

# Foreword

Natural resources are the foundation of all wealth and the essence of life itself. Soil, water, minerals, forests, and wildlife historically have engendered love and invited exploitation. By their very nature and closeness to our daily lives, natural resources are often the root causes of public controversy, economic struggles, or war itself. Sometimes they have been preserved with passion and sometimes pillaged for profit.

This book is about natural resources, and about public policy and management practices applied to them. It is the story of how one state has evolved the laws, structures, and policies to manage natural resources for public good. It is also a story about people—people who have played a major role in shaping Ohio's natural resource history.

While the genes of the Ohio Department of Natural Resources emerged from many agencies, the real body was born in 1949 from a monoecious parent, Amended Senate Bill 13. Shrewdly designed with wisdom of the times and vision for the future, Amended Senate Bill 13 has been Ohio's "Constitution for Resource Management." It is as sound today as it has been throughout four decades. During this time, the Department's structure has served as a model for many other states.

While the fundamental course of the Department has not materially changed, its people have. The directions of the Department have also changed with constituent demands and lifestyles. Natural resources themselves are changed through the actions of people and natural evolution. According to Robert Burns, "Nature's mighty law is change." This book is a valuable chronology of these changes. Its real value lies in the fact that the Ohio Department of Natural Resources' people and their actions have been as much legend as history.

Remaining yet to be told are the countless novel stories behind the scenes: stories of public pressure, political intrigue, conflicting philosophies, self-serving egos, and faddish crusades; stories of unselfish professional dedication, personal sacrifice, dogged determination, and faithful public service by thousands of employees and volunteers. But these are stories for other times and other documents.

Director Joe Sommer deserves much credit for setting the mission and leading the production team for this book. Dan Atzenhoefer worked tirelessly in selecting authors, soliciting manuscripts, and clarifying the myriad details. The many authors worked faithfully to assemble the valuable information contained herein from seasoned memories and dispersed records. And finally, special appreciation should go to Editor Dr. Charlie King who organized all the material and applied editorial style and continuity.

The people of Ohio deserve to know and will long be proud of this valuable part of our history.

Robert W. Teater, Ph.D.  
Director, Ohio Department of Natural Resources  
1975-1983

# Preface

On 29 May 1986, Joseph J. Sommer, Director of the Ohio Department of Natural Resources, authorized creation of a Task Force of retired and active ODNR professionals (see Plate 26) to prepare a factual and lively documentary of the conservation movement in Ohio with focus on the 40 years of ODNR's administration. Enthusiasm displayed by the retired members of the Task Force motivated other cooperators both inside and outside the Department. The retired authors especially have given freely of their time and energies in preparing and revising their manuscripts. The production of this book has been long and hard, and rewarding. The process has created a professional camaraderie under the umbrella of the Ohio Department of Natural Resources.

This book is a chronicle of activities of ODNR and its predecessors. The record begins with the Northwest Ordinance in 1787 and concludes primarily with the 40th birthday of the Department, 11 August 1989. Exceptions to this time frame are indicated. The 40th anniversary of ODNR marked a most appropriate opportunity to record the Department's activities. Each year, the number of those who were involved in ODNR's formation and those who served during its early years becomes diminished. Those seasoned survivors have proved to be invaluable and irreplaceable sources of much of the information recorded in this book. Were this recording left for a Golden Jubilee publication, much of the information herein would not be available to compilers of a 50th anniversary volume.

The organization of this book reflects both the statutory authority assigned to ODNR and the chronology of natural resources legislation in Ohio. After an introduction to the Department, including its origins, Directors, and Commissions, discussions of the Divisions are presented in chronological sequence according to the date of the initial legislation which created either the Division or an entity of State government directly ancestral to the Division. In 1973 during Director Nye's term of service, several administrative units were elevated to divisional status by an Executive Order, but they functioned for only about two years. Two of these are considered Divisions in the traditional sense in this book and are discussed in Chapter 20. The Office of Chief Engineer is the only Office in ODNR with statutory authorization, and it is discussed first among the Offices. The other Offices have been created administratively, and have had various names, responsibilities, and organizational affiliations over the years. They are presented in alphabetical order of their current name. The basic reference for editorial style, grammar, and spelling is *Webster's Ninth New Collegiate Dictionary*, 1988. Merriam-Webster Inc. Springfield, Mass. 1562 pages. Adaptations have been made when deemed appropriate by the Editor.

The development of legislation and administrative patterns relating to use and management of natural resources in Ohio since statehood demonstrates an excellent example of humans operating within a democracy to accomplish desired goals. Only brief discussions of this aspect, however, are presented in this Preface and in a few chapters because this topic was not a primary objective of this book. Those volumes which document the political philosophies undergirding development of policies and which interpret the scientific analyses of the various patterns of administrative practices associated with natural resources and ODNR remain to be researched and published. Sources of information to be investigated in such pursuits include the Annual Reports of the Department, the Director's Journal, minutes of the associated Commissions and Councils, the numerous publications of the Department including *The Ohio Conservation Bulletin*, and the original manuscripts prepared for this volume. These manuscripts, the edited versions thereof, and taped interviews associated with production of this book have been deposited in archives at the Ohio Historical Society.

In an effort to gain insight into the activity surrounding enactment of Amended Senate Bill 13 which created ODNR in 1949, we arranged to interview in 1988 two of the principals involved with this legislation. United States Senator Frank J. Lausche, in his 92nd year, was very accommodating in relating his recollections when he as Governor of Ohio signed the Bill into law. He strongly supported the concept of a unified agency to protect and manage Ohio's natural resources. He explained how he had developed a great concern for these resources primarily because of two factors: 1) the revulsion he experienced as a young man on seeing the scarred landscapes of eastern Ohio strip mines, and 2) his close association with noted Ohio author and conservationist

Louis Bromfield. Senator Lausche extolled the bipartisan support for the Bill and was generous with his praise for numerous individuals and conservation organizations who assisted with its passage. The principal author of Amended Senate Bill 13 was Senator Clingan Jackson of Youngstown who also spoke to us of the importance of the bipartisan support for the Bill. He made special reference to Senator C. Stanley Mechem of Nelsonville, the cosponsor of the founding legislation.

