



# Management Plan for the Great Basin National Heritage Area

Approved April 30, 2013



Prepared by the  
Great Basin Heritage Area Partnership  
Baker, Nevada



# **Great Basin National Heritage Area Management Plan September 23, 2011**

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## Acknowledgements

The following list of our plan advisors and stakeholders and heritage partners is a tribute to the area’s steadfast efforts to connect with the Great Basin National Heritage Area. We acknowledge each of them and express our appreciation for their assistance and support in the preparation of this Plan.

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## EXECUTIVE SUMMARY

### **The Great Basin National Heritage Area--A place of heritage in wide open spaces**

Few places in America can claim a diverse number of heritage features scattered in relative isolation from the country's general population. From its Paleo and Archaic era early native population to the remnant cultures encountered in 1776 by the first European explorers Dominguez and Escalante, a variety of peoples--wanderers, seekers and settlers of many ethnic and religious groups--migrated to the Great Basin region over time and called it home. Its abundant natural resources from productive (if not always naturally well watered) soils to minerals and rangelands made it a pioneer destination for herding, farming, ranching and mining and an outpost for commerce and recreation. The region was host to the nation's first transcontinental mail routes, telegraph route and marked cross-country highway. Important railroads passed through and served it. Its residents celebrated their native cultures and religions while their settlement, building and integration created new local and regional cultural practices, religions and features. All of this leaves a rich legacy of archaeological, historic, cultural, scenic and recreational resources for residents and visitors to appreciate and enjoy.

Today the Great Basin National Heritage Area (GBNHA) remains a diverse region. The area's two counties--Millard, UT and White Pine, NV--are inhabited by only 21,000 people. But the area boasts abundant cultural, natural, and recreational resources; landmark sites of national significance; and historic communities and landscapes with uncounted stories to tell of the region's heritage. Nevertheless, while much of the region's past survives in the present, some significant challenges exist if the past is to be carried forward into the future.

### **Heritage Area Designation**

In 2006, the United States Congress acknowledged the region's national significance by designating the Great Basin National Heritage Area. As established by Congress, the purpose of the heritage area is:

- (1) to foster a close working relationship with all levels of government, the private sector, and the local communities within White Pine County, Nevada, Millard County, Utah, and the Duckwater Shoshone Reservation;
- (2) to enable communities referred to in paragraph (1) to conserve their heritage while continuing to develop economic opportunities; and
- (3) to conserve, interpret, and develop the archaeological, historical, cultural, natural, scenic, and recreational resources related to the unique ranching, industrial, and cultural heritage of the Great Basin, in a manner that promotes multiple uses permitted as of the date of enactment of this Act, without managing or regulating land use.

The enabling legislation named the Great Basin Heritage Area Partnership (GBHAP) as the operating entity for the heritage area. This organization's mission statement parallels that of the enabling act. Officially the mission statement (revised by the Board in 2011) is:

*To develop and enable partnerships to help identify, research and evaluate, conserve, protect, interpret and promote the archaeological, historical, cultural, natural, scenic and recreational resources of the Great Basin National Heritage Area in a way that enhances economic opportunity without managing or regulating land use.*

## Looking Towards the Future

The Great Basin National Heritage Area is grounded in the past and the region's historical, cultural, and environmental heritage. However, the Management Plan is a forward-looking document, one that lays out a strategy to be implemented over a time horizon of ten to fifteen years to promote quality of life, sense of place, and sustainable economic activity through the preservation, enhancement, and development of the GBNHA's heritage resources. The Plan is motivated by the prospect of a better future that is captured by Great Basin Heritage Area Partnership's Vision Statement:

*We envision a Great Basin National Heritage Area with its heritage fully researched, understood, protected and celebrated as a basis for regional economic vitality: A region whose citizens and visitors understand its value, and are fully committed to preserving and sustaining the local cultural and natural heritage for future generations.*

The potential benefits for the Great Basin National Heritage Area's residents are many, including:

- archaeological historic and cultural resources and landscapes preserved as part of community life;
- natural and scenic resources protected and restored;
- historic towns revitalized through heritage-related economic development;
- increased outdoor recreational opportunities; and
- enhanced community pride and identity.

Concerted, coordinated action at all levels – from grassroots citizen groups to regional heritage organizations to state and federal agencies – will be required to fully realize the heritage area's vast potential and to maximize its benefits for residents of the GBNHA. The GBHAP will act as a catalyst for positive change effectuated through collaborative initiatives involving numerous private and public sector partners. These initiatives will build on the progress made on the accomplishments of the many individuals and groups already working to preserve and enhance the region's cultural, natural and recreational resources. The end result will be a truly revitalized and restored Great Basin region.

## What is the Management Plan?

***The Management Plan is, first and foremost, a guide for decision-making.*** Recognizing that the Great Basin National Heritage Area will evolve over time as a result of voluntary actions and partnerships among numerous organizations within the region, the Plan does not attempt to prescribe a detailed list of actions. Rather, it provides the direction, criteria, and processes needed to establish priorities and to make informed decisions over a 10 to 15 year period. It establishes an overall structure for conserving, enhancing, and linking heritage resources in the form of goals, strategies, and primary interpretive themes. It illustrates and provides examples of the ways that public and private partners can work together to achieve the heritage area mission. Finally, it sets some basic priorities for heritage area programs over the next two years, along with guidance for monitoring success in achieving the goals.

## **Goals and Strategies**

Heritage areas combine preservation of historical, cultural, and natural resources, recreation, and education with tourism and small business development in strategic initiatives to enhance the economy and quality of life of local communities. In support of this basic purpose, the Management Plan establishes **goals and strategies** for five key areas:

1. Heritage Resource Conservation and Enhancement
2. Education and Interpretation
3. Community Revitalization
4. Heritage Tourism and Recreation
5. Partnership Development

### **Heritage Resource Conservation and Enhancement Strategies**

- Enable research to ensure identification, information development and recognition of all of the region's significant heritage features.
- Conserve, preserve, and enhance the heritage resources in the area as set forth in the enabling legislation.
- Advocate sustainable facility and land use, open space and viewshed preservation, and careful resource development related to the GBNHA's cultural and natural landscapes.

### **Education and Interpretation Strategies**

- Establish a consistent, area-wide framework for the interpretation of the GBNHA's heritage resources.
- Connect heritage sites and resources through interpretive themes and products.
- Support educational and research initiatives that teach the public about the GBNHA's historical, cultural, and natural heritage.
- Promote and support Heritage Education and Interpretation by strengthening constituent heritage partners.

### **Heritage Tourism and Recreation Strategies**

- Use a distinct visual image and identity in the design of heritage area products such as informational materials, signage, and interpretive exhibits.
- Develop physical and programmatic linkages between heritage area destinations to assist visitors in experiencing the GBNHA's diverse resources.
- Promote awareness of and increase visitation in the Great Basin National Heritage Area through public relations and marketing programs.
- Partner to support visitation within the GBNHA.
- Foster and promote recreational opportunities within the GBNHA.

### **Community Revitalization Strategies**

- Conserve and use heritage resources to foster sustainable economic activity in traditional centers.
- Promote entrepreneurial activity and small business development related to the GBNHA's heritage resources.

### **Partnership Development Strategies**

- Assure a strong and vital coordinating or managing entity --the Great Basin Heritage Area Partnership.



- Facilitate funding, planning and technical assistance, to heritage feature owners, managers and operators in order to bind partners together with each other and the coordinating entity.

### **Primary Interpretive Themes**

Enhanced interpretation of the GBNHA's people and resources is an integral part of the Management Plan and is interwoven throughout the plan strategies. The Plan establishes four broad, unifying interpretive themes/ messages to link and inform the rich and diverse stories told by individual sites and attractions throughout the Great Basin National Heritage Area. These themes are:

**1. The Great Basin is anything but empty.** On a map the Great Basin looks large and sparsely populated, but there is life everywhere within this region. Stories that focus on the complex web of life that exists here through adaptations to the conditions will be used to communicate and reinforce this concept. This concept leads into the next one, which focuses on the fact that the conditions dictated by the physiographic region and climate make the Great Basin a place only for the hardy and persistent.

**2. The Great Basin is not great for everyone or everything, but it is great for some.** Stories of the plants, wildlife and humans that have not only survived, but are tied to this place as well as stories of those that have come and gone will support this concept. The stories associated with *Religion & Seclusion, Visionaries and Freedom* also support this idea. In order for visitors to fully grasp this story it will be important to communicate the essence of the conditions for living in the Great Basin.

**3. Patterns of life in the Great Basin are all integrally linked** to each other and dictated by the Great Basin. *Seasonal Migration* – Plants, Animals and Early Human Inhabitants and *Economic Migration* – Minerals, Industries, and Transportation will be key stories linked to this concept, but the story of *The Formation of the Great Basin* leading up to current conditions will be key background so people can understand why and where the migrations took place and continue to occur. Water as the ultimate limiting factor in this environment will also be key to understanding what lives here and what does not.

**4. Limited resources, especially water, are a continual cause of conflict and change in the Great Basin.** Actually a part of the previous concept – that all patterns of life are dictated by the Great Basin –it is important in explaining a significant part of the cultural history of this area.

These four themes provide the framework within which a multiplicity of secondary themes and sub-themes (as indicated by the examples in italic above) can be developed to articulate and connect the stories of heritage resources throughout the Great Basin.

### **Implementation and Management**

Ultimately, implementation of the Management Plan will depend upon voluntary actions and partnerships involving numerous public and private sector agencies, organizations, and citizens. Thus the Plan is designed to provide an implementation and management framework for the Great Basin Heritage Area Partnership organization and its heritage partners as they work to achieve the mission and goals for the Great Basin National Heritage Area. The framework begins with four principles for implementation:

**1. Partnerships:** Implement the Plan through collaborative partnerships involving the GBHAP; federal, state, county, and local government; and private organizations, institutions, businesses and individual citizens.

**2. Nodes and Linkages:** Define a variety of programmatic and thematic nodes and develop virtual or physical connections among sites, attractions, and resources throughout the heritage area.

**3. Regional Impact:** Focus on programs and actions that will most effectively build a regional identity for and increase visitation within the Great Basin National Heritage Area.

**4. Sense of Place:** Enhance the quality of life of local communities through the conservation and development of heritage resources.

The Plan identifies **project evaluation criteria** as a key decision-making tool for use in assessing the importance of potential heritage programs, actions, and projects under consideration for implementation. These criteria address the following:

**1. The project must contribute to achieving one or more of the Management Plan goals** relating to resource conservation and enhancement, education and interpretation, recreation, community revitalization, and heritage tourism.

**2. The project must exemplify the four principles of implementation to a high degree.** Of particular importance is that the project:

- Involve and leverage the resources of two or more partners, including a sponsoring partner with sufficient capacity to manage the project following completion.
- Integrate one or more of the interpretive themes: The Great Basin is anything but empty and not great for everyone or everything; Patterns of life in the Great Basin are all integrally linked; Limited resources, especially water, are a continual cause of conflict and change.
- Address a site(s) or resource(s) of regional and/or national significance.
- Respect the carrying capacity of heritage resources.

**3. The project must exhibit a high degree of quality,** as measured by the following:

- It displays an acceptable level of authenticity in its treatment of heritage resources.
- It embodies high standards of planning and design.
- It incorporates the heritage area branding set by the area-wide informational framework and visual design standards to be developed as one of the priority action programs.

The strategies contained in the Management Plan include a wide range of initiatives, programs, and actions that can be carried out through partnerships of heritage organizations and institutions to achieve the heritage area mission and goals. The Plan identifies several priority action programs that are especially important to the success of the heritage area and thus are identified as priorities for the first two years of plan implementation.

**Priority Action Programs** are listed in the chart on the following page.

Notes:

- The estimated costs are not meant to be definitive, but rather to provide an idea of the level of financial resources that will be required to implement the action programs.
- Many of these projects are interrelated in terms of information gathering and writing and planning so some costs will be shared among projects.

Program / Action	Estimated Cost
<b>Heritage Resource Conservation (Preservation) and Enhancement</b>	
Complete the inventory of known historic, cultural and natural resource assets for both counties. Become a clearinghouse for technical assistance on preservation.	
Monitor regional development projects that may threaten or support heritage features—and comment when appropriate.	\$20,000
Partner to secure NNRY archive--possibly digitize.	\$30,000
Sponsor annual Shepherders Gathering—Record and preserve a series of oral histories: Beginning with sheepherding, formation of GBNP. Then digitize.	\$10,000
Support Planning for Topaz Japanese Internment Museum.	\$30,000
<b>Education and Interpretation</b>	
Begin to help partners identify funding, planning, and provide technical assistance resources to facilitate the interpretation and education elements of projects they undertake. Provide interpretive information that meshes with adopted themes and storylines. Work with GBNP to create links between their interpretive opportunities and off-park sites.	\$30,000
Develop a regional interpretive and information hub.	\$20,000
Develop the GBNHA story overview panels--begin to install them at key portals. Interpret Swamp Cedar Massacre Site.	\$60,000
Adopt and assist NNRY with its interpretive plan. Partner with Depot Museum to finish interpretive exhibits in freight barn.	\$30,000
Assist on-site interpretation of Topaz Internment Camp.	\$20,000
Sponsor local school field trips to local museums and heritage features.	\$20,000
<b>Heritage Tourism &amp; Recreation</b>	
Develop a detailed map of the Great Basin National Heritage Area. Planning and design of a GBNHA orientation map/brochure. Begin to develop the GBNHA trip planning guide. Begin to develop GPS-based and publication based auto tours.	\$200,000
Design welcome signage, and additional directional signage, confidence markers. Begin installation. Design the GBNHA regional orientation panels. Begin installation.	\$200,000
Develop a design concept for the self-serve visitor information station. Install in at least 2 locations. Create a visitor packet.	\$50,000
Develop a hospitality training program. (And educate staff of service businesses and attractions about GBNHA.)	\$25,000
Develop and distribute a GBNHA tourism industry information.	\$10,000
Assist in completion of WPC trail survey and publish along with similar information for Millard County.	\$20,000
Begin to promote soaring in Ely.	\$20,000
<b>Community Development (Revitalization)</b>	
Consider promotion of a main street redevelopment program for Ely, Delta & Fillmore.	\$20,000
Partner to help create a museum of history and culture of the Duckwater Shoshone People.	\$100,000
Partner with the Topaz Museum to plan a main street museum.	\$30,000
<b>Organizational (Partnership) Development</b>	
Develop and promote an area-wide set of partnership design guidelines and protocols.	\$20,000
Create a portable exhibit with associated literature for use at local and regional events.	\$10,000
Proceed with all activities identified in Management Plan (Section 5). Pursue partnership development. (This includes policies, procedures, Board & staff development and training, performance evaluation, communications, development and application of performance measurement. Also includes strengthening presence in communities and assisting partners with technical help and funding.)	\$40,000
<b>Total projected expenditure for 2 years:</b>	<b>\$1,015,000</b>

## Planning Process

The process of preparing the Management Plan included extensive public participation and outreach. Public meetings in Ely, Baker, Delta, Fillmore, Salt Lake City and Carson City were held in the initial stages of the project and again in Ely, Baker, Delta and Fillmore to consider plan alternatives. A third set of public meetings were conducted on the Draft Management Plan. In addition, members of the public were invited to share their thoughts and comments throughout the planning process at each GBHAP Board meeting and via e-mail to the GBHAP website: ([www.greatbasinheritage.org/](http://www.greatbasinheritage.org/)).

The Great Basin Heritage Area Partnership Board (itself widely representative of local and tribal government, heritage, tourist and commercial interests) guided preparation of the Management Plan. A larger Task Force comprised of 23 citizens and officials representative of heritage interests within Nevada and Utah provided input at key points in the planning process. Outreach efforts included interviews with representatives of federal, state, regional, and local governments; private organizations and institutions; and others with an interest in the future of the heritage area. Additional coordination was conducted with representatives of a range of federal and state agencies that would potentially have an interest in the Management Plan.

The results of public and agency review of the Draft Management Plan, with adjustment to respond to comments made during the review period, have confirmed the direction set forth in the Plan now approved by the Office of the Secretary of the Interior of the United States.

### **A final but important note:**

The Great Basin National Heritage Area is not a regulatory initiative, nor can federal funds received through this program be used to acquire real property or an interest in real property. While there is no intent to dictate regional or local policy or legislation, a tremendous opportunity exists to build on current planning and preservation programs through voluntary partnerships involving public and private agencies, organizations, and citizens in the preservation and enhancement of heritage resources.



## United States Department of the Interior

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APR 30 2013

Ms. Denys Koyle  
President  
Great Basin Heritage Area Partnership  
P.O. Box 78  
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Baker, Nevada 89311

Dear Ms. Koyle:

In accordance with Public Law 109-338 which designated the Great Basin National Heritage Route, we are pleased to inform you of the approval of the *Management Plan for the Great Basin National Heritage Area*. Please accept my congratulations on this accomplishment!

The Great Basin Heritage Area Partnership has developed a plan which is both comprehensive and practical, and which we have confidence will over time enhance understanding and increase protection and enjoyment of the historic, cultural, natural, scenic and recreational resources of this unique and nationally important landscape. We commend you for completing this task and for involving the interested residents, organizations, agencies, and tribes in the States of Nevada and Utah. The plan clearly demonstrates the advantages of partnerships between the Department of the Interior and our national heritage areas.

Please be assured of our desire to continue a close working relationship with you and your partners in the region to effectively implement our mutually held resource protection objectives. The Great Basin National Heritage Route contains some of our nation's most important natural and cultural resources and is indeed worthy of our joint and on-going respect and protection.

Sincerely,

Rachel Jacobson  
Principal Deputy Assistant Secretary  
for Fish and Wildlife and Parks

cc: Honorable Orrin Hatch  
Honorable Dean Heller  
Honorable Steven Horsford  
Honorable Mike Lee

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# Chapter 1—Introduction

## GBNHA Setting

### Can you picture it?

Imagine the classic regions of the United States. Think about each geographically, culturally and economically—and in terms of the heritage of each. Try to form an historic picture in your mind for each of these regions: Reflecting on the founding **Northeast** evokes landscapes of closely scattered small towns with colonial brick buildings and white steepled churches linked by narrow winding roads that are flanked by small crop fields and hardwood forests. We think of conservative people bound together by town meetings and a stable economy once based on small agriculture and small watermill oriented manufacturing. The classic plantation influenced **Deep South** conjures notions of broad flat cotton fields, lazy rivers and gracious antebellum mansions with large porches and high columned entryways. We remember a history of privileged classes of landowners and obligated serving classes of workers bound together in the vestiges of a feudal economy. The **Appalachian Coal Region** elicits its own picture as do the painted deserts of the **Southwest**, the agricultural **Midwest**, the forested Pacific **Northwest**, and the wide and mountainous **Great Basin**. Wait! What was that last one? Did you have difficulty forming a picture in your mind? Most Americans do. But it is not because there is nothing in the Great Basin (although in truth the area may be special in many ways for what it is not). The geographic area of the country most people know the least about or of which they have the haziest picture in their mind is probably America's **Great Basin**.

## Designation as a Heritage Area

What is the Great Basin National Heritage Area and why is it special?

In 2006 the Congress of the United States formally recognized the Great Basin region by designating a Great Basin National Heritage Area (GBNHA). The enabling Act<sup>1</sup> stated that this area was nationally significant for a number of features that may help the reader form a picture of the region.

The Congressional decision to formalize Heritage Area designation was based on the region's unique geography and that its communities are located in a classic western landscape containing long natural vistas, isolated high desert valleys, mountain ranges, ranches, mines, historic railroads, archaeological sites, and tribal communities. Congress found that the Native American, pioneer, ranching, mining, timber, and railroad heritages associated with the Great Basin Heritage Area include a social history and living cultural traditions of a rich diversity of nationalities including people of Greek, Chinese, Basque, Serb, Croat, Italian, and Hispanic descent; and that the pioneer, Mormon, and other religious

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<sup>1</sup> The complete Act is in the Appendix.

settlements, and ranching, timber, and mining activities of the region played and continue to play a significant role in the development of the United States.

The designating congressional act observed that the Area is shaped by a Native American presence (Western Shoshone, Northern and Southern Paiute, and Goshute) that continues in the Great Basin today. They recognized that the Great Basin Area was the site of the Topaz Internment Camp where Japanese-American citizens were detained during World War II. The act acknowledged the Area's inclusion of the Pony Express route and stations, the Overland Stage, and many other examples of 19th century exploration of the western United States. It allowed that the Native American heritage of the Area dates back thousands of years and includes: archaeological sites, petroglyphs and pictographs, the westernmost village of the Fremont culture; and communities of Western Shoshone, Paiute, and Goshute tribes.

The Area's biological heritage was also noted, specifically the multiple ecologically diverse communities that are home to exceptional species such as: the bristlecone pines, the oldest living trees in the world; wildlife adapted to harsh desert conditions; unique plant communities, lakes, and streams and native Bonneville cutthroat trout. The Act noted that the air and water quality of the Heritage Area is among the best in the United States, and the clear air permits outstanding viewing of the night skies.

Congress declared that the Heritage Area includes unique and outstanding geologic features such as numerous limestone caves, classic basin and range topography with playa lakes, alluvial fans, volcanics, cold and hot springs, and recognizable features of ancient Lake Bonneville; and that the Area includes an unusual variety of open space and recreational and educational opportunities because of the great quantity of ranching activity and public land (including city, county, and State parks, national forests, Bureau of Land Management land, and a national park).

In short, Congress found that there are significant archaeological, historical, cultural, natural, scenic, and recreational resources in the Great Basin to merit the involvement of the Federal Government in the development, in cooperation with the Great Basin Heritage Route Partnership and other local and governmental entities, of programs and projects to adequately conserve, protect, and interpret the heritage of the Great Basin for present and future generations; and to provide opportunities in the Great Basin for education. Shortly after passage of the enabling legislation the Partnership embarked on a public process of scoping to expose the local communities and potential partners to the opportunities of the heritage area. (The complete scoping report is in the Appendix of this document.)

## **Coordinating Entity**

In the same 2006 act, Congress determined that the Great Basin Heritage Route Partnership, a small local non-profit corporation (now known as the Great Basin Heritage Area Partnership--GBHAP) would serve as the local coordinating entity for a Heritage Area established in the Great Basin. The Partnership is chartered in Nevada and is registered as a "foreign" non-profit Corporation in Utah. The Partnership is the organization responsible for the development of this management plan and it looks forward to helping to publically celebrate, preserve and promote the heritage of the Great Basin region. More detail about the Partnership and its role will be provided later in this document.

# The Great Basins

The Heritage Area lies within the region known as the Great Basin. But technically there are at least three defined great basin areas. And fortunately the GBNHA lies within all of them.

The most commonly known of the defined regions (and the one for which the other areas are probably named) is the **hydrographic** Great Basin. Most folks know that the continental divide marks the spot where water that falls to one side flows to the Atlantic and on the other side to the Pacific. But most do not know that the water that falls on about 6 ½% of the continental United States flows to neither ocean, but rather, it flows to one or more great sinks or basins within the continent and there to evaporate. This area is called the hydrologic great basin.

The **physiographic** Great Basin is based on terrain, texture, rock type, and geologic structure and history. The Great Basin physiographic province (sometimes called the basin and range region) extends east from the Sierra Nevada to the Colorado Plateau and south to the northern Baja California Peninsula. In the United States the area includes parts of Arizona, California, Idaho, New Mexico, Texas, Oregon, and Utah and virtually all of Nevada. The same combination of elements, particularly a common basin and range topography includes parts of the Mexican states of Sonora, Chihuahua, and Baja California.

The chief features of this region are the ranges of north/south trending mountains separated by broad plain-like detritus filled valleys.



There is also a **biological** Great Basin. There seems to be no single agreed upon definition for this area. However, it is typically delineated by temperature, altitude and rainfall patterns that favor certain aggregations of plant and animal species. Often the area is referred to as the Great Basin desert or Great Basin ecosystem.

There also appears to be a cultural and historical Great Basin. This is related to a possible scenic and recreational one. One of the long term tasks of the GBNHA may be to determine these issues more definitively and to define how the GBNHA should relate to them.

## How National Heritage Areas Work

National Heritage Areas expand on traditional approaches to resource stewardship by supporting large-scale, community centered initiatives that connect local citizens to the preservation, conservation, and planning processes. Through the facilitation of a local coordinating entity, like a private non-profit corporation, residents of a region come together to improve regional quality of life by protecting their shared cultural and natural resources. In National Heritage Areas, businesses, governments, non-profit organizations, and private individuals collaborate to promote sustainable economic development and community revitalization projects. This cooperative approach allows National Heritage Areas to achieve both conservation and economic growth in ways that do not compromise local land use controls. Participation in projects and programs is always voluntary, with zoning and land-use decisions remaining under the jurisdiction of local governments.

*National Heritage Areas are designated by Congress. Each National Heritage Area is governed by separate authorizing legislation and operates under provisions unique to its resources and desired goals. The National Park Service provides technical planning and limited financial assistance. Serving as a partner and advisor, the National Park Service leaves decision-making authority in the hands of local people and organizations.*

## Name Clarification

So, is this a Route or an Area or a Corridor?

National Heritage Areas have many official and unofficial designations. There are National Heritage corridors, valleys and districts. In the enabling legislation establishing the Great Basin Heritage Area, the term “Route” is used recognizing that the backbone of the Area is indeed US Route 50—often referred to as America’s Loneliest Road. Framers of the legislation pictured exposing visitors to an east/west slice across the vast basin and range topography. However, a much larger and more geographically and culturally diverse area exists well beyond sight distance of Route 50. Many travelers experience the region from the north, south, northeast or northwest. And residents experience it from within. So the coordinating entity, the Great Basin Heritage Area Partnership (again, officially the Great Basin Heritage Route Partnership) prefers to employ the more descriptive term “Area” rather than “Route”.

## Its Location, Boundaries, Size and Remoteness

As currently configured, the Great Basin National Heritage Area lies in the eastern third of each of the three types of the Great Basin. The formal area straddles the Utah/ Nevada border at the midsection of both states. The heart of the area is 300 miles north of Las Vegas, and 250 miles southwest of Salt Lake City. Interstate Highway 15 passes through the extreme eastern portion of the Heritage Area. It is bisected by the east/west US Route 50.

It currently encompasses two counties and includes two tribal communities beyond those counties.



The boundaries of the GBNHA encompass White Pine County, NV, Millard County, UT and adjacent tribal lands.

When the Route was first envisioned, it was to have included a corridor along US Route 50 beginning where the Great Basin begins high in the Pahvant Mountains in Millard County, Utah and passing west through the ranges and basins of White Pine County, Eureka County, and Lander County in Nevada. It would have thus celebrated a cross section of the Great Basin stretching nearly its entire breadth.

The boundaries are as generally depicted on the accompanying map. They can be specifically described as the areas of White Pine County, Nevada and Millard County, Utah and including the areas of the adjacent and adjoining Goshute and Duckwater Shoshone Indian Reservations. The Duckwater Shoshone Reservation lies wholly within Nye County, NV so some corridor lands link it with White Pine County. Similarly the Goshute Reservation lies within Juab and Tooele Counties in Utah and is also linked with connecting corridor lands. A legal description of the GBNHA is in the Appendix.

### Its Size

The Great Basin geographical area is about 190,000 square miles in area. That constitutes about 5% of the surface of the United States. But the Great Basin National Heritage Area is much smaller. These counties are huge by eastern standards. Millard County encompasses 6,828 sq mi; while White Pine County is 8,897 sq mi., itself larger than the State of Massachusetts. Each county is larger than any of the 4 smallest U.S. states. The combination of counties at 15,725 sq mi. is larger than the State of Maryland and, of course, the 8 states that are smaller yet. The GBNHA actually covers only about 8% of the entire Great Basin. But for better or worse, it takes nearly 6 hours to traverse US Route 50 from one boundary of the GBNHA to the other while traveling at posted speed limits. One can only imagine how difficult it is to do business, let alone as a visitor, to thoroughly enjoy the features of such a huge region.



Population size is another issue. Despite its physical size, its population is tiny. With only about 21,000 people living in only a few towns in the entire GBNHA, population density is very low and distances from one community to the next are generally quite long.

### **Its Remoteness**

One element of the geography of the Great Basin National Heritage Area is, at the same time, one of its most endearing and one of its most challenging—its remoteness. But what is it remote from?

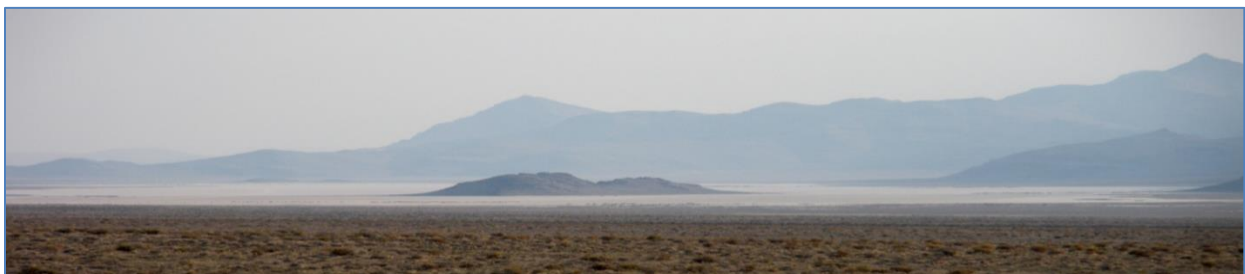
On the plus side, it is remote from most pollution sources thus providing it marvelously clear skies that are deep blue in the daytime and at night, not really black, because of the thousands of punctuating stars sown in profusion across the firmament. Relative freedom from pollution means that the air and water are quite pure as well. Its remoteness from major population centers means that residents and visitors are less frequently disturbed by the activities of other human beings. Most parts of it are noticeably quieter—isolated from mechanical sounds.

Much of the GBNHA is remote from what can be called fully functioning urban centers. The Nevada town of Ely, that is the western center of the GBNHA, is said to be one of the most remote county seats in the continental United States. Even as an incorporated town it is rather remote from other incorporated municipalities, the closest being the smaller and equally remote town of Eureka, NV over 60 miles away. Ely is more than 100 miles (as the crow flies) to the next larger incorporated settlement.

Some goods and services and amenities that most people take for granted in standard urban areas simply cannot be had in parts of the GBNHA. Other goods, services or amenities are obtained only with difficulty. This makes it more challenging to run households and businesses. It discourages travelers with certain expectations. It often increases costs.

Its remoteness coupled with low population density result in fewer roads, and no real systems of public transportation.

The remoteness of the region will be referred to again and again in the sections of this document explaining the planning context, analyzing the heritage features and proposing the elements of the Management Plan itself.



# Chapter 2—Management Planning

## (The Purpose and Process)

### Reasons for Plan

The creation of this Management Plan is required by the enabling Act for the GBNHA that states “... Not later than 3 years after the date on which funds are made available to carry out this subtitle<sup>2</sup>, the local coordinating entity shall develop and submit to the Secretary for approval a management plan for the Heritage Route.”

The Act goes on to say that the plan shall specify “resources designated by the local coordinating entity... to provide the public with access to certain historical, cultural, natural, scenic, and recreational resources within the GBNHA; Specifies the boundaries of the Heritage Route; and, presents clear and comprehensive recommendations for the conservation, funding, management, and development of the Heritage Route.”

The Act continues on to list several considerations required in developing the plan: “the local coordinating entity shall-- provide for the participation of local residents, public agencies, and private organizations located within the counties of Millard County, Utah, White Pine County, Nevada, and the Duckwater Shoshone Reservation in the protection and development of resources of the Heritage Route, taking into consideration State, tribal, county, and local land use plans in existence on the date of enactment of this Act;”

And, the plan shall “identify sources of funding; include a program for implementation of the management plan by the local coordinating entity, including plans for restoration, stabilization, rehabilitation, and construction of [sic--on] public or tribal property; and [will identify] specific commitments by the identified partners... for the first 5 years of operation;”

It also called for “an interpretation plan for the Heritage Route; “

And, it specified that the proposed plan “will not infringe on private property rights without the consent of the owner of the private property.”

Finally, the Act warned that “If the local coordinating entity fails to submit a management plan to the Secretary [according to requirements] the Heritage Route shall no longer qualify for Federal funding.”



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<sup>2</sup> The date funds were first provided under the relative subtitle was determined to be 9/23/2008.



## Values of Planning

In addition to the guidance provided by the enabling Act, there are reasons beyond the requirements in the act that make the planning effort valuable. Well executed, this heritage area management planning will deliver several benefits, which are theoretically rooted in the proposition that heritage areas are a locally driven effort designed to deliver real benefit to communities through celebrating shared cultural, economic and natural heritage:

- The process itself serves as a **mechanism to build understanding, involvement, and consensus** among community members, stakeholders, existing and potential partners, and the general public. In other words, the planning process will give the Partnership ongoing opportunities to communicate and reach out to various constituencies in the GBNHA. Even though the Partnership has done previous work, completion of the planning process will allow partners and other participants to better understand their role in the heritage area. It provides an opportunity to get people excited about their home and their heritage.
- Planning provides a **structured forum for stakeholders** to jointly determine the heritage area's purpose, vision, mission, goals and strategies. It offers a forum for different constituencies to come together. With this collaborative effort, heritage area leadership can best ensure that heritage area actions and activities truly meet the needs of their communities.
- The planning process continues **building partnerships**, soliciting new ideas and garnering additional community support in both the short and long-term. By eliciting public participation and engaging partners early on, the planning process provides an opportunity for the local coordinating entity and other community members to develop relationships and trust. By establishing communication channels and ways of working together towards a common goal, the local coordinating entity can gather a range of ideas and develop a network of partners.
- The process allows for the **identification of regional priorities** and the development of a regional vision and strategy. Engaging partners and the public in different regions within the heritage area creates an

## Objectives of the Act

*Because the format of the Act makes its objectives a bit hard to follow, the list of objectives is reiterated and paraphrased as accurately as possible in bullet form below:*

*By September 23, 2011, the Partnership shall submit to the Secretary of the Interior a management plan that:*

- **Specifies the resources** (historical, cultural, natural, scenic, and recreational) that the Partnership proposes be provided for access to the public within the GBNHA;
- **Specifies the boundaries** of the Heritage Route;
- **Presents recommendations** for the conservation, funding, management, and development of the Heritage Route;
- **Provides for participation** by the public and incorporates local planning;
- **Identifies sources of funding;**
- **Includes an implementation program** specifying (for public or tribal property) proposed:
  - restoration,
  - stabilization,
  - rehabilitation,
  - construction ;
- **Identifies partner commitments** for the first 5 years of operation;
- **Includes an interpretation plan** for the Heritage Route.

opportunity for people to think on a larger scale. It allows people to share their concerns and explain how their stories and experiences may fit into a larger, regional context.

- The planning process **focuses partners** on the most important feasible goals and actions. After designation, various stakeholders should have specific ideas about how they see the heritage area and may have a range of projects in mind. The collaborative nature of the planning process allows parties to share their ideas, understand each other's point of view and decide together what steps are most important and most feasible for the short, medium and long term.
- The process **helps manage expectations, prioritize actions and give guidance** for actions that the heritage area will ultimately *not* undertake. While there are countless projects and initiatives that could occur in the heritage area, the local Partnership and partners have limited resources. By building consensus on goals, objectives and strategies, the Partnership keeps focused on reaching those aims. The information outlined in the management plan can then help the Partnership Board justifiably, turn down or modify specific project proposals or ideas that may not contribute to the stated goals of the heritage area. In this way, wide consensus or buy in on the framework of the management plan makes it easier to make hard decisions in the future.
- The development of a management plan should help to **commit partners**. Through the development of common objectives and the documentation of roles and responsibilities, the plan serves as an agreement among parties. It may better commit partners to the heritage area's goals and purpose, therein encouraging future cooperation on the implementation of actions and strategies.
- The plan results in a tangible, useful vision or marketing **tool for "selling" the heritage area concept**, its goals and specific projects to the public, potential partners and funding sources. The fact that a vision, mission, goals and strategy are clearly articulated shows others that the Partnership and its partners are serious about the work they do and what they plan to accomplish. The information contained in this plan should help the Partnership share its intent and purpose with others and elicit further support. In addition, the specific objectives included in this plan may make it easier for organizations to commit funds or target grants.
- The plan will **give credibility** to heritage area leadership, specific projects and the concept of the heritage area. It gives credibility because it not only documents the decision making process, but it also demonstrates the existence of well thought-out goals, objectives and action plans.
- The plan **documents a transparent process**. The plan documents public participation in planning and involvement with the heritage area. It also illustrates that National Park Service (NPS) requirements and other statutory requirements have been met.
- The management **plan will serve as a baseline** for ongoing and future evaluation. The Partnership can compare planned actions with actual activities to evaluate the success of the heritage area.

## Features of the Plan

The Management Plan – What is it?

The management plan describes comprehensive policies, strategies, and recommendations for telling the story of the region's heritage and encouraging long-term resource protection, enhancement,

interpretation, funding, management and development of the National Heritage Area. The plan specifies actions, policies, strategies, performance goals, and recommendations taken to meet the goals of the heritage area.

The plan identifies what the local coordinating entity and partners want to achieve over the initial period of the project (about 10-15 years). It is an agreement between the parties – including the National Park Service, the public, elected officials, donors and other agencies– on what is going to be achieved over the life of the plan.

It is a guide for decision making – both for the local coordinating entity and partners. It is a useful tool to explain the heritage area's goals and projects to potential partners, supporters, and the public. It conveys what the heritage area is all about and what the larger heritage area community intends to accomplish.

The management plan also links the local coordinating entity to federal funding and broadly sets forth how federal and other monies are to be spent over time.

In legal terms, the management plan documents how the requirements of the authorizing legislation will be met.

### **Need and Opportunity for the Plan:**

In addition to the legal requirements to prepare a plan, there are also locally based reasons to do one. Preparation of the plan will also likely reveal opportunities on the national, regional and local scale that could provide previously unnoticed benefits—not only for protection or interpretation of the heritage features, but also and most particularly for economic stimulation and development within the GBNHA.

### Need

Some heritage features are vanishing within the GBNHA. This may be a normal process or it may be unintentionally accelerated by specific actions. What is important is that all the features be identified, that the value for preserving each of them be assessed and that for those of value, a definite plan be created for their protection, preservation or restoration.

There are some specific threats to the heritage features within the GBNHA that need to be recognized and plans developed to combat them.

One is the threat of loss of the heritage that often dies along with those who practiced it. This region is home to many aging immigrants whose stories and cultural traditions must be documented soon.

Another is the deterioration of buildings due to age. While the GBNHA is fortunate to have a dry climate that generally slows breakdown of organic elements like wood, wind and frost damage can take its toll. It is important to recognize which buildings need protection rather than being simply neglected.

Another threat is occasional vandalism. This can be particularly damaging to heritage elements like rock paintings that cannot actually be repaired if damaged. Although many such elements have been identified and somewhat protected if on public land, there are also features that are not so well protected. The development of this plan may help identify not only the elements but also help tease out which ones need additional protection.

Similarly, there are threats to heritage features due to vehicular abuse to open land, and pollution of night skies. Recognition of this and development of a plan should help preserve these valuable heritage features.

Increased visitation and use of all types can sometimes threaten heritage features and practices. The development of a plan with this in mind can help avoid unwanted changes to valued ways of life and to heritage features that may be promoted.

Beyond the current national economic downturn, there is a current local trend towards diminishment of economic vitality, particularly within the White Pine County, part of the GBNHA. This is not only hard on the community and its residents, but lack of funds threaten heritage feature protection as well. A plan is needed that may help slow, stop or reverse this trend.

Finally, it is clear that some residents of the region do not fully appreciate the range and number, value and importance of the rich heritage features that blanket the GBNHA. There is a definite need to educate them and interpret the features that they may make wise decisions regarding the future of the features and their own lives as they relate to them.

### Opportunity

The Great Basin National Park, under its designating documents, is required to interpret not just the footprint of the park itself (which is common of most national parks) but also to interpret the entire Great Basin Region. There is a clear opportunity for the GBHAP to assist the Great Basin National Park in fulfilling its charge to interpret a larger portion of the Great Basin.

The GBHAP in researching and interpreting the GBNHA can provide a nationally significant foundation for celebrating culture and conservation. The wealth of resources encompassed here provides multiple opportunities to share a myriad of cultural stories and to preserve their lasting legacy—proving that the Great Basin is “anything but empty.”

Beyond the need for economic stabilization in the region, there is an opportunity for economic growth spurred by tourism that could result from proper promotion of the heritage resources within the GBNHA. A well researched program involving the promotion of heritage features could provide a valuable opportunity for the local communities within the heritage area.

## **The Process Used to Plan (Public Participation)**

Although the plan was compiled by a small group, the process of developing this plan was one of participation and collaboration of a large number of people, some representing one of the many organizational stakeholders within the GBNHA. Many of these are listed in the Acknowledgement section of this plan.

The process began by gathering all the information in the Foundation Statement (which is summarized in the following chapter). It basically includes a review of all the salient heritage features, describes the socioeconomic conditions in the region, provides details about the cooperating (managing) entity and lists stakeholders and potential partners.

After determining the scope of work and schedule for plan development, partners were engaged<sup>3</sup>. This collaboration continued throughout the planning period via personal letters, e-blasts, open board

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<sup>3</sup> Shortly after passage of the enabling legislation the Partnership embarked on a public process of scoping to expose the public and potential partners to the opportunities provided by of the Heritage Area. (The complete scoping report is in the Appendix of this document.)

meetings, workshops, planning sessions, personal interviews, newsletters, press releases, the GBHAP website, and presentations. The cross section of participants included congressional delegations, local, state, and regional elected officials, public policy organizations, government partners, including city, county, state, federal and tribal governments, local resource user groups, environmental and conservation groups, civic leaders, business leaders, members of the general public, private sector partners, including landowners, special interests, industry and agriculture groups, tourism councils, friends groups, Chambers of Commerce , tourism related groups, civic groups as well as colleges and universities.

A Vision and Mission were determined; interpretive themes were proposed; general goals, objectives and strategies were elucidated; alternatives were considered and all other parameters placed in order including evaluation of national significances and listing of mandates and exploration of regional goals. Contractors were tasked with producing an interpretive plan, a branding and marketing plan and preparing a socioeconomic statement.

Once the preferred plan alternate was chosen, a draft Management Plan was written and a formal notice of availability (NOA) sent. Copies of the plan were placed on file on the GBNHA website, at local libraries in the Great Basin National Park Visitor Center and other public locations and otherwise distributed to interested parties. Several public presentations were made. The plan was reviewed by designees of the Governors of Nevada and Utah and participating tribes. A memorandum of understanding (MOU) between the NPS and the Partnership was completed with evidence of agreement of the Governors and tribes attached.

Public participation and community involvement have been important components of the planning process because they help ensure that the recommendations outlined in this Management Plan reflect the ideas and suggestions of local community members. A listing of events where public participation occurred is in the Appendix.

This final draft was produced after due consideration of all comments received. The plan was recommended by the National Park Service for approval by the Office of the Secretary of the Department of Interior (DOI). Approval was granted by that office on April 30, 2013.



# Chapter 3—Historical and Cultural Context

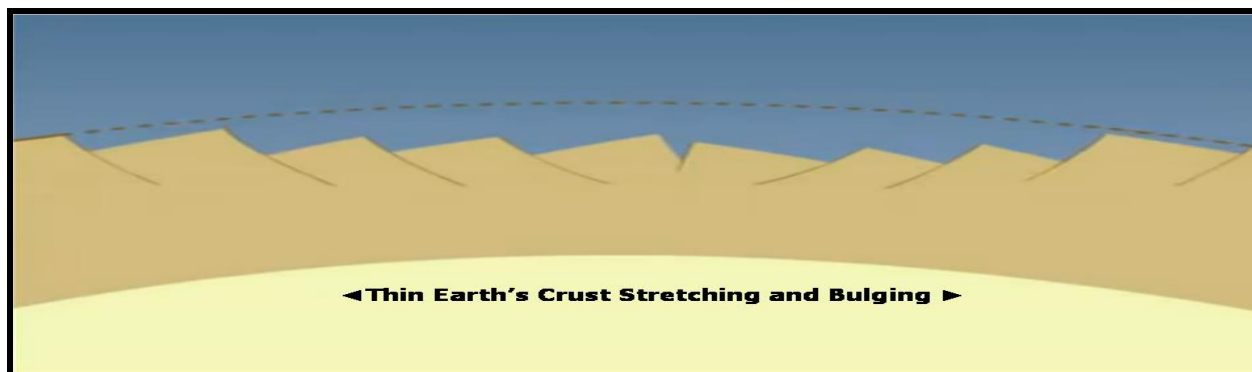
The following section is perhaps longer and more detailed than would normally be expected for a management plan of this type. However, it is important to state the historical and cultural context of the broader region in order to properly assess the national significance of the heritage features of the GBNHA, what themes they suggest and how they are properly emblematic of the entire Great Basin. This context provides part of the foundation for the plan that is to follow.

## The Formation of the Great Basin—its physicality

The Great Basin is the largest American desert, covering 190,000 square miles of high western land. The “basin” is an enormous geological bowl, stretching from California’s Sierra Nevada range on the west to Utah’s Wasatch Range on the east. Here the crust of the earth is being stretched by the force of molten basalt pressing up from below, literally tearing the land apart. Basalt wells up from deep below the surface, fracturing the crust in thousands of fault zones. Huge blocks of land tilt up and back to form ranks of mountain ranges row on row east to west across the basin.

The Great Basin derives its name from its character as an area of internal drainage. Water in the Great Basin stays there—barely soaking the ground, evaporating into the sky, and falling back into the desert as rain or snow, but never flowing to the sea. Ongoing geological forces that began more than 30 million years ago have broken and tilted the region’s interior into a corrugated landscape of alternating mountain ranges and valleys. Streams rush from those mountain ranges to disappear in dry lakebeds in the valleys.

Ancient seas covered much of Millard and White Pine Counties, laying down sedimentary rock that was later stretched and uplifted by geologic forces to create the mountains and valleys of the Great Basin. Warm, shallow Cambrian seas teemed with marine life leaving fossils that attest today of the existence of brachiopods, sponges, echinoderms, gastropods, and graptolites. Among the best known ancient animals are trilobites, whose fossils are found abundantly in Cambrian deposits in the House Range in western Millard County. Small sponge reef remnants from Ordovician seas are present in the southern part of the House Range and in the Ibex area of the Confusion Range. Notch Peak in the House Range has a sheer cliff of Cambrian rock nearly one mile high. Thousands of specimens from the Wheeler Shale and Marjum Formation in the House Range were sent to the Smithsonian in the 1930s. International visitors come to Antelope Springs in western Millard County seeking ancient arthropods.



Huge blocks of land tilt up and back to form ranks of mountain ranges row on row east to west across the basin.



The region's many caves, filled with stalactites, stalagmites, calcite crystals, and spar, are solution cavities formed in ancient limestone. Lehman Caves in Great Basin National Park is one of several caves open to public tours. Fossils of Pleistocene animals found in Crystal Ball Cave provide evidence of the rich fauna around the ice age lakes that filled the valleys of the Great Basin. After the glaciers started to shrink at the end of the last ice age, the major problem for human survival in the Great Basin region was a limited water supply. Deep glacial lakes like Lake Bonneville, which covered much of Millard County and northwestern Utah, disappeared soon after the glaciers. A last remnant of glaciers in the Great Basin can be found in the cirque of Mount Wheeler in Great Basin National Park.

Volcanism has also played a major role in the geology of the Great Basin. Fault lines, created by expanding of the earth's crust and uplifting of mountain ranges in the region, gave way to eruptions that left large areas of the landscape covered with lava flow and dotted with cinder cones. This activity is strongly in evidence west of Interstate 15 in Millard County, where ancient lava flows and volcanic cores are visible. Native Americans found a source of obsidian near Black Rock, which became an important resource for tools, weapons, and trade throughout the Great Basin.

The Great Basin lies within the rain shadow of the Sierra Nevada Mountains, which capture moisture from clouds coming off the Pacific Ocean, leaving little for sibling mountains and valleys to their east. Water has become the eternal object of struggles for plants and animals and between peoples of the West Desert, with the landscape a mute witness to the combat.

## Plants and Animals

This high desert region features valley floors carpeted with sage of several types. Travel in the Great Basin, often called the Sagebrush Sea, imprints the pungent scent of sage on the memory of all who visit. Pinyon and juniper skirt lower mountain elevations, while conifers like fir, spruce and sometimes ancient bristlecone pines climb into the high alpine zones. Lighter hued aspens sink their roots along high mountain streams creating sinuous clones of trees that appear to flow down open canyon crevices. Seasonal blooming and seed production contributed to the migrations of nomadic native peoples in the Great Basin. Pinyon nuts, found only at higher elevations, were a major food source. The wild harvest enticed movement from the valleys to the mountains to follow food.

The Great Basin provides habitat for an exciting diversity of wildlife. The basin and range topography of the region features some mountain ranges and some wetlands that are home to plant and animal populations that became isolated thousands of years ago as huge stretches of dry desert began to form. Thus the region is home to several species and varieties of plants and animals that are found nowhere else. For example, widely scattered desert springs within the GBNHA are essential habitat to rare frogs, snails and aquatic insects.

More mobile wildlife can be abundant here. A few watered basins in the midst of the desert attract a world-class array of migratory birds. The annual snow goose migration near Delta brings thousands of birds into the reservoirs and fields. Ruby Lake National Wildlife Refuge in northwest White Pine County hosts an amazing variety of migratory waterfowl in the wetlands at the foot of the Ruby Range.



The high desert teems with reptile species such as the Great Basin rattlesnake, the horned lizard (hornytoad), and a variety of other lizards. Large mammals inhabit the region, including elk, antelope, wild horses and burros, bighorn sheep, and mountain lions. Many of these species migrate from the arid valleys to high mountain slopes in summer and return in winter to forage below the snowline. Native peoples in the Great Basin followed the movements of their prey through the valleys and into the mountains with the seasons.

## Early Human Culture

Great Basin peoples have observed the joint of earth and sky for thousands of years. The earliest inhabitants lived here during the last Ice Age, hunting for meat and gathering grains on the shores of an enormous lake, now vanished into geological records. Human cultures have flourished and disappeared throughout the ages, and the Great Basin preserves these cycles like no other place.

The Great Basin is one of the best places in the world to study why cultures change. Most people presume a relationship between climatic change and cultural change. The long tree-ring record, stored in the region's bristlecone pine trees almost 5,000 years old, allows archeologists to study in detail the fluctuations in moisture and corresponding changes in human technology. Such a long detailed record is unavailable anywhere else in the world. Preservation of both the natural and the cultural record is a critical issue in the region.

People have been in the Great Basin for a long time. Human migrations occurred as the early inhabitants seasonally followed the flora and megafauna for subsistence near the end of the Pleistocene Era. Early migration patterns, traversed for thousands of years, flowed north and south, tracing the precious resources to highlands and lowlands

Human occupation of the central Great Basin dates back to at least 12,000 years. Archaeologists have divided early occupational periods into four periods of history: the Paleo-Archaic (10,000-7000 Before Present--BP), Early Archaic (7000-4000 BP), Middle Archaic (4000-1500 BP), and the Late Archaic (1500 BP to Euro-American contact).

### Paleo-Archaic (10,000-7000 BP)

The term Paleo-Archaic is used to describe the archaeological culture throughout much of the Great Basin which manufactured large projectile points in various forms of leaf-shaped, lanceolate, sometimes fluted points, and often various stemmed points. During this period the Pleistocene lakes that had dominated the area were disappearing. The increasing aridity of the region kept animal and plant populations low, and as a result, human populations were also small and mobile. Rather than mega fauna, small mammals, waterfowl and other birds, and fish were primarily sought by these Paleo-archaic hunters.

In contrast to later Archaic period sites, Paleo-Archaic sites affiliated with this period are rarely found. Paleo-Archaic complexes generally tend to be located along the bottomlands and playa margins of the ancient lakeshores of the Lahontan and Bonneville lake systems. Later Archaic sites are distributed across many environmental settings including wooded uplands.

### Early Archaic (7000-4000 BP)

Archaeologists believe that climatic warming during the Middle Holocene may have either reduced populations or led to the abandonment of the central Great Basin during the Early Archaic. Archaic period sites are common elsewhere in the Great Basin, however and it may be possible that central area populations may have moved to the more lush surrounding areas of the Great Basin.

Early Archaic artifact assemblages became more diverse, with bifaces and scrapers and grinding tools. A wider range of tools suggest a broader variety of resources including small animals and birds, seeds, and pinyon nuts. Unique types of projectile points appeared during this period and implementation of the atlatl (handheld small spear launching tube) augmented the use of a now smaller spear (dart).

### Middle Archaic (4000-1500 BP)

Populations in the Great Basin increased dramatically during the Middle Archaic. For the first time, people were living in large semi-sedentary villages. Other distinctive traits included elaborations in material culture, house construction, obsidian production, and ceremonial activity directed particularly at the hunting of large game. Hunting, particularly mountain sheep, remained an important subsistence activity, but sites containing seed processing tools and rabbit bones were fairly common. Across many areas of the Great Basin, projectile points which date to this time period seem to be more abundant relative to both earlier and later time-period markers. Quantities of imported marine shell beads peaked in the Great Basin at the onset of this period, between about 3500 and 3200 BP. Quarry production and biface manufacturing associated with the major toolstone sources similarly developed to unprecedented levels.

### Late Archaic (1500 BP to Euro-American Contact)

The Late Archaic is marked by several technological changes. The atlatl and dart were replaced by the bow and arrow, with a required switch to smaller and lighter projectile points. The focus on flaked tool production techniques changed, from bifaces of quarried raw materials to simple flake tools using locally available resources. Plant processing equipment becomes more elaborate and abundant, and ceramics appear in the archaeological record after about 1200 BP. These changes are accompanied by more diverse resources, as plants and small animals were emphasized in the diet at the expense of large game.

There are indications that Fremont groups came into contact with eastern Nevada groups during this interval. The Fremont consisted of several groups of related semi-sedentary people centered in Utah who relied on a range of subsistence practices, from full-time foraging to full-time horticulture. Archaeological evidence indicates that the Parowan Fremont migrated westward from Utah into the central region beginning about 1600 BP, displacing Archaic groups. They disappeared from the region by about 700 BP, replaced by more mobile hunter and gatherer groups. The reason for their decline in the region is not clear, but the Fremont may have simply been out-competed for natural resources by the mobile groups.

The final groups to enter the region at about 700 BP were Numic-speaking populations. This group, the Western Shoshone, may have replaced the Fremont and are thought by some researchers to have expanded east and north from a homeland in southern California. Archaeological literature characterizes

Numic groups as having practiced a broad-spectrum, foraging lifeway, concentrating on a greater range of resources that were costly to collect and process, thus out-competing and displacing pre-Numic inhabitants. Peoples of this Numic group that occupied the Great Basin at the time of Euro-American contact were mobile hunters and gatherers who moved in a seasonal pattern. Their contemporary successors continue to occupy the Great Basin.

## Remnant Cultures

At the time of European contact, groups that the encroaching peoples named the Western Shoshone, Northern and Southern Paiute, Goshute, and Ute people lived in the Great Basin and subsisted on hunting, gathering, and trade. They continue to make the Great Basin their home. The Duckwater Shoshone, Ely Shoshone, Goshute, and Kanosh Paiute Reservations are located within the Great Basin National Heritage Area.

Prejudice brought into the west from cultures to the east and south compounded the competition for scarce resources. Settlement restricted the access of native people to traditional hunting and grazing lands.

What began as a peaceful co-existence between very different cultures flared briefly into scattered violence in the 1850s. Misunderstanding of intentions between a wagon train of emigrants and a handful of Paiute seeking trade caused the death of a Paiute. His son sought revenge by leading an attack on Capt. John William Gunnison's U. S. Army survey party near Sevier Lake, causing more deaths. In retaliation for white interference, another incident sparked the Walker War between Utah settlers and Chief Wakara's Ute band. Mormon colonizers were frequently on alert through the middle part of the decade, responding mostly to rumor of war, huddling families and livestock in fortified settlements like Fillmore, Cove Fort, and the mud fort in Deseret.

