Wyoming Department of State Parks and Cultural Resources
ANNUAL REPORT – FY2010 (July 1, 2009 – June 30, 2010)

General Information

Agency Name: Wyoming Department of State Parks and Cultural Resources

Director’s Name and Official Title: Milward Simpson, Director

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Web Address (URL): http://wyospcr.state.wy.us
Other Locations:
   Laramie: SHPO Cultural Records Office
   Office of the State Archeologist
   Lander: State Trails Program Field Office
   Statewide: State Parks and Historic Sites

Statutory References:
Established 1895, reorganized July 1, 1999, as the Department of State Parks & Cultural Resources

W.S. 9-2-401 through 9-2-419 – State Archives, Museums and Historic Department
W.S. 9-2-901 through 9-2-911 – Wyoming Arts Council
W.S. 9-2-1701 through 9-2-1708 – Reorganization of State Government
W.S. 9-2-2017 – Department of State Parks and Cultural Resources Creation
W.S. 9-2-2301 through 9-2-2308 – Wyoming Cultural Trust Fund Act
W.S. 11-10-113 – Wyoming Pioneer Memorial Museum
W.S. 16-6-801 through 16-6-805 – Works of Art in Public Buildings
W.S. 24-14-101 through 24-14-102 – State Parks Road Program
W.S. 31-2-401 through 31-2-409 – Snowmobiles
W.S. 31-2-701 through 31-2-707 – Off-road Recreational Vehicles
W.S. 36-4-101 through 36-4-123 – State Parks and Cultural Resources
W.S. 36-8-103 through 36-8-107 – State Parks and Reserves – In General
W.S. 36-8-301 through 36-8-320 – State Parks and Reserves – Hot Springs State Park
W.S. 36-8-501 through 36-8-502 – State Parks and Reserves – South Pass City State Historical Site
W.S. 36-8-601 through 36-8-602 – State Parks and Reserves – Curt Gowdy State Park
W.S. 36-8-701 through 36-8-702 – State Parks and Reserves – Sinks Canyon State Park
W.S. 36-8-801 – State Parks and Reserves – Fort Fred Steele State Historical Site
W.S. 36-8-901 through 36-8-902 – State Parks and Reserves – Bear River State Park
W.S. 36-8-1001 through 36-8-1002 – State Parks and Reserves – Wyoming Territorial Prison
W.S. 36-8-1203 through 36-8-1204 – State Parks and Reserves – Designated Transfer of Lands
W.S. 36-8-1401 through 36-8-1403 – Wyoming Historic Mine Trail and Byway
W.S. 36-8-1501 – Other Designations
W.S. 39-17-111 – Snowmobile Gas Tax Distribution
Clients Served: Wyoming citizens, out-of-state visitors, local, county and state governments and agencies, public schools and institutions of higher education, Wyoming nonprofit organizations, Wyoming businesses

Agency to Which Agency Reports: State Parks and Cultural Resources Commission (Advisory)
Number of Members: Nine
Meeting Frequency: Quarterly

**Wyoming Quality of Life Result:**
- Wyoming values the unique aspects of its western heritage, providing residents and visitors expanding access to cultural, historical and recreational experiences.
- Wyoming’s natural resources are managed to maximize the economic, environmental and social prosperity of current and future generations.
- Wyoming families and individuals live in a stable, safe, supportive, nurturing, healthy environment.
- Wyoming state government is a responsible steward of state assets and effectively responds to the needs of residents and guests.

**Contribution to Wyoming Quality of Life:**
This agency contributes to the Wyoming quality of life through a combination of preservation, education/outreach, planning/construction/maintenance, and public safety by providing opportunities to learn about and enjoy the state’s arts, parks and history.

**Basic Facts:**
The Department of State Parks and Cultural Resources (Arts, Parks & History) consists of approximately 179 full time, 12 permanent part-time, and 130-150 seasonal personnel. The department consists of two divisions: the Division of State Parks, Historic Sites and Trails (SPHS&T), and the Division of Cultural Resources. In addition, the department includes an administrative services arm (Director’s Office, Human Resources, Accounting, Information Technology and Public Information/Education) serving both divisions.

The department’s headquarters is located in Cheyenne, with State Historic Preservation and State/Archaeologist field offices in Laramie, Trails Program offices in Lander and State parks and historic sites located statewide. Our programs serve over 2.5 million people each year, in-state and out-of-state.

The total operating budget for the department for biennium 2009-10 was $48,648,876*, of which $33,549,404* were general funds. The Department’s budget accounts for less than 1% of the state’s overall General Fund budget. Budget Expenditures for FY10 $20,442,867, which does not include Cap Con.

