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From: Simon, Benjamin
Sent: 2017-06-19T14:09:19-04:00
Importance: Normal
Subject: monuments
Received: 2017-06-19T14:09:19-04:00
[Bears Ears Review_06_14_17_2.docx](#)
[National Monuments review \(1996-2017\) 2017-05-04.xlsx](#)
[20170616_NationalMonumentReview-Craters of the Moon.docx](#)

Hi Don,

Here are the Bears Ears and Craters of the Moon papers. Also the spreadsheet that has some summary information, including a a tab ("list for review") showing our individual assignments for write-up. Let me know if you would like to discuss any of this.

Priorities for completing write-ups -- Randy just spoke with me and indicated that it would be helpful if we could complete the following write-ups prior to 7/10:

- Basin and Range (Ann)
- Cascade-Siskiyou (Kristin)
- Gold Butte (Ann)
- Oregon Mountains (Adam)
- Rio Grande del Norte (Christian)

Ben

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Bears Ears National Monument

Economic Values and Economic Contributions

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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.¹

Background

The Bears Ears National Monument encompasses 1.35 million acres of land in San Juan County, UT and was established in 2016 for the purposes of protecting lands that contained cultural, prehistoric, historic, geologic, 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 about 100,000 acres of land owned by the State of Utah (managed by the Utah School and Institutional Trust Lands Administration (SITLA)) and smaller private parcels.² Of the BLM and Forest Service acreage, 57% was managed with some level of protective designation under the existing land use plans as Natural Areas, Areas of Critical Environmental Concern, and Special Recreation Management Areas; or as designated Wilderness Study Areas. There have been several previous proposals to protect land in the Bears Ears area.³

A management plan for the Monument has not yet been drafted. Development of a management plan is anticipated to require 5 years and involve extensive public involvement.⁴ 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

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 The BLM and Forest Service provided data used in this paper.

² 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. Utah's public school system is the largest beneficiary, holding 96% of all Utah trust lands. 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. 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/Animal Unit Month (AUM) when permits are assigned. The 2016 BLM grazing fee was \$2.11/AUM. The Forest Service grazing fee was \$2.11/Head Month (HM). AUMs and HMs are treated as equivalent measures for fee purposes.

³ Proposals to protect land in the Bears Ears area date back over 80 years. 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). 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, placed a restriction on decreasing grazing permits in one of the proposed NCAs, and placed restrictions on Federal negotiations with the State of Utah for land exchanges for State owned land within the proposed boundaries.

⁴ Land management plans are developed in compliance with the Federal Land Policy and Management Act (FLPMA) and NEPA regulations, the National Forest Management Act (NFMA), and the Forest Service 2012 Planning Rule.

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Tribe). The Commission is to work with the Federal government to provide guidance and recommendations on the development and on-going implementation of management plans. The Proclamation also requires a Monument Advisory Committee (MAC) be established according to the Federal Advisory Committee Act (FACA) regulations. In addition, DOI sought 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.⁵

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.⁶

Local Economy and Economic Impacts

Table 1 presents socio-economic metrics for San Juan County and the state of Utah. The County contains roughly 0.5% of the State's population. The population of the county increased about 5% from 2000 to 2015. 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 total county population (see Table 1). The county has historically experienced higher levels of unemployment and lower levels of median household income in comparison to the State.

The San Juan County economy is dependent upon recreation-based or tourism-based businesses.⁷ The accommodation and food services industry is the largest sector by employment (see Figure 1), accounting for about 30% of total employment in the county.⁸

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%	1.1%
Employment, December 2016 ^c	2,299	1,187,682
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>.

^c https://data.bls.gov/cew/apps/data_views/data_views.htm#tab=Tables

⁵ 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/>).

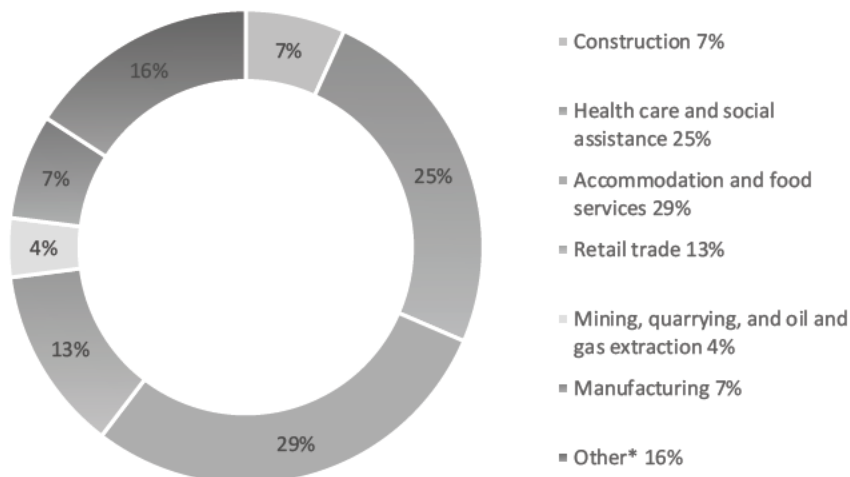
⁶ Fast Facts and Q&A about the Bears Ears National Monument Designation, BLM.