The treaty of Ruby Valley in October 1863, between the United States and the Western Shoshone contained terms to ensure safe travel through Shoshone lands for wagon trains, mail, telegraph, overland stage, and mineral exploration. It defined the Shoshone lands to be a large area from eastern Nevada to southern California and promised the Shoshone \$5,000 per year as compensation for hunting depredations. One article of the treaty spoke to the President's right to call upon the Shoshone to give up their nomadic life and become settled herdsman and farmers. In 1979, the treaty was declared void by the Indian Claims Commission and controversy has swirled around a settlement since. Eventually, numbers prevailed for the whites, and largely peaceful native peoples lost land and livelihood. Within the GBNHA, three reservations in and near White Pine County, Nevada were created with the Indian Reorganization Act of June 18, 1934: the Duckwater Shoshone Reservation, the Ely Shoshone Colony, and the Goshute Reservation. A small reservation was also established for Paiutes in Millard County and named for Kanosh, a tribal leader who constantly sought peace for his people.

## Historical Background

### Exploration

Millard and White Pine Counties were visited on some of the earliest explorations of the American West. The first explorers of European descent to enter the Great Basin were the Spanish Catholic priests Francisco Anastasio Dominguez and Silvestre Velez de Escalante. Leaving Santa Fe in 1776 to find a

route to the California missions and spread Christianity, the fathers explored the eastern part of Millard County and made contacts with the native peoples during September and October of that year. Spanish Traders Mauricio Arze and Lagos Garcia reached the Sevier Lake area in 1811.

Although the eastern and southern periphery of the Great Basin was visited by the Spanish as early as the 1770s, Euro-Americans did not enter the central region until the 1820s, when British and American fur trapping companies expanded into this area. Jedediah Smith, the famous American fur trapper and explorer, traveled through the area twice, following the Sevier River bound for California in 1826, and traversing the area in 1827. On his second journey from Southern California he likely crossed the Schell Creek Range at Connors Pass. He is credited with blazing a connection between routes explored by Dominguez and Escalante and other Spanish explorers. The reports of these explorations opened the Great Basin to Spanish, Mexican, and American traders and settlers.

The fur trapping ventures were not very profitable, but interest in exploration remained and the federal government sponsored various surveys of the region. The most important of these was headed by Captain John C. Frémont, who led five expeditions between 1842 and 1854. His third expedition in 1845 concentrated on the Great Basin, and his route carried him through northern Nevada. Frémont also passed through the region during his last expedition, when he set out to explore a possible railroad route along the 38th parallel. In 1858, Captain James H. Simpson headed an expedition through Nevada to find a feasible military route between Salt Lake City, Utah, and Genoa, Nevada. They likely crossed the Schell Creek Range at Schellbourne Pass. During the 1870s, when tensions between miners and local Native groups ran high, Lieutenant George M. Wheeler headed a survey party in the region to explore potential military routes. During the last two decades of the nineteenth century, the U.S. Coast and Geodetic Survey sent expeditions into the region to construct a mapping grid along the 39th parallel. Surrounding mountaintops were used to triangulate from Salt Lake City to San Francisco.

### **Transportation and Communication**

The early history of southern Nevada is tied to the major transportation corridors that were linked to major settlements outside of Nevada. Early settlements in the area developed astride these transportation corridors. Trails, roads, and later railroad lines, were the initial conduits for importing the foods and supplies necessary to survive in this harsh environment. Later, these same corridors carried food and mineral resources out of the area.

#### Trails

From the late 1840s until the introduction of the railroads in the late 1860s, the California Trail was an emigrant route that crossed from Missouri to California. It was used by more than 250,000 farmers and gold-seekers to reach gold fields and farm homesteads in California. The original route had many branches (most of which ran well north of the GBNHA) and encompassed more than 5,000 miles of trails. Many miles of the rutted traces of the trail remain throughout the Great Basin as evidence of the migration westward. Portions of the trail are now preserved by the Department of the Interior as the California National Historic Trail.

One deviation from the more northerly California Trail route was an alternative proposed by Lansford Hastings that was published in 1845 in a guide entitled *The Emigrant's Guide to Oregon and California*.

The entry said: “The most direct route, for the California emigrants, would be to leave the Oregon route, about two hundred miles east from Fort Hall; thence bearing West Southwest, to the Salt Lake; and thence continuing down to the bay of St. Francisco, by the route just described.” The route was not actually more direct but may have provided more forage for draft animals than the more commonly used routes. This spur of the California Trail passed through the northwestern most portion of the GBNHA.

Burgeoning population centers in the western goldfields created a market for express mail services and stimulated additional exploration in Nevada. The first of the express services in Nevada began in 1851. From 1851 to 1858 the overland mail service followed either the Humboldt River route which linked Salt Lake City to northern California, or the Mormon Trail route which linked Salt Lake City to southern California (San Bernardino). In 1855 Major Howard Egan, a Mormon pioneer, laid out a third trail through northern Nevada. This became known as the Egan Trail, and eventually became the Pony Express Trail. In White Pine County this trail went to the western edge of the Ruby Mountains then northwest to the Humboldt River near Gravelly Ford. US Highway 50, known popularly today as the Loneliest Road, roughly follows Egan’s Trail, except for the segment within eastern Nevada.

George Chorpenning, the operator of the “Jackass Express” who had the postal contract, shifted his operations to Egan’s Trail in 1858 through Ruby Valley to avoid inclement weather as well as increasing Native American tensions along the river, although he still operated a coach line along the original river corridor. This route shortened the trip by about ten days, from 39 to about 30 days.

Led by Captain James Simpson in 1859, soldiers followed Egan’s Trail to the Ruby Mountains. Here he explored a shorter and more direct trail west to California. This route became known as Simpson’s Trail and was eventually used by the Pony Express. Then on April 3, 1860 the Russell, Majors and Waddell firm started the Pony Express mail service. These pioneer mail operators established a business subsidiary known as the Central Overland California and Pikes Peak Express Company (COC&PP), running stage coaches and freight wagons along the route. Way stations for the express company were built along the route. By 1865, there were 36 Overland Mail stations between Austin and Salt Lake City which supported 60 wagons, 190 horses, and 22 drivers. The Pony Express shared some of these stations, including one in Spring Valley. In 1866 Wells, Fargo and Company took over the Overland Stage Line and continued to operate it until the arrival of the Central Pacific Railroad to the north along the Humboldt River in 1869. The Pony Express lasted a short 19 ½ months until November 20, 1861. By this time, the telegraph was being constructed along the side of the trail. The combination of the telegraph, the Civil War, and other economic factors caused the downfall of the Pony Express.



**Pony Express Stations in the GBNHA--Source: National Park Service**

## Railroads

The Central Pacific Railroad was the western half of the first intercontinental railroad. Construction began in Sacramento and continued eastward until it reached the Union Pacific Railroad in Utah in 1869. Its route coursed through northern Nevada, generally following the Humboldt River (north of the current GBNHA). The railroad dramatically changed settlement, transportation, and commerce patterns in Nevada, particularly for eastern Nevada. While some freight and stage lines in what is now the GBNHA were abandoned, others were established to connect far-flung mining districts to the railroad. Several lines ran between the major communities, such as the systems linking Wells via Ely to Pioche to the south, and Ely to Eureka to the west.

The next major transportation route through southeastern Nevada was the San Pedro, Los Angeles & Salt Lake (SPLA&SL) Railroad, which was constructed in fits and starts over a period of decades by a variety of companies. By 1880, the Utah Southern Railroad connected Salt Lake City to Milford in Utah. In 1889, the Oregon Short Line (OSL), a subsidiary of Union Pacific Railroad, began to extend the line south of Milford toward Nevada. The work was abandoned one year later due to a national depression, and although the roadbed had been completed, the tracks weren't laid. In 1893, Lincoln County assumed ownership of the roadbed, and despite county efforts to work with other companies to finish the line, the project stalled. This changed in 1899 when the Oregon Short Line extended tracks to Uvada.

Soon there was regular service on to Caliente, NV from Utah. Further extension catalyzed major land-use changes in southeastern Nevada: Las Vegas grew into a major rail town, homesteads and settlements were established all along its route, and large-scale mining of industrial materials became feasible. In 1921, the Union Pacific Railroad assumed the route, and has continuously operated, maintained, retro-fitted, and upgraded the right-of-way since that time.

Prior to the construction of what is now the Union Pacific Railroad, the cost of transporting minerals such as magnesite and gypsum and low-grade metal ores to mills made these mining endeavors unprofitable. The railroad allowed these minerals to reach the rapidly expanding markets in southern California with relative ease. However, industrial mining activities throughout the desert west went through a series of boom-bust cycles, often linked to national, if not international, economies.

One of the most significant railroads in the area and the best historic example of early railroads surviving today was the Nevada Northern Railway, founded by the owner of the nearby Eureka & Palisades Railroad, Mark Requa, after formation of the White Pine Copper Company. Other local persons of consequence, including A. C. Cleveland and William McGill, teamed up with Requa to fund and initiate the planning and construction of the Nevada Northern Railway, linking the Southern Pacific between Wendover and Wells to Ely, 140 miles to the south. On June 1, 1905 the Nevada Northern Railway was formally incorporated. Grading started at the north end at Cobre 10 days later. The first train ran on May 22, 1906 on the section completed between Cobre and Currie. The 77 miles between Currie and Ely City was covered by road. That portion of line was completed on September 29 and 30, 1906, and the town celebrated its first Ely Railroad Days. The line's completion created friction between Ely and nearby Ely City. Residents of Ely were afraid, among other things, that their town name was being stolen. After a court battle, the railroad was obliged to build a depot in the town of Ely itself. Ultimately, the line was pushed farther up canyon, to the west, to the Robinson Mine.



**Workmen hand setting ties for the construction of the Northern Nevada Railway—Illustration from Ely Mural Project.**

### Roads

Aside from the railroad, the major thoroughfares through the region became improved following the creation of the Nevada State Highway Department in 1917. Early twentieth-century interstate travel tended to focus on east-west routes that led to California, and stimulated the development of such routes as US 50, which approximates the old Central Overland route of 1860.

Important to the state's economic development was federal and state funding to build a road and highway infrastructure. By 1926, approximately \$10 million had been spent on Nevada's state highways. Nevada and other states joined forces to build the main transcontinental highway, the road now known as the Lincoln Highway. Survey work began in October 1927, and construction started two months later and was completed on April 17, 1930.

An event dubbed "Lincoln Highway Days" was celebrated in June, 1930 in Ely, commemorating completion of the road there. This portion of the route today closely matches US 93 north from Ely to Lages Station and Alternate 93 north to Wendover. Unfortunately for the local economy, a more direct route between Salt Lake City and San Francisco was ultimately built along the more northerly route that is Interstate 80. This essentially deprived towns in this part of the state, such as Ely, Ruth and McGill of most transcontinental passers-by.

### **Mining and Transient Communities**

Mining was probably the largest catalyst for settlement in the western half of what is now the GBNHA. The first mining district in the area to be organized was the Eagle District in 1859, located in present-day White Pine County near the Utah border. Nearly a decade later, a silver strike at Treasure Hill in 1868 spurred the formation of the White Pine District, and formation of White Pine County, with the county seat at Hamilton. This mine peaked in 1870, and experienced only sporadic success afterward. The Ely Mining District was first organized as the Robinson District soon after the Treasure Hill discoveries. This district included the towns of Ely, East Ely, Kimberly, Riepetown, and Ruth.



## Gold

Two accidental gold discoveries, in 1859 and 1863, were the impetus for the mining industry in White Pine County. Within two years of the gold strike in Egan Canyon in northern White Pine County, a town had been built. The desert was pushed aside to create Egan, Nevada—a post office, a smithy, a school, and several stores and houses. Egan was the precursor of the Cherry Creek Mining District, which flourished from 1872 until 1883. At the peak of the gold and silver mining in the district, Cherry Creek was home to over 6,000 people.

In 1872, prospectors James Matteson and Frank Heck discovered gold 3 miles west of what is now the Great Basin National Park. Over the next 6 years, some 100 claims were staked in the quartz veins of the new Osceola Mining District. Then in 1877, John Versan discovered placer (loose) gold in nearby Wet Gulch and Dry Gulch. Mining flourished. By 1882 the town of Osceola had grown to more than 1,500 people. Several stores, a butcher shop and blacksmith shop, a Chinese restaurant, and two stage coaches served the town. Uncovered here was almost \$2 million worth of gold. An 18-mile aqueduct ditch was dug from the east slopes of Mount Wheeler around the north side of the mountain to reach the diggings at Osceola. Water rights and water transport problems eventually reduced the water supply. By 1905 mining activity came to a virtual standstill.

Today, numerous claims remain at the site. Small “mom-and-pop” operations re-work the tailings left by prior mining efforts. Between 1903 and 1937, White Pine County mines produced and shipped some \$338 million in gold, silver, copper, lead, and zinc to processing facilities in the eastern U.S.

## Copper

Throughout the end of the nineteenth century, the Ely Gold Mining District enjoyed only moderate success. By the start of the twentieth century, copper was king, thanks to rich copper deposits discovered in Ruth in 1902.

For nearly 100 years, copper mining dominated the prosperity of White Pine County and the character of the communities of Ely, Ruth, and McGill. Initiated in 1900 by two young miners from California and capitalized by Mark Requa, son of Comstock mining magnate Isaac Requa, the Nevada Consolidated Copper Company (CCC) was formed in 1904 with eastern money backing the venture. Requa convinced the Guggenheims to invest and was able to build the Nevada Northern Railroad to carry the ore from the mines near Ruth, through Ely, to the McGill smelter north of Ely, and on to a junction with the Southern Pacific Railway for access to eastern cities. By 1920, copper was the most mined mineral in Nevada and because of it, the population in the state doubled between 1900 and 1910. The copper-based communities boomed until 1978, when Kennecott Copper Company, which had purchased the holdings of CCC in 1933, closed the smelter. The communities went into decline, yet all three communities continue to exhibit the extensive heritage left by 50 years of copper mining. In recent years the same areas were purchased and mined by BHP and presently by Quadra.

## Company Towns

Company towns, owned by the mining companies digging nearby, appeared all over the Great Basin in the late 1800s. The towns, sometimes abandoned within five years, followed a line of gold, silver, and copper strikes. Water was pumped into mining towns, smelters grew up alongside the mines, and the railroad threw down short lines to move ore to smelter sites across eastern Nevada. The company towns were planned communities built and run by the company for the convenience of itself, segregated according to ethnicity, income, and other social factors. Gambling and prostitution were not permitted, and saloons, pool halls, movie theatres, and other forms of entertainment were tolerated,



but strictly regulated. As a result, “party towns” sprang up next to the company towns. The company stores allowed the miners the “convenience” of establishing accounts and the resulting credit generally consumed the miner’s earnings, binding workers to their jobs.

Remnants of those towns and that era can still be seen today in McGill. McGill maintains much of the character of the “company town” in its architecture.

A wealth of labor and pay records from the company town as well as the mine and railroad are part of the collection of the Nevada Northern Railway Museum. They reveal much detail about the history of the region and its residents.

#### Other Mining Towns

Other mining sites and towns that are now “ghost towns,” include Hamilton, west of Ely, where intriguing ruins and artifacts speak to the boom and bust cycle of extraction economies. Hamilton was the first county seat, but lost out to Ely when the mines closed.

Several towns continue to be viable, retaining the character of their mining heyday, including Lund, Ruth and Cherry Creek in White Pine County and Leamington in Millard County.

#### Ovens and Smelters

Early silver production brought the need to produce charcoal for smelters that processed the ore. The use of smelters to process ore in the region required large amounts of charcoal. A specialized charcoal industry developed in the mid- to late-nineteenth century to meet this demand throughout the west.

Earthen ovens were commonly used to process pinyon. Juniper and mountain mahogany woods require temperatures hotter than what could convert wood to charcoal in these temporary ovens. Where significant stands of trees and mountain mahogany existed, beehive-shaped kilns, such as those still standing at Ward and Bristol, were typically constructed out of rock or baked mud.

Swiss-Italian charcoal workers, called “Carbonari,” built six charcoal ovens at Willow Creek in 1873. The beehive shaped ovens were designed as replacements for open-pit systems because the parabolic shape reflected heat back to the center, creating a more efficient way to reduce pinyon and juniper into usable fuel. The Ward Charcoal Ovens were eventually phased out due to depleted ore deposits, a shortage of available timber, and the discovery of coal.

#### Other Minerals

Beryllium and lime mining continues to be an important part of the Great Basin economy. The Continental Lime plant and quarry was established in 1979 between Clear Lake and the Cricket Mountains in Millard County to produce quick lime for the production of mortar. The discovery of bertrandite (beryllium ore), a mineral used in the aircraft industry and other specialized fields, in volcanic rock in Juab County in the late 1950s, led to establishment of a mining operation and the Brush Beryllium Mill between Delta and Lynndyl in Millard County. By 1970, the company became Brush Wellman, the only beryllium mining and milling operation outside the old communist bloc. Beryllium has unique properties that make it ideally suited for many aerospace applications. It is a very hard, tough metal but also extremely lightweight. Because of this, it has been used for guidance and gyroscope systems in many missiles, including the Saturn V rockets that lifted the Apollo astronauts to the moon.

## **Farming and Settlement**

The growing mining settlements across most of Nevada opened up opportunities for farmers and ranchers. Although cattle were first brought to the region with the Bartleson-Bidwell party of 1841, and large cattle and sheep herders moved livestock along the Humboldt Trail west into California during the 1850s and 1860s, local ranching efforts were not established until shortly after the Civil War, when Texas longhorns were brought to Elko. The Ruby Valley and northern White Pine County became important cattle holding areas, where large herds would spend the winter before being driven to far-flung mining camps. Difficult weather and continuing access disputes with homesteaders stimulated changes in the industry, as ranchers began cultivating hay crops.

By the turn of the nineteenth century, Steptoe Valley had become White Pine County's largest producer of agricultural products. Once the railroad between Elko and Ely was completed, agricultural products could be moved by rail to other parts of Nevada and to other states.

Although mining was a catalyst for most of the settlements in Nevada, Mormons from Utah began to colonize eastern Nevada in the early 1850s. Yet more Mormons emigrated to southeastern Nevada in response to overcrowding in Utah, beginning in the late 1870s and continuing into the early twentieth century. Early Mormon farming settlements usually followed the "farm-village" pattern, with nucleated towns and outlying fields, and this distinctive settlement pattern persists in the region today. The interaction of Mormon agriculturalists and "gentile" (as Mormons called non-Mormons) miners was not without conflict, as evidenced by court disputes over taxes and property boundaries. Still, the factions largely coexisted in a symbiotic relationship. Successful miners produced income that allowed them to become a principal market for the Mormon farmers. The Mormons supplied most of the miners' subsistence needs, and hauled freight as well. This coexistence represents a departure from the self-imposed isolation of Mormon communities in Utah from the rest of American society, and also from the pattern of persecution by the larger society that had followed Mormons from their inception in the early nineteenth century.

The flow of the Sevier River delivers its water to a seasonally dry lakebed in the southern part of Millard County, where it spawned settlement on lands that were irrigated by several competing diversion projects. The Desert Land Act, passed by Congress in 1877, allowed individuals to homestead up to 640 acres of arid land, if it could be irrigated. The Carey Land Act, passed by Congress in 1894, opened much of the arid federal lands of Millard County to homesteading for fifty cents an acre, plus the cost of water rights. The water projects provided the lifeblood for the blooming of the desert.

Today, very little water reaches the huge Sevier Dry Lake, being captured in reservoirs and irrigation ditches that feed large agricultural fields around farming communities of Delta, Leamington, Deseret, Hinckley, Lynndyl, Sutherland, and Oak City.

Sugar beets were the first major crop from the farming operations, but falling crop prices, insects and drought caused a shift to hay and alfalfa seed production. In 1925 the Delta area produced one quarter of the alfalfa seed in the United States. Three national seed packing companies maintained plants and warehouses at Delta. The farming communities around Delta continue to produce and ship alfalfa seed,

pellets, and hay nationwide. Milk produced at local dairies is marketed regionally. The area continues to be an agricultural oasis in the midst of desert.

### **Ranching and Grazing**

As much as any other place in the west, the Great Basin gave birth to the iconic American cowboy. (They were known here originally as vaqueros—Spanish for cowboy. The term later mutated to buckaroo.) In addition, ranching contributed to more immigration, bringing in Basque shepherds to tend huge flocks of sheep.

Ranching in the west can be divided into two gross categories with several time periods. These categories are: first open-range grazing, then later, government regulated and fenced ranching.

The open-range grazing period was well-established in Nevada by the late 1870s after the introduction of cattle on the range, and continued until the Taylor Grazing Act of 1934. Cattlemen could obtain land through the 1862 Homestead Act which provided 160-acre parcels. Later, the Timber and Culture Act of 1873 increased the amount of land that could be settled if the owner planted 40 acres of trees over time. Finally the Desert Land Act of 1877 expanded acreage that could be claimed to 640, due to the lack of water in the west. The land had to be irrigated and a small per-acre fee was assessed.

Along with these homesteading acts, land was “claimed” simply by its use. The rancher “owned” livestock-occupied lands. The lack of fencing until around the start of the twentieth century created situations where more than one rancher’s livestock were using any given parcel. This open-range situation created a problem of overgrazing because each ranch put the maximum number of cattle there. Periodic round-ups moved the livestock to market.

Sheep and cattle had first come to Nevada in large herds driven from California and New Mexico in ventures aimed at feeding the miners flocking into the western part of the state. Mormon settlers in the 1850s brought cattle to Utah and on to Nevada.

By 1865 the sheep industry in Nevada developed distinct geographic regions. Because “trailing” or driving sheep to market was difficult and reduced the profit margin, a shipping center developed north of White Pine County at Elko.

One of the first successful Nevada ranching operations was in northern White Pine County and the Ruby Valley just to the north, where abundant water made it possible to raise feed crops. Cattle for food and horses and mules for labor were sold by the thousands to the mines and the companies building the transcontinental railroad.

Ranchers did not always thrive. Cyclic severe drought and economic depression took a toll in the 1890s. Many of Nevada’s ranchers had switched to sheep from cattle ranching due to the disastrous winter of 1898-1899. That extraordinarily harsh winter caused the die-off of hundreds of thousands of cattle throughout the west. Friction between cattle and sheep ranchers sometimes grew as the headcounts for sheep climbed. Because sheep eat forage to the ground, they leave little graze for the cattle.

The landscape of the west had only begun to recover from the pre-turn-of-the-twentieth-century damage wrought by drought and too many animals, when rebounding herd sizes in the 1920 and 1930s yet again caused severe overgrazing. Hard times in the early 1930s, compounded by drought and the Great Depression, caused many ranches to fail. Overgrazing threatened to turn the west into a dust bowl. New Deal programs bought herds of distressed cattle and sheep to assist ranchers financially and supply relief programs in the east.

The problem in the west with soil erosion and overgrazing was so bad that the federal government instituted a soil conservation program in the United States. In addition, the Taylor Grazing Act of 1934 was signed by President Roosevelt. The Act dramatically changed the nature of Great Basin ranching. Open public lands were divided into allotments, which had to be secured through a bidding process, and grazing was restricted on each allotment to allow forage to recover and improve. The “animal unit” (one sheep per 7 acres and one cow per 13 acres) became the basic measure of ranching. This legislation was intended to “stop injury to the public lands by preventing overgrazing and soil deterioration; to provide for their orderly use, improvements, and development; and to stabilize the livestock industry dependent upon the public range”. Competition with corporate ranching drove many small family operations from the landscape.

Because it changed the way the government managed federal land, the Taylor Grazing Act of 1934 was probably the most significant federal legislation the West has seen to date. For one, it essentially ended the Homestead Act, and then, for the first time, the federal government asserted authority over the “Public Domain,” ending unrestricted use. In the years leading up to this legislation, state and federal interests debated how to use and control western lands. This legislation ended that debate. Some feel that this is the time when the range was locked up, while others consider this as when the cattle industry “captured” the federal administration of the range, “protecting” neither the land nor the public interest. Rather than unorganized use, livestock interests capitalized on an informal form of oversight that pushed their agenda onto the lands over others. Livestock associations were encouraged to organize and seek local oversight.

Cattle, and to a lesser extent sheep, continue to be important to eastern Nevada’s and western Utah’s economy, and for their meat and by-products, such as wool and hides. Until just the last few years modern sheep operations were disappearing due to the low cost of foreign wool.

In the 19th century, isolated ranches were established huddled against mountain ranges where water was available from snow melt runoff or from springs. From there, herds spread across open public desert basins and in summer used mountain meadows for pasture. A few of the large family ranches in the Steptoe, Spring and Snake Valleys still maintain this pattern for historic ranching in the Great Basin.

## **Conservation**

From 1933 to 1942, as part of the New Deal legislation proposed by President Franklin D. Roosevelt, the Civilian Conservation Corps (CCC) provided relief for unemployed youth who had a very hard time finding jobs during the Great Depression while implementing a general natural resource conservation program on public lands. The program employed thousands of men in dozens of camps to fight soil erosion, plant trees and construct park facilities. Soils Conservation and Department of Grazing camps

were located throughout eastern Nevada. Workers built roads, improved springs, constructed earthen tanks and soil erosion features, built fences, and reseeded. They built new roads and bridges for access into the nation's forests. From their camps across the west, such as DG-121 at Cherry Creek, CCC crews completed Grazing Service projects such as building check dams and cisterns at springs. They took over stocking streams and lakes with fish, a continuation of what the Nevada Game Department had started in the 1880s.

### **Government and Politics**

Governmental policies or the lack thereof played a role in the way the west was settled. For example, open grazing affected grazing methods and placement of features across the landscape. Policy also played a role in when and how the area was settled. A few of the significant laws that affected homesteading and ranching included:

- 1841 The Pre-emption Act—adopted by Congress making it possible for a “man” with possession of the land to file for it once the area had been surveyed. The cost was \$2.00 an acre. The Pre-emption Act was repealed in 1891.
- 1862 The Federal Homestead Act—allowed the head of a family to file on a parcel of 160 acres after living on it for five years. The land had to be surveyed first.
- 1877 The Desert Land Act—expanded homestead claims to 640 acres because 160 acres under the Homestead Act was not enough land to support a family out west. The act offered any person paying 25 cents an acre an entire section if he irrigated some part of his land claim within the next three years. If in that time he could prove irrigation of the land, he needed to pay only one more dollar per acre and the land was his. After 1890, the acreage was reduced to 320 acres.
- 1878 The Timber and Stone Act is passed, permitting the cutting of timber on public land to increase the acreage of farm land.
- 1895 Statutes of NV 1895 —classified sheepmen according to the number of sheep that ran and taxed them accordingly. The statutes exempted resident Nevada sheepmen.
- 1901 Statutes of NV—amended the above act to three sheep per acre, and is also known as the Grazing Fee Act.
- 1909 Enlarged Homestead Act—raised acres that could be filed on from 160 to 320.
- 1915 Statutes of NV taxed out-of-state operators 15 cents a head.
- 1916 Grazing Homestead Act (Stock Raising Act)—raised acres that could be filed on from 320 to 640.
- 1919 Statutes of NV —revised the 1895 act and exempted a rancher's first 500 animals but raised the taxes on the remainder dramatically.
- 1919 Desert Land Reclamation Act—similar to the Homestead Act, but had provisions for dry lands.
- 1925 Statutes of NV —made it a misdemeanor to water more than 50 animals on someone else's water.
- 1938 Severe River UT Compact--This allowed companies to hold over any unused water and allowed the Piute to exchange their primary rights in the lower river zone.

### **Sufficiency of Story**

The tapestry of history of the Great Basin National Heritage Area proves sufficient to tell a compelling story to the area's residents and to visitors to the region. The inventory of resources in the next chapter helps identify the salient heritage features and potential partners that will be used by the plan to bring these stories to life again.

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# Chapter 4—The Planning Context

## (A Resource Inventory)

This chapter provides the **foundation** for the plan. It lists prominent heritage features representing each of the following categories: archaeological, historical, cultural, natural, scenic and recreational. It reports on the general demographics and socioeconomic conditions in the GBNHA. It describes the organizational resources that will make up and support the GBNHA—the Partnership itself and potential partners. It analyzes all of the above with respect to creating the basis or foundation for a plan.

The Great Basin National Heritage Area is an extraordinary place. It is significant primarily because of the quality and uniqueness of its archaeological, historical, cultural, natural, scenic and recreational features. Indeed, the GBNHA’s authorizing legislation recognized these six central characteristics as contributing notably to the region’s unique personality. These resources contain intrinsic value and serve as both the backdrop and focus of numerous recreational pursuits. While this rich heritage defines the area’s past, this Management Plan intends to ensure that it remains alive and well, contributing to a sustained economic vitality for the region.

This chapter documents some of the more notable heritage resources that reflect the six resource types in the area. It serves as a baseline from which additional inventory efforts can build and inform planning efforts. This inventory should also prove useful for potential implementation partners as they formulate proposals to help preserve, develop, and interpret these resources.

### How the heritage inventory was created

The process for development of this list began informally and then became more rigorous as the Management Plan progressed. Early on in the process of considering the possibility of Heritage Area designation, organizers developed a preliminary list of potential heritage features. That list was expanded by public and partner participation during formal scoping sessions. The majority of these were posted on the Partnership website and they were listed in the publication *Great Basin National Heritage Route — a Story of Passages and Endurance* (see Appendix). More recently, compilers of this Management Plan scoured books, tourist information and publications from visitor bureaus to attempt to capture all locally notable features. The management plans from other NHAs were reviewed to see what types of heritage features they were recognizing and similar types of features were sought within the GBNHA.

The resulting list is long but not unmanageable. No identified feature has yet to be summarily discarded from the list. Some vetting may occur once the Partnership embarks on execution of the approved Management Plan. However the entire list is too long and the information associated with each feature too detailed to include in the main body of this plan. It has thus been relegated to Appendix materials and only general descriptions of the list and salient features appear below.

It is probable that all significant features have yet to be documented. One of the ongoing actions proposed by this Management Plan will be to continue the process of identifying heritage resources.

## Archaeological Resources

The GBNHA contains hundreds, perhaps thousands of sites where an archaeological record has been left. Some may have been only temporary encampments. Others were villages, occupied caves or rock art sites. Unquestionably many archaeological sites have not even been discovered yet. Several sites however have been located and inventoried professionally. A handful has been placed on the National Register of Historic Places. All of these sites and their related artifacts contain an important record that will help tell the history of the area—build chronology, help reconstruct lifeways or cultures and explain why culture changes. But, any recovery and analysis must be done systematically. The GBHAP, as part of its program, may collaborate with professional archaeologists and academics to identify, study and protect these sites and their artifacts. Broadly this is in fact one of the Partnership’s missions. Any such activity will be done under the leadership of professional Archaeologists and in accordance with the National Historic Preservation Act (NHPA) and with local authorization. The sites and proposed actions will be determined later. Any required NHPA or NEPA compliance work will be done at that time.

### National Register Sites

The National Register of Historic Places is a list maintained by the National Park Service of buildings, structures, sites, objects, and districts that are significant in American history, architecture, archaeology, engineering, and culture, and that meet criteria for evaluation established by the National Historic Preservation Act of 1966. Nominations to the National Register are submitted from each of the states by the State Historic Preservation Officer (SHPO). In every state, a review board examines potential nominations and makes recommendations to the SHPO regarding the eligibility of properties and the adequacy of nominations. These boards are composed of professional historians, archaeologists, architectural historians, and architects as well as other citizens having a demonstrated interest and expertise in historic preservation. Most nominations are prepared by private consultants hired either by individual property owners or by local governments or organizations. Nominations of archaeological sites are sometimes prepared by professional archaeologists as part of their on-going research.

There are currently seven Archeological National Register Sites in Millard County and one in White Pine County.

#### Archeological National Register Sites: Millard County

**Archeological Site No. 42Md300**—Prehistoric, Paleo-Indian domestic camp

**Black Rock Station Petroglyph Sites** – Prehistoric, Late Archaic work of art

**Cottonwood Wash** – Prehistoric, Desert Archaic work of art

**Deseret (42 MD 55)**—Prehistoric, Desert Archaic work of art

**Mountain Home Wash**—Prehistoric, Desert Archaic work of art

**Pharo Village** – Prehistoric, Sevier-Fremont domestic village site

**Site 42 MD--** Prehistoric, Desert Archaic work of art

#### Archeological National Register Sites: White Pine County

**Sunshine Locality** --Prehistoric, Western Pluvial Lakes Tradition domestic camp

### Other Archaeological Sites

In addition to the eight Archeological National Register Sites there are several other archeological sites within the Great Basin National Heritage Area. The Baker Site is probably the most publically accessible site within the GBNHA. Several rock art sites are also of interest but most may not be appropriate to promote for public visitation.

**Baker Fremont Indian Archeological Site**



The Baker Archaeological Site (also known as Baker Village) is located in Snake Valley, White Pine County, Nevada about 1.5 to 2 miles north of present day Baker, Nevada primarily on BLM land. This area has been designated by the BLM as a potential Area of Critical Environmental Concern (ACEC) based on the prehistoric values it contains. Nevertheless the BLM has developed facilities there for public visitation. This will be the only archaeological site initially promoted within the GBNHA.

Archeologists have known about the Baker Village for many years. George M. Wheeler in his 1879 surveys of the area first noted the existence of this site. This site was located as a result of numerous irregularly shaped mounds on the ground surface, and shallow depressions/basins, as well as the pot sherds, obsidian flakes, 2 broken quartz points, and ground stone found on the surface.

This village was assigned to the Fremont Culture that is named for sites along the Fremont River in Utah. "Fremont" sites share similarities in pottery styles and materials, basketry techniques, and distinctive ceremonial artwork.

The Baker Archaeological Site is a habitation site containing foundations of several structures. The positioning of the structures indicates the inhabitants' use of the sun to aid them in determining seasons. More than 15 structures were excavated. Evidence of agriculture was found during the excavations. To date, this site is the furthest west and north Fremont site in the U.S.

After the excavations were completed, the site was backfilled (reburied with the dirt that was removed during excavation), a necessary step in protecting the cultural features that remain, to preserve them for possible future studies. As a result, the foundations of the village can no longer be seen on the surface. Modern "walls" were built here in 2002 to cap the buried walls and protect them from erosion by wind.

The site is operated by the BLM as a public visitation and interpretation facility. An interpretive sign and self-guided trail are in place. Periodic guided tours are offered by Bureau of Land Management volunteers and others.

### **Hendry's Creek/Rock Animal Corral Archaeological Site**

The Hendry's Creek area includes several rock shelters, pictographs, and lithic scatters, indicating ongoing prehistoric use. The rock shelters may be habitation sites or temporary campsites, or they may have had other seasonal uses. The rock art and lithic scatters contribute to information on prehistoric settlement patterns as well as possible prehistoric resource use of this area. The Rock Animal Corral site was created when a rock wall was constructed to form an animal trap.

### **Snake Creek Indian Burial Cave**

Snake Creek Indian Burial Cave is a unique paleontological deposit. The cave is the first natural trap excavated in the Great Basin and one of the few localities describing a valley-bottom community. In addition to remains of extinct species of camels and horses, eight weasel species have been identified from Snake Creek Indian Burial Cave, including three species from 100,000 to 11,000 years BP not previously reported-- black footed ferret, least weasel and wolverine.

### **Rock Paintings**

There are significant resources of rock paintings throughout the Great Basin and within the GBNHA. Although interesting for the tourist and local visitors, very few of them have been protected in a way that can welcome visitors.

### **Devils Kitchen Petroglyph Site**

This site is noted for hundreds of rock art panels on a long basalt outcrop. So far 123 petroglyphs and American Indian ruins have been cataloged along with hundreds of pottery shards, a grain grinding stone, knapping tools, obsidian implements and a previously unknown eagle trap built by the American Indians.

### **Honeymoon Hill/ City of Rocks**

The Honeymoon Hill archaeological site is a part of a much larger archaeological site complex known as the City of Rocks. It includes an extensive prehistoric chert quarry, a large, upland Paleo-Indian site, later Archaic occupation, numerous rock shelters exhibiting red pictographs, and scattered sherds of brown ware pottery, presumably of Numic origin. Honeymoon Hill is the only identified petroglyph location within this complex.

### **Other Rock Art Sites**

Hole-in-the-Rock Petroglyph Site

Windy Peak Petroglyphs

Tunnel Canyon Pictographs

Loties Canyon Pictographs

Christmas Wash Pictographs



## Historic Resources

This section of the chapter identifies the salient historic features within the GBNHA. They are of 3 general types: 1.) historical records (tapes, disks, digital, analog, film, books, sounds or graphic illustrations, paintings photographs etc.); 2.) historic places including sites and buildings; and 3.) artifacts and collections.

### **Recorded History:**

There is a significant and unique trove of recorded history within the GBNHA. That which is important to the GBHAP is the history of the area itself and history outside the region that impinged significantly on the region's own history.

It is likely that only a small portion of the regional recorded history has been so far identified by the GBHAP and one of its continuing programs may be to ferret out and list additional sources of recorded history.

The brief listing and descriptions below indicate the currently identified archives.

### **Mining History & Railroad History at the East Ely Depot Museum**

When acquiring the East Ely Depot, the State of Nevada also acquired the business and operational archive that had been maintained by the Northern Nevada Railroad from its organization in 1906 to its termination in the 1970s. It has been said that these records constitute the most complete and detailed history of any railroad ever operational in this country. They contain information on land, equipment and rolling stock and supplies purchased, on items constructed including plans and costs, on personnel hired including pay along with other materials. They reflect information about costs, processes and culture. Some records also include information on locally related mining activities where the railroad and mine ownership intersected.



The East Ely Museum archive is one of the most important heritage resources within the GBNHA.





The U.S. Air Force deployed its pilots and cargo planes, C54 "Flying Boxcars" for a project called "Operation Haylift" to drop 525 tons of alfalfa in the first seven days, feeding a million sheep and 100,000 head of cattle in Northern Nevada and Utah.

### **Stories: Operation Haylift**

The winter of 1948-1949 was the worst in the Western United States since 1889. In northern Nevada, millions of sheep and cattle were stranded in deep snowdrifts without feed, sometimes accompanied by herders and their horses and mules. Ranch houses were snowed in as well. The U.S. Air Force deployed its pilots and cargo planes, C54 "Flying Boxcars", for a project called "Operation Haylift" to drop 525 tons of alfalfa in the first seven days, feeding a million sheep and 100,000 head of cattle in northern Nevada and Utah. A documentary film was produced in 1950 about the crisis.

### **Archives: Religious and Family History**

Mormon tradition that includes the importance of family has resulted in the development and maintenance of significant records about Mormon settlement and, most particularly, settlers and their offspring. Some of this material lies in the hands of the families themselves. But much of it has been transferred to the local museums identified in the cultural resources section of this plan. Still other such histories, and particularly genealogies, lie within publically available central church records in the state of Utah and are often available on line.

### **Archives: Oral Histories**

For several years one of the GBHAP volunteers has been collecting and recording oral histories within and around the GBNHA. The primary focus has been on the local sheep industry. The GBHAP has formally adopted a program to collect and digitally archive these materials and some of them have been placed with the Mountain West Digital Library at the University of Utah and are available on line.

Another oral history project was begun by the Great Basin National Park Foundation related to the founding of the Great Basin National Park. These too are being transcribed for archiving in a place available to the public. Both of these projects, and likely others, are intended to be ongoing projects of the GBHAP.

### **Physical Remnants of History:**

In addition to the archival record, the GBNHA is replete with many physical remnants of its history. Several physical historic features (buildings or sites) within the Great Basin National Heritage Area have been previously recognized as important and listed on the National Register of Historic Places. Aside from the archaeological features described in the section above there are 36 National Register sites. These are listed on the accompanying chart.

GBNHA Buildings and Sites on the National Register of Historic Places				
	Name	Address	City or Town	Type of Property
1	Central Utah Relocation Center (Topaz) Site—NHL*	11 miles northwest of Delta	Delta	Site
2	Cove Fort	2 miles east of Interstate 15 on State Route 4	Cove Fort	Site
3	Deseret Relief Society Hall	4365 S. 4000 W.	Deseret	Building
4	Desert Experimental Range Station Historic District	2.5 miles north of U.S. Route 21, 42 miles west of Milford	Milford	Site
5	Fillmore American Legion Hall	80 S Main St	Fillmore	Building
6	Fort Deseret	2 mi. south of Deseret on State Route 257	Deseret	Site
7	George Hotel	10 N. Main St.	Kanosh	Building
8	Gunnison Massacre Site	6 miles southwest of Hinckley on the Sevier River	Hinckley	Site
9	Peter and Jessie Huntsman House	155 W. Center St.	Fillmore	Building
10	Kanosh Tithing Office	40 N. Main St.	Kanosh	Building
11	Meadow Tithing Granary	50 N. 100 West	Meadow	Building
12	Millard Academy	55 N. 200 West	Hinckley	Building
13	Edward and Elizabeth Partridge House	10 S. 200 West	Fillmore	Building
14	Peter Quarnberg House	105 W. 100 South	Scipio	Building
15	Merien and Rosabelle Robins House	110 W. 200 North	Scipio	Building
16	Scipio Town Hall	55 N. State St.	Scipio	Building
17	Thuesen-Petersen House	206 W. Center St.	Scipio	Building
18	Utah Territorial Capitol	Center St. between Main and 100 West St.	Fillmore	Building
19	Van's Hall	321 W. Main St.	Delta	Building
20	American Legion Hall	24 Fourth Street,	McGill	Building
21	Baker Ranger Station	Great Basin National Park	Baker vicinity	Buildings
22	Capital Theater	460 Aultman Street	Ely	Building
23	Central Theater	145 W. 15th Avenue	Ely	Building
24	East Ely Depot	11th Street	East Ely	Building
25	Ely L.D.S. Stake Tabernacle	900 Aultman Street	Ely	Building
26	Fort Ruby—NHL*	Near Hobson on west side of Ruby Lake (Two buildings burned 1992)	Hobson vicinity	Site
27	Fort Schellbourne	43 miles north of Ely, off US 93 on NV 2	Ely vicinity	Site
28	Johnson Lake Mine Historic District	Great Basin National Park	Baker vicinity	District
29	Lehman Orchard and Aqueduct	Lehman Caves National Monument	Baker vicinity	Site
30	McGill Drug Store	11 Fourth Street	McGill	Building
31	Nevada Northern Railway East Ely Yards and Shops—NHL*	11th Street E., N. Terminus	Ely	District
32	Osceola (East) Ditch	Baker vicinity	Baker vicinity	Site
33	Rhodes Cabin, Lehman Caves Monument	Baker vicinity	Baker vicinity	Building
34	U.S. Post Office, Ely (Post Offices in Nevada MPS)	415 Fifth Street	Ely	Building
35	Ward Charcoal Ovens	South of Ely, off US 6	Ely vicinity	Structures
36	White Pine County Courthouse	Campton Street	Ely	Building

\* *National Historic Landmarks* (NHL) are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States

Some of the National Register properties along with other noted physical features will be focused upon for restoration, rehabilitation, interpretation or promotion as tourist sites within the GBNHA. Significant candidates are highlighted and described below.

### **Irrigation**

Three reservoirs in Millard County feed 200 miles of canals. There are 51 named canals in Millard County. All were created to bring irrigation to surrounding lands and improve agriculture.

### **Kanosh Outdoor Dance Floor**

The unique outdoor dance hall in Kanosh, UT exhibits classic architectural features including an arched entryway, perimeter walls, a social area complete with fire pit, and, of course, a large concrete floor for social dancing.

Photo by Carol Edison, 1983



### **Desert Research Experimental Station**

The Desert Experimental Range, often called the DER, was established in 1933 when President Hoover designated the 87 sq mile plot as an agricultural range experiment station in Pine Valley and Antelope Valley in southern Millard County. The Civilian Conservation Corps constructed the headquarters, major roads and over 100 miles of fences.

### **Osceola Mining Ditch**

The Osceola Ditches (both east and west) were constructed to bring water many miles for use in the Osceola placer gold mines. The water supplied water cannons to loosen gravel deposits from hillsides and for use in hydraulic separation of gold particles from the dirt and gravel within which it resided.

### **Van's Hall**

Van's Dance Hall is located in downtown Delta, UT. Van's Hall opened in 1934. Regular dances were held there until the 1960s. People came from as far away as Cedar City, Manti, Richfield, Ely, and Springville for the dances, which were held every Saturday night. There were two or three good local orchestras that played regularly. A few times a year a name band that was traveling through the area would play.

By the late 1970s the hall was condemned. In 1998, the granddaughter of the original owner asked to have it put on the state and national registers of historic places. The family entered into contract with the local Great Basin Museum and the museum has slowly been doing work to repair, restore and upgrade the hall for use as a local attraction. New bathrooms were installed, new wiring was done, and painting and patching was completed. The floor has been replaced and the roof repaired.

The hall, however, receives limited current use.

### Leamington, Charcoal Kilns

In the 1870s, investors from nearby Leamington, UT built charcoal kilns to process juniper (or cedar) trees into charcoal to ship to Salt Lake City. There remain two of these big kilns just east of Leamington on Highway 132 (20 miles north of Delta).

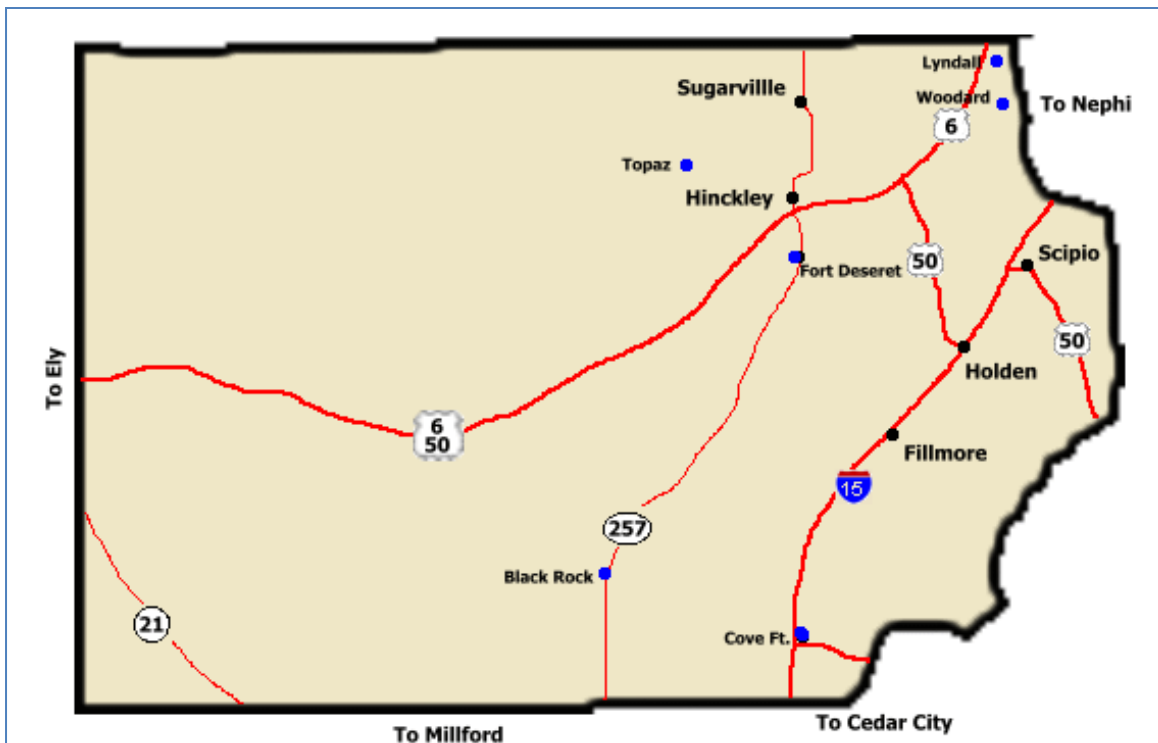
*“The wood was put through the charge door, stacked on end, around and above a wooden fire place which had been built in the center of the oven, filled with chips and wood shavings to provide tinder for the later fire. A long torch was pushed through to the tinder box to light a fire. The burning fire’s oxygen supply was controlled by placing or removing rocks in two rows of holes. After six to eight days all the air was shut off, smothering the fire. The ovens and wood were then let cool. The charcoal was removed from the ovens and sold. The charcoal was used by smelters in making steel. It was also used as insulation to keep foods an even temperature. As charcoal burns with a hot, smokeless flame, it was used on trains and other places for cooking. It was also used by blacksmiths in their forges<sup>4</sup>.”*

### Ghost Towns

A number of historic ruins, “ghost” towns and historic mining districts exist or existed throughout the GBNHA. Some are completely abandoned. A few have a tiny population of current residents.

A list of ghost towns in Millard County includes:

Black Rock, UT	Lucerne, UT	Topaz, UT
Clear Lake, UT	McCormick, Utah	Woodrow, UT
Ingersoll, UT	Sunflower, UT	



The map above depicts some ghost towns of Millard County along with some contemporary towns.

<sup>4</sup> From historical marker at site of ovens.

A list of ghost towns in White Pine County includes:

Antelope	Cold Creek	Leadville
Aurum	Conner's Station	Lexington
Babylon	Duck Creek (Kent) (Success) (Peacock)	Melvin
Barnes	Eberhardt	Mineral City
Belmont Mill	Egan Canyon	Minerva
Black Horse	Eight Mile Station	Monte Cristo
Blaine	Fort Ruby	Muncy
Bonita	Glencoe (Well Annie)	Newark
Bothwich	Hamilton	Osceola
Buck Station	Hunter	Parker Station
Bull Spring	Iliad	Pinto
Butte Station	Jacob's Well	Schellbourne
Cherry Creek	Joy	Shermantown
Claytons	Kimberly	Steptoe
Cleve Creek	Lane	Taylor
Cocomongo (Watsonville)	Lane City	Ward



The map above depicts some ghost towns of White Pine County along with some contemporary towns.



Of the ghost towns listed, there are only a handful of real gems in terms of visitation—places where the sights are as good as the stories about them. Unfortunately, many of the ghost towns within the GBNHA are hard to get to and have little if any interpretation on the site. These may be more interesting to read about than to visit. And reading about them in most cases would be easier than driving for miles on dusty, muddy or rocky roads and paths to get to them. Those seeking most of the sites will likely find the journey more rewarding than its objective. Therefore most of the listed features will not be promoted as visitor destinations. In any case, these ghost towns' onetime existence marks part of the real history of the GBNHA. Those which will be initially interpreted or promoted within the GBNHA are detailed below.

### **McCormick, UT**

McCormick is a ghost town lying in Whiskey Creek Flat 11 miles northwest of Holden. McCormick was a failed land development project that lasted from 1919 until around 1930.

In 1918, the Sevier River Land and Water Company, after successfully promoting development in the Lynndyl area, expanded its water project southward. The company built an aqueduct from Leamington along the foothills of the Canyon Mountains to irrigate vast tracts of potentially fertile farmland. Boosters began to draw prospective settlers with sophisticated advertising and high-pressure sales pitches. Salesmen emphasized the conveniences of farming so close to Delta, with its large sugar refinery and the main line of the Union Pacific Railroad. They also spoke glowingly of the water supply, which was at the highest level the region had seen in years.

McCormick recorded a total of 95 births and 10 deaths in its brief existence. Many of its buildings were moved to other towns; the schoolhouse was taken to Flowell in 1930. Two or three of the old houses still stand and the land is used mostly for pasture and hay.

### **Black Horse (Ghost Town), and Mining District, NV**

The Blackhorse Mining District in far eastern Nevada's Sacramento Pass area was booming from 1906 to 1913 with hard rock mining for gold. The town of Blackhorse is located about 4 miles north of the BLM Sacramento Pass campground off US Highway 50. Legend says it was named when in 1906 Tom Watkins, a prospector searching for his lost black horse eight miles north of his camp in Osceola, sought shelter from a sudden rainstorm under a rock ledge and while waiting out the storm noticed gold. A number of other stories are told as well. In any case, following the discovery there was a rush to the area. In a few months a camp of "rag houses" formed and within the year a post office had opened. By the next year there were a couple of hundred men working the area. Eventually three saloons, two boardinghouses, a barbershop, two restaurants, two mercantile stores, a feed tent, a blacksmith shop and a town pump were established.

Mines in the district included the Buchanan, California, Campbell, Grasshopper, Lucky Boy, Mabel group, Red Chief, and San Pedro. By 1913 the deposit had played out. The post office closed in 1914 signaling the end to the town. However, lead and silver were found nearby in 1933 and tungsten in 1943. Though both were mined their activities did not revive the town. Only foundations, open shafts, rubbish and a nearby cemetery remain today.

### **Cherry Creek, NV (Town and Mining District)**

Not entirely a ghost town, because there are a few folks residing there today, Cherry Creek is located across from Schellbourne, on the western side of Steptoe Valley a little over 8 miles east of US Route 93 on Nevada Highway 489 (paved) just 16 miles south of the White Pine County line.

The Cherry Creek Mining District has yielded silver, gold, lead, copper, molybdenum, tungsten and barite. The district, with the town of Cherry Creek at its approximate center, extends to the north end of the Egan Range and south end of the Cherry Creek Range.

In 1872, Peter Corning and John Carpenter from nearby Egan Canyon filed the Tea Cup claims. Within a year the list of mines in the Cherry Creek District included the Star Pacific, Exchequer, Flagstaff, Corey, Eagle, Mary Anne, Black Metals, Mother lode, and Bull Hill. In 1873 the town had a population of 400 and included a livery stable, a blacksmith shop, a hotel, boardinghouses, restaurants, and more than twenty saloons. Wells-Fargo opened a station in 1873. A post office also opened. But by 1874 most of the mines and both mills were struggling. By 1875 most had closed and only limited production continued.

In 1880 Cherry Creek revived and began its biggest boom. Cherry Creek became the largest voting precinct in White Pine County. But the financial crash of 1883 caused a precipitous downturn. By November of 1884 only one saloon was still serving the town. A fire in August 1888 destroyed a section of the business district. By 1890 Cherry Creek had a population of only 350. Yet another smaller fire occurred in 1904.

A third revival began in 1905. As many as 200 men were employed in the mines and mill during the 1920s and 1930s. The mines had workings of more than 40,000 feet and had produced more than \$10 million. The mines were worked off and on until 1940 when the large operations folded.

Since that time, leaseholders have always been active in the district. Even today, mining activity lingers in the Cherry Creek area.



**The small mining town of Cherry Creek is pictured in 1912, past its late nineteenth century heyday.  
Photograph courtesy of Special Collections, University of Nevada-Reno Library**

Cherry Creek is one of the most complete ghost towns in Nevada and probably the most illustrative and accessible within the GBNHA. More information appears to be available about Cherry Creek than other Heritage Area ghost towns. And many buildings remain, including the school, several old saloons, and a

couple of false fronts. Cherry Creek has a cemetery, which contains old wooden markers. About 20 residents live in the town, and one of the saloons is in operation. Plenty of mine and mill ruins are located further up the canyon.

A museum located at Cherry Creek is opened sporadically or on request.

### **Duck Creek (Kent) (Success) (Peacock), NV--Ghost Towns**

Located about 6 miles northeast of McGill, Duck Creek was not primarily a mining town. It was the site of a sizable ranching settlement that formed in the late 1860s. A post office opened in 1872 to serve the 60 or so area residents but closed the next year as the population in the area began to diminish.

Another post office was opened in the area using the town name Kent in 1899. It closed in 1907. While mining for gold, silver and lead was encountered in 1905 and lasted until 1921. Though the post office was not reopened, the area took on the name of Success, one of the principal mines.

### **Hamilton, NV--Ghost Town**

About 10 miles south of present day US Route 50 in the Antelope Range, is the site of the former town of Hamilton. Today it is seasonally accessible on a very rough dirt road preferably with a four wheel drive vehicle. Because of its remoteness it is not likely to be proposed for popular visitation but it remains important because it had played a major role in early White Pine County. The State Historical Marker No. 53 located on Route 50 several miles to the north of the actual site says:

*The mines of the White Pine District were first discovered in 1865 and supported many thriving towns during the period 1868-1875. The most famous of these early towns was Hamilton, but there were others adjacent, such as Eberhardt, Treasure City and Sherman Town. These communities, now all ghost towns, lay in a cluster 11 miles south of this point.*

*Hamilton, and its nearby cities, was established as a result of large-scale silver discoveries in 1868. Experiencing one of the most intense, but shortest lived, silver stampedes ever recorded, the years 1868-1869 saw some 10,000 people establish themselves in huts and caves on Treasure Hill at Mount Hamilton, at elevations from 8,000 to 10,500 feet above sea level.*

*The city was incorporated in 1869, and became the first county seat of White Pine County that same year, and was disincorporated in 1875. In this brief span of time, a full-sized town came into bloom with a main street and all the usual businesses. A fine brick courthouse was constructed in 1870.*

*On June 27, 1873, the main portion of the town was destroyed by fire. The town never fully recovered. In 1885, another fire caused the removal of the White Pine County seat to Ely.*

### **Osceola, NV-- Mining District & Ghost Town**

Osceola is located in the Snake Range, in White Pine County about 35 miles east of Ely 3 miles directly east of US Highway 50.

