

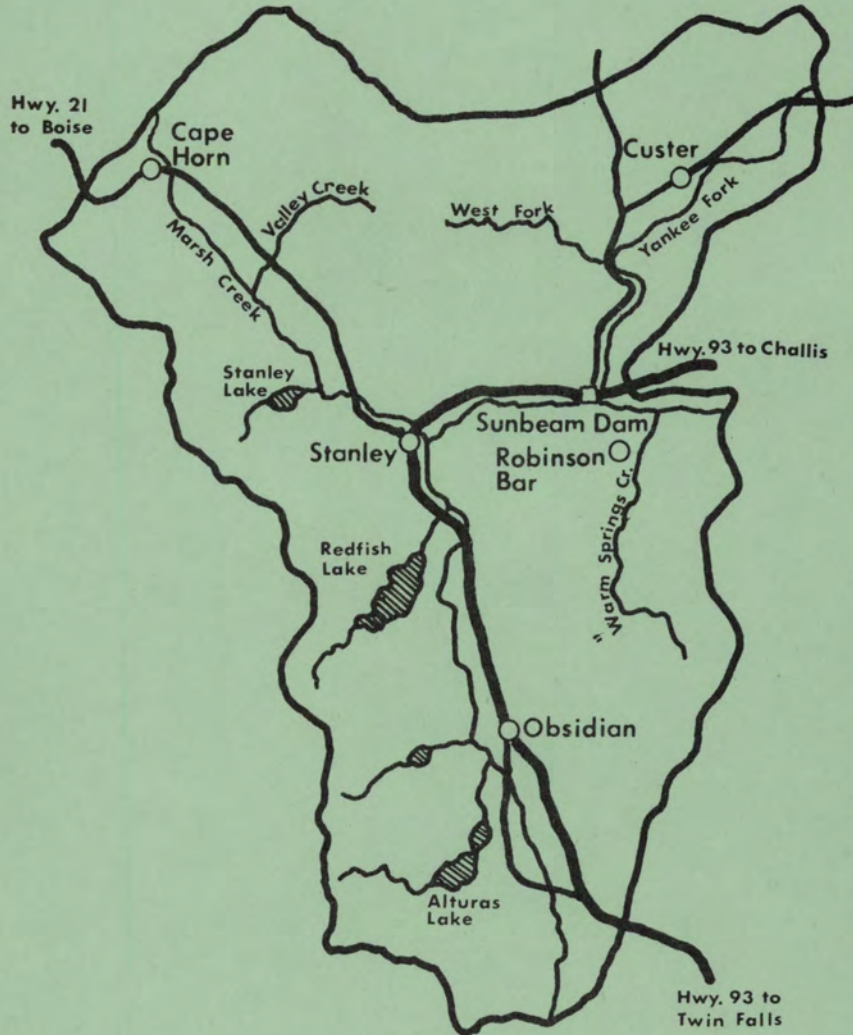
197329

USFS

FILE COPY

2

**SCENIC RIVERS STUDY  
REPORT NO. 4  
W.R.R.I. NO.-FS44-297**



Report of

**A Survey of Landowners'  
Attitudes and Opinions  
in the Sawtooth Valley**

by

E. L. Michalson

**Water Resources Research Institute  
University of Idaho  
Moscow, Idaho**

**March, 1973**

SCENIC RIVER STUDY  
REPORT NO. 4  
WRI No. FS-44-297  
Dr. E.L. Michalson, Principal Investigator  
July 1972 - March 1973

A SURVEY OF LANDOWNERS'  
ATTITUDES AND OPINIONS IN THE SAWTOOTH VALLEY

by

E.L. Michalson

Submitted to  
U.S. Forest Service  
Region 4  
Ogden, Utah

March, 1973

This project was supported primarily with funds provided  
by the United States Forest Service, Region 4, Ogden, Utah.

Water Resources Research Institute  
University of Idaho  
Moscow, Idaho

C.C. Warnick, Director

## ABSTRACT

The goal of this survey was to obtain the attitudes and opinions of landowners in the Sawtooth Valley toward the potential management of the area as a National Recreation Area or a National Park. The survey was conducted prior to the actual designation of the area as an NRA and the attitudes and opinions expressed by these landowners reflect this timing. The data obtained in this survey consists of a sociological profile of the landowners, an inventory of the present land use in the valley, the land management problems of the area, and the landowners' knowledge of the management alternatives of the area. A total of 394 respondents (46%) completed all or part of the survey.

## ACKNOWLEDGMENTS

The author wishes to acknowledge the work done on this project by Mr. John R. Herbst who did much of the preliminary work in developing the questionnaire used to obtain the data used in this study. This work consisted of developing the questions, the questionnaire format and the mailing of these questionnaires to the landowners. In addition, acknowledgment is given to the work done by Mr. M. Sadar who tabulated the data on the questionnaire.

The author also wishes to acknowledge the men who spent time and effort in reviewing this manuscript. They were Drs. John Carlson and Fred Watts, and the Director of Water Resources Research Institute, Mr. C.C. Warnick.

TABLE OF CONTENTS

CHAPTER	PAGE
INTRODUCTION . . . . .	1
NATIONAL RECREATION AREA (NRA) . . . . .	4
METHODOLOGY . . . . .	5
RESULTS . . . . .	6
Sociological Characteristics . . . . .	6
Land Uses . . . . .	13
Land Management Problems . . . . .	19
Comparisons of Acreage and Related Factors . . . . .	22
Land Management Alternatives . . . . .	26
INTERPRETATION OF RESULTS . . . . .	36
SUMMARY AND CONCLUSIONS . . . . .	38
APPENDIX . . . . .	40

LIST OF TABLES

TABLE	PAGE
Table 1: Percentage Distribution by Occupation Class . . . . .	9
Table 2: Percentage Distribution by Education Class . . . . .	10
Table 3: Present and Potential Land Uses in Sawtooth Valley . . . . .	13
Table 4: Types of Permanent Structures on Private Property in the Sawtooth Valley . . . . .	14
Table 5: Type of Construction of Permanent Structures on Private Property in the Sawtooth Valley . . . . .	15
Table 6: Percentage of Landowners Indicating Subdivision of Land into Recreational Lots as Being Desirable . . . . .	17
Table 7: The Uses of Land Prior to Sale and After Sale in the Sawtooth Valley. . . . .	18
Table 8: Recreational Uses by the General Public on Private Land in the Sawtooth Valley . . . . .	20
Table 9: Activities of Guest Ranches in the Sawtooth Valley . . . . .	22
Table 10: Distribution of Present Land Uses and Acreage in the Sawtooth Valley . . . . .	23
Table 11: Distribution of Expected Future Land Uses and Acreages in the Sawtooth Valley . . . . .	25
Table 12: Respondents Knowledge of Land Management Alternatives for the Sawtooth Valley . . . . .	27
Table 13: Possible Impact of National Recreation Area and National Park Designation of Property Values and Area Economy . . . . .	29

List of Tables (cont.)

TABLE	PAGE
Table 14: Landowners Preferences for Government Regulation of Private Land in the Sawtooth Valley . . . . .	31
Table 15: Landowners Opinions on How Public Land Should Be Managed in the Sawtooth Valley . . . . .	34

LIST OF FIGURES

FIGURE		PAGE
Figure 1:	Percentage of Respondents by Age Groups . . . . .	7
Figure 2:	Income Earned on Property Owned in the Sawtooth Valley . . . . .	12



## INTRODUCTION

The Water Resources Research Institute of the University of Idaho has been involved in a study of the recreation carrying capacity of the Sawtooth Valley in central Idaho. This report is part of a continuing effort of the Institute to assist in developing water and related land management information for Idaho. The study grew out of the national interest in making the Sawtooth Valley a National Recreation Area, or a National Park or some combination of the two. Designating this area as a National Park or National Recreation Area would have very important effects on the landowners who reside in the valley, those who own recreational property and those who are absentee landowners. This survey of landowners has been an attempt to allow landowners in the valley to indicate their concerns and the problems they felt would arise as a result of proposed designation. (The area was not designated as a National Recreation Area when the survey was organized and carried out in April, May and June of 1972.)

