

SECTION I
INTRODUCTION

MASTER PLAN
DESIGN MEMORANDUM NO. 10 (REVISED 1974, UPDATED 1979, 1986, 1997)
CARLYLE LAKE, ILLINOIS

SECTION I - INTRODUCTION

1-01 AUTHORIZATION

Carlyle Lake is located in south central Illinois, approximately 50 miles due east of St. Louis. The Corps of Engineers began construction on the multi-purpose lake in 1958 and completed the project in 1967. The lake is twelve miles long and 1-3 miles wide and has approximately 26,000 acres of water surface at summer pool. Lake shoreline is 83 miles and there are approximately 11,000 acres of public land associated with the project. The Corps of Engineers and the State of Illinois Department of Natural Resources (IDNR) operate recreation areas and manage the public lands and fisheries of the lake.

Federal laws provide that land and water areas of Department of the Army reservoirs, constructed for the primary purposes of flood control, navigation, and/or hydropower, shall be administered to encourage and develop all collateral uses such as water supply, public parks and recreation, conservation of fish and wildlife resources, pollution abatement, and other purposes in the public interest.

Carlyle Lake was authorized by the Flood Control Act of 1938 and modified by the Flood Control Act of 1958 based on Chief of Engineer's recommendations presented in House Document No. 232, Eighty-fifth Congress, 1st Session.

This plan has been prepared in accordance with guidance contained in

1. ER 1165-2-400 Water Resource Policies and Authorities, Recreational Planning, Development, and Management Policies (1985)
2. ER 1110-2-400 Design of Recreation Sites, Areas, and Facilities (1988)
3. ER 1120-2-404 Investigation, Planning and Development of Water Resources - Federal Participation in Recreational Development (1970)
4. ER 1130-2-400 Management of Natural Resources and Outdoor Recreation at Civil Works Water Resource Projects (1985)
5. EM 1110-1-400 Recreation Planning and Design Criteria (1987)
6. ER 1130-2-550 Chapter 3: Project Master Plans and Operational Management Plans (1996)
7. EP 1130-2-550 Chapter 3: Project Master Plans and Operational Management Plans (1996)
8. ER 1130-2-406 Shoreline Management at Civil Works Projects (1990)

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1-02 PROJECT PURPOSES

The purposes of the project include flood control on the Kaskaskia and Mississippi Rivers, navigation releases for the Kaskaskia River, domestic and industrial water supply, water quality enhancement, fish and wildlife conservation, and recreation.

1-03 PURPOSE OF THE MASTER PLAN

The original Master Plan was intended as a guide for the orderly and coordinated development and management of all lands and water areas of the project. It presented data on the scope of development considered adequate for initial public use and an estimate of future requirements. Subsequent supplements, revisions and updates have continued to guide the use, development, and management of land and water resources at Carlyle Lake. This plan is an updated version of the 1986 plan. All planning, management and development actions should be consistent with the land use classifications and resource objectives presented in this plan. The master plan presents an inventory and assessment of land and water resources and physical improvements, analysis of resource use and an evaluation of existing and future needs required to protect and improve the values of the resource base. A study was conducted to estimate the demand for marina services and the best means to meet projected demand for wet and dry boat storage. The plan also incorporates the Maintenance and Repair Plan which includes a facilities inventory and ten-year replacement/rehabilitation schedule.

1-04 PRIOR MASTER PLANS AND SUPPLEMENTS

a. The original Master Plan, which was approved in June 1962, had accumulated by 1974, a total of nine supplements and three letter reports requesting changes or additions to the original document. The following is a brief summary of the twelve submissions:

(1) Supplement No. 1, 29 June 1964, presented revisions to the Patoka and Tamalco access and boat dock areas. It contained provisions for the development of additional basic public-use facilities by the Corps which were to have been furnished by the recreation service concessionaire at each area. The proposed facilities included a boat launching ramp with related parking, sanitary and picnicking facilities, and potable water. It was determined that the Corps would provide those basic public use facilities for which fees could not be charged to the public for use. This Supplement was approved by ENG CW-OM, 2d Endorsement, 4 September 1964.

