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November 1994

Statement for Management

United States Department of the Interior • National Park Service



Natural Bridges National Monument Utah

FIELD REPORT
TECHNICAL INFORMATION CENTER
DENVER SERVICE CENTER
NATIONAL PARK SERVICE

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Definitions

Statement for Management

The Statement for Management (SFM) documents the park's purpose, significance, management objectives, obstacles to achieving those objectives, owners of the obstacles, and actions that need to be taken to overcome the obstacles.

Management Assessment Process

A three-day management assessment workshop is conducted at each park area with participants from the park area, the regional office, and the public. The session clearly defines the park's purpose, significance, management objectives, obstacles, owners, and actions. This information has been incorporated into the park's statement for management, and forms the basis for developing and justifying future regional programs and identifying how funding and staffing will be allocated.

The management assessment process begins by looking at the park's legislation in an effort to clearly define the park's purpose and significance. The next step is to identify management objectives, which are broad, conceptual descriptions of what the park could be like, based on the kinds of resource conditions, visitor services, and administrative goals the National Park Service wishes to provide. Obstacles are then identified. Obstacles are impediments or barriers to achieving management objectives. Next, actions and owners are identified. Actions are steps required to remove obstacles, and owners are individuals or groups that are identified as responsible for each action.

In the future, the SFM will be revised as necessary to ensure that it reflects a current view of the park, both internally and within its regional context. The management objectives, obstacles, actions, and owners will be reviewed annually by park staff.

Recommended by: /s/ Steve Chaney November 1994
Superintendent, Date
Natural Bridges National Monument

Concurred by: /s/ Walt Dabney November 1994
Superintendent, Date
Southeast Utah Group

Approved by: *Michael J. Dwyer* 11-22-94
~~EE~~ Regional Director, Date
Rocky Mountain Region

Table of Contents

Planning Your Future/Participants	1
Purpose	3
Significance	5
Summary of Management Objectives, Obstacles, Owners and Actions	
Resource Management	7
Visitor Services	9
Human Resources	11
Partnerships	13
Glossary	17
Appendix	19

Planning Your Future

As we move toward the next century, we (like a lot of other agencies and companies), are looking ahead at our future and our mission. The purpose of this workshop has been to reaffirm Natural Bridges National Monument's role and purpose and its relation to the national park system.

The ideas generated by the participants in this workshop and documented in this report, will help provide direction and defensible rationale in future decision-making.

The accomplishments of this session included:

- purpose statements
- significance statements
- management objective statements
- obstacles and their owners

Participants

Natural Bridges National Monument

Betty Holland
Jim Dougan
Steve Chaney
Stan White
Dale Cannon
Jim Ireland

Hovenweep National Monument

Ellen K. Foppes

Canyonlands National Park

Walt Dabney
Nancy Coulam
Larry Van Slyke

Rocky Mountain Region

Wayne Gardner
Dawn Carey
Bob Reynolds
Audrey Wilvert
Mona Hutchinson

Stakeholders

Owen Severance
Scott Groene,
Southern Utah Wilderness Alliance
Philip A. Gezon,
Bureau of Land Management
Lou Mueller, Blanding Mayor, Pro Tem
Kate Kitchell,
Bureau of Land Management
Rick M. Bailey, San Juan County
Duane Resare, U.S. Forest Service
Peggy Humphreys,
San Juan County Economic
Development Board
Barbara Tate, Job Service
Rob Sweeten,
Bureau of Land Management
Jeanne Treadway,
Canyonlands Natural History Association
Harold J. Lyman, Blanding Chamber of
Commerce & San Juan Campus, College
of Eastern Utah

Purpose

Definition: The reason or reasons for which Natural Bridges National Monument was set aside as a part of the national park system. Purpose statements are based upon legislation, legislative history, and historic trends.

The purpose statements below reflect what we believe is the legislative intent for Natural Bridges National Monument. Other legislation affecting the national park system, such as the 1916 Organic Act, National Environmental Policy Act, National Historic Preservation Act, and Endangered Species Act influence management at National Bridges National Monument and every other unit in the system.

