



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
FORT WORTH DISTRICT, CORPS OF ENGINEERS
LAVON LAKE PROJECT OFFICE
3375 SKYVIEW DRIVE
WYLIE, TX 75098

CESWF-OPT-L

October 27, 2025

MEMORANDUM THRU OPM, CESWF-OPT MURPHY.JAMES.A.1231089370
Digitally signed by MURPHY.JAMES.A.1231089370
Date: 2025.10.28 10:43:13 -05'00'

MEMORANDUM FOR Chief, CESWF-OP THY.L.1231161038
Digitally signed by MACALLISTER.TIMOTHY.L.1231161038
Date: 2025.10.29 09:33:50 -05'00'

MEMORANDUM THRU Commander, CESWF-ZA *Calvin Kroeger*
Digitally signed by KROEGER,CALVIN.ALLEN.1155885820
Date: 2025.11.12 16:07:48 -06'00'

MEMORANDUM TO Chief, CESWD-PDO CLARK.RICHARD.TANNER.1241435357
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Date: 2025.11.19 09:17:31 -06'00'

MEMORANDUM FOR Commander, CESWD-ZA

SUBJECT: Significant Changes in Park Operations – Fort Worth District, Trinity Region, Lavon Lake

BLUF: Approval of all actions results in a net reduction of \$19.4M in unfunded backlog maintenance while also concentrating annual operations and maintenance funding to allow improving the standards of the USACE-operated parks to a GOOD/EXCELLENT condition.

1. Reference.

- a. Significant Changes in Park Operations at USACE Civil Works Water Resource Projects – Policy 2025.
- b. RecAssessment, dated 25 Nov 24.
- c. Operation Condition Assessment (OCA), dated 16 Nov 21. Some facilities (especially roads, parking, and restrooms) have significantly deteriorated since this last assessment.

2. Purpose: The purpose of this memorandum is to document the analysis of the Lavon Lake Recreation Improvement Study (a lake-wide comprehensive study) to propose changes to park operations based on the analysis, and to gain approval for plan implementation from the Chain of Command. This comprehensive plan considered all park recreation areas around Lavon Lake. While each recreation area was evaluated individually, the comprehensive plan considered lake-wide impacts to ensure a balance of access and opportunities for the various user groups around the lake.

3. Background.

- a. Lavon Lake has a total of 18 recreation areas (4 Class A Parks, 7 Day Use Parks, and 7 Access Points). Of the 18 recreation areas, 1 Class A Park is leased out, while the remaining 17 recreation areas are fully operated by Lavon Lake.
- b. Currently, many of the recreation facilities at Lavon Lake fall short of the condition standards that both the public and our organization expect. While some parks and recreation facilities are in good condition, the most recent OCA rated a significant number as fair or poor. Most of the facilities were constructed immediately after the 1972 pool rise; therefore, they are approximately 50 years old.
- c. Current annual funding levels for Recreation allow for routine operations, priority maintenance, safety patrols, and programmatic oversight and compliance; however, they do not provide funding for backlog maintenance like road repair by replacement, utility upgrades, and building refurbishment.
- d. The maintenance backlog for all USACE-operated parks on Lavon Lake exceeds \$35M, a level that is not achievable with the current funding levels. Because the recreation funding levels only cover minimum annual operations and routine maintenance costs, we conducted a detailed analysis of all USACE-operated recreation areas to determine the feasibility of divesting some of the recreation areas to local municipalities, Collin County, or Texas Parks and Wildlife Department through lease, partnership, or closure, and reallocating annual savings to parks remaining under USACE operation.
- e. The proposed endstate leverages all available opportunities in order to enhance Lavon Lake's facilities and improve visitors' experiences.

