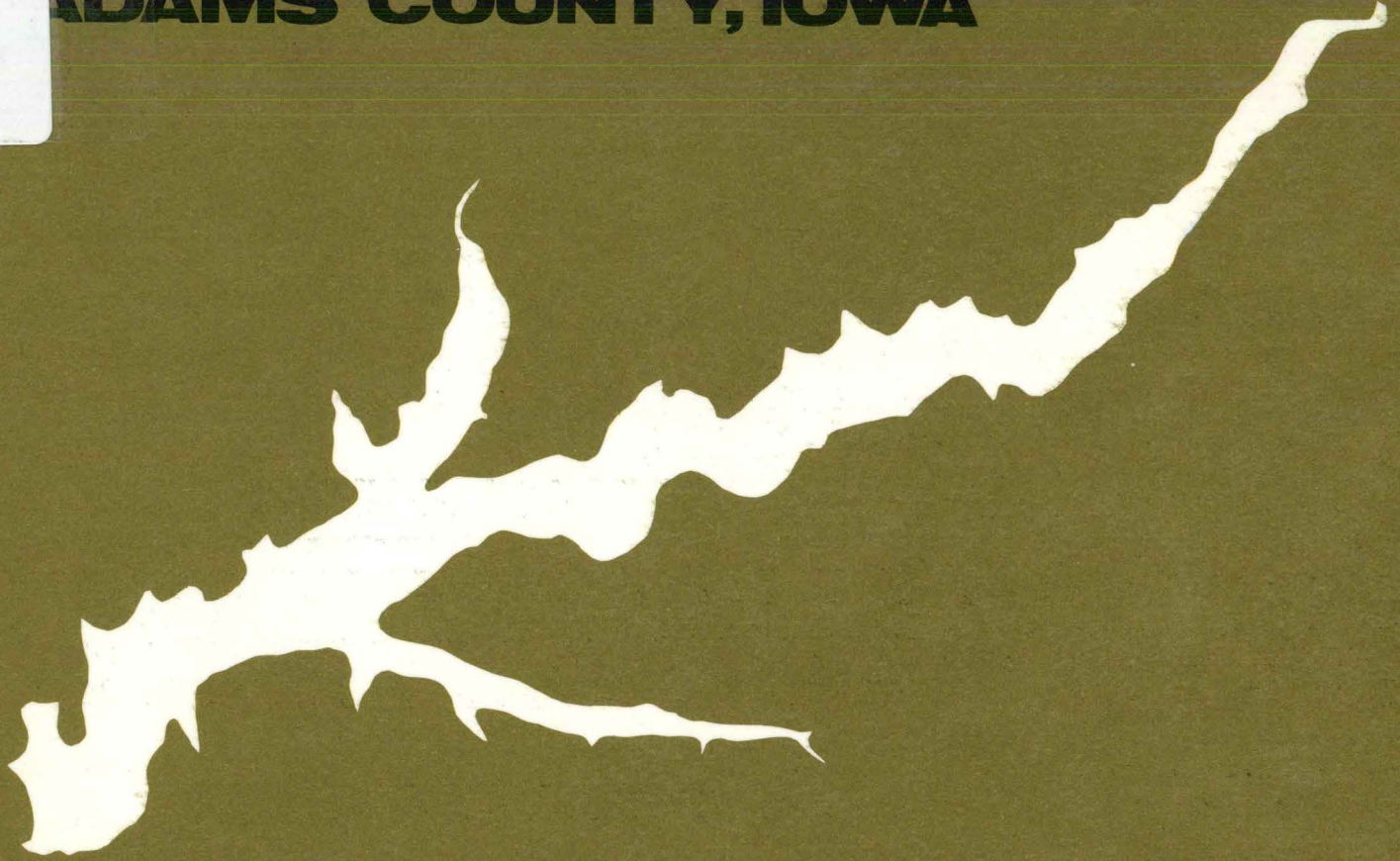
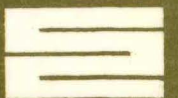


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# ADAMS COUNTY, IOWA



a plan for  
**outdoor recreation**



STANLEY CONSULTANTS

OUTDOOR RECREATION PLAN

ADAMS COUNTY, IOWA

MAY 1968

Urban Planning Grant Project No. Iowa P-72  
Prepared under contract for and financed in  
part by the Iowa Development Commission under  
provision of Chapter 28, Code of the State of  
Iowa as amended.

By:  
Stanley Consultants, Inc.

Urban Planning Grant Project No. Iowa P-72  
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Renewal Administration of the Housing and Home  
Finance Agency under the Urban Planning Assist-  
ance Program authorized by Section 701 of the  
Housing Act of 1954 as amended.

Stanley Consultants, Inc.  
Stanley Building  
Muscatine, Iowa

LIST OF PLANS PREPARED UNDER 701 PROGRAM  
TO BE DISTRIBUTED TO HIGHWAY COMMISSION

Waverly

Comprehensive Plan  
Zoning Ordinance and Subdivision Regulations

Tama

Comprehensive Development Plan - Summary Report  
Zoning Ordinance

Ida Grove

Comprehensive Plan

Washington County

Comprehensive Plan

Humboldt County

Rural Subdivision Regulations  
Zoning Regulations  
Comprehensive Plan

Humboldt

Land Subdivision Ordinance  
Zoning Ordinance  
Comprehensive Plan

Belmond

Comprehensive Plan  
Capital Improvements Program  
Land Subdivision Ordinance  
Zoning Ordinance  
Building Code  
Downtown Belmond 1  
Downtown Belmond 2

Bondurant

Comprehensive Plan

Marshalltown

Public Facilities - Utilities  
Central Business District  
Existing and Future Land Use  
Streets  
Economic and Population  
Public Facilities - Schools, Parks and other

Tama

Comprehensive Development Plan  
Zoning Ordinance  
Building Code  
Final Report - Comprehensive Development Plan

Corning and Adams County

Final Report - Comprehensive Plan  
Outdoor Recreation Plan  
Capital Improvements Program and Planning Administration

Jefferson

Concept Plan for Development of Downtown Square Area  
A Retail Trade Area Analysis

Keokuk

Comprehensive Plan

Greenfield

Comprehensive Plan  
Zoning Ordinance

Buena Vista County

Comprehensive Plan  
Zoning and Subdivision Ordinances

Wilton Junction

Comprehensive Plan

Forest City

Comprehensive Plan

Mt. Pleasant

Subdivision Ordinance  
Planning Goals

Le Mars

Land Use, Parks and Recreation - Neighborhood Analysis  
Central Business District

Sheldon

Comprehensive Plan

Lake City

Capital Improvements Program

Oskaloosa

Comprehensive Plan

Montgomery County

Comprehensive Plan  
Zoning and Subdivision Ordinances

Muscatine

Background for Planning  
Comprehensive Plan  
Capital Improvements Program

Independence

Comprehensive Plan  
Subdivision Regulations  
Proposed Zoning Ordinance  
Comprehensive Plan - Detailed Report

Schleswig

Comprehensive Plan

Cherokee County

Zoning Ordinance - Subdivision Regulations  
Comprehensive Plan

Dubuque County

Zoning Ordinance  
Natural Resources  
Population  
Land Use Analysis  
Guide for Capital Improvements Planning and Programming  
Subdivision Guidelines  
County Planning and Zoning Program  
Summary - Development Plan  
Outdoor Recreation Plan  
Outdoor Recreation Plan Appendix

Mills County

Comprehensive Plan  
Zoning Ordinance and Subdivision Regulations  
Comprehensive Plan - Pacific Junction  
Zoning Ordinance and Subdivision Regulations - Malvern  
Zoning Ordinance and Subdivision Regulations - Henderson

Jones County

Comprehensive Plan

Fremont County

Comprehensive Plan  
Zoning and Subdivision Ordinances - incorporated towns  
Zoning and Subdivision Ordinances - unincorporated areas

Traer

Zoning Ordinance  
Subdivision Regulations  
Central Business District Study  
Comprehensive Plan - Summary Report  
Comprehensive Plan - Technical Report

Clear Lake

Zoning Ordinance  
Comprehensive Development Plan

Remsen

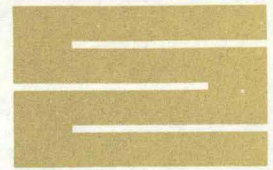
Comprehensive Plan

Afton

Proposed Zoning Ordinance  
Subdivision Regulations  
Capital Improvements Program  
General Development Plan

RECEIVED BY \_\_\_\_\_

DATE January 7, 1969



**STANLEY CONSULTANTS, INC**

STANLEY BUILDING  
MUSCATINE, IOWA 52761  
TELEPHONE 319/263-9494

June 3, 1968

Adams County Regional Planning  
Commission  
Adams County Conservation Board  
Corning, Iowa

Gentlemen:

We are pleased to present our report "A Plan for Outdoor Recreation, Adams County, Iowa," prepared in accordance with our agreement dated May 18, 1967.

This report analyzes the County's existing recreation facilities, recreation needs, natural resources, and presents a comprehensive plan for future development that will guide all levels of government and private activity.

We have appreciated the assistance, cooperation, and enthusiasm of the SCS, county departments, watershed districts, the State Conservation Commission, municipalities, and private organizations in our work with Adams County.

Respectfully submitted,

STANLEY CONSULTANTS, INC.

By

W. R. Klatt

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# INTRODUCTION

As our urban centers expand and grow, increased pressures are placed upon our natural and man-made resources. The report of the Outdoor Recreation Resources Review Commission states that by the year 2000 demand for recreation will triple.

Adams County has adjusted to declines in farm population brought about by new technologies and now has a unique opportunity to utilize natural and man-made recreational resources to stimulate economic and social progress.

## Scope

This report represents a cooperative effort of the Regional Planning Commission and the Adams County Conservation Board, watershed groups, municipalities and state agencies to coordinate area-wide development. It is submitted as a comprehensive plan for open space and outdoor recreation in Adams County through 1990 and was prepared to:

1. Inventory and analyze the existing public and private recreational facilities within Adams County and the surrounding region.
2. Analyze and project population trends and recreational demands to determine the County's needs.
3. Analyze and coordinate governmental programs affecting outdoor recreation.
4. Prepare an action program designed to satisfy recreation needs and accelerate socioeconomic growth.
5. Formulate a long-range implementation and financing program.

## Objectives

As an agency responsible for county-wide recreation and conservation programs, the Adams County Conservation Board has adopted the following basic objectives:

1. Develop and implement a program of resource management and supporting facilities designed to fulfill existing and anticipated recreational needs.
2. Encourage participation in local recreation and conservation projects through public information programs.
3. Develop Walters Creek Recreation Area into a stimulus for an economic and social growth.
4. Encourage participation by private enterprise in recreation development at Walters Creek Recreation Area and other locations in the county.
5. Establish sound development procedures and controls designed to instill good environmental character at Walters Creek Recreation Area.
6. Initiate a program of farmer-sportsman cooperation offering use of private lands for hunting and fishing.
7. Encourage private landowners to develop wildlife management practices to increase opportunities for upland game in Adams County.
8. Encourage the efforts of municipalities to provide necessary playgrounds, playfields, small lakes and pools for use of local residents.
9. Cooperate with Federal, state, municipal, and private agencies to help gain realization of the objectives.

### Summary of Recommendations

The main body of this report discusses the forces which shape recreation development in Adams County and offers a recommended course of coordinated actions. Appendices present supplementary details on the action program. A brief summary of the major developmental recommendations follows:

1. Develop Walters Creek Recreation Area as a major multi-use facility managed by the Adams County Conservation Board.
2. Stimulate private recreation development throughout the county.
3. Initiate wildlife management and development programs on private and public lands.
4. Develop Spring Lake near Corning.
5. Develop artificial lake near Prescott.
6. Encourage municipalities to improve and enlarge their park holdings

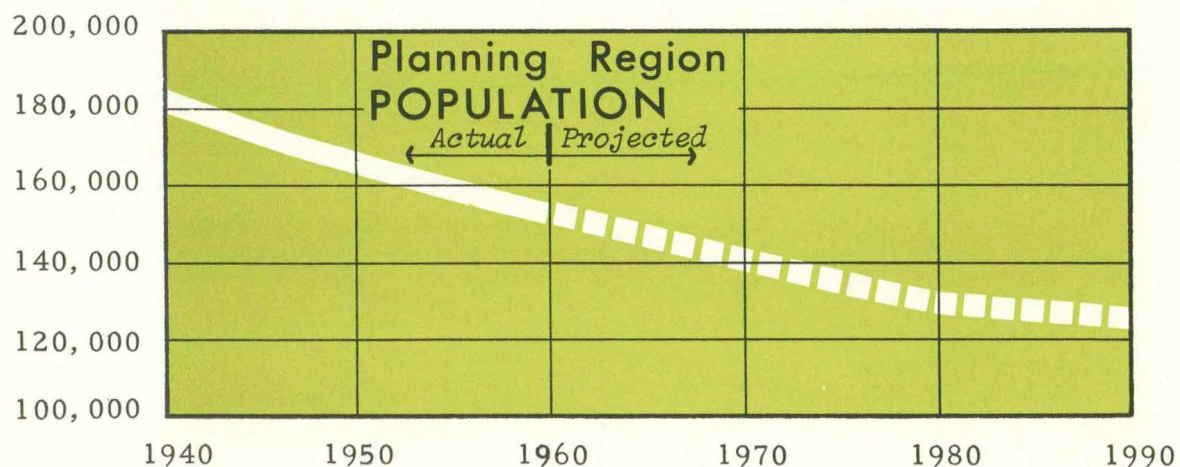
## BACKGROUND

An understanding of historical, physical, social and environmental factors affecting Adams County and the surrounding region is necessary in forming a coordinated plan and program for outdoor recreation.