In the original proposal, which was funded in 1971, there were four objectives. These were as follows:

1. Determine the recreational carrying capacity and its related impact in the Sawtooth Valley.
2. Determine the biological carrying capacity of the water and land resources related to vegetation, fisheries, and wildlife.
3. Determine the physical carrying capacity of the soil and water.
4. Determine the ability of the area to retain its present aesthetic beauty and pastoral mountain valley character.

The landowner survey falls under objectives one and four above because it deals with the attitudes and opinions of people who make part of their livelihood in the valley and also with people who have bought property in the valley to recreate and build summer homes on. It was evident that if the Sawtooth Valley was designated as a National Recreation Area or National Park that some of the present land uses would have to be modified and that some types of development such as mining would be prohibited. The land use planning for the area would concentrate on recreational alternatives and grazing of cattle and sheep would continue much as it had in the past.

In light of the above designation it is evident that a problem exists which could have long term ramifications for land managers in the area. In the valley floor area much of the land from Stanley to Smiley Creek is privately owned (25,400 acres) and some is state owned (2,200 acres). These lands are used for cattle and sheep production and for private recreation such as summer homes and for business purposes. By far the largest proportion of the private land is used for ranching. In addition to this, land in the large contiguous federal areas is used by ranchers for grazing. Some state land in the valley is also used for grazing. This land consists of the remnants of every 16th and 36th section of land in the rectangular survey which was given to the state at the time of statehood. State land which is not used for agricultural purposes consists largely of small lots used for recreational summer home sites. Finally, there are some patented and unpatented mining claims in the area.

The U.S. Forest Service also has a variety of uses on its land. However, these uses are carried on under special use permits, i.e., summer home sites, marinas, resorts, church camps and some other minor uses are examples.

## NATIONAL RECREATION AREA (NRA)

The restrictions on land uses which were proposed in the NRA legislation would affect land practices significantly. In fact, it would preclude all mining and other uses deemed incompatible with the purposes of the NRA. This could have consequences for the small summer home lot owners, the businessmen and ranchers. Certain types of real estate development such as subdivision in areas of high visibility and billboards, which are incompatible with the pastoral scene, would be regulated. The landowner survey was made to provide landowners an opportunity to air their concerns and ideas as to how the Sawtooth Valley should be managed under federal recreational classification.

It should be recognized that the interests in designating the Sawtooth Valley for NRA protection reflects a local, state, regional and national concern for preserving the quality of water, land and related fish and wildlife resources of this area. To these resources should be added a concern for the protection or maintenance of aesthetic qualities of the area. In the past, some of the problems related to present land and water use in the area have resulted from actions and activities over which the present landowners have not had any control. It, therefore, should be recognized that the landowners of the area have a vested interest in these resources.

## METHODOLOGY

A list of 850 landowner names and addresses was obtained from the county assessors offices. Each landowner was sent a questionnaire (Appendix A). Of the 850 questionnaires mailed, 394 were returned for a 46 percent return. The questionnaires were mailed out during April and again in May, 1972. A follow-up questionnaire was sent out in June increasing the return from 20 percent to 46 percent of the total questionnaires mailed.

The questionnaire used in this survey was developed with the idea of obtaining information on how knowledgeable the landowners were concerning the possible designation of the Sawtooth Valley as either a National Recreation Area and/or a National Park. The questionnaire was also designed to determine the socio-economic status of the landowners, the present and potential land uses of their property and the values of the property in the area. Because much of this information tends to be confidential, the data are reported as averages so that no individual landowner's personal values or land uses are revealed.

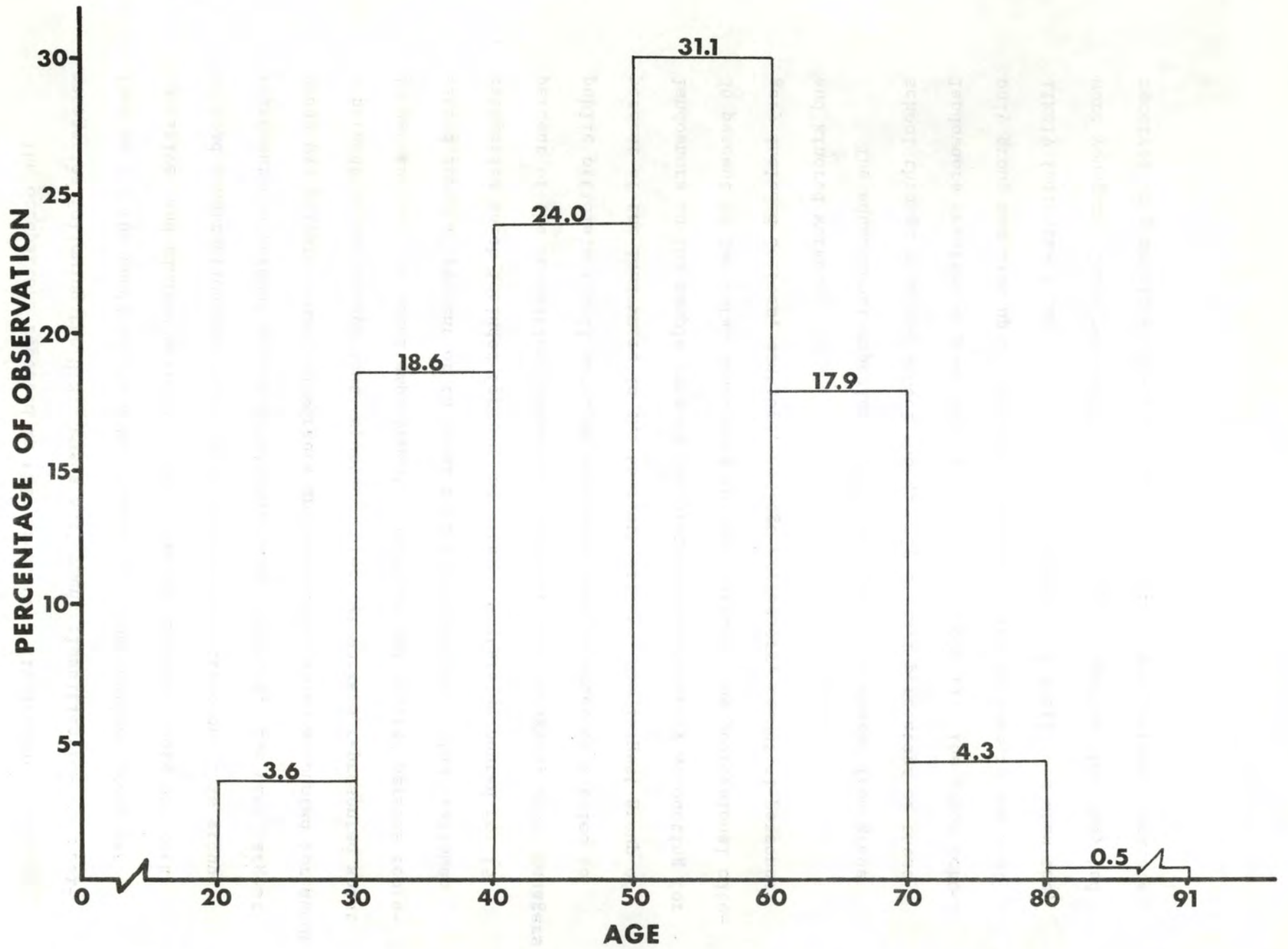
The information obtained from the mail questionnaires returned are analyzed in the following order: 1) Sociological characteristics of the population sampled; 2) land uses; 3) land management problems; 4) comparisons of acreage of land and land uses; and 5) the landowners' knowledge of the management alternatives proposed for the area.

