

## INTRODUCTION

The primary question underlying this demographic analysis is: Will activity levels resulting from the alternatives affect (impact) demographic trends in an identifiable manner?

In order to answer this question the analysis begins by presenting a demographic snapshot, and displaying and describing trends leading to the current demographic picture in the counties most substantially containing San Juan Public Lands.

## LEGAL AND ADMINISTRATIVE FRAMEWORK

### LAWS

- ***The National Environmental Policy Act (NEPA)***: This act requires that consequences to the human environment be analyzed and disclosed. The extent to which these environmental factors are analyzed and discussed is related to the nature of public comments received during the public involvement process, from scoping through preparation of the DEIS.

### EXECUTIVE ORDERS

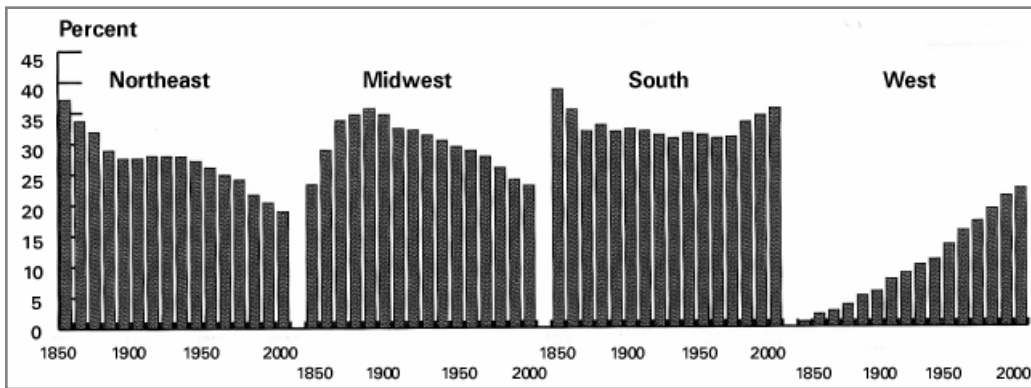
- ***Executive Order 12898***: This EO requires that planning alternatives be assessed to determine whether they would disproportionately affect minority and low-income populations. The concept is called “environmental justice.”

## AFFECTED ENVIRONMENT

### Existing Conditions and Trends

The West has been in a measurable growth cycle since before the U.S. Census Bureau began keeping tabs on demographics. Figure 3.26.1 shows the West’s share of the country’s population, which has been expanding for more than 150 years now.

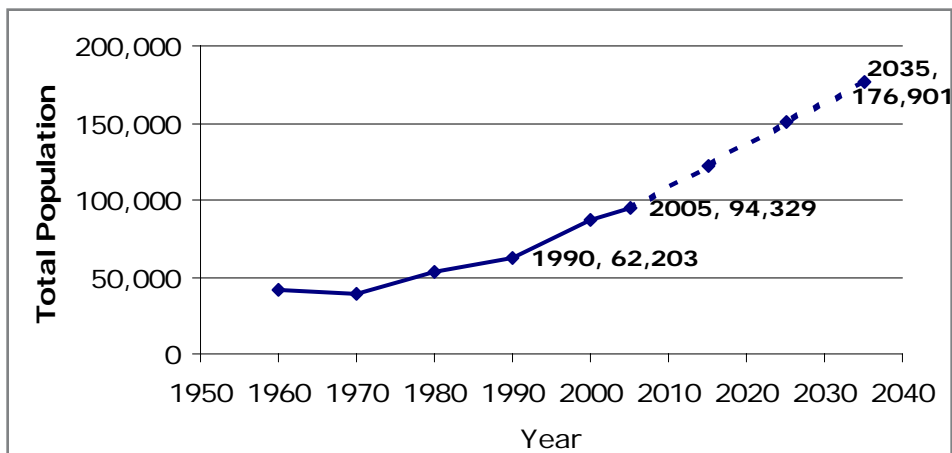
**Figure 3.26.1 - U.S. Regions Share of Total Population**



Source: U.S. Census Bureau

In just 15 years, between 1990 and 2005, the counties comprising most of the SJPL have experienced a 52% increase in full-time resident population. The Colorado State Demographer’s Office projects a near doubling of the 2005 population by 2035, an 88% projected increase.

