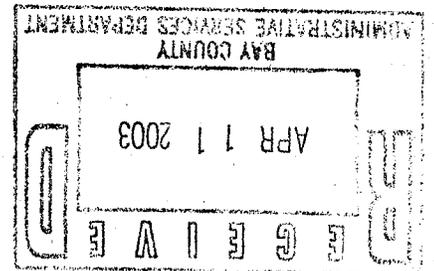
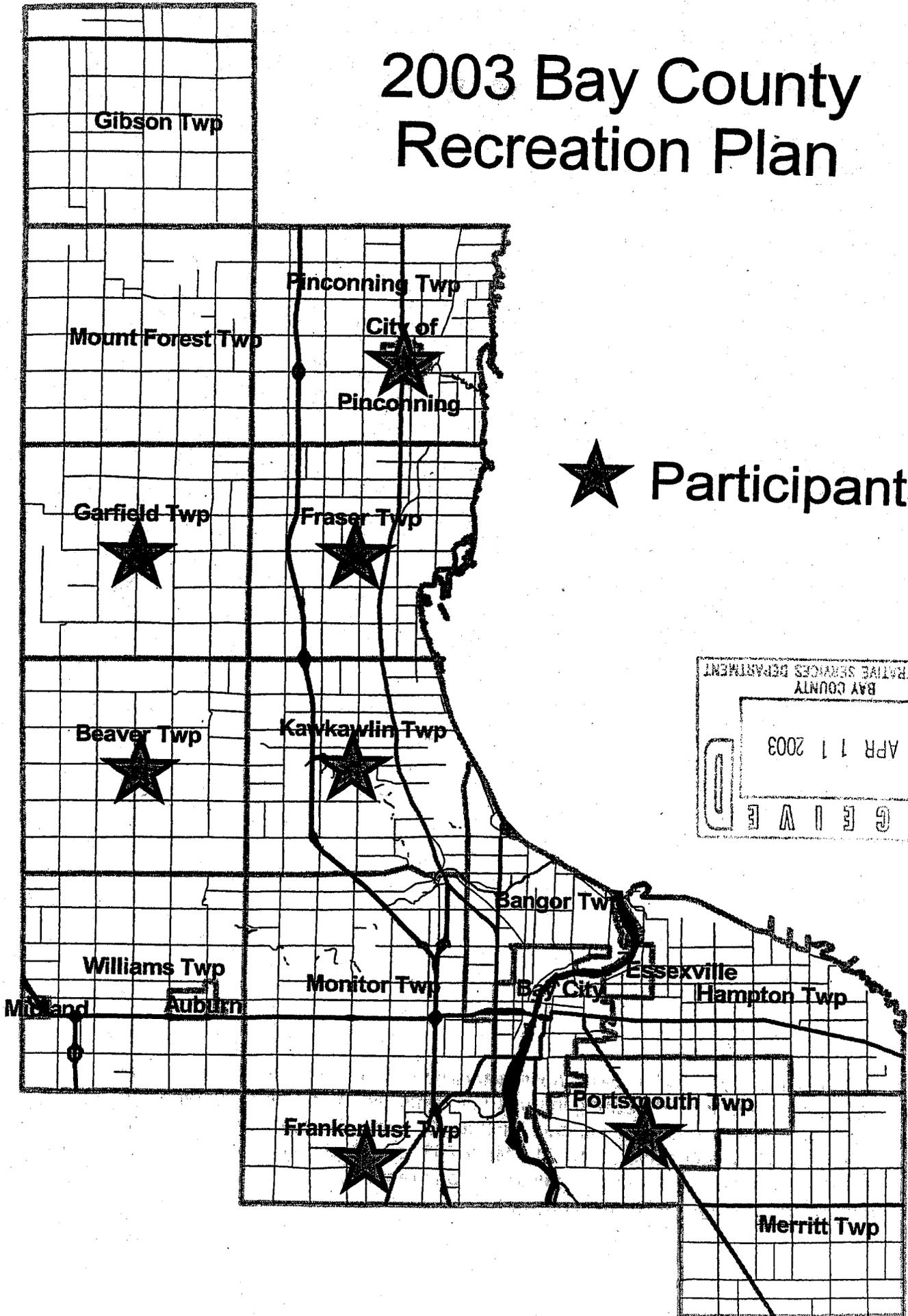


2003 Bay County Recreation Plan



Bay County Recreation Plan 2003-2007

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Preamble

This 2003 Recreation Plan for the County of Bay, the City of Pinconning, Portsmouth, Kawkawlin, Garfield and Frankenlust townships, seeks to achieve (3) objectives. First, through our collaborative planning we identified and prioritized community recreation needs and interests. Through the planning process we provided several opportunities for citizen input to review, adjust, and confirm our findings. Ultimately, completion of the plan assures that each governmental unit is eligible for Michigan Department of Natural Resources grant funding.

This document is presented in the format outlined by the MDNR as follows:

Section A. Community Description and Physical Characteristics of Bay County

Section B. Description of County Administrative Structure

Section C. Description of the Planning Process

Section D. Recreation Inventory

Section E. Action Program, Capital Improvement Schedule, and Rationale

Section A. Community Description - Community Population

According to the 2000 U.S. Census, the Bay County population is 110,157 compared to 111,723 in 1990, a decrease of 1,566 persons. The City of Bay City experienced the largest decline totaling 2,119 residents. The largest increase of residents occurred in Monitor Township. The 2000 census information confirms the population continues to shift from the urban areas to the more rural portions of the county. The population of Bay County peaked in 1980 when it reached 119,881.

Approximately 65% of the total Bay County population is located in the urbanized areas. The northern seven municipalities that are part of the non-urbanized area grew from 14% in 1970 to 17% of the population in 1980. The 2000 census shows half of the townships experiencing continued increases and half recent decreases. The City of Essexville, Bangor and Portsmouth townships lost over 1,100 residents. Others communities such as Frankenlust and Monitor townships increased by over 700 in population.

