

Neighboring Land Linkages

SUMMARY OF IMPORTANT TRENDS AND ISSUES

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1. Shared Resources
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3. Demands of Forests on Neighboring Communities
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 - a. Human Uses and Residential Development
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SUMMARY OF TRENDS AND ISSUES

- Numerous valuable resources are found on National Forest lands and continue onto neighboring lands. (see Shared Resources)
- Forest lands confer numerous benefits on their neighbors, such as water, natural resources, and recreation, that are important economically as well as to quality of life. (see Benefits of Forests to Neighboring Communities)
- Forests and other lands demand a large measure of responsibility from their neighbors, including planning, managing, and servicing both public and private lands within and near their boundaries. (see Demands of Forests on Neighboring Communities)
- The land ownership pattern of this study area, with a high proportion of public land held by numerous different agencies, has shaped how communities developed and determine their future. (see Land Ownership and Jurisdiction)
- Growth and development near Forests is a growing concern as it places greater demands on local jurisdictions, the Forest Service, and the landscape itself. Major concerns in this area include increasing residential development and human use, fire hazard, access, utility development and transmission, and water. (see *Wildland-Urban Interface Issues*)



OVERVIEW

National Forests are only one part of interconnected natural and cultural landscapes. The lands that surround them or are held within their boundaries (inholdings) share many resources and often face the same issues and challenges. These neighboring lands may be privately owned by individuals, corporations, or non-profit entities. They may also be owned or managed by other federal, state, or local government agencies, including the Bureau of Land Management, National Park Service and State Trust Lands. The relationship between these different entities ultimately affects Forest management and the health of overall ecosystems as well as the people within them.

This chapter describes ownership and uses of lands near these three Forests. It also describes resources and issues shared between Forests and their neighbors because of their location and proximity to one another. It also describes the ways in which actions and decisions on within one entity or boundary affect others.

Land use planning is described here in geographic terms. People's involvement in planning is further described in *Section 2D—Decision-Making Linkages*. Much of this assessment was gleaned from digital GIS (Geographic Information Systems) maps of the area. Mapping information was collected from the Utah Automated Geographic Reference Center (AGRC) and Utah School and Institutional Trust Lands Administration (SITLA). The Forest Service also tracks many types of geographic information its GIS and its INFRA database system. Additional data were collected from the counties themselves, and the issues described were collected from collaborative workshops held with the counties and from Forest Service public workshops.

Maps of land ownership and landscape features by county, Forest, and tribe can be found in *Section 4—Profiles*. In addition, the interactive GIS and data used to create these maps are included on the project CD. A more detailed description of this linkage and how it relates to the other ways people are linked to the Forest can be found in *Appendix A2—Linkages to Public Lands Framework*.

FINDINGS

1. Shared Resources

Natural resources and systems are connected across regions regardless of ownership or jurisdiction, but their management is often determined by these boundaries. Forests boundaries were originally drawn to contain the resources relative to their mandates—watersheds, timber and forage. In Utah, this typically covered mountainous, forested regions. But, these lands are only part of a complete natural system. Neighboring lands often complete the picture. For example, species that are commonly thought of as forest dwellers, such as deer and elk, often venture into more open valley and foothills during the winter. Also, stream headwaters lie on Forest land, but their water and lush tree canopies continues far into valleys.



Numerous valuable resources are found on National Forest lands and continue onto neighboring lands.

Forests in Utah are often islands of biological diversity amidst more arid landscapes and heavily altered developed areas. Natural functions of these Forests, such as aquifer recharge, seed dispersal, and erosion control, are very valuable to neighboring lands. Many of these resources are more fully described in the bio-physical assessments being conducted for this Forest plan revision effort.

2. Benefits of Forests to Neighboring Communities

Many communities adjacent to these Forests originally developed economies based on resources and activities found within them. While Forests are a comparatively small proportion of this region's land area, they contain a disproportionate supply of valuable



Forest lands confer numerous benefits on their neighbors, such as water, natural resources, and recreation, that are important economically as well as to quality of life.

resources, such as livestock forage, timber, fish and game, minerals, and most importantly water. Forests are also home to important existing and future infrastructure, such as power lines and wind energy sites. Neighboring communities often cooperate with the Forest Service on drinking water, water quality issues, irrigation structures, managing land for optimum water yield, and hydropower. Local residents often have invested significant time and money into improvements on Forests, such as fences and water guzzlers.

Forests also provide leisure activities to local residents and attract recreation and tourism visitors, creating economic development opportunities. Proximity to protected open space, including National Forests, also has been shown to have a positive effect on land values. This real estate trend has become more pronounced in recent years in response to growing recreation pressure and lifestyle relocation.

Many benefits of Forests are less tangible. Forests and other public lands are often the backdrop or backyard of local communities and contribute significantly to their quality of life. They have significant cultural meaning and scenic qualities and are a valuable part of local lifestyles. This frequently generates a strong sense of ownership and stewardship toward Forest land in neighboring communities and land owners. The presence of public lands has also shaped how communities have grown and changed and provides certain opportunities for the future. This has both positive and negative effects on local lifestyles and economies. It influences the way nearby communities define themselves and their local economies, local planning and coordination.

3. Demands of Forests on Neighboring Communities

While Forests confer significant benefits on their neighbors, they also demand considerable responsibility. Counties in this region frequently face the task of planning, managing, and servicing Forest



Forests and other lands demand a large measure of responsibility from their neighbors, including planning, managing, and servicing both public and private lands within and near their boundaries.

lands alongside privately-held lands. Planning includes managing, protecting and allocating shared resources as well as directing activities, such as industrial operations, recreation or residential development. Neighboring counties, cities, and towns have the ability to plan and zone land around and even within public lands, with the approval of the managing agency. Communities often coordinate with the Forest Service on water resources transportation planning, law enforcement issues, and providing fire and rescue services. Neighboring jurisdictions also provide services such as search and rescue, fire patrol, and road maintenance on Forests land.



