

Establishment of the Grand Staircase-Escalante National Monument by the President of the United States of America
September 18, 1996
A PROCLAMATION

The Grand Staircase-Escalante National Monument's vast and austere landscape embraces a spectacular array of scientific and historic resources. This high, rugged, and remote region, where bold plateaus and multi-hued cliffs run for distances that defy human perspective, was the last place in the continental United States to be mapped. Even today, this unspoiled natural area remains a frontier, a quality that greatly enhances the monument's value for scientific study. The monument has a long and dignified human history: it is a place where one can see how nature shapes human endeavors in the American West, where distance and aridity have been pitted against our dreams and courage. The monument presents exemplary opportunities for geologists, paleontologists, archeologists, historians, and biologists.

The monument is a geologic treasure of clearly exposed stratigraphy and structures. The sedimentary rock layers are relatively undeformed and unobscured by vegetation, offering a clear view to understanding the processes of the earth's formation. A wide variety of formations, some in brilliant colors, have been exposed by millennia of erosion. The monument contains significant portions of a vast geologic stairway, named the Grand Staircase by pioneering geologist Clarence Dutton, which rises 5,500 feet to the rim of Bryce Canyon in an unbroken sequence of great cliffs and plateaus. The monument includes the rugged canyon country of the upper Paria Canyon system, major components of the White and Vermilion Cliffs and associated benches, and the Kaiparowits Plateau. That Plateau encompasses about 1,600 square miles of sedimentary rock and consists of successive south-to-north ascending plateaus or benches, deeply cut by steep-walled canyons. Naturally burning coal seams have scorched the tops of the Burning Hills brick-red. Another prominent geological feature of the plateau is the East Kaibab Monocline, known as the Cockscomb. The monument also includes the spectacular Circle Cliffs and part of the Waterpocket Fold, the inclusion of which completes the protection of this geologic feature begun with the establishment of Capitol Reef National Monument in 1938 (Proclamation No. 2246, 50 Stat. 1856). The monument holds many arches and natural bridges, including the 130-foot-high Escalante Natural Bridge, with a 100 foot span, and Grosvenor Arch, a rare "double arch." The upper Escalante Canyons, in the northeastern reaches of the monument, are distinctive: in addition to several major arches and natural bridges, vivid geological features are laid bare in narrow, serpentine canyons, where erosion has exposed sandstone and shale deposits in shades of red, maroon, chocolate, tan, gray, and white. Such diverse objects make the monument outstanding for purposes of geologic study.

The monument includes world class paleontological sites. The Circle Cliffs reveal remarkable specimens of petrified wood, such as large unbroken logs exceeding 30 feet in length. The thickness, continuity and broad temporal distribution of the Kaiparowits Plateau's stratigraphy provide

significant opportunities to study the paleontology of the late Cretaceous Era. Extremely significant fossils, including marine and brackish water mollusks, turtles, crocodilians, lizards, dinosaurs, fishes, and mammals, have been recovered from the Dakota, Tropic Shale and Wahweap Formations, and the Tippet Canyon, Smoky Hollow and John Henry members of the Straight Cliffs Formation. Within the monument, these formations have produced the only evidence in our hemisphere of terrestrial vertebrate fauna, including mammals, of the Cenomanian-Santonian ages. This sequence of rocks, including the overlying Wahweap and Kaiparowits formations, contains one of the best and most continuous records of Late Cretaceous terrestrial life in the world.

Archeological inventories carried out to date show extensive use of places within the monument by ancient Native American cultures. The area was a contact point for the Anasazi and Fremont cultures, and the evidence of this mingling provides a significant opportunity for archeological study. The cultural resources discovered so far in the monument are outstanding in their variety of cultural affiliation, type and distribution. Hundreds of recorded sites include rock art panels, occupation sites, campsites and granaries. Many more undocumented sites that exist within the monument are of significant scientific and historic value worthy of preservation for future study.

The monument is rich in human history. In addition to occupations by the Anasazi and Fremont cultures, the area has been used by modern tribal groups, including the Southern Paiute and Navajo. John Wesley Powell's expedition did initial mapping and scientific field work in the area in 1872. Early Mormon pioneers left many historic objects, including trails, inscriptions, ghost towns such as the Old Paria townsite, rock houses, and cowboy line camps, and built and traversed the renowned Hole-in-the-Rock Trail as part of their epic colonization efforts. Sixty miles of the Trail lie within the monument, as does Dance Hall Rock, used by intrepid Mormon pioneers and now a National Historic Site.

