

National Park Service  
U.S. Department of the Interior

Capitol Reef National Park  
Utah



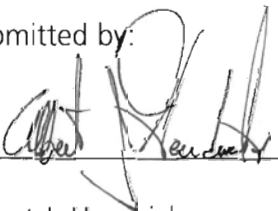
# Capitol Reef FY 2010 Superintendent's Annual Report





# Capitol Reef FY 2010 Superintendent's Annual Report

Submitted by:



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Albert J. Hendricks  
Superintendent

September 2011

## *In Memoriam*

Early in FY 2010, Capitol Reef National Park lost its longest serving employee. F. LaMont Chappell, who suffered a stroke while at home, died two weeks later on December 14, 2009. LaMont began his park career in 1977 as a seasonal Motor Vehicle Operator, WG-05. His first permanent position began in 1980 when he was hired as a WG-05 Maintenance Worker. Over the years, LaMont stepped into successively more demanding and responsible jobs at the park, always demonstrating a quiet ability to do things well and to accomplish the task at hand. He was a master at the operation of any piece of equipment in the government inventory. Following flash floods, he was an artist with the road grader. At the time of his death, LaMont was the park's Maintenance Supervisor; the person most directly responsible for project oversight and completion. LaMont Chappell was 54 years old.



F. LaMont Chappell

## Management



The Burr Trail

While there were many varied management issues that surfaced during the fiscal year, there was one that persisted throughout the year, requiring thoughtful and sustained attention. The eventual resolution of this issue will likely have long term effects on Capitol Reef National Park and on national parks throughout the west.

Specifically, the issue involves roads within the park and the character of those roads and the visitor experience available for those who travel the park roads. Under most circumstances, the park is in a good position to carefully manage road development actions within the park. In the present case, however, the park may be negatively impacted by decisions that are made relating to a road segment on BLM land. The road in question is the Burr Trail, which traverses the southern portion of Capitol Reef National Park for a distance of 8.4 miles. Federal courts have consistently found that Garfield County, Utah, holds an RS 2477 Right of Way (ROW) for the Burr Trail for its entire length, from Boulder, Utah to its terminus near the Bullfrog Marina, including the Capitol Reef segment, BLM segments east and west of Capitol Reef, and a segment within Glen

Canyon National Recreation Area.

Capitol Reef National Park's approved General Management Plan (GMP) / Environmental Impact Statement (EIS) – Record of Decision (ROD) 2000 includes a zoning scheme for road designation. Zones extend from the very primitive road that is accessible only to 4 wheel drive vehicles, to roads that are modern and paved and accessible to all manner of vehicles. The zones were identified in an effort to provide a range of visitor experiences and address not only road surface conditions, but the prevalence of directional signs and interpretive markers, the likelihood of meeting other visitors and the possibility of being delayed by a weather (flash flood) event. The Burr Trail Road through the park is included within the road zone that is intended to provide the opportunity for the visitor to get a sense of remote lands exploration. Encounters with other visitors are infrequent and, while the road is generally passable, there may be instances of delays due to flash flood waters flowing in normally dry washes. The appropriate surface in this road zone is gravel or native material. The NPS has been successful during the past 20 - 30 years in preserving the road in its current condition (and GMP zone,) despite the stated desire and efforts of Garfield County, Utah, to pave the road.

A pending decision by the Bureau of Land Management (BLM) concludes that a Garfield County,

Utah, proposal to chip seal a portion of the Burr Trail Road on public lands immediately adjacent to Capitol Reef National Park is within the scope of an existing RS 2477 ROW and that, therefore, completion of a NEPA analysis for the proposed action is not necessary. This decision would set a precedent that could result in serious impacts to National Park Service (NPS) and other federal lands where RS 2477 Rights of Way exist. The BLM holds the position that NEPA analysis is not appropriate on any lands (NPS or BLM) for proposals on public lands that they determine to be within a RS 2477 ROW. In the case of an RS 2477 ROW that traverses both BLM and NPS lands, such as the Burr Trail, a decision by the BLM that a proposal is within an existing ROW on public lands may preclude the NPS from reaching a different conclusion on its portion of the same ROW.

By letter dated November 30, 2009, the Bureau of Land Management Richfield Field Office notified Capitol Reef National Park that they had received a letter on August 18, 2009, from Garfield County, Utah, advising the BLM of their proposal to chip seal a segment of the Burr Trail. The proposal involved approximately eight miles of the road extending from the Capitol Reef National Park boundary east of The Post, southeasterly to Eggnog Junction. This segment is the only remaining portion of the Burr Trail Road on BLM administered land that has not been chip sealed.

Capitol Reef National Park responded to the BLM Richfield Field Office on December 8, 2009. The park included a listing of resource impact topics in its response that it recommended the BLM address in their preparation of NEPA compliance documents. Except for the unexplained 3½ month delay between the BLM's receipt of the county letter and the BLM request to the NPS for comments, this first exchange of correspondence began the consultation process between the agencies in a very routine manner.

The next correspondence received from the BLM, however, provided the first indication that this matter was something other than routine. In a letter sent Certified Mail and Return Receipt Requested, dated February 25, 2010, the BLM Richfield Field Office informed the park that they had met with Garfield County on January 28, 2010, and had discussed the proposed Burr Trail chip seal proposal. During that meeting, the BLM had provided the county with a copy of the park's December 8, 2009 correspondence and had asked the county to review it and provide comments. The county had provided comments in a letter dated February 23, 2010, which the BLM was now sending to the park for our review and comment. The park's response was requested "...within two weeks from your receipt of this letter..." (It did not escape the park's notice that the county had taken four weeks to respond to the BLM, while the park's response was now needed within two weeks.)

The approach taken by the BLM to initiate a dispute and then watch from the sidelines while the project proponent and a potentially impacted neighboring federal agency (Capitol Reef) debated the merits of Capitol Reef's scoping comments of December 8, 2009, was highly unorthodox. Importantly, the park's comments of December 8th were directed at identifying areas of potential impact. They did not address the merits of the county's proposal. Not unexpectedly, when given the opportunity by the BLM, Garfield County, as any project proponent would, argued that its impacts would be minimal or non-existent. However, in a National Environmental Policy Act (NEPA) review it is up to the managing agency (the BLM in this case) to determine the amount and significance of any impacts. It is not up to the project proponent. The park was placed in

the awkward position of countering the county's assertions, not only about impacts but about whether the proposed impact topics were valid. The Richfield Field Office was shirking its responsibility. The BLM letter of February 25th went so far as noting (and apparently supporting) a county assertion that the project would not lead to increased traffic volume, and that many of the potential impacts identified by the park were predicated on the assumption of increased travel. This is particularly ironic in light of an earlier BLM attempt to permit chip sealing this road segment based on a 1989 EA which had been found to be inadequate by the Interior Board of Land Appeals (IBLA) because it had not looked at the likely cumulative impacts of increased traffic. As a result, the IBLA determined that the related Finding of No Significant Impact (FONSI) be "... set aside and remanded for further environmental analysis..." This resulted in a joint BLM/NPS Environmental Assessment (EA) in 1993 that looked at the paving proposal but chose an alternative that only provided for widening and gravel surfacing the road.

The two week deadline for response set by the BLM was met by way of a letter from the park dated March 12, 2010. Our comments began with a reiteration of our position that any proposal that included changing a currently gravel surfaced road into a chip sealed road would require completion of an EA. It was noted that the 1993 joint BLM/NPS EA, with a FONSI signed by both the BLM State Director and the NPS Acting Regional Director approved a 26 foot wide gravel surface. (The request had been for paving, and a chip seal alternative had been considered.) The associated 1995 FONSI concluded: "Additional work on the road segments beyond that described above would require at minimum, preparation of an environmental assessment prior to taking any action."

Our comments continued with a review of the county's analysis of the park's scoping letter of December 8, 2009. Several points were discussed. We noted that the county's assertion that all work would occur within the "disturbed area" of the existing ROW did not determine whether the proposal was within the scope of the ROW, which deals more with the issue of what the work entails rather than its physical location. The 2000 Burr Trail decision of Judge Jenkins (US v. Garfield County) was quoted: "The County's 'disturbed area' theory proves to be the most singularly unhelpful, uncertain and ungovernable approach to answering the question of scope."

We noted that the county's assertion that there would be no impact on the adjacent Wilderness Study Area "boundary" was not necessarily true. (Of course, it is not the boundary that is of concern, but the Wilderness Study Area, itself.) The most extensive comments made in response to the county's letter, however, relate to their claim that there would not be any increase in traffic volume due to this project being completed. The county had cited as evidence a 1989 IBLA decision claiming that it said that there would be no "automatic" increase in traffic until after the park portion of the road was paved and a bridge over Bullfrog Creek was constructed. The county, however, misread the IBLA decision. The language cited in IBLA 89-356 actually originated in a BLM FONSI from earlier in 1989. The "no automatic" language was the basis for the IBLA decision that the 89 EA and FONSI had improperly segmented the project proposal by not looking at the cumulative effects of a likely increase in traffic. The IBLA set aside the 1989 FONSI which would have allowed paving this same stretch of the Burr Trail and remanded it back to the BLM for additional environmental analysis.

In the weeks following the delivery of my letter of March 12, 2010, there was a relatively quiet period, at least for the NPS participants in the discussion. It appears that this was not the case for the BLM and Regional Solicitor's Office participants. Without input from our attorney-advisor, Kevin Jones, or any NPS employee, Regional Solicitor Larry Jensen formulated a plan to advise Garfield County that they could proceed with their proposed chip seal project without any additional compliance work or BLM authorization.

Typically, when a park is involved in an issue with an extensive litigation and administrative history, it will seek the legal advice of its attorney-advisor from the Office of the Solicitor. The park has an excellent relationship with Kevin Jones, our attorney-advisor, and has consulted with him on numerous occasions, including several matters relating to Burr Trail right of way issues. We were aware, however, that Regional Solicitor Larry Jensen was handling this chip seal request issue by himself, without consultation or involvement of his office's NPS bureau attorney-advisor, Kevin Jones. Based upon our belief that the legal position taken by the Regional Solicitor would be based upon BLM Instructional Memorandum (IM) 2008-175, a document that ignores potential impacts to national parks, and our belief that Jensen had written that IM a few years previously when he was the DOI Deputy Solicitor in D.C., we did not expect favorable consideration of the park's position. (A summary of the park's concerns related to IM 2008-175 is provided later in this narrative.) In consultation with the Utah State Coordinator, we decided to not involve Attorney-Advisor Kevin Jones or Regional Solicitor Larry Jensen in developing our position regarding the chip seal proposal or in drafting my March 12th letter. Because Jensen had reserved all discussion of this topic to himself, any contact that we might have had with Kevin Jones would have, necessarily, needed to be surreptitious, thereby placing Jones in a very difficult position with his supervisor, Jensen. Believing that Jensen placed more importance in buttressing the nationwide policy that he had written, than in considering the extensive legal and administrative history related specifically to the Burr Trail that would argue for a different process than the one he supported, we saw no alternative other than making our own case. This is a terrible position for a park to find itself in—not being able to trust and count on the Regional Solicitor, supposedly “our” lawyer, for an objective review of all the pertinent information. But, we believed that the potential adverse effects to the park and to other federal lands in the west, required us to take this position.

Word of the intended BLM / Solicitor's Office solution was acquired by the NPS Utah State Coordinator in both informal and formal discussions with BLM counterparts during the latter part of April and the early part of May, 2010. Objections continued to be voiced, yet no change of direction could be effected, as the BLM course was being set by the Regional Solicitor, likely with BLM acquiescence. The extent of support among BLM managers for this direction is unclear. Certainly, many of the managers must have found the proposed basis to avoid the need to complete NEPA compliance on this and possibly other chip seal projects to be appealing. And, undoubtedly, the BLM State Director at the time, Selma Sierra, would have been squarely behind the direction being taken.

Knowing the direction that was being pursued by the BLM / Solicitor's Office, the Utah State Coordinator and I both began making contacts up the NPS ladder. I drafted a letter for the Regional Director to sign and send to the BLM Utah State Director, which directly and rather forcefully stated our concerns with the unilateral position being taken by the BLM that could

seriously impact the park's ability to appropriately manage the Burr Trail within the park. At the time, the NPS Intermountain Regional Director's position was vacant, and Mary Gibson Scott, the Superintendent of Grand Teton National Park, was serving in Denver as the Acting Regional Director. When briefed, she understood the significance of the issue immediately, but wanted NPS managers in Washington to be aware of the letter prior to its being sent. She elevated the discussion to NPS Deputy Director Peggy O'Dell, who had just recently been appointed to her position. Peggy advised against sending the letter, offering instead to initiate contacts with her counterparts in BLM management. This, therefore, was the route taken.