## RESULTS

### Sociological Characteristics

The major factors in determining the sociological factors of any human population relate to age, sex, education, occupation and income. The age distribution of respondents in this study is shown in Figure 1. The age distribution is skewed toward the older ages. This would be expected because it takes time to acquire the money needed to purchase land. The average age of the respondents was 51 years. The histogram shown in Figure 1 is based on seven age groupings of 11 years each beginning with 20 years of age. The last group stopped at 91 years of age. From age 60 up the percentage drops rapidly as people sell off their property when they retire and as estates are settled. The greatest percentage of landowners (31.1%) occurred in the 50 to 59 age bracket. The 40 to 49 age group was second with 24 percent, 30 to 39 age group was third with 18.6 percent, 60 to 69 age groups was fourth with 17.9 percent, and the 70 to 79 age group was fifth. The 20 to 29 age group was sixth and the 80 and older age group ranked seventh.

The sex of the landowners was not evaluated directly in the mail questionnaires because it was assumed that most of the private property would be owned jointly by husband and wife. Only 25 women were identified as independent property owners among the 394 respondents who answered the questionnaires. It was assumed that the responses of these women would not significantly alter the results of the questionnaire nor would they be greatly different from other respondents.



**Figure 1: Percentage of Respondents by Age Group**

The occupations reported in this study were divided into eight categories following the U.S. Census employment classification and modified to fit the needs of the study (Table 1). The smallest group was operatives and kindred workers. This category includes those who work on road construction and other types of heavy construction. This group represented 4 percent of the total employment reported. The next largest group was private household workers and housewives which accounted for about 5 percent of the occupations reported. Clerical workers represented about 10 percent of the total employment. Students and retired persons represented about 12 percent of the total reported employment. The craftsmen categories which included foremen and kindred workers accounted for 15 percent of the occupations reported. Farmers, farm managers, other managers, public officials (civil services employees) and proprietors totaled 18 percent of the landowners in the Sawtooth Valley. The largest group of landowners in the sample were in the professional category accounting for 36 percent of the total landowners in this survey. The professional category included doctors, dentists, college professors, technical personnel and kindred workers.

The educational experience of these landowners ranged from grade school through graduate school though only a small percentage of these landowners reported a grade school education (Table 2). The grade school only group was made up of the older segment of the landowners and most likely indicates a lack of educational emphasis and facilities when they were younger. Three percent of the total sample reported that they had received only an eighth grade education. Twenty seven percent indicated



Table 1

## PERCENTAGE DISTRIBUTION BY OCCUPATION CLASS

	Operative and Kin- dred Worker	Private Household Workers and Housewives	Clerical Workers	Students and Retired Persons	Craftsmen	Farmers and Proprietors	Professional	Total
Not Re- porting	15	20	34	42	52	63	124	349
Percent	4	5	10	12	15	18	36	100

Table 2

## PERCENTAGE DISTRIBUTION BY EDUCATION CLASS

Item	Education Classes					Total
	Grades 0-8	Grades 9-12	College Experience	College Graduate	Graduate Degree	
Number	13	101	85	92	82	373
Percent	3	27	23	25	22	100

that they had finished high school. The percentage that had gone to college was 70 percent. Of this 70 percent, 23 percent of the total population had obtained one or more years of college but had not received a degree, 25 percent had obtained a bachelors degree and 22 percent had earned a graduate degree. The sample was strongly biased toward education beyond the high school level.

The reported annual income earned from the property owned by individuals is shown in Figure 2. The largest group of landowners fell into the \$0 to \$1,000 bracket. There were 327 property owners in this group. The next largest group fell into the \$1,000 to \$5,000 income group which had 16 reporting. In the \$5,000 to \$10,000 income group there were 13 landowners. The number of landowners tapered off rapidly as income increased, and four reported annual earnings of \$10,000 to \$20,000, three in the \$20,000 to \$50,000 range and two in the \$50,000 or greater range.

It was evident that the largest number of landowners owned their land for other than income purposes in the Sawtooth Valley. This is clearly evidenced in Figure 2 where less than 10 percent of the total landowners report significant incomes (those earning \$5,000 or more) from their properties.

The length of time that landowners have owned their property and the number of months that they spent in the Sawtooth Valley were also asked in the survey. The range of years property was owned was less than one to 69 years. The average number of years was 8.9 and the median years were 35 years.

