



# Executive Summary

**Utahns want a balance of uses on public lands, including habitat, natural areas, energy production, grazing, and recreation, all done responsibly with good stewardship.**

- **Current circumstances:**

- Over 70% of Utah is public land owned by state or federal agencies.
- There are many competing uses for public lands.

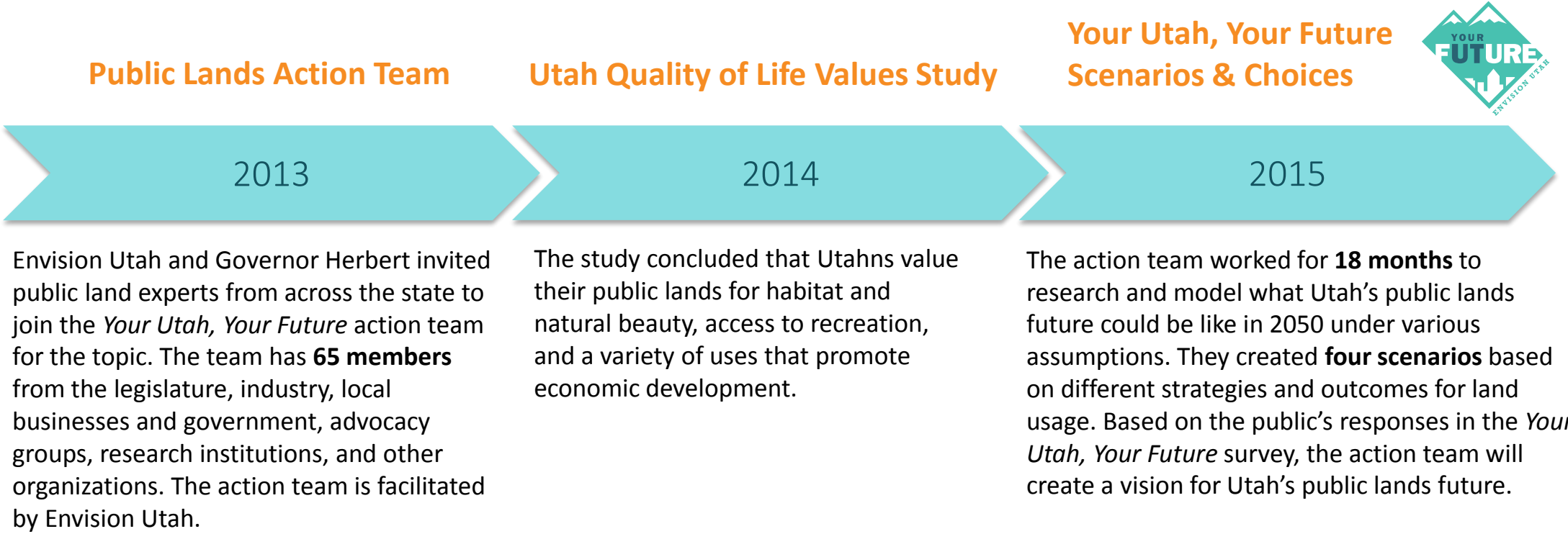
- **Survey findings:**

- Fifty-four percent of Utahns want a balance of uses that includes natural areas as well as energy development.
- Utahns want public lands managed to maintain and improve ecosystem and watershed health, promote energy self-sufficiency, provide recreational access, and foster jobs and economic development.

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# The public lands action team worked for 18 months to create scenarios for the future of public lands in Utah.



# Agriculture, Public Lands, & Recreation Action Team Members

Action team members were selected by Governor Gary Herbert and Envision Utah to represent a spectrum of experience and political persuasions. All action team members were invited to participate by Governor Herbert.

- **Leonard Blackham, Utah Department of Agriculture and Food, Retired Commissioner\***
- **Kathleen Clarke, Public Lands Policy Coordination Office, Director\***
- **Wendy Fisher, Utah Open Lands\***
- **Brad Peterson, Governor's Outdoor Rec Office, Director\***
- Wayne Niederhauser, District 9, Utah State Senator
- Laura Hanson, Jordan River Commission, Executive Director
- Mike Styler, Department of Natural Resources
- Brent Tanner, Utah Cattlemen, Executive Vice President
- Ashley Patterson, Wasatch Community Gardens
- Warren Peterson, Farmland Reserve, Vice President
- Brad Barber, Barber Consulting
- Selma Sierra, Energy Dynamics Laboratory, Director of Energy and Environmental Policy
- Ashley Korenblat, Public Land Solutions
- Ron Vance, Forest Service, Recreational and Resource Manager
- Jon Hardman, Natural Resource Conservation Service
- John Fairchild, Division of Wildlife Resources
- Mark Clemens, Sierra Club Utah Chapter, Manager
- Jack Draxler, Utah State Legislature District 3
- Thayne Mickelson, Utah Conservation Commission
- Nathan Rafferty, Ski Utah, President
- George Sommer, Blue Ribbon Fisheries Commission, Chair
- Julia Geisler, Salt Lake Climbers Alliance, Executive Director
- Eric Sadler, Wasatch Mountain Club
- Mark Compton, Utah Mining Association, President
- LaNiece Davenport, WFRC Regional Planner
- Sarah Hinners, U of U Metropolitan Research Center
- John Bennett, Utah Quality Growth Commission
- Larry Crist, U.S. Fish and Wildlife Service
- Julie Peck Dabling, Salt Lake County Open Space & Urban Farming
- David Ure, Summit County Council (Former legislature)
- Vicki Varela, Managing Director Utah Office of Tourism
- Lynn Jackson, Grand County Council
- LuAnn Adams, Box Elder County Commission
- Gordon Topham, Sevier County Commissioner
- Elizabeth Tubbs, Grand County Council
- Gene Ciarus, Grand County Council
- Bruce Adams, San Juan County Council
- Roger Barrus, Utah House of Representatives District 18
- Mike Noel, Utah State Legislature, District 73
- Ralph Okerlund, Utah State Senator, District 24
- David Hinkins, Utah State Senator, District 27
- David Garbett, SUWA
- Randy Parker, Utah Farm Bureau
- John Mathis, Utah State Legislature, District 55
- Curtis Rowley, Cherry Hill Farms
- Scott Chew, Cattle and Sheep Uintah Basin
- Ed Sunderland, Sanpete County farmer
- Alma Adams, Iron County Commissioner
- Logan Wilde, Morgan County Council
- Kent Peatross, Duchesne County Commissioner
- Kerry Gibson, Weber County Commissioner
- Mike Kohler, Wasatch County Council
- Juan Palma, BLM state director
- Evan Vickers, Utah State Senator, District 28
- Kay Mccliff, Utah State Legislature, District 70
- Douglas Sagers, Utah State Legislature, District 21
- Peter Knudson, Utah State Senator, District 17
- Jim Dabakis, Utah State Senator, District 2
- David Livermore, Nature Conservancy, Utah State Director
- Alan Matheson, Governor's Office
- Chris McCandless, Sandy City Council
- John Evans, Petzl Climbing Equipment
- Mallory Bateman, Utah Foundation
- LuAnn Adams, Utah Department of Agriculture and Food
- Joan Degiorgio, Nature Conservancy
- Laynee Jones, Mountain Accord
- Hans Ehrbar, U of U Department of Economics
- Brandie Balken, Equality Utah
- Tara McKee, Governor's Outdoor Rec Office
- Wesley Smith, Salt Lake Chamber
- Michael Merrill, Salt Lake Chamber
- Dustin Rowley, Utah Association of Conservation Districts

\*Action Team Co-Chair

# Your Utah, Your Future Background

## In Need of a Solution

Projections show that Utah's population will nearly double by the year 2050. The *Your Utah, Your Future* survey was designed for Utahns to create a vision for the State of Utah for the next 35 years.

## Identifying the Issues

Envision Utah performed a values study to understand **what** Utahns care about regarding the future and **why** those issues are personally important to them. The study identified eleven key issues: agriculture, air quality, recreation, disaster resilience, public lands, transportation and communities, housing and cost of living, education, energy, jobs and economy, and water.

## Identifying Choices and Trade-offs

Four-hundred Utah experts worked in eight task forces to identify Utah's choices for each of the 11 topics. **The information and options in the survey were the direct findings of these taskforces.**

## Choosing a Future

The *Your Utah, Your Future* survey was designed to prioritize issues and their associated outcomes in order to make strategic decisions for Utah's future. Nearly 53,000 people weighed in on the future that they want to create in 2050.

**The Challenge:**  
**By 2050, Utah's population will nearly double in size. Utah will not.**



TODAY THERE ARE

**2,900,000**

PEOPLE IN UTAH

BY 2050 THERE WILL BE

**5,400,000**

PEOPLE IN UTAH



The *Your Utah, Your Future* survey asked Utahns to indicate their choices for Utah's Future on 11 specific issues.



Housing & Cost of Living



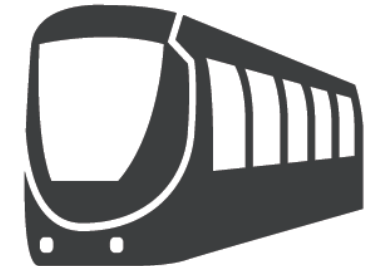
Education



Agriculture



Air Quality



Transportation & Communities



Economic Development



Disaster Resilience



Recreation



Water



Public Lands



Energy



# Your Utah, Your Future Background

Survey participants then chose between five overall scenarios for Utah's future, with each overall scenario proposing a set of choices for the 11 specific issues.

VOTE



**SEAGULL**  
SCENARIO

VOTE



**BONNEVILLE TROUT**  
SCENARIO

VOTE



**QUAKING ASPEN**  
SCENARIO

VOTE



**SEGO LILY**  
SCENARIO

VOTE



**ALLOSAURUS**  
SCENARIO

Our goal was for 50,000 Utahns to take the *Your Utah, Your Future* survey about their desires for the future for Utah.



Goal

50,000  
Respondents



Actual

**52,845**  
**Respondents**

# Your Utah, Your Future Background

The *Your Utah, Your Future* survey garnered more public participation than any such project ever has.



Envision Utah Quality Growth Strategy  
(Wasatch Front and Back—1998)



Show Your Love, San Diego



Heartland 2050  
(Omaha, NE)



PLANITULSA  
(Tulsa, OK)



(Atlanta, GA)



Louisiana Speaks  
(Southern Louisiana after Katrina)

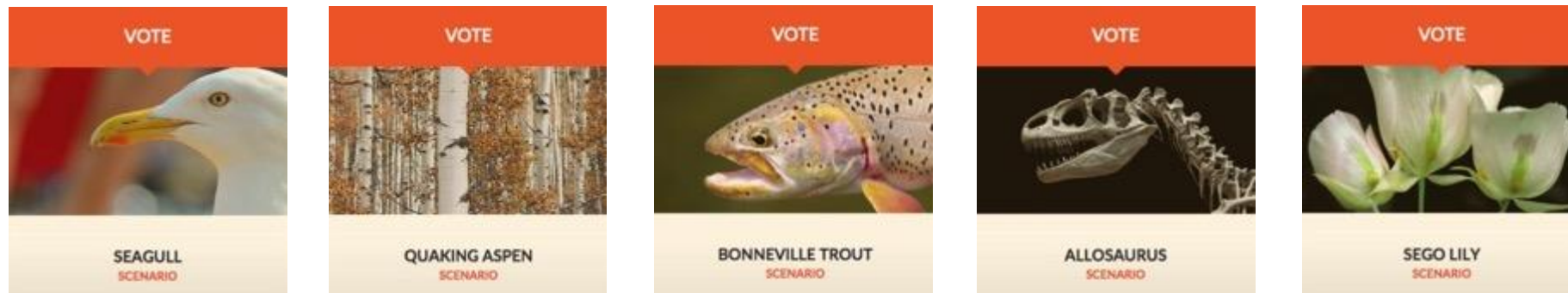
The original *Envision Utah* 1999 survey held the record with 17,500 public response for many years.



