

SECTION XI – SPECIAL PROGRAMS

11.01 SECTION 1135 PROJECT

Section 1135 of the Water Resources Development Act of 1986 allowed modification of completed projects to restore environmental benefits. A potential fisheries habitat development project has been identified at Mark Twain Lake, but its feasibility is still being studied..

The fisheries habitat development project consists of improving littoral habitat quality for young fish that depend on shoreline structure. Quality fisheries habitat has declined with the increasing age of Mark Twain Lake. The shore area lacks structural complexity that would be provided by submerged aquatic vegetation or flooded terrestrial vegetation. Suitable littoral zone habitat facilitates predator avoidance and increases production of available prey for young fish, especially for largemouth bass. Poor habitat quality has resulted in decreased adult bass abundance and declining angler per catch unit. The Corps of Engineers proposes developing underwater habitat through the Section 1135 program in cooperation with the Missouri Department of Conservation. Cooperative opportunities may also be considered in the future for other aquatic/wetland resource projects through the Section 1135 program.

11.02 SPECIAL EMPHASIS PROGRAMS

Programs for youth, seniors and the disabled are an integral part of the recreation experience the Mark Twain Lake Project provides to the public. Volunteers provide most of the labor involved in support of these programs. In addition to a location for staging events, the project offers clerical and logistical support when appropriate. The special emphasis programs include, but are not limited to the following:

- (a) Boating programs.
- (b) Special hunts for game species, such as deer and turkey, in recreation areas where hunting is prohibited to the public.
- (c) Fishing Clinics.
- (d) Safety and Environmental Fairs.
- (e) Trail Rides.

These special emphasis programs do not prevent or interfere with the general public's recreation experience. Participation in these programs is limited to approved applicants and may be conducted in areas not specifically designated for such activities.

11.03 DIRECT FUNDING FOR HYDROPOWER MAINTENANCE

Direct Funding of Hydropower Activities – On October 28, 1999, a Memorandum of Agreement (MOA) was entered into by and between Department of the Army acting through the U.S. Army Corps of Engineers (Corps), the Southwestern Power Administration (SWPA), and the City Water and Light Plant of the City of Jonesboro, Arkansas which is part of the customer group served by SWPA. The purpose of this MOA was to establish a framework governing the respective activities at hydroelectric facilities of the Corps districts in the SWPA marketing region. The MOA was entered into pursuant to the War Department Civil Appropriation Act of 1936, the Flood Control Act of 1944, the Intergovernmental Cooperation Act of 1968, the Department of Energy Organization Act of 1977, the Water Resources Development Act of 1996, as well as relevant agency regulations and orders issued there under. Pursuant to this MOA, the parties shall enter into sub-agreements that will allow the Corps to accomplish properly identified and prioritized work items and will allow the customer group to provide funding through the City of Jonesboro for such work items. Such work items will include efforts for maintenance, rehabilitation, and modernization work at hydroelectric facilities owned by the Corps districts within the SWPA marketing region. Backlog maintenance projects that have been completed at the Clarence Cannon Power Plant include the “Rehabilitation of Intake Gates”, the “Replacement of Service Air Compressors” and the “Upgrade of Overhead Bridge Crane Electronic Controls”. Almost \$1.6 million in funding was provided through this MOA for these projects. Additional sub-agreements will address other maintenance work items that will greatly improve plant reliability.

In addition, direct funding of the routine operation and maintenance activities of the hydropower business function and the joint-use portions of project O&M work is being proposed under legislation in Congress and will be initiated through a MOA upon approval by Congress. This additional legislation will provide for the costs associated with the hydropower function to be funded through the MOA process by the customer group.

11.04 MULTI-USE TRAILS

Walking, bicycling, mountain biking, and equestrian-use activities are increasing on public trails. Statistics show that one-third of the public bicycles, more than half use walking trails, and in northeast Missouri, a large contingent use equestrian trails. The Joanna and Lick Creek multi-use trails have been

developed at Mark Twain Lake to meet these diverse user needs. In addition to normal trail activities, primitive camping and picnicking are available at identified sites to enhance the “outback” recreational experience.

The Joanna Trail begins at the John Spalding Recreation Area and travels along the north shore of the lake traversing oak/hickory forests with lake vistas, limestone bluffs, old fields and remnant prairies. The original trail was twelve miles long which included a one-mile connector trail to the Frank Russell campground. The trail was extended an additional 23 miles to Hunter/Fisherman Lot 16 in 1997. An additional 30-mile extension from Hunter/Fisherman Lot 16 to the Mark Twain State Park Boundary was approved for development in 1999.

The Lick Creek Trail begins at the trailhead across State Route J from the Ray Behrens Recreation Area and runs south along the shore of the Lick Creek Branch. The trail traverses terrain similar to the Joanna Trail and is eight miles long.

