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**U.S. ARMY CORPS OF ENGINEERS
RECREATION STUDY**

VOLUME II: APPENDIX G

Survey of Interested/Impacted Organizations Report

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Final Report:

U.S. ARMY CORPS OF ENGINEERS RECREATION
STUDY:

A SURVEY OF INTERESTED/IMPACTED
ORGANIZATIONS

May 3, 1990

FINAL REPORT

U.S. ARMY CORPS OF ENGINEERS RECREATION STUDY: A SURVEY OF INTERESTED/IMPACTED ORGANIZATIONS

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FINAL REPORT

U.S. ARMY CORPS OF ENGINEERS RECREATION STUDY: A SURVEY OF INTERESTED/IMPACTED ORGANIZATIONS

EXECUTIVE SUMMARY

The Greeley-Polhemus Group, Inc. (GPG) was contracted by the U. S. Army Corps of Engineers (Corps) to perform the survey effort of the Corps overall study to identify and evaluate options for operating and maintaining public recreation opportunities at Corps recreation areas. Five questionnaires were developed and targeted towards five representative groups: non-Federal public agencies; Corps concessionaires; resort developers and non-Corps concessionaires; other service providers; and users and conservationists. To implement the survey the telephone technique was used. Approximately 50 percent of GPG's original contact lists resulted in completed surveys. Following is a brief summary of the survey results.

Non-Federal Public Agencies

Over 100 surveys were completed with individuals representing non-Federal public agencies with an emphasis placed on contacting state and county agency personnel. Due to the nature of the groups we contacted with this questionnaire, nearly all of these agencies operate and maintain their own park facilities.

In addition, almost 75 percent of these agencies are interested in acquiring additional land to meet recreation and open space needs. However, with fiscal concerns facing nearly every state and county with whose representatives we spoke, it is unlikely that many will be willing to add new recreation demands to their budgets. When asked if their agency would be willing to cooperate with the Corps in providing O&M at Corps recreation areas, most implied that they would be willing and able, but the lack of available funds would make this approach prohibitive. With total Federal funding as an incentive, however, most respondents felt that their agency would welcome the opportunity.

A cooperative effort between the Corps and a non-Federal public agency would have both benefits and drawbacks. The primary benefits identified by respondents include the ability to provide more recreation opportunities to the public, more efficiency in providing operation and maintenance needs, and a greater responsiveness to local recreation needs. On the other hand, the drawbacks of such an effort discussed by the respondents, focused on the increase in bureaucracy resulting from another layer of government, the lack of state and local funds to be committed to this effort, the lack of a long-term Federal funding commitment, and a conflict of management philosophies between the various agencies.

Corps Concessionaires

A variety of Corps concessionaires were contacted for purposes of this study. A good portion of those contacted were small, privately owned businesses, and all are currently under some type of lease agreement with the Corps to operate their business. Represented were those with full-service marinas, slip and dock rentals, campgrounds, R-V parks, and a few with lodges and restaurants.

Only a few of those surveyed are dissatisfied enough with their relationship with the Corps that they would consider relinquishing or not renewing their lease agreements. However, there are many areas within this relationship which in general many feel needs improvement. The majority of those interviewed have a good understanding of the problems they face, and the possible solutions.

Some of the main concerns include lease agreements, the lack of autonomy, and the direct competition with the Corps confronting some concessionaires. Although the "typical" 20 or 25 year lease agreement is satisfactory, the lease renewal procedures are not. Not knowing until the lease expires whether or not it will be renewed prevents the concessionaire from making capital improvements to his/her operation. At times, "overwhelming" bureaucracy, according to these respondents, and strict government standards imposed by the Corps handicap the concessionaires in their ability to provide the quality of services and facilities they would like. And in other cases, concessionaires find themselves directly in competition with a Corps managed area which they feel is subsidized by their tax dollars.

Resort Developers/Non-Corps Concessionaires

The responses to this questionnaire reflect the attitudes of resort developers and concessionaires towards potential private operation and maintenance of Corps recreation facilities. Approximately half of the surveys represent resort developers, marinas, campgrounds and other services in currently operating public areas.

Four essential elements required for resort/recreation project development on public lands were identified by the majority of respondents. First, prime scenic location was identified by 75 percent of the developers/concessionaires as essential to successful development. Secondly, since private developers would have an underlying profit motive, it is not surprising that 72 percent of the respondents felt that a revenue potential was essential. In addition, 58 percent felt that a long term lease agreement and a financial package were important. And last, fifty-eight percent (58%) of the developers felt that a favorable lease period would be an incentive to induce development. However, tax breaks, grants and government subsidies were not identified as incentives by the majority of respondents.

The respondents identified two disadvantages of development on public lands recurred throughout the surveys: (1) the lack of fee simple (private) ownership of the land, and (2) the bureaucracy and red tape involved with dealing with the government. The overall consensus finds, however, that the resort developers/concessionaires feel that private developers can and should provide operation and maintenance within public recreation areas.

Other Service Providers

This group of survey respondents consists of private campground owners and RV park operators. Very few of them have ever operated their business in any way other than as a private venture; however, fifty-four percent (54%) of them claim that operating near a public recreation area is an advantage to their business. The "draw" provided by the recreation area provides them with a ready-made market. Although this presents a potential economic opportunity to the private business operator, a large portion of respondents claim that government concessionaires or direct government provision of the same services as they provide have taken away the advantage of being located near a public recreation area. Thirty-three percent (33%) responded that government concessionaires were a disadvantage to their operation, and fifty percent (50%) feel the same about direct government involvement.

This claim is largely supported by the response of fifty-four percent (54%) of these providers that the Corps' fee structure prevents them from charging the fees they otherwise could charge. Many of these respondents continue to explain that since Corps and other public agencies are subsidized, there is no need for them to recover costs. The lower fees and charges levied by public agencies certainly attract all of the campers, and they manage to get the overflow customers.

Users/Conservation Groups

The members of this survey group represent a variety of user and conservation groups. Many of those questioned classify themselves as both user and conservationist, and approached the survey from both perspectives.

The survey results indicate that it is quite difficult for the general public to determine which public agency operates a particular recreation area. Generally, it is felt that public agencies provide the most attractive, efficient, and least costly facilities, but which agency and whether or not a private concessionaire is involved often goes unnoticed by the user. In contrast, the majority of respondents suggest that recreation services provided by private providers are of higher quality, though more costly than those provided by the public sector.

Few limitations were placed by these respondents on the type of recreational services and facilities that should be allowed in a public recreation area. Facilities and services which encourage the enjoyment of the natural surroundings were fully supported. On the other end of the spectrum were commercial type resort development projects which are not favored by a majority of users and conservationists; however, resort projects which blend well with the environment and encourage the enjoyment of the out-of-doors were generally approved. The one limitation most often voiced to recreation or resort development of any kind, is that no project should be allowed which would cause significant damage to the environment.

Summary of Major Findings

The general results of the surveys that were conducted for this project are presented here. These findings are based on a review of the response frequency of respondents and are presented as composite reactions of the various interests. These results reflect the perceptions, attitudes, and opinions of a representative sampling of the survey groups.

- o Both state and local public agencies as well as private sector providers of recreation view themselves as capable of and willing to provide recreation services and facilities at Corps areas. However, for this alternative to be implemented, Federal funding would be required by public agencies, and favorable lease arrangements would have to be established with the private sector. The degree of private sector involvement is dependent on the profit potential of the opportunity. For example, providing O&M for "primitive" recreation services, such as hiking trails in wilderness areas, would not be of interest to private sector providers.
- o Users generally are indifferent with respect to the source of operation and maintenance for recreational services and facilities. The quality of O&M provided is more important to them than the public or private sector providers.
- o The user fee policy of the Corps has fostered a competitive situation between the Corps and other providers of similar recreational opportunities. This is acknowledged by a majority of private providers who claim the Corps (and other public providers as well) has undercut their profitability by providing better facilities at lower rates to the user. If the Corps were to increase user fees, they believe, it would not only establish a more equitable relationship between them and other providers, but could also be a source of new funding to cover O&M outlays. (The outcome of this concept, however, would result in reduced recreational opportunities.)
- o Additional bureaucracy resulting from a cooperative arrangement with both the private sector and other public agencies is a universal concern. An added layer of government, such as cooperative Federal and State approach, would most likely increase paperwork, add

regulations, and hinder the overall process. The private sector, more sensitive to the "time is money" concern, prefers dealing with as little government as possible.

- o Although current Corps concessionaires are satisfied with their relationship with the Corps, there are several concerns they would like to have addressed by the Corps. They believe: (1) lease agreement periods should be longer in length or the process of lease renewal should be altered to inform concessionaire in advance if leases are to be renewed. This would allow concessionaires to commit more capital improvements to businesses; (2) Corps standards are too complex and inconsistent to be effectively dealt with by a small business operator. The concessionaires would like more autonomy, allowing them to expand and enhance their operations if it is deemed appropriate; and, (3) generally current Corps policy discourages and hinders expansion and improvement of concessionaire operations.
- o Large-scale providers of recreation (i.e., resort developers and firms providing leisure services) are anxious to explore the possibilities of utilizing their resources to provide recreational opportunities at Corps areas. In order to support and justify capital improvement expenditures, long-term or automatically renewable lease agreements, are essential elements to a cooperative effort with this group of providers. Also essential to them is a large degree of freedom and flexibility to be able to provide what the consumer demands.
- o Users and conservationists are not vehemently opposed to large-scale development of recreation areas; however, most are opposed to commercial-oriented resort/convention centers. A consensus of the respondents agree that allowing a resort development which would encourage the enjoyment of our natural environment would be acceptable. A consensus also states that under no circumstance should a resort development project be allowed to pose a significant threat or danger to the environment or our natural resources.
- o Many state park programs are implementing innovative sources of funding which are proving successful. This would indicate that at least partial alternatives to current Federal funding can be found that are acceptable to taxpayers.
- o The Corps of Engineers is recognized as a key in providing operation and maintenance in many areas, which explains the 82 percent survey response rate. Significant benefits are recognized where the Corps is a catalyst for state funding and a protector of environments.

FINAL REPORT

U.S. ARMY CORPS OF ENGINEERS RECREATION STUDY: A SURVEY OF INTERESTED/IMPACTED ORGANIZATIONS

1.0 INTRODUCTION

The Corps of Engineers (Corps) is currently the second largest recreation management agency in terms of visitor days, in the Federal Government. While this mission has become one of the most politically powerful missions of the Corps, the cost of operations and maintenance (O&M) of these recreation areas has steadily increased. With the continuing need to reduce the Federal deficit and the current administration's policy to preserve open space, it is essential that a balanced approach be established that will be in accord with both of these goals.

1.1 Purpose of Project

The Corps has been directed to identify and evaluate options for maintaining or enhancing the public recreation opportunities at Corps' recreation areas while reducing Federal outlays.

Categories of options to be identified and evaluated include:

- o Involvement by state and local government agencies.
- o Expansion of the participation of concessionaires and private developers in providing recreational facilities.
- o Expansion of user fees or other revenue programs.

Several approaches would be used in collecting the data necessary to identify and evaluate the management options. These approaches would include a survey effort to elicit views and innovative ideas from a wide spectrum of individuals; one-on-one interviews with those known to have valuable information and expertise; literature reviews; and, discussions with other Federal agency providers of recreation.

1.2 Role of The Greeley-Polhemus Group, Inc. (GPG)

The Greeley-Polhemus Group, Inc. (GPG) is under contract to the Corps of Engineers to perform the tasks necessary to complete the organizational survey of the overall information gathering effort. The primary objective of this research is to determine attitudes, opinions, and perceptions of representatives from the various agencies and groups which could be impacted by alternative management strategies or programs.

A frequency analysis of the general trends in the survey findings has been performed. The results of this analysis are discussed in Section 4 of this report. The results are not intended to be a statistical sample, but rather a comprehensive analysis of recurring trends in opinions and perceptions. The results are intended to assist in guiding the Corps in establishing a recreation policy that is compatible to its mission of providing the public with quality recreational opportunities while reducing Federal outlays.

2.0 SURVEY APPROACH

2.1 Use of Telephone Survey

After consideration of possible survey approaches, including the use of telephone and mail, the telephone approach was determined to be the most effective. This decision was made because a telephone survey offered flexibility and would probably produce a higher response rate (successfully completing as many

surveys as possible). The telephone survey could be easily and quickly evaluated and adjusted, if necessary, to achieve the project objectives.

2.1.1 Letter of Introduction

The first step of the survey effort was to send a letter of introduction to each potential respondent prior to being contacted by a member of the survey team. The intent of the letter was to familiarize the potential respondent with the project and to encourage his/her willingness to participate. A copy of this letter is included in Appendix A.

The usefulness of this letter was a function of the amount of time which elapsed between receipt of the letter by the respondent and the telephone survey call. If the call was made within two or three weeks of receipt of the letter, the respondent generally recalled the letter and was somewhat familiar with the project. These respondents generally agreed more readily to participate in the survey. If more than three weeks elapsed, the potential respondent generally did not recall receiving the letter, and although they usually agreed to participate, there was more explanation of the project required during the initial stages of the telephone conversation.

2.2 Development of Questionnaires

It was determined through discussions between GPG and the Corps that five different questionnaires would be necessary in order to get the needed information from representative groups. The questionnaires were developed for the five following target groups:

- o Non-Federal Public Agencies
- o Corps Concessionaires
- o Resort Developers/Non-Corps Concessionaires
- o Other Service Providers
- o Users/Conservationists

The questionnaires were developed with several goals in mind: first, to get an overview of current practices used by non-Federal public agencies and private sector providers of recreation; second, to identify areas of opportunities for joint involvement between the Corps and other providers, or to identify obstacles that could prevent joint involvement; and third, to uncover unique and innovative O&M ideas which others are implementing and could possibly be put into practice at Corps recreation areas. All of these goals are supportive of the objectives established by the Corps for initiating their overall study effort in establishing a "forward looking posture on recreation".

The questionnaires were developed by GPG. Following review, comments and suggestions from Corps' personnel and others were incorporated into the final questionnaires. Comments were solicited from several outside sources, including members of the Interstate Conference on Water Policy (ICWP) and other individuals who were used as a "test" group. A copy of the final version of each questionnaire is included in Appendix B.

The following section describes the contents of each of the five questionnaires.

2.2.1 Non-Federal Public Agency Questionnaire

This questionnaire was used to survey representatives from state and local (i.e. county/municipality) public agencies. Based on an individual's knowledge of an agency's policies and positions and on their own perceptions, the questionnaire attempted to identify an agency's ability, interest and willingness to increase

their involvement in the O&M of Corps recreation areas. The questions also addressed concerns, benefits, and drawbacks that may accompany a partnership between the Corps and a non-Federal public agency.

2.2.2 Corps Concessionaires

The group of concessionaires who provide services to the Corps consists of private providers of recreation who currently lease property and operate their business within Corps recreation areas. The intent of the questionnaire was to identify Corps regulations or policy issues which positively or negatively impact the concessionaire.

2.2.3 Resort Developers/Non-COE Concessionaires

This questionnaire was used to survey developers of resort opportunities and concessionaires affiliated with public agencies other than the Corps. The questionnaire was designed to identify the criteria these business people would require if considering the development or establishment of their facilities or services within a Corps recreation area. It also assisted in identifying any obstacles perceived by a resort developer or non-Corps concessionaire to a relationship with the Corps.

2.2.4 Other Service Providers

Other service providers refers to strictly private operations which provide recreational opportunities. These providers own their business as well as the land on which they operate. Their only connection with a public recreation area may be their location in proximity to one. In this case, the policies and operations of the public area may impact their business. The survey questions asked of this group were used to determine their views. The questions also identified any government restrictions or requirements which would prevent them from seeking a contract to allow them to provide their service in a public area as a convenience.

2.2.5 User/Conservation Groups

Questions for representatives of user groups and conservation groups were designed to determine their perceptions and attitudes regarding the O&M of public recreation areas. Individuals were asked to respond to questions regarding who provides the highest quality, most efficient and least expensive services and facilities. They were also questioned about what types of recreational activities should or should not be allowed in public recreation areas.

3.0 ORGANIZATIONS AND CONTACT NAMES FOR SURVEYS

In order to conduct the survey phase of this project, it was necessary to have available an extensive listing of individuals who potentially would be able to offer their insights into the issues. Because it is the intent of this survey to reveal the perceptions, attitudes, and opinions of individuals representing a broad range of backgrounds, experience, and interests, it was necessary to identify a representative group of agencies and associations which could provide contact names.

Several approaches were used to organize the contact lists. A valuable resource was the Encyclopedia of Associations, which identified numerous organizations representing individuals with interests coinciding with the objectives of this study.¹ Suggested lists of contacts from the Corps were useful, as were

¹Burek, Deborah M., Karen E. Koek, and Annette Novallo (editors). 1990. Encyclopedia of Associations. Gale Research, Inc., Detroit.

professional contacts with whom we spoke. The following discussion provides a breakdown of the source of contact names used for each of the five questionnaires.

3.1 Non-Federal Public Agencies

Representatives of non-Federal public agencies were identified through professional associations and state agency directories. Contact lists were obtained from the following organizations:

- o State Park Directories
- o State Tourism Directories
- o National Association of County Park and Recreation Officials
- o National Association of State Park Planners
- o National Society for Park Resources
- o National Association of State River Conservation
- o Interstate Conference on Water Policy

At least 175 potential contacts were selected from the above lists. The majority of names selected for the non-Federal public agency questionnaire represented state and local park and recreation agencies. Additional names were provided as referrals by those surveyed.

3.2 Corps Concessionaires

Lists of Corps concessionaires were supplied by the Corps. All Corps Districts where concessionaires are used to provide recreation opportunities were represented by these lists. At least 150 names were selected from these lists as contacts for this questionnaire. Additional names were suggested by those who participated in the survey effort.

3.3 Resort Developers/Non-Corps Concessionaires

The majority of contacts representing resort developers were supplied by the American Resort and Residential Development Association. Members from this association are affiliated with major resort development corporations, camp resort operations, and vacation ownership projects.

Non-Corps concessionaire lists were acquired through the National Park Service Directory of Concessioners. Names were randomly selected from this directory as potential respondents with an effort to have a group evenly distributed both geographically and by areas of service.

Although the original list of contacts fell short of a goal of 150, the individuals contacted for this survey effort were adequately representative of resort developers and non-Corps concessionaires.

3.4 Other (Ancillary) Service Providers

A list supplied by the National Campground Owners Association comprised a substantial part of the contact names for the Other Service Providers questionnaire. Additional names were supplied by participants in the survey effort. At least 50 individuals were included in our contact list for this group.

3.5 Users/Conservation Groups

Since associations are very reluctant to give out names of their membership, acquiring names to represent this group proved to be most challenging. As a result, some associations agreed to supply the

names of their officers and directors for inclusion in the survey effort. Groups of users and conservation organizations represented in this study include the following:

- o National Audubon Society
- o National Wildlife Federation
- o Trout Unlimited
- o Winnebago-Itasca Travelers
- o Interstate Conference for Water Policy
- o Natural Resources Defense Council
- o Appalachian Mountain Club
- o National Campers and Hikers Association
- o U.S. Boardsailing Association
- o Upper Mississippi River Conservation Commission

Approximately 150 names were included in the contact lists, representing users and conservation groups.

4.0 FREQUENCY ANALYSIS OF SURVEY RESULTS

From a contact list which was comprised of 698 names, a total of 351 surveys, or fifty-one percent (51%) were completed. An additional 24 telephone calls were completed. However, the results of these calls were not usable in the survey analysis. In these cases either the individual contacted was not willing to cooperate or, the survey was only partially completed. The largest group represented by the completed surveys are the non-Federal, public agencies, with thirty-four percent (34%). The complete breakdown of survey completion is as follows:

	<u># of Surveys Completed</u>	<u>% of Total</u>
Non-Federal Public Agencies	121	34 %
Corps Concessionaire	93	27 %
Resort Developer/ Non-Corps Concessionaire	36	10 %
Other Service Providers	24	7 %
Users/Conservation Groups	<u>77</u>	<u>22 %</u>
TOTAL	351	100 %

Although the non-Federal public agencies and Corps Concessionaires have greater representation in the survey effort, this should not be construed as an unwillingness or uncooperativeness within the ranks of the other groups. Primarily the difference is a function of two factors: first, an emphasis placed on acquiring responses from these two groups, and second, a greater volume of available contact names. The tabulation below is a summary of the contact lists, number of completed calls, and an approximate number of telephone calls required to complete the survey effort, for each of the five questionnaires.

SUMMARY OF CONTACT LISTS/COMPLETED SURVEYS

	<u>Original Contact List</u>	<u>Completed Surveys</u>	<u>Unwilling/ Not Usable</u>	<u>Not Available</u>	<u>Approx.No. Phone Calls</u>
Non-Federal Public Agency	209	121 (58%)	4 (2%)	84 (40%)	382
COE Concessionaires	197	93 (47%)	8 (4%)	85 (43%)	492
Resort Developers/ Non-COE Concessionaires	85	36 (42%)	4 (5%)	45 (53%)	139
Other Service Providers	54	24 (44%)	2 (4%)	28 (52%)	72
Users/Conservation Group	<u>153</u>	<u>77 (51%)</u>	<u>6 (3%)</u>	<u>71 (46%)</u>	<u>299</u>
Total	698	351 (51%)	24 (3%)	323 (45%)	1,384

The remainder of Section 4 is a summary of the frequency analysis performed on the survey results. These data are presented in detail in Appendix "C" of this report.

4.1 Non-Federal Public Agencies

4.1.1 Characteristics of Response Group

A total of 121 surveys have been completed with individuals representative of various non-Federal public agencies. State and county officials comprise the largest portion of this population. A breakdown of the number of respondents from each agency type is shown in Table 4-1.

TABLE 4-1
RESPONSES BY AGENCY TYPE

State Agencies	80
County Park & Recreation Dept	37
Regional Park Department	1
Academic Community	2
Other Federal Agency	<u>1</u>
Total Responses	121

The largest group of survey respondents, state agency personnel, come from a variety of backgrounds, including directors of state park and recreation agencies, state tourism personnel, and those affiliated with departments of environmental resources or protection. All but four directors of state park systems are represented in the survey results. Most of these individuals took the time to complete the survey themselves, and in other cases assigned a member of their staff to complete the survey. Two of the four states not participating in the survey have no Corps recreation areas in their states; the other two did not respond to numerous telephone calls.

Fifty percent (50%) of the agencies represented currently lease land from the Corps for recreation or open space purposes. Due to the nature of the groups contacted, nearly all of these agencies operate and maintain their own park facilities. Nearly seventy-five percent (75%) of these agencies are interested in acquiring additional land to meet recreation and open space needs. Ninety-three respondents felt their agency would like to acquire these additional lands through purchase. However, sixty-two said they would be interested in a lease arrangement as well.

4.1.2 Impact of Corps Fee Policy on State/Local Fee Policy

Currently, the Corps primarily charges fees only for camping facilities at its recreation projects. Concern has been expressed that this policy has hindered the ability of state and local park agencies to levy entrance fees or user fees at recreation areas in close proximity to a Corps area. When asked about this situation, only ten percent (10%) responded that the Corps' policy did adversely affect their ability to charge the fees they would like to charge. Although this is a low percentage, these individuals felt strongly about this "unfair" situation. Follow-up remarks often referred to the element of competition which now exists between the agencies. One state agency official stated that they can definitely attribute the decline in use of one of their parks to the fact that they charge fees and the Corps does not.

4.1.3 Constraints in the Management of Public Recreation Areas

The survey results indicate that there are very few legal, financial, or philosophical constraints that govern the management of recreation areas provided by state or local agencies. Eighty-two percent (82%) of the agencies, while ultimately responsible, are able to use private contractors to provide operation and maintenance needs at their facilities. Similarly, seventy-eight percent (78%) can, and many do, use private concessionaires to provide recreational opportunities.

Even though sixty percent (60%) of those surveyed acknowledge no legal, financial, or philosophical constraints within their agencies preventing them from developing resort facilities within their public recreation areas, very few are considering the development of a resort project. This is largely due to concern over public attitudes regarding this type of project. A recent study performed by the Pennsylvania Department of State Parks documents this public concern in that state. Twenty percent (20%) of the agency personnel surveyed feel that their agency has philosophical constraints to allowing resort developments within their state park system.

The collection of fees and charges has become an acceptable approach to funding operation and maintenance needs within state and county park systems. Sixty-five percent (65%) of the responses claim no constraints to the use of fees and charges. Another twenty-three respondents, or nineteen percent (19%), mentioned legal constraints to the practice of charging fees. In a majority of cases these constraints refer to the procedure used in raising fees, or to laws which provide that the fees collected must be placed in a fund for the operation and maintenance of park and recreation needs. This would indicate that a much larger percentage than the 65% do have the ability to charge fees to the public for use of recreation areas.

4.1.4 Willingness to Participate O&M

Table 4-2 indicates the areas which the respondents felt that their agencies would be willing to participate in Federally-owned recreation projects. It should be explained that the survey participants were asked to give their professional opinion to this question, and not try to guess their agency's "official" response. One percent (1%) of the respondents felt that this question was not applicable to their situation.

TABLE 4-2
WILLINGNESS TO PARTICIPATE IN
FEDERALLY-OWNED RECREATION AREAS

	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
o Technical Assistance	82 %	13 %	4 %
o In-Kind Services	66 %	23 %	10 %
o Partial Financial Responsibility for O&M	52 %	39 %	8 %
o Take over O&M in Accordance with Corps standards	52 %	34 %	13 %
o Complete control of O&M	50 %	39 %	10 %

It is clear in the above table that the willingness to participate in joint ventures with a Federal agency begins to decline when funding becomes an issue. The sharing of technical assistance and in-kind services is much more acceptable to the respondents than the actual outlay of funds. Repeatedly these representatives of state and local agencies emphasized their need for more budget allocations in order to meet the current operation and maintenance demands within their existing park system.

This also explains why the greatest incentive to encourage further participation in the O&M of a Federally-owned recreation area by a state or local agency is money. Eighty-two percent (82%) of the respondents felt that if their agency could operate an area at less cost, and they would be given total Federal funding to cover their costs, then it would make sense and they would be willing to participate in the O&M.

Additional incentives that were suggested to respondents and the results of their replies are provided in Table 4-3.

TABLE 4-3
INCENTIVES TO PARTICIPATE IN THE O&M OF
FEDERALLY-OWNED RECREATION AREAS

	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
o Total Federal Funding (if able to do at less cost)	82 %	10 %	7 %
o Transfer of Land Ownership	73 %	16 %	10 %
o Input into Project Operation decisions	65 %	27 %	6 %
o Input into Land Use Decisions	71 %	23 %	3 %
o Challenge/Matching Grants	59 %	24 %	15 %

4.1.5 Benefits and Drawbacks of a Joint Effort

The survey respondents were asked to suggest what they perceive as benefits and/or drawbacks to a cooperative operating and maintenance effort between their agency and the Corps at Corps recreation areas. A variety of ideas were shared. The primary benefits resulting from this type of partnership focused on the benefits that the user would receive. More recreational opportunities would be available, it was felt, because more resources would be contributing to the provision of these opportunities. Some respondents suggested that their agency is better equipped for providing recreation, so therefore, the operation and maintenance of these areas would now be run more efficiently. Thirty-five survey participants felt that more localized agencies would be more responsive to the specific needs of the public in a particular area, therefore, public demands would be more quickly addressed.

Table 4-4 lists all recurring responses to this question on benefits of a cooperative effort, and the percentage of survey contacts who supplied the response. It should be noted that some respondents shared several ideas while others did not share any.

TABLE 4-4
BENEFITS OF A COOPERATIVE O&M EFFORT

o More recreation opportunities to public	35 %
o More efficiency in providing O&M	31 %
o Greater responsiveness to local needs	29 %
o Sharing of expertise	3 %
o Broader funding base	3 %
o Greater uniformity/consistency in policy	3 %
o Reduction to Federal burden	3 %

Many drawbacks to a cooperative O&M effort were also shared by respondents. About thirty-one percent (31%) felt that bureaucracy would greatly increase due to the involvement of another layer of government. Additional paperwork, regulations, and procedures would hinder the O&M effort. A major concern by twenty-two percent (22%) of those surveyed is the question of funding. Once again it was emphasized by state and local agency personnel that current levels of funding do not meet the budgeted needs of their existing operations, and it would be highly unlikely that they could financially contribute to a cooperative Corps and state or local effort.

Other perceived drawbacks mentioned include the problems arising from conflicting management philosophies and poorly defined responsibilities. Ten percent (10%) of those questioned are concerned about the inability of the Federal government to provide a long term funding commitment so they are reluctant to become involved in cooperative arrangements. Another drawback referenced by nine respondents is the micro-management of the Corps in state and local affairs. Table 4-5 summarizes the drawbacks of a cooperative effort as viewed by the 121 survey participants.

TABLE 4-5
DRAWBACKS OF A COOPERATIVE O&M EFFORT

o	More bureaucracy	31 %
o	Lack of available state/local funds	22 %
o	Conflicting management philosophies	16 %
o	Lack of long term Federal funding	10 %
o	Undefined responsibilities	9 %
o	Micro-management by the Corps	7 %

In consideration of both the benefits and drawbacks of a cooperative O&M effort between the Corps and a state or local public agency, the questionnaire asked the respondents how the quality of recreational opportunities would be impacted by such a joint effort. A large majority, eighty-four percent (84%) felt that the quality of recreational opportunities would not be effected or would improve under the direction of a joint O&M effort.

4.1.6 Who Should Provide O&M at Corps Recreation Areas

An overwhelming number of survey respondents, 99 out of 121, or eighty-two percent (82%), agreed that the Corps should continue to provide the operation and maintenance at Corps recreation areas. When asked about possible alternatives to Corps provision of O&M, there were no decisive choices. Table 4-6 is a summary of the responses of those who feel that other public agencies and private sector involvement represent feasible and practical alternatives to current levels of Corps participation in providing O&M.

TABLE 4-6
FEASIBLE ALTERNATIVES TO CORPS PROVISIONS OF O&M

	<u>% of respondents who feel Alternative is Feasible</u>	
o	Joint Approach	62 %
o	State Agency	53 %
o	County/Local Agency	40 %
o	Other Federal Agency	36 %
o	Private Sector	28 %

Each respondent was given the opportunity to answer in the positive or negative to each of the alternatives shown in the table above. The alternatives of a joint approach between the Corps and a public agency or private enterprise, and of state agency involvement, were the only two to have majority support. The remaining three methods, although not having majority support, would seem to command enough interest to warrant further review and consideration. It should be emphasized again that eighty-two percent (82%) of survey participants stated that they feel the Corps should continue to provide O&M at Corps recreation areas, and many addressed this question on feasible alternative only when pressed to do so.

This analysis must not overlook the responses provided by seven percent (7%) of those surveyed. These individuals were reluctant to suggest any of the alternatives to be feasible without a case by case review. An additional seven percent (7%) of the respondents felt very strongly that the Corps of Engineers should maintain responsibility for providing the O&M at Corps recreation areas, and would not consider any of the above alternatives. The most repeated explanation of this attitude was that the Corps used recreational benefits in calculating benefit/cost ratios when gaining approval to build their projects. Therefore, these respondents felt that the Corps must take responsibility for providing all costs of operation and maintenance of these areas.