# Survey Structure—Part One

Utahns were invited to participate in two parts of the survey.  
In the first part:

Survey participants chose among five overall scenarios for Utah's future.



Each overall scenario was made up of a set of choices on 11 different topics.



Housing &  
Cost of Living



Education



Agriculture



Air Quality



Transportation  
& Communities



Economic  
Development



Disaster  
Resilience



Recreation



Water



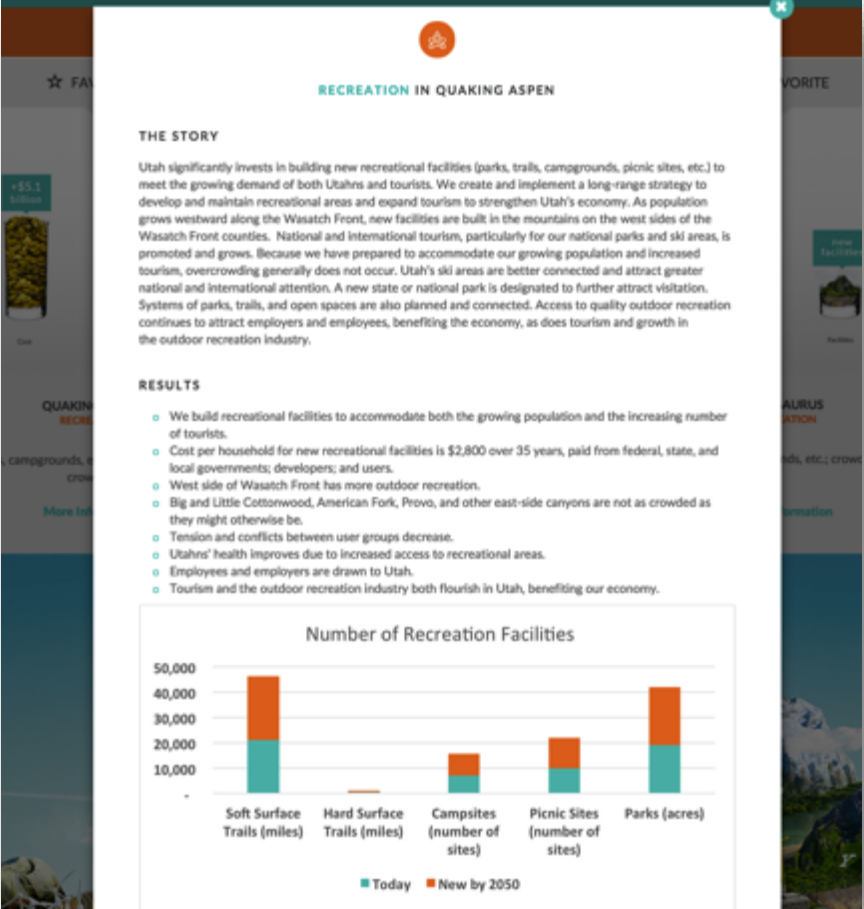
Public  
Lands



Energy

# Survey Structure—Part One (Cont'd)

Participants compared the different options within each topic and selected their preferred scenarios for that specific topic.



They were provided with in-depth information and background data for each of the topics and choices.








# Survey Structure—Part One (Cont'd)

After making selections for each of the 11 topics, participants could study a summary comparison chart and vote on their preferred overall scenario.

EDUCATION				
Moderate investment increase; no consistent strategy; little performance improvement	Significant, strategic investment increase; Utah in top 10 states	Moderate, strategic investment increase; moderate performance improvement	Significant, strategic investment increase; Utah in top 10 states	Investment does not keep up with growth; no strategy; performance declines
ENERGY				
Natural gas, some renewables; 3% cost increase	Renewables, natural gas, energy storage; 58% cost increase	Natural gas & renewables; 3% cost increase	Natural gas, renewables, & nuclear; 12% cost increase	Natural gas, some renewables; 3% cost increase
HOUSING & COST OF LIVING				
High housing and transportation costs	Reasonable housing and transportation costs	Reasonable housing costs; average transportation costs	Reasonable housing and transportation costs	High housing costs; high transportation costs in suburbs; low in downtown
JOBS & ECONOMY				
Average economy	Strong economy	Strong economy	Very strong economy	Struggling economy





Most Favored

VOTE	VOTE	VOTE	VOTE	VOTE
				
3 ★	8 ★	6 ★	1 ★	1 ★
<b>SEAGULL SCENARIO</b>	<b>QUAKING ASPEN SCENARIO</b>	<b>SEGO LILY SCENARIO</b>	<b>ALLOSAURUS SCENARIO</b>	<b>BONNEVILLE TROUT SCENARIO</b>
Utah makes targeted individual and collective efforts to keep the economy and quality of life strong, without making significant changes or large investments.	Utah becomes more economically resilient through economic diversification, connections to economies around the country and world, improved resilience to natural disasters, and increased ability to rely on local energy and food.	Utahns minimize their impact on the environment, conserve resources, and focus on improving both environmental and community health.	We do not implement strategies to achieve a vision of the future. Individuals, businesses, cities, counties, and other groups work separately to further their own interests.	Utahns continue doing what we're doing now. Our actions are the same as those in recent years. However, the outcomes of our future choices may not be the same as today because of growth and changing circumstances.
<a href="#">More Information</a>	<a href="#">More Information</a>	<a href="#">More Information</a>	<a href="#">More Information</a>	<a href="#">More Information</a>

# Survey Structure—Part Two

In the second part of the survey, Utahns participated in more traditional survey exercises.

## Prioritizing Issues

	Most Important	Least Important
 What sources of energy we use in Utah (e.g., do we use more natural gas, solar, wind, or nuclear energy) and how much we use	<input type="radio"/>	<input type="radio"/>
 How high taxes are in Utah	<input type="radio"/>	<input type="radio"/>
 Air quality in the State of Utah	<input type="radio"/>	<input type="radio"/>
 How resilient Utah is to a natural disaster (how many people would be killed/injured, how much damage would occur, and how quickly our economy and way of life would bounce back)	<input type="radio"/>	<input type="radio"/>

## Weighting Outcome Preference

**JOBS AND ECONOMY**

When thinking about jobs and the economy, there are many things to consider regarding Utah's future. Below are some potential outcomes to contemplate.

Please indicate each outcome's relative importance by allocating 100 points across all outcomes. The more points you allocate to a given outcome, the more important it is to you to achieve that outcome.

Some areas may be left blank, but the sum must total to 100.

- Ensuring Utah's economy is strong so that it provides a lot of tax revenue to spend on our needs
- Ensuring Utah's economy is strong so that we have plentiful, good jobs and high wages
- Limiting how much we spend in taxes and other resources
- Ensuring that a strong economy doesn't attract additional population growth

Total

## Indicating Tradeoff Willingness

**ENERGY**

If Utah were to focus on using natural gas to produce our electricity as we move into the future, costs for electricity would stay as low as possible.

In order to get this outcome, some combination of the following trade-offs would have to take place.

Please indicate your willingness to make each trade-off in order to focus on natural gas as the primary energy source in Utah.

	Not At All Willing to Make This Trade-off 1	2	Somewhat Willing to Make This Trade-off 3	4	Very Willing to Make This Trade-off 5
We will be vulnerable to supply shocks/price spikes because of reliance on a single energy source that is shipped throughout the country	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
There will be more air pollution emissions in rural Utah (where the energy is produced) than if we used other energy sources, but fewer than today, because today we are primarily using coal for our electricity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
More land will need to be used for natural gas wells, which have environmental impacts	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Together, the results of parts one and two of the survey allow a sophisticated analysis of what Utahns want, why they want it, and what they're willing to do to achieve their goals.



Each part of the survey had different goals and provided important information.

Process

1

## SCENARIO SELECTIONS

Issue  
"Favoriting"

Scenario  
Vote

Goals

1. Educate Utahns on the key issues facing the state
2. Quantify preferences for issue-specific outcomes
3. Identify areas of consensus and disagreement across issues
4. Quantify preferences for defined scenarios



2

## TRADE-OFF SURVEY

Issue Prioritization

Importance of  
Outcomes

Trade-off Willingness

1. Force Utahns to prioritize importance / level of concern for all issues
2. Quantify importance of outcomes related to specific issues
3. Assess willingness to make trade-offs in order to reach desired outcomes



A random sample survey of Utahns was used to cross-check outreach results

## OUTREACH SAMPLE

Utahns that heard about the survey through Envision Utah's outreach efforts and went to the website to vote

- School outreach
- Digital media
- Partner organization emails and posts
- Radio advertisements
- News coverage

**Total participants: 52,845**

## RANDOM SAMPLE

A statistically representative sample of Utahns randomly sampled to participate in the survey

- Direct email
- Physical mail (postcard invitations)
- Phone recruiting

**Total participants: 1,264**

All Participants participated in Part One



**OUTREACH**

n=52,845

**RANDOM SAMPLE**

n=1,264

Outreach Participants had the option to participate in Part Two



**OUTREACH**

n=13,459

All Random Sample Participants participated in Part Two



**RANDOM SAMPLE**

n=1,264

Outreach and Random Sample participant responses were very much aligned across issues and preferences.

	Variance Across Most Responses
Issue "Favoriting"	+/- 3%
Scenario Vote	+/- 4%
Issue Prioritization	+/- 1.2%
Importance of Outcomes	+/- 2%
Trade-off Willingness	+/- 7%

**“We can conclude that the results represent the desires and opinions of Utahns.”**

“Results were obtained via the largest public outreach effort in the history of Utah, resulting in public input from more than 50,000 people; an effort that was cross-checked with a random sample of 1,264 Utahns, and overseen by Dan Jones & Associates.”

—Cicero; Dan Jones & Associates

Envision Utah performed a values study in 2014 to understand what Utahns care most about regarding the future.



