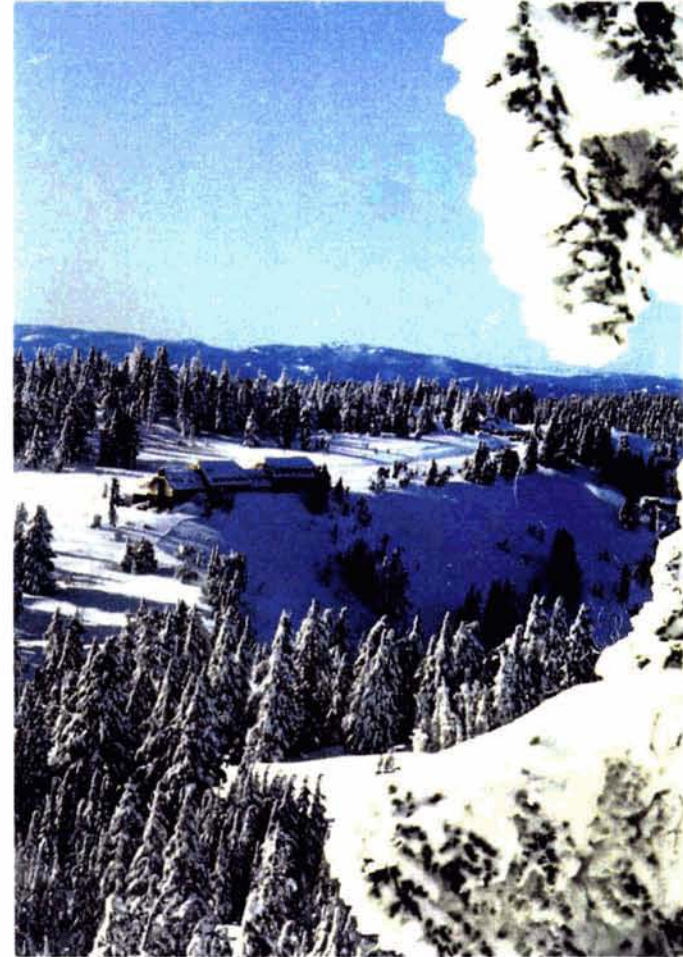


Briefing Report Rim Village Redevelopment

Prepared in Response to the House-Senate Appropriations Conference Committee
Request of September 24, 1992



CRATER LAKE

National Park • Oregon

Briefing Report
Rim Village Redevelopment

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March 1993

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EXECUTIVE SUMMARY

The National Park Service (NPS) is in the process of implementing a *Development Concept Plan*, which was approved in 1988, that would more fully protect Crater Lake and provide quality, year-round visitor facilities. Rehabilitation is now underway on the historic Crater Lake Lodge, which is scheduled to reopen to the public in summer 1995. Other elements of the approved plan for improving Rim Village call for (1) constructing an activity center and a 60-room hotel, (2) removing approximately 450 parking spaces on the rim, building a three-level parking structure off the rim (with two levels underground), and establishing a shuttle system, and (3) developing a central support facility. In addition, the park is facing a critical shortage of housing for both permanent and seasonal employees, making it difficult to hire and retain qualified personnel.

In response to the House-Senate Appropriations Conference Committee Agreement, the National Park Service has reviewed appropriate winter use activities at Crater Lake, the availability of lodging outside the park, additional park costs for winter operations envisioned with the 60-room hotel, and alternatives for lodging and support facility operations. This report presents the following conclusions:

1. Existing winter activities are appropriate for both the enjoyment and protection of the resource; any major change in use will occur only through approval of a winter use plan that will be prepared with public input.
2. With the exception of Diamond Lake Resort, lodging facilities outside the park cannot be relied on by the public to provide

winter accommodations. A study conducted by the National Park Service indicates that except for Diamond Lake it is not likely that existing facilities will be improved or new facilities developed until year-round lodging has been provided in the park to act as an attraction for visitors. Land for development within a one-hour's drive of the park is extremely scarce due to federal ownership or restrictions on development.

3. Additional annual operating costs to the park for winter operations associated with the construction of a 60-room hotel would be approximately \$350,000. These costs are primarily for snow removal to maintain 24-hour access and additional personnel costs.
4. In addition to the present plan two alternatives have been considered to address the issues of year-round lodging and the size and location of a central support facility. All alternatives include an activity center in Rim Village to provide significantly improved interpretive facilities and other visitor services. These alternatives are summarized in the following table.

The National Park Service supports alternative B, which proposes an activity center in Rim Village and year-round lodging and support facilities in Mazama Village. This approach accomplishes the objectives of the 1988 *Development Concept Plan*.

SUMMARY OF ALTERNATIVE CONCEPTS FOR DEVELOPMENT AND VISITOR SERVICES

Alternatives	A — Provide On-Rim Year-Round Lodging in the Park	B — Provide Off-Rim Year-Round Lodging in the Park	C — Provide No Year-Round Lodging in the Park
Year-Round Lodging	Rim Village — Proposed activity center/hotel with 60 rooms.	Mazama Village — Potential development of 40 year-round rooms plus food service.	No winter lodging in park; rely on facilities outside the park.
Activity Center	Rim Village — Park interpretive center, accessible winter lake viewing, food services, gift shops, equipment rental; center combined with 60-room hotel.	Rim Village — Park interpretive center, accessible winter lake viewing, food services, gift shops, equipment rental.	Same as B.
Support Facility	Munson Valley — Housing and food service facilities for 96 employees, plus administrative offices, food storage and preparation, laundry and waste management, warehouse, vehicle storage and repair, maintenance shop.	Mazama Area — Same functions as alternative A, but approximately a 20% reduction in facility size.	Outside park.
Program Objectives	Meets all objectives for the 1988 <i>Development Concept Plan</i> .	Meets all objectives except the public desire for year-round lodging in Rim Village.	Does not meet public desires for year-round lodging; meets all other objectives; could significantly reduce efficiency of concession operations.
Elements Common to All Alternatives			
• Crater Lake Lodge	Under rehabilitation, scheduled to reopen in 1995; 71 rooms and fine dining from May through October.		
• Off-Rim Parking/ Shuttle Bus System	All current Rim Village parking will be relocated to a three-level, 640-car parking structure (two levels will be underground); the structure will be approximately 1/4 mile from the rim, and a visitor contact station and restrooms will be provided. A shuttle bus service will provide access between the parking facility and the rim; pedestrian access will also be provided.		
• Valley Road	A road will be constructed for access from the parking facility to Crater Lake Lodge.		
• Historic Landscape	The landscape along the rim will be restored and rehabilitated to its appearance in the 1930s.		
• Employee Housing	Additional permanent and seasonal employee housing will be required under each alternative (25–30 permanent employee houses, and 150–250 seasonal employee beds, depending on alternative); potential locations include Mazama Village, Munson Valley, the Panhandle, and Quarry Flats.		

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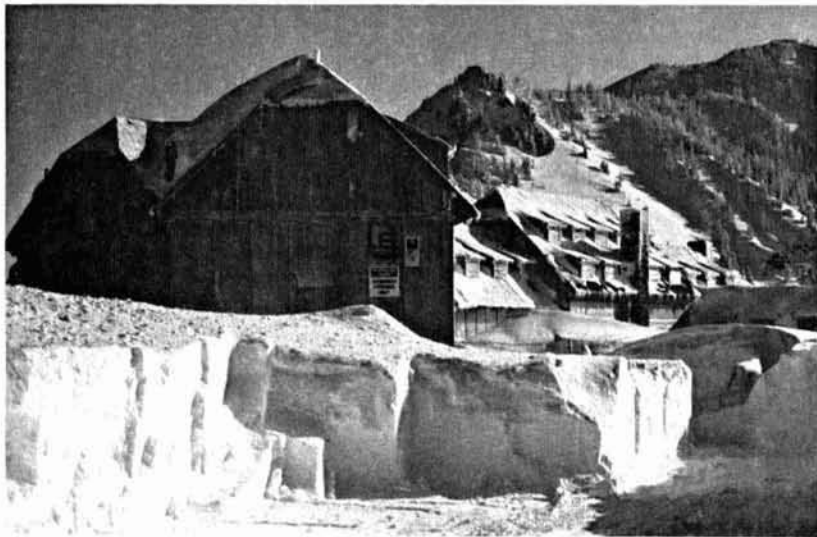
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INTRODUCTION

THE RIM VILLAGE AT CRATER LAKE

Rim Village, at an elevation of 7,100 feet on the south edge of Crater Lake, has traditionally functioned as a summer operation. Interpretive activities are provided at a small visitor center near the rim and the Sinnott Memorial, which is about 25 feet below the rim and offers visitors spectacular views of the lake. Wayside exhibits and programs conducted by the National Park Service complement these facilities.

Other development includes the historic Crater Lake Lodge, a cafeteria/gift shop, parking for approximately 450 cars, a picnic area, a community building, an employee dormitory for Crater Lake Lodge, Inc., and a comfort station (see the Existing Conditions map). Crater Lake Lodge has been closed since 1989 for rehabilitation and is scheduled to reopen in summer 1995.



