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Tasked to OCL.

MIKE THOMPSON

5TH DISTRICT, CALIFORNIA

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June 9, 2017

Secretary Ryan Zinke
U.S. Department of the Interior
1849 C Street NW,
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Dear Secretary Zinke:

In his Antiquities Act Executive Order, the President directed your agency to review certain monuments designated under the Antiquities Act, including the Berryessa Snow Mountain Monument in my Congressional District. As you develop recommendations on whether monuments created under previous Administrations should be rescinded or resized, I urge you to consider the process through which the Berryessa Snow Mountain Monument was designated.

Over the course of nearly a decade, I worked with federal agencies, state and local governments, businesses, landowners, and advocates to realize the community's goal of providing permanent protection to the Berryessa Snow Mountain region. Along with my fellow Northern California Representatives and my colleagues in the U.S. Senate, I introduced three versions of legislation to protect the region in the 112th, 113th and 114th Congresses, each time making changes to reflect feedback from stakeholders and technical concerns from land managers. Both the House and the Senate held hearings on the legislation where local landowners and the U.S. Department of the Interior expressed their support for the bills, testifying that the "region deserves to be permanently protected for the enjoyment and benefit of current and future generations."¹

An economic study commissioned by the local Town of Winters Chamber of Commerce to map the anticipated impacts of Monument designation found that permanent protection would generate an additional \$50 million in economic activity in the region over the following five years.² Decades of research supported the imperative to protect this 'biodiversity hotspot' and "secure unparalleled access to geologic features associated with an ancient tectonic system."³ Today the Monument serves as a 'living classroom' for students at the University of California at Davis.

1 ENCL – Ahmann Testimony - 07-23-13

2 ENCL – BSM Economic Impact Final Report

3 ENCL - The geologic features of Berryessa Snow Mountain

Our efforts to designate the Monument were supported by five counties, seven cities, over 200 businesses and business groups, scores of locally elected officials, the State of California and both Houses of the California State Legislature, four newspapers, dozens of conservation and recreation organizations, and over 80,000 individuals. In 2014, I hosted a public meeting in my District attended by then-Secretary of the Interior Sally Jewell, U.S. Forest Service Chief Tom Tidwell, and other Administration officials so they could hear directly from stakeholders. I also joined federal officials, including Secretary Jewell, in touring the region on more than one occasion.

When he designated the Monument under the Antiquities Act in 2015, then-President Barack Obama adopted the boundaries and legislative language that I developed in collaboration with agencies and stakeholders. This designation process has been touted as “an example of a designation that worked,” and serves as a perfect illustration of trust between local communities and Washington.⁴

Nearly two years later, the Berryessa Snow Mountain Monument still enjoys strong, broad support from my constituents, Californians, and visitors from across the country. I invite you to visit the region at your earliest convenience. A tour of the Monument will give you a chance to speak with local stakeholders, and see firsthand the worthiness of this incredible landscape.

As a lifelong hunter and outdoorsman, I share your deep appreciation for our country’s great open spaces. When Congress passed the Antiquities Act over a century ago, it granted the President the authority to preserve these iconic American landmarks for future generations. In your recommendations to Congress on all relevant Monuments, I urge you to uphold this historic legacy of stewardship and conservation of our nation’s most precious public lands.

Thank you for your consideration. If you have any questions or concerns about this request, please do not hesitate to contact me.

Sincerely,



MIKE THOMPSON
Member of Congress

⁴ ENCL - New Interior Secretary Zinke sets sights on balance

**STATEMENT TO THE HOUSE NATURAL RESOURCES SUBCOMMITTEE ON
PUBLIC LANDS AND ENVIRONMENTAL REGULATION**

ON

**H.R. 1025, THE BERRYESSA SNOW MOUNTAIN NATIONAL
CONSERVATION AREA ACT**

BY

MRS. JUDY AHMANN

JULY 22, 2013

Thank you Chairman Bishop, Ranking Member Grijalva, and Members of the Subcommittee for giving me this opportunity to speak to you today regarding H.R. 1025, the Berryessa Snow Mountain National Conservation Area Act. I would also like to thank Congressman Thompson for introducing this important legislation as well as Ranking Member Grilajva, and Representatives Huffman and Garamendi, and the other bill co-sponsors.

My name is Judy Ahmann and I am a private landowner and rancher from Northern California. I have been actively involved in the California Cattlemen's Association and have served as the President at the local and state levels. I have also served on the Executive Board of American National Cattlemen. I am a member of the Napa County Farm Bureau and donate time and raise money for scholarship funds for the local 4H and Future Farmers of America groups.

My husband, John, and I operate a 3,000 acre cattle ranch, Running Deer Ranch, located on the northeastern shoreline of Lake Berryessa in the Blue Ridge, which we have recently gifted to our three daughters. Our ranch is directly adjacent to Bureau of Land Management lands that are proposed to be included in this national conservation area. We are strongly supportive of the

Berryessa Snow Mountain National Conservation Area Act because we believe this legislation will help forever preserve this wonderful place and our way of life.

I live and work in an incredible place. Deer and black bear freely roam the steep hillsides while bald and golden eagles, osprey and falcons soar on rising thermals. We love the blue oak woodlands and marvel at the rare plants found on the serpentine soils. A national conservation area designation will keep the region the way it is, creating a lasting legacy of public enjoyment of the outdoors for activities like hunting, grazing, hiking, and rafting.

There are many benefits to a national conservation area, but one that is of particular importance to me is that this designation will require the three federal land managers – the Bureau of Land Management, the U.S. Forest Service, and the Bureau of Reclamation – to develop a cohesive and comprehensive management plan for all the federal lands in the conservation area. A comprehensive management approach will allow the federal agencies and the local community to better coordinate on important regional land use issues such as fire management, noxious weed control, and eradication of illegal marijuana production.

As a rancher, I am supportive of the grazing language included in the legislation. The legislation does not impact existing grazing operations. The legislation also permits new grazing within the conservation area, so long as it is consistent with existing law and the purposes of the area.

Grazing may also be used as a management tool for activities such as noxious weed control or fire suppression.

As a private land owner, I am supportive of the private property language within the legislation. The legislation applies only to Federal lands and does not impact any non-federal land, including private property. Nothing in the legislation requires a landowner to allow public access to private property. And, the land management agencies must continue to provide adequate access to private inholdings within the conservation area.

Representative Thompson and his staff worked closely with local stakeholders to personally hear their thoughts and input, and to incorporate many of their ideas and suggestions. Because of this, H.R. 1025 has strong public support. Cities, counties, chambers of commerce and businesses throughout the region recognize the economic potential of this land designation. Landowners, farmers, and ranchers throughout the region support the bill because they see the value in preserving this area and their way of life. Recreation users from horse riders, to off road vehicle users and mountain bikers, to anglers, birders, hikers, and sportsmen treasure the region and are supportive of the proposed conservation area to maintain their recreational access. I have a list of supporters for this bill that I would like to submit with my testimony for the record.

By being a grandmother, protecting our public lands for future generations is important to me. I want to make sure that this scenic treasure is permanently protected so that it can be enjoyed by my grandchildren and their grandchildren. I am proud to say that my husband and I have been able to do just that. We have placed a conservation easement on Running Deer Ranch to ensure permanent protection of our ranch and the valuable habitat it provides, it is important to us to know that our ranch will remain a ranch as it is into the future.

In addition to permanently protecting the open space of our ranch, we also put a trail easement on our property to open public access to 9,100 acres of Bureau of Land Management federal public lands that had been landlocked. Today, the public can hike a path up to the Berryessa Peak public lands, legally, for the first time in 150 years. Breathtaking vistas, camping opportunities, rugged cliffs and seasonal creeks all can be enjoyed by the public now and for many years to come. I look forward to my grandsons hiking this trail with their Boy Scout troops.

In conclusion, the Berryessa Snow Mountain region deserves to be permanently protected for the enjoyment and benefit of current and future generations. I strongly support H.R. 1025 to protect the Berryessa Snow Mountain region and urge favorable and swift action on this bill. Thank you for the opportunity to testify.

The Economics of Land Use



Final Report

Economic Impact Analysis Berryessa Snow Mountain National Monument Designation

Prepared for:

Winters Chamber of Commerce

Prepared by:

Economic & Planning Systems, Inc.

November 10, 2014

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1. EXECUTIVE SUMMARY

This analysis considers the current and potential future regional economic impact of nature-based recreation within the proposed Berryessa Snow Mountain (BSM) National Monument. The goal of the study is to assess the magnitude of economic effects that are likely to stem from the elevation of these public lands to national monument status, a designation that would be made by the President of the United States under the Antiquities Act. The research effort entailed an assessment of existing conditions, estimation of baseline (i.e., current) economic activity, investigation into other similar national monument designations, and a prospective analysis of economic effects that may result from BSM designation.

The analysis finds that BSM National Monument has the potential to generate a gain of nearly \$50 million in economic activity and over \$800,000 in tax revenue for local communities during the five year period after designation. Gateway communities around the proposed National Monument stand to benefit greatly, particularly if local leaders and businesses mobilize to maximize the potential for new visitors to spend in their communities. The Research Summary below provides a digest of the study and its key findings.