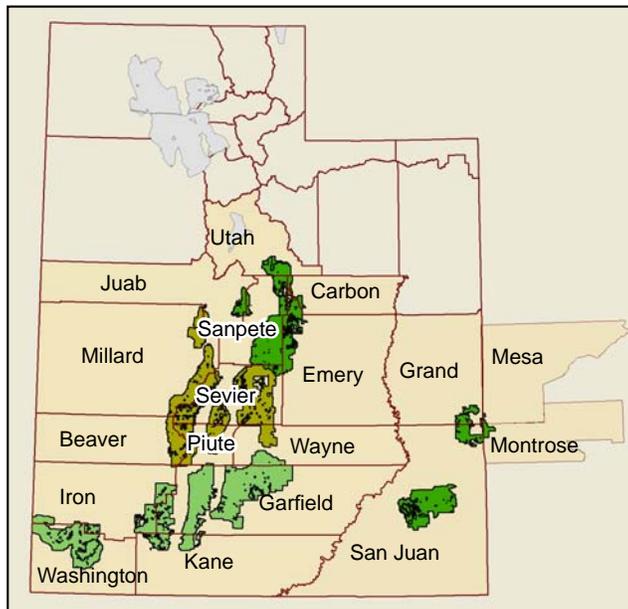
The land ownership pattern of this study area, with a high proportion of public land held by numerous different agencies, has shaped how communities developed and determine their future.

Similarly, Forest planning can have an effect on neighboring lands. The Forest Service, like any other landowner, has legal obligations to prevent nuisance, damage, or harm to other people’s lands. Still, private property—including land, livestock, and fences—is sometimes damaged by public land users and its losses are not always compensated. Actions, or the failure to act, of the Forest Service can also be damaging. Private landowners sometimes take a different approach to managing problems such as fire and noxious weeds, than the Forest Service. If not well coordinated or left unchecked, problems easily spread across boundaries. The Forest Service also follows legal statutes and specific mandates that often require the Forest Service to coordinate with neighboring land owners and jurisdictions. The Forest Service’s ecosystem management efforts require coordination with other landowners who own parts of shared ecosystems. In addition, the Forest Service must follow federal laws to protect resources that often cross land ownership boundaries such as water, air, wildlife, and habitat for threatened and endangered species.

4. Ownership and Jurisdiction

Ownership and jurisdiction are driving forces behind how lands in this region are managed. The study area is a patchwork of interspersed public and private lands, each with their own priorities for land use and conservation. County governments are the primary local jurisdictions working with the Forest Service because much of

Figure 2C-1: County Jurisdictions Surrounding the National Forests



Source: Governor’s Office of Planning & Budget

the land in this region is not incorporated into a city or town. *Figure 2C-1* shows the counties surrounding the National Forests within this study area. In general, the region has numerous social and economic ties to these Forests, but they tend to be most pronounced in counties with the greatest proportions of Forest Service land.

Table 2C-1 shows the amount of Forest Service and other public lands in the counties within the study area. Several counties contain multiple National Forests, some which are not a part of this assessment. Note that of the 32% of Utah County which is managed by the Forest Service, only 6.7% falls within the jurisdiction of the Manti-La Sal National Forest. The rest is controlled by Uinta National Forest. Likewise, only 1% of Mesa and Montrose counties are managed by the Manti-La Sal National Forest. The balance is managed by other National Forests in Colorado that are not a part of this assessment.

Table 2C-1: Land Ownership in Counties Surrounding the National Forests, 2003

County	National Forest	Forest Service land	Total Public Land
Beaver County	Fishlake	8.4%	87.4%
Juab County	Fishlake, Manti-La Sal, Uinta	4.5%	82.8%
Millard County	Fishlake	8.4%	86.5%
Sevier County	Fishlake, Manti-La Sal	59.4%	80.9%
Piute County	Fishlake, Dixie	40.1%	87.3%
Wayne County	Fishlake, Dixie	26.3%	97.1%
Garfield County	Dixie	30.4%	95.0%
Kane County	Dixie	4.7%	89.9%
Iron County	Dixie	11.2%	64.0%
Washington County	Dixie	22.1%	82.3%
Carbon County	Manti-La Sal	3.2%	63.7%
Emery County	Manti-La Sal	7.4%	91.7%
Grand County	Manti-La Sal	2.4%	95.7%
San Juan County	Manti-La Sal	8.0%	91.9%
Sanpete County	Manti-La Sal, Fishlake	38.1%	57.3%
Utah County	Manti-La Sal, Uinta	32.1%	56.5%
Mesa County, Colorado	Manti-La Sal, Uncompaghre, Grand Mesa, White River	25.7%	72.5%
Montrose County, Colorado	Manti-La Sal, Uncompaghre, San Juan	22.8%	69.5%

