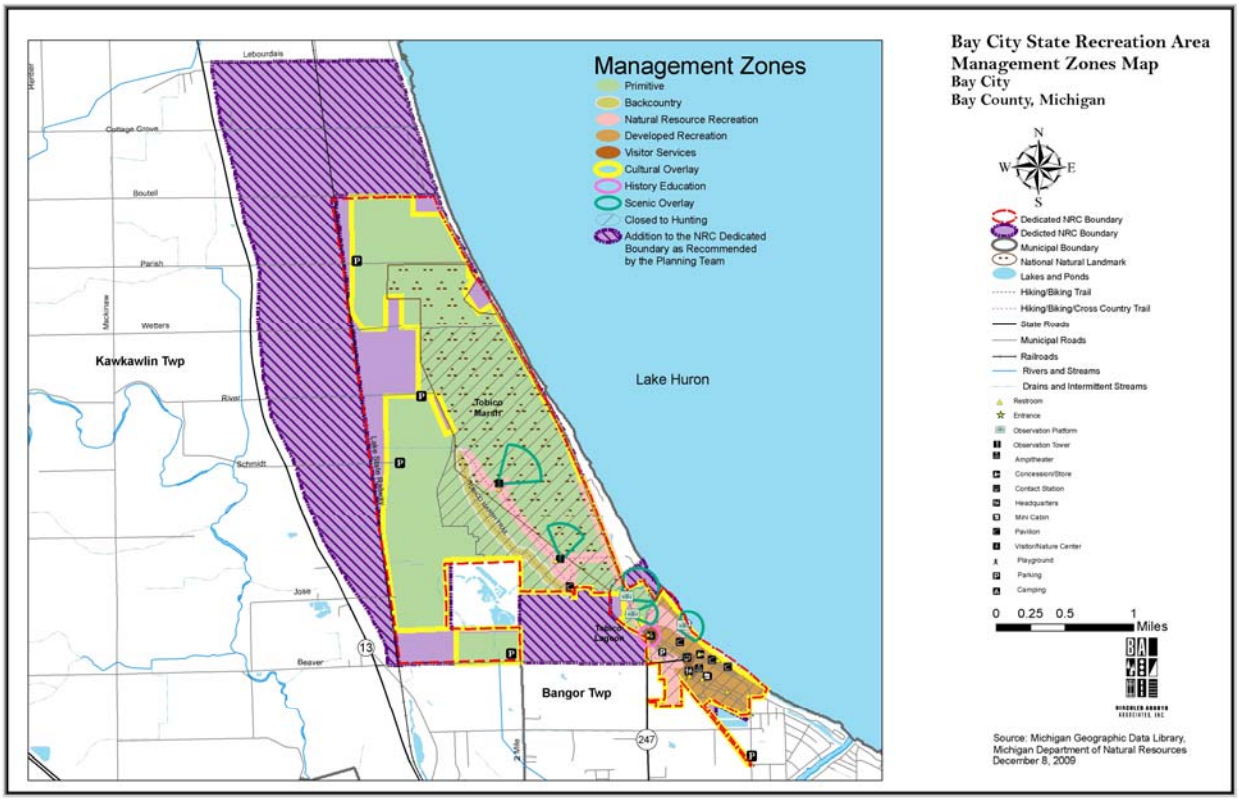
General Management Plan

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: 9/22/10

Stewardship Deputy Director — Date: 9/24/10

Director, Department of Natural Resources & Environment — Date: 9/29/10

Bay City State Recreation Area
Aerial Imagery
Bay City
Bay County, Michigan
N
E
S
W
Park Boundary
Municipal Boundary
State Roads
Municipal Roads
Railroads
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources, ESRI Imagery
August 4, 2009
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Monitor Twp
Lake State Railway
Parish
Wildlife
River
Bay Vw
Elida
Lauria
2 Mile
Bay Rd
Sunset Park
27

RESOLUTION NO. 09-2010-01

MICHIGAN STATE PARKS ADVISORY COMMITTEE (MSPAC)

RESOLUTION TO RECOMMEND APPROVAL OF THE "BAY CITY STATE RECREATION AREA – PHASE 1 - GENERAL MANAGEMENT PLAN"

ADOPTED SEPTEMBER 9, 2010

WHEREAS, the Department of Natural Resources and Environment's (DNRE) Recreation Division has completed Phase 1 of the General Management Plan for the Bay City State Recreation Area; and

WHEREAS, the planning process reflects sensitivity to natural resource, historic and cultural resource values, recreation and education opportunities, is inclusive of all DNRE resource programs and representative of eco-management; and

WHEREAS, the planning process was inclusive of stakeholder, constituent, and public input; and

WHEREAS, the General Management Plan represents sound guidance for future planning phases that will be consistent with the mission of the DNRE and the Recreation Division, and reflective of the purpose and significance of the Bay City State Recreation Area; and

WHEREAS, the General Management Plan has been reviewed and recommended for approval by the Recreation Division's Management Team and the Operations and Stewardship Subcommittee of the Michigan State Parks Advisory Committee (MSPAC).

THEREFORE, BE IT RESOLVED, that the MSPAC recommends approval of the Bay City State Recreation Area - Phase 1 - General Management Plan, as adopted at their September 9, 2010, meeting; and

THERFORE, BE IT FURTHER RESOLVED, that the MSPAC further recommends that the DNRE Director approve the Phase 1 – General Management Plan for the Bay City State Recreation Area; and

THEREFORE, BE IT FINALLY RESOLVED, that upon DNRE Director approval, the Recreation Division initiate the Phase II – Long Range Action Plan for Bay City State Recreation Area.

Submitted by: The MSPAC Operations and Stewardship Subcommittee

Motioned by:	**Chris Graham**	**Yeas:**	**13**
Seconded by:	**Mike McDonald**	**Nays:**	**0**
		Abstained:	**0**
		Absent:	**3**

This Resolution was adopted by the Michigan State Parks Advisory Committee at their September 9, 2010, meeting.

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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."[1]

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).

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 Townshp 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

[1] See www.legislature.mi.gov

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.

Easements at Bay City State Recreation Area				
Grantee	**Description**	**Township, Range, Section**	**Size (acres)**	**Date Granted/ Acquired**
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.[2]

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.

[2] 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[3].

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.[4] 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.[5]

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.

[3] This information is no longer on the FWS website
[4] for more information see http://www.michigan.gov/deq/0,1607,7-135-7251_30353_42900---,00.html
[5] 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:

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.

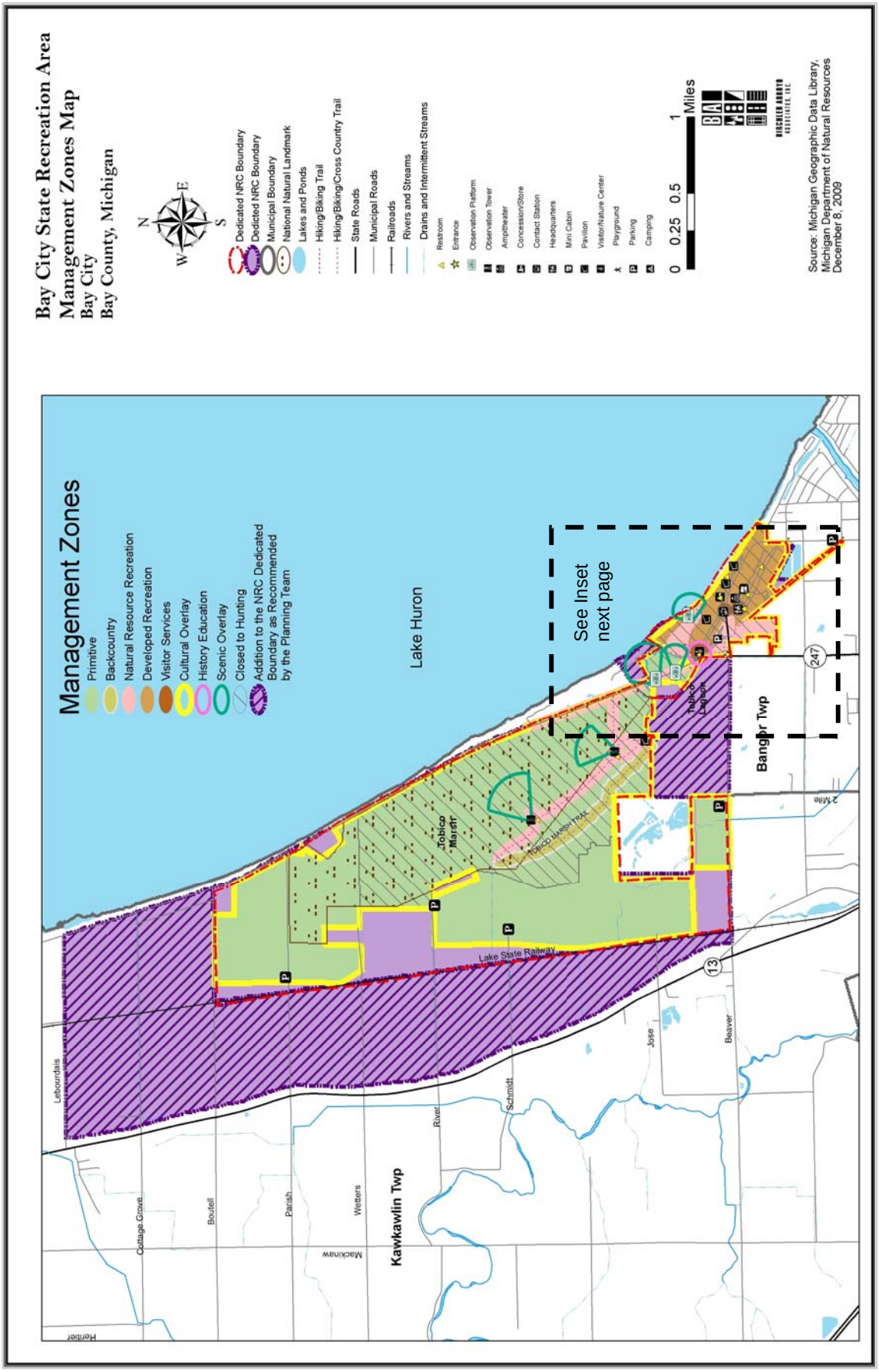
- Primitive Zone comprises 1,918.7 acres (80.4%) and reflects a desired condition that emphasizes the natural resources. Land is managed to only allow dispersed and low frequency use for low impact recreational purposes. Attaining and maintaining a high quality natural resource condition dictates the 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.


Bay City State Recreation Area
Management Zones Map
Bay City
Bay County, Michigan
N
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Dedicated NRC Boundary
Dedicted 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
Amptheater
Concession/Store
Contact Station
Headquarters
Mini Cabin
Pavilion
Visitor/Nature Center
Playground
Parking
Camping
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
Primitive
Backcountry
Natural Resource Recreation
Developed Recreation
Visitor Services
Cultural Overlay
History Education
Scenic Overlay
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
See Inset next page
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Lake State Railway
TOBICO MARSH TRAIL
Lebourdais
Cottage Grove
Boutell
Parish
Wetters
Mackinaw
River
Schmidt
Jose
Beaver
2 Mile
Hentier
13
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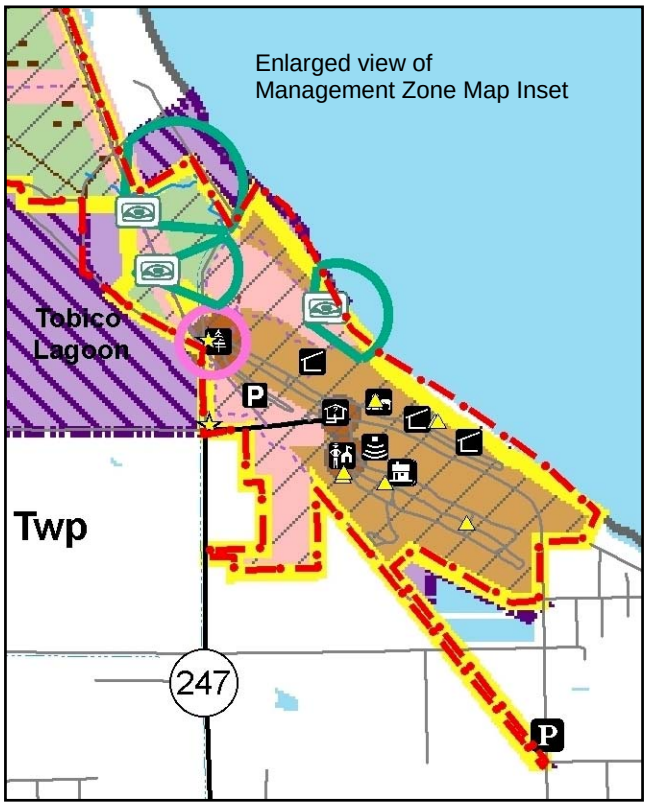
- Cultural Overlay Zone comprises 2,386 acres and recognizes the cultural significance of the entire recreation area, due to its archeological and historic resources. The underlying management zone will apply.

- 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.

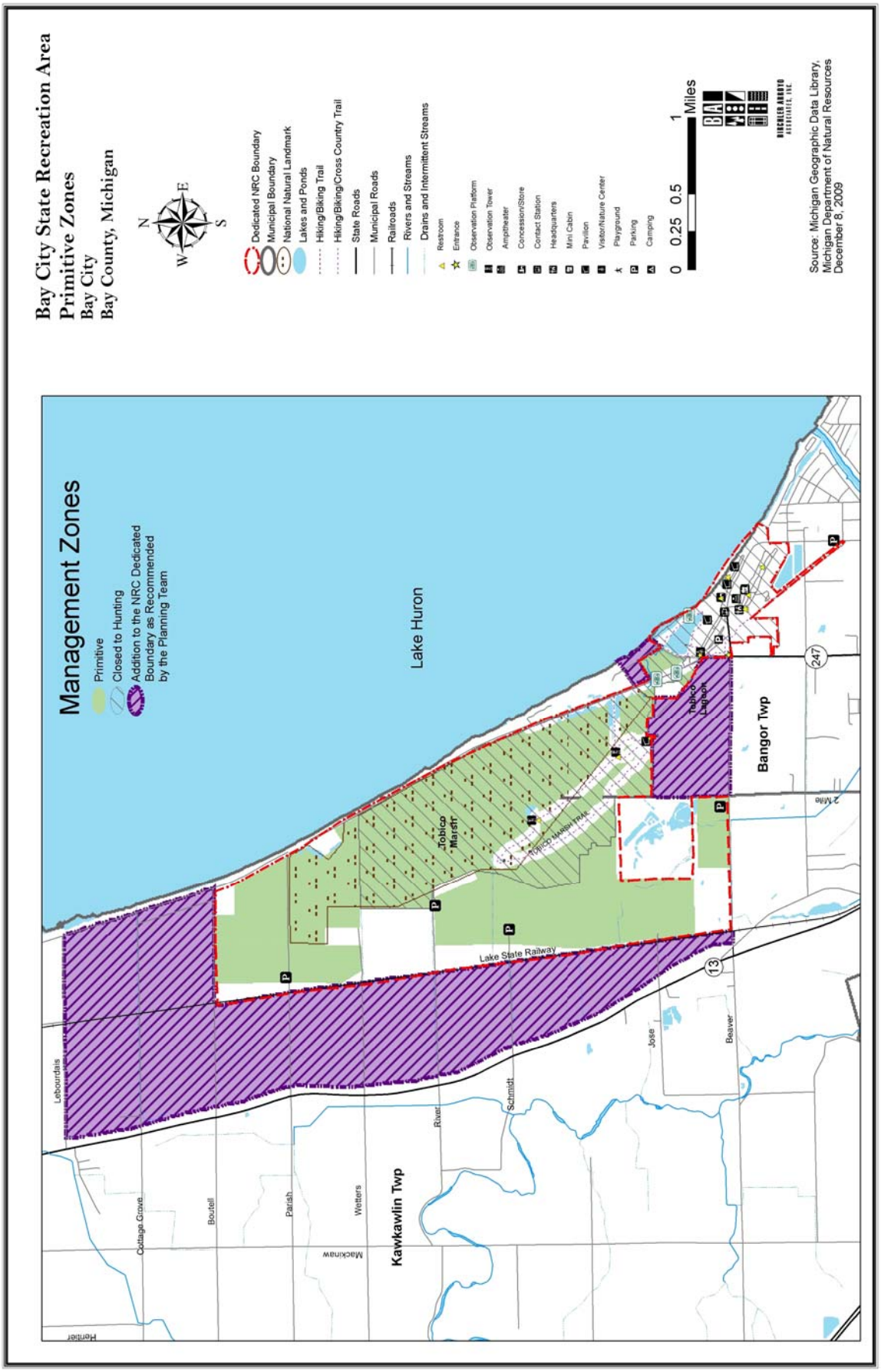


- Proposed Future Expansion: The Planning Team recommends acquisition of those properties within the NRC Boundary, as shown on the map. The team also recommends acquisition of property within this expanded boundary as it becomes available and funding allows (Note: acquisition is only made on a willing 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
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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
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
Primitive
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Lake State Railway
Leboudais
Cottage Grove
Boutell
Parish
Wetters
Mackinaw
Hentker
River
Schmidt
Jose
Beaver
2 Mile
13
247

- 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.

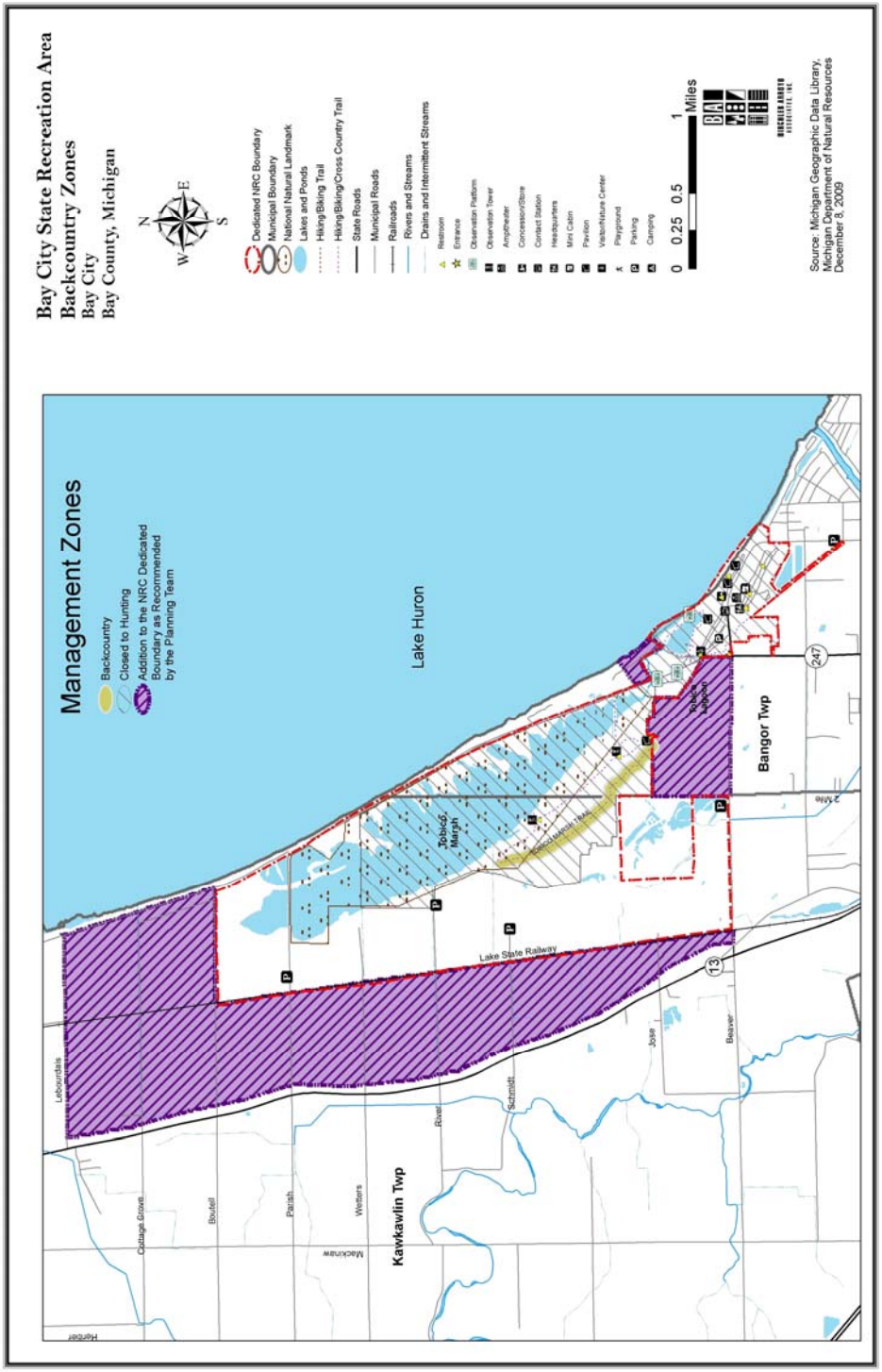
A. Natural Resources. This zone will reflect natural processes, with vegetative management only allowed to restore and maintain natural ecological structure and processes (such as removing invasive species), to address hazard trees, and to manage pests and disease. Within the Backcountry Zone, natural resources may be modified slightly to support visitor use, but the tolerance for natural resource impacts is low.

