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RECREATION POTENTIAL OF PRIVATE LANDS IN LOUISIANA'S COASTAL ZONE

MICHAEL D. GRIMES • THOMAS K. PINHEY

DEPARTMENT OF RURAL SOCIOLOGY RESEARCH
LOUISIANA AGRICULTURAL EXPERIMENT STATION

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Synopsis of Findings

By using such factors influencing the demand for outdoor recreational opportunities as population growth, increases in disposable income, changes in the nature and duration of available leisure time, mobility and travel patterns, and trends in license data, we have determined from this study that demands for outdoor recreational opportunities will increase substantially during the next fifteen years, especially in coastal Louisiana. A review of current and projected supplies of outdoor recreational opportunities revealed that, in general, the state faces critical shortages in such supplies in the near future. These data indicated that:

- 1) Particularly critical shortages will be found in areas such as beach swimming, trailer camping, and hiking facilities.
- 2) Moderate shortages will be found in areas such as fishing, picnicking, motor boating, and hunting facilities.
- 3) These shortages will be particularly severe in the coastal region of the state.

In light of these findings, the study sought to investigate the feasibility of using private lands to supplement the efforts of the various public agencies in providing adequate supplies of outdoor recreational opportunities in the state.

The results of interviews with a representative statewide sample of Louisiana residents revealed that:

- 1) Most residents believe Louisiana's outdoor recreational opportunities to be less than adequate.
- 2) Most residents, when comparing Louisiana to other states, believe Louisiana to be certainly no better than other states in outdoor recreational opportunities and perhaps worse than others in this regard.
- 3) Most residents favored either a fee-for-use approach or diversion from other areas in the budget to a tax increase to finance improvements.
- 4) Most residents were favorable toward using private efforts to supplement governmental programs.
- 5) Most residents who were critical of the state's efforts in outdoor recreational development usually lived in larger urban areas, had higher incomes and educational attainments, and were more active in outdoor recreation than those more favorably disposed toward the state's position.

Questionnaires were sent to each member of the 1975 state legislature to determine his position on outdoor recreational issues. About 40 percent returned these for analysis. The results of this segment of the study revealed that:

- 1) A majority of the state legislators responding to our survey believe the state outdoor recreational opportunities in the state inadequate.
- 2) A majority of the state legislators responding to our survey believe the state to be worse than other states in this regard.
- 3) Most legislators responding to our survey believed the state government has the primary responsibility for the provision of outdoor recreational opportunities in the state.
- 4) Most legislators in our survey believed current expenditures for outdoor recreational development should be increased at least moderately.
- 5) Most legislators indicated they would advocate and support state legislation aimed at enhancing public outdoor recreational opportunities.
- 6) Most legislators favored the involvement of private interests and indicated they would support efforts to encourage such supplementary efforts.

Interviews with representatives of six of the largest land-owning companies in the state revealed that most company land not being used for the primary purposes of the company are being put to a variety of recreationally linked uses. Representatives expressed the fear that increased public use of private land would increase liability. This fear may be less real than supposed, since adequate insurance protection at minimal cost is available to private interests.

The overall conclusion of this report is that private lands may serve as an additional outdoor recreational resource in Louisiana at a time when the abilities of public resources are particularly constrained and that all interested parties support the further investigation of the potentials for such uses.

Preface

Issues surrounding the provision of adequate outdoor recreational opportunities have become increasingly relevant in the last decade and a half. Such concerns have occurred in both academic and governmental research and policy-making circles at the national, state, and local levels. A wide variety of actions including legislation to establish a number of bureaus and commissions, numerous reports from these and other groups, and scholarly commentary have resulted from this increased interest. For example, the federal government became involved in planning and research on outdoor recreation in 1959 with the establishment, by special legislation, of the Outdoor Recreation Resources Review Commission (ORRRC), followed by the establishment of the Bureau of Outdoor Recreation (BOR) in the U.S. Department of the Interior.¹ This federal agency under the Land and Water Conservation Fund Act has greatly stimulated research by the various states into the many problems involved in the area of outdoor recreation. One such outcome was a study produced by the Louisiana Bureau of Outdoor Recreation and the Louisiana State Parks and Recreation Commission entitled 1970-75 State-wide Comprehensive Outdoor Recreation Plan for the State of Louisiana. Baton Rouge, LA: State Parks and Recreational Commission, 1971. This multifaceted study sought to gather baseline data on existing recreational opportunities as well as to promote the provision of additional recreational opportunities in the state. The findings, conclusions, and recommendations of this study, supported by those of another state commission--the Louisiana Advisory Commission on Coastal and Marine Resources² (which dealt with some of the broader issues of coastal resource management and development)--combined with those of earlier ORRRC Reports,³ demonstrated both present and future problems in providing adequate outdoor recreational opportunities for the citizens of Louisiana and for the nation as a whole.

As one facet of a comprehensive program to advance the use, development, and conservation of marine resources, the Louisiana Sea Grant Program initiated a research effort in the area of outdoor recreational resource development. One area of interest mentioned in the two reports dealing with Louisiana per se, but not given adequate attention, was the role of private landowners in providing outdoor recreational opportunities to supplement local, state, and national development efforts. This concern becomes critically important given the large amount of land in private control in the state. The Louisiana Sea Grant Program funded a study entitled "Recreational Potential for Estuarine Lands," to deal specifically with this important issue. This report is the result of research conducted on this project during a one and a half year period beginning in January 1974.

Chapter One presents a brief overview of current and projected outdoor recreational development in Louisiana drawn from the two reports noted above and other pertinent materials and primary sources. Later

chapters examine the potentials for increased public recreational uses of privately owned lands in the state in greater detail.

This work is a result of research sponsored by the Louisiana Sea Grant Program, a part of the National Sea Grant Program maintained by the National Oceanic and Atmospheric Administration of the U.S. Department of Commerce. In a research effort of this scope too many debts are accumulated to acknowledge individually. However, Jack R. Van Lopik, Ron Becker, Alvin L. Bertrand, Marc Hershman, Mike Robbins, and Joel L. Lindsey deserve special mention for acting as consultants and for critically reviewing this manuscript prior to publication. The authors would also like to acknowledge the invaluable contribution offered by Karen S. Allen, especially in regard to her work on Section 3 of this report, which deals with Louisiana Legislators. Beth Loup typed the numerous drafts of the report from often less than ideal copy.

REFERENCES

1. For an overview of these actions and the state of research in outdoor recreation, see Marion Clawson and Jack L. Knetsch, Economics of Outdoor Recreation: Resources for the Future. Baltimore, Md: Johns Hopkins Press, 1966.
2. This study, the Louisiana Wetlands Prospectus (Baton Rouge, La.: Louisiana Advisory Commission on Coastal and Marine Resources, 1973), made heavy use of the earlier commission's work on recreational development and integrated recreation into the broader framework of coastal and marine resources study.
3. See especially, Outdoor Recreation for America, a report to the President and to the Congress by the Outdoor Recreation Resource Review Commission (Washington: U.S. Government Printing Office, 1962).

Chapter 1

Demand and Supply for Outdoor Recreational Development in Louisiana

The Changing Demands for Outdoor Recreational Development in Louisiana

Measuring and predicting demand for outdoor recreational opportunities has proved to be no small task for recreational planners. It seems obvious that trends in complex industrial societies call forth greater need for recreation and leisure. As noted by Butler:

Recreation has always afforded an outlet for self-expression, for release and for the attainment of satisfaction in life. During the last few decades, however, the marked and rapid changes that have taken place in our social, industrial, economic and political life have magnified the importance of recreation and have greatly affected the recreation of people.¹

A wide variety of phenomena--some known, some not--determine the desirability of a particular outdoor recreational activity for different individuals at different times during the day, week, month, season, and year. Certain activities are seasonal in nature, others are enjoyed year around. Also, the particular climatic and geographic conditions of a given area influence both the kinds of activity and frequency of participation. Individual characteristics also have an impact on both choice and frequency of activity. Clawson and Knetsch² have isolated several important influences on general demand levels for outdoor recreation: (1) the pattern of population distributions and changes in these distributions, (2) the income distribution of the population and changes both in absolute and in relative terms, (3) trends in the amount and variety of leisure time available to the members of a population, and (4) the mobility and travel patterns of the population. We will provide a brief discussion of each of these factors, focusing on Louisiana in particular, adding a fifth one, trends in hunting and fishing licenses as another indicator of demand.³

Population size and rates of change

A significant influence on the level of demand for outdoor recreation is the population of geographic areas. We will consider here several aspects of Louisiana's population--its aggregate size and changes over time, and the populations (and changes) of various component units such as coastal and noncoastal areas and metropolitan and nonmetropolitan areas.

1) The total state. In 1970 the total population of the state numbered 3,641,306 persons (Table 1.1). It is projected that this total will grow at a rate of approximately 5 percent over the next decade to about 3,833,804 persons in 1980. Between this date and 1990 the rate of growth will slow to about 4.1 percent according to these estimates and will total almost 4 million persons in 1990. These rates of growth will significantly increase the level of demand for outdoor recreation in the state.

2) Coastal vs. noncoastal areas. Not only is the growth of the aggregate important, but differentials among the various component units of the state will also have important consequences for outdoor recreation in the state over the next twenty to thirty years. By roughly dividing the state into "coastal" (state planning districts 1-5) and "noncoastal" areas (districts 6-8), we can further investigate these trends. As shown in Table 1.1, Louisiana's population is heavily concentrated in the southern or "coastal" region, with more than two-thirds of the population residing in this region; projected rates of change over the twenty-year period suggest that virtually all of the growth in the state's population will be concentrated in the coastal region. Given the higher densities in this region initially, demands for outdoor recreational facilities should be far greater here than in the northern area of the state. A glance at the various planning districts within the two areas shows that growth rate differentials obtain there as well (Fig. 1.1).

3) Metropolitan vs. nonmetropolitan areas. Another important difference that should be noted is that nearly two-thirds of the residents of Louisiana live in metropolitan areas, and, when compared to nonmetropolitan areas, these will grow at a much faster rate as well. Thus, outdoor recreational planners must allow for the greater demand for facilities which these facts suggest. Data are also shown for the SMSA's (Standard Metropolitan Statistical Areas) in the state. These, too, show differences in size and in rates of growth.

In summary, the state as a whole will grow in population by nearly 10 percent during the next twenty years with coastal and metropolitan areas having a lion's share of this growth, while noncoastal and nonmetropolitan areas will either remain stable or decline in size. These facts will differentially affect levels of demand for outdoor recreational facilities in the state.

Growth in income levels

Income is another salient influence on levels of demand for outdoor recreational facilities. Especially significant in this regard is what is known as "disposable" income since most recreational expenditures derive from this source. State and national trends and comparisons are shown in Table 1.2. During the fifteen-year period included in the table, "disposable" personal incomes rose by about 60 percent in

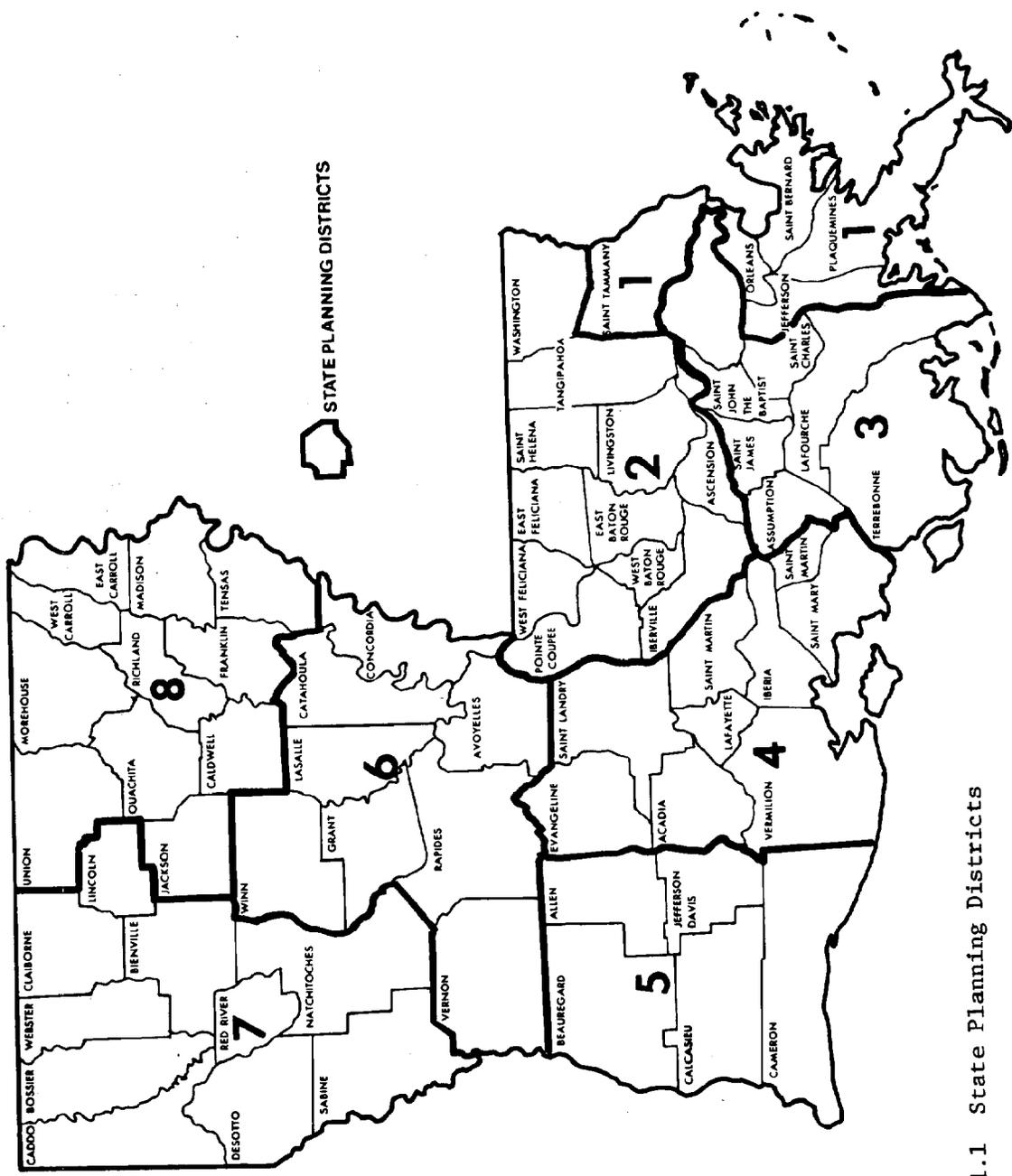


Fig. 1.1 State Planning Districts

both the state and the nation as a whole. Although the average Louisianian's disposable income is only about four-fifths of the national average, some narrowing of this gap may be occurring (see Table 1.2). Studies have shown that recreational demands tend to rise with increases in income levels, especially "disposable" income levels. The average annual increase in these income levels in Louisiana measured 7.2 percent for the period 1967-74. Thus, increases in demand over time should follow these trends.

Changes in patterns of leisure time

Great declines in the average work week have been documented over the past 100 years--from 70 hours per week in 1850 to about 40 hours per week in 1956, largely because the average work day has declined to about 8 hours and the average number of days worked to 5.⁴ A review of more current trend rates demonstrated that the average work week of one group--production or nonsupervisory workers on private nonagricultural payrolls--was approximately 37 hours per week, down about 10 percent from the 1950 week.⁵

In addition to these changes in the length of the work week, the profound influence of the annual paid vacation must also be highlighted as an important demand-producing phenomenon. Each year larger proportions of the work force gain paid vacations and these are often lengthened with years of company service.

These, then, contribute to a growing trend toward more available leisure time. Despite the fact that the relationship between increased leisure time and outdoor recreational demands is not absolute (because of competition by other forms of recreational behavior), trends in the two will usually coincide.⁶

Mobility and travel patterns in Louisiana

Access to any outdoor recreational facility other than neighborhood parks (and even these to some degree) requires the ability to reach the location, either through private or public transportation. Too, travel, both to and from the facility offers satisfactions to the user. Travel is especially important for two of the three resource-based areas discussed by Clawson and Knetsch: resource-based areas (for example, national parks) and intermediate areas (for example, state parks and reservoirs), which generally lie at some distance from the typical user's residence.⁷ Data used by the comprehensive recreational plan showed that the annual miles traveled per capita for Louisianians will increase by about 4 percent by 1990.⁸ Another influence, of course, is the nature of the highway system in the state. With the completion of the major east-west artery (Interstate 10) a safer, more rapid means of mobility has become available in the southern region of the state. Should a north-south controlled-access highway

Table 1.1 Population Sizes and Percent Changes of Selected Units in Louisiana, 1970-1990.

	1970	1980	Percent Change 1970-1980	1990	Percent Change 1980-1990
<u>STATE</u>					
	3,641,306	3,833,804	5.0	3,998,584	4.1
<u>COASTAL AND NONCOASTAL PLANNING DISTRICTS</u>					
Coastal	2,578,601	2,781,657	7.3	2,898,225	6.9
1	1,071,034	1,172,370	8.6	1,277,460	8.2
2	575,208	632,774	9.1	689,712	8.3
3	237,740	270,149	12.0	308,662	12.5
4	467,774	487,538	4.1	506,513	3.7
5	226,845	218,826	-3.7	206,918	-5.8
Noncoastal	1,053,695	1,074,545	1.9	1,077,632	0.3
6	287,315	324,612	11.5	361,148	10.1
7	487,337	474,800	-2.6	454,291	-4.5
8	288,043	275,133	-4.7	262,193	-4.9
<u>METROPOLITAN AND NONMETROPOLITAN SMSA'S*</u>					
	1970	1974	Percent Change 1970-1974		
Alexandria	131,749	135,430	2.8		
Baton Rouge	375,628	407,151	8.4		
Lafayette	111,643	122,076	9.3		
Lake Charles	145,415	148,645	2.2		
Monroe	115,387	122,395	6.1		
New Orleans	1,046,470	1,092,570	4.4		
Shreveport	333,826	343,994	3.0		
Metropolitan	2,260,118	2,372,261	5.0		
Nonmetropolitan	1,382,345	1,391,407	0.9		

Source: University of New Orleans, Div. of Business and Economic Research, 1976.

*Fred Wrighton and Barbara Denton, Estimates of the population of Louisiana parishes. The Louisiana Economy, 8(3), February 1973.

Table 1.2 Per Capita Disposable Personal Incomes in Dollars, United States and Louisiana, Selected Years, 1959-1974.

Year	U.S.		Louisiana		Louisiana As Percent of U.S.
	Amount	Percent Change	Amount	Percent Change	
1959	\$1,906	-	\$1,490	-	78.2
1967	2,774	31.3	2,273	34.4	81.9
1968	2,972	6.7	2,450	7.2	82.4
1969	3,162	6.0	2,529	3.1	80.0
1970	3,397	6.9	2,730	7.4	80.4
1971	3,627	6.3	2,909	6.2	80.2
1972	3,856	5.9	3,121	6.8	80.9
1973	4,305	10.4	3,454	9.6	80.2
1974	4,640	7.2	3,854	10.4	83.1
1959-1974		58.9			61.3

Source: Adapted from the Survey of Current Business, U.S. Department of Commerce, Bureau of Economic Analysis 55(8):11.

ever become a reality in Louisiana, the situation will be even more amenable to travel (and, therefore, to increased recreational demand). Thus, with improvements in the highway system, urban residents (especially) will have greater opportunities to travel to existing outdoor recreational facilities. No doubt this will tax these facilities beyond their capacities, thereby creating demands for new facilities.

