from the state, especially for exhibits and interpretation, and in a couple of years building maintenance. This is one of the main problems for the continued existence and improvement of the museum. Most of the park budget goes to ensure the safety of visitors. In general the museum is ignored in the budget process.

- Double the museum budget in the next 5 years to ensure minimal maintenance.
- Establish a line item for collections management,

educational and interpretative activities, and exhibits.

- Consider the establishment of a foundation or an endowment.
- Make sure that donations go back into special projects for the park not basic operations and salaries.
- Establish a separate account for the items sold in the shop. All funds from these sales should go into improving the exhibits and developing educational programs. Shops can be expanded to include a small bookshop.
- Insurance for the collections and facilities is inadequate.
- Collections and exhibits need to be appraised.

FACILITIES AND SECURITY:

The building is very new so there are no major problems. When the building was built an expansion area was properly planned so that future needs should be adequately met. The basic area is well designed, although the exhibition space and storage areas are small. As behooves a site museum the space is flexible. Other areas seem to be adequate for basic needs at the moment, with the exception of a dedicated space for educational activities. Since this is essentially a site and outdoor museum many educational activities can take place outside in the summer.

The facilities were very oriented to the safety and comfort of the visitor. Special care has obviously been taken in this regard. Security and fire protection is good.

The museum also has a maintenance building for exhibit fabrication that was not visited nor did the director offer to show it to me. Therefore nothing can be said about the facility with regard to security or suitability. According to the director, this building can be used for extra storage if the security is upgraded and this is a current agenda item.

- Parking lot is inadequate with only 22 spaces and no other available areas.
- Interpretative trails need to be expanded.
- Rock art needs to be better protected from vandalism. One way to give funds to help with an educational

program.

- Need to develop a maintenance and capital improvement plan.
- Need to develop trails with handicap access or if this is impossible, exhibits and trails near the visitor center for people with special needs.

COLLECTIONS:

The collections records at the museum are basic and inadequate, as both the director and curator noted. There are no accession records and site records are spotty. There are notebooks containing the numbers of objects but it was never clear how much information there is or the shape it is in. There were also several objects in the storage area whose provenience is unknown. These are leftovers from the last curator but they need to be cleared up. Another area that needs attention is archival and photographic records. While the size of these and other holdings are small at the moment, they will increase as more people visit the museum. A good system should be established now.

The curator has developed a good start on a set of plans to upgrade the records system by computerizing the collections. They will use the NPS system which is an excellent plan given their sister units in the state and the area. It was developed specifically with site museums with primarily archaeological collections in mind. The curator has attended several workshops and understands the data base and the need to develop a coding form that is based on the institutions' needs but that will allow maximum articulation with other NPS and state institutions. The decision to use the NPS number system which is good for archaeological collections but less apt for ethnographic and historical collections is good given the nature and scope of the collections.

The director and curator would like to expand the museum from a site specific institution to a repository for Fremont culture. Under their enabling act they can do this. But care must be taken that this expansion is done thoughtfully and according to an established plan so that they will not obtain miscellaneous odds and ends. In addition, given their verbalized exhibition plans they want to begin to collect and display appropriate ethnographic materials. Before they do this they should develop a detailed exhibition plan with a story line and also a records plan. The storage facilities are adequate for current collections but would be inadequate for any sizable increase in size or type of objects. Storage would have to be redesigned if objects other than boxed archaeological materials were collected and metal shelving obtained. They are adequate for these materials at the moment but will quickly age and cause deterioration. The stamped labels are good. If they go beyond the one site they need to include site

identification numbers on the boxes and shelves. Materials on this have been sent to the director.

The curator should be commended on his attention to collections management detail, his willingness to attend workshops to expand his knowledge and gain experience. He should be encouraged to continue in these endeavors.

The curator has almost completed a draft of a collections management plan which is a good step in the right direction. While rudimentary, it is based on standard and current collections management procedures and should be revised and adopted. I have read and commented on a draft of this document and returned it to the director. They do need to look at other collections management documents, however, especially with regard to reasons for significance and scope of collections.

The curator and director are to be commended on their special attention to ethical, policy and procedural issues.

Informational requests on collections management and conservation matters have been sent.

- Obtain original site and object information from BYU, or at the least a complete duplicate of all information and data dealing with the site and the objects.
- Clear legal ownership issues regarding stray objects in collections storage area.
- Continue plans to implement computerization of collections using modified NPS protocols. Develop a coding form and have NPS staff review it. Avoid the temptation to make overly complex record and inventory systems. The size of the collections do not require over specialization.
- Do not forget the value of paper records. Computerization does not mean that accession records and the like can be ignored. Archival files need much work.
- Conduct an inventory and develop a storage plan. This should be done during computerization project.
- Set up an accession system and develop loan program with appropriate paper work.
- Replace white wooden shelving with metal shelving sometime.
- Continue to develop written policy in all areas and procedures of collections management. Develop this

document into a readily and understandable paper for staff and volunteers. Develop user forms.

- The computerization system will be done on IBM compatible PC using dBase III to interface with NSP system. The director or curator should contact Dr. David Brose of the Cleveland Museum of Natural History who is working on similar problems and will be happy to share information.
- Need to develop inventory and computerization forms.
- Need to develop a handling book and train staff and volunteers.
- If decide to expand scope of museum to include ethnographic materials, need to develop a wish list. Also contact tribal museum headquarters. Also need to develop a collections fund because of lack of adequate collections base in these areas.
- Look into the possibility of long term loans of ethnographic materials for exhibits rather than collecting.

CONSERVATION:

As a new building the facility is equipped with excellent humidity and temperature controls and a filtering system. The building in all areas was spotlessly clean. The staff should be commended on their excellent housekeeping. Pest control is excellent. There were only the normal summer flies.

The museum does not have a conservator, nor should it be expected to. The staff has however availed themselves of the services of the conservator at the University of Utah museum so that the collections were in good shape. This shows initiative and good planning. They have established a good working relationship that should be maintained.

The main conservation problem is in the exhibit area. The track lighting is too high. There is need from some ultra-violet filters. This is a special problem for the extremely rare perishable items. The director requested information in this area before I came so I had the ASM conservator prepare some basic reading materials for them, so I am sure the problems are being addressed.

The other problem in the exhibit was the use of treated fabrics in the exhibit cases. This was done in order to "brighten" up the exhibits. In addition to being distracting, the types of fabrics used are causing deterioration in the objects. There is already

dye bleeding and leaching on to the objects due to normal changes in atmospheric conditions. Materials on mount fabrication and other exhibit conservation needs have already been sent to the director.

The director and curator are developing a disaster management plan which is very good. They do need to look at those developed by other museums. Their idea to videotape all objects as part of the plan is good. They also need to photograph whole objects as well as videotape.

- Remove treated fabrics from cases. If brightening of the exhibits is still felt to be needed, develop a color coded, less busy color scheme and use the appropriate materials.
- Fix lighting in cases in entire exhibit area.
- Check cases to see how air tight they are. Need monitoring system within cases.
- Get acid free boxes for archaeological collections. Get acid free zip lock bags for stored collections.
- Slowly get rid of the large amount of particle board in the collections storage and exhibit areas. Replace with pine and oak. Articles on this are available. Eventually replace with metal shelving.
- Photographs are curling. Need to be remounted.

EXHIBITIONS:

The exhibit area is in one main room in the visitor center. (It should be noted that the rock art outside is the main exhibit area. However I did not tour this area nor was it suggested that I do so.) These exhibits are designed to provide contextualization for the visitor's tour of the rock art site. As such the subject matter is appropriate to the facility; the exhibits are limited in scope and should remain that way. The museum is deciding on whether to expand the exhibit area to include contemporary peoples. This should be thought through carefully because it will affect the entire scope of the institution. As it stands there are no collections for an expanded format into the ethnographic-historic period yet there are partially completed exhibits. This gives the exhibit area an unfinished and unprofessional look.

The director was justly proud that the exhibits had won an educational award. Nevertheless I found them very inadequate and confusing, containing misinformation and the misuse of anthropological concepts. The graphic designs were effective and

caught the eye, but the cases with objects were very repetitious, using a row upon row technique. In all I found they did not really teach the visitor about Fremont culture due to inadequate labeling; it did not enhance the story of the people who lived in the area. Peering down on objects in glass cases was hard on the back and glaring. The children I watched in the museum gave up because they could not see well. The multipatterned fabrics on which the objects were placed compete with the objects so that their patterns cannot be seen.

- The whole exhibit area needs to be rethought and more carefully planned. Special attention needs to be given to visitor flow patterns.
- Get an anthropological advisor to go over the content of exhibit label copy. There were several instances when concepts were misused and misinformation was given to visitors. For example, adaptation does NOT mean copying from nature. This gives the idea that Native Americans are more animalistic than Whites. Also, there is not an established direct cultural continuity to any modern group.
- The central goal of the exhibit should be to give the visitor an appreciation of Fremont culture, not to show them objects on pedestals. The treasure approach is already too evident in Utah. Also there is a need to humanize the groups through a more interpretative use of the artifacts.
- Consider interactive exhibits. The staff should take a trip to Dolores and visit the cultural center there for examples of very good and very engaging exhibits.
- Need a changing exhibit schedule. There is still the notion that the exhibits are a one-shot deal. Once up they will remain. They are already showing signs of wear.
- Given the nature of the collection and that most items are on display already, consider the possibility of traveling exhibits. This is especially important given the goal of attracting repeat visitors. Try to establish funding for this or go to the state humanities or art council for exhibits.
- Develop a color scheme for the entire area and stick with it. Avoid the tendency to make the exhibits too busy.
- Avoid the tendency to change the exhibits, the design and the contents because one individual complains about it. There was a definite tendency to work on this model.

- Rethink floor plan. The traffic flow pattern is very confusing. Visitors have no idea where to turn. The visitors I watched went randomly from case to case and did not follow the story line and mentioned that they were confused.
- Rethink and reduce label copy.
- Consider taking the exhibits outside the museum to integrate them more with the interpretative trails to be developed and the rock art. One possibility is to dig a pithouse, have sample sites and let people try digging in a controlled area and under supervision.

