

## **8. Community Relationships**

The purpose of this chapter is to describe the relationship between the Coronado National Forest (CNF) and its neighboring communities. Knowledge of local communities is of interest to the Coronado due to the importance of the reciprocal relationship that exists between the forest and these communities. Also, in some instances, there are legal authorities that require interaction with external communities. The subsections of this chapter are as follows: historical context and methods of designation, community profiles and involvement with natural resources, communities of interest and forest partnerships, historically underserved communities and environmental justice, community/forest interaction, and key issues for forest planning and management.

Information gathered on the nature of the relationships between the CNF and surrounding communities reveals a complex network of interests involved in a variety of issues that affect forest management and planning. In addition to wider public concern for issues such as water provision, wildlife protection, and fire prevention, a growing number of local government organizations and special advocacy groups are seeking to participate directly with the CNF in the formation of policy. Although a comprehensive analysis of the social network surrounding the forest is beyond the scope of this assessment, this section provides insight into the roles and purposes of key stakeholders and establishes a framework for the development of a comprehensive community-relations strategy.

### **8.1 Historical context and methods of designation**

The concept of community relations in a culturally diverse society is about working together as one, both respecting and valuing individual differences (McMillan 1999). It encourages a greater degree of acceptance and respect for, as well as communication between, people of different ethnic, national, religious, cultural, and linguistic backgrounds. Furthermore, it promotes notions of inclusiveness, cohesion, and commitment to the way we shape our future. Above all, a good community relations system ensures that people from all backgrounds have full access to programs and services offered by government service providers, recognizing and overcoming barriers faced by some groups to enjoy full participation in the social, cultural, and economic life of the community.

The act of understanding and maintaining good community relationships is one of the most central responsibilities of the National Forest System. Nonetheless, the importance placed on documenting and enhancing community relationships as part of the overall process of forest planning must be regarded as a relatively recent development. At the time of the creation of the national forest system through the Forest Reserve Act of 1891 and the Transfer Act of 1905, the principal community of concern to the agency was limited, consisting for the most part of a select group of forestry professionals, scientific and professional societies, special interests, and politicians. As such, the forest “community” of the late 19<sup>th</sup> and early 20<sup>th</sup> century was considerably less complex than the collection of interested stakeholders today.

However, following World War II, the general public began to show a greater interest in the activities of the national forests. By the late 1960s, with the advent of modern environmental concern, the forest community had expanded to include an extremely broad spectrum of the general public. Statutes such as the National Environmental Policy Act of 1969, the National Forest Management Act of 1976, and more recently, laws such as the Native American Sacred Lands Act of 2002, have officially recognized the array of publics and mandated that the USFS actively involve them in their management decisions. In addition to these and other statute laws, there are other written authorities that require and provide direction for external contacts: these include 36 CFR 219.9 (Public participation, collaboration, and notification), the Forest Service Manual chapters 1500 (External relations) and 1600 (Information services), and the Forest Service Handbook chapters 1509 and 1609. Effective public involvement requires knowledge, thus the purpose of this section is to assist in improving that knowledge base.

In this report, the term and concept “communities” received a broad interpretation and, hence, designation. In one sense, “communities” refers to the towns and cities located in the counties surrounding the CNF. In a broader sense, however, “communities” refers also to tribes, governments, the media, educational entities, partners, and special advocacy groups. Both of these types of “communities” are examined in this section.

## **8.2 Community profiles and involvement with natural resources**

This section presents links to community profiles of the towns and cities which are found in the counties surrounding the Coronado. It also provides information on local news sources as a gauge of community involvement with natural resources, including Arizona’s national forests. Weblinks to community profiles for each of the counties and selected municipalities within the area of assessment are listed below in Table 34. These profiles generally contain the following information for each community: historical information, geographic/location information, population data, labor force data, weather data, community facilities (e.g., schools, airports), industrial properties, utilities, tax rates, and tourism information. They were developed by the Arizona Department of Commerce which also provides data for many other communities than those listed in Table 34. Table 35 categorizes national forest service acreage in Arizona according to current congressional districts.