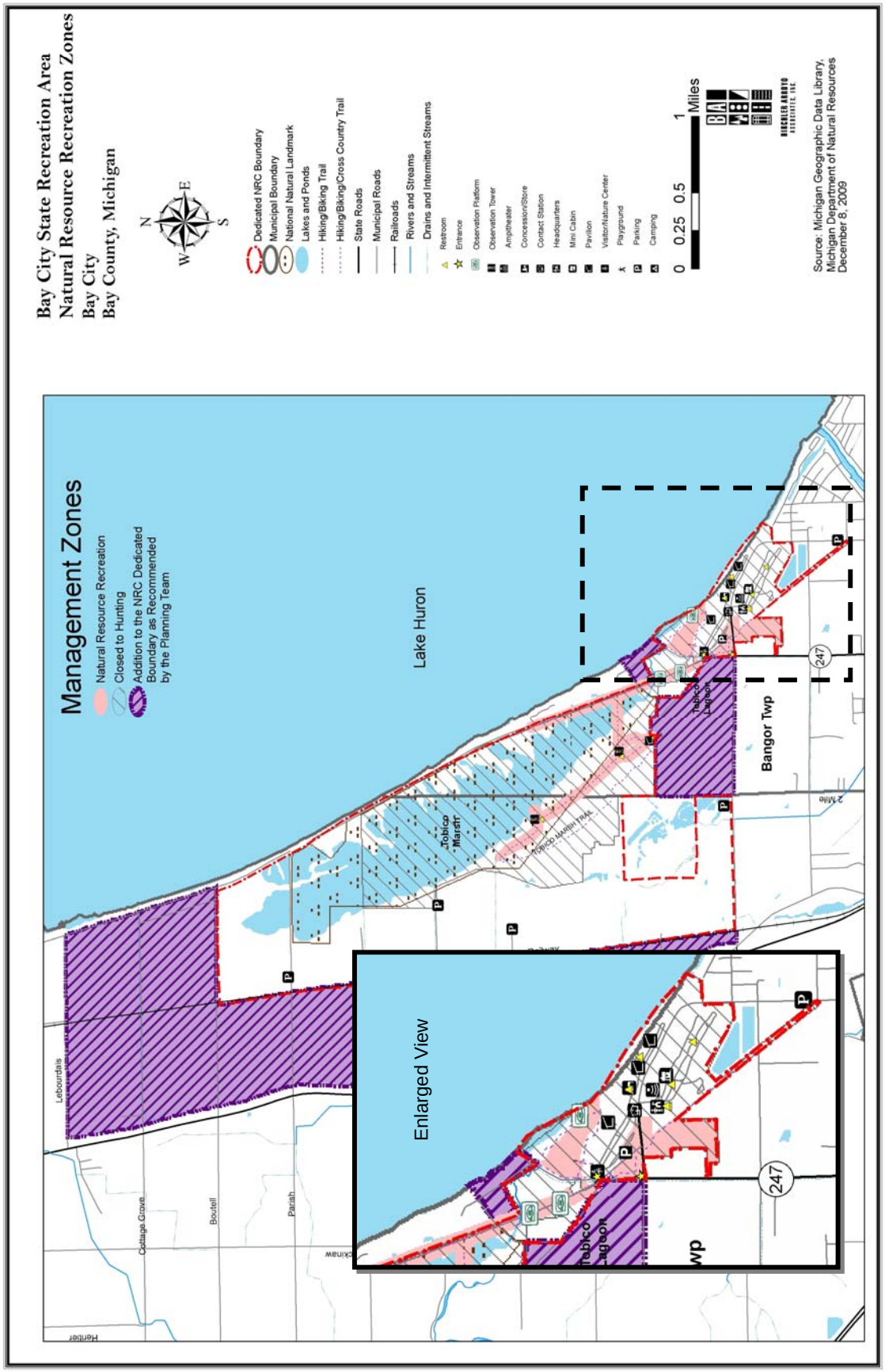
B. Historic / Cultural Resources. Resources in this zone could be preserved, rehabilitated, removed or allowed to waste away. Historic structures could be adaptively used for operational uses or educational purposes.

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
N
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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
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
Natural Resource Recreation
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
247
Enlarged View
Lebourdais
Cottage Grove
Boutell
Parish
Hentier

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.

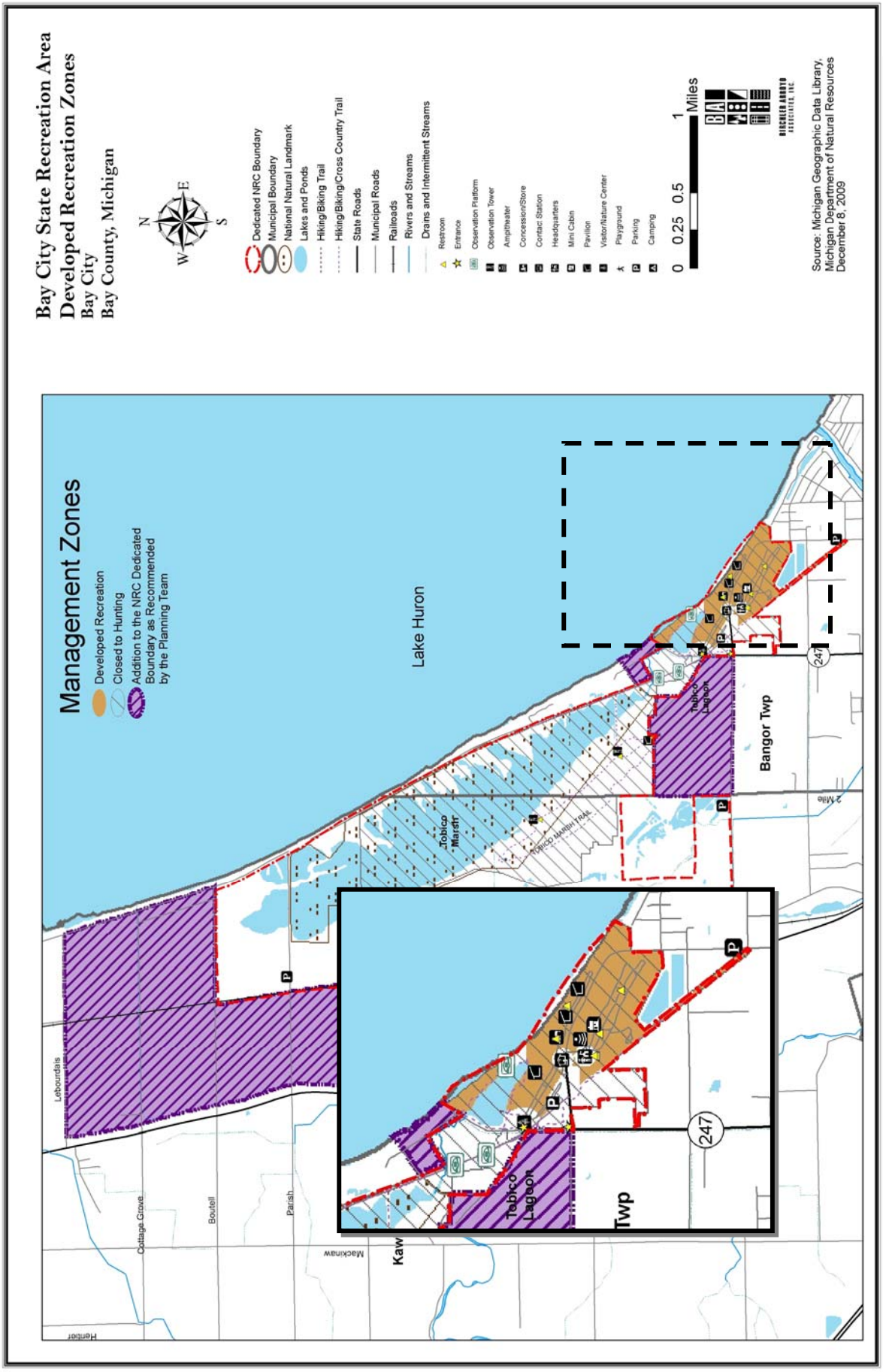
G. Development. A high level of development of facilities for support of visitor activities is permitted in this zone. Examples of development include restrooms, concrete/asphalt/gravel walkways and parking, trails, benches, picnic tables, rustic campsites, cabins and shelters for recreation and educational 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
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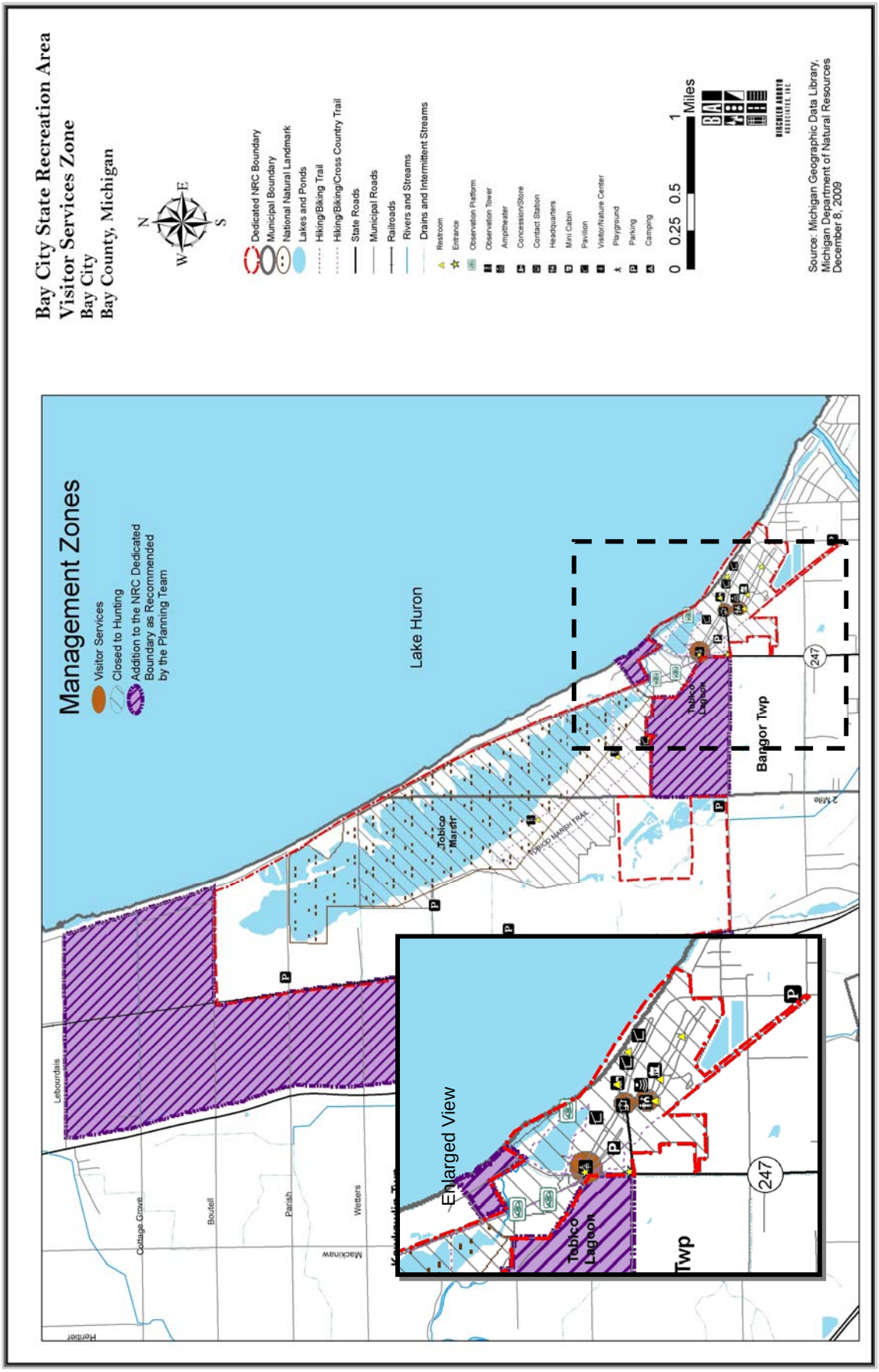
Dedicated NRC Boundary
Municipal Boundary
National Natural Landmark
Lakes and Ponds
Hiking/Biking Trail
Hiking/Biking/Cross Country Trail
State Roads
Municipal Roads
Railroads
Rivers and Streams
Drains and Intermittent Streams
Restroom
Entrance
Observation Platform
Observation Tower
Amphitheater
Concession/Store
Contact Station
Headquarters
Mini Cabin
Pavilion
Visitor/Nature Center
Playground
Parking
Camping
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
Developed Recreation
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
247
Lebourdais
Cottage Grove
Boutell
Parish
Mackinaw
Hentier


Bay City State Recreation Area
Visitor Services Zone
Bay City
Bay County, Michigan
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Dedicated NRC Boundary
Municipal Boundary
National Natural Landmark
Lakes and Ponds
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Hiking/Biking/Cross Country Trail
State Roads
Municipal Roads
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Amphitheater
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Contact Station
Headquarters
Mini Cabin
Pavilion
Visitor/Nature Center
Playground
Parking
Camping
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
Visitor Services
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
247
2 Mile
Enlarged View
Twp
Lebourdais
Cottage Grove
Boutell
Parish
Wetters
Mackinaw
Hentier

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.

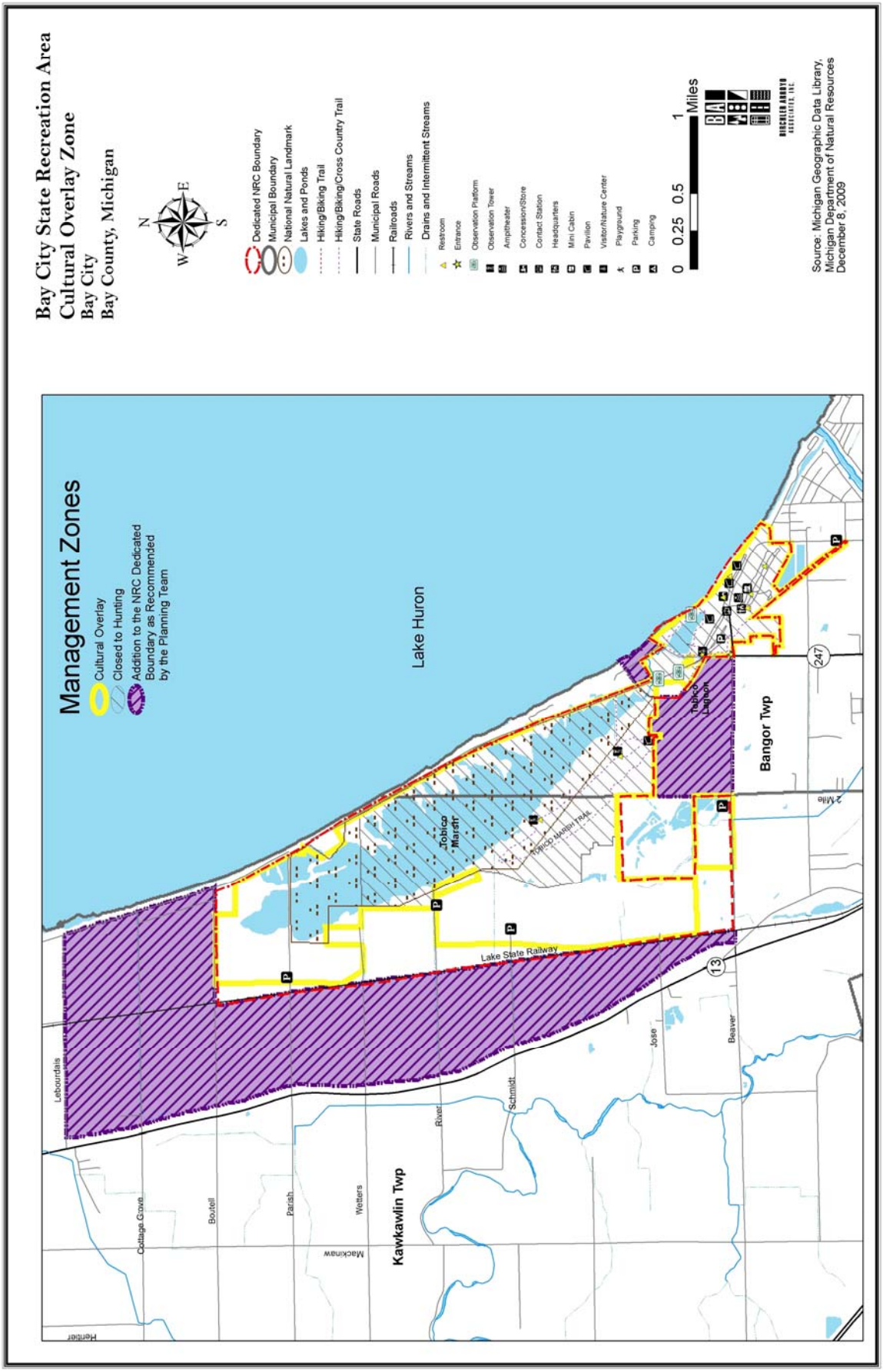
C. Recreational Opportunities. Visitors could be engaged in sightseeing, recreational and education activities in a cultural setting compatible with and sensitive to the setting and the underlying zone requirements.

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
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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
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
Cultural Overlay
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Lake State Railway
Leboundais
Cottage Grove
Boutell
Parish
Wolters
Mackinaw
Heritier
River
Schmidt
Jose
Beaver
2 Mile
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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).