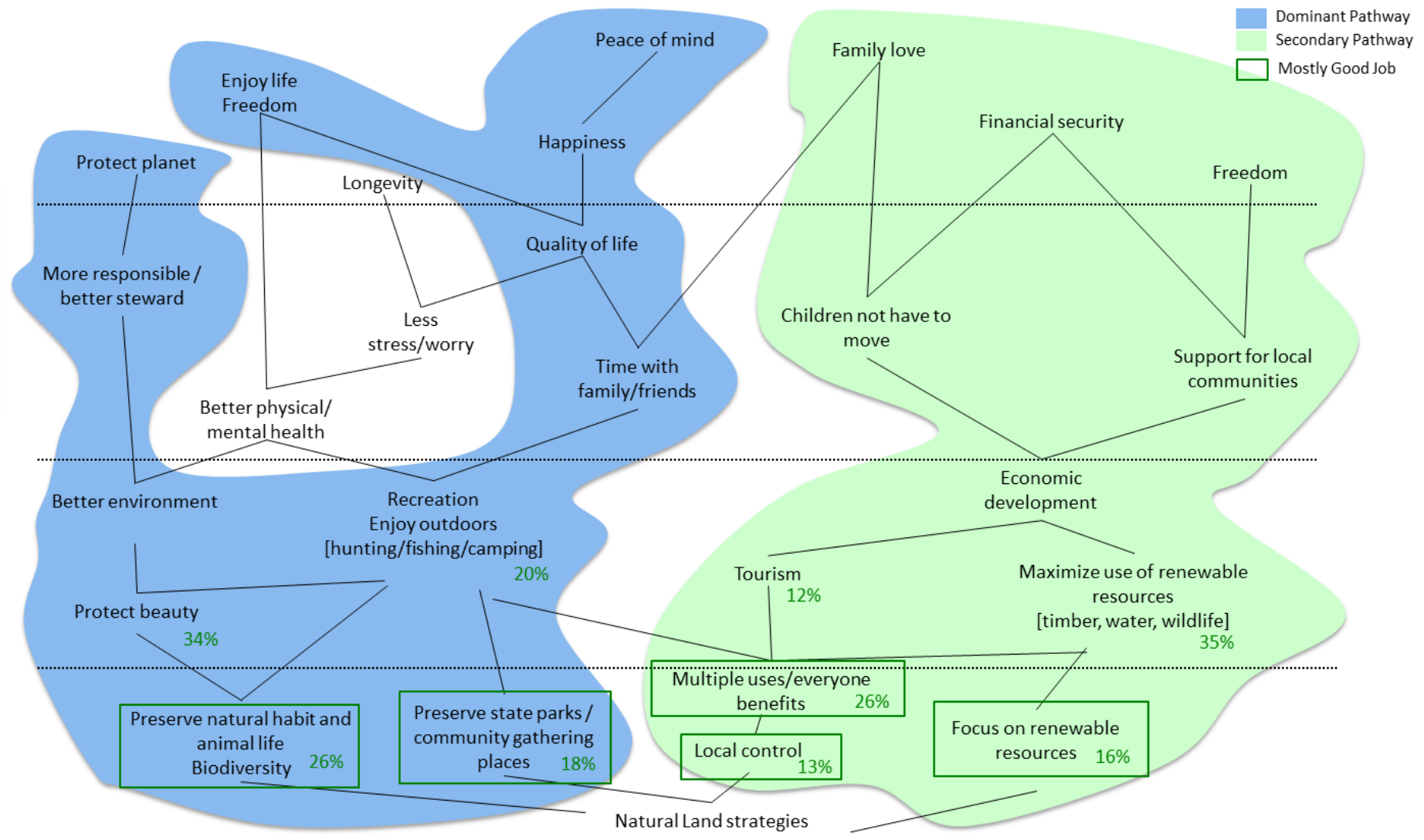
# Public Lands Value Pathways

Personal Values

Psychosocial Consequences

Functional Consequences

Attributes



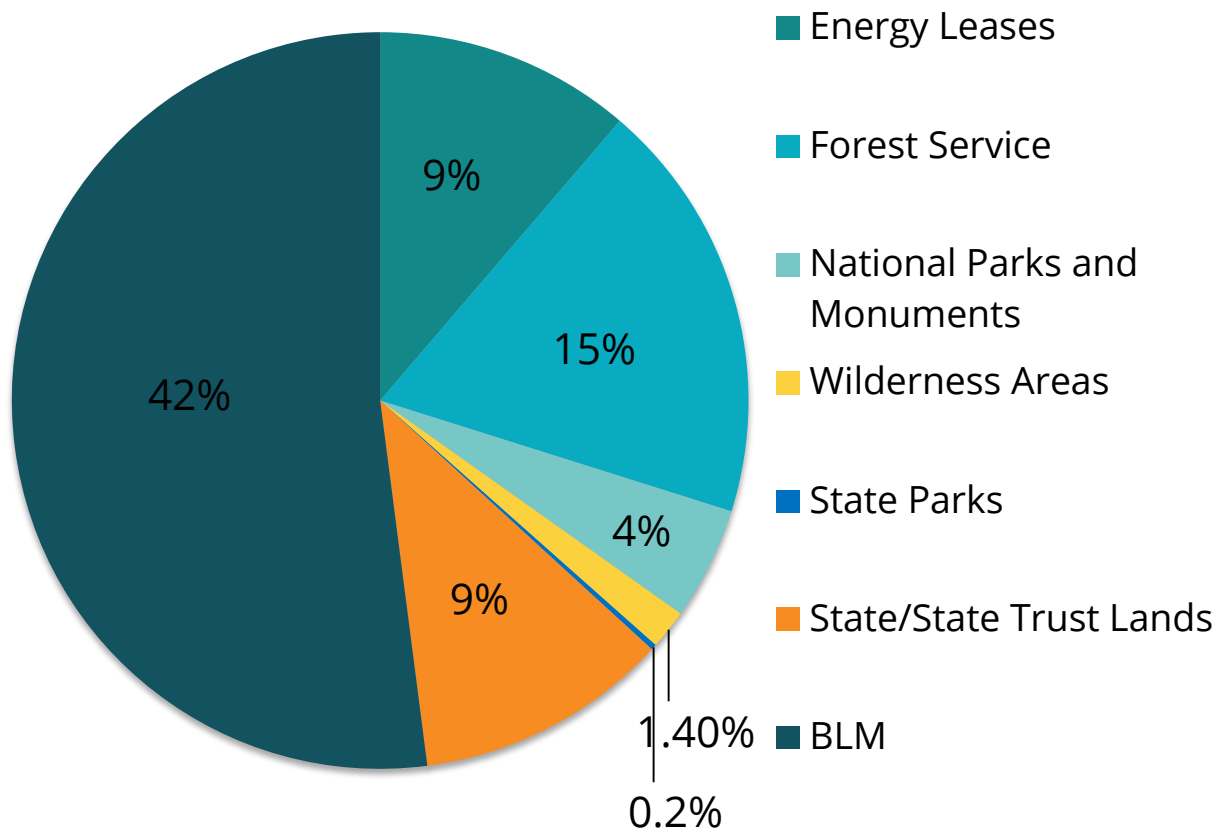
Utahns want their public lands managed for habitat and natural beauty, to ensure the ability to recreate and enjoy the outdoors with family and friends, and to provide a variety of uses that promote economic development.

In the *Your Utah, Your Future* survey, Utahns were given information about Utah's public lands today and four different scenarios for what our public land usage could be like in 2050 depending on the choices we make.



# Utah's Public Lands Today

**Utah's Public Lands**



- Over 70% of Utah land is public.
- There are many competing uses ranging from energy development to habitat preservation. Demands are growing as Utah grows.

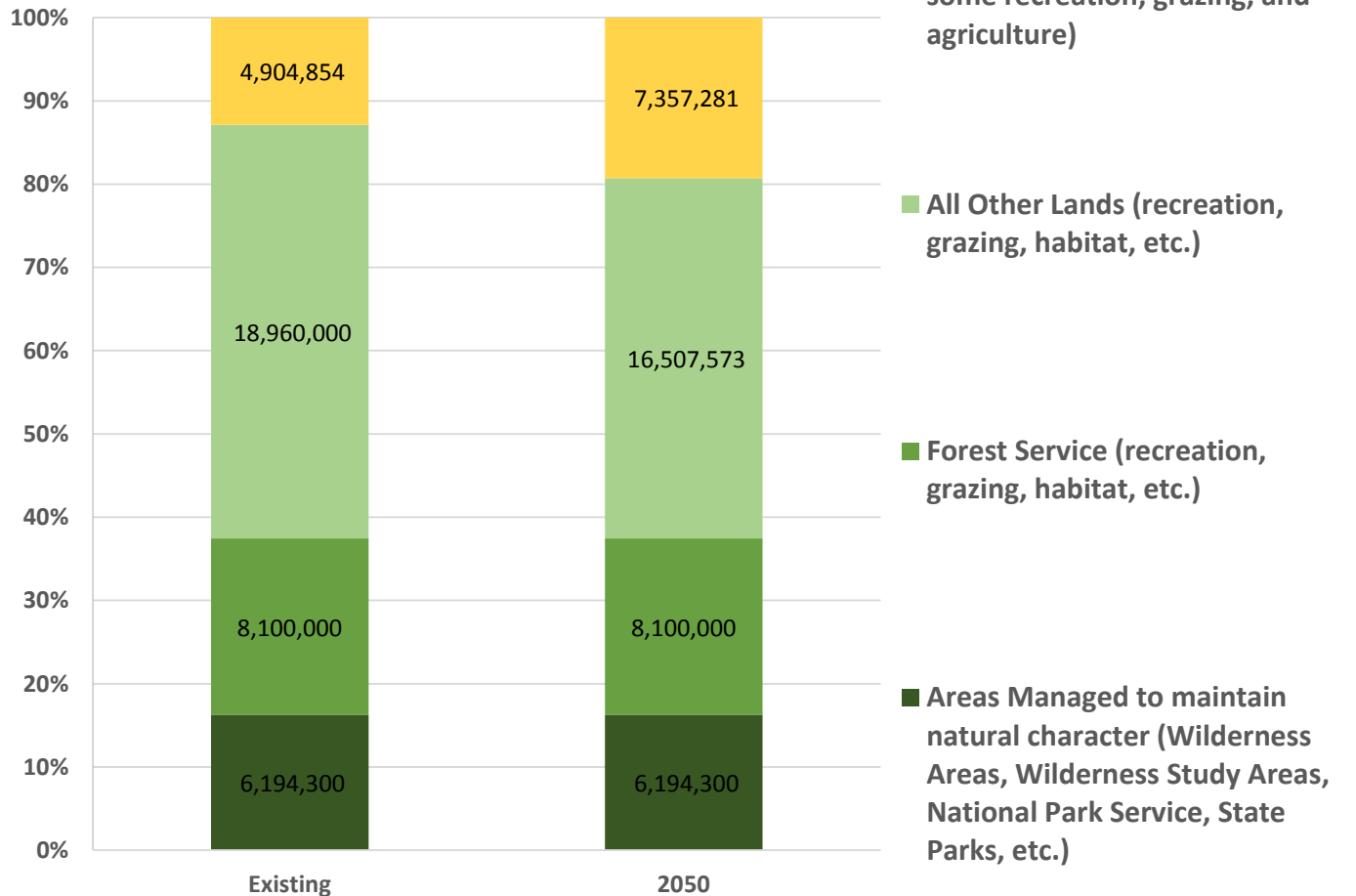


# Questions Concerning the Future of Public Lands

- How will we balance competing uses?
- Will we increase or decrease energy production (fossil fuels and renewables)?
- How much of the public lands will be managed to preserve natural character and for recreation (hiking, fishing, hunting, camping, etc.)?
- How much grazing and other agriculture will happen on public lands, and how will it be managed?

