

**USACE RECREATION PROGRAM  
STAKEHOLDER VIEWS REPORT  
29 – 31 OCTOBER 2002, NASHVILLE, TENNESSEE**

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*FINAL*

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*January 2003*



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*FINAL*

by

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# I. INTRODUCTION

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## MEETING OVERVIEW AND OBJECTIVES

The U.S. Army Corps of Engineers (USACE) Natural Resources Management Branch, Recreation Program identified individuals and organizations with key interests in the current and future role of the USACE Recreation Program. These stakeholders were invited by USACE to a meeting to learn about the Recreation Program and to express their ideas that may assist USACE to improve the existing recreation programs. The meeting occurred in Nashville, Tennessee on 29-31 October 2002. Those invited represent a sampling of the wide spectrum of organizations with an active interest in the viability of the USACE Recreation Program. Twenty stakeholders representing federal agencies, nongovernmental organizations, state park officials and concessionaire interests participated in the sessions. The participants represented not only those with a national constituency, but also organizations with interest in a particular USACE project site. A full list of meeting participants may be found in Appendix A.

Four meeting objectives were defined for these activities:

- To foster an understanding for stakeholders of USACE role in recreation opportunities.
- To listen to stakeholders concerns and thoughts with the purpose of discovering ideas for improving the stewardship of recreation on USACE lands and waters.
- To obtain input to further develop Strategic Planning for USACE Recreation business programs of the future.
- To document stakeholder views.

The USACE staff worked with Planning and Management Consultants, Ltd. (PMCL) to design the workshop activities and agenda. (The full agenda is presented at Appendix B.) Specific discussion of the issues and questions occurred within three breakout sessions. Results of each breakout session were presented to the plenary session and are exhibited in Appendix C.

A field activity was included as part of the meeting agenda. A bus tour of the J. Percy Priest Dam and Lake was provided to set a frame of reference for the participants to build on when considering the meeting objectives and specific recommendations. Appendix C includes a list of the facilities viewed during the tour. The stakeholders were able to view USACE facilities at their best but the local management team members noted particular instances where some facilities were unusable or sub-standard and in need of repair.

The agenda, questions and issues discussed were directed to provide a listening session for USACE personnel present. As such, these HQUSACE Recreation Program representatives did not actively participate in the breakout sessions. Rather, USACE

representatives offered introductory and welcoming remarks at the outset, made themselves available to clarify a particular group discussion as needed, and only observed during the plenary sessions.

During the initial plenary session, stakeholders were introduced to three questions they would be asked to consider in their respective breakout groups:

1. Using your organizations' mission or the implied goals of the constituents that you represent as a frame of reference, what is important to you concerning outdoor recreation and tourism?
2. What role should USACE lakes have in your key priorities or concerns?
3. What additional opportunities face USACE that would assist us in accomplishing or resolving the priorities or key concerns that have been identified?

In the opening plenary session attendants met to review agendas, meeting formats and were assigned to breakout groups. Acting Chief of the Natural Resources Management Branch Operations Division USACE Civil Works Directorate, George Tabb, Jr. welcomed all participants and outlined the current status of the USACE Recreation Program. This presentation is at Appendix C.

Three breakout groups were designed to poll the interests of the participants as they related to three questions written specifically to guide the dialogue and responses toward the meeting objectives stated previously. Heterogeneous assignments were made to the breakout groups to maximize a diverse exchange of ideas. The findings of the groups are presented in Chapter II and detailed in Appendix D.

Stakeholders were encouraged to not only participate actively in the small-group discussions, but to also take this opportunity to hear other interests present. Stakeholders were asked to follow, among others, the ground rule "to hear and be heard." Each breakout group selected a Group Spokesperson (GSP) to summarize the discussion and present the key priorities on behalf of their group in each of the Spokesperson Report Out sessions. The benefit of using the GSP approach is to insure the meeting participants retain ownership of their thoughts and ideas throughout the meeting events. This process was followed for each of the three small breakout activities during the two-day meeting. Appendix D presents the individual responses to each activity worksheet as well as summary notes of each breakout session.

Following the third break out activity session, the group presented a summary of the meeting activities to US Army Major General Robert H. Griffin, Director of Civil Works. All participants were invited to be present for the briefing and select stakeholders were chosen to submit the group's findings on behalf of the entire conference.

## **REPORT OVERVIEW**

Following this introduction, Chapter II presents a summary of the Break Out Group key priority issues as presented to all participants in the Spokesperson Report Outs. Chapter III includes the meeting outcomes and offers recommendations for the USACE Recreation Program management team. In addition to the four appendices previously referenced in this introduction, Appendix E presents the tabulation of the meeting evaluation statistics.



## **II. BREAK OUT SESSIONS AND SPOKESPERSON REPORT OUTS**

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### **BREAK OUT ACTIVITY OVERVIEW**

At the outset of the each Breakout Session, the facilitators reviewed the purpose of the activity. Each group considered the same questions during the three activity breakout sessions. As each question was considered, individual responses were recorded and posted for viewing by the entire group.

Following several rounds of input, the breakout group reviewed the list of responses they generated. Those responses requiring clarification or added discussion were considered. Responses were reviewed further for similarity and common relationships. Those items found to meet these criteria were joined and offered as an individual issue during prioritization.

Finally, group members ranked the issues that best represented the highest priority from their own small group. These top issues were taken to the general plenary sessions and summarized by the respective Group Spokespeople. Summaries of the key priorities from each of the three breakout activities are presented in the following sections.

#### **Activity 1 Key Priorities**

**Using your organizations' mission or the implied goals of the constituents that you represent as a frame of reference, what is important to you concerning outdoor recreation and tourism?**

#### ***Responses***

- Partnerships “synergize” use of public and private resources for the greater public good
  - = Strengthening relationships between USACE and marinas and other concessionaires to establish competitive commercial rentals and rates in support of public recreational opportunity
  - = Develop non-profit partnerships to assist USACE in developing educational, recreational and tourism opportunities

- Interpretation, education and information foster appreciation, stewardship and sustainable use of USACE resources
  - = Promote homeland security, safe use and appropriate emergency response for recreational use
  - = Promote recreational, social, tourism opportunities
  - = Reach out to and engage non-traditional/new user groups
- Promote/provide diverse and appropriate volunteer opportunities
  - = Assist USACE management in meeting its mission through consistent training of staff and volunteers
- Create an incentive for revenue development to USACE through legislative policy
- Provide high quality facilities and services that meet a diverse public's recreational needs regardless of who manages them
- Provide adequate incentives and safeguards to encourage private and public sector investments and management
- Maximize and publicize the volunteer program
- Market recreation related facilities using all forms of media and through partnerships
- Provide quality recreation facilities for diverse segments of the population, addressing facility conditions and access to roads, ramps, etc.
- Balance demand versus resource protection
- Provide physically challenged users accessibility to forests, fishing, hunting, birding, etc.
- Ask USACE to allow user input on evaluation of current and proposed restrictions
- Promotion of USACE facilities to include directories of parks and campgrounds and other electronic information sources

Following presentation of these issues to the plenary session, similar issues were combined. The plenary session prioritized these items in order of importance. This resulted in a list of seven priorities that represented the overall consensus of the stakeholders in response to Question 1.

These seven issues were then divided among the breakout groups to be further considered in response to Question 2. The specific issues assigned and the results of the prioritization follow. Issues are presented in order of priority as resulted from the plenary sessions.

## Activity 2 Key Priorities

**What role should USACE lakes have in your key priorities or concerns?**

**Issue 1 (38 points): *High quality facilities that meet diverse publics' recreational needs, regardless of who manages them.***

Provide quality recreational facilities for diverse segments of the population and provide physically challenged users accessibility to forests, fishing, hunting, birding, etc.

### ***Issue 1 Responses***

- The USACE should make a long-term ongoing commitment to outdoor recreation
- Bring in and explore opportunities with various groups to develop USACE properties; consult with groups such as Paralyzed Veterans of America, American Association of Retired Persons, Marine Retailers Association of America and other state marina associations by consulting regularly with an established advisory board. Poll recreationists on what their needs and concerns are through existing magazines, newsletters, and other publications of partner groups.
- Utilize traditional funding such as federal, state and local government; and concession contracts as well as non-traditional resources for funding such as corporate sponsors, volunteer organizations and special interest groups to supplement opportunities to provide enhanced recreational opportunities
- Identify recreation facilities and infrastructure that need restoration or expansion. This would result in an updated inventory, a summary report and a needs report by state that is available to the public.
- Provide consistency across the country for users
- Benchmark with other federal, state, local and private sector recreation providers

**Issue 2 (26 points): *Provide adequate incentives and safeguards to encourage private and public sector investments and management.***

Partnerships “synergize” the use of public and private resources for the greater public good. Strengthening relationships between USACE, marina and other concessionaires to establish competitive commercial rentals and rates in support of public recreational opportunities. Develop non-profit partnerships to assist USACE in developing educational, recreational and tourism opportunities.

## ***Issue 2 Responses***

- Develop a USACE strategic plan for partnership development and continuously involve partners in planning, review and guidelines
- Develop USACE staff capacity to work with partnerships:
  - = Training
  - = Ambassadors
  - = Front Line Managers
- Promote partnership opportunities through a competitive proposal process
- Provide appropriate incentives:
  - = Rental Rates
  - = User Fees
  - = Leases, etc.
- Create Partnership Advisory Council(s)

## ***Issue 3 (15 points): Market recreation related facilities through partnerships using all forms of media.***

Interpretation, education and information foster appreciation, stewardship and sustainable use of USACE resources. Promote homeland security, safe use and appropriate emergency response for recreational use. Promote recreational and social tourism opportunities and reach and enlarge non-traditional and new user groups.

Promote USACE facilities by publishing directories of parks and campgrounds and other electronic and non-electronic information sources.

## ***Issue 3 Responses***

- Establish a policy that affirms the importance of recreation at USACE projects and mandates the enhancement and promotion of recreation opportunities
- U.S. Army Corps of Engineers should take a coordinating role between jurisdictions/providers in tourism promotion roles
- Develop an award recognition program to recognize partner's communication efforts
- Partner with private enterprise to develop a catalog of facilities, amenities and costs in exchange for advertising
- Identify stakeholders and user groups with which to develop partnerships

**Issue 4 (14 points): *Maximize and publicize the volunteer program.***

Promote/provide diverse and appropriate volunteer programs. Assist USACE management in meeting mission through consistent training of staff and volunteers.

***Issue 4 Responses***

- Review all existing policies on volunteers with intent of eliminating impediments to the use of volunteers. Seek volunteer input into that review.
- Establish recognition for managers who effectively use volunteers
- Develop an award recognition program for volunteer efforts
- Establish a national database for volunteer opportunities that includes job descriptions (Volunteer.gov)
- Educate managers on the utilization and management of volunteers

**Issue 5 (7 points): *Balance demand versus resource protection.***

***Issue 5 Responses***

- This statement in and of itself is the role that USACE should provide

**Issue 6 (7 points): *Create incentives for revenue development to USACE through legislative policy.***

***Issue 6 Responses***

- Provide fair contracts for Investors/Operators with commercially competitive rents and rates
- Examine privatizing more USACE services and run more like a business model
- Provide maintenance and upgrading of facilities through grant dollars, bonds and user fees
- Create an “Earned Income” Task Force to develop revenue generation ideas and potential strategy for policy change

**Issue 7 (1 point): Ask USACE to allow user input on current and proposed restrictions.**

### **Issue 7 Responses**

- Develop an advisory board to consult with USACE on these issues

### **Activity 3 Key Priorities**

Following the presentation of the results of the second breakout session the small groups convened for the third activity. Participants were instructed that this final breakout session should be considered as an open forum for them to present any and all ideas. The stakeholders were encouraged to discuss issues already presented as well as topics not previously considered.

These discussions were likewise summarized to single issues and presented at a third Spokesperson Report Out. These key priorities are presented below.

**What additional opportunities face USACE that would assist us in accomplishing or resolving the priorities or key concerns that have been identified?**

- Develop a USACE Civil Works Strategic Plan including all of USACE interests (plan to be communicated to all levels of USACE)
  - = Develop a mission statement and a long-range plan for USACE recreational program
- Promote the use of USACE assets and participate in USACE activities
  - = Use of USACE properties
  - = Lewis and Clark Activities
- Include the nations youth in USACE activities
- Provide training to USACE personnel and volunteers
- Provide better USACE property information
- Thoughts about future stakeholders meetings
- Develop legislation that would clearly mandate a proactive recreation role for USACE
- Better engage with non-federal entities that are or could be potential managing partners. If USACE is not going to proactively support recreation, then turn over more areas to partner providers and provide funding subsidies
  - = Create a cultural change to infuse the recognition of the value of recreation, possibly through activities such as “brown-bag” sessions

- Meet periodically with partners on regional or watershed bases to identify the real issues. Conduct a complete review of USACE policies, laws and regulations resulting ability to meet recreational needs.
- All USACE programs impacting recreation must be involved in developing the recreation strategic plan
- U.S Army Corps of Engineers recreation planning should be done with external regional and local planning efforts resulting in comprehensive planning
- Make dedicated commitment to recreation program
  - = Demonstrate commitment through long-term plan of goals and actions that focus on recreation
- Establish a recreation program with individual headquarters and regional units with its own budget

## **OVERALL PLENARY SESSION WITH MG GRIFFIN**

After the three breakout sessions and Spokesperson Report Outs, the stakeholders and facilitation team prepared an overall summary of the week's activities to present to the Director of Civil Works, MG Robert Griffin. This session provided the stakeholders an opportunity to express their ideas, concerns and recommendations directly to the highest administrative office with oversight of the USACE Recreation Program. A summary of MG Griffin's remarks and the topical overview delivered by the GSPs is presented in Appendix C.

As the meetings concluded, all participants were asked to complete a brief meeting evaluation survey. The survey questions and summary of responses, as well as direct comments related to the entire Recreation Stakeholder Meeting can be reviewed in Appendix E.



# III. OUTCOMES AND RECOMMENDATIONS

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## OUTCOMES

The issues presented in the Spokesperson Report Outs to the full complement of meeting participants were examined for common issues and focus. Four major themes were drawn from the lists of stakeholder responses and discussions:

- Program Funding
- Volunteerism/Partnering
- Mission Statement/Strategic Planning
- Promotion/Marketing

Stakeholder interest in and discussions regarding each of these will be examined below.

In similar fashion, review of these themes in comparison with stakeholder concerns, USACE goals and objectives and existing and proposed programs suggests a series of recommendations that may be considered as short-, intermediate- and long-range action items that the USACE Recreation Program Management Team may respond to. These findings and recommendations are presented as Recommendations later in Chapter III.

### Program Funding

A common agreement found both in discussions and stated priorities, was the need for a critical review of current funding policies and a higher priority placed on funding recreation. In George Tabb, Jr.'s opening statements well as in MG Griffin's closing remarks, it was illustrated that the current backlog of maintenance issues facing the USACE Recreation Program cannot be satisfied within current funding levels.