Spanning five life zones from low-lying desert to coniferous forest, with scarce and scattered water sources, the monument is an outstanding biological resource. Remoteness, limited travel corridors and low visitation have all helped to preserve intact the monument's important ecological values. The blending of warm and cold desert floras, along with the high number of endemic species, place this area in the heart of perhaps the richest floristic region in the Intermountain West. It contains an abundance of unique, isolated communities such as hanging gardens, tinajas, and rock crevice, canyon bottom, and dunal pocket communities, which have provided refugia for many ancient plant species for millennia. Geologic uplift with minimal deformation and subsequent downcutting by streams have exposed large expanses of a variety of geologic strata, each with unique

physical and chemical characteristics. These strata are the parent material for a spectacular array of unusual and diverse soils that support many different vegetative communities and numerous types of endemic plants and their pollinators. This presents an extraordinary opportunity to study plant speciation and community dynamics independent of climatic variables. The monument contains an extraordinary number of areas of relict vegetation, many of which have existed since the Pleistocene, where natural processes continue unaltered by man. These include relict grasslands, of which No Mans Mesa is an outstanding example, and pinon-juniper communities containing trees up to 1,400 years old. As witnesses to the past, these relict areas establish a baseline against which to measure changes in community dynamics and biogeochemical cycles in areas impacted by human activity. Most of the ecological communities contained in the monument have low resistance to, and slow recovery from, disturbance. Fragile cryptobiotic crusts, themselves of significant biological interest, play a critical role throughout the monument, stabilizing the highly erodible desert soils and providing nutrients to plants. An abundance of packrat middens provides insight into the vegetation and climate of the past 25,000 years and furnishes context for studies of evolution and climate change. The wildlife of the monument is characterized by a diversity of species. The monument varies greatly in elevation and topography and is in a climatic zone where northern and southern habitat species intermingle. Mountain lion, bear, and desert bighorn sheep roam the monument. Over 200 species of birds, including bald eagles and peregrine falcons, are found within the area. Wildlife, including neotropical birds, concentrate around the Paria and Escalante Rivers and other riparian corridors within the monument.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431) authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

NOW, THEREFORE, I, WILLIAM J. CLINTON, President of the United States of America, by the authority vested in me by section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the Grand Staircase-Escalante National Monument, for the purpose of protecting the objects identified above, all lands and interests in lands owned or controlled by the United States within the boundaries of the area described on the document entitled "Grand Staircase-Escalante National Monument" attached to and forming a part of this proclamation. The Federal land and interests in land reserved

consist of approximately 1.7 million acres, which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from entry, location, selection, sale, leasing, or other disposition under the public land laws, other than by exchange that furthers the protective purposes of the monument. Lands and interests in lands not owned by the United States shall be reserved as a part of the monument upon acquisition of title thereto by the United States.

The establishment of this monument is subject to valid existing rights.

Nothing in this proclamation shall be deemed to diminish the responsibility and authority of the State of Utah for management of fish and wildlife, including regulation of hunting and fishing, on Federal lands within the monument.

Nothing in this proclamation shall be deemed to affect existing permits or leases for, or levels of, livestock grazing on Federal lands within the monument; existing grazing uses shall continue to be governed by applicable laws and regulations other than this proclamation.

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the national monument shall be the dominant reservation.

The Secretary of the Interior shall manage the monument through the Bureau of Land Management, pursuant to applicable legal authorities, to implement the purposes of this proclamation. The Secretary of the Interior shall prepare, within 3 years of this date, a management plan for this monument, and shall promulgate such regulations for its management as he deems appropriate. This proclamation does not reserve water as a matter of Federal law. I direct the Secretary to address in the management plan the extent to which water is necessary for the proper care and management of the objects of this monument and the extent to which further action may be necessary pursuant to Federal or State law to assure the availability of water.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this eighteenth day of September, in the year of our Lord nineteen hundred and ninety-six, and of the Independence of the United States of America the two hundred and twenty-first.

