Agency Policy on State Water Trail Designations
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Designated Water Trails Program Background
For Michigan’s early residents—both Native and European—blue highways were the preferred mode of transportation. Rivers and lakes defined settlement patterns, trade routes, economic development and identity. Today these same waters, united in a comprehensive water trails system, can promote economic development and healthy communities as they offer residents and visitors the Michigan experience provided by welcoming, exceptional people living amidst extraordinary natural resources.

The Statewide Comprehensive Outdoor Recreation Plan, DNR-Managed Public Land Strategy (Land Strategy), the Comprehensive Trail Plan (Trail Plan), the Parks and Recreation Division Strategic Plan, and the Water Strategy all call for the establishment of a statewide system of designated water trails. Water trails present great opportunities to grow local and regional economies, strengthen regional identity, attract out-of-state tourists and workers, promote healthy lifestyles and showcase Michigan’s incredible water resources.

The State Water Trail Designation Program will provide sound information to help customers make recreational activity choices and to provide a level of expectation for the trail experience. A trail designation system will provide a template of information to potential water trail users and will include:

- The length of the trip and time required to complete it
- The type of trip, motorized or non-motorized
- The degree of challenge and skills required
- The degree of solitude, safety and natural viewsheds
- Predictable or unpredictable paddling factors one might experience
- Access sites, amenities and accessible features
- Community cultural and natural heritage assets connected to the trail

Clear, consistent communication about trails will contribute to successful recruitment and retention of new water trail users and encourage return visits to regional destinations, bringing this emerging recreation demographic to new cities and regions.

Key Goal/Measurable Objective:
The goal of the State Water Trail designation program is to create a sustainable system of water trails that are geographically dispersed, locally supported, and offer a diversity of experiences. These experiences will include varying lengths, scenery, heritage exploration, water trail challenges (or difficulty levels) and amenities. Water trails can be a catalyst for improved recreational opportunity, resource conservation, healthy lifestyles and local prosperity.

The measurable objective established in the Trail Plan and repeated in the Land Strategy is:
*Within five years, designate public water trails that have appropriate signage, amenities, safety measures, and promotion on 30 percent of Michigan’s navigable waters, five connected lake systems and 75 percent of Michigan’s Great Lakes shoreline and connecting channels.*

Program Needs:
While federal and state agencies, communities, and organizations have made substantial investments in the infrastructure necessary to support a designated water trail system, there are program pieces absent, including:

- Standardized criteria to be considered a state-designated water trail for facilities and amenities such as:
  - Location of primary access sites, access sites and rest areas.
  - Signage and comprehensive mapping
- Overnight accommodation & camping opportunities
- Restrooms, potable water and accessible features
- Emergency contact and safety measures

- An inventory of existing and potential trails that currently meet the criteria.
- A means to officially designate the trails.
- A marketing and promotional campaign for designated trails.
- A process for public input on potential designated trails.
- A means to ensure respect for property owners adjoining a designated trail.
- Funding sources for local trail development, operations and maintenance, and statewide program management.
- Establishment of strong partnerships.
- Comprehensive understanding of all existing management plans for a water body, such as the Michigan’s Natural Rivers and the Federal Wild and Scenic Rivers and land use plans and laws that regulate adjacent lands.

This document provides a comprehensive plan for establishing a water trails program within the DNR, supported by partners in the public and private sectors.

**Authority for Establishing a Designated Water Trails Program:**
PA 451 of 1994, Section 502: “The Department may provide and develop facilities for outdoor recreation.”

**Definitions:**

- **Access Site:** Public (federal, state, county or local units of government) or private land where it is legal for the general public to access, launch and land a watercraft into and from its adjoining waters. Access sites will have at least some legal parking along a public roadway. Access sites are also rest areas and may include amenities.

- **Barrier Free Access:** A facility and its amenities can be approached, entered and used by persons with disabilities.

- **Designee:** The designee is defined as the public or non-profit body that has applied and received state water trail designation on a particular water system.

- **DNR:** Michigan Department of Natural Resources

- **Lake systems:** Lakes that are linked either through connecting waters or a portage.

- **Launch:** The mechanism used to access the water. Whenever possible, the type of launch should match the context of the surrounding environment. Launch types may include a natural surface (shoreline), paved ramp, geo-textile mat, stairs, dock, cantilever dock, floating dock, and designated launch that meet the guidelines to be barrier free.