The nonpartisan, commission-style structure of the Department, the statutory model of which was forged in bipartisanship in 1949, was revised in 1963 to that of an executive-style model. At that time, legislation was enacted which provided that the Director would serve at the pleasure of the Governor by making their terms concurrent. Likewise, the Chiefs of Divisions and Offices would serve at the pleasure of the Director. This revision directly provided for significantly more communication with and support from the Governor for Department budgets and programs. Major expansions of the Department's activities and facilities occurred promptly. This revision also indirectly allowed the inclusion of partisan and patronage issues into the process of staffing classified administrative, professional, and service positions. With some occasional jolts, professionalism of personnel has basically survived. Statutory bipartisan membership of the various advisory Commissions and Councils was not eliminated in 1963, and this feature continues to serve well the Department and the citizens of Ohio.

During ODNR's four decades, many changes have evolved in the understanding and management of natural resources. In 1949, Aldo Leopold argued for stewardship ethics in *A Sand County Almanac*. In 1962, Rachel Carson warned of problems associated with indiscriminate use of pesticides in *Silent Spring*. Lake Erie was pronounced "dead" in the late 1960's, and the Cuyahoga River burned in 1969. The first Earth Day was celebrated in 1970. The intrinsic values of wetlands were officially acknowledged in 1985. From these and other happenings, new terms and concepts have invaded the domain formerly reserved for the term "conservation." Such terms as the following are now in common use within the "conservation community": ecology, environmental impact statement, endangered species, preservation, reclamation, stream and habitat restoration, recreation, multiple use, safety and awareness programs, nongame, minimum well spacing, nonpoint source pollution, aquifer recharge, pollution abatement, air quality, clearcutting, no-till farming, sustainable agriculture, recycling, computerized modeling, primacy, wetland mitigation, and holistic approach.

The general realization of the interconnectedness of natural systems requires efficient interactions on a continuing basis between diverse centers of expertise to generate appropriate answers to questions relating to the wise use of natural resources. The various Divisions and Offices of ODNR are such centers, and the capabilities of ODNR to address problems and provide credible solutions are substantial—quite in accord with the goals of Amended Senate Bill 13.

Effective management of Ohio's natural resources in the future will be demanding and complex. This book is offered to those individuals who will be involved with making those decisions with the hope that knowledge of past activities will assist development of wise decisions for the future. As expressed in an old adage, "Knowing how we got where we are is vital to knowing where to go from here."

Charles C. King, Editor  
Executive Director  
Ohio Biological Survey  
College of Biological Sciences  
The Ohio State University

Daniel R. Atzenhoefer, Assistant Editor  
Special Projects Administrator  
Division of Litter Prevention and Recycling  
Ohio Department of Natural Resources

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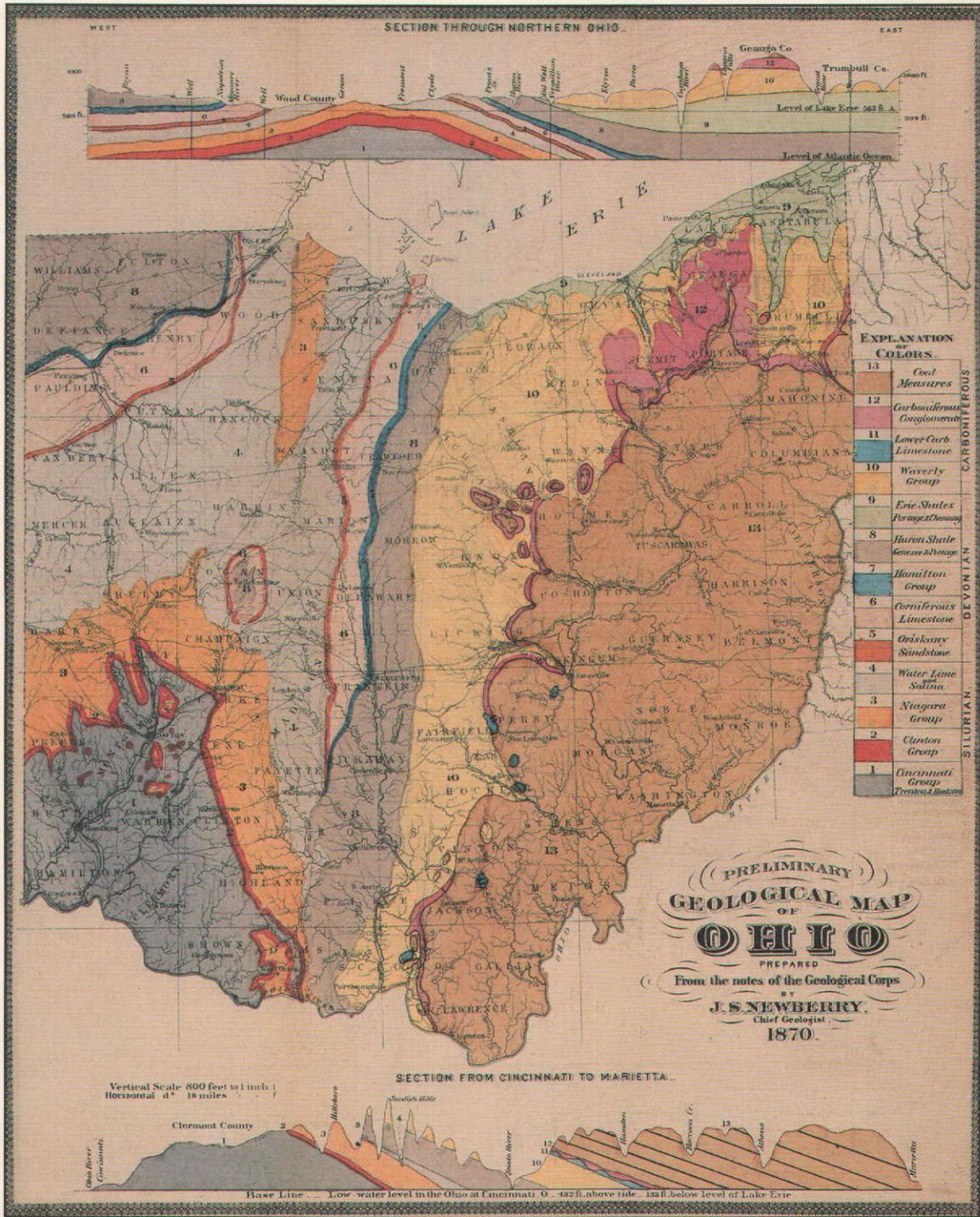


Plate 1. The first official geologic map of Ohio was prepared by second State Geologist John S. Newberry for Report of Progress in 1869. This hand-colored map was a remarkably accurate portrayal of the state's bedrock geology. Color separation courtesy of Timeline, Ohio Historical Society.

