

# DIVISION OF PARKS AND RECREATION

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*Figure 8.1. Guilford Lake in Columbiana County, one of the canal lakes, is now a State Park and a popular fishing lake. Division of Parks and Recreation file photo, September 1959.*

## ORIGINS OF STATE PARKS

Ohio State Parks originated from the canal system and reservoirs developed in the 19th Century by the Ohio Canal Commission for commercial traffic. With construction beginning in 1825, these areas soon became popular for fishing, boating, and family outings. By 1848, when railroads became available for transportation and water commerce was declining, recreational use of the canals and reservoirs increased. The General Assembly in 1894 dedicated Licking Reservoir for use as a public park and changed its name to Buckeye Lake in 1896. In reality, this was Ohio's first State Park. The remaining canal lakes were dedicated as parks in 1902 (Fig. 8.1).

Forest area parks began with Hocking State Forest-Park in 1924 followed by additional acquisitions primarily during the economic depression of the 1930's. Wildlife parks developed about the same time with the land being purchased by money obtained from hunting and fishing licenses. During the 1940's, the Conservation and Natural Resources Commission in the Department of Agriculture was responsible for the lakes and parks. However, the areas were maintained by other State agencies whose primary mission was not the development and management of

parks. The Department of Public Works controlled the canal reservoirs; the Division of Forestry of the Ohio Agricultural Experiment Station controlled the forest areas, and the Division of Conservation and Natural Resources in the Department of Agriculture controlled the wildlife areas. (See also Chapters 2, 6, 7, and 9.)



Figure 8.2. V.W. Flickinger, first Chief of the Division of Parks, 1949-1964

### CREATION AND EARLY ACTIVITIES OF THE DIVISION OF PARKS

The need for centralized planning and management of these park areas was brought to the attention of the General Assembly; and after lengthy committee hearings during 1948, Amended Senate Bill 13 was passed in 1949 and signed into law by Governor Frank J. Lausche.

This Act, creating the Ohio

Department of Natural Resources on 11 August 1949, provided the newly created Division of Parks immediate title and operating responsibilities for 16 parks, 10 recreational reserves, 2 canalways, 6 waysides, and 18 lake reserves. In addition, three federally owned reservoirs to be operated under license for the United States Army Corps of Engineers were brought within the jurisdiction of the Division. This was a somewhat chaotic collection of properties and problems; some of these areas were good, some bad, and some questionable for use as State Parks. There were parks as large as 14,000 acres and as small as 26 acres. A total of 82,829 acres was assigned to the Division which became the basis of today's excellent Ohio State Park system.

The Division operated on a provisional basis during its first months while various individuals were being considered for the position of Chief. Qualifications of professionals in state park administration were reviewed and recommendations were made to ODNR Director Marion. V.W. Flickinger (Fig. 8.2) Chief of the Division of Lands and

Water of the Iowa State Conservation Commission, was appointed first Chief of the Division of Parks on 5 December 1949.

Joint meetings were held in early 1950 with the Natural Resources Commission (see Figure 4.1 on page 35) and the Wildlife Council (see Figure 6.19 on page 67) to determine the administration and maintenance of areas under control of the Department and to decide which Division should have the primary responsibility for these areas. It was determined that areas primarily used for hunting and fishing rather than general recreation should be managed jointly by the Division of Parks and the Division of Wildlife. Areas where timber management was necessary should be managed jointly by the Division of Parks and the Division of Forestry. The Division of Parks retained 44 State Parks after this joint agreement was reached.

Chief Flickinger recognized that before the new Division could begin to function as a unit, it needed to be organized in a manner that would permit efficient and proper administration of tasks in accordance with the directive from the General Assembly. Work was being handled as it had in the past and continued in the same manner pending development of an organizational pattern integrating the various responsibilities and work loads.

By virtue of its newness, the Division was not hampered by tradition; and the opportunity for effecting an ideal pattern of organization for long-term operation was excellent. Detailed studies were made of Amended Senate Bill 13 to determine mandated responsibilities and legislative intent. ODNR employees were consulted and field checks were made to determine problems of each area. Inquiries were directed to other states concerning the good and bad points of their existing organizations, and their recommended changes. The National Park Service was requested to submit suggestions. After the data were compiled and analyzed, the organizational pattern for the Division was developed and placed into effect January 1950.

Administration of the Division was divided into three Sections each headed by a Superintendent responsible for various activities. The Inland Lake Section, headed by Assistant Chief Carl Miller, was responsible for all work in

1949-1989

connection with marine activities of the Division, water areas, dredging operations, lake patrol, boat and motor licenses, dock permits, boat inspections, control of vegetation, marine laws and navigation, heavy marine construction, surveys on State property, and the establishment of boundaries in all areas under the jurisdiction of the Division. Responsibility of this Section was further divided into three units: Maintenance, Operations, and Planning and Construction.

Art Day, who transferred from the Division of Forestry, was Superintendent of the Area and Facility Management Section. This Section was responsible for managing, operating, and maintaining the individual areas of the State Park system to ensure maximum public use. Also within the scope of this Section was the interpretive programs including natural, scientific, and cultural features and values.

Carroll E. Bazler, formerly with the Division of Forestry, was named Superintendent of the Planning and Development System Section and responsible for the selection, acquisition, and planning of individual areas, both present and future, and for the construction of public use facilities. This Section was divided into two units: Plans and Designs, and Force Account Construction, the latter involved with construction addition and improvement project requests from the State Parks that had not been included in the existing schedule for capital improvement funding. These requests were evaluated, and, if approved, operation and maintenance funds were transferred for use in these projects.

The Chief, with the help of George O'Malley, formerly with the Division of Forestry, handled issues which affected the Division as a whole. Cooperative efforts with other Divisions and Sections of ODNR were cleared by the Chief rather than the individual involved. Cooperation and consultation with other Ohio and federal agencies, as well as fiscal and budget matters, were of Division interest. Information involving news releases and reports that pertained to the Division, rather than to a specific Section, were classed as administrative rather than operational and became the responsibility of the Chief's administrative

officer, Karl E. Stockmon. Others on staff included Ralph Baughman, Carl Calland, Earl Clark, Paul Kitzmiller, John Sunderland, Kenneth Landon, Warren Landon, Lytle Steensen, Ralph Clevenger, Floyd Loomis, Carl Webb, Ray Lance, and Don Sheldon along with James McLaughlin, Ray Comer, William McQueen, Seymour Newcomb, Dale Hopkins, Kenneth Byers and S.A. Reichley who had all transferred from the Division of Forestry.

The Division divided the state into five districts. Ike Bastian, who transferred from the Ohio Historical Society, was responsible for the southern areas, and Jay Eastlake was responsible for the northern areas. Park Managers were responsible for the day-to-day operations and maintenance of the State Parks in these districts. The qualifications of all available personnel from former Divisions were reviewed to fill the positions created during the restructuring of the organization. Those available and qualified were retained and assigned to various areas of the Division. The filling of positions which required technical personnel was dependent on available funds.