## Allosaurus Scenario

**Public Land Use**

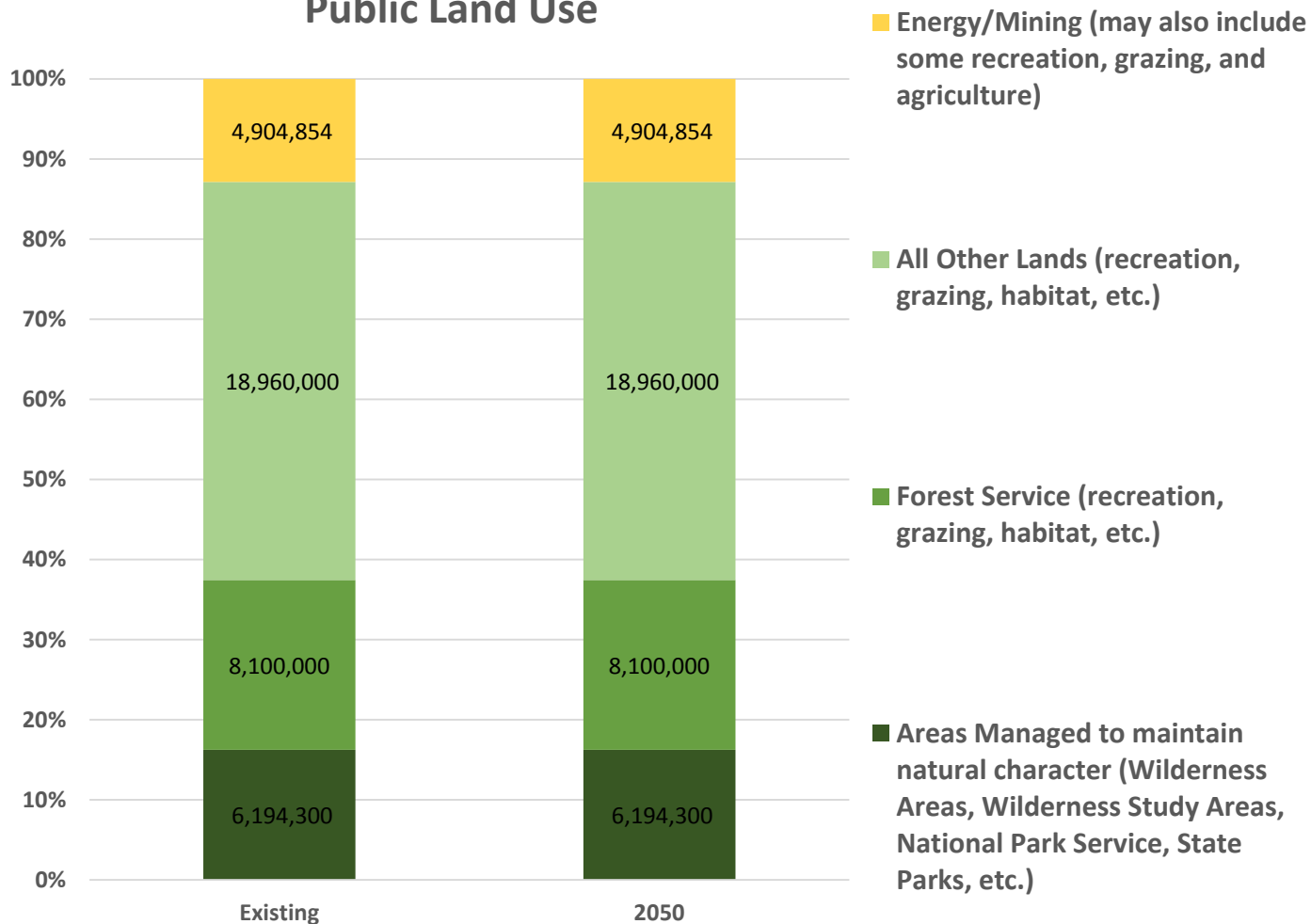


By 2050, more public lands are used for high-intensity purposes.

- Energy production and other uses increase
- No increase in lands managed for natural character
- Statewide jobs, economic development, and tax revenue increase
- Ecosystem health declines

## Bonneville Trout Scenario

Public Land Use

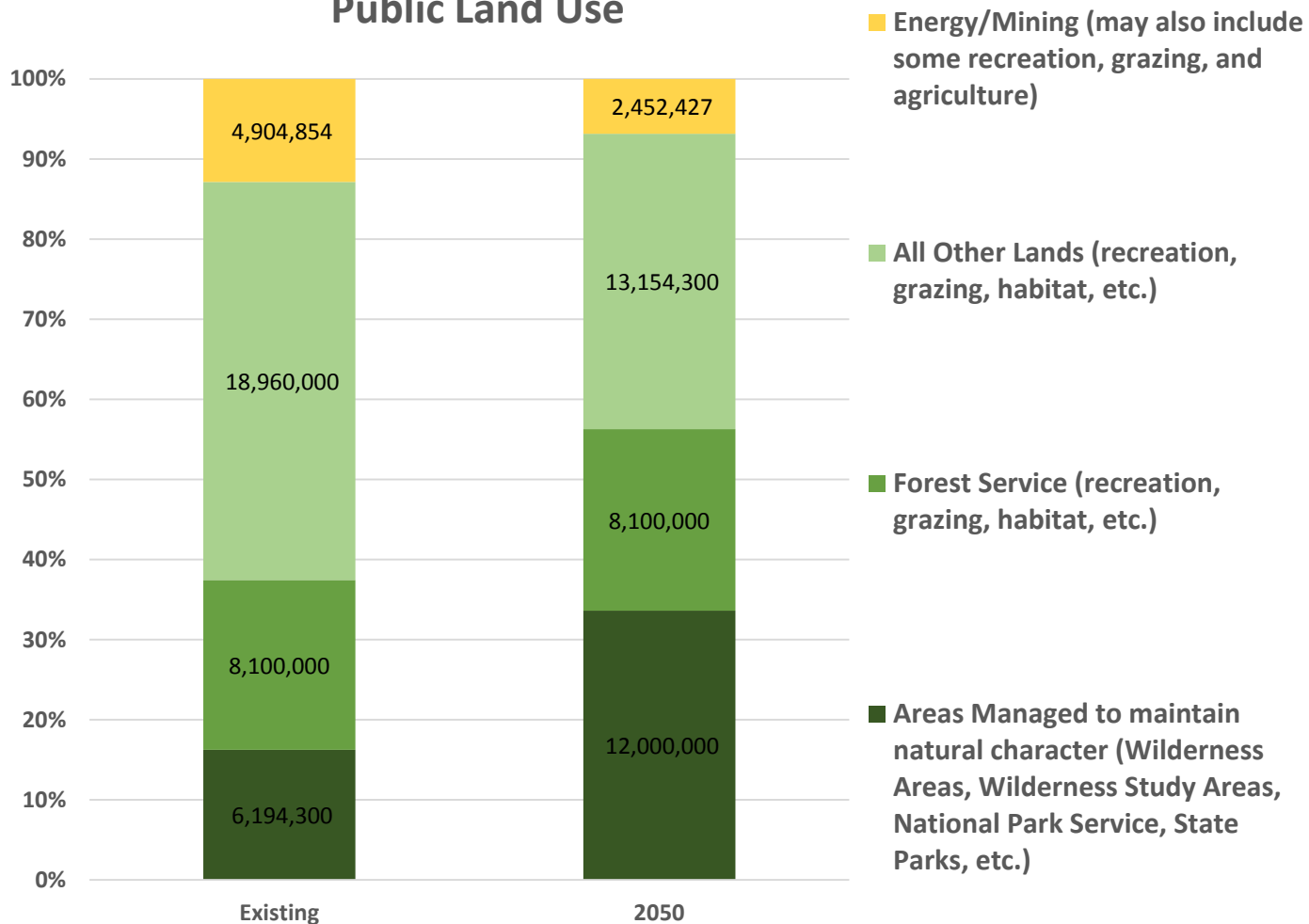


Public lands are managed like today.

- No increase in energy production or other uses
- No increase in lands managed for natural character
- Statewide jobs, economic development, and tax revenue stay the same
- Ecosystem health stays the same

## Sego Lily Scenario

Public Land Use

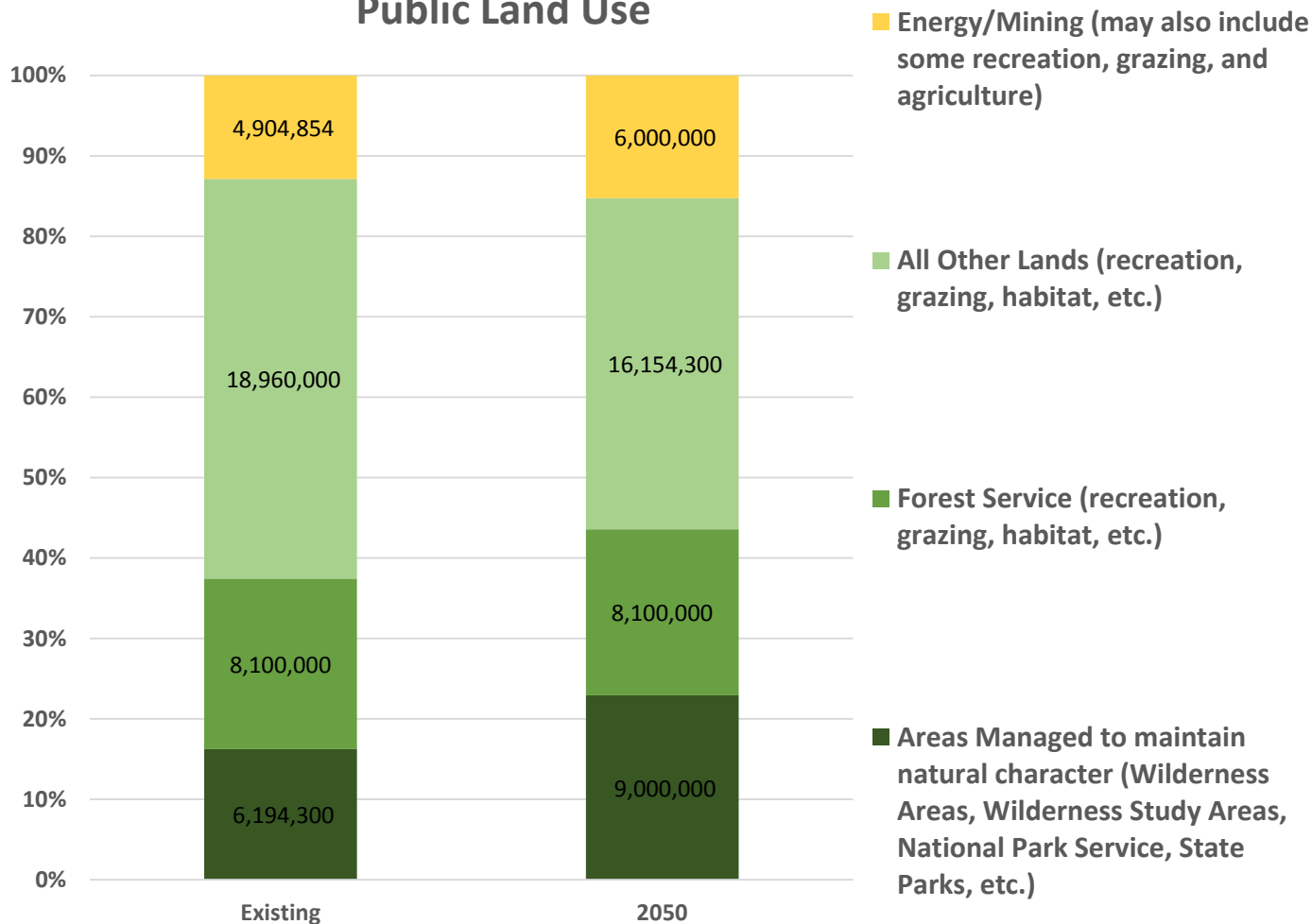


By 2050, more of our public lands are used for low-intensity purposes.