Trends in license data

Reviewing trends in license data for various recreational activities is an additional way of coming to grips with the "demand" problem. Hunting and fishing license data for the last four fiscal years were obtained in order to accomplish this task (see Table 1.3). Looking first at hunting licenses, over 14 percent more licenses were sold during the 1974-75 fiscal year compared to the 1971-72 fiscal period. For fishing licenses, the growth over the four-year period was of similar magnitude; about 13 percent more licenses were sold during the 1974-75 year than during the first year reported in our table.

Summary

To summarize, each of the five indicators employed to measure increases in demand for outdoor recreational opportunities--population trends, changes in amounts of disposable income, growth in amount and nature of leisure time, increased mobility of the population, and increases in the sale of licenses--showed that the next fifteen to twenty years in Louisiana should witness a rapidly growing demand for improvement of existing outdoor recreational resources and for the provision of additional opportunities, especially in or near metropolitan areas and in the coastal region of the state.⁹

The Adequacy of the Current Supply of Outdoor Recreational Opportunities

As compared to the demand situation, supply estimates are a bit more concrete since they express what is actually available at a given time. This is especially true when public facilities are the focus. When private resources are included the situation becomes much more complex. In this section, the inventory of outdoor recreational supply is approached in essentially two ways: a brief review of federal and state recreational lands, followed by a review of the supply of specific outdoor recreational activities.

Federal and state lands

In order to provide some feel for federal and state resources, data developed for the Comprehensive Recreation Plan are reproduced as

Table 1.3 Resident Hunting and Fishing Licenses Issued in Louisiana, 1971-1975.

Fiscal Year	Hunting Licenses	Percent Change	Fishing Licenses	Percent Change
1971-1972	328,732	-	325,639	-
1972-1973	343,476	4.3	331,342	1.7
1973-1974	344,422	.3	394,554	16.0
1974-1975	383,474*	8.0	375,667	-0.50
1971-1975		14.3		13.3

Source: Louisiana Wildlife and Fisheries Commission

*Data for this fiscal year are rough totals

Figures 1.2 and 1.3. As can be seen, a variety of state public lands are available, with the northern areas of the state being served better than the southern areas (especially when population sizes are considered). There are several undeveloped state/federally owned lands that have potential for expansion of this particular aspect of the supply situation.¹⁰

Concerning Louisiana's position in the provision of outdoor recreational facilities as compared to other states, a recent newspaper article has shown the state to rank 50th in terms of capital expenditures for acquisition of new park lands, 49th in terms of capital expenditures for park system improvements, and 50th in state park land per capita.¹¹ However, the article also noted that the state legislature recently passed (Act 298, 1975) a \$113 million bond issue for use over a fifteen-year period to help alleviate some of the recreational problems in the state.

The supply of specific outdoor recreational opportunities

An alternative approach to the supply problem centers on a variety of special outdoor recreational needs. Here, the diversity of units in which supplies are stated makes the situation somewhat confusing. For example, water-based activities are expressed in acres, hiking activities in miles, etc. In order to standardize the units and to provide a basis for looking at supply-demand imbalances, supplies of the various types of outdoor recreational facilities are expressed in terms of a common unit of measure--the percentage of the 1985 projected demand provided by the existing supply of the particular activity.¹² These data are presented in Table 1.4, with emphasis on the supply of each activity for the state as a whole and for the northern (noncoastal) and the coastal areas of the state.

1) Beach swimming. Only about 2 percent of the 1985 demand level for beach swimming is currently available for the state as a whole, while 2.7 percent of that demand is available in the coastal region and only about 1.9 percent is supplied to the northern districts in the state. Supplies for this particular activity are the most inadequate of all the activities we investigated.

2) Fishing. About 10 percent of the 1985 demand for fishing opportunities is currently available. There is a slightly greater proportion of supply in the south relative to demand than in the north.

3) Motor boating. Almost a fourth of the 1985 demand for motor boating facilities is currently available in the state as a whole, while fully 50 percent of those needs in the northern section is currently available. For the coastal region about a fourth of the anticipated demand is currently in supply.

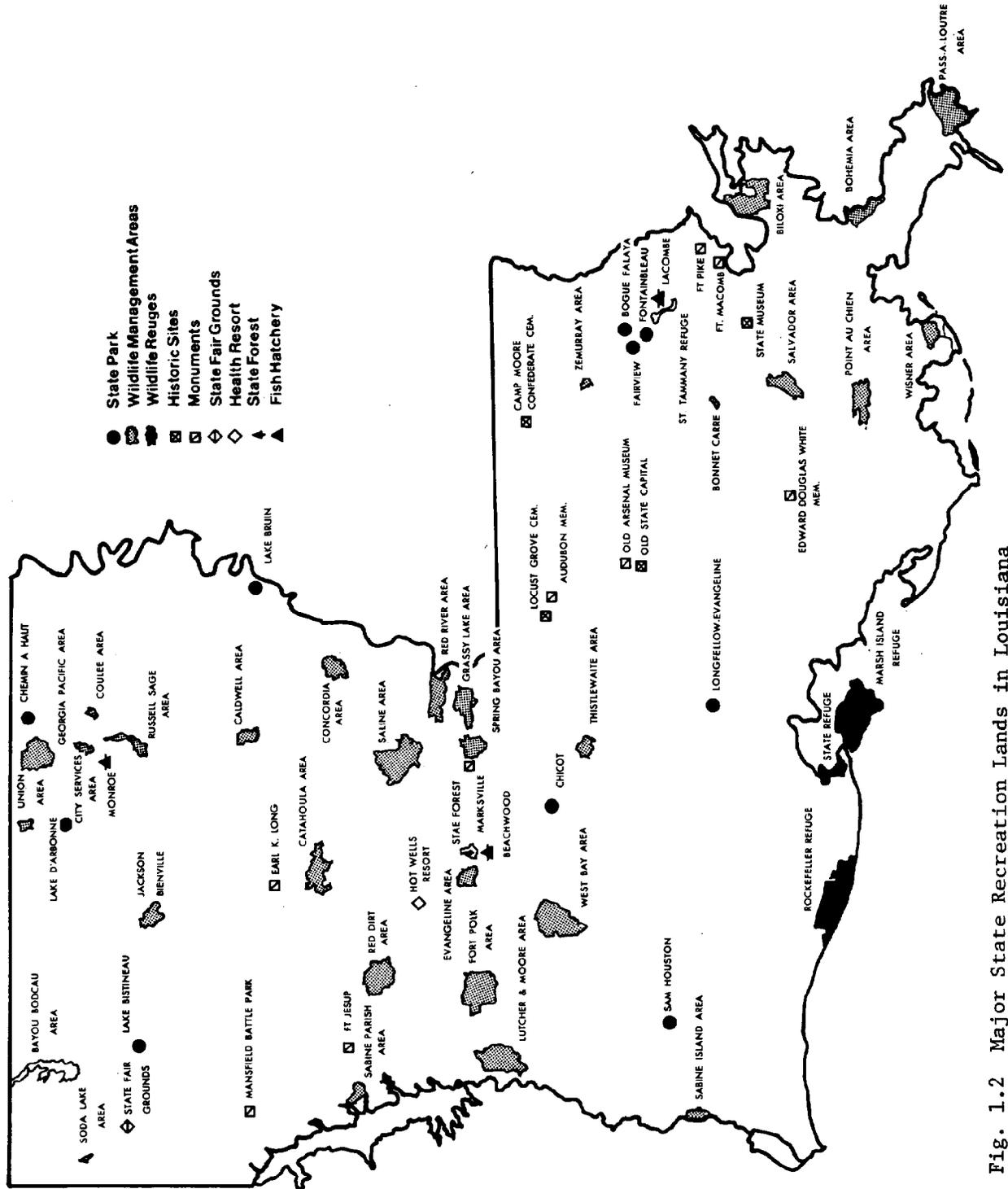


Fig. 1.2 Major State Recreation Lands in Louisiana

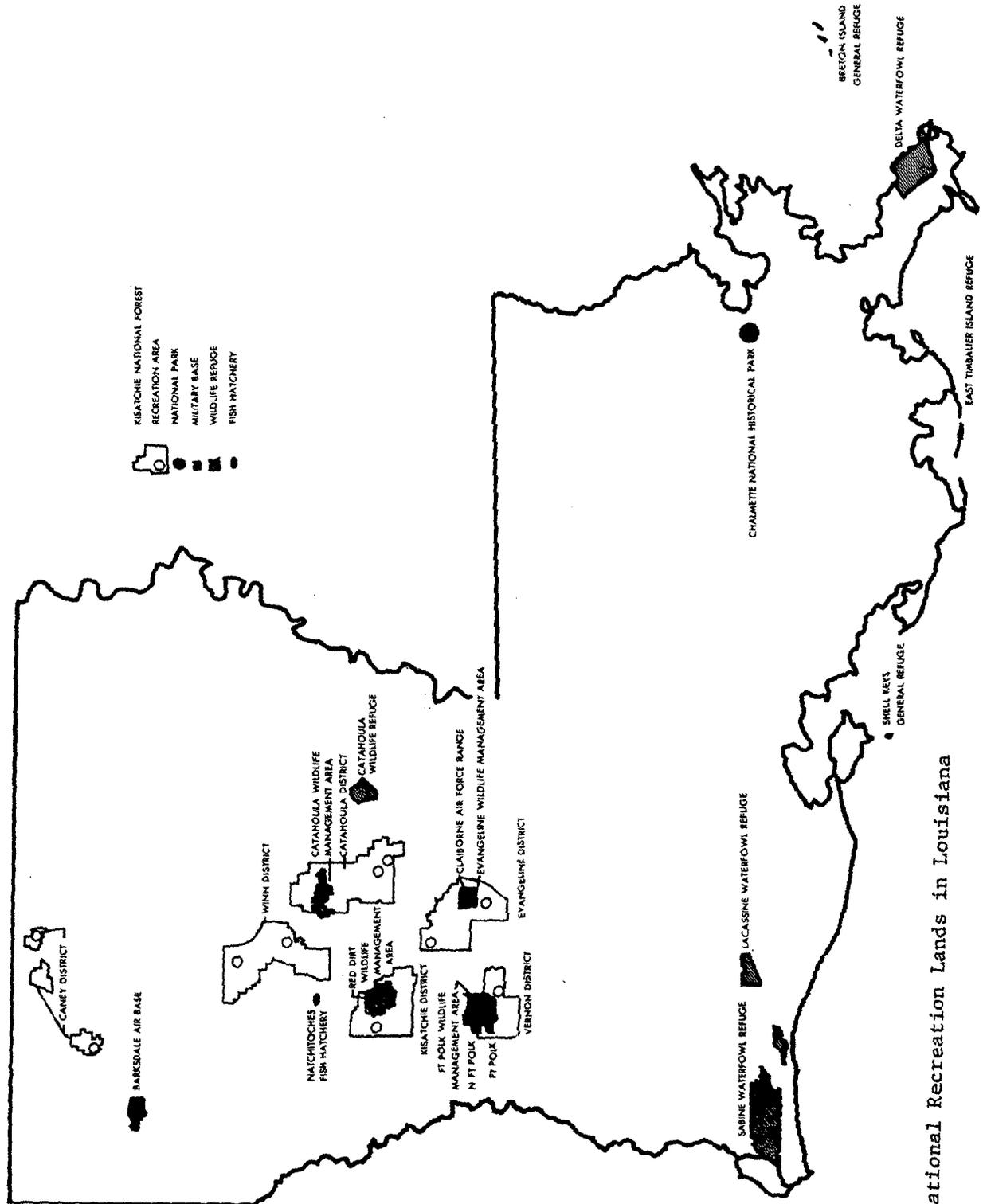


Fig. 1.3 National Recreation Lands in Louisiana

Table 1.4 Current Supplies (1968) of Selected Outdoor Recreational Activities Expressed as Percentage of 1970 and 1985 Demands.

Activity	1985 State Supplies	District (1985 Demands)		Noncoastal Region	District (1985 Demands)							
		Coastal Region			6	7	8					
Swimming, Beach	2.4	2.0	2.7	2.0	1.0	0.0	1.0	9.3	1.9	1.1	2.7	1.8
Fishing	11.8	9.8	11.1	1.5	4.6	11.1	9.3	28.8	9.5	25.0	18.4	2.0
Boating, Motor	27.8	23.3	26.2	3.7	11.9	24.6	20.5	70.1	50.0	55.4	46.1	48.4
Picnicking	24.5	20.6	26.4	6.4	21.9	12.0	32.2	59.3	25.6	18.4	37.0	21.5
Camping, Trailer	5.7	4.8	4.5	4.1	1.2	1.4	1.6	14.2	8.2	4.8	10.8	9.0
Water Skiing	64.2	57.6	59.6	10.3	25.1	57.7	47.1	157.8	115.3	112.3	111.8	121.7
Hiking	7.8	6.6	6.0	1.0	29.0	0.0	0.0	0.0	6.7	13.7	4.9	1.5
Hunting	43.3	36.2	18.9	3.3	22.0	35.2	5.5	28.4	122.8	227.0	36.7	104.7

Source: Adapted from Tables 22-23, 1970-75 Statewide Comprehensive Outdoor Recreational Plan for the State of Louisiana, pp. 5.4-35. These figures were obtained by dividing the supply by the 1985 demand for each geographic area.

4) Picnicking. Concerning opportunities for picnicking in the state in 1985, approximately 20 percent of those needs are currently available. The two regions differ little in this regard, each with about a quarter of 1985 demand currently in supply.

5) Trailer camping. The second least-satisfied demand in terms of current supply for the state is camping facilities for trailers. Only about 5 percent of the 1985 demand is in current supply. The coastal area is worse off than the northern area for this particular activity with a supply only 4.5 percent of demand as compared to 8.2 percent for the north.

6) Water skiing. The most abundant supply relative to future demands is water skiing, with current supplies able to meet almost 58 percent of demand in 1985. In the northern region current supply exceeds 1985 demand by 15 percent, while in the south, the facilities will satisfy approximately 60 percent of demand.

7) Hiking. Louisiana does not currently have adequate opportunities for hiking. For the state as a whole, current supplies will satisfy only about 6 percent of 1985 demands. Southern and northern regions share the same rate with the state in this regard, or about 6 percent of the needed supply.

8) Hunting. The current level of hunting opportunities available will meet only about 36 percent of the 1985 demand for hunting. The south is greatly lacking in this regard, with supplies adequate for only about 20 percent of demand, while the northern area's current supplies exceed 1985 demands by about 23 percent.

In summary, current outdoor recreational opportunities, at the level of the entire state, fall far short of meeting expected demand levels in 1985. Shortages in such activities as beach swimming, trailer camping, and hiking will be especially severe. In moderately short supply will be facilities in fishing, picnicking, motor boating, and hunting. Only in the northern region and only for water skiing and hunting do current facilities exceed 1985 demand levels. Thus, the state faces critical shortages in outdoor recreational facilities in the very near future. This fact holds true even if the 1970 demand levels were substituted for the 1985 levels (see Table 1.4).

Project Overview

Thus far we have tried to demonstrate that factors such as population growth rates, rising levels of disposable incomes, increased leisure time, and a highly mobile population even now are creating demands for outdoor recreational opportunities that cannot be met by current or projected levels of investment on the part of federal, state, and local authorities. Whether or not such levels of investment will be increased is uncertain, especially given the already sizable

demands placed upon these governments to provide even basic levels of other services. It is concluded that in the short run at least, supplies from governmental sources will not be able to meet forthcoming increases in demands for outdoor recreational opportunities.

In light of these facts, if the gap between supply and demand levels is to be closed (or at least not allowed to widen), efforts must be undertaken to involve the only other source for outdoor recreational resources--the private sector, especially large landowners in the state.

The goal of this study was to investigate the attitudes of three major groups--representatives of large land-owning companies, the general public, and public officials--concerning an expanded role for the private sector (large landowners in particular) in outdoor recreational development in coastal Louisiana. The study sought information on economic, legal, political, and social issues surrounding this approach. The remainder of this report presents our findings organized as follows: Chapter Two deals with the survey of the general public; Chapter Three presents the data from a survey of state legislators; Chapter Four deals with the attitudes and opinions expressed by representatives of the land-owning companies surveyed; Chapter Five presents conclusions and recommendations; and the Appendixes contain a review of legal issues surrounding greater public use of private lands.

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3. Data furnished by the Louisiana Wildlife and Fisheries Commission (LWFC).
4. Joseph S. Zeisel, "The Workweek in American Industry 1850-1956," in Eric Larrabee and Rolf Meyersohn (eds.), Mass Leisure (New York: The Free Press, 1958).
5. Employment and Earnings, 21(1) July 1975 U.S. Department of Labor, Bureau of Labor Statistics.
6. Clawson and Knetsch, Economics of Outdoor Recreation, document the nature of the relationship between the two.
7. Ibid., p. 38.
8. 1970-75 Statewide Comprehensive Outdoor Recreation Plan, p. 434.
9. Our review of demands focuses only on demands for outdoor recreational facilities generated by factors inside state boundaries. Demands generated by participants from other states in Louisiana outdoor recreation are ignored because the data is unavailable. Thus, demands are understated in this report.
10. 1970-75 Statewide Comprehensive Outdoor Recreation Plan, Section 3.
11. Morning Advocate, August 3, 1974 (Data from National Conference on State Parks).
12. Our data here are modified from those in the Comprehensive Recreation Plan, 1971, Section 5. These data are based on the 1968 Louisiana Recreation Survey, which interviewed over 6,000 individuals throughout the state. Updated data on this subject are presented in the publication Outdoor Recreation in Louisiana, 1975-1980, based on a similar study completed in 1973. We used the earlier data since the latter study had not been published when we completed this section of our report. Comparisons of the two however, reveal few differences. We decided to use 1985 demand levels in order to reflect the lead time required to make decisions concerning provision for outdoor recreational opportunities. Such lead time makes advanced planning imperative.

