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II.A. List of Acronyms

BLM - Bureau of Land Management
DPB - Designated Proclamation Boundary
ESA - Endangered Species Act
EWAA - Eastern Wilderness Areas Act
FS – United States Forest Service
F&WS - Fish and Wildlife Service
LRMP - Land and Resource Management Plan
LWCF - Land and Water Conservation Fund
MUSY - Multiple Use and Sustained Yield Act
NEPA - National Environmental Policy Act
NFMA - National Forest Management Act
NPS - National Park Service
NSRE - National Survey of Recreation and the Environment
NWPS - National Wilderness Preservation System
ODNR - Ohio Department of Natural Resources
ODOD - Ohio Department of Development
ODW - Ohio Division of Wildlife
RC&D - Resource Conservation and Development
RPA - Rangeland and Renewable Resources Planning Act
USACE - United States Army Corps of Engineers
USDA - United States Department of Agriculture
WNF - Wayne National Forest
WSR - Wild/Scenic Rivers Act

III. Overview

The United States Forest Service's mission is to manage public lands in National Forests and grasslands. When created in 1905 its primary function was to provide quality water and timber for the nation. Since 1905, however, the focus of the United States Forest Service (FS) has expanded to include maintaining the natural heritage and expanding outdoor recreational opportunities. In carrying out these expanded responsibilities, the Forest Service has named five key areas:¹

1. Improve the settings for outdoor recreation;
2. Improve visitor satisfaction with facilities and services;
3. Improve educational opportunities for the public about the values of conservation, land stewardship, and responsible recreation;
4. Strengthen the relationship with private entities and with volunteer-based and nonprofit organizations; and
5. Establish professionally managed partnerships and intergovernmental cooperative efforts.

These principles are meant to be applied to each National Forest to plan future recreation strategies. In its efforts to expand its outdoor recreational opportunities, Wayne National Forest has commissioned this study to identify potential recreational opportunities and the strategies needed to implement them in order to better serve outdoor recreation users and surrounding communities.

The purpose of this Recreation Feasibility Study is to assist Wayne National Forest (WNF) in developing its current recreation program into one that offers the most appropriate opportunities from a standpoint that considers natural resources, demographics, and local economies. The specific objectives of this study are:

1. To determine potential recreational opportunities by taking into account:
 - User demands and trends;
 - An outdoor recreation user profile;
 - Recreational opportunities currently available in southeast Ohio and immediately neighboring states;
 - Gaps between demand and offerings; and

¹ United States Department of Agriculture: Forest Service. 2002. "The Recreation Agenda." Internet Website: www.fs.fed.us.

- The impact of recreational opportunities on surrounding communities.

2. To determine how WNF can position itself to work with local communities to:

- Meet public desires and community political agendas better; and
- Meet the capital investment and maintenance projects needed to implement and sustain the proposed objective.

This document provides the detailed findings of the feasibility study. Findings are reported textually, and graphs and tables are included whenever appropriate. This document is meant only to provide the reader with a report of these findings, not a report of their implications. An Executive Summary of the implications of the results, recommendations, and suggestions for further research and monitoring of the recommendations is available at Wayne National Forest Headquarters.

III.A. WNF Land Acquisition

The creative Act of 1891 and the Organic Act of 1897 launched the U.S. Forest Service. The Weeks Act of 1911 allowed the reacquisition of privately owned forested areas from willing sellers in the eastern states for possible addition to this expanding system. Many of those reacquired (from private back to public ownership) acres were abandoned, reverted due to non-payment of taxes, or worn-out and badly eroded, and thus were no longer viable as economically sustainable for logging, agriculture, or mining. WNF began its land acquisition program in 1935 at the request and with consent of the Ohio General Assembly.² In doing so, a Designated Proclamation Boundary (DPB), which delineates the potential acreage that may eventually become part of a National Forest, had to be created. The DPB for WNF includes 833,900 total acres; however, actual Forest Service ownership is currently only 233,442 acres. A DPB includes both those lands the Forest Service actually owns and all other remaining lands under different types of ownership within it. This situation creates an interspersed ownership pattern of various private and public holdings with non-contiguous Forest boundaries, which complicates management operations and planning alternatives. Comprehensive Forest Plans must consider private in-holdings, plus other areas and interests beyond the DPB for any given planning area.

² Federal Register. 2002. "Wayne National Forest Notice of Intent for Revised Land and Resource Management Plan." Vol. 67, No. 65. Washington, D.C.

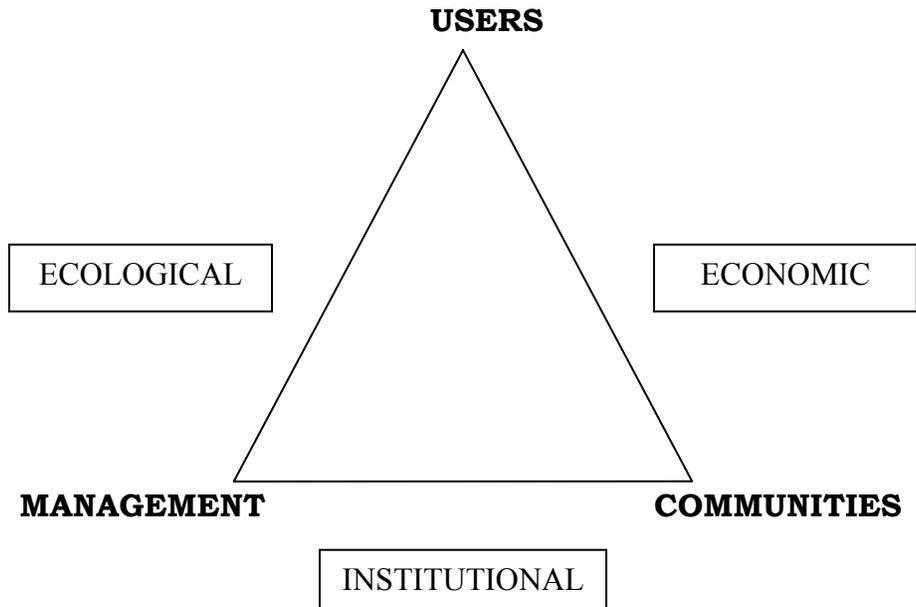
III.B. Multiple Use Management Program

The early concerns for the U.S. Forest Service, which has grown to having more than 150 Units and 190 million acres under its stewardship, were watershed and timber management. Since 1960, the responsibilities of the U.S. Forest Service have expanded substantially, as mandated by the Multiple Use and Sustained Yield Act (MUSY). This Act was a statement of policy goals for the integration, balance, and management of surface renewable resources in the National Forests. Such benefits include management for the natural resource users of watersheds, wildlife habitats, outdoor recreation, timber, and grazing/foraging.

Additional legislative policy has mandated mineral resources, soil resources, and environmental protection and preservation as equally important concerns. Thus, multiple use management of a National Forest is a complex program that has a broad scope of these eight important but often conflicting uses, and so the formulation of an integrated multiple use plan is a requirement for achieving balance. A Land and Resource Management Plan (LRMP) guides natural resource management activities in an environmentally sound manner within a prescribed planning period. The significance of this task for the sustainability of benefits is self-evident.

Multiple use management is necessary for the success of National Forests. However, sometimes the intended recipients of its benefits can misunderstand this. While the U.S. Forest Service is responsible for formulating and implementing a multiple use plan, its ultimate success also relies upon direct users and local communities. Cooperative efforts, prescribed networks, and collaborative partnerships are necessary in order to make mutual benefits highly satisfactory for all concerned. All three of these primary participants must pay heed to the relevant environmental, institutional, and economic dimensions of multiple use management. These fundamental dimensions and participants are portrayed in Figure III. A.

Figure III.A. Conceptual Model of Multiple Use Management Dimensions and Interactions



III.C. Multiple Use Planning Supplemental Policies

The U.S. Forest Service has been given extensive agency discretion for multiple use management. Congress began formulating several additional policy guidelines for National Forests shortly after MUSY was enacted in 1960. First, the Wilderness Act of 1964 created the National Wilderness Preservation System (NWPS), which included the Forest Service as a lead agency. The Land and Water Conservation Fund Act (LWCF) was also enacted that year, and it has provided funding for land acquisition and recreation development. Two Wild/Scenic Rivers Acts (WSR), enacted by Ohio in May and Congress in October of 1968, confirmed an increasing interest in public outdoor recreation assets that protect river corridors. The National Environmental Policy Act (NEPA) of 1969 firmly established these values of environmental protection and preservation. It requires a planning process that ensures justification for and mitigation of adverse environmental impacts through extensive review and formal approval of any proposed action. The Endangered Species Act (ESA) soon followed in 1973, directing attention to ecological planning factors for desired future conditions necessary for threatened and endangered species. However, since concerns about the NWPS continued, additional direction was provided by the Eastern Wilderness Areas Act (EWAA) in 1974.

All of the policy concerns noted in this section are relevant for comprehensive outdoor recreation planning in National Forests. Their

importance has been recognized by the Rangeland and Renewable Resources Planning Act (RPA) of 1974, and the National Forest Management Act (NFMA) of 1976 reiterated their significance. An outline of the process to guide the efforts of outdoor recreation and other intended multiple uses is embodied in these legislative policies.

III.D. Collaborative Planning for Outdoor Recreation

A more reliable and uniform planning process, based on RPA and NFMA prescriptions, is now being developed and followed. It has created procedures for the progressive generation and integration of an array of planning information into a more useful management document. Added potential benefits of this collaborative planning approach are an enhanced level of trust, an improved public image, and stronger community participation.

Successful collaborative planning does not happen automatically, however. It is a process that needs to be facilitated. Four premises to aid such facilitation are:

1. To connect with local and planning area representatives throughout the process, since their management and participation are just as important for the final implementation stage as they are during the scoping and formulation stages;
2. To acknowledge the divergent interests and ownership rights in Forest utilization, and to accept inherent conflicts among them as primary challenges when they exist;
3. To avoid adversarial relationships and develop an inclusive atmosphere for significant contributions by agency, community, and user representatives on a collaborative planning team; and
4. To utilize sequential and final plans as guidelines for budget request preparation, and to generate strong public support for their justification in order to implement the plan.

WNF operates within an array of management policies and community concerns, as indicated in Figure III. A. The managers at WNF recognize a need for cooperation with communities, outdoor recreation users, and other management agencies. Two specific agency expectations for the revised Forest Plan are driving forces behind this study. These intentions are:³

³ United States Department of Agriculture Forest Service (Eastern Region). 2001. "Statement of Work Proposal for Wayne National Forest Outdoor Recreation Feasibility Study." Milwaukee, WI.

- To develop WNF's outdoor recreation program into one that offers the most appropriate opportunities for meeting future conditions, with proper consideration for natural resources, demographics, institutional coordination, and sustainable economies; and
- To manage outdoor recreation opportunities at a level of excellence.

Two important perspectives are anchors for WNF's evolving strategy for outdoor recreation. One is agency stewardship, and the other is an outward orientation toward both other outdoor recreation providers as well as community economic development. WNF is keenly interested in strengthening its niche for delivering quality outdoor recreational opportunities that enhance community vitality. These perspectives are aimed at promoting rural tourism system development with cooperative local governments and organizations. Such partnership opportunities and respective roles toward this effort are therefore important issues of this study.

IV. Methodology

Any recreation feasibility study conducted for the U.S. Forest Service must follow the guiding principles of its mission statement. The outcome strategy for the recreation program must balance the diverse interests of citizens while protecting our national public lands under its jurisdiction. In addition, the strategy must take into account the economic impact on the surrounding areas and promote economic development on state, regional, and local levels. Thus, including the opinions of policy makers, business owners, and local recreation users is not only instrumental in insuring a viable recreation program that represents the needs of the local areas, it also allows the U.S. Forest Service to meet its mission goals of “listening to people and responding to their diverse needs in making decisions” and “forming partnerships to achieve shared goals.”⁴

The data collected for the Recreation Feasibility Study followed these guidelines. Input from the public was obtained from a wide variety of Wayne National Forest stakeholders, potential users, and existing data sources. The following table provides an overview of the methodologies utilized and the objective for each methodology.

⁴ United States Department of Agriculture Forest Service. 2002. “The Recreation Agenda.” Internet Website: www.fs.fed.us.

Methodology	Objective
Secondary Data Review	<ul style="list-style-type: none"> • Understand national and regional recreation trends. • Identify public attitudes toward uses of the National Forest. • Identify county population and economic indicators. • Identify recreational opportunities and shortfalls.
Stakeholder Interviews	<ul style="list-style-type: none"> • Determine the knowledge, attitudes, and opinions regarding local recreational activities and opportunities and WNF multiple use programs. • Understand the role of recreation in the area. • Identify issues relevant for developing a working relationships with WNF.
Area Outdoor Recreation Users: Telephone Interviews of four urban areas in proximity to WNF	<ul style="list-style-type: none"> • Identify Recreation Use of Potential Users. • Identify Needs of Recreation Users. • Identify ways to improve recreation enjoyment. • Find the level of awareness and knowledge of WNF. • Develop an area recreation user profile. • Determine the general indicators of regional public use of WNF.
Town Meetings	<ul style="list-style-type: none"> • Identify recreational opportunities. • Identify entrepreneurial opportunities. • Determine ways for WNF and communities to work together. • Develop criteria to prioritize recreation expansion opportunities.

IV.A. Secondary Data Review

Two primary sources provided data on national and regional outdoor recreation trends and attitudes toward public lands. The two sources are the National Survey on Recreation and the Environment (NSRE)⁵ and the Recreation Roundtable Survey.⁶ National public land attitudes and user information was obtained from publications by H. Ken Cordell et al.⁷ In addition, other data are presented that have been obtained from the Ohio Department of Development (ODOD) and the Ohio Department of Natural Resources (ODNR). Finally, map data were gathered from a variety of sources, including Wayne National Forest (WNF), ODNR, American Electric Power Land Management Department, and Mead/Westvaco Paper Company.

IV.B. Stakeholder Interviews

The first phase of this project was to identify and interview stakeholders from the counties surrounding each of the three WNF Units, as well as relevant state officials. Area stakeholders consisted of local government officials, environmental activists, recreation users, WNF employees, related service or business people, and other community activists. The final number of personal interviews was 107. Stakeholders were identified through a three-stage process:

1. Potential stakeholders were identified by collecting names of all government (local, county, regional, and state level) officials, business owners, recreation associations, environmental groups, and other related individuals in the area;
2. WNF officials provided lists of relevant parties; and
3. During the personal interview, each individual was asked to provide names and telephone numbers of other appropriate individuals.

⁵ United States Department of Agriculture Forest Service. 2002. "National Survey of Recreation and the Environment." Internet Website: www.srs.fs.fed.us/trends/NSRE.

⁶ Roper/Starch Worldwide Inc. 2000. "Outdoor Recreation in America: Addressing Key Societal Concerns." Internet Website: www.funoutdoors.com/research/statistics. Also referred to as "Recreation Roundtable" survey data.

⁷ Cordell, H. Ken et al. 1999. "Outdoor Recreation in American Life: A National Assessment of Demand and Supply." Sagamore Publishing. Urbana, IL.; Cordell, H. Ken et al. 2001. "Footprints on the Land: An Assessment of Demographic Trends and the Future of Natural Lands in the United States." Sagamore Publishing. Urbana, IL.

Interview questions focused on existing and potential recreational opportunities, the role of recreation in the area, perceptions of WNF, and potential recreation-oriented partnerships. Appendix A provides the questions asked of stakeholders and a list of the entities represented.

For the purpose of analysis, interviewees were divided into groups across two criteria: stakeholder status or organization, and county or area represented. For stakeholder status, or the type of self-identified organization a respondent belonged to, seven groups were created. They are: 1) local officials (county commissioner, mayor, OSU extension county agent, Chamber of Commerce, community action organization, regional planning commission, county engineer); 2) service or business people (economic development, business, private animal reserve); 3) environmental organization officials (environmental association/organization, Resource Conservation and Development [RC&D]); 4) public recreation officials (recreation-oriented association, city or county public recreation, citizen, Governor's Office of Appalachia); 5) tourism officials (visitor bureau, Ohio Historical Society, higher education/college or university, Ohio Division of Travel or Tourism, Ohio Travel Association, county historical society, tourism association, college); 6) WNF officials; and 7) park, forest, and reserve officials (ODNR/wildlife/state parks/forestry/natural areas and preserves, park district or county or metro). As for the counties or regional areas represented among the interviewees, there were eight groups created. They are: 1) Athens region counties (Perry, Morgan, Athens, Hocking, and Vinton Counties); 2) Ironton region counties (Washington, Noble, and Monroe Counties); 3) Marietta region counties (Jackson, Gallia, Scioto, and Lawrence Counties); 4) WNF; 5) state agency; 6) county/metro park district; 7) Franklin County; and 8) Muskingum County.

Initial content analyses of the interview responses revealed that most responses could be categorized into mutually exclusive and exhaustive themes. Therefore, responses could then be coded into a database and statistically analyzed. Analysis consisted of identifying patterns and comparisons across stakeholder groups and regional units. Chi-Square analyses were conducted to determine significant differences among groups (by stakeholder groups and by WNF Unit). Only statistically significant differences at the $p \leq .10$ level are presented in this report.

IV.C. Area Outdoor Recreation Users

The second phase of this study was a telephone survey of outdoor recreation users from four urban communities surrounding WNF: Cincinnati, Cleveland, and Columbus, Ohio, and Charleston, West Virginia. These four areas were identified by WNF staff as primary sources of users of WNF's

recreation resources. A total of 400 telephone interviews were conducted, with 100 interviews in each of the four urban areas. A random sampling procedure was used, where all potential households with telephones in the target area were eligible to be chosen. Once a household was identified, a second random procedure was used to choose from the adults (eighteen years or older only) living in the household. Only people who had participated in an outdoor recreational activity within the past year were interviewed.

Area outdoor recreation users were asked a series of questions regarding their recreational activities, satisfaction with activity locations, awareness and perceptions of WNF, and attitudes toward recreation and the natural environment. Appendix B is a version of the telephone interview questionnaire that has been modified to eliminate the programming used by the computer-assisted software in administering the survey.