4.1.7 Innovative Ideas to Provide O&M

According to the survey results of the non-Federal public agency personnel, very few innovative O&M methods are being used within recreation areas. Although many of the ideas shared are certainly non-traditional approaches, most of the respondents were familiar with the ideas. These ideas include the use of volunteer groups, "friends" groups, youth groups, army reserve units, and prisoner release programs to support operation and maintenance needs of an area with clean-up programs. Corporate sponsorship of public recreation areas are also methods used in providing O&M. Non-profit groups have occasionally been used to provide interpretive and other specialized services. Leaseback arrangements, the use of private concessionaires and partnership efforts were also identified as alternatives to sole public involvement in providing operation and maintenance needs.

In addition to the more standard approaches mentioned above, several unique O&M practices were mentioned during discussions with some survey participants. Some states have designated the fees collected from grazing, agriculture, and mineral leases to be used in the O&M of public recreation areas. Other more innovative approaches in O&M procedures in recreation areas have included the use of concessionaires and private groups to provide services and facilities such as youth hostels, theatres and playhouse, craft guilds, steam railroads, and mule barges. Another suggestion of an innovative O&M practice would be to make agreements with neighboring land owners to care for the public land within close proximity to their property.

4.2. Corps Concessionaires

4.2.1. Characteristics of Response Group

A variety of Corps of Engineers concessionaires were contacted for this study. Of the 93 respondents, almost half represented full service marinas and related boating services. The break down is as follows:

Full Service Marinas	53
Slip rental/docks	26
Campgrounds	17
Restaurants/lodging	14
Boat rentals	12
Other	9
RV parks	3

As the numbers show, the total adds up to more than the 93 concessionaires contacted. This is because, for example, some concessionaires provided not only boat ramps and docks, but campsites, lodging or other services.

Many of those answering the survey were very knowledgeable and had insight into the problems of running an operation on public lands. They were either the owners or managers of the business. Most

were willing to speak freely about their concerns and felt that their ideas and opinions would be given consideration. Forty-three percent (43%) of the group had lease arrangements with the Corps, a small percentage leased with other public agencies, seventeen percent (17%) had a lease/ownership arrangement, eighteen percent (18%) had a concession/lease/ownership arrangement and five percent (5%) had a concession/lease arrangement.

4.2.2 Advantages/Disadvantages of Operating in a Public Area

Table 4-7 display the comments in regards to the question of the advantages and disadvantages of being a concessionaire in a public area.

TABLE 4-7
ADVANTAGES/DISADVANTAGES OF PUBLIC AREA

	<u>Advantage</u>	<u>Disadvantage</u>	<u>Neither</u>
o Prime location	71%	8%	21%
o Fee structure	31	13	56
o Profitability	33	28	39
o Lease agreement	30	34	36
o Insurance requirement	6	41	53
o Bonding requirement	7	3	90
o Contract bidding	4	6	90
o Government standards	12	41	47
o Environmental statements	14	13	73
o Involvement of interest groups	14	4	82
o Alcohol restrictions	11	26	63
o Gambling restrictions	10	1	89
o Hours of operation	17	3	80
o Government bureaucracy*	5	66	40

* adds up to more than 100% - more than one comment per respondent

Prime location was considered an advantage by seventy-one percent (71%) and only eight percent (8%) said it was a disadvantage.

Only thirteen percent (13%) of the respondents felt the fee structure was a disadvantage. From some of the comments, there is a feeling of lack of control regarding fee structures and lease agreements. They are aware of the current structure, but they do not know what it will be next year. They cannot plan for the future.

A major stumbling block to the planning ability of these business people was their lease arrangements. In particular, there seemed to be a growing need to have longer leases (25 to 50 year leases). A basic reason for this request was the need to know they were secure in their concession operations and could plan for the future. There existed a positive relationship between long term, secure leases and the amount spent on capital improvements. The outlay for capital expenditures would tend increase if this uncertainty was reduced.

Of the respondents thirty-three percent (33%) felt that they were making a fair profit from their arrangement and twenty-eight (28%) felt their profits were being kept down by the highly competitive

market. A major concern was that they were in competition with the Corps and state-financed facilities. Judging from the many comments on the subject, they feel this competition is highly unfair. The concessionaires seemed to be very aware of what the Federal and state governments were spending and charging for their recreation facilities. They objected to the fact the Corps spent thousands of tax payers dollars to build new facilities and then charged only \$6.00 a night. They felt the Corps represented subsidized competition.

The policy change regarding the length of stay for mobile home owners was mentioned as cutting into their profits. The maximum stay period is now approximately 14 days. Concessionaires felt a longer time period would improve business conditions and encourage improvements of facilities and services.

Not too surprisingly, insurance requirements were a very important point of discussion. Requirements were considered to be too high and unfair, particularly for marinas. Forty-one percent (41%) of the respondents felt they paid too much for insurance, some to the point of it being prohibitive. Others felt it was very difficult even to obtain marina insurance. This was obviously an important matter affecting these business people, particularly in light of the fact that twelve percent (12%) specifically expressed a desire to improve or expand their current marina areas, but could not afford the insurance costs associated with the improvements.

Government standards were felt to be a disadvantage by forty-one percent (41%) of the concessionaires. There are a few specific things they mentioned as disadvantageous to their operations. One of the most frequently mentioned comments was that the standards were too strict and too complex, particularly for a small business. They felt the small parks should not be subject to the same restrictions as the larger ones and that there were too many unnecessary rules, some of which made no business sense at all. These problems are complicated by the problem of having to wait too long for decisions to be made. The net result was a feeling that the Corps needed to be more flexible in its policies and allow more freedom to the concessionaires.

Alcohol restrictions were felt to be a disadvantage to twenty-six percent (26%) of the respondents, while sixty-three percent (63%) felt it was neither an advantage or disadvantage. Gambling restrictions were not a major concern for the group.

Regarding working within a government bureaucracy, some advantages and disadvantages were brought to light. On the positive side, some concessionaires felt they had excellent cooperation from the Corps. Others have remarked on how thoroughly knowledgeable the Corps people were and how much they have learned from them. Some have mentioned that they like dealing directly with the Corps.

For a variety of reasons, sixty-six percent (66%) of the respondents stated that government bureaucracy was a disadvantage. The reasons most often mentioned were (1) the process is too time consuming (16%); (2) there is too much red tape and interference in running their businesses (19%); (3) the government is too inflexible; and (4) there needs to be more clear cut guidelines and consistency.

Concessionaire comments such as "time is money" bring out some basic philosophical differences between government bureaucracy and the private sector. They say that they are spending a good deal of time on paperwork for permits, etc. and not getting timely responses or not getting a straight answer at all. This has frustrated many of these people. Over thirty-five percent (35%) of the business people feel they are spending too much time on paperwork and red tape and that there is too much interference in running their operation. There seems to be a need for a framework of more simple, clear cut guidelines and more consistent policies.

This leads to another area of concern. Because of this interference and inflexibility, the concessionaires feel the Corps has thwarted their efforts to make changes and improve their facilities. Some

have commented that the Corps likes to build everything new instead of renovating the facilities, which many of these small operators simply cannot afford.

A suggestion for obtaining more business for the under-utilized Corps recreation areas and the concessionaires was to make the public more aware of the various Corps recreation areas through advertising.

4.2.3 Government Requirements Preventing Renewal of Contract

Countering many of the above negative comments was a positive statement made by one of the concessionaires. As with many things, attitude plays an important role in determining the success of an enterprise. This concessionaire felt that he/she did not mind all the regulations and paperwork; he/she felt there were definite benefits and rewards to operating in a public area and that it was a privilege to have a lease with the Corps.

Many of the same concerns mentioned in Section 4.2.2 (advantages and disadvantages of operating in a public area), were reiterated regarding concessionaire contract renewal. Thirty-nine percent (39%) felt there were issues that could prevent them from renewing their contract. The breakdown is as follows:

ISSUES PREVENTING CONTRACT RENEWAL

Insurance	10%
Fee structure	8%
Contract bidding	7%
Lease agreement	6%
Government standards	5%
Other issues	3%

Some respondents felt that even though the standards of the Corps were rigid and high, they were in good taste and made good business sense. Another mentioned that the requirement (for contract renewal) to upgrade their facilities may not be economically feasible.

Insurance was again mentioned as being unreasonable. There was an acknowledgment though that it was not the fault of the Corps, but of the insurance companies.

Even though contract bidding received only a small percentage of comments (7%), it was still an issue worth noting. Many feel they should have the option of first refusal before the contract goes through the bidding process, while others feel the contract should not be open for public bid at all.

4.2.4 Benefits to the Customer

The basic feeling is that there are some definite benefits to the customer in having concessionaires in public areas. Among them are: (1) less expensive facilities and services (62%); (2) greater variety of services and facilities (83%); (3) more efficient operation (84%) and (4) better maintained facilities (68%).

4.2.5 Potential Expanded/Additional Services

Table 4-8 provides a breakdown of expanded or additional services that concessionaires would like to provide to the public:

TABLE 4-8
ADDITIONAL SERVICES

Improve/expand marina area	12%
Lodging/cabins	12%
Improve/expand picnic/camping and beach areas	10%
Restaurants/food concessions	9%
RV parks	4%
Playgrounds	3%

Various other possibilities were diverse, including, yacht clubs, golf courses, miniature golf, water/fun parks and resort complexes. Almost anything that the public wants could successfully be provided by the private sector.

4.2.6 Innovative O&M Programs

Approximately four percent (4%) were aware of innovative O&M programs. Some were corporate-sponsored programs such as: Stauffer's Clean Up and the Pepsi and Coke programs, while others were geographical in nature, such as: the Great Altoona Clean Up, Lake Shore Clean Up, Grapevine Sailing Club, and the California Department of Boating and Waterways program. Other ideas were of a more general nature, such as seeking volunteers from: the retired community, Coast Guard, local boating associations, Boy Scouts, Girl Scouts, and local garden clubs.

4.2.7 Affect on Concessionaires Of Increased State and Local Involvement

There was an overwhelming belief that the involvement of state or local governments at Federal recreation facilities would adversely affect the concessionaires. Up to eighty-one percent (81%) of those questioned said that there would be a decline in the business environment because of state and local involvement. One of the most important reasons for this high rate of response is the perception that more government involvement would mean more bureaucracy and regulations. Only sixteen percent (16%) felt the business environment would be improved by this and three percent (3%) said there would be no effect.

Much emphasis was placed on the fact that there is already too much bureaucracy and paperwork in the system. Adding another layer of government would only add to businesses headaches. Many were adamant about the decline in the business environment because more tax dollars would be available for subsidizing public areas, translating to stiffer competition for the Corps concessionaires. Some felt there would be a decline because they like the situation as it exists now. Another concessionaire felt if the state were to get involved, the first thing they would do would be to tax everything. Two concessionaires related from personal experience situations where state and county involvement did not work. Some also felt that if there were local participation, the situation could be very political.

At this point, many of these business people were hoping for more control and freedom and could only see state or local involvement as a step in the wrong direction.

An improvement in the business environment was seen by sixteen percent (16%) of the concessionaires if state or local government were involved for the following reasons: (1) funds for the area would increase; (2) closer attention would be given to these areas because of their economic benefits, and (3) greater law enforcement protection would be available.

The survey also addressed perceptions and expectations of respondents regarding the effect of an increased role of state and/or local governments and the impacts on the current quality of services at Corps facilities.

Of the respondents, a majority (53%) perceived that the quality of Corps recreational areas would be diminished if there were a joint state or local operations and maintenance effort. Some of the reasons were: (1) a perceived increase in bureaucracy and paperwork, (2) increased taxes, or (3) present inadequate performance of local governments. A few felt that since the Corps was so well run now, they did not want to see a change.

There were twenty-two percent (22%) who felt that the quality of the recreation areas would improve if the state or local governments were involved.

4.2.8 Should Corps Continue to Operate Recreation Areas

A large percentage (69%) of the concessionaires felt that the Corps should continue to provide operation and maintenance of recreation facilities and for different reasons. Some liked the cooperation they received from the Corps and appreciated their well-run facilities. Others answered "yes" because they did not wish to see these facilities closed to the public (if there were no other options).

There were twenty-two percent (22%) who felt that the Corps should not be involved in operating recreation facilities at all.

When asked, however, who should provide O & M at Corps recreation areas should change be necessary in the current management operation at Corps areas, the respondents felt overwhelmingly that the private sector would be the choice approach. Table 4-9 is a breakdown of the responses to the question of who should provide operation and maintenance at Corps areas.

TABLE 4-9
WHO SHOULD PROVIDE O&M

	<u>Yes</u>	<u>No</u>	<u>Do Not Know</u>
Another Federal agency	14%	74%	12%
State agency	15	77	8
County/local agency	16	75	9
Private sector	52	37	11
Joint approach (Corps and state or local or private)	28	61	11

A majority (52%) of the business people wanted to see the private sector manage the Corps facilities, while a joint approach was favored by twenty-eight percent (28%) of them. There is no solution that will satisfy the majority of the Corps concessionaires. The reasoning for their answers lies largely with their own experiences and perceptions of the Corps and their particular state and local area. If they have had a good rapport with the Corps they may not want to see a change at all. If they have had good or bad experiences with their local government, they voted accordingly. Since many are in competition with Corps or other public facilities, it would be understandable that they would want this competition eliminated or managed by private enterprise.

4.3 Resort Developers/Non-Corps Concessionaires

4.3.1 Characteristics of Response Group

A total of 36 surveys were conducted with individuals representative of resort developer and concessionaire interests in order to gage the industry opinions on increasing private operation and maintenance of Corps recreation facilities. A breakdown of the number of respondents for each business type is shown in Table 4-10.

TABLE 4-10
RESPONSES BY BUSINESS TYPE

Resort Developers	18
Concessionaire - Marina	6
Concessionaire - Campground	4
Other	<u>8</u>
TOTAL RESPONSES	36

The resort developer respondents generally represented larger firms involved in multiple projects. The types of projects were diverse and could include hotels, timeshare residences, retirement communities, camp sites, vacation homes, and recreation facilities. Also, a financial consultant to resort developers provided valuable insights into the financial concerns of developers.

The concessionaires represented equally diverse interests. The survey respondents provided services or facilities such as golf courses, restaurants, canoe rentals, trail rides, marinas, camp grounds, youth hostels, and river tours. The wide range of interests held by the concessionaire and developer survey groups was felt to be representative of the developer and concessionaire communities as a whole.

Fifty-eight percent (58%) of the respondents have developed projects or operate concessions on public lands. A total of 60 projects or concessions on public lands were represented by the survey group. The majority of the concessions are associated with the National Park Service although the National Forest Service, the Bureau of Land Management and some state parks are also represented.

4.3.2 Essential Elements for Development Projects

In order to assess the viability of private development of recreation facilities on public lands, the survey respondents from this group were asked to identify essential elements they required before considering a recreation development project on public lands. Since the respondents represented private firms with an underlying profit motive, it is not surprising that seventy-two percent (72%) of the respondents felt that revenue potential was essential. A project must be at least potentially profitable for a private corporation to consider investment and development. One respondent felt that if a project isn't profitable the government should be willing to subsidize the venture. In addition, fifty-eight percent (58%) of the surveys identified some sort of financial package as being essential to development.

Another essential element identified by seventy-five percent (75%) of the respondents is prime scenic location. Scenic location is the factor which attracts visitors to an area. The development projects or concessions currently operated by the survey group are located at scenic locations such as the Grand Canyon, Denali National Park and Mount Rainier National Park. The proximity of the recreation area to population centers and access to the area by public transportation was not deemed essential by the majority of respondents. It would seem that outstanding scenic assets will draw visitors to an area regardless of the

location. However, it is possible that proximity to population and public transportation become more important if the recreation area is less spectacular or unique.

Other factors considered essential by the survey respondents include a long term lease by 58% and exclusivity clauses by 33%. A lease would need to be long enough to encourage capital investment and to foster security. Exclusivity clauses would also foster security. In addition, several respondents mentioned that the right-of-first-refusal for lease renewal was important. A license to serve alcohol was considered essential by only 25% of the respondents.

4.3.3 Disadvantages of Development on Public Lands

In order to realistically assess the chances for successful private development, it is important to identify the problems or disadvantages which developers believe would accompany such a project. The problem identified by the greatest portion of the respondents (42%) was that the developers would not hold fee simple title to the developed properties. The government would retain ownership of the lands and facilities. The developer would not have complete control over decision-making and complex legal problems could result. Also, developers would be taking a certain amount of risk in making capital improvements on lands which they don't fully own.

The next most common problem of developing on public lands (19%) was the bureaucracy associated with dealing with the government. The red tape and layers of government regulations were seen as a hindrance to efficient business management. Several respondents identified the length of time required to accomplish anything through a government agency as a constraint. One respondent summarized the problem that with a private business "time is money". Generally, the government does not face the same profit constraints, thus creating a basic disparity between the requirements of private business owners and the government.

Besides the amount of government regulations, seventeen percent (17%) of the survey respondents also identified the government regulation themselves as a problem. The government regulations supersede any organization or corporate regulations and policies. The government agencies essentially dictate policies to the developers and concessionaires. Several of the respondents felt that their abilities to properly run their businesses are restricted by the tight government control over their operations.

Other problems with developing on public lands identified in the survey include the bidding procedures (6%), insurance requirements (9%), fee structure (11%), uncontrolled access to recreation areas (9%), and philosophical differences with the government (3%).

4.3.4 Incentives to Development

In contrast to the problems with development on public lands, the developers were also asked to identify incentives which might induce them to consider a project on public lands. Again, the issue of leases repeated itself as fifty-eight percent (58%) of the respondents said that a favorable lease agreement would serve as an incentive to develop. Based on the survey comments, it seems that a "favorable" lease period refers to a longer length of time.

In order to improve the economic viability of a development project, forty-two percent (42%) of the respondents identified tax breaks as a development incentive. However, only twenty-two percent (22%) recognized government grants and only twenty-eight percent (28%) recognized government subsidies as incentives even though grants and subsidies could improve the economic performance of a project. Perhaps the increased government paperwork, regulations, policies and control associated with grants and subsidies makes these instruments less attractive to developers as incentives than other methods such as tax breaks which allow the developers to retain more control over their decisions.

Other development incentives mentioned in the survey include a high volume, steady visitor stream, existing government infrastructure and lower franchise and user fees.

4.3.5 Operation and Maintenance of Corps Facilities

The remaining set of questions on the resort developers survey were geared towards determining the developers' and concessionaires' opinions regarding alternatives for providing operation and maintenance at Corps recreation facilities. As with the other survey groups, the developers were asked whether the Corps should continue to provide operation and maintenance at their recreation facilities. Seventeen percent (17%) of the respondents answered "yes", while thirty-nine percent said "no" and forty-four percent were undecided or did not know. When asked who should provide the O&M at Corps recreation facilities, the only two options which were chosen by a majority of the respondents was the private sector (58%) and a joint effort (53%). Sixty-four percent (64%) felt that other Federal, state and local agencies should not provide the O&M. Clearly, the private developers see the O&M of recreation facilities as a potential profit-making business enterprise that would be best left to private developers.

When asked if they would be willing to provide the operation and maintenance as part of a development agreement, sixty-seven percent (67%) responded "yes". Some respondents reported that they are already involved in such an arrangement. The areas of operation which the developers felt could be successfully operated by private interests covered a wide range of possibilities. Forty-two percent (42%) of the respondents felt the possibilities were unlimited. Any service or facility the public demanded, these respondents believed, the developer or concessionaire could supply. The range of activities and services already provided by the survey respondents seems to support almost unlimited possibilities. In addition, hotels, conference centers, restaurants, ski resorts, lodges, cabins, and marinas were specifically mentioned as having the potential of being successfully developed by the private sector.

Since the private developers feel that the private sector should play a greater role in providing services at Corps projects, it is not surprising that an increased role by state and local governments is not supported by the survey respondents. Forty-seven percent (47%) of the respondents felt that increased state and local participation would lead to a decline in the business environment. Twelve percent (12%) said an improved business environment would result, twenty-two percent (22%) said that there would be no effect, and nineteen percent (19%) responded that they did not know. The decline in business environment expected by about half of the respondents was attributable to several factors. First, increased government involvement in recreation means decreased business opportunities for the private sector. In addition, creating more layers of government control was seen as adding more bureaucracy to a system already bogged down in red tape and regulations. The developers also felt that decision-making was likely to be more politicized at the local level.

There was less consensus among the developers as to the effect of increased state and local involvement on the quality of recreational opportunities. Twenty percent (20%) felt that opportunities would increase, fifteen percent (15%) thought quality would decrease, twenty percent (20%) thought that there would be no effect, and forty-five percent (45%) did not know. It seems that the private business interests felt that state and local governments can provide adequate operation and maintenance for Corps recreation facilities. However, it is in the best interest of the business community to allow the private sector to provide these same services.

In general, the private developers and non-Corps concessionaires felt that the private sector should be given a greater role in providing recreation services at Federal sites. However, several of the respondents recognized a fundamental difference in objectives and philosophies between the government and private developers. The bottom line objective of private developers is to make a profit. The government should be more concerned with providing recreation resources for the good of the public. If an arrangement can

be made to satisfy both objectives, then private developers and concessionaires can be a successful measure for providing recreation and reducing the Federal budget. One respondent suggested using a "public benefit corporation" as a compromise. The "public benefit corporation" would be run as a private business but would have no stockholders. All profits would go back into the company to improve recreation opportunities or to non-profit groups. This appears to be an interesting concept which may be worthy of further study.

4.4 Other (Ancillary) Service Providers

4.4.1 Characteristics of Response Group

The primary contact list used to supply names as representatives of other providers of recreational services was from the National Campground Owners' Association. Based on this list, twenty-four individuals completed the survey, including eighty-eight percent (88%) campground owners, and twelve percent (12%) R.V. park operators. Only one member of the survey group has ever operated a business as a concessionaire to a public agency, and in this case, it was a seasonal operation, renting boats and operating a pool concession. Eighty-three percent (83%) of the respondents do, however, operate their businesses in reasonably close proximity to a public recreation area. Not everyone considers this to be a benefit to their business as stated by twenty-nine percent (29%) of all respondents.

4.4.2 Advantages and Disadvantages of Operating Near a Public Recreation Area

While forty-six percent (46%) of the respondents in this group perceive their close proximity to a public recreation area provides their operation the advantage of a ready-made market, this benefit is eroded by services similar to theirs being provided within the public areas by private concessionaires or directly by a public agency. As indicated in Table 4-11, fifty percent (50%) view public agency operations to be a disadvantage to their business, and thirty-three percent (33%) feel the same about private concessionaires operating within a public area.

TABLE 4-11
PERCEIVED ADVANTAGES/DISADVANTAGES OF SERVICE PROVIDERS
WITHIN PUBLIC RECREATION AREAS

	<u>Private Concessionaires</u>	<u>Public Agency Operation</u>
Advantage	17%	17%
Disadvantage	33%	50%
Neither	46%	33%
Don't Know	4%	

Comments shared by members of this group repeatedly suggest the unfair competition between their businesses and those run or subsidized by a public agency. (A printout of the specific comments is presented in Appendix D of this report.) Their tax dollars, they feel are used to build facilities that a private business would never have the capital or profit potential to build, and, in addition, facilities that never have to recover the costs of building. On the other hand, as private ventures, their operations must be able to meet all expenses of capital improvements, and routine operation and maintenance. This becomes a "catch-22" situation. In order to compete with the facilities and services provided within a public area, the private businessman must build and provide the same quality services, but then must charge rates necessary to recover these costs. These rates are far beyond the rates charged within the public area. On the other

hand, to charge rates as low as those charged within the area results in poor quality facilities and services. When asked directly whether or not the fee structure used by the Corps or another public agency, prevents them from charging the fees they would like to charge, fifty-four percent (54%) responded yes, and forty-two percent (42%) responded no. Table 4-12 displays this response.

TABLE 4-12
DOES PUBLIC AGENCY FEE POLICY PREVENT YOU
FROM CHARGING DESIRED FEES?

Yes	54%
No	42%
Don't Know	4%

4.4.3 What Would Prevent the Service Providers from Seeking a Concession Contract?

As discussed earlier, only one respondent from this group has ever operated as a concessionaire in a public recreation area. This should not imply, however, that these business operators would not consider such an arrangement. In fact, sixty-seven percent (67%) of the survey participants suggest that the areas of service and facilities in public areas that could be operated by private providers is unlimited. Further privatization in this context would not only provide their businesses with greater opportunities, but would begin to balance the broad discrepancies between the fees levied by the private businessman outside of the public area, and the fees charged by those within the public recreation area.

Several respondents, however, felt that they would have no interest in seeking a concession contract with a public agency. Several reasons for this attitude were given, including: fee structure or pricing policy dictated by the public agency holding ownership of the area; contract bidding procedures; dealing with government bureaucracy; and the environmental standards required by a public agency when working on public lands

4.4.4 Should the Corps Continue to Provide O&M at Public Recreation Areas?

Although the majority of "other service providers" contend that the Corps and other public agencies have often created an unfair system of competition for their businesses, the majority feel that at this point in time the Corps should continue to provide the operation and maintenance at public recreation areas they manage. Sixty-three percent (63%) of those surveyed feel the Corps should continue to provide O&M. In addition, thirty-nine percent (39%) perceive a negative impact would result should a joint effort between the Corps and another public agency be instituted.

It should be noted that qualifying factors were suggested when survey participants were asked these questions. These comments include the observations that the Corps' involvement should be limited to the type of recreation that requires very little development of facilities and services such as primitive camping, hiking trails, and very basic boating needs. Campsites with water and electric hookups, R.V. parks, marinas, or any other service or facility which the private sector could provide should be made available only through the private sector. Others feel that it is fine for the Corps to provide O&M at recreation areas, but they must begin to charge rates that will recover the full cost of their capital and O&M expenses. This system would be more fair to the private sector.

Table 4-13 gives an indication as to whom this survey group feels should provide the O&M at Corps recreation areas, if the Corps were unable to do so.

TABLE 4-13
WHO SHOULD PROVIDE O&M AT CORPS RECREATION AREAS?

Other Federal Agency	13%
State Agency	8%
Local/County Agency	8%
Private Sector	67%
Don't Know	4%

It is no surprise that an overwhelming majority of respondents, sixty-seven percent (67%) feel that this responsibility would be best supplied through the private sector. With the private sector providing the O&M, not only would the areas be run as a business thus becoming more efficient, but could potentially become a source of revenue instead of increasing the Federal deficit.

4.5 Users/Conservation Groups

4.5.1 Characteristics of Response Group

Of this group, nineteen percent (19%) answered the questionnaire from the perspective of actual users of the recreation areas and ten percent (10%) considered themselves strictly conservationists. Interestingly though, seventy-one percent (71%) of all the respondents said they were both conservationists and users of these areas. With that point in mind, the following answers received were not surprising.

4.5.2 Rating the Recreation Facilities

Forty-eight percent (48%) rated the quality of Corps facilities to be of the same quality or better, in comparison with other recreation areas. The percentage may have been higher if the forty-four percent (44%) of the respondents ("do not know" category) were aware of which public agency provided the operation and maintenance at the recreation areas they mentioned. This is more evident when one looks at the percentages of answers for the "do not know" category on more specific questions. If there is a category labeled "other public agency", the total of "do not know" responses went down considerably. Therefore, it may be more helpful to also look at the combined percentages of Corps facilities and other public agencies.

While only twenty-one percent (21%) said they felt Corps facilities were best, a total of sixty-two percent (62%) rated Corps and other public agencies as having the best facilities.

With regard to the question of who maintains the areas most attractively, the Corps was rated best seventeen percent (17%) of the time, but when the answers were combined for the Corps and other public agencies, that rating was sixty-one percent (61%).

For the most efficient operation and maintenance category, the Corps was rated highest eighteen percent (18%) of the time. When looking at the answers for both Corps and public agencies, fifty-seven percent (57%) rated those combined categories highest.

As for the least costly recreation sites, the Corps was rated highest by thirty-one percent (31%) of the respondents and the combined percentage for Corps and public agencies in this category was seventy-three percent (73%).

When asked who had a greater regard for the area's natural and wildlife resources, the Corps was rated high by twenty percent (20%), while the combined percentage for Corps and public agencies received the highest rating seventy-two percent (72%) of the time.

Again, the point should be noted that many of the users/conservationists were basically unaware of which specific public agency had maintained the recreation areas they mentioned.

4.5.3 Rating the Recreation Services

Focusing on services provided at the facilities, one sees the trend moving away from the Corps/public agencies and toward the private sector. The private sector was rated highest (26%) on the question of most efficient services provided. Fifty-three percent (53%) answered "do not know". It should be noted that a large majority of those who answered "do not know" had never used the services and thus did not feel they could adequately answer the question. The private sector was also rated highest (23%) on the question of who was the most efficient provider of O&M. Again, 56% answered "do not know" because they did not take advantage of the services provided.

4.5.4 Facilities that Should/Should Not Be Allowed

As the percentages in Table 4-14 suggest, there is a clear indication from this user/conservation group that they favor preservation of the natural environment by allowing basic recreational activities, (camping, boating, swimming at beach areas, hiking) as opposed to allowing the construction of resorts, tennis courts, restaurants and pools. The breakdown is as follows:

**TABLE 4-14
FACILITIES THAT SHOULD/SHOULD NOT BE ALLOWED**

	<u>Should</u>	<u>Should Not</u>	<u>Do Not Know</u>
Campgrounds (tents/trailers)	96%	1%	3%
RV parks	70	18	12
Beaches, boating, hiking	98	1	1
Tennis courts, swimming pools, ski areas	44	48	8
Resort areas with hotel, restaurant, conference ctr	31	58	11
Alcohol	17	74	9
Gambling	7	88	9
Theme parks	7	88	5

4.5.5 Effect of Increased Role for State/Local Governments at Federal Facilities

There was no consensus of opinion on the effect the state or local governments would have on the operation and maintenance of Federal recreational facilities. Almost one-third of the respondents felt that the quality of services, the quality of the recreation area and the quality of operation and maintenance at these facilities would be better if the state or local governments were involved and another one-third felt they would be worse. Approximately twenty percent (20%) felt the areas in question would be the same and about seventeen (17%) were not able to adequately answer the question.

With regard to the question of cost to the user, fifty-two percent (52%) did feel that the cost would be greater if the state or local governments were involved.

4.5.6 Rating the Corps, State, Local and Private Recreation Facilities

Below is a breakdown of the average rating of the various recreation facilities that the user/conservationist has experienced, with "1" being poor quality and "5" being top quality:

Corps Recreation Areas	4
State Parks	4
County Parks	4
Privately Operated Recreation Areas	3

Almost ten percent (10%) of the respondents rated a Corps facility as their favorite recreation site, while forty-two percent (42%) rated a Federal government site as their favorite and eighteen percent (18%) rated a non-Federal government site as a favorite of theirs. Again, the numbers may not adequately express all of the Corps facilities in the percentages, because a good many of the respondents were unsure which public agency provided operation and maintenance for the facility in question. Sixty-seven percent of the respondents did not know who provided the services at their favorite recreation area. This would seem to indicate that who provides the services is not a major factor to these users when choosing a recreation site.

