

COLORADO
PLATEAU

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Advocate

GRAND CANYON TRUST



ANNUAL REPORT

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The 112th Congress, which has convened throughout 2011 and 2012, is so polarized that less than two percent of proposed laws have been enacted, and most of those have involved minor items of business like renaming post offices. The record makes this session the least productive since the 80th Congress of the 1940s, which Harry Truman famously dubbed the “do-nothing Congress.” Needless to say, conservation issues that require legislative resolution have been going nowhere fast.

It is at times like these that I am grateful that the founders of the Grand Canyon Trust gave us the dauntingly broad mission to *protect and restore the Colorado Plateau*. Across this vast landscape a menagerie of problems and opportunities can gather under that simple directive, and the idealists who make up the staff are usually ready to take on all of them. Small wonder, then, that we use almost every approach in the conservation repertoire in the search for solutions. When legislative avenues are blocked we can strive for improvements in the way natural resources are managed by federal and state agencies, concentrate on field work with scientists and volunteers, or try the direct-drive approach through tactics such as litigation or purchases of conservation easements on critical lands.

This issue of the *Advocate* highlights the Trust's work in collaborations where we engage directly in a search for solutions with the people who do not normally agree with us. These processes are a time-intensive, risky and contentious subset of our work, though one that can produce creative results where nothing else succeeds.

We have not tried to prettify these stories, because, alongside the successes, it is instructive to consider the instances where collaboration does not succeed due to defects in the process, or impossible misalignment of goals or power among the participants.

Editor's Note: The views expressed by the guest writers in this issue are solely their own and do not necessarily represent the views of the Grand Canyon Trust.

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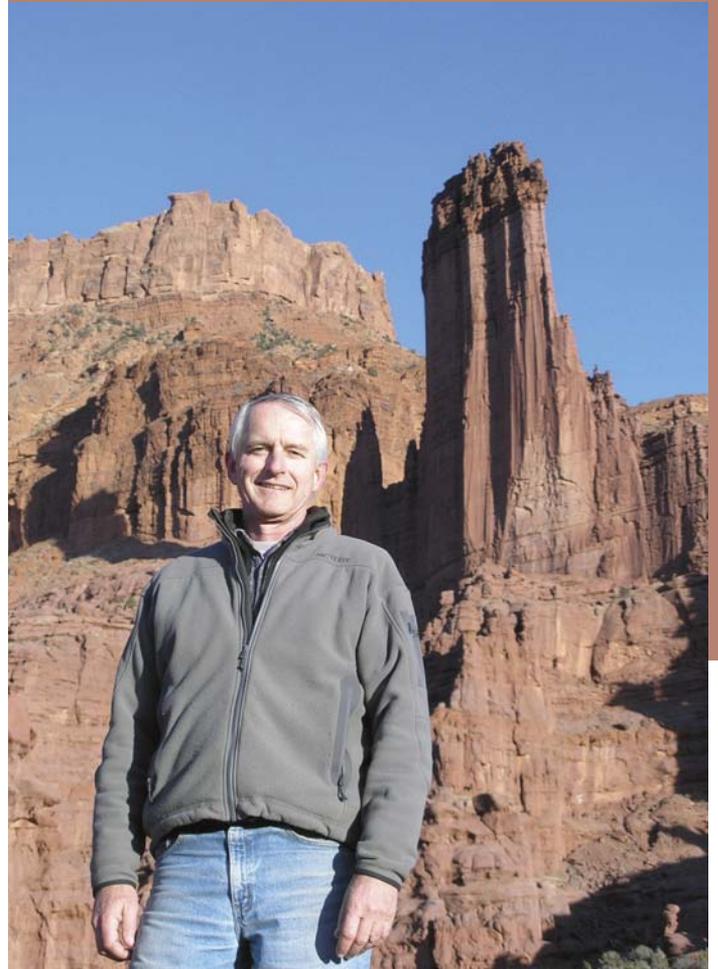
Michele Straube, who directs the Environmental Dispute Resolution Program at the Wallace Stegner Center, outlines some essential conditions for success; and Allen Rowley, Forest Supervisor of the Fishlake and Manti-La Sal national forests, considers why he is willing to invest the staff resources in the collaborative search for solutions to tough forest management problems.

As you will see from reading the articles, we stretch in lumping some things under the heading of collaboration, including our partnership with a traditional ranching family in the running of our huge Kane and Two Mile ranches. Another unusual project involves the western Navajo chapter of Bodaway/Gap, which is one of the poorest areas on the reservation measured in dollar terms; but the people there live traditional herding lives along the rim of the Grand Canyon and they consider themselves rich in family, culture and natural beauty. The grandmothers are highly skeptical of the impacts from a proposed international destination resort at the canyon. They have reached out to the Trust to form a sort of collaboration that can better make their voices heard despite a public relations blitz from the developers. It is included here because it is such unusual work and because the stakes are so high.

Trust leadership over many years has helped produce generalized agreement on the need for massive restoration of northern Arizona's pine forests. The Four Forest Restoration Initiative, convened to try to decide how to tackle this work at scale and within some reasonable budget, has been one of the most prominent collaborations ever undertaken by the Forest Service, culminating this year in the award of the largest stewardship contract in the agency's history. Whether the necessary work actually happens in the woods, though, is still in doubt due to political, legal and financial vulnerabilities built into the process.

A rancher friend once told me that as long as he was wearing his cowboy boots, including whatever he might have stepped in, he could walk right into a senator's office "and never mind the carpet." It exemplified the

LETTER FROM THE EXECUTIVE DIRECTOR BILL HEDDEN



RICK MOORE

unassailable political power of ranchers, and yet his cattle were denuding the watershed of the town where I live. Mary O'Brien has been doggedly prying open the insular world of forest service range managers and the cowboys who use the mountains to let in science and concern for healthy streams and native wildlife. Her stories round out the magazine. Enjoy! ©

COLLABORATION 101:

Fundamental Concepts for Successful Collaboration

by Michele Straube

Collaborative problem-solving is often referred to as an ADR (alternative dispute resolution). I like to think of it as an Additional Dialogue Required (ADR) process—a way to get those with differing or opposing perspectives to understand each other and develop creative solutions.

