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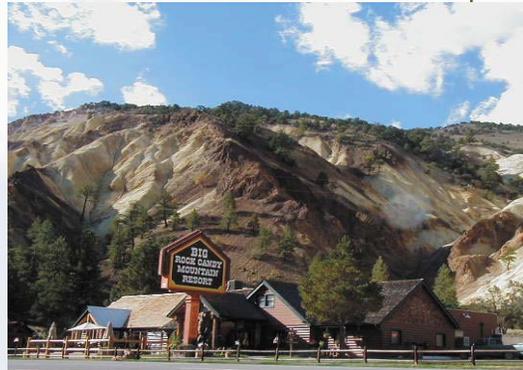
Economic Linkages

SUMMARY OF IMPORTANT ECONOMIC TRENDS AND ISSUES

OVERVIEW

FINDINGS

1. Economic Context
 - a. *Regional Economies*
 - b. *Rural-Urban Differences*
 - c. *Value of Water*
2. Economic Trends
 - a. *Industry Trends*
 - b. *Agriculture and Timber*
 - c. *Oil, Gas, and Mining*
 - d. *Technology*
 - e. *Recreation and Tourism*
3. Economic Linkages to Forest Lands
 - a. *Role of National Forests in Local Economy*
 - b. *Economic Affect of Forest Service Decisions*
 - c. *Economic Linkage Model Analysis*
 - d. *Economic Linkages Findings*
4. Government Revenues and Expenditures
 - a. *Local Property Taxes*
 - b. *Federal Revenue Sharing*
 - c. *Local Expenditures*
 - d. *Taxpayer Subsidization*



SUMMARY OF IMPORTANT ECONOMIC TRENDS AND ISSUES

- The economies of communities in this study area are intertwined with larger, regional economies, as goods, services, and employment opportunities move between them. (*see Regional Economies*)
- There are noticeable differences between counties with economies dominated by rural industries and those with urban industries. Economic ties to Forest resources are more pronounced in smaller communities located closer to National Forests. (*see Rural-Urban Differences*)
- Water is a critical and scarce resource in Utah, essential to the survival of local communities. Water quality and supply is directly affected by watershed management on National Forests. (*see Value of Water*)

- Historic industry data in Utah and across the nation show a downward employment trend in industries that have traditionally supported rural economies, such as mining and agriculture, and an upward trend in service and professional employment, such as technology. (*see Industry Trends*)
- Agricultural employment in the study area has remained somewhat level over the last 30 years, but the types of jobs and ownership have changed. The timber industry has dropped drastically, due in part to Forest Service management decisions. (*see Agricultural and Timber*)
- The oil, gas, and mining industries are concentrated in certain parts of the study area and are more prevalent on BLM lands than Forest Service lands. This industry is a significant part of the economies of several counties, but also has almost no presence in others. (*see Oil, Gas, and Mining*)
- The technology industry is growing across all parts of Utah, rural and urban, and has unique economic needs and forces. (*see Technology*)
- Recreation and tourism are growing across Utah and increasingly shape local economies as well as forest management. (*see Recreation and Tourism*)
- Local economies evolved with the Forest Service and local residents value the businesses and relationships that developed. While the total economic impact of Forests is low at a statewide level, the different industries supported by Forest lands have a significant role in some local economies and lifestyles. (*see Role of National Forests in Local Economy*)
- Decisions and practices of the Forest Service can affect economic ventures on and around Forests by impacting the way business is conducted. (*see Economic Affect of Forest Service Decisions*)
- Approximately 6% of the economy of this region is tied to resources found on Forest lands. Industries with the largest direct employment linkages to Forests include (in descending order) services, trade, government, and agriculture. (*see Economic Linkage Findings*)
- Property tax is a primary revenue source for many communities, but public lands are exempt from local taxation. (*see Local Property Taxes*)
- Local government jurisdictions that contain, or are near public lands collect Payments In Lieu of Taxes, Forest Service Receipts, and other revenues instead of taxes from the agencies that manage these lands. Many communities feel these revenues do not adequately replace lost property tax revenues. (*see Federal Revenue Sharing*)
- Counties spend a significant amount of time and money servicing and planning for public lands and often lack the revenue to do so sufficiently. (*see Local Expenditures*)
- Resources and services that benefit many different people connected to the Forest are often subsidized by different taxes paid at federal, state, and local levels. (*see Taxpayer Subsidization*)

OVERVIEW

As national and global trends change the economy of this region, the relative economic importance of different resources also changes. Because economies and jobs are integral to social and cultural characteristics, these economic changes are altering the face of communities as well. In turn, these societal changes further shift the economy in new directions. The role of National Forests in these local and regional economies continuously evolves with these cycles.

This assessment tries to capture major economic trends and puts them in the context of social and cultural demands placed on these Forests. Several approaches are used to combine data with interpretation of the facts. First, general economic context and trends are described. Second, the tie between Forest uses and management and local economies is estimated in the Economic Linkage Model Analysis. Third, other income and expenditures throughout the study area generally related to National Forests are discussed.

Interpretations of the economic data are essential to understanding the full picture. For example, grazing employment is measured in “full-time equivalents,” but many grazing operations are part-time and directly use the Forest only a few months of the year. Yet, this short but intense use of prime forage on the Forest is crucial to the feasibility of grazing operations. Thus, one employment number doesn’t fully portray the number of people affected and the critical importance of seasonal use. In addition, other activities important to local economies often are often not measured by the Forest Service or other entities. Furthermore, many people and entities have economic ties to National Forest lands whether or not they actually use or are directly connected to those lands. This chapter presents several of these unmeasured connections, and cautions that many more probably exist.

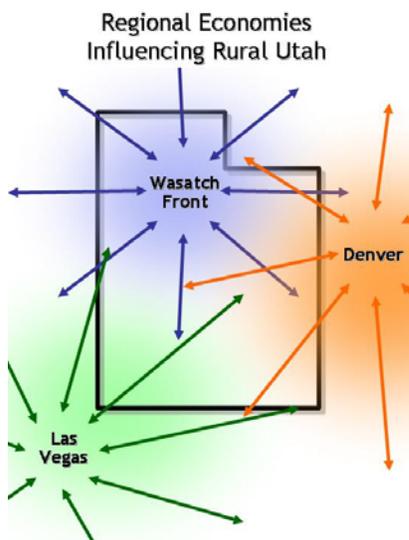
This economic assessment draws on a variety of sources and analyses. Demographic and economic information at local, state, and national levels was drawn from the US Census, Department of Workforce Services, and State of Utah economic and population projections. The Economic Linkages Analysis used data provided by the Forest Service. Many other facts and figures were drawn from a variety of published industry and government reports. This data was reviewed by local communities, tribes and the Technical Review Committee who added personal and professional statements of how they perceive the situation and some potential causes and outcomes of the trends described. Thus, this assessment has both quantitative and qualitative descriptions of these economic connections. Detailed information on each county, tribe, Forest, and the State of Utah that was used to inform this assessment can be found in *Section 4—Profiles*.

FINDINGS

1. Economic Context

a. Regional Economies

The study area can be roughly divided into three economic regions. Southwestern Utah has strong ties to Las Vegas and has St. George and Cedar City as regional support bases. Central Utah has strong ties to Salt Lake City and has Price and Richfield as regional support bases.



The economies of communities in this study area are intertwined with larger, regional economies, as goods, services, and employment opportunities move between them.

Southeastern Utah has ties to Denver and Colorado's economy and has Grand Junction and Moab, as regional support bases. The Four Corners region is a somewhat autonomous and distinct subregion of Southeastern Utah.

The economies of small communities in this study area are intertwined with the larger, regional economies of Utah, Nevada, and Colorado. While the majority of Utah's population lives in urban areas, both urban and rural economies are essential for its economic well-being. Rural economies tend to provide many raw goods, energy, and recreation/tourism opportunities, while more urban economies offer more services and employment.

The greater mobility of people, goods, and information has promoted this regional economy and is driving some of the other changes influencing the region. Communication and transportation enhancements

have expanded the economic sphere of influence of major urban centers. These technologies have also opened the door for larger businesses and employers to enter more rural areas and offer new jobs that attract new residents. Better transportation networks have encouraged constellations of businesses to spread to strategic locations. This opens new opportunities to rural areas with good access to transportation networks. Many rural residents are commuting long distances across county or state lines to take advantage of new employment opportunities. Some workers are also able to relocate to more remote areas because their job does not tie them to a specific location. Mobility has also encouraged recreation and tourism. Weekend trips and second-home ownership are common. Retirees and seasonal workers have also changed local economies as much of their money is earned or spent outside local communities.

Natural resources have also become important not just for their extraction or use value, but also for their value as an amenity. Businesses in the information and service industries frequently factor quality of life into their decisions on where to locate. Employees in these industries often relocate to places that match their quality of life ideals. Health, recreation, scenery, environment, culture and lifestyle are major factors of quality of life. These businesses tend to be smaller, entrepreneurial operations, unlike many of larger, infrastructure-intensive industries of the past. Their choice of business locations is less tied to resources than personal preference.

Across the nation, large, non-local businesses and employers are becoming more common. Residents are very concerned about keeping locally-owned businesses and resisting the chains and franchises that are perceived to remove money out of the local economy. A similar trend is the growth of corporate farm operations, taking over the role once played by family farms.

b. Rural-Urban Differences

There are noticeable differences between counties with economies dominated by rural industries and those with urban industries. These differences are shown in *Figures 2B-2 and 2B-3*, as well as in *Section 4—Profiles*. Urban areas have more information and service sector jobs while rural areas have more resource-dependent employment. Rural counties also tend to have less economic diversity, lower wages, and more employment seasonality while urban counties tend to have more economic diversity, higher wages and more stable employment. Employment opportunities drive many demographic changes. This is evidenced by rapid population growth in all age groups in urban areas compared to slow-growth and a rising median age in rural areas.

The narrower economic base and greater strength of resource-based industries in rural areas has built stronger economic bonds between rural communities and these Forests. The connection between economic ties to land and community lifestyles is also particularly evident in rural areas and tribal communities. Grazing, for example, is much more than a business—it is a living symbol of the rural lifestyle. Thus, smaller communities in the study area tended to perceive stronger ties to these Forests than their economies themselves might indicate.



There are noticeable differences between counties with economies dominated by rural industries and those with urban industries. Economic ties to Forest resources are more pronounced in smaller communities located closer to National Forests.

c. Value of Water

Water is a scarce and critical resource in Utah. The majority of the state's precipitation is captured by mountain peaks on National Forest lands, supplying the streams and underground aquifers. *Figures 2C-8 and 2C-9*, in *2C—Neighboring Land Linkages* show the distribution of water in Utah. The National Forests in this region were established in great part to protect this resource.