⁷ Approved Resource Management Plan for Monticello Field Office, 2008

⁸ U.S. Census Bureau County Business Patterns, 2015

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Figure 1. Percent of employment by 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. Source: 2015 County Business Patterns, U.S. Census Bureau.

The figures provided below represent two different types of economic information: “economic contributions,” and “economic values.” Both types of information are useful for decision making. Economic contributions track expenditures as they cycle through the local and regional economy, supporting employment and economic output. *Table 2* provides estimates of the economic contribution of activities associated with BENM. 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.⁹ To the extent information is available, economic values are presented in *Table 3* along with information on the timing and drivers of future activity. For commodities bought and sold in markets (e.g., oil, gas, etc.), the economic values are closely related to the market prices of the commodities. For goods and services – such as recreation – that are typically not bought and sold in markets, the values are estimated based on visitor surveys which attempt

⁹ It is not appropriate to sum values for economic contributions and economic values because they represent different metrics.

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to capture individual values above and beyond their direct expenditures. The economic value in FY 2016 associated with recreation is estimated to be about \$30 million.

Activities and Resources Associated With Bears Ears National Monument

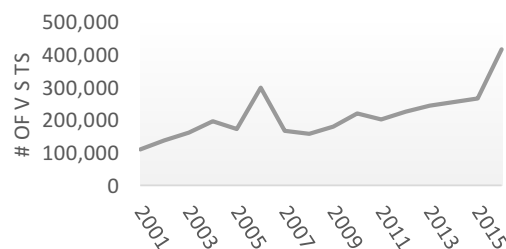
Information on the economic contributions associated with the activities occurring at Bears Ears National Monument are provided below.

- **Recreation:** Annual recreation visitation data for FY 2001-

2016 is available for the BLM Monticello Field Office. About 60 percent of the area formerly under the jurisdiction of the Field Office represents the area included in the BENM. This area receives the vast majority of recreation use on BLM managed lands within the Field Office boundary. Recreation visits increased steadily from about 111,000 in FY 2001 to about 419,000 in 2016 (see Figure 2). In comparison, 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.

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 estimates that around 35,000 visits are to the area that is now contained within Mounument boundaries. An increase in visitation to this area of the Manti-La Sal National Forest has been locally observed since designation.¹⁰

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



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. These contributions affect the regional and state economies. Recreation activities based on visitation to BLM-managed land are estimated to contribute about \$23 million in value added (net economic

¹⁰ USFS data.

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contributions) and support 463 jobs;¹¹ these could be considered conservative estimates for the Monument area as a whole, as they do not include the impacts of visitation to USFS-managed land. Including the estimated 35,000 annual visits to the USFS-managed land, recreation activities based on visitation to all land within Monument boundaries are estimated to contribute about \$27 million in value added and support 473 jobs¹²; the values should be considered an upper bound as there may be some double-counting between visits to BLM-managed and to USFS-managed land.

- **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. Local or regional cost considerations related to infrastructure, transportation, etc. also may play a role in defining the supply conditions. 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.¹³
 - **Oil and gas.**
 - There are currently no producing oil and gas wells within the Monument. USGS assessments indicate a high level of potential for oil and gas for an assessment unit that includes the monument boundaries, though it is not scientifically valid to statistically assign energy resource numbers in an assessment unit to a specific area.¹⁴ The upper northeast panhandle of BENM lies within the boundaries of the Moab Master Leasing Plan (approved in December 2016) and portions of the southeastern and southcentral areas of the Monument were included in a proposed San Juan Master Leasing Plan.¹⁵ 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 on BLM-managed lands, with lease authorizations spanning the period from 1972 to 2012. Valid existing rights are protected under the proclamation, so development on these existing leases

¹¹ BLM data

¹² USFS data.

¹³ BLM data.

¹⁴ 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/>.