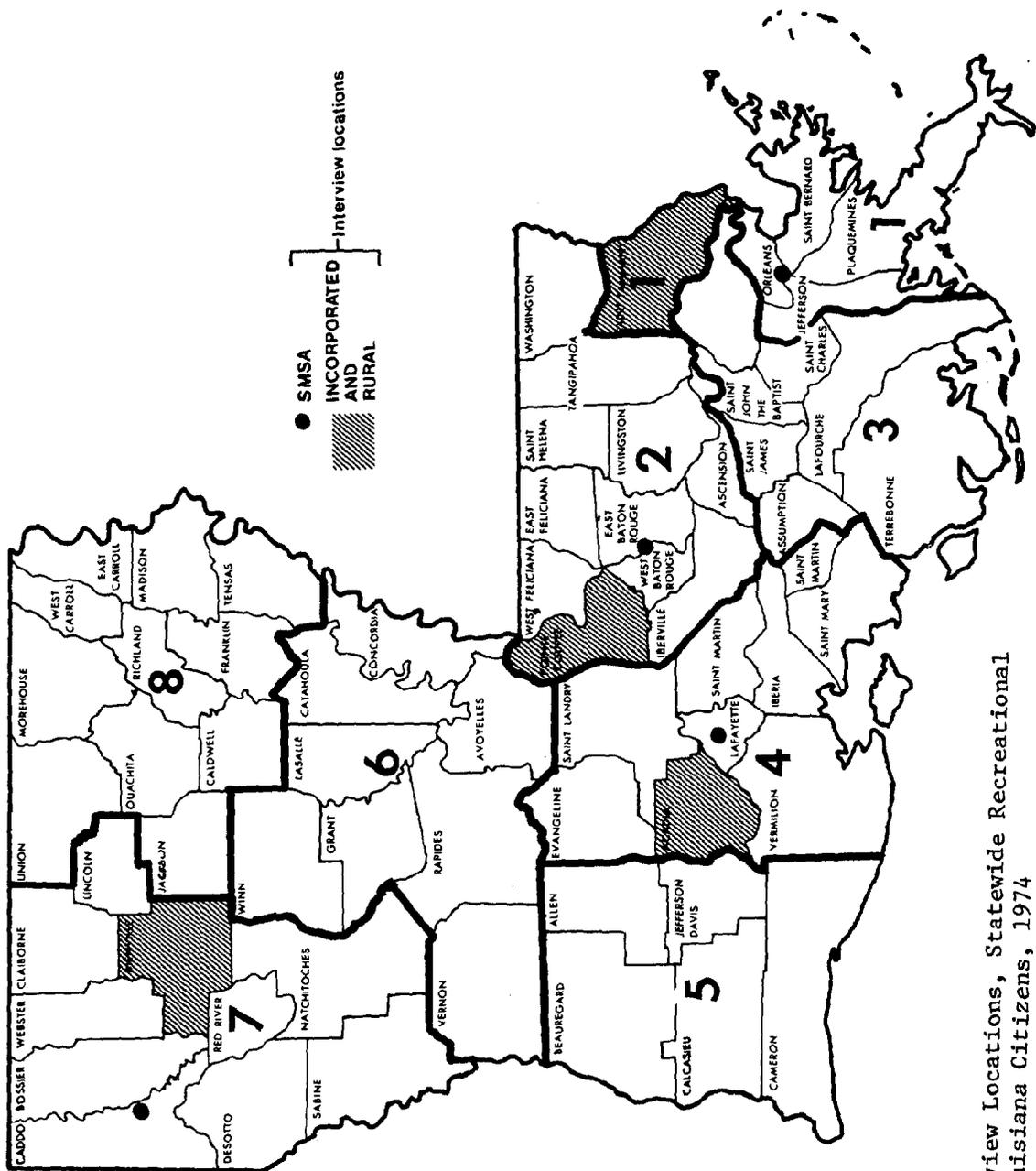


Fig. 2.1 Interview Locations, Statewide Recreational Survey of Louisiana Citizens, 1974

Chapter 2

Attitudes and Opinions of Louisiana Citizens Concerning Outdoor Recreational Development

When attempting to assess the potential for using private lands for public recreational purposes, the most salient group of individuals to survey are those who will make use of these facilities--in this instance the residents of Louisiana. Their felt needs for such uses will directly affect the future levels of participation in recreational activity and, hopefully, may indirectly affect the positions of legislators and public officials concerning the issues surrounding this approach to expanding recreational opportunities. This chapter reports the results of a survey of a sample of Louisiana citizens toward (1) current outdoor recreation in the state, (2) the adequacy of specific recreational opportunities, (3) selected aspects of recreational planning, and (4) issues in the use of private lands to expand public recreational opportunities.

Methodological Procedures

We used a field survey technique for the study model. A questionnaire was designed based on a review of previous work concerned with the evaluation of recreational attitudes and opinions. We pretested and modified the questionnaire to eliminate ambiguous and controversial items. Twenty trained interviewers completed 926 interviews with state residents, who were selected through a sampling procedure. Briefly, the sample was drawn as follows: (1) We selected four of the existing eight state planning districts based on a variety of characteristics considered representative; (2) from within each of these, the most urban and the most rural of the parishes (counties) were isolated; (3) the largest urban area from within the most urban parish was sampled--a single incorporated town was randomly chosen and clusters of dwellings in rural areas were randomly selected from the most rural parish; and (4) within the urban parishes, census tracts were stratified according to income levels and sampled. Previous uses of techniques such as this have demonstrated a fairly accurate representation of the population.¹ Our interview locations are reflected in Figure 2.1.

The Attitudes and Feelings of Louisianians about Outdoor Recreation Issues

In reviewing responses to the issues noted below, we organized the collected data by initially presenting attitudes and opinions of the

entire group of Louisiana residents. Then we divided the sample according to several salient characteristics of the respondents that could have influenced their answers.

Attitudes and Feelings of Louisianians
About Outdoor Recreation Issues

The Questionnaire

A sample of Louisiana residents were asked the following questions to determine their attitudes and opinions about recreation facilities in the state:

- 2.1 Do you think recreation facilities in Louisiana are adequate or inadequate for the state's needs?
- 2.2 How do you think Louisiana's recreation facilities compare with other states?
- 2.3 If you think facilities should be improved, where should the money come from?
- 2.4 What would you think about private companies setting up public recreation areas for profit and for supplementing the state's facilities?
- 2.5 If private companies set up public recreation areas for profit and to supplement the state's facilities, do you think they should get some incentive, such as tax breaks?

In reviewing responses to these issues, we organized the collected data by initially presenting attitudes and opinions of the entire group of sample residents, and then we divided the sample according to several salient characteristics of the respondents that could have influenced their answers. These characteristics include: region of residence, location of residence (whether SMSA, urban, or rural)², race, sex, income level, educational attainment, age, occupational status, and level of recreational activity.

2.1 General Assessment of Outdoor Recreation in Louisiana

2.1A Entire sample. Section A of Table of 2.1 contains the distribution of responses for the entire sample of Louisiana citizens to the question, "What is your evaluation of the state of current outdoor recreational development in Louisiana?" Combining the two more positive categories of response in the original question (good and adequate) and two more or less negative ones (fair and inadequate) we see that about half of the entire sample (50.2 percent) believed outdoor recreational development to be either fair or inadequate, while only about 40 percent responded good or adequate. Thus, our sample believed that outdoor recreational development was less than ideal in Louisiana.

2.1B Region of state. Over half the residents in each geographic area rate outdoor recreation in Louisiana as either fair or inadequate. Little difference exists in the response patterns of coastal residents when compared to noncoastal residents.

2.1C Hometown size. A majority of people living in the SMSA's in the state (55.8 percent) rated outdoor recreational development in Louisiana as only fair or inadequate. Those living in urbanized or rural areas were less likely to do so (for both the other groups, the percentage viewing recreational development as fair or inadequate was about 42 percent).

2.1D Ethnicity. Both black and white Louisianians felt that the state's current outdoor recreational development was only fair to inadequate. (For each of these groups, the figure was about 50 percent.)

2.1E Sex. Sex of the respondent had no impact on assessment of outdoor recreation in Louisiana. About half of each sex group viewed it as fair or inadequate, about 40 percent saw it as good or adequate, and nearly 10 percent either did not answer or were undecided.

2.1F Income. Respondents with higher incomes were more likely to be critical of the current outdoor recreational development in the state than were those with lower incomes. The largest percentage of respondents who rated such development as fair or inadequate was persons with incomes between \$10,000 and \$15,999 per year. Those with incomes higher than \$15,999, although somewhat less critical, were certainly more critical than those with incomes lower than \$10,000.

2.1G Educational attainment. There are few differences in responses between educational groups. However, those respondents with from ten years of schooling to high school graduation and those with college degrees and beyond were the most critical of outdoor recreational opportunities in the state, while almost 15 percent of those with less than a tenth grade education had no opinion on the question.

2.1H Occupation. In all but one of the occupational groups (that being the lowest prestige group, including unskilled, domestic, and

Table 2.1 What is Your Evaluation of the Current State of Outdoor Development in the State?

Responses	Good, Adequate	Fair, Inadequate	No Answer	Total
A. <u>The Entire Sample</u>	40.5	50.2	9.3	926
B. <u>Region of Residence</u>				
Coastal	42.0	52.4	5.6	663
Noncoastal	36.8	44.7	18.5	263
C. <u>Location of Residence</u>				
Rural	45.1	42.2	12.7	213
Incorporated	47.6	41.9	10.6	167
SMSA	36.6	55.8	7.6	546
D. <u>Ethnicity</u>				
White	45.9	49.3	4.8	596
Black	31.0	51.8	17.2	293
E. <u>Sex of Respondent</u>				
Male	40.6	50.7	8.7	398
Female	40.4	49.9	9.7	527
F. <u>Income Level</u>				
Under \$6,000	41.5	41.3	17.2	319
\$6,000 - \$9,999	34.6	57.0	8.5	172
\$10,000 - \$15,999	39.0	59.5	1.6	198
Over \$16,000	46.8	52.9	0.4	172
G. <u>Education Level</u>				
College Degree	42.3	55.9	1.7	162
1-3 Years College	42.3	50.7	7.0	162
10-12 Years	39.0	57.1	3.9	343
Less than 10 Years	42.0	40.6	17.4	285
H. <u>Age of Respondent</u>				
Under 24	39.1	41.8	19.1	119
24-35	42.1	54.9	3.0	180
36-45	37.1	59.5	3.4	159
46-55	42.7	51.3	6.0	137
56-65	37.0	56.8	6.2	156
Over 65	44.4	35.9	19.7	175
I. <u>Occupational Level</u>				
Professional, Technical and Kindred	36.6	56.2	7.2	133
Business Managers, Officials and Proprietors	44.1	51.8	4.0	106
Clerical and Sales	43.8	56.2	0.0	51
Craftsmen, Foremen, and Kindred	32.9	63.8	3.4	102
Operatives and Kindred	32.6	60.9	6.5	74
Unskilled, Service and Domestic	42.1	42.1	15.7	151
J. <u>Recreational Activity Level</u>				
Actives	39.6	53.9	6.5	574
Inactives	42.6	40.9	16.5	352

service workers) over half of those responding rated outdoor recreational development in the state as being only fair or inadequate. The groups most critical included craftsmen, foremen, and kindred workers (about 64 percent responded in this manner), and operatives and kindred workers (61 percent of whom viewed the situation as being fair or inadequate).

2.1I Age. The middle ranges (from ages 25 to 64) were far more critical of the state of outdoor recreation in Louisiana than those who were very young or those who were older.

2.1J Recreational activity. For purposes of this analysis, we compare two groups, those who engaged in at least one of a variety of recreational activities (including fishing, hunting, hiking, etc.) during the previous year, and those who did not. Table 2.1J presents the results of our analysis. Recreationists were more likely to rate the current level of recreational development in the state as fair or inadequate (about 54 percent gave this response), while noncreationists were split about evenly between more positive and less positive, and they had a much larger percentage of respondents answering "don't know."

In summary, a majority of respondents believed outdoor recreation in the state to be either fair or inadequate. Particularly skeptical groups in this regard were residents of large cities, those with higher incomes, blue collar workers, persons in middle age groups, and the recreationally active.

2.2 Comparisons with Other States in Recreational Development

The next issue of concern is the comparison of the general level of outdoor recreational development in Louisiana with other states. We asked our respondents to rank the state as better than others, about the same as others, or worse than others in terms of outdoor recreational development.

2.2A Statewide opinions. The largest response category in the entire sample (33.8 percent) believed Louisiana to be worse than other states in terms of outdoor recreational development. Only about 19 percent believed the state better than others in this regard, while about 32 percent felt the state to be at about the same level of development as other states. Fully two-thirds of the respondents in our sample, thus, believed the state to be no better than, about the same, or worse than other states in terms of outdoor recreational development.

2.2B Region. Region of residence has little impact on the comparative assessment of Louisiana's outdoor recreational development. Noncoastal residents are a bit less favorably disposed toward development in the state in each of the first two categories (better than others or about the same) and were more likely to give a "don't know" answer than were coastal residents.

2.2C Hometown size. The size of town of residence seems to have an impact on responses to this particular question as well as it did to the previous question (2.1C). Residents in SMSA's in Louisiana were more critical of the state's position relative to other states in outdoor recreational development than were residents in rural or incorporated areas. Almost 40 percent of SMSA residents ranked Louisiana's outdoor recreational development as worse than other states, while only about a quarter of the residents in the other locales were inclined to provide this particular answer. Also, SMSA residents were less likely to evaluate the situation as better than other states or as about the same as others.

2.2D Ethnicity. The ethnicity of the respondents, when viewed overall, made little difference in their responses to Question 2.2. The largest category for whites was worse than others, while for blacks, it was about the same. However, the differences in percentages between the groups are not large enough to be meaningful.

2.2E Sex. Respondents from the two sexes differed in answers--the males having a greater proportion responding better than others, the females having a greater proportion responding about the same as others. The two groups differed little in the proportion responding worse than other states.

Table 2.2 How Does our State Compare with Other States in this Regard?

Responses	Better Than Others	About The Same	Worse Than Others	No Answer	Total
A. <u>The Entire Sample</u>	18.5	31.9	33.8	15.8	926
B. <u>Region of Residence</u>					
Coastal	19.3	32.3	35.3	13.1	663
Noncoastal	16.4	31.0	30.0	22.6	263
C. <u>Location of Residence</u>					
Rural	21.3	36.0	25.4	17.3	213
Incorporated	22.4	32.7	26.1	16.8	167
SMSA	16.3	29.5	39.3	15.9	546
D. <u>Ethnicity</u>					
White	22.4	31.4	34.9	11.3	596
Black	11.5	35.3	28.6	24.6	293
E. <u>Sex of Respondent</u>					
Male	23.2	28.5	34.9	13.4	398
Female	14.9	34.6	33.0	17.0	527
F. <u>Income Level</u>					
Under \$6,000	16.0	38.6	20.6	24.9	319
\$6,000 - \$9,999	11.8	32.4	40.9	14.6	172
\$10,000 - \$15,999	19.2	30.8	44.2	5.8	198
Over \$16,000	31.5	19.5	44.9	4.1	172
G. <u>Education Level</u>					
College Degree	23.6	24.8	45.8	5.8	162
1-3 Years College	23.4	22.0	42.0	12.7	162
10-12 Years	18.2	33.2	39.2	9.4	343
Less than 10 Years	13.7	41.5	16.9	28.0	285
H. <u>Age of Respondent</u>					
Under 24	17.0	26.7	30.8	25.6	119
24-35	20.6	26.9	44.6	7.9	180
36-45	19.4	27.4	45.6	7.1	159
46-55	19.3	29.6	37.0	14.0	137
56-65	14.7	44.0	27.2	14.1	156
Over 65	19.3	35.5	17.3	28.0	175
I. <u>Occupational Level</u>					
Professional, Technical and Kindred	20.8	22.0	44.8	12.4	133
Business Managers, Officials and Proprietors	30.8	25.8	34.9	8.5	106
Clerical and Sales	25.7	88.4	40.9	0.0	51
Craftsmen, Foremen, and Kindred	14.7	30.4	45.5	9.4	102
Operatives and Kindred	11.9	26.1	53.9	8.0	74
Unskilled, Service and Domestic	17.3	35.4	27.5	19.8	151
J. <u>Recreational Activity Level</u>					
Actives	19.4	30.3	38.0	12.3	574
Inactives	16.4	35.9	23.2	24.5	352

2.2F Income. Upper income respondents are more likely to give the worse than others response than are those with lower incomes. However, the highest income category is also the group with the largest proportion responding better than others. Despite this inconsistency, the income level of respondents does appear to have an influence on the responses to the question.

2.2G Education. Those residents with more formal education were more likely to assess Louisiana's current outdoor recreational development as being worse than other states. In the highest educational group (those with a college degree or more education) about 46 percent responded in this manner, while in the lowest group (those with less than 10 years of education) only about 17 percent gave this response.

2.2H Age. The middle-aged group of 36-45 years were the most critical of recreation in Louisiana. About 46 percent of these believed the state to be worse than others in outdoor recreational development. Respondents younger than this group as well as those older tended to be less critical, with those respondents over age 65 being the least critical age group in the entire sample.

2.2I Occupation. There do not seem to be great differences in responses to Question 2.2 by occupational level. The most critical group are those in the "operatives" category (53.9 percent responded worse than others) while the least critical group were unskilled, service and domestic workers (27.5 percent of this group responded worse than others).

2.2J Recreational activity level. Recreational actives were more likely to rate the state as worse than other states in recreational development, while the inactive group was more likely to rate such development as about the same.

An overview of the responses to Question 2.2 reveals that, generally, our respondents believed the state to be worse than other states in terms of outdoor recreational development. Particularly critical groups were those who resided in large cities, had higher incomes and educational attainments, and were 36-45 years in age.

How Might the Current Situation be Changed?

- 2.3 If you think facilities should be improved, where should the money come from?
- 2.4 What would you think about private companies setting up public recreation areas for profit and for supplementing the state's facilities?
- 2.5 If private companies set up public recreation areas for profit and to supplement the state's facilities, do you think they should get some incentive, such as tax breaks?

The same variables as outlined re p. 17 apply.

2.3 Source of Funds to Improve Outdoor Recreation in the State

An important issue in outdoor recreation is the nature of the attitudes of our respondents toward the provision of funds to improve recreational opportunities in the state. These data are summarized in Table 2.3.

2.3A Entire sample. The largest category of respondents (33.3 percent) recommended diversion from other areas in the state budget as the means for financing such improvements. Only about 4 percent recommended an increase in taxes as a means for accomplishing this goal. Interestingly, the second largest group of respondents (about 32 percent) favored a fee-for-use method as the source for funds, and about 23 percent of the sample favored some combination of the first three methods.

2.3B Region of state. For noncoastal residents, almost half favored the diversion of funds alternative, while coastal residents were more likely to recommend a fee-for-use plan for financing improvements in outdoor recreational facilities. Neither of the groups favored "tax increases."

2.3C Hometown size. Rural and incorporated area residents were likely to recommend diversion of funds from other areas in the budget, while the most popular approach for residents in SMSA's was a fee-for-use system. For the rural residents, "diversion" was almost twice as popular as the second alternative--fee-for-use--but for residents of incorporated areas, the response was only slightly more popular than the same second choice. As above, all three resident groups ranked increases in taxes as the last alternative.

2.3D Ethnicity. Blacks in our sample preferred diversion of funds from other areas in the budget by an almost 10 percent greater proportion than did white residents, who indicated that a fee-for-use system should be used to obtain funds for the improvement of state outdoor recreational opportunities.

2.3E Sex. Sex of respondent did not seem to influence responses to Question 2.3.

2.3F Income. Few differences obtain among the income categories on the Question 2.3. Diversion of funds from other areas in the state budget and fee-for-use plans for financing improvements in recreational development were the most popular response categories, while "tax increases" was the least popular category.

2.3G Education. Respondents with at least some college favored a combination of approaches to obtain additional funding, while those with from 10 to 12 years of schooling seemed divided between the diversion of funds and fee-for-use alternatives, and those with less than 10 years of schooling opted for diversion of funds from other areas in the state budget.

Table 2.3 Either Now or in the Future, How Would You Recommend that Funds be Obtained for the Improvement of Recreational Facilities in Louisiana?