Research Summary

1. The primary economic impact associated with national monument designation likely will be from increased visitation.

Academic and professional studies have consistently shown that elevating the status of public lands (e.g., National Park designation, Wilderness designation, National Monument designation) leads to higher levels of visitation and economic activity in the regional economy. This study did not identify any offsetting negative economic effects associated with BSM designation. Grazing on public lands within BSM would continue and while resource extraction (e.g., mining) likely would not be allowed, the area has seen minimal historical activity or interest. Further, the designation would not affect non-federal land within or adjacent to the national monument.

2. The roughly 350,000 acres of federal land within the proposed BSM National Monument currently supports a variety of recreational pursuits and generates significant visitation to local counties.

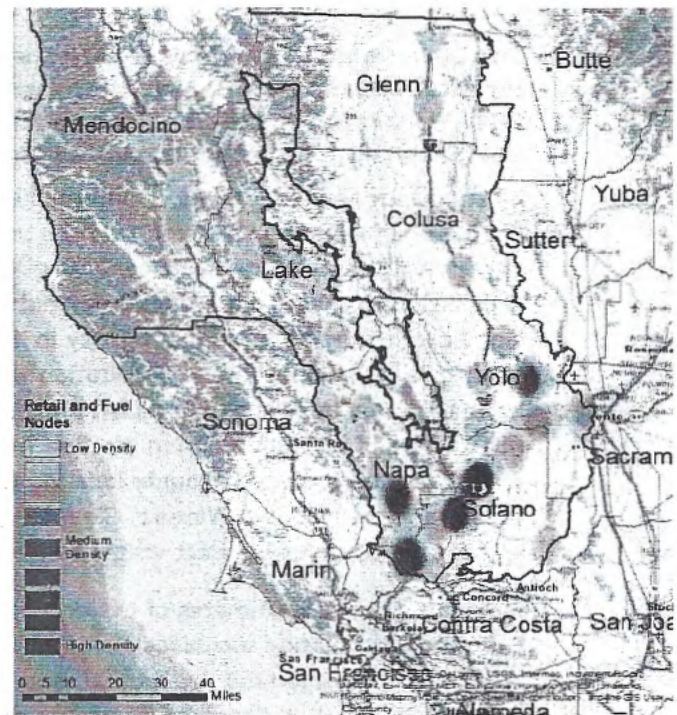
Federal lands within the proposed national monument include the US Forest Service, Bureau of Land Management, and Bureau of Reclamation units that support a variety of recreational activities, including camping, hunting, boating, fishing, off-highway vehicle usage, wildlife viewing, bicycling, and horseback riding, among others. Visitor statistics and input from federal land managers indicate that current visitation to proposed BSM National Monument lands is on the order of 1.1 million visits per year.

3. Current recreational activity within the boundaries of the proposed national monument generates an annual impact of roughly \$55 million in economic output and \$900,000 in sales and lodging tax revenue within local counties.

Based on current visitation and survey-derived trip-related spending estimates, this analysis estimates that BSM generates nearly \$160 million in spending per year. Non-local visitors

account for about 75 percent of this spending. Assuming that about half of non-local visitor spending occurs in local BSM counties, the analysis estimates that BSM is responsible for generating about \$60 million per year in spending, including \$900,000 in sales tax, that would not occur "but for" BSM recreation opportunities. This spending in the local economy by visitors from outside the local region supports \$26.3 million in direct economic output (i.e., local production value), which stimulates "multiplier effects" that occur as spending recirculates in the local economy. In total, this study estimates that including multiplier effects BSM recreation currently supports a total of 600 jobs and \$55.3 million in economic output in local counties.

BSM Gateway Communities



4. National monument designation on other western public lands is correlated with a range of outcomes, but the effect on visitation is overwhelmingly positive.

This study analyzes data concerning seven western national monument designations for which pre- and post-designation visitation data are available. The analysis finds evidence of both positive and negative visitation growth after designation, though five out of seven national monuments studied exhibited higher visitation five years after designation. The data show visitation increases of up to nearly 400 percent. In terms of absolute visitation counts, the most significant increase in annual visitation observed was about 130,000 more visits annually five years after designation. Though generally informative, none of the case studies is perfectly comparable to BSM, particularly because the national monuments studied are not similarly proximate to major metropolitan centers.

5. There will be a variety of opportunities to "leverage" the effect of national monument designation to better attract visitors and spending, including management, marketing, facilities upgrades, and service improvements.

National monument designation at BSM is likely to entail more than just a change in name. The BSM National Monument proposal calls for a management plan to be prepared jointly among the federal resource managers. With highly-coordinated management, resource programs and visitor services could be enhanced. In addition, managers and non-governmental entities could pursue a marketing and information campaign to boost the designation effect, as has been seen elsewhere (e.g., Organ-Mountains Desert Peaks National Monument). With additional funding from public and other sources, visitor facilities could be improved or developed to better attract and support additional visitation. Also, with

designation, increased law enforcement and ranger services could address safety issues and provide other visitor services that increase the appeal of the area.

- 6. The economies of the local counties around BSM are likely to enjoy a cumulative increase in economic output on the order of \$30 million to \$50 million (in constant 2014 dollars) over the five year period following designation, assuming that public- and private-sector efforts complement the designation.**

This study evaluates a range of potential economic effects from visitor growth to BSM, with increases in visitation spanning from 20 percent (215,000 additional visits annually) to 30 percent (322,500 additional visits annually) five years after designation. The estimates, which assume management improvements and capital investments occur, generate significant recurring economic activity in the local economy. By year five, the analysis estimates that higher levels of visitation would support between 120 and 180 new jobs. Local tax revenues accruing to local jurisdictions would increase by between roughly \$540,000 and \$810,000 during the first five years. While these economic effects reflect impacts within the seven-county local economy around BSM, gateway communities near BSM access points, including Winters, Clear Lake, and Williams, are likely to enjoy the most significant increases in direct visitor expenditures.

Figure 1 presents estimates of the economic impact of BSM designation. In the Low Estimate, designation increases awareness of the BSM for recreation and is accompanied by meaningful management, marketing, and basic facilities improvements to accommodate growth. In the High Estimate, the same management, marketing, and facilities improvements occur, but in addition private investment occurs (e.g., new retail offerings or lodging options open) in the gateway communities.¹

Figure 1 Summary of Findings

	Job Increase (Year 5)	Output Effect (5-Year Cumulative)	Local Tax Revenue (5-Year Cumulative)
Low Estimate	120	\$33.2 Million	\$538,000
High Estimate	180	\$49.8 Million	\$807,000

¹ Note that the analysis reflects operational (i.e., recurring) economic effects and does not estimate one-time effects that may result from capital investment.

2. INTRODUCTION

A diverse consortium of citizens and lawmakers seek to establish the Berryessa Snow Mountain National Monument in northern California. The public lands of the proposed BSM region include nearly 350,000 acres of federal holdings in the heart of California's inner Coast Range, north of San Francisco and west of Sacramento. These lands currently support a range of recreational activities, provide habitat and migration corridors for wildlife, and contain unique and rich plant diversity. The area is one of California's most ecologically important regions, and national monument designation will ensure appropriate management of these lands for future generations.²

National monument designation will increase the "visibility" (i.e., public awareness) of the BSM region and likely will increase the number of visitors. Increases in visitation generate additional spending in gateway communities and the regional economy more broadly. It is not anticipated that national monument designation would have any negative economic effects. Grazing would continue within the monument, there are no likely future mining or other resource extraction activities there, and non-federal land adjacent to the BSM designation area would not be affected.

This analysis considers the current regional economic impact of the BSM region and analyzes potential future economic effects that are likely to stem from national monument designation. The study commences with an overview of existing conditions, including current management, visitation, and recreation. The analysis then quantifies the economic impact of existing recreational activities within the regional economy. This initial analysis is followed by a case study assessment that looks at how visitation has changed at other locations where national monument designation has occurred in the past. The findings of the case study assessment are then applied to the case of BSM to determine the range of potential economic impacts that might occur from national monument designation there.

² For more information see "Berryessa Snow Mountain National Monument – Northern California's Hidden Treasure" Draft Proposal, July 28, 2014.

Cedar Roughs Wilderness Area is cooperatively managed by BLM and the California Department of Fish and Wildlife. The Northern California Coastal Wild Heritage Act (2006) designated Cedar Roughs a Wilderness Area and today the area offers exclusively non-motorized recreational activities.

The Knoxville Recreation Area comprises nearly 18,000 acres of steep and rolling hills with varying vegetation that includes woodlands and chaparral land covers. There are rare plant communities, particularly within the area's serpentine barrens. Popular activities within the Knoxville Area include off-highway vehicle (OHV) usage, hunting, mountain biking, camping, and nature viewing.

The Indian Valley Recreation Area offers chaparral hillsides ideal for hunting, camping, bicycling, hiking, equestrian use, and nature viewing. The nearby Indian Valley Reservoir supports fishing, boating, and swimming. However, in dry years, water-based recreation on and around the reservoir is limited.