- **Primary Access Site or Trailhead:** A designated, legal access site that is promoted for use by the water trail and serves as a trailhead. The primary access site will have an appropriate launch and landing facility for the context of the site, off street parking for vehicles, water trail and local wayfinding signage and amenities such as restrooms, potable water, picnic areas and boat racks. A primary access site is also an access site and a rest area.

- **Portage:** The practice of carrying water craft or cargo over land, either around an obstacle in a river, or between two bodies of water.

- **Rest areas:** Places where it is permissible to land a watercraft, but not a place to access the water from a road. Rest areas may have campsites and amenities.

- **Trailhead:** See Primary Access Site
**Water Trail**: Recreational routes, motorized or non-motorized, on waterways with a network of public access sites.

**State Designated Water Trails**: Water trails that have been approved for designation by DNR, following a prescribed process. Designated water trails are supported by broad-based community partnerships and a statewide marketing program, which provide conservation, heritage and recreation opportunities.

**Pure Michigan Water Trails**: Exceptional Michigan water trails designated under public law, and developed under a separate section of rules (Section 72112 of 2014 PA 210, MCL 324.72112, and Executive Reorganization Order Nos. 1991-22, 2009-31, and 2011-01, MCL 299.13, 324.99919, and 324.99921)

**National Water Trails**: A subset of the national recreation trail program and meet the national water trail designation criteria found at the Rivers, Trails, and Conservation Assistance Program at the National Park Service.
Designated Water Trail Criteria

The DNR, in designating a water trail, will seek to ensure the following:
1. A quality trail experience
2. Clear information for users
3. Broad community support
4. A sustainable business, maintenance & marketing plan

1. **A Quality Trail Experience Description**
   A. The water trail is a waterway that is open to public recreational use.
   B. The water trail has publicly available access sites and rest areas in reasonable distances depending on the designated type of experience of the trail.
      a. All access sites and rest areas shown for the trail have been approved by the landowner to be a part of the water trail. The goal is to reduce potential conflicts and maintain public support for accessible water trails.
   C. The water trail has reasonable amenities depending on the designated type of trail experience. Amenities may include restrooms, picnic areas, overnight lodging, camping, parking and drinking water.
      a. Restroom facilities may be available on all trail types but can range from modern facilities to rustic. The spacing between restroom locations will vary by trail segment description.
      b. Provide information on trail segments that provide barrier free access and amenities.
   D. Wherever possible, programmed experiences are available to allow for increased enjoyment of the trails, understanding of the natural and cultural resources related to the trails, boating skills, outdoor ethics and efforts to improve the quality of the waterway and its water. There is an interpretive plan for the trail (or active effort to develop) that identifies its cultural and natural heritage, and ways those will be shared with the public (e.g. festivals, local exhibits, signage, mobile apps, print or web).
   E. Water trails, where possible, have connections to other recreational opportunities. Examples include camping, bicycling and hiking trails, fishing, hunting, cultural and historic experiences, etc.

2. **Provide Clear Information for Users**
   A. A map, guide and web-based information is available that contains sufficient detail to allow the public confidence to plan and use the trails including:
      a. Access site locations, including photos, accessible features and amenities
      b. Trail routes and trail lengths (in miles and time)
      c. Degree of challenge and hazard expectation within trail segments
      d. Natural and cultural heritage features
      e. Significant landmarks
      f. Length and difficulty of portages
   B. Consistent designated water trail signage is used along the trail. Signs may include direction to nearby amenities and cultural resources. Interpretive signs about cultural and natural resources are encouraged.
   C. Information promotes safety and encourages “leave no trace” principles.
      a. Standard signs to warn of man-made hazards such as dams or electrical lines are used on all trails.
      b. Primary access sites are marked with reflective signage visible from water and will include wayfinding signage and emergency information.
      c. Emergency contacts are listed on electronic and printed publications.
d. Communicates ordinary risks with water recreation, including safety messages about personal floatation devices, self-rescue, first aid skills, natural and man-made obstacles, paddler immersion and contact with water, ambient water quality, high water or flood events, severe weather and high wind or waves.