¹⁵ Master Leasing Plans (MLPs) establish a framework for determining which areas are appropriate for responsible exploration and development of minerals while protecting the area's conservation resources. MLPs also provide direction for resolving resource conflicts, protecting important conservation resources, and supporting outdoor recreation and other activities that benefit local communities and public land visitors. For additional information on the Moab MLP see https://eplanning.blm.gov/epl_front_office/eplanning/planAndProjectSite.do?methodName=dispatchToPatternPage¤tPageId=99717.

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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 on BLM-managed land 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.¹⁶
- **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.¹⁷
- **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.¹⁸ Uranium prices are volatile and, though currently higher than historical prices, have been trending downward since peaking in 2008.¹⁹

- **Timber.** The Proclamation does not affect existing laws, regulations, and policies followed by USFS or BLM associated with timber activities. 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 permit

¹⁶ Supply and demand conditions determine how much is produced annually within the overall limit on 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 in 2016 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)).

¹⁷ 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.

¹⁸ Manti La Sal National Forest Land and Resource Management Plan, 1986.

¹⁹ <https://www.eia.gov/uranium/marketing/>.

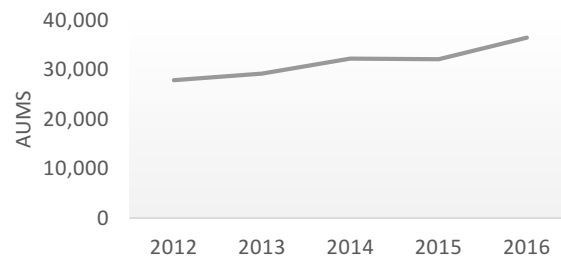
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sales for harvesting firewood, wooded posts, and Christmas trees was about \$12,000 in FY 2016.²⁰ There have not been any recent commercial timber activities on USFS-managed land. The Monument proclamation allows for the continuation of all pre-designation timber activities.

- **Forage.** The Monument proclamation allows for the continuation of all pre-designation grazing activities, including maintenance of stock watering facilities. The allotments that are wholly or partially contained within the boundaries of BENM include 50,469 permitted Animal Unit Month (AUMs)²¹ on BLM-managed land and 11,078 AUMs permitted on USFS-managed land.

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 and about 9,700 billed AUMs²² on USFS-managed land.

Figure 3. BLM AUMs Billed, 2012-2016



- **Cultural, archeological, 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 or no substitutes. Recognizing this is a critical consideration in land management because it may affect consideration of tradeoffs. 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.

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 the 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. About 9% of the BLM-managed portion of BENM has been surveyed for cultural resources.

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

²⁰ This does not necessarily represent a market value.

²¹ 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.

²² USFS billed 7,335 Head Months in 2016, which were converted to AUMs using a conversion factor of 1.32.

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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 15-20% of the USFS-managed portion of BENM has been surveyed for cultural resources.

Multiple Use and Tradeoffs Among Resource Uses

This section presents some information to help understand land management tradeoffs.

Decision-making often involves multiple objectives and the need to make tradeoffs among those objectives. However, tradeoffs and decision making are often subject to constraints, such as Monument designations. In general, 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 or no substitutes and thus tradeoffs are typically limited. A particularly challenging component of any tradeoff analysis is estimating the nonmarket values associated with BENM resources, particularly the nonmarket values associated with cultural resources.

Planning for permitted resource use on National Monuments will involve trade-offs among different activities on the land area being managed in order 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. After the careful consideration of tradeoffs, management decisions in those cases may 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, costs, 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. Trust responsibilities and treaty rights should also be considerations.

In considering any 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. Likewise, the values associated with the natural and cultural resources could continue indefinitely provided they are not degraded by other activities. Grazing could also continue indefinitely as long as the forage resource is sustainably managed and remains consistent with the protection of monument objects. Timber harvest may also continue indefinitely as long as the timber resource is sustainably managed. The stream of costs and benefits associated with some other non-renewable resources would be finite, however (assuming these activities were consistent with the designation). 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.

(b)(5) DPP

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 For example, mineral and archeological surveys could be updated and completed for the entire Monument. For the near term, however, existing information can be summarized as indicating that: significant cultural resource values are present; the last producing oil or gas well was drilled in 1984; and recreation use has been increasing over this same period.