4. Process

- a. Project Delivery Team (PDT). We developed a PDT that consisted of Operations personnel from the Lake, Region, and District, as well as specialties from Public Affairs (PAO) and Real Estate. One of the PDT members was also a member of the National team developing the policy guidance for Park Closures or Significant Changes in Park Operations. Although the policy guidance was in draft form at the beginning of the study, we used it as the basis for our analysis. Once the policy memorandum was finalized and signed on 31 Mar 25, we modified all documents to meet the new standard.
- b. Communication Plan. In accordance with policy guidance, a communication plan was developed prior to beginning the study. The communication plan included notifying the local Congressman, conducting stakeholder meetings with all local municipalities, Collin County, and the Texas Parks and Wildlife Department, and notifying the public through news releases, social media, and web page, and included opportunities for public comments.

c. Stakeholder meetings. We conducted 3 stakeholder meetings that included all municipalities with boundaries adjacent to USACE parks, as well as Collin County and Texas Parks and Wildlife Department. The intent of the meetings was to notify them of the study and give them an opportunity to communicate to the PDT if they were interested in leasing or partnering with USACE for any of the recreation areas around the lake. After the introductory meetings, several individual meetings were conducted to discuss specific parks and partnering opportunities.

d. Park analysis. Once we received feedback from the stakeholders and completed a detailed analysis of each park, we analyzed the lake as a whole to ensure opportunities were available for the public all around the lake. This feedback and analysis became the basis for our recommended plan.

e. Public meetings. Public meetings were conducted on 29 Apr 25 and 1 May 25. Following the public meetings, the brief was added to the Lavon Lake website with other informational documents and the public was given 30 days for comments. Comments were received, considered, and the plan adjusted accordingly. All public comments support the recommended changes.

5. Overview of Recommended Changes

The table below provides an overview of the recommended changes. The detailed analysis of each park is contained in Appendix A – Appendix Q, but the proposed actions should be viewed collectively they work together to ensure a balance of opportunities around the lake.

<u>Park</u>	<u>Current Situation</u>	<u>Recommended Changes</u>
a. East Fork Park	USACE-managed	Lease (Wylie)
b. Avalon Park	USACE-managed	Lease (Wyle)
c. Little Avalon Park	USACE-managed	Permanently close
d. Stilling Basin	USACE-managed	NA
e. Lavonia Park	USACE-managed	NA
f. Mallard Park	USACE-managed	NA
g. Little Ridge Park	USACE-managed	NA
h. Pebble Beach Park	USACE-managed	Permanently close
i. Lakeland Park	USACE-managed	Lease (Farmersville)
j. Elm Creek Park	USACE-managed	NA
(Convert to gravel road and parking to reduce maintenance costs)		
k. Caddo Park	USACE-managed	Lease (Farmersville)
l. Twin Groves Park	USACE-managed	Lease (Princeton)
m. Ticky Creek Park	USACE-managed	Lease (Princeton)
n. Clear Lake Park	USACE-managed	Lease (Princeton)
o. Bratonia Park	USACE-managed	Permanently close
p. Highland Park	USACE-managed	Lease (Lucas)
q. Brockdale Park	USACE-managed	Lease (Lucas)
r. Collin Park & Marina	Leased	

6. Overview of Cost Benefit

a. Operational Cost Savings. The table below provides an overview of the cost of each action as well as expected cost savings – both annual and backlog maintenance (lifecycle cost reduction). The proposed leasing plan shows the cities' commitment to invest substantial local taxpayer dollars to improve and manage parks for their constituents' access to lake-based recreation opportunities. The effective backlog maintenance cost would become \$18.5M and represents the funding to fully execute planned activities in parks remaining under USACE operation. Annual savings for the routine operations and maintenance costs in the amount of \$431K achieved through leasing these parks would be focused toward priority execution of elements of this plan..