William J. Clinton

United States Department of the Interior
Bureau of Land Management

Grand Staircase-Escalante National Monument

*Approved Management Plan
Record of Decision*

Prepared by

Bureau of Land Management
Grand Staircase-Escalante National Monument
Cedar City, Utah

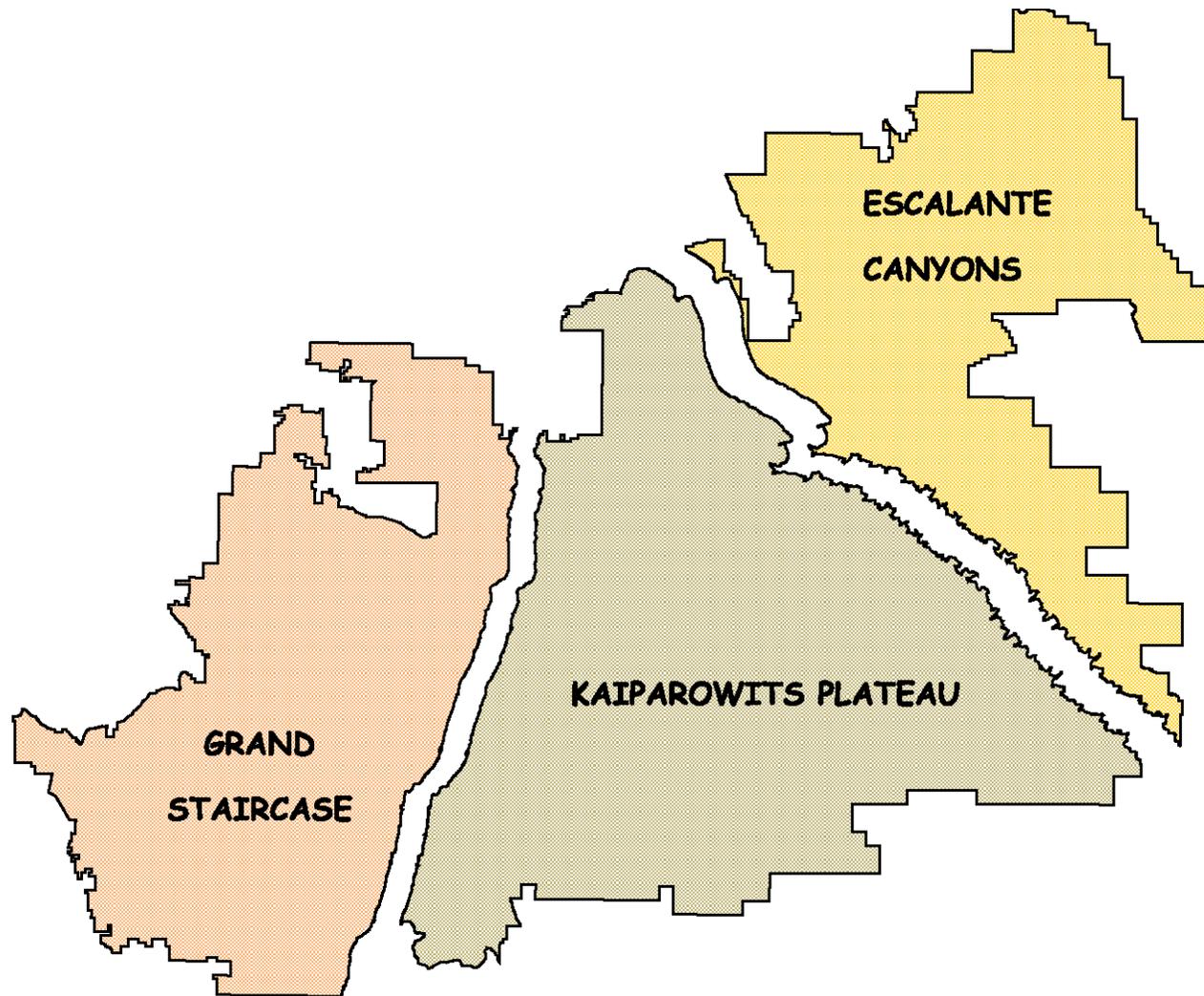
Signed November 1999

Effective February 2000

Overview

On September 18, 1996, Grand Staircase-Escalante National Monument was established by the President of the United States, under the authority of the 1906 Antiquities Act. The stunningly beautiful lands within this Monument contain spectacular treasures of natural and human history. This high, rugged, and remote region, where bold plateaus and multi-hued cliffs run for distances that defy human perspective, was the last place in the continental United States to be mapped.

From its spectacular Grand Staircase of cliffs and terraces, across the rugged Kaiparowits Plateau, to the wonder of the Escalante River Canyons, America's newest Monument spans nearly 1.9 million acres of land owned by the American public. The wild Southwestern desert country encompassed by the Monument remains a remote frontier. By the terms of the Presidential Proclamation and the provisions of this Management Plan it will remain so, serving as an outdoor laboratory where current and future generations can



Physiographic Provinces

study biological and earth sciences, prehistoric life and environments, and pioneer history.