Funds for operations and maintenance were extremely limited. The 4 December 1949 issue of the *Columbus Citizen stated*, "With its right hand the 98th General Assembly poured out money for acquiring and developing new recreation areas, but it kept its left hand in the pocket that held the maintenance and operation money." The need for long-range development became apparent; and a temporary rotary fund, in which the receipts from facilities on areas the Division had acquired from the Division of Forestry, was deposited and used for operating and maintaining of those properties. Division funds were supplemented by appropriations from ODNR and the State Emergency Board. Total operations monies for 1949/50 was \$150,161. In spite of budgetary constraints, planning and activities continued with fervor and resourcefulness.

During the Division's first eleven months, recommendations for long-term development were created. The list of recommendations included creation of an inclusive rotary fund for the operation of the Division. All receipts accruing to the Division by virtue of operations on lands under its jurisdiction would be available to the Division for opera-



Figure 8.3. Opening day at Pymatuning State Park in Ashtabula County in 1949. Division of Parks and Recreation file photo.

The Divisions

tions and maintenance of existing areas. A recreation plan for the development of existing areas statewide and a study on location for new areas were to be implemented. The Division began to organize its activities in an efficient, businesslike manner by establishing long-range programs, plans, and policies on all matters affecting the Division. Another study of Amended Senate Bill 13 was initiated to determine its weaknesses and to make recommendations for improvement so as to continue working constructively both in planning and accomplishments. A comprehensive program for the development and wise use of the natural resources of the State Parks was put into action.

### SOLID GROWTH IN THE 1950'S

The rules and regulations of the new Division were reviewed and revised all in accordance with the Administrative Procedure Act, and new rules and regulations become effective in August 1950. With these in place, Chief Flickinger concentrated on the existing areas through the 1950's. In an effort to complete projects before commencing new ones, construction projects were continued in accordance with plans formulated by former agencies.

Physical features of the State Park lands were investigated to determine how they could best be classified. Such factors as size, topography, vegetative cover, usage, location, and scenic value were used in determining into which category an area might best fit. The Division during early 1950 acquired new lands totaling 1424 acres, 733 acres of which were for Lake Erie beach parks providing an additional five miles of publicly owned beach and shoreline. The balance of the newly acquired land was 1) at Jackson Lake in Jackson County, where the purchase included a building suitable for Park Manager's residence; 2) at Glouster, a site in Athens and Morgan Counties for construction of a permanent 664-acre lake at Burr Oak Reservoir jointly sponsored by the State and federal governments for flood protection; and 3) at Grand Lake St. Marys in Auglaize and Mercer Counties, 36 acres adjoining the Springer tract. The water impoundments at Forked Run Dam in Meigs County and Rocky Fork Dam in Highland

County created lakes totaling 2182 acres. Plans were under way for developing vacation facilities at Hueston Woods and Pymatuning State Parks (Fig. 8.3) and for remodeling the dining lodge, sleeping cabins, and group camp facility at Punderson Lake.

Prison honor camps were set up in 1950 at Hueston Woods, Lake Hope, and Hocking Hills State Parks under supervision of the Ohio Board of Corrections to relieve overcrowding of the Ohio Penitentiary. This program enabled ODNR to participate in an additional phase of conservation—the conservation of human resources—and the productive work accomplished by these men resulted in improved public facilities in the State Parks. The camps assisted in work programs by providing work crews to do work which would not otherwise have been financed. After the camps were constructed, the Ohio Penitentiary had responsibility to provide security and to clothe, house, and feed the inmates. ODNR furnished minimal supervision on projects for the work crews.

Several State Park areas were under construction, but with the marked increase in attendance, there was not a single area of the Division with enough facilities to handle the amount of visitors on an ordinary Sunday during the spring, summer, and autumn months. Parking facilities, picnic tables, fireplaces, toilets, water supply, camping areas, family vacation cabins, and overnight facilities could not begin to fill the needs. The popularity and increased use created a great demand for more facilities.

The first annual Park Manager In-Service Training School was held at Lake Hope in October 1951. This training was very important to the Division and has, over the years, become the best method to promote consistent and efficient operations within the State Parks (Figs. 8.4 and 8.5). Various programs on law enforcement were included in these Schools, but the time allotted was never enough to cover all the topics. In March 1954, the first Patrol School for Park Managers and Patrolmen to discuss law enforcement, duties, and requirements of the patrol officer was held at the Ohio State Fairgrounds.

Park holdings continued to expand during 1954 with the purchase of additional acreage. Development of facili-

ties was in progress ranging from planning studies and surveys to construction projects of many kinds. The first section of Crane Creek State Park on Lake Erie was opened for public use. A major effort was made to improve the standards of maintenance at existing State Parks. Many of the facilities had been constructed by the Civilian Conservation Corps and Works Progress Administration during the 1930's and ease-of-maintenance was given very little consideration. Since that time, inadequate



Figure 8.4. The Park Managers Training School combined classroom instruction with demonstrations and hands-on activities to develop standardization of operations at State Parks. Division of Parks and Recreation file photo.



Figure 8.5. Attendees at the 12th Annual Park Managers Training School, Lake Hope State Park, November 1961. From left to right, first row: ODNR Director Eagon, Assistant Director John W. Ferguson, Chief V.W. Flickinger, Assistant Chief George T. O'Malley. Second row: Dennis Lavinder, James Sweeney, Jack Steele, Allison Pfeiffer, Robert Shipley, Jimmie Patterson, John Cooper, Marvin Mace, Ralph Barnhart, Ray Zimmerman, Paul Glasgo, Roy Becker, Harry Roach, Carl W. Miller, Earl F. Clark, Elmer Hiles. Third row: Walter Hoyles, Donald Riddle, Robert Hammond, Walter Burbick, Stanley Hoffer, Mr. Harrison, Arthur Smith, Robert King, Paul Kitzmiller, Rollin Regal, Ralph Baughman, Robert Hart, John Young, Earl Fenton, Carl Hartz, John Cotton, William Hopkins.

Fourth row: Everett Rheinscheld, Fred Cool, Neil Crosby, Earl V. Clark, Carl Calland, Rudolph Clevenger, Warren Landon, Al Reichley, Kenneth Landon, William Brennen, Mr. Blake, Leonard DeBord, Mr. Eschenbrenner, Lawrence King, John "Dick" McDaniel, Roger Hamilton. Back rows: Z. Repichowskyj, M.H. Lewellin, William B. Price, Rex Wallace, Mr. Wood, Karl E. Stockmon, Dale Hopkins, Ike Bastian, Fred Loomis, Fred Gamble, Kenneth Havens, M.A. Durbin, Ralph Upp, C.M. Robinson, H.E. Johnson, George Biechler, Paul Jackson, John Vaughn, Don Sheldon, Paul McCormick, Kenneth Byers, Arnold Elzey, Vance Griffith, Frank Long, Richard Cebula, Donald Buchler, John Hutchinson, George Mortimer.

