

ST. CLAIR COUNTY LIBRARY
PELL CITY, ALABAMA

SUMMARY

TOURIST AND RECREATIONAL POTENTIAL

ST. CLAIR COUNTY

JUNE, 1963

FOR

ST. CLAIR COUNTY COMMISSIONERS
COURT

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BY

BUREAU OF OUTDOOR RECREATION

AREA ANALYSIS STAFF REPORT

BUREAU OF OUTDOOR RECREATION STUDY REPORT - ST. CLAIR COUNTY

June, 1963

Summary

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INTRODUCTION

Objectives

1. Evaluate the tourist and recreation potentials of the lakes formed by the Logan-Martin and Lock 3 Dams being constructed by the Alabama Power Company on the Coosa River, and indicate the probable economic impact that such tourist and recreation developments will have on the economy of St. Clair County.
2. Examine the tourist market to be served by the area, including such salient facts as location, size, and basic economic characteristics.
3. Identify adjustments that need to be made before tourism-recreation activities can make a major contribution to the economy of the area.
4. Identify areas within the study area that offer the greatest potential for recreation development. Such developments to be evaluated in relation to the overall recreation needs of the region.
5. Review the needs for commercial as well as luxury tourist and recreation service facilities as part of the overall economic development of the study area.
6. Determine public recreation needs, including public parks and also privately developed areas when the public interest can be served.
7. Recommend actions necessary to achieve maximum development and economic impact of the lake areas.

MAJOR FINDINGS

In the assessment of the tourism-recreation potentials of St. Clair County in Alabama, the following conclusions can be drawn with reference to its present status in both the area and region, as well as the basis for and possibilities of future growth, adjustments needed to achieve growth potentials, and the selection of specific areas with high recreation potentials.

Present Status of Tourism-Recreation in the Area and Region

- * Tourism-recreation in St. Clair County is at present relatively under-developed, consisting largely of fishing in the Coosa River and tributary streams, with no large-scale facilities or developed areas catering to the general tourist public. Annual travel and tourist expenditures in the Greater Lake Area (St. Clair, Talladega, and Calhoun Counties) are estimated to be no more than \$10 million, or about 3 percent of the State's total travel and tourist business.

- * In contrast, Alabama as a whole has a very sizable and growing travel and recreation industry, with total expenditures of \$270 million in 1961, including \$160 million spent by some 18 million out-of-state tourists.
- * Recreation seekers in Alabama are strongly oriented to water-recreation activities in four principal locations:
 - (1) the string of TVA reservoirs in Northern Alabama;
 - (2) the impounded lakes along the lower Coosa River;
 - (3) Lake Martin, in Tallapoosa County; and
 - (4) the Gulf Coast area, near Mobile.
- * Recreation and tourist development has had a significant impact on the economy of the State, having created some 53,000 jobs and generated personal income amounting to nearly \$163 million.

Area Assets and Prospects for Future Growth

- * Recreation in St. Clair County and the Greater Lake Area has a high potential value if properly developed and promoted. For one thing, the principal factors affecting national recreation demand, such as growing urbanization, rising incomes, increased mobility of the population, etc., will also have a positive impact on Alabama and these areas.
- * The area itself has three major assets favoring future growth of tourism and recreation. These are (1) the two lakes to be created by the Logan-Martin and Lock 3 Dams, and the opportunities present for the development of new businesses and recreation facilities of substantial magnitude and variety along their shorelines; (2) proximity to metropolitan Birmingham, with its present and anticipated large population base and high incomes; and (3) accessibility to other major population centers and potential tourist traffic via U. S. Interstate Highway 20, a major East-West direct route between Birmingham, Atlanta and the East Coast, and between Birmingham, Atlanta and the East Coast, and between Birmingham, Vicksburg, Shreveport, Fort Worth-Dallas and points West.
- * Projections of future recreation demand in the Greater Lake Area indicate that travel and tourist expenditures in the area could increase $2\frac{1}{2}$ times by the year 1976 and more than triple by the year 1980. Underlying assumptions are that the area will capture an ever increasing share of the State's travel business in the years ahead, and that local area organizations and leadership will effectively exploit the area's major recreation assets. Translated in terms of jobs and income, these projected increases could mean the creation of more than 6,600 new jobs by 1976 and more than 8,000 by 1980. Similarly, personal income in the area could reach \$20 million by 1976, and almost \$25 million by 1980.

Needed Adjustments to Achieve Growth Potentials

- * There are several major improvements or adjustments that must be made before the business and development potentials implicit in the above projections can be realized. Foremost among these are (1) establishing desired controls over the types and quality of developments along the lake frontage, with greater emphasis on safeguarding and increasing the number of public-use areas and quality-type commercial facilities; (2) initiating and carrying out the planning and construction of an adequate system of access roads to existing and proposed development areas; and (3) expanding and

developing tourism-recreation facilities and service installations including quality-type accommodations.

Specific Areas with High Development Potential

The shore areas around the two lakes offer a variety of opportunities for developing tourist and recreation-based facilities which will contribute substantially to the economy of the area. Major recreation areas and facilities proposed for development include the following:

Commercial Areas and Facilities

- * A Resort-Motel Lodge Complex (Commercial Area No. 1) to be located in a 2,000-acre area along the shoreline between miles 113 and 117 on the Coosa River. Core elements proposed include a 150-room hotel-lodge, a commercial marina with at least 200 slips and 100 individual modern cabins.
- * A Commercial Motel Complex (Commercial Area No. 2) to be located just south of the Riverside interchange on Interstate 20. Core element would be a 100-room quality-type motel with a 200-slip marina.
- * A Rustic Lodge and Primitive Area (Commercial Area No. 3) to be located on Beaver Creek Mountain and extending down to the lake. Basic elements to include a rustic lodge with accommodations for 500 and a camping area on the mountain with space for 200 or more campers.
- * Three Private Lodges - Family Resorts (Sites 1, 2 and 3) to be located on Treadwell Island on the northeast corner of Hines Mountain on the bend of the Coosa River below Stemley Bridge, and at the confluence of the Coosa and Canoe Creek. Principal elements to include a 20-to 40-room lodge building, boat slips and landings, and service facilities.

