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THE WHITE HOUSE  
WASHINGTON

January 18, 1977

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR: JIM CANNON  
FROM: JIM CONNOR *jet*  
SUBJECT: Reply to Ansel Adams Letter  
Concerning Proclamation of National  
Monuments.

The President has reviewed your memorandum of January 15  
on the above subject and has approved the following:

Option 1, take no action

Please follow up with appropriate action.

cc: Dick Cheney

THE WHITE HOUSE  
WASHINGTON

January 18, 1977

MR PRESIDENT:

Reply to Ansel Adams Letter  
Concerning Proclamation of National  
Monuments

In addition to the staffing reflected in the attached memorandum prepared by Jim Cannon, Ed Schmults and Jack Marsh reviewed this package and commented as follows:

Ed Schmults - "Agree with Cannon - take no action."

Jack Marsh - Option #1 - "no action"

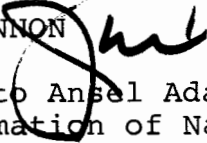
He further commented: "Senator Stevens is deeply concerned about this proposal not only on its impact in Alaska but on Members of the Senate from other states. He feels it does violence to the legislative review procedures established for these matters and if the President plans to go with all or part of the proposal he considers it vital that he at least discuss the matter on the phone with the President."

Jim Connor

THE WHITE HOUSE  
WASHINGTON

January 15, 1977

MEMORANDUM FOR THE PRESIDENT

FROM: JIM CANNON   
SUBJECT: Reply to Ansel Adams Letter Concerning  
Proclamation of National Monuments

In Ansel Adams letter of January 4 to you (Tab A), he urges you to use your power under the Antiquities Act of 1906 to create new national monuments by executive order. He refers to Interior Department plans for certain national monuments.

Earlier the National Park Service had sent to you a proposal to create new national monuments. This proposal has been reviewed by the Domestic Council and OMB.

It should be noted that Secretary Kleppe did not endorse the National Park Service proposal.

BACKGROUND

The Antiquities Act of 1906 (34 Stat. 225) affords an opportunity for the President, acting by Executive Order, to add areas to the National Park System. The statute provides in part:

"The President of the United States is authorized, 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 may 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."

It has long been established, by administrative and judicial interpretation, that areas not particularly known for their history can be proclaimed national monuments under this Act solely for the "scientific interest" of their natural resources. Many national monuments--including Grand Canyon National Monument (incorporated into Grand Canyon National Park by the 93rd Congress); Colorado National Monument; and Glacier Bay and Katmai National Monuments, the two largest areas in the National Park System--have been established in this fashion.

The Congress has sometimes objected to Presidential use of this power. After President Franklin Roosevelt declared the Jackson Hole Country a national monument in 1943, Congress passed a law providing that no more national monuments could be established in Wyoming without express Congressional authorization.

President Johnson shied away from extensive use of the power as he was leaving office in 1969. Secretary of the Interior Stewart Udall had recommended the establishment of seven major new national monuments, encompassing several million acres, but President Johnson's concern for the prerogatives of Congress led him to proclaim only one new national monument of 26,000 acres and to add 350,000 acres to existing areas.

More recently the Public Land Law Review Commission in effect recommended repeal of the Antiquities Act.

In the opinion of OMB's General Counsel, the use of the Antiquities Act is of doubtful legal merit because of:

- the passage of the Bureau of Land Management Organic Act by the 1976 Congress giving BLM greater power to protect its lands;
- the Forest Service Act amendments specifying criteria for withdrawals;
- recent clarifications of Congressional intent concerning National Park Service additions asserting the desire of Congress to review Executive Branch decisions.

Further, someone could file suit against a Presidential Executive Order creating a national monument because there had been no Environmental Impact Statement prior to the decision.

## PROPOSAL

The Park Service has submitted ten suggested areas as the highest on their priority list (Tab B).

They range in size from 24,000 acres to more than 1,000,000 acres. Most of the areas are now under the management of the Forest Service (Department of Agriculture) or BLM (Department of Interior). Some State lands are involved, and a small parcel of private lands in three of the suggested areas.

## STAFF CONCLUSIONS

Domestic Council and OMB Staff believe that there are no immediate threats to any of the suggested areas that would warrant immediate action. They state that there does not appear to be any programmatic reason for circumventing the established Congressional procedures for designating park areas.

Moreover, Congress is sure to object vehemently to unilateral Presidential action. Affected State and local officials will oppose the action. The incoming Department of Agriculture will probably oppose any transfers, as will the Bureau of Land Management.

## OPTIONS

Should you decide to create National Monuments under the Antiquities Act, a decision from the Justice Department should be obtained confirming the legality of the Act and its exemption from the requirements of NEPA to provide an Environmental Impact Statement.

Two areas on the list appear to be less objectionable than the others and could be quickly designated, assuming Justice gives a positive opinion.

### Paria Canyon, Arizona/Utah

A 27,515 acre area, encompassing a canyon 2,800 feet deep and only 10 feet in width in some areas.

It is of significant archeological value, including prehistoric sites and relics.

Ownership is in BLM with some State school sections.

Grand Gulch, Utah

A 24,080 acre area containing the most abundant Indian ruins in this part of the Southwest. The prehistoric structure and artifacts are of high significance. The area is subject to mining and mineral leasing. Ownership is with Interior.