EDUCATIONAL ACTIVITIES:

Educational activities are extensive and very good, especially when it is realized that the staff does it partly on their own time and with almost no support. Many are fun, involving various motor and intellectual skills. Groups are well targeted and programs for children well integrated with the school system. Activities are appropriate. The fact that they have an outreach program at all is very commendable. Both the director and curator rated education very high on their list of priorities and it is hoped that they continue with noting the central importance of education. Continuing the lack of funding in the area and the small staff size I do not see how this area can be expanded without jeopardizing quality.

Programs for handicapped are adequate but not extensive but are appropriate for the institution.

The museum has no funds for publications.

Research activities are appropriate for the scope of the museum and have the potential of being extremely important. The research is on rock art deterioration and will have a pay off for the site with regard to preservation and for other areas as well. Every effort should be made to have this research published. The museum should be commended for taking a leadership position in this area.

- As the director noted, the museum needs to develop a docent training program. They are advised to ask for help from the teacher education programs at the closest university for help in establishing this program. This could be combined with the Eagle Scout program.
- Continue to revise teacher manual to reflect new knowledge.

- Continue outreach program, especially training to curb vandalism.
- Develop more interactive exhibits and more interpretative brochures.
- Continue existing programs, especially those with youth groups.
- Consider developing some evaluation instruments to see how effective current programs are.
- Develop a lecture program for adults in the winter. Continue highly successful adult workshops.
- Research priorities and agenda is very appropriate and should be continued. When the collections management agenda is under control some time should be spent in research for upgrading the exhibits and developing an archaeological research plan for continuing work on Fremont cultures. However the primary effort should continue to be directed to the rock art conservation and preservation initiative. The plans to combine future research and educational programs is excellent.

AUDIENCE AND PUBLIC RELATIONS:

The museum is open regularly and has extensive hours, changing seasonally. As a site museum, site influences location. The museum requires private transportation but access is good and the museum is easy to get to from the main highway (although signs are a bit confusing).

The museum has kept good attendance figures for its two years of operation. They have gained a good profile of their visitors and have developed good plans on the changing composition of their audience based on state level tourism and demographic projections. Care must be taken, however, given recent economic problems not to place too heavy a reliance on out-of-state tourism. It is very easy for state level agencies to overemphasize this. Recent figures at the Grand Canyon and other national parks show tourism in the West down about 20%.

The museum benefits from the market research of other state agencies so does not have to expend its meager funds in this area. This should be continued. The museum has a good and realistic plan for attracting a wider audience. They should continue with their completely appropriate efforts in this area.

- Need to develop plans to encourage repeat visitation. This means not relying on tourism.

As part of the state park system, public relations are handled partly at the state level and partly at the local level. At the state level, the institution is included in all brochures, magazines and the like that discuss the general parks and recreation systems. The state travel-tourism council can be a definite asset, but the museum and the state parks system must be realistic about this. During our discussion, it was emphasized that the state level PR officer was interested in promoting the park on a national level. More realistic would be a phased approach: establish a firm base for tourism within the state and the west for the next few years, and only then target the national and international markets and audiences. While the park contains world class rock art, it will take many years before it can compete with the more well known cultural parks in the state.

The local PR under the direction of Mr. Topham is very good and shows evidence of being very effective. The use of rock art on the cover of the local phone book is an excellent idea. The brochures are very good, the targeting of tourist audiences by the use of plaques at rest stops is very cost effective. The bill boards I noticed on the road were also very well done.

- Continue to build on local audience support with more public programs that have high publicity value, such as the tree planting program.
- Enlist the local schools in PR campaigns.
- Encourage the use of the local archaeology group in PR.
- Suggest to the state PR people that more selective targeting of markets would be more effective.

MEMBERSHIP AND COMMUNITY SUPPORT:

The museum is the only professional institution in the area. While there is a small historical museum in Richfield there is no overlap in the scope or purposes of the institutions. The staff of the museum is currently developing plans for joint programs and ways in which to help the historical museum professionalize. They should be commended for these activities which will be of great benefit to the museum.

The location of the museum is such that it will be of benefit to the local community as a draw for tourism. It is also well used and will be increasingly used as the location for hosted meetings.

To date they have had state teacher workshops on technology, and rock art. They have a good auditorium for these purposes.

- Continue to build on the good basis of community support and encourage the use of the facilities for community activities.

SUMMARY

This is a fine site museum with the potential to be a first rate site museum. While the museum and its staff has a way to go to professionalize itself and the institution, the leadership shown by the director provides every indication that they will successfully work toward accreditation in the next few years. I think they will be ready for a MAP II in a year.

CONSERVATION SURVEY REPORT:

COLLECTIONS ASSESSMENT

THE FREMONT INDIAN STATE PARK

SEVIER, UTAH

SEPTEMBER 13 & 14, 1992

Nancy Odegaard
Conservator

Funded with:
The Conservation Assessment Program/
through the National Institute for Conservation/
by the Institute of Museum Services

BACKGROUND

The prehistory of Central Utah is revealed by several culturally related archaeological sites which are restrictive to Utah. This prehistoric culture was named Fremont by Noel M. Morss in 1931 for a complex he discovered in the Fremont River drainage of South-Central Utah. The culture, which was at one time considered by researchers as peripheral Anasazi is now considered to be a distinctive culture characterized by a unique rock art tradition, a particular unpainted black or gray pottery, artistically elaborate unbaked clay figurines, a particular type of metate and the use of unusual moccasins rather than sandals. The archaeological sites of the Sevier variation of Fremont Culture occupy the central-western area of Utah. They are characterized by pit-house dwellings in settlements on an alluvial fan near a canyon mouth and convenient to a perennial stream.

The archaeology of Clear Creek Canyon and specifically the structures on Icicle Bench and Five Finger Ridge are the focus of The Fremont Indian State Park and Museum. Icicle Bench and other sites in the canyon were identified during a 1979 survey conducted by the Utah State Antiquities Section. As part of the construction of Interstate 70, the Icicle Bench site was excavated by the Cultural Resources Management Service at Brigham Young University through a contract with the Utah Department of Transportation. Following the discovery of significant site disturbance at Five Finger Ridge during the highway construction and at the request of the local Paiute Indian Tribe, the CRMS/BYU excavation contract was expanded. The large village on Five Finger Ridge was excavated and consequently destroyed completely.

The field work of the Clear Creek Project was carried out between the fall of 1983 and fall of 1984 and included excavations at 11 sites. The project has also involved a survey of the approximately 500 rock art panels in the area.

The outburst of archaeological activity in the Clear Creek Canyon focused the community residents to begin a lobbying effort that would keep the information and resources locally available. The result was the Fremont Indian State Park and Museum which opened in July 1987 to interpret and house all of the excavated materials. Future plans may involve some interpretation of the historic period canyon use as well.

GENERAL INFORMATION

The Fremont Indian State Park sits on an 1200 acre site in Clear Creek Canyon at the edge of the Fishlake National Forest near the town of Sevier on Interstate Highway 70 in central Utah. The region is bounded by Sargent Mountain on the Southeast, the Tushar Mountains on the south and southwest, the Joseph Mountain and the Pavant range on the north and northwest. The FISP is located at the eastern portion of the Clear Creek Canyon which is characterized by high cliffs, volcanic soils called Joe Lott Tuff and pinyon/juniper vegetation. The Park includes trails which afford access to the over 500 rock art panels and a Visitors Center which displays many of the artifacts from the nearby archaeological sites. Recreational activities permitted in the Park include; camping, picnicking, fishing and hiking. The Fremont Indian State Park is the major cultural attraction in the general area. Other natural attractions such as Capital Reef, Bryce Canyon, Grand Canyon, Zion Canyon, Arches National Park and

The inventory, catalog, labelling and management of the collection are extremely important activities. Items that are very unique, fragile or are going into the exhibit may require specialized attention. It is recommended that a specialist such as Jayne Fife or Sharon Odekirk of Salt Lake City be brought on to prepare specialized exhibit or storage housings/mounts. The Utah State Parks Division has an employee at Pioneer Trails State Park who is interested in collection care. While this could be of great benefit to the museum, it is recommended that items like the hunting net receive housing or mounting care from a specialist with considerable experience with textiles and prehistoric artifacts.

It is recommended that all members of the Fremont Indian State Park in addition to the State Board become more knowledgeable about collections preservation. As an integral part of the museum mission, the commitment to collections care must be supported through all policies and activities of the museum. A good track record of such activities with an articulate description of needs and objectives will be the evidence needed to obtain funding for long-range conservation planning.

STAFFING

The Fremont Indian State Park has five full time positions; the Park Manager position, held by Gordon Topham since 1987; the Assistant Park Manager position, held by David Lucchesi since 1987; the Curator/Archaeologist position, held by Dee Hardy since 1990; the Park Ranger position (also staff taxidermist), held by Pete Weimer since 1987. Seasonal employees include Dave Colburn

and Gene Bohanan who are responsible for building maintenance, trail maintenance and assist with exhibit construction/installations.

Job Description for the professional staff should address preservation duties. The Park Manager III Position Description Questionnaire (1991) states that administrative duties include responsibility to manage the collection of prehistoric artifacts and protect the indian rock art.

The Park Manager I position Description Questionnaire (1991) states responsibility to investigate and report acts of vandalism in park areas and provide after hours security. Preservation of the site, resources, rock art or collections are not identified.

The Curator/Archaeologist Position Description Questionnaire (1991) states that duties include management and maintenance of all collections and related items. Preservation for the collections and resources of the Park is not mentioned. It is recommended that the Curator/Archaeologist have explicit responsibility for the care, storage, displays and environmental controls with in the Museum. Responsibility for handling of artifacts, housekeeping standards, artifact cleaning, pest control and conservation techniques for the objects in the various collections should also mentioned. The Curator/Archaeologist should also be responsible for overseeing work done by outside conservators/restorers, be responsible for ordering and supervising the use of collection care supplies, and developing the emergency procedures for the exhibit, storage and curatorial areas of the park.