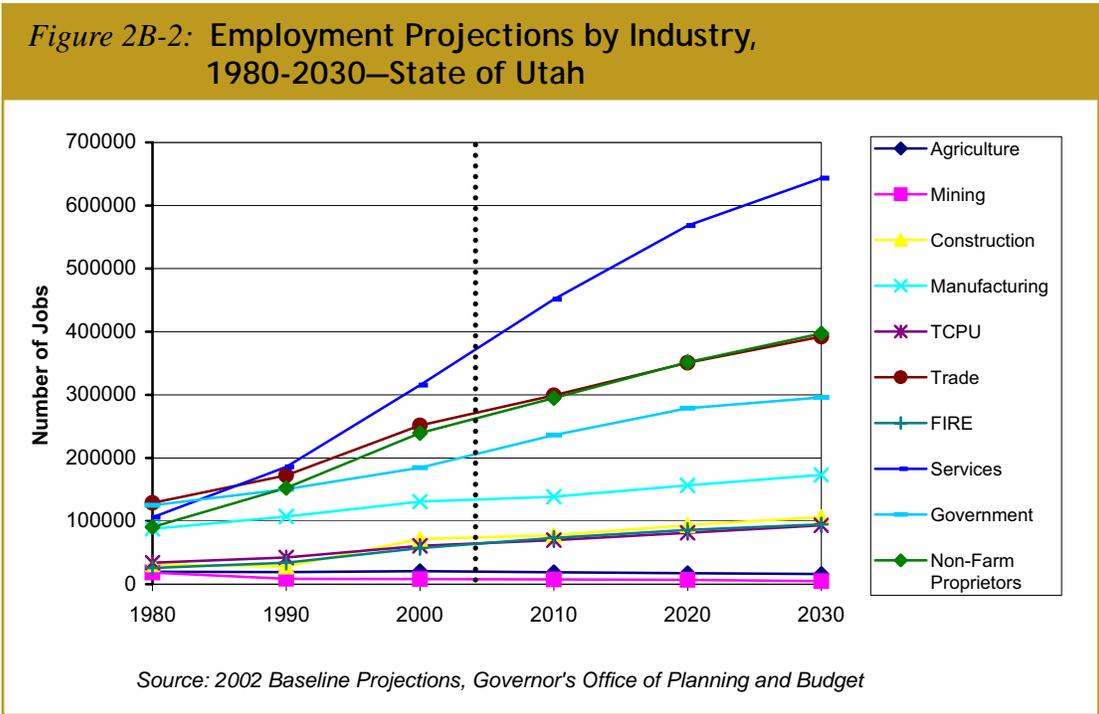
Communities in the study area state that water is their number one concern. Management and availability of this water is essential to the survival of local communities and businesses. Town water systems utilize this resource and nearly every business, from agriculture to manufacturing, depends on this water supply in some way. For example, much of Carbon and Emery Counties' economy centers on mining, including coal, which supplies large power plants locally that transmit electricity around the state. Any disruption of their water supplies impacts a whole chain of industries and businesses. Thus, local communities worry about any Forest Service decision regarding water because of the potential to disrupt their economies.

2. Economic Trends

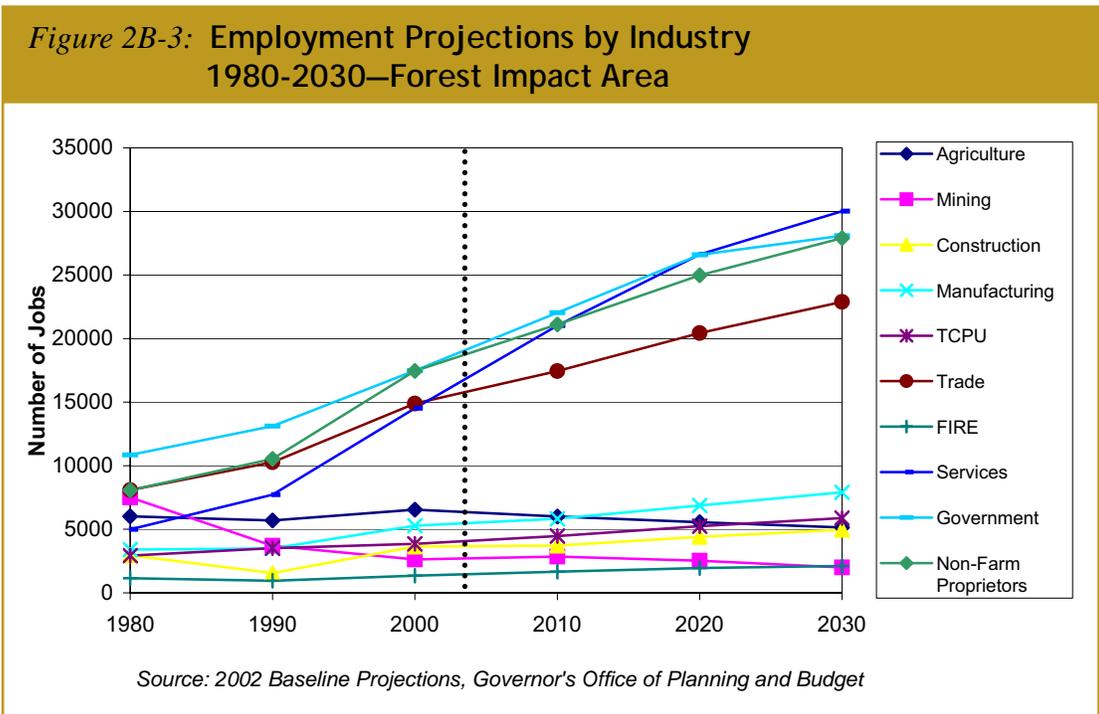
a. Industry Trends

The State of Utah has experienced an overall downward trend in employment for industries that have traditionally supported rural economies—such as mining, timber and agriculture—and an upward trend in industries that have traditionally supported urban economies—such as service and professional employment. This trend varies from one county to another

because of urbanization and growth of industries based on unique resources or location. A comparison of the economic sectors between primarily urban (State of Utah) and primarily rural (Forest Impact Area) is shown in *Figures 2B-2* and *2B-3* below. More data on economic trends can be found in *Section 4—Profiles*.



Historic industry data in Utah and across the nation show a downward employment trend in industries that have traditionally supported rural economies, such as mining and agriculture, and an upward trend in service and professional employment.



As these figures show, employment in many traditional sectors remains flat. Agriculture, which depends on a finite quantity of land and water, has remained flat. Mining has generally declined, often due to fluctuating consumer prices or demand. The timber industry has experienced similar ups and downs and is very limited in many parts of the study area. Manufacturing jobs are also growing slowly, as many jobs have been eliminated by new technology or moved to locations with cheaper labor. On the contrary, several newer industries, including services, trade, small businesses (non-farm proprietors) and local government are growing rapidly.

Many economic changes are being driven by broad trends beyond local control. Globalization has eliminated or moved many jobs in primary industries, like agriculture and manufacturing. Technology and the economies of scale have also changed the types of jobs in many traditional industries. For example, agriculture has shifted primarily from family farms to corporate operations. Information-based industries have grown to overshadow primary industries and continue to fuel more change. Agricultural land and water rights are rapidly being converted for urban development in growing parts of the state. Wider knowledge of environmental issues has increased public support for environmental protection and raised concerns over extractive industries. In response, national policies for federal lands and resources have been developed. These frequently have slowed resource-based uses to a fraction of their previous levels. This is not always intentional. Legal challenges and procedural changes often grind decisions to a halt regardless of the intentions of the Forest Service.

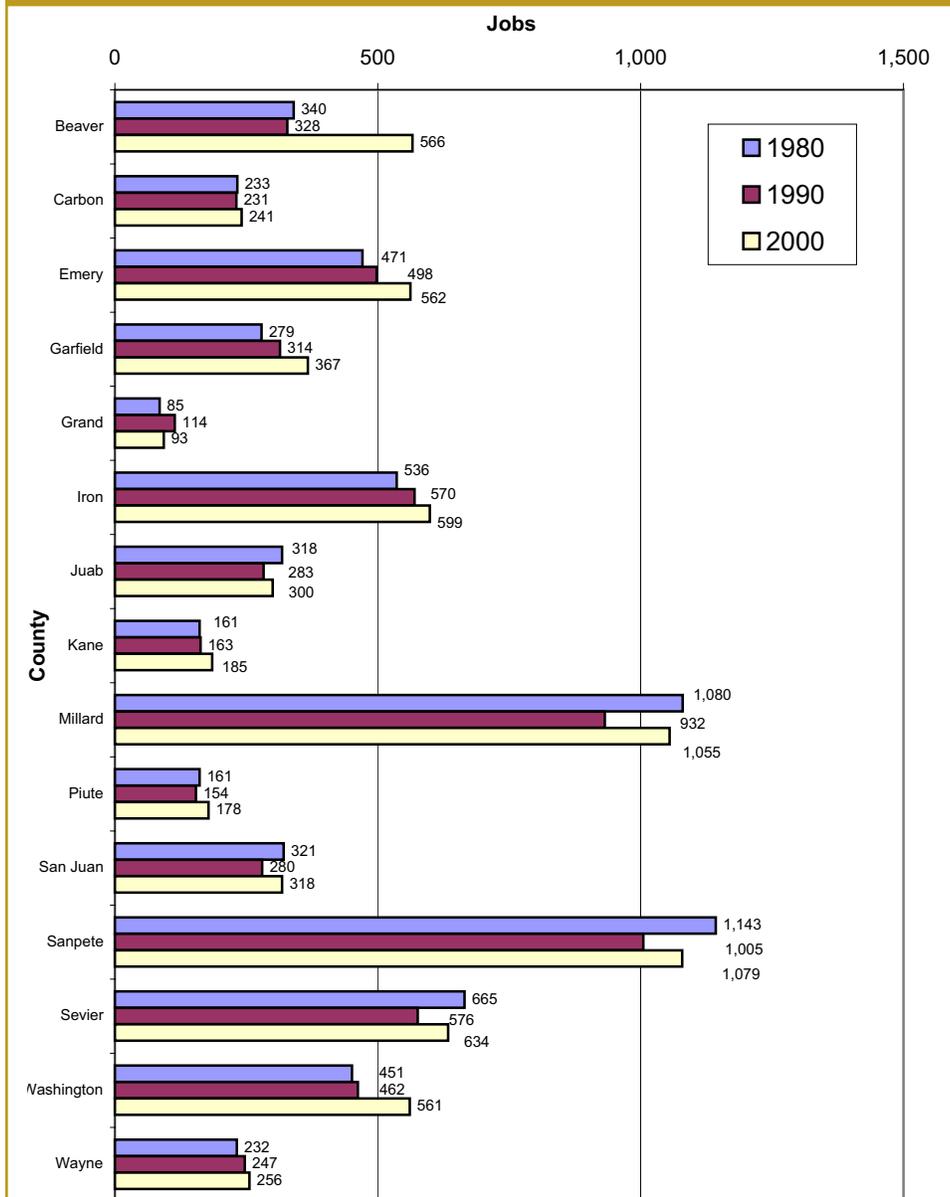
Growing tourism and recreation have created new opportunities for local economies. Places that offer recreation and a high-quality of life have attracted new residents and retirees, who often have a greater need to spend money than to earn it. This growth spurs more jobs, especially in retail, medical, and construction, which spurs still more expansion. The real estate industry has grown substantially in areas close to public lands and property values have risen significantly in many places. Second-homes are a part of this growth but does not always benefit communities as they sometimes demand more in services than they contribute to local economies.