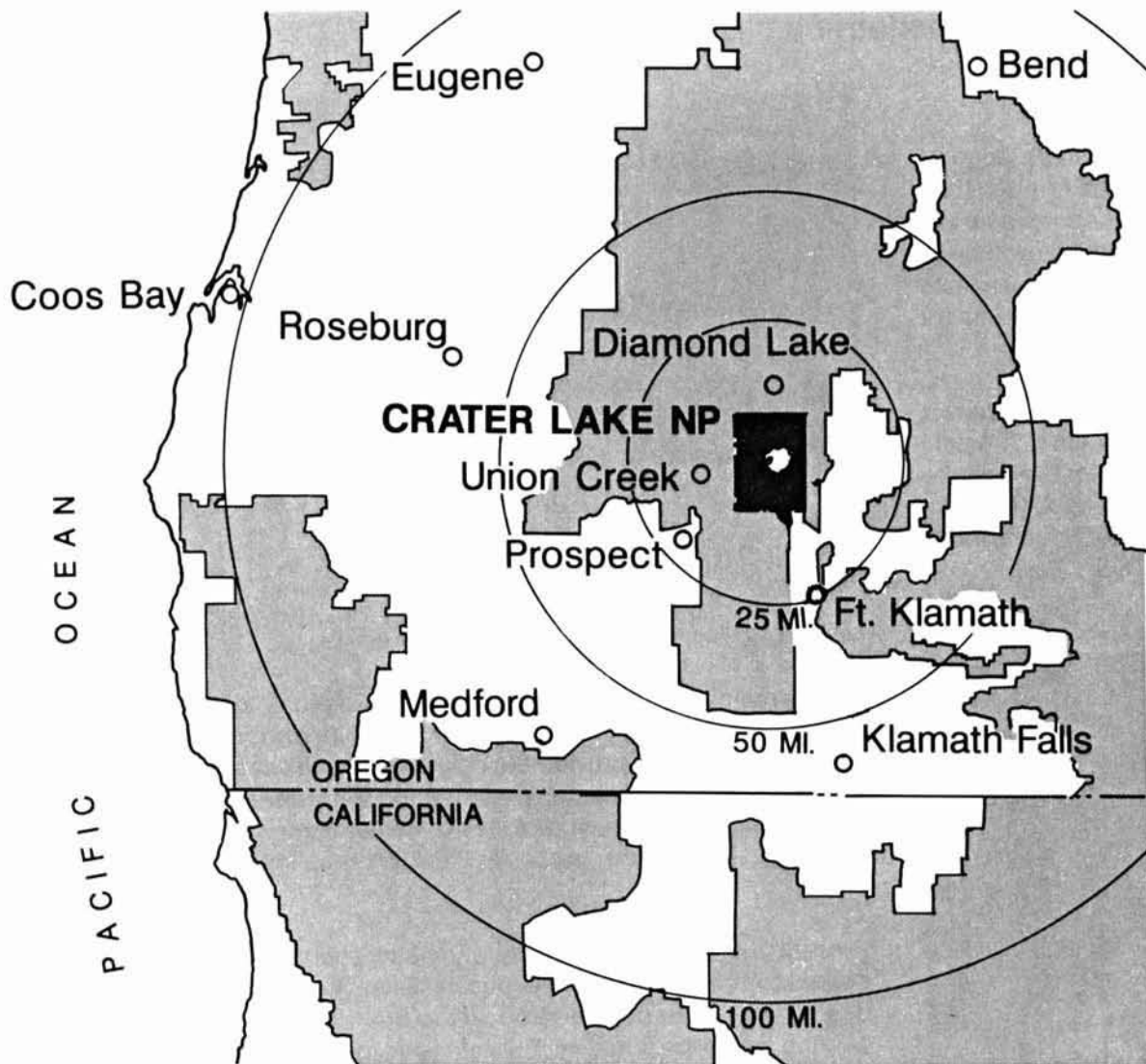
Crater Lake Lodge, under rehabilitation.



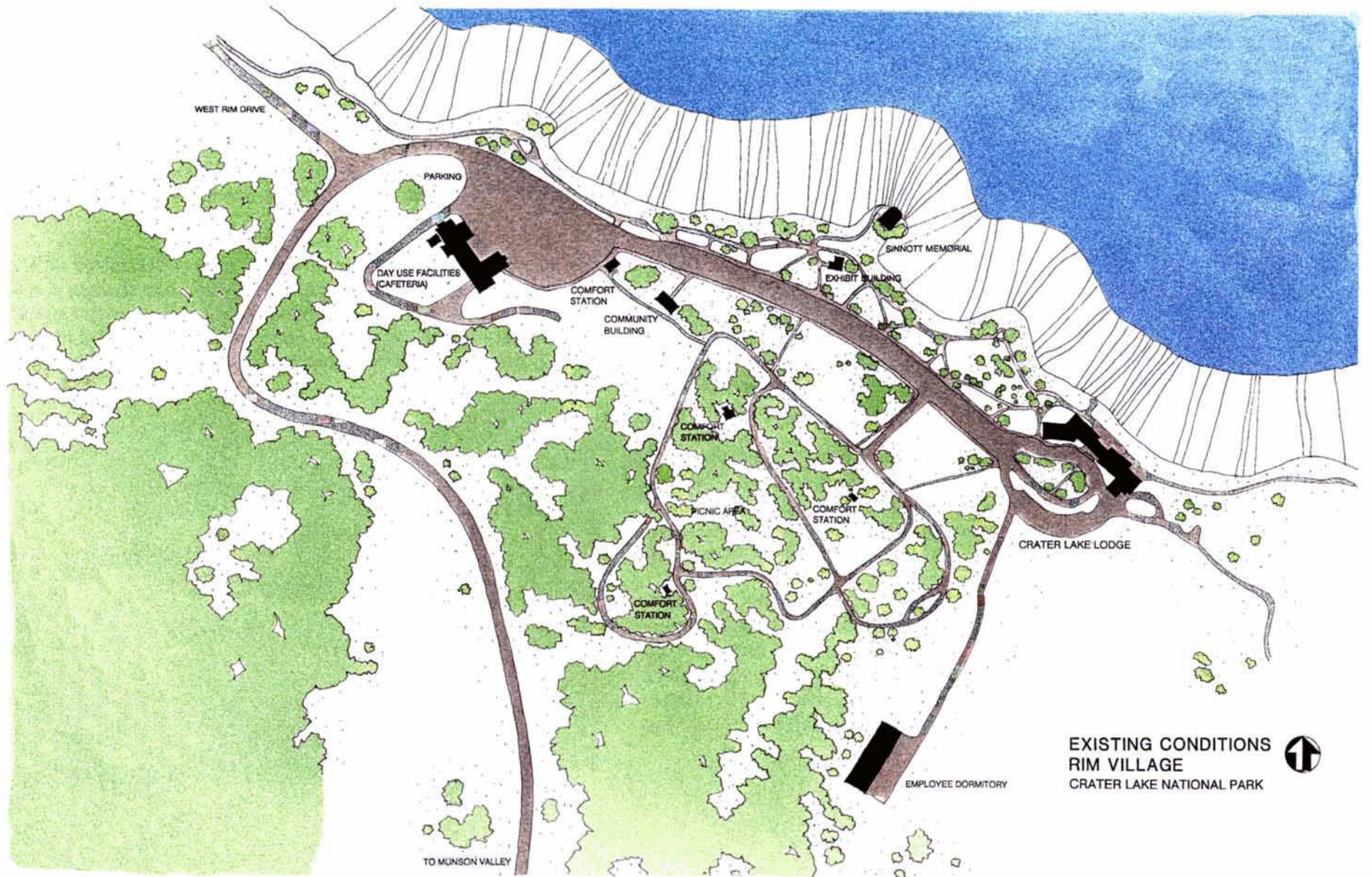
Cafeteria/gift shop, with parking area adjacent to the rim.

Approximately 20% of the park's 500,000 visitors come between October 1 and May 31. During winter the south and west entrance roads are plowed to provide the only automobile access to the rim of Crater Lake. Facilities open during the winter are limited to the cafeteria/gift shop, which includes a cross-country ski and snowshoe rental operation; these facilities operate from 9:30 A.M. to 5 P.M.

Present problems in Rim Village include concerns about inadequate visitor services and support facilities. In addition, there is a potential for oil and other residuals to drain into the caldera from parking areas on the rim. Furthermore, prevailing winter winds require that, in order for the parking areas to be kept open, snow must be blown into the caldera, which could further pollute the lake.



REGION
 Crater Lake National Park
 JANUARY 1993 DSC 106/20,051

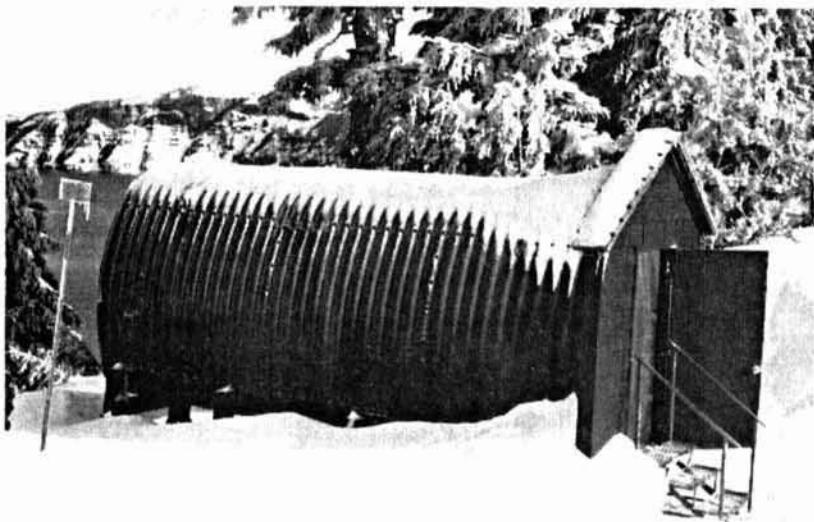


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For visitors to view the lake they must cross the parking area as well as two lanes of traffic, resulting in congestion and safety hazards. During winter the only safe view of the lake for pedestrians is through an open steel culvert that is placed at the edge of the rim. All facilities except the Sinnott Memorial are accessible to visitors with disabilities during summer, but winter access is unpredictable because ice and drifting snow create difficult and hazardous conditions. The viewing culvert is not accessible to visitors with disabilities.

Visitor facilities are limited in the winter. The exhibit building on the rim is closed, and snow covers all wayside exhibits. Interpretive rangers currently staff a visitor information desk and small exhibit area in the cafeteria. Information and limited interpretive services are also provided at park headquarters in Munson Valley, 3 miles from Rim Village.



Observation culvert for winter lake viewing.



Temporary information/exhibit area in the cafeteria.

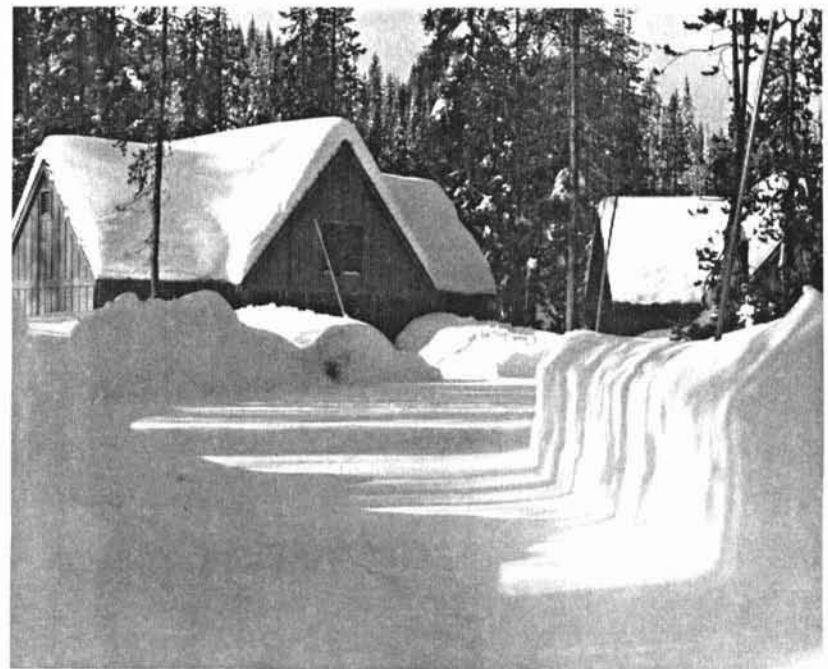
Lodge dining facilities in the rehabilitated Crater Lake Lodge will be limited. The cafeteria/gift shop building, originally constructed in the 1930s, has been expanded several times, and various portions have suffered structural damage over the years because of extreme snow loads.

