

June 1994

Statement for Management

NATIONAL PARK SERVICE
Water Resources Division
Fort Collins, Colorado
Resource Room Property



Cedar Breaks National Monument

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

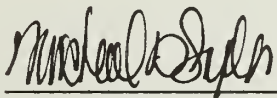
A three-day management assessment workshop is conducted at each park area with participants from the park area, the regional office, and the public. The session clearly defines the park's purpose, significance, management objectives, obstacles, owners, and actions. This information has been incorporated 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/ Tom Henry June 1994
Superintendent, Date
Cedar Breaks National Monument

Concurred by: /s/ Don Falvey June 1994
Superintendent, Date
Zion National Park

Approved by:  6/20/94
Regional Director, Date
Rocky Mountain Region



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Purpose

Definition: The reason or reasons for which Cedar Breaks 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 Cedar Breaks. 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 Cedar Breaks National Monument and every other unit in the system.

- To preserve spectacular cliffs, canyons, and features of scenic, scientific, and educational interest on lands within Cedar Breaks National Monument.
- To promote public appreciation and enjoyment of Cedar Breaks National Monument.
- To manage the national monument consistent with the 1916 Organic Act, Endangered Species Act, E.O. 11988 - floodplains, E.O. 11990 - wetlands, Native American Graves Protection and Repatriation Act, National Historic Preservation Act, Archeological Resources Protection Act, and other laws, regulations and policies that may apply.

Significance

Definition: Significance is summarized in statements that capture the essence of Cedar Break'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.

- Cedar Breaks National Monument is an important element in a regional four-season spectrum of recreational opportunities provided in partnership with both the public and private sectors.
- Cedar Breaks' unique, high elevation location on the west edge of the Colorado Plateau provides spectacular vistas of the Great Basin and evidence of ancient Lake Bonneville. This provides unparalleled opportunities for the visitor to experience the span of geologic time and a range of life-zones from cold desert to alpine tundra.

- Cedar Breaks provides quiet solitude, colorful beauty, opportunities for contemplation, pristine night skies, endless vistas, and isolation. The adjacent wilderness permits an even more intense appreciation of these values.
- Cedar Breaks offers a pristine winter setting where quiet, solitude, and interaction with nature dominate the recreation experience.
- The amphitheater is a grand example of the geologic processes that have eroded a colorful sandstone and limestone environment into fantastic shapes and formations.
- The beauty of Cedar Breaks is exemplified by the play of light in the amphitheater. The contrast between sunlight and shadow provide a depth, space, and grandeur to challenge the imagination.
- Cedar Breaks represents one of the highest plateaus in the region which enhances the sense of depth and scale of the landscape.
- Archeological remains at Cedar Breaks provide evidence of 10,000 years of human use of this high-elevation region.
- Cedar Breaks contains significant historic remnants, including outstanding examples of rustic style architecture. These remnants present an opportunity to tell the human story of the region's heritage.
- Cedar Breaks contains relatively undisturbed portions of the Markagunt Plateau. It provides an opportunity for scientific study and a baseline for comparison with adjacent areas.
- Cedar Breaks serves as a link in the chain of a "Grand Circle" of national park system areas.
- Cedar Breaks contains an untapped multitude of Quaternary-age resources important to understanding its development, and erosional and depositional history. These resources include glacial deposits, paleobotany, paleosoils, and bog deposits.
- A spectacular array of wildflowers provides a scene reminiscent of an artist's pallet. Cedar Breaks contains a variety of distinctive flora and fauna concentrated in a relatively small area. These colorful wildflower displays, the Bristlecone Pines and watchable wildlife present ample viewing opportunities.

Table 1 - Summary of Management Objectives, Obstacles, Owners, and Actions

The following management objectives and obstacles are categorized as Resource Management, Visitor Services, and Human Resources. Action statements and owners have been identified for the highest-priority management objectives in each category. Where applicable, goals corresponding to "A Five-Year Vision for the Rocky Mountain Region, 1997 and Beyond" are indicated (e.g., RM.G2,a,b,e, where RM=resource management, G=goal, and additional letters and numbers represent subsections of the goal. For other designations, VS=visitor services, and HR=human resources.)

Resource Management

- CEBR is perceived and managed as part of its greater regional ecosystem in such a manner that recognizes the needs of the national monument, other land management agencies, and private landowners. RM.4,a,c,d; and VS.6,a,c,g,j,m

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of buy-in to manage as an ecosystem at all levels of the NPS, USFS, and county organizations in "Color Country."	Baker, Henry, Reynolds, Jim Robinson	Continue progress on interagency agreements for management of shared resources. Work with local agencies and governmental units to promote understanding of the ecosystem.
Have not identified and defined what the ecosystem is.	Henry, Steve Robinson	Provide training to park resource staff on ecosystem management.
Lack of knowledge on what ecosystem management is.	Henry	Work with USFS staff specialists to develop a shared understanding of the ecosystem.
The missions and mandates of the agencies are different and create potential conflicts.	Henry, Wilson	Provide training to park resource staff on ecosystem management.
No formal or established relationship exists between all pertinent federal agencies and private landowners.	Henry, Wilson	The park and USFS will communicate regularly on specific issues to resolve conflicts at the earliest stages. New CEBR office in same building as USFS will facilitate information exchange.
		Review land use plans and zoning ordinances to determine what impacts to federal lands may result from activities on private lands. Contact landowners and develop working relationships with them.