(2) Supplement No. 2, 7 August 1964, proposed upgrading the surfacing for all access roads and parking areas. In recreational areas, all roads with A-1 or A-2 bituminous surface treatment and dust settling treatment would be improved to a type A-3 bituminous surface treatment. Upgrading of road surfacing was proposed as a result of additional studies which indicated that it was more economical to provide a higher quality surfacing, requiring less maintenance and lower operating costs. This Supplement was approved by LMV GU/LMV KO, 1st Endorsement, 13 August 1964.

(3) Supplement No. 3, 30 March 1967, proposed the upgrading of sanitary facilities at the Spillway, Dam West, and Dam East Recreation Areas. Improvements included converting the existing SC-2 comfort stations (vault type) to SC-1 waterborne comfort stations, and construction of a washhouse and trailer dumping station in the camping area at Dam West. Supplement was approved by LMV CO-O, 1st Indorsement, 21 April 1967.

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(4) Supplement No. 4, 19 June 1967, proposed the upgrading of sanitary facilities at the Coles Creek Recreation Area. Improvements included converting the existing SC-2 comfort stations (vault type) to SC-1 waterborne comfort stations, construction of a washhouse and a trailer dumping station, and construction of sewage treatment facilities. Supplement was approved by LMVCO-O, 1st Indorsement, 27 July 1967.

(5) Letter, LMSED-BR, this office, 12 January 1968, subject: Request for Change in Concession Boundary, West Access Area, Carlyle Reservoir, Illinois. Adjustment of the boundary provided more efficient means for administration and control for collection of user fees to the Federally developed camping facilities at the Dam West Recreation Area. In addition, the boundary change enhanced the attractiveness of the concession lease area parcel which had not yet been readvertised for bidders. Letter was approved by LMVCO-O, 1st Indorsement, 16 January 1968.

(6) Letter, LMSED-BR, this office, 11 October 1968, subject: Request for Change in Land Use - Carlyle Reservoir, Illinois. Because of the general topography at the project, availability of natural, protected concession harbors was limited. After an evaluation was made to consider the location of potential harbor sites, it was determined that an additional commercial concession area should be designated in the Master Plan. The purpose of this letter was to request a change in land use zoning from future camping area to future commercial concession for approximately 10 acres of land at the Coles Creek Recreation Area. Letter was approved by ENGCW-PV, 2d Indorsement, 12 November 1968.

(7) Supplement No. 5, 7 February 1969, proposed land use zoning of six sites for Priority II and III land use. The Carlyle Master Plan provided for the development of lands to meet Priority I needs, both initially and for future use. Lands to meet the project operational requirements were also designated in the Master Plan. The purpose of this supplement was to allocate lands for group quasi-public recreational purposes. The supplement was returned for further consideration by ENGRE-MI, 4th Indorsement, 30 April 1969. It was recommended that Priority I requirements be reevaluated to insure that adequate lands would be available over the planned economic life of the project. Consideration would then be given to the allocation of remaining lands for Priority II and III uses. The considerations were presented in SECTION VIII of the revised Carlyle Master Plan.

(8) Letter, LMSED-BR, this office, 25 April 1969, subject: Request for Approval of Commercial Concession Location, Coles Creek Recreation Area - Carlyle Reservoir, Illinois. In accordance with approval obtained from a letter described in paragraph (6) above, planning for a commercial concession at the Coles Creek Recreation Area was accomplished. It was requested that the plan and location as presented be approved. Letter was approved by ENGCW-PV, 2d Indorsement, 22 May 1969.

