PERFORMANCE AUDIT

STATE PARKS BOARD

Report to the Arizona Legislature
By the Auditor General
January 1987
87-1

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STATE OF ARIZONA
OFFICE OF THE
AUDITOR GENERAL

January 12, 1987

Members of the Arizona Legislature
The Honorable Evan Mecham, Governor
Don Charpio, Director
State Parks Board
Elizabeth A. Drake, Chairman
State Parks Board

Transmitted herewith is a report of the Auditor General, A Performance Audit of the State Parks Board. This report is in response to the July 26, 1985 resolution of the Joint Legislative Oversight Committee.

This report addresses several deficiencies in the State Parks system and the State Parks Board statutes. We found that the growth of the current parks system has not kept up with Arizona's dramatic population growth. The system is not only small, but some existing parks are not sites of statewide importance that would justify their designations as state parks, while other important sites are not state parks. To improve the parks system, the Parks Board should develop information which would help the Board improve park site selection, including information about user needs and future population needs. The Board should also develop a long-range park system plan based on such information. In addition, the Board should identify potential funding sources to supplement General Fund appropriations to facilitate expansion and development of the parks system. To allow the Board to more effectively manage its land, the Legislature should consider providing statutory authority to the Board to dispose of land.

My staff and I will be pleased to discuss or clarify items in the report.

Respectfully submitted,

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SUMMARY

The Office of the Auditor General has conducted a performance audit of the Arizona State Parks Board in response to a July 26, 1985, resolution of the Joint Legislative Oversight Committee. This performance audit was conducted as part of the Sunset Review set forth in Arizona Revised Statutes (A.R.S.) §§41-2351 through 41-2379.

The State Parks Board was established by the Legislature in 1957. The Board manages 23 state parks, including eight historic parks. The State Parks Board (SPB) is also responsible for the State Historic Preservation Program, the Natural Areas Program and the State Comprehensive Outdoor Recreation Plan.

The Arizona State Parks System Is Too Small To Meet The Needs Of A Rapidly Growing Population (see pages 13 through 20)

Arizona's state parks system is not large enough to meet the needs of a growing state. Arizona's population has increased dramatically during the past 30 years, but the state parks system has grown slowly and the amount of parkland has actually declined relative to the state's population. The state parks system is also one of the smallest in the United States. Arizona ranks 49th in the number of state parks - only Delaware has fewer state parks. Arizona ranks 45th in total state park acreage and only three states have less park acreage per 1,000 people than Arizona. Even some smaller states such as Maryland, Vermont and Connecticut have five to more than six times more acreage than Arizona. The state parks system is small, in part because previous Boards did not actively pursue parks system expansion and development. Previous Boards did not anticipate needs that would be generated by future population growth nor did they actively attempt to expand the system.

The Arizona State Parks System Does Not Adequately Serve The Public (see pages 21 through 28)

The state parks system does not adequately serve the public. The system includes some parks that are not of statewide or regional significance. As a result, some parks have low visitation, such as McFarland which

averages 12 visitors per day. Other parks, such as Roper Lake, reportedly attract only local visitors. Also, the state parks system does not include some significant sites that are considered outstanding potential park sites. In addition, SPB has only one park primarily intended to protect outstanding natural resources, even though more than 50 of 125 significant natural sites have been identified as endangered and Arizona residents consider conserving natural and scenic resources the most important Board mandate.

The Board has not developed a system responsive to public needs because it has inadequate data for ranking potential park sites. SPB has recently completed some studies but it still lacks a prioritized inventory of potential historic, recreation and natural sites because information has been collected piecemeal. SPB also has incomplete park user information.

The State Parks Board Needs To Pursue Additional Funding Sources For Acquiring And Developing State Park Resources (see pages 29 through 35)

The State Parks Board should pursue funding sources in addition to the General Fund for financing the expansion of the state parks system. General Fund appropriations may be inadequate to meet the high costs of land acquisition and site development. For example, one 43-acre site reportedly required a $3.76 million General Fund appropriation in fiscal year 1985-86. However, only 13 percent of Board requests for land, building and improvement projects were funded between fiscal years 1983 and 1987.

A combination of funding sources such as those used by other states could provide Arizona's state parks system with acquisition and development funds. The results of a recent survey indicate that Arizonans would support additional funding methods for state parks, if additional funding were necessary, such as: 1) earmarking funds for parks from lottery revenues (87 percent), 2) allowing taxpayers to contribute all or a portion of their tax refund to state parks (82 percent), and 3) increasing user fees (51 percent).

State Parks Planning Should Be Strengthened (see pages 37 through 42)

The Parks Board should improve parks system planning. The Parks Board made minimal planning efforts until 1980, when the State Parks Plan was published. However, that plan is inadequate because it lacks essential information for decision-making and is now out of date. For example, the plan is not based on a needs assessment or user data. The plan is also too general to guide future park selection and acquisition. Without an adequate plan, the Board lacks the basis for systematically acquiring desirable sites, rejecting inappropriate park sites, and informing legislators and other interested groups about the future of the state parks system.

The Board should develop a long-term parks system plan, which includes specific goals and objectives and is based on studies of projected population needs, user needs and evaluations, and a prioritized inventory of potential park sites. The Board should also evaluate the adequacy and organization of its current planning resources.

Statutory Changes Are Needed To Allow The Parks Board To Effectively Manage Its Land (see page 43)

The State Parks Board currently lacks authority to dispose of unneeded land. Without such authority, the Board cannot exchange properties on the periphery of a park for privately owned land within a park, nor is the Board able to dispose of sites that no longer meet the state's needs. Authority to dispose of sites is an accepted land management practice. At least one other state parks agency has this authority. Arizona state agencies that manage or deal with land, such as the State Land Department and the Arizona Department of Transportation, also have this authority. The Legislature should consider amending A.R.S. §41.511.05 to allow the State Parks Board to dispose of lands no longer needed for the parks system and to trade unwanted parklands to accomplish Board goals.

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INTRODUCTION AND BACKGROUND

The Office of the Auditor General has conducted a performance audit of the Arizona State Parks Board. This audit was conducted in response to a July 26, 1985, resolution of the Joint Legislative Oversight Committee. This performance audit was conducted as part of the Sunset Review set forth in Arizona Revised Statutes (A.R.S.) §§41-2351 through 41-2379.

History And Purpose Of Arizona State Parks Board

The Arizona State Parks Board (SPB) was established by the Legislature in 1957. Attempts to create a Parks Board began in the early 1950s, when legislators introduced several bills. The first attempt to establish a state parks agency was made in 1951, and four additional efforts were made in the following five years. In 1956 public interest increased after some newspaper articles pointed out that Arizona was one of the few states with no state parks department, resulting in vandalism of historic landmarks and scenic areas. This public interest led to the formation of an association which successfully lobbied the Twenty-Third Legislature to establish the State Parks Board.

The purpose of the Board is to "select, acquire, preserve, establish and maintain areas of natural features, scenic beauty, historical and scientific interest, and zoos and botanical gardens, for the education, pleasure, recreation, and health of the people, and for such other purposes as may be prescribed by law." The Board consists of seven members appointed by the Governor, and must include the State Land Commissioner, at least two representatives of the livestock industry and one individual professionally engaged in general recreation work.

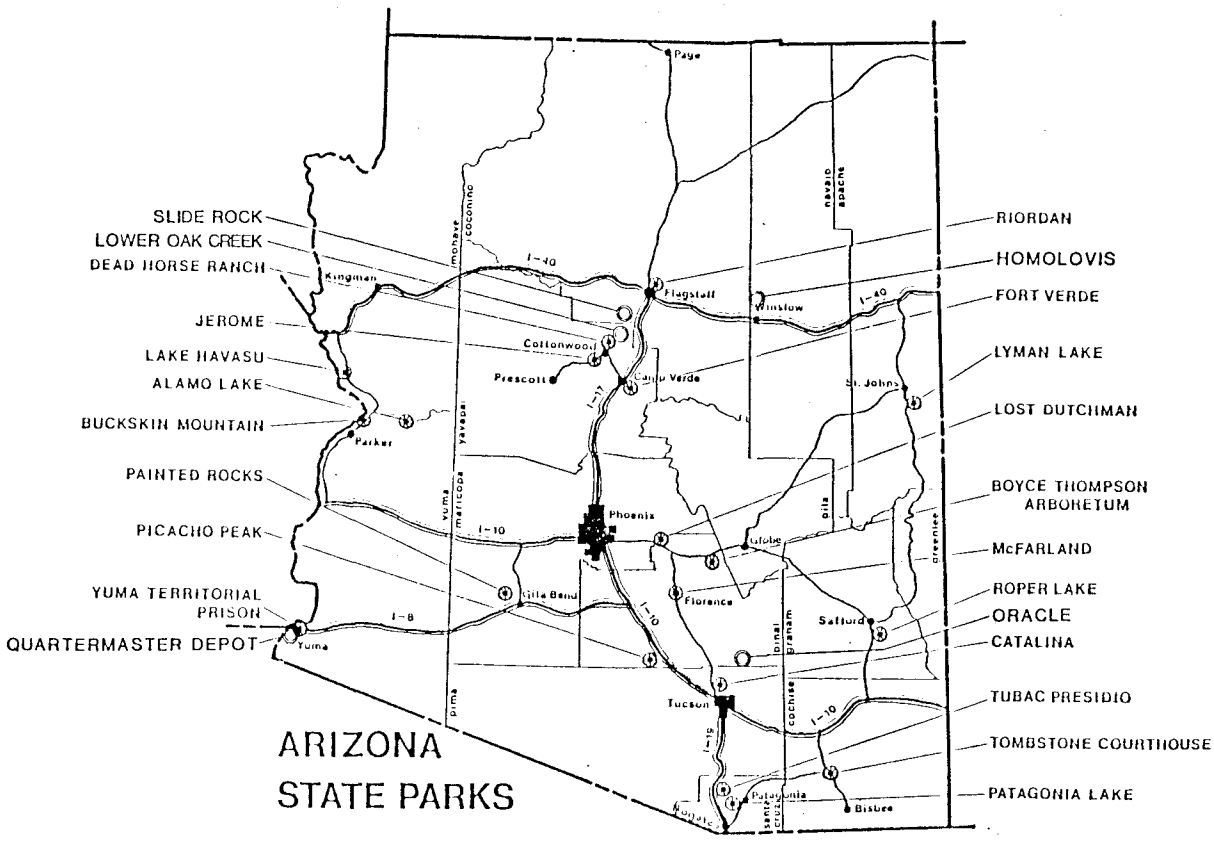
Major Responsibilities

SPB is responsible for a variety of recreation, preservation and conservation programs. The Board's operations are organized into four sections with these major activities.

- Operations and Development - This section has 129.35 full-time equivalent (FTE) positions and is responsible for overseeing the 23 state parks including eight historic parks, covering approximately 36,600 acres.* All but three parks are open for public use. Oracle, Pendley/Slide Rock, Homolovis and the Lower Oak Creek sites are not yet staffed nor ready for full public use. Operations and Development is also responsible for park master planning and park exhibit development. Figure 1 shows the location of Arizona's parks.

FIGURE 1

ARIZONA STATE PARKS



Source: Prepared by State Parks Board staff.

* At the time of this report, SPB had not received title to one additional site, Yuma Crossing, but expected to shortly. This site is not included in the 23 parks.

- Historic Preservation - This program is administered by the State Historic Preservation Officer (SHPO). The program has eight FTEs who oversee Federal grants used to conduct archeological surveys, limited restoration of historic buildings and planning. The SHPO also reviews construction impacting historic sites, and administers the State and National Registers of Historic Places, the Certified Local Government Program, the Federal and State Tax Incentives for Historic Properties Program, and the Public Archaeology and Public Education programs.

- Statewide Planning and Coordination - This section was established in 1984 when Arizona Outdoor Recreation Coordinating Commission staff were combined with the SPB. The program's seven FTEs are responsible for evaluating grant applications for the Federal Land and Water Conservation Fund, the State Lake Improvement Fund, and the Boating Law Enforcement Safety Fund. The section is also responsible for park system planning and activities related to the State Comprehensive Outdoor Recreation Plan and oversight of the state's Natural Areas Program.

- Administrative Services - This section has 11 FTEs who provide support services to all other sections and administer grants for the various grant-in-aid programs for which the Board is responsible.

Park Revenues

A.R.S. §41-511.05.7 authorizes the Board to collect fees. Fees are charged for daily use of recreation and historic parks, and for the use of camping areas and cabanas. In addition, the Board collects revenues from various concessionaires operating at the parks. All revenues received by the Board are deposited in the state General Fund. In fiscal year 1985-86, more than $1.1 million was collected from park fees, as shown in Table 1 (page 4). Approximately $215,000 was collected from concessionaires during this same time period.

TABLE 1

ARIZONA STATE PARK REVENUES FROM FEES
FISCAL YEAR 1985-86
(unaudited)

Park	Revenue
Alamo Lake	$ 97,900
Boyce Thompson	(1)
Buckskin Mountain	145,900
Catalina	82,400
Dead Horse Ranch	62,400
Fort Verde	21,400
Jerome	85,700
Lake Havasu	143,800
Lost Dutchman	46,000
Lyman Lake	30,600
McFarland	3,300
Painted Rocks	14,800
Patagonia Lake	160,300
Picacho Peak	44,400
Riordan	7,900
Roper Lake	31,500
Tombstone Courthouse	54,800
Tubac Presidio	12,000
Yuma Territorial Prison	96,800
TOTAL	$1,141,900

(1) Boyce Thompson is operated in cooperation with the University of Arizona and the Boyce Thompson Arboretum Board. Entrance fees from this park go to the University of Arizona.

Source: Compiled by Auditor General staff from State Parks Board 1985-86 Revenue and Attendance Report.

Staffing And Budget

For the fiscal year ending June 30, 1986, the State Parks Board had an estimated 138.25 authorized FTEs. SPB received the majority of its funding from the General Fund; however, 6.5 FTEs were funded from the State Lake Improvement Fund. In addition, the Board has seven nonappropriated positions funded from the Federal Historic Preservation Fund, and 2.5 FTEs funded from the Land and Water Conservation Fund administrative Surcharge. Table 2 (page 5) details actual and estimated expenditures for fiscal years 1984-85 and 1985-86, respectively, and approved expenditures for fiscal year 1986-87.