**Table 1. Weblinks to Community Profiles for Counties and Municipalities in the Area of Assessment**

<b>Cochise County</b>	<a href="http://www.azcommerce.com/doclib/COMMUNE/Cochise%20County.pdf">Http://www.azcommerce.com/doclib/COMMUNE/Cochise%20County.pdf</a>
Sierra Vista	<a href="http://www.azcommerce.com/doclib/COMMUNE/sierra%20vista.pdf">Http://www.azcommerce.com/doclib/COMMUNE/sierra%20vista.pdf</a>
Douglas	<a href="http://www.azcommerce.com/doclib/commune/douglas.pdf">Http://www.azcommerce.com/doclib/commune/douglas.pdf</a>
Bisbee	<a href="http://www.azcommerce.com/doclib/commune/bisbee.pdf">Http://www.azcommerce.com/doclib/commune/bisbee.pdf</a>
Benson	<a href="http://www.azcommerce.com/doclib/commune/benson.pdf">Http://www.azcommerce.com/doclib/commune/benson.pdf</a>
Willcox	<a href="http://www.azcommerce.com/doclib/commune/willcox.pdf">Http://www.azcommerce.com/doclib/commune/willcox.pdf</a>
<b>Graham County</b>	<a href="http://www.azcommerce.com/doclib/COMMUNE/Graham%20County.pdf">Http://www.azcommerce.com/doclib/COMMUNE/Graham%20County.pdf</a>
Safford	<a href="http://www.azcommerce.com/doclib/commune/safford.pdf">Http://www.azcommerce.com/doclib/commune/safford.pdf</a>
Thatcher	<a href="http://www.azcommerce.com/doclib/commune/thatcher.pdf">Http://www.azcommerce.com/doclib/commune/thatcher.pdf</a>
<b>Hidalgo County</b>	<a href="http://www.hidalgocounty.org/">Http://www.hidalgocounty.org/</a>
Lordsburg	<a href="http://www.hidalgocounty.org/lrdsbrg.html">Http://www.hidalgocounty.org/lrdsbrg.html</a>
<b>Pima County</b>	<a href="http://www.azcommerce.com/doclib/COMMUNE/Pima%20County.pdf">Http://www.azcommerce.com/doclib/COMMUNE/Pima%20County.pdf</a>
Tucson	<a href="http://www.azcommerce.com/doclib/commune/tucson.pdf">Http://www.azcommerce.com/doclib/commune/tucson.pdf</a>
Oro Valley	<a href="http://www.azcommerce.com/doclib/COMMUNE/oro%20valley.pdf">Http://www.azcommerce.com/doclib/COMMUNE/oro%20valley.pdf</a>
Green Valley	<a href="http://www.azcommerce.com/doclib/COMMUNE/green%20valley.pdf">Http://www.azcommerce.com/doclib/COMMUNE/green%20valley.pdf</a>
Catalina	<a href="http://www.azcommerce.com/doclib/commune/catalina.pdf">Http://www.azcommerce.com/doclib/commune/catalina.pdf</a>
Marana	<a href="http://www.azcommerce.com/doclib/commune/marana.pdf">Http://www.azcommerce.com/doclib/commune/marana.pdf</a>
South Tucson	<a href="http://www.azcommerce.com/doclib/COMMUNE/south%20tucson.pdf">Http://www.azcommerce.com/doclib/COMMUNE/south%20tucson.pdf</a>
<b>Pinal County</b>	<a href="http://www.azcommerce.com/doclib/COMMUNE/Pinal%20County.pdf">Http://www.azcommerce.com/doclib/COMMUNE/Pinal%20County.pdf</a>
Apache Junction	<a href="http://www.azcommerce.com/doclib/COMMUNE/apache%20junction.pdf">Http://www.azcommerce.com/doclib/COMMUNE/apache%20junction.pdf</a>
Casa Grande	<a href="http://www.azcommerce.com/doclib/COMMUNE/casa%20grande.pdf">Http://www.azcommerce.com/doclib/COMMUNE/casa%20grande.pdf</a>
Florence	<a href="http://www.azcommerce.com/doclib/commune/florence.pdf">Http://www.azcommerce.com/doclib/commune/florence.pdf</a>
Eloy	<a href="http://www.azcommerce.com/doclib/commune/eloy.pdf">Http://www.azcommerce.com/doclib/commune/eloy.pdf</a>
Coolidge	<a href="http://www.azcommerce.com/doclib/COMMUNE/coolidge.pdf">Http://www.azcommerce.com/doclib/COMMUNE/coolidge.pdf</a>
Queen Creek	<a href="http://www.azcommerce.com/doclib/COMMUNE/queen%20creek.pdf">Http://www.azcommerce.com/doclib/COMMUNE/queen%20creek.pdf</a>
<b>Santa Cruz County</b>	<a href="http://www.azcommerce.com/doclib/COMMUNE/Santa%20Cruz%20County.pdf">Http://www.azcommerce.com/doclib/COMMUNE/Santa%20Cruz%20County.pdf</a>
Nogales	<a href="http://www.azcommerce.com/doclib/commune/nogales.pdf">Http://www.azcommerce.com/doclib/commune/nogales.pdf</a>
Patagonia	<a href="http://www.azcommerce.com/doclib/commune/patagonia.pdf">Http://www.azcommerce.com/doclib/commune/patagonia.pdf</a>
<b>Sonora, Mexico</b>	<a href="http://www.sonora.gob.mx/">Http://www.sonora.gob.mx/</a>
Nogales	<a href="http://www.sonora.gob.mx/portal/Runscript.asp?p=ASP\pg212.asp">Http://www.sonora.gob.mx/portal/Runscript.asp?p=ASP\pg212.asp</a>
Agua Prieta	<a href="http://www.sonora.gob.mx/portal/Runscript.asp?p=ASP\pg171.asp">Http://www.sonora.gob.mx/portal/Runscript.asp?p=ASP\pg171.asp</a>
Naco	<a href="http://www.sonora.gob.mx/portal/Runscript.asp?p=ASP\pg208.asp">Http://www.sonora.gob.mx/portal/Runscript.asp?p=ASP\pg208.asp</a>

Source: Arizona Department of Commerce  
 Sonora, Mexico: <http://www.sonora.gob.mx/>

**Table 2. Acreage of Arizona National Forests in Federal Congressional Districts**

Congressional District	County	National Forest	Total Forest Service Acres
<b>2nd</b>	Pima	Coronado NF *	42,961
	Santa Cruz	Coronado NF *	418,879
			<b>461,840</b>
<b>3rd</b>	Coconino	Coconino NF	848,725
		Kaibab NF	1,528,594
		Prescott NF	43,695
	Mohave	Kaibab NF	5,487
	Yavapai	Coconino NF	431,119
		Kaibab NF	25,119
	Yavapai	Prescott NF	1,195,551
		Tonto NF	317,051
		<b>4,395,341</b>	
<b>5th</b>	Cochise	Coronado NF *	489,396
	Graham	Coronado NF *	396,174
	Pima	Coronado NF *	346,910
		<b>1,232,480</b>	
<b>6th</b>	Apache	Apache NF *	447,223
		Sitgreaves NF	45,591
	Coconino	Coconino NF	569,772
		Sitgreaves NF	285,693
	Gila	Coconino NF	6,063
		Tonto NF	1,698,631
	Greenlee	Apache NF *	751,151
	Maricopa	Tonto NF	657,695
	Navajo	Sitgreaves NF	488,158
	Pinal	Coronado NF *	23,331
		Tonto NF	199,558
		<b>5,172,866</b>	
	<b>State Total</b>	<b>11,262,527</b>	

Source: USFS Lands and Realty Management

<http://www.fs.fed.us/land/staff/lar/LAR04/table6.htm>

The communities surrounding the Coronado NF have a history of involvement with the national forests and with natural resource issues in general. Southern Arizona, like the rest of the state, has long been dependent upon natural resources for commodity production, tourism, and aesthetic enjoyment. As a result, the public has frequently expressed intense interest in the use and management of these resources. The best and most generally available record of community involvement and interest in the CNF and in natural resources is to be found in the state's newspapers. Journalists publish hundreds of articles each year dealing with almost every aspect of community involvement surrounding natural resources and the forest. Links to Arizona's major newspapers can be found at <http://www.50states.com/news/arizona.htm>.

A search of natural resource keywords was conducted for six state newspapers: *The Arizona Daily Star* (Tucson), *The Arizona Daily Sun* (Flagstaff), *The Arizona Republic* (Phoenix), *The High Country Sentinel*

(Heber-Overgaard), *The Prescott Valley Tribune* (Prescott), and *The Grand Canyon News* (Williams). These newspapers were chosen because they represent the principal newspapers for cities located near each of the six national forests. In addition to the names of the six Arizona national forests, the keyword search included terms such as “forest,” “conservation,” “wildlife,” and “endangered” species. The results of this keyword search are presented in Table 36. *The Arizona Daily Star* (Tucson) is the newspaper most proximate to the CNF and thus will be of greatest interest to this assessment. However, the other five newspaper searches are also presented because journalism today has broad statewide and even national coverage which might reveal stories related to the Coronado in many of the state’s newspapers.

The keyword search indicated that the six newspapers have collectively published more than 100,000 articles potentially related to natural resources since 1999. This would indicate a tremendous public interest and opportunity for involvement with the state’s natural resources. Also, the data indicate that the CNF’s nearest paper, *The Arizona Daily Star*, is one of Arizona’s most important in terms of natural resource news coverage. Furthermore, the search indicated that the CNF itself was the subject of 906 news articles during the period examined (approximately 1999-2005 although the exact period varied by newspaper).

