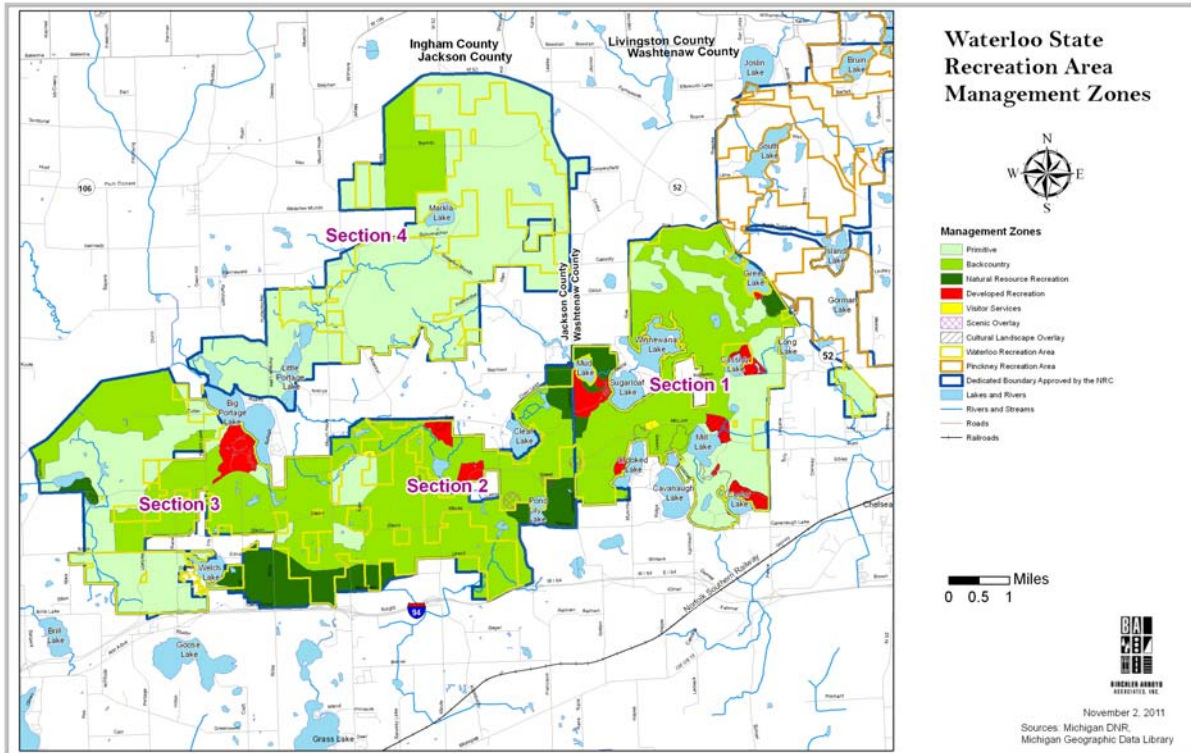


# General Management Plan

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

## Waterloo Recreation Area



The project was directed by Paul N. Curtis, Management Plan Administrator Michigan Department of Natural Resources, Parks & Recreation Division with assistance from Birchler Arroyo Associates, Inc.;



