2003 – 2007 Michigan Comprehensive Outdoor Recreation Plan

Michigan Department of Natural Resources

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INTRODUCTION

On September 3, 1964, Public Law 88-578 established the Land and Water Conservation Fund (LWCF). The law created a federal funding source for both Federal acquisition of park and recreation lands and matching grants to states, and through states to local governments, for outdoor recreation planning, acquisition and development.

It also set requirements for state outdoor recreation planning, requiring each participating state to have a state comprehensive outdoor recreation plan (SCORP). The state administrator in Michigan for LWCF monies and the SCORP is the Michigan Department of Natural Resources (DNR). The SCORP addresses the demand for and supply of outdoor recreation resources (local, state and federal) within a state, identifies needs and new opportunities for recreation improvements and sets forth an implementation program to meet the identified goals. Based on this plan, the LWCF program provides matching grants to the State and through it to local governments for the acquisition and development of public outdoor recreation areas and facilities. The required match is 1:1. The primary federal funding sources are oil and natural gas leases and royalties from outer continental oil and gas extraction.

The program has created a nationwide legacy of high quality recreation areas and facilities and has stimulated non-federal investments in the protection and maintenance of outdoor recreation resources across the United States, including in Michigan. Michigan also used this model in its creation of the Michigan Natural Resources Trust Fund, a state level, constitutionally protected program that provides grants to state and local government to acquire and develop lands for outdoor recreation and natural resource conservation using oil and gas leases and royalties on oil and gas extracted from state-owned mineral rights.

This plan updates and replaces the most recent Michigan SCORP (1991-96). Because of significant funding reductions in the LWCF appropriations during the late 1990s, the Michigan SCORP had not been updated during the late 1990s, but had been given extensions by the administering federal agency, the National Park Service. Recently however, Congress and the President have again given strong support to LWCF appropriations to the states. For federal fiscal year 2001-02, $140 million was appropriated to the states with over $4 million dollars going to Michigan. This has provided a strong incentive to update Michigan's plan and to identify and meet future outdoor recreation needs.

This plan provides a discussion of the supply and demand for outdoor recreation. This is followed with the key Michigan outdoor recreation issues and goals to meet these needs and opportunities. Public input and the process used to solicit it are then discussed, including how the draft plan has been changed to reflect public input. The plan also contains key appendices including:

Appendix A: Annotated Bibliography of Current State and Regional Outdoor Recreation Plans and Recent Outdoor Recreation Research (many specifically cited in the SCORP)

Appendix B: Michigan Data concerning Population, Housing, Recreation Demand, Recreation Supply and Tourism and Economic Impact

Appendix C: Michigan Open Project Selection Process for Land and Water Conservation Fund Grants - 2003

Appendix D: SCORP Public Input Documentation

SUPPLY AND DEMAND OF OUTDOOR RECREATION IN MICHIGAN

Michigan's ten million residents and millions more visitors are blessed by the state's significant outdoor recreation resources and opportunities. Outdoor recreation provides them improved quality of life, economic opportunity and an abiding respect for the natural resources that sustain life on earth.

Michigan Land and Water Resources

Michigan's 36 million plus acres of land and a significant share of the Great Lakes provide a wide range of environmental, commercial and recreational benefits. Michigan's water-related resources include:

1. 3,288 miles of Great Lakes shoreline
2. 38,000 square miles of Great Lakes waters
3. 11,000 inland lakes
4. 36,000 miles of rivers and streams
5. 75,000 acres of sand dunes
6. 5.5 million acres of wetlands

Michigan's land base is 53% forest, about a quarter in agricultural crops and other uses connected with agriculture, 13% in other vegetation or non-forested inland wetlands and almost 10% is built environment. The built environment is predicted to significantly expand over the next four decades, while all other uses are expected to substantially decline. Based on current rates of population growth and development, the built environment is now expanding at a rate eight times faster than the population (Public Sector Consultants 2001).

This sprawling growth is directly coupled with increasing fragmentation of private lands, reducing available areas for dispersed outdoor recreation activities such as hunting. It is also breaking public trail linkages established in the past with owners of large tracts of land through short-term leases. When lands are fragmented, additional transaction costs are generated to renegotiate leases with many owners instead of one. Further, when one owner is unwilling to enter into such an arrangement, significant re-routes occur, reducing recreational opportunity and management efficiency.

Michigan's Public Land Base and Outdoor Recreation

State Resources

Michigan has an extensive public outdoor recreation land base and infrastructure. State land ownership is approximately 4.5 million acres (12% of the state) with the majority (3.8 million acres) being state forests. The six state forests accommodate dispersed recreational activities (e.g. hunting, fishing, wildlife viewing, dispersed camping and picking wild edibles) and moderately developed recreational activities (e.g. hiking, cross country skiing, snowmobiling, off-road vehicle riding, state forest campground camping, mountain biking and equestrian use). In terms of recreation facilities, the state forests provide almost 150 developed state forest campgrounds with over 2,500 campsites, 116 boat launches, an additional 485 undeveloped water access sites and 880 miles of non-motorized state forest pathways for foot, bicycle and equestrian use. In conjunction with other providers, the state forests are the hub for Michigan's motorized trail system of 6,100 miles of designated snowmobile trail and 3,100 miles of designated off-road vehicle trail. They also provide the largest single ownership public land base for outdoor recreation east of the Mississippi River. The Michigan Forest Recreation Act of 1998 mandates that Michigan state forests provide an integrated forest recreation system while remaining working, multiple use forests providing for wood, habitat, energy, recreational and environmental needs. The state forests are located in the northern Lower Peninsula and the Upper Peninsula.

The state game and wildlife area system of over 340,000 acres in more than 100 state game or wildlife areas provides additional opportunities for outdoor recreation, with a special focus on wildlife oriented recreation such as hunting and wildlife viewing. State game and wildlife areas are mostly located in the southern Lower Peninsula, close to 85% of the state's population. This makes them highly popular with a wide variety of recreationists and all who appreciate undeveloped land near urban centers. This also makes these areas vulnerable to outside development pressures impacting the resource quality and recreational opportunity inside game area boundaries. For example, hunting is restricted by a safety zone with a radius of 450 feet around any structure on adjacent

private lands. Hence an inholding in a state game area may remove up to 16 acres of public land from hunting. Acquisition of such inholdings provides additional habitat and also protects outdoor recreation opportunities already purchased in existing state owned lands within the game or wildlife areas dedicated boundaries. The same challenge holds true for all other public lands where there is potential hunting opportunity.

There are 96 state park and recreation areas with over 270,000 acres. These parks provide almost 100 boat launches, 880 miles of non-motorized trails and over 12,000 campsites. Ten have major interpretive facilities and most have a seasonal interpretation program that highlights the park area resources, activities and history. Three parks in the Upper Peninsula focus on preserving wilderness resources and fostering wilderness recreation, Porcupine Mountains, Tahquamenon Falls and Craig Lake. The Mackinac Island State Park Commission operates three major parks with a focus on the Straits of Mackinac's natural and cultural resources. This includes operating what was the nation's second national park (1875-1895) on Mackinac Island. In Michigan you are never more than an hour from a state park.

In addition, the state owns and manages 57,000 acres of designated public water access sites and boating access sites. This acreage includes 772 state operated developed boat launches (under the auspices of DNR Parks and Recreation Bureau the Forest, Minerals and Fire Management Division and the Wildlife Division) and 16 harbors of refuge on the Great Lakes. In addition, local units of government, partially through the Waterways grants-in-aid program for capital improvements, provide and operate 197 boat launches and 61 harbors of refuge.

Under the Great Lakes, there are 11 Michigan Underwater Preserves, established under the authority of Michigan Public Act 451 of 1994 as amended Part 761. The preserves encompass 2,450 square miles of Great Lakes bottomlands. In addition, the National Park Service manages bottomlands near Isle Royale National Park. Also, National Oceanic and Atmospheric Administration and the State of Michigan jointly established in 2000 and administer the Thunder Bay National Marine Sanctuary and Underwater Preserve. It is the only National Marine Sanctuary in the Great Lakes and includes one of the Michigan Underwater Preserves (Thunder Bay). Within the confines of these areas, about 150 shipwrecks are known and discovered and another 300 are suspected to be present. For 10 of the 11 Michigan preserves, a maritime museum/interpretive center is located in a nearby coastal community, typically operated by a community-based organization (Vrana 2002).