An employee dormitory and offices for Crater Lake Lodge, Inc., at Rim Village do not meet the needs of all the employees required for the present operation. The situation will worsen once Crater Lake Lodge is reopened. The present dormitory cannot be used during winter because of deep snow. In addition, it is a long-term goal to remove this facility from Rim Village.

Lodging accommodations in the park are currently provided at Mazama Village, which is 7 miles from Rim Village. There are 40 guest rooms with 78 beds, plus a camper store and gas station; these facilities have been available to guests since 1989. Mazama Village is open between May 15 and October 15. This past winter it remained open until January 3 on a trial basis. Several significant obstacles were encountered in keeping the village open; the operational problems were in part due to the unusually heavy early winter snowfall.



Mazama Village store (above right and below) and lodging units (below right), December 1992.



THE 1988 DEVELOPMENT CONCEPT PLAN

Since the completion of the *General Management Plan* in 1977, planning for the improvement of facilities at Crater Lake has been a continuing process (these efforts are summarized in the appendix). In 1988 the National Park Service approved a *Development Concept Plan / Amendment to the General Management Plan* for Rim Village to strengthen resource protection, reduce congestion, and enhance year-round visitor services. The following major objectives were developed and refined as part of that planning process.

- Reduce environmental impacts on the Crater Lake ecosystem, visitor congestion, and safety problems associated with Rim Village.
- Fully rehabilitate the historic Crater Lake Lodge.
- Provide accessible year-round viewing of Crater Lake.
- Improve the year-round visitor information/interpretive program.
- Improve year-round visitor services.
- Provide year-round lodging.
- Restore and rehabilitate the historic landscape of the Rim Village area.

In addition to the ongoing stabilization and rehabilitation of the Crater Lake Lodge, the following elements are part of the approved program:

A 640-vehicle parking facility would be constructed about 1/4 mile below Rim Village so that year-round parking can be removed from the caldera rim. A parking structure would provide

two levels of underground parking for year-round use, plus one surface level. A visitor contact station, including restrooms, would provide basic services at the parking area. Walkways would connect the lower parking area to Rim Village facilities. An all-year shuttle service would provide motorized access to the activity center, with seasonal shuttle service to Crater Lake Lodge.

A new road would be constructed between Crater Lake Lodge and a point along the main access road immediately above the new parking area, thus moving all roads in Rim Village away from the caldera rim.

A new, multilevel year-round activity center/hotel would be built near the site of the existing cafeteria and would include NPS interpretive functions; a barrier-free, year-round lake-viewing area; a 60-room hotel; food service; and retail areas.

The landscape along the rim would be restored and rehabilitated to the historic period of development, with promenades, to enhance visitor enjoyment and support pedestrian use.

A central support facility would be developed in Munson Valley (about 3 miles from Rim Village) to provide support services for Rim Village operations, including centralized reservations, food storage and preparation, waste management operations, administrative offices, shuttle vehicle storage and maintenance, laundry, and concession employee housing and food service.

Forty additional guest rooms are authorized at Mazama Village when needed to meet demand.

PURPOSE OF THIS DOCUMENT

On October 17, 1991, the House-Senate Appropriations Conference Agreement expressed concerns about the increased costs and the scope of development of a new activity center/hotel on the rim of Crater Lake. The committee agreement stated that no funds would be provided for planning the activity center/hotel until current plans and additional Crater Lake alternatives could be reviewed by the House and Senate Appropriations Committees.

In January 1992 the National Park Service, in response to the request, summarized the need for redevelopment in the Rim Village, described the NPS proposal, addressed the cost increases, and identified three potential alternative strategies. The report was entitled, *Briefing Packet, Rim Village Redevelopment*.

On September 24, 1992, the Conference Committee Agreement stated the following:

The managers are concerned about the escalating costs associated with the development at Crater Lake NP. Costs of the

project have been driven up in part because of restoration of the original lodge, the inclusion of the concessioner support facility, and a proposal for a second lodge. No money is provided to plan either the concessioner support facility or the second lodge during the fiscal year 1993. The managers ask the National Park Service to conduct a thorough review of these projects during 1993 and report to the Committee by March 31, 1993 on the following:

1. Review of appropriate winter use activities and where these uses would occur.
2. Availability of lodging (both winter and non-winter) outside the Park.
3. Additional operating costs to the Park for the winter operations envisioned with the second lodge.
4. Alternatives for lodging and support facility operations including how these services would be provided if neither of these projects were pursued.

This report responds to each of these issues.

1. WINTER USE ACTIVITIES

The goal of the National Park Service is to allow visitors to experience the beauty and tranquility of Crater Lake — a world-class resource — in a thoughtful, quiet manner. Visitors should also have opportunities to reflect on and observe this awe-inspiring lake in ways that are not detrimental to park resources and that are free of barriers. During winter the blue of Crater Lake contrasts with the pristine white of deep snows, although access and the visitor experience depend on the weather.

The following winter uses are consistent with legislation, NPS policies, and planning documents:

- relaxation/contemplation of the natural scene
- viewing the lake/sightseeing
- snowshoeing
- guided snowshoe walks
- interpretive activities
- photography
- cross-country skiing
- snow play
- camping
- limited snowmobiling

Most of these activities now occur in the Rim Village area, which is the only area with a view of the lake that is readily accessible to visitors in winter. No existing planning document proposes any change in these uses.

The current use of the north entrance road by snowmobiles provides access to the lake rim from the north, permitting both recreational snowmobile use and sightseeing opportunities by means of over-snow vehicles.

The rehabilitation of facilities at the Rim Village and particularly the removal of parking from the rim would significantly improve visitor safety, reduce congestion, and enhance the aesthetic quality of active and passive activities.

The desire for winter lodging evolved during the public involvement process for the 1988 *Development Concept Plan*. Representatives of the tourist industry have stated they would like to see the park provide a destination for winter travelers, which would then provide spin-off benefits to nearby communities. Winter recreation groups also supported lodging in the park. Residents of the Medford/Klamath Falls area have indicated support for winter lodging for the pleasure of making winter visits to the park. Lodging and dining are also considered appropriate uses. At times the caldera can be obscured by clouds for days on end. Winter accommodations on the rim would give visitors opportunities to enjoy the changes during twilight, watch a winter storm, or see the caldera in all seasons.

To better clarify visitor demand and the types and levels of appropriate uses, a winter use plan and environmental assessment will be prepared in 1993–94. The plan will consider the quality of the visitor experience, acceptable uses, the demand for services (including lodging and dining), the environmental impacts, and the costs of providing additional services. Upon completion, the plan will augment the *General Management Plan* by providing specific guidance regarding winter use at Crater Lake. The plan will be prepared in compliance with the National Environmental Policy Act. Winter recreational uses will not change until the plan has been completed.

2. AVAILABILITY OF LODGING OUTSIDE THE PARK

A survey of lodging facilities within approximately a 50-mile radius of the Rim Village shows there are 14 establishments that provide a total of 236 rooms. The largest establishment is the Diamond Lake Resort, which has 92 guest rooms (see table 1). Nearly all of the facilities are older, relatively low-standard, budget-priced summer operations. Five establishments are either for sale or closed. The number of guest rooms actually available at any time of the year can vary considerably, and during winter lodging is even less dependable than during summer.

Diamond Lake Resort is a destination facility on the shore of Diamond Lake and is on land managed by the U.S. Forest Service. It is about 25 miles from Rim Village during summer when the rim drive and the north access road are open and 55 miles in winter by way of Oregon Highways 62 and 230. The resort offers a wide range of year-round recreational activities. This operation is successful, with reservations being taken up to a year and a half in advance. The owner has plans to expand the number of guest rooms. Except for snowmobile tours to the junction of the north entrance and rim roads in winter, there is limited contact between Diamond Lake and the park.

The nearest year-round lodging is at Wilson's cabins just outside the south entrance to the park and approximately 20 miles from Rim Village. Winter lodging is also available at Fort Klamath and Union Creek; however, food service is limited. Some of these facilities are not consistently open.

Except for the Diamond Lake Resort, no lodging owners have plans for expansion, and there are no known plans to build additional guest accommodations in the areas surrounding Crater Lake National Park. Property owners said they benefited from travel to Crater Lake and that Crater Lake was the draw for area travel. When asked specifically about the proposal for year-round lodging

at Crater Lake, resort owners said that "anything that increased visitation to Crater Lake, summer or winter, would benefit their lodging businesses." During summer these properties have occupancy rates that are close to 100%; their clientele consists primarily of park visitors who do not stay overnight at Crater Lake (overnight lodging in the park is usually full throughout the summer).

These statements support the conclusions of the 1992 *Crater Lake Market Assessment* (David Povey, project coordinator, Department of Planning, Public Policy, and Management, University of Oregon, Eugene). This report states that winter lodging in the park would serve as a magnet to draw visitors to the area, benefiting local businesses and possibly leading to the expansion of facilities or at least more consistent availability of winter lodging. However, until it is known throughout the tourism industry that the park is open and that winter lodging and food services are available, it is not likely that winter lodging outside the park will be expanded.

Several factors discourage the expansion of existing motel/lodge properties or the construction of higher standard lodging outside the national park. The park is surrounded by Forest Service land except to the southeast, where private lands adjoin what is known as the Panhandle. To the north the development of year-round lodging serving visitors to Crater Lake is not feasible because of the extreme difficulty of keeping the road open during winter from the north entrance to Rim Village.

To the southeast construction is limited by a very high water table in the Fort Klamath area. Before any development could occur, sewage disposal problems would have to be resolved to ensure protection of the groundwater aquifer. For the type of development under consideration, this would probably require the formation of a sewer district, which would undertake the design and construction of a sewage disposal system. The developer would be ex-

**TABLE 1: SUMMARY OF AVAILABLE LODGING
WITHIN A ONE-HOUR'S DRIVE OF CRATER LAKE NATIONAL PARK**

Name of Property	Distance from Rim Village	Type of Lodging	Number of Rooms	Season	Remarks
West of Park					
1. Prospect Historical Hotel & Motel	38 miles	Hotel/motel rooms, some with kitchenettes	22	Year-round	For sale; dining room in hotel, excellent facilities
2. Union Creek Resort	23 miles	Lodge/cabins	23	Year-round	Built in 1930s; restaurant across highway; on Forest Service land
North of Park					
3. Diamond Lake Resort	25 miles	Motel/cabins	92	Year-round	Full-service destination resort, modern facilities, dining room, coffee shop, general store; on Forest Service land
4. Whispering Pines Motel	33 miles	Motel	10	Year-round	New owners; restaurant across highway
South/East of Park					
5. Spring Creek Ranch Motel	42 miles	Motel, some rooms with kitchenettes	10	Year-round	Most business unrelated to Crater Lake travel
6. Melita's	36 miles	Motel	13	Year-round	Restaurant on premises
7. Rapids Motel	36 miles	Motel	10	Year-round	For sale; restaurant nearby
8. Fort Creek Lodge	30 miles	Cabins with kitchenettes	8	Year-round	Cabins newly rebuilt; new owners
9. Take It Easy Ranch	29 miles	Cabins	12	Closed	For sale
10. Sun Pass Ranch	25 miles	Bed and breakfast	5	Year-round	Converted ranch residence
11. Aspen Inn	25 miles	Motel, some rooms with kitchens	12	Closed	For sale
12. Crater Lake Cabins and RV Park	21 miles	Rustic cabins	2	Summer	Closed in winter; cabins 60 years old
13. Wilson's	20 miles	Rustic cabins	10	Year-round	Built in 1937
14. Fort Klamath Lodge	24 miles	Motel/cabin	7	Year-round	Owner stated he may have to close for the winter due to high room heating costs

Source: Survey conducted November 9, 1992, by park management assistant John Miele, accompanied by Dick Gordon, general manager, Crater Lake Lodge, Inc.

pected to bear a major portion of the costs. Local perceptions suggest that, even if conditions were better suited for development, the distances between sites south of the park boundary and the park's primary resource would make extensive investment economically questionable. This is particularly true in winter, when roads are frequently snow covered. In general, county residents south of the park support additional development in the park as a means to stimulate travel and support the modest businesses now operating. There appears to be little to no local support for major resort-type development south of the park boundary. The continuation of the existing lifestyle is important to area residents.

