

The Baileys Trail System: Connecting Communities and Innovative Financing

Danny Twilley, Ph.D

Ohio University
Assistant Professor
Parks, Recreation, and Leisure
Studies

Dawn McCarthy, Ph.D

Wayne National Forest
External Relations Officer

Seth Brown

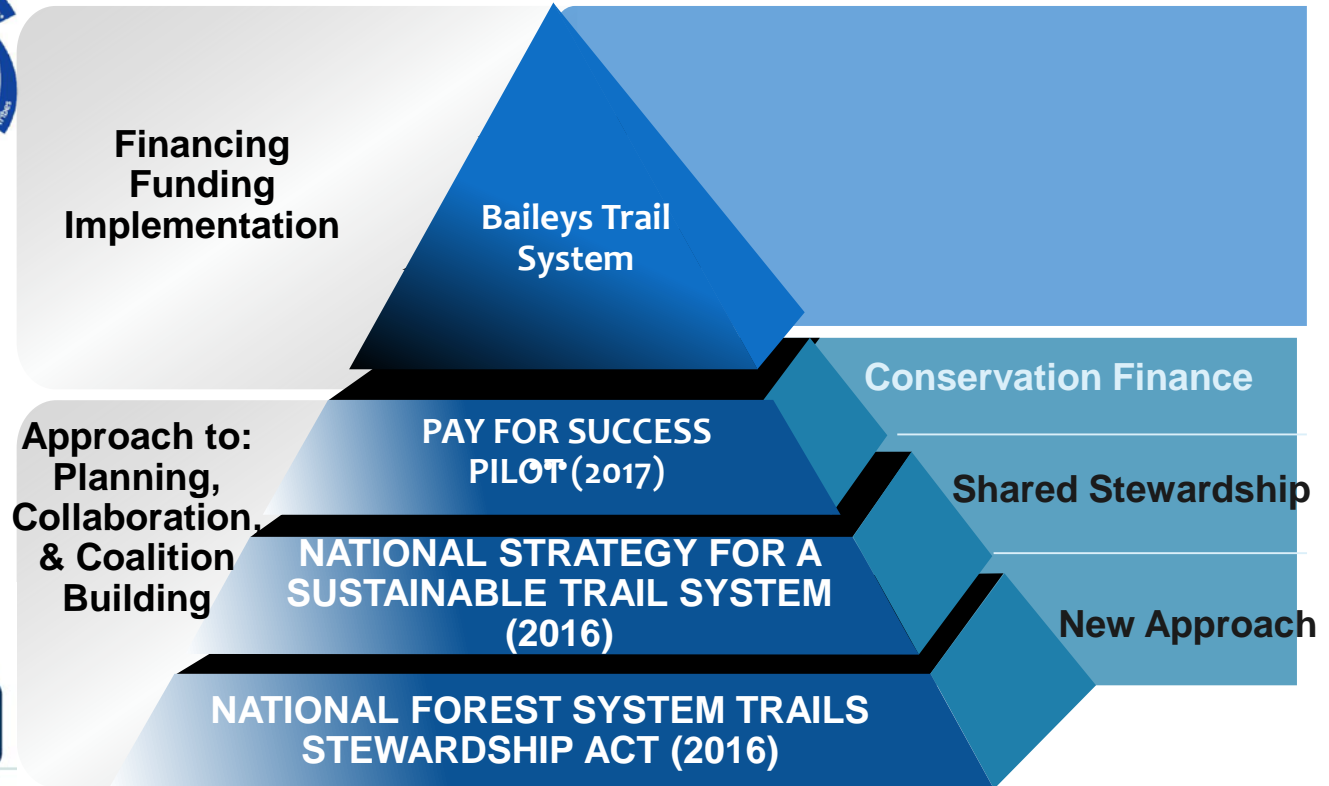
Quantified Ventures
Director



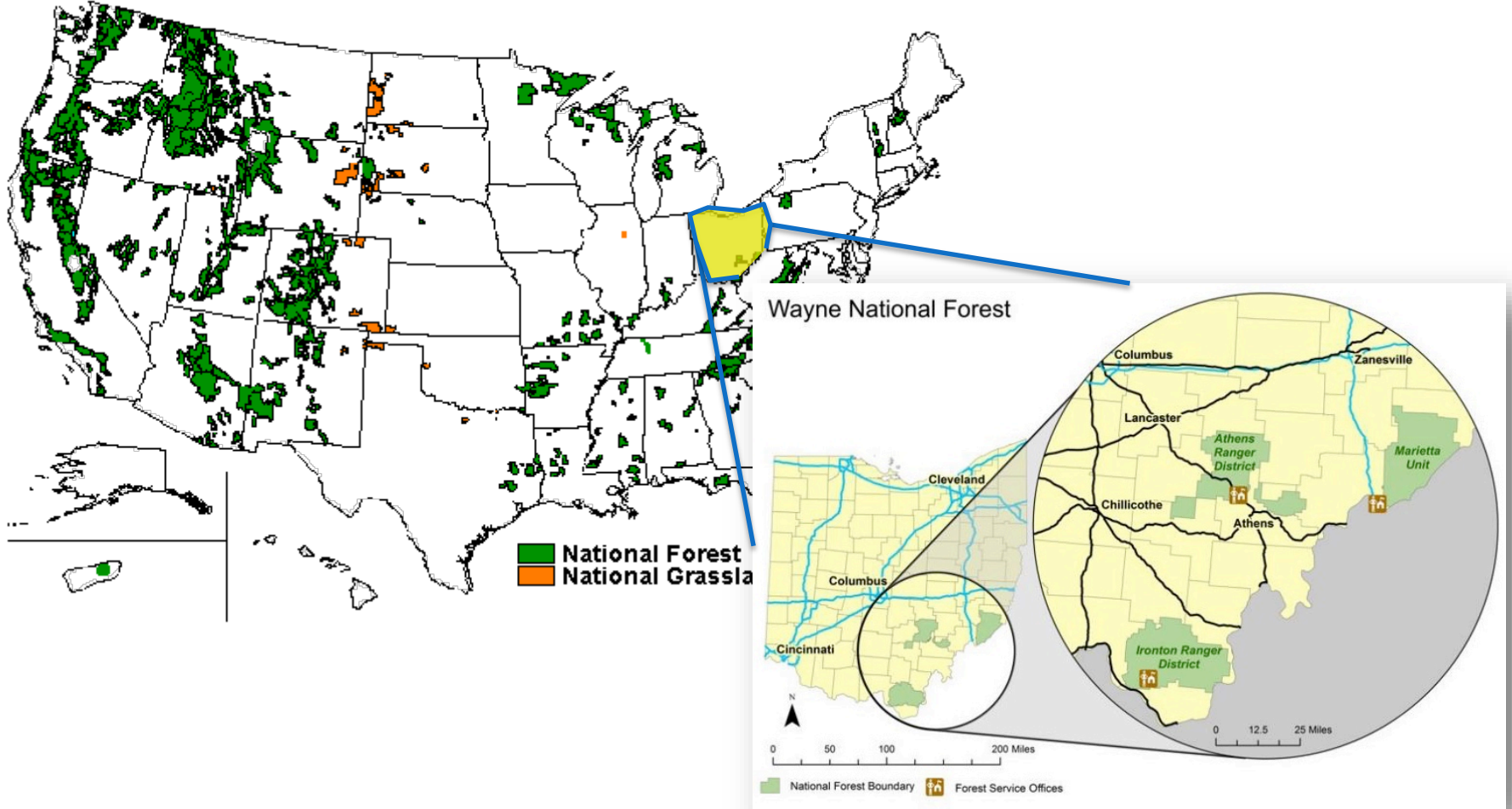
The Shared Stewardship Model

Model of Shared Stewardship:

Shifting from the Forest Service attempting to “do it all” to meet the expectations and needs of trail users and stakeholders to a model where the Forest Service trail Users and stakeholders from a collective community of stewards who provide support to and receive shared benefits from trails



Where? The Wayne National Forest Ohio's Only National Forest