Lake Berryessa

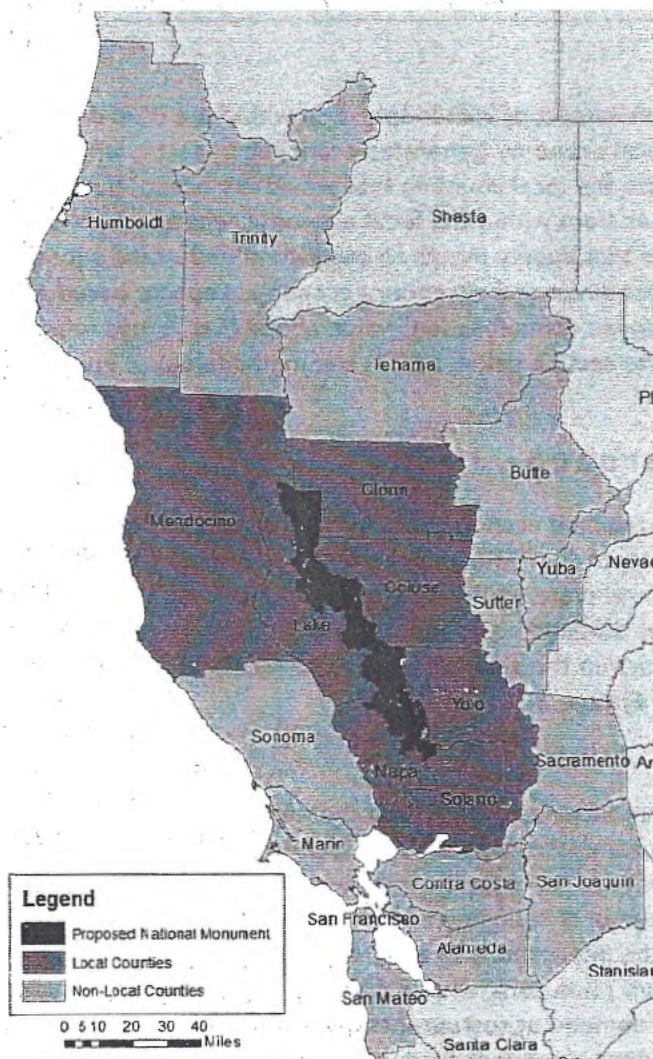
Lake Berryessa is part of a federal flood control and water supply project managed by the BOR. The lake is 23 miles long, three miles wide, with 165 miles of shoreline. BOR and the California Department of Fish and Wildlife jointly manage a 2,000-acre wildlife area along the east side of the lake. The water temperature can reach 75 degrees during summer months, making it an attractive resource for water-based recreation. Boating, fishing, and swimming are popular recreational pursuits at Berryessa. The area currently offers guest accommodations at two resorts, Pleasure Cove Marina and Markley Cove Marina (privately-operated concessions). BOR manages three other visitor use facilities that offer camping and limited services. BOR also manages a boat launch and day use areas for picnicking, swimming, and non-motorized boating.

Visitor Market

Based on survey research conducted at Lake Berryessa and information provided by USFS and BLM staff, this study identifies a "Primary Market Area" from which the majority of visitor trips to BSM are likely to originate. This 21-county area includes most of the Bay Area, Sacramento County, and more rural counties to the north. In total, nearly 8.5 million people live within this market area.

Figure 3 presents a map of the Primary Market Area and associated population data. The map depicts local counties (i.e., those counties that include BSM areas) and non-local counties from which visitors commonly travel. Undoubtedly visitors from other parts of California and the United States, as well as international visitors, do recreate within the BSM region, though these visitors account for a small portion of total visitation.

Figure 3 BSM Primary Market Area



County	Population 2010
Alameda	1,510,271
Butte	220,000
Colusa	21,419
Contra Costa	1,049,025
Glenn	28,122
Humboldt	134,623
Lake	64,665
Marin	252,409
Mendocino	87,841
Napa	136,484
Sacramento	1,418,788
San Francisco	805,235
San Joaquin	685,306
San Mateo	718,451
Solano	413,344
Sonoma	483,878
Sutter	94,737
Tehama	63,463
Trinity	13,786
Yolo	200,849
Yuba	72,155
Total	8,474,851

Source: US Census Bureau and EPS

4. ECONOMIC IMPACTS FROM VISITATION

This chapter evaluates the economic impact of visitor spending within the BSM local counties. Non-local visitor spending in the local economy generates economic impacts, with non-local visitors bringing "new spending" into the local counties that would not occur "but for" BSM. BSM visitors purchase goods and services from within the local economy, which in turn creates a multiplier effect as local businesses that supply inputs to production undertake successive rounds of spending. This analysis evaluates direct and secondary economic impacts based on common metrics such as employment, employee compensation, value added (i.e., gross regional product), and economic output. The section below details the methodological approach employed by this study.

Framework and Approach

To measure economic effects, this regional economic analysis relies on IMPLAN (Impact Analysis for Planning) software, an Input/Output (I/O) model that draws upon data collected by the Minnesota IMPLAN Group from several state and federal sources, including the Bureau of Economic Analysis, Bureau of Labor Statistics, and the Census Bureau. The analysis is specific to the BSM National Monument's impact on the seven-county local area that includes and surrounds proposed national monument (see **Figure 3**).

Input-Output Analysis

Industries in a geographic region are interdependent, and therefore an initial direct economic change (e.g., an increase in sales) stimulates economic effects in various other sectors and generates a larger total economic effect. That is, the initial economic activity creates a multiplier effect that generates successive rounds of spending in other economic sectors within the economy. For example, consider the implications of a BSM visitor purchase at a local restaurant. The restaurant purchases foods from producers, who in turn purchase raw materials from their suppliers. Thus an increase in the demand at restaurants will stimulate an increase in output and employment in the interdependent secondary foodservice industries.

Regional economic impact analysis and I/O models in particular provide a means to quantify the economic effects stemming from a particular industry or economic activity. Specifically, I/O models produce quantitative estimates of the magnitude of regional economic activity resulting from some initial activity (e.g., hospital operations). I/O models rely on economic multipliers that mathematically represent the relationship between the initial change in one sector of the economy and the effect of that change on employment, income, economic output, and value added in other regional industries. These economic data provide a quantitative estimate of the magnitude of shifts in jobs and revenues within a regional economy.

Economic impact analysis begins with estimates of the direct effect of an economic activity (e.g., an initial change in spending). An I/O model then may be used to quantify the multiplier effects that result from the initial change. The multiplier effects are categorized as indirect or induced effects. Indirect effects represent economic impacts on supplier businesses while induced effects

represent economic impacts resulting from household income and spending. In this report, direct, indirect, and induced effects are defined as follows:

- The **Direct Effect** is a measure of the economic value of the initial injection of spending into the economy. In this study, visitor spending is the direct effect.
- The **Indirect Effect** is a measure of the economic value of "upstream" industry-to-industry transactions that supply inputs to the production of goods and services consumed by BSM visitors.
- The **Induced Effect** is a measure of the economic value of labor income that recirculates in the economy as a result of the initial expenditures made by BSM visitors.
- The **Total Impact** is the sum of the direct, indirect, and induced effects. The total impact measures the overall impact of BSM visitor spending on the economy.

This report measures economic significance using common economic metrics, including employment, employee compensation, output, and value added, as defined below.

- **Employment** is equivalent to jobs, a headcount that includes part-time and full-time workers.
- **Employee Compensation** represents payments to labor in the form of both income and fringe benefits paid by the employer (e.g., health, retirement).
- **Value Added** represents the contribution to gross regional product and equals the market value of the final goods and services produced within a particular region. Value added is equal to economic output, as defined below, less the value of intermediate goods and services.
- **Economic Output** represents a measure of economic activity, calculated as production value including intermediate inputs (i.e., the goods and services used in the production of final products). Output includes spending on employee compensation as well as the production value of intermediate inputs.

Economic Impacts from Current Recreation

This section discusses the I/O analysis of current visitation to BSM, including direct and indirect impacts. The following discussion details data inputs and analytical findings. The analysis is based on data collected by EPS from various sources, including federal land managers, and the IMPLAN I/O model.

Visitation Estimates

EPS conducted phone interviews with USFS, BLM, and BOR resource managers familiar with recreation trends and visitation levels on federal land within the proposed BSM National Monument. Managers highlighted popular recreation activities and provided guidance concerning available data and other resources. The interviews and subsequent research into existing conditions on federal lands within the proposed national monument indicate that current visitation is on the order of 1.1 million visits per year.

In general, the resource managers indicate that recreation within BSM has been declining, in particular at Lake Berryessa, which currently offers fewer lakeside resorts and visitor amenities than in the past.⁴ While visitation to Berryessa peaked at about 1.8 million visits annually during the late 1980s, current visitation is estimated at roughly 500,000 visits per year. In the Mendocino National Forest, visitation has been flat to declining. Though detailed time-series data are unavailable, USFS staff indicates that recreation dropped during the 2008 recession and has been slow to recover. In addition to the recent recession, USFS budgetary constraints have led to deferred maintenance of campgrounds and other park infrastructure, which may be affecting visitation levels. **Figure 4** presents current visitation estimates for the proposed national monument area.