Earlier reports of the Adams County Regional Planning Commission entitled "Preliminary Report - Background for Planning" and "Final Report - Comprehensive Plan, Corning and Adams County, Iowa" were published in 1965 and 1966 respectively. These reports present extensive information on the county and recommend development programs. The background information presented in this section supplements and reviews information in the above reports.

### Population

Changes in agriculture have brought about farm consolidations, increased mechanization and reduced labor requirements in the entire Midwest. Shifts in population structure have necessarily followed these economic strategies. Southwest Iowa as an agricultural region without a major urban center has experienced these forces. Statistics developed by the Iowa State University Cooperative Extension Service in their report "The Population Change of Eight Southern Iowa Counties" indicate that the 141,000 persons now residing within a 50-mile radius of the center of Adams County may be further decreased by 1990. Based upon past trends, a 1990 population of 118,000-121,000 is forecast for the 50-mile radius discussed as the "planning region."



Source: Stanley Consultants, Inc.

The rapid growth of metropolitan complexes at Omaha-Council Bluffs and Des Moines represents a counterforce to population declines in the immediate vicinity of Adams County. Interstate Routes 80, 29 and 35 and U. S. Route 34 bring these urban centers within 1 1/2-2 hours driving time. Thus, a recreational development of large size and regional significance would be readily available to 750,000 urban residents.

#### Historical

Adams County is located in the southwest portion of Iowa and contains 426 square miles. The county was first settled in 1846 and officially chartered in 1851. Corning, the county seat, was established in 1857. In 1853, a group of French socialists settled approximately three miles east of Corning. This settlement became known as the Icarian Colony and added to the culture through language, art, and music. Corning was connected to the rest of the state in 1869 by the Chicago, Burlington, and Quincy Railroad.

#### Physical

Adams County is an upland plain sloping slightly toward the southwest. It is moderately altered by natural erosion and well-defined valley fills. The landscape has evolved from deposited glacial till overlain by wind-deposited silt loam (loess). Principal soil associations are the Shelby-Sharpsburg, Macksburg-Winterset and Sharpsburg-Adair. The native vegetation of Adams County at the time of settlement was mainly big and little bluestem prairie grasses. Trees occurred along the major streams.

Runoff water flows to the Missouri River. The Middle Nodaway and East Nodaway rivers and their tributaries are the largest drainage systems. Channels of these streams originally meandered, but between 1920 and 1930 they were partially straightened to reduce flooding.

The climate of Adams County is subhumid and continental. Summers are generally hot and winters cold, with a growing season adequate for corn, soy beans, etc. Average precipitation ranges from 0.7 inch in December to about 4.5 inches in June.

### Land Use

Surveys completed during the earlier planning studies showed use of land to be as follows:

Agriculture	95.7%
Urban	1.3%
Roads and Transportation	2.7%
Other	<u>0.3%</u>
	100.0%

### Transportation

Mobility and accessibility play important roles in the utilization of recreational resources. Adams County is served east to west by one primary highway, U.S. Route 34, and north to south by a secondary highway, State Route 148. These highways are joined by segments of five other state routes. The county has direct access to Interstate Route 80, 35 miles to the north. Interstate Route 35 lies 50 miles to the east, and Interstate Route 29 is some 60 miles west of Corning. Supplementing the state and Federal highway systems are some 130 miles of county highways.

Corning has an excellent small airport located one-half mile west of town. The principal runway is a lighted 2,800-foot, all-weather strip.

### Socioeconomic Factors

Adams County reached a peak population of 13,601 in 1900. Consolidation of smaller farms and farm mechanization has resulted in a population loss of nearly 50 percent. Estimated population in 1965 was 6,750. The county should show a slight increase in 1975-1980 as Walters Creek Recreation Area stimulates social and economic growth.

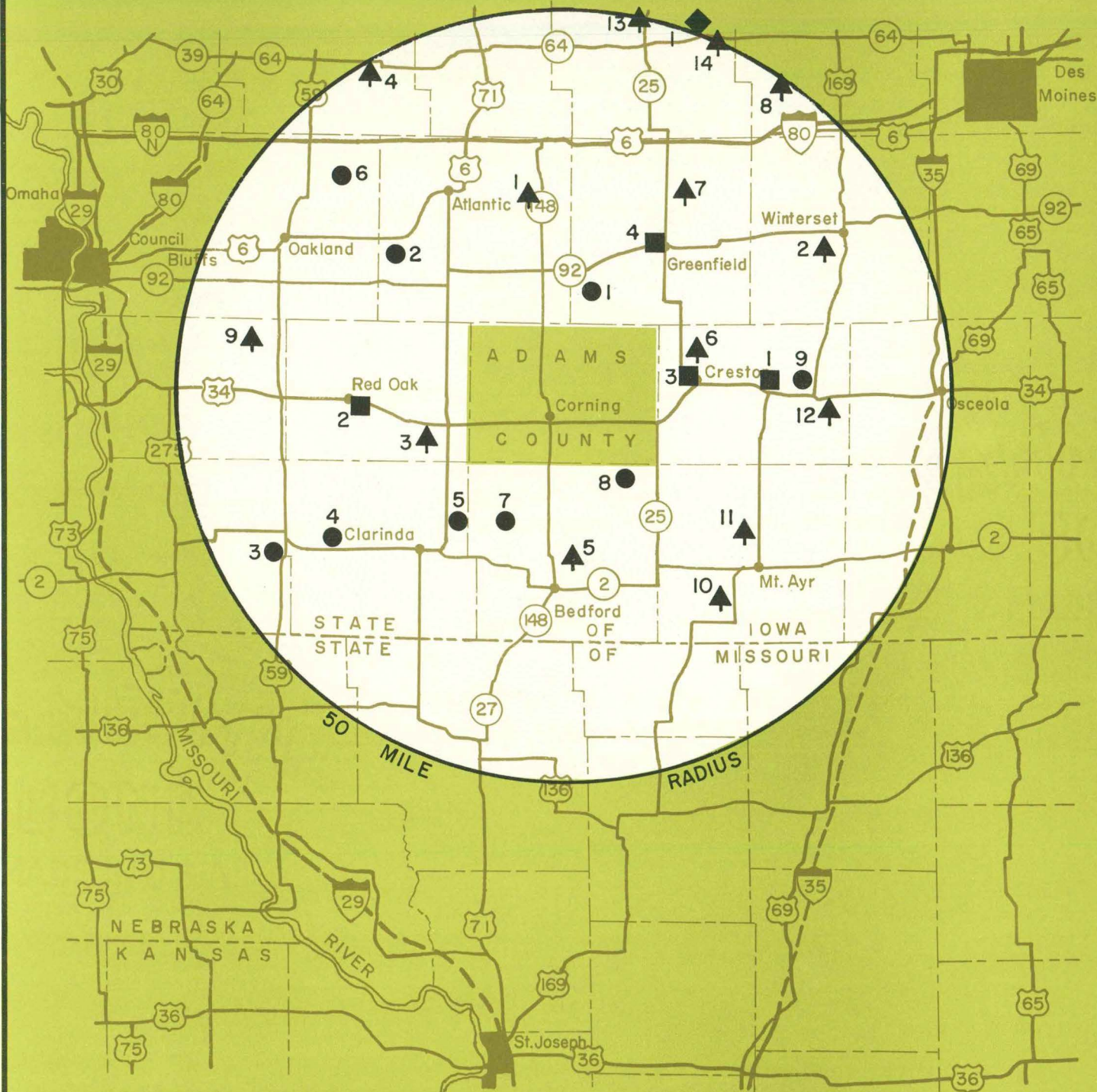
Young people are mobile, following job opportunities. Age-sex pyramids shown on the following page illustrate this effect in Adams County.

TABLE 1 (CONTINUED)

<h1 style="text-align: center;">PLANNING REGION EXISTING FACILITIES</h1>							MAJOR ACTIVITIES																	
							BOATING	CAMPING	COURT GAMES	FIELD GAMES	FISHING	GOLF COURSE	HISTORICAL	HUNTING	NATURAL SCENERY	PICNICKING	PLAY EQUIPMENT	SWIMMING	TRAIL					
NAME OF AREA	OWNERSHIP OR TYPE	ADMINISTERING AGENCY	BOR GROUP	ACRES																				
				TOTAL AREA	LAND AREA	WATER AREA																		
<b>COUNTY</b>																								
ADAIR COUNTY																								
1	Mormon Trail Park	Adair County Conservation Board	Adair County Conservation Board	II	160	125	35	●	●		●		●	●										
CASS COUNTY																								
2	Cold Springs Park	State of Iowa	Cass County Conservation	II	104	86	18	●	●		●		●	●										
FREMONT COUNTY																								
3	Manti Memorial Park	Fremont County Conservation Board	Fremont County Conservation Board	II	12	10	2	●		●			●											
PAGE COUNTY																								
4	Pioneer Park	Page County Conservation Board	Page County Conservation Board	II	19	15	4	●	●	●			●											
5	Nodaway Valley Park	Page County Conservation Board	Page County Conservation Board	II	72			●					●											
POTTAWATTAMIE COUNTY																								
6	Botwa Bend	Pottawattamie County Conservation Board	Pottawattamie County Conservation Board	II	105	100	5	●		●			●											
TAYLOR COUNTY																								
7	County Conservation Area (New Market)	Taylor County Conservation Board	Taylor County Conservation Board	II	60				U	N	D	E	V	E	L	O	P	E	D					
8	County Conservation Area (Lenox)	Taylor County Conservation Board	Taylor County Conservation Board	II	50				U	N	D	E	V	E	L	O	P	E	D					
UNION																								
9	Talmage Hill	Union County Conservation Board	Union County Conservation Board	II	13				N	A	T	U	R	E	S	T	U	D	Y					
<b>MUNICIPAL</b>																								
ADAIR COUNTY																								
1	Nodaway Lake	City of Greenfield	City of Greenfield	I	70	50	20	●			●		●											
MONTGOMERY COUNTY																								
2	Legion Park	City of Red Oak	City of Red Oak	I	160				●	●			●	●	●									
UNION COUNTY																								
3	Afton Lake	Town of Afton	Town of Afton	I	33	21	12	●			●		●											
4	McKinley Park	City of Creston	City of Creston	I	80	70	10	●	●	●	●		●	●										
<b>PRIVATE</b>																								
GUTHRIE COUNTY																								
1	Lake Panorama	Open to Public			6,000	4,600	1,400							R	E	S	I	D	E	N	T	I	A	L

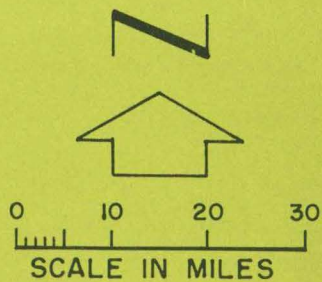


# ADAMS COUNTY, IOWA PLANNING REGION EXISTING FACILITIES



URBAN PLANNING GRANT PROJECT NO. IOWA P-72  
 THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

PREPARED UNDER CONTRACT FOR AND FINANCED IN PART BY THE IOWA DEVELOPMENT COMMISSION UNDER THE PROVISION OF CHAPTER 28, CODE OF THE STATE OF IOWA AS AMENDED.  
 BY: STANLEY CONSULTANTS, INC.  
 MUSCATINE, IOWA