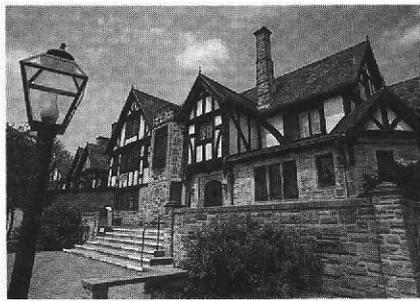


Figure 8.6. *The Manor House at Punderson Lake State Park in Geauga County. Division of Parks and Recreation file photo, July 1959.*

funds kept them from being maintained properly. The public placed greater emphasis on gaining new facilities, and money was not easily available for maintenance activities. Division personnel had to be zealously thrifty in labor-saving methods to receive full value from the ever-shrinking dollar.

Throughout 1954, attendance was heavy in all areas. Over nine million Ohioans visited the State Parks. Park Managers and personnel were instructed to use every available means to accommodate the visitor. The existing properties continued to show improvement but, as additional facilities were made available, public use continued to overtax the available facilities and services.

With the increased usage, Division administrators developed concerns that visitors came and left without being informed of trees, wildflowers, animals, and geological features which they had traveled so far to see. Few of the early Park Managers and their assistants had the time or expertise to convey the natural history of a State Park and its ecosystems to the visitors. The Division, therefore, in June 1954, embarked on a new program of public education, which was designed to interpret the natural features and phenomena preserved within the State Parks and to promote the wise use of these resources. The primary goals were to create in park users an awareness and appreciation of the functions and values of the State Parks, to reduce willful destruction and vandalism, to promote new outdoor skills and knowledge, and to stimulate interest in the life and events of Ohio's heritage. William B. Price was hired in the summer of 1954 as the first Chief Naturalist, and he established the foundation for what was to become one of the finest interpretive naturalist programs in the country. That summer he initiated a program of slide talks and field trips at Lake Hope and soon expanded it to Old Man's Cave and Pike Lake State Park.

A long-term development program for Ohio's State Park system was completed in 1956 which covered a period of ten years and had a price tag of more than \$72 million. Punderson Manor House (Fig. 8.6) in Geauga County was renovated and opened in November 1956 becoming the State's second lodge and dining facility (Lake Hope Dining

Lodge was the first). The property which included the unfinished residence of Mr. Karl Long was purchased by the State in 1948 and became the responsibility of ODNR in 1949. An architectural study of the house indicated that with minor revisions it could be adapted for use as a vacation facility for the public. It provided ten sleeping rooms, several dining rooms and lounges, a gift shop, restrooms, and a meeting room.

In 1956, the General Assembly passed a bill authorizing the Department to construct and manage Salt Fork Lake. James McLaughlin was named Supervisor of the Engineering Section in March 1956 replacing Don Sheldon who joined the staff of the Department of Public Works. The development of Ohio's State Park facilities continued to follow the long-range plan as funds were made available. An effort to educate the public about State Park activities was initiated in 1956 with the printing of a bulletin on various natural history subjects which was distributed at several State Parks. Publication of a promotional newsletter called "The Buckeye" was initiated and mailed free to anyone requesting to be on the mailing list.

In February 1957, Herbert B. Eagon became ODNR Director. Strict economy measures were initiated due to a decline in State revenues. A Division change in organization reassigned Carl W. Miller and Earl Strayer administrative responsibilities for the newly established Land Acquisition Section. James Robey joined the Information and Education Section and Paul McCormick became a District Manager. Thomas Maurer became the first fulltime Legal Counsel for the Division. Only permanent employees were retained in an effort to reduce expenditures.

Park visitation grew to over 14 million, demonstrating that Ohioans had discovered and were using their State Parks in record numbers (Fig. 8.7). However, this high rate of visitation not only posed many problems of space availability but also over-taxed sanitary facilities beyond their capacities.

Through cooperation of the Division of Mental Health, the Division of Correction and the Division of Parks, Youth Honor Camps were established at Clearfork (now Mohican) and Lake Hope State Parks to complete work in areas where

Figure 8.7. The boat launch at Catawba Island State Park in Ottawa County. Division of Parks and Recreation file photo, July 1959.



funding was unavailable. Even with the use of volunteers, insufficient funds caused delays in maintenance of State Park facilities and budget cuts in labor-saving and patrol equipment. House Bill 823, effective September 1957, authorized ODNR to issue revenue bonds for construction of new facilities and to retire such bonds through resulting income. For the first time, an appropriation request for maintenance and operation of the Division was included in the ODNR appropriation.

The Simpson Bill, enacted in 1954, provided ODNR the option to sell built-up lands at the canal reservoirs which were no longer of practical value for public recreation. The Natural Resources Commission visited each of the lakes during 1957 to determine which lands were no longer of public value. Following this determination, each parcel was surveyed, appraised, and offered for sale. As directed by the General Assembly, the money realized from these sales was deposited into the State General Revenue Fund and was not immediately available to the Division of Parks and Recreation for expenditures. It took considerable time and lengthy debates before the Division eventually was able to recover these funds.

## THE DIVISION OF PARKS AND RECREATION AND MAJOR EXPANSION IN THE 1960'S

Improvements progressed slowly in the early 1960's due to limited funds (Fig. 8.8). The magnitude of the task to be accomplished suggested that the citizens of Ohio would be served better with a smaller number of good State Parks, properly developed for maximum public use, than with all the State Parks in the system in their existing condition. A policy was agreed upon to concentrate capital improvement efforts on fewer areas in order to bring them up to acceptable standards. One area in each quadrant of the state was selected for high priority attention and major capital expenditures. A smaller amount was allocated for limited development in other areas on the basis of needs. The districts were changed from two to four in an effort to improve management of the State Parks. District Managers were Ike

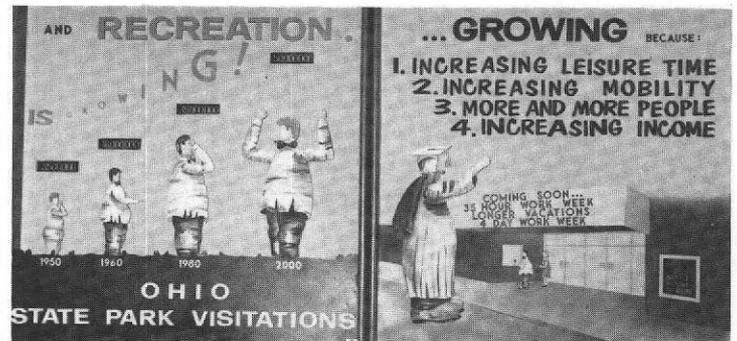


Figure 8.8. The Division of Parks prepared this exhibit at the 1962 Ohio State Fair to inform the public about increasing attendance at State Parks. The graphic indicated that attendance had been 3.5 million in 1950 and 16 million in 1960. The conservative projection of attendance for 1980 was 35 million (actually 66 million in 1982) and 50 million for the year 2000.