Public Use Areas

- * A Public Park (Public Use Area No. 1), a 600-acre site including all of the peninsula lying west of Rabbit Branch at river mile 103. Core elements include a 150 camp site and about 50 to 100 rustic rental cabins.
- * Two Camping Areas (Public Use Areas 2 and 3), one to be located along both sides of Fishing Creek at the confluence of the Coosa, and the other, at the bend of the Coosa, about 5 miles south of Ragland. Each area to have a minimum of 200 camp sites, with essential sanitation facilities.

Public Access Areas

Because of the preponderance of privately-owned land along the lakeshores in the study area, every available opportunity must be taken to develop public access areas. Three types are proposed for development throughout the study area: (1) boat launching ramps, with parking; (2) picnic areas with sanitation facilities; and (3) areas with combined facilities and services provided in (1) and (2).

Chandler Mountain

Chandler Mountain offers excellent opportunities for development of non-water type recreation. Specific proposals include:

- * Expansion of "Horse Pens 40" to include another 120 acres for camping and other recreation uses.
- * Development of day-use areas for picnicking and outings at several locations.

RECOMMENDATIONS

In light of the pertinent findings on the overall tourism-recreation potentials of St. Clair County, Alabama, particularly those relating to the two new lakes being formed by the Logan-Martin and Lock 3 Dams, and possible related developments of lakeshore area in the adjoining counties of Talladega and Calhoun, the following recommendations are made:

1. In the absence of any legislative authority for the county to control land-use along the lakeshores, it is recommended that the St. Clair Rural Areas Development Committee initiate and conduct an educational program aimed at lakeshore landowners which will eventually lead to an organization of landowners dedicated to the controlled development of lakeshore areas. The quality and kind of recreation facilities developed will greatly influence the economic impact of the recreation program on the study area, and the landowners working together can do much to establish effective standards for development of lakeshore holdings.
2. It is recommended that as soon as the landowners and county, State and other officials agree upon a plan for developing the recreation potentials of the study area, a projected system of access roads be planned and a schedule of construction be adopted. One of the primary needs of the area is adequate access roads to potential development sites.
3. It is recommended that the pollution abatement program be accelerated as rapidly as possible. The quality of water is one of the important factors governing the recreation potential of lakeshore areas. The lake formed by Lock 3 Dam is presently polluted because of inadequate sewage treatment systems in the nearby cities of Gadsden and Anniston, and also because of inadequate treatment of industrial waste in the same areas.
4. It is recommended that Federally-owned lands not inundated at Locks 1, 2, 3, 4, and 5 on the Coosa River be developed for recreation purposes, particularly day-use areas for picnicking, boat landings, and other related recreation activities.
5. It is recommended that immediate steps be taken to acquire a minimum of five acres of land at each of the public access locations designated on Plate 3 of this report.
6. It is recommended that as soon as sufficient land has been made available at designated public use areas, a program of development be worked out with the Alabama Department of Conservation, Division of Game and Fish, for the installation of required recreation facilities and services.
7. It is recommended that negotiations be initiated with the Alabama Power Company (as soon as agreement is reached on the overall area recreation development plan) for use of the company-owned land in Public Use Area No. 2, shown on Plate 3.

8. Since Birmingham is the primary market for the recreation facilities to be developed in the study area, it is recommended that representatives of the various segments of the Birmingham economy be invited to participate in the development of the tourism-recreation program for St. Clair County and also in the formulation of specific project plans. This is particularly important because it is anticipated that much of the financing of proposed developments will come from sources in metropolitan Birmingham.
9. It is recommended that the "Horse Pens 40" enterprise be encouraged to expand by acquiring another 120 acres of land and that additional facilities be provided for camping, horseback riding, and other recreation activities.
10. It is recommended that in developing detailed plans for the resort lodge, the initial unit be limited to 75-100 rooms and 50 cottages, and allowance be made for expansion as the demand dictates.

CURRENT STATUS OF TOURISM-RECREATION

Facilities - Existing facilities available for tourist and outdoor recreation use in St. Clair County are quite limited. There are no State parks in the county and Federal land holdings are limited to five small areas adjacent to the existing but obsolete navigation system on the Coosa River. Small areas at two forest fire towers, small city parks at Pell City, Ashville, and Springville, the Federal lock areas and 12 roadside parks constitute the public facilities. These areas, for the most part, are available but are underdeveloped.

Facilities available in the county to accommodate tourists and transient travelers include five motels and ten cafes of generally satisfactory quality. There are four summer camps located in the county sponsored by either churches or civic clubs. The largest commercial tourist attraction in operation in St. Clair County is called "Horse Pens 40". This is a 40-acre tract of land atop Chandler Mountain and features nature trails meandering amid odd-shaped rock formations. It offers excellent opportunity for future recreation expansion. Already being planned are festivals, pottery crafts, folk singing and pageants. Horseback riding and camping facilities are currently available and are also being expanded. The area is apparently rich in Indian lore.

Recreation facilities in counties surrounding St. Clair County are on a par with those found within the county, but have been better developed. The 2,719 acre Cheaha State Park, located along the boundaries of Talladega, Calhoun, and Clay Counties, is a popular State park featuring a lodge, cabins, picnic shelters, riding stables, a 6-acre lake, and complete camping facilities.

Inland Lake Reservoir, the established water supply for the city of Birmingham, offers limited opportunities for fishing and other outdoor activities. Oak Mountain State Park in Shelby County is a 9,940 acre park featuring two small (18 and 85 acres) lakes, a lodge, cottages, group camps, picnicking facilities and shelters.