A wide range of statistical techniques was used to analyze the telephone survey data. The margin of error for the total sample is $p \leq .05$. However, when data are presented for the four urban areas, specific outdoor recreation activities, or WNF visitors, the margin of error increases depending on the number of respondents fitting the criteria. The smaller the group the less reliable the data. Therefore, caution must be taken when viewing these data.

A user profile was created using discriminant analysis and is described in detail in Appendix D. Statistically significant differences among groups at the $p \leq .05$ level are presented throughout the report.

IV.D. Town Meetings

The final phase of this study was to conduct public town meetings. Six town meetings were held in “gateway communities” surrounding WNF. Communities were chosen by WNF staff and represented travel pathways into WNF Units. Notification of the town meetings was sent to area newspapers for publication. In addition, all stakeholders who were interviewed were sent information regarding the town meeting locations and were invited to attend personally and/or to pass on the information to other interested parties. Information on the town meetings was also given to tourism and visitor organizations in the areas surrounding the town meeting locations.

Participants in the town meetings were assigned to groups to discuss one of three questions on recreation, entrepreneurial opportunities, or ways to

enhance WNF/community working relationships. The fourth group was asked to provide feedback on how to prioritize these opportunities. Once individuals were assigned to a group, they were asked to write down their ideas individually and then to discuss those ideas as a group to identify their top ranked responses. These responses were then presented to all town meeting participants to be discussed. Appendix C provides the town meeting agenda and a listing of the number of participants and the organizations they represented. All individual and group responses were listed for each question and patterns were identified. These patterns are given throughout this report.

V. Management Situation Analysis

U.S. Forest Service planning is an extensive undertaking. The entire system, regional zones of influence, and individual Units of each National Forest are all important parts of this endeavor. Three scalar levels of planning have been recognized and incorporated into the process to meet the informational needs for appropriate management decision-making. The three geographical planning levels are:

- Bio-regional;
- Large scale; and
- Small scale/watershed.

This study pertains to the small-scale level of local Units in the U.S. National Forest. It will reflect and fit into some considerations necessary for large scale planning of outdoor recreational opportunities.

There are many outdoor recreational opportunities that can be created and/or expanded. Therefore, a set of criteria must be developed that can then be applied to prioritize the available opportunities in order to make recommendations. In determining which criteria to use, materials presented by H. Ken Cordell of the U.S. Forest Service,⁸ criteria discussed during the town meetings, and information from the original Request for Proposals and from discussions with WNF staff were reviewed.

Dr. Cordell suggests that any recreation planning should take into account the size, distribution, makeup, values, and trends in the local and regional populations. It should choose options that are most beneficial to the area, while still complementing existing opportunities. Additionally, recreation plans should be holistic and anticipate future demands.

Town Meeting participants also provided input into criteria to be used to prioritize potential recreational activities. Not surprisingly, they were similar to those proposed by Dr. Cordell. Although the responses varied greatly among the six groups, four groups suggested that recreational opportunities should have a positive economic impact on the community and support economic development. Three of the six groups wanted to take into account the interests of local residents, to utilize unique recreational activities, and to assure that recreational opportunities are compatible with an area's culture, economy, and rural life style. Finally, maintaining the natural

⁸ Cordell, H. Ken. 2002. "Using Demographic and Population Survey Data to Better Align National Forest Recreation with Public Demand." United States Department of Agriculture Forest Service. Distance Forum, Southeast Forest Experiment Station. Athens, GA.

environment through responsible development, utilizing user fees and permits, establishing agreement between WNF and the community on a long range plan, encouraging and enhancing new business, and involving the facilities of the community in recreational activities were all mentioned by two of the six participating groups.

Table V.1: Town Meeting Participants’ Criteria for Prioritizing Recreational Opportunities

Response	Number of Groups
Positive economic impact on the community	4
Natural environment should be maintained through responsible development	2
Should support the interests of local residents	3
Support economic development	4
Utilize user fees & permits	2
The community and WNF need to agree on a long range plan	2
Changes should be compatible with the area’s culture, economy, & rural life style	3
Encourage and enhance new business	2
Involve the facilities of the community in recreational activities	2
Utilize unique recreational activities (historical, natural sites)	3

After much discussion a list of six criteria were identified and used in this study to prioritize opportunities. They are:

1. Characteristics of Wayne National Forest;
2. Population and Economic Trends;
3. Public Awareness, Attitudes, and Values;
4. Current and Future Recreation Trends;
5. Current Recreational Opportunities in the Area; and
6. Community Support and Partnerships.

This Technical Report is structured by presenting the results of the data collected from the stakeholders, area outdoor recreation users, town meeting participants, and secondary sources for each of the criteria. Each section provides the findings from each relevant source. A summary of important points is provided following each criterion section.

V.A. Criterion 1: Characteristics of Wayne National Forest

In the late 1700s, colonists began settling on the land that is now part of Wayne National Forest (WNF). At that time, about 95% of Ohio was forested. Much of the timber in the forest was used as building material and fuel, but settlers also routinely cleared parts of the forest for farming and to create pastures for their livestock. In the early 1800s, commercial lumbering became an increasingly lucrative operation in Ohio. At the height of lumber harvesting in 1849, Ohio was 4th in the nation in lumber production. At around the same time, oil, coal, and iron ore were being extracted from the forest in great abundance. Since the iron furnaces relied on charcoal as fuel, whatever timber was leftover from logging was cut repeatedly to feed the furnaces. This practice eventually led to the complete destruction of the forest cover. By 1906, no more iron furnaces in the area were in operation, and by 1920, practically no areas of the forest remained uncut.

In the 1930s, local government officials were becoming increasingly concerned over the growing amount of tax delinquent lands in the area. The Great Depression had forced farmers to desert their homes and move on as crop prices fell dramatically, while ironworkers left the area in search of work out west. To help the area, the Ohio State legislature in 1934 approved a bill that authorized the federal government to acquire land for the creation of a National Forest in the state. Between 1935 and 1942 approximately 77,000 acres of land were acquired. During this time, the Forest Service began reforesting the hillsides and remedying the enormous erosion problems. In 1951, the total number of acreage acquired had risen to 97,000 acres, and the area officially became Wayne National Forest.

WNF is currently one of a variety of complementary public land systems operating in this defined planning area of Ohio. Southeast Ohio is the unglaciated, forest covered sector of the state. Another primary sector is the prime commercial agricultural sector predominately in the northwest portion of the state. The third major sector is the urban/suburban corridor from Cleveland in the northeast to Columbus in the centralized location and on to Cincinnati near the southwest corner of the state, which is typically referred to as the 3-C corridor. Two important appendages to this corridor, both of which are in proximity to Cleveland, include Akron/Canton/Youngstown and the Toledo/Lake Erie North coast. The Dayton connection to Cincinnati, and to a lesser extent with ballooning Columbus, is also an appendage of significance. The 3-C suburbanizing corridor is the dominant economic force and a strong influence on land use

⁹ Information in this section was provided by WNF.

in all sectors. One of the most challenging situations for Ohio regarding this land use is a 7th place ranking among states in total population but a 47th place ranking in public land per capita.¹⁰ This creates a competitive situation between natural resource use and personal preferences for outdoor recreational opportunities.

One characteristic of an eastern National Forest is the Designated Proclamation Boundary (DPB). The DPB for WNF includes 833,900 total acres. By 1985 WNF had acquired surface ownership rights to 177,761 acres, barely more than 21% of the total potential acreage. Since then, more acres have been acquired, bringing the ownership up to 233,422 acres, or almost 28% of what the Proclamation Boundary has designated. It is the intent of WNF to continue with land acquisitions and/or exchanges, but only to a total of 322,000 acres.¹¹ That level of ownership would be slightly less than 39% of the total DPB area. Such a goal is realistic given current use trends, community vitality, optimum potential, and local support. Ownership of only one-third of the total allowable territory creates important concerns about the pattern of ownership, the shape of tracts, the extent of property boundaries, the allocation of uses, and the compatibility of adjacent uses.

Some of this spatial complexity is shown on the locational Maps 1-3 (appendix G) pertaining to WNF, including the twelve counties surrounding it. Map 1 portrays the WNF lands within the regional setting and interstate access routes. Map 2 displays the DPB for WNF within the context of the region. Map 3 displays WNF's DPB and actual land ownership for each Unit in relationship with state and private lands in the area. Although WNF is not a high profile destination at the present time, it is within 100 miles of more than twelve million residents, as illustrated in Map 4. Since interstate highway access to WNF is convenient from three directions, there is also potential for attracting additional visitors.

¹⁰ Federal Register. 2002. "Wayne National Forest Notice of Intent for Revised Land and Resource Management Plan." Vol. 67, No. 65. Washington, D.C.

¹¹ Wayne National Forest. 2002. "Assessment of the Need for Change to the Wayne National Forest Land and Resource Management Plan." WNF Headquarters. Nelsonville, OH.

V.A.1. Challenges for Recreation Strategies

Due to its location and land ownership structure, WNF has a number of challenges that must be considered when planning recreation strategies. These challenges include organizational issues, as well as social issues that impact recreation feasibility and potential opportunities. The challenges we have identified during this study are as follows:

Challenge 1: Three Separate Physical Units

WNF is actually divided into three separate physical Units: the Athens, Ironton, and Marietta Units (see Map 3 for the area map and Maps 5, 6, and 7, for individual Unit maps). There are two Ranger Districts. The Athens Ranger District consists of the Athens Unit and its subunit, the Marietta Unit. The Ironton Unit makes up the second administrative Ranger District.

Because WNF is located in three distinct locations, it cannot be promoted as a “one stop” recreation destination. In addition, parcels of land owned by WNF are separated by land owned by private individuals. This provides challenges when recreational activities require a large contiguous landmass, such as off-road vehicle trails or hunting. It also presents problems because it is difficult for prospective recreation users to know whether they are on Forest or private lands.

Challenge 2: Noncontiguous Landmass

The second challenge is best illustrated on Maps 5, 6, and 7. WNF lands are segmented within each of the three separate Units. Parcels of land owned by WNF are separated by land owned by private individuals. This provides challenges when recreational activities require a large contiguous landmass, such as riding on off-road vehicle trails. It also presents challenges because it is difficult for prospective recreation users to know whether they are on Forest or private lands.

Challenge 3: No Definable Entrance into the Forest

Related to the first two challenges, a third challenge is a lack of specific entrances into the Forest. Individuals driving to WNF often drive in and out of the Forest a number of times. The headquarters of WNF are located along Route 33 in the Athens Unit, and it provides many handouts and maps to assist visitors in finding areas in the Forest. There is also a ranger station located on each of the other two Units. However, a prospective visitor who drives to WNF looking for recreational opportunities might not easily find these facilities.

The challenge presented by the lack of definable entrances is that it decreases the likelihood of potential visitors to the area spontaneously finding and visiting WNF. Area visitors may know that they drive through WNF but it is difficult for them just to “stop by” to investigate the available outdoor recreational opportunities. In addition, although the headquarters is visible from Route 33, the sign only identifies the building as the WNF headquarters and does not include a reference to visitor information, which may further deter visitors from stopping there.

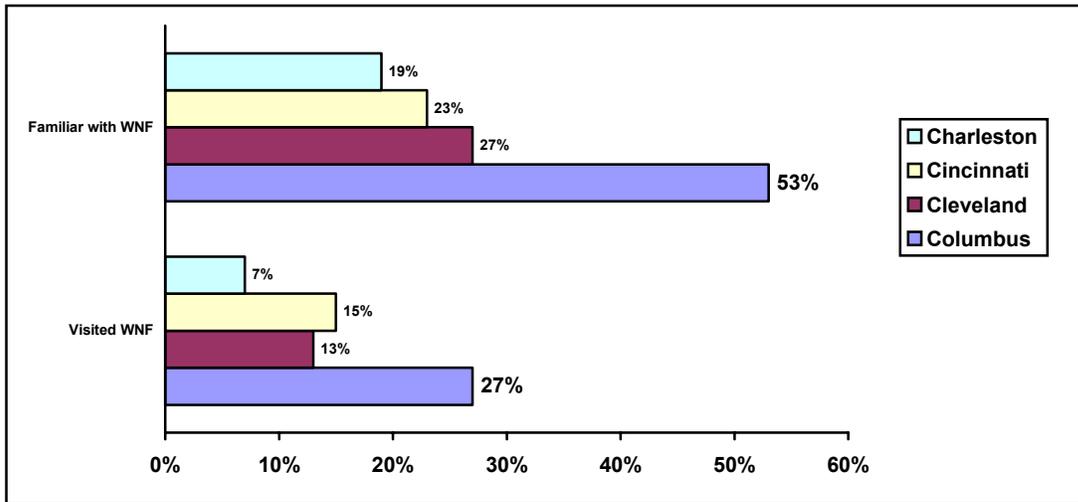
Challenge 4: Public Awareness of Wayne National Forest

Wayne National Forest may well be one of the best-kept secrets in Ohio. Area outdoor recreation users were asked a series of questions regarding their awareness and usage, as well as their attitudes and perceptions regarding the benefits and uses of WNF. Area outdoor recreation users consisted of residents from four urban areas surrounding WNF.

When asked if they were aware of WNF, a relatively small percentage of area outdoor recreation users had heard of it. As illustrated in figure V.A.1, Columbus area outdoor recreation users were much more likely to have heard of WNF (53%) than those in the other surrounding urban areas. Charleston had the lowest percentage (19%) of users aware of WNF.

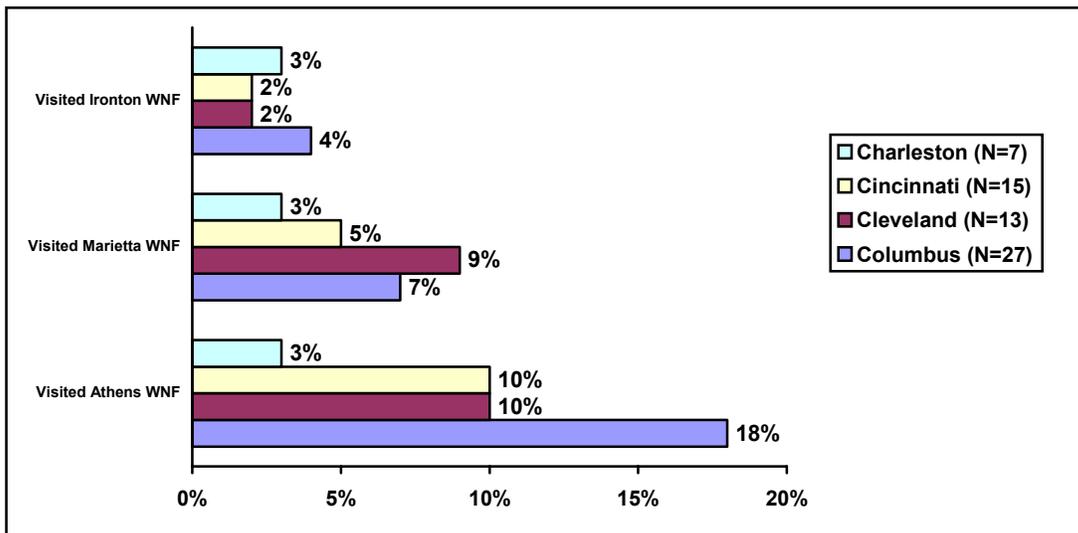
Those area outdoor recreation users who were aware of WNF were also asked if they had visited WNF. The second set of bars on the following figure shows that among those users who were aware of the Forest, only a small percentage had visited it. The actual number of respondents who visited WNF are seven people from Charleston, fifteen people from Cincinnati, thirteen people from Cleveland, and twenty-seven from Columbus.

Figure V.A.1: Area Outdoor Recreation Users' Awareness of WNF



Of interest is which Unit area outdoor recreation users visit when they do come to WNF. Figure V.A.2 shows the percentage of area outdoor recreation users who have visited each of the Units of WNF.

Figure V.A.2: Area Outdoor Recreation Visitors to WNF Units

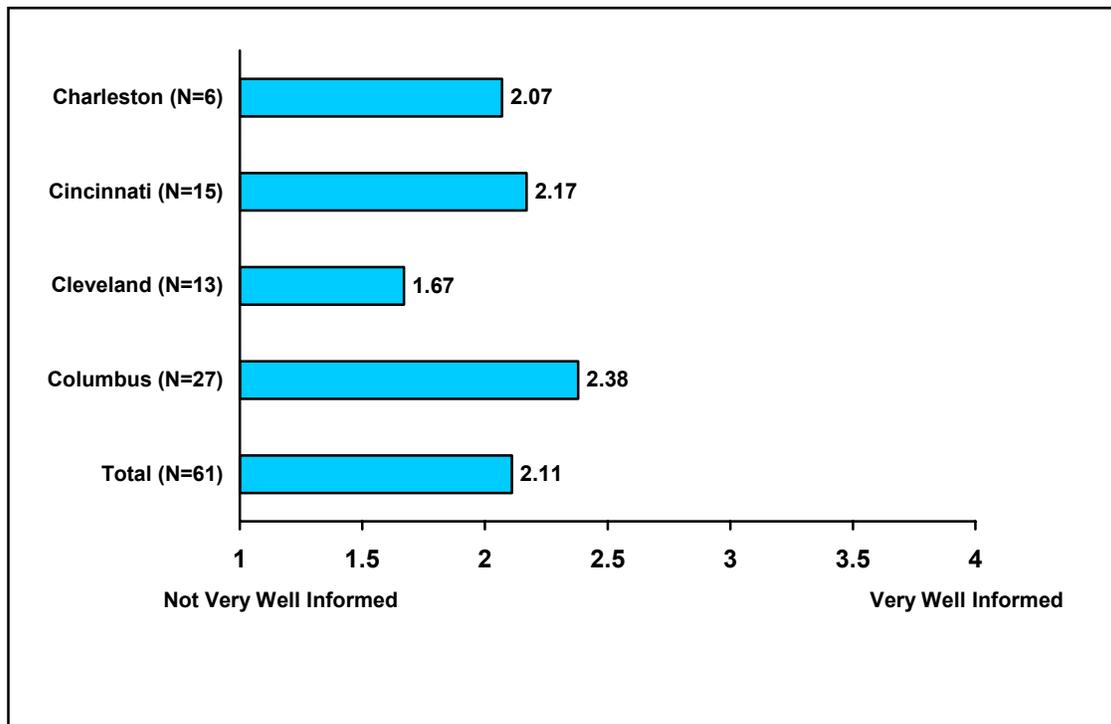


As illustrated, for those who have visited WNF, the most popular Unit is the Athens Unit. Cleveland recreation users are almost as likely to go to the Marietta Unit as the Athens Unit, however, probably because of the direct route to it from Cleveland.

