#### LEGISLATIVE SUMMARY SHEET

Tracking No
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**DATE:** April 1, 2016

TITLE OF RESOLUTION: AN ACTION RELATING TO LAW AND ORDER, RESOURCES AND DEVELOPMENT, NAABIK'ÍYÁTI' COMMITTEES AND NAVAJO NATION COUNCIL; AMENDING NAVAJO NATION CODE, TITLE 19: NAVAJO NATION CULTURAL RESOURCES PROTECTION ACT

**PURPOSE:** The resolution's purpose is to amend Navajo Nation Code, Title 19: Navajo Nation Cultural Resources Protection Act.

This written summary does not address recommended amendments as may be provided by the standing committees. The Office of Legislative Counsel requests each Council Delegate to review each proposed resolution in detail.

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10	AN ACT	
11	RELATING TO LAW AND ORDER, RESOURCES AND DEVELOPMENT,	
12	NAABIK'ÍYÁTI' COMMITTEES AND NAVAJO NATION COUNCIL; AMENDING	
13	NAVAJO NATION CODE, TITLE 19; NAVAJO NATION CULTURAL RESOURCES	
14	PROTECTION ACT	
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16	BE IT ENACTED:	
17	Section One. Authority.	
18	A. The Law and Order Committee of the Navajo Nation Council reviews and makes	
19	recommendations to the Navajo Nation Council proposed amendments to the Navajo	
20	Nation Code. 2 N.N.C. § 601(B)(14) (2012).	
21	B. The Resources and Development Committee of the Navajo Nation Council exercises	
22	oversight authority over cultural resources and reviews and makes recommendations to	
23	the Navajo Nation Council for final approval of all other resolutions requiring Navajo	
24	Nation Council approval to accomplish or impact the Committees purposes. Id. at §§	
25	500(C) and 501(B)(4)(f).	
26	C. The Naabik'íyáti' Committee of the Navajo Nation Council reviews proposed legislation	
27	which requires final action by the Navajo Nation Council. Id. at § 164(A)(9)	
28	D. Enactments of positive law must be reviewed and approved by resolution by the Navajo	
29	Nation Council. Id. at § 164(A).	
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## Section Two. Findings.

- A. Diné Traditional Law declares and teaches that the Legislative Branch leaders shall enact policies and laws to address the immediate and future needs of the Navajo Nation. 1.
  N.N.C. §203(D) (2009).
- B. Diné Traditional Law declares and teaches that the Executive Branch leaders shall implement the policies and laws enacted by the legislative branch. *Id.* at §203(C).
- C. Diné Customary Law declares and teaches that it is the right and freedom of. *Id.* at §204(E).
- D. In addressing the immediate and future needs, the Navajo Nation identified nine priorities for the Nation, which is in no particular order: infrastructure development and improvement, economy, water rights, housing and public facility, education, human services, governance, public safety and judicial, and natural resources. Navajo Nation Three Branch Agreement, One Nation One Voice (July 20, 2015).
- E. Specifically a goal through Education is Diné Language and Cultural Preservation. Id.
- F. Native American tribal cultural items in the United States of American include ancestral remains, funerary objects, sacred objects, and objects of cultural patrimony (hereinafter "tribal cultural items"), these objects have ongoing historical, traditional, and/or cultural importance central to a Native American group or culture itself, and therefore, cannot be alienated, appropriated, or conveyed by any individual. PROTECT Patrimony Resolution, H. Con. Res. 122, 114<sup>th</sup> Cong. (2<sup>nd</sup> Sess. 2016).
- G. Tribal cultural items are vital to tribal cultural survival and the maintenance of tribal ways of life. *Id*.
- H. The nature and the description of tribal cultural items are sensitive and need to be treated with respect and confidentiality. *Id*.
- I. Violators often export tribal cultural items overseas with the intent of evading Federal and tribal laws. *Id*.
- J. In December 2014, the Naabik'íyáti' Committee Sacred Sites Sub-Committee decided to send a delegation to Paris, France to retrieve seven Yei'bi'chei masks from Eve Auction House in Paris, France. Alastair L. Bitsoi, Navajo delegation brings back Yei Bi Chei masks from Paris, Navajo Times, Dec. 15, 2014, at navajotimes.