Athens County Has Incredible Assets: Serve as the Foundation to Capture Outdoor Recreation Enthusiasts

Strong Foundation; Great Potential

- Athens is known throughout the region for its strong alternative culture that highlights local
 - Beer
 - Music
 - Food
- All of these are the fundamental tenants that tourists value, particularly outdoor recreation enthusiasts



Local Foods

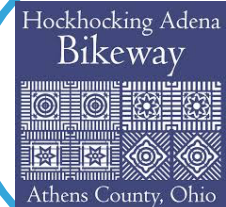
Small Town Charm



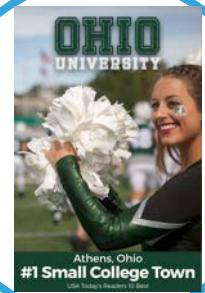
Beer Culture



Bikeway



Universities + CC



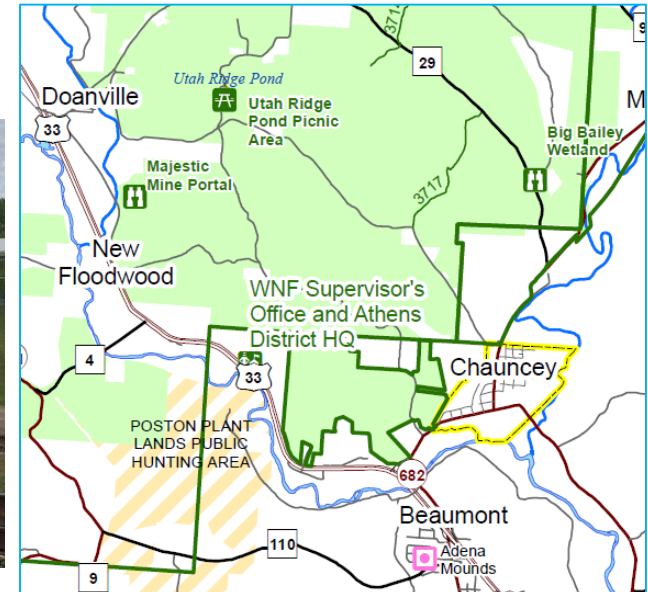
Arts & Music



Athens County Also Has Small Communities with Little to No Economic Opportunities

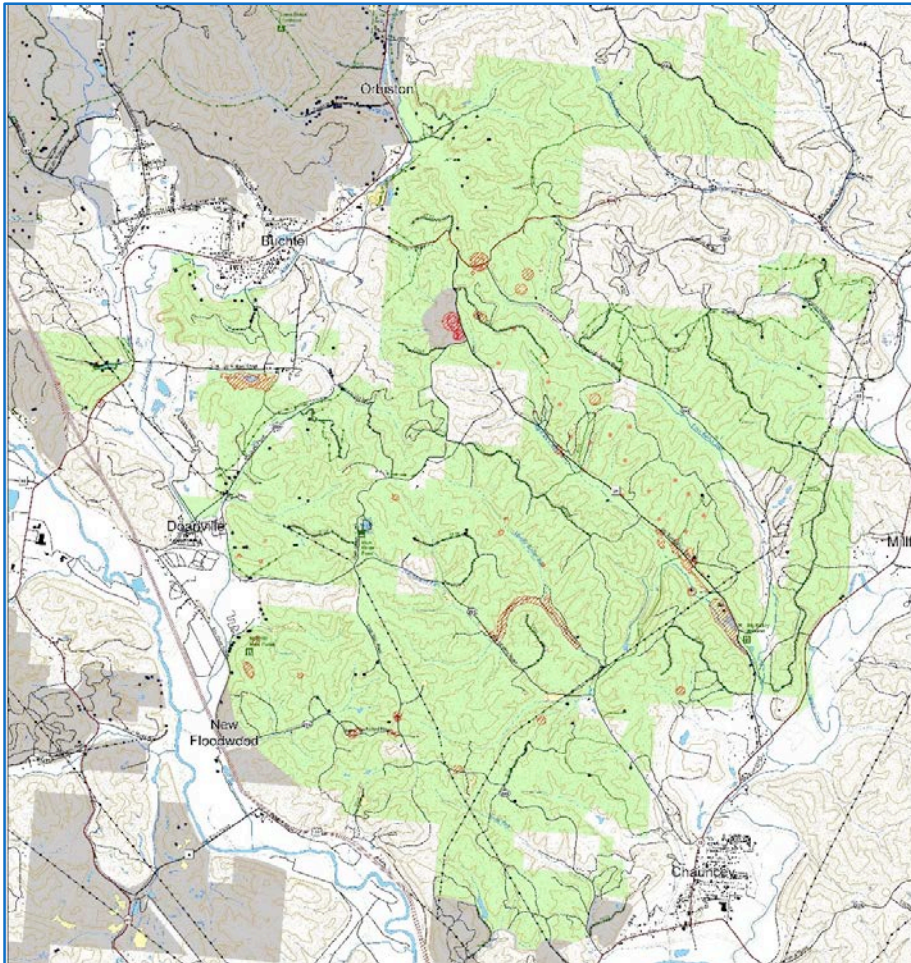
Forgotten Communities

- No economic development
- Little to no access to safe physical activity
- State highways & railroads bisecting communities



