



U.S. Department of the Interior  
Bureau of Land Management

# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

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Tuesday, July 12, 2022, 9:00 am to 5:00 pm

Approved on October 18, 2022, by the  
Grand Staircase-Escalante National Monument  
Advisory Committee

*William Weppner, Ph.D.*

Certified by William Weppner, Ph.D.,

GSENM Advisory Committee Chairman on Oct. 21, 2022



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

### ATTENDEES

**MAC:** Commissioner David Tebbs (Local Elected Official), Commissioner Andy Gant (Local Elected Official), Shea Owens (State Government), Hank Stevens (Tribal Interests), Joel Pederson (Education), William Weppner (Developed Outdoor Recreation), Sarah Bauman (Conservation), Drew Parkin (Private Landowner), Stephen Westhoff (Grazing Permittee), Jacqueline Grant (Public at Large), Lanse Chournos (Local Business Owner), Scott Berry (Dispersed Recreation), Val Jo Anderson (Ecologist), Vacant (Paleontologist), Vacant (Archaeologist).

**BLM:** Greg Sheehan (BLM Utah State Director), Harry Barber (BLM Paria River District Manager/Designated Federal Official), Adé Nelson (BLM Grand Staircase-Escalante Monument Manager), Artemisia Turiya (Paria River District Planning and Environmental Coordinator), David Hercher (BLM Utah Public Affairs Specialist), Jabe Beal (Grand Staircase-Escalante National Monument Outdoor Recreation Planner), Alan Titus (BLM Paria River District Paleontologist), Claudia Merino (DOI Ethics), Amanda Biederman (Virtual Facilitator, Environmental Management and Planning Solutions, Inc.), Becky Boyle (Environmental Management and Planning Solutions, Inc.)

**Public/Media:** There were about 55 other attendees, including members of the public, non-governmental organizations, and educational institutions. There were five media outlets in attendance. John Holland, Grand Staircase Escalante Partners; Kevin Berend, Grand Staircase Escalante Partners; Marvin Contreras, Grand Staircase Escalante Partners; Julie Brugger; Jennifer Yachnin, E&E News; Klaus Nuber, Great Old Broads; Robert King; Dennis Bramble, University of Utah; Kevin Miller; Robert Hartman; Michelle Stevens; Erich Nolan, Self Employed; Linda Whitham, The Nature Conservancy; Andrew Gerwitz; Paul Gagner, Grand Staircase Regional Guides Association, Nathan Waggoner, Grand Staircase Regional Guides Association; Lexi Peery, KUER Radio; Erin Faiferlick, BLM; Sherry Robinson, Grand Staircase Escalante Partners; Kya Marienfeld, Southern Utah Wilderness Alliance; Valerie Russell, BLM; Steph Wacha, Grand Canyon Trust; Justin Higginbottom; Dawson Hurst, BLM; Melissa Schnee, BLM; Leah Leavitt; Georgi Knauss; John King; Lisa Clark; Laura Welp, Western Watersheds; Project; Mike Popejoy, Grand Canyon Trust; Eugene Szymanski; Simone Griffin, Blue Ribbon Coalition; Pete Cooper; Tom Hoyt, Grand Staircase Escalante Partners; Hillary Angelo, University of Santa Cruz; William Stevens, BLM; Phil Hanceford, The Wilderness Society; Tim Brien; Rene Berkhoudt, Michigan Inland Lakes & Streams Association; Jojo Matson; Christa Sadler; Rick Sherman; Amy Cordle; David Dodds, Garfield County; Brandon Johnson, BLM; Taylor Glover, Public Lands Department Kane County; Clayton Cutler, Kane County; Marc Coles-Ritchie, Grand Canyon Trust.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

### GENERAL BUSINESS

#### **9:00 a.m. – Meeting Logistics**

**David Hercher, District Public Affairs Specialist.** General housekeeping items regarding Zoom troubleshooting and the public comment period.

#### **MAC agenda (see Attachment A)**

#### **9:10 a.m. – Leadership welcome**

**Greg Sheehan, BLM Utah State Director.** Thanked MAC members for their participation and service on the committee. Briefly discussed Presidential Proclamation 10286, restoration of the Monument boundaries, Interim Guidance, the upcoming Notice of Intent (NOI), and the 60-day public scoping that will commence when NOI publishes.

**Harry Barber, Paria River District Manager, and Designated Federal Officer.** Provided welcome remarks and thanked the committee for their participation. Said his goal is to ensure MAC members are supported and comfortable discussing the needs of the Monument.

#### **MAC member introductions.**

**Commissioner Gant** – Represents Kane County on this committee. A first-term commissioner and thirty-five-year resident of Kanab. He likes working with the local BLM office and has worked with BLM on plans for the last twenty years.

**Commissioner Tebbs** – Represents the constituency of people in Garfield County on this committee; residents who live adjacent to and in the heart of the Grand Staircase; the people that live here, work the land, recreate on the land, make a living on the land, and raise their families on this land. Hopes to have common-sense discussions about utilizing Monument land that helps Garfield County residents. He appreciates local BLM leadership and is excited to continue fostering that relationship with hopefully great recommendations for the management plan.

**Henry (Hank) Stevens** – Represents the Tribal interests on this committee. His first name is To' li', which means "purity, clear" in the Navajo language. He was given the name Henry when he transitioned into the educational sectors of the Western World but generally goes by Hank. Hank was born and raised here at Navajo Mountain, Naatsis'áán in the Navajo language, located in the far northern region of the reservation in San Juan County, Utah, adjacent to one of the largest reservoirs in the world. Feels privileged to be appointed by the Secretary of Interior Deb Haaland.

**Drew Parkin** – Represents private landowners on this committee and is a retired resident of Escalante. He has worked in natural resources planning and management for his entire career as an



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

employee of the Park Service, BLM, and Forest Service and as a consultant for several years.

**Jacqueline Grant** – Represents the public-at-large on this committee. She is a biology professor in Cedar City, Utah. She has worked within the Monument for several years, studying bees, native plants, and pollinators.

**Shea Owens** – Represents the State on this committee. Works for the State Public Lands Office. Born in Garfield County, he lives in Garfield County. He prefers to be called Jeffrey.

Joel Pederson – Represents the education community on this committee. Works as Department Head of Geosciences at Utah State University. He is very familiar with the landscapes of the Monument and has conducted years of research in and around those places with his students, touching on various topics.

**Lanse Chournos** – Represents the interests of local business owners on this committee. He loves to recreate in Grand Staircase-Escalante National Monument and has worked as an event organizer in Moab for 10 or 11 years. His goal is to help create an atmosphere where all users feel welcome and have rules everyone can live by and be happy with. He lives in St. George, Utah.

**Scott Berry** – Represents dispersed recreation on this committee. Retired attorney and one of the founders and co-owner of the Boulder Mountain Lodge in Boulder, Utah. Has been involved and interested in various environmental issues since about 1969. He currently serves on the Grand Staircase-Escalante Partners Board. He is looking forward to working with all members of the committee and the public in general to produce a plan that does the best job possible, realizing the vision described in President Biden's Proclamation, Interim Guidance, and the National Conservation Land System Act.

**Sarah Bauman** – Represents the conservation community on this committee. She has been a Utah resident for about 25 years, lives in Henrieville, works as the executive director of grants for Grand Staircase-Escalante Partners., She previously worked for the Canyonlands Natural History Association. She also served on the Moab City Council. She is primarily concerned with the conservation of the Monument, the biodiversity, ecosystems, and integrity of the landscape, as well as the cultural and natural resources identified in the Proclamation.

**Stephen Westhoff** – Represents the grazing community on this committee. Has lived in and around Escalante, Utah, since the first Proclamation in the mid-90s. He lives in Escalante, grew up on a farm, and has been involved with farming and ranching his entire life.

**Val Jo Anderson** – Represents Systems Ecology on this committee. He works as a professor at Brigham Young University, has been at BYU for 34 years, and is formally trained in rangeland management and land restoration. A previous president of the Utah section of SRM (Society for Range Management) and the national organization. His priority is to represent the land but also recognize the users of the land and the vital contribution they make. He represents the academic



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

perspective regarding what is happening across the Monument's landscape.

**Bill Weppner** – Represents the outdoor recreation community on this committee. He has been a resident and landowner in Escalante, Utah, since 1996. He holds a Ph.D. in biochemistry and molecular biology, has broad experience in environmental health, safety, and regulatory affairs, and is a 22-year veteran of the Escalante Volunteer Fire and Rescue Department.

### MAC BRIEFINGS

**9:30 a.m. – Ethics Responsibility Presentation (see Attachment B):** BLM Associate Ethics Counselor Claudia Merino provided an overview of ethical responsibilities while serving on an advisory committee. The presentation included:

- **Purpose of Advisory Committee.** To advise the Secretary of the Interior and the Bureau of Land Management on matters relating to public lands and resources under the administrative jurisdiction of the BLM.
- **Objective.** To make available to the Department of the Interior and the BLM knowledgeable citizens and public officials regarding operating guidelines and the preparation, execution of the plans of the program, and the use of public lands.
- **Conflict of Interest.** Ethics rules that do apply to MAC members are conflicts of interest. For example, a BLM grazing permittee and member of the MAC committee should recuse themselves from making recommendations that would affect grazing permits because it could be a conflict of interest in their financial interests. BLM supplemental regulations do require representatives to provide some disclosures of interest, so potential conflicts of interest may be identified.
- **Financial Disclosure.** As provided in 43 CFR, all members of the committee shall be required to disclose their direct or indirect interest and leases, license, permits, contracts, or claims that involve lands or resources administered by the BLM or any litigation so that the BLM may help identify potential conflicts of interest – could include indirect interest like any holdings of a spouse or dependent child because those financial interests are imputed to you.
- **Specific Party Matter.** Typically involves a particular proceeding affecting the parties' legal rights or a transaction or related set of transactions between identified parties. Examples are leases, licenses, permits, contracts, claims, grants, application controversy, charges, investigation arrests, etc.

Specific Party Matter does not include matters of general applicability, such as rulemaking legislation, formation of available policy standards or objectives, or other actions of general



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

application.

- **Direct Financial Interest.** This refers to one's financial interest, an indirect financial interest would be any financial interest that your spouse or your dependent child owns, and a financial interest means the potential for gain or loss because of government action on the matter.

Direct Financial Interests might come from a public land permit being discussed on the committee. You would be prohibited from participating as discussed in a Specific Party Matter if the subject will have a direct and predictable effect on your direct financial interest or holdings of a spouse, dependent child, or the direct financial interest entity you represent. For example, you may have an oil or gas lease on public lands, litigation involving lands or resources administered by the BLM, or similar interests that may be affected by the matter.

**Example:** A wildlife biologist is appointed to represent the environmentalist on an advisory committee that reviews and makes recommendations concerning applications to the Department of the Interior for grants to study endangered species. The representative has applied for a DIY grant to study the endangered Morro Bay kangaroo rat. The grant application is considered a Specific Party Matter because approval or disapproval of the grant application would have a direct and predictable effect on the direct financial interest of that representative. The representative may not participate and would have to recuse themselves from reviewing and making recommendations concerning this grant application.

Additionally, this wildlife biologist must recuse themselves from any advisory actions concerning any grant application related to the Morro Bay kangaroo rat or other grant applications competing for funds in the same grant cycle as this grant application.

- **Direct Effect on Financial Interest.** A U.S. Fish and Wildlife Service Advisory Committee is reviewing and making recommendations on applications for grants to fund research on the effects of over-nutrition of various aquatic species, and many organizations have submitted applications.

**Example:** A representative on the advisory committee owns an organization that conducts this type of research. However, their organization has not applied. In this case, the representative is not prohibited from reviewing and making recommendations on applications, even though their organization often competes for research grants of this sort. Because her organization has not applied, any effect on the representative's financial interests resulting from the agency's decisions to award or not award the bid to another organization would be most indirect and speculative.

- **Predictable Effect on Financial Interest.** There is a real, as opposed to speculative, possibility that the matter will affect the member's financial interest, the member's spouse or



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

dependent child, or the entity the member represents. The magnitude of the gain or loss doesn't need to be known, and the dollar amount of the gain or loss is immaterial. For example, you could submit a grant application to the BLM on behalf of a client; however, once you submit that grant application, you could not participate as part of an advisory duty on the application you submitted for the grant.

- **Notification to Committee.** Suppose you find yourself in a position to take any advisory action regarding a specific party matter that will affect your direct financial interests, withholdings of your spouse or dependent child, or direct financial interest of the entity you represent. In that case, you must notify the designated federal official and recuse yourself from participating in that action.

Before a MAC meeting, you should be looking at the agenda so you know what's on the agenda and so you can recuse yourself; if you have any questions, you want to contact the BLM ethics team.

- **The Bottom Line.** Advisory committees are in place because the government needs your expertise, experience, and insight. We don't want to let any ethical problem derail your work here, and we appreciate you being on the committee and providing your expertise.
- **Ethics Q & As.** Adé Nelson led the question-and-answer period, thanked Claudia for her time and provided MAC members with the opportunity to ask any ethics-related questions. Reminded public viewers of the start time for the public comment period and reminded viewers to register via provided Zoom registration link to participate in the public comment period.

**Sarah Bauman.** I would like to take the opportunity to talk about the process.

- How will we, as the committee, be able to operationalize the charter?
- How will information flow between the BLM and the MAC?
- I want to discuss the Consistency Review regarding the Proclamation.
- What is the plan moving forward? When will the MAC be able to discuss those types of process questions?

**Adé Nelson.** We will have a presentation from our Planning and Environmental Coordinator in which she will review those documents. As for continued conversation between the committee and the BLM, there will be an opportunity to share information. What we will save for future meetings is any deliberation amongst the committee. We haven't set up how to deliver and send out those documents because there could be quite a few out at any given time. We don't want to overwhelm committee members by sending separate emails because



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

information can be lost. We hope to develop a more set process for delivering that information. Still, we do plan on keeping committee members updated with BLM information regarding the role that the committee will play throughout the planning process. David will most likely be that point of contact serving the committee members directly. Harry and I will also be available, but the information will originate from David.

- **Hank Steven.** My position is representing the different tribes. At a certain point, I think we make time for other Tribal members to meet with the committee and give a presentation. All Tribes are diversified in terms of their cultural values and traditions and how they perceive different things such as vegetation, land, water, and whatnot within the Monument. It is something that I believe is important to the Monument; to have Tribal input from the beginning. For now, we would have about four to six Tribes interested in participating: Zuni, Paiute, Hopi, and others from within the Four Corners area. So that would be something that I would recommend to the committee. Thank you.
- **Adé Nelson.** During the scheduled Advisory Committee review, members should discuss agenda items for future meetings, as Hank mentioned.

**10:30 a.m. – Land Use Planning presentation (see Attachment C).** Paria River District Planning and Environmental Coordinator Artemisia Turiya led presentation. An overview of the presentation includes:

- **Monument Plans & Proclamations Timeline.** Displayed graphic outlining some important timelines related to the Proclamation – when the Monument was established through today. Reminded committee members that Proclamation 6920 was the very first time the BLM had jurisdiction over a national monument, as opposed to how the Park Service runs a monument.
  - So then and even now, but especially then, there were questions as to what it means for a multiple-use agency to oversee the management of a monument, which has a particular purpose, whether it is the scientific orientation of the Monument or the tribal engagement, and traditional-uses emphasis of the Bears Ears National Monument.
  - Some twenty-something years later, we are still considering what it means to have a monument on BLM lands and learning the different perspectives and values that our stakeholders have that weigh into how to have multiple-use and conservation. Conservation also has multiple uses, but multiple uses, say, extractive, grazing, or recreation, in the context of having a proclamation with a different emphasis. Grand Staircase was the first and remains the only BLM monument with an emphasis on science, and we are still sorting out what that means and probably always will be.





# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

- **Knowing the foundation helps to understand how Monument's management is unique.** In 2017, President Trump issued a proclamation that reduced the monument size and essentially took part of the lands and put them under a different management plan. Because it's a science monument, it helps to understand the foundation on which we move forward with planning.
  - The primary difference between that and the remaining monument lands was the potential for more multiple uses that were extractive or expanding such as grazing etcetera. The reality is that very little dissimilar activity occurred in those two areas; the area that stayed within and the area that was excluded from the Monument.
  - Everything about the Proclamation 6920 is inherent within Proclamation 10286. Proclamation 10286 goes into a lot more detail and diversity in terms of what's protected.
  - The Monument's history is very important to know because it gives perspective on what has and has not worked in planning in the past and recognizes that, by and large, our challenges have remained the same.
  - Proclamation 10286 requires a new management plan for the entire area. This is unusual given that we completed management plans about two years ago with a signed decision. The typical shelf life of a management plan is about 20 to 30 years. We will talk more about that later, but this is occurring because a new Monument plan is needed to ensure the Proclamation is conformed to.
- **Monument Purposes.** The original Proclamation and the most recent Proclamation inform us that the primary purpose of the Monument is to serve as an outdoor laboratory for both basic and applied science.
  - Applied Science has to do with science that helps us to do something better. For instance, we might have a project that compared a slight variation in how livestock grazing is managed. Then we might be able to use the results from that and include them in our grazing requirements to be better able to have that multiple uses and still have a standard level of soil protection.
  - There is also a continuous timeline related to paleontological resources. When the Monument was divided, the part that became part of the Kanab Field Office resulted in a timeline that was removed from the protection that the Monument offers.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

- When researchers conduct scientific studies, we should know that they will usually want to replicate the study at a different time or a different location, control groups, or a diversity of things being tested in various arms of the study. A large area like this lets scientists have those replica sites active simultaneously because each is entirely separate.
- Also, drought, climate change, and human influences on the environment are considered quite valuable scientifically to have in an area where specific baselines can be retained, meaning having a large area that buffers specific effects potentially and can be compared with areas where there are effects.
- **The Spirit of the Proclamation.** Emphasizing the tone of the proclamation, Turiya points out that the first word in the first quote is "preserved," pointing out that essentially the idea is to preserve the area of the Monument and its many resources as scientific study is ongoing. Therefore, ensuring we facilitate significant scientific discoveries for years to come is the emphasis of the Proclamation 10286.
  - The following paragraph in Proclamation 10286 relates to recreation, one of today's most significant management challenges on the Monument. It's not the Monument's purpose, and yet to properly preserve it, there are basic things that need to be addressed—for example, determining how to deal with human waste. Can we construct additional facilities, restrooms, and so forth in the Monument because, on the one hand, doing so adds infrastructure, but it also can protect resources?
  - Interestingly, Proclamation 10286 also mentions, "world-class, outdoor recreation opportunities," tying that into considering local and regional socioeconomics. So, although it's saying that this is not a Monument object, value, or primary purpose, it's imperative that we give a lot of attention to how recreation is managed, which is something MAC members and stakeholders should keep in mind.

**Artemisia Turiya.** We have the Monument's purposes and the Objects and Values to protect, but we also have other significant things that need consideration because they are challenges. For example, grazing is one consideration to keep in mind during this land planning process. So again, two of our multiple uses, recreation, and grazing, are not values for which the Monument was established. Still, they warrant consideration during the planning process for the new land management plan.

- **Monument Purposes continued.** To emphasize what is and is not a monument object and value because the Proclamation does emphasize. Related to "world-class outdoor recreational opportunities," it does not mean that this is considered a Monument purpose for which the



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

Monument was established or that it is something we need to choose to protect and restore.

- Also called out traditional multiple uses to emphasize this point. The Secretary shall manage livestock grazing as authorized under existing permits or leases and subject to existing law. Recognize that this is not the Interim Management Guidance that will come later. The Interim Guidance purpose is to ensure proper management until we have a new plan.
- Proclamation 10286 provides a vision of the future. Even after we have a new resource management plan, this is the vision for the Monument, and so this statement "shall manage livestock grazing as authorized" means as it may be authorized now. But those authorizations by various means, such as permit renewals and land management planning, might change. Then we would manage them as authorized under a new renewed permit. So, this statement isn't just about this moment in time. It goes on into the future.
- Also, very important to note is that Proclamation 10286 makes a statement not found in previous proclamations, "Should grazing permits or leases be voluntarily relinquished by existing holders?"
- Noted that this is slightly different than the language in the current BLM IM 2013-184, that generally talks about relinquishing grazing permits in the BLM, and that the Proclamation for a monument is always the mandate that trumps the other mandates.
- "Pursuant to the processes of applicable law, forage shall not be reallocated." what's different is this is not the same as the existing IM; "the Secretary shall retire from lot livestock grazing, the lands covered by such permits or leases." That's different from IM 2013-184, it is for livestock grazing purposes unless the Secretary finds explicitly that such reallocation will continue to advance the purposes of Proclamation 10286 and Proclamation 6920.
- This means that if a permit were voluntarily relinquished it is conceivable there are reasons the Secretary could elect to continue grazing. For example, if there were ongoing research that ultimately could better protect the Monument where the permit was relinquished the secretary could elect that the allotment be reallocated for grazing research. That said, permittees with existing permits and the same goes for mining claims, any valid and existing rights would still be in place.
- **Interim Guidance.** The Interim Guidance was issued Dec. 16, 2021. The main two takeaways that come out of this guidance are: between now and when we have a new management plan, how can the BLM ensure the protection of Monument Objects and Values in conformance



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

with Proclamation 10286. The second takeaway is that the Interim Guidance sets a timeline for the BLM to complete a new resource management plan, which is synonymous with land management plan, and that goal is March 2024.

- **Overview of Interim Management Guidance.** The Interim Guidance ensures that we are meeting the spirit of Proclamation 10286, and it sets the tone for how we should consider management in the future by raising specific items for consideration, such as what happens to mining, to grazing? What happens to what the BLM calls discretionary uses? There are steps to ensure conformance with Proclamation 10286.

Within that interim management guidance, it says that subject to valid and existing rights, monument lands are quote appropriated and withdrawn from all forms of entry location selections, sale, or other disposition under the public lands laws from location entry and patent under mining laws from disposition under all laws relating to mineral and geothermal leasing, etc.

The emphasis is simply that there are valid and existing rights, mining, and mineral activities have particularly complex and laws that uphold peoples existing rights, and cannot just be removed, but that we are still trying to further the purposes of the monument. This means that we will have no new claims located on the monument as of this as of the time of the proclamation. This interim management guidance is making that clear.