These trails have been developed and are maintained by numerous volunteers and formal partners. The Missouri Equine Council entered into a Challenge Partnership Agreement with the Corps to provide additional facilities and to maintain the two trails. Amenities such as disabled accessible loading ramps, bulletin boards, trail markers, a corral and a vault toilet have been made possible as a result of this agreement.

11.05 WATER SUPPLY

Mark Twain Lake serves as the single largest potable water supply in northeast Missouri. The Clarence Cannon Wholesale Water Commission (CCWWC) entered into a three party contract with the U.S. Army Corps of Engineers and the State of Missouri to purchase water storage space in Mark Twain Lake. This water supply, currently serving 20 rural water districts and communities is critical to the region’s economic vitality. The expansion of businesses and communities, state correctional facilities, and rural residences have been made possible by this regional utility and the expansion of its transmission lines. A detailed description of the CCWWC is located in Section 8.02.

The CCWWC was named the 2001 Conservation Organization of the Year by the Conservation Federation of Missouri in recognition for leadership in forming a regional coalition to promote watershed management and stewardship of the North Fork Watershed of Mark Twain Lake. The North Fork Project activities include developing workshops, publishing quarterly newsletters and hosting an annual regional watershed conference. The project also provides local leadership with information, resources and training about water quality issues, the impact of the community on watershed health, and

community based efforts to plan and manage water quality issues in the watershed.

11.06 USER FEES

PL 103-66, the Omnibus Budget Reconciliation Act of 1993, authorized the Corps to expand its recreation user fee program. The act authorizes the charging of user fees for day-use facilities. There is no authority for charging entrance fees at Corps operated recreation areas. Fees will be charged for the use of certain boat launching ramps and designated developed swimming beaches in Corps operated day-use recreation areas. Total day-user fees collected will be no more than \$4 per vehicle per day. A day-user fee of \$3 will be charged to launch a boat at a ramp in a Corps operated day-use recreation area. A fee will be charged at recreation areas having a boat ramp and one or more of the following facilities: rest rooms, picnicking facilities, swimming facilities, or other developed recreation facilities except where facilities are associated with a campground. No fees will be charged where only a boat ramp and courtesy dock exists or where ramps are located in undeveloped or lightly developed shorelines with minimum security and illumination. A day user fee of \$1 per person, whether walk-in or in a vehicle, up to \$4 per vehicle, will be charged for the use of a designated, developed swimming beach in a Corps operated day-use recreation area. An annual pass, (in lieu of daily charges), may be purchased for \$30 which permits the holder and all accompanying passengers in the vehicle to use any or all boat launch ramps and/or designated, developed swimming beaches at any Corps operated recreation area at any Corps project for that calendar year. An additional annual pass may be purchased for a reduced fee of \$15 for a second family vehicle. Only one duplicate pass may be purchased at the \$15 fee for each full price annual pass purchased. A Golden Age or Golden Access Passport shall entitle the permittee and any accompanying persons to a 50 percent discount on the day user fee.

11.07 ENVIRONMENTAL COMPLIANCE

Action and activities that the Corps proposes must comply with all applicable environmental laws and regulations. Chief among these is the National Environmental Policy Act (NEPA), which requires public officials to make decisions based on an understanding of environmental consequences, and take actions that protect, restore, and enhance the environment. Public involvement is to be encouraged and facilitated for decisions that will affect the quality of the human environment. Environmental consequences of proposed actions and alternatives are to be described in NEPA documents, which are circulated for public review.

According to Corps regulations, many of the items proposed in this Master Plan are categorically excluded from the need for preparation of NEPA documents, because they do not individually or cumulatively have a significant

effect on the human environment. Replacement or rehabilitation of existing facilities or construction of new facilities in developed recreation areas such as vault toilets, comfort stations, and picnic tables are examples of categorical exclusions. On the other hand, the preparation of an environmental assessment (EA) is required for actions that may have substantial environmental effects. Examples of such actions are: expansion of a campground into an undeveloped wooded area or construction of water control structures in natural habitats for the purpose of vegetation management. Before construction activities requiring an EA can proceed, the review of environmental consequences must conclude in a Finding of No Significant Impact (FONSI). If the review process results in a finding of significant impact, then an Environmental Impact Statement (EIS) needs to be prepared before construction can commence.

NEPA documentation will be prepared in the future for all actions proposed in this Master Plan that are not categorically excluded. It is the Corps policy to identify and avoid adverse impacts as early in the planning process as possible. Recreational and resource management projects will be designed to avoid and minimize adverse environmental impacts.

