From:	Boone, Whitney
To:	Benjamin Simon
Cc:	Bowman, Randal; Bob Vogel; Deanna Mitchell; Christine Powell; Wade Vagias; Tim Hudson; Carlson, Ellen; Ahern, Jane; Fennell, Rosalyn
Subject:	Re: monuments -- Craters of the Moon; Katahdin; Upper Missouri; Hanford
Date:	Friday, July 28, 2017 5:23:04 AM
Attachments:	Katahdin woods and waters DRAFT_7_14_2017-NPS_edits.docx Craters of the Moon - DRAFT 7-14-17-nps_edits.docx

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Hi Ben,

The attached documents contain consolidated NPS comments on the Craters of the Moon and Katahdin Woods and Waters reports.

Please let me know if you have any questions.

Thanks,
Whitney

On Fri, Jul 14, 2017 at 4:30 PM, Bowman, Randal <randal_bowman@ios.doi.gov> wrote:

> Here are economic reports on 4 additional monuments. It would be helpful if we could get comments by the 28th.
>
> Although Craters and Hanford are off the list for recommending any changes, we will still release these reports at the end of the process and want to be as complete and accurate as possible.
>
> ---------- Forwarded message ----------
> From: **Simon, Benjamin** <benjamin_simon@ios.doi.gov>
> Date: Fri, Jul 14, 2017 at 4:04 PM
> Subject: monuments -- Craters of the Moon; Katahdin; Upper Missouri; Hanford
> To: Randal Bowman <randal_bowman@ios.doi.gov>
> Cc: Ann Miller <ann_miller@ios.doi.gov>, Christian Crowley <christian_crowley@ios.doi.gov>, "Stern, Adam" <adam_stern@ios.doi.gov>, Sarah Cline <sarah_cline@ios.doi.gov>, "Skrabis, Kristin E" <Kristin_Skrabis@ios.doi.gov>
>
> Hi Randy,
>
> Here are write-ups for four more monuments. It would be helpful to get comments on these.
>
> Ben
>
> --
> Benjamin Simon, Ph.D., Chief DOI Economist
> Office of Policy Analysis
> U.S. Department of the Interior
> 1849 C St. NW
> Washington DC
> 202 208 4916
> benjamin_simon@ios.doi.gov

--

Whitney Boone
Park Planning and Special Studies
National Park Service
202-354-6970

Katahdin Woods and Waters National Monument

Economic Values and Economic Contributions

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Katahdin Woods and Waters

Location: Penobscot County, ME
Managing agencies: NPS
Counties: Penobscot County, ME
~~Reservations: Penobscot Nation~~
Resource Areas:
☑ Recreation ☐ Energy ☐ Minerals
☐ Grazing ☑ Timber ☑ Scientific
Discovery ☑ Tribal Cultural

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[redacted]

Introduction

The purpose of this paper is to provide information on the economic values and economic contributions of the activities and resources associated with Katahdin Woods and Waters National Monument (KAWW), as well as to provide a brief economic profile of Penobscot County.

Background

The Katahdin Woods and Waters National Monument ~~National Monument~~ encompasses 87,563 acres in Penobscot County, ~~ME~~ Maine and was established on August 24, 2016 for the purposes of protecting lands that contained cultural, historic, and scientific resources. The Penobscot Indian Nation consider the Penobscot River watershed a centerpiece of their culture and spiritual values. All KAWW lands were donated to the federal government by Elliotsville Plantation, Incorporated (EPI), for the purpose of including the land in the National Park System. This gift of land was accompanied by an endowment of $20 million (over 7 years) to supplement federal funds for initial park operational needs and infrastructure development at the new national monument, and by a pledge of another $20 million in future philanthropic support. Prior to gifting the lands, EPI was managing the lands as a recreation area.~~Prior to establishment of the monument, all lands within the monument boundaries were privately held by the Elliotsville Plantation, Incorporated (EPI).~~

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Public outreach prior to designation

~~August 18, 2011~~ Secretary of Interior Ken Salazar and NPS Director Jon Jarvis moderated a public meeting on the "Maine Woods Proposal" in Millinocket, Maine on August 18, 2011. On May 16, 2016, ~~-~~ NPS Director Jarvis and U.S. Senator Angus King met with elected officials and local community members in the Millinocket area and attended a public meeting at the University of Maine in Orono. ~~Their~~The joint appearances of Jarvis and King were scheduled so that Mainers could voice their opinions on a proposed donation of private lands in the Katahdin region that could result in a new unit of the national park system. In addition, EPI engaged in substantial public outreach prior to designation.