Some fundamental concepts for successful collaboration can be illustrated in two collaborations involving Grand Canyon Trust (GCT) that I have had the honor to facilitate. In the Tushar Allotments Collaboration (“Tushar collaboration”), GCT and other environmental groups settled a NEPA appeal by collaborating with the affected ranchers and government agencies to identify specific grazing management changes that would improve on-ground conditions (Final report at <http://projects.ecr.gov/tushar/>).

In the Collaborative Group on Sustainable Grazing for Southern Utah Forest Service Lands (“Sustainable Grazing collaboration”), GCT and other nonprofits have joined with trade associations for sheep and cattle producers, academics, and county, state and federal government agencies to identify grazing management principles, practices and other strategies that are ecologically sustainable, economically viable and socially acceptable. (This collaboration anticipates completing its work by December 2012.) Both collaborations were thought by some to be impossible conversations.

BE INCLUSIVE AND PROACTIVE

People resist decisions imposed upon them. Effective collaborations include representatives from those who will have to implement the final decision, as well as those who have power to block a consensus solution (be that legal or political power). The inclusive conversations need to start early in the decision-making process, *before* “preferred” options have been considered. The Tushar collaboration included decision-making agencies (state and federal agencies with permitting and enforcement authority), the rancher permittees (the people who had to make any changes on the ground), a local county commissioner, and the environmental community. Excluding any of these groups would have created uncertainty about whether agreed-upon grazing management changes would actually happen.

FOCUS ON PROBLEM-SOLVING, NOT WINNING

As the Rolling Stones sang, “You can’t always get what you want, but if you try sometime, you just might find you get what you need.” Litigation hands decision-making authority to a judge. If the government agency is found to be wrong, a judge remands the decision back to the agency for a “redo.”

By contrast, collaboration gives the power of creating an effective solution to those who will live with its results. Rather than assuming that they have *the one* answer to every problem, effective collaboration participants explore a variety of options to craft solutions that can really fix the problem. The Sustainable Grazing

When diverse stakeholders participate in livestock management, diverse wildlife—even pollinators—enter the management picture.

MATTIE GRISWOLD



Sharing diverse perspectives: Sustainable Grazing Collaboration member Bill Hopkin of Utah's Grazing Improvement Program [center] visits South Hollow with owner and Collaboration member Dennis Bramble [left], and Monroe Mountain Working Group member Tom Tippetts of the Grazing Improvement Program.

MARY O'BRIEN

collaboration has been working together for almost a year to identify ways of improving grazing management to meet ecological goals while maintaining an economically viable ranching lifestyle for future generations. The group's work is not done yet, but the participants have developed a menu of workable practices and strategies that differ from "business as usual," and from what each member would have suggested as a solution at the beginning of the process.

USE CONSENSUS-BASED DECISION-MAKING

Consensus exists when every participant agrees that they can live with and will implement the consensus solution. No one has veto power, there is no voting, there is no jockeying for power or advantage. In the Sustainable Grazing collaboration, each participant agreed up front that they had individual responsibility to propose solutions that could meet everyone's needs, not just suggest options that satisfied their own interests. No one could simply say "I don't like that." They asked each other questions to explore why a particular option was not workable, and kept tweaking possible solutions until everyone could accept them. The consensus process encourages mutual understanding and results in creative solutions, building long-term relationships that can prevent conflicts in the future.

IT TAKES TIME, PATIENCE AND COURAGE

Building trust and developing personal relationships doesn't happen in a day. Much of the time in collaboration should be spent learning together and coming to a mutual understanding of the problems and relevant facts. Once the participants see the same thing, the solutions flow quickly. After the first year of working together, including a summer of joint data collection in the field, the Tushar collaboration members were asked what they saw. Each one said that the landscape health needed to improve. After having come to a common understanding of existing conditions, the participants were able to work together over the next year to explore and agree on specific actions that should improve conditions on the ground, including voluntary reductions in livestock numbers and fencing around key natural resources.



NOT EVERY CASE IS APPROPRIATE OR READY FOR COLLABORATION

There are situations where a court decision is needed to establish the "rules of the game" and create the incentive to collaborate. Where there are fundamental disagreements about what the law states, neither side may be willing to consider alternative solutions until clarity about legal requirements has been established. The Tushar collaboration grew out of an administrative appeal in which GCT and others challenged the Forest Service's economic analysis of alternatives in the Final Environmental Impact Statement. This created the incentive for the Forest Service, ranchers and Farm Bureau to have additional dialogue about balancing grazing on public lands with habitat protection.

VALUE OF USING AN IMPARTIAL FACILITATOR

Bringing opposing interests together to find mutually satisfactory solutions is not easy. Given strong personalities and passion for the issues, it can quickly turn into a free-for-all. A facilitator unaffiliated with any of the participants can help design a collaborative process that guides the group through the minefields of learning together and brainstorming options. Through confidential conversations with individual participants, a facilitator can hear all perspectives and listen for common ground. During and between meetings, a facilitator keeps the group moving forward and focused on tasks they have assigned themselves.

Collaboration done well is a magical process. Former adversaries can become allies and friends. Open-minded participants can co-create novel solutions to problems, solutions that *will* be put into action and that can be adjusted jointly if they don't initially create the anticipated result. ©

Michele Straube is a lecturer at the S.J. Quinney College of Law, University of Utah, and director of the newly created Environmental Dispute Resolution Program at the Wallace Stegner Center.

www.law.utah.edu/stegner/environmental-dispute-resolution/

WHY COLLABORATE?

by Allen Rowley, Forest Supervisor, Utah's Fishlake and Manti-La Sal National Forests



I was approached to write an article describing why a Forest Supervisor with the U.S. Forest Service should consider collaboration. I quickly agreed to write the article because I have found collaboration to be so valuable. As I started to organize my thoughts and build an outline I realized I needed to subtly shift the focus from why you should collaborate, to why I collaborate. This subtle shift is about my personal values, beliefs and approach to problem solving. I am choosing to not tell anyone why they should behave a certain way and collaborate. Instead I wish to tell you why I chose to collaborate, and you can choose to make up your own mind.