5.0 CONCLUSION AND SUMMARY OF MAJOR FINDINGS

The general results of the surveys that were conducted for this project are presented here. These findings are based on a review of the response frequency of respondents and are presented as composite reactions of the various interests. These results reflect the perceptions, attitudes, and opinions of a representative sampling of the survey groups.

- o Both state and local public agencies as well as private sector providers of recreation view themselves as capable of and willing to provide recreation services and facilities at Corps areas. However, for this alternative to be implemented, Federal funding would be required by public agencies, and favorable lease arrangements would have to be established with the private sector. The degree of private sector involvement is dependent on the profit potential of the opportunity. For example, providing O&M for "primitive" recreation services, such as hiking trails in wilderness areas, would not be of interest to private sector providers.
- o Users generally are indifferent with respect to the source of operation and maintenance for recreational services and facilities. The quality of O&M provided is more important to them than the public or private sector providers.
- o The user fee policy of the Corps has fostered a competitive situation between the Corps and other providers of similar recreational opportunities. This is acknowledged by a majority of private providers who claim the Corps (and other public providers as well) has undercut their profitability by providing better facilities at lower rates to the user. If the Corps were to increase user fees, they believe, it would not only establish a more equitable relationship between them and other providers, but could also be a source of new funding to cover O&M outlays. (The outcome of this concept, however, would result in reduced recreational opportunities.)

- o **Additional bureaucracy resulting from a cooperative arrangement with both the private sector and other public agencies is a universal concern. An added layer of government, such as cooperative Federal and State approach, would most likely increase paperwork, add regulations, and hinder the overall process. The private sector, more sensitive to the "time is money" concern, prefers dealing with as little government as possible.**
- o **Although current Corps concessionaires are satisfied with their relationship with the Corps, there are several concerns they would like to have addressed by the Corps. They believe: (1) lease agreements should be longer in length or the process of lease renewal should be altered to allow the concessionaire to know in advance if his/her lease is to be renewed. This would allow the concessionaire to commit more capital improvements to his/her business; (2) Corps standards are too complex and inconsistent to be effectively dealt with by a small business operator. The concessionaire would like more autonomy, allowing him/her to expand and enhance his/her operation if he/she feels it is appropriate; and (3) generally current Corps policy discourages and hinders expansion and improvement of concessionaire operations.**
- o **Large-scale providers of recreation (i.e., resort developers and firms providing leisure services) are anxious to explore the possibilities of utilizing their resources to provide recreational opportunities at Corps areas. In order to support and justify capital improvement expenditures, long-term or automatically renewable lease agreements, are essential elements to a cooperative effort with this group of providers. Also essential to them is a large degree of freedom and flexibility to be able to provide what the consumer demands.**
- o **Users and conservationists are not vehemently opposed to large-scale development of recreation areas; however, most are opposed to commercially-oriented resort/convention centers. A consensus of the respondents agree that allowing a resort development which would encourage the enjoyment of our natural environment would be acceptable. A consensus also states that under no circumstance should a resort development project be allowed to pose a significant threat or danger to the environment or our natural resources.**
- o **Many state park programs are implementing innovative sources of funding which are proving successful. This would indicate that at least partial alternatives to current Federal funding can be found that are acceptable to taxpayers.**
- o **The Corps of Engineers is recognized as a key in providing operation and maintenance in many areas, which explains the 82 percent survey response rate. Significant benefits are recognized where the Corps is a catalyst for state funding and a protector of environments.**

APPENDIX A

LETTER OF INTRODUCTION

December 5, 1989

Dear Potential Questionnaire Respondent:

The U.S. Army Corps of Engineers (COE) operates over 2500 recreation areas at over 450 water resource development projects throughout the country. It is estimated that annual costs for operation and maintenance of these facilities are about \$120 million. The COE is interested in identifying alternatives to its current O&M procedures, and is currently involved with a study to evaluate these options.

The Greeley-Polhemus Group, Inc. (GPG), a consulting firm in West Chester, Pennsylvania, is under contract with the COE to perform a survey of individuals representing groups or agencies who would have valuable input regarding the alternatives. Individuals from a broad range of backgrounds will be contacted including representatives of non-federal public agencies, users, conservation groups, private concessionaires and resort developers. Your name has been suggested as a valuable point of contact for our survey work.

This letter is intended to provide you with a brief introduction to our project, so you are familiar with our purpose should a member of the GPG survey team call during the first few weeks of December. We hope that you are willing to participate in this study so we can be certain that our findings are representative of all interested groups.

Thank you in advance for your interest and cooperation.

Very Truly Yours,
THE GREELEY-POLHEMUS GROUP, INC.

Van Dyke Polhemus

VDP/cc

APPENDIX B

QUESTIONS AND RELATED INFORMATION

- o Introductory Comments for Telephone Survey
- o General Information Sheet
- o Questionnaires:
 - Non-Federal Public Agency
 - COE Concessionaire
 - Resort Developer/Non-COE Concessionaire
 - Other Service Ancillary Providers
 - Users/Conservation Groups

INTRODUCTORY COMMENTS

Hello, I'm (NAME) from the Greeley-Polhemus Group, a consulting firm in Pennsylvania. We are under contract to the U.S. Army Corps of Engineers to assist them with a study to identify and evaluate alternative methods for operating and maintaining recreation facilities that they currently manage. Hopefully you have already received an introductory letter from us regarding this study. (wait for response) The objective of this study is to identify and evaluate options for maintaining or enhancing the public recreation opportunities at these Corps projects while reducing Federal outlays.

Because only a small number of people are being selected for the study, the participation of each person selected is extremely important. Your participation in this study is entirely voluntary and you may refuse to answer any question. All responses will be kept confidential. Most of the questions have to do with your attitudes, opinions, and expertise, and there are no right or wrong answers. It is helpful, but not necessary, if you are specifically familiar with some of the COE recreation areas.

As potential manager or interested party, we will solicit your responses to some of these issues. The questionnaire will take about 15 to 20 minutes. Are you willing to participate in this survey?

For this segment of the study , we are identifying possible alternative management methods. These alternatives include:

1. Involvement by state and local government agencies.
2. Expansion of the participation of concessionaires and private developers in providing recreational facilities to the public.
3. Expansion of user fees or other revenue programs.
4. Continued use of current Corps of Engineers approach.

(If no) Would another time be more convenient to you?

(If still no) Would it be more appropriate to interview another person in your agency (office, or business)?

(If yes)

Let me say again, that the objective of this study is to identify and evaluate options for maintaining or enhancing the public recreation opportunities at Corps projects while reducing Federal outlays. This survey is only one component of the Corps' recreation study. The issues, perceptions, constraints, and opportunities identified through these interviews will be further analyzed and evaluated prior to final recommendations.

QUESTIONNAIRE FOR STATE, LOCAL (COUNTY/OR COMMUNITY),
REGIONAL AGENCIES

With what agency are you affiliated? _____

Date of Survey _____

1. Does your agency lease lands from the COE for recreation purposes? Yes _____ No _____
 2. Does your agency also operate and maintain recreation areas on it's own lands? Yes _____ No _____
 - 3a. Is your agency attempting to acquire more recreation lands either through lease or purchase?
Yes _____ (Lease _____ Purchase _____) No _____
 - 3b. If not, why? (e.g. budgetary purposes) _____
-

4. As you may know, the Corps primarily charges fees only for camping facilities at its projects. Does this current policy affect your ability to charge or the amount you would like to charge for any of the following:
 - 4a. Entrance fees _____ How?
 - 4b. Facility user fees _____ How?
 - 4c. Other _____ How?
 - 4d. Don't know _____
5. Does your agency have any legal, financial, or philosophical constraints that would prohibit any of the following, regarding management of public recreation areas?
 - 5a. Private ownership of lands? Yes _____ No _____

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If yes, please explain:

5b. Responsibility for operation and maintenance?

Yes _____ No _____

If yes, please explain:

5c. Restriction on collection of or use of fees and charges?

Yes _____ No _____

If yes, please explain:

5d. Contracting with concessionaires to provide recreational services?

Yes _____ No _____

If yes, please explain:

5e. Resort developments? Yes _____ No _____

If yes, please explain:

5f. Other _____

6. Are you aware of any innovative O&M programs that have successfully or unsuccessfully provided the full or partial O&M of public recreation areas? (Examples: Private sector management of facilities; leaseback arrangements; Development/O&M costs associated with public sector programs; challenge grant;)

Interviewer: Be specific in your descriptions. Does approach provide full or partial O&M? What are cost savings, other benefits, or disadvantages?

7. Do you think your agency would be willing to participate in the operation and maintenance of Federally-owned recreation facilities in any of the following ways... (Interviewer note: These are the individual's professional opinions, not "official" agency responses.)

7a. Technical assistance? Yes _____ No _____ Don't know _____

7b. In-kind services? Yes _____ No _____ Don't know _____

7c. Partial financial responsibility for O&M? Yes _____ No _____
Don't know _____

7d. Take over O&M in accordance with COE standards?

Yes _____ No _____ Don't know _____

7e. Complete control of financial responsibility of O&M?

Yes _____ No _____ Don't know _____ (all operational
and financial decisions would be yours)

8. Would any of the following "incentives" encourage your organization to participate in the O&M?

8a. Total Federal funding if your state can operate it cheaper than the Corps?

Yes _____ No _____ Don't know _____

8b. Transfer of land ownership?

Yes _____ No _____ Don't know _____

8c. Input in project operation decisions?

Yes _____ No _____ Don't know _____

8d. Input in land use of area?

Yes _____ No _____ Don't know _____

8e. Challenge grants?

Yes _____ No _____ Don't know _____

8f. Other _____

9. Do you have any thoughts as to what the benefits of a cooperative O&M effort between the COE and a non-Federal government agency at COE facilities might be?

10. Do you have any thoughts as to what the costs of or constraints to a cooperative O&M effort between the COE and a non-Federal government agency at COE facilities might be?

11. How do you perceive a joint (Corps/state) or (Corps/local) effort would impact the existing quality of recreational opportunities at COE facilities?

Same _____ Improved _____ Diminished _____

Why?

12. On a scale of 1 through 5, with one being poor quality and five being top quality, how would you generally rate the following...

1-5

12a. COE Recreation Areas _____ Don't know _____
in your state

12b. State Parks in your state _____ Don't know _____

12c. County parks in your state _____ Don't know _____

12d. Privately operated areas _____ Don't know _____
in your state

13. Should the Corps continue to provide O&M at recreation facilities in your state?

Yes _____ No _____ Don't know _____

14. If change is necessary, who should provide O&M at COE areas?

14a. Other Federal Agency: Yes _____ No _____ Don't know _____

14b. State Agency: Yes _____ No _____ Don't know _____

14c. County or local agency: Yes _____ No _____ Don't know _____

14d. Private Sector: Yes _____ No _____ Don't know _____

14e. Joint approach: Yes _____ (Specify) No _____ Don't know _____
(Specify 14a-14d plus COE. Circle those mentioned.)

14f. Other _____

15. Can you suggest other agencies or private sector individuals that I should discuss this with?

For the interviewer:

On a scale of one to five, with one being poor quality and five being top quality, please rate the above interview.....

a. Cooperativeness _____

b. Were they knowledgeable _____

c. Did they give you necessary time _____

d. Interest in project _____

e. Overall quality of interview _____

f. Potential as future source of additional information _____

Now go through the interview results and highlight those points which are of particular interest and value.

QUESTIONNAIRE FOR COE CONCESSIONAIRES

What business are you in? _____

Date of Survey _____

1. Does your company currently have a concession(s) contract(s)
with a public agency?

Yes ___ How many contracts? ___ How many locations? _____

No ___ (Go to 1c)

1a. What is the primary nature of the concession you operate?

1b. What arrangement best describes your current situation?

Concession _____ Lease _____ Ownership _____
(operation only)

Other _____

1c. If no, have you ever contracted with a public agency?

Which ones?

When?

Why not now?

2. Are there any advantages or disadvantages of being a
concessionaire in a public area?

IN TERMS OF:

2a. Prime location

Advantage _____ Disadvantage _____ No _____

Please explain:

2b. Fee structure arrangement

Advantage _____ Disadvantage _____ No _____

Please explain:

2c. Profitability

Advantage _____ Disadvantage _____ No _____

Please explain:

2d. Lease agreement

Advantage _____ Disadvantage _____ No _____

Please explain:

2e. Insurance requirements

Advantage _____ Disadvantage _____ No _____

Please explain:

2f. Bonding requirements

Advantage _____ Disadvantage _____ No _____

Please explain:

2g. Contract bidding procedures

Advantage _____ Disadvantage _____ No _____

Please explain:

2h. Government standards

Advantage _____ Disadvantage _____ No _____

Please explain:

2i. Environmental impact statements

Advantage _____ Disadvantage _____ No _____

Please explain:

2j. Involvement of interest groups

Advantage _____ Disadvantage _____ No _____

Please explain:

2k. Alcohol restrictions

Advantage _____ Disadvantage _____ No _____

Please explain:

2l. Gambling restrictions

Advantages _____ Disadvantage _____ No _____

Please explain:

2m. Hours of Operation

Advantage _____ Disadvantage _____ No _____

Please explain:

2n. Dealing with government bureaucracy

Advantage_____Disadvantage_____No_____

Please explain:

2o. Other_____

3. Are there any policy procedures or requirements that would prevent you from seeking a renewal of your present concessionaire agreement or from pursuing a new contract?

(Interviewer: Allow respondent to provide answers. Circle appropriate response and number responses in order provided.)

3a. Fee structure or pricing policy arrangement

Please explain:

3b. Lease agreement

Please explain:

3c. Insurance requirements

Please explain:

3d. Bonding requirements

Please explain:

3e. Contract bidding procedures

Please explain:

3f. Government standards

Please explain:

3g. Environmental impact statements

Please explain:

3h. Involvement of interest groups

Please explain:

3i. Other_____

4. Do any of the following represent benefits to the customer of having concessionaires in public areas?

4a. Less expensive facilities and services

Yes_____No_____Don't know_____

4b. Greater variety of services and facilities

Yes_____No_____Don't know_____

4c. More efficient operation of facilities and services

Yes_____No_____Don't know_____

4d. Better maintained facilities

Yes _____ No _____ Don't know _____

4e. Other _____

5. Are there additional services that you think could be successfully provided by concessionaires in public recreation areas?

6. Are you aware of any innovative O&M programs which have been tried successfully or unsuccessfully in public recreation areas?

(Examples: Use of volunteer groups to sponsor clean-up days; youth employment programs; private sector management of facilities; leaseback arrangements; Partnership with public agencies, etc.)

Interviewer: Be specific in your description. Does approach provide full or potential O&M? What are cost savings, other benefits, or disadvantages?

7. On a scale of 1 through 5, with one being poor quality and five being top quality, how would you generally rate the business environment of the following....

1-5

7a. COE Recreation areas _____ Don't know _____
in your state

7b. State parks in your state _____ Don't know _____

7c. County parks in your state _____ Don't know _____

7d. Privately operated areas _____ Don't know _____
in your state

8. How do you think an increased role for state and local governments in the management of federal facilities would affect concessionaires?

8a. No effect on business environment_____

8b. Improved business environment_____

If so, How?

8c. Decline in business environment_____

If so, How?

9. How do you perceive a joint (state) or (local) effort would impact the existing quality of recreational opportunities at COE facilities?

Same_____Improved_____Diminished_____

Why?

10. Should the Corps continue to provide O&M at recreation facilities in your state? Yes___No___Don't know_____

11. If change is necessary, who should provide O&M at COE areas?

11a. Other Federal Agency: Yes___No___Don't know_____

11b. State Agency: Yes___No___Don't know_____

11c. County or Local Agency: Yes___No___Don't know_____

11d. Private sector: Yes___No___Don't know_____

11e. Joint Approach: Yes___No___Don't know_____
(specify 11a-11d plus COE. Circle those mentioned)

11f. Other

12. Can you suggest other individuals with whom we should discuss these questions?

For the Interviewer:

On a scale of one to five, with one being poor quality and five being top quality, please rate the above interview on the following points.....

- a. Cooperativeness_____
- b. Were they knowledgeable_____
- c. Did they give you needed time_____
- d. Interest in project_____
- e. Overall quality of interview_____
- f. Potential as future source of additional information

Now go through the interview results and highlight those points which are of particular interest and value.

11f. Other

QUESTIONNAIRE FOR RESORT DEVELOPERS

What business are you in? _____

Date of Survey _____

1. Has your firm ever been involved with a development project on publicly owned recreation lands?

Yes _____ No _____

1a. If yes, how many? _____ What Agency? What Location?

<u>Agency</u>	<u>Location</u>	<u>Type</u>	<u>Agreement/Years</u>
Contract 1			
Contract 2			
Contract 3			
Contract 4			
Contract 5			

1b. For contracts no longer in operation, why have they not been renewed?

2. Are there any essential elements that would be required by your firm if you were to consider developing a resort/recreation project on public lands?

2a. Prime scenic location Yes _____ No _____ Don't know _____

2b. Proximity to large population centers

Yes _____ No _____ Don't know _____

2c. Potential as resort area

Yes _____ No _____ Don't know _____

2d. Long term lease agreement Yes____No____Don't know____

2e. Financial package (leasebacks, subsidy, etc.)

Yes____No____Don't know____

2f. Revenue Potential Yes____No____Don't know____

2g. License to serve alcoholic beverages

Yes____No____Don't know____

2h. Access to public transportation

Yes____No____Don't know____

2i. Exclusivity clauses Yes____No____Don't know____

2j. Other_____

3. Can you identify any incentives that may induce you to consider developing resort/recreational facilities on public lands?

3a. Tax breaks Yes____No____Don't know____

3b. Favorable Lease Periods Yes____No____Don't know____

3c. Grants (similar to Urban Development Action Grant or Community Development Block Grant which are no longer available)

Yes____No____Don't know____

3d. Government subsidy Yes____No____Don't know____

3e. Other_____

4. Are there major disadvantages of potential development on public lands? (Interviewer: Ask as open question. Circle and number responses as given)

- 4a. Bidding procedures Yes____No____Don't know_____
- 4b. Government standards Yes____No____Don't know_____
- 4c. Insurance requirements Yes____No____Don't know_____
- 4d. Bonding requirements Yes____No____Don't know_____
- 4e. Fee structure arrangements Yes____No____Don't know_____
- 4f. Limited profit potential Yes____No____Don't know_____
- 4g. Lease agreement Yes____No____Don't know_____
- 4h. Environmental impact statements
Yes____No____Don't know_____
- 4i. Involvement of interest groups
Yes____No____Don't know_____
- 4j. Alcohol restrictions Yes____No____Don't know_____
- 4k. Hours of operation Yes____No____Don't know_____
- 4l. Other_____

5. What areas of operation in public recreation facilities do you think could be successfully opened up to private resort developers? (check those applicable)

- 5a. RV Parks_____
- 5b. Hotels_____
- 5c. Conference Centers_____
- 5d. Restaurants_____
- 5e. Ski Resort_____
- 5f. Dude Ranches_____

5g. Lodges/Cabins_____

5h. Golf Course_____

5i. Marina_____

5j. Beaches_____

5k. Water parks_____

5l. Theme parks_____

5m. Other_____

6. Would you be willing to provide O&M to an existing recreation area as part of your agreement to develop resort facilities within the area? (O&M may include mowing grass, garbage pick-up, rest room cleanup, etc.)

Yes_____No_____Don't know_____

7. Are you aware of any resort operations currently participating in the O&M of any COE recreation facilities?

Interviewer: Be specific in your description. Does approach provide full or partial O&M? What are cost savings, other benefits, or disadvantages?

8. How do you think an increased role of state and local governments in the management of federal facilities would affect private resort developers?

8a. No effect on business environment_____

Why?

8b. Improved business environment_____If so, How?

8c. Decline in business environment_____ If so, How?

9. How do you perceive a joint (state) or (local) effort would impact the existing quality of recreational opportunities at COE facilities?

Same _____ Improved _____ Diminished _____

Why?

10. Should the Corps continue to provide O&M at recreation facilities in your state? Yes ___ No ___ Don't know ___

11. If change is necessary, who should provide O&M at COE areas?

11a. Other Federal Agency: Yes ___ No ___ Don't know ___

11b. State Agency: Yes ___ No ___ Don't know ___

11c. County or Local Agency: Yes ___ No ___ Don't know ___

11d. Private sector: Yes ___ No ___ Don't know ___

11e. Joint Approach: Yes ___ No ___ Don't know ___

(specify 11a-11d plus COE. Circle those mentioned)

11f. Other

12. Can you suggest other individuals with whom we should discuss these questions?

For the Interviewer:

On a scale of one to five, with one being poor quality and five being top quality, please rate the above interview on the following points.....

- a. Cooperativeness_____
 - b. Were they knowledgeable_____
 - c. Did they give you needed time_____
 - d. Interest in project_____
 - e. Overall quality of interview_____
 - f. Potential as future source of additional information
-

Now go through the interview results and highlight those points which are of particular interest and value.

QUESTIONNAIRE FOR ANCILLARY SERVICE PROVIDERS

What business are you in? _____

Date of Survey _____

1. Does your company currently have a concession(s) contract(s) with a public agency?

Yes _____ 1a. How many contracts? _____ How many locations?

1b. What arrangement best describes your current situation?

Lease _____ Ownership _____ Other _____

- No _____ 1c. If no, have you ever contracted with a public agency?

Which ones?

When?

Why not now?

2. We'd like your opinion about the advantages and disadvantages of operating a business near a public recreation area. Based on your experience and perceptions, please categorize the following factors as an advantage, disadvantage or neither.

IN TERMS OF:

2a. Prime location

Advantage _____ Disadvantage _____ Neither _____

Please explain:

2b. "Ready-made" market

Advantage _____ Disadvantage _____ Neither _____

Please explain:

2c. Profitability

Advantage _____ Disadvantage _____ Neither _____

Please explain:

2d. Government concessions within the recreation area

Advantage _____ Disadvantage _____ Neither _____

Please explain:

2e. Government operation of the recreation area

Advantage _____ Disadvantage _____ Neither _____

Please explain:

2f. Interference of interest groups

Advantage _____ Disadvantage _____ Neither _____

Please explain:

2g. Seasonality of Business

Advantages _____ Disadvantage _____ Neither _____

Please explain:

2h. Hours of Operation

Advantage _____ Disadvantage _____ Neither _____

Please explain:

2i. Other _____

3. Does the fee structure used by the COE or another public agency prevent you from charging fees you would like to charge?

Yes _____ No _____ Please explain:

4. What government restrictions or requirements would prevent you from seeking a concession contract to provide services in a public recreation area? (Interviewer: Allow respondent to provide answers. Circle appropriate response and number responses in order provided.)

4a. Fee structure or pricing policy arrangement

Please explain:

4b. Lease agreement

Please explain:

4c. Insurance requirements

Please explain:

4d. Bonding requirements

Please explain:

4e. Contract bidding procedures

Please explain:

4f. Government standards

Please explain:

4g. Environmental impact statements

Please explain:

4h. Interference of interest groups

Please explain:

4i. Other_____

5. What specific areas of operation in public recreation facilities do you think could be successfully opened up to business owners in the private sector? (check those mentioned)

5a. Campgrounds_____ 5e. Boat slips/docks_____

5b. Swimming areas_____ 5f. Horseback riding_____

5c. Boat rentals _____ 5g. Other_____

5d. Lawn Maintenance_____

6. In terms of your business' profitability, what type of management of the recreation area located nearest to you would be best for your business?

6a. COE_____ 6d. Local_____

6b. Other Federal agency_____ 6e. Private_____

6c. State_____ 6f. Other_____

7. How do you perceive a joint state or local effort with the COE would impact you as a private provider of recreation near an existing COE recreation area?

No impact_____ Positive impact_____ Negative impact_____

Why?

8. Should the Corps continue to provide O&M at recreation facilities in your state? Yes_____No_____Don't know_____

9. If change is necessary, who should provide O&M at COE areas? (Interviewer: Ask this as an open-ended question. Circle appropriate response.)

9a. Other Federal Agency

9b. State Agency

9c. County or Local Agency

9d. Private sector

9e. Don't know

10. Can you suggest other individuals with whom we should discuss these questions?

For the Interviewer:

On a scale of one to five, with one being poor quality and five being top quality, please rate the above interview on the following points....

- a. Cooperativeness_____
 - b. Were they knowledgeable_____
 - c. Did they give you needed time_____
 - d. Interest in project_____
 - e. Overall quality of interview_____
 - f. Potential as future source of additional information
-

Now go through the interview results and highlight those points which are of particular interest and value.

The final step is to transfer the interview findings to the response sheet.

OMB# 0710-0001

Expiration Date: November 30, 1992

QUESTIONNAIRE FOR USERS/CONSERVATION GROUPS

What is your zip code _____

Date of Survey _____

What is your interest in recreation areas?

User _____ Conservation concerns _____

Other _____

Are you affiliated with any recreation/conservation organization? Yes _____ No _____

Which?

1. Have you ever used a Corps of Engineers Recreation facility?

Yes _____ No _____ Don't know _____

If yes, which ones? _____

If yes, how would you compare the quality of COE facility to other recreation areas you have utilized?

_____ 1a. About the same

_____ 1b. Better quality

_____ 1c. Poorer quality

_____ 1d. Don't know

Rev. 12/26/89

Rev. 1/10/90

The following questions ask you to rate the Corps, other public (state, local, and other Federal), and private providers as managers of recreational resources. Answer the following questions, based on your experience or your perceptions.

2. The first several questions concern facilities, such as campgrounds, restrooms, picnic and beach areas.

- | | (1) | (2) | (3) | (4) | (0) |
|---|------------|-------------------------------|----------------|--------------|-----------------------------|
| | <u>COE</u> | <u>Other</u>
<u>Public</u> | <u>Private</u> | <u>Other</u> | <u>Don't</u>
<u>Know</u> |
| 2a. In general, who has the best facilities? | | | | | |
| 2b. In general, who would maintain facilities most attractively? | | | | | |
| 2c. In general, who would most efficiently operate and maintain the facilities? | | | | | |
| 2d. In general, who offers the least costly facilities to the user? | | | | | |
| 2e. In general, who has a greater regard for the area's natural and wildlife resources? | | | | | |

3. The next several questions focus on services, such as boat rentals, horseback riding, or interpretive services.

(1)	(2)	(3)	(4)	(0)
	Other		Other	Don't
<u>COE</u>	<u>Public</u>	<u>Private</u>	<u>Other</u>	<u>Know</u>

3a. In general, who provides the best quality services to users?

3b. In general, who would most efficiently operate and maintain the service?

3c. In general, who would provide services at the least cost to the user?

4. Indicate whether the following should or should not be allowed in a publicly owned recreation area?

(1)

(2)

(0)

Should Should Not Don't Know

- 4a. Campgrounds for tents and trailers
- 4b. RV parks
- 4c. Facilities and services that incorporate the natural environment (beaches, boating, hiking trails, etc.)
- 4d. Constructed recreational facilities (tennis courts, swimming pools, ski areas, etc.)
- 4e. Resort area with hotel, restaurant, conference center
- 4f. Opportunities to purchase alcoholic beverages
- 4g. Opportunities for gambling
- 4h. Theme parks (i.e. water slides, amusement parks)
- 4i. Other_____

5. Sometimes state and local government agencies operate and maintain recreation areas at Federal projects. How do you think an increased role for state and local governments in the management and operation of federal facilities would affect the following...

(1) (2) (3) (0)
Greater Lesser Same Don't know

5a. Quality of services being provided?

5b. Overall quality of recreation area?

5c. Quality of area's O&M?

5d. Cost of recreation experience.

6. On a scale of 1 through 5, with one being poor quality and five being top quality, how would you generally rate the following areas that you have visited:

	<u>1-5</u>	<u>Don't know (0)</u>
6a. COE Recreation areas	_____	_____
6b. State parks	_____	_____
6c. County parks	_____	_____
6d. Privately operated recreation areas	_____	_____

7. What is your favorite recreation area?

7a. Who owns/operates it?

7b. What services are available?

7c. Who provides them?

8. Can you suggest any other individuals who would be of value for us to contact pertaining to this study?

For the Interviewer:

On a scale of one to five, with one being poor quality and five being top quality, please rate the above interview on the following points....

- a. Cooperativeness_____
 - b. Were they knowledgeable_____
 - c. Did they give you needed time_____
 - d. Interest in project_____
 - e. Overall quality of interview_____
 - f. Potential as future source of additional information
-

APPENDIX C

DATA RESULTS

- o Non-Federal Public Agency Survey Results
- o COE Concessionaire Survey Results
- o Resort Developers/Non-COE Concessionaire Survey Results
- o Other Service Providers Survey Results
- o Users/Conservation Group Survey Results

DATA RESULTS

QUESTIONNAIRE FOR STATE, LOCAL (COUNTY/OR COMMUNITY), REGIONAL AGENCIES

Total Surveys: 121

With what agency are you affiliated?

State:	66%
County:	31%
Municipality:	0%
Regional:	1%
Academic:	1%
U.S. Govt:	1%

1. Does your agency lease lands from the COE for recreation purposes?

Yes:	50%
No:	48%
Don't Know:	1%
Not Applicable:	1%

2. Does your agency also operate and maintain recreation areas on it's own lands?

Yes:	89%
No:	9%
Don't Know:	1%
Not Applicable:	1%

3a. Is your agency attempting to acquire more recreation lands either through lease or purchase?

Lease:	1%
Purchase:	25%
Lease and Purchase:	51%
No:	21%
Don't Know:	1%
Not Applicable:	1%

3b. If not, why?

Budget Reasons:	7%
Have what they need:	8%
No explanation:	8%

4. As you may know, the Corps primarily charges fees only for camping facilities at its projects. Does this current policy affect your ability to charge or the amount you would like to charge for any of the following:

Entrance Fees:

Yes:	9%
No:	85%
Don't Know:	2%
Not Applicable:	4%

User Charges:

Yes:	11%
No:	83%
Don't Know:	2%
Not Applicable:	4%

5. Does your agency have any legal, financial, or philosophical constraints that would prohibit any of the following, regarding management of public recreation areas?

5a. Private ownership of lands?

Legal Constraints:	31%
Financial Constraints:	0%
Philosophical Constraints:	21%
All Three Constraints:	2%
Non-Specified Constraints:	3%
No Constraints:	41%
Don't Know:	1%
Not Applicable:	1%

5b. Responsibility for operation and maintenance?

Legal Constraints:	4%
Financial Constraints:	4%
Philosophical Constraints:	7%
All Three Constraints:	0%
Non-Specified Constraints:	0%
No Constraints:	82%
Don't Know:	1%
Not Applicable:	0%

5c. Restriction on collection of or use of fees and charges?

Legal Constraints:	19%
Financial Constraints:	1%
Philosophical Constraints:	12%
All Three Constraints:	0%
Non-Specified Constraints:	1%
No Constraints:	65%
Don't Know:	2%
Not Applicable:	0%

5d. Contracting with concessionaires to provide recreational services?