Emphasizes Mineral Examination Report as required by regulation. The interim guidance also points out that although this is already our due diligence, we're going to manage the activity of any mining to protect and mitigate adverse effects, as best we can to protect monument objects and values.

- **Discretionary Activities.** Section 302 of the Federal Land Policy and Management Act (FLPMA) states that public lands should be managed under the principles of multiple use and sustained yield “except that where a tract of such public land has been dedicated to specific uses according to any other provisions of law it shall be managed in accordance with such law.”

Proclamation 10286 dedicates the lands within the Grand Staircase to a specific use, therefore the lands reserved within the monument boundary must be managed in a manner that protects the objects and values for which the monument has been designated. In other words, within Grand Staircase, typical multiple use management is superseded by the direction in Proclamation 10286 to protect monument objects. Multiple uses are allowed only to the extent they are consistent with the protection of the objects and values within the monument.”



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

(Emphasis added)

- **Decisions Related to Discretionary Activities “Two-part Analysis.”** For proposals within the boundaries of the monument or with the potential to affect objects and values for which the monument has been designated, BLM must undertake a two-part analysis:
  - Conformance to the 2020 RMPs is necessary but not sufficient.
  - Proposals must be consistent with protection of Monument objects and values.
  - Must consider types of activities that were allowable and/or authorized under the 2000 MMP.
  
- **Decisions Related to Discretionary Activities – Summary.** For discretionary decisions before a new RMP is adopted, the BLM may allow activities only if BLM:
  - Determines the decision conforms to the applicable 2020 RMP,
  - Determines the decision would be consistent with the protection of monument objects and values per proclamation 10286,
  - Considers if the activity would have been consistent with the 2000 MMP,
  - Ensures the NEPA analysis for the decision addresses potential impacts to monument objects and values, and
  - Explains its determination for the above in the associated NEPA review.
  
- **Monitoring for ongoing protection.**
  - Review existing monitoring plans and update them to provide for proactive monitoring
  - The new RMP should include compliance checks for existing facilities
  - Approved uses should include adequate monitoring
  
- **Discretionary Activities – Recreation Management.**
  - Recreational opportunities do not relate directly to purposes for which the Monument was designated.
  - Proposed recreation uses must be consistent with the proclamation to be authorized, including consideration for renewal, regardless of past permitting.
  
- **Discretionary Activities – Grazing Management.**
  - Proclamation 10286 explains that, while BLM-UT should manage livestock grazing as currently authorized, grazing activities must be consistent with the care and management of Monument objects and values.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

- BLM Manual 6220 -National Monuments, National Conservation Areas, and Similar Designations provides general policy guidance for managing grazing in BLM's national monuments.
- When the BLM is considering a grazing permit or lease for renewal, the decision must be consistent with the existing plan and ensure protection of the monument objects and values.
- **Discretionary Activities – Vegetation Management.**
  - BLM staff should review vegetation management proposals with particular care to ensure protection of Monument objects and values.
- **Discretionary Activities – Other Priorities.** Inventory Monument objects and values by December 16, 2022, and establish a Monument Advisory Committee to:
  - To provide “information and advice regarding the development of a management plan, and as appropriate management of the monument, including scientific research that occurs therein.”
  - To include representatives from “State and local governments, Tribal Nations, recreational users, conservation organizations, educators, local business owners, private landowners, and the scientific community, which may include members with expertise in archaeology, paleontology, entomology, geology, botany, wildlife biology, social science, or systems ecology.”
- **Completion of a Management Plan.**
  - Prepare a new management plan
  - The existing 2020 management plans remain in effect until the BLM approves a new plan
  - Prioritize consultation with Tribes and maximize stakeholder involvement
  - Issue a Record of Decision in 2024
- **Current RMP Process.** These are Iterative Processes with Stakeholder Involvement and Transparency:
  - Environmental Impact Statement
  - Resource Management Plan



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

- **Planning Component Timeline.**

- Notice of Intent (NOI) –July 2022
  - Analysis of the Management Situation (AMS) –August 2022
  - Close of Public Scoping on NOI –September 2022
  - Draft RMP/EIS –March 2023
  - Close of Public Comment Period on Draft RMP/EIS –June 2023
  - Proposed RMP/Final EIS –December 2023
  - Protest Period\*on Proposed RMP/Final EIS–December 2023
  - Approved RMP/Record of Decision–March 2024
- \*Requires Standing

### Q & As for Planning & Environmental Coordinator.

- **Harry Barber** - Before we move into the questions Turiya, thank you for your presentation. I wanted to point out that your timeline was excellent, but that is based on the NOI getting approved and published, finished in late July. If something bumps that then that bumps the timeline. But I appreciate the timeline because that should be the timeline, but we are waiting to see what happens to the NOI.
- **Artemisia Turiya** - The timeline was not a promise. I should have said that it was, but it is our best aspiration.
- **Scott Berry** - I'm Scott Berry and I want to first thank you for that very comprehensive and thorough presentation of these processes. What opportunities do the MAC members have to participate in this planning process that you just described for us?

My interest is that I think certainly I would like to be involved and maybe others at the initial stages of the planning process, so we can contribute ideas that go to the actual organization and structure of these plans. I'm hoping we will have a chance to work with the planning team, communicate with the planning lead, and be at the table right out of the gate rather than just having to wait till these some of these planning documents to be distributed for public comment. So, if you could help me with that, that would be great.

- **Artemisia Turiya** - I'm going to give you an answer, but it might not be the answer that's desired. The way that the timeline has been working, you know we just secured contract with EMPSi, I'd have to look but like maybe a month or so ago. The pace at which we are working is often like literally like, completing something and two days later it goes public. There isn't



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

the space often to share something before it goes public because it doesn't exist.

That said, so for instance, with the AMS, it will not be in a form that anyone could review it before it goes public. As soon as it's approved, it goes public. There's a short BLM review ahead of that, but even someone like myself might just have a week or two, and so there wouldn't be time to also meet with anyone else on that topic.

Recommend that as soon as documents go public, like the AMS, which is the next important item, is to jump in on it. Now it is outside of my lane how the MAC is orchestrated, and I hear your concern and I would recommend communicating with David so that he can communicate up chain on if the BLM takes an active role in coordinating with the MAC.

I hear your concern and I'm available to talk. I would encourage the MAC, to the degree that's allowed to orchestrate itself. But I will say that it has been just recently recognized that the Charter for this MAC is written as if we already have an RMP and a science plan, which we don't. So, I would encourage people if I were in your position to be proactive with the general understanding of what a MAC is and organize yourselves around the participation in this planning process, because it's the really the only show in town practically until this gets done. So, I acknowledge that the Charter does not really outline how to do what you want, and that Charter came from far enough away from my position that I don't even know where it was created.

- **Greg Sheehan** – I think that Turiya did a good job trying to answer this question; it is a little bit complex as she stated. So how is this advisory council plugging into the planning process proper and I think the simple answer is proper. It's not in in the very sense that this is an entity that is recognized as a cooperating agency, if you will. The MAC isn't a cooperating agency, but many of you who serve as members of this Council or as this committee represent organizations, groups, NGO's, grazers, etc.

All those entities as well as you as individuals have opportunities to create input into this public process but the MAC itself isn't an entity that gives coordinated feedback proper into the planning process. So, I think that's what Turiya is trying nicely to nicely say. I'm not trying to put words in your mouth Turiya, but the MAC as an entity is not driving this. You as individuals or organizations have an equal opportunity.

We learn through this process. When we have these questions, when we have the discussions, they're going to continue throughout this process. We are hearing and listening and that is why I believe that this is an important public process, just not a voting process; a process that will inform the new guidance for our planning process.

- **Scott Berry** – Let me just jump in for a minute. Looking at the new charter, it seems to me That we do have a role. The MAC does have a role in this planning process that goes above





# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

and beyond sort of the general-public comment role in the EIS RMP process. That's what I see in the Charter, and so I guess this will be a subject for continuing conversation.

- **Greg Sheehan** – I don't discount that, Scott. I agree. It's just it's a little bit hard to figure out exactly right now. It's not a cooperating agency like a local government or a Tribe, yet it is elevated. As we listen, I think the way that a lot of the comments proper are going to need to be plugged in is through some of the comment periods or processes that we have there. So again, we need to define that and hone that in a little bit better. I'm not trying to in any way discount this group or this this MAC whatsoever. I just think it is a bit difficult for us to figure out exactly what this input looks like. So as we always tell people, make sure if you have opinions, go into our public comment processes throughout scoping and drafts and these sorts of things to make sure that those very specific comments are incorporated. Does that help, Scott? I know that's not a perfect answer. I don't know the perfect answer exactly.
- **Scott Berry** – This is not a perfect process and I understand what the direction is. So, I guess I'd like to say this will be a continuing conversation as we go down the road because the MAC is not just set up to help through a planning process. It's for sort of ongoing guidance, right? In theory, we should be trying to meet as a group a few times a year and as we move forward always be having these sorts of conversations that help us manage not just at this moment in time when we're working through a new plan, although that's a part of it, that should be ongoing. So, thank you.
- **Sarah Bauman** – When will the remaining positions that reflect the current charter be filled? Something that I want to raise in terms of the Charter, and I was happy with that presentation. I think it defines our role as committee members to make management or make recommendations to the management of the landscape that support the proclamation and the objects of significance and value that have been identified.

I was happy to hear Turiya talk about resiliency and drought and climate change.

So, I'm curious because the charter does lay out our role in providing input specifically to the science plan and how that science plan and hopefully climate change adaptation plan will play into the resource management plan.

I also want to point out that the charter is new, but the roster for this group doesn't reflect the charter. There are two open positions, paleontology, and archaeology along with several other science-based positions that are missing from this committee. I just really want to know what the plan is for filling those positions. We're about to select a committee chair and I think as David, you pointed out that chair position is going to be critical with communicating with the BLM point person, which is David, and I just really would like to



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

know when the positions will these vacant positions will be filled.

It sounds like from our conversations with you all that it could be quite some time before those positions are filled. So just like wondering how a committee that doesn't have those positions filled will be able to make recommendations to protect the objects of value within the monument without having you know what the whole intent of the body of this committee is?

I also suggest if we move forward with the committee chair position, that it's a pro tem and that we reassess this when we have a full body as determined by that charter.

- **Artemisia Turiya** – I was just going to say so that entire question is outside of my lane. I am not involved with formulating the charter or coordinating the MAC. So that would be in Dave's court. I'm happy to turn the time over to him, and I'm also looking for some management guidance from Dave or Adé on what we want to try to keep the questions right now related to the presentation documents. That's not really my call. I'm happy to do either way.
- **Sarah Bauman** – Can you answer the question about the RMP process and the science plan and how that might play into the RMP?
- **Artemisia Turiya** – I can just say some general things. I can say that it's been being considered for several months. How those come together, there are different perspectives on which is the chicken, and which is the egg. But generally, the guidance from quite higher at HQ is that usually the science plan comes after there's an RMP, so it can conform to the RMP. I've been learning that we need to ensure that the science plan is compatible with the BLM needs that come out of the RMP.

So, the RMP may show us that we have certain needs with veg that need certain kinds of science. Or the RMP may close certain areas to certain uses and that would affect where and how science occurs, and so on. I think that we've been seeing our way clear that primarily the science plan should facilitate what the BLM is trying to do in terms of management, including management of research on the monument. At this point, Greg, or anyone ss welcome to step in because I'm not in on all the management meetings, but I've had a high level of interest myself in the science plan and my understanding is that at this point it is probably best if that comes at a later stage, and given the tempo of the RMP we would not have the capacity.

I can empathize with Sarah's perspective. That was my perspective at first based on not knowing as much about science plans as I do now, but the science plan needs to address elements of how we're administrating science, and if we don't even know what the foundation of the resource plan is or the science needs yet based on, say, the AMS of different resources.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

I now see that this is outside my lane to make the decision and I'm happy to have more conversation, but the guidance now is that normally science plans come afterwards and with good reason.

- **Adé Nelson** – As a follow up to Sarah's question, members who have terms extending into 2023 and 2024 will continue to serve in those capacities until those term dates are finished. In the meantime, we will participate in a call for nominations, gather individual nominations from there and begin filling those positions as we are able. But for those members currently on the MAC, they will continue their terms end.
- **Shea Owens** – Has the BLM extended cooperative agency invitations yet?
- **Adé Nelson** – Cooperating Agency invitations were mailed I believe on June 30<sup>th</sup> via certified mail. I believe Reg Johnson is the official for PLPCO, so he should receive that and pass it along, and there is opportunity to provide alternate contacts there.
- **Joel Pederson** – Just for clarification about mineral leasing and claims, one of your slides used a phrase about the Monument's policies about mineral leasing. There was a phrase in there about how new leasing might happen if it's by exchange that is in some ways beneficial. So, there was a phrase I saw on your slide that basically said there's not going to be any mineral leasing other than by exchange, and I was wondering what does that mean?
- **Artemisia Turiya** – I think there's a misinterpretation because I don't even think the word exchange is mentioned in my slides. I gave an example of how a relinquished grazing permit could result in reallocation of forage. We could follow up offline about that because that was not the intent. The example I gave was for no new claims, no new mineral leasing, but for existing claims the party would have to go through the mineral report process that's in the Regulations. The agency would of course, as it should, do the utmost it could so that that activity does not impair monument objects and values. That was all that was intended to be conveyed. Does that help at all?
- **Joel Pederson** – Later in your presentation, you reported that there were 53 claims made. I would like to know what the BLM's next step is for those claims.
- **Artemisia Turiya** – Again, this is a complicated area of law and I wish I had my minerals person sitting right next to me, but essentially, we would go with the regulations which require that a process is followed that to verify if a claim is justified. For example, let suppose you have a claim for alabaster. We will check if there is minable alabaster before we go any further. Then there's a process for reporting that comes from the regulations, that would be the next step. Does that help? And if you reach out to me, I can give you the regulations.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

- **Commissioner Tebbs** – There's been a bit of discussion on having a quorum here today. I feel like the quorum represents the body if everybody's not there. If we have to wait for a full quorum to ever make a vote that may never happen. Hopefully, we can make that vote today for a chairperson and our membership on this board doesn't necessarily reflect our ability to act unilaterally as an individual to try to influence the process. I would hope this committee will have the ability to submit recommendations as quickly as possible. But what are the meeting rules. If we were to meet online, we still need to advertise that for the public because we would need a little time to formulate a concerted response in any of the planning processes as a committee. We can act kind of as an individual, but we can't act unilaterally to influence the planning process just because we're a MAC member, is that right?
- **Adé Nelson** – To clarify, you are asking what role the MAC plays in the planning process, correct? So, the MAC is an advisory committee, but it does not bear any impact on an individual's opportunity to act on their own and submit comments to the BLM on behalf of them as an individual. Where we get into the MAC committee and how the committee makes those suggestions to the BLM, that will be done in the pre-identified meeting dates, which I believe the next one will be October 18th, followed by another meeting December 13th. We may, at the discretion of the committee, decide to have working meetings in which no deliberation would occur, but would rather be meetings in which we could share information and gather information to present at the next public meeting. That's what I can provide as far as clarification for now. Hopefully, we can have further discussion later, but thank you for your question and that was important to clarify.
- **Drew Parkin** – You started the presentation with a discussion of the proclamation, and I've been involved with proclamations on the monument since the beginning. I know the proclamation is a critical document to depart to for planning or any management role. I think we need more discussion of that. I know we got to break for lunch, so I don't want to launch into a discussion right now, but I want to impress upon the group that I'd like to discuss the proclamation more.

**12:00 p.m. – Break for lunch.**

**1:00 p.m. – Nomination of Advisory Committee Chair:** MAC member questions initially raised were, can we nominate an interim chair and how long will this person be in this position. Committee members also discussed the need for bylaws. Upon discussion of the following, the process began to accept nominations for a committee chairperson. Those nominations were provided the opportunity to address the committee as to why they should be voted for a committee chairperson, followed by a brief period of instruction as to how the online poll would work.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

### Committee members identified as nominees:

1. **Bill Weppner:** As I mentioned in my introduction earlier, I'm a credentialed scientist. I have a PhD in biochemistry and molecular biology. With the purpose of the monument being a laboratory for both basic and applied research, I have decades of experience in both those areas. I think that based on the presentations this morning; we saw that there really is a quite a bit of regulatory affairs regarding the development of this management plan. As I said earlier, I have over 40 years' experience both domestically and internationally with regulatory affairs. So, my background and experience would all obviously be used in this position. I was also an executive for a major international corporation. So, in terms of planning and presentation, I feel I'm competent in that. But I think the real goal we should focus on is not debating whether a particular perspective takes over the chairmanship of this group, or how long it lasts. The real issue here is a goal that we have a diverse but effective committee. This is an incredibly tight timeline, in an incredibly important area. Several of us live here. My property is adjacent to the Monument. I spend a lot of my personal time volunteering to rescue people visiting the monument, and we have twenty-six years of history. A lot of changes in that time. It is time to make progress. This is not a perfect process, and it's going to take all of us working together, not just the chairmanship. So, with that, I'd ask for your vote. Thank you.
  - **Commissioner Tebbs.** I would like to nominate Bill Weppner. He's from Escalante. He has been very involved in the Monument and understands the planning process. His background requires organization. I think he will be fair. In his line of work, he must be very well prepared for what he presents nationwide, so I nominate Bill Weppner for committee chair.
  - **Commissioner Gant.** Audio issues. Indicated that he would also like to nominate Bill Weppner.
2. **Scott Berry** – Self-nominated. I'm an attorney by training and spent much of my career as a trial attorney. I've had a lot of practice in terms of public presentation, speaking in public. I think my writing skills are fairly high developed, and I have a deep understanding of the National Environmental Policy Act planning process as well as BLM rules and regulations based on now almost half a century of being involved in these issues. I think because I'm retired and have plenty of time on my hands and this is one of my main interests right now other than my grandchildren. I'm in a good position to devote the time, energy, and expertise to this process. For those reasons, I hope and encourage the committee members to vote for me to be the chairman.
  - **Sarah Bauman.** I want to bring things back to the charter because I think that we



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

need to be mindful that the purpose of the committee is laid out in that Charter. This chair position will really be key in both getting information from the BLM, sharing information from the committee to the BLM related to what aligns with the charter. So, I just wanted to 2nd the nomination for Scott.

Just so I'm clear, it sounds like we are voting today for the chair position. But then as we fill these positions and obviously some positions will be expiring in 2023, that we have an opportunity to bring on a new chair at some point, I guess in the near future. Is that a correct understanding?

- **David Hercher.** It sounds like everyone is in agreement. Yes, that is my understanding.
- **Hank Stevens.** I would also like to nominate Scott Berry. From the Tribal perspective, we have been disconnected from any input within the national monuments, and I appreciate the help that Scott gave us with the documents he shared with committee members. I believe he'd be a good candidate.

### Chair Vote Results:

**Harry Barber.** So, we have those results and looks like everybody voted and I appreciate that. We do have a very diverse group with diverse backgrounds, and I am happy to see that. Harry announced election results: Bill Weppner – 7 votes; Scott Berry – 6 votes. Please note that offline, the DFO and Monument Manager discussed Sarah's concern regarding electing an interim chair versus a more permanent chair (at least until that person's appointment expires). It was decided that the chair will remain until the committee votes again in May 2023.

**1:30 p.m. – National Conservation System Strategy presentation (see Attachment D).** Grand Staircase-Escalante National Monument Outdoor Recreation Planner Jabe Beal led presentation. An overview of the presentation includes:

- **BLM National Landscape Conservation System - 15-year Strategy.** Good afternoon, my name is Jade Beal. I'm an outdoor recreation planner here on Grand Staircase. I'm stationed in Escalante. Some of you I know, some of you I don't, and I look forward to meeting you. Today I'm going to talk to you about four topics: the National Monument, National Conservation Lands System, our guidance, and our recreation program and visitor trends.

To boil it all down, there are four main components:

- Conserve, Protect, and Restore



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

- Collaborate w/communities and interest groups. Establish connections across jurisdictional boundaries
- Partnerships
- Commitment to Conservation
- BLM Manual 6220 objectives:
  - Conserving, Protecting, and Restoring
  - Manage valid existing rights and compatible uses (ROW's, Grazing, Mining, Oil and Gas)
  - Manage discretionary uses (SRP's, Filming)
  - Utilize science, local knowledge, partnerships (Paleontology, Cultural, Grazing, Recreation)
  - Provide recreational opportunities, education, interpretation, and visitor services (Visitor Centers: Big Water, Kanab, Cannonville, and Escalante)

This is the same language as the NLCS, that includes managing valid existing rights and compatible uses, rights of ways, grazing, mining, oil and gas. Earlier someone mentioned mining, these are some mining claims out there and Grand Staircase does have an oil and gas field. It's been there for I think about 70 years. So that's still existing. It's small fraction, but this manual guides us in how we manage for those also discretionary uses, which would include special recreation permits, commercial guiding and operations as well as filming.

Utilizing science, local knowledge partnerships in our program elements. So, paleontology, cultural, grazing, recreation of those types of program elements and then providing recreational opportunities, education, interpretation, and visitor services, etc. Our policies in this manual also address these specific types of uses, and I think this is important to note because we hear it a lot. We still are multiple-use resource area, but some people think that that's not necessarily the case. The manual goes on to discuss rights, ways that would include transmission lines and utility corridors, facilities on the landscape, land use planning lands and realty actions, which would be rights of ways partnerships, recreation, travel management as even wildfire management.

So that's the overarching umbrella view of the BLM National Conservation Land System, how we are managed, and the guidance that we have now. I'd like to go into the Grand Staircase recreation program next. I've boiled this down to four main points, although there's more to this, but this is really kind of the bulk of the of the workload most days.

There are four main points that I'd like to discuss moving forward for our recreation program. We manage visitor centers, trailheads, facilities, and campgrounds. We have two recreation areas: Calf Creek Recreation Area and Deer Creek Recreation Area. We manage education



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

interpretation, signage on the landscape – that could be road signs, interpretative signs, directional signs, and any other type of signage out there, and the counties also have signage for the roads managed by them.