A  
Legacy  
of  
Stewardship

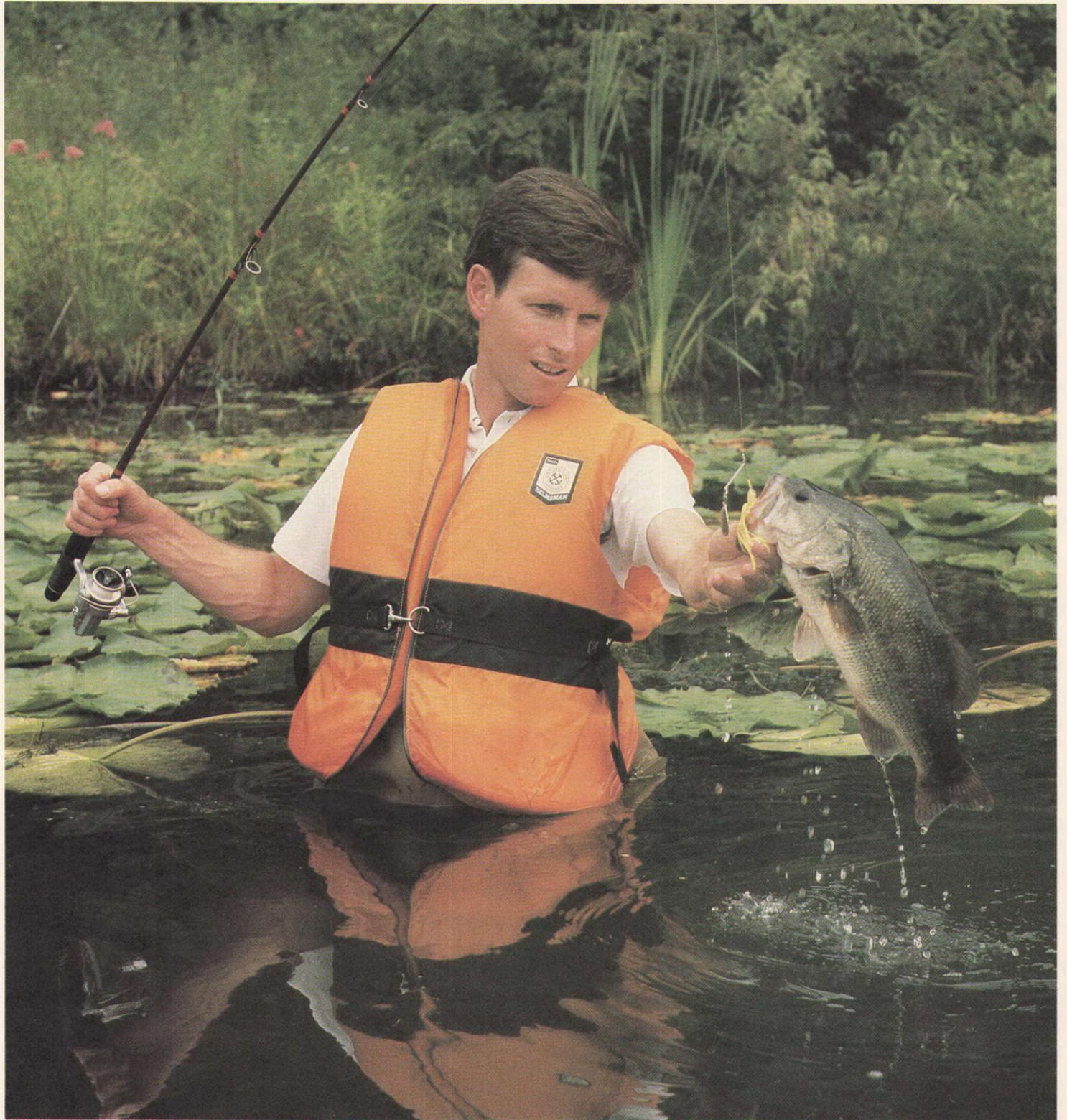




Plate 2. (far left) **Chip Gross**, Education Officer, Division of Wildlife, demonstrates that largemouth bass fishing in Ohio's inland waters can be a rewarding experience. Photo by Ron Keil, 1988.



Plate 3. (top) The Division of Wildlife through its nongame program has greatly assisted recovery of bald eagles in Ohio, from only four pairs in 1975 to twelve pairs in 1989. This nest and bird were photographed near Sandusky Bay in Sandusky County by Edward F. Hutchins, circa 1968.

Plate 4. (bottom) Wild turkeys are once again found in Ohio woods as a result of research and relocations by the Division of Wildlife. **James A. Bunn**, Wildlife Officer, shows that relocations involve hands-on techniques. Photo by Ron Keil, circa 1982.