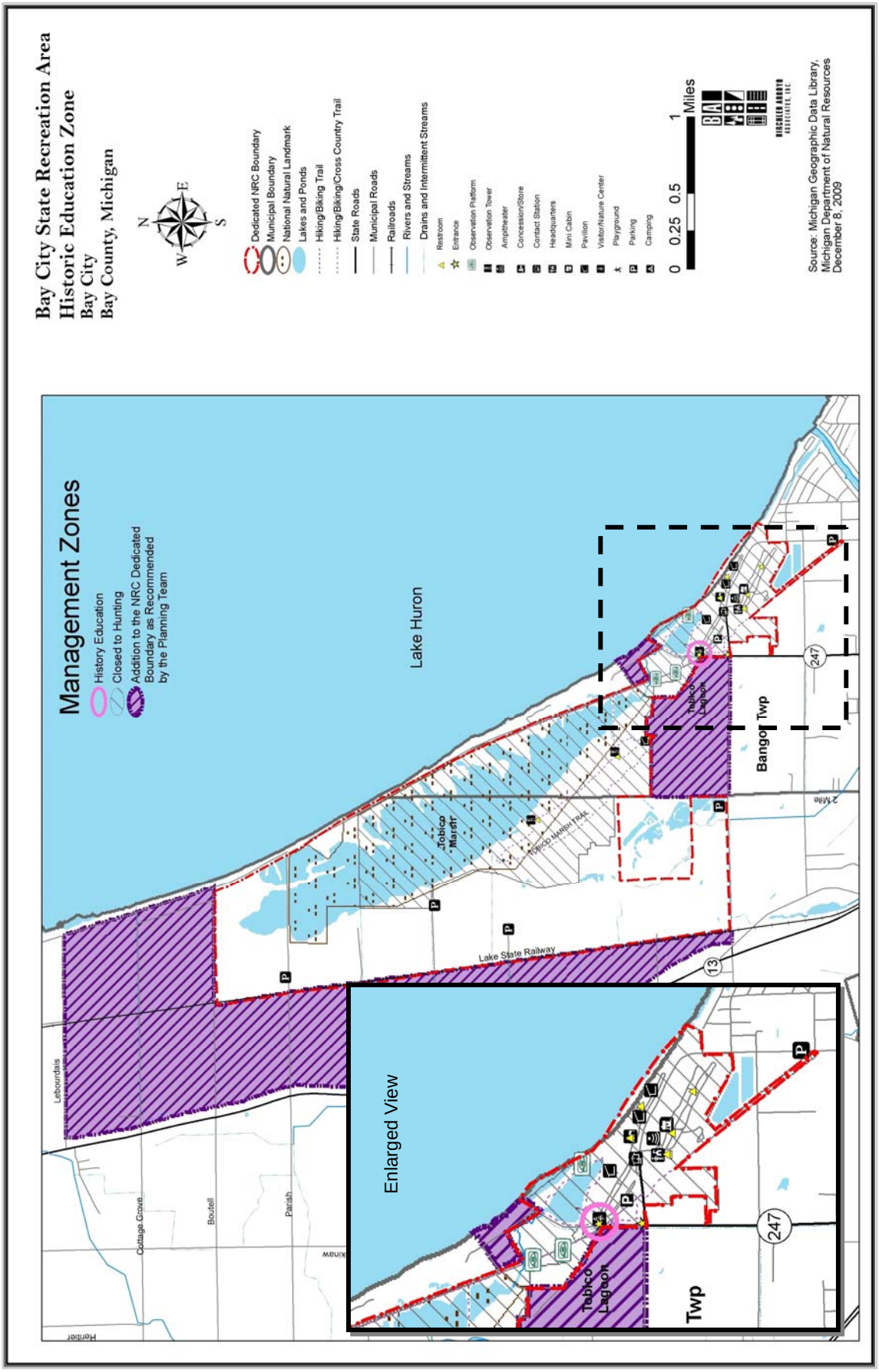
3.8 Scenic Zone

The Scenic Zone, approximately 126.6 acres (5.3%), is established for scenic viewscapes. 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 viewscapes 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
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Dedicated NRC Boundary
Municipal Boundary
National Natural Landmark
Lakes and Ponds
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Camping
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
History Education
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Lake State Railway
Enlarged View
Tobico Lagoon
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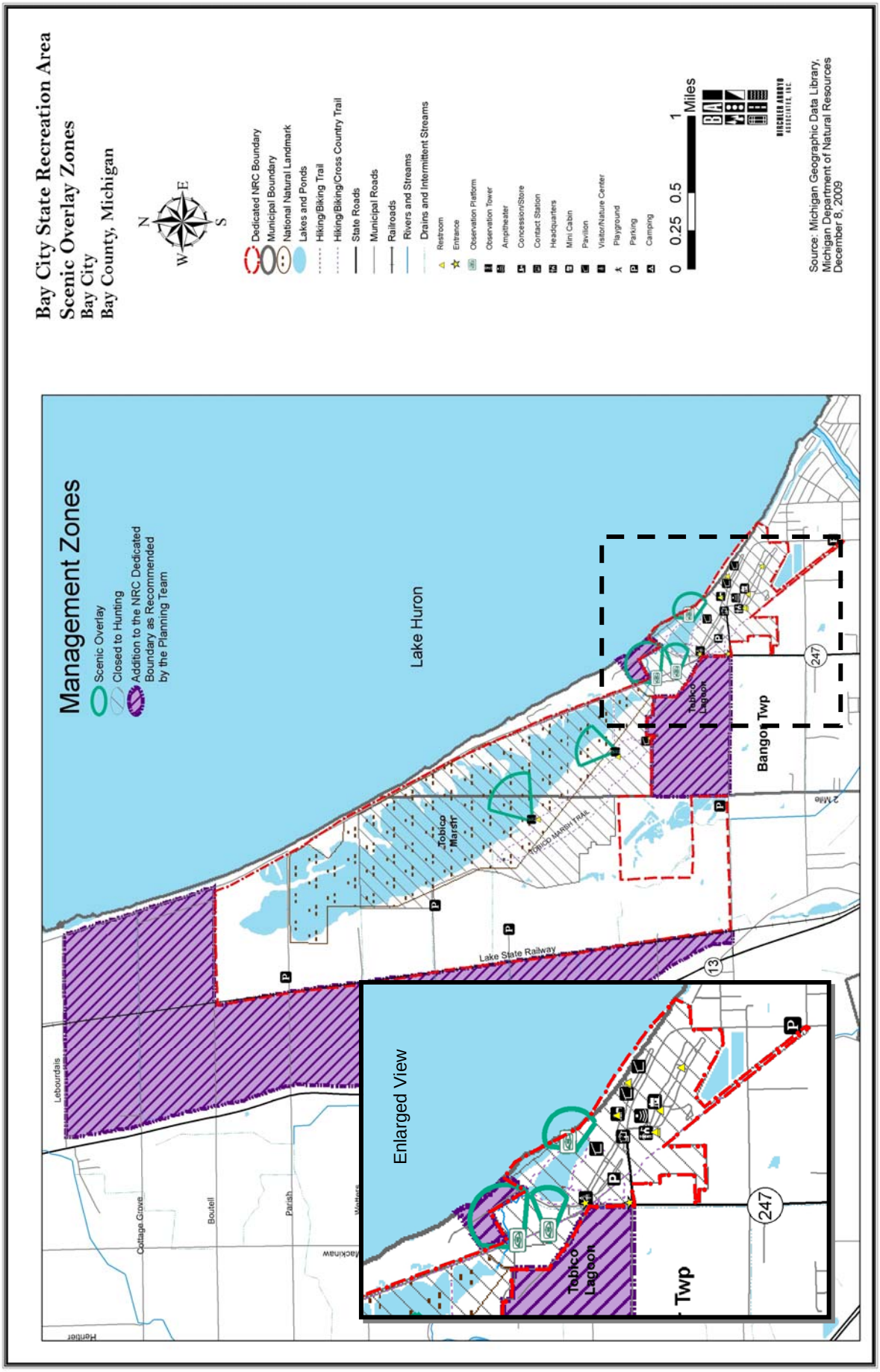
Lebourdais
Cottage Grove
Boutell
Parish
Hentier


Bay City State Recreation Area
Scenic Overlay Zones
Bay City
Bay County, Michigan
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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
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources December 8, 2009
Management Zones
Scenic Overlay
Closed to Hunting
Addition to the NRC Dedicated Boundary as Recommended by the Planning Team
Lake Huron
Tobico Marsh
TOBICO MARSH TRAIL
Lake State Railway
Tobico Lagoon
Bangor Twp
247
13
2 Mile
Enlarged View
Tobico Lagoon
Twp
247
Lebourdais
Cottage Grove
Boutell
Parish
Henber

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

APPENDIX A
Supporting Analysis

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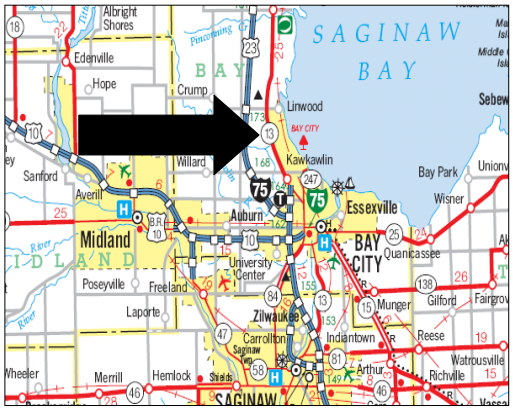
A.1 PARK LOCATION

Bay City State Recreation Area (RA) is located at 43.59 N latitude and 83.89 W longitude in Bangor and Kawkawlin Townships, Bay County, Michigan. It borders Saginaw Bay to the east. The western boundary of the recreation area is a jagged line that runs along the edge of the Tobico Marsh. The actual boarder connects to privately owned lands that have been identified for future acquisition by the state. The projected western boundary would then be the Penn Central railroad grade. Boutell Rd. touches the northern border of the RA and again private lands exist along the road that reach the railroad tracks and have been identified for acquisition when appropriate to create a more contiguous piece of state owned property easily identified and accessed by the public. The southern boarder of the RA is not easily defined because Beaver Rd. dissects the RA separating the campground from the day use area. Small plots of private land exist on either side of the road. Some of these plots are surrounded on two or three sides by state property. One example is the 30 acres owned by Waste Management that contains hazardous waste.

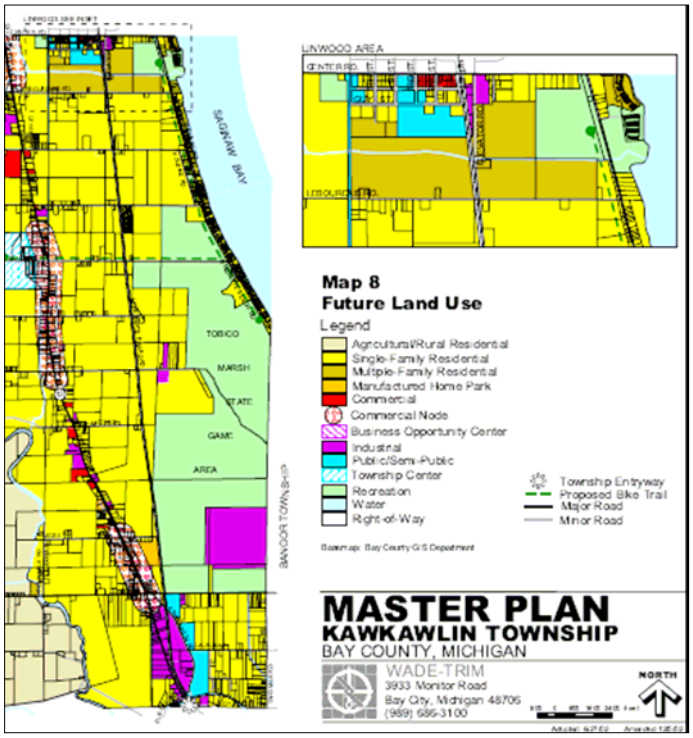


The Recreation Area is 4 miles from Bay City, and 17 miles from Saginaw. Other nearby population centers include Midland, 15 miles; Mt. Pleasant, 44 miles; and Flint, 47 miles. Collectively, these urban areas have a population of over 200,000. Bay City SRA is located approximately five miles east of I-75, off of the Beaver Road exit. The campground entrance is on one side of Beaver Rd. and the Entrance to the day use area and the Visitors Center is on the opposite side of the road. Small undeveloped parking areas on Parish Rd., River Rd., Schmidt Rd, and the corner of Beaver Rd. and Two Mile provide small accesses to areas open for hunting.

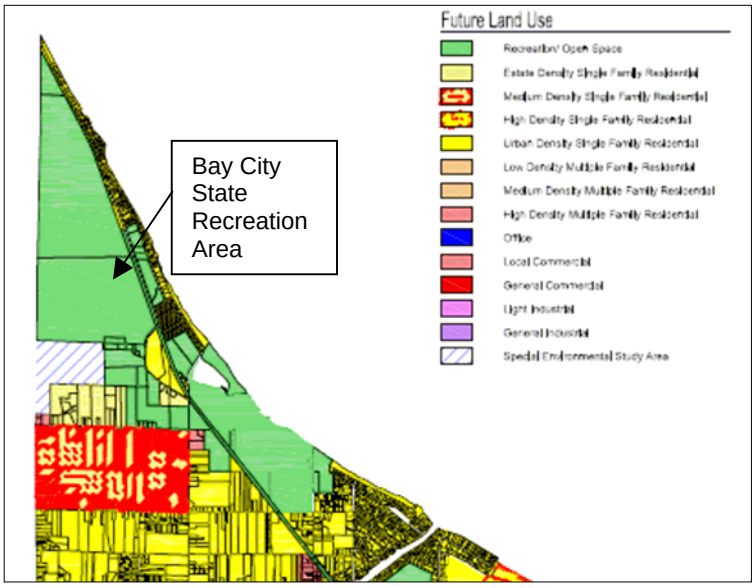
Land Use

In its future land use plan, Kawkawlin Township identifies Bay City State Recreation Area as "recreation." The parcels that surround the recreation area (to the north and west) are identified as single-family residential. The existing landfill, off Two Mile Road, north of Beaver Road, surrounded by the recreation area, is identified by Kawkawlin Township as "industrial."

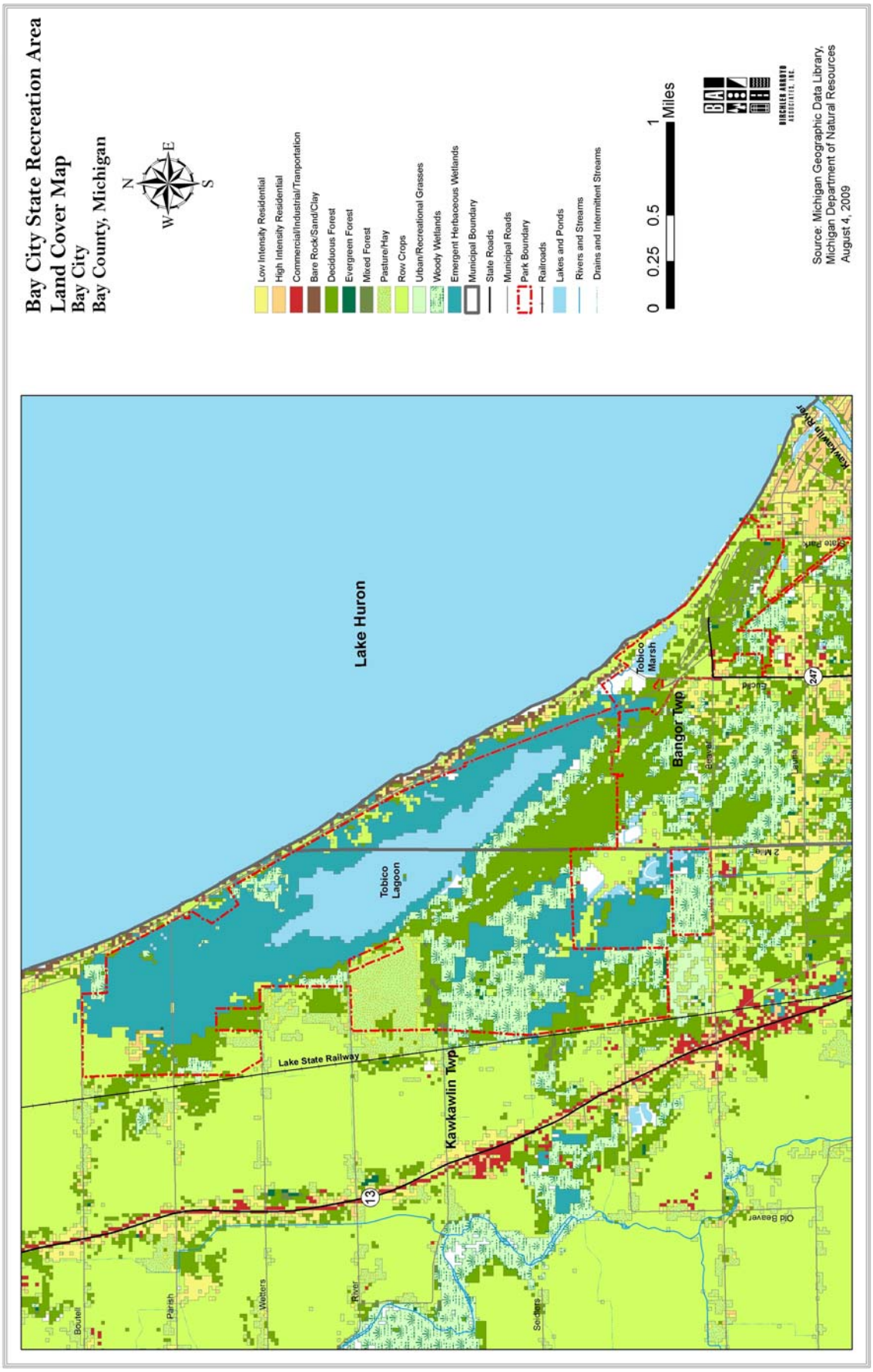
Bangor Township, which contains the southeast portion of the park, identifies it as "recreation/open space." The Township also identifies parcels south of the park as single-family residential. A parcel east of Two Mile Road, north of Beaver Road is identified as "special environmental study area."



Future Land Use Map, Kawkawlin Township



Future Land Use Map, Bangor Township (2005)


Bay City State Recreation Area
Land Cover Map
Bay City
Bay County, Michigan
N
E
S
W
Low Intensity Residential
High Intensity Residential
Commercial/Industrial/Tranportation
Bare Rock/Sand/Clay
Deciduous Forest
Evergreen Forest
Mixed Forest
Pasture/Hay
Row Crops
Urban/Recreational Grasses
Woody Wetlands
Emergent Herbaceous Wetlands
Municipal Boundary
State Roads
Municipal Roads
Park Boundary
Railroads
Lakes and Ponds
Rivers and Streams
Drains and Intermittent Streams
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library,
Michigan Department of Natural Resources
August 4, 2009
Lake Huron
Tobico Lagoon
Tobico Marsh
Bangor Twp
Kawkawlin Twp
Lake State Railway
Kawkawlin River
State Park
Euclid
247
Beaver
Laurel
2 Mile
Old Beaver
13
River
Seiders
Wetters
Parish
Boutel

A.2 DEMOGRAPHICS

Bay City was a significant outpost during the late 1800's, due to the lumber industry. It grew in size due to manufacturing, throughout the 1900's. The population of Bay County rose steadily until the 1980s. It peaked and has declined steadily since then. East Central Michigan Planning and Development Region predict a slight decrease in population over the next 30 years[1].

Bay County Population (1850-2002)[2]

Year	Population	% Change
1850	0	—
1860	3,164	100%
1870	15,900	402.5%
1880	38,081	139.5%
1890	56,412	48.1%
1900	62,378	10.6%
1910	68,238	9.4%
1920	69,548	1.9%
1930	69,474	-0.1%
1940	74,981	7.9%
1950	88,461	18.0%
1960	107,042	21.0%
1970	117,339	9.6%
1980	119,881	2.2%
1990	111,723	-6.8%
2000	110,157	-1.4%
2002	109,672	-0.4%

Source: Michigan Economic Growth Corporation www.michigan.org/medc

[1] East Central Michigan Planning and Development Region. *Population Projections for Region 7 Through 2030*.