It is likely that there were several discussions that took place amongst interested NPS, BLM and Solicitor's Office parties at the Washington Office, although no particulars were shared with the park or the Utah State Coordinator. Some information did eventually filter down to us concerning an emerging position emanating from the DOI Office of the Solicitor. It appears that the Solicitors were recommending that BLM not prepare a NEPA document on the proposed chip seal project because of a perceived likelihood that Garfield County would file a lawsuit challenging that step. (We found this to be a questionable rationale, since every other proposal involving chip seal on the Burr Trail had been the subject of a NEPA document, and no lawsuit had been filed in any of these cases.) The Solicitors argued that, given a choice between defending against a lawsuit from the county that a NEPA document was required, or a future lawsuit resulting from the NPS taking a different position concerning whether chip sealing would be allowed within the park, that it was the Solicitors' belief that the NPS would be easier to defend. The Solicitors noted that the NPS has a regulation requiring a construction permit (36 CFR 5.7), a strong Organic Act and a managing document directly addressing the issue of roadway character; the Capitol Reef General Management Plan. We strongly disagree with this position because we believe that a finding by the BLM that chip seal on one section of the Burr Trail was within the scope of the ROW would make it impossible for the NPS to arrive at a different conclusion on the same road on the other side of the park boundary line. We also believe that a BLM finding that chip seal is within the scope of a ROW essentially establishes a property right that is owned by the county. We do not believe that a regulation (36 CFR 5.7) or a management direction established by a planning document, would be sufficient to withstand an asserted property right claim. Unfortunately, the NPS concerns in this regard have been consistently ignored and/or dismissed by the Solicitors.

The precise form of the BLM / Solicitor's Office strategy became clear when the park received a letter dated May 12, 2010, signed by the BLM Color Country District Manager from Cedar City, Utah. Attached to the letter was a copy of an Interdisciplinary Team (IDT) review of the proposal that looked at a number of impact topics. The IDT review did not look at any impacts related to the park, essentially ignoring our first letter to the BLM of December 8, 2009. Ironically, that letter had been sent in response to a specific request for this information by the BLM. The IDT review did look at potential impacts from a variety of sources to public lands, in only the most cursory fashion. In several instances, the impacts were reviewed only as they related to the effects of the chip seal project itself, with no consideration given to broader impacts related to potentially increased traffic volume or other cumulative impacts.

Receipt of the BLM letter of May 12, 2010, triggered a rapid response from me. I contacted BLM Color Country District Manager Todd Christensen, who had signed the letter. I informed Todd of

the NPS efforts to engage BLM's top national management to consider our concerns. I inquired whether a similar letter had been sent to Garfield County. Todd told me that it had not been sent but that he had one ready to go. I requested that he hold off on sending any notification to the county pending word from the Washington Office that further NPS / BLM discussions would take place. Todd agreed to let the process run its course, based on my description of the NPS efforts in Washington. At least, he was agreeable in the short term, but made it clear that he could not hold off forever, in light of the instructions he had received from the BLM State Director. Predictably, the Washington process dragged on and on, clear through the Memorial Day weekend. Two successive deadlines that Todd Christensen agreed to came and went with no word coming to him through BLM channels. He was clearly uncomfortable with the position in which he found himself.

At about the same time, on June 4, 2010, NPS Utah State Coordinator Cordell Roy and I met with Regional Solicitor Larry Jensen and Attorney-Advisor Kevin Jones to discuss the chip seal matter. To our knowledge, this was the first time that our Attorney-Advisor had been included by the Regional Solicitor in any discussions related to this matter (with the exception of being accused by Jensen of ghostwriting letters that I drafted to the BLM.) To the surprise of the NPS representatives, following lengthy argument, the Regional Solicitor recommended the preparation of an EA for the proposed project. It was also agreed that the EA would include an analysis of potential impacts to NPS lands. These steps represented a complete reversal of positions previously held by the Solicitor. Throughout the meeting, strong disagreement remained between the NPS representatives and the Regional Solicitor regarding whether this chip sealing project was within the scope of the RS 2477 ROW.

Just four days later, on June 8, 2010, at the point at which Todd Christensen was expressing very serious reservations about any further delay in giving Garfield County the go-ahead to proceed with the chip seal, due to his understanding of the specific direction given to him at the State Office, word finally filtered down the BLM chain that he should hold off sending notice to Garfield County pending further discussions in Washington.

The BLM Color Country District Office received instructions from their State Office on the same date (leading us to speculate concerning the degree to which Solicitor Jensen was involved and instrumental in BLM management decisions) that they were to proceed with an expanded review of the project to include potential impacts to park resources. According to the District Manager, however, they were to complete their review without completing an EA. In a subsequent conversation between the NPS State Coordinator and the Regional Solicitor on the morning of June 9, 2010, Solicitor Jensen indicated that he had not, in fact, recommended preparing an EA for the proposed project during the meeting of June 4, 2010. This, in spite of the fact that all three of the other attendees at the same meeting recalled clearly that he had made that recommendation. It was becoming ever more clear to the NPS representatives that what we were dealing with was both an agency that would like to avoid the task of completing environmental compliance work, but also a Solicitor with a political agenda working toward establishing departmental policy, rather than simply providing unbiased legal advice.

With the postponement of the immediate threat of the BLM giving Garfield County the go-ahead based on an unsubstantiated finding that chip seal is within their RS 2411 ROW, we were able

to organize for our next steps. On June 10, 2010, Acting Regional Director Mary Gibson Scott, Deputy Regional Director Laura Joss, Regional Environmental Quality coordinator Chris Turk, Utah State Coordinator Cordell Roy and I participated in a conference call with NPS Deputy Director Dan Wenk and NPS Associate Director for Natural Resources and Science Bert Frost. All were provided with a briefing concerning the current status of the issues. A request was made by the Intermountain Region participants for the Washington offices of the NPS, BLM and Solicitor (SOL), to assume oversight and responsibility for outcomes on three critical issues that were currently at an impasse at the Regional NPS, SOL and State BLM level. These three issues were:

1. appropriate reconsideration and update of BLM Instructional Memorandum (IM) 2008-175, which directs the agency to make a determination concerning whether a proposed project on an established RS 2477 ROW is within the scope of the ROW. Major flaws in the IM create a circumstance in which BLM decisions can have serious negative impacts on the NPS and other neighboring agencies<sup>1</sup>;

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<sup>1</sup> There are several reasons that the National Park Service believes that BLM Instructional Memorandum (IM) No. 2008-175 is the root cause of the conflict between the NPS and the BLM in this ROW case, and has the potential to cause similar conflict between land management agencies whenever it is applied. The Bureau is guided in the handling requests for road improvements by IM No. 2008-175: "Consultation Process on Proposed Improvements to Revised Statute (R.S.) 2477." The IM was issued on August 22, 2008, and expired on September 30, 2009, although it is still used as primary guidance in lieu of any updated instructions. There are three primary areas of concern in the IM:

- 1) The current IM only requires the Bureau to "...assess whether the proposed improvement may adversely impact the surrounding public lands or resources..." There is no requirement to determine impacts to neighboring lands administered by other agencies. Since roads routinely cross from the public domain onto park, forest, refuge, and other federal lands, the impact determination must include those lands as well.
- 2) The current IM requires the Bureau to determine whether a proposed improvement is within the scope of an RS 2477 ROW. An example is cited that considers what is "reasonable and necessary" in order to meet the necessity of increased use and travel, in light of traditional use(s) of the road when RS 2477 rights could still accrue, generally before October 21, 1976 on unreserved federal lands. This is clearly a subjective judgment call for which applicable state law and federal case law provide very little additional guidance. Once again, because roads traverse administrative boundaries, it is imperative that a revised IM assure consultation and agreement among affected land management administrators concerning whether a proposal is reasonable and necessary and within the scope of an existing RS 2477 ROW. A unilateral decision by the Bureau would likely preclude a neighboring agency from reaching a different conclusion on a road that crosses onto its land from neighboring BLM land.
- 3) The current IM provides for the application of similar procedures for roads that have a court adjudicated RS 2477 determination, as well as for those for which the Bureau has issued a "Non Binding Determination" (NBD) that an RS 2477 Right of Way exists for land use and planning purposes. This may result in the completion of projects that cannot be easily reversed based upon a premise that might be overturned in court, if challenged. The results may be binding, even though the determination was portrayed as non-binding.

It is believed by many familiar with the matter, that Regional Solicitor Larry Jensen was the primary author of IM 2008-175 when he was serving as the Department of the Interior's Deputy Solicitor in the George W. Bush administration.

2. review by the Washington SOL concerning whether chip sealing is within the RS 2477 ROW, and
3. direction to the BLM to prepare appropriate NEPA documentation for the project proposals.

Deputy Director Wenk agreed to discuss the matter with Acting BLM Director Mike Pool and Deputy Solicitor Lisa Lynn Russell.

Unfortunately, little progress resulted from this contact. The IM, which is a significant source of conflict between the BLM and other agencies, remains unchanged. The Departmental SOL has written an interesting draft concerning the matter of scope on the Burr Trail ROW, without arriving at any conclusions. The draft remains as an internal document only, since it is identified as an attorney work product that has not been finalized and approved and is protected from public review by attorney-client privilege. In effect, the BLM continues to resist all but the most superficial NEPA compliance efforts.

In an attempt to bring the matter to a satisfactory conclusion, Utah State Coordinator Cordell Roy and I initiated the process of arranging a personal briefing for NPS Deputy Director Dan Wenk regarding the Burr Trail chip sealing controversy. Contacts were made through the chain of command. A briefing was scheduled for the late morning of July 16, 2010 in the Washington Office on a day when the Deputy Director was available and Intermountain Deputy Regional Director Laura Joss was also in D.C. and available to join the meeting.

The day of the briefing began with a meeting among Cordell, myself, and an Attorney-Advisor in the DOI Solicitor's Office Branch of Parks and Wildlife, Jason Waanders. While acknowledging the difficult situation that we face in Utah, where the Regional Solicitor had sidelined our regular Attorney-Advisor Kevin Jones, Mr. Waanders remained reserved in his position regarding the appropriate departmental legal position relating to the Burr Trail scope and the need to perform NEPA compliance. (We later learned that Mr. Waanders was, at that time, being considered for a promotion to Assistant Solicitor in the Branch of Parks and Wildlife. The selecting official for the vacant position was a higher level solicitor in the department, Barry Roth. We believe that Roth was a supporter of the Jensen ROW position. While it is, at best, conjecture, it would be easy to suppose that Jason Waanders felt somewhat constrained from advocating a sharply differing position.) In any event, Mr. Waanders sat in on our briefing with the Deputy Director later that morning.

The briefing of Deputy Director Wenk went well, even though he was called upstairs in mid-briefing on other business, by Assistant Interior Secretary Tom Strickland. The briefing resumed upon the Deputy's return. Fortunately, Deputy Director Wenk's many years of varied NPS experience enabled him to quickly grasp the significance of the issue. He understood that allowing the BLM to unilaterally decide the scope of a Right of Way that crosses onto NPS lands could seriously impact any park's ability to manage the Right of Way differently.

The briefing concluded with an understanding that the Deputy Director would work with the BLM to seek a reversal of the current BLM direction that has determined that chip sealing the Burr Trail

falls within the scope of Garfield County's RS 2477 ROW. The revocation of BLM Instructional Memorandum 2008-175 and completion of a revised version would also be sought. And, finally, the BLM would be urged to proceed with a thorough NEPA review of impacts to both BLM and NPS lands, as it had done in past instances.

The fiscal year ended with the entire matter still unresolved. The year also ended with the eight mile stretch of the Burr Trail southeast of the park boundary still gravel surfaced. At its core, however, this is not a struggle about the wisdom of whether to chip seal a portion of the Burr Trail, or not. It is a conflict regarding whether one agency, the BLM, is empowered to make unilateral decisions concerning the scope of an RS 2477 right of way that may negatively impact a neighboring agency's resources and its management prerogatives. The outcome here could potentially have widespread consequences wherever RS 2477 routes exist. The struggle to protect the park's management prerogatives, as well as its resources will, no doubt, continue well into the years to come.

Albert J. Hendricks  
Superintendent

## Interpretation

### Overview

FY 2010 interpretive staff consisted of a permanent GS-12 Chief of Interpretation, Riley Mitchell; a permanent GS-09 Park Ranger Interpretation, Cindy Micheli; and seven seasonal interpreters (a GS-07 Lead Seasonal Park Ranger, four GS-05 Park Rangers, and one summer GS-04 Park Guide and a part-time GS-04 winter/spring Park Guide). Three of these seasonal positions were funded with Centennial Initiative money. Twelve volunteers and interns rounded out the interpretive team. Presentations from carefully selected volunteers and interns enriched the park's already well-developed interpretive program.

Seasonal training consisted of one week of orientation and interpretive skills training followed by on-the-job training. Our winter park guide received supplemental orientation and training in interpretive skills and customer service. Several interpreters maintained collateral duties, serving as active members of the Employee Club, Safety Committee, and Equal Opportunity Committee.

Our regular summer program schedule consisted of daily geology talks, stationary and roving informal interpretation, evening programs, and occasional guided walks. The overall number of contacts made at the visitor center, the Ripple Rock Nature Center, and the Historic Gifford Farmhouse were up by 3% over last year.