We are also responsible for monitoring wilderness study areas, natural areas and our recreation sites. The recreation program also oversees special designations. We have 16 wilderness study areas on Grand Staircase equaling 881,000 acres. Now a lot of people don't know that many of these wilderness study areas were created in 1980 and 1984, 16 years prior to the Monument designation. We also have 252 suitable miles of wild and scenic river that is not a designated wild and Scenic River, but those are suitable miles, so we have done the inventories and we have these 252 miles that someday if Congress decides to make those wild and scenic river corridors, then we have suitable designations for that.

We also manage national historical trails. We have the Old Spanish Trail, of which nearly 40 miles are on the Monument. We also have one research natural area, which is No Man's Mesa for a relic plant community up there.

We have natural areas which would include The Wolverine petrified wood, as well as outstanding natural areas managed in the WSAs. We have one historic site, Dane Hall, and we have the Hole-In-The-Rock Trail, which is nominated as a traditional cultural property.

Travel management. Well, this is a big discussion and I'm not really going to spend any time on it other than to say that I believe travel management will be deferred until we have a new resource management plan. However, we completed a route inventory in 2018, so that will be carried forward.

**Recreation issues.** These are our big recreation issues on Grand Staircase. Obviously, increased recreation, increased visitation demands. I'm going to show you some trends here in a couple more slides. We have a big need for recreation infrastructure. We don't have enough toilets, trailheads, and recreational facilities to meet the demand. Facilities such as parking, trailheads, toilets, and campgrounds.

Calf Creek Recreation Area has been designated since 1970. It is due for deferred maintenance and what that means is basically it's due for a facelift. The facilities are outdated for today's needs. I'm not going to get specific about Calf Creek, but that is currently in the EA process and will be out for public comment soon. I'm guessing sometime this fall.

We have four visitor centers, an entire backcountry program. We manage all these assets, and we just don't have the staffing to cover all these bases.





# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

**Vandalism.** Some of our biggest issues out there is graffiti and vandalism. That is a problem across the Western United States on public lands, cultural sites and even just canyon walls, which have become kind of a pallet for those who think this is acceptable.

**Human waste.** Another big issue we have on the Monument is improper disposal of human waste. Our current plan is to develop a human waste system requirement along the Escalante River or anywhere within 300 feet above of a water source. So that's helping but we still have a long way to go.

**OHV Impacts.** OHV impacts and route incursions are another challenge. A problem everywhere for the BLM, but Grand Staircase is only starting to receive these issues in the last few years. We have been fortunate, but that's not the case anymore. We are definitely seeing a rise in OHV issues.

**Recreation Trends.** Visitation is rising (~570,000 in 2001 to 1.37 million in 2021, which included a slight dip due to COVID). We believe the numbers were even higher, but we just weren't complete compliance, like not signing trailhead registers, getting permits and things of that nature, and by the way, we're right in line with our national parks in the region.

Other areas of increased visitation included Hole-n-the Rock Road, Skutumpah Road, Cottonwood Road, Lower Calf Creek, and Dry Fork Slot Canyons. Dry Fork is not able to accommodate any more people than it is already, which is about 40,000 visitors annually.

### Q&As for Outdoor Recreation Planner.

- **Sarah Bauman** – I appreciate the information provided. There's some good information here, but I thought that this was presentation about the NLCS 15-year Strategy and how that strategy applies to monument management. What was presented doesn't really capture the purpose of NLCS and the importance of this landscape as it relates to being part of the NLCS. That really is about conserving and protecting significant landscapes and places that have outstanding cultural, ecological, and scientific value for the benefit of current and future generations.

The BLM division for the NLCS is to be a world leader in conservation by protecting landscapes, applying evolving knowledge of bringing people together to share the stewardship of the land. I feel like there's a lot of focus on recreation and grazing, but not so much about the NLCS purpose and how that relates to Grand Staircase, and the requirements related to conservation and protection of resources; having a science plan that are connected to that.

- **Scott Berry** – One thing I noticed in your presentation is that it seemed like it was pretty much focused on our needs to increase development to meet growing visitor demand. I guess



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

just would wonder if you are going to be able to include in your future planning ways to reduce visitation. Basically, I'm wondering if part of the planning process could include considerations for reducing visitation to the monument rather than build development to support it. If we made it harder for people to visit the Monument that would serve the goal of protecting and conserving objects and values.

- **Jabe Beal** – Well, that's a big discussion point. There is so much that goes into that. First and foremost, the BLM is not a marketing agency. We market information on our website and social media, but the State and counties are really driving the tourism market. We are the recipients of those marketing efforts, so we must manage the visitation. So that is an economic consideration that I can't answer for you Scott. That's a much higher level of discussion than where I sit and probably where Harry sits. I'm not speaking for anybody but myself, but we are going to have to address permitting systems and allocations of use. That is a big discussion point now and how we're going to manage moving forward. That's not necessarily a very likable topic, but that is something we will have to do now. Can we just say you can't come? I'm not sure that's in the BLM's capacity, but we can take actions to minimize impacts by using certain areas for certain activities.

If we don't develop along places like Hole-in-the-Rock Road, Bird Trail, Cottonwood and Skutumpah Roads, what we're going to see is more degradation of objects and values. So, we want to keep visitors in areas where we can manage those impacts and ideally minimize them elsewhere.

- **Scott Berry** – I didn't expect to get an answer to that question, but I guess what I would like to know is when the planning process starts that it's not a foregone conclusion that more development will be the answer. I think, I hope as the planning process continues, the idea that various methods to reduce human impacts by reducing human visitation are considered as one of the potential responses to these risks, that's it. Thanks very much.
- **Commissioner Tebbs** – It is a little concerning to me to hear discussion of excluding visitation. It is public land, and we always get accused of wanting to destroy the resource. We understand we must protect the resource also, but we also must provide a safe place for the public to recreate. It's their land. They are going to come and enjoy it. We don't want to restrict it to the use of just a limited few. Under this designation, there are stipulations for protection of assets which we understand, but we also have safety issues. We have people die on this monument every year, and we want people to still have the right to come and enjoy the landscape. It's their land. It's all our land.

So, it's a little concerning to me that we are talking about restricting and not allowing people to come to the land in the name of protectionism and the NLCS. I don't understand that



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

document fully, but it looks like it was developed by a lot of NGOs without any input from elected officials or government entities. That's a little concerning to me that now that's the guiding document for the development of the management plan. Seems like it should be FLPMA, which has been through Congress, passed by the people, we the people, should be the guiding document, and I realize there's probably going to be some discrepancies but all the discussion on the NLCS document I don't understand. The NLCS was not adopted by Congress, voted on by Congress, or by we the people. Appreciate your presentation. Thank you.

- **Jabe Beal** – Manual 6920 is for the Monument's National Conservation Areas, which is a BLM document that addresses how we are going to work with multiple-uses. I'm sure there was public process to that, but it helps guide management when dealing with rights-of-ways, pre-existing uses, or grand-fathered uses – whatever those might be. It is not a guiding document necessarily for this planning process as I see it, but it certainly helps us as a National Monument work through those challenging discussions.
- **Shea Owens** – In terms of hierarchy, where a manual and a handbook conflict, does the BLM defer to a manual or to the handbook?
- **Jabe Beal** – I don't know that answer. I believe the manual is the overriding. I don't understand that entirely, but I could find out.
- **Bill Weppner** – The question I have is a follow up on Commissioner Tebbs comment. Both the proclamation and the interim guidance clearly emphasize an overarching concern for public safety. I'd like to see that in terms of any future discussions, that is given a lot more weight. The question I have is in terms of your visitation numbers or trends. Are those based on visitor center interactions? Or is that counting heads out on the monument?
- **Jabe Beal** – We count our visitation in multiple ways. It's an imperfect process, but we have our four visitor centers where we count heads. That is probably one of our most accurate methods because there is one way in and one way out. Outside of the visitor centers, we have road counters, infrared counters at key locations that count cars; then there's a mathematical equation based on that to give us a rough estimate of visitors for that road. Some roads are one way in, one way out, so it's an easy calculation, others are not. Other ways to capture visitation numbers include trailhead counters and backcountry permits.
- **Bill Weppner** – And I'm not trying to be argumentative with you. But in 2020, there were a lot more people out on the Monument and it wasn't a decrease where I live on Cedar Wash Rd., and you can access Hole-in-the-Rock Road in multiple ways and trust me, I'm out there a lot and there was a lot more people there in 2020.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

- **Jabe Beal** – I agree completely with that Mr. Weppner. Our numbers reflect low, but we must represent the numbers that we have. Otherwise, the data wouldn't be good for us.

**2:00 p.m. – Science on the Monument presentation (see Attachment E).** Paria River District Paleontologist Dr. Alan Titus led presentation. An overview of the presentation includes:

**Introduction.** I hopefully have some nuggets of wisdom for you regarding science, what science is, how science and the BLM are related, and specifically how the monument and science should be getting along and maybe we will talk about priorities as well. As we know where we want to go with a science plan. Although as Turiya mentioned earlier, specific timelines for a science plan aren't laid out in concrete right now.

We certainly have a vision for having the MAC involved no matter what your expertise. You don't have to be a scientist to make meaningful contribution towards our science plan, and this is an important component of our plan of planning effort and of course ultimately managing the resources.

The term “outdoor laboratory” is one that's thrown out around a lot in relation to science and science conducted on public lands – specifically in the Grand Staircase, which is relevant to our discussion today. But I really want to back up just a little bit and get everybody on board at least with what my understanding of science is before we move forward.

**Understanding Applied Science & Basic Science.** Science really is broken down into two major categories. We have basic or pure science, which consists of formal science. In formal science, it may not be what most of you would think when you hear the term formal science. Formal science is mathematics. Since it's not generally conducted in a laboratory, but it is entirely in the theoretical realm of mathematics and an abstract at that. Mathematics is considered a sort of form of science that's separate from natural science, which is just the investigation of our known world.

Formal science is very important in that investigation because it's the language of the universe. You know the mathematics part of it. Then we have social sciences, which is of course study of human behavior and by its very nature isn't necessarily repeatable in a laboratory in the same way that physics and chemistry would be.

All these basic sciences work in concert answering questions about our existence, the universe, where we came from, where we are heading, and the very nature of everything we know. At the top of this pyramid above these three basic pure sciences, you have applied science, which is essentially the application of these three foundational components of basic science applied towards a particular engineering or human problem-solving issue.

**Example.** Say you want to increase the crop yield for corn. You apply what you know in natural



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

science about corn genetics, soil, climate, watering frequencies, what not to do to maximize your crop yields in a repeatable and predictable way.

**The process of science.** Science is a brutal process because your peers essentially have no mercy on you and nor should you expect any quarter of mercy from your peers. It starts with the exploration and discovery of a particular topic. You formulate ideas as you make observations. Test those ideas, which are called hypotheses. Then you solicit community analysis and feedback, which is another way of saying peer review. Peer review is that brutal testing of your hypothesis to see whether it holds up to other analysis and is repeatable.

That's one of the very important definitions of science, being repeatable. You may then have benefits and outcomes from the science. You may modify your ideas and go back to the lab for future research. Science is a systematic enterprise that builds and organizes knowledge in the form of testable explanations and predictions about the universe.

**Atmospheric CO<sub>2</sub> at Mauna Loa Observatory.** In 1958, researchers installed an Atmospheric Monitoring Station up on top of Mauna Loa Volcano in Hawaii. They started noticing right away that there were these annual cycles in carbon dioxide up and down every year, peaks, and valleys. It turns out that's related to plants breathing. There are more plants in the northern hemisphere, so you lose carbon dioxide in the northern hemisphere, which essentially drops the overall planetary volume of CO<sub>2</sub> emissions. Over time, these observations showed that the overall level of CO<sub>2</sub> was rising quite dramatically.

Until recently, we crossed over the 400 parts-per-million threshold here within the last few years. Okay, that's one observation made by science. At the same time, climate scientists were noting that we were starting to break records on global temperature averages. Here is a plot of the CO<sub>2</sub> against the temperature anomalies recorded over the last 40 or 50 years, and there's a definite correlation. So, science would formulate hypotheses about whether these are linked to what's causing it. Is it a natural cycle? Is it anthropogenic? On and on and on?

These ideas would then be tested in the arena of peer review at research conferences and in publications.

You will then see a consensus build as to whether to accept or reject the link between the increasing carbon dioxide and the warming temperatures, and this is just one example of how science plays out and may have implications for our overall quality of life and the future of humanity.

Benefits of science include informed decision making. You're making your decisions based on rational arguments not emotion, political weight, or human need. You are making a rational decision that hopefully will have a maximum benefit to all interests. You can maximize desired



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

outcomes with science by studying what the what the best yields could be. Even traffic control in a city, you can foster understanding and appreciation of the natural world both in within science and in the public in general.

You can inspire future generations to want to know more once you've learned a little bit about a particular topic. One of the greatest examples of that is  $E=MC^2$  (Einstein's Theory of Relativity) that ultimately led to generations of physicists trying to figure out what the real implications of that are for our universe, improving human experience, quality of life, and an understanding of our origins and place in the world. You also see benefits to the arts and humanities; Jurassic World just hit the streets, and that's entirely based on a premise in science.

Science also begets a synergistic effect towards future science because it's essentially a building process in which the next step of science is based on all the work of previous generations.

As we discuss science and its application towards public lands, science is not making predetermined decisions or not usually working towards a desired decision or mandate a solution. It's only observing and modeling and informing a decision maker. The decisions are almost always based on human values, so when we talk about how to treat the land, what we should be doing with conservation, or how many visitors we should allow into the Monument, science can make informed decisions. But ultimately, the decisions are based on human values and not science.

Ideally, when science is being conducted it should be unfettered by political, financial, or ideological constraints because of this conflict of interest.

**BLM Science Policy.** This flow chart is taken from the BLM National Science Policy Implementation Strategy Manual, published in 2015. It is essentially handbook of applied science for solving issues and problems on public lands and based around solving problems for applied science on public lands versus a mandate in the 2007 National Landscape Conservation System Science that says science in a special designation area like a monument, should be focused on the scientific investigation of natural, social, and cultural resources referred to in the unit's enabling language. In other words, the resources objects and values called out in a particular proclamation that establishes a unit. Those should always be at the top of the list for scientific effort.

So back to our little pyramid of what science is and how it's how it works. You've got this part applied science called human engineering and the BLM's 2015 national policy and rightfully so. I'm not trying to critique it, but basically the national policy, with limited resources, is focused on solving big landscape-scale problems like cheat grass invasion, overcrowding on public lands, drought, etc.

**Example.** So sage grouse habitat loss is a priority in the national policy. However, in the NLCS, the emphasis is clearly meant to be on both basic science and applied science with the basic science emphasis on those objects, resources, and values spelled out in the proclamation.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

**Pros/Cons of Basic Science.** Basic science has some pros to go along with it. I just want to highlight those real quick with you. You can get synergistic partnerships with other research institutions, universities, NGOs, museums, interested citizen groups involved in science and create a lot of energy, positive buzz within a particular unit, if your science programs managed properly. You can basically lay all the interpretation of natural resources on science. Anything you have to say about the geology, archaeology, paleontology can stimulate the public's interest in a place or gain a greater appreciation for the basic science conducted within those units.

You can get a lot of good PR out of out of science. You can get good PR out of applied science too, especially when the outcome is good, but it's not always good. Many researchers who are interested in answering basic research questions rather than being directed on a particular problem at the BLM's behest, will come with outside support. You can leverage a lot of resources and get a lot more done. when you form partnerships with people that come with money ready to go towards projects. Some of the negatives associated with basic science is difficult for managers to prioritize.

If you have 15 archaeology projects proposed for funding and another 20 paleontology projects, 10 range projects, and 15 biology projects, how does a manager prioritize? They're all important, right? Because there's no pressing managerial need. It becomes a little difficult to decide what to support and maybe a little more abstract, it's easy target for critics to say what's the point of studying the mating habits of this obscure little solitary bee? Why is taxpayer's money being wasted on this? Sometimes for people that aren't familiar with how science works or how the benefits of science end up dispersing themselves into our management, it's an easy question to fall prey to. I don't know why. Why are we doing it?

**Pros/Cons of Applied Science.** Some of pros of applied science is that it's immediately useful for decision makers and immediate needs. It's very easy to prioritize because you have a burning issue, funding and maybe a research group or an agency involved to help solve a particular issue. These types of projects are very easy to sell to management because they're on the hot seat for solving issues, and it's easy to define the scope of research because it's defined by the problem needed to be solved rather than an open-ended question about how many different species of dinosaurs is in Grand Staircase.

Generally, the con with applied science is that it's a pay to play with contractors. You have a problem and you're going to need to pay for a solution. It's not as often that outside agencies or universities and museums are interested in bringing their resources to the table to solve a problem for the BLM. It does happen, but generally a little more difficult, and in the end if you conduct a lot of science and a decision goes against the rationales that science lays out, it can be very discouraging and feel like maybe it wasn't worth the effort.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

**National Conservation Land System (NLCS).** The NLCS has morphed into the National Conservation Lands (NCL), and I'll be using those two acronyms interchangeably for the remainder of the of the talk. This is a quote from their science strategy in 2007, "The science strategy for the National Conservation Lands, (i.e., monuments) responds to the legal mandate in the enabling legislation and proclamations to promote and foster **both basic and applied science** by presenting a plan to facilitate scientific understanding of the BLM and NLCS units."

**GSENM's Outdoor Laboratory.** The term outdoor laboratory was coined in the early 2000s, right after Monument's first management plan was signed. I don't think the language is actually in the original proclamation from 1996, but I could be mistaken, but it certainly is in Proclamation 10286, where it talks about a living laboratory and an outdoor laboratory.

So, this is a quote right out of the most recent proclamation that Grand Staircase will "serve as an outdoor laboratory on the frontier of scientific research that continues to regularly reveal important insights into our planet and our past ... Reservation of these lands will preserve the living laboratory within the monument boundaries that will facilitate significant scientific discoveries from years to come."

So, what is it about this place that makes it such an ideal outdoor laboratory? Well, let's start with the geology which is mentioned repeatedly in all three of the proclamations related to Grand Staircase, it has a 260-million-year sedimentary record bedrock record with a rich and significant Cretaceous strata/fossil records. You have an incredibly rich fossil record and historic geologic record dating to between 100 million to 70 million years ago, so about a 40-million-year span.

There are other bedrock units within the Monument, including the Morrison and Chinle formations, which date to about 160-to-210 million years that also contain significant fossils. It is very typical of the Colorado Plateau ecoregion. Basically, you can encapsulate anything about the Colorado Plateau within Grand Staircase. So, it makes it typical for anybody wanting to study the environment of the Colorado Plateau, which is beautiful.

It is a vast expanse of land, just short of 2,000,000 acres covering five major vegetation zones from sub-alpine all the way down to essentially upper Mojave or Upper Sonoran Desert. It has over 260 mapped soil types, meaning there is an incredible diversity of microenvironments within those five major vegetation zones for biologists. This is an incredible opportunity, and in keeping with the last statement, basically any typical Colorado Plateau environment you may want to study, it is represented here in Grand Staircase.

It has a very diverse flora and fauna for botanists, zoologists, and herpetologists to study. The insect diversity is very high and that may be a function of its remoteness and untrammelled nature.

It has 660 bee species, which I'll talk about a little bit more in a second and then a minimum of 12,000





# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

years of documented human history, and now that we know humans have been in North America for at least 23,000 years based on work down in New Mexico, we could push that record substantially farther back with additional research.

**Monument Priorities.** So, let's talk about Monument priorities for science. This is taken right out of Title IIA 2009 Public Lands Omnibus, which are the marching orders for the BLM in creating the National Landscape Conservation System and giving us a framework upon which to manage national monuments that we are to “conserve, protect, and restore nationally significant landscapes that have outstanding cultural, ecological, and scientific values for the benefit of current and future generations.”

There is also language that suggests that when this mandate comes in conflict with FLPMA, that this is the overarching rule rather than FLPMA and multiple use.

Site specific activities in Monuments and NCAs will be managed in a manner that is compatible with the protection of the objects and values for which these areas were designated. Multiple uses may be allowed to the extent they are consistent with the applicable designating authority, other applicable laws, and with the applicable Land Use Plan. This is derived from Manual 6220, which was brought up earlier by Jade. This manual was developed because of directions given in the Public Lands Omnibus. So, it's developed as a response to a signed bill, meaning that even science is subject to these rules, that if a scientific project is going to threaten the outstanding cultural, ecological, and scientific values of a monument, it would be disallowed. So really, science is overridden by these priorities.

**Science in GSENM – 2002.** I want to give you a sampling of science projects that have occurred in Grand Staircase over the last 22 years or so since I've been here just to give you an idea of the breadth and the scope of the research as well as the significance and some of the highest impact work that's gone on here in Grand Staircase.

So back in 2002, the numbers I were able to mine and come up with from old permits and spreadsheets indicated, that two years after the original plan was signed, we had about 24 basic research projects and those would be divided up between paleontology, biology, archeology, geology, and culture. About one-third of that was paleontology, one-quarter was biology. So, paleo and biology

**Science in GSENM – 2019.** In 2019, I decided to collect data from that year because of how COVID really affected the way research was done. Research programs essentially went on hiatus for a couple of years once COVID started. So, this is the last good typical data I would have. So now you've got 45 or almost double the number of research projects permitted within Grand Staircase, and this would be within the reduced boundaries. Oh, and we had three applied science projects in 2002. Jump forward to 2019 and we still have three applied projects, not the same projects but there are three ongoing. What I would consider applied science projects, dealing with range or



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

visitor management, and then 45 basic research projects. So, you can see it is, and maybe rightly so, heavily skewed towards basic science.

Paleontology has approached nearly half of the actual research permits for basic science, but that number can fluctuate wildly because each permit is a separate dig site project and those come and go, sort of. They're coming and goings fluctuate wildly over any given year, and so moving along then to some of the highlights of all these projects.

