

Conversation Contents

report info

"Bowman, Randal" <randal_bowman@ios.doi.gov>

From: "Bowman, Randal" <randal_bowman@ios.doi.gov>
Sent: Tue Jun 06 2017 15:26:17 GMT-0600 (MDT)
To: Aaron Moody <aaron.moody@sol.doi.gov>
Subject: report info

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Sent: Tue Jun 06 2017 19:08:29 GMT-0600 (MDT)
To: "Bowman, Randal" <randal_bowman@ios.doi.gov>
Subject: Re: report info

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Aaron G. Moody
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To: "Moody, Aaron" <aaron.moody@sol.doi.gov>
Subject: Re: report info

All of the material I received from Jim was from the Coalition, and he told me the meeting was a "follow-up" to the Secretary's meeting, so I am presuming that was who he met with.

This is from the Navaho Nation web site - SALT LAKE CITY-On May 7, tribal leaders from the Bears Ears Inter-Tribal Coalition convened at the Bureau of Land Management office in Salt Lake City, Utah for the first official meeting between coalition leaders and U.S. Department of Interior Secretary Ryan Zinke

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BIA listening sessions were May 25, Portland; May 30, Billings, Mt; June 1, Phoenix; and upcoming June 12 in Uncasville CT at National Congress of American Indians mid-year conference. I will double-check on Cason's meeting, since I subsequently, while looking for something else, found a paper from that stack that said "Bears Ears Commission", so will find out if he met with both

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Was the meeting with the commission separate from the ones you describe below?

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To: "Moody, Aaron" <aaron.moody@sol.doi.gov>
Subject: Re: report info

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DOI-2020-12 02323

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From: "Bowman, Randal" <randal_bowman@ios.doi.gov>
Sent: Thu Jun 08 2017 08:02:58 GMT-0600 (MDT)
To: "Moody, Aaron" <aaron.moody@sol.doi.gov>
Subject: Re: report info

We can look in the box(es) of comments and see if they mailed comments. We can also ask Jim what they told him. How soon do you need this?

I am in the contract comment analysis system now, and found only form letter comments mentioning either name. Due to Privacy Act considerations it is not set up to record or search for names of those who submit comments, and regs.gov does not require names or addresses.

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Sent: Thu Jun 08 2017 09:32:25 GMT-0600 (MDT)
To: "Moody, Aaron" <aaron.moody@sol.doi.gov>
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I went through the written comments, found 2 from tribes - the Pueblo of Zuni and the Santa Clara Indian Pueblo, both in NM. The Zuni letter was written in February, Santa Clara as review comment, both opposed to any changes. However, nothing from the Coalition or the Commission. We will need to ask Jim to confirm what they almost certainly said. I will ask him when I see him; he is terribly backed up on email, so I don't suggest using that.

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Bears Ears National Monument

DRAFT



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Monument

DRAFT – June 7, 2017 – Figures, values, and text are subject to revision

Introduction

The purpose of this paper is to provide information on the economic values and economic contributions of the activities and resources associated with Bears Ears National Monument (BENM) as well as to provide a brief economic profile of San Juan County.

Background

The Bears Ears National Monument encompasses 1.4 million acres in San Juan County, UT and was established in 2016 for the purposes of protecting lands that contained cultural, prehistoric, historic, and scientific resources, including objects of archaeological significance, as well as providing access to outdoor recreation activities that serve a growing travel and tourism industry in the area. Prior to establishment of the monument, all lands within the monument boundaries were Federal lands managed by BLM (Monticello Field Office) and the USFS (Manti-La Sal National Forest), with the exception of over 100,000 acres of land owned by the State of Utah and managed by the Utah School and Institutional Trust Lands Administration (SITLA).¹ Economic activities occurring on SITLA land in the area are similar to those on adjacent Federal land, including visitation to prominent cultural resource sites and grazing.² Of the federal acreage, 57% was protected under other BLM land use designations (i.e. Wilderness Study Area, Natural Area, Area of Critical Environmental Concern, Special Recreation Management Area).

Proposals to protect land in the Bears Ears area date back over 80 years. More recently, in 2015, the “Inter-Tribal Coalition for Bears Ears” proposed establishing a 1.9 million acre national monument.³ Utah Congressmen Rob Bishop and Jason Chaffetz proposed establishing two National Conservation Areas (NCAs) -- Bears Ears and Indian Creek -- totaling 1.3 million acres as part of their Public Lands Initiative (PLI).⁴

Bears Ears National Monument

Location: San Juan County, UT

Managing agencies: BLM, USFS

Adjacent cities/counties/reservations:

- Counties: San Juan County, UT
- Reservations: Navajo Nation
- Cities: Bluff, UT; Blanding, UT; Monticello, UT; Navajo Nation Reservation

¹ SITLA serves as fiduciary of Utah’s 3.4 million acres of trust lands, parcels of land held in trust to support 12 state institutions, primarily the K-12 public education system. SITLA is constitutionally mandated to generate revenue from trust lands to build and grow permanent endowments for these institutions, which were designated by Congress in 1894. Utah’s public school system is the largest beneficiary, holding 96% of all Utah trust lands.

² Different rules apply to grazing on SITLA land versus Federal land, such as allowing SITLA to post expiring permits on the agency’s website, establish 15 years as the maximum length for grazing permits, and set a fee of \$10/AUM when permits are assigned. The Federal grazing fee in 2017 is \$2.11/AUM.

³ The Inter Tribal coalition consists of representatives from the Hopi Tribe, Navajo Nation, Uintah and Ouray Ute Tribe, Ute Mountain Ute Tribe, and Zuni Tribe.

⁴ National Conservation Areas are designated by Congress. In contrast to the Inter Tribal Coalition’s proposal, the PLI did not specify that all areas were to be withdrawn from future mineral development, places a restriction on decreasing grazing permits in one of the proposed NCAs, and places restrictions on Federal negotiations with the State of Utah for land exchanges for State owned land within the proposed boundaries. In addition, the PLI also included greater local government and community involvement in the development and administration of the management plan through a committee that included Federal, State, local government, tribal, and community interest representatives.

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A management plan for the Monument has not yet been drafted. Development of a management plan would typically require at least several years and involve extensive public involvement.⁵ The Presidential proclamation established the Bears Ears Commission, consisting of one elected official each from five different tribes (Hopi Tribe, Navajo Nation, Ute Mountain Ute Tribe, Ute Indian Tribe of the Uintah Ouray, and Zuni Tribe). The Commission is to work with the Federal government to provide guidance and recommendations on the development and implementation of management plans. In addition, DOI is seeking to enter into a MOU with the State of Utah to negotiate the exchange of state land within the monument boundaries for other BLM land outside the Monument.⁶

Public outreach prior to designation

A public meeting was held in Bluff, UT in July 2016. Over 1,500 individuals attended, including representatives from DOI, USDA, tribes, members of the Utah congressional delegation, and Utah state legislature. In addition, almost 600 written comments were submitted, the majority of which were in favor of the monument designation.⁷

Local Economy and Economic Impacts

San Juan County in southeastern Utah is home to roughly 5% of the State's population. In recent years, it has experienced higher levels of unemployment and lower levels of median household income in comparison to the State.

The population of the county has increased substantially over the past 20 years. Nearly half of the population of the county is Native American. The median household income of Native Americans in San Juan County is over 40% lower than that of the county (see Table 1).

The San Juan County economy is dependent upon recreation-based businesses and the accommodation and food services industry is the largest by employment in the county (see Figure 1). According to the USDA Economic Research Service's county-level typology codes, San Juan County is classified as: Mining dependent (a county is classified as mining dependent if mining accounted for 13% or more of the county's earnings or 8% of the employment averaged over 2010-12); low employment (less than 65% of

Table 1. San Juan County and state of Utah Economic Snapshot

Measure	San Juan County, UT	Utah
Population, 2016 ^a	15,152	2,903,379
Native American % of population ^a	47.0%	1.7%
Unemployment rate, March 2017 ^b	7.0%	3.1%
Median Household Income, 2015 ^a	\$41,484	\$60,727
Native American Median Household Income, 2015 ^a	\$24,132	\$36,428

^a U.S. Census Bureau, 2011 2015 American Community Survey

^b <http://www.jobs.utah.gov/wi/pubs/une/season.html>

⁵ Land management plans are developed in compliance with Federal Land Policy and Management Act (FLPMA) and NEPA regulations.

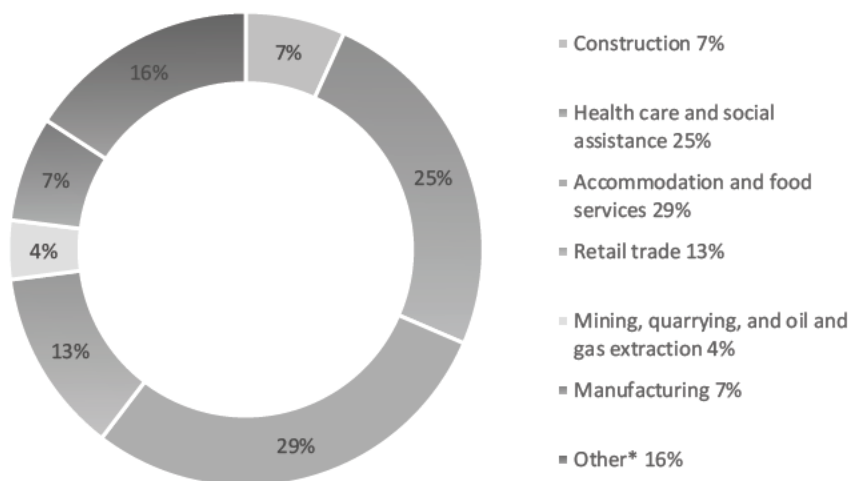
⁶ A May 2017 SITLA land auction included a 1,120 acre parcel within BENM, the Needles Outpost, which sold for \$2.5 million, or \$2,232 per acre (<https://trustlands.utah.gov/land-auction-earns-3-million-for-public-schools/>).

⁷ Fast Facts and Q&A about the Bears Ears National Monument Designation, BLM.

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residents age 25-64 were employed in 2008-12); persistent poverty (a county was classified as persistent poverty if 20 percent or more of its residents were poor as measured by the 1980, 1990, and 2000 decennial censuses and the American Community Survey 5-year estimates for 2007-11); and persistent related child poverty (a county was classified as persistent related child poverty if 20 percent or more of related children under 18 years old were poor as measured by the 1980, 1990, and 2000 decennial censuses and the American Community Survey 5-year estimates for 2007-11).⁸

Figure 1. Percent of employment by use sector in San Juan County, 2015



*Other includes agriculture/forestry; utilities; wholesale trade; finance and insurance; real estate; professional, scientific and technical services; admin and support services; waste management; educational services; arts and entertainment; and transportation and warehousing. Each of these represents less than 4% of total employment.

Information is provided below on two different types of economic information: “economic contributions,” and “economic values.” Both types of information are informative in decision making. Economic contributions track expenditures as they cycle through the local and regional economy, supporting employment and economic output (see Table 2). It is estimated that recreation activities in the BENM area supported about 460 jobs and provided about \$23 million in value added in FY 2016.

Definitions

Value Added: A measure of economic contributions; calculated as the difference between total output (sales) and the cost of any intermediate inputs.

Economic Value: The estimated net value, above any expenditures, that individuals place on goods and services; these are particularly relevant in situations where market prices may not be fully reflective of the values individuals place on some goods and services.

Employment: The total number of jobs supported by activities.

⁸ <https://www.ers.usda.gov/data-products/county-typology-codes/documentation/>.

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Economic values, in contrast to economic contributions, represent the net value, above and beyond any expenditures, that individuals place on goods and services. To the extent information is available some of these values are presented in Table 3. Economic values are particularly relevant in situations where market prices may not be fully reflective of the values individuals place on some goods and services.

Table 2. Estimated Economic Contributions, 2016

Activities and Resources Associated With Bears Ears National Monument

Activities occurring at Bears Ears National Monument include recreation (camping, hiking, canyoneering, mountain biking, boating, rock climbing, hunting, ATV use), viewing ancestral Puebloan cultural sites, collection of materials for tribal ceremonial purposes, scientific and archaeological research, firewood collection and other non-commercial timber production, grazing and energy/non-energy mineral production with valid existing rights. Further details on these activities are provided below.

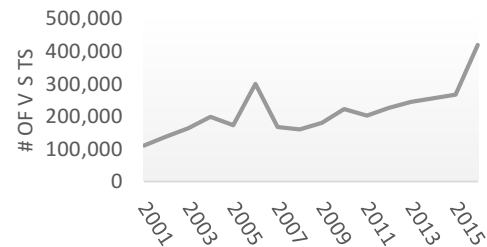
Activities	Value added (net additions to GDP), \$ millions	Employment supported (number of jobs)
Recreation	\$22.9	463
Non energy Minerals	\$0.24	2
Grazing	Grazing value added is not available	161
Cultural resources	Unquantifiable; some values would be included in recreation	Unquantifiable; some values would be included in recreation

- Recreation:** Annual recreation visitation data for 2001-2016 is available for the BLM Monticello Field Office. About 60 percent of area formerly under the jurisdiction of the Field Office represents the area included in the Monument. This area receives the vast majority of recreation use. Recreation visits increased steadily from about 111,000 in 2001 to about 419,000 in 2016 (see Figure 2). Comparatively, visitation to National Monuments and NCAs that have tracked unit-level visitation since 2005 has grown at an average rate of about 5.4% per year. Prior to designation, BLM also tracked the number of visits to the Kane Gulch ranger station that served the southern end of the monument. The number of visits to this ranger station in March and April of 2017 was more than 50% higher than the average visitation during the same months of the four previous years. Recreation activities provide the opportunity for economic activity to be generated from tourism for an indefinite period of time. The economic contributions occur annually, and in cases where visitation increases over time, recreation generates additional activity each year. The net economic contributions associated with recreation in 2016 are estimated to be about \$23 million in value added and 463 jobs. These contributions affect the regional and state economies.

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In addition, annual recreation visits to the Manti-La Sal National Forest, part of which is now within BENM boundaries, are estimated to number around 350,000. USFS does not have information on visits to specific areas within the National Forest, so it is not possible to determine visitation to the part of the forest that is now in BENM. However, it is likely that recreation visitation to the area that is now BENM exceeds what was captured by the BLM Monticello Field Office since there was likely additional visitation to the included section of the Manti-La Sal National Forest. The estimates of economic contributions associated with recreation are based solely on the level of visitation to the BLM-managed land in 2016; these could be considered conservative estimates as they do not include the impacts of visitation to USFS-managed land.

Figure 2. Recreation Visits to BLM Monticello Field Office, 2001–2016



- **Energy:** In general, the scope, magnitude, and timing of energy and minerals activities are closely related to supply and demand conditions in world markets and the market prices of mineral commodities. To date, energy development on the Monument has been limited.
 - **Coal.** There have been no coal developments in the Monument area. Furthermore, there is very little, if any, prospectively valuable coal within the monument boundaries, based on the energy and mineral resource assessment conducted for BENM. Potential for prospectively valuable coal, as surveyed by the USGS, lies almost entirely to the east of the monument.
 - **Oil and gas.**
 - USGS assessments indicate a high level of potential for oil and gas within the monument boundaries, however there are currently no producing oil and gas wells within the Monument.⁹ The upper northeast panhandle of BENM lies within the boundaries of the Moab Master Leasing Plan and portions of the southeastern and southcentral areas of the monument were included in a proposed San Juan Master Leasing Plan. Approximately 63,600 acres within the proposed San Juan Master Leasing Plan area have been nominated for leasing since 2014. All of these lease nominations were deferred due to existing land use plan decisions and potential adverse impacts on cultural resources.
 - There are currently 25 existing federal oil and gas leases that are partially or wholly contained within the monument boundaries, with lease authorizations spanning the period from 1972 to 2012. Valid existing rights are protected under the proclamation, so development on these existing leases could occur if development is found to be economic. Currently, there are no authorized or pending applications for permit to drill (APDs) associated with these leases. No oil and gas wells have been drilled on existing leases since 1993 and all wells within monument boundaries have been plugged. Of the 250 wells that have

⁹ The Monument area is within a USGS Energy Assessment Unit (AU) and has historic uranium mining activity (the Monument is within 2 conv. AUs and 1 cont. AU, Paradox Basin Province (315 MMBO, 999 BCF, 18 MMBNGL)<https://pubs.usgs.gov/fs/2012/3031/>.