Awards were issued to four park staff members for excellence in archiving the park's slide collection, managing the Night Sky Volunteer program, managing the division in the Chief's extended medical absence, and completing major media revisions compliant with NPS publications standards. Progress slowed on other 2010 Projects because of the division chief's absence.



Seasonal Ranger Andrea Lucas conducting a geology talk in the visitor center

Photo courtesy of Utah Valley University

## Summary of Visitor Services

Visitor center attendance in FY 2010 was 191,325. The facility was open from 8:00 a.m. to 4:30 p.m. daily except on major winter holidays. Extended summer hours of 8:00 a.m. to 6:00 p.m. were in effect from late May through mid-October. Park staff, volunteers, interns, and Capitol Reef Natural History Association (CRNHA) employees staffed the facility, providing general park information and orientation. Park staff also issued backcountry use permits, sold Interagency Annual and Senior Passes and issued Interagency Access Passes. Exhibits and an 18-minute film provided an effective introduction to the park. A cooperating association sales outlet offered a variety of publications, maps and other items for sale at the visitor center and at a pioneer homestead in the historic district.

A total of 729 formal interpretive programs were attended by 14,858 visitors in FY 2010. Staff contacted 15,227 visitors during informal interpretive programs, roving and at attended stations.

## Educational Outreach

Off-site curriculum-based programming during the fall and spring of 2010 received strong support from area schools with the park providing 161 classroom presentations and contacting 3,488 students. Teacher evaluations demonstrated 100% satisfaction for the entire year. This included the Garfield County two-day off-site cultural heritage workshop for fourth graders. Kids' Frontier Days, an on-site cultural heritage event for fourth and fifth graders, was discontinued this year due to funding constraints in local school districts, curtailing funding for student travel. Offsite Community Outreach programming for Scouts and others consisted of 10 presentations about the park's resources, reaching 380 people. Visiting grade school and Elderhostel groups were provided with orientations to park resources, management issues and protection policies.

The park's Ripple Rock Nature Center was open during the core season of Memorial Day through Labor Day weekends, as well as during the weekends of Easter, National Junior Ranger Day, Earth Day, and a four-day state school holiday in October. Staffed for the first time this summer by a full-time intern (with supplemental staffing by volunteers), the facility served 3,628 visitors.

The park has long had an existing need for a nature center staff person. Utah Valley University (UVU) has been actively seeking service internships for their students with Capitol Reef National Park. Capitol Reef entered into a formal Internship Agreement with UVU this spring, which has been highly successful, rewarding and beneficial to all involved. UVU recruited a pool of candidates from undergraduate students, and an intern was jointly selected. Funding and supervision for the intern came from UVU, and CARE provided housing, training, and guidance.

The UVU intern at Ripple Rock during FY 2010 was Jeremy Jorgensen, a Parks and Recreation major at UVU. He attended 40 hours of training with park seasonal interpreters, then staffed the nature center from May 24 to August 19. During that time, Jeremy presented Junior Geologist programs daily; assisted staff at the visitor center information desk; occasionally staffed the historic schoolhouse; and researched, developed and presented an evening campground Power Point



UVU Intern Jeremy Jorgensen leading a group of visitors

presentation. His ranger-guided Junior Geologist program reached 822 participants, a record high for this children's program. Family Fun Packs were loaned 76 times.

Jeremy took advantage of opportunities to spend time with Resource Management and Protection staff, and received career counseling from our park Human Resource Assistant. The internship benefitted park management, the Division of Interpretation, park visitors, Utah Valley University, and the intern, Jeremy. He remarked, "[This experience] was more than I could have asked for. . . . Through it all I have really enjoyed being here and being a part of this wonderful place."

## Visitor Survey

The park conducted its annual GPRA visitor survey in June. A total of 96% of visitors surveyed were satisfied overall with facilities, services and recreational opportunities at Capitol Reef, and 100% of surveyed visitors understood the park's significance.

## Volunteers

Additional presentations by volunteers enriched the park's already well-developed interpretive program and behind-the-scenes work kept our operations running smoothly.

Volunteers provided 1,496 hours of service in support of interpretive operations by staffing attended stations, accessioning library materials, providing interpretive programs, and representing the park at area outreach venues. Two volunteers supplemented nature center staffing through the summer, two assisted staff at the visitor center and with small project work during the spring and fall shoulder seasons, and two others provided additional interpretive programming for spring visitors. Four astronomy volunteers marked our second year in a two-year partnership with the NPS Night Sky Program, providing daily formal and informal outreach programming to park visitors focusing on astronomy.

## Publications, Facilities and Media

Interpreters continued to provide illustrated evening programs using Power Point at the Campground Amphitheater throughout the summer season. The visitor center movie provided

orientation to 30,612 visitors.

The park offers 29 different site bulletins on a variety of topics, free to the public. Nearly all have been updated and comply with NPS publication standards.

Many potential park visitors viewed our website, with over a million hits in 2010.

## Cooperating Association

Gross income for the Capitol Reef Natural History Association (CRNHA) in FY 2010 was \$758,945. The cooperating association continued its vital role in supporting the park by providing \$23,608 for free publications and low-cost park guides, new books for the library, and supplies and services to support the park's interpretation, educational outreach, volunteer programs and scientific research projects.

CRNHA sales technicians supported rangers in the visitor center by providing supplemental information to the public at the visitor center. They also operated and staffed the historic Gifford Farmhouse, part pioneer museum and part turn-of-the century country store, which is the primary interpretation site of Fruita's pioneer settlement history. The facility was open daily from 8:00 a.m. to 5:00 p.m. from mid-March through October. Visitation to the Gifford House was 235,521.



The Gifford House, where the CRNHA operates a store

The association completed work on a comprehensive guide to Capitol Reef National Park, and celebrated with a book-signing by the author, Rick Stinchfield, in the visitor center.

The annual Easter Celebration and Spring Social, sponsored by CRNHA, was held at the Gifford House. Children and adults participated in pioneer-era games and activities. Pioneer craft demonstrations and an explanation of smoke house operations were conducted by CRNHA staff.

The association again provided \$2,000 in college scholarships to local Wayne High School students. This year's recipients were Brittani Nelson and Addyson Reynolds.

## Community Relations and Cooperative Activities

The Chief of Interpretation served as liaison between the park and the Wayne County Travel Council, representing the park. She oversaw the preparation of press releases and edited park material submitted by various authors and publishers.

## Visitor and Resource Protection

The Visitor & Resource Protection (V&RP) Division staff for FY 2010 consisted of: Chief Ranger Scott Brown; Permanent Protection Rangers Michael Zirwas, Brenda Zirwas, Chris Kuykendall (who left in September, 2010, for a position with the USFS on the Willamette NF in Oregon), and Chad Riffin (subject-to-furlough); Seasonal Protection Ranger Jonathan Cooperman; Backcountry Park Guide Ray Budzinski; Lead Visitor Use Assistant (VUA) Holly Mils (new permanent hire); Seasonal VUA Bonnie Hanks; and Seasonal Park Guide JoAnn Dawson. Recruitment efforts to fill the vacancy created by Kuykendall's departure were initiated in September 2010. In addition, centennial seasonal funding was used to cover portions of salary for Biological Technician Gary Lenhart and Archeological Technician Cameron Cox, both of whom assisted the V&RP Division with backcountry patrol and resource protection.

Visitor & Resource Protection rangers had a moderately busy year with 249 case incident records filed. Most of the incidents were simple law enforcement cases, motor vehicle accidents, minor emergency medical and visitor assistance situations. Ranger patrols emphasized protection of natural & cultural resources.

In 2010, rangers spent a significant amount of time on two prominent resource protection cases. The first case involved vandalism/damage to an archeological site by a group of boy scouts from Orem, UT. The park pursued a quick claim for restoration funds from the scouts under the authority of the Park System Resource Protection Act (16 USC, section 19jj) and received \$5,000 to be used in repairing the damage. In a second case, rangers began an investigation into the vandalism of a historic site. Suspects were identified, confessions were obtained, a site damage assessment was completed, and the case is being pursued with assistance from the Assistant U.S. Attorney's Office, NPS Environmental Quality Division/Resource Protection Branch, and the DOI Solicitor's Office.

Rangers responded to 16 emergency medical incidents ranging from life threatening trauma from motor vehicle accidents to bee stings and scraped knees. The rangers continued to build on their relationship with Dr. William Hall, the park's medical advisor from St. Mary's Hospital in Grand Junction, CO. Dr. Hall did meet in person with Dr. Jeff Chappell from the Wayne County Medical Clinic to ensure that the park EMTs were providing care and packaging that is consistent with the clinic's standards and to provide the best care possible. The park had 6 National Registry EMTs on staff. Required training and certifications were kept current for each.

Rangers handled 6 search & rescue (SAR) incidents in the park in FY 2010. Two of the SAR incidents were costly enough to warrant establishing a major SAR account through the Regional



Rangers consult with officers from the Wayne County Sheriff's Department and the Utah Highway Patrol during Pandora's Box SAR

Office. The first involved a 33 year old male who was hiking Lower Spring Canyon late in the day. The subject hiked the 9 miles from Chimney Rock to the highway, then decided to return via the canyon. He completed about 5 of the return miles before becoming exhausted. He was able to make a cell phone call for help and rangers assisted him out. The second major SAR involved two men both aged 33 who were attempting to complete the Pandora's Box canyoneering route. One of the subjects was too large to fit through the tight narrows. His partner completed the highly technical canyon in the dark, hiked 9 miles to the trailhead, bicycled 5 miles to get cell phone reception, and called for help. The first subject was located via helicopter the next morning and evacuated.

Rangers and other participating staff members conducted several technical rescue trainings throughout the year. Ranger Chad Riggan attended the Basic Technical Rescue class at Canyonlands NP in April, 2010.

The park had three visitor injuries in FY 2010 that met the criteria for reportable injuries under GPRA goal IIa2A. The park also recorded one visitor fatality when retired Capitol Reef National Park Range Conservationist Keith Durfey was killed in a one car rollover near mile marker 87 on Highway 24 on December 22, 2009.

Rangers completed all required training related to law enforcement. In September, 2010, Capitol Reef lost its Taser electronic control device instructor when Chris Kuykendall left. Ranger Brenda Zirwas attended the Taser instructor course in December 2010. Ranger Mike Zirwas provided armorer and firearms instructor assistance to Glen Canyon NRA, Timpanogos Cave NM, Bryce Canyon NP, and Zion NP and traveled to Arizona to instruct at the NPS Special Operations Session.

Ranger Mike Zirwas continued to serve on the Intermountain Region SETT (Special Event and Tactical Team) being promoted to team leader in the fall of 2009. He attended specialized SETT training in April of 2010 at Organ Pipe Cactus National Monument. The IMR-SETT had one significant deployment in FY 2010, Operation Alliance, where the SETT participated in a six month interagency law enforcement assistance operation on the Wind River and Standing Rock Indian Reservations. Zirwas' team was deployed to the Wind River Reservation in Wyoming for a four week detail starting in September 2010. Zirwas also completed a 90 day detail as the Acting District Ranger for Wahweap at Glen Canyon National Recreation Area between April and June 2010.

Park Guide JoAnn Dawson, who typically works in the fee collection operation, continued to

support the Interpretation and Education Division with her graphic design skills and by assisting visitors at the visitor center desk and helping to operate the Ripple Rock Nature Center. JoAnn became the “go to” person for graphic design in the park during FY 2010. Projects she completed or contributed to included redesigning the Historic Fruita, Predator/Prey, Fruita Campground, and Fruita Orchards site bulletins; redesigning the Trail Orientation map; designing four bulletin boards for the front of the visitor center; designing the layout for the Wisteria wayside exhibit, preliminary layout work on two Pleasant Creek wayside exhibits and designing ranger program posters.

Capitol Reef National Park continued to support national wildland fire suppression efforts in 2010 by keeping five employees current with both qualifications and equipment for fire assignments. No employees were called out on assignments, largely due to a slow year for fire in Utah. Similarly, protection rangers were made available for Homeland Security details throughout the year according to the Colorado Plateau Cluster rotation schedule, but were not called upon.

The park issued 22 Commercial Use Authorizations during FY 2010. Permits were approved for guided day hiking, guided photography workshops, guided educational and geology tours, canyoneering, backpacking, auto tours, mountain biking, jeep tours, horseback riding, and meditation retreats. No commercial filming permits were issued in FY 2010. The park issued 4 permits for weddings, and 2 permits for other special events, including catered dinners. No first amendment permits were requested or issued during the year.

The park again had some top quality hosts in the Fruita Campground in FY 2010. Wes & Carol Calhoun and Roger & Maxine Parks worked from April through July. Gary & Dotty Charters and Don & Barb Leibel worked from August through October. Campers received some of the best customer service and the campground ran smoothly, in large part due to these hard-working volunteers.

Chief Ranger Scott Brown continued to represent the park as a non-voting member of the Wayne County Community Health Center Board of Directors and as a member of the Advisory Committee for the Utah State Department of Public Safety, Richfield Communications Center. Beginning in April, 2010, Chief Ranger Brown began the second of a three year assignment as the Utah representative on the IMR Ranger Advisory Committee.