Legal Constraints:	9%
Financial Constraints:	0%
Philosophical Constraints:	8%
All Three Constraints:	0%
Non-Specified Constraints:	2%
No Constraints:	78%
Don't Know:	2%
Not Applicable:	1%

5e. Resort developments?

Legal Constraints:	10%
Financial Constraints:	3%
Philosophical Constraints:	20%
All Three Constraints:	0%
Non-Specified Constraints:	3%
No Constraints:	60%
Don't Know:	1%
Not Applicable:	2%

6. Are you aware of any innovative O&M programs that have successfully or unsuccessfully provided the full or partial O&M of public recreation areas?

Volunteer Groups:	7%
Corporate Sponsors:	1%
Friends of Park Group:	3%
Non-Profit Groups:	4%
Leasebacks:	5%
Trust Funds:	2%
Army Reserve Units:	1%
Partnerships:	10%
Youth Groups:	0%
Prison Release Programs:	3%
Private Concessions:	17%
University Assistance:	2%

7. Do you think your agency would be willing to participate in the operation and maintenance of Federally-owned recreation facilities in any of the following ways...

7a. Technical assistance?

Yes:	82%
No:	13%
Don't Know:	4%
Not Applicable:	1%

7b. In-kind services?

Yes:	66%
No:	23%
Don't Know:	10%
Not Applicable:	1%

7c. Partial financial responsibility for O&M?

Yes:	52%
No:	39%
Don't Know:	8%
Not Applicable:	1%

7d. Take over O&M in accordance with COE standards?

Yes:	52%
No:	34%
Don't Know:	13%
Not Applicable:	1%

7e. Complete control of financial responsibility of O&M?

Yes:	50%
No:	39%
Don't Know:	10%
Not Applicable:	1%

8. Would any of the following "incentives" encourage your organization to participate in the O&M?

8a. Total Federal funding if your state can operate it cheaper than the Corps?

Yes:	82%
No:	10%
Don't Know:	7%
Not Applicable:	1%

8b. Transfer of land ownership?

Yes:	73%
No:	16%
Don't Know:	10%
Not Applicable:	1%

8c. Input in project operation decisions?

Yes:	65%
No:	27%
Don't Know:	6%
Not Applicable:	2%

8d. Input in land use of area?

Yes:	71%
No:	23%
Don't Know:	3%
Not Applicable:	3%

8e. Challenge grants?

Yes:	59%
No:	24%
Don't Know:	15%
Not Applicable:	2%

9. Do you have any thoughts as to what the benefits of a cooperative O&M effort between the COE and a non-Federal government agency at COE facilities might be?

A: More Responsiveness:	29%
B: More Efficient:	31%
C: More Uniform/Consistent	3%
D: More Recreation Opportunities:	35%
E: Share Expertise:	3%
F: Broader Funding Base:	3%
G: Reduce Federal Burden:	3%

10. Do you have any thoughts as to what the costs of or constraints to a cooperative O&M effort between the COE and a non-Federal government agency at COE facilities might be?

I: More Bureacracy:	31%
J: Conflicting philosophies:	16%
K: Undefined Responsibilities:	9%
L: Lack of Long Range Funding:	10%
N: State Funding Constraints:	22%
O: Interference of COE:	7%

11. How do you perceive a joint (Corps/state) or (Corps/local) effort would impact the existing quality of recreational opportunities at COE facilities?

Same:	22%
Improved:	62%
Diminished:	9%
Don't Know:	7%

12. On a scale of 1 through 5, with one being poor quality and five being top quality, how would you generally rate the following...

12a. COE recreation areas	Average: 4
12b. State Parks in your state	Average: 4
12c. County parks in your state	Average: 3
12d. Privately operated areas	Average: 3

13. Should the Corps continue to provide O&M at recreation facilities in your state?

Yes:	82%
No:	7%
Don't Know:	10%
Not Applicable:	1%

14. If change is necessary, who should provide O&M at COE areas?

14a. Other Federal Agency:

Yes:	36%
No:	47%
Don't Know:	11%
Not Applicable:	6%

14b. State Agency:

Yes:	53%
No:	31%
Don't Know:	12%
Not Applicable:	4%

14c. County or local agency:

Yes:	40%
No:	45%
Don't Know:	9%
Not Applicable:	6%

14d. Private Sector:

Yes:	28%
No:	56%
Don't Know:	11%
Not Applicable:	5%

14e. Joint approach:

Yes:	62%
No:	24%
Don't Know:	12%
Not Applicable:	2%

DATA RESULTS

QUESTIONNAIRE FOR COE CONCESSIONAIRES

Total Surveys: 93

What business are you in?

Marina:	69%
Campground:	4%
Resort:	7%
Food:	1%
Other:	3%

1. Does your company currently have a concession(s) contract (s) with a public agency?

Yes 100%

1a. What is the primary nature of the concession you operate?

Full service marina:	53%
Slip/dock rental:	26%
R.V. park	3%
Campsites:	17%
Restaurant/lodge:	14%
Boat rental:	12%
Other:	9%

1b. What arrangement best describes your current situation?

Concession:	6%
Lease:	43%
Ownership:	4%
Lease/ownership:	17%
Concession/Lease:	5%
Concession/Lease/ Ownership	18%

2. Are there any advantages or disadvantages of being a concessionaire in a public area?

2a. Prime location

Advantage:	71%
Disadvantage:	8%
Neither:	21%

2b. Fee structure arrangement

Advantage:	31%
Disadvantage:	13%
Neither:	56%

2c. Profitability

Advantage:	33%
Disadvantage:	28%
Neither:	39%

2d. Lease agreement

Advantage:	30%
Disadvantage:	34%
Neither:	36%

2e. Insurance requirements

Advantage:	6%
Disadvantage:	41%
Neither:	53%

2f. Bonding requirements

Advantage:	7%
Disadvantage:	3%
Neither:	90%

2g. Contract bidding procedures

Advantage:	4%
Disadvantage:	6%
Neither:	90%

2h. Government standards

Advantage:	12%
Disadvantage:	41%
Neither:	47%

2i. Environmental impact statements (or regulations)

Advantage:	14%
Disadvantage:	13%
Neither:	73%

2j. Involvement of interest groups

Advantage:	14%
Disadvantage:	4%
Neither:	82%

2k. Alcohol restrictions

Advantage:	11%
Disadvantage:	26%
Neither:	63%

2l. Gambling restrictions

Advantage:	10%
Disadvantage:	1%
Neither:	89%

2m. Hours of operation

Advantage:	17%
Disadvantage:	3%
Neither:	80%

2n. Dealing with government bureaucracy

Advantage:	5%
Disadvantage:	66%
Neither:	40%

3. Are there any policy procedures or requirements that would prevent you from seeking a renewal of your present concessionaire agreement or from pursuing a new contract?

Fee structure or pricing	
policy arrangement:	8%
Lease agreement:	6%
Insurance requirements:	10%
Contract bidding procedures:	7%
Government standards:	5%

4. Do any of the following represent benefits to the customer of having concessionaires in public areas?

4a. Less expensive facilities and services

Yes:	62%
No:	31%
Don't Know:	7%

4b. Greater variety of services and facilities

Yes:	83%
No:	13%
Don't Know:	4%

4c. More efficient operation of facilities and services

Yes: 84%
No: 11%
Don't Know: 5%

4d. Better maintained facilities

Yes: 68%
No: 26%
Don't Know: 6%

5. Are there additional services that you think could be successfully provided by concessionaires in public recreation areas?

Restaurant:	9%	Yacht Club:	1%
Playground:	3%	R.V. Park:	4%
Picnic/Campsite:	10%	Babysitting:	1%
Lodging/Hotel:	12%	Golf Course:	1%
Other:	26%		

6. Are you aware of any innovative O&M programs which have been tried successfully or unsuccessfully in public recreation areas?

Yes: 4%

7. On a scale of 1 through 5, with one being poor quality and five being top quality, how would you generally rate the business environment of the following:

7a. COE Recreation areas:	Average = 3
7b. State parks in your state:	Average = 4
7c. County parks in your state:	Average = 4
7d. Privately operated areas:	Average = 4

8. How do you think an increased role for state and local governments in the management of federal facilities would affect concessionaires?

8a. No effect on business environment:	3%
8b. Improved business environment:	16%
8c. Decline in business environment:	81%

9. How do you perceive a joint (state) or (local) effort would impact the existing quality of recreational opportunities at COE facilities?

No effect: 25%
Improved: 22%
Diminished: 53%

10. Should the Corps continue to provide O&M at recreation facilities in your state?

Yes: 69%
No: 22%
Don't Know: 9%

11. If change is necessary, who should provide O&M at COE areas/?

11a. Other Federal Agency

Yes: 14%
No: 74%
Don't Know: 12%

11b. State Agency

Yes: 15%
No: 77%
Don't Know: 8%

11c. County or Local Agency

Yes: 16%
No: 75%
Don't Know: 9%

11d. Private sector

Yes: 52%
No: 37%
Don't Know: 11%

11e. Joint approach

Yes: 28%
No: 61%
Don't Know: 11%

DATA RESULTS

QUESTIONNAIRE FOR RESORT DEVELOPERS/NON-CORPS CONCESSIONAIRES

Total Surveys: 36

What business are you in?

Resort	50%
Marina	17%
Campground	11%
Golf	3%
Other	19%

1. Has your firm ever been involved with a development project on publicly owned recreation lands?

Yes	58%
No	42%

1a. Total number of Contracts 60

2. Are there any essential elements that would be required by your firm if you were to consider developing a resort or recreation project on public lands?

	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
2a. Prime scenic location	75%	19%	6%
2b. Proximity to large population centers	39%	58%	3%
2c. Potential as resort area	33%	64%	3%
2d. Long term lease agreement	58%	39%	3%
2e. Financial package (leasebacks, subsidy, etc.)	33%	58%	9%
2f. Revenue Potential	72%	25%	3%
2g. License to serve alcoholic beverages	25%	69%	6%
2h. Access to public transportation	11%	86%	3%
2i. Exclusivity clauses	33%	64%	3%

3. Can you identify any incentives that may induce you to consider developing resort/recreational facilities on public lands?

	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
3a. Tax breaks	42%	53%	5%
3b. Favorable Lease Periods	58%	36%	6%
3c. Grants	22%	72%	6%
3d. Government subsidy	28%	66%	6%

4. Are there major disadvantages of potential development on public lands?

Bidding procedures	6%
Government standards	17%
Insurance requirements	9%
Fee structure	11%
Lease agreement	14%
Absence of fee simple title	28%
Bureaucracy	19%
Philosophical difference	3%
Uncontrolled public use	9%

5. What areas of operation in public recreation facilities do you think could be successfully opened up to private resort developers?

RV Parks	11%
Hotels	3%
Conference Centers	3%
Restaurants	3%
Ski Resort	3%
Lodges/Cabins	6%
Marina	6%
Unlimited Opportunities	42%

6. Would you be willing to provide O&M to an existing recreation area as part of your agreement to develop resort facilities within the area? (O&M may include mowing grass, garbage pick-up, rest room cleanup, etc.)

Yes	67%
No	19%
Don't know	14%

7. Are you aware of any resort operations currently participating in the O&M of any COE recreation facilities?

Data Analysis Not Available

8. How do you think an increased role of state and local governments in the management of federal facilities would affect private resort developers?

No effect on business environment	22%
Improved business environment	12%
Decline in business environment	47%
Don't Know/Not Applicable	19%

9. How do you perceive a joint (state) or (local) effort would impact the existing quality of recreational opportunities at COE facilities?

Same	20%
Improved	20%
Diminished	15%
Don't Know	12%
Not Applicable	33%

10. Should the Corps continue to provide O&M at recreation facilities in your state?

Yes	17%
No	39%
Don't know	5%
Not Applicable	39%

11. If change is necessary, who should provide O&M at COE areas?

	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
11a. Other Federal Agency:	3%	61%	36%
11b. State Agency:	3%	64%	33%
11c. County or Local Agency:	3%	64%	33%
11d. Private sector:	58%	9%	33%
11e. Joint Approach:	53%	14%	33%

DATA RESULTS

QUESTIONNAIRE FOR ANCILLARY SERVICE PROVIDERS

Total Surveys: 24

What business are you in?

Campground 88%
RV Park 12%

1. Does your company currently have a concession(s) contract(s) with a public agency?

Yes 4%
No 96%

2. We'd like your opinion about the advantages and disadvantages of operating a business near a public recreation area. Based on your experience and perceptions, please categorize the following factors as an advantage, disadvantage or neither.

	<u>Advantage</u>	<u>Disadvantage</u>	<u>Neither</u>
2a. Prime location	54%	29%	17%
2b. "Ready-made" market	46%	33%	21%
2c. Profitability	25%	46%	29%
2d. Government concessions within the recreation area	17%	33%	46%
2e. Government operation of the recreation area	17%	50%	33%
2f. Interference of interest groups	4%	13%	83%
2g. Seasonality of Business	13%	17%	70%
2h. Hours of Operation	4%	4%	92%

3. Does the fee structure used by the COE or another public agency prevent you from charging fees you would like to charge?

Yes 54%
No 42%
Don't Know 4%

4. What government restrictions or requirements would prevent you from seeking a concession contract to provide services in a public recreation area?

Fee structure or pricing policy arrangement	8%
Contract bidding procedures	4%
Environmental impact statements	4%

5. What specific areas of operation in public recreation facilities do you think could be successfully opened up to business owners in the private sector?

Campgrounds	13%	Boat slips/docks	4%
Boat rentals	4%	Horseback riding	4%
Lawn Maintenance	4%	Unlimited Areas	67%

6. In terms of your business' profitability, what type of management of the recreation area located nearest to you would be best for your business?

	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
6a. COE		92%	8%
6b. Other Federal Agency		92%	8%
6c. State	8%	84%	8%
6d. Local	8%	84%	8%
6e. Private	75%	17%	8%

7. How do you perceive a joint state or local effort with the COE would impact you as a private provider of recreation near an existing COE recreation area?

No impact	21%
Positive impact	18%
Negative impact	39%
Case by Case	18%
Don't Know	4%

8. Should the Corps continue to provide O&M at recreation facilities in your state?

Yes	63%
No	17%
Don't know	20%

9. If change is necessary, who should provide O&M at COE areas?

9a. Other Federal Agency	13%
9b. State Agency	8%
9c. County or Local Agency	8%
9d. Private sector	67%
9e. Don't know	4%

DATA RESULTS

QUESTIONNAIRE FOR USERS/CONSERVATION GROUPS

Total Surveys: 77

What is your interest in recreation areas?

User	19%
Conservation	10%
Both	71%

Are you affiliated with any recreation/conservation organization?

Yes	84%
No	16%

Organizations:

National Campers and Hikers Association	10%
Trout Unlimited	25%
National Audubon Society	9%
Winnebago-Stasca Travelers	13%
Appalachian Mountain Club	14%
National Wildlife Foundation	8%
Other	12%

1. Have you ever used a Corps of Engineers Recreation facility?

Yes	65%
No	20%
Don't Know	15%

If yes, how would you compare the quality of COE facility to other recreation areas you have utilized?

About the same	24%
Better quality	24%
Poorer quality	8%
Don't know	44%

2a. In general, who has the best facilities?

COE and Other Public	7%
COE	21%
Other Public	34%
Private	22%
Other	2%
Don't Know	14%

2b. In general, who would maintain facilities most attractively?

COE and Other Public	5%
COE	17%
Other Public	39%
Private	17%
Other	5%
Don't Know	17%

2c. In general, who would most efficiently operate and maintain the facilities?

COE and Other Public	4%
COE	18%
Other Public	35%
Private	23%
Other	0%
Don't Know	20%

2d. In general, who offers the least costly facilities to the user?

COE and Other Public	4%
COE	31%
Other Public	38%
Private	5%
Other	0%
Don't Know	22%

2e. In general, who has a greater regard for the area's natural and wildlife resources?

COE and Other Public	8%
COE	20%
Other Public	44%
Private	5%
Other	6%
Don't Know	17%

3a. In general, who provides the best quality services to users?

COE	5%
Other Public	14%
Private	26%
Other	2%
Don't Know	53%

3b. In general, who would most efficiently operate and maintain the service?

COE	6%
Other Public	12%
Private	23%
Other	3%
Don't Know	56%

3c. In general, who would provide services at the least cost to the user?

COE	19%
Other Public	19%
Private	3%
Other	0%
Don't Know	59%

4. Indicate whether the following should or should not be allowed in a publicly owned recreation area?

	(1)	(2)	(0)
	<u>Should</u>	<u>Should Not</u>	<u>Don't Know</u>
4a. Campgrounds for tents and trailers	96%	1%	3%
4b. RV parks	70%	18%	12%
4c. Facilities and services that incorporate the natural environment (beaches, boating, hiking trails, etc.)	98%	1%	1%
4d. Constructed recreational facilities (tennis courts, swimming pools, ski areas, etc.)	44%	48%	8%
4e. Resort area with hotel, restaurant, conference center	31%	58%	11%
4f. Opportunities to purchase alcoholic beverages	17%	74%	9%
4g. Opportunities for gambling	7%	88%	5%
4h. Theme parks (i.e. water slides, amusement parks)	16%	5%	79%

5. Sometimes state and local government agencies operate and maintain recreation areas at Federal projects. How do you think an increased role for state and local governments in the management and operation of federal facilities would affect the following...

	(1)	(2)	(3)	(0)
	<u>Greater</u>	<u>Lesser</u>	<u>Same</u>	<u>Don't know</u>
5a. Quality of services being provided?	30%	34%	19%	17%
5b. Overall quality of recreation area?	30%	32%	21%	17%
5c. Quality of area's O&M?	30%	31%	23%	16%
5d. Cost of recreation experience.	52%	12%	22%	14%

6. On a scale of 1 through 5, with one being poor quality and five being top quality, how would you generally rate the following areas that you have visited:

	<u>Average Rating</u>
6a. COE Recreation areas	4
6b. State parks	4
6c. County parks	4
6d. Privately operated recreation areas	3

7. What is your favorite recreation area?

Resort Area	5%
COE	10%
National Park	39%
Other Park	20%
Miscellaneous	12%
Disney	1%
Undecided	13%

7a. Who owns/operates it?

COE	9%
Federal Government	42%
Non-federal Government	18%
Private	14%
Other	1%
Don't Know	16%

7b. What services are available?

Resort	1%
Camping	58%
Primitive	5%
Full Service	18%
Other	4%
Don't Know	14%

7c. Who provides them?

Same as 7a.	23%
Different from 7a.	10%
Don't Know	67%

APPENDIX D

ADDITIONAL COMMENTS FROM SURVEY RESPONDENTS

ADDITIONAL COMMENTS FROM SURVEY RESPONDENTS

NON-FEDERAL PUBLIC AGENCIES

4. Does the Corps' current fee policy affect your ability to charge the amount you would like to charge?

User fees go directly to State Park fund (gsk056)*

There was a decline in use of facilities due to state imposing fees and Corps not imposing user fees (gsk006)

Competition with Corps over user fees (gsk004, gsk111, gsk023, gsk030, md0004)

5. Does your agency have any legal, financial, or philosophical constraints that would prohibit management of public recreation areas?

Three areas were turned back to Corps due to Corps standards (gsk046)

Supports closing facilities if justified (gsk006, gsk009)

Supports "user pays" philosophy (tm0024)

Corps can cancel agreement within 60 days (tm0028)

Does not want Corps involved in leases (tm0039)

Can not use private contractors due to unionization of staff (gsk010)

6. Are you aware of any innovative O&M programs that have successfully or unsuccessfully provided the full or partial O&M of public recreation areas?

Leases for grazing, harvesting wild rice makes money for O&M (gsk111)

14. If change is necessary, who should provide O&M at COE areas?

State with Corps (gsk010)

*Indicates initial of interviewer and the number of questionnaires he/she had completed at that point.

Any combination depending on situation (gsk022, tm0008)
O&M should be left how it is (gsk051, md0001)
There should be partnerships between Corps and all others (gsk110)
Forest Service should take over O&M (gsk062)
State should run facilities but they need Corps funding (gsk006,
gsk059, gsk009)
Fish and Wildlife Service should take over O&M (gsk036)
Private agencies are not successful (ms0004)
Areas better run when Corps provided O&M by itself (gsk112)
Maintenance agreement should be made with neighboring land owner
(tm0022)
Vehemently against privatization (tm031)

MISCELLANEOUS COMMENTS

Change terms and conditions of forever and ever clause (gsk006)
Corps areas must be kept as outdoor recreation (gsk110, tm0019)
Would like more involvement by Corps. Corps not able to maintain
water levels.
(gsk110)
Corporate sponsorship of public recreation areas (tm040)
Community programs to support O&M fosters volunteerism and reduces
vandalism (tm034)
Should transfer land ownership to the states (tm0001, gsk009)
Has previously gone to Corps with suggestions but was ignored
(gsk019)

CORPS CONCESSIONAIRES

What business are you in?

<u>Business</u>	<u>ID Number</u>
Restaurant/lodging	adg12 ts7 ts4 ms12 gsk117
Campground	ecl-1
RV park	adg4
Other-duck hunting	adg14

1a. What is the primary nature of the concession you operate?

<u>Type of Business</u>	<u>ID Number</u>
-------------------------	------------------

Campground	ms17 adg30 gsk56 adg9 adg8 adg29 adg21 gsk53 ecl-2 ecl-13
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Restaurant/lodging	adg30 gsk56 adg16 gsk14 gsk40 ts7 ms14 ms13
--------------------	--

Boat rental	ms17, nmp41 adg33, adg22 adg6, adg17 nmp43, adg18
-------------	--

<u>Type of Business</u>	<u>ID Number</u>
Boat rental	ms14
RV park	ms13
Boat slips/dock	adg28 gsk56
Full service marina	ms8
Other - public use park Picnic area/beach	ecl-9

2. Are there any advantages or disadvantages of being a concessionaire in a public area?

2a. In terms of prime location:

Advantages:

None

Disadvantages:

More advantageous if free enterprise on lake (gsk50)

COE on prime site; his is not prime area. COE is competition (gsk37)

On Mississippi River - when high water - business is bad (ecl-1)

2b. In terms of fee structure arrangement:

Advantages:

Gross fixed asset - incentive deal (gsk56)

Annual lease - no percentage - no hassle (adg20)

Disadvantages:

COE allows county to set fee structure (adg19)

Fee structure arranged with county (gsk48)

Business seasonal - government demands anticipated year's rent in advance (lump sum). Would prefer monthly payments based on revenue of previous month (gsk40)

Would not pay COE fee - leases with city (ecl-6)

Second leasee (COE/state) - would like to lease from only one (ecl17)

Taxes went up (ecl-1)

2c. Profitability:

Advantages:

Allows investment to increase (gsk56)

Disadvantages:

Profitable, but COE is cutting back on services and he is still paying same amount. (adg9)

No check on quality of water; city allowed to draw down on lake - this will put him out of business (gsk53)

Bad weather - high reservoir - and put out of business - no compensation (gsk14)

Regularly losing money - more of a challenge than hobby (gsk40)

Has not been as profitable as expected; influenced by oil business and farming industry (gsk39)

Rent based upon sales - large boats cost too much in rent (ecl-3)

2d. Lease agreement:

Advantages:

Lease promotes capital improvements (gsk53)

Long term lease (25 years) (gsk116)

25 year lease agreement with COE a big advantage (ecl-11)

Disadvantages:

Would like to start negotiations now (2 or 3 years before lease expires) (gsk52)

Lease agreement should be for longer time (nmp42)

COE reneged on deal. Neighboring trailers were to stay; now no longer allowed (adg20)

Lease does not guarantee lake levels; need longer lease than 25 years (gsk53)

Cannot do anything without permission; would rather own land (adg3)

Places them in competition with state-financed facilities (gsk40)

Maximum stay for mobile home shortened to 18 days. Mobile home sites provided capital to subsidize facilities which lost money. Mobile homes removed per lease agreement, but COE then refused to renew lease. Lost \$45,000 because of this. (gsk40)

State agreement much better than COE lease - state provides roads, trash removal, water, etc.

Would prefer a clause to prevent COE from expanding their facilities without including his as part of overall plan (gsk37)

Will not renew in mid-lease; provides no security. Lease slanted to COE advantage (gsk13)

For expansion a 50 yr. lease would be better or earlier notice of renewal (gsk117)

The 14-day trailer limitation is a disadvantage - lose money (ms13)

2e. Insurance requirements

Advantages:

None

Disadvantages:

Marina insurance tougher and tougher to obtain (ms7)

2f. Bonding requirements:

Renegotiated recently - in principal - bond disagrees (20 yr)
(ecl-14)

2g. Contract bidding procedures:

Advantages:

None

Disadvantages:

Too highly competitive (adg8)
Were there for one year before lease offered - no negotiation
(adgl6)

Would rather deal directly with COE (nmp42)

Does not think the lease should be let out to contract bidding
(ecl-5)

2h. Government standards:

Advantages:

None

Disadvantages:

Government overkill in safety construction (adg9)

Policy interferes with rights to make profits (adg21)

In competition with COE (adg21)

Codes interpreted differently - non-technical people regulating verty technical matters (gsk40)

Government inflexible (ms12)

Government standards too complex for small business (ms9)

Small parks should not be subject to same restrictions as large parks (ms8)

No uniform standards (gsk117)

Government changes their mind too often (gsk116)

Depends on area (ecl-14)

Some recent problems with COE - not specific (ecl-1e)

Government standards ridiculous (ecl-12)

2i. Environmental impact statements:

Advantages:

None

Disadvantages:

Gas tank/underground storage (adg29)

Extremely difficult for small operations to meet requirements (ms8)

Hard for small places to comply - need own septic system.
far fetched regulations (ecl-2)

Too expensive (ecl-11)

2k. Alcohol restrictions:

Advantages:

COE does a good job.

Disadvantages:

None

2l. Gambling restrictions:

None

2m. Hours of operation:

Advantages:

None

Disadvantages:

Hours of operation too long in winter (adg7)

Expected to be open 24 hours - inconvenient (gsk39)

Season too short (May to Sept.) Would like to see longer season (ms9)

2n. Government bureaucracy:

Advantages:

Has learned how to work with COE (directly) (gsk56)

Has had excellent cooperation from COE (gsk37)

COE thoroughly knowledgeable - helps him learn (ecl-4)

Disadvantages:

Strictly political - concessionaires want more freedom (adg8)

COE should come to see site before making decisions (adgl9)

In times of drought - need to control water levels (adgl8)

COE people do not know laws, but act very autocratic. (gsk54)

Occupies 50% of owner's time (gsk40)

Money is wasted (ts4)

Government people have no experience (ts7)

Difficult to find out who is in charge at COE (ms15)

Cannot find out who is in charge. Pass the buck (ms6)

Government afraid to make decisions (ecl-6)

Dealing with government bureaucracy is always a disadvantage (gsk3)

Too much paperwork; haddled even when things done right but paperwork not done (gsk115)

Permitting too involved (gsk117)

COE inflexible with rules and regulations, but do not explicitly state what these rules are (gsk117)

20. Other:

Advantages:

Extra security

Does not mind regulations and paperwork - he benefits too. One's attitude determines advantage. It is a privilege to have lease (gsk16)

Disadvantages:

Local people are great, but their supervisor's rules are outrageous (adgl9)

Lack of ownership (adg3)

COE does not advertise - even COE areas are sometimes empty. These should be leased to another concessionaire (gsk14)

Why don't the local residents run the lake with government guidelines (ms6)

Would like COE to participate in more promotion of parks (gsk3)

Compliance requirements (gsk1)

3. Are there any policy procedures or requirements that would prevent you from seeking a renewal of your present concessionaire agreement or from pursuing a new contract?

3a. Fee structure

Competition between him and COE - he cannot charge normal private campground rates due to proximity of COE facility (gsk37)

Would not renew if rent raised or state taxes increased (ms9)

3b. Lease agreement

Would like longer term lease agreement (adg26)

3c. Insurance

Too difficult to get insurance - also it is too high (ms8)

3e. Contract bidding

Wants to be able to negotiate before expiration of lease (adg12)

Contract negotiations very difficult because of state lease; direct contact with COE would have been easier (gsk1)

3f. Government standards

Upgrading facilities may be required (adg7)

Standards of COE rigid, but in good taste and make for good business (gsk78)

4. Do any of the following represent benefits to customer of having concessionaire in public areas?

4d. Better maintained facilities:

Feds have more money to spend to maintain facilities (gsk45)

Equally well maintained (adg11)

Facilities would be equally well maintained (adg10)

Not necessarily better maintained, but done less expensively (gsk39)

COE campground 25 miles away - spent much money - very nice - big operation (ecl-1)

5. Are there additional services that you think could be successfully provided by concessionaires in public recreation areas?

Restaurant and weekend activities (adg11)

Expand boating facilities :

adg12	adg17
gsk78	adg26
adg20	gsk46
gsk14	gsk40
gsk37	ms20
ms18	ms9
gsk3	

Expand/create beach/picnic areas:

adg16	ms14
ecl-9	ecl9

Pool:

ecl-1

Horseback riding:

gsk37

Long term RV park:

gsk117
gsk41

Provide all services public demands:

gsk56
adg21
gsk16
gsk1
gsk115

Other things:

Hot dog stand (adg6)

Fun activities - waterslide (adg3)

Conference rooms (gsk40)

Enclosed fishing dock, but cannot raise capital -always in competition with taxpayer-financed facilities (gsk40)

Should consider those already established (gsk16)

Problem is getting customer into marked (ms15)

Activities (ecl-3)

Portable food/beverage stand at COE beach (gsk3)

Miniature golf (gsk115)

6. Are you aware of any innovative O&M programs which have been tried successfully or unsuccessfully in public recreation areas?

Stauffers' Clean Up (adgl9)
Little Rock & COE (adgl7)
Pepsi Clean Up (adgl7)
Coke Clean Up (adgl7)
Great Altoona Clean up (gsk53)
Keep America Beautiful (ts4)
Canoe Clubs (ts4)
Lake Shore Clean Up (ts4)
Grapevine Sailing Private Club (ms11)
Coast Guard (ms11)
Western Carolina Sailing Club (ms9)
CA Dept. of Boating and Waterways (ecl-11 (low cost loans/
agreements to build ramps)

Retired volunteers (gsk40)
Boy Scouts (ms10)
Girl Scouts (ms10)
Boating associations (gsk3)
Interpretive history (ecl-13)
Wildflower preservation/local garden clubs (ecl-13)

8. How do you think an increased role for state and local governments in the management of federal facilities would affect concessionaires?

