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AN ANALYSIS OF COUNTIES AND MUNICIPALITIES WHICH
DID NOT PARTICIPATE IN THE LAND AND WATER
CONSERVATION FUND ACT OF 1965

UTAH: 1965-1970

by

Lyle A. Bair

A thesis submitted in partial fulfillment
of the requirements for the degree

of

MASTER OF SCIENCE

in

Forest Science

Approved:

UTAH STATE UNIVERSITY
Logan, Utah

1974

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Lyle A. Bair

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ABSTRACT

An Analysis of Counties and Municipalities Which Did Not

Participate in the Land and Water Conservation

Fund Act of 1965, Utah: 1965-1970

by

Lyle A. Bair, Master of Science
Utah State University, 1974

Major Professor: Dr. John D. Hunt
Department: Forest Science (Outdoor Recreation)

Characteristics of nonparticipating Utah counties and municipalities in the Land and Water Conservation Fund Act of 1965 were studied. Specific objectives studied were: (1) program awareness, (2) program understanding, and (3) reasons for nonparticipation from 1965 to 1970.

A telephone survey was conducted of all nonparticipating counties, all nonparticipating municipalities larger than 2500 population and a simple random sampling of municipalities smaller than 2500 population. Results were compared on a governmental unit and regional basis.

The survey determined that, as a whole, less than 45 percent of nonparticipating Utah counties and municipalities were aware of the program. The greatest awareness was among the large municipalities of region one and

the least awareness was among the small municipalities of region two. County awareness was similar in both regions.

Significant differences in program awareness occurred only when small municipalities were compared with large municipalities and counties.

Generally, the surveyed governmental units aware of the program had a low degree of program understanding, particularly with regards to who administered the program in Utah.

Reasons given for nonparticipation were primarily: (1) no need for parks, (2) unable to provide the local matching share of a grant, (3) did not want to become involved with the federal government, and (4) lack of community leadership.

As a whole, a significant number of governmental units not aware of the program would seek federal assistance if they had a recreation resource to develop.

INTRODUCTION

Prior to 1958, mounting interest and pressure by an active American public in outdoor recreation convinced Joseph W. Penfold, Western Representative of the Izaak Walton League, of the need for federal action in the field of outdoor recreation. He proposed that a nation-wide appraisal be conducted to determine the status, needs and future of outdoor recreation in the United States. The fruition of his efforts and of many others was realized on June 28, 1958 when Congress enacted Public Law 88-470 which established the Outdoor Recreation Resources Review Commission (ORRRC) (Carhart, 1962).

ORRRC's responsibility was to develop data regarding three primary aspects of outdoor recreation: (1) the outdoor recreation wants and needs of the American public, (2) the available outdoor recreation resources to fill those needs, and (3) policies and programs needed to assure that the needs were met (ORRRC, 1962).

ORRRC established the fact that there was need to preserve and to protect the nation's outdoor recreation resources. It suggested that key elements in this effort were state and local governments. It was felt that these governmental units were in the best position to assess and evaluate the outdoor recreation needs of the public. Several writers including Nicol (1965), Rockefeller (1967), Smithee (1966), Steen (1966), Tunnard and Pushkarec (1967), and Wilkins (1963) further emphasized this philosophy.

However, a serious problem confronted state and local governments. The lack of funds limited outdoor recreation resource development. Considering this limitation, the ORRRC recommended the establishment of a federal grants-in-aid program that would provide financial assistance on a matching basis to each state. The purpose would be to "stimulate" outdoor recreation planning and to assist in the acquisition of land and the development of facilities for public outdoor recreation (ORRRC, 1962).

Approximately three years after the ORRRC recommendation, Congress passed House Bill 3846. This bill proposed a land and water conservation fund. The general purpose of the bill was to assist or act as a stimulus in the preservation and protection of America's outdoor recreation resources. President Lyndon B. Johnson signed the bill on September 3, 1964, and it became Public Law 91-578, entitled "the Land and Water Conservation Fund Act of 1965." To build the Fund, revenue was gained from: (1) the sale of federal recreation area use permits, (2) the sale of federal surplus real property, (3) revenues from the motor boat fuel tax, and (4) oil leases on the outer continental shelf.

The provisions of the Act were not meant to be a panacea for state and local government financial, administration and development of public park and outdoor recreation facilities. Rather, the Act was designed to be a financial and technical aid to orderly outdoor recreation development and preservation. In part, the Act authorized federal assistance to each state on a 50-50 matching basis. The purpose of this assistance was: (1) to assist in the preparation and updating of a state-wide comprehensive outdoor recreation plan, (2) to assist

in the acquisition of land and/or water areas, and (3) to assist in the development of outdoor recreation facilities (Public Law 88-578).

The Federal Government recognized the need for increasing, maintaining and preserving the outdoor recreation resources of the nation and provided a program to this end. Since it was determined that the states and local governments were key elements in this effort, the program had to be available to those entities. Section 5 of the Act authorized the Secretary of the Interior to provide financial assistance to the states and to the political subdivisions within the states. To broaden the authorization, the Bureau of Outdoor Recreation, which was authorized to administer the Land and Water Conservation Fund on the Federal level, stated in its grants-in-aid manual:

Only States may apply for financial assistance, but funds should be made available by States to other public agencies. The Bureau expects that all non-Federal public agencies having outdoor recreational functions will have an opportunity to share in the benefits of the Fund, commensurate with their responsibilities for providing outdoor recreation (Bureau of Outdoor Recreation Grants-in-aid Manual, Section 600.3.5).

The State of Utah provided enabling legislation to accept grants-in-aid from the Land and Water Conservation Fund in 1965 (Utah Code Annotated, 63-28-6). This authority became effective on May 11, 1965 and meant that, pending State compliance with program regulations for the duration of the program (25 years), the State and its governmental subdivisions were eligible to receive LWCF grants-in-aid. A retroactive provision of the LWCF program authorized outdoor recreation projects initiated after September 4, 1964, to be eligible for matching funds (State Recreation Planning Committee, 1966).

Problem Statement

During the month of June, 1970, an inventory was conducted of Utah state and local government participation in the LWCF program since 1965 (Appendix A). It was determined that the extent of county and municipal government participation in the LWCF program was limited to seven of 29 counties and 23 of approximately 205 municipalities (Utah Outdoor Recreation Agency, 1970, Figures 1, 2, and 3). Several state agencies and one Indian tribe participated in the LWCF program. For comparative purposes, municipalities were separated into two groups: (1) municipalities larger than 2500 population, and (2) municipalities smaller than 2500 population.

The study indicated that the majority of Utah county and municipal governments did not participate in the LWCF program. The reason(s) for this nonparticipation were unknown. To the knowledge of the author, there had been no research conducted in Utah with the purpose of determining reasons why certain local governments did not participate in the program.

Since LWCF monies are public monies designed to assist state and local government in providing adequate outdoor recreation resources, it becomes important to know if eligible participants were aware of the program, understood the program and used the program. If they were not using the program, it seemed important to determine why. Such information should be helpful for the administration of the LWCF program.