V.A.2. Area Outdoor Recreation Visitors to WNF Activities

Area outdoor recreation users who have visited WNF felt fairly well informed regarding the activities available there. Using a scale of 1 to 4 where 1 is “not very well informed” and 4 is “very well informed,” the average respondent felt a bit less than “somewhat well informed.” Cleveland respondents reported lower levels of being informed than those in the other urban areas, while Columbus respondents reported the highest levels of being informed. Of course the number of visitors to WNF is small in this sample, so these are only general trends and not statistically significant.

Figure V.A.3: How Well Informed Area Outdoor Recreation Visitors are Regarding WNF Recreational Activities



A lack of public awareness was also found within the stakeholder interviews. Stakeholders generally knew that WNF existed and could name some recreational activities they thought were probably available at WNF, but most had not actually visited the Forest. Several county commissioners were not even aware of how much land in their county was owned by WNF.

Challenge 5: Animosity toward WNF

The next challenge to WNF is the general animosity that some area residents feel toward the Forest. This animosity takes a number of different forms. First, some stakeholders and town meeting participants felt that WNF staff people are difficult to work with and that WNF does not honor previous commitments. Several stakeholders and town meeting participants suggested that WNF staff are hard to contact and do not return telephone calls. Recreation users also report that WNF does not stand by commitments for trail expansion, particularly if another party challenges such expansion.

High staff turnover rates make the situation even worse because once a working relationship has been formed and the staff person then leaves, the process has to begin again with someone new. In addition, when WNF staff people move on, incoming staff do not always honor previous agreements. The high turnover rates also create inconsistent policies within WNF when new staff people have different priorities.

Another major source of animosity toward the Forest is that some WNF area residents do not understand its funding and budgetary process. They may assume that once a Forest Management Plan has been approved, the federal government automatically funds the recommendations. They may not realize that Congressional appropriations do not always result in funding proposed plans, and so when users and area residents do not see these plans come to fruition, they may feel that WNF is not fulfilling its promises and obligations.

The final source of animosity toward WNF was voiced by several stakeholders in counties containing large amounts of WNF land. These stakeholders have the impression that the public lands within the county contribute less monetary return than they would if they were privately owned. As previously noted, the areas surrounding WNF are some of the most economically depressed areas in the state of Ohio. Since Ohio's school funding comes partially from property taxes, some residents feel that their area school systems suffer because they are not receiving property taxes from public lands. However, residents do not always realize that the federal government does reimburse counties in other ways.

These negative impressions can be a challenge because these residents are less likely to support WNF in its endeavors than those who have positive perceptions of the Forest. They are more likely to be distrustful of WNF's intentions when it works with communities to expand outdoor recreation.

V.A.3. Criterion 1: Key Points

- The primary purpose in establishing WNF was to reclaim land decimated by product removal.
- WNF has become one of the largest landowners of any public agency in southeast Ohio.
- Outdoor recreation and aesthetic values have become equal or even greater in importance as the exploitive values and uses of the Forest.
- There are several challenges that will impact which recreational opportunities are most appropriate for expansion, as well as the location of these recreation sites.
 - WNF is divided into three separate Units;
 - Each Unit consists of noncontiguous landmasses separated by private lands;
 - There is a lack of awareness about WNF and what available opportunities it has;
 - There is no definable entrance into WNF, making it difficult for some prospective users to know when they have entered it; and
 - There may be a lack of support by some area residents because of negative perceptions they have of WNF.

V.B. Criterion 2: Population and Economic Trends

Socioeconomic indicators, such as population size, distribution, trends, age-group profiles and values, and economic performance, are now recognized as important dimensions of National Forest planning. These indicators are some of the factors used in what Cordell refers to as the “public context” of planning, which he identifies as the first principle of good recreation planning.

The economic impact of National Forest programs on local communities and their respective counties is significant, so large landowners and public agencies are important for community success and progress. However, individuals living in small communities sometimes relate more strongly to their daily situations than to a “bigger picture.” This may be a somewhat narrow perspective, but it is meaningful when trying to make community connections with a National Forest. Such connections must be a focus in order to make plans for improvement successful.

V.B.1. Customer Population

The first question to be answered is who WNF customers are. Theoretically, the customer population of a National Forest is the total of all United States citizens. However, in reality, the primary customer base from which WNF draws is much more limited. Unless there are unique phenomena in a Forest, most users will only drive up to approximately two hours to reach an outdoor recreational activity site.¹² A two-hour driving distance from one of the Units of WNF includes much of Ohio and parts of West Virginia and Kentucky. The four urban areas that lie in this circumference and that are examined in this study are Columbus, Cincinnati, and Cleveland, Ohio and Charleston, West Virginia.

Although West Virginia and Kentucky are within the two-hour driving range, there are several indicators that people from these areas are not very likely to visit WNF in Ohio. First, the Ohio Division of Travel and Tourism has found that Ohio residents account for more than 56% of overnight guests in Ohio. The other states most likely to provide visitors to Ohio are Indiana, Pennsylvania, and Michigan. Second, on a more aesthetic level, both Kentucky and West Virginia are well known for their scenic beauty, while Ohio does not have a reputation for being a scenic state. Both West Virginia and Kentucky also have National Forests, further decreasing the likelihood

¹² Cordell, H. Ken. 2002. “Using Demographic and Population Survey Data to Better Align National Forest Recreation with Public Demand.” United States Department of Agriculture Forest Service. Distance Forum, Southeast Forest Experiment Station. Athens, GA.

that citizens from these states would visit WNF. The awareness data collected from the area outdoor recreation users provide collaboration on this point. As discussed previously, Charleston has the lowest awareness and visitation level of any of the four urban areas surveyed. Finally, personal interviews with Visitor Bureau staff and County Commissioners in several gateway counties in West Virginia and Kentucky reveal that these agencies are not likely to promote tourism and recreation sites outside of their states.

Taking these indicators into account, concentrating on Ohio citizens as the predominant customer base for WNF is justifiable. The population estimates and trends presented concentrate on the twelve counties in Ohio that surround WNF, and the three urban areas of Cincinnati, Cleveland, and Columbus, Ohio. Information from Charleston is included as well because it is within the two-hour driving range, and because its survey responses are sometimes significantly different from the responses obtained in Ohio urban areas.

Table V.B.1 displays the population trends for the three WNF Units and their twelve surrounding counties. Population trends for southeast Ohio and the counties surrounding WNF Units during the last decade show mixed results that are consistent with impoverished areas. There was an overall population increase of 15,595 persons (over a twelve county area) but this rate of growth is generally below the state average of 4.6%. Two counties even experienced a decrease (Monroe and Scioto). Population trends for WNF Units are summarized in table V.B.1.¹³

¹³ U.S. Census 1990 and 2000.

Table V.B.1: Population Trends

Athens Region				
Total Population & Percent Change				
County	1990	2000	1990-2000 Change	1990-2000 % Change
Athens	59,549	62,223	2,674	4.50%
Hocking	25,533	28,241	2,708	10.61%
Morgan	14,194	14,897	703	5.00%
Perry	31,557	34,078	2,521	8.00%
Vinton	11,098	12,806	1,708	15.40%
Total	141,931	152,245	10,314	7.27%
Marietta Region				
Total Population & Percent Change				
County	1990	2000	1990-2000 Change	1990-2000 % Change
Monroe	15,497	15,180	-317	-2.05%
Noble	11,336	14,058	2,722	24.01%
Washington	62,254	63,251	997	1.60%
Total	89,057	92,489	3,402	3.82%
Ironton Region				
Total Population & Percent Change				
County	1990	2000	1990-2000 Change	1990-2000 % Change
Gallia	30,954	31,069	115	0.37%
Lawrence	61,834	62,319	485	0.78%
Scioto	80,327	79,195	-1,132	-1.41%
Jackson	30,230	32,641	2,411	7.98%
Total	203,345	205,224	1,879	.92%

County population size ranges from 14,058 (Noble) to 79,195 (Scioto). This wide range is indicative of serious challenges for both community economic development and the feasibility of developing cooperative partnerships. Hocking, Vinton, and Noble counties sustained both the most annual increases and the highest percentage change for population increase throughout the decade. By contrast, Monroe County and Scioto County have had a trend of decline.

The WNF planning area counties are not experiencing a consistent population increases. The largest increase during the decade was for the Athens Unit (10,314, or 7.27%), followed by the Marietta Unit (3,402, or 3.82%) and the Ironton Unit (1,879, or .92%). This overall situation certainly provides many opportunities to target specific areas for community and economic development that could be aided by outdoor recreation and rural tourism system development. While it is clear from these findings that there is no one Unit of WNF that stands out as the most in need of attention for

economic development, there are several counties that have greater needs than others.

While population change and net growth of a county population are important indicators of community and economic vitality, distribution by age group is also an important factor. This information is provided for five age groups in the planning area in table V.B.2

Table V.B.2: Age Population Distribution Trends

Athens Region Population Distribution					
County	Under 5 yrs (1990-2000)	5 to 24 yrs (1990-2000)	25 to 44 yrs (1990-2000)	45 to 59 yrs (1990-2000)	60 and over (1990-2000)
Athens	-7.00%	5.03%	-6.03%	36.79%	.61%
Hocking	5.09%	3.08%	5.94%	34.55%	10.68%
Morgan	-11.21%	-4.32%	-1.76%	34.12%	11.77%
Perry	6.41%	1.99%	4.65%	37.93%	.42%
Vinton	17.03%	9.23%	14.67%	43.14%	3.13%

Marietta Region Population Distribution					
County	Under 5 yrs (1990-2000)	5 to 24 yrs (1990-2000)	25 to 44 yrs (1990-2000)	45 to 59 yrs (1990-2000)	60 and over (1990-2000)
Monroe	-16.42%	-11.27%	-9.70%	23.87%	3.95%
Noble	-17.58%	23.17%	38.19%	40.44%	8.64%
Washington	-8.64%	-6.81%	-7.30%	29.54%	8.87%

Ironton Region Population Distribution					
County	Under 5 yrs (1990-2000)	5 to 24 yrs (1990-2000)	25 to 44 yrs (1990-2000)	45 to 59 yrs (1990-2000)	60 and over (1990-2000)
Gallia	-7.01%	-4.87%	-7.58%	21.00%	7.00%
Lawrence	-6.68%	-9.48%	-2.04%	21.86%	6.06%
Scioto	-5.60%	-6.92%	-4.24%	18.68%	-2.88%
Jackson	1.33%	2.27%	4.50%	38.31%	1.46%

The 45-59 age group has the greatest percentage population increase during the last decade in all counties. Noble County in the Marietta region and Vinton County in the Athens region are the only counties to have significant increases for the younger age groups, with Vinton County having the largest increases for all three of the lower age groups. Since established households are less likely to migrate from a given locale, the 45-59 age group is associated with stability and a probable financial position to entertain

entrepreneurial opportunities. Those forty-five years of age or older should have disposable incomes, and hence are potential targets for entrepreneurial opportunities. Therefore, this is a good set of circumstances to facilitate community and economic development programs, since such programs related to rural tourism system development must be cooperative ventures that can be sustained over time.

V.B.2. Economic Impact

The current economic health of rural counties in the WNF planning area continues to lag behind both national and state measures of its significant indicators. These counties make up one of the most impoverished areas in Ohio. They remain a part of the Appalachian Regional Commission, a national program created in 1965 and consisting of multiple state counties targeted for economic development to reverse the damaging trends of chronically higher unemployment, net outward migration, and acute lower levels of income. Thus, the area is a target region in Ohio for community and economic development by both state and federal government programs.

Several indicators of an area's economic health are displayed in table V.B.3. Unemployment rates and weekly average incomes are both good indicators of local economic vitality. In July 2002, the unemployment rate for Ohio was 5.8%, while the rate for the twelve counties in the WNF area ranged from 4.9% (Athens County) to 13.3% (Morgan County), with an average of 8.15%. According to the 2000 U.S. census, the weekly average income for Ohio was \$618.35 (equating to about \$32,000 annually), but it ranged from \$421.02 (Lawrence County) to \$540.12 (Monroe County) in the twelve counties surrounding WNF. The average weekly income for 2000 across all twelve counties was \$483.58, or approximately \$25,000 a year.

Another indicator of the sustainability of a healthy local economy is a comparison of business starts and business terminations. Caution should be used against overgeneralizing when analyzing net business success, however, because success is dependent upon the position in the business cycle at any given time. Table V.B.3 presents the most recent unemployment rates (July 2002) and the 2000 census rates for average weekly income, business starts, business terminations, and high school graduation rates.

Table V.B.3: Economic Indicators of Counties Surrounding WNF Units in 2000

Athens Region:

Economic Indicators

County	Unemployment Rate (as of July 2002)	Average Weekly Income for 2000	Business Starts for 2000	Business Terminations for 2000	High School Graduation Rate for 2000
Athens	4.9%	\$517.04	132	139	81.3
Hocking	7.2%	\$461.60	93	79	82.2
Morgan	13.3%	\$556.94	35	29	71.6
Perry	11.5%	\$468.57	116	92	89
Vinton	12.4%	\$426.40	37	26	75.1

Marietta Region:

Economic Indicators

County	Unemployment Rate (as of July 2002)	Average Weekly Income for 2000	Business Starts for 2000	Business Terminations for 2000	High School Graduation Rate for 2000
Monroe	6.6%	\$540.12	28	26	90.6
Noble	6.8%	\$472.60	25	17	91.3
Washington	5.3%	\$514.65	97	108	89

Ironton Region:

Economic Indicators

County	Unemployment Rate (as of July 2002)	Average Weekly Income for 2000	Business Starts for 2000	Business Terminations for 2000	High School Graduation Rate for 2000
Gallia	6.8%	\$521.00	81	60	83.7
Lawrence	6.8%	\$421.02	120	94	83.5
Scioto	7.8%	\$451.03	166	150	84
Jackson	8.4%	\$451.96	77	59	85.6

Only two counties in the region surrounding WNF were below the state unemployment average in July of 2002. They are Athens (4.9%) and Washington (5.3%), the two major population centers within the planning area. However, these are also the only two counties that had more businesses terminated than started. The largest unemployment rates in the area were in Vinton and Morgan Counties, both located within the Athens region, which had unemployment rates of 12.4% and 13.3% respectively.

High school graduation rates indicate a commitment to career preparation and community values, but they do not ensure educational quality or high performance standards. The willingness, commitment, and resourcefulness of students to prepare for adult careers are important for successful professions and sustainable communities when ample employment

opportunities are available. The general high school student population in WNF planning areas shows that such willingness and resourcefulness exist to a large degree. Although only four of the twelve counties' high school graduation rates were above the state average of 86%, only two were significantly lower: Morgan at 71.6% and Vinton at 75.1%. The rest were comparable to the state average, ranging from 81.3% to 85.65% for a majority of the counties. It is noteworthy that all of the counties around the Marietta Unit had graduation rates above the state average. Finally, a combination of high school graduation and unemployment rates in Morgan County (71.6%/13.6%) and Vinton County (75.1%/12.9%) certainly lends credence to the mutual influence between these indicators.

Weekly incomes ranged from \$421.00 in Lawrence County to \$557.00 in Morgan County (which, because it also has the lowest graduation rate and the highest unemployment rate, is unexpected). All weekly incomes throughout the planning area were below the state average by as much as \$97.00, which is equivalent to about \$5,000.00 per year. Overall, the area is lagging behind by approximately \$400.00 per year in state average income. It is expected that this margin would be significantly higher when compared to the economically healthier urban/suburban corridor sector of Ohio.

V.B.3. Perception of the Role of Recreation for Area Economic Development

Another important question is what impact recreation has on the economic development of an area. The economic impact of WNF on the surrounding area has been measured in a number of different ways, but the primary purpose has been to illustrate the economic viability of the Forest, not the specific economic impact of recreation on the surrounding area. Cordell¹⁴ reports that in non-urban counties in the United States, outdoor recreation generated 767,000 jobs in 1999. Approximately 39% of these jobs were associated with food and beverage purchases, and the remainder was equally distributed across retail, trade, and recreation services.

Entry-level positions in a tourism system career are often highlighted as seasonal and are below-average income producers. Low incomes are a common characteristic of these jobs, especially for first-time employees and for those in seasonal positions. High rates of turnover also contribute to this situation. Employers' hiring practices for getting employees who work less than full time in order to avoid the costs of benefits also adds to the mix of concerns. These positions may not be very highly paid, but they do have a

¹⁴ Cordell, H. Ken et al. 1999. "Outdoor Recreation in American Life: A National Assessment of Demand and Supply." Sagamore Publishing. Urbana, IL.

niche, meet a need for some age groups, and typically offer a career ladder for advancement opportunities. However, such advancement often requires relocation outside a given rural area. These positions may not be desirable for a lengthy career, but they certainly can come close to matching the \$483.00 a week for full time-equivalent employees. This rate of income for those of high school age and for others seeking supplemental income can be quite meaningful. However, reducing unemployment rates is equally important as increasing average weekly income for chronically impoverished areas.

There appears to be an economic benefit from visitors' expenditures as well. In a 1996 study of the economic impact of WNF, Warren Kriesel,¹⁵ using data from three similar sites and a visitation figure provided by WNF, estimated that out-of-area visitors generated over \$31,772,000 in annual expenditures (using 348,000 estimated visitors spending \$82.74 per day). This estimate does not include local area visitors whose dollars remained in the area instead of being expended elsewhere. Additionally, a national study¹⁶ estimates that hunters spend \$515,000,000 a year on hunting related expenditures in Ohio.