8b. Improved business environment:

There will be better law enforcement help from state and local governments (gsk45)

Improved if funding increased (adgl10)

Keeps people honest when more eyes are watching them (gsk48)

Closer attention from state (gsk52)

COE now over-regulated (gsk46)

State people easier to talk with (gsk39)

Lands are managed, work with local business people (ts4)

State has many more voices and opinions on certain issues (ms18)

State/county has more leverage with COE. Concessionaires would be better protected (gsk115)

County recognizes economic benefits - more responsive to his needs (gsk117)

8c. Decline in business environment:

More politics (gsk55)

Decline, because it is fine the way it is (adg7)

Local government - few people run everything - nepotism (gsk49)

Would be more expensive; more confusion (gsk50)

Cost may be higher (adg28)

State would operate at cheaper rates - more competition for him (gsk47)

More tax dollars used to subsidize operations of public areas - more competition for him (gsk43)

No freedom of services (ts7)

This would be disastrous - first thing state would do would be to tax everything (gsk16)

State worse than feds at operating areas - has bad track record (gsk16)

Private would be better (gsk13)

More people to please (ms22)

More politics on state/local level (gsk3)

From personal experience - state went into direct competition with a prior business of his and put him out of business (gsk1)

County tried joint effort with COE and it did not work (ecl-5)

Taxes would increase and also red tape (ms8)

9. How do you perceive a joint (state) or (local) effort would impact the existing quality of recreational opportunities at COE facilities?

Improved because of law enforcement help (gsk45)

Would need to raise prices (adg9)

Recreation tax -state gave nothing back (adgl7)

County took concession away from previous owner due to poor handling of business (gsk48)

Time consuming due to local lake management (adgl6)

Too time consuming filling out papers and reports (adg20)

Would give up his concession agreement immediately if O&M were joint state or local effort with COE (gsk41)

Local effort poor all around (gsk38)

Now COE very well run operation - do not change it (ts8)

COE already good (do not change)(ecl-14))

11. If change is necessary, who should provide O&M at COE facilities?

Seasonal aspect deters private sector (gsk52)

Get rid of county involvement (gsk38)

Local and private joint (ecl-9)

Joint approach - state and private (ecl-14)

* need partnership of public and private because roads too expensive

Joint state and county (ecl-13)

Additional Comments:

The problem with the lake management is bad attitude, slow to act and too domineering (adgl6)

COE should continue to provide O&M, but user fees must be used (gsk53) Each lake takes on personality of resource manager

COE does not charge public for use of boat ramps; this takes away his business and is unfair competition (gsk43)

COE should provide erosion control (shoreline is eroding (gsk43)

COE divisions competing with each other (gsk40)

COE - monthly inspection - discipline - appreciate these inspections (gsk40)

Each facility must be reviewed independently (gsk39)

Has thought a lot about changes in lease agreements, fee structure, etc. - that would make situation for concessionaire more equitable (gsk37)

Concerned about unfair competition between his campground and COE facility (gsk37)

No problems working with the corps (ms13)

Corps is very supportive of ideas/suggestions (ms11)

Corps should continue to provide O&M, but it should get one quarter of the money from taxes (ms8)

Should construct more hiking trails - hiking clubs willing to do this. (gsk3)

Corps thoroughly knowledgeable - (ecl-4)

Would like money for improvements from Corps - (ecl-1)

Currently he is in direct competition with COE at RV park. COE put in RV park after he had his in, COE can lose money, but he cannot. COE charges lower rates and gets all the business (gsk115)

COE civilian personnel will not take initiative to help concessionaires (gsk115)

Waste due to bureaucracy (ecl-11)

Corps "sorry got into recreation" per newspaper (ecl-10)

RESORT DEVELOPERS

What business are you in?

Canoe rental and lodging (gsk108)

Lodging, restaurant and activities (gsk109)

Financial consultant to resort developers (gsk106)

Campground (gsk94, gsk74)

Trail rides (gsk91)

Marina (gsk77, gsk69)

Food service, retail, recreation (gsk64)

River trips (gsk62)

Operate land and river expeditions (gsk61)

1a. Has your firm ever been involved with a development project on publicly owned recreation lands? If yes, what agency, location, type, and time period?

Agency	NPS
Location	Buffalo National River, Gilbert, AR
Type	Concession, 1.5% finance fee
Agmt./yrs.	No limit as long as he maintains standards or sells business (gsk63)

Agency	NPS
Location	Rocky Mountain, Grand Tetons, Lake Meade (2), S. Padre Island, Amistad
Type	Concession
Agmt./yrs.	1 year to 25 years depends on history of concessionaire Increments of 5 years (gsk80)

Agency	NPS
Location	Grand Canyon
Type	Concession
Agmt./yrs.	Renew annually (gsk66)

Agency NPS
Location Buzzard National River
Type Concession
Agmt./yrs. 5 years - first right of refusal
(gsk108)

Agency NPS
Location Yellowstone, Everglades, Bryce-Zion, Death
Valley, Grand Canyon, Kennedy Space
Center, 6 State Parks
Type Concession
Agmt./yrs. Depends on investment 10-20 years
(gsk109)

Agency NPS
Location Bryce Canyon, Zion, N. Rim Grand Canyon
Type Concession
Agmt./yrs. 5, 5, 10 years respectfully
(gsk91)

Agency NPS
Location All Washington D.C.
Type Concession
Agmt./yrs. 6, 15, 20 years
(gsk90)

Agency NPS
Location Throughout country - Danali, Mesa Verde
and Lake Powell
Type Concession
Agmt./yrs. Forever - unless wants out
(gsk83)

Agency NPS
Location C&O Canal
Type Concession
Agmt./yrs. 25 years
(gsk82)

Agency NPS
Location N. Cascades
Type Concession
Agmt./yrs. 10 years
(gsk81)

Agency
Location
Type
Agmt./yrs.

NPS
Grand Tetons
Concession
Not stated
(gsk76)

Agency
Location
Type
Agmt./yrs.

NPS
Mt. Ranier, Sequoia, National Capital
Region
Concession
25 years
(gsk64)

Agency
Location
Type
Agmt./yrs.

NPS
Big Bend, TX Olympia, WA Royal, MI Momouth
Cave, KY, Blue Ridge, VA
Concession
20 years
(gsk69)

Agency
Location
Type
Agmt./yrs.

NPS
Rough Canyon N.P.
Own property/lease
10 years
(gsk68)

Agency
Location
Type
Agmt./yrs.

NPS
Shenendoah N.P.
Concession
4 years
(gsk67)

Agency
Location
Type
Agmt./yrs.

NPS
Lake Meredity
Franchise/ownership
10 years
(gsk114)

Agency
Location
Type
Agmt./yrs.

Not stated
Lake Hartwell, S.C., Grand Lake of
Cherokees, Lake Tablerock
On Corps lakes, but not Corps property
25 years
(gsk94)

Agency NFS
Location Lake Shasta (2), California Delta (1)
Type Concession
Agmt./yrs. 5, 10 years
(gsk77)

Agency NPS
Location Lake Meade (3), Lake Mohave (1)
Type Concession
Agmt./yrs. 10 years
(gsk77)

Agency NPS
Location Canyon Lands
Type Concession
Agmt./yrs. 3-5 years renewable
(gsk61)

Agency BLM
Location Green River, Colorado River, San Juan
Type Concession
Agmt./yrs. 3-5 years renewable
(gsk61)

Agency NFS
Location Salmon N.F., Hungry Horse
Type Permits (rafting)
Agmt./yrs. 1 year
(gsk62)

3. Can you identify any incentives that may induce you to consider developing resort/recreational facilities on public lands?

Ownership (private) - work outside (gsk63)

Lower franchise fees (gsk80)

Government always wants much more than a marina can provide (gsk107)

Terms of financing, debt service during start up, interest only, moratorium on debt (gsk106)

Fundamental cost element relief - make rates low enough to give developer competitive edge (gsk105)

Positive cash flow (gsk95)

Low cost lease (gsk94)

Exclusivity (gsk91)

Attractions/demand must be there (gsk90)

Cost of doing business (gsk83)

Anything to help make money - help advertise (gsk81)

Minimal risk, high volume of visitors (gsk64)

Economic viability, visitor numbers fairly certain (gsk69)

Less user fees (gsk61)

4. Are there major disadvantages of potential development on public lands?

Seasonal operation, dealing with general public (although this is mostly enjoyable, bureaucratic red tape (gsk63)

NPS pricing policy (gsk80)

Federal law supersedes AYH regulations (gsk66)

Cannot charge going rate for slip rental. Water quality lessens demand. Live aboards not allowed. (gsk107)

Bureaucratic red tape (gsk108)

Remoteness of areas (gsk109)

Time is money (gsk101)

Voters' perception of use of public lands (gsk95)

Congress changing their mind, do not own property (gsk90)

Dealing with government both local and national is overwhelming (gsk83)

Cannot do what you want to do. NPS process slow and tedious. Cannot respond to public needs (gsk81)

Restrictions: 100% governed by NPS. Difficult to upgrade (gsk77)

People do not know the business (even though NPS dictates lengthy bureaucratic approval process) (gsk76)

Law enforcement aspect important (gsk75)

Not being able to own, limits on long term capital expenditures, limitations due to government regulations, lack of control over development (gsk74)

Regulations of private firm would probably have to change considerably, would no longer have control of property (gsk73)

Very limited in what they can do with NPS (gsk64, gsk114)

Dealing with regulatin authority drives up the cost of doing business (gsk69)

NPS standards do not always apply (gsk67)

Right of ownership (mdl)

Government bureaucracy - permit procedures (gsk62)

Government regulations (gsk61)

5. What areas of operation in public recreation facilities do you think could be successfully opened up to private resort developers?

Rafting, horseback riding (insurance prohibative) (gsk63)

Bicycle rental, trail guides year round (gsk66)

Horseback riding, river trips (gsk76)

Rentals, stores, fuel, campgrounds, fishing licenses (gsk75)

Campgrounds (gsk73, gsk69)

9. How do you perceive a joint (state) or (local) effort would impact the existing quality of recreational opportunities at Corps facilities?

More regulations - more layers are a disincentive to business, puts limitations on opportunities (gsk106)

Make local users more aware of facilities (mdl)

11. If change is necessary, who should provide O&M at Corps areas?

Joint approach - state - private approach (gsk66)

Private sector - as long as business is there, otherwise government must subsidize (gsk109)

Private sector - although this does create unfair advantages - who gets the opportunity - cannot be political (gsk72)

Must be best for land and people (gsk72)

Private sector to provide O&M for recreation areas, not infrastructure (gsk69)

Private sector could help reduce budget - make area a profit center (gsk104)

Additional Comments

Someone with clout must have oversight and review of O&M, but not day to day operations (gsk97)

Public agency mission must be clear. Expertise is with private sector. Private perspective in business is to make money to exist. Public perspective is to maintain assets for American people. Different missions and different agendas. Problem comes with meshing these roles. (gsk101)

Innovative O&M - already do this - memo of understanding for trail system (gsk67)

ANCILLARY SERVICE PROVIDERS

2. We'd like your opinion about the advantages and disadvantages of operating a business near a public recreation area. Based on your experience and perceptions, please categorize the following factors as an advantage, disadvantage or neither.

IN TERMS OF:

2a. Prime location

State parks nearby but no campsites (tmm47)

2c. Profitability

Normally rates too cheap at state parks (tmm40)

Government keeps prices artificially low (tmm46)

Corps paid \$72,000 for new bathhouse and they still charge \$6 a night (tmm52)

2e. Government operation of the recreation area.

Any government facility should charge what it costs to operate (tmm52)

People using BLM (primitive camp) go to her camp for water, etc. It is disruptive (tmm51)

Only if private enterprise could not handle it (md1)

3. Does the fee structure used by the Corps or another public agency prevent you from charging fees you would like to charge?

Corps undercuts private places (md3)

Corps fees are low. State and Corps fees similar. Corps does not have the cost of private sector. This is a big problem. (md1)

Income has to meet expenditures in private sector (md4)

4. What government restrictions or requirements would prevent you from seeking a concession contract to provide services in a public recreation area?

They would not be interested in concession contract (tmm45, tmm48)

Red tape of government (tmm40)

Handicap restrictions (tmm46)

Government does not have to follow same codes. Government requires so many facilities, dump stations at private campgrounds, but not at government areas. In this city, the population doubles in winter because of government recreation facilities. (tmm51)

Government takes too long to make decisions (tmm43)

Too much paperwork (md1)

6. In terms of your business' profitability, what type of management of the recreation area located nearest to you would be best for your business?

Depends on how agency managed it - look at it on individual basis (tmm45)

He has better chance of influencing state fees (tmm46)

Do management on an individual basis (tmm43)

7. How do you perceive a joint state or local effort with the Corps would impact you as a private provider of recreation near an existing Corps recreation area?

Funding to provide facilities that private sector cannot get (md3)

State and federal government are not required to meet same standards as private campgrounds - i.e. electric, water, sewage, health, etc. Government costs are lower (tmm42)

It depends on what the facility is that we are looking at (tmm50)

Need to look at it on a case by case basis (tmm43)

Private sector can handle recreational needs of people (md1)

Feel state and local would be better - better communication (tmm47)

8. Should the Corps continue to provide O&M at recreation facilities in your state?

Corps should only be in areas of - primitive camping, education, not have nice RV camps with electric, water and sewer (tmm41)

Corps should continue O&M but charge accordingly (tmm40)

The Corps should not provide facilities that the private providers can (nmp44)

9. If change is necessary, who should provide O&M at Corps areas?

Case by case basis is necessary (tmm43)

Government intervention - they are too far removed from what is really going on (tmm47)

Corps dumps sewage into lakes - violates own rules: health, water, etc. (tmm49)

Income should cover cost of facility (tmm53)

USER/CONSERVATION GROUPS

Are you affiliated with any recreation/conservation organization?

<u>Organization</u>	<u>ID Number</u>
Camping Clubs	adg049
U.S. Boardsailing Association	gsk093
Nature Conservancy, National Resource Council/Maine, Rails to Trails	gsk087
NY/NJ Trail Conf., NJ Env. Lobby	adg054
Nature Conservancy	adg041
National Wilderness Society	adg043
Oklahoma Campground User Assoc.	nmp004
National Recreation Park Assoc.	nmp046
N. Carolina Recreation Park Assoc.	nmp035
New Hampshire Society for Protection of Forests	nmp029
Missouri Parks & Recreation Assoc.	nmp036
many	nmp031
	nmp037

1. Which Corps of Engineers recreation facilities have you used?

<u>Corps Facility</u>	<u>ID Number</u>
W. River, Jamaica, VT	mfd053
Jennings Randolph Dam/N. Branch Potomac	mfd054
Tennessee/Mississippi area	mfd055
Central PA area	nmp006
New Hampshire/VT dam area	gsk093
Ocee River	gsk087
Dorena Lake (Oregon)/Washington	gsk086
Tonston Dam, Hot Brook	adg052
Eastern CA	adg041
Hill Pot	adg040
Crooked Creek	adg039
Raystown Lake	gsk083
Ten Killer, Grand Lake, Keystone Lake, Birch Lake	adg037
Mississippi River area	adg036
Montana and Vermont area	adg043
Cherry Creek/Chatfield	adg046
Baymodel, Warm Springs	adg047
Asterbay on Big Horn River	adg048
Modock	nmp002
Harlen Co. Reservoir, Nebraska	nmp018
Atwood	nmp011
Kinzua/Nightville Dam area	nmp028

<u>Corps Facility</u>	<u>ID Number</u>
Woodcock Dam	nmp027
Rathbun	nmp026
Canyon Lake	nmp031
Summersville Dam	adg053
Jordan Lake	nmp035
Lake Isabella	tm0027
Black River Dam area	nmp029
Ft. Peck, MT	nmp038
Chatfield Dam, Denver and Green River	nmp034
many	nmp009, nmp010, nmp025, gsk089, nmp024, nmp032, nmp004, nmp046, nmp033, nmp036, nmp020, nmp017, nmp014

4. Indicate what should or should not be allowed in a publically owned recreation area.

Should allow

Limit on Corps land (adg052)

Theme parks (adg036)

Opportunity to be exposed to nature (adg045)

Constructed recreational facilities - depending on area (adg046, adg048, nmp035)

Permits on seasonal dams (adg047)

Resort - but close control by government (gsk088)

Various facilities depending on area and need (nmp046, nmp019, nmp023, adg043)

Should not allow

Anything that will interfere with environment (gsk089, gsk087, adg036, adg044)

Motor vehicles - four wheelers (adg042)

All terrain vehicles (adg053)

APPENDIX E

SUGGESTED CONTACTS FOR IN-DEPTH
INTERVIEWS OR WORKSHOP ATTENDANCE

SUGGESTED CONTACTS FOR IN-DEPTH INTERVIEWS OR WORKSHOP ATTENDANCE

Non-Federal Public Agency Contacts

Gene Andal, Director
Parks and Recreation Department
Sacramento, CA
Tel: 916/366-2070

Mary Ann Black, Director
Parks and Recreation Department
Hillsborough, NC
Tel: 919/732-9361

Mike Carrier, Administrator
Parks, Recreation, & Preserves
Department of Natural Resources
Des Moines, IA
Tel: 515/281-5207

Larry Cartee
South Carolina Wildlife and
Marine Resources
Tel: 803/734-3991

Mickey Carter, Director
County Parks
Colorado Springs, CO
Tel: 719/520-6375

G. T. Donceel, Director
Reservoir Management
Indiana Dept. of Natural Resources
Indianapolis, IN
Tel: 317/232-4060

Edward Fite III
Scenic Rivers Commission
Tahlequah, OK
Tel: 918/456-3251

William C. Forrey, Director
Bureau of State Parks
Dept. of Environmental Resources
Harrisburg, PA
Tel: 717/787-6640

Charles Harrison
Division of State Parks
Dept. of Parks, Recreation & Tourism
Columbia, SC
Tel: 803/734-0159

Jack Harrison, Chief Deputy Operations
Dept. of Parks and Recreation
Sacramento, CA
Tel: 916/323-1172

Don Hyppa, Administrator
Parks Division
Dept. of Fish, Wildlife, Parks
Helena, MT
Tel: 406/444-3750

Jane Jones
Dept. of Parks and Tourism
Little Rock, AR
Tel: 501/371-8134

Jim Kennedy
Kentucky Dept. of Parks
Tel: 502/564-4841

Dr. King, Director
Department of Natural Resources
Jackson, MS
Tel: 601/961-5240

Steve Little, Director
County Parks and Recreation
Concord, NC
Tel: 704/788-6150

Robert Lucas
Dept. of Natural Resources
Columbus, OH
Tel: 614/265-6955

Robert Meinen, Secretary
Kansas Dept. of Wildlife and Parks
Topeka, KS
Tel: 913/296-2281

Gerry Newcombe, Chief of Operations
County Regional Parks
San Bernardino, CA
Tel: 714/387-2594

Les Nichols
Michigan Dept. of Natural Resources
Recreation Division
Tel: 517/373-9900

David Talbot, State Parks Administrator
Dept. of Transportation, Parks and Recreation Division
Salem, OR
Tel: 503/378-5019

Corps Concessionaires

Allen Barnes, President
Starboard Marina
Flowery Branch, GA
Tel: 404/967-6231

Jim Barth
Cranesmill Marina
29340 Duberry Ridge
Boerne, TX 78006
Tel: 512/755-4500

Jack Bolander, Manager
Holiday on Lake Lanier
Buford, GA
Tel: 404/945-1483

Nancy Bowman
Chaonia Landing
Lake Wappapello
Williamsville, MO
Tel: 314/297-3206

Bernie Clevenger
Green River Marina, Inc.
Campbellsville, KY
502/491-6226

Mark Crawford
MPI Concessions
Des Moines, IA
515/263-8467

Shirley Cummins
Camp Texarkana/Paradise Cove
Texarkana, TX
Tel: 214/832-8161

Beth Kirby
Lakeside Village Resort
Kopperl, TX
817/775-4444

James Limeberry
Indian Point Boat Dock
Branson, MO
Tel: 417/338-2891

John Mangum
Bucksaw Point Resort
Truman Lake
Clinton, MO
Tel: 816/477-3313

Fred Murphy, Manager
Habersham Marina
Cumming, GA
Tel: 404/887-3107

Tim Murphy
Mountain Lake Campground
Summersville, WV
Tel: 304/872-4220

Jim Patterson
Seminole Sportsman's Lodge and
Marina, Inc.
Donalsonville, GA
Tel: 912/861-3524

John Patterson
Choctaw Marina, Inc.
Choctaw Boat Dock
Choctaw, AR
Tel: 501/745-2666

Bob Smith
Clarks Hill Marina
Plum Branch, SC
Tel: 803/443-5577

Lawrence A. Stadel, President
Light House Bay Marina
Pomona Lake
Vassar, KS
Tel: 913/828-4777

Rick Stone
Lakeview Marina
Sanger, CA
Tel: 209/787-3597

Ralph Swanson, President
Kimberling Marina & 13 Dock, Inc.
P O Box 279
Kimberling City, MO 65686
Tel: 417/739-2315

Resort Developers

Robert Brock, President
Golf Course Specialists
Washington, D.C.
Tel: 202/554-7660

James Broughton, Chairman
LEXES Leisure Group
1500 E. Tropicana Avenue
Suite 215
Las Vegas NV 89119
Tel: 702/736-7136

Michael Cousins, Vice President
Shawnee Development, Inc.
Box 93, Harvat Building
Shawnee-on-Delaware, PA 18356
Tel: 717/424-1165

Garner B. Hanson, President
National Park Concessions
Mammoth Cave, KY
Tel: 502/773-2191

Matt Miser, Exec. Vice President
Patten Corporation
646 Main Road
Stamford, VT 05352
Tel: 802/694-1581

Don Muncy
Richfiel Lakes
Michigan
Tel: 313/653-1040

Chris Rohr
Guest Services, Inc.
Alexandria, VA
Tel: 703/849-9300

John Shockley
1603 Oak Forest Court
Mobile, AL 36609
Tel: 205/666-1809

Carol W. Sullivan
Carol Sullivan & Assoc., Inc.
1900 L Street, NW
Suite 500
Washington, D.C. 20036
Tel: 202/835-0723

Other Service Providers

Bill Olendorf
Point South KOA
Yemassee, SC
Tel: 803/726-5733

James Thurber
Beaver Creek Family Campground
Cobb, GA
Tel: 707/928-4322

APPENDIX F

ADDITIONAL SURVEY RESULTS

ADDITIONAL SURVEY RESULTS

An additional 36 telephone surveys were completed after the analysis of the original 351 questionnaires was concluded. The breakdown of these additional questionnaires, and the new total of each group is shown in the following breakdown:

	<u>Previous Total</u>	<u>Additional Surveys</u>	<u>New Total</u>
Non-Federal Public Agencies	121	2	123
Corps Concessionaires	93	17	110
Resort Developers	36	1	37
Other Service Providers	24	10	34
Users/Conservation Groups	<u>77</u>	<u>6</u>	<u>83</u>
Total	351	36	387

A review of the additional 36 surveys reveals no significant differences in findings from the analysis of the original set of completed questionnaires. Based on this assessment, it was determined not to be beneficial to re-analyze the results.

TAB

**U.S. ARMY CORPS OF ENGINEERS
RECREATION STUDY**

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Governor and Agency Correspondence

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STEVE COWPER
GOVERNOR


STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU
FEB 12 50

February 9, 1990

Major General R. S. Kem
Deputy Commander, U.S. Army
U.S. Army Corps of Engineers
Department of the Army
Washington, DC 20314

Dear General Kem:

Thanks for your letter inquiring into the management of the Chena River Lakes Recreation Area. This area is currently operated by the Fairbanks North Star Borough.

At this time, the State of Alaska has no plan to operate the area, but we do offer some thoughts on how to most efficiently manage such places.

Alaska operates a 120-unit, 3.5 million acre state park system that receives over 5 million visitors annually. Budget problems over the years have provided the incentive to seek innovative ways to operate our parks. We've implemented the following programs and operations to aid in maintaining services to the public under budget constraints:

- User fees in which the revenues are re-invested into the operational expenses of the facilities;
- Recruitment and use of volunteers (we find that non-Alaskan residents, in particular, are attracted to summer volunteer work in the state; and
- Commercial use permits and concessionaires to provide services which can be profitable in a recreation setting (we have several concessionaires, and over 300 commercial use permits were issued to small businesses in our park system last year).

We've used several other strategies to keep our recreation facilities open and well-maintained. At the same time, a realistic operating budget remains essential, and we urge your support for this "foundation strategy."

Major General R. S. Kem

- 2 -

February 9, 1990

Should you desire more information, please feel free to contact our State Parks Director, Neil C. Johannsen, at 3601 C Street, P.O. Box 107001, Anchorage, Alaska 99510-7001, telephone (907) 762-2600.

Sincerely,

Steve Cowper

Steve Cowper
Governor

cc: Commissioner Lennie Gorsuch
Department of Natural Resources
Commissioner Don W. Collinsworth
Department of Fish and Game
Neil Johannsen, Director
Division of Parks and Outdoor Recreation
Department of Natural Resources



ROSE MOFFORD
GOVERNOR

Office of the Governor

State Capitol, West Wing
Phoenix, Arizona 85007

January 4, 1990

MG R. S. Kem, USA
Deputy Commander
Department of the Army
U. S. Army Corps of Engineers
Washington, DC 20314

Dear General Kem:

Thank you for your letter regarding the effort to increase public recreation opportunities on Corps projects.

While there have been some points of contention between the State and the Corps projects at Alamo Lake and Painted Rocks, I think that, overall, good partnerships have evolved and that the public has benefits from them.

Regarding your specific request for information on laws, policies, or incentives that may further nurture these programs, I direct you to Ken Travous, our State Parks Director. Ken and his staff will be happy to assist you in this area.

I wish you the best in this endeavor. I remain

Sincerely,

A handwritten signature in cursive script, reading "Rose Mofford".

ROSE MOFFORD
Governor

RM:el

cc: Ken Travous



STATE OF ARKANSAS
OFFICE OF THE GOVERNOR
State Capitol
Little Rock 72201

Bill Clinton
Governor

February 23, 1990

Major General R.S. Kem
Deputy Commander, U.S. Army
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

Thank you for your letter concerning the Recreation Task Force for the U.S. Army Corps of Engineers water resource projects. I have been very pleased with the operation of Corps recreational projects in Arkansas. These projects supply a great deal of recreation to our citizens and visitors, and their continued operation is critically important to the state's tourism industry.

I must question, however, why recreational facilities are being targeted for budget cuts. The economic impact of these facilities (for years to come) was used initially as a benefit in the cost benefit ratios to justify the large water-related projects. Closing the Corps facilities would be devastating to other public park providers and to local tourist facilities depending upon them. I feel certain the economic impact of these parks far outweighs their operational cost. Additionally, the public is visiting Corps facilities more than ever.

If private concession is used for park operation, proper maintenance of facilities and lands must be insured as well as service to the visitors. If an area the Corps owns becomes run down and the concession is cancelled, the Corps should be willing to rehabilitate and to reopen the facility.

Some possibilities exist for public/private partnerships. From the public sector side, an initial capitol investment by the Corps to rehabilitate an area or to restructure an area to a modified purpose might provide sufficient reason for a state or local park agency to risk assuming the operational cost. The Corps would have a front end investment but would be relieved of the long term operation and maintenance costs. Our Arkansas Department of State Parks and Tourism has made a similar proposal concerning a Corps overlook area on Bull Shoals Lake for conversion to a White River Visitor Center operated by the state.

If a small access area is not sufficiently used, the Corps might consider donating or selling moveable recreational facilities and equipment to communities near Corps projects who could use them, with the Corps keeping the ramp and lots open. This option is preferable to bulldozing or selling the facilities. The demand for local recreational facilities far outstrips the ability of government to fund them, but the demand is not always within a Corps project area.

While I applaud the Corps' commitment to keep the parks open, the approach proposed by the Corps could have a dire impact on Arkansas' tourism industry and the public in general. I urge the upmost caution. Thank you for allowing me this opportunity to respond.

Sincerely,

A handwritten signature in black ink that reads "Bill Clinton". The signature is written in a cursive, flowing style with a long horizontal stroke at the end.

Bill Clinton

Resources Building
1416 Ninth Street
95814

(916) 445-5656

Department of Conservation
Department of Fish and Game
Department of Forestry
Department of Boating and Waterways
Department of Parks and Recreation
Department of Water Resources
California Conservation Corps

GEORGE DEUKMEJIAN
GOVERNOR OF
CALIFORNIA



THE RESOURCES AGENCY OF CALIFORNIA
SACRAMENTO, CALIFORNIA

Air Resources Board
California Coastal Commission
California Waste Management Board
Colorado River Board
Energy Resources Conservation
and Development Commission
San Francisco Bay Conservation
and Development Commission
State Coastal Conservancy
State Lands Commission
State Reclamation Board
State Water Resources Control
Board
Regional Water Quality
Control Boards

JAN 23 1990

Major General R. S. Kem
Department of the Army
U. S. Army Corps of Engineers
Washington, D.C. 20314-1000

Dear General Kem:

Your December 14, 1989 letter to Governor Deukmejian has been referred to me for reply. Your inquiry suggested the possibility of increased participation in Corps programs by other levels of government and by the private sector.

I understand and can sympathize with the fiscal situation faced by the Corps. State and local government agencies in California are dealing with a very similar fiscal environment, where the public demand for services seems to outstrip our ability to provide them.

The current State Comprehensive Outdoor Recreation Plan, California Outdoor Recreation Plan - 1988, discusses these issues and suggests specific actions which could be taken to resolve them. I am enclosing a copy for your information.

Here in California, the State Department of Parks and Recreation has convened the California Recreation Forum. The Forum meets quarterly and includes participation of Federal, State and local park and recreation suppliers on this Forum. Philip Turner represents the Corps of Engineers on this Forum. The issue raised in your letter would be an excellent subject for discussion among Forum members.

I hope the above information is helpful to you.

Sincerely,

A handwritten signature in cursive script that reads "Gordon K. Van Vleck".

Gordon K. Van Vleck
Secretary for Resources

Enclosure

cc: Philip Turner
Governor's Office

STATE OF COLORADO

Division of Parks & Outdoor Recreation

1313 Sherman Street, Rm. 618
Denver, Colorado 80203
Phone (303) 866-3437
Fax Number (303) 866-3206



April 4, 1990

Dave Wahus
Executive Director
Recreation Task Force
Corps of Engineers
CECW-ZR
20 Massachusetts Avenue, NW
Washington, D.C. 20314-1000

Dear Mr. Wahus,

General Kem contacted Governor Romer concerning the Recreation Task Force which the Corps of Engineers has established. Similarly, I have been contacted by the Corps' Omaha office concerning the recreation management of our Corps areas in Colorado. In response to these inquiries, I would like to share with you my thoughts regarding the opportunities which should be discussed about recreation management of the Corps areas which we manage.

We consider ourselves a non-federal partner with the Corps in the management of the recreation areas in our state. In that respect, I believe that there can be improvements and incentives built in continuing this relationship. First, I believe that the Corps needs to review its oversight operation. Through our contracts with you, it is our belief that we agreed to manage the day to day recreation of the Corps water projects. Based on our contracts, I see no reason for Corps involvement in the day to day operations of the recreation of the areas. For example, why should the Corps approve the charge to the public of a rental boat? By reconsidering this type of detail involvement in our management, the Corps may find opportunities to reassign resources to other meaningful tasks.