TABLE 2

STATE PARKS BOARD EXPENDITURES
FISCAL YEARS 1985 THROUGH 1987
(unaudited)

	Actual[1] 1985	Estimated 1986	Approved 1987
FTE Positions	126.5	138.25	149.85
Personal Services	$2,354,200	$2,748,600	$3,164,900
Employee Related	619,800	714,300	801,500
Professional and Outside Services	5,000	180,100	121,400
Travel			
In-State	29,500	38,300	46,400
Out-of-State	200	1,500	1,500
Other Operating	819,700	1,037,700	1,201,800
Equipment	107,200	187,800	388,400
TOTAL	$3,935,600	$4,908,300	$5,725,900

(1) In August 1984 the Arizona Outdoor Recreation Coordinating Commission's budget and staff were combined with SPB.

Source: Compiled by Auditor General staff from the State of Arizona Appropriations Report for fiscal year 1987-88.

Audit Scope And Purpose

Our audit addresses issues set forth by the 12 Sunset Factors in A.R.S. §41-2354. Additional detailed work was done to evaluate the following issues.

- Whether the size of the state parks system has kept up with needs generated by the state's growing population.
- Whether the state parks system is adequately serving the public.
- Whether additional funding sources are needed for parks acquisition and development.
- Whether parks planning should be improved.
- Whether statutory changes are needed to allow the Parks Board to manage its land more effectively.

We also developed other pertinent information regarding the general public awareness of state parks and SPB's limited efforts to promote State parks. Due to time constraints, we were unable to address all potential issues identified during our preliminary audit work. The section Areas for Further Audit Work describes these potential issues.

This audit was conducted in accordance with generally accepted governmental auditing standards.

The Auditor General and staff express appreciation to the staff and members of the State Parks Board for their assistance and cooperation during the course of our audit.

SUNSET FACTORS

In accordance with Arizona Revised Statutes (A.R.S.) §41-2354, the Legislature should consider the following 12 factors in determining whether the Arizona State Parks Board should be continued or terminated.

1. The objective and purpose in establishing the Board

The Legislature established the State Parks Board (SPB) on March 25, 1957. According to A.R.S. §41-511.03, the purpose of the Board is "to select, acquire, preserve, establish and maintain areas of natural features, scenic beauty, historical and scientific interest, and zoos and botanical gardens for the education, pleasure, recreation, and health of the people, and for such other purposes as may be prescribed by law."

Pursuant to A.R.S. §41-511.04.A, the Board's duties include:

- planning and administering a statewide parks and recreation program;
- preparing and maintaining a comprehensive plan for the development of outdoor recreation resources of the state;
- coordinating recreational plans and developments of Federal, state, county, city, town and private agencies; and
- administering the State Historic Preservation Program.

2. The effectiveness with which the Board has met its objective and purpose and the efficiency with which the Board has operated

The Board has not been completely effective in meeting its prescribed objectives and purpose. Although Arizona has a system of 23 state parks, the system is too small and not well balanced. The state parks system has not kept up with needs generated by the state's population growth and is one of the smallest in the United States (see Finding I, page 13). In addition, some park sites such as McFarland State Historic Park and Lyman Lake State Park are not of

sufficient significance to be designated as state parks. Other sites that would be outstanding state parks, and outstanding natural resource areas are not part of the system (see Finding II, page 21).

To effectively meet its mandate, SPB may need supplemental funding sources for acquiring and developing additional park sites (see Finding III, page 29). SPB also needs to develop an effective long-range plan for the system to ensure that it is able to meet Arizona's future state park needs (see Finding IV, page 37).

3. The extent to which the Board has operated within the public interest

Generally, SPB has operated within the public interest by operating and maintaining the state parks system. However, SPB needs to adopt a more aggressive acquisition and development program if the system is to keep pace with population demands (see Finding I, page 12). Further, until recently, SPB has made limited efforts to acquire sites for ensuring the conservation of the state's scenic and natural resources (see Finding II, page 21).

4. The extent to which rules and regulations promulgated by the Board are consistent with the legislative mandate

The Board has promulgated rules and regulations that are consistent with its legislative mandate. For example, the Board has established a fee schedule and reviews it annually. Further, the Board has adopted rules to protect the parks and their users. For example, SPB rules and regulations prohibit the discharge of firearms and explosives without special permit and make it unlawful to deface, injure, destroy, remove or use without authority wildlife, plants, historical, archaeological or geological objects in a park.

5. The extent to which the Board has encouraged input from the public before promulgating its rules and regulations and the extent to which it has informed the public as to its actions and their expected impact on the public

SPB has encouraged input from the public before promulgating its rules and regulations. The Board follows the requirements of the Administrative Procedures Act before promulgating rules and regulations. Recently, the Board used public service announcements to obtain public input on the parks system before beginning a process which will result in the development of a long-term parks system plan. In addition, deadlines and guidelines for grant applications are communicated through professional groups, public notice, correspondence and postings in public buildings.

6. The extent to which the Board has been able to investigate and resolve complaints that are within its jurisdiction

This factor is not applicable since SPB is not a regulatory board.

7. The extent to which the Attorney General or any other applicable agency of state government has the authority to prosecute actions under enabling legislation

This factor is not applicable since SPB is not a regulatory board.

8. The extent to which the Board has addressed deficiencies in its enabling statutes which prevent it from fulfilling its statutory mandate

SPB has not requested that legislation be introduced to address deficiencies identified in its enabling statutes. In 1980 the Board developed draft legislation to establish a State Parks Real Property Acquisition Fund. Proceeds derived from all SPB activities, including fees, were to be placed in the Fund and remain under the Board's control. The bill was never introduced because of the Board's concern that if fees were retained, General Fund appropriations could be reduced.

9. The extent to which changes are necessary in the laws of the Board to adequately comply with the factors listed in the Sunset Law

Based on our audit work, we recommend that the Legislature consider adopting alternate funding sources for state park acquisition and development, in conjunction with General Fund appropriations. The Parks Board should review funding alternatives used by other states and make recommendations to the Legislature on their feasibility (see Finding III, page 29). In addition, SPB currently has no express authority to dispose of lands, which limits its ability to effectively manage its land. The Board is currently formulating a proposal that would allow the Board to dispose of lands. Our audit work supports the need for the Board to have this authority (see Finding VI, page 43).

10. The extent to which the termination of the Board would significantly harm the public health, safety or welfare

Terminating the Board itself would not significantly harm the public health, safety or welfare because the parks system could be managed by agency staff. However, terminating the Board would eliminate its contributions to the parks system. Board meetings are a public forum for discussing actions contemplated by the agency, and Board members provide varying perspectives for evaluating policies to be taken by the agency.

Although eliminating the actual Board would not significantly harm the public health, safety and welfare, eliminating the agency known as the State Parks Board would affect the public welfare. The Board's primary responsibility is to acquire, preserve and maintain areas of natural features, scenic beauty, and historic and scientific significance for the education, pleasure, recreation and health of the people. Lack of a state agency to carry out these activities would limit Arizona's ability to establish its own priorities for meeting these objectives.

11. The extent to which the level of regulation exercised by the Board is appropriate and whether less or more stringent levels of regulation would be appropriate

This factor is not applicable since SPB is not a regulatory board.

12. The extent to which the Board has used private contractors in the performance of its duties and how effective use of private contractors could be accomplished

According to the Board's Director, SPB uses private sector contractors for a variety of services. For example, SPB contracts with food and beverage concessionaires. Also, private contractors perform some maintenance activities and park improvement projects. In addition, SPB has used private contractors to conduct planning studies and develop site plans.

FINDING I

THE ARIZONA STATE PARKS SYSTEM IS TOO SMALL TO MEET THE NEEDS OF A RAPIDLY GROWING POPULATION

Arizona's state parks system is not large enough to meet the needs of a growing state. The system's size has not kept up with the demand generated by Arizona's population growth. In addition, Arizona's system is one of the smallest in the United States. The state parks system is small partly because previous State Parks Boards (SPB) did not actively pursue parks system expansion and development.

System Has Not Kept Up With Population Growth

Although Arizona's population has increased dramatically during the past 30 years, its state parks system has grown much more slowly. The amount of parkland has actually declined relative to the state's population. Growth in urban areas in particular increases the need for additional state parks.

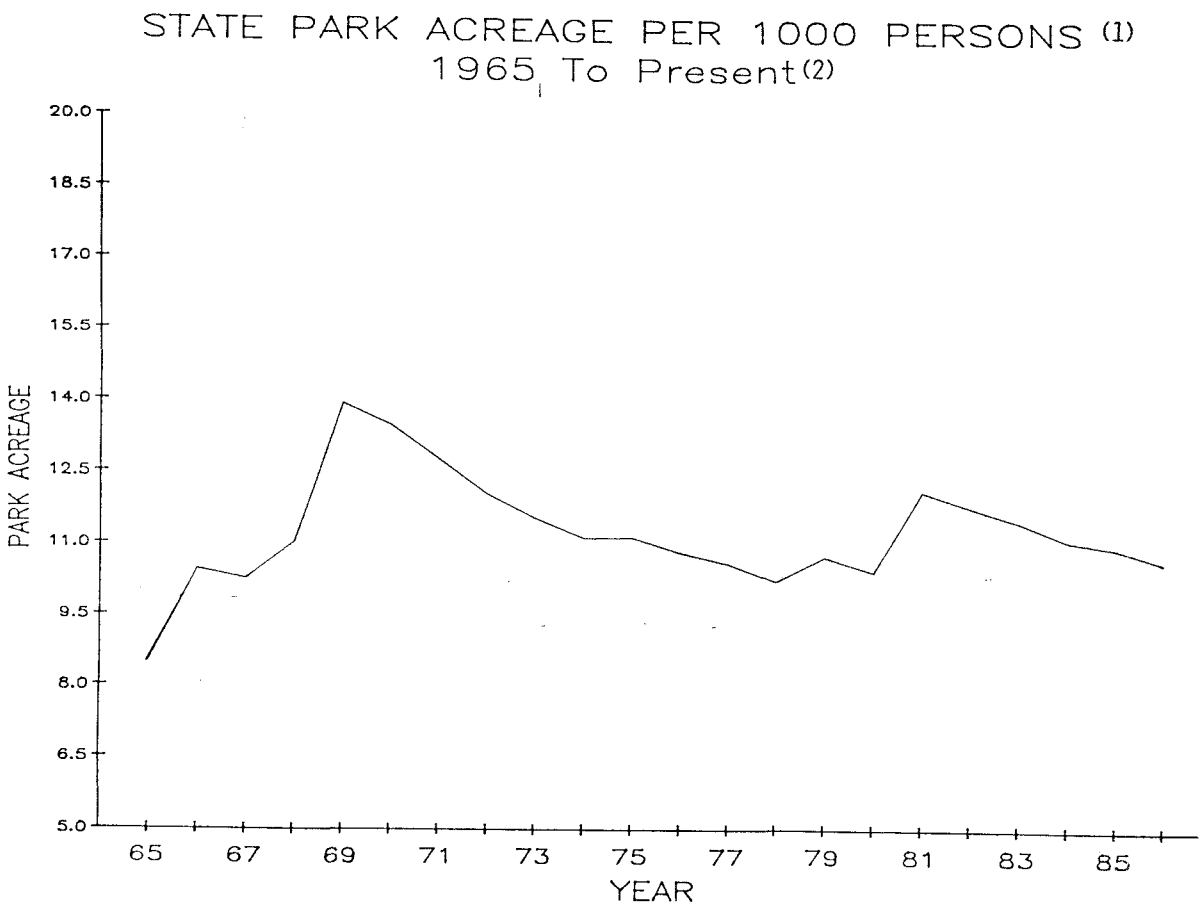
Parks system growth slower than population growth - Parks system growth has not responded to the demands generated by Arizona's population growth. Population growth is one factor that increases the demand for recreation areas, and Arizona is currently one of the fastest growing states in the nation. Population increased by 53 percent from 1970 to 1980, and by 16.7 percent between 1980 and 1985. In addition, state population is expected to continue growing from approximately 3.2 million residents in 1985 to more than 6.1 million by the year 2010.

By comparison, over the 1970 to 1980 period, Arizona state park acreage increased by less than 20 percent; and from 1980 to 1985, park acreage increased by about 23 percent. Because population growth has exceeded parks system growth,* recreation park acreage per 1,000 persons has

* Although parks system growth exceeded population growth from 1980 to 1985, it did not make up for the slower growth from 1970 to 1980, when the state's population was increasing rapidly.

generally declined since 1969, as Figure 2 shows. Several park additions have stemmed the decline, but at no point has recreation park acreage per 1,000 persons come close to the peak attained in 1969. Thus, the growth of Arizona's state parks system has been inadequate as the state has grown.

FIGURE 2



(1) The national average in 1981 was 40 acres per 1,000 persons.

(2) Auditor General staff calculated recreation park acreage per 1,000 persons from 1965, after the State Parks Board's first major recreation park acquisition, to the present. We looked specifically at recreation parks because population size influences the need for recreation parks to a greater extent than other types of parks.

Source: Prepared by Auditor General staff from population statistics provided by the Department of Economic Security and park acreage data from SPB files.

Parks have not met urban population needs - The parks system's small size limits its ability to adequately serve the recreational needs of Arizona's urban populations. Urban populations apparently have greater recreational needs than rural populations, due in part to higher incomes and more leisure time. Population growth in urban counties is comparable to the state as a whole. Between 1970 and 1980, Maricopa County and Pima County had population increases of 51 and 55 percent, respectively. However, even though in 1980 75 percent of Arizona's population lived in these urban counties, only five of the state's 23 parks are within 50 miles of Phoenix or Tucson, and only 11 are within 100 miles.