**PLAN APPROVALS:**

*Paul N. Curtis*  
 Chief, Parks & Recreation Division

*3/2/12*  
 Date

*Billy A. Smith*  
 Deputy Director, Natural Resources

*3/9/2012*  
 Date

*Paul N. Curtis*  
 Director, Department of Natural Resources

*3/19/12*  
 Date

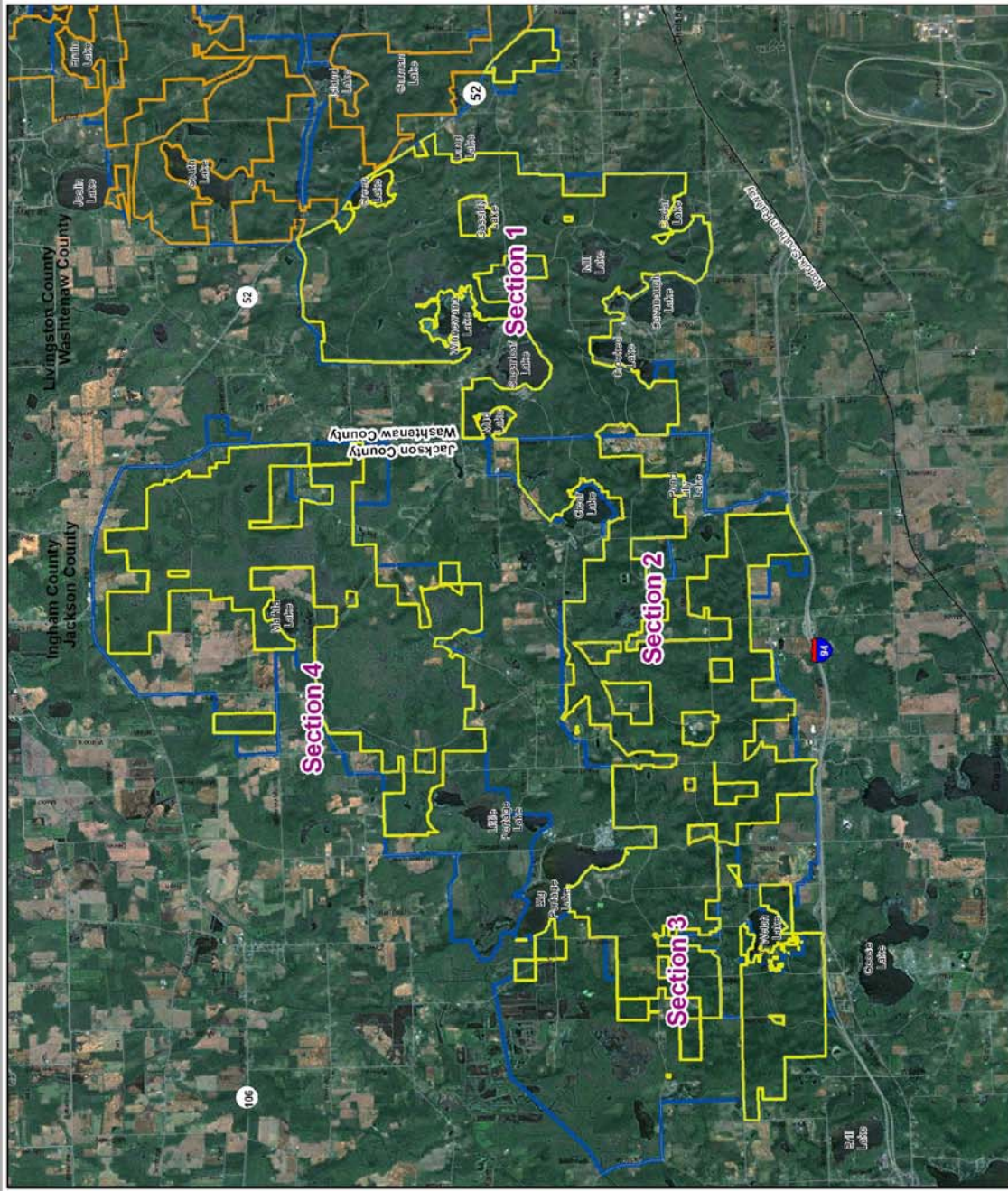
# Waterloo State Recreation Area Aerial



- Waterloo Recreation Area
- Pinckney Recreation Area
- Dedicated Boundary Approved by the NRC
- Roads
- Railroads



November 2, 2011  
 Sources: Michigan DNR,  
 Michigan Geographic Data Library



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# Executive Summary

Waterloo Recreation Area, with 20,125 acres, is located in both Jackson County and Washtenaw County, Michigan. The Department of Natural Resources (DNR) Parks & Recreation Division (PRD) oversaw the planning process. The endeavor represents a new planning philosophy of the PRD. "Management Planning," a comprehensive, resource-based process is the PRD's adaptation of National Park Service planning methodology. During Phase 1, the GMP focuses on the four principles of the PRD Mission Statement: to acquire, preserve, and protect; (1) natural resources, (2) cultural resource, (3) provide public recreation, and (4) provide education opportunities. The process includes a thorough inventory of Waterloo Recreation Area's natural and historic/cultural resources, recreational opportunities and education and interpretation opportunities.

With this base of knowledge and input of the Planning Team (made up of DNR staff, government officials, stakeholders and the public), the Core Values for Waterloo Recreation Area were developed. Waterloo Recreation Area was determined to be significant for the following reasons:

- The recreation area has an extensive, internal trail system with opportunities to provide external connections to the region via the Lakelands Trail.
- Waterloo Recreation Area features more rare animals and plants species, and more exemplary natural communities, than any other park in State system.
- Waterloo Recreation Area is co-managed by the Wildlife and Parks and Recreation Divisions; is the third largest property in the State park system; and is the largest in the Lower Peninsula.
- The recreation area has a rich cultural history including 4 eligible historic districts.
- The Eddy Discovery Center, located within the recreation area, offers a nature study area and interpretive activities. There is a large area around Discovery Center where hunting & snowmobiles are not allowed, maintaining quiet in Fall & Winter.
- A variety of camping opportunities are available at the recreation area, including rustic sites and modern campgrounds.
- Recreational opportunities include a disc golf course and extensive equestrian trails, as well as opportunities for fishing, boating, hunting, trapping, birding, and cross country skiing.
- The proximity of the Aggregate Industries operation offers the opportunity to add land to the recreation area as mining reclamation is completed.

- ❑ The size of Waterloo Recreation Area is significant in relation to the regional population center, and is enhanced by its proximity to Pinckney Recreation Area. The recreation areas offer an “up north” feel in southeast lower Michigan due to their combination of land mass and natural features.
- ❑ The recreation area is adjacent to the Audubon Society’s Haehnle Sanctuary, a popular viewing area of local habitat for sand hill cranes.
- ❑ The recreation area has several important volunteer programs, including the Michigan United Conservation Clubs, which operates the Cedar Lake group camp outdoor center under contract, and two active Friends groups, including the Waterloo Natural History Association and the Waterloo Horsemen’s Association.
- ❑ Due to its opportunities, several organizations use the recreation area and are located nearby, including the Waterloo Hunt Club, the Farm Museum (operated by the Historical Society) and private equestrian campgrounds adjacent to equestrian trails.
- ❑ There is an idle stable facility, which has the potential to provide additional opportunities for horseback riding within the recreation area.
- ❑ In addition to multiple boat launches for motor boats, there are several “quiet” opportunities for boating that feature gravel and hand-carry launches.
- ❑ There are designated Natural Beauty Roads within the Waterloo Recreation Area.

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

- ❑ Primitive Zone comprises 9,602 acres, or 47.7%, and will reflect a desired condition that emphasizes the natural resources. The allowance of recreational uses should depend on attaining and maintaining a high quality natural resource condition.
- ❑ Backcountry Zone comprises 8,773 acres, or 43.6%, and emphasizes resource quality over recreation, but allows for modification of landscape to allow for moderate levels of active recreation uses. Most of park’s extensive trail system is located in this zone.
- ❑ Natural Resource Recreation Zone comprises 795 acres, or 3.9% and permits active recreation with medium to high density of use conducted in natural areas. There is still an emphasis on resource quality over recreation, but in this zone, higher levels of use are allowed.
- ❑ Developed Recreation Zone comprises 924 acres, or 4.6%, 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 enhances as possible. The park’s modern campgrounds, day-use beaches, boat launch sites, and parking areas are found in this zone.
- ❑ Visitor Services Zone comprises 31 acres, or 0.15%, and encompasses those areas required for program administration and operations. This zone includes the office, contact

station, and maintenance facilities that support the business of running a state park. The current headquarters for the park will be in the Visitors Services Zone.

- ❑ Scenic Overlay Zone comprises 78 acres, or 0.39% and recognizes that there are aesthetic qualities to be preserved and protected in the park. While there are many such scenic areas, those identified during the planning process, and noted on the management zone plan, are at high points in the central portion of the park.
- ❑ Cultural Landscape Overlay Zone comprises 293.7 acres, or 1.5% and addresses the overall setting in which is found not only historic structures, but also non-structural evidence of the traditions, beliefs, practices, lifeways, arts, crafts and social institutions of any community.