**Figure 3.26.2 - Aggregate Population in the SJPL Area**



Source: Colorado Demography Section

The differences in the age structure and the population during the height of the recent accelerated growth, and the age structure of the nation as a whole, reveal a slightly “top-heavy” population in which youth are under-represented and Baby-Boomers are slightly over-represented. The decennial census contains detail about the population’s age structure; therefore, the data for the year 2000 is the most recent.

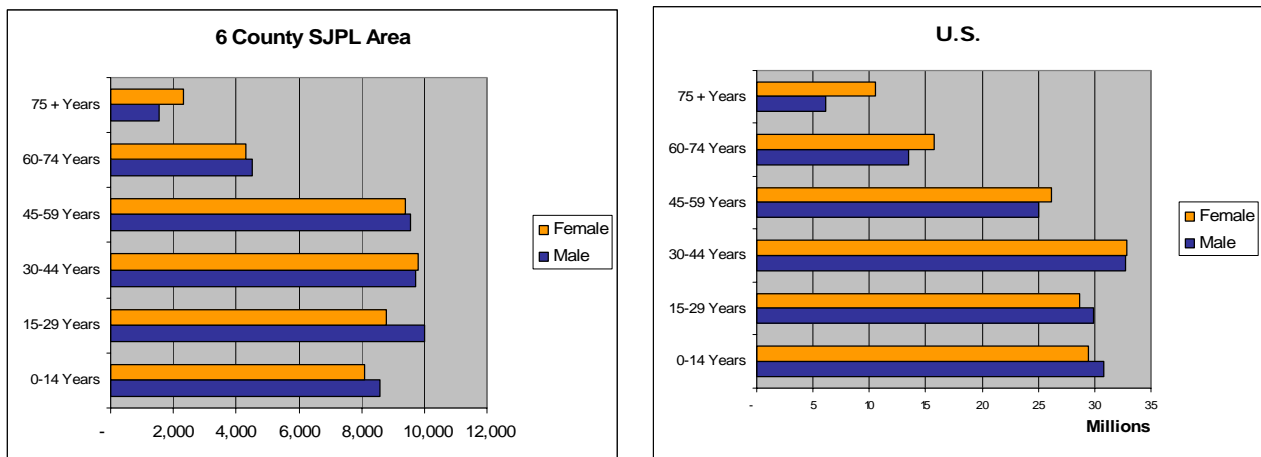
In relation to age structure, the lower proportion of youth in the area demonstrates that the population growth is dominated by a migration of older people into the area, and not due to the birth rate.

The age structure of the population also supports the common observation that significant portions of the population moving into the area are of the Baby-Boomer age, or even older. This is also supported by the increase in income from non-labor sources (including retirement income and investment dividends) as retirees or near-retirement aged people move into the area and bring accumulated wealth with them into the community via their mailboxes and bank accounts. (See Economics in this chapter for details on the income structure within the planning area.)

Many of the same attributes that attract people to visit the mountains, mesas, canyons and communities of the area also prompt some to take up residence, or to buy a second home in one of the communities.