Before I get to why, there are two other issues to share. First, and I share this with every group I meet

with: I have a personal bias for action. I am driven to do something active and measurable that will benefit the natural resources I am charged with managing. Secondly, I make the assumption I work in an environment of shared power. To me that means there is very little I can do myself, as a single decision-maker acting independently. It means to me there are many others that have some power or influence over what I can do. These others include what may be obvious in terms of other regulatory government agencies. The others also include individuals and organizations that care about the management of National Forest system lands. Sure, maybe these others do not officially sign decisions connected with a National Environmental Policy Act (NEPA) analysis, and it is still true they

have power in the decision making process. Power through the formal public involvement identified in the NEPA process. Power through the appeals, objections, and litigation processes.

So with my bias to take action and my belief that I work in a shared power world, I collaborate because I am looking to find durable solutions that have a collective willpower to be implemented.

The journey to reaching a durable decision with support for implementation includes a few concepts that are worth sharing. One of the first concepts that comes from collaboration is a shared learning about the problem/issue/project and associated impacts. The shared learning is between and among everyone at the table. The learning is detailed and site specific; about a specific watershed or area. The learning is typically not some general concept or about political views and positions. It may require field trips and very specific data collection trips. There is great learning when people collect data together.

This leads to another concept to grow out of collaboration: trust. When you have collected field data about a project together, you have taken away the opportunity for the person/interest/group with the best or most data to win or have the upper hand. Everyone is equal: they have the same data, they own it together, you have to trust the data, it is theirs collectively.

The last concept I want to share with you is creativity. Out of having so many different views at the table, data the group has collected together, and the detailed site specific learning about the project, creative solutions and problem solving arise. It has been my experience that a durable solution is often something that the Forest Service staff by themselves would not typically have come up with. It takes all the views at the table. One view may spark an idea that grows, with each member of the collaborative adding to the idea. This is where a durable solution comes from, and in the process everyone at the table owns the decision. Owning the decision creates the collective will to make it happen.

LEFT: A sparrow eating seeds from 3' tall grass in Cottonwood Creek Allotment, the Fishlake NF's only livestock-free allotment.

CHRISTOPHER MARIN

BELOW: Collecting field data together: Vance Mumford, UT Division of Wildlife Resources and Tom Tippets, UT Dept. of Agriculture, measure browse on aspen sprouts on a Monroe Mt Working Group transect. MARY O'BRIEN



Let me add that collaboration is hard work. I have found myself frustrated by some at the table not understanding me. I have found myself wondering why someone cannot see my obvious answer. I have found myself fielding questions that could appear to be a challenge to my natural resource management professional skills. When I get these feelings of frustration, I remind myself that if I were *not* in a collaboration, people would still be jumping to conclusions about my motives, misunderstanding my ideas, and challenging my natural resource knowledge; I would just not have any way to explain myself and learn from others. The hard work is worth it.

Given the shared power world in which I operate, I have not been able to imagine a better way to develop a durable solution that has a collective willpower to be implemented. If you have an interest in collaborating yourself, my simple advice is to be eternally curious and see what you can learn along the way. ©



UTAH FOREST COLLABORATION IS WORKING

by Mary O'Brien

THE ULTIMATE QUESTION FOR GRAND CANYON TRUST ABOUT MULTI-STAKEHOLDER, CONSENSUS COLLABORATION IS WHETHER IT RESULTS IN SIGNIFICANT PROTECTION AND RESTORATION FOR THE COLORADO PLATEAU.

Sure, collaboration among diverse stakeholders may lower the temperature on contentious topics. It may create long-lasting relationships through which civil conversation and information exchange can take place. It may lead to more accurate shared information all the way around. But what are the results for the Colorado Plateau?

Since 2007, the Utah Forests Program has poured energy into four major, multi-agency, multi-stakeholder, professionally facilitated collaborations. We've traveled to face-to-face meetings across central and

southern Utah; brought proposals throughout meetings; drafted documents with collaboration subcommittees between meetings; and undertook season-long field surveys. Each of the four collaborations has laid the ground for more expansive, subsequent collaborations:

TUSHAR ALLOTMENTS COLLABORATION

(Fishlake National Forest, Beaver Ranger District; 2007-2009, follow-up monitoring to present). Co-convened by Utah Farm Bureau and Grand Canyon Trust, this

collaboration developed consensus recommendations for improved management of two allotments, one each on the east and west slopes of the Tushar Mountains.

UTAH FOREST RESTORATION WORKING GROUP

(UFRWG; All Utah national forests, 2009-2010, now meeting once a year). Co-convened by Rural Life Foundation Stewardship Center and Grand Canyon Trust, UFRWG published Guidelines for Aspen Restoration on the National Forests in Utah. UFRWG now holds an annual meeting to review national forest use of the guidelines, and to discuss challenges to aspen restoration.

MONROE MOUNTAIN WORKING GROUP

(MMWG; Fishlake NF, Richfield Ranger District; 2011-present). Co-chaired by Bill Hopkin, Grazing Improvement Program, Utah Department of Agriculture and Food; and Mary O'Brien, Utah Forests Program, Grand Canyon Trust. As a test of the UFRWG guidelines, MMWG is tackling challenges of aspen restoration throughout an entire mountain with cattle, sheep, elk, and deer over-browsing of aspen sprouts in stands with little or no conifer present; numerous private inholdings; and aspen overtopped by conifer.

SUSTAINABLE GRAZING COLLABORATION

(Dixie, Fishlake, and Manti-La Sal NFs; 2012-present). Co-convened by Utah Department of Agriculture and Food, and Utah Department of Natural Resources, this collaboration is developing principles of ecologically, economically, and socially sustainable livestock grazing on southern Utah's three national forests.

Is the northern portion of the Colorado Plateau receiving increased protection and restoration as a result of these collaborations? Yes.

Most importantly, all of these collaborations *reverse nearly a century of the Forest Service managing livestock privately with the permittees*. The Forest Service doesn't undertake forest health projects by talking only with the loggers, nor does it undertake transportation planning by talking only with motorized vehicle drivers. Until now, however, both in Utah and throughout the West, the Forest Service has engaged

LEFT: Monroe Mt. aspen sprouts such as the one in the foreground are repeatedly browsed. MARY O'BRIEN

BELOW: Dipping Vat Spring wetland prior to the Tushar Allotments Collaboration, and Dipping Vat Spring wetland fenced according to Tushar Allotments Collaboration; water is piped beyond the wetland for cattle. MARY O'BRIEN



almost exclusively with permittees and their county commission advocates or congressional representatives when making livestock management decisions.

