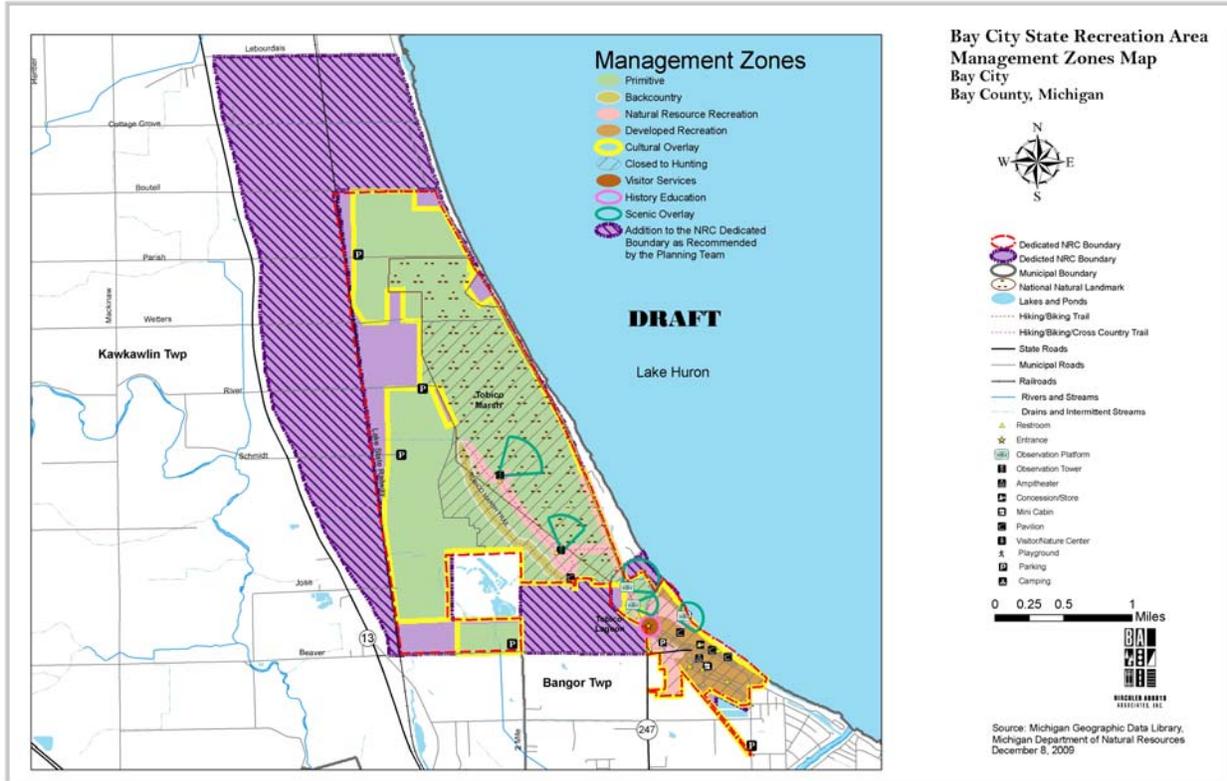


# DRAFT General Management Plan

Long-range management guidance focused on the specific natural resources, historic-cultural resources, recreation opportunities and the education-interpretation opportunities of...

## Bay City State Recreation Area



This project was funded, in part, by the Michigan Coastal Management Program, Department of Natural Resources and Environment, and the National Oceanic and Atmospheric Administration U.S. Department of Commerce.

The project was directed by Paul N. Curtis, Management Plan Administrator Michigan Department of Natural Resources and Environment, Recreation Division with assistance from Birchler Arroyo Associates, Inc.; Kristen Bennett, Park Planner; John Bugg and Hector Valdez, Planning Assistants



**PLAN APPROVALS:**

\_\_\_\_\_  
Chief, Recreation Division

\_\_\_\_\_  
Date

\_\_\_\_\_  
Resource Management Deputy

\_\_\_\_\_  
Date

\_\_\_\_\_  
Director, Department of Natural Resources & Environment

\_\_\_\_\_  
Date



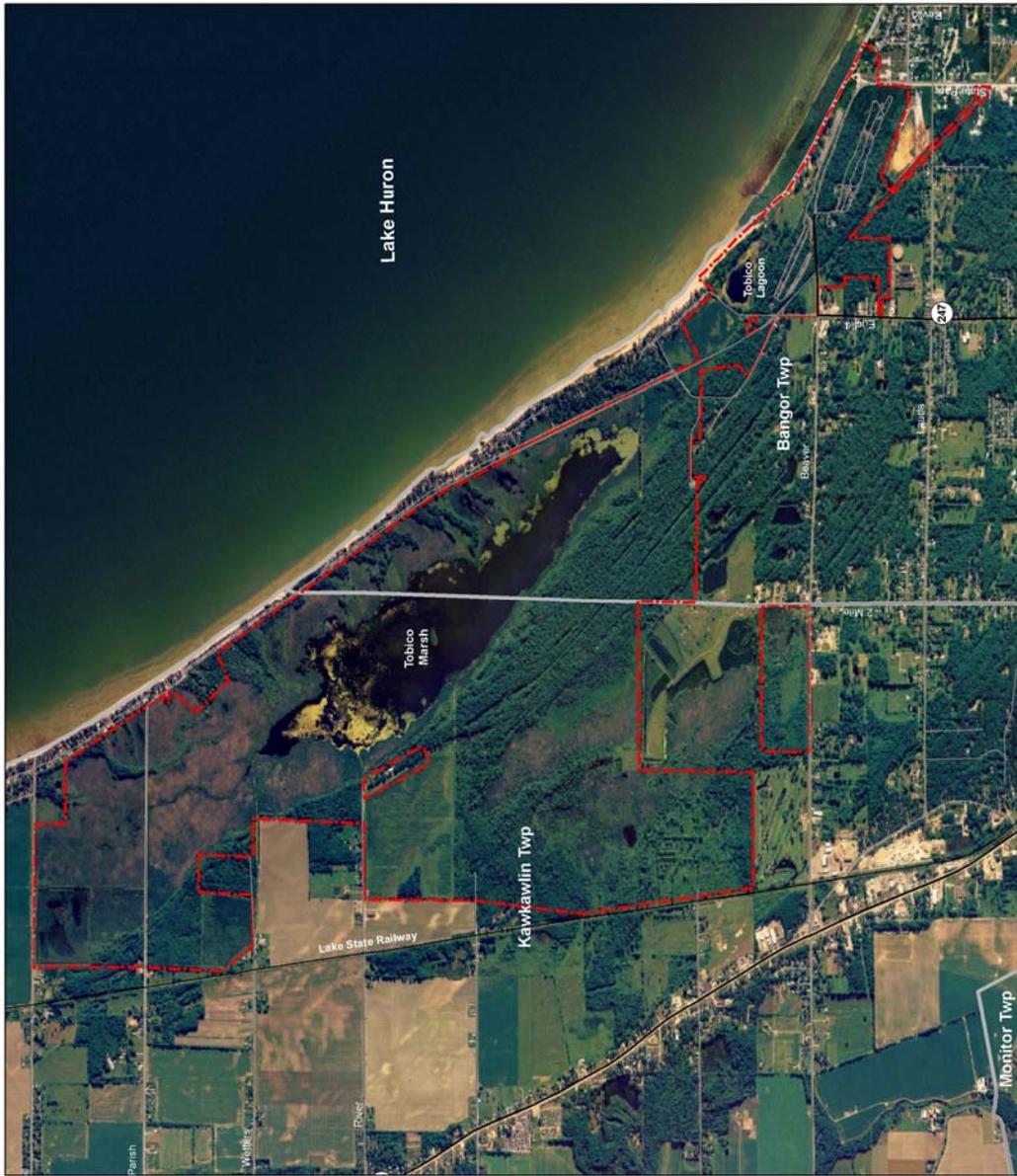
**Bay City State Recreation Area  
Aerial Imagery  
Bay City  
Bay County, Michigan**



-  Park Boundary
-  Municipal Boundary
-  State Roads
-  Municipal Roads
-  Railroads



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources,  
ESRI Imagery  
August 4, 2009



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# Executive Summary

Bay City State Recreation Area (SRA) is located in Bay County, Michigan. The Phase I General Management Plan (GMP) process for Bay City SRA was made possible, in part, by funding provided by the Michigan Coastal Management Program. The Department of Natural Resources and Environment (DNRE) Recreation Division (RD) oversaw the planning process. The endeavor represents a new planning philosophy of the RD. "Management Planning," a comprehensive, resource-based process, is the RD's adaptation of National Park Service planning methodology. During Phase 1, the GMP focuses on the four principles of the RD Mission Statement: to acquire, preserve and protect; (1) natural resources, (2) cultural resources, (3) provide public recreation, and (4) provide educational opportunities. The process includes a thorough inventory of Bay City SRA's natural and historic/cultural resources, recreational opportunities and educational and interpretation opportunities.

With this base of knowledge and input of the Planning Team (made up of DNRE Department staff, government officials, stakeholders and the public), the Core Values for Bay City SRA were developed. Bay City SRA was determined to be significant for the following reasons:

1. Bay City State Recreation Area is a destination for birding as it is home for nesting / shore birds in the Tobico Marsh and is a staging location for migratory waterfowl. Significant bird species include the Black & common tern, American bittern, least bittern, and short-eared owls.
2. The park offers unique natural resources, including wooded dune & swale complex, significant wildflowers, an oak savannah, and a lake plain prairie.
3. Bay City State Recreation Area plays an important role in the region for recreation, nature appreciation, education and the environment. It features one of the few public access points to Saginaw Bay. An estimated 20,000 school children visit from within a 1-hour drive of the park.
4. Due to its location on Saginaw Bay, its connectivity to Bay City through trails, and the facilities available within the park, the local community feels a sense of ownership of Bay City State Recreation Area. The park serves as a buffer strip between the surrounding commercial development and Saginaw Bay. Special community events, such as the annual Waterfowl Festival, trail rides, wellness walks / runs, and the like are held within the park throughout the year.
5. The Tobico Marsh is a National Natural Landmark, one of only 600 properties so designated by the National Park Service. It is significant because it is "one of the best fresh-water marshes in the north-central United States," and because of "its large size and relatively undisturbed condition, and the variety of aquatic plant communities, ranging from open water to marsh vegetation." The marsh hosts a variety of species, including the spotted turtle, Blandings turtle, and king rail. The marsh serves a key role

as “Nature’s Water Filter,” protecting underground water sources and Saginaw Bay from excessive run-off and pollutants.

6. The Visitor Center is a well-used resource for education / interpretation. Additional education and interpretive opportunities exist within the park relating to fishing, archery skills, and invasive species identification and control.
7. Year-round recreation opportunities include camping, archery, hiking trails, biking, wildlife viewing, fishing, ice fishing, and hunting. It is one of the few public access points for ice fishing in the area.
8. The park area has a rich history, from its use by indigenous people to its development in the 20th century. Archeological digs have been conducted by the University of Michigan within the park that uncovered evidence of human settlement in the area.
9. A variety of natural resource, sporting and friends groups are active within the park.
10. Organic build-up on the beach at Bay City State Recreation Area is an ongoing management challenge that limits public use of the beach. Historically, this beach has drawn, and has the potential to continue to draw, thousands of people to enjoy access to Saginaw Bay.