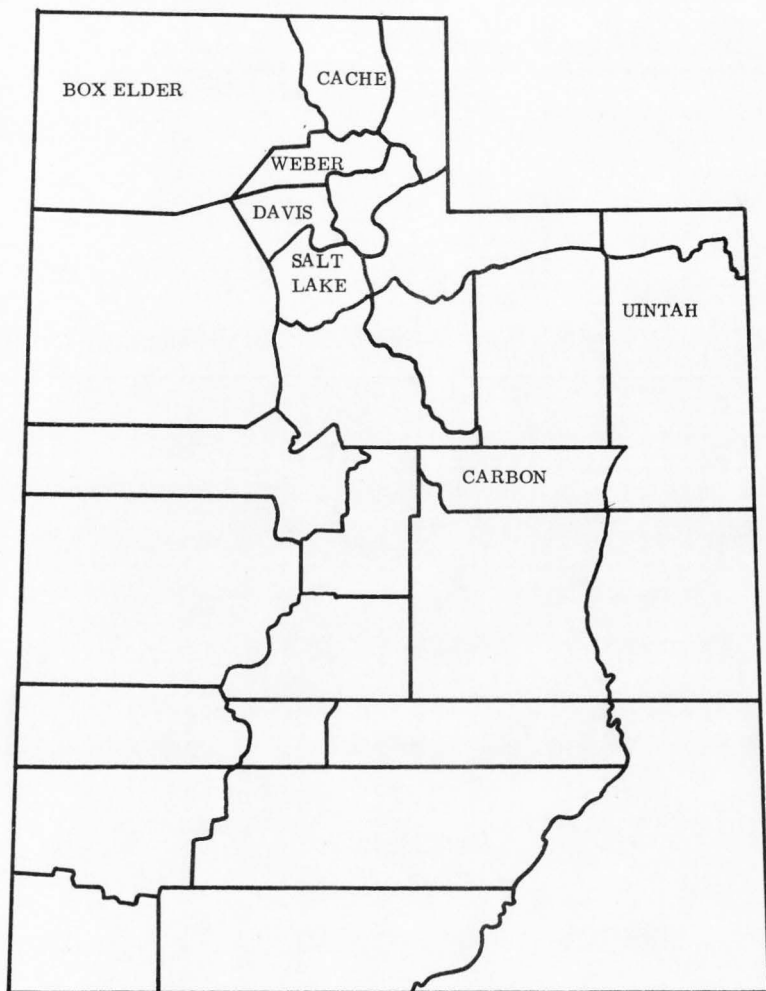


Figure 1. Participation of Utah counties in the LWCF Program, 1964 to 1970.

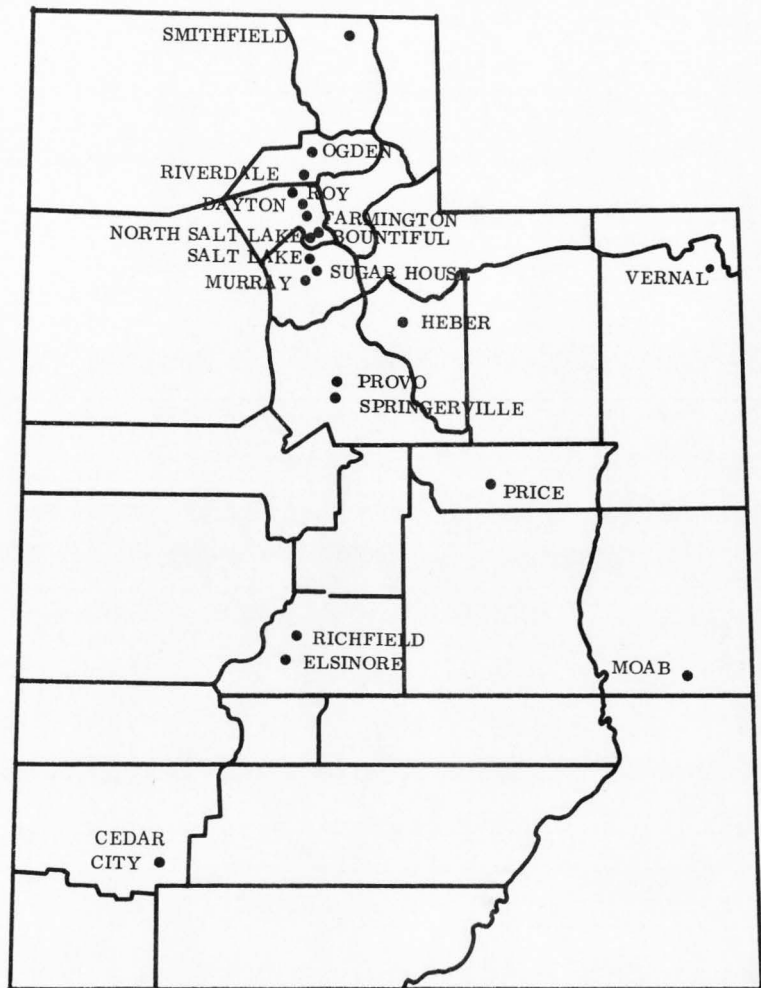


Figure 2. Participation of Utah municipalities larger than 2500 population in the LWCF program, 1964 to 1970.

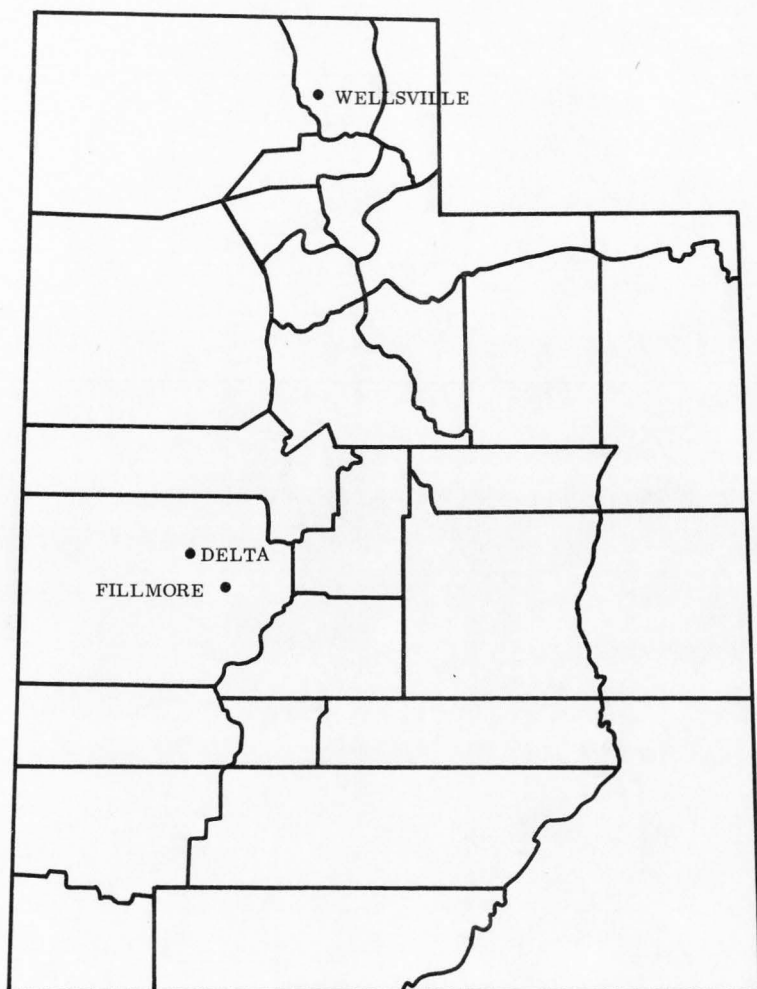


Figure 3. Participation of Utah municipalities smaller than 2500 population in the LWCF program, 1964 to 1970.