Planning Team, stakeholder, and public input explored the concepts for trail connections between Pinckney and Waterloo Recreation Areas. Appropriate zones have been designated in general areas where such trails may be possible. Trail connections will be explored in more detail during Phase 2 of the General Management Plan.

# 1.0 Plan Process Overview

A General Management Plan (GMP) guides the management of resources, visitor use, and general development at Waterloo 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 natural and cultural resources.

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 Parks & Recreation Division (PRD), 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 goals (20-year).
- ◆ **Phase 2.** Long-range Action Goals Plan that identifies 10-year action strategies to attain the GMP (requires review of Phase 1)
- ◆ **Phase 3.** Five-Year Implementation 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 each 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 PRD 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 Parks & Recreation Division staff, stakeholders, and the public who use the park into a planning process that will define and clarify the unique “Purpose” and “Significance” of Waterloo 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, identified in the section that follows, met several times to review, develop, and comment on the plan elements. In addition, the DNR 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 Appendix 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 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.



## **DNR STAFF**

Paul N. Curtis	PRD	Park Management Plan Administrator
Paul Yauk	PRD	Lands Manager
Rob Corbett	PRD	Acquisitions and Exchanges Case Manager
Murdock Jemmerson	PRD	Rose Lake District Supervisor
Joe Strach	PRD	SW Michigan Region Planner
Ray Fahlsing	PRD	Stewardship Unit Manager
Lisa Gamero	PRD	Cultural Resource Analyst
Alicia Selden	PRD	Natural Resource Analyst
Chuck Dennison	PRD	Pinckney RA Manager
Barb McCarter	PRD	Pinckney RA Supervisor
Gary Jones	PRD	Waterloo RA Manager
Greg Byce	PRD	Waterloo RA Supervisor
Katie McGlashen	PRD	Interpreter Waterloo RA
Tim Payne	WD	Southeast Region Manager
Kristin Bissell	WD	Wildlife Biologist
Chad Fedewa	WD	Wildlife Technician
Jeff Braunscheidel	FD	Fisheries Biologist (Lk. Erie Watershed)
Scott Hanshue	FD	Fisheries Biologist (Lk. Michigan Watershed)
Tom Hoane	FMD	FMD – Geologist
Bruce Miller	FMD	Fire Officer
Jane Gordon	LED	Lieutenant
Jason Smith	LED	Conservation Officer
Damon Owens	LED	Conservation Officer (Jackson County)
John Spieles	M&O	Interpreter Manager
Kevin Frailey	M&O	Education Services Manager

## **Consultants**

David Birchler, Birchler Arroyo Associates, Inc.

Jill Bahm, Birchler Arroyo Associates, Inc.

Sheila Starks, Birchler Arroyo Associates, Inc.

## **1.3 Management Plan Planning Process**

Management Planning is a defined strategic process within the Parks & Recreation Division Strategic Plan (2009), reflecting the following Goals and Objectives:

- Goal 1, Objective 1.2: Strengthen, update, and implement Management Plans.
- Goal 3, Objective 3.1: Perform landscape level assessment of recreation opportunities in decision making.
- Goal 8, Objective 8.1: Continue to use the MSPAC (Michigan State Parks Advisory Committee), MSWC (Michigan State Waterways Commission), NRC (Natural Resources Commission), SWC (Statewide Council), and Ecoregion Teams and partners to advise in Parks & Recreation Division planning, policy development, and issue resolution.

## 2.0 Core Values

### 2.1 Mission Statements

Guidance for the General Management Plan stems from the Mission Statements of the Department and its Parks & 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 Waterloo Recreation Area, and subsequently reflected in any shorter range action plans:

#### **DNR Mission Statement**

The Michigan Department of Natural Resources is committed to the conservation, protection, management, use and enjoyment of the state's natural and cultural resources for current and future generations.

#### **PRD Mission Statement**

The Parks & Recreation Division's (PRD) 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 PRD 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 DNR policies. These statements reaffirm the reasons for which Waterloo Recreation Area was identified as part of the state park system.

1. To be used as a public park, pursuant to the intentions of the park first being created in the 1943 as it was acquired piece by piece by the State.
2. To preserve and protect Waterloo Recreation Area's unique natural resources for current and future generations.
3. To provide diverse recreational opportunities to nearby populations.
4. To provide educational and interpretive opportunities for the public that reflect the DNR mission and the unique qualities of Waterloo Recreation Area.

## 2.3 Statements of 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 Waterloo Recreation Area. Understanding the park's significance helps managers make decisions that preserve those resources and values necessary to accomplish the park's purpose.

- ❑ Waterloo Recreation Area features more rare animals and plants species, and more exemplary natural communities, than any other park in State system.
  - ◆ The Black spruce bog is a National Natural Landmark and State Natural Area.
  - ◆ The recreation area provides habitat for the Indiana bat, which is Federally endangered.
  - ◆ Doyle Lake features an exemplary aquatic community.
  - ◆ The recreation area also contains a Waterfowl Production Area (WPA).
- ❑ Waterloo Recreation Area is co-managed by the Wildlife and Parks and Recreation Divisions; is the third largest property in the State park system; and is the largest in the Lower Peninsula.
- ❑ The recreation area has a rich cultural history.
  - ◆ There are 70 cultural, historic, prehistoric and ethnological resource sites within its boundaries.
  - ◆ It was established as a National Recreation Demonstration area by the federal government in the 1930's.
  - ◆ There are 4 eligible historic districts, including: a prisoner of war camp (Camp Waterloo); Mill Lake, built by the Works Project Administration (WPA); Cedar Lake, built by the Civilian Conservation Corps (CCC); and Cassidy Lake, built during the New Deal by the National Youth Administration (NYA), a division of the WPA.
- ❑ The Eddy Discovery Center, located within the recreation area, offers a nature study area and interpretive activities. There is a large area around Discovery Center where hunting & snowmobiles are not allowed, maintaining quiet in Fall & Winter.
- ❑ A variety of camping opportunities are available at the recreation area, including rustic sites and modern campgrounds.
- ❑ Recreational opportunities include a disc golf course and extensive equestrian trails, as well as opportunities for fishing, boating, hunting, trapping, birding, and cross country skiing.
- ❑ The proximity of the Aggregate Industries operation offers the opportunity to add land to the recreation area as mining reclamation is completed.
- ❑ The size of Waterloo Recreation Area is significant in relation to the regional population center, and is enhanced by its proximity to Pinckney Recreation Area. The recreation areas offer an "up north" feel in southeast lower Michigan due to their combination of land mass and natural features. The two recreation areas offer the largest public area for recreational hunting in southeast lower Michigan.
- ❑ The recreation area is adjacent to the Audubon Society's Haehnle Sanctuary, a popular viewing area of local habitat for sand hill cranes.
- ❑ The recreation area has several important volunteer programs, including the Michigan United Conservation Clubs, which operates the Cedar Lake group camp outdoor center

under contract, and two active Friends groups, including the Waterloo Natural History Association and the Waterloo Horsemen's Association.