Location	1990	2000	% Change	Households	Disabled	Low Income	Sr. Citizens
County of Bay	111,723	110,157	-1,566	43,930	(18.4%)	(28.4%)	(24.3%)
Garfield Township	1,736	1,775	39	604	(19.6%)	(34.3%)	(19.2%)
Kawkawlin Township	4,852	5,104	252	1,910	(14.2%)	(17.0%)	(24.6%)
City of Pinconning	1,291	1,386	95	609	(19.7%)	(21.7%)	(34.0%)
Beaver Township	2,810	2,806	-4	968	(17.8%)	(5.4%)	(13.4%)
Fraser Township	3,680	3,375	-305	1,292	(20.4%)	(12.8%)	(24.1%)
Frankenlust Township	2,281	2,530	249	1,053	(14.5%)	(4.0%)	(29.4%)
Portsmouth Township	3,918	3,619	-299	1,408	(22.5%)	(26.6%)	(25.4%)

Source: 2000 U.S. Census

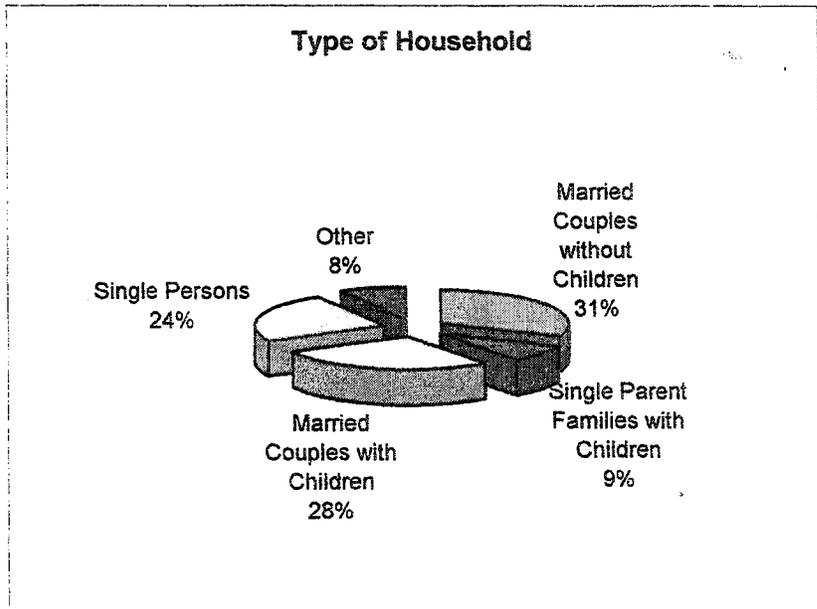
Employment Trends

The "Labor Force" consists of those individuals who are employed and those currently unemployed but seeking employment. Bay's labor force has grown from 53,575 in 1990 to 56,500 in 2000. In 1990, 91.7 percent of the labor force was employed, in 2000 that increased to 95.2 percent employed. Of Bay's population age 16 and over, 66.5% were in the labor force in 2000, up from 62.6 percent in 1990.

Seventy-two percent of all women with school age children worked in 1990 (16 percentage points higher than in 1980). Nearly six out of ten women with children under age six were in the work force in 1990, (compared to four out of ten in 1980). Even though Michigan's overall unemployment rate was low in 2000, many counties continue to experience high rates. Bay County's annual average unemployment rate in 2000 was 4.8 percent, compared to 8.2 percent in 1990.

Number and Location of Households

Of the 42,188 households living in Bay County in 1990, 32,424 or 76.9% owned their own home and 9,764 or 23.1% rented. For Michigan, the rate of home ownership was 71.0% and those renting 29.0%. The location of households is detailed in the table above. As depicted in the graph, the majority of households are married couples without children followed by married couples with children. A significant portion of the population is single without children.

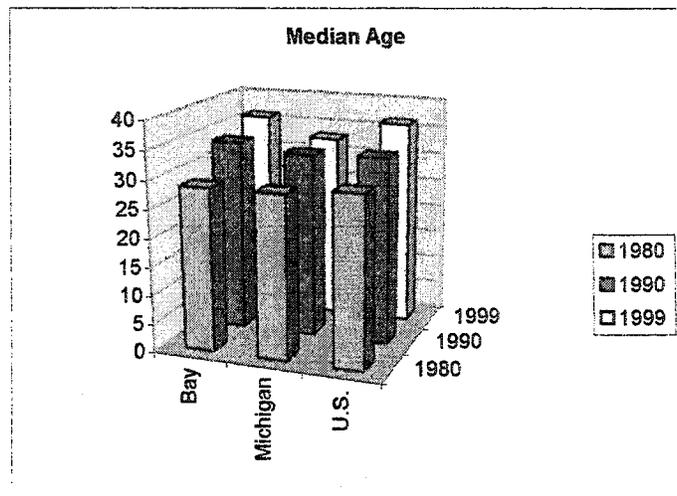


Population Distribution

(By Age, Gender, Race and Income Level)

Age

Of the 110,157 people who lived in Bay in 2000, 60% were between 18 and 64 years of age; the remaining 40% included 6.3% children under