While not all of these trends can be easily managed or changed, local communities are actively working to enhance their economic opportunities. The most successful economies are those that can diversify or set themselves apart with a unique identity. Economic development efforts in the last decade have focused more on recreation and tourism, and exploring ways to boost destination tourism and heritage tourism. Residents would also like to see more creative economic development for traditional industries, such as locally-produced meats and cheeses, or wood products. Local communities also want more control over their own destinies, and asked for more power and predictability in Forest Service decisions that may impact their businesses.

b. Agricultural and Timber

The number of jobs in agriculture has increased over raw numbers in the last two decades, but has dropped as a share of total employment as new industries have entered the region. *Figure 2B-4* shows that the number of farm jobs has grown in many counties individually and on the whole—from 8,456 in 1980 to 8,994 in 2000. Many recently created jobs can

Figure 2B-4: Agricultural Employment in Selected Counties



Source: Regional Economic Information System, Bureau of Economic Analysis, Table CA25

be attributed to the fast growth of a number of poultry, dairy and hog raising operations. Family farming has declined significantly and few families survive on farming alone today. The majority of farming families also earn wages at other full-time or part-time jobs. Still, many families in rural communities maintain a small agricultural operation, such as a few cows with grazing permits or a haying field. These can make a measurable difference in their income, but are just as valued for continuing ties to agricultural landscapes or heritage.

Timber harvesting and processing in this study area are not significant on a statewide level, but play a noticeable role in some local economies, particularly Wayne, Garfield, Sanpete and Montrose counties. A little less than half of the area of Dixie and Manti-La Sal National Forests has marketable timber. Forestry is much more significant on these two Forests than

on Fishlake National Forest, where less than one-third of the land has timber forests. Forestry production has slipped to a fraction of its levels a decade ago. Several community efforts are trying to rebound these numbers, with projects such as a portable mill, and marketing of alternative forest products.



Agricultural employment in the study area has remained somewhat level over the last 30 years, but the types of jobs and ownership have changed. The timber industry has dropped drastically, due in part to Forest Service management decisions.

Measures of this industry are difficult to track for several reasons. First, current forestry employment figures are not available for the study area. In order to protect employers' privacy, employment figures are not released when only one business in a particular industry is located within the statistical area. Several timber businesses in this study area are the only ones in their counties, so these figures are kept confidential. A second challenge is that until recently, forestry was combined with agriculture into one employment category. This makes breaking historical forestry data out from other agricultural industries difficult. A new categorization system has been adopted nationwide which separates forestry, fishing, and related activities out into distinct categories. While an improvement, this switch makes comparisons between historical and current data difficult. A detailed explanation of these two categorization systems can be found in *Appendix A4 and A5*.

c. Oil, Gas, and Mining

Oil, gas, and mining in the study area are found primarily on lands within the Manti-La Sal National Forest. There are four or five mines currently within this Forest's boundaries. While limited geographically, mining plays a large role in several communities in Carbon, Emery, Sanpete, Sevier and Juab counties. As shown in *Table 2B-1*, mining and related jobs accounted for over 20% of total non-agricultural wages and salaries in Carbon County, and over 34% in Emery County in 2002. Numerous other businesses, including power plants and trucking are driven by mining activity. The industry is also a driving force behind much road and infrastructure improvement.

Table 2B-1: Oil, Gas, and Mining Employment in Selected Counties

County	Industry Share of Total Employment	Industry Share of Total Employment	Industry Share of Total Payroll	Industry Share of Total Payroll
	1980	2000	1980	2000
Carbon	23.4%	7.1%	44.6%	22.8%
Emery	39.0%	15.6%	56.6%	34.2%
Juab	4.3%	2.8%	14.0%	5.8%
Sevier	6.7%	3.5%	18.7%	8.8%

Sources: Employment figures—Bureau of Labor Statistics, Payroll figures—Utah Department of Workforce Services

The economic force of this industry is primarily in the high wages paid, not in the royalties received. These high paying wages are evident in *Table 2B-1*. As shown, mining payrolls often double or triple what their share of the employment represents. Many small businesses as well as the real estate market thrive on the economy driven by the mining sector. This is evident as the industry booms and busts, driving dramatic population and economic changes in the communities that depend on it. While mining has not grown much in the last decade, local residents have stated that they are currently seeing an upward trend in this sector.

This sector was not directly measured for this study. This is partly due to the limited control the Forest Service exerts on sub-surface mineral holdings within their boundaries, and partly due to employer confidentiality as with forestry above. Specific trends and histories of this industry in different counties can be found in *Section 4—Profiles*.

d. Technology

The tie between technology and information-based jobs and these Forests is less obvious than resource-based industries, but still exists. Technology and information management is a vital part of Forest Service operations today. For example, mapping forest resources on the ground with GPS units and in the office with GIS systems is a regular part of Forest operations. As well, regularly-updated websites are a vital tool for keeping the Forest Service in touch with its stakeholders. These jobs are often contracted out to private businesses as well, and this outsourcing is expected to increase. Technology-based companies are also choosing to locate in Utah because of the quality of life many companies say is enhanced by public lands, including Forest Service lands.

Technology-based industries have become a significant part Utah's economy. Much of Utah's growth in the 1990s was attributed to technology, and a large portion of the recent economic slowdown can also be attributed to technology declines across the country. General cutbacks and a lack of venture capital have caused technology companies, especially smaller ones, to downsize, close, etc. Technology businesses have different needs than most traditional industries. The technology industry depends on a well-educated workforce, communications infrastructure, and capital. Even in rural areas, Utah is known for having all of these components readily available.

In an effort to help diversify rural economies, economic development efforts at both the local and state level are emphasizing attracting technology firms to the counties in this study area. These industries are an important element in a diversified economy and the relatively small infrastructure investments they require can be easily justified. The Utah Smart Sites initiative, a major statewide economic development effort to create technology jobs in rural areas, has posted an increase in technology employment from 198 jobs in 2001 to 674 jobs in 2003. This program is described further in *Appendix A7—Statewide Programs Fostering Collaborative Approaches*.

e. Recreation and Tourism

Tourism and travel-related employment accounts for nearly 12% of all non-agricultural jobs in Utah, making tourism the 5th-largest employment sector in the state, behind services, trade, government and manufacturing. The travel and tourism industry provided direct employment for 72,000 individuals, and indirect employment to 56,500 others in 2001. An estimated 17.3 million visitors traveled to Utah in 2001, spending an estimated \$4.15 billion and generating \$332 million in state and local taxes. (source: *Utah Division of Travel Development*)



Recreation and tourism are growing across the state and increasingly shape local economies as well as forest management.

According to the Utah Division of Travel Development, who regularly tracks travel and tourism in the state,

“Six counties— Salt Lake, Summit, Utah, Davis, Washington and Weber—account for 80% of the measurable impacts of tourism in the state of Utah. Nonetheless, many rural Utah counties are much more dependent on tourism dollars than counties in the metro areas. Fewer employment opportunities due to a more focused economic base means that rural counties are often dependent on benefits from tourism industries. Tourism dominates the economies of counties in the northeast and southeast regions of the state, comprising a significant portion of the county's employment base, tax receipts, personal income and business profits. Although more populous and more diversified economically than other rural areas, the southwest region of the state still depends heavily on tourism. The central Utah region and the northwest region remain less dependent on tourism. The four Wasatch Front counties are responsible for the bulk of tourism's impacts in Utah. However, because of the large employment base and diversified economy of these counties, tourism makes an important, although proportionally less significant contribution to these counties than elsewhere in the state.”

(source: Utah Division of Travel Development, 2001 *State of Utah Tourism Profile*)

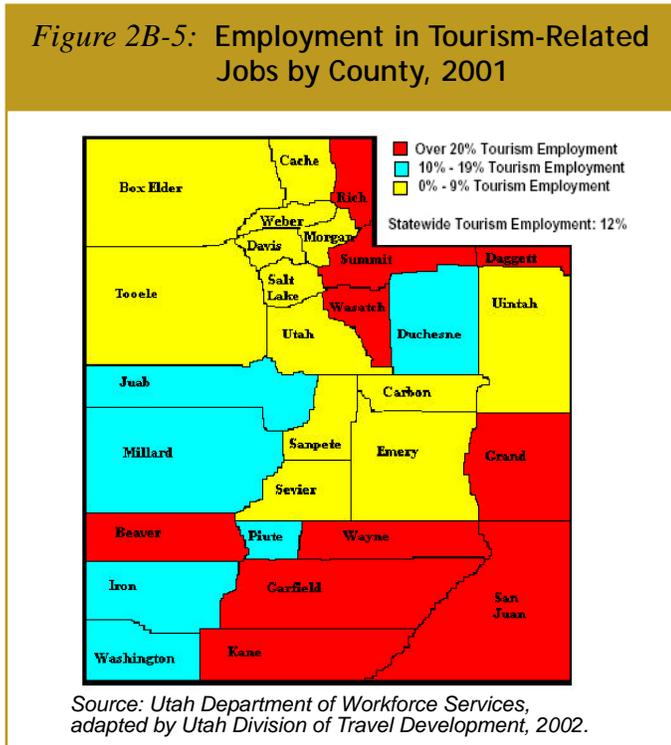


Figure 2B-5 above and Figure 2B-6 below show the relative dependence of different counties in Utah on the travel and tourism sector. Table 2B-2 shows traveler spending by county. Note

Recreation and tourism are considerable economic development opportunities in this region. Local communities are trying to find ways to best capitalize on these visitors. Currently the region experiences a lot of “windshield tourism”—driving through without spending much money. Local travel councils are trying to increase destination tourism, guiding, and outfitting services to increase visitor spending and raise the level of jobs and wages in the hospitality industry. ATV tourism is growing, but some communities are uncertain about its benefits versus the costs it incurs. More culturally-attuned opportunities are also being developed, such as The Heritage Highway project of the Utah Rural Development Council, which promotes Utah’s heritage products, crafts, artisans, shops, and related amenities, particularly in rural areas. Cultural and historic resources are another draw. Manti-La Sal has significant pre-historic cultural sites that attract visitors. Wildlife-watching is also becoming a profitable enterprise. More than \$555 million dollars was spent on wildlife watching in Utah, more than double the amount spent five years earlier. (source: *National Survey of Fishing, Hunting and Wildlife Associated Recreation*)