Considering the identity and significance of Bay City SRA, the Planning Team, with stakeholder and public input, established appropriate Management Zones and their extent of influence on the property. From a palette of nine standard zones, eight were applied to Bay City SRA. The Management Zone map and a thorough review of each Management Zone are found in Section 3 of this Plan. A condensed review of the Management Zones is as follows:

- ❑ Primitive Zone comprises 1,918.7 acres, or 80.4%, and will reflect a desired condition that emphasizes the natural resources.
- ❑ Backcountry Zone comprises 69.8 acres, or 2.9%, and emphasizes resource quality over recreation, but allows for modification of the landscape to allow for moderate levels of active recreation uses.
- ❑ Natural Resource Recreation Zone comprises 220.6 acres, or 9.2%, and permits active recreation with moderate to high density of use conducted in a natural setting.
- ❑ Developed Recreation Zone, comprises 151.2 acres, or 6.3% and allows active recreation with high density of use conducted in areas not designated for natural resource significance. In this zone, recreation dominates with natural resource attributes enhanced as possible. The campground area will be in the DR zone.
- ❑ Visitor Services Zone comprises 17.3 acres, or 0.7% and encompasses the developed areas required for program administration and operations. This zone includes the office, contact station, and maintenance facility that support the business of running a state recreation area. The current administrative and maintenance offices for the park will be in the Visitor Services Zone.
- ❑ Cultural Overlay Zone covers the entire park, 2,386 acres, and addresses the overall setting in which is found not only historic structures, but non-structural evidence of the traditions, beliefs, practices, lifeways, arts, crafts and social institutions of any community. The underlying management zone will still apply.
- ❑ History Education Overlay Zone comprises 11.3 acres, 0.5%, and emphasizes the cultural and historic resources, which are restored and interpreted for visitor

understanding. This zone centers on the Saginaw Bay Visitors Center, a facility developed to educate and promote resource protection and historical interpretation.

- ❑ Scenic Overlay Zone comprises 126.7 acres 5.3% and recognizes that there are aesthetic qualities to be preserved and protected in the Park. While there are many, those identified during the planning process, and noted on the management zone plan, are along pathways and overlook Tobico Marsh and other scenic vistas.

# 1.0 Plan Process Overview

A General Management Plan (GMP) guides the management of resources, visitor use, and general development at Bay City State Recreation Area over a 20-year horizon. The GMP provides the foundation for protecting park resources while providing for meaningful visitor experiences. The long-range vision and management objectives for the park are derived from applicable legal directives, the purpose of the park, and the park's significant resources.

The GMP process for Bay City State Recreation Area was made possible, in part, by funding provided by the Michigan Coastal Management Program, Department of Natural Resources and Environment and the National Oceanic and Atmospheric Administration U.S. Department of Commerce. The Department of Natural Resources and Environment Recreation Division (RD) oversaw the process and development of the Plan for the Park. A major component of the planning process was to ensure that extensive input was sought from DNRE professionals, community groups, stakeholders and the general public throughout the development of the plan.

GMPs develop as a result of a series of planning steps. Each step builds upon the previous, and action decisions focus on (1) the mission of the Recreation Division (RD), and (2) the specific Purpose and Significance of the park. There are four phases of planning, implemented in the following order:

- ◆ **Phase 1.** General Management Plan (GMP) that presents long-range (20-year) goals.
- ◆ **Phase 2.** Long-range Action Plan that identifies long range (10-year) goals to attain the GMP (requires review of Phase 1)
- ◆ **Phase 3.** Five-Year Action Plan, which outlines specific actions to implement (requires review of Phase 1 and Phase 2)
- ◆ **Phase 4.** Annual Action Plan and Progress Report to answer what will be done this year, and what progress was made on last year's plan.

This Plan represents **Phase I**. In this phase of planning, a 20-year vision for the park is defined, and critical questions are answered, such as: What will be the condition of flora and fauna? How will we address historic and cultural resources? What recreational opportunities could be provided? What education and interpretation efforts will meet the visitor? What will guide the manager's operational decisions? What will be the visitor's overall experience?

**Phase I determines management zones, and describes a variety of activities that may be appropriate within that zone. Phase I does not determine specific uses. Identifying specific uses within each management zone is a function of Phase 2. Management Plans do not guarantee future RD funding to achieve them. RD will seek internal funding, alternative funding sources, partnerships and other potential mechanisms for implementing the desired future conditions defined in this plan.**

The tool used by this plan is the designation of “Management zones.” Management zones define specific characteristics of the land, addressing management for:

- ◆ Natural features
- ◆ Historic/cultural features
- ◆ Education/interpretation
- ◆ Recreational opportunities

These four elements represent the primary goals of the RD Mission Statement, and provide guidance for both planning and management decisions. Appendix A presents a detailed account of each of these elements. In addition, management zones prescribe values for:

- ◆ Visitor experience
- ◆ Management Focus
- ◆ Development

Within the parameters of this guidance, “Purpose” and “Significance” statements are developed for the park that establish its unique identity and focus. No two parks are the same and emphasis is directed at ensuring that the differences found from park to park are acknowledged, highlighted and celebrated.

## **1.1 Planning Objectives**

The objective of this General Management Plan was to bring together RD Department staff, stakeholders, and the public who use the park into a planning process that will define and clarify the unique “Purpose” and “Significance” of Bay City State Recreation Area. Collectively, those attributes will be reinforced in the planning and management decisions that impact the park through the implementation of the Management Zone Plan. Future action plans, whether focused on a development proposal, a resource improvement initiative, an interpretive program, or day-to-day management of the park will be guided by this General Management Plan.

Extensive input was sought throughout the planning process. The Planning Team met several times to review and comment on the plan elements (see Section 1.2). In addition, the DNRE hosted a stakeholder workshop and a public participation workshop. Both the stakeholder and public participation workshops involved solicited written and verbal comments. The draft plan was available for review on a website and the public was invited to email, call or mail questions or comments concerning this initiative. The results of the public participation program are provided in Attachment B.

## **1.2 Planning Team**

Accomplishment of our planning objectives was and is dependent upon the valuable input provided by all members of the “Planning Team”. The names of listed below are those who were critical participants in this planning process. Agendas, meeting minutes and attendance at Planning Team meetings is provided in Appendix C.

**DNRE STAFF**

Paul N. Curtis	RD	Project Manager
Ray Fahlsing	RD	Stewardship
Glenn Palmgren	RD	Stewardship
Carl Lindell	RD	District Supervisor
Kristen Bennett	RD	District Planner
Mike Evanoff	RD	Park Manager
Valerie Blaschka	OMET	Park Interpreter
Jacob Figley	FMD	Forest Fire Officer
James Baker	FD	District Supervisor
Rex Ainslie	WD	District Supervisor
Ronald Utt	LED	Lieutenant

**Consultants**

David Birchler, Birchler Arroyo Associates, Inc.  
Jill Bahm, Birchler Arroyo Associates, Inc.

**1.3 Management Plan Planning Process**

In 2009, Recreation Division of the DNRE received a federal grant from the Coastal Zone Management Program (CZM) for the purpose of developing an individual long-range Management Plan for Bay City State Recreation Area. Without the CZM grant, insufficient resources in staff or funding would have precluded these planning efforts.

## 2.0 Core Values

### 2.1 Mission Statements

Guidance for the General Management Plan stems from the Mission Statements of the Department and its Recreation Division, and the Purpose and Significance Statements that have evolved through the planning process. The core values found in these statements must be reflected in this long-range General Management Plan for Bay City State Recreation Area, and subsequently reflected in any shorter range action plans:

#### DNRE Mission Statement

The Department of Natural Resources and Environment is committed to the conservation, protection, management, and accessible use and enjoyment of the state's environment, natural resources, and related economic interests for current and future generations.

#### RD Mission Statement

The Recreation Division's Mission is to acquire, protect, and preserve the natural and cultural features of Michigan's unique resources, and to provide access to land and water based public recreation and educational opportunities.

The core values derived from the statements are that RD will acquire, preserve, and protect; (1) natural resources, (2) cultural resources, (3) provide public recreation, and (4) provide educational opportunities.

### 2.2 Park Purpose

Park purpose statements are based on park legislation, legislative history, special designations and DNRE policies. These statements reaffirm the reasons for which Bay City SRA was identified as part of the state park system.

1. To be used as a public park, pursuant to the intentions of the park being created in 1922 when the City of Bay City donated 76 acres to be used for a public park.
2. To Preserve and protect Bay City SRA's unique natural resources for current and future generations.
3. To provide diverse recreational opportunities to nearby urban populations.
4. To provide educational and interpretive opportunities for the public that reflect the DNRE mission and the unique qualities of Bay City SRA.

## 2.3 Park Significance

Park Significance statements capture the essence of the park's importance to our state's natural and cultural heritage. These statements demonstrate the distinctiveness of Bay City SRA. Understanding the park's significance helps managers make decisions that preserve those resources and values necessary to accomplish the park's purpose.

1. Bay City State Recreation Area is a destination for birding as it is home for nesting / shore birds in the Tobico Marsh and is a staging location for migratory waterfowl. Significant bird species include the black & common tern, American bittern, least bittern, and short-eared owls.
2. The park offers unique natural resources, including wooded dune & swale complex, significant wildflowers, an oak savannah, and a lake plain prairie.
3. Bay City State Recreation Area plays an important role in the region for recreation, nature appreciation, education and the environment. It features one of the few public access points to Saginaw Bay. An estimated 20,000 school children visit from within a 1-hour drive of the park.
4. Due to its location on Saginaw Bay, its connectivity to Bay City through trails, and the facilities available within the park, the local community feels a sense of ownership of Bay City State Recreation Area. The park serves as a buffer strip between the surrounding commercial development and Saginaw Bay. Special community events, such as the annual Waterfowl Festival, trail rides, wellness walks / runs, and the like are held within the park throughout the year.
5. The Tobico Marsh is a National Natural Landmark, one of only 600 properties so designated by the National Park Service. It is significant because it is "one of the best fresh-water marshes in the north-central United States," and because of "its large size and relatively undisturbed condition, and the variety of aquatic plant communities, ranging from open water to marsh vegetation." The marsh hosts a variety of species, including the spotted turtle, Blandings turtle, and king rail. The marsh serves a key role as "Nature's Water Filter," protecting underground water sources and Saginaw Bay from excessive run-off and pollutants.
6. The Visitor Center is a well-used resource for education / interpretation. Additional education and interpretive opportunities exist within the park relating to fishing, archery skills, and invasive species identification and control.
7. Year-round recreation opportunities include camping, archery, hiking trails, biking, wildlife viewing, fishing, ice fishing, and hunting. It is one of the few public access points for ice fishing in the area.
8. The park area has a rich history, from its use by indigenous people to its development in the 20th century. Archeological digs have been conducted by the University of Michigan within the park that uncovered evidence of human settlement in the area.
9. A variety of natural resource, sporting and friends groups are active within the park.
10. Organic build-up on the beach at Bay City State Recreation Area is an ongoing management challenge that limits public use of the beach. Historically, this beach has drawn, and has the potential to continue to draw, thousands of people to enjoy access to Saginaw Bay.

## 2.4 LEGAL MANDATES

For general management plans, all legal mandates will be identified and will serve to further guide the development of the plan and subsequent action plans. The term *legal mandate* refers not only to federal and state law, but also administrative policies and directives of the Natural Resources Commission, the DNRE, and RD. At Bay City SRA, the following legal mandates have been identified:

### The Coastal Zone Management Act (CZMA), 1972

Bay City SRA falls within the Coastal Zone Management Area and is, therefore, subject to the CZMA. This law enables coastal states, including Great Lakes states, to develop a coastal management program to improve protection of sensitive shoreline resources, to identify coastal areas appropriate for development, to designate areas hazardous to development and to improve public access to the coastline. The program is administered by the Coastal Zone Program of the Department of Natural Resources and Environment. The program includes local pass through grants and administration of coastal related sections of the Natural Resource Protection Act, 1994 PA 451. Review of federal agency activities for consistency with Michigan's approved program is performed by the Great Lakes Shorelands Section in the Land and Water Management Division (LWMD).

### Public Act 451 of 1994, Natural Resources and Environmental Protection Act, Parts 303 and 323, Wetlands Protection

This law defines a wetland and establishes permitting requirements based on the impact to the land. Much of Bay City SRA qualifies as wetland and is, therefore, subject to restrictions on development.