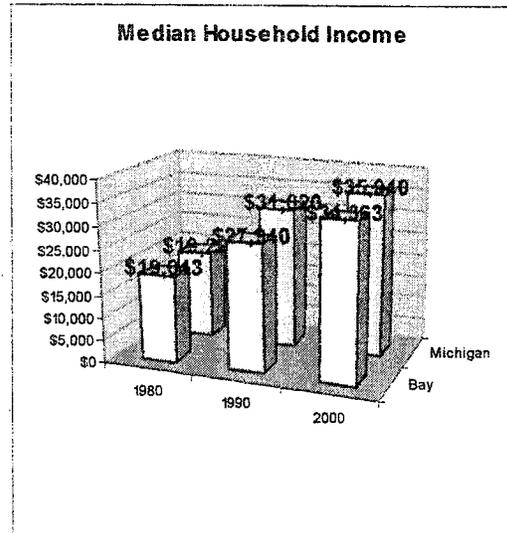


the age of 5, 19.4% youth ages 5 to 17 and 14.4% over the age of 65. The fastest growing age group is the 45 to 64 year-olds, which includes the oldest of the “baby boomers.” This group grew by 2,904 or 13.2% since 1990. “Seasoned citizens,” those age 65 and over, grew by 815 or 5.5% since 1990. One in seven Bay residents is age 65 or older. According to research compiled by the Bay County Division on Aging, the County of Bay population continues to age as illustrated by the following chart.

Bay County Population 60 years of age and over.			
	60+	75+	85+
1980 Total Population	17,396	4,378	988
1990 Total Population	20,031	6,135	1,284
2000 Total Population	21,018	6,024	2,098

Income

Between 1990 and 2000, households in Bay County experienced an increase in real median income of 5.5 percent, from \$32,579 to \$34,363. Real income is adjusted for inflation based on changes in the Consumer Price Index. Compared to other Michigan counties, Bay County ranked 30th in 2000 in median household income.



Household Income Distribution

Michigan leads most other Mid-West states in median household income at \$38,127 (2000.). Nationally, Michigan ranks in the top third for household income. The U.S. median income was \$35,492. The following table presents the percentage of households at various income levels comparing Bay County with Michigan as a whole. As noted, Bay has a greater concentration of families at lower income levels.

	\$0-\$24,999	\$25,000-49,999	\$50,000 +
Bay County	45.6%	34.4%	20.0%
Michigan	40.6%	34.1%	25.5%

Location of Populations with Unique Needs

Low-Income

In 2000, 14,724 Bay County residents were living below the poverty level, an increase from 13,840 people in 1990. Bay County ranked 15th amongst all Michigan counties based on the number of people living at the poverty level or below. Children represent the highest poverty rate of all age groups. Based on 2000 U.S. Census data, one in five Bay County children live at or below the poverty income level of \$15,569.

Ethnic Population

As illustrated by the following table, 92.7% of the Bay County population is white. Other races including those individuals of Hispanic or Latino origin comprise 7.4% of the population. Compared to Michigan, Bay County has a slightly greater percentage of people of Hispanic or Latino origin.

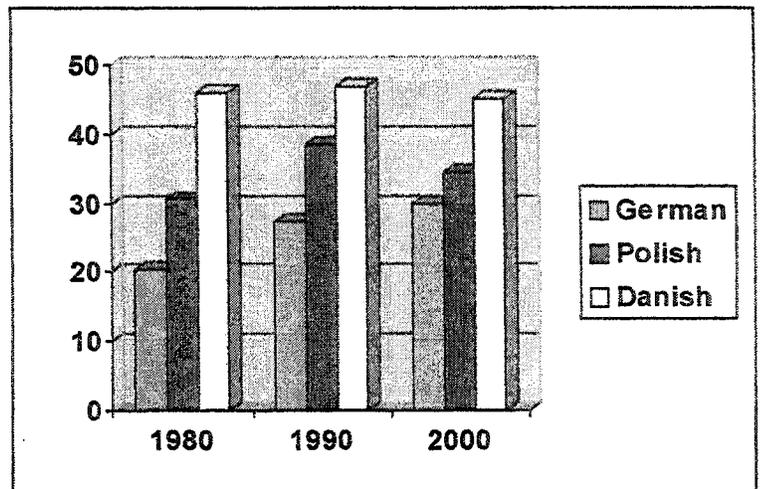
Race or Ethnic Origin	---- Bay County ----		Michigan
	#Persons	%	%
White	102,119	92.7%	78.6%
Black	1,343	1.2%	14.1%
Native American	512	.5%	.5%
Asian	522	.5%	1.8%
Other	62	.1%	.1%
Two or more races	1,291	1.2%	1.6%
Hispanic or Latino	4,308	3.9%	3.3%

People Living with Disabilities

One out of five Michigan citizens, approximately two million people, experience a disability according to the Michigan Centers for Independent Living. Locally, according to the Michigan Sports Unlimited, a non-profit organization, advocating for greater opportunities for people living with disabilities, XX% of our citizens live with a mobility limitation.

Cultural Diversity

As illustrated by the following chart, there is a considerable amount of cultural diversity in the community. Individuals of German descent represent the largest population group, followed by the other category. The Other category includes such cultures as Belgian, Canadian, Danish, Finish, and



Icelanders. This diversity can be accommodated and even celebrated through various recreational facilities and activities. Landscaping, decorations, and even memorial plaques can reflect the diverse cultural background present in the community.

*Six to ten percent of the U.S. Population is gay, lesbian, bisexual or transgender person according to the Cultural Diversity Sourcebook.

Discussion of Findings

As presented above, there is considerable diversity in the community when considering key demographic information. For example, the level of income available to families varies from living below the poverty level to upper income residents. This tells planners that recreational opportunities must be available to those with limited resources. Similarly, for those with more financial wherewithal, planners can develop opportunities that are supported at least in part by user fees. The diversity of households and age of our population conveys the need to plan for all age groups as well as families with children. Employment trends support the need to assure recreational opportunities are available to the labor force, at hours and days when they have leisure time available. We must recognize the growing proportion of our youth population's involvement in the labor force. While there is limited racial diversity in the community, there remain many opportunities to incorporate cultural diversity in recreational opportunities.