Outdoor recreational demand (use) for these state resources is substantial. In Michigan annually there are an estimated 26 million outdoor recreation visits to state parks, almost 23 million to state forests and connected trail venues and over 18 million boating days. State park and forest activities include camping, trail-based recreation and dispersed activities such as hunting, fishing, wildlife viewing and picking edibles. State parks in general provide more highly developed recreation sites than state forests, which focus more on rustic recreation activities with more primitive facilities that need a large land base. State water access sites provide for boating, fishing and other public water based

recreation. These facilities range from major launch sites for large craft on the Great Lakes to carry-in sites on inland rivers targeting canoes, kayaks and wading anglers.

Federal Resources

There are almost three million acres, 8% of Michigan, in federal ownership open to outdoor recreation. The largest ownership (2.7 million acres) is in the four national forests, two in the Upper Peninsula (Ottawa and Hiawatha) and two in the northern Lower Peninsula (Huron and Manistee). National forest recreation activities include camping, trail-based recreation and dispersed activities such as hunting, fishing, wildlife viewing and picking edibles. The most recent visitation estimate for three of the national forests (excluding the Ottawa in the western Upper Peninsula) is 2 million outdoor recreation visits in 2001.

The National Park Service manages four units in the state, with the largest being Isle Royale National Park, located on an archipelago of 400 islands 50 miles north of the Keweenaw Peninsula in Lake Superior. In addition there are two national lakeshores (Pictured Rocks and Sleeping Bear Dunes) and the Keweenaw National Historic Park that commemorates the Copper Mining era in the Upper Peninsula. The most recent recreational use estimates for the NPS sites (excluding Keweenaw) in 2001 were 1.6 million visits and over 180,000 overnight camping stays. The greatest proportion of use is at Sleeping Bear Dunes National Lakeshore.

The US Fish and Wildlife Service operates three major refuges, Seney in the Upper Peninsula, Shiawassee near Saginaw and the new (2002) Detroit River International National Wildlife Refuge along the Detroit River and western Lake Erie basin. Each is primarily focused on wetland habitats that serve migratory birds and a host of other wetland dependent plant and animal species. In addition, the Service manages a set of islands in the Great Lakes for colonial nesting birds, designated as the Michigan Islands National Wildlife Refuge and a refuge for the federally listed endangered Kirtland Warbler in northern Lower Michigan.

Local Resources

Local units of government are critical providers of outdoor recreation lands, resources and opportunities. In December 2002, there were 676 local units of government including counties, cities, villages, townships, schools and multi-jurisdictional authorities that had an approved comprehensive community outdoor recreation plan on file with the DNR. These range from major metropolitan areas such as Detroit and Grand Rapids to rural townships in Michigan's Upper Peninsula. One of the more unique local outdoor recreational opportunities is school forests, primarily found in the Upper Peninsula, that may encompass thousands of acres and provide exceptional outdoor recreation opportunities in conjunction with a managed multiple use forest in local government ownership.

An impressive example of local outdoor recreation provision is the state's only major regional park entity, the Huron-Clinton Metropolitan Authority. It owns almost 24,000 acres in 13 parks in the five southeastern Michigan counties best characterized as the

Detroit Metropolitan area. The Authority's "Metroparks" annually receive 9 million outdoor recreation visits. The parks provides water-based recreation opportunities such as fishing, boating and swimming for day use as well as land based opportunities such as non-motorized trails, golf at some parks, picnicking and interpretation of wetlands, area history, the natural world and agricultural life.

Currently, local units of government in Michigan own more than 150,000 acres (about ½ of 1% of Michigan) dedicated to outdoor recreation and other compatible uses. A recent survey of 202 local units of government providing outdoor recreation noted these local units had 2,284 parks with a total area exceeding 95,000 acres. The parks provided 11,444 major outdoor recreation facilities including 1,411 softball/baseball diamonds, 1,312 playgrounds, 1,143 outdoor tennis courts, 1,062 picnic area, 629 soccer fields. The typical park averaged 42 acres in size and had 5 major recreation facilities (Michigan Recreation and Park Association and Central Michigan University 2001). There is no data available on the level of outdoor recreation visits to local park and recreation venues.

One major challenge that local units of government face is the need to accommodate mentally and physically challenged recreators at these existing facilities. While new facilities may be universally accessible as built to the latest outdoor recreation facility specifications provided by the federal Architectural and Transportation Barriers Compliance Board, most of the facilities listed in this inventory are in need of significant renovation to meet accessibility guidelines for outdoor developed recreation areas. Others need renovation just because of age. Many facilities date back three, four or even five decades. In many instances, a wise investment is to restore this valued infrastructure in such a way that it respects the traditions of the past, uses the technology of today in construction, accommodates needs for universal access and is flexible enough to adapt to the recreation demands of tomorrow.

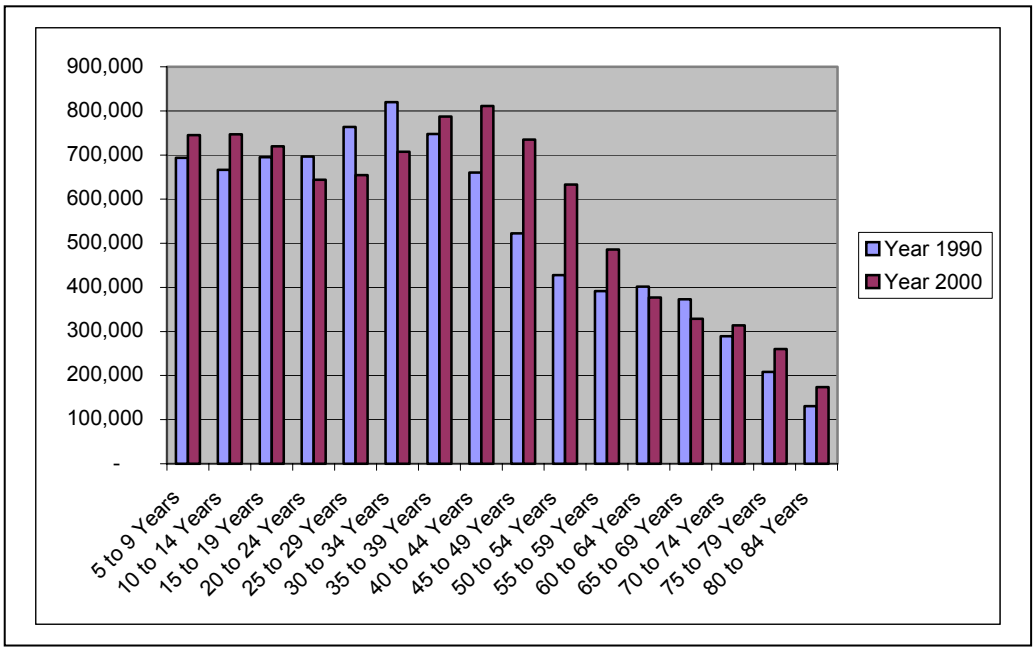
Michigan's Population

The demand for outdoor recreation is influenced by the size, characteristics and geographic distribution of populations. Three important population subgroups are (1) the Michigan resident population, (2) seasonal populations with access to seasonal homes, and (3) tourists to the state.

Resident population

Michigan's population grew by 6.9% between 1990 and 2000, reaching 9,938,444 people in 2000 according to the U.S. Bureau of the Census. Slightly less than half of the population is under age 35, 30% are 35-54 years of age and 21% are 55 or older. The largest increase between 1990 and 2000 was in the 50-54 year age cohort (48% increase), followed by 45-49 (41% increase). Growth of more than 20 percent was also observed in the oldest age groups (75+) and the shoulder baby boom cohorts (ages 40-44 and 55-59). The age cohort from 25-34 declined by 14%. This and research by Nelson and Valentine (2002) suggests that many second homes, especially in the northern Lower Peninsula may be converted to permanent homes in retirement. It also suggests that planning needs to emphasize the full range of the life cycle. This may mean a wider range of facilities to

meet community needs and special attention to universal access to meet the needs of young and old alike.



Eighty percent of the population classified themselves as white in 2000, 14% as Black or African American and about 6% as other races. Hispanic/Latino populations (of any race) make up 3.3% of the population, but grew by 60% over 1990. As Michigan's population continues to diversify, understanding the increasingly complex makeup of communities is essential to identify and meet outdoor recreational needs. It is also important to provide positive opportunities to introduce people to outdoor recreation activities new to them.