The Osceola Mining District is a mineral rich area containing placer gold, gold, silver, lead, tungsten, and phosphate rock. The Osceola district was organized in October 1872 after placer (loose dust and nuggets washed away from the parent hard rock seam) gold was discovered the previous summer.

By 1881 the town contained two stores, one hotel, one restaurant, one livery stable, a blacksmith shop, and other places of industry. The buildings were constructed mostly of wood. A frame school house with a seating capacity of thirty had been erected.

Lack of water to wash the gravel initially hindered development. Eventually water supply ditches were created bringing water from a great distance.

At peak times between 1873 and 1877 as many as 400 miners worked claims employing pans, rockers, and arrastras to recover the ore. By 1878, a small five-stamp mill was pressed into service, the same year the district got its post office.

Osceola has gained at least three distinctions: its pioneering use of hydraulic hoses in the 1880s, a \$46,000 nugget (reportedly Nevada's largest) that was found in 1886, and most important, it survived longer than any other placer camp in Nevada.

Gold discoveries had dwindled by the beginning of the 20th century but phosphate rock was discovered nearby in 1917, and lead ore shipped in 1918. In 1921, the Sunrise property operated a 2-stamp mill and the American Group a 10-stamp mill, producing gold bullion with a little silver content.

Various individuals continued working the claims. The post office finally closed December 15, 1920 when Baker became the mail address for its patrons. Today there are two or 3 residents in the area and some very small scale recovery of gold still takes place. Reasonable seasonal accessibility and the interest of a local cemetery recommends this area for light interpretation and promotion within the GBNHA.



Early Photo of Osceola

### **Ward, NV-- Mining District Ghost Town of Ward & Cemetery**

Located a few miles east of Ward Charcoal Ovens State Park is the Ward Mining District. Nevada Historical Marker 54 along Route 50, about 13 miles to the northeast states this about the district:

*To the west of you, in the foothills of the Egan Range, lie the Ward Charcoal Ovens; and five miles north from there the ghost town of Ward.*

*A million dollars worth of silver was taken from a single chamber of the Ward mine. The boom lasted from 1872 to 1882.*

*Ward was a typical, lawless mining camp in its early years. Imagine, if you will, this camp of 2,000 citizens then, situated at over 8,000 feet in elevation, where winter was a time of deep snow and icy winds; where hogs ran at random on the streets; and where women were known to have roamed and begged for food. A Chinatown came into being. Killings were not infrequent, and early justice was by the vigilante committee and hanging rope.*

*Reform Gulch, or Frogtown, was located a mile south of the city. Here, ladies of the night set up for business in tents. One abandoned brothel was used for a school house. No movement was ever started to build a church.*

*There has been recurrent interest in the Ward Mining District as new discoveries were found and better mining methods developed.*

The heyday of the Ward Mining District lasted from 1876 to 1880. By the spring of 1877, only 500 of the 1,500 residents remained. This did not prevent the Ward townspeople from attempting to steal the county seat from Hamilton, in 1878. The coup failed.

When the lead content of the ore decreased substantially in 1878, the larger of the two smelters in the Ward District was converted into a mill, and mining continued into the early 1880s. Revival of Cherry Creek in 1880 beckoned the mining camp crowd and Ward declined further when a major fire in the summer of 1883 destroyed one-third of the town. The furnace then moved across Steptoe Valley to the growing town of Taylor and the Ward post office was discontinued by 1887. Short-lived revivals of mining took place in 1906, in the late 1930s and in the 1960s.

Most of the features of the district have deteriorated. There are no onsite interpretative facilities yet there remains some potential for interpretation particularly in association with the Ward Charcoal Ovens detailed below.

### **Ward Charcoal Ovens State Historic Park**

Ward Charcoal Ovens State Historic Park is located in the Egan Mountain Range approximately 18 miles south of Ely, NV about 5 miles southwest of US Highway 50. This park is mostly known for its six beehive-shaped historic charcoal ovens. Built shortly thereafter, the mining district of Ward developed when the Martin White Company of San Francisco controlled most of the mines of the Ward District. The company commissioned the ovens to be built to supply high quality charcoal for the two silver smelters located at Ward. The six charcoal ovens were built in 1876 and were constructed by Swiss-Italian charcoal workers called "Carbonari". The ovens were made from quartz welded tuff that was quarried from the nearby hills.



The ovens stand in good shape today.





**This depiction of the construction of the ovens is one of the murals on the wall of the First National Bank in Ely.**

The ovens provided an efficient way to reduce all types of wood to charcoal. Vents on the bottom of the kiln allowed for fine adjustment of temperature, and the parabolic (beehive) shape reflected heat back into the center.

Several hundred men were employed in cutting and hauling wood in the nearby mountains. A community of wood haulers and their families apparently developed along the South Fork of Willow Creek, where the ovens stood.

Historians disagree about how long the Ward Charcoal Ovens were in use. However, it is most likely that they were used until the Martin White smelter shut down in 1879.

The Ward Ovens may be the best examples of beehive-shaped stone charcoal ovens in Nevada. Similar ovens have been recorded at 22 other locations in the state.

### **Cabins or Camps**

In addition to settlements, there are dozens of sites, foundations and partially standing cabins, houses and camps scattered around the GBNHA. They have not been inventoried in any systematic way. Doing so may be one of the eventual projects of the GBHAP.

### **Military, War or Conflict Related Sites:**

#### **Cove Fort (AKA) Fort Willden, UT**

The fort is located two miles northeast of the junction of US Interstates 15 and 70.

Cove Fort is a well preserved pioneer fort that was built in 1867 to provide safety, shelter, fresh water and livestock feed for travelers on the road from St. George, Utah to Salt Lake City, Utah. The settlement here was part of a network of way stations connected by roads, telegraph lines, and postal routes.

In the fall of 1860, a local settler and his son built an adobe house on the south bank of Cove Creek and eventually enclosed it with a cedar post stockade of about 150 feet square. Cove Creek and the

stockade dubbed Fort Willden became well known to early pioneers and a favorite camping place for travelers.

This settlement was maintained from 1860-1865 when it was abandoned due to severe winters and the outbreak of the Blackhawk Indian War. Two years later, Mormon leader Brigham Young requested Ira N. Hinckley to build another fort to protect local citizens and travelers from Indian attacks. Tradesmen from central Utah settlements worked together with Hinckley to construct the fort in seven months. The fort is built of black volcanic rock and dark limestone quarried nearby. The roof, twelve interior rooms and the massive doors at the east and west ends of the fort were constructed of lumber. The fortification never suffered an Indian attack.

For more than 20 years the fort bustled with activity. On the many trips of President Brigham Young back and forth from Salt Lake City to St. George and the southern settlements, Cove Fort was always a stopping place. Two stage coaches each day arrived with travelers, while others arrived by wagon and stabled their horses in the barn. News of the great, growing west came over the lines in the telegraph office in the fort and postal riders delivered the news of the new western “empire” to the post office.

When the Salt Lake to Los Angeles railroad went through nearby in 1869, the fort began to lose its usefulness and after the turn of the century the Mormon Church sold the fort. After nearly 100 years of disuse the fort was purchased by its founding family in 1988 and gifted back to the Mormon Church as a historic site. Efforts to restore the fort to its original condition began on May 21, 1994 to “serve as a spiritual way station”. Though this is essentially an historic structure no longer in its original use, it has been maintained and restored as a museum used as a mission by the LDS Church.

Situated as it is only a couple of miles off Interstate-15, Cove Fort receives more than 82,000 visitors annually and is listed on the National Register of Historic sites. There are also restrooms, a picnic area, and a visitor center which shows a movie. There are several missionary couples living there that are augmented by local guides in the summer. Current interpretation involves free tours by Mormon missionaries sometimes dressed in period clothing.

### **Fort Deseret**

(Sometimes simply called Mud Fort)

Fort Deseret is located on Highway 257, just south of the town of Deseret, UT (which is south of the town of Delta).

During the Black Hawk War of 1865, the Pahvant Ute Indians began stealing cattle from the nearby settlement and guards were posted around the clock to protect their livestock. In desperation the settlers sent word to President Brigham Young who urged that they move or build a fort. As teams of men were chosen to build the fort, it was decided a contest would help encourage speed in erecting the defensive structure. The winners were to be recipients of a supper and a dance, while the losers had to furnish the food and entertainment.

A mixture of mud and straw was used to construct the walls of the fort. The walls were 10 feet high, 3 feet by 9 feet at the base and 1 ½ feet at the top, resting on a lava rock foundation. The fort was

completed in 18 days by 98 men. It was 550 feet square with bastions at the northeast and southeast corner. Gun ports gave the settlers a protected view of any approaching trouble, and solid wooden doors would lock it out.

Reportedly the fort, though never used for battle, proved useful when Black Hawk appeared in 1866 at Deseret demanding cattle. The security provided by the fortification allowed a peaceful settlement to be negotiated. After it served its primary purpose the enclosure housed the livestock at night.

A monument was erected on the site in 1937. The stones of the marker were furnished by the descendants of the builders of the fort. The site is operated by Utah State Parks.

### **Fort Ruby**

Fort Ruby is situated in Nevada in the far northwest corner of the GBNHA. A plaque situated in front of the Fort Ruby National Historic Landmark just off the Ruby Marsh Road was dedicated on June 11, 1994 stating the following:

#### *Fort Ruby 1862-1869*

*Colonel P. Edward Conner was ordered to build and command this post in 1862. The Fort was built midway between Salt Lake City, Utah and Carson City, Nevada to protect the Overland Mail route (Pony Express) and emigrant travelers from Indian raiders. Most Army outposts of this time were built in remote areas, but this post was classified by the Army as the "Worst Post in the West." In 1869 the completion of the Transcontinental Railroad brought an end to the Pony Express, and the need for this Fort. Post Commander Captain Timothy Connelly was ordered to close the Fort. He and his men returned the "Worst Post in the West" back to the Nevada desert in 1869.*



The above photograph depicts Fort Ruby in its latter years of operation. The last remaining buildings burned in 1992.

### **Gunnison Massacre Site—Walker War**

The Gunnison Massacre Site lies southwest of Delta in the Sevier Valley about 3.5 miles down a gravel road south of US Route 50 five miles east of Hinckley UT. There, U.S. surveyor John Williams Gunnison and seven members of his party were attacked and killed, apparently by local tribesmen in 1853 as part of a conflict called the Walker War.

### **Swamp Cedar Massacre Site of the Goshute War of 1863**

The Swamp Cedar site is located in White Pine County, NV just north of US Highway 50 in Spring Valley. It is important in local tribal history.



An exact date cannot be determined for the incident in which white soldiers murdered seven Indian families among the swamp cedars. Although some references indicate it could have happened as late as 1875, this incident is possibly connected with hostilities which broke out in the 1860s. Essentially arising between white settlers and the Bannock Shoshone and Ute, that conflict may have carried into the Spring Valley area, primarily along mail wagon routes. There are also difficulties in locating the exact massacre site. Several references located the site within the Swamp Cedar Natural Area while another reference yet simply describes the massacre “near” the Cleveland Ranch.

One source reported that in 1938 there had been at least four Shoshone single-family units located within the Swamp Cedar area. Another village, where at least seven family units lived, was located two to three miles north of Swamp Cedar along Cleve Creek. The spring antelope drive and the late fall or early winter local rabbit drives as well as communal mud-hen drives were held in the vicinity of the swamp cedars.

It appears there was more than one of such incidents in the area. One reference, *History of the State of Nevada*, cites a fairly specific entry that seems to have come from a military log. Captain S.P. Smith’s Company of California Cavalry on May 16, 1863: “Surprised another Indian Camp in a cedar swamp, south of the Cleveland Ranch. The Cavalry charged down upon the hostile band, but were brought to a halt by the swampy nature of the ground. Many horses were mired, but some floundered through, and the consequent confusion, with temporary delay, enabled most of the Indians to escape. Twenty-three were found dead after the short, sharp conflict which ensued. The casualty to the Whites was a soldier wounded and one horse disabled.”

#### **Topaz WW II Japanese American Relocation (Internment) Camp**

Located about 16 miles northwest of Delta, UT within view of Topaz Mountain is the site of the World War Two Topaz Relocation Camp for Japanese Americans. The actual site is somewhat hard to find. Directional signage is sparse. The site cannot be seen readily from a distance. The buildings are gone. The only modern appurtenances at the site are a gravel parking lot, a flag pole and two markers. The site is stark.

In the roughly one mile-square, marked historical area, no standing buildings remain from the 1940s. However, slabs and debris do remain. Most of the onsite roads are drivable but the desert scrub that has taken over the site encroaches onto most of the roads. A few of the building sites are marked, including the administration area, boiler house (adjacent to the unmarked ruins of the hospital), fire station and laundry building, among others. Bricks and car parts still lie scattered about. There are no brochures available onsite to assist in identifying of the unmarked features, but at the front entry several monuments have inset plaques, one of which contains a plot plan of the site.



The internment of Americans of Japanese ancestry during WWII was one of the worst violations of civil rights in the history of the United States. The government and the U.S. Army, citing "military necessity", locked up over 110,000 men, women, and children in 10 remote camps. These Americans were never convicted or even charged with any crime, yet were incarcerated for up to 4 years in prison camps surrounded by barbed wire and armed guards.

In 1974, the Topaz site was listed on the National Register of Historic Places. A Utah National Bicentennial Project monument was erected in 1976, with the help of the Japanese American Citizen League.

On August 10, 1988, President Ronald Reagan signed a redress bill into law, issuing an apology to those interned and calling on Congress to budget compensation for the survivors. Continued efforts seek funding and interpretive help to prevent Topaz and its lessons from fading from memory. Pilgrimages are held honoring those interned there. The Topaz Museum Board of Directors is currently developing a resource management plan for preserving the site.

## **Transportation and Communication Routes**

### **The Pony Express Trail**

In spite of its brief life (April 1860-October 1861) the Pony Express enjoys lasting fame in American cultural heritage.

On April 3, 1860 a pioneer mail hauling firm, Russell, Majors and Waddell, started the Pony Express mail service. Before the Pony Express, it took eight weeks for the mail to get from the east coast to the west coast via ship to Panama, across Panama by mule and by ship again to San Francisco. The Pony Express, transporting mail from St. Joseph, MO to Sacramento, CA across what is now the Great Basin National Heritage Area, would reduce this time to eight days. Way stations for the express company were built about 10 to 15 miles apart along the route to provide accommodation for the riders and to rest the horses. Several Pony Express stations in the GBNHA were located in Spring Valley and on the east and west sides of Steptoe Valley.



**The Pony Express ran from San Francisco to St Joseph, MO.**

The Pony Express lasted a short 19½ months. By this time, the telegraph was being constructed along the side of the trail. The combination of the telegraph, the Civil War, and other economic factors caused the downfall of the Pony Express.

Even during the short period of operation some of the way stations were moved. Below is a listing of each of the sites that had been established and used along the pony express route in the GBNHA, proceeding from the Eureka County line to the Utah border.

Pony Express Stations once established in what is now the GBNHA -- listed from west to east:			
1. JACOB'S WELL	3. MOUNTAIN SPRING	5. EGAN CANYON	7. ANTELOPE SPRINGS
2. RUBY VALLEY	4. BUTTE	6. SCHELL CREEK STATION	8. PRAIRIE GATE



Ruby Valley Pony Express Station, only remnants exist today --photo taken in 1944.

### Stage Coach Stops

Several stage coach stations served what is now the GBNHA:

Those in Nevada include Buck Station, Connor's Station (aka Rosebud now Major's Place), Pinto Creek Station, Pogue's Station and Round Spring Station. A list for stops in Utah must be developed.

### Lincoln Highway

The Lincoln Highway, established in 1913, was one of America's first transcontinental automobile routes—and perhaps its most famous. Beginning at Times Square in New York City and ending at the Palace of the Legion of Honor in San Francisco it passed through what is now the GBNHA using several different routes over time. The Lincoln Highway played an important role in the development of the automobile's influence on the automobile way of life in 20<sup>th</sup> century America and beyond.

The Highway faded quickly after the 1956 Federal Aid Highway Act created the interstate highway system. However, until the end of the 1920s the Lincoln Highway had been the best trunk road in Nevada.

Boy Scouts erected concrete markers along the Lincoln Highway all across the country. Some of them can be seen within the GBNHA along the former route today.



The same demand for efficient convenient travel that led to the building of the Lincoln Highway has contributed to its destruction. Over most of the interstate route of the Highway only about 10% of the roadway retains its original integrity. Within the GBNHA, perhaps 80% of the original Highway, though poorly maintained, still exists.

### **Highway 50 Corridor**

The stretch of road that eventually became Highway 50 has been used for more than a century. It covers a portion of the old Lincoln Highway. From Salina, Utah to Carson City, Nevada, Highway 50 is referred to as the Loneliest Road in America. Here it provides the traveler with an exemplary look at Great Basin country and culture. The region's small communities, dramatic landscapes and Great Basin National Park provide an opportunity to experience contemporary life and to marvel at the sculptured vistas of this vast interior region. Within Nevada, Highway 50 is designated a Scenic Byway. Efforts are underway to extend this designation along Highway 50 east through Millard County, Utah. Highway 50 and Highway 6 share an east-west roadway from Ely to Delta. The natural scenery and the cultural elements along this section of highway make up the backbone of the Great Basin National Heritage Route.

## **Cultural Resources**

This section of the Management Plan attempts to identify the significant cultural resources within the GBNHA. Culture, by one definition, implies heritage. The significant cultural features highlighted here were drawn from a vast survey of the GBNHA. Cultural resources surveyed included museums and institutions, settlements/population centers, native culture, post settlement culture, events classes and tours.

In researching for cultural features there was a significant effort to be thorough. The list of heritage feature types to survey was derived from the enabling Act, from lists of other heritage areas, from lists of ethnologists and regional lists of cultural heritage features from arts councils, humanities groups, folk arts groups, etc.

A complete listing of the categories surveyed and cultural features found are in the Appendix. Here we only list and describe those that will be initially focused upon by this plan.

### **Museums and Institutions**

Depending on how they are classified, ten to twelve different museums or institutions exist within the GBNHA that house significant collections of artifacts and other memorabilia and tell the story of the region. Some collections even in unassuming museums actually have national if not world class status. Museums within the GBNHA include:

#### **Cherry Creek Museum**

Occupying the original 1872 schoolhouse in Cherry Creek, NV, this small museum displays "the usual collection" of metal objects that have been lying around a mining camp including horseshoes, square nails, hinges, tools, ore samples. It also exhibits Indian grinding rocks, old school desks, and photographs of early residents.

#### **Great Basin Museum**

The Great Basin Museum in Delta, UT grew out of interest created by local history programs of the Great Basin Historical Society. The society was formed during the fall and winter of 1987-88 to tell the



unique story of the West Millard area. The museum opened in 1989 in a building formerly used by the local telephone company.

The Great Basin Museum features exhibits about West Millard County history including artifacts of early human occupation, early settlers, and of later life in the small agricultural/railroad served desert town. Much of what is on display was collected through donations by local residents. Items and displays include an old X-ray machine that was used at a shoe store to help size shoes, photos of trains, a display about farming, an old typewriter, the dentist's office display featuring older dental tools, and a storefront display packed with old time merchandise. A decorated parlor exhibit suggests what the trappings of life may have been like in bygone days. Other displays depict a classroom, woodworking shop, and a hospital gurney--elements similar to those in countless small local museums.

Outside is a variety of old equipment and machinery including a Conestoga wagon. There is also a pioneer cabin that was originally built five miles south of Delta. The family that owned it pulled it into town on skids for two years so the children could live in it while attending school. The family then hauled it back out to its original location each summer but it wound up back in Delta as an exhibit.

Rock hounding is popular locally and by visitors to the West Millard County area. The museum exhibits local and comparative non-local examples of trilobites, fossils, geodes and other ores.

Hidden among the collection of minerals is a world class display associated with beryllium. A metals scientist once wrote, "It might seem strange that the best exhibit on beryllium isn't in the Smithsonian Natural History Museum in Washington, D.C. but is instead in a small, local museum in Delta, Utah." The reason for this anomaly is probably because the only commercial deposit of beryllium ore (bertrandite) in the U.S. is located in the Spor Mts. nearby. The only beryllium ore processing plant in the country is the Brush Engineered Materials concentration plant near Delta.



**The Great Basin Museum displays beryl crystals and bertrandite nodules.**

An important local archive holds historic photographs, writings and documents about the area. Digital copies of some materials from the collection are resident and available online at the Mountain West Digital Library at the University of Utah in Salt Lake City. Included are 47 regional photographs--several of the Delta fire of 1940 and the Delta flood of 1983.

A fledgling but nationally important exhibit at the museum centers on the World War II Topaz Relocation Center that was located 16 miles from Delta. This exhibit is actually operated by another group, the Topaz Museum Association. An original building from the campsite—half of a former recreation hall that had been removed from the site and used as a storage building by local residents for nearly 50 years—was moved onto museum grounds and its exterior restored to its 1943 appearance.



**Restored Topaz Recreation Hall**

Many pieces of art and artifacts from the Topaz camp are scattered around other museums in Utah, exist in private collections and are housed at the NPS National Historic (Relocation) Site at Manzanar California. They should be recovered and displayed together in a more cohesive exhibit here. The Topaz story is significant and should be told here more completely too. Fortunately, the Topaz Museum is currently working within the City of Delta to build a new facility that will house museums and a city conference center.

### **Leamington Museum**

The Leamington Museum is located in the basement of the Leamington, UT Town Hall.

### **Topaz Museum**

The Topaz Museum is associated with the Great Basin Museum in Delta, UT and is described briefly under that heading above. Information on the Topaz site is found in the historic resources section of this Plan.

### **Territorial Statehouse**

(State Historical Monument & Museum, Fillmore, UT)

In 1851, early Mormon leader Brigham Young headed a delegation of lawmakers representing the provisional state of Deseret. The group designated a spot in Fillmore, 150 miles south of Salt Lake City, for the site of the capital of the anticipated state. When the petition of statehood was denied, a territorial government was established. Brigham Young was appointed governor of the Utah Territory and Fillmore became the territorial capital rather than the state capital.



**Original building plans called for three levels and four wings, connected by a Moorish dome at the center. Due to a lack of funding, only the existing south wing was completed.**

Construction of a Territorial Statehouse commenced in 1852, the first wing of which was completed in 1855. Local red sandstone and native timber were used as construction materials. The statehouse was planned to be a monumental structure, but the majority of the structure was never completed. The Territorial Legislature met there in December 1855 and was the only full session held in the Statehouse. It was used for part sessions by the 6th (1856) and 8th (1858) Utah State Legislatures.

Development of the territory was slow. Accommodations at Fillmore proved inadequate and too distant from the center of activity at Salt Lake City, so the capitol was returned to Salt Lake City in December 1858.

As the focal point of the community, the Statehouse has served many functions over the years--first as Utah's capital building, then as a school, dance hall, theater, jail, and even a hiding place for publishing the Deseret News during the Utah War in 1857. By the turn of the century this building had fallen into disuse and decay. The Daughters of the Utah Pioneers were responsible for restoring the Territorial Statehouse. Under the direction of the Utah State Park and Recreation Commission, the museum opened in 1930 and was placed in the custodial care of the DUP.

Today the building is the oldest existing governmental building in the state. In its current service as a state museum, the Territorial Statehouse exhibits Utah pioneer culture and history through artifacts and paintings.



**The Assembly Hall where the territorial legislature met is on the third floor of the building. In the basement of the old Statehouse are many galleries displaying photographs of early area residents.**



## McGill Drugstore Museum

The McGill Drug Store and Company which stands on the east side of US 93 in downtown McGill, NV, 12 miles north of Ely, is an old small-town drugstore that became frozen in time in the late 1970s.

In 1979, when the pharmacist and owner of the store passed away his wife closed the pharmacy, but kept a portion of the store open sporadically for a few years. Very little of the 1979 inventory was sold. By the mid 1980s the store was closed permanently leaving more than 30,000 items as well as prescription records extending back to 1915.

In 1995 the pharmacist's sons gave the drug store and its inventory to the White Pine Public Museum for historical preservation and display. The store is now operated as a museum, though it is not open regularly.



The McGill Drug Company is now a pharmacy museum displaying artifacts as they were “frozen” in the early 1970s.

The White Pine Public Museum intends to continue to operate the drugstore as a free, public museum dedicated to preserving the small town drugstore/pharmacy/soda fountain era.

The McGill Drug Store is listed on the National Register of Historic Places. The location of every item in this store when it was transferred to the museum is still in the process of being recorded through the efforts of volunteers.



### **White Pine Public Museum**

Spearheaded by the Ely, NV Business and Professional Women's Club, 109 citizens joined together in 1959 to develop a museum for White Pine County with exhibits loaned and donated by citizens of White Pine County. In 1960 it incorporated as the White Pine Public Museum. The museum is supported by the Tourism & Recreation Board, donations, memberships, admissions, and donations by visitors.

The collection includes early record books of White Pine County and businesses that are sometimes used to help historians in their research about the area and its people. There is a random rock and mineral collection with a wide variety of copper ore samples, petrified woods, fossils of ancient marine life and a collection of polished stones. The museum is sometimes proudly referred to as White Pine County's attic.



**One White Pine County Museum exhibit, standing about 8 feet high is a (reproduction) full sized mount of a locally discovered cave bear skeleton. The now extinct oversized bear once inhabited this region.**

### **The Northern Nevada Railway Museum and The East Ely Railroad Depot Museum**

In East Ely, NV at the end of the very wide E. 11<sup>th</sup> Street, are two railroad museums. Because there are two with the word "rail" as part of each name and because each of them operates some aspect of what was once a single enterprise, the difference between the two museums can be at first confusing.

The Northern Nevada Railroad (and most of the copper mines in the region) was developed by Mark Requa in the beginning of the 20<sup>th</sup> century. He also built a smelter in the nearby town of McGill. In 1906 he was bought out by the Guggenheim interests. They were in turn bought out by Kennecott Copper in 1933.

What is particularly important here is that all of the owners of the railroad made good use of what was on site. Little was thrown away. When Kennecott brought in brand new diesel-electric locomotives in the early '50s it kept a pair of the original steam locomotives for emergency use. Machinery was kept good as new and most procedures and processes continued unchanged for decades.

Ely grew prosperous and relied on the mines, the smelter and the railroad operation as the primary source of income for the town (and region).

By the late 1970s, copper prices fell and production costs rose. Kennecott shut down the mines and the smelter. The railroad was virtually abandoned. The economy in White Pine County began to suffer. Local interests considered the potential value to the town of maintaining the railroad as a museum and tourist attraction to partially restore the income gap created by the departure of mining, smelting and the rail operation.

It turned out that Kennecott was willing to simply give the entire railroad away.

In 1984 the city of Ely took over the facility—rights of way, rails, rolling stock, buildings and equipment. It formed the White Pine Railroad Foundation, a non-profit organization, to operate Northern Nevada Railway and the **Northern Nevada Railway Museum** on behalf of the city.

The State of Nevada's involvement came about at the request of the railroad foundation, which in 1985 asked the state to evaluate the preservation needs of the site. In 1990 the depot and freight house were deeded to the State of Nevada, and the state legislature appropriated \$300,000 for the first phase of restoration. These funds were used to shore up the depot's sandstone foundation, replace its electrical and plumbing systems, and restore the building to its 1906 appearance. In 1992 the depot was opened to the public as the **East Ely Railroad Depot Museum**, a unit of the Nevada State Railroad Museum, and staffed with a curator.

Both entities are important partners with the Great Basin Heritage Area Partnership.

Together these museums present what may be the best single historic feature within the GBNHA. The Nevada Northern Railway is perhaps America's best preserved short line railroad and the most complete rail facility left in the nation.

#### Northern Nevada Railway Museum

The rail yard consists of fifty-six acres, containing over sixty historic buildings and structures, including the original depot, machine shop, engine-house and an iconic coaling tower. In a recent year, the museum hosted more than 115,000 visitors and brought into the state over \$7 million dollars in grants and tourism dollars. Those dollars in turn are reinvested in this national landmark and the community. Visitors come primarily from Nevada and California, but the museum draws visitors from the entire globe.

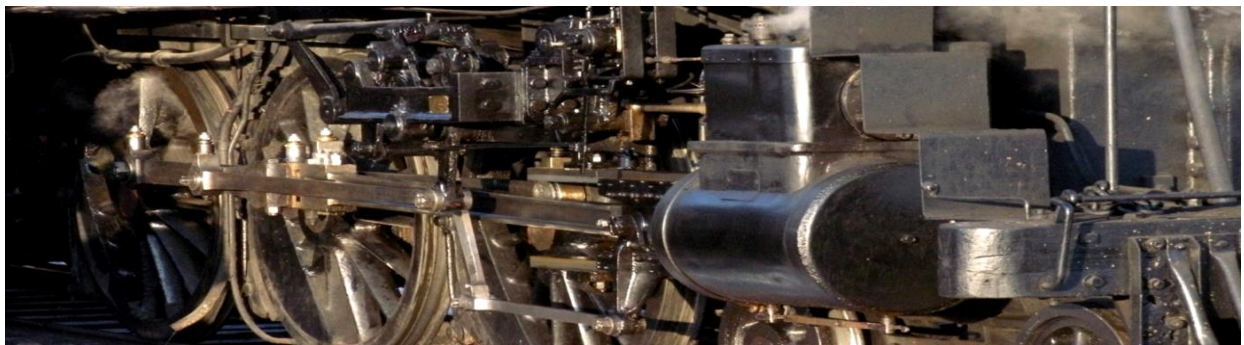
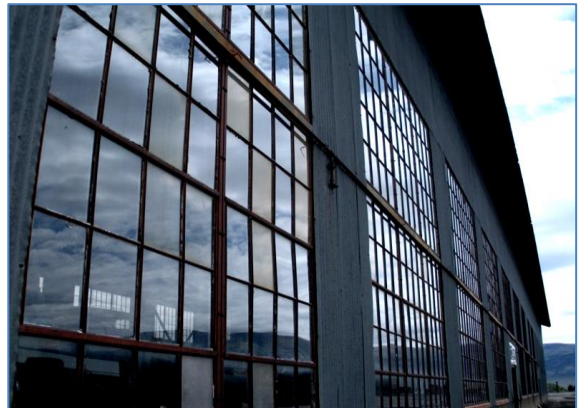
One can witness a working steam railroad using original equipment in person but also on the internet. People from around the world can watch live streaming video of NNRy's steam locomotives from a web camera ([www.nnry.com](http://www.nnry.com)).

The museum collection consists of three original steam locomotives, six diesel locomotives and over sixty pieces of original rolling stock with the oldest dating back to 1872. The museum is unique in that it not only preserves the artifacts of the railroad but it also is working to preserve the knowledge necessary for the maintenance and the operation of the artifacts. The museum is doing this by developing training programs centered on its century old pieces of equipment and buildings before the skills and knowledge necessary to understand the obsolete technology are lost.

#### East Ely Railroad Depot Museum

Visitors may walk through waiting rooms, baggage storage and offices used by one of the nation's most important railroads. The depot has been restored to its 1907 appearance, including the original furniture and "state-of-the-art" office equipment such as a typewriter and an original mimeograph machine. Restoration of the freight house, the oldest standing Nevada Northern structure, began with the 1999 roof replacement.

The museum also houses an extensive paper record of the railroad. The East Ely Railroad Depot Museum owns a substantial archive of materials which contains thousands of documents, ranging from payroll ledgers to original right-of-way maps that represent the history of the Nevada Northern Railway. This trove of materials is discussed more fully in another the section of this document.



A tour of the NNRy engine house and shops is a feast for the eyes. Interesting materials, often covered with decades of dust, lie where they were left when the commercial operation ended. Other equipment has been restored to like new (but authentically old) and often to operating condition.



### **White River Valley Museum**

A small collection chronicling one of the last Mormon colonization efforts in the American West can be found in a metal barn in the tiny town of Lund, NV about 25 miles south of Ely.

The museum's historical and cultural displays, artifacts and relics offer a look at the early life and times of the region's settlers. Items on view include vintage dishes and sewing machines, old books, a collection of old photos and antique clothing, an assortment of old farming equipment and various tools. A vintage log cabin sits on the site.

### **Cove Fort Living History Site**

This museum is described fully as an historic feature in the preceding section.

### **Ely Mural Project**

Following the up and down cycle of mining in Nevada's White Pine County, Ely was on the downswing again in 1999 when yet another large mining operation in the area shut down. Then a local businessman commissioned cowboy artist Larry Bute to paint a huge mural of a western scene on the side of his building and a template was set for historic interpretation in Ely.

Then a group of community-minded individuals came together as the Ely Renaissance Society and promoted development of more murals. Now there are nearly 20 murals and sculptures spread throughout the town of Ely. Artists have been commissioned locally and farther afield.

The murals are perhaps best viewed on a walking tour of Ely's downtown area. The Ely Renaissance Society has produced a brochure and descriptive map for each location.

Some of the murals on the tour include:



**The Liberty Pit (SE corner of Aultman and 4th) was commissioned by the Renaissance Society in 2000. It is a depiction of the immigrant workers who toiled in the massive copper mine west of Ely beginning in the early 1900s. The artist: Wei Luan.**



The Basque Mural (1603 Aultman Street) was also commissioned by the Renaissance Society in 2000. The mural shows the role many Basque immigrants to the area played. The mural is a split image on the side of a car wash owned by Joe Ciscar who is of Basque heritage. He submitted a photo of his father to be used for the mural. The artists were Don Gray and Jared Gray.

Cherry Creek Hot Springs - This mural shows the hot springs resort and laundry operation at Cherry Creek. It was painted on a wall of the drug store whose owners are descendants of operators of the springs. The artist: Wei Luan.



### Renaissance Village Museum

The most recent project undertaken by the Renaissance Society is the opening of the Renaissance Village near downtown Ely, NV. In 2005, the Renaissance Society purchased nine contiguous lots with eleven 100 year old structures on them. The houses once belonged to early shopkeepers, railroad workers, and miners. Each of the completed houses has been decorated by volunteers to represent a different ethnic group that migrated to work in White Pine County in the early 1900s.

The Village is staffed by volunteers, so it is only open by appointment and during special events that are scheduled there during the year. Located three or four blocks north of Ely's main street, the "village" is currently a bit hard for visitors to find.

### Towns or Villages, Settlements and Population Centers

Select cities, towns, villages or other settlements have distinctive character. Others have features eliciting heightened interest. An unusually curious individual can enter almost any town in the U.S. and find something of interest. The average person will see most towns as the same—a collection of dwellings sometimes accompanied by predictable commercial services. Following is a list of 34 population centers located within the GBNHA. Most will not have character or features of any significant interest to the average passerby. Few have heritage characteristics that raise them to a level of national interest. Most do, however, exhibit at least one heritage feature of interest locally and for

that reason have some worth for recognition and likely preservation. The stories associated with each of the settlements are frequently more interesting than the location itself. Knowing the story may heighten interest in heritage-minded visitors. For these reasons and to present feature information useful for elucidating direction for the Management Plan, the data accompanying a few of the listings are presented in some depth just beyond the listing. Those detailed are the ones initially focused upon by this plan.

Contemporary White Pine County Cities, Towns and Settlements		
Baker, NV	Lehman Caves, NV	Riepetown, NV
Cherry Creek, NV	Lane City, NV	Ruth, NV
Ely, NV	Lund, NV	Schellbourne, NV
Ely Shoshone Colony, NV	McGill, NV	Steptoe, NV
Lages Station, NV	Preston, NV	Strawberry, NV

Contemporary Millard County Cities, Towns and Settlements			
Abraham, UT	Flowell, UT	Kanosh, Utah	Oasis, UT
Delta, UT	Gandy, UT	Leamington, UT	Scipio, UT
Deseret, UT	Garrison, UT	Lynndyl, UT	Sugarville, UT
Eskdale, UT	Hinckley, UT	Meadow, UT	Sutherland, UT
Fillmore, UT	Holden, UT	Oak City, UT	

### **Baker, NV**

Baker, Nevada is a small unincorporated community of about 70 persons in White Pine County, Nevada. It is located outside Great Basin National Park. It functions as the immediate gateway community for the park. It offers utilitarian services to travelers to the Park including a motel, gas station, convenience store/restaurant/lounge, and post office. In addition to housing park employees, a few residents of larger cities maintain modest second homes here. Ranching and farming are very important to the local economy.

Settlement near the present town site began in 1875 when Benjamin S. Lehman and his wife Mary started a ranch here. The town of Baker was founded in the 1890s and was named for George W. Baker, one of the earliest settlers in the region. At the time the town served area ranchers, miners and visitors to nearby Lehman Caves (named for and once operated by Benjamin's older brother Absolom) which is now part of the Great Basin National Park.



**This hotel was once a prominent feature of Baker, NV.**

Guy Saval, a wealthy sheep raiser nicknamed “King of the Basques”, purchased the Baker Ranch in 1914. Baker was soon nicknamed “Basque Town.” He promoted rodeos, all-night dances at the Baker school house, and gambling at the ranch every payday after supper. Saval’s fortunes came to an end in 1921 when he lost the ranch and had to liquidate all his holdings.

During the 1950s, another Baker family (not related to George W.) moved into the area from Delta, Utah. Fred and Betty Baker and their sons Dean and Carl began what has now become the largest ranch in Snake Valley.

The community is a sometimes art colony with creative people moving in and out of town and occasionally opening galleries. The town currently hosts a potter and horse hair hitching artist and a metal arts specialist, among others.

The new Great Basin National Park Visitor Center on State Route 487 in Baker, Nevada was completed in 2005 and new exhibits installed in 2009.

### **Cherry Creek, NV**

Cherry Creek is a historic community with a fluctuating population (generally less than 50 persons) located immediately west of the Cherry Creek Range, while to the east is US Route 93. Details of its history are located elsewhere in this document.

### **Ely, NV**

Ely is the largest city, the only incorporated municipality in White Pine County, NV and its county seat. Its population is a little over 4000. Ely is an on and off mining town providing service to the nearby Ruth copper mine (once part of Consolidated Copper Company and Kennecott Copper) and a few small outlying gold mines. It owes its current economic life to the present price of gold that can be leached from the huge pile of copper tailings and to the present somewhat higher price of copper itself.

#### History

Sometime in the 1860s John T. Murry built a small stage station at a crossroads at the southern tip of the Steptoe Valley. In November of 1867, an Indian guided prospectors to gold a few miles from the station. However, the ore was not plentiful and prevalence of copper interfered with the gold and silver milling processes. Tales of the mining district reached the East and in 1878, the Selby Copper Mining & Smelting Co. arrived on the scene and built a copper smelter at the junction of Robinson and Murry canyons. President of the Selby Company was a man named Smith Ely, and soon the few cabins built near the mill site took on the name of Ely City. Though the smelter itself was not successful, running a mere two years, by November of 1878 enough people had settled at Ely City to have a post office established.

In 1885, fire completely demolished the White Pine County Courthouse at Hamilton. As that town had been declining for years, the White Pine County Commissioners proposed moving the county seat to Ely. Early in 1887 a bill was introduced to the State Legislature to move the county seat to Ely. In anticipation, the Canto Mining Co. deeded in 20 acres for the Ely town site and even cleared the land. On August 1, Ely was officially designated as White Pine's county seat.

About 1902, Mark Requa, the son of a successful Virginia City (NV) miner, realized the potential of the huge copper fields. He acquired several claims and formed the White Pine Copper Co. This set the stage for Ely's boom. Realizing that a railroad was the key to expansion, Requa headed east, managed to get eastern capital involved, surveyed and laid out the railroad and the huge copper mill and smelter at

McGill. The first trains arrived at Ely<sup>5</sup> on September 29, 1906 on the new Nevada Northern Railway. A boom began that made Ely the most successful town in Nevada for several years.

In 1905, Requa pooled his assets and formed the Nevada Consolidated Copper Company. Holdings were an estimated 26 million tons of copper reserves. Ore was taken from huge open pits near Ruth, Nevada, and then hauled by rail to the smelter in McGill for processing, then 140 miles up Steptoe Valley to connect with the Southern Pacific at Cobre (39 miles east of Wells).

The Kennecott Copper Corporation purchased Nevada Consolidated in 1958 and continued to extract ore until 1979. After Kennecott closed, hundreds of families moved away from White Pine County. Faced with severe economic depression, the community struggled to develop new industry. Tourism became a major focal point with the Nevada Northern Railway opening as a tourist railroad. The designation of the Great Basin National Park in 1986 also meant more travelers. A maximum security prison was constructed near Ely during this time and continues to be a major employer in the area.

### **McGill, NV**

Founded as a typical turn of the (20<sup>th</sup>) century “company town”, McGill, NV is a small unincorporated community. It has a population of about a thousand people living in 450 households. It currently functions as a low cost retirement community and bedroom town for Ely about 12 miles south on US 93. Commercial activity is limited to a gas station, grocery store and casino/bar. A visitor can get the feel of several once segregated ethnic “neighborhoods”, and nicer housing for company executives. Because the history of this company town is key to the broader area’s history it is retold below.

The town was named for William N. McGill who sold part of his ranch property for the Steptoe Valley Mining and Smelter Company (Nevada Consolidated Copper Co, and later Kennecott).

The smelter and reduction plant was built during 1906 to 1908 to process copper ore that was mined west of Ely. Water was readily available from Duck Creek. Tailings were deposited in a pond on land owned by the Cumberland & Ely Mining Company.

After the mill was built, the little settlement was briefly known as Smelter before being changed to McGill. McGill was a “company town” that was strictly managed by the copper company. Houses of ill repute and gambling dens were prohibited. Residents lived in neighborhoods segregated according to their national origin. The elite lived in what was referred to as the Circle, or sometimes “Charmed Circle”. This was the only section of houses having bathrooms. Other sections were the “Upper Town”, “Middle Town”, “Greek Town”, “Austrian Town”, and “Jap Town”. Single people lived in tarpaper cabins in Lower Town. The general manager of the company lived in a two-story home in the Circle. Tall black wrought-iron gates marked the entranceway leading up broad steps to a porch supported by red brick pillars. The home even provided rooms for servants.

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<sup>5</sup> Technically the trains came to East Ely, a separate town being developed by the railroad only a mile east of Ely itself. Town fathers in Ely were quite unhappy about this and eventually a rail was laid into the town of Ely. East Ely was later incorporated into its western neighbor.



McGill's population peaked at around 3,000 during the late 1920s and early 1930s. The population declined after the Depression, and by the time the smelter closed in the late 1970s only about 1,000 residents were left. The plant has since been dismantled. The tall smokestack was taken down in 1993.



The most prominent building seen today while driving through the town of McGill on US 93 is the relict “Clubhouse” (left). It was built for the company town about 1910 and shown on the right in its better days.

### **Riepetown, NV**

This town (sometimes incorrectly spelled Reipetown) was founded in 1907 and was moved several times to enlarge the encroaching Ruth copper mine. It was demolished completely about 1995 by the copper company and no longer exists in any form except on federal records as an official “place”. It may, however, warrant interpretation to the public.

Never incorporated and something of a squatter's town, Riepetown was probably envisioned by its founders to provide homes largely for foreign-born mine families and as a nearby alternative to more straight-laced company towns and communities that housed miners and ancillary workers at the copper mines. It was named for Richard A. Riepe, the original developer of the community in 1907. By spring 1908, Riepetown already had a dozen saloons and was well on its way to becoming the “wettest” town in White Pine County. Known as one of the toughest towns in the state, Riepetown became a haven for liquor, gambling, and prostitution. Knifings, robberies, and fist fights were regular occurrences.

Riepetown reportedly has the distinction of being one of few Nevada towns never to have had a church. The post office, hospital, grammar school and sheriff were in Kimberly, about one mile away. By the spring of 1909, close to twenty saloons were in operation. The town achieved its peak population of 200 during 1909 and maintained that population until the fire of 1917 that wiped out the saloon and red-light district but left only two houses unscathed. The town rebuilt quickly but never recaptured its past “glory”.

The passage of the Eighteenth Amendment dried out the town to some extent, but Riepetown reportedly then had more than its share of bootleg bars. Fire struck again in 1924 and wiped out all the saloons on the north side of Main Street. By the middle 1990s, the site contained only foundations. By 1995, even those were removed by Magma Copper Company.

### **Ruth, NV**

Ruth is a small unincorporated town in White Pine County, Nevada. It has a population of about 500. It was once the company town supporting the adjacent Ruth copper mine. Individual properties are now under private ownership but many of its current residents still work at the mine. The town also acts as a bedroom community for nearby Ely.

Many of the residences have been well-maintained and the town still has an orderly appearance. But many of the houses stand empty as does the school, several churches and the community hall. The grocery store is also closed but there are still two operating saloons.

### **Strawberry, NV**

Strawberry is a scattering of ranch buildings up against the Diamond Mountain Range off Nevada 892 (Strawberry Road) about 20 miles north of US 50 in western White Pine County. It really exists as a federally recognized place name today only because it was the site of a post office that was active there from 1899 to 1938. Strawberry was first established (surprisingly here in the heart of Nevada's desert) for fruit culture. The settlement had 12,000-tree orchard and huge fields of strawberries. The produce was shipped by four-horse wagons to Eureka and Hamilton. Ranching is still active in the area and original buildings including a large stone barn with juniper beams of immense proportions remain.

Its contemporary importance lies in its history and the fact that the place name is sometimes used by locals in providing directions among themselves and to area visitors.

### **Millard County Cities, Towns and Settlements**

The earliest settlements in West Millard County were the towns of Oasis (1860), Deseret (1860), Oak City (1868), and Leamington (1871). By 1876 Hinckley was settled, Lynndyl in 1904, and Delta in 1907 with the coming of the Salt Lake and Los Angeles Railroad. Oak City, Hinckley, and Leamington offer excellent examples of pioneer architecture. Development of the irrigation system and water storage played a key role in West Millard history. Agriculture has been a prime factor in the West Millard economy with vast irrigated fields surrounding the Hinckley - Delta - Lynndyl areas.

### **Delta, UT**

[Officially, Delta City]

Delta is a city along US Highway 50 in Millard County, Utah. The population was 3,209 at the 2000 census. It serves local farmers and ranchers that settled the region watered by the Sevier River. The town went through several name changes before becoming Delta; the post office was established in 1908 with the name of "Burtner."

The Union Pacific Railroad runs through the town. The railroad is what originally brought settlers in. In 1878 the railroad ran from Salt Lake through Delta to Milford. The line was extended to Los Angeles (CA) in 1905.

The Intermountain Power coal fired generation plant, one of the main sources of income for Delta, is located 11 miles north. The town also services the remotely located Brush Wellman beryllium refining plant. Beryllium, a high-strength, lightweight metal comes from Brush Wellman's mine, located in the

Topaz-Spor Mountains, 50 miles west, which is North America's only developed source for the metal. Graymont Lime has a plant in the Cricket Mountains, about 35 miles southwest of Delta. It is one of the 10 largest lime plants in the United States.

Alfalfa hay is the main crop of the Delta area. Delta is home to many dairy farmers who may ship the milk out of the county, or sell it to the local cheese factory (Red Rock Specialty Cheese).

Delta is also home to the Lon and Mary Watson Cosmic Ray Center, the main staging area for the Telescope Array experiment being conducted in the desert to the west of Delta.

A great attraction of Millard County's economy is the digging of fossils. Trilobite fossils are relatively common in the region west of Delta.

The WW-II era Topaz Japanese American relocation camp was located 16 miles to the northwest of Delta. It is described in more detail elsewhere in this Management Plan.

### **Fillmore, UT**

Fillmore has a population of more than 2, 000 and serves as the county seat for Millard County. It is off I-15 which is the main freeway in western Utah running between Salt Lake City and Las Vegas. The courthouse at the center of town was completed in 1920. It is part of the Territorial Statehouse Park which includes the Territorial Statehouse Museum, a military monument, an All-American Rose Society garden, and other historic buildings. Industry in town includes a mushroom farm and a cheese cutting and packaging plant.

### **History**

A vast intermountain empire, known as Deseret, was no idle dream prior to the formation of what became Utah. This empire was to be almost square in shape and nearly 500 miles across. The cradle of government for the new empire was to be located in the Millard County area rather than Salt Lake City because it was geographically the center of this vast region. The designation of both the county name and town name were in honor of President Millard Fillmore who had been friendly and helpful to the Mormons.

In October 1851, Mormon leader and colonizer Brigham Young sent two parties south from Salt Lake City. The purpose of one party was to build a statehouse and establish the future seat of government for the rapidly forming state. The other group was to settle the town of Fillmore. They immediately built a fort which was roughly in the shape of a triangle on the banks of Chalk Creek. A log schoolhouse was the first building erected and by February 1852, about 30 houses had been built along the edges to form the south and west walls of the fort. In August 1853, martial law was declared at the fort because of conflicts with the Indians. These conflicts later became known as the Walker War.

Development of the territory was slow. Accommodations at Fillmore proved inadequate and too distant from the center of activity at Salt Lake City, so the capital was returned to Salt Lake City in December 1858. The town continues on as a center for government offices (county and federal BLM). It supports a small amount of light industry and serves as a way station for travelers along the adjacent Interstate 15.

## **Leamington, UT**

The town of Leamington on the northern border of Millard County is situated in a small but fertile valley of the winding Sevier River. It is surrounded on the north, east, and south by the Wasatch Range. Leamington is a small agricultural town with a population of around 200 people. There are between 65 and 75 houses in town. Leamington was named after a town in England.

In 1871, a number of people from Oak City visited the present site of Leamington to consider development of a town. In the autumn, in order to prepare a water supply for agriculture, the group built a small dam across the river near the present day Leamington. The following day it washed out. In 1872, a second dam was constructed. The second dam was not without problems. It broke each year causing great frustration to the settlers. At last, an existing ditch was extended further up the river to a point where the river could be tapped without the assistance of a dam.

Permanent settlers arrived to build the first home in 1873. The first house was made of logs. Others were made of logs or cedar posts. Some houses were moved in from Oak City, one of which was built of quaking aspen logs and was later plastered over.

Within a few years after the first settlement, the community numbered 100 and had several stores, a post office and a saloon. The railroad came through the valley in 1879. At this time the population had increased to about 150.

Today, a refurbished log cabin stands in the Leamington city center.

## **Oak City, UT**

Oak City is a small agricultural town snuggled up against the west side of Blue Mountain in northeast Millard County. As of the census of 2000, there were 650 people, 167 households, and 140 families residing in the town.

The settlement of Oak City was begun in late summer of 1868, when a few families moved there from the community of Deseret, Utah. They chose this area to settle because of the reliable creek and the quality of the land for farming.

Most of the houses in Oak City are made of adobe, but have been covered over with siding. Oak City is said to be one of the best remaining examples of an LDS Church sanctioned and planned settlement. Oak City was originally settled on the concept of the United Order--a communal living model established by early Mormon leader Brigham Young.



**Oak City has a total area of 0.7 square miles.**



There is a “bull fence” (fence made of interlaced cedar posts without wire) just out of Oak City.

Oak City nearly became the location of one of the nation’s premier atomic research laboratories. In 1942 Major John Dudley of the Manhattan District Staff was assigned to survey the West and find potential sites for an atomic laboratory. His first choice for the laboratory site was Oak City. Dudley wrote: "It was a delightful little oasis in south central Utah. The railroad was only 16 miles away over a nice, easy road. The airport was not too distant. The water supply was good. It was surrounded by hills, and beyond there was mostly desert. However, I noticed one thing: If we took over this area we would evict several dozen families and we would also take a large amount of farm acreage out of production." Because of the potential loss of farmland, Dudley recommended another location—Los Alamos, NM.

### **Scipio, UT**

Scipio is a small town near I-15 at the junction of US 50 in northeast Millard County. As of the census of 2000, there were 290 people, 112 households, and 91 families residing in the town.

Scipio was settled in 1859. A Fort Scipio also existed here at one time but early town names included Round Valley and Craball. Then, in 1861, it was named for an early settler, Scipio Kenner.

There are several nice pioneer style homes found throughout the town of Scipio. Several houses are listed on the National Register of Historic Places.

### **Native Cultures**

#### **Duckwater Shoshone**

The Duckwater Shoshone Reservation is a peaceful and relatively prosperous community located in the east central portion of Nevada in Nye County in a remote valley 72 miles southwest of Ely. It is primarily an agricultural community, drawing water from some of the many geothermal hot springs in Railroad Valley. About 170 people live on the reservation, 53 of whom are not tribal members. Included in the tribe’s current community are many members who went to college and came back to work for or with the tribe.

Not all of the Duckwater Shoshone live on the reservation. The total number enrolled in the tribe is 369.

The valley around Duckwater Creek is made up primarily of agricultural lands. Portions of the reservation and adjacent lands are also used for grazing cattle and horses. Individuals on the reservation operate roughly 100 acre allotments, which are planted mainly with grasses and alfalfa.



Throughout the reservation geothermal activity carries warm groundwater upward to form numerous hot springs, allowing it to flow and seep freely through the soil before it reaches the surface. The irrigation system begins at a natural spring and sometimes flows and other times is pumped through a piped system to flood irrigate agriculture lands on the reservation. Groundwater is also pumped to supplement the piped irrigation system.

The tribe owns two greenhouses as part of the Duckwater Falls Nursery where they raise seedlings of native plant species. These plants are used by large mining operations like Newmont and Placer Dome mining companies in their land reclamation programs.

Also, in cooperation with the U.S. Fish & Wildlife service, the tribe has received grants to restore the habitat of the Railroad Valley Springfish (*Crenichthys nevadae*) that has been listed as threatened species. These small fish (up to 3-inches) were a traditional food source for the Shoshones in this area prior to non-native settlement in the late 1800s. Restoration included putting in walkways and signage to restrict public access and provide interpretation as well as returning the spring to its natural meandering channels.

In addition the tribe is an important regional employer. It owns and operates a successful trucking firm that works outside the reservation doing construction and hauling. Many of the employees are not tribal members.

The tribal community vision is being brought to fruition-- a reservation with sustainable (profitable) agricultural production from range improvements, land expansion and the creation and implementation of a comprehensive natural resource plan. Recent plans include the creation of a small museum featuring culture and arts, geology and hydrology. This “living” museum would feature traditional basketry, bead work, drums and pipes. The community also proposes the development of a tribal gas station/mini-mart. (Currently such supplies are nearly an hour’s drive away.) The Tribe has always welcomed visitors but has recently decided to attempt to attract tourists in moderate numbers to view the natural springs and wildlife, visit their museum (when built), and perhaps enjoy the thermal waters. Visitors spending a few dollars on fuel and in the mini-mart will hopefully bring some additional money into the community.



**The crystalline waters of the warm springs on the Duckwater Shoshone Reservation flow at a consistent 85 degrees ideal for bathing and spiritual renewal as well as supplying water for tribal croplands.**

When white settlers came to the valley in the late 1800s, the Shoshone families worked as ranch hands. The Indian Reorganization Act of 1934 allowed the Indians to acquire land. Shoshone around the state began discussing the possibility of establishing a reservation. They purchased the 3,272-acre Florio Ranch in 1940 and it became the Duckwater Shoshone Reservation.



**Relict pioneer cabins persist on the Duckwater Shoshone Reservation.**

### **Ely Shoshone**

In 1973 the Ely Shoshone tribe leased eleven acres in “The Terrace” subdivision in Ely, NV. It purchased the land outright in 1992. There are now homes, administrative offices, a gymnasium and a small park at this location. In 1977 the tribe received an additional ninety acres on the southern edge of Ely. Thirty-eight homes were built there in 1985 with five more added in 1996. Two privately owned modular homes were later added along with a community center. The tribe also operates the Silver Sage Travel Center, a relatively new truck stop and smoke shop located on Highway 6/50 near Ely.

### **Kanosh Band of Paiute Indians**

The Kanosh Band originally received federal recognition in 1929. On that date, Congress enacted legislation that reserved public domain land “for the use and benefit of the Kanosh Band of Indians.” Things have changed over time. The Kanosh Band is now one of 5 constituent bands that make up the Paiute Indian Tribe of Utah (PITU). The bands were declared an official unit by an act of Congress in 1980 but the Kanosh, like each of the other four, has an independent identity as a community that dates back hundreds of years.

Prior to 1954, the Kanosh had its own separate reservation and functioning Tribal government. The Kanosh (along with several other Ute and Paiute bands) were officially “terminated” in 1954 under U.S. law. This caused significant social and economic consequences. Tribal culture diminished dramatically. Much reservation land was lost, primarily due to the inability to pay property taxes.