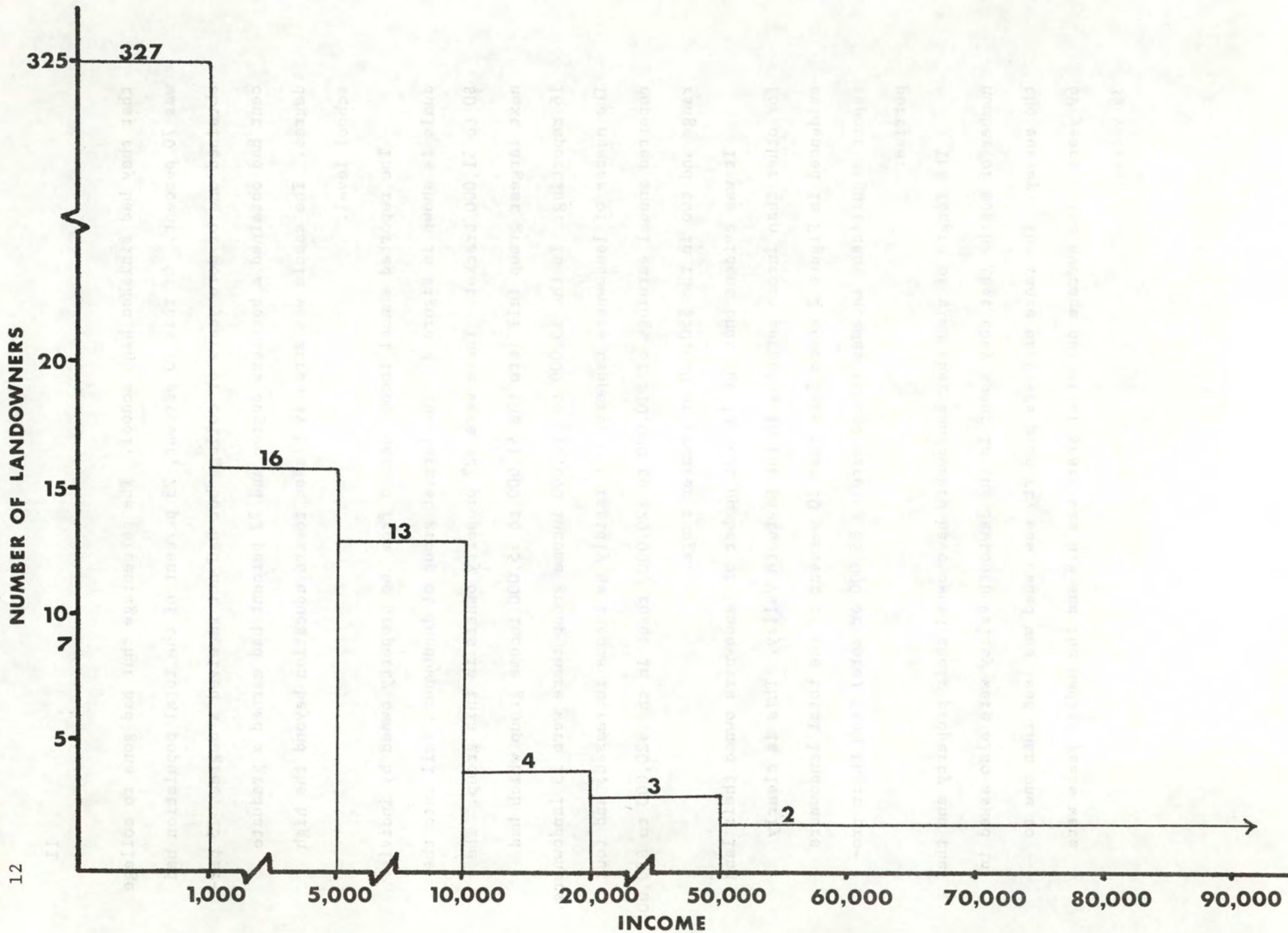


Figure 2: Income Earned on Property Owned in Sawtooth Valley

The annual use in terms of length of stay and number of visits was variable in the valley. Much of the recreational use was limited to weekends during the summer months although some people reported being in the area during weekends on year around basis. Many described their use as intermittent, others as during summer vacations. Those who responded in terms of the number of months spent in the Sawtooth Valley annually (268 people) indicated that they spent 3.9 months.

The average acreage owned reported by landowners was 67 acres (300 respondents). The range in size was 3,499 acres (from less than 1 acre to 3,500 acres) with the bulk of the land ownership falling in the five and fewer acres category.

### Land Uses

The distribution of present and potential land uses in the Sawtooth Valley is shown in Table 3. The most frequent use reported was summer home

Table 3

PRESENT AND POTENTIAL LAND USES IN SAWTOOTH VALLEY								
Present Land Uses								
	Perm. Res.	Summer Home	Commercial Site	Camping	Mining	Grazing	Crops	Others
Number	34	131	22	18	6	31	5	6
Percentage	14	52	9	7	2	12	2	2
Possible Future Land Uses								
Number	60	159	16	23	1	5	0	2
Percentage	23	60	6	9	>1	2	0	>1

sites - 52 percent of all uses - and the next second popular use was for permanent residences - 14 percent. Livestock, commercial business sites and camping were the next three most frequently mentioned uses accounting for 12, 9 and 7 percent of the total uses respectively. Mining, crops and other uses each accounted for 2 percent of the land uses.

In the reporting of future possible land uses, a definite tendency is seen for increasing use in summer home sites. (The percentages rose from 52 to about 60 percent.) And in permanent residences the percentage rose from 14 to 23 percent or almost double. A slight increase was observed in camping use while all other areas of land use declined in importance. The greatest decline was observed in livestock useage. It declined from 12 percent to 2 percent of the total land uses. Commercial sites declined from 9 percent to 6 percent or one-third. Mining, crops and "other" uses also declined drastically with both mining and "other" uses being less than 1 percent and crops declining to zero percent.

The types of permanent structures on property in the Sawtooth Valley is shown in Table 4. The total number of buildings reported was 415. The

Table 4

TYPES OF PERMANENT STRUCTURES ON PRIVATE PROPERTY  
IN THE SAWTOOTH VALLEY

	Houses	Cabins	Barns	Sheds	Commercial Building	Other	Total
Number	108	134	26	75	43	29	415
Percentage	26	32	6	18	11	7	100

average number of buildings per property was 1.05. Cabins and houses accounted for the largest number of structures, together numbering 242 buildings, or 58 percent of the total number of buildings. Barns and sheds accounted for 24 percent of the structures, commercial buildings totaled 11 percent and other or miscellaneous buildings totaled 7 percent.

The type of construction used for the structures is indicated in Table 5. Of the total number of buildings, 51.1 percent were log structures, 36.9 percent were frame structures, 0.6 percent were stone, 3.4 percent were metal and 8 percent were "other" such as cement block, pole buildings, etc.

Table 5

TYPE OF CONSTRUCTION OF PERMANENT STRUCTURES  
ON PRIVATE PROPERTY IN THE SAWTOOTH VALLEY

	Houses	Cabins	Barns	Sheds	Commercial Building	Other	Total
<u>Log</u>							
No.	55	80	16	32	21	8	212
Percent	13.2	19.3	3.8	7.7	5.1	1.9	51.1
<u>Frame</u>							
No.	39	42	8	40	14	10	153
Percent	9.4	10.1	1.9	9.6	3.4	2.4	36.9
<u>Stone</u>							
No.	1	1	-	-	1	-	3
Percent	0.2	0.2	-	-	0.2	-	0.6
<u>Metal</u>							
No.	4	1	2	2	3	2	14
Percent	1.0	0.2	0.5	0.5	0.7	0.5	3.4
<u>Other</u>							
No.	9	10	-	1	4	9	33
Percent	2.2	2.4	-	0.2	1.0	2.2	8.0

An interesting point to observe is that most of these structures are built out of materials which tend to blend into the setting of the Sawtooth Valley, particularly the log and stone buildings which collectively account for approximately 52 percent of the total buildings. Most of the frame structures could be made to blend into the landscape, although there are some obvious exceptions in the Valley. A problem may exist with metal buildings which are difficult to blend into the natural scenery. However, metal structures only accounted for 3.4 percent of the total number of buildings reported. Generally it may be concluded that the type of structure generally found in the Sawtooth Valley does not conflict with natural settings in the valley and may, therefore, be aesthetically pleasing.

One of the more important questions concerning land use in the Sawtooth Valley was to determine landowners attitudes toward subdividing (Table 6): 1) 12 percent indicated an unqualified yes for subdivision; 2) 51 percent were in favor of subdividing if the land were zoned for use; 3) 33 percent were opposed to subdivision; and 4) 4 percent had no opinion on subdivision. The combined percentage of those in favor of subdivision was 63 percent compared to 33 percent who would oppose it indicates that many people who own land in the area are in favor of selling land for recreational homesites. Some of the interest in subdivision is obviously directed towards protection of the value of their own investments in recreational property while some of it is the fact that the larger landowner sees subdivision as a means of obtaining an increased valuation of the property he already owns. In addition, the landowner also has the option to sell part and keep part of his land which allows him to remain in the valley.



Table 6

PERCENTAGE OF LANDOWNERS INDICATING SUBDIVISION  
OF LAND INTO RECREATIONAL LOTS AS BEING DESIRABLE

	Yes	Yes with Zoning Control	No	No Opinion	Total
Number	45	193	123	17	378
Percentage	12	51	33	4	100

Another question asked was whether the landowner had sold any of his property in the last 10 years. Approximately 16 percent of the landowners who participated in the survey indicated that they had sold some of their land within this time period. The average acreage of land sold was approximately 131 acres with a range of 1,600 acres (from less than 1 acre to 1,700 acres). These statistics were based on responses from 47 of the respondents who had sold some land within the last 10 years.

The uses of property (Table 7) before being sold were mainly for livestock grazing. The next most important use prior to the sale of property was for commercial uses. This use declined by 10 percent. The use pattern expected after the property had been sold was for recreational or summer home sites. This represents a significant break with past land management in the area. Another notable change between previous and expected future uses was for permanent homesites and land speculation. These uses increased 11 and 5 percent respectively between past and future land uses. This supports the previous conclusion that expectations of land use have changed

Table 7

THE USES OF LAND PRIOR TO SALE AND AFTER SALE  
IN THE SAWTOOTH VALLEY

Item	Uses							Total
	Recreation Homesite	Permanent Homesite	Comm. Site	Crop Prod.	Livestock Grazing	Land Spec.	Other	
<u>Prior to Land Sale</u>								
Number	--	1	5	1	11	2	1	21
Percent	--	5	24	5	52	9	5	100
<u>After Land Sale</u>								
Number	26	9	8	--	5	8	1	57
Percent	45	16	14	--	9	14	2	100

from an agricultural use to a recreational land management orientation. All agricultural uses have or are expected to decline - crop production from 5 percent to 0.0 percent, livestock grazing from 52 percent to 9 percent. This may have some consequences in terms of maintaining the scenic pastoral setting of the Sawtooth Valley which is one of the objectives indicated in the National Recreation Area legislation.