**Table 3. Natural-resource Related Keyword Search of Six Arizona Newspapers**

City:	Flagstaff	Phoenix	Williams	Heber-Overgaard	Prescott	Tucson		
Newspaper:	Arizona Daily Sun	Arizona Republic	Grand Canyon News	High Country Sentinel	Prescott Valley Tribune	Arizona Daily Star	Total	Percent of
Nearest National Forest:	Coconino	Tonto	Kaibab	Apache-Sitgreaves	Prescott	Coronado	Articles	Total
Issues Searched:	1999-April 2005	1999-April 2005	2000-April 2005	2000-April 2005	2003-April 2005	1999-April 2005	Found	Articles Found
<b>Key Word Searched:</b>								
Forest	8,066	319	732	399	367	3,414	13,297	13.2%
Natural Resources	690	79	29	23	16	688	1,525	1.5%
Conservation	732	133	109	7	62	732	1,775	1.8%
Water	0	1,382	741	244	728	10,960	14,055	14.0%
Lake	7,313	788	294	294	178	2,708	11,575	11.5%
River	5,033	625	370	131	279	n/a	6,438	6.4%
Stream	1,602	169	24	36	67	n/a	1,898	1.9%
Recreation	3,224	2,334	483	314	211	1,969	8,535	8.5%
Fish	4,708	5,028	131	248	285	2,646	13,046	13.0%
Native fish	98	2	15	15	3	135	268	0.3%
Sportfish	22	0	0	0	2	1	25	0.0%
Fishing	480	502	55	434	147	1,035	2,653	2.6%
Forest Fire	247	15	28	3	16	2,491	2,800	2.8%
Mining	165	282	25	9	43	1,504	2,028	2.0%
Endangered species	544	18	23	2	14	638	1,239	1.2%
Wildlife	2,747	167	185	135	120	2,824	6,178	6.1%
Native Wildlife	22	4	5	0	0	24	55	0.1%
Bird Watching	17	26	1	30	1	153	228	0.2%
Hunting	3,231	514	56	253	63	1,114	5,231	5.2%
Range	0	1,194	56	67	146	1,062	2,525	2.5%
Grazing	865	41	40	11	19	402	1,378	1.4%
<b>The National Forests:</b>								
Coconino National Forest	1,046	15	15	3	0	22	1,101	1.1%
<b>Coronado National Forest</b>	<b>120</b>	<b>9</b>	<b>2</b>	<b>20</b>	<b>0</b>	<b>755</b>	<b>906</b>	0.9%
Apache-Sitgreaves Nat. For.	109	12	2	87	0	68	278	0.3%
Kaibab National Forest	441	16	245	0	0	20	722	0.7%
Tonto National Forest	135	37	3	14	7	176	372	0.4%
Prescott National Forest	141	11	7	73	78	27	337	0.3%
Total articles found	41,798	13,722	3,676	2,852	2,852	35,568	100,468	100.0%

Past issues of *The Arizona Daily Star* were also examined to determine the types of natural resource topics that were of interest to the public in the region surrounding the CNF. Among the many natural resource issues of concern to the public were the wildfires that occurred during the 2004 fire season, incidents related to wildlife encroachment on recreation areas, drug smuggling, lost hikers, and the location of utility rights-of-way. Selected topics and their dates of publication in the *Arizona Daily Star* are provided in Table 37 below:

**Table 4. Selected Key Public Issues for the Coronado National Forest**

Topic	Date
1. Wildfires (including the Aspen fire)	Spring – Summer, 2004
2. Mountain lion encroachment on Sabino Canyon Recreation Area	May 2004
3. Border Patrol finds 1,500 lbs. of marijuana on the CNF	December 2004
4. Utility companies seek power line right-of-way through CNF.	July 2004, January 2005
5. Two hikers lost on CNF walk-out at Pima Canyon	June 2004
6. Black bear slain at Madera Canyon after it rips tent	June 2004

Source: Arizona Daily Star.

### 8.3 Communities of interest and forest partnerships

The Coronado National Forest has many communities of interest: that is, entities that share an interest along with the Forest Service in the management of the forest. For the purpose of this assessment, a distinction should be made between communities of interest and forest partners. Communities of interest may include residents of physical communities or members of an interest group, agency, or private organization that are influenced by, and in turn, stand to influence forest planning and management. Consideration of their stake in forest management is important but not specifically directed through formal partnership agreements. Following, in Table 38, is a listing of some of those communities of interest. These are grouped according to government agencies, special advocacy groups, educational, business, and media organizations. Specific contact information and the names of principal individuals are available from the CNF. An especially noteworthy community of interest to the CNF is the Native American tribes. The tribal contact list for the CNF is found in Table 39. There are fourteen tribes for which the CNF has consultation responsibilities.

**Table 5. Communities of Interest for the Coronado National Forest**

<b>Governmental</b>	<b>Special Advocacy Groups</b>	<b>Educational</b>
Arizona Land Department	A.A. Jernigan Testamentary	American Museum of National History
AZ Game & Fish Dept.	Animas Foundation	Arizona Sonora Desert Museum
AZ State Legislature, Dist. 8	AZ Wildlife Federation	Desert Botanical Garden
Bureau of Land Management	Center for Biological Diversity	Laboratory of Tree Ring Research
Catalina State Park	Cochise County Cavers	University of Arizona
Chiricahua National Monument	Columbine Cabin Owners Assoc.	University of Arizona South
Chiricahua Regional Council	Coronado Rangeland User Committee	Water Resources Research Center
City of Sierra Vista	Douglas Rifle and Pistol Club	
City of Thatcher	Economic Development Foundation	
Cochise County Board of Supervisors	Forest Guardians	<b>Businesses</b>
Cochise County Planning Commission	Friends of Kentucky Camp	Canyon Ranch
Douglas Chamber of Commerce	Friends of Sabino Canyon	E Lazy H Ranch Partnership
Graham County	Green Valley Hiking Club	Lone Mountain Ranch, Inc.
Graham County Board of Supervisors	Malapai Borderlands Group	Sabino Canyon Tours, Inc.
Graham County Chamber of Commerce	People for the West, SE AZ Chapter	Santa Rita Lodge
Hereford Natural Resource Conservation Dist.	Quail Unlimited	Summerset Homeowners Assoc.
Mt. Lemmon Fire Department	Sabino Canyon Volunteer Naturalists	Tanque Verde Guest Ranch
NM Dept. of Game & Fish	San Pedro 100	Walter Dawgie Ski Corp.
Pima Town Manager	Sierra Club	
Pinal County Board of Supervisors	Singing Valley Ranch	<b>Media</b>
Ramsey Canyon Preserve	Sky Island Alliance	Arizona Daily Star
Safford City Manager	Society of American Foresters	Green Valley News & Sun
Saguaro National Park	Sonoran Bioregional Diversity	Nogales International Newspaper
Santa Cruz County Board of Supervisors	Sonoran Institute	
Santa Cruz County Emergency Management	Southern Arizona Hiking Club	
Santa Cruz County Planning	The Nature Conservancy - AZ Office	
Santa Cruz County Sheriff's Dept.	Wild Turkey Sportsmen Association	
Tumacacori National Historical Park		
U.S. Border Patrol, Nogales Station		
U.S. Fish and Wildlife		
Willcox Chamber of Commerce & Agriculture		