[2] Figures from 1850-1990 were gathered using the U.S. Department of Commerce, Bureau of the Census. 1996. *Population of the States and Counties of the United States: 1790 to 1990*. http://www.nwmcog.org/data/CensusTrends/MI-Historic-Census.pdf

Race in Bay County (2000 Census)

	Bay County	Michigan
White persons, percent, 2005 (a)	96.4%	81.3%
Black persons, percent, 2005 (a)	1.4%	14.3%
American Indian and Alaska Native persons, percent, 2005 (a)	0.5%	0.6%
Asian persons, percent, 2005 (a)	0.5%	2.2%
Native Hawaiian and Other Pacific Islander, percent, 2005 (a)	0.0%	0.0%
Persons reporting two or more races, percent, 2005	1.2%	1.5%
Persons of Hispanic or Latino origin, percent, 2005 (b)	4.1%	3.8%
White persons not Hispanic, percent, 2005	92.6%	77.9%

(a) Includes persons reporting only one race.
(b) Hispanics may be of any race, so also are included in applicable race categories.

Source: Census of Population

The majority of the population in Bay County is white. There are a number of Hispanics and African-Americans, accounting for about five percent of the population.

Household Census Data for Bay County

	Bay County	Michigan
Housing units, 2005	47,897	4,478,507
Homeownership rate, 2000	79.3%	73.8%
Median value of owner-occupied housing units, 2000	$84,900	$115,600
Persons per household, 2000	2.47	2.56
Median household income, 2003	$39,151	$46,291
Per capita money income, 1999	$19,698	$22,168
Persons below poverty, percent, 2003	10.6%	11.0%
Persons per square mile, 2000	248.1	175

Source: Census of Population

Compared to the state, Bay County's housing value is lower, and its median household and personal income are lower as well. It has a slightly higher than average rate of homeownership and persons living in poverty. Its population density is slightly higher than the state average.

Employment

There are several trends in employment since 1970. The number of jobs overall has increased, due to increased employment in state and local government, retail trade, construction, services, and finance and real estate. In the same time

period, employment in farming, manufacturing, and the military declined by at least 30 percent.

Employment by Industry, *Number of Jobs*, in Bay County (1970-2000)

Components by Type	1970	1980	1990	2000	% Change (1970-2000)
Total Employment	39,729	41,838	46,278	53,672	35%
Wage and Salary Employment	33,179	35,238	38,981	45,537	37%
Proprietor's employment	6,550	6,600	7,297	8,135	24%
Farm Employment	1,912	1,692	1,278	1,125	-41%
Non-Farm Employment	37,817	40,146	45,000	52,547	39%
Components by Industry	**1970**	**1980**	**1990**	**2000**	**% Change (1970-2000)**
Private	32,784	34,888	38,759	45,622	39%
Ag. serv., forestry, fishing, and other	149	225	353	515	246%
Mining	46	179	134	97	111%
Construction	1,664	1,566	2,341	2,927	76%
Manufacturing	11,207	8,956	7,368	7,871	-30%
Transportation and public utilities	1,987	1,947	1,400	1,679	-16%
Wholesale trade	2,016	2,077	2,157	2,217	10%
Retail trade	7,081	8,014	10,545	12,281	73%
Finance, insurance, and real estate	1,955	2,552	2,767	2,905	49%
Services	6,679	9,372	11,694	15,130	127%
Government and government enterprises	5,033	5,258	6,241	6,925	38%
Federal, civilian	320	285	295	311	-3%
Military	383	317	381	239	-38%
State and local	4,330	4,656	5,565	6,375	47%

Source: Michigan Economic Growth Corporation www.michigan.org/medc

Principal Employers in Bay County

Company Name	Location	Employees	Product Description
Bay Medical Center	Bay City	1,745	General medical & surgical hospital
General Motors Corp.	Bay City	1,500	Manufactures transmission & engine components, camshaft, oil pump assemblies & piston pins
Bay City Public School District	Bay City	1,150	Public school district office
Meijer Inc.	Bay City	650	Retail department & grocery store with pharmacy
Monitor Sugar Co.	Bay City	546	Manufactures sugar processed from sugar beets

Source: Michigan Economic Growth Corporation www.michigan.org/medc

A.3 GENERAL HISTORY OF BAY CITY STATE RECREATION AREA

In 1922, the City of Bay City donated 76 acres west of the waterworks to the state for use as a public park. Over the next seventy years, it has expanded to include roughly 2,300 acres, including Tobico Marsh as well as other adjacent properties.

Development of the park began in 1923. In that same year, a fish hatchery was established for the propagation of walleyed pike, a commercial food fish then of considerable economic importance. The hatchery operated until 1945, when it closed due to obsolescence and a decline in the fish population. The building was razed in 1952.

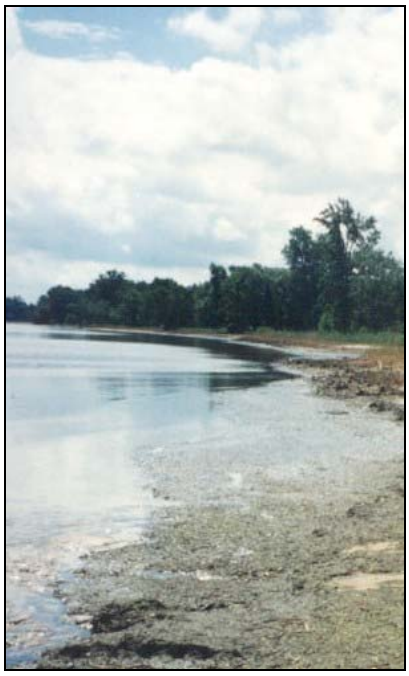
Park development continued during the 1920's and was accelerated during the 1930's as a result of federal programs such as the Civilian Conservation Corps (CCC). Between 1933 and 1936 the CCC excavated a fresh water lagoon at the outlet of Tobico Marsh. The CCC also built and improved park roads and parking lots, constructed park buildings, and planted trees and shrubs.

In 1947, a private donor offered $40,000.00 for the construction and operation of a trailside museum for the study of native and migratory birds. This museum, dedicated to the memory of George Birney Jennison, was constructed in 1949. The interpretive program at the museum expanded and, in 1969, created the permanent position of Park Interpreter. The park interpreter remained at the park until the early 1980's when the natural center closed. It remained closed until the spring of 1984. At that time the Jennison Center was reopened under a unique agreement between the agency formerly known as the Department of Natural Resources (DNR – now known as the Department of Natural Resources and Environment), Delta College and Saginaw Valley State University. The two colleges assumed responsibility for reopening the center and establishing environmental education programs. This partnership continued until January 1992, when the DNR assumed responsibility for the Jennison Nature Center. The DNRE still operates this center.

During the 1950's and 1960's many improvements were made to park facilities and services. Picnic areas and parking lots were improved and expanded. The campground was expanded to 283 sites with available electrical hook-ups. Improvements were also made to the campground's buildings and roads.

Between 1977 and 1993, infrastructure was improved. In 1977, a new bathhouse, concession complex, and two new toilet shower buildings were built. In 1982, the park was connected to the Bay County sewer system. In 1984, all of the gravel park roads were repaved with asphalt. In 1986, the park added picnic shelters and pavilions in the day use area. In 1989, the entire electrical system of the park was revamped. In 1990, the park office was completely remodeled. During the summer of 1993, two mini-cabins were constructed.

As early as the 1940's, people began reporting algae deposits on the swimming beach, commonly called *muck*. The amount of muck varies, depending on the water level and the amount of off-shore wind. Between the late 1950's and the early 1980's, the muck level gradually increased, making it increasingly difficult for park personnel to keep the shoreline attractive to swimmers. By the late 1980's, wetland restrictions tightened, and it was no longer possible for park personnel to engage in any removal efforts of the muck. In 1992, the park received permits to begin muck removal on the north swimming beach. By 2006, Bay City SRA had a permit to groom 1,200 feet of beach on the northwest end of the park, but the muck problem persists.[3]



Low Water Level and Algae Washed up on the Beach, 2003

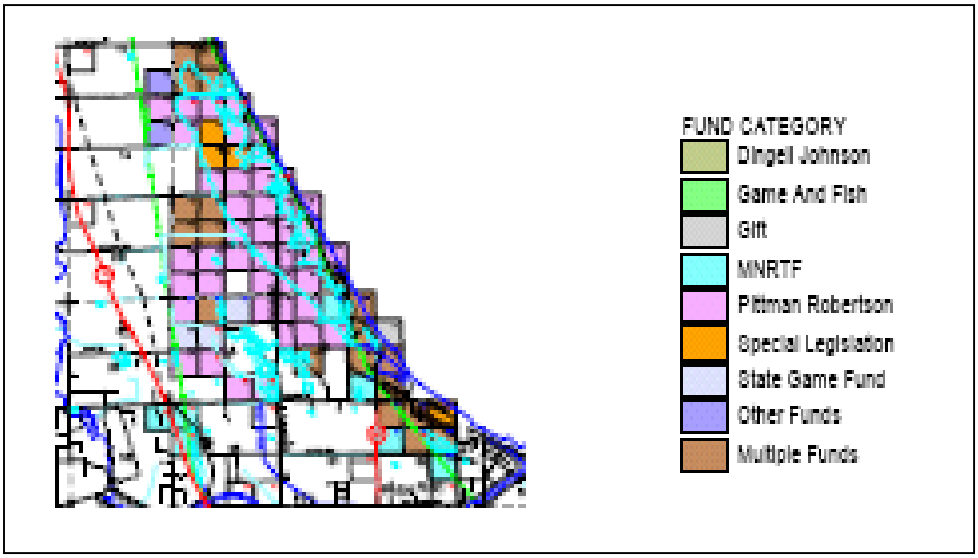
In 1985, a 180 foot sluice pipe which extended out into the Bay was removed. This sluice pipe, a hollow concrete wall, was used to channel discharge from the old water works plant out into the Bay. It was believed that the sluice contributed to the muck buildup along the park shoreline.

DNR has purchased several parcels in the past 20 years. In 1989, it purchased the small amusement park, which had been at the park entrance became part of the park. This added acreage and two new buildings, a residence and a storage building. In 1990, the abandoned railroad properties from State Park Drive over the Tobico Marsh Area were added to the park. A portion of this property had been developed into a hiking-biking trail and dedicated to Frank Anderson, the original donor of the Tobico Marsh Property. In 1992, the old roller skating rink and miniature golf course at the west entrance were also added to the park.

[3] Evanoff, Michael. February 17, 2006. Interoffice Communication

A.4 LAND OWNERSHIP AND ISSUES

Bay City SRA was formed by acquiring property from a range of owners with a variety of funds. As a result, different funds carry certain restrictions for land use. Of the roughly 2,300 acres of state land at Bay City SRA, they were acquired through use of:



- Pittman-Robertson Fund, Part 405, Act 451, P.A. 1994
  The majority of land at Bay City SRA was purchased with this fund, which comes from a federal tax on guns and ammunition. In 1955, DNR Wildlife Division purchased 992.1 acres from the Tobico Hunt Club, a large portion of the Tobico Marsh with this fund. Many adjacent parcels, totaling about half of Bay City SRA, were also purchased with money from this fund, which is used to restore wildlife habitat and must be used to promote public hunting opportunities.

- Michigan Natural Resources Trust Fund, Part 19, Act 491, P.A. 1994
  A couple of parcels were purchased with money from MNRTF. It is funded with money acquired through oil and gas leases on state land. The money is used for general program purposes.

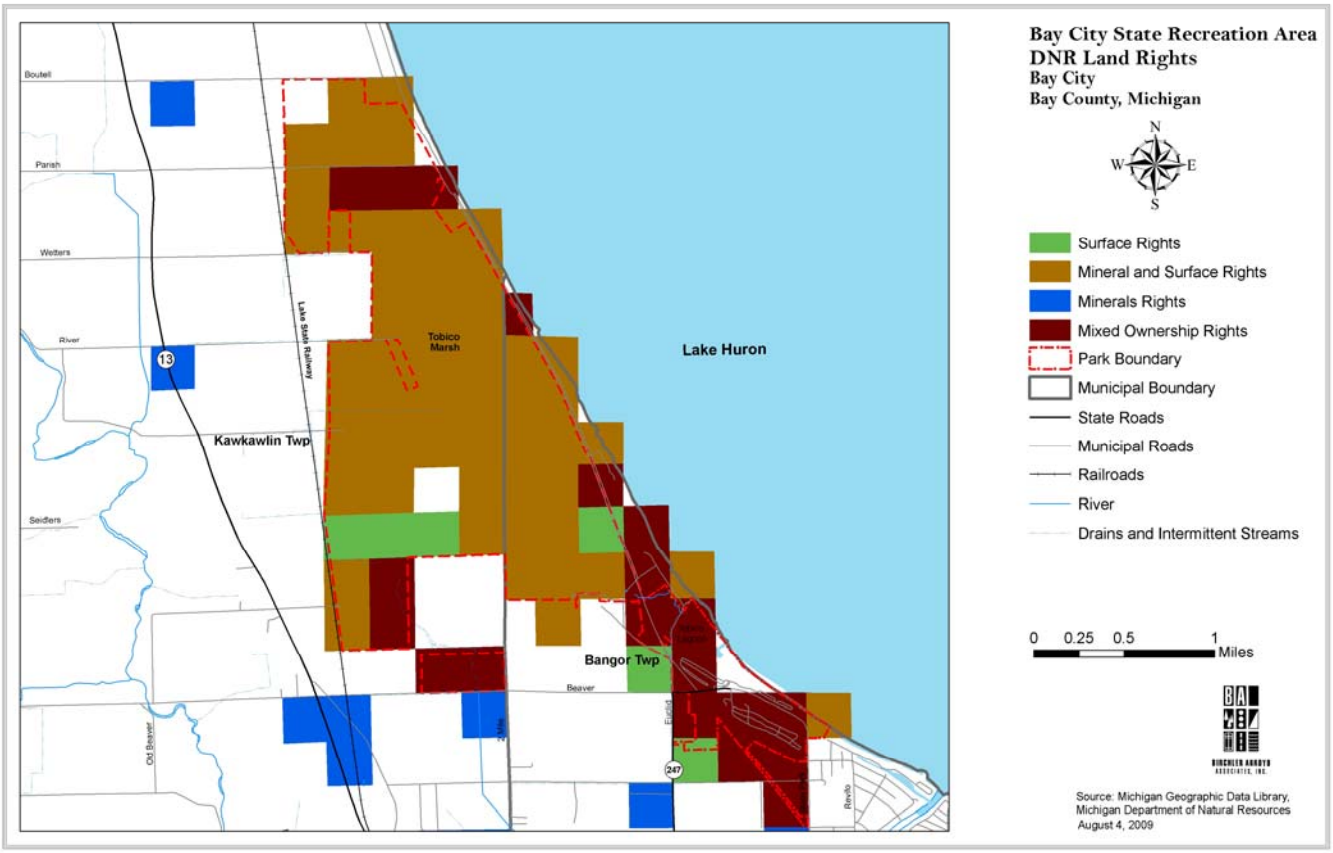
- State Game and Fish Fund, Act 17, P.A. 1921
  A couple of parcels adjacent to Tobico Marsh were purchased with money from the State Game Fund. This fund was created by a $1.50 deer hunting license fee and from mineral revenue deposited into Game and Fish Protection Fund.

- Special Legislation, Act 27, P.A. 1944 and Act 50, P.A. 1944

A couple of parcels near the north side of the Tobico Marsh were purchased with money from special legislation. It is used for general program purposes.
It was originally used mostly for The Porcupine Mountain State Park. It is no longer used.

- <u>Environmental Settlements Fund</u>
  Money from this fund is used for general program purposes.

- <u>Gift</u>
  A small parcel was given to the park as a gift.

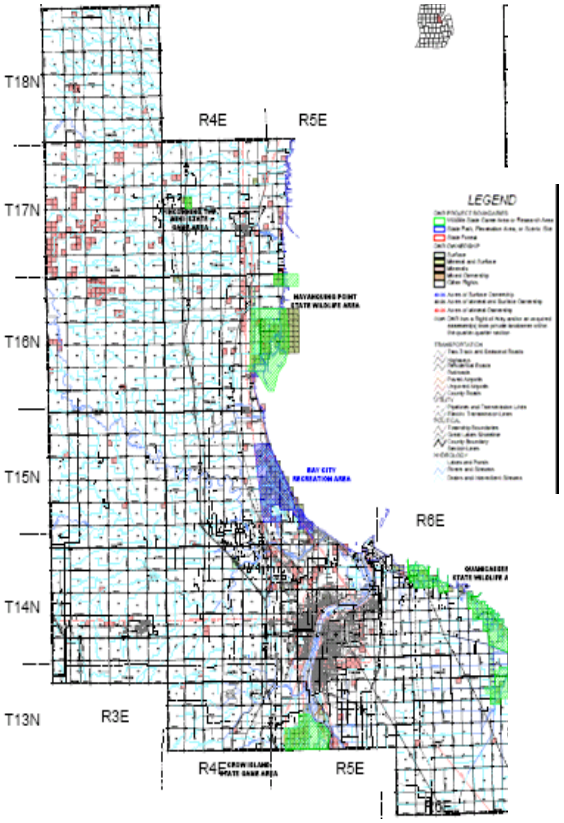


A.5 RELATIONSHIP OF BAY CITY SRA TO OTHER PARK RESOURCES

Federal

The Shiawassee National Wildlife Refuge is located approximately 15 miles from Bay City SRA. It covers over 9,400 acres. It attracts a variety of wildlife, migratory fowl, and birds. There are 12 miles of trails that can be used for mountain biking, hiking, and cross-country skiing. There are also opportunities to hunt, fish, and boat. There are many opportunities for wildlife observation, photography, and environmental education via observation towers, spotting scopes, and interpretive signs.

Map of DNR Landholdings in the County



State

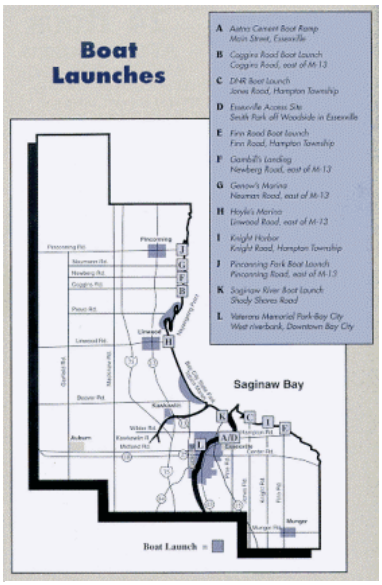
The state of Michigan's DNR Wildlife Division administers four State Game/Wildlife Areas (in Green) in Bay County:

- Crow Island State Game Area
- Pinconning Twp. Mini-State Game Area
- Nayanquing Point State Wildlife Area
- Quanicassee State Wildlife Area.

The State of Michigan DNR also operates three boating access sites (BAS):

- Kawkawlin River
- Coggins Road
- Saginaw River Mouth

Additional municipal and county boat access sites are provided in the area as noted on the map at right.



Map provided by Bay City CVB

Local Parks

- Pinconning Park is a county park located on Saginaw Bay that has 42 modern campsites and 6 log cabins for rent. It is open year round. The park attracts a variety of birds and migratory waterfowl. It attracts sportsmen who fish for perch, bass, pike, crappie, bluegill, and catfish, and who hunt ducks and geese.