In 2010, National Park Service firearms regulations were changed to allow the carry of firearms in parks in accordance with individual state laws. P.L. 111-24 was enacted May 22, 2009, and became effective February 22, 2010. Section 512 of that act supersedes the uniform treatment of firearm possession in the national park system outside Alaska under the regulations found at 36 CFR 2.4, and requires the National Park Service to recognize federal and state laws applicable to possession of firearms within the state in which the park is located. Capitol Reef NP did not see significant numbers of firearms being carried in the park in FY 2010. But, with the change in the law, concerns were raised related to legal hunting outside the park. Without the ability to regulate the carry of firearms across park lands, the park was faced with a likely increase in hunters crossing park land and, therefore, an increased opportunity to hunt illegally within the park. In order to prevent hunters from crossing park lands, which is inconsistent with the park purpose, the Superintendent promulgated a park-wide 36 CFR Section 1.5 prohibition on the transportation of taken game

across park land. This closure included the access to Swap Mesa that the park had historically allowed bison hunters to use. This marked a significant change to the existing policy for bison hunter access.

The fee staff continued to collect visitor use data and post the Monthly Public Use Report each month. Park visitation for FY 2010 was 711,273, up 6.9% compared to FY 2009, which was 664,981. In FY 2010, visitors spent 1,686 'user nights' in the backcountry compared to 1,486 'user nights' in the backcountry in FY 2009.

During FY 2010 the Scenic Drive, Grand Wash and/or Capitol Gorge were closed for a total of 107 days due to weather events. The majority of closures occurred in January, February, and March as a result of snow cover. With 2 additional days occurring in December and 1 day in April, this brought the number of days closed due to snow up to 74 days. Closures also occurred in July and August as a result of floods, totaling 33 days. No entrance fees were collected on days of complete or partial closures of the Scenic Drive roads.

Recreation fee deposits were as follows:

|                         | FY 2009            | FY 2010            |
|-------------------------|--------------------|--------------------|
| Entrance                | \$32,706.72        | \$29,438.58        |
| Senior Pass             | \$2,210.00         | \$2,305.00         |
| Interagency Annual Pass | \$8,139.00         | \$6,132.00         |
| Campground              | \$113,369.12*      | \$117,338.22*      |
| Commercial              | \$4,180.00         | \$7,005.00         |
| <hr/> Total             | <hr/> \$160,604.84 | <hr/> \$162,218.80 |

\*Includes revenue from group campsite and dump station. (Dump station = \$435.00 in FY 2010 versus \$276.00 in FY 2009.)

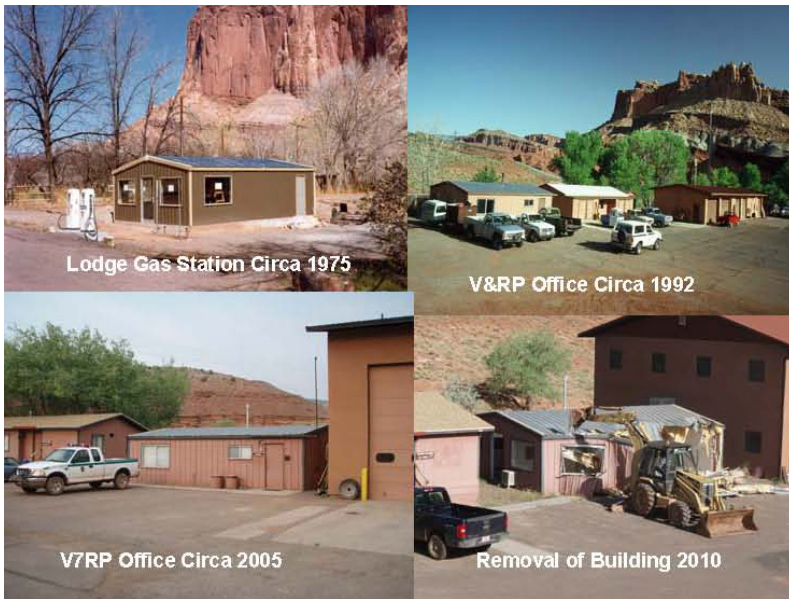
The slight decrease in entrance fee revenue for the year seems to be consistent with the number of days the Scenic Drive, Grand Wash and/or Capitol Gorge were closed, when no entrance fees were collected.

Fruit sale deposits for FY 2010 totaled \$17,991.66, compared to \$16,079 in FY 2009. FY 2010 marked the third straight year where late frost damaged most of the apricot crop. For comparison, fruit sales deposits in FY 2007 were \$30,087.30.

Donation deposits for FY 2010 totaled \$2,034.71, compared to \$1,277. 57 in FY 2009.

Two entrance fee free weekends were granted by the National Park Service in FY 2010 in response to the economic downturn of the last couple of years. They were June 5-6 and August 14-15 (Founders Day). In addition, National Park Week, April 17-25, was fee free. Entrance fees were suspended by the National Park Service on September 25 for National Public Lands Day and on

November 11 for Veteran's Day.



In addition to many accomplishments by the Visitor & Resource Protection Division, one of the more significant events of FY 2010 was the replacement of the V&RP and Resource Management & Science office buildings. The small corrugated shed that served as the V&RP office had been moved to the maintenance compound around 1975 from the Capitol Reef Lodge where it had been erected as a service building accompanying a small gas station. The original office building was only heated by a wood stove until around 1997 and never had any central cooling system. The V&RP and RMS buildings were removed in October of 2010 and a new V&RP/RMS shared building was completed in May 2011.



New V&RP building, May 2011

## Facility Management

During FY 2010, the Facility Management Division permanent staff consisted of a GS-12 Facility Manager, a WS-09 Maintenance Mechanic Supervisor, two WG-09 Maintenance Mechanics, a WG-08 Orchard Manager, a WG-06 Gardener, subject to furlough (STF), and a WG-04 Laborer (Mixed Tour of Duty).

Term employees included three WG-06 Animal Packer (STF) positions whose primary duties included the construction of boundary fence as well as a GS-05 Maintenance Assistant (STF).

Facility Management seasonal staff included a WG-07 Maintenance Worker, a WG-05 Maintenance Worker (Buildings and Utilities), a WG-05 Gardener, a WG-03 Laborer (winter custodial) and a WG-03 (Student Temporary Employment Program (STEP)) appointed laborer. Centennial Initiative Seasonal employees included a WG-05 Farm Worker (winter pruning), two WG-03 Laborers and one STEP appointed WG-03 laborer.

Lamont Chappell, WS-09 Maintenance Mechanic Supervisor passed away unexpectedly on December 15, 2009.

Vivien Schuh was hired as the WS-09 Maintenance Mechanic Supervisor with an Entrance on Duty (EOD) date of May 9, 2010.

Jeff Williams was hired for the position of WG-09 Maintenance Mechanic and had an EOD date of June 6, 2010.

Jeff Ekker's position, WG-06 Term Animal Packer, four year term, expired on March 19, 2010. He was hired under an excepted contiguous to the area appointing authority on April 25, 2010.

Greg Larsen's position, WG-06 Term Animal Packer, four year term, expired on June 11, 2010. He was selected from a hiring certificate for a term appointment with an EOD date of June 20, 2010.

Howard Dawson, WG-06 Term Animal Packer, resigned from his position effective August 14, 2010.

In FY 2010, the Facility Management Division completed routine tasks and assignments and responded to emergency situations. Routine tasks for the maintenance division include twice annual grading of the Capitol Gorge, Grand Wash, Pleasant Creek and Gooseneck Overlook roads; hauling garbage and debris to the landfill weekly; transporting recycled materials to regional recycling centers; maintaining and servicing the park's automobile and equipment fleets; repairing,

maintaining and fabricating park signs; repairing and maintaining orchard and pole fences; grounds keeping in the campground and picnic areas; and irrigating, pruning and maintaining orchards. Other routine tasks include river bank stabilization, park-wide custodial services, preventive maintenance on facilities and equipment, routine operation of utility systems (water/sewer) and completion of outstanding deferred maintenance work orders.

Emergency situations that the maintenance division responds to include post flash flood maintenance and clean up of approximately 25 miles of roads and assistance with search and rescue operations.

In addition to routine and emergency assignments carried out in FY 2010, many Service-wide Comprehensive Call (SCC) projects were started and/or completed in all areas of the Facilities Management Division.

American Recovery & Reinvestment Act (ARRA) projects that had initiated in FY 2009 were completed in FY 2010.

**Repair and Increase Energy Efficiency of Exterior Component at Nature Center, Visitor Shelter (PMIS #154808: \$89,693)** was funded through ARRA and completed in FY 2010. Work completed on this project in FY 2010 included updating and modernizing wiring in Ripple Rock Nature Center to support a high efficiency HVAC system which was installed. Energy efficient doors were purchased and installed at the water treatment plant and purchased for the recycling center. Additional work funded by this project included roofing of the Holt House and exterior painting.

Completion of **Replace Exterior Siding and Windows in Employee Residences (PMIS #154809: \$97,000)** also occurred in FY 2010. High efficiency windows that complied with National Historic Preservation Act, Section 106 review, were purchased for these Mission 66 structures. A project agreement was made with Grand Teton Historic Preservation Crew to install the windows and siding on 8 employee residences. This work was completed during the summer of 2010.

ARRA Green funds were used to purchase a propane operated Toyota Forklift in FY 2010 and ARRA Equipment Replacement funds were used to purchase a Caterpillar Motor Grader in FY 2009. The park received these pieces of equipment in FY 2010.

Other park housing projects were funded by revenue generated from park housing rental income. Work included the interior remodel of Apartment B in Quarters 10, Quarters 83 and partial remodel of Quarters 75. These remodel projects included interior paint, linoleum and carpet upgrades, plumbing fixture upgrades, appliances, window coverings and countertops (Quarters 10 & 83). Other housing projects included the installation of ceiling fans in 6 houses, heating duct cleanouts, new evaporative cooler installation in Quarters 16 & 18, a new garage door in Quarters 79 and professional carpet cleaning in all permanent and seasonal quarters.

In addition to ARRA projects, two repair rehab projects were completed in FY 2010. **Replace Administration Trailer with Permanent Building (PMIS# 152815: \$488,146)** began in October

2010 and was completed in May 2010. The contract was awarded to E Corp of Ogden, Utah. The maintenance division provided considerable support to this project with Facility Manager Linda Richards serving as the Contract Officer Representative (COR) and the maintenance division performing the work to connect the new building to the existing park headquarters' utility infrastructure.

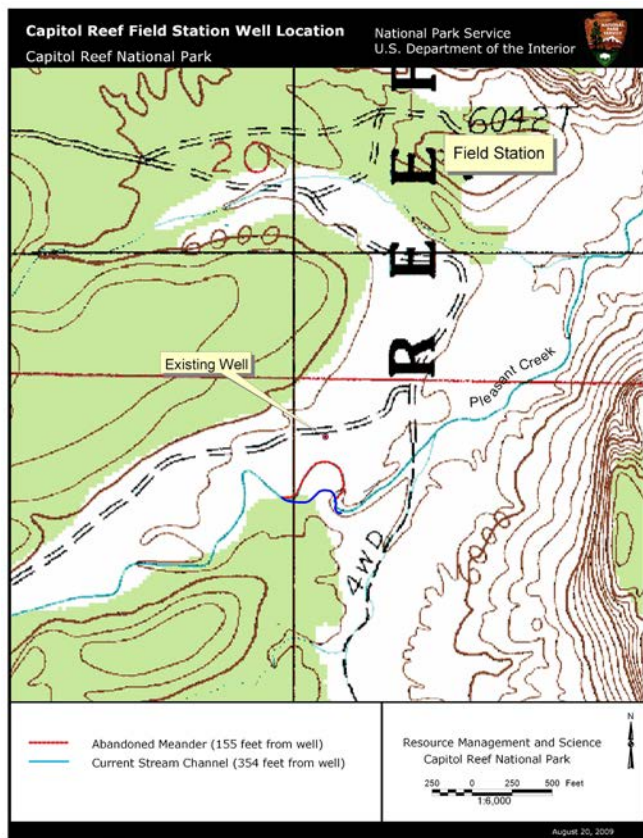
Also completed in FY 2010 was the rehabilitation of the **Doc Inglesby Picnic Area Comfort Station (PMIS #116243: \$20,150)**. This project, begun in FY 2009, included extensive electrical upgrades, new floor tile installation, exterior rehab, rehabilitation of an Americans with Disabilities Act (ADA) compliant sidewalk from the Johnson orchard parking to the comfort station and the installation of several ADA features in the restroom. Work was completed by maintenance personnel and local contractors.

A small project was completed on the historic Merin Smith Implement Shed, (**PMIS 166085, \$3000 Remove and Replace Roll Roofing at HS-43 Merin Smith Implementation Shed**). This work was completed with NPS maintenance workers.