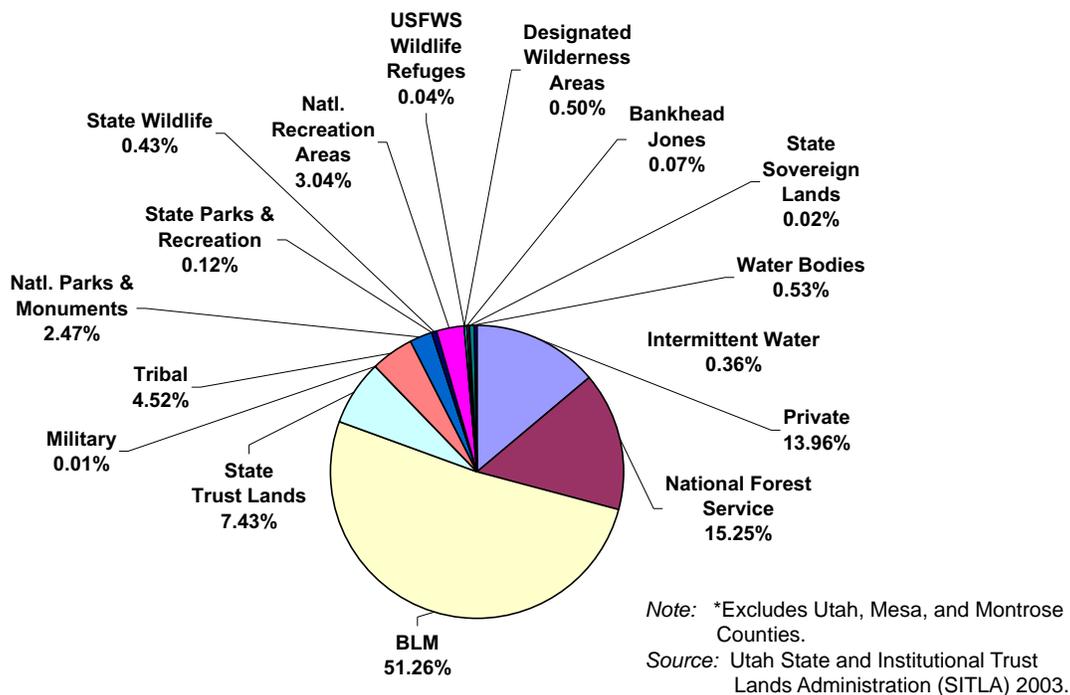
Source: SITLA 2003, Colorado Department of Transportation 2002

The most obvious geopolitical feature of this region is the large proportion of public lands. As *Table 2C-2* and *Figure 2C-2* show, 86% of lands in the study area are public, held by numerous federal land agencies, state agencies, or by American Indian nations. Tribal lands are categorized as public here even though they are not fully open to the general American public because they are owned collectively by tribal members. The Bureau of Land Management (BLM) has largest land holdings in the study area, managing more than half the total land area. The Forest Service has the second largest land holdings, managing just over 15% of the study area. The total collection of private land holdings is the next highest, with just under 15% of the study area. Utah State School and Institutional Trust Lands (SITLA) at 7.4% and tribal nations at 4.5% are the next largest owners.

Table 2C-1: Land Ownership in the Forest Assessment Area*, 2003

Ownership	Acres	Percent of Total Study Area	Total Ownership Statewide	Study Area as Percentage of State
Forest Service	5,258,163	15.25%	7,262,352	72.40%
BLM	17,669,137	51.26%	22,603,598	78.17%
Natl. Parks & Monuments	849,901	2.47%	903,061	94.11%
Natl. Recreation Areas	1,047,396	3.04%	1,126,361	92.99%
Designated Wilderness	171,968	0.50%	762,660	22.55%
USFWS Wildlife Refuges	14,910	0.04%	62,008	24.05
Bankhead Jones	24,591	0.07%	29,457	83.48%
Military	2,626	0.01%	1,813,993	0.14%
Federal Subtotal	25,038,692	72.64%	34,563,490	72.44%
State Trust Lands	2,561,517	7.43%	3,452,391	74.20%
State Parks & Recreation	40,809	0.12%	76,882	53.08%
State Wildlife	148,514	0.43%	392,031	37.88%
State Sovereign Lands	5,355	0.02%	181,103	2.96%
State of Utah Subtotal	2,756,195	8.00%	4,102,407	67.18%
Tribal	1,557,061	4.52%	2,438,758	63.85%
Private	4,811,148	13.96%	11,508,320	41.81%
Water Bodies	184,234	0.53%	1,550,061	11.89%
Intermittent Water	123,948	0.36%	127,991	96.84%
Total	34,471,279	100.00%	54,291,027	63.49%

Figure 2C-2: Land Ownership in the Forest Assessment Area*, 2003



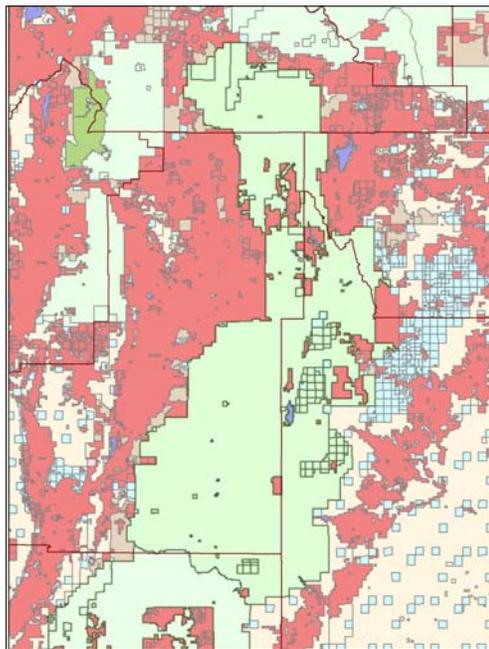
With such a preponderance of public lands, different agencies often manage lands adjacent to one another. Land management determined by ownership or jurisdiction often complicates the approach to these problems and reduces their effectiveness. Local communities often have a fundamentally different vision for the future of their communities and the Forest. Management is often not considered in the broad context. Instead, these lands are often the victim of piecemeal management, based on the specific interests of one owner or jurisdiction. While NEPA requires the Forest Service to consider broad impacts, other entities, such as counties, often don't have the same standards. Further, it is difficult for each entity involved to consider the bigger picture without the ongoing participation of others.