3. **Demonstrate Broad Community Support**

   A. The proposed water trail will be supported, managed and maintained by one or more organizations and supported by local communities adjoining the trail, who have entered into a written agreement with each other. Successful outcomes for water trail designation will be achieved by diverse community representation from sectors, such as, recreation, education, conservation, heritage, business, public safety, health, and local, regional and state government.

   B. Support from participating local governments adjacent to the water trail is demonstrated by governing body resolution.

4. **Demonstrate a Sustainable Business, Maintenance & Marketing Plan**

   A. A plan exists that shows how the proposed water trail will meet a quality trail experience and user information expectations in conjunction with public/private partnerships (i.e. local liveries).

   B. This plan will include a thorough inventory of environmental, natural and cultural assets along the waterway, including, but not limited to, existing public or private amenities, access sites, rest areas, and accessible features.

   C. This plan identifies gaps in the desired trail and suggests strategies to address the gaps.

   D. This plan is designed so that increased use of the trail will not degrade the local experience, cultural resources, the environment or existing recreational uses. The plan will identify programs and facility designs to ensure long-term sustainability of the waterway.

   E. The trail is in compliance with applicable local, state and federal land use plans and environmental laws.

   F. The trail has in place a trail partnerships/collaboration/agreement with partners that have a demonstrated ability to support routine and long-term maintenance investment on the water trail.

      a. The agreement includes a plan to meet the maintenance standards for the trail as adopted by the DNR and maintenance is conducted to these standards.

      b. Controls are in place to discourage vandalism.

      c. Periodic audits are scheduled to ensure standards are being met.

   G. Trail information is promoted locally and as part of the State’s marketing program.

   H. A local marketing plan has been developed to promote the trail, types of water trail designations and descriptions, location tools, etc.
Michigan’s State Water Trail Designation Types

There are three types of state designated trails: Inland Water Trails, Great Lakes Water Trails and Motorized Water Trails. An Inland Water Trail can be along any water systems (inland lakes, connected lakes and/or river systems, or rivers) that are not on the Great Lakes. A Great Lakes Water Trail is along the shore of any of Michigan’s Great Lake shoreline including all connecting water bodies such as St. Mary’s River, Lake St. Clair and the Detroit River. A Motorized Water Trail can be on either inland waters or on the Great Lakes. All designated Water Trails should identify any segments that have barrier-free entry and exit access points.

Inland Water Trails, non-motorized
Non-motorized Inland Water Trail designees will provide users with information on the difficulty level, beginner, intermediate or advanced and expectations of amenities for paddlers for each segment of the water body as follows:

1. Beginner Trail Segments
   A. Typical Development Goals
      a. Exposing the greatest number of new users to paddling and/or water trails.
      b. Appropriate for large groups, children and new water trail users.
      c. Trips can be tailored for short excursions or longer, but should provide options for those with less experience.
      d. Emphasis on communicating access, use of safety equipment, hazards, building skills and confidence of new trail users.
      e. Woody debris is important for stream ecosystem health and for the food chain, and care should be taken in considering removal/repositioning for water trail purposes. Users shall be aware that they will need to avoid these hazards, and should be aware that they may be present.
      f. Educational opportunities should be included, not only for skill development, but also environmental, conservation, and historical interpretation to enhance user experience.

   B. User Expectations
      a. A predictable experience, with minimum exposure to hazards that is appropriate for new or beginner paddling skills.
      b. A readily enjoyable setting that will appeal to new paddlers.
      c. Hazards, access sites, rest area information, and wayfinding will be well-communicated by signage.
      d. Shorter length trips will be facilitated by having accessible and frequent access sites.
      e. Amenities are adequately spaced including rest areas, restrooms, drinking water and other amenities.
      f. Trail segments that are barrier free, meaning they provide accessible launches at both the put in and take out locations, should be identified.
      g. Motorized boats may be present.

   C. Paddling Skills Needed
      a. New to basic paddling skills.

   D. Access or Rest Area Spacing
      a. Launches, access sites and rest areas will vary by distance and conditions but on average an access site will be available every 1-2 hours of float time or 3-6 miles.

   E. Lake, river and stream characteristics
      a. Slow or moderate flow streams in normal conditions (meaning no bank-full discharge or flood stage conditions).
      b. Small inland lakes will have little or no current, and normally possess limited wave action.
      c. Under normal conditions, there will be few obstacles and hazards, such as large woody debris (strainers) and low-head dams. With the inherent dangers of low-head dams, designating a stretch of river as a beginner segment should be discouraged, if not prohibited.
      d. Portage around obstacles is non-existent or minimal.