Of course, regardless of any impact, if the community does not perceive recreation as being important to its economy, or if recreation is not something upon which it wishes to focus, the community will not work toward encouraging recreation and supporting commercial concerns. For these reasons, WNF stakeholders were asked whether they feel that recreation has an economic impact on the area.

Stakeholders overwhelmingly indicated that recreation's major role in their area is tourism development. Most stakeholders indicated that recreation was very important to the area; however, not all of them were able to provide concrete examples of the types of roles it plays. The general attitude toward recreation in the economic development of an area is that it brings in money to the area, specifically through bringing in tourists.

Another important economic benefit cited by stakeholders was that recreational opportunities in an area may encourage industry to locate in

¹⁵ Arbogast, Kenneth. 2000. "An Overview of the Economic Impact of Outdoor Recreation of the Wayne National Forest in the Counties of Southeast Ohio." United States Department of Agriculture Forest Service. Athens, OH.

¹⁶ United States Fish and Wildlife Service. 1996. "National Survey of Fishing, Hunting, and Wildlife-Associated Recreation."; Wisse, John. 1997. "Ohio Hunters Invest \$515 Million." Ohio Department of Natural Resources.

that area, because employers could benefit from the proximity to recreational activities.

Finally, stakeholders also mentioned that recreation can provide jobs to the communities, but it was often noted that jobs in recreation are low-paying jobs.

V.B.4. Criterion 2: Key Points

- Customer Population Trends
 - The target customer base includes areas within a two-hour driving distance from WNF. However, residents from West Virginia and Kentucky are less likely to visit WNF than those in Ohio.
 - The target customer population trends reveal that the 45-59 year olds have the highest percentage increases across all areas.
 - There has been a slight increase in population in the counties surrounding the three WNF Units.
- Economic Trends
 - The counties surrounding WNF are above Ohio's average in unemployment rates. There is no one Unit that stands out as having a worse unemployment rate than the others.
 - Tourism jobs are not significantly lower income generators than other types of jobs for this planning area, and would have a positive effect on unemployment rates.
 - Net business growth for the planning area indicates willingness for entrepreneurial activity.
 - Tourism system development is viewed as a significant opportunity by stakeholders and town meeting participants.

V.C. Criterion 3: Public Values and Attitudes

The third criterion for choosing recreational opportunities is public values and attitudes. To be a successful recreation provider, potential users, surrounding communities, and area businesses must support facilities. To complicate matters, since these recreational opportunities are being made available on public lands, the public as a whole must support these efforts. Since the level of support for local forest activities is correlated to support on the national level, and WNF is part of the National Forest system, the latter must be discussed first.

V.C.1. Public Use and Awareness of Federally Managed Recreation Lands

An estimated 650,000,000 acres, or more than one quarter of total U.S. land, is federally managed. The majority of this land is available for public recreation. The agencies that provide most of these recreational opportunities include the National Park Service (NPS), the Fish and Wildlife Service (F&WS), the U.S. Forest Service (FS), the US Army Corps of Engineers (USACE), and the Bureau of Land Management (BLM).

According to 1998 Recreation Roundtable¹⁷ data, NPS lands are the most recognized among those of seven federal land managing agencies, with 75% of respondents claiming they are aware of specific recreational opportunities available on these lands. According to the 2000 Recreation Roundtable survey, the number of Americans who have personally used NPS lands is significantly higher than the number of Americans who have used other agency lands. Interestingly, however, National Forest lands, rather than NPS lands, are the largest host to outdoor recreation in the country. According to a federal recreation fee report,¹⁸ the most recreation users show up annually at National Forest lands. Because NPS lands are known best for their recreational opportunities, it would seem logical to assume that they would attract the most visitors. However, there is a large percentage of people who are not sure which public agency's land they have visited, which may account for some of the difference between figures for FS and NPS usage.

¹⁷ Roper/Starch Worldwide Inc. 2000. "Outdoor Recreation in America: Addressing Key Societal Concerns." Internet Website: www.funoutdoors.com/research/statistics. Also referred to as "Recreation Roundtable" survey data.

¹⁸ United States General Accounting Office. 1998. "Recreation Fee Demonstration Program Report." Document No. RCED99-7. Washington, D.C.

Recreation Roundtable data also show that visitors to these lands are the most active participants of outdoor recreation in America. While Americans' overall participation in outdoor recreation has increased over the past several years (e.g., 50% participated monthly in 1994 versus 78% in 2000), certain groups of Americans are more likely than others to be aware of actual recreational opportunities on public lands. For example, Midwesterners, "influentials" (those who participate regularly in such activities as writing letters to editors, running for office, and making public speeches), and college graduates are most aware of a park with recreational opportunities and thus participate in them. While the general public's rate of participation in outdoor recreation is 32%, those groups whose participation rates hover around 45%, including those mentioned above, are 18-29 year-olds and those who earn \$50,000 or more per year.

V.C.2. Benefits of and Satisfaction with Federally Managed Recreation Facilities

Regardless of the particular agency land that attracts the visitor, the overall satisfaction level is good for Americans who participate in outdoor recreation on public lands. This bodes well for outdoor recreation providers, as well as for the visitors whom they attract, who clearly would like to establish a mutually beneficial relationship. There are many types of benefits outdoor recreation can offer to users, some of which will be discussed momentarily. Presumably, if potential users knew about such benefits, then more of them might be drawn to visit the various agency lands.

According to Recreation Roundtable¹⁹ data, the major advantages of outdoor recreation typically fall into one of three categories: increasing appreciation of nature and the environment, improving mental and physical health, and alleviating negative social issues facing today's children and adolescents. First, about 95% of Americans believe that outdoor recreation provides not only a way for people to gain a greater appreciation of the environment, but also a way for them to learn about the need for its protection. Second, these data offer several measures of health that appear to benefit from outdoor recreation. For example, frequent outdoor recreation users report being "completely" or "fairly well" satisfied with their quality of life more often than non-users (94% versus 85%). As for physical health and fitness, frequent users are far more satisfied (87%) than non-users (65%). Well over 90% of Americans believe that outdoor recreation is the best way to be physically active, and that such activity would lead to healthier lives in general.

¹⁹ Roper/Starch Worldwide Inc. 2000. "Outdoor Recreation in America: Addressing Key Societal Concerns." Internet Website: www.funoutdoors.com/research/statistics. Also referred to as "Recreation Roundtable" survey data.

Finally, these data find much support for the idea that outdoor recreation provides many benefits for children and adolescents, who obviously face a unique set of social problems in our culture. For example, over 30% of Americans feel that it can have a major role in decreasing underage drinking and illegal drug use, juvenile violence and crime, and childhood obesity, as well as a role in improving education. Additionally, a full 75% of Americans think that outdoor recreation plays either a major or a minor role (as opposed to little or no role) in improving parent-child communication. The “influentials” as defined above are even more likely than Americans in general to feel that outdoor recreation would help solve these various problems for our country’s youth.

In an examination of actual satisfaction levels with agency lands, “Outdoor Recreation in America”²⁰ reports that an overwhelming majority of Americans who visited a federal agency site were satisfied with their overall visit, with 51% being very satisfied and 44% being mostly satisfied. These data are parallel to those found in a 1999 report by Cordell et al.,²¹ in which it was found that 87% of NPS visitors expressed that they were extremely or quite satisfied. Approximately 83% of F&WS visitors and 82% of FS visitors expressed similar satisfaction. When asked specifically about these federal sites, visitors were generally pleased, with cleanliness and quality being the most satisfying aspects.

On the other hand, users report the least satisfaction with the value received for fees paid. Fees have become a viable option for federal land management agencies in need of additional revenue. As “Outdoor Recreation in American Life” reports, by 1996 more than 31% of U.S. Forest Service recreation sites were charging fees for public use. Such fees are most often charged for the use of camping sites.

According to Recreation Roundtable²² data, public opinion of fees charged at these sites varies with participation and region. In general, while 10% of the general public says they are unsure about who should pay for specific recreational opportunities, frequent participants are sure. They are not

²⁰ Roper/Starch Worldwide Inc. 2000. “Outdoor Recreation in America: Addressing Key Societal Concerns.” Internet Website: www.funoutdoors.com/research/statistics. Also referred to as “Recreation Roundtable” survey data.

²¹ Cordell, H. Ken et al. 1999. “Outdoor Recreation in American Life: A National Assessment of Demand and Supply.” Sagamore Publishing. Urbana, IL.

²² Roper/Starch Worldwide Inc. 2000. “Outdoor Recreation in America: Addressing Key Societal Concerns.” Internet Website: www.funoutdoors.com/research/statistics. Also referred to as “Recreation Roundtable” survey data.

supportive of fees, and they tend to favor increases in tax revenues to pay for recreation.

In specific terms of region and participation, Westerners show the strongest support for fees at trailheads and picnic areas, at almost 10% above the national level of support. Midwesterners show the lowest levels of support regionally for fees in every aspect. Finally, those who have hunted within the last year also show less support for fees for all recreational opportunities than the nation as a whole does.

Trends in recent decades have caused a shift in the operation of U.S. Forest Service lands. These trends, which include budget and work force reductions, have played a part in encouraging this agency and others to develop alternative procedures to maintain the delivery of quality experiences to its users. Much of the land managed by the U.S. Forest Service has seen expanded concession operations, community business partnerships, and recreational opportunities provided by special-use permit holders. The level of support for corporate financial involvement is generally high. The following series of questions displayed in table V.C.1 was delivered in the Recreation Roundtable Survey²³ in 1998 to determine public feelings toward corporate involvement with public facilities.

²³ Roper/Starch Worldwide Inc. 1998. "Outdoor Recreation in America: Addressing Key Societal Concerns." Internet Website: www.funoutdoors.com/research/statistics. Also referred to as "Recreation Roundtable" survey data.

Table V.C.1: Attitudes toward Corporate Involvement with Public Recreation

Statement	Agree	Neutral	Oppose
I like the idea of businesses providing financial support to our parks and recreation areas	70%	16%	9%
Companies should be encouraged to adopt trails and visitor centers, just as they are encouraged to adopt stretches of roadways to reduce litter	67%	20%	7%
I think it would be a good idea to experiment with corporate underwriting of parks and recreation programs	57%	25%	11%
I fear that allowing corporations to become more active in our parks and recreation areas will result in too much commercialization of these sites	36%	31%	24%
I'd rather pay higher recreation and entrance fees than have companies underwrite some park and recreation area costs	24%	28%	39%

Support is high for financial involvement, adoption of trails and visitor centers, and experimentation with private/public partnerships. When faced with the question of commercialization there is not much difference in the percentages of people who support, agree, or are neutral. It seems respondents are not sure whether a private partnership would have an effect on the commercialization of public sites. The general dislike of fees for public sites shows in the survey, with less than one in four respondents reporting that they would rather pay higher fees than have companies underwrite public recreation area costs.

Cordell et al.²⁴ report results from a survey conducted between 1990 and 1994 by the U.S. Forest Service through mail-back questionnaires that were given to on-site visitors. Sites included those managed by the U.S. Forest Service and other federal agencies. A list of 15-24 specific questions was provided concerning preferences for and perceptions of setting attributes. Each question could be answered on a scale from 1 to 5. The results were analyzed using a four-quadrant grid in which the question subject could be placed in a “concentrate here,” “keep up the good work,” “low priority,” or “possible overkill” category. Respondents were also given a list of fourteen

²⁴ Cordell, H. Ken et al. 1999. “Outdoor Recreation in American Life: A National Assessment of Demand and Supply.” Sagamore Publishing. Urbana, IL.

general attributes common to all outdoor recreation settings, and then reported their preferences (not important to extremely important) and perceptions (terrible to delighted) for their visit. Their responses are shown in table V.C.2.

Table V.C.2: Public Prioritization of Recreation Setting Attributes of U.S. Forest Service and Other Federal Lands

Concentrate Here	Keep up the Good Work	Low Priority	Possible overkill
Clear direction signs	Quality of scenery	Access to supplies and shopping	Location of area, it is near to my home
Maps, informational signs, and bulletin boards	Reasonable fees Helpfulness of employees	Information and programs about area history	
Cleanliness of restrooms, facilities and grounds	Good roads and parking Safety and security	Barrier free access for disabled visitors Presence of a ranger Information for planning a trip to the area	

These conclusions remained similar when analyzed within individual demographic groups. Some differences did exist, however, such as those concerned with the population of people with disabilities placing barrier free access in the “concentrate here” category. Overall, items in this category are those on which visitors feel managers should place more emphasis, as well as those most likely to reduce customer satisfaction if not addressed. The areas of most concern in this category were rated higher by respondents visiting water, roaded, and winter recreation settings, as opposed to those visiting dispersed or developed outdoor recreation settings. On the other hand, visitors were generally pleased with scenery, employees, roads and parking, and safety and security. Respondents did not place a high priority on area history, shopping, presence of a ranger, information for planning a trip, and disabled access. Overall, respondents thought that managers should definitely be aware of their concerns about cleanliness, and also that they need to focus more attention on providing visitor information in terms of signage and maps.

V.C.3. Values and Attitudes toward Wayne National Forest

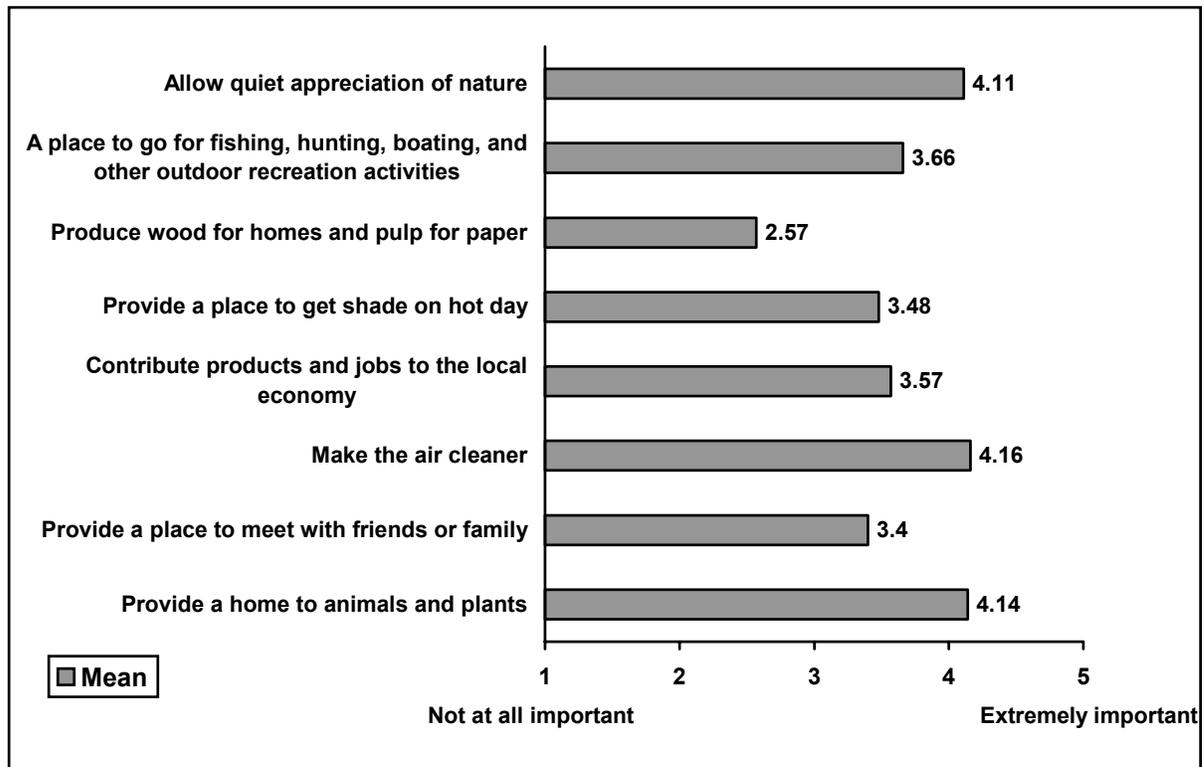
The values and attitudes of area recreation users (Columbus, Cleveland, Cincinnati, and Charleston telephone survey respondents) mirror the strong national support previously reported. Specifically, area outdoor recreation users were asked how important a number of potential benefits of National Forests and WNF were to them personally. The following figure provides the average ratings given across all sampled users on a 1 (“not at all important”) to 5 (“extremely important”) scale.

In general, area outdoor recreation users attribute a high level of importance to benefits that promote nature and enhance the environment. The three highest rated benefits, falling between very and extremely important, are making the air cleaner, providing a home to animals and plants, and allowing quiet appreciation of nature.

The next tier of ratings, averaging between somewhat and very important, deal with recreational activities and economic development. Providing places for outdoor activities, to meet with friends and family, and just to get out of the sun are seen as important benefits of the Forest.

In addition to recreation, potential users also feel that contributing products and jobs to the local economy is very important. However, when asked about the benefits of producing wood and pulp, potential users rated them between somewhat and not very important.