- Finn Road Park & Campground is located approximately 12 miles SE of Bay City SRA. It is

right on Saginaw bay as well and offers campsites with full hook-ups and a small boat launch.

- Linwood Beach Marina & Campground is privately owned and is located approximately 8 miles north of the Recreation Area. This facility has 106 campsites with full hook ups, beach access, boat launch, boat rentals, party store and other amenities.

- Railtrail/Riverwalk is a system of paved trails that connect many of Bay City's day use parks including Wenonah Park and Carroll Park. Wenonah has an amphitheater and is home to many special events. Carroll Park was designed by Frederick Law Olmstead, world renowned park designer, who also designed New York City's Central Park. Other day use parks along this linear park system include Bigelow Park and Veterans Memorial Park. These places provide the community with sports fields (baseball, softball, volleyball, soccer) and picnic areas. This Riverwalk does extend into Bay City State Recreation Area.

The City of Bay City drafted a new parks and recreation plan in 2005[4]. Saginaw Bay Greenway Network is working to provide a network of trails, known as *greenways*, for the Bay City-Saginaw-Midland area. Two of the five regional hubs for these greenways are on state managed lands—Bay City SRA and Tobico Marsh.

[4] City of Bay City. 2005. *City of Bay City Parks & Recreation Plan, 2005-2009*. http://baycitymi.org/2002design/PDF%20Files/2005-2009%20Park%20and%20Recreation%20Plan.pdf

Table 5: Summary of Regional Recreational Resources

Sources: Bay County, State of Michigan

Recreational Resource	County	Municipality	Features																
			Picnic Area	Hiking	Hunting/ Trapping	Biking	Play-ground	Equestrian	Swimming	Boat Launch	Snow Mobiling	XC Skiing	Concession/ Vending	Camping	Drinking Water	Rest Rooms	Showers	Sport Field/Ct	Fishing
Federal Resources																			
Shiawassee National Wildlife Refuge	Saginaw	Saginaw		X	X	X				X		X							X
State Resources																			
Crow Island State Game Area	Bay & Saginaw				X														
Nayanquing Point State Wildlife Area	Bay	Pinconning			X														
Pinconning Twp. Mini-State Game Area	Bay	Pinconning			X														
Quanicassee State Wildlife Area	Bay & Tuscola				X					X									
County Resources																			
Bay County Community Center	Bay	Bay City							X							X		X	
Bay County Fairgrounds	Bay	Bay City	X	X		X	X	X						X	X	X			
Civic Arena	Bay	Bay City		X		X										X		X	
Euclid Linear Park	Bay			X		X													
Pinconning Park	Bay	Pinconning	X	X	X	X	X			X				X	X	X	X	X	X
Municipal Resources																			
Bigelow Park	Bay	Bay City	X				X												
Carroll Park	Bay	Bay City	X				X											X	
DeFoe Park	Bay	Bay City																X	
Finn Road Park & Campground	Bay									X				X					
Golson Boat Launch & Nature Area	Bay	Bay City	X	X						X									
Railtrail/Riverwalk	Bay	Bay City		X		X													
Veterans Memorial	Bay	Bay City																X	
Wenonah Park	Bay	Bay City																	
Privately Owned Resources																			
Linwood Beach Marina & Campground	Bay	Linwood							X	X				X					

A.6 CURRENT LAND USE

Bay City SRA is a multi-use park with multiple recreational opportunities. There is a day-use area along the beach, which includes opportunities for picnicking swimming and a lagoon for fishing. The day-use area also contains a very large playscape for children and three picnic shelters. Other picnic areas are spread throughout the day use area. There are three restrooms buildings in the day use as well as vault toilets. There is a modern campground with 193 sites. The Tobico Marsh, which makes up the majority of the RA, offers a large coastal marshland with plentiful wildlife-viewing opportunities. Hunting and trapping are permitted in the outlying areas of the park, but not within the Tobico Marsh. There are nature trails on either side of the marsh and another near the visitor's center. Outlying land is largely agricultural and residential. Bay City, an urban center, lies approximately 4 miles to the south.

The Saginaw Bay Visitors Center located at the north end of the day use parking lot offers year round programs for students grades K-12. The center is open to the public and has many exhibits.

The former manager's residence building near the Headquarters has been constructed into a DNRE Operation Service Center. The new office houses employees from multiple divisions.

A.7 NATURAL RESOURCES

At Bay City SRA, Tobico Marsh contains the majority of the natural ecological communities. Therefore, this section refers primarily to the marsh, rather than the area formerly known as Bay City State Park, which consists mainly of the campground, day use, and beach areas.

- ECO-REGIONAL CONTEXT
  Bay City SRA falls within *Subsection VI.6 Saginaw Bay Lake Plain* eco-region[5]. This area consists primarily of flat glacial plain. The clay plain is broken by several extensive sand channels. One the state's largest pineries occurred here on the somewhat poorly to poorly drained sands and clays. Agricultural development has been intensive as a result of the lake-moderated climate and the rich loamy soils.

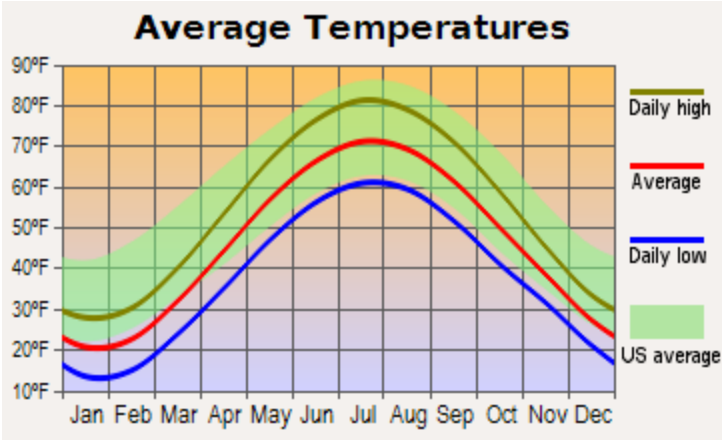
- WATER RESOURCES
  Bay City SRA has approximately 4,700 feet of shoreline along Lake Huron's Saginaw Bay. Approximately 1,200 feet of that shoreline is used as a swimming beach. Bay City SRA also contains the Tobico Marsh, the largest Great Lakes coastal marsh. This 1,848 acre marsh is an important breeding and nesting ground for migratory birds and waterfowl. The depth and size of the open water portion of the marsh has varied over the years. Presently, the open water area within the marsh varies from 2.5 to 5.5 feet deep and averages about 4 feet deep. Dense mats of floating cattails extend out from the shoreline over water 3-4 feet deep.

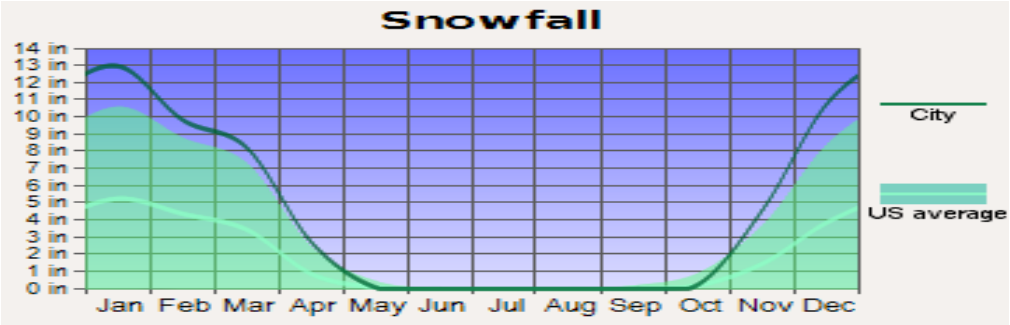
  The Tobico Marsh Hydrologic Study studied and determined the nature and extent of the historic changes within the marsh. It also provided management options for the future, including an appropriate water level in the marsh. Two significant alterations of the marsh affecting the water level of the marsh are a water level control weir, installed to keep water in the marsh during times of low water level in Saginaw Bay, and a flap gate at Euclid Road, installed to prevent flooding of local residential properties at times of high water levels. Additionally, agricultural drains have altered the Tobico Marsh watershed.

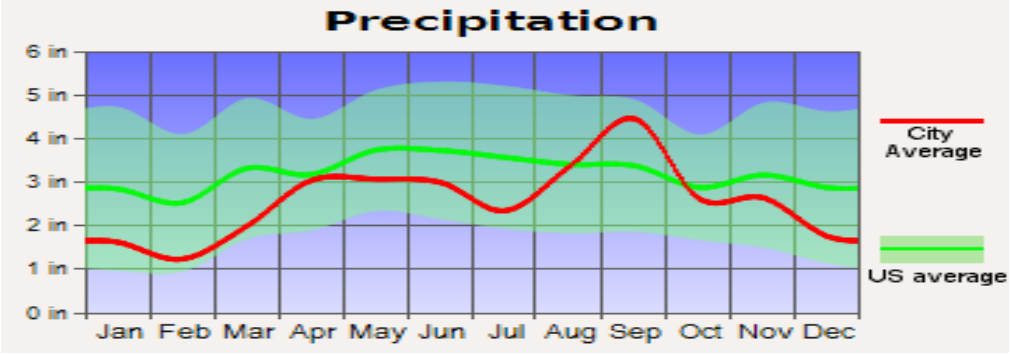
- CLIMATE
  The climate of Bay City and the surrounding area is affected by several conditions. Its latitude places it within the wind belt known as the *prevailing westerlies*. Winds are usually from the southwest or northwest. As a result, the area is also subject to high and low pressure systems that can produce storms and rapid weather changes. The city's proximity to the Great Lakes is another significant influence on its climate, bringing cooler temperatures in summer and warmer temperatures in the winter.

[5] Albert, Dennis A. 1994. Regional Landscape Ecosystems of Michigan, Minnesota, and Wisconsin: A Working Map and Classification http://www.npwrc.usgs.gov/resource/habitat/rlandscp/index.htm

Precipitation is well distributed throughout the four seasons. The mean annual rainfall in Bay County is estimated at 28.7 inches. The annual depth of snowfall is 39 inches (from Bay City Parks and Recreation Plan, 2005-2009). The growing season is 150 to 160 days.







Charts courtesy of (http://www.city-data.com/city/Bay-City-Michigan.html)

Regional Landscape Ecosystems of the Lower Peninsula of Michigan

Section VI.1 Washtenaw
- VI.1.1. Maumee Lake Plain
- VI.1.2. Ann Arbor Moraines
- VI.1.3. Jackson Interlobate

Section VI.2 Kalamazoo Interlobate
- VI.2.1. Battle Creek Outwash Plain
- VI.2.2. Cassopolis Ice-Contact Ridges

Section VI.3 Allegan
- VI.3.1. Berrien Springs
- VI.3.2. Southern Lake Michigan Lake Plain
- VI.3.3. Jamestown

Section VI.4 Ionia
- VI.4.1. Lansing
- VI.4.2. Greenville

Section VI.5 Huron
- VI.5.1. Sandusky Lake Plain
- VI.5.2. Lum Interlobate

Section VI.6 Saginaw Bay Lake Plain

Section VII.1 Arenac
- VII.1.1. Standish
- VII.1.2. Wiggins Lake

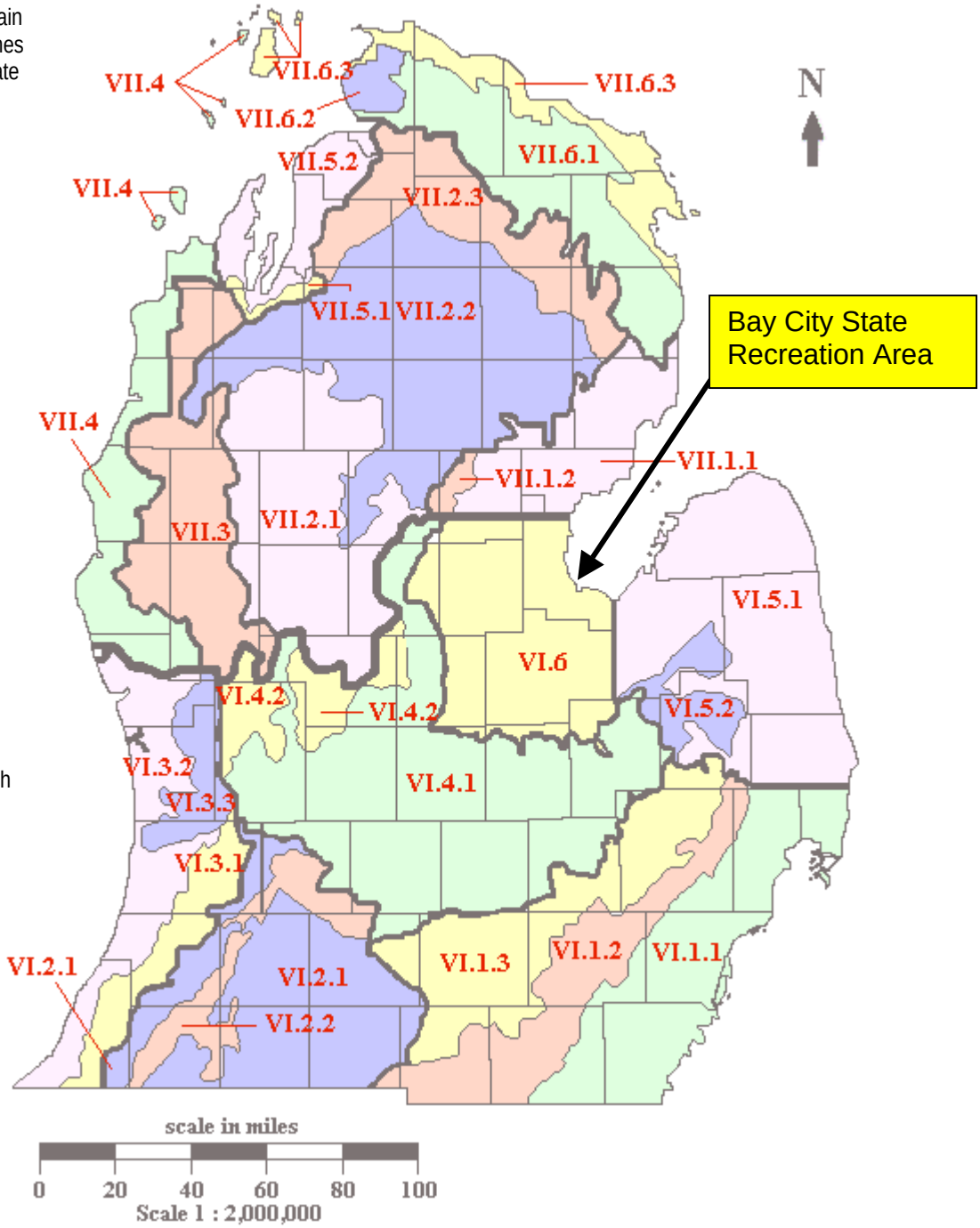
Section VII.2 High Plains
- VII.2.1. Cadillac
- VII.2.2. Grayling Outwash Plain
- VII.2.3. Vanderbilt Moraines