Local Economy and Economic Impacts

Penobscot County, with a population of 151,806 people[1], is home to less than 11.4% of the population of the State of Maine. In recent years, the county has experienced slightly higher levels of unemployment and lower levels of median household income than the s~~S~~tate. The ~~C~~county also has a significantly higher Native American population, with 1.2% of the population being of Native American descent versus 0.7% for the State. The Penobscot Indian Island Reservation is within the c~~C~~ounty borders.

[1] 2011-2015 ACS, 5-Year Estimates, U.S. Census Bureau

Activities and Resources Associated With Katahdin ~~A~~Woods and Waters National Monument

Information on the economic contributions associated with the activities occurring at KAWW ~~National Monument are~~is provided below.

- **Recreation:** Visitor activities at the Monument include: hiking, skiing, snowshoeing, driving, hunting, camping, mountain biking, snowmobiling, and fishing. Quantitative visitor use data is limited, as the Monument did not open until August 24, 2016. Gathering accurate visitor use data for KAWW is a challenge; there are 7 roads leading into the Monument, as well as entrance by the East Branch of the Penobscot. The Katahdin Loop Road vehicle counter was the only counter the Monument had in place during 2016. This counter was in place before and after the Monument opened. From the date of designation (August 24, 2016) to the time the counter was pulled for the season (end of October 2016), the counter recorded a total of 1,215 vehicles (average of just over 18 vehicles per day). It is estimated that the 1,215 vehicles carried a total of approximately 2,500 visitors. Two additional vehicle counters were installed during the 2017 summer season. Through July 25th, counters have recorded over 2,400 vehicles entering the Monument, including 1,465 vehicles over the loop road. It is estimated that the vehicles counted have carried over 5,000 summer 2017 visitors, to date (July 25). The Monument did not have counters during the 2016- 2017 winter, but a couple of the area's snowmobile trails (Interconnected Trail System) pass through 5 sections of the Monument. NPS staff spoke with one of the businesses that rents sleds and grooms the trails, and estimates that between 10,000 and 15,000 sleds came through the Monument during the winter of 2016- 2017. Trip-related spending by KAWW visitors generates and supports a considerable amount of economic activity within surrounding communities. With more data and time an economic effects analysis could be done to measure how visitor spending cycles through local economies, generating business sales and supporting jobs and income.
- **Energy.** There are no known oil, gas, coal, or other energy mineral deposits within the Monument boundaries.
- **Non-fuel minerals.** There are no known mineral deposits within the Monument boundaries.
- **Timber.** There is no commercial timber production on the Monument. ~~A~~From designation to the present, approximately 80 cords of hardwood will be sold ~~since designation~~ as the result of a road clearing project within the boundary of the Monument. At this time, KAWW is not aware of any additional projects that would result in timber harvest.
- **Grazing.** There is no grazing within the Monument boundaries.
- **Cultural and historic resources.** (b) (5) DPP [redacted] ~~t~~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.

  For some 11,000 years, Native peoples have inhabited the area, depending on its waterways and woods for sustenance. They traveled during the year from the upper reaches of the East Branch of

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the Penobscot River and its tributaries to coastal destinations like Frenchman and Penobscot Bays. Native peoples have traditionally used the rivers as a vast transportation network, seasonally searching for food, furs, medicines, and many other resources. Based on the results of archeological research performed in nearby areas, researchers believe that much of the archeological record of this long Native American presence in KAWW remains to be discovered, creating significant opportunity for scientific investigation. ~~What is known is that the~~The Wabanaki people, in particular the Penobscot Indian Nation, consider the Penobscot River (including the East Branch watershed) a centerpiece of their culture and spiritual values. A cultural resources assessment is ~~scheduled~~ ongoing for Lunksoos Camps, a site occupied for at least 150 years in conjunction with logging, timbering, and tourism (it was a sporting camp at one time). There ~~is one~~ are remaining buildings at Lunksoos Camps, but the exact age is unknown. The main lodge building may be as old as 50 years. The buildings from 150 years ago are no longer present at the site, though there may still be foundations or other evidence of their existence. There is occasional hunting, fishing, and fiddlehead gathering done by tribal members of the Penobscot, Passamaquoddy, Mic-Mac, and Maliseet tribes, the same as any other resident of Maine.