Re-envision the 9,000 acres Baileys Parcel For the Potential of a Large Scale Trail System

A Blank Slate:



Initial meeting: January 2016

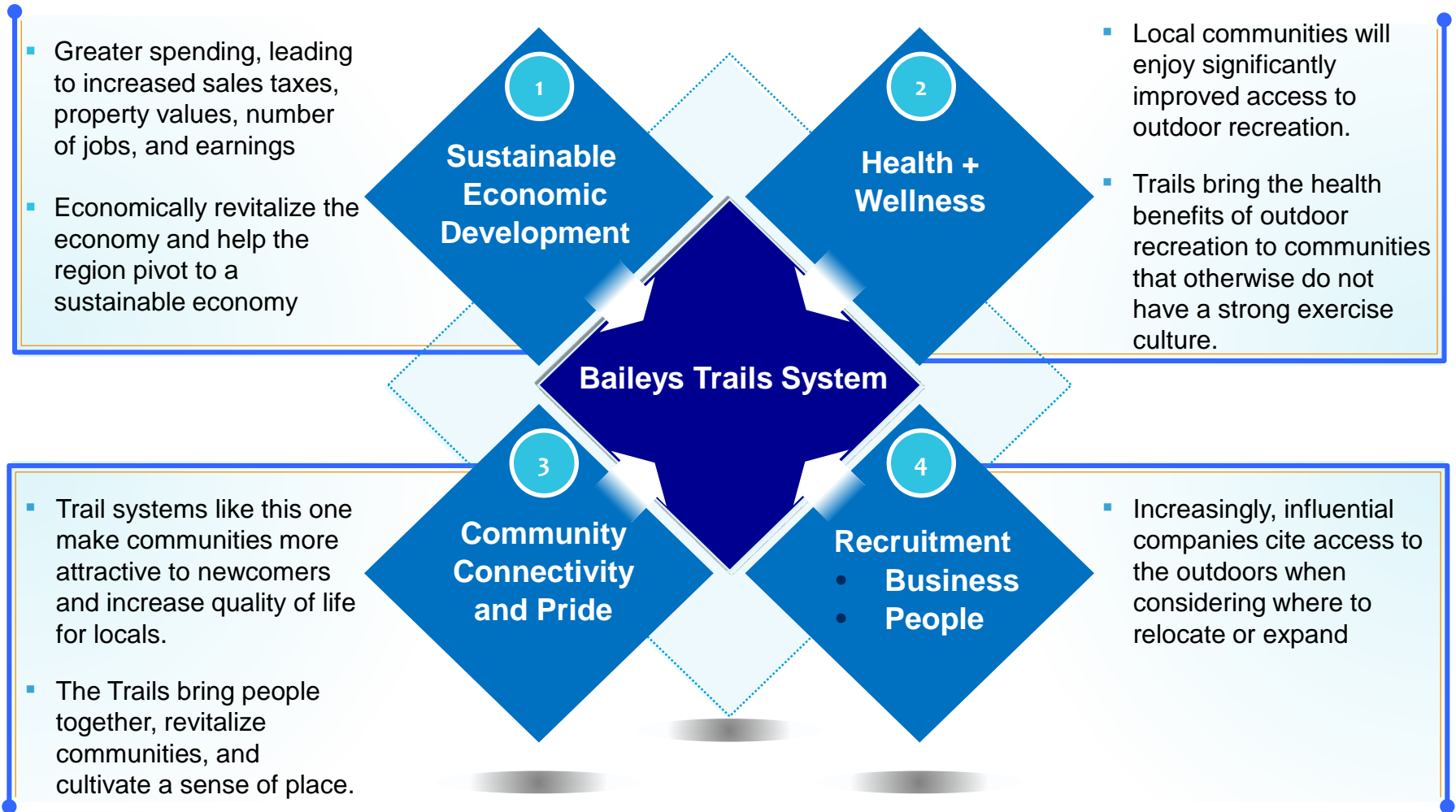
- 9000 acres
- How to start?
- How many miles to consider?
- What is our vision?
- How will we achieve it?



First Steps

- Two stakeholder meetings in early 2016
 - Determine what is important to communities
- Working group established April 2016
- What do we want in Master Trail Plan?
- Who else should be involved?
- How do we outreach?
- What agreements do we need?
- How do we pay for master trail plan?

The Baileys Trail System Vision



The Baileys has been a community-led effort

First Idea	Explain Vision, Build Support	Sharing the Burden	Removing Barriers	Shovel Ready
<ul style="list-style-type: none"> No Traction 	<ul style="list-style-type: none"> Working Group Formed (Monthly) Athens Bicycle Club Agreement with Wayne NF Community-led meetings 	<ul style="list-style-type: none"> USFS \$170,000 Biking Industry \$12,000 County \$5,000 Ohio Health \$5,000 Businesses \$1,000 Master Trail Plan Complete 	<ul style="list-style-type: none"> OU Students completed wildlife, botany, heritage surveys NEPA Completed in 6 months Decision Memo Signed 	<ul style="list-style-type: none"> All miles ground truthed Likely, most mileage ever approved under categorical exclusion in Agency History