Figure 4 Current Visitation to the Proposed National Monument

Recreation Area (NM sub-areas only)	Annual Visitation Estimate
Mendocino National Forest (USFS)	400,000
Cache Creek Natural Area (BLM)	20,000
Indian Valley Recreation Area (BLM)	140,000
Knoxville Recreation Area (BLM)	15,000
Lake Berryessa (BOR)	500,000
Total NM Area	1,075,000

Sources: *Assessment of Market Conditions for Outdoor Recreation Facilities and Services at Lake Berryessa* (2014); USFS National Visitor Use Monitoring Program; Personal communications with BOR, BLM, and USFS staff.

The economic impact of recreation in the BSM region is determined by the non-local visitors. As is typical in economic analysis of recreation and leisure activities, this analysis assumes that local visitors would continue to spend on recreation-related goods and services in the local economy, even in the absence of BSM. It is the non-local visitors to the BSM region who bring new money to the economy that create an economic impact attributable to BSM. This analysis relies on existing visitor studies and interviews to determine appropriate assumptions regarding local and non-local visitation levels, shown in **Figure 5**.

⁴ BOR is currently involved in a commercial services planning process that will culminate in identifying the preferred development and management of necessary and appropriate long-term recreation facilities and services at Lake Berryessa. For more information see <http://www.usbr.gov/mp/cca0/berryessa/updates/index.html>

Figure 5 Non-Local Visitation Estimate

Recreation Area (NM sub-areas only)	Non-Local Visitation (% of Total)	Annual Non-Local Visitation Estimate
Mendocino NF	70%	280,000
BLM Areas	70%	123,000
Lake Berryessa	80%	400,000
Total NM Area	75%	803,000

Sources: *A Study of Boater Recreation on Lake Berryessa (1998)*; Personal communications with BOR, BLM, and USFS staff.

Visitor Spending

Available visitor survey data supply the assumptions regarding visitor spending for this analysis. Specifically, the analysis relies on a survey of visitors to Lake Berryessa, conducted in the late 1990s, and 2011 data from the US Fish and Wildlife Service National Survey of Fishing, Hunting, and Wildlife-Associated Recreation (California state report). All spending estimates are inflated to 2014 dollars based on the US consumer price index. Spending attributable to visits to the Mendocino National Forest reflect a typical two-day hunting trip in California while spending attributable to visits to BLM lands within BSM reflect a typical two-day trip for wildlife viewing.

The survey data concerning visitor spending reflect total trip-related spending, including spending near home, along the way to BSM, and at gateway communities within the local BSM counties. None of the surveys considered as part of this study reveal the proportion of spending that occurs locally. However, interviews with the resource managers reveal that many BSM visitors do shop for their trip before leaving on their trip (i.e., at their point of origin). Food and supplies commonly are brought into the local economy by BSM visitors. This analysis assumes that 50 percent of total trip-related purchases are made within the BSM local economies. **Figure 6** presents visitor spending estimates.

Figure 6. Trip-Related Visitor Spending Estimates

Recreation Area	Per-Visit Total Spending	Per-Visit Gateway Spending
Mendocino NF	\$156	\$78
BLM Areas	\$129	\$64
Lake Berryessa	\$149	\$74

Sources: *A Study of Boater Recreation On Lake Berryessa (1998)*; *2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation*; Personal communications with BOR, BLM, and USFS staff.

This analysis estimates that current visitation to BSM supports about \$119 million in spending on trip-related expenditures annually. This analysis assumes that half of that spending, approximately \$59 million, occurs within the local counties. Lake Berryessa visitation accounts for half of this spending, about \$30 million. Mendocino National Forest and BLM lands within the proposed national monument also support about \$30 million in local spending (\$22 million and \$8 million, respectively).

Because fuel and most retail goods are not produced within the local economy, the economic output (production) associated with visitor purchases is somewhat lower than the gross sales value. This analysis measures the local output associated with fuel and retail purchases based on estimates of the retail margin (i.e., markup value achieved by the local sales entity). Accounting for local production (i.e., excluding pass-through value attributable to goods made elsewhere), the analysis estimates that direct economic output from non-local BSM visitor spending in the local counties is about \$26 million, as shown in **Figure 7**.

Figure 7 Annual Non-Local Visitor Spending and Output in the Local Counties

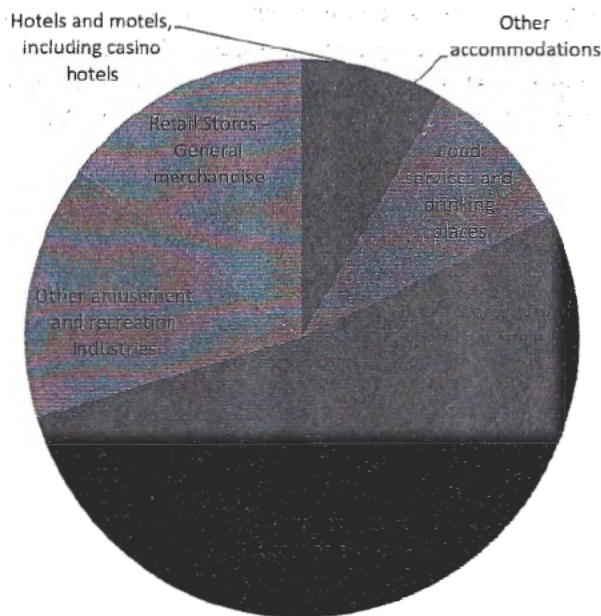
Recreation Area (NM sub-areas only)	Total Spending	Gateway Spending	Direct Output
Mendocino NF	\$43.6 M	\$21.8 M	\$9.2 M
BLM Areas	\$15.8 M	\$7.9 M	\$4.5 M
Lake Berryessa	\$59.5 M	\$29.8 M	\$12.6 M
Total	\$118.9 M	\$59.4 M	\$26.3 M

Source: IMPLAN and EPS

Economic Gateways to BSM

Visitors to BSM are likely to seek fuel, recreation goods and services, general merchandise, restaurants, food stores, and overnight accommodations in the communities that surround BSM. Based on the available survey data, visitor spending is coded to IMPLAN industry categories for the I/O analysis. **Figure 8** presents the distribution of visitor spending by industry category.

Figure 8 Visitor Spending by Industry



Sources: Visitor surveys, interviews, IMPLAN, and EPS

Figure 11 Annual Tax Benefit of Current Visitation Spending

Spending Type	Gateway Spending	Local Tax Rate	Local Tax Revenue
Hotels, Motels and Other Accommodations	\$5.0 M	10%	\$497,000
Taxable Retail Purchases	\$40.0 M	1%	\$400,000
Total	\$45.0 M		\$897,000

5. *ECONOMIC IMPACT OF DESIGNATION*

The Designation Effect

Professional and academic research efforts point to positive regional economic effects attributable to national monument designation. BSM National Monument would be established under the Antiquities Act, which allows the president to protect America's wildlands and historical sites as national monuments. Thus, the designation provides an indication of the natural or historic significance of an area. With the President's designation of a national monument, visitation to the designated area often increases. This effect is largely due to the increased "visibility" of the site in news media, and public awareness of the site's national importance. In some cases, visitation increases are magnified ("leveraged") by well-coordinated resource management. Recreation can increase more dramatically when the designation is complemented by marketing efforts performed by both public and private sector actors (e.g., resource managers and local Chambers of Commerce).

In addition to technical research and analysis, local reporting on recent national monument designations clearly indicates a positive economic effect associated with designation. For example, one year after designation of Rio Grande del Norte National Monument, local sources reported on evidence of an early economic bump. In particular, the local Chamber of Commerce reports indicate that the Town of Taos lodging tax revenue increased by 21 percent and gross-receipts revenue to businesses in Taos County in the Accommodations and Food Service sector was 8.3 percent higher (in the second half of 2013 compared to the same period of 2012) after designation.⁵

Case Study Analysis

To assess the potential for national monument designation to increase visitation at BSM, this research identifies seven national monuments for study. The selected monuments are large western public land units designated during the early 2000s. The early 2000s designation offers sufficient post-designation data for evaluation of visitation effects. The analysis considers post-designation visitation trends at the following national monuments:

- Canyons of the Ancients, CO
- Carrizo Plain, CA
- Grand Canyon-Parashant, AZ
- Kasha-Katuwe Tent Rocks, NM
- Sonoran Desert, AZ
- Upper Missouri River Breaks, MT
- Vermillion Cliffs, AZ

⁵ Press Release: Business, civic leaders celebrate Rio Grande del Norte National Monument's One-Year Anniversary, New Mexico Green Chamber of Commerce, March 20, 2014.

It is important to note that while these are the most comparable recently-created national monuments for which data are available, not one is a perfect comparable. Most importantly, none of the case study monuments is as close to multiple major population centers as BSM. Further, visitation at the case study monuments (before and after designation) is dramatically lower than at BSM. However, the case studies are informative about the range of outcomes that may occur after designation of a national monument. **Figure 12** presents a comparison of the case study national monuments to the proposed BSM National Monument. **Figure 13** and **Figure 14** present the visitation trends and post-designation growth outcomes at the case study monument.

The case study analysis finds that the range of outcomes includes positive and negative visitation growth post designation. The data show the greatest percentage increase in annual visitation post designation at Kasha-Katuwe Tent Rocks (387 percent) and the most significant absolute increase in annual visitation at Upper Missouri River Breaks (132,000 additional visits), five years after designation.