In all four collaborations listed above, Utah Division of Wildlife Resources (UDWR), conservation organizations, and scientists are at the table in addition to permittees, county commissioners, state agriculture representatives, and other livestock interests. This means a broader range of scientific information, uses of the forests, and values are being

continued on next page

The Sustainable Grazing Collaboration is discussing the importance and value of a “variety of grazing arrangements” on the national forests, including but not limited to conventional grazing, collaboratively-designed grazing experiments combining allotments, non-use, closed allotments, and grass banks. This is an incredibly important acknowledgment.

accommodated, as they should be in “multiple-use” lands. Livestock management in the three forests of southern Utah will never again be able to be worked out in the back room with only permittees present to shake hands.

A second major contribution of these collaborations to Colorado Plateau protection is the *validity being accorded to field data gathered independently, rather than by Forest Service staff only*. The Trust’s Utah Forests Program jump-started this process in 2009 when we measured cottonwood, aspen, and willow plant heights and browse of leaders (top branches) at sixty-nine sites in the Dixie and Fishlake NFs. The surveys showed that all three of these keystone plants were producing sprouts, but the sprouts were being browsed repeatedly by elk, cattle, and deer. As a result, the sprouts are not being able to grow to mature heights to supplement and replace the short-lived overstory cottonwood, aspen, and willow. The Forest Service had not been measuring this, and so the Trust developed a simple, objective protocol for doing so. The collaborations and Forest Service not only have accepted the data, but are using the information in all four collaborations. As Allen Rowley, Supervisor of both the Fishlake and Manti-La Sal NF states: “If it’s objective and repeatable (data), we’ll consider it.”

In December 2012, when the Sustainable Grazing Collaboration publishes its principles of ecologically, economically, and socially sustainable livestock grazing, this acceptance of independently gathered data will be enshrined as a core principle. The collaboration will provide a short list of key ecological indicators of sustainable/unsustainable livestock management, as well as simple methods that can be used by anyone to document sustainable/unsustainable ecological conditions. With citizen use of these and other methods, the three national forests will be provided with more eyes on the ground, more public understanding of which grazing practices are sustainable and unsustainable, and which need to be changed. These data, along with the legitimization of multi-stakeholder engagement in livestock management planning, will bring sunlight and change to ecologically degrading livestock management.

A third major contribution of these collaborations is the *engagement of UDWR*. Elk are very much like cattle in the food they eat and the sites they prefer within an allotment. Cattle are likely to spend more time in the riparian areas, where they trample banks, incise creeks, and foul water; but otherwise, elk and cattle browse and graze with remarkable similarities. As UDWR is heavily dependent on selling hunting tags and receiving funds from auctioning of tags by hunting groups, the engagement of UDWR in collaborations means that elk and deer management is examined at the same time as livestock management. This is a relief to permittees, who have watched elk numbers climb to artificial heights in the last three decades, and it is a challenge being faced with integrity by the UDWR representatives in the collaborations.

A fourth contribution is *the acknowledgement of the essentiality of livestock-free areas*, if for no other purpose than as a reference to increase understanding of the variety of impacts of livestock grazing. If, as the Grazing Improvement Program touts, improved livestock management can be as or more ecologically beneficial than absence of livestock, we need livestock-free areas for comparison. The Sustainable Grazing Collaboration is discussing the importance and value of a “variety of grazing arrangements” on the national forests, including but not limited to conventional grazing, collaboratively-designed grazing experiments combining allotments, non-use, closed allotments, and grass banks. This is an incredibly important acknowledgment. For instance, all areas of the Manti-La Sal NF are currently identified as active livestock allotments, and the Fishlake NF is divided into sixty-three allotments, with only one closed.

As for on-ground improvements, the two Tushar allotments are an example: they now have two very large spring/wet meadow fenced areas, though the largest was thoroughly grazed in 2012 by the permittee’s cattle, which arrived prior to the permitted season. The allotment was subsequently closed to livestock for the season. Beaver were reintroduced to Pine Creek in 2009 as one of the collaboration’s agreements, and they are thriving. When first introduced, the beaver moved onto the private land of one of the

BELOW: Mary O'Brien walks through a sagebrush meadow in Cottonwood Creek Allotment, the Fishlake NF's only livestock-free allotment. CHRISTOPHER MARIN

permittees, where they were accepted. The beaver have since moved up onto the forest, as originally planned. Springs are being well-fenced; and the number of cattle were reduced by 60 percent on one allotment and by 15 percent in the other. A boundary fence, which one permittee had refused to maintain for over a decade, is now repaired and extended. It is hard to defy a collaboration that has multiple eyes on the ground, checking on compliance with agreements.

On Monroe Mountain, the operations on four allotments are going to be combined, and two of the pastures are going to be divided into four. This will allow for rest of 1-3 pastures each year on the mountain. Prior to this time, all pastures on the top of the mountain were annually grazed. The fact that Monroe Mountain Working Group is a multi-stakeholder collaboration has attracted significant funds for monitoring, grazing infrastructure, and mechanical treatments from conservation foundations, the regional office of the Forest Service, Utah Department of Agriculture, and other sources. This is in addition to extensive, joint volunteer field work by members of the collaboration, resulting in concrete plans for aspen restoration activities and joint monitoring of the results. Again, it is harder to allow activities to go unmonitored when an entire collaboration, having

diverse expectations of whether the activities will succeed, has skin in the game.

Were the results of these collaborations to extend no further than the immediate allotments involved or even forests, they would have limited value. However, starting in 2013, the Dixie, Fishlake, and Manti-La Sal NFs are going to revise their forest plans for livestock management for the first time in twenty-six years. The Sustainable Grazing Collaboration principles will form a basis of broad consensus for change. Moreover, in 2013, the Washington office of the U.S. Forest Service is planning to begin revising their directives for livestock management, and have opted to do this with a public, rather than legally allowable internal process. The Sustainable Grazing Collaboration principles may prove particularly useful, given their origin in a consensus collaboration.