Source: J. Ruyle, Forest Planner, Coronado National Forest

**Table 6. Tribal Consultation Responsibilities for the Coronado National Forest**

<b>Arizona Indian Tribe</b>
Ak-Chin Indian Community
Ft. McDowell Mohave-Apache Indian Community
Ft. Sill Chiricahua-Warm Springs Apache Tribe
Gila River Indian Community
Havasupai Tribe
Hopi Tribe
Mescalero Apache Tribe
Pascua Yaqui Indian Tribe
Salt River Pima-Maricopa Indian Community
San Carlos Apache Tribe
Tohono O'odham Nation
White Mountain Apache Tribe
Yavapai-Apache Nation
Pueblo of Zuni

Source: D. Firecloud, Regional Tribal Program Manager, Southwestern Region, USDA Forest Service

### National Forest Partnerships

Although the USFS claims responsibility for approximately 193 million acres of forests and grasslands throughout the United States, it acknowledges that effective management and protection of the vast resources within forest boundaries would be virtually impossible without the effective involvement of individuals and organizations from neighboring communities. Given the agency's constraints on personnel, funding, and other resources, as well as the direct links between forest management and community well being, the FS places a high priority on the development of partnerships. In addition to the obvious financial benefits that accrue from partnerships, the agency views them as part of its continuing cultural shift from "lone rangers" and "rugged individualists" to facilitators and conveners. As such, partnerships have become a central strategy for strengthening relationships between the Forest Service and surrounding communities (USFS 2005c).

In an effort to promote partnerships and guide individual forest managers through the process of establishing and maintaining cooperative relationships with surrounding communities, the USFS has recently updated its Partnership Guide. Intended as a reference tool for employees and partners of the FS, the guide offers insight into the structure and management of non-profit organizations, issues surrounding forest cooperation with volunteers, and use of grants and other agreements as well as information on the common challenges and ethical issues involved in sustaining effective partnerships. The guide also includes an array of resources and tools based on previous partnership efforts of the Forest Service (NFF and USFS 2005).

Like other forests throughout the country and the region, the CNF is involved in multiple partnerships that contribute to forest health and fire management, the construction of community infrastructure, economic involvement with natural resources, and, most recently, issues surrounding the U.S.-Mexico border region. Previous planning processes such as the National Forest Management Act (NFMA) have attempted to implement policies aimed at enhancing participation of a growing number of interested stakeholders in forest planning and management.

Meanwhile, the Southwest Region (Region 3) of the FS has also outlined several priorities which directly affect the development of partnerships. They include the restoration of ecological functionality to forests and rangelands, the protection of communities adjacent to national forests, and the contribution to the economic vitality of communities. In addition to these priorities, the Southwestern Region of the FS has established five objectives regarding the formation and maintenance of partnerships. They are to continue to increase the visibility and understanding of successful partnerships and collaboration, encourage and promote cultural change that supports and expands partnerships and collaboration, develop and maintain an accessible and user-friendly partnership process, identify the opportunities and needs for forest and regional coordination, and educate and train for a common understanding of partnerships.

Although the term “partnership” may be defined differently by individual stakeholders with distinct agendas, the FS has identified nine broad categories of forest partnerships. They are volunteers, cost-share contributions, donations and gifts, memoranda of understanding, cooperating associations, grants, “payments to states,” stewardship contracting, and interagency collaboration.

Obviously, the number and quality of forest partnerships varies over time according to the level of interaction between individual forests and their communities. The Southwest Region, however, has established a list of partner organizations according to the nature of their involvement. This list, obtained from the regional partnership website, is included as Table 40 below. Additional information on partnerships in the Southwest Region is available at <http://www.fs.fed.us/r3/partnerships/>. Table 41 presents a list of the partnerships between the CNF and external groups.

**Table 7. United States Forest Service, Southwest Region Partners**

<b>Conservation Organizations</b>	
Ducks Unlimited	<a href="http://www.ducks.org/">http://www.ducks.org/</a>
Environmental Systems Research Institute (ESRI)	<a href="http://www.conservationgis.org/">http://www.conservationgis.org/</a>
Federation of Flyfishers	<a href="http://www.fedflyfishers.org/">http://www.fedflyfishers.org/</a>
Mule Deer Foundation	<a href="http://www.muledeer.org/">http://www.muledeer.org/</a>
National Wild Turkey Federation (NWTf)	<a href="http://www.nwtf.org/">http://www.nwtf.org/</a>
Quail Unlimited	<a href="http://www.qu.org/">http://www.qu.org/</a>
Rocky Mountain Elk Foundation	<a href="http://www.rmef.org/">http://www.rmef.org/</a>
Trout Unlimited	<a href="http://www.tu.org">http://www.tu.org</a>
Wildlife Management Institute	<a href="http://www.wildlifemanagementinstitute.org/">http://www.wildlifemanagementinstitute.org/</a>
<b>Arizona Conservation Partners</b>	
Arizona Department of Game and Fish	<a href="http://www.gf.state.az.us/">http://www.gf.state.az.us/</a>
Arizona Wildlife Foundation	<a href="http://www.azwildlife.org/">http://www.azwildlife.org/</a>
Sonoran Institute	<a href="http://www.sonoran.org/">http://www.sonoran.org/</a>

**Table 40 (cont). United States Forest Service, Southwest Region Partners**

<b>New Mexico Conservation Partners</b>	
New Mexico Department of Game and Fish	<a href="http://www.wildlife.state.nm.us/">Http://www.wildlife.state.nm.us/</a>
New Mexico Wildlife Federation	<a href="http://leopold.nmsu.edu/nmwf/">Http://leopold.nmsu.edu/nmwf/</a>
Audubon Society – New Mexico State Office	<a href="http://www.audubon.org/chapter/nm/nm/rdac/index.html">Http://www.audubon.org/chapter/nm/nm/rdac/index.html</a>
New Mexico Museum of Natural History	<a href="http://museums.state.nm.us/nmmnh/nmmnh.html">Http://museums.state.nm.us/nmmnh/nmmnh.html</a>
<b>Youth Conservations Organizations</b>	
AmeriCorps – New Mexico	<a href="http://www.nationalservice.gov/state_profiles/overview.asp?ID=38">http://www.nationalservice.gov/state_profiles/overview.asp?ID=38</a>
National Association of Conservation and Service Corps	<a href="http://www.nascc.org/">http://www.nascc.org/</a>
Student Conservation Association	<a href="http://www.thesca.org/">http://www.thesca.org/</a>
Rocky Mountain Youth Corps	<a href="http://youthcorps.org/">http://youthcorps.org/</a>
<b>National Ecosystem Health Organizations</b>	
National Arbor Day Foundation	<a href="http://www.arborday.org/">http://www.arborday.org/</a>
<b>Arizona Ecosystem Health Organizations</b>	
The Nature Conservancy – Arizona	<a href="http://www.nature.org/wherework/northamerica/states/arizona/">http://www.nature.org/wherework/northamerica/states/arizona/</a>
Sky Island Alliance	<a href="http://www.skyislandalliance.org/">http://www.skyislandalliance.org/</a>
Grand Canyon Trust	<a href="http://www.grandcanyontrust.org/">http://www.grandcanyontrust.org/</a>
Greater Flagstaff Forest Partnership	<a href="http://www.gffp.org/">http://www.gffp.org/</a>
Northern Arizona University	<a href="http://www.for.nau.edu/cms/">http://www.for.nau.edu/cms/</a>
<b>New Mexico Ecosystem Health Organizations</b>	
New Mexico Forestry Division	<a href="http://www.emnrd.state.nm.us/forestry/index.cfm">http://www.emnrd.state.nm.us/forestry/index.cfm</a>
New Mexico Highlands University	<a href="http://www.nmhu.edu/forestry/">http://www.nmhu.edu/forestry/</a>
The Nature Conservancy – New Mexico	<a href="http://www.nature.org/wherework/northamerica/states/newmexico/">http://www.nature.org/wherework/northamerica/states/newmexico/</a>
<b>National Interpretive Recreation</b>	
Public Lands Information Center	<a href="http://www.publiclands.org/home.php?SID=">http://www.publiclands.org/home.php?SID=</a>
Association of Partners for Public Lands	<a href="http://www.appl.org/">http://www.appl.org/</a>
Tread Lightly	<a href="http://www.treadlightly.org/">http://www.treadlightly.org/</a>
National Outdoor Leadership School	<a href="http://www.nols.edu/">http://www.nols.edu/</a>
Leave No Trace	<a href="http://www.lnt.org/">http://www.lnt.org/</a>
<b>Arizona Interpretive Recreation</b>	
Arizona Trail Association	<a href="http://www.aztrail.org/">http://www.aztrail.org/</a>
Arizona State Association of 4-Wheel Drive Clubs	<a href="http://asa4wdc.org/">http://asa4wdc.org/</a>