Second, I believe that the Corps must be more sensitive to the needs of our recreation management and our public user needs when decisions are made concerning the water levels of our areas. We realize that our projects are, for the most part, flood control projects. However, flood damage to facilities and the resulting effects on the public and our ability to manage the recreation must be part of the Corps water policy.

Third, we are concerned by the rigidity the Corps has applied to projects submitted for cost-sharing. We have had a cost share agreement with the Corps since 1973 at Cherry Creek Reservoir. This agreement references a 1971 Public Use Plan by the Corps. Since that plan is now extremely outdated, the Division prepared a new plan in 1985 and modified it to incorporate Corps comments.

Roy Romer
Governor

Ron C. Holliday
Director

Colorado Board of Parks
and Outdoor Recreation

Patricia B. McClearn
Chairman

James M. Robb
Vice Chairman

Kathleen M. Farley
Secretary

Clark L. Scriven
Member

Hubert A. Farbes, Jr.
Member

However, the Corps is still using the 1971 plan to determine if projects currently being submitted are eligible cost share items. In addition, the Corps' definitions for remodeling, major reconstruction and total new construction have reduced the opportunities to apply cost-sharing at Cherry Creek since much of the park was developed 20-25 years ago. The projects we are currently submitting involve a combination of reconstruction and new construction.

On August 5, 1988, we sent a letter to the Corps identifying items for cost-sharing and provided additional information on May 16, 1989, and July 13, 1989. Again on February 2, 1990, we sent a letter clarifying some questions asked of us. At this point we still do not know which items have definitely been accepted. In this particular case, the Corps has placed us in a very difficult position in the redevelopment of the Cherry Creek Reservoir. To have this type of continued delay causes me to question why the Corps should initiate a new effort when the current effort is unsatisfactory.

Finally, I suggest that the Corps look at its processes on responding to non-federal partners in areas of required review. Specifically, as the landowner, we believe that the Corps should approve our plans for construction at the areas we manage. However, the approval process is very, very slow. In many cases, we never even receive a response on these plans. To date, we have not been effective in getting faster replies. We believe that a streamlined approach involving approval of in-progress phases can be developed. It works with other federal agencies. I believe it can work with the Corps as well.

The thrust of General Kem's letter was to find ways to increase non-federal involvement. Until some of the current processes have been improved and we have incentives to respond to the Corps, I do not see much hope in the Corps being successful in enticing non-federal partners to increase their involvement.

I have been rather general in my remarks. I encourage you to call or visit with me and I will provide details and suggestions. We appreciate your interest in seeking our comments and I look forward to changes in the Corps which can be a positive benefit for Colorado.

Sincerely,



Ron G. Holliday
Director



STATE OF DELAWARE
DEPARTMENT OF NATURAL RESOURCES
& ENVIRONMENTAL CONTROL

89 KINGS HIGHWAY
P.O. BOX 1401
DOVER, DELAWARE 19903

OFFICE OF THE
SECRETARY

TELEPHONE (302) 736-4403

January 5, 1990

Mr. Dave Wahus, Executive Director
Recreation Task Force, CECW-ZR
20 Massachusetts Avenue, NW
Washington, D.C. 20314-1000

Dear Mr. Wahus:

Governor Castle has asked me to respond to your letter of December 14, 1989, regarding the establishment of a Recreation Task Force by the Corps of Engineers. I am pleased to tell you that we have already become involved with the project.

Members of my staff in the Divisions of Parks and Recreation and Fish and Wildlife have been interviewed by Gail Keyes of your consulting firm, Greeley-Palhemus Group. They talked specifically about Corps lands and facilities along the Chesapeake and Delaware Canal.

If any follow-up is required for your survey, please contact Charles Salkin (736-5285) in the Division of Parks and Recreation.

Sincerely,

A handwritten signature in cursive script, reading "Edwin H. Clark, II".

Edwin H. Clark, II
Secretary

EHC:CAS:lw

cc: Honorable Governor Michael N. Castle

Georgia Department of Natural Resources

J. Leonard Ledbetter, Commissioner

205 Butler Street, S.E., Suite 1252, Atlanta, Georgia 30334

Lonice C. Barrett, Deputy Commissioner for Programs
404/656-4810

April 24, 1990

Mr. David J. Wahus
Executive Director
Recreation Task Force
ATTN: CECW-ZR
20 Massachusetts Avenue, N.W.
Washington, D. C. 20314-1000

Dear Dave:

This letter is to acknowledge receipt of your invitation to participate in the workshop at the Colony Square Hotel in Atlanta, Georgia on April 26, 1990. Although we will not have staff attending the workshop, this letter is to share with you some information concerning this Department's position on the matter of operating DNR parks on Corps properties as well as the likelihood that we might be interested in assuming management responsibilities for additional federally owned lands.

This Department is experiencing many of the same types of budgetary difficulties being experienced by the Corps of Engineers. In fact, unless some additional funding is appropriated by the General Assembly for operating and maintenance expenses, we will be closing some facilities rather than taking on additional responsibilities. In fact, we expect to immediately close some facilities within the next 30 days because of budgetary problems.

Therefore, while there may be an exception (such as the Corps operated camping area adjacent George Bagby State Park near Georgetown), this letter is to advise you that this Department would need to give extremely careful consideration to any proposal to assume management of any Corps facilities which might become available. Given the austere budget appropriated by the Governor and General Assembly, we really do not anticipate being interested in assuming operation and management of additional Corps lands at state expense in the near future.

Best wishes to you in your workshop, and we appreciate the courteous working relationship that we enjoy with the Corps of Engineers.

Sincerely,



Lonice C. Barrett
Deputy Commissioner
for Programs

LCB/jm

cc: Commissioner J. Leonard Ledbetter
Mr. Rick Cothran
Mr. Gerald Purvis



EXECUTIVE CHAMBERS

HONOLULU

JOHN WAIHEE
GOVERNOR

December 28, 1989

Major General R. S. Kem
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

Thank you for your letter of December 14, 1989, regarding participation by non-Federal public agencies in the development, enhancement and operation of recreation facilities at Corps projects.

The State of Hawaii has always been in favor of private-public partnerships in trying to resolve issues which confront us daily. In the same mode, we have always encouraged partnerships with our sister governmental agencies at the county or federal level.

We are not aware of any prohibition against State participation in federal programs in general. There is a general caveat, however, that State funds must be used for public purpose. For example, State funds may not be utilized on a federal project which denies use or access to the general public.

If there are any specific projects which we can comment on, please contact Mr. Russell N. Fukumoto, deputy to the Chairperson, Department of Land and Natural Resources (808-548-7519).

With kindest regards,

Sincerely,

JOHN WAIHEE



OFFICE OF THE GOVERNOR

STATE CAPITOL

BOISE 83720

CECIL D. ANDRUS
GOVERNOR

(208) 334-2100

February 2, 1990

R.S. Kem
Major General, U.S. Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

Thank you for your letter of December 14, 1989 requesting comments concerning strategies or programs for providing recreational opportunities at Corps projects.

I asked the Idaho Department of Parks and Recreation to prepare a response on behalf of the state of Idaho. Enclosed is a copy of that report.

With best regards,

Sincerely,


Cecil D. Andrus
Governor

CDA:abl
Enclosure
a/c/f 89121920 face
L0201.07



IDAHO DEPARTMENT
OF
PARKS & RECREATION



CECIL D. ANDRUS
Governor

YVONNE S. FERRELL
Director

January 19, 1990

Cecil D. Andrus
Governor
State of Idaho
Statehouse Mail
Boise, ID 83720

Dear Governor Andrus:

Whenever one discusses the provision of park and recreation facilities there are several basic givens. There will be acquisition, personnel, operating, and capital equipment and development costs. As managers we need to decide what our mission is. If our mission deals with such intangibles as preservation and the public good, then we can probably expect to operate at something less than the break-even point. Each governmental agency must decide how close to the break-even point they wish to operate, or more likely are forced to operate.

The inception of the 1% initiative idea caused most recreational agencies to increase user fees. It appears this is one area the Corps has not taken an aggressive stance on. The Corps of Engineers has no doubt had some congressional directions that limit the application of fees and charges. The Corps decision to not allow the State of Idaho to collect the motorized vehicle entrance fee (MVEF) from everyone who entered Hells Gate State Park is an example. However the concept of the user paying for the use of facilities is a defensible idea. The Corps has recently reversed their earlier stated position and authorized the collection of MVEF at Hells Gate and Dworshak.

Within the Idaho Department of Parks and Recreation we have tried several alternative ways of providing facilities such as concessions and private contracts. Each of these have met with varying success. The point is each have merits depending on the location you are talking about. No one method is better than any other all the time.

Private enterprise can only do the job if they can make a profit. This means, in most cases, either they must do the job more efficiently than government can, or they be allowed to maximize the development of the land. While some believe private enterprise can almost always do it cheaper, we have

STATEHOUSE MAIL
BOISE, IDAHO 83720
(208) 334-2154

Street Address
2177 Warm Springs Ave.



Governor Andrus
January 19, 1990
Page 2

not found this to be the case. In the second case we have specific purposes for which each of our park areas were set aside. To allow too much development in certain areas might destroy the very reason the park was set aside.

One answer that we have all attempted at one time or the other is to shift the responsibility to some other agency. This has not solved the problem, only shifted it. Perhaps there is some middle ground that can be explored here. Our recent 1989 Idaho Governor's Conference on Recreation had as its mission "To integrate Idaho's recreation provider and facilitate provider coordination for the benefit of recreation users." And, "To begin the process of unifying Idaho's recreation providers in order to share knowledge and understanding of Idaho's recreation future." We were pleased staff from the Corps were able to attend.

This conference was exciting in that there seemed to be a sincere desire to make things work in Idaho. The only way we can do that is to truly put all our cards on the table and see what we can work out. If we could sit down and discuss each area from this point of view, perhaps we can find some middle ground.

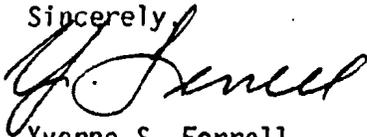
As always seems to be the case, funding is the bottom line. While our intentions are good, we in the Idaho Department of Parks and Recreation simply do not have enough funds to do what we would like to do. So we set priorities and work toward them. Lucky Peak and Dworshak reservoirs are both high on the list of important statewide recreational areas. This is evidenced by our continuing leases with the Corps on these two projects. This is not to say the other two areas would not be equally important if the Corps were not already operating them.

Our position on the Corps' efforts is one of support. However we are concerned with the repeated efforts to push responsibilities from the federal to the state level. This is particularly true when no funding comes with that responsibility. The park areas noted in your letter are in fact important not only to the people of the state of Idaho but to a very large number of people from other states. To see the maintenance levels drop or to see commercialization of these areas would not be in the best interests of the people in general.

Governor Andrus
January 19, 1990
Page 3

We would be more than happy to sit down with the Corps' staff and discuss their future plans for operation of their recreational facilities.

Sincerely



Yvonne S. Ferrell
Director

cjv/5249J

Illinois



Department of Conservation
life and land together

CHIEF OF STAFF

12 MAR 1990 10 02

LINCOLN TOWER PLAZA • 524 SOUTH SECOND STREET • SPRINGFIELD 62701-1787
CHICAGO OFFICE • ROOM 4-300 • 100 WEST RANDOLPH 60601

MARK FRECH, DIRECTOR - KATHY SELCKE, ASSISTANT DIRECTOR

March 2, 1990

Major General R.S. Kem
Deputy Commander
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

Governor Thompson has asked me to respond to your December 14, 1989 letter concerning the Corp's establishment of a Recreation Task Force. We understand pressures on the Corp's operation and maintenance (O & M) budget are expected to intensify and the task force is charged with developing a plan to maintain and/or enhance public recreational opportunities at Corps water resource projects. In light of these pressures we support your commitment to find ways to sustain and/or enhance current O & M service levels.

There are four Corps districts currently serving Illinois (Chicago, St. Louis, Rock Island and Louisville) and on occasion we interact with a fifth district (Memphis). We are pleased with the cooperation extended by these districts and with the wide range of recreational opportunities afforded Illinois citizens through this cooperative effort. The opportunities these recreational areas afford must be maintained, therefore we offer our cooperation to the Corps in developing a plan that will focus on this goal.

Annually, the State of Illinois and the Corps Districts that serve Illinois meet to discuss Corps budget capabilities. Our meeting to discuss the 1991 budget is scheduled for late March, 1990. We expect the Recreation Task Force Plan will be a priority topic of discussion at this meeting.

Relative to operation of Corps recreation facilities by non-Federal public agencies and the private sector we have the following observations:

- 1) There are constraints that deter greater involvement by non-Federal interests. At the Corps of Engineers reservoirs, for example, we have developed a cooperative fisheries management program relative to construction and operation of fish rearing ponds and habitat projects. The Corps has made an even greater commitment recently regarding fish stocking, water level controls and other fish management activities. If the Corps scales down its efforts in operation and maintenance of its properties, such action may adversely affect our cooperative program to the detriment of the reservoir

fisheries.

- 2) Should the Corps find a private entity to operate and maintain access areas, one could expect that access fees would be charged by that entity. If fees are charged, it is expected a portion of the users would shift their activities to already heavily-used state-operated sites with concomitant increases in user-related activities and resource pressures to state-operated sites.
- 3) There are Corps sites that may have potential for operation by a private entity. Two sites (Mississippi River) that immediately come to mind are close to Lock & Dam 14 near Illiniwek Forest Preserve. The other, also on the Mississippi, is on Pool 16 near Loud Thunder Forest Preserve. Both of these preserves are operated by the Rock Island County Forest Preserve, 1504 3rd Ave., Rock Island, Il 61201 (309/786-4451). There are drawbacks to local agency operation however. On the lower Kaskaskia River the St. Louis Corps turned over several sites to local public entities for operation and maintenance. The local entities were unable to take care of the sites and they were closed; and,
- 4) From a State perspective, the Department would need to develop a major new initiative if it were to assume responsibilities for Corps facilities. Depending on which sites would be selected the Department's budget and ability to provide additional recreational opportunities for Illinois' citizens could be severely impacted for years to come.

I am deeply concerned that every effort must be made to assure both state and federal recreational facilities continue to operate effectively now and in the future. To this end, I have asked Mr. John Comerio, Director of the Office of Planning and Development (217/782-1807) to serve as the Department's contact person with the Recreation Task Force. We look forward to working with your staff, Mr. Dave Wahus, and with the Greely-Polhemus Group.

Thank you for the opportunity to participate in this important planning effort.

Sincerely,



Mark Frech
Director

RWL:mip

cc: Governor Thompson
John Comerio
Dave Wahus, Recreation Task Force
The Greely-Polhemus Group Inc.



OFFICE OF THE GOVERNOR
INDIANAPOLIS, INDIANA 46204 - 2797

EVAN BAYH
GOVERNOR

January 16, 1990

Mr. R. S. Kern
Major General, U. S. Army
Department of the Army
U. S. Army Corps of Engineers
Washington, D.C. 20314-1000

Dear General Kern:

Thank you for your recent letter concerning the Recreational Task Force that was established to develop a plan to maintain public recreational opportunities at Corps of Engineers projects.

You listed thirteen (13) projects located in Indiana; eight (8) reservoir projects and five (5) lock and dam projects. The eight (8) reservoir properties are currently leased to the State of Indiana for the operation of the recreational facilities:

Brookville Lake	DACW-27-1-74-77
Cagles Mill Lake	DACW-27-1-83-148
Cecil M. Harden Lake	DA-15-029-CIVENG-61-984
Huntington Lake	DACW-27-1-74-65
Mississinewa Lake	DACW-27-1-71-34
Monroe Lake	DACW-27-1-68-2174
Patoka Lake	DACW-27-1-79-127
Salamonie Lake	DACW-27-1-68-2298

The State of Indiana has had a good relationship with the Corps of Engineers in the operation of these facilities.

We have not encountered any existing laws, policies or constraints that have been obstructions to our operation of these facilities. Incentives that may be needed to build Federal/non-Federal partnerships would be a cost sharing of major capital investment in providing certain recreational facilities; i.e. campgrounds, ramps, marinas.

Mr. R. S. Kern
Page 2

As for Corps lock and dam projects on the Ohio River, several entities (River Marina Development Commission, local park boards, private developers/contractors) are interested in providing marina services on both the Ohio and Wabash Rivers.

Thank you again for soliciting the state's input.

Sincerely,


Evan Bayh



TERRY E. BRANSTAD, GOVERNOR

DEPARTMENT OF NATURAL RESOURCES
LARRY J. WILSON, DIRECTOR

January 3, 1990

R. S. Kem
Major General, U.S. Army
Deputy Commander
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

Your request to Iowa Governor Terry Branstad in regard to enhanced recreational opportunities at Corps projects in Iowa was forwarded to me for response.

Let me say first that we understand the Corps' dilemma. Public demands for quality outdoor recreation experiences and facilities continue to mount, and they do so in the face of reduced revenues and mandated priorities that force painful examination of operational expenses and ways to reduce them. I am pleased that the Corps' direction is to not consider the closure of facilities and the deferral of maintenance as means of reducing expenditures. These are not responsible actions, and your efforts to seek out alternative means of providing for continued recreational benefits associated with Corps projects are good.

The State of Iowa has worked with the Corps in years past to identify various federal lands along the Mississippi River which the state could assume management responsibilities on. Similar efforts on federal reservoirs have resulted in significant acreages under management of the Department of Natural Resources. For the most part, such opportunities are exhausted; and only by significantly expanding the options available will the Corps find entities willing to assume substantial increases in operations and maintenance responsibilities.

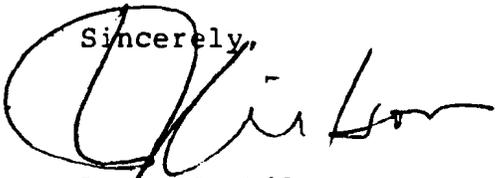
The most logical option for consideration is that of fee title transfer of property to the State of Iowa, or, in some cases, possibly to county conservation boards. Such transfer understandably requires a formal, longterm commitment by the entity assuming title to maintain the resources for their intended purpose. Given that commitment on the part of the state or county, the Corps could, in fact, divest itself of operations and maintenance costs while assuring that recreational benefits would be continued and that maintenance would not be deferred. The Snyder-Winnebago property on the Missouri River serves as a good example of where this option should be considered.

The State of Iowa has routinely transferred maintenance and operations responsibilities to county conservation boards, typically under 25-year management agreements. Iowa Code requirements make it very difficult for the State to divest itself of these types of properties, and longterm management agreements provide a mutually acceptable method. Frankly, transfer in fee title would otherwise be pursued in many instances. Quite possibly some of the same principles should operate between the Corps and the State of Iowa.

As a bottom line, we understand the Corps' desire to examine alternatives in this matter. At the same time, I would be remiss if I didn't mention a certain apprehension over the Corps' necessity to consider such actions. Many Corps projects were "sold" on the basis of a package of benefits which certainly included recreation. I would prefer to see forthright acknowledgement of the responsibility for continued recreational programs at Corps facilities. Corps areas abound with opportunities to provide showcases of resource and recreation management. If that is not possible under continued federal management and operations, the State of Iowa would be willing to pursue discussions with the Corps wherever fee title transfer to the State is a possibility. For obvious reasons, we must be very cautious about assuming any increased operations and management responsibilities on significant tracts in the absence of longterm control of those tracts.

Thank you for the opportunity to provide comments.

Sincerely,

A handwritten signature in black ink, appearing to read "Larry J. Wilson". The signature is written in a cursive style with a large, looping initial "L".

Larry J. Wilson
Director

STATE OF KANSAS



OFFICE OF THE GOVERNOR

State Capitol
Topeka 66612-1590
(913) 296-3232

Mike Hayden Governor

December 27, 1989

R.S. Kem
Major General, U.S. Army
Deputy Commander
Department of the Army
Corps of Engineers
Washington, DC 20314

Dear General Kem:

Thank you for your letter asking our involvement in the discussion about greater involvement of non-federal entities in providing recreational opportunities at Corps water projects.

As you know, we have considerable involvement in the management of Corps water project areas in Kansas through the cooperative program with the Kansas Department of Wildlife and Parks. I believe that Secretary Robert Meinen has communicated his Department's interest in this topic to Assistant Secretary Page. We have offered to initiated discussions on the state assumption of many Corps recreation areas and lands in Kansas. Our interest in this topic continues, and I have asked Secretary Meinen to respond directly to you and to Mr. Dave Wahus.

I support your efforts to find more economical means of operating these important recreational and wildlife lands in Kansas and throughout the nation. I believe that by working together we can do a more effective job for the public.

Sincerely,

A handwritten signature in cursive script, appearing to read "Mike Hayden".

MIKE HAYDEN
Governor

MH:GH:np

cc: Robert L. Meinen, Secretary,
Kansas Department of Wildlife and Parks



OPERATIONS OFFICE
RR 2, Box 54A
Pratt, Kansas 67124
316-672-5911

DEPARTMENT OF WILDLIFE & PARKS
MIKE HAYDEN, Governor
ROBERT L. MEINEN, Secretary
W. ALAN WENTZ, Assistant Secretary

January 12, 1990

R.S. Kem, Major General
U.S. Army
Deputy Commander
Department of the Army
Corps of Engineers
Washington, DC 20314

Dear General Kem:

The Kansas Department of Wildlife and Parks is very interested in working with you to maintain recreational opportunities on Corps properties in the state of Kansas while improving the overall efficiency of both our agencies.

I am interested in working with your staff to explore leasing additional recreation and wildlife areas from the Corps or, perhaps, exchanging properties, so our agency can operate all the facilities on one project and your agency can operate all the areas on another property. This may improve both our agencies' efficiency.

The major constraint our agency has is the lack of funds to operate more properties. As I have stated in my previous communications, for us to lease additional Corps lands in Kansas, in the near future you would need to assist us with funding for our operation budget. The number of years our Department would require assistance from the Corps is uncertain as it would depend on when we can achieve adequate State funding. However, I am certain that the overall cost to the Corps with such an arrangement would be greatly reduced in the short as well as the long term.

There would be no significant impact to the public from having our agency manage these lands. In fact, there will probably be less confusion to the public by having one agency manage all the lands on one property.

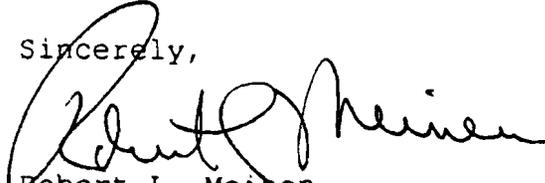
General Kem

2

January 12, 1990

Our department would be willing to meet with you at your earliest convenience to work out a mutually acceptable agreement.

Sincerely,

A handwritten signature in black ink, appearing to read "Robert L. Meinen". The signature is written in a cursive style with a large initial "R".

Robert L. Meinen
Secretary

cc: Governor Mike Hayden



GOVERNOR WALLACE G. WILKINSON
CAPITOL
FRANKFORT, KENTUCKY 40601

February 7, 1990

R. S. Kem
Major General, U.S. Army
Deputy Commander
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

Thank you for your recent letter concerning the establishment of the Recreation Task Force and its mission to develop a plan to maintain and/or enhance public recreational opportunities at Corps water resource projects.

I fully appreciate current and projected budget constraints which may negatively impact upon the operation of recreation facilities at the various Corps locations in Kentucky. Agencies within our Tourism Cabinet that manage numerous recreation facilities statewide are constantly seeking innovative ways of stretching the austere financial resources at their disposal. Consequently, I am sincerely interested in the conclusions and recommendations of the members of the Recreation Task Force and the plan that will emerge from their deliberations.

Although existing Kentucky laws and policies do not present any significant deterrence for involvement by non-Federal interests, public funding remains the singularly most significant constraint to these agencies and organizations for their participation. Pressures on state and local government operation and maintenance budgets continue to threaten the quality and integrity of public recreation facilities and programs. Since we are fully committed to providing these quality of life opportunities for all Kentuckians, our agencies will continue the work necessary to preclude deterioration of programs, services and facilities.

General R. S. Kem
February 7, 1990
Page Two

Among the incentives that may assist in building Federal/non-Federal partnerships to better serve public recreation demands is an enhanced and expanded matched funding program for facilities development. An expansion of the participation by the Corps with the development and construction of recreation facilities would enable state and local agencies and concessionaries from the private sector to assume operation and maintenance costs under long-term agreements with your agency. One example of this need is Corps assistance with the development of public swimming pools in lieu of beaches where beach development is both impractical and unmanageable, and the demand for swimming is especially intense. The Kentucky Department of Parks currently has a specific requirement of this type of development within the Corps leased facility at Boonesborough State Park on the Kentucky River. Significant Corps assistance with such a project would enable the Commonwealth to provide a greatly needed facility, and the resulting maintenance and operation costs could be absorbed under a lease agreement with Parks.

Private sector development at state parks has proven to be successful in Kentucky. Several recent initiatives, along with previous lease agreements that have withstood the test of time, have been especially beneficial to the overall recreation development effort. These developments have significantly complimented and supplemented the offerings of other recreation providers and have enhanced the benefits of Corps water resource projects where applicable. It is our intent to continue to pursue further private sector development wherever practical and appropriate to our needs and within the scope of the statewide comprehensive outdoor recreation master plan.

I am pleased to have this opportunity to express my support for the upcoming efforts of the Recreation Task Force. Best wishes for maximum success in making new public recreation opportunities available at Corps projects.

Sincerely,



Wallace G. Wilkinson

WGW/DL

State of Louisiana

OFFICE OF THE GOVERNOR

Baton Rouge

70804-9004

BUDDY ROEMER
GOVERNOR

POST OFFICE BOX 94004
(504) 342-7015

January 26, 1990

Major General R.S. Kem, Deputy Commander
U.S. Army Corps of Engineers
Department of the Army
Washington, D.C. 20314

Dear General Kem:

Governor Roemer has asked me to respond to your recent correspondence concerning anticipated Corps of Engineers budgetary short falls as this might relate to the maintenance of public recreational opportunities at your agency's water resource projects. You specifically solicited comments on considerations being given to transfer the operation and maintenance of Corps of Engineers recreational facilities to other public agencies and/or the general public.

In Louisiana we have two agencies that are primarily involved in providing and maintaining public recreational areas and facilities. Both of these agencies are currently facing serious budgetary constraints and have indicated that they could not absorb any such additional operational expenditures. In short, these agencies are in the same monetary posture as the Corps of Engineers.

Local entities of government are generally also facing budgetary shortfalls and, in our opinion, would not be able to provide much assistance in relieving the Corps of Engineers of its operation and maintenance obligations. At the private level, the "ability to make a profit" would certainly be the determining force behind any willingness to accept the responsibility of operating and maintaining recreational facilities on Corps of Engineers project lands.

Of greater concern to the State of Louisiana, however, is the issue of whether the Corps of Engineers should even be considering divesting itself of current obligations to maintain recreational facilities on its project lands in Louisiana. It is our understanding that construction of many of the Louisiana projects listed in your enclosure (copy attached) was at least partially justified (i.e., from monetary and/or public support standpoints) on the basis of anticipated recreational benefits associated with the development, operation, and maintenance of recreational facilities at those project sites. In that event, we would suggest that the Corps of Engineers is

January 26, 1990
Major General R.S. Kem
Page two

under considerable obligation to insure the continuation of those benefits.
Any less, in our view, would be construed as a serious breach of public trust.

I trust that you will keep us advised of any developments in this matter.

Sincerely,


David M. Soileau
Executive Assistant
for Coastal Activities

DMS/bv

Enclosure

cc: Louisiana Congressional Delegation
Louisiana Department of Wildlife and Fisheries
Louisiana Department of Culture, Recreation and Tourism

STATE: LOUISIANA

PROJECT	DISTRICT
BAYOU BODCAU RESERVOIR	VICKSBURG
CADDO LAKE	VICKSBURG
COLUMBIA POOL (OUACHITA-BLACK RIVERS)	VICKSBURG
JONESVILLE POOL (OUACHITA-BLACK RIVERS)	VICKSBURG
PEARL RIVER <3 LOCKS AND DAMS>	VICKSBURG
POOL 1 (RED RIVER WATERWAY)	VICKSBURG
WALLACE LAKE	VICKSBURG

Encl 1



STATE OF MAINE
OFFICE OF THE GOVERNOR
AUGUSTA, MAINE
04333

JOHN R. MCKERNAN, JR.
GOVERNOR

January 4, 1990

Major General R. S. Kem
United States Army
Deputy Commander
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

Thank you for your letter of December 14, 1989 soliciting recommendations for use of the Army Corps of Engineers in providing recreational opportunities.

After forwarding your letter to my Adjutant General, Ernest C. Park, I received the attached memorandum. I hope that you find this memorandum responsive to your request.

Please feel free to contact General Park if you require additional information.

Again, thank you for seeking our input.

Sincerely,



John R. McKernan, Jr.
Governor

JRM/mpm

Attachment





CAMP KEYES ★ AUGUSTA, MAINE 04333 ★ (207) 622-9331

MENG-TAG

26 December 1989

MEMORANDUM FOR The Honorable John R. McKernan Jr., Governor, Attention: Mr.
Derek Langhauser, State of Maine, State Office, Augusta, Maine
04333

SUBJECT: Request for Ideas

1. Reference:

a. Letter to The Honorable John R. McKernan Jr., Governor, State of Maine,
from Department of The Army, dated 19 December 1989.

b. Memorandum, Log number 020548, subject: Seeking input and ideas, dated
19 December 1989.

2. Reference b. solicited our ideas to support the request from the Army Corps
of Engineers in their effort to establish a Recreation Task Force. We, in
Defense and Veterans Services, recognize as pointed out by MG Kem, that the
Corps of Engineers has no water resource development projects in Maine.
However, should the Corps undertake a project similar to Maine Street 90, on a
national scale, states, municipalities, service and fraternal organizations
could be mobilized to adopt and sponsor portions of major Corps projects or
operations. This type of alliance would foster ownership and grass roots
support and broaden the support and resource base. At the same time it would
draw on the many and varied resources of the private sector. It is obvious that
National Legislative support would be necessary to include House and Senate
resolutions and National News coverage. Additional support and assistance could
possibly come from Army and Air National Guard units when there is a training
benefit to be derived.

3. I feel this dynamic solution may prove to be a large task, but the rewards
of such a venture would be far-reaching.


ERNEST C. PARK
Major General MEANG
The Adjutant General



THE COMMONWEALTH OF MASSACHUSETTS
EXECUTIVE OFFICE OF ENVIRONMENTAL AFFAIRS

MICHAEL S. DUKAKIS
GOVERNOR

January 17, 1990

JOHN DEVILLARS
SECRETARY

R.S. Kem
Major General, U.S. Army
Dept. of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

Governor Dukakis has asked me to respond to your letter concerning the creation of the Army Corps' Recreation Task Force. It is commendable that in this day of budget deficit reduction efforts, the Army Corps of Engineers has recognized the importance of public recreation and is taking steps to enhance opportunities for the citizen's of the Commonwealth.

Enclosed for your review is a copy of the most recent Statewide Comprehensive Outdoor Recreation Plan. This plan may give you some insight into the critical deficiencies in recreational facilities in the state. Over the years state planners' have identified the need for more public facilities for water based activities as well as public access to the coast.