The other areas on the suggested list could, of course, be designated, subject to the same legal opinion and assuming the specific boundary definitions and other technicalities could be completed before January 20.

Therefore, the available options are:

1. Take no action;
2. Designate Paria Canyon and Grand Gulch as National Monuments;
3. Designate your preferences from the list of ten;
4. Designate all ten areas of National Monuments.

RECOMMENDATIONS AND COMMENTS

OMB (O'Neill)

Take no action. O'Neill agrees with OMB General Counsel that the Proclamations are now legally questionable.

Department of Interior (Kleppe)

Take no action. Secretary Kleppe feels that you have established your position in this area through the Bicentennial Land Heritage Act, the Land and Water Conservation Fund, etc. He feels the timing militates against any action.

Department of Agriculture (Bob Long)

Take no action. The significant areas are being protected now by the Forest Service and withdrawal would only remove multiple use ability without corresponding benefit.

RECOMMENDATION

I recommend that you do not establish national monuments by use of the Antiquities Act.

PRESIDENT'S DECISION

heg

Option 1, take no action

\_\_\_\_\_ Option 2, Paria Canyon and Grand Gulch

\_\_\_\_\_ Option 3, Presidential Preferences

\_\_\_\_\_ Option 4, Designate all ten

\_\_\_\_\_ Discuss



TAB A



# ANSEL ADAMS

ROUTE 1, BOX 181, CARMEL, CALIFORNIA 93921 TELEPHONE (408) 624-2558

January 4, 1977

President Gerald R. Ford  
The White House  
Washington, D.C.

My Dear Mr. President,

As your distinguished Presidency comes to an end, I felt a responsibility to write and urge you to take an historic step to further your support of the National Park concept. In their final days in office many of your predecessors have utilized the Antiquities Act to establish important new National Monuments by Executive Order. It is my understanding that the Interior Department has prepared some plans of this nature in the event you choose to act. I believe that Mr. George Humphreys of the White House staff has the information at hand and is prepared to explain the proposals to you. Time, of course, is very short indeed.

You have a marvelous opportunity to pursue the great vision embodied in your historic speech at Yellowstone last summer. Through carefully chosen Executive Orders, you can personally add dramatically beautiful units to our National Park System, and complete your Presidency by writing a momentous chapter in the history of American conservation.

I would not write again, Mr. President, if I did not feel that an urgent and exciting opportunity demands your immediate personal attention. Meanwhile, we are very much looking forward to seeing you and Mrs. Ford when you are here for the Crosby. Bill Turnage saw Susan at the White House last month and encouraged her to join us again for the Yosemite Photography Workshop in June. I hope she will be able to accept the invitation and that she has a fine time this semester at the University of Kansas.

Warmest personal regards and best wishes for a Happy New Year,

*20 det papers*  
*CEQ - Under Adams*  
THE WHITE HOUSE  
WASHINGTON

*Handwritten up to*  
DATE: January 7, 1977 *Handwritten*

TO: JIM CANNON

FROM: JIM CAVANAUGH *[Signature]*

*Handwritten* SUBJ: Ansel Adams Letter

FYI \_\_\_\_\_

ACTION \_\_\_\_\_

Please prepare a Presidential response for the attached and send it directly to Jim Connor by Friday, January 14. Thanks.

TAB B

<u>PROJECT</u>	<u>STATE</u>	<u>ACREAGE</u>
Paria Canyon National Monument	Arizona-Utah	27,515
Southern Blue Ridge Natl. Monument	North Carolina	102,630
Bonneville Salt Flats Natl. Monument	Utah	96,000
Mono Lake & Craters Natl. Monument	California	115,085
Escalante National Monument	Utah	276,000
Mount Baker Natl. Monument	Washington	158,000
Indian Peaks Natl. Monument	Colorado	65,000
Admiralty Island Natl. Monument	Alaska	1,064,960

## ADMIRALITY ISLAND NATIONAL MONUMENT (ALASKA)

### A PROPOSAL

#### I. Criteria for monument designation under the Antiquities Act

Admiralty Island in southeast Alaska comprises some of the world's most significant wildlife habitat. The island is characterized by rugged mountains that ascend to over 4,000 feet and by areas that are heavily forested with Hemlock, spruce, and cedar. At the lower elevations a rich understory of mosses, ferns, devil's club, and blueberry contribute to the areas lush appearance. Over 1,000 bald eagles nest here annually, more individuals than exist today in the 48 states combined. This is the highest concentration known for this endangered species. The large numbers of large old growth trees and abundant food supplies in the surrounding waters make this local ideal for the eagle. The habitat for the island is also excellent for brown bear, with 800-1,000 individuals on the island; this is also one of the highest concentrations for this species in the State. In addition, the island is the home for most of the types of animals which characterize southeast Alaska, including the Sitka backtail deer, otter, mink, muskrat, beaver, and weasel. Yet other species typical of Alaska, like the wolf, are not present. Sixty-seven salmon streams have been identified on Admiralty which annually produce some 2 million fish. Approximately half of that number is caught at sea each year, contributing over 2 million dollars to the local economy. Preservation of the water quality is essential to the continued productivity for the fishery.

In addition to the intense biological importance, Admiralty is a place that offers geological significance. This region was once entirely glaciated, and the fjords that surround the island were all carved by the mighty glaciers that were found here. The process of glaciation, and succession of plants and animals making this today one of the richest biological communities in the nation for some species, while still others are not even present, make Admiralty of prime scientific importance.