Our focus group meeting with people living with disabilities identified several ideas to assure recreational opportunities are accessible to all. As illustrated within the capital improvement schedule, these findings have been incorporated into our five-year plan.

Description and Discussion of Physical Characteristics

Physical Characteristics

Named as it borders Saginaw Bay, Bay County is located in east central Michigan. The County of Bay is comprised of 447 square miles, lying along the Saginaw Bay, with 37 miles of shoreline. The county is relatively flat, and has approximately 447 square miles (285, 440 acres in size).

Land Use Patterns

The attachments include a land use map from the Bay County Solid Waste Management Plan developed by Ayres, Lewis, Noris, and May, Inc. As illustrated, the area is comprised of five (5) typical uses including, residential, commercial, industrial, public and semi public, and agricultural and open uses. In total, the largest category of land in use includes agricultural and open.

Land use varies throughout the community. Large tracts of public and semi public land lie along the Saginaw Bay, in portions of Frankenlust, Williams, Fraser, and Garfield Townships. Manufacturing and industrial purpose areas within the City of Bay, Pinconning, and Williams Township consist of designated industrial parks. These areas contained open space suitable for further development.

Topography - A Relatively Flat Valley

The areas topography originally shaped during the glacial periods, is generally flat to slightly undulating. Terrain rises slightly (180 feet in 13 miles) from the mouth of the Saginaw River to the west and north at the extreme Midland/Bay County line. The southern part of the county is level and east of the Saginaw River the land varies only 20 feet in 11 miles. Most of the geologic features have been water laid by glacial Lake Saginaw, which has resulted in the tempering of sharp physical features such as those found in other parts of the state. The shoreline of this ancient lake is now the high, rolling Northwestern border of the county.

The drainage of the county is influenced by the early glaciations of the area when much of the community was covered by the shallow Lake Saginaw. In the northern area of the county, on the shore of what used to be Lake Saginaw lays the greatest relief and best defined drainage pattern. The southern part of the county, which is in the old lake bottom and current river valley, is low and swampy with very poor natural drainage. Man made drains, dredging, and diking activities allowed reclamation of much of the area, which is now fertile land. The Saginaw, Squaconning, and Pine rivers drain much of the county. The Saginaw River and its tributaries form the largest watershed in Michigan. The Saginaw River divides Bay County and the City of Bay City, essentially in two and there is no point within Bay City that is more than two miles from the river.

Prominent Water Resources

The Saginaw River is one of Bay City's most important natural resources. (See Map II for Drainage Basins) The Kawkawlin River drains 150 square miles of Bay County. Its height is relative to contiguous land and frequent blockage of the channel by sand bars and ice dams, creates frequent flooding along the Kawkawlin River. Dredging construction of a walking pier and break walls along the Saginaw River virtually eliminated flooding. The Pinconning River, Cheboyganing and Dutch Creeks also help contribute to drainage and minimize flooding. A drainage map, from the 1994 Comprehensive Forestry Plan is included in the attachments.

Wetlands play an important role in drainage, flood prevention, and contribute significantly to recreational interests and activities. The most extensive wetlands are located along the Saginaw Bay, north of Nayanquing Point and east of the Saginaw River. A flood plain and wetland map, derived from the 1994 Comprehensive Forestry Plan is also included in the attachments.

The outlet to the area drainage system is Saginaw Bay located at the mouth of the Saginaw River and about two miles north of the northern boundary of Bay City. Its shore is almost 580 feet above sea level. The seasonal water levels of the bay are atypical - low in January and February and high in July and August. The depth of Saginaw Bay varies from a few feet to approximately 45 feet. The east side of the Bay is the shallowest with deeper portions located along the westerly shore that touches the northern most portions of the County of Bay.

Water, Fish and Wildlife Resources

Millions of years ago glaciers carved the basin for Lake Huron and created a unique environment for birds and birders. Few locations in the world offer an equal to the spectacle of enormous flocks of waterfowl, especially tundra swans, who gather for food and protection along the shores and inland waterways of the Saginaw Bay Watershed. Located in the heart of the state's largest watershed, the mid-Michigan region is a destination for more than 300 species of songbirds, shorebirds and waterfowl. More than 35,000 acres of protected natural area, featuring 15,000 acres of the nation's largest fresh water wetland system, can be found within a one-hour drive.

Water and Fish

The Saginaw Bay and its many tributaries have a variety of fish. Some of the more popular is the perch, walleye, bass and pike. The Saginaw Bay and its tributaries have become very popular for the walleye in recent years. Other species include the blue gill, suckers, carp, catfish and trout. Some commercial fishing takes place on the bay.

Soils and Vegetation

Soils in Bay County vary from fine clay in the southern part to sandy soil along the bay shore and northern part. Former swamps and wetlands have been replaced with rich soils

that provide for prosperous agricultural farming. The best agricultural soils are located in the southeastern part of the county, where there is clay-loam and sandy loam soils.

About 62% of Bay County's 285,440 total acres is farmland. The once extensive stands of trees are gone, cleared in the lumbering era for agriculture and urban uses. Many of the trees that remain are found in the northwestern part of the county, particularly in the five northern most townships where they are threatened by development

Transportation Systems

Although most of the community is served by a public transit system, the primary mode of transportation is the private automobile. Major routes through the Eastern portion of the community include, Interstate 75 and M-13. Southeastern Bay County is served by M-15 while M-25 runs east through the community and connects Bay County with the Thumb area. The northern portion of the community is served by the east-west highway, M-61. Other major highways include US 10 which connects Bay and Midland counties and M-84 which connects Bay and Saginaw counties. Rural roads maintained by the Bay County Road Commission serve the balance of the community. A transportation systems map is enclosed in the attachments.

