

CENCR-PD-E

05 SEP 1989

MEMORANDUM FOR Commander, U.S. Army Engineer Division,  
North Central, 536 South Clark Street,  
Chicago, Illinois 60605-1592

SUBJECT: Mississippi River Final Land Use Allocation Plan (LUAP),  
Final Shoreline Management Plan (SMP), and Public Participation  
Documentation for LUAP, SMP, and Environmental Assessment (EA)

1. We have enclosed three sets of the subject documents for final approval and internal distribution. Please distribute one set each to Mr. Loesch (CENCD-CO-MO), Mr. Eitel (CENCD-PD-ER), and Mr. Hogan (CENCD-RE-M) for their concurrence.
2. The LUAP/SMP/EA were distributed for agency and public review on 24 March 1989. The public comment period ended on 10 May 1989. The enclosed Public Participation Documentation package explains the review process and details the Corps response to all comments received. Please refer to CENCD-CO-MO Memorandum dated 13 June 1989 for comments pertaining to the draft LUAP, SMP, and EA. We concur with the recommendations which have been documented and/or made to the final plans.
3. Upon your final approval of the LUAP, SMP, and Public Participation Documentation, the Finding of No Significant Impact will be signed. The moratorium on private recreational structures will end upon approval of the SMP and CENCR will begin implementing the LUAP and SMP. The public will be notified by news release that the plans have been approved. The LUAP, SMP, and the Public Participation Documentation package will then be printed, pending funding, and distributed to agencies and public libraries.
4. Please call Ms. Dorie Bollman, CENCR-PD-E, at 309/788-6361, Ext. 590, if you require any additional information.

**ORIGINAL SIGNED BY**

3 Encls (3cys)

JOHN R. BROWN  
Colonel, EN  
Commanding



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

REPLY TO  
ATTENTION OF

CENCD-CO-MO

OCT 05 1989

MEMORANDUM FOR Commander, U.S. Army District, Rock Island,  
Clock Tower Building, P.O. Box 2004,  
Rock Island, Illinois 61204-2004

SUBJECT: Final Approval of the Mississippi River Land Use  
Allocation Plan (LUAP), Shoreline Management Plan (SMP), and  
Public Participation Documentation for LUAP, SMP, and  
Environmental Assessment (EA)

1. Reference 5 September 89 CENCR-PD-E Memorandum, subject as above.
2. Final approval is hereby given to the subject document. Previous NCD comments regarding the Draft versions of the subject documents have been satisfactorily addressed by your office. You may now proceed with the signing of the Finding of No Significant Impact.
3. We suggest that a coordination meeting between Planning, Operations, and Real Estate Divisions be held in the District Office prior to the preparation and distribution of news releases to develop an orderly method of implementing the Master Plan and SMP. The extended moratorium on new shoreline use permits will probably lead to a large influx of permit applications and many questions by adjacent landowners and members of the public. The subject meeting would also provide an excellent opportunity to update field personnel on the cabin lease rental situation which is a very sensitive issue. It is important that all Natural Resource Management personnel along the Mississippi River become aware of the potential controversy that the cabin rental issue may generate.
4. Copies of the final Master Plan and Public Participation Documentation have been distributed as requested in your 5 September 89 memorandum.

OCT 05 1992

CENCD-CO-MO

SUBJECT: Final Approval of the Mississippi River Land Use Allocation Plan (LUAP), Shoreline Management Plan (SMP), and Public Participation Documentation for LUAP, SMP, and Environmental Assessment (EA)

5. Request that you forward one additional copy of the final Master Plan and six (6) copies of the Shoreline Management Plan to CENCD-CO. The additional copy of the Master Plan will for forwarded to CECW-ON and the Shoreline Management Plans will be distributed both within NCD and HQUSACE.