The situation is similar to the west, but the distances are farther between Crater Lake and developable sites, and the drives are more intimidating in winter. Nearly all the land between the park and Prospect (38 miles from Rim Village) is federally owned and managed by the U.S. Forest Service. The only year-round lodging on the road between the park boundary and Prospect is at Union Creek, 23 miles from Rim Village. This business, which operates under a Forest Service permit, is reportedly marginal in winter, depending on snow depth for winter recreational opportunities. The Forest Service is supportive of expanded recreation on forestlands, in part to provide economic support for local communities. They do not, however, see major development primarily oriented to Crater Lake as feasible along the corridor between the park boundary and Prospect. Developable lands are limited and generally considered too far from Crater Lake to be attractive as overnight accommodations for park visitors.

3. ADDITIONAL WINTER OPERATING COSTS

Additional annual operating costs to the park for winter operations associated with the construction of a 60-room hotel (alternative A) would be approximately \$350,000. These additional costs are primarily for snow removal to maintain 24-hour access, additional law enforcement personnel, and personnel to provide interpretive programs in the evenings at the activity center. Providing winter lodging anywhere in the park would result in similar additional costs.

4. ALTERNATIVE CONCEPTS FOR DEVELOPMENT AND VISITOR SERVICES

Two alternatives in addition to the present plan have been developed to address the issue of year-round lodging in the park. The alternatives also consider the development of an activity center for year-round interpretation and visitor services and the construction of a central support facility. Most support facilities are required for the summer season regardless of whether opportunities for winter use are increased or a new hotel is constructed. If the currently proposed second hotel is not built, the size of support facilities would be reduced, but support facilities are still needed. Employee housing is also a critical concern and is addressed in this report beginning on page 25.

As summer concessioner operations increase (for example, as a result of reopening Crater Lake Lodge and providing a shuttle bus service), office and warehouse space will be needed, plus a maintenance facility for vehicles, furniture, and other equipment. Storage and food preparation areas in the lodge are adequate, but these spaces are being kept to a minimum in the proposed activity center because of its proximity to the prime resource area and the high cost of construction in Rim Village.

The alternatives described below would not affect the following elements of the rim redevelopment program, which would proceed as approved:

- Restoration and rehabilitation of the historic landscape at the rim.
- Rehabilitation of Crater Lake Lodge.
- Development of an off-rim parking structure approximately 1/4 mile from the rim, with a shuttle bus system to provide year-round access to the rim.
- Construction of a road between the parking structure and Crater Lake Lodge.

Gross construction costs, planning costs, and total project costs are shown in table 2.

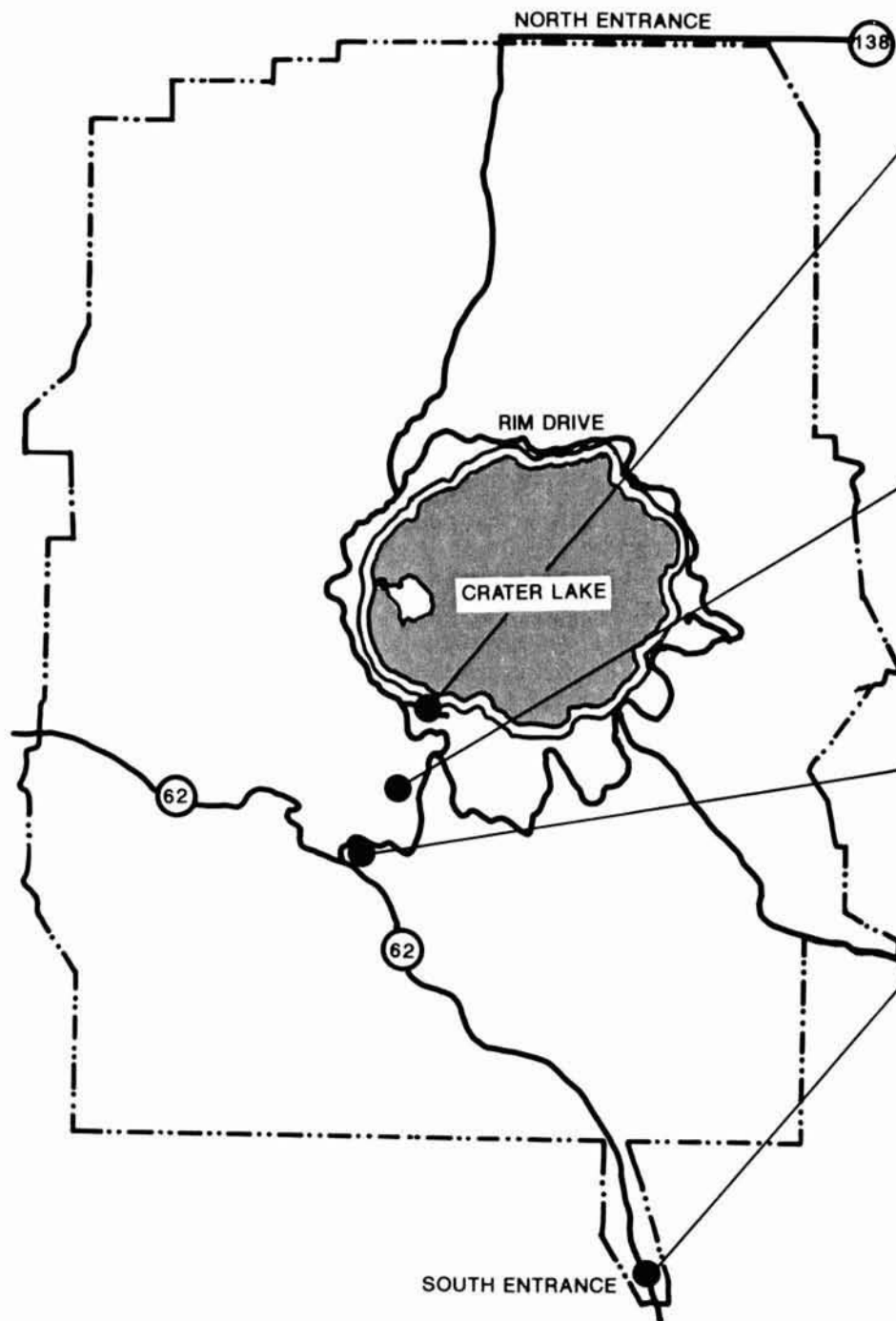
ALTERNATIVE A — PROVIDE ON-RIM YEAR-ROUND LODGING IN A NEW ACTIVITY CENTER/HOTEL; DEVELOP A CENTRAL SUPPORT FACILITY IN MUNSON VALLEY

General Description

Concept Synopsis. This alternative would implement the currently proposed Rim Village redevelopment program (see the two maps for alternative A). This alternative would meet all program objectives, as stated in the 1988 *Development Concept Plan*.

Activity Center/Hotel. A new facility would be built on the rim in the approximate area of the present cafeteria/gift shop, which would be removed. The activity center/hotel would be a multi-level structure encompassing approximately 107,200 square feet and providing space for interpretive activities; indoor, barrier-free, year-round viewing of the lake; a sales area for the cooperating association; food service (restaurant, cafeteria, deli, lounge); recreation equipment rental; a gift shop; and year-round guest lodging in 60 rooms.

Central Support Facility. The central support facility would be developed at the Quarry Flats site in Munson Valley. Munson Valley is the location of most park support facilities, including housing, maintenance shops, and administrative offices; a small visitor center with an information counter and auditorium is the only visitor facility in the valley. The building would contain about 90,000



RIM VILLAGE

EXISTING

- CRATER LAKE LODGE (UNDER REHABILITATION)
- SINNOTT MEMORIAL & KAISER STUDIO
- PEDESTRIAN PROMENADE
- EMPLOYEE DORMITORY (PROPOSED REMOVAL)