#### II. Boundaries

Located only 9 miles from Juneau, Admiralty comprises some 1,064,960 acres, being some 96 miles long and 25 miles wide. The proposed National Monument would include 1,030,000 acres, all of the island except for those lands available for the Native Village of Angoon's ownership under the terms of the Alaska Native Claims Settlement Act. As an island, and given its resources, the entire island represents the smallest possible manageable unit possible to provide protection for its resources.

### III. Present ownership

Admiralty Island is currently managed by the U.S. Forest Service, Department of Agriculture, as part of the 13 million acres Tongass National Forest.

### IV. Present status of the area

The island is currently managed under multiple use practices.

### V. Vulnerability

Admiralty Island has been the subject of considerable controversy in recent years, due to the broad support throughout the nation and in Alaska for the preservation of the entire island. The U.S. Forest Service proposed to log portions of the island during the mid-1960's. That proposal has been met with strong objection from the Governor of Alaska, the Native population from the Village of Angoon, and the major conservation organizations throughout the country. The need to preserve the critical wildlife habitat and the unique values of the island are most often cited for reason to preserve Admiralty.

During late 1976, Senator Gravel, members of the southeast Alaska timber industry, and representatives of the major conservation organizations met to seek agreements concerning which portions of the Tongass Forest should be preserved and not logged. All agreed that Admiralty Island should be preserved. Representatives of the timber industry at that meeting expressed the opinion that they assumed Admiralty would become a National Park and therefore would not fight to cut the island's trees. Given the broad based support for preserving Admiralty, the U.S. Forest Service has come under sharp criticism for not moving to protect the island.

### VI. Mineral values

Extensive mineral surveys have not been completed, though general investigations that have taken place have found no commercially developable quantities of minerals. Admiralty is considered low priority.

Surface values have indicated valuable stands of timber, which could generate several million dollars to the local economy. This is offset however by the contributions that the salmon fishery makes annually, and the recreation potential.

There are a few valid claims to the surface value. The Village of Angoon, population 429, is entitled to acreage under the terms of the Alaska Native Claims Settlement Act. The lands they are entitled to

have been excluded from this proposal. Two other Native corporations have made claims to small portions of the island, also under terms of the Settlement Act. Their selection right for these lands is being contested, and is currently awaiting resolution.

Other surface interests cover 2,400 acres on the island. They include a 610-acre cannery at Hood Bay, and 10 locations on the island reserved for lighthouses constructed by the U.S. Coast Guard.

The FPC identified several sites having potential for water storage, though none are anticipated for use.

#### VII. Studies of alternative uses

As early as 1931, the National Park Service conducted studies of Admiralty and concluded that it was nationally significant and qualified for inclusion in the National Park System.

#### VIII. Costs

Native lands selected under the terms of the Settlement Act would not be acquired, thus the reason for excluding lands around Angoon. Most of the other interests in lands on Admiralty are by other Federal agencies. The cannery at Hood Bay needs to be studied to determine whether it should be acquired. No estimates of its cost is available.

Monument management would require the construction of facilities on the island for the manager and staff (none exist now). There is excellent recreation potential for the area also, being 9 miles from Juneau, thus interpretive facilities would be provided. Development and operation of recreational facilities would most likely be paid for by private industry in accordance with National Park Service concessions policy. Operations cost would initially be minimal, involving 10 man years and approximately \$500,000 per year. Construction in the first 5 years by the National Park Service would cost approximately \$2,000,000. There are no costs anticipated in the foreseeable future for the purchase of any valid existing rights.

#### IX. Current political situation

Governor Jay Hammond of Alaska and Senator Gravel have officially gone on record supporting the preservation of Admiralty. They have both supported wilderness designation or other designations that would preserve the island. More than 50 members of Congress have introduced legislation that would preserve the island. With the State of Alaska proposing to move the State capitol from Juneau, the city has been seeking new sources for building the local economy. Located only 9 miles from Juneau, National Monument status for the island would provide one new source of growth. This proposal would not affect the "D-2" proposals now before Congress. No "D-2" studies were conducted in southeastern Alaska because most of the Federal land there had already been reserved as National Forest.



PROPOSED ESCALANTE NATIONAL MONUMENT, UTAH

1. Specific criteria for monument designation:

In the Escalante Region of the Escalante River and its tributaries have incised deep, narrow, tortuous canyons in the apricot-hued sandstone of the Colorado Plateau. The river and its canyons are one of the finest scenic wonders in North America. Geologically, the area is significant, in that it exemplifies such landforms and processes as entrenched meanders, folding, desert varnish, natural arches, and springs. Ancient Indian ruins are prehistoric structures of significance as well.

2. Specific boundaries to be proposed:

The proposed monument includes most of the Escalante River drainage. Control of the drainage is necessary to assure permanent protection of the features formed by the action of wind and water.

Acreage: 276,000 ac.

3. Ownership (acres): Federal (BLM-Interior) - 250,280

State of Utah - 25,280

Private - 440

4. Status: Approximately 43,230 acres of the Escalante area have been classified by BLM as the North Escalante Canyon, the Gulch, and Phipps-Death Hollow Outstanding Natural Areas. This action, taken in 1970, recognized scientific and archeological values, but did not withdraw the areas from mining or mineral leasing. No Acts of Congress apply specifically to the management of the proposed national monument, and it is not under Congressional mandate for future disposition.