FOR THE COMMANDER:



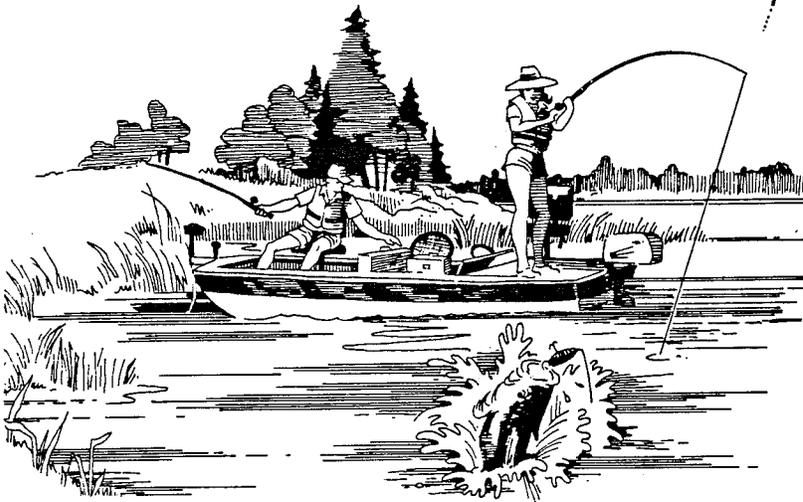
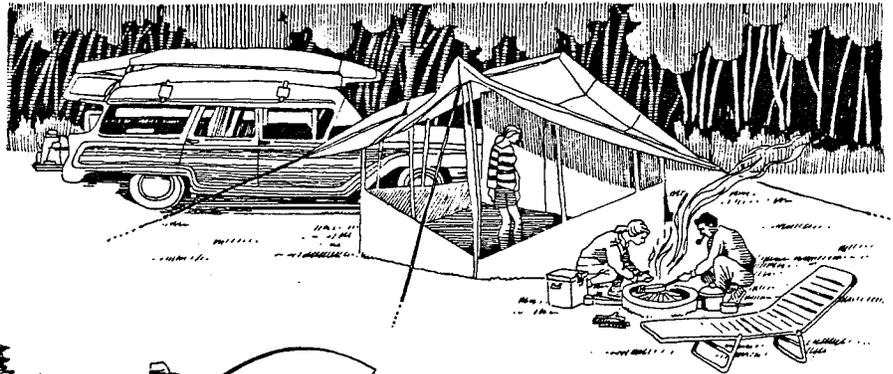
CARL C. CABLE, P.E.  
Chief, Construction-  
Operations Division



US Army Corps  
of Engineers  
Rock Island District

# LAND USE ALLOCATION PLAN

## Mississippi River Pools 11-22



**NINE-FOOT CHANNEL  
NAVIGATION PROJECT**

**SEPTEMBER 1989**



REPLY TO  
ATTENTION OF:

DEPARTMENT OF THE ARMY  
ROCK ISLAND DISTRICT, CORPS OF ENGINEERS  
CLOCK TOWER BUILDING—P.O. BOX 2004  
ROCK ISLAND, ILLINOIS 61204-2004

October 25, 1989

Planning Division

Dear Reader:

I am pleased to present you with the final Land Use Allocation Plan (LUAP) and Shoreline Management Plan (SMP) for all U.S. Army Corps of Engineers land along the Mississippi River from Guttenberg, Iowa, to Saverton, Missouri. The plans are part of the 9-Foot Channel Navigation project's recreation-resource master planning effort.

The LUAP allocates all public land acquired for the 9-Foot Channel Navigation project into six land-use categories. The allocations represent the best use of natural resources in the overall interest of the general public and the Nation.

The objective of the LUAP is to assure balanced public use of the project's natural resources based on national purposes and priorities, Federal authorities, and available information. Much of the project-owned land is outgranted to other agencies for management. All management activities by the U.S. Army Corps of Engineers, the U.S. Fish and Wildlife Service, and the states will be consistent with the purposes and land uses as described in this plan.