Bastian, Kenneth Havens, M.H. Lewellin, and M.A. Durbin.

Unemployed men receiving relief money from county welfare sources were sent to State Parks throughout Ohio to work out the amount of their welfare check. This cooperative agreement between State agencies provided the Division with a significant source of labor during a time when money was scarce.

The Department created the Office of Chief Engineer in 1959; and in 1961, in an effort to provide a measure of continuity with earlier planning efforts and developments, some Division personnel were transferred to the newly developed Office. Some problems, however, continued to exist. Parks operating personnel were essentially excluded from the planning process and their views were seldom considered. Long-range operational labor costs were often omitted, resulting in occasions where new and expanded facilities were planned and constructed without adequate provisions for funding and staffing. As a result, many requests were made to the State Controlling Board for emergency funds.



Figure 8.9. Ernest J. Gebhart, second Chief of the Division of Parks and Recreation, 1964.

The Natural Resources Commission, was requested to undertake a study and evaluation of the existing State Park system. The Commission was asked to establish suitable criteria and evaluate the existing State Parks according to those criteria. A yearlong study was undertaken by a committee of the Commission consisting of Forest Hall of Findlay as Chair, E. William Hoynes of Dayton, Joseph Hurst of New Philadelphia, and Myron T. Sturgeon of Athens. This committee conducted a thorough study of the State Parks located in each quarter of the state. The survey and evaluation submitted to ODNR Director Eagon became known as the "Flickinger Report," being named for the Chief. The report, presented at the December 1960 meeting of the Commission, contained the criteria for a State Park system including a minimum size of 1000 acres, distribution of State Parks, and a recommendation for a master plan of the Division of Parks.

When the recommendations regarding the size and placement of certain State Parks under more suitable (i.e. local) management became public knowledge, Director Eagon was asked to present a statement on 9 May 1961 to the Conservation Committee of the House of Representatives regarding the action of the Department. As a result of this hearing, the Conservation Committee was advised that ODNR was prepared to defer further action on the recommendations presented by the Natural Resources Commission pending the reexamination of these matters by the Legislative Study Committee. Director Eagon used this opportunity to inform the legislators of the progress that the Division of Parks had made thus far and of the need for continued support in legislative funding.

Governor James A. Rhodes was inaugurated in 1963 and he appointed Fred E. Morr as ODNR Director. With administration support, Amended Substitute House Bill 573 was enacted effective September 1963. It changed the name of the Division of Parks to the Division of Parks and Recreation. It also established a seven-member Parks and Recreation Council appointed by the Governor to advise the Chief on policy for the Division. The council members were Justin Rollman and John Nagy, representing municipal and metropolitan parks; Ralph Peters, the conservancy districts;

E.B. "Butter" Howard, the soil and water conservation programs; Eugene Murdock and Harry Johnson, the public; and Don M. Hilliker, private recreational facilities. Chief Flickinger was replaced by Assistant Chief Ernest Gebhart (Fig. 8.9) in February 1964, and major emphasis swung to development of overnight and recreational facilities.

Capital improvement funds had been quite limited until Governor Rhodes promoted and the voters passed two major bond issues for many State projects: \$250 million in 1963 and \$290 million in 1965. From some of these funds and other sources, a \$100-million State Parks development program was initiated. Using long-range plans that included 12 new State Parks, 10 new beaches, 6000 campsites, 27 marinas, and 8 new lakes, the Division embarked on the greatest park development program in the history of the State of Ohio. Furthermore, locations and operational feasibility plans were in process for lodge sites at twelve areas. Ground-breakings were held for a 60-unit lodge at Burr Oak State Park and a 94-unit lodge at Hueston Woods State Park. A system of fees for special-use events and activities in the State Parks was established. The Division continued its policy of not charging for entry into the State Parks, picnicking, hiking, swimming, or fishing. Fees were charged for lodge rooms, cabins, campsites, and concessions. Funds derived from these sources were returned to the Division's operating and capital improvement budget.

District Supervisors Kenneth Havens and M.H. Lewellin resigned in 1963 and the two remaining District Supervisors, Bastian and Durbin, covered the entire state. The Districts were officially combined into two areas in 1964. Congress passed a law in 1964 offering federal funds, if matched with state and local funds, to be available to states having a State Recreation Plan. The Division submitted a five-year plan titled, "A Policy for Outdoor Recreation in Ohio," and after gaining the approval of the Recreation and Resource Commission, it became the first statewide comprehensive plan approved in the United States. ODNR Director Morr reassigned Ernest Gebhart to Assistant Chief of the newly combined Division of Forestry and Reclamation in 1965 and named Melvin Rebholz (Fig. 8.10) to replace him as Chief of Parks and Recreation with Karl Stockmon as



Figure 8.10. Melvin J. Rebholz, third Chief of the Division of Parks and Recreation, 1965-1969.



Figure 8.11. Norville L. Hall, fourth Chief of the Division of Parks and Recreation, 1969-1972.



Figure 8.12. The Nature Center at Shawnee State Park in Scioto County. Division of Parks and Recreation file photo.

Assistant Chief. John Cooper became a District Manager and Norville Hall replaced Bill Price as Chief Naturalist. The nature programs were expanded to 13 State Parks and a wildlife display was established at Pike Lake State Park. The Annual Hocking Hills Winter Hike was initiated in 1966 (see Figure 3.14 on page 26 and Plate 6). Ralph Ramey was responsible for the Interpretive Services Section.

A major effort to preserve and protect the Cuyahoga Valley area was initiated in 1966 by ODNR Director Morr who, in conjunction with the Cleveland and Akron Metropolitan Park Districts, began working on a National Park Service proposal. A study to determine what lands to acquire was ordered in 1967 by Governor Rhodes so that money could be set aside in the budget and in hopes of federal help if Ohio moved along with its plans.

Districts were abolished in 1967 making the central office the base for all administrative decisions. Norville Hall was named Assistant Chief under Chief Rebholz and the Chief Naturalist position was filled by Richard E. Moseley Jr. A number of special events designed to familiarize the public with off-season use of State Parks were initiated and the Division's first Junior Naturalist Program for young people 9-14 years of age was established. Also in 1967, Hueston Woods Lodge (see Figure 1.6 on page 4) at a cost of \$2.9 million and Burr Oak Lodge at a cost of \$2.2 million were completed and dedicated for public use.