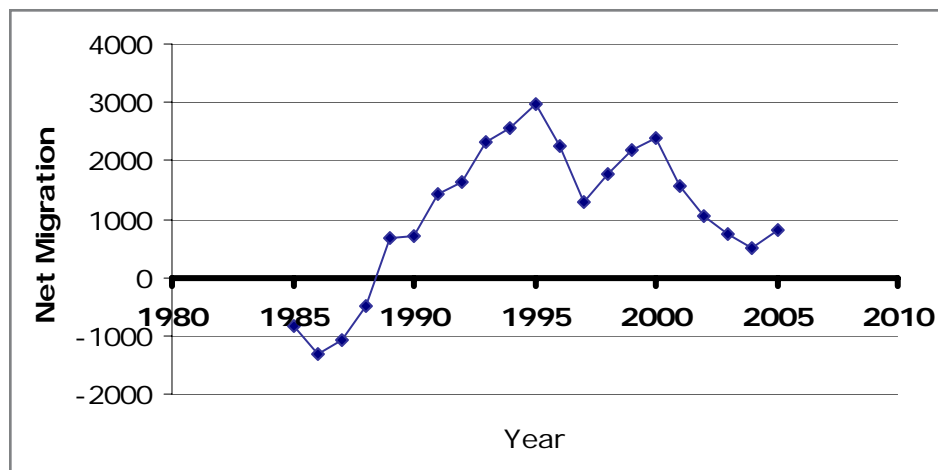
Net migration (migration in, minus migration out) into the local counties totaled over 26,000 people between 1990 and 2005, with the peak migration occurring in the mid-1990s (reaching almost 3,000 people in 1995). Since 2000, net migration has slowed, but still represents a significant influx of new residents.

**Figure 3.26.3 - Age Structure SJPL Area and U.S.**



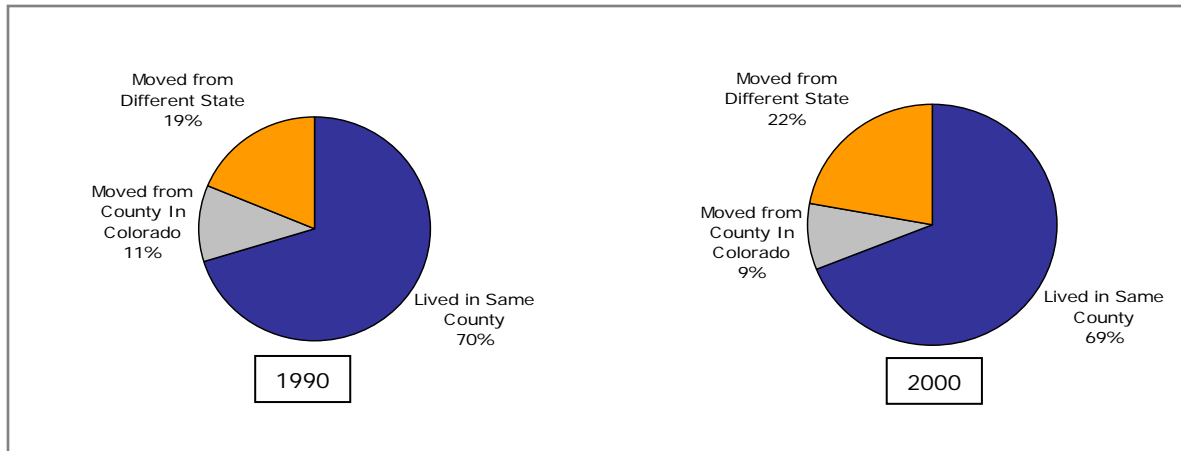
Source: U.S. Census

**Figure 3.26.4 - Net Migration 1985-2005**



In order to gauge the rate of migration, as well as the origin of migrants, the U.S. Census Bureau asks residents where they lived over the previous 5-year period. In both 1990 and 2000, nearly 1 out of 3 residents in the SJPL area had reported moving into their county within the previous 5 years, (with about 1 in 5 moving in from out-of-State). This finding further illuminates the migration trend underway into the area, and verifies that many people are moving into the region from other parts of the country.