2. Intermediate Trail Segments
   A. Typical Development Goals
a. Provide day-trip opportunities, and have potential for overnight, group and family experiences.
b. Provide longer and slightly more difficult experience than that of a beginner segment.
c. Access sites and amenities may be less developed and farther apart compared to beginner segment.

B. User Expectations
a. A slightly less predictable experience than a beginner segment which will require some boat control and intended for paddlers with some experience and stamina.
b. May have varied settings and natural vistas.
c. Dam hazards, access sites and wayfinding will be communicated by signage as needed.
d. Trip length could increase and rest areas may be less frequent when compared to a beginner segment.
e. Amenities may be more rustic than on a beginner segment.
f. Portages will be signed.
h. Trail segments that are barrier free, meaning they provide accessible launches at both the put in and take out locations, should be identified.
i. Motorized boats may be present.

C. Paddling skills needed
a. Basic boat control.
b. Forward and reverse strokes.
c. Basic self-recovery skills, such as tip-over.
d. Basic map reading or GPS skills.

D. Access or Rest Area Spacing
a. Launches, access sites and rest areas will vary by distance and conditions, but could be spaced as long as 2-4 hours of float time or 6-12 miles.

E. Lake, River and Stream Characteristics
a. Varies from narrow and sinuous to wider channel stretches
b. Some sandbars, rocks, riffles, strainers or mild rapids under normal conditions.
c. May require some portages.
d. Lakes may have expectation of moderate waves when windy, or moderate current.

3. Advanced Trail Segments
A. Typical Development Goals
a. Day trips and multiple day trips are possible.
b. Rustic launches may be more difficult for some users, including steep slopes.
c. Long portages may be present and may be signed.
d. Resource protection, conservation of habitat and experiential wilderness recreation may be key goals.

B. User Expectations
a. Advanced trail segments will be a more difficult experience than intermediate segments and is more suited to advanced paddlers and skills.
b. Paddler expects to manage risk and should possess self-rescue skills.
c. Some degree of solitude and expectations of scenic vistas with little evidence of built infrastructure (bridges, power lines, homes, etc.) may be present.
d. Segments may include stretches of whitewater rapids.
e. Expect varied settings and conditions.
f. Navigational aids may be infrequent on the river or large water bodies.
g. Launches, access sites and/or rest areas may be far apart and rustic.
h. Dam hazards and primary access sites are communicated by signage.
i. Cell phone coverage may be limited or non-existent.
j. Trail segments that are barrier free, meaning they provide accessible launches at both the put in and take out locations, should be identified.
k. Motorized boats may be present.

C. Paddling skills needed
   a. Good to excellent boat control.
   b. Advanced tip over recovery skills.
   c. Good endurance.
   d. Navigational skills.
   e. Ability to create a trip plan and provide information to someone who can contact authorities if overdue or in an emergency.

D. Access Spacing
   a. Launches, access sites and rest areas will vary by distance and conditions, and access site location could exceed four hours of float time or 12+ miles.

E. Lake, river and stream characteristics
   a. May include faster water, rapids, large lakes, and expansive wetland areas.
   b. Lake segments may include long open-water crossings and may encounter motorized vessels. There is a potential for high waves, coupled with steep or rocky shorelines.
   c. Streams may include moderate to high number of hazards, including rapids, logjams, strainers, dams and/or other obstacles.