Objectives

The purpose of this paper was to determine nonparticipating county and municipal government awareness and understanding of the LWCF program and reasons for nonparticipation. The specific objectives of the study were:

1. To determine whether or not county and municipal governments in areas where the LWCF had not been used were aware of the program.
2. To determine significant differences, if any, between non-participating governmental unit awareness of the LWCF program.
3. To determine the basic understanding of the LWCF program by nonparticipating governmental units aware of the program.
4. To determine reasons why nonparticipating governmental units aware of the program did not participate in the program.
5. To determine for those governmental units not aware of the LWCF program if they would participate in a federal grants-in-aid program for outdoor recreation if they had an outdoor recreation resource to develop.
6. To determine reasons for not desiring to participate in federal grants-in-aid programs by those governmental units not aware of the LWCF program.

Delimitations

Delimitations of this study were:

1. Surveyed governmental units were only Utah counties and municipalities.
2. The time period studied was from September 1964 to June 1970.
3. A nonparticipating governmental unit was considered to be one not having submitted a formal application for LWCF assistance during the time period studied.
4. The study population was public officials or employees as listed on the Utah Outdoor Recreation Agency county and municipality contact lists.
5. A basic understanding of the LWCF program was considered to be knowledge of: (1) who administered the program in Utah, (2) who was eligible to participate in the program, (3) what constituted a qualified project, and (4) the federal/local grant matching scale.

PROCEDURES

In order to provide answers to the objectives of this study, a survey was conducted of Utah county and municipal governments not participating in the Land and Water Conservation Fund program. The procedures for conducting this study are presented in this section of the paper.

Survey Population

The population for this study consisted of county commissioners, mayors, town presidents, councilmen and various local government employees as listed on the mailing lists of the Utah Outdoor Recreation Agency (1970). Annually, the UORA mails information to each county and municipality regarding the LWCF program. It was assumed that the persons listed by the UORA would be the most knowledgeable of the LWCF program.

Survey Size

The survey population consisted of 207 individual governmental units. Of the 207, 22 were counties, 26 were large municipalities and 159 were small municipalities. Because of the relatively small number of nonparticipating counties and large municipalities, all were surveyed. Not all small municipalities were surveyed because of time and financial limitations. A sample of the small municipalities was surveyed (Appendix B).

Survey Sample

The tolerable error selected was plus or minus 10 percentage points at $p = .95$. A sample size which allowed this confidence level was calculated using the following formula (Kish, 1965):

$$n' = \frac{S^2}{V^2}$$

where,

n' = unadjusted sample size

S = standard error of the proportion

V = variance of the mean

then,

$$n = \frac{n'}{1 + n'/N}$$

where,

n = sample size

N = total population

Using actual numbers, the result was:

$$n' = \frac{0.25}{(.05)^2} = \frac{.25}{.0025} = 100$$

then,

$$n = \frac{100}{1 + 100/159} = \frac{100}{1 + .63} = \frac{100}{1.63} = 61.$$

A simple random sample of 61 small municipalities was drawn from the population of 159. This sample was approximately 38 percent of the small municipalities.

Survey Interview Schedule and Its Administration

An interview schedule was designed to collect the study data (Appendix C). This schedule provided a means to obtain the desired information for the study. It was administered by telephone. A letter questionnaire was sent to each governmental unit that was not contacted by telephone (Appendix D).

Regional and Intergovernmental Unit Analysis

Due to hypothesized differences in awareness of the LWCF program because of geographical (urban-rural) influences, the state was divided into two regions (Figure 4). It was hypothesized that program awareness of counties and municipalities in region one (urban influenced area) would be greater than the awareness of counties and municipalities in region two (rural influenced area) (Table 1).

Table 1. Geographical location of surveyed governmental units.

Governmental unit	<u>Region</u>		Total
	One	Two	
County	6	16	22
Large municipalities	23	3	26
Small municipalities	<u>28</u>	<u>33</u>	<u>61</u>
Total	57	52	109

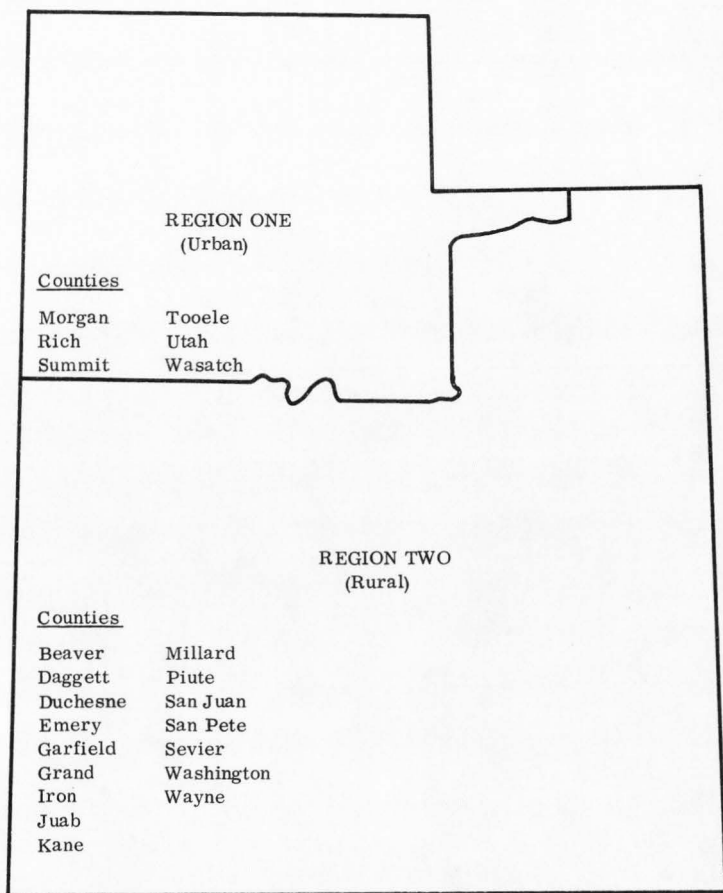


Figure 4. Arbitrarily assigned regions denoting urban-rural influences.

The hypothesis was based upon the assumption that governmental units having a greater urban influence (Wasatch Front Metropolitan Area) would be more aware of the LWCF program than governmental units located in a more rural region. It was also hypothesized that differences in awareness would exist between governmental unit types.

Since a census of nonparticipating counties and large municipalities was studied, differences in awareness were reported and discussed as absolute differences. However, to test the significance of differences of awareness among the small municipalities, chi-square contingency tables were used. The following null hypothesis was tested for significance:

There is no difference in awareness of the LWCF program
between small municipalities in region one and small
municipalities in region two.

The formula used for this test was:

$$X^2 = \frac{(f_o - f_e)^2}{f_e}$$

where,

X^2 = chi-square value

f_o = observed frequency

f_e = expected frequency (Blalock, 1960).