Figure 2B-6: Percentage of Total Employment in Tourism-Related Jobs, 2001

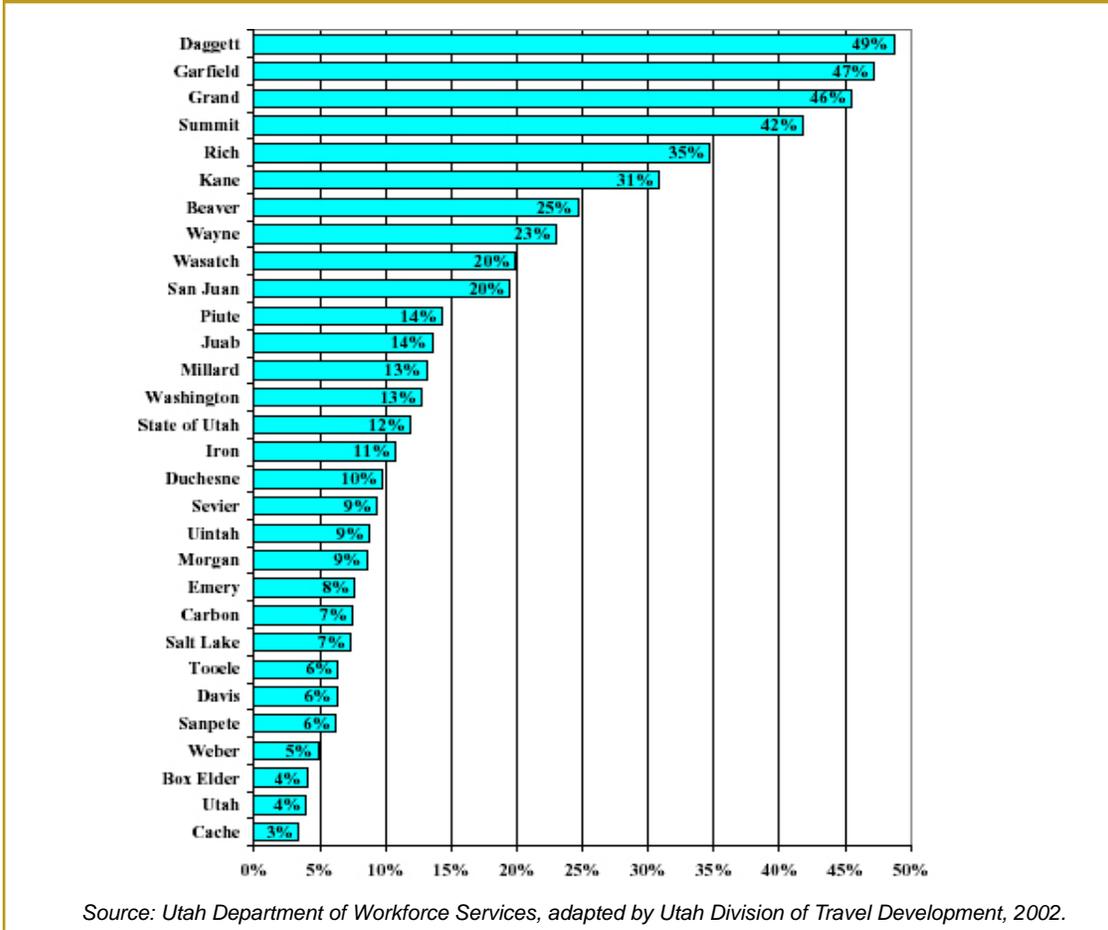


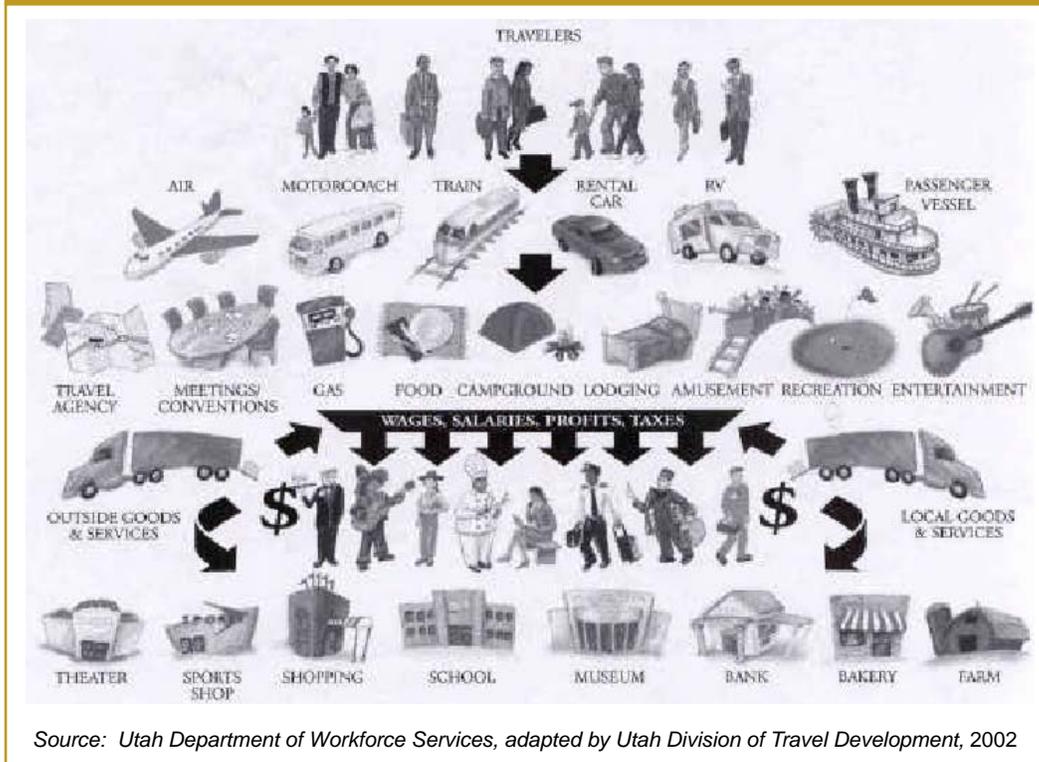
Table 2B-2: Total Traveler Spending by County, 2001

Rank	County	Tourism Spending	Percent of State Total	Rank	County	Tourism Spending	Percent of State Total
1	Salt Lake	\$2,013,500,000	48.5%	16	Box Elder	\$35,400,000	0.9%
2	Summit	\$332,900,000	8.0%	17	Sevier	\$33,900,000	0.8%
3	Utah	\$308,300,000	7.4%	18	Carbon	\$32,600,000	0.8%
4	Davis	\$277,600,000	6.7%	19	Duchesne	\$25,300,000	0.6%
5	Washington	\$229,800,000	5.5%	20	Beaver	\$23,100,000	0.6%
6	Weber	\$216,200,000	5.1%	21	Millard	\$23,000,000	0.6%
7	Grand	\$96,500,000	2.3%	22	Sanpete	\$21,300,000	0.5%
8	Iron	\$75,500,000	1.8%	23	Juab	\$18,200,000	0.4%
9	Cache	\$72,800,000	1.8%	24	Emery	\$13,600,000	0.3%
10	Garfield	\$50,800,000	1.2%	25	Wayne	\$12,800,000	0.3%
11	Wasatch	\$47,100,000	1.1%	26	Daggett	\$10,500,000	0.3%
12	Kane	\$44,900,000	1.1%	27	Rich	\$10,000,000	0.2%
13	Uintah	\$43,600,000	1.1%	28	Morgan	\$7,000,000	0.2%
14	Tooele	\$37,600,000	0.9%	29	Piute	\$2,000,000	0.1%
15	San Juan	\$37,400,000	0.9%				

Source: "State of Utah Tourism Profile," Utah Division of Travel Development, 2002; "State & County Economic & Travel Indicator Profiles", 2003; and "2004 Economic Report to the Governor", GOPB. These figures include all economic activity associated with restaurants, hotels, etc.

Because the recreation economy also tends to be global, it attracts money from more distant regions. These visitor dollars then get translated into the rest of the economy, boosting other employment sectors as well. This is shown in *Figure 2B-7* below.

Figure 2B-7: How Tourism Dollars are Spent, 2001



Still, tourism has its downsides. Local residents often regard the hospitality industry with less esteem than other employment because the wages tend to be lower and because the industry experiences seasonal and periodic downturns. Indeed, tourist activity has slowed slightly in recent years, reflecting the overall slowing of the whole economy (source: *SCORP*). The financial risk of starting a tourism business and surviving downturns is also a challenge for small business owners with limited capital. As well, there is a common local perception that visitors infuse only a minimal amount of money into their economies but still require extensive services. Traditional industries are also valued more because they are felt to reinforce local cultures and landscapes. However, preserving traditions that attract visitors is an important part of the tourism business.

Several different organizations promote and report on recreation and tourism. The Utah Division of Travel Development has created tourism profiles for every county as well as for the state as a whole. These can be found on their website: <http://travel.utah.gov/index.html>. The recently completed *State Comprehensive Outdoor Recreation Plan (SCORP)* also covers this subject. A new statewide program to address outdoor recreation and tourism was created in 2003. Called the “Outdoor Recreation Economic Ecosystem,” it established a task force charged with creating a strategic plan for developing the outdoor recreation industry in Utah. These programs are described further in *Appendix A7—Statewide Programs Fostering Collaboration*.

3. Economic Linkages to Forest Lands

a. Role of National Forests in Local Economy

Nearby public lands influence the economic opportunities available to communities. In this region, local communities initiated the creation of National Forests to help protect watersheds and timber supplies—resources important to local economies. Local businesses, like grazing and timber operations, evolved to utilize these resources and have certain expectations of



Local economies evolved with the Forest Service and local residents value the businesses and relationships that developed. While the total economic impact of Forests is low at a statewide level, the different industries supported by Forest lands have a significant role in some local economies and lifestyles.

the Forest Service in these business relationships. Perception of the economic value of Forests is further heightened by the large presence of public lands in many counties and the numerous cultural and social connections they enhance.

The overall economic effect of these three Forests is small, but the strength of the impact varies significantly between different communities. The population of this study region (excluding Utah County) is less than 10% of Utah's total and many communities here have less than 1,000 residents. Many small communities perceive very close ties between these Forests and their local economies and lifestyles. Typically, the strength of the tie is proportional to the proximity of Forest land and inversely proportional to the population. Counties with smaller populations and a higher percentage of

Forest lands tend to be more dependent on the Forests than other counties. This is particularly evident in Wayne, Kane, Garfield, Piute and Sanpete counties. Rural communities note that their role in the regional economy is significant despite their proportionally small population and employment. They also expressed frustration that local economic concerns or wishes are sometimes overshadowed by the state or national concerns that don't place as much emphasis on the unique components of rural economies that are very significant locally.

The primary ways in which National Forests are tied to local employment in this study area include: grazing, timber, mining, recreation, seed-gathering, Forest Service employment and federal revenue sharing. These are measured by the Economic Linkages Model Analysis ("Linkages Analysis"). Oil, gas, and mining ventures that occur on National Forest lands also involve local communities, but these were not included in the Linkage Analysis because they are administered by other agencies, including the BLM and SITLA. Overall trends in this employment sector can be found in *Section 4—Profiles*.

Some counties in the study area have a sizable proportion of their employment tied to agriculture, which includes forestry, but the majority of jobs in agriculture do not directly utilize National Forest lands. Even though the percentage of agricultural use on National Forest lands is small, it is of critical importance. Many, if not most, livestock operations use these Forests for forage and most agriculture in the study area relies directly on water supplies found on National Forests. Without these resources, many operations would not be feasible. Timber operations also rely on National Forest lands as the sole supply of timber in

many counties. Another agricultural operation, seed-gathering, is small but growing rapidly and has a high monetary return. Seeds are gathered for a variety of uses—primarily native plant propagation and reseeding but also for herbal and medicinal supplements. Oil, gas, and mining on National Forest lands play a large role in some of the communities in the study area, particularly in Carbon, Emery, Sanpete and Juab Counties. While mining employment has been depressed, it can grow under the right conditions, and several counties noted that some mines are currently seeing the beginnings of an upswing. Tourism (and related recreation) is the fastest growing industry in the state. Counties in the study area tend to have a higher than average dependence on tourism and these Forests are noticing significant increases in use, particularly by visitors.