Although urban residents are willing to drive several hours to participate in recreational activities, national forest use data indicate they prefer destinations closer to home. Data from the Behavior Research Center* indicate that residents of urban counties are willing to drive up to three hours for day trips and five hours for weekend trips to participate in recreational activities. However, national forest use data indicate that two of the three the most heavily used forests are those closest to Arizona's urban population centers.** Coronado National Forest, the national forest closest to Tucson,*** ranked in the top 35 (1983 and 1984) for use nationwide, of a total of 157 national forests. Tonto National Forest, located an hour from Phoenix, was used more than any other national forest in the nation. The 1986 Governor's Task Force on Recreation on Federal Lands concluded that Tonto National Forest, with only 679 campsites, "cannot begin to meet visitor demands."****

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* Under contract with the Auditor General, Behavior Research Center, Inc. assessed public awareness, usage and perceptions of the Arizona state parks system by conducting a telephone survey of 803 Arizonans in August 1986.

** The third National Forest is Coconino National Forest, near Flagstaff.

*** Coronado National Forest is one to two hours from Tucson, depending on initial destination within the forest.

**** Despite this pressing need, only four of the 23 state parks are located near Coronado National Forest, and only two of the 23 state parks are near Tonto National Forest. Of the seven additional park sites that have been recently authorized but not yet acquired, none are near Tonto National Forest, and the two sites near Coronado National Forest are potential historic, rather than recreation or natural areas, parks.

Arizona's System Is Smaller Than Other State Systems

A further indicator of the Arizona state parks system's inadequacy is that it is one of the smallest systems in the United States. Virtually all measures show that Arizona's system is small relative to most other states. The system is also small compared to other western states which (like Arizona) have a high percentage of Federal land.

Parks system is smaller than those in other states - Although Arizona is described as an outdoor recreation state, Arizona's parks system is small compared to other states' park systems. The 1982 Governor's Task Force on Parks and Recreation noted that Arizona's lifestyle is characterized by abundant opportunities to pursue recreation in a variety of settings, making Arizona a highly desirable place to live and visit. However, such opportunities are limited within the state parks system, partly because of its size. Using virtually any measure of parks system size, Arizona's parks lag behind those of almost all other states.

- Number of parks - Arizona ranked 49th in number of state parks, according to National Association of State Park Directors (NASPD) data for fiscal year 1984-85. Only Delaware had fewer state parks.
- Total park acreage - Arizona had less total state park acreage than all but five other states, according to NASPD data for fiscal year 1984-85. Even some smaller states such as Maryland, Vermont and Connecticut, had five to more than six times Arizona's park acreage.
- Park acreage per 1,000 population - Only Georgia, Mississippi and Louisiana had less acreage per 1,000 people than Arizona, according to 1981 data compiled by Resources for the Future, Inc. Arizona had only ten acres per 1,000 people, compared to a national average of 40.

Federal lands - Arizona's parks system is also smaller than other western states. Most western states have significant amounts of Federal land and Federal recreation acreage. However, regardless of whether other western states have more or less Federal acreage than Arizona, all of the ten states we surveyed have larger state parks systems than Arizona. Arizona ranks last in number of state parks, total state park acreage, and total state park acreage per 1,000 people (Table 3, page 17).

TABLE 3

COMPARISON OF SELECTED MEASURES OF FEDERAL HOLDINGS AND PARKS SYSTEM SIZE BETWEEN ARIZONA AND OTHER WESTERN STATES

	% Federal Lands[1]	Federal Recreation Acreage[2]	# State Parks[3]	Total State Park Acres[3]	State Park Acres/1,000 People[4]
Arizona	44	13,123,197	19	33,215	10
California	48	24,958,542	244	1,199,238	44
Colorado	36	14,974,674	28	160,506	55
Idaho	64	20,520,382	26	44,859	44
Montana	29	18,009,650	334	47,195	58
Nevada	85	5,317,503	21	144,521	167
New Mexico	33	9,568,915	39	118,951	56
Oregon	50	15,787,007[5]	223	89,267	34
Utah	64	8,919,290	45	97,108	42
Washington	29	10,868,982[5]	181	114,699	21
Wyoming	50	11,599,467	47	119,364	261
Average for western states	48	13,967,964	110	197,175	72

(1) Figures are for fiscal year 1983-84.

(2) Federal recreation acreage includes total acreage represented by National Park Service lands, U.S. Forest Service lands and Bureau of Land Management recreation acreage for fiscal years 1983-84.

(3) Figures are for fiscal year 1984-85. Acquisitions after fiscal year 1984-85 have increased the total number of parks to 22 and total acreage to approximately 36,600.

(4) These 1981 figures are taken from a report by Resources for the Future, Inc. Comparable data was not readily available for more recent years. However, in 1985 Arizona's ratio remained at ten.

(5) BLM recreation acreage is not included for Oregon and Washington because figures were not given separately for each state.

Source: Compiled by Auditor General staff from Annual Information Exchange 1986 (National Association of State Park Directors), Statistics on Outdoor Recreation (Resources for the Future, Inc.), and Public Land Statistics 1984 (U.S. Department of the Interior).

Previous Boards Did Not Actively Pursue Parks System Development

Arizona's system is inadequate partly because previous Parks Boards did not actively pursue parks system development. Prior Parks Boards did

not anticipate the recreational needs of a growing population, nor did they actively attempt to expand the parks system.

SPB did not determine growing recreational needs - Previous Parks Boards failed to project recreational needs to be generated by anticipated population growth. Our review of Board efforts to identify potential sites revealed no apparent attempt on SPB's part to determine how anticipated population growth and distribution would affect future park acreage needs. For example, the first sites were initially identified mainly through a survey of county Boards of Supervisors. One of the more recent lists of desirable sites was initially generated mainly through input from community groups.

In contrast, the Maricopa County Parks and Recreation Department recognized that future growth would require an expanded parks system. The Parks Department hired consultants in the early 1960s who used 1980 population projections to analyze how growth would affect park needs. The consultants also examined the influence of population density, age, income, education, occupation, leisure time and other factors on the public's recreational needs for the next 15 years. The consultants noted that even more important than demographic factors was access to recreational facilities. They added that ". . . if favorite recreational facilities are within easy access, people are more likely to make time available by abandoning other activities." As a result, the county's 18 regional and semiregional parks were located accessible to all segments of the population, i.e., in circular fashion around Maricopa County's major population center, the Phoenix metropolitan area. Today the county's 101,198-acre park system is reportedly one of the largest county parks systems nationwide, and served 2,885,459 visitors in fiscal year 1985-86.*

* However, a large county parks system does not preclude the need to provide state parks accessible to urban populations. Maricopa County's Regional Park System Plan specifically stated that county parks are intended to "fill the gap between urban day use areas and State and Federal vacation parks."

SPB did not actively expand parks system - Not only did previous Boards not anticipate future needs, they did little to expand the parks system. We were unable to positively document that any parks were created because of concerted Board efforts. To the extent that Board members or SPB staff have been instrumental in creating state parks, they were often acting in other roles.* Because the Board may have acted only when prompted by others, interest groups, other government agencies, and local and state political representatives, among others, have worked to make specific sites state parks.

- Catalina - This site apparently became a state park because a Tucson citizens' group wanted to prevent development of the land. At the group's urging, the Legislature made this site a state park, even though SPB previously went on record opposing its creation as a state, rather than a county, park.

- Boyce Thompson Arboretum - Boyce Thompson reportedly became a state park because the University of Arizona was having difficulty getting financial support for its activities there. The University approached SPB for support, to which the Board agreed.

- Painted Rocks (lake unit) - Local residents, political representatives, and the U.S. Army Corps of Engineers favored making this site a state or county park. SPB rejected the site in 1966 and deferred making a decision because the site was not of statewide significance. However, people representing local interests bypassed the Board and convinced legislators to make this site a state park.

Because of Board inaction, policy makers have not always relied on the Board when they wanted to actively expand the parks system. According to knowledgeable people, the 1982 Governor's Task Force on Parks and Recreation and the Parklands Foundation were created because of displeasure over the Parks Board's relative inactivity. The Task Force mission was to develop a statewide parks and recreation policy to guide future parks activity in Arizona. The Governor stressed the urgency of the task, stating that Arizona's recreation options would be severely

* For example, the State Land Commissioner, who is also a statutory member of the State Parks Board, has taken action on a couple of park sites in his capacity as Land Commissioner.

limited in ten to 20 years unless a future-oriented policy was developed and immediately implemented. Among its actions, the Task Force supported expanding the state parks system and proposed developing new funding sources for state park acquisitions. This proposal was soon implemented; not through SPB, but through creation of the Parklands Foundation in 1982. The Parklands Foundation is a private nonprofit organization which solicits private donations for purchasing parklands. The Foundation's primary mission is to speed acquisition by acting as a repository for funds. In the past, the Foundation has purchased lands and held them until the Arizona Legislature was able to appropriate monies for their purchase as state parks.

CONCLUSIONS

The Arizona state parks system is too small. The system's size has not kept up with state population growth. In addition, the parks system is small compared with other state systems. The system is small because previous State Parks Boards did not actively pursue parks system expansion.

RECOMMENDATION

SPB should determine to what extent the parks system should be expanded. In looking at park expansion, SPB should:

- consider population projections for the state and urban areas;
- use projections of population size, distribution and characteristics to determine recreation uses; and
- identify acreage and regional distribution.

FINDING II

THE ARIZONA STATE PARKS SYSTEM DOES NOT ADEQUATELY SERVE THE PUBLIC

The Arizona state parks system does not adequately serve the public. The system includes some parks that do not meet the criteria for a state park. At the same time, several highly desirable sites have not been acquired for the system. The poor development of Arizona's parks system has resulted from the State Parks Board's (SPB) failure to comprehensively evaluate potential park sites and set priorities for acquisition.

Parks System Includes Inappropriate Sites

The Arizona parks system is not only small, but some existing park sites are poor examples of state parks. At least four state parks do not meet essential criteria for designating or evaluating State parks. The 1982 Governor's Task Force on Parks and Recreation defined a state park as a ". . . site of regional or statewide significance available for public use." California, cited by diverse sources as having excellent state parks,* emphasizes that state park sites should be outstanding examples of natural areas or best represent a historic era. According to SPB staff, one objective indicator of the extent of a park's value or importance is park attendance.** More significant sites generally attract more visitors and attract visitors from more than just the local area.

Former and present SPB staff, one Board member, and a Governor's Task Force member consistently identified four Arizona state parks that are not

* Sources include the President of the National Association of State Park Directors, present and former SPB staff, and the Conservation Foundation, which has reviewed and evaluated U.S. parklands and recreational resources.

** An SPB member, as well as an Arizona historian who has studied Arizona parks, note that attendance also reflects accessibility to a park. However, these same individuals add that people may visit relatively inaccessible sites (e.g., Tombstone) if they perceive them as significant.

sufficiently significant to be state parks. Three sites are recreation parks which comprise a total of 4,079 acres, approximately 12 percent of Arizona's state recreation park acreage. The fourth site is one of seven state historic parks.

- Painted Rocks (lake unit) - SPB rejected this site in 1966 because the lake was not of statewide significance. A later SPB feasibility report concluded that the development of recreation facilities was not economically feasible due to the lack of existing potable water, the marginal fishing potential, the widely fluctuating levels of the lake, and the existence of higher priority projects.

- Roper Lake - SPB staff note that visitors at Roper Lake are mainly local residents. For this reason, present and former SPB officials state that this site may have been more appropriately designated a county rather than a state park.

- Lyman Lake - This site became a state park because the Parks Board at the time thought that "water areas of any reasonable size should be considered among the prime recreational resources of the state." Although the Board considered Lyman Lake "most adaptable" for day and overnight use, the Lake is over four and one-half hours away from the Phoenix area and nearly five hours from the Tucson area, and has had the lowest average attendance of recreation parks in the past four fiscal years.

- McFarland - McFarland State Historic Park has ranked last in annual attendance for at least the last four years, in spite of its proximity to the Phoenix area (approximately one hour). Annual average paid attendance at McFarland for fiscal years 1982-83 through 1985-86 was 4,304. (This translates to an average daily attendance of 12 visitors.) In comparison, average paid attendance for other historic parks in the same period ranged from 18,817 (Tubac) to 134,824 (Yuma Prison), for an average of 69,682, or 191 visitors per day.*

Overall state park visitation may not have reached its potential, partly because the state parks system does not meet public needs. Visitation data reveal that overall state park attendance increased steadily until 1979, peaking at approximately 2.52 million annually. Since 1979, visitation has not reached this peak again and instead has fluctuated

* Attendance for two historic parks, Painted Rocks (historic unit), and Riordan, is not included. Painted Rocks attendance records do not separate attendance at the historic unit from attendance at the lake unit, and Riordan was not open to the public during 1982-83.

between 1.91 million and 2.35 million per year. In the same 1980 to 1985 time period, Arizona experienced steady population growth, and overall visitation to National Park Service sites in Arizona increased by more than 30 percent.

Some Important Sites Are Not State Parks

The adequacy of the Arizona parks system is also diminished because some significant sites are not state parks. Also, the Board has failed to meet its mandate of conserving natural areas.