The purpose of Natural Bridges National Monument is to preserve, protect and provide for present and future generations the following:

- The three natural bridges in their natural setting and other natural resources.
- Prehistoric Indian ruins and other cultural resources.
- Scenic and wilderness values.
- Opportunities to experience, understand and enjoy the park.

Significance

Definition: Significance is summarized in statements that capture the essence of Natural Bridges National Monument's importance to our natural and cultural heritage. Significance statements are not an inventory of significant resources but rather describe the importance or distinctiveness of the aggregate of resources in the park.

- As stated in the enabling legislation the "...natural bridges have high, lofty, spans far greater than any heretofore known to exist..." . Because of these unique features Natural Bridges was set aside as Utah's first National Monument in 1908.
- Natural Bridges contains outstanding examples of geological and erosional processes for public education, understanding, enjoyment and scientific knowledge.
- Natural Bridges preserves one of few locations of Kachina Daisy colonies.
- The remote character of the Monument's setting preserves solitude, visual character, natural quiet and the smells of nature.
- Natural Bridges preserves an outstanding example of an ephemeral desert stream, ecological process, biological diversity, and cultural resources that have been protected for decades, providing a scientific baseline of information.
- Natural Bridges is an important part of an outstanding canyon system and viewshed from the ridges above.
- Natural Bridges is an important tourism resource. Along with the rest of the region it provides outstanding opportunities for visitors to experience and discover the natural and cultural heritage of southeastern Utah.
- Natural Bridges is one focal point or anchor for tourism in southeastern Utah.
- Natural Bridges provides the opportunity to interpret and understand unique geologic features, cultural resources and their interrelationships.
- Natural Bridges is the only site in a very remote area that provides a range of visitor services.
- The monument provides an opportunity to study well-preserved resources from a variety of different cultural groups.
- The monument protects and preserves numerous sites of significance to American Indians, visitors and archeologists.

Summary of Management Objectives, Obstacles, Owners, and Actions

The following management objectives and obstacles are categorized as Resource Management, Visitor Services, Human Resources and Partnerships. Action statements and owners have been identified for the highest-priority management objectives in each category.

As a group, the workshop participants developed priorities for the park's management objectives. Each objective shows the priority number. The number in parenthesis indicates the number of points or votes each objective was given by the group.

Table 1 - Resource Management

- #1, (34) Natural Bridges is an active participant in developing new and using existing effective programs for research, inventory, monitoring, interpretation and preservation of natural, cultural and social resources.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Park has not completed all baseline inventories.	Nancy Coulam	Develop funding and staffing strategy. Identify gaps in data and develop priorities. Conduct inventories. Identify and coordinate database management systems.
There is no comprehensive resource management strategy for Cedar Mesa.	Steve Chaney Phil Gezon	Initiate a coordinated and integrated interagency planning strategy. Finalize resource management plans. Identify interested parties.
Lack of knowledge of other working solutions. (Don't reinvent the wheel.)	Steve Chaney Nancy Coulam	Perform literature search. Network with other agencies and scientific community. Experiment with possible solutions.

- #5, (20) Natural Bridges sets an example in energy and resource efficient operations.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of knowledge of applicable technologies.	Dale Cannon Mike Hunter	Consult with Regional, Denver Service Center and other sources regarding sustainable design practices. Perform literature search.
Lack of public awareness.	Jim Dougan	Interpretation via programs, handouts, news releases, public events, etc.
Current and future demand of energy is unknown.	Dale Cannon Mike Hunter	Conduct an energy audit. Reduce energy demand where it is cost effective. Identify funding needs. Identify cooperative funding sources.

8

- #11, (2) Realistic and cost effective goals are set for management of exotic species in an ecologically sound manner.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of a strategic plan.	Jim Dougan Craig Hauke	Determine long-term project costs. Determine successes and failures. Coordinate with County Weed Board. Write plan, implement and monitor.

Table 2 - Visitor Services

- #7, (16) Any additions or changes to the landscape preserve its significant qualities and maintain the remote and rustic flavor.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Do not have a visual resource management plan.	Steve Chaney Mike Hunter	Prepare and implement guidelines or plan. Comply with National Environmental Protect Act on construction and undertakings. Define significant landscapes and components of "rustic and remote flavor" of landscapes.