*Plate 5. A half-century of a forest and a man—Eliot Miles of the Division of Forestry among white pine trees his own age in Waterloo State Forest in Athens County, now a part of Zaleski State Forest. Photo by Robert Redett, 1968.*

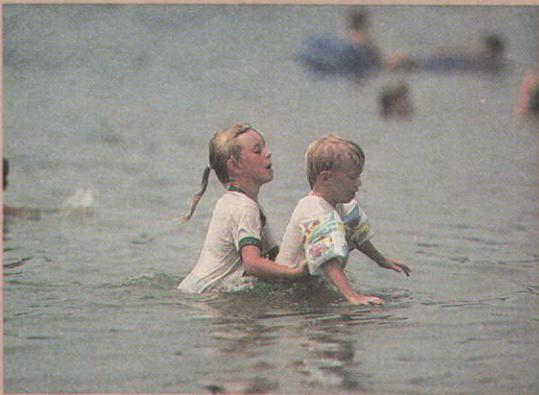
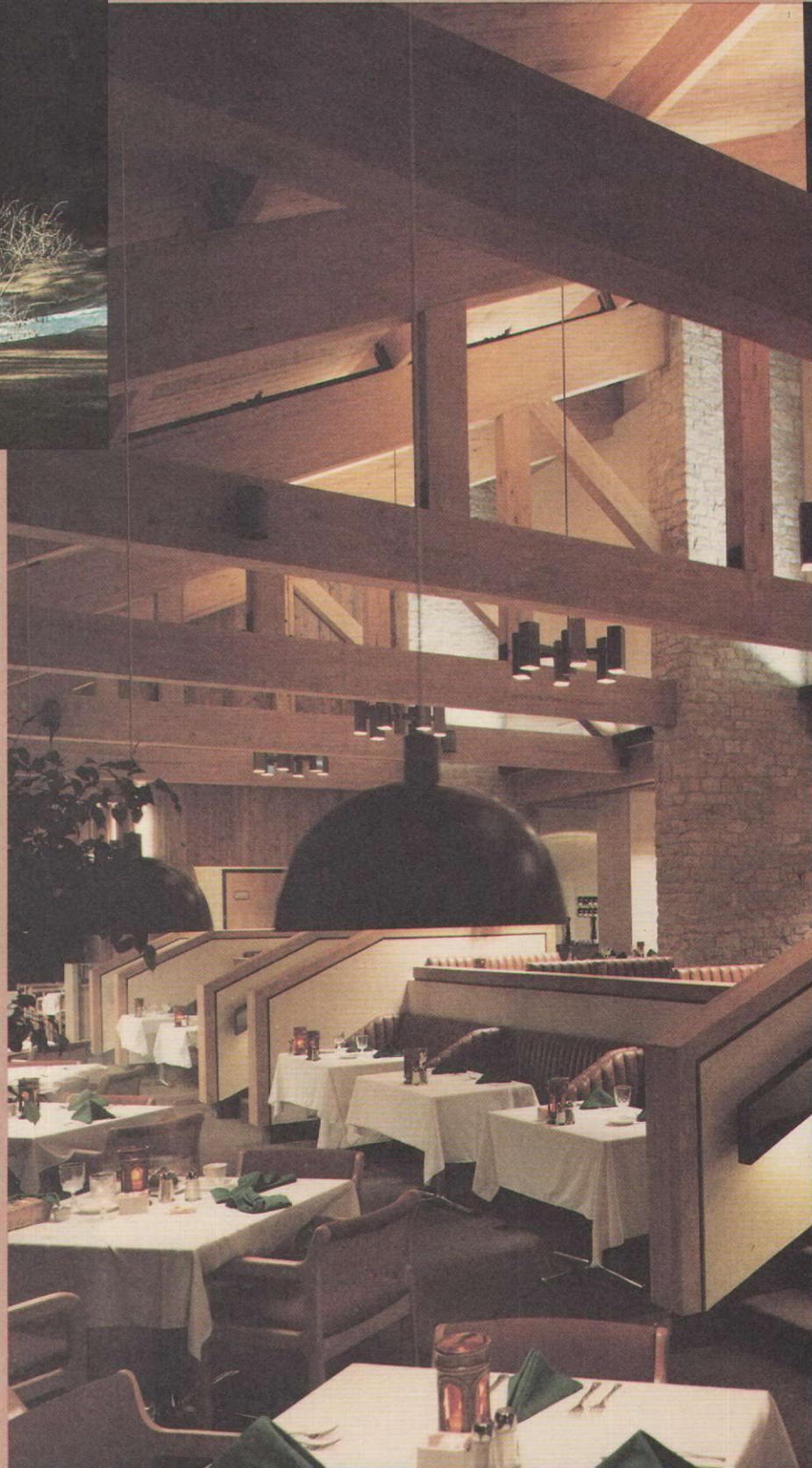


Plate 6. (top) The ice falls at Ash Cave in Hocking Hills State Park frequently provides a striking climax to the very popular Annual Hocking Hills Winter Hike conducted by the Division of Parks and Recreation. File photo.

Plate 7. (right) The dining facilities at Deer Creek Lodge in Deer Creek State Park in Pickaway County. Design and construction of the lodge was coordinated by the Office of Chief Engineer. Photo courtesy of James Swartzmiller.

Plate 8. (above) Ohio State Parks provide excellent opportunities for that first swimming lesson. Photo by John Lumpe, July 1988.





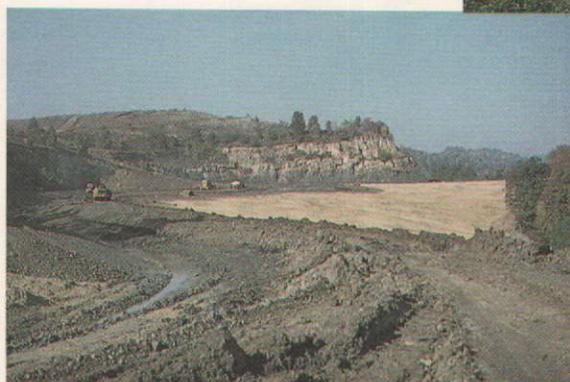
*Plate 10. Erosion of the Lake Erie shore is a continuing problem. A concrete revetment was designed and installed by the Office of Chief Engineer in 1975 to protect the bathhouse at Geneva State Park, Ashtabula County. Photo courtesy of James Swartzmiller.*



*Plate 11. Contour strip-cropping was one of the first and most visible of the soil conservation practices introduced during the 1940's in the hill country and the rolling portions of Ohio. Division of Soil and Water Conservation file photo.*