### Public Act 451 of 1994, Part 741, Natural Resources and Environmental Protection Act, State Park System

This act establishes the state park system under the jurisdiction of the DNRE, identifying its powers and duties. This section states:

- Michigan state parks preserve and protect Michigan's significant natural and historic resources;
- Michigan state parks are appropriate and uniquely suited to provide opportunities to learn about protection and management of Michigan's natural resources;
- Michigan state parks are an important component of Michigan's tourism industry and vital to local economies; and
- The department shall create, maintain, operate, promote, and make available for public use and enjoyment a system of state parks to preserve and protect Michigan's significant natural resources and areas of natural beauty or historic significance, to provide open space for public recreation, and to provide an opportunity to understand Michigan's natural resources and need to protect and manage those resources.

### Public Act 451 of 1994, Natural Resources and Environmental Protection Act, Part 504

This law describes the DNRE's authority to make rules that support its mission. "The department shall promulgate rules for the protection of the lands and property under its control against wrongful use or occupancy as will ensure the carrying out of the intent of this part to protect the lands and property from depredations and to preserve the lands

and property from molestation, spoilation, destruction, or any other improper use or occupancy.”<sup>1</sup>

Public Act 451 of 1994, Natural Resources and Environmental Protection Act, Part 351, Wilderness and Natural Areas

This is the general environmental and natural resource protection law in Michigan. Section 324.35102 allows the DNRE to designate certain areas as *wilderness, wild, or natural areas*, and to confer special status upon those lands. Tobico Marsh is designated as a Natural Area and is subject to land use restrictions. Section 324.35105 outlines prohibited activities within a Natural Area, including:

- removing, cutting, picking, or otherwise altering vegetation, except as necessary for appropriate public access, the preservation or restoration of a plant or wildlife species, or the documentation of scientific values and with written consent of the department;
- granting an easement for any purpose;
- exploration for or extraction of minerals;
- a commercial enterprise, utility or permanent road;
- a temporary road, landing of aircraft, use of motor vehicles, motorboats, or other form of mechanical transport, or any structure or installation, except as necessary to meet minimum emergency requirements for administration as a wilderness area, wild area, or natural area by the department;
- motorized equipment, except if the department approves its use for management purposes or conservation practices; and
- if a right-of-way or an easement for ingress and egress was granted on land prior to the land's designation as a wilderness area, wild area, or natural area, upon request, the department may grant an easement along the route of the existing right-of-way or easement for the installation and maintenance of utilities for gas, electric, telephone, and cable services. In granting an easement under this section, the department shall require conditions necessary to protect the wilderness area, wild area, or natural area.

Public Act 451 of 1994, Natural Resources and Environmental Protection Act, Section 324.76102, Aboriginal Records and Antiquities

The state reserves the exclusive right and privilege of exploring, surveying, excavating, and regulating all aboriginal records and other antiquities, including mounds, earthworks, forts, burial and village sites, mines or other relics, and abandoned property of historical or recreational value found upon or within any of the lands owned by or under the control of the state. The state reserves a possessory right or title superior to that of a finder to abandoned property of historical or recreational value found on the state-owned bottomlands of the Great Lakes. This property shall belong to this state with administration and protection jointly vested in the Department and the Office of the State Archaeologist and the State Historic Preservation Office (both now under Michigan State Housing Authority).

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<sup>1</sup> See [www.legislature.mi.gov](http://www.legislature.mi.gov)

DNRE, Wildlife Conservation Orders, Sections 7.1 and 7.51, State Parks and Recreation Areas

Hunting and trapping are allowed, except that area referenced in 7.51. A person shall not take an animal at any time without a written permit from the area manager, in the Tobico Marsh unit refuge. Additionally, no one is permitted to hunt in any state park, state game refuge, or wildlife sanctuary, unless specified under Section 3.412 of NREPA.

DNRE, Land Use Orders of the Director, Section 5.2 (7)(a)

This land use order prohibits a person from possessing or consuming an alcoholic beverage at any time within Bay City SRA, except for registered campers in the campground.

Public Act 368 of 1978, Article 12, Environmental Health, Part 125, Campgrounds

Part 125 was established to protect and promote the public health by creating health code requirements specifically addressing campgrounds. The DNRE Environmental Protection Bureau is the administering agency that is responsible for the promulgation of the Administrative Rules for Campgrounds. All public and private campgrounds must meet these requirements.

Easements

There are 8 easements at Bay City SRA that grant the right of access to local governments or corporations and restrict land use options on particular parcels of land within the park.

- Bay County Drain Commissioner

The County maintains a drain within the park affecting 80 acres of land.

- Bay County Road Commission

This easement is for a sanitary sewer right-of-way affecting 5.1 acres in Kawkawlin Township in the park. There is another sanitary sewer easement running near the Detroit-Mackinac Railway affecting approximately 0.1 acres of the park.

- Bangor Township

This easement, affecting about 75 acres, allows the Township to construct and maintain a water main through the park. The agreement stipulates that sand and clay removed during construction must be replaced in their original condition and that no herbicides may be used to control plant growth, among other conditions.

- Consumer's Energy

This is a 20 foot easement for a utility corridor, affecting 39 acres. The grantee agrees not to use herbicides to control plant growth, among many other stipulations.

- City of Bay City

This easement is for a 41 foot right-of-way for a utility pipeline that runs through the park. Bay City agrees neither to put up fencing nor to use any herbicides to control plants, among other conditions.

- Detroit and Mackinac Railway Company

This easement allowed the DNRE to construct a dam.

- DNRE

This agreement dictates that the DNRE will minimize its impact to the “preserved area” of the shoreline at the park. This is in exchange for being allowed to groom 550 feet of shoreline for a swimming beach.

<b>Easements at Bay City State Recreation Area</b>				
<b>Grantee</b>	<b>Description</b>	<b>Township, Range, Section</b>	<b>Size (acres)</b>	<b>Date Granted/ Acquired</b>
Bay County Drain Commissioner	Drain right-of-way	15N, 4E, Section 13	80.0	1962
Bay County Road Commission	Sanitary Sewer	15N, 4E, Section 25	5.1	1995
Bay County Road Commission	Sanitary Sewer	15N, 5E, Section 19	0.1	1978
Bangor Township	Water Main	15N, 5E, Sections 29 and 30	75.2	1984
Consumer's Power	Utility pipeline	15N, 4E, Section 13	39.0	1964
City of Bay City	Pipeline	15N, 5E, Section 32	7.0	2005
Detroit and Mackinac Railway Company	Easement for construction and maintenance of a dam	15N, 4E, Section 13; and 15N, 5E, Sections 18 and 19	169.0	1963
DNRE	Voluntary land use restriction in “preserved area”	15N, 5E, Section 29	32.2	1995
Source: DNRE Land Information System				

## 2.5. SPECIAL DESIGNATIONS

### National Park Service, Department of Interior, National Natural Landmark (NNL)

Tobico Marsh was dedicated as a Natural Landmark in 1976. The NNL program was established in 1962 by administrative action relying on authority provided by the Historic Sites Act of 1935. Sites are dedicated as Natural Landmarks to encourage the preservation of places illustrating the geological and ecological character of the United States, to enhance the scientific and educational value of sites, to strengthen public appreciation of natural history, and to foster a greater concern for the conservation of the nation's natural heritage. Tobico Marsh was dedicated as a relatively undisturbed area with three distinct habitats: a wide expanse of open water, marshland, and a mixed hardwood forest used by large numbers of migrating waterfowl. Also, Tobico Marsh is home to rare oak barrens and lakeplain wet prairie natural communities.

While participation in the NNL Program involves a voluntary commitment on the part of the landowner to retain the integrity of their property as it was when designated, this designation does not involve any land use restrictions. The NNLs are protected primarily through the good will of the landowners.

### Area of Concern, Environmental Protection Agency (EPA)

The entire Saginaw River/Bay Watershed, of which Bay City SRA falls into, is designated an Area of Concern (AoC) by the EPA. Great Lakes AoCs are severely degraded geographic areas within the Great Lakes Basin. They are defined by the U.S.-Canada Great Lakes Water Quality Agreement (Annex 2 of the 1987 Protocol) as "geographic areas that fail to meet the general or specific objectives of the agreement where such failure has caused or is likely to cause impairment of beneficial use of the area's ability to support aquatic life." The U.S. and Canadian governments have identified 43 such areas; 26 in U.S. waters, 17 in Canadian water (five are shared between U.S. and Canada on connecting river systems).

The Great Lakes Water Quality Agreement, as amended via the 1987 protocol, directs the two federal governments to cooperate with state and provincial governments to develop and implement Remedial Action Plans for each Area of Concern.

Contaminated sediments, fish consumption advisories, degraded fisheries and loss of significant recreational values are the major reasons for this AoC designation. These problems are mainly caused by high amounts of soil erosion, excessive nutrients (e.g., phosphorus and nitrogen) entering the water, and contaminated sediments. Saginaw Bay priorities include remediation of PCB contaminated sediment, nonpoint pollution control, wetland restoration, and habitat restoration.<sup>2</sup>

## 2.6 STUDIES, REPORTS, and SPECIAL MANAGEMENT TEAMS

Although not legally binding, the following reports and management teams have made recommendations for land use at Bay City SRA.

- a) DNRE, Southern Lower Peninsula Eco-Team: Bay City SRA is located within the Southern Lower Peninsula Eco-Region. Statewide, there are four eco-teams charged with making recommendations and developing a plan regarding multi-jurisdictional eco-system and land use issues.

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<sup>2</sup> for more info the status of the AoC, see the U.S. EPA website <http://www.epa.gov/glnpo/aoc/sagrivr.html>

- b) U.S. Fish and Wildlife Service's Restoration Plan for Tobico Marsh  
This is a final Restoration Plan/Environmental Assessment plan for restoring the 900-acre Tobico Marsh, which calls for measures that will improve fish passage between Saginaw Bay and Tobico Marsh and minimize the risk of flooding to nearby residents<sup>3</sup>.
- c) DNRE Saginaw Bay Coastal Initiative  
Through the Saginaw Bay Coastal Initiative, the DNRE and other state agencies will be working with citizens, local government officials, and multiple regional and federal agencies to develop and implement a comprehensive approach to promoting environmentally sound economic development and resource restoration in the Saginaw Bay coastal area.<sup>4</sup> The Saginaw Bay Coastal Initiative is a collaboration between the counties of Arenac, Bay, Huron, Iosco, Midland, Saginaw and Tuscola, and partnering with the Michigan Department of Environmental Quality and various regional and federal agencies to develop and implement a comprehensive approach to promoting environmentally sound economic development and resource restoration in the Saginaw Bay coastal area.
- d) Tobico Marsh Observation Tower No. 1 and No. 2, 2007  
This structural analysis of two observation towers was prepared by the Spicer Group on behalf of the Michigan Department of Management and Budget. The purpose was to evaluate the conditions of the towers and provide repair options and budgets.
- e) North American Waterfowl Management Plan, 2004  
This is a plan of the U.S. Fish & Wildlife Service and the Canadian Wildlife Service, whose purpose it is to sustain abundant waterfowl populations by conserving landscapes, through partnerships that are guided by sound science. The 2004 Plan establishes a new 15-year horizon for waterfowl conservation in North America by assessing and defining the needs, priorities, and strategies required to guide waterfowl conservation in the 21st century. The Saginaw Bay area is an *area of continental significance* to North American ducks, geese, and swans.<sup>5</sup>
- f) Tobico Marsh Hydrologic Study, 1995  
This study was conducted by the Resource Management Group for Bay County through the Saginaw Bay National Watershed Initiative. Management goals suggested in the report included managing water levels in the marsh; creating better habitat conditions; collecting additional biological data and increasing the diversity of vegetation. The report also suggested maintaining an open channel from the marsh to Tobico Lagoon and Saginaw Bay for fish migration.
- g) DNR Parks & Recreation, Bay City State Recreation Area: A Master Plan Proposal, 1994  
This is the most recent master plan undertaken at Bay City SRA. It includes a park plan highlighting the general history, development, and natural features of the park, as well as detailed wildlife and fisheries management sections.