Consistent management is not just a challenge for local communities and agencies; it also is confusing for users. Users often do not distinguish boundaries between different land owners and are not aware of their different regulations. In addition, different agencies are often responsible for certain resources on lands held by other agencies. For example, the BLM and SITLA control mineral and subsurface rights for some National Forest parcels and the Utah Division of Wildlife Resources manages fish and game. This creates some confusion by stakeholders, and even in jurisdictions, regarding who is responsible for certain activities and misunderstandings about who can solve problems that arise.

Maps of the region surrounding the Forest provide insights into understanding how these issues and challenges might arise. The composition of land ownership surrounding each Forest differs. One constant is the major presence that the BLM has in this area. Forest Service and community planning efforts in communities are incomplete without considering BLM lands. The La Sal Division of Manti-La Sal National forest is nearly surrounded by it. On the other hand, Dixie National Forest and Fishlake National Forest have significant amounts of privately-held land surrounding them, and Fishlake National Forest has significant private land inholdings. The unique requirements and styles of different owners shape the nature of planning.

The following graphics, *Figures 2C-3 to 2C-6* illustrate these ownership and jurisdiction patterns. These graphics represent Beaver, Juab, Millard, Sevier, Piute, Wayne, Garfield, Kane, Iron, Washington, Carbon, Emery, Grand, San Juan, and Sanpete Counties combined. Utah County, Mesa County (Colorado) and Montrose Counties (Colorado) are excluded from these graphics. Additional detailed maps referencing each county, tribe, and Forest can be found in *Section 4—Profiles*.

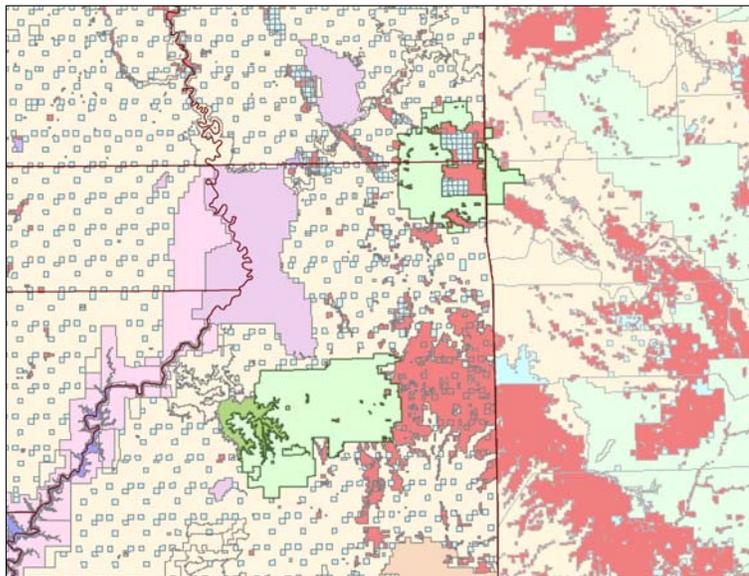
Figure 2C-5: Land Ownership surrounding Manti-La Sal National Forest



**Manti Division,
Manti-La Sal National Forest**

-  National Parks, Monuments, & Recreation Areas
-  Bureau of Land Management (BLM)
-  School and Institutional Trust Lands (SITLA)
-  US Forest Service (USFS)
-  National Recreation Areas
-  Private Land
-  Tribal Lands

Source: Governor's Office of Planning and Budget

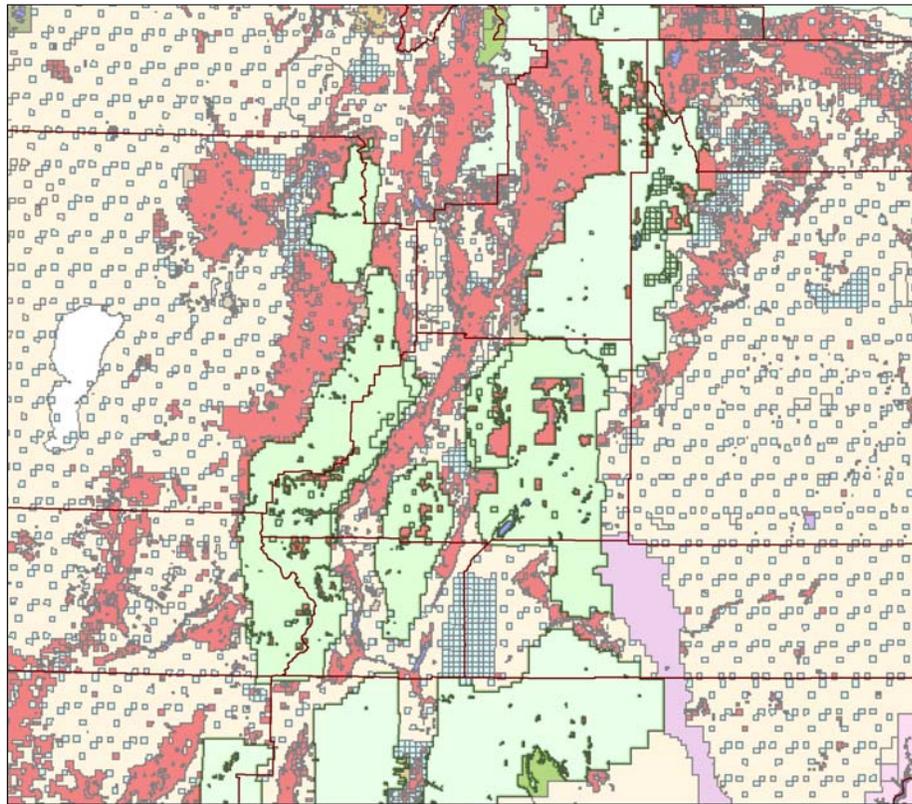


**La Sal Division,
Manti-La Sal
National Forest**

La Sal National Forest Several large sections of private inholdings are found on the Forest as well. SITLA is another significant neighbor, with large, contiguous holdings to the east of the Forest.