*Biennium budget reduced for $363,008 transferred to Military Department for Veteran’s Museum and $1,568,000 in general fund budget reductions.
Performance Measurement #1: *Preservation – Protecting Wyoming’s important cultural resources*

**Story behind the last year of performance:**
The cultural resources division programs showed only minor fluctuations in preservation. Program budgets for all divisions showed decreases, due to budget cuts, which allowed staff to maintain, not increase preservation levels from the past year. Areas where decreases in preservation were reported were in the museum where all decreases involve the number of items cataloged. This decrease is due to having spent a great deal of staff time dealing with issues in the recently acquired collections storage facility. Preservation grants involving the Wyoming Cultural Trust Fund increased slightly due to a $900,000 increase in the corpus of the trust fund.

Similarly, SPHS&T was able to preserve many of its historic structures including but not limited to: the Piedmont Charcoal kilns, two structures at Ford Fred Steele, and other smaller projects in the state.

**#1: Preservation**

![Graph showing preservation levels from 2005 to 2012](image)

**What has been accomplished?**
SPHS&T’s primary role in preservation is protecting, preserving and interpreting state historic sites. SPHS&T is responsible for approximately 125 historic structures within the state historic sites. For this reason, the percentage of historic structures that are protected, preserved and ready for interpretation/interpreted is included in the graph.

In order to be considered preserved, the exterior of the structure has to be in good shape and not in need of additional work other than general maintenance. Structures cannot be considered preserved if they were simply stabilized, since they are not restored and ready for interpretation. Structures were also not removed from the preserved category if they required paint or white wash since that is considered general maintenance. The interior condition of the historic structures was not addressed.

The State Historic Preservation Office (SHPO) and the Office of the Wyoming State Archaeologist both remained stable over this fiscal year, due to budget cuts and hiring restrictions. The Archives maintained the previous year’s number of items archived, while the museum showed a sharp decline in artifacts cataloged, due to staff time spent dealing with issues at the recently acquired storage facility. The Wyoming Cultural Trust Fund increased the total amount of grant dollars available from $482,103 in FY09 to $525,000 in FY10, due to an increase in the corpus of $900,000.
Performance Measurement #2: Customer Service and Outreach – Providing high quality access to Wyoming’s cultural, natural & recreational resources and opportunities

Story behind the last year of performance:
In 2009, SPHS&T completed an extensive visitor survey. In the survey the public was asked: How helpful did you find park/historic site staff? 82% of the respondents to the survey indicated park/historic site staff was “Very Helpful” while 17% responded staff was “Fairly Helpful”.

In all of the cultural resource programs except the museum, customer service and outreach was maintained at the FY09 levels. While the programs did receive additional funding through legislative appropriations, they were proportionally balanced against the reductions in budgets, through State budget cuts. The SHPO, Archives and Museum programs were also impacted by the hiring restrictions in place over the past fiscal year and were unable to fill vacant positions.

#2: Customer Service and Outreach

What has been accomplished?
State parks and many historic sites were open for business 365 days this past year. Staff oversees 11 state parks, 21 historic sites, 2 archaeological and petroglyph sites, and 1 recreational area totaling 35 parks and sites. During the 2010 Legislative Session 3 different bills passed that were designed to either clean-up various land issues or to give the agency the authority to address some previously identified land issues. S.F. 0010 or Senate Enrolled Act 12 authorizes and directs the board of land commissioners to convey title to 280 acres at Bear River State Park. This is designed to address an oversight that occurred when the park was created but the title of the land was never transferred to the agency. S.F. 0011 or Senate Enrolled Act 13 will provide the department with authority for de minimus acquisitions, disposals, designations, or removal of designation of parcels as state outdoor recreational resources. “De minimus”, as defined in S.F. 0011, is less than 5 acres in size. S.F. 0012 or Senate Enrolled Act 14 designates state outdoor recreation areas in statute, requires legal descriptions by rule and repeals legal descriptions in statute. Currently agency staff is working with the Attorney General’s office on the legal descriptions and rule making. The division continues to update and develop information for web page contacts dealing with state parks and historic sites.
Land and Water Conservation Fund (LWCF) grants, totaling $334,458.00, were awarded to the communities of Sheridan, Chugwater, Pine Haven, Mountain View, Meeteetse, Laramie, Cheyenne and Alpine along with the University of Wyoming and Glendo and Guernsey State Parks.

The department has developed an initial volunteer program and a volunteer coordinator position and hopes to have a comprehensive system wide volunteer program in place for 2011. In 2010, the number of camp hosts decreases in 2009 from 24 to 20, and volunteer hours decreased to 9913 equating to approximately 6 full-time employees.

The Division has made a concerted effort to stabilize, maintain and restore many facilities, and is now making an effort to interpret and educate the public about these sites. Thirty-five interpretative projects have been completed with this funding and the money has been expended. In 2009, SPHS&T requested the remaining $2.7 million from the original $3 million interpretative and education request, and received an additional $350,000 for interpretation at state historic sites. This money has also been spent on innovative interpretive projects including podcasts, walking tours, voice wands and signs. We are working to implement new interpretative and educational projects with the remainder of the funding. We have also developed an interpretive oversight committee to help streamline and standardize our interpretive programming.