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Land Management Tradeoffs

This section presents some information to help understand land management tradeoffs. (b) (5) DPP [redacted]

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Craters of the Moon National Monument & Preserve

Economic Values and Economic Contributions

DRAFT

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.

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

Background

CMNM, the first national monument in Idaho, was established by President Coolidge on May 2, 1924 (Proclamation 1694) to preserve a~~its~~ "lunar" landscape thought to resemble that of the ~~M~~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;~~.~~ ~~T~~this designation allows hunting on NPS-managed lands. In addition, a~~A~~ll BLM-managed lands are open for hunting ~~and fishing~~.

Within the CMNM boundary are 275,100 acres of BLM land, ~~465,300~~ 465,047 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~~ Blaine, Butte, Lincoln, Minidoka, and Power ~~five~~ counties. Because the Monument boundary is minimal in Lincoln County (2%), it is excluded from the economic profile provided below. CMNM is within the historic cultural area of the Shoshone-Bannock and Shoshone-Paiute tribes ~~claim the CMNM is within their historic cultural area~~.

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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. In April 2000, Secretary Bruce Babbitt visited the area ~~in April 2000, meeting~~ and met with local government officials, permittees, and others to have conversations regarding ways to protect the special volcanic resources found in the area. The following month, 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 the expansion.

On the NPS-administered portion of the 2000 monument expansion, the primary public concern was hunting restrictions on the expanded monument lands. The 2002 re-designation of this area to national preserve allows hunting, eliminating this concern.

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

[a]U.S. Census Bureau, 2011-2015 American Community Survey
[b]http://lmi.idaho.gov/publications/2017/LAUS/unemploymentbycounty.pdf

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 s~~S~~tate's population. Only Blaine County exceeds the ~~S~~state's median household income. All but Power County have unemployment rates lower than the ~~S~~state unemployment rate. The population of Blaine County has increased substantially over the past 20 years, while the population of Butte County has dropped. ~~N~~The 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 (farming accounted for 25% or more of the county's earnings or 16% or more of the employment averaged over 2010-2012) – 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 (ERS formula based on recreation-related employment, earnings, income, and seasonal housing) – Blaine County ~~(ERS formula based on recreation-related employment, earnings, income, and seasonal housing)~~
- Manufacturing dependent (manufacturing accounted for 23% or more of the county's earnings or 16% of the employment averaged over 2010-12) – Power County ~~(manufacturing accounted for 23% or more of the county's earnings or 16% of the employment averaged over 2010-12)~~
- None of the counties showed dependence on mining, and none were classified as having 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~~ exhibiting stability that comes with income independent o~~n~~f the labor market, and it corresponds with an aging population.

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From 1970 to 2000, job growth in services, construction, and retail-related industries outpaced growth in every other economic sector in the region. Service~~s~~ industry jobs increased by a much larger number than ~~did~~ jobs in any other industry during those same years; however, ~~, 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.

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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. The area has not been formally assessed for energy but a USGS survey on the mineral resource potential of an area that included CMNM noted that "Locating…hypothetical resources (oil and gas) that may underlie the geologically young lava flows of the study area would require extensive geophysical exploration and drilling."[2]
- **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. There was one Free Use Permit in existence in the ~~BLM~~ Monument on the date of Proclamation 7373. 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) within the Monument total 36,965. Grazing is managed by three different BLM field offices and data on billed AUMs provided by BLM includes AUMs billed

Table 2. Estimated Economic Contributions, 2016

Activities	Value added (net additions to GDP), $ millions	Employment supported (number of jobs)
Recreation*	$5.3~~M~~	139
Grazing	Grazing value-added is not available	94
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

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[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).

[2] Mineral Resource Potential of the Great Rift Instant Study Area Blaine, Butte, Minidoka, and Power Counties, Idaho https://pubs.usgs.gov/mf/1462-B//report.pdf

on allotments that do not fall within Monument boundaries. In FY 2016, there were 51,386 billed AUMs between the three field offices of which an estimated 14,650 are attributed to the Monument. It is estimated that this level of grazing is associated with economic output of approximately $7.0 million and supports around 94 jobs.[3] 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 Amendment includes minor changes to the total number of AUMs permitted in the Monument.

- **Timber:** There is no commercial timber production on the Monument~~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.

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[3] BLM data.