Significant sites are not state parks - The Board has not made some significant sites state parks. For example, Tonto Natural Bridge and Bull Pen Ranch are considered examples of outstanding potential state park sites. According to SPB staff, Tonto Natural Bridge is one of the most interesting geological features in Arizona. SPB evaluations of Tonto Natural Bridge note that the site is known for its spectacular scenery and natural beauty, and a wide variety of plant and animal life is in the area. SPB evaluations also describe Bull Pen Ranch as situated at the entrance to one of the most scenic canyons along the Mogollon Rim, and as the site of one of the larger and more unspoiled mountain streams in Arizona. Indeed, SPB staff ratings* showed that only three of 19 existing parks currently open to the public ranked higher than Tonto Natural Bridge, and only four ranked above Bull Pen Ranch. Although SPB has identified these and at least 11 other sites as desirable sites, until recently, the Board made few efforts to make such sites State parks, and

* We asked SPB staff to rank current parks using a rating system developed for assessing the desirability of potential park sites. The ranking system resulted in numerical ratings which could be used to rank the sites. Approximately 20 of more than 200 potential sites had actually been ranked using this instrument at the time of this report.

only in the case of Tonto Natural Bridge did past Parks Boards make extended efforts to acquire the site.*

Failure to acquire such sites before they become imminently desirable for other uses may ultimately result in higher acquisition costs or loss of the site for public use. For example, the present owner would like to develop Bull Pen Ranch commercially or for residential purposes. The only reason the site has not been developed is the National Forest Service's reluctance to grant an easement for electrical service. In addition, while Tonto Natural Bridge would have cost $300,000 to $400,000 in 1969, the site is currently valued in the millions.**

SPB has conserved few natural and scenic resource sites - SPB has also inadequately met legislative and public expectations for conserving natural and scenic resources as required by law. SPB has three primary statutory mandates. The Board is required to: 1) select, acquire and maintain natural and scenic resources; 2) select, acquire and maintain historic sites; and 3) select, acquire and maintain outdoor recreation sites. Of these three mandates, SPB's role in conserving natural and scenic resources is viewed by the public as the most important: 43 percent of the Arizonans surveyed by the Behavior Research Center (see Appendix) believed that conserving natural and scenic resources was the most important mandate.***

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* Past Boards failed to acquire this site. After several unsuccessful attempts to reach an agreement with the owners on an acceptable purchase price, the owners sold the site to another party. Shortly after the site was sold, questions arose regarding its rightful ownership. The Board subsequently made no further attempts to acquire Tonto Natural Bridge until 1985 and 1986, when the Parks Board supported two parks expansion bills which included Bull Pen Ranch as well as Tonto Natural Bridge as proposed parks. A modified version of these bills passed in 1986, which authorized several new park sites.

** SPB requested that the specific projection remain confidential, since public disclosure may inflate the asking price for the property in the future.

*** The other two mandates receive roughly equal support. Twenty-six percent thought historic site preservation was most important, 28 percent thought provision of outdoor recreation areas was most important, and 3 percent were unsure or considered the three equally important.

Although conservation of natural and scenic resources has been a Board mandate since its inception, no state parks were primarily created to conserve natural and scenic resources until SPB acquired Oracle (Wildlife Refuge) earlier this year. Yet, the Natural Areas Program* has identified 125 natural resource sites that may require protection. According to a conservative estimate by SPB's Natural Areas Coordinator, 53 of these areas are endangered by threats that are imminent or will cause the areas to steadily deteriorate. For example, the Coordinator identified the 500-acre Mammouth Mesquite Bosque as one of the last remaining extensive forests of large mesquite in Arizona. Mesquite stands in this privately owned wooded area are 20 to 30 feet high, in contrast to the ten feet height of most mesquite in Arizona. These trees are being cut down for development and to conserve the water wanted by surrounding agricultural interests.

The State Parks Board Does Not Have A Basis For Establishing Priorities

SPB has been unable to develop a system responsive to public need because it does not have a basis for establishing priorities. The Board is unable to set priorities because it lacks adequate information for identifying, selecting and setting priorities for potential park sites. Other parks departments have developed information to assist them in setting priorities.

Board lacks needed information and policies - SPB is unable to set priorities because it has inadequate information and lacks specific policies to guide decisions. While SPB has completed several studies that provide the basis for setting priorities, these studies represent a limited inventory and assessment of potential sites.

SPB has completed several studies that provide some information for setting priorities.

* Since 1976 Arizona has had a Natural Areas Program under the auspices of the State Parks Board. This program identifies sites that are unique because of their natural or geologic features. In addition, the program identifies endangered or rare species.

- A study of Colorado River recreation opportunities, which evaluated, rated and ranked specific sites along the Colorado River as future parks.
- An inventory of facilities and recreation opportunities at Arizona's central lakes.
- A prioritized list of potential parks on Bureau of Land Management lands.
- A list of potential park sites statewide, for which criteria were developed to classify the sites.
- User data for some parks.

SPB also plans to complete an Arizona rivers study. In addition, SPB has access to a listing of sites identified by the Natural Areas Program as requiring protection.

Despite these studies, the Parks Board still does not have adequate data to prioritize potential park sites. With the exception of the Colorado River Study, the Board has not identified and ranked the desirability and potential of these sites using objective technical criteria in conjunction with SPB staff and experts such as recreation consultants, archaeologists, historians with expertise in Arizona history and naturalists. Even with such a list, the Board also lacks sufficiently specific policies to facilitate final decisions as to which specific sites to acquire. In contrast, California's policies emphasize providing parks in and near metropolitan areas to save valuable energy resources, and providing parks accessible to the economically and physically disadvantaged. California has also developed allocation guidelines regarding the proportion of funds going to acquiring and developing parks falling under each of its three missions: 15 percent of its funds are to go to cultural heritage (historic, archaeological) preservation, 35 percent to natural heritage (natural areas) preservation, and 50 percent to recreation.

In addition, SPB lacks adequate user data to establish priorities based on what users want in the way of parks and where they want them. User surveys have been completed for only five state parks and survey data compiled only for three. SPB did not consistently survey winter as well

as summer users, who may have different characteristics. Information regarding the income levels of its users, an important factor in setting policies regarding fees, is also omitted.

Other parks agencies have developed information - In contrast to Arizona, other parks agencies have developed information needed to plan for parks system development. As noted in Finding I (page 13), Maricopa County assessed future population needs for parks by projecting population size, characteristics and distribution through 1980. Utah, Oregon and California have done user studies to determine visitor characteristics and preferences. This information was used extensively in determining what sites would become state parks. For example, Utah found through its survey that parks in northern and central Utah were used mostly by residents, who prefer water based activities, whereas those in southern Utah were used mainly by nonresidents, who prefer to visit natural and historic sites. As a result, Utah planned park acquisition and development to meet user demands for each part of the state. California recognized energy conservation needs and developed a policy to encourage park designs that minimize dependence on motor vehicles. California also identified how energy conservation would affect future park site selection, urging "more recreation closer to home . . . within the 'one-half tankful' range." Finally, California identified and prioritized specific potential sites by planning district using baseline information and specific parks policies.

CONCLUSIONS

Arizona's state parks system does not adequately serve the public. The system includes some parks that are not significant enough to be designated state parks. At the same time, desirable sites have not been acquired for the system. The poor development of Arizona's parks system has resulted from the Board's failure to evaluate potential park sites and set priorities for acquisition.

RECOMMENDATIONS

1. SPB should take steps to develop information to assist in adequately identifying, selecting and ranking potential park sites. Such information should include a survey of current park users, a comprehensive inventory of potential historic sites, recreation sites, and sites of outstanding natural and scenic features, and projections of future population and statewide needs for state parks.

2. SPB should establish priorities for acquisition, taking into account its mandate to preserve recreation, natural areas and historic sites.

FINDING III

THE STATE PARKS BOARD NEEDS TO PURSUE ADDITIONAL FUNDING SOURCES FOR ACQUIRING AND DEVELOPING STATE PARK RESOURCES

The State Parks Board (SPB) should pursue funding sources in addition to the General Fund for financing the expansion of the state parks system. Sufficient acquisition and development funds from current revenue sources may not be available. As a result, additional funding sources for financing the system should be considered.

Acquisition and Development Funds May Not Be Available

Funds from SPB's current sources may not be adequate to finance the expansion and development of the state parks system. Land acquisition and site development can require substantial capital. As a result, SPB's primary reliance on the General Fund could limit the Board's ability to expand the state parks system. To some extent, decreasing Federal funds could also curtail parkland acquisition and development.

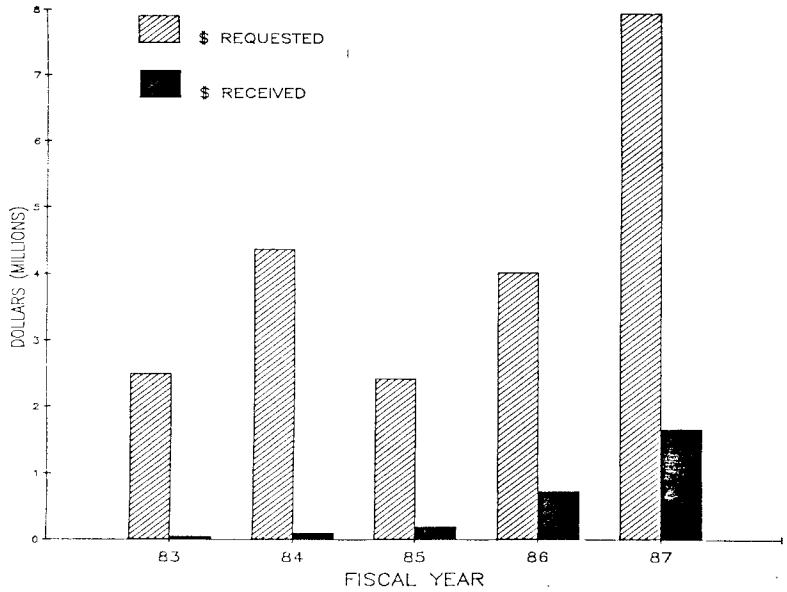
Purchasing and developing park resources can require substantial sums of money. For example, according to SPB staff, the acquisition of the Pendley property adjacent to Slide Rock required a $3.76 million General Fund appropriation in fiscal year 1985-86. Further, according to SPB's five-year capital improvement plan, the Board has earmarked more than $39.2 million for parkland acquisition, development and renovation projects in fiscal years 1988 through 1992. However, there is no guarantee that General Fund appropriations will be made to finance those acquisition and development projects.

SPB has had little success in obtaining General Fund monies for park acquisition and development in recent years. Between fiscal years 1982-83 and 1986-87, SPB requested nearly $21.3 million for land, building and improvement (LB&I) projects. However, only 13 percent of the Board's

requests were funded.* Figure 3 shows requests and appropriations for the past five fiscal years.

FIGURE 3

LB&I FUNDS REQUESTED AND RECEIVED
FISCAL YEARS 1983 THROUGH 1987
(unaudited)

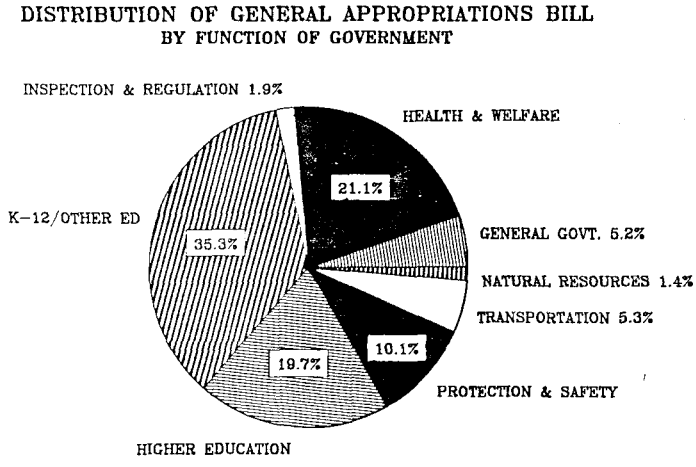


Source: Compiled by Auditor General staff from SPB Budget Requests for fiscal years 1983 through 1987, and the State of Arizona Appropriations Reports for fiscal years 1983 through 1987.

* An additional $7,490,000 that SPB did not request was appropriated for site acquisitions during this period.

The Board's limited success in obtaining General Fund monies is more pronounced because the Board depends primarily on the General Fund. While park sites have been acquired through donations, State Land Department leases, and the Bureau of Land Management's Recreation and Public Purpose Act, money for purchasing and developing sites most often comes from the General Fund. However, competition among state agencies for General Fund appropriations limits the funds available for parks. Agencies that provide correctional, educational and public welfare programs receive a much larger proportion of the General Fund budget, compared to the 1.4 percent received by natural resource agencies such as parks, as shown in Figure 4. Arizona state park officials as well as officials from at least two other western state parks departments* identified competition for funds as a major concern.

FIGURE 4



FISCAL YEAR 1987

Source: State of Arizona, Appropriations Report for fiscal year ending June 30, 1987.

* Other western states contacted include California, Colorado, Idaho, Montana, New Mexico, Oregon and Utah.

SPB's reliance on the General Fund has become even more pronounced since Federal grants under the Land & Water Conservation Fund (LWCF) have declined since 1979.* The LWCF was established in 1965 to help state and local governments buy and develop parklands. Since the Fund's inception, Arizona state parks received an average of approximately $75,000 annually from the LWCF. However, the future of the LWCF is uncertain since congressional authorization for the Fund expires in 1989.

Additional Funding Sources Should Be Considered

Funding sources in conjunction with the General Fund may be needed to develop an adequate state parks system. A combination of funding methods such as those used in other states could provide Arizona's state parks system with acquisition and development funds. Although park acquisition and development can be expensive, state parks make a positive contribution to a state's economy and its residents.

Funding alternatives - Other states use a combination of funding sources to finance parkland acquisition and development. For example, California's state parks system is funded in part from bond issues, the General Fund, private foundations and user fees. However, SPB relies mainly on General Fund appropriations for acquisition and development funding.**

The results of a recent survey indicate that Arizona residents would support the following methods if additional funding were necessary.

* SPB has received funding from the the Land & Water Conservation Fund grant program. However, the Arizona Outdoor Recreation Coordination Commission must approve SPB's grant applications. SPB competes with the Game & Fish Department, and various counties and cities for LWCF monies.

** The State Parks Acquisition and Development Fund was established by H.B. 2391 in May 1985. The Fund consists of monies appropriated by the Legislature for park acquisition and development, and of unconditional gifts and donations.

- Lottery - Eighty-seven percent of Arizonans surveyed support use of lottery revenues for park acquisition and development. For example, Colorado earmarks 3.5 percent of its lottery revenues for state parks. If a similar proportion of Arizona lottery revenues were dedicated to funding state parks, more than $4,200,000 would have been made available for state parks during fiscal year 1986.

- Income Tax Check-Off - Providing an opportunity for taxpayers to voluntarily contribute a portion of their tax refund to state parks is becoming a popular funding alternative. Adding a check-off for parks to the state income tax form was favored by 82 percent of survey respondents. However, this alternative may provide a limited amount of funds. For the fiscal year ending June 30, 1986 Arizona taxpayers donated $260,616 for the prevention of child abuse and $228,176 for the preservation of Arizona's wildlife. Giving taxpayers another option could also reduce donations to existing causes.