Selected for Pay for Success Financing Pilot



The Baileys Trail System

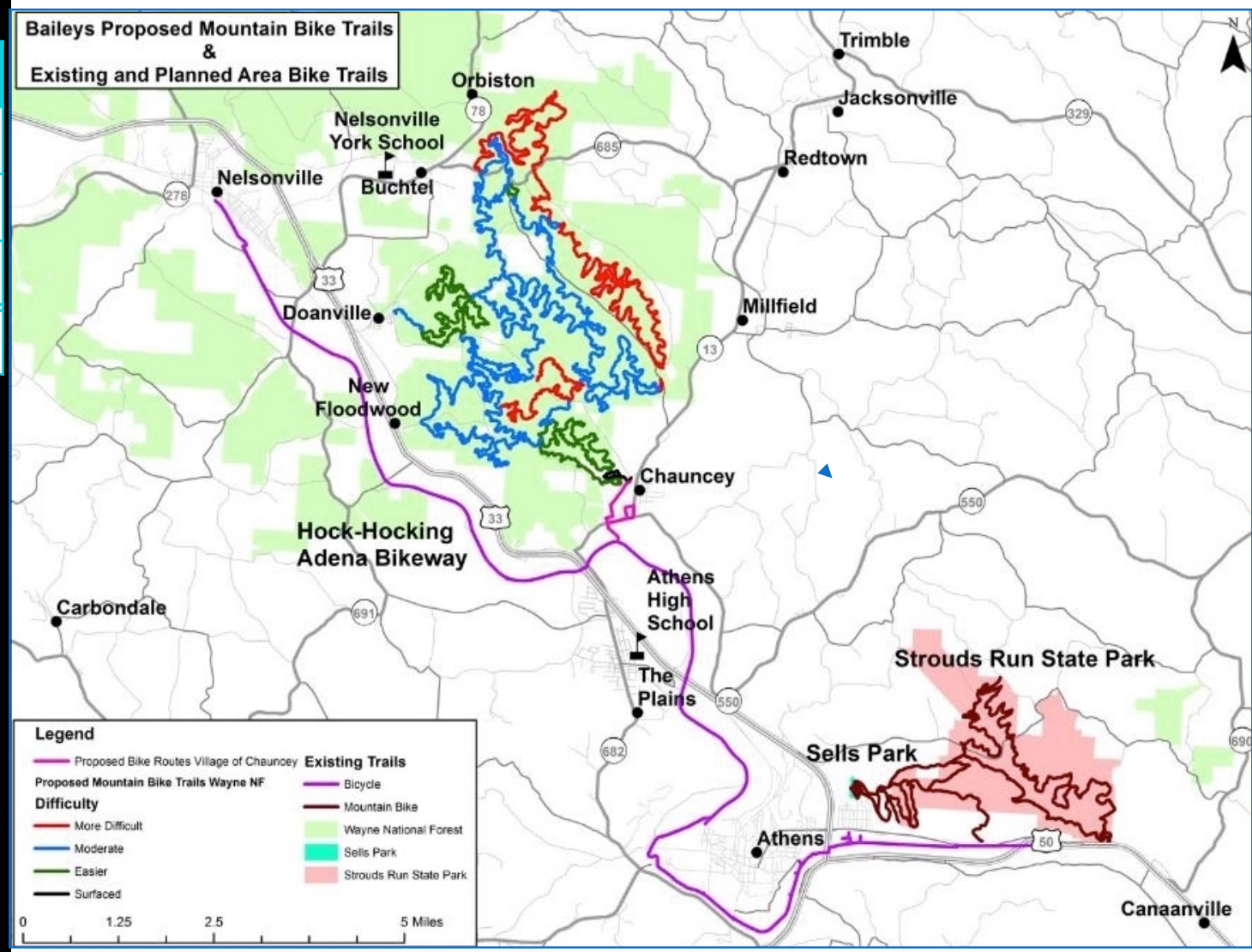
Skill Level	%
Beginner	18%
Intermediate	56%
Advanced	26%
Total Miles	88

Trailheads in:

- Chauncey
- Doanville
- Buchtel

Designed for:

- MTB optimized
- Trail Runners
- Hikers
- Nature Watchers
- Backpackers
- Educational Opportunities



The USFS is Looking for Innovative Solutions, to Solve a Vicious Cycle of Budget Constraints, Appropriations law, and Rising Fire Costs

Trail Stewardship Act....

Budget Constraints

- The 2019 Budget proposal recommended a 74% reduction in capital towards improvement and maintenance



Anti-Deficiency Act

- Appropriations law requires all funds to be allocated for projects in year zero.
- USFS cannot finance off of the expectation of future appropriations

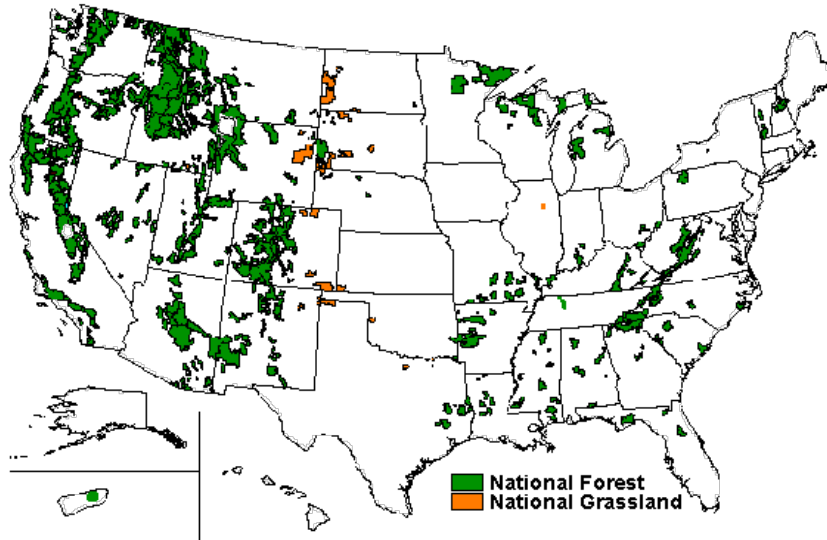
Fire Borrowing

- Cost of Fires has risen and represents more than 50% of the USFS budget as compared to 16% in 1995
- If costs exceed budget, funds are borrowed from other programs, including those that prevent fires, increasing the problem

Resulting in...