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

Activities	Level of annual activity	Economic Value	Timing	Drivers of current and future levels of activity
Recreation	FY 2016: 530,892 visitor days (BLM) 35,000 visitors (USFS)	\$54.19/visitor-day ^a	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 ^b : -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. Local and regional cost considerations related to infrastructure and transportation are also relevant.
Non-energy Minerals	34,813 tons ^c of sand and gravel (average of 2011-2015 production)	National average price for sand and gravel (2016): \$8.80/ton ^d		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	2016 billed AUMs: 36,402 AUMs (BLM) 9,682 AUMs (USFS)	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 or no 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 This value represents the estimated consumer surplus associated with general recreation for the Intermountain region from the USGS Benefit Transfer Toolkit(<https://my.usgs.gov/benefit-transfer/>). Consume surplus represents values individuals hold for goods and services over and above expenditures on those goods and services.^b All prices are from EIA.gov^c Reported average production of 21,396 cubic yards converted to tons using a conversion factor of 1.63 cu yards/ton.^d USGS Mineral Commodity Survey https://minerals.usgs.gov/minerals/pubs/commodity/sand_&_gravel/construction/mcs-2017-sandc.pdf

DRAFT National Monuments Review



Craters of the Moon National Monument & Preserve

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DRAFT National Monuments Review

Introduction

The purpose of this paper is to provide information on the economic values and economic contributions of the activities and resources associated with Craters of the Moon National Monument & Preserve (CMNM or Monument). A brief economic profile of Blaine, Butte, Minidoka, and Power Counties, which are in the Snake River Basin of Central Idaho, are also provided.

Background

CMNM, the first national monument in Idaho, was established by President Coolidge on May 2, 1924 (Proclamation 1694) to preserve its "lunar" landscape thought to resemble that of the Moon. Between 1928 and 1962, four more presidential proclamations were issued, which adjusted the Monument boundary from roughly 25,000 to 53,000 acres. In November 2000, President Clinton issued Proclamation 7373, expanding CMNM from approximately 50,000 acres to nearly 750,100 acres. Proclamation 7373 transferred management of the area's exposed lava flows from BLM to NPS, and included BLM managed lands to assure protection for the entire Great Rift volcanic zone, a "remarkable fissure eruption together with its associated volcanic cones, craters, rifts, lava flows, caves, natural bridges, and other phenomena characteristic of volcanic action which are of unusual scientific value and general interest." In 2002, Congress passed PL 107 213, which re designated as preserve the approximately 411,475 acres of NPS managed land added through Proclamation 7373. This designation allows hunting on lands. All BLM lands are open for hunting and fishing.

Within the CMNM boundary are 275,100 acres of BLM land, 465,300 acres of NPS land, 8,200 acres of state land, and 6,600 acres of private land. The CMNM boundary occupies approximately 14% of the area in the five counties. Because the Monument boundary is minimal in Lincoln County (2%), it is excluded from the economic profile provided below. Shoshone Bannock and Shoshone Paiute tribes claim the CMNM is within their historic cultural area.

Public Outreach Prior to Designation

According to newspaper articles published in the early 2000s (prior to expansion), there had been numerous attempts by local boosters to expand the CMNM, most recently in the 1980s. Secretary Bruce Babbitt visited the area in April 2000, meeting with local government officials, permittees, and others to have conversations regarding ways to protect the special volcanic resources found in the area. Babbitt returned to the area to meet with local ranchers in the area the following month and, with their input, mapped out what would become the boundaries of the expansion.

In June 2000, Senator Larry Craig held a Hearing of the U.S. Senate Subcommittee on Forests and Public Land Management in Twin Falls, Idaho. Three panels were convened from a mix of local government officials, environmental organizations, permittees, and others. There were approximately 75 people in attendance. More than 30 people provided oral testimony in addition to the people on the panels. Oral testimony was about split between those testifying for the expanded Monument and those testifying against.

Craters of the Moon National Monument & Preserve, Idaho

Location: Blaine, Butte, Minidoka, and Power Counties, ID

Managing agencies: NPS, BLM

Adjacent cities/counties/reservations:

- Counties: 2% of Monument area extends into Lincoln County, ID

Resource Areas:

- ☒ Recreation ☐ Energy ☐ Minerals
☒ Grazing ☐ Timber ☒ Scientific Discovery
☒ Tribal Cultural

Commented [SKE1]: I know Ben tends to delete ampersands but the agencies and public website use it.

Commented [SKE2]: I think this makes more sense as a subset to background.

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On the NPS administered portion of the 2000 monument expansion, the primary public concern was hunting restrictions on the expanded monument lands. The re designation of this area to national preserve allows hunting, eliminating this concern.

Local Economy and Economic Impacts

As summarized in Table 1, Blaine, Butte, Minidoka, and Power Counties in central Idaho account for approximately 3% of the State's population. Only Blaine County exceeds the State's median household income. All but Power County have unemployment rates lower than the State.

The population of Blaine County has increased substantially over the past 20 years, while Butte County has dropped. Native American population ranges from 0% to just over 4% in these counties.