5. Present management issues: Under current management, mining claims can be located, except in 6,475 acres specifically withdrawn for recreation areas by BLM, with consequent destruction of the scientific integrity of the area via road construction and similar activity. Under current management the 6,475-acre withdrawal can also

be revoked. There has been a history of uranium exploration in the Circle Cliffs area (eastern portion of proposed monument), and a few small mines produced minor amounts of uranium ore.

In addition, the Escalante River is subject to filing for water rights under current management. Two utilities have applications pending with the State of Utah for water rights on the river, which if granted, would permit a dam on the river and construction of water diversion facilities. In both cases, the water rights would be used in connection with proposed coal-fired powerplants outside, but near the area. The result of such action would be to dry up the river during much of the year, and half the geologic processes that created this significant landscape.

6. Surveys:

Mineral value - Unknown.  
Surface value - Unknown.  
Valid claims - Unknown.

Note: Monument would be established subject to all valid existing rights.

7. Have studies been done of alternative uses? BLM has included the area in a general land classification plan, with the recommendation that uses remain essentially unchanged.

8. Budget costs:

Inholdings - 440 ac. private land: Value not known.  
- 25,280 ac. State land: To be acquired by donation or exchange.

Net additional cost:

Development - Unknown, but minimal.  
Operation - Unknown, but minimal.  
Purchase of existing rights - Unknown, but minimal.

9. Known conflicts: Based on State's reaction to January 1969 proclamations by former President Johnson in Utah, State and County officials can be expected to oppose. Utility companies, cattlemen, and uranium - development companies can be expected to oppose.

## MOUNT BAKER NATIONAL MONUMENT (WASHINGTON)

### A PROPOSAL

#### I. Criteria for monument designation under the Antiquities Act

Mount Baker National Monument qualifies for designation under the Antiquities Act due to its unique geological makeup as compared with the other volcanoes in the Cascade Range; the fact that it is the most active of the volcanoes of the Continental United States; and by its recent threatening performance. It is now under intensive study by scientists from many disciplines, as it possibly may become even more active. Its geologic makeup is distinctly different from the other volcanoes in that it is essentially built up of flow material rather than fragmented pyroclastic cinders. Flow lava is evident almost at the summit of its cone.

It is also an outstanding natural area for scientific research by those interested in the advance of ecosystems over recently barren volcanic material in the climate of the northern Cascades.

The areas outstanding biological values contribute to a highly significant scenic and recreational resource as well.

#### II. Boundaries

The specific boundaries are shown on map No. NP-1,000-CAS, dated January 1969, and including approximately 158,000 acres.

#### III. Present ownership

Present administration of the land is under the U.S. Forest Service.

#### IV. Land status

Its present status is multiple use under administrative recreational classification by the U.S. Forest Service.

The area was proposed for addition to North Cascades National Park in H.R. 1133, dated January 22, 1971, and in H.R. 13035, dated February 8, 1972.

#### V. Vulnerability

Under the present administrative classification of the area by the U.S. Forest Service, it is subject to administrative declassification and further consumptive use in the form of logging and road development.

It is the site of additional speculation for ski area development. National Monument designation would give the area greater protection.

#### VI. Surveys and studies

Mineral surface and other values were inventoried by the North Cascades Study Team, established by President Kennedy in 1964, and completed in

The area was recommended as a Registered National Landmark in 1973.

#### VII. Alternative uses

Alternative use studies exist in the Mount Baker National Forest land utilization studies on record, and the joint recreation plan for the North Cascades recently completed by the National Park Service and the U.S. Forest Service.

#### VIII. Budget costs

The area is essentially in the ownership of the U.S. Government, although a few minor private inholdings do exist totalling less than

If management is assumed by the staff of the North Cascades National Park, the additional cost of monument management would be comparatively low as only minor administrative structures would need to be developed to continue the present public use pattern for the area. Approximately \$200,000 per year would be required in the first few years of management, with a total of 2 man-years permanent and 3 man-years seasonal employment added to the staff of North Cascades National Park.

#### IX. Conflicts

Mount Baker has been repeatedly proposed for national park status and its deletion from the North Cascades National Park legislation in 1968 was not acceptable to a large segment of the public.

Sport hunting is only a modest recreational activity in the proposed monument. The harvest of big game is relatively low, but objections can be expected from the few local hunters who use the area.

# MONO LAKE AND CRATERS NATIONAL MONUMENT

## A PROPOSAL

### I Criteria for Monument Designation

#### Objects of Scientific Interest

In the vernacular, Mono Lake is a landform known to every airline passenger flying into the San Francisco Bay Area. This proposed monument encompasses three entities, Mono Lake itself, Negit and Pahoa Islands, and the Mono Craters. This combined area exhibits the work of vulcanism with evidence of nineteen separate eruptions. The Mono Craters themselves are outstanding examples of glassy rhyolitic domes (volcanic rock with an abundance of silica) formed when very viscous magma welled up in the vents of volcanoes and congealed. A land sculpture feature is the fantastic tufa formations (a form of porous limestone deposited by springs) and earthquake phenomena are exhibited both on Pahoa Island (which has arched upward in the last 10,000 years exposing lake sediments 13,300 to 23,000 years old) and at the Black Point fissures (2-10 feet wide and 20 to 30 feet deep). Negit Island is a famous bird rookery.