- \$5.5 Billion in deferred maintenance
- Current funding is a “drop in the bucket” to address these needs
- Large scale and long term capital projects are difficult to fund
- There is a need for innovative solutions

The National Forest Foundation & the USFS Contracted Quantified Ventures to Assess if Pay For Success Can Fund Recreational Infrastructure



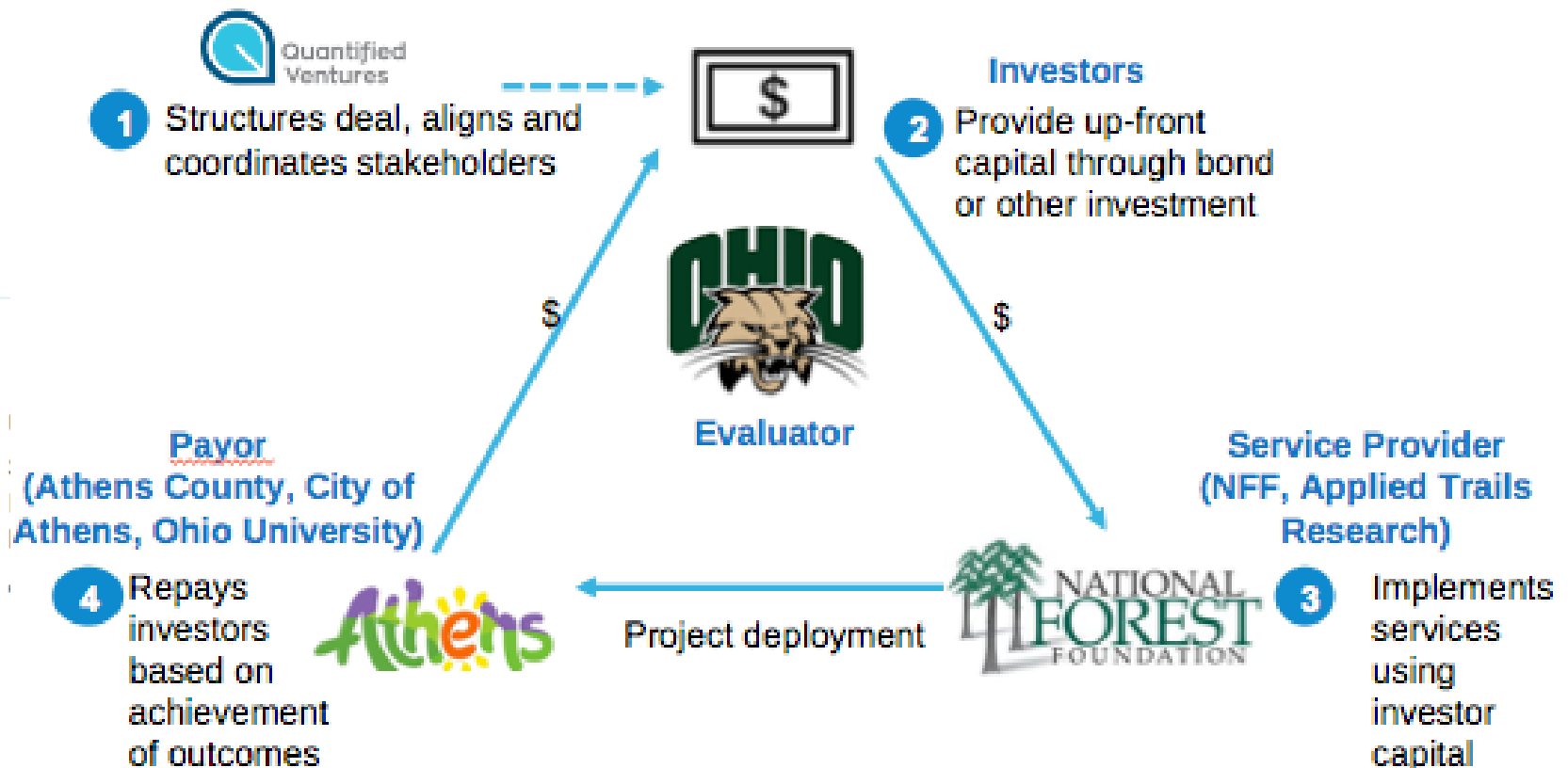
Competitive process

- 13 National Forests (~10%) applied
- Sites were selected based on:
 - Project impact
 - Planning phase
 - Need
 - Costs
 - Environmental approval
 - Proximity to population centers

Selection of top site

- Wayne National Forest in Athens, OH was selected as the top site out of all applications
- Their recreational infrastructure project is the Baileys Mountain Biking Trail System

Feasibility and PFS



Impact Evaluation Framework

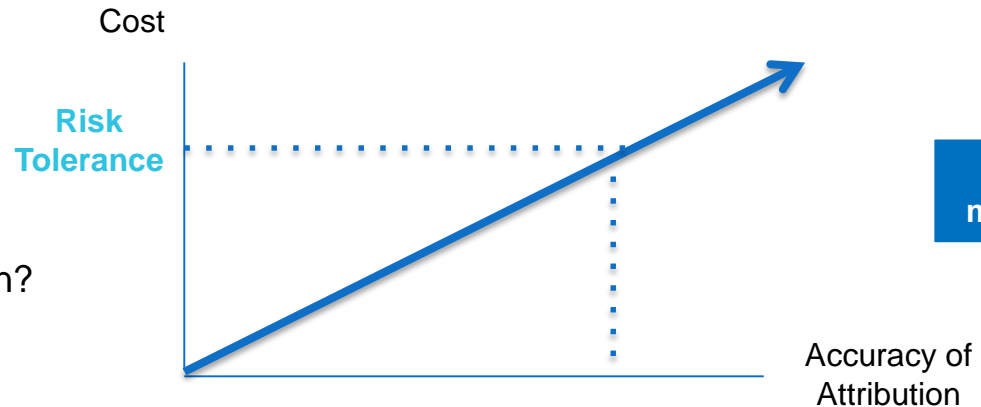
Evaluation criteria

- What are impacts/outcomes of the project?
- How do we define “success” ?
- What is the performance risk?
- What is impact of the poor performance?
- What is the story that needs to be told?

Why to measure?

Constraints to Implementation

- Payor tolerance?
- Is it feasible?
- Proxies vs. Outcomes?
- Level of attribution?