Capitol Reef received funding from three sources to enhance work on its historic orchards. **Repair Rehab of Capitol Reef's Historic Orchards FY 2009-10 (PMIS #121507: \$119,015)** enabled the continued removal of dead trees, fence and gate maintenance and pruning of 2,300 trees as well as repair work on the historic irrigation system. **Cultural Cyclic Orchards (PMIS #129764: \$35,511)** allowed for the planting of 110 replacement trees in the Tine Oyler, Johnson, Jackson, Merin Smith, Mott, Chesnut, Cook, Gifford, Holt, Abie Clark, Adams, Amasa Pierce and Mulford orchards. Scion wood clippings were taken from various historic varieties to propagate seedlings. Trees planted consisted of walnuts, peaches and several varieties of apples, including Rhode Island Greening, Capitol Reef Red, Summer Apple, Red Delicious and 20 ounce cooking apple. This project also supported an extensive mapping and labeling of orchard trees. Completion of the mapping and labeling project resulted in physical tags being placed on each tree that relate to a database and GIS record which provides historic detail on every tree. **20% FLREA funds (PMIS#13446: \$24,099 Prune and Maintain Historic Fruit Orchards to Improve Visitor Enjoyment and Safety PLC)** provided a second year of funding for cyclic maintenance activities in the orchards with assistance from the Utah Conservation Corps crews (UCC). Work included planting of trees, maintaining historic ditches and excess vegetation removal.

Interior improvements to the Capitol Reef Visitor Center were achieved through an 80% FLREA Project, **VC Carpet (PMIS#129376: \$37,360)**. Improvements included replacing carpeting throughout the visitor center as well as rehabbing the stair lighting system in the visitor center theatre and natural history association sales area, repairing the handrail system in the theatre and painting the visitor center ceiling and interior walls. Work was accomplished by contracted labor. Also completed with 80% FLREA funding was **Rehabilitate Loop C (PMIS #116239: \$18,513.68)**. This project, completed with park maintenance workers, included extensive electrical upgrades, the replacement and stain of exterior panels, replacement of fixtures, installation of both night sky lighting and several ADA accessible features.

The well that had previously been installed by Utah Valley University (UVU) at the Capitol Reef



Location of the existing well at the Capitol Reef Field Station

Field Station was determined to have a surface water source—a condition that requires a higher level of treatment in order to meet public drinking water standards than had originally been installed for field station operations. This situation developed when the UVU Facility Management staff attempted to avoid the more stringent surface water source treatment requirements by applying for a permit that identified a lesser number of users than the park / UVU operating agreement specified. UVU Administration was not interested in restricting their agreed upon occupancy level, and therefore initiated planning to install a fully functional treatment facility that will meet all state and federal standards for a surface water source. A temporary state operating permit was issued, pending completion of the treatment facility and the posting of notices at each water tap that the water is not safe to drink. UVU has supplied bottled water to Field Station users. (The attempt to circumvent state standards would have been futile in any event since U.S. Public Health Service standards would not have allowed the less thorough water treatment operation regardless of the number of users.)

In an effort to find a water source in deeper layers of rock, the park sought funding for a deep (non-surface) well. **Drill Test Well at Capitol Reef National Park Field Station (PMIS# 163755: \$15,000)** was completed in August 2010. In addition to the \$15,000 in regional emergency funds, the park contribute \$36,776 toward the project. The test hole constructed for this project was drilled to 860 feet and was essentially dry. The hole was drilled through the entire sequence of the Moenkopi Formation, including the Sinbad Limestone Member of the Moenkopi, and approximately 185 feet into the Kaibab Limestone. Since no water was found, the hole was plugged and abandoned per state regulations, at which point Utah Valley University began the process of expanding their water treatment operations so that the existing water could be treated to meet public drinking water standards.

During FY 2010, Capitol Reef was able to utilize support from the Equipment Replacement Fund



Photo courtesy of Larry Martin

Drilling at the Field Station test hole. The dry dust provides evidence of the lack of water

to purchase a John Deere 310 SJ Backhoe Loader (PMIS #148901: \$81,354). A Bobcat CT450 Tractor was purchased with FY 2009 Equipment Replacement funds. The park received this piece of equipment in FY 2010.

Park boundary fencing work continued in FY 2010 through cyclic maintenance funding. The crew of three animal packers installed, repaired and maintained four strand wire fence in various critical areas of the park boundary: specifically sections of fence in the Blue Flats, Sulphur Creek and Notom to Hwy. 24/East Boundary areas of the park. The crew also spent several weeks performing recurring maintenance on fence through wash crossings in all areas of the park boundary and assisting the cadastral survey crew with backcountry logistics.

Facility Management worked with Utah Department of Transportation (UDOT) crews to ensure compliance on restoration and bank stabilization work that occurred on sections of Highway 24 that pass through the park.

Capitol Reef continued to support the Wayne County recycling program in an effort to reduce the burden on landfill space in Wayne County. The park supplied a motor vehicle and a driver once a month to pull the County's 16' flat bed trailer to transport materials to recycling dumpsters in Richfield, Utah.

Other important achievements in facilities in FY 2010 included troubleshooting the Reverse Osmosis water treatment system serving the headquarters area. Maintenance personnel performed extensive cleaning on the system, ran multiple trial test runs and developed operational protocols to attain a system that is now fully functional. This important system is a critical component in reducing wear on park water and wastewater infrastructure and fixtures. Capitol Reef's continued commitment to asset management was recognized at the November 2009 Facility Manager's Conference when the Capitol Reef Maintenance Division received a Facilities Excellence Award from the Intermountain Region Asset Management Program.

## Resource Management and Science

The Division of Resource Management and Science (RMS) saw in FY 2010 the departure of Cultural Program Manager Don Corbeil, who took a position at Aztec Ruins National Monument, New Mexico, in early October, 2009. His successor, Dava McGahee, joined us in April 2010. Dava had previously been working at San Antonio Missions National Historic Park, Texas. The following is a list of RMS staff at the close of FY 2010.

- Division Chief (GS-12), Dave Worthington
- Cultural Resources Program Manager (GS-11), Dava McGahee
- Biologist (GS-11), Sandy Borthwick
- Biological Technician (GS-07, Subject to Furlough), Gary Lenhart
- Archeological Technician (GS-07, Seasonal), Cameron Cox

Division staff packed up all of their belongings, equipment, and supplies and moved to temporary office space in other buildings in the park in September 2010. The double-wide house trailer that served as 'temporary' office space for over 20 years is being replaced. The new building should be ready for occupancy in the spring of 2011.



Spear Arch

## Cultural Resources

### *Historic Structures*

In August 2010, wind tore much of the asphalt roofing from the Merin Smith Implement Shed. RMS staff obtained regional funding for supplies and labor, allowing repairs to take place quickly and before the building was damaged by rain or winter snow. The park's maintenance staff completed the repairs.



Merin Smith Implement Shed following Wind Damage



Shed following Repairs

Minor masonry repair of the Fruita School House involved the resetting of several sandstone foundation blocks. Additional restoration work on the building is needed; a proposal to repair and further stabilize this building has been prepared and is under review.

Extensive interior and exterior rehabilitation of the Gifford House was initiated. In preparation, the Cultural Program Manager provided information on historical stucco appearance and other architectural elements to the Program Manager of the Western Center for Historic Preservation. Preservation crews from Grand Teton National Park completed the work in late 2010, and a project completion report will be finalized in 2011.

### *Inventory, Monitoring, and Evaluation*

The Cultural Program Manager established a strategy based on public access and assessment history to accomplish archeological condition assessments, completing 21 archeological site assessments for FY 2010. After working with the Archeological Sites Management Information System (ASMIS) contractor to correct and improve ASMIS software efficiency, the site assessment information was entered into the database and the ASMIS report was completed.

Monitoring and protection of the Pleasant Creek area continues to improve with additional training and coordination of programs with Utah Valley University personnel at the Capitol Reef Field Station, and frequent staff visits to sensitive areas. Compliance was initiated on a plan to construct a lodgepole fence around a sensitive cultural area that would include two educational

waysides. Wayside design and text will be submitted for tribal consultation in 2011. After consultation, waysides will be produced and installed, along with the fencing, in 2011.

Staff completed an Abandoned Hardrock Mine Report for the Duchess Mine, and initiated an inventory and assessment of abandoned mineral lands (AML) in the park, focusing on the Duchess Mine. The objective of the inventory and assessment process is to prioritize the AMLs based on environmental hazards, accessibility, and resource significance. The AML inventory and assessment includes historic features associated with mining activity at the Duchess Mine. The features include foundations, trash dumps, ore loading chutes, mine adits and other associated features that might reveal the level of historic human occupation associated with the mining activity. Key steps in the inventory and assessment process include historic research, field assessment, and determination of historical significance. Field work will take place at the mine in late 2011; the assessment should be completed by September, 2012.

Park staff determined that a Chinese Wisteria vine in the Doc Inglesby Picnic Area, damaged due to years of exposure to visitors climbing on it, should be protected. A protective fence was built around it, and an educational wayside exhibit was designed and interpretive text written to educate the visitors about the vine's health and significance. The wayside panel will be produced and installed in 2011.

Staff created a database of the fifty six oral histories currently held by CARE, and conducted a videotaped interview of Melva Vue Mulford Wareham, daughter of Cass Mulford.

Division staff helped coordinate two, week-long service trips by the Sierra Club and the Wilderness Volunteers. Accomplishments included obliterating vehicle tracks in Wide Hollow, fixing up trails and removing unauthorized parking areas at the Gypsum Sinkhole, and removing fencing near the Candy Ranch Road and near Bitter Creek Reservoir. Volunteers helped with the cleanup and preparation for the rehabilitation of the Gifford House and the removal of faux pictograph handprints from over 500 meters of rock face along the trail to Hickman Bridge.

### *Collection Management*

Staff conducted random sample, controlled property and accessions inventory of the park's 203,675 museum objects as part of the annual Museum Collections Inventory requirements. The park's collection includes archives, natural history specimens and cultural objects. As of the end of FY 2009, Capitol Reef is in compliance with 65.77% of its Museum Checklist requirements. To correct some of these deficiencies, the herbarium will be relocated in a new "museum room" in a wing of the new RMS building to be completed in 2011. A new Statement of Collection was written and



Photo courtesy of Carl McGahee

Sierra Club Volunteers scrub off mud handprints of visitors from a rock face along the Hickman Bridge Trail

all museum reports (Non-NPS repositories, Backlog Catalog, Checklist, Collection Management Report and the National Catalog Submission) were submitted. Tasks associated with collection management and reporting continue to increase.

### *Paiute Study*

Staff began work on the “Paiutes of Capitol Reef”, a project that has been undertaken in partnership with the Paiute Indian Tribe of Utah, Round River Conservation Studies, and Utah State University. Funding was provided by the Colorado Plateau Cooperative Ecosystem Studies Unit. The project is intended to allow all partners to better understand the ancestral relationships the Koosharem Band of the Piute Tribe of Utah has to Capitol Reef and surrounding lands. The project will allow for the collection of traditional ecological and cultural knowledge by interviewing Band elders, reviewing the most relevant academic literature and creating maps of Paiute and Ute natural and cultural resource use in the Capitol Reef National Park area. A highlight of the project is expected to be a field trip to the park by tribal members during the summer of 2011.

## **Natural Resources**

### *Range Management*

Grazing and trailing continues in and near the park. In FY 2010, trailing permits were issued for Pleasant Creek, Oak Creek, the Notom Road, Cathedral Valley, and Jones Bench. Grazing permits were issued to two permittees, the Pace Ranches (for the Hartnet allotment) and Boone Taylor (for the Sandy 3 allotment). This marked the first time that the park issued a permit for grazing for the Hartnet allotment. Previously, the BLM managed grazing permits on the Hartnet allotment inside the park.

Prior to issuing the permits, staff met with both the Pace brothers and Mr. Taylor to discuss revised permit terms and conditions. Park staff intends to meet with grazing permittees prior to the grazing season each year.

Julia Taylor Anderson, daughter of the late Don Taylor, and current holder of the Sandy 3 allotment grazing permit, provided the park with a statement formally giving Boone Taylor permission to sign grazing permits and conduct allotment business on her behalf. This formalized an arrangement in place since Mr. Taylor assumed grazing operations from his father several years ago.

Park RMS and Visitor and Resource Protection (VRP) staff began an effort to document trespass cattle and to determine how and where they were entering the park. Fence breaches that were found were fixed as soon as possible by the fencing crew. Identifying boundary and allotment fences in need of repair is an effort that will continue into the next fiscal year. All of these tasks benefited from the use of the grazing guide that was prepared the previous year.

Staff reinitiated grazing effects monitoring, completing three utilization monitoring plots in Sandy 3 and three of the eight plots in the Hartnet. Staff also began a field inventory of stock ponds, old

fences, etc. in the Sandy 3 allotment.

### *Mexican Spotted Owls*

RMS staff worked with researchers on the third year of a multi-year study designed to examine the impacts of canyoneering on Mexican spotted owls. RMS staff guided researchers into suspected new and historic nesting sites and provided logistical support, and conducted surveys of owls in areas not covered by the researchers. The number of occupied nesting territories in the park appears to have declined over the past several years, though there is no evidence that the decline is due to impacts associated with canyoneering.