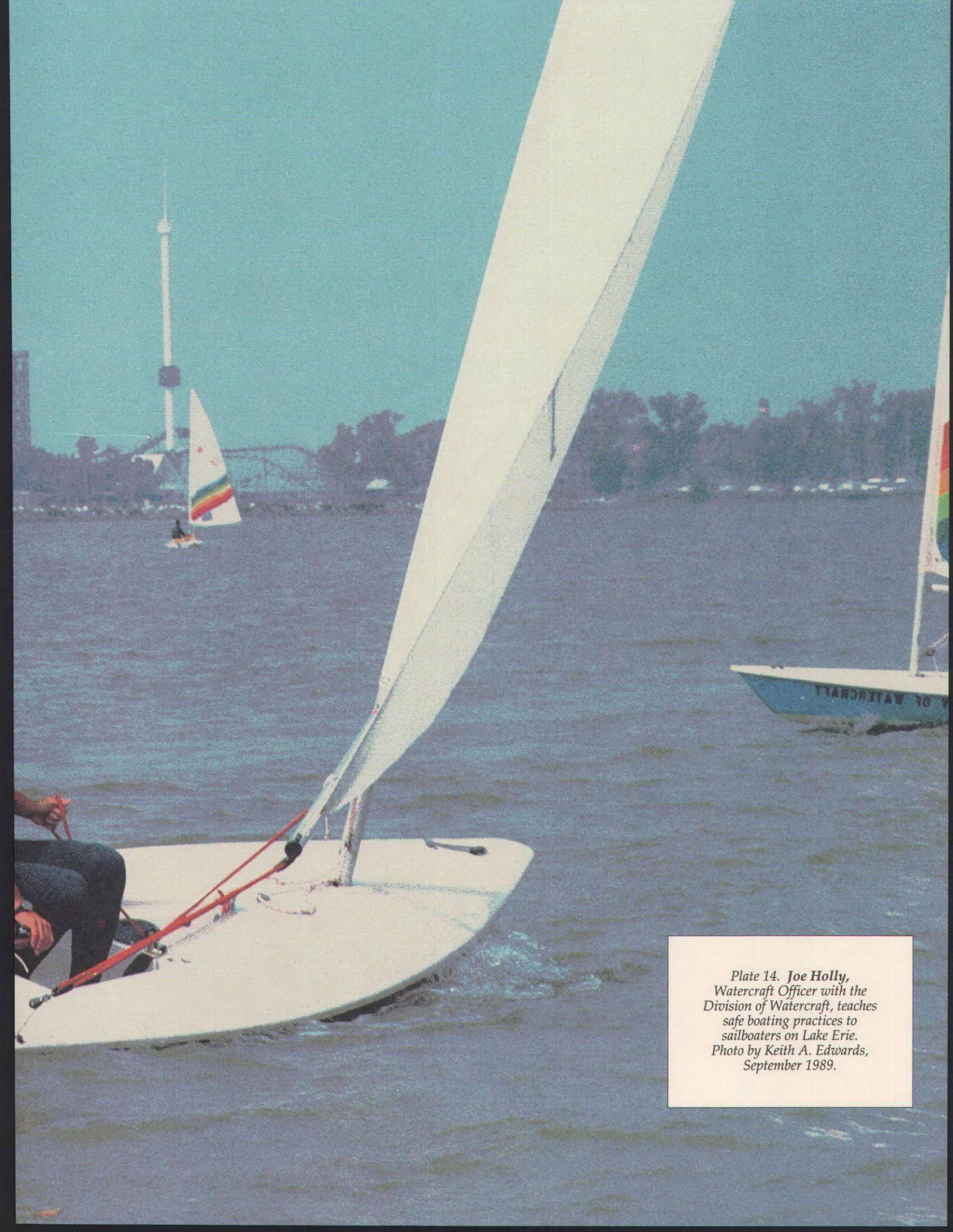


*Plate 9. (far left) "One-sided modification" on Town Creek, Van Wert County, is part of the Little Auglaize Public Law 83-566 Project. This technique is useful to mitigate negative environmental impacts associated with construction and maintenance of drainage projects by providing benefits of shading and adjacent woodland communities and double-winged deflectors, structures beneficial to fish populations. The State shared in the costs of this project via the Division of Water. Details of one-sided modification are presented in Ohio Stream Management Guide as published by ODNR in 1986. Photo by Lenny Black, May 1985.*



*Plate 12. (left) This surface mine in Noble County was abandoned prior to being reclaimed. The Abandoned Mined Lands Section of the Division of Reclamation, using funds approved by the Board on Unreclaimed Strip Mined Lands, reclaimed this site in 1989 as shown in Plate 13 (above) in July 1989. Division of Reclamation file photos.*