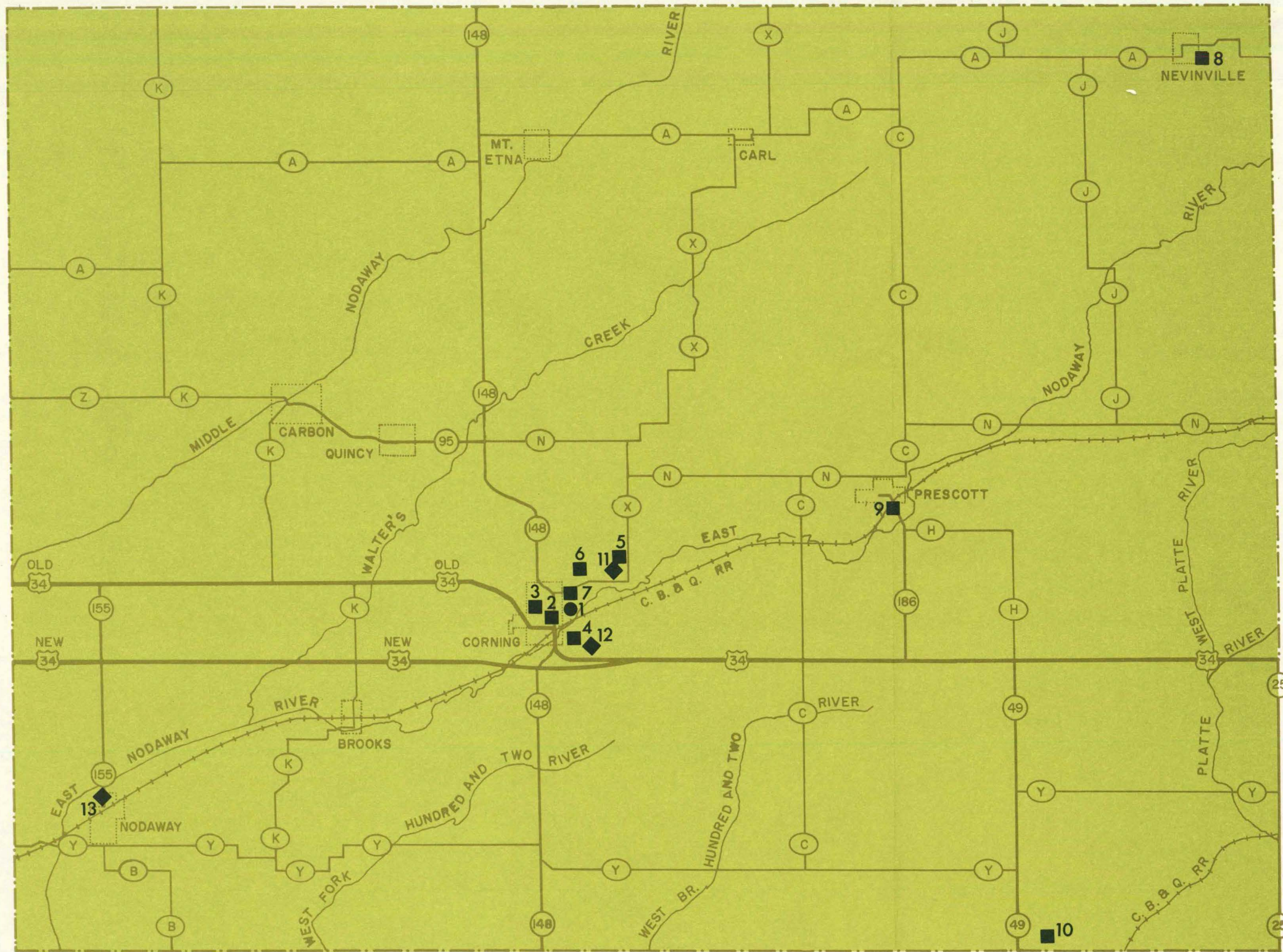


## LEGEND

- ▲ STATE
- COUNTY
- MUNICIPAL
- ◆ PRIVATE

FIGURE 1

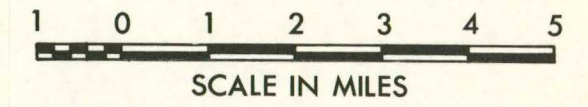
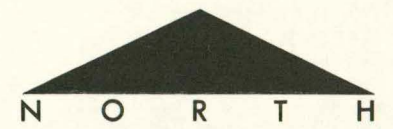




## ADAMS COUNTY, IOWA EXISTING FACILITIES

### LEGEND

- EXISTING MUNICIPAL FACILITIES
- EXISTING COUNTY FACILITIES
- ◆ EXISTING PRIVATE FACILITIES



URBAN PLANNING GRANT PROJECT NO. IOWA P-72  
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FIGURE 2

## DEMANDS

Demand can be expressed as user pressure placed on natural resources and recreation facilities. Changes in the nation's economic and social structures have produced marked increases in frequency of recreation activity. Choices or preferences of activity have undergone change. Shorter work days, longer vacations and greater disposable family income have affected frequency and choice.

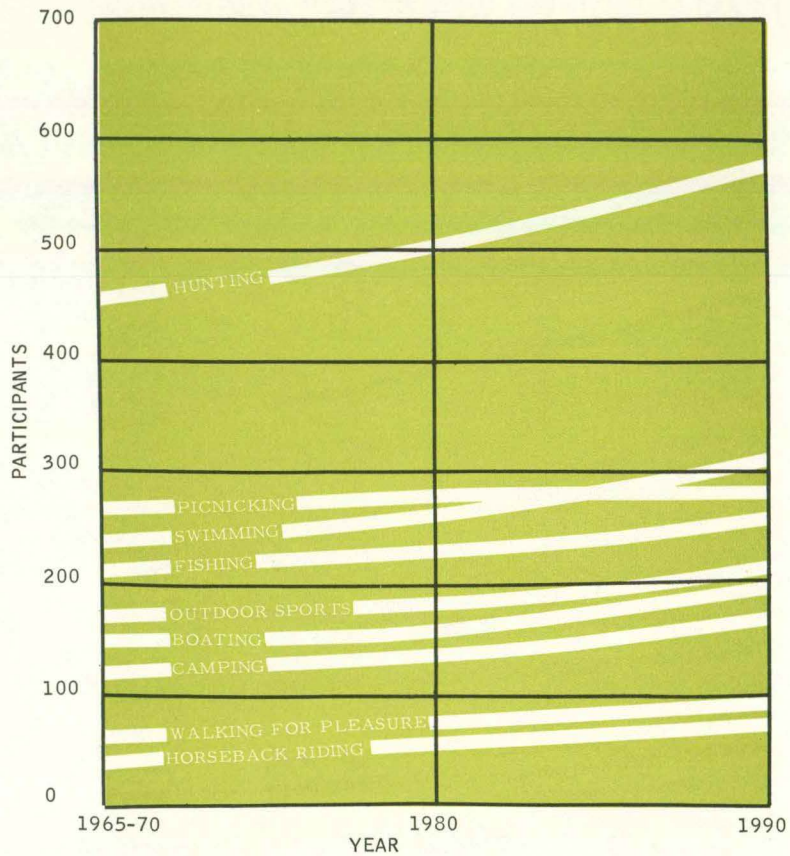
A major portion of each family's recreation activity takes place within one hour's drive from the home. Therefore, a substantial part of the demands generated by residents of Adams County must be met by county, municipal and private facilities.

### Method

Demand for recreation facilities and space generated by the people of Adams County has been derived from participation preferences presented in Report No. 19 of the Outdoor Recreation Resources Review Commission. The rural farm components of this data correspond closely to Adams County.

Facilities and needed space can be based upon activity during a typical summer weekend. It is estimated that 20 percent of the county population will seek some form (or forms) of outdoor activity on the design day. Total outings are then allocated to specific activities using the preferences from ORRRC.

Projections to 1970, 1980 and 1990 anticipate changes in population, some adjustments in preference and increased participation (24 percent by 1990). The illustration summarizes demand projections from county residents.



PROJECTED RECREATION PARTICIPATION FOR AN AVERAGE SUMMER SUNDAY

Source: Stanley Consultants, Inc.

### Standards, Space and Facility

Number of potential users must be converted to acres of forest and water, picnic tables and camp sites. General standards for intensity of use have been accepted as guidelines. Since outdoor environment is essential to an enjoyable recreation outing, the standards used should include "back-up space" (land or water). Standards used in this study are presented in Appendix A.

## Needs

Population projections, preferences (participation rates) and space standards are used to establish a range of needed space and facilities. Table 3 presents this data for Adams County, adjusted to expected peak-hour volumes.

TABLE 3  
PROJECTED NEEDS - OUTDOOR RECREATION SPACE  
ADAMS COUNTY RESIDENTS

	<u>Participants (Peak Hour)</u>			<u>Acres</u>		
	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>
Picnicking	175	180	180	8.5	10	10
Swimming	110	140	200	0.2	0.3	0.5
Fishing (Shoreline)	75	90	90	6	8	8
Outdoor Sports	85	90	100	4	4.5	5
Boating	60	70	80	90	105	120
Camping	110	130	170	33	36	51
Horseback Riding	40	45	50	80	90	100
Nature Study (Trails)	45	50	65	90	100	130
Hunting	230	280	310	3,500	4,200	4,600

Source: Stanley Consultants, Inc.

Comparison of anticipated needs and existing supply indicates that attention should be devoted to picnic and camping facilities, public horseback and hiking trails, and water area suitable for larger boats.

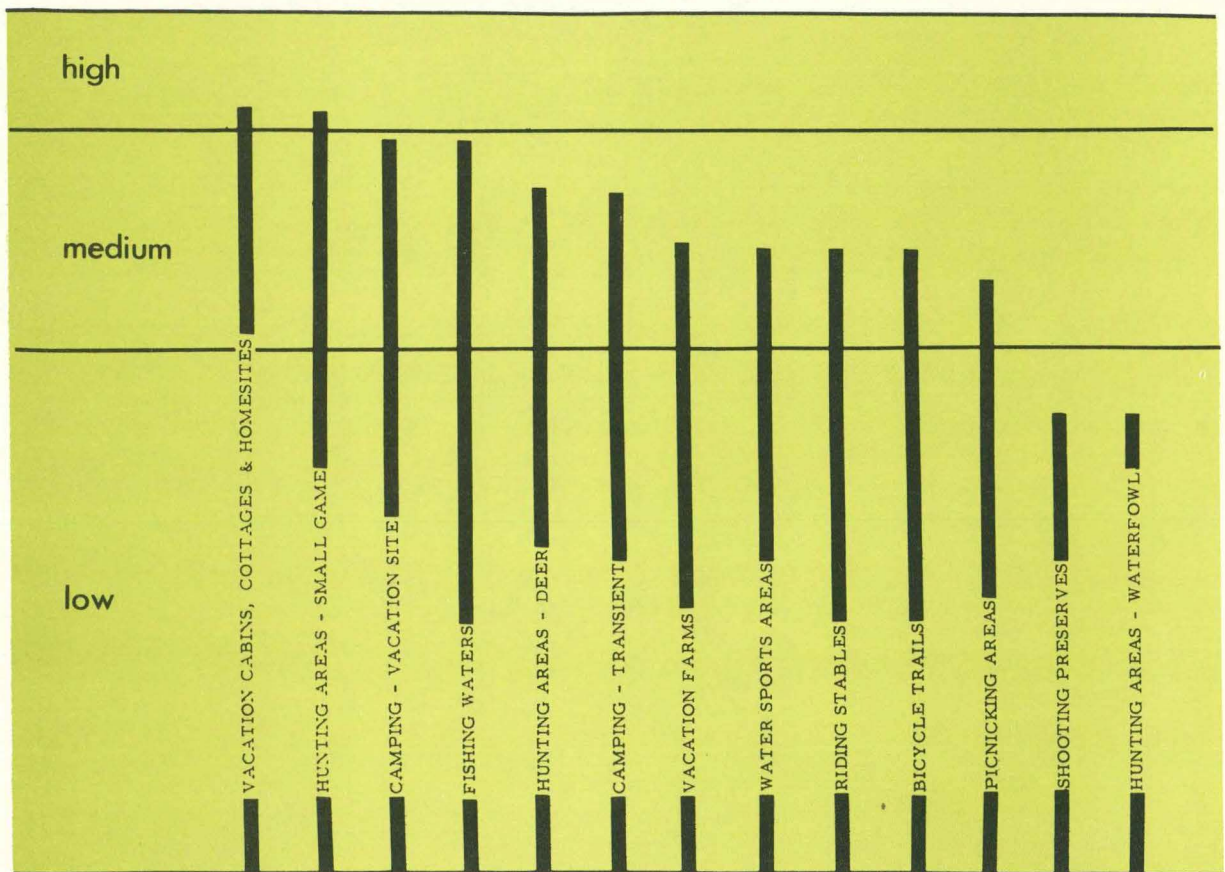
Neighborhood parks and playfields within walking distance for residents and special facilities such as pools, courts and apparatus will be needed within municipal limits.