(9) Supplement No. 6, 26 November 1969, proposed improvements pertinent to the development of commercial concession sites as contained in the approved Master Plan for the Keyesport, Boulder, Coles Creek, and Dam West Recreation Areas. The scope of development for each of the concession locations which have been approved involved the excavation of boat harbors and the construction of breakwaters to provide protection for them. Supplement was approved by ENGCW-PV, 2d Indorsement, 9 March 1970.

(10) Supplement No. 7, 15 January 1971, proposed that electrical facilities for camping trailers be provided at the campsites in Coles Creek Recreation Area. In addition, it was proposed that such facilities be

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installed in all Corps developed campsites at this project. Advance approval was requested for the Coles Creek Recreation Area to facilitate inclusion of the electrical facilities in a contract then being prepared for the upgrading of sanitary facilities. Supplement was approved by LMVPD-R, 1st Indorsement, 26 February 1971.

(11) Supplement No. 8, 2 April 1971, subject: Multi-purpose Forest Management Plan for Carlyle Lake. Returned for revisions by LMVCO-O, 1st Indorsement, 8 June 1971. This supplement was not resubmitted. It was included in the OPERATIONAL MANAGEMENT PLAN, which was a part of the Revised Master Plan.

(12) Supplement No. 9, 5 November 1971, proposed the upgrading of sanitary and recreational facilities at the Boulder Recreation Area. Modifications proposed included a washhouse structure, trailer dumping and waterfill stations, fish cleaning station, electric service at campsites, swimming beach, and a control station for campground management and collection of user fees. Supplement was approved subject to comments (which included deletion of the proposed electric service for campsites) by 2d Indorsement, DAEN-CWP-V, 9 March 1972.

b. The revised Master Plan, approved in February 1974, accumulated four supplements requesting changes to the document. The following is a brief summary of the four approved supplements:

(1) Supplement No. 1, 14 November 1974, proposed the upgrading of beach sanitary facilities at the Dam West and Coles Creek Recreation Areas to meet State of Illinois Recreation Rules and Regulations established by the Department of Public Health. This Design Memorandum was approved by LMVPD in a 1st Indorsement of 19 November 1974.

(2) Supplement No. 2, 21 May 1976, proposed an approach to the future development of commercial marina concessions at Carlyle Lake to insure economic survival of the existing concessionaires at the lake. This Design Memorandum was approved by LMVPD in a 1st Indorsement on 7 June 1976.

(3) Supplement No. 3, 21 January 1977, proposed approval of updated plans, submitted by the Illinois Department of Natural Resources, for recreation resource development on public lands managed by this state agency at Carlyle Lake. This supplement was approved by LMVPD in a 1st Indorsement dated 25 February 1977.

(4) Supplement No. 4, 31 July 1979, recommended approval of proposed land use reallocations, construction of several items needed to enhance or complete developed areas, and updated all site plans to reflect their as-built condition. This supplement was approved by LMVPD by a 3rd Indorsement dated 14 December 1979.

c. A letter from DAEN-CWO-R dated 31 March 1980 was sent to LMVPD-R and transmitted to LMSPD-R on 9 April 1980. This letter directed that ER 1105-2-167, Resource Use: Establishment of Objectives, was to be incorporated into future supplements/Master Plan Updates submitted for approval.

d. The updated 1986 master plan (Supplement No. 5) has accumulated two additional supplements. A brief description of the updated plan and additional supplements follows.

(1) Supplement No. 5, dated 11 December 1986, required review and approval of updated Master Plan. The prime purpose of this supplement was

to provide an update of all obsolete material in the text, revise the site plan drawings to reflect the current as-built condition, reevaluate the land use zoning designations project wide, develop resource use objectives, increase recreation area efficiency and reduce O&M costs and modify one comfort station to include shower facilities at the McNair Group Camping Area. Supplement was approved by LMV-PD-R on the 5th Endorsement dated 10 September 1987.