The 1980 act reformulating the bands into a single tribe designated new reservation lands. The PITU Reservation consists of ten separate land parcels located in four southwestern Utah counties. Three of these parcels, totaling 1,342 acres, are in Millard County, UT and all three are associated with the Kanosh Band.

Local tribal government authority is vested in a Kanosh Band Council. Band Council authority extends to land use management, community development programs, and business development.

Their band headquarters is located in Cedar City, Utah. An additional tribal office is located in Kanosh, Utah, near their traditional ancestral home.



## **Goshutes**

It is said that the Goshute people exemplify the historic Great Basin desert way of life perhaps better than any other group because of the nature of their territory. They have both benefited and suffered from their desert isolation. The Goshutes, one of the Shoshone tribes, maintained a territory in the Great Basin extending from the Great Salt Lake to the Steptoe Range in Nevada, and south to Simpson Springs (most of which today is the Dugway Military Proving Grounds). Prior to contact with white settlers, the Goshutes wintered in the Deep Creek Valley (which extends into contemporary northeast White Pine County) in dugout houses built of willow poles and earth known as wiki-ups. In the spring and summer they gathered wild onions, carrots and potatoes, and hunted small game in the mountains. Their language is a dialect of Shoshone.

There are two contemporary bands of the Goshute Nation-- the Skull Valley Band of Goshute (tribal membership of approximately 125) and the Confederated Tribes of the Goshute (tribal membership of approximately 400). The latter group is within the designated GBNHA.

The Confederated Tribes of the Goshute Reservation are composed of Goshute, Paiute and Bannock. Their reservation lies on both sides of the Nevada-Utah border, in White Pine County in Nevada, and in Juab County and Tooele County in Utah about 60 miles south of Wendover. It has a land area of 177.42 sq. mi. and a resident population of 105 people was counted in the 2000 census.

The confederated tribe reservation was first established in 1912 and land purchases were made between 1937 and 1990. The Confederated Tribes of the Goshute operate their tribal government in Ibapah, Utah which is located in southwest Juab County.

## **Native Crafters and Musicians**

Native Americans within the GBNHA region have several significant traditions in craft and music. Of particular note is the making of cradleboards, a Native American baby carrier used to keep infants secure and comfortable and at the same time allowing the mothers freedom to work and travel. Basketry was an important heritage craft and remains a noted art form. A few of the many contemporary, award-winning basketmakers include members of the Duckwater Shoshone tribe: **Lilly Sanchez, Evelyn Pete, Bernadine Delorme, and Celia Delorme**. Ceramics and weaving were never thought to be particularly important crafts in the Shoshone culture. Early populations seem to have relied more on hides and skins for clothing and to make containers. Drum making is still practiced within the GBNHA.

Some beadwork is taught in traditional crafts classes on the Shoshone Duckwater Reservation. Drumming and singing are significant parts of native festivals.

## **Arts and Craft Heritage Resources in the GBNHA**

In addition to arts and crafts of Native Americans of the region, a number of significant non-native heritage art and craft traditions are practiced within the GBNHA. These include: Textile decoration, pottery, painting and drawing and sculpting.

## **Cultural Recreation Events**

Rodeo, fairs and horse racing occur in several places within the GBNHA.

## **Dance**

Heritage dances included reels, quadrilles and round dances. There were regular dances in the Baker (NV) Barn in the 1880s. Ballroom dancing was enjoyed at Van's Hall in Delta in the mid-20th century.

There is also an outdoor dance area in Kanosh (UT). There was a regular square dance in Baker Hall. Square dance calling remains an occasionally practiced heritage skill in the region.

### **Domestic Crafts**

Heritage domestic crafts performed contemporarily within the GBNHA include gardening, fruit growing, quilting, knitting, crocheting, embroidery, antler and bone carving, craft rug making, woodworking, horse hair craft including twisting, hitching and braiding. Leather working and rawhide braiding are practiced particularly for production of horse gear. Saddle making is another locally practiced craft.



Gardening, antler carving and quilting are all practiced within the GBNHA. These examples were exhibited at the White Pine County Fair.

### **Culinary Arts**

Still practiced in the region are a number of important culinary arts including coffee roasting, baking, BBQ (particularly lamb), beer and cider making, cheese making (commercially practiced), Dutch oven cooking, pickling and canning.

### **Welding & Smithing**

Welding and smithing continue as an art and craft as well as a commercial necessity.



This metal cutout was produced locally to illustrate an interpretive display at the Great Basin National Park.

### **Lapidary Crafts**

Turning regional stones and semiprecious gems into jewelry is another important and on-going heritage craft practiced within the GBNHA.

### **Other Occupational Traditions**

Unique occupational traditions persist too. These include ranchers, farmers, sheepherders, sheep shearers, miners, railroad workers, and rangers associated with government agencies. The casinos in White Pine County require workers skilled as card dealers and bartenders. Brothels require prostitutes.

### **Heritage Events**

Most events to which the public are invited within the GBNHA are listed by the visitors' offices of White Pine County and Millard County. There are about 70 of these that can be classified as heritage events including rodeos and fairs, quilt shows, antique automobile events, town founding commemorations and of course Independence Day celebrations. Many of these will be supported and promoted as an outgrowth of this plan. New ones may be proposed.

### **Notes on Other Cultural Assemblages**

Several unique religious or cultural groups sought a home within what is now the Great Basin National Heritage Area. Their history and practices will be part of the interpretive program outlined within this plan.

#### Ranchers and Sheepherders

These practitioners maintain their own unique cultures that persist and evolve and deserve interpretation.

#### Polygamists

A number of people within the GBNHA are known to be practicing polygamists. Visitors to the area are fascinated by this fact.

#### Aaronic Order

This is the formal name of the religious community at EskDale, Utah. The Aaronic Order, now usually referred to as the House of Aaron, was founded in 1942 by Maurice L. Glendenning. Although the group may have originally sought refuge in the desert as an isolationist community, it certainly is no longer one. Its vision, in part, is to "restore the Biblical, Levitical ministry to its prophesied fullness". This has led to some traditions that are unique and sometimes of interest to outsiders with whom the order is generally willing to share.

#### School of the Natural Order

The mountain above Baker (NV) is the home to a spiritual community that calls itself the School of the Natural Order. Its proponents study the writings, teaching and philosophy of a man that had been dubbed Vitvan (an East Indian word indicating one who knows) by his spiritual teacher Mozumdar. More than anything else, he desired to share his understanding of the energetic world as natural order process. He believed a deep sense of inner peace and security would accompany growth in this understanding. His was a non-metaphysical teaching; he believed life is a dynamic process and what we see is processed through our private worlds. He believed one needed to understand one's own values so the world can be perceived as it really is. There are substantial Eastern elements to his philosophy. Meditation is an important part of practice.

### United Orders

A few residents within the GBNHA are thought to be associated with groups known as United Orders. In the Latter Day Saint movement, the United Order was one of several 19th century church collectivist programs. The United Order established egalitarian communities designed to achieve income equality, eliminate poverty, and increase group self-sufficiency. The movement had much in common with other communalist utopian societies formed in the United States and Europe which sought to govern aspects of people's lives through precepts of faith and community organization. However, the Latter Day Saint United Order was more family and property oriented than, for example, the eastern utopian experiments at Brook Farm and the Oneida Community.

### Libertarianism

The wide open spaces of Nevada and Utah have long been a place of refuge for isolationists and groups with views that may be misunderstood or not tolerated elsewhere. The popular media tends to paint residents of Utah's West Desert and in the outlands of Nevada as extremists or trigger happy hermits. Individualists have gravitated here. While there is indeed a good bit of diversity and people tend to hold beliefs tightly, an interesting counterbalancing view seems to prevail that others are entitled to their own beliefs and entitled to hold them tightly too. This is possibly due to people here realizing that there must be general tolerance in order that one's own beliefs may be exercised. It may alternately be that the harsh climate and considerable distances require that people, no matter what their beliefs, must occasionally rely on one another for support. Unlike more urban areas, rarely do extreme views lead to violence within the GBNHA.

As is true in many urban neighborhoods throughout the United States, visitors are not always common and are sometimes "watched" by residents. Visitors are not always welcome by everyone within the GBNHA because of local concern for outsiders' misunderstanding or intolerance of their lifestyle. But surprisingly, visitors are most often welcomed. Many locals are unusually generous to outsiders.

### **Bordellos**

Prostitution may at first seem to be an unlikely entry in a management plan for a heritage area. However the history of prostitution in the area is long and still ongoing. It is a feature of fascination to area visitors. The fact that it is a legal enterprise within the area makes it a truly unique heritage activity. The two legal brothels currently in operation within the GBNHA have been in more or less continuous operation since 1880 making the buildings and operations themselves historical features. The institution and its continued local support suggest that it is a heritage cultural<sup>6</sup> feature of genuine novelty if not importance within the United States. Expanding on the cultural theme, artwork in one of the brothels dates back to the 1920s.

Brothels have been tolerated in Nevada since the middle of the 19th century. In 1970, Nevada began regulation of houses of prostitution as businesses. Today Nevada is the only U.S. state to allow some

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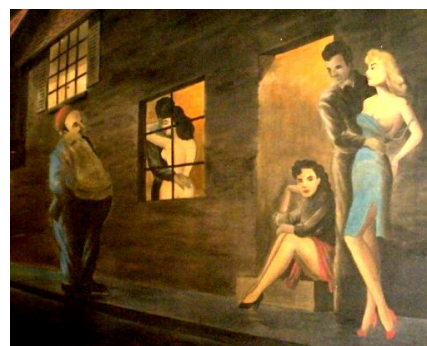
<sup>6</sup> Of course culture in this context is not being used to describe a practice that elevates what some may consider high moral values; but rather we are using the social science definition in which culture refers to the cumulative deposit of knowledge, experience, **beliefs, values, attitudes**, meanings, hierarchies, religion, notions of time, roles, spatial relations, concepts of the universe, and material objects and possessions acquired by a group of people in the course of generations through individual and group striving.

legal prostitution. Political and public discussion of the issue continues to be highly charged. Currently there are no more than 25 operating legal brothels within Nevada—all technically within the Great Basin.



Walt Savers Band played at the Big 4 Ranch from 1930 to 1935. These are early “cribs” that once existed in Ely.

In the GBNHA, the west end of High Street in Ely has been an active location of brothels since 1887 when the county seat was moved from Hamilton and the settlement became a real community. Also in this district there were dance halls and saloons with prostitute “cribs” (individual rooms) stretching three blocks on either side of High Street. A crib front was just big enough for a "Dutch" door and a window. Each room provided only a bed and a stove for warmth and heating water for washing. In about 1920, a fire started in the rear of Reinhart's Dance Hall and spread until almost all of the buildings in the block between High Street and the alley were destroyed. Only three or four small rooms fronting on High and Second were left standing and they were damaged.



Local oral history contends that in the 1920s a French mural painter was working in the mines and began to frequent the bar at the Big 4 Brothel. He developed a strong interest in one of the working girls but could never accumulate enough money to do business with her. In the mean time he was extended a bar tab. In order to pay it off, the brothel owners asked him to paint murals on each wall of the parlor/bar room. Above are some of the scenes from the mural. The two on the left seem to depict the Big 4 establishment while the one on the right depicts a red light district in Paris. The man looking in the window (right) is reportedly the painter. Note that although their hair and clothing style is different all the girls have the same face. It is the face of the “unrequited love”-- or so the story goes.



## Natural and Scenic Resources

The scenic resources within the GBNHA are literally endless. Every direction one looks from nearly any point within the region can yield a beautiful, novel or evocative scene. As a result, the scenic resources are obviously too numerous to list. They include mountains, valleys, individual outcroppings, the plants, the animals the people, and the fabulous night skies.

By contrast, a list of significant natural resources in the GBNHA can be created. These features are perhaps the ones that make the GBNHA most definitive—that set the GBNHA apart from all other areas in the region or indeed on the globe. They are like the face of an individual—they are like no other.

A laundry list of natural resource types has been made and features researched and located but only the most significant of the features are highlighted below as those will be the primary ones which will initially be focused upon in this plan.



The following list was used to search for salient natural resources in the region.

List of Natural Resource Feature Types			
Mountains and Valleys	Ore Deposits, Minerals and Gems and Fossils	Caves	Air Quality
Peaks	Volcanic and Other Miscellaneous Geological Features	Significant Natural Areas	Night Skies
Dry Lakes	Outstanding Resource Waters	Flora and Fauna	Scenic Features and Viewsheds

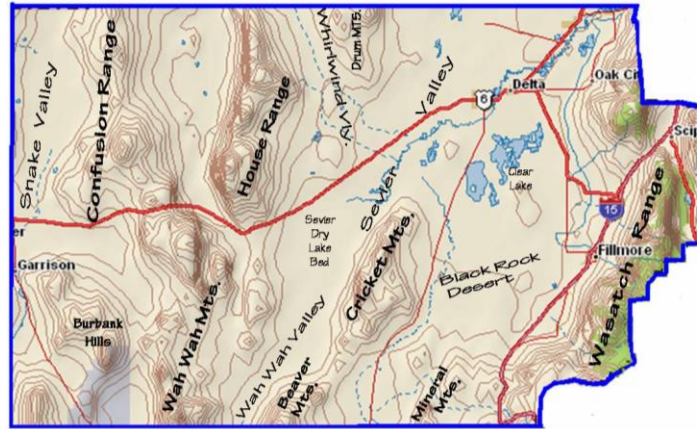
### Mountains and Valleys

The most obvious, and perhaps scenic, natural features of the GBNHA are its mountains and valleys.

The GBNHA lies within the Basin and Range region of North America. Within this region there are rows of mountain ranges running generally north and south separated by valleys range upon range.



White Pine County Mountains and Valleys

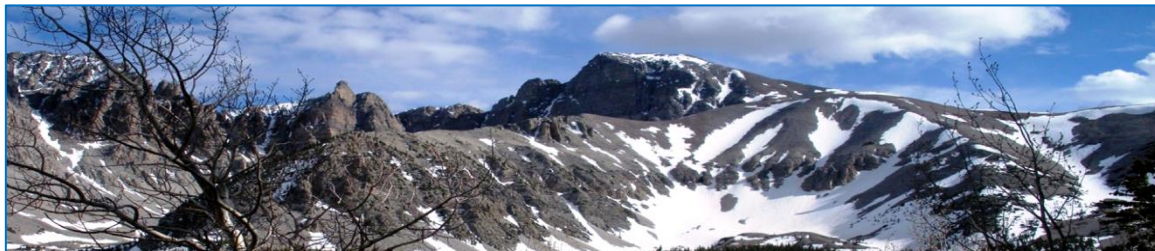


Millard County Mountains and Valleys

## Peaks

When traveling through the GBNHA one can't help notice that the mountain peaks have distinctive forms that become recognizable with repeated exposure. They are often scenic as well. The Snake Range in White Pine County contains some of the highest peaks in Nevada.

White Pine County, Nevada, is home to a total of 152 mountain summits and peaks. Wheeler Peak is the second highest peak in Nevada rising to 13,063 feet.



Topping off Wheeler Peak are the remnants of an active glacier, now transformed into a rock glacier.

Fifteen of the highest 25 peaks in Nevada occur in White Pine County. Below is a list of the highest with their relative standing (height) in the state.

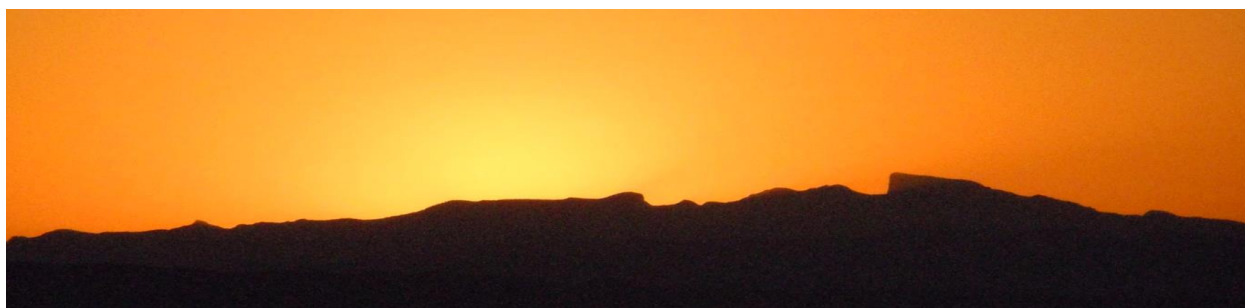
Peak (White Pine County)	Height (Ft.)	In State	Peak (White Pine County)	Height (Ft.)	In State
Wheeler Peak	13,063	2nd	Lincoln Peak	11,585	16th
Jeff Davis Peak	12,766	3rd	Bald Mountain	11,496	17th
North Schell Peak	11,857	5th	Current Mountain Summit	11,457	18th
Baker Peak	11,850	6th	Granite Peak Summit	11,188	25th
Pyramid Peak	11,834	7th	Duckwater Peak Summit	11,079	26th
Mount Moriah	11,736	11th	Mount Grafton Summit	10,968	35th
South Schell Peak	11,726	12th	Cleve Creek Baldy Summit	10,906	42nd
Taft Peak	11,693	13th	Ward Mountain Summit	10,899	43rd
Mount Washington	11,611	15th			



Millard County, Utah, is home to a total of 135 mountain summits and peaks. They do not rank among the high mountains in that state. The highest in Millard County are on the far eastern edge in the Wasatch Range. All are much lower than those in White Pine County but several are quite distinctive. The tallest peaks in Millard County are listed below.

Peaks (Millard County)	Height (FT.)
Mine Camp	10,222
Mt. Catherine	10,020
Swasey Peak	9669
Notch Peak	9654
Pahvant Butte	5751

One of the most scenic peaks in the GBNHA is Notch Peak. Notch Peak is one of the highest peaks in the House Range, reaching 9,654 feet (2,943 m) above sea level. The northwest face of the mountain is a massive carbonate rock (limestone and dolomite) cliff that is one of the tallest vertical rock faces in the United States.



### **Dry Lakes**

There are many small dry lakes and salt flats within the GBNHA but the largest such feature in the GBNHA is the very prominent Sevier Lake. Sevier Lake is a very large, usually dry, flatland in the lowest part of the Sevier Desert in Millard County, Utah. It is a closed drainage basin that retains (and quickly evaporates) whatever water may reach it and allows no outflow to other bodies of water. Like the Great Salt Lake, it is a remnant of Pleistocene Lake Bonneville. Sevier Lake would be fed primarily by the Beaver and Sevier Rivers, but nearly all of the water has been diverted upstream for domestic, agricultural and industrial purposes. The lake has been mostly dry throughout recorded history and is a source of wind-blown dust in dust storms.

### **Ore Deposits, Minerals**

The Great Basin is one of the world's great metallogenic provinces. About 11% of the total world production of gold (approximately 74% of the United States production) is produced annually from this region, as well as additional silver, copper, lead, beryllium, molybdenum, tungsten and zinc.

### **Gems and Fossils**

Millard County is a trove of gems and fossils. But White Pine County has them too.

## Garnets

Garnets occur in both Millard and White Pine Counties. Garnet Hill operated by the BLM is easily accessible to visitors. Located 6 or 7 miles west of Ely, NV, Garnet Hill is an internationally known site for gem collectors looking for garnets. The ruby red semi-precious gems occur in abundance in the rocky volcanic outcrops. They can be discovered within rock fissures with gentle application of a hammer or simply found on the ground. Although most of the garnets found here are not of perfect gem quality, they make an interesting find. They occur naturally faceted but less perfectly so than when worked.



Garnets may be easily found in a few minutes. They often occur in quartz crystal filled cavities. The gems facet beautifully.

## Obsidian

Not technically a gem, but a collectable stone, obsidian occurs in the Black Rock Desert, Millard County. Especially decorative snowflake obsidian is found near the Black Spring area. Approximately 2.5 million years ago (late Tertiary Period), volcanic eruptions in the Black Spring area of the Black Rock Desert in western Utah spewed out the volcanic rocks rhyolite, pumice, and obsidian.

Obsidian is a dark-colored volcanic glass formed when molten lava cools quickly. It is usually black but colored varieties range from brown to red. Snowflake obsidian, a black obsidian with whitish-gray spots of radiating needle-shaped cristobalite (high-temperature quartz) crystals, is also found in the Black Rock Desert. Obsidian has been used for arrowheads and primitive cutting tools, and is presently used for jewelry.

## Other Collectable Gems and Minerals

Other collectable gems and minerals found within the GBNHA include quartz, sunstones, pyrite, muscovite, albite, scheelite, barite, calcite, galena, magnetite, malachite, diopside, vesuvianite, chalcopyrite and molybdenite. Even the occasional meteorite has been found. Topaz can be found nearby.

## **Fossils**

### Trilobites

Approximately 510 million years ago (mya), during the Cambrian Period, trilobites thrived in the seas that covered western Utah. Trilobites are an extinct class of arthropods. These fossils can be found scattered across western Utah, particularly the House Range in Millard County.

The Wheeler Amphitheater (near Antelope Springs) in the House Range, Millard County is one of the more well-known collecting areas. Most of the trilobites in this area come from the Middle Cambrian formation called the Wheeler Shale.

Another trilobite-bearing unit that directly overlies the Wheeler Shale in the central part of the House Range is the Marjum Formation. The beds at Marjum Pass are famous for the abundance of *Hemirhodon* trilobites that occur in the interbedded shales and limestones.

Several commercial operations have leased state lands and frequently provide newly exposed strips of unexplored shale. There is literally no telling what can be dug up!

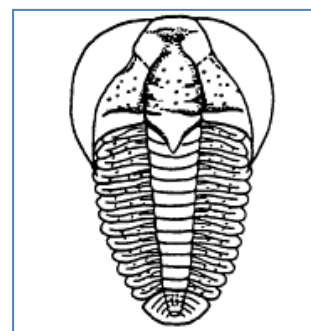


One commercial operation is U-Dig Fossils. Knowledgeable staff help identify finds and educate visitors. Japanese are frequent among the many foreign visitors. Another commercial operation called *A New Dig* has recently opened.

Trilobites can also be found in the Ibex Fossil Mountain Area, Crystal Peak, North Canyon and the Tule Valley in Millard County.

### **Fossil Mountain**

Fossil Mountain stands west of Blind Valley about 15 miles south of US Highway 50 in western Millard County. Many species new to science have been discovered here. The site is loaded with Lower Ordovician fossils that were scientifically studied here for many years. The results were used to inform paleontologists throughout the world about rock aging and associated fossils. Most of the fossils that occur here are fragmented into bits and not easily recognizable as the trilobites, echinoderms or brachiopods they have been part of as a result of being accumulated in wave dominated shoreline environments.





Imagine a whole mountain made up of fossils. One lump of stony material may contain bits of hundreds of fossil pieces. Shell (probably brachiopod) fragments can be seen in this photo of one rock surface. (Right)—This is a drawing of one of the more unusual trilobites found at Fossil Mountain.

### **Horn Corals**

Horn corals were abundant during the Mississippian Period (~340 mya). During this time, Utah was almost completely covered by a shallow sea. Horn corals are an extinct order of coral known as Rugosa. Abundant horn coral fossils can be found in the Confusion Range in Millard County particularly around Conger Springs. They are also found at Crystal Peak.

### **Ammonites**

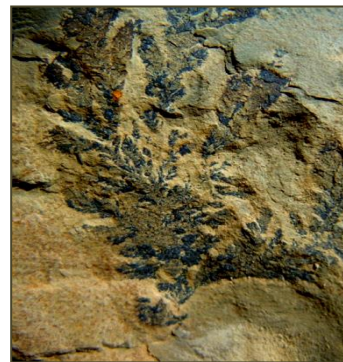
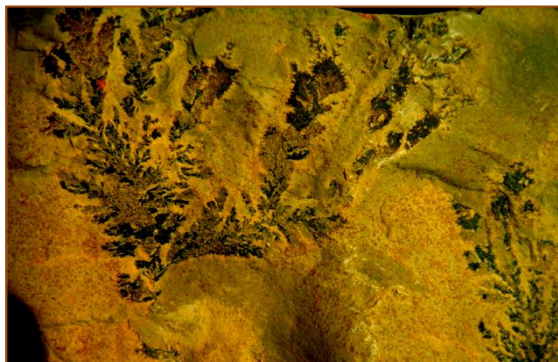
Ammonites are an extinct group of cephalopods. Ammonites' closest living relatives are the octopus, squid, cuttlefish, and nautilus. Ammonites are excellent index fossils, and it is often possible to link the rock layer in which they are found to specific geological time periods.

The name ammonite, from which the scientific term is derived, was inspired by the spiral shape of their fossilized shells, which somewhat resemble tightly-coiled rams' horns. They can be found in the Conger Pass and Cowboy Pass areas of Millard County.

### **Graptolites**

Graptolites (Graptolithina) are fossil colonial animals known chiefly from the Upper Cambrian through the Lower Carboniferous (Mississippian).

The name graptolite comes from the Greek graptos, meaning "written", and lithos, meaning "rock", as many graptolite fossils resemble hieroglyphs written on the rock. Graptolites have been found at Skull Rock Pass and Marjum Pass in Millard County.



Drawing on the left represents a common form of graptolite while the photos on the right are fossil tracings left by the animals in rock layers exposed near Marjum Pass along old US Route 6 in Millard County.

### **Other Significant Fossils**

Ostracods, Brachiopods, Crinoids are also found within the GBNHA.

### **Outstanding Resource Waters**

The longest regularly flowing river in the GBNHA and the most prominent on maps is the Sevier River. In fact it is Utah's longest river flowing entirely within the state (240 miles). It starts its journey from two

distinct headwaters far outside the GBNHA. Mammoth Creek, some 80 miles to the south, originates near Cedar Breaks National Monument, and empties into the south fork of the Sevier, which originates south of Bryce Canyon National Park. The other main headwater, or East Fork of the Sevier, originates in the Fishlake National Forest north of Otter Creek State Park. It is one of the most used rivers in the United States. Less than 1 percent, or 44,840 acre-feet, of the total precipitation is not consumed. Consumption is about 1,100,000 acre-feet annually. Irrigation near the mouth of the river started with settlement in 1859 in west Millard County.

Another prominent river bed trends southward from central White Pine County. The White River would be in effect the longest river originating from the region because if it carried sufficient water to flow continuously, it would reach the Gulf of Baja via the Colorado. Because water falling into the White River Valley would flow toward the ocean and not be trapped within a basin, the finger that reaches up into the GBNHA is not technically within the hydrographic Great Basin. The White River is known for several endemic species of fish including the Preston White River springfish *Crenichthys baileyi* in the GBNHA.

There are a number of perennially wet natural lakes within the GBNHA. Most are very small. The most significant lakes are Clear Lake in central Millard County and Ruby Lake in far northwest White Pine County. Their wildlife value marks their major importance. Both are wildlife refuges.

### **Springs**

Of course the GBNHA is a desert area. It receives an average of only 15 inches of rain a year much of which evaporates quickly. However, greater quantities of rain and snow do occur at higher elevations as even lightly moisture laden air is pushed high enough to become sufficiently cold to cause condensation of the moist air into rain or snow. Snow melt occurs for many months into summer. A portion of runoff water often moves into fissures in rock or into porous areas carrying waters underground only to emerge somewhere below as cool springs. Some water finds its way so deep into the ground that it is heated by hot volcanic rock. It can begin to boil and steam forces the water back to the surface as hot springs.

There are a surprising number of such cool and warm springs within the GBNHA--surprising because the average person or passerby probably thinks only of parched landscapes.

Springs are of vital importance locally. Historically no one could spend much time anywhere there was not a source of fresh water. In the desert springs were a primary source of fresh water. Regionally springs provided water for development of settlements and farms and ranches. On a national scale some of the springs may be important because of their native fauna. Because of their isolation some of the springs have evolved unique endemic life.

The springs provide valuable and unique habitat for flora and fauna. They attract game. They can also be incredibly scenic. They can be a wonderful place for recreation—hunting, fishing or even a cool or warm dip as desirable by season. A few of the hotter deeper deposits of water may even be valuable geothermal resources for heating or power production.

White Pine County contains more than 250 named springs. The relatively drier Millard County contains around 60 named springs. There are many unnamed too.

### Hot and Warm Springs

Thermal springs are important natural features in that they often provide unique habitat supporting specialized flora or fauna. They can also be scenic. Their most frequent use is for recreation. Therefore although listed here, details of thermal springs are presented in the recreational features section of this document.

Twelve hot or warm springs have been identified in Millard County. They range in temperature from 68° F to 180°F.

"Popular" or USGS Spring Name-Millard County, UT	Temperature F°
BAKER (ABRAHAM, CRATER) HOT SPRINGS	180
WILSON HEALTH SPRINGS	142
MEADOW HOT SPRINGS	106
NORTH SPRINGS	82
FISH SPRINGS	82
TULE SPRING	82
COYOTE SPRING	82
GANDY WARM SPRINGS	81
SOUTH TULE SPRING	77
FUMAROLE BUTTE	73
WARM SPRINGS	72
SULPHURDALE	72
WOODHOUSE SPRING	72
TWIN SPRINGS	68
KNOLL SPRINGS	68

White Pine County has 31 warm or hot springs. They range in temperature from 68° to 176° F.

"Popular" or USGS Spring Name White Pine County, NV	Temperature F°	"Popular" or USGS Spring Name White Pine County, NV	Temperature F°
MONTE NEVA HOT SPRINGS	176	MCGILL SPRING	84
CHIMNEY WARM SPRING	160	BIG (ASH MEADOWS) SPRING	83
CHERRY CREEK HOT SPRINGS	144	HOT SPRING	83
WILLIAMS HOT SPRING	127	LOWER SHELLBOURNE SPRING	77
ABEL SPRING	115	CAMPBELL RANCH SPRINGS	76
HOT SPRINGS	115	GOICOECHA WARM SPRINGS	76
COYOTE HOLE SPRING	113	FLAG SPRINGS	75
LOCKES BIG SPRING, HAY CORRAL SPR	100	BUTTERFIELD SPRINGS	75
MOORMAN SPRING	100	EMIGRANT SPRINGS	70
STORM SPRING	99	GEYSER RANCH SPRINGS	70
HOT CREEK RANCH SPRING	90	GEYSER RANCH SPRINGS	70
LITTLE WARM SPRING	90	GEYSER RANCH SPRINGS	70
BIG BLUE SPRING	88	PRESTON SPRINGS	70
BLUE EAGLE SPRINGS	84	WAMBOLT SPRINGS	70
HAMMOND RANCH SPRING	84	THOMPSON RANCH SPRING	68
SCHOOLHOUSE SPRING	84	.	.



## Groundwater

Groundwater is also immensely important in the GBNHA. In the desert, it is often the only source of moisture available to desert plants. It is also the main reason agriculture is possible.

Groundwater occurs at various depths under the entire GBNHA and has been developed for municipal, agricultural, and mining supplies as well as for other purposes. In recent years, the demand on the groundwater resources has grown significantly, in part reflecting the growth of the various economic sectors of the area, and in part reflecting the interest in exporting (to Las Vegas) water from Spring Valley and Snake Valley through large-scale inter-basin transfers of water.

## Caves

Many caves exist throughout the GBNHA. In desert areas water erosion can create caves in gypsum formations and in shale, as well as within cracks between granite boulders. Caves can also be formed by wind erosion. Caves may persist in desert locations that were once carved by the action of the sea against the shore and in glaciers or high-mountain snow fields. Rivulets of volcanic lava often cool and solidify on the exterior, while the hot, plastic interior continues to flow and evacuate itself, creating lava tubes. Examples of nearly all of these cave types occur within the GBNHA. Dozens have been discovered and named. At least 40 caves exist in the Great Basin National Park (GBNP). The most prominent is Lehman Caves. Visitors are welcome here and at one other cave in the GBNHA.

### Lehman Caves

The most publically welcoming cave in the GBNHA, and undoubtedly the most visited, is Lehman Caves. It is administered by the National Park Service and operated as part of the Great Basin National Park.



Early visitors in Lehman Caves  
Digital Image Copyright 2002, Great Basin Association



Lehman Caves is a beautiful marble cave ornately decorated with stalactites, stalagmites, helictites, flowstone, popcorn, and rare shield formations (shown).

Lehman Caves attracts ninety thousand visitors to eastern Nevada yearly, a trend that began not long after their discovery in the late 1880s. President Warren G. Harding declared Lehman Caves a national monument on January 24, 1922. The U.S. Forest Service administered Lehman Caves National Monument. An executive order signed by President Franklin Roosevelt in 1933 transferred control of all national monuments, including Lehman Caves, to the National Park Service.

The first maps of the caves were developed by the Salt Lake Grotto of the National Speleological Society in the late 1950s. The map, completed in 1960, shows over 8,000 feet of passageways.

During the mid 1970s the National Park Service began development of a "Statement of Management" for each unit of the system. The first such statement for Lehman Caves National Monument clarified that the purpose of the monument was:

*"To preserve the caves for their unusual scientific interest and importance, use shall be promoted and regulated to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."*

In the Great Basin National Park Act of 1986, Lehman Caves National Monument was formally abolished, and all lands incorporated into the 77,000 acres of what was then the nation's newest national park.

#### Crystal Ball Cave

Crystal Ball Cave is the only other cave in the GBNHA to welcome visitor. It is located 3 miles northwest of the town of Gandy, Utah 0.6 miles east of the Utah-Nevada border in the northeast side of Gandy Mountain, a small outlier of the Snake Range on its northeastern edge. It is in the Snake Valley about 600 feet above and one mile from what was the shore of ancient Lake Bonneville at its highest level. It is known for its spectacular crystals and limestone formations and because of the bones of extinct and extirpated animals that have been found there. It is leased from the BLM and privately operated.

### **Significant Natural Areas**

#### Goshute Canyon Natural Area

The Goshute Canyon (BLM) Natural Area is located in the Cherry Creek Range of White Pine County, Nevada. The natural area consists of a high meadow and creek canyon. The area is habitat to the Bonneville cutthroat trout as well as having outstanding scenic qualities, and several small archaeological sites.

#### Pygmy Sage Research Natural Area

The Pygmy Sage Research Natural Area is located on BLM land in White Pine County in Spring Valley, northwest of Wheeler Peak. This area was created to assist in the preservation of an example of a pygmy sage ecosystem for comparison with other ecosystems influenced by humans. The 160 acres is entirely flat and covered in low vegetation including the species of special concern, the pygmy sage (*Artemesia pygma*). The Research Natural Area was designated in 1965.

#### Swamp Cedar Natural Area

The Swamp Cedar Natural Area is located in White Pine County, Nevada. This natural area is habitat for endangered, sensitive or threatened species, habitat essential for maintaining species diversity, and rare and endemic plant communities. In addition, the Swamp Cedar Natural Area is a significant historical site, the massacre of the Goshute War of 1863. (It is listed in the historical section of this document as well as here.)

### **Wildlife Management Areas**

#### Clear Lake Wildlife Management Area

This is a state managed 6,150 acre waterfowl and pheasant management area located about 20 miles south of Delta, Utah about 3 miles east of Utah Highway 257 (not recommended in wet weather). This wetland in the middle of the Great Basin Desert is a vital habitat for migrating birds that stop to rest and replenish energy stores before moving on. Many of those species remain to nest and rear their young. Generally, mid-April and late September coincide with the peak of the annual spring and fall migrations.

### Other Wildlife Management Areas in Millard County

<b>Millard Co. Wildlife Management Areas</b>	<b>Location on USGS Topo Map</b>
Bennett Field Wildlife Management Area	Holden
Black Cedar Hill Wildlife Management Area	Fillmore
Cemetery Wildlife Management Area	Fillmore
Circus Hollow Wildlife Management Area	Holden
Clear Lake Waterfowl Management Area	Sunstone Knoll
Corn Creek Wildlife Management Area	Kanosh
Fort Deseret State Park	Hinckley
Halfway Hill Wildlife Management Area	Fillmore
Holden Wildlife Management Area	Scipio Pass
Kanosh Wildlife Management Area	Kanosh
Maple Hollow Picnic Area	Coffee Peak
Nixon Wildlife Management Area	Coffee Peak
Pioneer Wildlife Management Area	Coffee Peak
Topaz Marsh Waterfowl Management Area	Smelter Knolls East
Young Field Wildlife Management Area	Scipio Pass

### Ruby Lake National Wildlife Refuge

In the far northwest corner of White Pine County is the Ruby Lake National Wildlife Refuge.

Not a lake, but rather a vast open-water marsh, the 37,632-acre refuge includes 17,000 acres of wetlands with bulrush and grass-covered islands. Ruby Lake NWR is a Great Basin oasis that depends on a fresh supply of water. The water comes from over 150 springs at the base of the Ruby Mountain Range on the western edge of the refuge. The watershed is closed, so all water entering the marsh is clean and pure.

By Executive Order in 1938, President Franklin D. Roosevelt established the Ruby Lake NWR. Twenty percent of the refuge was apportioned from public land, and the remainder was purchased with the Migratory Bird Conservation Fund. The refuge habitat was recognized for its importance for ducks, geese, grouse, sandhill cranes, and shorebirds.

At one time, wildlife at Ruby Lake National Wildlife Refuge was a recreational wonderland to about 30,000 boaters a year, and water skiers were often a more common sight across the open water of the desert marsh than the waterfowl it was established to protect. But all that has changed. Now the motorboat season and engine size are strictly regulated--the result of a lawsuit and a U.S. District Court ruling which prioritized the interests of wildlife over the interests of boaters.

### International Bio-reserve

The Desert Biosphere Reserve and Experimental Range is a biosphere reserve and experimental range in the western reaches of Utah. The experimental range was established in 1933 when 87 square miles of public lands were designated "as an agricultural range experiment station" by President Herbert Hoover.

Today the range is maintained by the U.S. Forest Service's Rocky Mountain Research Station. It was declared a biosphere reserve by UNESCO in 1976. It is located in the Pine Valley area, about 40 miles west of Milford. Vegetation is typical of the Great Basin shrub steppe, with shadscale saltbush (*Atriplex confertifolia*) and sagebrush (*Artemisia* spp.) scrublands predominant. The reserve also includes areas of single-leaf pinyon (*Pinus monophylla*)-juniper woodland and pasture land.

### Wilderness Areas

In the GBNHA wilderness areas are either managed by the BLM or the U.S. Forest Service.

Wilderness areas wholly within White Pine County:

WILDERNESS NAME	ACRES	WILDERNESS NAME	ACRES
Bald Mountain	22,352	Mount Grafton	54,011
Becky Peak	18,119	Mount Moriah	65,222
Bristlecone	14,096	Red Mountain	17,496
Currant Mountain	20,714	Schell Creek Range	122,123
Egan Ridgeline	18,669	Shellback	36,133
Goshute Canyon	42,657	South Egan Range	32,713
Government Peak	6,313	White Pine Range	42,562
Highland Ridge	70,098	<b>TOTAL</b>	<b>583,388</b>

**Note:**  
No wilderness areas have been dedicated in Millard County though several have been proposed but rejected.

### National Parks

#### Great Basin National Park

The GBNHA is fortunate to have a National Park within its region. Great Basin National Park is located in the very center of the GBNHA in Nevada near the Utah border. It was established as a National Park in 1986. But previously part of it was operated as a National Monument and the rest as part of a national forest. The park today protects 77,000 acres.

The park is notable for its groves of ancient bristlecone pines, the oldest known non-clonal organisms; and for the Lehman Caves at the base of the also notable 13,063 ft. Wheeler Peak. Adjacent to Great Basin National Park lies the Highland Ridge Wilderness. These two protected areas provide contiguous wildlife habitat and contiguous protection to 227.8 square miles of eastern Nevada's basin lands.

Lexington Arch in the southern third of the park is reportedly one of the largest limestone arches in the western United States. The arch stands roughly six stories tall.

### Flora and Fauna

The flora and fauna within the GBNHA are spectacular and varied. Because of the great changes in elevation species range from those requiring high dry desert to those requiring moist temperate wetlands to those needing constant cool alpine habitats. The great distances between mountains, springs and other habitats have created some notable endemic species. Constant slow natural change and more recent human changes have put pressure on some species that are now threatened with potential extirpation or extinction altogether. Many of the larger animal species here are spectacular and charismatic just for the infrequency of seeing them. The following section will highlight the rare and endangered species, notable, interesting and charismatic species occurring within the GBNHA.

## White Pine County Flora and Fauna—Endangered, Threatened or at Risk

Potential habitat is present in White Pine County for two species listed as threatened or endangered under the Federal Endangered Species Act.

An additional twenty species are protected by state legislation (Nevada Natural Heritage Program database; last updated for White Pine County March 18, 2004). These species are identified in the table below. The Nevada Natural Heritage Program, the Nevada Division of Forestry, and the Nevada Department of Wildlife will be consulted regarding specific concerns and potential mitigation to minimize impacts to these species prior to the Partnership's implementation of any potentially impacting projects or programs within the GBNHA.

The swamp cedar sub-species of juniper, though not threatened, is found in only three places in the world, all of which are located in White Pine County.

<b>Federal and State Listed Flora and Fauna At Risk in White Pine County</b>		
<b>Scientific name</b>	<b>Common name</b>	<b>Legislation</b>
<b>Plants</b>		
<i>Castilleja salsuginosa</i>	Monte Neva paintbrush	NRS 527.260.300
<i>Frasera gypsicola</i>	Sunnyside green gentian	NRS 527.260.300
<i>Optunia pulchella</i>	Sand cholla	NRS 527.060.120
<i>Spiranthes diluvialis</i>	Ute lady's tresses	NRS 527.260.300
<b>Fish</b>		
<i>Catostomus clarki intermedius</i>	White River desert sucker	NRS 501
<i>Crenichthys baileyi albivallis</i>	Preston White River springfish	NRS 501
<i>Empetrichthys latos latos</i>	Pahrump poolfish	ESA - Listed Endangered NRS 501
<i>Gila bicolor newarkensis</i>	Newark Valley tui chub	NRS 501
<i>Gila bicolor ssp. (unnamed)</i>	Railroad Valley tui chub	NRS 501
<i>Oncorhynchus clarki henshawi</i>	Lahontan cutthroat trout	ESA-Listed Threatened NRS 501
<i>Relictus solitarius</i>	Relict dace	NRS 501
<b>Mammals</b>		
<i>Brachylagus idahoensis</i>	Pygmy rabbit	NRS 501
<i>Euderma maculatum</i>	Spotted bat	NRS 501
<b>Birds</b>		
<i>Accipiter gentilis</i>	Northern goshawk	NRS 501
<i>Athene cunicularia hypugaea</i>	Western burrowing owl	NRS 501
<i>Buteo regalis</i>	Ferruginous hawk	NRS 501
<i>Buteo swainsoni</i>	Swainson's hawk	NRS 501
<i>Centrocercus urophasianus</i>	Greater sage-grouse	NRS 501
<i>Charadrius alexandrinus nivosus</i>	Western snowy plover	NRS 501
<i>Chlidonias niger</i>	Black tern	NRS 501
<i>Cygnus buccinator</i>	Trumpeter swan	NRS 501
<i>Otus flammeolus</i>	Flammulated owl	NRS 501

## Millard County Flora and Fauna—Endangered, Threatened or at Risk

The Utah Comprehensive Wildlife Conservation Strategy (CWCS) prioritizes native animal species according to conservation need. At-risk and declining species in need of conservation were identified by examining species biology and life history, populations, distribution, and threats. The following table lists wildlife species of greatest conservation concern in Millard County.

AT-RISK SPECIES				
	Common Name	Group	Primary Habitat	Secondary Habitat
<b>FEDERALLY-LISTED</b>				
Endangered:	(None)			
Threatened:	Utah Prairie-dog	Mammal	Grassland	Agriculture
	Bald Eagle	Bird	Lowland Riparian	Agriculture
Candidate:	Yellow-billed Cuckoo	Bird	Lowland Riparian	Agriculture
Proposed:	(None)			
<b>STATE SENSITIVE</b>				
Conservation Agreement Species:	Columbia Spotted Frog	Amphibian	Wetland	Wet Meadow
	Northern Goshawk	Bird	Mixed Conifer	Aspen
	Bonneville Cutthroat Trout	Fish	Water - Lotic	Mountain Riparian
	Least Chub	Fish	Water - Lentic	Wetland
Species of Concern:	American White Pelican	Bird	Water - Lentic	Wetland
	Bifid Duct Pyrg	Mollusk	Wetland	
	Big Free-tailed Bat	Mammal	Lowland Riparian	Cliff
	Burrowing Owl	Bird	High Desert Scrub	Grassland
	California Floater	Mollusk	Water - Lotic	Water - Lentic
	Cloaked Physa	Mollusk	Wetland	
	Dark Kangaroo Mouse	Mammal	High Desert Scrub	Shrubsteppe
	Ferruginous Hawk	Bird	Pinyon-Juniper	Shrubsteppe
	Fringed Myotis	Mammal	Northern Oak	Pinyon-Juniper
	Greater Sage-grouse	Bird	Shrubsteppe	
	Kit Fox	Mammal	High Desert Scrub	
	Leatherside Chub	Fish	Water - Lotic	Mountain Riparian
	Lewis's Woodpecker	Bird	Ponderosa Pine	Lowland Riparian
	Long-billed Curlew	Bird	Grassland	Agriculture
	Longitudinal Gland Pyrg	Mollusk	Wetland	
	Pygmy Rabbit	Mammal	Shrubsteppe	
	Short-eared Owl	Bird	Wetland	Grassland
	Sub-globose Snake Pyrg	Mollusk	Wetland	
	Townsend's Big-eared Bat	Mammal	Pinyon-Juniper	Mountain Shrub
	Western Toad	Amphibian	Wetland	Mountain Riparian

\*Definitions of habitat categories can be found in the Utah Comprehensive Wildlife Conservation Strategy.

Above from Millard County, Utah Resource Assessment August 2005 NRCS & Utah Association of Conservation Districts

There are no Federally Listed Threatened, Endangered, or Candidate plant species in Millard County according to lists compiled using known species occurrences and species observations from the Utah Natural Heritage Program's Biodiversity Tracking and Conservation System (BIOTICS). This list includes both current and historic records. (Last updated on September 15, 2009).

### Notable Flora of the GBNHA

#### Great Basin Bristlecone Pine

The bristlecone pines look ancient indeed with their twisted, gnarled trunks and their bark carved and polished like rock by eons of wind, snow, and ice. The trees are vestiges of a Pleistocene forest that once covered the region.



The Great Basin bristlecone pine (*Pinus longaeva*), Nevada's state tree, includes the oldest living trees in the world (maximum recorded age of 4,844 years). This species is characteristic of the subalpine zone in some Great Basin mountain ranges where it is the dominant tree species along with limber pine (*Pinus flexilis*). Present in many of the high ranges of Eastern Nevada, it is absent from most of Central Nevada west of the Monitor Range and from the northern ranges. Although the tree is widely distributed across an elevation of 6,760–11,600 feet, the oldest trees are found in harsh, high-elevation environments in the White Mountains and the Snake Range.

#### Pygmy Rabbits

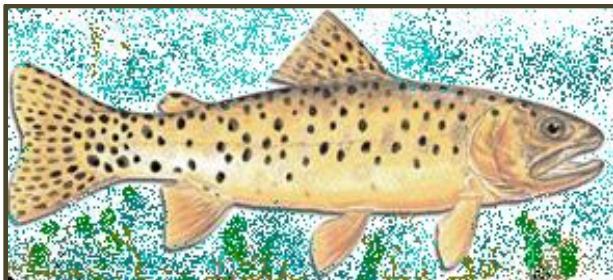
Pygmy rabbits (*Brachylagus idahoensis*) are the smallest members of the rabbit family in North America and are found in the sagebrush communities of the Great Basin in parts of California, Idaho, Montana, Nevada, Oregon, Utah, Washington, and Wyoming, with the greatest portion of their range in Nevada. The pygmy rabbit is currently listed as a species of special concern in Nevada; however, it is still widely distributed in areas with appropriate habitat. Their specialized habitat requirements limit them to sites that will support dense sagebrush stands. They remain fairly plentiful in the GBNHA.

#### Bonneville Cutthroat

Until about the 1920s the Bonneville cutthroat trout (BCT) were plentiful and frequently harvested from streams and lakes in a large region from the Snake and Deep Creek ranges on the west to the Wasatch Front on the east and from the Arizona border north into Idaho. They had been well documented by settlers and early naturalists and were well known and loved by the local Native Americans. Shoshone and Goshute tribal elders, who may remember their fathers telling how the fish once filled all the waters of their home range, call the Bonneville cutthroat trout Ainkai Painkwi: "Red Fish."

But by the 1930s due to over harvesting, habitat changes and introduction of competing species, the trout were nearly gone. For 40 years they were thought to be extinct. Then in early 1974 when wildlife biologists from many federal and state agencies were combing the landscape to document every plant and wildlife species in the region in conjunction with passage of the Endangered Species Act, two remnant populations of Bonneville cutthroat were discovered. Both were in remote streams on the eastern summit of the Deep Creek Mountains. Other relatively pure populations were found to persist along the periphery of the Bonneville Basin in Idaho and Wyoming.

The subspecies now occupies only a portion of its historic range and was unsuccessfully petitioned for listing under the Endangered Species Act (ESA) in 1998. BCT is currently considered a species of special management concern in all of the states where it is found.



In the alkaline waters of much of the Bonneville cutthroat's range, the fish exhibits a silvery hue, but in the mineral rich waters of the sacred Painkwi Pah springs the fish turns bright red during spawning as once described by the Goshute elders.

--Illustrations from the U.S. Fish and Wildlife Service

Immediate management of the relict population was initiated. Fishing on the two creeks where the fish was found was closed and populations quickly rebounded. Then surplus trout were transplanted to other streams on the eastern slopes of the Deep Creek Mountains.

A memorandum of understanding that created a partnership between the U.S. Fish and Wildlife Service and the Goshute Tribe sought to re-establish self-sustaining populations of Bonneville cutthroat trout in tribal waters along the Deep Creek Mountains. In the late 1990s the Goshutes preserved 5,000 acres for stream rehabilitation and pond construction. A sacred spring creek they called "Fish Springs" or Painkwi Pah would act as the main brood water for the cutthroats. Non-native fish were removed.

By 1999, the population of Bonneville cutthroats in the Deep Creek Mountains had rebounded to the point where a limited sport fishing harvest could be permitted. A limit on harvest in the once-closed streams prevents over harvest. This native subspecies is now being redistributed to other parts of its original home range.

#### Railroad Valley Springfish

The Railroad Valley Springfish (*Crenichthys nevadae*) is the only fish native to the thermal springs of Railroad Valley in the southwest part of the GBNHA. As the ancient Lake Railroad dried up thousands of years ago, the Springfish became isolated in a few remaining springs. The Railroad Valley Springfish now is native to only seven thermal springs. The fish is listed (March 31, 1986) as a threatened species under the U.S. Endangered Species Act.

The fish eat algae and aquatic insects and live from 3 to 4 years. They are native to waters on the Duckwater Shoshone Indian Reservation.

The long term threat to the Railroad Valley Springfish continues to be the alteration of its thermal spring habitats, excess groundwater pumping, and the introduction of exotic organisms, especially fishes.

In 2003 the Duckwater Shoshone Tribe and U.S. Fish and Wildlife Service partnered to recover the Railroad Valley Springfish. Non-native fish were removed from the stream channels. Next to the spring 68 acres of wetland habitat were restored, and 45 acres of nearby upland habitat were restored.

Today the spring is sparkling, beautifully restored and interpreted by large plaques. The GBHAP will be working with the Duckwater Shoshone tribe to expand interpretation and understanding.

#### Cave Creatures

Life in most caves has been poorly studied by scientists. However, in the GBNHA there has been a bit more effort particularly at Great Basin National Park where resource managers and scientists from around the country participate in ongoing surveys and studies of cave life. Several previously unknown species have been documented in the last decade alone.

#### Species of Heightened Visitor Interest

The list of fauna of particular visitor interest may include: Rocky Mountain bighorn sheep, pronghorn antelope, elk, yellow-bellied marmots, mule deer, mountain lions, bobcats, coyotes, kit fox, red fox, gray fox, rattlesnakes, scorpions, and horned lizards.

### Birds

Because of the wide diversity of habitats within the GBNHA there are also a wide variety of birds. From burrowing owls to bald and golden eagles, from ground nesting night hawks to mountain blue birds, mockingbirds, magpies and scrub jays, the birds vary in size and color. Many people think of tiny humming birds as tropical but at least 5 species are frequent within the GBNHA. Most surprising to many visitors is the abundance of water birds to be found in what is technically a desert area. There are swans, long legged sandhill cranes and ibis among the many others.

### Wildflowers

Many attractive wildflowers abound in the GBNHA. Springtime provides the best show.



### **Air Quality**

Air quality depends on the exact composition of the roughly 1% of atmospheric gases other than nitrogen and oxygen, and on the chemical nature of the particles suspended in the gas. Very small differences in the overall composition of the atmosphere can cause enormous effects on the environment and human health.

Measurements in the Great Basin National Park provide a general picture of air quality within the region. Aspects of air quality that are monitored are visibility, gaseous pollutants, aerosol pollutants, and acid deposition.



### Visibility

Great Basin National Park, which is located in middle of this region and has been monitoring visibility since 1982, typically records some of the highest average visibility readings in the nation. Data from 1994 indicated that the median annual non-weather-related standard visual range in the park is approximately 93 miles and that values rarely fell below 66 miles but rarely exceeded 149 miles. This places Great Basin National Park well within the top few sites in the nation.

The GBNHA generally enjoys very good air quality most days due to its distance from major pollution sources and location in regards to prevailing winds from urban areas. However, just a small increase in pollution can greatly affect the visibility and natural resources.

### **Night Skies**

The night skies in Snake Valley are spectacular due to low humidity, high elevation, good air quality and little light pollution (from street lighting or urban brightways). The Milky Way Galaxy, along with myriads of other celestial objects, is visible from just about anywhere in the GBNHA.



Photo courtesy of NPS Dark Sky Team

## **Scenic Resources**

Scenic beauty is everywhere within the Great Basin National Heritage Area. There are thousands of acres of untrammeled mountains, desert, waters, rocks and vegetation and wildlife providing a constant delight for the eye even for long term residents. And the night skies can be spectacular! But the scenic beauty here is not just limited to natural areas, the sky or even the landscape. Its people and its historical and cultural manmade features can have their own uniquely Great Basin aesthetic. To demonstrate this we have devoted part of this section to the exhibit of a series of photographs. These follow a discussion of some important plan elements related to the preservation and promotion of the scenic beauties of the GBNHA.

### Protection of Viewsheds

Viewsheds are the visual sweep taken in from particular locations. Because nearly all of the GBNHA is composed of important scenic backdrop, it would be impossible for this plan to identify or categorize it all. It would be impractical for this plan to propose preservation of the entire visual sweep. However,

because visitors' and residents' habits create trails and patterns of regular or predictable use, it is possible to identify certain areas of concern. Further, though not yet identified, there may be certain specific scenic features that are so unique that they exist rarely elsewhere or perhaps in some cases nowhere else on earth. These features, when identified, will be specific objects for preservation and for which visitation and the opportunity of taking in the scene will be promoted. However, because of the Heritage Area's role in the support of economic development, protection of viewsheds and scenic areas does not imply opposition to human developments. It may however lead to review and support of lower profile or less prominent development in some areas.

### **Designated Scenic Areas**

Certain locations within the GBNHA have been tagged with the term "scenic". This section will begin by listing and sometimes detailing those areas within the GBNHA that are so identified.

#### Blue Mass Scenic Area

Blue Mass Scenic Area is located in northern White Pine County approximately nine miles from the Utah border in the Kern Mountains. The BLM, which manages it, assesses its scenic values as being very high. BLM cites its relevance and importance for its significant scenic values related to the unusual geology and bucolic setting of the area.

The geology of the area is mostly granitic. The area is made up of a grassy winding canyon with Blue Mass Creek flowing through and with many rock hoodoos jutting from the valley.

One possible explanation for the name Blue Mass is the plethora of blue lupines that bloom in the area in springtime.



**Blue Mass Scenic Area (BLM)**

### Mount Grafton Scenic Area

The Mount Grafton Scenic Area is located in the Schell Range along the Lincoln County and White Pine County boundary. The scenic area includes the North Creek drainage and extends up to the Mount Grafton Summit and south across Patterson Pass.

This highly scenic mountain contains numerous rock outcrops, crags and peaks. There are beautiful aspen groves, rare stands of bristlecone pine, and high meadows.