Forest Service employment is a significant input into many local economies. Government jobs are often among the highest-paid, most stable jobs in rural communities. Several of the smaller towns where Forest Service offices are located, such as Teasdale, are highly dependent on the wages and contract work provided by the Forest Service. Another direct input into local economies is federal revenue sharing. These regular payments from the federal government to local communities are discussed more later in this section.

There are also many unmeasured but valuable resources provided by Forests. Water supplies are valuable beyond what communities pay for them. Many natural processes are also very valuable but rarely measured. Natural services such as absorbing and filtering storm water and trees purifying the air are taken for granted but would be extremely expensive if engineered solutions had to be devised. Many groups that advocate for environmental protection note that the value of these benefits are often overlooked or ignored in pursuit of uses that generate revenue to people.

b. Economic Affect of Forest Service Decisions

Even though the overall economic presence of Forest lands is small in this region, Forest Service decisions still have a significant effect on resource-based industries. The Forest Service is essentially a partner in many business ventures that rely on Forest resources. The agency administers certain controls over resource supplies and can influence extraction costs through subsidies and infrastructure, like roads and waterworks. Yet, the Forest Service is not always able to always act as a typical business partner would—maximizing speed or minimizing administrative costs—because it must meet many other requirements placed on it by the American public. Time-intensive administrative details and decision processes to consider the public interest often make the Forest Service an unwieldy or unpredictable partner.

Federal and Forest Service environmental policies and processes such as NEPA impact studies, Wild and Scenic Rivers designation, and management directives all have the potential to direct resource management decisions. Lawsuits to uphold these policies also have the potential to change management decisions and frequently slow down many approval processes. This has



Decisions and practices of the Forest Service can affect economic ventures on and around Forests by impacting the way business is conducted.

added extra challenges to retaining or expanding many resource-based industries and otherwise authorized use. Local communities often perceive that such actions have eroded the Forests' multiple-use, sustained yield philosophy. Policies such as wilderness and roadless designations are often singled out for limiting their opportunities. These factors are frequently blamed for the noticeable downturn in some industries.

The unpredictability or slow response time of Forest Service land use decisions adds additional risk and uncertainty to business planning. This can, in turn, make financial backing more difficult to obtain. In the case of timber, banks need some guarantee of future timber supplies before granting loans. In the case of ranchers, grazing permits are considered collateral for loans. When there is no guarantee of AUMs (animal unit months) or when permits are reduced, the available collateral decreases. Fluctuating revenues from Forest industries also affect federal revenue payments to counties and make it difficult for them to plan for revenue-supported services

There is general trend toward larger and non-local corporations to operate on Forest Service lands. These companies have broader means for participating in Forest Service business and sometimes have greater political leverage. Local communities note that the Forest Service does not always consider the needs of smaller, local businesses in competitive bids. Basic decisions, such as the size of timber sales, can limit the ability of local businesses to participate or compete. Residents also stated they are sometimes unaware of opportunities, such as construction projects. Local communities believe greater input into Forest Service decisions could help level the playing field. Conversely, Forest Service participation in local economic development discussions could raise local awareness of opportunities and impacts. For example, a Fishlake NF District Ranger participates on Piute County's economic development board and is able to share his knowledge of possible Forest opportunities as well as his experience and expertise on other matters. Local residents also identified collaboration on promoting Forest recreation and tourism as an additional opportunity. They also stressed the importance of locally-owned businesses for stable employment and because they typically keep more money circulating in the local economy.

c. Economic Linkage Model Analysis

An analysis of the economic linkages to the Dixie, Fishlake, and Manti-La Sal National Forests was performed for this assessment using the REMI (Regional Economic Model, Inc) model. This economic-demographic modeling is capable of analyzing more variables from a broader economic perspective than input-output models, such as IMPLAN, used in many previous Forest planning assessments. REMI translates different types of inputs, such as jobs, sales, visitors, for different activities economically related to these Forests into a figure for total employment that can be attributed to these Forests. The industries measured include timber, grazing, recreation, seed gathering, Forest Service employment, and federal land payments. Mining is not included because the Forest Service often does not administer the operations or revenues of these endeavors.

Employment is a commonly used indicator of economic health, growth, and diversity. This model shows employment as full-time job equivalents. Thus, several different people who ranch part-time are combined, proportional to the number of permits they hold, into equivalent full-time positions. Therefore, it cannot be read simply as 151 agricultural jobs

equal 151 agricultural workers. Basic estimates of these employment numbers can be found in *Section 4—Profiles*.

This model takes this analysis beyond simply counting up the number of jobs found in an industry sector. This model also translates the commonly measured direct inputs and connections to these Forests into the rest of the economy. For example, the money earned by a rancher or Forest Service employee is modeled to flow into retail (buying groceries), real estate (mortgage payments), finance (collateral loans), government (property taxes paying for school districts), and so on. Thus, this analysis shows many of the impacts not commonly measured by the Forest Service and reveals the broader connection between local economies and these Forests.



Approximately 6% of total economy of this region tied to resources found on Forest lands. Industries with largest direct employment linkages to Forests include (in descending order) services, trade, government, and agriculture.

This model analyzed data at a Forest-wide scale to show a broad base of impacts. The results are best used to understand the region as a whole. They do not translate easily into smaller scales, such as a single county analysis. As the profiles in *Section 4—Profiles* show, employment patterns vary significantly from one Forest Impact Area to another and from one county to another. The strength of the linkages is often stronger in smaller communities, whose smaller overall employment that is somewhat overshadowed by the regional picture. Thus, some smaller communities in this assessment believed this analysis was not highly accurate for their specific county or town.

d. Economic Linkages Findings

Four pairs of charts on the following pages show the results of the Economic Linkage Model Analysis. *Figures 2B-8* and *2B-9* present the overall conditions of the area surrounding these three Forests. This “Total Impact Area,” is a narrowed selection of 14 of the 18 counties in the social-economic assessment that best represent the average conditions of the study area¹. *Figures 2B-10* through *2B-15* present employment currently linked to each Forest independently. A detailed description of the methods and reasoning of this model can be found in *Appendix A4—Methodology for Modeling Economic Linkage to Forests Using REMI*.

Level of Employment Linked to the Forests

The pie charts that follow in *Figures 2B-8*, *2B-10* *2B-12*, and *2B-14* show the level of employment (number of jobs) directly related to the Forest overall and in each industry. The linkage analysis shows that, in the Total Impact Area, the highest amount of employment

¹ The Total Impact Area is composed of Beaver, Carbon, Emery, Garfield, Grand, Iron, Juab, Kane, Millard, Piute, San Juan, Sanpete, Sevier and Wayne counties. The Forest Impact Area includes the counties adjacent to each National Forest. Neither the Total Impact Area or each Forest Impact Areas include Washington and Utah counties in Utah or Mesa and Montrose counties in Colorado. The “study area” includes all 18 counties in the assessment.

directly tied to these National Forests is in the service sector, which has 1,212 linked jobs. Other industries with large direct employment impacts include trade (1,102), government (730), and agriculture (626). The industries with lower direct impacts are construction (338), manufacturing (274), Finance, Insurance, and Real Estate —FIRE (163), and Transportation, Communications, and Public Utilities—TCPU (87).

Share of Employment Linked to the Forests

The bar charts that follow in *Figures 2B-9, 2B-11, 2B-13, and 2B-15* show the share of employment (proportion of Forest-related jobs as compared to all jobs in that sector) overall and in each industry. Overall, 6.4% of all full-time equivalent employment in the Total Impact Area is attributable to these Forests. Industries that are the most dependent on the Forests, as compared to the average, are Finance, Insurance, and Real Estate—FIRE (11.5%), construction (11.3%), agriculture (10.0%), services (7.9%), and trade (7.3%). Industries that are relatively less dependent than the total average are manufacturing (5.5%), government (3.9%), and Transportation, Communications, and Public Utilities—TCPU (2.3%).

These charts illustrate that there is not a direct correlation between number of jobs linked to the Forests and relative share of employment linked to the Forests. For example, the service sector has the largest number of jobs tied to the Forests, but because there are many service jobs in this region, the share of service sector jobs tied to the Forests ranks at fourth place. Conversely, while Finance, Insurance, and Real Estate has few actual jobs directly tied to the Forests, these jobs represent a much larger share of total employment in that industry, because this sector is small in this region.

This analysis is best understood in context of the other economic, social, and cultural factors discussed earlier in this chapter. These factors help portray how the economic linkages differ from rural areas to urban ones, from one county to another, and from one industry to the next.

Economic Linkage between all three Forests and Impact Area

Figure 2B-8: Level of Employment Linked to Forest, 2002
(number of jobs directly related to the forest)