What to measure?

Implementation

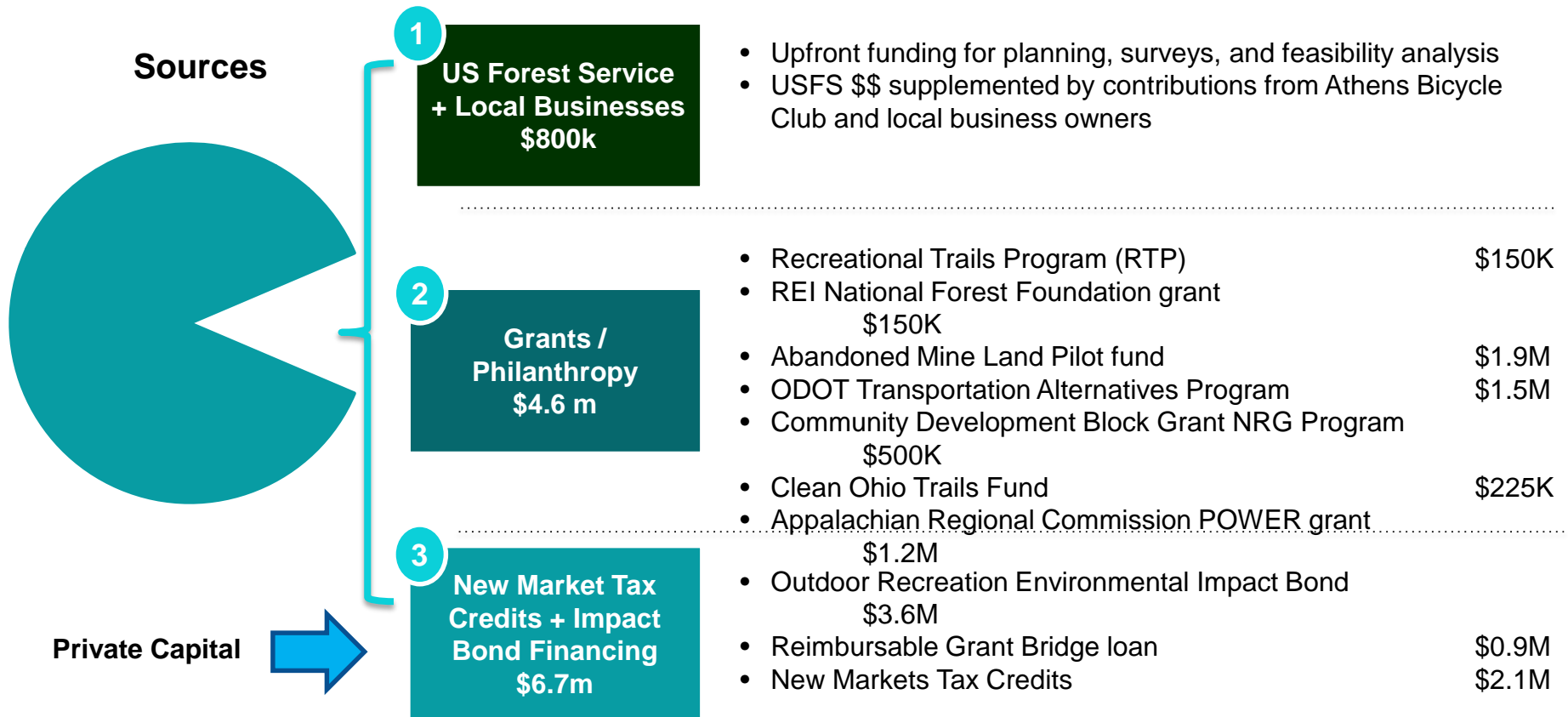
Sources,
Methods,
Tools,
Frequency,
Analysis

Year 0 Year 7
→
Consistency Over Time

Sources,
Methods,
Tools,
Frequency,
Analysis

How to measure?

Funding Sources*

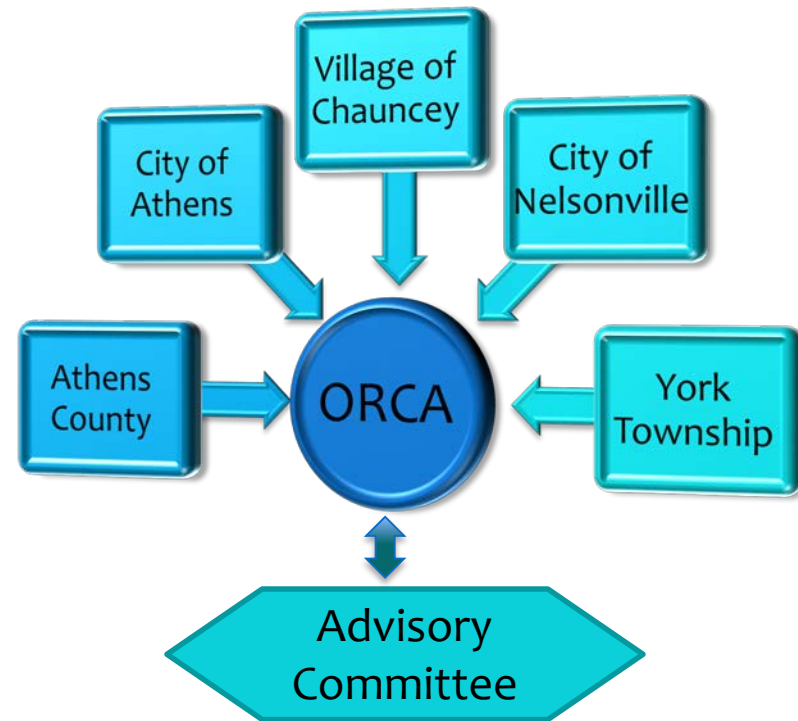


*List includes both potential and secured funds

Outdoor Recreation Council of Appalachia (ORCA)