The next question asked in the survey was, "Do you plan to sell some or all of your land in the near future?" Out of the total of 379 responses to this question, 12 percent indicated that they had definite plans to sell their land, 16 percent indicated that there was a strong possibility that they would sell, and 72 percent indicated that they did not think that they would sell any land at this time or in the near future. The average amount of land being offered for sale by those who indicated that they would be interested in selling land was approximately 64 acres per landowner.

The highest and best use envisioned by the sellers was for homesites and/or commercial sites. The distribution of the proposed land sales as indicated by 69 of these landowners was 54 percent for recreational homesites, 25 percent for permanent homesites, 20 percent for commercial properties and one percent for livestock grazing.

The conclusion drawn from the above data is that a definite shift in land use is seen by landowners in the Sawtooth Valley. This is evidenced by the past, present, and projected future interest in selling land for recreational and permanent homesites and land speculation. It appears that there is a strong tendency for permanent residency and summer home use in the area and this may be substantiated by the increase in camping use. The projected increased camping use may reflect a process of moving from a landowner to a summer home user. This camping may be a phase during the period when a summer home is being built. If this hypothesis is correct, then the obvious conclusion is that summer home and permanent residence may continue to increase and eventually become the dominant land use in the future. Along with this change is a growing pressure to move away from the traditional land uses of livestock grazing, crop production, mining and other agricultural and industrial uses of the land.

#### Land Management Problems

This section of the survey was designed to determine what experience landowners have had dealing with the general public. Landowners were asked if they had their land posted. Only about 10 percent of them did. The next question was, "How much difficulty have you had with the general public

using your property?" The percentage indicating some problem with people using their property was only 13 percent. When asked if they encouraged or discouraged the use of their property by the general public, only 4 percent indicated that they encouraged such use. Two other categories were also considered: 1) 46 percent of the landowners indicated that they discouraged the public from using their property, and 2) 50 percent indicated that they neither encouraged or discouraged such use.

The activities which the general public engaged in as observed by the landowners are indicated in Table 8. The most frequently observed

Table 8

RECREATIONAL USES BY THE GENERAL PUBLIC ON  
PRIVATE LAND IN THE SAWTOOTH VALLY

Activities	Number	Percent
Snowmobiling	90	26
Fishing	74	22
Hunting	34	10
Riding Horses	34	10
Camping	33	10
Picnicking	29	9
Cycling	23	7
Swimming	9	3
Rock-hounding	7	2
Other	2	1
TOTAL	335	100

uses were snowmobiling and fishing which accounted for 48 percent of the total observed use. Hunting, picnicking, and camping accounted for 30 percent of the land uses by the public, and the remaining 22 percent was divided among cyclists, swimmers, rockhounds and other uses. It appears that the greatest conflict between public use and private use of the land in the area would relate to leaving gates open, shooting stock by accident or willfully, and failure to clean an area after using it. The average acreage per landowner which was posted was approximately 1,100 acres. The range was from less than 1 acre to 3,000 acres.

Finally, the last question asked on activities related to land use was, "Do you operate a guest ranch; if so, what activities do people engage in on your ranch?" There were thirty-four landowners (8.6 percent) who indicated they had guest ranches. The activities they provided to their guests are indicated in Table 9. The most popular uses of guest ranches were for fishing and picnicking. These activities accounted for 30 percent of the total reported. Hunting, cycling, and riding horses accounted for 36 percent of the activities. Swimming, and rockhounding accounted for 16 percent of the use, and snowmobiling, camping, and "others" accounted for 18 percent of the use.

The total number of guests were 19,262. The average number per ranch was 470 persons annually. These data indicate that the guest ranching operations are reasonably well developed in the Sawtooth Valley. The information on guest ranches, activity patterns, and the number of people who were accommodated establishes that private landowners have moved towards changing land use away from agricultural and toward recreational uses. It seems that landowners have already made some important changes in land use in the Sawtooth Valley as indicated by these data.

Table 9

## ACTIVITIES OF GUEST RANCHES IN THE SAWTOOTH VALLEY

Activities	Number	Percent
Fishing	5	15
Picnicking	5	15
Hunting	4	12
Cycling	4	12
Riding Horses	4	12
Swimming	3	8
Rockhounding	3	8
Snowmobiling	2	6
Camping	2	6
Other	2	6
TOTAL	34	100

Comparisons of Acreage and Related Factors

A more detailed analysis of various parts of the survey brings out several relationships which may be useful to land managers. In these comparisons acreage owned is held constant while other factors were allowed to vary. The results are shown in Table 10.

Table 10

DISTRIBUTION OF PRESENT LAND USES AND ACREAGE  
IN THE SAWTOOTH VALLEY

Acreage	Perm Res.	Summer Home	Comm. Sites	Camping	Mining	Grazing	Crops
>1	4	48	2	8	0	0	0
1	6	25	3	1	1	1	1
2	5	11	4	1	0	0	0
3-5	3	6	2	1	0	1	0
6-10	3	10	2	3	0	2	0
11-20	2	5	1	3	0	3	0
21-50	1	4	2	0	0	2	0
50-100	0	3	1	0	0	4	1
101-500	3	3	3	0	0	14	3
501-1,000	0	1	0	0	0	2	1
1,001-2,000	0	1	0	0	0	1	0
2,001-3,000	0	2	1	0	0	3	0
3,001-4,000	0	1	0	0	0	1	0

Those properties which were 10 acres or less were mainly devoted to recreational uses, whereas those devoted to agricultural use were mostly larger acreages (20 acres or over). Mining was only reported on one property which was in the one-acre size group. Commercial sites ranged over all size groups and included everything from grocery stores and gas stations to resorts and guest ranches.

In the case of expected future land uses, the overall pattern was very similar to that for the present land uses. The major difference was that a significant increase in recreational use was indicated by the landowners. A decline in agricultural uses was also observed. (See Table 11).

These two indications are interesting because questions on present and future uses of the land were asked prior to the designation of the area as a National Recreation Area. Two conclusions are evident from these data. First, landowners were aware of the impending change of land management status of the area, and that even without this change in management status, recreational property values were more important to them than the existing agricultural property values. The future expected land uses question also indicated that a larger number of small landowners could be expected. This also implies that the recreational values of land in the Sawtooth Valley will become greater.

Other observations indicate that most of the cabins and houses used as permanent residences were found on the smaller properties (500 acres or less with the largest group being in one acre and less acreages). This again reflects an interest by landowners in recreational development. This



Table 11

DISTRIBUTION OF EXPECTED FUTURE LAND USES AND  
ACREAGES IN THE SAWTOOTH VALLEY

Acreage	Perm Res.	Summer Home	Comm. Sites	Camping	Mining	Grazing	Crops
>1	23	67	6	12	1	1	0
1	13	39	1	6	0	0	0
2	9	16	1	3	0	1	0
3-5	5	10	3	0	0	0	0
6-10	1	8	0	0	0	2	0
11-20	5	7	0	0	0	1	0
21-50	2	3	1	2	0	0	0
51-100	2	1	0	0	0	0	0
101-500	2	3	1	1	0	2	0
501-1,000	0	1	1	0	0	0	2
1,001-2,000	0	1	1	0	0	0	0
2,001-3,000	1	1	0	0	0	1	0
3,001-4,000	0	1	1	0	0	0	0

interest was also evident in landowner attitudes toward subdivision with most of this interest in maintaining property values and in developing some of their property into subdivisions. Most small property owners had not sold any property in the recent past and few had any intention of selling such property in the future.

