

D-4E

Statement for Management Pipe Spring National Monument

United States Department of the Interior - National Park Service

July 1995



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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/ John Hiscock February 1995
Superintendent, Date
Pipe Spring National Monument

Concurred by: /s/Don Falvey February 1995
Superintendent, Date
Zion National Park

Approved by: Robert H. Reynolds 7/21/95
Deputy Field Director, Date
Intermountain Field Area

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Planning the Future

As we move toward the next century, we are looking ahead at our future and our mission. The purpose of this workshop has been to reaffirm Pipe Spring 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
- actions

Participants

Management Assessment Workshop January 24-26, 1995 Kanab, Utah

The participants in this workshop included:

Pipe Spring National Monument

Andrea Bornemeier
Don Falvey (ZION)
Yvonne Heaton
John Hiscock
Terry Strong

Stakeholders

Kevin Adams, Senator John McCain's Office
Karen Alvey, Kanab Chamber of Commerce
Bette Arial, Vermillion Cliffs Highways Project
Rick Arial, Congressman J. V. Hansen's Office
Mayor Dan Barlow, Town of Colorado City
Angelita Bullets, Kaibab Paiute Tribe
Gloria Bullets Benson, Kaibab Paiute Tribe
Kevin Cochary, Grand Canyon National Park (North Rim)
Marcy DeMillion, Bureau of Land Management
Doug DeWitz, Former NPS Employee
Joann Hinman, Zion Natural History Association
Jeannine Holt, Senator Hatch's Office
Shirla Jessop, Arizona Strip Interpretive Association
Adeline S. Johnson, Moccasin Community & Former NPS Employee
Cynthia Osife, Kaibab Paiute Tribe
Peter Solie, Utah/Arizona Action Team (Economic Development)
Don Timpson, Town of Centennial Park
Bernard Tracy, Moccasin Community & Former Pipe Spring NM Superintendent

Rocky Mountain Region

Dawn Carey
Wayne Gardner
Bob Spude

Purpose

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

- To preserve and protect the springs and the associated natural environment.
- To preserve, protect and develop a better understanding of the cultural significance and resources of Pipe Spring National Monument.
- To serve as a memorial of western pioneer life and the Kaibab Paiute culture.
- To provide opportunities to experience, understand and enjoy Pipe Spring National Monument.

Significance

Definition: Significance is summarized in statements that capture the essence of Pipe Spring 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.

- Pipe Spring National Monument provides opportunities to understand the Mormon colonial expansion into Southern Utah and Arizona, and its conflict and interchange with the resident American Indians. The Monument contains historic stone buildings and artifacts related to early pioneer settlement and cattle ranching, including a fortified ranch house known as "Winsor Castle," and the first telegraph station in Arizona.
- The presence of readily available water has provided for a sequence of cultural occupation and use at the site from prehistoric times to the present. The importance of the water source to prehistoric Puebloans, Kaibab Paiutes, Mormon pioneers, and others presents a special opportunity for understanding of these cultures and interactions between them.
- The springs at Pipe Spring National Monument form a unique natural oasis and riparian area in a large desert region providing water for use by animals and humans since prehistoric times.
- This setting on the Arizona Strip provides visitors with a sense of isolation and serenity due to the vast and spectacular expanse reminiscent of prehistoric and pioneer eras.

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 management objectives in each category.

Table 1 - Resource Management

- Hydrologic systems are protected, understood and monitored. Appropriate use is cooperatively managed.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
No complete hydrological study including no identification of source of springs, understanding of the related geology, and understanding reasons for decreasing spring flow.	John Hiscock Terry Strong Janet Wise Water Resources Division	Include in resource management plan. Work with WRD to complete report.
Incomplete understanding of water rights and privileges of all parties concerned.	John Hiscock Marci Culpin Water Resources Division	Include issue of water rights as part of park's administrative history.