**Table 40 (cont). United States Forest Service, Southwest Region Partners**

<b>New Mexico Interpretive Recreation</b>	
New Mexico Environmental Education Association	<a href="http://www.eeanm.org/">http://www.eeanm.org/</a>
Back Country Horsemen – New Mexico	<a href="http://www.bchnm.org/">http://www.bchnm.org/</a>
New Mexico Council of Guides and Outfitters	<a href="http://nmoutfitters.org/">http://nmoutfitters.org/</a>
New Mexico Volunteers for the Outdoors	<a href="http://www.nmvfo.org/">http://www.nmvfo.org/</a>
<b>Arizona Environmental Organizations</b>	
Sierra Club – Arizona Chapter	<a href="http://www.sierraclub.org/az/">http://www.sierraclub.org/az/</a>
<b>New Mexico Environmental Organizations</b>	
New Mexico Wilderness Alliance	<a href="http://www.nmwild.org/">http://www.nmwild.org/</a>
Sierra Club – New Mexico Chapter	<a href="http://www.sierraclub.org/nm/">http://www.sierraclub.org/nm/</a>

Source: USDA Forest Service, Southwest Region – Partnerships

<http://www.fs.fed.us/r3/partnerships/>

**Table 8. Partnerships for the Coronado National Forest**

New Mexico Department of Game and Fish	US Army - Ft. Huachuca
Pima Natural Resource Conservation District	AZ Game & Fish Department
Winkelman Natural Resource Conservation Dist.	University Of Arizona, Sponsored Projects
Santa Cruz Natural Resource Conservation Dist.	Cochise County, Juvenile Court Services
Redington Natural Resource Conservation Dist.	Pima County Dept. of Transportation
Arizona State Land Department	El Conquistador Stables
USDI NPS Saguaro National Park	Friends of Madera Canyon
USDI, National Park Service	US Dept. of Treasury - ATF
USDA Natural Resources Conservation Service	Pima County Dept of Transportation
US Border Patrol, Customs & Border Protection	Youth Corps of Southern Arizona (YCOSA)
USDI, BLM, Safford Field Office	Univ. of Arizona, School of Nat. Resources
USDI, BLM, Tucson Field Office	Pima County Sheriff's Department
Federal Highway Admin., Central Fed.	Santa Cruz County Sheriff's Department
USDI, Fish and Wildlife Service	Graham County Sheriff's Department
Tucson Electric Power	Friends of Sabino Canyon
Mt. Lemmon Fire District	Arizona State Parks Board
Malpai Borderlands Group	Cochise County Sheriff's Department
NPS, Chiricahua National Monument	Don Ricketts
Upper San Pedro Partnership	Friends of the Huachucas

Source: Coronado National Forest, Grants and Agreements

## **8.4 Historically underserved communities and environmental justice**

This section deals with special communities located near the CNF which may have been historically underserved in terms of public services received and their participation in business.

This information will be of particular interest to CNF managers as they consider ways to improve delivery of services to minority groups which may have been underserved in the past.

Arizona’s rapid population growth has affected the availability of affordable housing and fundamental social services, segregated social groups, created urban sprawl, stressed the state’s infrastructure, and caused financial burdens and conflicts for local and state governments (Arizona Town Hall 1999). These factors can have an especially negative influence on Arizona’s ethnic and racial minorities and their employment opportunities.

Data on individual racial and ethnic groups as a percentage of total county population were presented in Chapter 2 of this report (Table 7). Those individuals of Hispanic/Latino origin represent the largest minority group, ranging from 27% in Graham County to 80% in Santa Cruz County. Note that individuals claiming Hispanic heritage may also claim identification with other ethnic and racial groups and be counted in those categories as well. The percentage of Native Americans is particularly noteworthy in Graham and Pinal counties. African Americans represent 4.5% of Cochise County.

The Census Bureau has estimated that, by 2025, Whites will comprise 57.5% of Arizona’s population. The number of people of Hispanic origin is expected to increase from its 1995 level of 20.6% of the population to 32.2% in 2025. The African American population is projected to grow by 65.7% and the Native American population by 34.9% (U.S. Census Bureau 2005, Partnership for Community Development 2000). Thus, in the future, the national forests must prepare to serve even larger minority populations than at present.

Possible assistance in the formation of minority- and woman-owned businesses is another issue for the CNF to consider. Table 42 presents data on minority- and woman-owned businesses for surrounding Arizona counties. As the data indicate, minorities currently own a smaller number of businesses than the size of their populations might suggest.

**Table 9. Minority- and Women-owned Business by County, 2002**

County	All Businesses	Total Minorities	African American	Native American	Asian or Pacific Islander	Hispanic or Latino Origin	Women
Graham	2,933	301	-	-	-	-	943
Cochise	12,625	2,696	341	321	252	1,781	4,005
Hidalgo (NM)*	298	n/a	n/a	n/a	n/a	n/a	n/a
Pima	112,293	18,847	1,117	1,860	2,868	14,033	31,485
Pinal	12,625	2,094	-	337	-	1,553	3,562
Santa Cruz	6,343	3,342	-	-	-	3,148	1,634

\* 2002 Survey of Business Owners (including minority- and women-owned business) U.S., states, counties, places and metro areas projected early 2006

Sources: Arizona Dept. of Commerce, 2002

U.S. Census Bureau – 1997 Economic Census

Finally, the long term goals of the USFS have led to the development of specific outreach activities designed to enhance the participation of underserved populations in forest planning and management. They include the provision that each FS unit will perform the following tasks (USFS 2000b):