- Energy production and other uses decrease
- More lands are managed for natural character
- Statewide jobs, economic development, and tax revenue decrease
- Ecosystem health improves

## Seagull and Quaking Aspen Scenarios

Public Land Use



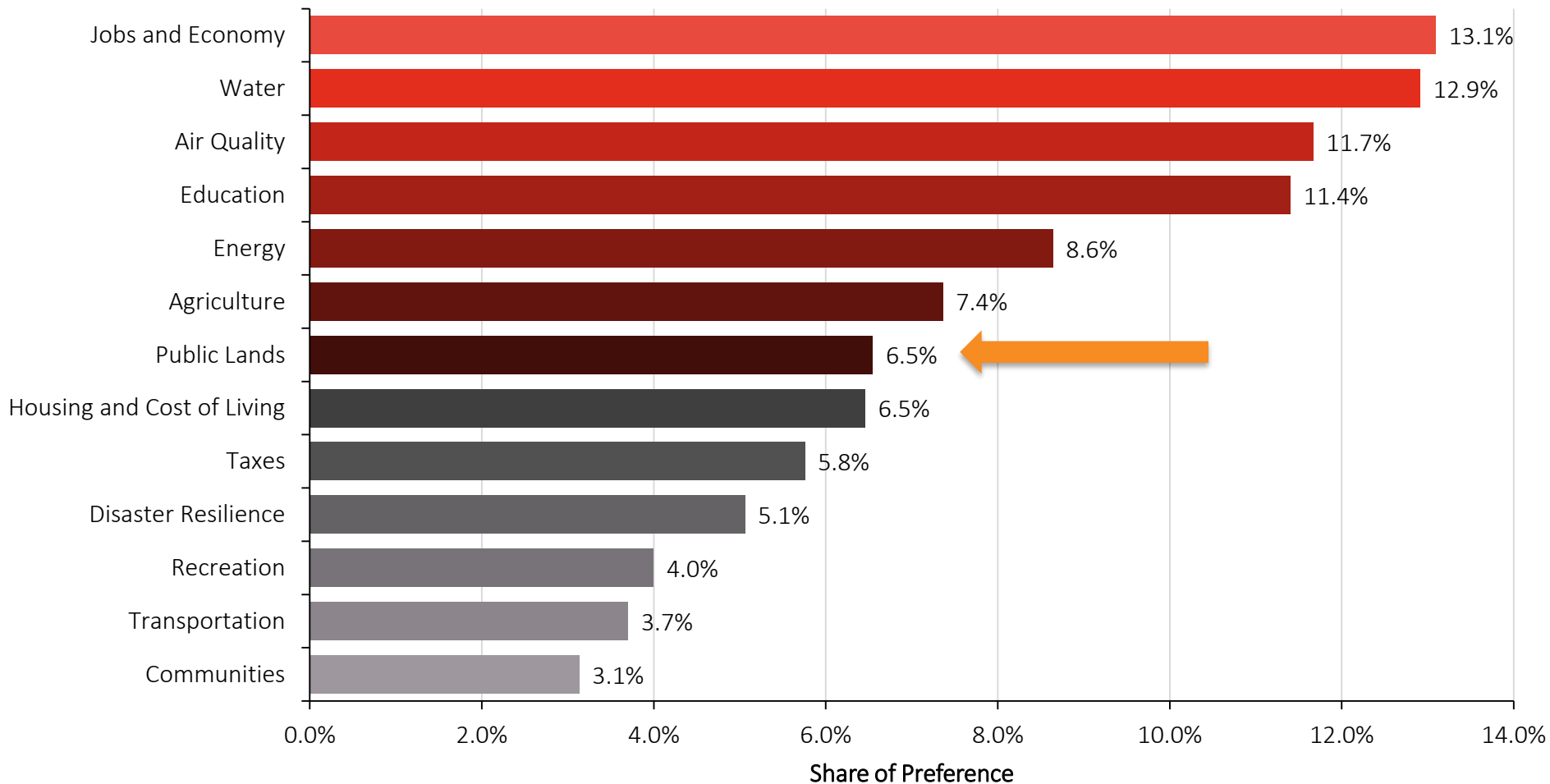
Advocates for different uses compromise. By 2050, public lands are used for a **balance** of high-intensity and low-intensity purposes.

- Energy production and other uses increase
- More lands are managed for natural character
- Statewide jobs, economic development, and tax revenue increase
- Ecosystem health improves



### Level of Concern for the Future—Outreach Sample Results

Share of Preference, n=13,459

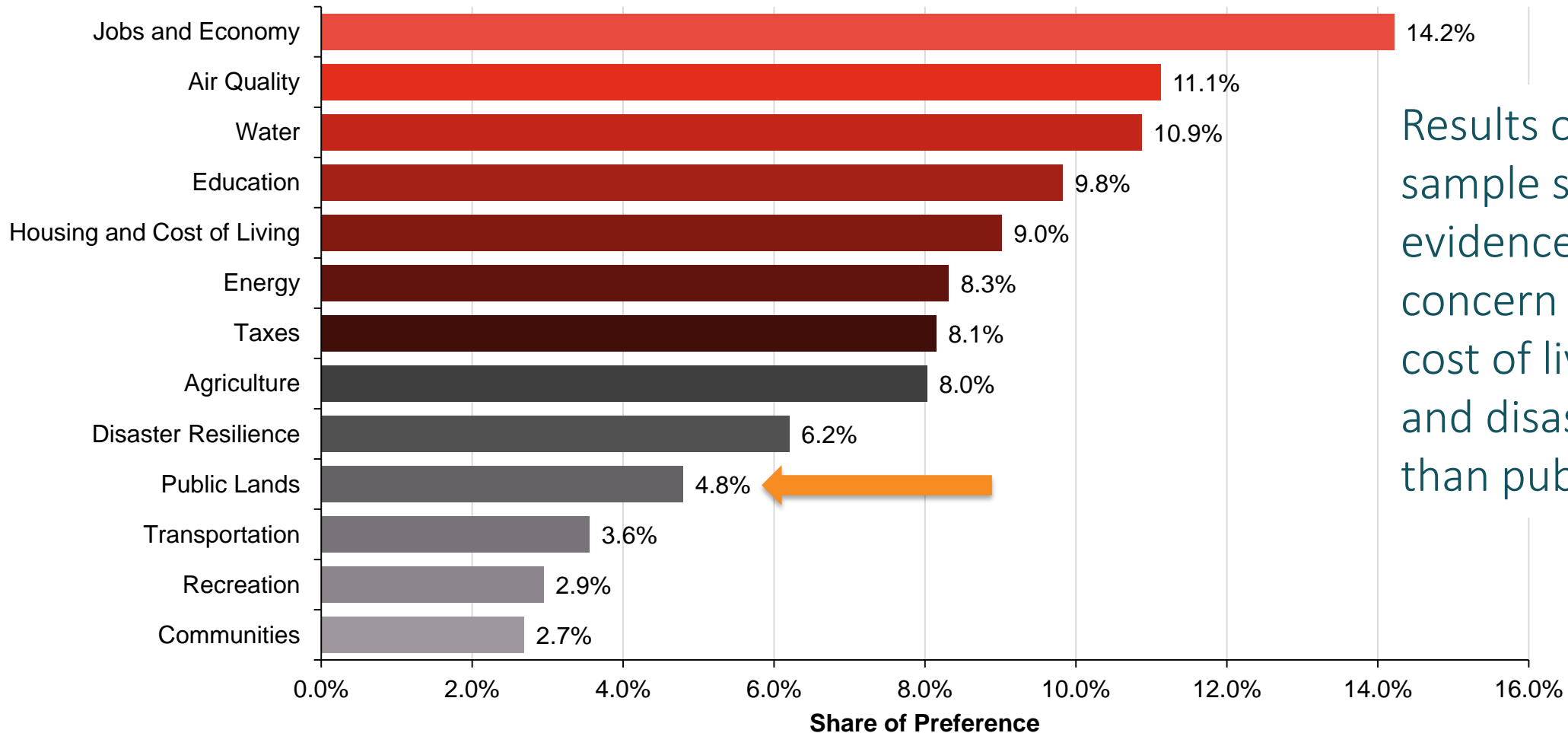


In the 2014 values study, Utahns ranked all 11 issues as being important to Utah’s future. The 2015 survey used a sophisticated technique to force a “weighting” of the issues, providing a wider gradation of concern.

## Level of Concern for the Future—Random Sample Results

Share of Preference, n=1,264

RANDOM  
SAMPLE  
n = 1,264



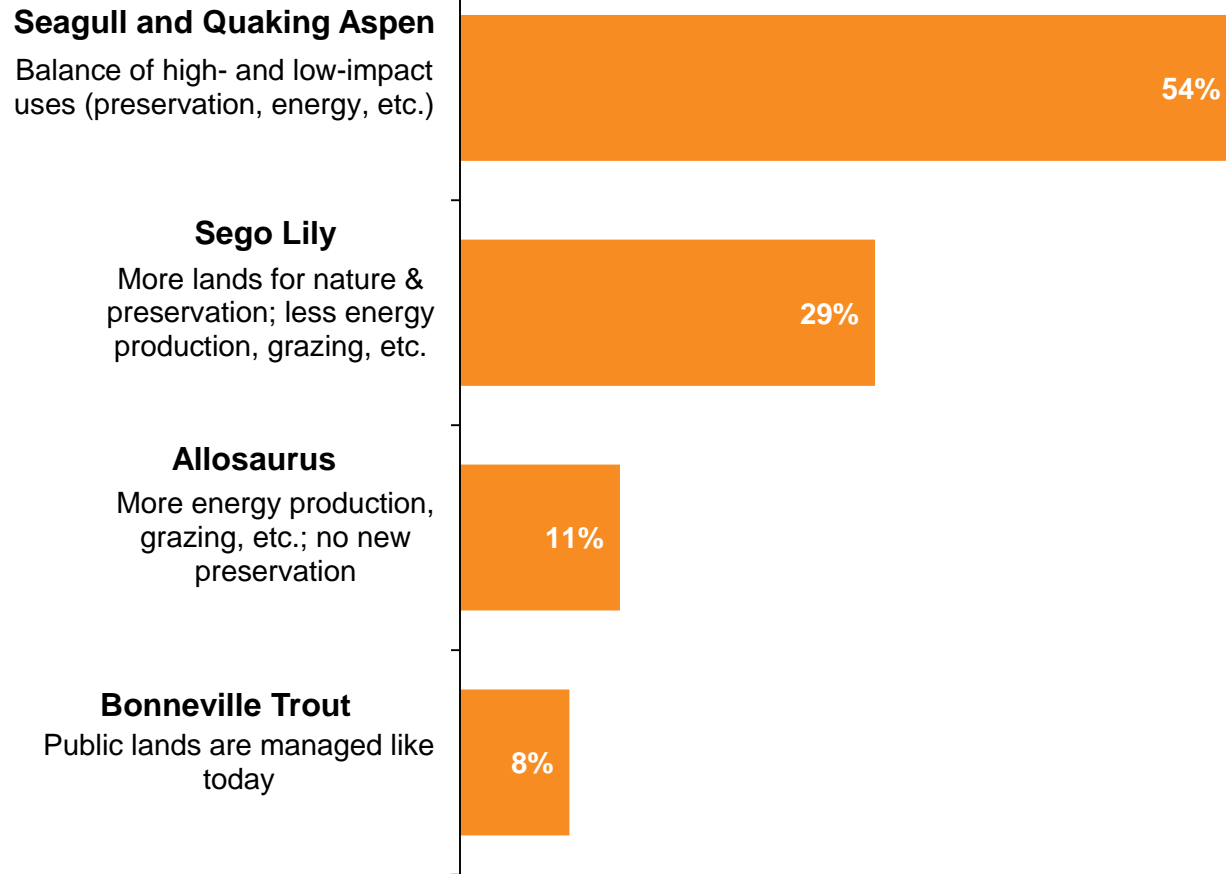
Results of the random sample survey evidenced greater concern for housing & cost of living, taxes, and disaster resilience than public lands.