To further the protection of Grand Staircase-Escalante National Monument, the President asked the Secretary of the Interior to pursue agreements with the State of Utah to acquire the school trust lands within the Monument, as well as with the holders of the two large coal leases in existence at the time of its establishment. In late 1997, Utah and the Department of the Interior successfully negotiated the largest state-federal land exchange in history, which was then ratified by Congress. This exchange transferred all state inholdings within the Monument, approximately 180,000 acres, to the American public. In addition, agreements to purchase coal leases from major lessees Andalex and Pacificorp in 1999 eliminated two threats of industrial development in this area. Both of these events greatly improved the ability to manage the lands within the Monument boundaries as an unspoiled natural area.

The Presidential Proclamation also directed the Bureau of Land Management (BLM), an agency of the Department of the Interior, to prepare a Management Plan for the Monument. The Proclamation and the Antiquities Act provide a clear mandate for this plan -- to protect the myriad historic and scientific resources in the Monument. To meet this objective, the Monument will be managed according to two basic principles. First and foremost, the Monument will remain protected in its primitive, frontier state. The BLM will safeguard the remote and undeveloped character of the Monument, which is essential to the protection of the scientific and historic resources.

Second, the Monument will provide opportunities for the study of scientific and historic resources. In addition to the study of specific scientific resources and scientific disciplines, the Monument setting will allow study of key issues such as understanding ecological and climatic change over time, understanding the interactions between humans and their environment, improving land management practices, and achieving a properly functioning, healthy, and biologically diverse landscape. The BLM will support and encourage scientific study, as long as it does not conflict with the protection and preservation of Monument resources.

To achieve these priorities, visitor development in the Monument will be limited to minor facilities such as interpretive kiosks and pullouts, located in small areas on the periphery of the Monument.

Major visitor centers will be located in nearby towns instead of within the Monument itself. Limiting development to the periphery will allow visitors to better understand the Monument's national treasures without jeopardizing the resources or the remote character of this special area.

Motorized access will also be limited. The Plan designates a road network, which will be left largely in its presently unimproved condition. The Plan also eliminates cross-country motorized travel. In doing so, the BLM will ensure that the remote, undeveloped nature of this landscape remains for generations to come.

While these strategies will protect Monument resources, they will also help meet another important objective - providing economic opportunities for local communities. By focusing visitor opportunities on the periphery of the Monument, visitors will stay overnight in the local communities, and the rugged nature of the interior of the Monument will be retained.

The designation of a management zone system will serve as the primary tool for managing visitation and other uses in a manner that will safeguard the Monument's resources. In brief, the Plan designates four management zones within the Monument:



Straight Cliffs (photo by Jerry Sintz)

The **Frontcountry Zone** (78,056 acres or 4 percent of the Monument) is the focal point for visitation. This zone will offer day-use opportunities near towns adjacent to the Monument and to Highways 12 and 89, both of which cross the Monument. The Frontcountry Zone will accommodate the primary interpretation sites, overlooks, trails, and related facilities needed to highlight the Monument's vast array of resources.

The **Passage Zone** (39,037 or 2 percent of the Monument) contains secondary travel routes used as throughways and recreation destinations. The BLM will provide rudimentary facilities necessary for visitor safety and interpretation.

The **Outback Zone** (537,748 acres or 29 percent of the Monument) is intended for an undeveloped, primitive, and self-directed visitor experience while accommodating motorized and mechanized access on designated routes. Facilities will be rare and provided only when essential for resource protection.

The **Primitive Zone** (1,210,579 acres or 65 percent of the Monument) will offer an undeveloped, primitive, and self-directed visitor experience without motorized or mechanized access. The BLM will provide no facilities and will post only those signs necessary for public safety or resource protection.



Escalante River (Photo by Larry Vensel)

The BLM will allow camping in its three existing small developed campgrounds or in designated primitive camping areas in the Frontcountry and Passage Zones; allow primitive dispersed camping in the Outback and Primitive Zones; and require camping permits for overnight use in all zones. The Management Plan also addresses other recreational uses, such as climbing and special events, as well as other uses such as hunting, fishing, and livestock grazing which the Proclamation directed would continue under existing laws and regulations. The Plan also addresses valid rights which were recognized and protected in the Proclamation.