### *Other Wildlife*

Staff participated in Utah Bat Conservation Cooperative meetings, and netted bats on several occasions from June through September. Netted bats were identified and released. The Utah Division of Wildlife also conducted fish monitoring in the Fremont River, capturing and releasing fishes as part of an ongoing monitoring effort.

Two Breeding Bird Surveys (BBS) were conducted, the Desert View (from Cathedral Campground south along the Hartnet Road) and Notom (along the Notom Road south of the junction with State Route 24). The BBS is a cooperative effort between the U.S. Geological Survey and park staff, and is part of a North American program that monitors the status and trends of North American bird populations. The surveys take place during the peak of the nesting season, in June. Each route is 24.5 miles long and there are 50 stops, one every half-mile along the route.

### *Rare plants*

Park staff joined other members of the Interagency Rare Plant Team to monitor populations of Maguire Daisy, Wright fishhook cactus, Winkler's cactus, Last Chance townsendia, and Jones' cycladenia. Along with the BLM and USFWS, staff participated in Recovery Plan meetings, identifying recovery actions for Jones' cycladenia and rare central Utah cacti.

### *Outreach and Assistance*

Park natural resource staff hosted an annual bird walk in association with International Migratory Bird Day on May 8th, 2010. The walk was again well-attended by county residents and visitors from outside of the area.



Jones' cycladenia in bloom

Resource personnel assisted with visitor center staffing numerous times during the year, worked with VRP in closing unauthorized OHV routes near Wide Hollow, participated in Search and

Rescue (SAR) training, and conducted patrols along the park boundary during bighorn sheep hunting season.

Staff developed a plant checklist brochure for the Natural History Association that will be sold in the visitor center.

### *Inventory & Monitoring*

Inventory & Monitoring (I&M) staff from the Northern Colorado Plateau Network (NCPN) worked with park staff in monitoring resources including birds, upland vegetation, riparian areas, water quality, invasive weeds, and threatened and endangered plant species.

As part of the riparian monitoring I&M staff installed two water monitoring wells in the riparian areas along the Fremont River and in the river itself. Installed along a riparian monitoring transect, the wells will record hydrological information such as conductivity, water level, etc.



NCPN technician Matt Van Grinsven collects water quality data along Pleasant Creek

The NCPN again provided salary support to the park's biological technician to map invasive weeds throughout the park.

I&M staff traveled to the park and provided park staff with the final vegetation map report and digital GIS data.

In cooperation with the Utah Division of Water Quality, RMS staff began an *Escherichia coli* (*E. coli*) bacteria monitoring effort in the Fremont River. Samples were collected bi-weekly throughout the summer months from three sites: the Highway 12 bridge south of Torrey, the Fruita Campground, and just downstream of the Fremont River waterfall along Highway 24. The monitoring will assist the park and state in determining the levels of bacteria present in the river, as well as identifying any potential threat to public health.

The Natural Resources Conservation Service (NRCS) began the first year of a two-year project to map the soils of the park.

### *Invasive control*

The Lake Mead Exotic Plant Management Team travelled to the park in the fall of 2009, treating Russian olive and tamarisk along the Fremont River and Highway 24. Park staff continued re-treatments of these invasive trees along the Highway 24 corridor and other areas of the park. Staff obtained fuel reduction funding allowing the Zion National Park crew to travel to the park. This crew chipped the majority of downed tamarisk and Russian olive along Highway 24 that had

previously been felled during invasive plant control efforts over many years. Removal of this debris eliminates a fire hazard along the travel corridor, and eliminates a visual eye-sore.



RMS staff work on revegetating an area along Highway 24 in order to encourage native plant germination

In August 2010 the presence of adult and larvae tamarisk beetles (*Diorhabda carinulata*) was verified at two locations in the park – near the east entrance on Highway 24, and across from the Behunin Cabin. Although present for several years in areas outside of and near the park, this marks the first time they have been documented in the park. Staff will monitor their presence in the coming years to document the spread and effect of the beetle on tamarisk in the park.

### *Geographic Information Systems (GIS)*

RMS staff continued to update and organize the park's GIS data. A significant accomplishment was the development of a current and accurate GIS database for the orchard trees. Park staff spent considerable time assisting the Interpretive Division in the redesign of brochures and trail maps.

### *Boundary Surveys*

BLM cadastral boundary surveys continued along the park's eastern boundary, and surveys were completed to just south of Halls Creek Overlook. Final plats and field notes are pending.

### *Air Quality*

The Interagency Monitoring of Protected Visual Environments (IMPROVE) air monitoring site

Staff revegetated ten areas along Highway 24 that were disturbed during a 2009 rip-rapping project. Because it was important to stabilize the sites quickly, and there was no park seed available for revegetation, commercial seed was purchased. This included the following species: Indian rice grass, galleta grass, alkali sacaton, sand dropseed, and blue grama grass. Four-wing saltbush seed that was collected by park staff in the winter of 2009 along Highway 24 was also used for vegetating these areas. At each site seed was hand broadcast onto the site, raked in, and mulch was applied. RMS staff chipped limbs from the park's burn pile to create the mulch.



Sierra Club volunteers cutting down Russian olive

Photo courtesy of Annette Jones

along the Goosenecks road was operated for the tenth year. Staff from the park's Administration Division assists the RMS division by collecting data from the station on a weekly basis. Data suggests that visibility is in moderate condition at Capitol Reef, and visibility on clear days is improving.

The long-term climate monitoring station at the park has been operational for three years. The station is maintained by NOAA, and extensive climate information is uploaded via satellite and is available on the internet at [http://www.ncdc.noaa.gov/crn/hourly?station\\_id=1509](http://www.ncdc.noaa.gov/crn/hourly?station_id=1509).

### *Planning and Compliance*

The following projects were evaluated for National Environmental Policy Act (NEPA) and Section 106 compliance this fiscal year:

- Merin Smith Shed roof repair
- Installation of monitoring wells along the Fremont River
- Gifford House stucco repair, painting, and window repair and replacement
- Picnic area Wisteria vine protection and interpretation
- Construction of new Resource Management/ Visitor Protection building
- Construction of new restrooms in Fruita Campground Loops A and B
- Installation of sliding doors on Mission 66 Housing

Compliance was initiated in the previous fiscal year for the Scenic Drive resurfacing project. An Environmental Assessment (EA) was prepared, and a Finding of No significant Impact (FONSI) signed by the Intermountain Regional Director in April, 2010. Construction should begin during the summer of 2011.

As part of the Scenic Drive project, staff developed a revegetation plan in cooperation with the Natural Resources Conservation Service (NRCS), and established an Interagency Agreement with the NRCS Plant Material Center in Meeker, Colorado to grow out plants from seed collected by RMS staff along the Scenic Drive. Student Aid Brianna Bagley collected seed from 27 species of native plants during this fiscal year. The seed was cleaned and transported to the Plant Material Center to be planted into plugs in spring 2011.

## Administration

The Division of Administration was on the move during FY 2010. As soon as the books were closed for FY 2009 they packed up and moved out of their “temporary” office trailer space that had been in place for more than twenty years. In October, 2009, they moved into new temporary office spaces in other existing buildings and trailers so their old office trailer could be removed and replaced with a new constructed building. After the building was completed, they moved into the new office spaces in June, 2010. They accomplished all the moving with no incidents or injuries and continued to provide top notch services to facilitate the park’s mission and goals throughout all the changes.



the old administration building, on its way out of the park



The new administration building

The Administrative staff carries out a variety of functions including personnel, payroll, travel, training, contracting, purchasing, property management, budget and fiscal services, housing, and uniforms. They remain committed to providing efficient, high quality service with integrity and professionalism.

## Budget

Capitol Reef National Park had an enacted base budget of \$2,382,000 for FY 2010. This included an additional \$56,000 for pay and health care premium increases and an additional \$6,000 for increased costs of centennial seasonal employees. Other Service and Regional level adjustments are shown below:

|             |                                                                 |
|-------------|-----------------------------------------------------------------|
| \$2,382,000 | FY 2010 Enacted Base Budget                                     |
| 23,300      | 1% Regional Contingency fund assessment                         |
| 800         | Employee Assistance Program assessment                          |
| 10,200      | Uniform Costs from 2009                                         |
| 56,800      | base adjusted to support Major Acquisition Buying Office (MABO) |
| <hr/>       |                                                                 |
| \$2,290,900 | Adjusted FY 2010 Base funding                                   |

Projects funded through special emphasis programs:

|             |                                                                           |
|-------------|---------------------------------------------------------------------------|
| \$ 41,332   | Orchard Pruning and Irrigation (Cultural Cyclic)                          |
| 3,000       | Repairs to Merin Smith Implement Shed Roofing (Cultural Cyclic)           |
| 122,770     | Repairs to Boundary Fencing (Cyclic)                                      |
| 3,960       | Air Quality Visibility                                                    |
| 12,500      | Round River Oral History Project by UVU CESU (Regional Cultural Cyclic)   |
| 3,000       | FY 2010 Volunteers in Parks                                               |
| 26,000      | Catalog Maintenance Records (Backlog Cataloging)                          |
| 30,000      | Catalog Natural History Files part 2 (Backlog Cataloging)                 |
| 20,150      | Rehab Picnic Area Comfort Station (Repair/Rehab FY 2009/FY 2010)          |
| 119,015     | Rehab Historic Fruit Orchards (Repair/Rehab FY 2009/FY 2010)              |
| 7,500       | Repair Narrowband Radios (Repair/Rehab FY 2009/FY 2010)                   |
| 10,440      | EA work for Repaving 8 Miles of Scenic Drive (Federal Highways)           |
| 63,376      | Repair Nature Center, Etc. contd. (ARRA FY 2009/FY 2010)                  |
| 97,079      | Replace Siding and Windows in Quarters contd. (ARRA FY 2009/FY 2010)      |
| 45,368      | Energy Improvements – Propane Forklift (ARRA FY 2009/FY 2010)             |
| 207,608     | Replace Motor Grader (ARRA FY 2009/FY 2010)                               |
| 475,922     | Replace RM/VP Trailers (Repair/Rehab FY 2010/FY 2011)                     |
| 42,500      | Replace Park Phone System (ADP/Telecom Set Aside)                         |
| 83,889      | Replace 1993 Cat 436 Backhoe/Loader (Equipment Replacement)               |
| 9,823       | Death of Permanent Employee - Lump Sum (Regional Contingency)             |
| 10,000      | Construction Support for Admin Trailer Replacement (Regional Contingency) |
| 15,000      | Well Drilling at Capitol Reef Field Station (Regional Contingency)        |
| <hr/>       |                                                                           |
| \$1,450,232 | Total project funding                                                     |

Revenue and reimbursements:

|           |                                                                                          |
|-----------|------------------------------------------------------------------------------------------|
| \$ 14,596 | Orchard Fruit Sales (apricot blossoms froze)                                             |
| 5,302     | Special Use Permits & Incidental Business Uses                                           |
| 400       | Film/Photography & Location Permits/Fees (and \$1,938 carried forward)                   |
| 1,899     | Small Cash Donations (general, SAR and one correction)<br>(and \$75,569 carried forward) |

**Capitol Reef National Park**  
 Superintendent's Annual Report, FY 2010

|        |                                                                     |
|--------|---------------------------------------------------------------------|
| 555    | Jr. Ranger Program Donations                                        |
| 400    | NHA Donation to do Spanish translation of Park Brochure             |
| 1,320  | Concession Franchise Fees (CRNHA) (and \$4,091 carried forward)     |
| 8,746  | GSA Motorpool Reimbursements                                        |
| 350    | Recycling (and \$793 carried forward)                               |
| 2,200  | USFS Dixie National Forest, Trash Collection Agreement              |
| 2,500  | Utah Valley University Reimbursement for Field Station Costs        |
| 4,948  | Maguire Daisy Recovery Costs (USFWS reimbursement)                  |
| 70,096 | Government Quarters Rent Collections (and \$46,499 carried forward) |

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\$ 113,312      Total of revenue and reimbursements

The gross fee revenue collected at the park (Sept. 2009 through Aug. 2010) totaled \$188,218. The revenue that came back to the park through the Federal Lands Recreation Act (FLREA) program (80% funds) and Service and Region wide FLREA (20% funds) during FY 2010 included:

|            |                                                                       |
|------------|-----------------------------------------------------------------------|
| \$ 188,218 | 80% FLREA Entrance and User Fees, Sept. 2009 through Aug. 2010        |
| 74,422     | 80% Fee Demo, unobligated carry-over from previous years              |
| 18,266     | 70% Natl. Park Pass funding from prior years converted to 80% funding |
| 90,983     | 20% FLREA projects funded                                             |

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\$ 371,889      Total revenue available from FLREA programs

Projects funded during FY 2010, from FLREA revenue:

|           |                                                                  |
|-----------|------------------------------------------------------------------|
| \$ 55,198 | FY2010 Cost of Collecting Fees (29.33% ratio of cost to revenue) |
| 17,188    | Visitor Center Exhibit Planning                                  |
| 68,000    | Fabricate and Install Visitor Center Exhibits                    |
| 18,514    | Rehab Loop C Restroom (closed out)                               |
| 200       | Rehab Native Plantings in front of Visitor Center (closed out)   |
| 21,737    | Restore Habitat by Fencing (closed out)                          |
| 5,000     | Install Matting at Petroglyphs                                   |
| 9,200     | Maintain Radios for Visitor Services & Safety                    |

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\$ 195,037      Total projects funded from fee revenues

## **Procurement**

In FY 2010 the CARE Purchasing Agent position became fully integrated into the Colorado/Utah Major Acquisition Buying Office (MABO) structure. The position, held by Randy Sadler, is paid through a regional account. Procurement travel and training costs for this position are also charged to a regional account. Although the expenses associated with this position were charged to regional accounts, the park was assessed an annual fee to cover a portion of the personal services. Under

the new structure, the park Administrative Officer, Carolyn Barker, continues to provide direct supervision with procurement technical supervision provided by the Colorado/Utah MABO lead, Pamela Volmer.