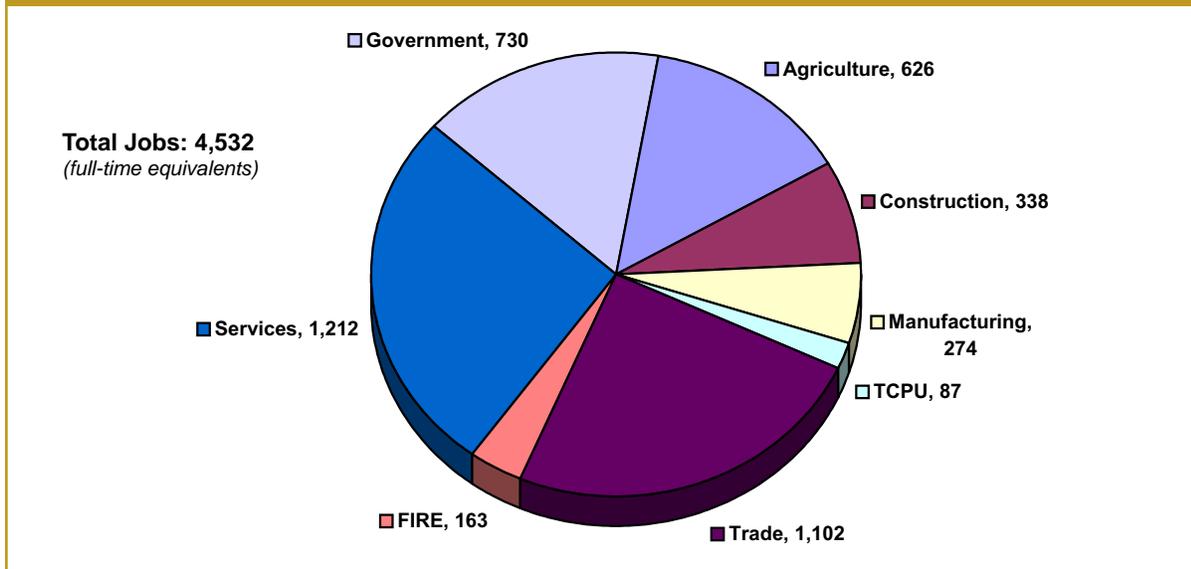
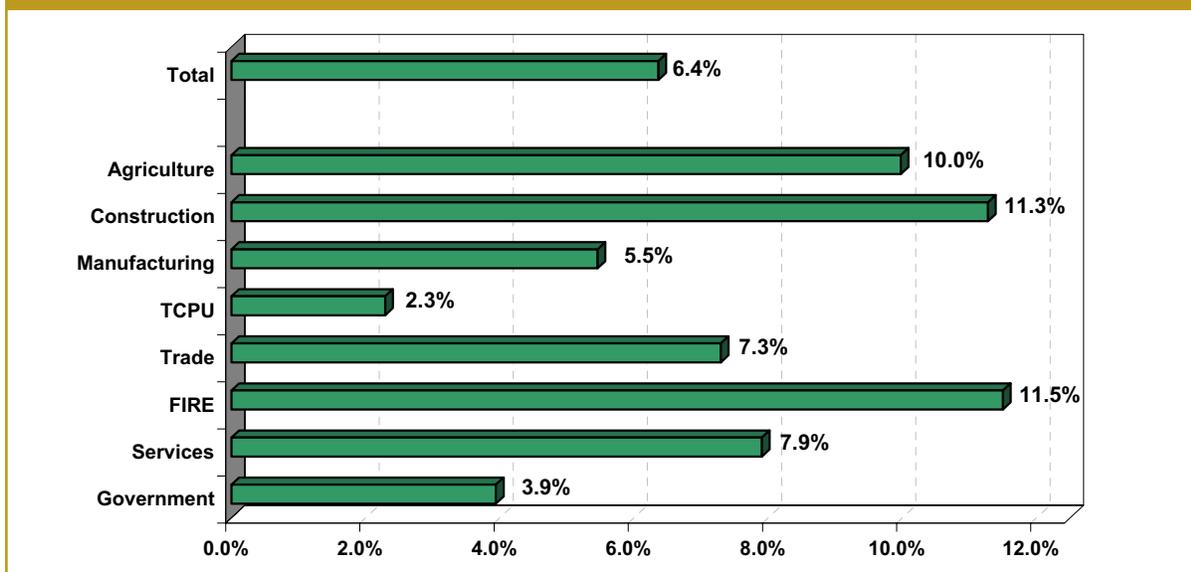


Figure 2B-9: Share of Employment Linked to Forest within Industry Sectors, 2002
(proportion of forest-related jobs as compared to all jobs in that sector)



Notes:

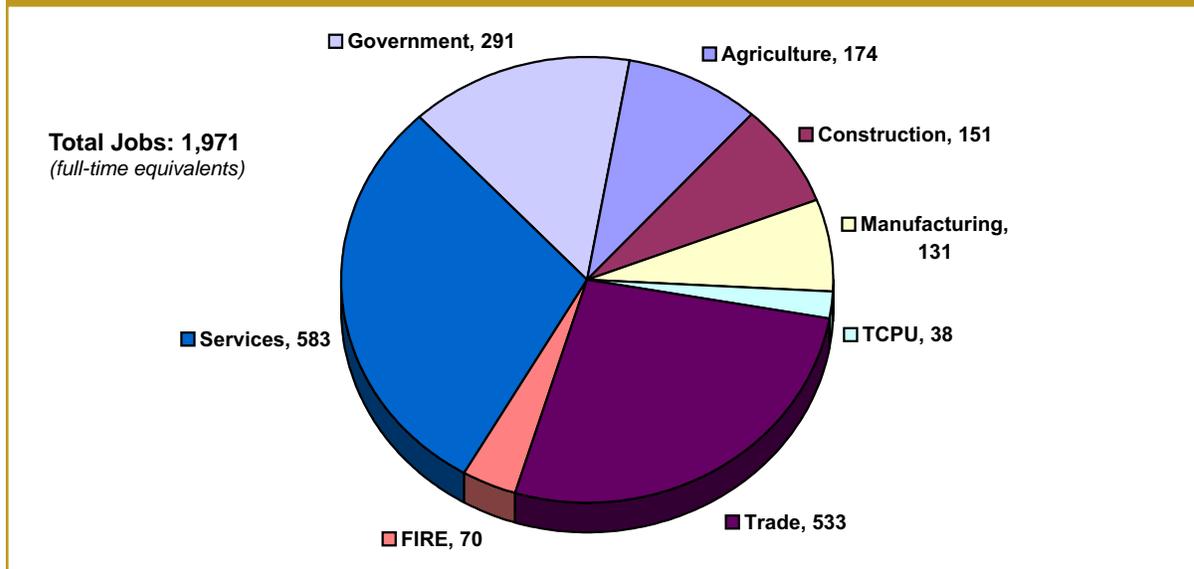
1. TCPU is Transportation, Communications, and Public Utilities.
2. Trade includes both retail and wholesale trade
3. FIRE is Finance, Insurance, and Real Estate.
4. The linked employment represents direct economic linkages of the area to the accompanying national forest.
5. The Total Impact Area is composed of Beaver, Carbon, Emery, Garfield, Grand, Iron, Juab, Kane, Millard, Piute, San Juan, Sanpete, Sevier, and Wayne counties. It does not include Washington, Utah, Mesa (CO) or Montrose (CO) counties.

Sources:

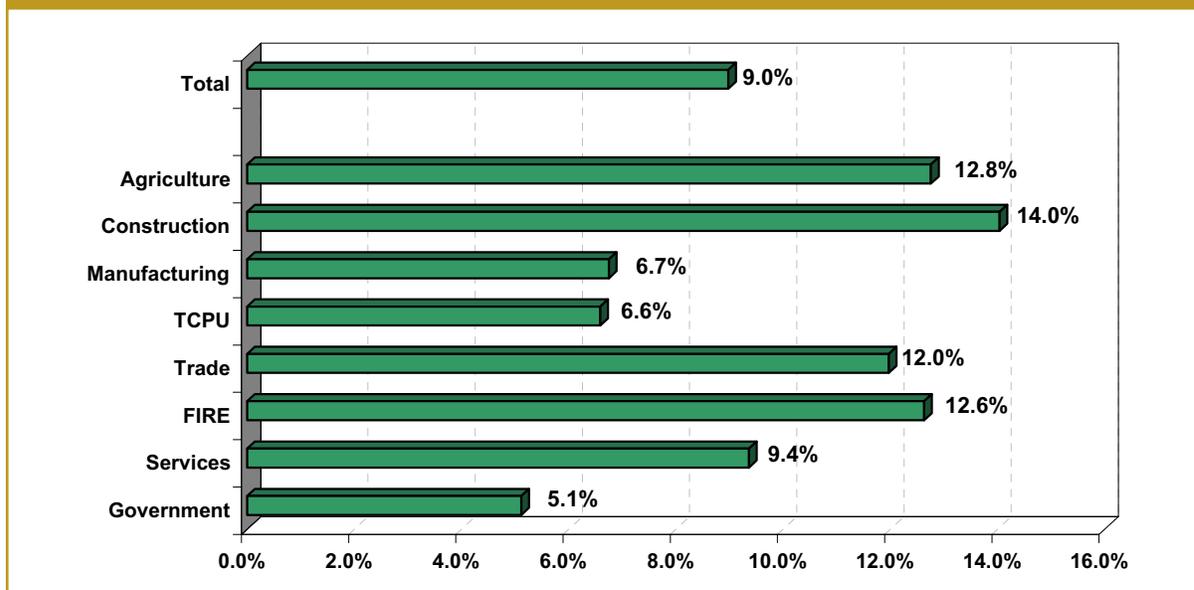
1. Historical and Projected Employment: 2002 Baseline Projections, Governor's Office of Planning and Budget.
2. Linked Employment: GOPB analysis using the REMI economic model.

Economic Linkage between all Dixie National Forest and Impact Area

*Figure 2B-10: Level of Employment Linked to Forest, 2002
(number of jobs directly related to the forest)*



*Figure 2B-11: Share of Employment Linked to Forest within Industry Sectors, 2002
(proportion of forest-related jobs as compared to all jobs in that sector)*



Notes:

1. TCPU is Transportation, Communications, and Public Utilities.
2. Trade includes both retail and wholesale trade
3. FIRE is Finance, Insurance, and Real Estate.
4. The linked employment represents direct economic linkages of the area to the accompanying national forest.
5. The Dixie Impact Area is composed of Garfield, Iron, Kane, and Wayne (also in Fishlake) counties. It does not include Washington County.

Sources:

1. Historical and Projected Employment: 2002 Baseline Projections, Governor's Office of Planning and Budget.
2. Linked Employment: GOPB analysis using the REMI economic model.

Economic Linkage between Fishlake National Forest and Impact Area

Figure 2B-12: Level of Employment Linked to Forest, 2002
(number of jobs directly related to the forest)