Potentials

Adaptability of land to anticipated recreation demands is another facet of the planning program. Streams, lakes, woods and wildlife represent natural resources. Reservoirs, marinas, campgrounds and golf courses are man-made improvements to nature.

Recreation resources can become an economic and social asset to Adams County. Walters Creek Recreation Area will have 700 surface acres of water--a major impoundment. Surrounding land can support a recreation complex capable of bringing visitors for weekend trips and longer vacation periods. State parks in the planning region such as Lake of Three Fires, Green Valley, Viking Lake and Lake Anita will help draw vacationers to southwest Iowa, offering balance and a variety of recreation opportunities.

Personnel of the Soil Conservation Services, assisted by other agencies, recently compiled an appraisal of Adams County's recreation potentials. A summary of their findings is presented below.



APPRAISALS OF POTENTIALS OF OUTDOOR RECREATIONAL DEVELOPMENTS IN ADAMS COUNTY

Vacation cabins, cottages, and homesite development merit a high rating because of potential water impoundment sites.

Small game hunting areas have been given a high rating because of an abundance of game habitat in the county. Sound management practices extended to individual farms can develop this aspect even further and must do so, as external pressures will increase. Multi-purpose, watershed developments, utilizing the Watershed Protection and Flood Prevention Act (Public Law 566) are prominent in the county program. Completion of projects in Walters Creek Watershed and West Douglas Watershed will produce 1,000 surface acres of water impoundments.

The smaller water features can be of great value for recreation and wildlife purposes when developed and managed correctly. Individual landowners will be responsible for the small impoundments.

Recreation development by the private sector should play an important role in the over-all county program. Riding stables, marinas, vacation cabins and related facilities should be profitable undertakings and provide necessary services.



## THE PLAN

Adams County has the resources necessary to satisfy local recreational needs. Full development of Walters Creek Recreation Area will attract visitors from a larger regional area. Imaginative development and management can make recreation an important industry in Adams County.

### Scope

The long-range plan includes projects of the County Conservation Board, the municipalities, cooperative ventures and private undertakings. Several public agencies and sources of funds are involved. All are necessary to utilize full potentials. The County Conservation Board and Regional Planning Commission must assume responsibility to ensure that effective coordination between Federal, state, county, municipal and private enterprise is established and maintained. The realization of their common goals and objectives will be accomplished only through such an approach.

### Capabilities

Preceding sections of this report discussed and analyzed needs and opportunities for recreational facilities. Proper perspective is achieved by relating ability and responsibility for facilities. The recommended long-range plan represents a workable development program balancing ability with needs, desires and opportunities.

Figure 3, The Plan, includes a range of projects and activities covering 20 years. Principal programs are as follows:

1. Walters Creek Recreation Area. Coordination between Federal, state, county, municipal, and private development is essential and critical to realize potentials.
2. Private Recreation Developments - Wildlife Habitat. The County Conservation Board and Regional Planning Commission can contribute to private development by providing advice, guidance and information. Zoning and subdivision standards are necessary regulatory measures. Hunting, fishing and related recreation

on private lands can be improved by programs emphasizing habitat and management. West Douglas Watershed will develop impoundments suitable for private management.

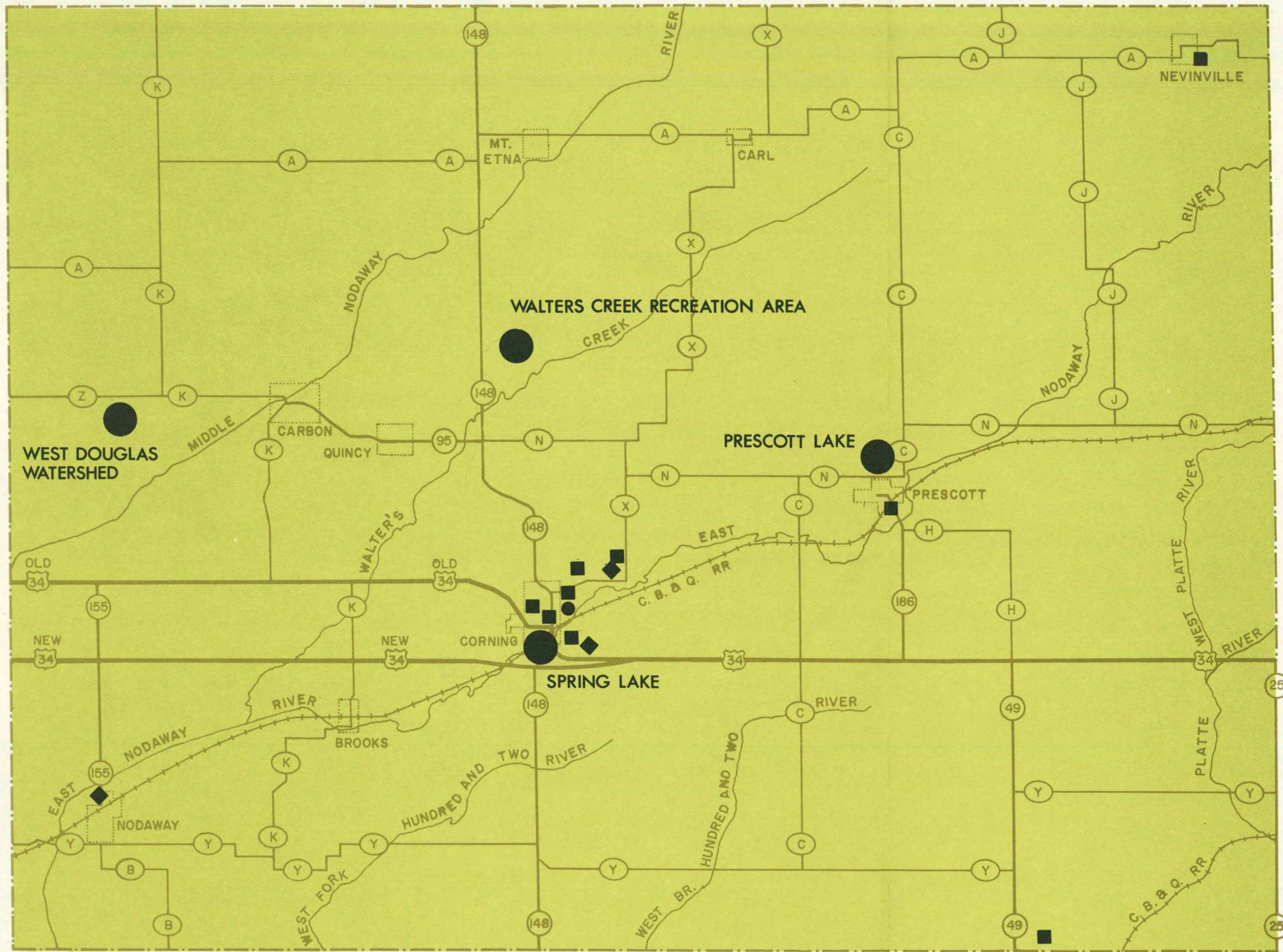
3. Prescott Lake. This municipal park development will provide both recreation and flood benefits.
4. Spring Lake. This project will provide an attractive roadside park and beautify the south entrance of Corning.
5. Municipal Facilities. City parks, neighborhood parks and playfields are located close to users. Continued improvement and enlargement of such facilities within the ranges designated are recommended.

Due to the size and complexity of the Walters Creek project, a separate section of this report has been prepared. The remaining projects and programs are discussed in this section. Figure 3 locates the projects.

#### Private Recreation and Wildlife Development

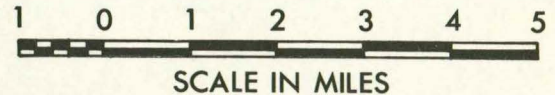
Development of recreation and wildlife programs by private enterprise on a county-wide basis is appropriate in Adams County. Such programs will encourage active citizen participation and will supply needed special facilities throughout the county. It is expected the Walters Creek development should draw well over 100,000 visitors into Adams County each year. Private recreational developments can provide special facilities not available at Walters Creek.

Private developments should focus around watershed projects such as West Douglas Watershed and Walters Creek Watershed. The small impoundments created within these watershed projects offer excellent opportunities for an individual or family. With completion of Walters Creek, thirty small impoundments will be created and ten at West Douglas, plus about ten private impoundments throughout the county. The following is a partial listing of revenue producing recreational programs applicable to Adams County: vacation farms, fishing waters (optional), live bait production, vacation cottages, picnic grounds, campgrounds, wildlife habitat and nature areas (no fee), hunting areas, shooting areas and gun clubs.



**ADAMS COUNTY, IOWA**  
**THE PLAN**

- LEGEND**
- PROPOSED PROJECTS
  - EXISTING MUNICIPAL FACILITIES
  - EXISTING COUNTY FACILITIES
  - ◆ EXISTING PRIVATE FACILITIES



URBAN PLANNING GRANT PROJECT NO. IOWA P-72  
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PREPARED UNDER CONTRACT FOR AND FINANCED IN PART BY THE IOWA DEVELOPMENT COMMISSION UNDER THE PROVISION OF CHAPTER 28, CODE OF THE STATE OF IOWA AS AMENDED.  
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**FIGURE 3**

The above facilities center on a water feature. Farm ponds thus offer the farmer and rancher protection from flooding and gully erosion while serving as the base for private recreation areas. Efforts to provide quality facilities are recommended.

Federal and state fish stocking programs are available. The State Conservation Commission's stocking and management program is guided by extent of development by the private landowner, cost-benefit ratio, and size of impoundment. Stocking programs in small farm ponds normally involve only one species, usually bass. This program does not require a public access agreement. On ponds of sufficient size and where recreation benefits equal or exceed cost, the State Conservation Commission may cooperate in a more intensive development program, including stocking of more than one species and assistance in development of access roads and parking areas.

Federal stocking programs are administered through the Bureau of Sport Fisheries and Wildlife. The pond must be suitable for habitat and contain no fish. The large number of ponds possible in Adams County would require more fishing pressure than residents can supply for proper harvest, as underfishing of farm ponds results in small stunted fish and a low level of user satisfaction.

Farm ponds also serve as an excellent base for game habitat. Developments should include special plantings designed to provide food and cover for wildlife. Adams County still offers excellent upland game habitat and is a prime area for pheasant and quail hunting. As fencerows disappear and watercourses are cleared and straightened, game habitat is seriously reduced. The Conservation Board should undertake an education and action program among private and public groups to ensure that waterways, wetlands and woodlands are always in ample supply. Time may be short.

Several Federal-state programs are available to improve wildlife habitat. Federal programs administered through County ASCS offices include Cropland Adjustment Program (CAP) and Agricultural Conservation Program (ACP). The Farm Game Habitat Program is administered by the Game Section of the Iowa Conservation Commission. These programs are explained in Appendix B, Federal Assistance Program.

## Prescott Lake

Flooding occurs several times a year along the East Nodaway River causing damage to the community of Prescott. An impoundment of about eight acres located north of town should alleviate this situation. An 80 percent Federal, 20 percent local cost sharing program is available through a special gully control program administered by the County ASCS office.