1	K. On March 22, 2016, the International Repatriation Project Director notified the Navajo
2	Nation that Eve Auction House in Paris, France will be having an auction on May 30,
3	2016 on American Indian, Pre-Columbian items. This is the same auction house that sold
4	the Yei'bi'chei masks in Dec. 2014. The auction catalog is not up on their website but the
5	Project Director suggests checking the site daily. Email from Honor Keeler, International
6	Repatriation Project Director, to listservs (March 22, 2016).
7	L. To protect the Navajo Nation's cultural resources, amending the Navajo Nation Cultural
8	Resources Act is in the Navajo Nation's best interest.
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10	Section Three. Amending Navajo Nation Code Title 19
11	The Navajo Nation amends the Navajo Nation Code, Title 19 as follows:
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14	Title 19. Parks and Monuments
15	Chapter 11. Navajo Nation Cultural Resources Act
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18	§ 1003. Definitions
19	As used throughout this Act, the term:
20	A. "Archaeology Department" means the Navajo Nation Archaeology Department.
21	B. "Building" means any structure made by man primarily to provide shelter.
22	C. "Cultural patrimony" means an object having ongoing historical, traditional, or cultural
23	importance central to the Navajo Nation, rather than property owned by an individual Navajo
24	member, and which therefore, cannot be alienated, appropriated, or conveyed by any individual
25	regardless of whether or not the individual is a member of the Navajo Nation and such object
26	shall have been considered inalienable by the Navajo Nation at the time the object was separated
27	from the Nation.
28	CD. "Cultural property" means any cultural resource deemed to be important enough
29	to warrant listing in the Navajo Register.

1 character or use of cultural properties, if any such cultural properties are located in the area of 2 potential effects. The project, activity or program must be under the direct or indirect jurisdiction 3 of a Sponsor. Undertakings include new and continuing projects, activities or programs not 4 5

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previously considered under the authority of this Act.

# § 1031. Prohibited activities

No cultural property may be visited or investigated on Navajo lands, except those cultural properties designated as open to the public within the boundaries of a Navajo Nation Park or a National Park or Monument; nor may any person alter, damage, excavate, deface, destroy or remove, any cultural properties on Navajo lands. No person may sell, purchase, exchange or transport cultural resources from Navajo lands. No person may engage in ethnographic research on Navajo lands, except that such activities may be conducted under the authority of and in accordance with the stipulations of a valid Navajo Nation Cultural Resources Permit issued by the Preservation Officer under the authority of § 1032.

<u>SU</u>. "Undertaking" means any project, activity or program that can result in changes in the

Violations of this section may subject an individual to either criminal penalties or civil assessments in accordance with 19 N.N.C. §§1037 and 1038 respectfully.

A. No cultural property shall be visited or investigated on Navajo lands, except those cultural properties designated as open to the public within the boundaries of a Navajo Nation Park or a National Park or Monument.

- B. No person shall alter, damage, excavate, deface, destroy or remove, any cultural properties, cultural resource, cultural patrimony, or sacred objects on Navajo lands.
- C. No person shall engage in ethnographic research on Navajo lands, except that such activities may be conducted under the authority of and in accordance with the stipulations of a valid Navajo Nation Cultural Resources Permit issued by the Preservation Officer under the authority of § 1032.
- D. No person shall sell, purchase, exchange or transport cultural property, cultural resource, cultural patrimony, or sacred objects from Navajo lands.

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1	excavates, defaces, destroys or removes, any cultural properties, cultural resource,
2	cultural patrimony, or sacred objects on Navajo lands without a Class C permit.
3	(a) Sentence. Any Indian person found guilty of criminal damage under
4	this Act may be sentenced to imprisonment for a term not to exceed three hundre
5	sixty-five (365) calendar days, pay a find not to exceed five thousand dollars
6	(\$5,000), and/or restitution.
7	(3) Unlawful research if he or she engages in ethnographic research on Navajo
8	lands, without a Class C permit.
9	(a) Sentence. Any Indian person found guilty of unlawful research under
10	this Act may be sentenced to imprisonment for a term not to exceed three hundre
11	sixty-five (365) calendar days and/or pay a find not to exceed five thousand
12	dollars (\$5,000).
13	(4) Selling, purchasing, exchanging or transporting cultural property, cultural
14	resources, cultural patrimony or sacred objects if he or she intentionally sells, purchases,
15	exchanges, or transports cultural property, cultural resources, cultural patrimony or
16	sacred objects on Navajo lands.
17	(a) Sentence. Any Indian person found guilty of selling, purchasing,
18	exchanging or transporting cultural property, cultural resources, cultural
19	patrimony or sacred objects under this Act may be sentenced to imprisonment for
20	a term not to exceed three hundred sixty-five (365) calendar days, pay a find not
21	to exceed five thousand dollars (\$5,000), and/or restitution.
22	(5) Transporting, transmitting, or transferring cultural property, cultural
23	resources, cultural patrimony or sacred objects if he or she transports, transmits, or
24	transfers in interstate or foreign commerce any cultural property, cultural resources,
25	cultural patrimony or sacred objects knowing the same to have been stolen, converted or
26	taken by fraud.
27	(a) Sentence. Any Indian person found guilty of transporting, transmitting
28	or transferring cultural property, cultural resources, cultural patrimony or sacred
29	objects under this Act may be sentenced to imprisonment for a term not to exceed
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three hundred sixty-five (365) calendar days, pay a find not to exceed five thousand dollars (\$5,000), and/or restitution.

