



DEPARTMENT OF THE ARMY  
 NORTH CENTRAL DIVISION, CORPS OF ENGINEERS  
 536 SOUTH CLARK STREET  
 CHICAGO, ILLINOIS 60605-1592

REPLY TO  
 ATTENTION OF

NCDPD-PL

SEP 10 1986

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Dr. Frederick A. Brunner  
 Chairman, Upper Mississippi River  
 Basin Association  
 Missouri Department of Natural Resources  
 P. O. Box 176  
 Jefferson City, Missouri

Dear Dr. Brunner:

Your letter of August 12, 1986, provided Goals and Objectives for the Upper Mississippi River System Environmental Management Program and requested that the Corps of Engineers integrate the constraints that would limit implementation. Our response is enclosed.

Also enclosed is our response to a letter from the U.S. Fish and Wildlife Service dated August 15, 1986, addressing goals and objectives.

Sincerely,

*Joseph Pratt*

JOSEPH PRATT  
 Brigadier General, U. S. Army  
 Commander and Division Engineer

Enclosures

Copies Furnished:

See Attached list

September 1986

**UPPER MISSISSIPPI RIVER SYSTEM  
ENVIRONMENTAL MANAGEMENT PROGRAM  
GOALS AND OBJECTIVES**

The foundation for the Environmental Management Program (EMP) is the "Comprehensive Master Plan for the Management of the Upper Mississippi River System." The basis for the EMP goals and objectives is the following comprehensive UMRS management goal:

Establish and maintain balanced navigation and environmental management of the UMRS and develop the system in a manner that recognizes and is responsive to the presence of its many uses and values.

The ultimate expenditure of EMP funds over the life of the program should be proportionate to the program set forth in the Upper Mississippi River Basin Commission Comprehensive Master Plan.

-- Habitat Rehabilitation and Enhancement	65.0%
-- Long-Term Resource Monitoring and Computer Inventory and Analysis	31.7%
-- Recreation Projects	2.6%
-- Recreation Economics Study	0.4%
-- Traffic Monitoring	<u>0.3%</u>
Total	100.0%

**Corps of Engineers Response:**

We support the comprehensive UMRS management goal. We question whether it will be possible to fund the program in the exact proportions set forth in the Master Plan. While the foundation for the UMRS-EMP is the Master Plan, the starting point for the Corps of Engineers' implementation of the activities authorized in P.L. 99-88 is the General Plan, including its First Annual Addendum. Neither the Master Plan nor that authorization negates the existing body of laws, regulations, and Administration policies that determine how the Corps of Engineers must conduct its business.

End.

## Habitat Rehabilitation and Enhancement

**Goal:** Assure the future well-being of the UMRS's fish and wildlife resources in the presence of man's activities, including navigational, recreational, and other uses.

**Objective:** To design, implement, and evaluate habitat rehabilitation and enhancement projects at strategic locations in the system in order to:

- protect, restore, or improve fish and wildlife habitat that has deteriorated, is threatened, or will be threatened as a result of human-induced or natural impacts;
- assure that adverse impacts on the fish and wildlife resource of the river system are avoided, minimized, rectified, eliminated over time, or compensated for;
- address structural and nonstructural measures for environmental enhancement through long-term resource monitoring efforts and available documents; and
- address solutions to impacts in the following order of preference:
  1. navigation-related impacts including navigation traffic and operation and maintenance of the navigation system,
  2. other human-induced impacts not related to navigation, and
  3. naturally occurring impacts.

## Project Eligibility Criteria

- Projects must meet the defined program objectives.
- Projects must be located along the main channel, side channel, backwaters, or mouth of tributaries within the UMRS.
- Projects must provide public benefits and be sponsored by a federal, state, or local governmental agency.
- Projects must not involve rehabilitation of facilities for which maintenance is or could be provided under existing federal or state programs unless additional habitat benefits can be demonstrated.
- Projects which include the following characteristics should be encouraged:
  - minimal operation and maintenance costs
  - minimal land acquisition
  - auxiliary benefits to navigation or water quality

Types of projects which may be undertaken as part of this program include but are not limited to:

- Shoreline protection for the benefit of fish and wildlife (experimental methods)
- Side channel openings/closures
- Artificial island creation
- Pool level management for fish and wildlife enhancement
- Channel flow diversion structures
- Barrier islands or reefs
- Navigation channel realignment
- Channel limit delineation (non-structural)
- Traffic speed and timing restrictions near side channel openings, in narrow channels, or at tight turns (non-structural)
- Dredging practice improvement
- Wing dam or closing structure notching
- Floating breakwaters
- Artificial aquatic plant beds
- Fleeting area design and location for environmental enhancement
- Backwater levees
- Water control structures
- Selective backwater dredging
- Reduce nonpoint discharges of hazardous or toxic material
- Reduce turbidity
- Sediment flushing improvement

Corps of Engineers Response:

We view the above Goal and Objectives for habitat projects as being consistent with policies stated in the First Annual Addendum (page 3), as follows:

For habitat projects, the main eligibility criteria should be that a direct relationship should exist between the project and the central problem as defined by the master Plan, i.e., the sedimentation of backwaters and sidechannels of the UMRS.