I have forwarded a copy of your letter to Kathy Smith, Bureau Chief of Recreation in the Division of Forest and Parks. She will distribute this information to Regional Supervisors within th Division. She will also distribute this information to the Department of Fisheries and Wildlife and the Metropolitan District Commission, coordinate their responses and get back to you in February. If you have any further questions please give Kathy a call at (617)727-3184.

Thank you for your efforts here in Massachusetts. I hope our environmental agencies together with the Army Corps of Engineers can continue work together to enhance the quality of living for all citizens of the Commonwealth.

Sincerely,

A handwritten signature in dark ink, appearing to read "John P. DeVillars".

John P. DeVillars
Secretary

JPD/maf



Commonwealth of Massachusetts
Executive Office of Environmental Affairs
Department of Environmental Management

March 6, 1990

100 Cambridge Street
Boston
Massachusetts
02202

Division of
Forests and Parks

R.S. Kem
Major General, U.S. Army
Dept. of the Army
U.S. Army Corps of Engineering
Washington, D.C. 20314

Dear Major General Kem,

Attached are copies of the responses I have received from the Regional Supervisors related to your December 14, 1989 memo to Governor Dukakis on the ACOE's Recreational Task Force. If you have any questions or concerns please call me at 617-727-3184.

Sincerely,

Kathryn Joyce Smith
Bureau Chief of Recreation

KJS/maf



Commonwealth of Massachusetts
Executive Office of Environmental Affairs
Department of Environmental Management

RECEIVED
1630 FEB 15 AM 1:54
DIVISION OF
FORESTS & PARKS

M E M O R A N D U M

PO Box 155
Clinton
Massachusetts
01510
(617) 368-0126

TO: Kathryn J. Smith, Chief of Recreation
FROM: Don S. Stoddard, Regional Supervisor
SUBJ: U.S. Army Corps of Engineers
DATE: February 12, 1990

Division of
Forests & Parks
Region 3

The following C.O.E. Projects fall within Region 3.

Forests and Parks Control

1. Birch Hill Dam (sublease F&W)
includes Lake Dennison
2. East Brimfield Dam
includes Holland & Streeter
3. Tully Lake

Other Agencies

1. Barre Falls, Fish & Wildlife
2. Buffumville-C.O.E. (reverted back)
3. Hodges Village-F&W and Town
4. West Hill-F&W
5. Westville-F&W and Town

A. Policies that need to be looked into, for consistency to Mass General Laws and/or D.E.M. Rules & Regulations.

1. Rec. vehicles on Federal lands verses D.E.M. lease lands.
2. Issuing of permits for:
 - a. Docks
 - b. Moorings
 - c. Recreation Areas (private)
 - d. Agricultural
3. Access across lease land to the recreational pool.
4. Whose regulations are being violated, State or C.O.E., which takes precedence.

B. Incentives

1. Capital cost, on improvements and/or replacements at existing facilities.
2. Develop mobile buildings that can be moved out during flooding of the area. Buildings are currently designed to be submerged but water damage to gas heaters, electrical outlets, stall partitions, etc., still occurs. Silt also tends to damage flushmeters.

C. 1. Use of Reserves (Army) and/or regular military units for construction could reduce costs on major projects.

- D. 1. Curtailment of certain private use by abutters relating to the recreational pool, may occur. If and/or when agreement can be reached as to whose regulations apply at each lease area, activities currently allowed may have to cease.
2. Tighter control of access into these areas may cause changes to, and/or eliminate certain recreational activities at certain times of the year.

If there are any meetings that evolve out of this Task Force, please keep me in mind, in that approximately half of the areas are within Region 3.



Don S. Stoddard
Regional Supervisor

DSS/JJT/mw



Commonwealth of Massachusetts
Executive Office of Environmental Affairs
Department of Environmental Management

DIVISION OF WATERWAYS

100 Cambridge Street
19th Floor
Boston, MA 02202
(617) 727-8893

349 Lincoln Street
Bldg. #45
Hingham, MA 02043
(617) 740-1600

To: Kathryn Joyce Smith, Chief of Recreation

From: Eugene F. Cavanaugh, Director

Date: January 29, 1990

RE: Federal Assistance for Recreational Programs

The Division is very interested in the prospect of federal assistance with recreational facilities in our coastal and inland waters.

R. David Clark represents the Division on the Public Access Board and I have assigned him to work with you in this matter. He is reviewing your memo and will prepare a response for me.

Please contact him at 740-1602 if you have any questions.

EFC: mc

STATE OF MICHIGAN



NATURAL RESOURCES COMMISSION
THOMAS J. ANDERSON
MARLENE J. FLUHARTY
GORDON E. GUYER
KERRY KAMMER
O. STEWART MYERS
ELLWOOD A. MATTSON
RAYMOND POUPORE

JAMES J. BLANCHARD, Governor

DEPARTMENT OF NATURAL RESOURCES

DAVID F. HALES, Director

WATERWAYS COMMISSION
JAMES CLARKSON
ROSE RAYNAK
R.J. ROURKE
SIDNEY R. RUBIN
ORVILLE L. SYDNOR
RAY L. UNDERWOOD
DENNIS C. VALKANOFF
L.H. THOMSON — EMERITUS
Knapps Centre
Lower Level
P.O. Box 30028
Lansing, Michigan 48909

March 8, 1990

Serial No. 263-90
File No. B 8.23

Major General R.S. Kem
U.S. Army, Deputy Commander
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

Governor Blanchard has requested that I respond to your letter of December 14, 1989 concerning the Recreation Task Force.

As suggested in your letter, staff has contacted Mr. Dave Wahus, and he provided additional information concerning both sites identified in Michigan.

In response to the identified issues:

1. There are no existing state laws, policies or other constraints that deter greater involvement by non-federal interests. Federal law prevents charging fees to recreation users and is a financial discouragement for non-federal involvement.
2. State and local governments are being squeezed by federal disinvestment. Financial incentives must be considered.
3. None identified.
4. None identified.

In Michigan, the state through our Department has assumed responsibility for operating a Corps lock structure at Alanson. The lock is for water control as well as recreational boat passage. Because the Corps has refused to financially support the locks operations for recreational craft, a significant financial burden has been shifted to the state with no opportunity to recoup costs by charging fees.

Of the two projects identified on "enclosure one" with your letter, the lower Keweenaw entry waterway includes a boat launching site that provides significant public recreation. The site is compatible with our access site program and we are willing to lease the property from the Corps and operate the site ourselves, rather than have it closed.



Major General R.S. Kem

-2-

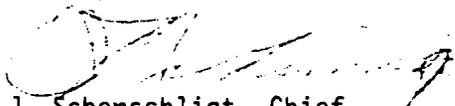
March 8, 1990

The site identified on the St. Mary's River is an observation platform and picnic site associated with the Corps Visitor Center at the Soo Locks. We do not have a state program compatible with the operation of this facility, but perhaps the City of Sault Ste. Marie would be able to assist the Corps in the operation of this site. They should be contacted by you directly.

It is indeed unfortunate that recreation facility support is given low budget priority by the Corps. I am sure this action will reduce public support for other Corps programs. I know it has placed a financial burden on the states.

I trust this responds to your request.

Sincerely,



O.J. Scherschligt, Chief
Recreation Division
517-335-4827

OJS/LRN/mr

cc: Dave Wahus
Art Klawiter
Mike Cieslinski



DEPARTMENT OF NATURAL RESOURCES

500 LAFAYETTE ROAD, ST. PAUL, MINNESOTA 55155-4037



OFFICE OF THE
COMMISSIONER

DNR INFORMATION
(612) 296-6157

February 22, 1990

Major General R. S. Kem
Deputy Commander
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

Governor Rudy Perpich has shared your letter with me in which you requested input on the Corps' operation of recreational facilities in Minnesota.

I strongly believe that the projects the Corps manages for recreational purposes should be kept open. Not only do they provide Minnesota and neighboring state's citizens with recreational opportunities on water, but also add to the local economy by bringing in tourist dollars. I understand your concern about the need for more operation and maintenance dollars. We have the same type of need in Minnesota and maintenance dollars are the most difficult funds to obtain. However, since the Corps has provided these facilities for years, the public has become accustomed to using them and expect that they will remain open and in federal ownership.

I applaud your efforts to consider alternative sources of funding. However, I believe it is imperative that you continue to attempt to obtain funds at the federal level. The Corps, I believe, has an ongoing responsibility to provide recreational opportunities on its public lands.

Please keep me informed of your progress.

Yours truly,

By 
Joseph N. Alexander
Commissioner



STATE OF MISSISSIPPI

OFFICE OF THE GOVERNOR
RAY MABUS
GOVERNOR

January 4, 1989

R. S. Kem
Major General, U.S. Army
Deputy Commander
U. S. Army Corps of Engineers
Washington, D. C. 20314

Dear General Kem:

Thank you for your recent letter soliciting our State's comments on the development of your public recreational enhancement plan for U. S. Army Corps of Engineers projects in Mississippi.

A high priority of my administration is providing more high quality outdoor recreational opportunities in Mississippi. I am very pleased to learn of your agency's interest in expanding the recreational opportunities in the areas under its control and, in doing so, assisting us in providing more outdoor recreation areas for our citizens and the visitors to our State.

I am forwarding your letter to Mr. Vernon Bevill, Executive Director of the Department of Wildlife, Fisheries and Parks, for his review and the development of our input into this planning process. I feel certain that we can agree upon some ideas that will be beneficial to your program and compliment the language plans being developed for state-owned land.

Thank you again for inviting us to participate in this worthwhile endeavor. If I or my staff may be of any further assistance to you, please feel free to contact us.

Sincerely,

A handwritten signature in black ink, appearing to read "Ray Mabus".

RAY MABUS
Governor

RM:MG:rc

cc: Mr. Vernon Bevill

40

JOHN ASHCROFT
Governor

G. TRACY MEHAN III
Director



STATE OF MISSOURI
DEPARTMENT OF NATURAL RESOURCES

OFFICE OF THE DIRECTOR
P.O. Box 176
Jefferson City, MO 65102
314-751-4422

Division of Energy
Division of Environmental Quality
Division of Geology and Land Survey
Division of Management Services
Division of Parks, Recreation,
and Historic Preservation

January 4, 1990

Mr. Dave Wahus, Executive Director
Recreation Task Force
Department of the Army, CECW-ZR
20 Massachusetts Avenue, N.W.
Washington, D.C. 20314-1000

Dear Mr. Wahus:

This letter is in response to correspondence recently sent to Governor Ashcroft from Major General R. S. Kem of the U.S. Army Corps of Engineers.

The mission of the Missouri state park system is to preserve the outstanding natural and cultural features of the state, and to provide unique outdoor recreation opportunities. For this reason, we would not be interested in any of the Corps of Engineers' recreation areas unless they truly contributed to this mission. Each area would have to be considered on its own merit.

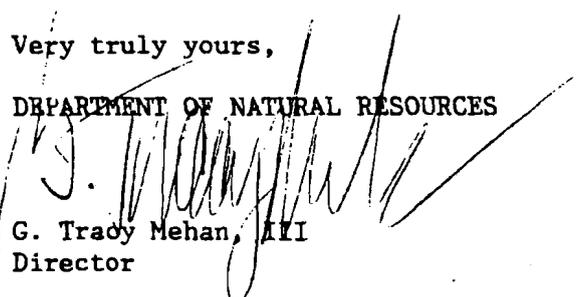
I would like to offer two suggestions that might help the Corps of Engineers reduce their costs on public work projects. First, the Corps might consider entering into longer term leases, such as 50-year leases, on recreation areas with public entities. This may provide an additional incentive to lessees and would reduce your costs in leasing. Second, taking the first suggestion a little further, the Corps might consider divesting its interest in recreation areas. The Corps' interest could be protected by reversionary covenants in the deed. This would eliminate the entire leasing aspect of your operation.

On a final note, you may also want to contact the Missouri Department of Conservation to see if they might be interested in any of the recreation lands.

If you have any questions, please contact Mr. Wayne E. Gross, director of the Department of Natural Resources' Division of Parks, Recreation, and Historic Preservation at 314/751-2479.

Very truly yours,

DEPARTMENT OF NATURAL RESOURCES


G. Tracy Mehan, III
Director

GTM:ggm
cc: Governor John Ashcroft



STATE OF NEBRASKA

KAY A. ORR, GOVERNOR

January 10, 1990

Major General R.S. Kem
Deputy Commander, Department of The Army
U.S. Army Corps of Engineers
Washington, DC 20314

Dear Major General Kem:

In your recent letter you requested my input in the development of a plan to enhance public recreational opportunities at Corps of Engineers water projects in Nebraska. You cited increasing federal budget constraints and indicated the Corps is seeking new strategies to reduce federal expenditures without having to defer maintenance or close recreational facilities. The thrust of your request appears to center on developing a program to transfer financial responsibility for development and maintenance of federally-owned recreational facilities at Corps projects to non-federal agencies and the private sector.

Your letter and accompanying listing of Corps water projects in Nebraska has been shared with the Nebraska Game and Parks Commission, the state agency in Nebraska responsible for managing our outdoor recreation, fish and wildlife resources. The Commission confirms the tremendous importance of federal water projects, including Corps of Engineer lakes, to outdoor recreation in Nebraska but questions the relevance of the proposed plan to our state. With the single exception of Harlan County Lake, responsibility for recreational development and operation of the remaining fourteen Corps lakes has already been transferred to non-federal public agencies. Eleven of the fourteen lakes are administered by the Game and Parks Commission with the remainder by other political subdivisions.

You have asked what type of incentives are needed to build federal/non-federal partnerships to better serve recreational demand. We don't have a good answer to that, only a question of our own: What assistance can the State of Nebraska expect from the federal government that will help enable us to sustain and enhance our existing partnership with the Corps of Engineers? Nebraska has worked hard to uphold its end of the partnership, investing considerable sums of money in the development, operation and maintenance of these eleven areas. Despite our best efforts, facilities remain inadequate to meet demand and, in some instances, are nearing the end of their useful life without major rehabilitation. We doubt Nebraska's situation is particularly unique among western states and suggest consideration be given in the Corps' plan for financial assistance to states which have previously assumed these responsibilities.

Governor Kay A. Orr
January 8, 1990
Page 2

We thank you for this opportunity to comment and wish you and the
Corps of Engineers success in this worthy effort.

Sincerely,



KAY A. ORR,
Governor

KA0/JJC/br

cc: Rex Amack, Director, Game and Parks Commission



STATE OF NEVADA
EXECUTIVE CHAMBER

Carson City, Nevada 89710

BOB MILLER
Acting Governor

TELEPHONE
(702) 885-5670

February 2, 1990

R.S. Kem, Major General
Deputy Commander
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

Thank you for writing. I appreciate the opportunity to comment on means to enhance public recreational opportunities at Corps water resource projects.

In response to the specific questions you have raised, I have the following comments:

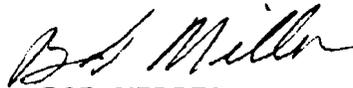
1. As you have mentioned, there are no Corps projects in Nevada. It is, therefore, difficult to identify any "existing laws, policies, or other constraints that deter greater involvement by non-Federal interests" with respect to Corps projects. However, it has been my experience with certain other Federal agencies, that a certain degree of "territoriality" persists which sometimes inhibits optimal cooperation, to the detriment of the public.
2. The general trend of increasing public demand for recreation opportunities, particularly water access, tends to supercede the need for specific incentives to induce Federal/non-Federal partnerships. In general, increased cooperation would be encouraged by the mere reduction of procedural requirements and a more positive attitude by Federal agencies towards promoting cooperation.
3. The State of Nevada does enjoy several on-going programs involving cooperation with Federal agencies to promote recreation opportunities while increasing non-Federal involvement. Perhaps the most applicable program for your needs is this state's long-term recreation management agreements with the U.S. Bureau of Reclamation at Lahontan and Rye Patch Reservoirs.

Page 2.
February 2, 1990

4. The impact of the above mentioned programs has greatly increased public recreation opportunities at minimal expense to the Federal government. In addition, these programs have tended to spawn numerous recreation related businesses which support these recreation opportunities. Examples are retail boat sales, marine gas, picnic supplies, and bait stores.

Hopefully, this response will address your needs. However, if you require additional information, please do not hesitate to contact my office.

Sincerely,



BOB MILLER
Governor

BM/lw



State of New Hampshire
 Department of Resources and Economic Development
 Division of Parks and Recreation

105 Loudon Road, P.O. Box 816 Concord, NH 03301-0856

CHIEF OF STAFF
 Wm
 16 JAN 1990 08 30

Wilbur F. LaPage
 Director
 603 271-3255

January 3, 1990

Parks Bureau
 603 271-3550

Trails Bureau
 603 271-3254

Technical and
 Community
 Assistance
 603 271-3254

Information
 and Education
 603 271-3254

Recreation
 603 785-3155

603 323-7350

603 547-3497

603 547-3393

603 455-9874

603 436-6607

Sanapee
 603 763-2356

Francis-Chase Rd
 603 823-5563

FAX
 603 271-2629

H&E
 225-4033
 1-800-992-3312

R. S. Kem
 Major General, U.S. Army
 Deputy Commander
 U.S. Army Corps of Engineers
 Washington, D.C. 20314

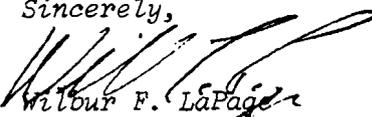
Dear General Kem:

Governor Gregg has asked that I respond to your letter of December 14th, and work with your Recreation Task Force. A copy of my earlier reply to Colonel Wilson in Waltham is attached to this letter.

I am not aware of any legal constraints on the State of New Hampshire, or its political subdivisions, to cooperate fully with the Corps. In fact, many of the Corps projects in New Hampshire are under lease to this Department.

As for incentives and cooperation with other agencies, you should know that the Corp's project at Franklin Falls is a designated site for work this summer on the N.H. Heritage Trail (brochure attached) a 230 mile walking path/greenway running the length of the State of New Hampshire. Other federal agency cooperators on this unique Greenway project include the U.S. National Park Service and the U.S. Forest Service. While Franklin Falls is under lease to the State, I cannot help but wonder if the Corps would like to become a more active cooperator? I would appreciate receiving permission to list the Corps among the growing list of Heritage Trail cooperators.

Please let me know how New Hampshire can assist your Task Force to devise innovative ways to better serve our residents and visitors.

Sincerely,

 Wilbur F. LaPage
 Director

WFL/pr
 cc: Governor Judd Gregg
 Commissioner Rice

Col. Wilson
 Director Wahus



State of New Hampshire
Department of Resources and Economic Development
Division of Parks and Recreation
105 Loudon Road, P.O. Box 856, Concord, NH 03301-0856

Wilbur F. LaPage
Director
603 271-3255

Parks Bureau December 8, 1989
603 271-3556

Trails Bureau Colonel Daniel M. Wilson
603 271-3254 Corps of Engineers
 Dept. of the Army
Technical and 424 Trapelo Road
Community Waltham, MA 02254-9149
Assistance
603 271-3627

Information
and Education
603 271-3254

REGIONS:
Northern
603 788-3155

Central
603 323-7350

Southwest
603 547-3497
Off-Season
603 547-3393

Southeast
603 485-9874

Seacoast
603 436-6607

Sunapee-Pillbury
603 763-2356

Franconia-Crawford
603 823-5563

FAX #
603 271-2629

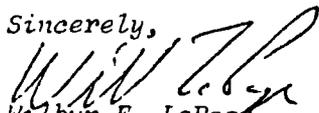
Help Line
TTY Relay
225-4033
1-800-992-3312

Dear Colonel Wilson:

Governor Gregg has asked that I respond to your letter of November 17th, and to advise you that I will serve as liaison to your recreation task force. As you know the Division of Parks and Recreation has a number of cooperative relations with your office including Clough State Park and the trail program at Franklin Falls. These are key elements of our parks and trails programs; the Franklin Falls site providing a major link in the 230-mile N.H. Heritage Trail.

I look forward to working with your committee to assure continued public recreation access to corps lands in New Hampshire.

Sincerely,


Wilbur F. LaPage
Director

WFL/pr
cc: Governor Gregg



STATE OF NEW MEXICO

Economic Development & Tourism Department

Garrey Carruthers
Governor

Joseph M. Montoya Building
P.O. Box 20003
1100 St. Francis Drive
Santa Fe, New Mexico 87503
Phone: 827-0300

John Dendahl
Cabinet Secretary

R. S. Kem
Major General, U.S. Army
Deputy Commander
U.S. Army Corps of Engineers
CECW-2R
20 Massachusetts Avenue NW
Washington DC 20314-1000

January 29, 1990

Dear Major Gen. Kem:

Thank you for the chance to address the importance of water recreation in New Mexico and the contributions of the lakes your dams have created, especially those of Abiquiu Lake, Cochiti and Conchas Lakes, and Santa Rosa Lake.

Several years ago the New Mexico State Park & Recreation Division, today a part of the New Mexico Energy, Minerals & Natural Resources Department, produced a survey of visitors to its state parks system that revealed that those parks offering water recreation opportunities (boating and sailing, fishing, water skiing, swimming, etc.) were the most highly sought sites in the system.

This remains true today, and can be applied to the water recreation opportunities at Abiquiu and Cochiti Lakes (where there are water recreation facilities available for visitors, but there are no state parks), and to Conchas Lake, where there is a state park. According to that department's division, seven of New Mexico's 10 most popular state parks can be found at lake shores. An eighth, Cimarron Canyon State Park, offers the Cimarron River to trout fishermen, and a ninth, Coronado State Park, is contiguous to the Rio Grande. Only Pancho Villa State Park is a "dry" facility. Conchas Lake State Park, for your information, ranks sixth among that division's 38 state parks, attracting in excess of 150,000 visitors annually.

Among our office's marketing surveys since 1981, outdoor recreation (into which water recreation is tucked), and New Mexico's scenic beauty and history remain the top three reasons the Land of Enchantment enjoys more than 25 million travelers each year. These visitors have enabled the state's tourism industry to double its gross receipts, double arrivals at Albuquerque International Airport, and triple its lodgers tax receipts in the decade just ended. No other sector of the state economy can boast such an accomplishment.

Independently, the state river rafting industry (affected in part by the water storage at Abiquiu Lake) also represents a popular commercial activity that produces more than \$1 million in passenger gross receipts annually in northern New Mexico. Its unresolved complaint has been the ongoing release of water from upstream lakes during Spring and summer weekdays (when commercial rafting is slowest), instead of during weekends (when that industry is busiest). Perhaps this is the time for your Albuquerque District Office to convene a meeting sometime this Spring of the many vested interests in water recreation in New Mexico.

The New Mexico Tourism & Travel Division's role has always been, and shall remain, to promote the state as a travel destination domestically and abroad. However we have seen an intensification of networking in the state tourism industry in the last couple of years. The aforementioned vested interests -- together with your agency and the State Engineer's Office and our office -- would welcome the opportunity to outline these concerns and work together to address your budget shortfall. Perhaps such a convening could result in the creation of an interim committee that can represent this collective concern and articulate any alternatives, agreements or solutions to our Congressional and state legislators. Since this is an **operational and maintenance** issue, and not a marketing and promotional one, we see our role as one of support. Perhaps you can approach a representative in the New Mexico Energy, Minerals & Natural Resources Department to chair such a committee and act as its spokesperson.

Since your concern seems paramount, I have taken the liberty of sending copies of your letter and my response to Dr. Karen Brown, Manager of Special Programs in that department (Villagra Bldg., 408 Galisteo, Santa Fe 87503), and to Steve Miller of New Wave Rafting, Route 5, Box 302A, Santa Fe 87501. Their telephone numbers are (505) 827-7862 and (505) 455-2633, respectively. Dr. Brown is an impassioned advocate of outdoor recreation and chaired the State Trails Task Force a few years ago. As a result of her efforts, the state today has a guide to the many hiking trails on public lands. Mr. Miller is a concerned, articulate spokesman for the river rafting industry.

I also can personally vouch for the importance of water recreation activities in New Mexico, having skippered several boats on the state's largest lakes for more than 20 years.

I look forward to hearing from your Albuquerque District Office in the near future.

Sincerely,


BUZZ BAINBRIDGE
Director of State Tourism
(505) 827-0291

cc: Dr. Karen Brown
Denise Corrivau
David Wahus



STATE OF NEW YORK
PARKS, RECREATION AND HISTORIC PRESERVATION
ALBANY

ORIN LEHMAN
COMMISSIONER

January 16, 1990

Dear Major Kem:

Your letter to Governor Cuomo has been referred to this office for response. We agree that there is a critical need to maintain and enhance public water oriented recreational opportunities throughout New York State. Our Statewide Comprehensive Outdoor Recreation Plan identifies water oriented recreation among its highest policy priorities. Approximately 70 percent of the general public strongly agree that government should purchase additional public access to water resources. The Federal Government along with other levels of government have a major role in maintaining and expanding water recreation opportunities.

Within New York State, the four Corps projects provide an important service. Three of the projects are currently under management by the State or a local government to provide and maintain recreation facilities. The section of Corps lands on the Allegheny Reservoir and within Allegany State Park are managed under a lease agreement as part of the Park. In addition, we have recently developed a boat launching site on the Reservoir. Recreation facilities are maintained by the Department of Environmental Conservation (DEC) on East Sidney Lake and by the Town on Whitney Point. The DEC further supports extensive fishing management programs on these three water bodies and has a strong interest for the continuance of public access. Therefore, cooperative efforts between Federal and non-Federal agencies already exist in maintaining recreation facilities on COE projects.

The Corps maintains Lock 1 and the Black River Canal along the East and West ends of the state's 540 mile canal system. Also the Corps provided \$5 million through the Water Resource Act this year for the canal system. In retrospect, it seems that the role of the Federal Government might have been stronger in the provision of recreation opportunities within New York State.

January 16, 1990
Page 2

However, we are happy to see that this is beginning to occur with a recent cooperative program for the rehabilitation and improvement of the State's Barge Canal System.

Sincerely,

A handwritten signature in black ink, appearing to read "R. S. Kem". The signature is fluid and cursive, with a large initial "R" and "S".

Major General R. S. Kem
U.S. Army Corps of Engineers
Department of the Army
Washington, D.C. 20314



STATE OF NORTH CAROLINA
OFFICE OF THE GOVERNOR
RALEIGH 27603-8001

JAMES G. MARTIN
GOVERNOR

March 20, 1990

Major General R. S. Kem
Deputy Commander
Department of the Army
U. S. Army Corps of Engineers
Washington, D. C. 20314

Dear General Kem:

I am writing in response to your letter of December 14, 1989, requesting North Carolina's comments on ways to provide maximum recreation opportunities at Corps of Engineers water resources projects in North Carolina in the context of limited federal operation and maintenance funds.

The State of North Carolina has made a massive commitment of resources to State recreation management at Corps of Engineers projects. The State has leased all of the project lands at Falls Lake and B. Everett Jordan Lake, except for the dam sites. At these two projects, the Division of Parks and Recreation manages all developed recreation sites and the Wildlife Resources Commission manages the remainder of the projects as State gamelands. At John H. Kerr Reservoir, a much older project, the State also manages several large recreation areas as well as lands set aside for gamelands. The State has made new capital investments at Kerr Lake from time to time to improve the quality of recreation opportunities.

We have the impression that North Carolina has made a commitment to recreation management at Corps of Engineers projects that far exceeds that of the average State. We hope that in deciding how to use your limited recreation funds you will recognize this large State commitment and not withdraw Corps support from the small proportion of recreation sites that are managed by the Corps in North Carolina.

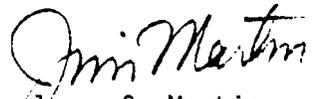
Major General R. S. Kem
Page 2
January 19, 1990

The Corps should seek to resolve the budget problem by achieving an equitable balance of Corps and non-federal management responsibilities at Corps reservoirs in each state, not by penalizing those states that have already accepted major management responsibilities at Corps projects.

Because of our large existing commitment of personnel and management dollars at Corps projects, it is unlikely that we could take on management of additional recreation sites.

When Corps budget constraints become clearer, please inform me of the implications for Corps recreation activities in North Carolina. We want to keep up with this and attempt to avoid loss of recreation opportunities for our citizens.

Sincerely,



James G. Martin

JGM:mdh

cc: Dr. Phillip McKnelly
Mr. John N. Morris



State of North Dakota

OFFICE OF THE GOVERNOR
600 E. Boulevard Ground Floor

BISMARCK, NORTH DAKOTA 58505-0001
(701) 224-2200



**NORTH DAKOTA
CENTENNIAL**
1889 North Dakota Centennial Commission

GEORGE A. SINNER
GOVERNOR

December 29, 1989

Major General R. S. Kem
United States Army
Deputy Commander
Corps of Engineers
Washington, D. C. 20314

Dear General Kem:

Thank you for this opportunity to offer input about recreational development on Corps of Engineers projects. As you may know, the recreation industry in North Dakota is one of our fastest developing sectors of the economy.

I am having my staff work with Mr. Doug Eiken, the North Dakota Parks and Recreation Department Director. Mr. Eiken will offer more specific comments and suggestions in the near future.

For my part, I want to encourage the Corps of Engineers to continue exploring all possibilities in recreational development. I am very supportive of public/private cooperation. The Corps can stimulate cooperative development by loosening restrictions on water access permits. Successful projects that have developed involve a public access site (boat ramp and basic facilities) adjacent to more developed private or public camping and resort facilities. In this way, private developers can profit from serving the public's needs, but access to the resource is not restricted.

Again, we will offer more specific comments in the near future. My best wishes to you in the New Year.

Sincerely,

George A. Sinner
Governor

GAS:JE:ksp

cc: Mr. Doug Eiken



State of North Dakota

OFFICE OF THE GOVERNOR

600 E. Boulevard-Ground Floor

BISMARCK, NORTH DAKOTA 58505-0001

(701) 224-2200

GEORGE A. SINNER
GOVERNOR

February 9, 1990

Mr. Dave Wahus, Executive Director
Recreation Task Force
U. S. Army Corps of Engineers (CECW-ZR)
20 Massachusetts Avenue NW
Washington, D. C. 20314-1000

Dear Mr. Wahus:

Enclosed are comments from Doug Eiken, Director of the North Dakota Parks and Recreation Department, in response to your request for input for the Recreation Task Force. I agree with Director Eiken's comments. I would like to emphasize, as does Mr. Eiken, our desire that the Recreation Task Force address ways to improve existing recreation, as well as trying to find the means to improve non-federal management.

I believe this is the time to emphasize recreation as many state economies, including our own, are becoming more dependent upon the travel business generated by these sites. I believe the emphasis of your task force should be on ways to enhance existing recreation, as well as providing improved opportunities for non-federal management.

Please contact Doug Eiken if you have further questions concerning this matter. He has indicated his willingness to participate in the Recreation Task Force workshop in Omaha on April 12 to represent the state.