ODNR initiated a preliminary study during 1968 of the proposed 29-mile park along the Cuyahoga River. The multi-million dollar program involving 23,000 acres would be under the jurisdiction of the Cleveland and Akron Metropolitan Park Districts. A federal grant in 1969 was allocated for this project using federal matching Land and Water Conservation funds. In a Department reorganization March 1969, Chief Rebholtz was named Deputy Director and Assistant Chief Norv Hall (Fig. 8.11) was appointed Chief with Ralph Vanzant as Assistant Chief. Over \$9 million of State Park revenue bonds were issued to finance

Salt Fork Lodge, and the goal was to build seven or more new lodges. Popularity of the State Parks continued to grow with more than 30 million visitors in 1969. Guy L. Denny replaced Moseley as Chief Naturalist as the naturalist program expanded to 27 parks. The Interpretive Services Section was established and a Naturalist Aide Program for young people ages 11-16 was initiated. Denny established the first series of self-guiding nature trails and nature centers at Burr Oak, Shawnee (Fig. 8.12), and Mohican State Parks.

## CLOSURE AND THEN RENEWED GROWTH WITH AN URBAN FOCUS IN THE 1970'S

During the early years of the Division, Chief Flickinger was quoted as saying, "When I came here, we had money and no plans." More recently, plans were available without funds to carry them out. As an example, Governor John J. Gilligan, having been in office only a few months, was forced to close 46 State Parks after Labor Day 1971 because of the General Assembly's unprecedented six-month delay in adopting the State's biennial budget. The Governor stated in his austerity program that parks and recreation was the logical item for major cuts as it was virtually impossible to close prisons or mental hospitals. Closing of the State Parks was one of a number of steps necessary to cut back State expenditures and it saved about \$1 million. However, this action was highly unpopular with Ohio citizens. State Parks were reopened in November 1971, and additional revenue from the newly instituted State income tax helped keep the Division financially stable.

ODNR Director Nye named Jack Miller (Fig. 8.13) Division Chief 18 February 1972 replacing Norville Hall, who moved to the Programs and Planning Section. Jack Cornette served as Assistant Chief. The Cuyahoga Valley land acquisition continued for the Cuyahoga Valley Program. A detailed study was to be done on this project by the United States Department of the Interior with expected

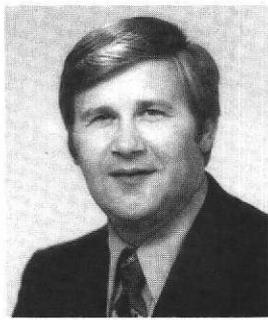


Figure 8.13. Jack E. Miller, fifth Chief of the Division of Parks and Recreation, 1972-1973.



Figure 8.14. The Fishmobile Program for senior citizens was a popular part of the People-to-the-Parks Program in the early 1970's. These people are ready for a day of fishing at Lake Loramie State Park in Shelby County. Division of Parks and Recreation file photo.

approval of funding by Congress in 1973. Division operating costs continued to rise while appropriated funds did not keep pace. In an effort to monitor the many problems and requests from the State Parks, Chief Miller reestablished four district offices headed by Robert Hammond at District 2 Jack Barth at District 3, Rex Wood at District 4, and Everett Rheinscheld at District 5. Mounted rangers and snowmobile patrols were used in some of the State Parks to patrol the areas for enforcement purposes and to aid visitors. The nature center at Hueston Woods was opened and the first full-time naturalist was hired to provide year-round programming at that State Park. An inventory to identify existing trails and a study on needs for improvements regarding layout and design of new trails was initiated in 1972.

The Division participated in comprehensive programs designed to encourage use of State facilities by low-income citizens who lived in the inner cities. The Division, in conjunction with local recreational agencies, model cities, and social service agencies, provided bus service to youngsters during the summer of 1972, bringing them from selected large metropolitan areas to State Park facilities to attend day camp. The "Fishmobile Program" for senior citizens was a cooperative venture with the Division, the

Ohio Department of Welfare, and the Division of Wildlife, providing transportation for participants in a ten-week program during the summer (Fig. 8.14). The United States Army provided the Division with tents for camping groups of up-to-50 persons. These facilities were located at Dillon and Mohican State Parks and made available to organized local agencies wishing to provide an overnight experience for their participants. This program was modified and came to be known as Rent-a-Camp, providing tent camping for the visitor who didn't want to invest in all the supplies necessary for camping. This concentrated effort, called "People to the Parks," was initiated by Thomas J. Shuster, Administrator of Recreation, along with full-time District Recreational Coordinators Jeff Kist, Judy Zimmer, Ronald Kus, and Deryl Cochran. It was the first program of its kind undertaken by State government to bring recreation opportunities to the urban poor, and it set precedents for future expanded programs. It won the outstanding recreation program award presented by the Ohio Parks and Recreation Association.

The year 1972 was a leader in the opening of new facilities including the lodge and 18-hole golf course and cabins at Salt Fork and the dining lodge and cabins at Hocking Hills. New camping areas were completed and began operating at Blue Rock, Punderson, and Harrison State Parks. A new swimming pool was opened at Mohican, and a beach development was added at Deer Creek. Several new office buildings were constructed to house park and district offices. Major renovations to accommodate the disabled citizen were initiated at Salt Fork State Park. Restroom facilities were altered; drinking fountains were redesigned; and asphalt trails, self guided nature trails, and beach and lake overlooks were installed. The Division continued its plans to provide Ohioans with quality recreational facilities.

Rodney Cooper (Fig. 8.15) was appointed Chief on 18 September 1973 replacing Jack Miller, who was appointed Department Deputy Director. A contract with a commercial ticket-selling company to begin a one-year trial campsite reservation system, offering reservations up to 90 days in advance of desired camping dates, was set up for twelve

State Parks. Also in 1973, the area known as Portsmouth State Park was renamed Shawnee State Park.

The Youth Conservation Corps (YCC) began in 1974 and provided gainful employment for 234 young Ohioans in an outdoor atmosphere. It created opportunities for understanding and appreciating the natural environment and heritage for high school students. Ohio's YCC program was the first state program funded by the federal government (see Chapter 17). The Hocking Honor Camp program was discontinued in 1973. ODNR Director Nye cited financial reasons and lack of qualified inmates as the major reasons.

The "Arts-in-the-Parks" program began in 1973, and in cooperation with the Ohio Arts Council, brought traditional art forms to the State Parks providing a series of entertainment, storytelling, songs, Indian lore, and folk dancing to visitors throughout the season. A threatened fuel shortage in 1974 affected attendance figures. Energy reduction measures were implemented at the State Parks in an effort to hold down operating costs.