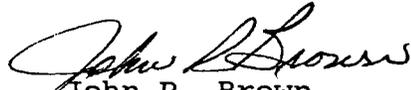
The purpose of the SMP is to furnish guidance for the management, protection, and preservation of the Mississippi River's environment, while allowing balanced use of the shoreline. The SMP establishes the Rock Island District's policy concerning private exclusive use involving the placement of private recreational structures or boat docks. The allowable zones for private recreational structures and the conditions and restrictions of this use are described in the SMP. The allowable zones for this private use are based on the District's LUAP.

These two plans were reviewed by the public during April-May 1989. All comments received were taken into consideration to the extent possible when preparing the final plans.

Questions concerning these plans should be directed to Ms. Dorie Bollman of our Environmental Analysis Branch at 309/788-6361, Ext. 590. The address is:

District Engineer  
U.S. Army Engineer District, Rock Island  
ATTN: Planning Division  
Clock Tower Building - P.O. Box 2004  
Rock Island, Illinois 61204-2004

Sincerely,

  
John R. Brown  
Colonel, U.S. Army  
District Engineer

Enclosures

## ACKNOWLEDGEMENTS

This document was prepared by the Master Planning Staff of the Rock Island District, Corps of Engineers. It is the result of a team effort involving the cooperation and close coordination of many disciplines and agencies. Special thanks go to those staff who actively participated from the following offices and/or agencies:

### Rock Island District, Corps of Engineers

- Environmental Analysis Branch
- Real Estate Division
- Operations Division
- Natural Resource Management Branch
- Channel Maintenance Branch
- Mississippi River Project Office (Natural Resource Management)

### Region 3, U.S. Fish and Wildlife Service

- Upper Mississippi National Wildlife and Fish Refuge  
Office and Complex Headquarters
- Savanna and McGregor Field Office
- Rock Island Field Office
- Mark Twain National Wildlife Refuge Office
- North Central Region Office

### State Agencies

- Illinois Department of Conservation
- Iowa Department of Natural Resources
- Missouri Department of Conservation
- Wisconsin Department of Natural Resources

### Local Government Agencies

LAND USE ALLOCATION PLAN  
 MISSISSIPPI RIVER  
 NINE-FOOT CHANNEL NAVIGATION PROJECT  
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Distribution List

Attachment:  
Shoreline Management Plan

Note:

As a result of the Spring 1989 agency and public review of the DRAFT Land Use Allocation Plan (LUAP), the following plates were changed in the FINAL LUAP dated Sept 1989:

<u>Zoning Plates</u>	<u>Aerial Plates</u>
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LAND USE ALLOCATION PLAN  
MISSISSIPPI RIVER  
NINE-FOOT CHANNEL NAVIGATION PROJECT  
POOLS 11-22

I. INTRODUCTION

This plan establishes the land use management policies and objectives for Corps of Engineers owned lands under the jurisdiction of the Rock Island District. These lands were acquired for the Upper Mississippi River Nine-Foot Channel Navigation Project. Management guidelines are in accordance with Federal regulations and policies concerning natural resource practices, and are directed toward optimum use of these resources in the overall interests of the general public and the Nation.

The Land Use Allocation Plan (LUAP) is part of the project's recreation-resource master planning efforts. The original (basic) project Master Plan was approved in 1947, with revisions made in 1956 and 1969-72. Updating of the remaining portions of the master plan documentation will be accomplished as funding becomes available. The revision to this Corps of Engineers LUAP has been expedited to accommodate similar planning done by the U.S. Fish and Wildlife Service (FWS). This plan does not include lands purchased in fee title by the FWS for refuge purposes. For that information, refer to the FWS LUAP for the Upper Mississippi River National Wildlife and Fish Refuge (Pools 11-14) dated September 1986.

The attached Shoreline Management Plan (SMP) builds upon the LUAP guidelines and establishes the Rock Island District's policy concerning private exclusive use on project-owned shorelines. The provisions contained in the SMP do not apply to cottage site and residential leases, commercial marinas, or commercial navigation activities.