11.08 PARTNERING

The Corps has control and oversight of stewardship activities on the public lands and waters at Mark Twain Lake. Responsibility for recreation management is granted to the MDNR at Mark Twain State Park. The MDC is only responsible for fisheries management.

Increasingly, competition for the use of project lands and waters and their natural resources can create conflicts and concerns among stakeholders. The need to coordinate a cooperative approach to protect and sustain these resources is compelling. Many opportunities exist to increase the effectiveness of federal programs through collaboration among agencies and to facilitate the process of partnering between government and non-government organizations.

To sustain healthy and productive public lands and waters with the most efficient approach requires that individuals and organizations recognize their unique ability to contribute to commonly held goals. The key to progress is building on the strengths of each sector, achieving goals collectively that could not be reasonably achieved individually. Partnering opportunities exist and can promote the leveraging of limited financial and human resources. Partnering aids the identification of innovative approaches to deliver justified levels of service, defuses polarization among interest groups and leads to a common understanding and appreciation of individual roles, priorities and responsibilities.

To the extent practicable, this Master Plan and a proactive approach to partnering will position the Mark Twain Lake Project to aggressively leverage

project financial and human resources in order to identify and satisfy customer expectations, protect and sustain natural and cultural resources and recreational infrastructure, and sustain Corps management efforts and outputs at a justified level of service. An overview of some of the key, long-term partnerships the Mark Twain Project Office is involved with relative to mission accomplishment is found In Section IV - Coordination with Other Agencies and the Public.

Memorandums of Agreement, Legislative Authorities for Partnering and Coordination, or both are established to define partnering arrangements with other agencies or organizations. These partnerships have become vital in providing the levels of service that users of project related resources demand. The Mark Twain Lake Project continues to seek new partnerships and strengthen existing ones to accomplish project initiatives

11.09 NATIONAL RECREATION RESERVATION SERVICE

The National Recreation Reservation Service™ (NRRS™) is a joint program of the Corps and other Federal agencies with outdoor recreational facilities whose purpose is to provide customers with access to one-stop shopping reservations for campsites and other recreation facilities managed by these agencies.

With over 49,500 camping facilities to choose from at more than 1,700 locations, the NRRS™ is the largest camping reservation service in North America. Facilities that are available for reservation at Mark Twain Lake include individual campsites, group camps and picnic shelters. It is Corps policy that 60 percent of campground sites be available for reservation.

Reservations for individual campsites, group campsites and picnic shelters can be made by telephoning the National Recreation Reservation Service's (NRRS) toll free number (877) 444-6777. They can also be made on the Internet at ReserveUSA.com or by contacting the campground fee booths in person (for individual campsites only). Customers making reservations are provided a variety of payment options including credit card, personal check or cash, credit card being the preferred method.

The following campgrounds offer reserved sites:

- Ray Behrens Campground -
- Indian Creek Campground -
- Indian Creek Group Campground
- Frank Russell Campground

- Jack Briscoe Group Campground (Formerly Boudreaux Group Campground)

11.10 HOMELAND SECURITY

Clarence Cannon Dam and Mark Twain Lake operate under security measures defined by Army regulation. These measures are necessary to reduce risk to public and private property and to ensure security of facilities. Threatcon levels (Alpha, Bravo, Charlie and Delta) will be implemented depending on National and local threat conditions. If threatcon levels are elevated, access to public land, water and facilities will be restricted.

11.11 MARKETING AND PUBLIC RELATIONS

The Corps public relations campaign focuses on enabling our visitors to appreciate and safely enjoy our developed and natural resources. Appreciation of the project's resources leads to improved stewardship by volunteers or members of partnering organizations in project activities. Through establishing relationships and cooperative alliances, the Corps fosters the support of neighbors, state and federal agencies, the local sheriff and law enforcement personnel, citizen groups, the local chamber of commerce, tourism agencies, and the general public to achieve the project's management objectives. A shared vision with community leaders, and federal, state, and local agencies can precipitate participation in challenge partnerships or funding to enhance the development and use of resources at Mark Twain Lake.

One aspect of a good public relations campaign is marketing, which is simply defined as a customer-focused way of doing business. Marketing involves a process of listening to our customers, then planning and providing products and services to meet their needs both efficiently and effectively within our capability. Valuing customer's input is vital to creating happy customers who return and tell their friends about Mark Twain Lake.

The Mark Twain Lake Operational Management Plan identifies the Corps specific marketing strategy and objectives along with target groups who can assist in achieving their three marketing goals: strengthening partnerships while seeking new ones to leverage project fiscal resources; using available resources to positively impact perceptions, knowledge, and behavior; and cooperating with efforts to identify opportunities to increase visitation and enhance economic impact to the region.