Current Travel and Tourist Market

For purposes of the market analysis in this and the next section of the report, Talladega and Calhoun Counties are considered along with St. Clair as the "Greater Lake Area." This seems logical since all three counties will have a substantial part of the shorelines along the two lakes to be created by the Logan-Martin and Lock 3 Dams, and as such, will constitute a common drawing

power for tourists and other travelers seeking accommodations and recreation. The relative extent of participation of each county will depend, of course, on each of their efforts to capitalize on the availability of the lakes and other recreational and tourist assets within their boundaries.

Although precise information is lacking, the current travel and tourist business in the Greater Lake Area is generally known to be relatively small and confined largely to serving local residents and tourists and other travelers from nearby population centers, particularly from the Birmingham metropolitan area. More specific insights on the nature of this market can be gained from the 1961 Report on Alabama Travel Trends,^{1/} prepared by Dr. Louis C. Copeland for the Alabama Travel Council

Alabama Travel Expenditures - These data show that during 1961 total travel expenditures in Alabama amounted to \$270 million, including \$160 million spent by some 18 million out-of-state tourists. These statistics clearly indicate that Alabama has a very sizable and growing travel and recreation industry.

Greater Lake Area Estimates - While comparable data are not available for the Greater Lake Area, it is estimated that local travel expenditures are probably no more than \$10 million, or less than 4 percent of the State's total. This is less than what might be expected considering the fact that the 3-county area has over 5 percent of the State's retail sales. However, this estimate appears to be realistic in view of the current under-development of the area's tourist and recreation facilities and the lack of any real first-class tourist attractions, such as the two lakes soon to be created. With these lakes, future travel and tourist business in the area can be expected to undergo a substantial expansion.

Impact of Tourist Expenditures on Economy - The following additional highlights of the Copeland Report demonstrate how expenditures by tourists and other travelers stimulate the business life of the State.

- * Over 40 percent of the State's total receipts for the lodging, eating, and recreation businesses were from visitors to Alabama;
- * Alabama residents totaling 53,000 have found jobs in the State's businesses serving the travel industry. These include 40,500 paid employees and 13,000 proprietors operating their own businesses, or about one job for each \$11,000 of travel expenditures.
- * Payrolls and other personal income generated by the State's travel-serving businesses totaled nearly \$163 million.
- * More than \$20 million was spent for "miscellaneous" items in the State's shops, department stores, and similar businesses, all of which added importantly to the profits of many small businesses throughout the entire State.

Origin and Other Characteristics of Alabama Visitors - Other interesting facts about Alabama tourists revealed by the Copeland Report show that:

- * More than half of Alabama's 18 million visitors in 1961 passed through the State, or returned home the next day; those who stayed beyond a day spent an average of one night in the State.
- * They came from a wide variety of States, but, as might be expected, proximity is an important factor influencing destination with one-third originating in Alabama's four border States - Tennessee (9%) Florida (6.6%), Georgia (11.5%), and Mississippi (6.3%).

^{1/} Lewis C. Copeland, Alabama Travel Trends, 1961, College of Business, University of Tennessee, Knoxville, Tennessee, 1961.

- * Excluding the border States, Alabama's prime market is located in the North Central States. These States accounted for another one-third of all out-of-state visitors during 1961. High, as sources of visitors, were Illinois (8.4%), Ohio (6.4%), and Indiana (4.5%).
- * The average interstate tourist party spent \$18.50, or \$8.60 per person-trip, or \$4.50 per person per day. The pattern shows that food and beverage expenditures accounted for 33.5 percent of each dollar spent, followed by auto and other transportation expenditures (25.7%), lodging (17.0%), recreation and entertainment (10%), and miscellaneous expenditures (13.8%).

Places Visited - Recreation seekers in Alabama, both residents and out-of-staters, are strongly oriented to water recreation areas where they can participate in their favorite activities: fishing, boating, swimming, etc. They go largely to four main areas: (1) the string of TVA reservoirs in northern Alabama (Pickwick, Wilson, Wheeler, and Guntersville); (2) the impounded lakes along the lower Coosa River (Lay, Mitchell, and Jordan); (3) Lake Martin in Tallapoosa County; and (4) the Gulf Coast areas southeast of Mobile. Table 1 on the next page shows that the State parks and public lakes are also well visited.

A special TVA report 1/ clearly points up the growing popularity of water-recreation areas. It shows that since 1947, recreation use of the 26 TVA lakes has increased nearly sixfold, from 16,645,000 in 1947 to 42,348,993 in 1960. This represents an average of some two and one-half million visits a year. During the same period, the value of recreation facilities and equipment in use on the reservoirs and their shorelines increased nearly tenfold to reach a total of some \$120 million. Attendance at the four TVA lakes in northern Alabama totaled almost 4 million persons in 1960, with Guntersville Lake (1,775,000) and Wheeler Lake (1,163,000) being the most popular as indicated by the number of visitors.

In a sense, all of the above areas can be considered in direct competition with the Greater Lake Area for the tourist dollar. This is particularly true with respect to Lake Guntersville and Lake Martin and, more recently, Lake Lewis Smith. Each of these lakes is heavily used by people from Birmingham and, as such, will share this important primary tourist market with the two lakes in the study area. However, the Greater Lake Area will have a slight locational advantage, being somewhat closer to Birmingham--only one-half to an hour's drive away--and also with direct connection on a major U. S. Interstate Highway - I-20.

1/ Tennessee Valley Authority. Outdoor Recreation for a Growing Nation: TVA's Experience with Man-made Reservoirs. Knoxville, Tennessee, September 25, 1961.