Responses	Diversion of Money From Budget	Increases in Taxes	Fee-For-Use	Combination	No Answer	Total
A. <u>The Entire Sample</u>	33.3	3.7	32.2	20.6	10.1	926
B. <u>Region of Residence</u>						
Coastal	29.1	3.9	34.6	23.2	10.3	663
Noncoastal	46.4	3.3	26.3	14.2	9.8	263
C. <u>Location of Residence</u>						
Rural	46.3	4.8	22.9	9.6	16.4	213
Incorporated	36.4	1.3	30.0	20.7	11.5	167
SMSA	27.2	4.0	36.5	24.9	7.3	546
D. <u>Ethnicity</u>						
White	29.7	2.5	36.0	23.3	8.4	596
Black	38.1	6.8	24.8	15.8	14.5	293
E. <u>Sex of Respondent</u>						
Male	31.9	4.4	33.1	23.8	6.8	398
Female	34.2	3.2	31.6	18.3	12.7	527
F. <u>Income Level</u>						
Under \$6,000	37.8	5.4	25.0	15.2	16.6	319
\$6,000 - \$9,999	30.1	2.9	41.9	18.1	7.1	172
\$10,000 - \$15,999	30.2	3.1	36.8	24.7	5.1	198
Over \$16,000	30.6	3.0	29.8	33.7	2.8	172
G. <u>Education Level</u>						
College Degree	21.3	1.4	34.5	40.7	2.1	162
1-3 Years College	23.1	1.8	35.0	35.4	4.8	162
10-12 Years	38.2	3.1	38.6	13.6	6.5	343
Less than 10 Years	38.2	6.9	23.2	9.2	22.5	285
H. <u>Age of Respondent</u>						
Under 24	42.8	3.2	31.3	19.4	3.4	119
24-35	31.4	4.2	32.0	24.2	8.2	180
36-45	28.0	0.3	38.0	30.4	3.4	159
46-55	31.7	4.3	34.4	18.8	10.8	137
56-65	37.3	4.0	30.5	19.1	9.0	156
Over 65	31.1	5.9	27.7	11.8	22.7	175
I. <u>Occupational Level</u>						
Professional, Technical and Kindred	24.5	0.8	39.6	34.3	0.8	133
Business Managers, Officials and Proprietors	24.1	0.7	40.6	30.7	3.9	106
Clerical and Sales	19.7	1.2	45.8	33.2	0.0	51
Craftsmen, Foremen, and Kindred	27.2	2.1	48.8	15.1	6.9	102
Operatives and Kindred Unskilled, Service and Domestic	48.7	7.3	19.2	9.0	15.8	74
Unskilled, Service and Domestic	40.7	4.1	22.5	17.3	15.5	151
J. <u>Recreational Activity Level</u>						
Actives	32.5	3.2	33.7	23.3	7.3	574
Inactives	35.4	5.0	28.6	13.5	17.5	352

2.3H Age. Age of respondent did not seem to influence responses to Question 2.3.

2.3I Occupation. Respondents in the two lowest occupational categories (operatives and unskilled) preferred diversion of funds from other areas in the state budget over the other alternatives, while those at levels above these preferred a fee-for-use system.

2.3J Recreational activity level. Recreational actives (i.e., those engaging in at least one of the recreational activities during the previous year) were slightly more likely to favor a "fee-for-use" financing plan for expanding recreational opportunities, while in-actives favored diversion of funds from other areas in the budget as the best approach.

In summary, respondents opposed tax increases as a means for providing funds to improve recreational opportunities and seemed to favor the diversion of monies from other budgetary categories and a fee-for-use approach for funding. Region of residence, size of city, ethnicity, educational level, and occupational pursuit all influenced the character of the responses to a greater or lesser extent.

2.4 Private Development to Supplement State Efforts

One of the most important questions in our survey was directed at the role of private interests in developing outdoor recreational opportunities to supplement state efforts. Two-thirds of our sample agreed that private interests should be encouraged to do so.

2.4A Region of state. Coastal area residents were slightly more favorably disposed to Question 2.4 than were noncoastal area residents. The latter category of respondents were also more likely not to have an opinion on this question than were the former.

2.4B Hometown size. Residents in SMSA's were the most favorably disposed group to private recreation development, but the other two groups still favored this alternative by greater than a two-to-one margin over the other categories of response.

2.4C Ethnicity. The proportion of whites favoring the support of private development exceeded the proportion of blacks favoring this alternative by about 15 percentage points.

2.4D Sex. No major differences in response to Question 2.4 are noted, except that females were about twice as likely not to respond to the question as males.

2.4E Income. Respondents with incomes greater than \$10,000 per year were much more favorably disposed to a profit-seeking private participation in outdoor recreational development in the state.

2.4F Education. Respondents with higher levels of education tended to favor the question of private participation in outdoor recreation more than those with lower levels of education throughout the range of educational attainments. Too, the proportion responding "don't know" increased dramatically as the educational attainment of the respondent decreased.

2.4H Age. No great differences obtain as age level changes if the youngest and the oldest groups are excluded. Each of these groups is less likely to favor private participation than the age groups between them in the scale.

2.4I Occupation. The middle occupational groups, especially clerical and sales workers, tend to favor private participation more than both those above and those below them. But the least favorable group, the professional and technical category, still favors private participation in public recreational development by a ten-to-six margin.

2.4J Recreational activity level. Persons who had engaged in one or more of the various recreational activities during the previous year favored Question 2.4 by a greater margin than those who were recreationally inactive.

Table 2.4 Should Private Interest be Encouraged to Develop Recreational Facilities as a Profit-Making Activity to Supplement State Efforts.

Responses	Yes	No	Other	No Answer	Total
A. <u>The Entire Sample</u>	61.2	24.3	14.5	0.0	926
B. <u>Region of Residence</u>					
Coastal	63.5	25.1	1.0	10.4	
Noncoastal	55.4	22.3	4.1	18.1	
C. <u>Location of Residence</u>					
Rural	57.0	22.0	0.0	21.1	
Incorporated	56.5	24.2	1.3	18.0	
SMSA	64.2	25.3	2.8	7.7	
D. <u>Ethnicity</u>					
White	65.7	22.7	0.6	11.0	
Black	51.9	30.4	5.1	12.7	
E. <u>Sex of Respondent</u>					
Male	61.0	27.9	2.6	8.5	
Female	61.3	21.7	1.3	15.7	
F. <u>Income Level</u>					
Under \$6,000	53.2	26.1	1.8	19.0	
\$6,000 - \$9,999	54.6	26.7	5.9	12.8	
\$10,000 - \$15,999	71.7	23.5	0.0	4.7	
Over \$16,000	72.1	23.6	0.8	3.5	
G. <u>Education Level</u>					
College Degree	72.4	24.5	1.2	1.8	
1-3 Years College	65.1	26.7	6.0	2.1	
10-12 Years	63.1	22.4	0.4	14.2	
Less than 10 Years	51.7	26.4	1.6	20.3	
H. <u>Age of Respondent</u>					
Under 24	52.9	28.6	8.1	10.4	
24-35	66.6	22.9	0.7	9.8	
36-45	61.9	25.3	0.0	12.9	
46-55	65.2	25.4	1.0	8.3	
56-65	64.2	23.2	2.8	9.9	
Over 65	54.9	22.3	0.3	22.4	
I. <u>Occupational Level</u>					
Professional, Technical and Kindred	60.9	29.7	8.3	1.1	
Business Managers, Officials and Proprietors	67.7	26.8	0.0	5.5	
Clerical and Sales	69.6	27.2	0.0	3.2	
Craftsmen, Foremen, and Kindred	66.5	22.9	0.0	10.6	
Operatives and Kindred	67.3	24.3	0.0	8.5	
Unskilled, Service and Domestic	61.2	27.2	0.0	11.6	
J. <u>Recreational Activity Level</u>					
Actives	62.9	24.3	2.3	10.5	
Inactives	56.6	24.6	0.7	18.0	

In conclusion, about two-thirds of our respondents favored the involvement of private interests to supplement state recreational development. Those most likely to favor such involvements were white residents of the coastal areas in the higher income and educational levels, who worked in clerical and sales occupations and who were recreationally active.

2.5 State Cooperation to Facilitate Private Development

The next question the interviewers asked the sample group concerned the state's role in offering incentives such as tax breaks to private landowners who make their lands available for public recreational use.

2.5A Entire sample. More than half (52.9 percent) of those responding to Question 2.5 agreed that the state should, through some sort of action, cooperate in making it easier for private interests to develop recreational sites.

2.5B Region of state. The region of the state in which the respondent resided made quite a difference in the response pattern to Question 2.5. Coastal residents were much more likely to respond affirmatively to the question than were noncoastal residents (the former answered "yes" almost 60 percent of the time, while the latter did so only about 40 percent of the time).

2.5C Hometown size. Respondents from rural areas were the least favorably disposed to the state's role in providing the various incentives to encourage private investments in this area, while persons living in incorporated areas were the most favorable of the three groups to this issue.

2.5D Ethnicity. Whites were a bit more likely to favor state cooperation than were blacks, but the differences between the two groups were too small to be meaningful.

2.5E Sex. Males were a bit more likely to respond affirmatively to this issue than females, however, the differences between the two groups were not great (54 percent versus 52 percent, respectively).

2.5F Income. Although the highest income group, those individuals reporting family incomes in excess of \$16,000 per year, responded "yes" in greater proportions than other groups, the differences among the groups were small (generally less than 6 percentage points) and more than 50 percent of each income group gave the "yes" answer to the question. Thus, income level does not seem to have any great impact on the responses to Question 2.5.

2.5G Education. The group with one to three years of college was most favorable group to Question 2.5, but differences among all groups were small. As expected, the least educated group responded with "don't know" or did not respond at all more often than did the other groups in the educational hierarchy.

2.5H Age. The group most likely to favor state cooperation was composed of individuals aged 56-65, while that group least favorably disposed was the 24-35 year old group. No clear pattern of association between the various age levels and responses to Question 2.5 is apparent.

Table 2.5 Should State Authorities Cooperate in These Efforts by Making It Easier (through some sort of incentive system such as tax breaks) for Private Interests to Develop in This Area?

Responses	Yes	No	Other	No Answer	Total
A. <u>The Entire Sample</u>	52.9	31.3	1.6	14.2	926
B. <u>Region of Residence</u>					
Coastal	58.9	28.0	1.6	11.4	663
Noncoastal	37.6	39.6	1.5	21.3	263
C. <u>Location of Residence</u>					
Rural	43.8	30.5	2.0	23.7	213
Incorporated	60.4	18.1	0.0	21.4	167
SMSA	54.1	35.5	1.9	8.3	546
D. <u>Ethnicity</u>					
White	55.0	30.4	1.6	12.9	596
Black	51.4	32.5	1.8	14.3	293
E. <u>Sex of Respondent</u>					
Male	54.4	35.7	1.4	8.6	398
Female	51.7	28.1	1.8	18.4	527
F. <u>Income Level</u>					
Under \$6,000	53.2	24.2	0.2	22.4	319
\$6,000 - \$9,999	51.4	31.6	1.9	15.0	172
\$10,000 - \$15,999	52.8	38.6	2.4	6.2	198
Over \$16,000	56.9	39.2	2.7	1.2	172
G. <u>Education Level</u>					
College Degree	52.4	41.5	4.7	1.4	162
1-3 Years College	57.6	36.7	1.2	4.4	162
10-12 Years	52.3	31.7	1.3	14.8	343
Less than 10 Years	52.6	23.0	0.5	23.9	285
H. <u>Age of Respondent</u>					
Under 24	51.5	32.0	1.2	15.3	119
24-35	49.5	36.3	1.8	12.4	180
36-45	49.6	36.2	1.2	12.9	159
46-55	58.2	29.5	2.1	10.2	137
56-65	60.3	27.9	1.7	10.1	156
Over 65	49.4	25.7	1.5	23.3	175
I. <u>Occupational Level</u>					
Professional, Technical and Kindred	49.1	45.8	2.0	3.2	133
Business Managers, Officials and Proprietors	64.9	28.0	1.9	5.3	106
Clerical and Sales	53.6	39.9	2.4	4.2	51
Craftsmen, Foremen, and Kindred	52.5	31.4	0.7	15.4	102
Operatives and Kindred	39.0	50.9	2.1	8.1	74
Unskilled, Service and Domestic	58.3	23.9	0.0	17.8	151
J. <u>Recreational Activity Level</u>					
Actives	53.0	34.0	1.6	11.3	574
Inactives	52.8	24.5	1.5	21.0	352

2.5I Occupation. The group least likely to favor state actions to encourage private investments was the operatives group, while the most likely group was that composed of business managers, officials, and proprietors, with the group composed of unskilled, service, and domestic workers only a bit less likely to answer "yes" to Question 2.5 than the managers group. Again, no clear relationship exists here.

2.5J Recreational activity level. Persons who had engaged in any of the various recreational activities during the past year were no more likely to favor state cooperation in this area than were those who had not participated (approximately 53 percent for each group answered "yes" to the question).

Thus, most respondents believed in state efforts to encourage private participation in outdoor recreational development, although respondents from the northern areas in the state and from rural areas were somewhat less favorable than others.

2.6 Use of State Funds to Make Improvements to Private Lands

The last issue to which we asked our sample's responses dealt with the use of state funds to make minimal improvements to private lands to make them more suitable for public recreational activities. Examples of such improvements were fences, access roads, and boat ramps.

2.6A Entire sample. About two-thirds of our sample group supported the use of state monies for such purposes.

2.6B Region of state. Coastal residents favored Question 2.6 by about four to one, while fewer than half of the noncoastal respondents believed that this approach was a good one.

2.6C Hometown size. Seventy percent of residents of SMSA's favored Question 2.6, while for incorporated areas and for rural residents these proportions were about 59 percent and 45 percent respectively.

2.6D Ethnicity. Whites favored Question 2.6 by a greater margin than did blacks in our sample. Of the whites, 58.9 percent responded "yes" to this question, while only 44.9 percent of the blacks did so.

2.6E Sex. Males were only slightly more likely to favor Question 2.6 (63.9 percent) than were females (61.4 percent).

2.6.5 Income. Those with incomes over \$10,000 per year were much more likely to favor Question 2.6 than were individuals whose family incomes were less than \$10,000 per year.

2.6G Educational level. Three-fourths of all respondents with college degrees favored the use of state expenditures for improvements on private lands used for public recreational purposes, while only a little more than half of those respondents with less than ten years of education supported such expenditures. Respondents with higher levels of education were, thus, more favorably disposed to this aspect of the problem.

2.6H Age. The age category with the highest proportion responding favorably to Question 2.6 was that aged 24-35, while the category with the lowest proportion responding favorably was that group aged 65 and over. Thus, generally, the younger the respondent the more likely he was to respond affirmatively to this question.

2.6I Occupation. Occupations toward the middle of the hierarchy were the most favorable to Question 2.6, while the top category and the bottom one were somewhat less favorable. It should be noted, however, that the differences weren't that great over the entire set of categories.

Table 2.6 If a Private Land-Holder Agreed to Allow the State to Use His Land for Public Recreational Uses, Would You Support the Use of State Funds to Make Improvements Necessary for Such Recreational Uses (i.e., boat ramp, fences, roads, etc.)?

Responses	Yes	No	Other	No Answer	Total
A. <u>The Entire Sample</u>	62.5	27.7	2.8	7.0	926
B. <u>Region of Residence</u>					
Coastal	71.0	20.0	2.5	6.5	663
Noncoastal	41.0	47.2	3.5	8.3	263
C. <u>Location of Residence</u>					
Rural	44.9	42.0	0.8	12.3	213
Incorporated	58.9	32.0	1.4	7.7	167
SMSA	70.4	20.9	4.0	4.7	546
D. <u>Ethnicity</u>					
White	58.9	32.0	1.4	7.7	596
Black	44.9	42.0	0.8	12.3	293
E. <u>Sex of Respondent</u>					
Male	63.9	29.5	1.8	4.8	398
Female	61.4	26.4	3.5	8.7	527
F. <u>Income Level</u>					
Under \$6,000	55.3	30.0	1.6	13.1	319
\$6,000 - \$9,999	58.5	35.2	1.7	4.6	172
\$10,000 - \$15,999	73.9	18.9	4.0	3.2	198
Over \$16,000	72.4	21.9	4.0	1.8	172
G. <u>Education Level</u>					
College Degree	73.5	19.8	5.2	1.4	162
1-3 Years College	62.6	32.3	3.5	1.6	162
10-12 Years	63.9	26.8	3.1	6.2	343
Less than 10 Years	56.6	28.0	0.7	14.8	285
H. <u>Age of Respondent</u>					
Under 24	63.8	30.9	2.0	3.3	119
24-35	71.4	21.5	3.2	3.9	180
36-45	59.7	32.5	3.3	4.5	159
46-55	67.7	24.1	3.0	5.3	137
56-65	69.6	19.4	3.3	7.7	156
Over 65	44.8	37.8	1.8	15.7	175
I. <u>Occupational Level</u>					
Professional, Technical and Kindred	66.1	27.4	3.8	2.6	133
Business Managers, Officials and Proprietors	69.6	24.7	2.7	2.9	106
Clerical and Sales	76.7	18.1	2.6	2.6	51
Craftsmen, Foremen, and Kindred	75.1	16.7	2.6	4.8	102
Operatives and Kindred	64.6	25.3	3.9	6.2	74
Unskilled, Service and Domestic	69.0	18.0	4.2	8.8	151
J. <u>Recreational Activity Level</u>					
Actives	65.7	26.0	3.7	4.5	574
Inactives	54.4	32.1	0.4	13.1	352

2.6J Level of recreational activity. Those individuals who had participated in recreational activities during the previous year were more likely to support state expenditures for improvements than were those individuals who had not participated in any of the various recreational activities during the past year.

Briefly, then, a clear majority of our interviewees favored state-financed improvements to private lands made available for public recreational uses. Responses to this question were related to all our control variables except sex and occupational level.

Summary

Our sample of Louisiana residents generally believed that outdoor recreational development in the state was less than adequate and that our state was generally either no better than or worse than others in this regard. Their assessments of particular recreational opportunities revealed that facilities for hiking, guided tours, and beach recreation were particularly inadequate given the demands being placed upon them.

Concerning sources for revenue to improve outdoor recreational development in the state, a majority approved either the diversion of monies from other budget areas or a fee-for-use system of financing. The group clearly opposed tax increases for such purposes.

Involvement of private enterprise (to supplement national, state, and local efforts) in the provision of outdoor recreational opportunities also received a favorable response from our respondents, as did the various questions regarding state cooperation and incentives to encourage such developmental efforts.

Generally, responses to the various issues were tempered by such variables as region of residence, size of city of residence, occupation, and whether or not the individual was recreationally active. Those most critical of the level of outdoor recreational development in Louisiana lived in large urban areas, had higher incomes and more education than other respondents, and were more likely to be recreationally active. These same groups were also generally more favorably disposed to the involvement of the private enterprise sector in supplementing state efforts and to state incentives and cooperation to facilitate such development.

