Opportunity Knocks

How the Proposed Lone Star Coastal National Recreation Area Could Attract Visitors, Boost Business, and Create Jobs





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Cover photo

Paddlers participate in an Artist Boat program. The non-profit Artist Boat uses art and science to promote awareness of coastal areas like this Galveston Island marsh. Photo: © Bob Howen.

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For nearly a century, National Parks Conservation Association has been a powerful independent voice working to strengthen and protect America's favorite places. Through our nationwide network of offices and with our more than one million members and supporters, we speak up for our more than 400 landscapes, seashores, cultural and historic places—whether in communities or on Capitol Hill. And we are inspiring the next generation of national park visitors to care for them just as much as we do.



In 2014, the Lone Star Coastal Alliance, a 501(c)(3) organization, was formed to help realize the goal of the proposed Lone Star Coastal National Recreation Area along the upper Texas Gulf Coast, and to provide financial and other support to the LSCNRA once established.

About This Report

About this Report

In 2011, the Harbinger Consulting Group evaluated potential economic impacts of the proposed Lone Star Coastal National Recreation Area (LSCNRA) in four counties along the upper Texas Gulf coast. This report, updated in 2017 to reflect changes in the geography and partnership that would underpin the LSCNRA, summarizes that study's findings. The 2011 study was commissioned by the National Parks Conservation Association with funding assistance from Houston Wilderness, the Rice University SSPEED Center, Houston Endowment, and Alfred C. Glassell, III. The 2017 update was funded by the National Parks Conservation Association and Lone Star Coastal Alliance.

Understanding the Economic Impact Study

This analysis estimated economic impacts using an "input-output" model,

which assumes that money spent locally—for example, by visitors paying for lodging or giftssupports further economic activity when businesses pay employees, purchase goods, and pay for rent, fuel, taxes, and other expenses. Some of these expenditures are made locally, where the money can then be spent "again" by the businesses and persons who receive it, and so on.

"Direct impacts" are calculated as the amount of spending for an activity or by an organization or group—such as a preserve manager or a visiting family and the jobs this spending immediately supports. "Total impacts" include the "multiplier effect" of those direct expenditures being circulated through the local economy, as described above.

Impacts of visitor spending are estimated based on non-local visitors only. Their expenditures are "new" dollars that originate outside the study area. Spending by local visitors does have an economic effect, but it is difficult to determine how much of that money would have been spent locally even if the LSCNRA did not exist. This analysis takes a conservative approach, calculating the economic impact of visitor spending based solely on the expenditures of visitors from outside the study area that includes Brazoria, Galveston, Jefferson, and Matagorda counties.



Nate McDonald County Judge, Matagorda County

"We practice collaboration here in Matagorda County to create opportunity for the many. A national recreation area could be a great tool to extend that collaboration beyond our county's borders to other coastal counties.

"Communities in all four counties could benefit from tapping into the region's enormous potential to be recognized as a top-shelf destination for outdoor recreation."



Download this report

Download Opportunity Knocks at National Parks Conservation Association (npca.org) or Lone Star Coastal Alliance (lonestarcoastal.org)





Introduction

In 2011, a group of private property owners, local government leaders and managers of parks, preserves, refuges, and historic sites along the upper Texas Gulf coast got together to strategize about regional economic development and coastal resilience. On the table was a strategy to enhance Texas-led stewardship and conservation, develop an economic sector compatible with periodic flooding, and expand and promote nature and heritage tourism and outdoor recreation opportunities. From this meeting, an idea was born: to engage the National Park Service (NPS)—with its domestic and international brand identity and marketing advantages—in a locally driven, regional scale, publicprivate partnership that would become the proposed Lone Star Coastal National Recreation Area.

In an area still recovering from Hurricane Ike, which had devastated local communities and economies in 2008, the LSCNRA was proposed as a way to enhance community resilience while deriving additional benefits from the

low-lying lands that underpin the region's extraordinary natural bounty.

As a unit of the National Park System, the LSCNRA could offer the region's communities significant economic advantages, while retaining local governance and individual landowner control. It could provide a framework for economic development that supports private property rights, historic preservation, conservation, and traditional land uses; enhances employee recruitment and retention for local industry; and promotes small business. It is adapted and resilient to the periodic flooding that characterizes this coastal region, and is fully compatible with structural approaches to storm and flood protection.

This report examines potential economic impacts of the LSCNRA and its partnership with associated sites (see next page), driven by increased visitor spending. It does not assess impacts of of helping maintain coastal resiliency, although these could be substantial.