REPORT OF ATTENDANCE AT STATE PARKS AND PUBLIC LAKES
October 1, 1961 - September 30, 1962

<u>Parks</u>	<u>In State</u>	<u>Out State</u>	<u>Total</u>	<u>Cabin Guests</u>	<u>Tent Camping</u>
Chattahoochee	7,909	2,032	9,941	---	40
Cheaha	189,886	40,904	230,790	6,388	1,481
Chewacla	276,112	13,075	289,187	3,014	629
Chickasaw	32,492	9	32,501	---	---
DeSoto	160,670	44,770	205,440	4,598	1,198
Gulf	582,238	49,611	631,849	11,065	9,588
Little Mountain	360,560	43,340	403,900	---	105,359
Monte Sano	238,745	32,530	271,275	6,082	1,942
Oak Mountain	48,620	3,592	52,212	932	828
Valley Creek	77,756	5,605	83,361	446	224
Joe Wheeler	117,760	20,135	137,895	12,639	492
Joe Wheeler (Negro)	14,275	1,210	15,485	---	---
<u>Lakes</u>					
Barbour	24,366	88	24,454	---	---
Butler	4,600	18	4,618	---	105
Clay	17,849	303	18,152	---	---
Coffee	9,415	1,114	10,529	---	---
Crenshaw	6,901	38	6,939	---	---
Cullman	65,240	1,320	66,560	---	---
Dale	78,482	15,996	94,478	---	---
Dallas	10,822	552	11,374	---	---
Fayette	11,670	---	11,670	---	---
Geneva	18,916	108	19,024	---	---
Hodges	19,629	1,236	20,865	---	31
Lamar	12,178	1,048	13,226	---	---
Madison*	12,036	66	12,102	---	---
Marengo	12,438	471	12,909	---	---
Marion	20,345	1,065	21,410	---	7
Oak Mountain	118,856	1,506	120,362	---	---
Pike	5,628	63	5,691	---	---
Tuscaloosa	176,150	2,961	179,111	---	---
Tuskegee	9,936	---	9,936	---	---
Walker	14,700	---	14,700	---	---
Elk River Lodge	2,820	---	2,820	1,228	---
Lock Site 6	<u>16,432</u>	<u>150</u>	<u>16,582</u>	<u>---</u>	<u>155</u>
TOTALS	2,776,432	284,916	3,061,348	46,392	122,080

* Madison County Public Fishing Lake was opened on May 30, 1962.

The Birmingham Market Area

With a population of over 640,000 in 1961, and with prospects of over a million people by 1980, the Birmingham area will be the key market for the Greater Lake Area. Moreover, Birmingham is a major convention center and a focal point for highways and other transportation media connecting to other major population centers in the southeast and midwest. Visitors to Birmingham also represent potential visitors to the Greater Lake Area.

But size of population is only one, and probably the least important measure of a potential market. Of much greater significance are income and its bearing on the ability of persons to travel, spend and participate in recreation activities of all types. In this respect, the importance of metropolitan Birmingham as a source of tourists is even more apparent. Almost 15 percent of its 180,000 households have annual incomes of between \$7,000 and \$10,000, and about 10 percent have incomes amounting to \$10,000 and over. This represents more than 154,000 individuals living in households with annual incomes of \$7,000 and over, and makes the Birmingham area the highest income area in the State and one of the highest in the entire southeastern region of the country.

Other Market Areas - In addition to Birmingham, there are also other important urban areas near the Greater Lake Area which represent important potential sources of recreation seekers. These include Gadsden, Montgomery, Tuscaloosa, Huntsville, and Phenix City all in Alabama, and Columbus, in Georgia. Somewhat farther away but easily accessible via Interstate 20 is Atlanta. The Atlanta metropolitan area, also a heavily populated, high income area, could by itself be a major secondary market for the area. Table 2 presents pertinent population and income data on these population urban centers within the primary and secondary market areas of the Greater Lake Area.

PRIMARY AND SECONDARY RECREATIONAL AND TOURIST MARKETS

	<u>Population</u> <u>1/1/61</u>	<u>Households</u> <u>1/1/61</u>	<u>Average</u> <u>Annual</u> <u>Cash</u> <u>Income Per</u> <u>Household</u> <u>(1960)</u>	<u>Estimated Number of</u> <u>Individuals in Households</u> <u>Earning</u> <u>\$7000-\$9999</u> <u>\$10,000-over</u>	
<u>Alabama:</u>					
<u>Metropolitan Areas</u>					
Birmingham	640,100	180,000	\$5,954	91,980	62,370
Gadsden	97,200	25,800	5,075	11,636	6,300
Montgomery	171,300	48,300	5,388	22,145	16,229
Tuscaloosa	110,100	26,500	4,658	11,517	6,630
Huntsville	119,000	31,200	4,296	10,000	5,176
Phenix City	46,800	11,700	4,566	4,120	1,872
<u>Non-Metropolitan Areas</u>					
Anniston	33,700	8,700	5,511	4,649	29,180
Cullman	11,100	4,051	4,051	788	426
Decatur	30,000	9,000	4,790	3,237	1,930
Florence	32,300	9,300	5,141	4,133	2,377
Talladega	18,100	4,300	4,763	1,970	1,012
Jasper	11,000	3,200	4,628	1,033	619
<u>Georgia:</u>					
<u>Metropolitan Areas</u>					
Atlanta	500,000	146,100)	5,963	66,063	57,522
North Atlanta	13,200	3,700)			

Source: Sales Management, "Survey of Buying Power" - 1962

Table 2

POTENTIAL DEMAN FOR TOURISM - RECREATION

National Demand For Recreation

All signs indicate an almost unlimited future growth of tourism and recreation nationally, and there is no reason why Alabama and the Greater Lake Area should not share in this growth. The principal factors affecting national recreation demand will also have a positive impact on these areas. These include such significant trends as (1) growing urbanization; (2) increased mobility of the population; (3) more leisure time; (4) increased demand for a greater variety of recreation activities; (5) rising incomes; and (6) increasing demand for family recreation.

For example, according to the findings of the Outdoor Recreation Resources Review Commission, by the year 2000, approximately 73 percent of the country's inhabitants, or 250 million people, will live in metropolitan areas - compared with 63 percent, or 113 million people in 1960 and 35 percent or only 43 million people in 1930. With urban parks and recreation areas already vastly overcrowded, this increased growth in our urban centers will create a tremendous demand for outdoor recreation in other non-urban areas within easy travel distance from the Nation's large urban clusters, and the Greater Lake Area certainly is within reach of many of these centers.