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been drilled since 1920, only three wells have produced economical quantities of oil and gas. The last producing well was drilled in 1984 and ceased production in 1992.

- **Non -fuel minerals.**

- **Sand and gravel.** There is one commercial minerals materials mining site within monument boundaries that produces sand and gravel. The permit for this site was renewed in March, 2016 for a 10-year period. Production is limited to a maximum of 200,000 cubic yards over the life of the 10-year permit, and designation of the monument does not affect the limits on production.¹⁰
- **Potash.** While USGS surveys have assessed potential for potash in the northeastern panhandle of BENM (an area within the boundaries of the Moab Master Leasing Plan prior to designation), no sites in this area were identified as Potash Leasing Areas in the most recent Moab Master Leasing Plan (2016). BLM has denied all potash prospecting permit applications received from 2008 to 2015, primarily because they were inconsistent with protection of multiple resource values use (such as natural or cultural use) in the area.¹¹
- **Uranium.** While there are no active mining operations on USFS-managed land, there are 78 active unpatented mining claims for uranium. There are no mining claims for uranium on BLM-managed land. The uranium ore in the Manti-La Sal National Forest is low grade, affecting the ability of the local industry to compete economically on the world market.¹² Uranium prices are volatile and, though currently higher than historical prices, have been trending downward since peaking in 2008.¹³

- **Timber.** Timber harvest activities such as non-commercial Christmas tree cutting and collection of wood for posts and firewood are allowed by permit on both BLM and USFS-managed land. For BLM-managed lands, no information is available on the level of magnitude of these activities strictly within monument boundaries, however within the boundaries of the Monticello Field Office the total estimated value of harvested firewood, wooded posts, and Christmas trees was about \$12,000 in FY 2016. In addition to selling permits for Christmas trees, firewood, and wood for posts, there were about 736,000 cubic feet of forest products produced within the USFS-managed land within the monument boundaries between 2012 and 2015. The monument proclamation allows for the continuation of all pre-designation timber activities.

¹⁰ Supply and demand conditions determine how much is produced annually within the overall limit on overall production. BLM receives a royalty of \$1.08 per cubic yard (\$0.66 per ton) of mineral production. The national average price for sand and gravel used in construction was \$8.80/metric ton ([https://minerals.usgs.gov/minerals/pubs/commodity/sand & gravel construction/mcs 2017 sandc.pdf](https://minerals.usgs.gov/minerals/pubs/commodity/sand%20and%20gravel/construction/mcs2017sandc.pdf)).

¹¹ Potash production depends largely on market forces. U.S. consumption of potash was down in 2016 owing to a drop in agricultural use in the first half of the year and lower industrial usage, primarily in oil well drilling mud additives. The world potash market in 2016 was marked by weak demand in the first half of the year, mainly in China and India, the largest consumers of potash. This excess supply resulted in lower prices, and reduced production. The average price of potash in 2016 was \$360 per ton.

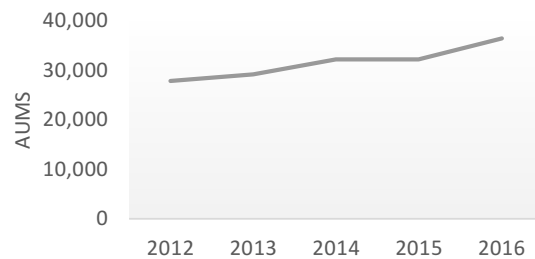
¹² Manti La Sal National Forest Land and Resource Management Plan, 1986.

¹³ <https://www.eia.gov/uranium/marketing/>.

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- Forage.** Grazing is permitted on both BLM and USFS-managed lands within the Monument boundaries; no grazing permits were bought out upon designation of the monument. The allotments that are wholly or partially contained within the boundaries of BENM include 50,469 permitted Animal Unit Month (AUMs)¹⁴ on BLM-managed land and 11,078 AUMs permitted on USFS-managed land. The monument proclamation allows for the continuation of all pre-designation grazing activities, including maintenance of stock watering facilities. Figure 3 shows the number of AUMs billed by BLM annually over 2012-2016. In 2016, there were about 36,400 billed AUMs on BLM-managed land; on average, billed AUMs represent about 60% of permitted AUMs. Information on billed AUMs on USFS-managed land is not currently available.

Figure 3. BLM AUMs Billed, 2012-2016 (BLM)



- Cultural and historic resources.** Indigenous communities may utilize natural resources to an extent and in ways that are different from the general population, and the role that natural resources play in the culture of these indigenous communities may differ from that of the general population. Culturally important sites and unique natural resources, by definition, have limited substitutes. Recognizing this is a critical consideration in land management because it may affect consideration of tradeoffs.

According to the Utah State Historic Preservation Office, as of Feb. 6, 2017, there are 8,480 recorded archaeological sites and four archaeological districts within BENM. The following archaeological districts are either completely within or partially within BENM: Butler Wash, Grand Gulch, Natural Bridges, and the Salt Creek Archaeological District. More than 70 percent of these sites are prehistoric (pre-dating the 1800s). These prehistoric sites include pottery and stone tool (lithic) scatters, the remains of cooking features (hearths), storage features such as adobe granaries and subsurface stone lined granaries, prehistoric roads, petroglyphs, pictographs and cliff dwellings. The remaining sites are historic and include debris scatters, roads, fences, and uranium and vanadium mines from World War II and the Cold War. The total percentage of the BLM-managed portion of BENM that has been surveyed for cultural resources is 9.2 percent.

In addition the USFS-managed portion of BENM includes 2,725 known cultural sites and features an area containing over 2,027 Puebloan sites, most of which are *Pueblo I*. The *Pueblo I* culture is limited to only a few locations and the USFS-managed portion of BENM contains the only high elevation communities of this era. These sites include hunting camps and blinds, ceremonial sites, granaries, stone quarries, villages and residences, agricultural systems, kilns, rock art, and shrines, as well as protohistoric sweat lodges and hogans. Only 15 to 20 percent of the USFS-

¹⁴ BLM measures an AUM as the amount of forage needed to sustain one cow and her calf, one domestic horse, or 5 sheep or goats for one month. [https://www.blm.gov/programs/natural resources/rangelands and grazing/livestock grazing/fees and distribution](https://www.blm.gov/programs/natural%20resources/rangelands%20and%20grazing/livestock%20grazing/fees%20and%20distribution).

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managed portion of BENM has been surveyed for cultural resources. Activities currently undertaken by tribal members include hunting, fishing, gathering, wood cutting, and the collection of medicinal and ceremonial plants, edible herbs, and materials for crafting items like baskets and footwear.

Multiple Use, Tradeoffs among Permitted Activities, and Types of Economic Information

Decision-making often involves multiple objectives and the need to make tradeoffs among those objectives. Table 3 provides a summary of activities and economic values and information on the timing and drivers of future activity levels. Market supply and demand conditions drive energy and minerals activity; societal preferences and household disposal income affect recreation activity levels; and market prices and range conditions affect the demand for forage. Culturally important sites and unique natural resources, by definition, have limited substitutes and are difficult to value.

As with any land managed for multiple uses, planning for permitted uses on National Monuments will involve trade-offs among different activities on the land area being managed. In some cases, certain areas of the Monument may be appropriate for more than one use, and the trade-offs must be considered and management decisions may be made that prioritize certain uses over others. In other cases, land areas may be more appropriate for a particular use and activities could be restricted to certain areas of the Monument. Factors that could inform these tradeoffs include demand for the good or activity, prices, and societal preferences. Other considerations might include the timeframe of the activity - how long the benefits and costs of a given activity would be expected to extend into the future.

In considering the trade-offs, it is not just the level and net economic value associated with an activity that occurs in a given year that is relevant to decision making. Virtually all activities within the Monument occur over time and it is the stream of costs and benefits over a given period of time associated with each activity that is relevant. For example, recreation activities could continue indefinitely assuming the resources required for recreation remain intact and of sufficient quality for the activity. Grazing could also continue indefinitely as long as the forage resource is sustainably managed. The stream of costs and benefits for some other non-renewable resources would be finite, however. For example, oil, gas, coal and minerals are all non-renewable resources and would only be extracted as long as the resource is economically feasible to produce.

In the 2008 update to the Resource Management Plan for the Monticello Field Office, 60% of which is now BENM, an alternative emphasizing commodity development was considered but not selected due to its adverse impacts on wildlife and recreation opportunities, which includes visits for cultural purposes. This alternative was determined to be insufficient to protect all the important and sensitive resources within the planning area. Likewise, an alternative emphasizing protection of the area's natural and biological values was not selected in part due to the restrictions it placed on recreation permits and opportunities, which would have resulted in negative economic impacts on local businesses.

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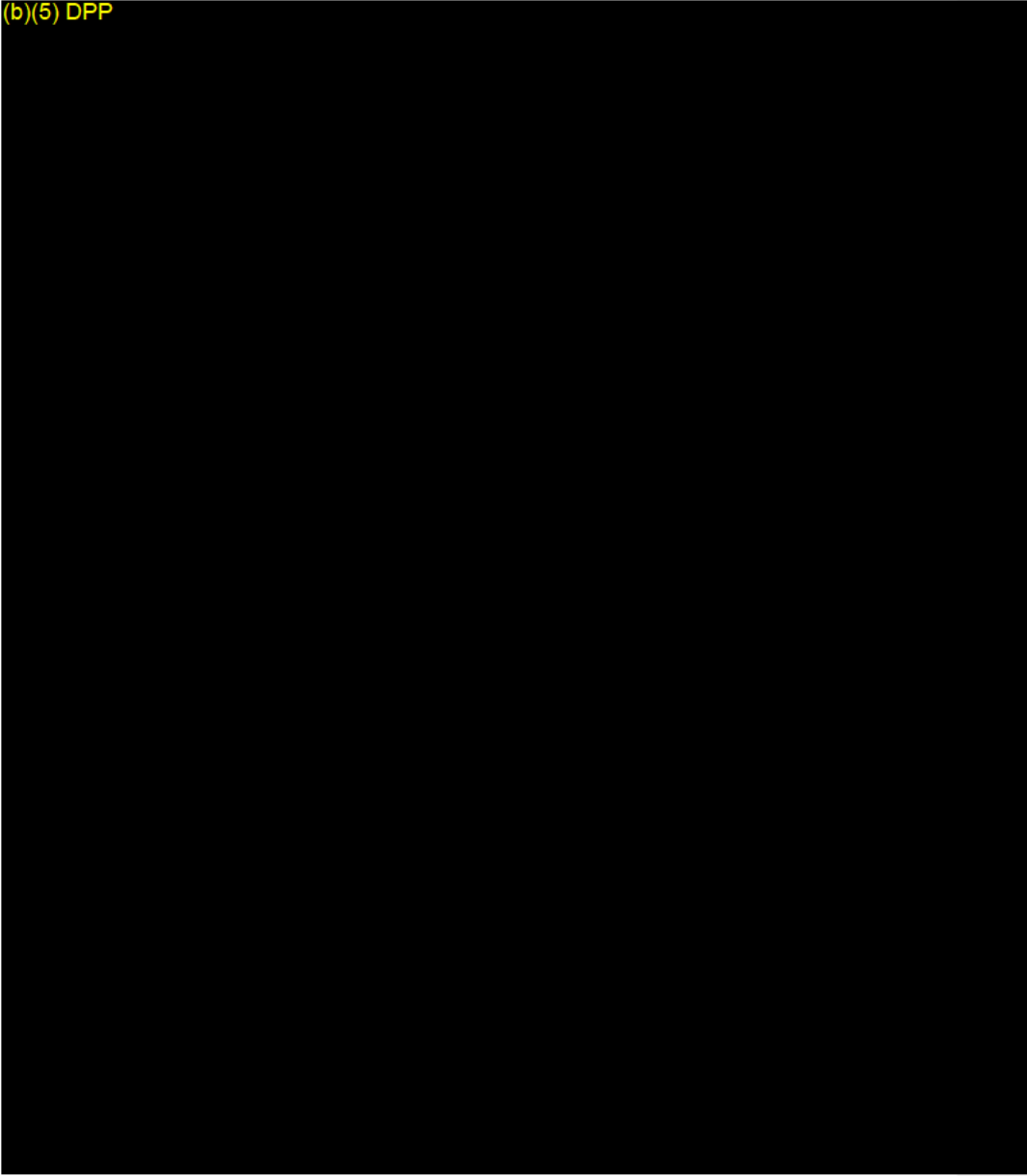
Table 3. Summary of Activities and Economic Values, FY 2016

Activities	Level of annual activity	Unit Value	Timing	Drivers of the current and future levels of activity
Recreation ^a	530,892 visitor days (FY 2016)	\$54.19/visitor day	Visitation could continue indefinitely if landscape resources remain intact and of sufficient quality.	Societal preferences for outdoor recreation; disposable income; changing individual preferences for work and leisure time
Oil, gas, coal production	Little or none to date, see "Oil and gas" section for more information	FY 2016 average prices: -crude oil (WTI): \$41.34/bbl -natural gas: \$2.29/mcf -coal (subbituminous): \$12.08/ton	Development of energy and non-energy minerals is subject to market forces (worldwide supply and demand, prices). Mineral extraction is non-renewable and occurs only as long as the resource is economically feasible to produce.	Market prices of energy commodities affect both supply and demand.
Non-energy Minerals	34,813 tons ^b of sand and gravel (average of 2011-2015 production)	National average price for sand and gravel (2016): \$7.72/ton		Market prices of non-energy commodities affect both supply and demand. Mineral production is limited to 200,000 cubic yards over a 10-year period per the existing resource management plan.
Grazing	36,402 AUMs (2016)	2016 grazing fee: \$2.11/AUM	Grazing could continue indefinitely if forage resources are managed sustainably.	Market prices for cattle and sheep and resource protection needs and range conditions (due to drought, fire, etc.) can affect AUMs permitted and billed.
Cultural resources	Indigenous communities often use natural resources to an extent and in ways that are different from the general population, and the role that natural resources play in the culture of these indigenous communities may differ from that of the general population. Culturally important sites and unique natural resources, by definition, have limited substitutes. Recognizing this is a critical consideration in land management because it may affect consideration of tradeoffs. BENM contains substantial cultural resources that have not been fully surveyed. Tribes use the sacred sites within BENM for hunting; fishing; gathering; wood cutting; and for collection of medicinal and ceremonial plants, edible herbs, and materials for crafting items like baskets and footwear.			
Benefits of nature	Services provided by nature underpin all sectors of a local economy. As many of these services are not sold in markets, we have limited information on their prices or values. Specific benefits related to BENM include protection of crucial habitats for deer, elk, desert bighorn sheep, pronghorn, and endemic plant species that inhabit rare habitat types such as hanging gardens.			