Park	Change	Cost of Action	Savings	
			Annual	Lifecycle Cost Reduction (Backlog Maint)
East Fork	Lease to City of Wylie		\$231,168	\$7,080,000
Avalon	Lease to City of Wylie		\$50,514	\$4,292,000
Stilling Basin	Keep	\$403,500		
Little Avalon	Close and convert to HMA	\$139,745	\$3,664	\$367,000
Lavonia	Keep	\$11,900,000		
Mallard	Keep	\$2,130,000		
Little Ridge	Keep	\$2,245,000		
Pebble Beach	Close and convert to HMA	\$719,372	\$8,415	\$2,330,900
Lakeland	Lease to City of Farmersville		\$23,342	\$2,685,000
Elm Creek	Keep - convert to gravel	\$902,000		\$2,035,000
Caddo	Lease to City of Farmersville		\$17,414	\$2,355,000
Twin Groves	Lease to City of Princeton		\$4,915	\$3,520,000
Ticky Creek	Lease to City of Princeton		\$24,300	\$3,686,000
Clear Lake	Lease to City of Princeton		\$55,868	\$5,910,000
Bratonia	Close and convert to HMA	\$132,535	\$5,237	\$1,480,500
Highland	Lease to City of Lucas		\$4,599	\$1,110,000
Brockdale	Lease to City of Lucas		\$2,458	\$1,130,000
Collin	Already leased - no change			
Totals		\$18,572,152	\$431,894	\$37,981,400

- b. FEM Asset Lifecycle Cost Reduction. The backlog maintenance cost to get the facilities up to standard is described above. Once repairs are made, the future cost of repair and/or replacement will be entered in FEM. Divesting 9 parks through leases and 3 through closure eliminates our asset life cycle costs for those facilities in perpetuity.

7. Transition Plan.

- a. Remaining FEM Asset Lifecycle Cost (\$18.5M). It will require \$17,580,500 to properly repair the parks remaining under USACE control to current USACE standards, and an additional \$991,652 to properly close, decommission, and convert the permanently closed parks to Habitat Management Areas.

b. Manpower. It is imperative that we maintain our workforce composition and not decrease staff. While we are leasing or closing a number of parks, historically, we have not had adequate staffing to accomplish the programmatic missions and maintenance required by regulation, policy, and guidance. Leasing these areas will still require USACE oversight and annual compliance inspections. This plan “right sizes” the staff to the future situation. Appropriate staffing is still required to maintain or increase patrolling, water safety outreach and inspections, encroachment investigation and resolution, and improve maintenance on the Dam and related structures. Lavon Lake resides in one of the fastest growing counties in the nation, which brings increased Real Estate pressure (easements, leases, and encroachments) and increased illegal actions such as dumping, vehicular access (ATV/UTV/dirt bike), transients, etc. Lavon Lake has also seen an increase in flood operations due to increased development in the watershed, which increases flood frequency and intensity. Lavon Lake has been in flood pool at least once per year since 2015. The staffing level and associated budgeted labor should be maintained.

c. Annual O&M Budget. It is imperative that we maintain the same level of Common O&M budget for the next 5 years. Over the 5-year transition period, we will still execute normal programmatic missions while maintaining all 17 recreation areas until leases or closures take effect. In addition, we will also work on the park leases, closure plans, and construction contracts. Although we will incrementally lease parks, this will provide adequate time for realigning missions, maintenance, and contracts to fit the new situation and account for rising Real Estate coordination in support of the transition plans.

- 8. RECOMMENDATION: Recommend approval of the entire action plan which results in 9 leases to local cities and 3 permanent closures. Realized savings in annual operational costs will be prioritized for backlog maintenance and repairs in areas continuing to be operated at Lavon Lake by USACE.

9. The point of contact for this memorandum and all attached appendices is the undersigned at 972-442-3141 (office), 469-275-2708 (mobile), or by email at michael.k.kinard@usace.army.mil.