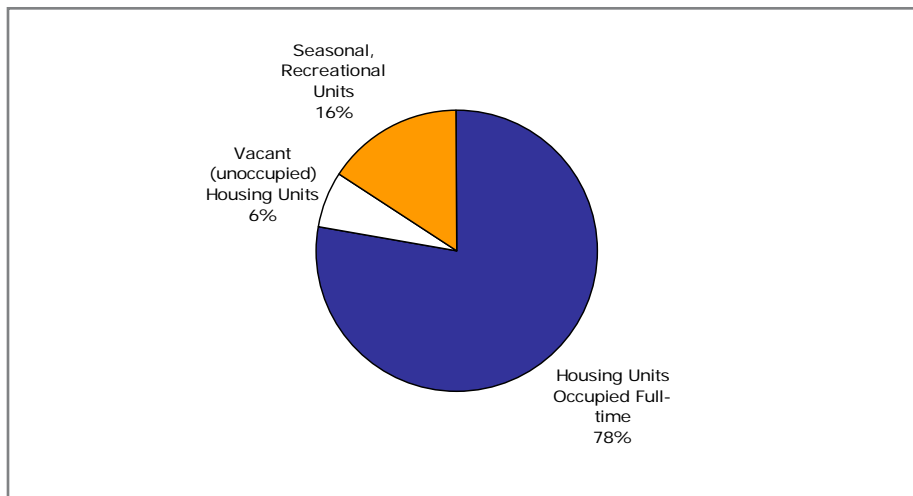
**Figure 3.26.5 - Migration Rate of Change in the SJPL Area**



Source: U.S. Census

In 2000, largely due to the continued efforts of the Colorado State Demography Office, the U.S. Census Bureau began counting seasonal and second homes. As of April 2000, about 1 in 6 homes in the SJPL area were classified as “seasonal” or “recreational” residences.

**Figure 3.26.6 - Occupancy Status in SJPL Area**



## Environmental justice

A specific consideration of equity and fairness in resource decision-making is encompassed in the concept of environmental justice and civil rights. As required by Executive Order 12898, all federal actions must consider potentially disproportionate effects on minority or low-income communities. Principles for considering environmental justice are outlined in Environmental Justice Guidance under the National Environmental Policy Act (Council on Environmental Quality 1997). Those principles are recognized and have been considered in this analysis.

The following tables provide demographic statistics for identifying potential communities of concern.

**Table 3.26.1 - Percent of Population by Minority Status for Colorado and San Juan-area Counties, 2000**

State/County	White	American Indian	Black	Asian-Pacific Islander	Multi-race
Colorado	82.8%	1.0%	3.5	2.32%	10.1%
Archuleta	88.3%	1.4%	<1%	<1%	9.6%
Dolores	95.3%	2.0%	<1%	<1%	2.3%
La Plata	87.3%	5.8%	<1%	<1%	6.2%
Montezuma	81.7%	11.2%	<1%	<1%	6.7%
San Juan	97.1%	0.7%	<1%	<1%	1.6%

Source: US Census Bureau

**Table 3.26.2 - Percent of Population by Ethnic Status for Colorado and San Juan-area Counties, 2000**

State/County	Non-Hispanic	Hispanic
Colorado	82.9%	17.1%
Archuleta	83.2%	16.8%
Dolores	96.1%	3.9%
La Plata	89.6%	10.4%
Montezuma	90.5%	9.5%
San Juan	92.6%	7.4%

Source: US Census Bureau

American Indians have a relationship with the land that started long before the San Juan Public Lands were established. Because of this relationship and their standing as sovereign nations, the 25 Native American tribes and pueblos that claim cultural affiliation with San Juan Public Lands (see Table 3.26.3) were informed about the Plan revision efforts and were offered a visit from SJPL managers to gather input and provide further information about the Plan revision.

**Table 3.26.3. Affiliated Tribes**

<b>AFFILIATED TRIBES</b>		
The Navajo Nation	Pueblo of Santo Domingo	Pueblo of Nambe
The Zuni Tribe	Pueblo of Isleta	The Hopi Tribe
The Southern Ute Indian Tribe	Pueblo of Taos	Pueblo of Zia
Pueblo of Acoma	Pueblo of Picuris	Pueblo of Jemez
Pueblo of Laguna	Pueblo of Sandia	Pueblo of San Felipe
Pueblo of San Juan	Pueblo of Cochiti	Pueblo of Pojoaque
Pueblo of San Ildefonso	Pueblo of Santa Ana	The Jicarilla Apache Nation
Pueblo of Santa Clara	Pueblo of Tesuque	The Uintah and Ouray Ute Tribe
Ute Mountain Ute Tribe		