Livestock management on western federal lands has long been regarded generally as a black hole, resisting all efforts to bring it from past habits into line with greatly expanded ecological science, climate change, and the imperative of public process. The challenge will be for citizens to engage fully with opportunities for public management of livestock and big game that have been opened by these four Utah collaborations.

The Utah Forests Program will be present every step of the way. ©



COLLABORATION ON THE COLORADO RIVER IN GRAND CANYON: A Filter of the Optimal

by Nikolai Lash

In January 1997, Secretary of the Interior Bruce Babbitt put twenty-five people in a room to discuss how best to manage Glen Canyon Dam for the benefit of resources in Grand Canyon.

The recommendations made by this group, the Glen Canyon Dam Adaptive Management Program (AMP), were the first of many developed over the next fifteen years. Some positive experiments were recommended by the AMP, including two beneficial high-flow experiments, but many that could have been made were not. The last high-flow experiment in 2008 was implemented by then Secretary of the Interior Kempthorne, in spite of having been voted down by the AMP. Subsequent efforts within the program to conduct more frequent high flows also failed. Fortunately, Secretary Salazar moved beyond the AMP's unwillingness to recommend high flows and earlier this year approved the High-Flow Protocol that authorizes regular high flows for rejuvenating Grand Canyon resources. A question: Is the AMP capable of making optimal recommendations for Grand Canyon's improvement, and if not, why not?

The AMP is a collaborative program with the primary goal of improving and protecting Grand Canyon's cultural and natural resources. Sometimes touted as the premier adaptive management program, it is not living up to its promise. A 2010 paper published in the *Columbia Journal of Environmental Law* concluded that the AMP “failed to stabilize or otherwise improve the quality of the fragile downstream ecosystem,” and “has been unable to make substantial progress toward resolving the significant resource conflicts at the heart of the Dam's operations.” Given the amount of money being spent in the program—over \$10 million a year—one wonders why it is not more successful.

For a collaborative program to be successful at least two elements must be present: There must be a well-designed process that develops policy based on facts and science, and there must be an alignment of stakeholder missions with the collaboration's goals. The AMP satisfies the first element. A well-designed process is in place that includes the Grand Canyon Monitoring and Research Center, a science monitoring

group charged with objectively developing the facts and figures; the Technical Work Group, a committee that organizes the science in response to policy directives; and the Adaptive Management Work Group (AMWG), the policy committee charged with developing recommendations for improving resources in Grand Canyon and forwarding them to the Secretary.

It is with the second element—alignment of individual and group goals—that the AMP comes up short. The goals of the AMP are clearly stated in the 1992 Grand Canyon Protection Act (GCPA), which directed the Secretary to establish long-term monitoring programs and activities to ensure Glen Canyon Dam is operated “. . . in such a manner as to protect, mitigate adverse impacts to, and improve the values for which Grand Canyon National Park and Glen Canyon National Recreation Area were established, including, but not limited to natural and cultural resources and visitor use.” Many of the AMWG's representatives have missions not in alignment with these goals.

The AMWG seats twenty-five members, twenty of whom are voting members (the five federal agencies being non-voting). Of the twenty voting members, nine have missions driven by water or power concerns and frequently find themselves at odds with pro-Grand Canyon recommendations. This sub-group includes the seven basin states: Wyoming, Colorado, Utah, Arizona, New Mexico, Nevada, and California; and two power organizations, the Colorado River Energy Distributors Association and Utah Associated Municipal Power. And because it takes a super-majority to forward a recommendation to the Secretary, this water/power block can and does keep the Secretary from seeing a number of recommendations beneficial to Grand Canyon.

The problem is that the missions of these entities do not align with the goals of the AMP or GCPA. Flows that are beneficial to Grand Canyon—primarily high flows and steady flows—cause a reduction in hydropower revenue. For example, a high-flow experiment costs \$4 million in reduced hydropower revenue. This reduction affects both water and power interests: a reduction in hydropower revenue means fewer dollars for water delivery projects and less

For a collaborative program to be successful at least two elements must be present: There must be a well-designed process that develops policy based on facts and science, and there must be an alignment of stakeholder missions with the collaboration's goals.



Aerial view, Glen Canyon Dam. MITCH TOBIN

subsidized power from the dam. Revenue concerns are important, of course, but a problem exists when these concerns are analyzed at the same time solutions for improving Grand Canyon are being considered. The emphasis on hydropower at this stage of analysis shortchanges the discussion of Grand Canyon improvements, preventing the full breadth of environmental and other concerns from reaching the Secretary's office.

This misalignment of water and power objectives with the goals of the program essentially turns the AMP's collaborative effort into a filter that prevents the Secretary from considering numerous projects optimal for Grand Canyon. Steve Carothers, a scientist who helped put together the AMP, gave Congressional testimony that *"each stakeholder organization represents and works to further its own interests rather than an agreed upon common goal, and those interests are often in direct conflict."*

The ideal process would join well-aligned groups—groups whose missions centered upon environmental,

cultural, and recreational interests—in the development of optimal solutions for Grand Canyon's improvement. We might see such a group recommend a temperature control device for warming waters so that endangered humpback chub could spawn in the mainstem. Such a group might propose a reconfiguration of the dam's engineering to allow super-high flows of 100,000 cfs to flood the canyon, pre-dam style. What glorious beaches, native fish spawning, and protected cultural sites we might see then!

Prompted by a Grand Canyon-centric adaptive management program, the Secretary would be presented with optimal solutions to consider. Water and power interests would get their due, but at the appropriate time, allowing space for the best alternatives for Grand Canyon to reach the Secretary. Unless the membership of the AMP is recast, the program will remain a filtering device, muting the best ideas for Grand Canyon. Sadly, the AMP is not fulfilling the requirements of the Grand Canyon Protection Act nor the wishes of the American public. @



LESSONS LEARNED FROM 4FRI

by Marcus Selig

THE FOUR FOREST RESTORATION INITIATIVE (4FRI) IS NOT ONLY THE LARGEST FOREST RESTORATION PROJECT EVER ATTEMPTED, BUT ALSO A LABORATORY FOR LEARNING ABOUT LARGE-SCALE COLLABORATION.

With an ever-increasing call for collaborative planning on public lands, it is crucial that we attempt to identify lessons learned from existing collaborative efforts. Indeed, the recently revised National Forest System Land Management Planning Rule, which will guide all management activities on national forests for the foreseeable future, largely relies on collaboration for the development, amendment, and revision of land management plans.

