Memorandum

To: Director, Bureau of Land Management

From: Secretary

Subject: Management of the Grand Staircase - Escalante National Monument

On September 18, 1996, the President created by Proclamation the Grand Staircase - Escalante National Monument in Utah. This is the first National Monument in history for which management responsibility has been given to the Bureau of Land Management (BLM), offering BLM a highly visible opportunity to demonstrate its stewardship. The purposes of this memorandum are: (a) to direct that you issue interim guidance for managing the Monument during the next three years; and (b) to direct you to prepare the management plan for the Monument for my adoption by the end of that period.

The President's Proclamation directs management of the Monument pursuant to applicable legal authorities, including the Federal Land Policy and Management Act (FLPMA) and the National Environmental Policy Act (NEPA). Further, I want to make certain that we work very closely with the State of Utah as our efforts proceed. While stewardship of the Grand Staircase - Escalante National Monument is the responsibility of this Department, I believe an effective working relationship with the State is crucial to our development of an effective management plan. The State possesses expertise in numerous management disciplines, and its capabilities will complement our own.

INTERIM MANAGEMENT DIRECTION

The public should have more explicit information concerning the management of specific activities during the three year interim period. Accordingly, I ask that you issue appropriate guidance to field managers as soon as possible. Field managers should be fully conversant with that guidance and initiate efforts to provide information to the public as necessary.

The President's Proclamation cited the Monument's unique geological, paleontological, archeological, biological and historical values. It also stated that valid existing rights (VER) must be recognized, withdrew Federal lands and interests in lands within the Monument from entry, location, selection, sale, leasing, or other disposition (except exchange) under the public land laws including, among others, the mineral leasing and mining laws, and stated that existing grazing uses shall continue to be governed by applicable laws and regulations other than the Proclamation. As a general principle,
actions that are not precluded by the Proclamation and which do not conflict with the established purposes of the Monument may continue.

DEVELOPING THE MONUMENT MANAGEMENT PLAN

The President’s Proclamation directed me to prepare, within three years, a management plan for the Monument and any necessary regulations. You should take the lead in preparing the plan and proposing it for my adoption. In preparing the plan, you must make certain that it reflects the purposes for which the Monument was established.

In order to assure an effective planning effort, you should develop a detailed inventory of significant resources within the Monument’s boundaries which have been identified thus far through available sources. The inventory should have a usable format and be easy to update as new information becomes available. Attached is a bibliography of monument resources that was completed in connection with the Proclamation. Although there is considerable understanding of the Monument’s attributes, much more work is needed to identify, assess, interpret and protect them in an integrated manner.

In addition to the State, local and Tribal governments, the private sector, the public and other Federal agencies have interests and insights as to managing the Monument’s resources and integrating the Monument with local community development. I expect you to be energetic and innovative in working with these entities. Many models for involving our neighbors have been developed and implemented. Useful lessons can be drawn from these models throughout the West by both government and non-government entities.

The management of the Grand Staircase - Escalante National Monument is one of the Department’s most visible and important priorities. Your work will have a profound impact on the public’s assessment of the Bureau and of Federal land management in general. I know that the challenges of managing the Monument and preparing its management plan are significant and encompass a very broad variety of scientific, historical, and economic considerations. The Bureau will have my full support and encouragement as your efforts proceed.

Attachment
I. Geology resources

Mineral deposits


Utah Coal for Southwest Gas Markets: A New Concept for Utah Coal and a New Industry for the Kaiparowits Plateau (Salt Lake City: Kaiser Engineers, 1977).

Geology

Beus, Stanley and Morales, Michael, eds. Grand Canyon Geology. (New York, NY: Oxford University Press;
Blanchard, Paul. *Ground-water Conditions in the Kaiparowits Plateau Area, Utah and Arizona, with Emphasis on the Navajo Sandstone* (Salt Lake City: Utah Department of Natural Resources, 1986).


Shanley, Keith, “Predicting Facies Architecture Through Sequence Stratigraphy--An Example from the Kaiparowits Plateau, Utah.” Geology, vol. 19, no. 7 (July 1, 1991) pp. 742-745.


Stratigraphy, Depositional Environments, and Sedimentary Tectonics of the Western Margin, Cretaceous Western

Bibliography of Sources for Objects in the Grand Staircase - Escalante National Monument
II. **Paleontology resources**


Eaton, Jeffery G., Correspondence with Mike Noel, Kanab Resource Area, 1991.