Mark Wolfe
Executive Director,
Texas Historical Commission

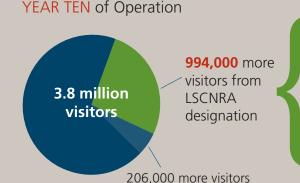
"Brazoria County is rich with historic sites. It stands to gain an even bigger piece of the state's heritage travel revenue by participating in the Lone Star Coastal National Recreation Area."

Key Findings

Projected benefits for Brazoria, Galveston, Jefferson, and Matagorda counties

2.6 million visitors

PRIOR to Designation



whether or not the

LSCNRA is designated

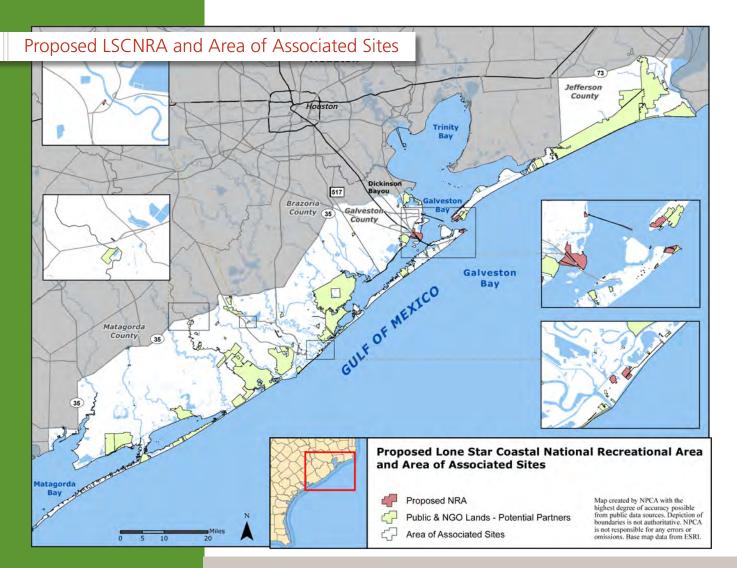
YEAR TEN Additional Economic Impacts from LSCNRA Activities

Add

\$140 million local sales 3,485 local jobs

Sustain

2% increase in private employment, including 9% more jobs in the tourism industry





Ann Willis Owner, Swede's Beach Properties, Bolivar Peninsula

"A national recreation area would give our world-class coastal resources a level of national and international exposure that couldn't be anything but good for business.

What is a National Recreation Area?

- A unit of the National Park System that highlights areas of significant outdoor recreation, natural, heritage, and cultural resource potential. The LSCNRA will be voluntary, Texan-led, and in step with Texas values (more details on p. 6).
- A branding of significant and high-quality experiences for domestic and international visitors.
- An opportunity to coordinate visitor services, tourism marketing, land management, and natural disaster response among voluntarily participating partners.
- A NPS designation, responsive to local concerns, that protects property rights, allows for local control, and may involve some limited park service land ownership. In the proposed LSCNRA, the park service may only acquire and manage specified parcels (shown on the map above in red). The land may only be acquired from voluntary and willing sellers through donation or exchange, or with donated funds

What is the Area of Associated Sites?

An area including more than two dozen private, non-profit, and governmentowned outdoor recreation, natural, heritage, and cultural resource sites that are part of the proposed LSCNRA legislation through the voluntary participation of their owners. The landowners of these associated sites may, on a voluntary basis, enter into agreements with the National Park Service to receive technical and financial assistance through matching grants for planning, capital projects and equipment.

Benefits and Opportunities

The economic value of the upper Texas Gulf Coast's mosaic of natural, cultural, and historical sites is largely untapped. A national recreation area designation could develop this potential more fully, offering a range of benefits to participating sites and local communities.

To identify likely advantages, this study evaluated other national recreation areas and other NPS sites around the U.S., as well as other regional recreation, tourism, and heritage "trails" and areas.

Potential Benefits of National Recreation Area Designation

- 1) National Park Service visitor appeal. NPS designation offers marketing exposure to large numbers of domestic and international visitors. At seven NPS sites examined, visitation grew an average of 565 percent in the first ten years of operation.1
- and shared identity for tourism development and marketing. Experience in heritage areas and tourism trails suggests a regional focus can expand the many tourism benefits for local communities.

2) Enhanced regional collaboration

One success story: The Crooked Road music heritage trail spans ten Virginia counties. In four years of joint marketing, lodging sales in one county grew 90 percent, and tripled in one town. Music events grew five percent each year, and the region's share of state tourism grew two percent.2

3) Quality of life for residents. Like other scenic and heritage areas, a national recreation area can help preserve what people value most about their communities.