Sincerely,

George A. Sinner
Governor

GAS:JE:ksp

Enclosure

cc: General Kem

**Comments
Corps of Engineers Recreation Task Force**

**Doug Eiken, Director
North Dakota Parks & Recreation Department**

Recreation is the only direct benefit of U.S. Army Corps of Engineers projects that is available to all citizens. The provision of recreation at Corps sites was a promise made to the general public and the states, when many productive areas were flooded to provide downstream protection for flood control and to provide navigation and hydroelectric power.

There are many people throughout the nation who are concerned that the potential transfer of Corps areas to other public and non-public managers is an attempt by the Corps to reduce their commitment to recreation.

The goal of the Recreation Task Force is to provide opportunities for non-federal management of Corps areas to the maximum extent possible. I feel the focus should also be on ways to enhance and improve support for recreation throughout the Corps system. In addition, policies should be adopted to provide convenient and appropriate opportunities for city, county, state and private sector operation of these recreation areas.

A number of Corps policies hinder this public/private partnership.

I. Lease Policies

Current Omaha District policies concerning leases to the private sector are too restrictive. Our studies indicate that major investments require longer leases. In addition, leases and permit requests should be processed in a more timely manner.

II. Funding

The Corps cost share program has been an effective way to encourage public and private sector involvement on Corps projects in the past. This program should be reinstated. A cost share of up to half the cost of development of basic amenities should be available for non-federal entities that request a leased site for recreation.

The Corps should also look at the new recreation initiative of the U.S. Forest Service, which includes increased recreation funding, cost share programs, cooperative ventures, partnerships, flexibility and an increased emphasis on recreation.

Adequate funding for maintenance of privately operated Corps sites is another concern. A policy which would require a certain percentage of revenues generated by private operation of the facility be earmarked specifically for continued maintenance and upgrading of the site is a necessity. Otherwise, there is a hesitancy by many private sector operators to provide maintenance because extra revenue is "skimmed off." Ultimately, this skimming practice results in a deteriorated public investment that may be a future taxpayer liability.

III. Consistent Water Levels

More consistent water levels, with better guarantees of lake access, are necessary to encourage non-federal management of Corps projects.

IV. Economic Models

Corps policies that recommend use of the 'willingness to pay' model for determining economic benefits of recreational use of Corps projects should be reviewed. The 'willingness to pay' is a specialized tool used by few research analysts and is not consistent with economic impact models used by other federal agencies. If this system of determining economic impacts is changed to be consistent with other recreation providers, the Corps will find recreation benefits far outweighs their costs.

V. Misconceptions

Corps officials frequently express concerns about 'commercialization,' 'over-development' and 'seasonality' of recreation areas. Local project managers realize that much development can occur without affecting the project's natural resources, and, in fact, may enhance the people's opportunity to enjoy the reservoir systems.

Corps officials at times are overly concerned about the effect on a recreational business of the short length of the recreation season, particularly here in North Dakota. They have tended to be overly concerned and cautious about encouraging privatization because of this factor. We believe that if the state is willing to provide backing for a private development, Corps officials should provide encouragement and promote quick action on our privatization efforts.

January 29, 1990

ODNR
OHIO DEPARTMENT OF
NATURAL RESOURCES

Major General R.S. Kem
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Fountain Square
Columbus, Ohio 43224

Dear Major General Kem:

Your letter to Governor Richard Celeste, regarding the future of recreation facilities at Corps' projects was forwarded to our department for response. Thank you for the opportunity to comment on this important issue.

The Ohio Department of Natural Resources has encountered fiscal constraints very similar to those the Corps is currently experiencing. Our department has undertaken cost cutting measures and is actively involved with regional and local parks and recreation departments to develop alternative funding sources to meet our management, rehabilitation and development needs. At this time, it would be almost impossible to assume the additional management responsibilities of Corps' water development projects.

In your attached issues for consideration, you listed incentives to build partnerships between the federal and non-federal sectors. We suggest that when clear and defined needs are exhibited for facilities and/or access to Corps' properties, the Corps should consider a cost-sharing incentive with the outgrant state to acquire access or develop facilities. A 50-50 cost sharing arrangement could be an appropriate starting point for negotiation.

Once again, thank you for the opportunity to comment. It is the shared hope of Governor Celeste and this Department that a mutually agreeable alternative for the future management of these areas can be reached. We are looking forward to any future reports on the status of this issue.

Sincerely,



JOSEPH J. SOMMER
Director

JJS/cag

cc: Dave Wahus, Executive Director
Recreation Task Force
Ted Ford, Office of the Governor
Len Roberts, Deputy Director
Recreation Management
John Piehowicz, Deputy Director
Resource Protection
Stanley Spaulding, Chief
Division of Parks & Recreation
Clayton Lakes, Chief
Division of Wildlife
Dr. Michael D. Craden, Chief
Office of Outdoor Recreation Services
Bob Lucas, Office of Chief Engineer

Richard F. Celeste, Governor



COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF ENVIRONMENTAL RESOURCES

2150 Herr Street
Harrisburg, Pennsylvania 17103-1625

December 28, 1989

717-787-6640

Bureau of State Parks

Maj. General R.S. Kem
U.S. Army Corps of Engineers
Washington, DC 20314

Dear General Kem:

Governor Robert P. Casey has asked me to respond to your letter of December 14, 1989, concerning the expansion of the role of non-federal public and private entities in providing recreational opportunities at Corps' water resource development projects.

The Department of Environmental Resources currently leases approximately 2,837 acres of park land from the U.S. Army Corps of Engineers. In the early 1980s several park land leases with the COE had been terminated because of budget constraints. In 1987, Governor Casey and the General Assembly recognized that years of neglect had left our state parks at risk. Accordingly, funding for the park system has been increased approximately 30% over the past three years. For the first time in more than a decade, new staff members have been hired. Yet the system continues to experience intense pressures on its natural and financial resources and increasing demands on park facilities and infra structure.

In June, as part of the "State Parks 2000" planning initiative, the Department of Environmental Resources distributed 120,000 state parks questionnaires. More than 13,000 Pennsylvanians took the time to let us know their concerns, opinions, and ideas about their state parks. The enthusiastic public response is indicative of the importance of Pennsylvania's state parks to the citizens of the Commonwealth and their concern about the future of the state park system.

The administration's State Parks 2000 initiative is intended to accomplish something that has never been done before — enlist all Pennsylvanians in a comprehensive planning program to guide the future of Pennsylvania's state park system.

Over the next several months we will hold a series of public meetings across the Commonwealth to receive further comments. Following this public review we will prepare a final State Parks 2000 plan to be released in late spring next year.

We must find new sources of money to adequately staff, operate, and maintain a system of parks providing modern facilities and high quality recreational opportunities. Until State Parks 2000 is finalized and implemented, we are apprehensive about expanding our role as a non-federal public entity providing additional recreational opportunities on COE leased park land. However, I would appreciate receiving a copy of your plan to maintain and/or enhance public recreational opportunities at Corps Water Resource Projects when it is available from the Corps' Recreation Task Force.

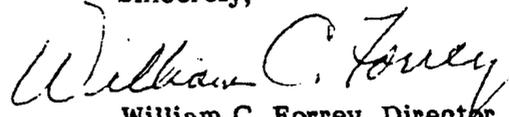
Maj. General R.S. Kem

- 2 -

December 28, 1989

Your concerns for sustaining and enhancing current COE programs within current budget constraints are appreciated and I would like to thank you for taking the time to contact us.

Sincerely,


William C. Forrey, Director
Bureau of State Parks



State of Rhode Island and Providence Plantations

EXECUTIVE CHAMBER, PROVIDENCE

Edward D. DiPrete

Governor

January 2, 1990

R. S. Kem
Major General, U.S. Army
Deputy Commander
Department of the Army
U.S Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

On behalf of Governor DiPrete, I would like to thank you for your recent letter regarding the Army Corps of Engineers Recreation Task Force.

As you mentioned, Rhode Island currently has no Corps water resource development projects providing recreational opportunities. However, there are no existing laws, policies, or other constraints that deter greater involvement by non-federal interests.

On the State level, Rhode Island does utilize the Rhode Island National Guard and the United States Navy Construction Battalion in Davisville for public recreational support projects, provided that the projects fit into their respective training programs. As you must experience at the federal level, budget constraints have made it essential to examine our expenditures very carefully and, therefore, I would be very interested in any suggestions that you may have.

Once again, thank you for your letter and do not hesitate to contact me if you have any further questions or comments.

Sincerely,

Sally T. Dowling, Director
Governor's Policy Office



STATE OF SOUTH DAKOTA

GEORGE S. MICKELSON
GOVERNOR

EXECUTIVE OFFICE
STATE CAPITOL
PIERRE, SOUTH DAKOTA
57501
(605)773-3212

January 4, 1990

Mr. Dave Wahus
Executive Director
Recreation Task Force
U.S. Army Corps of Engineers (CECW-ZR)
20 Massachusetts Avenue, NW
Washington, D.C. 20314-1000

Dear Mr. Wahus:

I appreciate the recent letter from Major General R. S. Kem and commend the Corps of Engineers for establishing a recreation task force to address recreational opportunities at federal water projects. South Dakota is very interested in this issue and would like to be actively involved in the efforts of the task force.

I am a strong advocate for economic development in this state, and firmly believe tourism/recreation can play a vital role in accomplishing our development objectives. Recreation along the Missouri River in South Dakota has become a major industry worth millions of dollars to our economy, and the Corps of Engineers is an important player in this enterprise. Tourism and recreation activity along the Missouri River has increased at a rate of over thirteen percent per year for each of the past four years. The Sport Fishing Institute, a national nonprofit conservation association, has estimated the economic impact of sport fishing in South Dakota is \$53 million annually, and forty percent of such activity is generated by the Missouri River. Projections based on a 1983 study, "Economic value of Recreation and Fisheries Equipment," would place estimated resident and nonresident expenditures for fishing, hunting and recreation on the four reservoirs in South Dakota at over \$156 million annually. (See enclosed report.)



Mr. Dave Wahus
January 4, 1990
Page 2

I recognize the Missouri River as one of our most important natural resources, finite and renewable. In order to address the issues of Missouri River fish and wildlife resources, bank stabilization and tourism/recreation development, I have established the Missouri River Resource Enhancement Program. (See enclosed report and resolution.) The objective of this program is to properly balance the protection, use and development of the river on a sound and coordinated basis. As part of this effort, I have specifically directed the Departments of Water and Natural Resources and Game, Fish and Parks to develop a plan to address Missouri River fish and wildlife mitigation and enhancement, and to identify key areas in need of bank stabilization. These agencies have been working with the Corps of Engineers and the U.S. Fish and Wildlife Service on such plans, and I look forward to implementing their recommendations.

In addition, I directed the Departments of Tourism and Game, Fish and Parks to assess the feasibility of Missouri River tourism/recreational development. The feasibility report, prepared by Recreation Management Opportunities, Inc., has been completed, and I believe it provides us with a good plan regarding how we should proceed with such projects. (See enclosed report.) As the report indicates, we do not intend to move forward with any Level I full service residential resorts since the market is simply not sufficient to justify these types of facilities. The report also recommends the development of four Level II destination resorts such as the River Ranch Resort project, and we do intend to support such projects. Please understand these projects will not, in any way, exclude public use and access.

The six Missouri River reservoirs provide about 5,950 miles of shoreline, which is roughly equal to the 6,050 miles of coastal shoreline in the combined states of California and Washington. In South Dakota, we have about 2,850 miles of Missouri River shoreline, which is roughly equal to the 3,035 miles of coastal shoreline in the state of California. The RMO, Inc., report recommends four major tourist facilities and eight support facilities. I do not believe anyone would consider four major facilities along the California coast to be an over-saturation of that resource, and I do not believe such facilities will over-saturate the Missouri River shoreline in South Dakota. Nevertheless, we intend to take a careful and deliberate approach to developing these facilities. Such

Mr. Dave Wahus
January 4, 1990
Page 3

development will not happen overnight. In fact, it may take twenty years to see the level of development recommended in the RMO report. I believe this development should occur to the extent sufficient markets exist to support development, and to the extent such development does not impair our fish and wildlife resources.

The state has already provided substantial cost-sharing funds to support Missouri River recreational development, and we intend to provide further financial support for sound projects. Over the past few years, the state and the Corps of Engineers have jointly implemented a \$12 million Missouri River recreational development program. The state share for this effort was \$7.7 million and the program included improvements at 21 lake access areas, 13 lakeside recreation areas, and 15 fishery enhancement sites. The state is also willing, and has committed, nonfederal funds to cover public sewer, water and road access costs associated with various resort and recreational facility projects in much the same way as the state provides support for industrial park infrastructure requirements.

From our perspective, the Corps of Engineers needs to address both existing facilities and future development, while recognizing fiscal reality. We know the federal budget deficit will loom over us for several years and future budgets will be equally lean, if not even leaner than this year. Rather than engage in yearly budget battles, I believe it is time for the state to sit down together with the Corps of Engineers and develop a long-range recreational management plan. This plan should address directing limited resources to those facilities which enjoy the greatest use, improving existing facilities, and developing new facilities to meet expanding and diverse recreational interests. With such a plan in place, we can fashion federal and state budgets accordingly. We must develop a complementary federal and state strategy to accomplish our river management objectives, rather than engage in adversarial, counter-productive conflicts over budget requests and recreational facility needs.

South Dakota has stepped up its efforts to develop new park facilities and maintain state managed sites along the Missouri River. The state of South Dakota now budgets and manages over one-third of the recreational sites owned by the Corps of Engineers. However, South Dakota's best efforts at

developing our Missouri river recreational resources will be negated without greater cooperation from the Corps of Engineers.

The Corps of Engineers is reducing its prime work force available to maintain recreation areas, and placing a heavier reliance on contracted services. Contracted services now make it very difficult for the local Corps of Engineers' office to respond in a timely manner to all of the problems associated with low water. Such services must offer greater flexibility to deal with emergencies, over-utilized facilities and daily problems at boat ramps caused by siltation and receding water levels.

In regard to future development, the Corps of Engineers can greatly assist or hinder the state in securing new Missouri River tourism/recreational projects. In particular, the Corps of Engineers must address the leasing process, financing, and the adequacy of reservoir water levels in conjunction with the federal responsibility for Missouri River development. The Corps of Engineers must do more to support public/private partnerships and allow greater access to public lands for sound public/private development projects.

We are currently in the process of working with the Corps of Engineers, the local project sponsor (Lyman County), and the developer (Regency Inns Management, Inc.) to obtain a lease for the proposed River Ranch Resort project on the Missouri River near Oacoma, South Dakota. The lease application for this project was submitted to the Corps of Engineers-Omaha District on March 1, 1989, and we wish to commend the district for the positive support that has been received during the application review process. At the same time, however, we have encountered some difficulty due to a lack of clear policies and criteria associated with obtaining the lease. The level of detail required in the application, the mitigation requirement for non-wildlife resources, and the linkage between obtaining a lease and obtaining a Section 404 permit have resulted in a lengthy, time consuming application process. In addition, we must still obtain approval from the Corps of Engineers' Missouri River division office and the Chief of Engineers' headquarters office prior to entering into the lease. Thus, it will probably take us 12-18 months just to complete the lease application process. We need to improve the system for obtaining a lease, and have a number of suggestions in this area. For example, perhaps the Corps of Engineers' district office should be able to enter into

a lease on a contingent basis subject to the applicant obtaining all necessary federal and state permits. This could reduce substantially the time required to obtain a lease, serve as a showing of positive intent on the part of the Corps of Engineers, and allow the sponsors/developers to proceed with investing the time and money required to develop such a project without undue risk.

In the financing area, the Corps of Engineers and other federal agencies such as Economic Development Administration (EDA) should review existing federal grant and loan programs to possibly make assistance available for tourism/recreation projects. For example, the Corps of Engineers Section 107 small navigation program should be made more accessible for marina and marina break water facilities in conjunction with Missouri River development. In addition, the construction of sewer, water, road and other support facilities should receive federal funding support within existing budget constraints. While the Corps of Engineers is authorized by P.L. 89-72 to enter into cost-sharing agreements for recreation development, the current Corps of Engineers policy of not cost-sharing in such projects with local sponsors is self-defeating and stymies needed improvements. The Corps of Engineers must take a positive view toward contributing funding for projects if it is going to be successful in promoting the development, enhancement and operation of recreation facilities by non-federal public agencies and the private sector. Further, if the Corps of Engineers wishes to encourage non-federal financing of new projects, current federal policy restrictions on exclusive use facilities should be reviewed and possibly revised. While ensuring public use of the Missouri River shoreline is a critical requirement, it may be appropriate in certain limited cases to consider innovative leasing arrangements and special use options.

Another matter of great concern to South Dakota is the issue of Missouri River reservoir operations and highly variable water levels. While reservoir water level problems in this area have been greatly compounded by the current drought, we must recognize the changing use of the Missouri River and develop a more contemporary reservoir operating plan. The upper Missouri River basin governors have directly addressed this water level problem on a short-term and long-term basis, and we believe strongly in the need to establish minimum reservoir water levels. (See enclosed position statement.) We do not oppose reservoir

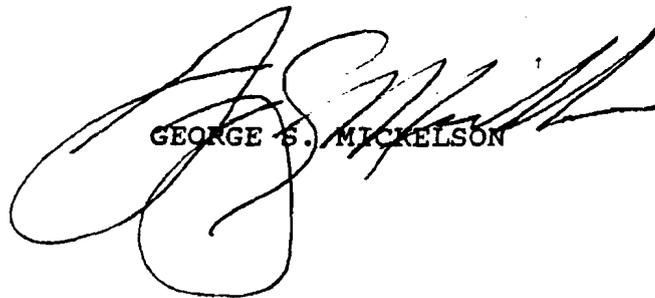
Mr. Dave Wahus
January 4, 1990
Page 6

releases for downstream summer and winter purposes such as navigation and water supply intakes, but we do believe it is possible to develop a more efficient, conservation based reservoir operating plan to meet the many existing and emerging needs of both upper basin and lower basin states.

We hope these general comments will assist the Corps of Engineers recreation task force, and would be pleased to further discuss these issues with you in greater detail. Please contact Tim Edman of my senior staff if you wish to further pursue this subject.

Again, I commend the Corps of Engineers for your efforts in this area and wish you success.

Very truly yours,



GEORGE S. MICKELSON

GSM:tel

Enclosures



STATE OF TEXAS
OFFICE OF THE GOVERNOR
AUSTIN, TEXAS 78711

WILLIAM P. CLEMENTS, JR.
GOVERNOR

March 19, 1990

Mr. R. S. Kem
Major General, U.S. Army
Deputy Commander
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

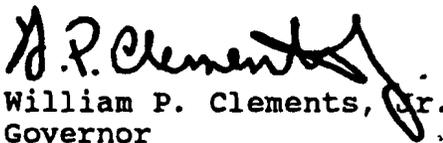
Thank you for your correspondence regarding expanding the role of non-federal public and private entities in providing recreation opportunities at Corps projects.

I support your efforts to explore innovative methods of maintaining and enhancing public recreational opportunities at Corps water resource projects. However, the state of Texas would be unable to assume operation of any of the small access parks currently operated by the Corps. In addition to our own budget constraints, I feel the wide distribution of these parks would greatly impede our ability to provide proper management. Numerous free access points on lakes also severely limit our ability to collect fees, which can be used to defray operating expenses.

I understand that the Corps has discussed the operation of larger, more economical and manageable units with the Texas Parks and Wildlife Department. I would encourage you to continue that working relationship. I would also support continuation of funding assistance on a matching basis for park development and operation costs.

Again, thank you for the opportunity to provide my comments and suggestions.

Sincerely,


William P. Clements, Jr.
Governor

WPC:SWB/aa/bf

State of Vermont



Department of Fish and Wildlife
Department of Forests, Parks and Recreation
Department of Environmental Conservation
State Geologist
Natural Resources Conservation Council

AGENCY OF NATURAL RESOURCES

103 South Main St., 10 South
Waterbury, Vermont 05676

DEPT. OF FORESTS, PARKS AND RECREATION

Tel: (802) 244-8714

February 23, 1990

R. S. Kem
Major General U.S. Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

Governor Madeleine Kunin has asked me to respond to your letter of 14 December, 1989 about your plan to use non federal public agencies and the private sector to operate Corps recreation facilities. We apologize for the delay in responding to your letter. A variety of circumstances including some confusion about what was expected has caused the delay.

At the present time our Department and Fish and Wildlife Department lease a portion of the North Hartland Lake area from the Corps where we manage a campground and waterfowl area. A number of years ago through an agreement with the Corps we managed the beach at North Springfield Lake. The campground is doing well and is an asset to our system. We gave up the North Springfield area partly because it was a financial liability. Our present financial situation prevents us from accepting any additional arrangements with the Corps unless their operation would be at least cost covered either through fees and charges or financial support from the Corps. Our recent experience leads us to believe that local government in our state is in same or similar situation. We have been trying to lease one of our operations to the private sector. The private sector is not interested unless they can make a profit. Our observation is that except maybe for Ball Mountain Lake Campground, none of your remaining facilities in Vermont can meet those expectations under their present operating mode.

We are not aware of any legal or policy constraints that would deter greater non-federal involvement. From our perspective here the important incentive for non-federal involvement as I stated in the previous paragraph is financial support. We are not aware of any other federal programs that could assist in non-federal involvement.

Sincerely,

A handwritten signature in black ink, appearing to read 'Paul W. Hannan', written over a horizontal line.

Paul W. Hannan, Commissioner

tlp

cc: George Hamilton
Daniel M. Wilson
Edward J. Koenemann

69



COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

December 19, 1989

Gerald L. Baliles
Governor

Major General R. S. Kem
Deputy Commander
United States Corps of Engineers
Washington, D. C. 20314

Dear General Kem:

Governor Baliles has asked me to thank you for your letter of December 14 advising that the Army Corps of Engineers has established a Recreation Task Force to develop a plan to maintain and/or enhance public recreational opportunities at Corps water resource projects.

The Governor appreciated having this detailed information. We will be back in touch with you if we have any comments.

With kindest regards, I am

Sincerely,

A handwritten signature in cursive script, appearing to read "R. B. Jones, Jr.", written in dark ink.

Robert B. Jones, Jr.
Special Assistant

jw

cc: The Honorable John W. Daniel, II
Secretary of Natural Resources



COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

December 29, 1989

John W. Daniel, II
Secretary of Natural Resources

(804) 786-0044
TDD 371-8334

Major General R. S. Kem
Deputy Commander
United States Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

I am writing to follow up on your recent correspondence with the Governor's Office regarding the establishment of a Recreation Task Force.

The Virginia Department of Conservation and Recreation administers the Virginia state park system and provides financial assistance to state agencies and political subdivisions for the acquisition and development of public outdoor recreation areas. The Department also prepares the State Comprehensive Outdoor Recreation Plan and provides recreation technical assistance to the public and private sectors.

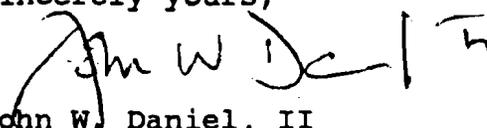
Department staff will have an interest in your plans for U.S. Army Corps of Engineers recreation projects in Virginia. If appropriate, the Department's staff would be willing to provide input at your Task Force meetings or via correspondence. If this arrangement is agreeable with you or some other approach is more appropriate, please contact:

Mr. Arthur H. Buehler
Division of Planning and Recreation Resources
Department of Conservation and Recreation
203 Governor Street, Suite 326
Richmond, Virginia 23219

Thank you for your consideration.

With kindest regards, I am

Sincerely yours,


John W. Daniel, II

cc: Mr. B. C. Leynes, Jr.
Mr. Arthur H. Buehler



TOMMY G. THOMPSON

Governor
State of Wisconsin

February 1, 1990

Major General R.S. Kem
U.S. Army
Deputy Commander
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear Major General Kem:

Thank you for your recent letter requesting my comments concerning "opportunities, constraints, and capabilities for expanding the role of non-federal public and private entities in providing recreation opportunities" at certain Corps of Engineers' projects.

To assist me in making relevant comments on this topic, could you please provide me with additional information that identifies the specific recreation facilities available at the projects listed in your correspondence? Please direct the information to Ms. Tanace Matthiesen, Wisconsin Department of Administration, Federal/State Relations, Post Office Box 7868, Madison, Wisconsin 53707-7868. If you have any questions, please contact Ms. Matthiesen at (608) 266-2125.

Thank you again for requesting my input.

Sincerely,

A handwritten signature in cursive script that reads "Tommy G. Thompson".

TOMMY G. THOMPSON
Governor

TGT/poj



State of Wisconsin

DEPARTMENT OF NATURAL RESOURCES

Carroll D. Besadny, Secretary
Box 7921
Madison, Wisconsin 53707
TELEFAX NO. 608-267-3579
TDD NO. 608-267-6897

May 14, 1990

Major General R.S. Kem, U.S. Army
Deputy Commander
Department of the Army
U.S. Army Corps of Engineers
Washington, D.C. 20314

Dear General Kem:

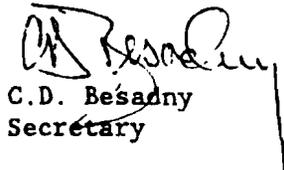
Your December 14, 1989 letter to Governor Thompson regarding a Recreation Task Force on maintaining and/or enhancing public recreational opportunities at Corp projects was recently referred to me for response. I understand that your staff desired an early response. Therefore, I can only provide general information.

In reviewing the list of Corp recreational facilities in Wisconsin, most are already managed by non-federal public agencies and the private sector. There are no policies or laws that would prevent greater non-federal or private involvement on Corp facilities in Wisconsin. However, it is unlikely that you will find many non-federal public agencies or the private sector that would accept management responsibilities on Corp facilities without some type of economic incentive. Incentives could take the form of long-term agreements where the non-federal interests could charge adequate fees to provide sufficient funds to operate the site, or the Corp could lease or contract maintenance.

The Department has had some success in using non-state public agencies and private sector groups to manage some state properties. Local towns and civic organizations maintain boat launches and small day-use parks by contract or lease. We find in many cases it is often cost-effective to contract the maintenance on these parks. The Department has also had some success establishing "Friends" groups, which are a group of people that help provide manpower and funds for managing some of our state parks. The Department's Bureau of Parks and Recreation has prepared a handbook for "Friends" groups (attached). These techniques may be an alternative for some of the Corps projects.

I hope this information is of some value to the Task Force. Please feel free to contact Doug Fendry in the Department's Bureau of Property Management if you would like more information on our contracts, leases or the "Friends" program.

Sincerely,


C.D. Besadny
Secretary



STATE OF WYOMING
OFFICE OF THE GOVERNOR
CHEYENNE 82002

MIKE SULLIVAN
GOVERNOR

January 22, 1990

Major General R. S. Kem
Deputy Commander
U.S. Army Corps of Engineers
Department of the Army
Washington, D. C. 20314

Dear Major General Kem:

Thank you for your recent letter soliciting information from the State of Wyoming regarding the efforts underway by the Corps to develop a plan to maintain and/or enhance public recreational opportunities.

The Recreation Task Force established for this effort has been assigned a rather formidable task. It is a task however, that should not be taken lightly and I would encourage the Corps to make every effort to obtain. I am positive my fellow Governor's in the states which contain Corps recreation projects have clearly stated to you the importance of recreation and tourism to their state's economy and employment. This is also true in Wyoming. Therefore, the directive for this Task Force by Mr. Robert W. Page, the Assistant Secretary of the Army for Civil Works, to not consider the closure of facilities and to explore the potential for future operations by non-federal entities is commendable.

I would suggest to the Recreation Task Force that the provision of outdoor recreation opportunities in the State of Wyoming is an example of an outstanding success story worthy of further study. Wyoming has an excellent working relationship between all levels of government and the private sector. Six of Wyoming's state parks are operated at federal Bureau of Reclamation reservoirs through individual lease agreements. Many of these state parks also have private concessionaires in operation.

Major General Kem
January 22, 1990
Page 2

Non-federal public agencies and the private sector can, and do, operate at federal facilities. I would add however, the most important ingredient for success in this matter is cooperation by all parties involved. This cooperation is only obtainable through honest and open communication. I would hope the work of the Task Force would recognize these factors.

While I have not addressed the potential issues for consideration as you listed, I trust that I have at least provided some food for thought. I would encourage you to keep Wyoming abreast on the progress made in regards to this project and I would request a copy of your final report. The Wyoming Recreation Commission; specifically Mr. Gary Thorson, Chief, State Parks Division, who may be reached at (307)777-6324, will assist you if additional information is required.

Very truly yours,



Mike Sullivan

TENNESSEE VALLEY AUTHORITY
KNOXVILLE, TENNESSEE 37902

ICE OF THE BOARD OF DIRECTORS

APR 3 1990

Major General R. S. Kem
Deputy Commander
U.S. Army Corps of Engineers
Washington, D.C. 20314

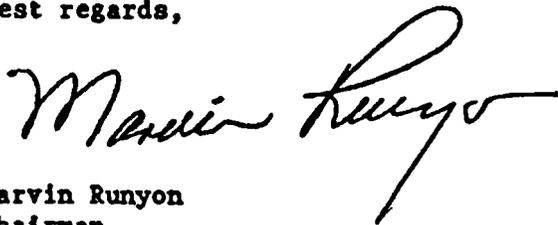
Dear General Kem:

Thank you for your March 6 letter describing your Recreation Task Force and its focus on maintaining and enhancing public recreational opportunities at U.S. Army Corps of Engineers (USACE) projects in the face of budget constraints.

Over the past several years, TVA has employed a variety of approaches to achieve quality management of our public recreational facilities. A number of arrangements have been used in response to reduced funding, including cooperative maintenance agreements with other public agencies and volunteers, commercial licenses, concession agreements, and long-term leases. In addition, we have furnished planning and technical assistance to public agencies and the private sector who provide recreational facilities on the reservoir system. I have asked our Operations and Maintenance/Public Use Department staff to contact Dave Wahus to further discuss the task force's activities and offer more detailed input on TVA's experience with cooperative maintenance arrangements.

Thank you for the opportunity to share our experiences. We look forward to learning more about USACE's plans concerning this matter.

Best regards,



Marvin Runyon
Chairman



United States Department of the Interior



FISH AND WILDLIFE SERVICE
WASHINGTON, D.C. 20240

ADDRESS ONLY THE DIRECTOR,
FISH AND WILDLIFE SERVICE

In Reply Refer To:
FWS/RF/90-1404

APR 10 1990

R.S. Kem, Major General,
U.S. Army, Deputy Commander
CECW-ZR
20 Massachusetts Avenue, NW
Washington, D.C. 20314-1000

Dear General Kem:

This letter is in response to your request for information on U.S. Fish and Wildlife Service (Service) strategies and programs for providing recreational opportunities on Service lands. As you have indicated, we do conduct programs in volunteers, challenge grants, cooperating associations, and the Youth Conservation Corps. Additionally, many refuges are adopted by the Audubon Society.

Each one of the programs listed above have individual and unique impact on national wildlife refuges. Rather than trying to break each program down individually in this letter, I have enclosed a briefing or other information on each topic for your review.

If you have any questions on any of these programs, feel free to call Charles L. Holbrook, Division of Refuges (703) 358-2029 FTS 921-2029.

Sincerely,

DIRECTOR

Enclosure