The Park Ranger II Position Description Questionnaire (1991) states that duties include development of the park safety and maintenance programs including grounds, litter patrol, plumbing, electrical and carpentry activities.

Volunteers are an important resource for the Fremont Indian State Park. Currently 12 to 15 individuals are regular volunteers. The Curator/Archaeologist is responsible for volunteer training and supervision. Volunteers receive 1 day of training in the spring and use the "Intrigue in the Past" as a text. The volunteers are used at the information desk/sales counter and for leading education groups through the Visitors Center/ Park.

The Park does encourage staff training and professional development. The museum has a bookshelf with museum management and computer books and the Curator actively collects product information, tool and supply catalogs and other information. The Museum holds membership in the Utah Museum Association, Wyoming Museum Association, Utah Society of Professional Archaeologists, The Rock Art Association and the Western Interpreters Association.

The park does make considerable effort to support and encourage participation in professional activities regionally and when possible nationally. The Curator/archaeologist has attended numerous professional meetings in the region and the Park Manager recently attended the Getty Conservation Institute program for Rock Art Management. It is recommended that there be a provision in the Conservation Plan for staff education in collections care through workshops, meetings, seminars as well as collection

preservation. Topics in particular might include: Preservation of rock art, Museum lighting, and The care of archaeological repository collections. (Information enclosed)

GENERAL BUILDING AND FACILITIES

Buildings at the Fremont Indian State Park include a Visitors Center, a Maintenance facility and yard, three on-site residences and various picnic/campground areas.

The modern 8000 SF Visitors Center building was built in 1987. The building is constructed of concrete block with a flat roof constructed of steel rafters and exterior tar finish. The building is a single level, with concrete block, dry wall and glass used for the interior walls. Windows are large tempered glass with metal window sashes. Doors are metal or glass with metal frame. The building sits on a thick perimeter of concrete (due to the soils present and earthquake activity in the area, it is over 18 inches thick) and has a grass lawn around.

The CAP application reports that exterior windows, doors, gutters, water hydrants, roof and exterior walls have received maintenance attention in the past five years. On the interior, the floors, windows, electrical, lighting, plumbing, heating and air conditioning have received attention in the past five years. All of these areas are repaired by the park staff. During the site visit, the building exterior on the north side exhibited staining from the sprinkler water spray. While not a structural problem, this has been an intermittent but ongoing problem for the storage room directly opposite the wall where dampness and flooding have occurred.

Temperature and Relative Humidity readings were made at a variety of locations in the Visitors Center on September 13, 1992 at about 4:30 PM (warm and sunny outdoors) and September 14 at about 10:30 AM (warm and sunny outdoors). Variations in temperature and relative humidity were noticeable throughout the building. These readings provide an example of the conditions within the building at a given point of time.

VWR ELECTRONIC THERMO-HUMIDITY METER READINGS

F and % RH

* system unit is set for 76 F and 35% RH

<u>Locations</u>	<u>Temp.</u>					FISP system
		AM	PM - RH.	AM	PM	Monitor 3:30
exterior entrance	83.5	76	16.7	20	78.5	
interior entrance	81	76	21	20		
lobby,	73	73	21.5	28	77.3	
theatre,	73	74	21	22	73.	
vault/storage	73	81	22	20	76., 34%	
view area	75	88	22	17		
display area	71	76	23	20		
exhibit cases (west side)	74	80	22	25		
ceiling						77

It is recommended that a general monitoring program for the Visitors Center Building be started. This has not been attempted by the Museum before. The monitor data taken on these days did show significant differences within the building and it would be useful to see how much fluctuation there is throughout the year and at more specifically within the display cases and storage locations. It will be useful to determine if turning off the system nightly is causing excessive fluctuations. Data about the

environmental conditions in this building taken together with other concerns, such as light levels and organization of the space, facilitate the strategy for combined climate control, exhibit design and collection preservation.

The museum is fortunate to have HVAC control for both temperature and humidity as well as staff competence to maintain the system. Computerized data loggers and hygrothermographs may not be needed if the current system is checked and calibrated on a regular basis. Several thermo-hygrometers would be useful in the exhibit and storage areas. A psychrometer or thermo-hygrometer would be useful for calibrating and checking the system and are recommended purchases to begin the program (Information enclosed).

POLLUTANTS AND PARTICULATES

The Fremont Indian State Park is situated in a mountainous valley area. Due to its location on the side of Interstate 70 there is traffic nearby. Outdoor pollutants do not appear to be a major problem for the Park, however the museum may want to obtain records of local environmental particulate levels from State or Federal agencies such as NOAA. Because of the excellent envelope that the museum building provides there was no significant evidence that particulates of dust and dirt are being introduced into the building. The air intake is a mix of recirculated and fresh air. In addition, smoking is not permitted in the building.

Storage and exhibit materials in proximity to artifact collections may be causing interior pollution or corrosive vapor

Light Level readings for foot candle/ lux illuminance, ultraviolet radiation and infrared heat were made in several museum areas during the survey. The effects of high light levels and particularly the UV component on the displayed objects in the Fremont Indian State Park were easily found particularly on objects near the windows.. The ACCEPTED STANDARD for organic materials such as photographs, historic papers, basketry, textiles is less than 5 foot candles or 50 lux. The windowed exhibit areas in the museum range up to 200 foot candles (or 2000 lux). THE ACCEPTED STANDARD for ultraviolet light in museum conditions is less than 75 microwatts per lumen. Readings taken in the exhibit and storage areas during the survey ranged generally from 60 to 800 uw/lm (acceptable to almost 10 times above accepted levels). Infrared readings were taken in various parts of the museum to identify the temperature variations in artifacts that lighting and proximity to heaters can provide. This information is of significant importance when designing the lighting for organic based materials.

LIGHT LEVEL READINGS

Panalux Foot Candle Meter

Crawford Ultra Violet Level Meter

Minolta Land Infrared Meter

Location	Time	Ft candles/lux		UV	IR 'F
interior entrance	am	100 fc	1000	400 uw/l	81
	pm	30	300	500	76
lobby(east photos)	am/pm	300	3000		
lobby	am	200	2000	650	84 (83)
	pm	200	2000	600	78 (77)

theater	am/pm	100	1000	25	078
view area	am	175	1750	800	77
	pm			400	94
display area	am/pm	10-120	100-1200	60	77-81
historic artifacts	am	10	1000	300	
	pm	40	4000	300	
net on wall	am	3.5-5.	30.5-50	100	
	pm	1	10		

Monitoring for illuminance light levels could be measured with a photography light meter or built in camera light meter (Information enclosed). Additionally, the use of the Blue Wool Fade Cards could be helpful in the display areas and cases where it is suspected that ambient illuminance is too high for the collections. It is recommended that the Fremont Indian State Park seek funding to obtain a UV light meter, an IR light meter in addition to a wand type foot candle or lux meter. A form for recording light levels will help the curator to adjust and design lighting given the sensitivity of particular artifacts. Currently all types of photography are allowed in the museum at any time. The lighting policy for visitor or in-house photography should be mentioned in the Conservation Plan.

PEST CONTROL

There is little history of insect infestation or damage to the collections or site. As mentioned earlier, the structure is a modern well-sealed envelope for the collections. Organic materials on exhibit show no specific damage due to pests. During the site visit, the staff could not recall significant problems with insects in the collections other than a Mormon Moth

infestation in the area in 1991 (insects came into the building through the doors). Field mice are a current problem in the Visitor Center building, particularly in the kitchen and vault/storage areas. Evidence of droppings and a distinctive odor were present. The staff have set out DE-CON bait traps.

Pest monitoring and management have not been systematically employed at the museum. Bug Spray (probably phostoxin) is used around the building as needed. The park does not have a room or area designated as an isolation room for collections awaiting processing or suspected of infestation. Rather all types of materials (artifacts, educational props, exhibit props, work supplies) are stored together. This situation can give rise to pest problems. The museum has been fortunate so far, however it is recommended that staff separate materials for storage.

During the site visit, all areas were checked for dead insects. Custodial practices in the public areas of the museum are very good and no pest were found. An insect egg case, mouse droppings, dampness from the north wall, critter crawl space below the door and proximity to the kitchen make the vault/storage room extremely vulnerable. Efforts to maintain the kitchen, custodial closet, work room and vault/storage could be improved, particularly since the vault/storage area is adjacent to the kitchen.

It is recommended that the museum begin an Integrated Pest Management Program (Information enclosed). New or potential donations of artifact material should be isolated and contained in heavy plastic bags to isolate it from the rest of the collection until processing is complete. All exhibit cases and

models carefully vacuumed to remove any insect debris. The Conservation Plan should have procedures for isolating the infested artifact, and getting the pest identified, and a procedure for eradicating the pests. Materials should not be taken into the vault/storage room until they have been thoroughly examined.

In the areas, such as the workroom, where the doors are opened for ventilation, the use of a repellent varnish at the door jams in addition to improved seals and weatherstripping to arrest insect and rodent entry could be used. Weatherstrip gaskets should be compressed D gaskets, neoprene or other effective designs that provide a positive seal and do not allow a 1" wide piece of 18 lb paper to move around.

The museum does not allow food or drink in the display areas. However, there is a Soft Drink Machine in the lobby and staff are free to eat in the office areas or the kitchen/lunch room. It is recommended that future plans include the removal of the Drink Machine to an area outside the Visitor Center building.

Public events at the Fremont Indian State Park include Art Show Sale Exhibits located in the lobby area, school group tours, and numerous 'primitive technology workshops' throughout the year. It is recommended that The Fremont Indian State Park set up an Events Log. The log should show exactly when and how long the event occurred. This record may help explain problems or variations in the climate control system and general museum environment.

EXHIBITIONS

The Fremont Indian State Park interior exhibition space includes approximately 3000 SF of the Visitors Center building. The current exhibits are long-term in nature and about 25% of the collections are estimated to be on exhibit. The artifact selection and display orientation was done by Pulsiver, an exhibit production firm in Salt Lake City in 1987. Artifacts are used primarily in display cases.

Several artifacts are used for public demonstration including the metates. These artifacts on exhibit are placed in positions to encourage visitor handling. While Gift Counter sale proceeds go directly to the Division, 20% of the Art Show sales go to funding for exhibits.