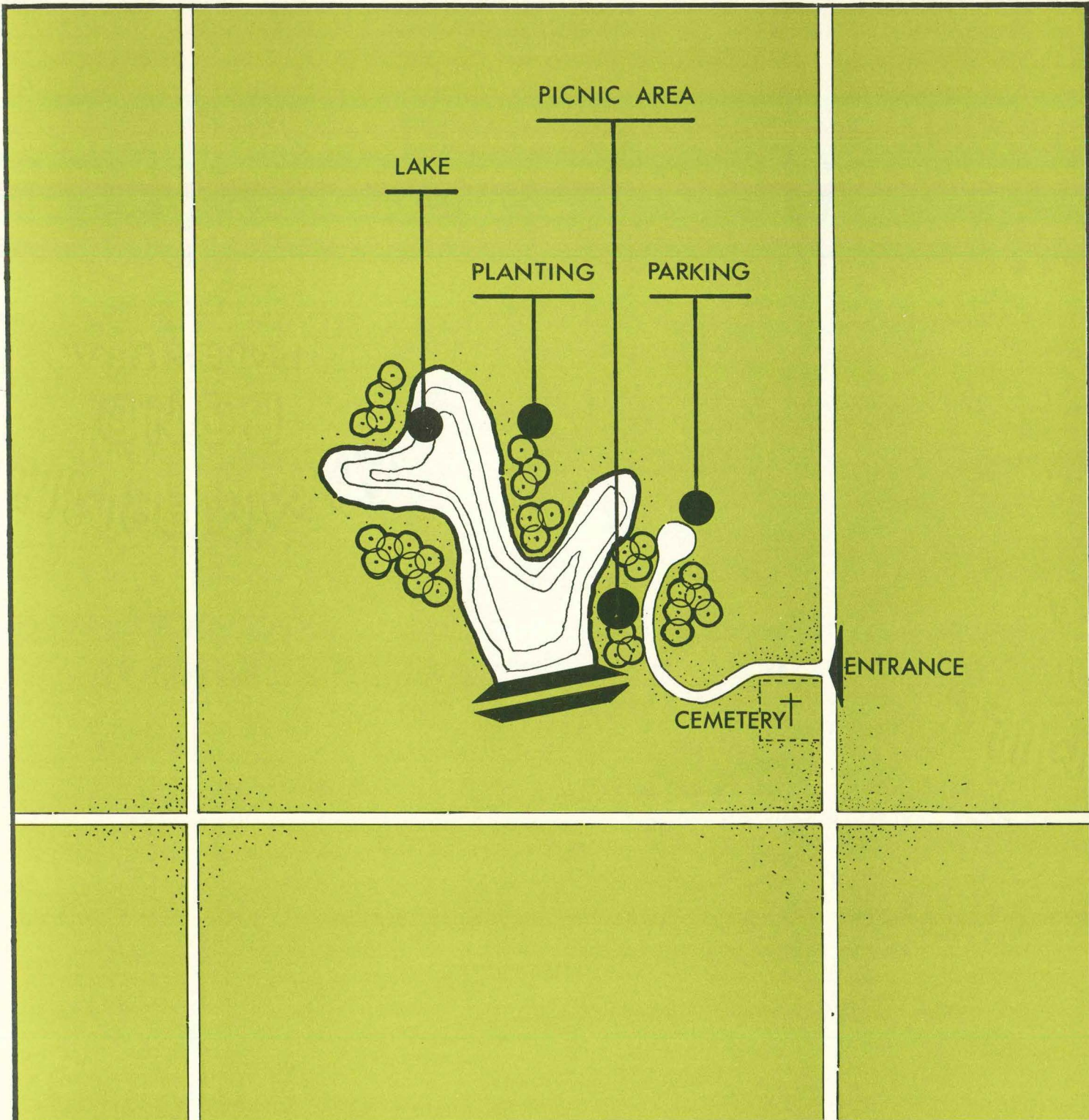
This project should be designed to produce multi-benefits including flood protection, gully control, and potential water storage and recreation for the city of Prescott. Development should include 10 or more acres of land surrounding the lake. An access road, parking area, rest room building, and picnic facilities should be constructed as basic facilities.

Cost of the impoundment can be shared through ASCS. Recreational land and facilities will become the responsibility of the community of Prescott. Several alternative methods of financing available include the following:

1. Financed completely from the municipal general fund.
2. Financial assistance from State Conservation Commission Fish Management Section for development of fishing waters. Assistance on basic facilities might be available depending upon benefit-cost ratio.
3. Assistance through the LWCFAs as administered by the State Conservation Commission. In certain years, matching funds under this source will not be committed to county projects.
4. A special public subscription fund could be initiated to help offset development costs.

The lake and adjacent land should be owned, administered and maintained by Prescott. Users from Prescott and the local area will constitute the major use pressure.

Estimated cost of this project is \$22,000. Development could be staged over several years. Appendix C presents a basis for this cost estimate. A conceptual sketch of proposed development is shown in Figure 4.



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# CONCEPTUAL SKETCH PRESCOTT LAKE DEVELOPMENT

FIGURE 4

### Spring Lake

This site was once a private picnic and outing grove. It has fallen into disuse and part of the site is an auto junkyard. Located on the south entrance to Corning at the intersection of Routes 34 and 148, the site is readily accessible. A series of ponds and abandoned channels of the East Nodaway River would become the feature elements.

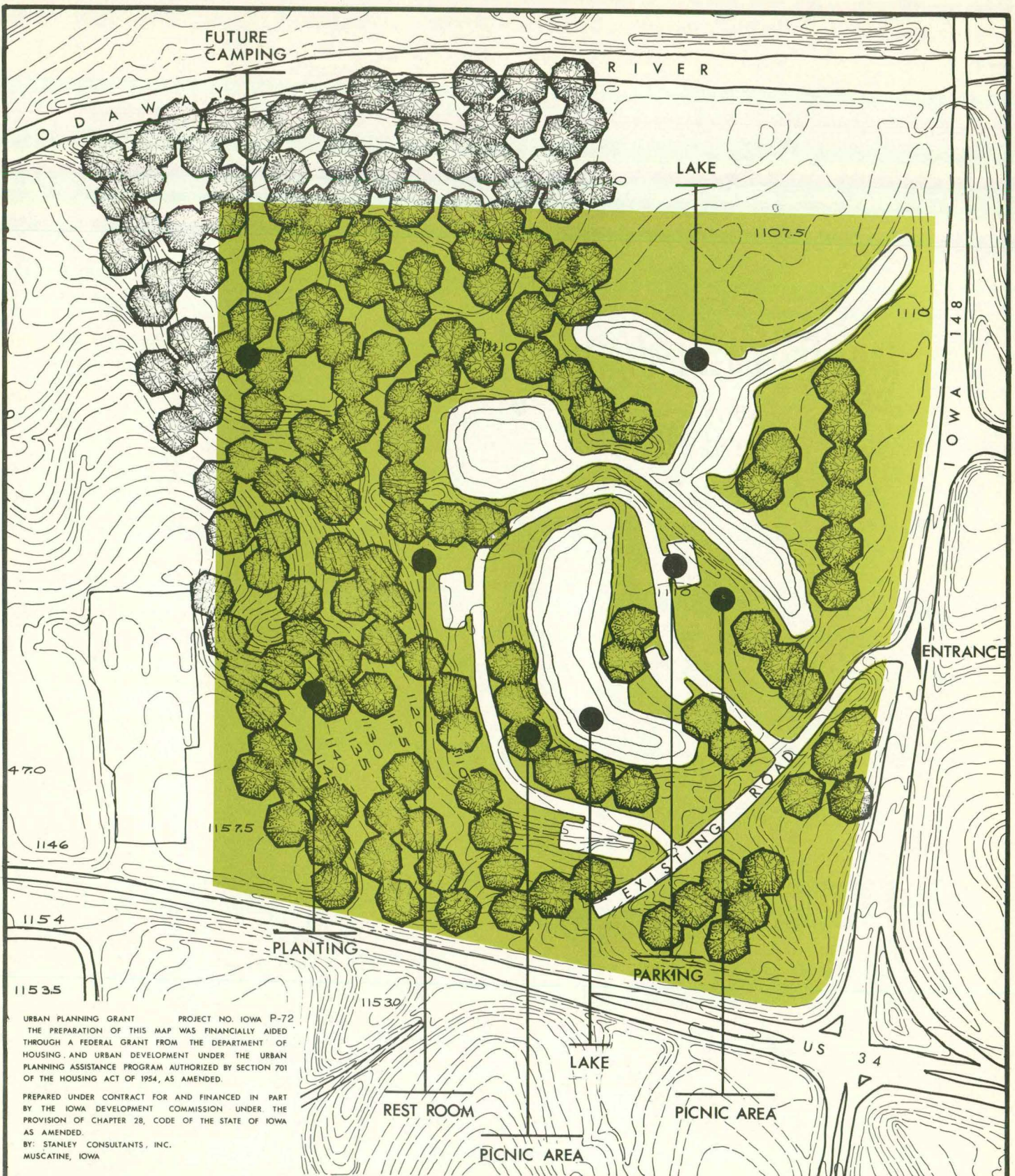
Forty acres should be acquired. Development should include facilities for en route camping (Route 34), access roads, parking, picnic area, rest rooms and a planting program. Hydraulic aspects of the water area should be investigated to devise the most economical means of circulating fresh water through certain channels.

Acquisition costs and initial improvements based upon Figure 5 are estimated to be \$37,500. Estimates are presented in Appendix C. Administration by the County Conservation Board is recommended.

### Municipal Projects

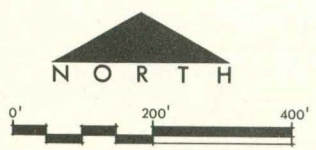
As stated throughout this report, the municipalities of Adams County are encouraged to improve and enlarge their park holdings. Neighborhood parks, swimming pools, ball diamonds, court games and related facilities are generally provided by the municipalities.

While individual municipal projects have not been described, they should be consistent with the Comprehensive Plan and this report. The Adams County Regional Planning Commission is a proper agency for review and comment should analysis be required on specific projects.



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# CONCEPTUAL SKETCH SPRING LAKE DEVELOPMENT

FIGURE 5



# WALTERS CREEK RECREATION AREA

## Scope

This is the major county project, involving almost every level of government and some 215 private landowners. The Watershed Protection and Flood Prevention Act (P. L. 566) provides the basis for planning and development. Sponsoring local agencies working with the Soil Conservation Service, U.S. Department of Agriculture, are the Adams County Soil Conservation District, Adams County Board of Supervisors, Adams County Conservation Board, City of Corning, and the Corning Board of Water Works Trustees. The State Conservation Commission is also participating actively. Many years of planning have preceded the accomplishments of this watershed group.

The watershed area includes 31,560 acres, nearly 50 square miles. Effect of the corrective measures upon the entire county is illustrated by these bases of project formulation.

1. Maintenance of soil productivity by the prevention of excessive sheet erosion and removal of soil nutrients.
2. Reduction of the growth of gullies and the accompanying damages.
3. Reduction of floodwater damage to crops and pasture; the level of protection to be once in five years.
4. Providing municipal and industrial water supply not only for critical drought periods but also for present and future industrial expansion, attracting new industries, and future predicted normal domestic use.
5. Providing water-based public recreational opportunities for residents of the local and surrounding communities.

The largest retention structure will create an impoundment of 700 surface acres just east of Route 148 some 6 miles north of Corning. Approximately 1,100 acres of public land will surround the impoundment. Conservation practices will be in effect on most of the private land within the Walters Creek Watershed.

Preliminary studies have been prepared upon recreation developments around the lake. Refinement of these studies and extensions to the private sector will be presented in this report.

#### Development Determinants

Land forms, roads and vegetation were studied in the vicinity of the impoundment. Five significant development determinants were identified and used as the design base. The following paragraphs discuss determinants and Figure 6 locates them.

Water - The basic element is the impoundment. All activities regardless of type or location relate to this element. Unimpeded access--physical and visual--is a basic but important consideration. The meandering shoreline will create a series of design opportunities.

Resource Awareness Area - Ridge lines surrounding the lake identify areas that determine aesthetics as well as environmental quality. Development within this area must observe sound conservation housekeeping and design practices. Ridge lines represent the point most removed from the lake, from which views of the water are available. The strongest use pressures should occur within these limits, and proper controls must be secured to ensure compatibility and maximum value.

Interior Ridge Lines - Natural drainageways leading to the impoundment should remain undisturbed. Ridges above these drainageways offer unrestricted views to the lake and can be developed as major activity centers.