This Plan is the result of a unique collaborative planning process, involving State, tribal, local, and scientific participation, as well as participation by the general public. To ensure that the State of Utah's interests were represented on the Monument Planning Team, the Secretary invited the Governor to nominate five professionals to work as full fledged members of the team. In addition, from the outset of the planning process, the BLM provided numerous and meaningful opportunities for public participation and input.

During the planning process, the planning team conducted 30 public workshops, both to elicit initial input during the scoping process and to hear comments on the Draft Management Plan after its release. At these sessions, over 2,000 participants were able to interact one-on-one with the planning team, express the ways they valued the Monument, and share ideas about how they felt the Monument should be managed. The team held dozens of meetings with American Indian tribes, local, State, and Federal government agencies, and private organizations to discuss planning issues of concern to each party.

In November 1997, the BLM held a two-day science symposium to assess the state of science on Monument-related subjects. More than 230 people attended the conference, where researchers and scientists presented 50 papers dealing with archaeology, biology, ecology, paleontology, and general science. Ongoing public outreach efforts have also included the maintenance of a mailing list which has grown to more than 10,000 interested parties, as well as an Internet homepage (<http://www.ut.blm.gov/monument>), where the public can access up-to-date information and Monument-related documents and issues.

The Monument staff has also made special efforts to meet with representatives of local and State government to discuss issues of particular concern to the communities surrounding the Monument.

Visitor center locations, visitor management, and access were the topics of many meetings and discussions with local communities. Staff also had lengthy discussions with County officials over the complex and controversial issue of identifying a transportation network in the Monument that would both protect Monument resources and provide for the transportation needs of visitors and the surrounding communities.

The BLM is ultimately responsible for preparing a plan consistent with its legal mandates that reflects its collective professional judgement, incorporating the best from all of the competing

viewpoints and ideas. The Approved Management Plan represents the culmination of these efforts.

The Proclamation directed the Secretary of the Interior to manage the Monument through the BLM, marking the first time in history that the Bureau has been given responsibility to manage a National Monument. The Bureau welcomes both the responsibility and the challenge, and recognizes that the conservation of America's priceless natural and cultural treasures is a central part of its mission as the nation's largest land management agency.



White Cliffs (Photo by Jerry Sintz)

Record of Decision

Grand Staircase-Escalante National Monument Management Plan

This document records the decisions reached by the Bureau of Land Management (BLM) for managing approximately 1,870,800 acres of public lands administered by Grand Staircase-Escalante National Monument (GSENM). The decisions, which are summarized below, are more fully described in the Approved Management Plan in Chapter 2 of this document.

Decision

The decision is hereby made to approve the attached plan as the Management Plan for Grand Staircase-Escalante National Monument. This Plan was prepared in accordance with Presidential Proclamation 6920 establishing the Monument and under the regulations for implementing the Federal Land Policy and Management Act of 1976 (43 CFR 1600). An environmental impact statement was prepared for this Plan in compliance with the National Environmental Policy Act (NEPA) of 1969. This Plan is very similar to the one set forth in the Grand Staircase-Escalante National Monument Proposed Plan and Final Environmental Impact Statement published in July 1999. Specific management decisions and objectives for public lands under jurisdiction of Grand Staircase-Escalante National Monument are presented in Chapter 2 of this Management Plan. The major management emphases in the Approved Plan include:

- Management of uses to protect and prevent damage to Monument resources (archaeological, historic, biological, paleontological, and geologic resources).
- Facilitation of appropriate scientific research activities.
- Designation of a transportation system for the Monument and prohibition of all cross-country vehicle travel.
- Identification of protection measures for special status plant and animal species, riparian areas, and other special resources.
- Identification of measures to ensure water is available for the proper care and management of objects in the Monument.
- Accommodation of recreation by providing minor recreation facilities for visitors. Major visitor facilities will be located in surrounding communities in order to protect resources and promote economic development in the communities.

- Establishment of a Monument Advisory Committee (chartered under the Federal Advisory Committee Act) to advise managers via an adaptive management strategy for implementing the Plan.
- Commitments to work with local and State governments, Native American Indian tribes, organizations, and Federal agencies to manage lands or programs for mutual benefit consistent with other Plan decisions and objectives.
- Recommendation of approximately 252 miles of river segments as suitable for designation as Wild and Scenic Rivers.

Notice of Modification

The following modifications to the Proposed Plan are a result of protests BLM received on the Proposed Plan and as a result of recommendations made during the Governor's consistency review. Final decisions, terms, and conditions are described in detail of Chapter 2 of this Approved Plan.