The Census classified just over two thirds of households as "family households". Thirty-two percent of households are non-family households with 26% being householders living alone and 6% others. Across all households, 36% have at least one member under age 18 and 23% have at least one member 65 years or older. The average household size was 2.6 in 2000, while the average family size was 3.1. As the number of households expands while the average household size declines, security for recreators and opportunities to break social isolation become increasingly important. For example, security for the elderly or single parents with young children becomes increasingly paramount. This may be expressed in design through improved visibility and lighting or through management with better-trained and equipped recreation law enforcement personnel. For those living alone, more opportunities for socialization through outdoor recreation venues and programs can provide a positive link to the broader society.

Population trends differ by region. The fastest growing region of the state is the northern Lower Peninsula, where the population grew by 18% over the past decade. In contrast, the Upper Peninsula's population increased by only 1%. The metropolitan fringe or

suburbs of Michigan's major cities was the other major growth area, increasing by 13%. In contrast, Michigan metropolitan areas experienced minimal population growth of 2%. At the county level, Livingston County in the southeastern metropolitan fringe grew the fastest at 36% between 1990 and 2000. Nine northern Lower Peninsula counties experienced growth of more than 25% (Lake, Benzie, Otsego, Roscommon, Leelanau, Antrim, Emmett, Newygo and Clare). Counties in metropolitan regions that experienced declines were Wayne (Detroit) and Saginaw (Saginaw). Four Upper Peninsula counties also experienced population declines (Ontonagon, Marquette, Gogebic, and Iron). In some respects, the state returned to growth patterns observed during the 1980's with considerable amenity migration increasing populations of northern counties. Retirement and seasonal home conversions to permanent residences appear to be contributing to these patterns.

Seasonal homes

Seasonal homes are an important part of the lifestyle of many Michigan residents and account for a considerable share of outdoor recreation. Michigan had 233,922 seasonal homes in 2000, accounting for 5.5% of all housing units in the state. The number of seasonal homes grew by 5% between 1990 and 2000, a rate slightly lower than Michigan's overall population growth. The rate of growth in seasonal homes is dampened somewhat by conversions of seasonal residences to permanent residences in many parts of the state.

While research on seasonal homes is limited, a profile of recreation activity patterns associated with seasonal homes may be gleaned from two studies in northern Michigan. Stynes, Stewart and Zheng (1997) measured patterns of use from a sample of seasonal homeowners in six northern Lower Peninsula counties.

Almost half of seasonal homeowners cited outdoor recreation as an "extremely important" reason for owning the seasonal home. On average, seasonal homes were occupied 86 days in 1994. This was split 48 days during the summer, 17 in the fall, 13 in spring and 8 in winter. The most popular summer recreation activities at the seasonal home were swimming, followed by boating, hiking, sightseeing, fishing from boat, fishing from shore and bicycling. Water-based activities frequently occurred on the seasonal homeowner's property, while the majority of hiking, ORV use, bicycling, nature study and other activities took place on nearby public lands/facilities. In studies of state and national forest users, Nelson and Lynch (1995) noted adjacent residents and their guests accounted for the majority of dispersed recreation user hours on state and national forests in the northern Lower Peninsula. Key activities included hunting, fishing, nature observation, picking wild edibles and trail activities.

The importance of outdoor recreation activities to seasonal homeowners can also be seen in the kinds of equipment kept at the seasonal home. Three fourths of seasonal homeowners kept fishing gear at the home and 58% had a powerboat. Other popular equipment includes bicycles (53%), canoes/kayaks (47%), downhill/cross-country skis (30%), sailboats (27%), hunting gear (25%), snowmobile (15%), off road vehicles (11%) and personal watercraft (5%).

Extrapolating the survey results to all northern Lower Peninsula counties (summer activity only), Stynes et. al. (1997) estimate that seasonal homes (owners, family and guests) generated 5.8 million person days of swimming and 5.3 million person days of boating. Other significant activities were 3.7 million person days of fishing (2.0 million from a boat and 1.7 million from shore), hiking (2.5 million), sightseeing (2.3 million), and bicycling (1.2 million).

The spatial distribution of seasonal homes significantly affects the demand for outdoor recreation and other services in different parts of the state. Seasonal homes account for over a quarter of all housing units in 29 of Michigan's 83 counties and over a third of housing units in 15 counties. The highest share of housing units that are seasonal is in Lake County (61%), followed by Keewenaw County (50%) and Oscoda, Roscommon, Alcona and Montmorency Counties all at 48%. Seasonal homes tend to be concentrated in high amenity areas and often around inland lakes or along Great Lake shoreline. Michigan has 147 townships with seasonal homes representing at least half of all housing units. As seasonal homes tend to be located in areas with lower density resident populations and limited development, they can have sizeable relative impacts on rural areas, both in terms of the economy and outdoor recreation demand.

Outdoor Recreation Demand and Outdoor Recreation Based Tourism

Michigan's outdoor recreation opportunities attract many tourists from out-of-state. The 1995 American Travel Survey (BTS, 1997) estimated that Michigan hosted 35 million person trips of 100 miles or more of which 22 million were from within the state and 13 million were from outside the state. In-state trips shift outdoor recreation activity from major population centers to recreation destinations, often in rural, coastal and northern areas of the state.

Excluding business trips, there were about 10 million total person trips from out-of-state in 1995. About 10% of these trips were primarily for outdoor recreation, although outdoor recreation activities were likely also a part of many other leisure trips classified in the survey as for "rest and relaxation", "sightseeing" or "entertainment". Stynes (2002) estimated that $1.7 billion was spent on trips of 60 miles or more for outdoor recreation in Michigan in 2000, accounting for about 20% of all tourist spending on trips (excluding airfares). These figures exclude spending associated with recreation activity within 60 miles of home and also do not include substantial purchases of equipment and durable goods associated with outdoor recreation activities.

Examining selected individual activities provides a more detailed picture about participation in and the economic aspects of outdoor recreation. For example, about 935,000 people hunt annually in Michigan accounting for 18.4 million hunter days. This is the largest number of hunters of any state in the U.S. Hunters annually spend $303 million on Michigan hunting trips and $733 million on hunting related equipment in Michigan (US Fish and Wildlife Service and US Bureau of the Census 1998).

Over 1.8 million people annually fish in Michigan. Those anglers log almost 29 million angling days, fourth in the nation only behind Florida, California and Texas. Expenditures on Michigan fishing trips exceed $583 million annually and another $821 million is annually spent on fishing related equipment, including tackle and boats (US Fish and Wildlife Service and US Bureau of the Census 1998).

Wildlife viewing involves almost 2.8 million people annually in Michigan, with over 1.1 million involved in some travel to participate in wildlife viewing. Wildlife viewing trip expenditures in Michigan are annually $267 million with another $934 million spent on equipment (US Fish and Wildlife Service and US Bureau of the Census 1998).

Snowmobiling involves over 250,000 snowmobiles annually in Michigan and accounts for 2.4 million snowmobiling days. On trips 100 or more miles from home or those involving an overnight stay, snowmobiliers spend $110 million annually in Michigan and another $235 million on snowmobiling equipment (Stynes et. al 1998).

Off-road vehicle (ORV) use in Michigan involves over 125,000 ORVs that are annually licensed by the State of Michigan. These vehicles log over 4.2 million days annually, with approximately 31% as public land trail riding, 25% as support for public and private land hunting and fishing (especially ice fishing) and 44% as private land use not involving hunting and fishing. Michigan trip expenditures on public land riding trips exceed $40 million annually and another $134 million is spent annually in Michigan on ORVs and related equipment (Nelson et. al. 2000).

Michigan has more registered boats than any other state, with over one million registered in 2002. In 1998 it was estimated that the 652,000 active registered boats (motorized craft and all those available for rent that were used that year) accounted for 18.4 million boating days, with 13.5 million on inland waters and 4.8 million on the Great Lakes. This does not take into account the millions of boating days by the estimated hundreds of thousands of unregistered craft (non-motorized canoes, kayaks, rowboats, rafts and paddle boats). Registered boaters spent an estimated $635 million on Michigan boating trips in 1998 (Lee 1999).

Of the six highlighted activities above, various data sources suggest that hunting and fishing have remained relatively static over the past decade, power boating is now static although it grew within the past decade and wildlife viewing, ORV riding and snowmobiling have grown in the past decade.

For many other activities there is a lack of data about participants, participation and spending. Michigan has not conducted a general outdoor recreation household survey since 1981. Nevertheless, general rates of participation and recent trends may be gleaned from national surveys and studies in other states. Data on license, registration, permits and equipment sales also provide indicators of activity trends. Data for non-motorized trail activities and dispersed outdoor activities such as picking wild edibles is minimal as these do not require a license, registration, permit or have excise taxes associated with them. Recently however, the Michigan Department of Transportation has used non-

motorized transportation monies to help fund research on rail-trails. This has led to a series of publications on the economic, social and individual benefits of rail-trails in Michigan using the Pere Marquette Rail-Trail in Midland and Isabella counties as a case study (Vogt et al. 2002).