REFERENCES

1. Leslie Kish, Survey Sampling (New York: Wiley, 1967), and Frederick Stephan and Philip McCarthy, Sampling Opinions (New York: Wiley, 1958), for a detailed discussion of the techniques we used with special focus on the urban samples. Also see Earl Houseman and T. J. Reed, Application of Probability Area Sampling to Farm Surveys (Washington, D.C.: U.S. Department of Agriculture, Agriculture Handbook #67, May 1954) for the rural technique. For a more detailed discussion of our use of the techniques, see J. L. Lindsay, K. W. Paterson, and A. L. Bertrand, Citizen Perception of Coastal Area Planning and Development (Baton Rouge, La.: LSU Center for Wetland Resources Sea Grant Publ. No. LSU-T-76-001, 1976).
2. A standard metropolitan area (SMA) is defined by the U.S. Census as an area with at least one central city of 50,000 inhabitants, the county in which the central city is located, and one or more contiguous counties that are dependent upon the central city for services and employment. An incorporated place is defined as a local political unit incorporated, in accordance with the regulations of the state in which it is located. A rural place is any place that is unincorporated, open country, or incorporated place having a population under 2,500. See George A. Theordorson and Achilles G. Theordorson, A Modern Dictionary of Sociology (New York: Thomas Y. Crowell, 1969).

Chapter 3

Attitudes and Opinions of Louisiana Legislators Toward Outdoor Recreation in the State

The group of public officials directly involved in policy-making in the state--the state legislators--is an important segment of the population to investigate when considering the potential for recreational improvements in the state of Louisiana. The legislators' attitudes and opinions toward public recreation and the related issue of using private lands to supplement public efforts can be seen as vital in terms of future recreational programs. A report of the results of a survey assessing their attitudes and opinions toward specific aspects of this issue is presented in this chapter.

The Survey

A fifteen-question survey was mailed to all members of the 1975 legislative session in Louisiana. The questionnaire dealt with (1) the current level of outdoor recreational development in Louisiana, (2) a comparison of Louisiana with other states in terms of this topic, and (3) the various alternative ways of improving recreational development in the state, with a focus on the use of private lands. After the initial mailing, three follow-up mailings were sent in an attempt to increase the response rate. Of the total of 144 legislators, 60 returned survey schedules for analysis (41 percent). Although the sample is small, important trends relative to the overall attitudes and opinions of Louisiana legislators are apparent through analysis of this survey response.

The remainder of this chapter is divided into four sections as follows: (1) a general profile of the legislators responding to the questionnaire, (2) their assessments of recreational potentials for the state, (3) how legislators see their role in influencing present conditions, and (4) their attitudes toward encouraging private interests to further recreational development in Louisiana.

Profile of legislators

Of the 60 legislators responding to our questionnaire, 14 were senators (23 percent) and 46 were representatives (77 percent). The sample utilized here, then, comprises approximately 31 percent of the total population of senators, and 46 percent of the total population of

representatives. About 55 percent of those who responded to our questionnaire were from areas defined as being in the coastal region of Louisiana,¹ while about 40 percent represented districts in the northern portion of the state (see Fig. 3.1). The majority of those responding to the questionnaire indicated that they represented districts containing cities of under 50,000 in population. The second largest group responding to our questionnaire reported that they represented areas containing cities of more than 50,000 but less than 100,000 in population, while the final grouping indicated that they represented areas containing cities of over 200,000 in population.

Slightly more than 41 percent of those responding to the questionnaire were between 41 and 50 years of age, while a little more than 20 percent of the sample reported being less than 40, and about 34 percent were above 50 years of age.

All of our respondents had at least a high school education, and 47 percent indicated that they had attained a professional degree, that is, a law degree, masters degree, or above. Twenty percent of the sample had completed four years of college, earning a bachelors' degree or its equivalent, and about 22 percent answered that they had attended from one to three years of college. The remaining 10 percent had received a four-year high school education.

The majority of those responding to our questionnaire (82 percent) could be classified as recreational "activists," meaning they reported participating in some form of outdoor recreational activity on a fairly frequent basis. The remaining 18 percent were considered "nonactive," as this group reported that they rarely participated in such outdoor activities.

Attitudes and Opinions of State Legislators

Sixty members of the 1975 Louisiana Legislature were asked the following questions to determine their attitudes and opinions about recreation facilities in Louisiana:

- 3.1 What is your evaluation of the condition of public outdoor recreational development in Louisiana?
- 3.2 How do you think Louisiana compares with other states in recreational development?

Responses to these questions from (a) the entire sample and by using the control variables of (b) type of legislator, (c) region of representation, (d) educational level, (e) age of respondent, (f) largest city in district, and (g) level of recreational activity are analyzed below.

Additional questions survey legislative roles in influencing recreational developments and legislators' attitudes toward use of private lands for public recreational development in Louisiana. The same control variables obtain in these following sections.

3.1 What is Your Evaluation of the Condition of Public Outdoor Recreational Development in Louisiana?

3.1A Entire sample. Only 17 percent of the sample rated the level of current outdoor recreational development in Louisiana as excellent or adequate, while the largest group of legislators (44 percent) rated it as marginal or inadequate.

3.1B Type of legislator. Representatives were the most critical group with only 15 percent responding excellent or adequate, and with 47 percent noting that current development was marginal or inadequate.

3.1C Region. More than half of those congressmen from noncoastal districts rated outdoor recreational development as marginal (57 percent), while most lawmakers residing in coastal areas (43 percent) gave the response "average" to Question 3.1.

3.1D Educational attainment. The group least favorable to Question 3.1 was that composed of legislators with only a high school education, with all members of this group responding in either the "average" or the "marginal to inadequate" categories. Also, over half those respondents with some college ranked outdoor recreational development in this latter category.

3.1E Age of respondent. No great differences emerged among legislators of different ages. A minimum of 80 percent of each age group rated outdoor recreational development in the state as either only average or marginal to inadequate.

3.1F Largest city in district. Lawmakers from the largest size city category were from three to four times more likely than others to rate outdoor recreational development as excellent or adequate. But an equal number of legislators from these same districts rated the situation as marginal to inadequate. Respondents with cities no larger than 50,000 in their district registered the least positive evaluation of the current outdoor recreational situation.

3.1G Level of recreational activity. Inactive legislators responded that development in the state was marginal to inadequate over 10 percent more often than did those who were recreational activists.

In summary, most legislators believed current levels of public outdoor recreational development in the state to be marginal to inadequate. Particularly critical were: (1) those who were in the house of representatives, (2) those from noncoastal districts, (3) those ranking lower on the education variables, (4) those who represented districts with smaller largest cities, and (5) those who were inactive in recreation.

Table 3.1 Responses of 60 Members of the 1975 Louisiana State Legislature to the Question: What is Your Evaluation of the State of Current Public Outdoor Recreational Development in Louisiana?

Responses	Excellent or Adequate	Average	Marginal, Inadequate	N	%
A. <u>The Entire Sample</u>	17.0	39.0	44.0	59	100.0
B. <u>Type of Legislator</u>					
Senator	21.0	43.0	36.0	14	24.0
Representative	15.0	38.0	47.0	45	76.0
C. <u>Region of Representation</u>					
Coastal	15.0	48.0	36.0	33	58.0
Noncoastal	21.0	21.0	58.0	24	42.0
D. <u>Educational Attainment</u>					
Professional	18.0	43.0	39.0	28	47.0
4 Year College					
Graduate	25.0	33.0	42.0	12	20.0
1-3 Years College	15.0	31.0	54.0	13	22.0
High School Graduate	0.0	50.0	50.0	6	10.0
E. <u>Age of Respondent</u>					
Below 40	15.0	31.0	54.0	13	22.0
41-50	16.0	32.0	52.0	25	43.0
51-60	20.0	50.0	30.0	10	17.0
Above 60	10.0	60.0	30.0	10	17.0
F. <u>Largest City in District</u>					
Below 49,999	14.0	38.0	48.0	42	74.0
50,000-200,000	10.0	60.0	30.0	10	16.0
Over 200,000	40.0	20.0	40.0	5	9.0
G. <u>Level of Recreational Activity</u>					
Actives	16.0	42.0	42.0	48	81.0
Inactives	18.0	27.0	55.0	11	19.0

3.2 How Do You Think Louisiana Compares with Other States in Recreational Development?

3.2A Entire sample. Only 11 percent of the legislators responding rated the state as being better than other states, while fully half of those answering believed Louisiana to be worse than other states in this regard.

3.2B Type of legislation. Representatives were more critical of the state's position than were senators, with 55 percent ranking the state worse than other states; only 33 percent of the senators gave such a low evaluation. However, in both groups, almost 90 percent believed the state to be equal to or worse than other states in this regard.

3.2C Region. Noncoastal legislators were more likely than coastal lawmakers to answer in the worse than other states category. Almost two-thirds of this group viewed the state as worse than others, compared to slightly more than 40 percent of the coastal group.

3.2D Educational attainment. Fully 20 percent of the legislators with professional educations gave the state a better-than-others evaluation, while none of those with some college or less than college gave the state such a high ranking.

3.2E Age of respondent. Older legislators were a bit less likely to rank the state below others than were the younger lawmakers, but not greatly so.

3.2F Largest city in district. Middle-size-city legislators were more likely to rank Louisiana as about the same as other states in recreational development, but smaller and larger-size-city districts were much more likely to rank the state as worse off than the other states.

3.2G Level of recreational activity. Actives, on the whole, were more likely to believe the state to be about the same as others, while inactives were split unevenly between the more extreme categories with over two-thirds of these respondents ranking the state behind others in this regard.

Briefly, our sample of state legislators found Louisiana to be worse than other states in terms of outdoor recreational development. Among those most critical of the state's position were: (1) those who were in the house rather than the senate, (2) those who represented noncoastal districts, (3) those having less education, and (4) those who were recreationally inactives.

Table 3.2 Responses of 60 members of the 1975 Louisiana State Legislature to the Question: In Your Opinion, How Does Our State Compare with Others in This Regard?

Responses	Better	Same	Worse	N	%
A. <u>The Entire Sample</u>	11.0	39.0	50.0	54	100.0
B. <u>Type of Legislator</u>					
Senator	8.0	58.0	33.0	12	22.0
Representative	12.0	33.0	55.0	42	78.0
C. <u>Region of Representation</u>					
Coastal	14.0	43.0	43.0	28	54.0
Noncoastal	8.0	29.0	63.0	24	46.0
D. <u>Educational Attainment</u>					
Professional	20.0	40.0	40.0	25	46.0
4 year College					
Graduate	8.0	33.0	58.0	12	22.0
1-3 Years College	0.0	45.0	55.0	11	20.0
High School Graduate	0.0	33.0	67.0	6	11.0
E. <u>Age of Respondent</u>					
Below 40	17.0	25.0	58.0	12	23.0
41-50	4.0	29.0	57.0	23	43.0
51-60	12.0	50.0	38.0	8	15.0
Above 60	10.0	50.0	40.0	10	19.0
F. <u>Largest City in District</u>					
Below 49,999	8.0	35.0	58.0	40	77.0
50,000-200,000	25.0	63.0	13.0	8	15.0
Over 200,000	25.0	25.0	50.0	4	8.0
G. <u>Level of Recreational Activity</u>					
Actives	9.0	44.0	47.0	45	83.0
Inactives	22.0	11.0	67.0	9	17.0

Legislative Influence on Current Recreational Conditions

In order to better evaluate how legislators see their role in influencing recreational developments in Louisiana, the following questions were asked:

- 3.3 Do you think current state expenditures for public outdoor recreation should be increased greatly, increased moderately, decreased moderately, or allowed to remain the same?
- 3.4 Are you willing to initiate or sponsor support, advocate support, or vote in favor of increased public outdoor recreation in Louisiana?
- 3.5 Among federal, state, and local governments and private interests, whom do you see as primarily responsible for development and expansion of public outdoor recreation in Louisiana?

Responses to these questions are presented in the following tables, using the same control variables presented earlier in this chapter.

3.3 Do You Think Current State Expenditures for Public Outdoor Recreation Should be Increased Greatly, Increased Moderately, or Allowed to Remain the Same?

3.3A Entire sample. Four-fifths of the legislators believed that expenditures should be increased either moderately or substantially over current levels.

3.3B Type of legislator. Some 86 percent of the senators indicated that expenditures should be moderately or greatly increased, while 78 percent of the representatives answered in this way.

3.3C Region. Here, a great majority (84 percent) of those legislators representing districts in the noncoastal region of the state favored moderately or greatly expanding expenditure levels, while among coastal legislators this figure was only about half as large (45 percent).

3.3D Educational attainment. Those legislators with professional degrees (M.A., M.S., LL.B., etc.) most often suggested that expenditures should be increased greatly (43 percent), while those with four-year college degrees most often suggested that expenditures be increased moderately (58 percent). Those respondents reporting that they had attended from one to three years of college appeared evenly divided on this issue, with 36 percent of them suggesting moderate increases and another 36 percent suggesting that expenditures be increased greatly. The majority of high school graduates (67 percent) indicated that they felt that expenditures should be increased moderately.

3.3E Age of respondent. Those legislators below 40 years of age were most likely to answer that expenditures should be increased greatly (54 percent), while the remainder favored moderate increases. When the two "increased" categories were combined, 90 percent of those legislators over 60 years old favored increased expenditures.

3.3F Largest city in district. Those legislators representing areas containing cities of less than 50,000 in population generally indicated that expenditures should be greatly increased (45 percent), while those legislators representing larger cities believed expenditures should be increased only moderately.

3.3G Level of recreational activity. Those legislators classified as recreational activists were less likely than those classified as recreational nonactivists to suggest that expenditures be greatly increased (37 percent versus 45 percent).

In summary, most legislators believed that funding for recreation should be increased. These groups most favorable to such funding increases were: (1) those from noncoastal districts, (2) those with higher educational attainment levels, (3) those representing districts with smaller cities, and (4) those who are recreational inactives.

Table 3.3 Responses of 60 Members of the 1975 Louisiana State Legislature to the Question: Do You Believe That Current Expenditures For Public Outdoor Recreation in the State Budget Should Be:

Responses	Decreased Moderately or Allowed to Remain Same	Increased Moderately	Increased Greatly	No Answer	N
A. <u>The Entire Sample</u>	18.0	42.0	38.0	1.0	60
B. <u>Type of Legislator</u>					
Senator	7.0	43.0	43.0	7.0	14
Representative	21.0	41.0	37.0	0.0	46
C. <u>Region of Representation</u>					
Coastal	24.0	15.0	30.0	0.0	33
Noncoastal	12.0	32.0	52.0	4.0	25
D. <u>Educational Attainment</u>					
Professional	25.0	32.0	43.0	0.0	28
4 year College Graduate	8.0	58.0	33.0	0.0	12
1-3 Years College	21.0	36.0	36.0	7.0	14
High School Graduate	-	67.0	33.0	0.0	6
E. <u>Age of Respondent</u>					
Below 40	23.0	23.0	54.0	0.0	13
41-50	15.0	42.0	38.0	4.0	26
51-60	20.0	50.0	30.0	0.0	10
Above 60	10.0	60.0	30.0	0.0	10
F. <u>Largest City in District</u>					
Below 49,999	22.0	31.0	45.0	2.0	42
50,000-200,000	9.0	73.0	18.0	0.0	11
Over 200,000	20.0	60.0	20.0	0.0	5
G. <u>Level of Recreational Activity</u>					
Actives	18.0	43.0	37.0	2.0	49
Inactives	18.0	36.0	45.0	0.0	11

3.4 Are You Willing to Initiate or Sponsor Support, Advocate Support, or Vote in Favor of Increased Public Outdoor Recreation In Louisiana?

3.4A Entire sample. Generally, most legislators favored either the "initiative, sponsor, and support" or the "advocacy" response to Question 3.4. Aggregated, fully 80 percent would, in some way, support such legislation.

3.4B Type of legislator. All of the senators indicated that they would, in some manner, support such legislative efforts, while 90 percent of the representatives did so. The "advocacy" response was the most popular among senators, while the "initiation, sponsor and support" response was the favorite among representatives.

3.4C Region. The majority of legislators representing districts within the coastal region of Louisiana answered that they would be advocates of such legislation as called for in Question 3.4, while those representing the noncoastal regions of the state answered that they would initiate, sponsor, and support such legislation. About 93 percent of coastal and 87 percent of noncoastal legislators favored in some way legislation to facilitate private provision for public outdoor recreational development.

3.4D Educational attainment. Few differences obtained across the various educational levels. An unusual finding here was that those legislators with only a high school education were nearly twice as likely as any other group to indicate that they would initiate, sponsor, and support legislative efforts, the most favorable category.

3.4E Age of respondent. Those respondents below 40 years of age most often answered that they would be willing to initiate legislation aimed at enhancing public outdoor recreation in Louisiana (54 percent), while respondents between 41 and 50 years of age most frequently answered that they would advocate such legislation (35 percent). However, several legislators in this latter age group also indicated that they would initiate such legislative efforts (31 percent). Those respondents from 51 to 60 years old were more inclined to advocate such legislation, and those above 60 years of age most often suggested that they would initiate, sponsor, and support, recreational legislation.

3.4F Largest city in district. The major portion (45 percent) of those representing areas with smaller cities most often answered that they would initiate, sponsor, and support legislation as called for in Question 3.4, while the majority of the respondents representing areas with middle-sized cities more often chose the advocacy response. For representatives of large city districts, an even division can be seen between respondents answering that they would initiate, sponsor, and support this type of legislation and those who would advocate such legislation (40 percent in each case).

Table 3.4 Responses of 60 Members of the 1975 Louisiana State Legislature to the Question: What Level of Legislative Effort are you Willing to Undertake?

Responses	Initiate, Sponsor Support	Advocacy	Vote in Favor	Combo	None	N
A. <u>The Entire Sample</u>	38.2	32.7	10.9	9.1	9.1	55
B. <u>Type of Legislator</u>						
Senator	30.8	38.5	23.1	7.7	-	13
Representative	40.5	31.0	7.1	9.5	11.9	42
C. <u>Region of Representation</u>						
Coastal	26.7	40.0	16.7	10.0	6.7	30
Noncoastal	52.2	21.7	4.3	8.7	13.0	23
D. <u>Educational Attainment</u>						
Professional	38.5	38.5	7.7	3.8	11.5	26
4 year College						
Graduate	25.0	33.3	16.7	16.7	8.3	12
1-3 Years College	36.4	27.3	9.1	15.4	9.1	11
High School Graduate	66.0	17.0	17.0	-	-	6
E. <u>Age of Respondent</u>						
Below 40	63.6	27.3	-	-	9.1	11
41-50	34.8	39.1	13.0	13.0	-	23
51-60	20.0	40.0	10.0	10.0	20.0	10
Above 60	40.0	20.0	20.0	10.0	10.0	10
F. <u>Largest City in District</u>						
Below 49,999	50.0	21.1	10.5	7.9	10.5	38
50,000-200,000	-	70.0	10.0	10.0	10.0	10
Over 200,000	40.0	40.0	20.0	-	-	5
G. <u>Level of Recreational Activity</u>						
Actives	34.1	36.4	11.4	9.1	9.1	44
Inactives	54.5	18.2	9.1	9.1	9.1	11

3.4G Level of recreational activity. The majority of respondents classified as recreational activists appear fairly evenly divided in their answers between the first two categories, while the nonactivists favored the initiation alternative.