**Monument Science Headliners – Martian Blueberries.** In the early 2000s, Margie Chan from the University of Utah was studying iron precipitation within the Navajo Sandstone. She noted that the little balls that form within the Navajo are iron. Colloquially named, Moqui marbles, that looked like images being sent back by the Mars Rover. Chemical analysis of the Mars Rover balls showed that they were iron oxides, and that the chemistry must have been like form Moqui marbles here on the Navajo Formation and within the Mars' shallow alluvium or shallow bedrock.

The implication was that chemistry requires water, and that this is an indication of much higher water contents in the past, which made international headlines. That work is still going forward. We had a recent paper published in 2019 by a Japanese researcher clarifying and refining the model of iron formation and saying it's even more closely related to the Martian blueberries than we thought.

**Monument Science Headliners - Akainacephalus.** Of course, every time we name a new dinosaur, it makes international headlines. This was Akainacephalus named in 2019, we had a press event over in Big Water. We had an enthusiastic turnout from local and state governments, and everybody felt good about naming this brand-new club tail dinosaur and it's always like that anytime we name a dinosaur, you know, the news goes international.

**Science in GSENM – 2021.** In 2021, I was able to publish a paper on the death and burial history of a family of Tyrannosaurs recovered from the central part of the Kaiparowits Plateau. It was the first multi-individual large predatory dinosaur bone bed ever found in the southern U.S., so it was unique for the whole southern portion of the country, and the implications were that that these animals lived and perhaps haunted in packs, which of course again made international news. Even though we weren't naming a new dinosaur, we were inferring behavior that was very attractive for the media to pick up and run with.

**Endolithic Microbes – Clemson University.** I'm going to scale it down just a little to talk about some of the science projects that we've had that haven't involved international attention but that I find fascinating. One is a project by Harry Kurtz from Clemson University, looking at the microbes that live inside the top few millimeters of a rock.

One would think a rock is a dead, inanimate object, but a rock's outside surface is teeming with microscopic organisms, including many kinds of bacteria, including chemically synthetic bacteria, photosynthetic bacteria, sulfate-reducing bacteria, and metal-eating bacteria. It's just incredible.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

The diversity of life on a microscopic scale found in the first few millimeters of a rock surface, and who would have thought?

It turns out these bacteria and microorganisms are very important for forming desert varnishes on sandstones which later become rock art sites in some cases, and the reason we see colors brought out at the 20-mile Wash Track Site. The microorganisms are what make those dinosaur tracks visible to the tourists today, so they become an important part of our interpretive story too.

**Dark Skies Inventory – Weber State University.** And then we were state in conjunction with the International Dark Skies for light pollution in the region, and determined that Grand Staircase is right in the middle of this sweet spot, where there's no overlapping light halos from major metropolitan areas, leading to the conclusion this is one of the darkest night skies on the entire Colorado Plateau region. So, a beautiful place to come and set up a telescope.

**Pollen Coring/Dendrochronology Project.** Sponsored by the CPAA, Colorado Plateau Archaeological Association on 50 Mile Mountain. They found Douglas fir stands on top of 50-mile, not just isolated trees but actual stands of Doug Fir up on top until about 900 years ago, at which point, all the Doug fir disappeared and were replaced by Pinyon Pine, which coincides with the start of the downfall of the ancestral Puebloan Culture.

**Native Bee Studies – Olivia Carril.** Olivia has collected extensively throughout Grand Staircase and tabulated 660 species of native bees, which is 17% of the total diversity of all the bees known from the entire continent of North America. I find that staggering. It's an incredibly high diversity of bees, and the take home message from this study was that it turns out that they're doing quite well, even though we see bee populations declining in other areas.

Preliminary reproduction of the original survey shows that bee populations in untouched areas like Grand Staircase may be holding their own in terms of numbers.

**Mexican Spotted Owl Habitat Modeling – Montana State University.** We didn't really know much about MSO's, but we knew we might have potential habitat. In response to their endangered species listing status, researchers created models for Mexican spotted owl habitat went back with actual on the ground surveys and found out.

A lot of those areas that the model said would have Mexican spotted owls did, and Harry told me we recently documented some MSO's neck nesting in canyons where we didn't think they were before.

**Penstemon Genetics Study – Brigham Young University.** Penstemon genetic studies have yielded documentation of 17 different species within the Monument, including two essential endemics and several hybrids which have become interesting for evolutionary studies on this popular plant.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

**Recreation Baseline Study – Colorado Mesa University.** Turns out that most of the nearly one-million tourists who come here annually are seeking naturalness and tranquility, meaning they want to be alone. So back to Jabe's presentation, that can be quite a challenge for land managers.

**How to Build a Healthy Science Program** – How do we develop a science plan that emphasizes both basic and applied research? You need to ensure that staff positions are filled by experienced researchers fluent in the scientific method. Looking towards the future, we should require staff to engage with the broader research community, especially if they're resource specialists.

We need to prioritize research in budgets, for both applied and basic. We need to maintain an effective communication plan for disseminating research results to upper management and the public, and we need to conduct annual reviews on how the scientific advancements can be integrated into management and public education and interpretation.

I think if a science plan is framed as such, covering these bases, we can map out priorities for basic and applied research and have a good science plan. With that, I'd like to conclude by tentatively throwing out a potential homework assignment for our MAC. We are going to write a science plan here in the future. As Turiya said, the timing of that is still uncertain, but we'll get a current draft.

The current draft we have from 2019 is just a list of applied science priorities for the reduced monument, and so it really does need revision. It also needs to reflect more accurately the national conservation land science directives, especially towards basic research directed towards resources, objects and values within the proclamations, and we need the maximum input. There is no question about that. We need to identify key gaps and baseline knowledge for objects and values identified and proclamation 10286. We need to identify priorities for applied research, and lastly, you don't need to be a scientist to make a meaningful contribution to this process. Thank you very much.

### Q&As for District Paleontologist.

- **Joel Pederson** – I'm wondering if you can share with me the scope and reality of the science program at the monument, how many science staff persons are there and what is the sort of trajectory of personnel and funding for the science at the monument itself?
- **Dr. Titus** – That's a great question, Joel. I'm probably going to have to defer to Adé and Harry, but I will make the observation that the science program coordinator is a top priority right now on our hiring list. In terms of resource specialists, I would say that we are sort of thin. We have had some turnover and we would be looking to fill some resource specialist positions. I know botany position is going to be advertised here in the future.

In terms of the science program coordinator, which is probably the most important position



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

related to science, integrating science into the plan, and drafting a science management plan, that is the most important position right now. I'm only acting as a permit administrator right now and not officially a science program coordinator. But I do wear the hat of permit administrator.

- **Harry Barber** – Joel, this is Harry. I agree with everything Alan just said. He's done a great job getting our permitting program going where it needed to be the last several years while we have been without a science coordinator. We are now looking at our table of organization to see where we can incorporate a science coordinator. One of our biggest obstacles is budget. If we had a budget such that we could just ask for the money and start hiring positions, we would do that. We would have multiple biologists, paleontologists, etc. Now we are thinking that we have money to get a science coordinator and we are trying to determine when the best time to do that will be. Considering other needed positions, what comes first, the science coordinator or others? Se we are considering it in our future.
- **Joel Pederson** – It sounds like there's only a few people, and I guess the last part of my question is, what is the trajectory for more funding? Do you have one? Is there a sense of better days ahead or if this is how it is going to be?
- **Harry Barber** – Depends on how you define the trajectory. If you fire an arrow and it's ever going to come to the ground or just stay up, it's going to land out there somewhere. We have asked for more funding. That doesn't mean that we're going to get the funding. We're asking for funding. Bears Ears is asking for funding, other non-monument units are asking for funding and so we don't know right now. The short answer is we don't know. Perhaps a longer answer is we keep asking and then maybe somebody will look our direction and give us more. We did put together quite an ask some months ago, and are waiting for a response. But again, we think we'll be able to get a science coordinator. It's just a matter of trying to determine when we can do that and looking that in alignment with the other positions we're trying to get filled.
- **Sarah Bauman** – I just wanted to thank you all for that presentation. My question is a mix for Alan and maybe other folks. You gave us homework, which is exciting to contribute to the science plan and obviously that's also in the new charter. I'm just wondering how you envision that happening and maybe this is something that will work out in the subsequent meetings. Then on the funding side, I think one of the things that we can do as a MAC is to support those funding proposals that are public, private partnerships and reach out to academic institutions, helping to bring resources to bear for the BLM so that it's not all reliant on what's approved from the BLM budget.

It would be great maybe to work with staff to understand policy, where the needs are, and how



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

we as a committee can help address those needs. Do you have any response or thoughts on where you see us fitting in in terms of roles related to the science plan?

- **Dr. Titus** – Harry, do you mind if I take a crack at this first? Happy to have you follow up. The first order of business is to identify those basic science needs and applied science needs that would be priorities within a science plan.

I think input from the MAC on that question is critical. Yes, I am a little concerned that we don't have a paleontologist and archaeologist participating. I don't know if there's anybody sitting in the seats right now and they just weren't able to participate in the meeting or if those were vacant.

But before the MAC would address those questions. I'd like to see a more well-rounded expertise at the table to give their input. That is a critical step in a science plan. The nuts and bolts of a science plan can be boiler plated out of any number of examples from national or local policy, but it's identifying the specific needs for an individual unit where the rubber meets the road. I believe the MAC is uniquely qualified to help us with that, given the breadth of expertise, opinions, and perspectives represented here. So, I've talked to David and Harry about this, and we're all in agreement that this would be a key role for the MAC, and we would also reach out to the scientific research community with regional interests or with specific interests in Grand Staircase to assist with that. So, we will have to dovetail input from the MAC from the research community. But I think that would be a very important, meaningful contribution toward a workable, defensible, and beneficial science plan in the long run. In terms of timetables for this, we are in the middle of the RMP and that complicates us being able to focus solely on getting a science plan, and as Turiya mentioned earlier maybe we don't want to get the cart before the horse if some specific plan prescriptions are laid down in the RMP that would preclude certain places for certain types of research. It would be a mistake to have those mandated before an RMP is signed.

At the very least, we do want to have those in concert rather than one before the other, like a science plan before the RMP, but it's not too early to start polling people and getting a laundry list of priorities together, starting with those outlined in the proclamation.

Not necessarily the next MAC meeting but the one following in December, David and I discussed soliciting input from the MAC where we would request input be drafted by the MAC and submitted to the BLM, collectively outlining your feelings for science priorities. In the meantime, we will have to map out some methods, procedures for doing that.

- **Sarah Bauman** – Okay, that sounds great. I guess I have one other question that is related but not specific to the science plan. I know that the beyond data consistency review with the



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

proclamation, is that something that we as a MAC can review so we understand as it relates to the new Charter and our role to make recommendations on projects, etcetera. That would be more of a Harry question.

- **Dr. Titus** – Yes, because that wouldn't necessarily apply to identifying science priorities or any role the MAC would have with the science plan. So, I'll defer to Harry for that.
- **Harry Barber** – We're taking good notes and in terms of the consistency review, anything that we think we can pass along to the MAC, we will determine whether we can do that. I think your first, question in terms of the funding and what the MAC might be able to do, I also think that's a great point. As we come to the MAC and we talk about things we need, I think it would be good to have a collective opinion from the MAC that we can present to the state director, regarding funding and other things. We are going to continue to push from our end to fill more positions and we're hoping to see that come to fruition. But right now, I just don't know when we're going to be able to get more positions beyond maybe the science coordinator.
- **Scott Berry** – Would you recommend that science be used to help identify and shape programs that will most effectively protect Monument objects and values, given the science purpose behind the monument?
- **Dr. Titus** – I think that's a natural outcome of a scientific research program. But again, back to my point and my slide, decisions regarding implementations of plans like whether or not to protect something, whether or not to put quotas on visitors, whether or not to force people to carry wag bags, whether or not to allow certain types of vehicles on roads, and whether or not to allow target shooting.

These are management questions based on human values. Science can certainly inform, but ultimately, those decisions regarding resource management will be based on human values and not science. Science will always be there to inform, but ultimately the decisions are made independently of science. No, I'm not and I don't want to make it sound like science is being discounted or is not a part of the decision-making process in the BLM. It always is, but a decision to do something or not do something isn't necessarily mandated by science.

- **Scott Berry** – I guess what I'm thinking about, and I appreciate your discussion about a basic and applied science, but it seems to me that science would look at this starting at the very top. Science would ask, can we go to science to tell us how we can best meet the goals of the proclamation?

So, I mean it seems to me if you start at the top then you're going to find a scientific purpose



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

throughout the plan. Whereas if you wait until you have a plan in place to figure out what you are going to do with science then you are getting the cart before the horse. I'm interested in your own personal views too, like wouldn't that make sense to you as a scientist to ask that question? How can science tell us how best to accomplish the goals that are in the proclamation?

- **Dr. Titus** – Absolutely! The goal of the proclamation is a human value, a desired condition as a human value. Science could potentially or would potentially inform you how to best reach that condition or resource state that you have decided you want based on a human value.

You're right, and science needs to be there in concert with the decision-making process and the planning process. So, although a science plan out in front of a resource management plan is probably a mistake, some degree of synchronous development of these plans is not out of the question or off the table. I should say that they should be informing each other.

- **Artemisia Turiya** – Just to speak to the point that was raised about the importance of science and Management, and Alan concurred, and I had spoken about this as well. An important part of the applied science is if there ends up being science or we have had science on the monument that helps us to make better decisions in the future or that will help better manage ongoing situations, such as certain restorations, grazing or things like that. Inherently, the planning process under the National Environmental Policy Act includes working with subject matter experts, interdisciplinary team members and asking them the Monument should be managed, which includes questions for your resource. What kinds of science and monitoring would be specifically helpful for you? Those are the types of questions we are formulating now internally, in terms of using science to better manage their resources.
- **Bill Weppner** – This is a question for Alan. I hope you agree with me that an important responsibility of science is education. In the early 2000s, I was on a very short-lived Monument Education Committee to develop a curriculum for the Monument to be used for the education of children. It was disbanded, but I'd like to ensure that gets revisited. I think the Monument, especially as we use the term "a living laboratory," is important for the students of Kane and Garfield counties because it's a big part of our lives here. To that end, have you connected with Gayle Pollock, the director of the Bryce Canyon Natural History Association and the High Plateau Institute? Because he's done a fantastic job in doing that type of thing.
- **Dr. Titus** – Bill, thanks for that question. Yeah, a couple of aspects there. One is, I know Gayle since before I came to work at the Monument in 2000. We met in the late 90s over a shared passion for Tropic shale, ammonite fossils, and we have worked on and off over the years. Most recently we were talking about shared visions for monument or museum in Garfield County somewhere. But it's been several years since I've had any direct conversations with Gayle. To your statement about education and science. They should never be separated.





# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

One should always be the handmade of the other because they feed each other synergistically. In my presentation, the very last point of a science plan is to annually review whether we're effectively communicating the results of the science, both internally and externally.

To the public, that's education, and that would include getting out into the schools, getting out into the communities with our public lecture series, something that in the past, NGOs have helped us out with.

I admit we have a shortcoming in that department because when Mary Dewitz retired as the education coordinator, that position was not affectively taken on by anybody else. We need an education outreach coordinator who was usually the focal point of getting that science message out into the communities and schools, arranging for field trips and in-class visits in the past. Grand Staircase Partners was assisting in that department, but that's not happening now either. I would say that is one of our Achilles heels in our science program right now. But I believe it's important, and I think we need to consider all the various management options before us, that we should be thinking about trying to get that program back up and running. Thank you.

- **Hank Stevens** – I'm kind of in a position where I feel like you folks are all almost three decades away. It's been 26 years and we have barely got a glimpse of travel input, which was initiated in 2018. It is something that as we to start moving along, you are going to find that the Tribes are going to be expressing limited input from the Tribal perspective. In essence, what I am saying is that the Tribes have been disconnected from this Monument, not due to money. What caused the disconnect was Public Law 85-868, which created the Glen Canyon Recreation Area.

Before that, tribal members were able to travel into the vicinities of these monuments prior to their establishments. I believe that our first discussion from Tribal members should be generational trauma, because of access being taken away.

Sitting here listening to Dr. Allan's presentation about scientific studies initiated within the Monument, but we have yet had tribal perspective of how we look at the land, vegetation, waters, and wildlife that are in the area. These are things that we might focus on when initiating Tribal consultation because it could be sensitive. I'm just putting this out there for the committee and the people on the call.

We might also find derogatory names in an area even though they might not be in the Monument they might be in counties adjacent to it.

I really don't want to see a short-lived opportunity for Tribal Nations to consult. Another thing



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

that I have not heard anything on is a Tribal liaison or Tribal staff that is on board with Grand Staircase Escalante National Monument. There should be some type of indigenous education for all Tribal members to reacquaint ourselves, our cultural values, traditions, and Tribal rituals that used to be practiced within the Monument, and with other initiatives that the BLM and Forest Service people overseeing the Monument can learn so we can start working together to find a solution; perhaps through cross-cultural training with committee and community members living in or near the Monument. So those are just some brief ideas that I want to throw out for consideration and hopefully committee members can recognize our position with the National Monument. With that, thank you all.

- **Sarah Bauman** – I just want to follow up on the kind of community-based education that our organization has previously participated in with the BLM, and we are absolutely wanting to continue that. We've shifted some rolls in terms of Grand Staircase-Escalante Partners but are enthusiastic about supporting science and the community.

We also work closely with the Escalante River Watershed Partnership. Last March, we sponsored the symposium along with SUU aimed at Collectively Understanding Land and Water Resources. So that's an incredible body of government, made-up of government agency representatives, NGO's, individuals, scientists, biologists, and botanists. That group is really dedicated to the conservation of the landscape and is a great resource for helping to promote science within Grand Staircase and regionally.

Alan, I would love to talk more about ways that we can partner with the BLM, counties, and schools. We have worked in the schools before helping with science programs. It's definitely something not just us, but also Grand Canyon Trust, SUWA, and other NGOs are really excited about bringing resources to bear for that. Thank you.

### 3:30 p.m. – Public comment period

**Laura Welch** – My name is Laura Welch. I work for the Western Watersheds Project, and I really appreciate this opportunity to talk to the MAC today. I used to work as a botanist on the Monument, and I am somewhat familiar with the issues and with the Monument Advisory Committee. It is good to see the MAC reconstituted after so long, and I look forward to participating in these public meetings in the future. As someone in the conservation community, I am interested in ensuring that the MAC supports science-based management, and I hope it will play a more active role than in the past by staying informed of the actions that are being proposed and fulfilling its advisory role.

I have heard today some comments alluding to the need to continue multiple-use management on the Monument in the context of natural resource protection, and I wanted to note that the NLCS guidance allows for multiple use only if it will not impair the objects and values for which the



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

monument was established. I urge the MAC to carefully consider all the evidence supporting a determination that a particular use will not negatively impact monument resources because these determinations haven't in the past not been science based.

Multiple use is controversial. So it's incumbent on the MAC and the BLM to avoid personal bias and political pressure, which means they should clearly outline the basis for a decision. Doing so not only allows the BLM to show that science is the primary basis for making a decision, but it is also the best way to get stakeholder buy in. I would also ask you to consider that the BLM manages over 200 million acres for multiple use and just 35 million acres for conservation and the NLCS system. So, I think it's fair to promote conservation and resource protection over the more consumptive multiple uses.

I was also struck by the idea in Turiya's presentation that if a project was approved under the 2000 Monument Management Plan, then that kind of sets a precedent that would allow similar projects under the new management plan. If you take this approach, I urge you to clearly and narrowly define when precedent would be applied.

Not everything that was done on the Monument in the last twenty years was in conformance with the 2000 Monument Management Plan. So, I would hope that precedent opinion would not allow these non-compliant actions to be authorized simply because they were done before. If precedent is to be evidence, strict sidebars are needed to ensure that inappropriate projects are not perpetuated.

So finally, I am optimistic about this new MAC, and I wish the committee the best of luck as it moves forward. Thank you for your time. I appreciate it.

**Nathan Waggoner** – My comment is concerning guides and outfitters on the Monument. Unfortunately, this is the first time in 26 years that there is not a current SRP holder serving on the MAC. Outfitters and guides have been on the MAC for that many years, and during that tenure we have defended the items of antiquity stated in all the proclamations and strove to find creative compromises with our land managers and stakeholders to ensure our livelihood is protected on public lands.

Guides and Outfitters have always been a part of Grand Staircase-Escalante National Monument. We've conducted our trips in accordance with our issued special use permits and ensured that our clientele enjoys safe and responsible excursions.

We have helped our small communities grow as the popularity of the monument increased. We have championed the science and research conducted within the Monument by highlighting it in our tours, and I believe this is why the 2000 Monument Management Plan required that guides and outfitters have a seat on the MAC.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

Currently we are the only stakeholder not represented that makes their profits solely on our public lands. We are a sustainable industry that aligns with protecting the antiquities stated in the most current proclamation and the charter requires a representative that holds an SRP to be a member. So, I am bringing that to everybody's attention and letting you know that it would be wonderful

if we could get a representative within the guide community; that a SRP holder represent our industry and help continue to support our local economies here by presenting some of the wonderful things that we know about our National Monument. I would also like to mention too the MAC members in Escalante and surrounding gateway communities that we have started a regional guide association called Grand Staircase Regional Guide Association, in that we have all our members primarily composed of the local people here who guide on the National Monument in the Boulder, Escalante, and in the Kanab region.

Through this association, we have helped to promote the voices of the guides on the National Monument, and we have a lot of wonderful resources within our organization to help define what we do and how we can help protect the monument and support its antiquities.

So, if you guys need help with any of those things or comments or are looking for information concerning our industry and how it operates on the Monument, we would love to have you reach out to us. I will also probably talk to David about providing our website information. Those on the MAC who know me can just contact me here in Escalante. Thank you.

**Jojo Matson** – My name is JoJo. I'm an archaeologist with a Navajo Nation, but I'm here on my behalf as a researcher through Western Colorado University on collaborative management strategies on ancestral lands. To Hank's point, tribal engagement through management of landscapes throughout the West is starting to change.