Randy completed a total of 44 procurement actions and 14 modifications totaling \$531,912.85 for the MABO. This total includes 20 actions and seven modifications completed for Capitol Reef National Park. Three additional purchase requisitions were worked by Randy but were cancelled after the solicitations were issued. Increasingly complex procurement actions were assigned to Randy during this fiscal year contributing to his further career development and training. Among these assignments Randy completed actions for construction projects at CARE, DINO and COLM. He also completed four actions that were funded by the American Recovery and Reinvestment Act (ARRA) requiring additional oversight and reporting requirements. Randy was presented a STAR award in January, 2010, for this work. He received a second STAR award in September for his continued diligence and conscientious efforts.

Randy attended the Intermountain Region Contracting workshop in Santa Fe, NM in December of 2009. He also participated in a property management workshop in May and an IDEAS training in June, 2010, both held at the regional office in Denver, CO.

## **Property**

During FY 2010, 66 Fixed Asset Acquisition documents, six Certificates of Unserviceable Property documents and 99 in-park Fixed Asset Transfer documents were completed in an effort to update and cleanup the fixed asset personal property reports. Many of the acquisition documents were modifications to existing records required to complete the 63 Fixed Asset Disposal documents also completed in FY 2010. Most of the disposal documents resulted from several disposal actions completed in late FY 2009 with the help of Maintenance Assistant Carrie Mitchell.

## **Travel**

In FY 2010, a total of 106 Travel Authorizations and 98 Travel Vouchers were processed for Temporary Duty and backcountry travel. An additional 3 Permanent Change of Station vouchers were processed for the following new employees: Visitor Use Assistant Holly Mills, Cultural Resource Manager Dava McGahee, and Maintenance Mechanic Supervisor Vivien Schuh.

## **Information Technology**

IT played a big role in all the moving during FY 2010. In October of 2009 the work began for Computer Assistant Leslie Chappell, with moving the Administrative staff and the park network equipment out of the old office trailer and into temporary offices while the new building was being constructed. This involved moving the T1 circuit, network server, router, and switch. Because of the way the network is structured this move also affected network access for the Resource

Management and Visitor and Resource Protection buildings as well. The fiber connections from Resources had to be routed to the Maintenance building where the circuit, router and switch had been relocated. Phone equipment also had to be reconfigured and relocated. With strong communication, cooperation and planning between Administration and Maintenance, network service was only interrupted for one afternoon during this complicated relocation project.

In May, 2010, the new Administration building was finished and all the network equipment was moved back into the IT room and installed. Shortly after this it was time to move the Resources and Visitor Protection staff out of their old buildings and into temporary offices so construction could start on their new office building. This involved creating and installing network connections in storage and other rooms setup as temporary offices. It also involved pulling existing fiber, racks and equipment and moving and setting up a number of staff computers. Again, Leslie's planning, coordination and communication skills, working closely with Maintenance staff, provided a smooth transition with very little down time.

Leslie setup and installed five new computers to replace outdated equipment in 2010. Mandated encryption software was also installed on the park's five laptop computers. It was particularly challenging to facilitate amphitheater evening programs for the Interpretive staff that shared a laptop for this purpose. A large amount of time was spent providing user support and troubleshooting for this new program.

ADP/Telecommunications Set-aside funding was obtained and a new Nortel VOIP phone system was purchased to replace the outdated Mitel system. The park worked with the Regional Telecom Specialist to design and help write contract specifications for the new phone system during FY 2010. The new phone system was actually installed during the fall in the first part of FY 2011.

A new web authoring program, Content Management System (CMS), was introduced in 2010. With the existing limited staff and all the other IT relocation work going on, CARE was unable to take on this project. Leslie facilitated assistance for this transition that was received from Rick Sawyer at Bryce Canyon National Park. Rick moved most of the CARE web content to the new system. Although the content was moved, the park's website still needs significant cleaning, re-organizing and improvements. With limited staff and resources this will continue to be an ongoing challenge.

## **Human Resources**

Many significant changes in human resources occurred in FY 2010, including transitioning to working with the new Seasonal Recruitment Operations Center (SROC) and Human Resources Operations Center (HROC) that began the continuing wave of changes in human resources management within the National Park Service. The SROC began accepting recruitment requests in October, 2009, for posting seasonal jobs in two series: (GS-0025 Park Ranger) and GS-0090 (Park Guide). All other seasonal and all permanent recruitments were handled through the Denver Supervisory Human Resource Office (SHRO). Many of the Denver regional office human resource positions were left vacant at various times throughout the fiscal year as employees accepted new positions in the HROC. These changes required the park's Human Resource Assistant, Donita

Pace, to carefully coordinate with the SHRO and combine their creative thinking to ensure seasonal positions were filled in time for the busy summer season.

The Knowledge, Skills, and Abilities (KSA's) in job announcements were eliminated this year and replaced with Standardized Questionnaires. Along with this change came a major overhaul of the hiring process through the USAJOBS Website. Donita successfully learned to utilize the new systems that included a new job analysis library, assessment questionnaire library, and all new SROC forms and procedures for working with the SHRO and SROC.

To facilitate HROC consolidated work, position description (PD) numbers were revamped in FY 2010. All position numbers were standardized throughout the Service into eight digits, sometimes beginning with a letter (superintendent positions begin with an "S", protection park ranger positions begin with a "P", and interpretive park ranger positions begin with an "I"). A standardized and specific group number system used in conjunction with these identifiers was also set up, as follows:

0000001 – 0000299 Permanent – full-time

0000300 – 0000399 Permanent – subject-to-furlough

0000400 – 0000499 Permanent, less than full-time (Part time, Intermittent, Mixed tour of duty)

0000500 – 0000599 Excepted appointment – non-competitive (SCEP, Veteran's Readjustment Act, etc.)

0000600 – 0000899 Seasonal/temporary appointments (STEP, etc., 1039 hours)

0000900 – 0000999 TERM appointments regardless of work schedule

Donita worked closely with the Denver SHRO to facilitate these PD number changes.

The procedures for background investigations also experienced a major overhaul and changed from a paper system to an electronic system in FY 2010. The new system, Electronic Questionnaires for Investigations Processing System (eQIP) required all background investigations to be submitted electronically. Donita processed 27 background investigations for Capitol Reef using the new eQIP system throughout the year.

In FY 2010, the non-competitive "Contiguous to the Area" hiring authority was authorized by the Denver SHRO for use at Capitol Reef National Park. This authority authorizes limited non-competitive hiring, at the discretion of the Superintendent, to appoint "local residents living within or adjacent to park areas at sites characterized by: isolated locations; substantial unemployment; long commuting distances to the next closest real source of employment; shortage of housing; and dependent upon the park for livelihood. Appointments may be made to technical, maintenance, and clerical positions at GS-07 or below or equivalent in the field service of the Department of Interior." This hiring authority was used to fill one TERM Animal Packing (Fencing) position.

Fourteen recruitments were initiated by Capitol Reef during the fiscal year, this included permanent, lateral, and seasonal recruitments. Ten seasonal employees were reappointed, four new-hire seasonal employees were selected from registers and five Student Temporary Employment Program (STEP) appointments were made. Four permanent employees were selected

from registers, with two of them being first time permanent, federal employees. Capitol Reef initiated a total of 143 personnel actions during FY 2010.

The park's permanent staff remained constant with 26 positions during FY 2010. Seasonal and term positions filled throughout the year totaled 29 (down from 34 last year). Ten of the 29 positions were hired, and employment extended for three other positions, through the use of Centennial Seasonal funding provided to enhance operations for the divisions of visitor and resource protection, interpretation, and maintenance.

#### *Permanent Position Transfers from Capitol Reef*

Donald Corbeil accepted a reassignment from Cultural Resource Program Manager, GS-0808-11 at Capitol Reef National Park to Supervisory Park Ranger, GS-0025-11 at Aztec Ruins National Monument in New Mexico, effective October 10, 2009.

Chris Kuykendall accepted a reassignment from Park Ranger (Protection), GL-0025-09 at Capitol Reef National Park to Law Enforcement Officer, U.S. Forest Service, McKenzie River Ranger District, Willamette National Forest in Oregon, effective September 25, 2010.

#### *Permanent Position Transfers and New Hires to Capitol Reef*

Holly Mills accepted a permanent, mixed tour of duty position as Lead Visitor Use Assistant, GS-0303-05 at Capitol Reef National Park effective January 17, 2010.

Dava McGahee accepted a promotion from Park Ranger (Interpretation), GS-0025-09 at San Antonio Missions National Historic Park to Cultural Resource Program Manager, GS-0170-11 at Capitol Reef National Park effective April 25, 2010.

Vivien Schuh accepted a reassignment to a lower grade from Supervisory Facility Operations Specialist, GS-1640-11 at El Malpais and El Morro National Monuments to Maintenance Supervisor, WS-4749-09 at Capitol Reef National Park effective May 9, 2010.

Jeffrey Williams accepted a permanent, full-time position as Maintenance Mechanic, WG-4749-09 at Capitol Reef National Park effective June 6, 2010.

#### *Changes in Positions*

The position of Auto Mechanic (Engineering Equipment Operator) WG-5823-10 was vacant at the beginning of the fiscal year. In December 2009 the position was advertised as a lateral transfer, the park received one application and no selection was made. The position was redescribed as a Maintenance Mechanic, WG-4749-09 and a vacancy announcement was advertised through all sources and merit promotion. The park received many qualified applications and filled the position selecting Jeff Williams from the all sources certificate with an entrance on duty date of June 6, 2010.

### *Retirements*

There were no retirements at Capitol Reef National Park during Fiscal Year 2010.

### *Deaths*

F. LaMont Chappell, Maintenance Supervisor, WS-4749-09, passed away on December 14, 2009 after a short illness. LaMont began his government career in 1977 when he accepted a job as a seasonal Motor Vehicle Operator, WG-5703-05, at Capitol Reef National Park. LaMont later worked as seasonal Laborer and Maintenance Worker until he was hired in a permanent, subject-to-furlough position as Maintenance Worker, WG-4749-08 in 1980. During his extensive career at Capitol Reef LaMont was promoted to Water Treatment Plant Operator, WG-5409-09 in 1998 and to Engineering Equipment Operator, WG-5716-09, in 2002 then to Automotive Mechanic (Engineering Equipment Operator), WG-5823-10 in 2004 and finally to Maintenance Mechanic Supervisor, WS-4749-09 in 2006. LaMont will be greatly missed at Capitol Reef National Park.

### *Temporary Promotions and Details*

R. Terry Barker accepted a temporary promotion from Gardener, WG-5003-06 to Motor Vehicle Operator, WG-5703-08 effective February 2010 and returned to the position of Gardener in June 2010. The reason for temporary promotion was to fill in during the vacancy of the Maintenance Mechanic position.

### *Awards*

Fifteen awards were presented to employees of Capitol Reef National Park in FY 2010.

Corree Seward, Park Ranger, GS-0025-05, was presented a STAR award on 10/24/09 for suggesting several ways of improving the efficiency of the operation of interpretation and visitor services, which resulted in a smooth seasonal operation.

Lori Michalowski, Visitor Use Assistant, GS-0303-05, was presented a STAR award on 11/07/09 for managing an exceptional fees program.

Cynthia Micheli, Park Ranger, GS-0025-09, was presented a STAR award on 12/08/09 for managing the Volunteers in Parks (VIP) program for the division of interpretation and recruiting and training high-caliber VIP's for the Ripple Rock Nature Center.

Cameron Cox, Archeological Technician, GS- 0102-07, was presented a STAR award on 01/31/10 for surveying of cultural resources along the Scenic Drive and leading that project.

Randy Sadler, Purchasing Agent, GS-1105-06, was presented a STAR award on 01/31/10 for working on projects for the new Major Acquisition Buying Office while completing a full load of mandated college courses (with high grades) and completing an overwhelming workload in a timely, accurate and well documented fashion.

Sierra Holz, Park Guide, GS-0090-04, was presented a STAR award on 02/28/10 for completing and exceeding work on an extensive checklist of interpretive media projects.