Most of the landowners in the Sawtooth Valley do not post their land against trespassing. Those that do are spread evenly over all acreages reported in this study. The reason why only a small proportion of the land is posted may be because most trespassers do not cause any permanent damage or leave any trash. Trespassers are a nuisance but if the property is not damaged, most people probably feel that they would cause more problems by posting their land than they would solve by posting it.

#### Land Management Alternatives

This section of the report deals with landowner knowledge of the proposed Sawtooth National Recreation Area (NRA) and National Park status. (At the time of this survey, the above designation was proposed and not a reality as it is presently.)

A large proportion of the landowners, 96 percent (380 out of 394), who returned their questionnaires indicated that they were aware that the Sawtooth Valley was being seriously considered for designation as a National Recreational Area (Table 12). These same landowners also indicated that they understood the difference between a National Recreation Area and a National Park. (Sixty-two percent indicated that they did, 13 percent that they did not, and 25 percent were uncertain in their own minds).

Table 12

RESPONDENTS KNOWLEDGE OF LAND MANAGEMENT  
ALTERNATIVES FOR THE SAWTOOTH VALLEY

Item	Yes	No	Uncertain
Awareness of NRA designation			
Number	380	14	NA*
Percent	96	4	NA*
Knowledge of difference between NRA and National Park			
Number	244	53	96
Percent	62	13	25
Knowledge of potential effects on landowners			
Number	167	37	107
Percent	54	12	34
Would government buy private land under NRA designation?			
Number	42	214	135
Percent	10	55	35
Would government buy private land under National Park designation?			
Number	196	71	126
Percent	50	18	32
Do you know what scenic easements are?			
Number	198	93	97
Percent	51	24	25

\* The uncertain category was not included in this question because it was assumed that a landowner either knew or did not know about the NRA designation.

These landowners also indicated that they understood what effects the designation as either a National Recreation Area or as a National Park would have on them as landowners. However, the percentage of those that knew was lower than for the question above by a considerable margin. Fifty-four percent of these landowners indicated that they knew what effects the change on management status would cause, while only 12 percent indicated that they did not know what the effect would be; and 34 percent indicated that they were uncertain as to what the effects would be.

Exploring this matter further, questions were asked if the landowners thought that the Federal government would purchase private land if the area were designated as: a) a National Recreation Area, or b) as a National Park. In answering these questions only 10 percent indicated that they thought the Federal government would buy private land if the area was designated as a National Recreation Area; 55 percent indicated that private land would not be acquired; and 35 percent were uncertain as to what would happen. In the case where the Sawtooth Valley might be designated a National Park the opinions were different with 50 percent indicating they thought that the Federal government would buy the private land in the valley; 18 percent thought it would not be policy to buy private land; and 32 percent indicated that they were uncertain as to whether private lands would be acquired under National Park status.

The next question in this series asked whether or not the landowners were knowledgeable concerning the land management alternatives and the effects which each alternative could have. The obvious conclusion is that they all were aware that the status of the Sawtooth Valley was going to change in the

near future. Their knowledge of the alternatives and the possible effects on the private land was fairly well complete, and they had some knowledge of scenic easements as an alternative to purchase land as a management tool.

The respondents were asked their opinion on what general economic impact an NRA or a National Park or some combination of these would have on their land. The first question related to what might happen to property values. The responses were: 1) 43 percent indicated that they would increase, 2) 15 percent thought that they would decrease, 3) 10 percent indicated no change, and 4) 32 percent indicated that they didn't know what would happen to property values (Table 13). The second question was, "How do you think the above designation would affect the economy of the area?" The responses to this question were: 1) 58 percent indicated that it would increase the general level of economic activity, 2) 10 percent indicated that it would decrease it, and 3) 7 percent indicated it would not change, and 4) 25 percent indicated that they did not know what kind of change would occur in the area's economy.

Table 13

POSSIBLE IMPACT OF NATIONAL RECREATION AREA AND  
NATIONAL PARK DESIGNATION ON PROPERTY VALUES AND AREA ECONOMY

Item	Increase	Decrease	No Change	Don't Know
Value of Property				
Number	159	56	38	116
Percent	43	15	10	32
Area Economy				
Number	210	37	25	88
Percent	58	10	7	25

The next questions in the survey were concerned with the attitudes of landowners toward governmental regulation of private land in the Sawtooth Valley. The respondents were asked to indicate their choices concerning how they would prefer the private land in the area to be regulated under an NRA or National Park designation. The alternatives considered were:

- 1) Operated under the present regulation which consists of state sanitation and water quality standards, etc.,
- 2) regulation of private land through county zoning ordinances,
- 3) regulation via the use of scenic easements and federally administered zoning, and
- 4) other schemes which the landowners themselves suggested.

The ranking responses were reported for four choices. These are displayed in Table 14.

There are two ways to evaluate Table 14. First, the alternatives are ranked by reading down the table by columns; and second, the landowners choices can be ranked by reading across the table. When the alternatives were ranked in terms of the landowners first choice, the current status of the area was first (52 percent), county zoning was second (25 percent), scenic easements was third (22 percent) and "other" was fourth (18 percent). The ranking by preference for each alternative follows:

- 1) The preference for current status was 52 percent for first choice, 21 percent for second choice, 16 percent for third choice, and 11 percent for fourth choice;
- 2) preference for county zoning was 25 percent as first choice, 50 percent as second, 21 percent third, and 4 percent as fourth;
- 3) preference for scenic easements was 22 percent as first choice, 18 percent for second choice, 41 percent for third choice, and 19 percent for fourth choice;
- 4) preference for "other" had 18 percent for first choice, 13 percent for second choice, 29 percent for third choice, and 40 percent for fourth choice.

Table 14

LANDOWNERS PREFERENCES FOR GOVERNMENT  
REGULATION OF PRIVATE LAND IN THE SAWTOOTH VALLEY

Item	Choices				Total
	First	Second	Third	Fourth	
<u>Current Status</u>					
Number	141	57	43	29	270
Percent	52	21	16	11	100
<u>County Zoning</u>					
Number	62	127	53	11	253
Percent	25	50	21	4	100
<u>Scenic Easements and Federal Zoning</u>					
Number	52	44	98	46	240
Percent	22	18	41	19	100
<u>Other</u>					
Number	19	14	31	44	108
Percent	18	13	29	40	100

In conclusion, these results can be summarized as follows: Most of the landowners would prefer the status of land regulation which existed at the time the survey was made. County zoning stands out as a viable second choice. The scenic easement and federal zoning alternative ranked third, and the "other" category ranked fourth. The opportunity to have a series of choices did not really affect the overall preferences for land regulation among landowners in the Sawtooth Valley.

It is obvious that most of the landowners preferred the land regulation which existed in the area prior to designation of the NRA. The next most popular alternative for land use regulation was county zoning. The third most popular was the federal controls and the last was the "other" which was defined by the landowners themselves. The only choice which carried a majority of the landowners was for the type of regulation which existed prior to the NRA designation. County zoning obtained a plurality with 50 percent of the landowners in favor. The other choices also had pluralities but were significantly less than 50 percent. This indicates that the landowners were not overly enthusiastic over the prospect of federal regulation or county zoning.

It is obvious that most of the landowners were concerned over who was going to regulate private land use in the Sawtooth Valley. This is evident mainly in the lack of unity in their choices as to land use alternatives. Their concerns were also strongly expressed with regard to what they thought might happen to the economy of the area and the value of their property. This also comes out of their something less than enthusiastic response to any new kind of regulation or zoning of property.