Source: Survey – Keeping in mind that between now and the year 2050, Utah will almost double in population, please consider how important each of the following issues is to you. Considering only these four issues, which is the Most Important and which is the Least Important as you think about Utah’s future?



## Issue-specific Scenarios

% "Favorite" Selections, n=18,991



Source: Website – Select your favorite public lands outcome(s) from the 4 presented below for Utah in 2050. Consider public land use and the impact each outcome proposes to resources, the economy, and the environment.

## What Utahns Want:

**54%** of Utahns selected a public lands scenario with a balance of uses.

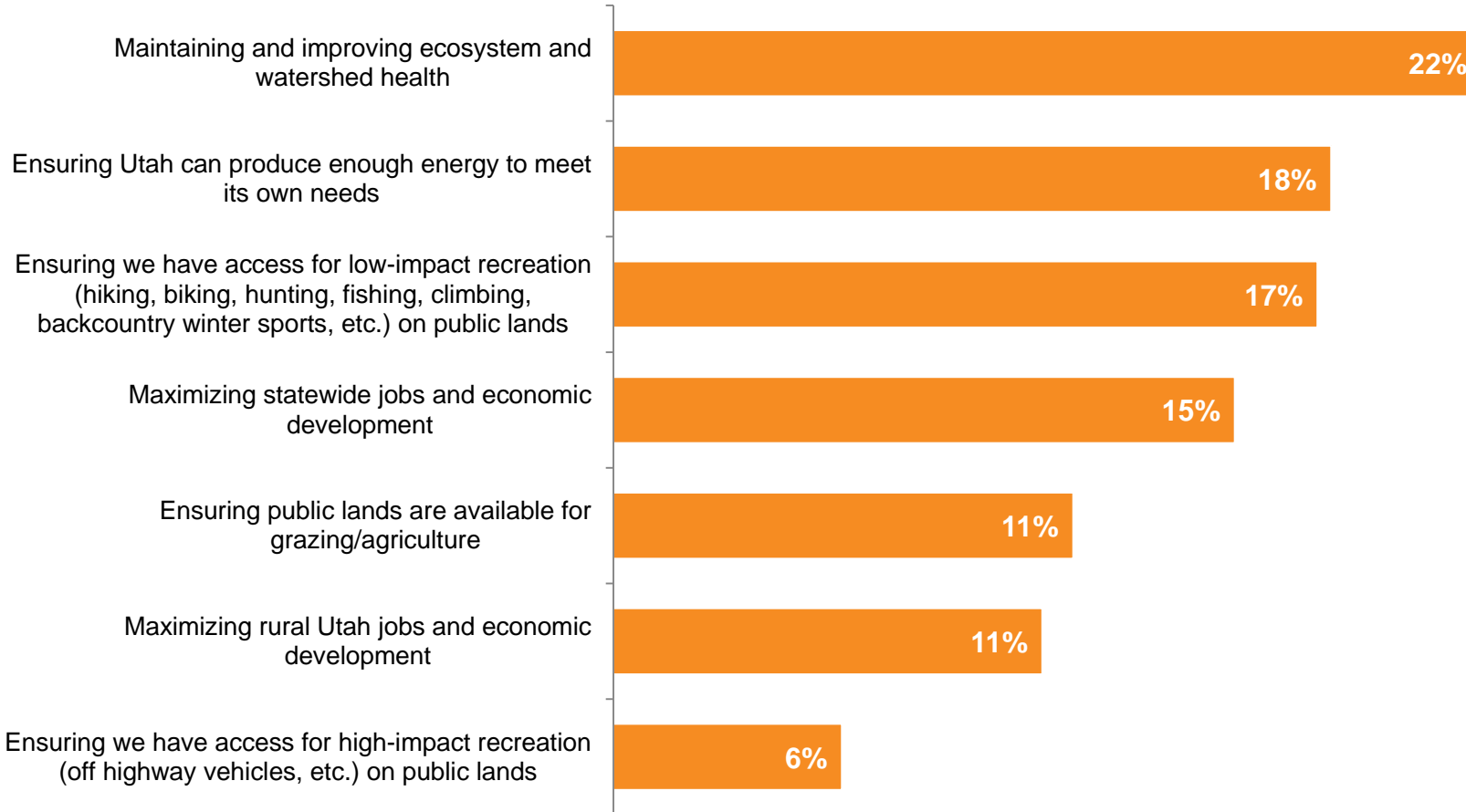
**29%** chose a scenario in which Utah sets aside more land for nature and preservation.

**11%** chose a scenario in which Utah sets aside more land for energy production and grazing.

Only **8%** want to have public lands managed as they are today.

## Importance of Outcomes

Average % Allocated, n=4,875



## Why Utahns Want a Balanced Approach to Public Lands:

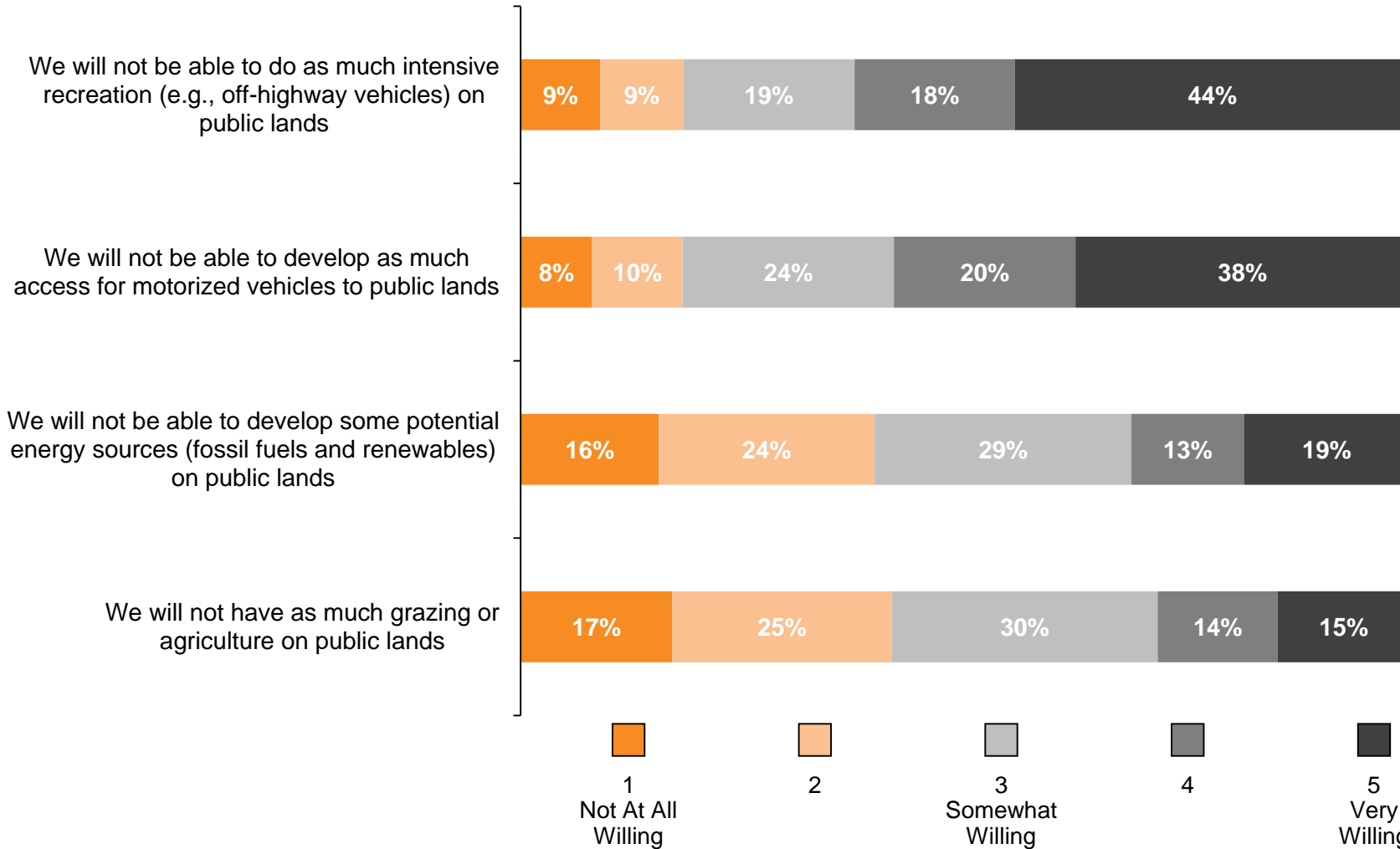
Utahns want to maintain ecosystem and watershed health as well as ensure we have enough land for energy production, recreation, economic development, and grazing/agriculture.

Source: Survey – Please indicate each outcome’s relative importance by allocating 100 points across all outcomes. The more points you allocate to a given outcome, the more important it is to you to achieve that outcome.