Much of the land surrounding the La Sal Division of the Manti-La Sal National Forest is owned or managed by public land agencies, primarily the BLM. Privately-held lands and the majority of the region's residents live at a distance from the Forest.

Figure 2C-4: Land Ownership surrounding Fishlake National Forest



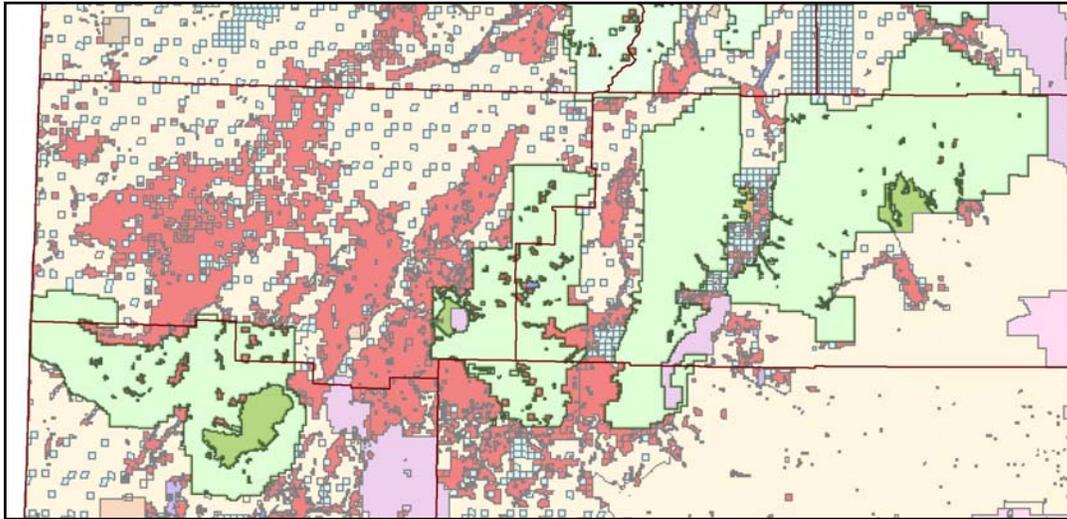
Source: Governor's Office of Planning and Budget



raises serious concerns for wildland-urban interface issues. The Forest is also nearly surrounded by private lands, and many local residents consider the Forest an extension of their own property.

Figure 2C-5: Land Ownership surrounding Dixie National Forest

Figure 2C-3: Land Ownership surrounding Dixie National Forest



Source: Governor's Office of Planning and Budget

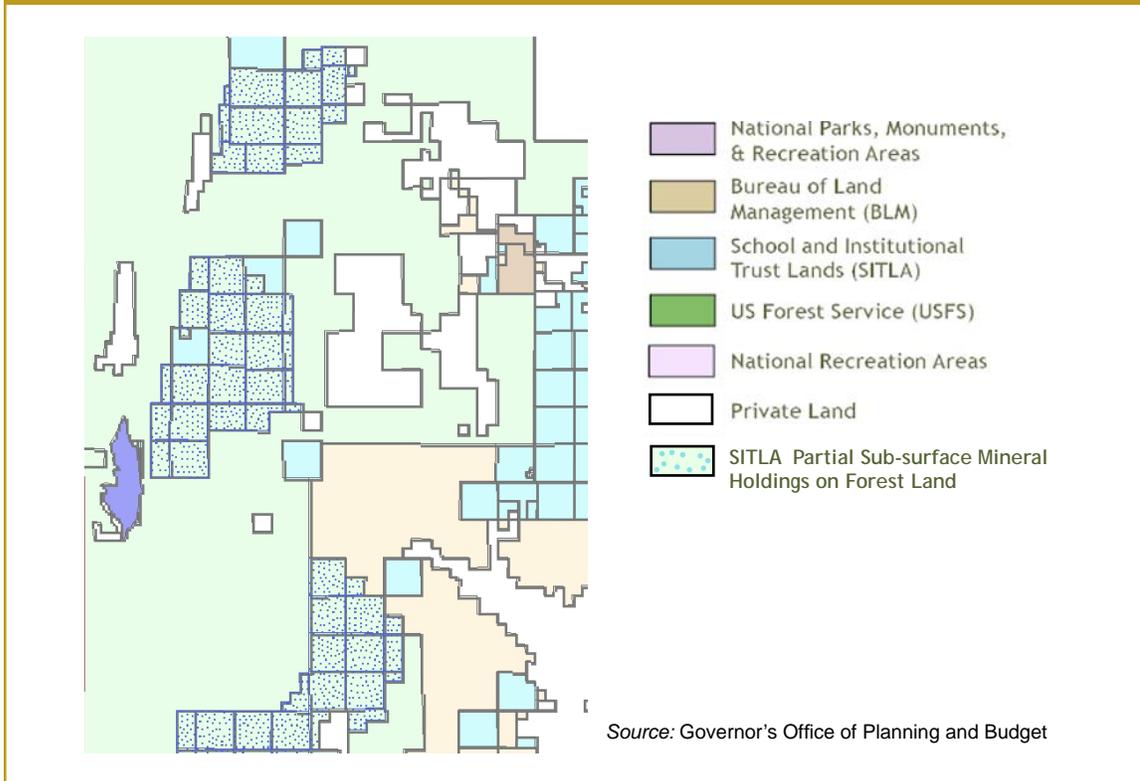


concerns for wildland-urban interface issues. It also poses a coordination challenge of working with numerous owners. It also heightens the sense of ownership many local residents have for the Forest.