Over the last two decades, collaboration has been embraced as a valuable tool for managing our public lands. Throughout the West, decreasing forest health and the occurrence of severe, large-scale wildfire drove historic adversaries—litigious environmental groups, industry, and the U.S. Forest Service—together to identify proactive measures for improving forest health. In Arizona specifically, the nearly 500,000 acre Rodeo-Chediski fire of 2002 served as a wake-up call and sparked a unified effort to develop a large-scale solution to the condition of Arizona’s ponderosa pine forests.

Formally initiated in 2010, the 4FRI builds on nearly twenty years of small-scale collaborative forest planning efforts in northern Arizona and brings together over thirty stakeholders. 4FRI’s disparate stakeholders have united with the common goal of

restoring 2.4 million acres of ponderosa pine forests across northern Arizona’s national forests by mechanically thinning approximately one million acres of forests and reintroducing frequent, low-intensity fire across the landscape. Although the collaborative idea of 4FRI is not unique in addressing the challenges facing Western forests, its scale, national profile, and history provide an excellent opportunity for learning lessons about the benefits and challenges of collaboration.

The collaborative nature of 4FRI has brought many benefits. The Council on Environmental Quality’s Collaborating in NEPA Handbook states that “by engaging relevant expertise, including scientific and technical expertise, and knowledge of a local resource, a collaborative body can reach a more informed agreement and advise decision-makers accordingly.” The CEQ Handbook further states that benefits of collaboration include a fairer process, improved fact-finding, increased social-capital, enhanced environmental stewardship, and reduced litigation. These benefits have held largely true for 4FRI. Collaboration allowed the Forest Service to attempt planning at 4FRI’s unprecedented scale. The social capital brought by 4FRI’s numerous stakeholders provided the Forest Service with the comfort and financial support needed to break from its business-as-usual approach. Furthermore, the variety of interests expressed in 4FRI’s collaborative planning efforts allow for a more robust and complete project plan and environmental analysis. It remains to be seen, however, whether 4FRI’s planning documents will be strong enough to fend off litigation from either participating stakeholders or external groups.

4FRI's collaboration has not been all kittens and lolipops. In ideal collaboration, visions are shared, goals are unambiguous and uncontested, and expectations are met. This rarely exists, and certainly does not exist within 4FRI. Many of the challenges faced by 4FRI have been unavoidable, but in hindsight, others could have been avoided or at least mitigated through careful planning and preparation. The following "lessons learned" are worth considering in future collaborative efforts.

First, 4FRI has demonstrated the importance of establishing collaboration at the correct agency level. Determining how to initiate a collaborative effort requires an understanding of the collaborating agency's management. The U.S. Forest Service is a hierarchical agency with three primary tiers—the Washington, DC Office ("WO"), regional offices ("RO"), and local forests. In this hierarchy, the WO largely sets agency policies and provides general guidance. The RO is responsible for setting regional policies and providing more substantive, directional guidance and expertise on regional management activities. The local forests are where the buck stops; Forest Supervisors are the "line

have benefited from building a collaborative foundation at the local and regional level, making sure the "line officers" were wholly invested in the process. In hindsight, it is easy to recognize the benefits of building bottom-up support for collaboration, especially in an agency that institutionally prides itself on local control.

Second, the historic relationships of 4FRI stakeholders often prevent participants from following one of the major rules of collaboration—separating the people from the problems. In fact, for many of 4FRI's most contentious issues, the people *are* the problem. After fighting the same battles for nearly twenty years, 4FRI stakeholders have relationships that have been permanently shaped by previous interactions. There is a general lack of trust between various participants and actions are commonly perceived with an assumption of bad intent. Stakeholders' actions are sometimes driven more by a desire to "beat the other guy" than to actually solve the problem. In short, the foundation needed for collaboration does not always exist. Perhaps, the collaborative could have benefitted from an infusion of new blood and extraction of old.

Although the collaborative idea of 4FRI is not unique in addressing the challenges facing Western forests, its scale, national profile, and history provide an excellent opportunity for learning lessons about the benefits and challenges of collaboration.

officers" that make all on-the-ground administrative and management decisions based on national and regional guidance and local staff advice and expertise.

The 4FRI was, in large part, initiated in a top-down manner. Visionary stakeholders saw the need for a multi-forest restoration effort and succeeded at building national support for the project at the WO level. Indeed, the project was selected as the top priority project under the USDA's Collaborative Forest Landscape Restoration Program and awarded maximum funding to support collaborative planning efforts. This approach has created top-down pressure to collaborate, work expeditiously, and achieve results on the ground, regardless of regional and local desires to collaborate and other practical constraints. This situation, of course, has created numerous challenges for 4FRI: sometimes apathetic or even antagonistic agency staff, unexplainable decisions, unrealistic timelines, and the general stress and aggravation that accompanies any kind of top-down "mandate." Instead, the 4FRI may

Lastly, the disparate expectations of 4FRI stakeholders have led to varying ideas of "success" and have created differing approaches to collaboration. The 4FRI Stakeholder Group is directed by a "Path Forward" document that explains its overall vision and goals, but this document does not explain the level of detail expected in stakeholder recommendations or explain how the agency is expected to use the group's recommendations. Lack of agreement on these two topics often creates conflict and causes stakeholders to question the value of staying engaged in the collaborative effort. By establishing clear expectations at the beginning, particularly regarding these two important topics, potential stakeholders could have made a more educated decision on whether their engagement in the collaborative process would be the most effective means for achieving their mission.

Regardless of 4FRI's outcome, we will come away with important lessons learned. These lessons will be invaluable as we continue collaborating in formal and informal groups to protect and restore the Colorado Plateau. ©

RANCHING IN THE NEW WEST

by Matt Williamson



One does not have to look hard to find examples of conflict over the rangelands of the American West. The headlines vary, but generally the narrative involves some version of “environmentalists versus ranchers,” “environmentalists versus the government,” or “everyone versus the federal government.”

History is replete with these stories, but few examples of constructive progress exist. If predictions for the Colorado Plateau are correct, we are running out of time to change this story and we have more questions than answers.