Mohican State Park Lodge, the sixth full-facility vacation lodge, was dedicated for use in April 1974 and a 232-unit camp area was opened at Deer Creek State Park. The Mohican Lodge's \$7-million cost was financed with revenue bonds to be paid off with income from its operation. The Division assumed operation of three new areas developed by the Corps of Engineers: Buck Creek, Paint Creek, and Alum Creek State Parks. Alum Creek was a welcome addition because it was close to metropolitan Columbus and would provide recreation "where the people are" (see Figure 1.2 on page 4). A "Roving Naturalist Program" was designed to increase the outdoor awareness of urban residents and was conducted by full-time

naturalists James F. McGregor and Sara Jean Peters.

During the early years of the Division, it was often the manager and perhaps one assistant who, unarmed and untrained, were the enforcement agents. As responsibilities grew, it became apparent that more people with training in police work would be required to enforce the laws, rules, and policies intended to provide visitors with a relaxing and enjoyable experience in the State Parks. In 1974, selected employees and screened new personnel were trained in law enforcement at the first Ohio State Parks Ranger Academy. The training was conducted by Ed Brown assisted by Marty Flowers, Dave Clyburn, and Bruce Goodenough with emphasis on park protection, regulations and how to deal with all types of emergencies and violations. Every effort was made in this training to produce efficient, qualified officers to deal with visitors in a friendly but firm manner to protect the interests of all.

The rising costs of operating facilities caused the reassessment of various programs and fees in 1974. In some programs, participation was reduced in order to cut costs. Economy measures were stressed in all areas and many vacant positions were not filled in order to stay within the budget. User fees for revenue producing facilities were increased.

Lack of funds however, continued to plague the Division, and in September 1975 it led to the layoff of 352 full-time employees. Ralph Vanzant (Fig. 8.16) was named Chief on 16 October 1975 by ODNR Director Teater. Visitor attendance increased sharply at a time when the labor force was at a low point and hard pressed to provide needed services. The State Controlling Board released \$3.9 million from the State Emergency Fund to rehire the

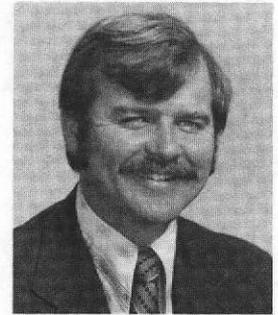


Figure 8.15. Rodney E. Cooper, sixth Chief of the Division of Parks and Recreation, 1973-1975.

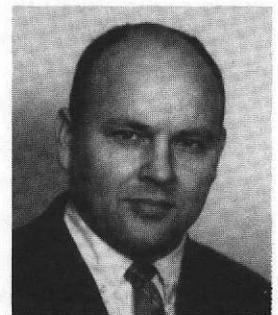


Figure 8.16. Ralph A. Vanzant, seventh Chief of the Division of Parks and Recreation, 1975-1979.

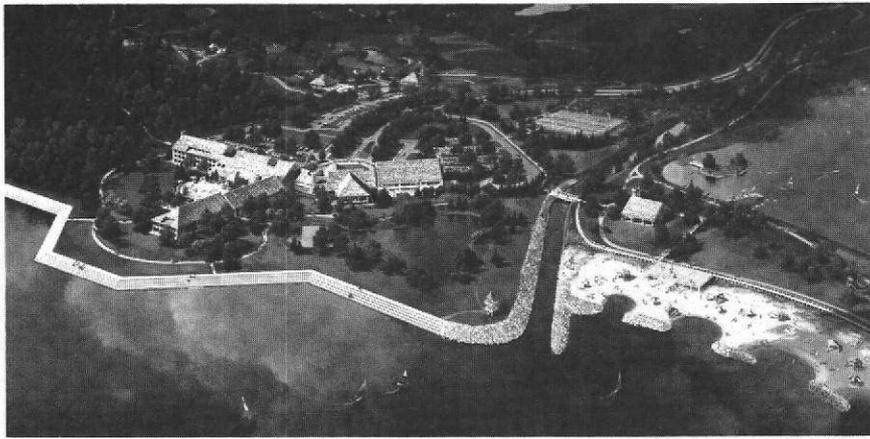


Figure 8.17. An artist's rendition during the planning phase of the lodge and recreation facilities at Maumee Bay State Park in Lucas County. Office of the Chief Engineer file copy.

laid-off staff. The People-to-the-Parks Program was discontinued as federal and State funds were unavailable.

Governor Rhodes during his second eight-year administration continued his strong support for the Ohio State Park system. A master plan for Maumee Bay State Park was initiated in 1975. State Representative Barney Quilter of Toledo, was an early promoter of Maumee Bay State Park and a strong supporter of the development of this vast recreational area (Fig. 8.17). Quilter had arranged the first acquisition of park land by the Department during the Gilligan administration, and he has continued to pursue funding throughout the development of the project.

Land acquisition for Great Seal State Park to preserve the scenic hills that inspired the Great Seal of Ohio was also under way in 1975. Plans ultimately included acquisition of 1860 acres to protect the natural heritage of the area.

A clientele group consisting of local campers and nature groups was developed in 1975 to help the Division gain support from the General Assembly. The Golden Buckeye Card, which was administered by the Commission on Aging, was introduced in the State Parks in 1976, giving Ohio senior citizens a reduced rate for selected fees. Also that year, Nedra Masten Bruggeman was appointed Park Manager at Van Buren State Park making her the first female to serve in that capacity for the Division. A new computer system was leased in 1976 for use by the Business Administration Section to speed up the payment of bills and handle the large volume of work. For the first time, the State Parks could track their expenses and have detailed budget information available in an instant.

The visitor center at West Branch State Park was developed in 1976 under the guidance of Chief Naturalist William C. Loebick. When the Recreation and Interpretive Naturalist Section was combined in 1977 to form the Program Section, Larry Henry became Chief

Naturalist. Under his leadership the now popular Malabar Farm Heritage Days Program (Fig. 8.18) was initiated as was the full-time naturalist program at Quail Hollow State Park.

Chief Vanzant, during the June 1977 meeting of the Recreation and Resources Commission, asked the Commission's approval for Park Rangers to carry a service revolver while on duty to assist the maintenance of public safety because of increased vandalism and other illegal activities. After an initial testing period, the carrying of sidearms became standard procedure for all State Park Rangers. Edward P. Goffos, Supervisor of the State Park Rangers at that time, developed a comprehensive program in which each ranger would have to qualify periodically on the gunnery range.

In 1978, the City of Cleveland sought assistance from ODNR to maintain its lakefront parks. Eventually, a 50-year lease was negotiated for the incorporation of these city parks into one unit, Cleveland Lakefront State Park. Considerable State funds have been used to improve this facility, and it has the highest annual attendance of all State Parks.