As of publication of this DLMP/DEIS, SJPL managers have met with representatives of the Jicarilla Tribe, Ute Mountain Ute Tribe, the Hopi Tribe, the Pueblo of Jemez, the Pueblo of Laguna, the Pueblo of Nambe, the Pueblo of Santa Ana, the Pueblo of Santa Clara, and the Navajo Nation. The two tribes with adjacency to San Juan Public Lands, the Southern Ute Tribe and the Ute Mountain Ute Tribe have also participated in the Governmental Water Roundtable dealing with revision of the LMP. All 25 tribes and pueblos are on the LMP revision mailing list and will continue to receive meeting and draft document notifications, as well as government-to-government consultation meetings with SJPL managers as requested.

The Ute Mountain Ute and the Southern Ute Tribes are both major contributors to the area economy, and are among the largest employers in Montezuma and La Plata Counties, respectively. Both Tribes have diversified economies including gaming, oil and gas development, and natural resource development on tribal lands. The Southern Ute Tribe also plays a major role in land and housing development in La Plata County.

Table 3.26.4 shows how the percentage of families below the poverty level. The influx of new residents, with new wealth, into the communities in the SJPL area is reflected in the significant reduction in the percentage of people living below the poverty line in the 10 years between 1990 and 2000.

**Table 3.26.4 Percentage of Families below the Poverty Level**

COUNTY	POVERTY LEVEL RATE		
	1990	2000	% Change
Archuleta County	13.5%	9.0%	-33%
Dolores County	11.5%	0.2%	-11.3%
La Plata County	10.3%	6.7%	-35.0%
Montezuma County	16.1%	13.1%	-18.6%
San Juan County	9.1%	13.5%	48.4%
San Miguel County	9.7%	6.6%	-32.0%

Source: U.S. Census Bureau

### Existing Conditions and Trends Summary

It is clear that population growth has been occurring, and is likely to continue to occur, in the SJPL area. With a net migration of over 26,000 new residents between 1990 and 2005, and a total population growth of approximately 32,000 people during those years, migration is the primary agent of population growth. Given the age structure, this migration appears to be dominated by Baby-Boomers and by older generations of people. Second homes owners do not get counted as full-time population by the U.S. Census Bureau; however, the Bureau estimates that about 1 in 6 homes in the area are vacation or seasonal residences. Second homeowners also have a significant presence, and are certainly part of the overall demographic change in the area.

As a result of the influx of new residents bringing new wealth, households appear to be more prosperous, with fewer households living below the poverty line than in 1990.

### Reasons for Migration: Push-Pull Factors

Demographers analyze causes of migration in terms of push factors (a force that acts to drive people away from a specific place) and/or pull factors (what draws people to a new location).

A multitude of factors influence an individual or household's decision to relocate their primary residence. Wealth, mobility, and communication technology make for an increasingly foot-loose population willing, and able, to move to new places. Adverse conditions in certain regions (including smog, traffic, and school violence) may prompt people to move. For some who choose southwestern Colorado as a new place of residence, the idea of fishing everyday may be the main reason for their choice. For other people, it may be a job opportunity or a desire to be near family who already live in the area. The migration into the area is the result of many different decisions by many people, and conditions in places that are thousands of miles away.

### Availability of Jobs

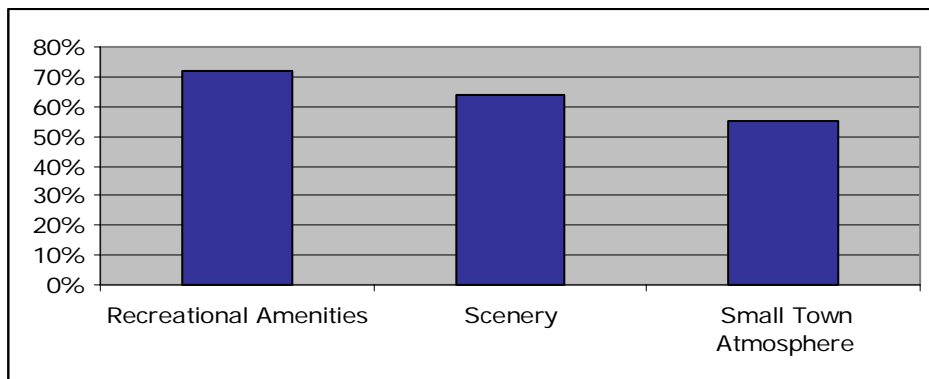
Often, the most substantial pull factors are job opportunities. Demographers have long established that where jobs are created, people will follow. In fact, the Colorado Demography Section population projections are derived in part from job forecasts. In virtually every Colorado region that has experienced population growth approaching that witnessed in southwest Colorado, there has also been a similar increase in jobs.