Climate

The Bay County climate is determined primarily by latitude, although it is moderated considerably by the influence of the Great Lakes. The close proximity to Lake Huron and Saginaw Bay tends to moderate winter temperatures and cool summertime temperature. These significant bodies of water and its location along the west shore of Lake Huron, tends to subject the community to frequent and sudden weather changes, such as storms, which sweep across the Great Lakes. Bay County also lies in the wind belt of prevailing westerly winds and those winds from the southwest and northwest two thirds of the time.

Precipitation is generally well distributed throughout the year. The mean average rainfall is 28.7 inches and the annual depth of snowfall averages 44.4 inches. Snow cover can be expected to last almost 98 days a year. On average the first killing frost occurs around October 8th, while the last killing frost generally occurs around May 10th. Mean temperatures range from a minimum winter temperature of 22.8 degrees in January to a maximum 71.0 F degrees in July. The area is considered within Zone 5 of the U.S. Department of Agriculture's system of plan hardiness zones. Minimum average winter temperatures not below -20 to -10 F characterize zone 5.

Environmental Issues

Several areas of environmental concern have been identified and are in various stages of remediation. These areas include closed landfills located along the Saginaw River and Saginaw Bay, vacated industrial sites, PCB contamination within the Saginaw River and Saginaw Bay. Most recently, the County redeveloped contaminated property along the Saginaw River, now named Independence Park Boat Launch.

Zoning

The purpose for zoning is to provide a plan for orderly growth. Zoning provides a plan for the development of land. The map found in the appendix shows more than 11,000 housing units could be built in regions identified on the map. A Build-out Assessment for the entire county, using the State/Ratio model predicts that Bay County will need 5,227 additional housing units by the year 2020. The MDOT model predicts that the county will have a surplus of 329 housing units by 2020. The number of housing units that could be built in the suggested Alternative Growth Strategy Areas will be more than enough to meet the anticipated housing needs in Bay County. As a result the prime agricultural land now found in the townships of Merrit, Portsmouth, Monitor, Frankenlust, Hampton and along the I-75/US-23 corridor would be protected from urban development.

Maps

Various maps are contained in the appendix including those depicting public and private recreational facilities, zoning, land use, and wetlands among others.

B. Description of Community Administrative Structure

Current and Projected Funding Sources

The following table provides an overview of the financial resources and revenues for the County of Bay recreation oriented departments for the current (2002) and projected (2003) budget years. In general, funds are available from several sources including grant funds, user fees, and other revenues. Also, many of the recreational facility budgets are activities of the County of Bay General Fund and receive support through it. Most years, the Bay County Golf Course generates surplus operating revenues. A portion of this surplus, after meeting course capital needs, is occasionally transferred to other recreation department facilities to support capital improvements and youth programming. Sometimes the recreation department applies for and receives various forms of federal, state, and local grant funds to carryout specific initiatives. Over the years these grant awards have enabled the department to provide after school and summer recreation programs. Also, working collaboratively with others the department occasionally receives donated goods and services. Most recently, a local vendor donated the equipment needed to provide improved handicap access to the swimming pool.

Revenue Sources	2002	2003
General Fund User Fees	\$1,286,311	\$1,205,875
General Fund Contributions	5,000	
General Fund Transfers from Golf Course Fund	49,689	
General Fund State Grants	110,227	
Golf Course Fund Fees & Retained Earnings	849,914	\$665,789
General Fund Taxes	320,352	\$213,116
Total Revenues	\$2,621,493	\$2,084,780

Given general budgetary concerns, the recreation department total allocation for 2003 is about 26% less than 2002. This reduction also reflects in part other changes in planned capital expenditures as outlined below.

Annual and Projected Budgets for Operations, Maintenance, and Capital Improvements

The following table illustrated the expense history for the various funds which provide recreational activities, resources, and programming for citizens. Values for 1997 through 2002 represent actual expenditures. Values for 2003 represent the most recently adopted budget projection.

Department Operation	1997	1998	1999	2000	2001	2002	2003
Pinconning Park	\$409,360	\$123,897	\$100,125	\$139,028	\$139,917	\$81,243	\$91,670
Golf Course	\$546,409	\$604,889	\$613,768	\$618,568	\$791,666	\$784,964	\$660,039
Parks & Recreation	\$97,314	\$113,921	\$119,415	\$128,944	\$134,805	\$146,707	\$142,528
Fairgrounds	\$29,340	\$32,505	\$27,056	\$33,769	\$34,432	\$41,559	\$36,006
Community Center	\$89,598	\$89,172	\$95,259	\$100,551	\$123,287	\$109,212	\$108,348
Swimming Pool	\$48,446	\$48,650	\$49,107	\$44,099	\$52,631	\$50,486	\$51,879
Independence Park					\$11,981	\$17,709	\$14,794
Keit Wetlands							\$560
P&R Maintenance	\$137,532	\$150,212	\$122,024	\$141,883	\$164,904	\$178,207	\$159,676
Civic/Ice Arena			\$974,737	\$1,054,602	\$1,042,396	\$780,582	\$785,655
Total	\$1,357,999	\$1,163,246	\$2,101,491	\$2,261,444	\$2,496,019	\$2,190,669	\$2,051,155

The following table illustrates the various levels of capital expenditures made to support each facility for the past five years, current year, and projected budget for 2003.