- Necessary park visitor and administrative facilities are provided within the park. VS.1,c,d,e

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
No architectural design guidelines for CEBR	Gess, Henry	Develop design guidelines for CEBR
GMP and DCP require updates.	Gardner, Henry	Review and update GMP and DCP.

- Park management is based on research results and inventory and monitoring data. RM.2,b,d,e,g; and RM.3,a,b,e,f,k

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of expertise at park	Vic Vieira, Henry, Falvey	Include CEBR as a priority area in the development of the ZION resource management division's annual research and monitoring plans to ensure sharing of ZION expertise.
Lack of funds.	Henry, Vieira, Falvey	Include CEBR as part of resource management for all three park areas (CEBR, ZION, PISV). Develop priorities accordingly.
Lack of established priorities	Henry	Program priorities will be adjusted in FY94 to provide one seasonal resource ranger to start inventorying and monitoring program.
Lack of resource management and research strategy, including project priorities.	Wiley, Steve Robinson	Identify highest priority projects in CEBR resource management plan and determine best way to implement these projects.

- CEBR has an up-to-date and thorough inventory of all resources. Basic research has been completed in order to understand ecosystem processes. RM.2,b

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of resource management and research strategy, including project priorities	Vieira, Henry, Falvey	Include CEBR in the ZION resource division's planning process to provide systematic inventorying of CEBR resources as part of the CEBR overall resource management program.

- CEBR is managing its natural and cultural resources using National Park Service expertise and expertise available from educational institutions, other agencies, and stakeholders. RM.2,b,c,e; RM.3,a,b; and VS.6,g,h,m

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
There is a lack of resource management and research strategy, including project priorities.	Henry, Steve Robinson	Develop contacts with local universities, agencies and individuals and use these sources of expertise to improve management of resources

- CEBR is managed to protect its natural and cultural resources and maintain its pristine and natural condition. RM.1; and RM.2,b,c,g,i

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of resource management and research strategy, including project priorities.	Henry, Vieira	As part of annual operations review, ZION resource specialists will provide objective analysis of CEBR management actions to determine if resource protection mandate is being met.

Visitor Services

- Visitors arrive fully understanding what experiences are available to them in the region (Cedar Breaks, Bryce Canyon, Cedar City, Dixie National Forest, and the city of Brian Head). VS.2,b,c,d; VS.5,b,c; and VS.6

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
A larger network of tourism agencies, chambers of commerce, federal, state and local agencies and individuals is not completely developed	Henry, LaRee Garfield	Work with local tourism interests to develop an adequate level of information services for visitors.
Do not know who the visitors are and what they need and expect at CEBR.	Henry, Steve Robinson	Initiate a complete review of visitor statistics during the 1994 visitor season.

- Develop a regional interconnecting trail system that accommodates motorized and non-motorized recreational users in a safe and environmentally sound manner. VS.1,c,d,e

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Do not know who all the landowners are who would be impacted by such a trail system, or if they would be willing to cooperate in development of such an endeavor.	Henry, Wilson	Review trail plans with USFS and the city of Brian Head to determine possible routes for an interconnected system.
Do not know if the concept of a trail fits with other agencies' regional plans.	Henry	Check plans developed by USFS, State Parks, and the city of Brian Head.
No funds to accomplish planning, design and construction	Henry	Prepare 10-238 package to establish funding requirements. Look for alternative funding sources.

- Interpretive programs focus on the most essential, compelling stories. VS.3,a

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
A compelling story(ies) has not been identified.	Steve Robinson	Compelling stories will be identified using the process developed by the Regional Chief of Interpretation, with input from the CEBR staff and ZION interpretive staff.

- New facilities are in place within and outside the park to accommodate CEBR's role as a destination park. VS.2,c,d,e

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of current planning documents - GMP, DCP, IP.	Connie Rudd, Henry, Steve Robinson	Review and revise GMP and DCP. Re-do entire Interpretive Prospectus (IP),
Lack of regional planning between USFS, NPS, private landowners, city of Brian Head, and the Iron Country Association.	Henry	Determine what facility plans are in place for the agencies and localities that serve CEBR visitors.

- CEBR is a "classroom" that stimulates change by heightening environmental stewardship and environmental citizenship. VS.3,a,c; and VS.4,a,c

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Compelling story(ies) not identified.	Steve Robinson	Compelling stories will be identified as part of interpretive action items.
No comprehensive interpretive plan.	Connie Rudd, Steve Robinson	Re-do Interpretive Prospectus.
Lack of NPS partners	Henry	Establish relationships with local educational institutions to develop an awareness of CEBR as a resource for environmental education studies.