Mineral and sub-surface rights are an additional layer of neighboring lands.

Frequently, the Forest Service manages the land surface but a different agency or private individual or company holds the rights to minerals or other sub-surface resources. Major concern are permitting access to these holdings and coordinating on infrastructure and improvements. Mineral rights are predominately found on the Manti-La Sal National Forest, shown in *Figure 2C-6*. The Forest Service here works primarily with SITLA on decisions that could impact accessing these mineral holdings.

Figure 2C-6: State Sub-surface Mineral Rights within Manti-La Sal National Forest



An additional concern among communities neighboring National Forests is the high proportion of landowners residing outside the local area. *Table 2C-3* shows where property tax notices are sent. There is a marked concentration of out-of-state land ownership in counties in southwestern Utah and Dixie National Forest. Many notices are sent to addresses outside the area, particularly in the highly-developed industrial sectors of Washington and Iron Counties.

Still, a significant number of notices are for homes that are seasonally occupied, or for properties that have no structures built on them. The high number of vacation properties is likely due to a concentration of recreation opportunities, not only National Forests, but National Parks and Monuments, too. As was shown in *Table 2C-1*, the study area contains over 90% of the National Parks, Monuments, and Recreation Areas in Utah. The scenic and quality of life values associated with rural and “wilderness-like” locations are also attractive amenities. A growing population of retirees in Washington and Kane counties can also be attributed to recreation opportunities in addition to favorable weather. Counties outside of the “retirement belt” and further from major population centers as well as popular recreational opportunities tend to have lower out-of-state ownership. Transportation, terrain, and limited resources such as water may play into this as well.

5. Wildland-Urban Interface

Growth and development near Forest lands, increased visitation, and use of remote areas not previously accessed is a growing concern. This growth places greater demands on the Forest Service, local jurisdictions and neighboring lands, and the landscape itself. It also has

Table 2C-3: Property Tax Owner Profiles for Southern Utah Counties, 2002

County	Total Properties	Local	Rest of Utah	Out of State/ Country	% Local Billings	% Rest In State Billings	% Out of State/Country Billings
Iron*	38,213	16,946	5,274	15,994	44.3%	13.8%	41.9%
Garfield*	8,499	3,333	1,887	3,257	39.2%	22.2%	38.3%
Washington*	58,483	28,072	7,603	22,808	48.0%	13.0%	39.0%
Kane*	15,292	3,792	3,939	7,561	24.8%	25.8%	49.4%
Beaver*	7,396	5,154	885	1,357	69.7%	12.0%	18.3%
Juab	8,900	7,595	1,242	63	85.3%	14.0%	0.7%
Millard**	14,750	11,750	2,000	1,000	79.7%	13.6%	6.8%
Piute	2,486	1,290	845	350	51.9%	34.0%	14.1%
Sanpete	26,498	13,273	11,130	2,095	50.1%	42.0%	7.9%
Sevier	15,717	11,829	2,551	1,337	75.3%	16.2%	8.5%
Wayne**	3,224	1,888	936	400	58.6%	29.0%	12.4%
Carbon**	13,500	10,000	2,350	1,150	74.1%	17.4%	8.5%
Emery**	7,940	6,940	1,000	121	87.4%	12.6%	1.5%
Grand	5,564	3,761	626	1,177	67.6%	11.3%	21.2%
San Juan**	6,599	4,289	990	1,320	65.0%	15.0%	20.0%
Totals	219,561	119,912	40,908	58,840	54.6%	18.6%	26.8%

Source: GOPB 2003, *Five-County AOG, 2002, **Estimated figures from County Treasurers

the potential to impinge on existing uses. Forest Management techniques of the past are not always sufficient to deal with this increased use.

This is of particular concern in the zone where wildland (forested) and urban (developed) lands meet, often referred to as the wildland-urban interface. Several factors make this a concern—users impacts and conflicts, protecting water permitting utility corridors, managing access, fragmenting landscapes, noxious weeds and the increased incidence of forest fire. These concerns have launched wildland-urban interface issues to a national Forest Service priority. The wildland-urban interface is also a looming concern to local communities who often face spending more money and time planning and servicing this development and managing these users. Several major considerations of this zone—human uses, water, utilities, access and fire—follow.

a. Human Uses and Residential Development

Forests and other public lands are a significant attraction for people choosing to visit, retire, or relocate nearby. Homes are being built in places not previously accessible and cabins are being upgraded to year-round residences. Providing services to new residential areas is always a challenge, but additional problems often arise in the wildland-urban interface zone. Building roads and water lines to remote areas and across steep slopes is more expensive and difficult. Garbage and mail services are also likely more costly. Emergency planning and controlled burns are also much more difficult to coordinate. Fire management becomes more expensive and controversial, and incidence of property damage from fire has increased.