Eaton, Jeffrey G., *Biostratigraphic Framework for Late Cretaceous nonmarine sequence, Kaiparowits Plateau, Southern Utah.*

Miller, Wade E., Paleontological Literature Search of Alternative Plant Sites for the Utah Power and Light Company. 1975

III. Prehistoric resources (Anthropology/Archaeology)


Fish, Paul, Preliminary Report for Archaeological and Ethnohistorical Phase I Consultation for the Kaiparowits Power Project: Proposed Plant Sites, Impact Study Area and Proposed Transmission Line Corridors, Museum of Northern Arizona, Department of Anthropology

Fowler, Don. 1961 Excavations, Kaiparowits Plateau, Utah (Salt Lake City: Department of Anthropology, University of Utah 1963) Anthropological Papers, University of Utah Department of Anthropology no. 66, Glen Canyon Series no. 20.


IV. History resources

General

Coppel, Lynn. *Kaiparowits: “It may be your playground but it’s my home.”* (Fullerton, CA: California State University, 1979) Master’s thesis, typescript of oral history project.


Thompson, George. *Some Dreams Die; Utah’s Ghost Towns and Lost Treasures*. (Salt Lake City, UT: Dream Garden Press, 1982).


Mormon era—includes sources for Hole-in-the-Rock expedition

Decker, Elizabeth. *Biography* (Salt Lake City: Daughters of the Utah Pioneers Museum manuscript collection).

*Family Histories of Edwards, Robb and Worlton Families* (St. George, UT: Dixie College, manuscript collection).
V. Biology resources


Gaud, William, ed. *Supplemental Environmental Studies of the Kaiparowits Generating Station* (Flagstaff, AZ: Northern Arizona University Biology Department, report issued July 1, 1974).


IUCN. *Categories, objectives and criteria for protected areas*. (Morges, Switzerland: 1978).


MacMahon, JA. "Disturbed lands and ecological theory." in WR Jordan and ME Gilpin, eds, Restoration

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Osley, DJ, MB Fenton, and GR Carmody. “The effects of roads on populations of small mammals.” Journal of


Rogers, GF. Then and Now. (Salt Lake City, UT: University of Utah Press, 1982).


Stevens GC. “The elevational gradient in altitudinal range: an extension of Rapoport's latitudinal rule to altitude.”


Tuhy, Joel and MacMahon, James. Vegetation and Relict Communities of Glen Canyon National Recreation Area (Logan, UT: Utah State University, final report for contract CX1200-6-B076, 1988).


Utah Natural Heritage Program. Vascular Plant Database. (Salt Lake City, UT: Unpublished, Utah Division of Wildlife Resources).


Van Pelt, Nicholas and Tuhy, Joel. “Relict Vegetation Sites: Urgent Inventory Need for Desert Parks.” Park Science. vol. 11, no. 3 (Summer 1991) p. 20.


Wegner, J. F., and G. Merriam. “Movements of birds and small mammals between a wood and adjoining...


Witmer, GW and DS Calesta. “Effect of forest roads on habitat use by Roosevelt elk.” *Northwest Science.* vol.


VI. General resources (These sources describe resources that cover several disciplines within the area.)


Daughters of Utah Pioneers. Utah Rivers, Part 2 (Salt Lake City: The Daughters of Utah Pioneers, 1986)

Frankel, Zachary. A Citizen's Proposal to Protect the Wild Rivers of Utah. Southern Utah Wilderness Alliance. Salt Lake City, Utah. 1994


Powell, John Wesley. Report on the Lands of the Arid Region of the United States (Boston: The Harvard


Utah Wilderness Coalition. Wilderness at the Edge (Salt Lake City: Utah Wilderness Coalition, 1990; distributed by Peregrine Smith Books).


Bibliography of Sources for Objects in the Grand Staircase - Escalante National Monument


Memorandum

To: Utah State Director

From: Director, Bureau of Land Management

Subject: Interim Management Guidance for the Grand Staircase - Escalante National Monument

The President's decision to establish the Grand Staircase - Escalante National Monument provides an unprecedented opportunity for the Bureau to demonstrate its commitment to effective resource management. I am pleased with your efforts in cooperation with Headquarters and Departmental staff to initiate development of the Monument's management plan, and to coordinate with the State of Utah and other appropriate entities in that planning effort.