### II Boundaries

The proposed monument consists of 115,085 acres of public land in Mono County, California.

### III Present Ownership

Mono Craters is presently under the management of the National Forest Service as part of the Inyo National Forest. Mono Lake and the Islands are managed by the Bureau of Land Management - Bakersfield District.

### IV Present Status

Negit Island has been designated as a Natural Area by the Bureau of Land Management and any use or improvement not consistent with this designation is prohibited. Mono Lake itself is too saline to support fish and its corrosive elements significantly reduce boating use. The Craters are managed under multiple use by the Forest Service and there is some surface extraction of pumice. There is evidence of off-road vehicle use as well.

## V Vulnerability

Although pumice has some commercial value and hence some extraction is occurring, supply far exceeds demand. Therefore, the present utilization of the area for these purposes would be eliminated. The greatest threat to Mono Lake and Negit Island rookery is a result of the interception of water which would naturally flow into Mono Lake. It is estimated that the natural process of drying up has been accelerated 10 to 20 times the natural rate endangering the insular character of Negit Island and adversely impacting on the rookery.

## VI Mineral Values

None generally known of any consequence. U.S. Pumice and Supply Company of Los Angeles on Punum Crater and on the south coulee. The only presently working area is on the south coulee.

## VII Not known

## VIII Budget costs

Anticipated developments for interpretive and administrative purposes.

Short term manpower needs would be of a protective custodial nature in the short term.

Precise budget impacts would have to be established following detailed study.

We have not developed the acquisition estimates for the mining activities.

# SOUTHERN BLUE RIDGE NATIONAL MONUMENT

## A PROPOSAL

### I Criteria for Monument

#### Objects for Scientific Interest

This proposal contains approximately 14 sites that are recommended for national natural landmark status. The sites are principally located in the drainage basin of the Nantahala River. The proposal would include Standing Indian Mountain which represents the crest of the Nantahala Mountains.

Preliminary field investigations over these locations and earlier selective research efforts indicate the presence of very rich and diverse plant communities, including several rare, threatened, and endangered plant species. The Nantahala River makes its rapid descent from its headwaters to Fontana Lake. It courses through 1,600 foot Nantahala Gorge which lies along the Murphy Fault. The slopes are very steep and support a diversity of plant communities, especially in the area of Blowing Springs. The Nantahala River enters the gorge from the east, makes an abrupt turn to the northeast at the fault zone and rapidly descends into Fontana Lake to the northeast. At the point of the river entry along the fault, a dry gap occurs to the west, leading into a broad valley now occupied by a small stream. It thus appears that the Nantahala River was captured at some early date. Now that the river traverses a new course, rapid erosion has exposed minerals such as marble that would have otherwise been converted into deep soil. These exposures account, in part, for these richly diverse plant communities. A series of important seepage areas also occur along the Nantahala which have apparently been maintained as bogs for some time. In addition to rare plant species, these bogs are very important for the endangered bog turtle (*Clemmys muehlenbergi*). Another area of scientific interest in the proposal are the Bush Creek Serpentinized-Olivine Barrens. The main dunite body covers a little over 300 acres making this the largest deposit in the Appalachians. Perhaps in response to the large area of pitted serpentinized olivine, this area has one of the more unique plant communities in the Appalachians.

### II Boundaries

The proposed monument encompasses 102,630 acres of public and private lands. The exterior boundary was drawn to the nearest defensible natural boundary.

### III Present Ownership

The proposal focuses primarily on lands administered by the Forest Service. There are several scattered privately owned tracts in the area. No determination has been made as to whether any of these tracts need to be acquired in the future.

### IV Present Status of Area

The predominant present use of the area is general timber management. There are sporadic recreational activities provided such as camping and fishing. The Appalachian Trail traverses part of this area as well. The Blowing Spring, Marble Bluffs area is proposed for classification under a Botanical Area and wildlife management and protection specifically occurs in the Nantahala Bog Area (FS) and on the privately owned Rainbow Springs Marsh. Gem and mineral collecting also occur within the proposed monument at the Bush Creek Serpentinized-Olivine Barrens, although no mining has occurred since 1943. There is also some mining in a relatively small area at Hewitt in the Nantahala Gorge.

### V Vulnerability

The greatest threat to the integrity of the area would occur as a result of clearcutting of timber and the introduction of strip mining. There does not appear to be any immediate prospect of the latter, however. Road building, insensitive placement of public use areas could also threaten some of these critical plant communities.

### VI Mineral Values

There do not appear to be any extensive mineral values in the region other than the mining activity located at Hewitt. Further details on mineral values can be acquired from the Forest Service and the Bureau of Mines.

### VII No alternative use studies are available in our files.

### VIII Budget Costs

Land acquisition costs estimate must await further detailed field studies.

Development cost would be subject to specific legislative authorization. Manpower costs would be for protective administration in the short term.



# BONNEVILLE SALT FLATS NATIONAL MONUMENT (UTAH)

## A PROPOSAL

### I Criteria for monument designation under the Antiquities Act

Object of Scientific Interest: This is the largest surface deposit of salt in the world.

### II Boundaries

The total acreage of Bonneville Salt Flats is about 150 square miles (96,000 acres). The proposed withdrawal would be limited to the 33,280 acres of public lands within the 36,480 acre Natural Landmark. However, it is recommended that the exterior boundary of the monument encompass both the State-owned acreage (1,920 acres) as well as 1,280 acres held in private ownership (in two parcels). This would enable the Secretary to accept future donations.