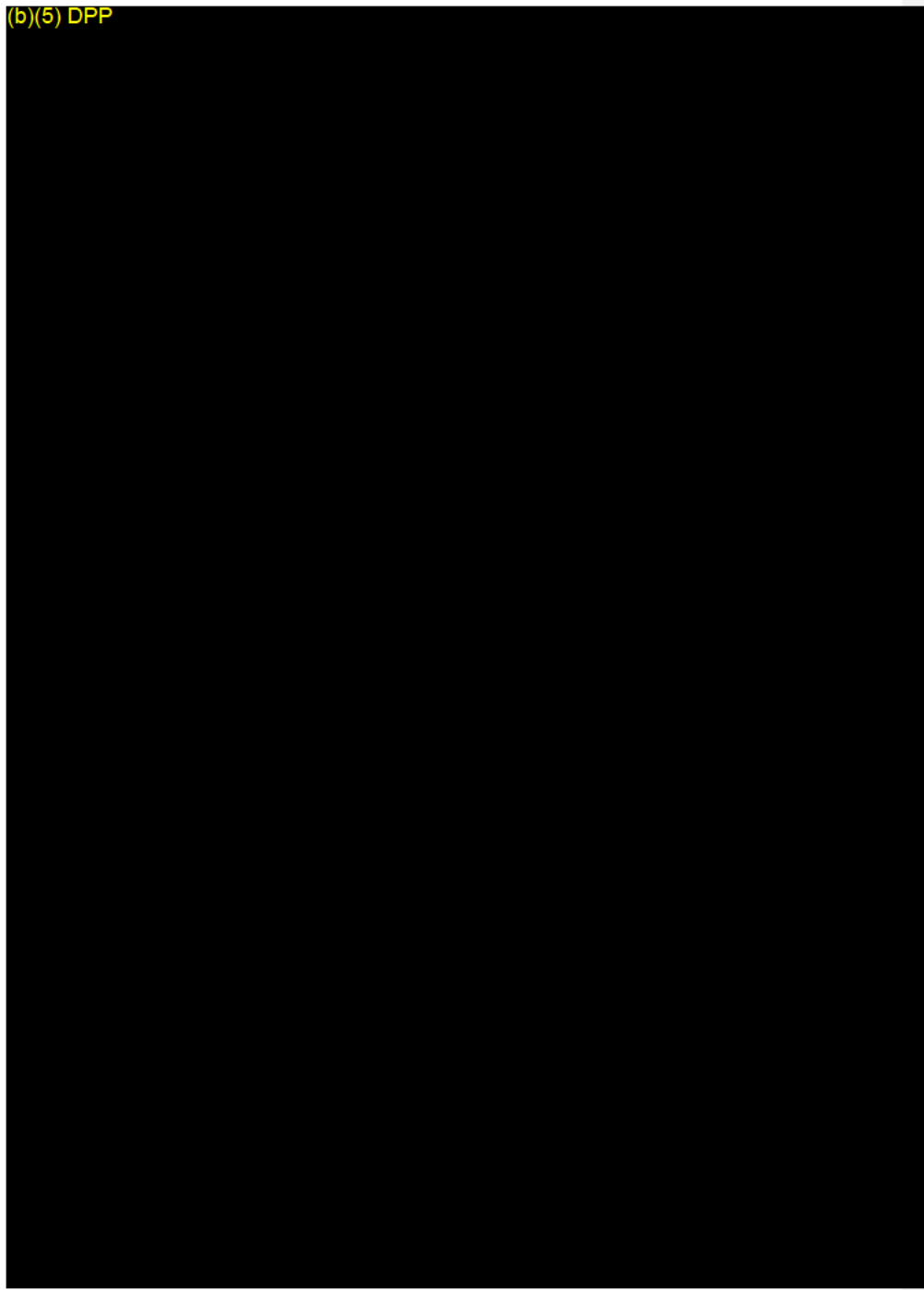
^a Recreation unit value is a survey-based value for general recreation for the Intermountain region.^b Reported average production of 21,396 cubic yards converted to tons using a conversion factor of 1.63 cu yds/ton.

Draft Interim report on Monument Review Process

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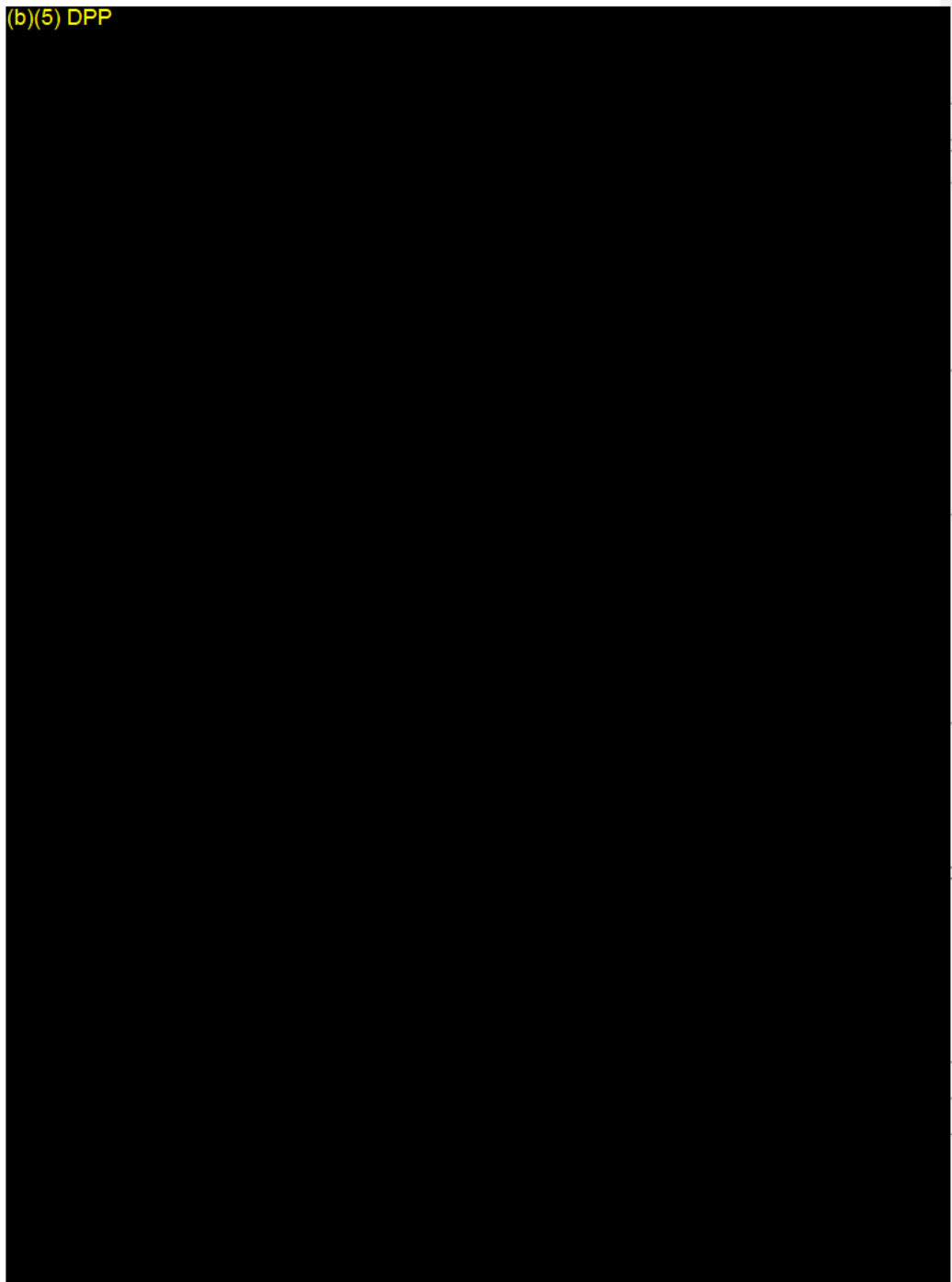
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Bears Ears National Monument

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Bears Ears National
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Introduction

The purpose of this paper is to provide information on the economic values and economic contributions of the activities and resources associated with Bears Ears National Monument (BENM) as well as to provide a brief economic profile of San Juan County.

Background

The Bears Ears National Monument encompasses 1.4 million acres of Forest Service and BLM land in San Juan County, UT and was established in 2016 for the purposes of protecting lands that contained cultural, prehistoric, historic, and scientific resources, including objects of archaeological significance. Prior to establishment of the monument, all lands within the monument boundaries were Federal lands managed by BLM (Monticello Field Office) and the USFS (Manti-La Sal National Forest), with the exception of over 100,000 acres of land owned by the State of Utah and managed by the Utah School and Institutional Trust Lands Administration (SITLA) and smaller private parcels.¹ Economic activities occurring on SITLA land in the area are similar to those on adjacent Federal land, including visitation to prominent cultural resource sites and grazing.² Of the federal acreage, 57% was protected under other BLM land use designations (i.e. Wilderness Study Area, Natural Area, Area of Critical Environmental Concern, Special Recreation Management Area).

Proposals to protect land in the Bears Ears area date back over 80 years. More recently, in 2015, the "Inter-Tribal Coalition for Bears Ears" proposed establishing a 1.9 million acre national monument.³ Utah Congressmen Rob Bishop and Jason Chaffetz proposed establishing two National Conservation Areas (NCAs) – Bears Ears and Indian Creek – totaling 1.3 million acres as part of their Public Lands Initiative (PLI).⁴

A management plan for the Monument has not yet been drafted. Development of a monument management plan would typically require at least several years and involve extensive public

Bears Ears National Monument

Location: San Juan County, UT
 Managing agencies: BLM, USFS
 Adjacent cities/counties/reservations:

- Counties: San Juan County, UT
- Reservations: Navajo Nation
- Cities: Bluff, UT; Blanding, UT; Monticello, UT; Navajo Nation Reservation

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¹ SITLA serves as fiduciary of Utah's 3.4 million acres of trust lands, parcels of land held in trust to support 12 state institutions, primarily the K-12 public education system. SITLA is constitutionally mandated to generate revenue from trust lands to build and grow permanent endowments for these institutions, which were designated by Congress in 1894. Utah's public school system is the largest beneficiary, holding 96% of all Utah trust lands.

² Different rules apply to grazing on SITLA land versus Federal land, such as allowing SITLA to post expiring permits on the agency's website, establish 15 years as the maximum length for grazing permits, and set a fee of \$10/AUM when permits are assigned. The Federal grazing fee in 2017 is \$2.11/AUM.

³ The Inter-Tribal coalition consists of representatives from the Hopi Tribe, Navajo Nation, Uintah and Ouray Ute Tribe, Ute Mountain Ute Tribe, and Zuni Tribe.

⁴ National Conservation Areas are designated by Congress. In contrast to the Inter-Tribal Coalition's proposal, the PLI did not specify that all areas were to be withdrawn from future mineral development, places a restriction on decreasing grazing permits in one of the proposed NCAs, and places restrictions on Federal negotiations with the State of Utah for land exchanges for State-owned land within the proposed boundaries. In addition, the PLI also included greater local government and community involvement in the development and administration of the management plan through a committee that included Federal, State, local government, tribal, and community interest representatives.

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involvement.⁵ The Presidential proclamation established the Bears Ears Commission, consisting of one elected official each from five different tribes (Hopi Tribe, Navajo Nation, Ute Mountain Ute Tribe, Ute Indian Tribe of the Uintah and Ouray, and Zuni Tribe). The Commission is to work with the Federal government to provide guidance and recommendations on the development and implementation of management plans. In addition, DOI is seeking to enter into a MOU with the State of Utah to negotiate the exchange of state land within the monument boundaries for other BLM land outside the Monument.⁶

Public outreach prior to designation

Table 1. San Juan County and state of Utah
Economic Snapshot

A public meeting was held in Bluff, UT in July 2016. Over 1,500 individuals attended, including representatives from DOI, USDA, tribes, members of the Utah congressional delegation, and Utah state legislature. In addition, almost 600 written comments were submitted, the majority of which were in favor of the monument designation.⁷

Measure	San Juan County, UT	Utah
Population, 2016 ^a	15,152	2,903,379
Native American % of population ^a	47.0%	1.7%
Unemployment rate, March 2017 ^b	7.0%	3.1%
Median Household Income, 2015 ^a	\$41,484	\$60,727
Native American Median Household Income, 2015 ^a	\$24,132	\$36,428

Local Economy and Economic Impacts

San Juan County in southeastern Utah is home to roughly 5% of the State's population. In recent years, it has experienced higher levels of unemployment and lower levels of median household income in comparison to the State. The population of the county has increased substantially over the past 20 years. Nearly half of the population of the county is Native American. The median household income of Native Americans in San Juan County is over 40% lower than that of the county (see Table 1).

The San Juan County economy is dependent upon recreation-based businesses and the accommodation and food services industry is the largest by employment in the county (see Figure 1). According to the USDA Economic Research Service's county-level typology codes, San Juan County is classified as: Mining dependent (a county is classified as mining dependent if mining accounted for 13% or more of the county's earnings or 8% of the employment averaged over 2010-12); low employment (less than 65% of residents age 25-64 were employed in 2008-12); persistent poverty (a county was classified as persistent

⁵ Management plans are developed in compliance with applicable law, including the National Forest Management Act (NFMA), Federal Land Policy and Management Act (FLPMA) and National Environmental Policy Act (NEPA).

⁶ A May 2017 SITLA land auction included a 1,120 acre parcel within BENM, the Needles Outpost, which sold for \$2.5 million, or \$2,232 per acre (<https://trustlands.utah.gov/land-auction-earns-3-million-for-public-schools/>).

⁷ Fact Facts and Q&A about the Bears Ears National Monument Designation, BLM.

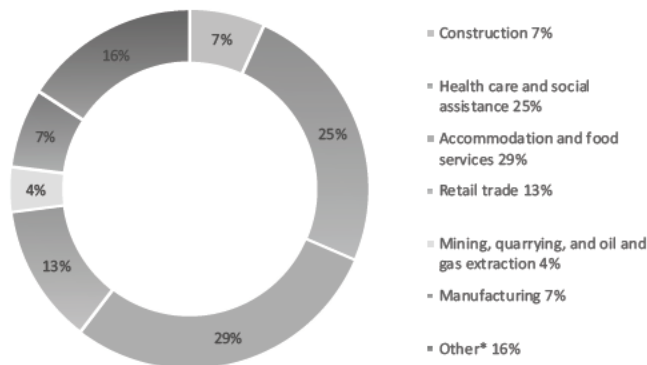
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poverty if 20 percent or more of its residents were poor as measured by the 1980, 1990, and 2000 decennial censuses and the American Community Survey 5-year estimates for 2007-11); and persistent related child poverty (a county was classified as persistent related child poverty if 20 percent or more of related children under 18 years old were poor as measured by the 1980, 1990, and 2000 decennial censuses and the American Community Survey 5-year estimates for 2007-11).⁸

Figure 1. Percent of employment by use sector in San Juan County, 2015



*Other includes agriculture/forestry; utilities; wholesale trade; finance and insurance; real estate; professional, scientific and technical services; administrative and support services; waste management; educational services; arts and entertainment; and transportation and warehousing. Each of these represents less than 4% of total employment.

Information is provided below on two different types of economic information: “economic contributions,” and “economic values.” Both types of information are informative in decision making. Economic contributions track expenditures as they cycle through the local and regional economy, supporting employment and economic output (see Table 2). It is estimated that recreation activities in the BENM area supported about 460 jobs and provided about \$23 million in value added in FY 2016.

Definitions

Value Added: A measure of economic contributions; calculated as the difference between total output (sales) and the cost of any intermediate inputs.

Economic Value: The estimated net value, above any expenditures, that individuals place on goods and services; these are particularly relevant in situations where market prices may not be fully reflective of the values individuals place on some goods and services.

Employment: The total number of jobs supported by activities.

Economic values, in contrast to economic contributions, represent the net value, above and beyond any expenditures, that individuals place on goods and services. To the extent information is available some of

⁸ <https://www.ers.usda.gov/data-products/county-typology-codes/documentation/>.