- Natural resources (plant and animal life) are inventoried and understood.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
No resource management plan.	John Hiscock Andrea Bornemeier	Complete resource management plan for the park.
No natural resource inventories.	John Hiscock Andrea Bornemeier Vic Vieira Janet Wise	Complete resource management plan. Seek NPS funding or alternative resources to accomplish plans.
No cultural landscape plans.	John Hiscock Rodd Wheaton Adrienne Anderson	Addressed under "Cultural Resources."
No integrated pest management plan.	John Hiscock Andrea Bornemeier Vic Vieira Janet Wise	Include in resource management plan.

- A resource management plan is in place that identifies short-term and long term need and prioritized actions needed to preserve and protect the cultural resources and values associated with the monument.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
No finalized resource management plan.	John Hiscock Andrea Bornemeier	Complete resource management plan.
Limited resource management staff on site.	John Hiscock Don Falvey J.T. Reynolds	Zion NP will provide Pipe Spring National Monument with adequate resource management expertise. Explore possibility of assistance on cultural resource management plan and issues from Grand Canyon National Park. Explore alternative sources for accomplishing management objectives including interagency assistance.
Incomplete historical research and lack of narrative historical resource study.	John Hiscock Andrea Bornemeier Marci Culpin Kathy McKoy	Investigate alternative non-NPS sources for added historical research (i.e., monument neighbors, academic community, local historical society). Seek funding for historic resource study.
No administrative history.	John Hiscock Marci Culpin Kathy McKoy	Initiate administrative history for park.
No or limited organization of archives and documents relating to park history.	John Hiscock Andrea Bornemeier Linda Clement	Develop plan for addressing the problem.
No complete ethnographic surveys.	John Hiscock Jack Burns Angie Bullets Dave Ruppert	Coordinate completion of Paiute survey. Initiate contact with Utah Historical Society to investigate opportunities for Mormon ethnographic studies.
No historic structures report or historic structures maintenance guide.	John Hiscock Terry Strong Rodd Wheaton Adrienne Anderson Sayre Hutchinson	Include in resource management plan and pursue funding.
Limited training and expertise in historic preservation techniques and methods.	John Hiscock Terry Strong	Seek alternative sources for training and preservation maintenance assistance.
Limited context for existing archeological survey.	John Hiscock Gloria Benson Adrienne Anderson	Discuss possibilities and benefits of expanded archeological survey.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
No cultural landscape survey, report or plan.	John Hiscock Rodd Wheaton Adrienne Anderson	Include in resource management plan and seek funding.
Lack of adequate museum collection facilities.	John Hiscock Andrea Bornemeier Matt Wilson ZION Curator Linda Clement	Better define scope of collections. Investigate alternatives for storage and reduction of collection. Complete revised museum storage plan.
No conservation treatment plan for collection.	Don Falvey John Hiscock ZION Curator	Add curator to staff and provide curatorial training.
Limited security and environmental protection for artifacts and buildings.	John Hiscock Andrea Bornemeier Terry Strong	Ask new curator to make recommendations.

Table 2 - Visitor Services

- The park provides a full range of educational and interpretive services on the cultural/historical aspects of the area.
 - Ethnic Groups
 - Chronology of Occupation
 - Historic Architecture
 - Western Expansion

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of complete database and incomplete research.	John Hiscock Andrea Bornemeier	Complete resource management plan.
Inadequate funding for research.	John Hiscock Andrea Bornemeier	Complete resource management plan.
Lack of trained staff to adequately interpret and educate.	Andrea Bornemeier	Develop formal training plan for all NPS staff and Association employees on all significant themes at Pipe Spring National Monument.
Inadequate funding for alternative interpretive and educational media.	John Hiscock Andrea Bornemeier	Develop interpretive prospectus.
Lack of an up-to-date interpretive prospectus.	Andrea Bornemeier	Finalize interpretive prospectus (review and revise).
Lack of link between interpretive themes and human resources.	John Hiscock	Coordinate completion of ethnographic study. Investigate opportunities for a cultural demonstrator/tribal liaison position. Fully inform and assist Tribal members on application process for NPS positions.