This was further discussed as stakeholders' conversations turned to the question of the most effective way to pay for those recreation facilities, amenities and activities. They recognized both a need to satisfy current maintenance and operations expenses as well as complications in the USACE Recreation Program budget. Stakeholders acknowledged the obligation USACE faces to apply their budgets as directed by federal legislation, however they collectively emphasized the need to review opportunities for change to the current appropriations process.

## ***Civil Works Operations and Maintenance Funding***

Stakeholders learned during these sessions that recreation currently is funded as part of the overall Operations and Maintenance budget for Civil Works. They recommended that USACE consider removing Recreation as an activity of Operations. The purpose of this reorganization would be to allow the USACE Recreation Program be listed in the budget as a separate line item, highlight current program funding issues and allow USACE Recreation Program managers to clearly direct resources to the areas most in need.

Stakeholders also discussed user fees. The fees were regarded to be either neutral, or potentially an obstacle to the success of a recreation program. User fees were thought to be neutral where the general perception was that current fees are so minimal, their impact to operations and maintenance costs are likely negligible. Stakeholders further identified areas where user fees may actually create an added burden to a successful recreation program; namely the current practice of drawing user fees directly away from the project site and into United States Treasury General Fund. The practice of removing user fees from a project may serve as a disincentive for project management. Successful recreation programs should be allowed to profit from their success in the community, and as such provide an incentive to project management to continue to develop the program. Questions were raised as to the lack of participation by USACE in the Demonstration User Fee program and the potential of programs of this sort to help make user fees a more proactive asset to the recreation program.

Stakeholders recognized a conflict in discussions focused on maintenance issues at the project site. They recommended that user fees be both affordable to the general public, and competitively priced in the local economy. The Stakeholders emphasized that user fees were being overlooked as an area that could help offset budgetary limits at the project site. Concessionaires and “for profit” interests present also raised concerns with their overall ability to be competitive and profitable under their current contractual obligations. However, these points were easily absorbed into the overall discussions above, namely, that more legislative consideration and a proactive approach to project interests as regards funding and finance should be the focus of any effort to build and improve the current state of recreation funding.

The Stakeholders recognized that thought must be given not only to preferred changes to current regulations and policies, but perhaps more effectively to the best method to gain attention and active interest in these changes.

## **Volunteerism/Partnering**

Stakeholders want to participate proactively in the USACE Recreation Program from the standpoint of both volunteerism and partnering. Volunteers were recognized as a unique resource to the recreation program. However, the challenges of motivation and recognition were also recognized. The participants recognized that many volunteers directly benefit from the use of recreation amenities including: camp sites, water and power sources, etc. Additionally the Stakeholders recognize the willingness of the USACE Recreation Program

to provide these services as a strong motivation to attract volunteers. The benefit of volunteer “communities” at recreation projects were discussed, where the pleasure the volunteer drew from the recreation project was complemented by a social structure that also served to communicate the USACE Recreation Program’s appreciation for the value of the volunteers’ efforts. Partnering was another area where stakeholders expressed both a willingness and desire to participate with the USACE Recreation Program. The role of partners might help to offset a monetary burden (added labor, capital, etc.) as well as offer added experience and perspective to the program in the partner’s area of interest.

The U.S. Coast Guard Auxiliary expressed their willingness to continue to participate in buoy placement and maintenance, and the International Mountain Bicycling Association was also identified as a partnering resource with both interest and experience in the establishment and maintenance of trails at recreation sites. As with volunteerism, however, the issues of recognition and appreciation were again identified as critical to a successful partnership. Signs or placards indicating the contribution of partners at USACE Recreation Program sites were suggested in a fashion similar to the Adopt-A-Highway program.

Stakeholders also discussed the benefit and necessity of a focused training program for volunteers. In addition to addressing issues of safety and effectiveness by equipping the volunteer with necessary skills, training also serves to communicate the commitment of the program to the success of the volunteer and invests that person more fully in the program.

Success and motivation are impacted greatly by the actions of the project manager. Interests outside USACE provided examples of experiences where project managers expressed negative reaction to participation. However, much more of this conversation revolved around potential partners and volunteers not only receiving invitations to participate, but also being encouraged to participate as well. The project manager was identified as having a key role in that relationship.

## **Mission Statement/Strategic Planning**

Both the stakeholders and USACE expressed their hope to benefit from a well-defined mission that would offer clear roles for both the stakeholders and USACE in the success of the USACE Recreation Program. In discussions similar to those regarding program funding, they agreed that the most effective first step for the USACE Recreation Program would be to identify the goals and objectives that are unique and distinct from the overall mission of USACE. In order for the Recreation Program to benefit from effective action it should first define and publish a mission statement that is distinct from the mission statement of USACE. The fact that such a defined mission statement exists and is readily accessible through USACE website is a significant point that will be discussed in following sections.

The stakeholders perceived that there is a lack of focus by USACE for the recreation program. Stakeholders expressed sincere appreciation at their invitation to participate in any effort by USACE to improve and develop the program, and there was a further expression of

trust that the interest of USACE in recreation is both sincere and proactive. The overall opinion, however, was that while it was easy for the individual stakeholders to demonstrate what recreation meant to their particular interest, it was difficult to know how to frame that against USACE priorities. The stakeholders agreed that many of the questions of where to focus action, how to procure resources and how to execute action would be directly satisfied by a mission statement and strategic plan that not only existed as a part of an official document, but rather became a “sense of purpose” that is reflected in the actions of project management.

## **Promotion/Marketing**

As a complement to discussions regarding mission statements and strategic plans, there is a need for a more proactive approach to publicizing the role of recreation within USACE. This is an area that would serve to develop a more active interest in recreation, both within and outside USACE.

The USACE personnel in attendance helped direct stakeholders to different areas where they could find more information on mission statements and strategic plans. They also agreed that this information was not filtering out to the public at large for which it was intended.

As with Program Funding and Strategic Planning, stakeholders considered the benefits of a more distinct identity for the USACE Recreation Program. The successes of branding concepts in the private sectors were used as examples of how the image of recreation may be strengthened in both USACE and the community at large. Stakeholders pointed out the high consumer recognition of Smokey Bear of the USDA Forest Service as a recognizable symbol of user response when considering outdoor activities. They did not believe the “Corps Castle” evoked similar “brand recognition” for USACE.

Stakeholders expressed an interest that the Recreation Program takes on an identity within USACE that could be viewed in public sector actions in terms of funding, interest in community participation and proactive attention to issues of mission and planning. Stakeholders recommended that this identity further be presented to the general public in a proactive manner that would serve to build both recognition and community support. Stakeholders identified this support as a key element to any future efforts to effect policy and/or legislative change.

Stakeholders not only recognized the connections and obligations of USACE to the federal legislature, but also added to this relationship the interest of the national public. It was the stakeholders’ opinion that any efforts to provide the USACE Recreation Program with a unique identity within USACE, and to further aggressively promote this identity in the community at large would serve to build a new level of public interest and support. This support could then be effectively applied to highlight the relevance and need of an effectively funded national USACE Recreation Program.

## RECOMMENDATIONS

Stakeholders expressed one common desire before any further action be taken with regards to the USACE Recreation Program. Specifically, that USACE determine their commitment to recreation as a program and an activity within the overall mission of USACE, and that USACE be prepared to exercise both internal and public efforts to fund, support and promote recreation as a national asset.

Assuming this interest both present and active within USACE, the following recommendations have been developed to guide the short-term, intermediate and long-range planning for USACE Recreation.

Short-term actions are those that may reasonably be expected to be enacted within the coming calendar year and may be acted upon at the discretion of USACE without the need for legislative approval.

Intermediate actions would likely require a higher level of review, planning and consideration. In some cases, these recommendations may require legislative review and ratification.

Long-range actions are those that would likely require specific consideration, planning and funding outside of the current USACE schedules.

### Short-Term Actions

#### ***Publish the USACE Recreation Mission Statement***

The *Recreation Operations and Maintenance Policies* (ER 1130-2-550) published November 15, 1996 and available through the USACE website illustrates that a defined mission is currently available to USACE recreation. This mission states:

“The US Army Corps of Engineers is the steward of the lands and waters at Corps water resources projects. Its Natural Resources Management Mission is to manage and conserve those natural resources, consistent with ecosystem management principals, while providing quality public outdoor recreation experiences to serve the needs of present and future generations.

In all aspects of natural and cultural resources management, the Corps promotes awareness of environmental values and adheres to sound environmental stewardship, protection, compliance and restoration practices.

The Corps manages for long-term public access to, and use of, the natural resources in cooperation with other Federal, State and local agencies, as well as the private sector.

The Corps integrates the management of diverse natural resource components such as fish, wildlife, forests, wetlands, grasslands, soil, air and water with the provision of public recreation opportunities. The Corps conserves natural resources and provides public recreation opportunities that contribute to the quality of American life.”

It is recommended that this mission statement be posted at each USACE Recreation Project, in a conspicuous place and manner. “Placard” style postings at interpretive centers, parks, ranger stations and other areas providing public interface, would serve to not only communicate this mission to the public, but also to further illustrate the significance of this mission to project management.

### ***Recreation Newsletter***

Although USACE personnel were helpful and effective in their direction to recreation information currently available to the general public, it was agreed that this information is not effectively reaching much of the audience for whom it was intended.

A regularly published newsletter would not only promote the active efforts and successes of USACE Recreation, but also directly target the stakeholder and user communities that USACE is trying to reach. The list of participants, both invited to and present in Nashville, may serve as an initial recipients list. The ultimate goal of this communication is to distribute the mission and role of the USACE Recreation Program directly to identified stakeholders and ultimately to as wide-ranging an audience as possible. Considering the modest levels of staff currently dedicated to recreation, it is recommended that this newsletter be published on either a quarterly or semi-annual basis. The goal is to present new information regularly while preventing the newsletter itself from becoming too great a task to be completed by program staff.

Recommendations were made to employ “electronic” distribution in regard to this newsletter and publish it as a portion of, or complement to, existing USACE websites and other Internet media. However, USACE is cautioned that websites are passive forms of communication requiring the audience to seek the presenter. This potential weakness was demonstrated in the lack of stakeholder awareness regarding information currently available.

A newsletter distributed via the US Postal Service may be considered a direct communication from the USACE Recreation Program as part of an overall promotional effort to build public support. Community leadership at the project site, stakeholder interests throughout the nation, and the public at large would be immediately exposed to mission statements, long term planning and other issues regarding recreation. Project management may further employ the newsletter as a method for communicating success and opportunities discovered at their individual projects.

Standard newsletter information may include: (1) General USACE news; (2) USACE Project success stories; (3) Recreation Partnering success stories; (4) Volunteer success stories; (5) General announcements (future meetings, changes in user fees or other rates, etc.).

It was further recommended that this newsletter may be complemented through reference in stakeholder publications already in print. As an example, the Good Sams Club publication may carry a “Corps Corner” with select articles and notices from the overall newsletter and further help to publicize USACE Recreation.

### ***USACE 101***

With regard to the lack of knowledge of current USACE activities and responsibilities evidenced by the stakeholders present in Nashville, it is recommended USACE develop a USACE 101 Briefing. This prepared information would explain the reasons for the creation of USACE, the primary USACE mission as directed by Congress, the responsibilities of USACE to the federal legislature, the primary areas of focus throughout the nation and the limits to USACE authority. This education on basic information regarding the purposes, powers and limits of USACE as directed by Congress, may then be brought to the stakeholder communities in a further effort to build a new level of understanding. Consequently, stakeholder interests, community civic groups, area schools and others with interest in USACE activities may benefit from a resource prepared specifically for their education, and USACE may benefit from a national community with a better understanding of their roles and responsibilities.

### ***Reassess Standing Agreements***

One of the successes of the Nashville meetings may be identified as the renewed dialogue with the Paralyzed Veterans of America (PVA). It was recommended that a critical review of all standing agreements be conducted to identify similar opportunities to build upon successful relationships already established.

### ***Create and Maintain a Current Recreation Directory***

Many stakeholders expressed a need and use for a current list of active USACE Recreation programs to distribute throughout stakeholder communities. The goal is to further publicize the full range of opportunities USACE Recreation has to offer. Distribution of this list should be as far reaching as possible to satisfy not only those interests already familiar with USACE Recreation, but also potentially new user groups (e.g., website postings, hotel lobbies, interpretive centers).

### ***Prepare a Summary of the Nashville Meeting Results***

As discussed with stakeholders, a memo or fact-sheet should be composed and distributed with the summary results of the Nashville Recreation Stakeholders Meeting identifying:

- The USACE position on recreation relative to the comments, suggestions, concerns and issues individuals identified in the breakout sessions
- Status of actions and announce tentative schedules for future meetings

### **Mid-Range Actions**

#### ***Reassess the Methods for Determining Recreation Users Needs and Wants at USACE Facilities***

It was obvious from stakeholders' conversations at the Nashville meetings; there is a lack of clear understanding as to who the most active members of the Recreation user community are. This is highlighted by the fact that the criteria and methods used to collect user information may require updating to clearly evaluate current user expectations when recreating at USACE facilities.

It is recommended that USACE conduct a review of existing methods and criteria for collecting user information with the intention to update surveys and measure current recreation use and identify two key areas:

- Members of the user community who are represented in the greatest quantity
- Segments of the national populations that are absent

Current information can be evaluated to identify successes and point out areas of weakness, such as efforts to reach particular segments of the population (e.g., minorities, non-English speaking, physically impaired, age-specific, et al.). These communities may then be targeted for newsletters, future stakeholder meetings and other pro-active efforts designed to draw them to USACE recreation opportunities and facilities and determine the effort required to engage them in the USACE Recreation Program.

### ***Critically Review the Lewis and Clark Commemorative Programs***

The upcoming Lewis and Clark commemorative programs and celebrations were identified as areas where the USACE Recreation Program may provide a more effective public face. Some members of the stakeholder community present in Nashville not only seized this opportunity to learn more about the upcoming activities and celebrations, but also expressed their frustration that this information was not more accessible to a broad segment of potential participants. In the spirit of promoting and publicizing the USACE Recreation Program, it is recommended that the current strategy for promoting the Lewis and Clark celebrations be reviewed and evaluated for further opportunity to communicate the USACE Recreation Program well-beyond the anniversary period.

### ***Coordinate Community Leaders with Recreation Project Managers***

In an effort to not only take advantage of those members of the public ready to work with the USACE Recreation Program, but to also build success stories and a positive public relationship between USACE Recreation and stakeholder communities it is recommended that USACE Recreation begin to specifically identify those project sites with a successful and active community leadership. Consequently, USACE Recreation should begin to develop these relationships at the local level. It is further recommended that these initial actions be selected with prejudice toward pre-existing relationships between USACE projects and the local community with an existing degree of success that can be expanded. For example, the partnerships between the Nashville Metro Housing Authority, the Nashville Area YMCA and USACE to produce the Clark Baker Lodge and Camp Widjiwagan day camp should be publicized as outstanding accomplishments where local community leadership and USACE resources have been successfully joined to the benefit of both USACE as well as the Nashville community. As mentioned, the focus of these efforts will be to form a foundation at the local level for future partnership success, as well as to begin acquiring practical experience in a more proactive recreation partnership scheme. This experience may then be applied nationally to duplicate that success at the local level, as well as avoid the burden of mistakes and failures that can be limited to the local project.