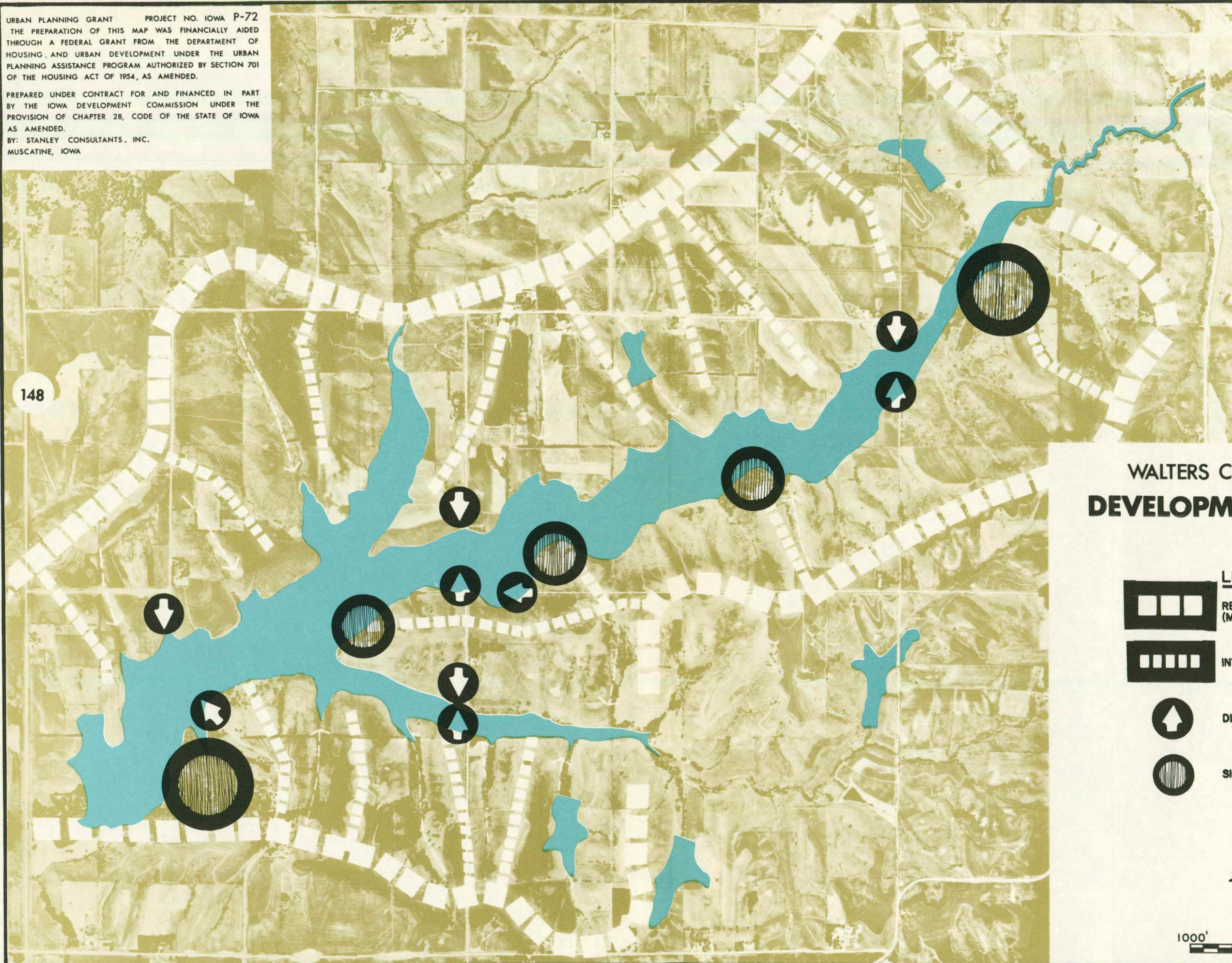
Existing Wooded Areas - Wooded areas should be preserved wherever possible. They provide the natural environment and amenities for recreational activities. Selected areas should be reforested.

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## WALTERS CREEK RECREATION AREA DEVELOPMENT DETERMINANTS

### LEGEND

 RESOURCE AWARENESS AREA  
 (MAJOR RIDGE LINE)

 INTERIOR RIDGE LINE

 DIRECT ACCESS POINTS

 SIGNIFICANT WOODED AREAS

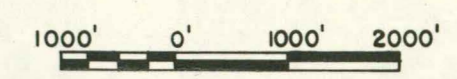
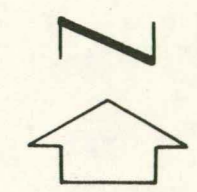


FIGURE 6

Direct Access Points - Special land-use controls will be necessary at locations where public roads contact the water. While the entire shoreline will be publicly owned and managed, these "points of entry" will be subject to development pressure. They represent a first and last impression of the watershed area and require careful handling.

#### Public Development

The Adams County Conservation Board will administer and maintain the 1,100 acres of public land surrounding the lake. The character and condition of the shoreline is critical to the success of the entire development.

Analysis of the site and design determinants have established locations for a series of developments. Ten public development centers are shown for initial facilities. Each area has been broken into "activity sectors." For example, Area 1 includes sectors devoted to camping, picnicking, swimming, riding stables, playfield and boat access.

A wide range of activities is possible and desirable at Walters Creek. Intensity of use, utilities, highway access, topography, and vegetation must be considered in assigning activity to specific land areas. Appendix A offers additional information relative to standards for intensity of use. Limits are placed upon site development to prevent overuse with subsequent injury to vegetation and aesthetics, which will ultimately affect level of user-satisfaction.

#### Development Plan

Figure 7\* presents the Master Development Plan, and Table 4 offers a summary of space allocations and the holding capacity of development centers. The following paragraphs discuss design concepts for locations referenced in Figure 7 and Table 4.

#### Area 1

This area contains the most attractive woodlands, good relationship to the impoundment, and is accessible to Route 148 by county roads. It should become the center for public recreation.

\* Contained in envelope in back of report

Sector 1A - The open ridge line and gentle slopes of the woodland should be developed for camping. Initial accommodations for 100 camp units would include rest rooms, water supply and electricity. Quarters for a resident manager could be located on the eastern extremity of this 95-acre parcel or across the county road in Sector 1D. Ready availability of the park offices to the campgrounds is desirable.

Sector 1B - Thirty (30) acres are allocated to picnicking for some 100 tables. Rest room facilities and water are provided. Approximately 330 parking spaces will be needed for the picnic area and beach.

Sector 1C - This location should become the primary public swimming beach and bathhouse. The beach, approximately 200 feet deep by 500 feet long, could accommodate near 1,000 swimmers at one time. The bathhouse should contain concessions and rest rooms. Operation of the beach and bathhouse may be leased to a private operator.

Sector 1D - This location will house riding stables and accessory pasture. Operation of the facility may be leased to private enterprise.

Sector 1E - A 5-acre playfield, play equipment and other game areas are recommended.

Sector 1F - A boat ramp and dock are located at the road terminal. Parking is provided for 20 cars and trailers.

## Area 2

Area 2 has direct highway access to Route 148 and is well situated to handle larger and heavier boat traffic, including marina service.

Sector 2B - This 10-acre site will offer picnic facilities for 250 users. Rest rooms and water supply are needed.

Sector 2F - A boat access and dock are provided at the road terminal with adjacent parking for 20 cars and trailers.

Sector 2G - The marina should offer sales, repairs, docking, boat and motor rental, and storage facilities. Marina operation may be leased to a private operator.

### Area 3

Development at the road terminal offers direct access to the lake and shoreline for fishing. Picnic facilities for 300 users (50 tables) are planned. Conveniences include a rest room and well.

### Area 4

Direct lake access is provided at the road terminal. Picnic facilities for 150 persons (25 tables) with rest rooms and well are located here. Excellent opportunity for bank fishing is available.

### Area 5

This location is suitable for a small picnic ground (8 tables) and rest room facilities. Access for shoreline fishing is available.

### Area 6

This wooded area offers excellent shoreline aesthetics for camping and picnicking. Rest rooms and well should be provided.

Sector 6A - The site will accommodate 10 camp units (weekend or vacation).

Sector 6B - Picnic facilities for 200 users (30 tables) are recommended.

Sector 6E - A 4-acre playfield separates the camping and picnic areas.

### Area 7

Area 7 should be developed as a picnic and camping area. Reforestation is required as existing vegetation is sparse. Rest rooms and well are recommended.

Sector 7A - This site should accommodate 15 camp units for trailers and campers.

Sector 7B - Facilities include 50 picnic tables (300 users) and access to shoreline fishing.

Area 8

The site should be developed for hike-in camping. It can accommodate about 80 campers. Parking is provided at Area 9.

Area 9

A small picnic grounds and parking area can be located at the road terminal.

Sector 9B - This site will provide picnic facilities for 250 users (40 tables).

Sector 9F - Access and ramp should be limited to small fishing boats as this end of the lake is zoned for fishing.

Area 10

The east end of the lake is less accessible and should be used for low-density activities. The headwater of the lake should provide excellent fishing.

Sector 10A (North) - Facilities for 15 primitive camp units with rest rooms and well are recommended.

Sector 10A (South) - The hike-in camp area offers space for 60 campers (15 units). Parking is provided at Area 9.

Summary - Public Area

Initial development programs may be summarized as follows:

Intensive site development (acres)	98
Parking (car spaces)	775
Camping units provided	175
Campers accommodated at one time	700
Picnickers accommodated at one time	2,000
Anticipated peak-hour use (persons) Public Areas	4,540
Maximum swimmers accommodated at one time	1,000
Anticipated peak-day use (persons) Public Areas	6,897

**TABLE 4**  
**AREA HOLDING CAPACITIES**  
**WALTERS CREEK RECREATION AREA**

LAND-BASED ACTIVITIES							
Area	Primary Use	Developed or Intensive Acres	Backup or Unintensive Acres	Total Acres	Peak Hour Capacity	Peak Day Capacity	Parking Spaces Provided
<b>Area 1</b>							
Sector 1A	Camping	20	75	95	400	420	100 included with campsites
Sector 1B	Picnicking	10	20	30	500	680	330
Sector 1C	Swimming	3	0	3	1,000	2,000	Users will park in Sector 1B
Sector 1D	Riding Stables	2	10	12			Development by private enterprise
Sector 1E	Playfield	5	0	5	100	200	Users will park in Sector 1B
Sector 1F	Boat Access	<u>1</u>	<u>0</u>	<u>1</u>			<u>20</u>
TOTAL		41	105	146	2,000	3,300	350
<b>Area 2</b>							
Sector 2B	Picnicking	5	10	15	250	330	60
Sector 2F	Boat Access	1	0	1			20
Sector 2G	Marina	<u>6</u>	<u>6</u>	<u>12</u>	<u>100</u>	<u>200</u>	Development by private enterprise
TOTAL		12	16	28	350	530	80
<b>Area 3</b>							
Sector 3B	Picnicking	6	12	18	300	400	70
<b>Area 4</b>							
Sector 4B	Picnicking	3	6	9	150	200	30
<b>Area 5</b>							
Sector 5B	Picnicking	1	3	4	50	70	15
<b>Area 6</b>							
Sector 6A	Camping	2	10	12	40	42	10 included with campsites
Sector 6B	Picnicking	4	8	12	200	270	50
Sector 6E	Playfield	<u>4</u>	<u>0</u>	<u>4</u>	<u>80</u>	<u>160</u>	Users will park in Sector 6B
TOTAL		10	18	28	320	472	50
<b>Area 7</b>							
Sector 7A	Camping	3	15	18	60	63	15 included with campsites
Sector 7B	Picnicking	<u>6</u>	<u>12</u>	<u>18</u>	<u>300</u>	<u>400</u>	<u>75</u>
TOTAL		9	27	36	360	463	75
<b>Area 8</b>							
Sector 8A	Primitive Camping	4	20	24	80	84	Users will park in Sector 9B
<b>Area 9</b>							
Sector 9B	Picnicking	5	10	15	250	330	95 (35 for Areas 8 and 10)
Sector 9F	Boat Access	<u>1</u>	<u>0</u>	<u>1</u>			<u>10</u>
TOTAL		6	10	16	250	330	105
<b>Area 10</b>							
Sector 10A (North)	Camping	3	12	15	60	66	15 included with campsites
Sector 10A (South)	Primitive Camping	<u>3</u>	<u>12</u>	<u>15</u>	<u>60</u>	<u>66</u>	Users will park in Sector 9B
TOTAL		6	24	30	120	132	
WATER AND SHORELINE ACTIVITIES							
Fishing							
Shoreline					340	560	
Boat					160	260	
Pleasure Boating					60	96	

Source: Stanley Consultants, Inc.



### Water Area

The impoundment becomes a prime recreation element in its own right. Thirteen miles of shoreline are available to bank fishermen, and boaters can reach almost any point.

Since this is a large body of water and a variety of users must be served, a water-use zoning concept is recommended for implementation from the first public opening of the area.

The western portion of the lake as indicated on Figure 7 is intended for pleasure boating and water skiing (basically large horsepower motors, 6 hp, and over). This area includes some 400 acres and is zoned unrestricted. Approximately 20 water skiing rigs can be accommodated at one time. State law requires a speed limit of 10 mph within 300 feet of shore to protect the fisherman. A ski beach is proposed in Area 2 on an east facing shoreline near the marina, offering water skiers a place to start and stop. Special permission must be obtained from the State Conservation Commission for this facility.

The three "arms" of the lake are intended for fishing and canoeing and should be restricted to motors of 6 hp or less. These areas should provide excellent fishing and include approximately 300 acres. Approximately 60 boats can be accommodated at one time at a density of one boat per 5 acres.

Principal fish species to be stocked normally include large mouth bass, bluegill, crappie, catfish and bullhead. Walleye might be tried.

### Anticipated Use

Within five years of completion of recreation facilities, Adams County can expect heavy use of facilities. Based on annual attendance at state parks in adjoining counties, 100,000 to 200,000 "visitor days" can be anticipated at Walters Creek Recreation Area in the early years of development. Annual attendance of over 200,000 is feasible when the development is mature.

Factors affecting the prospective number of annual "visitor days" include:

1. The large area available for recreational use - 700 acres of water, 1,100 acres of land.
2. Numerous recreation facilities will be available, both public and private.