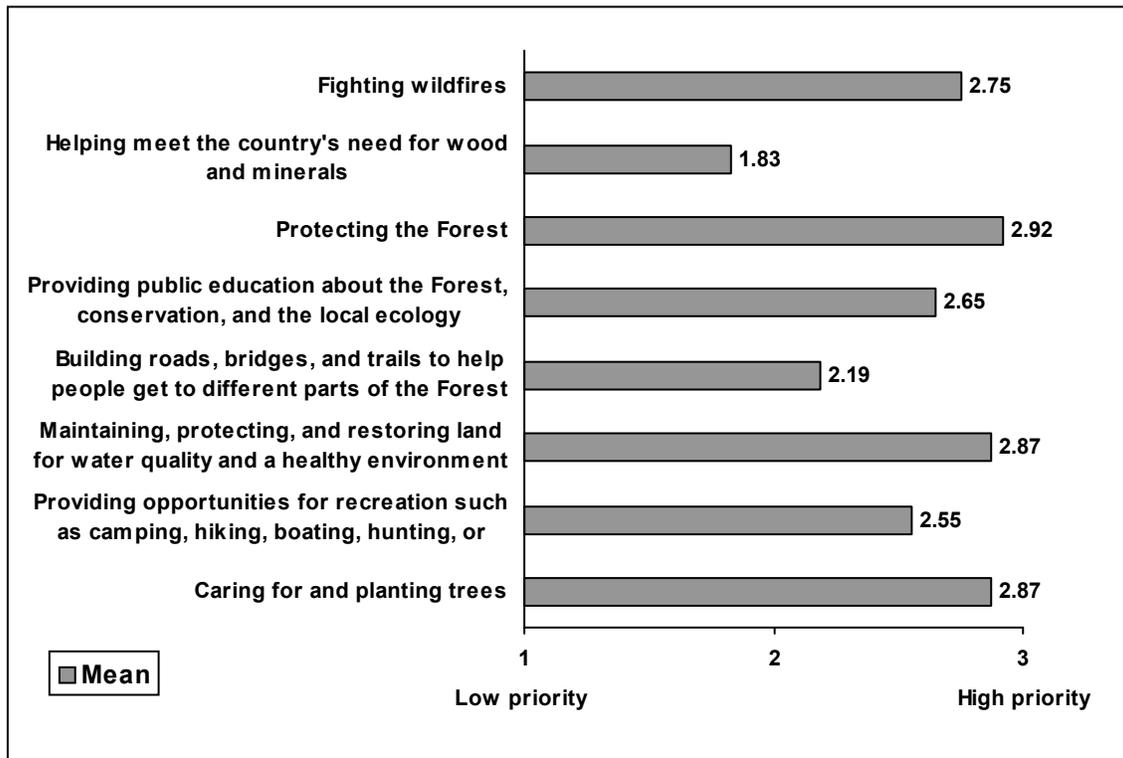
Figure V.C.1: Area Outdoor Recreation Users' Perceptions of the Importance of Potential Benefits



Two of the benefits were statistically different across areas: contribute products and jobs to the local economy, and produce wood for homes and pulp for paper. Cleveland and Cincinnati recreation users rate both of these benefits lower in importance than Columbus and Charleston recreation users. Contributing products and jobs received a mean of 3.38 from Cleveland users and a mean of 3.48 from Cincinnati users (with means of 2.7 and 2.45 from Columbus and Charleston users, respectively), while producing wood and pulp paper received means of 2.42 from Cleveland and 2.43 from Cincinnati respondents (with Columbus and Charleston users reporting means of 3.54 and 3.16, respectively).

Area outdoor recreation users were also asked to prioritize Forest responsibilities. They were provided with three levels of priority: low, medium, and high, with higher averages indicating higher priorities.

Figure V.C.2: Area Outdoor Recreation Users' Perceived Priorities for Wayne National Forest's Responsibilities



Consistent with perceived benefits of the Forest, area outdoor recreation users gave nature- and environment-related responsibilities the highest priority. First and foremost, respondents indicate that the U.S. Forest Service should assign the highest priority to the protection of the Forest. Three other categories that received similarly high ratings are: 1) maintaining, protecting, and restoring land for water quality and a healthy environment; 2) caring for and planting trees; and 3) fighting wildfires.

The second tier in priority ratings focused on recreation and educational use. Area outdoor recreation users thought that providing public education about the Forest and ecology, as well as providing recreational opportunities, should be moderately high priorities.

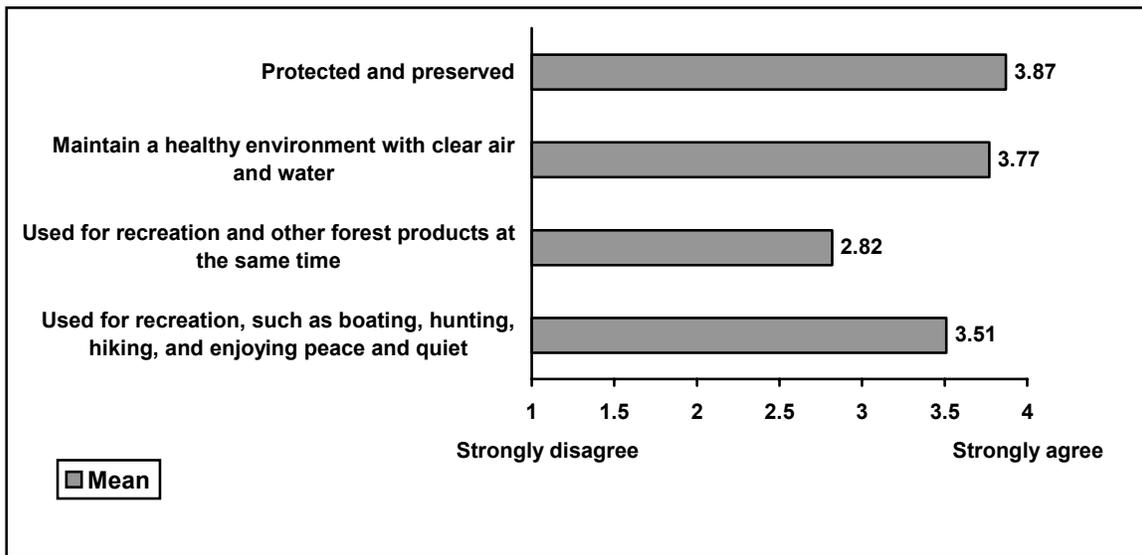
Finally, area outdoor recreation users gave, on average, a much lower priority to building roads, bridges, and trails to get to different parts of the Forest, and to helping to supply the nation with Forest materials.

The responsibility of providing opportunities for recreation was statistically different across local areas. Columbus area recreation users provided the

lowest level of priority (mean=2.38) for this item, while Charleston area respondents gave this item the highest level (mean=2.70).

Area outdoor recreation users were also asked how strongly they agreed with several statements regarding the use of Wayne National Forest. The following figure provides the average level of agreement across all area outdoor recreation users, on a scale of 1 (“strongly disagree”) to 4 (“strongly agree”).

Figure V.C.3: Area Outdoor Recreation Users’ Perceptions of Uses of Wayne National Forest



Following the general trends uncovered with benefits and priorities, area outdoor recreation users strongly agreed that the National Forest should be protected and that it should be managed in such a way as to provide a healthy environment.

Using the Forest for various recreational activities ranks as third in importance. However, when introducing the idea of combining Forest products with recreation at the same time, the level of agreement decreases drastically (3.51 to 2.82). This combined usage category is the only one that is statistically different across areas. Cincinnati users are most likely to agree that WNF can be used for recreation and other Forest products at the same time (3.02), while Cleveland recreation users are the least likely to agree (2.60).

V.C.4. Area Outdoor Recreation User Profiles

Taking into account the diverse attitudes toward federal land use, three types of potential users were identified. User profiles are based on sets of factors that distinguish among groups of users. Classifying users into groups or clusters can help WNF adjust its communication strategies to promote itself better, as well as identify potential recreational opportunities for specific target groups. There are many different bases for deriving user profiles, but Benefit Segmentation is the most appropriate approach for current needs.

The core principle underlying Benefit Segmentation is the belief that the benefits people are seeking in a product or service constitute the basic premises driving differences among groups.²⁵ The value in this approach is the potential for identifying reasons behind people's behaviors, rather than just the descriptive factors that are often used to build user profiles (e.g., demographic or personality attributes). More importantly, Benefit Segmentation is particularly useful for pinpointing prospective uses and users.

The typical approach for Benefit Segmentation is to collect data on several batteries of variables relating to the potential benefits and uses of WNF. Cluster analysis is used to partition respondents into two or more distinct segments, and the clusters are then described in terms of the key variables used to develop those clusters. Subsequently, the clusters are then related to other variables (e.g., demographics) that were not included in the initial cluster analysis. Multiple discriminant analyses are often used for this purpose. Finally, the resulting user profiles are examined for possible strategic implications, especially relating to the development of services and recreational opportunities in WNF and to the promotion and communication strategies that may increase usage of WNF. Using this technique, preliminary analyses have revealed three user profiles that are summarized as follows:

V.C.4.a. Nature Lover

Nature Lovers make up 40% of the population of outdoor recreation users. Members of this group believe that the primary benefit of WNF is to provide a home to animals and plants, whereas the potential benefit of WNF to provide wood for homes and pulp for paper is not at all important. Compared to other groups, they are also most likely to say that the U.S. Forest Service should place high priority on providing public education

²⁵ Gunter, B. and Furnham, A. 1992. "Consumer Profiles: An Introduction to Psychographics." Routledge. New York.

about the Forest, conservation, and the local ecology, and to place low priority on helping to meet the country's need for wood and minerals.

Compared to the Recreation-Commercial Enthusiasts (described below), they tend to be younger (aged 35 or younger), to be better educated, and to have higher household incomes. Nature Lovers are more likely than Recreation-Commercial Enthusiasts to go hiking, sightseeing, mountain biking, canoeing, rock climbing, and tent camping, and are more likely to go sightseeing, canoeing, and rock climbing than Recreation Consumers (also described below).

Nature Lovers are most likely to say they are concerned with the environment and to be science-oriented, while they are least likely to describe themselves as "supporters of economic growth." In short, their self-perceptions are in perfect congruence with the present classification.

V.C.4.b. Recreation-Commercial Enthusiast

Recreation-Commercial Enthusiasts make up 46% of outdoor recreation users. People in this group believe that the primary benefits of WNF include the following: providing a place to meet with friends or family, contributing jobs and products to the local economy, providing a place to get shade on hot days, and providing wood for homes and pulp for paper. They see no conflict in using WNF concurrently for both recreation and Forest products. Also, compared to those in the other two groups, they are most likely to say that the U.S. Forest Service should place high priority on: 1) providing opportunities for recreation such as camping, hiking, boating, hunting, or picnicking; 2) building roads, bridges, and trails to help people get to different parts of the Forest; and 3) helping to meet the country's need for wood and minerals.

Compared to the Nature Lovers, Recreation-Commercial Enthusiasts tend to be older, to have lower levels of education, and to have lower household incomes. Ironically, while Recreation-Commercial Enthusiasts are least likely to engage in outdoor recreational activities, they are actually the most likely to describe themselves as being an "outdoors type." This finding has important implications for communication strategies when marketing to this group. More congruent with their classification, however, Recreation-Commercial Enthusiasts are most likely to describe themselves as "supporters of economic growth."

V.C.4.c. Recreation Consumer

The remaining 14% of outdoor recreation users fall into the Recreation Consumer group. On the benefit items, the importance ratings of this group consistently fall in the middle of the range of responses, indicating that none of the benefits that can be derived from WNF is of value to them. In a similar fashion, they do not think the U.S. Forest Service has the responsibility to place high priority on any of the proposed development efforts, such as building roads, bridges, and trails to increase human access to WNF, providing public education, or developing more opportunities for recreation.

People who are age 26-35 are dramatically overrepresented in this group, confirming the “Generation X” effect commonly found in consumer research. They also tend to be better educated and have higher household incomes than both Nature Lovers and Recreation-Commercial Enthusiasts. Although they are indifferent to potential benefits from WNF, they are actually equally likely as Nature Lovers to participate in outdoor recreational activities such as hiking and mountain biking. However, they are both the most likely to use commercial facilities for the activities they engage in most often, as well as the least likely to describe themselves as being an “outdoors type.” This set of findings suggests that Recreation Consumers may be more concerned with staying in shape than with spending time outdoors.

V.C.5. Criterion 3: Key Points

- Nationally
 - Outdoor recreation users tend to be healthier (mentally and physically), have a greater appreciation for nature and the environment, and to be more likely to avoid negative social problems affecting children and teenagers than nonusers are.
 - Even though U.S. Forest Service lands are used more often for outdoor recreation than other federal lands, awareness of them still lags behind those of the NPS.
 - There is a general satisfaction with federal public lands. The least satisfactory aspect of using public lands is the fees charged for services.
 - Visitors to public lands are the most active participants of outdoor recreation.
 - The public gives high priority when recreating to supplies and shopping, obtaining information regarding areas for planning trips, and the presence of rangers.

- The public would like to see a concentration in effort on providing clear directions (signs, maps, etc.) and clean facilities.
- There is general support for public sponsorship of the public lands.
- WNF Customer Population
 - Within a National Forest like WNF, ecological advantages tend to be seen as the highest potential benefits, with recreation as a midrange benefit.
 - Users are most likely to agree that WNF should be used for protection of the environment first, recreation second, and forest product extraction third.
- Recreation User Profiles
 - Nature Lovers - low environmental impact recreation users.
 - Recreation-Commercial Enthusiasts - users who see advantages of both recreation and economic development.
 - Recreation Consumers - people who use recreation facilities but are not concerned with environmental or economic benefits of the Forest.

V.D. Criterion 4: Current and Future Recreation Trends

Recreation is a major activity for Americans. With all the types of recreational activities available, another way to distinguish which ones are the best to expand is to look at frequency of use and trends in activities. Three types of trends will be discussed in this section.

- First, recreation trends are identified on national, regional, and area levels.
- Second, participation trends in recreational activities are shown.
- Third, general estimates of the types of companions one has when recreating are provided.
- Finally, area outdoor recreation users' reports determining locations of recreational activities are discussed.

V.D.1 Trends in Recreational Activities

The National Survey of Recreation and the Environment (NSRE)²⁶ and Recreation Roundtable²⁷ data were used to determine national recreation trends. Although there are similarities in these reviewed data sets, there are also inconsistencies and therefore the data for both surveys need to be presented. Regional percentages come from Cordell's "Emerging Markets for Outdoor Recreation in the U.S."²⁸ This region, the Midwest, includes Ohio, Indiana, Illinois, Michigan, Wisconsin, Minnesota, Iowa, Missouri, North Dakota, South Dakota, Nebraska, and Kansas. This same region was used for a discussion of regional trends in Cordell's "Footprints on the Land."²⁹ It is one of four U.S. census regions (the others are Northeast, South, and West), and it is referred to as North Central in "Footprints on the Land."

²⁶ United States Department of Agriculture Forest Service. 2002. "National Survey of Recreation and the Environment." Internet Website: www.srs.fs.fed.us/trends/NSRE.

²⁷ Roper/Starch Worldwide Inc. 2000. "Outdoor Recreation in America: Addressing Key Societal Concerns." Internet Website: www.funoutdoors.com/research/statistics. Also referred to as "Recreation Roundtable" survey data.

²⁸ Cordell, H. Ken. 2002. "Emerging Markets for Outdoor Recreation in the United States." Internet Website: www.srs.fs.fed.us.

²⁹ Cordell, H. Ken et al. 2001. "Footprints on the Land: An Assessment of Demographic Trends and the Future of Natural Lands in the United States." Sagamore Publishing. Urbana, IL.

Ohio recreation trends were obtained using the area outdoor recreation user responses from the telephone survey of Columbus, Cleveland, Cincinnati, and Charleston.

There was remarkable consistency across aggregate populations for recreational activities. Table V.D.1 provides the percentage of the population that participates in each recreational activity by geographical stratum. As illustrated here, the percentage of individuals participating in each activity is similar not only across populations but also surveys. One must use caution when comparing percentages across surveys because of differences in wording on the survey instrument and respondent interpretation. For example, the area recreation users were asked, “Have you used an off-highway recreational vehicle?” The NSRE (national and Midwest) asks, “Did you drive off-road for recreation using a 4-wheel drive, ATV, or motorcycle?”

Table V.D.1: Comparing Local, State, Regional, and National Outdoor Recreational Activities by Percentage of Population

Activity	Area Recreation Users (2002)	Regional Midwest (NSRE 1994/95)	National (NSRE 2000)	National (Recreation Roundtable 2000)
Nature/Sightseeing	79	NA	NA	NA
Hike/Nature Walk	70	68.2	33.2/ 83.1	57
Picnic	64	52.2	54.7	36
Swim/Beach	59	53.4	60.7	39
Historical Site	53	43.9	46.3	16 ^d
Jogging	42	23.9	NA	18
Lodge	36	NA	NA	NA
Boat	35	31.8	36.4	9
Fish	33	31.5	34.2	26
Tent	27	21.7 ^a	26.2 ^a	17
Tour Bike	24	31.4 ^b	39.7 ^c	NA
Off Road Vehicle	18	12.6	17.5	7
Recreational Vehicle	14	NA	NA	9
Mountain Bike	13	NA	21.5	5
Hunt/Trap	12	11.3	11.4	8
Shooting	12	NA	NA	NA
Horseback Riding	10	6.8	9.8	5
Backpack	9	5.4	10.7	9
Rock Climbing	5	3.3	NA	4

^a Numbers in the tent category for regional and national data refer to developed camping, which may include campers in recreational vehicles.

^b Numbers for tour biking regionally refer to all biking and may include mountain biking.

^c Numbers for tour biking in national data refer to long distance biking.

^d Numbers for historical sites in national data are actual numbers of visitors to cultural sites.

When focus is placed on outdoor recreation, the top five activities for Americans usually revolve around being low-impact, relaxing, and pleasurable, as well as having a nice scenic quality to them. In general, nature viewing, hiking, picnicking, beach activities, and visiting historic sites are the most often reported outdoor activities. Nature viewing includes bird watching, wildlife viewing, and visiting nature centers. Hiking and picnicking can also include nature viewing. In fact, many of these activities can be conducted during one outing or during one trip. Although there is some inconsistency between how the activities were measured, staying overnight (lodging and camping), boating, fishing, and trail using also have similarly high percentages of participants across surveys.

Although the ranking of activities may be similar across populations, it appears that the Midwest may be more interested in outdoor recreation than other regions in the U.S. “Emerging Markets for Outdoor Recreation in the United States”³⁰ suggests that the Midwest has the highest participation levels of all regions for outdoor recreational activities, including fishing, hunting, and boating. This region also shows the highest levels in social activities, which include family gatherings, picnicking, and yard games. These data confirm the Recreation Roundtable data showing that Midwesterners are most likely to engage in outdoor recreation as a family.