### ***National Recreation Day***

It has been recommended that USACE seek Congressional ratification of a National Recreation Day. Such an informal holiday could serve as a catalyst to encourage community participation at recreation projects, and further promote the USACE Recreation Program and other federal agencies with recreation missions. As an example, one may look to the National Hunting and Fishing Days and its successes both in honoring the conservation efforts of hunters and fishers as well as promoting program offerings.

A variation to this concept however, may be to pursue coordinated efforts between USACE Recreation and the existing National Hunting and Fishing Days. It may be considered equally effective, and more quickly implemented, for the USACE Recreation Program to seek out the decision makers associated with National Hunting and Fishing Days and invite a “partnership” of sorts to serve the promotional needs of both organizations. As mentioned in George Tabb, Jr.’s opening remarks, the USACE Recreation program enjoys a significant level of use by members of the hunting and fishing communities. This would appear to offer a natural coalition between the organizations, and further produce benefits effective to mutual success. National Hunting and Fishing Days could build upon an immediately available resource while the USACE Recreation Program would gain from the immediate and quality exposure to a community already familiar and active in outdoor recreation.

### ***Effect a Paradigm Shift in Project Management in Regard to Recreation***

Many stakeholder discussions and comments reflect a lack of confidence in the commitment to recreation by project managers. Stakeholders were certain in the benefit of the Nashville meetings to the overall role of recreation in USACE. However, this confidence was measured when the conversations turned to the role of the project manager. Stakeholders expressed a desire to see project managers regard recreation as less of a “secondary” interest and express more empathy as to the primary role of recreation in the stakeholder communities. It is recommended that USACE Recreation Program decision makers begin to actively promote the role of recreation in the overall mission of USACE. Opportunities to publicize and promote successful USACE Recreation Programs throughout USACE should be identified and publicized in a similar fashion to efforts to build a positive image in the nation. Likewise, project managers experiencing challenges in their local Recreation Program, should be encouraged to network with other successful USACE Recreation Programs to share ideas and contacts for common issues such as partnering, volunteerism, etc.

## Long Term Action

### *Create Coalition Action Councils*

During each breakout session, as well as in the group report-outs, stakeholders expressed their desire to continue to participate in the planning and development of the USACE Recreation program. From non-profit representation of the recreation user to the for-profit interests of the concessionaires, stakeholders expressed the unique perspectives they offer USACE Recreation. Each member of the Nashville meeting supported continuing active dialogue between USACE decision makers. The stakeholder community would serve not only the stakeholder and user interests, but further strengthen the overall recreation program by representing every facet during the decision making process. Stakeholders expressed not only willingness to participate, but desire to maintain the momentum of the Nashville Recreation Stakeholders Meeting.

It is recommended that a standing coalition council be formed and that this body be comprised of both USACE Recreation decision makers and stakeholder interests and that they be responsible to address issues specific to recreation and propose action in response to these issues. Council agendas should focus on the basic themes already identified at the Recreation Stakeholders Meeting.

- Program Funding
- Volunteerism/Partnering
- User Satisfaction
  - = Program Quality
  - = Diversity
  - = Amenities

Stakeholder interests to this council should reflect the heterogeneous makeup of the Recreation Stakeholders Meeting. All interests with a role in recreation would benefit from these sessions. As such, where it may be determined that a seat on the council is not appropriate to an interest (e.g., highly localized interests, interest with minimal focus on recreation) meetings may be publicized beforehand and solicit input from interests outside the council.

It is further recommended USACE open initial meetings with briefings describing USACE responsibilities and authorities as enacted by Congress, with the intent to clearly define the sort of actions and recommendations that can be enacted at the discretion of USACE. Likewise those areas outside the direct authority of USACE should be identified. As such the council would be equipped to understand when issues proposed fall outside the legal authority of USACE and what restrictions must be considered.

## Meeting/Evaluation Observations

Two considerations were requested by the stakeholders in response to USACE consideration of future stakeholder conferences.

First, provide more planning and preparatory information as early as possible. Stakeholders expressed that items such as agendas, lists of speakers, speaker and program backgrounds, would have allowed them to be better prepared for the activities and discussions.

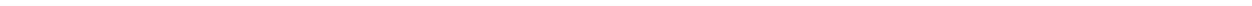
Second, announce future meeting schedules well in advance to allow better advance planning. While stakeholders present insisted the opportunity to participate in this form of dialogue was a top priority for their interest, they pointed out they need a long planning horizon to define their schedules and plan for travel costs.

## Conclusions

In conclusion, when considering the stated objectives of the stakeholder meetings it may be recognized that:

- The overall understanding of USACE role in recreation by the attending stakeholders increased and was identified as an area for continuing effort.
- Stakeholders took advantage of this opportunity to offer unique experience and perspective toward both the existing and future state of USACE recreation projects.
- Stakeholders expressed an active interest in further participation, as USACE considers its strategic plan and how it relates to recreation. Specifically, they recommended a series of continuing dialogues in an effort to define actions that may be employed to strengthen the current recreation program and provide a foundation for future successes. The full responses of the stakeholder views may be reviewed in Appendix D of this document.

**APPENDIX A**  
**ATTENDANTS**





# APPENDIX A: ATTENDANTS

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## STAKEHOLDER PARTICIPANTS

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## **PMCL FACILITATION TEAM**

Dale Brown, Lead Facilitator

Dave Wahus, Facilitator

Nancy Hanna-Somers, Facilitator

Dan Manning, Note Taker

Ethan Frost, Note Taker

Kyle Schmidt, Note Taker



**APPENDIX B**  
**AGENDA**

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## APPENDIX B: AGENDA

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### TUESDAY, OCTOBER 29, 2002

10:30 a.m. – 2:00 p.m.	Registration	Tennessee Foyer
1:00 p.m. – 1:15 p.m.	Introductions and Announcements	Tennessee Ballroom
1:15 p.m. – 2:15 p.m.	Welcome and Overview of US Army Corps of Engineers Recreation Program	George Tabb, Jr.
2:00 p.m. – 2:15 p.m.	Overview of the Field Activity	Tennessee Ballroom
2:15 p.m. – 5:30 p.m.	Field Activity – J. Percy Priest Lake and Dam	Hotel lobby to meet bus
	Dinner On Your Own	

### WEDNESDAY, OCTOBER 30, 2002

8:00 a.m. – 9:00 a.m.	Overall Process and Ground Rules	Jefferson/Victory Ballroom
9:00 a.m. – 9:15 a.m.	Break	Cumberland Foyer
9:15 a.m. – 9:20 a.m.	Activity #1 – Break Out Sessions	Franklin Room, Brentwood, or Jefferson Victory Room
	- Using your organizations' mission or the implied goals of the constituents that you represent as a frame of reference, what is important to you concerning outdoor recreation and tourism?	
12:00 a.m. – 1:30 p.m.	Lunch On Your Own	
1:30 p.m. – 3:00 p.m.	Spokesperson Report Outs	Jefferson/Victory Room
3:00 p.m. – 3:15 p.m.	Break	Cumberland Foyer

3:15 p.m. – 4:15 p.m.	Activity #2 – Break Out Sessions	Franklin Room, Brentwood, or Jefferson Victory Room
	- What role should USACE Lakes have in your key priorities or concerns?	
4:15 p.m. – 5:00 p.m.	Spokesperson Report Outs	Jefferson/Victory Room
	Dinner On Your Own	

## **THURSDAY, OCTOBER 31, 2002**

8:00 a.m. – 8:30 a.m.	Announcements and Overview of Breakout	Jefferson/Victory Room
8:30 a.m. – 10:15 a.m.	Activity #3 Break Out Sessions	Franklin Room, Brentwood, or Jefferson/Victory Room
	- What additional opportunities face USACE that would assist us in accomplishing or resolving the priorities or key concerns that have been identified?	
10:15 a.m. – 10:30 a.m.	Break	
10:30 a.m. – 12:00 p.m.	Spokesperson Report Outs	Jefferson/Victory Room
12:00 p.m. – 1:30 p.m.	Lunch On Your Own	
1:30 p.m. – 2:45 p.m.	Group Preparation for MG Robert Griffin	Jefferson/Victory Room
2:45 p.m. – 3:00 p.m.	Break	
3:00 p.m. – 4:00 p.m.	Overall Plenary Session with MG Griffin	Jefferson/Victory Room
4:00 p.m.	Open discussion	Jefferson/Victory Room
4:30 p.m.	Wrap-up and Comments	

**APPENDIX C**  
**PLENARY SESSION ACTIVITIES**

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# APPENDIX C: PLENARY SESSION ACTIVITIES

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The Recreation Stakeholders Meeting included large group and small group activities. Appendix C presents summaries of all large group activities in chronological order. The sub-appendices included are:

Appendix C: Plenary Session Activities .....	C-1
Part One–USACE Welcome and Meeting Overview .....	C-3
Part Two–USACE Introductory Presentation.....	C-5
Part Three–Field Activity Observations .....	C-9
Part Four–Activity One Spokesperson Report Outs .....	C-12
Part Five–Activity Two Spokesperson Report Outs .....	C-14
Part Six–Activity Three Spokesperson Report Outs.....	C-17
Part Seven–Overall Plenary Session With MG Griffin .....	C-19



# **PART ONE—USACE WELCOME AND MEETING OVERVIEW**

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**TUESDAY, 29 OCTOBER 2002**

USACE is glad for this opportunity to meet with stakeholder interests.

- PowerPoint presentation delivered. [Note: Refer to Appendix C Part Two.]
- Review of the week's agenda.
- Brief explanation of USACE involvement in recreation.
  - = '70's begin USACE role in recreation.
  - = '80's experience a de-emphasis in recreation.
  - = "90's see a significant lack of resources necessary for maintenance.
  - = 2000 and beyond: That is the purpose of these meetings, to determine current and future action in recreation.

Explanation of the scope of the recreation program. With the lowest percentage of federal land holdings USACE records the highest percentage visitation to their recreation programs when compared to other federal programs. This makes USACE the largest provider of recreation to the nation. This impact is not always recognized outside USACE.

Forty-three percent of USACE lands are managed by organizations outside USACE. The USACE lands are made available for hunting, fishing, swimming, etc.

The current conditions of recreation facilities suffer from a significant funding backlog.

The USACE has experienced a 36% staff reduction in planning and recreation.

Explanation of USACE philosophy to seek stakeholder input to make USACE programs and planning more current and USACE commitment to "plan, provide, and maintain quality recreation programs."

Meeting Goal: Quality water-related recreation opportunities.

Why Are We Doing This: To foster an understanding among stakeholders.

Explanation of MG Griffin's relationship to USACE and his role in the conference. Further explained that MG Griffin is fully behind the program and concept of updating recreation.

Explanation of the Stakeholders Views Report. Summary's to be available to participants. Full report to be issued to USACE. Cost of providing full report to stakeholders is prohibitive. Any need for a full report to a stakeholder should be considered on an individual basis based on extenuating circumstance.

Explanation of the Natural Resources Management Gateway. Handouts distributed. Explained that this provides points of contact to USACE Recreation.

Explanation of the Value to the Nation website. Site to debut October 31 and will provide in-depth information on USACE Recreation.

Questions solicited. None asked.

Explanation that former Chief Darrell Lewis has retired. George Tabb, Jr. is Acting Branch Chief. Further explanation that if a final decision on Branch Chief is not reached by November 8<sup>th</sup>, another Acting Chief will be appointed and that this will continue until a permanent chief is found.

# PART TWO—USACE INTRODUCTORY PRESENTATION

 **The Corps of Engineers Recreation Program**



 **Welcome!**

- We are glad you are here!
- Originally, two meetings were planned
  - Natural Resources Stakeholders Meeting
  - Recreation Stakeholders Meeting
- Recreation portion is being held at the national level because of the broad based interests of those attending.
- We are reevaluating our mechanism for communicating with Natural Resource stakeholders because most groups identified have regional or local interests.
- Thank You for your participation.

 **Agenda**

- History of Corps Recreation Program
- Scope of the Recreation Program
- Recreation uses on Corps lands and waters
- Current conditions
- Strategic planning
- Your input and how we will use it
- Questions from you

 **History**

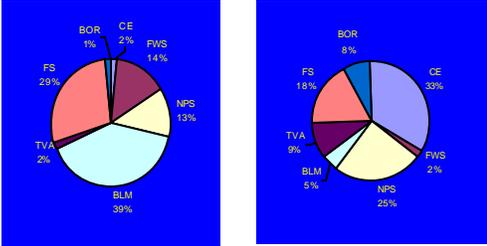
- 1970s - Strong recreation emphasis
- 1980s - Get out of recreation business
- 1990s - Under resourced – Using band aids to keep things together
- 2000s - ?

 **Scope of Recreation Program**

- 456 lakes
- Located in 43 states
- East of the Rockies
  - 80% of population
  - 80% of Corps projects



 **National Perspective**



Agency	% of Federal Acres	% Visitation
BOR	1%	8%
CE	2%	33%
FWS	14%	2%
NPS	13%	25%
BLM	39%	5%
FS	29%	18%
TVA	2%	9%



## Nationally Significant

- Largest Federal provider of outdoor recreation
- 396 million visits annually
- One in ten Americans visit a Corps lake each year
- \$15 billion spent by visitors annually
- Supports over 500,000 jobs
- 70,000 volunteers annually - \$13.5 M value contributed
- 33% of all lake fishing (excluding the Great Lakes) occurs at Corps lakes



## Nationally Significant

(Cont'd)

- 11.5 million acres of land & water
- 56,000 shoreline miles
- \$4.5 billion facility replacement cost
- 4,340 recreation areas
- 93,000 campsites
- 55,000 picnic sites
- 3,500 launching ramps
- 990 swim areas
- 281 visitor centers
- 8,400 miles of roads
- 3,910 miles of trails



## Nationally Significant

(Cont'd)

- 43% of areas managed by others
  - > 500 concessions
  - > 593 state parks
  - > 600 local government parks
  - > 421 quasi-public areas



## Uses



## Uses Continued

- Corps provides multiple use lands available to the public for:
  - Hunting
  - Fishing
  - Swimming
  - Camping
  - And the full range of recreation activities
- You will see some of these uses today



## Current Conditions

- Outdated facilities (majority built in the 60's)
  - > 40% more than 40 years old
  - > 50% 20 - 40 years old
  - > 10% less than 20 years old
- Critical recreation backlog in excess of \$98 million
- Total Recreation backlog is about \$606 million
- NRM Staffing erosion - 36% reduction
- Recreation planning and design capability eroding



### Current Conditions Continued

- Currently, the Corps has about 1200 permanent park rangers and managers.
- The Corps realizes the value of stakeholder input.
- The Corps recognizes the value of partnerships that are two way streets.
- The Corps recognizes the need to make changes in its programs and facilities.