- The monument provides a full range of educational and interpretive services on the natural history of the area.
 - Geology
 - Hydrology
 - Native plants and wildlife

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of complete database and incomplete research.	John Hiscock Andrea Bornemeier	Complete resource management plan.
Inadequate funding for research.	John Hiscock Andrea Bornemeier	Complete resource management plan.
Lack of trained staff to adequately interpret and educate.	Andrea Bornemeier	Develop formal training plan for NPS staff and Association employees on all significant themes at Pipe Spring National Monument.
Inadequate funding for alternative interpretive and educational media.	John Hiscock Andrea Bornemeier	Complete interpretive prospectus.
Lack of up-to-date interpretive prospectus for Monument.	Andrea Bornemeier	Finalize Interpretive Prospectus (review & revise).

- Physical facilities and services are well-maintained and provide for basic visitor comfort and needs.
 - Communications
 - Emergency Services
 - Accessibility (ADA)
 - After-hours services
 - Other

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of funds.	John Hiscock Terry Strong Andrea Bornemeier Don Falvey	Investigate alternative funding sources. Accurate and timely submission of requests for repair/rehab monies.
Lack of strategic plan (GMP).	John Hiscock Wayne Gardner Gloria Benson	Identify need in Outline of Planning Requirements. Set priorities in relation to regional needs.
Remote location of the monument.		Issue is addressed elsewhere.
Lack of NPS law enforcement staff.	John Hiscock Steve Holder	Investigate opportunities for partnership law enforcement.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of utilities (telephone, landfill).	John Hiscock Gloria Benson McKay Heaton Terry Strong Mayor Barlow Mayor Mackelprang Dennis Curtis	Become aware and involved in any current planning regarding landfill. Meet with local community and develop a synopsis of current situation regarding telephone services. Communicate with Utah Committee for Consumer Service regarding telephone services.
Not all resources are accessible to all people.	Andrea Bornemeier	Develop inclusive interpretation methods/media that provides for people unable to gain access all locations. Look at methods and ways for improving physical access at the monument.

- The visitor has the opportunity to experience the feeling of isolation and vast expanse of the areas, reminiscent of prehistoric and pioneer eras.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
No formal, shared planning effort for area.	John Hiscock Gloria Benson	Initiate communications.
Air Force overflights.	John Hiscock	Research existing efforts. Coordinate with NPS units in the area.

Table 3 - Human Resources

- Pipe Spring National Monument has adequate, affordable housing alternatives to meet human resource needs and to attract well qualified employees.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Current lack of housing and limited ability and space to provide housing within monument boundary and continue to protection resources.	John Hiscock	Insure that planning documents are in place that justify need, location and alternative approaches. Investigate partnership opportunities outside of the monument.

- Employees have a positive work environment
 - Adequate work space
 - Adequate tools and supplies
 - Mutual respect

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Existing facilities are ineffectively used and new demands have created additional requirements on existing space.	John Hiscock	Improve museum collection storage plan (Andrea Bornemeier, Matt Wilson, Linda Clement). Discard unnecessary supplies and equipment and reorganize work space (Andrea Bornemeier, Pat Yero, Terry Strong).
Inadequate funds to purchase necessary tools and supplies.	Terry Strong John Hiscock Andrea Bornemeier	Investigate alternative partnerships for using equipment. Continue effective use of ZNHA dollars for interpretive and research needs.
Inefficient procurement process.	Melinda Flatray John Hiscock	Investigate use of credit cards to purchase from local businesses and other alternatives.

- Pipe Spring National Monument has culturally diverse and adequate staffing levels that includes representatives from local cultures.