**OUTREACH**  
n = 52,845

## Willingness to Make Tradeoffs to Preserve Public Lands

% Level of Willingness, n=4,875

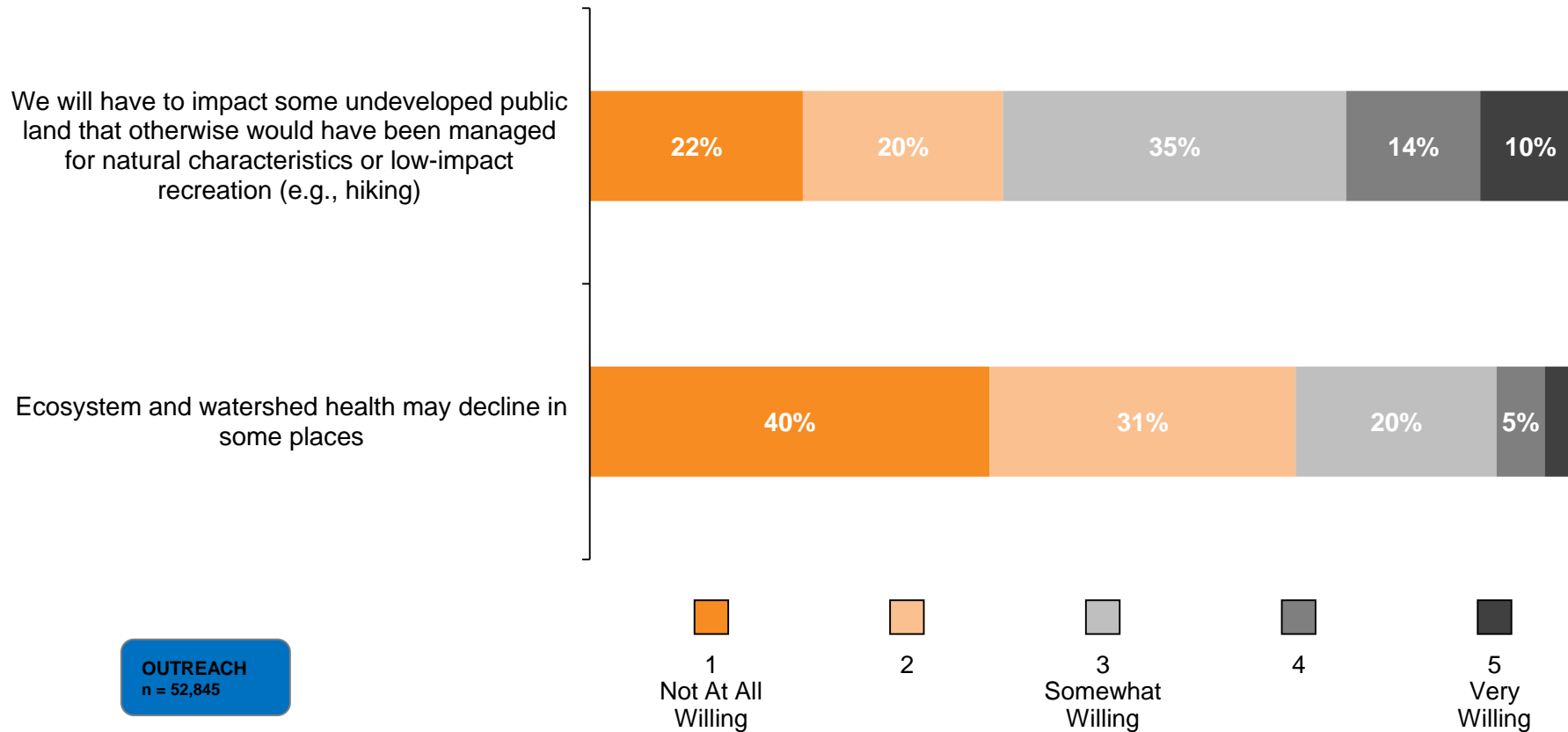


### What Utahns are willing to do to preserve public lands:

Utahns are very willing to limit intensive recreation (e.g., OHVs) and avoid developing more access for motorized vehicles on public lands. Utahns are less willing to limit energy development and grazing.

## Willingness to Make Tradeoffs to Use Public Lands Intensively

% Level of Willingness, n=4,875



**OUTREACH**  
n = 52,845

### What Utahns are willing to do to use lands intensively:

Utahns are somewhat willing to impact some undeveloped land. They are very unwilling to cause ecosystem and watershed health to decline.

Source: Survey – Please indicate your willingness to make each trade-off in order to increase Utah’s public land use. Outcomes:

- More energy development
- Intensive recreation
- Grazing/agriculture on undeveloped lands
- Economic benefits and meet energy needs

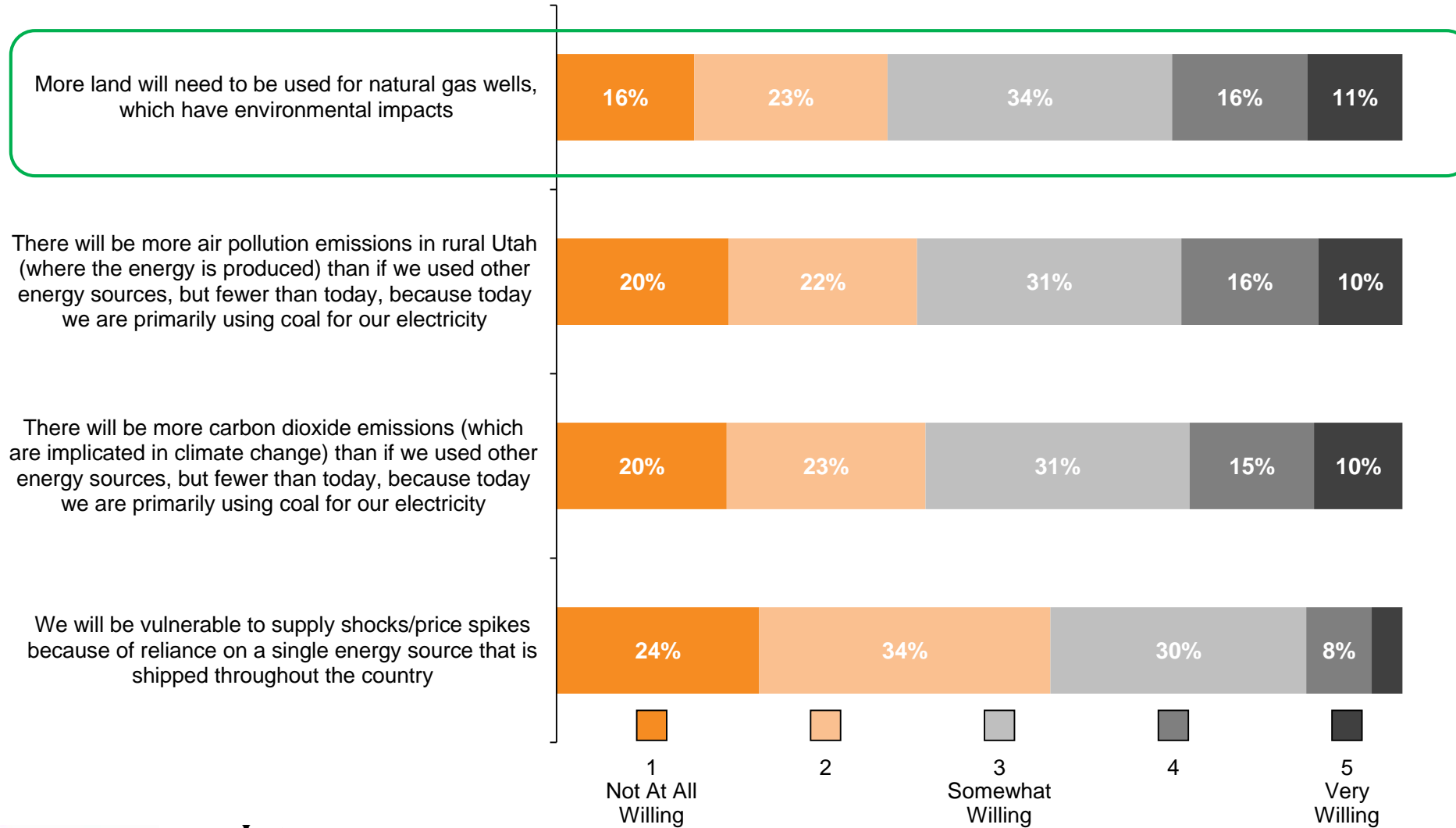
In addition to the specific results from public lands questions, a number of results from other topics show support for both energy production and recreation on public lands.



## Willingness to Make Tradeoffs for Natural Gas Production

% Level of Willingness, n=4,924

**OUTREACH**  
n = 52,845

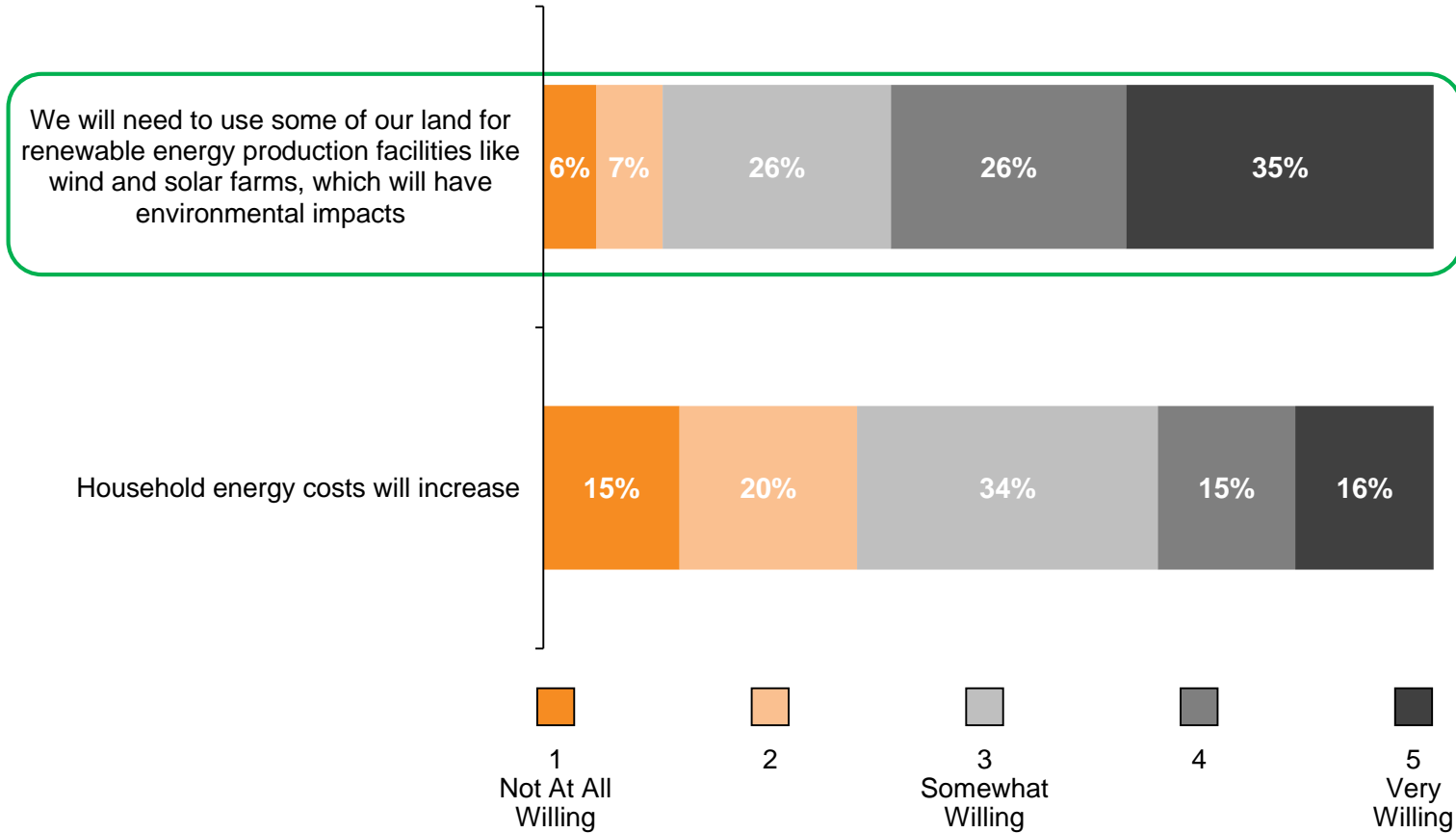


Utahns are somewhat willing to use more land for natural gas wells.