### Amenities– Perceived Quality of Life

The availability of jobs, however, is not the only pull factor at work in southwestern Colorado. Natural amenities and perceived quality of life attract prospective workers, entrepreneurs, and traditional and early retirees.

There is not a local data source that reveals motivations for moving in the region; however, the Northwest Colorado Council of Governments (NWCOG) conducted a 2003 survey of second-home owners in the NWCOG area (Pitkin, Eagle, Summit, and Grand Counties). Although the NWCOG area is a highly developed resort corridor, the values are most likely similar to those driving the move to southwestern Colorado. When full-time residents were asked why they live where they live, and second-home owners were asked why they purchased their homes, scenery and recreational amenities represented two of the top motivations for owning or purchasing homes.

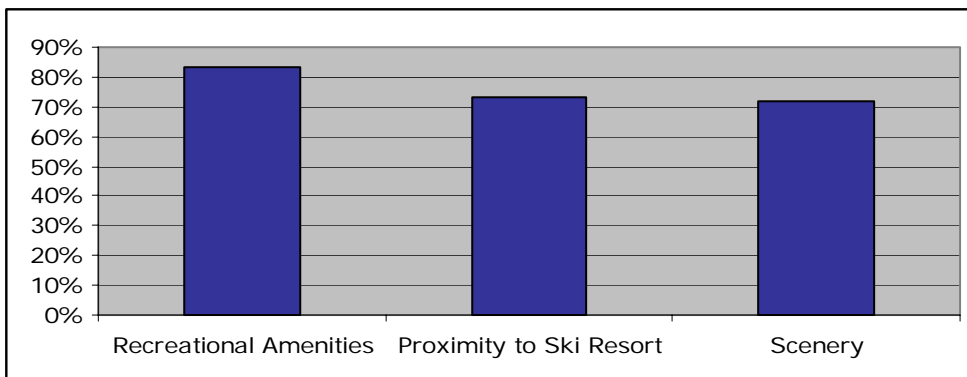
**Figure 3.26.7 - NWCOG Resident Homeowner Survey: “Why do you live here?”**



Source: Northwest Council of Governments, 2003

To the extent that the SJPL are a setting for recreational experiences, and that their scenery forms the backdrop for recreation and enjoyment of daily life, the SJPL holds an anchor position in the pull factors affecting (impacting) migration.

**Figure 3.26.8 - NWCOG Second Home Owner Survey: “Why did you purchase your home?”**



## ENVIRONMENTAL CONSEQUENCES

### DIRECT AND INDIRECT IMPACTS

The affected environment description identified two migration pull factors: 1) the availability of jobs, and 2) amenities (perceived quality of life). These facts are important to the migration currently underway. The purpose of the remainder of this analysis is to determine whether demographic trends would be impacted by the alternatives.

#### **Impacts Related to the Availability of Jobs**

The Colorado Demography Section commonly points out that population trends often follow economic trends. People in search of jobs move into an area as jobs are created. A slight variation on this would be when a household wanted to relocate for other reasons (including amenities or family), and the employment opportunity would make such a move possible. Projections described under the Economics section of this chapter suggest that there are no known events that would cause an abrupt change in the current trajectory of area population trends. The small change that SJPLC management activities are projected to have suggests that these programs may not be a major player in impacting population trends, regardless of the alternative.