- (6) Possessing, concealing, storing, bartering, selling, or disposing of any cultural property, cultural resources, cultural patrimony or sacred objects if he or she conceals, stores, barters, sells, or disposes of any cultural property, cultural resources, cultural patrimony or sacred objects, or pledges to accept as security for a loan any cultural property, cultural resources, cultural patrimony or sacred objects, which crossed Navajo lands boundary after being stolen, unlawfully converted, or taken, knowing the same to have been stolen, unlawfully converted, or taken.
- (a) Sentence. Any Indian person found guilty of possessing, concealing, storing, bartering, selling, or disposing of any cultural property, cultural resources, cultural patrimony or sacred objects under this Act may be sentenced to imprisonment for a term not to exceed three hundred sixty-five (365) calendar days, pay a find not to exceed five thousand dollars (\$5,000), and/or restitution.

  (7) Failure to obtain the necessary permits if he or she intentionally or recklessly fails to obtain the necessary permits in accordance with 19 N.N.C. § 1032.
  - (a) Sentence. Any Indian person found guilty of failure to obtain the necessary permits under this Act may be sentenced to imprisonment for a term not to exceed three hundred sixty-five (365) calendar days and/or pay a find not to exceed five thousand dollars (\$5,000).

#### § 1038. Civil assessments

Individuals violating the prohibitions in § 1031 or § 1037 of this Act shall be subject to civil assessments. Civil assessments shall be imposed by the Resources and Development Committee of the Navajo Nation Council (hereafter referred to as the "Resources and Development Committee"), in accordance with procedures adopted by the Resources and Development Committee expressly for this purpose. The Resources and Development Committee shall adopt such procedures within 90 days of the adoption of this Act.

A. Violation of the provisions of § 1031 or § 1037 of this Act by any person who does business on the Navajo Nation shall be grounds for withdrawal of the privilege of doing business within the Navajo Nation. The Resources and Development Committee shall consider whether or

 not to recommend to the Navajo Nation Council that any individual found to have violated § 1031 or § 1037 shall lose the privilege of doing business within the Navajo Nation.

B. Any non-Indian who visits or inspects cultural resources on Navajo lands without a valid Class A permit shall be committing trespass. Such individuals determined to be in trespass after a hearing before the Resources Committee of the Navajo Nation Council, shall be assessed a civil forfeiture of not more than one hundred dollars (\$100.00) for the first offense and not more than five hundred dollars (\$500.00) for each subsequent offense. For the purposes of this part, each visit to or inspection of a cultural resource on Navajo lands shall be considered a separate offense. The Resources Committee may, at its discretion, recommend to the Navajo Nation Council that any person found to be in trespass be excluded from the Navajo Nation.

Any non-Indian alleged to have committed any offense enumerated in 19 N.N.C. §1037 shall be subject to civil assessments administered by the Resources and Development

Committee. In no event shall such a civil assessment permit incarceration of a non-Indian or permit the imposition of a criminal fine against a non-Indian.

C. Any non-Indian who engages in cultural resources inventory activities on Navajo lands, except under the authority of a valid Class B permit shall be committing trespass. Any individual determined to be in trespass after a hearing before the Resources Committee, shall be assessed a civil forfeiture of not more than one thousand dollars (\$1000) for each offense. For the purposes of this part, each inventory on Navajo lands shall be considered a separate offense. The Resources Committee shall consider whether or not to recommend to the Navajo Nation Council that any individual found to have violated this prohibition be excluded from the Navajo Nation.

Procedure. Civil assessments under this section shall be conducted in accordance with the Resources and Development Committee's procedures for civil assessments. The non-Indian civil defendant shall be afforded all the heightened protections available to a criminal defendant under those rules including, but not limited to, the more stringent burden of proof beyond a reasonable doubt.