- **Allocations in the Frontcountry Zone:** The Proposed Plan stated that recreation allocations would not be used in the Frontcountry Zone since it is the focal point for visitation. This decision has been modified to allow for allocations in the Frontcountry Zone in limited circumstances where other tools to protect resources prove ineffective. Since the Frontcountry Zone is the focal point for visitation, social encounters would not trigger such action.
- **Fuelwood Cutting:** The fuelwood cutting policy has been revised to clarify access provisions for this activity. As stated in the Proposed Plan, access off of designated routes will generally be allowed within 50 feet of the designated route, in designated fuelwood cutting areas. However, because fuelwood cutting is controlled by a permit and permits are issued to further overall management objectives, the BLM could authorize access on administrative routes and, in some cases, in areas more than 50 feet away from designated routes. These areas/provisions would be delineated in the permit prior to its issuance. This point is clarified in the Management Plan.
- **Wildlife Services (Animal Damage Control):** The Wildlife Services decisions in the Plan were clarified to emphasize that such provisions do not diminish the responsibility and authority of the State of Utah for management of fish and wildlife as

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required by the Proclamation. The provisions in the Plan apply to the operations of the Animal and Plant Health Inspection Service (Wildlife Services) agency and are taken under the terms of the National agreement between the BLM and Wildlife Services, which states that “Animal and Plant Health Inspection Service (APHIS) - Animal Damage Control (ADC) shall conduct activities on BLM lands in accordance with APHIS - ADC policies, wildlife damage management plans, applicable State and Federal laws and regulations, and consistent with BLM Resource or Management Framework Plans.” Control actions taken by the State of Utah, or actions taken under State law by private citizens, are not affected by this provision.

- **Wild and Scenic Rivers:** The Wild and Scenic River provisions in the Plan have been clarified with respect to the management of streams found suitable for recommendation to the National Wild and Scenic Rivers System. Streams recommended as suitable will be managed for protection of the resources associated with the stream. Such action will not entail any additional State water rights and will not result in a Federal reserved water right unless and until the Congress acts to officially designate the stream or stream segment as part of the National Wild and Scenic Rivers System. Upon such designation, if any, the Federal reserved water right thus established would, by law, be established with the priority date of the designation and would be junior to all preexisting water rights, in accordance with the existing State priority. Senior rights in any stream designated would be unaffected. In addition, if an agreement on water is reached between the BLM and the State of Utah similar to the agreement reached with Zion National Park, or if any other water agreement is reached with the State, segments of the rivers determined suitable for Wild and Scenic River designation in this Plan would be managed in accordance with this agreement.
- **Culinary Water for Henrieville Town:** The Utility Rights-of-Way and Water provisions in the Plan were modified with regard to the Town of Henrieville’s culinary water supply, because the Town accesses upstream lands within the Monument for its culinary water. There is an existing small-scale diversion of groundwater out of the Monument for domestic water supply for Henrieville. The Plan does not prohibit the continuation of this diversion (which currently serves a population of approximately 160), nor its expansion, if necessary, to meet the municipal needs of population growth in Henrieville. Any proposed new groundwater diversion to meet Henrieville’s municipal needs could be approved consistent with the Plan if the BLM and the State water engineer complete a joint analysis to determine that such development would not adversely impact springs or other water resources within the Monument, and the BLM completes the required NEPA analysis. Exceptions could be considered for other local community culinary needs if the applicant could demonstrate that the diversion of water will not damage water resources within the Monument or conflict with the objectives outlined in the Plan.
- **Transportation:** During the protest period, several requests were made to modify decisions for specific routes. Every route mentioned was reviewed and reevaluated by the BLM based on considerations in the Transportation and Access section of this Plan. The following modifications were made as a result of this review and are reflected on Map 2:
 - Grand Bench route (Route 262, approximately 3 miles) - will be open to the public for street legal motorized vehicle use to access the open route (Route 262) on Glen Canyon National Recreation Area (GCNRA) and associated destinations.
 - Sooner Rocks route (approximately 1 mile) - will be open to the public for street legal motorized vehicle use to access the camping destinations at Sooner Rocks.
 - Chimney Rock route (approximately 3 miles) - will be open to the public for street legal motorized vehicle use to access the destination of Chimney Rock.
 - Allen Dump route (off of the Egypt route, approximately 2 miles) - will be open to the public to GCNRA boundary for street legal motorized vehicle use. This route will be open to allow the public to access the National Park Service trailhead on GCNRA.
 - Timber Mountain loop (approximately 7 miles) - a loop off of the Timber Mountain road will be open to the public for motorized use, including ATVs. This is consistent with the desire to provide appropriate “loop” ATV routes in the Outback Zone.
 - Horse Canyon (approximately 1 mile) - a mapping error was corrected to show the route open to motorized use up to the choke point in the canyon. The remainder of the route will continue to be available for administrative use only.