The Corps of Engineers believes that the habitat projects recommendation is the crucial element of the Master Plan, to remedy the sedimentation problem, and that the LTRM/CIA is essential to monitor all "natural and human-induced effects", and tell us whether the river is improving or not and whether our habitat projects are working or how they could be improved.

In summary, habitat projects are being considered according to: first, need and efficacy of the proposed project, and secondly, what we might be able to learn from it. Reality also demands that additional implementation factors be considered, such as geographic dispersion and readiness to proceed.

The types of projects that are within Corps of Engineers implementation authorities were listed on pages 8 and 9 of the General Plan, as follows:

Backwater Dredging  
Dike and Levee Construction  
Island Construction  
Bank Stabilization  
Side Channel Openings/Closures  
Wing and Closing Dam Modifications  
Aeration and Water Control Systems  
Waterfowl Nesting Cover (as a complement to one of the other project types)  
Acquisition of Wildlife Lands (for wetland restoration and protection)

## Recreation Projects

**Goal:** Increase opportunities and fulfill needs for river and river-enhanced public recreation in concert with the UMRS multi-purpose management philosophy.

**Objective:** To provide public recreational facilities which improve access to the river, provide opportunities for water-based or water-enhanced sports/past-times, or enhance public understanding of river cultural and natural resources with preference given to facilities that reduce or eliminate conflicts between recreation, navigation use, and fish and wildlife resources.

### Project Eligibility Criteria

- Projects must meet the defined program objective.
- Projects must be located along the main channel, side channel, backwaters, or mouth of tributaries within the UMRS and be inherently related to the presence of the river.
- Projects must provide a public benefit and be sponsored by a federal, state, or local governmental agency.
- Projects must provide non-vendible benefits and free and equal access to all members of the public except for reasonable charges to defray public agency operation and maintenance costs.
- Projects must provide new or improved facilities and may not involve renovation or maintenance of existing facilities.
- Projects may include land acquisition required for the installation of a river dependent feature, but, projects which minimize land acquisition by the federal government would have preference over other projects.

Types of projects which may be undertaken as part of this program include but are not limited to:

- Boat access
- Beach creation or enhancement
- Swimming facilities
- Fishing facilities
- Waterfowl hunting facilities
- Lock waiting or holding areas
- Small boat harbors
- Hiking, bicycling, skiing, or snowmobile trails
- Picnic facilities
- Camping facilities
- Interpretive facilities
- Scenic overlooks and wayside rests

Corps of Engineers Response:

We concur in the Goal and Objective of recreation projects and, subject to the specific comments below:

1. The third eligibility criteria should state that all recreation projects must have a non-Federal sponsor willing and able to share 50 percent of the cost of the project.
2. The fourth eligibility criteria should be modified as follows:  
"Projects must provide non-vendible benefits, except for access. Provision of vendible outputs may be accomplished separately by non-Federal interests. Access must be free and equal to ..."
3. Types of recreation facilities which can be cost shared according to ER 1165-2-400 include:
  - Boat access (surfaced ramps and parking)
  - Beach creation or enhancement
  - Swimming facilities (beaches, bath/changing houses)
  - Fishing piers and cleaning stations
  - Lock waiting or holding areas (under the navigation project authority)
  - Small boat harbors (under Section 107, continuing authorities)
  - Hiking, bicycling, skiing, or snowmobile trails
  - Picnic facilities
  - Camping facilities
  - Interpretive markers
  - Overlook shelters

## Long-Term Resource Monitoring and Computer Inventory and Analysis

**Goal:** Facilitate multi-purpose management of the UMRS through enhanced understanding of physical, chemical, and biological system relationships including man-induced and naturally-occurring resource impacts such as the effects of navigation on the ecosystem.

**Objectives:** To develop a consistent and uniform data gathering and information analysis and dissemination program, to accomplish the following:

1. Establish baseline data and monitor the effects of habitat rehabilitation and enhancement projects to determine project effectiveness and to refine project design.
2. Facilitate the selection and design of habitat rehabilitation and enhancement projects (structural and nonstructural) through the identification of habitat degradation problems.
3. Establish the baseline data and analysis necessary to delineate long-term trends in the ecosystem.
4. Conduct special investigations to fill resource data gaps particularly in areas recognized for their importance to the entire system, including the effects of navigation.
5. Design and conduct short-term resource monitoring of acute events. (Examples of such events are mussel die-offs, barge spills, extended periods of high or low river stage, fish kills, etc.)