The area represents important habitat in maintaining species diversity, including Rocky Mountain bighorn sheep. Though Rocky Mountain bighorn sheep are not unusual or rare, they are uncommon in the Great Basin. Mount Grafton is a true “island in the sky” offering essential habitat to many diverse species.

### Wheeler Peak Scenic Area

This 28,000 acre scenic area contains exceptional aesthetic, botanical and geological attributes. It rises in elevation to 13,063 feet making it the highest point wholly within Nevada. There are two interpretive nature trails within the scenic area. The scenic area also contains large continuous stands of bristlecone pine, considered to be the oldest living thing in the world, some approaching 5,000 years of age. The area is also bighorn sheep habitat.

## **Scenic Drives**

### Nevada Scenic Byways

In 1983, the Nevada State Legislature established the Scenic Byways program for the state. The Nevada Department of Transportation is the lead agency for the program and the Director has signature authority to establish a road as a Scenic Byway. Today, there are 20 scenic byways in Nevada comprising a total of 420 miles. Four of these areas are in White Pine County, NV within the GBNHA.

#### **Baker Road**

State Route 487 was designated as a Scenic Byway by the Director of the Department of Transportation on March 27, 2000. It begins at the junction with US 50/6 and ends at Nevada/Utah Stateline, a distance of 11.6 miles.

#### **Lehman Caves Road**

State Route 488 was designated as a Scenic Byway by the Director of the Department of Transportation on March 27, 2000. It begins at the junction with State Route 487 and ends at the National Park entrance, a distance of 5.4 miles. (While the formal designation ends here the scenic views do not.)

#### **US 50/6/93**

This piece of road was designated as a Scenic Byway by the Director of the Department of Transportation on March 27, 2000. It begins at the access road to the 3C Ranch (just south of Ely) and runs to the Nevada/ Utah Stateline, a distance of 63 miles.



## US 93

This stretch of road was Nevada's first Scenic Byway. It begins at the junction with State Route 318 and ends at Majors Junction (US 6/50) and runs a distance of 148.8 miles. US 93 is also designated "The Great Basin Highway".

### Utah Scenic Byways

Utah has a program for Scenic Byways and has designated several. None of the byways or drives is currently designated for Millard County though clearly there are likely to be roads that would qualify. This is a program that the GBHAP has begun.

### **Examples of the Scenic Beauties**

The next few pages attempt to graphically represent that which cannot be effectively brought to the reader in words. The images presented here portray the potential for uncounted scenic visual opportunities in the region. Photographs begin with landscape depictions; they portray some of its derelict buildings and structures then move on to urban and agricultural scenes. Finally they return again to landscapes and the seasons.



















## Recreational Resources

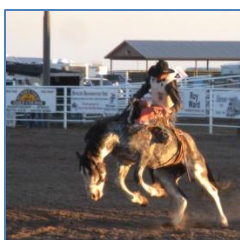
The enabling legislation for the Great Basin National Heritage Area listed **recreation** among the significant heritage attributes in the Great Basin to merit the involvement of the Federal Government. The tourism industry has recognized that many visitors are specifically attracted by recreational offerings. Recreation-related business is an important factor in the local economy within the GBNHA and it generates many jobs. So, in the preparation of this Management Plan, it seemed important to first identify all the possible recreational pursuits within the GBNHA and then to determine which ones of them help define the character of the Heritage Area and which ones may be truly unique or outstanding to the area.

To do this, general lists of defined recreational activities were first sought out. Any of those activities that may be contrived indoors or outdoors on specially constructed facilities that appear to occur, or could be created virtually anywhere and everywhere throughout the country (such as basketball, baseball, and computer or card games discarded) were discarded. Ultimately considered were only those activities that would rely in some part on the heritage features of the region: archaeological, historical, cultural, natural or scenic. Researching specific offerings or listings within the area yielded many entries. A few additional ones were identified by observing actual activities practiced in the area. Existing resources suggested some not currently offered or practiced.

The final list was condensed to the 31 named activities listed in the accompanying chart. Those that are most unusual or iconic of the area appear in bold on the chart. These will be most appropriate for priority consideration to promote or support. They are detailed in the succeeding copy.

Heritage Related Recreational Activities-- GBNHA			
<b>Biking</b>	Fishing	<b>Nature viewing</b>	<b>Soaring</b>
Boating	Gaming	<b>Off-roading</b>	Spectator sports
Camping	Golf	Performance entertainment	Spelunking
Dining	Hiking/Backpacking	Photography	<b>Stargazing</b>
Drinking	Horseback riding	Picnicking	Swimming
<b>Driving for pleasure</b>	Hunting	Rodeo	Wildlife viewing
Dry-land sailing	<b>Mineral, gem &amp; fossil hunting</b>	Snow shoeing	Winter sports
Extreme recreation	<b>Rock &amp; mountain climbing</b>	Soaking	

It is difficult to separate recreational activities with potential sites for recreation. So, in addition to listing available or appropriate heritage oriented activities, the latter part of this section lists and describes several highly promoted locations at which several recreational activities may be sought.



Recreational activities pursued by locals includes dining, rodeo and target shooting.

## **Bicycling**

Both on-road and mountain biking are popular within the GBNHA. There are great opportunities and facilities for both. Lightly traveled paved roadways (including US Highway 50) make good long distance bike routes. Shorter road bike opportunities are available from almost any town in the GBNHA along paved roads that are usually lightly trafficked.

Dozens of other dirt roads and ATV trails also offer great rides. Biking is a great way to explore GBNHA backcountry.

A more extreme form of off-road biking is mountain biking. A few specific mountain bike routes are prescribed within the region. Parts of the GBNHA are occasionally promoted to be an undiscovered paradise for mountain bikers, offering hundreds of miles of roads and trails through wide-open country. Since the desert lowlands receive little snowfall and often boast sunny, mild winter days, many roads and trails can be ridden year-round. Trails are found in the Great Basin National Park and in all of the national forests and across many BLM managed properties.

The State of Nevada has been conducting an extensive trail inventory that is not quite finished. The completion of this inventory and promotion of the information will be one of the projects initially emphasized by this plan.

## **Camping**

Camping is popular within the GBNHA. Outdoor enthusiasts that are resident to the area regularly take to the open spaces particularly with truck mounted campers but also with bedrolls or small trailers. Tenting does not appear to be as popular within the region. Cyclists that are touring through the region however appear to prefer tent camping. A substantial contingency of large bus style campers crisscross the GBNHA. Many such campers that travel from one national park to another stop at or near the Great Basin National Park. Others are snowbirds on US Route 93 heading to Arizona for winter or Idaho or the Northwest for summer. They too spend time in and around Ely. Camping types ply Interstate 15 in Utah and sometimes find campgrounds within the eastern part of the GBNHA to overnight or spend a short sojourn.

## **Caving**

There are many caves within the GBNHA. But because of concerns for the delicacy of cave ecosystems, the only cave exploration (popularly called caving or technically spelunking) that is likely to be promoted by this plan is the guided tour of the Lehman Caves by the National Park Service and guided tours of Crystal Ball Cave by its private lease holders.

## **Dining and Drinking**

The reason dining and drinking are listed here is because one or the other is frequently a leisure time activity sought by locals and visitors alike. Studies have shown that heritage travelers in particular seek out and spend considerable money on dining. Tourists frequently seek out attractive taverns to pass

evenings. While there exists a scattering of interesting bars (in the Nevada portion of the GBNHA), a great opportunity exists to develop a more diverse culinary experience within GBNHA.

### **Driving for Pleasure**

This may be one of the most important categories of recreation for the GBHAP to recognize because people who enjoy pleasure driving are the most likely visitors to be attracted to this otherwise remote region. For these folks just getting there can be a major part of the fun.

Area residents and visitors who enjoy driving for pleasure are well served within the GBNHA. Countless hours can be passed on main roads and back roads within the region. Changing lighting, sky conditions and mountain and valley scenery enhance the experience. The opportunity to pass many miles without the interruption of businesses, billboards, or any manmade intrusion (beyond the road surface itself and the occasional traffic aid) may be one of the most remarkable and marketable features of the GBNHA. The Nevada Commission on Tourism has capitalized on this concept in its Loneliest Highway campaign for US Route 50 of which the GBNHA is a part.

Developing itineraries can help attract those that enjoy driving and touring but are reluctant to strike off on their own. Creating these opportunities may be a good function for the GBHAP.

Suggested itineraries may include ghost town tours, volcano tours, small town tours, museum routes and rockhounding circuits. They could be developed as one or several day opportunities. Some of them could originate outside the GBNHA and bring visitors into, through and back to their original starting points (Las Vegas, Salt Lake City, Reno-Tahoe or nearby national parks.)

### **Extreme Sports**

An extreme sport (also called action sport and adventure sport) is a popular term for certain activities perceived as having a high level of inherent danger, and that are counter-cultural. These activities often involve speed, height, a high level of physical exertion, and highly specialized gear or spectacular stunts. Enthusiasts in these activities compete against environmental obstacles and challenges. These environmental variables are frequently weather and terrain related, including wind, snow, water and mountains. Because these natural phenomena cannot be controlled, they inevitably affect the outcome of the given activity or event. It is easy to see why the GBNHA can offer environmental conditions begging to be challenged by enthusiasts. Currently practiced at some level within the GBNHA are: base jumping, BMX, gliding, hang gliding, ski jumping, mountaineering, land yachting, mountain biking, rock climbing and ice climbing.

### **Fishing**

There are probably more named and identified fishing sites than any other type of recreation site within the GBNHA. Angling is a popular recreational activity within the region and there are lots of places to practice it.

The fish available for taking within the region include black bass, largemouth bass, bluegill, perch, brook trout, rainbow trout, brown trout, Bonneville cutthroat trout, Utah sucker, carp, walleye, catfish and white bass.

This plan contemplates the support and promotion of restoration of the native Bonneville cutthroat trout.

### **Gaming**

Legal casino gambling is known as gaming within the industry. It is not available anywhere in Utah or on reservations. However within the GBNHA there are several gaming venues within and around Ely, McGill, Ruth and at the Nevada border with Utah. Although not a primary economic driver within the region, it is not an insignificant economic factor within the communities where it is practiced.

It is in rural Nevada that gambling has almost continuously been a standard pastime and it persists today. It is likely that the only National Heritage Area within the U.S. to recognize this gambling heritage will be the GBNHA. Thus we consider it not only a heritage feature but a unique one to highlight if not to celebrate. Some of the work of the GBHAP will be to research and interpret this unique heritage activity.

### **Hiking/ Running**

Trails and open spaces abound within the GBNHA. They total into the hundreds of miles. These provide ample opportunity for day hiking, running and backpacking.

Marked multipurpose trails are provided by the National Park Service at the Great Basin National Park, by the Forest Service on its properties within the region and by the Bureau of Land Management as well. Trails having national significance are the Pony Express Route (perhaps more suitable for horseback riding than hiking) and the Hastings Cut-off portion of the California Trail.

One of the ongoing tasks promoted in this plan will be to identify trails that warrant promotion.

### **Horseback Riding**

There exist some very fine locations for riding within the GBNHA and those wanting long or isolated and scenic or challenging rides will not be disappointed. One can do range riding or trail riding. Noted heritage trails include the Pony Express Route and the California Trail (Hastings Cutoff runs through the GBNHA). The Forest Service and BLM promote several of their multi-purpose recreational trails for horseback riding.

### **Hunting**

Hunting is very popular among residents and visitors to Millard and White Pine County. Some of Utah and Nevada's best big game hunting units are found in this area, offering the opportunity for trophy hunts.

Mule deer and elk are common throughout the sage-covered lowlands and the stands of juniper and pine trees on the hillsides and mountain slopes of Millard County and throughout White Pine County. Pronghorn antelope, bobcats and mountain lions roam the desert. Waterfowl of many varieties frequent the Sevier River and Clear Lake, and the lower Ruby Lake. They can often be found on other lakes and reservoirs. Upland game, including cottontail rabbits, pheasants and doves thrive on the edges of the

extensive farmlands and ranches found here. Small game including rabbits and coyotes live throughout the area and no tag is required to bag them.

Hunting is regulated by the Utah Division of Wildlife Resources, the Nevada Division of Natural Resources and the tribes on reservations. In addition to the prevalence of public lands, many private land areas are also open to hunting with permission of the land owner. A number of guides and outfitters for hunting operate within the GBNHA.

### **Mineral, Gem and Fossil Hunting (Rockhounding)**

Mineral, gem and fossil hunting is truly unique within the GBNHA and may indeed be a sole reason for some visitors to come a long distance to engage in it. Rockhounding has also become a business, one that is important within the GBNHA. For these reasons this plan provides for support and promotion of this activity.

Millard County has an abundance of special and unique materials that lie exposed or are easily recovered. Considerable BLM, state and private land is open to hobbyists.

A greater list of minerals, gems and fossils that can be found within the GBNHA is found in the Natural Resources section of this document. However, among the most popular locations to hunt are nearby Topaz Mountain (in Juab County), predictably a favorite for topazes, and the House Range (also Drum Range and Confusion Range) which are great for unique trilobites. There is also snowflake obsidian to be found about 50 miles south of Delta. Garnets can be found in abundance near Ely.

### **Off-roading (4 wheeling and other motorsports)**

Off-roading is a term for driving a specialized vehicle on unpaved roads, such as sand, gravel, riverbeds, mud, snow, rocks, and other natural terrain. These terrains can sometimes only be traveled by vehicles designed specifically for off-road driving. Because of potential damage to sensitive landscapes off-roading is frequently regulated and permitted only on designated trails. But, unlike many areas of the U.S., such designated trails are fairly abundant within the GBNHA. Recreational off-roading has been emphasized in Millard County.

#### One Day Ride Trails

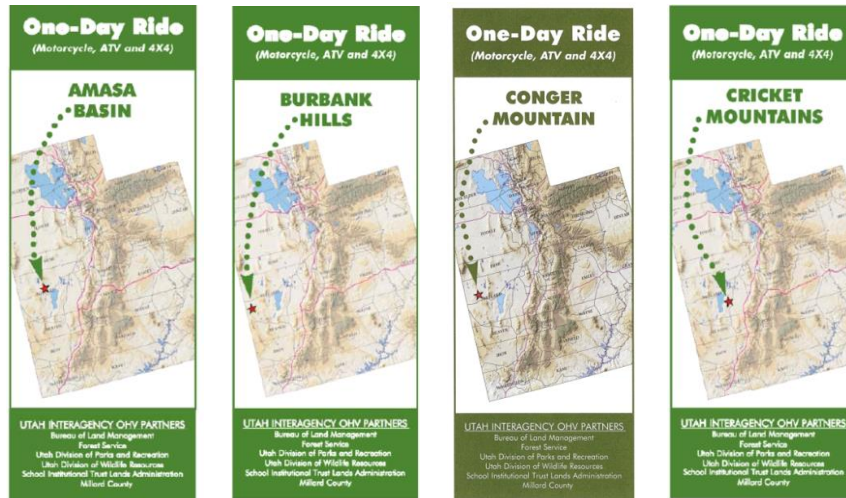
In Utah the Natural Resources Coordinating Council (NRCC) chose to establish a team to specifically work on off highway vehicle (OHV) issues. This working group within the GBNHA consists of the Bureau of Land Management, the Forest Service, the Utah Divisions of Park and Recreation and Wildlife Resources, the School Institutional Trust Lands Administration and Millard County. A Memorandum of Understanding has formalized this cooperative relationship.

Several road/trail route areas have been designated and promoted by the Utah Natural Resources Coordinating Council. This group has located trailheads, provided ride descriptions and physically marked trail routes. They have published a series of guides to one day OHV rides. These also list things to see along each route. Users are cautioned that the area is remote and dry and there are no services.



Exploration of BLM and Forest Service trails using off highway vehicles is popular in Millard County, UT.





Maps are available for each area. Currently available route areas within the GBNHA are: One day ride for Motorcycle, ATV and 4X4 in the Amasa Basin, Burbank Hills, Conger Mountains and the Cricket Mountains.

### Paiute ATV Trail

A notable trail of which part lies within the GBNHA is central Utah's 275-mile long Paiute ATV Trail. It is a loop trail with no beginning and no end. It passes through several towns and has side trails leading to others. ***Dirt Wheels* magazine rates the Paiute ATV Trail as one of the 15 best trails in the country.** It has been rated as **one of the top five trails in the country by *ATV Illustrated* magazine.** Many riders consider the Paiute Trail to be the top in the United States.

### Pahvant Valley Heritage Trail

The Pahvant Valley Heritage Trail (PVHT) is a joint project with the Millard County Tourism Board to connect the towns of Fillmore and Delta via scenic backways. The trail is a work-in-progress. Sites on the PVHT include: Community Obsidian Pit, Hole-in-the-Rock Petroglyph Site, Milford Flat, Lava Tubes, Devils Kitchen Petroglyph Site and the Clear Lake National Wildlife Refuge.

### OHV Trails White Pine County

Thirteen OHV trails have been marked and promoted in White Pine County:

Trail Name	Length	Trail Name	Length
Grant/Quinn Range	100 Miles	Ice Plant Canyon	2 Miles
Mount Moriah	76 Miles	Ranger Trail	35 Miles
Schell Creek Range	168 Miles	Schell Creek Range	168 Miles
Ward Mountain	63 Miles	Ward Mountain Historic Legacy Trail	1.6 Miles
White Pine Range	274 Miles	Ward Mountain Trails	8 Miles
Egan Crest Trails	N/A		
Faun	6 Miles		
Grant/Quinn Range	100 Miles		

### **Rock Climbing**

Rock climbing is listed separately from mountain climbing (of which it is probably a subset) because of one specific and spectacular venue that is unique and potentially important within the GBNHA.

### Notch Peak

Listed as one of the world's 16 steepest, most fearsome, dreaded and challenging cliffs, Notch Peak in Millard County with a height of 9655 feet above sea level is one of the highest peaks in the House Range. The northwest face of the mountain is a massive limestone cliff with 2198 feet of vertical rise, making it among the tallest cliff faces in North America. The summit can be reached by following a trail from the east side of the mountain in Sawtooth Canyon. Rock climbing routes on the limestone cliffs include the Swiss Route, Pillars of Faith and Book of Saturdays, Appetite for Destruction and Western Hardman.



### **Soaking**

There are a number of hot springs scattered around the GBNHA. A few of these are suitable for recreational soaking. Unfortunately most of them are far from hardened roads and may be difficult to reach particularly in inclement weather. However, many travelers seek out hot springs.

We list here and describe some of the more approachable and better known locations for soaking within the GBNHA.

### Baker Hot Springs

Roughly 16 miles west of the Intermountain Power Plant near Delta is a stand of willows that signals the location of the Baker Hot Springs (also known as Crater Springs and Abraham Hot Springs). The location has a parking area that can accommodate several vehicles.

Visitors should be cautioned about the extremely hot water emanating from some of the hot springs. Fortunately another source of cooler water also flows through the area and has been diverted to the soaking tubs so that users have complete control over the temperature.



**The hot waters at Baker Hot Springs can be mixed with nearby cooler spring water to temper it for bathing.**

### Gandy Warm Springs

A great side-trip can be associated with a tour of the Crystal Ball Cave. The 82 degree water of nearby Gandy Warm Springs can be comfortable nearly any time of year. The water from the spring flows on to be used for farming.

### Meadow Hot Spring

Located just 4 miles south of Fillmore, Utah is the town of Meadow. Meadow Hot Spring is located just west of the town of Meadow in an open field. Some improvements and facilitation for visitors have been made by the private owner. Three pools accommodate soakers. The farthest upstream is about 5 ft. deep and has a temperature of around 100 degrees. The next two pools are cooler and less clear.

### **Soaring**

The world's best conditions for high altitude and long distance soaring bring glider pilots to Ely from around the world. Several world glider records for altitude and distance have been broken by craft departing from and returning to the White Pine County Airfield.

The largest number of soaring enthusiasts assembles in Ely in June and July. There are frequently more than 40 gliders at the airport. About 60 percent of the soaring enthusiasts come from outside the United States. Pilots come to Ely from several European nations including the Czech Republic, Hungary, Germany and Poland. They also come here from Japan, Australia, New Zealand, Israel, South Africa and Canada. Nearly everybody in the world (who flies gliders) seems to have heard of Ely. Most pilots ship their gliders to Ely each year. A few gliders, mostly belonging to pilots from abroad, remain stored in leased space at Yelland Field year-round.



Local aviation experts estimate the annual financial impact at about \$250,000. That is money glider pilots spend at motels and hotels, restaurants and retailers. They also spend money on rental cars, fishing licenses, train rides on the Nevada Northern Railway and other amenities as some stay in Ely for several weeks. Others make multiple trips to Ely each summer.

### **Stargazing**

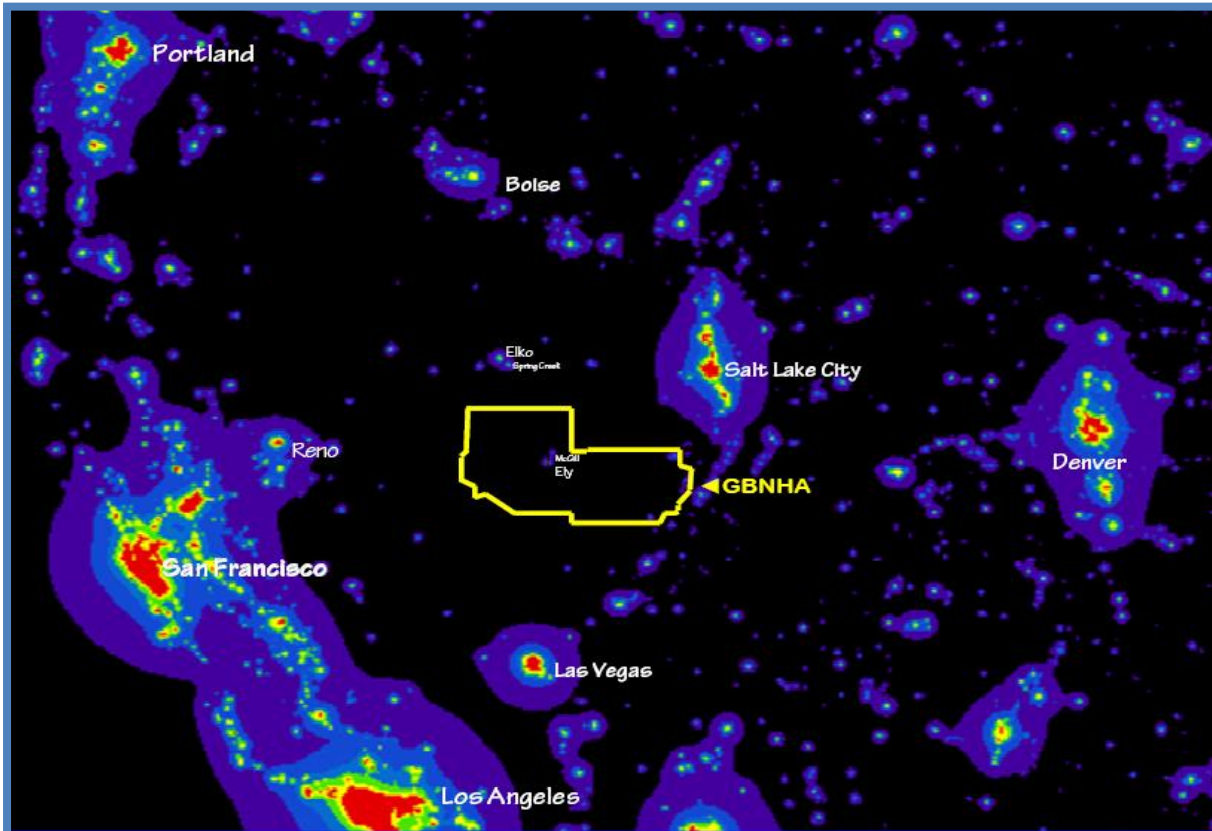
This term encompasses everything from a casual look at a starry sky to amateur astronomy but primarily refers to a recreational (rather than commercial or scientific) viewing of the night heavens. For anyone growing up and living primarily in an urban area of any kind, seeing a really dark sky unencumbered by competing light sources (like signboards and street lighting) or by light refracted from ground sources by moist or polluted air is an incredible sight. This is possible within most of the GBNHA.

### Night Skies

For the past several decades in most of the United States it has become increasingly more difficult to observe the night sky. Dark night skies featuring brilliant heavenly objects are a fast disappearing natural

heritage. Many urbanites have not witnessed the beauty of the Milky Way or the mystical dance of the Aurora Borealis. This is generally due to light pollution from the density of urban areas accompanied by air pollution and the proliferation of lighting fixtures and/or installations that light the sky as well as the intended object.

The largest contiguous region of dark skies in the United States exists within the Great Basin.



This computer generated model from satellite data indicates locations of light and surrounding skyglow. The GBNHA is an area that contains some of the least of these.

### **Wildlife Viewing /Birding**

Wildlife is something a traveler moving through the GBNHA would find hard to avoid seeing. Deer, elk, antelope and eagles are frequently seen while driving. Other birds are often spotted. Several locations are promoted for wildlife and bird watching in the Area:

Gunnison Bend Reservoir is noted for water and shorebird watching. The Bird Creek Recreation Area near Ely is sometimes recommended for the many birds that make it their home during the spring and summer seasons. The Ely Elk Viewing Area features a mile-long corridor dedicated to allow visitors a chance to stop and view Nevada's largest native animal, the Rocky Mountain elk, from their vehicles.

Ruby Lake National Wildlife Refuge, the only NWR within the GBNHA, may highlight fishing as its primary activity (engaged in by 70% of its visitors) but wildlife observation and photography draw the second biggest group. Selected dike roads are open for observation, and a county road offers over 15 miles of refuge viewing.



The David E. Moore Bird and Wildlife Sanctuary is a State recognized area near the Great Basin National Park in Nevada. The ecotone where pinyon-juniper forest meets the desert shrub communities provides a rich mixed bird community most noteworthy for a population of Long-billed Curlews.

### ***Named Recreational locations in the GBNHA***

There are a number of named or promoted recreational sites within the GBNHA that host not just a single recreational activity but rather several. These are nearly all operated by federal or state agencies. They are listed below.

#### **BLM Recreation Areas:**

Antelope Springs Cave, UT	Egan Crest Trails, Ely	Mt. Moriah Wilderness Area, Baker, NV
Baker Archaeological Site, NV	Ely Elk View Area, NV	Paiute ATV Trail, UT
Blue Mass Scenic Area, NV	Garnet Hill, Ely, NV	Pony Express National Historic Trail, NV
California National Historic Trail, Hastings Cutoff, NV	Goshute Canyon Natural Area, UT	Sacramento Pass Recreation Area, Baker, NV
Cleve Creek Campground, Ely, NV	Illipah Reservoir, Ely, NV	Timber Creek Recreation Area, Ely, NV
House Range Recreation Area, UT	Notch Peak Scenic Loop, UT	Ward Mt. Recreation Area, Ely, NV

#### **Forest Service Recreational Sites:**

Humboldt Toiyabe Forest, NV	Fishlake National Forest, UT
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#### **National Park Service Recreational Sites:**

Dominguez Escalante Route, UT	Great Basin National Park (including Lehman Caves), Baker, NV
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#### **U.S. Fish and Wildlife Service Recreational Sites:**

Ruby Lakes National Wildlife Refuge, NV
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#### **State Recreational Sites:**

Cave Lake State Park, Ely NV	Territorial Statehouse State Park, UT
Clear Lake Waterfowl Management Area, UT	Ward Charcoal Ovens State Historic Park, Ely NV

## **Demographic and Socio Economic Review**

This section lays additional foundation upon which the ensuing plan is based. The issues addressed include population, economic indicators, land cover, transportation infrastructure, and the role of tourism in the regional economy and finally the wildcard: potential water withdrawal from the area.

### **Population Distribution**

There is a very light scattering of isolated ranchers in some parts of the GBNHA. Many large spaces are completely free of human habitation and most of its roughly 25,000 residents live in three small towns and a few in a handful of even smaller unincorporated communities. The area is only served by a bare backbone transportation infrastructure.



### Size and Population Density<sup>7</sup>

White Pine County at 8877 square miles is the 23<sup>rd</sup> largest county in the United States. Millard County at 6590 square miles is the 42<sup>nd</sup> largest. There are 3068 counties in the U.S. so they both rank within in the top 2% for size.

In terms of population, White Pine County has about 8,994 persons while Millard has 12,284. That means only 449 counties in the nation have populations smaller than White Pine. There are 852 smaller than Millard. So, about 75% of all counties in the country have larger populations.

The Great Basin has a large proportion of its land base in public ownership. In concert with the region's relatively remote location, population density is fairly low. Data collected for a select group of National Heritage Areas located in the eastern United States compared with the GBNHA illustrates this defining regional characteristic. As indicated in the following table, Great Basin has an average population density of about one and one half persons per square mile. Clearly the region typifies the wide open spaces and rural landscape associated with many American's image of the West. This relatively low population density also impacts economic composition.

<b>Population Density Selected National Heritage Areas and Great Basin NHA</b>			
<b>National Heritage Area</b>	<b>Square miles</b>	<b>Population*</b>	<b>Per Sq Mile</b>
Augusta	614	289,063	470.79
Essex	501	723,419	1,443.95
Lackawanna	350	253,000	722.86
Delaware & Lehigh	2,602	1,554,843	597.56
National Coal	5,256	487,000	92.66
GREAT BASIN	15,704	23,244	1.48

ANHA: U.S. Bureau of the Census: Nevada State Demographer,  
Utah Governor's Office of Planning and Budget (2008)

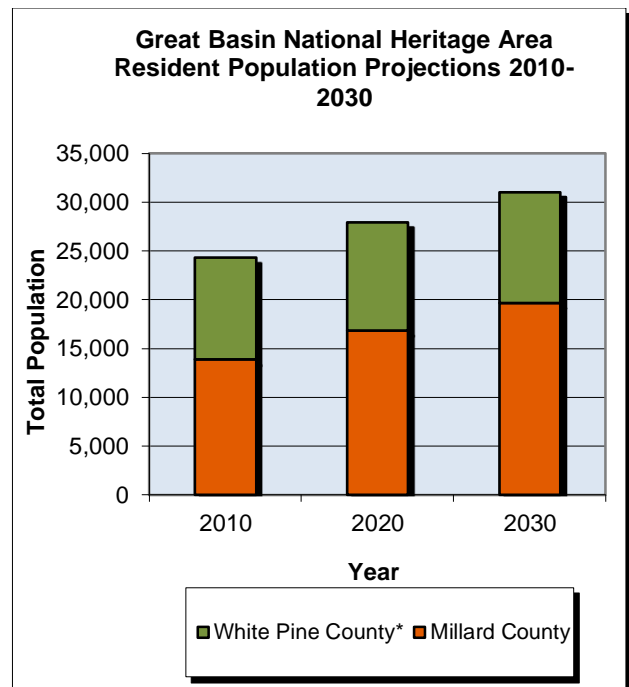
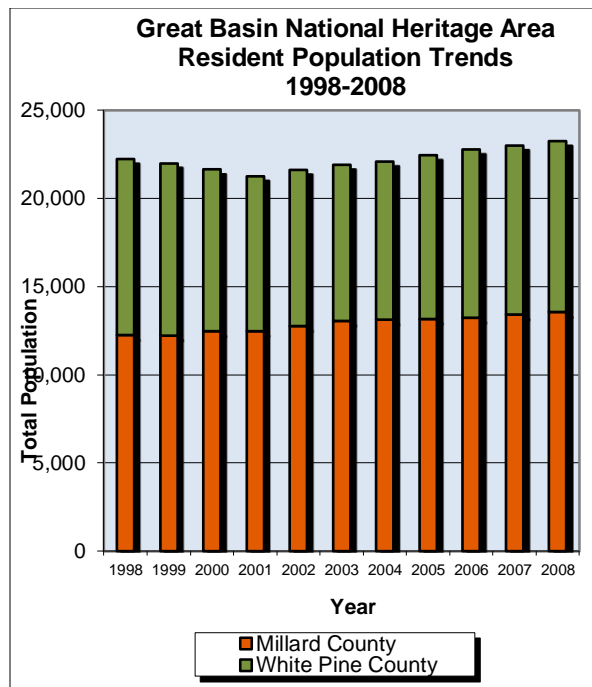
### Resident Population and Trends

Historic population trends have been quite divergent between the eastern portion of the GBNHA (Millard County, UT) and the western (White Pine County, NV). Over its entire history Millard has been lightly populated demonstrating only the slowest growth. White Pine has undergone spasms of boom and bust.

In recent times, the Great Basin region, including the counties of White Pine in Nevada and Millard in Utah, showed a relatively slow growth. The steadiest rate of growth has been in Millard County, with White Pine County showing some limited variation in population trends between 1998 and 2008. This variation is most likely due to changes in the percent of the population employed in the mining sector – a sector which does shift with commodity demand. However, the long-term studies show a stable population base with modest growth.

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<sup>7</sup> The 2010 United States Census had not been released as this document was being prepared.



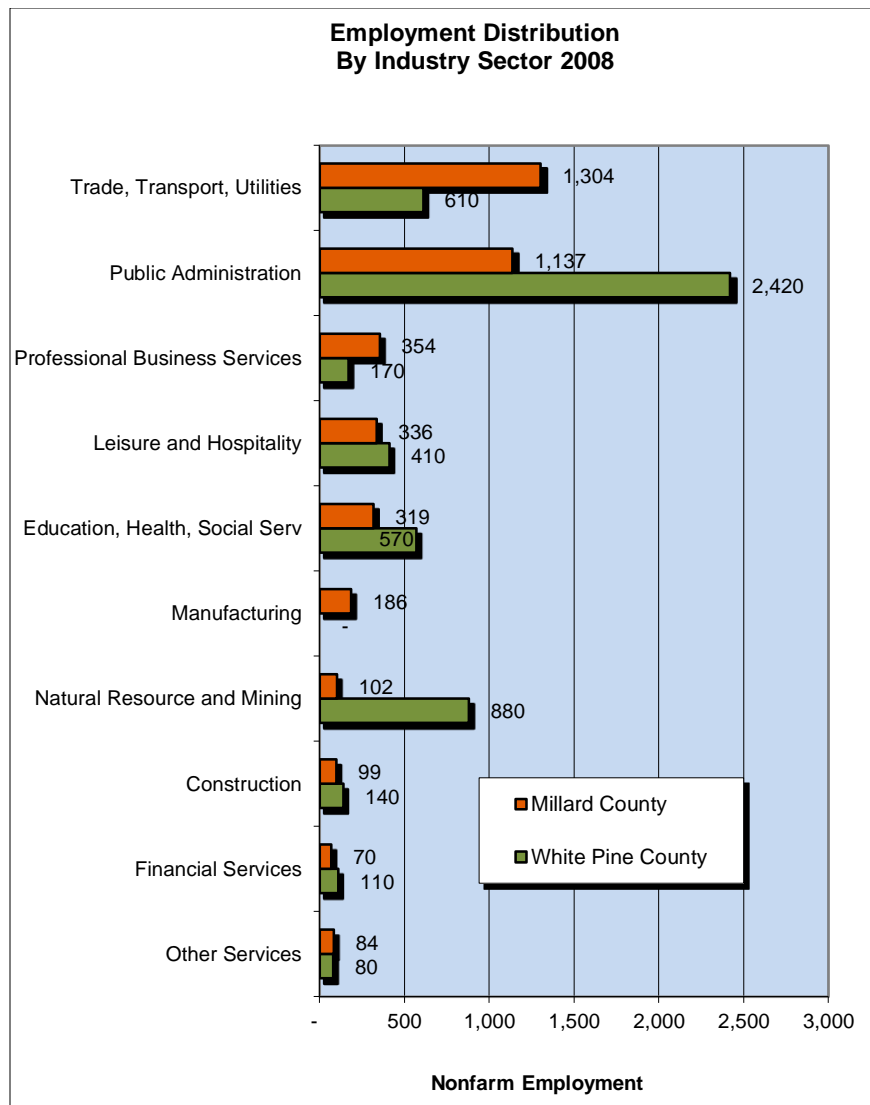
Source: Nevada State Demographer and Utah Governor's Office of Planning and Budget (2008).  
 \* White Pine County estimate is for 2028

## Employment Distribution

Each county has a slightly different economic composition. Within White Pine County, the most noticeable category of employment is the public sector which accounts for nearly 2,500 jobs. This includes those employed in administration by federal, state, county and local government. However, note that health, education, and social services also contribute significant public employment though a portion of this category is also within the private sector. The next largest single employment category in White Pine County is mining, with the copper mine in Ruth employing or influencing the employment of an estimated 880 positions. Direct employment in hospitality and leisure is an important employer with 410 direct jobs.

Millard County has a somewhat more diversified employment base with trade, transportation, and utilities the largest category (1,304 jobs). However, even in Millard County, the public administration sector provides a substantial amount of employment with the second largest category (1,137 jobs). Like White Pine County, there is an additional proportion of jobs in education, health and social services, with 319 in this sector. Millard is most different due to the higher levels of employment in professional services (354 Millard; 170 White Pine) and a small manufacturing sector that employs 186.

Overall, more than one out of every three non-farm jobs in the Great Basin can be attributed to public administration, with an additional one in ten employed in the related fields of education, health and social services. Given the region's public land base and employment associated resource management agencies, along with the indirect public administration job associated with the mining and farming sectors, this is not unexpected. Moreover roads, utilities, and public recreation facilities also impact public sector jobs.



Source: Nevada Department of Employment Training and Rehabilitation and Utah Department of Workforce Services (2009).

A 2007 report indicated that in Millard County there had been a total five-year employment decline. Of the area's industries the building material and supplies dealers industry experienced most substantial job loss, losing 19 jobs. The declines in the building material and supplies dealers industry make up 54.9 percent of the employment lost during the period in Millard County, Utah.

Top 5 industries losing jobs in 2007:

1. Building material and supplies dealers (19 jobs lost)
2. Machinery and supply merchant wholesalers (15 jobs lost)
3. Offices of real estate agents and brokers (4 jobs lost)
4. Other amusement and recreation industries (4 jobs lost)
5. Grocery and Related Product Wholesalers (3 jobs lost)

However, during 2006 there were some sectors that experienced a gain. The cattle ranching and farming industry accounted for the most employment growth with a total of 28 new jobs created in the

period. The job growth in the cattle ranching and farming industry makes up 35.4 percent of the total employment growth in Millard County.

#### Top 5 industries gaining jobs in 2006

1. Cattle ranching and farming (28 new jobs)
2. Traveler accommodation (14 new jobs)
3. Limited-service eating places (13 new jobs)
4. Other specialty trade contractors (8 new jobs)
5. Automobile dealers (8 new jobs)

#### **Employer Sizes**

What may be as important as the sectors in which people work is the size of the workforce within any single employer. This may provide clues to potential funds available to the partnership. Government of one type or another is the category providing the largest number of jobs in both counties. This means that local taxes cycle within the community while state and federal taxes may bring some minor additional revenue into the community.



The three largest towns in the GBNHA are Ely (top photo), Delta (not pictured) and Fillmore (bottom photo). The three largest non-government employers are Robinson Copper Mine near Ely, Intermountain Power Service near Delta and Great Lakes Cheese near Fillmore. All have out of state or out of country owners.

## White Pine County's Largest 20 Employers:

(Annual Averages 2009)

	Company	Industry	Employment
1	Robinson Nevada Mining Company	Copper Ore and Nickel Ore Mining	500 to 599
2	Department Of Corrections	State Correctional Institutions	300 to 399
3	White Pine County School Dist	Elementary and Secondary Schools	200 to 299
4	Bald Mountain Mine	Gold Ore Mining	100 to 199
5	William Bee Ririe Hospital	Medical and Surgical Hospitals	100 to 199
6	White Pine County	Local Government	100 to 199
7	Hotel Nevada & Gambling Hall Llc.	Casino Hotels	100 to 199
8	Bureau Of Land Mgmt	Federal Government	80 to 89
9	Ridleys Family Markets	Supermarkets and Grocery Stores	70 to 79
10	Department Of Transportation	State Government	60 to 69
11	Goeringer Const/Schell Crk/Sen	Hotels and Motels	60 to 69
12	Great Basin College	Junior Colleges	60 to 69
13	White Pine Care Center	Nursing Care Facilities	50 to 59
14	Ramada Inn & Copper Queen Casino	Casino Hotels	40 to 49
15	Prospector Hotel & Gambling	Casino Hotels	40 to 49
16	City Of Ely	Local Government	30 to 39
17	National Park Service	Federal Parks	30 to 39
18	Mt. Wheeler Power, Inc.	Electric Power Distribution	30 to 39
19	Bath Lumber Co	Home Centers	30 to 39
20	Little Peoples Head Start	Child Day Care	30 to 39

Source: Nevada Department of Employee Training and Rehabilitation June 2009.

## Millard County's 20 Largest Employers

(Annual Averages 2009)

	Company	Industry	Employment
1	Millard County School District	Public Education	250-499
2	Intermountain Power Service	Electric Utility	250-499
3	Millard County	Local Government	100-249
4	Great Lake Cheese of Utah	Packaging Services	100-249
5	Intermountain Health Care	Health Care	100-249
6	State of Utah	State Government	100-249
7	Mountainview Mushrooms	Food Crops	100-249
8	United States Government	Federal Government	100-249
9	Brush Resources Inc	Metal Mining	50-99
10	Paradise Management	Accommodations/Restaurant	50-99
11	Graymont Western Lime	Manufacturing	50-99
12	Millard County Care and Rehab.	Nursing Care Facility	50-99
13	Delta IGA Super Center	Grocery Store	50-99
14	Sunrise Engineering	Engineering Services	50-99
15	Duane's Market	Grocery Store	20-49
16	Delta Egg Farm	Egg Production	20-49
17	Quality Market	Grocery Store	20-49
18	Joe Andrade Dairy	Dairy	20-49
19	Liqua Dry	Manufacturing	20-49
20	Paul Terry Trucking	Trucking	20-49

Source: Utah Department of Workforce Services, Workforce Information Updated June 2010.



## Education and Income

White Pine County, Nevada is made up of a moderately-educated population, with 11.8 percent of the population (+25) having received a BA or higher, as reported in the 2000 Decennial Census. White Pine was reported to have a lower percent of the population with at least a Bachelor's Degree than the State of Nevada's proportion of 18.2 percent and a lower percent than the U.S. proportion of 24.4 percent.

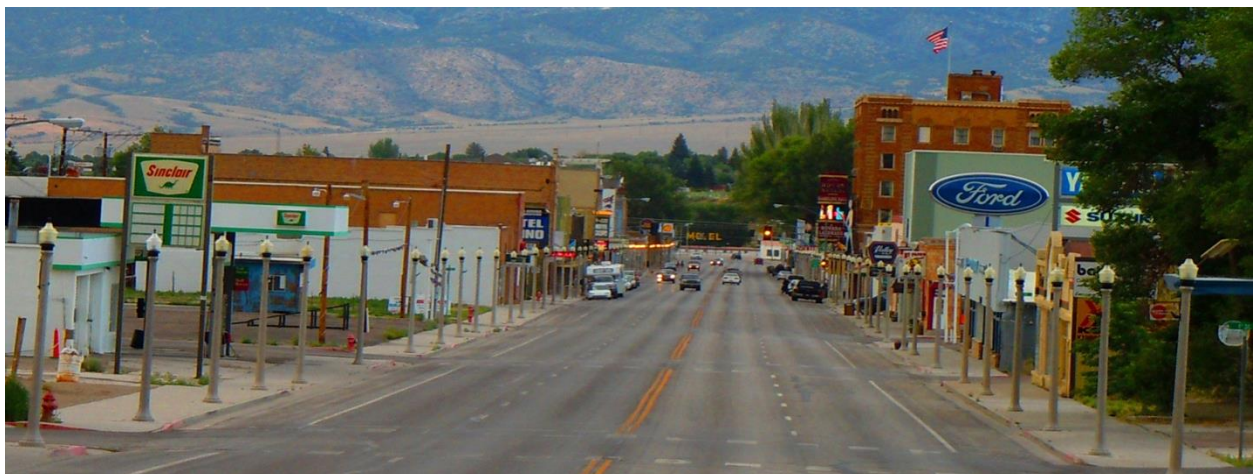
Reported by the 2000 Census in White Pine County, Nevada, the most common level of education achieved in the area for the male population is the High School Diploma category, with 36.8 percent achieving this level. The female population in White Pine have achieved a lower level of higher education (Bachelor's Degree or higher) than men; 12.6 percent (Men) versus 10.8 percent (Women). A high proportion of the female population in the area has reached the Some College or Associates Degree category, with 39.4 percent of the women population in the area achieving this level of education.

When compared to other counties throughout the United States, White Pine County was reported to have a medium-high median income for households of \$42,925 (2005 Dollars). The income level is 21.5 percent lower than the median in Nevada of \$52,160 and the median is 14.5 percent lower than the median for the rest of the nation, which is a reported \$49,133.

When put side-by-side with other counties throughout the United States, White Pine County, Nevada can be understood to have a medium-low rate of poverty among the people, accounting a rate of 11.0 percent of people living in a family with an income below the poverty level in 1999. The American Indian and Alaska Native race/ethnicity demographic category owns the foremost rate of poverty with 39.5 percent of the 2000 population living in poverty. Those under 5 have the greatest percentage (16.7%) of those living in poverty within White Pine County.

## County Building Patterns

Statistics from 2008 show that 3 building permits were issued in White Pine County and 31 in Millard County. No significant pattern emerges from location or type so growth of any form has no real significance in these counties with respect to Heritage Area issues.



Economic activity in Ely, NV is no longer brisk. Though the signage remains, both the Sinclair station and the Ford dealership have been closed along with many other main street businesses. There is little need for new construction of commercial buildings.

### Cities, Towns, Other Populated Places and Ghost Towns

There are relatively few incorporated municipalities within the GBNHA—ten to be exact; nine are in Millard County. Then there are the unincorporated places that the United States Census Bureau recognizes as a Census Designated Place (CDP). All populated places within the GBNHA are listed on the following chart.

County	Name (Listed by U.S. Census B)	Designation	Population (YR) If known	Families (YR) If known
White Pine, NV	Ely Colony Ely Shoshone	Reservation	500	
White Pine, NV	Ely (County Seat)	City--Incorporated	4041 (2000)	1065 (2000)
White Pine, NV	Crosstimbers	Unincorporated		
White Pine, NV	Lages Station	Unincorporated		
White Pine, NV	Schellbourne	Unincorporated		
White Pine, NV	Strawberry	Unincorporated		
White Pine, NV	Baker	Unincorporated		
White Pine, NV	Cherry Creek	Unincorporated		
White Pine, NV	Currie			
White Pine, NV	Duckwater			
White Pine, NV	Lane			
White Pine, NV	Lehman Caves			
White Pine, NV	Lund			
White Pine, NV	Mc Gill	CDP--Unincorporated	1054 (2000)	305 (2000)
White Pine, NV	Preston			
White Pine, NV	Riepetown			
White Pine, NV	Ruth			
White Pine, NV	Steptoe			
Juab, UT	Goshute	Reservation	412	
Nye, NV	Duckwater Shoshone	Reservation	150	
Millard, UT	Kanosh	Town-Unincorporated	468 (2000)	130 (2000)
Millard, UT	Delta City	City--incorporated	3172 in 2008	1012
Millard, UT	Fillmore (County Seat)	City--incorporated	2136 in 2008	721 (1990)
Millard, UT	Hinckley	Town-- Incorporated	708 in 2008	230 (1990)
Millard, UT	Garrison	Town unincorporated		
Millard, UT	Holden	Town-- Incorporated	372 in 2008	155 (1990)
Millard, UT	Kanosh	Town-- Incorporated	470 in 2008	173 (1990)
Millard, UT	Leamington	Town--Incorporated	206 in 2008	80 (1990)
Millard, UT	Lynndyl	Town-- Incorporated	120 in 2008	54 (1990)
Millard, UT	Meadow	Town --Incorporated	237 in 2008	122 (1990)
Millard, UT	Oak City	Town-- Incorporated	606 in 2008	182 (1990)
Millard, UT	Scipio	Town --Incorporated	296 in 2008	133 (1990)
Millard, UT	Abraham	Unincorporated		
Millard, UT	Bethel	Unincorporated		
Millard, UT	Deseret	Unincorporated		
Millard, UT	Eskdale	Unincorporated		
Millard, UT	Flowell	Unincorporated		
Millard, UT	Garrison	Unincorporated		
Millard, UT	Oasis	Unincorporated		
Millard, UT	Petra	Unincorporated		
Millard, UT	Sugarville	Unincorporated		
Millard, UT	Sutherland	Unincorporated		
Millard, UT	Topaz	Unincorporated		
Millard, UT	Woodrow	Unincorporated		

## Economic and Cultural Indicators--County Data

Other demographic data not otherwise highlighted may be gleaned from the tables below:

### White Pine County, Nevada

U.S. Census Bureau People QuickFacts	White Pine County
Population, 2009 estimate	9,188
Population, percent change, April 1, 2000 to July 1, 2009	0.1%
Population estimates base (April 1) 2000	9,181
Persons under 5 years old, percent, 2008	5.4%
Persons under 18 years old, percent, 2008	20.2%
Persons 65 years old and over, percent, 2008	15.9%
Female persons, percent, 2008	43.6%
White persons, percent, 2008 (a)	88.7%
Black persons, percent, 2008 (a)	4.3%
American Indian and Alaska Native persons, percent, 2008 (a)	4.1%
Asian persons, percent, 2008 (a)	1.0%
Native Hawaiian and Other Pacific Islander, percent, 2008 (a)	0.3%
Persons reporting two or more races, percent, 2008	1.6%
Persons of Hispanic or Latino origin, percent, 2008 (b)	12.0%
White persons not Hispanic, percent, 2008	77.7%
Living in same house in 1995 and 2000, pct 5 yrs old & over	52.5%
Foreign born persons, percent, 2000	2.9%
Language other than English spoken at home, pct age 5+, 2000	9.7%
High school graduates, percent of persons age 25+, 2000	82.0%
Bachelor's degree or higher, pct of persons age 25+, 2000	11.8%
Persons with a disability, age 5+, 2000	1,697
Mean travel time to work (minutes), workers age 16+, 2000	18.3
Housing units, 2008	4,478
Homeownership rate, 2000	76.6%
Housing units in multi-unit structures, percent, 2000	8.7%
Median value of owner-occupied housing units, 2000	\$70,000
Households, 2000	3,282
Persons per household, 2000	2.42
Median household income, 2008	\$49,209
Per capita money income, 1999	\$18,309
Persons below poverty level, percent, 2008	13.5%
Business QuickFacts	White Pine County
Private nonfarm establishments, 2007	221
Private nonfarm employment, 2007	2,784
Private nonfarm employment, percent change 2000-2007	55.1%
Non-employer establishments, 2007	587
Total number of firms, 2002	613
Manufacturers shipments, 2002 (\$1000)	NA
Wholesale trade sales, 2002 (\$1000)	10,941
Retail sales, 2002 (\$1000)	61,888
Retail sales per capita, 2002	\$7,157
Accommodation and foodservices sales, 2002 (\$1000)	15,293
Building permits, 2008	3
Federal spending, 2008	80,540
Source: U.S. Census Bureau State & County QuickFacts	

**Millard County, Utah**

<b>People QuickFacts</b>	<b>Millard County</b>
Population, 2009 estimate	12,276
Population, percent change, April 1, 2000 to July 1, 2009	-1.0%
Population estimates base (April 1) 2000	12,405
Persons under 5 years old, percent, 2008	7.6%
Persons under 18 years old, percent, 2008	29.8%
Persons 65 years old and over, percent, 2008	13.7%
Female persons, percent, 2008	48.5%
White persons, percent, 2008 (a)	96.2%
Black persons, percent, 2008 (a)	0.3%
American Indian and Alaska Native persons, percent, 2008 (a)	1.6%
Asian persons, percent, 2008 (a)	0.6%
Native Hawaiian and Other Pacific Islander, percent, 2008 (a)	0.2%
Persons reporting two or more races, percent, 2008	1.1%
Persons of Hispanic or Latino origin, percent, 2008 (b)	12.6%
White persons not Hispanic, percent, 2008	84.2%
Living in same house in 1995 and 2000, pct 5 yrs old & over	62.7%
Foreign born persons, percent, 2000	5.1%
Language other than English spoken at home, pct age 5+, 2000	8.6%
High school graduates, percent of persons age 25+, 2000	86.7%
Bachelor's degree or higher, pct of persons age 25+, 2000	16.8%
Persons with a disability, age 5+, 2000	1,879
Mean travel time to work (minutes), workers age 16+, 2000	19
Housing units, 2008	4,857
Homeownership rate, 2000	79.7%
Housing units in multi-unit structures, percent, 2000	6.9%
Median value of owner-occupied housing units, 2000	\$84,700
Households, 2000	3,840
Persons per household, 2000	3.19
Median household income, 2008	\$46,823
Per capita money income, 1999	\$13,408
Persons below poverty level, percent, 2008	12.7%
<b>Business QuickFacts</b>	<b>Millard County</b>
Private nonfarm establishments, 2007	247
Private nonfarm employment, 2007	2,743
Private nonfarm employment, percent change 2000-2007	8.1%
Non-employer establishments, 2007	825
Total number of firms, 2002	878
Women-owned firms, percent, 2002	37.2%
Manufacturers shipments, 2002 (\$1000)	NA
Wholesale trade sales, 2002 (\$1000)	99,841
Retail sales, 2002 (\$1000)	76,998
Retail sales per capita, 2002	\$6,218
Accommodation and foodservices sales, 2002 (\$1000)	8,402
Building permits, 2008	31
Federal spending, 2008	69,357
<b>Source: U.S. Census Bureau State &amp; County QuickFacts</b>	

## Transportation Infrastructure

Major transportation infrastructure in the GBNHA includes roads, airports and rail lines. Most visitors and residents travel to and from the region by automobile. Relatively few ways of getting to the GBNHA coupled with distances to get there place obvious limits on potential to expand tourism to the Heritage Area. This is in contrast to the past when rail service, bus service and even some fairly frequent air service transported passengers to Ely, NV and Delta, UT and other smaller locations.

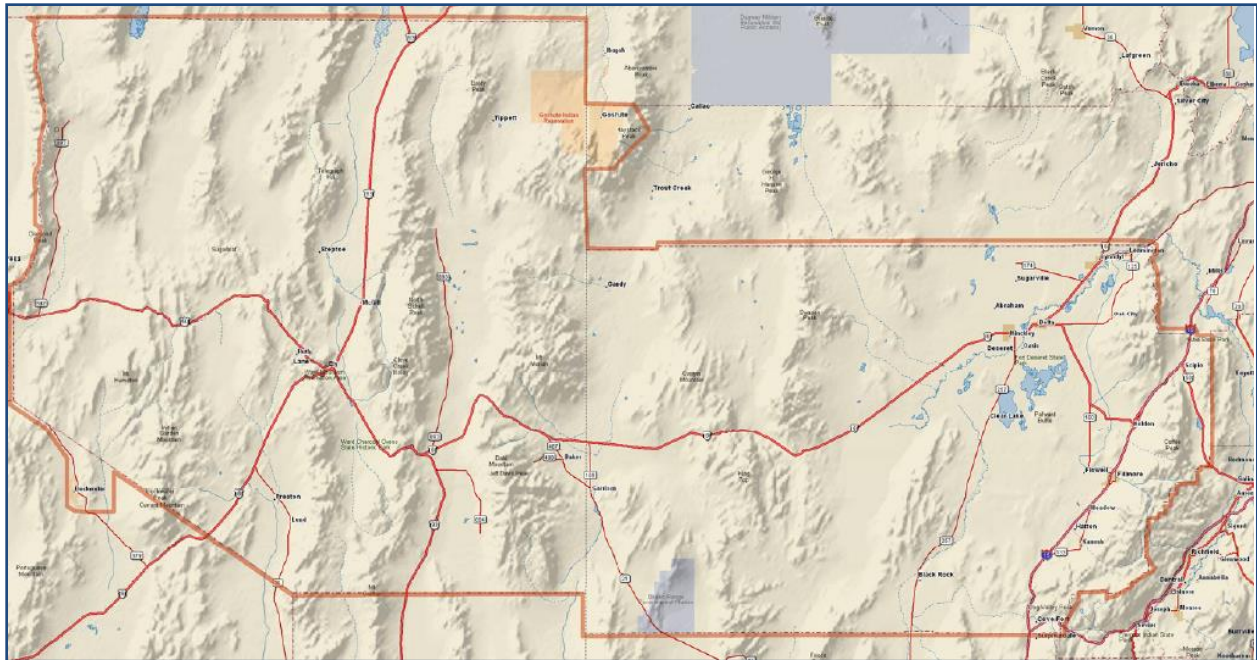
The historic Lincoln Highway, the first road across America, once traversed the area entering at the northeast and traversing across the central part of the present day GBNHA carrying nearly all the transcontinental automotive traffic through the area. It is indeed telling that all the paved roads in two huge counties, except those in towns, can be described in three or four very short paragraphs. Current roads include Interstate highways, US and UT and NV highways, and secondary roads, most of which are managed by the state or county departments of transportation. Several county or BLM gravel roads and poor quality dirt ranch paths connect areas throughout the desert.