D. Any individual within Navajo lands who alters, collects, damages, defaces, destroys, excavates, removes or sells cultural resources or who collects ethnographic data without a valid Class C permit, or as permitted under the exceptions detailed in § 1033, or who engages in activities in violation of the terms and conditions of a valid permit shall be liable, after a hearing

before the Resources Committee, to the Navajo Nation for civil damages as determined by the Resources Committee as follows:

Nothing in this section shall be deemed to preclude exercise of criminal jurisdiction over any person who, by reason of assuming tribal relations with the Navajo people or being an "in law" or hadane or relative as defined by Navajo common law, custom, or tradition, submits himself or herself to the criminal jurisdiction of the Navajo Nation.

- E. Civil Assessments. Upon a finding that a non-Indian committed any of the enumerated offenses in §1037, the Resources and Development Committee may impose any of the following civil assessments in any combination deemed appropriate by the committee:
  - 1. Assessment of Actual Damages. The Resources and Development Committee shall impose the civil assessments based upon actual damages in accordance with "Standards for Assessing Damages to Cultural Properties" that the Resources and Development Committee shall adopt expressly for this purpose. The "Standards for Assessing Damages to Cultural Resources" shall include, but need not necessarily limit consideration to:
    - a. Full costs of restoration of the cultural resource;
    - b. Enforcement and administrative costs associated with the civil action;
    - c. Costs of disposition of cultural resources, including as appropriate, costs of curation in perpetuity;
    - d. Costs associated with documentation, testing and evaluation of the cultural resource in order to assess the characteristics of the cultural resource and plan for its restoration; and
    - e. Costs of any additional mitigation measures the Resources and <a href="Development">Development</a> Committee deems appropriate to implement.
  - 2. Assessment of Treble Damages. In addition to the actual damages, the Resources <u>and Development</u> Committee may, at its discretion, assess damages of up to three (3) times the amount of the actual damages.
  - 3. Seizure of Equipment and Cultural Resources. The eiting resource enforcement officer shall seize all cultural resources in the possession of any individual cited under §

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1031 of this Act, together with any other property used for or related to the violation in the possession of the individual cited, as the officer may deem necessary to obtain payment of any civil assessment.

- 4. Forfeiture of Cultural Resources and Property. After hearing before the Resources and Development Committee:
  - a. Any cultural resources obtained in violation of this Act shall be forfeited to the Navajo Nation;
  - b. Any other property seized in accordance with § 1038(D)(3), shall be released to the owner upon timely payment of any related civil assessments; and
  - c. Any seized property shall be forfeited to the Navajo Nation if the assessment has not been paid within 15 days of the hearing at which the civil assessment was levied or pursuant to this Act, whichever is later. Any such forfeiture shall be limited to the amount of the civil assessment. Any property remaining after forfeiture of property up to the value of the assessment shall be returned to the owner.
- 5. Exclusion. The Resources and Development Committee may file for an exclusion order in accordance with 17 N.N.C. § 1901(B).
  - 6. A civil fine.
  - 7. Civil forfeiture for specific violations:
  - a. Trespass as defined in 19 N.N.C. §1037(A)(1). Any non-Indian convicted of trespass shall be assessed the following:
    - i. First Offense. Civil forfeiture of not more than one hundred dollars (\$100).
    - ii. Second or subsequent offense. Civil forfeiture of not more than five hundred dollars (\$500).
    - iii. Exclusion. The Resources and Development Committee

      may file for an exclusion order in accordance with 17

      N.N.C. § 1901(B).

1	b. Failure to obtain the necessary permits as defined in 19 N.N.C.
2	§1037(A)(7). Any non-Indian convicted of trespass shall be assessed the
3	following:
4	i. Civil forfeiture of not more than one thousand dollars
5	(\$1000) for each offense.
6	ii. Exclusion. The Resources and Development Committee
7	may file for an exclusion order in accordance with 17
8	N.N.C. § 1901(B).
9	$\underline{EF}$ . Civil assessments imposed under this part shall be reserved solely for the purposes of
10	restoring damaged cultural resources and for meeting the purposes of this Act and shall be
11	deposited in the Historic Preservation Fund Management Plan Revolving Account for
12	disbursement in accordance with Navajo Nation budgetary procedures.
13	FG. Any individual assessed by the Resources and Development Committee pursuant to §
14	1038 of this Act shall have the right to appeal the decision of the Resources and Development
15	Committee to the Navajo Nation District Court as follows:
16	1. Any appeal must be filed in writing with the Navajo Nation District Court
17	within 30 days of notification of the action of the Resources and Development
18	Committee;
19	2. The review by the Navajo Nation District Court shall be limited to:
20	a. Ensuring that the appellant received due process of law; and
21	b. Ensuring that any rights the individual may have under the Navajo
22	Nation Bill of Rights and the Indian Civil Rights Act (25 U.S.C. §1301–
23	1341 1304) were observed; and
24	3. Consideration by the Navajo Nation District Court shall be limited to review of
25	the administrative record created before the Resources and Development Committee
26	during the hearing before it.
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28	[Intentionally left blank]
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# Section Four. Historic Preservation Fund Management Plan