Table 15

LANDOWNERS OPINIONS ON HOW PUBLIC LAND  
SHOULD BE MANAGED IN THE SAWTOOTH VALLEY

Item	More	Less	No Change	No Opinion	Total
<u>Campgrounds</u>					
Number	190	26	147	26	389
Percent	49	7	38	6	100
<u>Roads and Trails</u>					
Number	118	58	182	32	390
Percent	30	15	47	8	100
<u>Grazing</u>					
Number	37	64	246	38	385
Percent	10	17	64	9	100
<u>Timber Harvest</u>					
Number	29	109	197	42	377
Percent	8	29	52	11	100
<u>Mining</u>					
Number	23	160	141	48	372
Percent	6	43	38	13	100
<u>Motorbike Trails</u>					
Number	55	205	98	26	384
Percent	14	54	26	6	100
<u>Snomobile Regulations</u>					
Number	190	30	115	39	374
Percent	51	8	31	10	100

The last question considered in this survey on landowner's knowledge of land management alternatives was to ask them how they thought public lands should be managed. In all, seven management categories were considered in this question, and the landowners responses are indicated in Table 15. Generally speaking, the landowners were in favor of more campgrounds on public land - 49 percent in favor of more campground, 7 percent for fewer campgrounds, 38 percent preferred no change and 6 percent had no opinion. On the question concerning roads and trails, the largest plurality was for no change from the present status (47 percent), 30 percent wanted more trails, 15 percent wanted less, and 8 percent had no opinion. Concerning livestock grazing, a majority (64 percent) wanted no change, 10 percent wanted more, 17 percent wanted less, and 9 percent had no opinion. A majority opinion was expressed in favor of the present level of timber harvesting (52 percent), 29 percent wanted less, 11 percent had no opinion, and 8 percent wanted more. In the case of mining, 43 percent wanted less, 38 percent preferred no change, 13 percent had no opinion, and 6 percent wanted more. The motorbike trails category brought forth a majority response of 54 percent for less or fewer trails, 26 percent in favor of no change, 14 percent in favor of more trails and 6 percent with no opinion. The category of snowmobiling regulations had emphasis on restricting use. The majority response was in favor of more regulation of snowmobiling (51 percent), 31 percent were in favor of no change in regulation, 10 percent had no opinion, and 8 percent wanted less regulation.

If the above categories are lumped together and the percentages compared for the overall responses, 42 percent of the landowners were in favor

of no change in the present management facilities and use regulations of public lands in the Sawtooth Valley. The choices for more or less in terms of facilities and use and regulation of public lands were evenly split at 24 percent each. Finally, only a small proportion of the landowners were unwilling to state an opinion concerning this question.

If we look at this set of questions in light of the general responses given elsewhere in this paper, several points stand out. First, the landowners would like to see more public campgrounds, more snowmobiling restrictions and regulations, fewer motorbike trails, less mining, no change in timber harvesting, grazing or roads and trails. These choices enhance their recreational experiences, tend to restrict the public's use of public land and enhance their own property values. Secondly, the landowners, many of whom own small lots, were concerned about trespassers particularly in reference to snowmobiling and motorbikes. This would explain why they are not in favor of developing more roads and trails on public lands. There is also the aesthetic impact of the use of snowmobiles and bikes which tends to scar the landscape, permanently in terms of motorbike use, and to leave clearly marked tracks of snowmobiles on the landscape during the winter. Thirdly, the landowners tend to favor by relatively significant pluralities the current status of grazing and timber harvesting and less mining. This implies that the landowner tends to think that more development in the area would not be in his general interest. This also reflects the attitudes of the large body of small landowners who have summer homes or permanent residences in the Sawtooth Valley.

## INTERPRETATION OF RESULTS

To summarize the above information, the attitudes of the Sawtooth Valley landowner were reflecting a strong interest in recreational use of land. The landowners who reflect these attitudes are typically owners of lots and small acreages who do not earn any income from their properties. Some of the attitudes held are, of course, held by the larger landowners to some degree, particularly those who are interested in developing subdivisions and speculating in land values.

One of the potential areas of conflict between landowners and the general public is in the area of public use of private lands in the Sawtooth Valley. The public tends to use private land if it is not posted for a wide variety of recreational uses. The greatest uses were for snowmobiling, fishing, hunting, camping and horseback riding in descending order. These uses accounted for 78 percent of the trespassing reported in the area. The greatest potential conflicts were in the snowmobiling, hunting, horseback riding and motorbike uses.

In the discussion of the landowners' knowledge of the federal management alternatives for the area, it was evident that most know that the Sawtooth Valley was being proposed as either a National Recreational Area or a National Park. They also had a fair idea of the difference in these two classifications. Their opinions on what would happen to the value of their property and to the area economy were that both would tend to increase, although many were concerned as to whether property values increase. There was a large "don't know" category for both questions. The landowners pre-

ference for government regulation was that they tended to want regulation of the land to stay as it was prior to NRA designation.

The landowners... and opinions... management... of the area... very... and... this... the valley... the... the... all... The... the... non... the... the... was... The... number... these... during... located... has... also... for...

## SUMMARY AND CONCLUSIONS

The goal of this survey was to obtain the attitudes and opinions of landowners in the Sawtooth Valley toward the potential management of the area as a National Recreation Area or a National Park. The survey was conducted prior to the actual designation of the area as an NRA and the attitudes and opinions expressed by these landowners reflects this timing. The data obtained in this survey consists of a sociological profile of the landowners, an inventory of the present land use in the valley, the land management problems of the area, and the landowners' knowledge of the management alternatives of the area. A total of 394 respondents completed all or part of the survey.

The average age of landowners in the area was 51 years. The bulk of the landowners were professional people, farmers, proprietors, and craftsmen. Most of the landowners had some college education. Only a few of the landowners in the survey depended upon their Sawtooth Valley properties for any large portion of their annual income. The average ownership period was 8.9 years and the average length of stay was 2.9 months annually.

The land uses in the area were dominated by recreational uses such as summer homes, permanent residences and livestock grazing. In the future these landowners expect all of these uses with the exception of livestock grazing to increase. Most of the landowners felt that subdivision was a desirable alternative. Of those landowners who had sold land, the largest use of the land after sale was for recreational homesites and permanent homesites. Land speculation and commercial sites shared third rank as land uses for property which had been sold.

Respondents' knowledge of land use alternatives was also explored in the survey. Landowners generally were aware of the proposed legislation which would designate the area as an NRA or National Park or some combination of these. They also had opinions on what such designation would do to their land values and the economy of the area. In both cases they expressed the opinions that designation would improve the economic conditions in the Sawtooth Valley. Landowner preferences for types of land management in the area were ranked as follows. First choice was for maintaining the status existing prior to any designation. Second choice was for establishing some sort of county zoning. Third choice was for use of scenic easements and federal zoning.

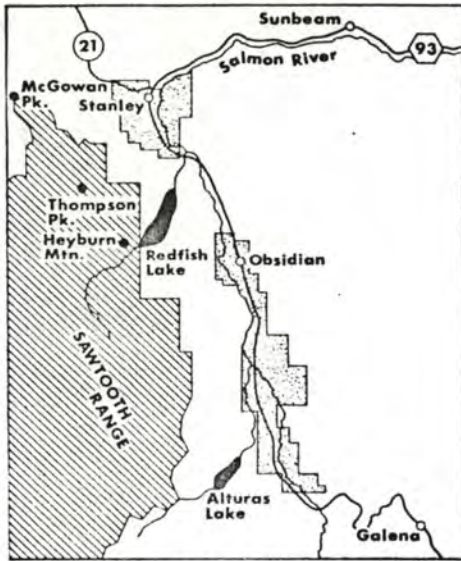
The respondents also had opinions on how public lands should be managed. Most indicated that more campground and recreational facilities were needed and that grazing, mining and timber harvesting should be reduced. These opinions reflected the recreational property owner segment of the landowner population. And finally, landowners wanted more regulation of snowmobile use and fewer developments of motorbike trails, if not the existing ones closed down.