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Table 2. Estimated Economic Contributions, 2016

Activities and Resources Associated With Bears Ears National Monument

Activities occurring at Bears Ears National Monument include recreation (camping, hiking, canyoneering, mountain biking, boating, rock climbing, hunting, ATV use), viewing ancestral Puebloan cultural sites, collection of materials for tribal ceremonial purposes, scientific and archaeological research, firewood collection and other non-commercial timber production, grazing and energy/non-energy mineral production with valid existing rights. Further details on these activities are provided below.

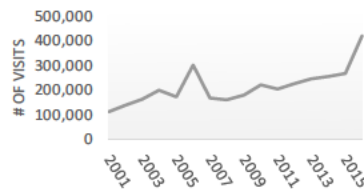
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Figure 2. Recreation Visits to BLM Monticello Field Office, 2001-2016



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 - **Oil and gas.**
 - USGS assessments indicate a high level of potential for oil and gas within the monument boundaries, however there are currently no producing oil and gas wells within the Monument.⁹ The upper northeast panhandle of BENM lies within the boundaries of the Moab Master Leasing Plan and portions of the southeastern and southcentral areas of the monument were included in a proposed San Juan Master Leasing Plan. Approximately 63,600 acres within the proposed San Juan Master Leasing Plan area have been nominated for leasing since 2014. All of these lease nominations were deferred due to existing land use plan decisions and potential adverse impacts on cultural resources.
 - There are currently 25 existing federal oil and gas leases that are partially or wholly contained within the monument boundaries, with lease authorizations spanning the period from 1972 to 2012. Valid existing rights are protected under the proclamation, so development on these existing leases could potentially occur if development is found to be economic. Currently, there are no authorized or pending applications for permit to drill (APDs) associated with these leases. No oil and gas wells have been drilled on existing leases since 1993 and all wells within monument boundaries have been plugged. Of the 250 wells that have

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⁹ The Monument area is within a USGS Energy Assessment Unit (AU) and has historic uranium mining activity (the Monument is within 2 conv. AUs and 1 cont. AU, Paradox Basin Province (315 MMBO, 999 BCF, 18 MMBNGL) <https://pubs.usgs.gov/fs/2012/3031/>.

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been drilled since 1920, only three wells have produced economical quantities of oil and gas. The last producing well was drilled in 1984 and ceased production in 1992.

- **Non-fuel minerals.**

- **Sand and gravel.** There is one commercial minerals materials mining site within monument boundaries that produces sand and gravel. The permit for this site was renewed in March, 2016 for a 10-year period. Production is limited to a maximum of 200,000 cubic yards over the life of the 10-year permit, and designation of the monument does not affect the limits on production.¹⁰
- **Potash.** While USGS surveys have assessed potential for potash in the northeastern panhandle of BENM (an area within the boundaries of the Moab Master Leasing Plan prior to designation), no sites in this area were identified as Potash Leasing Areas in the most recent Moab Master Leasing Plan (2016). BLM has denied all potash prospecting permit applications received from 2008 to 2015, primarily because they were inconsistent with protection of multiple resource values use (such as natural or cultural use) in the area.¹¹
- **Uranium.** While there are no active mining operations on USFS-managed land, there are 78 active unpatented mining claims for uranium. There are no mining claims for uranium on BLM-managed land. The uranium ore in the Manti-La Sal National Forest is low grade, affecting the ability of the local industry to compete economically on the world market.¹² Uranium prices are volatile and, though currently higher than historical prices, have been trending downward since peaking in 2008.¹³

- **Timber.** Timber harvest activities such as non-commercial Christmas tree cutting and collection of wood for posts and firewood are allowed by permit on both BLM and USFS-managed land. For BLM-managed lands, no information is available on the level of magnitude of these activities strictly within monument boundaries, however within the boundaries of the Monticello Field Office the total estimated value of harvested firewood, wooded posts, and Christmas trees was about \$12,000 in FY 2016. In addition to selling permits for Christmas trees, firewood, and wood for posts, there were about 736,000 cubic feet of forest products produced within the USFS-managed land within the monument boundaries between 2012 and 2015. The monument proclamation allows for the continuation of all pre-designation timber activities.

¹⁰ Supply and demand conditions determine how much is produced annually within the overall limit on overall production. BLM receives a royalty of \$1.08 per cubic yard (\$0.66 per ton) of mineral production. The national average price for sand and gravel used in construction was \$8.80/metric ton (https://minerals.usgs.gov/minerals/pubs/commodity/sand_&_gravel/construction/mcs-2017-sandc.pdf).

¹¹ Potash production depends largely on market forces. U.S. consumption of potash was down in 2016 owing to a drop in agricultural use in the first half of the year and lower industrial usage, primarily in oil well-drilling mud additives. The world potash market in 2016 was marked by weak demand in the first half of the year, mainly in China and India, the largest consumers of potash. This excess supply resulted in lower prices, and reduced production. The average price of potash in 2016 was \$360 per ton.

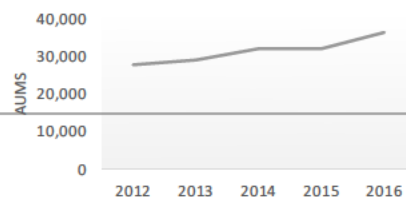
¹² Manti-La Sal National Forest Land and Resource Management Plan, 1986.

¹³ <https://www.eia.gov/uranium/marketing/>.

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- Forage.** Grazing is permitted on both BLM and USFS-managed lands within the Monument boundaries; no grazing permits ~~have been cancelled due to~~ designation of the monument. The allotments that are wholly or partially contained within the boundaries of BENM include 50,469 permitted Animal Unit Month (AUMs)¹⁴ on BLM-managed land and 11,078 AUMs permitted on USFS-managed land. The monument proclamation allows for grazing activities, including maintenance of stock watering facilities, consistent with the care and management of monument objects. Figure 3 shows the number of AUMs billed by BLM annually over 2012-2016. In 2016, there were about 36,400 billed AUMs on BLM-managed land; on average, billed AUMs represent about 60% of permitted AUMs. Information on billed AUMs on USFS-managed land is not currently available.

Figure 3. BLM AUMs Billed, 2012-2016 (BLM)



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- Cultural and historic resources.** Indigenous communities may utilize natural resources to an extent and in ways that are different from the general population, and the role that natural resources play in the culture of these indigenous communities may differ from that of the general population. Culturally important sites and unique natural resources, by definition, have limited substitutes. Recognizing this is a critical consideration in land management because it may affect consideration of tradeoffs.

According to the Utah State Historic Preservation Office, as of Feb. 6, 2017, there are 8,480 recorded archaeological sites and four archaeological districts within BENM. The following archaeological districts are either completely within or partially within BENM: Butler Wash, Grand Gulch, Natural Bridges, and the Salt Creek Archaeological District. More than 70 percent of these sites are prehistoric (pre-dating the 1800s). These prehistoric sites include pottery and stone tool (lithic) scatters, the remains of cooking features (hearths), storage features such as adobe granaries and subsurface stone lined granaries, prehistoric roads, petroglyphs, pictographs and cliff dwellings. The remaining sites are historic and include debris scatters, roads, fences, and uranium and vanadium mines from World War II and the Cold War. The total percentage of the BLM-managed portion of BENM that has been surveyed for cultural resources is 9.2 percent.

In addition the USFS-managed portion of BENM includes 2,725 known cultural sites and features an area containing over 2,027 Puebloan sites, most of which are *Pueblo I*. The *Pueblo I* culture is limited to only a few locations and the USFS-managed portion of BENM contains the only high elevation communities of this era. These sites include hunting camps and blinds, ceremonial sites, granaries, stone quarries, villages and residences, agricultural systems, kilns, rock art, and shrines, as well as protohistoric sweat lodges and hogans. Only 15 to 20 percent of the USFS-

¹⁴ BLM measures an AUM as the amount of forage needed to sustain one cow and her calf, one domestic horse, or 5 sheep or goats for one month. <https://www.blm.gov/programs/natural-resources/rangelands-and-grazing/livestock-grazing/fees-and-distribution>.

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managed portion of BENM has been surveyed for cultural resources. Activities currently undertaken by tribal members include hunting, fishing, gathering, wood cutting, and the collection of medicinal and ceremonial plants, edible herbs, and materials for crafting items like baskets and footwear.

Multiple Use, Tradeoffs among Permitted Activities, and Types of Economic Information

Decision-making often involves multiple objectives and the need to make tradeoffs among those objectives. Table 3 provides a summary of activities and economic values and information on the timing and drivers of future activity levels. Market supply and demand conditions drive energy and minerals activity; societal preferences and household disposal income affect recreation activity levels; and market prices and range conditions affect the demand for forage. Culturally important sites and unique natural resources, by definition, have limited substitutes and are difficult to value.

Planning for permitted uses on National Monuments will involve trade-offs among different activities on the land area being managed so as to allow permitted activities that do not impair monument objects. In some cases, certain areas of the Monument may be appropriate for more than one use, and the trade-offs must be considered and management decisions may be made that prioritize certain uses over others. In other cases, land areas may be more appropriate for a particular use and activities could be restricted to certain areas of the Monument. Factors that could inform these tradeoffs include demand for the good or activity, prices, and societal preferences. Other considerations might include the timeframe of the activity - how long the benefits and costs of a given activity would be expected to extend into the future.

In considering the trade-offs, it is not just the level and net economic value associated with an activity that occurs in a given year that is relevant to decision making. Virtually all activities within the Monument occur over time and it is the stream of costs and benefits over a given period of time associated with each activity that is relevant. For example, recreation activities could continue indefinitely assuming the resources required for recreation remain intact and of sufficient quality for the activity. Grazing could also continue indefinitely as long as the forage resource is sustainably managed and remains consistent with protection of monument objects. The stream of costs and benefits for some other non-renewable resources would be finite, however. For example, oil, gas, coal and minerals are all non-renewable resources and would only be extracted as long as the resource is economically feasible to produce.

In the 2008 update to the Resource Management Plan for the Monticello Field Office, 60% of which is now BENM, an alternative emphasizing commodity development was considered but not selected due to its adverse impacts on wildlife and recreation opportunities, which includes visits for cultural purposes. This alternative was determined to be insufficient to protect all the important and sensitive resources within the planning area. Likewise, an alternative emphasizing protection of the area's natural and biological values was not selected in part due to the restrictions it placed on recreation permits and opportunities, which would have resulted in negative economic impacts on local businesses.

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Table 3. Summary of Activities and Economic Values, FY 2016

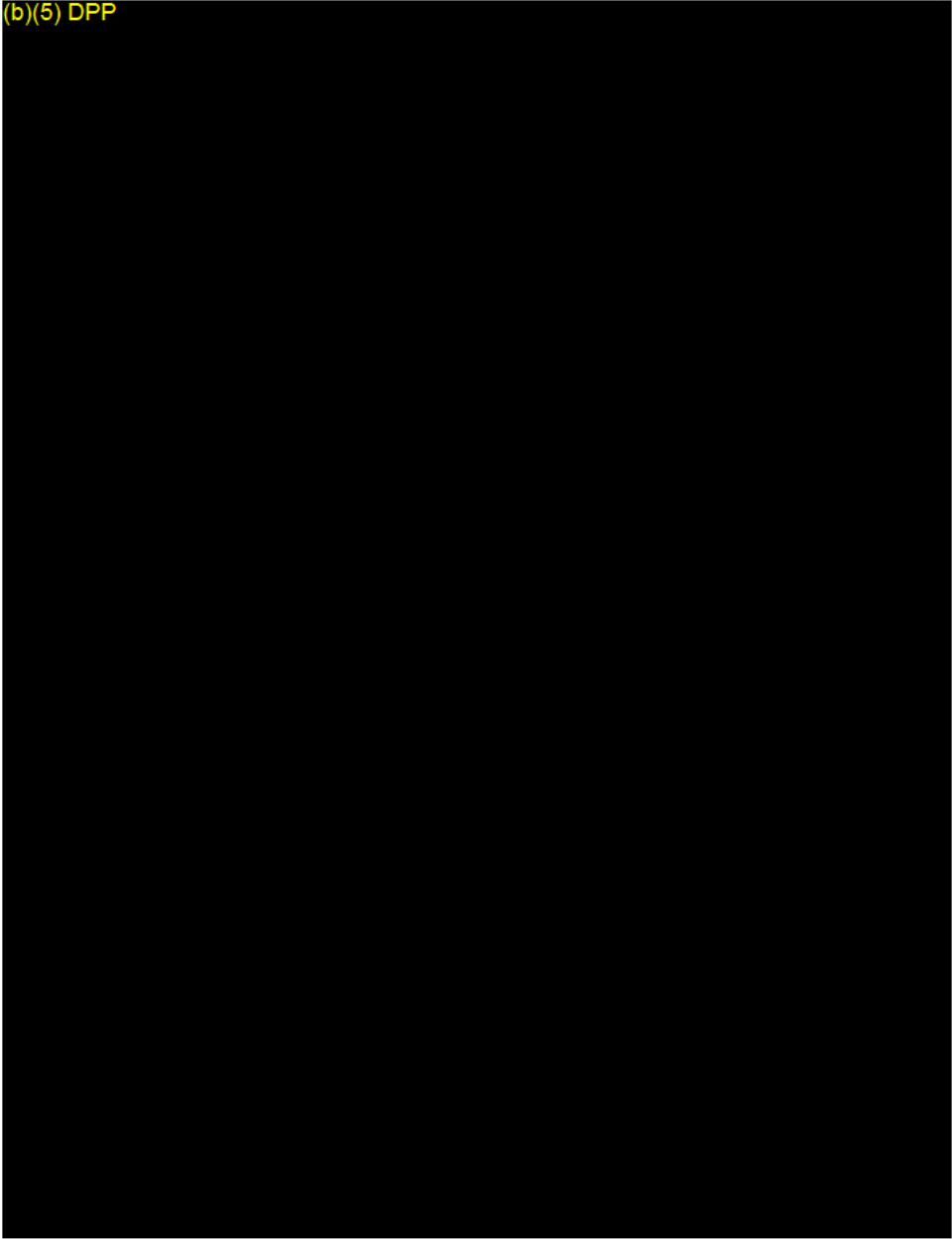
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Activities	Level of annual activity	Unit Value	Timing	Drivers of the current and future levels of activity
Recreation ^a	530,892 visitor days (FY 2016)	\$54.19/visitor day	Visitation could continue indefinitely if landscape resources remain intact and of sufficient quality.	Societal preferences for outdoor recreation; disposable income; changing individual preferences for work and leisure time
Oil, gas, coal production	Little or none to date, see "Oil and gas" section for more information	FY 2016 average prices: crude oil (WTI): \$41.34/bbl natural gas: \$2.29/mcf coal (subbituminous): \$12.08/ton	Development of energy and non energy minerals is subject to market forces (worldwide supply and demand, prices). Mineral extraction is non renewable and occurs only as long as the resource is economically feasible to produce.	Market prices of energy commodities affect both supply and demand.
Non energy Minerals	34,813 tons ^b of sand and gravel (average of 2011-2015 production)	National average price for sand and gravel (2016): \$7.72/ton		Market prices of non energy commodities affect both supply and demand. Mineral production is limited to 200,000 cubic yards over a 10 year period per the existing resource management plan.
Grazing	36,402 AUMs (2016)	2016 grazing fee: \$2.11/AUM	Grazing could continue indefinitely if forage resources are managed sustainably.	Market prices for cattle and sheep and resource protection needs and range conditions (due to drought, fire, etc.) can affect AUMs permitted and billed.
Cultural resources	Indigenous communities often use natural resources to an extent and in ways that are different from the general population, and the role that natural resources play in the culture of these indigenous communities may differ from that of the general population. Culturally important sites and unique natural resources, by definition, have limited substitutes. Recognizing this is a critical consideration in land management because it may affect consideration of tradeoffs. BENM contains substantial cultural resources that have not been fully surveyed. Tribes use the sacred sites within BENM for hunting; fishing; gathering; wood cutting; and for collection of medicinal and ceremonial plants, edible herbs, and materials for crafting items like baskets and footwear.			
Benefits of nature	Services provided by nature underpin all sectors of a local economy. As many of these services are not sold in markets, we have limited information on their prices or values. Specific benefits related to BENM include protection of crucial habitats for deer, elk, desert bighorn sheep, pronghorn, and endemic plant species that inhabit rare habitat types such as hanging gardens.			