PROPOSED

- ACTIVITY CENTER/HOTEL - 60 ROOMS
- PARKING STRUCTURE & SHUTTLE BUSES
- VALLEY ROAD & RIM RESTORATION

MUNSON VALLEY

EXISTING

- PARK ADMINISTRATIVE FACILITIES
- SMALL INFORMATION CENTER
- PARK MAINTENANCE FACILITIES
- EMPLOYEE HOUSING

PROPOSED

- CENTRAL SUPPORT FACILITY

MAZAMA VILLAGE

EXISTING

- CAMPGROUND
- MAZAMA VILLAGE STORE
- MAZAMA VILLAGE LODGING

PANHANDLE

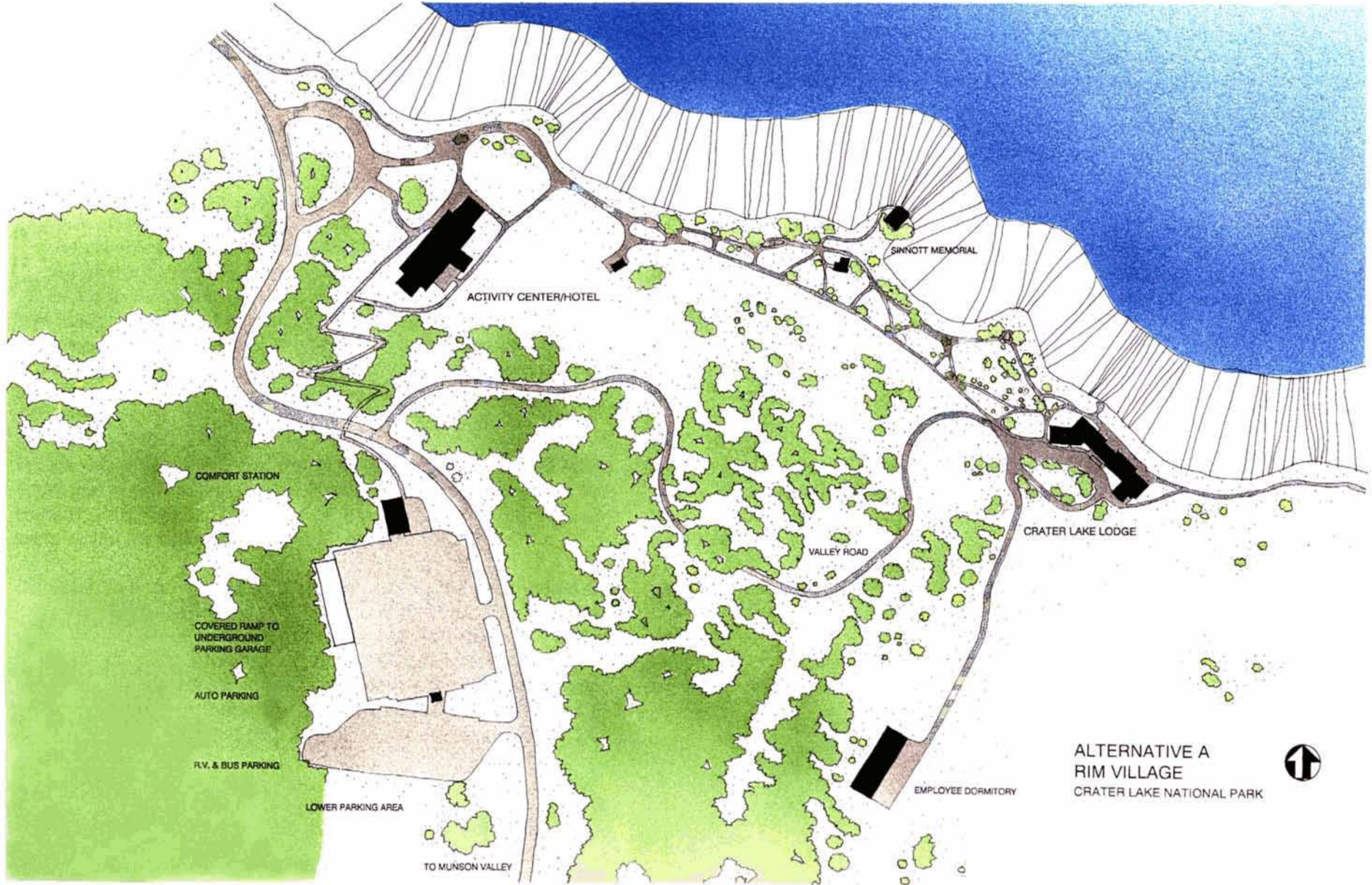
EXISTING

- STORAGE AREA

PROPOSED

- EMPLOYEE HOUSING

ALTERNATIVE A
CRATER LAKE NATIONAL PARK
 FEBRUARY 1993 DSC 106/20,052A



ACTIVITY CENTER/HOTEL

SINNOTT MEMORIAL

COMFORT STATION

COVERED RAMP TO
UNDERGROUND
PARKING GARAGE

AUTO PARKING

R.V. & BUS PARKING

LOWER PARKING AREA

TO MUNSON VALLEY

VALLEY ROAD

CRATER LAKE LODGE

EMPLOYEE DORMITORY

ALTERNATIVE A
RIM VILLAGE
CRATER LAKE NATIONAL PARK



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square feet and would provide support for Rim Village and Mazama Village operations, including housing and food service for 96 employees, concessioner administrative offices, food storage and preparation, laundry and waste management operations, warehouse space, and shuttle vehicle storage and maintenance.

Analysis

Impacts on the Visitor Experience. Constructing an activity center and providing year-round interpretive activities in Rim Village, as well as removing parking and restoring the historic landscape, would significantly improve the quality of the visitor experience. Rim Village would be restricted to pedestrian use only, and walkways would be developed. This area would be free of vehicular congestion and associated visitor safety concerns. Interpretive activities and year-round views of the lake would be accessible to all visitors.

Visitors staying overnight at the activity center/hotel would have additional opportunities to view the lake 24-hours a day from the comfort of the hotel. This would be the first time such an experience would be available for winter visitors.

Opportunities for visitors to stay overnight in the park would be increased because a total of 171 guest rooms would be provided (71 at the rehabilitated Crater Lake Lodge and 60 at the new activity center hotel, for a total of 131 guest rooms in Rim Village, plus 40 existing guest rooms at Mazama Village). The 1988 *Development Concept Plan* authorizes an additional 40 guest rooms at Mazama Village, which if constructed would provide a total of 211 guest rooms.

Of the three alternatives, A would propose the largest scale of development in the Rim Village. It would increase human activities on the rim by increasing the duration of visitor stays and allowing up to 212 additional visitors to stay overnight in the new hotel

portion of the activity center. The building would be larger than any on the rim at present and might be viewed by some visitors as an intrusion on the scene. To others, the building itself would be an attraction, and improved visitor services would be seen as positive.

The central support facility at Quarry Flats in Munson Valley would be contained in a single structure, 54 feet high and with a footprint of 33,800 square feet. The structure has been designed to make it as unobtrusive as possible.

Impacts on Resources. The development of year-round lodging near the rim might increase future demands for more activities and facilities. A winter use plan would be prepared before there could be any change in use.

The potential for oil and other petroleum products from vehicles to enter Crater Lake as runoff would be reduced by removing 450 parking spaces from Rim Village.

Care would be taken during construction of the central support facility at the Quarry Flats site to mitigate potential impacts on wetlands, a drainage, and the Cascade frog (a sensitive species on the Oregon state list).

Development areas in Rim Village, as outlined in the *Development Concept Plan*, were surveyed for cultural resources, and there would be no impacts on any known cultural resources. An archeological survey would be required at Quarry Flats in Munson Valley before construction of a central support facility.

ALTERNATIVE B — PROVIDE OFF-RIM YEAR-ROUND LODGING IN THE PARK; DEVELOP A CENTRAL SUPPORT FACILITY IN MAZAMA VILLAGE

General Description

Concept Synopsis. Year-round lodging could be provided in Mazama Village. A new hotel would not be built in Rim Village, but a new activity center at the same location would provide interpretive and visitor information activities plus commercial visitor services (see the alternative B map and the alternative A map for Rim Village; except for the hotel, the location of facilities would be the same as under alternative A). Support facilities would be constructed in the Mazama Village area. This alternative would meet all program objectives. However, it would not address stated public desires for year-round lodging on the rim.

Year-Round Lodging. This alternative would allow for year-round lodging in the park in Mazama Village, approximately 7 miles from Rim Village. Future overnight use would be based on visitor interest and the results of the winter use plan to be prepared in 1993–94. Existing guest rooms are being utilized through late fall. Substantial retrofitting would need to be done to existing buildings, as well as to roads and walkways that provide access to them, so that they could be occupied throughout the winter months. Year-round food service facilities would also need to be added. An additional 40 guest rooms are authorized in the approved *General Management Plan*, as amended. If warranted by sufficient public interest, 40 additional, year-round guest rooms, together with food service facilities, would be designed and constructed at this site. Mazama Village was constructed and is managed by the park concessioner. Future expansion as visualized by this alternative could best be developed and operated by the concessioner; therefore, cost estimates are not included as a part of this project.

Activity Center. An activity center would be constructed in the Rim Village at the approximate location of the existing cafeteria/gift shop (which would be removed). The activity center would offer

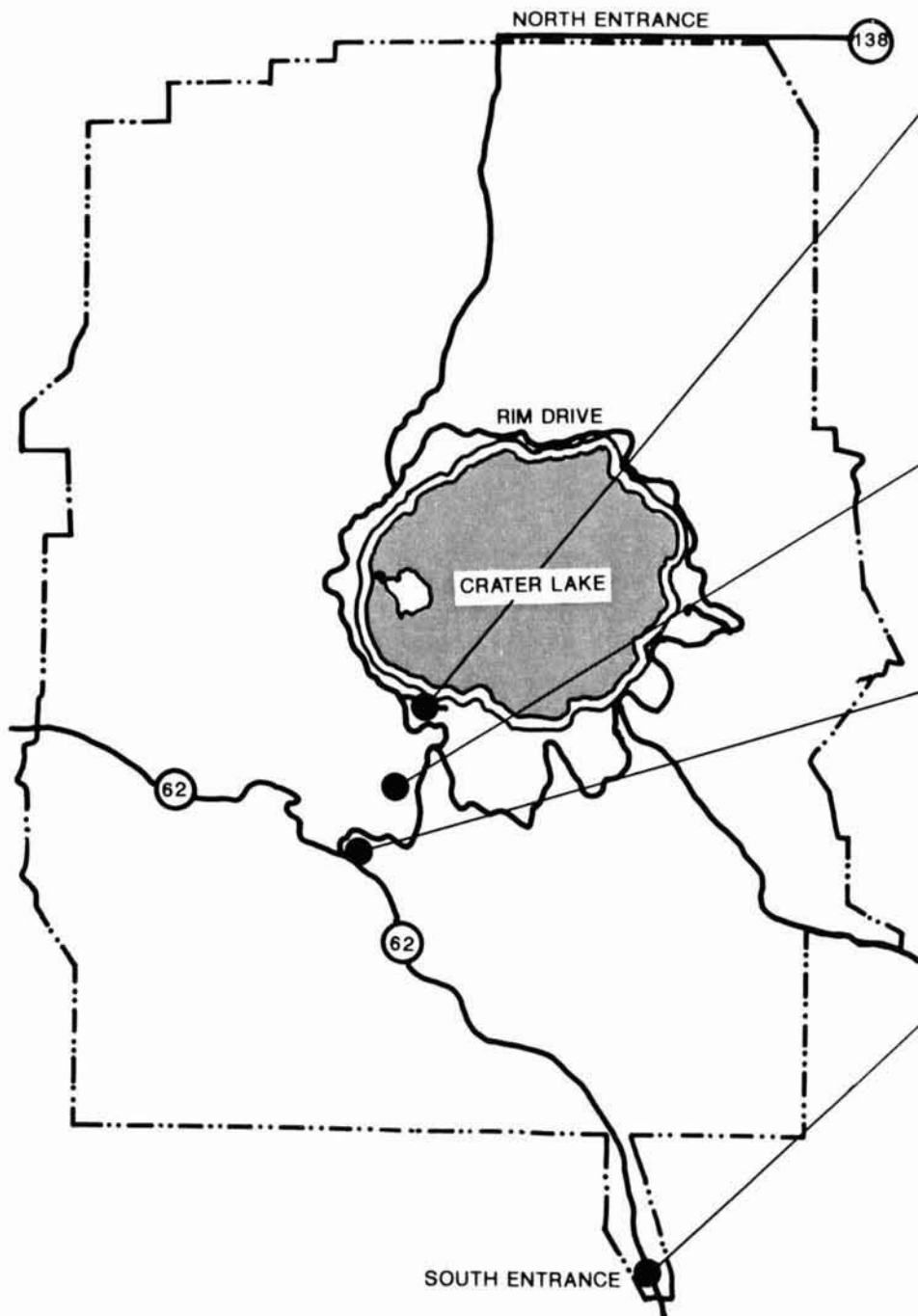
indoor, barrier-free, year-round viewing of the lake, and it would serve as the park's principal interpretive facility. Other functions would include a sales area for the cooperating association, food service, recreation equipment rental, and gift shop. No overnight guest lodging would be provided in this facility.