New roads and homes can lead to impacts such as habitat fragmentation, noxious weeds and erosion, fire risk, and unmanaged recreation that further burden the Forest and neighboring communities. Each of these has its own zone of impacts, which can stretch for hundreds or even thousands of feet beyond the actual impact area. These “edge effects” can significantly

change the character of the surrounding landscape and effectively shrink the size and health of other landscapes around it. New and growing uses also have the potential to threaten cultural resources, damage private property, and increase the demand for emergency services and maintenance.

Growing communities sometimes wish to acquire adjacent public lands to permit further expansion. While there is a statewide policy of no net increase of public land, local communities often perceive that lands are becoming more locked up and less available for expansion or community purposes.

b. Water

Utah is the second-most arid state after Nevada so it is no surprise that water is the primary concern of communities in this study area. Water is essential for maintaining current as businesses, agriculture and residences as well as for future growth. The majority of Utah's precipitation falls on National Forest lands, supplying the streams and underground aquifers. *Figure 2C-8* shows the close correlation between high precipitation and National Forest boundaries in this study area.

Groundwater is another primary source of water and is tied into water system of these Forests. The current drought, which began in the late 1990s, has lowered water tables across the Forest and the valleys below. Agricultural lands constitute 80% of water use (*source: Division of Water Resources*), and most existing water supplies are fully allocated. The projected growth in municipal and industrial use will likely come from conversion from agricultural use.

Figure 2C-8: Precipitation in Utah

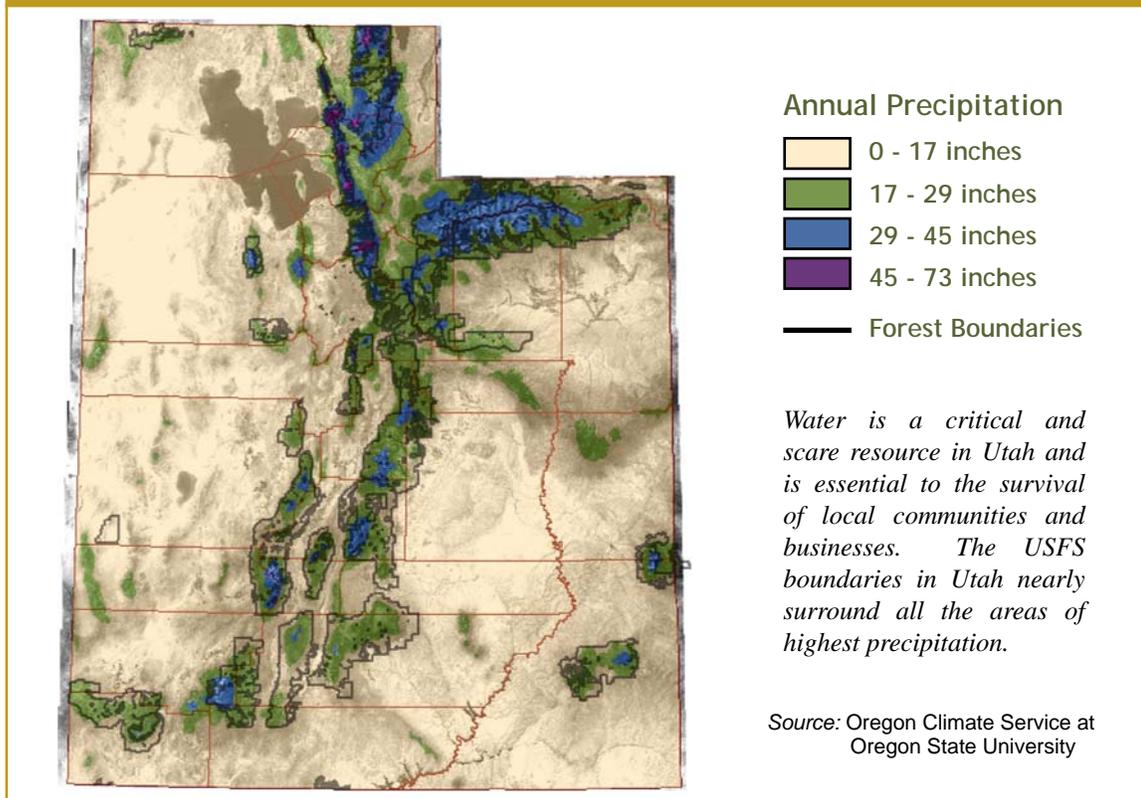
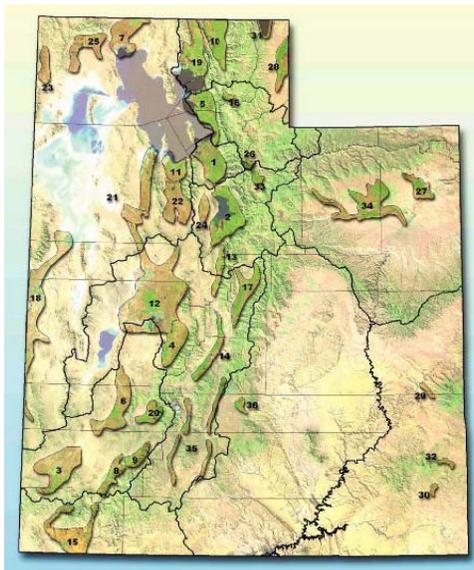