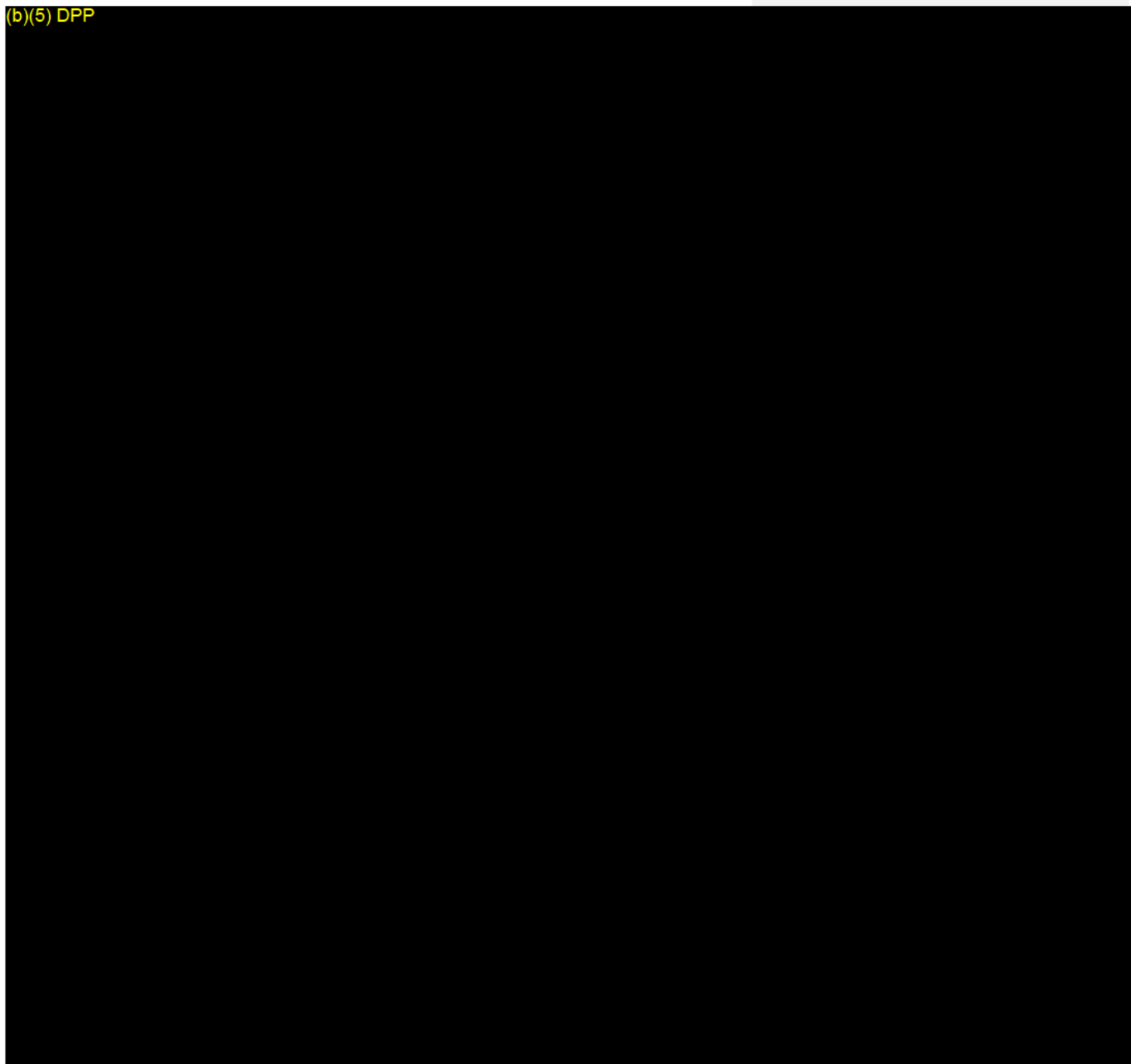
^a Recreation unit value is a survey-based value for general recreation for the Intermountain region.^b Reported average production of 21,396 cubic yards converted to tons using a conversion factor of 1.63 cu yds/ton.

Draft Interim report on Monument Review Process

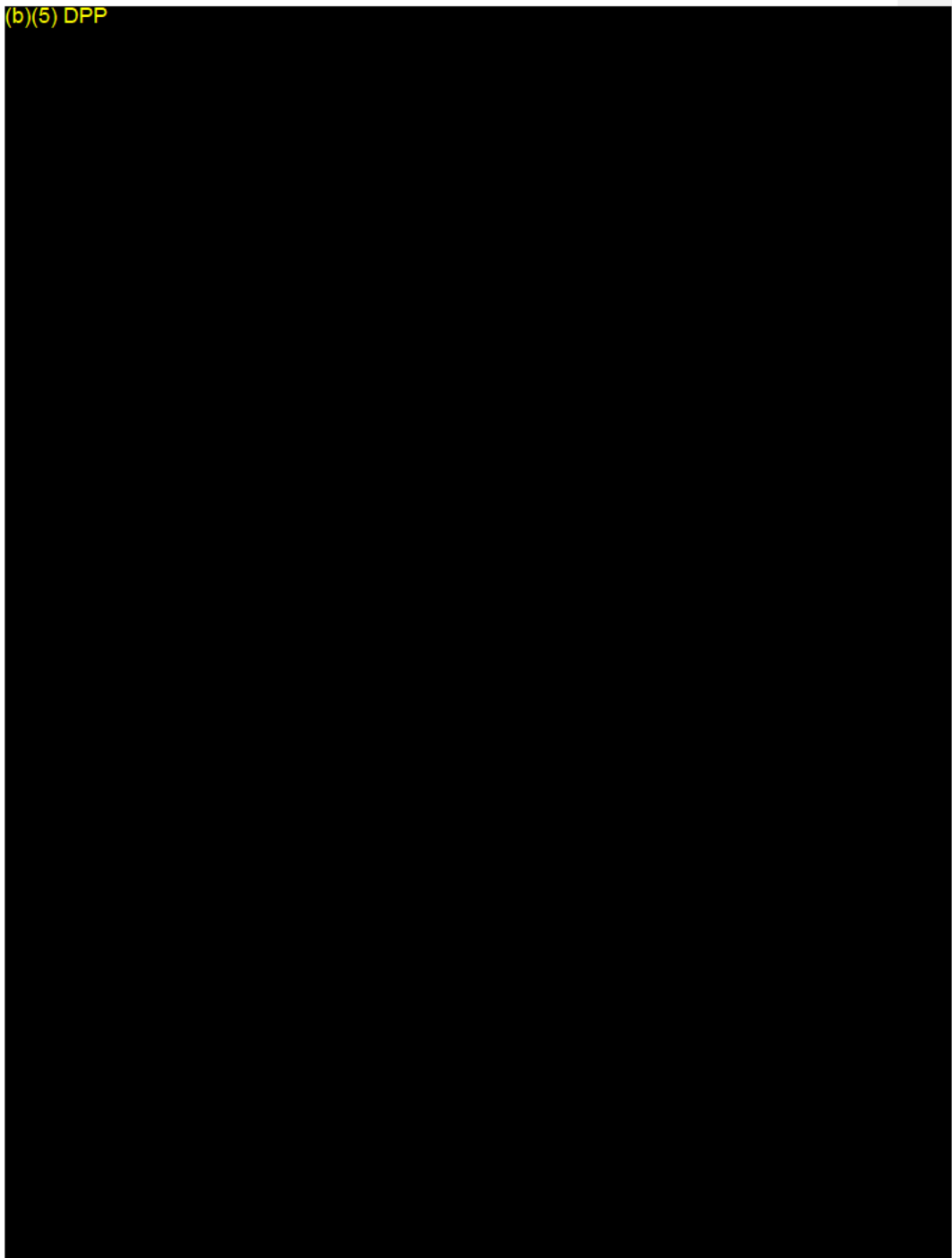
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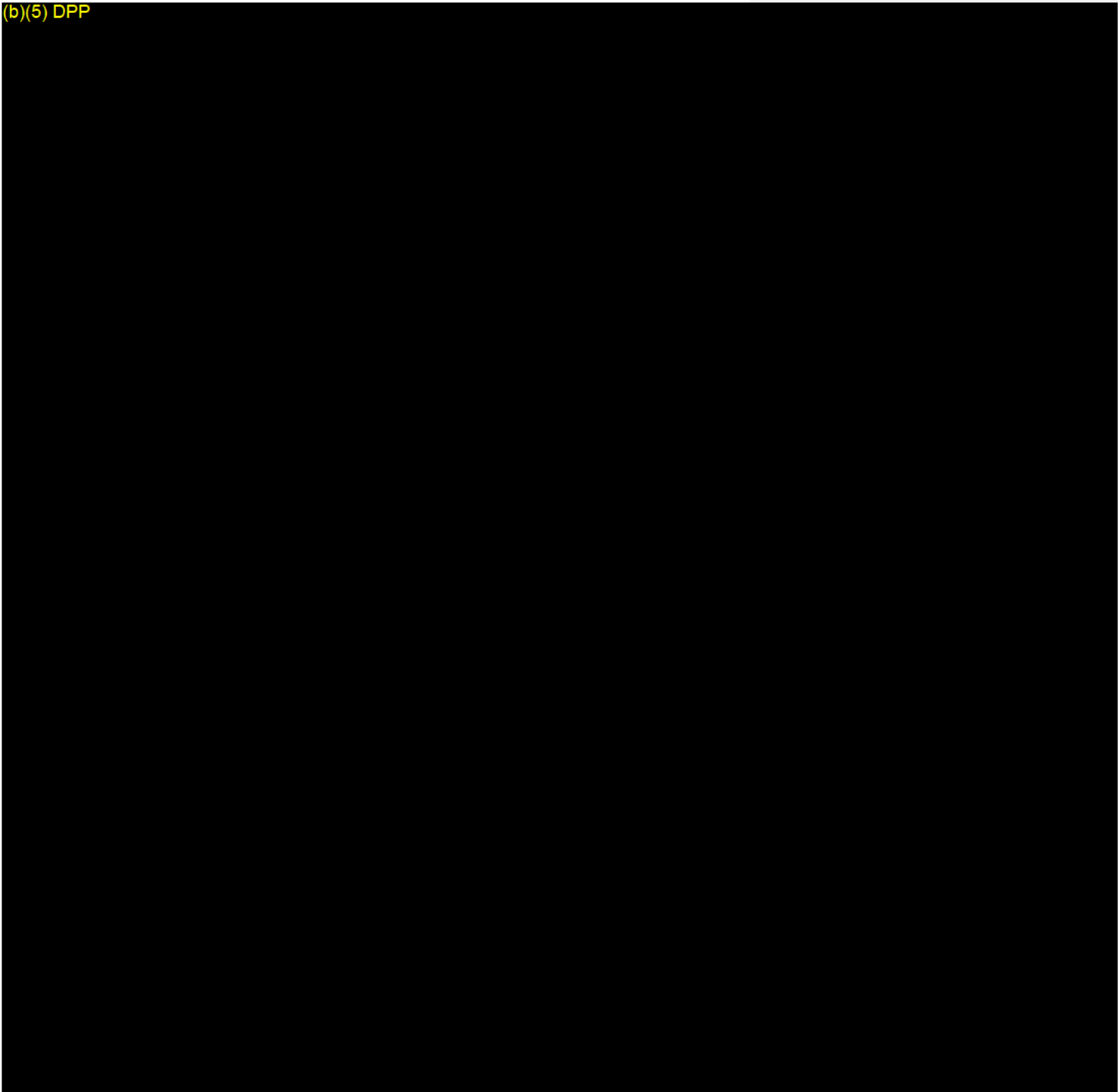
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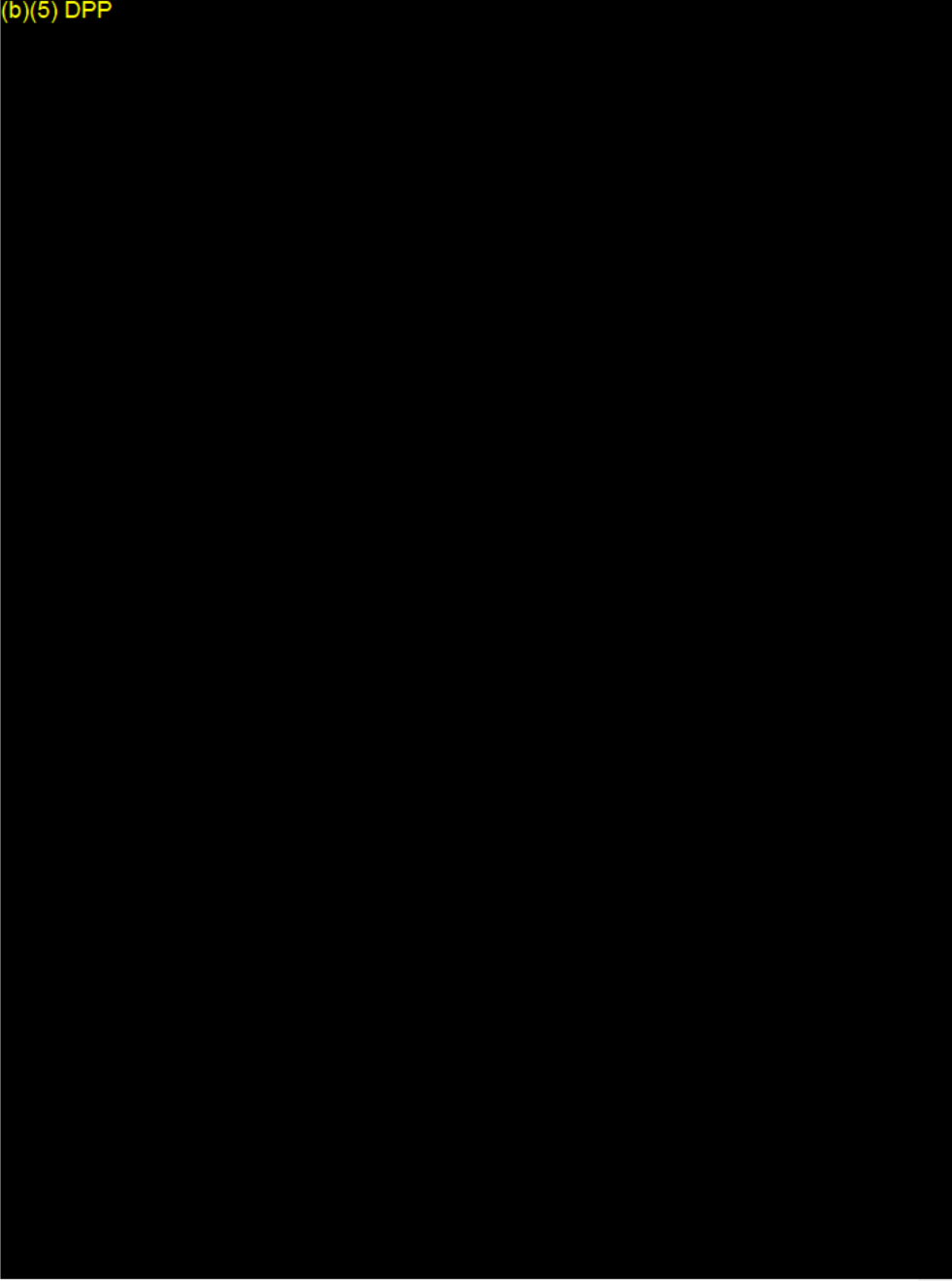
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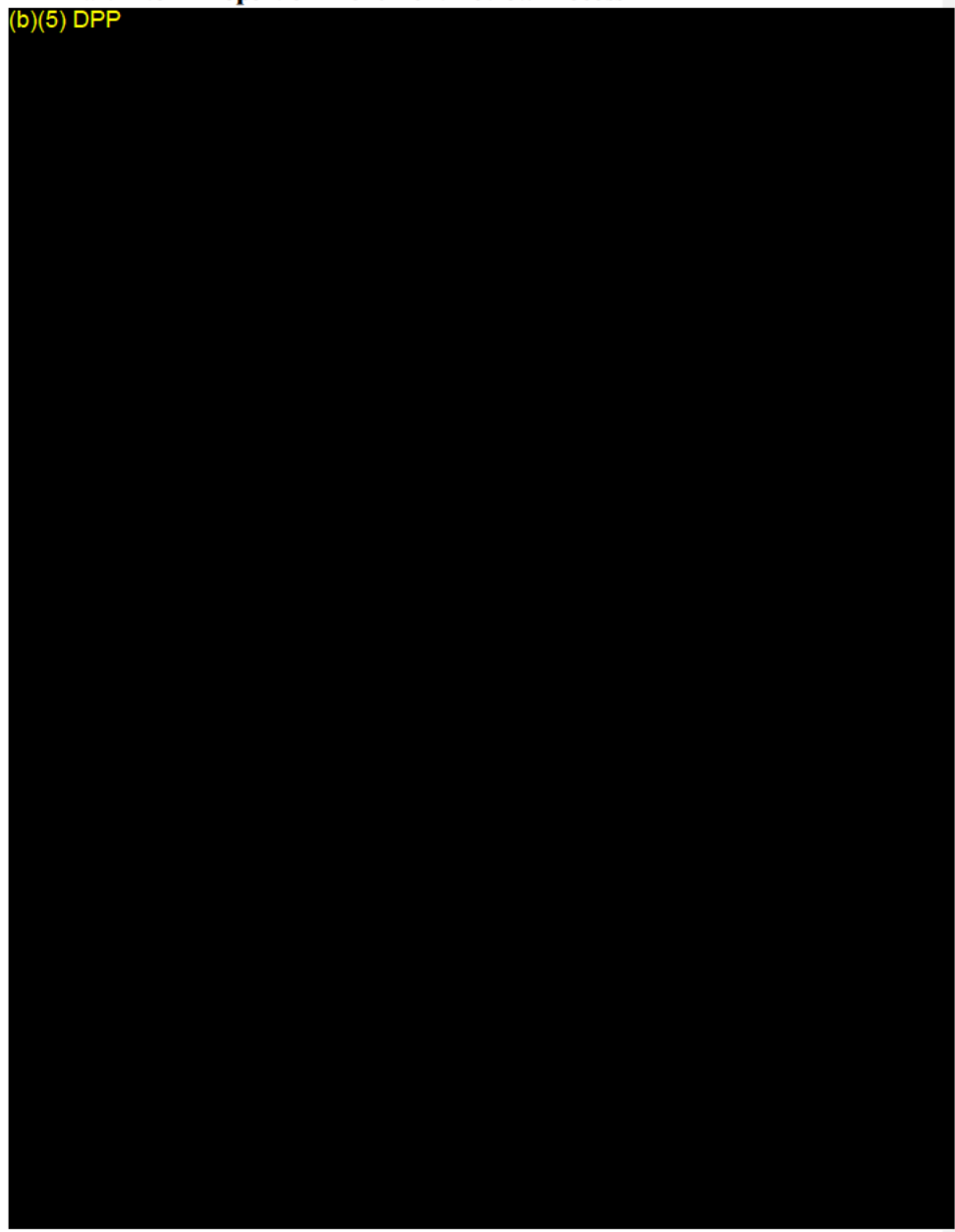
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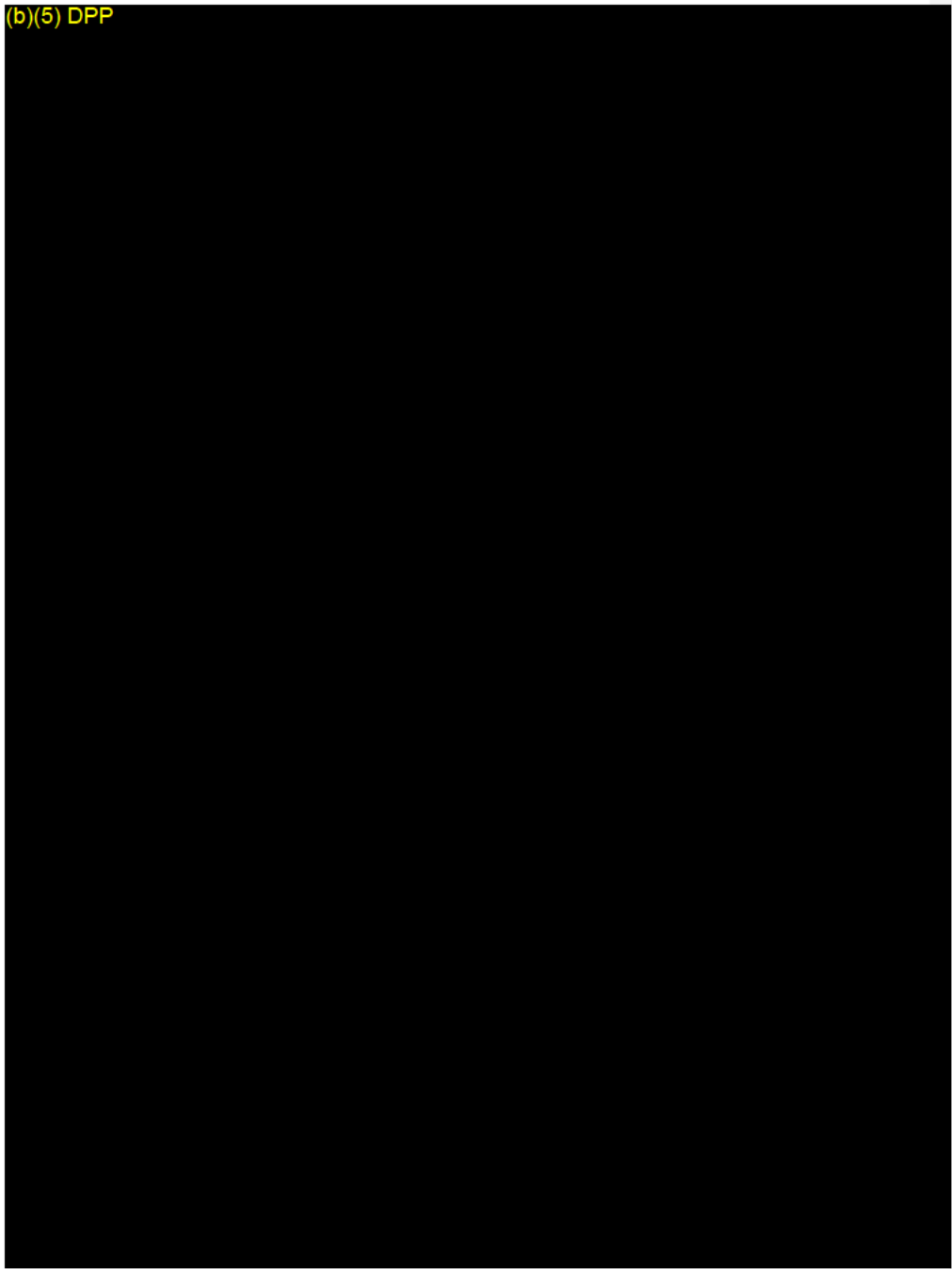


