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**Cc:** Donald (Don) Buhler[dbuhler@blm.gov]; Jolley, Robert[rjolley@blm.gov]; McGinnis, Shelley[smcginnis@blm.gov]  
**From:** Pionke, Erica  
**Sent:** 2017-02-16T11:00:39-05:00  
**Importance:** Normal  
**Subject:** Re: Withdrawal BP  
**Received:** 2017-02-16T11:00:50-05:00  
[BP on Withdrawals with Att 1 and 2 -2-15-2017 Final.docx](#)  
[Attachment 3 - Withdrawals Raw Data.xlsx](#)

Mike and Larry,  
I made just a few small edits. Looks good.

Erica

On Wed, Feb 15, 2017 at 3:48 PM, Jolley, Robert <[rjolley@blm.gov](mailto:rjolley@blm.gov)> wrote:

Shelley,  
Attached is our final draft. I have incorporated 400's and Mike's comments.

Robert

Robert Jolley, PE  
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**INFORMATION/BRIEFING MEMORANDUM  
FOR THE ASSISTANT SECRETARY LAND AND MINERALS MANAGEMENT**

**DATE:** February 16, 2017

**FROM:** Kristin Bail, Acting Director Bureau of Land Management

**SUBJECT:** Mineral Withdrawals Affecting Public Lands

The purpose of this memorandum is to provide an overview of mineral withdrawals on Bureau of Land Management (BLM) lands.

**BACKGROUND**

The Federal Land Policy and Management Act (FLPMA) defines a withdrawal as “*withholding an area of Federal land from settlement, sale, location, or entry, under some or all of the general land laws...*” The primary laws affecting withdrawals are the Mineral Leasing Act of 1920 and the General Mining Act of 1872. The majority of lands withdrawn by the BLM are withdrawn from the General Mining Act. Withdrawals from the mineral leasing laws are less common, due to the discretion Agencies have to hold lease sales. There are three major categories of formal withdrawals: (1) Administrative, (2) Presidential Proclamations, and (3) Congressional.

Withdrawals are established for a wide variety of purposes (e.g., power site reserves, military reservations, administrative sites, recreation sites, national parks, reclamation projects, resource protection, and wildemess areas). These withdrawals do not limit the use of this land for multiple uses (e.g., recreation, hunting, grazing, etc.).

**DISCUSSION**

Attachment 1 presents a summary table of withdrawals from the BLM’s Public Land Order database processed since October 1976. The table identifies the total withdrawal acreage associated with the BLM and other Department of the Interior Bureaus, as well as those external Federal Agencies that have requested withdrawals through the Secretary of the Interior. The table includes withdrawals associated with the BLM’s National Conservation Lands.

Attachment 2 contains summary information on National Conservation Lands. These 875 federally recognized areas total 36 million acres. However, only 21 million acres are withdrawn.

Attachment 3 contains the raw data extracted from the BLM’s Public Land Order database.

**NEXT STEPS**

The intent of this memorandum is to provide information, and next steps have not been identified.

**ATTACHMENTS**

- Attachment 1: Summary Table of Withdrawals
- Attachment 2: National Conservation Lands Information (2 pp)
- Attachment 3: Withdrawals Raw Data (9 pp)

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Attachment 1: Summary Table of Withdrawals

<b>*Summary Table of Withdrawals</b>		
<b>Agency/Bureau/Service</b>	<b>Sum of Withdrawals</b>	<b>Sum of Acres Withdrawn</b>
<b>DOI</b>	<b>1083</b>	<b>67,744,548</b>
Department of Interior	2	3,434
Bureau of Land Management	132	3,476,942
**BLM - National Conservation Lands	**875	21,264,317
Bureau of Indian Affairs	3	5,591
Bureau of Reclamation	17	28,488
Fish and Wildlife Service	36	42,939,636
National Parks Service	17	26,023
United States Geological Survey	1	117
<b>Other Federal Agencies</b>	<b>168</b>	<b>1,015,656</b>
Department of Energy	11	2,992
Department of Homeland Security	2	1,941
Department of Justice	1	70
Bureau of Prisons	1	86
Department of the Air Force	13	24,769
Department of the Army	5	157,247
Army Corps of Engineers	6	10,925
Department of the Navy	2	3,887
Department of Transportation	1	10
Forest Service	118	804,720
Housing and Urban Development	1	6
National Oceanic and Atmospheric Agency	2	8,515
Veterans Administration	5	487
<b>Grand Total</b>	<b>1251</b>	<b>68,760,203</b>
*This table identifies Administrative withdrawals processed by the Bureau of Land Management over the last 40 years and the BLM's National Conservation Lands created through Presidential Proclamation or Congressional action.		
**The BLM's National Conservation Lands is comprised of 875 units, totaling 36,000,000 acres, but only a portion of those units have associated withdrawals totaling 21,264,317 acres. The 21 million acres does not include any acres withdrawn within National Scenic and Historic Trails or Wild and Scenic Rivers.		
Approximately 90% of the BLM-managed surface acres are not withdrawn from mineral entry.		
Approximately 8.5% of BLM acres are withdrawn within National Conservation Lands. Of these, 5% represent withdrawals from national monuments and national conservation areas, and approximately 3.5% represent withdrawals from wilderness areas.		