It should be noted that the Natural Landmark excludes the Kaiser Aluminum and Chemical Corporation holdings as well as all land south of Interstate 80.

### III Present ownership

Federal Bureau of Land Management - Salt Lake City District

### IV Present status of the area

The area is presently used as a scenic attraction and as a speedway for racing trials. The area excluded from consideration is owned by Kaiser Aluminum and Chemical Corporation upon which they are conducting a potash recovery operation.

### V Vulnerability

There is a concern that the salt resources on the public lands are being depleted as a result of the potash recovery operation on the adjacent lands. It has been suggested that with some correctional work, this threat can be averted.

### VI Mineral Values

At the present time, we have not consulted with the Bureau of Land Management regarding the mineral values (if any) that exist.

## VII Studies of Alternative Uses

We are not aware of any studies of alternative uses. The Salt Flats are used for speed trials during National Speed Week. The result is that approximately one month of the year is devoted to this purpose and the remainder of the year, the area is in a natural condition.

VIII There are two private parcels totaling 1,280 acres. No estimate of the cost of acquisition has been made.

Whether such an acquisition is desirable must await further study. Manpower and development costs are not presently known. However, it is anticipated that pending Congressional approval, some interpretive facilities would be provided. Initial manpower allocations would be minimal in order to provide protective supervision. A transfer of money and positions would reduce the immediate overall budgetary impact.

# INDIAN PEAKS NATIONAL MONUMENT

## A PROPOSAL

### I. Criteria for monument designation under the Antiquities Act.

Indian Peaks National Monument will encompass some 65,000 acres of outstanding natural, scientific, and historical values lying south of Rocky Mountain National Park and is shown on map No. \_\_\_\_\_.

The area contains a series of spectacular segments of the Colorado front range, the southernmost active glaciers in the Rocky Mountain chain, and the easternmost segment of the Continental Divide.

Included within the monument are remnants of the rich history of the Caribou Mining District, which figured prominently in the early settlement of Colorado in the 19th century, including early struggles to build a road over the front range connecting eastern and western Colorado, abandoned mining camps, railroads, and mill sites. The area contains archeological structures from which scientists from the University of Colorado have worked out the history of early man and his activities as a hunter and gatherer who moved back and forth from the mountains into the Great Plains and back in response to climatic changes over the last 10,000 years. Ancient game drive systems, including pits and rockwalls, are found in several locations high above treeline where the early hunters preyed on the large wild ungulates, including elk, bighorn sheep, bison, and deer.

Physiographically the area is the southern terminus of the outstanding alpine tundra-peneplain ecosystems, which are represented in Rocky Mountain National Park immediately adjacent to it in the north. A portion of the area--the Institute of Arctic and Alpine Research study area--is a designated "man and the biosphere" unit, as is the adjoining Rocky Mountain National Park. The unique alpine values found in the Indian Peaks area, as well as the adjacent park, have resulted in their jointly being the most active alpine research area in the United States, being one of the few locations of true alpine land patterns, including frost patterns and many landscape features normally found only north of the Arctic Circle.

### II. Boundaries

The area designated by map No. \_\_\_\_\_ includes approximately 65,000 acres and is the minimum area which provides adequate protection for the rich assemblage of historical and prehistorical structures and the unique alpine land forms.

### III. Present ownership

The area is presently under the administration of the United States Forest Service.

### IV. Present status of the area

The area is under study by the U.S. Forest Service as congressionally mandated in P.L. 92-\_\_\_ of 1972, although its present status is designated multiple use. H.R. 8360, introduced by Representative Tim Wirth of Colorado on June 26, 1975, called for establishment of this area as a part of Rocky Mountain National Park.

### V. Major issues

The Indian Peaks area has been the center of controversy which has continued since 1913, when it was deleted from the act to establish Rocky Mountain National Park because of pressure from mining interests.

It has been proposed repeatedly as an addition to Rocky Mountain National Park but was always defeated by a collective action of mineral, grazing, timber, and water interests. In recent years, citizen groups in the Denver-Boulder area have been highly alarmed by the inadequate management the area has received under the U.S. Forest Service. High meadows areas have been destroyed by camping, inadequate trash removal, and a general "do as you please" pattern of use. Much of the area has been cut over by 4-wheel drive and other forms of mechanized off-road equipment. Grazing in high altitude meadows continues to be a problem in destruction of the fragile alpine ecosystems, pollution of water sources used by recreationists, as well as municipalities. It appears the U.S. Forest Service is simply not administratively geared to handle mass recreational use in fragile alpine areas.

### VI. Mineral and other values

- a) A study completed by the U.S. Geological Survey in 1975 concluded that there were no mineral deposits of commercial value in the area.
- b) It has been conceded a number of times by the U.S. Forest Service that the primary values of the Indian Peaks area are recreational, that the timber and grazing resources are minimal.
- c) A number of mining claims exist in the area. Only one or two of which, in the caribou area, are still active. Many of the

mining claims are owned by sympathetic interests who are willing to convey the land to the U.S. Government if they can be assured that the land will be adequately protected.

#### VII. Alternatives

The Forest Service is presently completing a study of the wilderness potential of the area and a host of alternative uses. However, they have not lived up to their stated intention of considering national park or monument status as one of the alternatives.