Draft Interim report on Monument Review Process

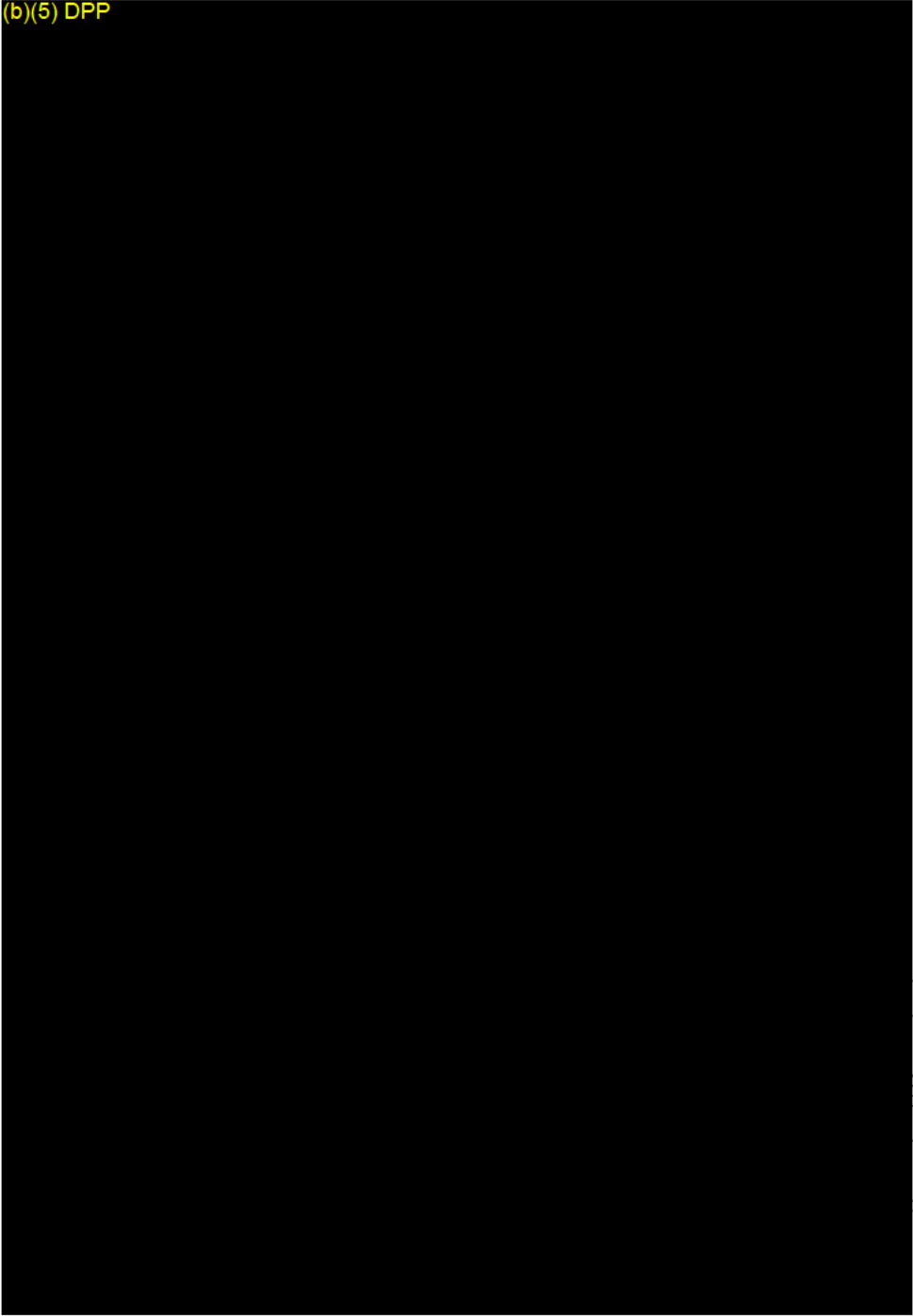
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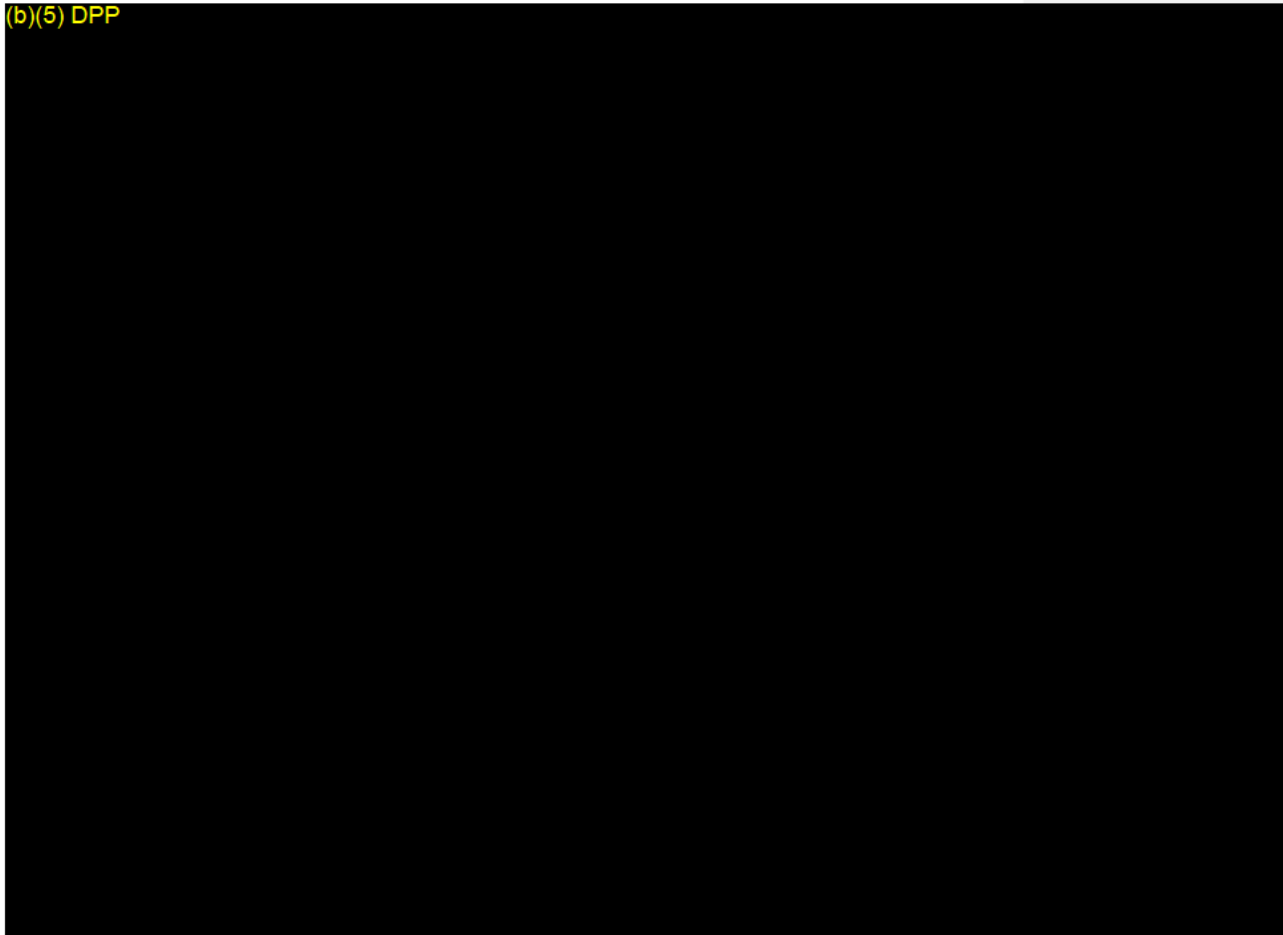
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BEARS EARS



June 7, 2017

The Honorable Ryan Zinke
U.S. Department of the Interior
1849 C Street, N.W.
Washington, D.C. 20240

Dear Secretary Zinke:

The Bears Ears Commission, made up of the Hopi Nation, Navajo Nation, Ute Mountain Ute Tribe, Ute Indian Tribe of the Uintah Ouray, and Pueblo of Zuni, appreciates your efforts to continue discussions with the Commission and its tribes who hold sacred the lands and resources of the Bears Ears National Monument. As you know, on May 25, 2017, representatives of the Tribes who make up the Commission met with Acting Deputy Secretary James Cason to let him know that the President does not have the authority to modify or revoke any national monument, and in particular Bears Ears. These representatives also provided an overview of the substantial data and information supporting the size and scope of the Bears Ears National Monument, including voluminous information about cultural, anthropological, paleontological, biological, and geological sites and resources. As we explained, the area within the Monument is a vital part of the traditions of our people, and our Tribes use sites within the Monuments for ceremonies and traditional activities, such as hunting and herb gathering. We reiterate here that there is no statute authorizing any review of monuments, nor statutory authority for any public comment period, and certainly no authority—statutory or otherwise—to diminish or revoke any monument. Therefore, although we have no choice but to respond, the public process created by this order is unauthorized and void.