Brenda Zirwas, Park Ranger (Protection), GL-0025-09, was presented a STAR award on 02/28/10 for assuming responsibilities of the Visitor Use Assistant in fee collection while this position was vacant.

Brianna Bagley, Biological Technician, GS-0404-03, was presented a STAR award on 08/11/10 for assisting with the Resource Management and Science division's move into temporary offices. She willingly helped organize, pack, load, and move files and equipment.

R. Terry Barker, Gardener, WG-5003-06, was presented a STAR award on 09/02/10 for continuing to assist in the maintenance shop and performing motor/equipment vehicle operator duties while the position continued to be vacant and assisting the new Maintenance Mechanic after arrival at CARE.

JoAnn Dawson, Park Guide, GS-0090-04, was presented a STAR award on 09/02/10 for her work on the Fruita Historic District bulletins.

Gary Lenhart, Biological Technician, GS-0404-07, was presented a STAR award on 09/02/10 for consistently going above and beyond in all the work he does, especially on project work such as the fuels reduction along Highway 24, facilitating volunteer groups and for taking on Geographic Information System (GIS) assignments.

Kate Magargal, Park Ranger, GS-0025-05, was presented a STAR award on 09/02/10 for her work with the Night Sky Program.

Carrie Mitchell, Maintenance Assistant, GS-0303-05, was presented a STAR award on 09/02/10 for completing specialized duties such as disposing of a backlog of excess government equipment and vehicles.

Randy Sadler, Purchasing Agent, GS-1105-06, was presented a second STAR award on 09/02/10 for his continued exceptional performance working with the Intermountain Region Major Acquisitions Buying Office, and providing exceptional purchasing assistance to other parks.

Al Hendricks, Superintendent, GS-0025-14, was presented a Performance Award on 09/26/10 from the Denver Regional Office for exceptional overall performance during the year.

#### *Office of Worker's Compensation (OWCP) Cases*

Three OWCP cases were filed in fiscal year 2010; one case was an employee of Lake Mead NRA that was injured while working on a special project at Capitol Reef and the other two cases were first aid only. This total number of OWCP claims compares with three injuries reported in FY 2009. All of the cases were filed electronically through the Safety Management Information System

(SMIS).

### *Housing*

All housing units were occupied during FY 2010, with the exception of the Brimhall House Dorm which was not needed for seasonal housing during the year. Four apartments and two housing units, the Big House (Q #73) and the Orchard House (Q #81), used as dormitories, were utilized for short term and seasonal assignments. The backcountry seasonal trailer, Peek-a-Boo (Q# M006), was occupied intermittently for overnight backcountry use. See the maintenance section of this report for a listing of housing repairs and maintenance projects completed during fiscal year 2010.

Seasonal housing assignments went smoothly and we were able to accommodate a few out-of-the-ordinary situations in housing this year; for example, three of the Orchard Dorm bedrooms were rented by the Montana State University for use by a Spotted Owl research crew working at Capitol Reef National Park.

Required occupant certifications were updated in July 2010 and Capitol Reef was authorized five required occupant positions by the Intermountain Regional Director. Required Occupants living in the park during FY 2010 included:

- Christopher Kuykendall, Park Ranger (Protection) (Q #75)
- Chad Riggins, Park Ranger (Protection) (Q #77)
- Brenda Zirwas, Park Ranger (Protection) (Q #19)
- Michael Zirwas, Park Ranger (Protection) (Q #19)
- Vivien Schuh, Maintenance Supervisor (Q #18)

### *Training*

The Department of the Interior training Website (DOI Learn) was upgraded to a new version in May, 2010. The upgrade included a rollover of prior documented training into the new system and to provide additional features to students, supervisors, and training professionals. Employees and supervisors continued to learn the changed functions of the new system throughout the fiscal year.

Training opportunities continue to be supplemented by telephone conferencing, computer-based training, and TEL training, thus reducing the cost of travel. Capitol Reef hosted the following safety training events:

- CPR and basic first aid training
- NOAA Flash Flood Training
- Fire extinguisher training

## Personnel Roster

| NAME                    | POSITION                              | EOD      | TRANSFER<br>TERMINATION<br>RESIGNATION<br>RETIREMENT |
|-------------------------|---------------------------------------|----------|------------------------------------------------------|
| SUPERINTENDENT'S OFFICE |                                       |          |                                                      |
| Albert Hendricks        | Superintendent                        | (1998)   | -----                                                |
| Aitana de la Jara       | Superintendent's Secretary            | (2009)   | -----                                                |
| ADMINISTRATION          |                                       |          |                                                      |
| Carolyn Barker          | Administrative Officer                | (2005)   | -----                                                |
| Leslie Chappell         | Computer Assistant                    | (1994)   | -----                                                |
| Donita Pace             | Human Resources Assistant             | (1986)   | -----                                                |
| Randal Sadler           | Purchasing Agent                      | (2003)   | -----                                                |
| INTERPRETATION          |                                       |          |                                                      |
| Riley Mitchell          | Chief of Interpretation               | (1999)   | -----                                                |
| -----                   |                                       |          |                                                      |
| Cynthia Micheli         | Park Ranger - Interp. Ed. Outreach    | (1995)   | -----                                                |
| Leslie Broadhead        | Park Ranger-lead - Interp. (Seasonal) | (2009)   | 11/07/09                                             |
| Corree Seward           | Park Ranger - Interp. (Seasonal)      | (2009)   | 10/24/09                                             |
| Corree Seward           | Park Ranger-lead- Interp. (Seasonal)  | 05/09/10 | -----                                                |
| Andrea Lucas            | Park Ranger – Interp. (Seasonal)      | 06/06/10 | -----                                                |
| Kate Magargal           | Park Ranger – Interp. (Seasonal)      | 05/09/10 | 09/11/10                                             |
| Torben Ohlsson          | Park Ranger – Interp. (Seasonal)      | 05/09/10 | 09/18/10                                             |
| Daniel Slais            | Park Ranger – Interp. (Seasonal)      | 05/09/10 | 09/20/10                                             |
| Sierra Holz             | Park Guide – Interp. (Seasonal)       | (2009)   | 03/13/10                                             |
| Hannah Lynch**          | Park Guide – Interp. (Seasonal)       | 09/23/10 | -----                                                |
| Kate Magargal           | Park Guide – Interp. (Seasonal)       | 03/28/10 | 05/08/10                                             |
| Leonard Thomas*         | Park Guide – Interp. (Seasonal)       | 05/23/10 | 09/11/10                                             |

\* Student Temporary Employment Program (STEP) appointment

\*\* Special need appointment NTE 60 days

## VISITOR AND RESOURCE PROTECTION

|                    |                             |          |          |
|--------------------|-----------------------------|----------|----------|
| Scott Brown        | Chief Park Ranger – LE      | (2005)   | -----    |
| Chris Kuykendall   | Park Ranger – LE            | (2009)   | 09/25/10 |
| Chad Riggin        | Park Ranger – LE            | (2009)   | -----    |
| Michael Zirwas     | Park Ranger – LE            | (2006)   | -----    |
| Brenda Zirwas      | Park Ranger – LE            | (2007)   | -----    |
| Matthew Bartolotta | Park Ranger – LE (Seasonal) | (2009)   | 10/24/09 |
| Jon Cooperman      | Park Ranger – LE (Seasonal) | 04/25/10 | -----    |
| Raymond Budzinski  | Park Guide (Seasonal)       | (2009)   | 10/24/09 |
| Raymond Budzinski  | Park Guide (Seasonal)       | 04/25/10 | -----    |
| Chancelor Morris*  | Park Guide (Seasonal)       | (2008)   | 01/31/10 |

### Fees

|              |                                  |          |          |
|--------------|----------------------------------|----------|----------|
| Holly Mills  | Visitor Use Assistant            | 01/17/10 | -----    |
| JoAnn Dawson | Park Guide (Seasonal)            | (2009)   | 11/07/09 |
| JoAnn Dawson | Park Guide (Seasonal)            | 04/25/10 | -----    |
| Bonnie Hanks | Visitor Use Assistant (Seasonal) | (2009)   | 10/10/09 |
| Bonnie Hanks | Visitor Use Assistant (Seasonal) | 04/11/10 | -----    |

\* Student Temporary Employment Program (STEP) appointment

## RESOURCE MANAGEMENT AND SCIENCE

|                   |                                   |          |          |
|-------------------|-----------------------------------|----------|----------|
| David Worthington | Chief of Resource Mgmt. & Science | (1998)   | -----    |
| Sandra Borthwick  | Biologist                         | (2009)   | -----    |
| Donald Corbeil    | Cultural Res. Prog. Mgr.          | (2006)   | 10/10/09 |
| McGahee, Dava     | Cultural Res. Prog. Mgr.          | 04/25/10 | -----    |
| Gary Lenhart      | Biological Technician             | (2006)   | -----    |
| Cameron Cox       | Archeological Technician (Temp.)  | 06/21/09 | -----    |
| Brianna Bagley*   | Biological Science Aid (Seasonal) | 06/06/10 | 08/14/10 |

\* Student Temporary Employment Program (STEP) appointment

## MAINTENANCE

|                      |                              |          |          |
|----------------------|------------------------------|----------|----------|
| Linda Richards       | Facility Manager             | (2007)   | -----    |
| Carrie Mitchell      | Maintenance Assistant (Term) | (2009)   | -----    |
| F. LaMont Chappell** | Maintenance Supervisor       | (1980)   | 12/14/09 |
| Vivien Schuh         | Maintenance Supervisor       | 05/09/10 | -----    |
| Donald Micheli       | Maintenance Mechanic         | (1998)   | -----    |
| Jeffrey Williams     | Maintenance Mechanic         | 06/06/10 | -----    |

Capitol Reef National Park  
Superintendent's Annual Report, FY 2010

|                     |                                     |          |          |
|---------------------|-------------------------------------|----------|----------|
| Wayne Hanks         | Orchard Manager                     | (2001)   | -----    |
| R. Terry Barker     | Gardener                            | (2007)   | -----    |
| Jill Jackson        | Laborer - Custodial                 | (1998)   | -----    |
| Lacie Barker        | Maintenance Worker-Painting (Seas.) | (2009)   | 10/24/09 |
| Lacie Barker Grundy | Maintenance Worker-Painting (Seas.) | 04/11/10 | 09/30/10 |
| Kent (Skip) Jackson | Maintenance Worker-Painting (Seas.) | (2009)   | 10/24/09 |
| Howard Dawson       | Animal Packer (Term)                | (2008)   | 08/14/10 |
| H. Jefferey Ekker   | Animal Packer (Term)                | (2006)   | 03/19/10 |
| H. Jefferey Ekker   | Animal Packer (Term)                | 04/25/10 | -----    |
| Greg Larsen         | Animal Packer (Term)                | (2006)   | 06/11/10 |
| Greg Larsen         | Animal Packer (Term)                | 06/20/10 | -----    |
| L. Richmond Cropper | Farm Worker (Seasonal)              | 11/08/09 | 05/08/10 |
| Cordell Hellstrom   | Maintenance Worker (Seasonal)       | 03/14/10 | 09/25/10 |
| Lawrence Markovci   | Gardener (Seasonal)                 | 04/18/10 | -----    |
| Nicholas Mitrovich  | Gardener (Seasonal)                 | (2009)   | 12/19/09 |
| Barbara Chappell    | Laborer – Janitorial (Seasonal)     | 03/14/10 | 09/11/10 |
| James Gehrke        | Laborer – Orchards (Seasonal)       | 03/14/10 | -----    |
| Tiffinie Jackson    | Laborer – Janitorial (Seasonal)     | 05/09/10 | -----    |
| Bronson Oyler*      | Laborer – Orch/grnds/trails (Seas.) | (2009)   | 07/03/10 |
| Carson Syme*        | Laborer – Orch/grnds/trails (Seas.) | (2009)   | -----    |
| Leonard Younkens    | Laborer – Janitorial (Seasonal)     | 10/25/09 | 04/07/10 |

\* Student Temporary Employment Program (STEP) appointment

\*\* Death of employee

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## NOTES

Year in parenthesis indicates the calendar year of the first appointment.

----- indicates continued employment into fiscal year 2011.

T. Promo. indicates Temporary Promotion.

Names in each division are placed with permanent employees listed before seasonal, temporary, or term employees. The word “(seasonal)” is used for any appointment that was not permanent or term. Term appointments are noted adjacent to the position. Temporary and special need appointments are included in the seasonal category. Employees are listed with those in the highest grade first and then in alphabetical order by last name.

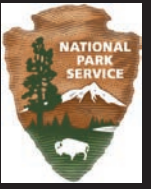
Permanent employee EOD year dates list the employee's first permanent appointment at Capitol Reef National Park and does not include non-permanent time or permanent time with a break in service.

Acting assignments, temporary appointments, and details include only those cases documented by SF-50 personnel actions.



National Park Service  
U.S. Department of the Interior

Capitol Reef National Park  
Utah



Capitol Reef National Park  
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Upper Pleasant Creek.