An Environmental Assessment (EA) was circulated for public review concurrently with the draft LUAP and draft SMP in the spring of 1989. The documents have been published under separate covers for financial and administrative reasons.

## II. GENERAL

The land use allocation system described below represents the priority resource management guidance for project lands. Management activities will be consistent with the purposes and land uses as described in this plan. However, operational requirements for navigation preempt designated management allocations. Recreational use by the general public is permitted as indicated in the definitions unless posted as prohibited or restricted by special regulation. In addition, forest management objectives administered by the District are applicable, as appropriate, to all project-acquired lands according to established priorities.

Each parcel of project-owned land has been evaluated to determine its most appropriate land use classification. Evaluation was based upon historic use, present physical conditions, current references, adjacent use, public access, and potential future needs in relation to resource management objectives and priorities. Objectives considered in plan development involved navigation, recreation, fish and wildlife, forestry, cultural, environmental, and floodplain management.

In some cases, submerged project operation and maintenance structures exist along the shoreline on or connected to lands more appropriately zoned for another management use such as Wildlife Management/Reserve Forest rather than Project Operations. As previously indicated, operation requirements for navigation preempt designated management allocations. Therefore, where project operations structures or features exist (i.e., wingdams, shoreline bank protection, closure dams), maintenance access to inspect and repair these structures is a given condition apart from the zoning of adjacent lands. Consequently, project-owned lands are allocated in accordance with the best use of the resource while guaranteeing upkeep of navigational features. Established coordination procedures, public review, and legal environmental and permit requirements remain in effect.

Selected parcels of project-owned land adjacent to the main navigation channel have been designated for dredged material placement requirements to assure future access and availability for operational needs. Identification was based, in part, on the GREAT II Channel Maintenance Handbook (CMH) dated December 1980. Most primary dredged material placement sites in the CMH located on project-owned land were designated as Project Operations in the LUAP. In addition, historic records at the U.S. Army Corps of Engineers indicating the location of channel cut activities and dredged material placement sites were examined to

determine probable locations of future maintenance needs. Project-owned lands within such locations were reserved for potential future beach enrichment areas and designated Recreation Low Density - Public Use. This designation is also used for primary dredged material placement sites identified in the GREAT II CMH for beach nourishment purposes. Liberal consideration also was given to zoning project lands for Recreation Low Density - Public Use, to assure future public access for dispersed recreational use. Such areas are generally of limited wildlife management value or have existing convenient public access. Future intensive management actions or physical improvements for these areas are subject to established coordination procedures and review requirements prior to implementation.

### III. DEFINITIONS

Land use allocation definitions are based on Corps Engineer Regulation (ER) 1120-2-400 as adapted to meet unique riverine conditions. (Recently, ER 1120-2-400 was superseded by ER 1130-2-435. However, this plan has been developed under the guidance of ER 1120-2-400.) The corresponding shoreline management allocations as specified in ER 1130-2-406 have been incorporated into the land use allocations. The attached Shoreline Management Plan further explains the link between the land use allocations and the shoreline management allocations.

#### A. Project Operations

This classification provides for the safe, efficient operation of the navigation project for those authorized purposes other than recreation and fish and wildlife related activities. Typical areas include project operation and maintenance structures, such as, but not limited to, locks and dams, wing dams, bank protection, closure dams, mooring cells, dredged material placement sites, and other uses directly associated with the operation and maintenance of the project.

Commercial activities such as barge fleeting, mooring structures, private/public commercial port facilities, and leased areas for public utilities/industrial sites, etc., also are classified as Project Operations lands and generally are not managed as part of the Upper Mississippi River National Wildlife and Fish Refuge. Future proposed uses of this sort will be evaluated on a case-by-case basis. Fish and wildlife related public use activities are allowed on project operation areas, including the locks and dams,

providing they are not in conflict with the project operations activities.

Agricultural use will be permitted on an interim basis when not in conflict with specified uses. Limited interpretive and low-density recreational uses also will be allowed if considered compatible with and beneficial to existing features and purposes.