**DLMP/DEIS Alternatives:** Variation between alternatives is projected to result in the modest creation, or in the modest decline, of jobs, in relation to SJPLC programs (ranging from -71 jobs under Alternative C, to +136 jobs under Alternative D). The no leasing alternative would result in even fewer jobs.

#### **Impacts Related to Amenities and Perceived Quality of Life – Recreation and Travel Management**

Of central importance, in relation to recreation, are two planning tools: Special Recreation Management Areas (SRMAs) and recreation prescriptions in the form of the Recreation Opportunity Spectrum (ROS). SRMAs have specific management guidance because these areas demand attention (due to their identified recreation markets, location, special resources, and high public demand). SRMAs are areas that, due to high demand or to the vulnerability of sensitive resources, need focused dedication of management resources and capital investment. ROS prescriptions offer a framework in which to establish diverse settings for recreation, with an eye towards diverse access, remoteness, naturalness, proximity to built structures, and other setting characteristics.

In essence, these recreation planning tools were introduced into the planning process in order to continue to diversify recreational opportunities and to meet future demand for recreation in a prioritized manner, as necessitated by tangible fiscal limits (current funding allows only about \$1 per visitor, per year, for recreation). The general policies and desired conditions all aim to provide existing, and future, recreational opportunities and demand. In this respect, the SJPL may continue to play a role in area migration as a major pull factor.

**DLMP/DEIS Alternatives:** Alternatives would allocate different acreages to the various ROS prescriptions. The availability of land under ROS prescriptions varies between alternatives (for example, Alternative C would propose far more “Primitive” acres than would the other alternatives). However, while the presence of recreational opportunities seems to influence migration, it is nearly impossible to determine how allocation of acreages for one setting or another may impact migration. All of the alternatives offer diverse recreation settings, and this may result in a wide appeal for continued migration into the region. However, it would overstate the scope of the descriptive methodology used in this analysis to attempt to determine how, and to what degree, the alternatives may impact pull factors.

### **Impacts Related to Amenities and Perceived Quality of Life – Scenery**

All of the alternatives would involve the assignment of public lands to various BLM Visual Resource Management (VRM) Classes and USFS Scenic Integrity Levels (SILs). The alternatives would all aim to preserve scenery and to enhance access to opportunities to enjoy it. In this respect, the potential impacts of any of the alternatives may contribute to maintaining scenery as an important pull-factor for migration into the SJPL area.

**DLMP/DEIS Alternatives:** Alternative C would be expected to provide the highest quality scenery, followed by Alternatives, B, D, and A, respectively. Differences in migration pull factors due differing acreages designated under SILs or VRM classes under the various alternatives are likely to be small.

### **Impacts Related to Environmental Justice**

Minorities, including American Indians and Hispanics, and those with incomes below the poverty level should not see a disproportionate impact as a result of LMP decisions. Impacts to the general population and communities as a whole are expected to be negligible. There is no reason to anticipate that whatever impacts do occur generally will have a disproportionate impact to those specifically considered within the scope of environmental justice.

### **Environmental Consequences Summary**

The only direct impact on demographics associated with the alternatives may be the possible migration associated with jobs related to SJPLC programs. However, the quantity of change in jobs (-71 to +136) isn't expected to be large enough to result in a noticeable or identifiable change in demographic trends.

## **CUMULATIVE IMPACTS**

The recreational opportunities and scenery offered by the public lands within the planning area constitute an important component of the overall package of pull factors enticing new residents into the area. However, migration is also a result of many other decisions, some of which involve push factors in places thousands of miles away (including smog, crime, and traffic). There are also other attractions in the area, such as Mesa Verde National Park, that pull people to the area. The DLMP Guidance for recreation and scenery are aimed at continuing to provide these amenities as the region grows and more demands are put upon the SJPL. The alternatives would offer various policies and approaches designed to help land managers prepare for the continued population growth and to maintain the attractiveness of the area. No alternative, however, would, by itself, result in migration. Selection of any particular alternative may not, therefore, have an identifiable direct impact on area demographic trends.