### Corps of Engineers Response:

The General Plan (page 15) listed the "major goals" of the LTRM/CIA as:

- (1) Developing the capability to detect and understand changes in the UMRS ecosystem.
- (2) Differentiating between natural and human-induced impacts.
- (3) Predicting the impacts of natural and human-induced actions on various ecosystem components.
- (4) Recommending management actions to ameliorate undesirable natural and human-induced impacts on the ecosystem.

We have maintained that collecting baseline data and filling data voids should be considered necessary tasks for the attainment of objectives, but they are not ends in themselves.

The Corps of Engineers does not intend to preempt the recommendations of its experts or of the LTRM/CIA Steering Committee in determining the task-oriented objectives of the LTRM/CIA. The active participation and support of the Steering Committee members will be important in establishing the credibility of this effort.

Traffic Monitoring

Goal: Facilitate multi-purpose management of the UMRS through enhanced understanding of traffic movements and to aid in evaluating future investment decisions on navigation facilities development and improvements.

Objectives:

- To develop analytical systems capable of forecasting future conditions, simulating system operations, and refining economic evaluations.
- To update and integrate traffic data into the computer information and analysis system in a form which will assist in long-term resource monitoring.

THIS IS GOING TO BE TOO LITTLE, TOO LATE. WE SHOULD BE FORMULATING PLANS FOR FUTURE IMPROVEMENTS NOW, RATHER THAN FOLLOWING A LIFE-SURELY COURSE OF DATA GATHERING FOR USE SOMETIME IN THE FUTURE. WE HAVE TO ALLOW FOR 20-30 YEAR PLNG. TO CONSTRUCTION FOR MAJOR IMPROVEMENTS.

Corps of Engineers Response:

The above Goal and Objectives are acceptable, except we would suggest replacing "forecasting future conditions" with "projecting traffic levels based on assumptions of macroeconomic activity."

Recreation Economics Study

Goal: Enhance economic consideration of recreation in the multi-purpose management of the UMRS.

Objectives:

- Provide an economic assessment of UMRS recreation activities to determine their impacts on regional and local economies.
- Provide an assessment of the economic value of UMRS recreation resources.
- Develop an economic input-output model that can be applied in future local and regional recreation economic assessments.

Corps of Engineers Response:

The above Goal and Objectives are acceptable.



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536 SOUTH CLARK STREET  
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REPLY TO  
ATTENTION OF

NCDPD-PL

SEP 10 1986

Harvey K. Nelson  
Regional Director,  
U.S Fish and Wildlife Service  
Federal Building, Fort Snelling  
Twin Cities, MN 55111

Dear Mr. Nelson: *Harvey*

Thank you for your letter of August 15, 1986, that provided U.S. Fish and Wildlife Service points-of-contact for the Upper Mississippi River System Environmental Management Program (UMRS-EMP). Enclosed is a letter to the Upper Mississippi River Basin Association (UMRBA) that addresses Goals and Objectives.

I am concerned that we seem to be excessively re-visiting some questions that have already been settled. The starting point for implementing the UMRS-EMP authorized in PL 99-88 is the General Plan, including its First Annual Addendum. I would like to address a few points from your letter in particular.

(1) The General Plan was coordinated extensively with the US FWS and the UMRBA. It identifies the techniques for habitat enhancement that can be implemented under our authorities and Administration policies. Continued reference to the term "goals and objectives of the Master Plan" does not help decide which projects to implement. The General Plan also describes goals for Long-Term Resource Monitoring (LTRM/CIA) and provides a strong role for the LTRM/CIA Steering Committee that would include its involvement in the design of the system.

(2) Your letter quoted the Environmental Impact Summary of the Master Plan report to demonstrate that the habitat project program should define mitigation measures for the Second Lock at L&D 26. We have agreed that an important criteria for habitat projects is "whether the project will advance our understanding of remedial projects through application of the LTRM." However, the Administration will not fund projects that cannot be justified on the basis of their physical outputs. Secondly, the Master Plan was premised on a recommendation that no EIS be prepared for the Second Lock. As you know, Congress did

not include that recommendation in the P.L. 99-88 authorization nor is it in the pending omnibus bill. Therefore, the St. Louis District is preparing an EIS for the Second Lock, with US FWS involvement under the provisions of the Fish and Wildlife Coordination Act. I submit to you that progress on the UMRS-EMP will not be enhanced by entanglement with any Second Lock mitigation issues. While the monitoring effort and habitat projects will produce information needed to assess navigation effects and how to ameliorate those effects, the UMRS-EMP will not "define mitigation measures for the Second Lock."

I encourage your field staff to continue talking with their counterparts in the Corps Districts and the states to develop the best possible habitat rehabilitation and enhancement projects.

Sincerely,

*Joe*  
JOSEPH PRATT  
Brigadier General, U. S. Army  
Commander and Division Engineer

Enclosures

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