For safety reasons, private recreational mooring facilities are not permitted in these areas. Project operations designated lands are considered as prohibited access or protected shoreline areas for shoreline management purposes.

#### B. Recreation/Intensive Use

Lands in this classification are for developed public use areas or future recreation sites having controlled intensive recreation activities. Areas include those provided by commercial concessionaires (marinas), public agencies, and civic organizations. No agricultural uses are permitted on these lands except on an interim basis to maintain open space and/or scenic values. No private recreational mooring facilities are permitted within these areas. Lands in this classification are considered public recreational areas for shoreline management purposes.

#### C. Recreation/Low Density Use

Public Use. This classification is for unconfined or dispersed public recreational use, or for specific scientific/educational research. Typical permitted uses and activities, unless posted as prohibited or restricted by special regulation, include ecological research, interpretive or environmental education facilities, trails (hiking, horseback riding, or cross-country skiing), undeveloped primitive camping, swimming, and other similar dispersed recreational pursuits. Potential dredged material placement sites for only beach enrichment or enhancement are included under this category. Agricultural use is permitted on an interim use when considered beneficial for maintenance of open space, scenic values, or wildlife management. Private recreational mooring facilities are prohibited within these areas. These designated lands are considered protected shoreline areas for shoreline management purposes.

Special Use. This classification is for private and general public recreational access, including authorized structures such as boat docks, stairways, and other private recreational facilities. Modification of landform or

vegetation is permitted only as necessary to provide safe access and prevent erosion. The locations designated as Special Use zones were those that could sustain the placement and use of private recreational structures without conflicting with other uses or detrimentally affecting the area's environmental and physical characteristics. No agricultural use is permitted except on an interim basis to maintain open space and/or scenic values. Private recreational mooring facilities and related structures are allowed within these areas based on conditions specified in the Shoreline Management Plan. Special use areas are considered limited development areas for shoreline management purposes and are not located within the Upper Mississippi River National Wildlife and Fish Refuge or the Mark Twain National Wildlife Refuge.

D. Wildlife Management/Reserve Forest Land

This combined classification is for fish and wildlife management, related recreational opportunities, and vegetation control involving intensive forest management. Forest management objectives on refuge lands will be directed whenever possible to improve timber quality for wildlife habitat. Commercial fiber production is not a primary objective. Hunting, fishing, trapping, primitive camping, bird watching, photography, and canoeing are examples of related dispersed recreation uses allowed unless posted as prohibited or restricted by special regulation.

Management objectives are directed toward wildlife habitat, and propagation of both game and nongame species. Designated portions of such lands are reserved as waterfowl sanctuaries ("closed areas") during migration periods, thereby limiting certain uses.

Most of the lands in this classification in Pools 11-14, are managed as part of the Upper Mississippi River National Wildlife and Fish Refuge under the Cooperative Agreement between the FWS and the Corps. The exceptions are the wildlife areas managed by the Iowa Department of Natural Resources. Most of the lands in this classification in the lower pools (16-22) are managed under agreement by either the FWS or the state wildlife management agencies. However, some lands in this classification, specifically in Pools 16, 17, and 18, are managed by the Corps.

Agricultural use is permitted on an interim basis to supplement wildlife food sources and to manage vegetation. Private recreation mooring facilities are prohibited within these areas, which are designated as protected shoreline areas for shoreline management purposes to protect existing scenic, environmental, fish, and wildlife values.

#### E. Natural Area

This classification preserves and protects unique scientific, ecological, and scenic resources; significant archeological and historical sites; and threatened and endangered species habitat. Public use activities are limited or prohibited within these areas. No agricultural uses are permitted on these designated lands. Likewise, private recreational mooring facilities are prohibited within these areas. Lands in this classification are considered as protected shoreline areas as specified in the Shoreline Management Plan.