According to a report recently published by Resources for the Future^{1/} a private research organization, the number of automobiles on the Nation's highways will be twice as great in 1980 and four times as large in the year 2000 as they were in 1960. The number of automobiles will increase from 59 million to 120 million to 244 million.

The Resources for the Future study goes on to point out that the number of households in the United States was 53 million in 1960, and will nearly double, totaling 99 million by the year 2000. Also per capita purchases will more than double, going up from \$1,800 to \$4,000; personal consumption spending will increase more than four times, jumping from \$329 billion to \$1.3 trillion. This should result in equally high increases in future travel and recreation expenditures of all types.

Returning to the Outdoor Recreation Resources Review Commission Reports, these studies indicate that the number of occurrences of outdoor recreation activity is expected to increase by more than 50 percent by 1975 and may well triple by the year 2000. Studies of preference among participants indicate that future demand will be greatest in the following activities: swimming, outdoor games and sports; sightseeing; boating, camping and picnicking. All of these activities are expected to triple include walking for pleasure and nature walks; horseback riding; hiking, and attending outdoor concerts and dramas.

All of the above national trends are of great importance to Alabama and the Greater Lake Area. They foretell the types of recreation that will be in demand in the future, and place certain limiting conditions on the potential recreation complex which may be developed in Alabama and the Greater Lake Area.

^{1/} Hans Landsberg, Joseph L. Fischman, Joseph L. Fisher. Resources in America's Future: Patterns of Requirements and Availabilities 1960 to 2000. Prepared for Resources for the Future, Inc., John Hopkins University Press, Baltimore, 1963.

Area Assets Favoring Development

The area has two major assets that can be exploited to take advantage of these increasing national demands for outdoor recreation. First and foremost, are the two lakes (totaling about 24,500 acres) to be created by the Logan-Martin and Lock 3 Dams. In general, these lakes will have ample sites along their shorelines suitable for recreation use, although availability of these sites for public use may be severely limited unless immediate steps are taken to protect the public interests. The availability of water suitable for recreation use is of prime importance (in fact, almost a prerequisite in the development of a recreation complex of any substantial size) in attracting potential visitors. As was brought out in the Outdoor Recreation Resources Review Commission Reports, demand for water-oriented recreation activities - swimming, boating, fishing, etc. - is already well ahead of all other types of recreation activities and is expected to become even more dominant in the future.

The location of these lakes close to a major metropolitan area (Birmingham) and on a major highway (U. S. Interstate 20) is the second prime asset possessed by the Greater Lake Area. The importance of this fact is illustrated by the experience of the TVA lakes. For example, each of the ten TVA reservoir lakes which received one million or more recreation visits in 1960 is near one or more major cities, and is reached by major highways. Moreover, each of these reservoirs has ample sites along its shoreline available and suitable for recreation use. The importance of metropolitan Birmingham as a prime market area and its relationship to the Greater Lake Area has already been cited in the preceding section. At present the nearest major water recreation areas to Birmingham are Lewis Smith Lake, the impounded lakes along the lower Coosa River (Lay, Mitchell and Jordan), Lake Martin, and Lake Guntersville, but none of these are quite as well located or as accessible from Birmingham as will be the Logan-Martin and Lock 3 Dam lakes.

U. S. Interstate 20 crosses the lake area at Riverside and an interchange is provided at this point. As the major, most direct route between Birmingham and Atlanta, Interstate 20 will bring travelers from both of these population centers and points beyond. It should also increase the number of tourists visiting nearby recreation areas, such as the Greater Lake Area, while en route to other primary destinations. According to the Bureau of Public Roads, the average daily vehicle traffic flow along I-20 between Birmingham and the Georgia State line would have ranged between 3,780 to 9,013 "if" the highway had been in existence in 1958. Expected traffic in 1975 indicates a range of from 8,130 to 33,000 vehicles.

Projections of Future Demand for Tourist - Recreation

The future demand for recreation in the Greater Lake Area can only be approximated, due to the lack of a local trend upon which to base such a projection, and the fact that the core of any future recreation development in the area--the two lakes to be created by the Logan-Martin and Lock 3 Dams--are not even scheduled for completion until sometime in 1964. Nevertheless, it is possible to arrive at some estimates of future levels of tourism and recreation activity and their impact by projecting the State travel expenditures data contained in the Copeland Report, and then estimating the probable share of these expenditures that can be expected to be captured by the Greater Lake Area.

Impact on Future Employment and Income - However, the significance of these expenditures in the Greater Lake Area is best measured by their capacity to generate employment and income. Table 3 on the following page translates total travel and tourist projected expenditures in the Greater Lake Area in terms of jobs and dollar income.

TABLE 3

ECONOMIC IMPACT OF TOURISM
(1966-1980)

	<u>1966</u>	<u>1971</u>	<u>1976</u>	<u>1980</u>
Sales, Travel-Service Businesses(000)	\$35,200	\$52,800	\$72,800	\$88,600
Personal Income(000)	9,860	14,780	20,380	24,810
Employment (number)	3,200	4,800	6,618	8,054

ADJUSTMENTS NEEDED TO ACHIEVE RECREATION POTENTIALS

In reviewing the foregoing projections, it should be stressed that these projections are intended as indicators of the level of demand and are not precise predictions. In this sense, they represent the potential demand. To realize this potential, several important improvements or adjustments must be made.

Control over Lake Frontage Development

The study area has no zoning laws or regulations and it is understood that there is no authority for such controls under existing State laws. Consequently, and desired controls over the types and quality of developments along the lake frontage must come through the education and organized action of the landowners themselves.