## Willingness to Make Tradeoffs for Renewable Energy

% Level of Willingness, n=4,924

OUTREACH  
n = 52,845



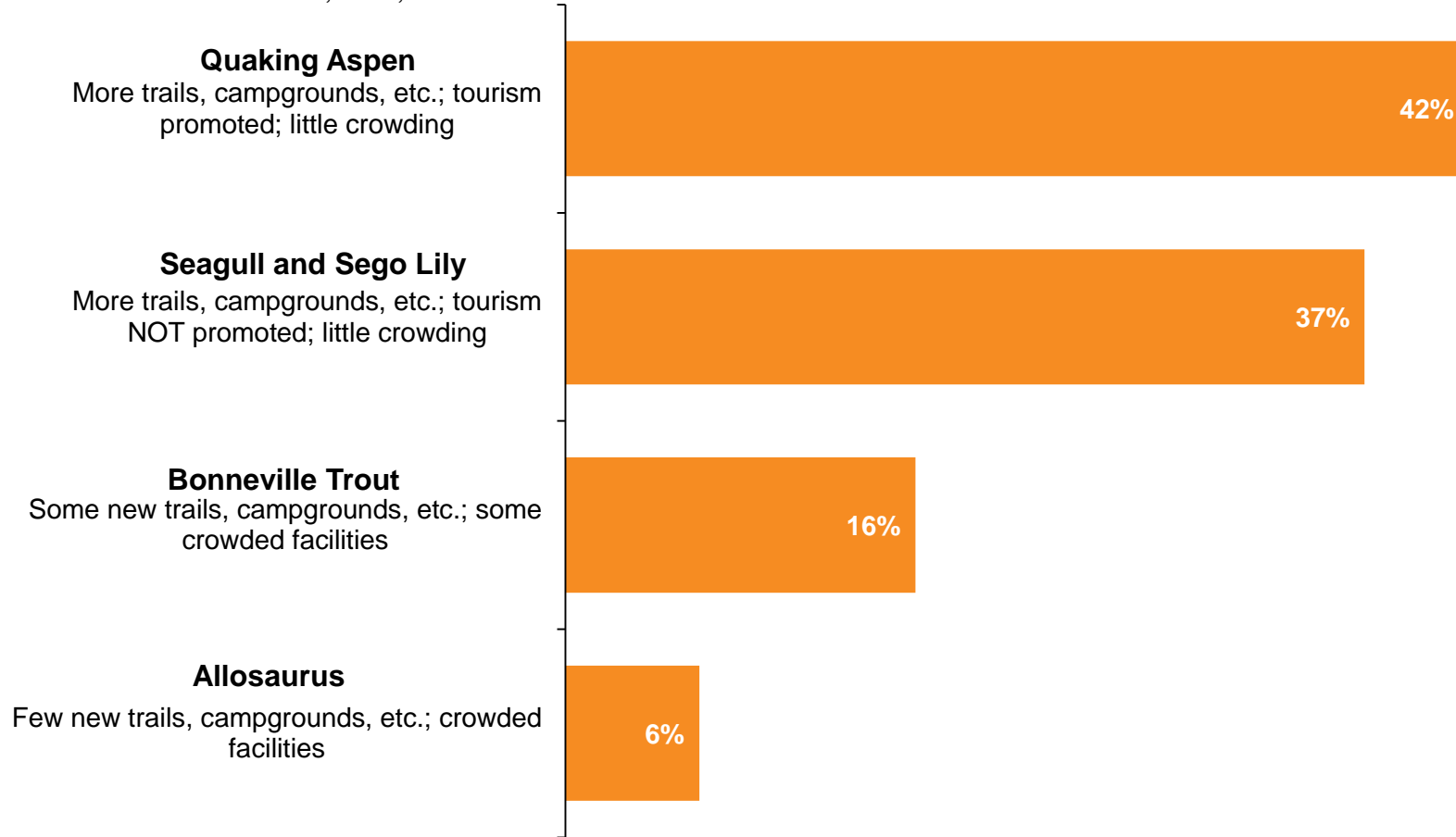
Utahns are very willing to use more land for renewable energy production.

Source: Survey – Please indicate your willingness to make each trade-off in order to increase renewable energy in Utah. Outcomes:

- Reduction in air pollutants in rural areas
- Reduction in carbon dioxide emissions
- Reduction in the potential for energy supply disruptions

## Issue-specific Scenarios

% "Favorite" Selections, n=19,021



## What Utahns Want:

79% of Utahns selected a recreation scenario in which Utah's recreation facilities were expanded to prevent crowding.

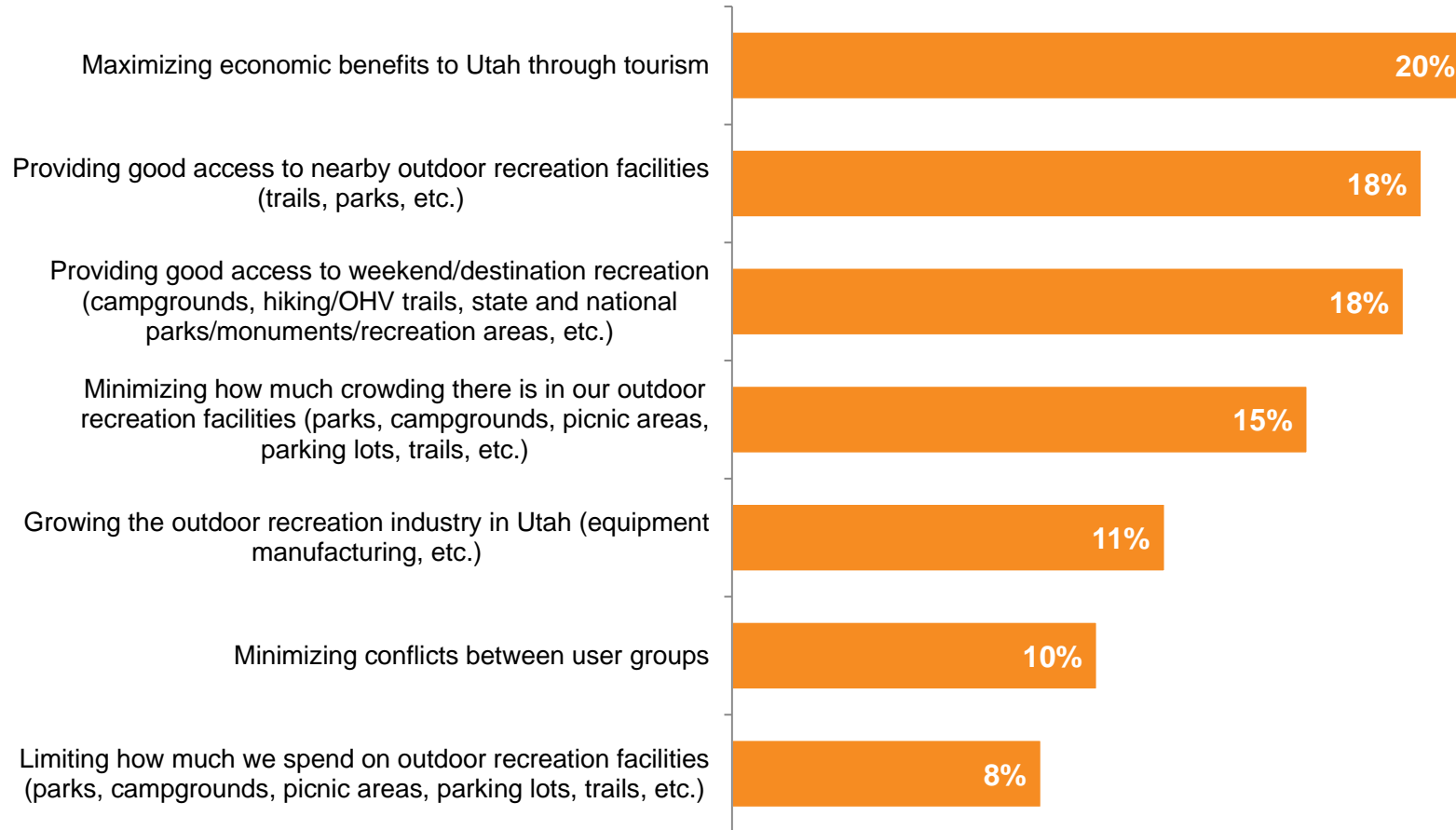
Source: Website – Select your favorite recreation outcome(s) from the 4 presented below for Utah in 2050. Consider the number of new facilities and their cost.

OUTREACH  
n = 52,845



## Importance of Outcomes

Average % Allocated, n=4,824



## Why Utahns Want to Improve Recreation:

Utahns want to have easy access to a variety of recreation opportunities and to prevent crowding.

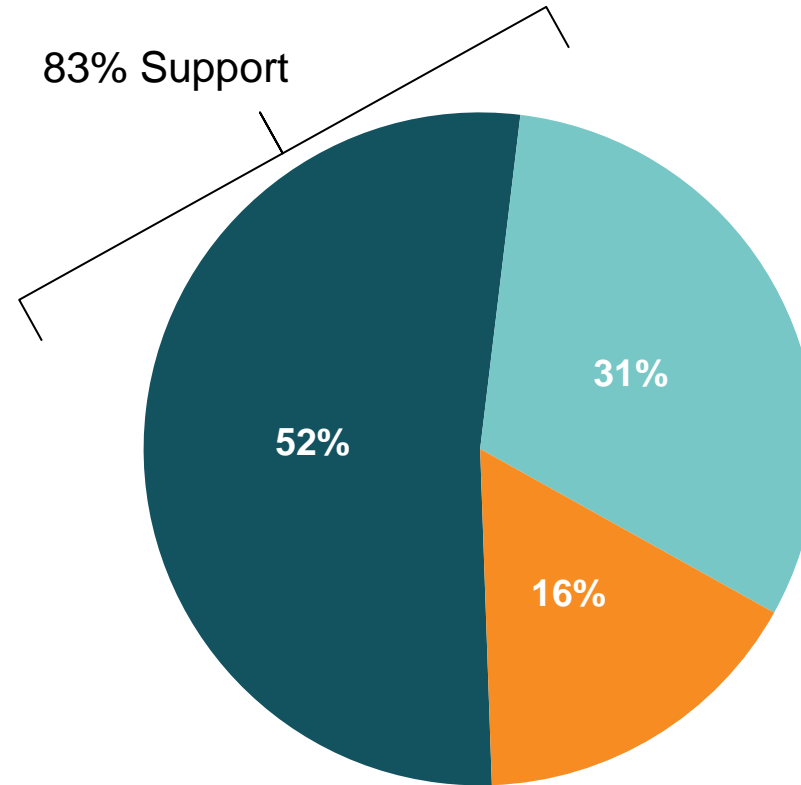
Source: Survey – Please indicate each outcome’s relative importance by allocating 100 points across all outcomes. The more points you allocate to a given outcome, the more important it is to you to achieve that outcome.

OUTREACH  
n = 52,845

## Support for New State/National Park

% Total Respondents, n=3,974

83% of Utahns would support designating another state or national park. Of those, 31% support a new park only if it doesn't mean adding significant new land use restrictions.



- Yes – I would support designating another state or national park in Utah
- Yes, but only if it doesn't mean adding significant new land use restrictions for that area
- No – I would not support designating another state or national park in Utah

# The Survey is still available!

Visit **[envisionutah.net](https://envisionutah.net)** to view the choices for public lands and each of the 11 topics in the *Your Utah, Your Future* survey.