Activities that incorporate physical fitness, including some of the most popular, such as walking and biking, show higher participation levels in the Midwest than in the South. Cordell suggests that this difference is due to a large concentration of retirees in the South. Camping numbers in this report are highest in the West and Midwest. The high percentages of campers in the West parallel the large amount of public land available. Therefore, it seems reasonable that participants use what is readily available for outdoor recreation.

Not only do Midwesterners tend to participate in larger numbers, they also participate more frequently than users in other regions. As reported for the 2000 Recreation Roundtable,³¹ the Midwest is the only region above the national average for those engaging in outdoor recreation at least monthly. It stands 14% above the national average for user participation in a variety of activities, or “cross-recreation.”

³⁰ Cordell, H. Ken. 2002. “Emerging Markets for Outdoor Recreation in the United States.” Internet Website: www.srs.fs.fed.us.

³¹ Roper/Starch Worldwide Inc. 2000. “Outdoor Recreation in America: Addressing Key Societal Concerns.” Internet Website: www.funoutdoors.com/research/statistics. Also referred to as “Recreation Roundtable” survey data.

V.D.2. Participation Trends in Recreational Activities

Two other indicators of participation trends are frequency of use and population trends across time. First, recreation has increased in terms of frequency of participation. Cordell et al.³² found that between 1994 and 2000, the percentage of outdoor recreationists who reported participation rates of several times a week increased from 15% to 34%. Participants reporting activities for several times a month increased from 21% to 32%.

Second, the percentages of people participating in given activities have also increased. Although the percentages of most recreational activities have increased, according to “Footprints on the Land,”³³ the fastest growing recreational activities between 1983 and 2000 were backpacking (215%), hiking (182%), snowmobiling (101.8%), walking (84%), downhill skiing (84%), off-road driving (80.4%), and bird watching (80.2%). Other activities that have seen increases are swimming in rivers and lakes (67.8%), boating (54.9%), biking (52.6%), camping in primitive areas (45.8%), camping in developed areas (37.7%), sightseeing (33.6%), and fishing (12.9%). Finally, the only decrease has occurred for hunting (-1.4%).

As indicated in Criterion 2, population trends also have to be taken into account when identifying potential recreational activities. Therefore, it is necessary to determine whether individuals within the age range increasing the fastest (45-59 year olds) tend to participate in different recreational activities from individuals in other age groups. According to Recreation Roundtable data, there has been an 11% increase in recreational activities for individuals in this age group between 1999-2000 (62% to 73%), although this is similar to increases for other age groups.³⁴ Using our area outdoor recreation survey and comparing this largest growing population group to other age groups, there also was not much difference across activities. There

³² Cordell, H. Ken et al. 2001. “Footprints on the Land: An Assessment of Demographic Trends and the Future of Natural Lands in the United States.” Sagamore Publishing, Urbana, IL.

³³ Cordell, H. Ken et al. 2001. “Footprints on the Land: An Assessment of Demographic Trends and the Future of Natural Lands in the United States.” Sagamore Publishing, Urbana, IL.

³⁴ Roper/Starch Worldwide Inc. 2000. “Outdoor Recreation in America: Addressing Key Societal Concerns.” Internet Website: www.funoutdoors.com/research/statistics. Also referred to as “Recreation Roundtable” survey data.

is an indication that 45-59 year olds were a little more likely to view nature and a little less likely to bike or tent camp than those in other age groups.

V.D.3. Companions

Recreation is usually not a solo activity, so companion users also need to be taken into consideration. Although national and state level data on recreation companions are not available, the area outdoor recreation users in this study provided a lot of good information.

Area outdoor recreation users were asked who usually goes with them when they do a recreational activity. As illustrated in tables V.D.2 and V.D.3 most recreational activities are done with others. Five activities have over 20% of the participants who usually do the activity alone: tour biking, mountain biking, off road motorcycling, motorized sailboating, and kayaking. However, most activities are done with friends and/or family members. Picnicking, swimming/beach activities, and horseback riding have over 30% of the participants who usually do the activity with children. Over 20% of hikers and nature walkers, historical site visitors, sightseers, and motorized sailboaters go with one's spouse only. Finally, over 30% of mountain biking, fishing, ORV trail riding, hunting, and most forms of boating are done with friends.

Table V.D.2: Companions

Activity	Go Alone	Friends	Spouse	Children Only	Spouse and Children	Other Family Member	Organized Group
Picnic	1	12.6	10.7	6.8	26.2	23.3	6.8
Hike/Nature Walk	15.4	24.6	26.2	5.4	13.1	9.2	2.3
Historical Site	3.8	18.9	30.2	7.5	15.1	13.2	1.9
Sightseeing/Nature	5	19.2	30	6.7	16.7	10.8	1.7
Tour Bike	33.3	14.3	11.9	14.3	11.9	9.5	0
Mountain Bike	22.7	36.4	13.6	4.5	13.6	9.1	0
Swim/Beach	11.4	16.2	14.3	16.2	21	8.6	0
Fish	9.3	30.7	6.7	8	16	22.7	0
Horseback Riding	18.2	18.2	0	27.3	27.3	9.1	0
Off road motorcycle	25	50	0	0	0	25	0
4 wheel drive	0	38.5	15.4	7.7	15.4	7.7	15.4
ORV	0	53.3	6.7	13.3	0	20	0
Hunting	13.8	41.4	6.9	6.9	0	31	0
Tent	10	25	12.5	10	15	15	2.5

Table V.D.3: Companions Boating

Activity	Go alone	Friends	Spouse	Children only	Spouse and Children	Other family member	Organized group
Motorboat	2.3	32.6	16.3	0	14	20.9	0
Motorized Sailboat	25	50	25	0	0	0	0
Jet-ski	12.5	12.5	0	12.5	25	25	0
Canoe	0	33.3	16.7	0	16.7	16.7	0
Kayak	66.7	33.3	0	0	0	0	0

Taking into account whether an activity is individual-, family-, or friend-oriented can assist in prioritizing efforts by focusing on which user groups should be encouraged in the area. In deciding which target population to focus on, there are many considerations that are discussed under upcoming criteria. One factor that is not discussed elsewhere, however, is that families who recreate together may do so more frequently than friends who recreate together. According to the 2000 Recreation Roundtable,³⁵ Midwesterners engage in outdoor recreation with their families more often than recreation users in any other region, and family participants in outdoor recreation activities say they recreate at least monthly as a family. However, at this point let it suffice to identify the primary target population for each of the activities identified with the trend data.

Table V.D.4: Most Likely Companions for Most Frequent Recreational Activities

Category	Orientation
Hiking/Nature/Jogging	Family-oriented, except for jogging, which is individual-oriented
Picnic Facilities	Family
Swimming and Beach	No prominent orientation
Historical/Heritage Sites	Family
Boating	Friends
Fishing	Friends
Camping	Family and Friends
Tour Biking	Friends
ORV	Friends
Mountain Biking	Friends
Hunting	Friends
Horseback Riding	Family

³⁵ Roper/Starch Worldwide Inc. 2000. "Outdoor Recreation in America: Addressing Key Societal Concerns." Internet Website: www.funoutdoors.com/research/statistics. Also referred to as "Recreation Roundtable" survey data.

V.D.4. Area Outdoor Recreation User Sites Visited

The final question of interest is where people go to do recreational activities. This is important because if recreation users prefer to go to local parks or commercial facilities, then it may be unlikely that they will also go to a National Forest.

Again, information regarding where national or state users go is not available, but area outdoor recreation users were asked where they go for their top recreational activities. It is important to note that recreation users often do not distinguish among the various jurisdictions they visit, meaning that many of them may not be aware of when exactly they are in local parks, state parks, commercial facilities, or the National Forest. As indicated in table V.D.5, much of the recreational activity that can be tracked in Ohio happens at local or state parks. Those recreational activities that have the highest percentages (over 25%) of their participants visiting the National Forest are off road motorcycling, four-wheel driving, ATVing and hunting. However, caution must be used when viewing the specific off-road vehicle percentages because of the extreme low number of responses in each of the categories. Swimming and beach activities are most likely to be located at commercial facilities, but also have strong participation rates at local and state parks. Finally, horseback riding is equally likely to be located at a state park or a commercial facility.

As already indicated in the section on WNF visitation, the lack of usage of WNF is an important consideration for this study. In particular, well over 50% of activities that are usually done in a natural environment, such as picnicking, hiking/nature walking, and sightseeing, are participated in at local and state parks.

Table V.D.5: Places Area Outdoor Recreation Users are Most Likely to Visit for the Most Popular Recreational Activities

Activity	Local Park	State Park	National Forest	National Park	Commercial Facility
Picnic	58.3%	63.4%	5.6%	9.9%	11.3%
Hike/Nature Walk	56.5%	76.1%	14.1%	17.4%	7.8%
Historical Site	46.4%	39.3%	10.3%	17.2%	20.7%
Sightseeing/Nature	34.2%	51.4%	6.9%	11.1%	27.4%
Tour Bike	57.1%	51.4%	0%	0%	5.7%
Mountain Bike	56.3%	56.3%	12.5%	18.8%	6.3%
Swim/Beach	36.6%	39.4%	2.8%	1.4%	44.3%
Fish	47.7%	54.5%	15.9%	11.4%	13.6%
Horseback Riding	0%	37.5%	0%	0%	37.5%
Off Road Motorcycle	33.3%	66.7%	66.7%	33.3%	0%
4 Wheel Drive	28.6%	14.3%	28.6%	0%	0%
ORV	33.3%	0%	33.3%	0%	0%
Hunting	0%	20%	30%	0%	11.1%
Tent	30%	65%	5.3%	10.5%	25%

Table V.D.6: Places Area Outdoor Recreation Users are Most Likely to Visit for Boating Recreational Activities

Activity	Local Park	State Park	National Forest	National Park	Commercial Facility
Motorboat	28%	61.5%	3.8%	7.7%	19.2%
Motorized Sailboat	0%	0%	0%	50%	50%
Jet-Ski	0%	60%	0%	0%	0%
Canoe	33.3%	66.7%	0%	0%	0%

V.D.5. Criterion 4: Key Points

- National-, regional-, and area-level trends of recreational activity participation are consistent.
- Midwesterners report higher than average monthly, multiple-use, and family outdoor recreation use than those from other regions.
- The top activities revolve around enjoying low impact, relaxing activities such as nature and sightseeing (nature viewing and hiking, picnicking, beach activities, and visiting historical sites), with over 50% of the population participating.
- Jogging, visiting lodges, boating, fishing, camping, and tour biking range between 20%-50% in population participation.
- The overall frequency in outdoor recreation participation has increased since 1994.

- Participation in most recreational activities has grown since the 1980s, especially in backpacking, hiking, walking, downhill skiing, and ORVing.
- Hunting has decreased in participation rates.
- Outdoor recreation users tend to have companions when participating in activities.
 - Common family-oriented activities are nature viewing and hiking, picnicking, horseback riding, and visiting historical sites.
 - Friends are most likely to recreate together when boating, fishing, biking, ORVing, and hunting. Camping tends to be done either with friends or with family.
- State parks are the most visited sites in Ohio, but local parks are also frequently visited when recreating outdoors.
- Beach activities are most likely done at commercial sites.
- State parks and the National Forest are the most likely sites for off road motorcycling.

V.E. Criterion 5: Current Recreational Opportunities in the Area

The next criterion to consider when identifying recreational opportunities is discovering what opportunities already exist in the area. The reason for this is twofold. First, if an area already has sufficient opportunities for a given activity, then that activity should have a lower priority than activities for which there is demonstrated demand but that have limited or no availability. Second, once potential activities are identified, the best locations to place these activities need to be determined. Therefore, identifying the existing opportunities both for the recreational activities with high participation rates as well as those showing trends toward increased participation rates in the future is crucial. However, perceived opportunity is often more important than actual opportunity when determining one's recreational activity locations. Thus, individuals' perceptions of what recreational activities are available in the area must first be determined.

V.E.1. Public Perceptions of Outdoor Recreational Opportunities in the Area

To determine public perceptions of recreational opportunities, stakeholders were asked to name the recreational opportunities that exist in the area. According to the majority of stakeholders, the top five recreational activities are hiking, hunting, fishing, camping, and boating. One interesting finding is that two of the outdoor recreational activities most commonly reported by area outdoor recreation users, picnicking and visiting historical sites, are not prevalent among stakeholders' perceptions. However, hunting and trapping, which is participated in by a much smaller number of area outdoor recreation users, is one of the most prominent activities cited by stakeholders.

Table V.E.1: Stakeholder-Identified Recreational Opportunities in the Area

Activity	Percentage of Responses
Hiking/Nature Walking	74.4
Hunting/Trapping	69.4
Fishing	62.2
Camping	57.1
Boating	48.0
ORV Trails	47.0
Horseback Riding	37.8
Nature-Related Activities	36.6
Tour Biking	21.4
Water-Related Activities	18.3
Mountain Biking	13.3

When examining responses among the eight regional groups of stakeholders, there were several statistically significant differences in perceptions of available recreational opportunities. For stakeholders residing around the Ironton Unit, one of the primary recreational opportunities available is boating—75% of stakeholders cited it as currently available in their area. Marietta and Athens Unit stakeholders were a little bit less likely than Ironton Unit stakeholders to say boating is available, with 47.4% and 40% respectively saying it is. In terms of fishing, about 79% of stakeholders from Ironton and Marietta and 53% of stakeholders from Athens said it is currently available to them. Next, interviewees from the Athens area were most likely (40%) to say that tour biking is available, while the other regions were well below half that figure. For mountain biking, on the other hand, 28.6% of Athens and 5.3% of Marietta stakeholders said it is available to them, but 0% of Ironton stakeholders did. As for hunting and trapping, stakeholders said it is more available in Ironton (75%) than in Athens and Marietta (54.3% and 42.1%, respectively). The pattern is the same for camping. A total of 75% of Ironton stakeholders said it is available, whereas 45.7% of Athens and 42.1% of Marietta stakeholders said so. Finally, for horseback riding, stakeholders from the non-Forest region were most likely to say it is currently available (63.6%), followed by stakeholders from the Athens (54.3%), Marietta (21.1%), and Ironton (10%) regions.

As for the statistically significant differences across stakeholder groups, there are only two areas. First, for ORV trails, 66.7% of WNF officials and park, forest, and reserve officials said they are available, 25% to 45% of local officials, recreation associations, and tourism officials said they are available, and 0% to 10% of environmentalists and service or business people said they are. Second, environmentalists (75%), WNF officials (66.7%), and public recreation officials (50%) were most likely to recognize tour biking as a currently available recreational opportunity in their area. On the other hand, tourism officials (25%), local officials (12.5%), service or business people (10%), and park, forest, and reserve officials (4.8%) were far less likely to cite this as an available opportunity.

Stakeholders had a difficult time coming up with specific recreational opportunities offered by WNF. Other than its system of ORV trails, WNF stakeholders were largely unaware of unique recreational activities provided by WNF. Some stakeholders (19%) indicated that the large amount of land occupied by WNF could be considered a unique characteristic, while 18% mentioned ORV trails. Most stakeholders, however, could not name specific recreational opportunities that were unique to the area, and a full 16% said nothing was unique.

V.E.2. Area Outdoor Recreation Offerings

What is the reality of recreational opportunities in the area? To answer this question, a determination of how public agencies and private providers of outdoor recreational opportunities complement each other is necessary to assess actual and potential contributions in southeast Ohio.

The almost 283,000 acres held by four primary state land agencies compare favorably with the current 233,422 for WNF by itself. Ohio State Parks has the most developed outdoor recreation locations, but Ohio State Forestry is the largest state landowner of space. The Ohio Division of Wildlife has the most individual areas, but these areas have a tendency to be smaller than state forests or state parks. In addition, the Monroe and Gallia County Park Districts are local government agencies that contribute to the public provision of outdoor recreational opportunities in southeast Ohio. This comprehensive effort by public outdoor recreation providers is a strong indication of user interest and government service.

Outdoor recreation users often have different perspectives about levels of government and their operations. This situation is often more favorable for governments with the closest connections to local patrons and the least controversy over particular programs. Adjacent landowners are important concerns for all public natural resource programs, and must be considered in order to avoid unnecessary complications. The public outdoor recreation agencies of southeast Ohio recognize these important issues, and they seek to enhance favorable working relationships. Because WNF is the only national land management agency with a presence in southeast Ohio, it may be at a disadvantage to those local and state agencies that may seem to have closer connections to their communities.

In addition to public outdoor recreational opportunities, there are four expansive areas made available to outdoor recreation users by private corporations: American Electric Power (AEP), Mead/Westvaco Paper Company, Bob Evans Farms, and The Wilds. They are important supplements to the overall inventory of outdoor recreational opportunities in southeast Ohio.

Wayne National Forest by itself provides the opportunity for a wide range of recreational activities. The Forest provides scenic beauty and the opportunity to view wildlife and plant life in their natural settings. Additionally, there are facilities for picnicking, camping, and swimming and watercraft, as well as trails for horseback riding, ORVs, biking, and hiking. Other available activities include backpacking, primitive camping, rock climbing, hunting, trapping, and fishing, which can be done on any part of

WNF. The activities that will be emphasized in this study are those that have the most uses and that fit best with the culture of the area and the environment of the three WNF Units. They are:

- Low Impact Outdoor Recreation
 - Picnicking and Related Opportunities
 - Nature Viewing
 - Heritage Sites
- Trails
 - Hiking
 - Biking
 - Horseback Riding
 - ORVing
- Camping
- Water Activities
 - Beach Activities
 - Fishing
 - Boating
- Hunting

In this section, listings of recreational opportunities for the activities engaged in the most by the potential customer population, as well as those that are unique to particular areas, are provided. Unfortunately, not all recreation opportunities can be identified because many are not confined to a specific area (such as viewing nature), and others are not promoted well throughout the region. Recreational opportunities are presented in two ways. First, a list of activities in and surrounding each of the WNF Units is presented in Appendix F. This list provides specific information regarding the sites. Second, these opportunities are illustrated graphically on maps of the areas in Appendix G.