Interviews with representatives at the national monuments generally supported the notion that the national monument designation played an important role in the observed visitation trend, but also reveal other key determinants of visitation. For example, representatives at Upper Missouri River Breaks indicate that the bicentennial anniversary of the Lewis and Clark Expedition had a notable positive impact on visitation during the period after designation. At Carrizo Plain National Monument, representatives indicate that visitation is highest during good wildflower years and the quality of the wildflower seasons during the early 2000s may have been a more significant factor affecting visitation than the designation.

Figure 12 Comparison of Case Study National Monuments

National Monument	State	Established	Acres	Nearby Metro Area
<i>Berryessa Snow Mountain</i>	CA	<i>Proposed</i>	350,000	2.25 hrs. from San Francisco 1.5 hrs. from Sacramento
Canyons of the Ancients	CO	2000	164,000	4.5 hrs. from Albuquerque
Carrizo Plain	CA	2001	204,107	3.25 hrs. from Los Angeles
Grand Canyon-Parashant	AZ	2000	1,054,264	5 hrs. from Las Vegas
Kasha-Katuwe Tent Rocks	NM	2001	4,148	1 hr. from Albuquerque
Sonoran Desert	AZ	2001	486,149	1.75 hrs. from Phoenix
Upper Missouri River Breaks	MT	2001	377,346	2 hrs. from Billings
Vermilion Cliffs	AZ	2000	293,000	5.75 hrs. from Las Vegas

Figure 13 Comparison of Case Study Visitation Trends

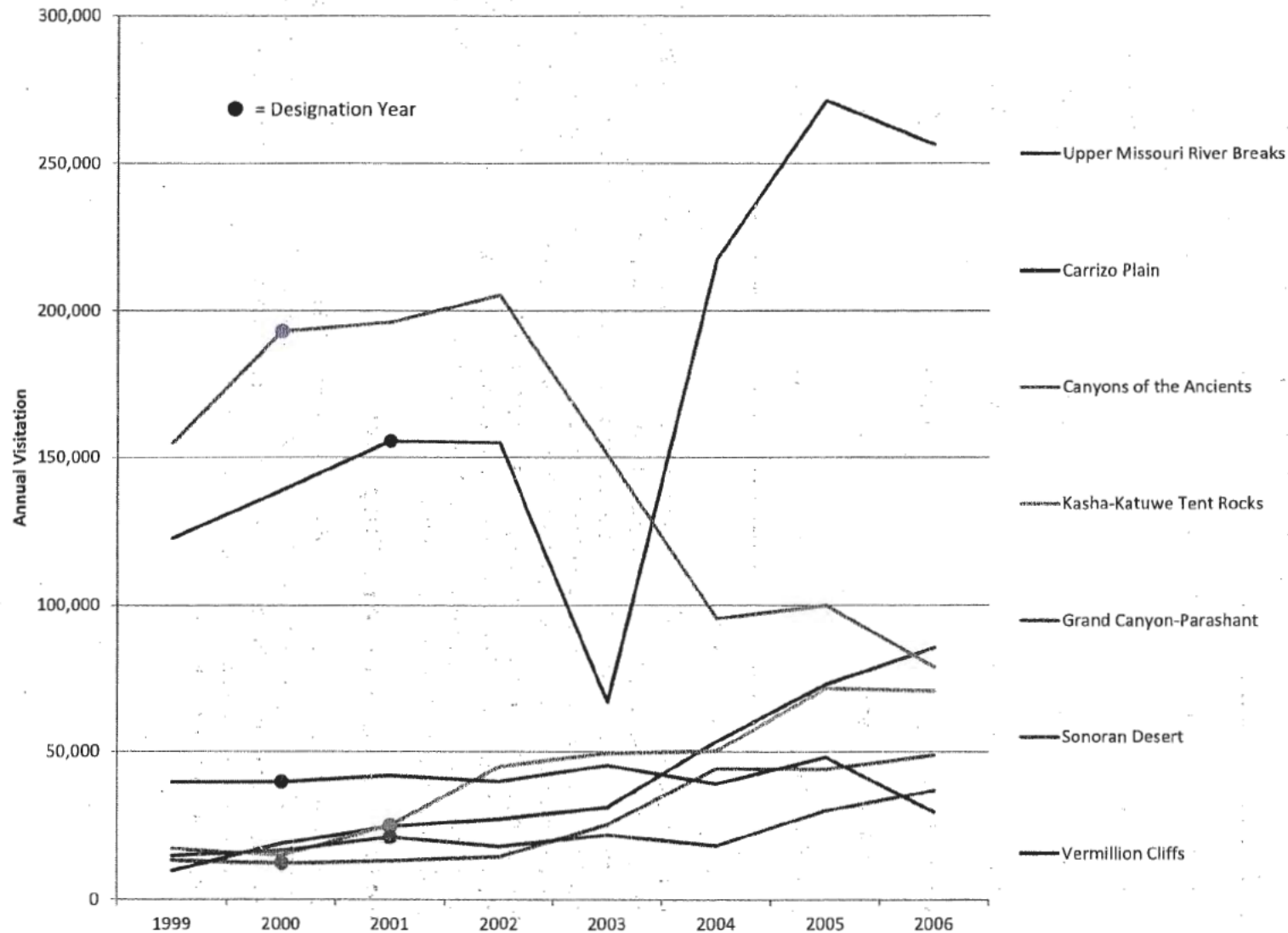


Figure 14 Case Study Visitation Change Post Designation

National Monument	Year 5 Visitation Change	Year 5 Visitation Change (%)
Canyons of the Ancients	-59,275	-38%
Carrizo Plain	54,314	291%
Grand Canyon-Parashant	31,150	238%
Kasha-Katuwe Tent Rocks	56,823	387%
Sonoran Desert	13,724	84%
Upper Missouri River Breaks	132,314	95%
Vermillion Cliffs	-611	-2%

Source: BLM Visitation Data and EPS

While numerous case study monuments enjoyed visitation increases of more than 200 percent, each of these areas had initial (pre-designation) visitation of less than 20,000 visits. The maximum observed absolute increase in visitation of roughly 132,000 at Upper Missouri Breaks may be more informative regarding the potential visitation increase that might occur at BSM, due to scale comparability. However, Upper Missouri River Breaks is very remote (roughly 2 hours from Billings, a city of about 100,000). It is likely that BSM visitation will increase by more than at Upper Missouri River Breaks, but is unlikely to grow by multiples of the current visitation level. The following section discusses a range of factors that likely affect the potential for BSM to attract additional visits after designation.

Potential Economic Impacts

Based on the case study research and factors specific to BSM, this study offers a range of estimates of future visitation, economic impacts, and fiscal benefits attributable to a national monument designation. The section below commences with a discussion of BSM-specific factors that influence visitation growth potential and concludes with presentation of the national monument economic impact estimates.

businesses. One possibility to market and grow recreation at BSM is to promote "off-season" (fall-spring) activities.

- **Improved visitor services and facilities** – As discussed above, BOR is seeking to develop additional visitor facilities at Lake Berryessa in the future. Similarly, a recent Mendocino National Forest Recreation Facility Analysis indicates that many of the Mendocino's developed recreation sites were built 30 to 50 years ago and that visitor preferences and demographics have changed. To respond to these conditions, the Forest seeks to prioritize actions to more effectively manage recreation sites. A national monument designation, when combined with facility improvements, could achieve more dramatic increases in visitation.
- **Increased law enforcement** - Law enforcement is a fundamental part of the overall management of visitor-serving public lands. Ideally, increases in law enforcement would be sufficient to stamp out illegal, threatening activities. A national monument designation, in combination with increased visitor safety measures, could achieve more dramatic increases in visitation.

While national monument designation does not come with the promise of increased funding, it is anticipated that the national monument would enjoy a modest increase in staffing and law enforcement after monument status is granted. In some cases, such as the recently-designated San Gabriel Mountains National Monument, philanthropic funding has been granted in support of restoration projects.