(2) Supplement No. 6, dated 28 September 1989 proposed the remodeling of two comfort stations to provide shower facilities, the removal of three vault toilets, and the construction of two water-borne comfort stations in the Dam West and Coles Creek recreation areas and the Lotus Cove Group Camp. Supplement was approved by LMV-PD-R on the 1st Endorsement dated 7 November 1989.

(3) Supplement No. 7, dated 6 July 1992 provided information concerning the proposed construction of a resort lodge and an eighteen hole golf course within and adjacent to the Dam West Recreation Area. Information was included regarding a land exchange of South Shore State Park for the resort area. An environmental assessment was attached to address environmental concerns associated with the proposed resort development. Supplement was approved by LMV-PD-R on the 1st Endorsement dated 10 August 1992.

1-05 APPLICABLE PUBLIC LAWS

Development and management of federal reservoirs for various purposes is provided under several statutes. These laws cover development of recreation facilities, licensing of project lands for fish and wildlife purposes, protection of natural resources, and leasing of project lands for incidental uses other than recreation.

a. Recreation. Development and management of recreation facilities at Department of Army constructed reservoirs by the Corps of Engineers, by other governmental agencies, local groups, or individuals is authorized under the following public laws:

(1) Section 4 of the **Flood Control Act**, approved 22 December 1944 (Public Law 534, 78th Congress), authorizes providing facilities for public use, including recreation and conservation of fish and wildlife.

(2) The **River and Harbors Act**, approved 2 March 1945 (Public Law 14, 79th Congress), specifies the rights and interests of the states in watershed development and water utilization and control, and the requirements for cooperation with state agencies in planning for flood control and navigation improvements.

(3) The **Land and Water Conservation Fund Act**, approved 3 September 1964 (Public Law 578, 88th Congress, 78 Stat. 897), contains provisions by which the Corps may charge for admission and use of its recreation areas under prescribed conditions.

(4) The **Federal Water Project Recreation Act**, approved 9 July 1965 (Public Law 72, 89th Congress, 79 Stat. 213) contains cost sharing provisions for acquisition of lands and development of recreation facilities for water resources projects authorized after 1965. It also provides for cost sharing development of new areas that were not part of initial project construction.

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(5) The **Architectural Barriers Act of 1968** (Public Law 90-480) together with the acts and amendments listed in 6, 7, and 8, below provides information and guidance regarding universal accessibility for persons with disabilities to the U. S. Army Corps of Engineers recreation facilities and programs.

(6) The **Rehabilitation Act of 1973** (Public Law 93-112) and the Rehabilitation Act Amendments of 1974 (Public Law 93-516) (see 5 above).

(7) The **Rehabilitation, Comprehensive Services, and Developmental Disabilities Amendments of 1978** (Public Law 95-602) (see 5 above).

(8) The **Americans with Disabilities Act of 1990** (Public Law 101-336) (See 5 above).

(9) The **Omnibus Budget Act - Day Use Fees**, approved August 10, 1993 (Public Law 103-66), contains provisions by which the Corps may collect fees for the use of developed recreation sites and facilities, including campsites, swimming beaches, and boat launching ramps but excluding a site or facility which includes only a boat launch ramp and a courtesy dock.

b. **Fish and Wildlife.** The fish and wildlife aspects of resource development were authorized under the following public laws:

(1) The **Fish and Wildlife Coordination Act**, approved 14 April 1946 (Public Law 732, 79th Congress, 48 Stat. 401), provides authority for making project wildlife lands available for management by interested federal and State wildlife agencies.

(2) The **Fish and Wildlife Coordination Act**, approved 12 August 1958 (Public Law 624, 85th Congress, 72 Stat. 563), provides for more effective integration of a fish and wildlife conservation program with federal water resource developments.

(3) The **National Environmental Policy Act of 1969** as amended (42 USC 4321 et seq) declares a national environmental policy and requires that all federal agencies shall to the fullest extent possible use a systematic, interdisciplinary approach which integrates natural and social sciences and environmental design arts in planning and decision making.