<u>Departments</u>	1997	1998	1999	2000	2001	2002	2003
Pinconning Park	\$89,902	\$19,645	\$12,781	\$27,799	\$13,023	\$5,250	\$500
Golf Course	\$149,711	\$85,897	\$30,130	\$66,595	\$53,057	\$97,950	\$13,550
Parks & Recreation	\$2,612			\$5,279			
Fairgrounds	\$6,262	\$22,643	\$19,539	\$30,701	\$27,623	\$54,487	
Community Center	\$17,239	\$4,148	\$3,403	\$3,675	\$98,112	\$13,014	\$4,400
Swimming Pool	\$10,110	\$172	\$595	\$249			\$1,350
Independence Park		\$18,269	\$5,961	\$1,059,879	\$493,795	\$133,977	
Keit Wetlands		\$250	\$163,639	\$21,429		\$104,386	
P&R Maintenance	\$2,589	\$1,279	\$10,716	\$22,898	\$9,548	\$15,460	\$1,325
Civic/Ice Arena	\$310,559	\$6,582,100	\$5,973	\$61,301	\$7,884	\$6,300	\$12,500
Total	\$588,984	\$6,734,403	\$252,737	\$1,299,805	\$703,042	\$430,824	\$33,625

The large increase in capital expenditures for 1998 and 2000, represent the construction of the Civic Arena and Independence Park Boat Launch.

Staff Description and Organizational Chart

County Executive

In 1978, Bay County voters approved the optional unified form of County government as specified by PA 139, with an elected County Executive. The County Executive has authority over all county facilities and departments except those headed by other elected officials. The organizational chart labeled, "Bay County Organizational Chart County Executive", provides an overview of all departments under the direction of the County Executive. The County Executive is responsible for the administrative oversight of the of recreational facilities and programs. Planning, analysis and day to day management decisions affecting recreational facilities and activities is a shared responsibility of the Division of Recreation and Youth Development, Building and Grounds Department and Department of Environmental Affairs and Community Development.

Recreation and Youth Development

A Division Director who supervises departmental managers for the Golf Course, Civic Arena, Recreation Department and After School Program leads recreation and Youth Development. These Department Heads supervise the staff within the respective department, complete annual budgets, and plans. Working together as a management team, departmental policies and procedures are developed to assure programs and facilities meet user needs. The areas of responsibility are delineated on the organizational chart contained in the appendix.

Role of Board of Commissioners

A nine (9) member elected Board of Commissioners governs the County of Bay. As the elected governing body, the Board of Commissioners is responsible for establishing countywide policy, articulating priorities, and adopting an annual operating and capital improvement budget. Through its policy setting functions, the Board of Commissioners establishes recreational opportunities through land and facility use decisions and funding appropriations for programs. The Board of Commissioners is organized into several different committees'. Recreation planning and programming generally falls into three of these committees. The Personnel Committee reviews personnel matters including staffing levels and the filling of vacancies. The Planning Committee generally reviews recreation planning, programming activities, and grant applications. All matter of financial concern including budget appropriations and the Ways and Means Committee reviews the establishment of fees.

Collaborative Relationships with the Public and Local Groups

The County of Bay serves the population within the geographical and political boundaries of Bay County. To serve its citizenry, elected officials and staff seek out the input and involvement of others. On-going communication with citizen groups, other elected officials and staff of the surrounding municipalities, schools, private non-profit

organizations, and private sector, assures a coordinated effort. Although the community does not have a formally recognized recreational advisory group, several other groups of citizens fulfill essentially comparable responsibilities.

These other groups including, associations, collaborations, and fund-raising efforts, provide countless volunteer hours to develop, maintain and provide recreational opportunities to the citizens of Bay County. The Bay County Volleyball Association and Basketball Association of Bay County, meet with staff at a minimum, twice each year. Similarly, meetings with Golf League Secretaries and the Bay County Softball Association occur at season opening and closure. Efforts are directed at developing programming. These efforts are fostered by strong relationships with the local schools and non-profit community that provides access to other facilities and programming. Activities also occur on a weekly basis with the Division of Aging, which is located on the north side of the Community Center.

These efforts to date have been very successful in increasing programming and community facilities. The collaborative effort to provide youth programming for example, resulted in new and expanded programs for over 6,000 young people during the summer, beginning in 1996 through 2002. Through these programs over 60 employment opportunities are available each summer. These positions employ recent high school graduates, college students, and some degree personnel. These programs also provided several opportunities to work directly with the public to provide information about the organizations intentions and to obtain information regarding future visions. An initial group representing local neighborhood associations, law enforcement personnel, non-profit organizations and the religious community developed youth programs.

Recreation Policies and Procedures

The appendix contains a selected sampling of Recreation Department policies and procedures. Generally, these fall into two (2) categories; those established by the Board of Commissioners and County Executive that apply to all county departments. For example, the County purchasing policy, annual budget, and schedule of fees. The Director of Recreation and Youth Development in concert with department heads and other county administrators develop other department specific policies and procedures. Examples of these policies include fee waivers, rules of facility use, and cash handling practices.

Recognizing our limited financial resources, the organization has adopted a policy that prioritizes lower or no cost opportunities for youth while adult opportunities generally require payment. For example, the County of Bay funds, in collaboration with others, a no cost after school program. Adult sports activities such as softball are responsible to cover all program cost through user fees.

In general, when planning recreational opportunities, programs always provide opportunities for the needs and the skills of each individual enrolled. Programs are broad based, and every effort is made to provide updated programs to meet the changes in recreational trends. Programs are planned and offered for the following:

- +Elementary, Middle School, High School & Adults
- +Senior Citizens 60 and above
- +Individuals with disabilities

Our seminars, classes and other planned activities will involve well trained and educated instructors to provide the participant with the best possible experience. The program will involve opportunities for everyone educationally and recreationally. Opportunities for team competition will be programmed. Currently adult basketball and volleyball are played at the Community Center. Wheelchair Rugby is also played on some weekends. Additional athletics will be planned where interests exist and when facilities are available for planning. Our programming will always strive to improve the physical, social and well-being of the individual.

Other Participating Units of Government

A description of the other participating units of government in the Bay County Recreation Plan is included in the appendix. This description includes organizational charts and budget information for the recreation function of each.