### Strategic Plan



### General Objective

Plan, provide, manage and maintain quality outdoor recreation opportunities that are accessible, safe, and healthful for diverse populations on a sustained basis.



### Outcome Goal

Quality water-related recreation opportunities and services are available to serve the needs of present and future generations.



### Why Are We Doing This?

- To foster an understanding among stakeholders of the Corps role in providing recreation opportunities.
- To listen to stakeholder concerns and thoughts with the purpose of discovering ideas for improving recreation on Corps lands and waters.
- To obtain input to further develop Strategic Planning for the Corps Recreation business programs of the future.
- To document stakeholder views.



### Report Out

- **Major General Robert H. Griffin, Director of Civil Works, will be here on the last day to hear the results.**



## Stakeholder Views Report

A summary of what you communicated regarding:

- Strategic directions
- Strategies for improving relationships
- Recommendations
- Priorities
- Concerns

The Stakeholder Views Reports will include:

- an analysis of the stakeholder input
- predominant themes and key issues



## Results

- A copy of the summary of the final Stakeholder Views Report will be provided to all attendees and others as appropriate.



## Questions?

# PART THREE—FIELD ACTIVITY OBSERVATIONS

---

**TUESDAY, 29 OCTOBER 2002**

Tour Guide: Todd Yann, Resource Manager, J. Percy Priest Lake, Nashville District

- Close proximity to Nashville
  - = Increased pressure with increasing population growth
  - = Encroachment of residential areas
    - Numerous sub divisions
      - Creates an island of open-space among the sprawl
      - Difficult to navigate
      - ? Poor signage and road network runs on and off USACE land
- Recreation opportunities
  - = Four campgrounds
  - = Five marinas
  - = Nineteen day use areas
- Visits
  - = Six million annual visits
  - = \$95 M in revenue from use
- Nashville Shores
  - = Water park
  - = Private limited liability corporation
  - = Marina
- Seven Point Campground
  - = Sixty sites with electricity and water
  - = \$17-25 per night
  - = Revenue \$162,000
  - = Maintenance outsourced (contract)
  - = Reservation System
    - Pioneered new reservation system (1983)
    - Followed by National Recreation Reservation System
    - Used across multiple organizations
      - U.S. Department of Agriculture Forest Service, National Park Service

- Telephone and Web reservations
  - Web 27 percent
- Central database with call centers in New York and California
- Anderson Road Day Use Area
  - = Most popular
    - Frequently turning people away at gate
  - = Fees
    - \$3 per vehicle, \$1 per person
    - Discount passes available
  - = Facilities (see brochure)
- YMCA Camp Widjiwagan
  - = Tour Guide: Mark Weller, Executive Director
  - = Partnership
    - YMCA, Metro Housing Authority, USACE
  - = Lease land from USACE
    - \$1 per year
    - 305 acres
  - = Visits
    - 20,000 – 22,000 per year
    - Campers
    - Team Building Program
      - Corporate, school and church groups
  - = Financial
    - Debt free
    - Partner/sponsors with local businesses e.g., Bell South Bell Tower
  - = Facilities
    - Equestrian Center
    - Athletic Fields/Courts
      - Softball
      - Soccer
      - Tennis
      - Street Hockey
      - Outdoor Gym
      - Volleyball

- Lodge
- Ropes Courses
- Bell Tower
- Trail system
- Swimming
  - Lake
    - ? Created restrictions on cove
  - Pool complex
- Archery
- = Future Plans
  - Amphitheater
  - Master Plan nearing completion
- = Staff
  - Limited number of full time staff
    - Seasonal staff from local colleges and universities
- Note from G. Tabb, Jr.
  - = YMCA Camp is an example of one the best partnerships/facilities on USACE land
  - = Today you saw our best
  - = Atypical of USACE properties
  - = Many of the other areas at J. Percy Priest are run down and some are unusable

# PART FOUR—ACTIVITY ONE SPOKESPERSON REPORT OUTS

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**WEDNESDAY, 30 OCTOBER 2002**

## **Red Group Priorities**

The Red Group generated 31 total ideas combining both private and non-profit interests. These were drawn into the summarized agreements that follow.

- Partnerships “synergize” use of public and private resources for the greater public good
  - = Strengthening relationships between USACE and marinas and other concessionaires to establish competitive commercial rentals and rates in support of public recreational opportunity
  - = Develop non-profit partnerships to assist USACE in developing educational, recreational, and tourism opportunities
- Interpretation, education and information foster appreciation, stewardship and sustainable use of USACE resources
  - = Promote homeland security, safe use, appropriate emergency response for recreational use
  - = Promote recreational, social, tourism opportunities
  - = Reach and engage non-traditional/new user groups
- Promote/provide diverse and appropriate volunteer opportunities
  - = Assist USACE management in meeting mission through consistent training of staff and volunteers
- Create incentive for revenue development to USACE through legislative policy

## **Green Group Priorities**

- Provide high quality facilities and services that meet a diverse publics’ recreational needs regardless of who manages them
- Provide adequate incentives and safeguard to encourage private and public sector investments and management
- Maximize and publicize the volunteer program

- Market recreation related facilities using all forms of media and through partnerships

### **Blue Group Priorities**

- Provide quality recreation facilities for diverse segments of the population, addressing facility conditions and access to roads, ramps, etc.
- Balance demand versus resource protection
- Provide physically challenged users accessibility to forests, fishing, hunting, birding, etc.
- Ask USACE to allow user input on evaluation of current and proposed restrictions
- Promotion of USACE facilities to include directories of parks and campgrounds and other electronic information sources

### **Prioritization of Key Issues**

<b>Priority Grouping</b>	<b>Point Total</b>	<b>Group Assignment for Activity Two</b>
Items Green 1 and Blue 1, Blue 3 combined	38	Blue
Items Green 2 and Red 1	26	Red
Items Green 4, Red 2, Blue 4 combined	15	Green
Items Green 3, Red 3 combined	14	Green
Item Red 4 stands alone	7	Blue
Item Blue 2 stands alone	7	Red
Item Blue 4 stands alone	1	Blue

# **PART FIVE—ACTIVITY TWO SPOKESPERSON REPORT OUTS**

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**WEDNESDAY, 30 OCTOBER 2002**

## **Green Group Priorities**

Green group agreed that issues and presentation would best be approached from a top down emphasis. Noted that due to the vast jurisdictional nature of USACE, they can exercise a unique influence on national tourism.

### **Responses: Key Priority 3**

- Establish a policy that affirms the importance of recreation at USACE projects and mandates the enhancement and promotion of recreation opportunities
- USACE should take a coordination role between jurisdictions/providers in tourism promotion roles
- Develop an award recognition program to recognize partners' communication efforts
- Partner with private enterprise to develop a catalog of facilities, amenities and costs in exchange for advertising
- Identify stakeholders and user groups with which to develop partnerships

### **Responses: Key Priority 4**

- Review all existing policies on volunteers with intent of eliminating impediments to the use of volunteers. Seek volunteer input into the review.
- Establish recognition for managers who effectively use volunteers.
- Develop an award recognition program for volunteer efforts.
- Establish national database for volunteer opportunities which includes job descriptions.
- Educate managers on the utilization and management of volunteers.

## **Blue Group Priorities**

Group summarized their focus into two themes: Recreation Quality and Accessibility

## Responses: Key Priority 1

- The USACE should make a long-term commitment to outdoor recreation
- Bring in and explore opportunities with various groups to develop USACE properties; consult with groups such as Paralyzed Veterans of America (PVA), American Association of Retired Persons (AARP), Tennessee Marina Association (TMA), Marine Retailers of America (MRAA), etc. by consulting regularly with an established advisory board. Polling receptionists on what their needs and concerns are through existing magazines, newsletters, etc. of partner groups.
- Utilize traditional (e.g., federal, state and local government and concessionary funding) and non-traditional (e.g., corporate sponsors, volunteer organizations and special interest groups) methods to provide recreational opportunity
- Identify recreation facilities and infrastructure that need restoration or expansion. This would result in an updated inventory, a summary report and a needs report by state that is available to the public
- Provide consistency across the country for users
- Benchmark with other federal, state, local and private sector recreation providers

## Responses: Key Priority 5

This statement in and of itself is the role that USACE should provide.

*Explanation: GSP explained that in considering the issue, the group had determined that it simply summarized a role that was already defined and being executed by USACE.*

## Responses: Key Priority 7

Develop an advisory board to consult with USACE on these issues.

## Red Group Priorities

### Responses: Key Priority 2

*Priority Restated:* Provide adequate incentives and safeguards to encourage private and public sector investments and management.

- Develop USACE strategic plan for partnership development and continuously involve partners in planning, review, guidelines
- Develop USACE staff capacity to work in partnership
  - = Training
  - = Ambassadors
  - = Frontline Managers

- Promote partnership opportunities
  - = Competitive proposal process
- Provide appropriate incentives
  - = Rental Rates
  - = User Fees
  - = Leases, etc.
- Create Partnership Advisory Council

**Responses: Key Priority 6**

*Priority Restated:* Create incentives for revenue development to USACE (through legislative policy.)

- Provide fair contracts for Investors/Operators with commercially competitive rents and rates
- Examine privatizing more USACE services and run more like a business model
- Provide maintenance and upgrading of facilities through Grant Dollars, Bonds and User Fees
- Create an Earned Income Task Force to develop revenue generation ideas and potential strategy for policy change

# PART SIX—ACTIVITY THREE SPOKESPERSON REPORT OUTS

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THURSDAY, 31 OCTOBER 2002

## Blue Group Priorities

Activity three resulted in much discussion of how to set the most effective priorities. As a result, the top 3 priorities will be presented by transparency. “Runners-up” will be presented verbally.

Responses (Verbal)

- Develop “Friends Groups” for volunteer fundraising work. Groups should have a love for the resource and a sense of local ownership similar to the Adopt-a-Highway Program
- Participate in the Demonstration User Fee Program
  - = Entry and Use Fees
  - = Federal Programs
- Establish a Recreation Brand Logo and associated marketing plan. Create Public Service Announcements and partner with private sector outdoor retail organizations and manufacturers.
  - = LL Bean
  - = Coleman
  - = Eddie Bauer
  - = Bass Pro Shops

Responses (Transparency)

- Make dedicated commitment to recreation program
- Demonstrate commitment through long-term plan of goals and actions that focus on recreation
- Establish a recreation program with individual headquarters and regional units with its own budget

## Red Group Priorities

The group expressed concern at the beginning of the breakout session that the focus of question 3 was too undefined. However, by the end of the meeting, it had turned into an effective brainstorming session producing 21 items summarized for this presentation.

Responses:

- Develop a USACE Civil Works Strategic Plan including all of USACE interests (plan to be communicated to all levels of USACE)
  - = Develop a mission statement and a long-range plan for USACE recreational program
- Promote the use of USACE assets and participate in USACE activities
  - = Use of USACE properties
  - = Lewis and Clark Activities
- Include the nations youth in USACE activities
- Provide training to USACE personnel and volunteers
- Provide better USACE property information
- Thoughts about future stakeholders meetings

## **Green Team Priorities**

“Great minds think along the same channels.” Group direction focused more toward policy measures. There were 19 total issues listed and these were merged to six priorities.

Responses:

- Develop legislation that would clearly mandate a proactive recreation role for USACE
- Better engage with non-federal entities that are or could be potential managing partners. If USACE is not going to proactively support recreation, then turn over more areas to partner providers and provide funding subsidies.
- Create a cultural change to infuse the recognition of the value of recreation, e.g. brown bag session
- Meet periodically with partners on regional or watershed basis to identify the real issues. The conduct a complete review of USACE policies, laws and regulations resulting ability to meet recreational needs.
- All USACE programs impacting recreation must be involved in developing the recreational strategic plan
- USACE recreation planning should be done with external regional and local planning efforts resulting in comprehensive planning

# PART SEVEN—OVERALL PLENARY SESSION WITH MG GRIFFIN

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## MG GRIFFIN INTRODUCTORY REMARKS

- USACE and Recreation needs strategic plan
  - = USACE moving toward a watershed environmental sustainability approach
    - Example from Florida
      - Dade County: restoration project
        - ? Values have changed
        - ? Environmental sensitivity
      - Want solutions in specific areas and creation of environmental operating principals
        - ? Give direction to projects and design is built in up front instead of bolted on later
- Old USACE
  - = If there is a problem we present a solution with no outside input
  - = This is the new stakeholder role to provide this input
  - = More collaboration at all levels
- Financial problems
  - = Critical backlog (see Introductory Presentation for numbers)
  - = States turning areas back to USACE because of financial problems
  - = USACE does not lobby Congress for money
    - Instead presents list of requirements
  - = Stakeholders need to do the lobbying
  - = Recreation Area Modernization Program
  - = Understand lacking standards
  - = Need to do better job working with partners
  - = Tight times make for partnerships
- Stakeholder meetings should not be a one time event
  - = Regional may be better
  - = Commit to regional meetings
- We can shape the strategic plan with your help
- I am here to clarify and listen to your concerns and see where to go from here

# STAKEHOLDER PRESENTATIONS TO MG GRIFFIN

## Red Group Presenter

- 68 responses cut down to seven major themes
  - = High quality facilities for diverse groups,
  - = Adequate incentives (partnerships)
  - = Need to market USACE Recreation
  - = Others
    - From stakeholder perspectives these are the overall goals regardless of whether or not USACE is doing these (no disagreement from General)
- **MG Griffin's Response – 'Looks like what USACE would do/say'**
  - = Worthwhile: collectively we have to inform leaders that this is important,
    - Lobbying effort of recreation voters would be power
    - Recreation is new compared to Navigation. It does not have the established influence of the more traditional USACE stakeholders.