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<sup>3</sup> This information is no longer on the FWS website

<sup>4</sup> for more information see [http://www.michigan.gov/deq/0,1607,7-135-7251\\_30353\\_42900---,00.html](http://www.michigan.gov/deq/0,1607,7-135-7251_30353_42900---,00.html)

<sup>5</sup> for more information see <http://www.fws.gov/birdhabitat/NAWMP/files/ImplementationFramework.pdf>

- h) DNR Wildlife, Tobico Marsh State Game Area Master Plan, 1992  
This plan reviews the natural history of the area as well as outlines management objectives for the area, including enhancing wildlife habitat, encouraging fish spawning, protecting lakeplain wet prairie, and promoting recreational opportunities.
  
- i) Saginaw Bay Water Quality Concerns, 1989  
This report was prepared by the Institute of Water Research at Michigan State University and is a summary of historic reports and studies focusing on Saginaw Bay. Most involve water quality, as well as physical and biological elements.

## 3.0 Management Zones

With guidance of the Planning Team and input from the park's stakeholders and the public, the "Purpose and Significance" statements were formulated for Bay City State Recreation Area. This established an identity for Bay City SRA as a place to be valued for its unique natural features, Lake Huron access, recreational trails, and opportunity for natural resources education.

The Management Zone Plan, Figure 1, was developed in keeping with the park's unique Identity. Similar to the Purpose and Significance statements, the Management Zone Plan was also drafted with Planning Team, stakeholder and public support. The Management Zone Plan seeks to preserve and protect the park's natural resources, while creating opportunities for recreation, education and interpretation. To achieve this, the 2,386-acre park was divided into the following zones:

- ❑ Primitive Zone comprises 1,918.7 acres (80.4%) and reflects a desired condition that emphasizes the natural resources. Land is managed to only allow dispersed and low frequency use for low impact recreational purposes. Attaining and maintaining a high quality natural resource condition dictates the extent to which recreational improvements or uses are allowed.
- ❑ Backcountry Zone comprises 69.8 acres (2.9%) and emphasizes resource quality over recreation, but allows for modification of the landscape to allow for moderate levels of active recreation uses.
- ❑ Natural Resource Recreation Zone comprises 220.6 acres (9.2%) and permits active recreation with moderate to high density of use conducted in a natural setting. There is still an emphasis on resource quality over recreation, but higher levels of uses are allowed
- ❑ Developed Recreation Zone comprises 151.2 acres (6.3%) and allows active recreation with high density of use conducted in areas not designated for natural resource significance. In this zone, recreation dominates with natural resource attributes enhanced as possible. The campground areas will be in the DR zone.
- ❑ Visitor Services Zone comprises 17.3 acres (0.7%) and encompasses the developed areas required for program administration and operations. This zone will include the park office, contact station, maintenance facilities and all related land base required to conduct the business of running a state recreation area.

This is Phase I of the General Management Plan for Bay City State Recreation Area. Phase I determines management zones for the parkland. Management zones describe a variety of activities that **may be** appropriate within that zone. Identifying specific activities that **will occur** is a function of Phase 2 general management planning, and not a component of this phase.

**Bay City State Recreation Area  
Management Zones Map**  
Bay City  
Bay County, Michigan

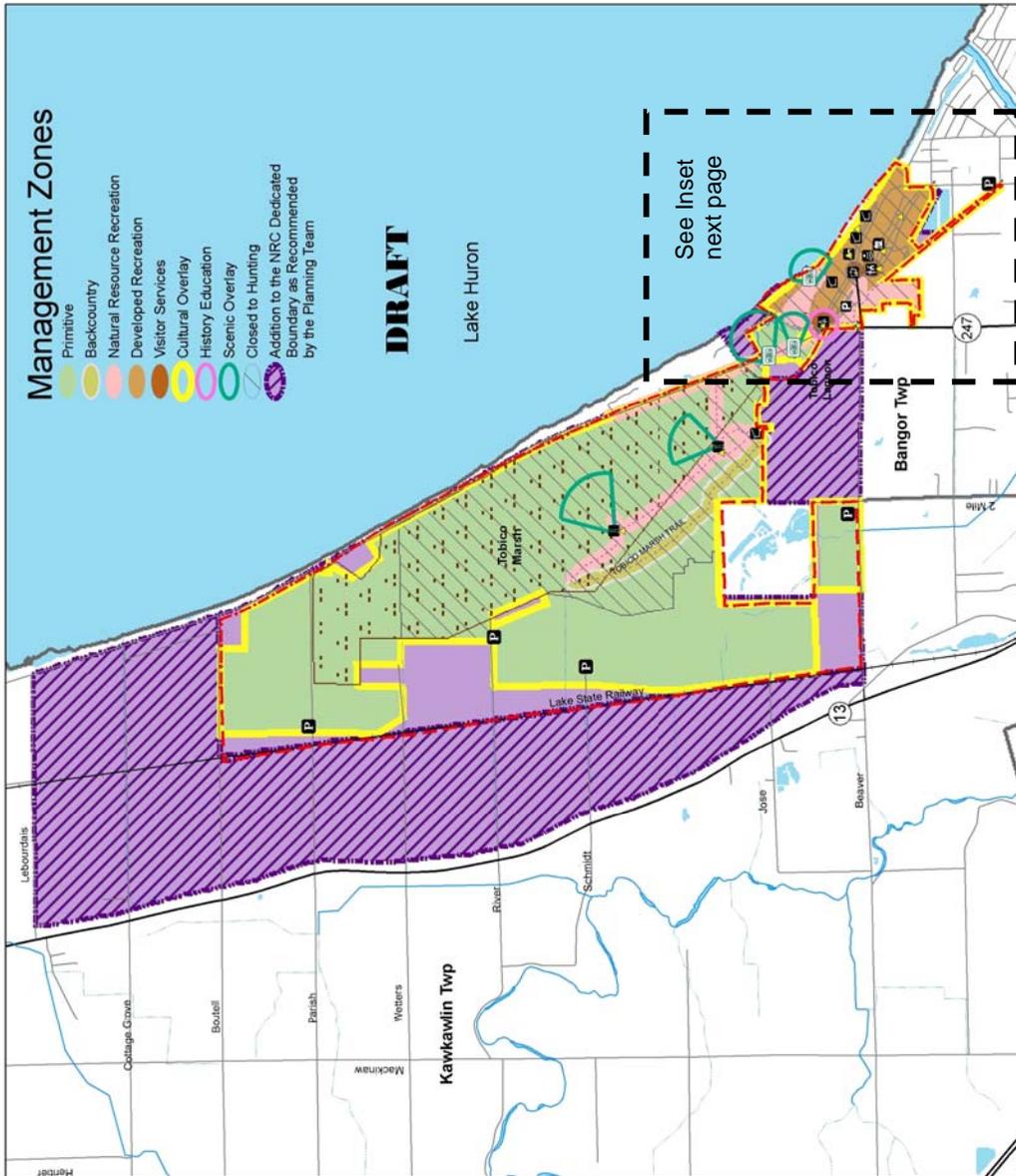


- Dedicated NRC Boundary
- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
- State Roads
- Municipal Roads
- Railroads
- Rivers and Streams
- Drains and Intermittent Streams

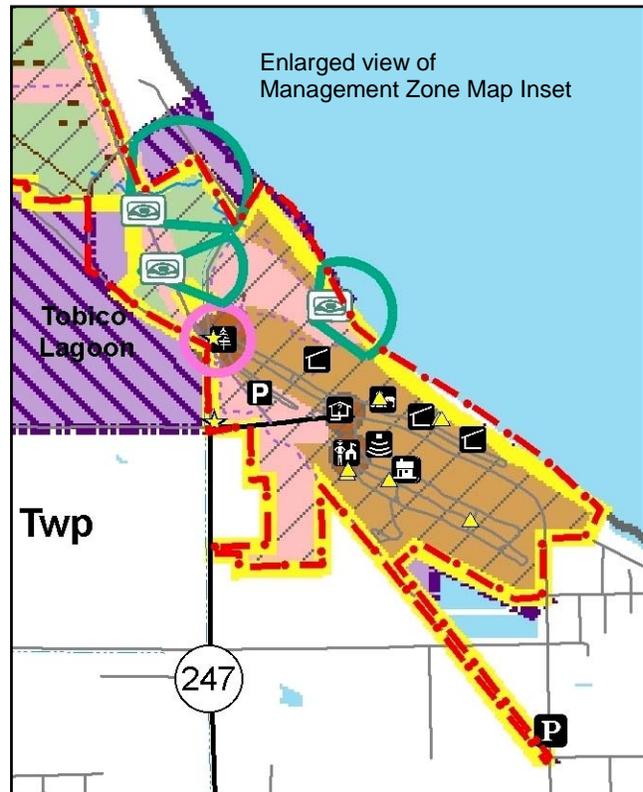
- Restroom
- Entrance
- Observation Platform
- Observation Tower
- Amphitheater
- Concession/Store
- Contact Station
- Headquarters
- Mini Cabin
- Pavilion
- Visitor/Nature Center
- Playground
- Parking
- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 8, 2009



- ❑ Cultural Overlay Zone comprises 2,386 acres and recognizes the cultural significance of the entire recreation area, due to its archeological and historic resources. The underlying management zone will apply.
- ❑ History Education Zone (overlay) comprises 11.3 acres, 0.5%, and emphasizes the cultural and historic resources, which are restored and interpreted for visitor understanding. This zone centers on the Saginaw Bay Visitors Center, a facility developed to educate and promote resource protection and historical interpretation.
- ❑ Scenic Zone (overlay) comprises 126.6 acres (5.3%) and recognizes that there are aesthetic qualities to be preserved and protected in the park. Examples in Bay City State Recreation Area include the lake views and views from the observation platforms and former towers.



- ❑ Proposed Future Expansion: The Planning Team recommends acquisition of those properties within the NRC Boundary, as shown on the map. The team also recommends acquisition of property within this expanded boundary as it becomes available and funding allows (Note: acquisition is only made on a willing seller basis).

### 3.1 Primitive Zone

Approximately 1,918.7 acres, 80.4%, of the land comprising Bay City State Recreation Area is designated Primitive Zone, representing that portion of the park containing the Tobico Marsh, a National Natural Landmark. Only foot traffic would be allowed in this zone to ensure that the natural features are not damaged or compromised by recreation.