Finally, some comparisons between large and small landowners were made. The data indicated that there was differences of opinion between these groups. The small landowners tended to be concerned about recreational property values and uses while the larger landowners tended to reflect an agricultural attitude to a greater extent. Both of these groups were, however, interested in the development of recreational property and subdivisions and in protecting existing property values.

APPENDIX



**SAWTOOTH VALLEY LANDOWNER QUESTIONNAIRE**



**— LEGEND —**

**Special Features**

- Private Lands
- Federal Lands
- Sawtooth Primitive Area

**Highway Markers**

- 93 United States
- 21 State

1. Are you aware that the Sawtooth area is presently being considered as a National Recreation Area?  
Yes \_\_\_ No \_\_\_
2. Do you know the differences between the proposed National Recreation Area and the proposed National Park designation?  
Yes \_\_\_ No \_\_\_ Uncertain \_\_\_

3. If "YES", are you aware of how these differences might affect landowners in the area?  
Yes \_\_\_ No \_\_\_ Uncertain \_\_\_
- 4a. Do you think your land will be acquired by the government if the area becomes a National Recreation Area?  
Yes \_\_\_ No \_\_\_ Uncertain \_\_\_
- b. Do you think your land will be acquired by the government if the area becomes a National Park?  
Yes \_\_\_ No \_\_\_ Uncertain \_\_\_
- c. Do you know what scenic easements are?  
Yes \_\_\_ No \_\_\_ Uncertain \_\_\_
5. How do you think a National Recreation Area or National Park designation will affect: (Check one for each category)

	Increase	Decrease	No Change	Don't Know
Property Values	___	___	___	___
The Area's Economy	___	___	___	___

6. Which would you MOST PREFER for the privately owned lands in the Sawtooth area? Please rank from 1 to 4, with 1 being the most preferred.
  - \_\_\_ Be managed as present with no additional government control (other than is presently imposed such as Idaho sanitation standards) over private lands.
  - \_\_\_ Regulate use of private lands through county zoning ordinances.
  - \_\_\_ Regulate use of private lands through federally administered scenic easements and zoning.
  - \_\_\_ Other (list) \_\_\_\_\_

7. How do you think public lands should be managed in the Sawtooth area? With regard to the following, do you feel there should be:
 

	More	Less	No Change	No Opinion
Campgrounds	___	___	___	___
Roads and Trails	___	___	___	___

	More	Less	No Change	No Opinion
Livestock Grazing	___	___	___	___
Timber Harvest	___	___	___	___
Mining	___	___	___	___
Motorbike Trails	___	___	___	___
Snowmobile restrictions	___	___	___	___

- 8a. Please estimate the total amount of land you own within the map boundaries in the Sawtooth Area (acres).  
\_\_\_\_\_
- b. Please check if your land is now being used, or if you plan to use it for the purposes indicated below.

	Used Now	Probably Will Use
Permanent Residence	___	___
Summer home or vacation use	___	___
Commercial site (store, service station, motel, guest ranch, etc.)	___	___
Camping and/or trailer parking	___	___
Mining	___	___
Livestock	___	___
Crops	___	___
Other	___	___

- c. Please estimate the average amount of income after taxes earned from your property in Sawtooth area.
  - \_\_\_ 0 - 1,000
  - \_\_\_ 1,000 - 5,000
  - \_\_\_ 5,000 - 10,000
  - \_\_\_ 10,000 - 20,000
  - \_\_\_ 20,000 - 50,000
  - \_\_\_ Greater than 50,000

9. What kinds of permanent structures do you now have on your property? Please enter the number of buildings in the appropriate space.

	None	Log	Frame	Stone	Metal	Other
House	___	___	___	___	___	___
Cabin	___	___	___	___	___	___
Barn	___	___	___	___	___	___
Shed	___	___	___	___	___	___
Commercial Building	___	___	___	___	___	___
Other	___	___	___	___	___	___

10. What is your age? \_\_\_\_\_ Occupation (Indicate trade or profession, not employer)  
\_\_\_\_\_
- Highest level of education you have completed?  
\_\_\_\_\_

11. How long have you owned property in the Sawtooth Valley?  
\_\_\_\_\_
- How many months do you spend in the Sawtooth Valley each year?  
\_\_\_\_\_

12. Do you think subdivisions are desirable in the Sawtooth Valley? (Check one)
  - \_\_\_ Yes
  - \_\_\_ No
  - \_\_\_ OK, with zoning controls (design, location, number houses/acres, etc.)
  - \_\_\_ No Opinion

13. Have you sold any of your property in the Sawtooth Area in the past ten years?  
Yes  No

If "YES", how much and for what purposes is the land now being used?

\_\_\_\_\_ Acres

Was Used	Now Used	
<input type="checkbox"/>	<input type="checkbox"/>	Recreation homesite(s)
<input type="checkbox"/>	<input type="checkbox"/>	Permanent or Retirement homesite(s)
<input type="checkbox"/>	<input type="checkbox"/>	Commercial site
<input type="checkbox"/>	<input type="checkbox"/>	Growing crops (Hay, etc.)
<input type="checkbox"/>	<input type="checkbox"/>	Grazing livestock
<input type="checkbox"/>	<input type="checkbox"/>	Speculation
<input type="checkbox"/>	<input type="checkbox"/>	Other (please specify) _____

Do you plan to sell some or all of your land in the near future?

Yes  No  Perhaps   
If "YES", how much and for what purposes?

\_\_\_\_\_ Acres

(Check)

<input type="checkbox"/>	Recreation homesite(s)
<input type="checkbox"/>	Permanent or Retirement homesite(s)
<input type="checkbox"/>	Commercial site
<input type="checkbox"/>	Growing crops
<input type="checkbox"/>	Grazing livestock
<input type="checkbox"/>	Other (please specify) _____

14. Is your land posted?

Yes  No

Have you had any problems with people using your property?

Yes  No

Do you (encourage/discourage/neither) use of your property by the general public?

15. Place a check in the appropriate space if your property was used by the general public for any of the following activities.

<input type="checkbox"/>	Fishing
<input type="checkbox"/>	Hunting
<input type="checkbox"/>	Camping
<input type="checkbox"/>	Picnicking
<input type="checkbox"/>	Cyclists
<input type="checkbox"/>	Riding horses
<input type="checkbox"/>	Rockhounding
<input type="checkbox"/>	Swimming
<input type="checkbox"/>	Snowmobiling
<input type="checkbox"/>	Other (please list) _____

If you operate a guest ranch, in what activities do your guests participate (please list)?

<input type="checkbox"/>	Fishing
<input type="checkbox"/>	Hunting
<input type="checkbox"/>	Camping
<input type="checkbox"/>	Picnicking
<input type="checkbox"/>	Cyclists
<input type="checkbox"/>	Riding horses
<input type="checkbox"/>	Rockhounding
<input type="checkbox"/>	Swimming
<input type="checkbox"/>	Snowmobiling
<input type="checkbox"/>	Other (please list) _____

Approximately how many guests did you have last year?

If you have any questions regarding the questionnaire, or management possibilities (zoning, scenic easements, National Recreation Area or National Park designation), please feel free to ask. General or specific comments and questions are welcomed. Thank you for your cooperation.