## Blue Group Presenter

- Representing USACE as a stakeholder
- Long term commitment
- Partnerships
  - = Groups are willing and ready
- Utilize traditional and non traditional
  - = Alternative groups
- **MG Griffin's Response – Clarify what you mean by "Accessibility"**

## Green Group Presenter

- Develop national legislation for proactive recreation
- **MG Griffin's Response – Biggest issue I hear is local, regional, national benefits**
  - = How we calculate benefits is something that should be looked at
  - = Reopening of Principles and Guidelines (P and G)
    - Economic vs. environmental benefits
- Toolbox CD (Great Outdoors) share information with managers to leverage dollars against transportation
  - = American Recreation Coalition working with USACE, NPS, to catalog federal programs that can be leveraged
    - Acknowledge information that is not being shared

## Participant's remarks to MG Griffin

- **Homeland Security**
  - = Volunteers eager to participate in homeland security
    - Willing to be Eyes and ears
    - Establish a Reporting system
- **MG Griffin's Response**
  - = Locks and dams, powerhouse are being targeted
    - Not out of O&M budget
  - = We are contracting law enforcement
- **Comment on services that USACE provides**
  - = USACE not dependant necessarily on recreation
  - = Overlapping of areas of USACE that provide recreation
    - Commercial tonnage going decreasing but increase recreation on same area (inland waterways?)
      - But can't do anything about dredging for example because recreation is a big enough player
  - = USACE should open policies in regard to recreation

- **MG Griffin's Response**
  - = Congress and Administration will be the ones to open P and G
    - Reluctance because of more people at the table
      - Beach re-nourishment example report that has not been seen
    - Smaller private business and organizations will someday be recognized when P and G is opened
    - Will take a push from representatives
    - Up to the stakeholders to lobby for change
    - USACE provides the facts not the lobbying
  
- **Two things we are concerned with: how you get to the land and water resources**
  - = Roads are not up to standards of today's demands
  
- **MG Griffin's Response**
  - = Ramps program
  - = We are individually project funded
    - 4.7 billion goes to specific projects can not be moved easily
    - I need to find a group of congressional leaders that are interested in recreation
    - Need line item funding
  - = Going back to lobbying
  
- **Offers partnerships**
  - = Change in philosophy of USACE
  - = Smaller areas focus areas
  - = The USACE change in natural resources philosophy
    - Has not filtered down that this is happening
    - Too many different philosophies, need clarification
  
- **MG Griffin's Response**
  - = Says we need to see consistency
    - But not cookie cutter
    - Sharing best practices, benchmarking
  - = If there are better ways, let us know about it
  - = Possible hindrance lack of Chief of Operations
    - Lack of a consistent leader in the natural resources

- **Homeland security**
  - = Coast Guard Auxiliary
  - = What is your vision of a group of advocates that would support that USACE
  - = Look at Lewis and Clark
    - Powerful opportunity for USACE to get involved
    - Golden opportunity for USACE to show itself
- **MG Griffin's Response**
  - = Acknowledges it would be a good opportunity
- **Partnerships, corporate sponsors for outdoor project**
- **MG Griffin's Response**
  - = Acknowledges
- **Federal recreation leadership council**
  - = Suggestion: look to the council (chairs and agencies) to establish the roles discussed in the stakeholder session
- **MG Griffin's Response**
  - = Acknowledges
- **Meeting beneficial, I learned how USACE operates**
  - = Offset budget of local district
  - = Disincentive for making money
  - = Desperately needs to me changed
- **Meet with local lake managers once a year**
  - = More regular meetings
  - = Advance notice to prepare
- **This will open up additional opportunities**
  - = Lack of communication between USACE and concessionaries
- **MG Griffin's Response**
  - = Surprised we are not doing this now
    - 600 concessionaries
  - = Should be doing this

## Final Remarks From Participants

- Thank you for thinking outside the box
- Real estate with natural resources
- Partnerships are a way of life
- Happy to learn what USACE is doing
- Continue to be a leader (to General)
- Convey good ideas to front lines
- Continue support of volunteer Programs
- Here are our topic/interests (hands paper to General)
- Glad to hear you input
- If this results in strategic plan you will be amazed by private sector support
- See more of these kind of meetings (6 months basis)
- Thank you, productive, look forward future relationship
- USACE is under appreciated, get the good news out
- Look forward to using your facilities
- With you to find more resources to provide recreation
- Interesting, another stakeholders meeting (regular occurrence)

## MG Griffin's Closing Comments

- Regional meetings are important
- Does not have to be rocket science or take a lot of money
  - = But it is important and reaches a lot of people
- High up sessions are good but need to get the lower level input
  - = How do you do this
  - = We need to do a better job
  - = Problems in communication
- More collaboration and all levels
  - = We can not go it alone
- Importance of recreation
  - = Take minds off war
- I am not going to forget this information gathered here today

- We can not lobby
  - = But you can do some thing about it if you want to (implied again lobby for us)
- Financial lack of incentives
- Thank you for coming



**APPENDIX D**  
**PARTICIPANT RESPONSES**

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# APPENDIX D: PARTICIPANT RESPONSES

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## BREAKOUT SESSION ACTIVITIES

The Recreation Stakeholders Meeting Breakout Sessions allowed participants to individually respond to three specific questions. Appendix D presents each participants list of responses as recorded on Workshop Activity Sheets and the facilitated discussions from the three breakout groups, in chronological order.

Appendix D: Participant Responses.....	D-1
Part One–Activity One Worksheet Responses .....	D-2
Part Two–Activity One Facilitated Responses .....	D-6
Part Three–Activity Two Worksheet Responses .....	D-19
Part Four–Activity Two Facilitated Responses .....	D-25
Part Five–Activity Three Worksheet Responses .....	D-40
Part Six–Activity Three Facilitated Response .....	D-45

# PART ONE—ACTIVITY ONE WORKSHEET RESPONSES

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*Using your organizations' mission or the implied goals of the constituents that you represent as a frame of reference, what is important to you concerning outdoor recreation and tourism?*

## Red Group Responses

- Provide a quality experience for visitors
- Maintaining a clean environment
- Provide services to enhance the quality of the users' experience
- Partnership opportunities with concessionaires and USACE
- Reassess variable fee structure
- Maintain higher lake levels to increase length of recreation season
- Consistence
- Promote services offered by USACE
- Access to trails at appropriate USACE sites for mountain bicyclists
- Help USACE land managers build and maintain trails and manage user groups
- Help USACE address dilapidated facilities/improve recreational resources
- Help position USACE sites/surrounding communities for mountain bike tourism
- Help USACE address needs of cyclists – trail design (with wide appeal), mapping, signage
- Relationships between USACE and private sector concessionaires
- Revised graduated percentage rental formula
- Competitive rates with other U.S. agencies based on commercial world
- Provide diverse volunteer opportunities with flexible schedules
- Campsites with full hookups (water, electric, sewer, cable, phone) and reimbursement of incidental expenses
- Become a part of USACE team including training in providing recreation facilities and services
- Volunteer at scenic waterways with high quality recreation facilities and efficient method to apply and obtain information at USACE and become a volunteer
- Safety (boating)

- Education – Personal watercraft, kayaks, hunters and fishermen, canoeists, larger boats
- Providing a social experience while visiting
- Inspection of boating equipment
- Help maintain recreational boating navigation system
- Homeland security interests
- Conservation (stewardship) of natural and cultural resources
- Promote safe, sustainable uses of recreation resources
- Assist public in understanding values and meanings (sense of place) behind public recreation resources (benefits)
- Continuous monitoring to improve quality of care (management) and stewardship
- Assist management in meeting mission, goals and objectives thru consistent training of staff and volunteers
- Providing education and information to help the public understand, appreciate and care for their natural and cultural resources at USACE sites
- Providing opportunities to engage the public with their lands, i.e., conservation, recreation, stewardship
- Developing non-profit partnerships to assist USACE in delivering educational, recreation and tourism opportunities
- Providing opportunities for the public to financially support USACE lands, i.e., fee for service, contributed revenue, volunteerism, purchase of interpretive products, memberships
- Reach/involve non-traditional audiences with public lands respond to new user groups (non-English speakers), etc.

## **Green Group Responses**

- Being able to maintain and update facilities to meet current and future public needs – USACE cost share with States
- Resolving difference in natural resource management between USACE and States. Differences occur between USACE Districts in interpretation of leases
- Leases may be as old as fifty years – they need to be reviewed and updated to reflect current situations

- Planning and coordination needs to be done on regional level between Corp and Partners. USACE actions may impact several state operations, i.e., renovations of campgrounds or new facilities, temporary closing of some Recreation areas, even a rate increase of fees need to be discussed with States. Discuss draw down schedule.
- Need availability to recreation facilities the year round in warmer areas – 12 months
- Need to accept reservations for groups: up to 20 sites with single reservation name eight months in advance
- Amenities for RV's – water-electric (30/50 amp)-modem access
- Utilization level camp sites, good entrance roads, accommodate big rigs – 20' x 60'
- Location directory in print form
- Access to quality facilities at a reasonable price
- Facilities that are adequate to support the size and requirements of today's motor homes
- Ease of finding and understanding what facilities are available
- National printed publication identifying campgrounds and their amenities and cost
- Facilities that support active but aging population
- Providing access to a variety of quality water related recreation facilities and services
- Being able to find information about water related recreation opportunities
- Being able to develop understanding and working relationship with other stakeholders who have mutual interests re: water related recreation
- Being able to justify the need for and receive adequate funding to plan, develop and maintain water related recreation facilities
- Provide adequate incentives and safeguards to encourage private sector investment and management of recreation facilities
- Safety of participants while engaging in recreational activities (boating, fishing, water skiing)
- Environmentally responsible use by users of facilities
- Access to facilities by multiple users
- Adequate maintenance and repair status of facilities
- Provides a secure/safe environment for family oriented activities
- Access to public waterways (in the broadest sense, i.e., lake, river, coastal)
- Adequate facilities to accommodate the various user publics and changing demands
- Consistent operations, maintenance policies and procedures no matter who is in charge

- Profitability
- Availability – facilities
- Accessibility – boating, camping, variety of users
- Partnerability
- Quality facilities

## **Blue Group Responses**

- Provide a wide variety of outdoor experiences safely but not to the detriment of the national, cultural and historical resources
- Recreational experiences
- Preservation/protection
- Accessibility – land, parking, etc
- Walk-in areas? Not applicable to wheelchair users
- Access
- Amount of fees
- Condition of area
- Restoration
- Balance of providing for the increasing demand for recreation opportunities with local protection of the resources
- “Public Use” vs. “Private Use”
- Providing quality facilities for largest possible segment of the public
- Use of non-government agencies/groups as provider of recreation facilities
- Recreation user experience
- Availability of multiple reservations for groups/chapters
- Directory – as to where USACE park areas (camping)

# **PART TWO—ACTIVITY ONE FACILITATED RESPONSES**

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*Using your organizations' mission or the implied goals of the constituents that you represent as a frame of reference, what is important to you concerning outdoor recreation and tourism?*

## **Red Group Priorities**

### **Responses Round 1**

1. Access to trails at appropriate USACE sites for mountain bicyclists
2. Educating boaters of safety on water at recreation facilities
3. Assist public in understanding the benefits and meanings behind resources
4. Provide diverse volunteer opportunities with flexible schedules
5. To provide service to enhance the quality of the users experience
6. Financial and other relationships between USACE and its concessionaires
7. To provide education and information to help public understand, appreciate and care for the resource. (Those being, natural resources protected by USACE for the purpose of these meetings.)

### **Responses Round 2:**

8. To help USACE land managers build and maintain trails and manage user groups
9. To put on and promote activities to help people understand and have boats ready for inspections – VSC (vehicle safety check)
10. Continuous monitoring to improve management and stewardship of resources
11. Provide campsites with full hookups and reimbursement of incidental expenses for volunteers
12. Maintain clean environment
13. Revisit USACE '93 rental formula
14. To develop non-profit partnerships to assist USACE in delivering education, recreation and tourism opportunities

### **Responses Round 3**

15. To help position USACE sites and surrounding communities' projects for mountain bike tourism
16. To partner with USACE to help maintain waterways navigational systems (buoys, markers, etc)

17. To assist USACE management in meeting mission thru consistent training of staff and volunteers
18. Volunteer at scenic waterways with high quality recreation facilities and opportunity to meet people
19. Increase partnership opportunities between concessionaires and USACE from top to bottom
20. To provide opportunities for public to support USACE of Engineers projects through funding and volunteerism.

**DISCUSSION:** The current fee structure for USACE Recreation activities is not adequate to offset O&M costs. This is further complicated by the fact that these fees are not retained by USACE, but rather go directly out of state and into federal general funds. As a result, USACE does not have sufficient monetary incentives at the project level to develop site usage. At best this results in a neutral attitude from Project Managers and at worst private sector interests are met with a negative response, as project management have no incentive to take on added work. This was offered in lieu of an actual issue to be posted for consideration.

#### **Responses Round 4**

21. Strengthen relationship between USACE and marinas and other concessionaires, by establishing commercially competitive rental rates in support of public recreational opportunities
22. Reaching and involving nontraditional publics at USACE sites (e.g., non-English speaking)
23. Promote recreational social activities with the various USACE partners; i.e., boating interests, kayaker interests, biker interests, hiking interests, etc.
24. Shared use coalitions to lobby for funding (e.g., marina policy, state funding for recreational purposes)
25. Create incentives for reinvestment for revenue development for USACE
26. To reassess the user fee structure
27. To promote cooperation of homeland security interests via publicizing within and outside USACE and public
28. Maintain higher lake levels to increase length of boating and recreational season
29. Promote all USACE services
30. Help USACE address dilapidated facilities
31. Consider contracting with concessionaires and other user groups in maintaining facilities

## Clumping Discussions

DISCUSSION: A recommendation was made to present all interests in a partnership theme.

Items 3 and 7 combined

Items 6 and 13 combined

Items 2 and 9 combined

Item 14 and 15 combined

Item 1 dismissed as too group specific

Item 4, 18, 11 and 20

Item 5 and 21 combined

## Voting

Item 7 and 3 - 10 point

Item 29 - 5 points

Item 18, 11, 20 and 4 3 points

Item 2 and 9 - 1 point

Item 17 - 1 point

DISCUSSION: It was agreed that issues: 1. education and information to the public, 2. nonprofit partnerships, 3. private profit interests, 4. promotion of USACE activities, 5. financial interests were top priority. A suggestion was made to combine the public and private partnership interests.

DISCUSSION: Combine the issues of promotion with education and information, it was agreed that they share common goals. It was suggested that education focused more toward natural resource information and stewardship, this was met with disagreement. Education was determined to encompass all aspects of stewardship, as well as the general promotion of USACE role in recreation. There was agreement that USACE is not succeeding in most promotion efforts. There was further discussion that good promotional efforts at the project site provided an opening for stewardship education. This issue not brought to consensus.

SUGGESTION/  
DISCUSSION: Partnerships “synergize” use of public and private resources for the greater public good. Subtopic: Strengthening relationships between marina and other concessionaires to establish competition, communicate rates in support of public recreational opportunities. Develop non-profit partnerships to assist USACE in delivering educational, recreational and tourism opportunities. These were agreed to by the group.

SUGGESTION/  
DISCUSSION: Interpretation, education and information foster stewardship, appreciation and sustainable use of USACE resources. Subtopic: Promote homeland security, safe use and appropriate emergency response for the recreational user. Provide for involvement of diverse user groups. These were agreed to by the group.

SUGGESTION/  
DISCUSSION: Promote diverse volunteer opportunities. Assist USACE management to meet mission through consistent teams of staff and volunteers. Subtopic: Create incentives for revenue development to USACE. These were agreed to by the group.