Ecosystem Health

- plan for underserved communities and develop an outreach analysis

- ensure the representation of underserved communities in team membership, participation, and implementation of decisions
- develop a nationally coordinated effort to establish dialogue with underserved communities about FS programs and land management
- expand financial and technical support for underserved communities' participation in land management activities

#### Multiple Benefits to People

- develop relationships by establishing a FS presence within networks of urban and rural community-based organizations that represent underserved people and conduct community assessments with underserved populations by working closely with existing leadership and resources
- partner with a broad range of non-governmental organizations to increase benefits and other FS resources to underserved communities to help them organize and develop national and localized programs of work which reflect their priorities
- collaborate with underserved populations to create customized delivery systems

#### Scientific and Technical Assistance

- conduct a research and development review with the direct involvement of underserved people to identify their concerns
- share and conduct collaborative social science research through a Federal Center of Excellence to share information across organizations, foster effective use of federal research resources, and include the needs of underserved communities in setting social science research priorities
- improve access to and distribution of information, including research findings and technical assistance, through partnerships with existing public and private networks involving cities and counties (such as the Joint Center for Sustainable Communities), federal agencies (such as the Sustainable Development Network), culturally sensitive employees (such as employee resource groups), and professional marketing specialists with expertise that benefits underserved communities

#### Effective Public Service

- develop training programs that strengthen the capabilities of employees and partners to engage underserved communities
- increase scholarship, education, and work experience opportunities to train employees and partners in how to engage underserved groups
- implement grants and training agreements for employees along with representatives of underserved communities

In addition to these general guidelines, the FS currently interacts with its neighboring communities in the following ways:

#### Rural Community Assistance

The FS implements the national initiative on rural development in coordination with the USDA Rural Business and Cooperative Development Service and State rural development councils. The goal is to strengthen rural communities by helping them diversify and expand their economies through the wise use of natural resources. Through economic action programs, the FS provides

technical and financial assistance to more than 850 rural communities that are adversely affected by changes in availability of natural resources or in natural resource policy.

### Urban and Community Forestry

The FS provides technical and financial assistance to more than 7,740 cities and communities in all States, the District of Columbia, and Puerto Rico for the purpose of building local capacity to manage their natural resources.

### Human Resource Programs

Human Resource Programs provide job opportunities, training, and education for the unemployed, underemployed, elderly, young, and others with special needs, simultaneously benefiting high-priority conservation work. These programs are a major part of the FS work force.

### Southwestern Strategy

In November of 1997, the Secretaries of Agriculture and the Interior issued a directive to their agency leaderships to develop a collaborative approach to resolving the quality of life, natural resource, and cultural resource issues in Arizona and New Mexico. The result was the Southwest Strategy, which addresses community development and natural resources conservation and management within the jurisdictions of the involved federal agencies.

Environmental justice is the fair treatment and involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people, including racial, ethnic, or socioeconomic groups, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, or tribal programs and policies. Inequities can result from a number of factors, including distribution of wealth, housing and real estate practices, and land use planning that may place African Americans, Latinos, and Native Americans at greater health and environmental risk than the rest of society (Bullard 1993).

The White House, with Executive Order 12898, elevated environmental justice issues to the federal agency policy agenda. EO 12898 instructs each federal agency to identify and address “disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations” (Clinton 1994).

The USDA’s goals in implementing EO 12898 are as follows (from USDA 1997):

- To incorporate environmental justice considerations into the USDA's programs and activities and to address environmental justice across mission areas;
- To identify, prevent, and/or mitigate disproportionately high or adverse human health and environmental effects of USDA programs and activities on minority and low-income populations;
- To provide the opportunity for minority and low-income populations to participate in planning, analysis, and decision making that affects their health or environment, including the identification of program needs and designs;

- To review and revise programs in order to ensure incorporation and full consideration of the effects that agency decisions have on minority and low-income populations;
- To develop criteria consistent with the USDA's environmental justice implementation strategy which determine whether the agency's programs and activities have, or will have, a disproportionately adverse effect on the health or the environment of minority or low-income populations;
- To collect and analyze data to determine whether agency programs and activities have disproportionately adverse human health or environmental effects;
- To collect, maintain, and analyze information on the consumption patterns of populations that principally rely on fishing, hunting, or trapping for subsistence;
- To develop, as part of ensuring the integration of the USDA's environmental justice strategy, outreach activities that include underserved populations in rural and urban America, including women, minorities, persons with disabilities, and low-income people, as well as tribal governments, in natural resource management activities;

Native Americans pose a special environmental justice case since few reservations possess environmental regulations or waste management infrastructures equivalent to those of the state and federal governments. In the past, these areas have been targeted for landfills and incinerators. However, these ecological inequities have met with an increasingly resistant environmental justice movement.

### **8.5 Community/forest interaction**

As the national forests and other federal agencies focus on stakeholder and community-based management, the social linkages, or social networks, formed by different groups and individuals are becoming increasingly important. Social networks provide a framework for balancing needs and priorities in the forest, and they often provide a cadre of willing and eager participants in the forest planning process. Nonetheless, they can also represent a significant challenge to managers trying to accommodate conflicting multiple uses.

The Forest Service has identified three processes resulting from greater agency attention to the social value of forests, the need for greater public involvement, and the ecosystem approach to management. Frentz and others (1999) describe them as follows:

- An increasing demand by the general public, interest groups, and local communities to become more involved in resource management planning and decision-making;
- An awareness that stewardship of natural resource systems by knowledgeable and committed community members is more effective than top down governmental mandates and regulatory procedures; and
- Growing support for an ecosystem management approach that is community based and incorporates both ecosystem and community sustainability into an overarching theory of holistic ecosystem health.

As awareness and commitment to these processes grow, so does the need for forest managers and planners to understand the social linkages within and surrounding the national forests. The FS emphasizes these ideas in many of its policies and publications. For example, it lists among its guiding principles,

- Striving to meet the needs of our customers in fair, friendly, and open ways;

- Forming partnerships to achieve shared goals; and
- Promoting grassroots participation in our decisions and activities. (USFS 2005n)

Recent changes to the NFMA planning process similarly underscore the role of social linkages in forest management, stating, “Public participation and collaboration needs to be welcomed and encouraged as a part of planning. To the extent possible, Responsible Officials need to work collaboratively with the public to help balance conflicting needs, to evaluate management under the plans, and to consider the need to adjust plans” (USFS 2005o). A careful examination of existing and potential social networks can help guide these planning processes.

A social network analysis visualizes social relationships as a set of “nodes” (individual actors within the network) and “ties” (the relationships between the actors) (Hanneman 1999). Formal network analyses generally diagram social networks of interest and often attempt to quantify the personal relationships involved. Computer software is available to conduct formal network analyses by calculating aggregate measures of centrality, density, or inclusiveness and aiding in the visualization of social networks (Garson 2005). A variety of methods exist for graphically displaying these networks (Brandes et al. 1999).