Residents along the Lake Country scenic byway in Minnesota see the byway as contributing to their quality of life. Natural areas, cultural and historical sites, and recreation opportunites are important community attributes they say the byway supports.3

4) Voluntary coordination among land managers toward common goals and functions. Programming, facilities construction and maintenance, signage, and resource protection can all benefit from coordination.

At Santa Monica Mountains National Recreation Area in California, operating agreements allow goods and services to move easily between partner agencies to address recreation area needs.

5) Financial leverage and access to funding sources.

Collaboration among the associated sites, combined with the high profile of an NPS designation, could help attract nonprofit, corporate, federal, and other funds. Some funds are available only to NPS units—such as NPS project funding and special sources like the Centennial Challenge, which funded projects in advance of the 2016 NPS 100th anniversary. NPS units are typically supported by strong friends groups that help



Dennis J. Harris Director, Texas City Recreation and Tourism Department

"The five-mile long Texas City Dike is a perfect example of a beneficial intersection of industry and recreation. Built to protect the shipping channel, it's also a great place to watch birds and beautiful sunsets, or launch your fishing boat into the bay.

"The dike—and the many parks and preserves in our area—support corporate recruitment and diversify our economy. A national recreation area would highlight and leverage this win-win relationship."



Eva Malina Co-owner, Pitchfork Ranch Matagorda County

"The heritage of Matagorda County includes many ranches and farms like ours that are literally part of the family, treasured and then handed down to subsequent generations. We are proud that our ranch contributes to the area's scenic beauty and variety and abundance of wildlife, and we hope a national park designation will bring additional visitors to experience our way of life. The more people who value our heritage, the more likely it will be preserved."

- raise funds, recruit volunteers, and conduct special programs.
- 6) Enhanced coastal resilience. A national recreation area designation could promote long-term coastal resiliency. Barrier islands, shoals, marshes, forested wetlands and other coastal features recover quickly following inundation by storm surge. Enhancing the value of these low-lying coastal areas for recreation and developing more economic activity focused on them would expand a regional economic sector that can recover quickly after storms.
- 7) Long-term fiscal benefits for local governments. Adding economic value to the region's working and open lands can save local governments money over time. A study of three Texas counties found providing services to open space and farmlands cost local governments \$0.28 for each dollar of revenue from these lands. Serving residential areas cost \$1.17 for each dollar of revenue.4

How the Lone Star Coastal National Recreation Area Would Work

More than two dozen public and private owners of some 250,000 acres have indicated that they want to voluntarily participate in the LSCNRA public-private partnership, which has been designed with strong local governance and respect for private property rights.

- A local partnership would include local, state, and federal government agencies, nonprofit organizations, and private landowners.
- A locally developed plan would guide the national recreation area and any agreements with associated sites.
- The drafted legislation is customized for Texas values and independence, while realizing the significant benefits of voluntarily engaging with a NPS unit.
- The National Park Service may own only the specific parcels of land identified in the authorizing legislation, and may acquire those parcels only by donation, exchange, or purchase with donated funds from willing sellers.
- Participating landowners retain full ownership and control of their land. Participation is voluntary and at will. Partner organizations could participate in various ways, consistent with their missions and resources.
- The diverse, landscape-scale partnership could position the region to compete successfully for funding and resources that traditionally have been unavailable to this region or to the individual partner organizations and agencies.
- The National Park Service can play a coordinating role and contribute expertise in areas such as education, interpretation, science, visitor services, recreation management, and planning.
- The private nonprofit Lone Star Coastal Alliance has already begun raising private funds to support the proposed LSCNRA and associated sites.

What We Can Learn: Lessons from Three National Recreation Areas

Partnering with Private Property Owners

Santa Monica Mountains National Recreation Area

"Since 1978, the National Park Service has worked cooperatively here to ensure that private property stakeholders in the region have a significant voice in shaping the future of the park and the region.

"As private property owners, we can unequivocally say that the National Park Service has been a strong partner and ally on issues that improve our quality of life, such as natural disaster response, resource maintenance, and the planning and the development of recreational amenities. Its stewardship of natural resources in these mountains has not only enhanced our quality of life, but has enhanced our property values."

Kim Lamorie,
 President, Las Virgenes
 Homeowners Federation

Integrating History and Outdoor Recreation

Gateway National Recreation Area

"Gateway includes almost 600 historic structures. We have a huge opportunity to connect people with nature and culture through recreation.