RESULTS AND DISCUSSION

The response to the telephone and mail surveys is reported and discussed first. The results of the study objectives are then reported in the following order: (1) awareness of the Land and Water Conservation Fund program in counties and municipalities where the program had not been used, (2) differences in program awareness and nonawareness between nonparticipating governmental units, (3) the basic understanding of the LWCF program by nonparticipating governmental units aware of the program, (4) reasons why nonparticipating governmental units aware of the LWCF program did not participate in the program, (5) future participation in the LWCF program by governmental units not aware of the program, (6) reasons why governmental units not aware of the LWCF program will not participate in the program in the future. Responses were grouped by region and governmental unit type; i.e. region one, region two counties, large municipalities, and small municipalities.

Response to the Telephone and Mail Surveys

Initially, an attempt was made to contact respondents during the morning and afternoon hours. However, many of the respondents were part-time, governmental officials or employees and did not spend much time at the office. Consequently, it was decided to call the respondent's residence in the evening hours. At the conclusion of the telephone survey, 97, or 89 percent of the survey sample had been contacted (Table 2).

Table 2. Total survey response.

Governmental unit	Survey populace	Telephone	Letter	Total	Non response
Counties	22	18	2	20	2
Large municipalities	26	23	2	25	1
Small municipalities	61	56	2	58	3
Totals	109	97	6	103	6

As indicated in the table, six were contacted with the follow-up letter questionnaire and six were not contacted at all. Including the telephone and mail surveys, the total response was from 103 governmental units out of 109, or 94 percent. The response was from 20 of 22 counties, 25 of 26 large municipalities, and 58 of 61 small municipalities.

Most of the telephone respondents seemed to welcome the opportunity to discuss outdoor recreation and the needs of their communities. In addition to the survey question response, some of the respondents made general comments about outdoor recreation and federal grants-in-aid programs. These comments are listed in Appendix E.

Awareness of the Land and Water Conservation Fund
Program in Counties and Municipalities where
the Program Had Not Been Used

To determine program awareness in counties and municipalities not having participated in the program, an attempt was made to contact, by telephone, each governmental unit in the survey. Those not contacted by telephone were mailed a letter questionnaire. At the conclusion of the survey, 94 percent of the governmental units were contacted.

As indicated in Table 3, 47, or 43 percent of the total number of governmental units surveyed (109) were aware of the LWCF program. By region, program awareness was greater in region one than in region two with 30 of 59 (50 percent) of the surveyed governmental units aware of the program. Seventeen of 50 (34 percent) of the surveyed governmental units in region two were aware of the program.

When compared one with another, large municipalities were more aware of the LWCF program than either small municipalities or counties. However, this awareness was only three percentage points higher than that of counties. Counties throughout the state appeared to be more consistently aware of the program than either of the municipality sizes.

Program awareness was least among the small municipalities, particularly in region two. Only six of 31 (19 percent) small municipalities in region two were aware of the LWCF program. Overall, 18 of 61 (30 percent) small municipalities were aware of the program.

Table 3. Summary of the surveyed governmental unit awareness of the LWCF program.²

Region and governmental unit	Survey total	Number aware	% ^b
Region One	59	30	50
Region Two	50	17	34
Counties	22	13	59
Region one	6	3	50
Region two	16	10	62
Large Municipalities	26	16	62
Region one	23	15	65
Region two	3	1	33
Small Municipalities	61	18	30
Region one	30	12	40
Region two	31	6	19
Totals	109	47	43

^a Includes response from the telephone survey and the letter questionnaire.

^b Percentages are rounded to the nearest tenth.

According to the awareness data obtained in this survey, the following can be summarized about nonparticipating county and municipality awareness of the LWCF program: (1) less than 50 percent of the counties and municipalities were aware of the program, (2) large municipalities were most aware of the program, particularly in region one, (3) throughout both regions, counties were consistently more aware of the program than municipalities, (4) governmental units in region one were more aware of the program than governmental

units in region two, (5) the least program awareness was found among the small municipalities in region two.

Differences in Program Awareness and Nonawareness
between Regions and Governmental Units

As indicated in Table 3, differences in awareness occurred between regions one and two as well as among the governmental units. A larger number and percent (30 of 59, or 50 percent) of region one governmental units were aware of the LWCF program than region two governmental units (17 of 50, or 34 percent). Overall, the greatest difference in program awareness was between large municipalities and small municipalities. There were 16 of 26 (62 percent) large municipalities aware of the program whereas 18 of 61 (30 percent) small municipalities were aware of the program. The least overall difference in awareness was between counties and large municipalities. On a regional basis, the governmental units in region one, with one exception, were more aware of the program than the governmental units in region two. The exception was with county awareness. There were 10 of 16 (62 percent) region two counties aware of the program whereas 3 of 6 (50 percent) region one counties were aware of the program. This exception excluded, these data support the hypothesis that the government units in the urban region are more aware of the program than the governmental units in the rural region.

Since a sample of the small municipalities was studied, the significance of the difference in program awareness between the small municipalities in either region was tested using chi-square contingency tables. Table 4

reports the chi-square value of the null hypothesis tested. As indicated in the table, the chi-square value for the difference is insignificant, and therefore, probably occurred because of chance.

Table 4. Chi-square value of LWCF awareness differences between small municipalities in region one and small municipalities in region two.

Null hypothesis	Chi-square value	Corrected value ^a
There is no difference in awareness of the LWCF program between small municipalities in region one and small municipalities in region two	3.030	2.131
Degrees of freedom = 1	Chi-square = 3.841 ($P < .05$)	

^a Correction for continuity was conducted as per Blalock (1960, pp. 212-221).

The differences between program awareness and nonawareness are reported in Table 5. This table simply shows the total relationship between program awareness and nonawareness among the surveyed governmental units. Significant chi-square values occurred for the differences between small municipality awareness and nonawareness as a whole and in region two. It can be said that these differences occurred for reasons other than chance.

Table 5. The differences between awareness and nonawareness of the LWCF program by region and governmental unit.

Governmental unit	Survey total	Aware	Not aware	Difference	χ^2 value
Region One	56	30	26	4	
Region Two	47	17	30	13	
Counties	20	13	7	6	
Region one	4	3	1	2	
Region two	15	10	5	5	
Large					
Municipalities	25	16	9	7	
Region one	22	15	7	8	
Region two	3	1	2	1	
Small					
Municipalities	58	18	40	22	8.345*
Region one	29	12	17	5	.862
Region two	29	6	23	17	9.966*
Total	103	47	56	9	
Degrees of freedom = 1			Chi-square = 3.841 (P < .05)		

* Significant at the .05 percent level.

The Basic Understanding of the Land and Water Conservation Fund
Program by Counties and Municipalities Aware of the Program,
but Which Had Not Participated in the Program

Each respondent in the survey aware of the program, but whose governmental unit had not participated in the program was asked four questions to determine his basic understanding of the LWCF program. It would seem that a basic understanding of the program would assist local government in making

decisions regarding participation in the program. The results of the questions are shown in Table 6.

The first question asked the respondent whether or not he knew which agency in Utah administered the LWCF program. As indicated in Table 6, only five, or approximately 19 percent of the respondents representing governmental units not having participated in the program knew that their contact with the LWCF program in Utah was the Utah Outdoor Recreation Agency. The response of several was that the program was administered by the Utah Division of Wildlife Resources or the State Planning Coordinator's Office. At one time, The Division of Wildlife Resources did administer the program. It will be noted that all five respondents aware of UORA represented governmental units in region one. The greatest UORA awareness was among the counties of region one.