(4) The **Endangered Species Act of 1973** as amended (16 USC 1531 and 1536) requires that federal agencies shall, in consultation with USFWS (or the National Marine Fisheries Service), use their authorities in furtherance of conserving endangered and threatened species and take such action as necessary to assure that their actions are not likely to jeopardize such species or destroy or modify their critical habitat.

(5) The **Water Resource Development Act of 1986**, Section 1135 provides for modifications in the structures or operations of a project, consistent with authorized project purposes to improve the quality of the environment i.e. restoration of fish and wildlife habitat.

c. **Forest Resources:** The production, protection and improvement of timber resources on project land is authorized and directed in the Forest Cover Act, approved September 6, 1960 (PL 717, 86th Cong., 74 Stat. 817). This law specifies that project land be developed and maintained so as to encourage, promote, and assure fully adequate and dependable future resources of readily available timber through sustained yield programs, reforestation,

and accepted conservation practices, and to increase the value of uses compatible with other uses of the project.

d. Other Incidental Uses: Title 10, United States Code, Section 2667, authorizes the lease of land at water resource projects for any commercial or private purpose not inconsistent with other authorized purposes, subject to specific restrictions thereupon, as set out in regulations, policy, and Delegations of Authority. Title 16, United States Code, Section 460d, authorizes use of public lands for any public purpose, including fish and wildlife, if it is in the public interest. Such uses are also subject to regulations, policy and delegations of authority. The use of project lands for easements and licenses is authorized in various Congressional Acts and codified in Titles 10, 16, 30, 32, and 43 of the United States Code. Lands and rights of way will be acquired pursuant to provisions of the **Uniform Real Property Acquisition and Relocation Assistance Act of 1970, P.L. 91-646**, as amended.

e. Cultural and Historical Considerations. A number of laws mandating the protection of cultural resources on public lands have been passed during the past 75 years. These laws and Executive Orders are summarized in Appendix A of St. Louis District Cultural Resource Management Policy (April 1982). The following laws subsume, clarify or supersede all previous cultural resource law:

(1) The **Archeological Resources Protection Act of 1979** (16 USC 470 et seq), Public Law 96-95, 96th Congress Revision and update of 1906 Antiquities Act. Protects archaeological resources and sites which are on public lands and Indian land, and fosters increased cooperation and exchange of information between governmental authorities, the professional community, and private individuals. The act requires and provides for permits to conduct scientific archaeological excavations by qualified individuals and also specifies criminal acts and provides for criminal and civil penalties.

(2) The 1980 **Historic Preservation Amendment to the National Historic Preservation Act of 1966**, Public Law 96-515, 96th Congress states a policy of preserving, restoring and maintaining cultural resources and requires that Federal agencies take into account the effect of any undertaking on any site on or eligible for the National Register of Historic Places.

(3) The **Archeological and Historic Preservation Act** as amended 16 USC 469 et seq. (Reservoir Salvage Act) provides for the preservation of historical and archaeological data which might otherwise be lost or destroyed as the result of flooding or any alteration of the terrain caused as a result of any Federal construction projects.

f. Other Cultural/Historical Laws. The **Native American Graves Protection and Repatriation Act** (P.L. 101-601) November 16, 1990, requires Federal agencies and museums to inventory human remains and associated funerary objects and to provide culturally affiliated tribes with the inventory of collection. The Act requires repatriation, on request, to the culturally affiliated tribes and establishes a grant program within the Department of the Interior to assist tribes in repatriation and to assist museums in preparing the inventories and collections summaries.

1-06 SCOPE OF REPORT

This memorandum is the second update of the revised Carlyle Lake

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Master Plan. It is primarily oriented to reflect current conditions, eliminate outdated information concerning the allocation of lake resources, and to formulate resource use objectives. This update reflects the current status of Carlyle Lake land and water use allocations and the status of proposed and future plans.