- Due to its opportunities, several organizations use the recreation area and are located nearby, including the Waterloo Hunt Club, the Farm Museum (operated by the Historical Society) and private equestrian campgrounds adjacent to equestrian trails.
- There is an idle stable facility, which has the potential to provide additional opportunities for horseback riding within the recreation area.
- In addition to multiple boat launches for motor boats, there are several "quiet" opportunities for boating that feature gravel and hand-carry launches.
- There are designated Natural Beauty Roads within the Waterloo Recreation Area.

## 2.4 Legal Mandates

For all park General Management Plans, all legal mandates will be identified and will serve to further guide the development of the General Management Plan and subsequent Action Plans. For our planning purposes, the term "Legal Mandates" refers to not only state law, but also the administrative tools of "Policy" and "Directive" of the Natural Resource Commission, the Department, and the Parks & Recreation Division. Examples include Wildlife Conservation Orders, Orders of the Director, and all other laws, commission orders, and rules or directives that apply to the park. Specific to Waterloo Recreation Area, several legal mandates have been identified, which are listed below.

### DNR Policy 26.04-04 - Use of State-Owned Lands Administered by the Michigan Department of Natural Resources (ISSUED: 02/01/2006)

- The policy mandates that NRC will manage state-owned lands in a manner that protects and enhances the public trust while providing for the use and enjoyment of those lands as outlined in the Natural Resources and Environmental Protection Act.

### National Pollutant Discharge Elimination System (NPDES) Permit, including Storm Water Runoff Discharge Authorization

- The purpose of this permit is to control the discharge of pollutants into surface waters of the state to protect the environment.
- The Water Division within the Michigan Department of Natural Resources has responsibility of processing NPDES permits.

### PA 35 of 2010, Part 741 ("Recreation Passport")

- This act amended the Michigan Motor Vehicle Code to provide for a State Park and State-operated public boating access site "Recreation Passport" that a Michigan resident may obtain by paying an additional fee when registering a motor vehicle.
- The Recreation Passport is required for entry into all PRD administered facilities and takes the place of the Motor Vehicle Permit (MVP).

### PA 368 OF 1978, ARTICLE 12 - ENVIRONMENTAL HEALTH, PART 125 – CAMPGROUNDS – Part 125 of the Public Health Code

- Established to protect and promote the public health by establishing health code requirements specifically addressing campgrounds.
- All public (including DNR) and private campgrounds must meet these regulations.

- Campground wastewater system must meet the construction permit, design, and operation requirements under Michigan's Public Health Code.

#### PA 451 of 1994, PART 22, CAMPGROUND WASTEWATER SYSTEMS

- Administered by the Water Division, Permit Section Groundwater Discharge Unit.
- These rules apply to all campground wastewater systems and regulate discharges to groundwater.

#### PA 451 of 1994, Part 303 - WETLANDS PROTECTION (formerly Act No. 203, P.A. 1979 Wetland Protection Act)

- Administered by the DNR and part of the Natural Resources and Environmental Protection Act, this legislation provides clarification and guidance on interpreting Part 303 by defining specific rules for the regulation of wetlands in Michigan.
- The law requires that persons planning to conduct certain activities in regulated wetlands apply for and receive a permit from the state before beginning the activity.

#### PA 451 OF 1994, PART 419 - HUNTING AREA CONTROL

- Administered by the DNR, this part of PA 451 establishes the powers of the Department to establish safety zones for hunting.

#### PA 451 OF 1994, PART 504 - STATE LAND USE RULES / LAND USE ORDERS OF THE DIRECTOR

- Administered by DNR Law Division.
- States that the department shall promulgate rules for the protection of the lands and property under its control against wrongful use or occupancy.

#### PA 451 OF 1994, PART 741 - STATE PARK SYSTEM - NATURAL RESOURCE AND ENVIRONMENTAL PROTECTION ACT

- Notable in this law is Section 324.74102, which identifies the duties of the DNR and reinforces those core values concerning preservation, protection and management cited above.

#### WILDLIFE CONSERVATION ORDERS

- Established by the Natural Resources Commission (NRC).
- Describes hunting and trapping regulations including methods of take, bag limits, license quotas, and season dates are established by the NRC and are described in the Wildlife Conservation Orders

## **2.5 Land Acquisitions & Funding Sources**

During the 1930's and early 1940's, the National Park Service (NPS) program developed the Recreation Demonstration Area program, which involved the establishment of 46 recreational demonstration areas within 24 U.S. states. To assist with the development of these parks, the NPS used labor from a variety of Great Depression federal relief programs, including the Civilian Conservation Corps and Works Progress Administration. The Federal Government spent over \$2,000,000 for improvements for the Waterloo Recreational Demonstration Area. In 1943, the state of Michigan leased the Waterloo Recreation Demonstration Area from the NPS under the conditions that it must remain a public park for recreation and conservation purposes.

Several funding sources were used for acquisition of land in Waterloo Recreation Area. An abbreviated version of these funding sources is listed below.

### Former National Park Service Land leased to the State of Michigan

Per Public Law 594, 77<sup>th</sup> Congress 2<sup>nd</sup> session, titled “An Act to Authorize the Disposition of Recreational Demonstration Projects,” the National Park Service leased land within the Waterloo Recreation Area to the Michigan DNR. The conditions of the lease agreement focus on the responsibilities of the DNR in protecting, maintaining, and operating the Recreation Area.