- A. Natural Resources. This zone will reflect natural processes, with vegetative management only allowed to restore and maintain natural ecological structure and processes (such as removing of invasive species), to address hazard trees, and to manage pests and disease. Land would be managed to preserve and protect the resources found within the marsh. Preserving this land is important because:
  - 1976, the United States Department of Interior designated Tobico Marsh as a Registered Natural Landmark because of its exceptional value to illustrate the nation's natural heritage
  - Three distinct habitats are found in Tobico Marsh: a wide expanse of open water, an extensive area of marshland, and a mixed hardwood forest located along the western boundary. The area also includes examples of the very rare oak barren and lakeplain wet prairie natural communities
  - Its large size, balance between open water and marsh vegetation, variety of aquatic plant species, lack of disturbance, and use by waterfowl all combine to make Tobico Marsh one of the finest freshwater marshes in the Great Lakes region

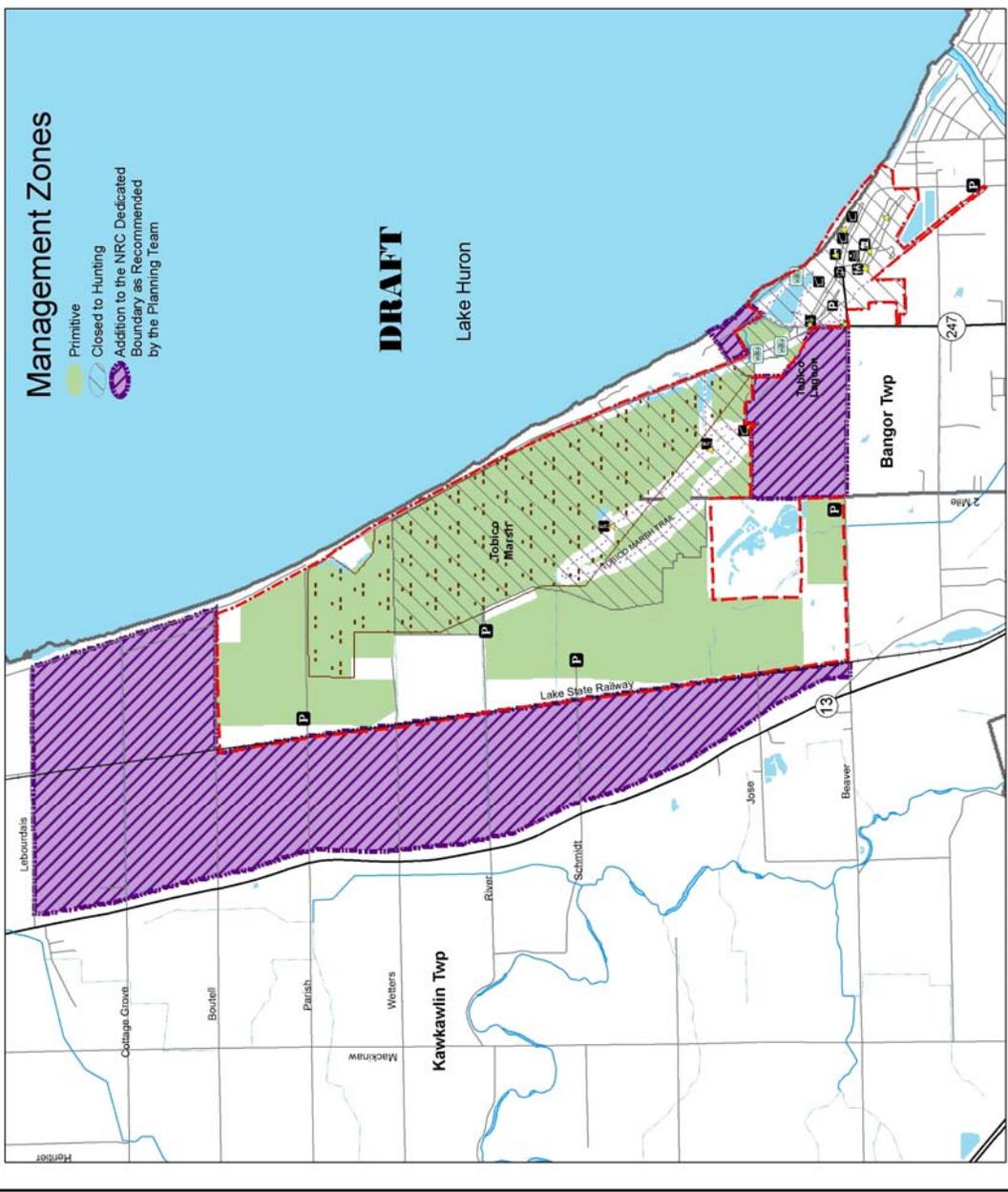
**Bay City State Recreation Area  
Primitive Zones  
Bay City  
Bay County, Michigan**



- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
- State Roads
- Municipal Roads
- Railroads
- Rivers and Streams
- Drains and Intermittent Streams
- Restroom
- Entrance
- Observation Platform
- Observation Tower
- Amphitheater
- Concession/Store
- Contact Station
- Headquarters
- Mini Cabin
- Pavilion
- Visitor/Nature Center
- Playground
- Parking
- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 8, 2008



- Almost within the city limits of Bay City, it offers a glimpse of rare Michigan flora and fauna which can be duplicated only in the larger wild areas of northern Michigan. Deer, beaver, mink, muskrat, a dozen different species of waterfowl, and many song, shore, and marsh birds are present

The management zone plan promotes the on-going maintenance and enhancement of these natural resources to ensure their success in the long-term. Native species and natural processes would take precedence over visitor accommodation.

- B. Historic / Cultural Resources. Resources in this zone would be preserved, removed or allowed to waste away.
- C. Recreational Opportunities. With the focus of this zone being preservation, protection and enhancement of the natural communities present within the zone, recreational opportunities are limited to low-intensity uses. Any uses must be dispersed, low intensity, off-trail or trail, self-reliant, outdoor activities. Activities that could occur in this zone are hiking, back-packing, hunting/trapping/fishing, primitive camping, cross-country skiing, nature observation.
- D. Education Opportunities. The ecological significance of the resources in the park presents a tremendous educational opportunity. Information can be relayed through the use of kiosks at trailheads and interpretive signage along trails and other appropriate locations.
- E. Visitor Experience. Visitor experience would reflect a high degree of natural feel: a significant sense of solitude, and a lack of man-made improvements. There would be low interaction with others.
- F. Management Focus. Management would focus on maintaining the low-impact character of the zone, with emphasis on natural resource quality. Routine maintenance would be provided. Care would be taken to eliminate any detrimental impacts such as incursion of invasive species. Vegetation will be protected from human predation.
- G. Development. The focus is to maintain as little evidence of human activity as possible. Trail improvements, which can include boardwalks and/or overlooks, will be considered.

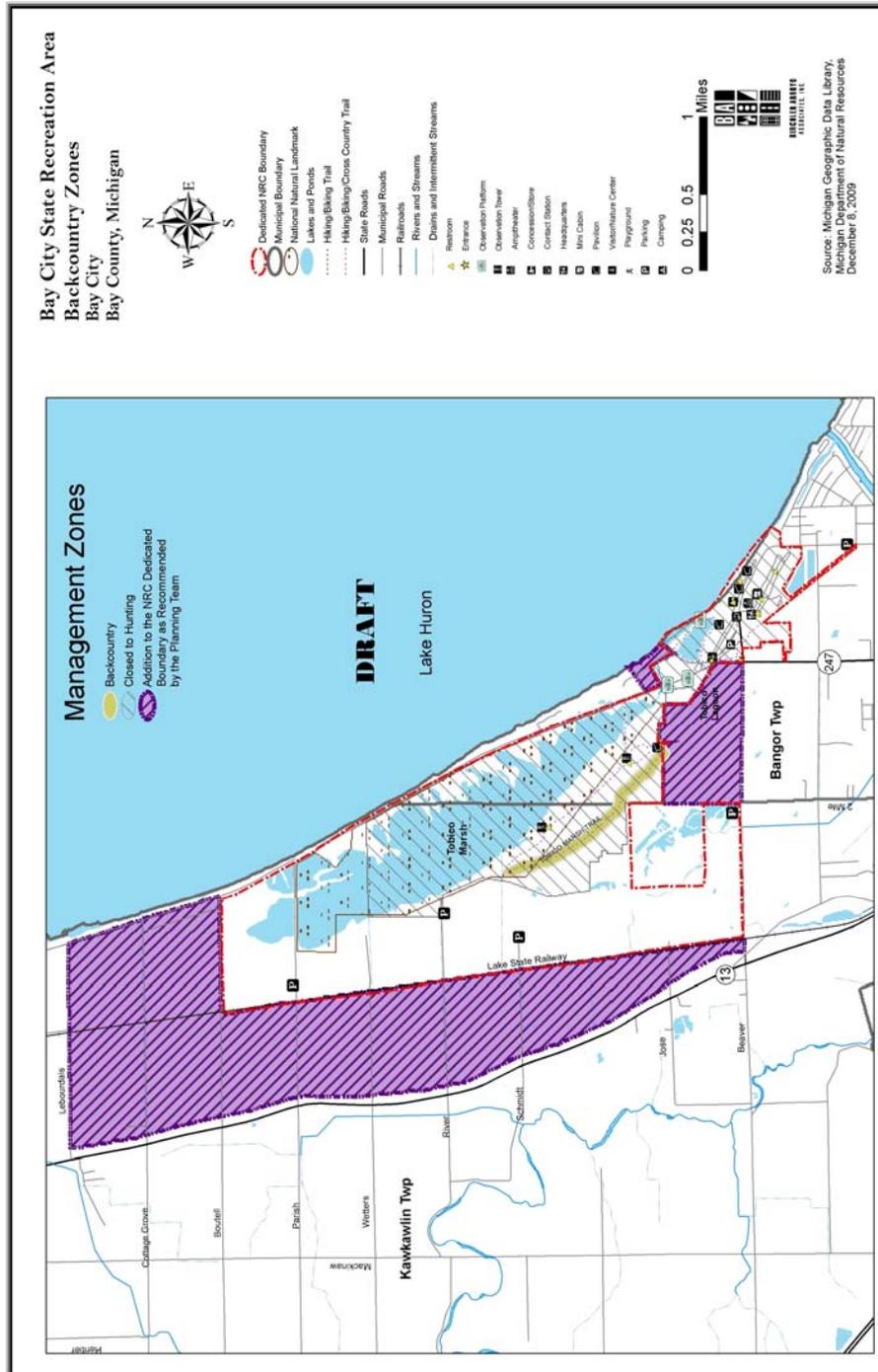
### **3.2 Backcountry Zone**

This zone encompasses the existing western half of the Tobico Marsh Trail, where there is currently a moderate level of low-impact visitor activity.

- A. Natural Resources. This zone will reflect natural processes, with vegetative management only allowed to restore and maintain natural ecological structure and processes (such as removing invasive species), to address hazard trees, and to manage pests and disease. Within the Backcountry Zone, natural resources may be modified slightly to support visitor use, but the tolerance for natural resource impacts is low.
- B. Historic / Cultural Resources. Resources in this zone could be preserved, rehabilitated, removed or allowed to waste away. Historic structures could be adaptively used for operational uses or educational purposes.
- C. Recreational Opportunities. Moderate levels of recreation are allowed in the Backcountry Zone, provided the activities are compatible with the natural character. Non-motorized outdoor activities could be permitted, including hiking, backpacking, backcountry camping,

canoeing, kayaking, nature observation, cross-country skiing, snowshoeing and hunting/trapping/fishing.

- D. Education Opportunities. Similar to the Primitive Zone, the Backcountry Zone offers a great opportunity to communicate the site's unique and regional significance. Information can be relayed through the use of kiosks at trailheads and interpretive signage along trails and other appropriate locations.