Great Lakes Water Trails
Great Lakes Water Trail designees will provide users with information on expectations along the trail for each segment of the water trail as follows:
   A. Typical Development Goals
      a. Day trips and multiple day trips are possible.
      b. Mixture of modern and rustic access sites, some may be more difficult including steep slopes.
   B. User Expectations
      a. Trail Users expect to manage risk and should possess self-rescue skills in open water.
      b. Expect varied settings and conditions.
      c. Navigational aids will be infrequent.
      d. Access sites and/or rest areas may be far apart.
      j. Trail segments that are barrier free, meaning they provide accessible launches at both the put in and take out locations, should be identified.
   C. Skills needed
      a. Excellent boat control.
      b. Good endurance.
      c. Advanced tip over, recovery and self-rescue.
      d. Navigational skills and the ability and to understand and obtain weather and marine forecasts.
      e. The need to create a trip plan and provide information to someone who can contact authorities if overdue or in an emergency.
   D. Access Spacing
      a. Access sites and rest areas will vary by distance and conditions, and could exceed four hours of travel time or 12+ miles.
   E. Great Lakes characteristics
      a. On the Great Lakes high winds and high waves can occur and the trail user should be prepared for cold temperatures, fog or other weather conditions.
      b. Great Lakes segments can include long open-water crossings and may encounter large and small motorized vessels.
      c. Access sites may be limited with steep or rocky shorelines.
Motorized Water Trail
Motorized Water Trail designees will provide users with information and expectations of the trail and amenities for motorized water craft for each segment of the water body as follows:

A. Typical Development Goals
   a. Day trips and multiple day trips are possible
   b. Motorized access sites, such as marinas, re-fueling sites and recreational amenities, will be available at increment distances appropriate for motorized vessels.
   c. Mapping of access sites and amenities will create enjoyable motorized water trail experiences. Development of this experience and information for users should be a goal.

B. User Expectations
   a. Trail users expect to manage risk and possess self-rescue skills in open water.
   b. Dam hazards, motorized access sites and wayfinding signage is provided.
   c. Accessible features should be identified.
   d. Non-motorized boats and boats of various sizes and for various uses (not just trail users) may be present.

C. Skills Needed
   f. Navigational and boating safety skills and the ability and to understand and obtain weather and marine forecasts.
   g. The ability to create a trip plan to provide information to someone who can contact authorities if overdue or in an emergency.

D. Access Spacing
   b. Access sites will vary by distance and conditions, and could exceed four hours of travel time.

E. Trail Characteristics
   a. Trail can be around a lake or part of an interconnected lake systems that connect with navigable rivers.
   b. Lake segments may include long open-water crossings. There is a potential for high waves, coupled with steep or rocky shorelines.

Water Trails Designation Process
An organization(s) that desires to develop and manage a designated water trail, including the DNR, shall submit to the department an application that demonstrates its ability to provide the following:

1. Describe the quality trail experience
   A. Provide a written summary of the trail including trail designation type and segment experiences and length.
   B. Maps of river, river segments or water body, which includes all available access sites, rest areas, amenities, signage and launch type plus known static hazards such as dams.
   C. Name, photos and lists of access sites, launches, rest areas and signage. Launches, access sites and rest areas need to have adequate spacing as indicated in segment descriptions
   D. Plan for providing educational opportunities on natural and cultural heritage, conservation and health.
   E. Documentation of land-owner approval of public and privately owned access sites and rest areas.
   F. Trail segments that are barrier free, meaning they provide accessible launches at both the put in and take out locations should be noted. All barrier free amenities should be noted and described.
   G. Provide a plan for promoting safe trail use that respects the water, lands and private property including leave no trace principles.

2. Provide clear information for users
A. Standardized safety and wayfinding signage in place on the river or a written commitment to install it within one year of designation.
B. Provide adequate information (stewardship, safety, rules, etc.) in various formats, including electronic or printed (maps, websites, pamphlets, etc.).

3. **Demonstrate broad community support**
   A. Minutes of public meeting(s) held in the largest population center near or adjoining the river to obtain input and explain the value of the trail.
   B. Resolutions of support from the government entities adjoining the trail.
   C. List of partners involved with the trail, including those participating from the education, heritage, conservation, tourism, business, or health sectors.

4. **Provide a sustainable business plan that includes maintenance, marketing and emergencies**
   A. Provide written documentation of a sustainable business plan that includes goals for development, management, promotion, operation and maintenance plans.
   B. Documentation that the trail and amenities meet all local, state and federal land use plans and laws.
   C. Inventory of cultural and natural heritage assets, conservation concerns and explanation of how they are incorporated into the trail.
   D. Plan for providing educational opportunities on natural and cultural heritage, conservation and health.
   E. Provide documentation on existing trail partnerships/collaborations/agreements.
   F. A proposed Memorandum of Understanding (MOU) or Memorandum of Agreement (MOA) between the organizations committed to developing, operating and maintaining the trail.
   G. Provide the budget and proposed sources of funding for managing and maintaining the trail.
   H. Emergency planning and communication plan that will inform first responders, engage in their feedback and provide agencies with maps, launch sites, etc.
   I. Provide a viable marketing plan, including budget and source of funding.