Ways to achieve these marketing goals can be as simple as a word-of-mouth referral or involve an intensive regional media campaign. The medium used to relay the message to potential customers or target audiences can include, but is not limited to, news releases, the call-in information line, web

sites, brochures, fliers, public service announcements, displays, newsletters, interpretive programs (both on- and off-site), word-of-mouth referral, sports shows, welcome and visitor centers, special events, and radio, television, and newspaper interviews.

The majority of customers to Mark Twain are from Missouri and Illinois. Mark Twain competes primarily with other recreation and vacation destinations within Missouri, namely Lake of the Ozarks. The mode of travel to and from Mark Twain Lake is typically via private vehicles. Thus, any action that affects the use of private vehicles will affect domestic pleasure travel to and from Mark Twain Lake. Reduction in the supply or increases in the cost of gasoline could affect private vehicle usage and domestic travel patterns and may restrict travel for some people. Through proper marketing and public relation techniques, local travel within the Midwest Region may be redirected to make Mark Twain Lake a recreational and vacation destination. The cities of Columbia and St. Charles in Missouri are dynamic economic growth centers and may be excellent locations to focus marketing.

Through an integrated public relations and marketing campaign, the Corps of Engineers will continue to work to increase the customer recall of Mark Twain Lake. To most effectively maximize the budget, the majority of the Mark Twain Lake promotional efforts will be focused on Illinois and Missouri. Partnerships with other entities, direct marketing, public relations, and the Internet will allow the Corps of Engineers to cost effectively reach beyond the primary market to other domestic travelers.

11.12 CORPS ENVIRONMENTAL OPERATING PRINCIPLES

The U.S. Army Corps of Engineers has reaffirmed its commitment to the environment by formalizing a set of "Environmental Operating Principles" applicable to all its decision-making and programs. These principles foster unity of purpose on environmental issues, reflect a new tone and direction for dialogue on environmental matters, and ensure that employees consider conservation, environmental preservation and restoration in all Corps activities. Environmental sustainability can only be achieved by the combined efforts of federal agencies, tribal, state and local governments, and the private sector, each doing their part, backed by the citizens of the world. These principles help the Corps define its role in that endeavor.

Seven principles define the Corps environmental perspective:

1. Strive to achieve environmental sustainability. An environment maintained in a healthy, diverse and sustainable condition is necessary to support life.
2. Recognize the interdependence of life and the physical environment. Proactively consider environmental consequences

- of Corps programs and act accordingly in all appropriate circumstances.
3. Seek balance and synergy among human development activities and natural systems by designing economic and environmental solutions that support and reinforce one another.
 4. Continue to accept corporate responsibility and accountability under the law for activities and decisions under our control that impact human health and welfare and the continued viability of natural systems.
 5. Seek ways and means to assess and mitigate cumulative impacts to the environment; bring systems approaches to the full life cycle of our processes and work.
 6. Build and share an integrated scientific, economic, and social knowledge base that supports a greater understanding of the environment and impacts of our work.
 7. Respect the views of individuals and groups interested in Corps activities, listen to them actively, and learn from their perspective in the search to find innovative win-win solutions to the nation's problems that also protect and enhance the environment.

The principles provide the Corps direction on how to better achieve its stewardship of air, water and land resources, while demonstrating the connection between water resources, protection of environmental health and the nation's security. By implementing these principles, the Corps will continue its efforts to develop the scientific, economic and sociological measures to judge the effects of its projects on the environment and to seek better ways of achieving environmentally sustainable solutions. The principles are consistent with the National Environmental Policy Act, the Army's Environmental Strategy with its four pillars of prevention, compliance, restoration and conservation, and other environmental statutes and Water Resources Development Acts that govern Corps activities. They will be integrated into all project management processes.

11.13 ENVIRONMENTAL REVIEW GUIDE FOR OPERATIONS (ERGO)

Environmental compliance is solidly integrated into the day-to-day operation of the Corps of Engineers facilities. The Corps of Engineers use environmental compliance assessments as a means of attaining, sustaining, and monitoring compliance. Two types of assessments are conducted, external and internal. The compliance program requires annual internal assessments of each facility. Every five years an external assessment is conducted using district teams, contractors, or regulatory agencies.

Environmental compliance categories include, but are not limited to: management of air emissions, cultural resources, hazardous materials,

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hazardous waste, natural resources, pesticides, petroleum, oil, lubricants, solid waste, storage tanks, toxic substances, wastewater, and water quality. Documents that provide guidance include, but are not limited to the Environmental Review Guide for Operations (ERGO), ER & EP 200-2-3 Environmental Compliance Policies, 30 October 1996 and ER & EP 1130-2-540 Environmental Stewardship Operations and Maintenance Policies, 15 November 1996.