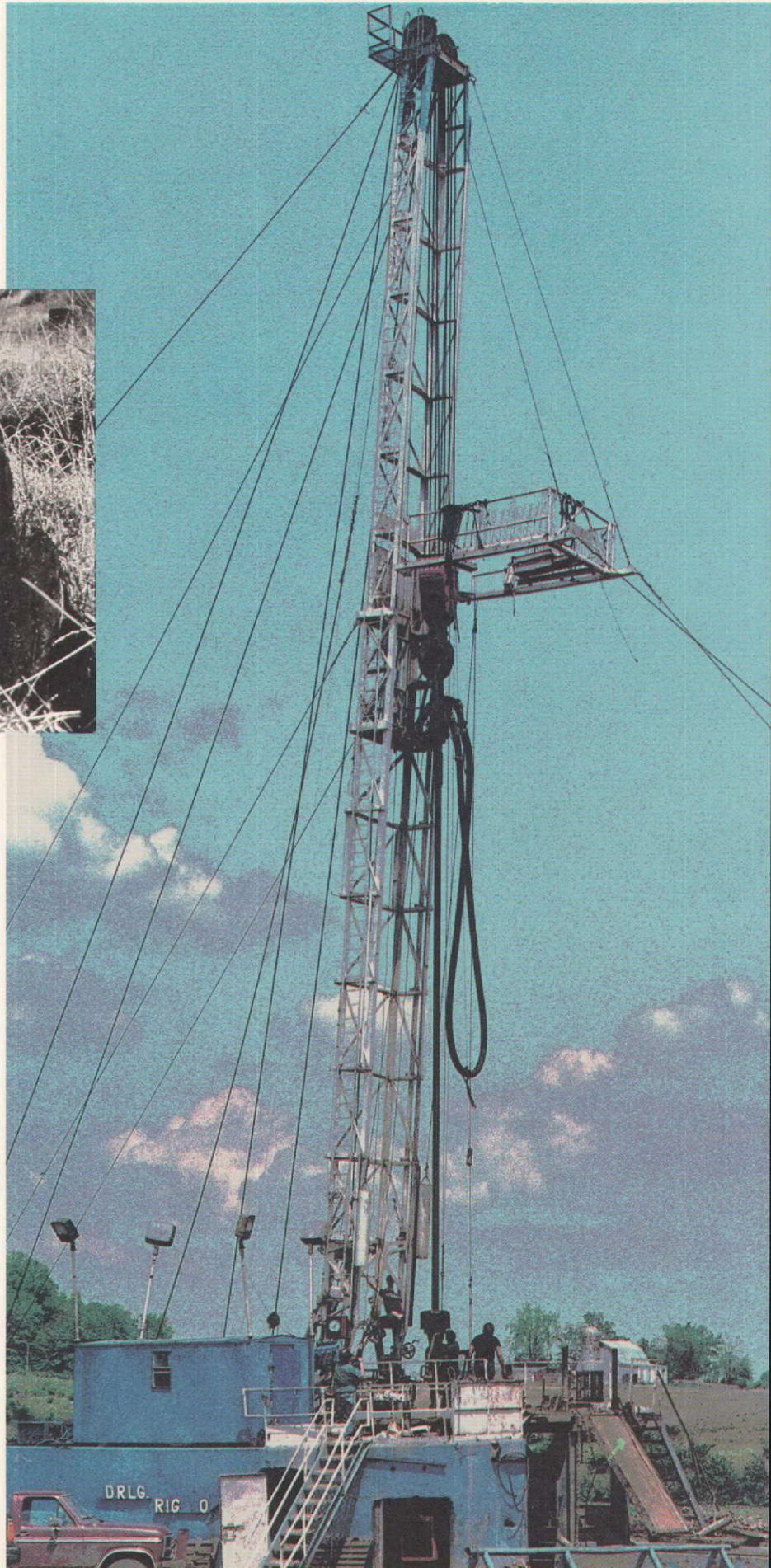
*Plate 14. Joe Holly, Watercraft Officer with the Division of Watercraft, teaches safe boating practices to sailboaters on Lake Erie. Photo by Keith A. Edwards, September 1989.*

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*Plate 15. (above) The sycamore log casing of a saltwater well drilled in 1814 still survives near South Olive in Noble County. This well periodically discharged oil (then considered a nuisance) and reportedly was the first drilled well in the world to deliver oil. Division of Oil and Gas file photo.*

*Plate 16. (right) Large rotary drilling rigs, such as this one in Morrow County, were common in oil and gas fields during the Morrow County Boom of the early 1960's. Inadequacies in the law at that time led to enactment of legislation in 1965 which created the Division of Oil and Gas. Photo by Bill Foreman, June 1990.*



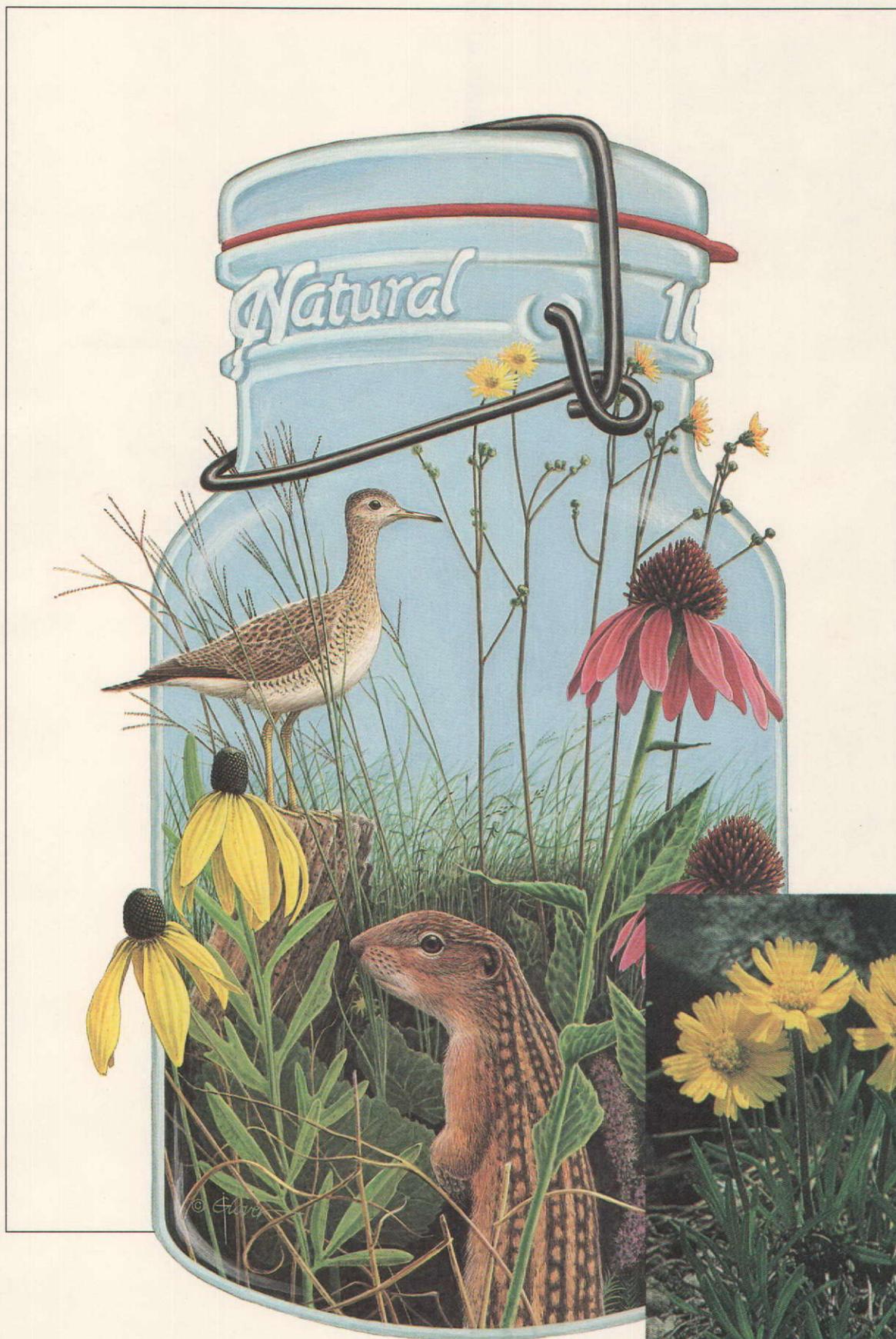
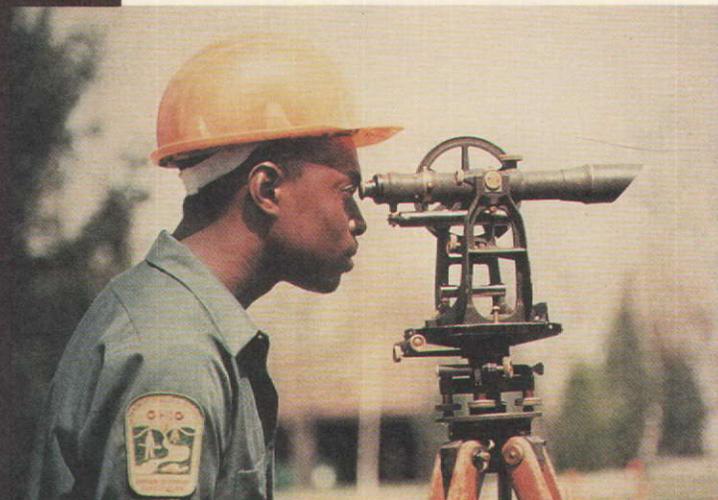