If you decide to move forward with the review process, the Presidential Proclamation establishing the Bears Ears National Monument provides the Commission with an essential role in the management of the Monument. The Proclamation requires that the Departments of Interior and Agriculture “meaningfully engage” the Commission in management of the monument. Under this existing law, the Commission must be involved in proposals that you put forward in your June 10th Interim Report.

While our tribes have always managed the lands and resources within what is now the Bears Ears National Monument, we began our work as the Commission in early 2017. As you can see in the enclosed materials, each of the five named tribes appointed a representative to the Commission and we quickly passed bylaws for the operation of the Commission. We have already met a number of times, began to develop management priorities and began to discuss management with your Regional and Field Offices.

Page 2 of 2

We look forward to discussing this further with you. Please contact my attorney, Matthew Campbell, at 303-447-8760 or mcampbell@narf.org to schedule further management discussions.

Sincerely,

A handwritten signature in dark ink, appearing to read "Carleton Bowekaty". The signature is fluid and cursive, with the first name "Carleton" written in a larger, more prominent script than the last name "Bowekaty".

Carleton Bowekaty, Chairman
Bears Ears Commission

Enclosures

cc w/enclosures:

The Honorable Sonny Perdue, Secretary
U.S. Department of Agriculture

Bears Ears Tribal Commission Bylaws

Preamble

In the proclamation of December 28, 2016 establishing the Bears Ears National Monument, President Barack Obama established this Commission in recognition of the leadership of the Hopi Tribe, Navajo Nation, Ute Indian Tribe, Ute Mountain Ute Tribe, and the Pueblo of Zuni (the Tribes) in bringing the Monument proposal forward. The purpose of establishing the Commission is to allow for collaborative management between the Commission and the Federal agencies, “to ensure that management decisions affecting the monument reflect tribal expertise and traditional and historical knowledge;” and “to provide guidance and recommendations on the development and implementation of management plans and on management of the monument.” The proclamation provides for the Commission to have broad discretion in carrying out its initiatives: “The Commission may adopt such procedures as it deems necessary to govern its activities, so that it may effectively partner with the Federal agencies by making continuing contributions to inform decisions regarding the management of the monument.”

Mission

We have been called to protect and enhance this sacred cultural landscape that is the Bears Ears National Monument, homeland to each of our Tribes. It has been, is, and will always remain a place to heal, to pray, to sing and dance, to gather herbs and medicines, to hold gatherings, and to pay high honor to our ancestors and descendants. We pledge to preserve and improve the land conditions of the Monument and to provide robust protection of, and access to, the innumerable cultural resources of the area. To achieve these objectives, we are committed to working collaboratively with the federal agencies.

This will enrich the practice of land management by demonstrating how using our traditional knowledge combined with Western science and notions of land management can lead to a deeper and more profound understanding of the relationship between human beings and the natural world.

We irrevocably commit ourselves, our successors, and our honor to improving conditions day by day, month by month, year by year, forevermore.

Article 1 – Name

The name of this organization shall be the Bears Ears Tribal Commission (the Commission).

Article 2 – Membership

Section A. Member Tribes. The Commission is made up of the following five Tribes: the Hopi Tribe, Navajo Nation, Ute Indian Tribe, Ute Mountain Ute Tribe, and Pueblo of Zuni.

Section B. Additional Member Tribes. Tribes may join the Commission with approval of three of the five member Tribes. If the number of Commission Tribes grows, approval of additional Tribes shall require a majority plus one vote of the existing member Tribes.

Article 3 – Leadership

Section A. Commissioners. Each Tribe shall have the right to appoint one voting Commissioner. Each Commissioner shall be either a legislative officeholder elected by popular tribal vote or a person elected by the tribal government. The terms and the tenure for commissioners will be decided by the individual tribes.

Section B. Board of Commissioners (Board). The Board shall be comprised of the Commissioners. The Board shall be the governing body of the Commission and shall manage, control, and direct the affairs, policies, and property of the Commission. The Board may create committees and subcommittees as appropriate.

Section C. Co-Chairpersons. The Board shall have two Co-Chairpersons elected by the Commissioners at the first meeting of each calendar year. The Co-Chairpersons shall be responsible for calling and overseeing meetings, conducting relationships with federal agencies concerning collaborative management, working with advisors, guiding the Commission, organizing media outreach, and conducting other appropriate duties.

Section D. Commission Treasurer. The Commission shall elect a Treasurer at the first meeting of each calendar year. Unless and until delegated to staff, the Treasurer shall handle the Commission's finances and conduct other appropriate duties.

Section E. Commission Secretary. The Commission shall elect the Secretary at the first meeting of each calendar year. Unless and until delegated to staff, the Secretary shall take notes at meetings, distribute notes if necessary, make arrangements for keeping of records, and conduct other appropriate duties.

Section F. Support Staff and Advisors to the Commission. The Commission may retain, on a paid or volunteer basis, staff, subject matter experts, attorneys, and other personnel, as appropriate. Indian preference and shall be applied where appropriate.

Article 4 – Meetings

Section A. Scheduling of Meetings. Dates and locations of meetings of the Board will be held at the call of the Co-Chairpersons.

Section B. Quorum. All scheduled meetings of the Board will require a quorum of three Commissioners. While personal attendance is preferred, commissioners may participate by conference call.

Section C. Decision Making. Decisions of the Board Commission will be made at scheduled meetings except that, upon agreement of the presiding Co-chairperson, votes may be taken by electronic communication. Decisions will be made, when possible, by consensus. If consensus cannot be reached, then a majority vote of Commissioners constituting the quorum of Commission Tribes will determine Commission decisions.

Section D. Procedure. When possible, meetings of the Board will be conducted informally and by consensus. When the presiding Co-chairperson determines it to be appropriate, Robert's Rules of Order may be employed.

Article 5 – Financial documents

Section A. Contracts and other Writings. Except as otherwise provided by Commission policy, all contracts, deeds, leases, mortgages, grants, and other agreements of the Commission shall be executed by the Treasurer or other person to whom the Board has delegated authority to execute such documents in accordance with policies approved by the Board.

Section B. Checks and drafts. All checks, drafts, or other orders for the payment of money, shall be signed by any two agents of the Commission as determined from time to time by Board resolution.

Section C. Deposits. All funds of the Commission not otherwise employed shall be deposited from time to time to the credit of the Commission in such banks, trust companies or other depository as selected by the Board.

Article 6 – Amendments

Amendments to the Bylaws may be adopted by approval of two-thirds of the members of the Board.

Article 7 – Effective date of bylaws

The bylaws shall be in full force and effect when ratified by all member Tribes.

Date: 5/19/2017

Agreed:



Co-Commissioner



Co-Commissioner



Bears Ears National Monument

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Bears Ears National
Monument

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Introduction

The purpose of this paper is to provide information on the economic values and economic contributions of the activities and resources associated with Bears Ears National Monument (BENM) as well as to provide a brief economic profile of San Juan County.

Background

The Bears Ears National Monument encompasses 1.4 million acres in San Juan County, UT and was established in 2016 for the purposes of protecting lands that contained cultural, prehistoric, historic, and scientific resources, including objects of archaeological significance, as well as providing access to outdoor recreation activities that serve a growing travel and tourism industry in the area. Prior to establishment of the monument, all lands within the monument boundaries were Federal lands managed by BLM (Monticello Field Office) and the USFS (Manti-La Sal National Forest), with the exception of over 100,000 acres of land owned by the State of Utah and managed by the Utah School and Institutional Trust Lands Administration (SITLA).¹ Economic activities occurring on SITLA land in the area are similar to those on adjacent Federal land, including visitation to prominent cultural resource sites and livestock grazing.² Of the federal acreage, 57% BLM lands within the monument were managed with some level of a protective designation either under the existing land use plan as Areas of Critical Environmental Concern, natural areas, and Special Recreation Management Areas; or as designated Wilderness Study Areas.³

Proposals to protect land in the Bears Ears area date back over 80 years. More recently, in 2015, the “Inter-Tribal Coalition for Bears Ears” proposed establishing a 1.9 million acre national monument.³ Utah Congressmen Rob Bishop and Jason Chaffetz proposed establishing two National Conservation Areas (NCAs) – Bears Ears and Indian Creek -- totaling 1.3 million acres as part of their Public Lands Initiative (PLI).⁴

¹ SITLA serves as fiduciary of Utah’s 3.4 million acres of trust lands, parcels of land held in trust to support 12 state institutions, primarily the K-12 public education system. SITLA is constitutionally mandated to generate revenue from trust lands to build and grow permanent endowments for these institutions, which were designated by Congress in 1894. Utah’s public school system is the largest beneficiary, holding 96% of all Utah trust lands.

² Different rules apply to grazing on SITLA land versus Federal land, such as allowing SITLA to post expiring permits on the agency’s website, establish 15 years as the maximum length for grazing permits, and set a fee of \$10/AUM when permits are assigned. The Federal grazing fee in 2017 is \$2.11/AUM.

³ The Inter-Tribal coalition consists of representatives from the Hopi Tribe, Navajo Nation, Uintah and Ouray Ute Tribe, Ute Mountain Ute Tribe, and Zuni Tribe.

⁴ National Conservation Areas are designated by Congress. In contrast to the Inter-Tribal Coalition’s proposal, the PLI did not specify that all areas were to be withdrawn from future mineral development, places a restriction on decreasing grazing permits in one of the proposed NCAs, and places restrictions on Federal negotiations with the State of Utah for land exchanges for State-owned land within the proposed boundaries. In addition, the PLI also included greater local government and community involvement in the development and administration of the management plan through a committee that included Federal, State, local government, tribal, and community interest representatives.

Bears Ears National Monument

Location: San Juan County, UT

Managing agencies: BLM, USFS

Adjacent cities/counties/reservations:

- Counties: San Juan County, UT
- Reservations: Navajo Nation
- Cities: Bluff, UT; Blanding, UT; Monticello, UT; Navajo Nation Reservation

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A management plan for the Monument has not yet been drafted. Development of a management plan would typically take several years and require extensive public involvement.⁵ The Presidential proclamation established the Bears Ears Commission, which consists of one elected official each from five different tribes (Hopi Tribe, Navajo Nation, Ute Mountain Ute Tribe, Ute Indian Tribe of the Uintah Ouray, and Zuni Tribe). The Commission will works with the Federal government to provide guidance and recommendations on the development and implementation of management plans. The Proclamation also directed the Secretary to explore entering into a Memorandum of Understanding (MOU) with the State of Utah for the exchange of approximately 109,000 acres of state inholdings within BENM for BLM lands outside the monument. Further, the Secretary was ordered to report to the President by Jan. 19, 2017, regarding the potential for the exchange. In response, the BLM drafted an MOU for review by the Utah State Institutional Trust Lands Administration (SITLA).

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Public outreach prior to designation

Table 1. San Juan County and state of Utah
Economic Snapshot

A public meeting was held in Bluff, UT in July

2016. Over 1,500 individuals attended, including representatives from DOI, USDA, tribes, members of the Utah congressional delegation, and Utah state legislature. In addition, almost 600 written comments were submitted, the majority of which were in favor of the monument designation.⁷

Measure	San Juan County, UT	Utah
Population, 2016 ^a	15,152	2,903,379
Native American % of population ^a	47.0%	1.7%
Unemployment rate, March 2017 ^b	7.0%	3.1%
Median Household Income, 2015 ^a	\$41,484	\$60,727
Native American Median Household Income, 2015 ^a	\$24,132	\$36,428

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^a U.S. Census Bureau, 2011-2015 American Community
Survey

^b <http://www.jobs.utah.gov/wi/pubs/une/season.html>

⁵ Land management plans are developed in compliance with Federal Land Policy and Management Act (FLPMA) and NEPA regulations.

⁷ Fast Facts and Q&A about the Bears Ears National Monument Designation, BLM.

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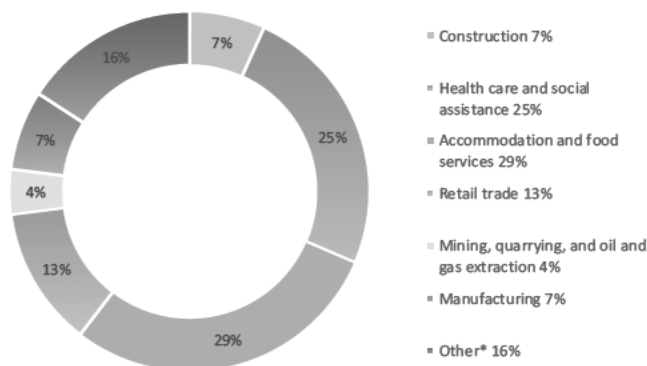
Local Economy and Economic Impacts

San Juan County in southeastern Utah is home to roughly 5% of the State's population. In recent years, it has experienced higher levels of unemployment and lower levels of median household income in comparison to the State. The population of the county has increased substantially over the past 20 years. Nearly half of the population of the county is Native American. The median household income of Native Americans in San Juan County is over 40% lower than that of the county (see Table 1).

The San Juan County economy is dependent upon recreation-based businesses and the accommodation and food services industry is the largest by employment in the county (see Figure 1). According to the USDA Economic Research Service's county-level typology codes, San Juan County is classified as:

- Mining dependent (a county is classified as mining dependent if mining accounted for 13% or more of the county's earnings or 8% of the employment averaged over 2010-12);
- low employment (less than 65% of residents age 25-64 were employed in 2008-12);
- persistent poverty (a county was classified as persistent poverty if 20 percent or more of its residents were poor as measured by the 1980, 1990, and 2000 decennial censuses and the American Community Survey 5-year estimates for 2007-11);
- and persistent related child poverty (a county was classified as persistent related child poverty if 20 percent or more of related children under 18 years old were poor as measured by the 1980, 1990, and 2000 decennial censuses and the American Community Survey 5-year estimates for 2007-11).⁸

Figure 1. Percent of employment by use sector in San Juan County, 2015



⁸ <https://www.ers.usda.gov/data-products/county-typology-codes/documentation/>.

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*Other includes agriculture/forestry; utilities; wholesale trade; finance and insurance; real estate; professional, scientific and technical services; admin and support services; waste management; educational services; arts and entertainment; and transportation and warehousing. Each of these represents less than 4% of total employment.

Information is provided below on two different types of economic information: “economic contributions,” and “economic values.” Both types of information are informative in decision making.

Economic contributions track expenditures as they cycle through the local and regional economy, supporting employment and economic output (see Table 2).

It is estimated that recreation activities in the BENM area supported about 460 jobs and provided about \$23 million in value added in FY 2016.