Central Support Facilities. Support facilities that would be approximately 20% smaller than under alternative A would be constructed in the Mazama area. Two sites, known as Hemlock I and II, are being studied. The feasibility of either phasing construction or dividing the functions among several buildings would be explored when funding for design was provided.

Analysis

Impacts on the Visitor Experience. As described for alternative A, constructing an activity center and providing year-round interpretive activities in Rim Village, as well as removing parking and restoring the historic landscape, would significantly improve the quality of the visitor experience. These actions would also provide year-round viewing opportunities accessible to all visitors, reduce traffic congestion, and enhance visitor safety.

When Crater Lake Lodge reopens to visitor use in 1995, a total of 111 guest rooms will be available in the park, including 71 in the lodge in Rim Village and 40 existing guest rooms at Mazama Village. Potentially 40 guest rooms could be added at Mazama Village for year-round use, for a total of 151 guest rooms in the park. Opportunities for visitors to stay overnight in the park would be reduced compared to alternative A (a total of 211 guest rooms would be available if 40 additional rooms were provided at Mazama Village), but greater than under alternative C (a total of 151 guest rooms, counting 40 additional rooms at Mazama). If year-round accommodations were provided at Mazama Village, visitors would have the opportunity to stay overnight in the park throughout the year, but not in Rim Village during the winter.



RIM VILLAGE

- EXISTING
 CRATER LAKE LODGE (UNDER REHABILITATION)
 SINNOTT MEMORIAL & KAISER STUDIO
 PEDESTRIAN PROMENADE
 EMPLOYEE DORMITORY (PROPOSED REMOVAL)
- PROPOSED
 ACTIVITY CENTER
 PARKING STRUCTURE & SHUTTLE BUSES
 VALLEY ROAD & RIM RESTORATION

MUNSON VALLEY

- EXISTING
 PARK ADMINISTRATIVE FACILITIES
 SMALL INFORMATION CENTER
 PARK MAINTENANCE FACILITIES
 EMPLOYEE HOUSING

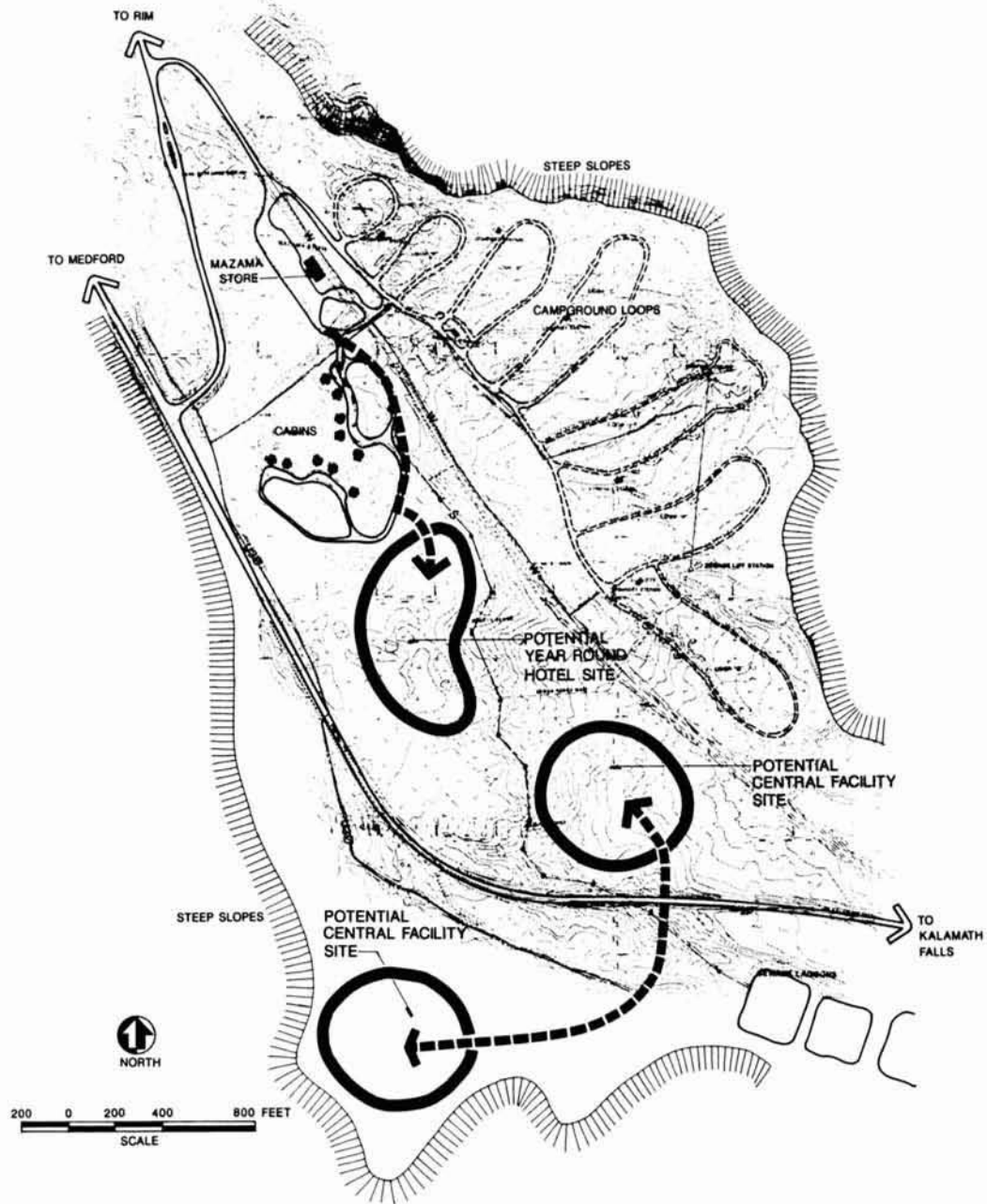
MAZAMA VILLAGE

- EXISTING
 CAMPGROUND
 MAZAMA VILLAGE STORE
 MAZAMA VILLAGE LODGING
- PROPOSED
 MAZAMA VILLAGE LODGING EXPANSION -
 40 ROOMS WITH RESTAURANT
 SUPPORT FACILITY

PANHANDLE

- EXISTING
 STORAGE AREA
- PROPOSED
 EMPLOYEE HOUSING

ALTERNATIVE B
 CRATER LAKE NATIONAL PARK
 FEBRUARY 1993 DSC 106/20,053A



POTENTIAL DEVELOPMENT SITES MAZAMA CAMPGROUND AREA

Crater Lake National Park
JANUARY 1993 DSC 106 /20.049

Under alternative B the activity center would be smaller than the activity center/hotel proposed under alternative A, and overnight use in Rim Village would be limited to Crater Lake Lodge. Because no additional lodging would be provided at the activity center site, there would be up to 212 fewer overnight guests on the rim at any one time.

A 20% smaller central support facility would probably have a smaller footprint and height than the structure under alternative A (33,800 square feet and 54 feet respectively). It should be possible to site the building so that it would not be visible from Oregon Highway 62, thus not intruding visually on the experience of motorists or other visitors at Mazama, such as campers. Activities at the support facility could increase noise for nearby campers.

Impacts on Resources. The activity center would occupy the same site as the activity center/hotel proposed under alternative A. If 40 additional year-round guest rooms and a restaurant were built at Mazama Village, development would be increased at an already disturbed site, adding to impacts at that site on vegetation, topography, and wildlife habitat.

The potential for oil and other petroleum products from vehicles to enter Crater Lake as runoff would be reduced by removing 450 parking spaces from Rim Village.

Constructing a central support facility in the Mazama Village area (with a smaller footprint and height) would still affect the natural setting.

Development areas in Rim Village, as outlined in the *Development Concept Plan*, were surveyed for cultural resources, and there would be no impacts on any known cultural resources.

ALTERNATIVE C — PROVIDE NO YEAR-ROUND LODGING IN THE PARK; LOCATE SUPPORT FACILITIES OUTSIDE THE PARK

General Description

Concept Synopsis. No winter lodging would be provided in the park. An activity center would be developed on the rim to provide interpretive/visitor information and commercial visitor services for year-round use (see the alternative C map and the alternative A map for the Rim Village; except for the hotel, the location of facilities would be the same as under alternative A). Support facilities would be located outside the park. This alternative would not meet all program objectives.