- Fees - Most respondents (51 percent) favored increasing fees. Presently, SPB must remit the fees it collects to the General Fund.* SPB has remitted an average of approximately $857,000 per year from fiscal years 1982 through 1986. User fees are retained by several state parks agencies to fund capital development, land acquisitions or operations. As park resources are used, it becomes necessary to maintain and replace them. Earmarking user fees for state parks keeps park revenues in the system for maintenance and replacement.

- Documentary Stamp Tax - A tax on real estate transactions that are recorded on public records could be a viable revenue source for state parks. This method is used by Florida on the premise that as new residents immigrate to the state, a tax on such transactions ensures that they help finance the state parks system. Florida raised more than $50.8 million in fiscal year 1986 through this tax. Forty-two percent of survey respondents approved of this alternative.

- Severance Tax - Because mining activities are usually environmentally disruptive, the use of severance tax proceeds to acquire and preserve natural areas may be an appropriate dedicated revenue source for state parks. A number of states, including Florida, Michigan and Montana, earmark a portion of severance tax proceeds for their state parks systems. Severance taxes in Arizona are presently allocated to counties, municipalities, the General Fund and public education. Thirty-nine percent of survey respondents favored allocating a

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* SPB staff drafted a bill to establish a State Parks Real Property Acquisition Fund in 1980. Proceeds derived from all SPB activities, including fees, were to be placed in the Fund and remain under SPB's control. SPB administrators, after discussions with legislators and their staff, decided against introducing the bill. SPB staff were concerned that if fees were retained, General Fund appropriations could be reduced, resulting in no net gain.

portion of severance taxes to state parks. If the severance tax rate on mining activities were increased from 2.5 percent to 2.75 percent and the increment earmarked for state parks, $1.4 million would have been made available to fund the system during fiscal year 1985-86.

Parks make a positive contribution - Although acquiring new parklands can be costly, state parks make noticeable contributions to a state's economy and its residents. A 1985 study by the Council of State Planning Agencies reported that state parks have direct impact on a state's economy,* as shown in Table 4. While the contribution that state parks make to Arizona's economy has not been documented, the report stated that more than $4 billion was spent on recreational activities in Arizona during fiscal year 1984-85.

TABLE 4

CONTRIBUTION OF STATE PARKS TO THE STATE'S GENERAL ECONOMY
(unaudited)

State	Direct Economic Impact	Time Frame Analyzed
Illinois	$153,800,000	May 1981 - February 1982
Oregon	123,500,000(1)	July 1980 - June 1981
West Virginia	30,400,000	January 1979 - December 1979
Missouri	22,900,000(2)	January 1981 - December 1981

(1) Does not include salaries or tax revenues.
(2) Does not include salaries.

Source: Compiled by Auditor General staff from The Contribution of Outdoor Recreation to State Economic Development, Council of State Planning Agencies, 1985.

In addition to direct economic impacts, parks also make indirect and intangible contributions to a state's economy. Indirect benefits result from direct income being spent for purchases of local goods and services to operate a recreation facility. Intangible contributions include preserving important natural and historic resources, and improving the quality of life.

* Direct economic impact consists of expenditures by state park visitors on recreation activities and equipment, tax revenues, and salaries paid to parks system employees.

CONCLUSION

SPB should pursue a combination of funding sources for financing the state parks system. Relying on General Fund appropriations may not provide the funds necessary to develop an adequate state parks system. Funding methods used by other states should be considered as possible financing alternatives for Arizona's state parks system.

RECOMMENDATIONS

1. SPB should analyze the funding alternatives used by other states and determine the feasibility of using them to finance the Arizona state parks system.

2. The Legislature should consider adopting the alternate funding sources identified by SPB, in conjunction with General Fund appropriations, for the expansion and development of the state parks system.

FINDING IV

STATE PARKS PLANNING SHOULD BE STRENGTHENED

The State Parks Board (SPB) should improve planning for the parks system. SPB's current plan is inadequate because it lacks essential information for decision-making. Although the Board has committed itself to developing a new plan, current planning resources may be unable to meet this need.

Parks Board Does Not Have An Adequate Plan

The Parks Board lacks an adequate parks system plan to guide future development of the parks system. The current plan was adopted in 1980 but does not include sufficient information to provide guidance in making decisions about the system. The absence of an adequate plan throughout much of SPB's history may have contributed to the inclusion of inappropriate parks within the state parks system.

We evaluated the adequacy of SPB's plan and planning process by interviewing four former and present SPB administrators, five Board members and a Governor's Task Force member, and by reviewing plans developed by states that were recommended by three former and present SPB administrators, an SPB planner and the President of the National Association of State Parks Directors as having "model" parks systems or plans. These states were California, Alaska, Oregon, Utah and Colorado.*

Current plan lacks needed information - The present Parks Board plan lacks essential information. Minimal planning efforts were made until 1980, when the State Parks Plan was published. The 1980 State Parks Plan, however, lacks needed information.

- Plan not based on needs assessment - A plan should be based on a needs assessment as a factual base. SPB developed its plan without:

* We also reviewed Maricopa County's parks system plan, since evaluation by the Maricopa County Office of Management Analysis revealed that long-term parks system planning was a strength of the County Department of Parks and Recreation.

1) adequate information regarding how population growth and other demand data would affect future parks needs, 2) an inventory of available sites, and 3) user data needed to form the basis for a good plan. The 1980 plan referred to the needs assessment done for the State Comprehensive Outdoor Recreation Plan (SCORP), but did not use this assessment to project how it would influence future needs or future parks policies. In addition, SPB would have been unable to use the SCORP assessment because it addresses only local recreational needs, whereas SPB must address statewide recreational needs as well as historic and natural areas preservation.*

- Plan not based on user data - An important part of a needs assessment is user data. User data should include information on user characteristics and expectations users have of state parks. Without user data, SPB cannot determine for planning purposes who users are, how users evaluate the parks system, and whether SPB is serving its target population. The plan is not based on park user data. SPB's limited user data was collected after the 1980 plan was developed.

Current plan provides little guidance - The 1980 plan also provides little guidance as to future direction of the parks system.

- Plan is too general - A plan should be specific enough to guide future park selection and acquisition since that is a prime objective of planning. The 1980 plan is too general to provide such guidance. Part of the plan, for example, mainly restates SPB's statutory authority and purposes, and describes organizational structure, the planning process, SPB programs, relationships with other agencies and philosophies in general terms, without stating how these factors relate to specific goals and objectives of the Board. The plan also indicates that identifying needs is important but does not state what those needs are. To the extent that goals and objectives are delineated, the goals are very general or relate only to processes that the Board intends to use, rather than specific outcomes the Board wants for the system. Board minutes show that the plan may have intentionally been generally written. At least one Board member thought that a specific plan would open the Board to criticism if SPB "didn't accomplish [what] . . . we said we were going to do."

- Plan is a short-term plan - In addition, several informed sources indicate it is important to have a long-term plan to set direction for parks beyond the immediate future. The 1980 plan is only a five-year plan and is already outdated. SPB's former Director did not want to develop a long-term plan because he felt that the "year to year appropriations [would] determine what happens on a long-term basis." In comparison, Maricopa County's plan covered a 15-year period, and California and Alaska have 20-year plans. After initially developing a short-term plan, Colorado is preparing a 20-year plan. Long-term planning is especially important for Arizona

* For a more complete evaluation of SCORP, see Auditor General Report 84-3.

because its rapid growth necessitates acquiring sites now to prevent their loss to future development.

As a result, the Board has not benefited from the advantages of having an adequate plan. The Board has acknowledged that the parks system has evolved haphazardly, responding to special interest pressures rather than resulting from planned growth in anticipation of future needs. Interviews with officials of other parks agencies indicate that a good plan would have mitigated some of these results. For example, park officials stated that plans have: 1) allowed the systematic and orderly acquisition of sites; 2) informed legislators, citizens, and special interest groups of the parks system's future direction; 3) provided agencies with goals and procedures to meet those goals; and 4) increased their visibility and credibility among legislators. Finally, plans can also be used to justify rejection of sites that should not be parks. This advantage is especially important to the Board in light of the inappropriate parks cited in Finding II (page 21). Although a plan does not guarantee that no unwanted sites will become state parks, it helps minimize that possibility. California has used its plan to reject some proposals in the face of strenuous political pressure.

- One site, strongly supported by area political representatives, appeared to meet all but one criterion for a state park. Because it was located in a remote area, its designation as a park would have been counter to the state's policy of conserving scarce energy resources. By using the plan to show which specific sites would <u>not</u> become state parks if this proposed site (which would have <u>cost</u> "millions" to acquire) were approved, Parks staff counteracted political pressure.

- In another case, strong local and legislative support apparently resulted in the passage of a bill authorizing a park site not in the plan. The Governor, in vetoing the bill, apparently referred to the plan as one reason for his action.

<u>Board Needs To Develop</u>
<u>A State Parks Plan</u>

SPB should prepare a new plan to guide the development of the parks system. Previous Boards have been reluctant to develop adequate plans, but the current Board and staff seem to have a stronger commitment to

planning. However, current planning resources may not be able to meet its needs.

Current Board supports planning - Previous Boards have been reluctant to develop adequate plans, but the current Board is more strongly committed to planning. In part, SPB does not have a good plan because past Parks Boards did not support SPB staff planning efforts. SPB seriously began to develop a plan 13 years after its inception, and only after its Director had written a strongly worded memo urging the Board to make planning a priority. The draft plan, completed in 1973, was more adequate than the 1980 plan because it proposed specific policy directions for the Parks Board. For example, the plan proposed a change in SPB's role to one of leadership in state outdoor recreation. It also presented an "exciting and ambitious . . . but . . . realistic" acquisition program for 1975 to 1980, and stressed acquisition of endangered areas as soon as possible. However, because the Board never adopted this plan and because the 1980 plan is inadequate, the Board is still operating without an adequate plan.

Current Board members recognize the importance of parks planning. The Board requested $315,000 to complete a long-range parks system plan for the 1986-87 budget year. In making its request, the Board conceded that the parks system had not responded to population growth or changing public needs. Although the request was not funded, the Board has proceeded with planning and held a workshop in September 1986 to set planning goals and objectives.

Resources to develop comprehensive plan may be inadequate - Despite its intentions to proceed with planning, the Parks Board may need to determine whether it has adequate resources to develop a good plan. Several Board members view planning as weak because of the planning staff's scattered placement in the organization and inadequate resources.

SPB currently has a total of seven planners in three different organizational sections. Three planning staff are in the Operations and Development Section and are responsible for parks site planning. Thus,

these staff do not perform statewide long-term planning. Four planning positions are in the Statewide Planning Coordination Section.* However, two of these three employees' primary duties are to provide support for the Arizona Outdoor Recreation Coordinating Commission (AORCC).** The third planner works primarily with the Natural Areas Program, and the fourth planning position represents a newly funded position for fiscal year 1986-87, which will be working exclusively with the State Trails Program. The remaining planner is housed in the Director's Office where his involvement in planning is limited. Although Auditor General Report 84-3 (Performance Audit of AORCC) stated that combining AORCC and SPB staff would strengthen long-range planning for parks and statewide recreation, apparently, little integration of planning has occurred. SPB should evaluate whether its planning function, as currently organized, meets its needs.

The Board should also determine whether outside experts are needed to develop an adequate plan. As shown in Findings I and II (pages 13 and 21), the Parks Board will have to devote resources to studying needs before it can complete a plan. SPB may require funds to hire consultants to complete portions of its needs assessment requiring special expertise. In developing its long-term parks plan in the early 1960s, Maricopa County Parks and Recreation Department elicited the following specialized assistance.

- An appraisal of archaeological resources by the Arizona State Museum and the University of Arizona under contract with the county.
- A historical survey conducted by the Arizona Historical Foundation in agreement with the county Board of Supervisors.
- A geological report developed by a local consulting geologist.
- Development of the plan itself by a parks planning consultant.

* We did not include two positions - Planning Manager, and Chief, Statewide Planning Coordination Section - because staff in these positions perform administrative duties, and are not involved directly with planning per se.

** In 1984 AORCC staff were placed in SPB and the Statewide Planning Coordination Section was established. However, AORCC is still responsible for Land and Water Conservation Fund, State Lake Improvement Fund, and Boating Law Enforcement and Safety Fund grant selection.

Thus, prior to developing a plan, SPB should determine what resources may be needed to develop an adequate plan.

CONCLUSIONS

The Parks Board should improve planning for the parks system. The 1980 plan is inadequate because it lacks critical information for making decisions. Although the Board is committed to developing a new plan, current planning resources may be inadequate to meet its needs.

RECOMMENDATIONS

1. The State Parks Board should develop a long-term parks system plan, which includes specific goals and objectives and is based on studies of projected population needs, user needs and evaluations, and inventories and prioritizing of potential park sites.

2. SPB should evaluate its current organization of the planning function, need for outside expertise, and level of planning staff. If necessary, the Board should request additional planning resources from the Legislature.

FINDING V

STATUTORY CHANGES ARE NEEDED TO ALLOW THE PARKS BOARD TO EFFECTIVELY MANAGE ITS LAND

Statutory changes are needed to improve the Parks Board's ability to effectively manage its land. The Board currently has no authority to dispose of unneeded land. Arizona Revised Statutes (A.R.S) §41-511.05 allows the Board to acquire land through ". . . purchase, lease, agreement, donation, grant, bequest, or . . . eminent domain for state park or monument purposes. . . ." However, the Board's statutes do not expressly authorize the Parks Board to dispose of property. Without this authority the Board's ability to manage its land is limited. For example, the Board cannot exchange properties on the periphery of a park for privately owned land within parks. The Parks Board is also unable to dispose of sites that no longer meet the state's needs.

Authority to dispose of unnecessary land is an accepted land management practice. The Oregon parks agency has the authority to dispose of unwanted sites. It commonly disposes of sites when the sites no longer have the potential for significant use. These sites are turned over to other levels of government or are traded for privately owned parcels. Other Arizona agencies that manage or deal with land, such as the State Lands Department and the Arizona Department of Transportation, also have the authority both to acquire and dispose of land. For example, the State Land Department may acquire and dispose of state lands by trading for other land, either public or private. The Land Department may also dispose of state lands by selling them at fair market value.