- #9, (10) Natural Bridges has an outstanding interpretive program that provides visitors with an understanding of the cultural and natural resources preserved in the monument.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Inadequate facilities for interpretation.	Steve Chaney Jim Dougan	Complete funding for visitor center exhibits. Identify alternatives to immediate and long-term interpretive needs. Confer with sister agencies, American Indians and other interested parties regarding interpretive needs for the area. Complete and implement interpretive prospectus.
Inadequate staffing.	Steve Chaney Jim Dougan	Determine occupational needs. Explore cooperative ways to meet interagency interpretive staffing goals. Identify need in planning documents. Tie staffing levels to increased demands on the resource.
Current information is not available to the public and staff.	Jim Dougan Jeanne Treadway	Open lines of communication between divisions within the park, Canyonlands Natural History Association and outside agencies and researchers. Articulate latest scientific findings in ways the general public will understand.

- #10, (9) Natural Bridges has in place appropriate, necessary, accessible and safe visitor facilities and services.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of approved general management plan (GMP) and development concept plan (DCP).	Steve Chaney	Work with regional office to insure plan has high priority. Complete funding documents.
Lack of information about visitor needs and expectations.	Steve Chaney	Conduct survey of visitors. Coordinate with local community and other agencies.

Table 3 - Human Resources

- #3, (27) Appropriate facilities exist to provide safe, efficient and comfortable working and living environments.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
No clear assessment of need and limitations (assuming inadequate facilities).	Steve Chaney	Complete general management plan (GMP). Complete Basic Operations Plan. (BOP-staffing).
Inadequacy of current housing and work space.	Steve Chaney	Environmental Assessment and site plan for housing replacement and office upgrades. Develop and submit funding proposals. Explore options for alternative floor plans, work space arrangements, structures.
Lack of community services (communications, recreational, medical, schools, etc.)	Steve Chaney	Explore and implement cooperative arrangements for: transportation, bookmobile, health & medical services & other community services. Extend commercial telephone services to the monument. Establish on-site facilities for recreation and wellness programs.
Lack of up-to-date equipment and technology in the work place.	Steve Chaney	Maintain employee training in technology. Stay abreast of equipment and applications. Acquire necessary equipment.

- #4, (24) The park is fully staffed with a well-trained, motivated, diverse and professional work force that has authority, responsibility and trust. There are sufficient resources to accomplish these responsibilities.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Need to define staffing needs and priorities.	Steve Chaney	Complete basic operations plan (BOP) that includes volunteers and alternative hiring options.
Lack of flexibility and effectiveness of recruiting and hiring procedures to achieve work force diversity goals.	Vonna McDougall Walt Dabney Steve Chaney Barbara Tate	Explore and implement alternative recruitment and hiring practices (e.g. American Indian Preference Hiring Authority) for ethnic diversity. Establish and encourage dual career opportunities. Attend career days on the reservation. Use job service to recruit and screen qualified applicants.
Lack of physical resources (e.g. tools, vehicles and supplies)	Steve Chaney	Complete basic operations plan (BOP)
Lack of feasible training opportunities.	Steve Chaney	Explore and implement cooperative training with local agencies, partners and community. Maintain Employee Development Plans (EDPs).
Difficult to maintain a motivated work force.	Steve Chaney	Recognize and reward superior performance, job well done, special acts and accomplishments. Initiate a pass/fail performance appraisal system.

Table 4 - Partnerships

- #1b, (34) All federal, state, and local agencies work in concert to:
 - use a regional approach to planning
 - to share human and other resources
 - provide visitor services
 - provide resource protection and management
 - share facilities and infrastructure, when and where possible