Another challenge in understanding the demand for outdoor recreation activities focuses on organized activities, such as team athletics, provided in large part by the private sector or local park and recreation agencies. Local units, non-profits or for-profit organizations gather the data in ways that are not comparable or that tend to be viewed as proprietary by the for-profits.

Taking this into account, it is estimated that non-motorized land and water trail uses, especially bicycling, hiking/walking, paddle sports and in-line skating have increased over the past decade. Dispersed activities such as picking wild edibles may also be on the increase. Shifts also appear to have occurred in outdoor team sports as soccer appears to have increased participation, while sports such as baseball and softball appear to be declining.

Stynes (1997) summarized outdoor recreation trends for the Lake States Forest Resource Assessment. Only a selection of the range of outdoor recreation activities are covered due to the focus of the study on forest-related resources. Drawing from secondary sources, Stynes estimated outdoor recreation participation and tourist spending for Michigan counties circa 1990. He estimated that there were almost 360 million person days of participation in 17 resource-based outdoor recreation activities (Table 1). If one assumes relatively modest increases in participation rates to 2000, we might expect increases slightly higher than population growth, perhaps about 10%.

Table 1. Annual Michigan outdoor recreation days estimate for selected activities circa 1990 (in 000s).

Michigan Totals	Person Days Generated Within the State[a]				Person Days at Destinations in the State[a]					
ACTIVITY	Days Generated	Local Participation	Day Trips Outside County	Overnight Trips Outside County	Seasonal Homes	Motels	Campers	Overnight Total	Day Trips from Outside	Total Days at Destination
Backpack	2,085	-	-	2,085	-	-	113	113	-	113
Bicycle	136,090	129,286	1,361	5,444	2,112	471	704	3,286	1,601	134,173
Camping	17,762	-	-	17,762	-	-	8,777	8,777	-	8,777
Fish (Freshwater)	25,023	15,014	8,007	2,002	2,590	1,353	553	4,495	9,147	28,656
Golf	19,250	18,287	481	481	1,452	565	47	2,064	566	20,917
Hiking	11,908	10,717	357	834	4,409	4,710	2,815	11,933	420	23,070
Hunting (Firearm)	8,776	4,849	1,566	1,044	70	136	8	215	1,707	6,770
Ski (Alpine)	2,427	485	777	1,165	561	409	-	970	760	2,215
Ski (Cross Country)	757	605	76	76	547	55	-	602	74	1,281
Swimming	81,945	80,306	1,475	164	6,416	2,355	2,815	11,586	1,735	93,627
Tennis	9,402	9,307	47	47	293	283	5	581	55	9,943
Boardsailing	215	118	10	87	540	169	23	732	11	861
Boating (Motor)	19,395	10,667	873	7,855	6,294	1,353	115	7,763	847	19,277
Canoeing	3,419	1,880	769	769	1,748	717	91	2,556	907	5,344
Ice Skating	1,358	1,290	34	34	183	-	-	183	40	1,513
Sailing	1,512	831	68	612	315	68	23	405	66	1,303
Water Skiing	2,462	1,354	111	997	314	73	23	410	124	1,888
All Activities	343,784	284,998	16,012	41,458	27,844	12,716	16,110	56,670	18,062	359,730

a. Days generated within the state will include trips to out-of-state destinations, while days at destinations in the state will include trips from out-of-state.

Supply Summary

1. Michigan has a substantial public outdoor recreation land base at the state, federal and local level. However, with that land base come significant challenges. One is that much of the infrastructure that supports outdoor recreation is aging and in need of substantial renovation to meet needs of safety and security, universal access, greater longevity with reduced maintenance and flexibility to adapt to future shifts in outdoor recreation demand.
2. While there is a substantial public estate for outdoor recreation, land fragmentation, especially as manifested by development of inholdings within public land boundaries, threatens outdoor recreation opportunities on public land investments already made and the integrity of the natural resources that support outdoor recreation. Hence, acquisition, either by fee simple or other means is an important tool in select situations to protect existing public lands for recreation and habitat, and to acquire additional targeted public recreation land assets.
3. The supply of recreational lands and facilities is not always readily accessible for much of the state's population and visitors, with the majority of public land in the northern two-thirds of the state where 15% of the population reside. However, restoration of urban environments coupled with development/renovation of

outdoor recreation facilities in or near population centers is feasible and can provide significant outdoor recreation opportunities for the majority of the state's population.

Demand Summary

1. Demand for land and water trail recreation, motorized and non-motorized, appears to be increasing. This suggests a need to better link existing trail systems. It also suggests integrating trail systems with goods, services and key destinations in ways that promote social harmony through walkable communities and rail-trails for motorized users that allow safe, non-disruptive access to businesses while not using surface streets, thereby promoting safety. Finally, properly integrating trail corridors, as part of greenways and green space, are critical to strategies to help protect sensitive environments such as floodplains and wetlands by appropriate facility location and through design and educational efforts.
2. Outdoor recreation activities that closely link with the earliest survival and recreation traditions of our country, hunting, fishing and trapping are holding steady. It is critical that we provide opportunities for those in urban environments and with traditions that don't involve these activities to have the opportunity to understand and participate in these activities that have contributed so much to our nation's tradition, economy and support of sound natural resource management.
3. Outdoor athletic activities continue to be popular, even as tastes shift among activities. Designing flexibility and multiple team sport uses into public outdoor athletic sport complexes will broaden the clientele served and lengthen the useful life of these facilities.
4. Better assessing demand and participation for the range of outdoor recreation activities on a predictable, systematic basis could improve planning processes. This is especially imperative for activities where participants do not register, purchase a license or obtain a permit, as often no baseline estimate of participation is available.
5. Population shifts to suburbs and northern Lower Michigan will increase demand for outdoor recreation facilities in these areas. However, urban environments, often with aging facilities, are also in need of facility renovation and new facilities and may struggle with stagnant tax bases.

For more detailed information on the supply of and demand for outdoor recreation in Michigan, including at the county level, please refer to Appendix B.

STATEWIDE OUTDOOR RECREATION ISSUES/GOALS

Issue Identification

The planning process identified 7 key statewide outdoor recreation issues through:

1. Review of 43 pertinent state or regional plans with a focus on outdoor recreation and 67 outdoor recreation research reports or evaluations of outdoor recreation programs or management. The evaluations and research are summarized in an

annotated bibliography (Appendix A), which reviews the comments of tens of thousands of citizens involved with in-force plans, recent outdoor recreation related program evaluations and recent research on Michigan outdoor recreation.

2. Input from the DNR SCORP Steering Committee, chaired by the chief of the Office of Grants, Contracts and Customer Systems, with representatives from the Parks and Recreation Bureau, Forest, Minerals and Fire Management Division, Office of Property Management, Wildlife Division, Fisheries Division, Law Enforcement Division and the contractor, the Department of Park, Recreation and Tourism Resources of Michigan State University.
3. Input from three public information meetings held in Clarksville (western Lower Michigan between Grand Rapids and Ionia October 30, 2002), St. Ignace (Upper Peninsula/northern Lower Peninsula November 1, 2002) and Novi (southeastern Lower Michigan November 6, 2002) and written public comment provided to the DNR Office of Grants, Contracts and Customer Systems. The public information meetings included representatives of local and regional government park, recreation and planning agencies, Native American tribes, the Michigan Recreation and Park Association and trails, conservation, preservation, hunting, fishing and parks advocates.

Each issue is coupled with a goal statement for statewide action to meet the challenges presented by the issue. Key relevant laws, plans, evaluations, public comments and research are also referenced and priority actions within each broad goal area are noted.

It is important to note that the focus of the SCORP, per federal statute (PL 88-578), is outdoor recreation. This excludes community recreation not focused on the outdoors such as community centers and indoor sports facilities. However, it does not diminish the importance of such facilities and the programs they offer. Those opportunities are integral to the fabric of cities, towns and villages by providing venues for common social activity and endeavor, while also meeting individual recreational needs as noted by the Michigan Relative Risk Task Force Urban Recreation Plan in 1995. This community complement to outdoor recreation needs a targeted long-term capital funding grant source similar to the LWCF so the full range of public recreation needs can be met. While federal Urban Park and Recreation Recovery (UPARR) grants are helpful to major municipalities, small cities and villages also have needs for indoor recreation facilities that are not addressed by UPARR.