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## Attachment 2: National Conservation Lands Information

National Conservation Lands total approximately 36 million acres, with 21 million acres that have been withdrawn. Specific types of National Conservation Lands and their relation to withdrawals are provided below.

### National Monuments, National Conservation Areas, and Similar Designations

- In general, most BLM National Monuments and National Conservation Areas are withdrawn from entry under the mineral leasing laws, subject to valid existing rights.
- Monument proclamations generally contain standard language regarding mineral withdrawal (see next page for exceptions). The standard language reads: "All Federal lands and interests in lands within the boundaries of the monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing."

### Wilderness Areas

- By law (Wilderness Act of 1964), all BLM wilderness areas are withdrawn from mineral entry, subject to valid existing rights.

### Wilderness Study Areas

- By law (Federal Land Policy and Management of 1976), Wilderness Study Areas (WSAs) are not withdrawn from mineral entry unless the Secretary has withdrawn them under Section 204 of FLPMA for reasons other than preservation of their wilderness character. In general, where a WSA overlaps a national monument or NCA, that area is withdrawn.

### Wild and Scenic Rivers

- By law (Wild and Scenic Rivers Act of 1968), segments of rivers designated as "Wild" are withdrawn from mineral entry; segments of rivers designated as "Scenic" are not.

### National Scenic and Historic Trails

- By law (National Trails System Act of 1968), national scenic and historic trails are not withdrawn from mineral entry.

### Exceptions to Standard Withdrawal Language for National Monuments, National Conservation Areas, and Similar Designations

- The Desert Renewable Energy Conservation Plan Land Use Plan Amendment (DRECP LUPA) Record of Decision (ROD) was signed in September 2016. Regarding mineral entry, the ROD states:

"Within 60 to 90 days after signing of the DRECP LUPA ROD, the BLM will issue a Notice of Proposed Withdrawal for a subset of the California Desert National Conservation Lands. This subset is considered Phase 1 of 2 for proposed withdrawals from mineral entry for the California Desert National Conservation Lands. A notice of proposed withdrawal would be published in the *Federal Register*, opening a 90 day public comment period. Upon publication of that notice, and subject to valid existing rights and to the extent specified in

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the notice, the lands identified would be segregated from location and new entry for up to two years while the Secretary decides whether to approve the withdrawal.”

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- The following units have different language in their proclamations regarding mineral leasing: Canyons of the Ancients National Monument in Colorado, Headwaters Forest Reserve in California, King Range National Conservation Area in California, and Steese National Conservation Area.

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- Canyons of the Ancients: “[W]ithdrawn ... except for oil and gas as prescribed herein...the monument shall remain open to oil and gas leasing and development; provided [goes on to describe circumstances under which leasing and development will be allowed.]”

- Headwaters: Silent on the question of withdrawals.

- King Range: Appears to be withdrawn, but the language is ambiguous and does not contain the words “leasing” or “mineral”: “Section 2.(5) ...[M]anagement of the renewable resources will be such as to obtain a sustained, regular, or periodic yield or supply of products or services without impairment to the productivity, or the enjoyment or carrying capacity of the land... Section 5.(5) ...[T]he lands in the Area described in Section 9 of this Act are withdrawn from all forms of entry, selection, or location under existing or subsequent law, except as provided in section 6... (6) [S]ubject to valid existing rights, nothing in this Act shall affect the applicability of the [U.S.] mining laws on the federally owned lands within the Area, except that all prospecting commenced or conducted after the date of enactment of this Act shall be subject to...reasonable regulations...”

- Steese: “Section 402 (c) Subject to valid existing rights, all mining claims located within any such unit shall be subject to such reasonable regulations as the Secretary may prescribe to assure that mining will, to the maximum extent practicable, be consistent with protection of the scenic, scientific, cultural, and other resources of the area and any patent issued after the date of enactment of this Act shall convey title only to the minerals together with the right to use the surface of lands for mining purposes subject to such reasonable regulations as the Secretary may prescribe.”

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Attachment 3 Page 4

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