Interstate highways serving the area include only I-15 and I-70. Interstate-15 runs north and south at the easternmost portion of the GBNHA. The western terminus of Interstate-70 enters the GBNHA at its southeast corner when it joins I-15 near Cove Fort. Interstate Highway 80, a major national east/west route, carries traffic approximately 125 miles north of the GBNHA. When it was completed in 1982, it siphoned away from the area significant transcontinental traffic that had been using the previously major US 50 route.

State roads include Nevada 487 that connects US 50/6 near Baker to Utah 21 at Garrison UT. The latter continues on outside the GBNHA to Milford and Minersville, Utah and connects with I-15 at Beaver, UT. The 5 mile long Nevada Route 488 connects 487 to the Great Basin National Park. The 30 mile long Nevada 379 serves the Duckwater Reservation and connects to US 6 to the southeast. Nevada 38 leaves US 6 to serve the tiny Nevada towns (in the GBNHA) of Lund and Preston. Nevada 892, 893 and 894 all leave US 50 to snake north or south along mountain bases to dead end in valleys serving ranchers there. Utah 125 leaves Delta and travels east and north to serve the tiny towns of Oak City and Leamington. Utah 257 connects Delta with the tiny town of Deseret, the Fort Deseret State Park, the Clear Lake Wildlife Refuge and travels on to Milford south of the GBNHA. Utah 137 leaves I-15 at Meadow to serve tiny Kanosh. Utah 100 leaves US 50 to serve the also tiny Flowell. Utah 174 leaves US 6 north of Delta to serve the Intermountain Power generation plant 10 miles west. And except for paving in towns, that is about all the hard roads there are in the GBNHA.







GBNHA is served by I-15 running northeast/southwest at the extreme right, US Highway 50 zigzagging east/west across the center, and US 93 running north/south through White Pine County. US Highway 6 diverts from US 50 at Ely in the center of White Pine County toward the southwest to the small more remote desert town of Tonopah NV. State Roads run from Baker, NV on the county line to the southeast through Milford, UT and onward connecting with I-15 at Cedar City UT. Another state road runs from the northeast through Delta in north central Millard County and on south to Milford, UT.

### **Air Service and Airports**

The only airport providing commercial air service directly to the GBNHA is Yelland Field in Ely, NV. Only one carrier provides flights currently to Moab, UT and on to Denver. (As this is written an announcement was made to change the daily flight to Las Vegas rather than Denver.) The schedule and destination location has been changeable over recent years. Passenger volumes are frequently low. Continued operation is based on subsidies by the Essential Air Service program.

Other commercial air hubs distantly serving the GBNHA include the Salt Lake International Airport and the Las Vegas McCarran Airport, each a 4 ½ hour drive from the heart of the Area; the Reno/Tahoe International Airport is a 6 hour drive. There is also limited air service to Elko, NV and to Cedar City, UT which are each about a 3 ½ hour drive from Ely or Delta respectively.

### **Ely Airport**

Yelland Field is a county-owned public-use airport located three miles northeast of the central business district of Ely. The airfield (elevation 6,259 ft) contains two asphalt paved runways. There is no control tower. The operating elevation for the airport lengthens the runway required for large planes with full fuel loads. These runways are suitable for small commercial aircraft and business jets and are especially well suited for glider operations.

For the 12-month period ending August 31, 2007, the airport had 10,260 aircraft operations, an average of 28 per day: 76% general aviation, 23% air taxi and 1% military. At that time there were 28 aircraft based at this airport: 43% single-engine, 7% multi-engine, 7% helicopter, 7% glider and 36% ultralight.

### Delta Municipal Airport

Delta Municipal Airport is a publicly owned airfield (elevation 4759 ft) that has no control tower. It contains two asphalt paved runways. These runways are suitable for small commercial aircraft and business jets to 21,000 lb.

For the 12-month period ending January 31, 2006, the airport had 4200 aircraft operations (an average of 11 per day): 50 air taxi operations, 1,192 itinerant operations, and 2,990 local operations. At that time there were 10 single engine aircraft based at this airport. There are reportedly now 9.

Other airports in the GBNHA include privately owned ranch airfields. This includes a small airstrip near Duckwater, NV in Nye County.

<b>Airports listed for Millard:</b>	<b>Airports Listed For White Pine:</b>
Delta Community Medical Center Heliport	Baker Ranch Landing Strip
Delta Municipal Airport	Ely Airport-Yelland Field
Fillmore Airport	Fort Ruby Ranch Airstrip-- WP Sherman Mountain
Fillmore Community Medical Center Heliport	Kirkeby Ranch Airport-- White Pine Baking Powder Flat
	Moorman Ranch Airport-- White Pine Illipah
	Placer Amex Landing Strip-- WP Cold Creek Ranch NW

### **Rail Service**

The Union Pacific Railroad enters the GBNHA at its northeast corner and runs through Lynndyl and Delta, UT. South of Delta a branch runs on to Fillmore. The main line runs through Black Rock and on to Milford, UT outside of the GBNHA. This line provides limited freight service to the region, but no passenger service.

### **Bus Service**

There is no regularly scheduled bus service anywhere within the GBNHA. Greyhound fairly recently had stopped in Fillmore on its I-15 route.

### **Rental Cars**

Rental cars are available in Ely, NV.

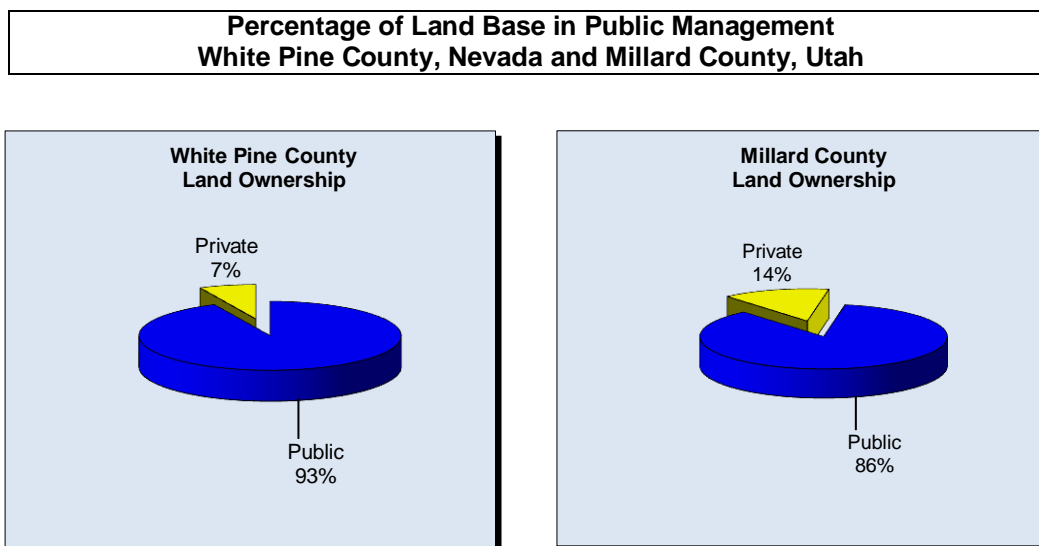
### **Transportation Infrastructure Improvements**

Beyond repaving, minor widening and infrastructure repair, there are no planned or projected transportation infrastructure improvements of significance within the GBNHA. A number of utility lines (oil, gas and electric) are under construction currently across the region and several more are planned.

### **Land Cover**

The unique landscape of the Great Basin stands out among the others because it is arguably one of the most undiscovered, remote, and unpopulated landscapes in the lower 48 states. More importantly, the GBNHA region is located within a geography that rivals the most dramatic mountain and desert settings in the world. Finally, the region includes a significant proportion of public lands that are all accessible to those who may discover the region for its numerous recreation offerings, cultural heritage, and its rural communities.

Millard County is geographically the third largest county in the state, but is home to one of the smaller populations in the state. The county stretches from forested mountains on the east to the arid desert lands on the Nevada border, with valleys of desert and sagebrush between high mountain ranges, and several large playa areas—remnants of past lakes. The majority of the water and farmland, as well as the larger communities, are found in the eastern half of the county.



*Source: U.S. Bureau of the Census*

### **Tourism and the Regional Economy**

The economy of the GBNHA is not widely diverse. Historically, both agriculture and mining have been of some importance. Tourism has long played a smaller yet key role in the region and continues to be critical to economic vitality and may become more so in the future. This section reviews data specific to the GBNHA’s tourism market position and the associated implications for future visitation. The analysis includes current visitor origin, population trends in primary destination markets, and pertinent statewide and regional recreation trends.

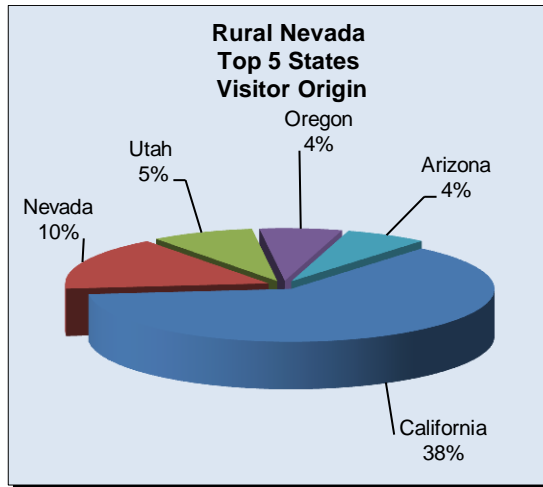
#### Visitor Origin

Visitor origin, the location from where visitors to Great Basin originate, provides the basis for analyzing current visitation and perhaps for forecasting potential future visitation.

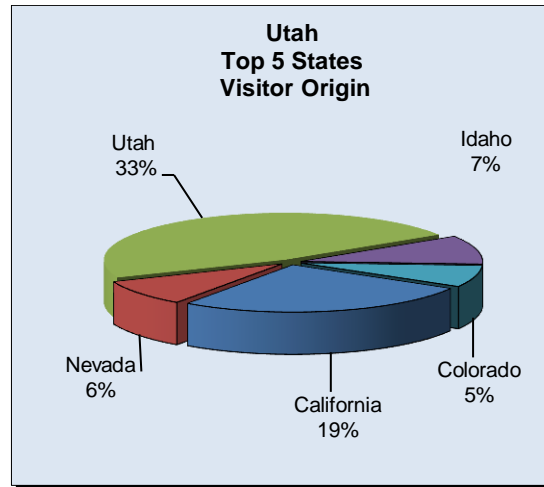
The source data for this assessment is a statewide visitor profile as reported by the State of Utah Travel Council and the Nevada Commission on Tourism (for rural Nevada). County level data is not available from either state tourism entity. It is assumed that the visitor origin percentage would also apply to the GBNHA, though adjustments may be applied if a visitor survey or other primary data is collected specifically for Great Basin.

The single largest contributor to travel in rural Nevada is the State of California with more than one-in-three visitors traveling to rural Nevada from the Golden State. This is not surprising considering the mammoth population base in California that now approaches 40 million residents, dwarfing other western states. Following Californians are in-state residents who comprise one-of-ten visitors to rural

Nevada. The border states of Utah, Arizona and Oregon make up the remaining top tier of tourist providers. The remaining percentage of those who travel to rural Nevada include small numbers from other states as well as international travelers.



Source: Nevada Commission on Tourism



Source: Utah Travel Council

Utah traveler origin data is available for destinations statewide. Within Utah, residents provide one-third of all travel. The state represents a very different profile from Nevada which relies on out-of-state visitors for its tourism sector. For the GBNHA this provides favorable positioning to access Utah's growing population base. Being located in the far eastern portion of rural Nevada may have a positive impact on tourism.

Following in-state residents Utah, like Nevada, attracts a significant percentage of its travel activity from California. In fact, California remains a source of travel activity throughout the western United States and its relative proximity to both Nevada and Utah may provide the GBNHA with a solid geographical advantage despite its relatively remote location. Finally, Utah also attracts noteworthy numbers of visitors from adjacent states just like Nevada. The remaining percentage of travel originates in a range of other states as well as from abroad.

In terms of marketing activities, primary stakeholder input, and visitor origin, data imply that GBNHA currently operates on the basis of four distinct geographic market areas. These markets include:

- 1) Local resident markets primarily those living in White Pine and Millard County communities and who choose to recreate within their home region;
- 2) Regional source markets primarily Las Vegas, Nevada and Salt Lake City, Utah metropolitan areas;
- 3) Out-of-state destination travelers including those that primarily travel to other destinations in Utah and Nevada but who may be attracted to the GBNHA as part of their itinerary; and
- 4) International travelers who, like out-of-state visitors, may be attracted to the Great Basin as part of a wider regional trip.

## Primary Geographic Source Markets Great Basin National Heritage Area

Segment	Primary Characteristics
<i>Local Residents</i>	While providing a small population base, GBNHA's 23,000 local residents represent an important geographic market for several reasons. First, this local visitor is simply the constituency for the GBNHA and as such can provide a consistent feedback loop to the Great Basin Heritage Area Partnership. These users can also provide the all-important volunteer base necessary to sustain a National Heritage Area and advocate for the NHA to local, county, state, and regional representatives. As the GBNHA develops interpretive facilities, recreation amenities and informational materials, an increase in participation by local residents is anticipated. Finally, increased local recreation may somewhat reduce the loss of dollars to outside the region and may indirectly assist community economic development efforts by providing a distinct image and enhanced quality of life message to prospective new business and residents.
<i>Regional</i>	With a population of over 3 million people, many of whom live within a three to four hour drive of Great Basin, the growing urban areas of Salt Lake City, Utah and Las Vegas, Nevada represent an important geographic market for GBNHA attractions and businesses. Salt Lake City and Las Vegas also attract millions of visitors per year, many of whom may be enticed to travel beyond these metropolitan areas for overnight stays. The Great Basin can provide a destination alternative to residents of these urban areas because of its relative remoteness and dramatic percentage of public lands that are available for recreation and heritage tourism.
<i>Out-of-State</i>	By the virtue of its sheer population size, California serves as an important source of visitation. Along with Californians and other westerners, visitors from other states – including those from Midwestern and Eastern states – already visit both Nevada and Utah attractions in large numbers and may be enticed to either discover the Great Basin as a stand-alone destination or as part of a wider itinerary. For example, those visiting southern Utah national parks may be attracted to the Great Basin National Park to complete their park tour as well as discovering the unique surrounding Basin and Range and West Utah Desert landscapes.
<i>International</i>	Both Nevada and Utah attract international visitors, with the GBNHA positioned to attract a proportion of these. Similar to out-of-state visitors, international travelers that are visiting national parks in Utah may be attracted to the Great Basin National Park as part of a wider tour. Also, the Great Basin region provides international travelers with a rare opportunity to enjoy the primary driver of heritage travel – authenticity. The remote location and low population density allows adventurous international travelers the opportunity to experience working western communities and in the process learn about the cultures that have made the Great Basin unique.



### Visitation Characteristics

While data specific to the GBNHA is not available, several indirect sources allow us to profile anticipated travel to the region for cultural and heritage tourism purposes. The following information is derived from the Alliance of National Heritage Areas 2005 Heritage Tourism Study. Party size averages around 2.98 persons per party with only slight variation among the surveyed heritage areas. This data indicates that the participation of children, while an element of heritage travel to the NHA system, is not the only driver for visitation and cultural heritage attractions and activities are also oriented to adult travelers.

Average Party Size for Selected National Heritage Areas			
National Heritage Area	Adult	Children	All
Augusta	2.1	0.3	2.40
Essex	2.5	0.5	3.00
Lackawanna	2.2	0.8	3.00
Delaware & Lehigh	2.5	1.0	3.50
National Coal	2.4	0.6	3.00
<b>Average</b>	<b>2.34</b>	<b>0.64</b>	<b>2.98</b>

Average Length of Stay for Selected National Heritage Areas	
National Heritage Area	Length of Stay
Augusta	3.6
Essex	3.0
Lackawanna	2.6
Delaware & Lehigh	3.6
National Coal	3.1
<b>Average</b>	<b>3.2</b>

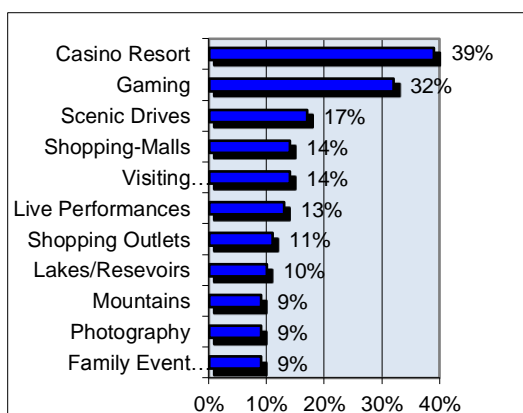
### Length of Stay

Data from the same survey show that the average length of stay in NHAs is quite positive and if applied to Great Basin would very likely increase economic impacts significantly. The surveyed NHAs show that average lengths of stay had a slight variation with an average for the surveyed regions of 3.2 nights per travel party.

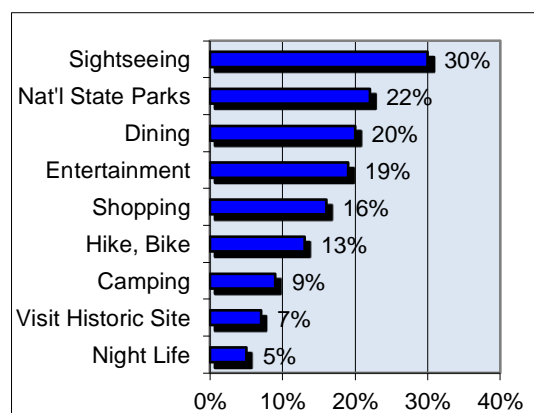
### Visitor Activities

Information available from the states' tourism offices in both Nevada and Utah indicates preferred activities for visitors to each state. While these do not mean these are precisely the activities that visitors will seek in the GBNHA, the data may correlate with activities available in the Great Basin.

Rural Nevada Top Visitor Activities



Utah Overnight Stays Top Visitor Activities



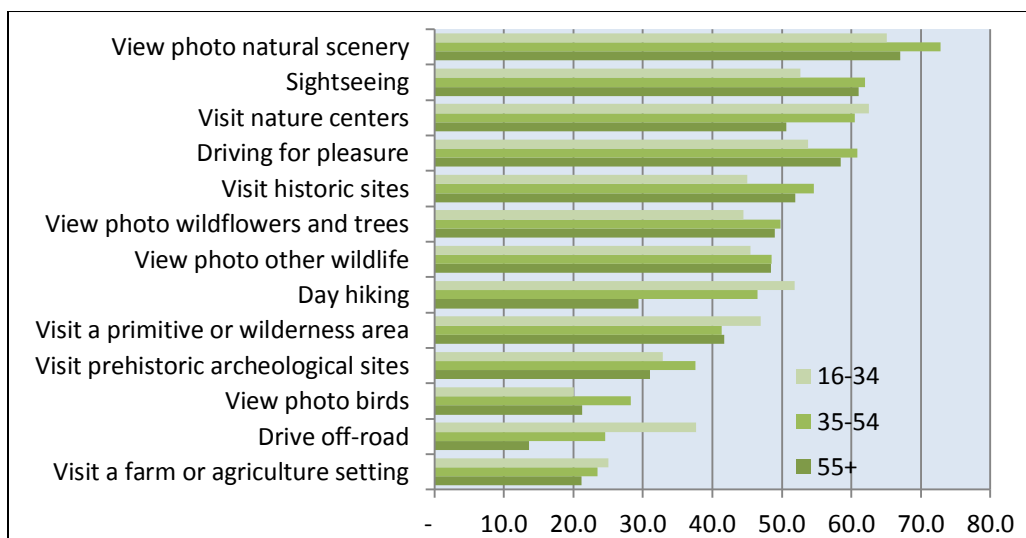
In Nevada, if one factors out the gaming and resort draw to major border towns, the non-gaming oriented activities such as scenic drives and mountain wandering stand out as preferred activities. The Great Basin’s primary characteristic, in addition to cultural heritage, is the dramatic landscape. Since “scenic drives” is a primary activity, and accounts for 17% of the respondents in the Nevada data, the Great Basin is well positioned to meet visitor expectations for this experience.

Utah visitor activities center on the state’s natural environment, with sightseeing and visiting the national parks the most mentioned activities. Other related activities include hiking and biking, visiting historic sites, and camping. Of course entertainment, shopping and dining are featured activities in any travel experience and provide the economic benefits to a destination’s businesses.

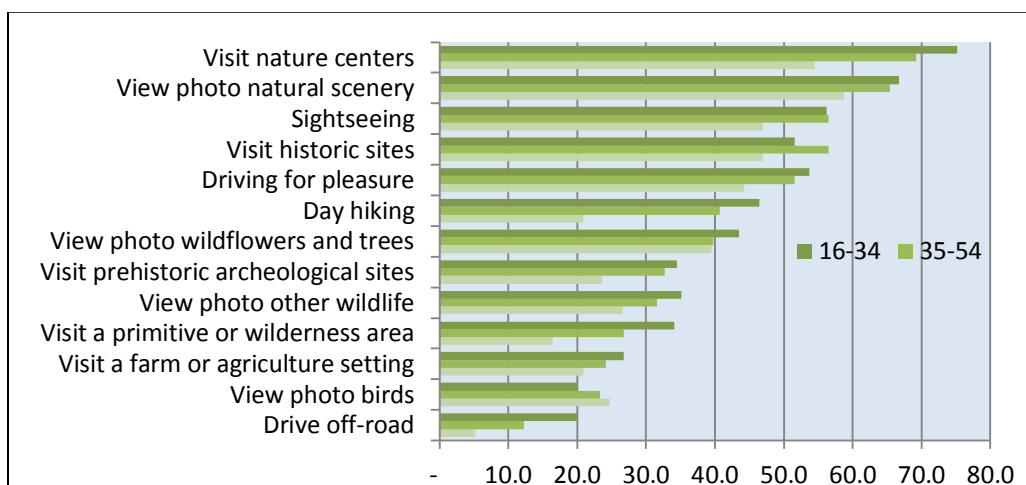
### Outdoor Activities

Examining activity participation rates for outdoor destinations, which are available throughout the GBNHA, reveals very high interest in an array of specific activities.

**Activity Participation Rates (%) By Age Group Humboldt National Forest**



**Activity Participation Rates By Age Group Fishlake National Forest**



As indicated these participation rates are very high for a range of activities that are features in the Great Basin. These data have the positive implications for the GBNHA.

### Natural Landscape

The top three mentions for both the Nevada forest and the Utah forest are scenery, visiting a nature center, and sightseeing. Each of these predominant activities either indicates attributes available within the Great Basin or points to interpretive opportunities provided by the Great Basin's natural landscape. With driving for pleasure, another top mention, the Great Basin can be the basis for tours through the region and thus provide the traveler with the opportunity to spend several days taking in the sights. Finally, the preference for visiting nature centers – which may include visitor and interpretive centers that communicate about the natural setting – indicates opportunities for the GBNHA to provide comprehensive information about its current interpretive facilities, and recommend new long term interpretive development projects.

### Heritage Specific Activities

Several cultural heritage-related activities also show fairly high rates of participation. First, visiting historic sites represents a combined majority of those surveyed. This indicates many opportunities to further expand the Great Basin interpretive palette. Additionally, visiting archeological sites fits well with the array of early human history in the region especially rock art and related artifacts. Finally, visiting a farm or agriculture setting implies the opportunity for ranches and farming operations that want to integrate a visitor experience as part of their operation.

### Age Group Preferences

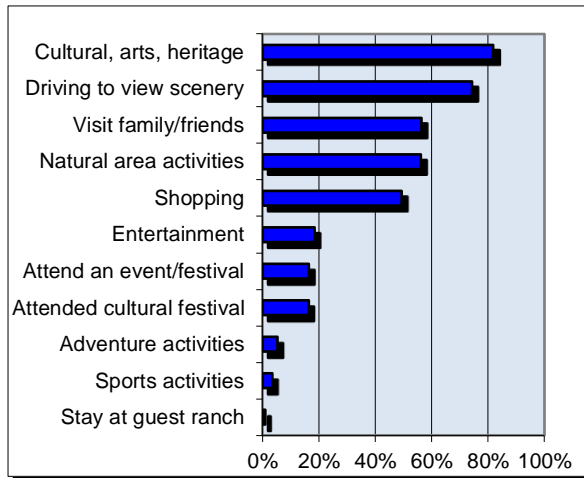
Those in the oldest cohort (55 and over) are less likely to participate in activities requiring physical challenge such as hiking, visiting wilderness areas, or driving off road. Younger groups are more interested than older groups in visiting nature centers.

### Utah and Nevada Compared

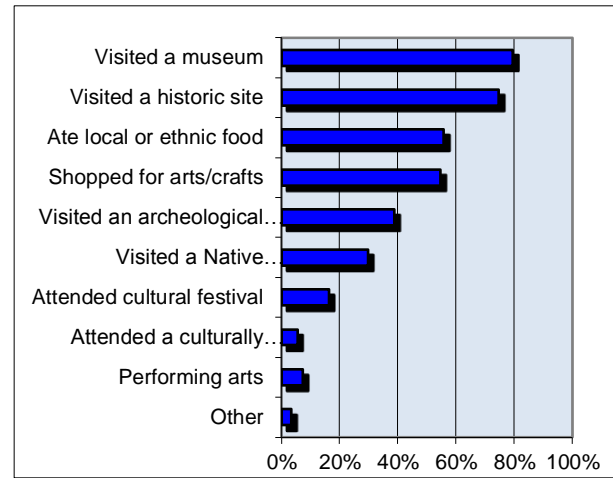
In contrast with Nevada, every activity with the exception of visiting historic sites and birding shows higher rates of participation for the youngest age group in Utah. In fact, participation rates tend to consistently decrease as age increases for Utah. Nevada forest users show higher rates among the middle age group for several activities.

### Heritage Activities

Research specific to cultural heritage travel yields additional insight into the role of cultural heritage as a visitor activity. Because relevant information is not complete within the Great Basin NHA, the following two charts show heritage tourism in neighboring Arizona and compare heritage to other visitation activities and the ranking of heritage activities by reported participation rates. As indicated in the figures below, participating in some form of cultural arts, or heritage activities is the number one overall activity cited by out-of-state visitors to Arizona, with eight out of ten visitors (81.8%) doing so. Interestingly for the GBNHA, driving to view scenery is ranked second, generating three-quarters (74.1%) of activity participation.



**Visitor Activities, Arizona Out-of-State Visitor**



**Heritage Activities, Arizona Out-of-State Visitor**

A second tier of out-of-state activities includes several that are currently available in the GBNHA or those that could be further promoted or developed including most prominently – special events including culturally oriented events or festivals. A smaller portion of the sample participated in adventure or sports activities though this segment may be enticed into the GBNHA as a result of the region’s largely unpopulated outdoor recreation resources.

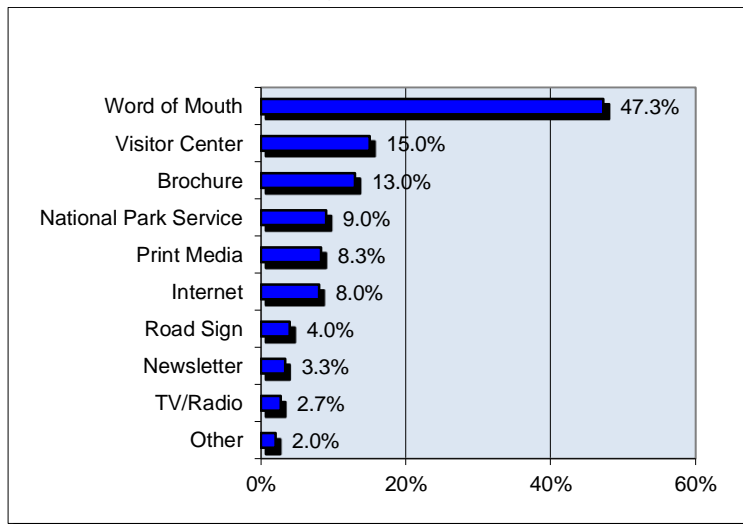
When the Arizona study looked specifically at heritage activities it found that the two with the highest rates of participation were visits to specific places including museums (79.3%) and historic sites (74.5%). A majority also reported eating at restaurants with local or ethnic food (55.7%) and shopping for local arts and crafts (54.5%). While Great Basin does have some of each of these preferred activities they are at the present time fairly modest and as such provide a development opportunity within the region.

Another activity with strong interest is visiting an archeological site or Indian reservation. Since Arizona has several national class Navajo or Hopi archeological sites and very large land based tribes, the GBNHA is unlikely to replicate a similarly high level of activity in the near term. However, data do imply that the GBHAP should develop a very close working relationship with local tribes and that tribes can enhance their economic benefits by targeting tourism as a development sector. Finally, events, festivals, and performing arts remain chosen activities, albeit for a minority of Arizona cultural visitors.

#### Heritage Area Visitor Information Sources

According to the Alliance of National Heritage Areas 2005 survey data, word-of-mouth is by far the most mentioned source of information for those visiting national heritage areas (this generally includes personal knowledge and recommendations for friends and relatives). It is interesting to note that at least in this study, heritage travelers do not use the Internet with the frequency typical of travelers overall. This could be due to limited linkages between travel websites and the surveyed NHAs or demographics of travelers that tend to use the Internet less. In any case, using the Internet to communicate heritage tourism opportunities can be expanded and should be linked to state and regional destination websites as well.

**National Heritage Area, Information Sources**



The next most mentioned source of information is visitor centers. This indicates the need for hands-on information that is typically available at visitor centers such as the Great Basin National Park Visitor Center. Fortunately, this facility is already in operation and can expect to provide a significant contribution to the array of information sources currently available as well as those to be developed for the GBNHA. Heritage travelers also use a range of traditional communication including brochures and print media including magazine articles, guidebooks, advertising and newspapers. Finally, wayfinding sources such as road signs, while not mentioned by a majority as an initial source, can help travelers navigate throughout the region once they arrive in the Great Basin.

### **Tourism Products and Experiences**

This section reviews the tourism and recreation experiences and attractions currently available within the GBNHA and the products that can serve the heritage travelers once they arrive including but not limited to commercial accommodations, eating establishments, and attractions.

#### Accommodations

##### **Commercial Lodging Properties**

Within Great Basin there are many lodging accommodation properties distributed among hotels, motels, and bed & breakfasts. Currently, there are a total of 40 commercial lodging properties throughout the Great Basin. While several properties are chain or franchised operations there also are many owner-operated lodging facilities. The bulk of the properties are standard motel properties though several on the Nevada side also include casino operations. On average the commercial lodging sector is typified by small to mid-sized motel style properties, with no destination resort facilities in the region. Average property size is 28 rooms for all 40 properties for a total of 1080 lodging units.

##### **Campgrounds and RV Parks**

There are nearly 500<sup>8</sup> RV and transient mobile home sites located in the Great Basin. In addition, there are several developed campgrounds with a total of 136 camp sites including several group sites.

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<sup>8</sup> Data from Great Basin National Heritage Area Socio-Economic and Market Profile Prepared by Chuck Nozicka Consulting in 2009.



Accordingly, camping/RV units comprise 32% of visitor accommodations. RV and developed sites are augmented by an array of dispersed and primitive camping facilities throughout the region, with most of these opportunities provided by public land managers including Nevada and Utah state parks, the Bureau of Land Management, the National Park Service and the U.S. Forest Service. These public land sites provide convenient access to numerous outdoor recreation activities such as fishing, boating, and hiking.

#### Dining Establishments

Great Basin communities offer abundant choices for American style family dining, cafes and diners, and drive-in dining on the go. The town of Ely also features an old-fashioned drug store fountain, which may have a specific appeal to heritage travelers in certain older age groups. For the most part the dining opportunities are American style pizza restaurants, diner and drive-in fast food establishments. Some restaurants offer ethnic-style food including Mexican-American, Italian-American and Chinese menus. While travelers are certain to find ample sustenance during their tour through the GBNHA, there are limited fine dining establishments and no culinary destinations as might be found in a destination resort region.

#### Attractions and Recreational Opportunities, Events

Attractions for visitors (and for residents) are discussed fully in the respective features inventory section of this document (archaeological, historic, cultural, natural, scenic and recreational).

### **Traffic Volume**

#### Interstate Access Routes

Major roadways providing access to the Great Basin National Heritage Area include I-15 bringing traffic from Salt Lake City and Las Vegas to the Heritage Area's eastern border and I-80 carrying coast to coast traffic 50 some miles to the north of the GBNHA. Access is available at Fillmore and Scipio, Utah directly to Highway 50/6. Traffic volume on the I-15 at Highway 50 is a significant 13,550 vehicles per day on annual average basis (Average Annual Daily Trips=AADT). At connectors off the Interstate the volume is an expected lesser 1,395 AADT.

While I-80 does not run within or adjacent to the GBNHA it does provide access via connection to north/south running US 93 and US Alternate 93 at Wendover. On an annual basis 6,000 vehicles use I-80 each day. Counts just south of the Interstate but on Alternate 93 are a lower 760 AADT. Finally, note the higher volume on the I-15 corridor due to its status as a connector between metropolitan areas of Las Vegas, Salt Lake, and points in between.

General traffic patterns between the I-15 to the east across the Highway 50/6 corridor to the western edge of White Pine County indicate a peak AADT concentrated in the large communities of Delta (4,660 AADT) and Ely at the US 50 and US 93 junction (10,000 AADT). Traffic counts in mid point regions – those that are more likely to represent visitor travel versus resident trips – range from a low of 285 at the state line to 820 AADT north of the Major's Junction about 25 miles into Nevada from the Utah border.

The north/south running US 93 corridor, which provides off access from the I-15 near Las Vegas to Ely, shows traffic patterns similar to the east/west 50/6 corridor with a spike of activity at the Ely 50/93 junction and significantly more modest volumes in the outlying areas, with a AADT of 540 vehicles just south of the White Pine County line at US 93 (nearly identical to the 530 at the west White Pine County line).

#### Visitor Traffic Volume

The traffic counting site most likely to represent visitor travel across the bi-state GBNHA is at the Utah/Nevada Stateline. Also providing access to Great Basin National Park from the east, this station shows an average rate of daily traffic (between 2001 and 2007) at 373 vehicles per day.

#### Wayfinding

Wayfinding generally refers to a system of signs and maps that allow a visitor to efficiently navigate to and within a destination region. Road signs on major highways are part of this system with signage designed with the traveler in mind known as T.O.D.S. – or Tourist Oriented Directional Signage. At present GBNHA has no integrated wayfinding system. Existing signage is largely limited to directional road signs and an array of various gateway and recreation site signs provided by private and public entities.

#### Corridor Design and Proposed Wayfinding System

The Nevada Department of Transportation has recently conducted a study of and provided recommendations for corridor US 50/6 and US 93 design standards and wayfinding systems. Though focused on the Nevada portion of the GBNHA, these recommendations are applicable to both states since they do rely on existing Federal Highway Administration (FHWA) and the Manual on Uniform Traffic Control Devices (MUTCD) guidelines. This study – The US 93, East US 6, and East US 50 Landscape and Aesthetics Corridor Plan (2008) – is a superb starting point for guiding the GBNHA toward an effective wayfinding system to get visitors to and through the Heritage Area.



Drawings represent icons proposed by Nevada Department of Transportation to represent features of the region.

#### **Water Issues**

In 1989 the Las Vegas Valley Water District (LVVWD) filed an application to extract 25,000 to 50,000 acre feet (af) annually of groundwater from under the Snake Valley. The Snake Valley is located in both White Pine County, Nevada and Millard County, Utah and stretches across the Nevada border where the main industry is currently ranching. (Previously the LVVWD had gained access to much of the water in

the Spring Valley in White Pine County, Nevada primarily by buying up land and associated water rights.) The Southern Nevada Water Authority (SNWA) has applied to the Bureau of Land Management (BLM) for rights-of-way to build a pipeline to carry the water to the Las Vegas Area.

In 2009 a draft water agreement between the State of Nevada and the State of Utah was released. The agreement, if signed, will delay the Snake Valley hearing until 2019, divide the water between Utah and Nevada, outline protections for current water rights holders, and require the states to set baseline environmental triggers which would require action if degradation of vegetation or wildlife occurs.

County officials and residents of White Pine and Millard Counties have the following concerns about the Utah/Nevada Snake Valley Water Rights agreement: (1) lack of sufficient water to maintain "family sustaining" employment in White Pine and Millard Counties; (2) lack of sufficient water to sustain economic viability and growth in White Pine and Millard Counties; (3) lack of sufficient water to sustain ground vegetation, thereby negatively affecting the desert environment; (4) inability to accurately monitor ground water draw-down; (5) the long lag-time before effects of water draw-down on excess water recharge are experienced; and (6) the ability of Nevada to honor the agreement to protect the oldest water rights first after large investments in infrastructure are made. (A similar list of concerns extends to potential extraction and export of water from Spring Valley.)

## **Organizational Resources: The Partnership and its Partners and Stakeholders**

Each of the sections of this chapter has described a resource upon which the Management Plan is to be built. This section is about the organizational resources available. The first and foremost one is the Great Basin Heritage Area Partnership together with its component partners. Also important are its potential partners and stakeholders. This section describes the Partnership in detail, lists its partners to date with a brief description of what each has agreed to bring to the project and suggests what more it might bring. Following that, there is a list of organizations that are perceived to be stakeholders with regard to the GBNHA.

### **The GBNHA**

The creation and development of the Great Basin National Heritage Area and its coordinating entity the Great Basin Heritage Area Partnership was long and slow. The process began with a small informal group of people near the Utah/Nevada border and the Great Basin National Park and then spread more widely into a guided grassroots effort encompassing a wide variety of organizations spread across the center of both states. However the protracted period of formation took its toll and the number of entities as well as the geographic footprint of the initially envisioned area became smaller.

### **History of Administrative Development of the Great Basin National Heritage Route**

Because no formal organization was incorporated until 2000, a number of existing formal organizations and ad hoc groups worked together for several years toward what would later crystallize as a common end—development of a national heritage area and creation of a managing entity (the Partnership) for the.

The process more or less began in 1997 when the Nevada Commission on Tourism (NCOT) funded a comprehensive tourism development strategy for the Baker, NV Great Basin Business Council (a small local organization serving the town's gateway relationship with the Great Basin National Park.) The final report issued in May of 1998 included a recommendation for a wider, regional tourism development approach, especially heritage tourism development. This regional strategy gave specific attention to the possibility of working toward congressional designation of a Great Basin National Heritage Area for the region, including that portion of the Highway 50 corridor within White Pine County, Nevada and Millard County, Utah and beyond.

In 1998 (while the first report was still being prepared) a second grant was received from the Nevada Commission on Tourism. This time it was for partnership development related in part to the study begun the previous year. An exploratory meeting was held in Baker, Nevada on November 5, 1998. Approximately seventy people from Baker, Ely and Delta met in Baker Hall in November to listen to an NPS representative explain the meaning of a heritage area and the work involved attaining designation.

This was followed by meetings in Ely, Nevada in December 1998 and January 1999 and Delta, Utah in February 1999. These meetings were well attended, and public support was expressed for the National Heritage Area idea.

A report (funded by the second grant) was released in 1999 by consultant Chuck Nozicka together with Planning and Market Research of Denver, CO. It was titled Great Basin Heritage Area Feasibility Report.

Meanwhile the nascent group held meetings in Eureka, Nevada in March 1999 and Austin, Nevada in May 1999. Those in attendance at these meetings were enthusiastic, but the number attending was small, especially in Eureka.

While planning moved ahead, progress was made on the programming and informational front. In June of 1999 a grant was received from NCOT by the Pony Express Territory (PET), a group representing tourist interests along US Route 50 in Nevada, to develop and produce a Baker and GBNHA brochure. Consultants were hired to develop the Heritage Area brochure and a program of events called Great Basin Celebrations at the Millennium which introduced the Heritage Area to the public while showcasing attractions that are integral to the uniqueness of a heritage area.

Millard County Tourism granted money towards partnership development. The White Pine County Tourism & Recreation Board granted funds for marketing the county's special events. NPS Rivers & Trails provided technical assistance.

A newsletter was produced in September of 1999 and mailed to everyone on the mailing list which now numbered over eighty.

By-laws for GBHAP were approved in 2000. Articles of Incorporation for the Great Basin Heritage Area Partnership were executed in 2000 as well. The Partnership formally incorporated in Nevada and an application for Authority to Conduct Affairs for a Foreign (out of state) Corporation was filed in Utah.

In December of 2000, Senators Reid and Ensign of Nevada and Hatch and Bennett of Utah introduced SB3272, which proposed the designation of the Great Basin Heritage Area as a National Heritage Area. However, it took 7 years to achieve national designation, despite its approval by the Senate 3 times and the House once during those years.

Meanwhile, with encouragement from the State of Utah Department of Community and Economic Development, the Partnership applied for and received a \$10,000 grant for 2001-2002 with which the new non-profit organization was able to set up the framework for the Great Basin Heritage Area Partnership and develop its understanding of National Heritage Areas and the process for becoming one. During these years the organization acquired many partners and champions of its cause from both states. These included humanities councils, art councils, tourism boards, chambers of commerce, museums in both counties, national historic landmarks and sites in both counties, heritage groups, cultural commissions, and the two state departments of transportation and tourism. The county commissions of Millard and White Pine Counties, as well as the city councils of Ely and Delta, the economic development groups of both counties and the town boards of the smaller communities provided support as well.

In February of 2001, Eureka and Lander Counties decided to no longer participate in the project. Some believed this change would make the project more viable, as the now smaller area (from Delta, Utah to about 50 miles west of Ely, Nevada) would be more compact, and make communication and cooperation far easier for the Partnership.

With funding from NCOT the website for the Partnership/Route was enhanced in 2003. Small periodic updates were made regularly until September 2008.

With funding from an Arts and Rural Community Assistance grant from the Forest Service and the National Endowment for the Arts, a consulting folklorist was able to conduct folklore fieldwork in Millard County, plus a bit in White Pine County. This helped provide a general overview of the cultural patterns of the area and to document a representative sample of artists and traditions.

Federal designation was accomplished by the Establishing Act signed into law on October 12, 2006. A Cooperative Agreement was executed between NPS and GBHAP In 2007.

In 2007 the Partnership received a \$96,000 appropriation from the State of Nevada to assist in organizational development and management planning.

Also in 2007 a series of five general public and invitational scoping meetings were held in Millard County, Utah and White Pine County, Nevada and in both state capitols. (Public meetings were held August 14 in Delta, August 15 in Ely, August 16 in Fillmore then later invitational meetings on November 19 in Carson City and November 28 in Salt Lake City.) This series of meetings provided planning insight into public support, as well as concerns into the establishment of the Great Basin National Heritage Route. The scoping report was released to interested parties via U.S. mail, email and website in March, 2008. Along with a list of publicly expressed issues and concerns the report provided potential responses. It also presented a list of potential partners, a list of potential projects for early success, a list



of potential longer term projects, a list of potential funding and assistance sources and a summary of comments on interpretive themes. The report was well done and covered some of the material and issues missed in the “feasibility study” of 1998. But it was not designed to detail any of the proposed features nor assess the actual feasibility of performing early success or long term projects or probability of continued involvement of proposed partners or funders.

In 2008 the Partnership hired a full time Executive Director. The year was consumed with research and organizational detail. Contracts were let for a socioeconomic study and for marketing and branding. A strategic planning process was begun. Budgets were developed and a timeline for completion of the Management Plan was drawn.

In 2009 the Partnership constructed a kiosk that was to be its early success project and again revised its website. It also began to distribute regular quarterly newsletters. A contractor was hired to facilitate public involvement and produce an interpretive plan. The latter was completed in 2010. Management planning continued through 2011.

### **Partnership Challenges**

Current challenges to the organization include courting partners, rebuilding regional enthusiasm, finding funding, assuring staffing sufficiency and continuity and maintaining and carrying out standard operational policies and processes.

### **Governing Board**

The Partnership is governed by a board of directors that consists of 4 members who are appointed by the Board of County Commissioners for Millard County, Utah; 4 members who are appointed by the Board of County Commissioners for White Pine County, Nevada; and a representative appointed by each Native American Tribe participating in the Heritage Route. At this time the only tribes that have chosen to be actively involved are the Ely Shoshone and the Duckwater Shoshone. So there are 10 board members.

### **Mission Statement**

Officially the mission statement (revised by the Board in 2011) states:

*To develop and enable partnerships to help identify, research and evaluate, conserve, protect, interpret and promote the archaeological, historical, cultural, natural, scenic and recreational resources of the Great Basin National Heritage Area in a way that enhances economic opportunity without managing or regulating land use.*

### **Goals and Strategies of Partnership**

The following goals, objectives and tasks were adopted by the Partnership Board in 2009 and revised slightly in 2011. These documents will be used as a basic framework for the Management Plan.

**Goal 1.** *The Partnership will conserve, preserve, and enhance the Resources in the area set forth in the enabling legislation by establishing cooperative relationships.*

**Goal 2.** *Promote understanding and appreciation of the Great Basin National Heritage Area through Education and Interpretation.*

***Goal 3. Foster Heritage Tourism and Recreation in the Great Basin National Heritage Area.***

***Goal 4. Forge partnerships, select, coordinate and promote heritage projects that enhance economic opportunity within the communities of the GBNHA.***

***Goal 5. Create a diverse, highly motivated and sustainable operating organization for the Heritage Area that strengthens itself and its component partners.***

**Partners and Stakeholders as Resources**

The true purpose of the Partnership is to gather associates—other organizations within and outside of the region to meet the purposes of the Heritage Area and to provide a framework in which this is to be done. Such partnerships provide the opportunity for each partner's action to be leveraged by others. Initial efforts to attract partners began with exploratory meetings and later with scoping meetings. Support and enthusiasm were orally expressed by many potential partners.

Several lists of potential partners and stakeholders have been created. These began by making lists of those invited to early organizational and scoping meetings. They were augmented or revised on the basis of those who attended these meetings. Other names were added as new organizations were contacted or as organizations contacted the partnership. Below is a chart alphabetically naming stakeholders from all such available lists. Those in bold are those the partnership has developed an ongoing relationship with whom it has had regular recent<sup>9</sup> contact. Those in italic are ones with which the Partnership had developed a formal relationship through signed agreements by the date of this draft.

Airstream Caravan Association	KDSS Radio-Ely	<b>Reno Gazette Journal</b>
<b>ANHA</b>	Kanosh Band	Scenic Nevada Magazine
Audubon Society	LDS Foundation for Donating	<b>School of the Natural Order</b>
Baker Ranches, Inc.	Lied Foundation Trust	Scipio, UT
Bald Mountain Mine	Lincoln Highway Assn. Nevada Chapter	Seventh Generation Fund for Indian Development
<b>Border Inn--Baker</b>	Lincoln Highway Association	Sierra Pacific Nevada Power
Bristlecone Motel-Ely	<b>Lincoln Highway Eastern Nevada Chapter</b>	Sierra Pacific Resources Charitable Foundation
Bureau of Land Management	Long Now Foundation	Silver State Restaurant
<b>Bureau of Land Management, Ely District Office</b>	Lund, NV	Smithsonian Institute
<b>Bureau of Land Management, Fillmore District Office</b>	Lynndyl, UT	Soaring Society of America
Bureau of Land Management, Nevada State Office	<b>McGill Drugstore Museum</b>	SoCalGas
<b>Cave Lake, Nevada Division of State Parks</b>	McGill, NV	Sons of Utah Pioneers
Chamber of Commerce-Nevada	<b>Millard County</b>	Southern Nevada Water Authority
Chamber of Commerce-Utah	<b>Millard County Chronicle</b>	Sportsworld of Ely
Chambers of Commerce-local	<b>Millard County Economic Development and Tourism</b>	<b>State of Nevada</b>

<sup>9</sup> Those in bold have been in contact with more than one two way communication in 2009, 2010 or 2011.

Chupadera Archeological Resources	Mining Interests	<b>State of Utah</b>
Conrad N. Hilton Foundation	Mormon Heritage Association	The American Rock Art Research Association (ARARA)
Cosmic Ray Center-Delta	Mormon Historic Sites Foundation	The Ely Mural Project
<b>Cove Fort Historic Site</b>	Mormon Pioneer National Heritage Area	<b>Topaz Museum</b>
Crystal Caves	<b>Mountain West Digital Library</b>	Town of Cherry Creek, NV
Daughters of Utah Pioneers	Mt. Wheeler Power	<b>United States Senate</b>
<b>Daughters of Utah Pioneers, Millard West Company</b>	National Archives	University of Nevada Las Vegas
Delta City Library	National Audubon Society	University of Nevada Reno
<b>Delta City, UT</b>	<b>National Park Service, U.S. Department of the Interior</b>	<b>University of Nevada Reno Oral History Project</b>
Densho	<b>National Parks Conservation Association</b>	University of Utah
Deseret Heritage Association	National Pony Express Association	University of Utah-Cosmic Ray Center
Deseret, UT	National Pony Express Association Nevada Division	<b>U.S. House of Representatives</b>
<b>Desert Mountain Reality Inc.-Ely</b>	National Trust for Historic Preservation	U.S. Fish and Wildlife Service
Donald W. Reynolds Foundation	Nature Conservancy	USDA Forest Service
<b>Duckwater Shoshone Tribe</b>	<b>Nevada Arts Council</b>	USDA Forest Service, Intermountain Region
E. I. Wiegand Foundation	<b>Nevada Commission on Tourism</b>	USDA, NRCS
E. L. Cord Foundation	<b>Nevada Department of Conservation &amp; Natural Resources</b>	Utah Arts Council
<b>East Ely Railroad Depot Museum</b>	<b>Nevada Department of Cultural Affairs</b>	Utah Department of Conservation & Natural Resources
<b>Eastern Nevada Landscape Coalition</b>	<b>Nevada Department of Transportation</b>	<b>Utah Department of Transportation</b>
Economy Drug-Ely	<b>Nevada Department of Transportation, Ely Office</b>	Utah Division of Forestry
Ely Renaissance Society	Nevada Dept. of Education	Utah Division of Indian Affairs
<b>Ely Shoshone Tribe</b>	Nevada Division of Fish and Wildlife	Utah Division of State Parks
Ely Soaring	Nevada Division of Forestry	Utah Division of Wildlife
<b>Ely Times</b>	<b>Nevada Division of Museums and History</b>	Utah Division of Wildlife Resources-Southern Region Office
<b>Ely, NV</b>	Nevada Division of State Parks	<b>Utah Economic Development Tourism</b>
Federal Highway Administration	Nevada Division of Wildlife	Utah Governor's Office of Budget and Planning
<b>Fillmore City, UT</b>	Nevada Historical Society	<b>Utah Governor's Office of Economic Development</b>
Friends of Nevada Wilderness	Nevada Humanities Council	Utah House of Representatives
Garnet Mercantile-Ely	Nevada Legislature	<b>Utah Humanities Council</b>
GB Native American Cultural Museum	<b>Nevada Magazine</b>	Utah Museum Services
Goshute Band	Nevada Mining Association	<b>Utah Office of Tourism</b>
Goshute Business Council	<b>State of Nevada</b>	Utah Quilt Guild

Great Basin College	Nevada Outfitters and Guides Association	Utah Rock Art Research Association
<b>Great Basin Foundation</b>	Nevada Rock Art Foundation	Utah State Historic Preservation Office
Great Basin Historical Society	<b>Nevada State Historic Preservation Office</b>	Utah State University
<b>Great Basin Institute</b>	Nevada State Library and Archives	Utah Travel Council
<b>Great Basin Museum</b>	Nevada State Museum	Utah Wilderness Coalition
<b>Great Basin National Park</b>	Nevada State Publications Library	Vans Hall
<b>Great Basin National Park Foundation</b>	Nevada Wilderness Coalition	Wells Fargo
Great Basin Natural History Association	Nevada Wilderness Project	Western Folklife Center
<i><b>Great Basin Trails Alliance</b></i>	Northeastern Nevada Museum	<i><b>White Pine Chamber of Commerce</b></i>
<b>Great Basin Water Network</b>	<i><b>Northern Nevada Rail Road</b></i>	White Pine Conservation District
Greenspun Family Foundation	Oak City, UT	White Pine County
Hidden Canyon Guest Ranch	Outdoor Utah	<b>White Pine County Commission</b>
High Desert West	Outdoor Utah Magazine	White Pine County Economic Development Council
Hinckley, UT	Paiute Tribe of Utah (Paiute-Kanosh)	White Pine County Museum
Historic Hotel Nevada & Gambling Hall-Ely	Preserve Nevada	<b>White Pine County Tourism &amp; Recreation Board</b>
Historical Society of Utah	Quadra Mining Ltd., Robinson Nevada Mining Co.	White Pine County Tourism Council
<i><b>Humbolt-Toiyabe National Forest</b></i>	Ramada Inn & Copper Queen Casino--Ely	<b>White Pine Public Museum</b>
Intermountain Power Delta	<b>Reflections Magazine</b>	<b>White Pine School District</b>
Jail House Casino-Motel-Ely	Renaissance Society	Nevada Cattlewomen

Getting partners and stakeholders engaged in the Great Basin National Heritage Area is a goal for the Partnership and critical for its overall success.

The enabling legislation calls for reporting in this Management Plan a list and statement of the financial commitment of the initial partners to be involved in developing and implementing the management plan and specific commitments by the identified partners for the first 5 years of operation.

The required list of initial partners is reflected in the chart above. For reasons likely related to current economic conditions, no organization or agency has been willing to commit to ongoing financial support of the Partnership. Even the cooperative agreement that the Partnership has with the NPS states: "The NPS will provide funds to GBHAP in amounts authorized by the Act...contingent upon those funds being appropriated by Congress".

However, the Partnership has enjoyed robust financial support from the State of Nevada and has received regular financial project support from the Nevada Commission on Tourism. It has also received periodic support from the Utah Division of Tourism in the Department of Economic Development. Furthermore, several local organizations (shown in italic on the preceding chart) have signed agreements with the Partnership that pledge support and in-kind participation on projects of mutual interest. Copies of these agreements are found in the Appendix.

# Chapter 5—The Plan

This plan based on the foregoing “foundation” and developed from the Preferred Alternative provides a management framework and guide for decision-making by the GBHAP and its constituent heritage partner organizations as they work to achieve the mission and goals for the Great Basin National Heritage Area.

## Mission and Goals

This plan includes the following elements:

- **Plan Mission** describes the direction and ongoing purpose for the GBNHA and its coordinating Partnership. It is:  
*To develop and enable partnerships to help identify, research and evaluate, conserve, protect, interpret and promote the archaeological, historical, cultural, natural, scenic and recreational resources of the Great Basin National Heritage Area in a way that enhances economic opportunity without managing or regulating land use.*
- **Plan Goals** establish broad directions for future initiatives and programs in support of the heritage area mission. The goals address heritage resource conservation and enhancement, education and interpretation, community revitalization, heritage tourism /recreation and partnership development.
- **Plan Strategies** describe the types of programs and actions that will be carried out through partnerships of public and private heritage area agencies, organizations, and institutions to achieve the mission and goals. A total of 16 strategies have been identified, each of which addresses a subject area related to one of the five goals.
- An **Implementation and Management** section in this chapter provides direction for decisions and actions that will be taken to implement the Plan. Included are:
  - Definition of GBHAP’s role as the heritage area management entity
  - Principles and criteria for decision-making
  - Action programs to be undertaken as priorities during the first two years of plan implementation
  - Guidance for monitoring success in achieving the plan

## Plan Strategies

A wide range of strategies is proposed to “activate” the Great Basin National Heritage Area. Although these strategies are assigned to discrete goals, they are designed to intersect, overlap, and complement one another in achieving the basic purposes of the heritage area. The four primary interpretive **messages**: 1. The Great Basin is anything but empty; 2. The Great Basin is not great for everyone or



everything, but it is great for some; 3. Patterns of life in the Great Basin are all integrally linked to each other and dictated by the Great Basin; 4. Limited resources, especially water, are a continual cause of conflict and change in the Great Basin; and interpretive **themes**: *Religion & Seclusion, Visionaries and Freedom, Seasonal Migration – Plants, Animals and Early Human Inhabitants and Economic Migration – Minerals, Industries, and Transportation; The Formation of the Great Basin;* are integral to and interwoven throughout the strategies. (The papers titled *Thematic Contexts* and *Proposed Thematic Development* in the Appendix expand on each of the themes and propose utilization ideas.)