Plate 17. (left) Preserving Ohio's prairies provided the theme in 1986 for this painting by ODNR Artist Jim Glover, to promote contributions to the Division of Natural Areas and Preserves via the Income Tax Refund Checkoff Program.

Plate 18. (below) The Lakeside Daisy State Nature Preserve in Ottawa County protects significant portions of the only remaining natural population in the United States of this Ohio endangered species. Photo by Guy Denny.





*Plate 19. (left) ODNR was honored in 1978 by receiving the prestigious George Washington Honor Medal from Freedoms Foundation at Valley Forge. The award recognized the documentary film, Summer Challenge: The YCC in Ohio, a production of ODNR's Office of Public Information and Education.*

*Plate 20. (above) Learning the use of the transit in programs of the Division of Civilian Conservation helps develop occupational skills useful in future employment. Division of Civilian Conservation file photo.*



Plate 22. The first Clean Up Ohio Day was celebrated in Salem with a parade organized by the local litter control program in April 1981. Division of Litter Prevention and Recycling file photo.

Plate 21. Back half of the book jacket created by Mary Lake Hoffelt was produced jointly by the Ohio Conservation and Outdoor Education Association and the Office of Litter Control in 1985. The Outdoor Activities Club at Shawnee State Community College mailed 70,000 of these to all sixth grades in Ohio.