RECOMMENDATION

The Legislature should consider amending A.R.S. §41-511.05 to allow the State Parks Board to dispose of lands that are no longer beneficial to the parks system and to trade unwanted parklands to accomplish Board goals.

OTHER PERTINENT INFORMATION

Other pertinent information was developed regarding public awareness of state parks and the State Parks Board's (SPB) public information efforts.

Awareness Of State Parks

The majority of the public is not aware of most state parks. Less than 50 percent of residents surveyed are generally aware of 14 of Arizona's 19 currently open state parks. Moreover, public awareness of six state parks is low even among residents of the parks' adjacent localities.

TABLE 5

PUBLIC AWARENESS OF ARIZONA STATE PARKS

Park	Planning District[1]	% Residents Statewide Aware	% Residents In Planning DIstrict Aware
Lake Havasu	West	67	61
Picacho Peak	Central	54	74
Tombstone Court.	Southeast	54	61
Jerome	Northeast	53	66
Yuma Terr. Prison	West	52	71
Patagonia Lake	Southeast	43	83
Painted Rock	Maricopa	41	42
Catalina	Pima	39	85
Fort Verde	Northeast	36	51
Lost Dutchman	Central	34	60
Tubac Presidio	Southeast	33	61
Alamo Lake	West	29	32
Boyce Thompson	Central	22	46
Lyman Lake	Northeast	19	40
Dead Horse Ranch	Northeast	15	26
Buckskin Mt.	West	10	16
Roper Lake	Southeast	9	29
Riordan	Northeast	8	21
McFarland	Central	6	20

(1) Arizona has six planning districts: Central (Gila and Pinal counties); Maricopa; Northeast (Apache, Coconino, Navajo and Yavapai counties); Pima; Southeast (Cochise, Graham, Greenlee, and Santa Cruz counties); and West (La Paz, Mohave and Yuma counties).

Source: Compiled by Auditor General staff from telephone survey conducted by Behavior Research Center, Inc. (see Appendix).

Five state parks generated awareness levels of more than 50 percent. Lake Havasu State Park generated the highest recognition level - 67 percent - but this reading may overstate actual awareness. Respondents may have been reflecting recognition of the overall Lake Havasu area and not specifically the state park. For example, Buckskin Mountain State Park, approximately 30 miles from Lake Havasu, generated a statewide awareness level of only 10 percent. Moreover, three other state parks with awareness levels exceeding 50 percent also contain a city or town name, and the fourth, Picacho Peak State Park, is located on the major highway between Phoenix and Tucson (see Table 5, page 45). As with Lake Havasu State Park, respondents could be recognizing the area and not necessarily the park itself.

SPB Does Not Actively Publicize State Parks

The State Parks Board's efforts to publicize Arizona's state parks has been very limited. According to SPB staff, the "low profile" approach of the previous administration resulted in a reluctance to actively promote state parks to the public. As a result, little money has been budgeted for marketing activities. Nor has SPB developed formal agreements with the Office of Tourism or the Department of Transportation to collectively promote Arizona's state parks system.* The limited marketing efforts are reflected in the Behavior Research Center's findings that 67 percent of the respondents to its survey received state park information from discussions with friends or relatives.**

Several other states surveyed reported a higher level of marketing activity than Arizona. California's state parks staff target specific groups and then design special programs for them. In Colorado, special events are used to boost attendance on slack days. Finally, a number of western state parks organizations work closely with their tourism or transportation agencies to promote their state parks systems.

* The State Parks Board has an informal agreement with the Office of Tourism under which Tourism distributes pamphlets about state parks.

** According to the survey, other key sources of state park information include state maps (52 percent) and newspaper articles (50 percent).

AREAS FOR FURTHER AUDIT WORK

During the course of our audit we identified several potential issues that we were unable to pursue because they were beyond the scope of our audit or we lacked sufficient time.

- Could the State Parks Board more effectively use state trust lands for state parks?

Some state parks are located on lands leased from the State Land Department. These lands are held in trust by the State as designated in the Arizona Enabling Act. The Enabling Act stipulates that proceeds from the trust are to be used in large part for educational purposes. The Act also stipulates that trust lands ". . . shall not be sold or leased, in whole or in part, except to the highest and best bidder. . . ." While the State Parks Board (SPB) may more readily obtain land through leasing from the State Land Department than through outright acquisition, the stipulation that lands must be leased to the highest and best bidder results in the Parks Board paying substantial lease fees in some cases. For example, lease fees for Catalina State Park are more than $87,000 annually. Furthermore, the lease will have to be renegotiated in 1993, and the fee may be increased substantially due to the escalating property values in that area.

Although the Board can purchase trust lands rather than leasing them, the Enabling Act's stipulation could also result in more costly acquisitions. According to former SPB staff, at least two other western states have successfully petitioned Congress and had their enabling acts amended to allow for the use of state trust lands for recreational purposes. Further audit work is necessary to determine how the State Parks Board can most efficiently use state trust lands for state parks, and what implications changes in the Enabling Act would have for trust beneficiaries and the state.

- Has the Board effectively planned for the use of current and authorized parklands?

Several parks do not have master plans to guide future park development. In addition, because the Board has not completed a comprehensive analysis of park user needs, it is unknown whether the parks are being developed to meet public needs. Furthermore, the public may not always be adequately represented when parks are master planned because SPB relies almost exclusively on park managers to identify which individuals should participate in the master planning process. Additional audit work is necessary to determine whether park sites are adequately planned to meet user needs.

- Are the parks being maintained efficiently and effectively?

Park maintenance may be deficient because of inadequate staff, equipment and preventive maintenance. Currently the Board has two maintenance employees for the whole system. These employees, however, are carpenters primarily responsible for making signs. Consequently, park maintenance is often carried out by park employees. Park employees may not have the necessary equipment and expertise to complete maintenance duties. For example, at some parks lawn and weed mowing are done with small residential lawnmowers rather than commercial riding mowers which could decrease mowing time. Furthermore, while most parks would benefit from preventive maintenance, preventive maintenance is not being carried out consistently. Further audit work is necessary to determine the impact of these factors on the efficiency and effectiveness of the Board's operations.

- Are parks appropriately staffed?

Staffing at the parks may not be adequate to meet the public's needs. According to staff at several parks, they frequently work overtime to complete their jobs. In addition, many park employees carry various certifications (eg. law enforcement officer, wastewater treatment operator) which necessitate additional training and result in time away from the park, thus further decreasing available staff.

Moreover, several parks have been unable to develop adequate interpretive education programs, apparently due to staff shortages. Further audit work is necessary to determine work load measures for each park and then develop staffing patterns based on the work load.

- Should the Board's membership be changed?

Board enabling statutes require that at least two Board members be involved in the livestock industry. This provision was reportedly part of a compromise with the livestock industry, which strongly opposed the creation of a state parks system. The livestock industry no longer plays as significant a role in the state's economy. Further, according to one official, it is becoming increasingly difficult to find individuals involved in the livestock industry who are interested in recreation. Further audit work is necessary to determine whether this statutory requirement is outdated and should be amended.

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December 26, 1986

Douglas Norton
Auditor General
2700 N. Central, Suite 700
Phoenix, Arizona 85004

Dear Mr. Norton:

The Arizona State Parks Board would like to acknowledge the professional manner in which your staff conducted the performance audit of the Arizona State Parks Board in compliance with the Sunset Review set forth in ARS §41-2351 through 2379.

The Arizona State Parks Board agrees with the conclusions that have been reached in all five Finding areas.

The Board will undertake a comprehensive analysis of the State's future needs and alternative funding sources in 1987. A coordinated effort between the Board, the Administration and the Legislature for the next ten years will be essential if the Board is to accomplish its mandate of preserving, developing and maintaining natural, cultural, historical and recreational resources for the enjoyment of residents and visitors.

The challenges that lie ahead can be met through proper planning and progressive thinking by all who share the responsibility of providing for the recreational and resource protection needs of Arizona.

Sincerely,

Elizabeth A. Drake

Elizabeth A. Drake
Chair
State Parks Board

EAD:oml

STATE PARKS STUDY

August, 1986

Volume I -- Summary Analysis

prepared for

State of Arizona
Office of the Auditor General

prepared by

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INTRODUCTION

This study was commissioned by the Office of the Auditor General of the State of Arizona and represents one component of the Auditor General's Performance Audit of the State Parks Board. The primary objectives of this research effort were:

- To measure public awareness and usage of the state parks system;
- To measure user satisfaction with existing park facilities and programs;
- To determine the public's perceptions regarding the primary function of the State Parks Board; and,
- To evaluate various methods of funding state parks.

The information contained in this report is based on 803 telephone interviews conducted with a representative cross-section of Arizona residents. All of the interviewing on this project was conducted between August 22 and 26, 1986, by professional interviewers of the Behavior Research Center. For a detailed explanation of the procedures followed during this project, please refer to the METHODOLOGY section of this report.

This study is presented in three volumes; **Volume I -- Summary Analysis**, which presents a written analysis of the survey findings; and **Volumes II and III -- Detailed Tables**, which present computer-generated tables analyzing each study question by

26 variables. Throughout Volume I, there are indicators at the lower left hand corner of each summary table which direct the reader to the detailed tables in Volumes II and III, from which the data was drawn.

The Behavior Research Center has presented all of the data germane to the basic research objectives of this project. However, if the Auditor General requires additional data retrieval or interpretation, we stand ready to provide such input.

BEHAVIOR RESEARCH CENTER

OVERVIEW

- The typical Arizona resident is aware of six of 19 state parks and has visited two of them in the past two years.

- The state parks with the highest recognition levels are:

  - Lake Havasu State Park (residents aware: 67%)
  - Picacho Peak State Park (54%)
  - Tombstone Court House State Historical Park (54%)
  - Jerome State Historical Park (53%)
  - Yuma Territorial Prison State Historical park (52%)

- The most commonly visited state parks are:

  - Jerome (21% of residents have visited in the past two years)
  - Picacho Peak (20%)
  - Lake Havasu (18%)
  - Tombstone Court House (17%)
  - Patagonia Lake State Park (16%)

- The state's 19 parks receive generally favorable ratings from visitors in terms of overall facilities.

- Arizona residents are willing to travel major distances to participate in outdoor recreational activities. The typical resident is willing to travel a maximum of just over two and one-half hours (one-way) on a one-day trip and four and one-half hours (one-way) on an overnight, week-end trip.

- Word-of-month is the primary source from which residents receive information about Arizona state parks.

- A plurality of Arizona residents (43%) believe the primary responsibility of the State Parks Board should be "the conservation of scenic and natural resources."

- If the state parks system requires additional funds to meet recreational needs, there is clear public approval to raise such funds via three of eight methods tested.

  - Using a portion of state lottery proceeds for state parks (87% approval).

  - Adding a space on the state income tax form where people could check off a small contribution for state parks (82%).

  - Using a larger share of the state's general fund for state parks (60%).

  Public reaction to the remaining five methods of funding were mixed.

SUMMARY OF THE FINDINGS

Overall Awareness of State Parks

The typical Arizona resident is aware of six out of the 19 state parks currently in operation. Only five percent of residents are not aware of any of the parks while nearly one-third (28%) are familiar with nine or more.

TABLE 1: STATE PARKS AWARENESS SUMMARY - NUMBER OF STATE PARKS AWARE OF

Zero	5%
One to two	17
Three to four	16
Five to six	17
Seven to eight	17
Nine to ten	13
Over ten	15
	100%
Mean	6.2

(DT 172-180)

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The following demographics sub-groups reveal the highest levels of state park awareness:

- Males (6.8 vs 5.6 for females).
- Central Planning District residents (9.5).
- Residents between 55 and 64 years old (6.9).
- Upper income residents (6.9 for residents earning $35,000 a year or more).
- Long term residents (7.2 for residents living in Arizona over ten years.

The information in the following table is particularly interesting because it tends to reveal that park awareness increases with age, income and as might be expected, length of residence.

TABLE 2: PARK AWARENESS BY DEMOGRAPHICS

	Mean
Total	6.2
Gender	
Male	6.8
Female	5.6
Planning District	
Maricopa	5.8
Pima	6.8
Northeast (Coconino, Navajo Apache, Yavapai)	6.9
West (Mohave, Yuma, La Paz)	4.5
Central (Gila, Pinal)	9.5
Southeast (Graham, Greenlee, Santa Cruz, Cochise)	6.7
Age	
Under 25	5.6
25 to 34	5.7
35 to 44	6.5
45 to 54	6.3
55 to 64	6.9
65 or over	6.4
Income	
Under $15,000	5.5
$15,000 to $24,999	5.9
$25,000 to $34,999	6.4
$35,000 or more	6.9
Years in Arizona	
Under 1 year	3.1
1 to 5 years	4.4
6 to 10 years	5.4
Over 10 years	7.2

(DT 172-180)

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Overall State Park Visitation Patterns

While the typical Arizona resident is aware of six state parks, they have only visited two, on average, in the past couple of years. It is also evident in the next table that slightly over one-third (35%) of residents have not visited *any* state parks in the past two years while 35 percent have visited one or two and 30 percent have visited three or more.

TABLE 3: STATE PARK VISITATION SUMMARY - NUMBER OF STATE PARKS VISITED IN PAST TWO YEARS

Zero	35%
One to two	35
Three to four	18
Five to six	7
Seven to eight	3
Nine to ten	1
Over 10	1
	100%
Mean	1.9

(DT 181-186)

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As was the case with park awareness, there are major variations in the visitation patterns among the various sub-groups studied. Thus, as may be seen in Table 4, males (2.1), Central Planning District residents (3.1), middle aged (45 to 54) residents (2.2), upper income residents (2.3), and long term residents (2.1) reveal higher state park utilization patterns than do their counterparts.