In keeping with the purpose of the Plan as a management framework and guide for decision-making, the strategies are not intended to be exhaustive or prescriptive in nature. Rather they have been crafted to illustrate the various ways heritage partners can work together to preserve and enhance the area's historical, cultural, natural, and recreational heritage. Because the Great Basin is a dynamic and evolving region, new opportunities will continue to emerge that support the heritage area goals and strategies. The railroad demonstration interpretive program with the Northern Nevada Railway and the sheepherder oral history project are examples of two initiatives launched while the Management Plan was in preparation.

## **1. HERITAGE RESOURCE CONSERVATION AND ENHANCEMENT**

This goal will be served by three strategies listed immediately below then detailed thoroughly beyond. The three strategies and their associated tactics are:

- Identify, research, evaluate heritage features (and rate or prioritize regional projects)
- Conserve, protect heritage features (become a technical clearinghouse and partner)
- Advocate for heritage features (support local plans, comment on proposed plans)

### ***1A. Enable research to ensure identification, information development and recognition of all of the region's significant heritage features.***

Preservation is not a product, but rather a process, and therefore it is ongoing. Preservation also requires understanding, hence the need for systematic research and documentation to support preservation efforts. Systematic documentation also helps to sustain interpretive links (Strategies 2A and 2B) and education (Strategy 2C).

In order to properly prepare this plan the GBHAP conducted a thorough inventory of heritage features within the GBNHA. But undoubtedly some important features were overlooked. The identification of heritage features will be an ongoing practice adopted by this plan. The inventory also attempted to gather a cursory amount of information about each feature in order to determine if an important initial project associated with preservation of the feature should be proposed for this plan. But substantial research should proceed for nearly every identified feature in order to properly preserve information about each feature and use the information to determine future management of the feature. Such further information will also be of value to carry out interpretation of the feature and to determine its suitability in promoting tourism/ recreation and its potential role in community development. Thus, this plan proposes to:

• **Identify additional historical and cultural resources:** Identification and research (and later possible designation) are important starting points for historic and cultural resource stewardship. In few locales within the GBNHA are heritage resources being systematically inventoried. In addition to setting standards for stewardship, effective local and county efforts can be leveraged to encourage studies that help to fill in gaps in particular parts of the heritage area. Most efforts to identify and document heritage resources will likely be carried out at the local level but, by framing them in a regional context, each local effort can achieve greater significance and improve its chances for funding.

As each new heritage feature is identified there will be an attempt to evaluate it in terms of its condition, importance, need for preservation and return on potential investment. Potential new projects or programs may be identified in relationship to each feature. Each such project will be prioritized with the full knowledge and recognition that all priorities will become relative to existing projects and any that may be identified in the future. This dynamic approach to prioritization will keep the plan focused on high value long-term projects while remaining nimble enough to recognize important new initiatives.

Project examples of heritage research inventory include:

- A project to partner with the Topaz Museum and others to identify the current location, ownership and condition of all of the buildings original to the Topaz Japanese Internment Camp that have been moved off the site over the years for other purposes;
- Assist Nevada State Parks and other partners in completing for the GBNHA the phase two of its trail inventory for Nevada and work on a similar project for the Utah portion of the GBNHA; and,

Work with partners (GBHAP, SHPOs, universities, and land management agencies) to complete the inventory of known historic, cultural and natural resource assets for both counties—a project that has already begun.

Initially more research may focus on projects including (among others): review of a substantial trove of mining photographs; review of the Operation Haylift (1950) documentary of weather impacting sheepherding in 1948 and 1949; and on the Guggenheim and McGill family connections to mining in the GBNHA.

***1B. Conserve, preserve, and enhance the Heritage Resources in the area as set forth in the enabling legislation.***

Although preservation activities in the GBNHA began slowly, over recent decades historic preservation has expanded in scope and in scale. Moreover, the preservation movement recognizes many different kinds of intervention: preservation (maintenance as is), conservation (stabilization and repair), restoration (return to an earlier condition), reconstruction (replication), and rehabilitation (returning to utility sometimes involving adaptive re-use). Instances of these different preservation practices can presently be found within the heritage area (e.g., adaptive reuse of the old Ely Post Office as an events center; the use of the Utah Territorial Statehouse as a museum and for public events; reconstruction of the many features of the Northern Nevada Railway).

In its initial stages, the preservation movement concentrated primarily on single sites and structures, mostly associated with prominent people and events. Cove Fort and the Utah Territorial Statehouse and the Ward Charcoal Ovens are salient instances of this approach. Over time, the preservation movement has broadened in scope beyond single buildings to include assemblages of structures, neighborhoods, and landscapes. This has been particularly successful in East Ely with the railroad and area preservation. Community goals in these efforts range from protection of historic structures, traditional aesthetics, or property values to growth management to economic revitalization and heritage tourism. Throughout the country in recent years, new attention is being paid to preservation of rural landscapes, including farms, ranchlands, scenic and natural areas. These should be considered within the GBNHA as well.

Within the GBNHA, numerous resources have been identified as historically or culturally significant, ranging from single structures to whole landscapes. Community groups, preservation and conservation organizations, historical societies, public agencies, government agencies and other groups have already taken responsibility for the stewardship of many different kinds of resources. The need to sustain these resources is becoming recognized within the heritage area.

However, the conditions under which our heritage resources exist vary widely within the region. While some resources fall within the purview of federal management or managers of federal register sites, other areas have listed relatively few significant sites and resources or have few mechanisms in place to promote stewardship, even in the public sector. Both White Pine County and Millard County have relatively few sites listed on the National Register of Historic Places, although there exist numerous landscapes, sites, and structures of potential historical significance. Achieving greater consistency in standards across the region—while recognizing particular local circumstances and concerns—is an integral part of the Management Plan preservation strategy.

The GBNHA offers opportunities to promote the preservation and enhancement of these resources at a regional level. These efforts can take two related but distinct forms:

1. A focus on stewardship of heritage resources of regional (as distinct from local) significance
2. An effort to raise the levels of stewardship practice to a more consistent level throughout the heritage area among public agencies, private organizations, and individuals engaged in historic preservation

In order to reach this goal **the GBHAP will become a clearinghouse for technical data and processes and funding** for planning, funding and carrying out heritage preservation, conservation, restoration, reconstruction or rehabilitation. It will also **partner with constituent members to carry out priority projects** by either adopting joint projects or granting funding for such projects. It should be noted that any such specific projects will first be subjected to any required environmental review. The process for approaching any such project will include the following steps:

For any historic (or other) properties under consideration for preservation, conservation, restoration, reconstruction or rehabilitation the following will be performed:

- Check available documentation, evaluate the historic character (how it looks today) ;
- Assess architectural integrity including physical condition;

- Plan for rehabilitation work;
- Check codes and other legal requirements; and,
- Check use of federal funds/ review requirements and check available publications.

Not all preservation programs will deal with architectural, land or even physical elements. Examples of possible initiatives of these types include: Duckwater Shoshone cultural heritage preservation (including linguistics, music and craft), the Regional Oral Histories Program (particularly of sheepherding) and the digital preservation program including oral histories, audio, video, photos, postcards, letters etc.

In carrying out this strategy, a number of tactics and techniques will be employed:

• **Focus on heritage nodes:** Identification of heritage nodes (if possible) will call out many significant historical and cultural resources and help to promote new awareness of stewardship responsibilities. For example many sites can be directly linked to the theme of settlement based on *economic migration*. Thematic linkages will draw visitors to established sites that serve as models for good stewardship. The various identified themes can be developed through interpretive programs and displays at many sites, giving visitors concrete instances of stewardship at work.

The GBHAP may work with its partners to use the Nevada Northern Railway to tie together the towns of Ruth, Ely and McGill to tell a single story of *economic migration* leading to prospecting, mining, and smelting, railroad building and cultural diversity leading to community development. It will use this story to develop a sense of heritage within the community. This story together with physical development and restoration will help project a trajectory for these communities into the future.

Use the Mormon western Utah *economic migration* and settlement story to tie together the constancy required for development of farming, ranching and railroad and highway development that led to somewhat broader cultural diversity and the independence of small far-flung communities.

• **Build on existing regional linkages:** Expansion of the Heritage Route system from its Highway 50 backbone to include US 93, US 6, the I-15 corridor and some smaller state roads and development of a visual design framework (see Strategy 3A) will call out many significant historical and cultural resources and help to promote new awareness of stewardship responsibilities. Many sites can be directly linked to the GBNHA themes. Thematic linkages will draw visitors to established sites that serve as models for good stewardship. The themes can be developed through interpretive programs and displays at many sites, giving visitors concrete instances of stewardship at work.

• **Coordinate regional preservation efforts:** Preservation efforts operate largely at the local or county or individual level. While this reflects local conditions and circumstances, collaboration among preservation agencies throughout the region can help to articulate a set of basic standards for resource preservation and to promote local preservation efforts. A regional preservation “roundtable” could serve as a vehicle for exchanging information and providing instances of “best practice.” Such a roundtable could coordinate and promote local activities such as an annual schedule of preservation events. It could also serve as a vehicle for developing new voluntary partnerships among preservation agencies, organizations, and concerned individuals.

- **Promote programs that feature “best practice” in stewardship:** Heritage preservation operates most powerfully and perhaps meaningfully at the local level and these local preservation efforts could address whole communities, historic districts, single sites, and even rooms and assemblages in historical museums. At the local, county, and regional levels, tours and publications can encourage awareness and appreciation of “best practice” in historic and cultural preservation.

- **Encourage voluntary stewardship of significant sites:** Regional efforts are needed to help promote stewardship by private owners of significant historical resources. Coordinated publicity and dissemination of standards can help to encourage voluntary stewardship of resources that are deemed to be regionally significant. Public-private partnerships can help to engage private agencies, organizations and citizens in the preservation of regionally significant resources and encourage use of the full range of preservation tools, such as tax credits for rehabilitation or adaptive reuse, conservation easements, assessments, zoning and development reviews, and public recognition/interpretation.

- **Mitigate the impacts of increased use at established sites:** As heritage tourism increases within the GBNHA, pressures on established cultural and historical resources will also expand. Many of the best-known and active sites and resources will be involved in regional efforts to promote tourism and local visitation. Such regional marketing should be informed by a stewardship ethic and clear standards that encourage established sites to protect their resources from the wear-and-tear that accompanies increased usage.

- **Partner to protect additional historical and cultural resources:** Designation through the state and national registers should be encouraged and commonly practiced.

Historic preservation is an ongoing process, as in each generation new resources become eligible for designation, protective mechanisms (e.g., easements), and tax benefits. By adding new heritage resources to recognized listings, public agencies, private organizations, and individuals can enhance public awareness of stewardship and encourage a growing number of property owners and managers to participate in public-private partnerships and other voluntary preservation programs.

Because the GBNHA is a federally designated area, cooperating partners will need to be cognizant of the national preservation standards embodied in *The Secretary of the Interior’s Standards for Rehabilitation*. Additional resources are available through programs of the National Trust for Historic Preservation and the National Park Service, including Heritage Preservation Services, the Historic American Buildings Survey, the National Center for Recreation and Conservation, the American Indian Liaison Office, and the National Register of Historic Places. State Historic Preservation Offices (SHPO) oversee the historic resource listing process in Nevada and Utah for the National Register of Historic Places. The SHPOs have records that are available for researchers. State arts and humanities councils and private, not-for-profit organizations, such as the Western Folklife Center in Elko, can help to broaden preservation perspectives to include aspects of folk life and traditional cultures.

Cultural and historical resource preservation is, and will continue to be, the foundation for heritage interpretation, education, and visitation in the GBNHA. Preserving legacies from the past creates cultural capital for the present and for future generations. This kind of stewardship or curatorial



management is essential to protect the irreplaceable, while making the meaning of our built environments accessible to residents and visitors alike.

***1C. Advocate sustainable facility and land use, open space and viewshed preservation, and careful resource development related to the GBNHA's cultural and natural landscapes.***

The GBNHA's historical, cultural, and natural resources have been shaped by centuries of human activity: farming and ranching, resource extraction, smelting, commerce, and core community development. Contemporary small but significant changes are occurring around communities while larger scale perhaps more profound changes may be threatening to the heretofore lightly trammled landscape.

In recent decades core communities have been expanded and their function and appearance altered by small scale suburban development. The results of this trend are modest but broadly practiced near communities throughout the heritage area. Small shopping centers, office clusters, tourist support businesses and residential developments have expanded out along entering roadways of the region's scattered towns, particularly near Ely, Delta and along the I-15 corridor. At the same time, older town centers already too small in this region to sustain diminishment, have declined as economic activity shifted to new peripheral hubs of commerce. These trends have impacted heritage resources near towns like rural agricultural lands that are being slowly consumed by "sprawl". But more importantly town center historic properties are deteriorating due to the lack of economically feasible uses.

Meanwhile, larger scale and perhaps more profound changes are eminent as a new "land rush" is materializing to utilize open private and government lands (particularly BLM lands but impacting all properties in the region). Proposed uses include transmission routes, extractive sites, and new industries such as electric plants, wind or solar farms or possibly remote storage depots. If the area's cultural, natural and scenic landscapes and other valuable heritage resources are to be preserved for future generations, continued proactive planning and growth management is needed at the regional and local levels to promote sustainable development. This means working with local regulatory entities: planning boards and committees, county commissions and city governments.

The need to manage growth and more particularly development to protect the GBNHA's cultural and natural resources is widely recognized and is being addressed by a variety of governmental planning and preservation initiatives at the state, county, and local levels. Examples include the White Pine County Public Lands Policy Plan and its community assessment of 2010, the Socioeconomic Study for Water Extraction in Millard County and the State of Nevada Public Lands Planning and Policy statement of 2011 and Utah's Six County Association of Government, Comprehensive Economic Development Strategy that included Millard County. In addition to government agencies, a number of private, nonprofit organizations are actively involved in heritage resource preservation within the GBNHA. These organizations range from national entities such as the Long Now Foundation to local nonprofits such as the Great Basin Water Network, and the Eastern Nevada Landscape Coalition.

The Great Basin National Heritage Area is not a regulatory initiative, nor can federal funds received through this program be used to acquire real property or an interest in real property. While there is no

intent to dictate regional or local policy or legislation, a tremendous opportunity exists to build on current planning and preservation programs through voluntary partnerships involving public and private agencies, organizations, and citizens in the preservation and enhancement of heritage resources. Examples of such activities include partnering to:

- **Advocate for the protection of heritage resources determined to be regionally significant:** These efforts would pool the resources of federal, state, county, and local governments and private organizations in initiatives to protect important resources in targeted areas (e.g., large relatively unaltered visual landscapes, water resources that maintain the existing heritage plant and animal assemblies, clean air that keeps night skies dark and clear, intact agricultural and ranch landscapes, clean water for fishing, un-bisected “wilderness” trail routes and even the airspace required to sustain open opportunities for long distance soaring.) A variety of techniques to protect significant cultural, historical, and natural resources could be used by public and private sector heritage partners, such as (the less likely) public acquisition (from willing sellers) of heritage property or purchase (again from willing sellers) of farm or ranchland development rights, or (the more likely) voluntary conservation of easements by private landowners together with careful planning and seeking creative development options.

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federal funds received  
through this program be  
used to acquire real  
property or an interest  
in real property.*

- **Support the implementation of land use plans that integrate heritage resource preservation and enhancement as policy recommendations:** Neighboring communities and both counties could address heritage resource preservation at a regional level through cooperative inter-governmental agreements and the development of bi-county plans. State and county government and private organizations could provide funding, technical assistance, or other forms of support for these or similar efforts at a local municipal level.

- **Evaluate the effects on heritage resources of projects of regional impact:** Certain public or private development projects are of such scope or magnitude that they will have major ramifications for the GBNHA’s future. Interested organizations and agencies could come together on a project-by-project basis to proactively

address such issues. This involvement could range from simple project endorsement and support to providing assistance to municipalities in planning to maximize the positive and minimize the negative effects of such projects on heritage resources.

## 2. EDUCATION AND INTERPRETATION

This goal will be served by four strategies listed immediately below then detailed thoroughly further below. The four strategies and associated tactics are:

- Create a framework for interpretation (expand themes and messages into local sub-stories)

- Connect heritage sites and resources (use branding and parallel themes and messages)
- Support educational and research initiatives (build on existing activities, work with universities, use technologies, develop curricula, support adult ed., influence prominent advocates, research and publish)
- Promote and support Heritage Education and Interpretation by strengthening constituent heritage partners (become a clearinghouse for technical assistance, create a guide and a mechanism for the GBHAP to jointly sponsor with or grant to constituent partners)

Many of the strategies and tactics supporting this goal emanated from the **GBNHA Interpretive Plan**. They are even further elaborated upon there (see Appendix).

**2A. Establish a consistent, area-wide framework for the interpretation of the GBNHA's heritage resources.**

Interpretive Planner Dave Bucy observed that *“The area to be interpreted is not a single site nor even a single route but rather an area with several major routes connecting an array of cultural and natural history sites. In addition, anyone visiting is automatically immersed in the focal point of the storyline – the Great Basin – whether at one of the sites, along any of the travel routes or anywhere else within the GBNHA. In addition, everyone who leaves the GBNHA by land continues to be immersed in the Great Basin.”*

Heritage interpretation is rooted in the authentic history of a place and embraced by the resident population. Indeed, effective interpretation is based on the premise that cultural storytelling is aimed first at the resident population, then at visitors from other places.

The primary interpretive themes described in this Management Plan are grounded in what has been termed “the new cultural history.” Many historians are interested not just in the facts of experience, but in how historical experiences were felt and understood by people in past times. These understandings, in turn, were expressed in stories and narratives that make sense out of the raw material of lived experience. The primary interpretive themes reflect the stories and narratives that are evident in local texts, images, sites, rituals, and reminiscences.

Adoption of primary interpretive themes that focus on: *The Formation of the Great Basin; Seasonal Migration; Religion & Seclusion, Visionaries and Freedom; and Economic Migration* are an essential beginning to implementing a consistent regional approach to interpretation of the GBNHA's heritage resources. **Among the next steps will be to develop a framework for applying these themes in informational and interpretive materials and displays, including visual design standards** (see Strategy 3A). This framework will guide how the primary themes can be incorporated at the site and resource levels and fleshed out through the development of sub-themes and related stories to the benefit of both individual sites and the heritage area as a whole. Within the overarching interpretive framework, communities, individual institutions, sites, heritage nodes, state and national parks and open lands, and other heritage resources can develop a multiplicity of stories that attract users, engage their attention, and inform their awareness. Strategy 2B describes more specifically the application of the framework at the regional and local levels.

## ***2B. Connect heritage sites and resources through interpretive themes and products.***

The historical and cultural resources of the Great Basin National Heritage Area are varied and significant. To enhance their attractiveness, to make them accessible, and to highlight their meaning and significance, thematically related sites and resources must be linked to one another through information services, publications, tours, events, etc. In fact, since this heritage area abuts areas with resources that overlap or compliment those of the GBNHA, it makes sense to look beyond its borders to linkages with heritage resources in nearby regions.

### **Regional Connections**

Creating linkages among related heritage resources can begin most readily at the regional rather than the local level. US Highway 50, for example, can serve to link multiple sites along its route. Several topical linkages are also in place. Development of shared informational templates and visual design standards will also help to build regional identity and to connect related sites. Approaches that might be used to deepen current linkages and add new ones over time include:

- **Build on existing thematic programs:** The search for programmatic linkages is not starting from scratch. For example, the notion of the “Loneliest Highway” links several communities and their resources along US Route 50. Ely Renaissance Society sponsors tours and open houses that emphasize historic preservation. A tour map of the historic homes in Fillmore is made available at the Territorial Statehouse Museum. The Northern Nevada Railway has adopted its own interpretive plan. And of course the Great Basin National Park already has an extensive interpretive program based on an adopted interpretive plan featuring both cultural and natural features of the entire Great Basin region.

Additional interpretive linkages could be readily organized, drawing on topically related sites and resources. National and state parks, BLM and Forest Service provide access to a variety of landscapes. Historic house museums (guided tours) and historic area (walking tours) can be linked to reflect similarities in contemporary sites or historical sequences of sites. Mining, farming/ranching and transportation sites can be linked (or contrasted) to show the interrelated parts of different economic systems or the changing and geographically as well as culturally relevant nature of continuous or successive economies. The heritage resource inventory itself suggests a variety of ways to link heritage sites and resources by reading the landscapes of history.

- **Develop density along thematic linkages:** Developing thematic or experiential linkages might begin with segments that are modest in scope and require a moderate effort and commitment by residents and visitors to navigate. Extended linkages can easily overreach themselves and lose would-be visitors part-way. Shorter segments linking nearby clusters and providing clearly defined beginnings, middles, and ends are more likely to be effective building blocks in the long run than linkages that require people to travel from one end of the heritage area to another.

Once linkages are developed, it will become important to fill in the gaps that lie between scattered resources and sites. A wide range of programmatic components can be used to increase the density of visitor experiences between sites. Examples include development of a GPS guide, audio tapes and brochures for self-guided thematic tours; trained guides and docents who can join tour groups between

heritage sites to provide commentary, entertainment, local color, and reminiscences; interpretive signage; and waysides and overlooks that help to break up lengthy trips between distant resources. Perhaps small bus tour operators can be encouraged to ply the area and provide interpretation that explains connections and linkages.

• **Develop partnerships with nearby Mormon Pioneer Heritage Area and other adjacent heritage resources of national significance:** The GBNHA abuts the Mormon Pioneer National Heritage areas and other (adjacent though not necessarily nearby) clusters of prominent heritage attractions. To the north lies the Western Folklife Center situated in historic cowboy country of Elko, Nevada. To the west is the historic mining town of Eureka, Nevada. Farther to the east and south in Utah are well traveled national parks Bryce Canyon and Zion and much farther west is Virginia City whose silver discovery in the 1850s created the original Nevada boomtown. Opportunities for joint interpretation and promotion among these various regions are numerous. For example, interpretive linkages could be strengthened between heritage resources/attractions in these other locations, with information on the GBNHA as a heritage destination. As called for by the similar congressional legislation that designated the Mormon Pioneer National Heritage and Great Basin Heritage Areas, these two areas should work together to tell the story of the culture and heritage of the Mormon settlement.

• **Promote awareness of heritage sites and attractions among local residents:** Because the Management Plan emphasizes engaging local residents as well as heritage tourists, local resources make an especially important starting point for linkages. Nearby history is all too often overlooked, especially by local residents and agencies. Special events, feature articles and series in local print and broadcast media, neighborhood walking tours, and continuing education courses are all excellent vehicles for disseminating heritage awareness among local constituencies. Bringing history to the people and creating heritage appreciation among local residents is a key to creating larger regional linkages that depend upon awareness of local resources in the context of the heritage area as a whole. Educating and involving the media in informing the public about the importance of the GBNHA's heritage resources will be an important part of this effort.

Collaboration may be as simple as getting the local sites to display and distribute the brochures that are developed to link resources in different parts of the heritage area that express similar themes. Seasonal programs, special events, and celebrations sponsored by local sites and organizations can be coordinated to provide building blocks for thematic linkages. The State Heritage Area Programs can be promoted locally.

### **Local Connections**

The GBNHA supports numerous constituencies and organizations that can benefit from participation in heritage area initiatives and programs. Each of these groups, however, has its own agenda, its own particular circumstances, and its own organizational culture, the conditions on which it focuses its attentions and energies. Thus the area-wide interpretive framework described in Strategy 2A must be integrated into the agendas and cultures of local groups if it is to be successful. Potential approaches to accomplishing this include:



- **Encourage partnerships among heritage resources within local clusters:** The Interpretive Plan identifies two basic clusters of heritage resources that could potentially become building blocks for interpretation. However, local heritage organizations often operate without complete awareness of sister organizations in the same locale. On occasion, local organizations may join together for a special event or initiative, and sometimes they lend support to one another in the form of co-sponsorships. Developing a viable, effective interpretive framework at the local level will necessitate much more intensive, sustained interaction among sites and resources located within the clusters. Bringing local groups together for regular meetings and roundtable discussions will be an important step in developing effective, coordinated interpretation.

- **Promote familiarity with other heritage area resources:** Integrating interpretive themes at the local level might entail a series of round-robin visits or an all-day excursion so that staff and citizen leaders experience first-hand the other heritage resources in their local cluster. A next step could be for representatives of resources within a local cluster to make excursions outside of their own locale to visit heritage resources located within other heritage area clusters. In this way similar sites and organizations can become acquainted and begin to conceptualize how they can collaborate with one another in telling thematic stories; representatives of dissimilar resources may discover ways to complement each other.

- **Root the framework in local organizations:** Initial field visits may be followed by a series of planning meetings in which each resource contributes to the identification of stories, themes, and experiences that will enrich understanding of local narratives and the heritage area as a whole. Out of these planning sessions can come new initiatives, collaborative publications, and programs. Training sessions for institutional staff and volunteers will also be a useful tool in making the interpretive framework an integral part of each resource's day-to-day awareness, operations, and activities. Application of the interpretive framework at the regional and local levels will be an on-going, open-ended process, for which GBHAP as the heritage area management entity will serve as catalyst and coordinator. Partnerships among regionally and locally based heritage sites and organizations will be essential in this process. Ultimately, full implementation of the interpretive framework, while regional in scope, will occur locally. When local heritage resources acquire ownership of the interpretive framework and primary themes and adapt them to their own institutional purposes, the framework will be transformed from words on paper to operational reality.

## ***2C. Support educational and research initiatives that teach the public about the GBNHA's historical, cultural, and natural heritage.***

Educating the public about the GBNHA's rich heritage resources will require a special kind of effort. Learning goes on throughout life, so the audience is potentially very large. Education means "to draw out" or elicit, so this strategy requires the sustained engagement of a population that is very diverse in age, background, and interests. To address this challenge, public educational and research efforts focusing on the GBNHA's heritage resources must involve a variety of partners and embrace the full range of prospective audiences. These efforts should build on the strong educational and research institutions and programs that currently exist in the region, with the objective of identifying "catalytic"

projects and coordinating local initiatives that advance public understanding of the Great Basin.

Potential initiatives include:

- **Integrate the history of the GBNHA into local school curricula:** As desirable as this objective may be, relatively little research and publication appears to have been done on the Great Basin as an historical region, so current teaching and learning generally cannot embrace the full range of heritage area stories and themes. Convening a group of area educators to organize a local history curriculum with a regional perspective can greatly strengthen public understanding of the GBNHA's history.
- **Build on existing educational heritage resources and programs:** The GBNHA has a few existing visitor centers and museums, and the story of the Great Basin is sometimes one of their primary interpretive themes. The heritage area provides an opportunity for educators, curriculum specialists, and scholars to promote an informed, consistent interpretation of the regional heritage, including the story of the continuing impacts of human activities on cultural and natural resources. There is also rich potential to link and make more intensive use of heritage area resources and sites for experiential learning and discovery related particularly to the GBNHA's natural environment.
- **Take advantage of the region's institutions of higher education:** The heritage area partners with one community college within the heritage area but numerous universities and colleges in Nevada and Utah and elsewhere in the West offer rich potential for heritage-related research, interpretation, and public education. Initial specific partners will include the University of Utah Library and the University's physics unit.

One possible route would be to work with the region's institutions to support gifted faculty in developing new courses on regional history, with a special emphasis on field studies. Modest, one-time grants would create courses that engage young adults, year after year. In addition, faculty who chose to prepare courses on area history would become important resources for curriculum development (see above); for continuing education, colloquia, and workshops; and for publications (see below).

One source of interns to work on GBNHA programs is the University of Idaho, Desert Research Institute with whom the GBHAP is thematically tied and has already developed a cooperative agreement.

- **Promote adult education programs focused on the Great Basin National Heritage Area:** Educational programs for adults can be developed in multiple forms. Many high schools and colleges offer continuing or lifelong education programs, including programs for parents of matriculated students and college alumni. If a handful of faculty members of the Great Basin College were to develop expertise on the region's history or natural history, they could offer a variety of continuing education courses of longer or shorter duration for diverse audiences. Additional resources might be found at universities such as the University of Nevada in Las Vegas and Reno, the University of Utah, Brigham Young University and even universities specializing in western studies in California and elsewhere.
- **Utilize emerging technologies in public education efforts:** Recent innovations in telecommunications make it feasible to make use of a single teacher or lecture in multiple contexts. Lectures can be delivered to multiple sites (with interactive capabilities). Papers can be easily attached to websites and made available on-line. Links between websites enable browsers to find and enjoy historical materials

on related resources. Chat rooms and other real-time electronic conversations encourage lively, free-ranging discussions. Even the use of the new social media such as Twitter and Facebook can provide an introduction to areas of interest or topical and immediate messages relating to areas of heritage educational interest.

- **Reach out to “local influentials”:** This inclusive category might include elected officials, educators, planning professionals, community activists, reporters for press and media, and board members of cultural and heritage institutions. The cultural arts divisions in both Nevada and Utah have been exploring ways to engage such persons in consideration of the humanities. It might be possible to develop a series of pilot programs that engage community influentials in discourse about the resources, sites, themes, and stories of the heritage area. Here again social media can sometimes be useful as certain messages can become “viral” and though no single influential individual may be involved, total influence can be profound.
- **Develop a lively, compelling, well-documented history of the GBNHA:** Commissioned in collaboration with the local college or a regional university and/or one or another leading historical agency, this history could be developed in print and/or other media format, such as video or CD-ROM. Community and family histories may also be needed, but are less useful for heritage area education if an overarching framework is lacking.

***2D. Promote and support Heritage Education and Interpretation by strengthening constituent heritage partners.***

The heritage area is a geographic construct but represents a reason for multiple constituents within the geographic area to collaborate to leverage the efforts of each partner and create a coordinated message that taken as a whole is greater than the sum of its parts. The GBHAP as a coordinating entity can assist the constituents in coming together by:

- **Becoming a clearinghouse for technical assistance to each of the partners:** It can first create a guide outlining the common messages and themes to be employed throughout the region. It can then develop workshops to strengthen constituent partners’ skills in preparing and presenting interpretive messages focusing on communication, and technologies –the message as well as the medium. The GBHAP can assist its constituent partners in developing their own interpretive plans.

These partners should be fully cognizant that the value of interpretation lies in its ability to achieve management objectives by facilitating meaningful connections between visitors (both real and virtual) and heritage resources. Properly applied interpretation comprehensively analyzes all interpretive opportunities and determines a wide array of interpretive services, facilities, and programs to effectively communicate the organization’s purpose, significance, and themes. Interpretation is a goal-driven process that determines appropriate means to achieve desired visitor experiences and provides an opportunity for audiences to form their own intellectual and emotional connections with meaning and significance inherent in the resources while protecting and preserving those resources. The GBHAP can help its constituent partners to realize this and identify what objectives each may desire to achieve. The GBHAP can also help in identifying target audiences.

Encouraging continued professionalism in interpretation and fostering inter-organizational support and encouragement will benefit such diverse local organizations as the Pony Express Associations, the Lincoln Highway Association, the White Pine County Museum, the McGill Drug Store, the Great Basin Museum, and the Territorial Statehouse Museum.

- **The GBHAP will create a mechanism for the GBHAP to jointly sponsor or grant** support to and for interpretive projects throughout the GBNHA.

### **3. TOURISM AND RECREATION**

This goal (stated in the GBHAP Board’s strategic plan as “Foster Heritage Tourism and Recreation in the Great Basin National Heritage Area”) will be served by five strategies listed immediately below then detailed thoroughly beyond. The five strategies and their associated tactics are:

- Create a GBNHA brand (promote logo use, create prototypical graphics, materials, signage)
- Create physical & programmatic linkages (designate routes, itineraries, tours, events)
- Promote awareness and increase visitation (promotional and visitor support materials—programs and signage)
- Partner to support visitation within the GBNHA (map brochure and trip guide, information stations and hubs, welcome, directional and confidence signs)
- Foster and promote recreational opportunities within the GBNHA (promote highway linkages, trail surveys, soaring, native trout and marketing)

Several of the strategies and tactics supporting this goal emanated from the **GBNHA Interpretive Plan**. Others are from the **GBNHA Branding and Marketing Study**. They are further elaborated upon in the Appendix.

#### ***3A. Use a distinct visual image and identity in the design of heritage area products such as informational materials, signage, and interpretive exhibits.***

A distinct visual image should be used to help “**brand**” the heritage area in the minds of the public. The existing logo developed by GBNHA provides the basis for establishing a recognizable image. To promote a distinct visual identity for the heritage area, the logo should be used together with consistent guidelines for other design elements (color, font, materials, etc.) in the design of physical materials such as informational brochures, wayfinding/identification signage, and interpretive exhibits. Specific steps that should be taken to implement this strategy include:

1. Develop prototypical designs for heritage area graphic products, including informational brochures, signage, and interpretive exhibits.
2. Develop a model informational brochure based upon the prototypical design.
3. Implement model signage and interpretive exhibit installations at high visibility locations to illustrate how the prototypical designs can be applied to heritage area attractions and resources.

4. Work with attractions and organizations throughout the heritage area, including the Utah and Nevada Departments of Transportation, to integrate the logo and design guidelines into graphic products and installations that support the message and themes of the Great Basin National Heritage Area.

***3B. Develop physical and programmatic linkages between heritage area destinations to assist visitors in experiencing the GBNHA's diverse resources.***

The size and complexity of the Great Basin National Heritage Area highlight the need to connect diverse heritage attractions and resources if the heritage area is to realize its full potential. From a heritage tourism standpoint, the purpose of this strategy is to entice visitors to stay longer, visit multiple destinations, and make repeat visits, thus spending more money for the benefit of local communities. Two general types of linkages can be developed:

- **Physical linkages**, such as trails, and designated scenic or heritage roads that link different heritage area communities and attractions, museums, historic areas ghost towns, excursion trains, etc.
- **Programmatic linkages**, such as sample itineraries and marketing packages involving heritage attractions and private businesses, audio walking/driving tours, informational materials linking sites and resources related to special interest topics, coordinated festival and special event schedules, etc. While the emphasis of the Great Basin Heritage Area is on regional connections, linkages can be developed at the local level as well. Key regional connections include the Route 50 corridor itself as well as some of the trails along it (Strategy 3A) along with other types of physical and programmatic linkages that tie together sites, communities, and resources located throughout the heritage area. At the local level, physical and programmatic linkages can enhance visitor appeal by increasing the perceived density of heritage experiences. Examples include walking routes demarcated by signage and brochures highlighting local attractions and businesses.

In developing physical and programmatic linkages, visitor orientation points or gateways will be important facilities that connect local places/clusters of heritage resources to the larger heritage area. These gateways will be relatively small but publicly visible and accessible spaces that display and distribute information on the heritage area. Typically they will not be independently staffed but will be located as part of a larger facility operated by a local heritage partner. Gateways will be developed in key places to orient visitors to both the larger heritage area and to local heritage resources and attractions. (See Interpretive Plan in the Appendix). Consistent standards for gateway signage and displays should be included in the visual design framework that will be developed for the heritage area.

***3C. Promote awareness of and increase visitation in the Great Basin National Heritage Area through public relations and marketing programs.***

The overall marketing and promotional strategy for the Great Basin National Heritage Area should be to establish the heritage area brand, and to build brand identity by working with and through existing regional organizations. Put another way, the main objective of marketing and promotion should be to increase awareness of the heritage area and its attractions.



Developing a regional marketing and promotional strategy is critical to achieving the heritage tourism goal. To be effective this strategy should work through existing organizations involved in tourism promotion in the GBNHA, capitalize on new marketing and promotional opportunities provided by the Great Basin National Heritage Area, and identify specific marketing and promotional tools including visitor support materials and programs that can be used to implement the strategy.

It should be noted at the onset that marketing expertise and resources are already in place within the GBNHA. Both Millard and White Pine Counties have active convention and visitor bureaus involved in promoting tourism. However, these organizations have limited financial resources. Both Nevada and Utah have been very supportive of efforts to promote tourism in rural areas. In any case it should be recognized that the various organizations have different marketing and promotional priorities. Historically, heritage tourism has received some local support as has the GBNHA but these have not been considered a particularly high priority among these jurisdictions.

Another factor that affects the marketing of the GBNHA National Heritage Area, particularly in its Nevada portion, is the geographic definition of state marketing regions and of other national/state heritage areas. The GBNHA is part of Nevada's Pony Express Territory that aggressively pursues its own area marketing.

Actions that can be taken to help this objective include:

- **Continue to develop the Great Basin National Heritage Area website:** The current website managed by GBNHA, <http://www.greatbasinheritage.org/>, provides a good orientation to the heritage area, including links to heritage resources and attractions within the region. This website could be further improved to include expanded information and linkages. Similarly, the websites of heritage area attractions and resources should include readily accessible information and links to the central GBNHA website.
- **Conduct regional market research:** Based upon the market analysis in the *Branding and Marketing Study* conducted for the Management Plan (see Appendix), the primary target for the marketing and promotion strategy is the resident market of the nearby major cities and visitors. The secondary target is visitors from surrounding states outside the region, particularly from the San Francisco and Los Angeles metropolitan areas. Additional market research should be conducted to further refine and identify target markets to ensure the best use of marketing and promotional resources.
- **Develop outreach programs such as a regional speakers bureau and attracting travel journalists:** A major strength of the heritage area resides in its wealth of site managers, representatives of agencies and organizations, and other individuals knowledgeable in the region's heritage. A "speakers bureau" would tap this resource through lectures and presentations on heritage topics geared towards interested members of the public. Outreach efforts could include attracting regional and national travel journalists to visit and write about the Great Basin National Heritage Area.
- **Create visitor packages:** Sample visitor itineraries and packages should be prepared and distributed through regional tourism promotion agencies. These products will facilitate visitor access to heritage-

related attractions and businesses and provide a stronger critical mass of products by linking these attractions and businesses to provide cohesive visitor experiences.

- **Develop informational materials to appeal to visitors with special interests:** Informational materials (printed and online) should be developed for major special interest topics such as Mormon history, copper/mining history, outdoor recreation, etc. These materials can be used by tourism promotion agencies and other entities involved in heritage tourism to help promote the attractions and resources available in the heritage area.

- **Establish a marketing database and direct marketing initiative:** Heritage tourism attractions and organizations in the region could work together to create a database of visitors to the area, with particular attention to capturing email addresses. As specific opportunities arise (e.g., special events), information could be e-mailed to past visitors in the hopes of enticing them to make a return visit. (Research has shown that it is much easier to generate a return visit than it is to generate an initial visit to an area.)

- **Establish an enhanced public relations function within the GBNHA:** One of the most effective tools in creating and maintaining awareness is public relations and, in the context of this plan, media coverage. To help increase the public visibility of the heritage area, the GBHAP should establish an expanded staff communications function with a special focus on media relations, including such responsibilities as collecting newsworthy information, maintaining an area-wide events list, helping to craft press releases, and distributing the releases to print and broadcast media and perhaps involvement in social media (Facebook, Twitter, etc.).

### ***3D. Partner to support visitation within the GBNHA.***

Visitors to an unfamiliar region often need a welcome, guidance or assurance. Providing this kind of treatment allows them to properly plan a trip. It encourages them to feel confident in their travels and offering guidance and assurance makes them feel welcome. Visitors who have experienced these feelings of comfort and welcome are apt to stay longer in the region, plan return trips or make recommendations to others to visit.

What follows describes the potential visitor experiences that will be available after the plan is implemented.

Potential travelers will be able to go the GBNHA Web Site and download the **GBNHA Map/Brochure** that will guide them to and throughout the Heritage Area. The labels and names used on the map will match place names and directions found on the highway and road signs, thus facilitating wayfinding and exploration.

**GBNHA Trip Planning Guide**, complete with the maps, driving directions, itineraries, time requirements and other information necessary to plan a trip within the GBNHA, will also be available on-line and at key locations within and adjacent to the GBNHA.

Those who do not download the map/brochure or planning guide will be able to pick one up at a variety of **welcome locations** around the perimeter and within the Heritage Area.

**Directional signage** along access routes will help direct travelers to the Heritage Area and welcome signs at the border will let travelers know that they have entered into this special area.

Travelers on major access routes will be able to stop at **Self Service Visitor Information Stations (VIS)** that will function as portals into the region. Within the VIS, visitors will have access to:

- A Regional GBNHA Orientation Panel that emphasizes the region (east or west) of the Heritage Area in which the VIS is located;
- What to Look For interpretive panels that highlight what can be seen and experienced along the stretches of highway to either side of the VIS;
- The GBNHA Map/Brochure;
- The GBNHA Trip Planning Guide;
- GBNHA Story Overview Panels that provide an overview of the key stories associated with the GBNHA.

Within the Heritage Area **Confidence Markers** will continue to make visitors aware that they are in the GBNHA. The GBNHA Trip Planning Guide and the GBNHA Map/Brochure coupled with directional signage will help visitors find their way around. For those who have it, GPS can be used as a tool to help guide to the Heritage Area, but will be used with caution inside the Heritage Area because mapping for GPS is not as accurate in this region.

For visitors who choose not to stop at or who do not pass by a VIS, staffed **Interpretive Hubs** in Ely, Great Basin National Park and Delta will provide the same information as the VIS's, along with exhibits, programs and additional interpretive opportunities.

Visitors will have the opportunity to enrich travel on the major routes with a **Self-Guided Auto Tour** using a GPS unit in their vehicle or using a brochure obtained at the VIS or an interpretive site within the network. They also have the opportunity to take Theme-based or shorter Loop Auto Tours. If they choose to visit one of the interpretive sites, Site Orientation Panels or other site-specific strategies will guide visitors around the site and then connect them back to the area-wide network.

While at specific sites, **Site-Specific Interpretive Opportunities** will focus on providing detail in the chapter of the story best told at the site while also whetting the visitor's appetite for more information at other sites within the network.

### **3E. Foster and promote recreational opportunities within the GBNHA.**

There are many very good opportunities for outdoor recreation tied to the GBNHA's natural resources. These are pursued avidly by local residents. They provide a significant opportunity for augmentation and enrichment of a visit to the region. Recreational activities such as hiking, biking, fishing, hunting, and nature observation serve visitors and raise the quality of life for residents. For this reason the GBHAP proposes to foster and promote recreation within the GBNHA. Characterized by extensive

forests and desert valley landscapes, Millard and White Pine Counties are particularly well suited to supporting increased outdoor recreational activity that could help attract visitors and contribute to the local economy. This plan proposes to enhance existing and provide new outdoor recreational opportunities related to the GBNHA's natural and cultural heritage. To do this it will:

- **Partner to complete development of trail surveys within the GBNHA**, including connections to tributary trails. The first phase of a substantial trail inventory for White Pine County was part of a statewide project administered by the Nevada Division of State Parks. Substantial trail development has occurred in recent years in Millard County, Utah. The GBHAP will work with involved entities to complete mapping and GIS tracking of trails and trailheads and to promote their use by providing trail data on its website.

Partnerships will also promote efforts to continue to upgrade existing trailheads and establish new ones in environmentally appropriate locations. Providing linkages from the recreational trails to cultural and natural resources through interpretive trails (coordinated informational packets, interpretive exhibits, and trail markers) could be another focus of GBNHA trail system development.

- **Promote US Routes 50 and 93 as the main continuous linkages** among recreational sites and resources throughout the heritage area. Promotion along Interstate-15 at the eastern edge of the GBNHA will encourage divergence westward toward these linkages.

Strategy 3A addresses the highway transportation systems, which will emerge as a major regional tourism and recreational resource. Regionally important recreational resources that lie along or near the US Routes 50 and 93 backbones include the many BLM and Forest Service trails; state parks and wildlife management areas; National Fish and Wildlife Ruby Marsh Lakes; and the Great Basin National Park. These resources provide opportunities to attract visitors from inside and outside the GBNHA who have a special interest in outdoor recreation or who may be interested in combining historical and cultural experiences with recreational/nature-oriented activities.

- **Explore opportunities to expand and promote glider operation from the Ely (Yelland) airfield.**

As noted in the *Recreation* section of Chapter 4, championship soaring from the Ely airfield, particularly long distance triangular course gliding, is arguably the best in the world. Glider owners are often people of means that could bring significant economic benefits to the Ely community. The glider pilots that find their way to Ely are reasonably well accommodated by the fixed base operator there that rents tie downs and provides initial launching tows. However there is currently no organized group of users nor is there any real effort to create specific events or even promote the area's use to glider pilots of the world. The GBHAP could partner with the fixed base operator at the airfield and with the City of Ely and local hotel, motel, restaurant and casino owners as well as the Chamber of Commerce and Tourism Board to explore development of one or more invitational competitions and to promote Ely soaring worldwide.

- **Continue stocking of native trout to promote healthy fisheries throughout the GBNHA:** Fishing is a major recreational draw in the heritage area that has greatly benefited from native species restoration.

Stream quality improvement initiatives and stocking that contribute to maintaining and improving fisheries throughout the GBNHA should continue.

• **Promote the GBNHA's outdoor recreational resources in heritage area marketing efforts.** The GBNHA (though not as such) is already well known for outdoor recreational activities ranging from hiking and biking to hunting and fishing. Heritage area marketing efforts would benefit from targeting these resources for prospective visitors and linking them to other heritage attractions and resources.

#### **4. COMMUNITY REVITALIZATION**

This goal will be served by two strategies listed immediately below then detailed thoroughly beyond. The two strategies and their associated tactics are:

- Foster economic activity in traditional centers (identify niche amenities, resources and promote best practices, partner in fund development)
- Promote entrepreneurial activity (identify target audiences, sponsor informational distribution)

##### ***4A. Conserve and use heritage resources to foster sustainable economic activity in traditional centers.***

Much of the GBNHA's history and heritage is embodied in its traditional centers of human settlement. These centers ranged in size from small towns to even smaller hamlets, villages, and camps. They ranged in historical function from agricultural service centers to mining and sheep camps to smelting hubs and railroad towns.

Many of these have disappeared or shrunk as their functions became less important. Small rail towns and mining towns and even crop shipping areas or centers have all become victims of industrial efficiencies coupled with coalescing of activities at larger urban nodes outside of the GBNHA.

Both of the heritage area's counties have currently functioning historic settlements that have long served as local centers of activity and for local commerce and as way points between larger cities outside the area. Today however because of concurrent trends of playing out of resources, economic realignment in farming and ranching and development of alternate transportation routes, these centers have experienced economic and physical decline. Nevertheless, these centers still possess rich heritage resources such as historic buildings and traditional downtowns. In other communities around the country, heritage resources have been used to encourage reinvestment and revitalization through heritage tourism and by attracting residents to the authentic quality of life created by such resources.

There are literally dozens of examples of small towns throughout the country that have capitalized on heritage resources to improve the local economy and quality of life. (Proximity to major population centers and major transportation routes, discounting for the moment I-15, may make it more difficult but not impossible within the GBNHA.) Communities within the GBNHA have the potential to enact such transformations. To do so, these communities need to identify a particular niche based upon the nature and extent of the heritage resources within the community and put in place economic development strategies that capture the benefits of the identified niche.

There are three general types of heritage resources to consider in developing such a niche:



- **Historic buildings and sites:** Historic resources can function as visitor attractions or can be adaptively reused for new uses that contribute to community revitalization efforts.

- **Recreational resources:** Further promotion of trail systems along with hunting and fishing and rockhounding could create economic opportunities for Delta, Ely and Fillmore. Promotion of soaring could bring real additional income to Ely. Promotion of additional use of the Great Basin National Park could bring resources to Baker as well as Delta and Ely.

- **Local culture and stories:** The legends of hermit Bob Stinson, cowboy Will James and former prostitute No-Nose-Maggie are examples of compelling stories of characters that may be used to construct a colorful past appealing to heritage visitors.

Capitalizing on different types of heritage resources will necessitate various methods of fostering economic development. However, the overall approach and the general goal will be the same: to use existing historic, natural, recreational, or cultural resources to foster sustainable economic development. In this definition, “sustainable” signifies two primary characteristics:

1. Economic activity can be maintained well into the future.
2. Economic activity is respectful of heritage resources.

Examples of specific action steps that can be undertaken to pursue sustainable economic development in the GBNHA communities include:

- **Create a checklist of heritage resources:** Some localities may not be aware of exactly what is meant by heritage resources from the standpoint of sustainable economic development. A “checklist” of heritage resources could be developed and made available to local governments and/or economic development interests. This checklist could be used by local interests to help document heritage resources, thus providing a basis for understanding assets and challenges inherent in planning for heritage-related economic development.

- **Provide a database of relevant case studies:** Once communities have identified key assets, the next step is to help them conceptualize what can be done to capitalize on these resources. As mentioned above, many localities around the country have used heritage tourism as an economic development tool, providing an abundance of case studies. A summary of these case studies could be compiled and made available to local communities.

- **Secure grants and loans for heritage-related revitalization initiatives:** Millions of dollars in grants and loans for the preservation and reuse of heritage resources are available from federal, state, and regional programs, ranging from historic preservation tax credits to economic incentives for small businesses to community development grant programs. These funding sources could be used for heritage-related revitalization initiatives in local communities within the Great Basin National Heritage Area. Examples of such initiatives include the rehabilitation of significant historic properties or urban design improvements to enhance the character of and stimulate private investment in traditional downtowns or other historic centers. Similar to the checklist and database, information on these programs and how they contribute

to achieving community revitalization could be compiled and made available to local communities within the heritage area.

**4B. Promote entrepreneurial activity and small business development related to the GBNHA's heritage resources.**

In considering the community revitalization prospects for the Great Basin National Heritage Area, a major concern is the quality of jobs created by additional heritage tourism activities. Tourism jobs are often stereotyped as low-wage ones that are usually filled by young and/or unskilled workers, and this may be true if the bulk of the jobs consist of positions such as counter help and maintenance staff. However, growth in the tourism industry does not have to fit the stereotype, and heritage tourism offers many opportunities to foster entrepreneurship in the region. Heritage tourism is, by definition, aimed at providing unique experiences to travelers:

The National Heritage Tourism Research Forum defined heritage tourism as “traveling to experience the places and activities that authentically represent the stories and people of the past”.

In the context of business development, this means quaint inns or B&Bs, local restaurants and shops, non-traditional recreational opportunities, and one-of-a-kind visitor attractions. In order to provide these experiences, new businesses can (and indeed must) be started up.

At the present time, small business development tied to heritage tourism has been fairly limited in the region. In the towns of the GBNHA, most restaurants, hotels, and shopping destinations serving tourists tend to be small in scale and are often locally owned and operated. Although a scattering of chain operations occur, particularly along the I-15 corridor, nearly all of the businesses are less “upscale” than many of the more urban oriented heritage travelers may expect.

Regionally, there are economic development organizations, chambers of commerce, workforce training offices, and others administering economic incentives in each county. Currently, these organizations do not focus on creating jobs and businesses based on *heritage tourism*. Business and job creation will continue to be the responsibility of regional and local economic development agencies. However, the Great Basin National Heritage Area provides an opportunity to supplement these efforts by fostering the creation of businesses to serve the heritage tourism market. This will largely be accomplished through plan strategies that result in increased visitation through new or enhanced products, linkages, and marketing. Increased visitation, in turn, will stimulate the creation of heritage-related business, thus enhancing the vitality of local economies. Other potential actions include:

- **Help identify market niches:** Tourism and economic development interests could come together to inventory tourism-related businesses that are currently lacking in the heritage area, thus providing the basis for targeting market niches with potential. Tourism marketing agencies keep tabs on what visitors would like to see in an area, and lines of communication could be established to pass this information along to business development groups.

- **Co-sponsor informational sessions:** To help get the word out on heritage-related business opportunities and available resources, informational sessions on starting tourist-related businesses could be sponsored by tourism marketing, business, and economic development interests. These sessions could be held in different locations around the region.

## **5. PARTNERSHIP DEVELOPMENT**

This goal will be served by two strategies listed immediately below then detailed thoroughly beyond.

The two strategies and their associated tactics are:

- Assure a strong managing entity (strategies, policies, practices, expertise, training, communication, support development, review, measures development and evaluation)
- Strengthen component partners (positioning, communication, and providing assistance)

The heritage area will not be successful without a strong and well-run coordinating entity.

Nor will it be successful without strong and professional partners. This goal seeks to assure that both become well developed. To reach it the following strategies will be employed:

### ***5A. Assure a strong and vital coordinating or managing entity --the Great Basin Heritage Area Partnership.***

The initially stated vision, mission and all of the forgoing strategies and objectives of this plan rely on a strong organization to carry them forward. That requires a carefully crafted and properly operated coordinating organization—the GBHAP.

- The organization itself will need to create, maintain and follow a strategic process (beginning, of course, with this plan) and develop and maintain policies and procedures that are designed to meet the vision and mission of the Partnership and the enabling legislation for the Great Basin National Heritage Area.

- The Board will need to be cognizant of expertise needed by the GBHAP Board and staff and when vacancies occur, recruit individuals that meet legislated requirements and possess the connections, affiliations, time and interest and skills to directly contribute to the success of the NHA. They may also plan to recruit non-voting expert associates and advisors to participate in Board-led committees. Development of recruitment and orientation packets will aid in this process.

- The Board will regularly review GBHAP Bylaws and policies and revise them as necessary.

- It will be necessary to continue to define core responsibilities for Board members as well as for staff and to define individual and committee tasks. The Board should commit to seeking training opportunities that will create a fully functioning Board and staff. It should develop and apply an evaluation process not only for Board performance but also staff performance. All this should be measured against the achievement of core objectives adopted by the organization using standard and consistent performance measures.

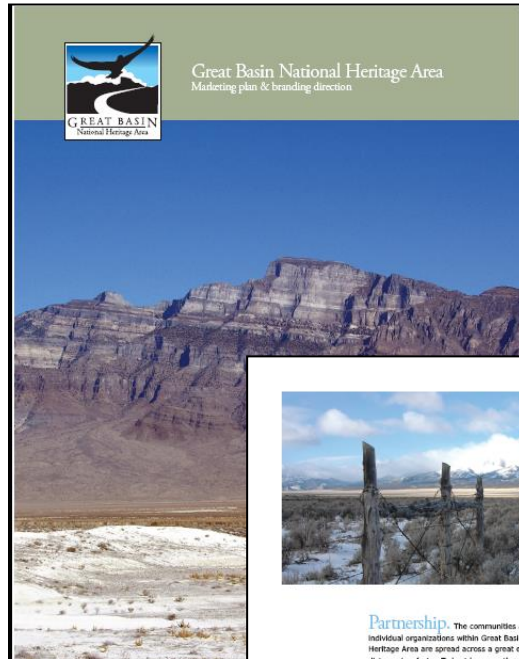
- The organization must establish and maintain internal communications between Board members and between Board members and staff.
- The Partnership will adopt standard operating procedures that establish and maintain an administrative record and institutional knowledge about organizational operation.
- Strong continuing financial support will be necessary to sustain the organization and to reach its stated objectives. For this reason the Board must prepare a fundraising plan looking to local volunteer efforts, local non-profit organizations and businesses, county and state government and foundation support. Because of limited potential for local support the plan will look beyond to pursue regional and national sources of support as well. Grants will be regularly sought not only for project assistance but also for ongoing organizational operation.
- Over the long run the Board may wish to consider reviewing the geographical boundaries of the Great Basin National Heritage Area and recommend adjustment. Expanded boundaries could provide inclusion of some significant heritage features that would increase the overall “critical mass” of interest to tourists. Addition of select areas could allow for better development of nodes, corridors and particularly linkages to more populated areas. Those areas may in turn have more fiscal resources to share for heritage preservation and development. Finally there may exist, outside of but in proximity to the existing area, important heritage features in dire need of protection that might benefit from inclusion and promotion.