The Grand Bench route, the Sooner Rocks route, the Allen Dump route, and the Horse Canyon route were identified as open to administrative use only in the Proposed Plan. The Chimney Rock route and the Timber Mountain loop were not identified for motorized use in the Proposed Plan, but will now be open as described above.

The discussion of R.S. 2477 assertions in footnote 1 of Chapter 2 of the Approved Plan has also been clarified to emphasize that nothing in the Plan extinguishes any valid existing rights-of-way in Grand Staircase-Escalante National Monument. Nothing in this Plan alters in any way any legal rights the Counties of Garfield and Kane or the State of Utah has to assert and protect R.S. 2477 rights, and to challenge in Federal court, or any other appropriate venue, any BLM road closures that they believe are inconsistent with their rights.

- **Grazing Permits:** A clarification has been made that authorizations for overnight camping and exceptions to group size limits could be provided for in valid grazing permits if the activity does not involve outfitter and guide operations or special events. These provisions may be necessary for the proper operation of a valid grazing permit and are more appropriately authorized within the terms of that permit rather than in recreational visitor permits. Campfire restrictions and other zone provisions will apply.
- **Water Developments:** As in the Proposed Plan, new water developments are restricted in the Approved Plan to the following purposes: for better distribution of livestock when deemed to have an overall beneficial effect on Monument resources or to restore or manage native species or populations. The Proposed Plan also stated that such developments could be done “only when there is no other means to achieve the above objectives.” For clarification purposes, this wording has been modified in the Approved Plan to state that developments could be done when “a NEPA analysis determines this tool to be the best means of achieving the above objectives.”
- **Filming:** Filming provisions have been changed from allowing filming, by permit, that meets the “minimum impact” standards to allowing filming, by permit, if it complies with zone requirements and other Plan provisions. The zone requirements (e.g., group size, equipment restrictions) have restrictions that are similar to the minimum impact standards, and thus are the

appropriate means of managing filming within the Monument. This treats filming similarly to other activities with similar resource impacts.

Public Involvement

The BLM is committed to providing opportunities for meaningful participation in the resource management planning process. Throughout the preparation of this Plan, the BLM has maintained an extensive public participation process aimed at providing frequent opportunities for interaction with the public through a variety of media. The general public, representatives of Native American Indian tribes, organizations, public interest groups, and Federal, State, and local government agencies were invited to participate throughout the planning process. This participation included review of: proposed planning criteria, issues, Wild and Scenic River eligibility and suitability findings, Areas of Critical Environmental Concern, the Draft Management Plan/Draft Environmental Impact Statement (DEIS), and the Proposed Plan/Final Environmental Impact Statement (FEIS). These groups and individuals were kept informed through scoping workshops, a science symposium, planning update letters, Draft Plan open house sessions, an Internet homepage, Federal Register notices, news releases, various informational meetings, and distribution of the Draft and Proposed Plans. The BLM responded to comment letters on the Draft Plan/DEIS, and considered public comment when preparing the Proposed Plan/FEIS. The BLM also considered protests on the Proposed Plan when developing the Plan approved by this Record of Decision.

Alternatives Considered

Five alternatives for management of the Monument, including a No Action Alternative, were described in the Draft Management Plan/DEIS published in November 1998. The Proposed Plan/FEIS published in July 1999, was drawn from the alternatives laid out in the Draft Management Plan, applicable public comment, and management direction.

Alternative A (No Action Alternative), described the continuation of the interim management of the Monument, in which the provisions of the Proclamation and the Interim Guidance issued by the Director of the BLM are applied. In Alternative B (Preferred Alternative) the emphasis was on preservation of the Monument as

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an unspoiled area, while recognizing its value as a scientific resource for a variety of research activities. Alternative C emphasized the exemplary opportunities for scientific research. Scientific research would be given priority over other uses. Alternative D emphasized preservation of the primitive, undeveloped nature of the Monument through the stewardship of intact natural systems. Alternative E emphasized and facilitated a full range of developed and undeveloped recreational opportunities for visitors, while relying heavily upon public education and visitor use management to protect resources.