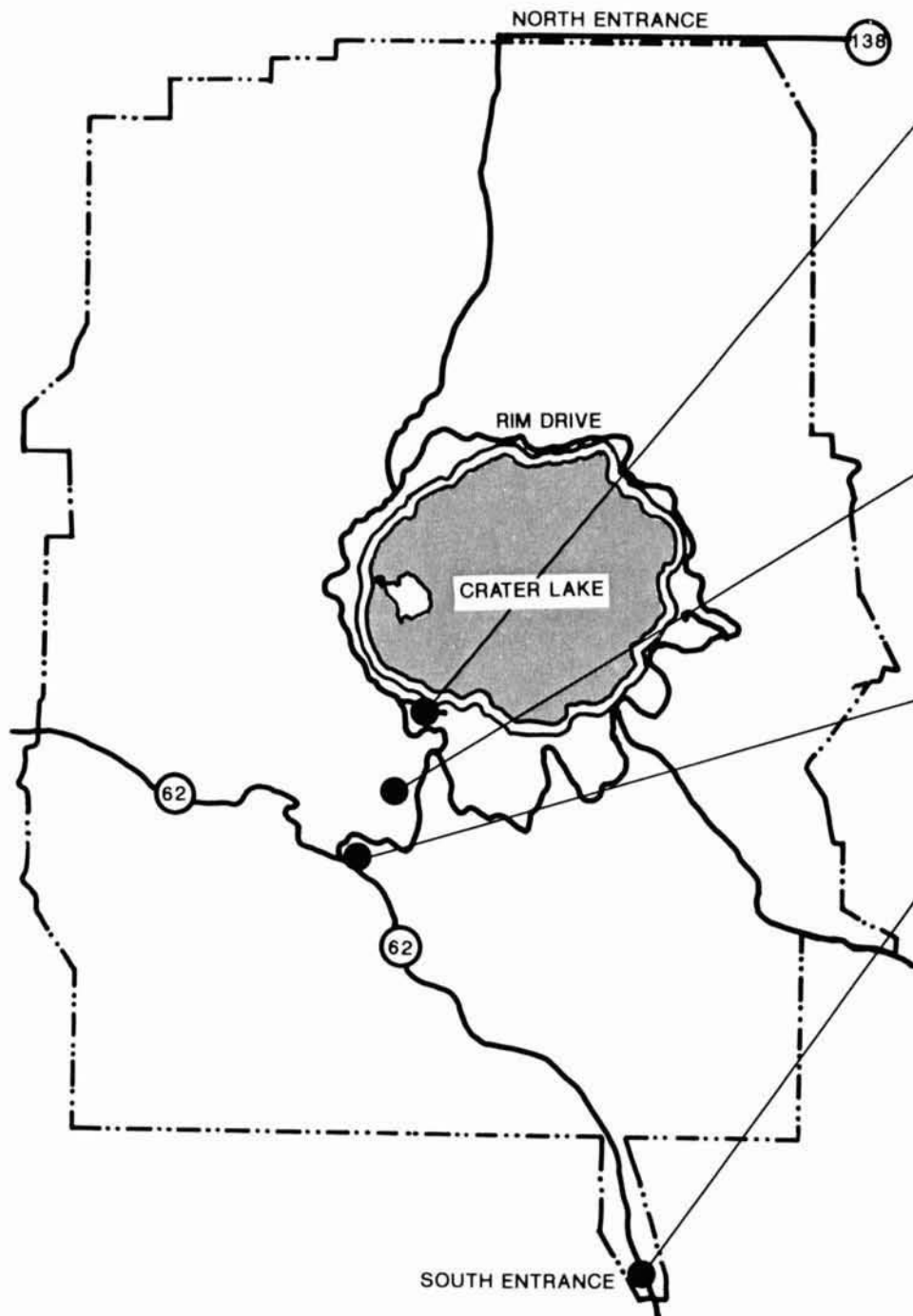
Year-Round Lodging. No provision would be made for winter lodging in the park. Lodging would be available only in the rehabilitated Crater Lake Lodge and the 40 Mazama Village guest rooms from May through October.

Activity Center. An activity center would be constructed on the rim, as described for alternative B.

Support Facilities. No support facilities would be constructed within the park. The concessioner would have the option of financing the construction of a facility outside the park.

Analysis

Impacts on the Visitor Experience. As described for alternative A, constructing an activity center and providing year-round interpretive activities in Rim Village, as well as removing parking and restoring the historic landscape, would significantly improve the quality of the visitor experience. These actions would also provide year-round viewing opportunities accessible to all visitors, reduce traffic congestion, and enhance visitor safety.



RIM VILLAGE

- EXISTING
 CRATER LAKE LODGE (UNDER REHABILITATION)
 SINNOTT MEMORIAL & KAISER STUDIO
 PEDESTRIAN PROMENADE
 EMPLOYEE DORMITORY (PROPOSED REMOVAL)
 PROPOSED
 ACTIVITY CENTER
 PARKING STRUCTURE & SHUTTLE BUSES
 VALLEY ROAD & RIM RESTORATION

MUNSON VALLEY

- EXISTING
 PARK ADMINISTRATIVE FACILITIES
 SMALL INFORMATION CENTER
 PARK MAINTENANCE FACILITIES
 EMPLOYEE HOUSING

MAZAMA VILLAGE

- EXISTING
 CAMPGROUND
 MAZAMA VILLAGE STORE
 MAZAMA VILLAGE LODGING

PANHANDLE

- EXISTING
 STORAGE AREA
 PROPOSED
 EMPLOYEE HOUSING

A total of 111 guest rooms would be provided in the park — 71 guest rooms in the Crater Lake Lodge and 40 existing guest rooms in the Mazama Village. If 40 additional guest rooms were constructed at Mazama Village, as authorized by the 1988 *Development Concept Plan*, a total of 151 guest rooms would be available. Fewer overnight visitors in the park would result in less congestion and a quieter park experience. Compared to alternative A, with the development of an activity center/hotel, there would be up to 212 fewer overnight guests on the rim. As at present, visitors would not have the opportunity to stay overnight in the park in winter.

Chances of accommodations similar to those proposed in the park being built outside the park are slim because little private property is suitable for development, and little interest has been shown by the private sector in developing such facilities.

The development of support facilities outside the park would result in employees having to commute longer distances over park roads to transport such things as supplies and laundry to and from the lodge and activity center in the park. This would increase traffic on park roads and could detract from the visitor experience. Increased operating costs due to inefficiencies of remote facilities would increase the costs of concessioner-operated visitor services.

Impacts on Resources. Under alternative C less in-park infrastructure would be required, resulting in fewer impacts on park resources than under the other alternatives because a new 60-room hotel, as described under alternative A, would not be built and because the central support facility would be located outside the park. The naturalness of the park would be greatest under this alternative.

The potential for oil and other petroleum products from private vehicles to enter Crater Lake as runoff would be reduced by removing 450 parking spaces from Rim Village.

Development areas in Rim Village, as outlined in the *Development Concept Plan*, were surveyed for cultural resources, and there would be no impacts on any known cultural resources.

TABLE 2: ESTIMATED TOTAL PROJECT COSTS — RE-EVALUATED FACILITIES AND CONTINUING PROJECTS
(FIRST QUARTER 1993 DOLLARS)

DESCRIPTION	ALTERNATIVE A			ALTERNATIVE B			ALTERNATIVE C		
	GROSS CONSTRUCTION COST	ADVANCE PLANNING COST	TOTAL PROJECT COST	GROSS CONSTRUCTION COST	ADVANCE PLANNING COST	TOTAL PROJECT COST	GROSS CONSTRUCTION COST	ADVANCE PLANNING COST	TOTAL PROJECT COST
Re-evaluated Facilities									
• Activity Center ¹ — Package 220B	30,521,000	3,495,000	34,016,000	17,552,000	3,350,000	20,902,000	17,552,000	3,350,000	20,902,000
• Central Support Facility ² — Package 220J	16,313,000	1,868,000	18,181,000	14,355,000	2,740,000	17,095,000			
Subtotal — Reevaluated Facilities	46,834,000	5,363,000	52,197,000	31,907,000	6,090,000	37,997,000	17,552,000	3,350,000	20,902,000
Continuing Projects									
• Parking Structure/Shuttle Bus System ³ — Package 220I	15,581,000	1,784,000	17,365,000	15,581,000	1,784,000	17,365,000	15,581,000	1,784,000	17,365,000
• Valley Road, Rim Restoration ⁴ — Package 220F	3,248,000	620,000	3,868,000	3,248,000	620,000	3,868,000	3,248,000	620,000	3,868,000
• Mazama/Munson Valley infrastructure ⁵ — Package 220E	354,000	68,000	422,000	354,000	68,000	422,000	354,000	68,000	422,000
Subtotal — Continuing Projects	19,183,000	2,472,000	21,655,000	19,183,000	2,472,000	21,655,000	19,183,000	2,472,000	21,655,000
Total	\$66,017,000	\$7,835,000	\$73,852,000	\$51,090,000	\$8,562,000	\$59,652,000	\$36,735,000	\$5,822,000	\$42,557,000

1. Costs related to providing year-round lodging are included in alternative A only. Costs for alternative A are based on a government class B estimate; costs for alternatives B and C are based on class C estimates. These figures do not reflect any costs that the concessioner may incur to provide year-round lodging at Mazama Village.
2. Costs related to the central support facility for alternative A are based on class B estimates. The costs for a reduced facility in alternative B are based on a class C estimate. For alternative C support facilities would be located outside the park, and no costs are shown.
3. Costs for the proposed parking structure and shuttle bus system are based on a class B estimate. The scope of work included in this stage was limited to these elements to more efficiently phase design and construction.
4. Costs for the proposed valley road and rim restoration are based on a class B estimate. The scope of this work was modified to include the valley road because of the overlap of the project boundary, similarities in the design of historic features, and a more efficient sequencing of this work in relation to other phases of the Rim Village redevelopment program.
5. Costs for improvements to the Mazama/Munson Valley infrastructure are based on a class C estimate for all three alternatives.

EMPLOYEE HOUSING

EXISTING CONDITIONS

Employee housing remains a critical issue for both the National Park Service and the concessioner. Existing housing for concession employees is particularly deficient, adversely affecting the recruitment and retention of qualified employees. At the present time approximately 115 summer seasonal employees live in a dormitory in Rim Village. It has been estimated that this facility could house a maximum of 66 employees in reasonable privacy and comfort. The dormitory is not usable during the winter months because of heavy snows.

At the present time 48 permanent park employees, 15 permanent concession employees, up to 80 park seasonal employees, and



Munson Valley housing, December 1992.

120 seasonal concession employees work in the park during all or a portion of the year. This totals 63 permanent and up to 200 seasonal employees.

A total of 30 permanent park employees live in 25 residences in the park, and 18 permanent employees live outside the park and commute 50–120 miles round-trip daily, often over icy and treacherous roads. Since 1991, 12–15 concession employees have lived in park housing during the winter months. Housing is currently available for 80 park seasonal employees.

To manage and protect the park at the 1993 level, the park's housing shortage is 20 permanent residences (NPS and concession) and 50 seasonal (concession) beds. To operate the rehabilitated Crater Lake Lodge when it reopens in 1995, an additional 60 employees will be required. Two supervisory employees will be housed in the lodge. Thus, the deficiency of seasonal beds will more than double in 1995.

The summer dormitory for concession employees in Rim Village is near the park's primary resource, and it is visible from Crater Lake Lodge. The long-term objective is to remove this building.

EMPLOYEE HOUSING NEEDS BY ALTERNATIVE

Park and concession employee housing needs under each alternative have been evaluated, although the needs are difficult to estimate precisely. Several variables, such as the future level of year-round lodging in Mazama Village and the staffing needs for the shuttle system, have not yet been fully assessed.

Estimates of permanent housing reflect the need to provide park housing for existing employees and the increases needed under

each alternative. It is assumed that individual housing would not need to be provided for all employees because some employees would continue to live outside the park, and because some households would be occupied by two employees. For estimating purposes these factors would reduce housing needs for permanent employees by approximately 15%. Cost estimates for each alternative are shown in table 3.

Alternative A

When fully implemented, alternative A would require a total of 80 permanent and 325 seasonal employees (park and concession employees combined). However, the *Development Concept Plan* proposal did not include any housing for permanent park employees or for housing necessary to permit removal of the Rim Village dormitory.

In addition to currently available housing, the proposed central support facility at Quarry Flats in Munson Valley would provide housing for 96 concession employees; as previously mentioned, Crater Lake Lodge will include two employee rooms. Additional housing would be needed for 30 permanent and 147 seasonal employees. This housing is proposed in Mazama Village, Munson Valley, and the Panhandle area of the park, with all additional permanent housing being developed in the Panhandle (see the map of potential development sites in the Panhandle area).