I am hopeful this MAC is going to embrace some of the precedence that has been set for the adjoining borderlands. Bears Ears being one of the largest new collaborative management strategies with tribal communities being at the front of that management strategy, not as a consultation after the fact to get approval on some of these components of management. There's also precedence in the Grand Canyon on collaborative management strategies. To the point of this being a science monument and not necessarily a cultural resource monument, I think that's being questioned. They pushed a lot and in recent management strategies for traditional ecological knowledge, being emboldened as a source of both cultural and scientific embraced together.

I think that something that could be done incredibly well in this monument. As I said, there's precedence nearby to kind of look toward making more stable ecosystem service frameworks, which is work I'm doing and a lot of my research on looking how our landscapes connect going across these boundaries. We have a lot of collaboration in adjoining landscapes as I said, and I hope that maybe we can work together to make some of these movements more cohesive across these



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

boundaries because there are a lot of boundaries that are moving constantly depending on the agency that's in charge or depending on the status of legislation. Whether it's moving those boundaries, land grants going back, leases being sold to settle lands. Things like that change constantly, but if we can work together and have a cohesive science-based, culturally based resource management system.

I feel like this could be a great opportunity to move forward and set a new precedence for how this can look. Thank you for your time.

**Simone Griffin** – My name is Simone Griffin. I live here in Escalante. We are property owners, and business owners here. My kids are even 8th generation here. I used to be the high school math teacher here, so I do have a unique perspective when it comes to the public education here. I'm currently the policy director for a nonprofit organization called Blue Ribbon Coalition.

We represent recreation interests of all forms motorized and non-motorized public lands users. Earlier in the meeting today, Monument values were discussed, and it was stated that recreation is not one of those values or priorities. However, a Monument value is to preserve historic and cultural values, and I just would like to note that oftentimes these roads and some of these recreational interests do have a historical and cultural values.

Many roads have a purpose and a need with a history of use, and whether it's motorized or non-motorized, for many of these guides it's part of their heritage, their culture to go out canyoneering. So, recreation in an around-about-way still has that value.

NEPA was also discussed today. One thing I do is try to help the public engage in the NEPA process because it is a confusing process for many people, and it was stated that comments need to be well articulated. Sometimes that can intimidate people from commenting and being a part of the public process. I just want to note that any comments made will have standing and must be legally considered through NEPA. That NEPA is required to consider a broad range of alternatives. So even though it was stated multiple use is superseded to protect Monument resources. NEPA requires a range of analysis and oftentimes closures are all that is analyzed, but multiple management solutions need to be analyzed as well, to be compliant with NEPA.

As for the comments questioning if we're going to make it harder for people to visit the monument, I just would like to note that in April of this year, the Department of Interior released their equity action plan that addressed access for physically disabled and for marginalized communities; lack of roads is one of those issues. Making it harder for people to visit would go against this equity action plan. Thank you so much.

**Christa Sadler** – My name is Christa Sadler. I live in Flagstaff, Arizona, but a big chunk of my heart resides in the monument. There I am a scientist. I'm a geologist, paleontologist, and a naturalist. I work with ecology, biology, and archaeology. Lots of different subjects. I've done research on the



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

monument. I've written about it. I have guided on the Monument, and I do a lot of education. So, I'm kind of wearing a lot of hats and I came up with some thoughts not ahead of time, but really after listening to this meeting today. The first sort of random thought is that we talked about needing hoping that the MAC could help push or support the request for more funding for things like a science coordinator or perhaps more actual scientists.

I absolutely, wholeheartedly support that. I also think it would be very valuable to have MAC support or help push for greater funding for things like more rangers out on the land. It appears that we're not going backward but forward in terms of increasing visitation, and I can anecdotally state that I have seen a lot of damage, whether it's intentional or a lack of education, and I think there's one person for the entire Monument. We need more people out there supporting the public, supporting the land, and educate and protect.

I also want to mention that the Monument is complex. Alan beautifully mentioned that there are massive numbers of soil type, different life zones, and I just want to reiterate that anyone representing a particular category recognizes the complexity of their subject.

I think it might have been the ecologist, who introduced himself as providing an academic perspective on rangeland management, and I support that. But not all the monument is rangeland, and nor should it be, and there's a huge amount of ecology there.

So, I just want to beseech all of you who represent a specific subject or specific use that you recognize the complexities. And finally, I just am hoping that we can all find a way to stop this place from becoming a political football so that we don't have to go do this again in another two years. Thanks very much.

**Linda Whitman** – My comment is a little spontaneous and I really appreciated this discussion today. It was interesting. I'm a former MAC member from the early 2000s, back when Larry Stevens was our chairman, and it was a wonderful experience because of what we did in that period.

No matter where we came from, we left our hats at the door and worked collaboratively to address issues that we cared about. I really hope that this new MAC will do the same because it's important to not be so much of an advocate rather than trying to see how we can come together on issues. That said, I have been involved with Grand Staircase Escalante Monument for several years. I have met, several monument managers and have had great relationships.

When it was formed in the beginning, the fact that research and science was the emphasis of this Monument really rang true to me because I'm a biologist myself. I have met many of the original folks that were involved in the monument over the years, and you all are probably aware that there has been an amazing erosion of funding and capacity.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

We lost so many great researchers, and it was involved in tremendous amount of litigation from counties who were opposed to the creation of the monument. What started out as excitement rapidly became something more and reducing our ability to manage the Monument. I think the original resource management plan if any of you have read it is fantastic. If we could implement the original management plan that would be great. I think you guys are doing a fantastic job, and I appreciate your time. Thank you.

**Phil Hanceford** – I want to echo what Linda just said, that was a great comment. I want to congratulate you all on your MAC appointments. I'm so glad the MAC is up and running. I was also an active MAC member for a couple of terms and helped lead a land health subcommittee. I think there was real progress made, and like Linda said, differences were set aside to try and solve problems and provide recommendations. I hope this MAC takes on that same vision when it addresses the Monument Management Plan, with the same scientific rigor and mission of what's provided in the proclamation and possibly consider a subcommittee to address advocating for additional funding.

Earlier, I think it was mentioned that the consistency review report is complete. It should not only be released to the MAC but to the public as well. I think a lot of people would love to see it, and it should be a public document in the interim.

I appreciate all of you and your service. I wish I could be there with you in public. I wish I could be there to shake hands with each of you, but I'm there in spirit. Thank you.

### 4:00 p.m. – Advisory Committee Review.

**Bill Weppner** – I'm very glad to hear the public comments. I guess I know some of those people, perhaps not personally, but I know some of them as residents and people that visit the Monument. I guess I would have liked a larger number of comments if that was possible. I realize there are time constraints, but I don't think it truly reflected perhaps the complete diversity of comments that we could have received, and I hope maybe in the future we have an opportunity to open up the door a little longer and get a wider variety of comments. Excellent comments though.

The first one that I'll respond to and then I'll open it up to a general discussion, is Nate's comments about the guides and the representation or lack thereof on the MAC, and I understand his concern.

I know what Nate does in Escalante as a guide. I know there are more guides in Escalante. I'm not sure that the BLM ever had the intention of having every possible special interest group represented on the MAC, so it is up to us and certainly I will reach out to Nate to make sure that we have the best connections. Outfitters and guides are an important part of the economy. There are a wide variety of issues with guides, as Commissioner Tebbs knows, in Garfield County, and perhaps Commissioner Gant in Kane County. But I want to make sure people feel there is a very open pathway to communicate either with myself or with the entire MAC. With that said, I'd ask if anyone else would



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

like to chime in.

**Sarah Bauman** – I want to echo support for Nate and the guides and outfitters that I know have a long history in the Monument in all sorts of different recreational areas, as well as contributing to the economic development of the communities. One thing I'd like to mention is that as I was hearing folks speak and thinking about our role contributing to the to the science plan and how we define science. I'd just like ask the MAC to try and get on the same page of how we define science and ensure that indigenous knowledge and perspectives are included.

Then as we look as a group to make recommendations when we're considering the natural and cultural resources, aligning ourselves as much as possible with this shift in terms of who is managing these cultural sites. There's a lot of a lot of things happening at the federal level to support indigenous communities and the tribes that are connected to this landscape and their ability to play a leadership role in managing sites, and then also access for cultural and traditional purposes. So, I guess I just wanted to recognize that. I think that is something important for Grand Staircase, especially given, Hank's comments related to from the very beginning, meaningful engagement or consultation with the Tribes related to how the land was managed. I know we are working on the RMP and that a co-management plan would be an addition to that. Thank you.

**Scott Berry** – With respect to public comment as our process goes forward, I'd like to look for direction on that. I go back to the charter and paragraph three, which states our objectives of this MAC - to provide information on science issues, and the achievement of management plan objectives.

So, I guess with those instructions in hand, I think the type of public comment that the MAC would find most helpful would-be comments framed in the terms of science, and what science tell us about how best to achieve our goals. I would oppose public comment that's just directed at collecting all the myriad opinions that that every group or person in the world has about the Monument.

I'm not saying those are in unimportant, but I think they lie outside the ambit of the instructions that this committee has. So anyhow, that's just my thought on the type of public comment that would be helpful to the committee, and just to clarify, when I was talking earlier about making it harder to visit the Monument, I guess what I was trying to think about was the idea that we can solve our human management problems with more and more development. It is the kind of belief that we can solve traffic problems by building more roads. Anyone who is familiar with the Salt Lake Valley has come to question that because the more roads we build, the more traffic we see.

I think that rather than just meeting the immediate needs in front of our face, we should ask what the best way is to try and in broad terms about how to meet these management challenges. In some cases, development certainly will be the right thing to do. But there will be in other cases where we may think we may conclude that more development is just going to encourage more and more visitation, which is important only to the extent that it results in more damage to resources in the park. So





# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

hopefully that's a little more sophisticated view of what came across. Maybe as you know, I was attempting to keep people with disabilities out of the park. I worked as a lawyer in the disability field for five years, so I'm fairly cognizant of what those obligations are, and I certainly have no intent to promote discrimination against disabled people.

**Bill Weppner** – Hey Scott, just to your first point that you made, and I think Simone Griffin addressed this, we want to make sure we welcome all comments from the public because it's important to get that breadth of input. If we try to ask for things done in too specific a way that might intimidate people and prevent them from adding value to the MAC. Let's just be open and make sure we get the information. Well, I think I guess I'd say I think maybe that's the thing to do.

**Scott Berry** – I mentioned this to Dave Hercher last week is that to avoid being overwhelmed and have sort of the force of the MAC diluted by trying to cover the complete field of opinion about the Monument, some separating of the wheat from the chaff so to speak, a system for that needs to be thought about so that what the committee is focused on is the science and scientifically grounded suggestions, and spending less time trying to simply serve as an input device for all the various opinions that are out there because I think the MAC will get swamped. Its ability to accomplish the goals we have been assigned will be reduced if we try and be the answer to every opinion, every claim that comes in.

You're a scientist. I'm sure you do that in your own life where you try and say, well, everybody's entitled to opinion. But opinions need to be washed, in terms of what logic and science suggest. It's work and that's kind of what I'm suggesting that the MAC must consider having a process to engage at that level rather than engage on that much broader general point of view.

**Drew Parkin** – First Bill, congratulations and I will be very supportive of getting good things done. Picking up on Scott's point, you know I've been in this business for 45 years. I think I'm beyond having been in the business, but I've certainly worked for about 45 years on natural resource related controversies, and it seems to me one thing I've learned is everybody everyone defines science the same way, but they interpret it differently.

I believe the main way people interpret science is caustic, how does science serve my needs? As opposed to science that serves the needs of science. I see it all the time. I mean, I do it sometimes myself. You know, you're looking for a way to rationalize what you've already determined to be the right answer. I think that one way we could narrow down our focus on science. Scott, I'm speaking to you here because I agree with you, but keep in mind what I'm saying. We are not looking at science as something that supports my values or my needs, but science as supporting science. It will be a great trick if we can somehow make that happen. I don't know if it's possible or not.

**Scott Berry** – I totally agree Drew. That's exactly what I want to focus on, science that objectively serves the interest of the Monument percent to the marching orders we've got, which is to protect



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

these objects and values.

**Bill Weppner** – I'm going to add one quick comment. I think it's up to us as a MAC to reach out to other scientists to ensure that we're applying whatever information we have in the right way. Then let's do it. We have got to be effective. I'm going to come back to a comment I made earlier. We have a very tight time schedule, and we really must work effectively with the BLM to get them the information they need.

**Commissioner Tebbs** – I guess after listening to everybody's presentations, my concern is that eventually when it comes to a grazing permit holder or recreational permit holder there is going to have to be a judgment call made. You are you're going to try and base that in science, but science can be definitive. You have a hypothesis. You try to prove that, but it can also change over time.

My concern is if a permit fee or a permit is called into question, somebody's going to have to make that judgment call. And that that's my concern going forward. Who makes that judgment call and how? Would it be permanent if conditions change? We are messing with people's livelihoods, their experiences on the Monument, access to the Monument and someone will have to make that judgment call. I want to know who will be making that judgment call. Will it be a biased judgment call?

Because I don't think you're going 100% say that science is behind this. You're still going to make the best judgement call you can, based on the information you have. And are those going to be permanent? So those are some concerns I see after listening to the presentations and public comments today.

**Joel Pederson** – I'm kind of going back to a previous subject. I want to just echo my support for Hank's proposal that we set aside time in the future to listen and learn the Native American perspectives on the landscape and science better. It is not an easy thing for us to do. Speaking as a scientist and an administrator at a university, this is something that we have grappled with and done poorly in the past and you cannot do science that is place based, whether it is geoscience or whatever, unless you consider Native American perspectives on those places. So, I want to just put in a vote that we take time to do that at a future meeting.

**Hank Stevens** – This is kind of an unknown territory. That is why I was saying that we have been disconnected. This is not a criticism or anything, but I do believe that when we start initiating Native American perspective to the land, water, vegetation, air, and universe. We could very well be contradicting science. So, we have to kind of navigate different scenarios and at some point, we must start setting the stage to determine how we will incorporate a Native American perspective into a National Monument that already has a Bible, if you will.

You know, it's already written and now we are incorporating another ethnic group into this document.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

Change can start trickling down to purpose and location, and then we need to determine how far in depth we need to go, from a Tribal perspective. We need to create scenarios to show how the Native American life has evolved, how we get statistics and data, and how far back we go to some of these studies. That's where science and Native American knowledge has come together to acknowledge these differences and come to terms with connection of places. Before the migration of the Western world, these lands had names, and those are things that we might have to start incorporating into the management plan.

**Example.** Boulder Mountain is the English name for a certain area of the Monument, but we call it "White Face," and if you live near Tropic looking from Bryce Canyon, you are looking at the western side of Boulder Mountain where you will see that the mountain sticking out has a white texture to it. That is where it gets its name.

This is one example we might have to throw on the table and consider how we perceive these certain Native American names. And that's only from Navajo. Now, Now, what about Zuni? How about the Ute and the Paiute? They have a name for Bryce Canyon if you will. So, these are different scenarios that should be considered.

As for funding, I believe we can develop a plan to have government agencies help fund Grand Staircase-Escalante National Monument at our level because we are doing it at Bears Ears. We have five tribes right now that are laying out plans for mine management.

One of the things that I really want to do, and this is kind of a passion, is education. There are so many plants and vegetation out there that we have totally forgotten. We need to introduce these plants to students. One is the Yucca plant, which is used in Tribal puberty ceremonies when a young lady becomes of age.

So, what are the chances of maybe introducing a ceremony within the Monument to let's say a young lady living in Seattle. She is totally disconnected from the Native American world. But if we can plan to bring this young girl from Seattle down to the Monument, it would make a dream come true. Our kids are always looking at Facebooks and all that. I would suggest that MAC members go onto Facebook and put in Navajo puberty ceremony, and you will get a brief glimpse of what I am talking about. This is something we could do which could go a long way for the National Monument.

But this is just little stuff that I'm talking about now. As we start transitioning into the plan and the discussion, I'm always on board with trying to get Tribal members' input on the National Monument. So, with that though, yeah, I can talk forever on this. Thank you.

**Jacqueline Grant** – I would like to thank the public for their comments. That is helpful for us in the MAC, and as an educator and someone who runs a Museum of Natural History, I appreciate all the interest in expanding education and outreach on the Monument and working with partners such as



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

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Tuesday, July 12, 2022, 9:00 am to 5:00 pm

universities and museums and other partners. That's going to be useful as we move forward on our charter and then second, Bill, congratulations on becoming the chairperson for this committee. We'll appreciate your guidance as we move forward. The one thing that I'd like to address here is that our last item on the agenda is to review these comments and then formalize recommendations to the BLM. That seems a little bit fast moving, but when I look at all the description of our duties under the charter, we currently have nine specific duties we are supposed to address and each involves providing information, advice, recommendation and helping the BLM identify opportunities to move forward. I'm hopeful that as we move forward and start planning for our next meeting, perhaps we can divide those nine items up amongst us as committee members and start considering the public comments as they relate to those nine specific areas.

We've talked a lot about science today, but collaboration is one of those nine items. Wildfire is one of those nine items, ecosystem approaches and a lot of these nine items involves developing collaboration and bringing information together from many different sources, to help the BLM move forward on their plan. So, I guess I will leave with that. Bill, do you have any homework for us as we start to prepare for our next meeting? Thank you.

**Bill Weppner** – David sent me an e-mail while we were discussing, and I'll be having a telephone conversation with him later this afternoon. So obviously there's some logistics to work out where you know how to get a hold of me, and I know how to get a hold of you and how we can best share information. Jackie, I agree that we need to divide up the workload and part of the effectiveness that I talked about is us getting right to work and doing it in as organized fashion as possible. So, I will take the recommendation and I promise that I will get back to you as quickly as I can. I need to get my feet wet a little bit with how exactly I'm going to be able to work with the BLM.

**Drew Parkin** – I think it would be helpful to have a contact list. We have the list of committee members but I don't have any emails.

**Bill Weppner** – I'll make sure to get that sent to the committee. Obviously as we are in a public meeting, we can't share that information right now, but I'll make sure that contact information is disseminated. Any other comments?

**Jacqueline Grant** – When should we set on our calendars to expect to hear from you about next steps and hopefully not the week before our next meeting in October?

**Bill Weppner** – You will hear from me probably within the next 24 hours, as quickly as I can get information from David and get a feel for how the BLM wants us to interact. I'm going to make one last comment from one of the public comments that was made and that was That I heard a very sincere wish that we leave baggage at the door and that's my term, not hers.

We are a diverse group, and some of you I know or know of. I'm sure some of you know or know of



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

---

Tuesday, July 12, 2022, 9:00 am to 5:00 pm

me. And we may have different perspectives about the monument, it's creation, 26-year history, and how we want to move forward. Some of us are residents of Escalante, Garfield County, and Kane County. We all have the different opinions, and what we need to do is be able to respect each other.

We need to be able to share information. I'm going to keep focus on effectiveness. We can't necessarily represent every ideology or every political position that's out there, and we've got to guard against that. You may not like it and feel free to express your displeasure, but recognize that if it starts to overwhelm the functioning of the MAC, I'm going to call you out on it. We have got to move forward, and we've got to address issues responsibly and respectfully. That is something I would ask of all of you. Does that make sense? If anyone wants to object, speak up now. Okay, do we have any other comments? I know it's late in the day. Everybody's hypoglycemic, so David, I don't know if you want to take over from this point. Does anyone else any BLM staff have any comments that they'd like to make?

**Greg Sheehan** – Bill, thank you for your leadership, and for taking over MAC. Thank you all for participating. I was able to listen to most of your meeting today. The public comments were good to hear, the range comments from Commissioner Tebbs, ensuring that we remember lifestyles and those who live there. Thank you to Hank Stevens for reminding us of the value of learning from those who lived here long ago. I think it was a day filled with good conversations. We have lots of work to do.

Again, part of that it takes us through a planning process over the next couple of years but part of it keeps us moving forward. This MAC dates back a very long time, and as I said earlier, we rely on this very valuable feedback. I think you each become sort of a mouthpiece for sharing information. So many of you live locally in those gateway communities and can talk to people, get feedback, and help channel that dialogue back to us.

So again, I thank all of you for your time. I wish we were able to meet more frequently. I think our next meetings in October, but we will continue to listen and learn. Thank you.

**Harry Barber** – As we finish the day, I want to thank everybody and echo Greg's comments. I thought the presentations went well. If you have questions for BLM staff, you're welcome to call and talk to them individually, as I know we couldn't get every question addressed today.

Scott and Bill, I want to thank you for throwing your names in to represent the MAC. Congratulations Bill, you are now the committee chair and I appreciate your willingness to lead this committee. It's a diverse group. We've talked about that several times today and we look forward to working with each of you. Thank you very much for your time today.

**Greg Sheehan** – Could I say I'd be remiss to not recognize our staff who did such a great job today. Harry and his team, Adé, Turiya, Dr. Titus, and other support folks. There was a lot of good information presented today, so thank you all for your support.



# Grand Staircase-Escalante National Monument

## Monument Advisory Committee Zoom Meeting Notes

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Tuesday, July 12, 2022, 9:00 am to 5:00 pm

**Scott Berry** – There were several documents mentioned today, the consistency review, road inventory from 2018, and a couple other documents that came up in conversation today, and I think it would be very helpful for the MAC if the BLM could make those documents available to MAC members. Thank you.

**Bill Weppner** – I'd like to thank everyone as well and I look forward to working with you. I'm going to assume that e-mail is the best way to communicate with each of you. So, as I promised Jackie and she's going to hold me to it, I will be in touch with you within 24 hours.

**David Hercher** – Thanks Bill. So, I have an email ready to forward. It contains contact information for each committee member, and I will forward this shortly. Thank you, everyone. We will be in touch shortly. Have a good afternoon/evening and take care.