## **Presentation Prepared For Plenary**

- Partnerships “synergize” use of public and private resources for the greater public good
  - = Strengthening relationships between USACE and marinas and other concessionaires to establish competitive commercial rentals and rates in support of public recreational opportunity
  - = Develop non-profit partnerships to assist USACE in developing educational, recreational and tourism opportunities
- Interpretation, education and information foster appreciation, stewardship and sustainable use of USACE resources
  - = Promote homeland security, safe use and appropriate emergency response for recreational use
  - = Promote recreational, social, tourism opportunities
  - = Reach and engage non-traditional/new user groups
- Promote/provide diverse and appropriate volunteer opportunities
  - = Assist USACE management in meeting mission through consistent training of staff and volunteers
  - = Create incentive for revenue development to USACE through legislative policy

## Green Group Priorities

- Priority 1: Profitability - ability to generate profit to provide facilities to public
  - = Administration has said to do same things with current monies
  - = Rates have increased
  - = Decisions nationwide where to cut back
  - = Needs to be stats, education, on reducing costs
  - = How does effect profitability, attractiveness of partnerships
  - = Economic impact of recreation, not enough work is being done in support
  - = Competition as private to public concessionaire
  - = Generally, needs land management to large degree
  - = Profits are made up of attraction of property
  - = Fees such as boat launch fees
  - = Add – variety of users in terms of diversity
- Priority 2: Accessible public waterways- lakes, rivers, costal
  - = Boaters use waterways all over
  - = Dredging, use of locks, recreational traffic suffers when commercial traffic drops off, lake level control
  - = Member has over 600 miles of shoreline and local lake owner will not offer more campsites
- Priority 3: Safety of participants – accidents, injuries type
- Priority 4: Provide access to variety of types of facilities and services
  - = Add–variety of users in terms of diversity
  - = For different types of people
  - = The way facilities can reflect demand in given area, flexibility for services, i.e., person changes different boats of size through time
  - = Facilities for need of all users, fisherman, swimmers, boaters, motor homes
  - = Without flexibility of change of size of equipment, i.e., motor home, users go elsewhere
  - = If you are going to pay you better give what I need to support my vehicle, i.e., electricity for motor homes
  - = Give me amenities and I am willing to pay
  - = Build for product trying to attract. Need to shoot for saturation of sites 7 days a week.
  - = USACE budget has no incentive due to offsets
  - = Disincentive having senior citizen rates. Not enough publication
  - = Not enough publication

- Priority 5: Facilities adequate to support for size and requirements of today's motor homes
  - = Add–Able to keep up with current design standards for trails, boats, etc. A lot of design standards don't meet today's standards.
- Priority 6: Allow people to get group reservations–there is a current limit of 3 reservations per call
  - = What are the rates on different days of the week? Is there an incentive for USACE to fill sites during the week?
- Priority 7: USACE should maintain facilities to meet current needs of the users
- Priority 8: Partnerships- ability for private enterprise to partner with USACE. For benefit of both, e.g., launch ramps and roads are not wide enough for boat trailers. Fees should be for covering both road and boat ramps. No incentive because of USACE budget.
  - = Broaden beyond private enterprise to volunteer groups, non-profit groups
- Priority 9: Consistent operations, maintenance policy procedures regardless of who runs it. Should be expectations of service of facilities should be met.
- Priority 10: Maximizing safe, secure environment for family oriented activities, allowing families to get together on USACE properties and feel safe
- Priority 11: The ability to justify need of funding for operations of water related recreation and facilities
- Priority 12: Lack of national printed publications to identify recreational sites and activities. What has USACE done?
- Priority 13: Availability of parks to public in terms of longer seasons. Are seasons longer by climate? Costs are a factor to stay open and not getting the revenue back. Maybe, consider extending open season, possibly staying open just for weekends longer.
  - = Clarify season-ability: it is a local decision to keep sites open or closed. All recreation areas shut down in coordination with campsites.
- Priority 14: Planning coordination needs to be done on a regional level between USACE and partners. USACE actions may impact surrounding recreation facilities. USACE needs to coordinate with region to discuss what is happening within region. Very little communication. Numerous people needing to be contacted.
- Priority 15: Quality facilities, facilities that meet needs of public
- Priority 16: Environmentally responsible use of facilities. Facilities that promote environmental use.
- Priority 17: Find information about availability of water related facilities
- Priority 18: Facilities that support an active, but aging population. Keep in mind older people are still around.

- Priority 19: Resolving differences in Water Resources Management between USACE and the state partners. Difference in philosophy between districts.
- Priority 20: Providing adequate incentives to encourage private sector investments, advantages
- Priority 21: Leases need to be reviewed and updated to reflect current conditions
- Priority 22: Is there a way to expand the volunteer program to host couples in other support areas and to publicize how to become volunteers?  
= Example: Able to accommodate a limited number due to staffing

### **Combine Priorities and Reword**

- Combine Priority 1 and Priority 20 and Priority 21: Add- private and public sectors
- Combine Priority 13 and Priority 2
- Combine Priority 5, Priority 7, Priority 6 and Priority 18- In Priority 5 add quality and take out Priority 15
- Combine Priority 3 and Priority 10
- Combine Priority 12 and Priority 17- Change Priority 17 to recreation facilities. Add - Printed and Internet, ALL MEDIA

### **Voting**

- 1 pt for Priority 2 combined with Priority 13
- 3 pts for Priority 4
- 16 pts for Priority 5 combined with Priority 7, Priority 16 and Priority 18
- 1 pt for Priority 8
- 2 pts for Priority 9
- 1 pt for Priority 3 combined with Priority 10
- 3 pts for Priority 11
- 2 pts for Priority 14
- 4 pts for Priority 12 combined with Priority 17
- 1 pt for Priority 19
- 4 pts for Priority 20 combined with Priority 21 and Priority 1
- 4 pts for Priority 22

## **Comments and Suggestion for Rewording the Top Priorities to take to Plenary**

- Maybe management of fees. USACE should collect fees to reward efforts. Fees are in the details of priority 1.
- Should side with incentives and safe guards. GSP say that last 3 got equal number of votes. Add number 21 as a detail.
- Instead of EXPAND use MAXIMIZE. Want to have more volunteers but need to know what to do with them.
- It's a marketing issue. Market recreational facilities. Explore avenues to get best return.

## **Summarizing with Group Spokesperson**

### ***Top Priorities to Submit to Plenary Session***

- Provide high quality facilities and services that meet the recreation needs of a diverse public regardless of who manages them
- Provide adequate incentives and safeguards to encourage private and public sector investments and management
- Maximize and publicize the volunteer program
- Market recreation related facilities using all forms of media and through partnerships

## **Comments and Questions**

- It is important to bring more local level people to these me and does not think this is a good strategic plan due to not enough stakeholders. Need to have public and user input. RECOMMENDATION.
- “This is a first of a number of meetings”
- Building of a strategic plan needs an adequate time frame
- Q: Does USACE try to promote or market use of properties through internal or use public marketing firms?
  - = A: It is against policy to market outside. To promote, USACE uses brochures and other internal agents.
- Q: Is it against policy for USACE partners to market facilities?
  - = A: No, they use marketing to promote facilities.

- Local people use most of USACE lakes
- Regional people should be attracted to come to a particular area, not just local
- Best for local USACE employees to become more involved with recreational facilities. USACE reps do not attend meetings on a local scale. USACE should become more involved.

## Blue Group Priorities

### Outline Template

- Q# - priority as written on flip chart (Label = C#, group C, idea #) [addition/clarification]
  - o Other initial ideas presented (elaboration by originator and others not captured on chart)
    - Word corrections/addition (if any)
      - Clumping (location moved to, idea added)(if any)
- C1 - diverse recreational experience on USACE land-base
  - o Wide diverse variety of recreation resources while preserving natural resources on USACE land base
    - None
      - Moved to C6
- C2 - access to boating (infrastructure: ramps) to USACE lake
  - o Interested in access to USACE lakes, boat rentals, boating recreation, on the reservoirs
    - None
      - Add to C7

- C3 – [Physically challenged] wheelchair accessibility to “everything,” [to include forest, hunting, fishing, birding, etc.]
  - o Hunters, “walk-in areas”, special hunt motorized access
  - o Difficult to get USACE to work with disability groups
  - o Feel restricted
  - o Not covered under Americans with Disabilities Act (ADA)
  - o Beyond just facilities and infrastructure
  - o For all those with physical disability
  - o Recognize that some areas are out of the question in terms of access
  - o Address common standards to special permits for special access
    - See [ ] information in C3
      - None
  
- C4 – Ability to reserve campsite for a larger groups (12-25) as a single reservation
  - o Using USACE campgrounds making reservations for groups of 12-25
    - None
      - None
  
- C5 – Balancing demand versus resource protection
  - o Balancing demand versus resource protection is self explanatory
    - None
      - None
  
- C6 – quality of the recreation user experience
  - o None
    - None
      - Add C1 – Quality of the diverse recreation user experience
  
- C7 – Provide quality recreation facilities for the largest possible segment[s] of the public
  - o Providing quality recreation facilities for the largest possible segment of the public
    - Change: to segments
      - Added C14 - Provide quality recreation facilities for the most diverse segments of the population and address conditions of facilities
      - Added C2 - access to boating (infrastructure: ramps) to USACE lake

- C8 – Ask USACE to NOT propose undue restrictions.
  - o Past attempts of undue restrictions of the properties (e.g., personal watercraft, but not limited to)
    - None
      - None
  
- C9 – More visible directories to parks and campgrounds (e.g., participate in the large directories)
  - o Directories to where campground, USACE areas are, do not know a lot about USACE parks, use state parks, private campgrounds
  - o They do not where USACE areas are
  - o Participate in the large directories (Trailer Life, Woodalls) directories (map and information about campsites)
  - o You have to market to the specific groups
    - None
      - Added C11: participate in the large directories
      - Moved to C13
  
- C10 – Preservation and protection of all natural resources
  - o Preservation and protection, historical, cultural, environmental
    - None
      - Move/combine to/with C5
  
- C11 – Recreational opportunity information resources both electronic and non-electronic
  - o None
    - None
      - Move to C9
  
- C12 – Directional and informational signing to recreational options
  - o Difficulty expressed regarding finding USACE sites
    - None
      - None

- C13 – promotion of USACE facilities
  - o None
    - None
      - Added C9
      - Added C11
- C14 – address conditions, have to be there
  - o Address current conditions of facilities
    - None
      - Move to C14

#### Alternative Grouping of themes

#### Non-prioritized

1. Information
  - a. C13
  - b. C12
  - c. C11
  - d. C4
  - e. C9
2. Use of Resource
  - a. C3
  - b. C2
  - c. C1
  - d. C7
  - e. C8
  - f. C6
3. Preservation and production
  - a. C5
  - b. C10
  - c. C8
  - d. C6

4. Adequacies of recreational infrastructure
  - a. C14
  - b. C6
  - c. C7

### ***Voting Results***

C3 - 7  
C4 - 2  
C5 - 8  
C6 - 2  
C7 - 9  
C8 - 4  
C12 - 0  
C13 - 4

### ***Finalized Rank***

1. C7
2. C5
3. C3
4. C8, C13

### ***Finalized Rewording of Prioritized Concerns from First Breakout Group***

- C1 – Provide quality recreation facilities for diverse segments of the population, addressing facility conditions and access to roads, ramps, etc.
- C2 – Balance demand versus resource protection
- C3 – Provide physically challenged users accessibility to forests, fishing, hunting, birding, etc.
- C4 – Ask the Corp to allow user input on evaluation of current and proposed restrictions
- C5 – Promotion of USACE facilities to include directories of parks and campgrounds and other electronic and non-electronic information sources

# PART THREE—ACTIVITY TWO WORKSHEET RESPONSES

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*What role should USACE lakes have in the key priorities or concerns?*

## **Red Group Priorities**

- Strengthen relationship between USACE and marinas and other concessionaires to establish competitive commercial rentals and rates in support of public recreational opportunities
- Return to pre-1993 percentage rental rates for marinas and other concessionaires to provide commercially competitive rate structure and level field for all such concessionaires
- Provide flexible rental rates for special situations such as boat sales to permit marinas and other concessionaires to meet competition from non-USACE controlled facilities
- Create partnerships with marinas and other concessionaires to provide and manage public facilities such as beaches, trails, etc
- Promote benefits to USACE recreation managers
- Encourage staff to embrace local partnerships
- Reach out to local communities/partners to initiate collaboration
- Publicize partnerships within USACE
- 10 percent gross receipts – 10 percent profit of sale
- Create a recreation user group advisory council
- Qualify organizations for partnership
- Find those to partner with skills necessary and wanted – public and private
- Determine areas for partnership
- Define strategic plan and areas when partner can be used and needed
- Incentive for the partner – again both private and public
- Identify strategic goals for potential partners and invite their proposals for how they might help achieve specific goals for competitive review
- Create a concessionaires advisory council to use as a sounding board in development of policies and contractual procedures
- USACE identify properties/facilities which they would prefer be managed by partners and invite proposals from potential partners

- Create an “earned income” task force charged with development of ideas and political strategies for policy development
- Send USACE Managers to Congress school at George Washington University to learn how process of getting legislative change works
- Reevaluate current practices, compare them to past practices, i.e., leases, user fees, partnerships
- Consistent policies throughout USACE, but consider individual areas needs
- USACE needs to keep in mind the phrase “for the greater public good”
- Provide education and training for USACE field and administrative staff in partnership, development/philosophy/challenges/guidelines
- Continuously involve partners in strategic planning, review and development of operating guidelines and support of legislative activity. “Planning in tandem with partners.”
- Outsource appropriate programs and opportunities through partners to meet USACE mission, goals, objectives
- Provide clarification and training for groups desiring to partner with USACE on USACE guidelines, etc.
- Equal competition
- Help financing
- Return to pre-1993 prices. Consider what we have learned.
- Fair contract for operators or investors
- Pricing of necessary facilities for maintenance
- Lobbying by partners
- Review current guidelines with constituents, determine and address issue areas
- Invite proposals – use proposed costs, procedures, return on investment
- Provide incentives for USACE staff as well as for vendors

## **Green Group Priorities**

- USACE needs to be an active player with local tourism associations and with state tourism agency – because USACE may overlap several jurisdictions USACE is positioned to be a coordinator of efforts – take lead in packaging a product, i.e., reservoir, or river basin
- Work in active partnership with other agencies involved with interpretation – USACE usually only wants to tell the hydroelectric power/flood control story. There are broader issues to be addressed.