### Michigan Natural Resource Trust Fund (MNRTF)

The MNRTF has provided financial assistance to protect natural resources and open space, purchase lands for outdoor recreation, and acquire land for its environmental importance or scenic beauty. Development projects have a minimum grant amount of \$15,000 and a maximum of \$500,000. There is neither a minimum nor a maximum amount on land acquisition grants.

### Pittman-Robertson

In the late 1950's the state acquired over 260 acres of land in the north section of the Portage Marsh area (Reilly Property Purchase), using the Pittman-Robertson Fund. Because this funding source is specifically dedicated to game and habitat restoration, the Parks and Recreation Division (PRD) and Wildlife Division co-manage this property. These shared responsibilities are outlined in a memorandum of understanding between the Parks and Recreation Division and the Wildlife Division.

### Special Legislation

Public Act 27, 1944, appropriated \$5,000,000 for acquisition of land for recreation facilities. \$1,500,000 was dedicated to purchasing lands in southeastern Michigan.

Public Act 50, 1944, appropriated \$632,500 for the purposes of purchasing land, construction of state parks, and repairing/remodeling the State Capitol and office buildings. Of the \$632,500, \$450,000 went to the Department of Conservation.

### State Game Fund

Revenue from this fund is raised through a \$1.50 tax on deer hunting licenses.

### Other funding sources available for future land acquisition include:

- Dingell Johnson – modeled after the Pittman-Robertson Act, this program focuses on the management, conservation and restoration of fishery resources.
- Game and Fish Fund – provides revenues for the operation of the Fish, Wildlife, and Law Enforcement programs.

## 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 Waterloo Recreation Area. This established an identity for Waterloo Recreation Area as a place to be valued for its unique natural features, access to numerous lakes, multi-use recreational trails, and opportunity for natural resources education.

The Management Zone Plan, was developed in keeping with the recreation area'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 21,000-acre park was divided into the following zones:

- ❑ Primitive Zone comprises 9,602 acres (47.7%) 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. This zone preserves and protects the unique exemplary natural communities found in this park.
- ❑ Backcountry Zone comprises 8,773 acres (43.6%) and emphasizes resource quality over recreation, but allows for modification of the landscape to allow for moderate levels of active recreation uses. Much of Waterloo Recreation Area's extensive trail system is located in this management zone.
- ❑ Natural Resource Recreation Zone comprises 795 acres (3.9%) and permits active recreation with medium to high density of use conducted in natural areas. There is still an emphasis on resource quality over recreation, but in this zone, higher levels of use are allowed. More intensively used trail corridors will also be found in this zone.
- ❑ Developed Recreation Zone comprises 924 acres (4.6%) 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 campgrounds, boat launches, picnic areas, and day-use areas will be found within the Developed Recreation zone.

This is Phase I of the General Management Plan for Waterloo Recreation Area to determine 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.

- ❑ Visitor Services Zone comprises 31 acres (0.15%) and encompasses the developed areas required for program administration and operations. This zone will include the existing park headquarters, maintenance facilities and all related land required to conduct the business of running a state recreation area.
- ❑ Scenic Overlay Zone comprises 78 acres (0.39%)
- ❑ Cultural Landscape Overlay Zone comprises 293.7 acres (1.5%) and addresses the overall setting in which is found not only historic structures, but also non-structural evidence of the traditions, beliefs, practices, lifeways, arts, crafts and social institutions of any community.