To summarize briefly, widespread support for legislative efforts to enhance public outdoor recreation in the state was present in our sample. Some of the groups who were more in favor of such efforts were: (1) those with lower levels of educational attainment, (2) those from districts containing smaller cities, and (3) those who were recreationally inactive.

3.5 Among Federal, State, and Local Governments and Private Interests, Whom Do You See As Primarily Responsible for Development and Expansion of Increased Outdoor Recreation in Louisiana?

3.5A Entire sample. In this instance legislators were asked to rank specific governmental units in order of their relative importance to recreational development for the state. Some 60 percent of the legislators indicated that the state government was primarily responsible for such development. The next most popular response was federal government, which was given primacy by about 20 percent of the group.

3.5B Type of legislator. A majority of both houses answered that state government was the most important in terms of responsibility for the development of recreation in Louisiana. No senators assigned primary responsibility to the private sector, while 13 percent of the representatives did so.

3.5C Region. The majority of both groups responding indicated that the state held the major portion of the responsibility in regard to Question 3.5. Few differences between the two groups of legislators representing the areas were present.

3.5D Educational attainment. Educational level made a small impact on responses to the question, especially concerning the first two response alternatives. Support for federal responsibility in outdoor recreational planning was inversely related to educational attainment level, while support for state control was directly related to this variable.

3.5E Age of respondents. The majority of those responding, regardless of age, indicated that the state should be the responsible unit of government in recreational development. The middle-age groups were more strongly in favor of this alternative than were younger or older legislators. Also, those above 60 years of age most often answered that the federal government should be the responsible party when recreational development was concerned.

3.5F Largest city in district. Legislators with larger cities in their districts highly favored the state control alternative. In fact, for the highest category, all respondents chose this group as primarily responsible.

3.5G Level of recreational activity. Recreational inactives were more likely than actives to favor the state as the primary group, however, even the actives favored this group over half the time.

To recapitulate, Louisiana legislators strongly favored the state government as having primary responsibility for the planning and development of public outdoor recreation in Louisiana. Those with higher educational levels were more likely to favor state control as were those whose districts contained large cities.

Table 3.5 Responses of 60 members of the 1975 Louisiana State Legislature to the Question: Whom Do You See As Primarily Responsible for Development and Expansion of Public Outdoor Recreation in Louisiana?

Responses	Federal	State	Local	Private Interests	N
A. <u>The Entire Sample</u>	22.0	60.0	8.0	10.0	60
B. <u>Type of Legislator</u>					
Senator	29.0	64.0	7.0	-	14
Representative	20.0	59.0	8.0	13.0	46
C. <u>Region of Representation</u>					
Coastal	18.0	58.0	9.0	15.0	33
Noncoastal	28.0	60.0	8.0	4.0	25
D. <u>Educational Attainment</u>					
Professional	11.0	68.0	7.0	14.0	28
4 year College					
Graduate	25.0	50.0	17.0	8.0	12
1-3 Years College	29.0	57.0	7.0	7.0	14
High School Graduate	50.0	50.0	-	-	6
E. <u>Age of Respondent</u>					
Below 40	15.0	54.0	8.0	23.0	13
41-50	19.0	65.0	12.0	4.0	26
51-60	10.0	90.0	-	-	10
Above 60	50.0	30.0	10.0	10.0	10
F. <u>Largest City in District</u>					
Below 49,999	26.0	52.0	10.0	12.0	42
50,000-200,000	9.0	82.0	-	9.0	11
Over 200,000	-	100.0	-	-	5
G. <u>Level of Recreational Activity</u>					
Actives	24.0	57.0	8.0	10.0	49
Inactives	9.0	73.0	9.0	9.0	11

Legislators' Attitudes Toward Use of Private Lands for Public
Recreational Development in Louisiana

In order to assess attitudes legislators hold toward the possible use of private lands for public recreational development in Louisiana, the following questions were asked:

- 3.6 Would you support financial incentives to encourage private development of public recreation areas?
- 3.7 How would you vote on a measure such as S.B. 452, which was introduced in the last legislative session to establish limits on the liabilities of owners who make their lands and waterways available for public recreational uses?
- 3.8 Would you support spending state funds to improve private property made available for public outdoor recreational use?

The answers to these questions, using the same control variables presented throughout earlier sections, are presented in the following tables.

3.6 Would You Support Financial Incentives to Encourage Private Development of Public Recreation Areas?

3.6A Entire sample. Nearly 90 percent of the legislators supported some individual or a combination of incentives to encourage private recreational development for public use in Louisiana. Almost 40 percent of the total chose the combination alternative.

3.6B Type of legislator. The majority of both groups favored the combination of several different approaches. Almost twice as many representatives as senators, however, did not favor incentives.

3.6C Region. Nearly half of the coastal district representatives favored the combination approach, while responses of noncoastal legislators were more evenly spread among the various alternatives, with over 16 percent favoring none of these incentives.

3.6D Education level. The largest response for each educational level was the combination approach. However, the groups differed in second preferences, with professionals and some college respondents favoring liability-reducing legislation, college graduates favoring the use of subsidies as incentives, and high school graduates preferring tax credits most often.

3.6E Age of respondents. Those legislators under 40 favored none of the alternatives, while the older groups either favored a combination of the several incentives or the liabilities-reducing legislation.

3.6F Largest city in district. The application of this control variable to the responses showed that while all legislators favored the combination approach to encouraging private development, respondents from districts with the largest cities were slightly more favorable to Question 3.6F, and, among legislators with middle-sized cities as the largest in their district, the response "liability reduction" was equally favored.

3.6G Level of recreational activity. No important differences between actives and inactives resulted from answers to Question 3.6, despite the fact that the inactives favored the combination approach to a somewhat greater degree than did the actives.

Table 3.6 Responses of 60 Members of the 1975 Louisiana State Legislature to the Question: Would You Support Incentives to Encourage Private Development?

Responses	Tax Credits	Subsidies	Reduce Liabilities	None of These	Combo	N
A. <u>The Entire Sample</u>	8.6	10.3	20.7	12.1	37.9	58
B. <u>Type of Legislator</u>						
Senator	8.3	33.3	-	8.3	50.0	12
Representative	10.0	5.0	30.0	15.0	40.0	40
C. <u>Region of Representation</u>						
Coastal	7.4	7.4	29.6	7.4	48.0	27
Noncoastal	12.5	16.7	16.7	16.7	37.5	24
D. <u>Educational Attainment</u>						
Professional	8.3	4.2	25.0	20.8	41.7	24
4 year College						
Graduate	10.0	30.0	20.0	-	40.0	10
1-3 Years College	-	8.3	33.3	16.7	41.7	12
H.S. Graduate	33.3	16.7	-	-	50.0	6
E. <u>Age of Respondent</u>						
Below 40	7.7	-	7.7	30.8	7.7	12
41-50	5.8	21.1	21.1	10.5	42.1	19
51-60	10.0	10.0	40.0	-	40.0	10
Above 60	20.0	10.0	20.0	10.0	-	-
F. <u>Largest City in District</u>						
Below 49,999	12.8	10.3	20.5	15.4	41.0	39
50,000-200,000	-	-	42.9	14.3	42.9	7
Over 200,000	-	25.0	25.0	-	50.0	4
G. <u>Level of Recreational Activity</u>						
Actives	9.5	11.9	23.8	14.3	40.5	42
Inactives	10.0	10.0	20.0	10.0	50.0	10

3.7 How Would You Vote on a Measure Such as S.B. 452, Which was Introduced in the Last Legislative Session, to Establish Limits On the Liabilities of Owners, Who Made Their Land and Waterways Available for Public Recreational Uses?

3.7A Entire sample. About 65 percent of our sample of legislators favored such a measure, while about 25 percent were undecided.

3.7B Type of legislator. A majority of both senators and representatives (79 percent and 61 percent respectively) indicated that they would vote for the measure described in the question, but senators were three times more likely to vote no and representatives were about twice as likely to be undecided.

3.7C Region. A greater majority of noncoastal legislators favored the Question 3.7C, and coastal legislators were more often undecided in their assessment of the bill.

3.7D Education level. College graduates were much more favorable in their responses to Question 3.7 than the other groups, but they also had the highest percentage of votes against. Over a third of the most highly educated group was undecided in their assessment of the bill.

3.7E Age of respondents. Older legislators were more likely to vote for this measure, while the younger groups, although still favoring the bill, were more likely than the older groups to be undecided or to vote against.

3.7F Largest city in district. Legislators representing areas containing cities over 200,000 in population unanimously voted for this measure, while almost half (46 percent) of those representing areas with middle-sized cities were undecided about how they would vote on the measure.

3.7G Level of recreational activity. Although the majority of both the recreational groups answered that they would vote for such a bill, a far greater percentage of nonactives answered that they would vote for a bill such as described in Question 3.7 (91 percent versus 59 percent).

Table 3.7 Vote on Liabilities Limitation Bill.

Responses	Vote For	Undecided	Vote Against	No Answer	N
A. <u>The Entire Sample</u>	65.0	25.0	3.0	7.0	60
B. <u>Type of Legislator</u>					
Senator	79.0	14.0	7.0	0.0	14
Representative	61.0	28.0	2.0	9.0	46
C. <u>Region of Representation</u>					
Coastal	64.0	30.0	3.0	3.0	33
Noncoastal	72.0	16.0	4.0	8.0	25
D. <u>Educational Attainment</u>					
Professional	61.0	36.0	3.0	0.0	28
4 year College					
Graduate	84.0	8.0	8.0	0.0	12
1-3 Years College	58.0	21.0	0.0	21.0	14
High School Graduate	66.0	17.0	0.0	17.0	6
E. <u>Age of Respondent</u>					
Below 40	61.0	23.0	8.0	8.0	13
41-50	57.0	31.0	4.0	8.0	26
51-60	80.0	20.0	-	-	10
Above 60	70.0	20.0	-	10.0	10
F. <u>Largest City in District</u>					
Below 49,999	68.0	23.0	2.0	7.0	44
50,000-200,000	36.0	46.0	9.0	9.0	11
Over 200,000	100.0	-	-	-	5
G. <u>Level of Recreational Activity</u>					
Actives	59.0	29.0	4.0	8.0	49
Inactives	91.0	9.0	-	-	11

3.8 Would You Support Spending State Funds to Improve Private Property Made Available for Public Outdoor Recreational Use?

3.8A Entire sample. About half of the respondents (48 percent) agreed to vote in favor of such a diversion of funds, while a quarter said no, and a quarter were undecided.

3.8B Type of legislator. Senators were much more willing than representatives to support such expenditures (71 versus 41 percent). Also, 30 percent of the representatives replied that they were uncertain or undecided as to how they would react to proposals of this kind, and about equal numbers of both groups were opposed to such action.

3.8C Region. More coastal than noncoastal legislators supported efforts to provide such state funds to private land owners.

3.8D Educational level. College graduates were more likely to support such expenditures, while legislators with some college were slightly more likely to oppose them.

3.8E Age of respondent. Younger legislators most often supported the efforts aimed at providing funds for improvements of private property made available to the public for recreational activities, while older congressmen were opposed to them. Middle-age groups had the highest undecided percentages.

3.8F Largest city in district. Legislators with larger cities in their districts were more likely to favor spending public monies for improvements than were others.

3.8G Level of recreational activity. Recreational inactives were more likely to favor this proposal, and actives opposed it over three times as often.

This legislative sample favored the variety of approaches to encouraging private recreational development in the state. They favored a combination of incentives, efforts to reduce liabilities to private interests making lands available for public recreational uses, and using state funds to make improvements on private properties so offered. Important characteristics of legislators influencing such preferences were type of legislator and nature of district.

Summary

The majority of legislators--the public officials who directly influence policy-making in the state of Louisiana--generally agree that the present state of recreational development in Louisiana is inadequate. Moreover, most agree that Louisiana is worse than other states in this general area.

Table 3.8 Would You Support Spending State Funds to Improve Private Property Made Available for Public Outdoor Recreational Use?

Responses	Yes	No	Undecided	N
A. <u>The Entire Sample</u>	48.0	27.0	25.0	60
B. <u>Type of Legislator</u>				
Senator	71.0	21.0	7.0	14
Representative	41.0	28.0	30.0	46
C. <u>Region of Representation</u>				
Coastal	58.0	24.0	18.0	33
Noncoastal	44.0	28.0	32.0	25
D. <u>Educational Attainment</u>				
Professional	50.0	29.0	21.0	28
4 year College				
Graduate	58.0	8.0	33.0	12
1-3 Years College	36.0	36.0	28.0	14
High School Graduate	50.0	33.0	17.0	6
E. <u>Age of Respondent</u>				
Below 40	62.0	31.0	7.0	13
41-50	46.0	15.0	38.0	26
51-60	60.0	10.0	30.0	10
Above 60	30.0	60.0	10.0	10
F. <u>Largest City in District</u>				
Below 49,999	42.0	29.0	29.0	42
50,000-200,000	55.0	27.0	18.0	11
Over 200,000	60.0	20.0	20.0	5
G. <u>Level of Recreational Activity</u>				
Actives	47.0	31.0	22.0	49
Inactives	55.0	9.0	36.0	11

As might be expected, the major portion of those surveyed indicated that recreational development was the primary responsibility of the state government. This finding is not too surprising since the respondents are all members of the Louisiana state government. Further, it would appear that most legislators agree that current expenditures should be increased at least moderately for recreational development in the state, and the majority also indicated that they would advocate and support, if not initiate, legislation aimed at enhancing public outdoor recreational potentials. This theme is further evidenced by the finding that most legislators indicated that they would favor voting for legislation aimed at establishing limits on the liabilities of owners who make their lands and waterways available for public recreational uses.

Interestingly, the majority of the respondents answered that they would be favorable toward legislation aimed at encouraging the development of private land for public recreational uses by reducing the liabilities placed on property owners making their lands available to the public. Again, most agreed that they would vote to support the use of state funds to make minimal improvements on private property made available to the public for recreational uses.

Further, depending upon the specific issue, characteristics of the legislators such as: type of legislator, region of state, nature of district, age, educational attainment and level of recreational activity did affect the nature of responses to the questions.²

REFERENCES

1. The coastal region was arbitrarily defined as south of U.S. 190. See K. W. Paterson, J. L. Lindsey, and A. L. Bertrand, The Human Dimension of Coastal Zone Development. Baton Rouge, La.: Louisiana State University Center for Agr. Sciences and Rural Devel. Agr. Exp. Sta. Bull. No. 679, June 1974.
2. Limitations of the Sample. The small proportion of legislators returning the questionnaires (41 percent) makes generalizations to the total population of legislators difficult. As a consequence, these findings should be interpreted with some caution, even though we feel that the most typical attitudes of Louisiana's legislators have been captured by this study.

Chapter 4

Attitudes and Practices of Large Landowners Relative to Public Recreational Uses of Their Lands

The attitudes and opinions of the state's largest landowning companies and corporations--the greatest potential sources for development of outdoor recreational opportunities in coastal Louisiana--were sought for this study. Because of both the large amounts of land held by these companies and the state's limited public sector resources, such properties constitute prime areas for development of additional outdoor recreational opportunities to supplement those in the public sector. The views of company management are important since these individuals make policy decisions that, if favorable, could greatly facilitate efforts to increase the role of the private sector in outdoor recreational opportunity in the state.

Methods

A plan was established to interview, either in person or by telephone, spokesmen for selected coastal landowners in the state. A few large companies hold vast tracts in Louisiana's coastal areas, including wetlands and water bodies that are especially well suited for certain types of outdoor recreation. These largely undeveloped areas are retained mainly for timber and minerals production, and the companies are motivated to establish legal arrangements respecting surface uses in order to prove and maintain ownership.

Six of the largest landowning corporations in Louisiana were interviewed on several key-question areas: First, the interviewer obtained a description of the company's current land-use patterns, and, in particular, the present uses of recreationally adaptable lands. Second, the interviewer explored owner's views of problems or obstacles to greater public use of company property. The representatives were encouraged to go into detail concerning these issues. Finally, attitudes of the representatives toward greater public recreational use and the various benefits that might accrue to the companies from such expanded uses were investigated. The results of these interviews are discussed in the remainder of this chapter.

Findings

The findings are organized into seven areas for discussion: (1) an assessment of an owner's current land-use practices; (2) a summary

of the benefits perceived as accruing from public/private recreational uses; (3) a summary of the liabilities perceived as accruing from such uses; (4) an assessment of owner-representatives' attitudes toward increased public recreational uses, (5) a review of attitudes and opinions concerning greater governmental involvement and incentives in the management of land; (6) the general level of awareness of owner-representatives concerning potential recreational uses; and (7) the perceived impact of recreational uses on other potential uses of lands.

An assessment of the current
recreational uses of land holdings

In the state's low coastal wetland areas major corporate land-owners direct most of their attention to oil and gas exploration, drilling, and recovery. Further inland and at higher elevations, the dominant activities include timber production, grazing, and agriculture. Toward these ends, large tracts of land are retained by the companies over long periods of time, and because of the nature of these various activities, portions of the land holdings may lie idle for short or long periods. Since these lands retain potential for production and appreciation without surface development, few modifications are mandated, and they remain largely in their natural state. Obviously, many of the lands in this out-of-production category have present value for recreational development and use, depending on use policies of the various companies. We found that the uses depended more on the nature of the lands in question than on the company holding title to the property, and uses included those following:

Leases for campsites, picnic areas, and roadside parks. Most of the companies interviewed provide leases at minimal fees for parks, picnic areas, and campsites, either to private individuals and groups or to the general public. One of the companies has improved areas and subsequently deeded title of the lands in question to the state for public uses. Most companies, however, retain title to the property and grant leases on an annual basis to individuals or groups for use of plots of land for camping, etc.

Leases for hunting, trapping, and fishing. A large category of current use is leasing of lands in larger tracts for hunting, trapping, and, in some cases, fishing. Hunting and trapping leasees are given exclusive use to specified areas, often as large as several sections, for some period of time. One company, however, in the interest of greater public access, made such leases for smaller units of land, thereby serving a greater public audience. Multiple fishing leases were granted for designated tracts, but the numbers were limited to levels that would assure good fishing opportunities for permit holders.

Leases for specific recreational development. To promote greater public access to its holdings, one company leased about 300 acres to a recreational development company for the expressed purpose of building

a marina and other supportive facilities. Such action and its potential impacts were not favored by representatives of other companies interviewed.

Open lands policy. Another company maintains an open lands policy on large portions of its holdings. This policy consists primarily of simply not posting, fencing, or patrolling the property, and allowing all to make use of the lands (within a reasonable definition of use). Such a policy seems partially in response to a tradition of open range in the areas concerned wherein the residents claim a grazing traditional right to make such uses of land as they desire, no matter the ownership of the property.

In short, all the companies make some effort to occupy their lands with activities, either company enterprises such as timber management or oil and gas development, or other varieties of use such as leasing hunting and camping rights to individuals/groups or to the general public. The company benefitted through title maintenance, and good company image and probably broke even on costs.