C. Description of the Planning Process

Discussion of the Plan Development Process

The consulting firm of Rogers and Associates, Inc. developed the first Bay County Recreation Plan in 1970. The plan was updated in 1975, 1985, 1990, and 1997. The 1990 plan incorporated the plans of the City of Pinconning, Fraser Township, Kawkawlin Township and Portsmouth Township. The 1997 plan represents a continuation of these efforts. This 2003 plan involves the City of Pinconning, and Fraser, Kawkawlin, Portsmouth, Garfield, and Frankenlust townships.

While the 2003 plan continues with some of the past efforts, it also provides new opportunities for collaboration with other townships. The plan will also incorporate information from the recreation plans developed by the following local units of government.

Bay City Parks and Recreation	Merrit Township
Bangor Township	Hampton Township
City of Essexville	Williams Township
City of Auburn	Pinconning Township

The plan began by reviewing the current plan. A letter was addressed to all officials of the various local governmental units inviting their participation in the planning process. Each unit of government was also asked to express an interest in hosting a public input session to foster plan development.

From this point, basic information gathering began with the review and development of an updated facilities inventory. Simultaneously, we met with the respective staff to begin reviewing the previous capital improvement schedule and identify completed project. Through this process we also developed a draft list of projects under consideration. Then, a review of demographic information began.

Following this initial data gathering, presentation materials were developed to foster the public's participation in the planning process. Public input sessions were scheduled and announced. After obtaining public input, the materials were revised to incorporate public observations and comments. A final draft version of the plan is then developed, distributed to the key persons and organizations involved and scheduled for review by the Planning Committee of the Board of Commissioners and each participating unit of government. Following these final reviews, last minute changes are made to the plan, a public hearing scheduled and the Board of Commissioners considers the plan for adoption.

Description of Key Persons Involved in the Process

As with any major undertaking, many individuals and organizations were involved in the development of this plan. The following list only recognizes those individuals directly associated with the various municipalities included in the plan.

Tom Tonkavich, Director, Recreation and Youth Development.
Mike Gray, Director of Administrative Services
Rick Pabalis, Superintendent, Building and Grounds
Laura Ogar, Director, Environmental Affairs
Steve Humphrey, Ranger, Pinconning Park
Jerry Swallow, Recreation Coordinator
James Dubay, Garfield Township Supervisor
Brent Bury, City of Pinconning, City Manager
Robert Pawlak, Portsmouth Township Supervisor
Roy DeLorge, Kawkawlin Township Supervisor
Hilda Dijak, Frankenlust Township Supervisor
Shirley Polaski, President, Women's Softball Association
Fred Brissette, President, Men's Softball Association
Howard Wetters, M.S.U. Extension Director
Dave Engelhardt, Planning/Transportation

In an effort to assure the plan is responsive to community needs, many other members of the public were invited to comment on the plan. Additionally, through the efforts of Mike Gray, Director of Administrative Services, we were able to incorporate feedback from a focus group of disability advocates.

Description of Public Involvement Process Used

The public input process began prior to the development of the written plan. Briefly, some advance materials were put together identifying key demographic and physical

characteristics of the community. Draft capital improvement schedules were developed and we reviewed recreational market interest data. These materials were presented to members of the public at three (3) public input sessions. The public was given an opportunity to comment on recreational needs and interest following the presentation. To promote public attendance at the input sessions the dates and times of each were advertised through several mechanisms well in advance of the meetings including;

- Public Outreach (Building Postings)
- Bay City Times news article
- Pinconning Journal news article
- Charter Communications Electronic Bulletin Board
- Bay 3 TV show and electronic bulletin board

Public Input Session

Public input sessions were held at locations throughout the community to promote attendance and included the following dates and locations:

- City of Pinconning, Pinconning City Hall, November 6th, 7:00 p.m.
- Garfield Township, Township Hall, November 11th, 7:00 p.m.
- Bay County Community Center, Community Center, November 12th, 6:30 p.m.
- Disabilities Focus Group Meeting, January 17, 2003
- Board of Commissioners Meeting February 11, 2003

The appendix contains a summary of the input received at each session.

How Results of Public Input were Used

Public input is used as several key points throughout the process. First, initial input was sought to help identify the key findings and trends from a review of demographic and physical attributes. This was followed by a presentation and discussion of identified recreational opportunities. This initial framework provided the public with an understanding of the planning process and the openness for input. Following brief presentations, members of the public were encouraged to make comment and suggestions for items to be included in the plan. In some cases, such as the planned improvement for the Bay County Fairgrounds, focus groups were held to further identify sought after needs. In some cases, intentional efforts were made to assure that specific groups were provided with an opportunity for input, for example the disabilities focus group.

Public input is used to craft a draft version of the plan and fine-tune the final document. This process provides the public with additional opportunities to comment during both the early developmental stages and prior to final adoption.

D. Recreation Inventory

Contained in the Appendix is a detailed multiple page inventory of recreational opportunities available for citizens. This detailed inventory was compiled during

- Public Properties and Facilities
- School based Properties and Facilities
- Private Properties and Facilities

As noted on the inventory, several of the opportunities and facilities listed lie outside the political boundaries of Bay County. Additionally, the appendix contains maps of many of these facilities with a ready reference to locate each geographic location.

Barrier Free Compliance Status and Unmet Needs

The County of Bay has done considerable work to meet the requirements of the ADA and provide barrier free access to many of its facilities. Among its efforts includes a review of all buildings and programs. The amount of documentation is considerable, accordingly it is not reasonable to include this in the recreation plan itself. A summary of the status of the compliance plan efforts are included in the attachments.

Analysis of Inventory – Gap Identification

An analysis of the recently completed inventory identified the following types of facilities when compared to national norms, indicate the need is met.