Economic values, in contrast to economic contributions, represent the net value, above and beyond any expenditures, that individuals place on goods and services. To the extent information is available some of these values are presented in Table 3. Economic values are particularly relevant in situations where market prices may not be fully reflective of the values individuals place on some goods and services.

Recreation activities in the BENM area supported about 460 jobs and provided about \$23 million in value added in FY 2016.

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Value Added: A measure of economic contributions; calculated as the difference between total output (sales) and the cost of any intermediate inputs.¶

Economic Value: The estimated net value, above any expenditures, that individuals place on goods and services; these are particularly relevant in situations where market prices may not be fully reflective of the values individuals place on some goods and services.¶

Employment: The total number of jobs supported by activities.

Table 2. Estimated Economic Contributions, 2016

Activities and Resources Associated With Bears Ears National Monument

Activities occurring at Bears Ears National Monument include recreation (camping, hiking, canyoneering, mountain biking, boating, rock climbing, hunting, ATV use), viewing ancestral Puebloan cultural sites, collection of materials for tribal ceremonial purposes, scientific and archaeological research, firewood collection and other non-commercial timber production, grazing and energy/non-energy mineral production with valid existing rights. Further details on these activities are provided below.

Activities	Value added (net additions to GDP), \$ millions	Employment supported (number of jobs)
Recreation	\$22.9	463
Non-energy Minerals	\$0.24	2
Grazing	Grazing value-added is not available	161
Cultural resources	Unquantifiable; some values would be included in recreation	Unquantifiable; some values would be included in recreation

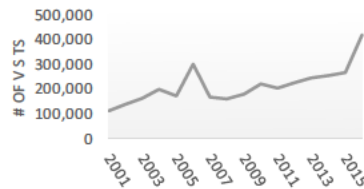
- **Recreation:** Annual recreation visitation data for 2001-2016 is available for the BLM Monticello Field Office. About 60 percent of area formerly under the jurisdiction of the Field Office represents the area included in the Monument. This area receives the vast majority of recreation use. Recreation visits increased steadily from about 111,000 in 2001 to about 419,000 in 2016 (see Figure 2). Comparatively, visitation to National Monuments and NCAs that have tracked unit-level visitation since 2005 has grown at an average rate of about 5.4% per year. Prior to designation, BLM also tracked the number of visits to the Kane Gulch ranger station that served

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the southern end of the monument. The number of visits to this ranger station in March and April of 2017 was more than 50% higher than the average visitation during the same months of the four previous years. Recreation activities provide the opportunity for economic activity to be generated from tourism for an indefinite period of time. The economic contributions occur annually, and in cases where visitation increases over time, recreation generates additional activity each year. The net economic contributions associated with recreation in 2016 are estimated to be about \$23 million in value added and 463 jobs. These contributions affect the regional and state economies.

In addition, annual recreation visits to the Manti-La Sal National Forest, part of which is now within BENM boundaries, are estimated to number around 350,000. USFS does not have information on visits to specific areas within the National Forest, so it is not possible to determine visitation to the part of the forest that is now in BENM. However, it is likely that recreation visitation to the area that is now BENM exceeds what was captured by the BLM Monticello Field Office since there was likely additional visitation to the included section of the Manti-La Sal National Forest. The estimates of economic contributions associated with recreation are based solely on the level of visitation to the BLM-managed land in 2016; these could be considered conservative estimates as they do not include the impacts of visitation to USFS-managed land.

Figure 2. Recreation Visits to BLM Monticello Field Office, 2001-2016



- **Energy:** In general, the scope, magnitude, and timing of energy and minerals activities are closely related to supply and demand conditions in world markets and the market prices of mineral commodities. To date, energy development on the Monument has been limited.
 - **Coal.** There have been no coal developments in the Monument area. Furthermore, there is very little, if any, prospectively valuable coal within the monument boundaries, based on the energy and mineral resource assessment conducted for BENM. Potential for prospectively valuable coal, as surveyed by the USGS, lies almost entirely to the east of the monument.
 - **Oil and gas.**
 - USGS assessments indicate a high level of potential for oil and gas within the monument boundaries, however there are currently no producing oil and gas wells within the Monument.⁹ The upper northeast panhandle of BENM lies within the boundaries of the Moab Master Leasing Plan and portions of the southeastern and southcentral areas of the monument were included in a proposed San Juan Master Leasing Plan. Approximately 63,600 acres within the proposed San Juan Master Leasing Plan area have been nominated for leasing

⁹ The Monument area is within a USGS Energy Assessment Unit (AU) and has historic uranium mining activity (the Monument is within 2 conv. AUs and 1 cont. AU, Paradox Basin Province (315 MMBO, 999 BCF, 18 MMBNGL) <https://pubs.usgs.gov/fs/2012/3031/>.

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since 2014. All of these lease nominations were deferred due to existing land use plan decisions and potential adverse impacts on cultural resources.

- There are currently 25 existing federal oil and gas leases that are partially or wholly contained within the monument boundaries, with lease authorizations spanning the period from 1972 to 2012. Valid existing rights are protected under the proclamation, so development on these existing leases could occur if development is found to be economic. Currently, there are no authorized or pending applications for permit to drill (APDs) associated with these leases. No oil and gas wells have been drilled on existing leases since 1993 and all wells within monument boundaries have been plugged. Of the 250 wells that have been drilled since 1920, only three wells have produced economical quantities of oil and gas. The last producing well was drilled in 1984 and ceased production in 1992.
- **Non-fuel minerals.**
 - **Sand and gravel.** There is one commercial minerals materials mining site within monument boundaries that produces sand and gravel. The permit for this site was renewed in March, 2016 for a 10-year period. Production is limited to a maximum of 200,000 cubic yards over the life of the 10-year permit, and designation of the monument does not affect the limits on production.¹⁰
 - **Potash.** While USGS surveys have assessed potential for potash in the northeastern panhandle of BENM (an area within the boundaries of the Moab Master Leasing Plan prior to designation), no sites in this area were identified as Potash Leasing Areas in the most recent Moab Master Leasing Plan (2016). BLM has denied all potash prospecting permit applications received from 2008 to 2015, primarily because they were inconsistent with protection of multiple resource values use (such as natural or cultural use) in the area.¹¹
 - **Uranium.** While there are no active mining operations on USFS-managed land, there are 78 active unpatented mining claims for uranium. There are no mining claims for uranium on BLM-managed land. The uranium ore in the Manti-La Sal National Forest is low grade, affecting the ability of the local industry to compete economically on the world market.¹² Uranium prices are volatile and, though currently higher than historical prices, have been trending downward since peaking in 2008.¹³

¹⁰ Supply and demand conditions determine how much is produced annually within the overall limit on overall production. BLM receives a royalty of \$1.08 per cubic yard (\$0.66 per ton) of mineral production. The national average price for sand and gravel used in construction was \$8.80/metric ton (https://minerals.usgs.gov/minerals/pubs/commodity/sand_&_gravel/construction/mcs-2017-sandc.pdf).

¹¹ Potash production depends largely on market forces. U.S. consumption of potash was down in 2016 owing to a drop in agricultural use in the first half of the year and lower industrial usage, primarily in oil well-drilling mud additives. The world potash market in 2016 was marked by weak demand in the first half of the year, mainly in China and India, the largest consumers of potash. This excess supply resulted in lower prices, and reduced production. The average price of potash in 2016 was \$360 per ton.

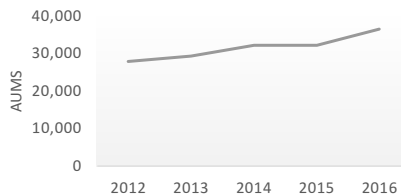
¹² Manti-La Sal National Forest Land and Resource Management Plan, 1986.

¹³ <https://www.eia.gov/uranium/marketing/>.

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- Timber.** Timber harvest activities such as non-commercial Christmas tree cutting and collection of wood for posts and firewood are allowed by permit on both BLM and USFS-managed land. For BLM-managed lands, no information is available on the level of magnitude of these activities strictly within monument boundaries, however within the boundaries of the Monticello Field Office the total estimated value of harvested firewood, wooded posts, and Christmas trees was about \$12,000 in FY 2016. In addition to selling permits for Christmas trees, firewood, and wood for posts, there were about 736,000 cubic feet of forest products produced within the USFS-managed land within the monument boundaries between 2012 and 2015. The monument proclamation allows for the continuation of all pre-designation timber activities.
- Forage.** Grazing is permitted on both BLM and USFS-managed lands within the Monument boundaries; no grazing permits were bought out upon designation of the monument. The allotments that are wholly or partially contained within the boundaries of BENM include 50,469 permitted Animal Unit Month (AUMs)¹⁴ on BLM-managed land and 11,078 AUMs permitted on USFS-managed land. The monument proclamation allows for the continuation of all pre-designation grazing activities, including maintenance of stock watering facilities. Figure 3 shows the number of AUMs billed by BLM annually over 2012-2016. In 2016, there were about 36,400 billed AUMs on BLM-managed land; on average, billed AUMs represent about 60% of permitted AUMs. Information on billed AUMs on USFS-managed land is not currently available.
- Cultural and historic resources.** Indigenous communities may utilize natural resources to an extent and in ways that are different from the general population, and the role that natural resources play in the culture of these indigenous communities may differ from that of the general population. Culturally important sites and unique natural resources, by definition, have limited substitutes. Recognizing this is a critical consideration in land management because it may affect consideration of tradeoffs.

Figure 3. BLM AUMs Billed, 2012-2016 (BLM)



According to the Utah State Historic Preservation Office, as of Feb. 6, 2017, there are 8,480 recorded archaeological sites and four archaeological districts within BENM. The following archaeological districts are either completely within or partially within BENM: Butler Wash, Grand Gulch, Natural Bridges, and the Salt Creek Archaeological District. More than 70 percent of these sites are prehistoric (pre-dating the 1800s). These prehistoric sites include pottery and stone tool (lithic) scatters, the remains of cooking features (hearths), storage features such as adobe granaries and subsurface stone lined granaries, prehistoric roads, petroglyphs, pictographs

¹⁴ BLM measures an AUM as the amount of forage needed to sustain one cow and her calf, one domestic horse, or 5 sheep or goats for one month. <https://www.blm.gov/programs/natural-resources/rangelands-and-grazing/livestock-grazing/fees-and-distribution>.

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and cliff dwellings. The remaining sites are historic and include debris scatters, roads, fences, and uranium and vanadium mines from World War II and the Cold War. The total percentage of the BLM-managed portion of BENM that has been surveyed for cultural resources is 9.2 percent.

In addition the USFS-managed portion of BENM includes 2,725 known cultural sites and features an area containing over 2,027 Puebloan sites, most of which are *Pueblo I*. The *Pueblo I* culture is limited to only a few locations and the USFS-managed portion of BENM contains the only high elevation communities of this era. These sites include hunting camps and blinds, ceremonial sites, granaries, stone quarries, villages and residences, agricultural systems, kilns, rock art, and shrines, as well as protohistoric sweat lodges and hogans. Only 15 to 20 percent of the USFS-managed portion of BENM has been surveyed for cultural resources. Activities currently undertaken by tribal members include hunting, fishing, gathering, wood cutting, and the collection of medicinal and ceremonial plants, edible herbs, and materials for crafting items like baskets and footwear.

Multiple Use, Tradeoffs among Permitted Activities, and Types of Economic Information

Decision-making often involves multiple objectives and the need to make tradeoffs among those objectives. Table 3 provides a summary of activities and economic values and information on the timing and drivers of future activity levels. Market supply and demand conditions drive energy and minerals activity; societal preferences and household disposal income affect recreation activity levels; and market prices and range conditions affect the demand for forage. Culturally important sites and unique natural resources, by definition, have limited substitutes and are difficult to value.

As with any land managed for multiple uses, planning for permitted uses on National Monuments will involve trade-offs among different activities on the land area being managed. In some cases, certain areas of the Monument may be appropriate for more than one use, and the trade-offs must be considered and management decisions may be made that prioritize certain uses over others. In other cases, land areas may be more appropriate for a particular use and activities could be restricted to certain areas of the Monument. Factors that could inform these tradeoffs include demand for the good or activity, prices, and societal preferences. Other considerations might include the timeframe of the activity - how long the benefits and costs of a given activity would be expected to extend into the future.

In considering the trade-offs, it is not just the level and net economic value associated with an activity that occurs in a given year that is relevant to decision making. Virtually all activities within the Monument occur over time and it is the stream of costs and benefits over a given period of time associated with each activity that is relevant. For example, recreation activities could continue indefinitely assuming the resources required for recreation remain intact and of sufficient quality for the activity. Grazing could also continue indefinitely as long as the forage resource is sustainably managed. The stream of costs and benefits for some other non-renewable resources would be finite, however. For example, oil, gas, coal and minerals are all non-renewable resources and would only be extracted as long as the resource is economically feasible to produce.

In the 2008 update to the Resource Management Plan for the Monticello Field Office, 60% of which is now BENM, an alternative emphasizing commodity development was considered but not selected due to

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its adverse impacts on wildlife and recreation opportunities, which includes visits for cultural purposes. This alternative was determined to be insufficient to protect all the important and sensitive resources within the planning area. Likewise, an alternative emphasizing protection of the area's natural and biological values was not selected in part due to the restrictions it placed on recreation permits and opportunities, which would have resulted in negative economic impacts on local businesses.

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Table 3. Summary of Activities and Economic Values, FY 2016

Activities	Level of annual activity	Unit Value	Timing	Drivers of the current and future levels of activity
Recreation ^a	530,892 visitor days (FY 2016)	\$54.19/visitor day	Visitation could continue indefinitely if landscape resources remain intact and of sufficient quality.	Societal preferences for outdoor recreation; disposable income; changing individual preferences for work and leisure time
Oil, gas, coal production	Little or none to date, see "Oil and gas" section for more information	FY 2016 average prices: crude oil (WTI): \$41.34/bbl natural gas: \$2.29/mcf coal (subbituminous): \$12.08/ton	Development of energy and non energy minerals is subject to market forces (worldwide supply and demand, prices). Mineral extraction is non renewable and occurs only as long as the resource is economically feasible to produce.	Market prices of energy commodities affect both supply and demand.
Non energy Minerals	34,813 tons ^b of sand and gravel (average of 2011 2015 production)	National average price for sand and gravel (2016): \$7.72/ton		Market prices of non energy commodities affect both supply and demand. Mineral production is limited to 200,000 cubic yards over a 10 year period per the existing resource management plan.
Grazing	36,402 AUMs (2016)	2016 grazing fee: \$2.11/AUM	Grazing could continue indefinitely if forage resources are managed sustainably.	Market prices for cattle and sheep and resource protection needs and range conditions (due to drought, fire, etc.) can affect AUMs permitted and billed.
Cultural resources	Indigenous communities often use natural resources to an extent and in ways that are different from the general population, and the role that natural resources play in the culture of these indigenous communities may differ from that of the general population. Culturally important sites and unique natural resources, by definition, have limited substitutes. Recognizing this is a critical consideration in land management because it may affect consideration of tradeoffs. BENM contains substantial cultural resources that have not been fully surveyed. Tribes use the sacred sites within BENM for hunting; fishing; gathering; wood cutting; and for collection of medicinal and ceremonial plants, edible herbs, and materials for crafting items like baskets and footwear.			
Benefits of nature	Services provided by nature underpin all sectors of a local economy. As many of these services are not sold in markets, we have limited information on their prices or values. Specific benefits related to BENM include protection of crucial habitats for deer, elk, desert bighorn sheep, pronghorn, and endemic plant species that inhabit rare habitat types such as hanging gardens.			

^a Recreation unit value is a survey-based value for general recreation for the Intermountain region.

^b Reported average production of 21,396 cubic yards converted to tons using a conversion factor of 1.63 cu yds/ton.