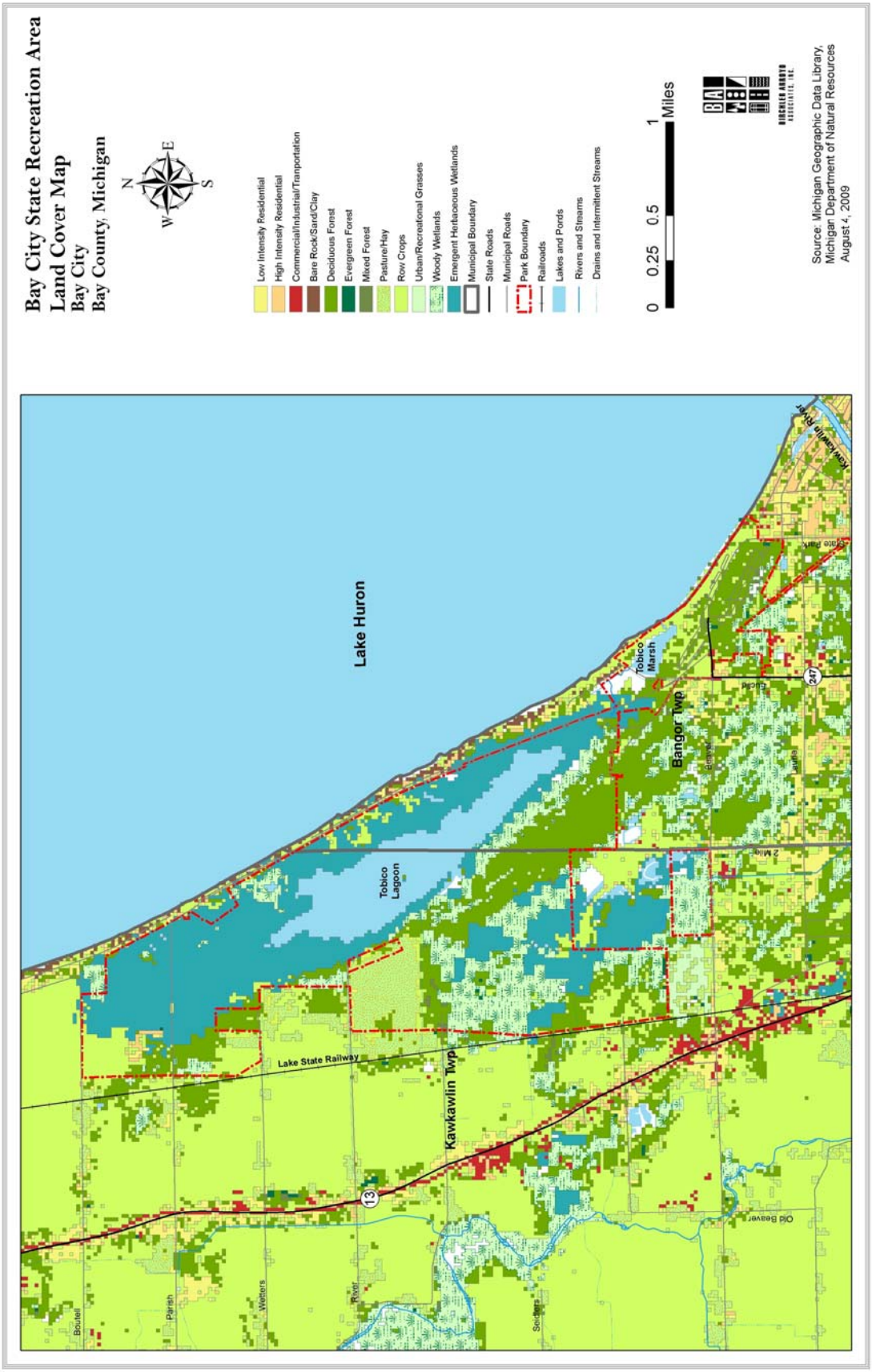
Section VII.3 Newaygo Outwash Plain

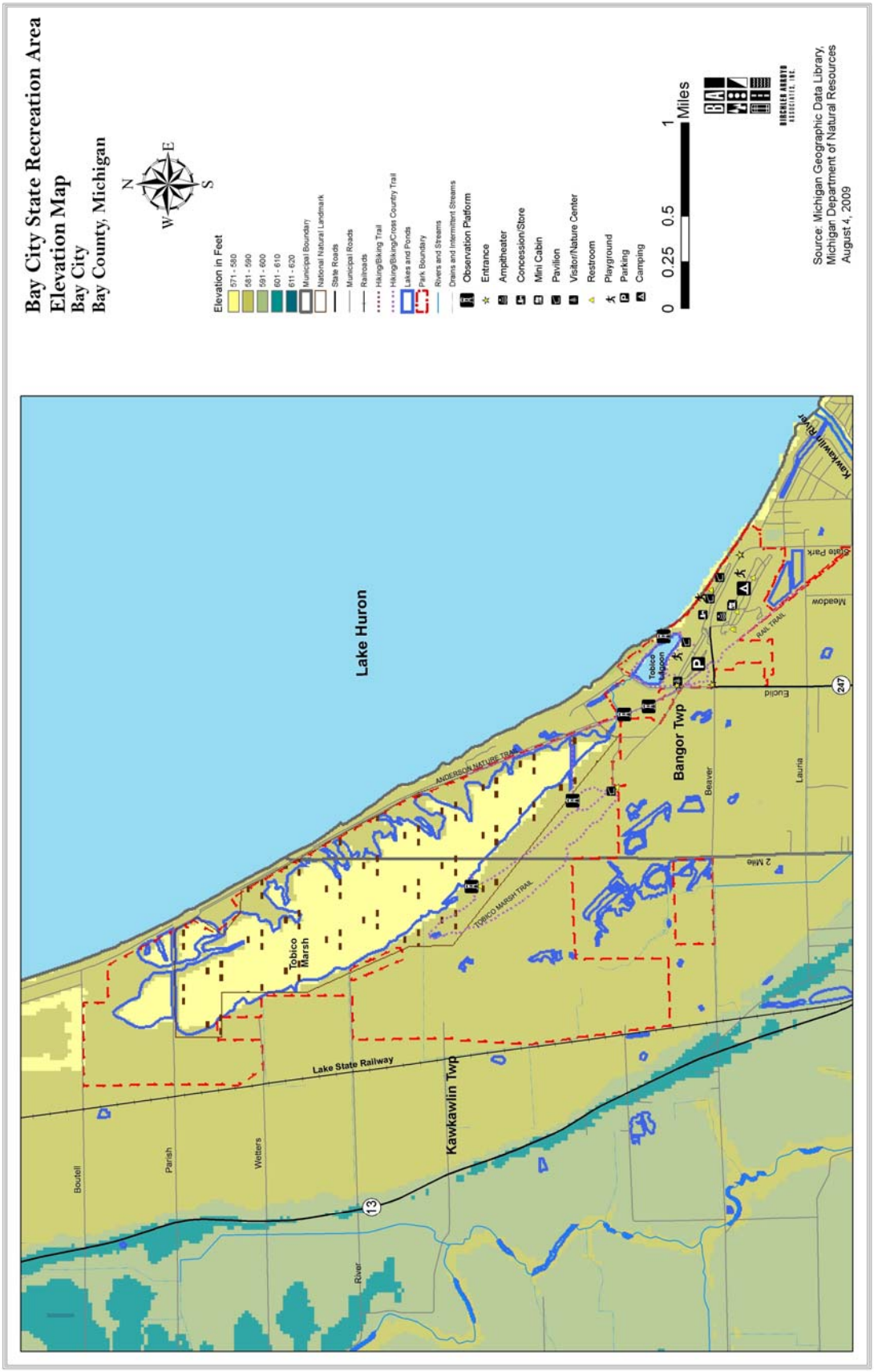
VII.4. Manistee

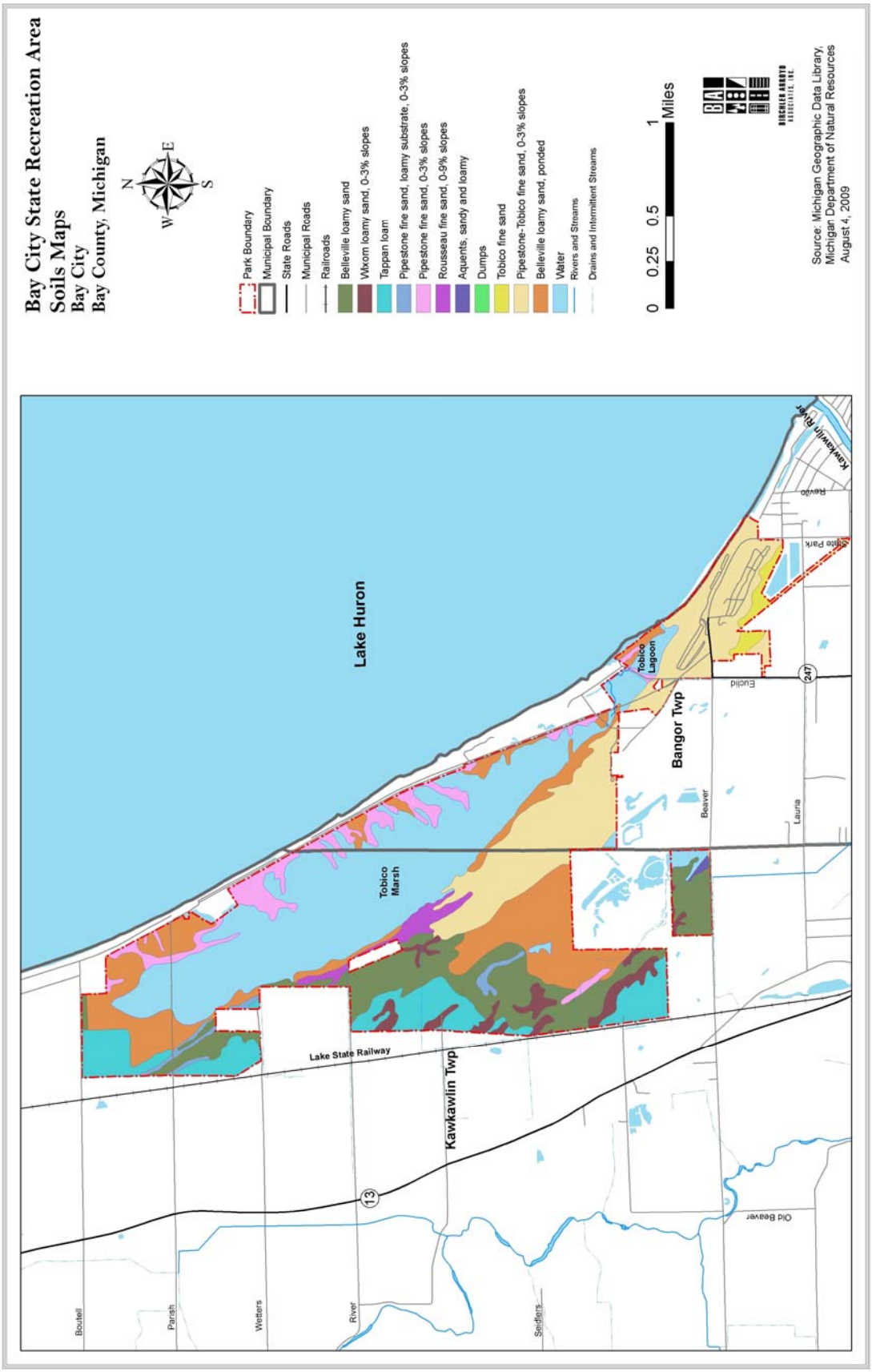
VII.5. Leelanau and Grand Traverse Peninsula
- VII.5.1. Williamsburg
- VII.5.2. Traverse City

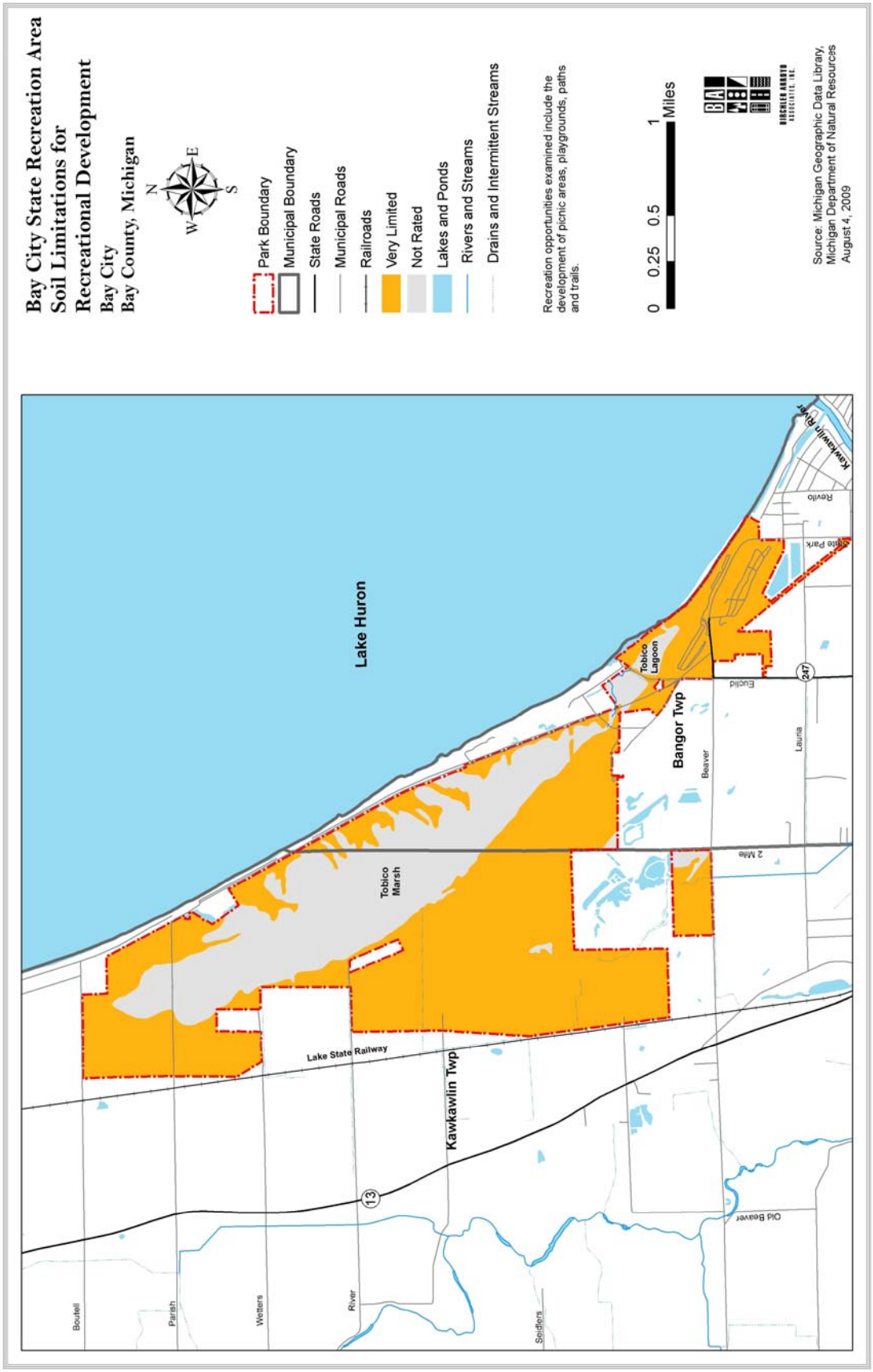
Section VII.6 Presque Isle
- VII.6.1. Onaway
- VII.6.2. Stutsmanville
- VII.6.3. Cheboygan

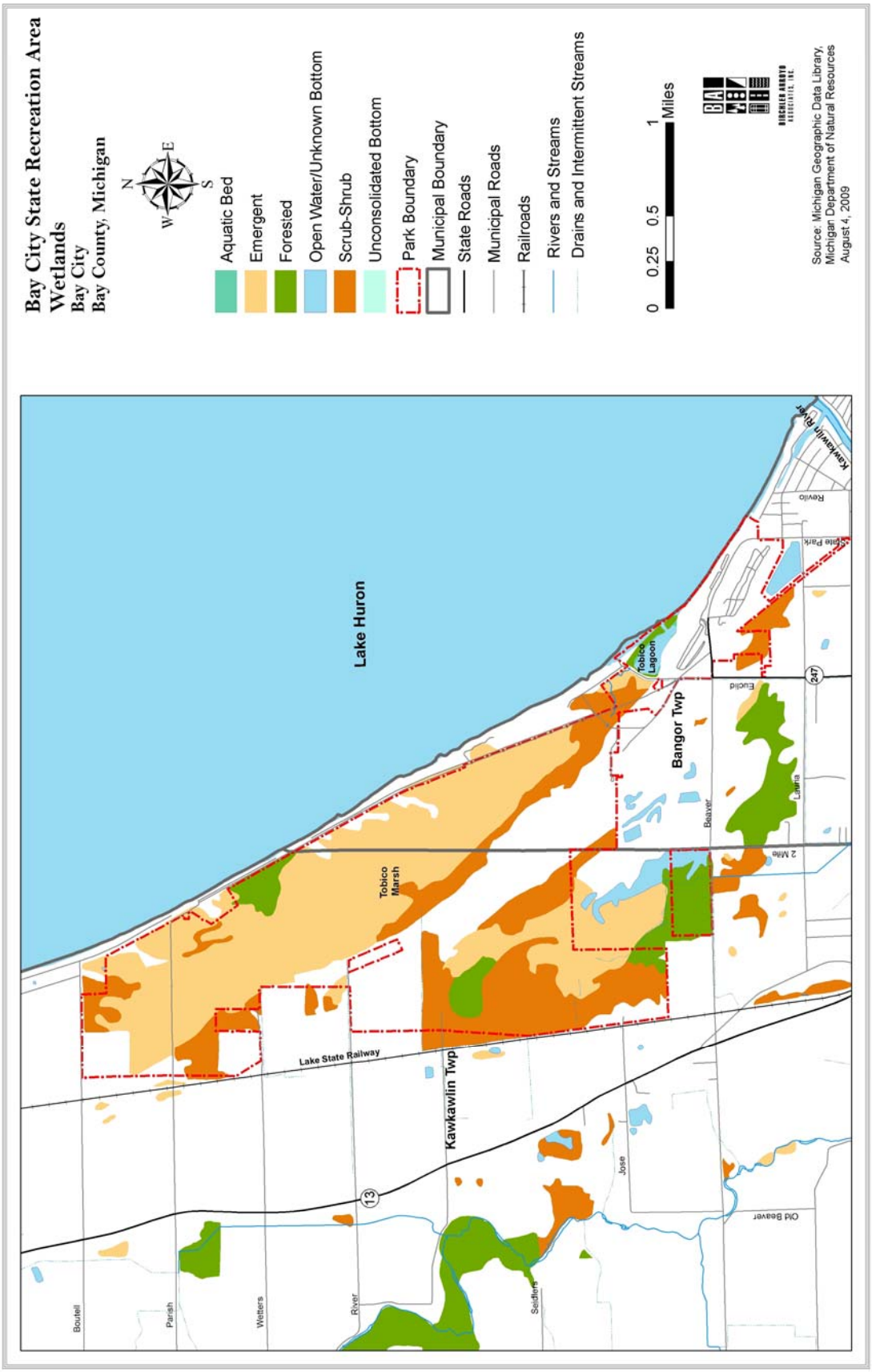


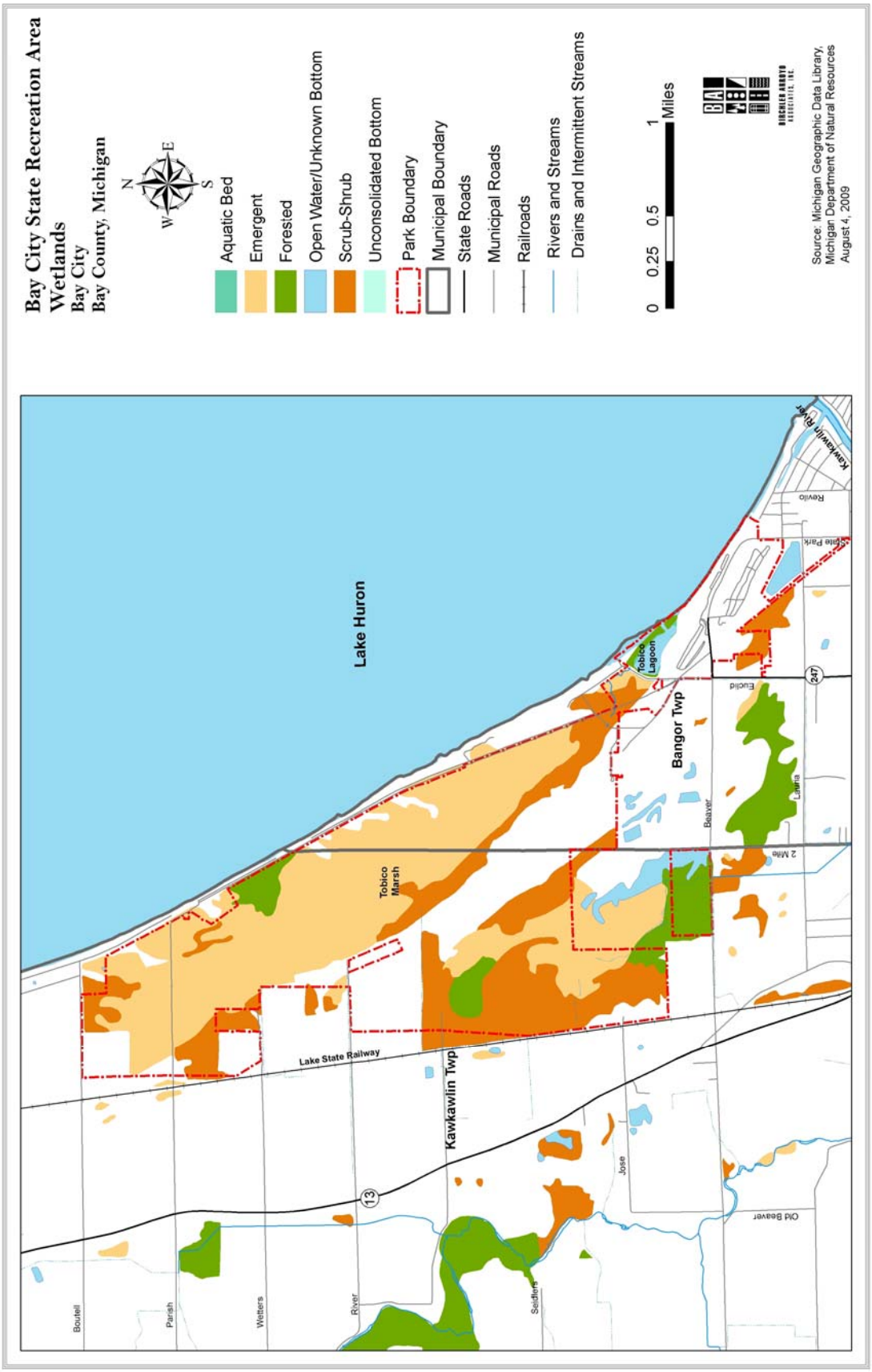

Bay City State Recreation Area
Land Cover Map
Bay City
Bay County, Michigan
N
E
S
W
Low Intensity Residential
High Intensity Residential
Commercial/Industrial/Tranportation
Bare Rock/Sand/Clay
Deciduous Forest
Evergreen Forest
Mixed Forest
Pasture/Hay
Row Crops
Urban/Recreational Grasses
Woody Wetlands
Emergent Herbaceous Wetlands
Municipal Boundary
State Roads
Municipal Roads
Park Boundary
Railroads
Lakes and Ponds
Rivers and Streams
Drains and Intermittent Streams
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library,
Michigan Department of Natural Resources
August 4, 2009
Lake Huron
Tobico Lagoon
Tobico Marsh
Bangor Twp
Kawkawlin Twp
Lake State Railway
Kawkawlin River
Old Beaver
Boutell
Parish
Wisters
Roxo
Seiders
2 Mile
Elm
Laurel
Elmore
13
247