Activity/Facility	Recommended Units	Actual Units
Basketball (indoor)	22	28
Ice Hockey (outdoor)	1	3
Baseball/Softball	22	28
Football/Soccer	6	6
Golf Driving Range	2	4
Golf – 18 Hole	2	10
Archery Range	2	3
Swimming Pool	6	6
Volleyball	22	24
Baseball (little League)	4	14
Walking Trails	1	1
¼ Mile Track	5	6
Ice Hockey	1	1
Badminton	22	28
Park Land	1,100	1,900
Disk Golf	1	0

Further, the analysis identified the following types of facilities and opportunities are not present in sufficient quantity.

Activity/Facility	Recommended Units	Actual Units
Tennis	55	38
Handball	6	12
Golf 9 Hole	4	3

Gun Ranges	2	1
Skeet & Trap	2	0
Swimming Beachs	5	2

The analysis of the inventory was used to cultivate public input into the planning process and is not necessarily reflective of the community needs. It is offered to help the reviewer and public understand and appreciate the breadth of recreational interests.

E. Action Program, Capital Improvement Schedule and Rationale

The appendix contains a single comprehensive capital improvement schedule for the County of Bay including each participating municipality. This capital improvement schedule includes:

- Estimated Costs
- Year of Proposed Actions
- Priority of Each Action
- Funding Sources (if known)

Given the varying status of each action item, where available, a map and/or schematic drawing of the proposed action are included in the attachments.

Priorities

The reviewer will note many projects share the same priority code. This practice represents the nature and participants in this plan. It is expected that many projects will occur simultaneously. That is, the County of Bay may conduct its project in 2004, while other municipalities conduct there as well; therefore each has the same priority. Additionally, priorities are established as a planning function. Many outside factors will influence which projects actually get completed at a particular time. These outside factors include but are not necessarily limited to, the award of grant funding, availability of land for acquisition, donation of goods and services, leadership by outside organizations, etc.

Rationale

The following briefly summarizes the rationale for the action program as contained on the capital improvement schedule.

Pinconning Park

Owned and operated by the County of Bay, Pinconning Park is highly used by local citizens and others throughout the State. Recently six rustic cabins were constructed, each compliant with the ADA. Improvements were also made to the walking trails. Desired improvements include land acquisition for additional campsites and trails. This summer, Phase I of a walking trail is expected to be completed in the City of Pinconning and township. Phase II will include a connection with the park along Pinconning Road.

Based on long range planning for the facility and needs expressed by users and other park advocates continued development is a priority. Each planned improvement will enhance the users experience of this year around facility.

Bay County Fairgrounds

Located in the midst of the urban center, the fairgrounds have been a topic of considerable interest during the past several years. Working closely with park users, 4-H members, and the general public, a new master plan for the facility was developed in 2001. Those items listed on the capital improvement schedule coincide with that master plan.

Frankenlust Township

Following the development of its own Recreation Plan, members of Frankenlust Township joined in the County of Bay's effort to promote a comprehensive plan. The items listed coincide with their most recently adopted plan.

City of Pinconning

The City is currently working to establish Recreation Council to plan and undertake improvements. Currently, Doc Leitchfield Park is the center for outdoor activities. When completed, a portion of the new nature trail will guide users through the park. Current activities and park features provide many families and athletes with desired activities. Future improvements will bring in additional families to enjoy the park. Those items listed reflect the needs identified by the community to further promote its recreational opportunities. The items listed on the plan are in response to extensive use by its public and recognizes new and emerging trends in recreation, such as walking for health. A pool is not located in the community, most citizens use the facility located in an adjacent county.

Keit Wetlands

Improvements to the Keit Wetlands represents a continuation of the long term plan to development this urban wetland. Given its location in and near the urban center, the facility will be well utilized by the public and also responds to growing interest and trends for additional green space for leisure activities like walking, nature trails, and bird watching.

Garfield Township

Rural Garfield Township provides recreational opportunities through its hall. The planned improvements seek to extend the range of use by its citizens.

Bay County Community Center

This facility located in the urban center serves thousands annually through organized programs and open gym time. Given its heavy use, aging structure, and recognizing new recreational interests, the planned improvements seek to extend the useful life and range of activities offered.

The swimming pool is limited to about 80 days of operation annually and weather dependent. Enclosing the pool area is a long sought after goal of many residents expressed for years through the planning process. An enclosure would permit year around operation of the facility. This would provide additional opportunities for swimming and exercise classes.

The softball and volleyball fields are used extensively from May through September. Recent field improvements enhance the users experience and have provided the associations with an opportunity to host various regional and state tournaments. Additional improvements will make the facility more attractive for tournaments, bringing in additional revenues to support the sport. Members of the ADA focus group also expressed the need to improve access to the fields and spectator areas for wheelchair users and others with mobility impairment.

The current sand volleyball courts have limited space. A proposed project to bring and moor a retired navy vessel would occupy the space used for beach volleyball. Accordingly, if this project is completed, additional land is needed to relocate the beach volleyball facility.

Fraser Township

The planned improvements respond to citizen input and use of existing facilities. Adding a skateboarding facility responds to the growing interest in this sport by young people.

Kawkawlin Township

The planned improvements for the scenic point represent the continuation of a long-term plan to develop this facility. Other improvements seek to extend the use of the township hall and surrounding grounds, while a skateboard facility is sought after by area youth.

Bay County Golf Course

Long-term capital investment at the course is designed to continue its reputation as one of the finest municipal courses in Michigan, and provide additional golfing activities for new and experienced golfers.

Veteran's Park

Located adjacent to the Saginaw River and located in the heart of Bay City, this park is widely used by most citizens, as a regional facility. Improvements to the organized sports facilities represent the input of our various sports associations.

Independence Boat Launch

These improvements coincide with the long-term plan to redevelop this once polluted industrial site.

Portsmouth Township

Based on use by its citizens, planned improvements to the area adjacent to the township hall, provides new and expanded uses for the public.