In an effort to conserve energy in 1979, in view of a national energy shortage, Governor Rhodes, ordered each department and agency of the State to "embark immediately" upon a program to reduce State gasoline consumption by ten percent due to an existing shortfall in normal gasoline supplies that threatened to close service stations. Park visitors were encouraged to use the State Park facility closest to their home. Punderson and Shawnee Lodges and



Figure 8.18. Earlier agricultural technologies are demonstrated at Malabar Farm State Park in Richland County. Division of Parks and Recreation file photo.

Figure 8.19. The Little Turtle Dredge at Grand Lake St. Marys State Park in Auglaize County. Division of Parks and Recreation file photo, August 1962.

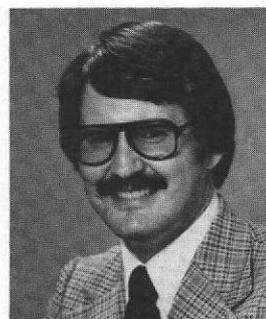
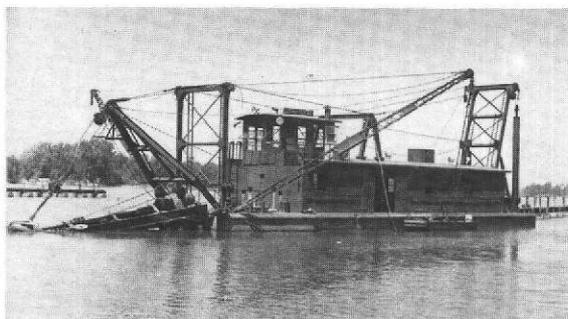
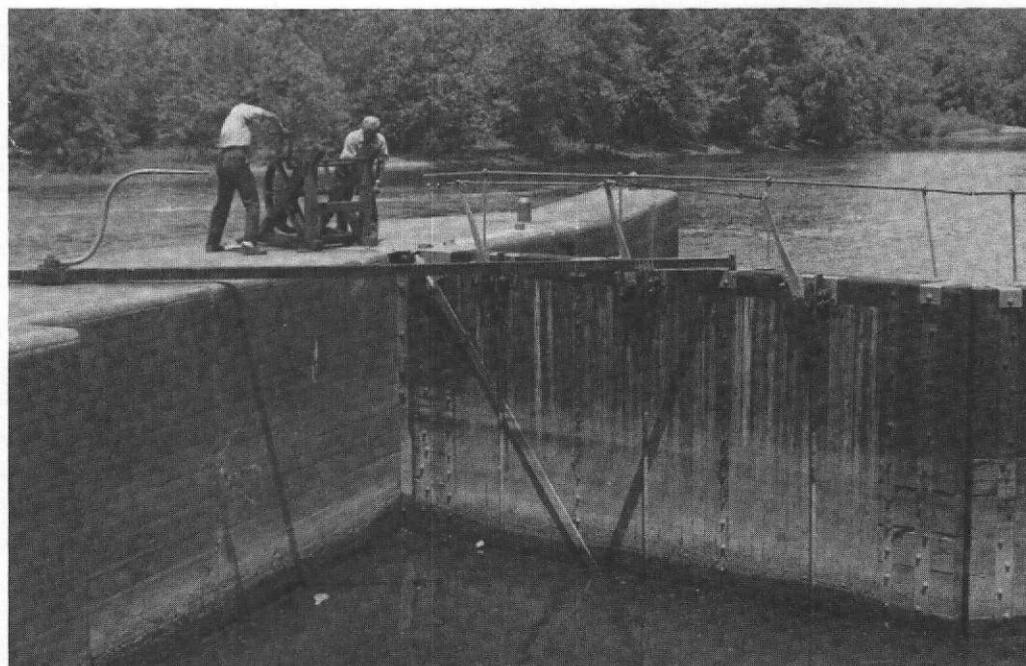


Figure 8.21. Donald G. Olson, eighth Chief of the Division of Parks and Recreation, 1979-1983.

Figure 8.20. The locks on the ten remaining dams on the Muskingum River are manually operated. The first dam was built in 1837 by the State of Ohio. From 1886, the locks were operated by the United States Army Corps of Engineers until 20 November 1958 when the entire system was returned to the State of Ohio. It is now administered by ODNR primarily for recreation as Muskingum River Parkway State Park and extends 93 miles from Dresden to Marietta. ODNR file photo.



seven cabin areas were temporarily closed; Burr Oak Lodge operated only on weekends and cabin operations at Salt Fork, Pike Lake, Burr Oak, and Hocking Hills were curtailed. Heated shower buildings and restrooms were kept open at ten camp areas. During the season, a slightly improved financial situation permitted some seasonal personnel to be recalled to handle the large numbers of warm-weather visitors.

The process of reclaiming heavily silted lakes through dredging had been the responsibility of the Division over the years (Fig. 8.19). This process allowed reclamation of water areas making them suitable for boating, fishing, swimming, and other water sports as well as providing useful land areas for State Parks. The Dredge Program was expanded in 1979 by adding a crew of twelve to dredge the smaller inland lakes. Prior to this, dredging had been limited only to the canal lakes and the Muskingum River Parkway (Fig. 8.20). Roy Darrah, Dredge Administrator, and Ralph Upp, Maintenance Administrator, worked closely on these projects.

Don Olsen (Fig. 8.21) became Chief on 6 December

1979 and for the first time the Assistant Chief position was replaced with two Deputy Chiefs, Larry E. Henry and Roy Witham. The districts were expanded to include an additional district supervised by Scott McKeever. The Information and Program Sections were combined and placed under Nancy Stranahan's direction. Full-time naturalists were established at Hocking Hills and Shawnee State Parks, and a working farm of the 1820's became a reality with the Paint Creek Pioneer Farm.

## THE CHALLENGES OF THE 1980'S

Maumee Bay State Park was opened the summer of 1981 and land acquisition continued for the proposed lodge, golf course, and park facilities using the master plan of 1975. Deer Creek Lodge (see Plate 7) was also completed for public use that year, at a cost of \$14 million.

Visitor attendance in Ohio State Parks reached 66 million in 1982, exceeding the visitor attendance that year of all other state park systems in the nation. The Volunteers in the Parks Program (VIP) was initiated and offered increased



Figure 8.22. John C. Cooper, ninth Chief of the Division of Parks and Recreation, 1983-1985.

public service to Ohio State Park visitors. The major objectives of the program were to enhance the visitors' experience and allow direct involvement of the public in the daily operations. VIP's serve as on-site campground hosts who greet visitors, help at special events, and assist and orient campers to State Park facilities.

Governor Richard F. Celeste began his first term in January 1983 and named Myrl Shoemaker as ODNR Director. John Cooper (Fig. 8.22) was appointed Chief on 23 May 1983. Five goals of the Division were to focus on Lake Erie, develop major facilities near metropolitan areas, provide more handicapped-accessible facilities, increase environmental awareness programs and projects, and encourage strong community involvement. Due to the magnitude of the budget shortage, the Division had to institute many short-range measures to balance its finances. An increase in existing fees was adopted to help offset the costs of inflation and budget restrictions. Rates were increased at State-operated golf courses, rental docks, and sleeping cabins at Lake Hope and Deer Creek's Harding Cabin. Increases in fees for services in other areas were implemented as well; however, the policy of not charging for entry into the State Parks continued.