ISSUES/*GOALS*

In the identification of issues/goals and actions proposed under each, the Michigan DNR is "committed to the conservation, protection, management, use and enjoyment of the State's natural resources for current and future generations" (Michigan DNR Mission Statement). This flows directly from the DNR's organic act, Public Act 451 of 1994 as amended.

Resource Conservation

The goal is to protect, restore and, where appropriate, enhance natural resource quality related to public outdoor recreation venues. Priority actions include acquisition

of inholdings; development or renovation at recreation sites that results in cleaner surface waters through reductions in erosion and other sources of pollution; wetland conservation, restoration and enhancement; restoration of native communities of flora and fauna; and provision of fish habitat improvements at or near public access points on state waters.

Support in Existing Plans and from Recreationists

Environmental quality is the bedrock on which all outdoor recreation is built. A healthy, productive environment sustains living resources such as fish, wildlife and plants and provides an attractive environment for leisure time activities. It is also central to the DNR's legal mandate (PA 451 of 1994 as amended) to "protect and conserve the natural resources of the state". DNR plans for wildlife associated recreation and habitat conservation (Comprehensive Plan for the Wildlife Conservation and Restoration Program 2002), fisheries (Recreational Fisheries Program 2000), state parks (Vision 2020 1992; State Park Stewardship Program Strategic Plan 2000; State Parks Infrastructure Priority on Project Identification: Clean Michigan Initiative 1998; Michigan State Park Initiative 1994), state forests (Forest Recreation 2000 1995; 1996 Forest Management Division Strategic Plan and Accompanying Update 2001; Michigan State Forest Recreation and Pathway Standards 1999; Draft Off-Road Recreational Vehicle Plan 1996); boating (Strategic Plan for the Michigan State Waterways Commission 2001) and the Mackinac Island State Historical Parks (Mackinac Island State Historic Parks Strategic Plan 2000) all put primary emphasis on the protection and conservation of natural resources.

Likewise, recreationists and recreation managers cite the value of a healthy environment in studies related to river use (Upper Manistee River Recreation Use and Access Site Assessment 2001; Perceptions, Preferences and Behavior of Selected Outdoor Recreationists Concerning Michigan State Forests 2001) boating (Michigan Forest Management Division 1996 Water Access Site Inventory 1996), state parks (Michigan State Parks Study 1998), state forest campgrounds (Profile, Behaviors, Spending and Opinions of Summer 1995 Michigan State Forest Campground Campers 1996), dispersed state forest recreation activities (Estimating Dispersed Recreational Use on Michigan's State and National Forests 1995), trails (Southeast Michigan ORV Report 1991; AuSable Pilot Off-Road Vehicle Project Evaluation 2001; Michigan Licensed Off-Road Vehicle Use and Users 2000; Michigan State Forest Non-Motorized Pathway Assessment: Managers' Perspectives 1996), state park campers and day visitors (Michigan State Parks Study 1999) and urban environments (Detroit Area Study 2001).

Partnership Opportunities

It is then ironic that recreational facilities through their design, use and maintenance may contribute to reductions in environmental quality. Conversely, it is most fortunate that recreationists support environmental quality at recreation sites and that a number of entities including governmental agencies, non-profit organizations and for-profit contractors are skilled at protecting, restoring and enhancing environmental quality. Further, many have matching funds available to support such environmental improvement where it is most visible and valuable to outdoor recreationists.

Education Opportunities
Outdoor recreation venues also have the potential to educate citizens about resource conservation including land management practices that can be applied on the 79% of Michigan in private ownership. This can be done through interpretive displays and programs and through demonstration sites and land manager training. Again partnerships with the conservation community and other units of government further enhance funding possibilities and resource restoration expertise.

Urban Opportunities
An important case for targeted action is restoring or enhancing impaired outdoor recreation resources in urban environments. Urban residents have often borne the burden of pollution and nearby potential recreational environments such as urban waterfronts have been less than desirable recreation sites. The growing movement for greenways, walkable communities and restoration of degraded urban natural resources to provide quality outdoor recreation opportunities represents a priority resource conservation issue in Michigan's SCORP.

Wetland Opportunities
The 1986 Emergency Wetlands Resources Act (PL 99-645) amended the LWCF Act (PL 88-578) to require that SCORPs contain a wetland priority component that is consistent with the National Wetland Conservation Plan of the US Fish and Wildlife Service and a listing of those wetland types that should receive priorities for acquisition. Michigan has lost approximately half of the 11 million acres of wetlands found in the state in pre-settlement. In 1990, the Director of the DNR set an ambitious goal of increasing wetland acreage by 500,000 acres. The Michigan Wetlands Advisory Committee refined that goal in 1997 with the Michigan's Wetland Conservation Strategy. They sought to add 50,000 wetlands acres to Michigan's wetland base by 2010.

Recently, with approximately 5.5 million acres of remaining Michigan wetlands, there has been a more concerted effort to conserve, restore and enhance wetlands. In 1998 the North American Waterfowl Management Plan (NAWMP) Michigan Implementation Strategy adopted by Michigan set the following goals to be accomplished by 2013. These habitat goals are in addition to maintaining the estimated 1,830,000 million acres waterfowl production habitat estimated to be present in 1998.

1. Restore and/or construct over 30,000 wetland acres contiguous with grasslands lacking wetlands suitable for waterfowl production on private lands, existing public lands and newly acquired public lands
2. Establish over 60,000 acres of grassland acres contiguous with wetlands suitable for waterfowl production on private lands, existing public lands and newly acquired public lands.
3. Protect an additional 100,000 acres of wetland and associated upland valuable for waterfowl production by preventing naturally functioning wetlands and associated uplands from being negatively altered using current and new legislation, fee title acquisition and long-term

easements. In addition, altered wetlands and uplands will be restored and enhanced.

4. Identify and exploit new management opportunities associated with human development including roadside grasslands, county drains and their riparian zones, capped landfills, retention/detention basins and wetland loss mitigation projects. Opportunities also exist working with utility companies; local, state and national parks; and local and regional planning agencies.
5. Develop conservation information/education initiatives to improve the public's knowledge of wetland values and functions, how to maintain these values and functions, wetland wildlife, wetland management and the control of aggressive exotic plants. Target audiences will include agricultural landowners, industrial landowners, drain commissioners and all landowners interested in wildlife management.
6. Actions under this plan are prioritized for the far eastern Upper Peninsula in Chippewa County's Rudyard Clay Plain ecosystem and in the Lower Peninsula basically south of a line from Oscoda City to Muskegon.
7. Wetland priority types for protection, restoration and creation include Great Lakes coastal marsh, emergent inland marshes and wet prairie.
8. For other areas of Michigan, the goal is to emphasize the conservation/restoration of naturally functioning wetlands.

As a result of five successful NAWMP grant applications for various regions of Michigan, with the greatest focus being on the Saginaw Bay watershed, and the state, local and private funds used to match those applications, approximately 15,000 acres of wetlands and associated uplands has been restored, protected or created. Accomplishments in these areas come from a consortium of partners including the Natural Resource Conservation Service of the US Department of Agriculture, the Michigan Department of Natural Resources, the US Fish and Wildlife Service of the US Department of the Interior, Ducks Unlimited, the Nature Conservancy, Pheasants Forever, County Conservation Districts, the Audubon Society, the Michigan Duck Hunters Association, the Shiawassee Flats Citizens and Hunters Association, Native Americans and many other partners.

A second key effort to meeting this goal is the Conservation Reserve Enhancement Program (CREP) of the US Department of Agriculture's Natural Resource Conservation Service (NRCS) done in partnership with the State of Michigan's Department of Agriculture and cooperation with the DNR and Department of Environmental Quality. CREP is based on voluntary agreements with private landowners to stop row cropping lands adjacent to surface waters to improve water quality (both surface and groundwater) by reducing erosion and by providing wildlife habitat. This includes wetland restoration and enhancement and planting of perennial upland grasses in place of row crops. In return farmers receive payments in excess of current land rent rates for a 15-year agreement. There are also options to execute permanent conservation easements involving larger payments for sites focused on wetland restoration. Michigan's program

has been implemented in three watersheds: the Saginaw Bay (Lake Huron), the River Raisin (Lake Erie) and the Lake Macatawa (Lake Michigan). As of October 31, 2002 the Michigan Department of Agriculture reported there were 39,092 upland grassland acres enrolled or pending and 14,186 wetland acres for wetland restoration and creation enrolled or pending. Unfortunately, a lack of state funding to match available federal dollars has currently limited the program below the 80,000-acre goal stated in the Michigan CREP agreement with the US Department of Agriculture. This is especially discouraging as the match rate of state to federal dollars may exceed 1:5.