The Park staff fabricates the plexiglas pedestal-based vitrine display cases in house at the Maintenance Building. The cases are made of particle board, laminate, and carpet with commercial fabric set inside as a colorful backing. Security screws are used on the display cases. The interior pit house reconstruction as well as the displays located at the other end of the parking lot are also made by staff. Label copy is generated on white computer paper and adhered to foamcore. There is no real use of specialized mounts or supports for the artifacts on display other than the paper pot ring. It is recommended that the Curator look into the manufacture of a case top for the 'Chi'kee: A Fremont Woman' display and an enclosed custom case for the hunting net. Many of the organic or perishable artifacts could use additional support or buffer from the case or wall. Wall hangings such as the Stoner watercolors

in the theater should have secure mountings.

Paper towels, plexi-glass cleaner, and commercial window glass cleaner are used for routine care of the exhibit furnishings. The carpeted exhibit floor is vacuumed and the case exteriors wiped on a daily basis. Housekeeping in the exhibit areas is the responsibility of the Seasonal Employees under the direction of the Curator. Record keeping in addition to the maintenance schedule of the exhibited collections is needed to better monitor the artifacts for condition and security tracking. It is recommended that the museum photograph or video all of the exhibit areas and use large prints to conduct regular inventory on the collections.

STORAGE

The 400 SF of collections storage for the Park includes: the vault/storage room and two closets located in the Visitor Center building. Storage closets hold educational program props in addition to some collection artifacts. Collections storage is basically systematic and dedicated in the vault but random in the closets. The museum does not own any specialized museum-type storage cabinets and there is not cabinet space in the Display Area. Organization within the Vault/ storage area is tight but efficient. Painted wood shelves (10"H x 12"W x 11"D) are secured to the walls and presently hold @ 400 lidded cardboard cartons of archaeological material. Shelving is estimated to hold @ 750 cartons at maximum capacity. Storage of artifacts within the cartons includes zip-locking bags, plastic field bags, bubble-pack, and cotton in vials. Organization within the room is by site then object type but shelf identification and location codes

have not yet been assigned.

Currently, the storage room also serves as the Curator's work area except that computer work is done in the office. Forms, storage supplies, records and educational props should be relocated from the area. It is recommended that all permanent paper records and photographic prints, slides and negatives that relate to the collections be inventoried and stored in Fire-rated file cabinets. The Curator will want to plan to obtain additional training in management and preservation of Archival/ Photographic collections.

The Fremont Indian State Park has been able to dedicate and specifically plan for storage of the non-displayed collections in the vault storage area. As mentioned in the MAP I report, should the Park want to become a repository for Federal Agencies such as the Forest Service, greater refinement of this area will be necessary. If larger collections of historic Indian material culture are made, improvements will be necessary and the Park will want to consider locking museum cabinets.

Non artifact materials (such as the cleaning supplies, events supplies and maintenance equipment) are primarily stored in the cabinetry around the Staff Work Room. All foods stored in the kitchen by the staff and for the various events should be contained in tightly sealed jars or cans to inhibit pest activity.

SECURITY AND EMERGENCY PREPAREDNESS

The Fremont Indian State Park, has not had any thefts or

damage to the collections located in the Visitors Center Building. A Simplex Security Panel is located in the Administrative Offices. The system includes, door contacts and motion detection for the interior spaces and only the Curator and Park Manager have access to the vault storage room. There is also a back-up agreement with the Sheriff, Highway Patrol and Dispatch. Outdoor areas and the building are also checked by nightly park drive-by observation. The trails and rock art panels are checked by car drive-by 3 times/day. Closer inspections are possible during the once a month litter patrol and the once a year trail maintenance work.

Every public institution should have an emergency plan. It is a necessary museum document and must be kept up to date. The Fremont Indian State Park does have a Collection Disaster Plan. In addition to the plan, the Park has taken several important preventive measures in the event of an emergency. These include, emergency lighting, a fire hydrant, hand held fire suppression extinguishers (which are checked by the Fire Marshall bi-annually), fire pull stations, and smoke detectors which should also be checked annually. There is cooperation with the Town of Monroe Fire Department though there has not been an inspection for fire drill. The staff are trained in law enforcement and rescue techniques as a requirement of the job.

Steps to formalize and expand Emergency Preparedness should take into account the types of emergencies likely to occur. For example, there is recorded history of earthquake activity in Sevier. Many of these are typical for all museums:

- Fire escape routes should be posted and not blocked.
- Exits should have lighted signs.

- Staff should be familiar with CPR, Standard First Aid and removal of handicapped individuals.
- Alarms should be checked routinely and drills should occur.
- Supplies should be on hand to cope with emergencies and recovery for visitors and collections.
- Recovery resource people should be identified.
- Preparations for extended power failures should be developed.

It is suggested that the museum obtain copies of Emergency Preparedness Plans being developed at other museums in the region. These examples will facilitate the expansion of the plan at the Fremont Indian State Park. (information enclosed)

CONCLUSION

The following suggestions summarize some of the general projects and areas in the museum that need further attention. These topics were discussed during the on-site survey and are listed here to help the Fremont Indian State Park organize and initiate the steps towards a conservation plan. This list is not necessarily in order of priority or inclusive of all improvements that could be made.

An immediate conservation priority is control of the lighting. The over abundance of light in many areas should be addressed. Solutions to the radiation of Ultraviolet and Infrared in addition to Illuminance should be sought. Monitoring should take place before and after improvements, the light level readings and the blue wool fade cards used in the display areas will be useful in creating policy and seeking funding for the necessary improvements.

A comprehensive record keeping program is necessary to chart the environment, light and insects in all the areas which hold collections. While tedious, this information will provide the needed information to accurately set the priorities in the Conservation Plan. The information will help in the design of exhibits and displays which best protect the collections. The museum will want to designate part of its budget and seek other funding to obtain the required equipment for monitoring.

Another priority for the Park is the expansion of the current collections management, condition reports, and storage/exhibit upgrade programs for the collections. The Park has a varied artifact collection which needs to be stored and displayed in a manner that secures its preservation and accessibility. The Park already has a dedicated staff and many of the supplies and equipment for appropriate curatorial activities. It is important that the priority for collection management and care continue to take a recognized high priority. Another related aspect of this priority is to develop a plan of action for the rock art located outside on the grounds.

The condition of all the artifacts should be noted in an inventory. Record photographs of the individual artifacts or a video of display groupings is recommended for the periodic inventory and maintenance checks. To insure that areas are pest free, there should be careful cleaning in, behind and around the exhibited artifacts, and removal of all non-collection debris from non-public areas. All exhibited objects and framed pieces should be checked for appropriate support and protection.

The need for conservation and restoration treatments will no

doubt be necessary for some of the particularly valuable and unique pieces in the collection. Once the collection management and storage activities have been completed sufficiently to insure preservation of the artifacts and its information, then Conservation Surveys of the collection should take place with specific conservation/restoration treatments to follow.

DOCUMENTS PROVIDED FOR REVIEW

CAP Site Questionnaire
Fremont Indian State Park brochure
Record forms for processing collections, UT Div. Parks & Rec
Visitors Center Layout
Collection Management Plan, Revision I, February 1992
MAP I Site Visit Report by Nancy Parezo
Position Description Questionnaires for Staff
Visitor Center Daily Custodial Chores
The Clear Creek Canyon Archaeological Project: A Preliminary
Report, Introduction. by Janetski et al.
Central Utah Adventure Guide
Desert Varnish: Dead or Alive? by Sharon Odekirk

LIST OF ATTACHMENTS

A Guide to Handling Anthropological Museum Collections
Gloves
Collections Care Training Opportunities
Environmental monitoring equipment
Exhibition Materials Guidelines
Lead coupon test
Lighting control supplies
Light meters and using a camera to test light levels
Integrated Pest Management
Rock Art Condition Surveys
Emergency Preparedness plan

THE PUBLIC DIMENSION ASSESSMENT
MUSEUM ASSESSMENT PROGRAM III

SURVEYORS

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INTRODUCTION

The Museum Assessment Programs are funded by the Institute of Museum and Library Services (IMLS), a federal agency, and administered by the American Association of Museums. Described as a "friendly assessment," each program is designed to help museums evaluate a dimension of their operations through an onsite visit by a museum colleague(s) followed by a written report and technical assistance provided by the A.A. M. The purpose of the Institutional Assessment (MAP I) is to examine all aspects of a museum's operations and administration, the purpose of the Collections Management Assessment (MAP II) is to review collections policies, documentation and preservation; and the purpose of the Public Dimension Assessment is to assess the museum's public dimension, including public perception, public experience and public involvement.

The public dimension of a museum is reflected in the various ways a museum touches the public, including the public's awareness and image of the institution, the quality of the public experience, and the degree of community participation at the museum. The public dimension is the view of the museum from the outside in. Completion of the self-study questionnaire, on-site visit, and final report are designed to assist the participating museum to:

1. Assess the public perception of the Museum and identify ways to change that perception, if necessary.
2. Review the public experience, the physical, intellectual and emotional experience the public has when it comes in contact with the museum and recommend ways to improve that experience if necessary,
3. Determine whether the public involvement in the museum adequately reflects the audience the museum wishes to serve, given the museum's mission. Suggest methods of involving more or different segments of the community, if necessary.

This Public Dimension Assessment report was prepared as a result of the review of the completed self-study questionnaire, a two day on-site visit to the Park, and discussion between the MAP surveyor team and Park staff. The report was prepared by the team of Robert D. Gant, Curator of Collections of the Wyoming State Museum, Cheyenne, Wyoming and Beverly Becker, Director of Education and Program at the Redding Museum of Art and history, Redding, California.

The report is broken down into three sections consisting of 1) Mission/Planning, 2) Public Perception: Audience, Attendance, Marketing and Public Relations, and 3) Public Experience and Involvement: content, ideas and concepts, exhibitions and programs, and community participation. These issues, when taken as a whole, create the public dimension of a museum.