The General Assembly appropriated \$1 million to the Division in 1983 for renovation and upgrading of existing State Park facilities. This marked the first time that funding was allocated by the legislature for this purpose; however, after severe budget cuts, the Division retained only \$250,000. A major effort to renovate and improve the facilities at South Bass State Park began by combining funding resources of the Division of Watercraft, Division of Wildlife, Capital Improvement Fund, and the State Park Renovation account. An

innovative concept in State Park vacation-housing was introduced for public use. The "cabent," a combination of the best features of a cabin and tent (Fig. 8.23), was about one-half the cost of a conventional cabin allowing the Division to offer the units for rent at a nominal price. This first year experimental prototype at South Bass was an instant success. The cabent won an Ohio Parks and Recreation Association award for the best park facility. The funding for renovations and improvements that year made a small but important contribution to the funding needed to improve other deteriorating recreational facilities, most of which were built prior to 1970.

Computer reports became a valuable tool in 1983. The cost-tracking program enabled the area managers and administrators to determine the accurate costs of projects which had been difficult to monitor through manual methods. The attendance program provided the Division, for the first time, with timely and complete attendance reports. This computer system increased data flow, and maintained outstanding quality control.

The Division embarked on capital improvement projects totaling over \$12 million in 1984. In conjunction with efforts by the Governor's Office of Advocacy for the Disabled, the Division accelerated improving access for disabled park visitors in 57 State Parks. The acquisition of land for the proposed lodge, cabin, and golf course development at Maumee Bay State Park, and a boat launch site at Buckeye Lake continued. House Bill 759 was enacted in 1984 and provided the opportunity for Park Rangers to be certified as Peace Officers.

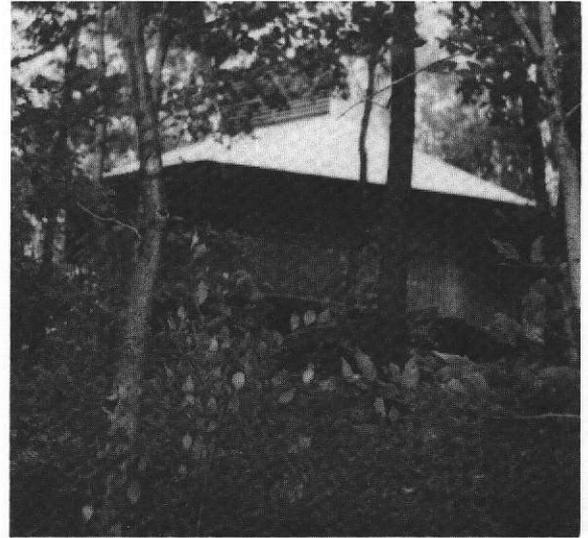
A major challenge for the Division was the defeat of Issues 2 and 3 on the 1984 November ballot. Issue 2 would amend the Ohio

Constitution to require that any "revenue raising bill" be passed by a three-fifths vote in both the Ohio House and Senate. Issue 3, nicknamed the "repeal" amendment, stated that any changes in the tax laws of the state enacted after a certain date, but before the effective date of this amendment, shall expire on a proposed date. Passage of these issues would have had a long-range negative effect on the Department's already limited budget. An effort to inform the public was successful, and the Division moved forward in developing the best State Park system possible.

In July 1985, Governor Celeste appointed Joseph J. Sommer as ODNR Director. Capital improvement funds amounted to over \$8 million for improvement projects completed or under construction during 1985. To improve the operations of the Division, research and new policy developments on issues such as special-event permits for organized activities, development of ranger and beach operation manuals, disciplinary procedures policy, and an evaluation of Park Managers' classifications were initiated. A survey was done in 1985 on State Park users and the most significant finding was that 44 percent of the Ohio population visit their State Parks at least once annually.

Stanley Spaulding (Fig. 8.24) became Chief 1 January 1986 replacing John Cooper who retired. A frequent-campers program was developed to provide campers who frequently use Ohio State Parks with a free night of camping. The Division amended a number of rules in 1987 that changed fees and discounts on State Park facilities. Personnel procedures were transformed with the arrival of the Fraternal Order of Police and The American Federation of State, County, and Municipal Employees union/labor contracts. Plans were

*Figure 8.23. Innovative cabents at South Bass Island State Park in Ottawa County combine the best features of a tent and a cabin and rent for a nominal price, considerably lower than a conventional cabin. Division of Parks and Recreation file photo.*



reviewed and discussed with the City of Youngstown and the Lake Milton advisory board to determine operational needs for the State's acquiring Lake Milton. A ten-year permit to continue dredge operations on the canalways and locks at Muskingum River Parkway was arranged with the Corps of Engineers.

Ground-breaking ceremonies for the Maumee Bay Lodge took place September 1988. Situated on the shores of Lake Erie, this newest State Lodge has 120 sleeping rooms, dining, meeting, and banquet facilities and was dedicated on 1 November 1990 (see Plate 24). Lake Milton became the 72nd State Park in 1988 adding almost 1200 acres of land and 1700 acres of water to the State Parks system. The Hocking Hills Visitor Center was opened in 1989. The VIP program expanded, and development of areas for handicap accessibility increased. Visitation to the State Parks for 1989 numbered 72,066,846 people. The Division adopted a State Parks Systems Plan that will set the pace and direction of the Division for the next several years.



*Figure 8.24. Stanley H. Spaulding, tenth Chief of the Division of Parks and Recreation, 1986 to the present.*

Even with the hardships of yesteryear, the State Parks have survived and prospered. The Division of Parks and Recreation now administers 72 State Parks (Fig. 8.25) in 60 counties with land totaling 127,277 acres and water totaling

79,751 acres. The State Parks offer 9345 campsites, 34 group camps, 7 bridle camps, Rent-a-Camps at 23 parks, 8 resort lodges, 5 18-hole golf courses, 64 swimming beaches, 483 miles of hiking trails, 358 miles of bridle trails, 74 miles of

backpacking trails, 10,000 seasonal lake boat moorings, and 63 parks with winter recreation.

The demands of Ohio's citizens and visitors often in the past have exceeded and continue to exceed the capacity of the State Parks to deliver the expected services. These continuing public pressures stimulate the General Assembly to appropriate funds for operation of the most significant State Park system in the Midwest and one of the top systems in the nation. Thanks are due to the early planners and managers of the State Parks and to those who continue to serve the State of Ohio and its citizens through its State Parks.



Figure 8.25. The State Parks in Ohio, August 1989.