The USDA Economic Research Service (ERS) has developed a set of county level typology codes that captures a range of economic and social characteristics. The CMNM counties are classified as follows:

- Farming dependent Minidoka and Power Counties (farming accounted for 25% or more of the county's earnings or 16% or more of the employment averaged over 2010-2012)
- Recreation dependent Blaine County (ERS formula based on recreation related employment, earnings, income, and seasonal housing)
- Manufacturing dependent Power County (manufacturing accounted for 23% or more of the county's earnings or 16% of the employment averaged over 2010-2012)
- No dependence on mining, and no persistent poverty

Socioeconomic conditions in these counties have followed roughly the same pattern as the rest of the U.S. in recent years with a long upward trajectory in personal income and employment, which was interrupted by the 2007-2009 recession. Over time, unearned income (income from investments, rental properties, retirement accounts, etc.) has become an increasingly large source of total income within the five counties, reaching a high of around 45% of all income as of 2009. This implies that the local economy could be enjoying stability that comes with income independent on the labor market, and it corresponds with an aging population. From 1970 to 2000, job growth in services, construction, and retail related industries outpaced growth in every other economic sector in the region. Services industry jobs increased by a much larger number than did jobs in any other industry during those same years, but since 2000, most sectors' employment numbers have remained fairly steady. At 12.5% in 2012, farm earnings as a percentage of total earnings are quite a bit higher in the five county region than in the U.S. (1%). In 2007, beef cattle operations comprised nearly 30% of all farm enterprises in the study area.

Table 1. Blaine, Butte, Minidoka, Power Counties and State of Idaho Economic Snapshot

Measure	Blaine, Butte, Minidoka, Power Counties, ID	Idaho
Population, 2016 ^a	51,972	1,616,547
Unemployment Rate, April 2017 ^b	2.2 3.5%	3.4%
Median Household Income, 2015 ^a	\$37,891 \$60,088	\$47,583

^aU.S. Census Bureau, 2011 2015 American Community Survey

^b<http://lmi.idaho.gov/publications/2017/LAUS/unemploymentbycounty.pdf>

Commented [SKE3]: BLM did not provide any details on terms of designation (just copies of the proclamations), and I'm not finding anything in the docs/public domain.

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Activities and Resources Associated With CMNM

Activities taking place at CMNM include:

- Recreation:** As summarized in Table 2, 255,400 NPS park visitors spent an estimated \$8.9M in local gateway regions while visiting CMNM in 2016. These expenditures supported a total of 139 jobs, \$3.3M in labor income, \$5.3M in value added, and \$10.2M in economic output in local gateway economies surrounding the Monument. Another 3,654 visitors spent \$117,842 on BLM lands, supporting 2 additional jobs and \$78,941 in value added. The average consumer surplus value for the area is \$54.19 per recreational visitor day, resulting in an estimated \$14M of economic value (net benefits) generated in 2016.¹ The Idaho Fish and Game Commission sets hunting seasons and other regulations for hunting in Idaho. Most of CMNM is within Idaho Fish and Game Hunting Unit 52A. The length of season and number of available controlled hunt tags vary annually on the basis of wildlife population levels and other factors.
- Energy:** There are no known natural gas or oil deposits within the Monument boundaries.
- Non-Energy Minerals:** There are no known mineral deposits within the Monument boundaries. There was one Free Use Permit in existence in the BLM Monument on the date of Proclamation 7373. Free Use Permits at two sites within the Monument produced 12,750 cubic yards in 1997 and 1,053 cubic yards in 1998. Once the permit expired, it was not re issued. The Idaho Transportation Department holds three right of way grants for five pumice/cinder material sites in the Monument. These right of way grants are valid existing rights unaffected by Proclamation 7373. No mineral processing facilities are identified as located close to the Monument.
- Grazing:** NPS administers 465,047 acres (62%) of CMNM. The NPS administered areas are not available for livestock use. These areas consist primarily of exposed lava flows, which are mostly devoid of available forage and/or inaccessible to livestock. BLM manages livestock grazing on approximately 290,000 acres (including BLM, private, and state lands) in the Monument. Of the 275,100 acres managed by BLM, 273,900 (99.6%) are available for livestock grazing. Current permitted Animal Unit Months (AUMs) total 36,965. Direction contained in the CMNM Management Plan prohibits new livestock developments in the North Laidlaw Park pasture and Bowl Crater allotment. The Shoshone Field Office recently released a Proposed Plan Amendment that analyzes alternatives for livestock grazing management on BLM managed lands. The Proposed Plan includes minor changes to the

Table 2. Estimated Economic Contributions, 2016

Activities	Value added (net additions to GDP), \$ millions	Employment supported (number of jobs)
Recreation*	\$5.3M	139
Grazing	Grazing value added is not available	TBA
Cultural resources	Unquantifiable; some values would be included in recreation	Unquantifiable; some values would be included in recreation

*Source: National Park Visitor Spending, <https://www.nps.gov/subjects/socialscience/vse.htm>. Recreational visits are based on counts at the main entrance off Highway 20/26 and overnights are at the NPS campground in the park.