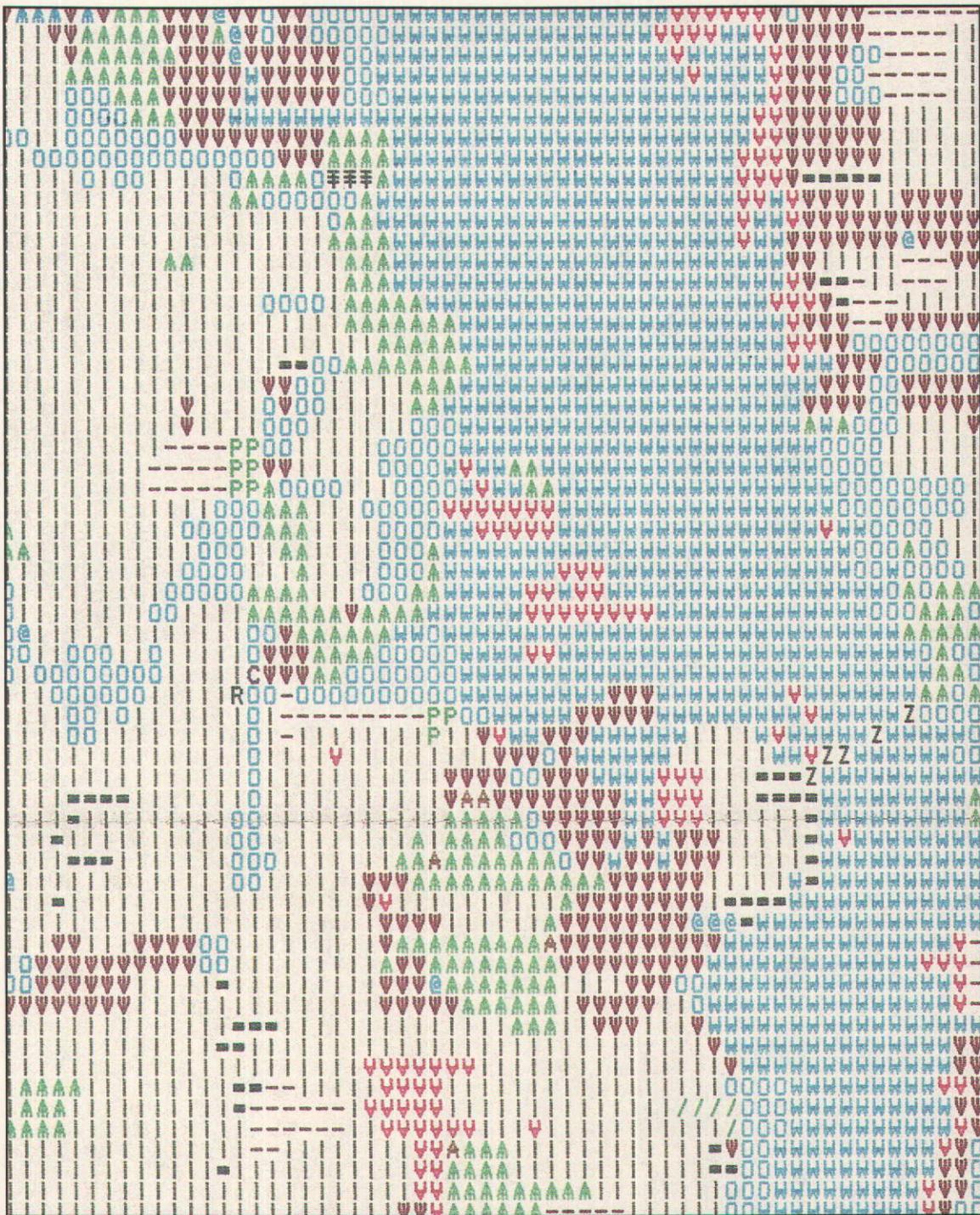


Plate 23. Computer-generated maps of soils, ground water, geology, and land use are produced by the Ohio Capability Analysis Program (OCAP) of the Division of Soil and Water Conservation and provided to local government officials for their use in planning and zoning efforts, development reviews, and resource management decisions. Symbols on this map represent land uses on grid cells of approximately one acre, for example, **I** = cropland, **O** = residential area, **W** = water, etc. This map depicts the land use/land cover of a portion of Genoa Township, Delaware County, including Hoover Reservoir, as interpreted from a 1979 aerial photograph and printed 24 October 1990.

Plate 24. Maumee Bay Lodge at Maumee Bay State Park on Lake Erie just east of Toledo is Ohio's newest. It was dedicated on 1 November 1990 as the centerpiece of the most comprehensive and concurrent development of a State Park ever undertaken by ODNR. Photo by Dennis Brown, October 1990, and provided to the Office of Chief Engineer by courtesy of SSOE, Inc.



Plate 25. In 1981, the Miami Conservancy District completed a \$450,000 Land and Water Conservation Fund grant to develop the downtown Dayton riverfront as shown here. The federal LWCF program, administered by the Office of Outdoor Recreation Services, has provided funding for every major downtown urban riverfront in Ohio. Office of Outdoor Recreation Services file photo.



Plate 26. The original members of the Ohio Department of Natural Resources History Task Force as authorized by ODNR Director Joseph J. Sommer at their first meeting on 27 June 1986. From left to right, seated: Irving I. Dickman, Director Sommer, Sherman L. Frost, and Ernest J. Gebhart. Standing: Merrill C. Gilfillan, Ralph J. Bernhagen, Robert B. Redett, Floyd E. Heft, Robert R. Finlay, and Daniel R. Atzenhoefer (Chair). Photo by Bob Shanaman.



Plate 27. Some shoulder patches formerly used within ODNR and its predecessors. Assembled by Jackie Kuipers and photographed by Michael D. Williams.

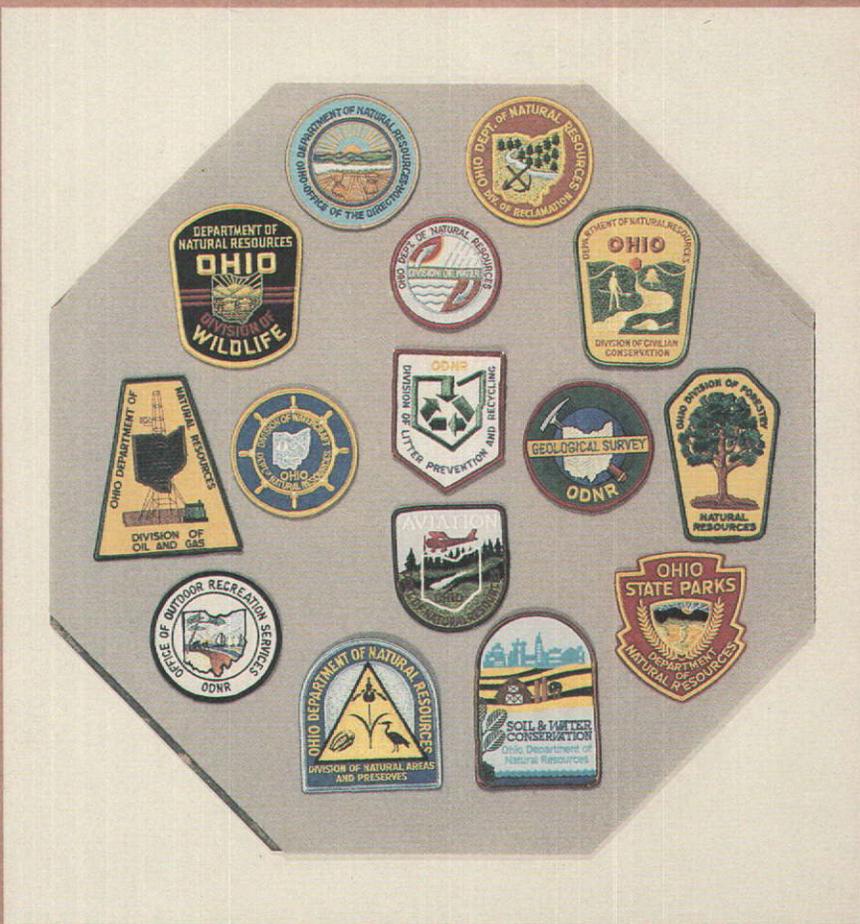


Plate 28. Some shoulder patches currently used within ODNR. Assembled by Jackie Kuipers and photographed by Michael D. Williams.