Michael Kinard

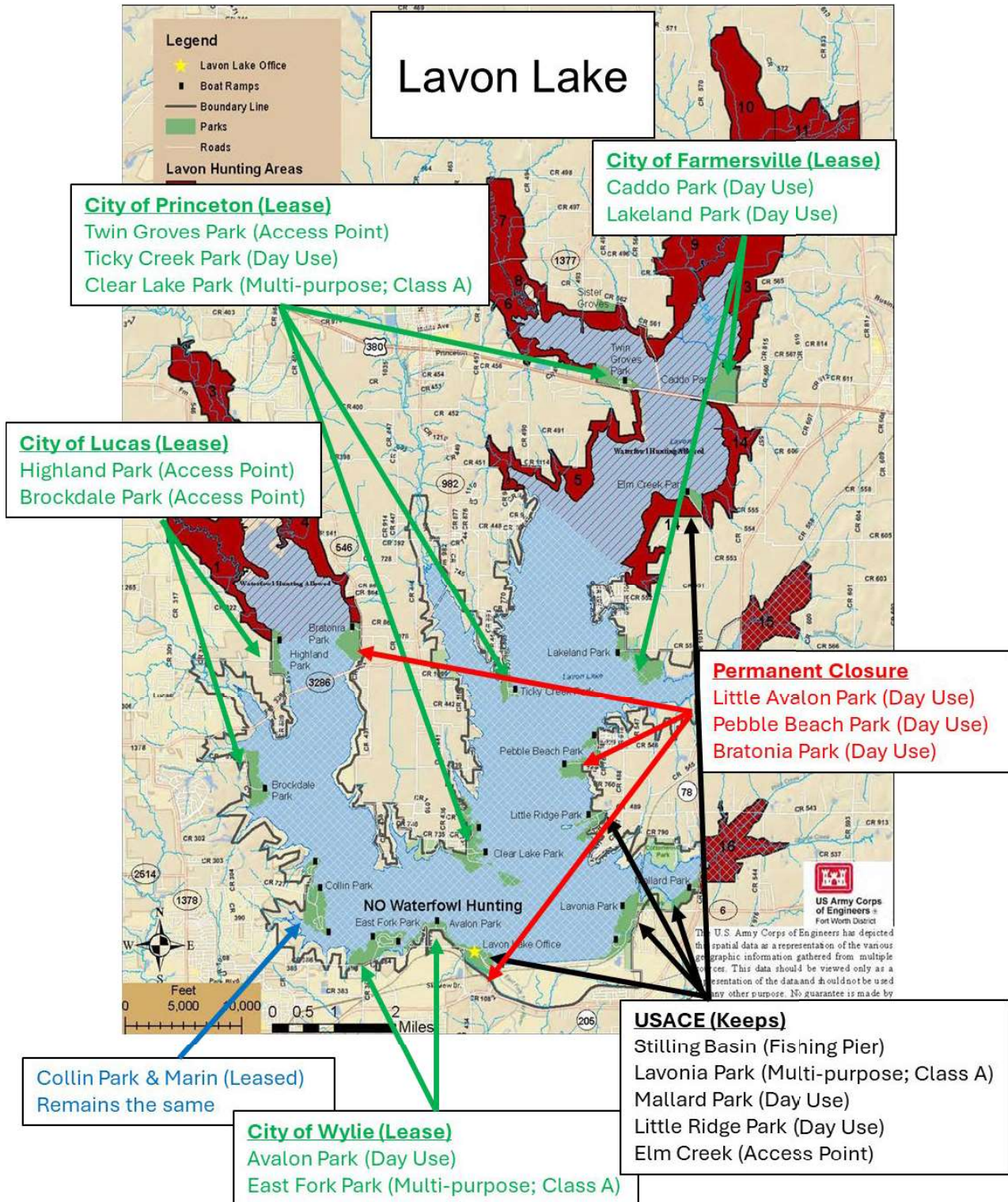
MICHAEL K. KINARD
Lavon Lake Manager
Trinity Regional Project

19 Encls

Enclosure 1 – Proposed Plan (Map)
Enclosure 2 – Collin County Map (Population Data)
Appendix A – East Fork Park
Appendix B – Avalon Park
Appendix C – Little Avalon Park
Appendix D – Stilling Basin Access Point
Appendix E – Lavonia Park
Appendix F – Mallard Park
Appendix G – Little Ridge Park
Appendix H – Pebble Beach Park
Appendix I – Lakeland Park
Appendix J – Elm Creek Park
Appendix K – Caddo Park
Appendix L – Twin Groves Park
Appendix M – Ticky Creek Park
Appendix N – Clear Lake Park
Appendix O – Bratonia Park
Appendix P – Highland Park
Appendix Q – Brockdale Park

Enclosure 1 – Proposed Plan (Map)