#### IV. ADMINISTRATIVE ISSUES

Submerged project lands have not been classified. However, management activities within these water surface areas are to be consistent with adjacent land designations. Accreted lands which are either adjoining or surrounded by project lands are considered Federal holdings within this plan, and were classified accordingly. Any legal conflicts in ownership claims/rights will require resolution on a case-by-case basis.

Permitted use of project lands by other interests must be compatible and/or complementary to the designated land use allocation. Project lands made available to others are subject to the conditions of the specific real estate agreements involved. Permitted public recreational use on project lands administered by others will be subject to their authorized purposes, management goals, and objectives. Management objectives of the states and the FWS were considered in the land classification of areas under their jurisdiction.

Table 1 identifies the designated land use allocation acreages within Pools 11-22. Acreage figures for the land use categories are based upon computations taken from mapping used to illustrate the land classifications and do not represent legal real estate figures.

The FWS manages the majority of project lands and waters under the National Wildlife Refuge System, through the Cooperative Agreement signed in 1963. Project lands were made available under this agreement for conservation, maintenance, and management of wildlife resources and habitat, to be administered by the Secretary of Interior. Such project lands have been subsequently included in either the Upper Mississippi River National Wildlife and Fish Refuge (encompassing Pools 11-14 in the Rock Island District), the Mark Twain National Wildlife Refuge (Pools

TABLE 1

## Acreage Summary for Land Use Allocations

Pool	Project Operations	Recreation Intensive	Recreation Public	Low Density Special	Wildlife Management/ Reserve Forest	Natural Area	Total
11	46	175	75	5	4,223	134	4,658
12	96	252	218	18	4,292	1	4,877
13	113	183	605	33	8,017	196	9,147
14	35	250	268	2	3,918	0	4,473
15	5	0	0	0	0	0	5
16	65	198	162	24	4,678	12	5,139
17	31	57	150	4	8,314	10	8,566
18	103	272	406	61	7,089	0	7,931
19	6	0	0	0	0	0	6
20	219	15	0	0	16	0	250
21	79	182	446	11	7,640	0	8,358
22	57	123	631	10	5,157	396	6,374
	===	=====	=====	===	=====	===	=====
TOTAL	855	1,707	2,961	168	53,344	749	59,784

NOTE: These acreages do not include submerged tracts.

16-22 in the Rock Island District), or made available to state conservation agencies for management. Approximately 92 percent of the project lands and water resources located within the Rock Island District are contained within this program. The FWS also has purchased additional lands specifically for establishment of the refuge systems.

An update of the administrative assignment of project lands (General Plan) under the Cooperative Agreement will be accomplished as part of the overall land use allocation revision. Therefore, this LUAP for Pools 11-22 reflects the proposed new General Plan assignments. This update will increase the total amount of project lands presently in the General Plan by more than 10,000 acres. Table 2 lists the specific acreages involved for each pool. The proposed acreage figures are based upon computations taken from mapping used to illustrate the land classifications and administrative assignments. They do not represent legal real estate figures. The proposed acreages may be revised when the General Plan is officially finalized.

TABLE 2

General Plan Acreage

Pool ----	Existing -----	Proposed -----
11	3,355	4,441
12	3,084	4,425
13	7,522	8,301
14	4,564	4,044
16	2,610	4,421
17	7,476	8,358
18	5,461	7,533
21	6,127	8,062
22	4,558	5,962
	=====	=====
TOTAL	44,757	55,547

NOTE: These acreages do not include submerged tracts.

Some of the acreage being proposed for inclusion in the General Plan may have existing authorized private recreational structures such as cottage leases, boat docks, or other related structures located upon them. The Corps is obligated under Public Law 99-662 to allow continued use of these facilities within certain limitations. In these cases, the management of the authorized facilities will be

retained by the Corps while the adjacent land or water area will be managed under the Cooperative Agreement/General Plan. The attached Shoreline Management Plan addresses the policy concerning boat docks and related structures in greater detail.