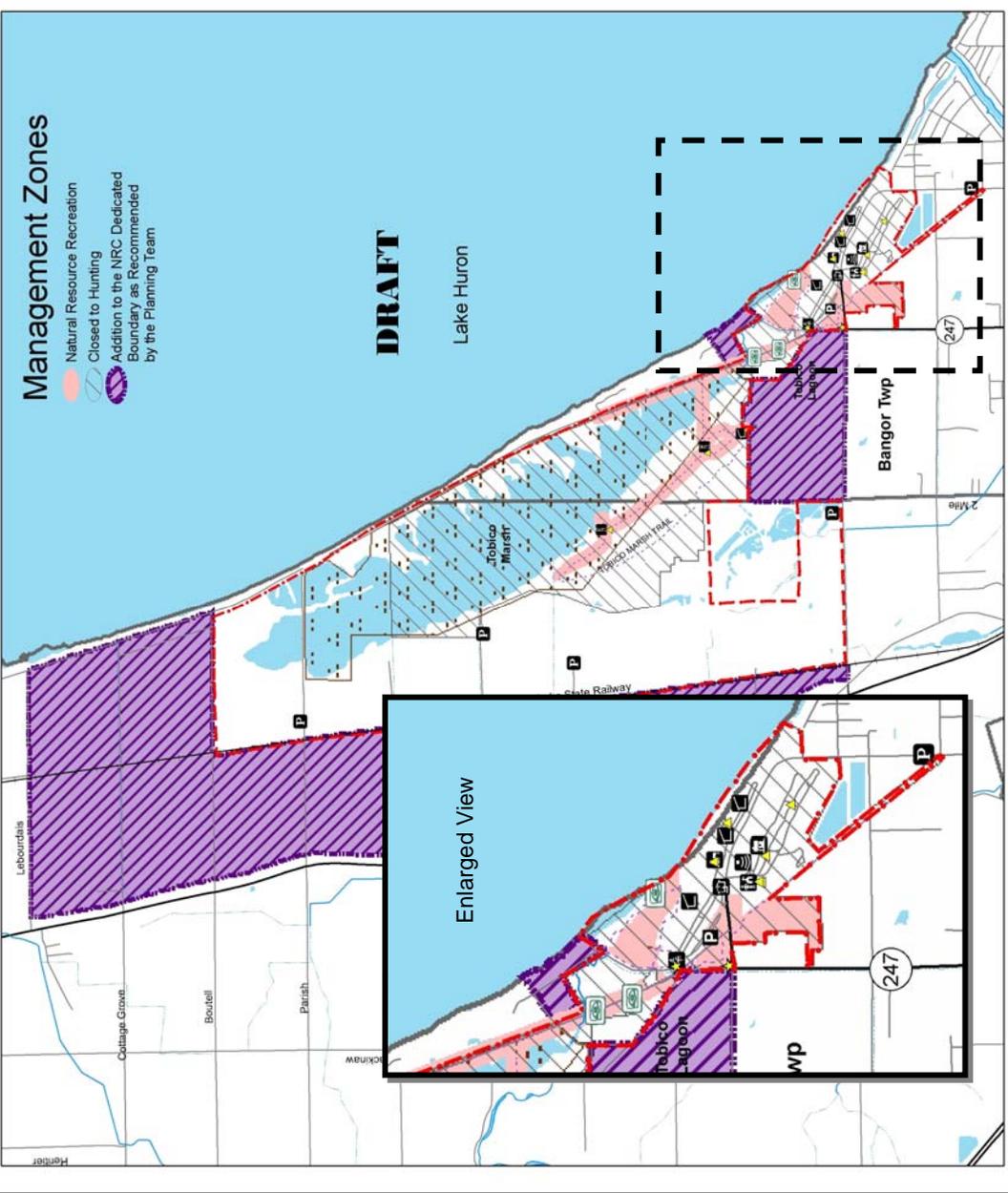
**Bay City State Recreation Area  
Natural Resource Recreation Zones  
Bay City  
Bay County, Michigan**



- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
- State Roads
- Municipal Roads
- Railroads
- Rivers and Streams
- Drains and Intermittent Streams
- Restroom
- Entrance
- Observation Platform
- Observation Tower
- Amphitheater
- Concession/Store
- Contact Station
- Headquarters
- Mini Cabin
- Pavilion
- Visitor/Nature Center
- Playground
- Parking
- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 8, 2009



- E. Visitor Experience. A moderate level of visitor encounters can be accommodated in the Backcountry Zone. Visitors will engage in self-reliant, non-motorized outdoor activities that may require a fairly high time commitment. Low noise tolerance and low interaction with others can be expected.
- F. Management Focus. Management will focus on maintaining the low-impact character of the zone, with emphasis on natural resource quality. Routine maintenance and any trails or access routes will be provided. Care will be taken to eliminate any detrimental impacts such as incursion of invasive species.
- G. Development. A low level of development is allowed to support visitor access to activities offered in the Site. Development would be unobtrusive and blend in with the natural environment. The existing parking lot, pit toilets and water pump, and proposed dispersed, designated campsites are examples of the type of development permitted.

### **3.3 Natural Resource Recreation Zone**

220.6 acres (9.2%), of Bay City State Recreation Area is Natural Resource Recreation (NRR). This zone encompasses the Tobico Lagoon on the north side of the visitor center, and the area south of the visitor center, as well as the existing eastern portion of the Tobico Marsh Trail, where the closed observation towers are located. This designation will allow improvements to be made to the tower areas that afford more accessibility.

- A. Natural Resources. This zone will reflect natural processes, with vegetative management only allowed to restore and maintain natural ecological structure and processes, to address hazard trees, and to manage pests and disease. Vegetation may be managed for soil stabilization, for recreational use, and to maintain an aesthetically appealing landscape.
- B. Historic / Cultural Resources. Resources in this zone could be preserved, rehabilitated, removed or allowed to waste away. Historic structures could be adaptively used for operational uses or educational purposes.
- C. Recreational Opportunities. Moderate to high levels of recreation will be permitted in this zone only. This will accommodate visitors engaged in activities including hiking, bicycling, birding, and nature viewing.
- D. Education Opportunities. Information can be relayed through the use of kiosks or interpretive signage at trailheads, along trails or overlooks.
- E. Visitor Experience. Moderate to high visitor encounters are accommodated in the Natural Resource Recreation Zone. Activities for visitors may offer a variable time commitment, challenge and adventure. Moderate noise tolerance and moderate interaction with others can be expected.
- F. Management Focus. Management focuses on maintaining the use of the zone appropriate to the RD's mission. Public safety, protection of resources, and universal access are management priorities.
- G. Development. A moderate level of development of facilities for support of visitor activities is permitted in this zone. Examples of development include walkways and parking, trails, benches, and picnic tables. Site hardening is allowed as necessary to facilitate activities and protect natural resources. Renovation of the existing observation towers is a possibility.

### 3.4 Developed Recreation Zone

Approximately 159.3 acres, (6.7%), of Bay City State Recreation Area is designated Developed Recreation (DR). Land in this zone is mainly comprised of the campground and Lake Huron day-use beach. Camping opportunities include tent and RV camping, as well as an organized group camping area.

- A. Natural Resources. Vegetative management in this zone will address hazard trees, invasive species, and pests and disease, and will also be allowed for purposes of facilitating development and recreational use and maintaining an aesthetically appealing landscape. Natural resources are actively managed and modified to support visitor activities. Water quality is maintained or restored.
- B. Historic / Cultural Resources. Resources in this zone could be preserved, adapted or rehabilitated. Non-utilized or stabilized structures are removed.
- C. Recreational Opportunities. High levels of recreation in a highly structured environment are found in this zone. Visitors engage in recreation activities in diverse and modified land and water settings: hiking, modern and semi-modern camping, bicycling, boating, canoeing, kayaking, nature observation, cross-country skiing, snowshoeing, day-use beach, picnicking, and other day-use activities. Fishing is permitted in designated areas.
- D. Education Opportunities. Interpretive signage and information could be provided at a day-use facility, campground, registration building, trailheads, and/or along trails and overlooks.
- E. Visitor Experience. A high level of visitor encounters can be accommodated. Activities for visitors to engage in could offer a variable time commitment, challenge and adventure. Moderate noise tolerance and moderate to high interaction with others can be expected.
- F. Management Focus. Management focuses on maintaining the use of the zone appropriate to the RD's mission. Public safety, protection of resources, and universal access are management priorities.
- G. Development. A high level of development of facilities for support of visitor activities is permitted in this zone. Examples of development include restrooms, concrete/asphalt/gravel walkways and parking, trails, benches, picnic tables, rustic campsites, cabins and shelters for recreation and educational opportunities. Site hardening is allowed as necessary to facilitate activities and protect natural resources

### 3.5 Visitor Services Zone

This zone is 17.3 acres (0.7%), and encompasses the developed areas required for program administration and operations. It includes offices, contact stations, maintenance facilities and all related land base required to conduct the business of running a state recreation area. The VS zone in Bay City State Recreation Area includes the existing park office and maintenance facilities.

- A. Natural Resources. Natural resources are actively managed and modified to support administrative and support activities. Vegetative management (primarily tree removal for safety) is allowed.
- B. Historic / Cultural Resources. Resources in this zone could be preserved, adapted or rehabilitated to support administrative and support activities.

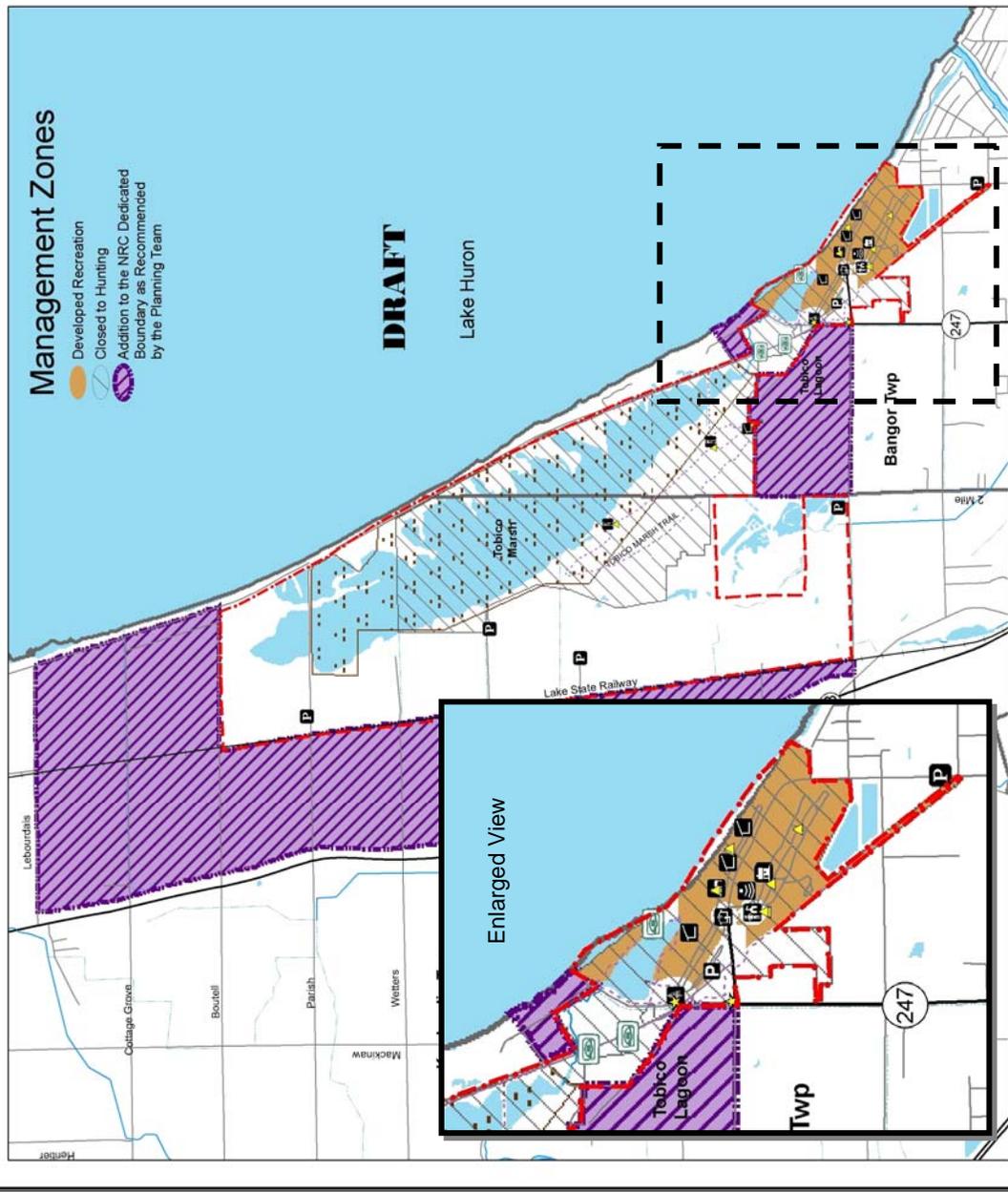
**Bay City State Recreation Area  
Developed Recreation Zones**  
Bay City  
Bay County, Michigan



- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
- State Roads
- Municipal Roads
- Railroads
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- Drains and Intermittent Streams
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- Entrance
- Observation Platform
- Observation Tower
- Amphitheater
- Concession/Store
- Contact Station
- Headquarters
- Mini Cabin
- Pavilion
- Visitor/Interpretive Center
- Playground
- Parking
- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 6, 2009



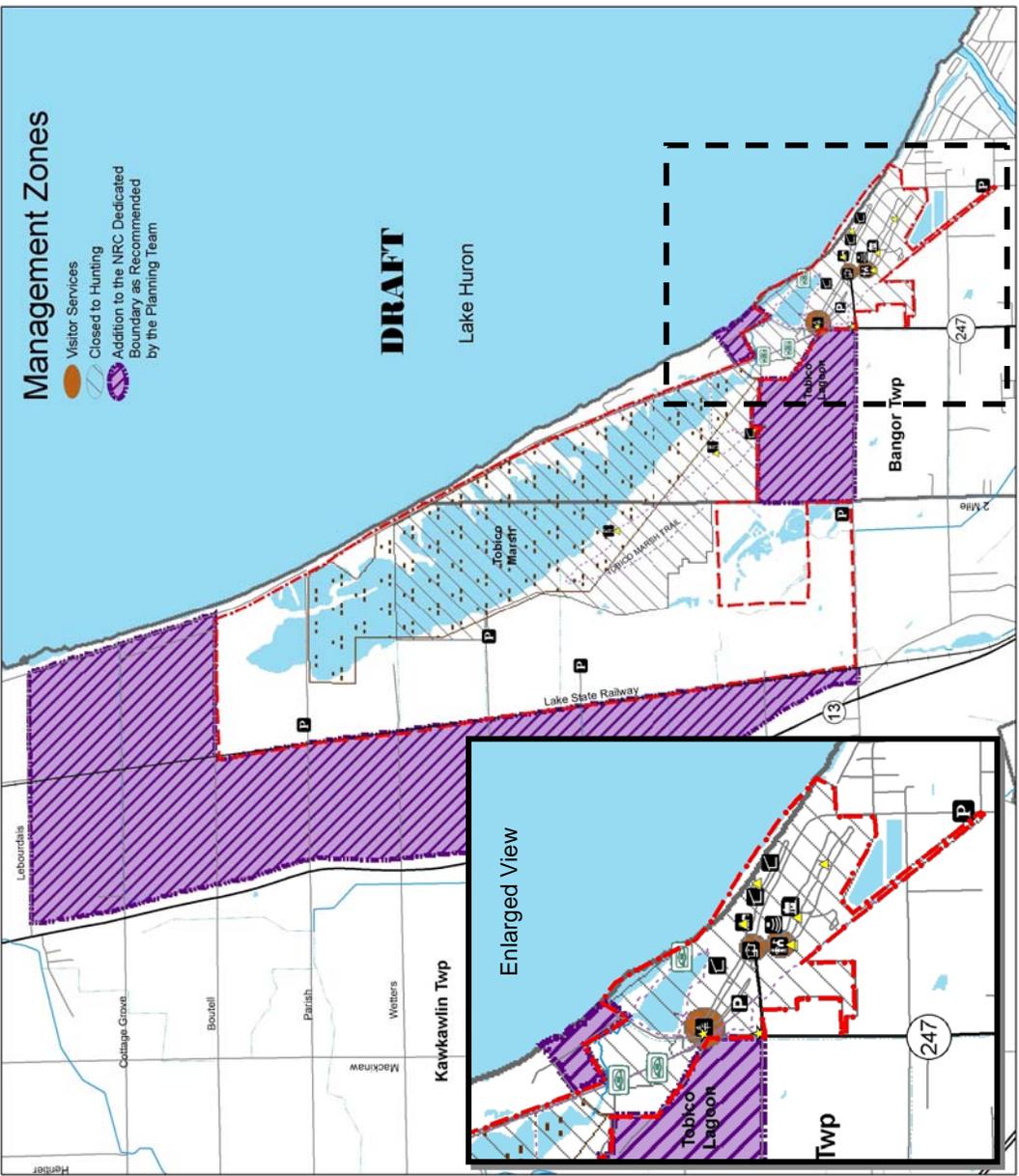
**Bay City State Recreation Area  
Visitor Services Zone  
Bay City  
Bay County, Michigan**



- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
- State Roads
- Municipal Roads
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- Restroom
- Observation Platform
- Observation Tower
- Amphitheater
- Concession/Store
- Contact Station
- Headquarters
- Mini Cabin
- Pavilion
- Visitor/Nature Center
- Playground
- Parking
- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 8, 2009



- C. Recreational Opportunities. None.
- D. Education Opportunities. Person to person contact at park headquarters for general information; informational kiosk may be available.
- E. Visitor Experience. Business and information only. High noise tolerance and moderate to high interaction with others can be expected.
- F. Management Focus. Management focuses on the business of running the park, appropriate facilities for staff, employee safety. Universal access will be provided to the offices.
- G. Development. A high level of development of facilities for support of administrative activities is permitted in this zone. Examples of development include office space, meeting rooms, employee locker room, eating area, shop space, and storage space. It will be highly accessible.

### **3.6 Cultural Overlay Zone**

The Cultural Overlay Zone applies to most of Bay City State Recreation Area due to the identification of archeological resources that have been observed over time.

- A. Natural Resources. This zone will reflect natural processes, with vegetative management only allowed to restore and maintain natural ecological structure and processes (such as removing of invasive species), to address hazard trees, and to manage pests and disease. Vegetation may also be managed to enhance education/interpretation uses and maintaining an aesthetically appealing landscape that is sensitive to the historical resource and interpretation of the zone.
- B. Historic / Cultural Resources. Structures, remnants, and other landscape characteristics and features which represent the evolution of the resource, temporal change and the continuum of time will be preserved, protected and enhanced. Rehabilitation or adaptive re-use for operational or education purposes are permitted.
- C. Recreational Opportunities. Visitors could be engaged in sightseeing, recreational and education activities in a cultural setting compatible with and sensitive to the setting and the underlying zone requirements.
- D. Education Opportunities. The story of how this area was settled and used by prehistoric peoples and Native Americans could be conveyed, sensitive to the underlying management zone.
- E. Visitor Experience. For resources available to public viewing and/or use, moderate visitor encounters are accommodated. Visitors engage in sightseeing, recreational, and education activities in a cultural setting. Moderate noise, time commitment and interaction with others can be expected.
- F. Management Focus. Management focuses on maintaining the cultural character of the zone, with emphasis on natural resource quality.
- G. Development. Non-historic development and activities that do not conflict with the cultural landscape are tolerated in this zone. Moderate levels of development and accessibility could be provided to support visitor access and use.

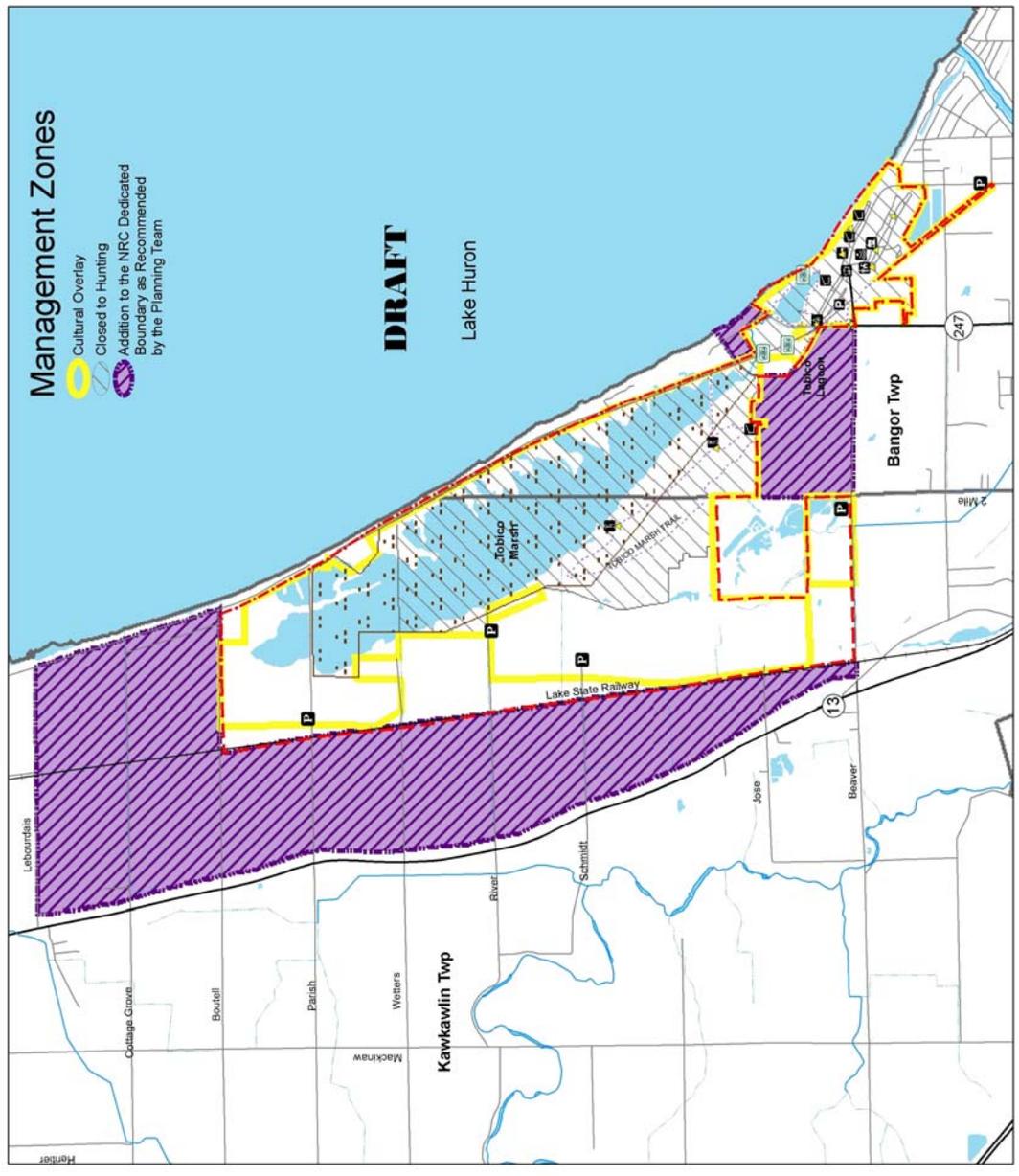
**Bay City State Recreation Area  
Cultural Overlay Zone**  
Bay City  
Bay County, Michigan



- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
- State Roads
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- Concessions/Store
- Contact Station
- Headquarters
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- Parking
- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 6, 2009



**Management Zones**

- Cultural Overlay
- Closed to Hunting
- Addition to the NRC Dedicated Boundary as Recommended by the Planning Team

### **3.7 History Education Overlay Zone**

The History Education overlay zone, approximately 11.3 acres (0.5%) encompasses the Visitor Center, where there is considerable opportunity to share information about the historic aspects of the Bay City State Recreation Area and the surrounding area.

- A. Natural Resources. This zone will reflect natural processes, with vegetative management only allowed to restore and maintain natural ecological structure and processes (such as removing of invasive species), to address hazard trees, and to manage pests and disease. Vegetation may also be managed to enhance education/interpretation.
- B. Historic / Cultural Resources. Cultural and natural resources would be rehabilitated or restored to specific time periods if essential for the visitor understanding of historic period(s). Historic structures could be adaptively used for operational uses or educational purposes.
- C. Recreational Opportunities. Visitors engaged in sightseeing and educational activities in a cultural setting.
- D. Education Opportunities. Structured interpretive/educational activities related to the historic resources. Interpretive signage may be used at key viewing points, trailheads, overlooks or the parking area. There may be opportunities for off-site interpretation as well.
- E. Visitor Experience. High encounters are expected in this zone. Visitors would be engaged in structured interpretive/educational activities related to the historic resources.
- F. Management Focus. Management focuses on maintaining the quality of the historic resources. Keep development consistent with the zone.
- G. Development. A moderate level of development necessary for visitor understanding and/or staff support when compatible with the historic period(s).