TABLE 4: PARK VISITATIONS BY DEMOGRAPHICS

	Mean
Total	1.9
Gender	
Male	2.1
Female	1.6
Planning District	
Maricopa	1.5
Pima	3.0
Northeast	1.5
West	1.4
Central	3.1
Southeast	2.4
Age	
Under 25	1.8
25 to 34	1.9
35 to 44	1.9
45 to 54	2.2
55 to 64	2.0
65 or older	1.5
Income	
Under $15,000	1.1
$15,000 to $24,999	1.8
$25,000 to $34,999	2.1
$35,000 or over	2.3
Years in Arizona	
Under 1 year	0.8
1 to 5 years	1.5
6 to 10 years	1.8
Over 10 years	2.1

(DT 181-186)

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Awareness and Visitation at Arizona State Parks

Survey respondents were asked to indicate whether or not they were aware of each of Arizona's 19 state parks. Those who were aware of each were then asked if they had visited it in the past two years.

As the following table reveals, Lake Havasu State Park generates the highest recognition level among Arizona residents. We are of the opinion, however, that this reading may be somewhat of an over statement in that residents may have been reflecting recognition of the overall Lake Havasu area and not specifically the state park.

In addition to Lake Havasu State Park, four other parks generated awareness levels in excess of 50 percent. They are; (a) Picacho Peak (54%), (b) Tombstone Court House (54%), (c) Jerome (53%), and (d) Yuma Territorial Prison (52%). The remaining state parks generated awareness levels ranging from 43 per cent for Patagonia Lake to six percent for McFarland.

In terms of visiting patterns, Jerome (21%), Picacho Peak (20%), Lake Havasu (18%), Tombstone Court House (17%), and Patagonia Lake are the most commonly visited state parks in Arizona.

TABLE 5: AWARENESS AND VISITATION AT ARIZONA STATE PARKS

Park	Aware Of	Visited Past Two Years As % Of: Those Aware	Visited Past Two Years As % Of: All Residents
Lake Havasu State Park	67%	27%	18%
Picacho Peak State Park	54	37	20
Tombstone Court House State Historical Park	54	32	17
Jerome State Historical Park	53	39	21
Yuma Territorial Prison State Historical Park	52	24	13
Patagonia Lake State Park	43	38	16
Painted Rock State Park	41	22	9
Catalina State Park	39	37	14
Fort Verde State Historical Park	36	31	11
Lost Dutchman State Park	34	18	6
Tubac Presidio State Historical Park	33	31	11
Alamo Lake State Park	29	23	7
Boyce Thompson Southwestern Arboretum	22	33	7
Lyman Lake State Park	19	28	5
Dead Horse Ranch State Park	15	20	3
Buckskin Mountain State Park	10	17	2
Roper Lake State Park	9	29	3
Riordian State Historical Park	8	23	2
McFarland State Historical Park	6	15	1

(DT 1-171)

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After respondents had indicated which state parks they had visited in the past two years they were ask to rate each in terms of overall facilities. As the next table reveals, most of the state parks received quite favorable readings from visitors. Two of the state parks, however, received negative readings of "only fair" or "poor" at noticeably higher levels than did the other parks studied. These were Patagonia Lake and Alamo Lake, with negative readings of 31 percent and 28 percent, respectively. In

addition, three other parks -- Yuma Territorial Prison, Painted Rock, and Catalina -- received negative readings from 24 percent of their visitors. Each of the remaining 14 state parks received negative readings of less than 20 percent.

TABLE 6: EVALUATION OF ARIZONA STATE PARKS AMONG PERSONS WHO HAVE VISITED EACH

"Would you rate the overall facilities at (FACILITY NAME) as excellent, good, only fair, or poor?"

Park	Excellent	Good	Only Fair	Poor	Not Sure	(Base)
Lake Havasu State Park	29%	57%	10%	1%	3%	(142)
Picacho Peak State Park	16	63	14	3	4	(160)
Tombstone Court House State Historical Park	27	58	10	2	3	(139)
Jerome State Historical Park	17	56	16	2	9	(167)
Yuma Territorial Prison State Historical Park	34	39	23	1	3	(100)
Patagonia Lake State Parks	14	52	26	5	3	(130)
Painted Rock State Park	17	53	20	4	6	(71)
Catalina State Park	23	47	21	3	6	(116)
Fort Verde State Historical Park	11	61	12	0	16	(89)
Lost Dutchman State Park	13	62	15	4	6	(48)
Tubac Presidio State Historical Park	27	57	8	1	7	(85)
Alamo Lake State Park	23	45	24	4	4	(53)
Boyce Thompson Southwestern Arboretum	47	44	7	0	2	(59)
Lyman Lake State Park	21	61	14	2	2	(43)
Dead Horse Ranch State Park	28	60	4	8	0	(25)
Buckskin Mountain State Park	14	72	0	0	14	(14)
Roper Lake State Park	24	62	14	0	0	(21)
Riordan State Historical Park	43	50	0	0	7	(14)
McFarland State Historical Park	57	43	0	0	0	(7)

(DT 1-171)

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Recreational Activity Participation

Nearly one-half (47%) of Arizona residents indicate that either they personally, or someone else in their household, swims on a "regular" basis. This reading far exceeds any of the other outdoor recreation activities tested in terms of "regular" participation. Overall, in excess of 50 percent of Arizona households indicate their family either "regularly" or "occasionally" participates in each of the following six activities: (a) Sightseeing 82%; (b) Picnicking 80%; (c) Swimming 79%; (d) Camping 66%; (e) Fishing 58%; (f) Bicycling 53%;

TABLE 7: RECREATIONAL ACTIVITY PARTICIPATION

"Next, do you or the other members of your household regularly, occasionally or never participate in each of the following outdoor recreational activities?"

	Regularly	Occasionally	Never	Not Sure
Swimming	47%	32%	21%	*%
Sightseeing	31	51	18	*
Picnicking	23	57	20	*
Camping	21	45	34	*
Fishing	18	40	42	*
Bicycling	16	37	47	*
Hiking/backpacking	13	30	57	*
Boating	9	31	59	1
Nature study or birdwatching	8	20	72	*
Horseback riding	5	25	70	*

* Indicates % less than .5%

(DT 187-216)

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In the following table, recreational participation is analyzed by respondent age and gender. As might be expected, there are major variations in recreational participation depending on the demographic variable.

TABLE 8: RECREATIONAL PARTICIPATION BY DEMOGRAPHICS

% Participating in "Regularly"

	Swim-ing	Sight-Seeing	Picni-cking	Camp-ing	Fish-ing	Bicyc-ling	Hik-ing	Boat-ing	Nature Study	Horse-Back Ride
Total	47%	31%	23%	21%	18%	16%	13%	9%	8%	5%
Gender										
Males	46	34	24	25	21	16	13	11	7	4
Females	48	29	23	18	16	17	12	7	9	7
Age										
Under 25	54	17	22	22	23	23	17	14	6	12
25 to 34	58	32	24	29	26	16	18	14	6	6
35 to 44	60	34	31	26	21	15	9	7	4	7
45 to 54	47	35	25	22	17	19	16	10	7	2
55 to 64	33	41	24	17	15	19	10	10	11	5
65 or over	25	26	12	11	8	12	7	3	13	2

(DT 187-216)

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In a related question, residents were asked how far they are willing to travel to participate in outdoor recreational activities such as those just mentioned. Overall, the typical Arizona resident is willing to travel a maximum of just over two and one-half hours (one-way) on a one-day trip and four and one-half hours (one-way) on an overnight or weekend trip. Males and residents under 25 years old reveal the highest propensity to travel the longest distances.

TABLE 9: HOURS WILLING TO TRAVEL (ONE-WAY) TO PARTICIPATE IN OUTDOOR RECREATION ACTIVITIES

	One-day Trip	Overnight, Weekend Trip
Zero; will not travel	10%	10%
One hour or less	9	1
1.25 to 2.00 hours	34	6
2.25 to 3.00 hours	24	12
3.25 to 4.00 hours	14	26
4.25 to 5.00 hours	5	14
5.25 to 6.00 hours	2	14
Over 6.00 hours	2	17
Mean Hours		
Among all respondents	2.6	4.5
Among those willing to travel	2.9	5.0
Male	2.8	4.8
Female	2.4	4.3
Under 25	2.9	5.1
25 to 34	2.7	4.9
35 to 44	2.7	4.9
45 to 54	2.6	4.7
55 to 64	2.7	4.3
65 or over	2.1	3.2

Note: .25 hrs = 15 minutes

(DT 217-228)

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Information Sources

The primary source from which residents receive information about Arizona state parks is word-of-mouth, which received a reading of 67 percent. Also mentioned as key sources of parks information were maps of the state (52%) and newspaper articles (50%). Only 15 percent of the residents surveyed mentioned grocery shopping bags as an information source.

TABLE 10: INFORMATION SOURCES

"In the past year, have you received information about Arizona state parks from any of the following sources?"

	Yes	No	Not Sure
Discussions with friends or relatives	67%	33%	*%
Maps of the state	52	47	1
Newspaper articles	50	48	2
Magazine articles	43	55	2
Television	40	56	4
Informational brochures	31	68	1
Radio	21	76	3
Displays printed on grocery shopping bags	15	82	3

* Indicates % less than .5%.

(DT 229-252)

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Viewed in terms of age and gender, the following information source variations are evident in the next table:

- Word-of-month is mentioned equally by men and women as a source of information, however, men tend to give most of the remaining sources (except brochures and shopping bags) higher readings than do females.
- Newspapers and magazines tend to be mentioned most frequently by older residents while younger residents are most likely to mention radio.

TABLE 11: INFORMATION BY DEMOGRAPHICS

	% Mentioning "Yes" to Source							
	Frnds/ Reltvs	Maps	News-paper	Maga-zines	TV	Bro-chures	Ra-dio	Shop Bags
Total	67%	52%	50%	43%	40%	31%	21%	15%
Gender								
Male	67	54	52	44	46	30	25	13
Female	67	49	47	41	35	32	17	17
Age								
Under 25	64	49	40	39	41	32	33	12
25 to 34	79	53	43	36	39	29	21	10
35 to 44	68	55	47	39	37	34	23	17
45 to 54	60	48	52	42	40	31	18	14
55 to 64	62	56	57	50	38	28	18	17
65 or over	60	46	59	53	51	33	19	21

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The Primary Responsibility of the States Parks Board

A plurality of Arizona residents (43%) believe the primary responsibility of the State Parks Board should be "the conservation of scenic and natural reseources." This option was selected over "the acquisition, development and maintenance of outdoor recreation sites" and "the preservation of significant state historical and archeological sites" by margins of 15 percent and 17 percent, respectively.

Support for "the conservation of scenic and natural resources" as the Board's primary responsibility is broad based with each demographic sub-group except two placing it at the top of the list. The lone dissenters were residents of the Central and Southeastern Planning Districts.

TABLE 12: PRIMARY RESPONSIBILITY OF THE STATE PARKS BOARD

"Under Arizona law the State Parks Board has three main areas of responsibility. I'd like to read you each of them and then have you tell me which one of the three you feel is more important. Here they are. (READ EACH, BEGIN WITH CIRCLED LETTER) Okay, which one of these three do you feel is most important?"

	The Conservation of Scenic and Natural Resources	The Acquisition, Development and Maintenance of Outdoor Recreation Sites	The Preservation of Significant State Historical and Archeological Sites	All Equal	Not Sure
Total	43%	28%	26%	2%	1%
Gender					
Male	41	32	24	3	*
Female	46	24	28	1	1
Age					
Under 25	50	33	16	0	1
25 to 34	49	25	24	2	0
35 to 44	41	29	29	1	1
45 to 54	39	33	27	1	0
55 to 64	41	23	34	1	1
65 or Over	40	27	26	6	1
Planning District					
Maricopa	43	29	25	3	*
Pima	58	25	17	0	0
Northeast	39	16	38	4	3
West	48	23	27	0	2
Central	23	49	29	0	0
Southeast	20	37	41	2	0

(Continued on Next Page)

(continued)

TABLE 12: PRIMARY RESPONSIBILITY OF THE STATE PARKS BOARD

	The Conservation of Scenic and Natural Resources	The Acquisition, Development and Maintenance of Outdoor Recreation Sites	The Preservation of Significant State Historical and Archeological Sites	All Equal	Not Sure
Total	43%	28%	26%	2%	1%
Income					
Under $15,000	32	32	32	3	2
$15,000 to $24,999	40	34	22	3	1
$25,000 to $34,999	47	26	26	1	0
$35,000 or over	47	25	27	1	*
Years in Arizona					
Under 1 year	37	34	29	0	0
1 to 5 years	49	22	24	4	1
6 to 10 years	51	24	24	1	0
Over 10 years	51	24	24	1	0
State Parks Visited In Past Two Years					
Zero	40	30	26	3	1
1 to 2	47	24	27	1	1
3 to 4	42	30	26	2	0
5 or more	44	30	25	1	0

* Indicates % less than .5
Totals may not equal 100% due to rounding

(DT 253-255)

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State Parks Funding

The final question of the survey asked respondents whether they approved or disapproved of eight proposals designed to raise additional funds for the state parks system. As the next table reveals, three of the proposals received clear public approval, while reaction to the remaining proposal was more mixed. Thus, we find that use of lottery funds, a state income tax check-off, and use of a larger share of the general fund all received overwhelming public support.

Two other proposals, increasing entrance fees and increasing camping fees at state parks, also are approved by a majority of residents. However, they each also receive significant resistance from the public. The remaining three proposals are very problematic in that public response is either split right down the middle or negative in nature.

TABLE 13: FUNDING OPTIONS

"Next, if the state parks system required additional funds to meet recreational needs, would you approve or disapprove of each of the following methods of raising additional funds?"

	Approve	Disap-prove	Not Sure
Using a portion of state lottery proceeds for state parks.	87%	10%	3%
Adding a space on the state income tax form where people could check off a small contribution for state parks.	82	16	2
Using a larger share of the state's general fund for state parks.	60	27	13
Increasing entrance fees at state parks.	51	41	8
Increasing camping fees at state parks.	50	39	11
Using a portion of real estate transfer fees for state parks.	42	41	7
Using a portion of the severance tax on mining products for state parks.	39	40	21
Charging a special sales tax on recreational equipment purchases.	37	54	9

(DT 256-279)

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On the next table is presented respondent reaction to each proposal by demographic variables. Note that while variations may exist within selected categories, the overall direction of response is generally consistent.