**Application Review and Designation Process:**

1. **Review**
   A. The application shall be submitted to the DNR Water Trail Coordinator who will review the application and do any further research such as inspect the water body, to determine if it meets the criteria for designation.
   B. If it meets criteria, DNR Water Trail Coordinator shall input the water trail information on the State’s Trail Proposal System. This system will allow for each DNR department to review and make comments on the proposed trail. The State Trail Coordinator will have final approval of such a proposal.
   C. If criteria are not met or the proposal not approved, the DNR Water Trail Coordinator shall provide feedback to the applicant organization and/or committee.

2. **Designation**
   If the trail proposal is approved, designation of a state designated water trail is announced as follows:
   A. Designation will consist of a letter from the DNR State Trail Coordinator and a Memorandum of Agreement (MOA) between the DNR and the applicant. The MOA shall be written for a period of time no shorter than 10 years.
   B. A DNR press release is done to announce the designation.
   C. DNR incorporates the trail into its maps and marketing materials.
   D. State Designated Water Trail branding/signage are placed in appropriate locations.
**Auditing a State Designated Water Trail:**
The designee shall perform an audit on the trail, per the DNR water trail audit process, bi-annually and as weather conditions warrant, to determine if the trail continues to meet the Designated Water Trail Criteria for being a state designated water trail, including the maintenance standards established for water trails and revise any segment descriptions as appropriate in marketing materials.

If the trail does not meet the criteria and standards for being a State Designated Water Trail, the DNR will work with the designee on the MOA to assist them in meeting the criteria and standards.

The designee must promptly address identified shortfalls in operations and maintenance and safety to meet the criteria and standards.

If the designee fails to address known operations and maintenance issues per the State Designated Water Trail criteria, then the DNR State Trail Coordinator will prepare to remove the designation status of the water trail per State process.

If the water trail is removed from state designation, the designated water trail shall be removed from all marketing information and all designated water trail identifiers along the trail shall be removed by the designee.
Suggested Water Trail Planning Process

In order to evaluate rivers, lakes and other water bodies as a State Designated Water Trail, the following process is recommended:

1. Local interested groups will meet with the DNR Water Trail Coordinator to discuss the strategy and need, core work team and stakeholders. Stakeholders should include the following: the primary DNR land administering division’s program manager, DNR Regional Trail Coordinator, DNR Fisheries Division, Natural Rivers Program Manager if applicable, Federal lands stakeholders if applicable, local and regional government officials, recreation providers, local economic development agencies and tourism groups, user groups and business, health professionals, environmental and cultural interest groups.

2. The lead organization will develop an agenda for the first “core team” meeting, which will include determining commitments, identifying other staff or local representatives who should be included in the core team, information needs, and next steps.
   A. The core team will also inventory and map the water trail and its amenities, determine gaps based on the Designated Water Trail Criteria and define the water trail, describe the significance of the water trail, identify potential stakeholders, and prepare the agenda for one or more stakeholder meetings.

3. First stakeholders meeting(s)
   A. Identify additional stakeholders and perform public outreach.
   B. Obtain feedback on dedicating the river or lake as a water trail, including identifying opposition/support and potential challenges.
   C. Review criteria and identify opportunities to create a quality trail experience, clear information for users, broad community support, a sustainable business plan, and a viable marketing plan.

4. Subsequent meetings – may include planning, mapping, signage, funding support, an inventory of natural and cultural heritage assets, linkages to other recreational facilities, businesses, and concurrence from local units of government adjoining trails.

5. Public meetings – held in the largest population centers near or adjoining the river to take comments on the designation of the river and seek inventory input.

6. Seeks formal resolutions of support from local communities adjoining the lake/river for designating the water trail.

7. A sustainable business plan including development, management, promotion and maintenance will be completed by the core team and lead agency. An inventory of the cultural and natural heritage assets and conservation concerns and explanation of how they are incorporated in the trail design.

8. Existing trail partnerships/collaborations/agreements will be identified including a lead agency for trail promotion.

9. The team will have a viable marketing plan including a budget and source of funding for managing and maintaining the trail.

10. When ready, follow the application review and designation process.