## V. COORDINATION

Project administration is a continuous coordination process at all levels of resource management (i.e. real estate transactions, maintenance dredging, basin planning, National Environmental Policy Act compliances, regulatory permits, forestry management, etc.). Various coordination programs and procedures established to date will continue to be used. This plan serves as a guide concerning the future use of the project's natural resources.

Federal and state management agencies were consulted during the formulation of the LUAP so that complementary and compatible management of the project's resources would occur. The Rock Island District has participated with the FWS concerning public review of the Upper Mississippi River National Wildlife and Fish Refuge Land Use Allocation Plan (LUAP) for Pools 11-14. Comments received from the FWS's October 8 and 9, 1985 public workshops on the draft FWS's LUAP that pertained to Cooperative Agreement lands were considered in this plan.

The draft LUAP was distributed for public review in the spring of 1989 along with the draft SMP. See attached distribution list. An Environmental Assessment (EA) was prepared to address impacts associated with the implementation of this plan. The EA was distributed for public review under a separate cover as part of the review process. Comments were evaluated and changes were made, to the extent possible, when preparing the final plan for approval. For a complete explanation of the public review process, see the report titled "Public Participation Documentation" dated September 1989. The final plan will be distributed after approval by the North Central Division of the Corps of Engineers.

Over time, Federal policies and laws will change, as will the river and its users. When significant changes occur, land use allocations and management policies will need to be adjusted to optimize benefits to the public and to keep this land use allocation plan current and effective.

## VI. INTRODUCTION TO PLATES

The one hundred land use maps and aerial photographs following this introduction portray only lands acquired for the Nine-Foot Channel Navigation Project from Guttenberg, Iowa, at Lock and Dam 10 to Saverton, Missouri, at Lock and Dam 22. These plates are identified by river pool and river mile. An arrow indicates the northerly direction of the plate. The aerial photographs were taken in 1977 and form the basis for the corresponding land use mapping. The plates are at a scale of 1 inch equals 2,000 feet (approximately 2-1/2 inches equals a mile).

The plates show Corps ownership as accurately as possible at the scale used. The plates are not intended to serve as real estate documents, although the best available real estate information was used to prepare them.

Separate land purchases made by the FWS for the National Wildlife Refuge System are labeled for reference and should not be misinterpreted as property of the Nine-Foot Channel Navigation Project. See the FWS LUAP dated September 1986 for these land use assignments in Pools 11-14.

The Index to Plates (Figures 1-4) precedes the maps and provides a geographic reference for specific plate locations. Each plate consists of two parts: a colored land use map and corresponding copy of an aerial photograph.

### A. Land Use Maps

The land use maps (plates 11-1A through 22-9A) show the proposed land use allocation through the use of a shading pattern. Each pattern represents a different land use category as explained in the legend. The proposed agency management assignment is indicated by color (Corps or Cooperative Agreement). Any leases issued by the Corps are shown in yellow. Cooperative Agreement lands and any areas under license by the Corps for wildlife management purposes are shown in blue. Submerged project lands (blank tracts) do not display land use or agency management assignments and are shown for acquisition reference purposes. Management activities in these areas are to be consistent with adjoining or adjacent land allocations. Real estate maps on file with the District illustrate official administrative, lease, license, or permit agreements involving project lands.

## B. Aerial Photographs

The aerial photographs (plates 11-1 through 22-9) illustrate the project's general physical characteristics and geographic features. The project boundary is identified by individual real estate tracts (i.e., FI-79, etc.) acquired in fee for project operation purposes. Land accretions to these properties which have occurred since original purchase are referenced by a circled "A". Submerged project lands are illustrated by an extension of boundary lines into the water. Otherwise, tract boundary lines follow the shoreline. These maps do not represent legal real estate taking lines and are intended only for the illustrative purposes of this plan.

## VII. FINAL NOTE

This LUAP has been thoroughly reviewed and proofed by the Corps, FWS, and State representatives. Despite this fact, minor omissions or inaccuracies have been made in the graphic display due to the complexity of the plan. Any questions arising from these details will be handled on a case-by-case basis.