Economic Impact Estimates

To quantify the local economic impact and tax revenue benefits that could be achieved with the designation of BSM National Monument, this study considers a range of potential economic outcomes. The range of estimates is based on the case study analysis and qualitative assessment of local BSM constraints and opportunities. The estimates consider a potential 20 to 30 percent increase in visitation to BSM, with these increases ramping up over a five-year period. Both low and high estimates assume funding support for improved management and facilities improvements to accommodate and grow visitation.⁶

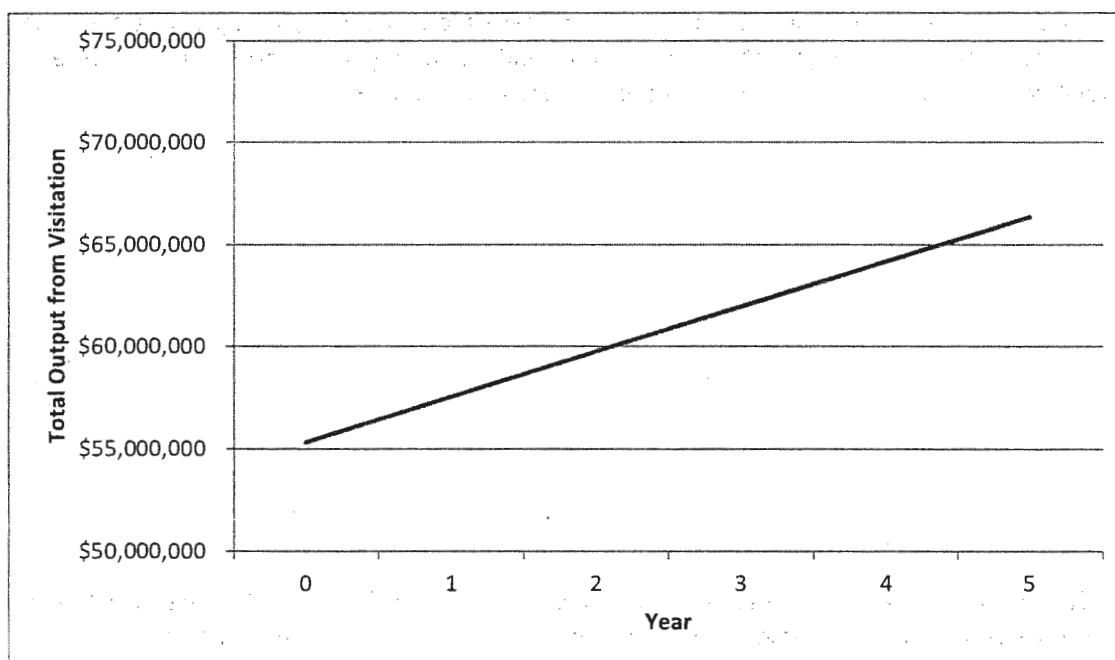
⁶ National monument designation without management improvements or facilities investments is likely to produce a positive but lesser economic effects than the estimates presented here.

Low Estimate

In the low estimate, national monument designation increases awareness of BSM for recreation and is accompanied by meaningful management, marketing, and facilities improvements to accommodate growth. This scenario assumes a 20 percent increase in annual visitation (215,000 additional visits). By year five, the analysis estimates the cumulative effect of the designation on economic output at over \$33 million.

Figure 16 Low-Range Economic Impact Estimates

Year	NM Effect on Visitation (%)	Economic Output (from Visitation)	Annual Monument Effect	Cumulative Monument Effect
0	0	\$55,305,007	\$0	\$0
1	4%	\$57,517,207	\$2,212,200	\$2,212,200
2	8%	\$59,729,408	\$4,424,401	\$6,636,601
3	12%	\$61,941,608	\$6,636,601	\$13,273,202
4	16%	\$64,153,808	\$8,848,801	\$22,122,003
5	20%	\$66,366,008	\$11,061,001	\$33,183,004

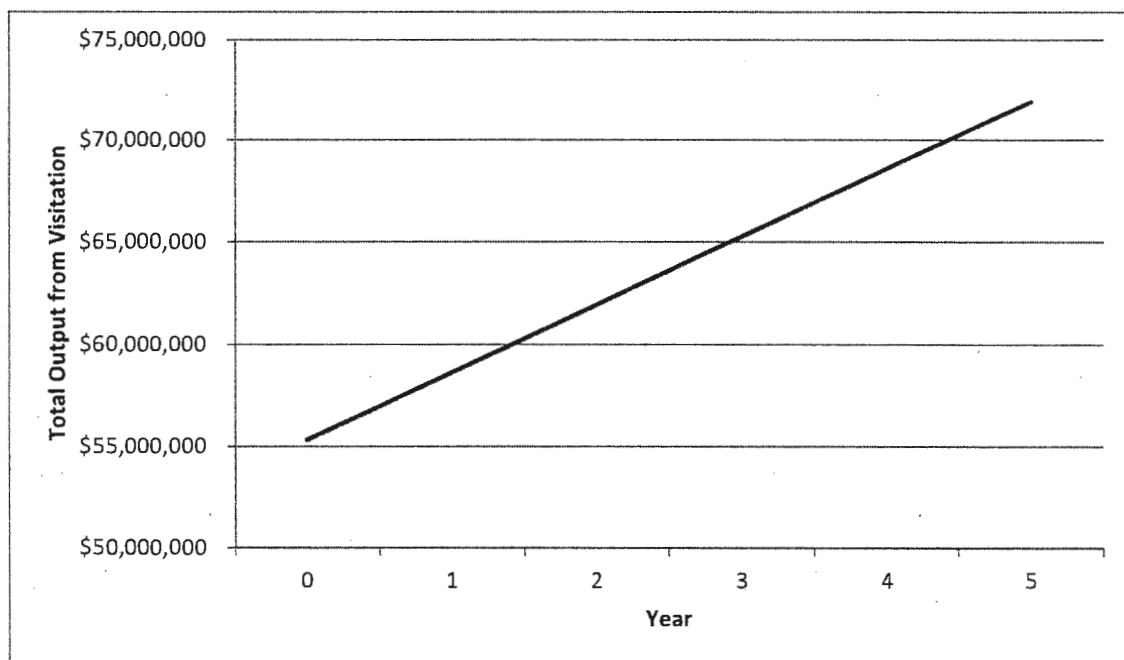


High Estimate

In the high estimate, national monument designation increases awareness of BSM for recreation; management, marketing, and facilities improvements occur; and private investment takes place in gateway communities (e.g., lodging establishments, visitor amenities). This scenario assumes a 30 percent increase in annual visitation (323,000 visits). By year five, the analysis estimates a cumulative effect on economic output of nearly \$50 million.

Figure 17 High-Range Economic Impact Estimates for Scenario II

Year	NM Effect on Visitation (%)	Economic Output (from Visitation)	Annual Monument Effect	Cumulative Monument Effect
0	0	\$55,305,007	\$0	\$0
1	6%	\$58,623,307	\$3,318,300	\$3,318,300
2	12%	\$61,941,608	\$6,636,601	\$9,954,901
3	18%	\$65,259,908	\$9,954,901	\$19,909,803
4	24%	\$68,578,209	\$13,273,202	\$33,183,004
5	30%	\$71,896,509	\$16,591,502	\$49,774,506



Overall, this study finds that the cumulative economic output impact that might occur during the five years following designation could total roughly \$30 million to \$50 million in the local economy. The designation, coupled with management improvements and capital investments, offers economic benefits to businesses in the local economy as visitation to the region increases over time. By year five, the analysis estimates that higher levels of visitation would support between 120 and 180 jobs. Local tax revenues accruing to local jurisdictions would increase by between \$500,000 and \$800,000 over the first five years.

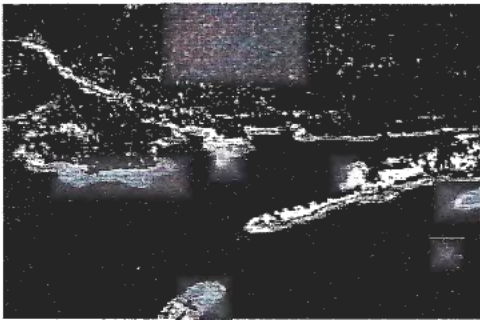
Figure 18 Summary of Findings

	Job Increase (Year 5)	Output Effect (5-Year Cumulative)	Local Tax Revenue (5-Year Cumulative)
Low Estimate	120	\$33.2 Million	\$538,000
High Estimate	180	\$49.8 Million	\$807,000

The geologic features of Berryessa-Snow Mountain

By Eldridge M. and Judith E. Moores

Friday, July 3, 2015



The proposed Berryessa-Snow Mountain National Monument region provides unparalleled access to geologic features associated with an ancient tectonic system where one plate descended beneath another.

The Coast Range Fault, noted on the map, represents the ancient boundary between the upper North American plate and the descending lower plate. Rocks of the upper plate include Great Valley sedimentary and volcanic rocks overlying serpentine, that is, remnants of ancient oceanic crust). The upper plate represents part of the western edge of North America that formed 140-20 million years ago.

Lower plate rocks include the Franciscan complex - deformed and metamorphosed (recrystallized) sedimentary and volcanic rocks - that were scraped off the down-going plate and buried up to 12-20 miles beneath the North American edge as the plate went down and then uplifted to the surface by erosion¹. The active San Andreas fault family was superimposed more recently on this earlier convergent plate situation.

The Great Valley sedimentary rocks themselves were deposited originally on top of oceanic crust, which had previously been incorporated into North American continental rocks. Great Valley sediments were laid down in some 3000 feet of marine waters at the edge of the North American continent. Subsequent earth movements tilted these rocks from their original horizontal position to steeply inclined vertical layers. These rocks are well exposed along the western side of the Great Valley, including in the southeast part of the BSM region.

The serpentine and related rocks of the down-going plate represent remnants of oceanic crust formed at an oceanic spreading center and subsequently added to the North American continent. Serpentine, scientifically called "serpentinite," is a rock formed by combining water with rock that originally was part of the Earth's mantle, the layer beneath the Earth's crust. Soils formed from serpentinite rocks lack certain elements required by most plants. Thus it is not surprising that the BSM hosts unique plant species in a variety of landscapes and microclimates that have adapted to serpentine-derived soils.

Some rocks of both the Franciscan and Great Valley units constitute blocky landscapes formed by a chaotic mixture of diverse rock types. Some of these rocks, often called "melange" after a French word meaning mixture, apparently formed as deposits of "mud volcanoes". Mud volcanoes are widespread in the Marianas trench area, where fluids derived from the down-going plate incorporate blocks of rock as they rise to the surface and spill over to form submarine earth flows some 20,000 feet or so on the ocean floor.² Some complex chaotic rocks found in the Great Valley and Franciscan units may have a similar origin.