-BLM-



**Grand Staircase-Escalante National Monument Advisory Committee  
Virtual Meeting Agenda  
July 12, 2022**

<b>TIME</b>	<b>TOPIC</b>	<b>PRESENTER</b>
9 a.m.	Online meeting logistics	Meeting facilitator
9:10 a.m.	Welcome and Introductions	(1) Harry Barber, Paria River District Manager (2) Greg Sheehan, BLM Utah State Director
9:20 a.m.	Agenda review  Purpose: Discuss nomination of an Advisory Committee Chair (scheduled for after lunch), review roles and responsibilities.	Harry Barber, Paria River District Manager
9:30 a.m.	Ethics Training	DOI Ethics Official
10:15 a.m.	Break and reminder to public to register if they wish to speak during public comment period	Adé Nelson, Acting Monument Manager
10:30 a.m.	<ul style="list-style-type: none"> <li>• Introduction of Proclamation 10286 as the foundational legal instrument for the management of the Monument</li> <li>• Presentation of the Interim Guidance issued by the BLM on Dec. 16, 2021</li> <li>• Current Resource Management Plan (RMP) update</li> </ul> Purpose: Inform the Advisory Committee and public on the agency's new planning process, RMP Preparation Plan development, timelines, and future milestones	Artemisia Turiya, District Planning & Environmental Coordinator
11:50 a.m.	MAC member Q&As for Planning & Environmental Coordinator	Artemisia Turiya, District Planning & Environmental Coordinator
12:00 p.m.	Break for lunch and reminder to public to register if they wish to speak during public comment period	Adé Nelson, Acting Monument Manager



**Grand Staircase-Escalante National Monument Advisory Committee  
Virtual Meeting Agenda  
July 12, 2022**

<b>TIME</b>	<b>TOPIC</b>	<b>PRESENTER</b>
1:00 p.m.	Reconvene to nominate Advisory Committee Chair.	Adé Nelson, Acting Monument Manager
1:30 p.m.	Introduction of the National Conservation System Strategy 15-year strategy (2010-2025)  Purpose: Inform Advisory Committee how 15-year strategy applies to Monument management	Jabe Beal, Grand Staircase-Escalante National Monument Outdoor Recreation Planner
2:00 p.m.	Presentation of science on the Monument  Purpose: Provide an introduction and review of science on the Monument and BLM's efforts toward gaining a science coordinator and developing a Monument Science Plan	Dr. Alan Titus, District Paleontologist
2:30 p.m.	Break and reminder to public to register if they wish to speak during the public comment period	Adé Nelson, Acting Monument Manager
2:45 p.m.	Provide management vision for the Monument	Harry Barber, Paria River District Manager
3:00 p.m.	MAC member Q&As	District Staff
3:30 p.m.	Public comment period	Members of the public, (sign up will be provided for those interested in providing oral comments).
4:00 p.m.	Advisory Committee review, discuss and consider public comments  Purpose: For Advisory Committee to formalize recommendations to the BLM and identify other discussion topics for future meetings.	MAC Chair and Advisory Committee
5:00 p.m.	Adjourn	All



# Attachment B



## Federal Advisory Committees and Ethics Responsibilities of Representative Members

- ▶ Departmental Ethics Office Presenter:  
Claudia Merino, Associate Ethics Counselor, Office of the Solicitor, Departmental Ethics Office, U.S. Department of the Interior
- ▶ Contact information: [claudia.merino@sol.doi.gov](mailto:claudia.merino@sol.doi.gov) or at Microsoft Teams, or you can contact the BLM's ethics email inbox at: [blm\\_wo\\_ethics\\_office@blm.gov](mailto:blm_wo_ethics_office@blm.gov)



# FACA Advisory Committees and BLM Advisory Committees

## Attachment B

- ▶ Members of Federal Advisory Committees Act advisory committees may come from both the public and private sectors.
- ▶ These individuals provide the Government with needed expert advice and diverse views.
- ▶ Composition of BLM Advisory Committees shall:
  - Be structured to provide fair membership balance, both geographic and interest-specific, in terms of the functions to be performed and points of view to be represented, as prescribed by its charter.
  - Be formed with the objective of providing representative counsel and advice about public land and resource planning, retention, management and disposal.

# Attachment B

## BLM Advisory Committees Purpose and Objective

Purpose - Advise the Secretary of the Interior and Bureau of Land Management on matters relating to public lands and resources under the administrative jurisdiction of the Bureau of Land Management

Objective - To make available to the Department of the Interior and Bureau of Land Management the expert counsel of concerned, knowledgeable citizens and public officials regarding both the formulation of operating guidelines and the preparation and execution of plans and program for the use and management of public lands, their natural and cultural resources, and the environment.

## Representative Members

- ▶ Council members and members of general-purpose subgroups shall be representative of the interests of the following 3 general groups:
  - ▶ Persons who: Hold Federal grazing permits or leases within the area for which the council is organized; represent interests associated with transportation or rights-of-way; represent developed outdoor recreation, off-highway vehicle users, or commercial recreation activities; represent the commercial timber industry; or represent energy and mineral development.
  - ▶ Persons representing nationally or regionally recognized environmental organizations; dispersed recreational activities; archeological and historical interests; or nationally or regionally recognized wild horse and burro interest groups.
  - ▶ Persons who: hold state, county or local elected office; are employed by a State agency responsible for management of natural resources, land, or water; represent Indian tribes within or adjacent to the area for which the council is organized; are employed as academicians in natural resource management or the natural sciences; or represent the affected public-at-large.
- ▶ The Federal ethics rules that apply to Federal employees do not apply to representatives.

U. S. DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

GRAND STAIRCASE-ESCALANTE NATIONAL MONUMENT  
ADVISORY COMMITTEE

CHARTER

1. **OFFICIAL DESIGNATION:** Grand Staircase-Escalante National Monument Advisory Committee (Committee).
2. **AUTHORITY:** This Committee is established pursuant to Presidential Executive Order 13807, “Modifying the Grand Staircase-Escalante National Monument (Monument) (81 FR 10171, February 2, 2017), and is consistent with section 309 of the Federal Land Policy and Management Act (FLPMA), as amended (43 U.S.C. 1739). The Bureau of Land Management (BLM) has established standards and procedures for the creation, operation, and termination of advisory committees. Refer to the 1995 amended BLM regulations (43 CFR 1784.2-1); avoidance of conflicts of interest (1784.2-2); calls for nominations (1784.4-1); notice of meetings (1784.4-2); records (1784.5-3); course of instruction for members (1784.6-1(h)). The Committee is regulated by the Federal Advisory Committee Act (FACA), as amended (5 U.S.C. Appendix 2).
3. **OBJECTIVES AND SCOPE OF ACTIVITIES:** The Committee shall provide recommendations and advice to the Secretary of the Interior (Secretary) regarding the development and implementation of management plans for the Grand Staircase, Escalante Canyons Units and, as appropriate, management of the Monument.

# Attachment B

## Committee Charter Language

The U.S. Department of the Interior addresses potential conflicts of interest of its advisory committee representatives through the inclusion of certain ethics responsibilities in the committee charter.

# Attachment B

## Current Ethics Requirements in Charters

**Non-Federal Members.** Non-Federal members of the Committees and subcommittees appointed as representatives are **not subject to Federal ethics statutes and regulations.**

However, **no non-Federal Committee or subcommittee members will participate in any Committee or subcommittee deliberations or votes relating to a specific party matter before the Department or its bureaus and offices including a lease, license, permit, contract, grant, claim, agreement, or litigation, in which the member or the entity the member represents has a direct financial interest.**

## Committee Charter Language Specific to Bureau of Land Management (BLM) Committees

- ▶ As provided in 43 C.F.R. §1784.2-2, all members of the Committee shall be required to disclose their **direct or indirect interest** in leases, licenses, permits, contracts, or claims that involve lands or resources administered by BLM, or in any litigation related thereto.
  - ▶ **For the purposes of this paragraph, indirect interest includes holdings of a spouse or dependent child.**

# Attachment B

## Specific Party Matter

- ▶ A specific party matter typically involves:
  - a specific proceeding affecting the legal rights of the parties: or
  - an isolatable transaction or related set of transactions between identified parties.
- ▶ Examples include leases, licenses, permits, contracts, claims, grant, application, controversy, charge, investigation, arrest, enforcement action, request for ruling or other determination and related litigation which involves lands or resources administered by the Bureau of Land Management.



# Attachment B

## Specific Party Matter

- ▶ “Specific party matter” does not include matters of general applicability, such as:
  - rulemaking;
  - legislation;
  - the formulation of general policy, standards, or objectives; or
  - other actions of general application.



# Direct and Indirect Financial Interests **Attachment B**

- ▶ “Direct financial interest” means one’s own personal financial interest.
- ▶ “Indirect financial interest” includes holdings of a spouse or dependent child.
- ▶ “Financial interest” means the potential for gain or loss as a result of governmental action on the matter.
- ▶ Direct or indirect financial interest might arise from:
  - A permit on public land being discussed by the committee.
  - An oil or gas lease on public land.
  - Litigation involving lands or resources administered by the Bureau of Land Management.
  - Any similar interest that may be affected by the matter.

# Attachment B

## Direct and Predictable Effect on Financial Interest

You are prohibited from participating in a specific party matter only if the matter will have a direct and predictable effect on your direct financial interests, or the holdings of a spouse or a dependent child or the direct financial interests of the entity you represent.

# Attachment B

## Direct Effect on Financial Interests



- ▶ A specific party matter will have a direct effect on a financial interest if there is a close causal link between any decision or action to be taken in the matter and any expected effect of the matter on the financial interest.
- ▶ An effect may be direct even though it does not occur immediately.

# Attachment B

## What is NOT a Direct Effect on Financial Interest


The chain of causation is attenuated or is contingent upon the occurrence of events that are speculative or that are independent of, and unrelated to, the matter.

The impact on financial interest occurs only as a consequence of the specific party matter's effects on the general economy.

# Attachment B

## Predictable Effect on Financial Interest

There is a real, as opposed to a speculative, possibility that the matter will affect the financial interest of the member, spouse or dependent child, or the entity the member represents.



The magnitude of the gain or loss doesn't need to be known.



The dollar amount of the gain or loss is immaterial.

# Attachment B

## Only Advisory Duties are Restricted

You may act, outside of advisory duties, on behalf of self or others, in a specific party matter before DOI that affects your financial interests.

You may not act, as part of advisory duties, on that specific party matter.

# Attachment B

## Notification to Your Committee



▶ If you find yourself in a position to take any advisory action regarding a specific party matter that would affect your direct financial interest, or the holdings of a spouse or dependent child, or the direct financial interest of the entity you represent, you must:

- ▶ notify the Designated Federal Official; and
- ▶ recuse yourself from participating in that action.

Look at the agenda prior to the meeting to see if there are matters listed from which you may need to recuse. Contact the BLM Ethics Team if questions.



# Attachment B

## The Bottom Line

- ▶ FACA Committees and BLM Advisory Committees are put in place because the government needs your expertise, experience, and insight.
- ▶ Don't let an ethical problem derail the good work you are doing here.



# Attachment B

## Questions?



- ▶ Your Ethics Point of Contact is Claudia Merino, Associate Ethics Counselor, Office of the Solicitor, Departmental Ethics Office, U.S. Department of the Interior
- ▶ Contact information: [claudia.merino@sol.doi.gov](mailto:claudia.merino@sol.doi.gov) or Microsoft Teams, or you can contact the BLM's ethics email inbox for general inquiries at [blm wo ethics office@blm.gov](mailto:blm_wo_ethics_office@blm.gov).



**NATIONAL  
CONSERVATION  
LANDS**

# Attachment C

## Land Use Planning on the Monument

Understanding the Foundations and Basic Components of Current Resource Management Planning





U.S. Department of the Interior  
Bureau of Land Management

# Welcome!

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**Artemisia Turiya**  
**Planning and Environmental**  
**Coordinator**

Bureau of Land Management

Paria River District

669 S. Hwy 89A, Kanab, Utah 84741

435-899-1504, [aturiya@blm.gov](mailto:aturiya@blm.gov)

# Attachment C





# Overview of this Presentation

- Foundational history for planning on the GSENM
- Proclamation 10286
- BLM Director's Interim Guidance
- The Land Use Planning Process
- Current Land Use Planning (new RMP)

## **Attachment C**



# Review of Monument Plans and Proclamations Timeline

## Attachment C

Sept. 18  
1996

PROCLAMATION 6920 DESIGNATED APPROXIMATELY 1.7 MILLION ACRES AS A NATIONAL MONUMENT, TO EMPHASIZE THE DIVERSE AND INTACT PHYSICAL, BIOLOGICAL, AND HISTORICAL RESOURCES THAT PROVIDE FOR A SCIENCE FOCUSED MONUMENT. THIS WAS THE FIRST TIME A NATIONAL MONUMENT WAS ESTABLISHED UNDER THE PURVIEW OF THE BLM. ADDITIONALLY, ESTABLISHING SUCH A BLM UNIT FOR SCIENTIFIC PURPOSES WAS AND IS UNIQUE.

Oct. 9  
1998

FOLLOWING THE CREATION OF GSENM, CONGRESS PASSED THE UTAH SCHOOLS AND LAND EXCHANGE ACT, WHICH ADDED APPROXIMATELY 200,000 ACRES OF STATE LAND INHOLDINGS TO THE MONUMENT, FOR A TOTAL OF ABOUT 1.9 MILLION ACRES.

Nov. 15  
1999

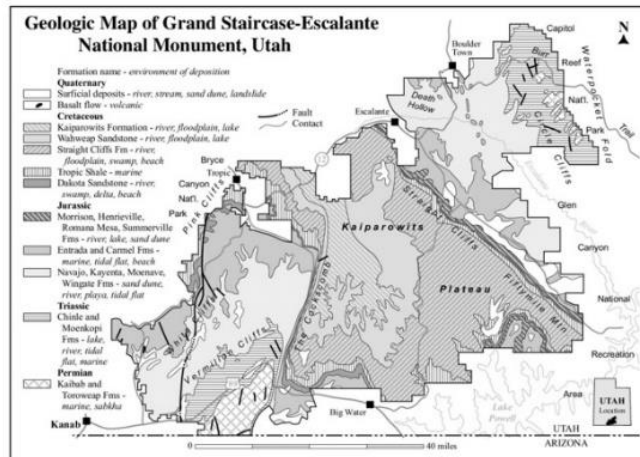
THE APPROVED MONUMENT MANAGEMENT PLAN WAS SIGNED AND BECAME EFFECTIVE IN FEB. 2000.

Dec. 4  
2017

PROCLAMATION 9682 REDUCED THE MONUMENT SIZE BY 861,974 ACRES. MANAGEMENT OF THESE REMOVED LANDS WAS TRANSFERRED TO THE KANAB FIELD OFFICE AND DESIGNATED AS THE KANAB- ESCALANTE PLANNING AREA. PROCLAMATION 9682 ALSO DIVIDED GSENM INTO THREE DISTINCT UNITS, REDUCING ITS SIZE TO ABOUT 1 MILLION ACRES.

Oct. 15  
2021

PROCLAMATION 10286 RESTORED MORE THAN 800,000 ACRES OF BLM-MANAGED LAND TO THE MONUMENT AND IDENTIFIED INNUMERABLE OBJECTS OF HISTORIC OR SCIENTIFIC INTEREST FOR PROTECTION, AND DESIGNATED THAT GSENM WILL BE MANAGED AS A SINGLE UNIT. PROCLAMATION 10286 WILL HELP ENSURE NEARLY 1.9 MILLION ACRES LOCATED IN SOUTH CENTRAL UTAH, WITHIN THE COLORADO PLATEAU GEOGRAPHIC REGION, REMAIN AN ECOLOGICAL, SCIENTIFIC, AND CULTURAL "LIVING LABORATORY" NATIONAL MONUMENT.





# Proclamation 10286

October 8, 2021

- [Presidential Proclamation 10286](#) was issued by President Biden on October 8, 2021, restoring the Monument to approximately 1.9 million acres.
- Proclamation 10286 expands upon the range of diverse objects and values protected by Presidential Proclamation 6920 that President Clinton issued in 1996, first establishing the monument.
- Proclamation 10286 ensures protection of a variety of objects and values of historic and scientific interest including various geographic areas, geologic formations, diverse soils and associated communities, paleontological resources, human history, and outstanding biological resources, to name a few.
- Proclamation 10286 directs that “For purposes of protecting and restoring the objects identified above and in Proclamation 6920, the Secretary shall prepare and maintain a new management plan for the entire monument.”

## Attachment C



# Monument Purposes

## Proclamation 10286

- The Monument serves as a unique outdoor laboratory for both basic and applied scientific research.
  - Research related directly related to Monument objects and values, studies that benefit from the Monument landscape setting, as well as studies of management of multiple-use within the Monument such as recreation and livestock grazing.
  - The Monument's size provides for science related to natural baselines, as well as changes due to external changes that are occurring on broad scales (for example, drought).
  - The Monument's design provides for scientific research in additional ways, such as inclusion of continuous timelines related to paleontology and an overall size that accommodates study replicate sites.

# Attachment C





# Monument Purposes

## Proclamation 10286

Proclamation 10286 directs that the Monument will

“preserve its cultural, prehistoric, and historic legacy and maintain its diverse array of natural and scientific resources, ensuring that the prehistoric, historic, and scientific values of this area remain for the benefit of all Americans. Reservation of these lands will preserve the living laboratory within the monument boundaries that will facilitate significant scientific discoveries for years to come.”

While the proclamation acknowledges that the area provides “world-class outdoor recreation opportunities... that support a travel and tourism sector that is a source of economic opportunity for the region,” recreation opportunities are *not* considered Monument objects or values. Rather, recreation is a multiple-use within the Monument.

# Attachment C



# Monument Purposes

## Proclamation 10286

The proclamation discusses certain multiple-use activities that are not considered Monument objects or values:

- The area “provides world-class outdoor recreation opportunities... that support a travel and tourism sector that is a source of economic opportunity for the region.”
- “The Secretary shall manage livestock grazing as authorized under existing permits or leases, and subject to appropriate terms and conditions in accordance with existing laws and regulations, consistent with the care and management of the objects identified... Should grazing permits or leases be voluntarily relinquished by existing holders, the Secretary shall retire from livestock grazing the lands covered by such permits or leases pursuant to the processes of applicable law. Forage shall not be reallocated for livestock grazing purposes unless the Secretary specifically finds that such reallocation will advance the purposes of this proclamation and Proclamation 6920.
- “Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the monument shall be the dominant reservation.”

*The relation between multiple-use management and preservation and restoration of Monument objects and values will be clarified in discussion of the BLM Director’s Interim Management Guidance within this presentation.*

# Attachment C



# Interim Management Guidance

December 16, 2021

Guidance for “[Interim Management of the Grand Staircase-Escalante National Monument](#)” was issued in a memorandum from the BLM Director to the BLM-Utah State Director on December 16, 2021.

- This interim management guidance provides specific direction to ensure protection of Monument objects and values, consistent with Proclamation 10286, while a new resource management plan is developed.
- The memorandum directs BLM-Utah to begin preparing a new management plan, for the purposes of protecting and restoring the objects identified in the Proclamation, with a goal of finalizing that plan by March 2024.

## Attachment C



# Overview of Interim Management Guidance Mining and Mineral Leasing Activity

Subject to valid existing rights, Monument lands are “appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing, other than by exchange that furthers the protective purposes of the monument.”

## Attachment C



# Overview of Interim Management Guidance

## Discretionary Activities - General

The Interim Management Guidance states that

- Section 302 of the Federal Land Policy and Management Act (FLPMA) states that public lands should be managed under the principles of multiple use and sustained yield “except that where a tract of such public land has been dedicated to specific uses according to any other provisions of law it shall be managed in accordance with such law.”
- Proclamation 10286 dedicates the lands within the Grand Staircase to a specific use, therefore the lands reserved within the monument boundary must be managed in a manner that protects the objects and values for which the monument has been designated. In other words, within Grand Staircase, typical multiple use management is superseded by the direction in Proclamation 10286 to protect monument objects. Multiple uses are allowed only to the extent they are consistent with the protection of the objects and values within the monument. (Emphasis added)

# Attachment C



# Overview of Interim Management Guidance Decisions Related to Discretionary Activities “Two-Part Analysis”

For proposals within the boundaries of the monument or with the potential to affect objects and values for which the monument has been designated, BLM must undertake a two-part analysis:

- Conformance to the 2020 RMPs is necessary but not sufficient
- Proposals must be consistent with protection of Monument objects and values
  - Must consider types of activities that were allowable and/or authorized under the 2000 MMP

## Attachment C



# Overview of Interim Management Guidance Decisions Related to Discretionary Activities – Summary

For discretionary decisions before a new RMP is adopted, the BLM may allow activities only if BLM

- Determines the decision conforms to the applicable 2020 RMP,
- Determines the decision would be consistent with the protection of monument objects and values per proclamation 10286,
- Considers if the activity would have been consistent with the 2000 MMP,
- Ensures the NEPA analysis for the decision addresses potential impacts to monument objects and values, and
- Explains its determination for the above in the associated NEPA review.

*The BLM inventoried existing discretionary uses last winter*

## **Attachment C**



# Overview of Interim Management Guidance

## Monitoring for ongoing protection

- Review existing monitoring plans and update them to provide for proactive monitoring
- The new RMP should include compliance checks for existing facilities
- Approved uses should include adequate monitoring

# Attachment C





# Overview of Interim Management Guidance

## Discretionary Activities – Recreation Management

- Recreational opportunities do not relate directly to purposes for which the Monument was designated.
- Proposed recreation uses must be consistent with the proclamation in order to be authorized, including consideration for renewal, regardless of past permitting.

# Attachment C



# Overview of Interim Management Guidance Discretionary Activities – Grazing Management

- Proclamation 10286 explains that, while BLM-UT should manage livestock grazing as currently authorized, grazing activities must be consistent with the care and management of Monument objects and values.
- *BLM Manual 6220 - National Monuments, National Conservation Areas, and Similar Designations* provides general policy guidance for managing grazing in BLM's national monuments.
- When the BLM is considering a grazing permit or lease for renewal, the decision must be consistent with the existing plan and ensure protection of the monument objects and values.

## Attachment C



# Overview of Interim Management Guidance

## Discretionary Activities – Vegetation Management

BLM staff should review vegetation management proposals with particular care to ensure protection of Monument objects and values.

# Attachment C



# Overview of Interim Management Guidance

## Discretionary Activities – Other Priorities

- Inventory Monument objects and values by December 16, 2022.
- Establish a Monument Advisory Committee
  - To provide “information and advice regarding the development of a management plan, and as appropriate management of the monument, including scientific research that occurs therein.”
  - To include representatives from “State and local governments, Tribal Nations, recreational users, conservation organizations, educators, local business owners, private landowners, and the scientific community, which may include members with expertise in archaeology, paleontology, entomology, geology, botany, wildlife biology, social science, or systems ecology.”