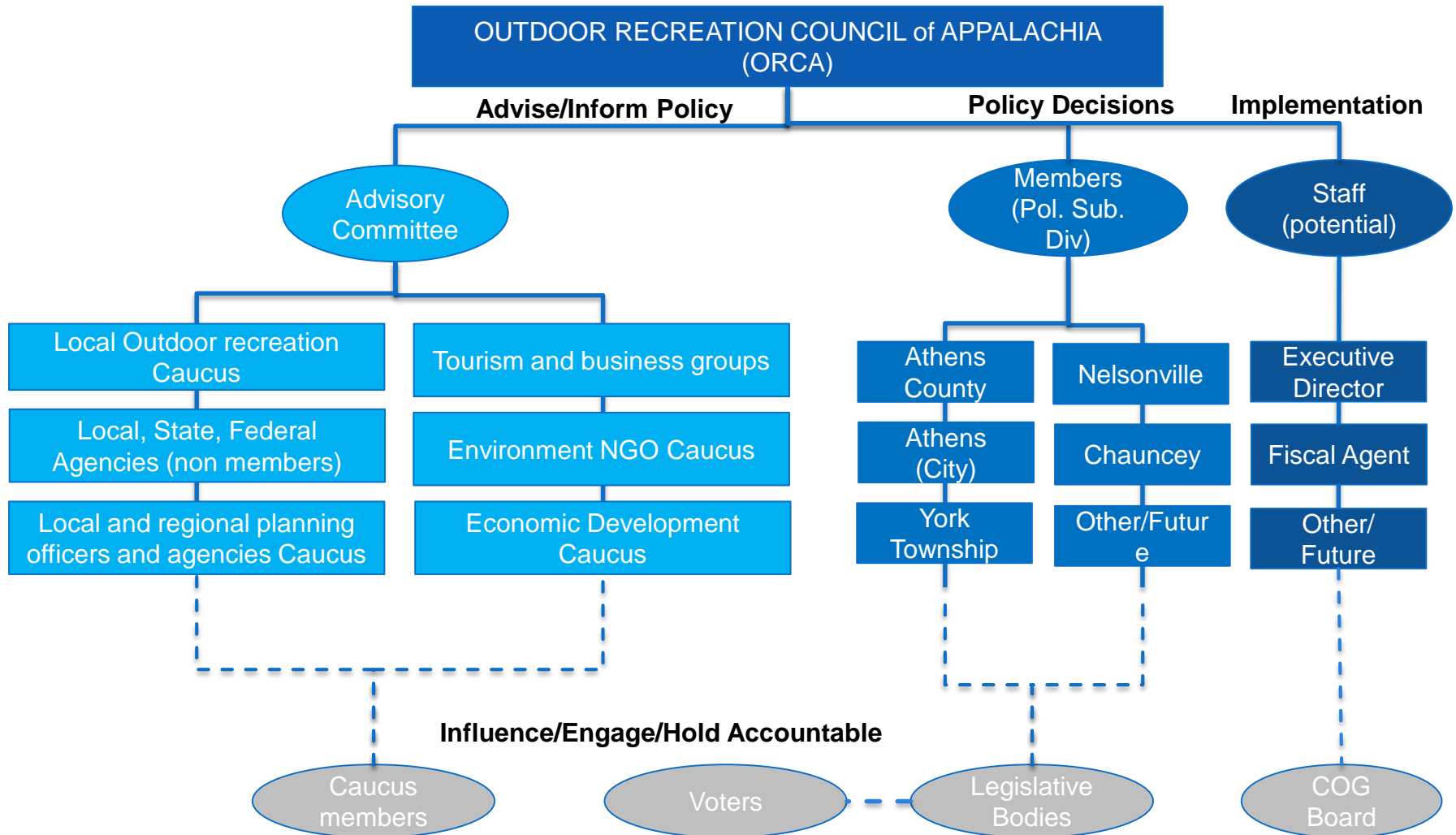
Purpose: ORCA's purpose shall be to integrate conservation, outdoor recreation, and economic development in a way that strengthens and inspires communities in Southeast Ohio



What is potential?

- Fund the Baileys
- Develop outdoor recreation strategy
- Hire Executive Director for outdoor recreation planning & development
- Operate & maintain recreation across boundaries

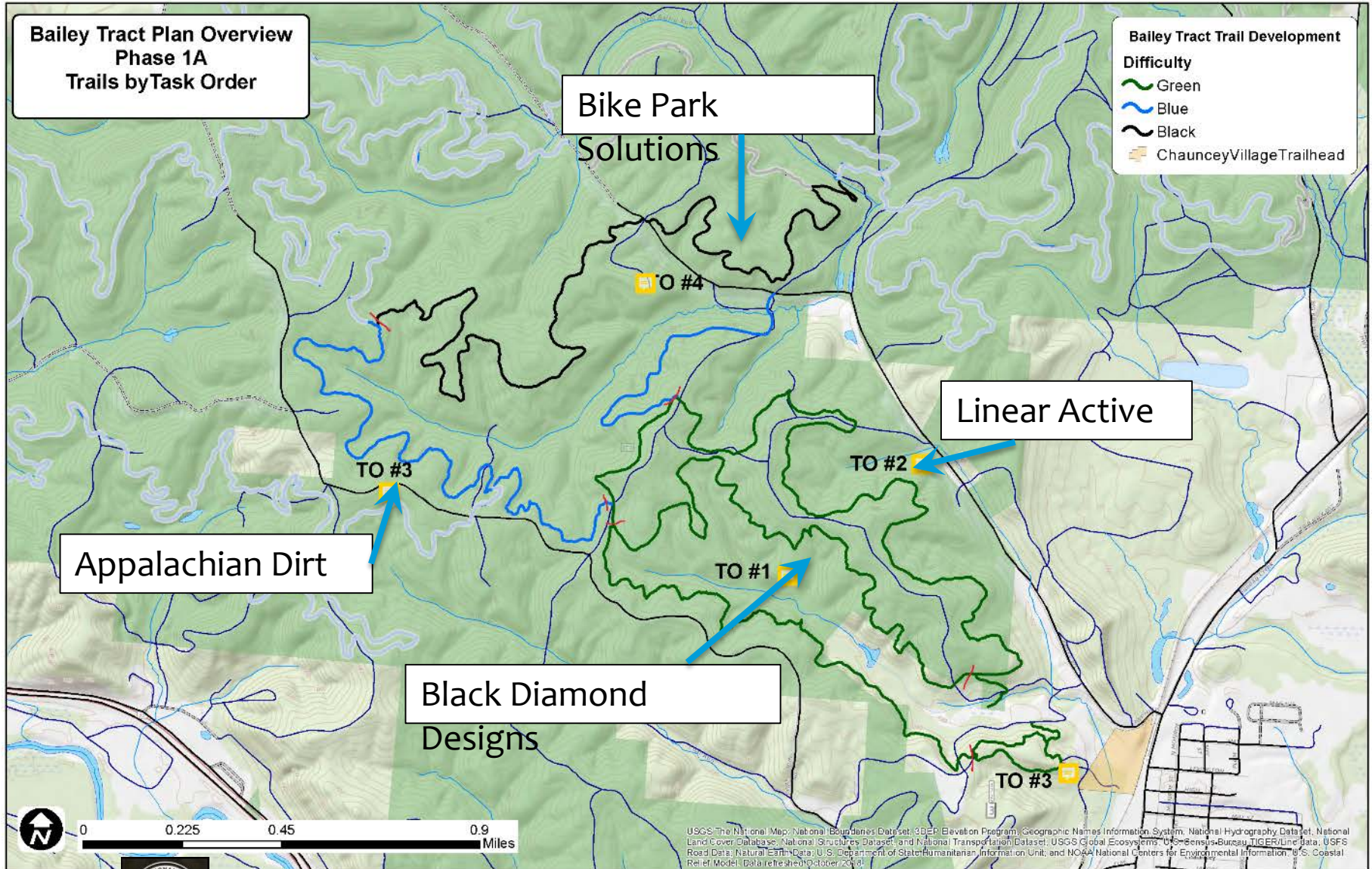
Architectural Structure of the Council of Governments (Detailed)