The second question which was asked each respondent was regarding the availability of the LWCF program to local units of government. As shown in the table, 22 respondents knew that the LWCF program was available for the use of the governmental unit each represented. Indicated here is a high percentage of program availability awareness. Twenty-two of 27 (81 percent) respondents knew of its availability. All of the respondents representing counties and large municipalities in both regions were aware of the program availability. Six of 11 (54 percent) small municipality respondents knew that the program was available to their respective governmental units.

The third question asked each respondent whether or not his governmental unit had a qualified outdoor recreation project. For this study, a qualified

Table 6. The basic understanding of the Land and Water Conservation Fund program by counties and municipalities aware of the program, but which did not participate in the program.

Region and governmental unit	Aware of program	Aware of UORA	% ^a	Aware of program availability	% ^a	Qualified project	% ^a	Understood grant match	% ^a
Region One	16	5	31	12	75	9	56	6	33
Region Two	11	0	0	10	91	5	45	4	36
Counties	8	2	25	8	100	3	33	5	63
Region one	2	2	100	2	100	0	0	1	50
Region two	6	0	0	6	100	3	50	4	66
Large									
Municipalities	8	2	25	8	100	6	75	3	33
Region one	7	2	29	7	100	5	71	3	43
Region two	1	0	0	1	100	1	100	0	0
Small									
Municipalities	11	1	1	6	54	5	45	2	18
Region one	7	1	14	3	43	4	57	2	28
Region two	4	0	0	3	75	1	25	0	0
Totals	27	5	19	22	81	14	52	10	37

^a Percentages are rounded to the nearest tenth.

project was considered to be any type of outdoor recreation project located within the jurisdiction of the governmental unit. Response to this question revealed that of all the governmental units surveyed, 14 of 27 (52 percent) of the respondents felt their governmental units had projects which would qualify for LWCF assistance. Nine of the 14 respondents who responded favorably to this question represented large and small municipalities in region one and the remaining five were distributed throughout the three governmental unit types in region two.

The final question dealt with the matching provision of a LWCF grant. The matching provision states that the Bureau of Outdoor Recreation will provide 50 percent of the total project costs which the local government must match. The response to this question indicated that 10 of 27 (37 percent) governmental unit respondents knew of this matching provision. Six of the 10 represented governmental units in region one. Overall, county government respondents were more aware of the matching provision than the municipalities.

Based upon the response to the four questions regarding program understanding, counties and large municipalities had a similar understanding of the LWCF program; i. e., the percent of positive response was similar. Counties had a positive response of 56 percent (18 of 32) and large municipalities had a positive response of 59 percent (19 of 32). Small municipality positive response was 32 percent (14 of 34) or a little more than half that of counties and large municipalities. Overall, there was a 47 percent (51 of 108) positive response to all questions (Table 7). The greatest positive response was with regards to program availability and project qualification.

Table 7. Summary of yes response to the understanding questions by governmental unit and region.

Governmental unit	Total possible yes response	Yes response	% ^a
Region One	64	32	50
Region Two	44	19	43
Counties	32	18	56
Region one	8	5	63
Region two	24	13	54
Large Municipalities	32	19	59
Region one	28	17	61
Region two	4	3	75
Small Municipalities	44	14	32
Region one	28	10	35
Region two	16	4	25
Total	108	51	47

^a Percentages are rounded to the nearest tenth.

Reasons Why Nonparticipating Governmental Units Aware of
the LWCF Program Did Not Participate in the Program

To determine reasons for nonparticipation in the LWCF program by the surveyed governmental units, each survey respondent was asked the question, "Why hasn't the governmental unit you represent participated in the LWCF program?" Each respondent was given the opportunity to express himself freely. The most often expressed reason among all governmental units was that there was no need for parks and recreation in their communities or county areas (Table 8). The majority of this response came from the municipalities and

Table 8. Reasons why nonparticipating governmental units aware of the LWCF program did not participate in the program.

Governmental unit	Reason for not participating in the LWCF program	
	Region one	Region two
County	<p>Unable to provide local matching money</p> <p>Lack of community leadership</p>	<p>No need for parks (2)</p> <p>Unable to provide local matching money</p> <p>Lack of community leadership</p> <p>Lack of sufficient awareness of the LWCF program</p> <p>Competition for grants too keen</p>
Large Municipalities	<p>Unable to provide local matching money (2)</p> <p>Lack of community leadership</p> <p>Parks and recreation were low priorities</p> <p>Didn't want to become involved with the federal government</p> <p>No area for parks</p>	<p>No need for parks</p>
Small Municipalities	<p>No need for parks</p> <p>Unable to provide local matching money</p> <p>Lack of sufficient awareness of the LWCF program</p> <p>Didn't want to become involved with the federal government</p> <p>Intruding power lines</p> <p>Civic and church organizations satisfying parks and recreation needs</p> <p>Did not know</p>	<p>No need for parks</p> <p>Parks and recreation were low priorities</p> <p>Community too small</p>

counties in region two. Perhaps older population structures and/or the lack of large, centralized populations which is characteristic of many small rural communities would contribute to this.

The second most often expressed reason for nonparticipation was that local governments were unable to provide the matching share to a grant. It was anticipated that this reason would be one of the most common given for nonparticipation. Surprisingly, four of the five respondents which gave this reason were in region one. Two of the four were large municipalities.

The problem of providing the matching share has been experienced by many smaller local governments throughout the country. In North Dakota, Greenslit (1970) reported that many North Dakota cities, particularly those with populations less than 10,000, were unable to finance capital improvements, even with the availability of federal matching funds. A suggested solution was that the state establish a state grant program that would assist small communities by providing a 25 percent grant which would reduce the local matching share to 25 percent.

In a survey conducted by the Illinois Commission on Intergovernmental Cooperation (1969), the Board of Vocational Education and Rehabilitation expressed a similar concern with federal grant programs. According to the Board:

Since Federal funds must be matched, and if the State does not aid extensively in the matching, the burden of providing matching funds falls on to the local level. Consequently, those who have money can qualify for Federal monies, but the poorer districts cannot benefit

from the intended purposes of the Federal programs.
(Illinois Commission on Intergovernmental Cooperation,
1969, p. 18)

The state of Alaska was also concerned with this problem. In 1970, Joseph E. Hoffman Jr. conducted a study for the Institute of Social, Economic and Government Research at the University of Alaska with regards to revenue sharing programs for parks and recreation. He stated that a need existed in Alaska for local government assistance in park and recreation facility development. To help these local governments, he stated that the Alaska Legislature adopted a state revenue sharing program.

With regard to revenue sharing programs in Utah, there were no such programs for outdoor recreation at the time of this study. This was confirmed in a discussion with William Bruhn of the Office of Local Affairs in Salt Lake (1970). However, he indicated that the Local Advisory Council was going to recommend such a program in the next legislature (1971).

The lack of community leadership was the third most common reason for nonparticipation. The over-riding concern of each respondent was that there was no effort on the part of public officials to initiate and carry out a project. This may have been a result of a lack of concern for park and recreation facilities or a feeling that such facilities are low priorities.