With reference to the land ownership pattern in the lakes area, the Alabama Power Company owns the lakes up to elevation 465 feet at the Logan-Martin Project and to elevation 509 at the Lock 3 Project which are the pool levels. Flowage easement has been acquired to flood pool elevations. The company also owns a tract of land consisting of about 1200 acres situated along Kelly Creek near the Logan-Martin Dam plus a few other small holdings as shown on the preliminary development plan (Plate 3). The U. S. Government has tracts of land ranging from 1 to 5 acres located at Locks 1, 2, 3, 4 and 5 on the Coosa River. With few exceptions, the remainder of the lands along the lakeshores are in private ownership.

Although Section 16 in each township is usually reserved for State school lands in Alabama, none of these lands, apparently, are along the lake frontage. The Overall Economic Development Program for St. Clair County lists only one school land section, namely, Section 16-T14S, R and 2E at Springville School, and this is not in the lakeshore area.

The St. Clair County Rural Areas Development Committee plans to conduct an educational program with landowners for the purpose of securing their cooperation in developing the lake area in accordance with an overall plan aimed at providing

the greatest possible economic benefit to the county. It is anticipated that the report of this study team will be used as a guide in the development of the recreation resources of the study area.

In making the selection of proposed public-use areas (outlined in the next section of the report) current land ownership was not taken into account by the study team. Instead these areas were selected on the basis of such factors as general terrain, shoreline accessibility, timber growth, and location in relation to principal highways. It is recognized that if the lakeshore is developed primarily for private use without due consideration for the development of public-use and access areas, much of the economic potential will be lost to the study area.

With reference to the Talladega County side of the two lakes, an on-the-site inspection revealed that much of the lake frontage has already been subdivided and private homes are under construction.

Limited Access Roads

The primary highways leading into the study area are excellent. However, the access roads to the lakeshore are limited. The county roads affected by the lake development have not been relocated and no plan for such relocation was available. Once the major land use areas are agreed upon, it is essential that adequate access roads be planned and constructed.

Lack of Tourist Attractions

The study area has no major tourist attraction. Likewise, recreation facilities are very limited. The creation of the two new lakes on the Coosa River will give the study area its first chance to become a major participant for a fair share of the tourist dollars spent in Alabama for recreation and travel. If full advantage is to be taken of this opportunity, sizable investments must be made in tourism-recreation facilities and service installations.

Scarcity of Commercial Lodging

The lodging facilities in the study area consists of five utility-type motels with 81 units. Four of these motels are located in Pell City. As the recreation facilities along the lakeshore are developed quality-type accommodations will be required.

PROPOSED DEVELOPMENT AREAS AND FACILITIES

The major potential recreation development areas of St. Clair County are along the shorelines of the two new lakes to be created by the Logan-Martin and Lock 3 Dams. The Logan-Martin Dam is located about three miles from the south-east corner of St. Clair County on the Coosa River and the water above the dam backs up to the Lock 3 Dam, which is about six miles south of the northeast corner of the county. In addition to St. Clair County, the two lakes extend into Talladega, Calhoun, and Etowah Counties.

Both the Logan-Martin and Lock 3 Dams are presently under construction. The contours which represent the pool and flood or easement levels have been staked and a part of the timber has been removed from the taking area. The inaccessibility of much of the shoreline and unfinished clearing of the lakesites prevented a thorough on-the-spot examination of some of the shoreline areas. However, examinations were made on all existing access roads.

The proposed development areas outlined below are a result of information obtained by the on-the-site inspection and through a study of topographical and relief maps. These areas are located in St. Clair County (the study area); however, it should be recognized that there are desirable sites in the other counties bordering the lakes.

It is anticipated that proposed development programs will extend over a ten-year period and in all cases, development plans should take into consideration desirable expansions.

In the development of tourist and recreation facilities in the study area, it should be remembered that deluxe quality accommodations and services must be provided in order to appeal to the upper income segment of the available market area, particularly Birmingham with its relatively high income status. Also commercial-type accommodations, day-use areas and camping areas must be provided for the general public. The study analysis indicates that the available and projected regional market for tourist and recreation facilities is sufficient to support the following developments in the study area, provided the lakes are properly promoted and advertised and the various enterprises are adequately financed and managed.

One deluxe resort-motel lodge complex

One high quality commercial-type motel

One rustic-type lodge with adjacent primitive area development

Three or more private lodges or family resorts

Commercial marinas with a combined capacity of at least 1,000 slips

One fully developed State or county park

Two trailer park camping areas equipped for handling cross-country trailer camping parties.

In addition to the above developments, frequent public access areas well distributed in relationship to highway and road connections, for such day-use as picnicking and launching of individual boats must be provided if the study

area is to receive the full economic benefit from its recreation and tourist development potentials.

COMMERCIAL AREAS

The Resort-Motel lodge Complex (Commercial Area No. 1 - Plate 3)

This area embraces the shoreline between river miles 113 and 117 on the Coosa River, including the confluence of the Choccolocco Creek from the Talladega County side. The total area covers approximately 2000 acres of which about 50 percent is in timber. The terrain is rolling with accessible shorelines, and the water area is wide with favorable sites for marinas and water sports. A 4000 foot air strip is under construction within two miles of the proposed development area. The Pell City Country Club Golf Course joins this air strip tract, and although in poor condition, can be developed into an excellent course; however, it is removed from the resort area.

The following facilities appear to be suitable for inclusion in the resort development:

- * Hotel-motel lodge with 150 rooms, dining room, coffee shop, conference room, gift shop, sporting goods shop, and recreation room.
- * Commercial marina with a minimum of 100 individual slips, and including boat rental, motor repair and service station and related shops.
- * A golf course with challenging design, preferably adjacent to the lakeshore with the first 9 holes having a lake character, and the back 9 holes blending into the rolling upland countryside.
- * A minimum of 100 individual modern cabins with cooking facilities. These cabins should be under the management of the lodge.
- * Riding stables with a capacity for 25-50 horses, with a bridle path leading into the wooded section with provision for rest stations and service stops.
- * Swimming pool on a terrace adjacent to the lodge.
- * Tennis courts, croquet courts, shuffle board, and other recreation activities for use of guests.
- * Water sports area to be located near the confluence of Choccolocco Creek and removed from the commercial marina.
- * Parking area for 400 cars.