Community

Fremont Indian State Park is located in a sparsely populated region of southern Utah with approximately 20,000 residents in the surrounding four-county region. The population is relatively homogeneous: white, mostly agrarian middle-class, with a dominant Mormon presence and influence. There are few fully funded cultural resources in the area, and with 130,000 visitors a year, the Park represents an important economic asset in this agricultural and service-based economy. The Park is doing a very good job of serving this community, and the staff seems well tuned to community needs.

While the Park's constituency includes out-of-state visitors, the resident population is the most vital source of public backing. Karen Krieger, the State Division representative who was on site during our visit, made the point that the Division is aware that power resides with the voting public who are served by public facilities. When citizens are convinced of the Park's value, they will communicate their support to their elected officials.

Half of the Park's visitors are from out-of-state (Self-Study Questionnaire), and we can deduce that those visitors are more diverse, culturally, economically and socially, than the local population. A quarter of the visitors are said to be from in-state, and a quarter from the adjacent four counties. However, quantified research on the visitor composition has yet to be done, so there is much to learn about the visitors. Observation is an imprecise tool that is skewed by the filters of subjective interpretation. The questionnaires that are part of the MAP III process were only partially completed. (This facility's experience with the questionnaires are an example of the need to re-design this questionnaire to eliminate open-ended questions and to allow it be self-administered.) The list of recommendations that follows addresses the need for visitor surveys.

As a major destination for field trips, the Park serves the regional school community. State curriculum requirements make the Park the perfect classroom supplement for elementary school groups. There is little doubt the Park is doing an excellent job of attending to the needs of this group.

Physical Setting

The Park resides amidst dramatic, unspoiled landscapes that for decades have attracted tourists to the American Southwest. Clear Creek Canyon, where the Park is situated, is beautiful and pristine. In addition to the natural amenities, the human geography of rural Utah is picturesque and unique. Many of the small Mormon towns have preserved significant historic buildings and main street settings that project an almost mythical small-town feeling. These settlements are surrounded with farms and homesteads, with many homes built in vernacular architectural styles not found in other parts of the country. This bucolic atmosphere has an interesting and restful character.

Obviously, the Park's raison d'être is its geology and the cultural resource of the petroglyphs. It is not an exaggeration to say that these petroglyphs are of international significance, representing an outstanding archaeological resource. With human and animal representations and symbolism, the petroglyphs stir the visitor's imagination and inspire visitors to reflect on the early settlers of the American continent.

Interstate 70 slices through this region, carrying what must be millions of people a year. (Note: precise car counts can be obtained from the Utah Department of Transportation.) Some of those travelers will not be interested in the regional amenities, but many are lured off the road with the promise of a break in the routine and a chance to learn something about the region.

I. Overview -- Mission Planning

The State Division of Parks & Recreation has recognized that not all its parks are strictly recreational facilities. It has designated 12 of its parks as Heritage Parks, and the Division's director, Courtland Nelson, is clearly interested in addressing the distinct needs of these cultural resources. During our visit, Division representative Karen Krieger spent the better part of our first day on-site with the entire survey team. We were impressed with the vision and management

perspective she presented. Our recommendations take advantage of the Division's concerns regarding the Park's public dimension.

"It is the mission of the Utah Division of Parks and Recreation through its Heritage Parks to protect, preserve, and interpret the State's unique cultural and natural history resources for enjoyment and education and to enhance understanding through research."

The mission statement goes on to say: "... protection, operating, maintenance, development, and wise use of areas of scenic beauty, recreational utility, historic, archaeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people maybe further encouraged..."

The staff considers it a apart of their Park's purpose to use artifacts and archeological features in the park to teach about the Fremont Culture and archeology. Current exhibits and programs support their mission very well. Indeed it is the Park's mission which separates it from the divisions other Heritage Parks. As the Division administration and Park staff begin to develop a new master plan, they have asked the MAP III Survey Team to evaluate the performance of their mission in the past, how well the public has participated in that mission and make suggestion on how the program may better serve their public.

The MAP III Survey Team was impressed with the Park staff from the outset. Additional information was provided in a timely fashion and our over-night accommodations were outstanding. This positive image was supported further by several town's folk in Sevier when we asked directions to the Park or if they attend the Park's programs. All gave enthusiastic reports about the programs they attended. Even though we were able to get directions to the Park we missed the turn off and drove several miles out of our way before turning back after receiving another set of directions with ease. We concluded that signage from Sevier, especially via the frontage road could be better.

We found the Park accommodations clean and well maintained. Picnic areas, trails, and fishing access areas were well marked and attractive. The Visitor Center and parking area are most attractive and well maintained. We especially like the way vending machines were tastefully camouflaged yet accessible to all visitors. Entering the building we found the rest rooms well marked and accessible. The information curator is inviting and we were welcomed by a genuinely enthusiastic staff. The Gift Shop, AV- multi purpose room, and exhibits are all high quality. Without a doubt the Park is doing many things well.

The Fremont Indian State Park was established as a result of the enthusiasm of a few individuals and seems to remain firmly based in the local community. The State Division of Parks and Recreation will take advantage of this support by involving the community in the development of the Park's Strategic Management Plan in 1997. During the initial planning process a group of individuals will be formed into a local advisory group to provide an ongoing voice in the Park's future.

The Division has combined those Parks with historical foundations into a "Heritage Parks" system in an effort to strengthen their marketability. The Fremont Indian State park has a strong outdoor recreation component but is "unique" in that it is the only Park which interprets the region's prehistoric peoples. The Survey Team feels that the Park can take better advantage of its uniqueness but hasten to add that a holistic view be taken of the Park as its Strategic Management

Plan is being developed. We caution management to look at ways of measuring the impact of increased usage on various components of the Park. We are particularly concerned with the archaeological component and how it maybe affected by increased exposure.

Within a hundred mile radius of the Park, there are thirteen other natural and historic attractions including Bryce Canyon and Capital Reef National parks. Here again we suggest the Division review potential partnerships with "competing" attractions to promote package programs that complement each other. Explore shared promotion and marketing in an effort to maximize available resources. Intra-organizational communication is encouraged at all levels.

2)Public Perception: Audience, Attendance, Marketing and Public Relations

During 1995 the Park had approximately 130,000 visitors of which 50% were non-Utah residents. The Park defines its "service" area to include four rural counties located within ten miles and having a population of about 20,000. Staff estimates visitation includes approximately 25% from these counties and an additional 25% from throughout Utah. That same year the Park was visited by 6,000 school children.

Generally the staff feels that the facilities are adequate to accommodate an increase in visitors annually so long as the visitation can be spread out programmatically and seasonally throughout the year. The multi-purpose nature of the Park will make it rather difficult to control use of many of the out-door recreation components, by virtue of the fact some activities are more popular than others. How the more popular activities impact the whole Park has yet to be defined.

The State Division of Parks and Recreation will be working closely with the community as they develop the Park's Strategic Management Plan. This activity alone will modify the public's perception of the Park and at the same time help to define the community's expectations, along with some priorities as perceived by the community. As this group becomes a "stake-holder" in the Park's future some of the current problems may resolve themselves. The Division is being pressured to define ways by which each of their Parks can to increase revenues in an effort to moderate the public tax burden for the program. Experience has shown that once the public becomes aware of the trade-offs needed for self sufficiency, the idea itself moderates as the required support increases. However, economic realities of the times dictate that the Park protect its future by defining those programming areas that could generate some revenue. The Park's Gift Shop is the best example of a revenue generating public service that supports its mission. Park's have long been aware of "user fees" and have defined rather well where and how they can be levied without impacting their local constituency.

The Park's unique mission seems, in itself, a relatively untapped resource. If the staff desires to increase visitors and more importantly attract repeat visitation from the community, they need to know more about that audience. A modest public survey conducted by the staff supported what they assumed from the outset, "Folks like them a lot." The Division is now designing a system-wide survey instrument for all of their parks that will include site specific information. We urge that program evaluation become an ongoing activity for each Park in order to have sound resource management tools for sound decision making. A core of popular programming can then be defined and refined. Expanded programming is not the answer when you end up with many mediocre programs rather than a few excellent ones.

The MAP Team urges the Division to explore a series of programs which each Park can add with the costs shared by all of the Parks or just the Heritage Parks. That way high quality programs are presented under the auspice of the Division, which in turn adds value and benefits to its offerings throughout the State. Each Park has its own mission-specific programs designed for its community. Internal initiatives will serve to unify each Park's on-site programs, mission themes and overall quality, and these Division-wide external initiatives will help give a sense of structure and unity. The Utah Parks Division is now developing ways of defining statewide as well as individual Park marketing information.

Providing the visitor with an enjoyable, entertaining, educational, comfortable visit is crucial to a successful marketing or public relations program. Studies in recent years have pointed out that the American traveler, especially the "Heritage Tourist," demands a high level of hospitality from the cultural institutions and tourist attractions they visit. Appreciation for good exhibits and well-planned programs can quickly be forgotten if a visitor has a negative experience. In-house public relations are important for promoting a positive visitor experience. An institution's reputation for how well it treats its visitors can dramatically affect attendance, especially in terms of those people who will be repeat visitors. A written statement of what constitutes good hospitality should be issued to all staff including seasonal people.

VISITOR IMPACT

There is no question that better marketing will increase the Park's visitation over the next few years. User fees have the potential for providing major budget support for the Park in many areas. However, we are concerned with the impact that a 130,000 visitors are having upon this relatively small Park and for future increases that will tax both human and natural resources. We urge that these considerations be part of the new planning process. An analysis of the costs to serve each visitor in terms of staff time, program overhead and facilities maintenance can be calculated and statistics compared over time.

How visitors impact the Park's cultural resources is another important consideration. Now is the time to explore preventive conservation strategies for the Park's pictographs and petroglyphs along with the development of guidelines for planned-controlled growth. Perhaps the National Park Service can offer more information on these ideas.

III. PUBLIC EXPERIENCE AND INVOLVEMENT

In the self-assessment submitted to the MAP III program, the Fremont Indian State Park identified public perceptions and public experience as the desired focus for the Public Dimension review. The findings of and the recommendations made by the survey team will undoubtedly be fine tuned and expanded or discarded as the Division completes its market analysis studies for the Park system during the coming year.