Support System



Phase 1 Construction



6 goals to realize this vision



Develop a Trail Master Plan



Complete Environmental Analysis



Fundraise: money from grants, donations, etc. to build trail system



Construct the Trail System



Build Community Capacity



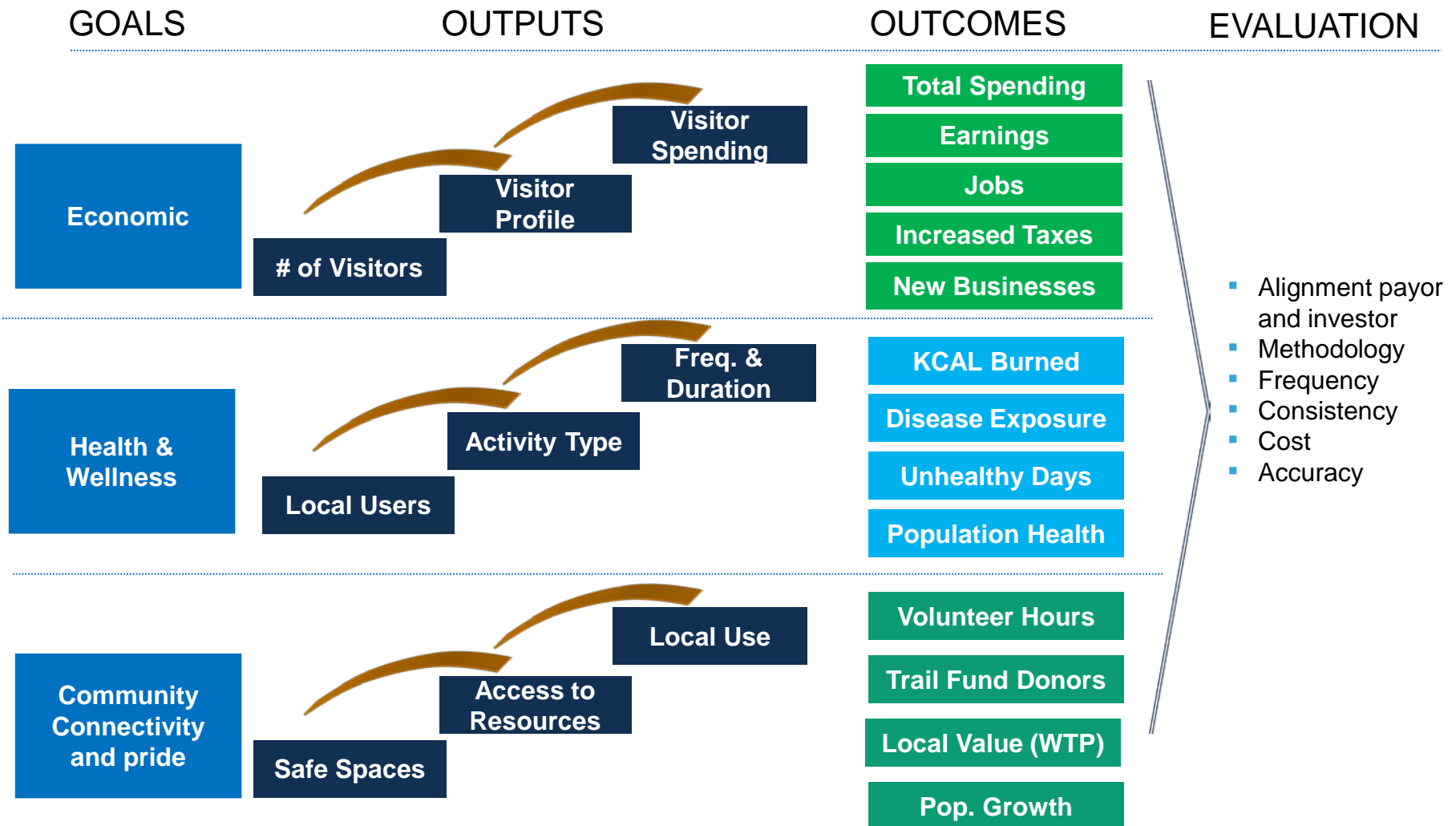
Create Lasting and Sustainable Economic Impact

The Bigger Picture

“While recreational resources bring tourism revenues, their **greatest value is in enhancing the quality of life of residents**. The existence of parks, trails, nature preserves, and other recreational opportunities make Athens County a desirable place to live, and further development of these resources will help attract future residents”

(Athens County Comprehensive Plan, p. 99)

Evaluating the Trails Impact and Tying it to Repayment



Phase 1 Construction