# Attachment C



# Overview of Interim Management Guidance Completion of a Management Plan

- Prepare a new management plan
- The existing 2020 management plans remain in effect until the BLM approves a new plan
- Prioritize consultation with Tribes and maximize stakeholder involvement
- Issue a Record of Decision in 2024

## **Attachment C**



# Current Resource Management Plans

Grand Staircase-Escalante National Monument and Approved Management Plan and Record of Decision, February 2020

Kanab-Escalante Planning Area Approved Management Plan and Record of Decision, February 2020

- The 2020 GSENM RMP covers approximately 1,004,000 acres
- The 2020 Kanab-Escalante Planning Area (KEPA) RMP covers approximately 862,000 acres

## Attachment C





# Current Resource Management Planning Process

- Environmental Impact Statement
- Resource Management Plan

*These are Iterative Processes with  
Stakeholder Involvement and Transparency*

## **Attachment C**





# Planning Component Timeline

**Notice of Intent (NOI) – July 2022**

**Analysis of the Management Situation (AMS) – August 2022**

**Close of Public Scoping on NOI – September 2022**

**Draft RMP/EIS – March 2023**

**Close of Public Comment Period on Draft RMP/EIS – June 2023**

**Proposed RMP/Final EIS – December 2023**

**Protest Period\* on Proposed RMP/Final EIS – December 2023**

**Approved RMP/Record of Decision – March 2024**

\* Requires Standing

# Attachment C



U.S. Department of the Interior  
Bureau of Land Management

# Your Questions?

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**Artemisia Turiya**  
**Planning and Environmental  
Coordinator**

Bureau of Land Management, Paria River  
District

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# Attachment C





U.S. Department of the Interior  
Bureau of Land Management

# Attachment D

## National Lands Conservation System

Recreation and Visitor Services





# Attachment D

## BLM National Landscape Conservation System - 15-year Strategy

1. Conserve, Protect, and Restore
2. Collaborate w/communities and interest groups.  
Establish connections across jurisdictional boundaries
3. Partnerships
4. Commitment to Conservation



# Attachment D

## National Monuments

(BLM Manual 6220)

### Objectives:

- Conserving, Protecting, and Restoring
- Manage valid existing rights and compatible uses (ROW's, Grazing, Mining, Oil and Gas)
- Manage discretionary uses (SRP's, Filming)
- Utilize science, local knowledge, partnerships (Paleontology, Cultural, Grazing, Recreation)
- Provide recreational opportunities, education, interpretation, and visitor services (Visitor Centers: Big Water, Kanab, Cannonville, and Escalante)



# Attachment D

## National Monuments (cont.) (BLM Manual 6220)

### Policies:

- Rights of Ways, Transmission lines, and utility corridors
- Facilities
- Land use Planning
- Lands and Realty
- Livestock Grazing
- Partnerships
- Recreation
- Travel and Transportation Management
- Withdrawals and Valid Existing Rights
- Wildland Fire Management



# Attachment D

## GSENM Recreation

### Program Areas:

- Recreation
- Special Designations
- Travel Management
- Recreation Issue and Visitation Trends



# Attachment D

## GSENM Recreation

### Recreation Manages:

- Visitor Centers, Trailheads and Facilities
  - Campgrounds
- Recreation Areas
  - Calf Creek & Deer Creek R.A.
- Education and interpretation
- Signage
- Monitoring (WSA, Natural Areas, Rec. sites)





# Attachment D

## GSENM Recreation

### Special Designations:

- Wilderness Study Areas, aka Instant Study Areas  
(16 WSA, 881,997 acres)
- Wild and Scenic Rivers (252 suitable river miles)
- National Historic Trails (Old Spanish Trail, 40 miles)
- Research Natural Areas (No Mans Mesa)
- Natural Areas (Wolverine Petrified wood, ONA)
- Historic Sites (Dance Hall Rock Historic Site)



# Attachment D

## Travel & Transportation Management

- Planning will be deferred until after the LUP.
- Route Inventory completed in 2018



# Attachment D

## GSENM Recreation Issues:

Increased Recreation visitation and demands

Need for Recreation infrastructure

Trailhead: Parking, toilets, campgrounds

Calf Creek Recreation Area

Staffing shortages in Recreation

Graffiti and vandalism – cultural sites and canyon walls

Human waste – improper disposal

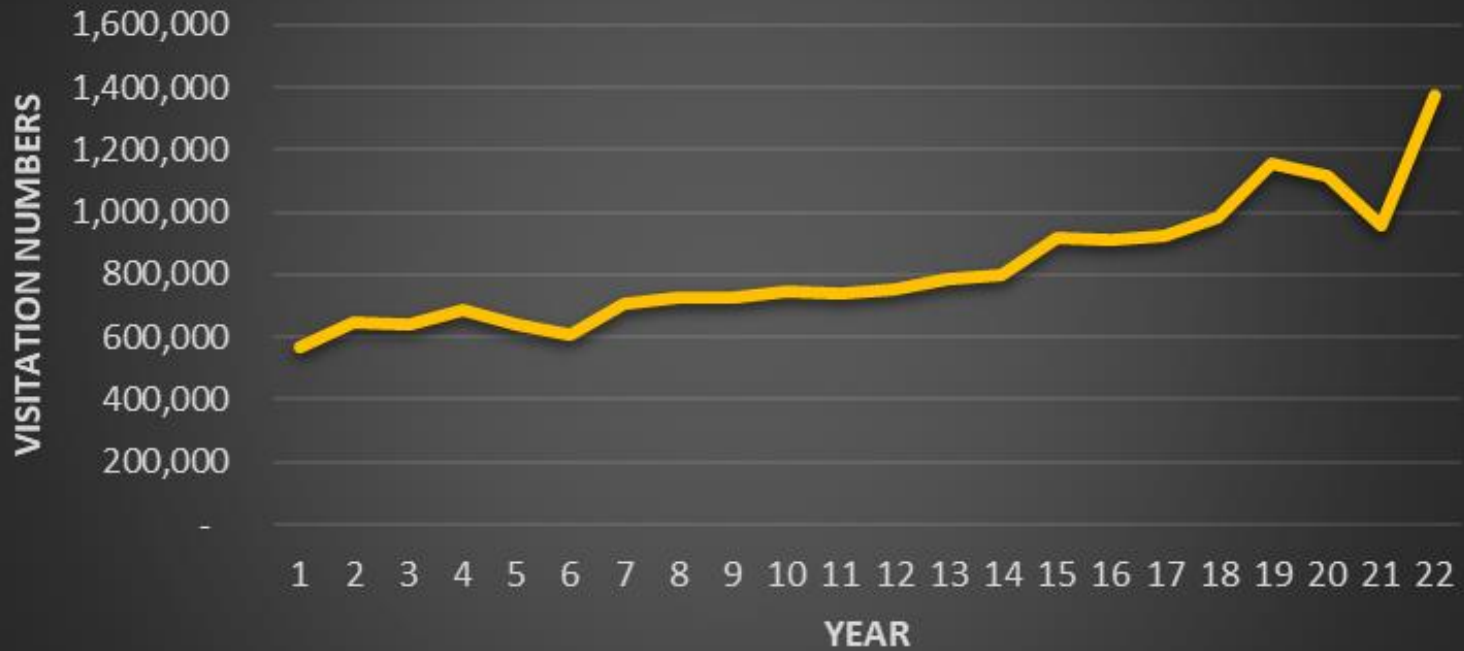
OHV impacts: off route incursions



# Attachment D

## Recreation Visitation:

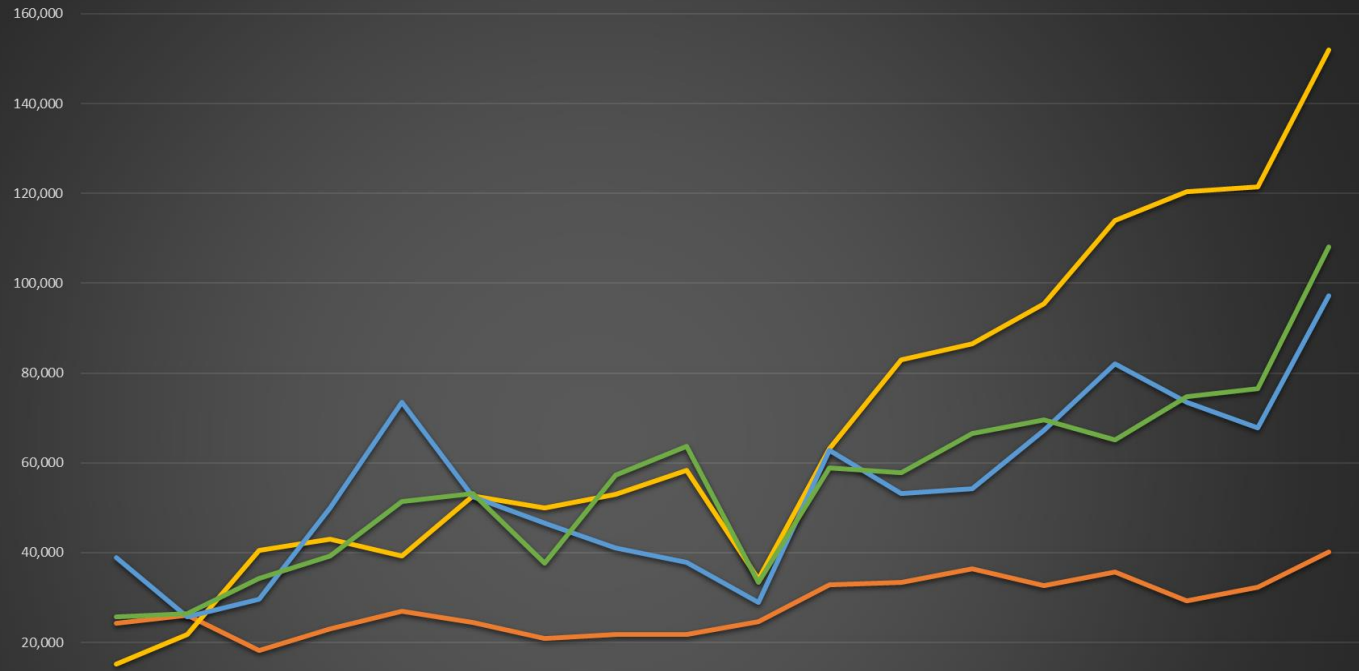
### GSENM Visitation Trends





# Attachment D

## Recreation Visitation Trends:



	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
Lower Calf Creek Falls Trail	24,312	26,121	18,242	23,068	26,901	24,528	20,862	21,825	21,824	24,595	32,800	33,355	36,437	32,647	35,671	29,375	32,370	40,193
Hwy 12 Hole In The Rock	15,160	21,867	40,579	43,071	39,282	52,569	50,048	53,043	58,430	34,151	63,234	82,926	86,591	95,361	114,030	120,466	121,463	151,990
Cottonwood Road	38,833	25,710	29,727	49,983	73,445	52,510	46,618	41,035	37,840	28,862	62,844	53,203	54,187	67,287	82,100	73,478	67,792	97,165
Skutumpah Road	25,784	26,373	34,258	39,260	51,463	53,147	37,636	57,191	63,775	33,315	58,797	57,784	66,579	69,511	65,108	74,682	76,511	108,023



# Attachment D

## Questions?





U.S. Department of the Interior  
Bureau of Land Management

# Attachment E

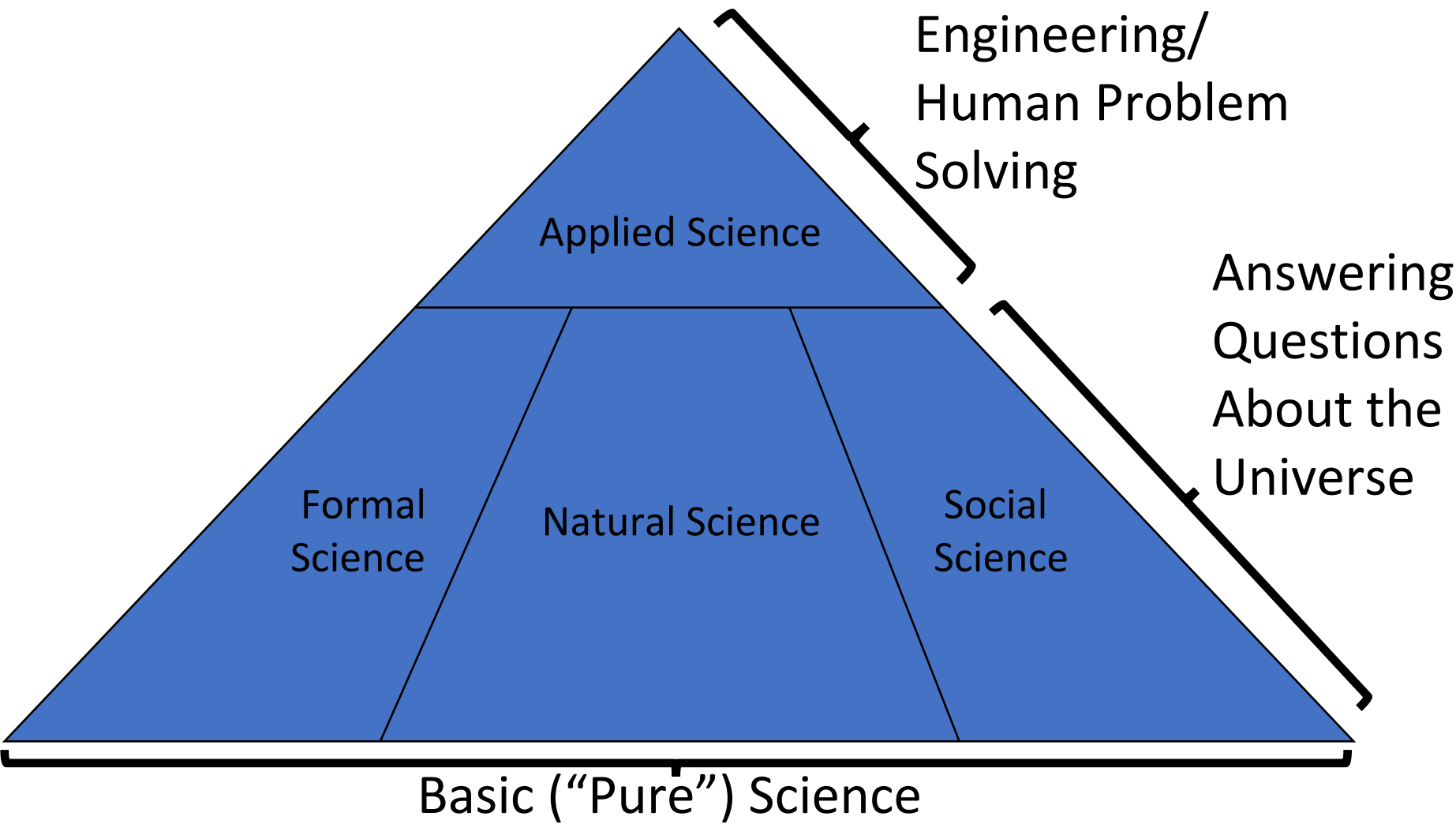
## Grand Staircase-Escalante N.M.: Science in a BLM “Outdoor Laboratory”

Alan L. Titus PhD  
Paria River District  
Paleontologist





# Attachment E







# Attachment E

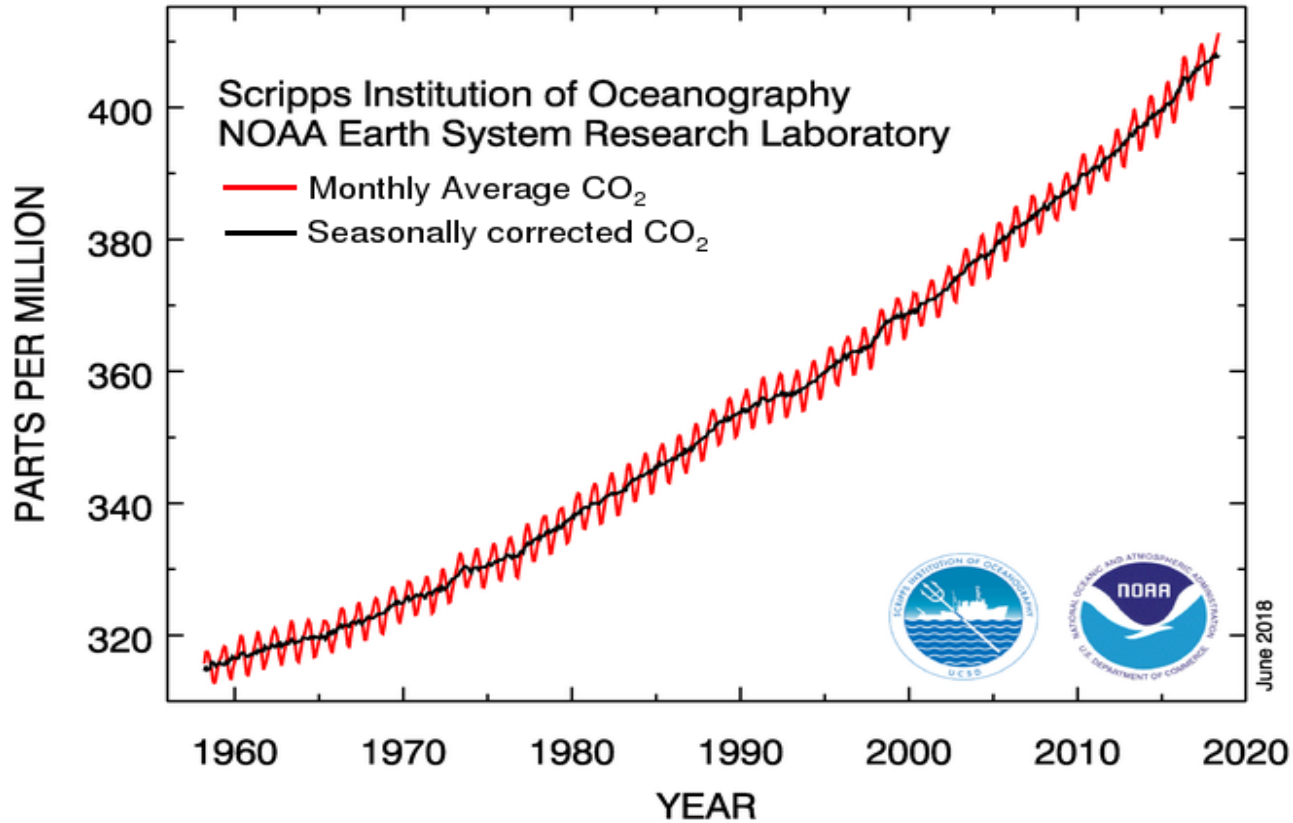
“Science is a systematic enterprise that builds and organizes knowledge in the form of testable explanations and predictions about the universe.”-Wikipedia





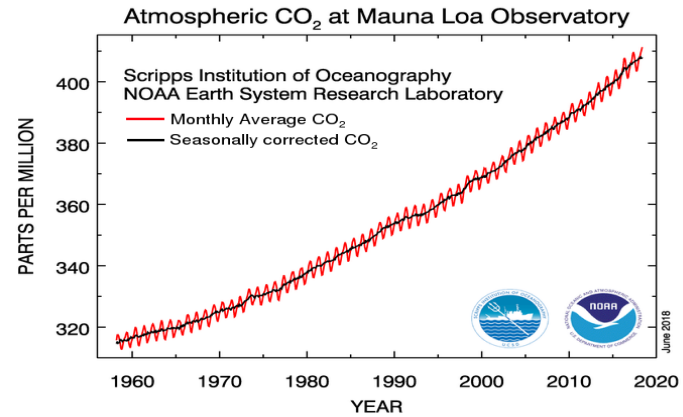
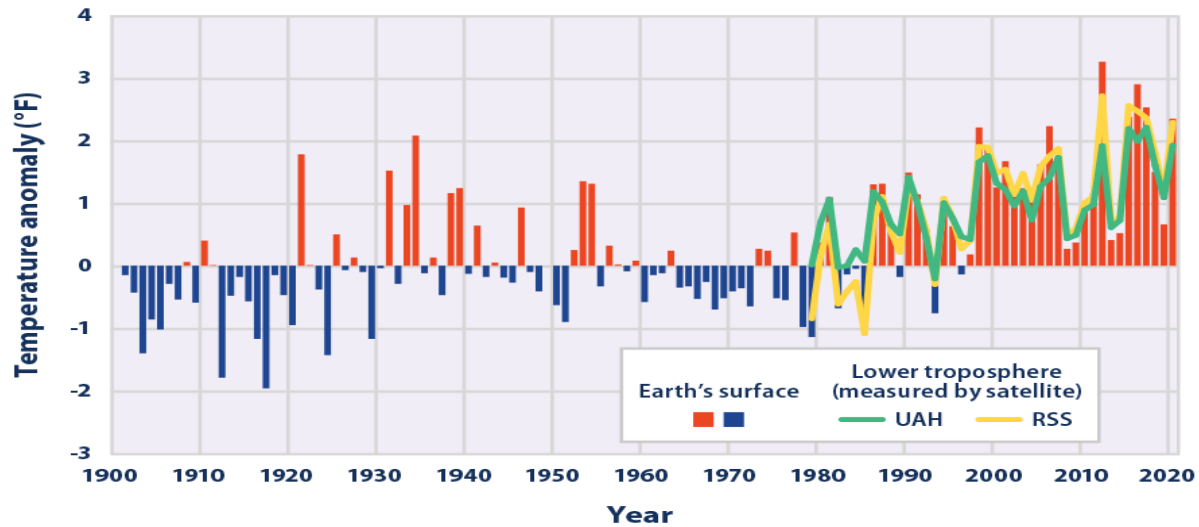
# Attachment E

## Atmospheric CO<sub>2</sub> at Mauna Loa Observatory





# Attachment E





## Benefits of Science

- Informed decisions based on rational arguments
- Maximize desired outcomes
- Foster understanding/appreciation of how the natural world works
- Inspire future generations
- Improve human experience/quality of life
- Understanding origins/place in the world
- Spinoff benefits to the arts and humanities (e.g. Jurassic World)
- Synergistic effect toward future science



# Attachment E

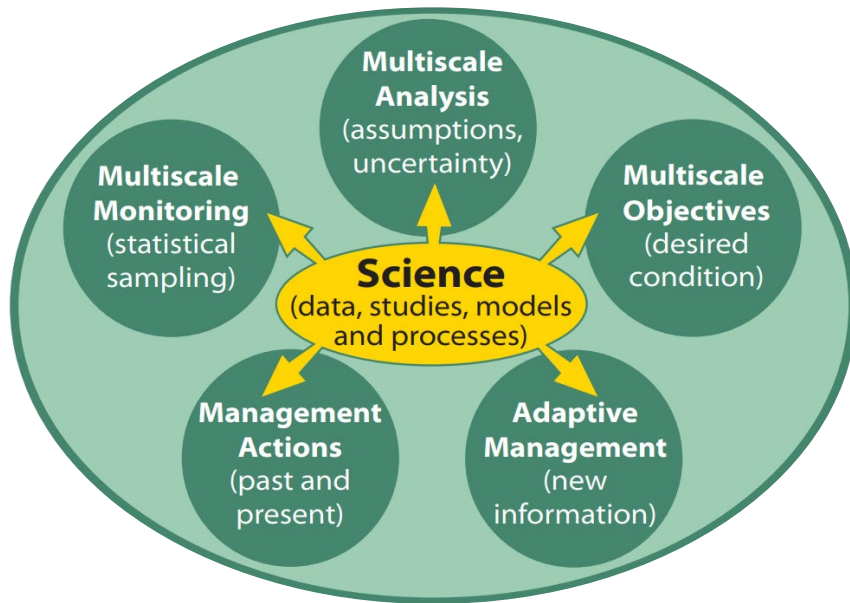
Science does not make decisions or mandate solutions to problems, which are based on human values... it only observes, models, and informs.