Commercial Motel Complex (Commercial Area No. 2 - Plate 3)

This area is the proposed location of a commercial motel complex. It is accessible situated just south of the Riverside interchange on Interstate 20. The proposed motel will be seen by travelers going East and West on both Interstate 20 and U. S. 78 before they reach the interchange. The central motel should be a quality-type, 100-room development, with associated dining room, conference rooms, craft shops, and swimming pool.

The area to the south of the motel on the lakeshore may be developed as a boat club and commercial marina with clubhouse, sporting goods shop and service center. The marina should have a minimum of 200 slips for use of private boat owners and rental boats. The commercial area should have parking accommodations for 300 cars.

The area to the north of the motel on the opposite side of I-20 and on both sides of U. S. 78 is designated for development as a public boat launching site. Provisions should be made for accommodating at least 200 cars and boat trailers in the area.

Rustic Lodge and primitive Area (Commercial Area No. 3)

This area includes about 10 miles of Beaver Creek Mountain from the fire lookout tower to the lakeshore, including the Greenport ferry area and the small plot of Federally-owned land at Lock N. 1 on the Coosa. Beaver Creek Mountain, situated between Beaver and Shoal Creek, provides a natural setting for the development of a rustic-type lodge and camp for use of adult and youth groups.

The development should include the following:

1. A rustic lodge, located atop the east end of the mountain over looking the Greenport Ferry area, with dining room, club and conference rooms, recreation room, gift shops and sleeping accommodations for 500, either in lodge rooms or cottages (without kitchen facilities).
2. Riding stables with a capacity for 50 or more horses.
3. Bridle trails, with rest and way stations, from the lodge area leading to the fire lookout tower.
4. Camping areas for tent, small trailers, and organized groups. This area should be on the mountain removed from the lodge and cottages and provide space for 200 or more campers.
5. Three areas for picnicking and other day uses.
 - * The area north of Beaver Creek, extending along Beaver Creek and the lakeshore where Greenport is inundated.
 - * The area near Lock No. 1 on the Coosa including the Federally-owned land. This area is on the south side of the mountain.
 - * The fire tower area toward the west end of Beaver Mountain.
6. Nature study trails for educational and recreational purposes.
7. Boat launching sites and picnic tables, fireplaces, water and sanitary facilities in connection with the day-use area.

Private Lodges - Family Resorts (Sites 1, 2 and 3)

The following three locations offer excellent opportunities for development as private lodges or family-type resorts. They are not the only sites suitable for this type of development in the study area, but are specifically referred to as guides in selecting similar development sites as tourist demand may dictate.

Lodges or resorts of this type may be developed by fraternal or other types of membership organizations or as facilities catering to the general public. They may include a small lodge building, coffee shop, and rooms and/or cabins for 20 to 40 guests; boat slips, launching ramps, sport shop and service station; rental boats and rental space for boats of members or customers.

Site No. 1 - This site includes all of Treadwell Island and is located at river mile 100.7 and above the Kelley Creek Dam. It is well suited for the development of a private club or a family-type resort.

Site No. 2 - This site is located between river mile 108-112 in the bend of the river below Stemley Bridge and is accessible by county road. It has desirable lakeshore for developing boat landings and other water and land-based facilities.

Site No. 3 - This area is located between river miles 146.5 and 148 at the confluence of the Coosa and Canoe Creek on the northeast corner of Hines Mountain. The roads in this area are to be relocated and the access may be difficult. However, it has excellent potential for development of this type indicated above.

Public-Use Areas

Three public use areas are proposed for development, either by the State, county, or some other public entity. One is proposed as a public park and the other two as camping areas.

Public-Use Area No. 1 - Public Park

This area includes the peninsula lying west of Rabbit Branch at river mile 103 and is well situated for a public-use park, preferable to be owned and operated by the State or county. It consists of approximately 600 acres, mostly wooded, and could be developed for the following principal uses: (1) camping, including both tent and trailer; (2) nature study trails; (3) rental cabins; and (4) boat launching and docking, particularly in the area of the two coves along the lakeshore.

The facilities in the park should include the following:

1. Small administration building and caretaker cabin.
2. An area developed for overnight campers, with separate areas for tents, small trailer and organized groups. This area should be provided with water and sanitation facilities and a minimum of 150 campsites. It should also be removed from any picnic areas.
3. About 50 to 100 rustic rental cabins to be located on the cove area of the peninsula. The cabins should be modern with kitchen facilities to accommodate families who visit the lake and do not care to "camp out." There should be launching areas near the cabins for those who have fishing or pleasure boats.

In the detailed plan for this proposed park, the separate use area should be clearly determined. This preliminary plan does not provided for picnicking areas since it is advisable to keep them separated from camping, cottage and lodge areas. If it is decided to include picnicking areas in the park, they should be well removed from the other use areas.

Public-Use Areas No. 2 and 3 - Camping Areas

These areas are suitable for two camping developments. The facilities to be provided in each of these camping areas should include water, toilets, power connections, and boat launching ramps. Each of the areas should have a minimum of 200 campsites. In planning for the developments, provisions should be made for separate areas for tents, small trailers and organized groups.

Area No. 2 is situated along both sides of Fishing Creek at the confluence of the Coosa. It has reasonably good access over county roads from Pell City connecting with U. S. 78 and 231, and also Interstate 20. The Alabama Power Company owns approximately 400 acres in this area. These are located in the vicinity of river mile 119.4.

Area No. 3 is situated in the bend of the Coosa about 5 miles south of Ragland between river miles 136-138. The site has good access via county roads. The terrain is rolling and the lakeshore accessible.

These two camping areas, along with those proposed for the public park and for the Beaver Mountain Lodge development should be sufficient to accommodate approximately 750 camping parties.