Other reasons expressed for nonparticipation were: (1) lack of sufficient awareness of the program, (2) parks and recreation were low priorities, (3) the local government did not want to become involved with the federal government, (4) competition for grants was too keen, (5) no area for parks, (6) local government should finance parks and recreation without federal assistance, (7)

intruding power lines on an available site, this making a proposed project unacceptable, (8) civic and church organizations were satisfying park and recreation needs, and (9) the community was too small.

As indicated in Table 8, the inability to provide local matching money and the lack of need for parks were common reasons for nonparticipation by all local governmental units. Common reasons for nonparticipation given by the two levels of municipalities were: (1) unable to provide the local matching money, (2) parks and recreation were low priorities, (3) didn't want to become involved with the federal government, and (4) no need for parks and recreation. Table 9 is a summary of the reasons for nonparticipation in the LWCF program as expressed by the survey respondents.

Future Participation in the Land and Water Conservation
Fund Program by Governmental Units Not
Aware of the Program

Respondents representing governmental units not aware of the LWCF program were asked if they felt their respective governmental unit would participate in the LWCF program in the future. Two types of data were obtained about future participation which were: (1) whether or not governmental units not aware of the program would use federal assistance for an outdoor recreation development if they had a resource to develop (Table 10), and (2) if the choice was not to participate, what the reason for nonparticipation was (Table 11).

A total of 40, or approximately 71 percent of the respondents, said that their governmental unit would participate in the future if their governmental unit

Table 9. Summary of reasons given for not participating in the LWCF program.

Reason for nonparticipation	Total	Region One	Region Two
No need for parks	6	1	5
Unable to provide the local matching share	5	4	1
Didn't want to become involved with the federal government	3	3	-
Lack of community leadership	3	2	1
Lack of sufficient awareness of the LWCF program	2	1	1
Parks and recreation were low priorities	2	1	1
Competition for grants too keen	1	-	1
No area for parks	1	1	-
Intruding power lines	1	1	-
Civic and church organizations satisfying parks and recreation needs	1	1	-
Community too small	1	-	1
Did not know	1	1	-
Totals	27	16	11

Table 10. Favorable response to future participation in the LWCF program.

Region and governmental unit	Survey total	Not aware	% ^a	Future participation	% ^a
Region One	59	26	44	18	70
Region Two	50	30	60	22	73
Counties	22	7	32	6	86
Region one	6	2	33	2	100
Region two	16	5	31	4	80
Large					
Municipalities	26	9	34	6	67
Region one	23	7	30	4	57
Region two	3	2	66	2	100
Small					
Municipalities	61	40	66	28	70
Region one	30	17	56	12	70
Region two	31	23	75	16	69
Totals	109	56	51	40	71

^a Percentages are rounded to the nearest tenth.

had a resource to develop (Table 10). Eighty-six percent of the respondents representing counties responded favorably toward future participation in the program. Sixty-seven percent of the large municipalities and 70 percent of the small municipalities were in favor of seeking federal aid.

With such a large percentage of the respondents expressing a desire for their governmental units to use the program in the future, the question might well be asked, "If there were so many in favor of future participation, why did they not participate in the past?" Apparently the 40 respondents which said yes felt that their respective governmental unit did not have an outdoor recreation

Table 11. Expressed reasons why nonaware governmental units of the LWCF program did not want to participate in the future.

Governmental unit	<u>Reason for not participating in the future</u>	
	Region One	Region Two
Counties		Unable to control use of federally funded projects
Large Municipalities	Local government should finance parks and recreation without federal assistance (2)	
	Disappointed with federal grants-in-aid programs	
Small Municipalities	Local government should finance parks and recreation without federal assistance (2)	Unable to provide local matching money (2)
	Unable to provide local matching money	No need for parks (2)
	Didn't want to become involved with the federal government	Didn't want to become involved with the federal government

resource to develop. It will be noted that the survey respondents throughout both regions were practically equally desirous of future participation.

Additional information was sought from those who expressed an unwillingness to use federal aid. Each respondent that expressed this unwillingness was asked to give a reason why he felt his governmental unit would not

participate in the future. Several respondents felt that local government should finance outdoor recreation without federal participation. Others felt that they could not participate because of their inability to provide the local matching share of a grant. All reasons expressed are summarized in Table 11.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

This study was conducted to obtain information about Utah counties and municipalities which had not participated in the Land and Water Conservation Fund program from 1965 to 1970. Specific information was sought concerning: (1) awareness of the program among the nonparticipating counties and municipalities, (2) the level of understanding of the LWCF program by these governmental units, and (3) the reasons why they chose not to participate in the program.

Large municipalities and counties and region one as a whole were most aware of the LWCF program. This should be expected since the recreation pressures of these areas are generally greater than in the less populated areas. In addition, the economic base, staffing, philosophies, and professional capabilities of the more populated areas generally account for a better understanding of assistance programs.

Since there were less than 45 percent of the surveyed governmental units aware of the LWCF program, need exists to educate Utah counties and municipalities as a whole, and more specifically the small municipalities of region two, about the program.

Further information obtained from those governmental units aware of the LWCF program dealt with their understanding of the program's basic provisions and administration. It was found that on a state-wide basis, there was a 47 percent positive response to the understanding questions. This information indicates that, even though these governmental units were aware of the program, the majority apparently felt no need to know more about its nature.

Each survey respondent aware of the LWCF program was given the opportunity to express the reason(s) why he felt the governmental unit he represented chose not to seek assistance from the LWCF program. From these data, it can be concluded that nonparticipation resulted because of perceived restrictions at either the federal or local governmental level. On the federal level, the factor most restrictive to the local governments was the grant matching requirement. This affected each level of government surveyed, particularly those in region one. In addition, the perceived excessive "red-tape" of federal grants-in-aid programs created an attitude of not wanting to become involved. On the local level of government, the limiting factors which resulted in nonparticipation centered around the lack of need for parks and a lack of community leadership.

From these and other expressed reasons for nonparticipation, it is concluded that these governmental units will probably have no reason to be participants in the LWCF program until either federal and/or local limitations no longer exist. If the limitation is local, then often times a change of

public officials or a crisis removes any previous reason for nonparticipation.

One important conclusion drawn from respondents not aware of the program was that more work and study are needed on either the local or state level to determine availability of developable parks and recreation resources, particularly among the rural communities. This conclusion is based upon the finding that a little more than 70 percent of the governmental units not aware of the program would be receptive to using federal assistance if they had a resource to develop.

As with many of the governmental units aware of the program, several of those unaware of it expressed an inability to provide the local matching share of a grant. This indicates that even had they been aware of the program, they would probably not have participated.

Recommendations

As of the date of this study, most Utah counties and municipalities were not aware of the Land and Water Conservation Fund program. Considering all governmental units surveyed, one out of every two was not aware of the program. This indicates that additional education is needed if the LWCF program is to be used to assist Utah counties and municipalities in assuring quality outdoor recreation resources for their citizens. It is therefore recommended that an extensive educational program be instituted in the state of Utah which would assure a greater awareness of the LWCF program.

The program should be directed to those areas which contribute significantly in satisfying state-wide outdoor recreation needs, but it should not overlook the needs of the smaller communities. As this study indicates, communities having populations less than 2500 were significantly less aware of the LWCF program than either counties or the larger municipalities. The smaller municipalities are eligible participants in the program and should receive state technical services proportionate to those received by the more populated areas.

A major objective of the program should be to inform the appropriate people in each county and municipality of the LWCF and other grants-in-aid programs and explain how they might best assist in meeting their outdoor recreation needs.