#### VIII. Costs

The estimated value of inholdings within the monument is \_\_\_\_\_ (available from the NPS Regional Office in Denver).

Interim management of the area by the National Park Service will cost a minimum of \$150,000 per year. Development of a few wilderness threshold areas, improvement of the Middle St. Vrain and Fourth of July Canyon access roads will be needed over the next 5 years, as well as establishment of a few permanent ranger stations. However, cost can be considered as minimal since the area will essentially be managed without developed facilities under a backcountry-wilderness basis.

#### IX. Current political situation

Representatives Wirth and Schroeder and Governor Lamm of Colorado are supportive of National Park Service management of the Indian Peaks. Representative Johnson has remained neutral to mildly supportive on the issue. In public meetings the citizens of Grand County, on the west side of the Continental Divide, are slightly negative toward formal establishment of Federal wilderness areas, parks or monuments. On the east of the monument, in the Boulder-Denver area, the weight of public opinion is in favor of such action.

Hunting is not a major issue as the resident big game population has been low for a number of years. Bighorns have disappeared entirely in the last few years. Hunting could continue when the animals migrate outside the area in early winter.

PROPOSED PARIA CANYON NATIONAL MONUMENT, ARIZONA-UTAH

1. Specific criteria for monument designation:

Paria Canyon is of immense scientific value due to the geologic story displayed in the canyon, which gouges 2,800 feet deep into the rocks of the Paria Plateau. Six miles of the 15-mile canyon is extremely narrow, some places only 10 feet in width. In addition, the area abounds in significant archeological data, including prehistoric Indian sites and relics.

2. Specific boundaries to be proposed:

The proposed boundaries are the minimum necessary to protect only the obvious landforms--the canyon--and known archeological sites. Further study might indicate a need for additional lands necessary for better management.

Acreage: 27,515 ac.

3. Ownership: BLM (Interior); some State school sections.

4. Status: The proposed monument has been classified as the Paria Canyon Primitive Area by BLM in 1969, thus withdrawing it from sale. It is also withdrawn from the 1872 mining law. No Acts of Congress specifically apply to this area, and it is not under Congressional mandate for future disposition.

5. Present management issues: Area subject to mining activity which could destroy archeological values. In addition, ingress and egress to the canyon by the public is across lands now administered by National Park Service: Single agency (NPS) control would greatly simplify management.

6. Surveys:

Mineral value - Unknown.

Surface value - Unknown.

Valid claims - Unknown.

Note: Monument would be established subject to all valid existing rights.

7. Have studies been done of alternative uses? BLM has included the area in a general land classification plan, with the recommendation that uses remain essentially unchanged.

8. Budget costs: Unknown, but minimal, since area would be administered in conjunction with adjacent Glen Canyon National Recreation Area (NPS).

9. Known conflicts: No specific major conflicts. State of Utah may raise general objection.

PROPOSED GRAND GULCH NATIONAL MONUMENT, UTAH

1. Specific criteria for monument designation:

The Grand Gulch area contains probably the most abundant Indian ruins in this part of the Southwest. It is proposed as a national monument to protect these prehistoric structures and artifacts of archeological significance.

2. Specific boundaries:

The proposed boundaries include the minimum area necessary for immediate protection of the archeological resources; the boundaries may need to be studied further to include additional areas for management purposes in the future.

Acreage: Approximately 24,080 ac.

3. Present ownership:

BLM (Interior); some State school sections.

4. Present status:

Area has been classified by BLM as Grand Gulch Primitive Area. No specific Act of Congress is applicable, and the area is not under Congressionally mandated study.

5. Present management issues:

Archeological resources are not being protected from pot-hunters, although BLM has attempted to do so with limited resources. The area is subject to mining and mineral leasing which could destroy archeological remains.

6. Surveys:

Mineral value - Unknown.  
Surface value - Unknown.  
Valid claims - Unknown.

Note: Monument would be established subject to all valid existing rights.

7. Have studies been done of alternative uses? BLM has included the area in a general land classification plan, with the recommendation that uses remain essentially unchanged.

8. Budget costs:

Unknown, but minimal. Management would emphasize protection.

9. Known conflicts:

Mining interests and cattlemen would probably oppose; State would probably oppose.