The State Trails Program issued 28 Recreational Trails Program (RTP) grants totally $1,288,100.00. Approximately 17 Trail Crew projects were completed on federal lands across the state. On-going maintenance, grooming, rock removal, tree trimming, sign improvements, construction and placement of informational kiosks were added to the trail system statewide. The Safety and Education coordinator held classes for approximately 5,300 students, traveled with the All-Terrain Vehicle (ATV) simulator to participate and teach safety courses at various events and fairs. Our Safety and Education program has continued with a very aggressive helmet safety campaign, with print and video materials distributed throughout the state. Staff also recruited and retained 10 volunteers to serve as educational trail hosts. Currently our program is filming a 30-minute video production that will be distributed statewide. This video will promote responsible and safe recreation with a “Tread Lightly” theme. This summer our Safety and Education Coordinator will be focusing on our Trail Host Volunteer program. Currently the Trail Host program consists of 12 volunteers throughout the state that provide educational materials and assistance to the public, while recreating on the ORV trail systems in Wyoming.

Throughout the season a total 3,701,148 user days were provided to the public on snowmobile trails in Wyoming. The program budgeted funding to provide over 76,714 miles of trail grooming during the 2009-2010 seasons. This season the program groomed some 10,000 fewer miles due to low snow in many areas of the state.

In addition we have received over 25 applications for Education and Assistance totaling over $450,000.00 from our law enforcement partners in the National Forests and County Sheriff’s offices. This internal grant provides funding for equipment and additional resources for the purpose of patrolling ORV routes and trails in Wyoming.

In conjunction with site staff, the Wyoming Conservation Corp (WCC) worked on a multitude of projects in parks from trail construction to curation.
There are seven state parks where the reservation system has been implemented. Listed below are the
statistics for the 2009 camping season:

<table>
<thead>
<tr>
<th>Location</th>
<th>Number of Reservable Sites</th>
<th>Number of Reservations Made</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boysen</td>
<td>53</td>
<td>317</td>
</tr>
<tr>
<td>Buffalo Bill</td>
<td>21</td>
<td>324</td>
</tr>
<tr>
<td>Curt Gowdy</td>
<td>34</td>
<td>746</td>
</tr>
<tr>
<td>Glendo</td>
<td>121</td>
<td>1380</td>
</tr>
<tr>
<td>Guernsey</td>
<td>115</td>
<td>1382</td>
</tr>
<tr>
<td>Keyhole</td>
<td>47</td>
<td>420</td>
</tr>
<tr>
<td>Medicine Lodge</td>
<td>3</td>
<td>58</td>
</tr>
</tbody>
</table>

The total number of campsites available in 2009 was 1,609; of these sites 394 or 24.5% were in the reservation system.

The Concession and Revenue Section (C&R Section) calculates the total number of permits sold for the snowmobile, off-road vehicle (ORV), day use and camping and concession programs.

As of June 22, 2010, 15,680 residents purchased snowmobile permits totaling $376,320.00; 715 were sold for commercial use totaling $53,625.00 and 14,759 non-residents purchased permits totaling $354,216.00. This relates to a 4.06% drop in permits sales from the previous year. There were 55,060 ORV permits sold for calendar year 2009 totaling $770,840.00.

The total revenues generated in 2009 for day use and camping fees, including annual permits, were $1,548,067.03. The number of resident annual and second day use permits sold was 10,451; resident annual and second camping permits sold were 5,716, and the number of nonresident annual and second day use permits sold was 963; nonresident annual and second camping permits were not available in 2009.

Concession operations within the parks, both short term and long term, totaled $142,279.70 for the calendar year 2009.

Possible impacts this year:
With budget cut impacts some campgrounds have been converted to day-use only areas. Budget reduction has also placed stress on the natural settings of the parks/sites. Routine maintenance and cleaning have had to be reduced. Youth programs have had to be curtailed and vital staff training has been removed. Both the hiring freeze and budget cuts will continue to impact cultural resources division programs over the next year, decreasing the ability for the cultural resource programs to continue the level of customer service and outreach seen in 2009.

The State Historic Preservation Office (SHPO) will conduct fewer site visits with constituents due to budget cuts and will need to add duties to existing employees due to hiring restrictions. The Archives has and will continue to distribute duties among existing employees that were previously done by employees whose positions were lost due to budget cuts or not filled due to hiring restrictions. Archives will perform fewer transfer trips to pick up records for storage than before. The museum will maintain basic exhibit functions at the Barrett building, but will do less cataloging tasks and conservation work due to on-going issues with the storage facility. Much of the museum staff time will be focused on conservation and protection of artifacts at the storage facility because of damage occurring from a lack of proper environmental controls. The Arts Council will slightly increase
customer service and outreach due to receiving additional funding. The Wyoming Cultural Trust Fund also increased its customer service due to an increase in funding to the corpus.