How will climate change affect us? How can we stem the tide of invasive species that continue to alter the processes that sustain the ecosystems of the ranches? How do we maintain a landscape that allows wildlife to adapt to such a rapidly changing future? These are big questions. Questions whose answers require us to move past the historical rhetoric and

actively pursue solutions. Questions that create an opportunity for the 850,000 acres of the ranches to produce answers—not just beef. Recognition of this fact is what motivated the creation of the Kane and Two Mile Research and Stewardship Partnership. Working together, we are changing the way conservation organizations and land managers pool resources and pursue solutions to threats that overwhelm our individual abilities in a place that matters to us all.

Formalizing the Partnership has certainly been one of the biggest achievements for the ranch program this year and arguably one of the biggest since we



purchased the ranches in 2005. However, none of this would have been possible without our partnership with the Jones family. Some might find it challenging to understand a partnership between an organization that has put a considerable amount of effort into retiring grazing allotments across southern Utah and a multi-generation ranching family from a community where such organizations are not held in high esteem. If we define an environmentalist as a person with a passion for a place (or places) and a commitment to ensure that place continues to exist and function for future generations and if one considers that the Jones family has been present on these ranches in one way or another for three generations and that an entire family identifies itself with this place, then perhaps our partnership is not so improbable. Certainly we come from very different places, but we are travelling to the same destination: ranches that are healthier than we found them and resilient to whatever changes the future holds. Along the way, we are looking for new ranching models that value stewardship and conservation as much as beef production.

Collaboration is about more than just working together, it is about working together toward a shared goal. It is “place” that makes this partnership work. Without this place, I wonder whether these partnerships could have been possible. This thought occurred to me as Ethan Aumack, GCT’s Director of Conservation Programs, Justun Jones, Vice President of Plateau Ranches, and I were touring the western portion of Kane Ranch. Conversation moved easily broken only by the bumps in the dirt road we were travelling. Suddenly, Justun made a hard left and brought the truck and the conversation to a stop. The silence held as we stared out from Crazy Jug Point into the vast space of the Tapeats Amphitheater of the Grand Canyon. Justun turned to me and said, “*This is why I fight so hard to stay here.*”

It is somewhat ironic that in our search for metaphorical “common ground,” we often neglect the ability of the place to help us find it. Perhaps it is more interesting that the fight to save a place (and all of our places in it) has led to the recognition of a need to work together. Too often our discussions of how rangelands are managed are sidetracked by focusing on the “right” way to achieve a particular “end” without understanding what that “end” is. Through the Kane and Two Mile Ranches Research and Stewardship Partnership and with our friends the Jones



LEFT: Justun and J.R. Jones herd Kane Ranch cattle.
ABOVE: Kanab Creek near Jumpup Point. KATE WATTERS

family; we are trying to change that. Together, we are trying to leave the Kane and Two Mile ranches better than we found them. We may not always agree on the best way to get there, but I am confident that “place” will help. Whether it is the drama of a sunset on the Vermilion Cliffs, the glimpse of Marble Canyon across House Rock Valley, the incredible diversity of wildlife that call the Kaibab Plateau home, or the small gasp one utters as a road ends at Crazy Jug Point; it is hard to imagine a better place to start. ©

Grand Canyon Escalade

In February, Navajo Nation President Ben Shelly and Scottsdale-based Confluence Partners LLC signed a Memorandum of Understanding to develop “Grand Canyon Escalade,” a luxury resort on the Navajo Nation overlooking Marble Canyon, including a three-million square-foot hotel, complete with a tramway that runs from the resort 4,000 feet down to a boardwalk, restaurant and amphitheater to be located at the confluence of the Colorado and Little Colorado rivers. At the request of local families who have home-site and grazing leases in the area, the Trust is supporting their efforts to oppose the developer’s well-funded campaign to force approval by the Bodaway/Gap Chapter and Navajo Nation Council. Opposing families, community leaders, and the Trust support much-needed, community-based economic enterprises in the area, but are against this specific development because of its location and tramway into the Grand Canyon desecrate traditional prayer and religious sites of several native cultures and because of how the developers are dividing the community to achieve their ends. The Trust also opposes developments below the rim of Marble Canyon because of their potential impact on values intrinsic to Grand Canyon National Park.



TRAMWAY REIGNITES BOUNDARY DISPUTE

by Roger Clark

Nearly forty square miles in northeastern Grand Canyon are vulnerable to commercial development below the rim. In 1975, Congress added Marble Canyon National Monument to Grand Canyon National Park, but it failed to include half of the canyon, located between the eastern shore along a 61-mile reach of the Colorado River and the canyon’s rim.

Developers have recently proposed to build a luxury resort on the Navajo reservation, with a tramway to carry tourists down to a restaurant and other attractions along the river, upstream from its confluence with the Little Colorado River. The Navajo Nation claims jurisdiction over the entire area located between the river and rim. The National Park Service asserts that the tramway and associated developments would penetrate the park’s boundary.

During a hearing in 1973, Arizona Senator Barry Goldwater testified in support of creating “a zone of influence” to prevent development within five miles of Marble Canyon’s rim. Nevada’s democratic Senator Alan Bible asked “You want to protect the Canyon?” “Yes,” although Goldwater replied, “I can’t imagine anyone wanting to build down there unless it might be a tramway, and even then that would be totally resisted by Congress because it would require our approval.”

Two years later, Congress relinquished authority to approve developments below the rim. Instead, the Grand Canyon National Park Expansion Act said: “...the Grand Canyon National Park shall comprise, subject to any valid existing rights under the Navajo Boundary Act of 1934, those lands ...as depicted on



© TED GRUSSING

the drawing entitled ‘Boundary Map, Grand Canyon National Park.’” The map identified the “Proposed Boundary on Canyon Rim,” with the note: “Subject to Concurrence of the Navajo Nation.” The 1975 Act further “authorized and encouraged” the Secretary of the Interior to enter into “cooperative agreements.... with interested Indian tribes providing for the protection and interpretation of the Grand Canyon and its entirety.” But that never happened.