TABLE 14: FUNDING OPTIONS BY DEMOGRAPHICS

% Which "Approve"

	Lottery Proceeds	Income Tax Check-Off	State's General Fund	Increase Entrance Fees	Increase Camping Fees	R.E. Transfer Fee	Mining Tax	Tax Rec. Equipment
Total	87%	82%	60%	51%	50%	42%	39%	37%
Gender								
Male	85	82	58	54	53	44	44	36
Female	89	82	61	48	47	40	33	38
Age								
Under 25	89	91	76	46	46	54	42	44
25 to 34	88	90	60	51	50	46	45	39
35 to 44	89	85	67	51	49	44	39	45
45 to 54	91	78	58	52	52	35	38	34
55 to 64	85	75	54	54	54	37	32	33
65 or over	81	73	50	53	50	35	32	40
Planning District								
Maricopa	86	82	61	53	53	41	37	37
Pima	90	84	75	40	38	45	42	31
Northeast	84	84	58	54	49	40	40	41
West	84	73	55	64	57	39	41	46
Central	94	77	49	54	54	31	29	46
Southeast	83	83	68	46	49	54	54	37

(Continued on Next Page)

(continued)

TABLE 14: FUNDING OPTIONS BY DEMOGRAPHICS

% Which "Approve"

	Lottery Proceeds	Income Tax Check-Off	State's General Fund	Increase Entrance Fees	Increase Camping Fees	R.E. Transfer Fee	Mining Tax	Tax Rec. Equipment
Total	87%	82%	60%	51%	50%	42%	39%	37%
Income								
Under $15,000	84	78	49	45	47	38	45	45
$15,000 to $24,999	90	84	68	49	51	47	44	35
$25,000 to $34,999	85	85	62	52	46	41	39	36
$35,000 or over	89	86	64	59	60	42	35	39
Years in Arizona								
Under 1 year	93	90	63	42	49	44	39	37
1 to 5 years	90	88	59	49	46	45	37	41
6 to 10 years	91	85	61	50	47	43	42	35
State Parks Visited In Past Two Years								
Zero	86	79	57	51	53	38	37	38
1 to 2	86	83	57	50	48	38	33	39
3 to 4	88	84	61	53	50	47	45	36
5 or more	90	84	72	51	48	54	51	32

(DT 256-279)

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METHODOLOGY

The information contained in this report is based on 803 telephone interviews conducted with residents throughout the State of Arizona.

The questionnaire used in this study was designed by BRC in conjuction with The Office of the Auditor General (see appended questionnaire). After approval of the preliminary draft questionnaire, it was pre-tested with a randomly selected cross-section of 20 Arizona residents. The pre-test focused on the value and understandability of the questions, adequacy of response categories, questions for which probes were necessary, and the like. Several minor changes were made following the pre-test, and the final form received Auditor General approval.

Household selection on this project was accomplished via a computer-generated random digit dial telephone sample which selected households on the basis of telephone prefix. This method was used because it ensures a randomly selected sample of area households proportionately allocated throughout the sample universe. This method also ensures that all unlisted and newly listed telephone households are included in the sample.

During the course of this study, only the male or female head of household was interviewed. This procedure was followed because prior studies of this nature have shown that these are

the individuals within each household that have the knowledge and background to respond to the topics under consideration. In addition, the sample was selected so that an equal porportion of male and female household heads fell into the sample (i.e., 403 male, 400 female.)

All of the interviewing on this project was conducted between August 22 and 26, 1986 at the Center's central telephone facility where each interviewer worked under the direct supervision of BRC supervisory personnel. Interviewing on this study was conducted during an approximately equal cross-section of evening and weekend hours. This procedure was followed to further ensure that all households were equally represented, regardless of the work schedules of the household heads. Further, during the interviewing segment of this study, up to three separate attempts -- on different days and during different times of day -- were made to contact each selected household. Only after three unsuccessful attempts was a selected household substituted in the sample.

One hundred percent of the completed interviews were edited, and any containing errors were pulled, the respondent re-called, and the errors corrected. In addition, 15 percent of each interviewer's work was randomly selected for validation to ensure its authenticity and correctness. No problems were encountered during this phase of interviewing quality control.

All of the interviewers who worked on this project were professional interviewers of the Center. Each had prior experience with BRC and received a thorough briefing on the particulars of this study. During the briefing, the interviewers were trained on (a) the purpose of the study, (b) sampling procedures, (c) administration of the questionnaire, and (d) other project related items. In addition, each interviewer completed a set of practice interviews to assure that all procedures were understood and followed.

As the data collection segment of this study was being undertaken, completed and validated interviews were turned over to BRC's in-house coding department. The coding department edited, validated and coded the interviews. Each interview that received final coding department approval was then transferred to keypunching were each was 100 percent key-verified. Following completion of keypunching, a series of validity and logic checks were run on the data to ensure it was "clean" and representative of the sample universe. Following this, the computer tables presented in Volumes II and III of this report were generated.

When analyzing the results of this survey it should be kept in mind that all surveys are subject to sampling error. Sampling error, stated simply, is the difference between results obtained from a sample and those which would be obtained by surveying the entire population under consideration. The size of a possible

sampling error varies, to some extent, with the number of interviews completed and with the division of opinion on a particular question.

An estimate of the sampling error range for this study is provided in the following table. The sampling error presented in the table has been calculated at the confidence level most frequently used by social scientists -- the 95 percent level. The sampling error figures shown in the table are average figures that represent the maximum error for the sample bases shown (i.e., for the survey findings where the division of opinion is approximately 50%/50%). Survey findings that show a more one-sided distribution of opinion, such as 70%/30% or 90%10%, are usually subject to slightly lower sampling tolerances than those shown in the table.

As may be seen in the table, the overall sampling error for this study is approximately ± 3.5 percent when the sample is studied in total (i.e., all 803 cases). However, when sub-sets of the total sample are studied the amount of sampling error increases based on the sample size within the sub-set.

Sample Size	Approximate Sampling Error at a 95% Confidence Level (Plus/Minus Percentage of Sampling Tolerance)
800	3.5%
700	3.8
600	4.1
500	4.5
400	5.0
300	5.8
200	7.1
100	10.0

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In order to give the Auditor General's Office a better understanding of what the above numbers mean in practical terms, we present the next table which reveals the approximate error generated within several key stratifications. As the table reveals, a sample of 803 Arizona residents allows for reliable sub-set analysis.

	Estimated +/- Error
TOTAL STATE	3.5
Area	
Maricopa County	4.7
Pima County	7.9
Out Counties (Remaining 13)	7.2
Age	
Under 35	5.6
35 to 54	6.0
55 or Over	7.0
Gender	
Male	5.0
Female	5.0

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BEHAVIOR RESEARCH CENTER, INC
1117 N. Third Street
Phoenix, AZ 85004
(602) 258-4554

STATE PARKS STUDY
AUGUST 1986

JOB ID# 86120 (1-5)
RESP ID# (6-8)

Hello, my name is _____ and I'm with Behavior Research Center Rocky Mountain Poll. We're conducting a brief survey on parks and recreation here in Arizona and I'd like to speak with you for a few moments.

A. Before I get started, however, are you the (male/female) head of your household? (IF NO, ASK TO SPEAK WITH MALE OR FEMALE HEAD REINTRODUCE YOURSELF AND CONTINUE. IF NOT AVAILABLE, ARRANGE CALLBACK)
Male...1
Female...2 (9)

1. To begin, how long have you lived in Arizona?
Under 1 year...1
1 - 5 years...2
6 - 10 years...3
Over 10 years...4 (10)

2. Next, I'd like to read you a list of state parks located in Arizona. As I do, please just tell me if you are aware of each, and if you are whether or not you have visited it in the past two year. (READ EACH - BEGIN WITH CIRCLED LETTER)

FOR EACH VISITED, ASK Q2a. IF NONE VISITED, SKIP TO Q3

2a. Would you rate the overall facilities at (FACILITY NAME) as excellent, good, only fair, or poor?

	Q2 Awareness			Q2 Visited			Q2a					
	Yes	No/DK		Yes	No/Dk		Excel-lent	Good	Only Fair	Poor	DK	
A. Alamo Lake State Park	1	2	(11)	1	2	(12)	1	2	3	4	5	(13)
B. Buckskin Mt. State Park	1	2	(14)	1	2	(15)	1	2	3	4	5	(16)
C. Boyce Thompson Southwestern Arboretum	1	2	(17)	1	2	(18)	1	2	3	4	5	(19)
D. Catalina State Park	1	2	(20)	1	2	(21)	1	2	3	4	5	(22)
E. Dead Horse Ranch State Park	1	2	(23)	1	2	(24)	1	2	3	4	5	(25)
F. Fort Verde State Historical Park	1	2	(26)	1	2	(27)	1	2	3	4	5	(28)
G. Jerome State Historical Park	1	2	(29)	1	2	(30)	1	2	3	4	5	(31)
H. Lake Havasu State Park	1	2	(32)	1	2	(33)	1	2	3	4	5	(34)
I. Lost Dutchman State Park	1	2	(35)	1	2	(36)	1	2	3	4	5	(37)
J. Lyman Lake State Park	1	2	(38)	1	2	(39)	1	2	3	4	5	(40)
K. McFarland State Historical Park	1	2	(41)	1	2	(42)	1	2	3	4	5	(43)
L. Painted Rock State Park	1	2	(44)	1	2	(45)	1	2	3	4	5	(46)
M. Patagonia Lake State Park	1	2	(47)	1	2	(48)	1	2	3	4	5	(49)
N. Picacho Peak State Park	1	2	(50)	1	2	(51)	1	2	3	4	5	(52)
O. Riordan State Historical Park	1	2	(53)	1	2	(54)	1	2	3	4	5	(55)
P. Roper Lake State Park	1	2	(56)	1	2	(57)	1	2	3	4	5	(58)
Q. Tombstone Court House State Historical Park	1	2	(59)	1	2	(60)	1	2	3	4	5	(61)
R. Tubac Presidio State Historical Park	1	2	(62)	1	2	(63)	1	2	3	4	5	(64)
S. Yuma Territorial Prison State Historical Park	1	2	(65)	1	2	(66)	1	2	3	4	5	(67)

A - Summary_____ (68)
V - Summary_____ (69)

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3. Next, do you or other members of your household regularly, occasionally or never participate in each of the following outdoor recreation activities? (READ EACH)

		Regularly	Occasionally	Never	Not Sure	
A.	Bicycling	1	2	3	4	(70)
B.	Boating	1	2	3	4	(71)
C.	Camping	1	2	3	4	(72)
D.	Fishing	1	2	3	4	(73)
E.	Hiking or Backpacking	1	2	3	4	(74)
F.	Horseback riding	1	2	3	4	(75)
G.	Nature study or Bird Watching	1	2	3	4	(76)
H.	Picnicking	1	2	3	4	(77)
I.	Sightseeing	1	2	3	4	(78)
J.	Swimming	1	2	3	4	(79)

4. Next, how many hours are you willing to drive one-way on a one-day trip to participate in activities such as those I've just mentioned. Number_____ (80-82)

4a. And how many hours are you willing to drive one-way, on an overnight, weekend trip? Number_____ (83-85)

5. In the past year have you received information about Arizona state parks from any of the following sources?

		Yes	No	Not Sure	
A.	Radio	1	2	3	(86)
B.	Television	1	2	3	(87)
C.	Newspaper articles	1	2	3	(88)
D.	Magazine articles	1	2	3	(89)
E.	Informational brochures	1	2	3	(90)
F.	Maps of the state	1	2	3	(91)
G.	Discussions with friends or relatives	1	2	3	(92)
H.	Displays printed on grocery shopping bags	1	2	3	(93)

6. Next, under Arizona law the State Parks Board has three main areas of responsibility. I'd like to read you each of them and then have you tell me which one of the three you feel is most important. Here they are. (READ EACH - BEGIN WITH CIRCLE LETTER) Okay, which one of these three do you feel is most important?

A. The conservation of scenic and natural resources 1 (94)
B. The preservation of significant state historical and archeological sites . . . 2
C. The acquisition, development and maintenance of outdoor recreation sites . . . 3

7. Next, if the state parks system required additional funds to meet recreational needs, would you approve or disapprove of each of the following methods of raising additional funds? (READ EACH - BEGIN WITH CIRCLED LETTER)

	Approve	Disapprove	Not Sure	
A. Charging a special sales tax on recreational equipment purchases	1	2	3	(95)
B. Using a portion of the severance tax on mining products for state parks	1	2	3	(96)
C. Increasing the entrance fees at state parks	1	2	3	(97)
D. Using a portion of real estate transfer fees for state parks	1	2	3	(98)
E. Using a portion of state lottery proceeds for state parks	1	2	3	(99)
F. Increasing the camping fees at state parks	1	2	3	(100)
G. Using a larger share of the states' general fund for state parks	1	2	3	(101)
H. Adding a space on the state income tax form where people could check off a small contribution for state parks	1	2	3	(102)

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Now, before we finish, I need to ask you a couple of questions for classification purposes.

8. First, which one of the following categories comes closest to your age? (READ EACH EXCEPT REFUSED)

Under 25...1
25 - 34...2
35 - 44...3
45 - 54...4
55 - 64...5
65 or older...6
Refused...7

(103)

9. And finally, was your total family income for last year, I mean before taxes and including everyone in your household, under or over $25,000? (CIRCLE ONLY ONE)

UNDER $25,000
Was it under $15,000...1
or over $15,000...2
Refused...3
OVER $25,000
Was it under $35,000...4
or over $35,000...5
Refused...6
REFUSED OVER ALL.....7

(104)

INSERT COUNTY CODE_____ (105-106)

Thank you very much, that completes this interview. My supervisor may want to call to verify that I conducted this interview; may I have your first name so that she may do so? (VERIFY PHONE #)

NAME:_____ PHONE#:_____

ADMINISTRATIVE DATA:

INTERVIEWER NAME:_____ #_____ _____ (107-110)

INTERVIEW DATE:_____

VALIDATED BY:_____ DATE:_____ _____ (111-112)

Val Method: ___Monitor ___Callback

CODED BY:_____ DATE:_____ _____ (113-114)

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