To assist in educating the governmental units, the state could perhaps prepare and distribute a quarterly newsletter of recreation and LWCF developments and progress throughout the state. The state of North Dakota distributes an excellent publication entitled, North Dakota State Outdoor Recreation Agency Recreation Digest. The Digest is mailed throughout North Dakota and other states. It helps keep recreation minded people and other interested citizens informed of local and national recreation concepts and developments.

In addition, the educational program would be strengthened if the UORA annually updated the State of Utah guideline manual for preparing LWCF project applications. The updated portions of the manual should be made available to each county and municipality as they become effective.

Another means for informing counties and municipalities of the LWCF program is to run news releases in local newspapers. The releases should emphasize the LWCF program and the Utah Outdoor Recreation Agency and it should be accompanied with photographs whenever available.

It was also noted in this study that many nonparticipating counties and municipalities were unable to provide the local matching share of a grant. Therefore, it is recommended that the state of Utah explore the possibilities of establishing a state grant program which would assist the smaller communities in providing their matching shares of a grant. In addition to providing financial assistance to match grants, consideration should be given to providing assistance for operation and maintenance costs of developed facilities.

Another finding of the study was that 71 percent of the surveyed governmental units unaware of the LWCF program expressed the desire to use federal grant programs for outdoor recreation development if they had resources to develop. As discussed earlier, the alleged lack of developable outdoor recreation resources warrants further study. The State-wide Comprehensive Outdoor Recreation Plan should determine if a lack of resources does exist, and, if so, it should propose a program to acquire adequate resources.

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APPENDIXES

Appendix A
Land and Water Conservation Fund Projects
in Utah: 1965-1970

Table 12. Land and Water Conservation Fund projects in Utah by project type, number, federal cost, and acreage: 1965-1970.^a

Project type	Number	Federal cost ^b	Acreage ^{b/c}
Planning	2	\$ 66,955.00	NA
Acquisition	21	752,146.00	815 ^d
Development	<u>40</u>	<u>2,487,505.00</u>	<u>44,307</u>
Totals	63	\$3,306,606.00	45,122

^a Projects included 45 parks, three hunting, two fishing, seven boating, and six golf

^b Numbers are rounded to the nearest dollar and acre

^c Includes land and water

^d Does not include acquisition of 15 cubic second feet of water at Farmington Bay

Source: Utah Outdoor Recreation Agency, Department of Natural Resources, Salt Lake City, Utah, 1970.

Table 13. Land and Water Conservation Fund projects in Utah by recipient, number, federal cost, and acreage.

Recipient	Number	Federal Cost ^a	Acreage ^{a/b}
State	14	\$1,309,691.00	32,864
Planning	2	66,955.00	NA
Acquisition	3	62,786.00	200
Development	9	1,179,950.00	32,664
County	18.5 ^c	1,018,589.00	11,273
Acquisition	4	358,467.00	115
Development	14.5 ^c	660,121.00	11,158
Large Municipalities ^d	26.5 ^c	941,334.00	897
Acquisition	12	316,273.00	494
Development	14.5 ^c	625,061.00	403
Small Municipalities ^e	3	21,942.00	8
Acquisition	2	14,620.00	6
Development	1	7,322.00	2
Ute Indian Tribe	1	15,050.00	80
Acquisition	-	-	-
Development	1	15,050.00	80
Totals	63	\$3,306,606.00	45,122

^a Numbers are rounded to the nearest dollar and acre^b Includes land and water^c Cooperative county and municipal project^d Municipalities larger than 2500 population^e Municipalities smaller than 2500 population

Table 14. Land and Water Conservation Fund projects in Utah by region, recipient, number, federal cost, and acreage.

Region ^a and recipient	Number	Federal Cost ^b	Acreage ^{b/c}
<u>Region One</u>	49	\$2,516,265.00	34,196
State	7	765,358.00	22,269
Acquisition	3	62,786.00	200
Development	4	702,572.00	22,069
County	17	988,154.00	11,226
Acquisition	4	358,467.00	115
Development	13	629,687.00	11,111
Large Municipality ^d	22	761,768.00	699
Acquisition	12	316,273.00	494
Development	10	445,495.00	205
Small Municipality ^e	1	985.00	2
Acquisition	1	985.00	2
Development	-	-	-
<u>Region Two</u>	14	790,341.00	49,122
State	5	477,379.00	10,596
Acquisition	-	-	-
Development	5	477,379.00	10,596
County	1.5 ^f	30,434.00	47
Acquisition	-	-	-
Development	1.5	30,434.00	47
Large Municipality	4.5 ^f	179,566.00	197
Acquisition	-	-	-
Development	4.5	179,566.00	197
Small Municipality	2	36,008.00	6
Acquisition	1	13,635.00	4
Development	1	7,323.00	2

Table 14. Continued

Region ^a and recipient	Number	Federal Cost ^b	Acreage
<u>Region Two</u>			
Ute Indian Tribe	1	\$ 15,051.00	80
Acquisition	-	-	-
Development	1	15,051.00	80
Total	61	\$3,306,606.00	49,122

^a Regions are as described in the Methods and Procedures section of this paper

^b Numbers are rounded to the nearest dollar and acre

^c Includes land and water

^d Municipalities larger than 2500 population

^e Municipalities smaller than 2500 population

^f Cooperative county and municipal project

Table 15. Land and Water Conservation Fund projects located in the Wasatch Front^a area of Utah by recipient, number, federal cost, and acreage.

Recipient	Number	Federal cost ^b	Acreage ^{b/c}
State	3	\$ 113,348.00	240
Acquisition	2	58,525.00	200 ^d
Development	1	52,823.00	40
County	14	955,985.00	922
Acquisition	4	358,467.00	115
Development	10	597,518.00	807
Large			
Municipality	21	758,438.00	631
Acquisition	11	312,943.00	426
Development	10	445,495.00	205
Small			
Municipality	-	-	-
Acquisition	-	-	-
Development	-	-	-
Total	38	\$1,827,771.00	1,793

^a Weber, Davis, Salt Lake, and Utah counties

^b Numbers are rounded to the nearest dollar and acre

^c Includes land and water

^d Does not include the acquisition of 15 acre feet of water at Farmington Bay

Appendix B
Governmental Units Surveyed
for This Study

Table 16. Surveyed governmental units by region and governmental type

Region	Counties	Large municipalities	Small municipalities
One	Morgan	American Fork	Amalga
	Rich	Brigham City	Clarkston
	Summit	Centerville	Elwood
	Tooele	Clearfield	Fielding
	Utah	Grantsville	Fruit Heights
	Wasatch	Kaysville	Genola
		Lehi	Henefer
		Logan	Lindon
		Midvale	Mantua
		North Ogden	Mendon
		Orem	Millville
		Payson	Morgan
		Pleasant Grove	Newton
		Pleasant View	Oakley
		Sandy	Paradise
		Spanish Fork	Park City
		South Ogden	Perry
		South Salt Lake	Pickleville
		Sunset	Plain City
		Tooele	Plymouth
		Washington Terrace	Randolph
		West Jordan	River Heights
		Woods Cross	Salem
			Snowville
			South Jordan
			Stockton
			Syracuse
			Tremonton
			Wallsburg
			West Bountiful

Table 16. Continued

Region	Counties	Large municipalities	Small municipalities
Two	Beaver	Helper	Auroa
	Daggett	Nephi	Beaver
	Duchene	St. George	Bicknell
	Emery		Castle Dale
	Garfield		Cleveland
	Grand		Ferron
	Iron		Gunnison
	Juab		Hatch
	Kane		Henrieville
	Millard		Hiawatha
	Piute		Ivins
	San Juan		Junction
	San Pete		Kanab
	Sevier		Kanarraville
	Washington		Koosharem
	Wayne		Leamington
			Manila
			Mt. Pleasant
			Myton
			Oak City
			Orangeville
			Orderville
			Parawan
			Redmond
			Roosevelt
			Scorpio
			Schofield
			Sigurd
			Spring City
			Torrey
			Wellington

Source: Utah League of Cities and Towns. 1970. Directory of Utah municipal officials: 1970-1971. Salt Lake City, Utah.