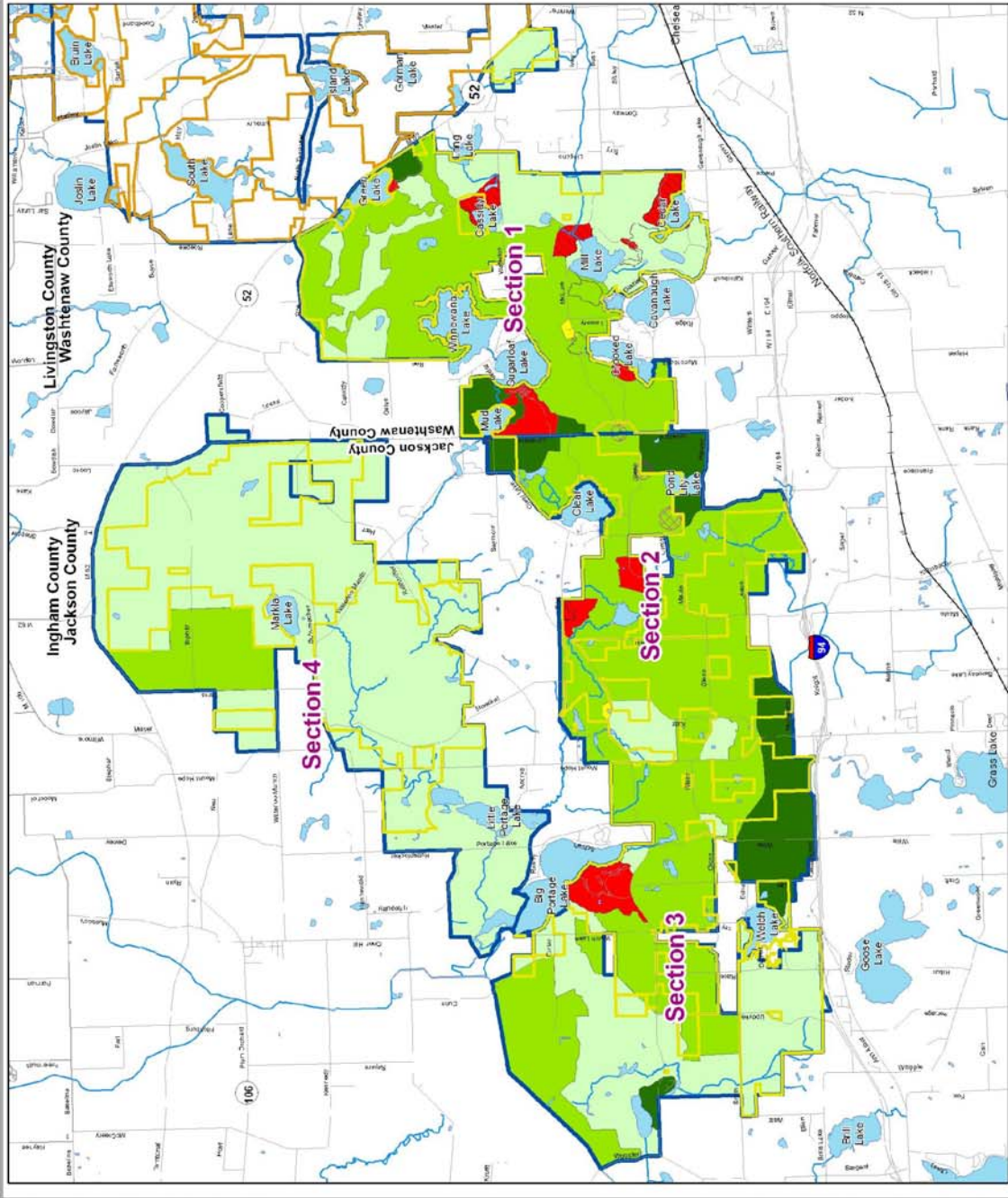
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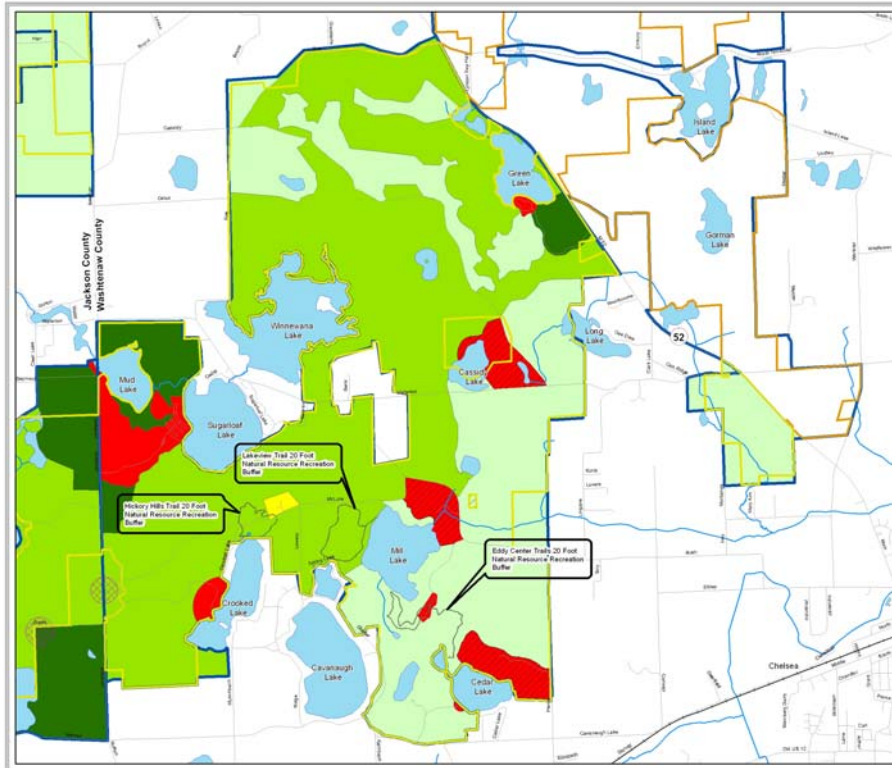


- Management Zones**
- Primitive
  - Backcountry
  - Natural Resource Recreation
  - Developed Recreation
  - Visitor Services
  - Cultural Landscape Overlay
  - Waterloo Recreation Area
  - Pinery Recreation Area
  - Dedicated Boundary Approved by the HRC
  - Lakes and Rivers
  - Roads
  - Railroads



November 2, 2011  
 Sources: Michigan DNR,  
 Michigan Geographic Data Library





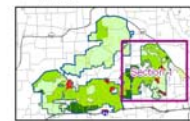
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### Section 1



#### Management Zones

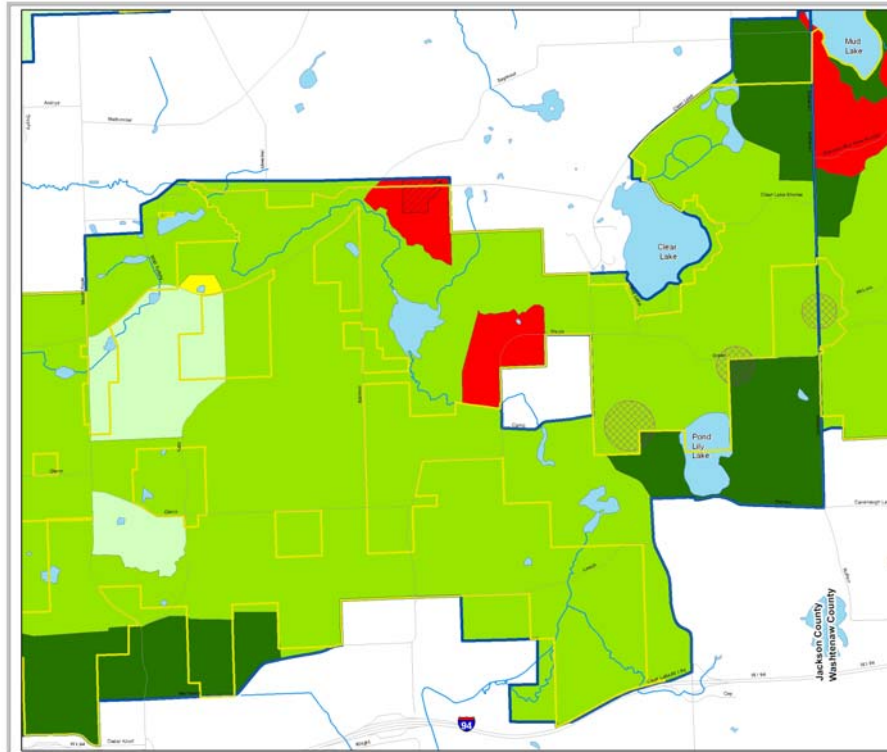
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November 2, 2011  
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## Waterloo State Recreation Area Management Zones