Benefits

Monetary returns. Companies that did not have an open lands policy assessed fees for the use of their properties. However, the nature of these fees varied according to use and demand. Typically, hunting and trapping leases on a section of land cost between \$100 and \$250 per year. Campsite leases went for as little as \$1 per year, but were often in the \$25-\$100 range. Fishing permits were sold for about \$10 per season by one company. Such economic returns, when compared with the costs of holding the land, i.e., taxes, legal fees, maintenance, patrols, etc., seem marginal at best. Several of the representatives conceded that the economic returns did not equal the costs required to maintain the property. What, then, are some of the other reasons for such practices?

Title maintenance. Perhaps the strongest motive for allowing such uses is the maintenance of title to the property. Particularly in wilderness areas, large landowners have a problem with title retention since individuals "squat" and claim title to the land through right of adverse possession. The practice of leasing lands to individuals and groups and filing these leases with the courts is seen as a means of maintaining title to the land and gaining assistance from leases in adjudication over title. Thus, recreational uses of the land may be seen as a by-product of the owners' desire to maintain control over the land and to retain legal title to the property.

Public relations benefits. Significant benefits accrue to the landowners from a public relations viewpoint. The company who maintained the "open lands policy" in response to public attitudes probably had no choice, since, no doubt, a different, more restrictive policy could have enraged the residents of the area and could have cost the

company dearly in terms of malicious damage, reputation, etc. Too, another company contracted for the development of a marina on their property to provide area residents more convenient access to the waterways. Such actions cast a favorable light upon the company and help to foster its image as being responsible and responsive to the needs of society. Most of the representatives interviewed expressed concern for the public image of their company.

In summary, although monetary payments were extracted from users, the major benefits seem to involve maintaining title to lands and improving or maintaining the public relations image of the companies.

Liabilities

Obviously there is potential for difficulties in making land available for the public recreational use. Therefore, owners' representatives were also asked to cite specific problems associated with such uses. These included legal liability for injury, cost of legal documents, physical damages to environment, and increased security arrangements.

Legal liabilities for injury to users. An important problem noted by owners' representatives centered around the uncertain nature of owner liability for injury to users. Most lease arrangements made by the companies contain a clause transferring liability to the lessee. Despite this fact the owner-representatives were concerned about the extent of their liabilities in such circumstances. The need for clarification in this area led to Appendix A, Legal Issues in the Public Recreational Use of Private Lands in Louisiana.

Preparation of leases and documents. With the exception of one company, most other use arrangements required legal instruments of various kinds. Even though the companies have legal staffs to do such work, these tasks are certainly secondary to their other company business. According to one company, the fees charged for the various lease arrangements barely covered the costs of preparing required documents. Thus, although this problem was not serious enough to offset benefits perceived from leasing arrangements, it nevertheless was a significant company expense.

Damages to land and the environment. A variety of problems related to public land use are recognized by landowners. For example, campsite leases were implicated by more than one owner-representative in damage to the environment resulting from lack of adequate garbage and sewage-disposal facilities at the campsites. Too, the campsites generated increased boat traffic in the immediate area, which damaged water-control structures and bank abutments. Malicious damage to facilities, including water-control structures and well equipment, was also cited as a consequence of public land use.

Additional company activities mandated. Another problem noted was protection of leasee's access to the property. Company efforts were required to assure tenants' exclusive rights to access for the leasing period. This often involved increased patrol activity and expense on the part of the companies. At the minimum, increased surveillance by personnel committed to other tasks was required; in some cases employment of additional personnel was necessary.

Thus, public land-use practices adopted by the companies are not without problems. These derive from the ambiguous nature of legal statutes dealing with owner responsibilities, additional expenses to the companies, and damage to the lands and environment. Nevertheless, interviews disclosed that the companies feel that benefits outweigh the liabilities, and the practices will be continued, although some may be modified to correct particular deficiencies.

Attitudes toward increased public recreational uses of lands

The various public recreational land-use practices previously cited attest to a company's willingness and interest in these and similar kinds of activities. The companies interviewed were interested in additional possibilities for increased public recreational use of their lands subject to certain conditions.

However, current practices of the companies mostly involve leasing to individuals and groups rather than to the general public. These arrangements have much clearer legal status than public access, i.e., leasees assume liabilities for injury or damage under terms of a contract, whereas a company is not necessarily released from liability when it permits open access by the general public.

Of course, the potential for commercial exploitation is a company's primary reason for ownership of undeveloped land, and any recreational uses that would preclude more profitable activities would hardly be embraced with enthusiasm.

In summary, for a variety of reasons, the owner-representatives expressed interest in alternatives for greater public use of their properties to the extent that legal questions concerning their liabilities in such cases can be resolved and as long as such uses do not interfere with future commercial exploitation potential.

Attitudes toward governmental involvement and incentives in the management of land uses

Another issue that was discussed concerned the attitudes of the owner-representatives towards more involvement of national, state,

parish, and local governments in management of land use. The results were mixed. On one hand, company representatives had some interest in programs that would lease or deed surface rights to governmental units for public uses. In fact, one company had deeded campsites and roadside parks to the state after improving them initially. The incentives offered by such programs proved attractive to some company representatives. The companies also realized that the role of such agencies as the U.S. Army Corps of Engineers in delimiting the actions that they might take regarding their lands was necessary, although they did not necessarily agree with specific actions the Corps may have taken concerning their particular company in the past. Another important governmental role that the owner-representatives have more or less accepted is the concern with the environment and with preventing activities that would do permanent harm to the character of the land and the various governmental units associated with such concerns. Again, they agree in principle, although perhaps not with specific actions which are mandated by these governmental units.

However, these feelings notwithstanding, the company representatives believed in their fundamental rights to use their properties as they chose within the limits imposed by such regulatory groups. Any effort on the part of governmental bodies to influence greater uses of any variety would certainly be viewed first in the light of the primary goals and needs of the companies involved and secondly with an eye to the potential benefits that might accrue to the companies from the actions. To the degree that such proposed uses are consonant with these considerations, a company might agree to the practice. However, when such uses are at odds with company needs and priorities, resistance may be anticipated. Another consideration here, of course, would be the degree to which incentives were provided to encourage greater commitment of lands to such purposes. Tax breaks and other monetary advantages to the companies would be a prime consideration in any action that may be proposed.

Awareness of potential public recreational use of lands

In the course of the interviews it became readily apparent that the company representatives had a firm grasp on the variety of potentials their land-holdings possessed, especially those potentials for which the land was being primarily held. Further, it was apparent that some companies had investigated other potentials as well, including recreational values. The practices of letting hunting, trapping, and fishing leases attest to this awareness. And the representatives indicated a desire to be kept abreast of any activities designed to look into the possibilities for other uses that they may have overlooked. Most companies, however, were reluctant to commit additional resources unless it could be shown that such a commitment would benefit more than it would cost the company.

Impact of Recreational Uses on Other Uses of the Land

It must be understood at the outset that these companies are in businesses other than the provision of recreational opportunities for the general public. Thus, such recreational benefits are certainly secondary to the primary purposes of the companies and the situation must be viewed in this light. Most of the companies want to retain title to their holdings and want to retain at least the option of developing their properties in the light of the goals and needs of their organizations. Thus, recreational uses must be consistent with the other activities of the companies. This fact serves to limit the amount of alteration of land for recreational purposes that may be allowed. Thus, activities such as hunting, trapping, water sports, and fishing are ideal candidates for consideration here, while those activities that modify the land sufficiently to preclude other development are less desirable under these circumstances.

In short, the land-holding companies are interested, for a variety of reasons, in increasing the public recreational uses of their lands. However, these uses should be such that the interference with other company activities, both present and future, is minimal.

Conclusions

In summary, the companies interviewed put idle land-holdings to a variety of uses, many of which were recreationally linked. The major benefits accruing to the companies from these uses were in the form of title maintenance and public relations. The major problems perceived by the owner-representatives were increased liabilities and damages to the environment. The companies remain interested in increasing public recreational uses of their land-holdings as long as such uses do not interfere with the primary purposes for retaining the land. The companies do wish to retain title to the land and prefer limited governmental involvement in the determination of its uses.

In short, owner-representatives believe that increased recreational uses of their properties will gain additional benefits for their companies and will enable more complete uses of their properties. Suggested facilitative actions to achieve the goal of greater public recreational uses will be presented in the final chapter.

Chapter 5

Summary and Recommendations

Summary

Our summary will be organized into several sections, each reflecting a specific issue covered in this report. Comments will be made on the following topics: (1) evaluation of outdoor recreational supply and demand in the state, (2) assessment of the current state of outdoor recreational opportunities in the state, (3) attitudes of citizens and public officials concerning private sector involvement in providing supplementary recreational opportunities, (4) private landowner representatives' attitudes concerning their companies involvement, and (5) legal issues surrounding public uses of private lands for recreational purposes.

Briefly, data presented in the report indicated that both current and future demands for outdoor recreational opportunity as reflected in population distributions and changes, rising disposable personal income levels, increases in both the amount and the distribution of leisure time, increased mobility of the population aided by improvements in the highway system in the state, and increased sales of licenses for various outdoor recreational activities, exceed both existing and projected supply levels of federal, state, and local governmental facilities. Because of both these supply-demand imbalances and the ownership and use patterns of large corporate landowners in the state, a potentially valuable public recreational resource exists which would be tapped to help lessen the pressure on existing and planned public outdoor recreational opportunities.

Assessments made by both the general public and state officials indicated that the current state of public outdoor recreational development in Louisiana is marginal to inadequate. Among the general public, those appearing most critical were typically residents of larger cities, persons with higher incomes, persons in blue collar occupations, persons in middle-age groups, and those who were active in recreational activities. For legislators, the most skeptical group contained those who were representatives, those from noncoastal districts, those ranking lower on the education variable, those who represented districts containing smaller largest cities and interestingly, those who were recreationally inactive.

It was also true that comparisons of the state of public outdoor recreational development in Louisiana with other states did not fare well. In the citizen survey, a majority of respondents believed that

the state was worse than other states in terms of this area of development. Residents of larger cities in the state, those with higher social class backgrounds as measured by income levels and educational attainments, and those in middle-age groups were most likely to give the state a worse than others ranking in terms of public outdoor recreational development. This same trend toward ranking the state behind others in terms of the development of public outdoor recreational opportunities was noted among legislators. Those legislators who were representatives, who represented noncoastal districts, who had less education, and or who were recreationally inactive were most likely to be critical of the state in this regard.

Generally, both the citizens' survey and the legislator poll supported the involvement of the private sector in the provision of supplementary outdoor recreational opportunities in the state and agreed to a wide variety of questions dealing with various incentives to encourage greater private participation. In the citizens' survey, a majority of respondents favored diversion of monies from other budget areas as a means for providing additional funds, indicated that legislation should be directed to remove ambiguities over liabilities, supported using state funds for minimal improvements on private lands, etc. Important variables affecting responses here were size of city, residence, income and educational levels and recreational activity level. Legislators also responded favorably to such questions, with a majority of lawmakers supporting legislation aimed at liability reduction and the use of state funds for improvements on private lands. Important characteristics of those most favorably disposed concerning these issues were type of legislator and the nature of the district they represented.

Generally, our survey of the representatives of six of the largest corporate landowners in the state revealed that "idle" lands were already being used for recreation-related purposes such as camping, hunting, fishing, and trapping. However such uses were primarily by private groups and individuals. The companies were interested in increased general public use of their lands if such uses: (1) were not incompatible with the primary purposes for retaining the lands, (2) could be shown to be of greater benefits than liabilities, (3) could assist them in their efforts to retain title to the lands and (4) had potential for supporting future company profits as depletion of current nonrenewable resources occurred. The companies, however, preferred to retain at least mineral title to their lands and would also like to retain most of the control in the uses of their holdings. All those interviewed expressed a genuine interest in furthering the exploration of possibilities for increasing general public recreational uses, and they seemed willing to cooperate with public officials in facilitating this end.

Our survey of the status of the legal situation revealed that despite the fact that legal statutes are extant that hold the property owner, under certain well-defined circumstances, liable for injury to

persons on his property, very little use of such options has been made in the past. Too, insurance against such liabilities is available at minimal cost to owners. This is interesting in the light of the fact that our landowners cited the fear of liabilities as an important impediment to increased public use. The problem, then, seems to be more a lack of accurate information than of restrictive legislation.

Recommendations

As is obvious from the information contained in this report, public outdoor recreational demands over the next few years will far exceed both current and projected supply as anticipated by federal, state, and local governmental units. The involvement of the private sector as a source of supplementary supply for these facilities has been proposed and the attitudes of Louisiana's citizenry, legislators, and private landowners have been assessed concerning the feasibility of using such resources in this effort. The following recommendations seem warranted by the results of our investigation.

- That recreational resource planners in Louisiana begin a concentrated effort to improve public outdoor recreational opportunities in the state.
- That such an effort involve both the public and the private sectors, and emphasize the role of each in increasing supplies of outdoor recreational resources.
- That particular attention be devoted to encouraging private investment in this area.
- Toward this end, that a commission or board be established whose specific function is to investigate, report, coordinate, and advocate the use of private outdoor recreational resources for public recreational purposes as a supplement to public efforts.
- That this commission be charged with the following specific duties:
 - 1) To begin to assess the potential for using private resources for specific public outdoor recreational activities in areas where state supply forecasts fall short of anticipated demand levels.
 - 2) To remove existing impediments to such participation by private interests which may exist in such areas as state and local laws and ordinances.
 - 3) To examine alternative approaches for providing incentives to private interests who wish to develop public outdoor recreational opportunities either at their own expense or who wish

such development by private interests or the federal/state/local authorities.

- 4) To undertake an effort designed to inform both the general public and private landowners of:
 - a) Programs at the federal and state level designed to facilitate greater public uses of private lands as noted in our legal survey.
 - b) Misinformation concerning liabilities incurred by allowing public access.

Appendix A

Legal Issues in the Public Recreational Use of Private Lands in Louisiana

Beginning with our earliest efforts to investigate the potential uses of private land-holdings for public recreation in the state, a salient issue was the confused state of laws and regulations concerning such uses. These concerns were expressed by all three groups in our study--public officials, private landowning interests, and the citizenry at large. In an attempt to determine the precise nature of the problem, we undertook a survey of various legal issues surrounding this particular form of land use.

Trespass vs. Rights to Land Use: A Dilemma

Because of demands for hunting and fishing opportunities, there has been tension between sportsmen and landowners since the earliest days of Louisiana statehood. Sportsmen and other conservationists contend that since the wildlife in the state belongs to no one (until it is reduced to possession [caught]),¹ they should be allowed to pursue it freely, or at least without fear of criminal sanctions so long as private property is not damaged. Landowners, on the other hand, wish to maintain control over the use of their land to derive profits from its uses and to avoid liability to anyone injured on their property.²

The law of trespass is the landowner's primary legal tool for limiting the use of his property and protecting himself from liability to those who go on his property against his wishes. Trespass is a wrongful interference with or disturbance of the possession of another.³ There are two types of trespass, criminal and civil. This section will deal with criminal trespass only. An action for civil trespass requires proof of damage to the land before the trespasser is obligated to pay a monetary award to the landowner. The kind of damage required is not often at issue in the public use of private lands for hunting and fishing, where the landowner's main concern is not to collect money for damage actually done, but to discourage potential trespassers. Criminal trespass, however, results in a fine or imprisonment for the

*Those contributing to this section include Mike Robbins, Marsha Mistrick, Linda Watkins, and Marc Hershman of the LSU Sea Grant Legal Program. References are located at the end of this appendix.

trespasser regardless of whether or not he has damaged the property in any way. Therefore, the criminal trespass statutes are a stronger deterrent to potential trespassers than the threat of a suit for civil damages.

In Louisiana, different definitions of the crime of trespass have been established through varying state and local enactments. A uniform state trespass statute was passed in 1960,⁴ but this has since been amended to include variations for eight parishes.⁵ In addition some parishes have the authority to enact their own local ordinances defining trespass and establishing penalties for violators.⁶ These diverse enactments have resulted in varying consequences for those who trespass. Some parish trespass ordinances apply only to hunters and fishermen.⁷ Other parishes impose greater penalties than the state law.⁸

The difficulty presented by the various statutes defining trespass is that hunters and fishermen from one part of the state cannot easily determine what the law is in another part of the state. In addition, since parish boundaries are often unmarked, one who would chase game or other wildlife on foot or in a boat near a parish boundary cannot readily discern his rights to enter land.

There seems to be no singular motivation that prompts these varying enactments, but, at least in the coastal parishes surveyed, there was opposition from many landowners to letting hunters and fishermen enter their land to pursue their sport. These same landowners often prefer to lease hunting and fishing rights to private clubs rather than to open their property to the public at large.⁹

Entrance to land, the use of natural resources, trespass, and landowners' rights give rise to many emotion-filled discussions that are not peculiar to Louisiana but are certainly heightened in this state because of the great recreational demand.¹⁰ Even though there are few actual confrontations when one considers the vast amount of time spent by state residents in the out-of-doors,¹¹ the knowledge of what rights a sportsman possesses or how a landowner may protect his property interests might serve as an aid to restrain hostilities.

A Survey of the Trespass Statutes

Local enabling statutes

To understand criminal trespass in Louisiana it is necessary to examine the earliest enactments on the subject, to analyze them and compare them with the current laws. As early as 1825¹² police juries of the state were authorized to adopt such regulations as they thought necessary to prevent and punish trespasses committed by hunters on enclosed or fenced property. Thus the hunter has long been the primary target of trespass legislation in Louisiana. The authorization was not expanded to include the regulation of trespassing of nonhunters until

1966.¹³ At that time police juries were given the power under Section 14 of R.S. 33:1236:

To adopt such ordinances and regulations as they may deem necessary to prevent and punish the unauthorized entry upon or use of any enclosed lands which are posted with legible signs warning against trespassing....

Section 14 of R.S. 33:1236 was again revised in 1972 and 1974¹⁴ and it now reads as follows:

(14) To adopt such ordinances and regulations as they may deem necessary to prevent and punish the unauthorized entry upon or use of any enclosed lands which are posted with legible signs warning against trespassing or the use of movable property located within their parishes; but the fines and punishment imposed shall not exceed one hundred dollars or ninety days in the parish jail, or both.

The governing authorities of the parishes of Union, Claiborne, East Feliciana, West Feliciana, East Carroll, Madison, Tensas, Ouachita, Franklin, Catahoula, Richland, Pointe Coupee, Iberville, Acadia, St. Landry, and West Baton Rouge are authorized to adopt such ordinances and regulations as they may deem necessary to vent and punish the unauthorized entry upon or use of any lands, enclosed or unenclosed, or movable property located in any of such parishes, which are posted with legible signs warning against trespassing; provided, however, that for the purposes hereof, the posting of lands in the aforesaid parishes may be accomplished by alternating every fifty feet upon the land a posted sign and a painted white line on a tree or other suitable marker or by such other means as may be determined by the police juries of the aforesaid parishes; but the fines and punishment imposed hereunder shall not exceed one hundred dollars or ninety days in the parish jail, or both.