### **3.8 Scenic Zone**

The Scenic Zone, approximately 126.6 acres (5.3%), is established for scenic views. Those identified during the plan process are noted on the plan and include the views of Tobico Marsh possible from the closed observation towers, the observation platforms adjacent to the Tobico Lagoon and view of Lake Huron.

- A. Natural Resources. This zone will reflect natural processes, with vegetative management only allowed to restore and maintain natural ecological structure and processes (such as removing of invasive species), to address hazard trees, and to manage pests and disease. Vegetation may also be managed to enhance the views of the zone.
- B. Historic / Cultural Resources. Cultural resources would be preserved, rehabilitated or removed. Historic structures could be adaptively used for operational uses or educational purposes.
- C. Recreational Opportunities. Moderate levels of recreation would be allowed, compatible with the surrounding zones (primarily Natural Resource Recreation). Non-motorized activity only would be allowed along the trails.

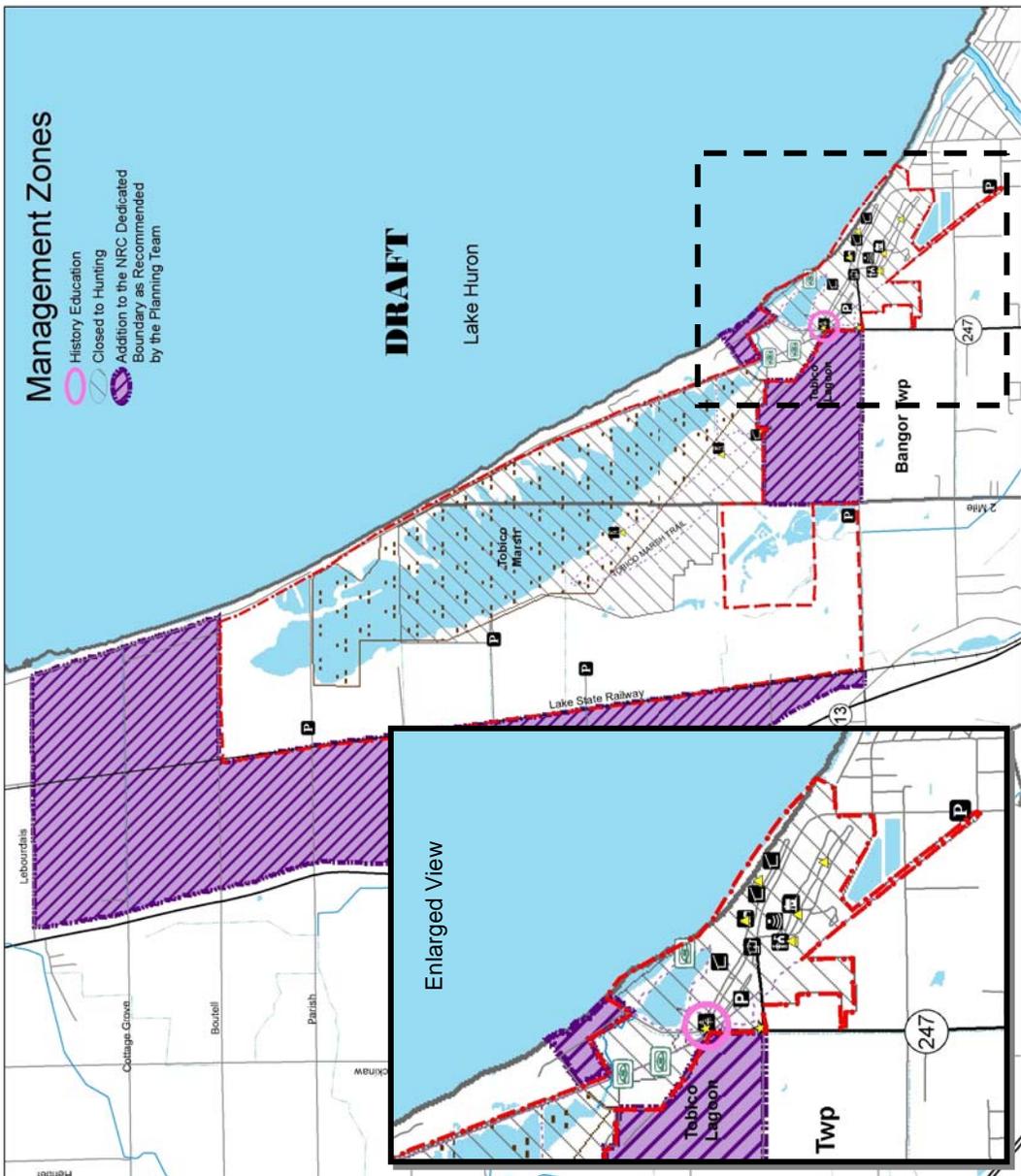
**Bay City State Recreation Area  
Historic Education Zone  
Bay City  
Bay County, Michigan**



- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
- State Roads
- Municipal Roads
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- Concession/Store
- Contact Station
- Headquarters
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- Pavilion
- Visitor/Nature Center
- Playground
- Parking
- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 8, 2009



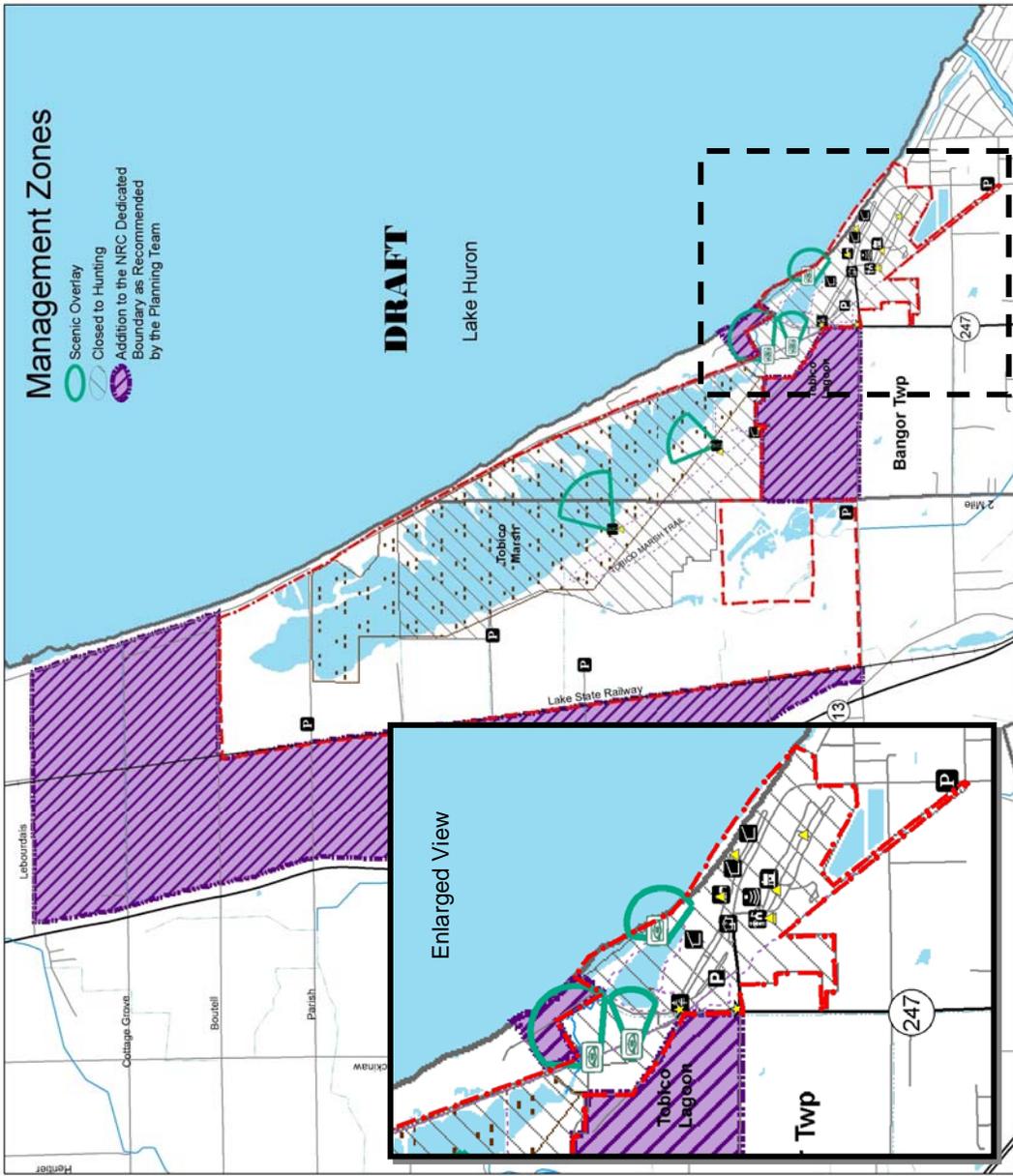
**Bay City State Recreation Area  
Scenic Overlay Zones  
Bay City  
Bay County, Michigan**



- Dedicated NRC Boundary
- Municipal Boundary
- National Natural Landmark
- Lakes and Ponds
- Hiking/Biking Trail
- Hiking/Biking/Cross Country Trail
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- Visitor/Interpretive Center
- Playground
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- Camping



Source: Michigan Geographic Data Library,  
Michigan Department of Natural Resources  
December 8, 2009



- D. Education Opportunities. Interpretive signage may be used at key viewing points, trailheads, overlooks or the parking area. There may be opportunities for off-site interpretation as well.
- E. Visitor Experience. High encounters are expected in Scenic Zones. Visitors would be engaged in sightseeing activities by hiking. A moderate time commitment, off-site interpretation and noise tolerance would be expected.
- F. Management Focus. Management focuses on maintaining the quality of the viewscape. Public safety, and ensuring that other activities and/or development within the Scenic Zone are compatible with the overriding purpose of the view quality are other management concerns.
- G. Development. A moderate level of development is expected to support visitor access, interpretive activities and sightseeing. Roads, restrooms, trails, parking, picnic areas and kiosks are some of the development options that would be allowed in a Scenic Zone, where appropriate.

## 4.0 Future Plan Inserts

The following are items that will be added to this General Management Plan (GMP) as they are developed. The GMP serves as a guide for each subsequent plan.

**10-Year Action Plan** (LONG-RANGE ACTION GOALS TO ATTAIN GMP): Phase 2 of the Management Planning Process. Includes review and update of General Management Plan.

**5-Year Action Plan** (SPECIFIC ACTIONS TO IMPLEMENT): Phase 3 of the Management Planning Process. Includes review and update of GMP and Phase 2 Plan.

**Annual Action Plan and Progress Report:** Phase 4 of the Management Planning Process.

**Operational/Management Resources:** The following categories are established as a guide for the park manager to use to supplement this working document. Other categories can be added as needed.

- Annual Work Plan (This report ties in with Phase 4 – Annual Report of Management Planning)
- Stewardship Plan
- Staffing
- Budget
- Equipment
- Training
- Public Relations / Marketing / Outreach
- Programming (ie. special events, MCCC, volunteers, etc.)
- Public Health, Safety, and Welfare
- Water system
- Wastewater system
- Electrical system
- Law enforcement
- Emergency Access Plan
- Wildfire Management Plan
- CRS
- FOIA
- Raster Image Index
- Raster Images of historic park plans
- Park Infrastructure data