The Fremont Indian State Park is but one component of the Utah Division of Parks and Recreation system. Each Park has a rich cultural and natural identity unique to them. It is easy to lose sight of the fact that each park is only a part of the whole and that the Division is responsible for the management of the whole. Since the Division is in a reorganization mode and just beginning to develop park specific Strategic Management Plans, the team has tried to address this Park's concerns within the framework of what little we know of the Division. We applaud the Division decision to involve the community in the planning process. Together with the proposed market studies, this should add considerable strength to the program and its components for years

to come. The public experience of being involved in the planning process will provide a strong foundation from which the Division can build a secure future.

RECOMMENDATIONS

Any recommendations for change at the Park should include the Utah Division of Parks and Recreation as well as the Park itself. Therefore, recommendations begin with those that would require Division support and/or implementation, and it continues with the on-site suggestions.

The Division is to be commended for its management and planning initiatives with the heritage parks. By creating the Heritage Parks Strategic Plan and the subsequent yearly work plans based on that plan, a clear and decisive management path, including specific goals and objectives, has been identified. This is more than half the battle as cultural resources find themselves forging new operating models.

Recommendations for the Division

Management Related

1. Formalize or institutionalize cooperative working relationships with the Division of History and the Division of Community Services and Economic Development.

The Parks & Rec. Division has received significant technical services support from these two divisions, which include respectively, Utah's Office of Historic Preservation and the Tourism Department. Parks & Rec. has already benefited from these associations, and the benefits in the future could be significant. While there are legislative mandates in place that help assure inter-division cooperation, we suspect there are methods by which the relationship and support could be strengthened. The more that interaction and support are embedded in the system, the less resistant they are to changes in personnel or political philosophies. The partnerships could be solidified through process or product; e.g., through the tools of bureaucracy such as operating agreements or joint purchase agreements, or through working on mutually created projects and services. (Note: collaborative projects appeal to public representatives eager to support the efficient use of public funds.)

2. Complete a Resource Heritage Management Plan (RHMP) for Fremont Indian State Park.

During our visit, we heard about the exciting process of developing a RHMP for another of the state's heritage parks. In addition to generating a valuable management tool, the community involvement and commitment required of all members of the planning group can also (a) activate a "friends of.." group for the Park; (b) identify individuals in the community with valuable volunteer expertise; (c) serve as an "incubator" for future in-depth collaboration between the

community and the Park. As implemented by the Division, this is a very powerful tool. It is probably the single most important step the Division can take to improve the Park's public dimension.

3. Create an Indian Advisory Group for the Division and focus on this Park.

We know that the Division has been considering this step for some time. We heartily support it. Collaboration with native communities will be greatly enhanced with the guidance and advice of representatives. A meaningful and fruitful relationship with Utah's Native Americans will take continuous work and support, but the results are well worth the effort. It is an important step to internalizing a Native American perspective to management of the state's cultural resources.

4. Create a central exhibitions department to better serve this Park and other heritage parks.

Especially for routine upgrades and maintenance, a central exhibitions service saves time, money and enhances public service. This could begin on a small scale, for instance, with graphics and exhibition writing and editing support that can be contracted out through the Division.

5. With the Division's statistical expertise, undertake a strong marketing research initiative for this Park.

Consider simple on-site questionnaires that can be easily administered and evaluated. Initiate visitor and non-visitor surveys to establish the interests of visitors and the barriers to attendance expressed by non-visitors. Seek to find a predictive behavior model for visitors, e.g., why does one person visit and another not. Answer the important question: "What is your interest in visiting the park?" Develop comprehensive baseline socio-economic data about visitors.

Evaluation surveys can test the ability of the exhibit to communicate its message. Visitor evaluation and surveys are most useful when the procedures and results are integrated into the overall management goals and objectives for the site.

This information should be gathered before any changes are made to the current exhibit.

Related to Advertising & Public Relations

6. Use Division resources to promote the heritage parks as a "package."

With advertising and public relations professional support, this Park and the other heritage parks could become uniquely associated with Utah's rich cultural heritage. Since the Division is located in the state's largest city, perhaps a professional advertising firm could be found to perform some of this work pro bono. Public relations efforts could include attracting freelance travel writers, using media outlets to promote special events at the parks and working with State Tourism to include heritage parks in familiarization tours. (The State Tourism office is certainly aware of the travel industry's current interest in cultural tourism. There are probably many ways to connect with this state department.)

7. Consider changing the Park's name.

The current name is unnecessarily obscure and does not describe or evoke the Park's resources. Consider a more interesting name, such as "Canyon of Memories State Park and Museum." An alternative name should emphasize the petroglyphs; even something as simple as "Petroglyph Canyon State Park and Museum" would have a very strong impact on visitation.

8. Use the AAA Guidebook to Utah for advertising. Contact their editorial offices to improve the Park's entry in its attractions listings.

The Park's location along the Interstate makes this suggestion a natural. The AAA Guidebooks are good advertising vehicles; they have a relatively low cost per thousand ratio (a standard measurement for evaluating the price of ad space) and the audience is highly desirable. AAA-type travelers have discretionary income, and they are interested in the roadside attractions. A carefully designed ad could have tremendous results. Since this purchase will seem expensive, it is important to have professional advice in designing the ad for maximum impact and to use a tracking mechanism (coupon or discount offer with mention of the ad) to evaluate its effectiveness.

A related recommendation is to consider implementing a discount for AAA members. This is also a strong marketing tool.

9. Use the June atlatl championships at the Park for novelty public relations and news value. Possible media outlets: People magazine; television stations in the Salt Lake City, Denver and Dallas (Dallas and Denver regularly feed to the networks); CNN. Regional newspapers, including the sports sections.

10. Speaking generally, the public is fascinated with petroglyphs. Let the public know that the Park is a wonderful place to view some of the southwest's finest examples.

This recommendation is somewhat redundant to numbers 6 and 7, but the petroglyphs are mentioned separately because of their powerful ability to attract people. If the petroglyphs are seen as the Park's "unique selling point," they can become the basis for an entire promotional and educational campaign.

Recommendations for the Park Site

11. The process of developing the Resource Heritage Management Plan (see above) will greatly stimulate the public dimension. Some suggestions for how to use it:

- a. Use the planning team as an "incubator" to develop program initiatives that the public is eager to support.
- b. Seek community representatives that include hospitality industry professionals, especially managers.

c. Seek participation of the Native American community in planning. This may not be possible with local representatives; consider regional representatives.

d. Experiment with an informal "newsletter" (keep it simple) for the planning process that may be extended to a larger audience after the plan is finished. Search for volunteer help to produce this.

12. Seek partnership with the regional hospitality industry.

We saw evidence that this is already happening to a limited extent. However, more emphasis can produce more results. The hoteliers and others will let you know how the Park can help them promote the Park, but a regular dialogue must be instituted.

Begin an annual hospital industry tour day. This event can include free admission, light refreshments, guided tours, and it should include the families of the industry employees. Consider holding this event after-hours or off-hours to create a sense of exclusivity and "behind the scenes" viewing. This is vital to keep the Park "fresh" in the minds of the front-line people who deal with the public such as hotel and motel clerks.

13. Investigate alternative ways to improve signs on the Interstate.

If going through channels is difficult, consider lining-up help from an elected representative. Signs are of utmost importance. Don't be discouraged by bureaucratic redtape. Seek creative solutions.

14. Look for a local partner to share a billboard.

Billboards tend to be expensive because they work. Even with a partner, budget concerns may make it necessary to refer this to the Division for consideration.

15. Use the RHMP process to identify volunteers who can take on more program-related tasks.

The staff now works very hard to carry out its public events. Volunteers could be helpful with publicity, set-up and clean-up, and even implementation. The work load would be lightened. Consider partnerships with regional high schools, creating high school internships in archaeology, cultural resource management, recreational planning, etc.

16. Consider implementing a fee for the ATV trail.

By asking the users to help bear the burden of upkeep and security for this very popular and unique resource, revenues could easily finance additional staff.

17. Conduct focus groups to evaluate the current exhibit and test ideas for exhibit expansion.

It is easy to be trained to lead a focus group. Perhaps the Division can supply some resources for this recommendation. The focus groups should include teachers. The groups can help answer: "What would enrich this experience for you?"

18. If a public program is not well attended, don't repeat it.

The number of special events at the Park is impressive. Perhaps it would be better to reduce the total number and aim for higher attendance at fewer events. Generally speaking, it does little to enhance the Park's image or service to offer programs attended by a handful of people. (Beware the exception that proves the rule.)

19. Enhance the retail operation to integrate it with the interpretive mission. Improve labeling of non-Indian produced products.

The Park's successful and attractive retail operation has now become an important asset. To take it to the next step, maintain inventory that is reflective of the Park's overall mission. Continue to seek resources for locally made Indian art. Carefully label all hand-crafted items that are Indian in appearance but are not Indian made. This is a major issue with Native Americans, who often express their frustration with the dominant culture's lack of sensitivity with such an obvious issue.

20. The Park is like an oasis on the Interstate; take advantage of that and offer more visitor amenities by increasing vending services.

21. Develop a plan to work with the local Paiute tribe members; keep at it.

22. Encourage the Division to set-up an Indian Advisory Board.

23. To target families, consider tie-ins with local LDS churches.

Can the Park offer something to Church members that they cannot find elsewhere? Perhaps there are special tours or topics relevant to the site that would be appealing. Special programs related to creation myths; the study of anthropology? While these would certainly be public events, they could be targeted to the LDS community.

It is important to recognize that the local population is primarily LDS. Public programs designed to resonate with the interests of that group will respond to the needs of the resident public. With a strong emphasis on family and family activities, the Park might consider family reunion weekends; family workshops; family fairs; family races or competitions; "A Day in the Life of Cold Creek Canyon" including prehistoric, historic, natural history elements.