In addition to displaying and/or quantifying the relationships among individuals, sociologists and other social scientists often use social network theory to study relationships among organizations (Stevenson and Greenberg 2000). The distinguishing feature of social network analysis is that it focuses on the relationships among individuals or organizations instead of analyzing individual behaviors, attitudes, or beliefs. The social interactions are seen as a structure that can be analyzed, and formal network analysis aims to describe social networks as compactly and systematically as possible (Galaskiewicz and Wasserman 1994, Hanneman 1999).

While social network analysis offers a significant alternative to analyzing individuals and organizations as if they were isolated from one another, it also contains some problematic simplifications. First, in viewing social networks as analyzable structures, this method inevitably treats networks as static and overlooks the dynamic nature of interpersonal and inter-organizational relationships (Sztompka 1993). It is assumed that the position of the actor in the network is static (Stevenson and Greenberg 2000); however, most managers that work with the public would agree that the relations among network members are not only changeable but are, in many cases, in almost constant flux.

In addition, the focus on quantitative features of social linkages overlooks a wide variety of important qualitative factors, including the kinds of ties involved and the power relationships among the actors (Bodemann 1988). For example, the ties in a social network can represent relationships as different as kinship, patronage, reciprocity, avoidance, or assistance (Breiger 1988). Managers attempting to explain community relationships through social network analysis would no doubt consider ties between network members involved in cooperative management and those between opponents in litigation to be very different; however, in the mere visual representation of a network it would be difficult, if not impossible, to represent this difference.

Finally, network analysis often assumes that social networks operate as constraints on action (or, at the very least, as constraints on peripheral actors) and fail to recognize the agency of individuals acting within the network (Stevenson and Greenberg 2000). This is not a necessary function of network analysis, but this common assumption can easily hamper attempts at cooperative management.

As such, a reliance on formal network analysis for understanding stakeholder linkages can be somewhat misleading. Unfortunately, the graphic representations and statistical conclusions of social networks offered by formal network analyses often convey an impression of objectivity and inclusiveness. It is important to note that research on networks has thus far generally failed to

draw reliable conclusions on the actions of individuals based on the characteristics of their networks (Stevenson and Greenberg 2000). In line with many other social researchers, this assessment suggests that the qualities of relationships and strategies used by actors should be of more concern than a visual or mathematical representation of networks.

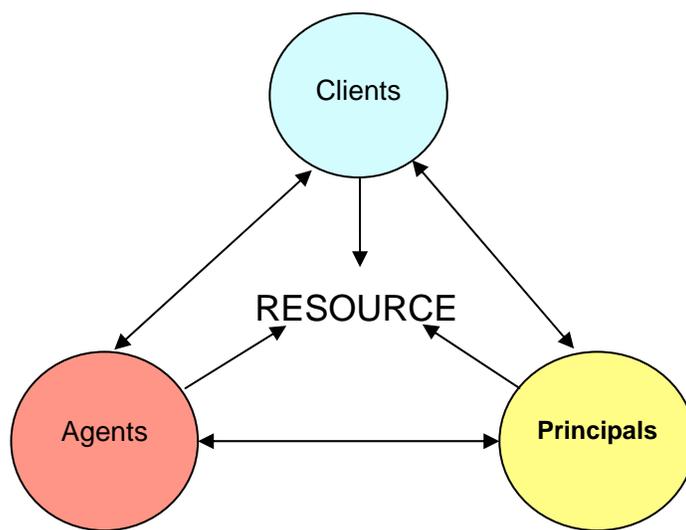
In place of a formal network analysis, which is both time consuming and based in an incomplete conception of social interactions, a view of the CNF's social linkages has been offered that communicates the importance of relationships and the uncertain, active, and dynamic nature of the actors.

Provan and Milward (2001) outline three broad groups of "network constituents," or stakeholders: principals, agents, and clients. Principals are individuals or groups which "monitor and fund the network and its activities." Agents "work in the network both as administrators and service-level professionals," and clients "actually receive the services provided by the network." However, as Provan and Milward also note, actors can and often do fulfill multiple roles, acting, for example, as a client at one geographical or political level and as an administrator at a different level. Figure 20 illustrates the interactions of these groups in the context of natural resource management. Different stakeholders interact with one another and with the resource being managed.

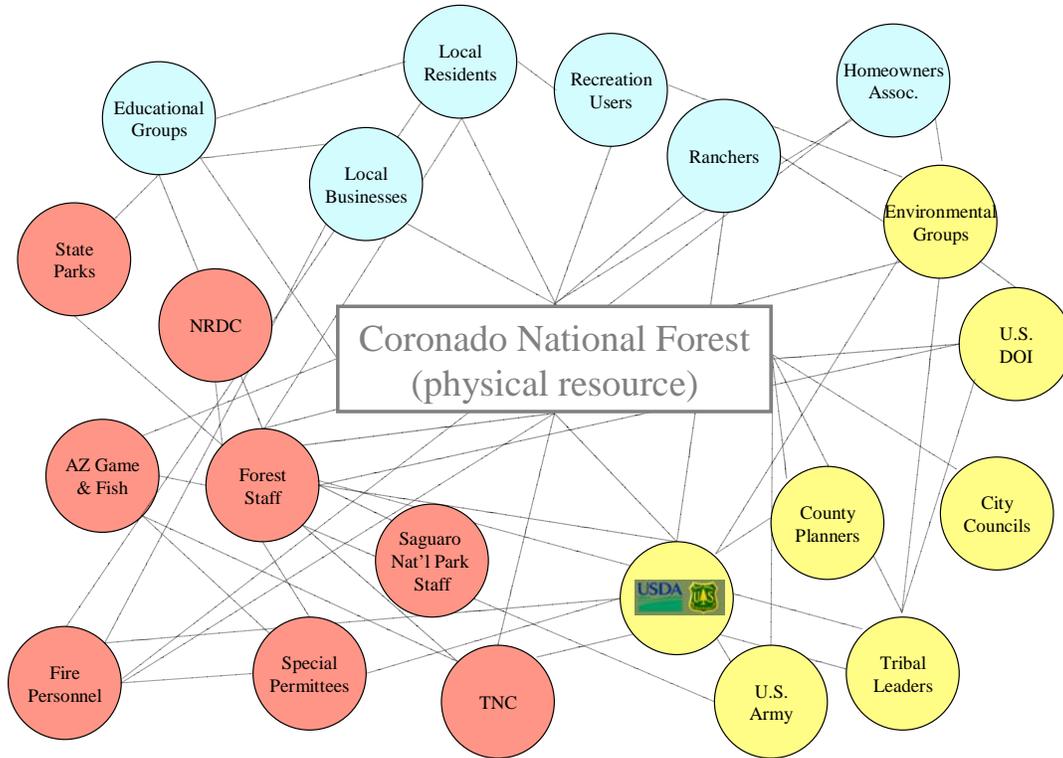
According to this view, a national forest is managed not simply by a USDA chain of command but by a network that includes a wide variety of stakeholders. The resource itself forms the "center" of the network, and these stakeholders both affect the management of the resource and are in turn affected by its management direction. In a very real sense, non-USDA actors such as county officials, the U.S. Border Patrol, and even media and citizen groups participate in forest management. Figure 21 provides examples of principals, agents, and clients involved in the management of CNF (see Table 38 for a more complete list).