"For example, Gateway has a variety of sports fields that bring people here who otherwise wouldn't know anything about the national recreation area. The parents watching the Little League game and looking at a beautiful beach or historic lighthouse might later take their kids to walk on that beach or see the lighthouse.

"Getting Little Leaguers involved in our kayaking program was a huge success. It has gotten people who had no idea what national parks were about interested in what we offer."

Linda Canzanelli,
 Former Superintendent

Improved Visitor Access Boosts Visitation

Boston Harbor Islands National Recreation Area

"Most visitation is to two hub islands of the 34 in our national recreation area. That's because Georges Island and Spectacle Island have the most developed visitor facilities and we focus our programming there. Since Spectacle Island's facilities opened to the public in 2006, visitation to the national recreation area overall has nearly doubled. We expect to open a third hub island (Peddocks) next summer, and expect that to produce continued increases in visitors.

"Only ten of our islands see much public use. Improving access in targeted locations has helped us serve more visitors and still maintain the undeveloped nature of the remainder of the islands."

Tom Powers,
 Former President, Boston
 Harbor Islands Allliance



Waco Mammoth National Monument: A Texas National Park Success Story

In 2015, after a sustained community effort backed by local leaders and elected officials, the city-run Waco Mammoth Site was designated a National Park Service National Monument. In 2016, the park showed a significant boost in visitor activity and revenue.

Visitation

Up 107%

Revenue from tours, educational programs, special events, and gift shop sales

Up 76%

Revenue from guided tours, despite a price reduction upon designation

Up 70%

Park staff report that about half of 2016 visitors were national park travelers who specifically wanted to visit a NPS site.

City of Waco, Mammoth 2016 Operations Report

Economic Impacts—How a national recreation area could

Boost Economic Activity



Bryan FrazierDirector of Parks,
Brazoria County

"The Lone Star Coastal National Recreation Area is planned as a Texas-style national park, honoring our long tradition of private property rights and local control, and reflecting a heritage of thoughtful land use and management. That's important here in Brazoria County, where generations of farmers, ranchers and outdoorsmen have skillfully managed open lands and natural resources. Folks seem to understand that sound stewardship practices enrich the outdoor experience for everyone."

Photo © Nash Baker

As with any national park, visitor spending will support the largest share of the economic impact of the proposed Lone Star Coastal National Recreation Area.

Because it would be built on a core of existing natural areas and heritage sites, the LSCNRA would start out with a strong base of visitors in its first year of full operation. Over the first ten years, as the national recreation area matures, visitation is projected to grow by 46 percent.

Three basic factors account for this increase:

- The exposure and drawing power associated with the National Park Service, including its national parks website.
- 2) Development of new or expanded recreational sites, visitor facilities, services, and programs.

3) Regional coordination and collaboration in connecting and marketing discrete sites and events as more cohesive offerings for visitors.

Increasing visitation, and visitors staying longer in the area, are projected to double the economic impact of the Lone Star Coastal National Recreation Area in its first ten years of operation.

In its tenth year, the designation of the LSCNRA and related collaborative efforts could attract 994,000 new visitors above what would be expected without designation. The money these extra visitors spend would support 3,485 jobs in Brazoria, Galveston, Jefferson, and Matagorda counties. These additional jobs would represent a two percent increase in private employment, and a nine percent increase in tourism jobs.

Total Economic Impact of the Proposed LSCNRA Could Double in Ten Years

Growing visitation is expected to double the economic impact of the Lone Star Coastal National Recreation Area in its first ten years of operation.

PRIOR to Designation

Attract

2.6 million annual visitors

Support

\$263 million local sales

6,240 local jobs*

\$109 million personal income

YEAR TEN of Operation

Attract

3.8 million annual visitors

Support

\$535 million local sales

13,325 local jobs*

\$234 million personal income

^{*} full-time and part-time jobs



Nature photography is a largely untapped visitor interest that could become a regional specialty. by developing a photography "trail" linking photo blinds and promotion of nature photography safaris and field courses. Photo: © Bob Howen

Opportunities to Boost Natural and Cultural Tourism

The upper Texas Gulf Coast is replete with opportunities to build, improve, and expand local offerings for visitors interested in nature, cultural heritage, history, and outdoor recreation.

Visitor centers and nature centers

New nature centers have been built since the inception of this project, and more are on the drawing board. The LSCNRA and associated sites could coordinate and promote the development of these centers as part of a unified visitor experience.