- Review policies to see how they impact volunteer programs. Need to be done with input from potential volunteers. What are the problems that keep USACE from using more volunteers?
- Educate local management on value of volunteers and appropriate management of volunteers
- Must get over the idea that volunteers are more trouble than they are worth or use of volunteers means that full time employees will lose job
- Fact is – volunteers do require a great deal of management effort
- Seek out partnership to promote USACE recreational opportunities especially locally and regionally. Generate printed material for visitor center distribution.
- Tie in appropriately local web sites to local USACE web site
- Seek out a sponsor to do a centrally accessible directory that trades opportunity for advertising, e.g., “Coke”
- Advertise and promote the need for volunteer help
- Appeal directly to groups identified as potential sources for volunteers
- Partner with private enterprise to develop catalog of national facilities, amenities and cost in exchange for advertising royalties
- Utilize State tourism association and convention and visitors bureau’s to promote and publicize facilities
- Partner with recreational authors and associations to host articles about USACE facilities
- Establish national database of volunteer requirements where interested volunteers can be referred
- Provide recreation associations with publicity with which to develop among members volunteer interest
- Establish national job descriptions of positions/expectations, physical demands and compensation
- Participate in national and regional recreational vehicle (RV) rallies, boat shows
- Advertise USACE facilities in national RV, boat, and other similar publications
- Partner with state tourism departments to promote USACE facilities
- Run ads for volunteer opportunities in RV, boat and related publications
- Contact RV and boat national organizations for partnership possibilities
- Define volunteer roles and duties on USACE’s web page and possibilities of “links” off RV related web sites, i.e., rv.net; goodsam.com; fmca.com; RV-today.com; holidayrv.com; etc.

- Promote/market opportunities for the public to participate in and be informed about recreation activities at USACE lakes
  - = Survey public to find out what they want to know; or determine what they should know
  - = Inventory available facilities and the methods which are used to disseminate information
  - = Work with other national and local groups to develop effective informational tools to distribute information
    - Interest
    - Brochures
    - Media
    - Training packages
    - Workshops
    - Campaigns
  - = Award/recognition programs
  - = Identify coordinator position for volunteers
  - = Q. What role should USACE have in maximizing and publicizing the volunteer program?
    - Identify the program areas where volunteers can help
    - Develop partnership programs with national and local groups that identifies those efforts which volunteers can assist
    - Develop an action plan
    - Develop an award/recognition program for volunteer efforts
    - Support the development and maintenance of volunteer gov.
- Packaging – (information about sites, services, recreation opportunities) collect, publish, disseminate information. Already done in some respects
- Partnerships – Stakeholders/users – Business interests (publishing, etc., Convention and Visitors Bureaus other government service providers) (at national, regional, local levels)
- Task Public Affairs Officers to promote Recreation program within and across agencies
- Policy – establish and articulate policy regarding USACE’s intent to increase and improve services to recreating public – need a statement from the top: “This is part of our job”
- Develop relationships (MOUs) with user groups at national level – (this fosters constituent support at Congress/administrative level)
- Create tools or vision promos for field – case history successes, e.g., YMCA at J. Percy Priest Lake

- Address potential road blocks beforehand; e.g., liability, greenies
- Identify “stakeholders for partnerships.” Establish partnerships with recreational users to: identify user needs, evaluate current policies/conditions, construct joint action plan to create links to user web sites, provide usable information.
- Request user groups to feature articles in their publications and web sites
- Seek commercial partners to promote/increase awareness
- Seek closer ties at the local/regional level. Ties to youth groups, tourism and outdoor recreation to maximize local usage.
- USACE should identify volunteer groups that share interests regarding outdoor recreational activities and should seek agreements for volunteer support
- USACE should review existing policies and adjust as necessary those impeding use of volunteers
- USACE should develop a volunteer recognition and appreciation in progress

## **Blue Group Priorities**

- Work with all stakeholders in establishing priorities
- Allocate funds for the widest user benefits
- Provide consistency – across the country on similar recreation issues
- Utilize both traditional and non-traditional methods to provide recreation facilities
- Quality facilities that meet a public’s recreational need regardless of who manages them. Get outside interest groups who use properties to give their needs/concerns. Make a commitment.
- Provide quality recreational facilities for diverse segments of the population making them more uniform in all properties
- Provide physically challenged, etc.
- Bring in group to explore use
- Set up an advisory board
- Balance demand versus resource partition
- Provide for the physically challenged use
- Facilitator, sponsor for outdoor projects
- Facilities that meet Americans with Disabilities Act (ADA) standards
- Refer to memorandum of understanding dated 4-22-96 between USACE and the Paralyzed Veterans of America (PVA). PVA has never been consulted.

- Facilities management personnel funding necessary to maintain high quality facilities
- Provide appropriate staffing to facilitate/provide high quality service
- Identify recreation facilities and infrastructure that need restoration or expansion
- Survey recreation users and public to identify new uses
- Create/establish an inter-discipline team to review and update standards/planning requirements, etc., to accommodate physically challenged users
- Benchmark with other Federal, State and local agencies managing recreation sites and facilities
- Benchmark with private sector recreation providers
- Ask Congress to establish a USACE recreation foundation similar to National Park Foundation, National Refuge Foundation

# PART FOUR—ACTIVITY TWO FACILITATED RESPONSES

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*What role should USACE lakes have in your key priorities or concerns?*

## Red Group Priorities

**Key Priority 2:** Provide adequate incentives and safeguards to encourage private and public sector investments and management.

Partnerships “synergize” use of public and private resources for the greater public good. Strengthen relationships between USACE, marina, other concessionaires, to establish competitive commercial rentals and fares in support of public recreational opportunities. Develop nonprofit partnerships to assist USACE in developing educational, recreational and tourism opportunities.

1. To provide education and training for USACE staff on partnering, e.g., challenges/benefits of working in partnerships, guidelines/philosophy, what can and cannot be accomplished
2. Return to pre-1993 percent rental rates for concessionaires to provide commercially competitive break structure and level the field for all concessionaires
3. Re-evaluate current practices with regards to leases, user fees and partnerships. Why are we turning away partnerships and opportunities?
4. Provide USACE partnership ambassadors staff whose role is dedicated primarily to working with partners, both public and private sector
5. Identify strategic goals for potential partners and invite proposals that might help achieve goals for potential review
6. Stakeholder added agreement to item 5, then also added another issue. Develop strategic plan with areas where partners can be used to accomplish those strategic plans.
7. Encourage local front line management staff to embrace USACE partnerships. Stakeholder also added agreement to item one.
8. Continuously involve partners in strategic planning, review and development of guidelines and support of legislative activities
9. Embrace flexible rental rates for special situations to permit concessionaires to meet competition from non-USACE controlled facilities. For example, look at differences between USACE rates and Tennessee Valley Authority (TVA) rates.
10. Remember “greater public good”
11. Promote and publicize partnership opportunities, for example media coverage of stakeholders meetings

12. Create a concessionaires advisory council to use as a sounding board in development of policies and contractual procedures
13. Find and qualify those organizations public and private who have the skills necessary (e.g., U.S. Power Squadron, International Mountain Bikers, Green Manufacturing Association, etc.)
14. Create a recreation user group advisory council
15. To partner with concessionaires to provide and manage public facilities such as beaches, riding trails, etc. For example, concessionaires to contribute labor and funding for construction in return for a portion of fees derived from use.
16. Develop incentives for partners such as: promotional “return” to partner who invested in the project – naming literature, etc.
17. Identify properties and facilities for partner development and invite proposals (e.g., offer was made by participant to refurbish a dilapidated building – proposal was declined – later a minor child was killed in the building and USACE made the decision to demolish the building rather than accept the proposed partnership.

**DISCUSSION:** More examples are provided of situations where USACE officials declined partnerships for unknown reasons. The result being (1.) USACE funds expended where participation by willing partners would have resulted in greater quality or (2.) to discourage partnerships due to a lack of positive response from USACE or (3.) to result in USACE funds being spent on demolition of buildings that potential partners were otherwise willing to refurbish and make use of. Examples offered of the adaptive reuse movement and the success possible in refurbishing and making active and profitable use of structures that were otherwise abandoned and slated for demolition.

## **Voting Results**

Seventeen issues reviewed and voted

1. 7high
2. 2high, 3moderate, 2low
3. 5 high, 2neutral
4. 6high, 1 low
5. 5high, 2moderate
6. 7high
7. 7high
8. 7high
9. 4high, 1moderate, 3low
10. 5high, 2moderate
11. 6high, 1moderate
12. 6high, 1neutral
13. 7high

14. 5high, 1moderate, 1low
15. 6high, 1moderate
16. 6high, 1moderate
17. 7high

**DISCUSSION:** Recommendation that USACE develops a plan for seeking partnerships and developing a proactive policy that encourages partnership at the project site as a result. Recommendation to develop staff capacity to complement partnerships. Recommendation to develop incentives to encourage partnerships. Group agreement.

**Key Priority 6:** Create incentives for revenue development for USACE (through legislative policy or other means)

1. Set public or community goals for infrastructure projects related to those goals and set fees that support and fund those projects (fees do not leave site)
2. Fair contracts for operators, investors and contractors
3. Create an earned income task force charged to develop revenue generation ideas and political strategies for policy change (example – entrepreneurial minds tend to have the ideas and imagination that would make projects and ideas previously thought impossible – possible)
4. Return user fees collected to project that produces it

**DISCUSSION:** Repetition of subset question 1 repeats this issue and that the question may be restated and joined here. This subset physically removed from the wall, joined with 5 and numbered 6.

5. See 5 – strengthening relationships between USACE, marina and other concessionaires to establish competitive commercial rentals and rates in support of public recreational opportunities
6. Review current policies with constituents and determine and address issues
7. Set cost saving incentives for USACE staff with proportional salary increases or bonuses
8. Provide maintenance and upgrading facilities through grant and bond dollars and user fees
9. Send USACE managers to Congress school at George Washington University
10. Using information from proposals to guide and learn how to develop incentives
11. Examine privatizing more services and run more like a business

## Voting Results

1. 6high, 1 moderate
2. 7high
3. 7high
4. 6high, 1 moderate
5. 7high
6. 7high
7. 6high, 1 moderate
8. 3high, 4 moderate
9. 6high, 1 moderate
10. 6high, 1 moderate
11. 3high, 4 moderate
12. 7high

**DISCUSSION:** Suggestion made to combine items 2, 5 and 6 into 1 item stated more clearly. One opinion expressed to state as, “USACE lakes have little or no private enterprise compared to the Tennessee Valley Authority or other concerns where concessionaires are more commercially competitive and that without bringing USACE into competition with these other interests USACE lakes cannot be as successful.” There was limited consensus to this suggestion.

**DISCUSSION:** The author of item 9 expressed how important that issue was. Debate began around the idea that bonds cannot be offered to poorly managed projects and that as a rule USACE projects are poorly managed. Suggestion is made that item 9 does not exclusively relate to USACE management and that privatization may overcome some management issues and consequently cause bonds to become more realistic. There was limited consensus that recognized the requirement for bond repayment and that this condition would serve to motivate a level of management that would satisfy the requirements of the bond. Further argued that the assumption of mismanagement was not fair to USACE. Argument made that the over-riding issue is the need for more effective funding of USACE recreation projects regardless of the source. Argument raised that federal agencies that cannot receive sufficient funds in their approved O&M budgets cannot receive government grants. Counter-argument that the issue of grants is not exclusive to government grants. Example made of successful projects that are funded solely through private corporate grants.

**Lead Facilitator:** Points out to group that there are a total of 5 issues, each receiving seven “high” votes. Question put to group if these were the issues to be presented to the plenary.

**DISCUSSION:** Author of Item 4 felt issue to be very important. Argument made that the act of Congress necessary to make it a success was felt to be worth mentioning as other agencies are already experimenting with the idea and suggestion

should be made to USACE to participate in these experiments. Suggestion made to merge item 1 with item 4. Argument made that the result may be that raised funds are deducted from location funds and that this could become a disincentive for project management who fear losing necessary federal funding. Suggestion made that the recommendation should be worded to specify that facilities benefit from the addition of site fees and that these fees not effect budgeted amounts. Suggestion made to add references to the Fee Demonstration programs. Counter-argument made that the Fee Demonstration programs may create a negative public perception. Agreement unreachable. Agreement made by group to table the issue and discuss further in the 3<sup>rd</sup> breakout session. Agreement that issues does not represent agreement by the group and as such should not be included in the presentation to the plenary.

## **Presentation Prepared For Plenary**

**Key Priority 2:** Provide adequate incentives and safeguards to encourage private and public sector investments and management.

- Develop USACE strategic plan for partnership development and continuously involve partners in planning and reviewing guidelines.
- Develop USACE staff capacity to work in partnership:
  - = Training
  - = Ambassadors
  - = Front Line Management
- Promote partnership opportunities.
  - = Competitive Proposal Process
- Provide appropriate incentives
  - = Rental Fees
  - = User Fees
  - = Leases, etc.
- Create Partnership Advisory Council(s)

**Key Priority 6:** Create incentives for revenue development to USACE (through legislative policy)

- Provide fair contracts for investors and operators with commercially competitive rents and rates
- Examine privatizing more USACE services and run more like a business model
- Provide maintenance and upgrading of facilities through Grant Dollars, Bonds and User Fees

- Create an “Earned Income” Task Force to develop revenue generation ideas and potential strategy for policy change

## **Green Group Priorities**

**Key Priority 3:** Market recreation related facilities using all forms of media and thru partnerships. Interpretation, education and information foster appreciation, stewardship and sustainable use of USACE resources.

- Promote homeland security, safe use and appropriate emergency response for recreational use
- Promote recreational, social, tourism opportunities
- Reach, enlarge non-traditional/new user groups
- Promotion of USACE facilities to include directories of parks and campgrounds and other electronic information sources.