CONCLUSIONS

It was immediately apparent to the survey team that the Utah State Parks Division system is in the process of examining its mission so that it can better use its resources to serve the people of the state. It was obvious to the survey team that the folks living in the areas around the Fremont Indian State Park were well aware of its existence and actively participate in their programs. Strong community pride was evident as we asked waitresses, service station attendants, motel operators and "folks on the street" about a good place to visit or simply directions to the Park. The apparent community support will be magnified as the Parks Division calls on them to contribute to planning the future for the Park.

The Park setting is beautiful and the visitor center facilities well placed and nicely maintained. We found staff hospitality toward their visitors outstanding. Visitor amenities are limited but well maintained. The outdoor exhibits are well thought out and the accompanying interpretive handouts are interesting, as well as informative. The Park is a multipurpose facility with trails, camping and fishing available to mention just a few of the activities available to visitors. In summary, the Parks staff is doing a commendable job with existing resources.

The Parks MAPIII Self Study Questionnaire lists several concerns and prioritizes five areas that need additional support. We would like to focus on these even though they cross over into other MAP programs.

1. "Increase Personnel"

Park management, with help from staff, will have to build a case for additional staff based upon a documented needs assessment. Begin building the documentation based upon "desk audits" of each position description. Compare the written description with performance reviews and an audit of current duties and compare this with the formal job description. Use the differences as benchmarks and compare the increased duties with use. Department administration expects the staff to do a certain amount of additional work, but if you can document dramatic increases in public use to the degree that it impacts the current staff's ability to provide good, safe service, then you may have a case for additional help. How you define these increases may determine the need for just seasonal staff during peak visitation or if you really have year-round needs. Public safety is most important and when added to the potential for diluted visitor services, you may have a good case for F.T.E.'s. It is important for the Park to provide their Department Administrators with some documentation that is defensible to present during the budget sessions.

2. "Increase Museum Exhibit Budget"

As mentioned above, all fiscal discussions must be based upon documented need. A positive visitor experience depends a great deal upon clean, well lit, informative exhibits and if the contrary can be recorded, begin building your case for more display money. If you are seeking "return" visits from the area, new exhibits and new programs are ways to attract repeat visitors. Quality exhibits are expensive and we know from experience that the visiting public demands a high quality educational experience. With a strong case a professional interpretive/exhibits firm could be hired to work with the staff for additions

and updates. Exhibit maintenance can be done to some degree by the staff or contracted for during the off season.

3. "Identify Money for Conservation of Artifacts"

During our visit there was some discussion concerning the need for a generalist collection's manager/conservator position for the Heritage Parks. This sounded like a great idea to us and we support the idea whole heartedly. It is however, incumbent upon the individual Park staffs to understand the collections that are in their care. We found the collections, both in reserve and those on exhibit, well cared for. It isn't fair to expect Parks staff trained in conservation techniques to address all of the needs of a complex archaeological collection held by the Park. A good collections management plan and a preventive conservation program would most likely be welcome by all of the Parks with collections including the Fremont Indian State Park! Again a need must be identified and funds identified to meet those needs. The survey team is particularly concerned with the outdoor collections, the pictographs, petroglyphs, and other archeological features that may be undergoing change. What can be done to minimize deterioration of these features? How are they impacted by visitors? What can we do to protect the archeological sites from erosion and vandals, etc.? And, what are we doing to protect the Parks' ecosystem as a whole?

4. "Money Outlined to Maintain Climatic Conditions of Artifacts"

Priorities three, four and five are all interrelated to some degree, as is the recommendation for a generalist collections manager. A controlled environment is important in order to stabilize the Park's collections. As far as they survey team could tell, the visitor center is free of extreme climatic fluctuations as is the room used to store the reserve collections. The gallery area and exhibit case environments seem acceptable, but without long term monitoring it is difficult to tell from our brief observations. We are concerned with the long term light/UV exposure received by some of the organic items on exhibit. Vegetable fiber cordage, fur and native tanned hides are sensitive to long term exposure to light and even modest levels of humidity. Evidence of insects and rodents were minimal, but we did not notice the presence of sticky traps or evidence of fumigation.

We expressed our concerns earlier about the environmental degradation of the outdoor collections. With condition reports and photographs of all of the pictographs and petroglyphs, the staff could evaluate the weathering of some of the panels to determine if they need to take measures to stabilize the more fragile glyphs. The cost of building shelters will be high, but I think if planned for it would be provided with minimal difficulty. If documented deterioration was provided to the Institute of Museum Services for a Conservation Project funds would be an excellent prospect. Now is the time to begin building your case for funding needs, and don't be afraid to inform your constituency about this problem!

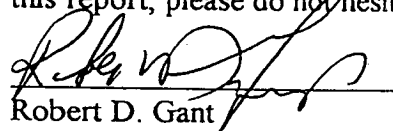
Metal shelving and acid free containers for the collections are ideal and costly. Intellectual access to the contents of the collections is also important if you are to realize their educational potential. Here again a collections manager/conservator could help out with your collections

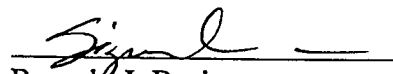
management plan and design some strategies for stabilizing the collections with existing resources. Separating organic materials from the inorganic collections and providing an acid free environment would help. Depending upon the size of the organic collection, purchase sufficient metal shelves or cabinets to rehouse this material. Closed metal Steel Fixture metal cabinets would be best because you can maintain a controllable microclimate in these units. Acid free boxes and tissue, plastic boxes, and ethno foam are expensive to purchase in small lots. Once a Department-wide assessment was made these conservation supplies could be purchased in larger lots more economically.

The survey team agrees that the Heritage Parks program could use a staff person we are calling a "collections management generalist." An objects conservator would probably do just as well. This person would be shared by the Parks who are responsible for collections. Responsibilities for the position would include staff training in areas of preventive conservation including minimal collection's care, problem identification, collection's handling and storage, etc. With the staff from each Park this person could develop a Park specific collection's management plan, integrated pest management plan, while monitoring the needs of all of the collections. Conservation needs could be identified early which would keep the cost down and thus saving the Department a great deal of money over time. It seems to us that a consolidated collection's management program would be more focussed to the long term benefit of the collection as a whole.

In conclusion the Department will be entering into a major "Park's user identification" program in the near future. This is an extremely complex and time-consuming process but an essential one in order to maximize available resources. In the business world we would be talking about a business plan, our marketing mix and market fillers. Until recently these have been little known concepts in the museum field. As competition becomes keener for available resources, it is becoming clearer that we need to know why visitors come to our Park and not another, who are these folks and what are their likes and dislikes. Do they like our exhibits, our programs? Why? Why not? Business is a gamble but it is the wise business man who makes intelligent decisions based upon what he knows about the folks he is trying to serve. The only difference is that our product is service, education, entertainment and relaxation. If folks have a better time at our Park they are more likely to come back and pay a higher user fee. It is essential that we put people first in our planning. The "public dimension" is the fundamental test of whether we are truly effective in realizing our mission. Investing time in this dimension is an investment in our future and perhaps our survival.

Our sincere thanks to the staff of the Fremont Indian State Park for all of their time and hospitality during our MAPIII visit. If we may answer any questions or expand upon any part of this report, please do not hesitate to call us:


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FREMONT INDIAN STATE PARK PUBLIC INPUT RESULTS

April 28, 1998

STRENGTHS		
Points	%	
30	35.7%	Petroglyphs & Museum
10	11.9%	Special Programs for Kids
8	9.5%	History that dates back many years (1,000's)
6	7.1%	Friendly spirit of the staff & guides
5	6.0%	American Indian Heritage
5	6.0%	Location (on the Paiute Trail)
4	4.8%	Petroglyphs are easily accessible
4	4.8%	Benefits communities in the region
4	4.8%	Scenic Beauty
3	3.6%	Good Cooperation with other agencies & neighbors
3	3.6%	Dedicated volunteers
1	1.2%	Great Campground
1	1.2%	Good Fishery & wildlife
	0.0%	Income
	0.0%	Attraction
	0.0%	Promotes a send of Community
	0.0%	Access to another culture
	0.0%	ADA access is good
84	100.00%	

WEAKNESSES		
Points	%	
26	31.0%	People don't stay on trails, touch rock art (monitor people)
18	21.4%	Preserving its current state will be difficult keeping the special spirit
12	14.3%	Freeway signage too late for people to decide to exit
7	8.3%	Lack of funds
6	7.1%	Outside facilities need more protection
5	6.0%	Not enough cross activities in the area to keep them in region longer
4	4.8%	Not known as a destination
4	4.8%	Residents aren't aware of what's there
1	1.2%	Distance from amenities (hotels, stores, etc.)
1	1.2%	Lack of communication between park & local people
	0.0%	Not enough visitors
	0.0%	Not enough fish in the creek
	0.0%	Fees
	0.0%	Location out of the way for some
	0.0%	I-70 noise and pollution
	0.0%	Physical size may not be adequate for expansion
84	100.00%	

OPPORTUNITIES		
Points	%	
16	19.0%	People can understand all Native American cultures
14	16.7%	Protect sites and artifacts
13	15.5%	Educational opportunities for local schools
9	10.7%	Proper signage
5	6.0%	More to be learned from the Fremont related to current life
5	6.0%	Better protect resources through interpretation
4	4.8%	ATV riders - new trail
3	3.6%	Advertising
3	3.6%	Increased traffic now on I-70 because of I-15 work
2	2.4%	Olympic programs related to Native American culture
2	2.4%	Increase use and visitation
2	2.4%	Expand campground
2	2.4%	Increase partnerships especially with Paiutes
2	2.4%	Olympics etc. allows for extended P.R. opportunities
2	2.4%	Chance to know Fremont culture
	0.0%	Interest in SW. themes can be capitalized on
	0.0%	Easy access to campground & ATV trails
84	100.0%	

THREATS		
points	%	
14	16.7%	Love it to Death - Accessibility to resources = vandalism
12	14.3%	Budget cuts
9	10.7%	Uncontrolled livestock movement
8	9.5%	Too many visitors to handle - lack of staff - on some holidays (spread out
8	9.5%	Overused, too many people trashing the park
6	7.1%	Funding for heritage
6	7.1%	Environmental extremists
5	6.0%	Unsupervised use & access
4	4.8%	Community Apathy
4	4.8%	Development around the park & private property across to sites
4	4.8%	Too much government control
3	3.6%	Natural erosion
1	1.2%	Indian community's changing attitudes
0	0.0%	Resource/environmental concerns close access
0	0.0%	Loss of wildlife (due to Mtn. Lions = predators)
0	0.0%	Natural hazards - flooding, fires, etc
0	0.0%	Seems more like a retail store rather than a Museum
84	100.0%	