### Section 2



#### Management Zones

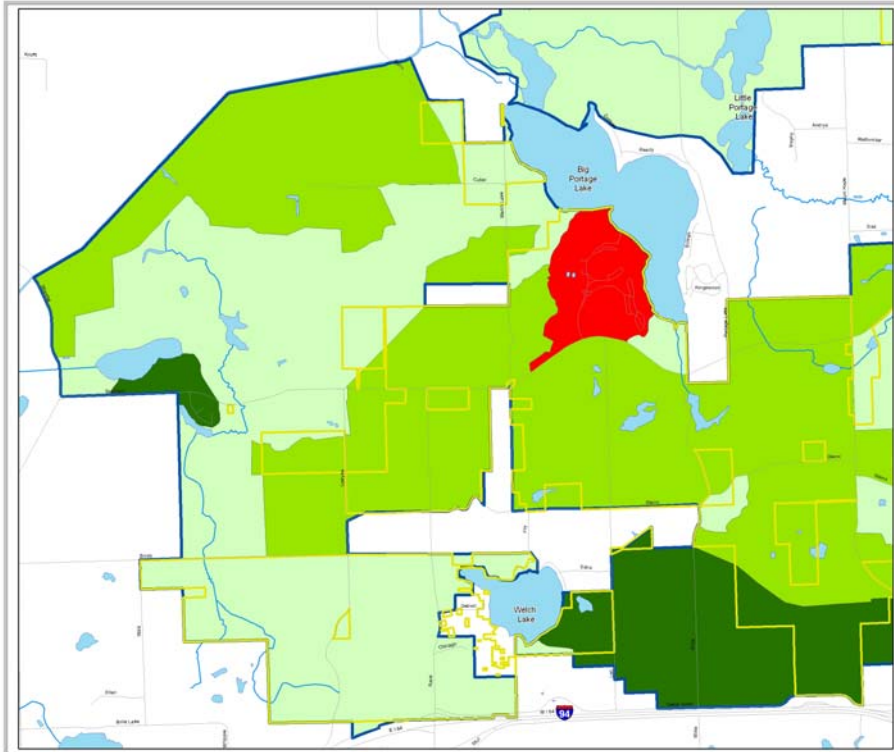
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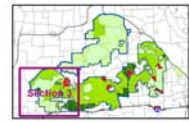
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**Waterloo State  
Recreation Area  
Management Zones**  
Section 3



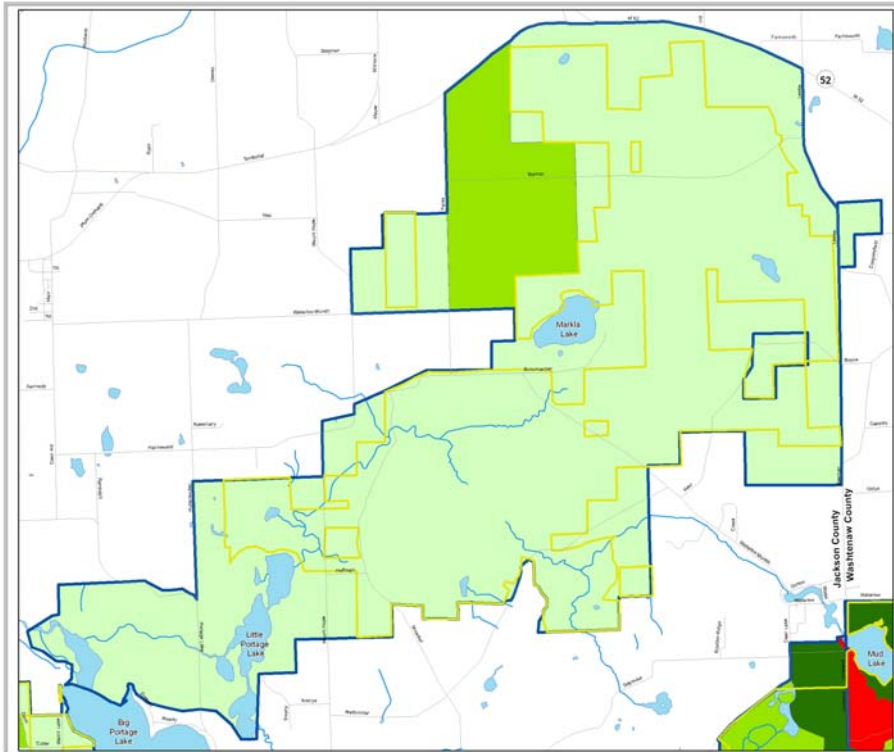
- Management Zones**
- Preservative
  - Backcountry
  - Natural Resource Recreation
  - Developed Recreation
  - Waterloo Recreation Area
  - Dedicated Boundary Approved by the NRC
  - Lakes and Rivers
  - Rivers and Streams
  - Roads



Miles  
0 0.25 0.5



November 2, 2011  
Sources: Michigan DNR,  
Michigan Geographic Data Library



**Waterloo State  
Recreation Area  
Management Zones**  
Section 4



- Management Zones**
- Preservative
  - Backcountry
  - Natural Resource Recreation
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  - Dedicated Boundary Approved by the NRC
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### 3.1 Primitive Zone

Approximately 9,602 acres (47.7%) of Waterloo Recreation Area will be designated Primitive. This zone preserves and protects the unique exemplary natural communities found in this park. 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 invasive species), to address hazard trees, and to manage pests and disease. 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. There are several historic structures or resources in this zone including historic dam locations, farmsteads, and cemeteries.
- C. Recreation 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 (designated sites), 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. Overall, there would be low interaction with other visitors.
- 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

Approximately 8,773 acres (43.6%) of Waterloo Recreation Area will be designated Backcountry Zone. This zone allows for modification of the landscape to allow for moderate levels of active recreation uses.

- 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. There are several historic structures or resources in this zone including historic dam locations, farmsteads, and cemeteries.
- 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, horseback riding, kayaking, mountain biking, nature observation, cross-country skiing, snowshoeing and hunting/trapping/fishing. Most of Waterloo Recreation Area's extensive trail system, which includes bridle, biking, and hiking trails, are found within the Backcountry Zone. Due to intensive use that periodically takes place on the Lakeview and Hickory Hill Trails and sections of the Oakwoods Trail and Bog Trail that lead away from the Eddy Discovery Center, these trails are zoned Natural Resource Recreation.
- 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. The Michigan State Park Explorer Program (also known as the Outdoor Explorer Program) offers campers and day visitors the opportunity to learn about a wide range of topics including forests, insects, and pond studies.
- 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, including maintenance for 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 zone. Development would be unobtrusive and blend in with the natural environment.