State statutes

In 1855 the legislature passed the first state law defining and regulating trespass.¹⁵ This was enacted into the 1870 Revised Statutes as Section 2967.¹⁶ It provided penalties for anyone found cutting, removing, or disposing of timber from lands belonging to the state, unless duly authorized to do so. Later enactments expanded the criminal definition of trespass to include entering plantations or farms or any enclosed area without the owner's consent,¹⁷ cutting timber on the land of another without the owner's consent,¹⁸ taking possession of the land, house, or tenement of another,¹⁹ and destroying enclosures and fences around the land of another.²⁰

Cases construing the state trespass laws held that land did not necessarily have to be dry to be the object of a criminal trespass.²¹

A fisherman who by boat or otherwise entered nonnavigable waters committed a trespass if the land adjacent to the water was enclosed and posted.²² If the same fisherman, however, entered unenclosed swampland he would not be guilty even if the swamp were posted.²³ Despite the difficulty of enclosing marshland, if it were unenclosed or even posted, anyone could enter the area to hunt, trap, or fish.²⁴ This right to enter unenclosed marshland without the owner's consent to trap fur-bearing animals was denied by Act 89 of 1938.²⁵

Thus Act 89 (R.S. 56:278) had the purpose of prohibiting trapping on certain swamplands without the landowner's consent and of protecting his property rights to land not under cultivation. This statute was continued in force after the enactment of the Louisiana Criminal Code in 1942, even though it was not made part of the code.²⁶

At the time of the enactment of the Louisiana Criminal Code in 1942, Article 63 read simply enough:

Criminal trespass is:

- (1) The unauthorized and intentional taking possession of any tract of land or structure thereon without the consent of the owner thereof; or
- (2) The unauthorized and intentional entry upon any:
 - (a) enclosed and posted plot of ground; or
 - (b) posted lands belonging to public institutions;
or
 - (c) structure, water craft, or movable.

In 1960, Article 63 was revised to include some unenclosed property:

A criminal trespass is:

- (1) The unauthorized and intentional taking possession of any tract of land or structure thereon without the consent of the owner thereof; or
- (2) The unauthorized and intentional entry upon any:
 - (a) Plot of immovable property in excess of one acre which is posted but not enclosed, unless said property is situated in an open range area; or
 - (b) Plot of immovable property which is posted and enclosed, including property situated in open range areas; or

(c) Posted lands belonging to public institutions; or

(d) Structure, water craft or movable. Where an entry is made from a waterway for emergency purposes the party in distress may use the banks of said waterway without violating the provisions of Paragraph 2.

This section has since been amended to provide variations for the Parishes of Jefferson Davis,²⁷ Bossier,²⁸ Terrebonne,²⁹ St. John the Baptist,³⁰ Jefferson,³¹ Caddo,³² Catahoula,³³ and Concordia.³⁴

By 1975 the once-uniform, comprehensive state law had been eroded by amendments and an enabling statute allowing police juries to pass and enforce their own local ordinances.

In a case that challenged the constitutionality of the state's first variation to its uniform trespass statute,³⁵ the Louisiana Supreme Court held that the section of the state statute defining criminal trespass in Jefferson Davis Parish did not violate due process or equal protection guarantees, even though it differed from the law applicable to other parishes as to posting of land and the sentences that might be imposed. The reason given was that

The rich diversities in the land, people, and culture of Louisiana are matters of common knowledge.... The rural-urban diversity is but one of several that affect trespass laws. The variegated patterns of topography and land-use mitigate against state-wide uniformity in trespass litigation.³⁶

The passage of a new state constitution for Louisiana in 1974, however, reopened all of the issues related to the passage by the state legislature of special trespass definitions for various parishes.

Article III Section 12 of the 1974 Constitution, Prohibited Local and Special Laws, contains the following provisions:

Section 12 (A) Prohibitions. Except as otherwise provided in this Constitution, the legislature shall not pass a local or special law:

...(1) Defining any crime.

At first glance one would wonder whether such a provision would be applied to trespass as a crime or whether the redactors had in mind the more traditional concepts of crimes of violence. However, a study³⁷ of the discussions and compromises leading to the passage of Section 12 shows that the "crime" of trespass was precisely the crime that provided the impetus for the passage of that section.

Although the issue would seem to have been clearly decided by the new constitution, such is not the case. In spite of the prohibition

against state enactments of local and special laws defining any crime, the 1975 Legislature enacted an additional amendment to the state criminal trespass law, defining trespass in Catahoula and Concordia parishes.³⁸ To date there have been no cases challenging the constitutionality of this law or of the other sections of the state trespass statute that make special provisions for individual parishes. Since these laws define crimes, in violation of the provisions of the Louisiana Constitution, the only way they could be constitutional is by a determination that they are not "local or special" laws.

Regardless of the outcome, local governmental bodies are still authorized to enact their own trespass ordinances. Thus, it seems that diversity in trespass standards and penalties will remain, leaving hunters, fishermen, and other sportsmen as uncertain as before about their rights and restrictions.

Liability of a Landowner for Injuries Occurring on His Property

Louisiana law³⁹ provides that a landowner has a duty to use reasonable care to safeguard the person and property of others while they are on his property. "Reasonable care" is defined as what a prudent man would do to prevent harm from coming to another.⁴⁰ The general rule is that a landowner is liable for any negligent or intentional act that occurs on his land and results in harm to another.⁴¹ An act that intentionally causes harm to another makes the landowner liable to the injured party regardless of whether or not the injured party had a right to be on the land. Liability for negligent injury is related to the standard of care a landowner owes to one entering upon his land. This standard of care has traditionally been determined by the circumstances surrounding the entry. These circumstances establish that the entrant is either a trespasser, a licensee, or an invitee.

The trespasser comes onto the land without the consent of the landowner⁴² and often without his knowledge. He comes without any intention of giving economic benefit either to the land or its owner.⁴³ A transient hunter or a fisherman whose presence on the land was unknown to the landowner would be classified as a trespasser.

The trespasser has no right to expect the landowner to provide him with a safe place to trespass or to protect him in his wrongful invasion of the landowner's property.⁴⁴ The landowner owes the trespasser no duty other than not to do intentional harm to him.⁴⁵

A licensee comes onto the land with the knowledge and invitation of the landowner, but again with no intention of benefiting his host economically.⁴⁶ In most states a social guest is considered a licensee.⁴⁷ The landowner must take greater care for the safety of the licensee, in that he must not harm him intentionally and he must warn the licensee of all hidden hazards of which the landowner is aware.⁴⁸

The landowner does not, however, have to make the premises safe for the licensee, nor is he required to inspect the premises for hidden dangers or give warning against conditions that should be obvious to the licensee.⁴⁹

The landowner owes the highest possible assurances of safety to one who comes on his land as an invitee. Invitees are those persons who come onto the land at the owner's invitation and with the intention of doing some service for him. This usually includes a customer in a store,⁵⁰ drivers calling for or delivering goods,⁵¹ and independent contractors.⁵² This status is accorded social guests in Louisiana,⁵³ even though they do not meet the criteria of providing a service or benefit to the landowner.

The landowner must protect his invitee from injury caused by negligent activities and warn him of hidden dangers of which the landowner is aware, just as in the case of a licensee. In addition to this protection, it is the duty of the landowner to inspect his premises and make them safe for the visit.⁵⁴ This is called the duty to inspect and is considered an onerous one, especially by a landowner whose property is measured in terms of acres and is thus rather extensive.

The high standard of care owed an invitee, and the fact that such status is given to social guests in Louisiana are probably factors that tend to discourage private landowners from allowing the public to use their land for recreational purposes. There are current trends among courts to abolish these entrant distinctions.⁵⁵ However, this might result in an increase in the landowner's duty to inspect and thus encourage the private landowner to keep his land for his own use exclusively rather than risk liability to those injured on his land.

In order to encourage landowners to open their land to the public for recreational purposes, many states, including Louisiana, have enacted special laws purporting to reduce the liability of a landowner.⁵⁶ At first such a statute would appear to be detrimental to the interests of the recreational guest since it seems to relieve the landowner of responsibility to those on his land. But while it was certainly promoted by landowners' interests and, more particularly, their insurers, it serves the public by reducing the uncertainties otherwise involved in public use of private land. Recreational and sportsmen's groups support the legislation, presumably because the recreational demand has reached the point where the recreationists themselves are willing to assume the risks of their activities as the price of gaining access to prime recreational resources such as forests, tree farms, wetlands, and other open lands held in private ownership.

This legislative attempt to define the liability of landowners toward recreationists has been the subject of several articles by writers in the legal field.⁵⁷ It is pointed out that trespassers and licensees were not traditionally granted any assurances against accidents (although a landowner could not set people traps) and so the

statutes offer little if any additional protection even for the class of landowners in whose favor it was enacted.⁵⁸ There is a consensus that the statutes have confused the issues. For example, both statutes seem to suggest that campers, hunters, and fishermen are to be treated differently from other intruders and bare permittees.⁵⁹ This will create difficulty in trying to distinguish among the entrants on this new basis since they must be considered not only in terms of their status as trespasser, licensee, or invitee, but also in terms of their reason for being on the land, i.e., hunting, fishing, or other reasons.

Liability and Insurance Protection for Private Landowners Who Would Let the Public Use Their Land for Recreation

The use of private lands for public recreational purposes in Louisiana has diverse consequences. A landowner has been held responsible for the acts of a visitor to his property when one hunter injures another because they are too numerous for the amount of land available,⁶⁰ or when a hunter mistakenly crosses property lines and shoots an adjoining landowner or his guests.⁶¹ Other instances have been reported of a farmer being held responsible to a farmhand who was working on regular farm work and was shot by a hunter.⁶²

Obviously with current and projected supply/demand imbalances, any additional resources will benefit users. However, landowners in the state are concerned about the benefits and particularly the increased liabilities that will accrue to them from such uses. This section will deal with the protection available to the landowner through two types of insurance contracts, the Owner's, Landlord's, and Tenant's Policy (OL&T) and one of its subdivisions, the Farmer's Comprehensive Personal Liability Policy (FCPL).

Owner's, landlord's, and tenant's policy

The basic contract for covering legal liability to the general public is the OL&T policy.⁶³ It is designed to be used for commercial enterprises but may also be used to insure farms. The rates, which are set on a state-by-state basis, are usually quoted per \$100 of receipts from the operation incurred and there is often a minimum annual premium of \$35.00 per year.

Because of the many possible combinations of activities involved and the extent and nature of those activities, a rating is made in each case, based on the risks involved. A landowner who wishes more information concerning rates and coverage should consult his property insurance agent.

Vacation farming, picnicking, and family camping are low-risk activities that should cause very low, if any, increase in annual premiums over the basic rate for the 5/10/5 liability coverage. But a

landowner who wished to open up 200 acres, accomodate paying guests, and increase his coverage to 50/100/50 would incur greater premium costs.

Farmer's comprehensive personal liability policy

One of the subdivisions of the OL&T contract is the Farmer's Comprehensive Personal Liability Policy (FCPL).⁶⁴ It was designed to cover typical farming operations but not the recreational activities. The policy usually includes minimal medical payments coverage up to \$500. Under a subsection of the policy or as an endorsement to it, and for an extra premium, the farmer may cover most, if not all of the following:

Employers liability, custom farming non-liability medical payments, death of animals from collision, non-liability property damage, and accident insurance on employees.⁶⁵

The coverage limits are usually 5/10/5 with FCPL but for a small additional premium the limits may be increased.

Casualty insurance rating bureaus are studying the possibility of adding endorsements to their FCPL policies to cover nonfarming activities. In order to avoid the necessity of individual ratings and yet give the insurance companies an idea of the risk they were accepting at a quoted premium there would have to be limitations on the scope of activities covered. A typical endorsement might be based on the dollar amount of receipts taken in or on the number of people using the property per day or per year. If such an arrangement could be worked out for small operations, more farmers might be encouraged to consider side-line recreational activities and replace the no-trespassing signs with invitations.

As an alternative to insurance in attempting to avoid liability, some property owners obtain releases from guests. However, these are of questionable value in litigation although they may be a valuable deterrent to filing suit in the first place. But a landowner who is sued by a person injured on his land, even if he is later proven not to be liable, has still incurred the expense and worry of hiring a lawyer. Most liability insurance companies, on the other hand, provide an attorney to defend the suit filed against their insured regardless of the merits of the case. Louisiana, unlike most other states, allows an injured person to sue the insurance company directly, whether or not he also sues the person carrying the policy.

The Farmers Comprehensive Personal Liability Policy coverage was at issue in a suit arising out of a private recreational use of certain farm property in Evangeline Parish.⁶⁶ The policy covered all premises owned at the stated address and included other premises used in connection with farm operations. The injury occurred at a building that was

used as a fishing camp. The court found that it was not necessary, in order for the use of the camp to be "in connection with" farm operations, that its only use was for that purpose. The fact that the farmhands used it for cooking brought it "in connection with" farm operations and thus within the terms of the policy, even though it was often used as a fishing camp.

This might seem to be a boon to recreationists as an indication that they can pursue their sport in relative safety, with landowners being more careful in the face of possible liability. But the more likely consequence is that farmers will tend to restrict the use of their property because of their fear of lawsuits and of increased insurance rates.

Summary

The rights of hunters and fishermen to enter land for the purpose of pursuing their sport still is uncertain. The varying state and local enactments remain on the books. Although the 1974 Constitution prohibits local and special laws defining any crime, the legislature has continued to enact trespass statutes that are local and special.

Aside from the confusion over the criminal statutes relating to trespass, there is also uncertainty as to landowners's liability to those who are injured on their property. This is relieved to some extent by the availability of insurance coverage and by the practice of some landowners of getting a signed release from those who are allowed onto their land.

The increasing demand for recreational opportunities and the decreasing available land for this purpose will continue to create pressure for a resolution to the conflict between the interests of the landowners and interests of the public. Each group has something to gain: For the landowners, it is increased income from the use of their property; for the recreationists, increased access to land.

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3. McWaters vs Gardner, 69 So. 2d 724 (Alabama Court of Appeals, 1954).
4. La. R.S. 14:63 (1950), as amended by La. Acts 1960, No. 458.
5. La. R.S. 14:63.5 (Jefferson Davis); 63.6 (Bossier); 63.7 (Terrebonne); 63.8 (St. John the Baptist); 63.9 (Jefferson); 63.10 (Caddo); 63.11 (Catahoula and Concordia).
6. La. R.S. 33:1236, ¶14 (1950), as amended by Acts 1966, No. 427, §1; Acts 1972, No. 500, §1; Acts 1974, No. 7, §1, Acts 1974, No. 594, §1.
7. See Appendix B, Cameron, Lafayette, and Vermilion parish trespass laws apply to hunters and fishermen only.
8. See Appendix B; La. R.S. 14:63.
9. Bull. 618.
10. Ibid; State of La. Comprehensive Outdoor Recreation Plan, 1970-75 (hereinafter cited, Recreation Plan).
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12. Acts 1825, p. 62, §1.
13. Acts 1966, §427.
14. Acts 1972, No. 500, §1; Acts 1974, No. 7, §1; Acts 1974, No. 594, §1.
15. Acts 1855, p. 207.
16. See also La. R.S. 1870, §819.
17. Acts 1865, p. 16; La. R.S. 1870, §822.
18. Acts 1858, p. 156; Acts 1870, p. 49 No. 28; La. R.S. 1870, §817.
19. Acts 1870, p. 50 No. 8, §2; La. R.S. 1870, §818.

20. Acts 1870, p. 50 No. 8, 2; La. R.S. 1870, §818.
21. State vs. Almokary, 212 La. 783, 33 So. 2d 519 (1947).
22. Almokary, supra; La. R.S. 1870, §822 as amended, Acts 910, No. 162.
23. State vs. Crappel, 181 La. 715, 160 So. 309 (1935); State vs. Hebert, 179 La. 190, 153 So. 688 (1934).
24. State vs. Hebert, supra.
25. Hunting with a rifle or gun was excluded from the prohibition of the statute.
26. Acts 1942, No. 43.
27. La. R.S. 14:63.5 (Supp. 1962), as amended Acts 1975, No. 112, §1.
28. La. R.S. 14:63.6 (Supp. 1964).
29. La. R.S. 14:63.7 (Supp. 1966).
30. La. R.S. 14:63.8 (Supp. 1966).
31. La. R.S. 14:63.9 (Supp. 1966).
32. La. R.S. 14:63.10 (Supp. 1972).
33. La. R.S. 14:63.11 (Supp. 1975).
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35. State vs. Guidry, 247 La. 631, 173 So. 2d 192 (1965).
36. Ibid., p. 195.
37. XXXVI Proceedings of the 1973 Constitutional Convention (112th day). pp. 25-33.
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40. 27 La. L. Rev. 796-797.
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50. Royer vs. Najarin, 60 R.I. 368, 198 A. 562 (1938); Huber vs. Am. Drug Stores, 19 La. App. 430, 140 So. 120 (1932).
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52. Haefeli vs. Woodrich Eng. Co., 255 N.Y. 442, 175 NE 123 (1931); Arizona Binghamton Copper Co. vs. Dickson, 22 Ariz. 163, 195 P. 358 (1921).
53. Alexander vs. Gen. Acc. Fire and Life Assur., 98 So. 2d 730 (La. App. 1st Cir. 1957).
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57. 25 La. L. Rev. 47, 28 La. L. Rev. 211, 1964 Wisc. Law Rev. 705.
58. 25 La. L. Rev. 47.
59. Ibid.
60. Liability and Insurance Protection for Farmers Who Have Income Producing Recreational Facilities, USDA - ERS Bull. 120, 1963.
61. Ibid.
62. Ibid.
63. Ibid.

Appendix B

Trespass Laws of Coastal Parishes

Parish	Fines	Deviations from Uniform Laws as of 1974
Acadia		Act 6 of 1974
Ascension		No deviations
Assumption		Special provisions include pre- cinct by precinct treatment
Cameron	\$100/30 days \$50/10 days	Pursuant to Act 355 of 1945-- applies only to hunters and fishermen. Provides for criminal hunting trespass-- unauthorized entry on land with firearms with intention of hunting
Calcasieu		No additions to uniform state law La. R.S. 14:63
East Baton Rouge	\$100/20 days	General trespass and posting ordinances--similar to state law
Iberia		No deviation
Iberville		Act 6 of 1974
Jefferson*		La. R.S. 14:63.9, 1966 Act No. 928
Jeff Davis*		La. R.S. 14:63.5, 1962 Act No. 54.1
Lafourche		No action taken on enabling Statutes
Lafayette	\$100/30 days	1956 Act applies only to hunters and fishermen. Ord. 228 adopted Feb. 1968. 1974 Act authorized Lafayette to enact trespass ordinances.

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Parish	Fines	Deviations from Uniform Laws as of 1974
Livingston		No ordinance
Plaquemines		Relies on uniform La. R.S. 14:63
St. Bernard		Relies on uniform La. R.S. 14:63
St. Charles		Relies entirely on La. R.S. 14:63
St. James		No deviation
St. John the Baptist*		La. R.S. 14:63.8, 1966 Act No. 435, §1
St. Martin	\$100/90 days	1972 Act 499--very general posting ordinance
St. Mary		Just enabled--no action resulting therefrom
St. Tammany		No deviation
Tangipahoa		No deviation
Terrebonne*		La. R.S. 14:63.7, 1966 Act No. 193, §1
Vermilion	Not more than \$100 or 90 days or both	Special provisions apply only to hunters enabled Act 355, 1956, enacted 1958, again 1966
West Baton Rouge	\$100/90 days	Act 6 of 1974, general trespass and posting ordinances. Ordinance passed Sept. 12, 1974

*Parishes treated specially in La. R.S. 14:63.