¹ Recreation unit value is a survey based value for general recreation for the Intermountain region from the USGS Benefit Transfer Toolkit <https://my.usgs.gov/benefit-transfer/>. Economic value is the net benefit to recreational users (total benefits minus total costs).

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total number of AUMs permitted in the Monument. [add a graph on AUMs permitted and billed over time once the discrepancies are resolved]

- **Timber:** None. This area is not conducive to timber production.
- **Scientific Investigation:** Scientific research in the CMNM is diverse and includes ongoing investigations of the geology and kipukas (isolated vegetation communities surrounded by lava). The CMNM focuses interpretive and educational programs on geology, the prehistoric and historic value of the park, ecosystems, and adaptation.
- **Tribal Cultural Resources:** The archaeological record indicates members of the Shoshone Bannock tribes and their ancestors spent considerable time at CMNM. A small amount of subsistence hunting occurs by members of the tribes. NPS reports that tribal access is good, and members appear to come to CMNM on a regular basis.

If the Monument had not been designated, the lands added during the 2000 expansion would likely be managed under the pre-existing BLM planning documents ([1986 Monument RMP](#)). Quantitative data regarding mineral extraction, subsistence activities, and cultural uses are not available.

Monsument	Location	Year(s)	Acreage	Managing Agency	PPA BLM/FS Econ staff head	Review head	For low up contact
Grand Canyon Parashant	Arizona	2000	1 014 000	BLM NPS	Joah	Sarah	Kenneth Mahoney Mark W nimer Whitney Boone (NPS)
Ironwood Forest	Arizona	2000	128 817	BLM	Joah	Sarah	Kenneth Mahoney Celia n Crow
Sonoran Desert	Arizona	2001	486 149	BLM	Joah	Sarah	Kenneth Mahoney Desayne Munger
Vermilion Cliffs	Arizona	2000	279 568	BLM	Christian	Joah	Kenneth Mahoney Brandon Brashell
Barryessa Snow Mountain	California	2015	330 780	USFS BLM	Adam	Adam	Roseanna Wong Mark Conley Michael S nstos Karen Montgome y Sandra McG nnis
Camino Plain	California	2001	204 107	BLM	Ben	Ch istian	Johna Hu l Mark Conley Michael S nstos Karen Montgomery Sandra McG nnis
Mojave Trails	California	2016	1 600 000	BLM	Ben	Ch istian	Pylis Bull van Mark Conley Michael S nstos Karen Montgomery Sandra McG nnis
Sand to Snow	California	2016	154 000	BLM USFS	Ben	Ch istian	Mark Conley Michael S nstos Ashley Adams Jihadda Govan (FS) Jhaddagovan@fs.fed.us Karen Montgomery Sandra McG nnis
San Gabriel Mountains	California	2014	346 177	USFS	Don English	Ann	Ann
Grant Sequoia	California	2000	327 760	USFS	Ann	Ann	Al c e Styles Barbara Kalisher
Basin and Range	Nevada	2015	703 585	BLM	Ann	Ann	James Lee K R Barbara Kalisher
Gold Butte	Nevada	2016	295 937	BLM	Ann	Ann	Rubin Feltus David Friedberg H sly Crawford
Crozier of the Moon	Idaho	1984/2000	737 525	NPS BLM	Krist n		Jaima Tompkins Ma k Albert Kym G eed
Upper Missouri River Breaks	Montana	2001	377 346	BLM	Krist n		Geoff (ak n) Mague Krist Neudorfer William (B l) Kuntz Joel Brumm Donald Holmstrom Terry Austin
Cascade-Siskiyou	Oregon	2000/2017	100 000	PNIA	Krist n		
Hartford Reach	Washington	2000	194 456 93	FWS DOE	Krist n		
Canyon of the Anc ents	Colorado	2000	175 160	BLM	Adam		Chad Schweckenburger Brian St George
Organ Mountains Desert Peaks	New Mex co	2014	496 330	BLM	Adam		Makiney Br ak David Hornell Madan e Barnes
Rio Grande del Norte	New Mex co	2013	242 565	BLM	Christian		Makiney Br ak David Hornell Madan e Barnes
Katahdin Woods and Waters	Maine	2016	87 563	NPS	Adam		Whitney Boone (NPS)
Grand Staircase-Escalante	Utah	1996	1 700 000	BLM	Se ah		Cynthia Blazek Jill van Gort
Rea n Ears	Utah	2016	1 363 000	BLM USFS	Ann		Donald Hof helms Tyler Ashcroft
Mojave Desert	Chad/Pacific Ocean	2009	60 698 240	FWS			
Northeast Canyons and Seamounts	Atlantic Ocean	2016	3 114 320	NOAA FWS			
Pacific Remote Islands	Pacific Ocean	2009	55 608 320	FWS			
Pacific Remote Islands	Heave Pacific Ocean	2006/2016	85 600 000	NOAA FWS			
Rosa Abo l	Amer can Samoa/Pacific Ocean	2009	8 609 045	FWS			