The Presidential Proclamation which establishes the Monument provides a strong basis for our efforts. It specifies that the Monument is to be managed pursuant to applicable law, which includes but is not limited to the Federal Land Policy and Management Act (FLPMA). The Proclamation also: withdraws Federal lands within the Monument from entry, location, selection, sale, leasing or other disposition; mandates respect for valid existing rights; recognizes the State of Utah's responsibility and authority for fish and wildlife; maintains current grazing permits and leases; and continues existing withdrawals, reservations and appropriations, recognizing, however, that the Monument is to be the dominant reservation.

The management plan for Grand Staircase - Escalante National Monument, which is to be prepared over the next three years, will include comprehensive guidance on the full range of management issues. Until it is issued, the public will require more specific information regarding the Proclamation's directives, as well as information on issues that the Proclamation does not explicitly reference. Accordingly, the Secretary has asked me to prepare and issue interim management guidance to inform managers and field personnel and enable them to provide information to the public. In so doing, the Secretary has reiterated our commitment to implement the Proclamation and also stated that, in general, "actions that are not precluded by the Proclamation and which do not conflict with the established purposes of the Monument may continue."

In general, field managers will have to make decisions related to the following four broad categories:

- **Valid Existing Rights:** As stated in the Proclamation, the establishment of the Monument is subject to valid existing rights (VER). We must respect those rights. If any questions arise concerning the definition, extent, or applicability of such rights to a given circumstance, ensure
that responsible officials seek assistance from you and from the Office of the Solicitor.

- **Renewal of Existing Use Authorizations**: Proposed renewal requests may be approved, so long as they comply with applicable laws and regulations and do not conflict with the purposes for which the Monument was established.

- **New Use Authorizations**: Applications for new use authorizations should be assessed on a case-by-case basis to determine whether they would conflict with Monument purposes. Those that do not conflict may be approved. Actions on those that raise questions about consistency with Monument purposes should be deferred until the management plan is prepared. Those that raise clear conflicts, however, should be disapproved, subject to VER.

- **BLM Activities**: We should assure that our own activities, such as construction and maintenance, meet standards which are at least as stringent as those applied to others.

The attached interim guidance reflects the direction we have received from the President and the Secretary. It is intended to cover all major areas in which the public may require information. However, this guidance cannot anticipate each management issue or question that may arise from specific on-the-ground circumstances, including those encountered in routine daily operations. If in the future you determine that supplemental guidance is needed and appropriate, please recommend it to me.

We have an obligation to provide the public with clear and understandable information on the use of lands within the Monument. I know that this will require you and your field personnel to make judgments involving a variety of activities, and that doing so will be challenging. Please know that you will have my full support, as well as that of the Department, as you proceed.

Attachment

[Signature]

Deputy Director
Interim Management Guidance

Grand Staircase - Escalante National Monument

General Guidance

Adhere to direction in the President's Proclamation:

- Federal lands and interests in lands within the Monument are withdrawn from entry, location, selection, sale, leasing or other disposition under the public land laws, including among others the mineral leasing and mining laws.

- Valid Existing Rights (VER) will be recognized.

- The State of Utah's responsibilities and authorities regarding wildlife management, including fishing and hunting, within the Monument are unaffected by the Proclamation.

- Grazing activities carried out under exiting leases and permits are unaffected and shall continue to be governed by applicable laws and regulations other than the Proclamation.

- Water is not reserved by the Proclamation as a matter of Federal law.

- Existing withdrawals, reservations or appropriations are not revoked, but the Monument is the dominant reservation.

Maintain existing management policies, designations and allocations except where changes are necessary to protect the objects of scientific and historic interest within the Monument and, per FLPMA, to maintain the non-impairment standard for wilderness study areas and to prevent undue and unnecessary degradation of resources.

Provide the public with prompt and accessible information on questions regarding the use of Federal lands within the Monument.

Coordinate with the State of Utah (under existing agreements and any new arrangements deemed necessary) and with Tribes and other governmental entities to disseminate and exchange information and cooperate in management actions, consistent with applicable legal authorities and other directives.

Assure that applications and proposals pending when the Proclamation was issued and future use requests are subject to the terms of the Proclamation (including its recognition of VER) and other management directives and decisions related to the Monument.