Outdoor recreational opportunities available tend to be concentrated on public lands. Map 3 presents the public lands available in the areas. However, there are many non-promoted sites, because they are not as useful in bringing in customers to the area, and so it is difficult for customers to know that these sites exist. Therefore, promoted sites are more important for outdoor recreation development. The promoted recreational opportunities for areas surrounding WNF are presented on Maps 8a, 8b, and 8c. Each of the activities on this map is separated for display on Maps 9 through 20.

V.E.2.a. Low Impact Outdoor Recreation

Most public lands provide opportunities for wildlife viewing, scenic viewing, and picnic sites, so Map 3 can be used as a general indicator of the availability of sites for these activities. Bodies of water, walking and hiking trails, places to view wildlife, and picnic areas are complementary to one another, so it is important to remember the concept of integration when formulating and implementing recreation programs.

As illustrated on Map 19, promoted picnic sites are dispersed across the area, but the picnic sites available on WNF are not equally distributed across Units. The Marietta Unit has more sites than either of the other two units. However, picnic sites in the areas surrounding WNF are more plentiful around the Athens Unit than the other two Units. Additionally, many facilities for picnicking (over 380 sites) are available on the AEP lands, which are located between the Athens and Marietta Units.

There are not many existing picnic areas and shelters provided by public land management agencies in southeast Ohio. Among state agencies, Ohio State Parks provides most of these opportunities within the planning area. A comparison of designated facilities for picnic opportunities is shown in Table V.E.2.

Table V.E.2: Designated Picnic Areas Offered at State Land Management Agencies and WNF

System	Number of Administrative Units	Picnic Areas	Picnic Shelters
State Agencies	146	20	18
WNF	3	14	8
SE Ohio Totals	149	32	23
WNF Percentage	2%	38%	22%

There are also many non-promoted opportunities for scenic and nature viewing in southeast Ohio. Map 20 provides scenic viewing areas that are promoted in the region. ODW’s Watchable Wildlife Areas program and ODNR’s Natural Areas and Preserves program both provide many potential opportunities for nature viewing throughout Ohio.

Historical/heritage sites are scattered throughout the region as well, as illustrated on Map 15. It is difficult to obtain comprehensive information because sites either are not promoted as tourist attractions, or they are promoted only on a local level and thus not always coordinated with promoting regional attractions. However, some local organizations are

beginning to develop heritage sites into “touring” opportunities in which similar sites are packaged together. For example, the *Little Cities of Black Diamonds Tour* of the Hocking coal-mining district is being promoted by Hocking College and other local organizations. One coordinated tour WNF promotes is the covered bridge tour, but there are many other potential opportunities in WNF and surrounding areas that could be used to attract outdoor recreation users.

V.E.2.b. Trails

Trail systems are a major concern for outdoor recreation programs provided by public land management agencies. WNF’s and the state agencies’ trail systems are shown in table V.E.3.

Table V.E.3: Trail Systems Offered at State Land Management Agencies and WNF

System	Hiking Miles	Bridle Miles	Mountain Bike Miles^a	ORV Miles^b	Backpack Miles
State Agencies	426.5	331.5	364.2	38	83
WNF	362.6	88.2	213.3	116	16
SE Ohio Totals	789.1	419.7	577.5	154	99
WNF Percentage	46%	21%	37%	75%	16%

^a The number of Mountain Bike Trail miles includes Bridle Trails with 32.7 miles designated solely to mountain biking as indicated in Appendix F.

^b **Off-Road Vehicle (ORV)** An Off-Road Vehicle is defined as any motorized, off-road recreational vehicle designed for, or capable of, cross-country travel. It includes, but is not limited to, low-pressure tired vehicles (such as ATVs), trail bikes, dual-sport motorcycles and related two-wheeled vehicles. The term excludes any registered sport utility vehicles (SUVs), Jeeps, and all other four-wheel drive vehicles; dune buggies; any military, fire, or law enforcement vehicle; any farm-type tractor and other self-propelled agricultural equipment used exclusively for agricultural purposes; any self-propelled equipment for harvesting and transporting forest products, or for earth moving or construction while being used for these purposes on the work site; and self-propelled lawnmowers, snow blowers, garden or lawn tractors, or golf carts while being used for their designed purpose. This definition is equivalent to the State of Ohio’s All-Purpose Vehicles (APV) definition, except that it does not include vehicles that operate on a cushion of air.

Among the various trails in the area, hiking trails are predominant. However, many trails are multipurpose, meaning that they support more than one type of activity. Unfortunately, some of these activities are incompatible with one another, with the most conflict existing between powered and non-powered trails. There are six off-road vehicle trail systems in southeast Ohio, three of which are on WNF lands (two on the Ironton Unit and one on the Athens Unit). Because of the circuitous and interconnecting nature of off-road vehicle trails, it should be understood that reference to an off-road vehicle trail implies a composite of many connected trail segments.

WNF has one horseback-riding trail at each Unit, and there are a total of nineteen trails dispersed throughout the area.

Across its Units WNF provides many trails. Table V.E.4 provides a summary of them.

Table V.E.4: Summary of WNF’s Existing Trail System by Unit

Unit	Total # of Trails	Total # of Multipurpose Trails	Hiking Miles	Bridle Miles	Mountain Bike Miles	ORV Miles	Unit Totals
Athens							
Designated	5	2	132.25	22.5	70	70	132.25
Marietta							
Designated	10	10	98.3	19.9	97.3	0	98.3
Ironton							
Designated	13	6	132.05	45.8	46	46	132
TOTAL	28	18	362.6	88.2	213.3	116	362.6

Map 14 shows the hiking trails in the area. Backpacking, which is not limited to specific trails, is also available at WNF. Most of the parks in the area have hiking and nature trails as well.

Designated mountain and tour biking trails are presented on Map 10. Marietta has more biking paths than either of the other two Units. There are also several tour biking trails: Gallia County has a 7-mile trail between Gallipolis and Bidwell, Ross County has a 1.4 mile trail, Athens County has the Adena trail from Athens to Nelsonville, and there is one trail in Scioto County near Ironton.

Map 16 displays horseback riding trails. WNF has at least one trail at each Unit. Other trails are dispersed around the area, so in total there are nineteen identified horseback riding trails.

There are six ORV trails in the southeastern Ohio area, as illustrated on Map 18. Three of the six ORV trails are found on WNF lands, with two on the Ironton Unit and one on the Athens Unit. The other three are on state owned lands. Because of the circuitous and interconnecting nature of ORV trails, it should be understood that reference to an ORV trail implies a composite of many connected trail segments.

V.E.2.c. Camping

Camping facilities are presented on Map 12. There are many camping sites throughout the area, mostly found on public lands. WNF has at least two campgrounds at each Unit. The Ohio State Parks system has many

campsites in the area, ranging between thirty and one hundred per park. Several parks also have bridle camps, but this type is limited (see Appendix F for specifics). The telephone book yellow pages identify twenty-seven private campgrounds near the Athens Unit, nine campgrounds near the Marietta Unit, and none near the Ironton Unit.

Because camping opportunities are complementary with trails and most other forms of outdoor activities, they are given special attention here. Table V.E.5 presents a comparison of available camping opportunities provided by land management agencies in southeast Ohio.

Table V.E.5: Camping Facilities Offered at State Land Management Agencies and WNF

System	Number of Campgrounds	Number of Campsites	Electric Sites	Group Sites	Flush Toilets	Showers
State Agencies	21	2,162	1,194	13	5	11
WNF	13	155	64	4	5	3
SE Ohio Totals	36	2,317	1,258	17	10	14
WNF Percentage	36%	7%	5%	24%	50%	21%

In addition to trails, camping is also complementary with wildlife viewing, hunting, and fishing. WNF has the most extensive available area of any agency for these activities in southeast Ohio, but has few sites designated for them. Wildlife viewing is one of the fastest growing outdoor recreational activities in the United States. The Ohio Division of Wildlife³⁶ reports that wildlife viewing has increased 63% nationally over the last decade, which equates to a total of 76 million visitor engagements. Almost 40% of those outdoor recreationists (30 million) take wildlife viewing trips away from home annually. This growing interest has stimulated ODW to designate twenty-eight formal viewing sites and to promote another hundred on a more informal basis across the state. A summary of these opportunities at state agencies and WNF is contained in table V.E.6.

³⁶ Ohio Division of Wildlife. 2001. "Public Hunting, Fishing and Wildlife Viewing Areas." Publication 77 (R101). Ohio Department of Natural Resources, Fountain Square, Columbus, OH.

Table V.E.6: Wildlife Outdoor Recreational Opportunities Offered at State Land Management Agencies and WNF

System	Total Acres	Hunting Acres	Fishing Acres	Observation Sites
State Agencies	282,302	255,952	17,282	44
WNF	233,422	231,421	447 ^a	2
SE Ohio Totals	515,724	487,373	17,729	46
WNF	45%	47%	3%	4%
Percentage				

^a Only lakes or ponds of at least five acres are included in this figure. In addition, there are dozens of small undeveloped ponds (abandoned mining pits) throughout WNF.

Definite potential exists for enhancing these outdoor recreational opportunities at WNF. The feasibility of developing these opportunities is inviting because viewing sites do not always have to be highly developed, especially at more remotely accessible sites. Additionally, a variety of potential viewing areas and many types of wildlife are already available in all WNF Units.

V.E.2.d. Water-Oriented Activities

Another appeal for outdoor recreation users provided by public land management agencies in southeast Ohio, water-oriented activities, are displayed in table V.E.7.

Table V.E.7: Water-Oriented Outdoor Recreational Opportunities Offered at State Land Management Agencies and WNF

System	Water Acres	Boat Ramps^a	Boating Amenities^b	Swimming Areas	Canoe Areas	Beach Areas
State Agencies	12,765	13	9	17	14	10
WNF	447	3	1	1	10	1
SE Ohio Totals	13,212	16	10	18	24	11
WNF	3%	19%	10%	6%	42%	9%
Percentage						

^a Does not include any launching points on the Ohio River.

^b Boating Amenities include any combination of boating services and conveniences beyond parking, and ramps such as fuel sales, dock or slip rentals, and boat rentals.

There are many existing opportunities in the area for water-based activities, such as beach activities, fishing, and boating. Most of these activities take

place on public lands, and so private facilities have not been economically viable in the area. However, there are potential entrepreneurial opportunities at WNF sites under Special Use Permitting. Map 9 displays the areas that promote beach activities. Lake Vesuvius at the Ironton Unit has beach activities but is currently closed, so that symbol is provided. Fishing is readily available in the area, as illustrated on Map 13. Additionally, the Ohio River, which bounds the area on the east and south, provides fishing and boating opportunities. Other boating opportunities are found in the area as well, but because of the lack of a large body of water (other than the Ohio River), most boating opportunities are for small crafts.

V.E.2.a. Hunting

Hunting opportunities are presented on Map 17. They are available on all three WNF Units, the AEP Recreation Land, Ohio State Forests, and several state parks and state lands in the area. Hunting is also available on private lands, such as those of the Mead/Westvaco Paper Company, with the approval of their owners.

V.E.3. Unique Opportunities at WNF

Another important indicator in assessing WNF's contributions to recreation in southeast Ohio is whether it has unique opportunities that can complement existing recreational activities available in the area. Therefore, stakeholders were asked what unique opportunities were available at WNF. Most, however, could not think of any. The characteristic most often cited (by 15% of stakeholders) as unique to the area is WNF having large masses of land available for recreational opportunities. Another 13% mentioned the ORV trails.

There were statistically significant differences among the stakeholder groups, however. Between 20% and 40% of local officials, WNF officials, and park, forest, and reserve officials, as well as service or business people and recreation associations, were likely to believe that the large landmass was the most unique feature of WNF, whereas no environmentalists or tourism officials did. Second, in terms of hunting and trapping, environmentalists were most likely to say that these activities are unique to WNF (25%), tourism and park, forest, and reserve officials were about half as likely (12.5% and 14.3%, respectively), and all other stakeholder groups were at 0%. As for the responses that were significantly different across regions, ORV trails are thought of as unique to WNF by 28.6% of Athens area stakeholders, but only 10.5% of Marietta and 0% of Ironton area stakeholders. Finally, only 15% of Ironton and 2.9% of Athens region

stakeholders said horseback riding was unique to their area, but 0% of Marietta stakeholders did.

V.E.4. Criterion 5: Key Points

- Current Outdoor Recreational Opportunities
 - WNF and ODNR have a relatively equal presence in the area.
 - Considering all public lands in southeast Ohio, there is an abundance of outdoor recreational opportunities, including nature viewing and trails.
 - Most existing opportunities are located around the Athens Unit.
 - Eleven percent of Ohio's motel/hotel rooms can be found in the area.
 - Activities on the WNF Units are not equally dispersed.
 - Many outdoor recreational activities are complementary, such as picnicking, wildlife viewing, fishing, hunting trails, and camping.
- Perceptions of Outdoor Recreational Opportunities
 - Stakeholders tend to identify nature viewing, hunting, fishing, and camping as the most available recreational activities in the area.
 - Stakeholders' awareness of recreational opportunities available on WNF lands is limited.
 - Stakeholders do not see many unique offerings in WNF. The most often cited offering is the large mass of land. The second most often cited opportunity was ORV trails. Most saw nothing unique about the Forest in comparison to other areas.

V.F. Criterion 6: Community Support and Partnership Opportunities

Community support is of paramount importance when increasing recreational opportunities on public lands. The three potential impacts on community support this study investigates are:

- Types of recreational opportunities wanted in the area;
- Perceptions of economic influence through recreation support services that can be offered to augment recreation user enjoyment; and
- Potential working relationships that can be developed to enhance regional planning and cooperation.

V.F.1. Recreational Activities Wanted in Southeast Ohio

Both stakeholders and town meeting participants were asked what types of recreational opportunities should be expanded in the area. The top three responses from stakeholders were the expansion of ORV trails, bike trails, and camping areas (wanted by 22.4%, 21.4%, and 20.4% of respondents respectively). However, as indicated on table V.F.1, very few stakeholders actually had an opinion regarding potential recreational opportunities, since the 22.4% figure was the highest obtained for this question.

Table V.F.1: Stakeholders' Perceptions of Which Recreational Opportunities Should Be Expanded in Southeast Ohio

Activity	Percentage of Responses
ORV-Designated Trails	22.4
Bike Trails	21.4
Camping	20.4
Horse Trails	19.4
Hiking Trails	17.3
Mountain Biking Trails	13.3
Fishing	10.2
Backpacking	6.1
Canoeing	6.1

The only statistically significantly different responses for the question of what recreational opportunities should be expanded in the area appeared across stakeholder groups. First, the two stakeholder groups the most likely to say that ORV-designated trails should be expanded were WNF officials (66.7%) and local officials (35%), while responses from the other stakeholders ranged from 0% to 19%. Along the same general lines, 33.3%

of WNF officials and 25% of local officials argued for more hiking trails. The group most likely to want more hiking trails, however, is the environmentalists (50%). The remaining stakeholder groups ranged from 0% to 25% in whether they want said trails expanded. Finally, for mountain biking, roughly 25% to 35% of recreation associations, WNF officials, park, forest, and reserve officials, and environmentalists want the trails to be expanded. Those who were least likely to desire the expansion of mountain biking trails are tourism officials, at 0%.

Participants in the six town meetings were also asked to provide a list of the recreational opportunities they would like to see expanded in the area. Their responses, which are not mutually exclusive because groups were allowed to give several of them, are shown in table V.F.2. The two most common responses given were fishing and improved camping facilities, followed by hunting, mountain biking facilities, expanded trails, and horse camping facilities. Other reoccurring responses, given by four of the six groups, were educational opportunities and better trail marking. Hiking was also a popular answer, showing up in three of the six groups. ORV facilities was a less common response, being mentioned in only two of the groups questioned.

Table V.F.2: Town Meeting Participants’ Perceptions of Which Recreational Opportunities Should Be Expanded in Southeast Ohio

Response	Number of Groups
Hunting	5
Fishing	6
Improved camping facilities	6
Mountain biking facilities	5
Hiking	3
ORV facilities	2
Expand all trails	5
Educational opportunities (history/nature) for trails	4
Horse camp facilities	5
Better trail marking	4

V.F.2. Recreation Support Services

An important counterpart to recreation expansion in an area is the opportunity to provide support services for individuals participating in recreational activities. This need for support services aids entrepreneurs and business owners, and thus ultimately has an impact on the economics of the area.

Area outdoor recreation users were asked during their telephone interviews what support services they look for when choosing a site for their recreational activities. As shown on table V.F.3, only food services are important to a majority of area outdoor recreation users. Other less important services are lodging, shopping, and recreation supply stores. Finally, a full 21.4% of respondents simply did not know of any more support services they would like to see.

Table V.F.3: Support Services Looked for by Area Outdoor Recreation Users

Support Service	Percentage Looked for Service
Food	58
Lodging	42
Shopping	41
Recreation Supply Stores	41
Entertainment	35
Trail Vendors	24

Which support services are the most important differs by type of recreational activity. This information is important for locating support services near activities that will draw the most people to the service. Table V.F.4 provides the responses for the interviewed area outdoor recreation users by activity. The service wanted most by picnickers is entertainment, while food services are wanted most by hikers and nature viewers, historical site visitors, tour bikers, those engaging in swim/beach activities, and ORVers. Horseback riders are equally likely to want both entertainment and food services. Finally recreation supply stores are most wanted by people who mountain bike, fish, hunt, and camp.