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Provincial attitudes concerning management responsibilities.	Steve Chaney Kate Kitchell Jerry Shaw	Break down barriers and increase communication through planned meetings, mail, phone, etc. at all levels. Create opportunities to socialize. Develop interagency solutions to management problems. Provide opportunities for interagency work details.
Lack of a comprehensive interagency plan for the Cedar Mesa area.	Steve Chaney Kate Kitchell Jerry Shaw Ed Sherrick	Conduct a scoping meeting to explore opportunities for consolidation of management planning.
Redundancy and lack of coordination of visitor services, resource protection and management.	Jim Dougan Phil Gezon Jerry Shaw	Identify (scope) areas of redundant services. Develop interagency solutions to increase and improve visitor services, resource protection and management.
Lack of coordinated planning for facilities use and development.	Steve Chaney Kate Kitchell Jerry Shaw	Commit agency personnel to other agencies' planning teams and provide necessary support costs. Continue on-going dialogue on current and emerging issues and needs. Jointly sponsor open town meetings. Hold annual on-site pre-season interagency meeting. Develop agreements as necessary to institutionalize interagency commitments (including curation at Edge of Cedars).

- #6, (18) In order to better protect park resources, provide for visitor enjoyment and to contribute to the well being of the local area, Natural Bridges is a full partner in the social and economic life of the local community.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Physical distance from local communities.	Steve Chaney All employees	<p>Explore ways to encourage off site residency.</p> <p>Encourage schools and other institutions to use Natural Bridges NM for educational curriculum.</p> <p>Encourage park staff to become involved in local clubs and organizations.</p> <p>Support local businesses through purchase of goods, services and other items.</p>
Incomplete coordination between local tourism and economic interests, chambers of commerce, businesses, and NABR.	Steve Chaney	Regular participation in tourism and economic development organizations and interests.
Lack of involvement in local schools.	Steve Chaney Jim Dougan	<p>Implement and support an interagency environmental education program.</p> <p>Cooperation with local law enforcement to establish drug awareness and resistance education (DARE) program.</p> <p>Facilitate and support off-site programs in local schools and organizations.</p> <p>Provide opportunities for job shadowing, work experience, and other appropriate work based learning.</p> <p>Continue Youth Conservation Corps program.</p> <p>Participate in school career days.</p> <p>Use school, juvenile correctional and vocational education programs for agency building and mechanical needs.</p>
Inadequate and inconsistent messages provided by local residents concerning area information and stewardship.	Jim Dougan Phil Gezon Rick Moore - Grand Canyon Trust Peggy Humphreys - Travel Council	<p>Work with "Superhost" to develop and convey accurate and consistent messages.</p> <p>Bi-annual interagency briefing to inform local business community of "leave no trace, tread lightly" and other agency conservation messages.</p>

- #8, (14) Natural Bridges has strong and effective relationships with associated American Indian groups.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Inadequate and insufficient communication link between NPS staff and American Indians.	Steve Chaney	Identify park associated communities. Establish appropriate lines of communications. Cultural Diversity training.
Not enough consultation.	Nancy Coulam Walt Dabney	Take a more active role in consultation and outreach programs. Simplify procurement procedures to obtain consultation services.

Glossary

Purposes are the reasons for which the park was set aside as part of the National Park System. Purpose statements are based upon legislation and legislative history.

Significance is summarized in statements that capture the essence of the park's importance to our natural and cultural heritage. Significance statements are not an inventory of significant resources, rather they describe the importance or distinctiveness of the aggregate of resources in the park.

Management objectives are broad conceptual descriptions of what the park could be like, based on the kinds of resource conditions and visitor experiences the park wishes to provide. Management objective statements describe desired ends, not specific solutions or means of accomplishing ends.

There are **obstacles** or impediments to reaching management objectives. Obstacles identify the problems, they do not identify the solutions.

Ownership identifies the responsible individual or group that can resolve the obstacle or problem. Owners may be identified as an individual in the park, region, or Washington office, as well as interests from outside the NPS.

Resolution of obstacles by owners are **actions**. High-priority actions are included in annual performance standards to better measure implementation and success.

Evaluation and feedback evaluate accomplishments and provide direction to ensure objectives are being achieved. Evaluation will be carried out through annual performance standards and appraisals, and the regional office will oversee a master list of actions.

Management objectives are cornerstones of the **Program and Project Formulation System (PPFS)**. The PPFS ensures that all program and project requests are consistent with park purpose and significance, biographic area strategies, and the Rocky Mountain Region's Five-Year Vision.

Appendix

To be added later