Other on-land exposures of similar mud volcano deposits may be present in Turkey, Iran, Afghanistan, and SW Pakistan, but none of these areas is as well-documented or as accessible as the BSM area.

Similar tectonic processes are active today in various locations, e.g., off the Pacific Northwest and in the Marianas Trench National Monument³. Such modern geologic rock-forming processes lie below thousands of feet of water and are not directly observable. To study such rocks, geologists employ deep-sea drilling and

geophysical techniques of remote sensing, small deep-diving two to three-person submarines, or remotely operated submersible vehicles. In contrast, one can walk across the preserved fossil boundary between the two former plates in the BSM and see the rocks and geologic structures that formed during ancient plate interactions.

Snow Mountain itself represents a special feature: It contains submarine volcanic rocks, not more than 140 million-years old, that look as if they were laid down only a few years ago. However, minerals identified in the rocks indicate that they formed as an oceanic submarine volcano (seamount) far west of California, then migrated with the down-going plate to the continental edge, were buried 12-20 miles deep, and rose again to the Earth's surface⁴.

Also, the BSM area exhibits clusters of invertebrate fossils that apparently grew in deep water around chemical seeps⁵. Such clusters are widespread on some modern plate boundaries. The fauna live in the dark thousands of feet deep around cold to warm submarine springs that typically contain methane or hydrogen sulfide. The animals thrive, however, using the chemicals as nutrients. About six such ancient sites lie in the BSM area, enabling one to see such features closely and on land.

In summary, the geology of the BSM region provides valuable instructive exposures of features and processes of a convergent tectonic plate margin. Nowhere else in the world are such features as well developed, preserved, or accessible.

URL: <http://www.dailydemocrat.com/arts-and-entertainment/20150703/the-geologic-features-of-berryessa-snow-mountain>.

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The "Bears Ears" buttes are shown near Blanding, Utah, in June. Former President Barack Obama gave the area national monument status late in his term. Utah's congressional delegation wants President Donald J. Trump to rescind that decision.

Associated Press

Former President Barack Obama declared the 1.35 million-acre monument before leaving office last year. Utah Republicans, like Rep. Jason Chaffetz have said they hope President Trump and Zinke eliminate the monument status.

Republicans' stand on Bears Ears cost Utah the nation's largest outdoors show, which brought 50,000 visitors to the state and \$45 million year. Organizers said they couldn't support a state that didn't support Bears Ears.

Zinke didn't say the monument would be undone, but it might be changed.

"I think we should follow the law in that there is no doubt there are areas that should have special protection and a monument is appropriate," Zinke said. "But we should work with local communities, we should work with the states. We should follow the law that monuments should be appropriate to the specific areas that deserve that protection. Some of the monuments created in the last administration were popular. They had grassroots support. They had broad support at the state level. And other monuments, especially those that were created late and the actions that were taken late in administration, they do they smell of political agenda rather than gaining consensus. And they've become viewed in many parts, especially in Utah, as, once again, breaching this bond of trust. And so my task as a secretary is to review all actions that were taken to make sure that we are and advocate for the local voice and advocate for the state and be seen as partners rather than adversaries."

John Muir was a pioneer of American public land preservation whose vision was crucial in the creation of national parks. His counterpart was Gifford Pinchot, the first chief of the U.S. Forest Service. Pinchot established the management of natural resources for revenue. His maxim was, "The greatest good for the greatest number" and that good included industry.

"Multiple use is making sure that the public can use our lands for the enjoyment and the benefit of the people," Zinke said. "That benefit side may include timber harvest, it may include oil energy production. It may include mining. Our charter is to make sure that those activities that are more invasive have a reclamation plan where at the end of the project that land is returned either in the same or better condition than what we started with. And that's where the right regulation — but not excessive regulation — is needed."

It's where jobs are tied to federal land where relations are most heated between the federal government, states and local communities. Zinke sees a need to restore trust with those communities. In Congress, he tried to give local governments, states and Indian tribes more say in the management decision on federal lands. He was harshly criticized for it by House Democrats who said he was giving too much power to non-federal stakeholders in mining and drilling.

But the federal government should be able to create wealth and jobs from its resources, while also protecting public access to federal property for recreation.

National monuments

Several battles concerning public lands await the new Interior secretary. In Utah tempers are flaring over the Bears Ears National Monument. The "ears" are twin buttes that poke from Southern Utah's Elk Ridge. The features are surrounded by canyons, mesas and cliffs that include archaeological sites.

Management grazing land, punctuated by farm communities founded in the land rush of the early 1900s.



A skier makes her way down from the summit of Big Mountain at Whitefish Mountain Resort. The town of Whitefish and Whitefish Lake are seen in the background.

BUY NOW

JAMES WOODCOCK, Gazette Staff

In Montana, the federal government is everyone's neighbor. It's the fourth largest state in the nation. The federal government owns a third of the property. The Department of Interior manages all but the U.S. Forest Service property.

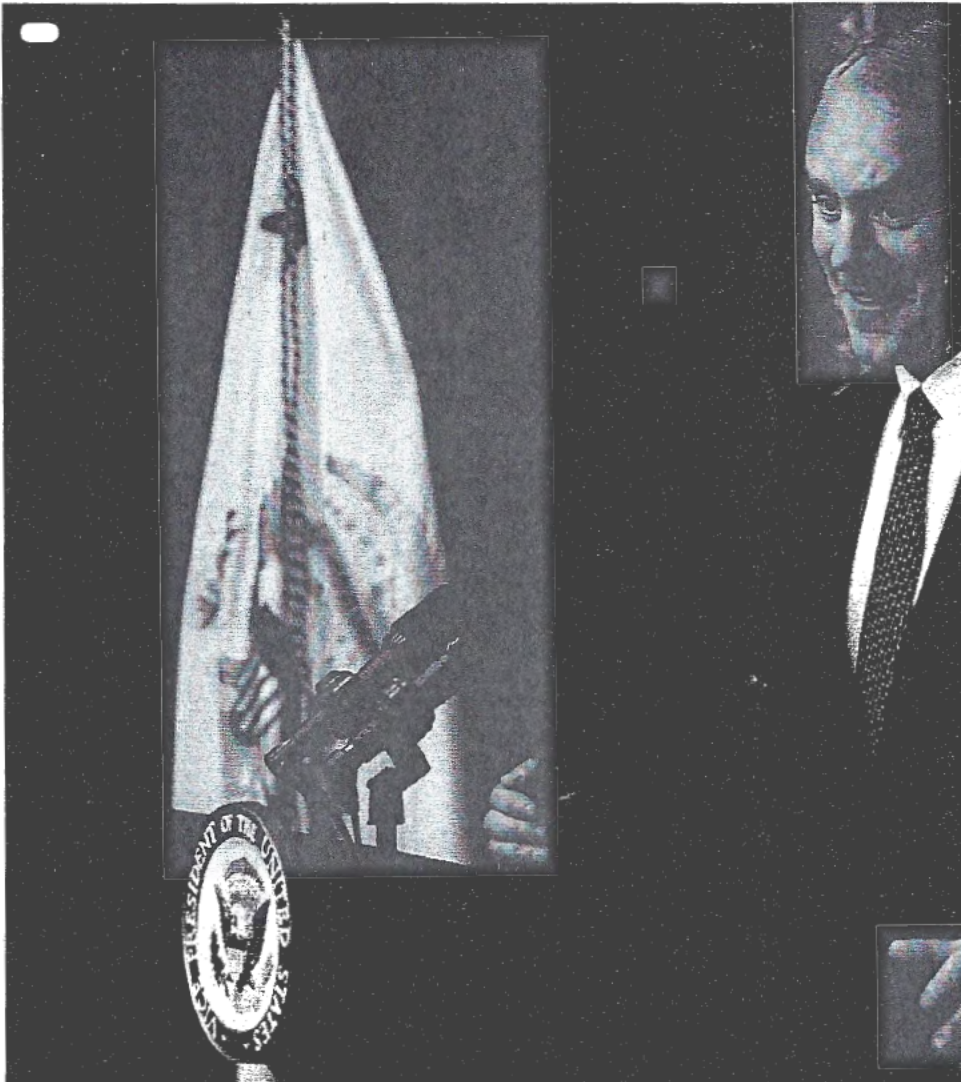
The department represents federal government's obligation to American Indian tribes. It supervises oil, gas drilling and coal mining on federal lands and waters. It manages national parks and battlefields, national monuments and also protects endangered species. The Fourth of July bash on the National Mall? Yep, that too, and several other purposes, as well. It employs 70,000 people and has a \$20.7 billion annual budget.

Like all neighbor relations, sometimes there's tension between communities and their largest neighbor. It is the Department of the Interior's job to balance the public's interests in both conservation and revenue from federal land, Zinke told Lee Montana on Friday.

"I think we have to recognize that there are some public lands that fit better under the Muir model, where man is more of an observer, the lightest footprint," Zinke said. "And there are special places in our public land holdings that deserve that special recognition, and we have it to a degree with wilderness and national parks. But the preponderance of lands, I think, are under the Pinchot model of multiple use."