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Cumbersome and complicated hiring process discourages locals from applying.	John Hiscock Sharon Huber Barbara Sutteer	Special recruitment meetings with Tribes and local communities.
Lack of local hiring authorities.	Sharon Huber	Seek and use alternative hiring processes.
Lack of communication and recruitment between monument and local cultures with respect to both paid and volunteer positions.	John Hiscock Sharon Huber Barbara Sutteer	Issue addressed above.

- All employees and volunteers are adequately and professionally trained to provide:
 - Quality Visitor Service
 - Protection of Resources
 - Opportunities for Career Advancement

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Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Small staff size and inadequate funding limits training opportunities including new employee orientation.	John Hiscock Andrea Bornemeier Terry Strong	Develop training manual for orientation/operation purposes. Seek continued "fill-in" support from Zion NP. Beef-up VIP program.
Lack of training opportunities.	ZION A.O. John Hiscock	Coordinate interagency training opportunities. Maintain and support employee development plans for all employees.
Lack of resource information.		Covered elsewhere.

Table 4 - Partnerships

- Mutually beneficial partnerships with Kaibab Paiute Tribe are continued, enhanced and expanded.
 - Operational/facility/water/agreements
 - Cultural resource and significance
 - Co-management opportunities

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Lack of trust and communications between cultures.	Staff of Pipe Spring National Monument Tribal Council	Formalize regular communications. Foster informal opportunities for interaction. Pursue opportunities for consultation and co-management.
National Park Service staff lacks knowledge of local cultures and few formal opportunities to receive training.	Andrea Bornemeier	Coordinate cultural training opportunities. Complete ethnographic survey (Jack Burns, Angie Bullets).
Past history.	John Hiscock Andrea Bornemeier	Initiate development of park's administrative history. Critically review settlement and interaction history to identify areas where further research is necessary.
Limited resources for both parties.	John Hiscock Gloria Benson	Look into alternative funding and staffing possibilities.
Lack of Tribal representation on National Park Service staff.		Addressed in "Human Resources" section.
Past interpretive focus of Pipe Spring National Monument programs. Monument is insignificant/unimportant to Paiute people.	John Hiscock Andrea Bornemeier Tribal Council	Revise and finalize interpretive prospectus to include Kaibab Paiute culture and history.
Cultural sensitivity of language and implications of Monument proclamation.	John Hiscock Gloria Benson	Further discussions regarding history of Pipe Spring National Monument and cultural perspectives.

• Partnerships with federal, state and local government entities and other associations are developed to meet management needs in the protection of resource research and education, provision of visitor services/uses, and administration.

- Highway use and development noise
- Aircraft noise and intrusion
- Law enforcement and fire protection needs
- Information sharing and dispersal (marketing)
- Housing alternatives for employees
- Utilities (phone, media, communications)
- Understanding monument's relationship to local economy

Obstacles to Achieving Objectives	Owners of Obstacles	Actions
Incomplete/unclear relationship with Natural History Association.	Jamie Gentry John Hiscock	Develop scope of sales document. Establish Natural History Association employee training. Further define appropriate cafe operations.
No formal, precise representative of Moccasin.	John Hiscock	Increase familiarity with individuals.
Remoteness, or "Arizona Strip Syndrome."	John Hiscock	Continue present involvement and expand involvement. Focus on local partnerships.
Insufficiency of telephone, FAX, and e-mail communication services.	John Hiscock	Look to Mohave County Board of Supervisors and PUCs for support.
Only historical unit in land of natural parks. Pipe Spring National Monument has a lack of bargaining posture/resources as relates to other park units or central offices.	John Hiscock	Continued involvement in securing regional or cluster support for an isolated historic unit.
Lack of adequate representation of Pipe Spring National Monument and Arizona Strip interests.	John Hiscock	Addressed above.
Lack of understanding of monument's relationship to local economy.	John Hiscock	More involvement with local communities and organizations.
Lack of National Park Service connections for partnerships at regional office and Zion, especially with Arizona governments and associations.	John Hiscock	Addressed above.

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

NPS D-4e