The 2006 Colorado River Management Plan acknowledged the unresolved boundary dispute: “The Department of the Interior and Navajo Nation disagree on the location of the boundary. The Department of the Interior has determined that the eastern boundary of Grand Canyon National Park and the western boundary of the Navajo Nation generally lies 0.25 mile east of the historic high waterline on the

Colorado River’s eastern bank. The Navajo Nation asserts that the boundary lies either in the middle of the river or the eastern/southeastern bank of the river.... At some time in the future, the Navajo Nation may choose to develop reservation lands adjacent to Grand Canyon National Park, including recreational opportunities.”

A costly legal battle might stop the proposed tramway from reaching the river. But it would also prolong antagonism with native people. Even if Interior attorneys prevail, twenty-four square miles of land below the rim would remain subject to never-ending attempts to develop it. The Trust supports much-needed economic development opportunities by neighboring Navajo communities and is seeking strategies to secure the long-term protection of Grand Canyon below its rim. ©

WHAT DO THE NAVAJO NATION'S BODAWAY/GAP CHAPTER ELDERS WANT?

by Tony Skrelunas



DEVELOPMENT THAT DOESN'T INTIMIDATE, THAT DOESN'T DESTROY TRADITIONAL CULTURE AND SACRED LAND THAT IS IN CONCERT WITH THE DELICATE EXISTENCE—that is the hope of any one of the Bodaway Gap matriarchs, simple ladies who take care of their sheep and cattle on the expansive landscape near To'ahxidiidlinh, interpreted as “Where the Rivers Meet.” They continue the honorable life of their ancestors who taught them the strength-building benefits of praying each morning, to offer pollen when crossing every river on one's travels, and to pray on the edge of where the male and female rivers meet. When at the Confluence, they have been taught to always walk delicately, speak softly, be attentive, and enjoy the solitude of the place.

The proposed Escalade development offers the attraction of jobs and touts the millions of dollars the Navajo Nation could earn. It also seriously impacts the area's values and the pastoral life of current inhabitants. Imagine, you are a family that is used to this quiet pace of life and now, millions of visitors may be driving through your backyard, that the place on which generations have been taught to walk softly is now the proposed site for a massive resort with a tramway down to where the ancient rivers meet.

The twenty-seven mile road to the Confluence is long, winding, and rough. En route, one slowly withdraws from civilization to blissful nature. You encounter a place locked in time for over forty years due to a federally-mandated freeze on even the simplest home improvements. You encounter families in need of

good jobs living in modest homes that have been left unimproved for too long, with no electricity or running water. The soft-spoken people of the Confluence deserve economic opportunity. Yet these families, with so much to gain in terms of jobs, stand together against the development in large numbers. As a result of their stance, they face intimidation and embarrassment, and the power of well-financed developers.

None of the families have ever faced an issue of this magnitude. They have led quiet lives. Now, with all that is at stake, they have had to become outspoken, to march, to write in local papers, to talk with well-heeled developers, and to talk to national media.

Life at the Confluence has always been intertwined with the Hopi who continue their ancient tradition of collecting salts in the area. The Zuni, Havasupai, and Paiutes also share traditional emergence stories traced back to the Grand Canyon. The offerings to the sacred rivers are conducted for the benefit of all mankind. If they are hindered by development, by wandering visitors, by profit, then all mankind suffers.

After a recent Chapter house vote to rescind the twice approved resolution opposing the development, the families of the Confluence were somber. Traditional people shed tears and offered each other words of encouragement. This has ignited an outpouring of support from many tribal grassroots groups who have organized a coalition called the “Protect the Confluence Coalition” and the Grand Canyon Trust is a participating and committed member. ©

THE GRAND CANYON TRUST AND NORTH RIM RANCH, LLC

STATEMENTS OF FINANCIAL POSITION

for the twelve months ended December 31, 2011

ASSETS	2011
Current Assets:	
Cash and cash equivalents	\$4,091,067
Contributions receivable	1,965,000
Other receivables	52,520
Livestock inventory	65,738
Prepaid expenses	68,038
TOTAL CURRENT ASSETS	6,242,363
Breeding Herd	52,352
Property and Equipment, net	2,675,403
Investments	2,326,878
Conservation Easement	1,295,000
Beneficial Interest in Remainder Trust	40,803
TOTAL ASSETS	\$12,632,799

LIABILITIES AND NET ASSETS

Current Liabilities:	
Account payable	\$79,601
Accrued expenses	48,162
TOTAL CURRENT LIABILITIES	127,763
Net Assets:	
Unrestricted	7,632,891
Temporarily restricted	3,162,203
Permanently restricted	1,795,000
TOTAL	12,590,094
Non-controlling interest	-85,058
TOTAL NET ASSETS	12,505,036
TOTAL LIABILITIES AND NET ASSETS	\$12,632,799

STATEMENTS OF ACTIVITY

for the twelve months ended December 31, 2011

CHANGES IN NET ASSETS	2011
Revenues:	
Grants	\$2,220,981
Contributions	2,656,135
In-kind contributions	424,950
Membership income	383,933
Investment income	30,225
Cattle revenue	52,718
Change in value of beneficial interest in remainder trust	-5,272
Other income	45,821
TOTAL REVENUES	5,809,491
Expenses:	
Program services	3,790,530
Education	180,456
TOTAL PROGRAM SERVICES	3,970,986
Development and membership General and administrative	295,569
General and administrative	346,364
TOTAL SUPPORT SERVICES	641,933
TOTAL EXPENSES	4,612,919
CHANGE IN NET ASSETS BEFORE NON-CONTROLLING INTEREST	1,196,572
Less: change in net assets attributable to non-controlling interest	62,003
Changes in Net Assets for Controlling Entities	1,258,575
BALANCE, DECEMBER 31, 2010	11,331,519
CHANGES IN NET ASSETS	1,196,572
Net contributions (distributions)	-23,055
BALANCE, DECEMBER 31, 2011	\$12,505,036



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Grand Canyon Trust
2601 N. Fort Valley Road
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Advocate Staff

Editor: *Richard Mayol*

Design: *Joan Carstensen Design*

Illustrations: *Kate Watters*

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by *Tim Peterson*

www.timpetersonphotography.com

Headquarters

2601 N. Fort Valley Road

Flagstaff, AZ 86001

(928) 774-7488 ph (928) 774-7570 fax

Moab, Utah Office

HC 64, Box 1801, Moab, Utah 84532

(435) 259-5284

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