Nature lodges

New eco-lodges, and rebuilt or improved facilities, could provide national-park-quality lodging and activities.

Expanded recreation access

Expanded public access to the bays and barrier islands, along with focused development of recreational facilities, could flesh out the LSCNRA's recreational offerings and help develop new amenties for public use. Boat launches,

boardwalks, hike/bike trails, and driving routes are examples.

Integrating nature and heritage

Linking nature experiences with historical sites and interpretation could leverage the region's rich heritage. The LSCNRA could connect people and nature as a key interpretive theme.

Developing "high-touch" visitor services

Local business development and recruitment can help create the personalized, authentic experience many nature and cultural travelers want.

Thematic itineraries and "trails"

Thematically promoting recreation and heritage opportunities can encourage visitors to explore more of the region. The LSCNRA could build on existing festivals and history, birding, and kayaking trails, as well as promote new themes such as local foods and untold history.



Jim Yarbrough Mayor, City of Galveston

"Each year, the city of Galveston hosts more than six million visitors who come to relax on our sandy beaches and explore our historic neighborhoods. Participating in the Lone Star Coastal National Recreation Area could bring new resources to help Galveston and other municipal and county governments protect and maintain historic landmarks and natural landscapes such as ours."

Building on Success

Making it Happen



Doug McLeod Galveston attorney and former state legislator

"While enhancing coastal resiliency, a national recreation area would put a spotlight on some of the things we love most about our coast – the bays, the birds, the marshes and bayous, great fishing, and beautiful sunsets. It would also create tremendous economic leverage, leading to more tourists, more jobs, and increased business revenues for the Gulf Coast."



John Zendt President & CEO, Moody Gardens, Inc.

"Moody Gardens gets two million visitors per year. Our complex now has 1,000 employees and an annual budget of \$60 million.

"We anticipate that a national recreation area could offer ecotourists a wide range of similar educational and recreational benefits along with greatly enhanced economic results. It could generate worldwide interest and benefit all who experience it, especially the schoolchildren of Texas."

The Lone Star Coastal National Recreation Area could serve as a vehicle for coordinated and focused development that could turn the upper Texas Gulf Coast into a premier outdoor recreation, nature and heritge tourism destination.

Expanding an Already Important Industry

Tourism is already big business here. About one in five jobs across the four counties is related to tourism, with the highest concentration in Galveston County.5 Visitation to the Texas "Gulf Coast" tourism region ranks second among regions in the state.6

Nature and cultural tourism are more important here than in Texas as a whole. Nearly one in five Gulf Coast region visitors participates in naturebased recreation, compared to one in

ten statewide. In large measure, the difference is due to the region's ocean and bay coastal areas. Hunting and fishing are more popular among visitors here (and Texas hunting and fishing rights would be protected under the LSCNRA law), and by a slight margin, more Gulf Coast region visitors participate in cultural activities.7

Leveraging Existing Plans

County economic development plans point to nature and heritage tourism as a key part of the region's economic future.

The proposed Lone Star Coastal National Recreation Area could help address related opportunities and challenges and catalyze progress toward goals that would boost economic benefits for the region, such as:



Roseate spoonbill takes off from a marsh. These striking birds are spring-through-fall residents of the upper Texas Gulf Coast. Photo: © Bob Howen.

- 1) Improving signage to help unite the region, connect visitors with opportunities, and make remote sites feel more accessible.
- 2) Strengthening local communities' identity and function as gateways to recreational opportunities.
- 3) Encouraging local knowledge of the experiences, services, and sites the region offers visitors.
- 4) Promoting sites, events, and itineraries that cross typical tourism promotion boundaries (e.g. counties or cities).
- 5) Creating and promoting a regional brand identity.

Components for Success

A new national recreation area could build on the area's strengths and provide a new catalyst for regional collaboration. Interviews with community and business leaders, land managers, and others in the region suggest that addressing three specific needs could

be critical to the success of the national recreation area initiative:

- 1) Research support for developing a better understanding of tourism in the area, gauging the success of initiatives and the national recreation area over time, and tracking economic impact.
- 2) Coordinated support for local small businesses, and possibly new funding mechanisms to encourage the development of high-quality visitor services and facilities.
- 3) Mechanisms for regional communication and coordination, and easy access to up-to-date information about the national recreation area and related events, services, and facilities throughout the fourcounty region.



Jeff Branick County Judge, Jefferson County

"The proposed Lone Star Coastal National Recreation Area supports the heritage that Texans treasure—like our unique history, our beautiful coastline, and a wide range of outdoor recreation opportunities. It also supports local businesses and jobs, because the same things are appealing to visitors."