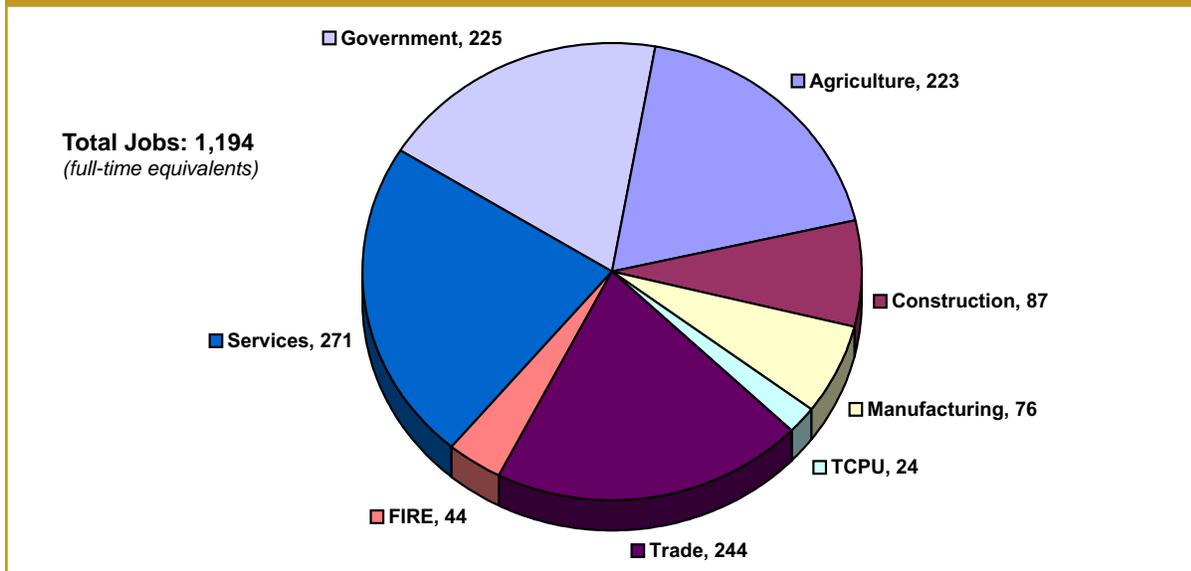
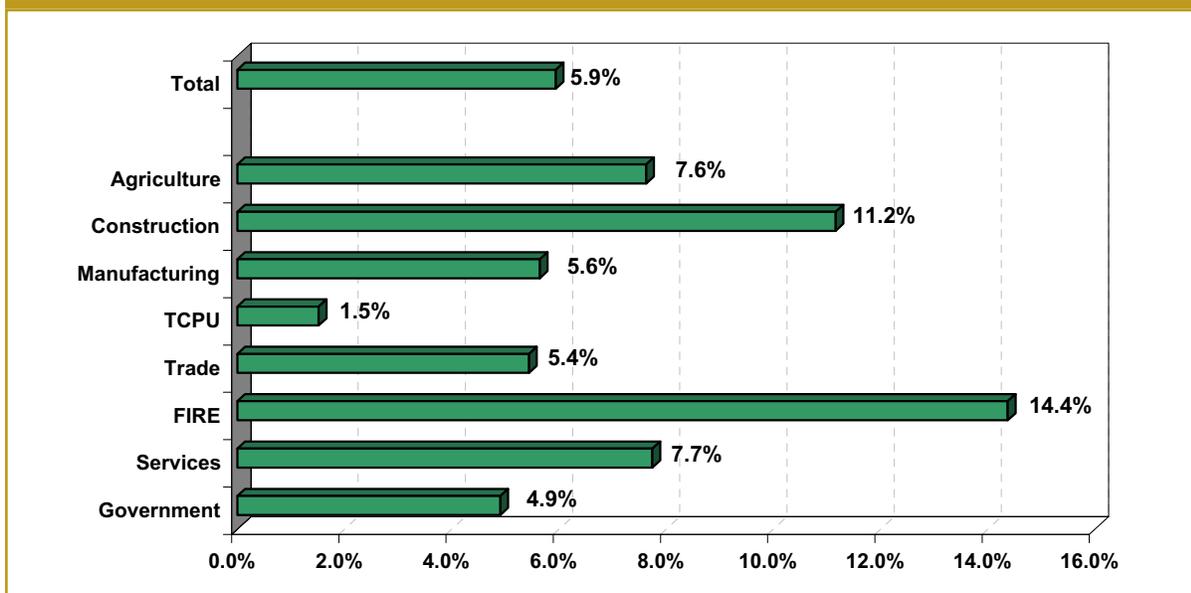


Figure 2B-13: Share of Employment Linked to Forest within Industry Sectors, 2002
(proportion of forest-related jobs as compared to all jobs in that sector)



Notes:

1. TCPU is Transportation, Communications, and Public Utilities.
2. Trade includes both retail and wholesale trade
3. FIRE is Finance, Insurance, and Real Estate.
4. The linked employment represents direct economic linkages of the area to the accompanying national forest.
5. The Fishlake Impact Area is composed of Beaver, Juab, Millard, Piute, Sevier, and Wayne counties.

Sources:

1. Historical and Projected Employment: 2002 Baseline Projections, Governor's Office of Planning and Budget.
2. Linked Employment: GOPB analysis using the REMI economic model.

Economic Linkage between Manti-La Sal National Forest and Impact Area

Figure 2B-14: Level of Employment Linked to Forest, 2002
(number of jobs directly related to the forest)

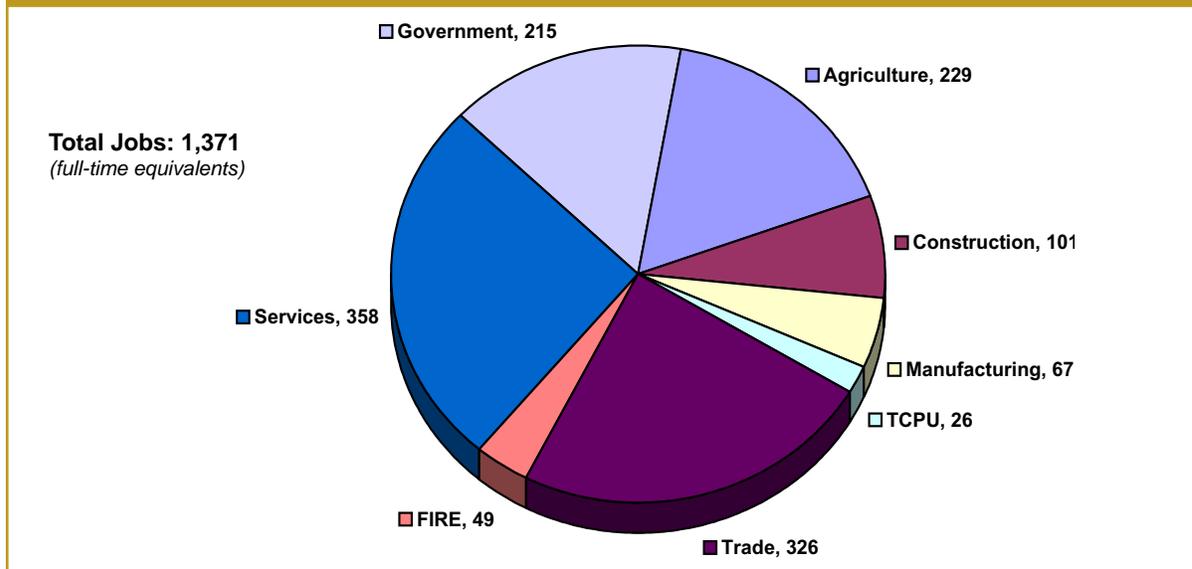
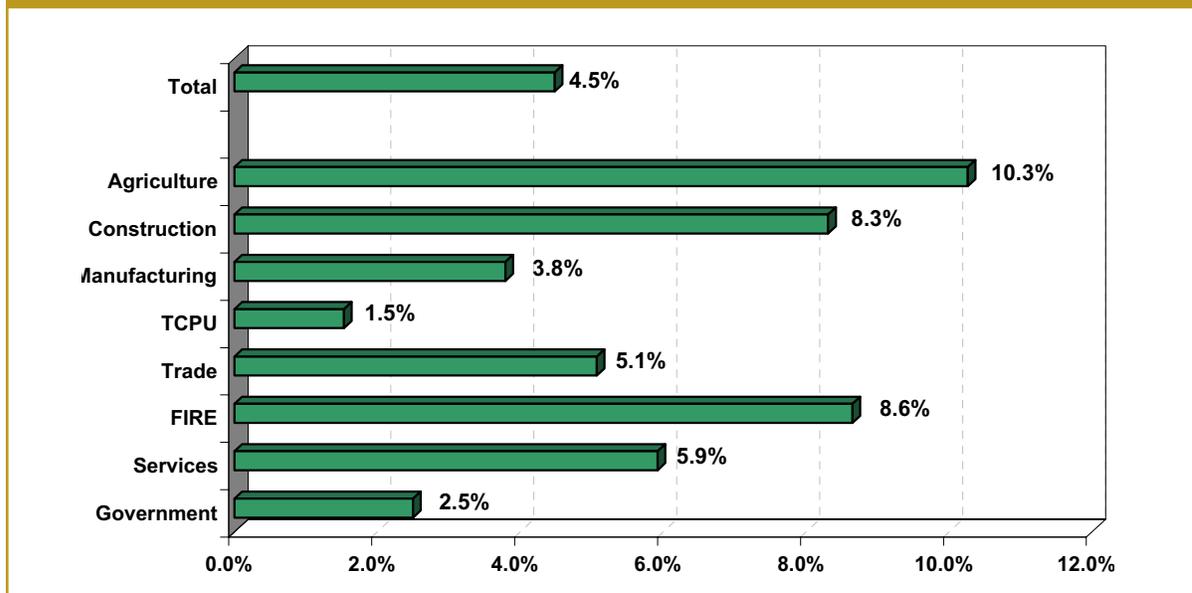


Figure 2B-15: Share of Employment Linked to Forest within Industry Sectors, 2002
(proportion of forest-related jobs as compared to all jobs in that sector)



Notes:

1. TCPU is Transportation, Communications, and Public Utilities.
2. Trade includes both retail and wholesale trade
3. FIRE is Finance, Insurance, and Real Estate.
4. The linked employment represents direct economic linkages of the area to the accompanying national forest.
5. The Manti-La Sal Impact Area is composed of Carbon, Emery, Grand, San Juan and Sanpete counties. It does not include Utah, Mesa (CO) or Montrose (CO) counties.

Sources:

1. Historical and Projected Employment: 2002 Baseline Projections, Governor's Office of Planning and Budget.
2. Linked Employment: GOPB analysis using the REMI economic model.

4. Government Revenues and Expenditures

a. Local Property Taxes

Property taxes are the most stable and often the primary revenue source for many cities and counties. Landowners are taxed on the value of their properties depending on its use, typically with higher rates for commercial property, lower rates for residential, and the lowest for agricultural. Tax rates on residences may vary depending on whether they are owner-occupied or a secondary residence. The trend of rising property values near or adjacent to protected open space, including public lands, has generated an increase in property tax revenues in some areas. Public lands are often exempt from such taxation. In particular, federal lands do not pay property taxes, but instead use a system of federal revenue sharing. Federal revenue payments make up a relatively low proportion of revenues in most of the counties within the study area, even in those with significant federal land acreages.



Property tax is a primary revenue source for many communities, but does not apply to public lands.

b. Federal Revenue Sharing

Communities that contain, or are near public lands, often receive revenues from uses on them from the state or federal agencies that own or manage these properties. Some of the revenues shared back to local counties include: Payment in Lieu of Taxes (PILT), Forest Service Receipts (also previously known as the 25% Program), Mineral Lease Revenues, Refuge Revenue Sharing Act, Federal Power Act, and Taylor Grazing Act. Of these programs, the counties within this study area only receive funds from the first two programs and only PILT funds are clearly and separately tracked in most county budgets to facilitate an analysis of them.

Counties do not collect property taxes on federal lands as they do on privately-owned properties. To compensate, the federal government instead provides PILT funds to each county where federal lands are located. The congressional act that created these payments authorized a funding appropriation level that has never been reached. Historically, only half of the permitted amount has been distributed, but payments have risen in recent years. The total of Forest Service PILT payments made to the counties within the study area in 2003 was approximately \$10.3 million dollars—an average of \$10 per capita, as shown in *Table 2B-3*.



Communities that contain, or are near public lands in Utah collect some revenues from the state or federal agencies that own these properties.