While this network is by no means exhaustive, Figure 21 shows how different actors interact in the social network involved in managing the Coronado. However, this typology is neither unambiguous nor static. For example, forest-level administrators can function as principals, agents, or clients, depending on the situation and geographic scale. They monitor and administrate the network, but they also receive services provided by other stakeholders, such as recreation users and those with special permits. Local residents are generally seen as clients of the forest, but some residents also actively participate in network monitoring to ensure that they receive the services they expect. Environmental groups, while perhaps most often seen as clients, can also play an important role in monitoring management and even directly helping manage the forests. While none of these designations is set in stone, this framework provides a unique perspective on the linkages among and the roles of different stakeholders (or network members) in managing the forest.

The framework and diagrams presented here are intended to facilitate a discussion of social networks and the roles of stakeholders that effectively describes the actors and relationships in the Coronado social network. Future research might address the different needs, priorities, skills, and challenges of different kinds of stakeholders. For example, how does policy or practice differentiate among principals, agents, and clients? Does the Forest Service's vision of visitors and users (i.e., clients) as customers in any way influence the latter's ability to participate in forest planning processes? What management practices help Forest Service personnel treat different kinds of stakeholders in a fair and equitable manner? And, perhaps most importantly, how can managers and planners use existing networks to bring maximum benefit to the forest itself?



**Figure 1. Social Networks in Natural Resource Management**



**Figure 2. Partial Social Network for the Coronado National Forest**

### 8.6 Key issues for forest planning and management

Arizona communities are experiencing rapid economic and demographic transformation, resulting in considerable changes in racial and economic diversity, multiculturalism, and social values. These trends have been well documented in other parts of this assessment through analysis of both quantitative and qualitative data which point to the challenges the national forests face as they try to accommodate diversity while delivering forest-based goods and services to the public.

Such an identification and analysis of social and economic trends, however, does not provide sufficient information on community stability, satisfaction, or capacity needed to fully analyze interactions between individual communities and national forests. Therefore, increasing attention has been paid to assessing community interaction with natural resource managers. Methods such as social impact assessments and community surveys have gained prominence as communities evolve from rural to urban patterns of development while striving to incorporate more diverse interests in participatory decision making. An added benefit of these community-based approaches is that they can provide opportunities for community members to verify, comment on, and learn from collected secondary economic and social data. Perhaps most importantly, previous studies have shown that participants in these types of social assessments are better able to identify common concerns and links to structural conditions in a manner that contributes to resource and community development planning (Kruger 1996, USFS 2003f)

Although the size and organization of communities have traditionally been considered important influences in the fields of natural resource and forest management, there remains a lack of appreciation for the various roles and modes of interaction between communities and resource managers. The failure to recognize these different roles and purposes contributes to increasingly

polarized debates over the appropriateness of forest management practices. A case in point is the common conflict between communities clinging to historic dependence on commodity use and those expanding communities seeking to capitalize on natural amenities to support retirement and recreation-based activity. Such disputes often make management objectives for stewardship and sustainability difficult, if not impossible, to achieve. Alternatively, a better understanding of the nature of relationships between forests and neighboring communities can provide important insight into divergent and sometimes competing interests and concerns. Ultimately, this process could provide for an enhanced analysis of forest management alternatives and their potential effects on communities (USFS 2003f).

The task of planning for multiple resource use is further complicated by the number and nature of interest groups and stakeholders that interact with the forest in a given community. In fact, as a Forest Service Technical Report asserts, “There are as many potential measures of organization and interaction in social communities as there are ecological interactions in biophysical systems” (USFS 2003f). Evidence of the dynamic nature of relationships between the CNF and various groups, individuals, and organizations is found in ongoing debates over the preservation of open space, the administration of recreation and grazing fees, the protection of water resources and wildlife, and the security of forest lands and communities along the international border.

Despite a growing consensus as to the importance of analyzing community relationships for forest planning and management, there remain relatively few applicable guidelines for developing an effective community-forest relations strategy. Whereas the Forest Service Manual and the Forest Service Handbook provide some guidance for the conduct of external relations, there is an opportunity for a more comprehensive plan to guide the management of local community relations. A good starting point for the development of such a plan is offered by research conducted by the Queensland Government in Australia on strengthening relationships between communities and government agencies (McMillan 1999).

The study focuses on five principal recommendations for enhancing the effectiveness and sustainability of community relations that may also prove useful to Arizona’s national forests. They include 1) development of a concept and definition of community relations relevant to the national forest; 2) development of an understanding of the possible benefits of a positive community relations program; 3) development of a common agency image of what a positive community relations program might resemble; 4) development of some essential principles of an effective community relations program; and 5) development of a list of potential community relations questions and issues to be dealt with by the community relations plan (McMillan 1999).

Although identification of the essential principles in an effective community relations program will require community input and therefore vary in individual cases, the Queensland study offers the following examples:

- *Leadership*—improvements in community relations require leadership at the forest level.
- *Local Ownership*—community relations strategies work best when they are owned and designed by the local community, the groups in that community, and the institutions that serve that community.
- *Administrative Support*—community relationships need to be supported by appropriate forest administrators.
- *Planning*—in seeking to ensure positive conditions for community relations, planning is the key.
- *Positive Framework*—community relationships seek to provide a positive framework and infrastructure for dealing with community-related problems.

- *Integration*—community relationships work better when they are integrated into existing forest processes and procedures rather than regarded as add-ons that can be addressed outside the framework of those processes and procedures.
- *Holistic Approach*—effective community relations strategies frequently need to be multi-pronged and very frequently require the collaboration of a number of organizations, groups, and agencies in order to work effectively.
- *Informed Decision Making*—information from the community is vital in informing community relations, as is information from other sources (including research literature), from other organizations who have tried community relations projects, and from people with knowledge and expertise in the field.
- *Inclusion of Diversity*—community relations values and respects diversity and works to include all cultural and linguistic backgrounds into the social, cultural, and economic life of the community as well as into the decision-making mechanisms of the community.
- *Ongoing Effort*—Managers must recognize that improved community relations is an ongoing effort and requires a long-term commitment by the agency. (McMillan 1999)

Finally, a list of issues and potential questions for inclusion in a comprehensive community-forest relationships plan should address the following:

- *Access to services*—how will the forest improve its delivery of goods and services and what will those goods and services be?
- *Employment opportunities*—does the forest have a role in providing improved employment opportunities for the community?
- *Information*—how might the forest improve its flow of information to the community?
- *Racial sensitivity*—how might the forest be more sensitive in accommodating the needs of different racial and ethnic groups who use the forest?
- *Youth*—is there a special role for the forest in helping the community's youth?
- *Media*—how might the forest develop a positive working relationship with the community's media services?
- *Change*—finally, how will the forest cope with the future in terms of changes in the community and in the delivery of forest-based goods and services to that community? (McMillan 1999)

Although these lists represent a fraction of the elements that may be addressed in any single plan for community-forest relations, they reflect the diversity and urgency of the issues the Coronado National Forest faces as it takes positive steps to respond to a rapidly-changing demographic, political, and physical environment.