NB Santa Rosa and San Jacinto Mountains (CA BLM/USFS 2000) is not included on this list as it was created by Congress not under the Antiquities Act

[illegible]

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Consent to publication of the 1992-1993 report of the National Academy of Sciences on the status of the
DOI-001

Data we request for our analysis		Data call elements sent to Randy B (May 8, 2017)		Source of Data	Intended Use in PPA Analysis	* Are we planning to make a data call to USFS for Bears Ears, Berryessa, and NOAA for No Threat Canyons
<p>Terms of Designation</p> <p>Public Outreach prior to Designation - outreach activities conducted and opportunities for public comment</p> <p>Changes to boundaries, dates and changes in size</p> <p>Information on Active Uses Permitted at Monument</p> <p>including annual levels of activity from date of Designation to present</p> <p>Recreation - annual visits to site</p> <p>Energy - annual production of coal, oil and gas on site</p> <p>Minerals - annual mineral production on site</p> <p>Timber - annual timber production on site</p> <p>Grazing - annual grazing on site (AUMs)</p> <p>Subsistence - past disposition rates for subsistence activities occurring on site (fishing, hunting, gathering)</p> <p>Cultural - list of cultural uses/values for site</p> <p>Information on Active Uses Permitted at Monument</p> <p>including annual levels of activity from date of Designation to present</p> <p>Recreation - annual visits to site</p> <p>Energy - annual production of coal, oil and gas on site</p> <p>Minerals - annual mineral production on site</p> <p>Timber - annual timber production on site</p> <p>Grazing - annual grazing on site (AUMs)</p> <p>Subsistence - past disposition rates for subsistence activities occurring on site (fishing, hunting, gathering)</p> <p>Cultural - list of cultural uses/values for site</p> <p>Information on Active Uses Permitted at Monument</p> <p>including annual levels of activity from date of Designation to present</p> <p>Recreation - annual visits to site</p> <p>Energy - annual production of coal, oil and gas on site</p> <p>Minerals - annual mineral production on site</p> <p>Timber - annual timber production on site</p> <p>Grazing - annual grazing on site (AUMs)</p> <p>Subsistence - past disposition rates for subsistence activities occurring on site (fishing, hunting, gathering)</p> <p>Cultural - list of cultural uses/values for site</p> <p>Documents Requested</p> <p>Resource Management Plans</p> <p>Record of Decision</p> <p>Public Scoping Documents</p> <p>if extended Preconstruction</p>		<p>1. Documents Requested</p> <p>a. Resource Management Plans</p> <p>b. Record of Decision</p> <p>c. Public Scoping Documents</p> <p>d. Preconstruction</p> <p>2. Information on Active Uses Permitted at the Monument - including annual levels of activity from the date of designation to the present</p> <p>a. Recreation - annual visits to site</p> <p>b. Energy - annual production of coal, oil, gas and renewables (if any) on site - amount of energy transmission infrastructure on site (if any)</p> <p>c. Minerals - annual mineral production on site</p> <p>d. Timber - annual timber production on site (in board feet, CCF, or a similar measure)</p> <p>e. Grazing - annual grazing on site (AUMs permitted and sold)</p> <p>f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering), quantiles harvested - other quantifiable information where available</p> <p>g. Cultural - list of cultural uses/values for site - number of sites - other quantifiable information where available</p> <p>2. Information on Active Uses occurring during the 5 years prior to designation</p> <p>a. Recreation - annual visits to site</p> <p>b. Energy - annual production of coal, oil, gas and renewables (if any) on site - amount of energy transmission infrastructure on site (if any)</p> <p>c. Minerals - annual mineral production on site</p> <p>d. Timber - annual timber production on site (in board feet, CCF, or a similar measure)</p> <p>e. Grazing - annual grazing on site (AUMs permitted and sold)</p> <p>f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering), quantiles harvested - other quantifiable information where available</p> <p>g. Cultural - list of cultural uses/values for site - number of sites - other quantifiable information where available</p> <p>3. Information on Active Uses that likely would have occurred annually from the date of designation to the present if the Monument had not been designated</p> <p>a. Recreation - annual visits to site</p> <p>b. Energy - annual production of coal, oil, gas and renewables (if any) on site - amount of energy transmission infrastructure on site (if any)</p> <p>c. Minerals - annual mineral production on site</p> <p>d. Timber - annual timber production on site (in board feet, CCF, or a similar measure)</p> <p>e. Grazing - annual grazing on site (AUMs permitted and sold)</p> <p>f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering), quantiles harvested - other quantifiable information where available</p> <p>g. Cultural - list of cultural uses/values for site - number of sites - other quantifiable information where available</p> <p>4. Changes to boundaries, dates and changes in size</p> <p>5. Public Outreach prior to Designation - outreach activities conducted and opportunities for public comment</p> <p>6. Terms of Designation</p>				