Public Access Areas

One of the most important factors governing the extent of recreation benefits to be derived from the utilization of the lake resources is the development of public access areas. Because of the preponderance of privately-owned land along the lakeshores in the study area, every available opportunity must be taken to develop public access areas; otherwise much of the recreational value of the lakes will be lost.

Three types of public access of day-use areas are proposed:

1. Boat launching ramps with adequate parking for cars and trailers.
2. Picnic areas with sanitation facilities, running water for drinking, tables, fireplaces, playgrounds, parking areas, etc.
3. Areas with combined facilities and service provided in one and two above.

There are small acreages of Federally-owned land, ranging between one and five acres, that will remain above power pools at Locks 1, 2, 3, 4 and 5. These areas will be accessible by road and should be developed as public access areas.

Fortunately, the Alabama Department of Conservation through its Division of Game and Fish has a program to construct public access areas on lakes and rivers to assure permanent utilization of such waters by the public. The local interest group must furnish, at no cost to the Department, title to such lands for access development.

Chandler Mountain

Chandler Mountain in the northwest corner of St. Clair County offers some excellent opportunities for recreation development of the non-water-oriented type. It consists of a fertile plateau about 8 miles long and 3 miles wide dotted with picturesque rock formations, overhanging cliffs, timbered areas,

scenic overlooks, and other interesting sites. Situated at the west tip of the plateau, more than 1,000 feet above the surrounding coves, is the fantastic "Horse Pens 40", a rapidly developing tourist attraction and recreation development. It gets its name from the sculptured pens nature has carved in the rock formations. These were first used by the Creek Indians to corral their horses, and later by John Wyatt, when he came to Chandler Mountain late in the 19th Century. Among the attractions are tours through the fantastic rock formations, an arts and crafts festival, horseback riding, camping, folk singing, and dinners down on the farm." The enterprise at Horse Pens 40 has experienced management and excellent press relations. However, development funds and space are limited.

On the northwest slope of Chandler Mountain is Camp Sumatanga, a beautiful lodge owned and operated by the Methodist Church. Present accommodations are sufficient for 500 guests and plans are underway for additional space to accommodate another 500 people. This is a beautiful camp area, consisting of 1,250 acres of land and a 50 acre lake, which provides excellent boating and fishing.

Chandler Mountain is easily reached via U. S. Highways 11 and 231 and Interstate 59, with an interchange at Steele, Alabama, the southwest approach to the mountain.

There are many sites on the mountain that could be developed into excellent day-use areas for picnicking and outings.

Non-Recreation Areas

Industrial Sites

The potential industrial sites shown on Plate 3 were selected by a representative of the Industrial Operations Office of the Area Redevelopment Administration in cooperation with the Industrial Committee of the study area. Perhaps the most promising site is the 1,200 acre tract of land owned by the Alabama Power Company along Kelley Creek adjacent to the Logan-Martin Dam.

Rural Shopping Area

The resort, commercial motel and mountain lodge developments are expected to provide shops where guests may purchase sporting goods, cameras, and other supplies and equipment as well as arts and crafts. In addition, there should be at least one shopping center in the east central part of the study area where general travelers and tourists may purchase needed supplies and services. The Ragland area may serve as such a center.

Estimated Cost of Typical Developments,
Excluding Cost of Land and Roads

It is not possible to estimate cost without the specifications for the building complex to be developed. However, estimated cost of some typical developments, such as those being proposed for the study area, are given below for the purpose of illustrating the magnitude of the funds necessary to activate a recreation-tourism program.

1. Resort hotel-motel development (excluding land and utilities)

* Lodge, 100 rooms @ \$12,500 per room \$1,250,000

* Golf Course, 18 holes @ \$10,000 per hole, plus site preparation (\$25,000) and pro shop (\$20,000)	\$225,000
* Tennis courts, 4 @ \$3,500 per court	15,000
* Swimming pool	75,000
* Marina - 150 boats	150,000
* Riding stables, 50 horses	15,000
* Cabins (100 - 2-bedroom) @ \$10,000 each	100,000
* Bridle tracts (2 miles) and relay station	10,000
* Parking, 400 cars @ \$50 per space	20,000
* Water sports landing area	25,000
	<u>1,885,000</u>

2. Family-type resort

* Administration building including sales rooms space for gift shop and supplies and lunch counter	\$ 30,000
* Cabins or motel rooms, 30 @ \$6,000 each	180,000
* Slips for 20 boats @ \$500 per slip	10,000
* Waterfront improvement for docking small boats, etc.	5,000
* Residence for owner or operator	15,000
* Service building - repairs and gas service	6,000
* Well, pump, tank and septic tank	3,000
* Rental boats and motors in accordance with demand may be added	<u>-----</u>
	\$249,000

3. Commercial marina for yacht and boat club (excluding land and utilities)

* Dredging and site preparation	\$ 30,000
* Bulkhead pier, to be initially constructed with 50 slips	30,000
* Basin lift - storage for 50 boats	10,000
* 100 additional slips	40,000
* Winter quarters - 100 slips	125,000
* Clubhouse, kitchen, dining room, lounge, and meeting room	100,000
* Parking for 300 cars	<u>10,000</u>
	\$345,000

4. Lodges or inns which cater to organized groups or parties

* Main lodge with kitchen, dining room, recreation room, lounge, conference room, storage, and lavatory facilities ...	\$150,000
* 100-room, 2-story type motel	500,000
* Employee quarters	40,000
* Riding stables - 50 horses	15,000
* Bridle trail - 2 mile and rest station	10,000
* Parking for 100 cars	5,000
* Caretakers cottage and service building	<u>15,000</u>
	<u>\$735,000</u>

5. Regular commercial-type motel-hotel

The cost of this type of facility varies with the class or quality desired. The range in cost per unit of three classes of motels, each with main building (containing dining room, office, lounge, and conference room for parties up to 100 persons) is as follows:

Deluxe type - per unit	\$10,000 to \$15,000 and up
Commerical type - per unit	\$ 6,000 to \$10,000
Utility type - per unit	\$ 4,000 to \$ 6,000