**Performance Measurement #3: Construction, Maintenance and Planning – Providing high quality facilities for the public’s enjoyment**

**Story behind the last year of performance:**
More projects falling under this category were funded in 2009 via the Wyoming Cultural Trust Fund since the granting process began. This increase was due to an increase in the corpus in FY09.

The SPHS&T division requested but did not receive any additional funding to work on current deferred maintenance or capital construction. In addition, the 2010 Major Maintenance Formula budget was cut. We were still able to complete some projects within our capital construction list from our enterprise fund.

**#3: Planning, Construction, and Maintenance**

![Graph showing customer satisfaction over years]

**What has been accomplished?**
Currently, work is under contract or out for bid to address these deficiencies. The division requested the balance of the funding to complete the critical and deferred deficiencies for road work within the 2011/12 biennial budget. There were no additional funds provided to the agency for road work but it was agreed by the Joint Transportation, Highway and Military Affairs Committee to study this as an interim topic and work is underway in this effort.

Through the State Building Commission (SBC), the Division submitted a request to be included in the state’s major maintenance formula. The Division studied the SPHS&T system and through a major maintenance formula estimated that our major maintenance needs on an annual basis is $1.8 million ($3.6 million per biennium). This funding is based on $1 million per year for roads and $800,000 per year for facilities and sites. The SBC and 2009 Legislature approved this formula and funded the $1.8 million major maintenance request; however, A&I pulled the funding when the recent budget cuts were implemented. The Division requested this funding again in the 2010 Legislative session as part of the agency budget request and $3.6 million was approved by the Legislature and is now in the State’s major maintenance budget. Projects for the first half of the biennium will begin construction this summer/fall.
In calendar year 2009 there were 2,841,946 visitors to SPHS&T, approximately an 11 percent increase in visitation from 2008. Based on a visitor use survey completed during the summer of 2009, it is estimated that 50 percent of visitors to state parks are residents and 50 percent are non-residents. For historic sites it is estimated that 24.5 percent are residents and 75.5 percent are non-residents. Staff continually evaluates survey results to determine customer satisfaction with our state parks and historic sites.

The Wyoming Cultural Trust Fund showed an increase in customer satisfaction as measured by the amount of funding available for such projects increasing in 2009.

**Performance Measurement #4: Public Safety – Providing a safe and healthy environment for our visitors and staff**

**Story behind the last year of performance:**
The “partiers” are still coming to Glendo State Park but the changes we have implemented over the past three years have limited their ability to congregate in the large groups we used to have. This allows our law enforcement personnel to maintain better control, but our law enforcement program is still seriously under staffed.

**#4: Public Safety**

![Graph showing customer satisfaction over years](image)

**What has been accomplished?**
We are continuing to have difficulty finding enough qualified officers for the number of visitors at the parks each summer, especially during the three summer holiday weekends. Many times we are having an officer to visitor ratio of less than one officer per 2000 visitors. The recommended ratio by the International Association of Chiefs’ of Police is 1.75 officers per 1000 residents. This situation creates the potential to provide less than optimum public safety to our visitors and less than optimum officer safety for the employees.

- 2005 citations – 302
- 2006 citations – 452
- 2007 citations – 739
- 2008 citations – 556
- 2009 citations – 683
Performance Measurement #5: Economic Development – Supporting jobs, attracting businesses and generating revenue for the state of Wyoming and Wyoming communities

Story behind the last year of performance:
The fact that State Parks, Historic Sites and Trails provide a major tourism component to the state of Wyoming indicates that the division is a strong economic driver in the state. Our economic studies have proven that for every dollar invested into our Division we return at least $6.00 back to the state and local communities. The chart below reflects preliminary economic impact figures for the 2010 parks and historic sites’ season.

The Cultural Resources Division of the agency generates revenue in several ways and provides matching resources, both in-kind and cash, for the grants we award annually. The division provides for economic development both directly and indirectly for the state of Wyoming. Our granting cycles are often more than one year and this division will not have final grant numbers to incorporate into a calculation of economic impact for at least one additional fiscal year. The Wyoming Arts Council has partnered with the Western States Arts Federation to assess the economic impact of the arts in Wyoming in a report known as the Community Vitality Index (CVI). The CVI data is incomplete as the data gathering phase is still on-going.

#5: Economic Development

What has been accomplished?
Although the State Parks, Historic Sites and Trails Division incurred a 10% budget cut we were able to provide additional interpretive programming during the upcoming summer season. We have also developed new facilities that will better serve our customers including new camping cabins at Keyhole State Park.