3. A lake offering zoned areas for pleasure boaters, water skiers, and fishermen.
4. Four state parks within 30 miles generate a regional attraction.
5. Policing and maintenance of recreation areas.
6. Access from U. S. 34 and Interstate 80.

Private Sector - Walters Creek Area

The participation of private enterprise in area-wide recreational developments is essential. Private investment will provide additional developments so that Walters Creek Recreation Area can offer a rounded recreation experience.

Private development should be encouraged for the following facilities:

- |                           |                    |
|---------------------------|--------------------|
| Recreation-resort complex | Campgrounds        |
| Year-around homes         | Vacation farms     |
| Summer homes              | Shooting preserves |
| Vacation cabin clusters   | Fishing ponds      |
| Organized summer camps    |                    |

Character of such projects is critical to over-all success of the development. Careful analysis and planning will produce fine public areas. Slipshod private development will detract from the environmental value of public areas.

Private investment in year-around homes, summer homes, and vacation clusters will be dependent on the recreation or second home market. Success of such developments will be determined by the "total" environment offered. A good view of the lake is essential. Direct access by easements should also be provided from housing developments to the public shoreline, allowing residents to walk to the lake without crossing a road.

Central water supply and waste treatment systems should be provided for concentrated developments. Treatment and disposal of wastes is critical to the success of the project. Local soils are not suitable for high-density individual septic tank systems. Such systems may fail during wet periods because of impervious subsoil. The ideal solution would be a waste treatment system serving public and private development. Such a waste system

would run under the lake. Discharge would take place below the dam. Another alternative is to serve concentrated developed areas with a series of sewage lagoons. Private investors should be encouraged to work together in providing centralized waste treatment lagoons.

Economic Benefits

The economic value of recreation should be considered. The recreation dollar can play an important role in Adams County's economy. Visiting vacationers will purchase sporting equipment, gasoline, food, and many other items.

The following figures have been derived from research conducted at the University of Wisconsin School of Commerce, and represent an estimate of daily expenditures by participants in various types of recreational activities.

<u>Activity</u>	<u>Total Daily Expenditure</u>	<u>Total Minus Equipment Expenditures</u>
Camping (per party)	\$12.71	\$10.20
Overnight Fishing (nonresident)	17.17	16.75
General vacationing (nonresident)	21.00	20.50
	<u>Annual Expenditure</u>	
Private summer home (resident)	\$ 986.00	
Private summer home (nonresident)	1,325.00	
Private cottage (resident)	1,280.00	
Private cottage (nonresident)	1,527.00	

If only part of the daily expenditures are made in the area of activity, it is apparent that the recreation industry can be helpful in Adams County. Using anticipated annual visitor days (say 125,000) and a minor expenditure of \$2.00 per visitor per day would produce \$250,000 in cash flow within the area.

Economic benefits from private summer homes and cabins are also significant, in terms of original construction, annual upkeep and added tax base.

Controls

Proper zoning and control of land development in the "resource awareness area" is of vital importance if Walters Creek is to realize and retain its full recreational potential. Development guidelines for private enterprise must emphasize the objective of creating a successful recreation complex and one which retains the natural environmental qualities of the watershed. Essential tools for development guidelines are the County's zoning and subdivision regulations administered through the Adams County Regional Planning Commission.

## IMPLEMENTATION

This plan has been formulated to aid the Adams County Conservation Board, the Regional Planning Commission, municipalities and the private sector in providing a successful outdoor recreation program. The Conservation Board has assumed responsibility for implementing and coordinating a major portion of this program.

Walters Creek project in particular represents a multiple use facility of regional importance. Cooperative actions by Federal, state, and local agencies and private landowners have created this working arrangement embracing the Soil Conservation Service, State Conservation Commission, Corning Water Board, County Board of Supervisors, and County Conservation Board. To accomplish this ambitious and beneficial conservation-recreation project, a pool of funds and talent must be achieved. Guidance by the County Conservation Board will also assist private enterprise in developing and managing related recreation programs.

Realization of this plan requires support and cooperation from the citizens of Adams County, as well as the public agencies noted.

### Program of Action

County programs include:

1. Walters Creek Recreation Area.
2. Programs to encourage participation of private enterprise in recreation and wildlife projects.
3. Spring Lake near Corning.

Municipal programs include:

1. Lake and park at Prescott.
2. Cooperation on Walters Creek (Corning).
3. Improvements to neighborhood and city parks (all).

The largest undertaking of the Adams County Conservation Board will be Walters Creek Recreation Area. The anticipated time table of development for Walters Creek Recreation Area follows:

Summer 1968-69	Appraisal of land, land acquisition
Summer 1969	Design major structure
Fall 1969	Let contract for structure
Winter-spring 1969-70	Prepare lake bottom and shoreline facilities

With an average annual runoff of 6 inches in 1970, impoundment of water could reach recreation pool level.

Development priorities at Walters Creek Recreation Area follow:

1. Prepare lake basin and develop boat access and beach before impoundment.
2. Construct park manager's residence, bathhouse, and utility building.
3. Camping and picnicking facilities in Area 1.
4. Camping and picnicking facilities in Areas 6 and 7.
5. Camping facilities in Areas 8 and 10.
6. Picnic facilities in Areas 2, 3, 4, 5, and 9.

The Spring Lake project could proceed at an early date. Acquisition of land and cleanup of the site should commence in 1968.

#### Personnel

Operation and maintenance of public areas at Walters Creek Recreation Area will require full-time services of two employees. Facilities that are to be leased (bathhouse-beach, riding stables, and marina) will require part-time summer help acquired by the lessee.

Responsibility of the full-time employees would include upkeep and maintenance of recreation areas, providing information to tourists, and assignments to campsites.

A county administrator or resource coordinator would be a valuable addition to the county's operating forces. The administrator would coordinate activities of the County Conservation Board and Supervisors, and would administer development policies and zoning regulations at Walters Creek Recreation Area.

Financing the Program

Realization of the plan depends on careful financial planning, cost sharing and use of matching fund programs, as funds available to the Adams County Conservation Board are limited.

The major project, Walters Creek Recreation Area, could not be implemented without financial assistance from Federal, state, and local sponsors. Municipal projects and private development will require local, state, and Federal participation and private investment.

The Adams County Conservation Board will maintain and administer the basic recreation facilities at Walters Creek Recreation Area. The approximate total cost of the project including land treatment in the watershed will exceed \$1.6 million. A preliminary financing program as shown in the Watershed Report is shown below.

Item	SCS	Others	Total
Land Treatment	\$ 30,000	\$303,800	\$ 333,800
Structural Measures	681,555	111,505	793,060
Installation Services	203,410	23,640	227,050
Land, surveys, legal, etc.	130,750	168,210	298,960
Total Structural Measures	1,015,715	303,355	1,319,250
Total Project	\$1,045,715	\$610,535	\$1,656,250

Recreational aspects of the development program are estimated at \$831,640. Participation in financing is as follows:

Local

City of Corning	\$ 25,800
Adams County Board of Supervisors	36,560
Adams County Conservation Board	93,340

State

Conservation Commission	178,630
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Federal

Soil Conservation Service, (U. S. D. A. )	497,310
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The Adams County Conservation Board will participate in planning and development of the basic recreation facilities and will manage the recreation development upon completion. Approximate target date for operation of Walters Creek Area will be 1971-72 depending on availability of funds (and rate of annual runoff). A portion of the County Conservation Board's funds will be needed before impoundment for preparation of basin and shoreline. When the recreation facilities are activated, the full mill levy should be available for annual operation and maintenance.

The Soil Conservation Service is expected to cost share with the County on planning and development of basic recreation facilities.

The Adams County Conservation Board presently derives all financing from county tax levy (approximately one mill). Table 5 has been prepared to estimate funds available to the Board in the future.

TABLE 5.  
FINANCIAL BASE - 1968-1988  
ADAMS COUNTY CONSERVATION BOARD

<u>Year</u>	<u>County Valuation</u>	<u>Revenue Based on 1 Mill Levy</u>
1965	\$20,276,000*	
1966	20,922,000*	\$20,300
1967	21,106,000*	20,900
1968	21,026,000	21,100
1969	21,276,000	21,000
1970	21,526,000	21,300
1971	21,776,000	21,500
1972	22,026,000	21,800
1973	22,276,000	22,000
1974	22,526,000	22,300
1975	22,776,000	22,500
1976	23,026,000	22,800
1977	23,276,000	23,000
1978	23,526,000	23,300
1979	23,776,000	23,500
1980	24,026,000	23,800
1981	24,276,000	24,000
1982	24,526,000	24,300
1983	24,776,000	24,500
1984	25,026,000	24,800
1985	25,276,000	25,000
1986	25,526,000	25,300
1987	25,776,000	25,500
1988	26,026,000	25,800

Source: Stanley Consultants, Inc.  
All numbers are rounded

\*Actual  
All others projected



### Recreation Surveys

Upon completion of facilities, the County Conservation Board should develop a program of user surveys at Walters Creek Recreation Area and Spring Lake. These surveys will indicate trends and preferences of recreation visitors and will help the Conservation Board adjust to changing user preferences.

### Inter-governmental Cooperation

The Adams County Conservation Board and Regional Planning Commission should adopt the plan for outdoor recreation and recommend it to the Board of Supervisors. The Supervisors should adopt this plan as an element of Adams County long-range development plan.

The State Conservation Commission, Soil Conservation Service, Soil Conservation District, County Extension Office, and all municipal governments in the county should receive copies of the plan to promote cooperation in gaining mutual objectives. Copies should also be circulated to active sportsmen clubs, nature groups, and interested private investors.

### Public Relations

Promotional programs should reflect the fine rural character of Adams County and the recreation features to be developed.

The county should take advantage of every opportunity to promote outdoor recreation, generate tourist activity and interest private investment. The number of private summer homes and cottages possible at Walters Creek Recreation Area is dependent in part on aggressive local selling. Sales effort must be accompanied by actions which will assure the prospective owner that recreational features and property values will be protected.

The regional planning effort, zoning, and subdivision regulation represent beneficial controls. Maintenance of roads, roadsides and the recreation area by governmental units are visible, physical responsibilities.

### Controls and Acquisition Techniques

Protection and preservation of meaningful landscape values requires more than partial acquisition and management by a public agency. Public agencies and private owners or developers must share a firm understanding of land use controls and benefits.

The largest prospective development, Walters Creek Recreation Area, will offer 1,100 acres of public land and 700 acres of water. These public areas will be administered by the County Conservation Board. Land use controls and subdivision regulations should guide developments adjoining the public land. It is essential that zoning and subdivision regulations are adopted by Adams County and enforced.

As additional projects and areas are ready for development, the full range of acquisition techniques and controls presented in Appendix D may be used.

### Summary and Conclusions

This report has presented a plan for development of recreation resources and necessary management programs in Adams County. Broad guidelines for all levels of government and private enterprise are set out. Activities of the Regional Planning Commission, the Soil Conservation Service, State Conservation Commission, Adams County Conservation Board, Adams County Board of Supervisors, Adams County Soil Conservation District, Regional Planning Commission, municipalities and private investors must be integrated to realize the full potentials of recreational opportunities in Adams County.

A natural landscape element, the watershed, has been combined with a man-made element, the lake, to create recreation opportunities. Development of Walters Creek Recreation Area will increase tourist activity in the region. The public recreation facility should act as a magnet to private enterprise in the form of homesites and related recreation-based developments. Creating more farm ponds and increasing wildlife habitat on individual farmsteads will benefit the county recreation program. The plan recommends full participation in this new economic opportunity.

Adams County will have growth potential with development of Walters Creek Recreation Area and related recreation programs. This plan provides a basic structure for utilizing the county's natural potentials and people.

Respectfully submitted,  
STANLEY CONSULTANTS, INC.

By Fred C. Goold  
Fred C. Goold

By Richard F. Kellor  
Richard F. Kellor

Approved W. R. Klatt  
W. R. Klatt

## APPENDIX A - Density Standards

Standards were derived for various recreation activities reflecting optimum or desirable densities for different activities in Adams County.

Standards used in this study are established as gross area requirements since many activities require accompanying natural or "back-up" space to produce a truly enjoyable outdoor experience. Thus, densities are not based upon the amount of land devoted to intensive development but rather developed area plus the natural or "back-up" space required.

The standards are expressed in terms of users per acre, so they can be readily compared. The following standards were those used for Adams County.

### Picnicking

An acre of reasonably level land with good turf can accommodate 10 to 12 picnic tables, or about 50 persons per acre. Large naturalist areas and reservations should have at least 2 acres of "back-up" space per acre of developed picnic area. This amounts to 50 persons on 3 acres, or 18 persons per acre.