***5B. Facilitate funding, planning and technical assistance to heritage feature owners, managers and operators in order to bind partners together with each other and the coordinating entity.***

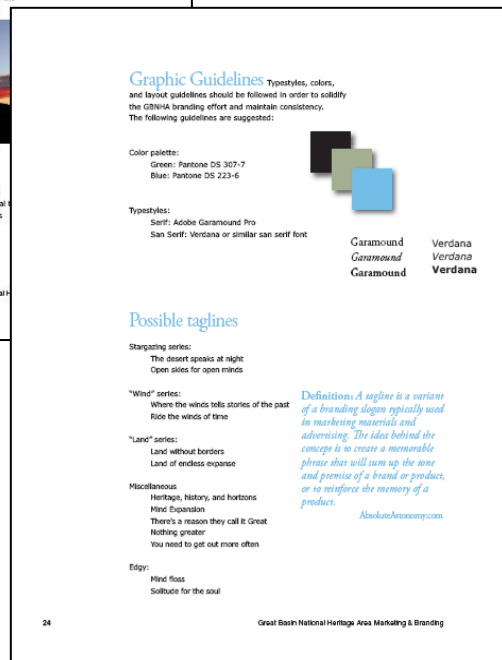
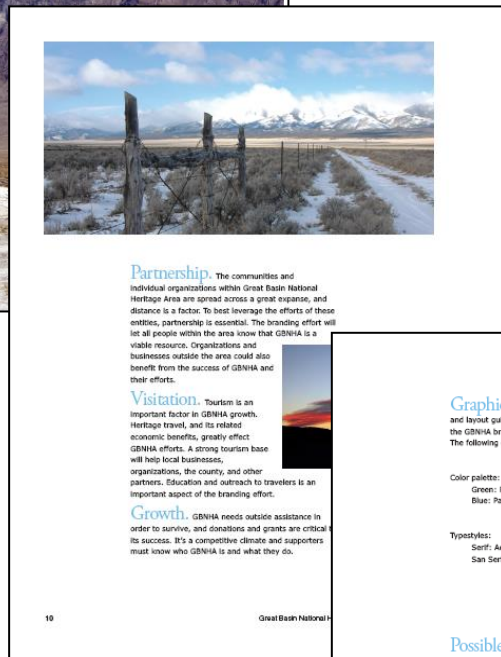
A strong core organization will be best supported by an organization with strong component partners. Many of the GBNHA’s partners and potential partners are entities that are properly formed, well organized and professionally managed. Others are informally organized and may lack professional guidance. The GBHAP can help the latter by binding them with the former in mentorship relationships beneficial to both. The objective will be to serve all organizations and build all. This effort can be strengthened by:

- Positioning the GBHAP as a coordinating force within the communities of the region. This will be done by strengthening its presence in each community through outreach efforts of Board and staff members. Nearly every community organizational meeting should be attended by one or another representative of the Partnership.
- Partnership staff should meet with representatives of each partner organization at least twice a year.
- The Partnership can hold periodic retreat and familiarization tours of different portions of the GBNHA. Guests may include tourism interests, community leaders, organizational leaders and the Partnership’s own present and new Board members. Invitations will be sent to each organization inviting them to attend each of the Partnership Board meetings and to participate in the process of planning and choosing Partnership projects within their communities.

- General meeting locations will be rotated around the GBNHA region so that residents and business people from each community can participate without the need to travel hundreds of miles. Bringing meetings to each of them will bring them a feeling of welcome and inclusion.
- Another way of strengthening each component partner will be to provide technical assistance and training where useful to assure the partner's operational effectiveness, funding and sustainability.
- It will also be important to build and maintain communications with partners and stakeholders particularly through the GBNHA newsletter, website, and through regular phone calls and visits.
- The Partnership must remember to cultivate and maintain the relationship with the National Park Service, particularly the Superintendent and staff of the Great Basin National Park as the primary GBNHA partner.



The Marketing Plan and Branding Direction Study that was completed on behalf of the Great Basin Heritage Area Partnership can provide guidance for all Heritage Area partners that wish to participate in promoting a unified "brand" to visitors to the Area.





## Plan Implementation and Management

### Principles for Implementation

A broad array of public and private sector agencies, organizations, and institutions will be involved in implementing the Management Plan. GBHAP, the management entity for the Great Basin National Heritage Area designated by Congress, will lead this effort, with the National Park Service as key cooperating agency. Five overarching principles will guide implementation of the Management Plan:

1. Partnerships: Implement the Plan through collaborative partnerships involving the GBHAP; federal, state, county, and local government; and private organizations, institutions, and businesses.
2. Linkages: Establish a variety of programmatic and physical connections among sites, attractions, and resources throughout the heritage area.
3. Regional Impact: Focus on programs and actions that will most effectively build a regional identity for and increase visitation within the Great Basin National Heritage Area.
4. Sense of Place: Enhance the quality of life of local communities through the conservation and promotion of heritage resources.
5. Return on Investment: All programs must be financially feasible and worthwhile.

As made clear by the discussion of plan strategies in the previous section, the heritage area mission and goals cannot be realized through independent action by GBHAP, government, and other heritage organizations and institutions in the GBNHA. Thus partnerships must be pursued at every level to maximize and leverage use of available financial, human, and organizational resources. Linkages are essential to tie together the GBNHA's geographically and thematically diverse resources and to build a cohesive identity for the heritage area. Towards this end, implementation efforts should focus on those programs and actions that have the greatest regional impact based upon significance and contribution to increasing public awareness of the heritage area and its resources. At the same time, plan implementation must create tangible benefits for communities throughout the heritage area, by enhancing local quality of life and sense of place.

### Project Evaluation Criteria

Maximizing use of the additional resources made available through National Heritage Area designation will be critical to successful realization of the Management Plan. The following evaluation criteria are proposed as a guide for assessing the importance of potential heritage programs, actions, and projects under consideration for implementation. A three-step evaluation system is proposed:

1. Measure the project against the Management Plan goals.
2. Measure the project against the Management Plan implementation principles.
3. Assess the quality of the potential project.

### ***Step One: Management Plan Goals***

The project must contribute to achieving at least one (and preferably more than one) of the Management Plan goals, as follows:

#### ***Resource Preservation and Enhancement***

- The project will preserve or enhance a historical, cultural, and/or natural resource(s) of regional significance.

#### ***Education and Interpretation***

- The project will increase public understanding and awareness of a significant heritage resource(s) and related stories.

#### ***Community Revitalization***

- The project will make a significant contribution to revitalizing a local community through conservation and sustainable use of a heritage resource(s).

#### ***Heritage Tourism & Recreation***

- The project will significantly increase visitation to a heritage site(s) or resource(s), resulting in associated economic benefits.
- The project will provide a significant outdoor recreational opportunity related to the GBNHA's natural and cultural heritage.

#### ***Partnership Development***

- The program will conform to the list of objectives outlined for Partnership Development in this Plan.

If the project is determined to meet one or more of the above criteria, the evaluation process proceeds to Steps Two and Three.

### ***Step Two: Management Plan Implementation Principles***

The project must exemplify the implementation principles to a high degree, as measured by the following criteria:

#### ***Partnerships***

- The project involves and leverages the resources of two or more partners.
- A sponsoring partner(s) with sufficient capacity will participate in implementing the project and will manage it following implementation.

#### ***Linkages***

- The project relates to one or more of the interpretive messages or themes: The four primary interpretive **messages**: 1. The Great Basin is anything but empty; 2. The Great Basin is not great for everyone or everything, but it is great for some; 3. Patterns of life in the Great Basin are all integrally linked to each other and dictated by the Great Basin; 4. Limited resources, especially water, are a continual cause of conflict and change in the Great Basin; and interpretive **themes**: *Religion & Seclusion, Visionaries and Freedom, Seasonal Migration – Plants, Animals and Early Human Inhabitants and Economic Migration – Minerals, Industries, and Transportation; The Formation of the Great Basin*; are integral to and interwoven throughout the strategies.

- The project involves physical and/or programmatic connections between multiple heritage area sites or resources, with the highest priority placed on linkages to the Great Basin.

#### Regional Impact

- The project involves a site(s) or resource(s) of historical, cultural, recreational, and/or environmental regional significance.
- The project will significantly increase visitation.
- Infrastructure is in place or can be developed to accommodate the increased visitation.
- The project is consistent with and contributes to implementing the recommendations of regional plans.

#### Sense of Place

- The project will improve quality of life at the local level through benefits such as sustainable economic development, preservation or restoration of valuable resources, and/or increased community identity and pride.
- The project is consistent with the recommendations of local governmental plans related to heritage resource preservation and development.
- The project will not have significant adverse effects on or exceed the carrying capacity of historical, cultural, recreational, and/or environmental resources.

A project will rate more highly based upon the number of the above criteria that apply, although it does not necessarily have to meet all of them. Criteria that must be met by all projects include:

- Partnerships: both criteria
- Linkages: relationship to interpretive themes
- Regional Impact: regional significance
- Sense of Place: carrying capacity

#### Return on Investment

- All programs must be judged to be financially feasible and the outcome shown to be worth the proposed program cost.

### ***Step Three: Quality***

The project must exhibit a high degree of quality, as measured by the following criteria:

- It displays an acceptable level of authenticity in its treatment of heritage resources.
- It embodies high standards of planning and design.
- It incorporates the heritage area branding set by the area-wide informational framework and visual design standards.

In selecting projects the Partnership may also want to keep the following items in mind (some of which reiterate the required points above):

## **Additional possible criteria for evaluating resources/features**

### Logistical Issues

- Does the owning or operating partner of the heritage feature proposed for the project exhibit required organizational strength? Is it a recognized legal entity –a government, for-profit or non-profit corporation? Does it possess sufficient resources to sustain any improved infrastructure or operation?
- Is there sufficient funding potential for the project? Will the project qualify for matching funds?
- Has the heritage feature or project been researched adequately? Is its history sufficiently known?
- Is there sufficient and accessible physical Infrastructure in place as a basis for the project or to support operation of the completed project?
- Are there no (or few) adverse effects? Is the project likely to receive a favorable environmental review?
- Is the project beyond capabilities of any one partner to accomplish?
- Has the project met the requirements of NEPA and NEPHSA or is it likely to meet requirements?

### Relevance

- Is there good potential for the project to utilize the GBNHA logo and support its brand?
- Does this feature represent a story of compelling interest?
- Does the project embody links to the GBNHA's approved interpretive themes?
- Is the project in line with the GBNHA's enabling legislation/mission statement-goals, strategies?

### Support

- Does feature operator agree to (want) publicity or use?
- Does the project have "legs"? Has it been exposed to the community? Has the project been started in some way? Is there enthusiasm? Is there momentum?
- Has the project been committed to by one or more partner? Will they provide real support?
- Does the project link to any existing local interpretive plans or other important adopted community plan?

### Value

- Is the project an emergency? Is there a heightened level of threat or need for protection of a heritage feature?
- Does the involved heritage feature exhibit very strong and supportable local significance and importance or better yet does the involved heritage feature exhibit regional or national significance? Is the feature sufficiently unique?
- Is the feature or project part of a larger cluster of features –either geographical or topical?
- Will the project exhibit marketability—particularly to tourists? Is it likely to draw additional visitors to the GBNHA?
- Will there be a real return on investment? If not a monetary return is there another strongly definable return? Is the project likely to assist in community revitalization & development?

## **Management**

As the management organization for the Great Basin National Heritage Area, GBHAP will function as a catalyst for implementation by mobilizing the partnerships needed to put the plan strategies into action. GBHAP was formed in 2000 as a 501(c) (3) non-profit organization with a primary goal of bringing attention to the area's heritage and seeking Heritage Area designation within the region.

In assuming the role of managing (or coordinating) entity the Great Basin National Heritage Area is guided by its established vision and mission:

### ***Vision***

*We envision a Great Basin National Heritage Area with its heritage fully researched, understood, protected and celebrated as a basis for regional economic vitality: A region whose citizens and visitors understand its value, and are fully committed to preserving and sustaining the local cultural and natural heritage for future generations.*

### ***Mission***

*To develop and enable partnerships to help identify, research and evaluate, conserve, protect, interpret and promote the archaeological, historical, cultural, natural, scenic and recreational resources of the Great Basin National Heritage Area in a way that enhances economic opportunity without managing or regulating land use.*

This vision and mission will guide the long-range planning and day-to-day operational activities of GBHAP in its function as the primary advocate for development of the Great Basin National Heritage Area. GBHAP's participation in specific heritage development projects and programs will be partnership-based, with its specific role varying according to the nature and area-wide importance of the project or program as follows:

1. The GBHAP will lead programs and projects that:

- rank highly when measured by the project evaluation criteria, and
- are beyond the capabilities of other heritage partners to lead due to their geographic and/or programmatic scope.

Examples include development of regional markers, information stations and development of a heritage area-wide framework for interpretive/informational materials.

2. The GBHAP will initiate and coordinate programs and projects that:

- rank highly when measured by the project evaluation criteria,
- require an organization with broad interests in the heritage area to take an active role in getting them started ("catalytic" role), and
- are of a scope and nature that lend themselves to execution by another heritage partner or a coalition of partners that pools its organizational skills and resources.

3. The GBHAP will support programs and projects that:

- make significant contributions to achieving the heritage area mission and goals but rank less highly when measured by the project evaluation criteria, and
- are initiated and implemented by other heritage partner(s).

The GBHAP component partners, comprising heritage and tourism organizations operating within the GBNHA and beyond, will be a primary management mechanism for carrying out the partnerships needed to implement the Plan. Coordinated by GBHAP, this network will bring public and private heritage partners together to work cooperatively on projects of watershed-wide significance, thus leveraging and maximizing the use of the financial and human resources available to the individual agencies and organizations. The Partnership will generally operate through task forces formed to plan and implement priority, large-scale projects. Each task force will design the project scope, form a project team comprised of the appropriate partners from inside and outside the Partnership, and identify outside resources as required.

The responsibilities associated with managing the Great Basin National Heritage Area may require GBHAP to increase its staff resources. Specific capabilities that are currently identified include:

- Partnership Coordination: This capability is needed to support the GBHAP and to work with partner organizations to develop, administer, and implement Partnership projects and programs.
- Communications: An expanded communications capability is needed for plan strategies and actions such as developing an enhanced heritage area website, developing an enhanced public relations strategy, communicating with partners and supporting the GBHAP.
- Fund Development: The partnership recognizes that this function cannot be supported by federal contributions but it will continue to apply its expertise toward seeking personal, private corporation, foundation and governmental funding to sustain its operations and complete regional projects. It plans to do this by hiring an employee (using non-federal funds) to pursue grants and fund development.

### **Likely Initial Projects**

The plan strategies describe a wide range of initiatives, programs, and actions that can be carried out through partnerships to achieve the heritage area mission and goals. Several action programs have been identified as priorities to be pursued by the GBHAP and its partners in the first two years of plan implementation. These priority action programs are identified in the table below along with order-of-magnitude estimates of required funding levels. These estimates are not meant to be definitive, but rather to provide an idea of the level of financial resources that will be required to implement the action programs.



Priority Action Programs for first two years	Relevant Strategy	Estimated Cost
Note: Many of these projects are interrelated in terms of information gathering and writing and planning so some costs will be shared among projects.		
<b>Heritage Resource Conservation (Preservation) and Enhancement</b>		
Complete the inventory of known historic, cultural and natural resource assets for both counties. Become a clearinghouse for technical assistance on preservation. Monitor regional development projects and comment.	1A,B,C	\$20,000
Partner to secure NNRY archive--possibly digitize	1B	\$30,000
Sponsor annual Shepherders Gathering—Record and preserve a series of oral histories: Beginning with sheepherding, formation of GBNP. Then digitize.	1B	\$10,000
Support Planning for Topaz Japanese Internment Museum	1B; 2C; 4A	\$30,000
<b>Education and Interpretation</b>		
Begin to help partners identify funding, planning, and provide technical assistance resources to facilitate the interpretation and education elements of projects they undertake. —Become a clearinghouse for education and interpretive technical assistance. Provide interpretive information that meshes with adopted themes and storylines. Work with GBNP to create links between their interpretive opportunities and off-park sites.	2A,B,D; 3A,B,D	\$30,000
Develop a regional Interpretive and Information Hub.	2A,B,D	\$20,000
Develop the GBNHA Story Overview Panels--begin to install them at key portals. Interpret Swamp Cedar Massacre Site	2A; 3A,B,C,D	\$60,000
Adopt and Assist NNRY with its interpretive plan Partner with Depot Museum to finish interpretive exhibits in Freight Barn	2B,D; 3A,B,C,D	\$30,000
Assist on-site interpretation of Topaz Internment Camp	2B,D; 3A,B,C,D	\$20,000
Sponsor local school field trips to local museums and heritage features	2B,C; 5B	\$20,000
<b>Heritage Tourism &amp; Recreation</b>		
Develop a detailed map of the Great Basin National Heritage Area Planning and design of a GBNHA Orientation Map/Brochure Begin to develop the GBNHA Trip Planning Guide Begin to develop GPS-based and Publication based Auto Tours	2A; 3A,B,C,D,E; 5B	200,000
Design welcome signage, and additional directional signage, confidence markers--Begin installation. Design the GBNHA Regional Orientation Panels--begin installation	2A, B; 3A,B,C,D,E; 5B	\$200,000
Develop a design concept for the Self-Serve Visitor Information Station-- install in 2 locations.	2A; 3A,B,C,D,E	\$50,000
Develop a hospitality training program (and educate staff of service businesses and attractions about GBNHA)	3D; 4B	\$25,000
Develop and distribute a GBNHA tourism industry information	2C; 3A,B,C,D	\$10,000
Assist in completion of WPC Trail Survey and publish, along with similar for Millard County	3E	\$20,000
Begin to promote soaring in Ely	3E; 4B	\$20,000
<b>Community Development (Revitalization)</b>		
Consider promotion of a main streets redevelopment program for Ely, Delta & Fillmore	4A,B	\$20,000
Partner to help create a Museum of History and Culture of the Duckwater Shoshone People	1B;; 2B,C,D 3B,C,D;4A,5B	\$100,000
Partner with the Topaz Museum to plan a main street museum	Same as above	\$30,000
<b>Organizational (Partnership) Development</b>		
Develop and promote an area-wide set of partnership design guidelines and protocols.	3A	\$20,000
Create a Portable Exhibit with associated literature for use at local and regional events.	3C	\$10,000
Proceed with all activities identified in Management Plan Section 5. Partnership Development (includes policies, procedures, Board & Staff Development and Training, performance evaluation, communications, development and application of performance measurement. Also includes strengthening presence in communities and assisting partners with technical help and funding)	5A,B	\$40,000
<b>Total projected expenditure for 2 years:</b>		<b>\$1,015,000</b>

## **Plan Monitoring**

The priority action programs listed in the above table provide the starting point for efforts by GBHAP and its heritage partners to implement the Management Plan. They represent the “tip of the iceberg” of the myriad of actions taken and decisions made over time by organizations, institutions, and local, county, state, and federal governments that will contribute to realizing the mission and goals for the Great Basin National Heritage Area. The Plan is not intended to provide a prescriptive schedule for these actions and decisions, but rather to be a flexible and adaptive guide for informed decision-making on the projects and initiatives that are most important to the heritage area’s future as implementation moves forward. This basic purpose underscores the need for an ongoing monitoring process to measure success in achieving the heritage area mission and goals.

The plan horizon is ten to fifteen years. However, elements of the plan and the list of projects and programs to currently pursue will be reviewed annually by the Board for minor adjustment in emphasis or priority. A new plan will be prepared or other action taken in anticipation of the “sunsetting” of the authorizing legislation in 2021. The primary focus for plan monitoring by GBHAP during this timeframe will be an annual review of progress made in working towards the Management Plan goals, to include the following steps:

1. Assess progress made in implementing the priority action programs over the previous year.
2. Measure progress in achieving the plan goals based upon defined indicators.
3. Develop a revised schedule of priority action programs based upon the previous two steps.
4. Assess of progress made and update of the Management Plan at the end of the first five years.

### **Performance Measures:**

The following are examples of indicators or performance measures that can be used to assess progress in achieving the heritage area goals:

#### Resource Preservation and Enhancement

- Number of new listed historic resources and districts
- Number of new historic resource restorations and adaptive reuses
- Amount of newly protected open space acreage
- Quantity of new water and air quality improvements

#### Education and Interpretation

- Number and extent of improvements to existing interpretive exhibits and programs
- Number of new interpretive exhibits and programs
- Number and quality of new or maintained interpretive products (tours, brochures, etc.)
- Number and quality of new or maintained heritage-related research and educational programs
- Number of unique educational programs offered by the heritage area or a partner
- Number of participants in educational programs this year

#### Community Revitalization

- Number and impact of new businesses created
- Number of total jobs within the community
- Number and impact of new community-based revitalization initiatives
- Number of dollars brought into the community through Partnership elicited grants

### Heritage Tourism & Recreation

- Total visitation
- Accommodations:
  - Hotel/motel tax collected
  - Length of stay
- Purchases:
  - Restaurant meals
  - Retail establishments
- Visitor gateways completed/under development
- Miles of recreational trail surveyed for publication or completed/under development/in design
- Improvements to existing trailheads
- New trailheads
- New recreational activities defined or newly promoted

### Partnership Development

- Number of partners with formal agreements
- Number of “relationship” partnerships (less formalized or intermittent relationships)
- Number of projects with engaged partners
- Number of partner volunteer hours (or dollars) contributed towards GBNHA projects
- Dollars leveraged through partner participation

## **Property Rights Protection**

One of the key principals to be applied in plan implementation is a key principal of all National Heritage Areas--the preservation of heritage while at the same time insuring protection of private property rights. The enabling Act for the Great Basin National Heritage requires that this management plan be developed in such a way that it avoids infringing on private property rights; and provides methods to take appropriate action to ensure that private property rights are observed.

Therefore in implementing this plan:

No program or project of the Partnership will require any private property owner to allow public access (including Federal, State, or local government access) to such private property; or modify any provision of Federal, State, or local law with regard to public access to or use of private property. The production or approval of this Plan, nor any program or project created under it should not be considered to create any liability, or to have any effect on any liability under any other law, of any private property owner with respect to any persons injured on such private property. And, nothing in this Plan or as a result of its implementation will modify the authority of Federal, State, or local governments to regulate land use. Finally, nothing in this Plan or any project or program approved during its implementation will require the owner of any private property located within the boundaries of the Heritage Area to participate in or be associated with the Heritage Area.

To insure that private property rights are observed the Board of the Great Basin Heritage Area Partnership has taken appropriate action in policy development [see Appendix].

## Business Plan

Much of the foregoing information in this chapter constitutes the several typical sections of a formal business plan (the vision, mission, goals and strategies adopted, the projects to be undertaken and services to be rendered, the way the plan will be implemented and managed, and what performance measures will be used). Additional information for the basis of a business plan was provided in the socio-economic and demographic section (with the full study appearing in the Appendix). So, none of that will be repeated here. The succeeding paragraphs present or expand upon those items pertinent to the business plan *not* previously detailed: a market analysis, competition, brand development, operations, finances (budget) and sustainability.

### Market Analysis

Heritage tourism is defined by the National Trust for Historic Preservation as traveling to experience the places and activities that authentically represent the stories and people of the past and present. It includes historic, cultural and natural resources. This matches the goal of the GBNHA to promote its regional identity to potential travelers.

A 2008 report by London-based World Travel & Tourism organization forecasts:

- U.S. travel market will expand by 1.1% to \$1.7 trillion in 2008.
- Global travel and tourism sales growth of 3% to \$8 trillion in 2008.

According to Historic/Cultural Traveler research by the Travel Industry Association of America (TIA) and Smithsonian Magazine in 2003:

- 81% of U.S. adults who traveled, or 118 million, are considered historic/cultural travelers;
- These travelers spend more money on historic/cultural trips compared to the average U.S. trip (average \$623 vs. \$457, excluding cost of transportation);
- 30% of historic/cultural travelers' choice of destination was influenced by a specific historic or cultural event or activity;
- Historic/cultural trips are more likely to be seven nights or longer and include air travel, a rental car and a hotel stay;
- Four in ten historic/cultural travelers added extra time to their trip specifically because of a historic/cultural activity;
- 25% of historic/cultural travelers take three or more trips each year; and
- 44% of historic/cultural travelers include shopping among their trip activities compared to 33% of all other travelers.

Subsequent research by PhoCusWright values the heritage travel market in the U.S. alone at approximately \$70 billion per year domestically with 80 million travelers.

Travel Industry Association of America states:

- Historic Cultural travelers are slightly older;
- 4 in 10 are from Baby Boomer households (born between 1946 and 1964);
- 6 in 10 have a college degree;

- A third has a household income of \$75,000 or more;
- Baby Boomers travel more than any other age group in the U.S., registering more than 241 million household trips last year; and
- 14% pay \$1,000 or more for a vacation, excluding the cost of transportation.

According to a recent ThirdAge/JWT Boom study;

- Baby Boomers alone account for 78 million people in the U.S. and control more than 83 percent of consumer spending;
- Some 40 percent of the U.S. population is over 45, with 50 percent market growth projected in the next 15 years; and
- Boomer spending is expected to surpass \$4.6 trillion by 2015.

### Target Markets

Entities to which the partnership plans to market the GBNHA include:

Residents of the area – roughly 23,000 residents live in the Great Basin National Heritage Area. Raising awareness of the unique local heritage in this area will provide a strong sense of place and a pride in the place in which they live.

Youth – working with school age students on projects and encouraging school districts to include curriculum focused on GBNHA stories will provide the next generation with an understanding of the importance of their heritage to the national story.

Heritage Cultural Travelers – working with local Chambers, visitor bureaus and state tourism organizations to promote the regional identity of the GBNHA will offer a rich experience for a multi-day/week trip.

International Travelers – working with state tourism organizations to promote the regional identity of GBNHA offering a rich experience for those internationals who are interested in remoteness and the classic American West.

Media – providing content as well as photographs to historic and travel publications will make it easier to gain much sought after editorial content for the GBNHA as a regional destination.

### **Competition**

Competition could exist on several levels. There could be competition for support (volunteer time, financial resources), for visitation or tourist dollars, or for the attention of the press among other things. This business model suggests that reducing or eliminating competition is a matter of carefully defining market niche. How are the GBNHA and the GBHAP different from all other Heritage Areas, tourist destinations, volunteer organizations etc.? Finding this provides a competitive edge. The concept is not to try to directly compete with anyone else; not to try to market to everyone but rather to define a target market and to provide the perfect product tailored for that market. Several of those niche factors include remoteness, authenticity, scenic beauty, uncrowdedness, and even the DIFFICULTY of remaining connected to the “outside world”!

### Competition for Support

Many historical societies and small museums have been perennially under-funded. In 2011, both Utah and Nevada budgets are suffering because of the current economy; resultantly, state societies are underfunded. Travel in America is down due to the economy. Competition for funding will continue to exist at every level. The locally unique concept of an umbrella organization that advocates for a regional identity and facilitates coordination and assistance is the way of the future. Official partnership with the National Park Service offers technical assistance and lends credibility to the organization.

The concept of heritage areas is to partner with various other organizations or to facilitate partnership among those with mutual interests, depending on the focus of the project, to accomplish mutual goals. Communities and entities within are strengthened by partnership. There are many opportunities to avoid competition by partnering. Working together brings greater opportunity than working alone. Just a few examples follow:

- A partnership with state departments of transportation and local governments will be required to develop proper signs recognizing the significance of the area.
- A partnership with both state historic preservation offices to survey historic sites in the GBNHA would be beneficial and would serve as a benchmark for future preservation projects.

The GBNHA consists of willing partners in communities throughout the bi-county area in Nevada and Utah. Optimally there would be cooperation rather than competition for the visitor dollar. Working together to raise the level of awareness of a shared heritage will have a profound effect on the residents' pride in the GBNHA.

### **Brand Development**

Brands are usually incredibly difficult to build. Creating wide recognition of a mass market is usually expensive and is ordinarily a process requiring many years. The GBNHA does not seek to create a brand with world recognition. There are only three levels upon which the GBNHA expects to build its brand: among locals, among potential supporters, and among potential heritage tourists looking for the kinds of experiences the GBNHA has to offer. The GBNHA has begun this process locally by working in communities and with the local media. This challenge is not so great within the small communities of the GBNHA. It has also begun by making contact with initial supporters of the region. This effort will be expanded. The process of gaining recognition with appropriate heritage travelers globally has only been opened a crack with the launch of the GBNHA website. But luckily the internet age provides many precision tools for fine tuning and distribution of a highly targeted message. Partnership Board staff and volunteers have been honing their own skills in this regard.

The Partnership will be marketed to potential supporters but the Area will be marketed to those seeking heritage education and travel whether local, regional or from abroad. The logo is strong but GBNHA cannot count on it to be recognized very far beyond its use local use as a guide to interesting sites and sights. The Partnership is becoming an established identity, locally and by government and tourist associations in both Nevada and Utah. Partnership with the National Park Service opens other marketing possibilities. The NPS has, over the years, developed its own strong brand. The partner relationship with NPS garners almost instant credibility for the GBHAPs own brand.



Following are ways used to additionally market internally and externally. Some are in process already, others need to be developed.

#### Internal Marketing

- Word of mouth to relatives, friends and neighbors,
- Quarterly E-news sent to a growing list of interested parties,
- News releases about timely events and topics of interest are sent to a comprehensive list of writers and editors in the area,
- Speakers bureau offering programs to civic clubs and other interested organizations,
- Quarterly meetings open to anyone interested,
- Curriculum development to incorporate GBNHA history into local school districts,
- Website development for both internal (partner) use,
- Brochures and maps,
- Special events and commemorations,
- Brand development for consistency,
- Video production to be used for fundraising and at meetings,
- Logo promotion for use through guidelines to partners throughout the area,
- Membership in appropriate organizations.

#### External Marketing

- Word of mouth to relatives, friends and neighbors,
- Website comprehensively developed for education and marketing to the public,
- Brochures and maps developed for distribution,
- NPS websites and brochures –work toward continued inclusion,
- Special events and commemorations creation,
- Both state travel offices, visitor bureaus and Chambers –develop close working relationships,
- Cooperative advertising in targeted publications,
- Travel journalists-- work toward editorial coverage,
- Tours to guide the heritage traveler,
- Podcasts developed to be used on the website and downloaded by the traveler,
- Tradeshows attended as appropriate,
- Video production to be used in internet promotion,
- Visitor surveys to begin benchmark measurements.

#### **Operations**

The concept of a national heritage area has been a grassroots effort with many residents and organizations coming together in various ways to bring federal designation to the area and to develop a Management Plan that will guide activities into the future.

Minimal staff has been engaged and will be maintained and appropriate policies and procedures have been adopted to carry the organization and its message forward. Guidelines for decision making for

project selection were presented in the section above. Guidelines for making decisions at all levels pertinent to operations include:

Appropriateness:

- Does this action work toward achieving the legal mandate?
- Will this action help achieve the vision for the GBNHA?
- Does this action fit within the mission?
- Does this action comply with the guiding principles?
- Does this action advance the achievement of the legal mandate?
- Does this action help move the area toward sustainability?
- Does this action contribute to connecting our story? Can it be used as a prototype for duplication in other locations? Does it bring partners together for dialog or to work toward common goals?

Priority-setting:

- Is this action time-sensitive? Is there a deadline?
- Does this fit with the priorities identified by the partnership? Priorities should be revisited by the partnership every few years.
- Is this action an immediate priority?
- Does this action contribute to the achievement of multiple goals?
- Does this action touch upon multiple disciplines (preservation, interpretation, conservation, education, recreation, economic development)?

Feasibility:

- Are there written commitments from potential partners to work with to make this action a reality?
- Are there technical resources available to assist in this action?

Funding:

- Does this action fit within the adopted budget for the GBNHA?
- Are there potential outside sources to fund this action?

## **STAFF DEVELOPMENT**

Volunteers have historically made up the backbone of the Partnership organization. And they will continue so. But paid staffing has supplemented this over the past 4 years and provided a directed professionalism as well. The projected budget outlined below anticipates the need for organizational development primarily related to an increase in staffing. Full time or part time personnel will be engaged to assist with fund development, partner relations and promotional material and interpretive message production. Volunteer committees will assist in these tasks.

A list of currently recognized tasks will be created and job descriptions written. Optimally there would be three to four total employees over the next four or five years. The current job description for the Executive Director assures that most needed skills will be resident but that person will not be able to do all that is required.

The first new position created will be an assistant director--a multifaceted position that includes project management, administration, and outreach duties to support the program's efforts to protect the

Heritage Area's historic and distinctive sense of place and to encourage economic growth and heritage development that is balanced and self sustaining. This high level position will assist the director in completing many of the projects listed as Priority Action Programs for First Two Years (on page 170 of this plan).

Next, two Regional Project Directors will be engaged. They will be located in Ely and either Delta or Fillmore in order to be able to work closely with each local community and to minimize the need for frequent time consuming travel between these community areas that lie more than 175 miles apart. These individuals will initially assist in completing the community (rather than area -wide projects listed as Priority Action Programs for First Two Years.

All of the Heritage Area's staff will assist in fund development. Each will focus on funding specific projects on which they are working.

Organizations and their personnel tend to be dynamic. Because of its remote location it will be a challenge for the Partnership to find available qualified personnel nearby. Pay scales for specialized employees may need to be increased in order to attract persons from outside the area. Job descriptions may need to be revised to account for a different combination of skills possessed by available candidates. Several part time persons or even independent contractors may need to be hired to assure that all technical skills required can be provided.

#### **FINANCIAL INFORMATION**

The federal enabling legislation authorized ten million dollars over a 15 year period. GBNHA has been able to access a state assistance and local volunteer assistance and other non federal support to help fund the management planning process. Future federal funds will depend on an NPS line item in the federal budget and/or earmark appropriations through Congressional representation. Keeping Congressional offices informed of the need to access funds authorized in the GBNHA enabling legislation is imperative. Operating budgets are dependent on this funding source at this time.

Because this is a start-up organization, budgets are projected based on research of many of the other heritage areas some of which have been in business for over a decade. While each heritage area is different, there are some similarities in operations that allow for educated projections.

This organization has come this far with a tiny staff and a great deal of volunteer help from Board members and others. Expansion of programming will rely on the success of fundraising by the Board with assistance of future staff. It will grow only as it gains financial support and will continue to work at the grassroots level to implement, with volunteers, as many recommendations in the Plan as possible. With the guidance of the NPS, GBNHA will refine the sustainability plan for the future presented in the last section of this chapter.

The accompanying chart presents a four-year projected budget that will only be successful if funds are appropriated or raised and non-federal funds found to match the federal funds to support it.

## GREAT BASIN NATIONAL HERITAGE AREA

### Projected Budgets 2012-2015

(These numbers are based on anticipated potential federal funding tempered by the estimated ability of the partnership to acquire matching support.)

REVENUE	2012	2013	2014	2015
Federal Appropriations	150,000	250,000	350,000	350,000
States Appropriations	50,000	50,000	50,000	50,000
City & County Government Funding	25,000	25,000	25,000	25,000
Public Funds	20,000	20,000	20,000	20,000
Grants & Sponsorships for special projects	50,000	60,000	65,000	70,000
Registrations for workshops/conference	0	3,000	3,000	3,000
In-Kind contributions	100,000	100,000	100,000	100,000
Partner Project Share	201,000	216,800	265,550	271,350
<b>TOTAL REVENUE</b>	<b>596,000</b>	<b>724,800</b>	<b>878,550</b>	<b>889,350</b>

EXPENSES	2012	2013	2014	2015
Personnel	75,000	115,000	115,000	120,000
Benefits	22,500	34,500	34,500	36,000
Payroll Tax	6,000	9,200	9,200	9,600
Insurance	750	750	750	750
Office Overhead	4000	5000	5000	5000
Memberships, Travel & Meetings	15, 600	24,100	24,100	25,500
Website/Communications	1,000	1,000	1,000	1,000
Professional Development	500	500	1000	1500
Program and project expenses	486,250	528,750	682,000	684,000
Workshops (2 per year)	0	6,000	6,000	6,000
<b>TOTAL EXPENSES</b>	<b>596,000</b>	<b>724,800</b>	<b>878,550</b>	<b>889,350</b>

### Funding Development

The scope of interest embodied within the mission of the partnership is wide. Because of this the partnership's proposed activities will appeal to a wide array of potential funders. Funders need not have an interest in all the aspects of the heritage area's mission. It may only care to support the development of partnerships or non-profits. They may have interest in the identification or research of heritage features, or in their conservation or protection. They may be interested in supporting recreation related to heritage features. They may be interested in education or interpretation or in the promotion of heritage features for tourism or to provide economic opportunity. They may have specific interest in matters of archaeology, history, culture, nature, scenic and recreational resources of the Great Basin National Heritage Area.

It remains for the Partnership to be aware of these interest opportunities and to continue to seek out funding sources desiring to support them. For the first few years of the plan several have already been identified and some contacted. Several have expressed willingness to be involved.

The preceding table lists eight sources of revenue. None of these sources can provide certainty in terms of exact amount of dollars annually available. However, the Partnership has had a good record in finding needed funding to cover its expenses over its 11 years of existence. The amounts needed over the next few years are modest. And there are specific sources the Partnership will target and certain procedures the Partnership can employ that will increase the probability of acquiring the levels of support shown to be needed in the projection table. Some of these are laid out below.

- Federal Funding

The federal Act enabling the Great Basin National Heritage Area carried with it a potential source of funding when it authorized ten million dollars over a 15 year period. Annual support is based on appropriations for the heritage area program and specific allocations to each heritage area by the National Park Service. However other federal funds can also be sought to augment program and project support.

Examples of federal entities that have projects that are relevant to the GBHAP's goals and objectives include the following:

- The National Park Service—The NPS Japanese American Confinement Sites Grant Program provides grants for the preservation and interpretation of the historic confinement sites where Japanese Americans were detained during World War II. The Partnership together with its partner the Topaz Museum will pursue appropriate funding for this important project with the GBNHA.
- U.S. Department of Housing and Urban Development (HUD)—Our communities may support their economic development initiatives with Community Development Block grants. In addition, HUD programs for adaptive use of historic structures could be very helpful in revitalizing main streets and historic districts in the GBNHA. Targeted reinvestment can be pivotal in attracting funds for restoration of buildings of significance.
- U.S. Department of Transportation (DOT)—In conjunction with the Utah and Nevada Departments of Transportation have provided enhancement grants in communities in the region. From the restoration of a railroad depot to streetscape projects, the enhancement grant program can be been a dynamic source of revitalization. More effective use should be made of a heritage route program to augment the scenic byways in the GBNHA.

Developing and implementing signage on US Highways 50, 93, as well as I-15 and I-70, is an essential course of action. Streetscape features, signage, and interpretive venues in conjunction with Departments of Transportation should be aggressively pursued along with supporting the implementation of more enhancement grants.

The federally-funded Recreational Trails Program (RTP) has helped with non-motorized and motorized trail development and maintenance, trail educational programs, and trail related environmental protection projects.

- The National Endowment for the Humanities and the National Endowment for the Arts— The National Endowment for the Arts and the U.S. Forest Service have provided funding for cultural resource inventory within the GBNHA. The partnership intends to tap these sources again.

The Partnership staff and volunteers will seek out and pursue other federal programs as each proposed project and program is initiated.

- State Funding

Many different state agencies in both Utah and Nevada can be counted upon to assist in funding the many projects and programs proposed by this Management Plan.

The Utah Humanities Council (UHC) provides funding in the humanities (history, literature, philosophy and ethics, jurisprudence, comparative religions, anthropology and archaeology, language and linguistics, history and criticism of the arts, and interdisciplinary areas such as ethnic studies, international studies, women's studies and folklore). Many of these coincide with projects and programs proposed by the partnership. The Utah Humanities Council has supported numerous projects in libraries and other outlets throughout the region. This organization is a helpful source for initiating art and humanities projects, exhibits, and projects that deal with heritage within the Great Basin.

The Utah State Parks and Recreation administers grant programs to assist local government agencies with creation of high-quality, public outdoor recreation facilities. Utah Off-highway Vehicle Trails Program is funded from state off-highway vehicle registrations and a small share of the Utah motor fuel tax. This grant program is available to federal agencies, political subdivisions of the state, and organized user groups for construction, improvement, operation, or maintenance of publicly-owned or administered motorized trails and facilities. The Partnership's program to map and promote trails in its area can be supported by this source.

The Utah Division of State History and the Division of Museum Services have much to offer the Partnership in terms of resources, technical support, and coordination. In 2002 they granted \$10,000 for development of heritage areas within the state. The State Historic Preservation Office has been and will continue to be a major source of assistance for historic research, preservation, and revitalization of historic resources through technical assistance and especially through its Certified Local Government (CLG) program. Likewise, the museums in the Utah portion of the region should work closely with the Utah State Director of Museum services to enhance their interpretive capacities.

The Utah Department of Community and Culture offers grants to specifically support the work of history and heritage groups like the partnership and its proposed projects.

The Utah Office of Tourism is a well-managed organization that plays a vital leadership role in tourism in the state. The office offers cooperative grants that should be used in coordinating out-of state advertising for the region. As the GBNHA achieves higher prominence and visitor appeal, the Utah Office of Tourism will be of great assistance in designing and implementing an advertising campaign that moves visitors to the parks and forests and brings them into the gateway towns where Great Basin heritage is preserved and interpreted.

State of Nevada Commission on Tourism employs a rural marketing grant program that provides project funds annually. The Partnership has benefitted from a number of these grants in the past (in excess of \$250,000) and expects to link several of its proposed projects with this grant source in the future.



Another available grant program is the Nevada Arts Council (Division of the Nevada Department of Cultural Affairs) Tumblewords grant.

The Nevada State Treasurer visited the Great Basin National Heritage Area in 2010 and made some specific recommendations to the Partnership for funding its efforts. One of them, Nevada's Question 1 Bond Initiative, was passed by voters in 2002 and authorized the state to issue \$200 million in bonds for projects to protect and preserve heritage resources across Nevada. Q1 funds have been extremely important for Nevada's resources and the State has expanded its reach by leveraging dollars with partnerships and matching funds from other funding sources.

Q1 funds are being used (among other things) to provide grants for local governments, and qualifying private nonprofit organizations for various programs including enhancement of recreational opportunities, for facility development and renovation, construction of support facilities, to establish a museum, for recreational trails, urban parks, for habitat conservation, and general natural resource protection projects. Several of the projects currently proposed by the Partnership will qualify for funding.

Both Utah and Nevada Departments of Transportation are likely to participate in wayfinding projects.

In addition to state agencies the legislatures themselves may be a potential source of funding. (The Nevada State Legislature provided \$97,400 to the Partnership in 2007 as startup funds.

- City and County Government Funding

Cities and counties have not yet been asked to participate in funding of the Great Basin Heritage Area Partnership or for its programs or projects. Yet mayors and county board members have been among the most prominent representatives at planning meetings for the heritage area. And cities and counties have a great deal to gain from the Partnership's efforts within the GBNHA. With two county governments and several small incorporated cities within the GBNHA it seems reasonable to expect the modest support proposed within the projected budgets for 2012-2015.

- Public Funds, Grants and Sponsorships

Several foundations that provide the type of support needed by the specific projects proposed by the Partnership within the GBNHA have already been identified. They include: the Donald W. Reynolds Foundation, the E. L Cord Foundation, The Conrad N. Hilton Foundation, the Lied Foundation Trust, the Greenspun Family Foundation, the E.L. Wiegand Foundation, the Sierra Pacific Resources Charitable Foundation, William H. & Mattie W. Harris Foundation, the Dale and Edna Walsh (DEW) Foundation, the Robert Z. Hawkins Foundation, the Clark Foundation, and the George S. and Dolores Doré Eccles Foundation. The J. Willard and Alice S. Marriott Foundation has specific interests in heritage tourism. Its geographical focus is Washington, D.C., and Utah. Special emphasis should be placed on developing a relationship with the foundation and identifying projects of mutual interest. The Seventh Generation Fund for Indian Development offers comprehensive support to Native Community Projects of the type the Partnership will be involved with.

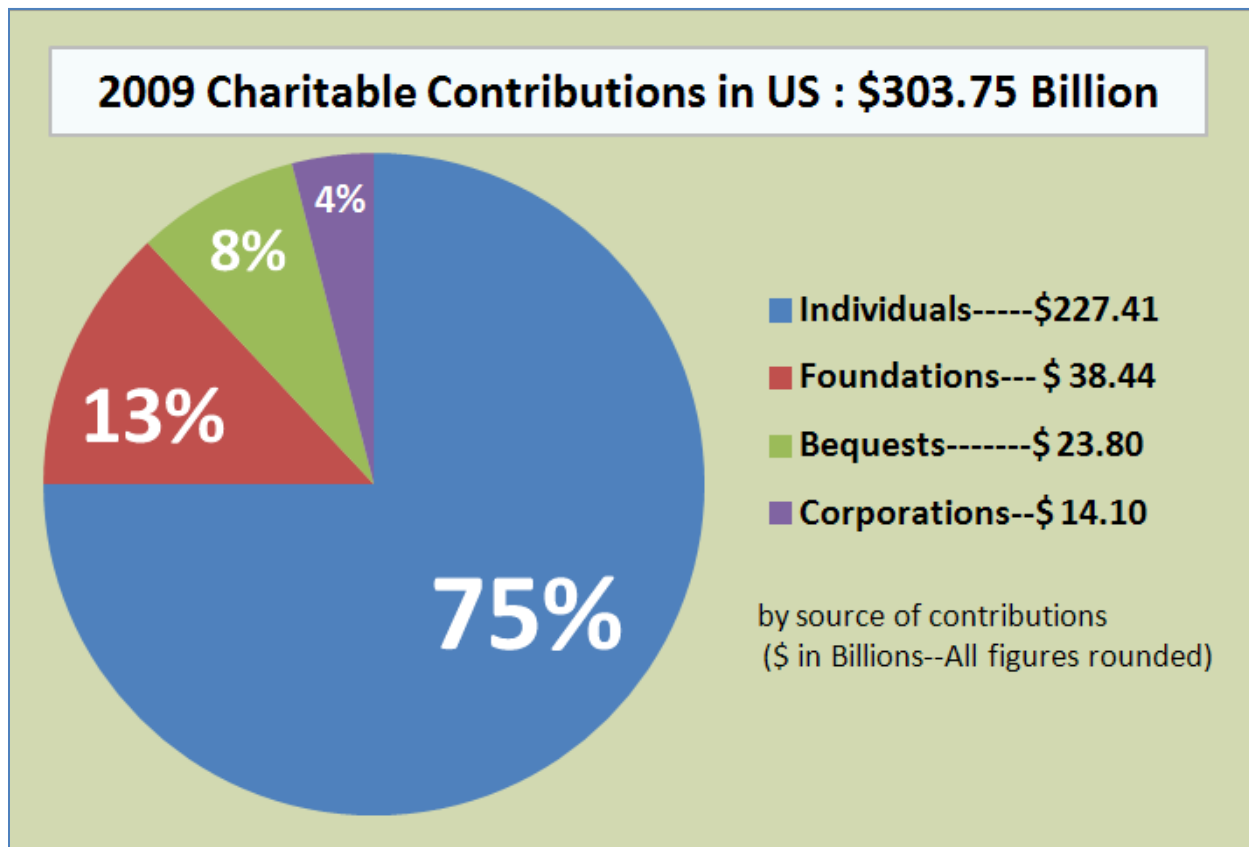
A number of church related foundations have programs to preserve the heritage of their cultural constituencies. Notable is the LDS Foundation and Catholic and Greek Orthodox groups with heritage ties in the area.

Likely Corporate Sponsors include: Quadra Mines of Ely, the Robinson Nevada Mining Company, LS Power and the Intermountain Power Agency.

Quasi-government organizations providing funding for projects of the type the partnership has proposed include the Southern Nevada Water Authority which has been generous within the GBNHA region. The Utah Humanities Council (UHC) provides funding to Utah groups and organizations conducting public projects in the humanities (history, literature, philosophy and ethics, jurisprudence, comparative religions, anthropology and archaeology, language and linguistics, history and criticism of the arts, and interdisciplinary areas such as ethnic studies, international studies, women's studies and folklore)—nearly all of which intersect with proposed Partnership programs and interests.

Individual giving will be explored as well. Studies show that of all charitable contributions 75% comes from individuals. And although the economy has been suffering over the last few years individual giving has actually remained steady while foundation giving has declined by about 3.6%.

Unfortunately the economy of the GBNHA itself is not a particularly robust one, and relatively few individuals have high incomes. Studies show that higher income donors, those with annual income greater than \$100,000, are more likely to donate to cultural causes like those embodied by the mission of the heritage area and those with lower incomes not too likely to do so. Nonetheless the Partnership will identify and target the few persons of means within its area and seek likely donors outside as well.



The Partnership understands and applies proven principles for successfully attracting support.

Among them it intends to employ the following:

- Leveraging its not-for-profit status
- Utilizing a case for support
- Identifying most likely potential donors
- Assuring a well informed and well connected cadre of solicitors
- Devising a mechanism for collecting and distributing funds
- Employment of a donor recognition system
- Enhancing its communications capability
- Assuring record-keeping that provides the best tax benefits to donors
- Requiring involved staff leadership that guides the program and constantly finds opportunities to tie projects and programs together with funding partners

For each project or program needing funding, a case for support will be developed. Each case will answer specific questions that funders will want to know:

- Who are we?
- What do we do?
- Why are we important?
- What is our vision for the future?
- How do we plan to achieve that?
- What projects or programs do we propose in order to succeed?
- What support do we need for these?
- How will we get it?
- When we do, what difference will this make?
- How is the proposed funder benefitted by providing needed support?

Board members, staff and volunteers will help fundraise by:

- Identifying and rating prospects
- Helping to define good solicitation strategies
- Cultivating prospects
- Hosting events where others can cultivate prospects
- Providing introductions to the organization's leadership
- Accompanying solicitors on calls
- Providing additional gift acknowledgements
- Assisting in the stewardship function
- Providing a sense of public ownership of the effort, rather than merely an institutional program

#### Registrations and other income generating services and products

While the Partnership does not intend to develop a high proportion of its support by charging for its services or products there are some steps that it can take to help offset the cost of providing services to its communities, partners or visitors to the region.

Among these may be charging local businesses engaged in the tourist interest a small registration fee for sending their employees to the Partnership's proposed program on local hospitality training.

Some of the more complex or expensive tourist support materials may engender a fee. For example a printed tourist book guide to the region may be sold for a small fee. Sponsorships may be sought for websites where the same guide material (supported by GPS) may be downloaded. GPS units may be rented for a fee to be used within the heritage area. Some may even be sold loaded with the guide program.

As outlined in the principals for choosing Partnership projects staff, board and volunteers will consider each potential project to see where costs may be recovered.

- In-Kind Contributions and Volunteer Activities

Over the past four years in-kind contributions and volunteer activities have been a vital source for use by the Partnership in matching federal dollars. As indicated by the projected budgets they will continue to play an important role over the next four or five years. During that period the staff will spend an increased proportion of their time in recruiting and developing volunteers. At the same time the new projects proposed in this Management Plan will begin to take shape. Each project will develop its own budget that will outline the needed resources and because of the limited financial resources in the region, every opportunity to use in-kind contributions and volunteer hours will be sought. Partner organizations will become increasingly involved in the GBNHA and most of them will contribute additional time or provide in-kind contributions towards the various projects. Resultantly in-kind contributions and volunteer hours are projected to grow substantially.

- Partner Project Share

As indicated above, beginning with the approval of this Management Plan, there will be an immediate increase in the number and scope of the projects and programs undertaken by the Partnership. This will involve, in greater part, participation of the constituent partners. Most projects contain components that will be funded by constituent partners who will bring their own money to the table. Resultantly partner project share will grow in proportion as shown on the projected budget for the next few years.

## Financial Sustainability for National Heritage Area Coordination

The word “sustain”, or “sustainability” has been used 37 times in this plan prior to this sustainability section. So clearly the plan itself is designed toward that end. This section will describe why sustainability is important, discuss sustainability further and suggest or reiterate concrete ways the plan proposes to achieve sustainability.

### Importance

As with established national heritage areas, the enabling legislation for the GBNHA sunsets fifteen years (2021) after the bill was signed by the President on October 20, 2006. It is important that the coordinating entity for this area establish itself with appropriate sustainability criteria in order to continue its work beyond 2021.

In 2008, Congress asked the National Park Service to evaluate nine of the heritage area coordinating entities and their efforts on behalf of the heritage area. These evaluations are not completed at the writing of this business plan. The results may provide information that would invite an addendum or rewriting of this plan.

In 2009, Congress directed the National Park Service to require the coordinating entities to create Sustainability Plans. Not only does this directive recognize the importance of having a coordinating entity, it charges the residents of each National Heritage Area to acknowledge this vital and necessary role through routine financial support.

GBHAP will work with the National Park Service, as clarified above, to achieve the legislated mandate. The GBHAP Board, the coordinating entity staff and any contracted staff, working committees and others will collectively move forward to implement the two phase Sustainability Plan explained below.

Sustainability is a relative matter. The GBHAP existed and successfully grew prior to acquiring any federal support. Though less formal than it has now become, it began as a simple partnership for celebrating and promoting the local heritage to increase regional tourism. It was a sustained effort. From 1997 to 2008 it strengthened without federal support. It continued as a sustained effort. From 2008 to 2021 it may get some federal funding depending on federal budgetary margins. But in any case federal funds must be matched. So it should be obvious that the local potential to sustain the operation will be substantial and will likely increase as the organization builds capacity through supported expansion of GBHAP efforts.

There is no logical reason to believe that the organization and effort will simply die from cessation of federal support at sunset. On the contrary, having received support for several years it will have strengthened to the point of being able to carry on nearly any program initiated. The only expected change might be the number of *new* projects or programs initiated should federal support cease.

The important supposition in this argument is that every penny of additional funding made available by the federal government will be spent in a way that not only preserves and celebrates local heritage but at the same time strengthens the organization and builds toward sustainability. The heritage area should do this by building its own reputation and its internal capacity to do work. It should do this by

improving the local economy and by mustering the local citizenry to the heritage area's mission. Once each local community has incorporated the heritage mission into its own fabric this mission will continue as a new local cultural practice to itself become local heritage!

Federal funding of this program should not be viewed as the Government sustaining a program. It should be viewed as money *invested* to grow and strengthen an already successful program that will continue to be successful.

It should be pointed out that the management plan for this Heritage Area does not seek to be overly aggressive. Its projections and requests are modest and not over reaching. In the worst case scenario of NO federal funding the plan would at least achieve half of what is initially proposed.

### **Sustainability Plan**

Achieving desired sustainability is a two step process. The first step is setting up operating and growing the organization while additional funding is available in a way that allows it to continue to operate successfully when additional funding disappears. The second step is to operate the residual organization in such a way that it maintains the programs in place at as high a level as possible once additional funding is gone. This is based on making wise and economical decisions.

To become sustainable after federal support lapses, the GBHAP will adopt these criteria of a two phase program:

Generally take a contrarian view to growth. Bigger is not necessarily better. Right size to do the job.

Utilize all interim funding and support available to build a partnership organization and to define products and processes that become strong but will not rely on continuing support to maintain strength. (This is not an end game effort. This is an integral and continuing part of operational decision making.)

Perhaps the single most important element of sustainability is the ability of the organization to change. An organization must adapt and move with changes in the "marketplace". When an organization can react and suddenly run in a different strategic direction without significant lead-time, then it has a much higher chance of prospering within a changing environment. The relatively small size of the GBHAP should help in this regard. It will be kept relatively small for this reason and others.

#### Phase I—Growing the Program

- Spend wisely on staffing costs
  - Use volunteer efforts whenever possible, encourage interns;
  - Hire contract employees when feasible to save cost of benefits;
  - Do not create an organization that cannot be sustained.
- Spend wisely on materials
  - Take care not to print materials unless necessary;
  - Order reasonable quantities, anticipate running out before reordering.
- Select projects according to Plan guidelines (that take into account project sustainability)



- Do not overbuild
- Recover some costs
  - Develop over time nominal fee structure for certain services: such as support with National Register nominations, feasibility studies, driving tours, historic structure reports, site visits.
  - Develop fee structure for advanced classes/certification program for National Heritage Area training sessions and educational initiatives at affiliated sites.
- Consider sponsorship opportunities for Heritage Area – naming rights for spaces, exhibits, publications, interpretive materials.
- Minimize travel and/or pass along a portion of costs to requestor.
  - Communicate with partners and Board members through electronic communications.
- Remain nimble—change plans and priorities as necessary to meet opportunities and challenges.

#### Phase II—Post Growth Operation

After a multi- year “construction” phase, it is time for the GBNHA program to shift its primary emphasis away from the building of the Heritage Area system towards sustaining, refining, and increasing the effectiveness of the program overall.

- Cut back on initiation of new projects;
- Review all existing programs for continued effectiveness;
- If an old program becomes ineffective, eliminate it or replace it without expansion;
- Continue to economize on personnel and materials;
- Continue to seek supportive revenue and to recover cost;
- Assure that local communities recognize the regional economic benefits that resulted from projects and program and encourage them to continue to invest in their communities appropriately;
- Again, remain nimble.