A third important wetlands protection program is the NRCS Wetlands Reserve Program (WRP). This voluntary program, which was first authorized in the 1995 Farm Bill, allows private landowners to enter into permanent or 30-year easements with the NRCS to protect defined wetland and associated upland resources on their property in exchange for a cash payment. It also provides funding and technical expertise to restore degraded wetlands and surrounding uplands through cooperation with Ducks Unlimited. Since the federal program's inception in Michigan in 1995 to 2001, it has enrolled 210 different contracts covering more than 22,000 acres of wetlands and associated upland acres in conservation easements. The program also has a backlog of 176 landowner requests to enroll more than 20,000 additional acres.

Other efforts complement this statewide thrust. For example, the Saginaw Bay Watershed Initiative Network (WIN), a non-profit organization supported by 13 area foundations dedicated to the environmental, social and economic health of the Saginaw Bay watershed (Michigan's largest watershed) developed a wildlife habitat conservation framework for the watershed. The highest conservation priority in the framework is Great Lakes coastal marshes, followed by river floodplains and inland wetlands. While Great Lakes coastal marshes comprise only 3% of the land area in the watershed, they are most biologically rich portion of the watershed and directly and indirectly support a wide variety of outdoor recreation activities and a significant portion of the region's tourism economy (Nelson and WIN Wildlife Stewardship Task Group 2000).

At the local level, a number of governmental entities have put in place regulations and zoning protections to maintain wetlands. Local park and recreation agencies have increasingly embraced wetlands as important green space for acquisition and protection and as unique environments for interpretation. National conservancies, such as the Nature Conservancy, and regional conservancies have also made wetlands high priority habitat for protection through conservation easements or fee simple acquisition.

Trails

The goal is to expand and secure the system of land and water trails in Michigan to promote recreational, economic, transportation and health benefits. Expansion and security may include the use of partnerships or acquisition of fee simple ownership, perpetual easements or long-term leases for trails. In addition, targeted expansions should provide for safe, socially acceptable access for trail users to needed goods and services, connection of outdoor recreation sites and link existing trails to form a more

cohesive network that includes more effective use of major transportation corridors for compatible non-motorized transportation.

The Michigan Statewide Trails Initiative (1992) advocated an integrated network of trails of statewide significance. While progress has been made in this direction, an integrated network is still not completed (Southeast Michigan Greenways Technical Assistance and Advocacy Report 2001; Southern Michigan Trails Program Plan 2000; Draft Off-Road Recreational Vehicle Plan 1996).

Rail-Trail Opportunities
For example, as of September 2002 there are 1,016 miles of rail-trail in Michigan. These venues have clearly demonstrated outdoor recreation, health, economic and transportation benefits (Use and Users of the Pere Marquette Rail-Trail in Midland County, Michigan 2002; 2000 Midland County Recreation Needs Assessment: The Pere Marquette Rail-Trail 2001; Midland County Nearby Businesses and Adjacent Residential Landowners' Attitudes towards and use of the Pere Marquette Rail-Trail in Michigan 2000; 1999 Midwest Tandem Bike Rally and its Participants: A Focus on Midland County's Pere Marquette Rail-Trail 2000). There are many hundreds of additional miles currently abandoned, but not in public ownership. A concerted effort needs to be made over the next five years to publicly acquire as many miles as possible of abandoned and soon to be abandoned rail-corridors. It is vital to maintain these important transportation links and potential recreational corridors.

Non-Motorized Trails Opportunities
Another set of valued trail opportunities includes those non-paved public trails serving hikers, mountain bikers, equestrian and cross-country ski enthusiasts. These include the 880 miles of state forest pathways, the 880 miles of state park trails and the North Country Scenic Trail as well as other trails on federal lands. Coupled with these are an unknown number of locally owned trails in local parks and public transportation rights of way. In total, these provide valued links between recreation venues and opportunities for physical fitness and wildlife viewing. They also can serve groups with unique needs such as the Michigan Shore-to-Shore Riding-Hiking trail, which targets the needs of equestrians with appropriate day use and overnight camping facilities. A major challenge faced by this existing system and a priority of this plan is the need for significant renovation of bridges, trailhead facilities and re-routing to protect environmental values.

Transportation Integration Opportunities
The integration of non-motorized trail opportunities into regional transportation planning and systems is a priority of this plan. This may include projects such as designing non-motorized transportation options into major new or renovated transportation corridors such as the new southern beltway expressway in the Grand Rapids area (M6) and planning to include non-motorized transportation near or along new US 127 in Clinton and Gratiot counties as the corridor is converted from a four lane unlimited access highway to a four lane limited access expressway with service roads. This may also be as small scale as developing non-motorized trails between neighborhoods and schools to

facilitate safe and healthful passage by children on their way to and from school. The Southeastern Michigan Greenways Technical Assistance and Advocacy Report (2001) outlines many possibilities for options and benefits of non-motorized transportation including health, energy conservation, air and water quality improvement and positive social interaction.

Motorized Trail Opportunities
Motorized trail recreation participation continues to increase from the depressed levels in the 1980s. Both ORV and snowmobile users note their number one need is additional trail mileage (AuSable Pilot Off-Road Vehicle Project Evaluation 2001; An Assessment of Snowmobiling in Michigan by Snowmobilers with Michigan Trail Permits 1998; Michigan Licensed Off-Road Vehicle Use and Users: 1998-99 done in 2000). User safety and social conflict reduction are key motorized trail challenges that can be met in part through additional, appropriate trails providing safer passage for trail users to goods and services. Securing long-term trail corridors through the lands of willing private owners, especially large landowners such as forest products companies, is a priority of this plan. This is likely to be through easements or long-term leases. Fortunately motorized trail users through snowmobile trail permits and ORV licenses contribute to restricted funds that can provide much of the money for such agreements.

Water Trail Opportunities
Water trails for paddle sports are increasing in importance as sales of canoes, kayaks and rafts climb. These trails provide close contact with natural resources as well as highlighting cultural and historic resources related to water travel. They also facilitate other outdoor recreation activities such as fishing and wildlife viewing. Additional water access sites, development of paddle sport specific facilities such as canoe slides, portages, etc. are needed capital improvements.

Universal Access to Outdoor Recreation

The goal is to provide appropriate access to enable the full range of Michiganians and visitors to enjoy outdoor recreation venues. This includes evaluation of existing facilities and venues; renovation to address deficiencies; and new facilities designed, constructed and managed to meet current universal access standards and guidelines.

Support in Existing Plans and from Recreationists
As the population continues to age, the proportion of Michiganians with disabilities is likely to increase. Further, moderate physical exercise for those with disabilities such as heart conditions and arthritis, as well as those more often considered disabled such as individuals in a wheel chair or with visual or auditory impairments, is vital to physical and mental health. Outdoor recreation venues such as trails, parks, wildlife areas and other sites provide excellent opportunities to maintain flexibility, cardio-vascular health and socialize while participating in life-long outdoor recreation activities.

For the disabled to successfully enjoy outdoor recreation however, reasonable accommodation (per the 1990 Americans with Disabilities Act and subsequent legislation, rules and design standards and guidelines) needs to be provided. The MDNR

Self Evaluation and Facilities Transition Plan in the early 1990s identified many needed actions to provide this reasonable accommodation on a statewide basis. While progress has been made, reasonable accommodation has not been fully achieved (The Status of Handicapper Accessibility in Michigan's State Forest Campgrounds 1997; Americans with Disabilities Act Accessibility Guidelines: Recreation Facilities 1999).

Universal Accessibility Opportunities

Further, new information and rules concerning a wealth of specific outdoor recreation facilities have been proposed by the Architectural and Transportation Barriers Compliance Board and recently finalized in 36CFR Part 1191 (Federal Register Proposed Rulemaking for Recreation Facilities 1999; Final Report: Regulatory Negotiation Committee on Accessibility Guidelines for Outdoor Developed Areas 1999; Federal Register Final Rule for Recreation Facilities 2002). Key outdoor recreation facilities addressed with updated standards that took effect 10/3/02 are:

Boating facilities
Fishing piers and platforms
Golf
Shooting facilities
Swimming pools

Accessibility guidelines for the following outdoor recreation facilities are still involved in the rule making process, but final rules/standards are expected to be published before the expiration of this Michigan SCORP in December 2007:

Trails and trailheads
Warming huts
Outdoor rinsing showers
Outdoor recreation access routes
Beach access routes
Fixed picnic tables
Fire rings
Cooking surfaces and grills
Fixed trash and recycling containers
Wood stoves and fireplaces
Overlooks and viewing areas including telescopes and periscopes
Fixed benches
Mobility device storage facilities
Fixed pit toilets
Utilities
Camping facilities
Storage facilities

Implementing these rules and guidelines during new construction and renovation of outdoor recreation facilities at the local and state level is a priority of this plan. It will

also be important to consider the longer list of, as yet, unresolved standards and provide the flexibility in design to meet standards in these areas when they are adopted.