Trailer sites are also needed for seasonal employees and volunteers who provide their own housing. A location for employee trailers, originally proposed for Quarry Flats, has not been determined under alternative A.

Alternative B

When fully implemented, this alternative would require a total of 80 permanent and 305 seasonal employees (park and concession combined).

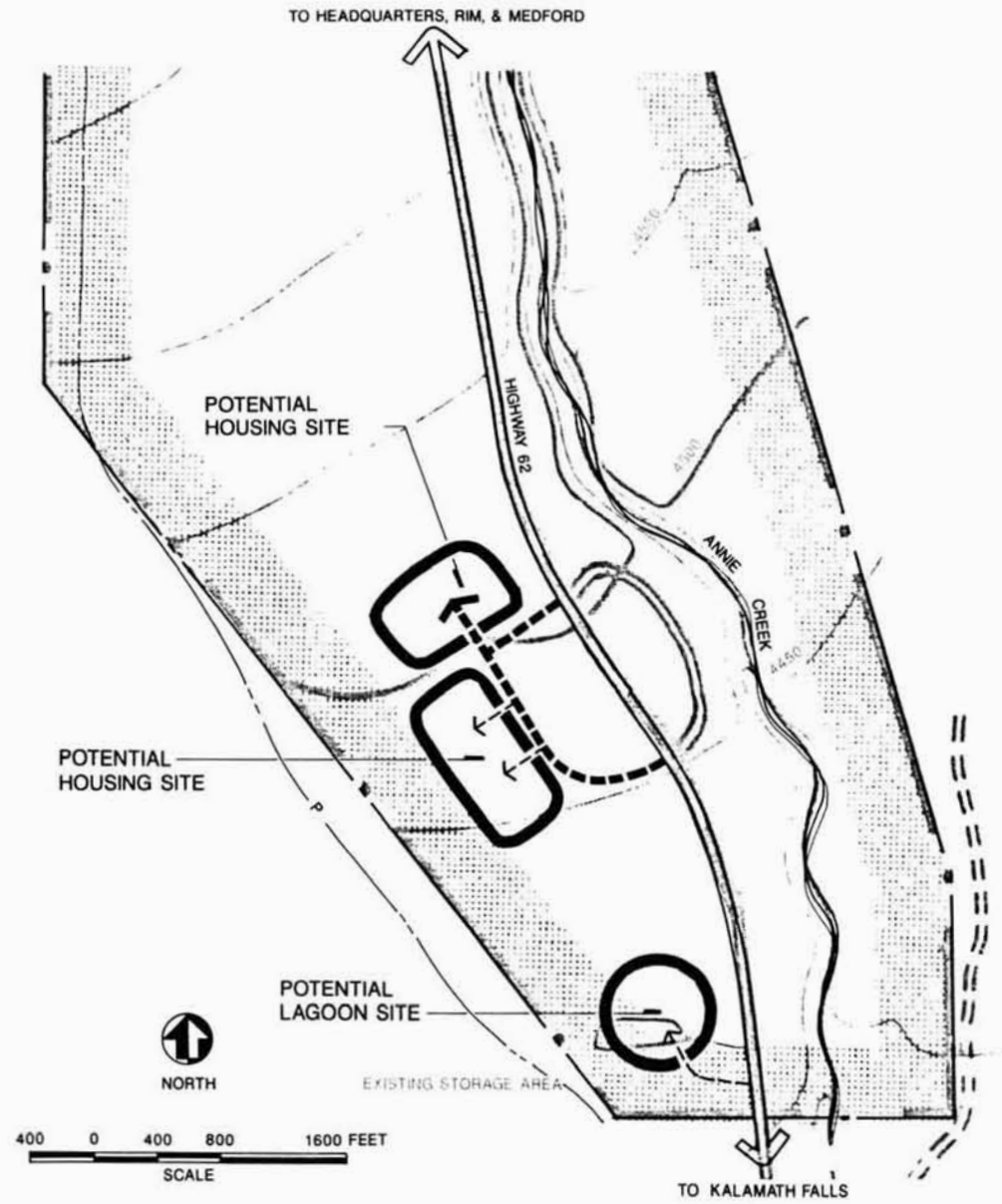
The construction of 30 additional permanent residences and 127 additional seasonal residences would be required, assuming quarters for 96 employees were provided in the central support facility, along with quarters for two employees in Crater Lake Lodge. It is proposed that all additional permanent residences be constructed in the Panhandle area of the park (see the map of potential development sites in the Panhandle area). Further evaluation would be necessary to determine the appropriate locations for additional seasonal housing.

Trailer sites under this alternative could be provided at the Quarry Flats site.

Alternative C

A total of 75 permanent and 250 seasonal employees (park and concession combined) would be needed under this alternative. If the dormitory on the rim was removed, the resulting housing deficiency would be 25 permanent and 168 seasonal residences. These would presumably have to be found or developed outside the park, where housing and land suitable for development are extremely limited.

Trailer sites under this alternative could be provided at the Quarry Flats site.



POTENTIAL DEVELOPMENT SITES PANHANDLE AREA

Crater Lake National Park
JANUARY 1993 DSC 106/20,050

TABLE 3: ESTIMATED TOTAL PROJECT COSTS — EMPLOYEE HOUSING
(FIRST QUARTER 1993 DOLLARS)

	ALTERNATIVE A			ALTERNATIVE B			ALTERNATIVE C		
	GROSS CONSTRUCTION COST	ADVANCE PLANNING COST	TOTAL PROJECT COST	GROSS CONSTRUCTION COST	ADVANCE PLANNING COST	TOTAL PROJECT COST	GROSS CONSTRUCTION COST	ADVANCE PLANNING COST	TOTAL PROJECT COST
HOUSING*									
Employee Trailer Sites	298,000	57,000	355,000	298,000	57,000	355,000	**	**	**
Permanent Employee Housing	9,333,000	1,781,000	11,114,000	9,333,000	1,781,000	11,114,000			
Seasonal Employee Housing	13,568,000	2,589,000	16,157,000	11,722,000	2,237,000	13,959,000			
Total — Employee Housing	\$23,199,000	\$4,427,000	\$27,626,000	\$21,353,000	\$4,075,000	\$25,428,000			

* Housing costs include infrastructure costs to extend utilities and provide roads and parking.

** Employee housing would be located outside the park.

NATIONAL PARK SERVICE POSITION

The decision to construct a year-round activity center/hotel in Rim Village was made in 1988 after extensive public involvement. The public strongly supported rehabilitating Crater Lake Lodge, constructing a visitor center, upgrading commercial day use facilities, and providing year-round lodging in the park. The substandard visitor facilities that led to this planning process are still an urgent concern. Most of the improvements called for in the 1988 *Development Concept Plan* remain valid and are not controversial.

Since 1988 the National Park Service has extensively analyzed the Rim Village area and designed a year-round activity center/hotel that meets the objectives outlined in the 1988 *Development Concept Plan*. A central support facility has been designed for construction at Quarry Flats near park headquarters in Munson Valley.

In 1990 it was determined that all parking should be removed from the edge of the rim. A 640-space, three-level parking facility (with two levels underground) has been designed and would be located approximately 1/4 mile below Rim Village. Shuttle buses would provide year-round access to the activity center/hotel and summer access to Crater Lake Lodge. Additionally, the central support facility called for in the *Development Concept Plan* has become more diverse in function, including a maintenance area for the shuttle bus system and housing for concession employees. Consequently, the structure has been increased substantially in size.

The hotel function of the activity center/hotel has been questioned as inappropriate and inconsistent with NPS policy. Existing policy encourages the development of overnight lodging and other visitor support facilities outside the park where feasible. Recommendations from the NPS 75th anniversary conference in Vail, Colorado, further encourage development outside the park whenever possible. Many parks are seeking ways to locate non-essential visitor use and administrative functions outside the parks, or at least away from the primary resources. The Park Service is sensitive to both existing policy and the recommendations of the Vail conference.

In a spirit of cooperation, the National Park Service and the park concessioner have taken several steps to lengthen the spring and fall shoulder seasons. Several facilities, previously closed from just after Labor Day through mid-June, are now open from mid-May through December. The concessioner is also providing expanded year-round services in the existing gift store/cafeteria, and the Park Service is operating a winter information/exhibit area in the concession facilities in Rim Village. Most importantly, the rehabilitation of Crater Lake Lodge will permit operation into the fall months. Present plans call for a five- to six-month season. Taken together, these steps will partially meet public desires for expanded services in Rim Village during the increasingly popular winter season.

Earlier plans did not fully address future employee housing needs for the National Park Service and concessioner. The existing concession dormitory in Rim Village is overcrowded, inaccessible in the winter, not designed for winter snowloads, and located within sight of the park's prime resource and Crater Lake Lodge. It should be removed and housing provided elsewhere. Current employee housing is adequate for only about 50% of the permanent staff. In responding to the congressional request of September 24, 1992, these issues have been more fully discussed.

In summary, a number of important events have occurred in the five years since the *Development Concept Plan* was approved. The Park Service has carefully evaluated these factors, particularly the need to find less expensive ways to accomplish the original objectives. The Park Service supports alternative B, which would provide year-round lodging in Mazama Village rather than in Rim Village. The implementation of alternative B would upgrade existing substandard facilities, would expand and enhance visitor use opportunities, including the provision of comfortable, barrier-free, year-round viewing of the lake, and would ensure long-term preservation of the park's primary resource.

APPENDIX: OVERVIEW OF NPS PLANNING AT CRATER LAKE

The approved Rim Village redevelopment program is the result of many years of planning by the National Park Service. A series of extensive planning efforts, each incorporating public involvement, has been accomplished. Each document has been approved in conjunction with public review and comment. These efforts have resulted in the following documents:

- July 1977 *Environmental Assessment for General Management Plan, Crater Lake National Park* presented for public comment.
- December 1977 *General Management Plan* approved.
- March 1984 *Draft Development Concept Plan/Environmental Assessment, Rim Village Redevelopment* distributed for public comment; a series of public meetings held.
- April 1985 *Interim Development Concept Plan and Finding of No Significant Impact* approved and presented to the public. This document amended the approved *General Management Plan*.
- October 1987 *Draft Development Concept Plan/Environmental Assessment, Rim Village Redevelopment* presented for public comment, including four alternatives; a series of public meetings held.
- May 1988 *Rim Village Development Concept Plan*, including a finding of no significant impact, approved and presented to the public. This document amended the approved *General Management Plan* and provides the guidance for the proposed plan.
- January 1992 *Briefing Packet, Rim Village Redevelopment*, prepared in response to the 102nd U.S. Congress Joint Appropriations Committee to address concerns about increased costs and the scope of the Crater Lake project.



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural and cultural resources. This includes fostering wise use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people. The department also promotes the goals of the Take Pride in America campaign by encouraging stewardship and citizen responsibility for the public lands and promoting citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

NPS D-143A March 1993