Appendix CTelephone Questionnaire

Utah State University

CONFIDENTIAL

County _____

City _____

Telephone _____

1. Are you aware of the Land and Water Conservation Fund program?

(1) Yes _____ (2) No _____

IF RESPONDENT'S ANSWER IS YES, CONTINUE WITH QUESTION NO.

2. IF HIS ANSWER IS NO, REPHRASE QUESTION. IF HIS ANSWER IS STILL NO, ASK HIM QUESTION 15.

2. Have you submitted a project proposal?

(1) Yes _____ (prior to April 15, 1970 _____, after April 15, 1970 _____)

(2) No _____

IF YES, ASK QUESTIONS NO. 3 THROUGH NO. 8. IF NO, ASK QUESTIONS NO. 9 THROUGH NO. 14.

3. Was your project rejected? _____

4. Why was project rejected? _____

5. What was the name of the agency to which you submitted your application?

6. What type of project was it? _____

7. Will you apply again? (1) Yes _____ (2) No _____

8. If not, why? _____

9. Is the Land and Water Conservation Fund program available to your governmental unit (1) Yes _____ (2) No _____ (3) Don't know _____

10. Who is your contact with the Land and Water Conservation Fund program?
- (1) Bureau of Outdoor Recreation ____
 - (2) Outdoor Recreation Agency ____
 - (3) Department of Fish and Game ____
 - (4) State Park and Recreation Department ____
 - (5) Utah Travel Council ____
 - (6) State Land Board ____
 - (7) Division of Water Resources ____
11. Do you have a project that may qualify for assistance under the Land and Water Conservation Fund program? (1) Yes ____ (2) No ____
(3) Don't know ____
12. Do you understand the grant-in-aid matching basis? (1) Yes ____
(2) No ____
13. Why hasn't your governmental unit participated in the Land and Water Conservation Fund program?
- (1) No need ____
 - (2) Local government should finance without federal assistance ____
 - (3) Outdoor recreation is low on our priority list ____
 - (4) Outdoor recreation is not our responsibility ____
 - (5) We can't match grants ____
 - (6) We don't want to become involved with the federal government ____
 - (7) Red tape ____
 - (8) Program too difficult to understand ____
14. Specify, if more than one reason, which one was decisive ____
15. If your governmental unit had an outdoor recreation resource to develop, would it seek federal assistance to do so? (1) Yes ____ (2) No ____
16. Contacted (1) ____ (2) ____ (3) ____ (4) ____ attempt.

Appendix D
Mail Questionnaire

Dear _____,

I am a graduate student working on my Master of Science degree in Outdoor Recreation at Utah State University. I am presently seeking data which I will incorporate in my thesis.

Several years ago, recreational administrators and public officials determined that in order to help local and federal governments preserve our public outdoor recreation resources, it would be very helpful to institute a federal grants-in-aid program directed to stimulate acquisition and development of those resources. The proposed program directed towards this end was called the Land and Water Conservation Fund. It has since become law. My thesis problem is concerned with various aspects of county and municipal nonparticipation in the Land and Water Conservation Fund program.

I would like to ask you four basic questions concerning the Land and Water Conservation Fund program which will be very helpful to me in my thesis work. Would you please respond to the following questions:

1. Before you read this letter, were you aware of the Land and Water Conservation Fund program? Yes () No ().
2. If the governmental unit you represent had an outdoor recreation resource to develop, would it seek federal financial assistance in doing so? Yes () No ().
3. If your answer to question No. 2 was no, please explain why.
4. Further comment if any.

I appreciate your cooperation very much and sincerely hope that this request will not inconvenience you in any way. Your answers will be confidential and used with information from other questionnaires to provide data for this study. Enclosed you will find an addressed, and stamped envelope for your convenience in returning your response to me. Simply use this letter for your response.

Thank you very much for your help.

Sincerely,

Lyle A. Bair

Enclosure

Appendix ERecreation and Grants-in-aid Commentsby the Respondents

1. It is easier to keep children on parks than out of jail (County).
2. Much of the local tax money goes to the federal government, we might as well get some back (County).
3. Initiative is lost when federal money is used. It is less expensive to develop on your own (County).
4. When federal money is used, community cannot control use of facilities; i. e. the community cannot control the public "types" that use the facilities (County).
5. Our community organizes neighborhood citizen groups to plan for the neighborhood park and recreation needs of the community. The community plans and develops in cooperation with the elementary schools to reduce duplication of facilities and to promote multiple-use facilities (Large municipality).
6. It's too expensive to "play" with the federal government. It's too often the case that while "the little dog barks, the big dog gets the bone" (Large municipality).
7. I have and will vote against the use of federal grants-in-aid programs (Large municipality).

8. Federal money is too easy; development should be done by the community (Large municipality).
9. We lack orientation of federal programs (Large municipality).
10. A grant program is needed to assist small communities unable to match grants and operate and maintain developed facilities (Large municipality).
11. Civic and church facilities are satisfying recreation needs. Old age is doing what the pill is not; i. e., there are no children for which to build parks (Small municipality).
12. Adult use of city parks is very minimal; they all go to the mountains (Small municipality).
13. Big cities seem to get all the money (Small municipality).
14. We would participate in a federal program if we could afford it (Small municipality).
15. Our community does two things: (1) pay taxes and (2) send our kids to the army (Small municipality).
16. Our tax base is too small to support recreation development (Small municipality).

VITA

Lyle A. Bair

Candidate for the Degree of

Master of Science

in

Forest Science

Thesis: An Analysis of Counties and Municipalities Which Did Not Participate in the Land and Water Conservation Fund Act of 1965, Utah: 1965-1970

Major Field: Outdoor Recreation

Biographical Information:

Personal Data: Born at Lewiston, Utah, November 17, 1940; son of Horace W. and Lillian Bair; married Mary Patricia Knight, 1968; two children--Shana and Jennifer Ann.

Education: Attended elementary school in Layton, Utah; graduated from Davis High School in 1959; received the Bachelor of Arts degree from Weber State College, with a major in German and a minor in geography, 1966; did graduate work in geography at Brigham Young University, 1966-1967; completed requirements for the Master of Science degree, specializing in Outdoor Recreation, at Utah State University in 1974.

Professional Experience: 1970 to present, Recreation Planning Coordinator, Arizona Outdoor Recreation Coordinating Commission; 1972 to present, Board member, District III, Arizona Parks and Recreation Association; 1967-1969, Assistant Planning Director, Davis County Planning Commission.