### 3.3 Natural Resource Recreation Zone

Approximately 795 acres, or 3.9%, of the land comprising Waterloo Recreation Area is designated Natural Resource Recreation Zone. The zone allows for active recreation with medium to high density of use conducted in natural areas.

- 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 facilitate recreational use and maintaining an aesthetically appealing landscape.
- B. Historic/Cultural Resources. Cultural resources preserved, rehabilitated, removed or allowed to waste away. Historic structures could be adaptively used for operational uses or educational purposes.
- C. Recreation Opportunities. In this zone, visitors engage in *outdoor activities* in diverse land and water natural settings (ie. hiking, backpacking, back-country and rustic camping, bicycling, canoeing, kayaking, equestrian use, nature observation, cross-country skiing, and snowshoeing). Hunting/trapping/fishing are permitted in designated areas. Snowmobiling is permitted on designated routes. Moderate to high levels of recreation compatible with natural character of the zone. Due to intensive use that periodically takes place on the the Lakeview and Hickory Hill Trails and sections of the Oakwoods Trail and Bog Trail that lead away from the Eddy Discovery Center, these trails are zoned Natural Resource Recreation.
- D. Education Opportunities. Interpretive signage at trail heads, on the trail, and at overlooks.
- E. Visitor Experience. Visitors engaged in outdoor activities in diverse land and water natural settings for recreation and education. Hunting/trapping/fishing permitted in designated areas. Snowmobiling permitted on designated routes. Variable time commitment. Variable challenge and adventure. Moderate noise tolerance. Moderate interaction with DNR staff. High visitor encounters accommodated.
- F. Management Focus. Management focuses on maintaining the use of the zone appropriate to the PRD'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.

### 3.4 Developed Recreation Zone

Approximately 924 acres, (4.6%), of Waterloo Recreation Area is designated Developed Recreation. This zone allows active recreation with high density of use conducted in areas not designated for natural resource significance. This zone includes the Portage Lake day use area, Sugarloaf Lake day use area, and the Gerald E. Eddy Discovery Center.

- 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 non-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 rustic camping, bicycling, boating, canoeing, kayaking, fishing, nature observation, cross-country skiing, snowshoeing, day-use beach, picnicking, and other day-use activities.
- D. Education Opportunities. Interpretive signage and information could be provided at the campground, registration building, trailheads, and/or along trails and overlooks. Currently, the Gerald E. Eddy Discovery Center introduces visitors to the diverse natural habitats found within Waterloo Recreation Area. The center includes interactive exhibits, a geology room that promotes discovery-based learning, outdoor self-guided trails, and programs for school groups visiting the park.
- 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 PRD'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, fishing piers, trails, benches, picnic tables, rustic campsites, cabins and shelters for recreation and educational opportunities. Site hardening is allowed as necessary to facilitate activities, protect natural resources, and provide universal access.

### 3.5 Visitor Services Zone

This zone is 31 acres (0.15%), and encompasses the developed areas required for program administration and operations. It includes offices, contact stations, maintenance facilities and all related land required to conduct the business of running a state park. The Visitor Services zone in Waterloo Recreation Area includes the park headquarters.

- A. Natural Resources. Natural resources are actively managed and modified to support administrative and support activities. Vegetative management is allowed (primarily tree removal for safety).
- B. Historic/Cultural Resources. Resources in this zone could be preserved, adapted or rehabilitated to support administrative and support activities.
- C. Recreational Opportunities. There are no recreational activities permitted in the Visitor Services zone.
- 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.



### 3.6 The Scenic Overlay Zone

Approximately 78 acres (0.39%), of Waterloo Recreation Area will be zoned Scenic Overlay Zone. This zone allows the uses in the underlying zone, but places a management priority on maintaining the scenic views.

- 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 zone. Non-motorized activity only would be allowed in the trail and observation point, where provided.
- 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 may be 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. Development will be appropriate with the underlying zone, which is mainly zoned Backcountry, to accommodate such things as interpretive activities and sightseeing.

### 3.7 Cultural Landscape Zone

Approximately 294 acres, 1.5%, of land comprising Waterloo Recreation Area is designated Cultural Landscape Zone. The zone addresses the overall setting in which is found historic structures as well as non-structural evidence of traditions, beliefs, practices, lifeways, arts, crafts and institutions of any community.

- A. Natural Resources. This zone will reflect natural processes, with vegetative management focused 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 which can include non-native species specific to the era and/or location, and maintaining an aesthetically appealing landscape that is sensitive to the historical resource and interpretation of the zone.
- B. Historic/Cultural Resources. Includes historic buildings, structures, and other landscape characteristics and features, which represent the evolution of the cultural resource, temporal change, and the continuum of time. Waterloo Recreation Area's historic districts, including group camps at Mill Lake, Cedar Lake and Cassidy Lake, are located in this zone.
- C. Recreation Opportunities. Visitors engaged in sightseeing, recreational, and educational activities in a cultural setting (ie. automobile, bicycle, walking, hiking tour), compatible with and sensitive to the setting.
- D. Education Opportunities. Interpretive signage at trail heads, on the trail, overlooks and other points of interest. Off site interpretation as well.
- E. Visitor Experience. Visitors engaged in sightseeing, recreational, and educational activities in a cultural setting (ie. automobile, bicycle, walking, hiking tour). Moderate time commitment. Moderate on-site interpretation, off-site interpretation, noise tolerance, and interaction with DNR staff.
- F. Management Focus. The focus of this zone is to maintain the cultural character of the zone, and the underlying zone, which is mainly Developed Recreation.
- G. Development. Non-historic development and activities that do not conflict with the cultural landscape are tolerated. Moderate level of development to support visitor access and use (ie. interpretive media, walks, trails, small picnic areas, and restrooms). Development compatible with the cultural landscape.

## 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 Long Range Action Goals Plan** (Plan to attain the GMP): Phase 2 of the Management Planning Process. Includes review and update of General Management Plan.

**5-Year Implementation Plan** (Specific actions to implement the Long Range Action Goals Plan): 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