Community Outdoor Recreation

The goal is to improve the range, quality and quantity of community outdoor recreation opportunities. This is focused on the development, restoration and renovation of facilities that support outdoor recreation at the local level.

Support in Existing Plans and from Recreationists

Community outdoor recreation provides a valuable connection for all Michiganians with family, other members of the community and the environment. In December 2002, 676 local units of government had approved community outdoor recreation plans on file with the Michigan Department of Natural Resources. These plans seek to acquire land and develop, renovate and restore facilities for outdoor athletic fields, green space, trails, beaches, outdoor swimming pools, interpretive centers, arboretums and many other facilities and opportunities enhance the quality of life across Michigan. Local outdoor recreation opportunities directly serve community residents, thereby conserving energy, promoting health and fitness and improving the quality of life in neighborhoods.

Meeting Locally Identified Outdoor Recreation Needs

Each local outdoor recreation plan is unique in that it focuses directly on the needs of community residents and visitors, taking into account other outdoor recreation opportunities already provided, community traditions and shifts in preference and the stewardship responsibilities of maintaining resources and facilities once acquired and built. Hence, flexibility to meet the needs of diverse communities is critical. In the past few years, less than one dollar of every five requested by local communities from the LWCF for local projects has been available due to the extraordinary demand for grant dollars and the considerable amount of matching funds available at the local level. This reinforces that it is a priority of this plan to continue to develop, renovate and enhance community outdoor recreation opportunities.

Safety and Security Opportunities

Safety and security is a concern of many, especially in their own community. The elderly, single mothers with young children and the disabled often feel vulnerable. Using crime prevention through environmental design (CPTED) can enhance one's sense of security, enhance their actual safety and security in recreational settings and can make community recreation facilities and opportunities more attractive. The core of CPTED is based on providing natural access control, natural surveillance and territorial reinforcement. These can be positively incorporated in the design of all public facilities, including park and recreation areas. Excellent examples of the success of CPTED are available from Toronto Ontario, Knoxville Tennessee, and Houston Texas (National Crime Prevention Council 1997).

Natural Resource Based Recreation Opportunities

For many communities, opportunities for natural resource based outdoor recreation, such as fishing, swimming, hunting, shooting and wildlife viewing are often limited by a lack

of public ownership, open space, experience, education, facilities or suitable natural resources due to pollution and impairment (The Michigan Relative Risk Task Force Urban Recreation Plan 1995; Detroit Area Study 2001; Recreational Fisheries Program 2000; Michigan Wildlife Viewing Guide 1994). Such natural resource based outdoor recreation opportunities need to be expanded and given priority in urban areas. It is also important to couple local public acquisition of such lands or development of support facilities with programs that welcome newcomers to a wide range of outdoor recreational opportunities. This may involve cooperation with a range of non-profit youth serving entities such as Big Brothers/Big Sisters, the Boys and Girls Clubs, the Ys, Scouting, faith based organizations, etc. along with outdoor recreation oriented organizations such as the Michigan United Conservation Clubs, etc.

One example of creating such opportunity is the establishment in December 2001 of the first US/Canada international wildlife refuge, the Detroit River International Wildlife Refuge. This refuge is managed by the US Department of the Interior Fish and Wildlife Service in cooperation with the DNR, and also involves many local partners. Congressman John Dingell of Southeastern Michigan was the principal sponsor of this groundbreaking trend in providing and enhancing urban outdoor recreation opportunity. The new refuge clearly recognizes the fish, wildlife and natural resource based outdoor recreation values of the Lower Detroit River and surrounding environs.

Forest Recreation Infrastructure

The goal is to fulfill the mandate of the Forest Recreation Act of 1998 to provide a quality integrated forest recreation system. The focus is to renovate and construct the appropriate low maintenance intensity rustic recreation facilities (state forest campgrounds, water access sites, trails, etc.) to support natural resource based outdoor recreation and safeguard the environment, while meeting universal access guidelines.

Support in Existing Plans and from Recreationists

The Michigan state forests are the property of all the people of the state of Michigan. They provide the largest public land base for outdoor recreation in the country east of the Mississippi River. Within the 3.8 million acres of state forests, approximately 150 designated campgrounds, 116 designated water access sites, 485 additional undeveloped water access sites, 880 miles of non-motorized pathways, 2,500 miles of designated ORV trails and 1,500 miles of designated snowmobile trails facilitate outdoor recreation. In addition, a system of over 8,000 miles of forest roads provides access for dispersed recreation enthusiasts such as hunters, wildlife viewers, anglers, those who pick wild edibles and enjoy non-programmed nature appreciation (Forest Recreation 2000 from 1995; An Assessment of Forest Management Division's Recreation Programs 1999).

Reducing Maintenance Cost Opportunities

The forest recreation system has never received a system-wide renovation of its rustic outdoor recreation facilities, some of which date back to the Civilian Conservation Corps. These have high maintenance costs because they are not constructed of modern, more impervious materials. With an estimated 23 million annual recreational visits using state forest recreation venues/programs, the forest recreation system is an important asset in

meeting public recreation needs as well as in helping positively shape Michigan's image for visitors and supporting the tourism industry. It also demonstrates that outdoor recreation can be enjoyed in a rustic setting as part of a multiple use working forest system along with the appropriate use and management of wood resources, oil and gas and habitat for fish and wildlife, while maintaining environmental integrity.

Environmental Protection and Universal Access Opportunities
Such a renovation and upgrade of facilities would also better protect environmental quality from negative recreation impacts at and near campgrounds, water access sites and trails (Upper Manistee River Recreation Use and Access Site Assessment 2001; Michigan Forest Management Division 1996 Water Access Site Inventory 1996; Michigan State Forest Non-Motorized Pathway Assessment 1996; The Status of Handicapper Accessibility in Michigan's State Forest Campgrounds 1997; An Assessment of Forest Management Division's Recreation Programs1999) while providing appropriate universal access. This need is estimated to be over $10 million (Forest Recreation Budget documents FY 1999-00) over the next decade.

State Park Infrastructure

The goal is to enhance the quality of Michigan State Park outdoor recreation opportunities by renovating and constructing appropriate facilities (campgrounds, water access sites, trails, etc.) to support natural resource based outdoor recreation, safeguard the environment and preserve, protect and interpret Michigan's outdoor recreation heritage while providing universal access.

Support in Existing Plans and from Recreationists
The Michigan State Park system is the property of all the people of the state of Michigan. It has received support from voters for major bond programs and a constitutionally protected trust fund for state parks. It consists of 96 parks covering over 270,000 acres annually serves over 26 million outdoor recreation visits. Outdoor recreation is focused on camping, trail activities, boating, fishing, hunting and nature and cultural resource appreciation and observation. The state park system is an important asset in meeting public outdoor recreation needs as well as to Michigan's image and the tourism industry. It provides almost 13,000 campsites, the majority of public Great Lakes beachfront, 880 miles of non-motorized trails and almost 200,000 acres of land open to hunting. Finally it fills an important niche of providing an educational and informational gateway between the public to the DNR concerning natural resources and outdoor recreation. This is done through 10 major interpretive centers and through innovative programming such as the Adventure Ranger program. This is a cooperative program of the Parks and Recreation Bureau and the non-profit Kalamazoo Nature Center.

Environmental Protection Opportunities
While Michigan State Parks have received considerable capital support in the past 14 years from the Protecting Michigan's Future Bond (1988) and Clean Michigan Initiative (1998), and annually continue to receive $5 million from Proposal P (1994) coupled with a growing, constitutionally protected trust fund (Gillette Trust Fund established in 1994), there are still unmet infrastructure needs of over $53 million for visitor facilities

supporting outdoor recreation and those providing environmental protection from intense recreational use (DNR spread sheet detailing state park unmet needs for Phase II and Phase III of CMI). Much of this focus is on protecting natural resource integrity, such as clean surface water, while serving the needs of 26 million visitors. Land acquisition to block in critical habitat and restoration of habitat within heavily used parks are additional needs.