Table 2C-4, Figure 2C-7: Areas of Significant Groundwater Development

Number on Map	Area	'89-98 Avg. (acre feet/yr †	Number on Map	Area	'89-98 Avg.
1	Salt Lake Valley	133,000	20	Beaver Valley	8,000
2	Utah and Goshen valleys	108,000	21	Dugway, Skull Valley, Old River Bed	6,000
3	Beryl-Enterprise area	80,000	22	Rush Valley	4,000
4	Pahvant Valley	80,000	23	Grouse Creek Valley	4,000
5	East Shore area	60,000	24	Cedar Valley, Utah County	3,000
6	Milford area	49,000	25	Park Valley	3,000
7	Curlew Valley	36,000	26	Park City area	*
8	Cedar Valley, Iron County	33,000	27	Vernal area	*
9	Parowan Valley	29,000	28	Upper Bear River Valley	*
10	Cache Valley	28,000	29	Spanish Valley	*
11	Tooele Valley	27,000	30	Blanding area	*
12	Sevier Desert	25,000	31	Bear Lake Valley	*
13	Juab Valley	21,000	32	Monticello area	*
14	Central Sevier Valley	19,000	33	Heber Valley	*
15	Central Virgin River area	17,000	34	Duchesne River area	*
16	Ogden Valley	13,000	35	Upper Sevier valleys	*
17	Sanpete Valley	12,000	36	Upper Fremont River	*
18	Snake Valley	10,000		Total of other areas (*)	42,000
19	Malad-lower Bear River	9,000		STATE TOTAL	851,000

* Less than 3,000. See "Total of Other Areas (*)" for combined total.

† (Source: Tables 1, 2 & 3 in, *Ground-Water Conditions in Utah: Spring of 2000*, Cooperative Investigations Report No. 41, U.S. Geological Survey, Utah Division of Water Resources and Utah Division of Water Rights.)





Growth and development near forest lands is a growing concern as it places greater demands on local jurisdictions, the USFS, and the landscape itself. Major concerns in this area include increasing residential development and human use, fire hazard, access, utilities and water.

Water supply, yield, quality and infrastructure all depend on the Forest and are directly related to Forest resource management. There are literally thousands of water diversion points to utilize water that flows through these Forests. Water users are concerned with the upkeep of these diversions and local communities want to maintain easy control over this infrastructure. Honoring existing water rights is another concern, but this is the responsibility of the State.

Water supply is another constant concern. Local communities would like more influence over managing and developing water supplies, particularly during droughts. Many local communities support vegetative control measures that are believed to increase water yields and

livestock forage—favoring aspen over conifer, and sage/scrub over pinyon/juniper. The effectiveness of such efforts to raise water yields is still debated by the Forest Service and such measures not universally supported. Many people point out that natural water reserves are already dangerously low to the point of endangering vegetation and biodiversity, and increasing fire danger. These people point out that encouraging more water to run off instead of being absorbed into the ground further stresses these natural systems.

c. Utilities

Many important utilities, such as power transmitters and cell towers, are located on Forests. These utilities not only serve local communities, but often the entire region. Local communities stress the importance of keeping these corridors open and accessible for current and future needs. There is also often a need to coordinate utilities for industries on Forest lands with local municipal service providers. It is sometimes unclear to local communities which entity is responsible for providing them.



Utility corridors frequently cross public lands and future energy generation or transmission sites are considered to be equally important.

d. Fire

Fire management is becoming a primary concern of the Forest Service and the general public in recent years. It has significant economic, ecological, and social implications, including protecting property, habitat, water quality, air quality, and simply living in fear of wildfire. The concern for fire is growing as more people move closer to forested areas and the property values threatened by fire increase. Firefighting often concentrates on protecting property from damage, and additional homes mean greater expense. Homes also complicate and often delay agency prescribed burns, which are an important resource management tool.

Interagency coordination, communication, and strategies for fire planning and management are essential, but there is still a shortage of coordination between local municipalities and the

Forest Service. For example, Piute County residents repeatedly reported a fire to the Forest Service but did not receive a response or see any action for several days, leaving residents to wonder how their input was being used. Local municipalities can help by participating in fire prevention and reporting efforts. They can also be more pro-active in their prevention efforts by adopting planning and zoning codes that discourage fire-prone development styles and locations. Utah's Division of Forestry, Fire, and State Lands is beginning to formulate plans to promote better coordination, and these are further described in *Section 4D—Statewide Profile*.



Fire has significant economic, social, and ecological implications and neighboring can have significant influence on managing fire and its damages.

e. Access

Access is a primary concern of Forest users because all Forest uses and privileges depend on it. Access is a double-edged sword. While it benefits people by allowing them to move about and use the Forest for different reasons, it also opens these lands and neighbors up to damage. Access is often contested between those who wish to keep roads open for economic development opportunities, transportation, and access to traditional uses, and others who disagree with existing or potential expansion of uses or who are concerned with increased human and ecological impacts. Uncontrolled access and unregulated uses on roads and trails sometimes leads to unwanted or illegal uses. Trespassing is a significant impact to private lands.

Preserving access between lands of different jurisdictions and ownership, including private parcels and inholdings, is important to recreation, fire management, water supply, and other infrastructure and industries. Numerous points are utilized to access Forest lands and access sometimes originates off of Forest lands. Adjacent lands and inholdings often rely on Forest roads or easements across Forest lands to access to their properties. While the Forest Service is required to keep access to private parcels open, many neighbors still worry that Forest Service decisions may ultimately limit or eliminate access. Access to National Forest lands often depends on passage through adjacent private lands. Continued access through traditional entry points can be threatened when private lands change hands or are developed. Another limitation to access is special designations that limit new roads or motorized travel.



Access is a primary tool for managing uses and is thus often debated. Protecting desirable routes between public and private lands is important to neighboring communities.

Seamless access across lands is a coordination and management challenge. Counties and Forests have both created transportation plans to permit or facilitate access, but these are often not coordinated. Local counties wish to work with the Forest Service to help ensure continued access to important resources.