Proposed Plan



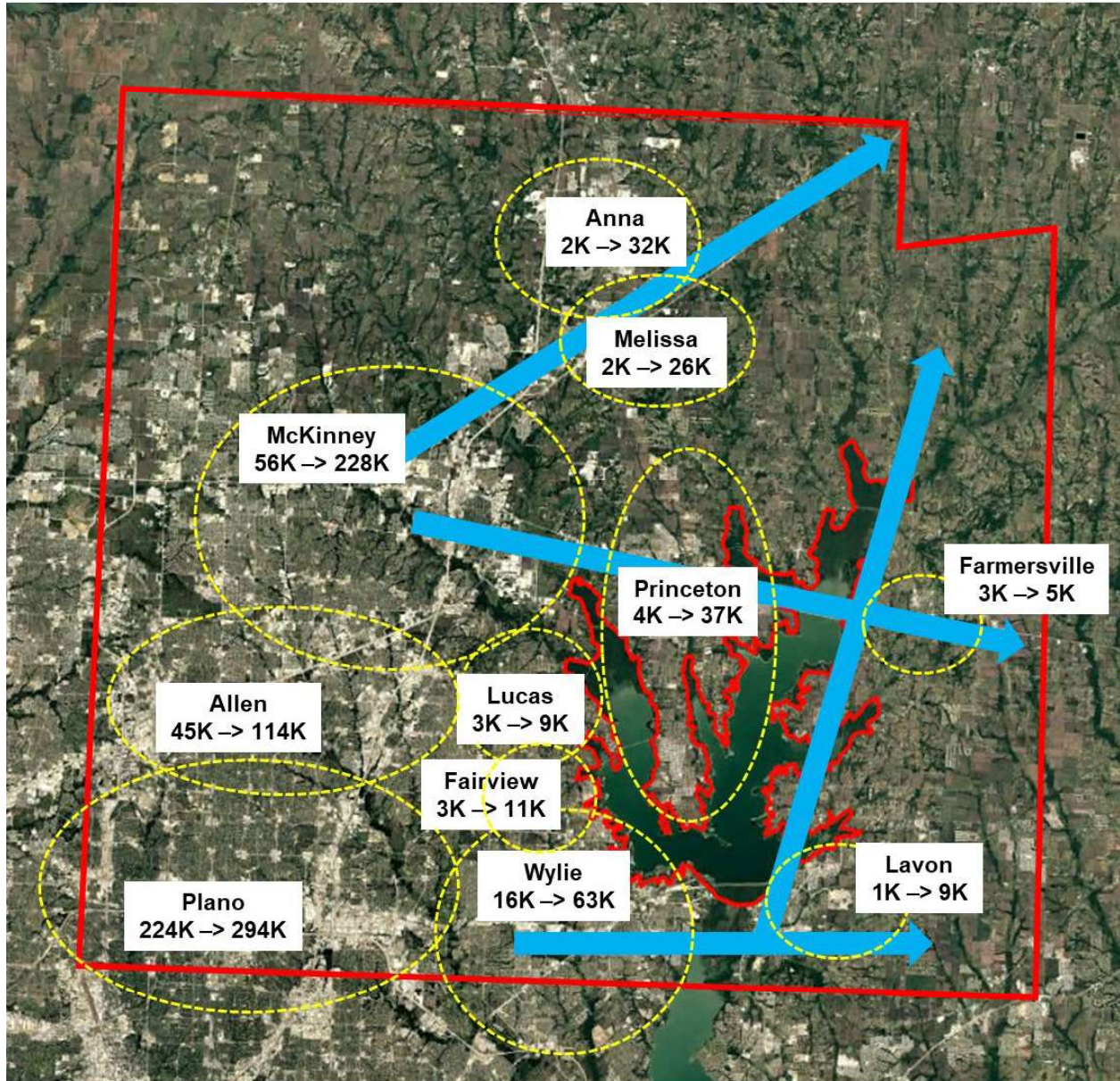
Collin County

3rd Fastest Growing County in the Nation

2000
357,416

2024
825,316

176%
Increase



➡ Major Road Expansion

Tremendous growth expanding on the east side of Lavon Lake.