## GREAT BASIN NATIONAL MONUMENT (NEVADA)

### A PROPOSAL

#### I Criteria for Monument Designation

##### Objects of Scientific Interest:

The Great Basin is a major physiographic province of the United States and is poorly represented in the National Park System. The proposed withdrawals for the Great Basin National Monument contain nearly all the landforms characteristic to the basin. In the Troy Peak-Hooper Canyon segment, there are excellent bristlecone pine stands. Hooper Canyon is a small but striking canyon. The balance of the Grant range included in the area contains several big cold springs and deep canyons with nearly vertical walls. Evidence of a rare primrose Primula nevadensis was found on Troy Peak and it is believed that further investigation might turn up other endemic or relic species. To the west of the Grant Range lies Railroad Valley, a large playa (salty, sandy or mud caked floor of a desert basin with interior drainage) representative of the Great Basin. In a sump near the north end of the Valley, there is a remnant saline lake that is a good waterfowl habitat. A number of large springs originate around the edge of the playa and provide a habitat for endemic desert fish. The proposal would also include an existing landmark, Lunar Crater. Lunar Crater is 3,800 feet across and 430 feet deep and appears to have been formed as a result of a volcanic explosion. This crater field was considered to be so comparable to the lunar landscape that it was used for training astronauts. The Lunar Crater volcanic field also contains two cuestas, a rare landform in the Great Basin. These cuestas (a long low ridge presenting a relatively steep face on one side, and a long gentle slope on the other) have an escarpment on the west side and thus tilted in the opposite direction to most of the fault block mountains. In the valley north of Lunar Crater, for a distance of four to five miles long and approximately a mile wide, there is a unique concentration of a very common plant, the Desert Mallow. In May when the orange-red flowers are in bloom, the whole valley appears to be on fire. The proposal is anchored on the west by the Hot Creek Valley and the Hot Creek Range which contain Morey Peak - at present an unspoiled wilderness area. The Hot Creek Range is of considerable interest to geologists and has been well studied. The vegetation of Hot Creek Valley is a cold desert shrub community. It is probably the best example of this important (perhaps climax) Great Basin plant community. Hot Creek gets its name from a large thermal spring.

## II Boundaries

The proposed Monument includes 1,041,700 acres of predominately public land in Nye County, Nevada.

## III Present Ownership

In the Troy Peak-Hooper Canyon area of the Grant Range, the land managing agency is the Forest Service, and the land is part of the Humboldt National Forest. There are two known patented mining claims of 40 acres in this area. The balance of the Federal ownership is administered by the Bureau of Land Management - the Battle Mountain District. In the Hot Creek Range and Valley portion of the area, there are two private parcels consisting of 1,440 acres where ranching occurs. Preliminary examination suggests that the continuation of the ranching activity would not only be possible but desirable. "The Hot Creek Ranch exerts some impact on the environment but the ranching operation is old fashioned, low keyed and on the whole, benign."

## IV Present Status

In the Troy Peak-Hooper Canyon area, present use consists of grazing, recreation and mineral prospecting.

The Lunar Crater area is under Bureau of Land Management multiple use and the area is inventoried as a recreation site. Recreational use seems to be limited to viewing the Crater, although there are evidences of occasional camping nearby. BLM is allegedly in favor of withdrawing sites in the Lunar Crater area from rights-of-way and mining law, but not the mineral leasing laws.

The Morey Peak area is presently used for grazing and wildlife. There appears to be some mining activity in the region.

The Hot Creek Valley area is under multiple use management on public land and ranching (described above) on private land. Hot Creek Valley was used in the sixties by the AEC for its Central Nevada Test Site. Four deep holes were drilled; only one device was detonated. These tests were moved to Amchitka Island, and we believe that the Central Nevada Test Site has been abandoned and will be returned to BLM (if this has not occurred). The nuclear test was completely contained and there is no radioactive contamination in Hot Creek Valley.

## V Vulnerability

The area appears to be sparsely populated and lightly utilized. It appears that the only danger could come from heretofore undiscovered mineral concentrations. Historically, mines were located in Troy and Irwin Canyons (Troy Peak area) in the early days (1868 and 1905) but apparently no ore was ever shipped. There has been some scattered individual prospecting for gold in this area. Grazing appears generally to be conservative.

## VI Minerals

No outstanding mineral concentrations generally known. BLM and FS studies may have been done. Two patented claims identified in the Troy Peak-Hooper Canyon area.

## VII Alternate Uses

No known studies in our files.

## VIII Budget Costs

Cost of acquisition of inholdings and/or desirability unknown at this time.

Development costs not available pending further study of the visitor services, interpretive services and administrative facilities that would be required.

Short term manpower needs would focus upon protective administration.

January 18, 1977

MR PRESIDENT:

Reply to Ansel Adams Letter  
Concerning Proclamation of National  
Monuments

In addition to the staffing reflected in the attached memorandum prepared by Jim Cannon, Ed Schmults and Jack Marsh reviewed this packaged and commented as follows:

Ed Schmults - "Agree with Cannon - take no action."

Jack Marsh - Option #1 - "no action"

He further commented: "Senator Stevens is deeply concerned about this proposal not only on its impact in Alaska but on Members of the Senate from other states. He feels it does violence to the legislative review procedures established for these matters and if the President plans to go with all or part of the proposal he considers it vital that he at least discuss the matter on the phone with the President."

Jim Connor

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: January 15, 1977

Time:

FOR ACTION:

cc (for information):

Ed Schmultz ✓  
Jack Marsh

FROM THE STAFF SECRETARY

DUE: Date: January 17, 1977

Time: 5:00 p. m.

SUBJECT:

Cannon memo (1/15/77) re: Reply to Ansel Adams  
Letter Concerning Proclamation of National Monuments

ACTION REQUESTED:

For Necessary Action

For Your Recommendations

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

*Agree with Cannon - i.e. Take no action*

*Ed Schmultz 1/17/77*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor  
For the President

THE WHITE HOUSE

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\_\_\_ For Necessary Action

X For Your Recommendations

\_\_\_ Prepare Agenda and Brief

\_\_\_ Draft Reply

X For Your Comments

\_\_\_ Draft Remarks

REMARKS:

*Schmultz - agrees with  
Cannon - take no action*

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Jim Connor  
For the President

THE WHITE HOUSE

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Draft Remarks

REMARKS:

*Opinion #1  
"no action"  
JM*

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Jack Marsh

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor  
For the President