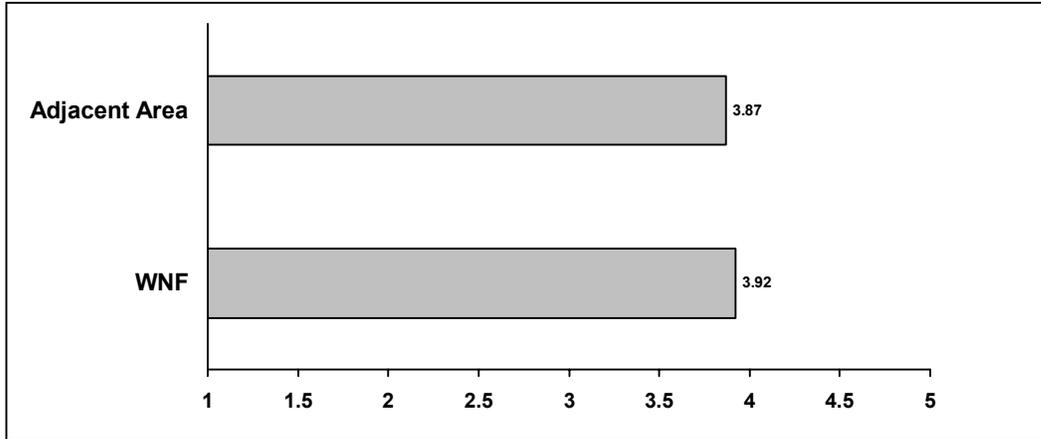
Table V.F.4: Support Services Looked for by Recreational Activity

Activity	Shopping	Stores	Lodging	Food Services	Entertainment	Vendors at trails
Picnic	17.6	13.6	11.7	18.4	23.3	18.4
Hike/Nature Walk	12.3	13.8	25.4	28.5	11.5	11.5
Historical Site	38.9	31.5	42.6	63	27.8	20.4
Sightseeing/Nature	37.2	28.1	40.5	60.3	27.3	20.8
Tour Bike	16.7	9.5	11.9	35.7	9.5	9.5
Mountain Bike	4.5	27.3	9.1	22.7	9.1	9.1
Swim/Beach	13.5	12.4	28.6	38.1	18.1	9.7
Fish	16	45.3	20	28	9.3	13.3
Horseback Riding	18.2	0	0	27.3	27.3	9.1
4-wheel drive	23.1	38.5	23.1	53.8	15.4	23.1
ORV	6.7	13.3	20	13.3	13.3	13.3
Hunting	24.1	48.3	17.2	34.5	6.9	3.4
Tent	27.5	37.5	30	27.5	27.5	20

V.F.2.a. Adequacy of Support Services in Southeast Ohio

Area outdoor recreation users who visited WNF were asked how adequate the support services were both at and adjacent to WNF. It is worth noting again that relatively few people had visited WNF, and therefore these responses are limited in their statistical accuracy. As shown on figure V.F.1, the average responses on a 1 (“very inadequate”) to 5 (“extremely adequate”) scale, were 3.92 for WNF services and 3.87 for services in the adjacent area.

Figure V.F.1: Adequacy of Support Services at Wayne National Forest and the Adjacent Area



V.F.2.b. Community Perceptions of What Support Services are Needed

When stakeholders and town meeting participants were asked what kind of support services are needed in the area, most saw little need to expand any. As shown in Table V.F.5, the services most commonly suggested by town meeting participants were safety services, recreation equipment vendors, and camping facilities, all of which were responses given in five of the six groups questioned. Improved mapping and distribution of information was suggested in four of the six groups, while more/clearer signage, horse camping facilities, food/gas services, better communication networking, and a visitor information center were responses given in only two of the six groups. Finally, the utilization of natural resources to fund the local infrastructure was mentioned in only one of the six groups questioned.

Table V.F.5: Town Meeting Participants’ Perceptions Regarding Which Support Services or Facilities Can Be Expanded in Southeast Ohio

Response	Number of Groups
Improved mapping and distribution of information	4
Safety Services	5
More/clearer signage	2
Horse camping facilities	2
Food and gas services	2
Utilize natural resources to fund the local infrastructure	1
Recreation equipment vendors	5
Better communication network between WNF and the community	2
More camping facilities	5
Visitor Information Center	2

The most commonly reported response provided by stakeholders when asked what support services were needed in the area, as shown in table V.F.6, was that they do not know because there is a lot already there. The second highest response was the need for advertising what is available. Some stakeholders indicated that camping areas and cabins in the area are in need of expansion. Other stakeholders, however, were not sure if there is a need to expand any recreation support services or facilities.

Table V.F.6: Stakeholders’ Perceptions Regarding Which Support Services or Facilities Can Be Expanded in Southeast Ohio

Activity	Percentage of Responses
Do Not Know	21.4
Advertising	19.5
General Camping	17.3
General Trails	17.3
Family Camping	13.3
Horseback Riding	12.4
Group Camping	12.2
Cabins	11.2
Hiking	11.1
ORV Trails	9.1

In this analysis, the only significant difference across stakeholder groups was for the expansion of horseback riding opportunities. A total of 20% of public recreation officials and service or business people wanted it, as well as 5% of local officials, while no one in any of the other groups did. As for the regional differences, those in the Ironton region were most likely to want increased family (30%) and group (25%) camping opportunities, while non-

Forest regions were least likely (0% and 0%). In both cases, 15.8% of Marietta and 5.7% of Athens interviewees also wanted more family and group camping. In terms of wanting more cabins available, it was those interviewees in the Ironton region who were most likely to want them (25%), while those in Athens (8.6%) and Marietta (5.3%) lagged significantly behind. Finally, several stakeholders did not have an idea of what they would like to have expanded, and those interviewees were most likely (60%) to be from the Ironton region.

In sum, there appears to be little interest in the community providing additional services for recreation. In addition to the lack of interest mentioned by stakeholders and town meeting participants, the town meetings did not draw any potential entrepreneurs, although they had been invited to attend. Town meeting participants focused on structural ways to enhance recreational activities, while stakeholders had few ideas for which support services could be pursued. The town meeting participants were also especially keen not to change the current atmosphere of the area.

V.F.2.c. Current Support Services in Area

Two of the primary types of support services are food establishments and lodging facilities. Food establishments are located throughout the area, but are concentrated in the more populated locations, such as cities and towns. The Ohio Restaurant Association lists 186 different food establishments around the Athens Unit, 101 around the Marietta Unit, and 266 around the Ironton Unit.

According to the Division of Travel and Tourism, 11% (235) of Ohio's 2,137 hotels, motels, and resort facilities are located in southeast Ohio, with each averaging seventy-five rooms per establishment. Cottages and lodges are also scattered around the area, usually in the Ohio State Parks. The areas surrounding the Athens Unit contain the most bed and breakfasts and motels, while areas near the Ironton and Marietta Units have fewer.

According to the membership lists of the Ohio Hotel and Lodging Association and the Ohio Bed and Breakfast Association, there are thirty facilities with a total of 732 rooms available in the area surrounding the Athens Unit, eight facilities with 339 rooms around the Marietta Unit, and seven facilities with 332 rooms around the Ironton Unit. Although there is not an abundance of lodging opportunities in the area, the ones that are there are not full all of the time. The Ohio Travel and Tourism's internet site³⁷ reports an average occupancy rate in southeast Ohio of 60%. Lodging and restaurant opportunities in southeast Ohio are detailed in Appendix H.

³⁷ Internet Website: www.ohiotourism.com.

V.F.3. WNF/Community Working Relationships

There is a variety of ways WNF could cooperate with the surrounding communities and outdoor recreation users to expand and enhance recreational opportunities. There are, however, some challenges to initiating these working relationships. Two of the most important are the lack of interest in and awareness of WNF by users, stakeholders, and town meeting participants.

Town meeting participants were asked to provide a list of ways that WNF and communities could work together to promote economic development in the area. As shown in table V.F.7, better promotion was the most common response, given by all six groups, followed by communication among user groups, the community, and WNF, given by five of the six groups. Four of the six groups suggested developing tourism, developing existing areas, supporting infrastructure development, and community planning between the user groups and WNF, while more signage and maps came up in three of the six groups questioned. Finally, partnering with the community for special events/festivals and searching for funding/grant partnering appeared in two of the six groups, while providing opportunities for local labor was a response in only one of the six participating groups.

Table V.F.7: Town Meeting Participants’ Perceptions of Ways WNF and Communities Together Can Provide Economic Opportunities and Development

Response	Number of Groups
Develop tourism	4
Develop existing areas	4
Partner with the community for festivals and special events	2
User groups, WNF, and the community need better communication	5
Better promotion (education and advertising)	6
Search for funding and grant partnering	2
Support infrastructure development	4
More signage/maps	3
Provide opportunities for local labor	1
Community planning between user groups and WNF	4

Along the same vein, stakeholders were also asked how WNF and communities could work together. Stakeholders indicated, as displayed in table V.F.8, that WNF should promote recreation development in the area by becoming more involved with local communities. Letting people know who they are and what they do were also mentioned as important initial stages when working cooperatively with local communities and businesses. According to stakeholders, WNF must work closely with local government entities and organizations in order to achieve a level of success in the area.

Table V.F.8: How WNF Can Work Cooperatively with Local Communities and Businesses to Promote Recreation Development in Southeast Ohio

Role	Percentage of Responses
Become More Involved in the Community	25.5
Let People Know Who They Are and What They Are Doing	25.5
Get out and Talk with People	10.2
Work with Travel and Tourism Organizations	9.2
Meet with Local Officials	7.1

Stakeholders differ in several ways regarding how WNF can work cooperatively with its community. The results for the push to become more involved in the community range from 19% for park, forest, and reserve officials to 50% for those stakeholders concerned primarily with environmental issues, although all stakeholders mentioned this as a priority. In terms of the desire to expand recreational opportunities,

interestingly enough, no tourism officials appeared to view it as important. However, roughly 25%-30% of all environmentalists, recreation associations, WNF officials, and general park stakeholders did say that this expansion could help WNF cooperate in promoting recreation development. Not surprisingly, 37.5% of tourism officials felt that WNF should work with travel and tourism organizations to promote recreation development. Finally, 7.5% of local officials and 14.3% of park, forest, and reserve officials agreed with the importance of this task.

Stakeholders were also asked during their telephone interviews what their agencies and organizations would be willing to do to help expand and promote recreational opportunities. As shown in table V.F.9, in general, groups suggest that they would help promote recreation and are interested in developing partnerships.

Table V.F.9: What Stakeholder Groups are Willing to Do to Expand/Promote Recreational Opportunities in the Area

Role	Percentage of Responses
Help Promote	38.7
Partnership	15.3
Distribute Information	11.2
Assist with Planning	8.2
Recruit and Provide Volunteers	8.2
Provide Education	7.1
Seek Grants	6.1
Support WNF	5.1

Other groups concerned with outdoor recreation are willing to assist WNF in three ways. Approximately 25% of Athens respondents, but only 5% of Ironton respondents, said they would help recruit volunteers. At the group level, 40% of recreation association officials, 25% of environmentalists, and 5% of local officials would be willing to do the same. Also at the group level, it is the travel and tourism officials who would be extremely willing to distribute information about WNF (62.5% of respondents), while 20% of environmentalists, 14.3% of park, forest, and reserve officials, and 2.5% of local officials would also do so. Finally, 15% of Ironton and 5.3% of Marietta respondents indicated that they would “support WNF” in general, while no one in the other regions did.

Stakeholders were also asked about how WNF and communities can work together to provide economic opportunities. Their responses, displayed in table V.F.10, tended to focus on community involvement and awareness.

Table V.F.10: Stakeholders’ Perceptions of Ways WNF and Communities Together Can Provide Economic Opportunities and Development

Role	Percentage of Responses
Publicize	100
Become More Involved in the Community	32.6
Cooperate with Local Officials	27.5
Expand Recreational Opportunities	23.4
Contribute to Education	15.2
Work with Travel and Tourism Organizations	9.2

When this question is analyzed at the most basic level, it is easy to see the similarities in the respondents’ answers. Overwhelmingly, they indicate that they would like to see WNF officials “spread the word” about its activities and services on a grassroots level. Tourism officials are most likely to say that WNF should cooperate with them to advertise itself. In terms of simply having WNF publicize itself, it is, as expected, the respondents from the Ironton (45%) and Marietta (36.8%) regions who feel that said publicity would be most helpful. Among stakeholders, 42.5% of local officials, 33.3% of WNF officials, 30% of service or business people, 20% of public recreation officials, and 4.8% of park, forest, and reserve officials rank publicity as an important job for WNF to undertake.

When asked what role WNF should play in the process of recreational development, as shown in table V.F.11, stakeholders gave general responses indicating that they would like to see WNF be more involved, partner with them, and promote recreation in southeast Ohio better.

Table V.F.11: Stakeholders’ Perceptions of the Role They See WNF Playing in Recreation Development

Role	Percentage of Responses
Be more Involved	23.5
Be a Partner	20.4
Promote Recreation in the Region	20.3
Provide Facilities	16.3
Assist with Planning	9.2
Play a Leadership Role	9.2

The only significant differences found regarding this question occurred across regions rather than groups. About 5.7% of Athens, 20% of Ironton,

and 36.8% of Marietta region respondents said that the main role for WNF should be to promote recreation in the region. A similar response, that WNF should play a “leadership role,” actually obtained only somewhat consistent results. It was cited by 8.6% of Athens respondents and 36.4% of respondents from non-Forest areas as WNF’s role in recreation development.

V.F.3.a. Leadership Role

Who should take the leadership role in improving recreation and economic development? Based on stakeholders’ answers, the top three leaders for recreational economic development should be WNF, cities and counties, and state government.

Table V.F.12: Stakeholders’ Perceptions of Who Should Lead Recreation Development in the Area

Activity	Percentage of Responses
WNF	32.7
Cities or Counties	24.5
State	22.4
Chamber of Commerce	21.4
Visitors Bureau	21.4

Regional differences are the only ones that exist in the responses to this question. 36.8% of Marietta, 22.9% of Athens, 9.1% of non-Forest, and 5% of Ironton interviewees said that the local Chambers of Commerce should be the leader in recreational economic development. However, it is apparent that stakeholders are most likely to feel that it should be WNF’s responsibility. There were only five stakeholders who said they did not know who should take this lead.

V.F.4. Criterion 6: Key Points

- Recreational Opportunities
 - Stakeholders favor expanding camping and trails, including ORV, bike, horse, and hiking trails.
 - Town meeting participants favor expanding fishing, camping, hunting, and all types of trails.
- Support Services
 - A slight majority of area outdoor recreation users look for outdoor recreation sites that have food. Less than half look for lodging, shopping, and recreation supply stores.

- Outdoor recreation users rate current support services in the area as “good” but not “great.”
- There was little interest in communities’ providing additional support services. Stakeholders and town meeting participants did not see an overwhelming need for additional support services in the area.
 - The one need that was reported by both groups is camping facilities.
 - Town meeting participants also tended to report the need for informational items such as maps and signs, as well as for safety services.
- Ironton area stakeholders favor camping and cabins more than Athens and Marietta area stakeholders.
- Community Relations
 - Both town meeting participants and stakeholders think that WNF should promote the area better to help local communities.
 - Communicating and becoming more involved with the community was also seen as important for WNF in order to develop good community relationships.
 - Stakeholders feel that WNF should take a leadership role in coordinating outdoor recreation and related economic development opportunities in the area.

VI. Summary and Conclusions

This study has endorsed and employed the fundamental tenets recommended by H. Ken Cordell.³⁸ These complementary processes are comprehensive and consistent with the results generated by our telephone user surveys, stakeholder interviews, and town meetings for this local-level outdoor recreation planning component. They are also the processes that provide the best opportunity for WNF to improve its public image, public relations, and credibility. Successfully pursuing these principles will enhance the possibilities for WNF to connect and resonate with all of the publics it serves.

WNF has an excellent opportunity for visible leadership beyond its immediate ownership boundary as well as the extended DPB. This is indeed an extensive responsibility, but it can no longer be left as a void in southeast Ohio if the region is going to progress and enjoy the same socioeconomic advantages as other sectors in Ohio. Of course, such strategies must be balanced with the ecological and cultural values existing in the planning area. Tourism and Forest products have been recognized, and should be the foundation of a diverse economic base in rural areas with a strong government agency presence.³⁹ This comprehensive strategy extends beyond any single agency, and it would be enhanced with recognition, endorsement, networking, and leadership.

There is an opportunity for WNF to pursue the key areas of U.S. Forest Service outdoor recreation programs and to position itself to lead or coordinate efforts for community and economic development. WNF's planning area is impoverished in many ways, but communities and their citizens are willing, resourceful, and resilient. However, they need to be better informed and motivated so that they may pursue the best possible opportunities. The single largest landowner in the region, with a proclaimed interest in working for these objectives, could take major steps by identifying and co-sponsoring educational programs for these purposes.

The present comparative advantages in outdoor recreation for WNF are its trail system (ORV in particular) and hunting opportunities. Viewing wildlife has not been previously recognized as an important part of its wildlife

³⁸ Cordell, H. Ken. 2002. "Using Demographic and Population Survey Data to Better Align National Forest Recreation with Public Demand." United States Department of Agriculture Forest Service. Distance Forum, Southeast Forest Experiment Station. Athens, GA.

³⁹ Webster, Henry H. and Chappelle, Daniel E. 2001. "Tourism and Forest Products: Twin Resource Sectors for Effective Community Development in the Lake States." *Journal of Community Development Society*. Vol. 32, No. 1.

component, but it could be since recreation users have expressed an interest in it. There are substantial existing outdoor recreation facilities, but the public would like to see some upgrading and a better distribution among the three Units. As a public outdoor recreation provider, WNF could likely enhance its comparative advantage and gain added benefit from a broader scope of formally offered outdoor recreational activities. This approach would bode well for both community and economic development. All multiple users can and should be included in a comprehensive and successful community economic development program.

Increasing communities' perceptions of the feasibility of entrepreneurial opportunities should be a high priority for WNF. Most support services are seen as adequate but underutilized. Therefore, increasing demand for outdoor recreation by increasing participation during low use time periods would improve the current business climate for retention and expansion. Eventually business volume would attract new business enterprise and thus community enhancement. The most feasible outdoor recreation enterprise connected to WNF would be campgrounds in close proximity to the Ironton and Marietta Units, according to the data accumulated in this study. Another inviting opportunity would include tour directions and guides/outfitters for an extended tour package of the "comprehensive" outdoor recreational opportunities in the planning area.