There is a strong feeling among the counties in the study area that PILT payments are insufficient compensation for their efforts to care for federal lands. Many local communities believe they would receive much higher revenues from National Forest lands as property

Table 2B-3: Public Land (PILT) Payments Distributed to Counties, 2003

County	PILT Payments	Entitlement Acres	Forest Acres	Forest Payments	2002 Population	Per Capita
Beaver	\$504,017	1,284,527	138,376	\$54,295.36	6,099	\$8.90
Box Elder	\$1,625,703	1,200,963	99,031	\$134,054.92	4,032	\$3.04
Cache	\$335,179	268,136	266,686	\$333,366.45	93,695	\$3.56
Carbon	\$592,606	436,288	30,199	\$41,019.03	19,879	\$2.06
Daggett	\$65,645	361,016	250,726	\$45,590.52	886	\$51.46
Davis	\$42,070	33,953	33,099	\$41,011.84	249,224	\$0.16
Duchesne	\$751,662	892,087	727,949	\$613,361.25	14,844	\$41.32
Emery	\$675,804	2,253,762	212,754	\$63,795.56	10,626	\$6.00
Garfield	\$416,983	2,609,568	1,035,546	\$165,469.95	4,584	\$36.10
Grand	\$622,831	1,724,301	57,527	\$20,779.20	8,735	\$2.38
Iron	\$1,490,888	1,240,841	239,045	\$287,215.95	35,204	\$8.16
Juab	\$614,917	1,522,937	115,971	\$46,825.67	8,569	\$5.46
Kane	\$499,106	2,301,950	121,204	\$26,279.30	6,121	\$4.29
Millard	\$705,854	3,367,043	353,904	\$74,191.08	12,446	\$5.96
Morgan	\$19,420	15,805	13,244	\$16,273.24	7,380	\$2.21
Piute	\$112,055	354,916	190,257	\$60,068.43	1,361	\$44.14
Rich	\$173,539	220,463	51,246	\$40,338.65	1,966	\$20.52
Salt Lake	\$118,053	96,134	95,914	\$117,782.84	919,308	\$0.13
San Juan	\$769,099	3,058,851	450,627	\$113,302.93	13,781	\$8.22
Sanpete	\$706,273	531,578	388,998	\$516,836.26	23,392	\$22.09
Sevier	\$931,395	957,169	720,486	\$701,085.24	19,091	\$36.72
Summit	\$616,852	517,017	510,155	\$608,664.96	31,857	\$19.11
Tooele	\$1,739,102	2,050,199	150,234	\$127,437.51	46,032	\$2.77
Uintah	\$1,183,428	1,830,970	268,864	\$173,777.39	26,155	\$6.64
Utah	\$915,500	679,757	482,474	\$649,798.31	387,817	\$1.68
Wasatch	\$595,679	470,337	432,274	\$547,472.44	16,996	\$32.21
Washington	\$1,516,570	1,148,152	393,358	\$519,578.37	99,442	\$5.22
Wayne	\$233,507	1,328,034	160,347	\$28,193.67	2,567	\$10.98
Weber	\$83,140	68,436	67,226	\$81,670.02	204,167	\$0.40
Utah Total	\$18,656,877	32,825,190	8,057,721	\$6,249,536.31	2,316,256	\$2.70
Impact Area* (excluding Utah County) Impact Area*	\$10,391,905	24,119,917	4,608,599	\$2,718,935.98	271,897	\$10.00
(including Utah County)	\$11,307,405	24,799,674	5,091,073	\$3,368,734.29	659,714	\$5.11

Notes: *all Utah counties adjacent to Manti-La Sal, Dixie, and Fishlake National Forests

Source: Utah State Auditor's Office, BLM Division of Finance

tax if they were privately held. In some counties, PILT payments yield only 10% to 20% of what property tax on private lands yields, as shown in *Table 2B-4*. This comparison doesn't account for differences in quality of land, but it can be argued that National Forest lands are often just as valuable if not more so. This problem is compounded as private land values increase, as they frequently do in urbanizing counties, but PILT payments do not rise proportionally. Some local communities consider this disparity a type of taking of their property rights.

Table 2B-4 Comparison of PILT Payments to Property Tax Revenues, 2002

County	Acres Public	PILT (Federal)	Revenue per Acre	Acres Private	Property Tax	Revenue per Acre
Beaver	1,444,557	\$360,507	\$0.25	207,815	\$524,097	\$2.52
Garfield	3,142,393	\$375,382	\$0.12	168,759	\$580,653	\$3.44
Juab	1,795,925	\$518,432	\$0.29	374,616	\$866,520	\$2.31
Piute	422,267	\$99,667	\$0.24	62,198	\$90,810	\$1.46
Sanpete	588,053	\$68,631	\$0.12	434,184	\$879,621	\$2.03
Sevier	986,871	\$627,296	\$0.64	234,750	\$2,213,689	\$9.43
Wayne	1,864,969	\$198,909	\$0.11	56,027	\$111,072	\$1.98

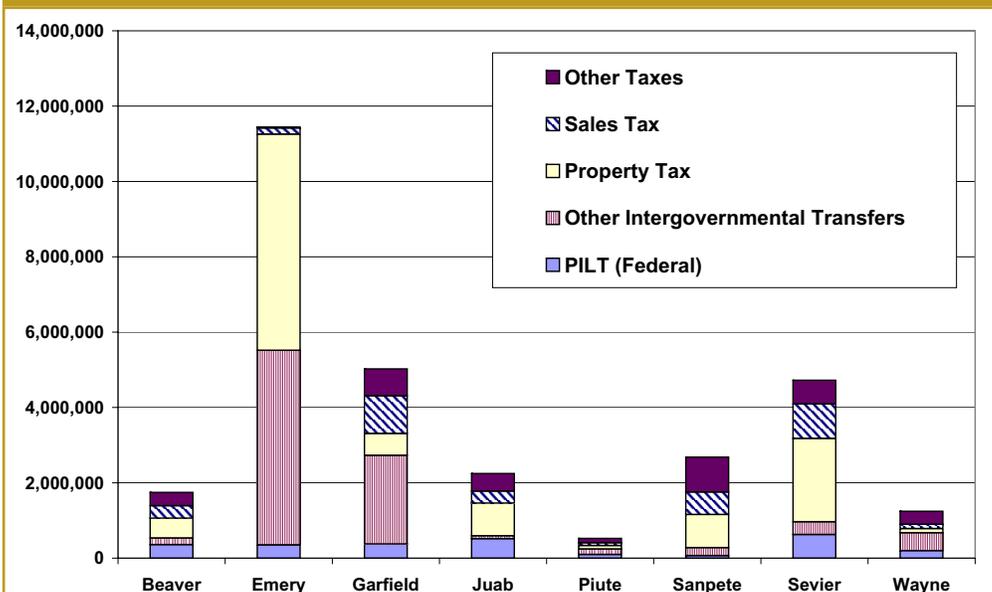
Note: Based on General Fund Revenues. Figures are estimates only. Acreage excludes water bodies.

Note2: The counties that were selected for this table are those that reported intergovernmental revenue similarly.

Source: Utah State Auditor's Office, Governor's Office of Planning & Budget

PILT payments are determined by a combination of population, acreage, agency ownership, and other factors that can fluctuate yearly. Each state chooses the formula used to divide funds amongst counties and is also responsible for distributing the funds. Many counties note that PILT payments do not account for the disproportionate burden that federal lands place on counties with small populations and uncounted seasonal residents or visitors. Counties provide similar services, such as road maintenance and law enforcement, regardless of their population size. For example, a county with a population of less than 5,000 residents receives approximately twice as much per capita as a county with 50,000 residents. The dollar increase is not proportional to the population increase, leaving fewer people to support servicing these lands. *Figure 2B-16* shows the proportion that different revenues comprise of county budgets from several sample counties.

Figure 2B-16 Sample of Annual County General Fund Revenues, 2002



Note: Figures are self-reported and should be considered estimates.

Source: Utah State Auditor's Office, Governor's Office of Planning & Budget

“Other Intergovernmental Transfers” in *Figure 2B-16* includes revenue based on intergovernmental agreements, to compensate local governments for agreed-upon services and infrastructure they provide. Intergovernmental agreements cover services such as law enforcement on Forest Lands, federally funded projects like road construction, and grants for economic development and other programs. These revenues frequently vary from year to year and from county to county.

Forest Service Receipts are a type of royalty payment from resources sold off a Forest. Communities in the study area currently receive very little revenue from this program due to the drastic reduction in timber harvests recently. Local communities worry about changes in payments due to changes in the industry. Fluctuating revenues make planning more risky and communities are sometimes short on funds to implement plans. Conservation-oriented groups worry that Forest Receipts offer counties incentives to accept revenue-generating activities that may have other negative benefits or are not in their overall best-interest.

c. Local Expenditures

Counties spend a significant amount of time, money, and volunteer effort servicing and planning for public lands. Many municipalities believe revenues collected from public lands are insufficient to perform this work adequately. Local planning and community development must be coordinated with federal planning and local citizens often participate in these planning processes. Local communities also help provide fire management, road



Counties spend a significant amount of time and money servicing and planning for public lands and often lack the revenue to do so sufficiently.

construction and maintenance, infrastructure and utilities, garbage, weed abatement, search and rescue, law enforcement, and ambulance service for public lands. These costs are often shared or supplemented by Forest Service funds but some costs, such as county road maintenance, are primarily left to local governments. Local governments can capture more revenue from Forest uses through hotel, restaurant, and sales taxes as well as hunting permits. Still, local residents frequently feel they are shouldering a large responsibility for benefits that everyone enjoys. These expenses also rise with increased visitation.

Counties also point to the extra costs associated with servicing second homes, which are often found on or close to Forest land. Second homes can be an additional economic drain because owners often add less to the local economy than a permanent resident, who regularly buys local goods and services, paying sales taxes and use fees. Some communities have acted to balance this with higher property taxes

Many communities are frustrated by the limited opportunity to generate more tax revenue on public lands. Most also believe that public lands rarely generate revenues comparable to what taxed private lands and businesses could provide. Residents frequently support increasing private land ownership to increase tax revenues. The shortage of county revenues is a problem that affects basic community capacity in schools, public safety, and local government. Schools are at a greater disadvantage because unlike property taxes, PILT payments go directly to counties and do not have a portion reserved for schools.

d. Taxpayer Subsidization

Federal, state, and local governments provide and subsidize a diversity of services and uses. All public services are essentially taxpayer-subsidized, including the operations of the Forest Service itself. Thus, it is not surprising that taxes subsidize many activities on National Forests. Federal, state, and local taxes also pay for many services provided by local governments, including road maintenance and law enforcement both on and off the Forest.

Taxpayers often voice their opinion on how their tax revenues are spent. This is true at both the local and federal level regarding the Forest Service. People often point out disparities in who is responsible for paying for a service, and whether a subsidy has a private or public benefit. Variances in taxation, such as public lands versus private lands, and non-profit organizations versus for-profit businesses can also be viewed as a subsidy. Forest management issues where subsidies are frequently discussed include:

using public land for private business such as timber, grazing and outfitters; the cost of administering programs and permits; recreation improvements; providing access; road construction; and firefighting, especially around private property.

Subsidies are extremely complex and nearly immeasurable. There is rarely a definitive word on their overall effects, thus it is difficult to include this issue in planning. Further, funding and subsidies are public policy issues decided by the Legislature and Executive branch, not by typical planning processes. Even though they are beyond the scope of this assessment, subsidies are worth noting because they are often discussed in regards to economic linkages. Many people in this assessment expressed support or scorn for certain subsidies.



Resources and services that benefit many different people linked to the forest are often subsidized by taxpayers.