The Navajo Nation Historic Preservation Department shall develop a Historic Preservation Fund Management Plan. The Navajo Nation Historical Preservation Department shall submit the Historic Preservation Fund Management Plan to the Resources and Development Committee and the Budget and Finance Committee for approval within six months of enactment.

#### **Section Five. Codification**

The provisions of the Act which amend or adopt new sections of the Navajo Nation Code shall be codified by the Office of Legislative Counsel. The Office of Legislative Counsel shall incorporate such amended provisions in the next codification of the Navajo Nation Code.

### Section Six. Savings Clause

Should any provision of this Act be determined invalid by the Navajo Nation Supreme Court or the District Courts of the Navajo Nation, without appeal to the Navajo Nation Supreme Court, the remainder of the Act shall remain the law of the Navajo Nation.

#### Section Seven. Effective Date

The provisions of this Act shall become effective in accordance with 2 N.N.C. § 221(B).



#### MEMORANDUM

TO:

Chairman Jonathan Hale

23<sup>rd</sup> Navajo Nation Council Delegate

FROM:

Carolyn R. West, Attorney Office of Legislative Counsel

DATE:

April 1, 2016

**SUBJECT:** 

OLC Service Request Number 16-061-1: An Action Relating to Law and Order, Resources and Development, Naabik'íyáti' Committees and Navajo Nation Council; Amending Navajo Nation Code, Title 19: Navajo Nation Cultural

Resources Protection Act

As requested, I prepared the above-reference proposed resolution and associated legislative summary sheet. Based on existing law, the resolution drafted is legally sufficient. However, as with all legislation, the proposed resolution is subject to review by the courts in the event of a challenge. You are encouraged to review the proposed resolution to ensure this is drafted to your satisfaction.

The Office of Legislative Council recommends the appropriate standing committee(s) reviews based on the standing committees powers outlined in 2 N.N.C. §§ 301, 401, 501, 601 and 701. Nevertheless, "the Speaker of the Navajo Nation Council shall introduce [the proposed resolution] into the legislative process by assigning it to the respective oversight committee(s) of the Navajo Nation Council having authority over the matters for proper consideration. 2 N.N.C. § 164(A)(5).

If you are satisfied with the proposed resolution, please sign as "Primary Sponsor" and submit to the Office of Legislative Services where the proposed resolution will be given a tracking number and sent to the Office of the Speaker for assignment.

If the proposed legislation is unacceptable to you, please contact me at the Office of Legislative Counsel and advise me of the changes you would like to make.

# THE NAVAJO NATION LEGISLATIVE BRANCH INTERNET PUBLIC REVIEW PUBLICATION



LEGISLATION NO: \_0104-16\_\_ SPONSOR: <u>Jonathan L. Hale</u>

TITLE: An Action Relating To Law And Order, Resources And Development, NAABIK'IYATI' Committees And Navajo Nation Council; Amending Navajo Nation Code, Title 19; Navajo Nation Cultural Resources Protection Act

Date posted: April 1, 2016 at 6:25 PM

Digital comments may be e-mailed to comments@navajo-nsn.gov

Written comments may be mailed to:

Executive Director Office of Legislative Services P.O. Box 3390 Window Rock, AZ 86515 (928) 871-7586

Comments may be made in the form of chapter resolutions, letters, position papers, etc. Please include your name, position title, address for written comments; a valid e-mail address is required. Anonymous comments will not be included in the Legislation packet.

**Please note**: This digital copy is being provided for the benefit of the Navajo Nation chapters and public use. Any political use is prohibited. All written comments received become the property of the Navajo Nation and will be forwarded to the assigned Navajo Nation Council standing committee(s) and/or the Navajo Nation Council for review. Any tampering with public records are punishable by Navajo Nation law pursuant to 17 N.N.C. *§374 et. seq.*