National Parks Draw International Travelers

National parks are an increasingly attractive destination for overseas visitors to the United States.

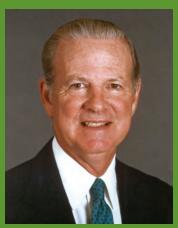
In 2015, 13.6 million overseas travelers visited NPS sites. That's 35 percent of all overseas visitors to the U.S., up from 33 percent in 2012. The share of overseas national park visitors is expected to continue to rise.

International travelers

- Spend 4 to 7 times more than domestic travelers
- Stay 2 to 4 times longer than domestic travelers
- Account for 4% of all travelers, but 17% of all traveler spending, payroll, employment and taxes.

U.S. Travel Association and U.S. Department of Commerce⁸

Moving Forward



James A. Baker III Honorary Chair, Lone Star Coastal National Recreation Area Steering Committee

"Creating and developing a national recreation area along the upper Texas Gulf coast would foster economic activity and growth, and bring national and international recognition to our tremendous natural and cultural resources. This would be a boon not just to the coastal counties, but to the Houston-Galveston region as a whole.

"For these and other reasons, I support this worthwhile effort and encourage others to join me."

This economic impact analysis suggests that the proposed Lone Star Coastal National Recreation Area would be a good investment in the region's longterm prosperity—as well as in its integrity and resilience in the face of the storms that periodically hit the upper Texas Gulf Coast.

Creating a new national recreation area will require a collaborative approach that would be echoed in how the national recreation area is managed.

The Designation Process

A member of Congress can propose a national recreation area designation by introducing legislation. When passing such legislation Congress determines that the area meets the eligibility requirements for inclusion in the National Park System. Eligibility criteria include:

- Unique natural, cultural, or recreational resources:
- Representation of natural or cultural themes not adequately represented in the National Park System;
- Sufficient size and configuration to ensure long-term resource protection and accommodate public use: and
- Potential for efficient administration at a reasonable cost.

Local Participation

Public support is indispensible to shaping the proposed national recreation area, and creating the momentum that results in congressional action. Many

steps have been already been taken, including:

- A steering committee of Texas public and private leaders from the four counties has been established.
- More than two dozen local, state, and federal agencies, nonprofits, and private landowners formally support designation for the national recreation area.
- A feasibility study evaluating the suitability of the project and funded by local foundations was performed. The study found that the proposed Lone Star Coastal National Recreation Area meets or exceeds all eligibility criteria noted above.
- Draft legislation to establish the LSCNRA was developed by the Texan-led coalition of LSCNRA steering committee members and partner organizations and vetted across the region's public and private sectors.
- The legislation establishes the Lone Star Coastal Partnership to develop the plan guiding management and operation of the LSC-NRA. The majority of partnership members must be local public and private landowner representatives.

The Lone Star Coastal National Recreation Area will be managed with Texas priorities at the forefront—and bring the greatest economic advantages possible to the upper Texas Gulf Coast.

End Notes

- 1 The National Park Service units used for comparison are C&O Canal National Historical Park; Cuyahoga Valley National Park; Delaware Water Gap National Recreation Area; Gateway National Recreation Area; Indiana Dunes National Lakeshore; Padre Island National Seashore; and Santa Monica Mountains National Recreation Area.
- 2 Robert R Jones. Economic Impact Assessment of the Crooked Road: Virginia's Heritage Music Trail. Lebanon, Virginia: Sustainable Development Consulting International. 2008.
- 3 Liechty, Rachel S, Ingrid E Schneider, and Brigid Tuck. Lake Country Scenic Byway: Awareness, Impact on Quality of Life & Economy. University of Minnesota Extension. 2010.
- 4 American Farmland Trust. Cost of Community Services Studies for Bandera County (2003), Bexar County (2004), and Hays County (2003).
- 5 Profiles of Industries that Include Travel and Tourism (Brazoria, Galveston, Jefferson, and Matagorda counties). Generated using the Economic Profile System-Human Dimensions Toolkit (http://headwaterseconomics.org/tools/eps-hdt). April 2017.
- 6 D.K. Shifflet & Associates. Texas Destinations 2008-2009. The Office of the Governor, Economic Development Tourism Division. 2010.
- 7 ibid.
- 8 US Travel Association. Highlights of US National Park Visits by Overseas Travelers, 2015. Also, U.S. Department of Commerce, National Travel and Tourism Office.