Consider land exchanges and easement acquisitions that will enhance Monument values.
Specific Guidance

**Grazing:** Livestock grazing within the Monument is permitted, pursuant to the terms of existing permits and leases. In the Monument (as in all properly managed grazing pastures), appropriate grazing management practices should be followed to protect rangeland resources, and not exceeding proper stocking levels is of paramount importance. Actions should be taken to assist permittees in assuring compliance with existing requirements. Enforcement actions against trespassers or other violators continue to be authorized.

**Livestock, Watershed & Wildlife Facilities:** Maintenance of existing facilities should be permitted, subject to compliance with current policies and practices, provided Monument resources are protected. Applications for new facilities may be considered, if they will protect or enhance Monument resources.

**Hunting and Fishing:** The enjoyment of hunting and fishing within the Monument boundaries is not affected by the Proclamation. The State of Utah maintains its responsibilities and authorities with respect to these activities.

**Wilderness Study Areas (WSAs):** The non-impairment standard under FLPMA continues to apply to WSAs. Continue existing activities to protect existing wilderness study areas and instant study areas, and to assess proposed actions that may affect wilderness values.

**Signs and Interpretation:** Provide appropriate signs at Monument boundaries and post other relevant information as needed. Initiate actions to interpret Monument resources and values and provide environmental education to visitors on important topics (e.g., visitor safety in arid environments).

**Roads:** In general, improvements should be minimal and designed solely to correct those conditions that are unsafe or hazardous. Activities that maintain, as opposed to enhance, existing roads may be permissible.

**Off-Highway Vehicles:** No additional areas should be authorized for OHV use. In addition, management discretion should be exercised where necessary, through emergency closures or other actions, to protect Monument resources.

**Paleontological Resources and Rock Collection:** The collection of specimens should not be permitted, except where intended for legitimate scientific uses for which documentation is provided to the satisfaction of the responsible management official.

**Scientific, Archeological and Historical Investigations:** These investigations are important to increase our understanding of the Monument's resources. They may proceed consistent with current policies and practices, except that surface disturbance must be minimal.
Mineral Activities (including Hardrock, Oil, Gas & Coal): The President’s Proclamation reserved and appropriated all Federal lands and interests in lands within the Monument and withdrew them from entry, location, selection, sale, leasing or other disposition (except for exchanges that enhance Monument purposes) under the public land laws, including the mineral leasing and mining laws. Thus no new Federal mineral leases will be issued within the Monument, and authorization for activities on existing mineral leases will be governed by VER. As to hardrock minerals, no new mining claims can be located, and no new prospecting or exploration activities can be undertaken to identify locatable minerals or to establish the discovery of valuable mineral deposits. Plans of operation for mining operations are not to be approved unless the Department has finally determined the validity of the mining claims and millsites covered by the plans. If BLM receives notice of an operation not requiring plan approval, you should consult with the Office of the Solicitor before deciding how to proceed.

Wood Gathering and Fires: These activities may be permitted, but management discretion should be exercised to assure consistency with Monument purposes.

Camping: Recreational camping may continue consistent with current policies and practices and the Proclamation. BLM camping facilities should be maintained and rehabilitated as appropriate, consistent with Monument purposes. However, expansion of back-country access and related facilities should be deferred until completion of the Monument management plan.

Rights-of-Way: Rights-of-Way (ROWs) and ancillary public facilities necessary for the continued existence of established communities should be processed pursuant to existing policies and practices whenever consistent with Monument purposes. New ROWs that are designed to create access to non-federal lands within the Monument should be deferred until completion of the Monument management plan wherever possible, consistent with VER.

Surface Disturbance and Reclamation Activities Under Current Permits: These activities should proceed consistent with current permits. Permit extensions may be considered subject to consistency with applicable policies and procedures, whenever consistent with Monument purposes.

Animal Damage Control: The Animal and Plant Health Inspection Service (APHIS) should be urged, through amendments to existing agreements and other measures, to target individual predators rather than predator populations.

Noxious Weeds/Exotic Species: Existing noxious weed control activities should continue. Exotic species should not be introduced, unless doing so is essential to control noxious weeds or other undesirable species.

Activities on Non-Monument Lands: Activities on non-Monument lands that are causing, or expected to cause water quality deterioration, soil degradation or other damage to Monument lands—whether directly or indirectly—must be reported to the responsible management official for appropriate action.