### Swimming

Each swimmer should be allotted 100 square feet of beach. Swimming is normally associated with other park and outdoor activities which have included "back-up" space; therefore, it is not necessary to provide additional space for swimming. The standard can be expressed as 400 persons per acre.

### Camping

Five sites per acre represents a median for all types of campgrounds. Five sites with an average of four persons per site result in net standard of 20 persons per acre. Camping requires a large amount of natural environment to produce an attractive and satisfying activity. At least five acres of "back-up" is desired; thus, the 20 campers require a gross area of 6 acres, and the standard is expressed as 3.3 campers per acre.

### Nature Study and Trails - Horseback Riding

One mile of trail will accommodate 20 hikers without overcrowding. This equates to 8 people per net acre. Hiking and nature study require a great deal of natural environment or "back-up" space. A ratio of 16 "back-up" to 1 active acre will produce proper conditions. The standard is 8 people per 17 acres or 0.5 persons per acre.

### Outdoor Games and Sports

Outdoor games and sports include such activities as baseball, football and other games. The activities cause hard wear on the land, and play-fields have to be retired periodically to recover. A standard of 20 persons per acre should not produce undue damage to the area.

### Hunting

Densities for hunting vary depending on the game being pursued. A deer hunter may cover 100-200 acres per day. Upland game hunters may cover 20-50 acres in a day's time. The duck hunter walking will cover much more area than the hunter in a blind. Adequate spacing of people becomes a critical safety factor in hunting because of the distance traveled by slugs or shots. Fifteen to twenty acres is considered a minimum per hunter; thus, the standard can be expressed as 0.05 persons per acre.

### Shoreline Fishing

Shoreline fishing varies with the area, time of the year, and type of fish being sought. Based on the space occupied by one fisherman, the distance he casts from side to side and the tolerance of nearby fishermen in an area 20 feet (deep) by 200 feet (wide) is considered adequate. The standard is expressed as 12 fishermen per acre of shoreline.

### Boating

The size of the lake affects the allowable horsepower and, thus, acceptable densities of boats in a given area. Greater densities are acceptable where small boats and low horsepower motors are used. More space per user is needed for large boats with water skiing, etc. An allowance of 1 boat per 3 acres of water is considered a minimum. This converts to 0.33 boats per acre; and assuming two persons per boat, the standard becomes 0.66 people per acre of water.

### Peak-Hour Use

Park and recreational facilities are usually designed to accommodate peak-hour attendance on a typical seasonal Sunday. Demand techniques have generated the number of persons participating during one day; thus, the acreage required to satisfactorily accommodate them can be determined. However, not all people occupy the same space at the same time; hence, a turnover rate must be applied to each group of activities to determine the demand at a peak hour. Turnover rates have been converted to a percent of daily attendance expected during the period of highest use. The following are the turnover rates used for this study; Picnicking-75 percent, Swimming-50 percent, Camping-95 percent, Nature Study, etc.-65 percent, Outdoor Games and Sports-50 percent, Hunting-50 percent, Fishing-60 percent, and Boating-65 percent.

## APPENDIX B - Federal Assistance Programs

### U. S. Department of Agriculture

#### Program Title: MULTIPLE-PURPOSE WATERSHED PROJECTS

Authorizing Legislation: Watershed Protection and Flood Prevention Act; P. L. 83-566; P. L. 89-337; P. L. 89-4, Section 417; P. L. 87-703; 76 STAT 608, 609; 16 USC 1004, 1005 (Supp. V).

Nature of Program: This program provides technical and financial assistance to state and local organizations in planning, designing and installing watershed improvement works; in sharing costs of flood prevention, irrigation, drainage, sedimentation control, fish and wildlife developments, and public recreation facilities.

#### Program Title: CROPLAND ADJUSTMENT PROGRAM

Authorizing Legislation: P. L. 89-321, 16 USC 59 Oh.

Nature of Program: This program shares the cost with governmental agencies for establishing conservation practices on non-farm cropland to preserve open spaces and natural beauty, develop wildlife and recreation, and prevent air and water pollution. "Greenspan" is part of this program.

#### Program Title: LOANS FOR RECREATIONAL PURPOSES

Authorizing Legislation: Food and Agricultural Act of 1962; P. L. 87-703; 76 STAT 605; 7 USC 608c, et al. Consolidated Farmers Home Administration Act of 1961; P. L. 87-128; 75 STAT 294; 7 USC 1013a, 1921, et seq. (Supp. IV)

Nature of Program: This program provides loans for recreation enterprises to farmers and ranchers who personally manage and operate family farms so they may develop enterprises that will supplement their farm income. Loans may be used to develop land and water resources; repair and construct buildings; purchase land, equipment, livestock, and related recreational items; and pay necessary operating expenses.

#### Program Title: RESOURCE CONSERVATION AND DEVELOPMENT PROJECTS

Authorizing Legislation: Food and Agricultural Act of 1962; P. L. 87-703; 76 STAT 607; 7 USC 1010, 1011 (Supp. V) 1959-1963.

Nature of Program: This program provides technical, financial, and loan assistance to local legal sponsors where programs of resource conservation, development, and utilization will increase economic opportunities for local people. Included are measures needed to reduce erosion, flooding, and sedimentation; advice on ground cover; shrub, and tree varieties available for beautification and wildlife; and planning assistance in developing outdoor recreation enterprises.

U. S. Department of Interior

Program Title: FARM FISH POND MANAGEMENT

Authorizing Legislation: Fish and Wildlife Coordination Act of 1934;  
48 STAT 401; 16 USC 661-666c as amended.

Nature of Program: This program supplies several species of warm water fish to establish self-perpetuating populations in farm fish ponds. The purpose is to provide recreational fishing and stimulate tourist activity and interest.

Program Title: OUTDOOR RECREATION

Authorizing Legislation: Land and Water Conservation Fund Act of 1965,  
P. L. 88-578, 78 STAT 897; 16 USC Sec. 4601-4.

Nature of Program: Federal money is appropriated to individual states on the basis of a formula. The state in turn appropriates a portion of this money to its political subdivision to use for costs involved in planning, acquiring and developing land and water for recreational uses.

U. S. Department of Housing and Urban Development

Program Title: OPEN SPACE LAND

Authorizing Legislation: Housing Act of 1961; P. L. 87-70; STAT 183;  
42 USC 1500-1500e (1964) as amended, 42 USC 1500e  
(Supp. I, 1965) as amended, 42 USCA 1500-1500d.

Nature of Program: This program provides 50 percent matching grants to public bodies for acquiring, developing, and preserving open space land for permanent public use helping provide recreation, conservation and scenic areas.

Game Section - Iowa Conservation Commission

Program Title: FARM GAME HABITAT

Nature of Program: This program is for the individual landowner and administered by the Unit Game Manager of the State Conservation Commission. It involves cost sharing which can involve state and Federal money.



## APPENDIX C - Preliminary Cost Estimates

Cost estimates are based on present-day price levels and represent all anticipated project costs. Estimates assume construction under contract let by competitive bidding.

### Walters Creek Recreation Area

#### Area 1

Road - 1/2 mile	\$18,400
Parking Lots - 350 spaces	24,500
Car-Trailer Campsite - 100	14,000
Camp Access Road - 1/2 mile	18,400
Boat Ramp - 3 lanes	5,000
Beach Equipment and Preparation	10,000
Bathhouse	20,000
Picnic Tables - 100	3,000
Fire Grills - 50	1,000
Waste Receptacles	200
Restrooms, Vault - 3	3,000
Playfield	2,000
Central Water Supply System	20,000
Utility Building with Showers and Toilets	10,000
Sewage Treatment Lagoon - to service Bathhouse and Utility Building	15,000
Park Manager's House	<u>20,000</u>
Subtotal	\$184,500

Area 2

Road - 600 ft.	\$ 4,250
Parking Lot - 80 spaces	5,600
Well and Water System	10,000
Restroom, Vault	1,000
Boat Ramp - 3 lanes	5,000
Picnic Tables - 40	1,200
Fire Grills - 20	400
Waste Receptacles	50
	<hr/>
Subtotal	\$27,500

Area 3

Parking Lot - 70 spaces	\$ 4,950
Restroom, Vault	1,000
Well and Hand Pump	1,200
Picnic Tables - 50	1,500
Fire Grills - 25	500
Waste Receptacles	50
	<hr/>
Subtotal	\$ 9,200

Area 4

Parking Lot - 30 spaces	\$ 2,100
Restroom, Vault	1,000
Well and Hand Pump	1,200
Picnic Tables - 25	750
Fire Grills - 12	240
Waste Receptacles	110
	<hr/>
Subtotal	\$ 5,400

Area 5

Parking Lot - 15 spaces	\$ 1,050
Restroom, Vault	1,000
Well and Hand Pump	1,200
Picnic Tables - 8	240
Fire Grills - 4	80
Waste Receptacles	<u>30</u>
Subtotal	\$ 3,600

Area 6

Parking Lot - 50 spaces	\$ 3,500
Car-Trailer Campsites - 10	1,400
Restroom, Vault	1,000
Well and Hand Pump	1,200
Picnic Tables - 30	900
Fire Grills - 15	300
Waste Receptacles	<u>100</u>
Subtotal	\$ 8,400

Area 7

Road - 1,000 ft.	\$ 3,500
Parking Lot - 75 spaces	5,250
Car-Trailer Campsite - 15	2,100
Restroom, Vault	1,000
Well and Hand Pump	1,200
Picnic Tables - 50	1,500
Fire Grills - 25	500
Waste Receptacles	<u>50</u>
Subtotal	\$15,100

Area 8

Restroom, Vault	\$ 1,000
Well and Hand Pump	<u>1,200</u>
Subtotal	\$ 2,200

Area 9

Parking Lot - 100 spaces	\$ 7,000
Boat Ramp - 2 lanes	4,000
Rest Room, Vault	1,000
Well and Hand Pump	1,200
Picnic Table - 40	1,200
Fire Grills - 20	400
Waste Receptacles	<u>100</u>
Subtotal	\$14,900

Area 10

Car-Trailer Campsites - 15	\$ 2,100
Restrooms, Vault - 2	2,000
Well and Hand Pump - 2	2,400
Picnic Tables - 10	300
Fire Grills - 5	100
Waste Receptacles	<u>100</u>
Subtotal	\$ 7,000

Miscellaneous Items

Signs	\$ 1,000
Fence - 2,000 rods	9,000
Horse Trails - 2 miles	2,400
Foot Trails - 4 miles	4,800
Reforestation	<u>10,000</u>
Subtotal	\$27,000
TOTAL	\$305,000
Contingencies	<u>35,000</u>
GRAND TOTAL	\$340,000

Spring Lake

Land Acquisition - 40 acres	\$12,000
Access Road - 1,800 lin. ft.	14,400
Parking - 30 spaces	2,400
Restroom, Vault	1,000
Picnic Tables, Grills and Other Equipment	1,500
Bank Stabilization	1,000
Clean-up and Site Work	<u>2,000</u>
Subtotal	\$34,300
Contingencies	<u>3,200</u>
GRAND TOTAL	\$37,500

Prescott Lake

Land Acquisition - 20 acres	\$ 6,000
Access Road - 1,100 lin. ft.	9,000
Parking - 20 spaces	1,800
Restroom, Vault	1,000
Picnic Tables, Grills and Other Equipment	1,000
Planting and Site Work	<u>1,000</u>
Subtotal	\$19,800
Contingencies	<u>2,200</u>
GRAND TOTAL	\$22,000

## APPENDIX D Control and Acquisition Techniques

A variety of techniques are available to the Board to obtain and preserve land for recreational use. Applicable controls and acquisition techniques are listed below.

### Purchase of Land

Outright purchase is used in most cases when land is to be developed for recreation purposes and to preserve high quality land for open space or scenic effects when other means are not available.

### Long-term Rental

Such arrangement is desirable when fee-simple purchase is uneconomical or impossible. Subletting land to an interested third party with specific controls and restrictions on use and development should provide effective means of preserving land for recreation and open space activities.

### Zoning Regulations

Land use control by zoning is an effective but limited method of safeguarding recreational open space. City and County Zoning Commissions must be aware of Conservation Boards' plans and programs.

### River Easements

The easement can be an effective means of providing access to these natural areas without a large cash outlay. An easement can be used to withhold land from development. Few easements are perpetual.

### Scenic Easements

This type of easement should be used to safeguard the natural scenic qualities of our highways. This method of control allows the land to remain in private ownership and productive use. Controls should usually be based upon sight distance.

### Subdivision Regulations

Cities and counties may adopt rules governing drawings, standards of land improvements, use of land unable to support development due to soil conditions, and provide dedication of certain rights-of-way and public open space.

### Donations

Private landowners are often sympathetic to public recreation needs. The donor should receive recognition and a guarantee that the land will be used as dedicated.

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