Historical Preservation Opportunities
Another important aspect of Michigan state parks is protecting valued Michigan historic and cultural sites. Universal access within the context of historical and cultural sites presents special challenges that can be met through careful renovation and the use of technology.

Coordination and Communication

The goal is to expand systematic coordination, cooperation and information gathering among outdoor recreation providers such as federal, state, regional and local government agencies, schools, non-profit cooperators and willing private landowners. In conjunction, there should be an increase in communication with the public concerning outdoor recreation goals, needs and management.

Support in Existing Plans and from Recreationists
Regular, systematic data collection and sharing of information about outdoor recreation participation, needs of outdoor recreationists and the influence of outdoor recreation on individuals, communities, the economy and the environment will promote more efficient and effective management (Forest Recreation 2000 from 1995, Vision 2020 from 1992). Further, enhanced communication with the public, especially the outdoor recreating public, will provide more meaningful opportunities for public involvement. For the next SCORP this should involve a process to survey a sizeable sample of the general public concerning their outdoor recreation activities and preferences for future investment.

Integrating Local, State and Federal Outdoor Recreation Opportunities
This can promote efficiency, link facilities and resources and provide recreationists with better experiences where they don't have to worry about differential fees, permits and rules. Land and water trail networks, ecosystem health and access would all be substantially improved through increased cooperation. As the four national forest units in Michigan update their management plans, this would be an excellent time to expand such efforts. The current focus of such integration efforts is in the effort to implement ecosystem management in the eastern Upper Peninsula, but it could effectively be broadened to look at the interface between state and federal lands across Michigan. Another valuable model of integration is in the management of long-distance trail networks through intergovernmental cooperation agreement, recreation authorities, memorandums of understanding, etc.

Systematic Data Collection and Information Sharing Opportunities
The Michigan Recreation and Park Association and Central Michigan University's Comprehensive Parks and Recreation Survey (2001) demonstrated the wealth of

recreational facilities provided and managed by local units of government. Numerous studies of recreationists involved in a range of outdoor recreation activities such as boating, fishing, hunting, camping, trail use, etc. through Michigan State University and others provided excellent examples of the preferences and profiles of recreationists, along with providing information on their impacts on the state and local economies. Systematically scheduling outdoor recreation related research, linking it to past information bases and promoting information sharing and cooperative research among outdoor recreation providing entities can enhance the quality of information used to make outdoor recreation planning and management decisions and create efficiencies. A spreadsheet database of all community outdoor recreation plans on file with the MDNR is being constructed at this time by the consultants to this plan. It is designed so that will be able to be regularly and easily updated and can be used to segment and aggregate information about outdoor recreation provision at the local level in many useful ways including by planning region, type of governmental unit (city, county, etc.), level of population, etc.

MICHIGAN SCORP PUBLIC INVOLVEMENT PROCESS

The public has been involved throughout the SCORP planning process. Their initial involvement was in response to a request for information sent to a wide range of stakeholders July 10, 2002 by the Michigan Department of Natural Resources (DNR). This notified stakeholders that the DNR would be updating the plan and solicited their involvement and useful information for the plan they possessed or of which they were aware. The letter, list of stakeholders and their submissions are in Appendix D.

Next, using this stakeholder information and other input from the DNR SCORP Steering Committee and the consultants (faculty members from the Department of Park, Recreation and Tourism Resources at Michigan State University) an annotated bibliography was compiled of state level plans in force for outdoor recreation and recent outdoor recreation research. In total, more than 40 state-level plans impacting various aspects of outdoor recreation and over 65 recent research and evaluative studies concerning Michigan outdoor recreation were identified, reviewed and annotated. The annotated bibliography is found in Appendix A. The plans and research provided direct access to the input of tens of thousands of Michiganians concerning outdoor recreation issues and management preferences. Based on the review of the plans, research, DNR Steering Committee input, the supply of and demand for outdoor recreation opportunities (see Appendix B), and consultant knowledge, a set of draft issues and goals for the Michigan SCORP and a series of policy questions regarding the distribution of LWCF monies was formulated.

The issues/goals and policy questions were displayed on the DNR website and stakeholders were notified of this and asked to “spread the word” concerning this content and three public information meetings concerning the SCORP. The first meeting was October 30, 2002 in west central Lower Michigan at Clarksville. The meeting went from 3:00 – 5:00 PM at the Michigan State University Horticultural Experiment Station meeting facility, located just of I 96, between Lansing and Grand Rapids. The second was

on November 1, 2002 in St. Ignace (eastern Upper Peninsula) from 3:00 – 5:00 PM at the US Forest Service St. Ignace Ranger District Headquarters meeting facility located 5 miles west of St. Ignace on US2. The third was held in southeast Michigan on November 6, 2002 in Novi. The meeting was from 3:00 – 5:00PM at the Tollgate Education Center meeting facility. The meeting notice and the mailing list are in Appendix D.

At each meeting there was a power point presentation concerning the SCORP planning process, draft issues and goals of the Michigan SCORP and a series of policy questions regarding the distribution of LWCF monies. Copies of the draft issues and goals and policy questions were also distributed. Two members of the MSU team recorded the input at each public information session. The facilitator wrote bulleted items on a flip chart, posting them on the wall throughout the sessions. Another team members took detailed notes of the meeting. In total, 23 members of the public attended the meetings, with eight at the Clarksville meeting, 3 at the St. Ignace meeting and 12 at the Novi meeting. They represented regional planning agencies, recreational trail interests, local park and recreation agencies, the state affiliate of the National Recreation and Park Association (Michigan Recreation and Park Association), Native Americans (Sault St. Marie Chippewas), land conservancies and other outdoor recreation participants. One or more DNR SCORP Steering Committee members also attended each meeting. They included representatives from the Office of Grants, Contracts and Customer Systems, Parks and Recreation Bureau, Wildlife Division, Forest, Fire and Mineral Management Division and the Office of Property Management. As a result of the public information meetings, five individuals/entities provided written comment to the DNR Grants, Contracts and Customer Systems Office prior to the formal plan comment period of January – February 2003. The attendance records and the notes of each meeting and the written communications as a result of those meetings are on file with the DNR Office of Grants, Contracts and Customer Systems.

Following those meetings, the draft SCORP document was completed for public review. Comments at the public information meetings and from the communications received were incorporated into the document. It was sent to the National Park Service and posted on the DNR website prior to December 31, 2002. The stakeholders and the general public were notified of a written public comment period concerning the draft SCORP from January 1, 2003 through February 28, 2003. Comments were to be written and mailed to the DNR Office of Grants, Contracts and Customer Systems. During the comment period, eleven individuals/entities provided written comment to the DNR Grants, Contracts and Customer Systems Office. Those comments are on file with the DNR Office of Grants, Contracts and Customer Systems. A summary of the key issues raised at the public information meetings and through written comments, coupled with the DNR response, is also on file with the DNR Office of Grants, Contracts and Customer Systems.

OPEN PROJECT SELECTION PROCESS (OPSP)

Since its first SCORP, Michigan has had and will continue to have an OPSP. The selection criteria are clearly enumerated and provided to every applicant in their application packet. The OPSP uses a score based system, with all applications evaluated

by DNR professional staff. Projects are ranked by score and recommended to the Director of the DNR in descending order based on the available LWCF appropriation to Michigan. After review, the DNR Director then forwards Michigan's recommendations to the NPS. Each project requires final individual approval by the NPS. Projects, once established, are regularly reviewed in the field through a post completion project review by the DNR and with follow up reporting to the NPS. The full OPSP process for 2003 is documented in Appendix C.

CONCLUSION

In many instances, there will be projects proposed that will symbiotically meet more than one goal of this plan, providing significant efficiencies and benefiting a greater number of people than a project only targeted to meet one goal. For example, an urban waterfront project that focuses on reducing erosion and filtering storm runoff from parking areas through a wetland restoration, provides universally accessible river-side trails to promote fitness and transportation while also providing water access and adds accessible fishing piers and near shore fish habitat restoration will meet a number of goals. The innovation and partnerships that are involved in such projects further strengthen their capability to serve the needs of a diverse population and grow community support for long-term maintenance. In summary, Michigan's updated SCORP strives to maintain and grow the strong tradition of outdoor recreation and environmental integrity across the state. It builds on successes of the past, targets on-going and emerging needs and highlights universal access for all residents and visitors.