Bay City State Recreation Area
Elevation Map
Bay City
Bay County, Michigan
N
E
S
W
Elevation in Feet
571 - 580
581 - 590
591 - 600
601 - 610
611 - 620
Municipal Boundary
National Natural Landmark
State Roads
Municipal Roads
Railroads
Hiking/Biking Trail
Hiking/Biking/Cross Country Trail
Lakes and Ponds
Park Boundary
Rivers and Streams
Drains and Intermittent Streams
Observation Platform
Entrance
Amphitheater
Concession/Store
Mini Cabin
Pavilion
Visitor/Nature Center
Restroom
Playground
Parking
Camping
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library,
Michigan Department of Natural Resources
August 4, 2009
Lake Huron
Tobico Marsh
Lake State Railway
Kawkawlin Twp
Bangor Twp
Tobico Lagoon
ANDERSON NATURE TRAIL
TOBICO MARSH TRAIL
RAIL TRAIL
Boutell
Parish
Wetters
River
Beaver
Euclid
Laurita
2 Mile
Meadow
State Park
Kawkawlin River
13
247


Bay City State Recreation Area
Soils Maps
Bay City
Bay County, Michigan
N
E
S
W
Park Boundary
Municipal Boundary
State Roads
Municipal Roads
Railroads
Belleville loamy sand
Wixom loamy sand, 0-3% slopes
Tappan loam
Pipestone fine sand, loamy substrate, 0-3% slopes
Pipestone fine sand, 0-3% slopes
Rousseau fine sand, 0-9% slopes
Aquents, sandy and loamy
Dumps
Tobico fine sand
Pipestone-Tobico fine sand, 0-3% slopes
Belleville loamy sand, ponded
Water
Rivers and Streams
Drains and Intermittent Streams
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources August 4, 2009
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Lake State Railway
Kawkawlin River
Boutell
Parish
Wetters
River
Seifers
Beaver
Euclid
Lauria
Old Beaver
Bayside
State Park
13
247


Bay City State Recreation Area
Soil Limitations for
Recreational Development
Bay City
Bay County, Michigan
N
E
S
W
Park Boundary
Municipal Boundary
State Roads
Municipal Roads
Railroads
Very Limited
Not Rated
Lakes and Ponds
Rivers and Streams
Drains and Intermittent Streams
Recreation opportunities examined include the development of picnic areas, playgrounds, paths and trails.
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources
August 4, 2009
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Lake State Railway
Kawkawlin River
Bouteil
Parish
Wetters
River
Sedlers
Old Beaver
Beaver
2 Mile
Euclid
Lauria
Revilo
State Park
13
247


Bay City State Recreation Area
Wetlands
Bay City
Bay County, Michigan
N
E
S
W
Aquatic Bed
Emergent
Forested
Open Water/Unknown Bottom
Scrub-Shrub
Unconsolidated Bottom
Park Boundary
Municipal Boundary
State Roads
Municipal Roads
Railroads
Rivers and Streams
Drains and Intermittent Streams
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources August 4, 2009
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Lake State Railway
Bouteil
Parish
Wetters
River
Seidens
Jose
Old Beaver
Beaver
Euclid
Laura
2 Mile
Revilo
Kawkawlin River
13
247


Bay City State Recreation Area
Wetlands
Bay City
Bay County, Michigan
N
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Aquatic Bed
Emergent
Forested
Open Water/Unknown Bottom
Scrub-Shrub
Unconsolidated Bottom
Park Boundary
Municipal Boundary
State Roads
Municipal Roads
Railroads
Rivers and Streams
Drains and Intermittent Streams
0 0.25 0.5 1 Miles
Source: Michigan Geographic Data Library, Michigan Department of Natural Resources August 4, 2009
Lake Huron
Tobico Marsh
Tobico Lagoon
Bangor Twp
Kawkawlin Twp
Lake State Railway
Bouteil
Parish
Wetters
River
Seidens
Jose
Old Beaver
Beaver
Euclid
Laura
2 Mile
Revilo
Kawkawlin River
13
247

- SOILS
  The soils in the Tobico watershed were originally wet and poorly drained with little slope. Predominate soil types are Tappan loam, Pipestone/Tobico fine sands, and Belleville loamy sand. The gentle slopes cause slow runoff and ponds to occur.

- FLORA
  Emergent and submergent wetland plants, including some wet prairie, shrub and forest species as well as the cattail marsh complex cover approximately 1,300 acres of the Tobico Marsh. The remaining 550 plus acres are primarily oak, oak-aspen-white pine forest. Mature oaks in the uplands within the refuge provide nesting cavities and mast for wildlife. Most aspen and pine are small.

- FAUNA
  Wetlands wildlife species are common here, particularly birds. Early autumn populations consist primarily of dabbling ducks, while diving ducks, mergansers, and Canada geese are more numerous late in the season. Diving ducks are abundant throughout the spring migration period.

  Many wetland dependent non-game birds species also use Tobico Marsh for breeding and resting. Yellow-headed blackbird, which is not a common nester in Michigan, used to nest here and continue to nest at the nearby Nayanquing Point Wildlife Area. Other wetland dependent non-game species that utilize the area include: American bittern, least bittern, northern harrier, and black tern. King rail have also been spotted in the area and may nest there.

  Many terrestrial bird species utilize the wooded upland portion of the area. Large numbers of warblers are seen in the area during migration, possibly because the natural oak forest is relatively isolated from other undisturbed stands along the lakeshore migration route. Some passerine bird species that require extensive forest are found there, including scarlet tanager, veery, yellow-throated vireo, ovenbird, woodthrush, red-eyed vireo, and American redstart.

  Mammals found at Tobico Marsh are typical for the central part of lower Michigan. Muskrat is the most common in the wetlands. Other species include white-tailed deer, raccoon, fox squirrel, eastern chipmunk, mink, river otter, meadow vole, cottontail rabbit, white-footed mouse, opossum, and beaver.

  The amphibians and reptiles found at Tobico Marsh include multiple varieties of turtles, snakes, salamanders, and frogs.

DNRE's *Status of the Fishery Resource Report 97-1, 1997*[6] discusses the history of the marsh, which was once a spawning area for northern pike and walleye. Fisheries biologists believe that the marsh has the potential to become a major spawning and nursery area for pike, if fish passage were provided from Saginaw Bay to the marsh. The 1997 fishery survey found nine species, including brown bullhead, black crappie, carp, and northern pike, yellow perch, largemouth bass, and sunfish. Additionally, yellow perch and largemouth bass are common. Carp and bowfin can also be found there.

- NATURAL FEATURES INVENTORY

  The Michigan Natural Features Inventory (MNFI) and the Department of Natural Resources and Environment (DNRE) categorize and list plant and animal communities that are endangered (E), threatened (T), and probably extirpated, or extinct, (X), according to the Endangered Species Act of the State of Michigan[7]. This list also includes species of special concern (SC), which are likely to become endangered if their population declines. Similarly, the U.S. Fish & Wildlife Service lists species that are endangered nationally. In Bay County, there are 35 species listed by the state and two that are federally listed, including the *orange or yellow fringed orchid*, which is listed threatened (LT) and the bald eagle, which is currently listed threatened, but has been proposed for delisting (PDL). These species have been identified by MNFI and DNRE scientists within Bay County or are believed to live within Bay County, given available habitat. These species may or may not actually occur within the Bay City SRA, but given the available habitat, it is likely that many do occur there.

  There are additional rare plant communities. These include wet and wet-mesic prairies, which were originally extensive, along with oak savannas. Prairies and savannas on the lake plain are called *lakeplain prairie* or *oak openings* because of the distinctive flora and fauna. The white pine and hemlock forests of the lake plain have been virtually eliminated. More information and management best practices can be found in Dennis Albert's *Between Land and Lake: Michigan's Great Lakes Coastal Wetlands*.[8]

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[6] Schrouder, Kathrin S. Status of the Fishery Resource Report 97-1, 1997. Tobico Marsh http://www.dnr.state.mi.us/PUBLICATIONS/PDFS/ifr/ifrlibra/Status/waterbody/97-1.htm

[7] see Section 36503 of 1994 PA 451, MCL 324.36503

[8] Albert, Dennis A. 2003. Between Land and Lake: Michigan's Great Lakes Coastal Wetlands

Michigan Natural Features in Bay County[9]

Scientific Name	Common Name	Federal Status	State Status
Accipiter gentilis	Northern Goshawk		SC
Ammodramus henslowii	Henslow's sparrow		E
Asclepias hirtella	Tall Green Milkweed		T
Astragalus neglectus	Cooper's Milk-vetch		SC
Beckmannia syzigachne	Slough Grass		T
Botaurus lentiginosus	American Bittern		SC
Cacalia plantaginea	Prairie Indian-plantain		SC
Carex lupuliformis	False Hop Sedge		T
Chlidonias niger	Black Tern		SC
Circus cyaneus	Northern Harrier		SC
Cistothorus palustris	Marsh Wren		SC
Emys blandingii	Blanding's Turtle		SC
Erynnis persius persius	Persius Duskywing		T
Galearis spectabilis	Showy Orchis		T
Gallinula chloropus	Common Moorhen		T
Great Blue Heron Rookery	Great Blue Heron Rookery		
Great lakes marsh			
Haliaeetus leucocephalus	Bald Eagle		SC
Incisalia irus	Frosted Elfin		T
Ixobrychus exilis	Least Bittern		T
Lakeplain oak openings			
Lakeplain wet prairie	Alkaline Wet Prairie, Midwest Type		
Lakeplain wet-mesic prairie	Alkaline Tallgrass Prairie, Midwest Type		
Nycticorax nycticorax	Black-crowned Night-heron		SC
Platanthera ciliaris	Orange or Yellow Fringed Orchid		E
Platanthera leucophaea	Prairie Fringed Orchid	LT	E
Rallus elegans	King Rail		E
Sander canadensis	Sauger		T
Scirpus clintonii	Clinton's Bulrush		SC
Silene virginica	Fire Pink		E
Southern swamp			
Sterna caspia	Caspian Tern		T
Sterna forsteri	Forster's Tern		T
Sterna hirundo	Common Tern		T
Xanthocephalus xanthocephalus	Yellow-headed Blackbird		SC

State Protection Status Code Definitions
E - Endangered
T – Threatened
SC - Special concern

Federal Protection Status Code Definitions
LT - Listed threatened

[9] current as of 4/20/2010 according to the Michigan Natural Features Inventory website http://web4.msue.msu.edu/mnfi

A.8 HISTORIC/CULTURAL RESOURCES

- PHYSICAL ENVIRONMENT
  Although there are no known Native American village sites, burial ground, or other permanent population indicators at Tobico Marsh, there is evidence of a Native American presence in the area. Field investigations indicated extensive habitation over a period of several years, especially in the forested beach ridges. Researchers found evidence of deer hunting in sites where acorns are found. In one area, campsites stretch for over 600 meters along an old beach ridge.

- CULTURAL ENVIRONMENT
  Before European settlement, Native American settlements were common along the shorelines of the Great Lakes. Oak savannas were probably maintained on beach ridges near the shoreline of Saginaw Bay with fire. Following the growth of the timber industry between 1830 and 1870, drainage began for agricultural use of the fertile clay plain, adjacent to Tobico Marsh. The majority of Bay City SRA remained preserved in private ownership as the Tobico Hunt Club, until 1955 when it was purchased by the state.

- ARCHAEOLGICAL RESOURCES
  There are artifacts from Pre-historic, Historic, Woodland, and the Late Woodland periods at Bay City SRA. There is evidence of cemeteries, cultural materials scatter, and lithic scatter.

A.9 EDUCATION AND INTERPRETATION

- Saginaw Bay Visitor's Center

  The visitor center's role is to introduce visitors to the park's special features and to acquaint them with the unique coastal wetland within the park. It features an exhibit hall, a field observation room, and auditorium. There are also interpretive programs in the summer and special events throughout the year, including trail hikes, birding adventures, fishing and hunting clinics, and touring cultural and natural resource artists.

- Interpretive Programs and Displays

  - The **Chickadee Nature Trail** is a short, half-mile paved accessible trail that threads its way through a remnant oak-savannah prairie. Colorful trailside displays contain recorded messages that help visitors explore this fragile habitat where birds, butterflies and blossoms abound. The trail was made possible by the Bay City Garden Club

  - The **Andersen Trail** takes visitors through the marsh. The first two miles of paved, barrier-free trail meander through this wildlife haven where the telltale signs of waterfowl, herons, turtles, otters, marsh wrens and beavers are readily visible. The trail then connects to an unpaved four-mile loop that winds through a wooded wetland and features two 60-foot observation towers.

  - The **Lagoon Nature Trail** explores wooded wetlands, forested beaches and open shoreline habitat. This one-mile, hard-surfaced trail circles the lagoon and meanders along the shores of the bay. The first section, which is universally accessible, leads to a shoreline boardwalk that offers several panoramic views of the bay. The trail also features shoreline spotting scopes, and accessible picnicking sites and fishing pier
    (http://www.michigan.gov/dnr/0,1607,7-153-10365_10887-31276--,00.html)

- Volunteer Programs

  Many volunteer programs exist in the Saginaw Bay Visitors Center. Potential Eagle Scouts work in the Recreation Area. The Campground Host Program is active in the RA. There is also an active "Friends of Bay City Recreation Area" group. Volunteers have been used to clear invasive species from the beach and to organize and construct the playscape in the day use area.

A.10 RECREATIONAL RESOURCES

DEVELOPED OPPORTUNITIES

As a state recreation area, Bay City SRA offers diverse recreational opportunities to nearby urban populations, as well as visitors from around the state including,

- Camping—there are a total of 193 sites available all year, including 2 mini-cabins. There is also an organizational camping area for large groups.

- Hunting and trapping—there is hunting and trapping allowed by special permit along the outskirts on Tobico Marsh, including deer, waterfowl, small game, beaver, and muskrat.

- Fishing—there is fishing available in the Tobico Lagoon, which provides pike, carp, bass, and pan fish. There is an accessible fishing pier making shore fishing available. Ice fishing is also possible when Saginaw Bay freezes.

- Day-use area—there is a large day use area that includes a three acre playground with a variety of play equipment. Three picnic shelters and three restroom buildings are in this area as well as other accessible picnic areas. There are also vault toilets in the day use for cold season use.

- Beach activities—there is a 1,200-foot long beach where swimming, sunbathing, and picnicking are available.

- Wildlife viewing—there are many species of waterfowl and shore birds to watch year round, including Caspian terns and black-crowned night herons.

- Hiking—there are more than seven miles of trails throughout the wetlands and the park. This includes over three miles of paved accessible pathways, three observation towers, boardwalks, viewing platforms, and shoreline spotting scopes. Bicycles and rollerblades are also allowed on these paths.

- Biking—The three-mile Andersen Natural Trail follows a railway corridor and connects to the Bay City Trail System south of the park. Bicycles are allowed on established park roads and on designated trails.

- Cross-Country Skiing—There are six miles of ungroomed trails.

- Metal detecting—It is allowed in designated areas, but all items found must be reviewed by park staff and may be retained for further investigation.

A.11 AREAS OF CONFLICT

There are properties contiguous to Bay City SRA that affect the current operations and future development of the park, including:

- Leaching of industrial waste--former industrial waste disposal area that has resulted in significant leaching;

- Lack of parking for hunting access--a parking area and access point, mainly for hunting, to the RA off of Schmidt Road can only be accessed by crossing over private property. The owner posts “no trespassing” signs on the road claiming it is a private driveway. Therefore cutting off access.

- Overflowing storm sewers--during periods of heavy rain causing the swimming beach to be closed for two days in July 2005, due to e. coli;

- Irregular water level in Tobico Marsh--a lift gate controlled by the Bay County Drain Commissioner controls the water level of Tobico Marsh.

A.12 PARK USE STATISTICS AND ECONOMIC IMPACTS

PARK USE

Park use has fluctuated over the years, particularly on years that the beach has been unavailable due to algae blooms. Low numbers in 1994 are due to flooding and Clean Michigan Initiative projects, which closed the campground for six months. Camping makes up about 20% of visits to the park, while day-use accounts for about 80%.

The majority of visitors to Bay City SRA live within a few hours. In addition, a recent study by the Bay City Visitors Bureau demonstrates that over half of the visitors to the Bay City area are from nearby metropolitan areas, including Detroit, Flint, Saginaw, Bay City, Grand Rapids, Battle Creek, Kalamazoo, Traverse City, and Cadillac.

Top 10 Cities of Origin for Campers at Bay City SRA in 2008

City & State	Reservations	Number of Nights
Bay City	1,053	3,104
Saginaw	212	564
Essexville	136	430
Midland	113	307
Auburn	75	231
Kawkawlin	69	193
Freeland	53	154
Pinconning	49	142
Reese	49	142
Linwood	48	146
Total	**1,857**	**5,413**

**From October 1, 2007 through September 30, 2008—Central Reservation System Figures*

Camping clearly fluctuates with the seasons, peaking in June and July in the summer and during February and March in the spring.

Bay City SRA had $306,327 in gross revenue for camping in 2007-2008, attributable to the main campground (96%), mini-cabins (4%), and the organizational campground (less than 1%). In addition, the following facts describe camping at Bay City SRA:

- Camping revenue has fluctuated over the past five years ranging from $258,907 in 2002 to $174,402 in 2004 to $306,327 in 2008

- The average length of stay for campers is 2.2 nights, with the state average being 2.45

- The average amount paid per reservation is $76.51, less than the state average of $93.11

- The average number of people per reservation was 5.5, less than the state average of 4.7.

ECONOMIC IMPACT

Michigan State University (Dr. Dan Stynes) developed an economic analysis model known as "MGM2". This model is an update of the MGM model developed by Dr. Ken Hornback for the National Park System in 1995. The purpose of the updated MGM2 model is to estimate the impact of park visitor spending on the local economy. These economic impacts are reflected in terms of sales, income, employment, and value added.

This analysis tool, like others, relies on three primary factors in the common equation:

> Economic Impact of Tourism Spending = Number of Tourists (x) Average Spending per Visitor (x) Multiplier (to estimate extended effects of direct spending).

For our purposes of conducting a very basic review of impacts, we have utilized the *MGM2-Short Form* version of the program, which simplifies the extent of analysis required for input, and utilizes more generalized multipliers for spending outputs. For the non-economist, this provides an excellent tool for this desired baseline assessment of the economic impacts of our parks.

DIRECT ECONOMIC EFFECTS TO THE COMMUNITY

Economic impacts are split equally between day-use and camping at Bay City SRA. Some direct economic impacts include:

- $4.52 million in direct spending;
- $1.57 million in personal income;
- $2.39 million of value added (total income plus business taxes); and
- 119 jobs.

TOTAL ECONOMIC IMPACT TO THE COMMUNITY

Total economic impacts include direct effects as well as secondary effects of visitor spending in the local economy. Secondary effects, also known as *multiplier effects*, capture economic activity that results from the re-circulation of money spent by park visitors in the local community. Total economic impacts include:

- $6.52 million in direct spending (30% over direct spending);
- $2.29 million in personal income (31% over direct income);
- $3.63 million in value added (34% over direct value added); and
- 150 jobs (21% over direct job impacts).

Appendix B –Summary of Public Input

Public Participation

The Department of Natural Resources and Environment Recreation Division (DNRE-RD) emphasized that comments on the general management plans would be accepted at any time during the process. The formal public participation program included an extensive public participation component in the general management plan process. The participation initiatives are summarized below, and the results are presented in this Appendix.