Alternative D could be considered the environmentally preferable alternative because of its focus on maintaining the undeveloped nature of the Monument. However, the Preferred Alternative is considered the environmentally preferable alternative when taking into consideration the human (social and economic) environment, as well as the natural environment. Also, because the Preferred Alternative focuses more on scientific research, the environment is more likely to benefit from any resulting discoveries on improved management techniques than if the area were more restricted to scientific study, as under Alternative D.

Management Considerations for Selecting the Approved Plan

The alternatives described in the Draft Management Plan/DEIS and public comment and input provided throughout this planning process were considered in preparing the Proposed Plan. The Proposed Plan depicted a combination of decisions from the five alternatives considered in the Draft Management Plan/DEIS with emphasis on the Preferred Alternative (Alternative B).

This approach to managing the Monument was chosen because it: (a) most effectively accomplishes the overall objectives of protecting Monument resources and facilitating appropriate research, (b) best addresses the diverse community and stakeholder concerns in a fair and equitable manner, and (c) provides the most workable framework for future management of the Monument. Among the attributes that led to this determination are provisions for protecting Monument resources (archaeological, historic, paleontological, geologic, biological) including special features such as special status species and riparian areas; establishment of a solid research and adaptive management program that will be used to define and protect resources as knowledge increases and

circumstances change; and provisions for visitor use in a manner consistent with the protection of Monument resources.

The Approved Plan is very similar to the Proposed Plan with minor revisions and clarifications stemming from protests and the Governor's consistency review.

Consistency Review

The Plan is consistent with plans and policies of the Department of the Interior and Bureau of Land Management, other Federal agencies, State governments, and local governments to the extent that the guidance and local plans are also consistent with the purposes, policies, and programs of Federal law and regulation applicable to public lands. The Governor of the State of Utah found that the Proposed Plan would not be inconsistent with State plans, programs, or policies in his letter dated November 2, 1999, if certain modifications were incorporated. These modifications were made and are listed under **Notice of Modification**.

Mitigation Measures

Mitigation measures have been built into the Plan. Sensitive resources are protected through resource allocations, route and cross-country vehicle closures, and limitations and restrictions placed on developments and other activities. All practicable means to avoid or minimize environmental harm were carried forth in the Plan. During the next tier of planning, which allows for more detailed and site-specific analysis, additional measures will be taken, as necessary, in order to mitigate subsequent impacts to the environment. Monitoring will tell how effective these measures are in minimizing environmental impacts. Additional measures to protect the environment may be taken during or following monitoring.

Plan Monitoring

During the life of the Approved Plan, the BLM expects that new information gathered from field inventories and assessments, research, other agency studies, and other sources will update baseline data or support new management techniques and scientific principles. To the extent that such new information or actions address issues covered in the Plan, the BLM will integrate the data through a process called plan maintenance or updating. This process

includes the use of an adaptive management strategy. As part of this process, the BLM will review management actions and the Plan periodically to determine whether the objectives set forth in this and other applicable planning documents are being met. Where they are not being met, the BLM will consider adjustments of appropriate scope. Where the BLM considers taking or approving actions which would alter or not conform to overall direction of the Plan, the BLM will prepare a plan amendment and environmental analysis of appropriate scope in making its determinations and in seeking public comment. A more detailed discussion of implementation and the use of adaptive management is included in Chapter 3.

Implementation

Implementation of the Monument Management Plan will begin upon publication of this Record of Decision (ROD) and public notification via a Notice of Availability published in the Federal Register. Some decisions in the Plan require immediate action and

will be implemented upon publication of the ROD and Approved Plan. Other decisions will be implemented over a period of years. The rate of implementation is tied, in part, to the BLM's budgeting process. Implementation of the Management Plan will occur in accordance with the implementation and adaptive management framework described in Chapter 3 of this Plan.

Availability of the Plan

Copies of the Record of Decision and Grand Staircase-Escalante National Monument Management Plan are available by request at the following locations: Grand Staircase-Escalante National Monument Kanab Office, 180 West 300 North, Kanab, UT 84741, (435) 644-4300; Grand Staircase-Escalante National Monument Escalante Office, P.O. Box 225, Escalante, UT 84726, (435) 826-4291; Bureau of Land Management, Utah State Office Public Room, 324 South State Street, 4th floor, (801) 539-4001.

Approval

In consideration of the foregoing, I approve the Grand Staircase-Escalante National Monument Management Plan.



Bruce Babbitt
Secretary of the Interior



Date

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