New Interior Secretary Zinke sets sights on balance

By TOM LUTEY tlutey@billingsgazette.com Mar 4, 2017



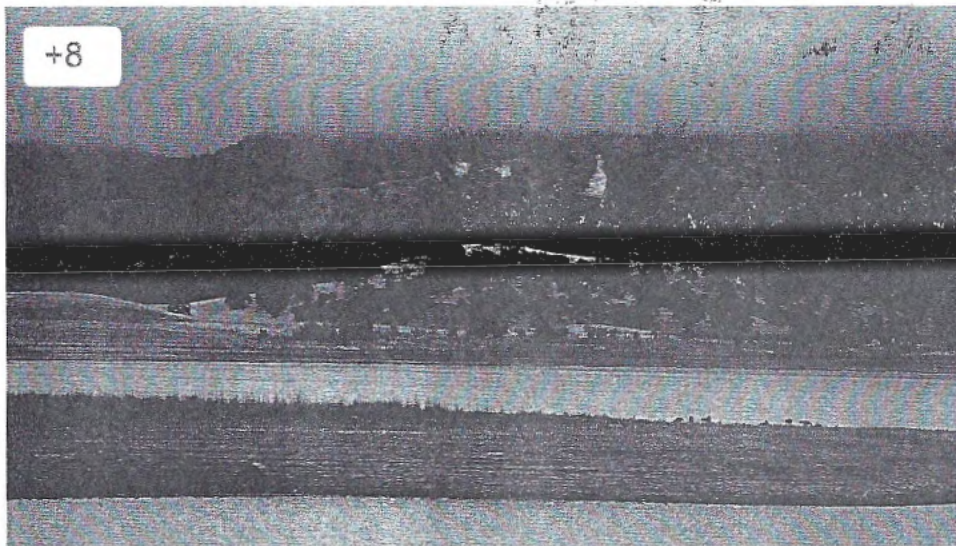
Associated Press

Interior Secretary Ryan Zinke speaks Wednesday in the Eisenhower Executive Office Building being sworn in.

It might not be long before the inscription atop Yellowstone National Park's iconic Roosevelt Arch is posted in Ryan Zinke's new digs.

It's what the new Interior secretary says is his mission for the Department of Interior's management of federal lands: "For the Benefit and Enjoyment of the People."

The Berryessa Snow Mountain National Monument is an example of a declaration that worked. The 330,780-acre monument in Northern California was widely supported by the community. That's the support for a monument Zinke prefers.



Lake Berryessa is seen with parts of California's newest national monument in the background, Friday, July 10, 2015, near Berryessa Snow Mountain National Monument, Calif. California's newest national monument covers hundreds of thousands of acres from marshes to the mountain peaks 6,000 feet above them. Federal protection will let an entire coastal range better weather the warming of climate change, supporters say.

Associated Press

A president has never undone a previous president's national monument. Zinke said there's nothing in the law that prohibits nullification, but there's nothing that clearly allows it, either. But national monuments can be changed.

"There's no doubt that a president can modify a monument that has been done before. There's precedent in that," Zinke said. "I think what the goal is on monument designation is to make sure you have local, and state, broad support of the people who live there, the people who are most affected by the monument. And of course that speaks to what my motto has been and will be: for the enjoyment of the people, which is on the Roosevelt Arch."



In this image provided by Morton County Sheriff's Department, law enforcement and protesters clash near the site of the Dakota Access pipeline on Sunday in Cannon Ball, N.D. At least one person was arrested as protesters sought to push past a bridge on a state highway that had been blockaded since late October.

Associated Press

Standing Rock and Malheur

If the federal government had better local relations, it would hopefully have fewer protests like the one at Standing Rock, North Dakota, where the Dakota Access Pipeline is to cross beneath the Missouri River. The Malheur National Wildlife Refuge standoff in Oregon is another example where Zinke said things might have been different if public perception of federal land management were different. Federal property was damaged, and in the

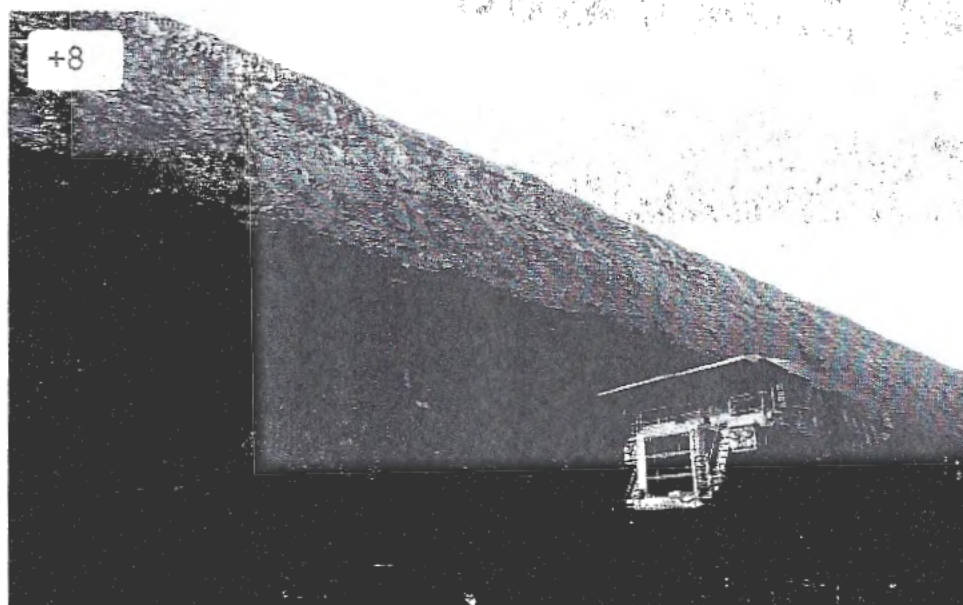
Malheur standoff someone died. Both incidents cost the federal government millions of dollars that could have been spent on restoration and management, he said.

“Going forward, when the public sees a Fish and Wildlife truck, or a BLM truck, I want the public to think about management,” Zinke said, “Wildlife and land management rather than law enforcement. And I think that’s an important distinction. Going forward, again, my biggest task is to restore trust at the local level, and that’s being an advocate and making sure people believe they have a voice.”

Coal

Zinke is a coal-state Republican. Montana has the largest holdings of federal coal in the United States. In Congress, he fought against a DOI suspension of coal leases triggered by concerns that coal royalties were set too low and needed to be studied. President Trump and Congress have since worked to lift the coal lease ban.

Zinke said coal, oil and gas from federal land is important because low-priced energy powers U.S. manufacturing. Those mining jobs are also directly linked to manufacturing in other states, like Illinois, where Caterpillar employees are hopeful an increase in mining under the Trump administration will boost demand for heavy machinery.



A coal truck is dwarfed as it rumbles along the high wall of a coal pit in February 2015 at the Black Thunder Mine.

For The Gazette

Coal's decline is tied to a glut in global supply which has made exports unprofitable while at the same time cheap natural gas replaces coal as the nation's primary source at power plants. Zinke and other Republicans argue that federal policy shouldn't exacerbate coal's problems. They would like to see more coal power, an idea President Trump campaigned on.

But other economies tied to federal land also need to be promoted where possible, Zinke said.

"We should not view it in terms of just extraction," Zinke said. "Public land also has a driver when it comes to recreation. In some areas, particularly in the Seattle area, Mount Rainier, Olympic National Park, the forest around Seattle, there is a strong desire to elevate recreation. In Alaska, there is a strong desire for energy development, many of our Native tribes particularly. Some of the biggest resource concerns are owned by Eskimos and Native indigenous peoples, and they are very pro-energy development. They use the pipeline. In many ways, it is their lifeblood, so I think it's best to view things locally and start understanding the challenges of energy development. The president was right to look at punitive excessive regulations to undo those and let the market drive things. I think the goal is to make sure we have clean air, clean water, but also the economic engine of the U.S."



U.S. Rep. Ryan Zinke, left, laughs with Darrin Old Coyote, then-chairman of Montana's Crow Tribe, during a March 2015 announcement in Billings of a proposal to make permanent a tax break for coal mined from reserves owned by American Indian tribes.

Matthew Brown, Associated Press

Tribal relations

Not all American Indian tribes support fossil fuel development, Zinke acknowledged. Where there is opposition, the United States needs to honor that, he said.

“I think with the tribes, and I’ve talked with the tribes extensively before, although as a congressman I had the best relationship with the tribes in Montana,” Zinke said. “As a secretary now of Interior I have to have the same relationship with all tribes.

“I think it stems from three things. One is sovereignty, and sovereignty has to be more than a word. Sovereignty has to mean something. Two is respect. And three is self-determination. And that’s making sure the tribes have the tools to shape their own destiny and the authority to do that. As you know, even in the West, tribes are not monolithic, meaning that some tribes are pro-resource, pro-energy, pro-fossil fuels. And other tribes stand staunchly against that. I think it goes back to respect and sovereignty that each tribe in my judgement has to have the authority, the tools to carve their own path. And also from the Department of the Interior is to understand culturally many of these tribes are different, and their path may be unique to them, and I have to respect that.”