- **December 10, 2009 Stakeholder Workshop**
  The purpose of the workshop was to obtain comments on the draft General Management Plans for Bay City State Recreation Area. With assistance from the Planning Team, approximately 117 people and organizations were identified as stakeholders. Invitations to the Stakeholder Workshops were sent by email and via post. Twelve people attended the two workshops. The attendee list is included in this Appendix.

  Stakeholders were invited to comment at the meeting. Stakeholders could also comment by completing a survey. The surveys were provided at the workshops to complete in person or submit by mail.

- **March 16, 2010** A public input open house was held to allow the public the opportunity to express their comments about the park. The above noted people were again contacted regarding the public input workshops by mail and email. Stakeholders and others were encouraged to share this information with interested members of the general public. Approximately 20 people attended.

There were two opportunities to provide comments:

1) Comment at the workshop
2) A hard-copy survey available at the workshop - for completion on site or submitted via mail

December 10, 2009 stakeholder meeting:

Planning Team members in attendance (Division or Firm):

Paul Curtis (RD Management Plan Administrator), Jake Figley (FMD), Carl Lindell (RD District Supervisor) Kristin Bennett (RD District Planner), Mike Evanoff (Bay City SRA Park Manager) Ray Fahlsing (RD Stewardship), Valerie Blaschka (Park Interpreter, Saginaw Bay Vistor Center), Jim Baker (Fisheries Division District Supervisor), and David Birchler (Birchler Arroyo Associates, Inc.)

Stakeholders in attendance (Group Represented):
Jackie Larner (Friends of Bay City SRA and neighbor)
Edward Larner (Friends of Bay City SRA and neighbor)
Barb Neymeiyer (Tobico Beach Homeowner)
Cheri Allen (Friends of Bay City SRA)
Denny Brooks (Midland Audubon)
Chuck Kusick (Bay City)
Dorothy Dean (Friends of Bay City SRA)
Butch Walbel (Friends of Bay City SRA)
Elaine Livingston (Saginaw Valley Audubon)
Jeanne Henderson (Saginaw Valley Audubon)
Al Eachlan (Friends of Bay City SRA)
C. Patrick Sellenraad, ASLA (Designscapes, Inc.)

Summary of Stakeholder survey responses (December 10 meeting):

- **Statements of Purpose**
  - General agreement with the statement of purpose by respondents
  - It is a privilege to use the park and those who abuse it will be penalized
  - Offer diverse recreational opportunities, but nothing that disturbs nature or diminishes the visitor experience.

- **Statements of Significance**
  - Reduce phosphorus loads to restore the quality of the water resources
  - The serene atmosphere draws people interested in nature as well as bird watchers
  - It is important that the park offers a wilderness experience in an urban area

- **What natural resources are important?**
  - Clean water, wildlife, vegetation and forests
  - Bird-watching and environmental education
  - Clean beach, lagoon and Tobico Marsh
  - Plant new trees every year to replace some that have died; use native plant species only

- **What cultural resources are important?**
  - Important not to overdevelop the natural resource of this park
  - Hunting and fishing heritage of Tobico and Saginaw Bay
  - Educational classes for children
  - Native American heritage, Tobico Hunt Club
  - Keep the boardwalks, decks and make a new tower
  - Recreation – play on beach, explore on trails

- **What are the education and interpretation opportunities?**

- Education programs run for schools
- Fishing, geological formations, habitat diversity
- Lake plain prairie and oak savannah, waterfowl and shorebird interpretation in the marsh, lagoon and along beach areas.
- Educational studies of flora and fauna

- **What are the recreational opportunities?**
  - Fishing, beach, nature exploration
  - Walking, picnics, birding, bicycling
  - Running, nature photography, swimming
  - Snow shoeing

- **What should be the visitor experience?**
  - Enjoyable relaxing visit
  - Other play opportunities (spray park) when beach use is impaired
  - The majority of campers reside within 50 miles from the park
  - Quiet, serene area, learning about nature
  - Escape from noise, loud music in the areas by visitor center, lagoon, trails into Tobico Marsh, open area of day-use by pavilions

- **User Conflicts/Issues**
  - Trying to offer too many things; spray park would conflict with trying to attract birds for nesting and using beach and is too expensive and hard to maintain
  - Designated areas for walking dogs so they don't disturb birds and other wildlife
  - People who want to turn the park into just a park for a few
  - Noise should be out for any kind of activity
  - The gradual destruction of Tobico Marsh by high recreational foot traffic; loss of open water on Tobico
  - Boats anchoring and partying nearby in Saginaw Bay; trash, noise and dogs on beach from boaters

- **Identity for Bay City State Recreation Area**
  - Not just the beach, but the nice trails and beauty of marsh; need to be advertised as part of the camping experiences
  - A nearby place to play, explore and discover
  - Saginaw Bay, fishing
  - Low impact recreation area
  - Great place to see native wildlife, especially waterfowl and shorebirds as well as lake freighters passing in Lake Huron; fishing

- **Other comments**
  - It's disappointing to see the damage done by some
  - Need more patrols; people sneak in down by the gate near Tobico entrance; maybe signs that suggest on camera would help
  - Current policies and economics are in conflict; ideas could be taken from Metroparks
  - Consider a small "cut-through" trail in the large loop trail in Tobico Marsh, so that you don't have to go 5 miles all the way around
  - Leave restrooms open during daylight hours for walkers, birders, etc. in the day-use area
  - Workshop format for this meeting would be more effective as a roundtable discussion; worksheets should be available at sign-in table

Summary of Public Input survey responses (March 16 meeting):

1. The Statements of Purpose currently include:
   - To be used as a park, pursuant to intentions of the park as created in 1922.
   - To Preserve and protect Bay City SRA's unique natural resources for current and future and current generations.
   - To provide diverse recreational opportunities to nearby urban populations.
   - To provide educational and interpretive opportunities for the public that reflect the DNR mission and the unique qualities of Bay City SRA.

   Do you agree with the above statements? Would you add anything to the above statements?
   - Yes (3)
   - No, Campfire not enough. Need clean beach with access to the bay to increase day use and draw. Fishing, boating access needed.
   - I do agree with the above statements
   - No. Yes.

2. Current statements of significance are summarized as:
   - Bay City State Recreation Area is a home for nesting / shore birds and is a staging location for migratory waterfowl.
   - The park offers unique natural resources: wooded dune & swale complex, significant wildflowers, an oak Savannah, and a lake plain prairie.
   - Bay City SRA plays an important role in the region for recreation, nature appreciation, education and the environment.
   - The local community feels a sense of ownership to Bay City SRA.
   - The Tobico March is a National Natural Landmark, hosts a variety of species, and serves a key role as "Nature's Water Filter".
   - The Visitor Center is a well-used resource for education / interpretation.
   - Year-round recreation opportunities are available at Bay City SRA.
   - The park area has a rich history of early human settlement.
   - A variety of natural resource, sporting and friends groups are active within the park.
   - Organic build-up dampens the potential for public use of the beach.

   Do you agree with the above statements? What else makes Bay City State Recreation Area significant to you?
   - Yes
   - Clean organics, Phragmites must be removed to show people the only public view of the bay.
   - Yes, I feel that this park needs more access for fisherman to use bay for ice fishing.
   - Yes, campground.
   - I do agree with the above statements.
   - The condition of the water is historic and people need to understand this – they need to be educated. The water was bad years ago. It got better, bad, better – it's natural progression.

3. What natural resources are important?
   - Tobico Marsh, Shoreline & dunes, Waterfowl migration, fishing
   - Fishing
   - Beach & view of bay. Not everyone has a park with waterfront.
   - Lagoon – needs to be dredged & fish stocked.
   - All natural resources are important – water plants – trees.
   - Soil, water, air, plants, animals and humans – economics.
   - Bird nesting, beaver dams, water and quality.

4. What cultural resources are important?
   - Any and all historical significance. We need to preserve our heritage.

- Keeping the area as natural as possible or improved by making small changes to what it was in the past.
- Native American past lifestyle – Tobico
- Saturday night concerts are wonderful.
- Swimming & Boating

5. What are the education and interpretation opportunities?
   - The visitor center offers a wide variety of educational hands-on education. The bird viewing room is priceless.
   - Keeping the information in the visitor center as up to date as possible.
   - Tree planting – wildlife programs.
   - The Saginaw Bay Visitor Center is very important to local schools for outdoor education.
   - A great museum.
   - Wetland education, shoreline and dune succession, forest succession, Oak Savannah, prairie, fishing, waterfowl.

6. What are the recreation opportunities?
   - Fishing, archery, walking, biking
   - Need access for small boats, snowmobiles, & ATV's for ice fishing.
   - Dogwalking, swimming, fishing, Cross country skiing, snowshoe, bird watching, bike riding and camping.
   - Endless! Walking, birding, education, fishing, natural history, (No Trapping – please especially during classes), X-country ski, boating, picnicking, relaxing, photographing, jogging.
   - Walking – fishing – education – program – mostly (wildlife) – camping.

7. What should be the visitor experience?
   - A beach with an actual view of the water.
   - Fishing, hiking, camping, access to bay for fisherman, Enjoy a safe outdoor experience.
   - What they want it to be, but good of course. It's a visitor friendly park now; not too many signs saying do this don't do that.
   - Relaxing time.
   - The V.C. trails – campground (camping).
   - Great environment to be in.

8. Are there any known use conflicts or issues?
   - The greater protection of the natural resources of the park & Tobico.
   - Cleaning up beach.
   - The beach – dogs with / without a leash, moving campsites on Friday-Weekends.
   - None that I can think of.
   - Places to sit near 2nd tower; more waste containers; lagoon needs work.
   - Too much red tape. Phragmites are invasive and need to be removed.

9. What should be the identity of Bay City State Recreation Area?
   - Our park needs to get back to being a water-utilized recreation.
   - Wood, water, trails, camping.
   - Highlight the fact that BCSRA is a "National Natural Landmark". Put that designation on signs, logo's etc.
   - The Towers- beach. Leave bathroom open for year-round campers.
   - A nice clean place to go to for recreation. A great place to visit for people from other areas of the state.
   - Nature next door.

Other Comments:
- Concern about manufacturing the Oak Savannah and prairie.
- Would like to see more fish cleaning stations – would like more fish in lagoon.
- The most popular concern I've heard is closing the beach because of E Coli.

- Somehow the budget seems to be screwed up a bit. Somebody needs to budget more $ for the employees so they can be here to do the programs for the school kids. Designate the floating dock area as a scenic overlay. Our towers need to be re-enforced BIG TIME. But we **must** keep them – the overview is priceless.
- Please do not make this park just for environments, & birders. Parks should be for all the people. Also, a boardwalk near the trees along beach for handicapped to access beach. Channel to help water flow to lagoon.

Appendix C –Planning Team Meeting Summaries

Meeting Summary
DEPARTMENT OF NATURAL RESOURCES & ENVIRONMENT
RECREATION DIVISION
Bay City State Park
General Management Plan - Phase 1
Planning Team Meeting 1
August 13, 2009
Saginaw Bay Visitors Center - Bay City State Park

1. **Introductions & Park Tour**

2. **Project Overview – General Management Planning**
   Paul Curtis, DNRE-RD Management Plan Administrator, began the meeting by providing an overview of the General Management Plan process. Jill Bahm of Birchler Arroyo Associates, Inc. shared a summary of Bay City State Recreation Area and invited comments.

3. **Exercise**
   Birchler Arroyo Associates led an exercise in which participants were asked to identify issues and solutions, as well as the significance and purpose of Bay City State Recreation Area.

4. **Summary: What was heard**
   - There is a demand for access to support ice fishing on Bay – limits for snowmobiles.
   - Wildflower poaching in spring (Asian restaurants – fiddleheads).
   - Some foot traffic damaging wildflowers.
   - Biggest issue – clean up the beach.
   - Phragmites is large operational problem/concern – Glossy buckthorn / Oriental bittersweet – also invasive problem.
   - Trespass issue (especially to north) ATV access and timber removal by riparian neighbors.
   - Trespass has created unauthorized trails.
   - Need to revisit Wildlife Refuge status. That designation may not be valid now, given the change in administration of the property (former Game Area) to Recreation Division.
   - Lake plain prairie on east side of marsh damaged by Whitetail Deer – more hunting would help control / limit damage.
   - Increasing development pressure / loss of surrounding agricultural use buffer.
   - Local trails are two-edged sword: better local access but increases intensity on some more sensitive sections.
   - Fisheries – winter access has been improved through acquisition of additional property at the south end of the park, which has helped increase park visitation.
   - Low water levels in recent years has hampered access for ice fisherman (ice cover good but edges thaw where bottom land is exposed).

- State Park Road – currently open to public but that somewhat hampers management. Closure not an option without a substitute route for local traffic. General opinion was that any effort to close this road would be strongly opposed.
- FMD – prescribed burns are a challenge as a result of difficulties with smoke management.
- Lupine, blueberry, & huckleberry have responded to burning (helps keep Glossy Buckthorn at bay).
- Closed landfill is nearly surrounded by park and has good deal of uncontrolled invasive species.
- Hunting is hampered somewhat by inadequate access.
- Area could support modest level of additional hunting.
- "Closed areas" in Wildlife Conservation Orders (closed to hunting & trapping) are currently used by school group visitors.
- Deer hunting would help control wildflower damage.
- Beaver Road at 2 Mile – neighbor complaints about hunters and alleged damage to homes. Area is open to hunting (conflict).
- Rifle vs. shotgun/muzzle loader conflict. BCSRA is right on line between the two zones.
- Requests for gun-sighting range – but flat topo is not safe for that activity.
- Minor law enforcement issues: gang graffiti and illegal marijuana plots.
- Campground floods in Spring (or anytime there is a heavy rain) – drains slowly, lowest point in County.
- Driving range & par 3 golf property would be good addition to park.
- To manage the Tobico's environment the SRA needs to control (own) the entire Tobico watershed. The park boundary should be expanded to take in the watershed, and the general recommendation was to expand the boundary west to M-13 and north toward Linwood.
- Significance – the point of pubic access to the Bay.
- Tobico Marsh has significant educational opportunity – large number of important plant/animal species in small physical area.
- Many points to walk and see wildlife (especially birds).
- Replacing the viewing towers would provide improved ability to enjoy the migratory birds.
- Grant funding for tower replacement might fare better with private, non-profit participation (Audubon Society).
- Significance –the association of the Park with Saginaw Bay is a significant opportunity.

5. **Planning Team Meeting Schedule** – the timeline for Phase 1 was distributed to the Planning Team.

6. **Identify Local Stakeholders & Develop Contact List** – the Planning Team is asked to consider groups or individuals that would be considered to have a key stake in the future planning and use of this park.

Meeting Summary

DEPARTMENT OF NATURAL RESOURCES AND ENVIRONMENT

RECREATION DIVISION

Bay City State Park
General Management Plan - Phase 1
Planning Team Meeting 1

Attendance:
Paul Curtis, DNRE-RD Project Manager
Glenn Palmgren, DNRE-RD Stewardship
Kristen Bennett, RD District Planner
Mike Evanoff, Park Manager
Valerie Blaschka, Park Interpreter
Jacob Figley, FMD Forest Fire Officer
Barry Sova, WD
Jill Bahm, Birchler Arroyo Associates, Inc., consultant

Meeting Summary:

1. Jill Bahm gave a brief review of the Background Analysis for Bay City SRA and asked for any additional information. Mike Evanoff gave Jill three studies to review.

2. Group Breakout: The attendees were split into two groups and discussed the following:
   - ❑ What is special about this park?
   - ❑ Preliminary Identification of Management Zones

   The draft management zone maps will be shared with the planning team and reviewed at the next planning meeting.

3. Group reports to Planning Team resulted in many points of significance, which Jill Bahm has revised into the following draft statements of significance:

Draft Statements of Significance

1. Bay City State Recreation Area is a destination for birding as it is home for nesting / shore birds in the marsh and is a staging location for migratory waterfowl – short-eared owls. Significant bird species include the Black & common tern, American Bittern, Least Bittern.

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 to 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 tides, wellness walks / runs, and the like are held within the park throughout the year.

5. The Tobico Marsh hosts a variety of species, including Spotted Turtles, Blandings turtles, 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.

7. Year-round recreation opportunities include camping, hiking trails, biking, wildlife viewing, fishing, ice fishing, and hunting. There is potential to expand ice fishing access, as it is one of the few public access points in the area.

8. The park area has a rich history, from its development in the 20th century to its use by indigenous people. Archeological digs were conducted within the park by the Civilian Conservation Corps, who discovered fire pits, the oldest known evidence of human settlement in the area.

9. A variety of groups are active within the park, including, Duck hunters / Walleye Fishing group and a "Friends" group

10. Organic build-up on beach of Bay City State Recreation Area is an ongoing management challenge.

Meeting Summary
DEPARTMENT OF NATURAL RESOURCES AND ENVIRONMENT

RECREATION DIVISION

Bay City State Recreation Area
General Management Plan - Phase 1
Planning Team Meeting 2
November 5, 2009

Attendance:
Paul Curtis, DNRE-RD Project Manager
Glenn Palmgren, DNRE-RD Stewardship
Kristen Bennett, RD District Planner
Carl Lindell, District Supervisor
Valerie Blaschka, Park Interpreter
Barry Sova, WD
Jill Bahm and David Birchler, Birchler Arroyo Associates, Inc., consultants

Meeting Summary:

1. The Team reviewed the Draft Statements of Significance.

   - The national significance of Tobico Marsh should be referenced. Valerie Blaschka offered to provide content for statement from educational program materials
   - Statement 5 need to echo that Tobico Marsh "is a unique resource that provides …"
   - Statement 7 should be reworded to note that BCSRA is one of the few public access points for ice fishing on the Bay.
   - Statement 8 archeological digs were conducted by University of Michigan
   - Statement 9 should be expanded to include wider variety of groups that support and are active in the RA.
   - Need a new statement that notes the original significance of BCSRA was the public beach – which could again become a significant element if the water quality issues are solved in the future.

2. The Team reviewed the Draft Management Zones produced by the two sub-groups at Team Meeting 1:

   - The recommended future boundary should extend north to Linwood and west to within 200'-300' feet of M-13 in order to include the majority of Tobico's watershed but exclude existing commercial development along the highway
   - Recent land purchases that are just outside the NRC boundary should be recommended for inclusion
   - GMP needs to differentiate between observation towers and platforms

- Important view directions from towers and platforms should be added to the map symbology
- Small area north of Tobico Lagoon should be recommended for future purchase, including additional beach front, as this is a turtle nesting area, among other resources
- The National Natural Landmark symbology on the map is difficult to read and requires adjustment
- The Cultural Overlay should be consistent with the approved NRC boundary, since the entire area shows evidence of these resources
- The east side Tobico Marsh Trail should be designated Natural Resource Recreation up to an including the drainage dikes at the north end.
- The text should carry a statement that boardwalk "finger" out into the marsh, consistent with preservation of the resource, should be considered to provide universal access to key resource viewing areas
- West loop of the Tobico Marsh Trail and the resource area on both sides should be designated Backcountry
- The Chickadee Prairie and Tobico Lagoon area can remain Natural Resource Recreation to maintain ability to provide universal access while also protecting the resource
- An Access Point symbol should be added at the far south end of the Anderson Trail at State park Road
- The entrance star symbol in the southeast corner of the SRA should be removed

3. The Team shared Stakeholder contact information and discussed several additions to a comprehensive list started by Valerie Blaschka. Once this list is completed, it will be shared with the team for final input before invitations are sent out.

4. The Team compared calendars and discussed the most appropriate meeting date for the Stakeholders Workshop – the best date being December 10th at the Recreation Area in the auditorium. Invitations will be sent out as soon as the Stakeholders list is finalized.