QUALITIES & CHARACTERISTICS		
points	%	
21	25.0%	Great interpretive program (storytelling, Native American participation, etc.)
18	21.4%	Willingness to expand the scope of the Park (ATV, fishing, hiking, camping horses, wildlife view, other cultures, Native Americans, Spanish, Pioneers
18	21.4%	Meeting the educational & recreational needs of the public (visitor & local) hands on activities, preserving general & historical facts (correct)
9	10.7%	Cultural resources protected for the enjoyment of all
6	7.1%	Greater publicity, signage, T.V., radio etc
4	4.8%	Many activities and programs for visitors
3	3.6%	To step into the past
2	2.4%	Education programs that meet the needs of the visitors
1	1.2%	Concessions: Food service - mobile
1	1.2%	Peaceful and welcome
	0.0%	Increasing programs; visitor services
83	98.8%	

STEPS		
points	%	
24	28.6%	Proactive in preserving the rock art
24	28.6%	Awareness Education through: Internet, radio, newspaper, billboards signage
9	10.7%	Partnering with different cultures and agencies communities , schools, etc
9	10.7%	Increased volunteerism
4	4.8%	A lot of hard work and help
4	4.8%	Develop quiet rest and picnic areas
3	3.6%	Help keep park & camp clean
2	2.4%	Coordinated planning; (Native Americans, local communities)
2	2.4%	Educate every visitor to help them enjoy and protect resources
2	2.4%	Publicity; promotions, special events, etc
0	0.0%	Organized staff with single vision
83	98.8%	

BENEFITS		
points	%	
20	23.8%	Resources will be protected
15	17.9%	Common Unity: agencies, cultures, schools, communities
8	9.5%	Keeping park open for future generations and our children's children
6	7.1%	Greater education, appreciation!
5	6.0%	Tourism revenue
5	6.0%	Help put central Utah on the map!
5	6.0%	Visitors will get to see what a Fremont village was like
5	6.0%	Trail Network: recreation for more visitors
4	4.8%	Concession: retaining visitors
4	4.8%	More people exposed to cultural experiences
3	3.6%	Economy is enhanced
2	2.4%	Spirit of cooperation; community involvement
2	2.4%	More camping
0	0.0%	People would be aware of opportunities
84	100.0%	

PUBLIC WORKSHOP EVALUATION	
What worked? +	What would you change? ▲
<ul style="list-style-type: none"> -This is an informative and excellent way to arrive at conclusions -Good participation -voting gives equality -The process of input -I liked the participation of everyone -The dots were a fun way to prioritize -All was well -The facilitation was excellent! -Participants were allowed to actually ??? In expressing concerns -A good diverse representation that controlled a narrow focus - ATV's & Native Americans -I think the group work & boards were a great help in getting everyone's view on the park. I hope it helps. -Good involvement -Well put together -Great workshop. I believe the spirit of cooperation was here. 	<ul style="list-style-type: none"> -probably nothing -Some discussion was stopped before interest did! -Nothing -More people -More people need to be present -Nothing -More comments from people that care!

- Everything was very positive an informative
- I'm looking forward to what comes of this information
- Sometimes the first dots will attract other dots - may not give a true picture
- Be sure to capture all ideas not just the most popular ones

RESOURCES IN AND NEAR FREMONT INDIAN STATE PARK

I. ARCHAEOLOGICAL SITES

A. ROCK ART STATISTICS

1. Number of Sites: 43
2. Number of Panels: 697
3. Number of Figures: 3852

FIGURES	PREHISTORIC		HISTORIC		
	NUMBER	PER CENT	NUMBER	PER CENT	TOTAL
PETRO-GLYPHS	3320	87%	30	15%	3350
PICTO-GRAPHS	320	13%	175	85	495
PICTO-GLYPHS	7	.2%	0	0	7
TOTAL	3647	100.2%	205	100%	3852

	PREHISTORIC		HISTORIC		ELEMENTS OF BOTH		
	#	%	#	%	#	%	TOTAL
PANELS	620	91%	42	6%	17	3%	679

LOCATION OF ROCK ART

	NORTH SIDE OF CANYONS		ELSEWHERE		
	#	%	#	%	TOTAL
SITES	31	72%	12	28%	43
PANELS	608	90%	71	10%	679
FIGURES	3088	80%	764	20%	3852

OWNERSHIP OF ROCK ART

SITES

	NUMBER	PER CENT	COMMENTS
FREMONT INDIAN STATE PARK	27	64%	
FISHLAKE NATL. FOREST	8	18%	
UTAH STATE LANDS	3	7%	
FREMONT & FISHLAKE	3	7%	95 PANELS IN PARK 35 OUT
FREMONT & PRIVATE	1	2%	6 PANELS IN PARK ALL HISTORIC
NOT RESOLVED	1	2%	3 PREHISTORIC PANELS, FAINT
TOTAL	43	100%	

4. Documentation.
 - a. Archaeological description (IMAC) forms. On file in Fireproof file cabinet.
 - b. Clear Creek Canyon Archaeological Project. Volume 2. Includes a brief description and drawing of each panel.
5. To more fully understand the resource more documentation is needed in the following areas:
 - a. A description of each figure with measurements.
 - b. A more detailed description of each panel including distances between figures.
 - c. More locational information on panels within sites.
 - d. Updated documentation on vandalism, cracks, rockfalls and other potential damage to each site, panel or figure.
6. Proper documentation would take many years.
7. Management plans for rock art should consider:
 - a. Means to protect the rock art, the cliffs nearby and any formation that potentially can cast a shadow on the rock art.
 - b. Plans for trails where the rock art can be viewed without being touched.
 - c. Predetermined ways to study, photograph and record the rock art that will not damage it.
 - d. An educational program that will teach people to treasure the rock art and not damage it.

B. Structures in and near the park.

1. Habitation units.
 1. Icicle Bench. 42SV1372. Destroyed.
 2. Five Finger Ridge. 42SV1686. Destroyed. Midden and possible pithouses on remaining ridge.
 3. Radford's Roost. 42SV1688. Destroyed.
 4. Lott Farm site pithouses. 42SV1373. Excavated 1981 and then covered over.
 5. Workshop Knoll. 42SV1316. Out of park in Mill Creek Canyon. Excavated 1979.
 6. Hearth. 42SV2144. Excavated 1987. Under watertank.
 7. Hearth. 42SV2146. Excavated 1987. Under visitor center.
 8. Pithouse. Unnumbered. Disturbed by underground power line.
 9. Possible unit in Little Dog Canyon.
2. Granaries.
 1. Coyote. 42SV1691. Out of park, but desperately needs stabilization and protection.
 2. Falling Man. 42SV1689. In park, but under a rock slide. Difficult access.
 3. Unlocated Granary in Dry Creek.
 4. On Sevier River near Sevier.
3. Caves and rock shelters.
 1. Sheep Shelter. 42SV1690. Protected with bars.
 2. Cave of a Hundred Hands. 42SV1518. Protected with bars.
 3. Radford Cave. 42SV1716. Destroyed.
 4. No Name Shelter. 42SV1715. Destroyed.
 5. Erosion Shelter. 42SV1696. Insignificant.
 6. Trail Mountain Shelter. 42SV1446. Out of park.
 7. North Cedars Cave. 42SV1518. Out of park.
 8. Little Dog Canyon. 42SV2223. Excavated 1988.
4. Lithic Scatters.
 1. Two in park. 42SV 1806 & 2071.
 2. Six near park. 42SV 1809, 1816, 1817, 1818, 1819, 1820.
 3. Numerous others in Clear Creek Canyon Area.
5. Isolated finds. A number of artifacts have been found in the park on the surface associated with no sites.

II. Historical foundations and farms.

1. Riley Spring. Historic home. Destroyed. Occupied: 1875 to ca. 1970. Out of Park.
2. Skinner-Radford farm. Destroyed by I-70. Occupied: ca. 1880 to 1985.
3. Lott Farm. Foundations of out building partially destroyed by I-70. Occupied: 1877 to 1940.
4. Potato pit near middle foot bridge. Nearby house destroyed by I-70. Occupation date not known.
5. Sam Stowe Canyon. House burnt down, stone out buildings, structure in rock, stone corral, dam. Occupied: 1920 to 1986. Bought by park.
6. Joseph Lott farm. House foundation nest to Centennial Cabin. Occupied: ca. 1880 to 1955.
7. School. Near upper foot bridge, but location unknown. Used: ca. 1890 to ca. 1910.
8. Alma Christensen home. Foundation is presently divided by the I-70 fence.
9. Olcott home. Home and cabin foundation. Home burnt in 1986. Partially standing stone garage and potato pit. Occupied: 1902 to 1947.
10. Robison Manor. Boarding house. Exact location unknown. Probably under I-70. Occupied: 1880 to 1944.
11. Power Plant. On private property and partially under paved road. Used: ca. 1906 to ca. 1920.
12. Hole with cemented door on north side of Mill Creek.
13. Belknap Ranger Station. Foundation of ranger station and out buildings. Structure built into cliff.
14. Remnants of historical roads, trails, dams, plowed fields, etc.
15. Other historical sites are in or near the park. 42SV1807, 1809, 1810 and 1301.

III. Sacred areas.

1. Paiute shrines.
2. Non-Indian shrines.

IV. Geological formations that are unique and need to be protected.

1. Columnar Jointing.
2. Joe Lott Tuft.
3. Sevier Formation.
4. Bubble caves.
5. Belknap Caldera and Volcanics.

V. Clear Creek is a resource that must be protected from erosion and pollution. The marshes and wetlands in lower Clear Creek (in the park) need attention along with the plants and animals that live there.

VI. Plant Life.

VII. Animal Life.