- Settings are managed to enhance a sense of renewal and reflection to be touched emotionally by the park experience. VS.1.a,b,c,d,e; RM.2,d; RM.3,e; and RM.6,a

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of knowledge of visitor use patterns and resulting impacts to the resources and the visitor experience.	Steve Robinson	Develop a visitor experience and resource protection (VERP) program for CEBR.

- CEBR is a recognized and active partner in regional and state tourism and economic efforts. VS.6,a,d,j,m; and RM.4,a,d,f

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Role has been assumed by Zion NP management.	Falvey	Continue CEBR active participation in tourism meetings and conferences and provide information to regional tourism groups on park programs and concerns.

- CEBR plays an integral part in the public's understanding, appreciation and responsibility for the NPS role in preserving our natural and cultural resources and values. VS.3 (all); VS.3 (all); VS.5 (all); and VS.6

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Compelling stories for CEBR have not been identified.	Steve Robinson, Connie Rudd, Davies	Identifying CEBR as a unit of the National Park System and the reasons for its preservation as such will be one of the compelling stories developed by the Regional Chief of Interpretation with input from the ZION interpretive staff.
Employees are unaware of the need to communicate "mission message" and how to do it effectively.	Steve Robinson	NPS history and mission will continue to be included in seasonal training and orientation and an increased emphasis will be placed on including "mission messages" in interpretive presentations.

- CEBR is a nationally recognized example of how eco-tourism goals mesh with NPS ecosystem goals. RM.4.a,b,c,f,g; and VS.6.a,c,d,j,m

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
There is no definition of the ecosystem.	Henry	The definition of ecosystem will be developed under several of the resource management action items.
No identified actions or methods for sharing the "example."	Henry	The "example," when developed, will be shared through the partnerships and networks established under other management objectives.

Human Resources

- CEBR has an adequate, culturally diverse permanent and seasonal staff at appropriate grades and salaries to meet park resource management, visitor services, and human resource needs. HR.1 (all); and HR.5.a,b

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Insufficient funding to recruit and hire additional staff.	Henry	Continue process of restructuring program to meeting high priority management objectives in the most cost effective manner.
Seasonal opportunities are not competitive.	Henry	Review seasonal position and restructure duties to make positions more attractive to applicants.
ZION resource management staff is currently unable to provide sufficient support to CEBR.	Falvey, Vieira	Needs for all three parks (ZION, CEBR, PISP) will be considered concurrently and priorities for Cedar Breaks will be recognized and integrated in total staffing needs.
Culturally diverse applicants do not appear on certificates.	Henry, Steve Robinson	Increase the awareness of work opportunities at CEBR among local minority groups through increased recruitment efforts and use of special hiring authorities.

- Park employees enthusiastically support the NPS and CEBR's mission and are knowledgeable educators, protectors, and managers. VS.3,g HR.4 (all); HR.6,a,d; and RM.3,h,i

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Employees lack a sound knowledge of specific park resources.	Steve Robinson	Resource experts will be included in seasonal training and orientation to instruct park staff on the area's geology, flora/fauna, and human history. Results of research and resource inventorying efforts conducted in the park will be made available to the park staff.
Inadequate career development and counseling program.	Henry	Implement "Ranger Futures" recommendations, review all employees' career plans, and provide appropriate direction to their careers through job assignments and training.

- Employees have adequate office/work environments and equipment, adequate quality, affordable seasonal housing, adequate support in meeting special needs (elder care, child care, health and fitness opportunities), and support for participation in community activities. HR.9,a,c,f,g; HR.10,d; HR.11 (all); VS.5,e,f; and RM.4,g

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Park has no priority for new visitor center and headquarters.	Henry	Review possibility that 50% cost-sharing by non-profit group might improve funding chances.
Tight housing market has pushed rent beyond seasonal's ability to pay.	Henry	Look for alternative rental housing in the local market such as unused college dorms that would reduce rental costs.
Park has not implemented health and fitness program.	Henry, Steve Robinson	Employees engaging in emergency response activities will be required to meet fitness standards. The Chief Ranger will attend Physical Fitness Coordinator training when available and will be responsible for the implementation of NPS-57. All employees will be encouraged to participate in the optional fitness program, and park management will support the program through the approval of exercise equipment purchases for the park and the employee use of a specified amount of government time for the purpose of fitness training.

- Volunteers receive adequate recognition and are trained and used to enhance park programs but do not supplant regular park staff. VS.6,c,n; and HR.2 (all)

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Park lacks clear program for recruiting, training, and using volunteers.	Steve Robinson	The VIP program at CEBR will be expanded through active recruitment of local residents to assist with a variety of projects.

- Employees of local, federal, state, and private organizations work cooperatively to meet common resources and personnel needs and achieve organization objectives in most cost-effective manner. HR.10,c,d; and RM.4,d,e,f,g

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Staff lacks knowledge of how to initiate cooperation in human resource issues.	Henry	Determine what programs large local agencies such as BLM and USFS have implemented and tie in with these programs where and when feasible.

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 come at a later date