- Should be unfettered by political, financial, or ideological constraints.





## BLM SCIENCE POLICY



**VS.**

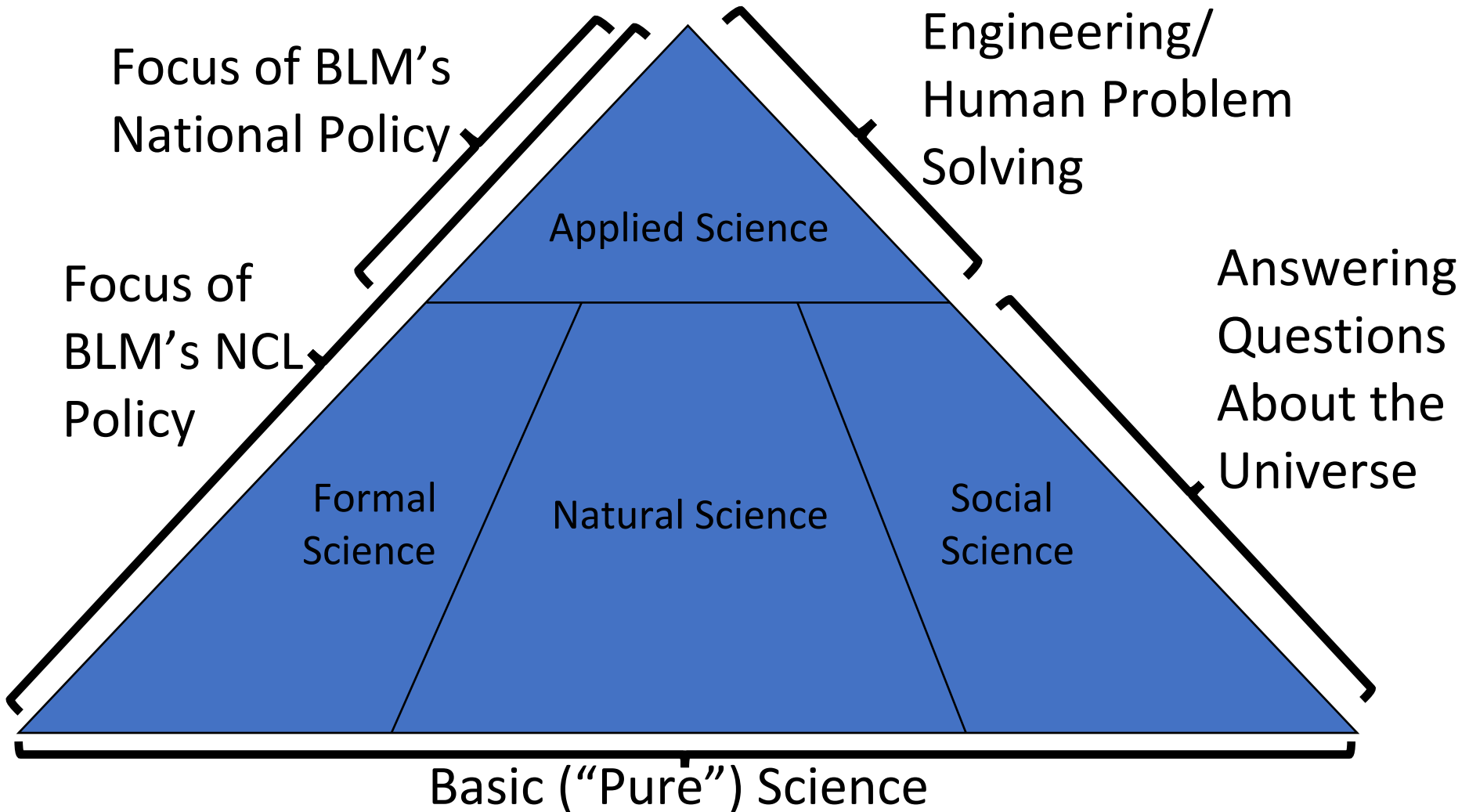
“1) scientific investigation of natural, social, and cultural resources referred to in each unit’s enabling language”

-Advancing Science in the BLM:  
An Implementation Strategy,  
2015

-NLCS Science Strategy, 2007



# Attachment E





“The NLCS (=NCL) science strategy responds to the legal mandate in the enabling legislation and proclamations to promote and foster **both basic and applied science** by presenting a plan to facilitate scientific understanding of the BLM’s NLCS units.”

-NLCS Science Strategy, 2007





## Pros/Cons of Basic Science

- Pros
- Synergistic partnerships with other research institutions
  - Basis for most public interpretation of natural resources
  - Excellent source of positive PR.
  - Many researchers come with outside support

- Cons
- Hard to prioritize “it’s *all* important!”
  - More esoteric work is easy target for critics “what’s the point?”



## Pros/Cons of Applied Science

- Pros
- Can be useful for decision makers immediate needs
  - Easy to prioritize, based on issues
  - Easy to “sell” to management
  - Easy to define the scope of research
- Cons
- Generally done on a pay to play basis with contractors
  - Can feel like wasted effort if decisions made politically



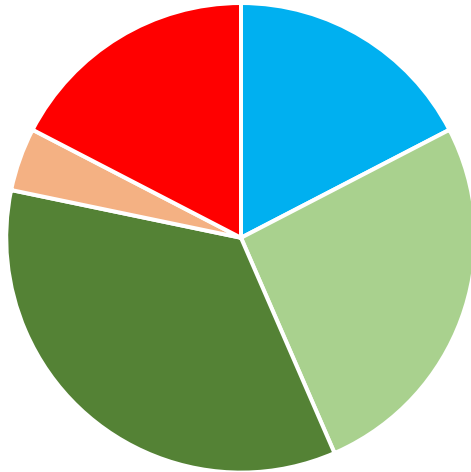
## **GSENM's OUTDOOR LABORATORY**

- **“It also serves as an outdoor laboratory on the frontier of scientific research that continues to regularly reveal important insights into our planet and our past.” Proclamation 10286**
- 260-million-year sedimentary bedrock record with especially rich and significant Cretaceous strata/fossils.
- Located within the Colorado Plateau Ecoregion
- Vast expanse of land covering five major vegetation zones, and over 260 soil types
  - encompasses most found on the Colorado Plateau
- Diverse flora/fauna (especially insects)
- Minimum of 12,000 years of documented human history



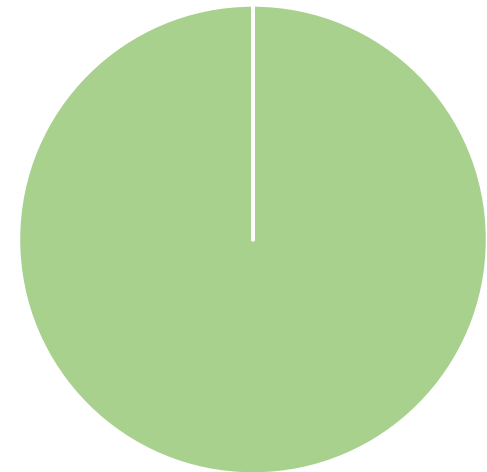
## SCIENCE IN GSENM-2002

BASIC N=24



- Geology
- Biology
- Paleontology
- Cultural
- Archeology

APPLIED N=3

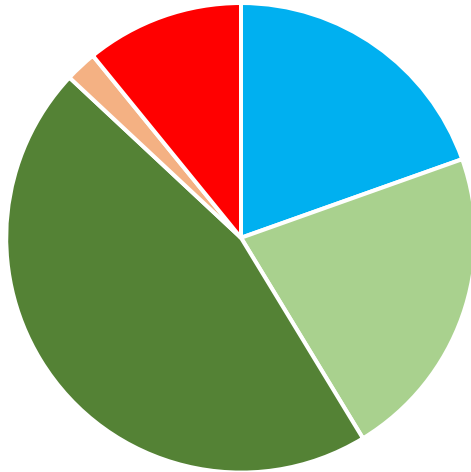


- Geology
- Biology
- Paleontology
- Cultural
- Archeology



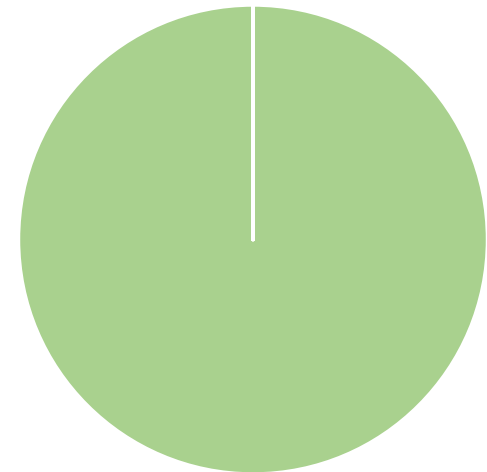
## SCIENCE IN GSENM-2019

BASIC N=45



- Geology
- Biology
- Paleontology
- Cultural
- Archeology

APPLIED N=3



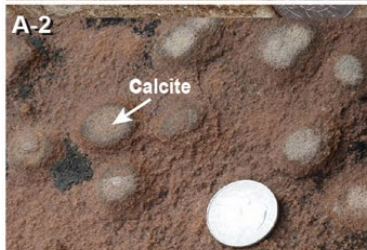
- Geology
- Biology
- Paleontology
- Cultural
- Archeology



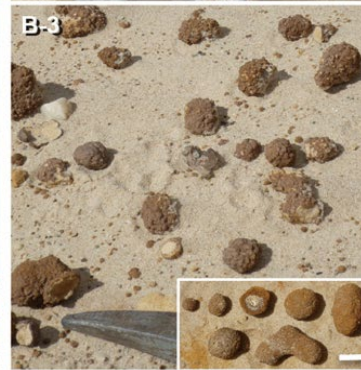
## Monument Science Headliners

## Martian Blueberries

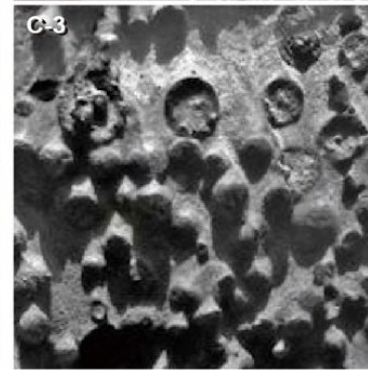
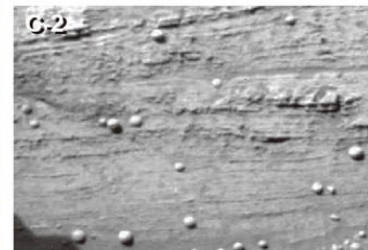
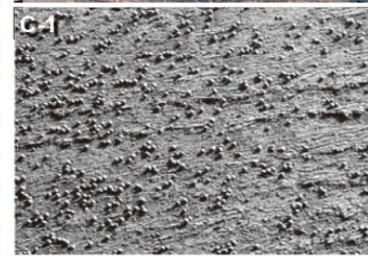
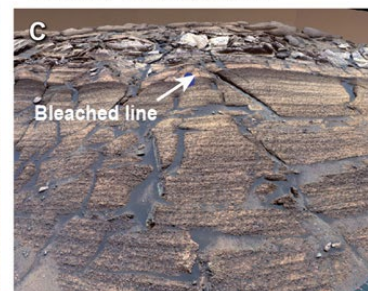
USA Utah



Mongolia Gobi



Mars Meridiani





## Monument Science Headliners

New Dinosaur  
Species





## Monument Science Headliners

Rainbows &  
Unicorns  
Taphonomy



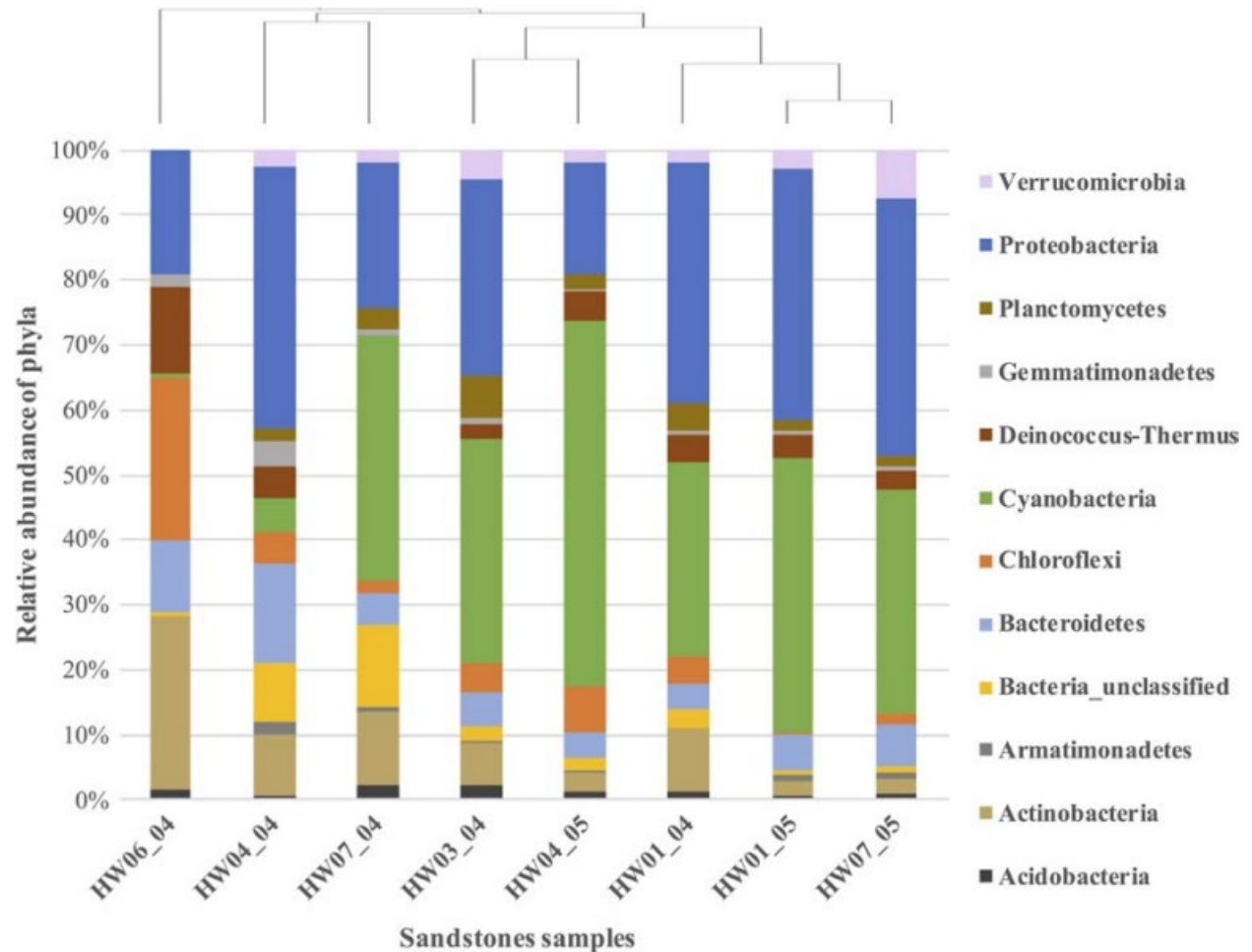




## Monument Science Projects-

### Kurtz-Clemson University

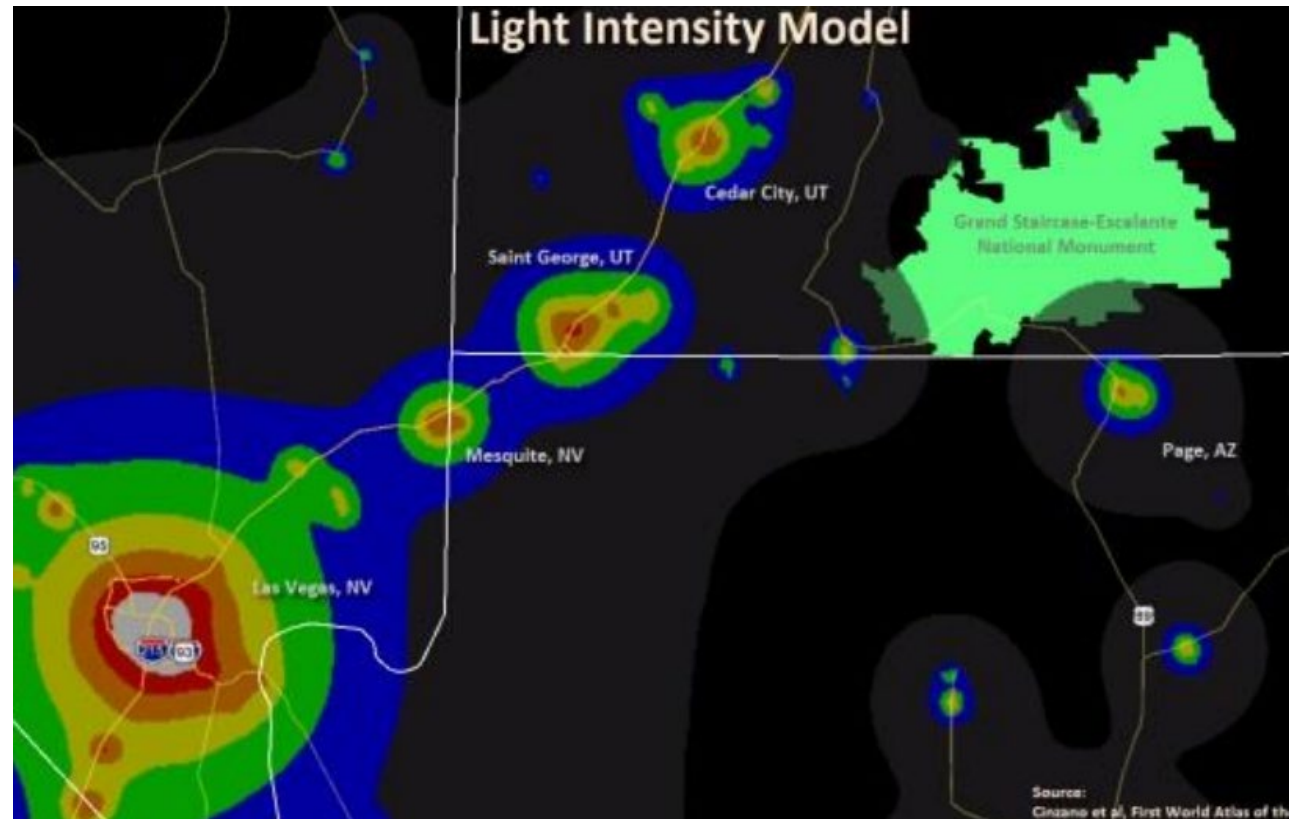
Endolithic  
Microbes-  
Rock surfaces  
host extremely  
diverse flora





## Dark Skies Inventory-Weber State Univ.

Some of the darkest skies on the Colorado Plateau





Pollen  
Coring/Dendro  
chronology-  
50 Mile  
Mountain  
Douglas Fir  
completely  
replaced by  
Pinyon pine  
starting 900  
years ago





## Native Bee Studies- 660 species=17% total diversity of North America





## Mexican Spotted Owl Habitat

Modeling-suitable  
habitat in many  
remote canyons





## Penstemon Genetics

17 species including 2 endemics and hybrids





Recreation  
Baseline Study-  
Most of the  
nearly one million  
tourists are  
seeking  
“Naturalness &  
Tranquility”





## How to Build a Healthy Science Program

- Develop a Science Plan that emphasizes both basic and applied research
- Ensure staff positions are filled by experienced researchers fluent in the scientific method
- Require staff to engage with the broader research community
- Prioritize research in budget
- Maintain an effective communication plan for disseminating research results to upper management/public
- Do annual reviews on how scientific advancements can be integrated into management and public education/interpretation





## MAC HOMEWORK ASSIGNMENT

- Work on Monument Science Plan
  - Current draft (2019) is essentially a list of applied science priorities
- Needs revision to more accurately reflect NCL science directives
- **NEEDS YOUR INPUT!!**
  - You don't need to be a scientist to make meaningful contribution
  - Preliminary input by October meeting



# THANK YOU!