12/02/2026

Cx1 A3
Comment Is it something we can get or is it something that would not necessarily be documented?
Sarah Cline

Cx1 A22
Comment Do we think this is something they can provide? Do they produce court factual information on any of the RMP documents?
Sarah Cline

Cx1 A32
Comment Some of these are available online on the BLM RMP pages
Sarah Cline

Index	Name	Recreation	Cultural	Subsistence (Hunting, Fishing, Gathering)	Energy and Minerals	Timber	Grazing	Other
1	Birmingham Civil Rights							
2	Freedom Riders							
3	Reconstruction Era							
4	Bears Ears							
5	Gold Butte							
6	Northeast Canyons and Seamounts Marine							
7	Katahdin Woods and Waters							
8	Stonewall							
9	Belmont Paul Women's Equality							
10	Castle Mountains							
11	Mojave Trails							
12	Sand to Snow							
13	Basin and Range							
14	Berryessa Snow Mountain							
15	Waco Mammoth							
16	Browns Canyon							
17	Honouliuli							
18	Pullman							
19	Tule Springs Fossil Beds							
20	San Gabriel Mountains							
21	Organ Mountains Desert Peaks							
22	Military Working Dog Teams							
23	Charles Young Buffalo Soldiers							
24	Harriet Tubman Underground Railroad							
25	Rio Grande del Norte							
26	San Juan Islands							
27	César E. Chávez							
28	Chimney Rock							
29	Fort Ord							
30	Fort Monroe							
31	Prehistoric Trackways							
32	Marianas Trench Marine							
33	Pacific Remote Islands Marine							
34	Rose Atoll Marine							
35	World War II Valor in the Pacific							
36	Papahānaumokuākea Marine							
37	African Burial Ground							
38	Governors Island							
39	Kasha Katuwe Tent Rocks							
40	Pompeys Pillar							
41	Sonoran Desert							
42	Upper Missouri River Breaks							
43	Virgin Islands Coral Reef							
44	Carrizo Plain							
45	Vermion Cliffs							
46	Santa Rosa and San Jacinto Mountains							
47	President Lincoln and Soldiers' Home							
48	Canyons of the Ancients							
49	Cascade Siskiyou							
50	Ironwood Forest							
51	Hanford Reach							
52	Giant Sequoia							
53	Agua Fria							
54	California Coastal							
55	Grand Canyon Parashant							
56	Agate Fossil Beds							
57	Grand Staircase Escalante							

Activity Category	Activity	Unit Value
Recreation	General Recreation	
	Recreational Hunting	
	Recreational Fishing	
	Hiking	
	Snow sports	
	Snowmobiling	
	Offhighway Vehicle Use	
	Cycling	
	Motoring	
	Rock/Mountain climbing	
	Camping	
	Wildlife Viewing	
	Swimming	
	Canoeing, Rafting, etc.	
	Motorized boating, jet skiing, etc.	
	Aerial activities (flying, glideing, etc.)	
Cultural	Religious	
	Education	
Subsistence	Subsistence Hunting	
	Subsistence Fishing	
	Subsistence Gathering	
Energy and Minerals	Petroleum	
	Natural Gas	
	Coal	
	Geothermal	
	Solar	
	Wind	
	Transmission	
	Mining	
Timber		
Grazing		
Other	Habitat for species of concern	
	Benefits of nature (various)	