## ***Roles***

- Role 1: Because USACE overlaps jurisdictions; it is in the position to take on a coordinating role. Play an active role in jurisdictions in the tourism promotion role
- Role 2: USACE should take part in rallies, RV/boat shows and regattas to promote the facilities that are available to those groups
- Role 3: USACE should partner with private enterprise to develop a catalog of facilities, amenities and costs in exchange for advertising royalties
- Role 4: Find out from public what kind of information they need to know
  - = The overall role is one where agencies work with those groups who can provide information to provide for the public
  - = What does the public want to know
  - = What information are you interested in
  - = Use surveys to gather data
- Role 5: Identify who are the stakeholders and bring together a process to see how both sides resolve this question
- Role 6: USACE needs to mandate a policy to increase recreational services to the public

- Role 7: Link lake websites to national and state tourism websites.
  - = A Nashville local ranger created J. Percy Priest Lake website.
  - = USACE should evaluate which policies are in the way
- Role 8: The message put into interpretation should be much broader than power generation and FC thru partnerships
  - = There is very little interpretation of USACE sites
  - = It will be beneficial to build on partnerships and learn from one another
  - = Legislation of primary purposes, dealing with legislation on the books
  - = Some USACE reservoirs are not to have recreation while others have strong recreational programs, COST/BENEFIT ratio
  - = Agencies need to take a more active role
- Role 9: Create a national policy to promote recreation
  - = Policy needs to be in place before marketing begins
- Role 10: Issue a policy statement that recognizes the value of the recreation resources at USACE facilities and make available information to identify those opportunities
  - = There needs to be a push initiative
- Role 11: Increase the local interaction/awareness thru variety of actions with user groups, media, or anything that publicizes to enhance knowledge
- Role 12: Collect and package the information USACE wants to use to market recreation
  - = If you market a product you have to know what is in it
- Role 13: USACE should partner with recreational authors/media and associations to host articles about USACE facilities
  - = There are a number of organizations USACE can get involved with. District and Local level has information officers
- Role 14: Develop an award recognition program to recognize partner communication efforts
- Role 15: Promotion within government, e.g., Public affairs officers. INTERNAL in government. Provide information and photos.
  - = What materials are there for packaging for use in agencies?
- Role 16: Identify public affairs at all levels within an organization
  - = Need more than local level positions identified

## **Combine**

- Combine Role 6, Role 9 and Role 10 into one

## **Voting**

	<b>High</b>	<b>Medium</b>	<b>Low</b>	<b>Rank</b>
<b>Role 1</b>	3	4	0	2
<b>Role 2</b>	0	5	2	0
<b>Role 3</b>	3	2	2	3
<b>Role 4</b>	3	0	4	0
<b>Role 5</b>	3	2	2	3
<b>Role 6</b> <b>Role 9</b> <b>Role 10</b>	7	0	0	1
<b>Role 7</b>	2	3	2	0
<b>Role 8</b>	1	2	4	0
<b>Role 11</b>	0	4	3	0
<b>Role 12</b>	0	0	7	0
<b>Role 13</b>	0	3	4	0
<b>Role 14</b>	3	4	0	2
<b>Role 15</b>	0	0	7	0
<b>Role 16</b>	0	2	5	0

## **Top Roles to Take to Plenary Session**

- Establish a policy that affirms the importance of recreation at USACE projects and mandates the enhancement and promotion of recreation opportunities
- USACE should take a coordinating role between jurisdictions/providers in tourism promotion roles
- Develop an award recognition program to recognize partner's communication efforts
- USACE should partner with private enterprise to develop a catalog of facilities, amenities and costs in exchange for advertising
- Identify stakeholders and user groups with which to develop partnerships

## ***Comments and Suggestions for the Rewording of the Top Five Roles***

Recognize the value and then promote it. Add - Importance of recreation to USACE.

**Key Priority 4:** Maximize and publicize the volunteer program. Promote/provide diverse and appropriate volunteer opportunities. Assist USACE management in meeting mission thru consistent training of staff and volunteers.

### ***Roles***

- Role 1: Review all the existing policies on volunteers and revise those impeding the use of volunteers. Use volunteers to help in that review. Revise to foster use volunteers.
  - = USACE has no policies dealing with volunteers
  - = Need more than internal review
  - = Look at organizational volunteers
  - = Look at those who foster volunteers, liability coverage
- Role 2: Develop relations with user groups, industry groups at national level through MOUs. This should foster constituents' support.
  - = Public that provides a service and that uses that service
  - = Fosters constituent support
- Role 3: Advertise groups that are good sources of volunteering and appeal directly to them. At more of a local level.
- Role 4: Educate managers the value and how to manage volunteers
  - = Headquarters must be the advocate because volunteers give a lot of time and effort
  - = This requires educational focused effort
  - = Q: Does USACE have local booster clubs for facilities? A: Some loose associations.
  - = Maybe the lake managers should take the initiative to form such clubs. National foundations help to some extent, but USACE does not.
- Role 5: Identify and contact associations currently providing volunteers to see how they can interact with USACE to place volunteers
  - = Maybe thru websites or publications
- Role 6: Establish a national database for volunteer opportunities
  - = Is USACE included in the Volunteer.gov website-yes it is
- Role 7: Seek national MOU with CG Auxiliary and power to provide volunteers
  - = Provide trained volunteers in various projects

- Role 8: After policies are generated, create success stories to inspire managers to increase volunteer use
  - = Something to inspire rank and file of USACE
- Role 9: Establish national job descriptions of positions such as expectations, physical demand and compensation
  - = Everyone is doing his or her own thing and the system needs structure
- Role 10: Develop award recognition program for volunteer efforts
  - = From agencies to volunteers
- Role 11: Establish award recognition for managers who utilize volunteers
- Role 12: Provide annual report on volunteer use

### **Combine**

- Combine Role 2 and Role 7 into one
- Combine Role 6 and Role 9 into one

### **Comments and Suggestions for the Combined Roles**

Role 2 and Role 7: Important thing is we need to have volunteers to identify with USACE. Address this as a detail.

Role 6 and Role 9: Volunteers.gov will be up and running soon.

### **Voting**

	<b>High</b>	<b>Medium</b>	<b>Low</b>	<b>Rank</b>
<b>Role 1</b>	5	2	0	1
<b>Role 2</b> <b>Role 7</b>	1	3	3	0
<b>Role 3</b>	1	4	2	0
<b>Role 4</b>	2	3	2	4
<b>Role 5</b>	1	4	2	0
<b>Role 6</b> <b>Role 9</b>	4	3	0	3
<b>Role 8</b>	0	0	7	0
<b>Role 10</b>	5	1	1	2
<b>Role 11</b>	5	2	0	1
<b>Role 12</b>	1	3	3	0

## Top Five Roles to take to Plenary Session

- Review all existing policies on volunteers with the intent of eliminating impediments to the use of volunteers. Seek volunteer input into that review.
- Establish recognition for managers who effectively use volunteers
- Develop an award recognition program for volunteer efforts
- Establish a national database for volunteer opportunities, which includes job descriptions. (Volunteers.gov)
- Educate managers on the utilization and management of volunteers

### Questions

Q: Does USACE have local booster clubs for facilities?

A: Some loose association. Lake manager may take initiative. National foundations help to some extent, but USACE does not have this formal relationship.

Q: What was thought behind final Role 3?

A: Recognize folks we work with, like media, who promote.

## Blue Group Priorities

### Outline Template

- Q# - priority as written on flip chart (Label = C#, group C, idea #)  
[addition/clarification]
  - o Other initial ideas presented (elaboration by originator and others not captured on chart)
    - Word corrections/addition (if any)
      - Clumping (location moved to, idea added)(if any)

### Prioritized Concerns taken from Group Session

**Key Priority 1:** Provide quality recreation facilities for diverse segments of the population including high quality facilities that meet a diverse public's recreational needs regardless of who manages them and provide physically challenged users accessibility to forest, fishing, hunting, birding, etc.

1. Develop and act on existing partnerships with USACE/PVA/AARP, etc. to address access needs, including developing across the board standardization (seconded)
  - Develop partnerships with USACE/PVA/AARP, etc. to address access needs
  - They need to know what we need

- Develop best practices (what works), look at other groups organizations
  - No standardization across multiple sites/ USACE area
  - Need to develop standardization across the board
  - Volunteer engineers at PVA have not been taken advantage of (since 1986? or 96?); this needs to be acted upon. (Specific offer to help, PVA representative introduced to Tabb)
  - PVA chapters all over that want to get involved and develop relationships
    - None
    - Move to #3
2. Establish an interdisciplinary team to review and update designs, standards and planning requirements to accommodate physically challenged users to fully participate in recreational opportunities to the extent possible.
    - Strong thoughts regarding not limiting wording to just typical facilities
      - None
      - Move to #3
  3. Bring in and explore uses from various groups to develop the properties; consult with groups such as PVA, AARP, MRAA, etc. by consulting regularly with an established advisory board
    - Motor home orgs, boating, voting, PVA, AARP, MRAA, Good Sam's clubs,
    - More consulting of users
    - Every identity has specific requirements; these must be identified directly
    - Focus meetings, natural outreach
    - Set up a board from the various user groups with which to consult
    - Civilian advisory board
    - Semi-permanent board to consult with on a semi regular basis
    - TWRA – Tennessee Wildlife Resources Agency
      - None
      - Add #1, 2, 6 (full text)
  4. Ask USACE to make an ongoing commitment outdoor recreation.
    - Money and personnel go to the important issues
    - USACE needs to decide whether they are committed or not
    - “Word on the Street” from USACE “we are committed to the waterways” no mention of recreation

- Organizations are willing to work with USACE to achieve this but first make the commitment
  - If no one is going to make the commit, everything else is a waste of time
  - Most important issue
    - None
    - Add #8
5. Utilize traditional (e.g., USACE funding, state and local government) and non-traditional (e.g., corporate sponsors, volunteer org. and special interest groups) methods to provide recreational opportunity.
- Traditional: USACE funding to provide facilities; state and local governments; and private concessionaries; less blended type facilities
  - Non traditional: facility where different parties have different pieces of it, corporate sponsors, e.g., handicap fishing piers with TWRA and volunteer org. and special interest groups.
    - None
    - None
6. Polling recreationists on what their needs and concerns are through existing magazines, newsletters, etc. of partner groups.
- Comments and surveys
  - Publication from Good SAM “Highways” (1 million distribution), “Camping World”
  - Put user surveys in organizational and agency newsletters to determine wants and needs
  - Use this to draw out people to use facilities
  - Data can be Compiled and to be presented to USACE
    - Target “grassroots” (i.e., real users opinions, thoughts)
    - To #3
7. Identify recreation facilities and infrastructure that need restoration or expansion. This would result in an updated inventory, a summary report and a needs report by state that is available to the public.
- USACE-wide look at needs to possibly gain more money
  - Be more effective in lobbying for additional funds
  - USACE explanation: line items for budget items,
  - Things may be getting lost on the way up
  - Set recreation aside (make more of a priority)

- Make information available to public
    - None
    - None
8. Make a commitment of money and personnel to outdoor recreation
- None
    - None
    - To #4
9. Provide consistency across the country for users
- Users should expect a certain level or standard around the country
  - Same rules, see the same thing over the country
  - Like National Park
  - Specific operations run the same, so people can expect the same level of service
  - More similar hours
    - None
    - None
10. Benchmarking with other federal, state, local and private sector recreation providers
- Check out other similar organizations to find new solutions
  - Peer to peer review to improve performs
  - There are better ways to do things out there
  - Look at what are others doing right
    - None
    - None

**Key Priority #1 Voting**

**Rank – Idea – Vote Result**

- 2 - #3 - 5
- 1 - #4 – 6
- 3 - #5 - 4
- 4 - #7 – 3
- 5 - #9 -
- 5 - #10 -

## **Key Priority #1 In Order**

- #4
- #3
- #5
- #7
- #9
- #10

## **Final Rewording for Key Priority #1**

- The USACE should make a long-term ongoing commitment to outdoor recreation
- Bring in and explore opportunities with various groups to develop USACE properties; consult with groups such as PVA, AARP, TMA, MRAA, etc. by consulting regularly with an established advisory board. Polling recreationists on what their needs and concerns are through existing magazines, newsletters, etc. of partner groups.
- Utilize traditional (e.g., federal, state and local government and concessionary funding) and non-traditional (e.g., corporate sponsors, volunteer org. and special interest groups) methods to provide recreational opportunity.
- Identify recreation facilities and infrastructure that need restoration or expansion. This would result in an updated inventory, a summary report and a needs report by state that is available to the public.
- Provide consistency across the country for users
- Benchmark with other federal, state, local and private sector recreation providers

## **Key Priority 5: Balance demand versus resource protection**

### **Roles for Key Priority 5**

- This statement in and of itself is the role that USACE should provide

## **Key Priority 7: Ask USACE to allow user input on current and proposed restrictions.**

### **Roles for Priority 7**

- Develop an advisory board to consult with USACE on these issues

Group does not feel the need to elaborate on key priorities five and seven taken from the group session.

# PART FIVE—ACTIVITY THREE WORKSHEET RESPONSES

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*What additional opportunities for USACE that would assist us in accomplishing or resolving the priorities or key concerns that have been identified.*

## Red Group Priorities

- USACE is at ground zero. Should not be bogged down with the past.
- USACE has properties that are most precious to the public – more government help
- More promotion of USACE assets and activities – Let people know what they have and the need to improve them. Taken for granted. (Lewis and Clark)
- What is USACE infrastructure? Should be reviewed-reorganized-updated.
- For future stakeholders meetings:
  - = Include all stakeholders
  - = Fishing interest
  - = Red Cross (swimming facility)
  - = Equestrian Interest
  - = Boating Safety and Navigation Interest
  - = Marina Interests
  - = Real Estate Development
- Site-level collaborative planning. Opportunity to bring key stakeholders together around a lake or river system to work collaboratively to solve problems, develop funding.
- Opportunity to enter into key communication training partnerships with National Association for Interpretative – Certificates and other groups
- Chance to set long range goals and prioritize them to focus budgetary and human resources
- Develop volunteer “villages” – 5-10 campsites with hookups – to accommodate volunteers with RV’s (like Lake Sidney Lanier)
- Advertise parks, lakes and campgrounds in media
- Provide organized activities at recreation facilities that encourage public participation. Could partner with other groups or organizations.
- Host programs (at scouts, schools) to educate children and encourage them to participate in outdoor recreation activities
- Staff member at each project that promotes partnerships
- Future stakeholder meetings invite a wider range of stakeholders

- Give more notice and meeting information
- Develop a mission statement for USACE as relates to recreation that all USACE management buys into
- Set goals and priorities for fulfilling mission statement
- Conduct brainstorming sessions with stakeholders and management to define goals based on mission statement
- Work with regional/state tourism councils, cross-agency promotion, recreational interest associations to promote USACE recreational sites
- Tap into corporate volunteer programs
- Take USACE sites to the classrooms via electronic field trips, as well as on-site conservation education programs
- Should divest sites can't maintain to local community
- Market/promote recreation opportunities – private recreation websites – i.e., trails.com, trailsource.com
- Better maps highlighting all recreation activities available at USACE projects
- Have USACE sponsor programs that bring in the community – youth activities
- Consider re-inviting/paying to attend:
  - = Hiking groups
  - = Equestrian groups
  - = Fisher/Anglers

## **Green Group Priorities**

- If through the strategic planning process USACE does not place real emphasis on the recreation needs, they need to actively pursue the turnover of recreation facilities and properties to other recreation providers. For this to work, USACE would have to subsidize some operations.
- If through the strategic planning process USACE decided to place real emphasis on recreation, they need to meet with partners on a “river basin” or region lost to gain an understanding of the real issues. A complete review of policies and leases needs to be done to promote recreation inside USACE and improve the partners’ ability to provide for recreation.
- USACE recreation planning should not be done in isolation of other local and regional planning – USACE plans should fit into the state or region planning efforts
- Provide a regular forum to meet with concessionaires and stakeholders to meet with project managers as well as district level decision-making personnel for informational and advisory opportunities

- Use Lewis and Clark celebration to initiate new emphasis by USACE toward recreation
- The operations of other USACE branches/departments that also serve recreation users must be incorporated into the Nat Res. Mgt. Branch strategic plan – cross pollination – related to policy directive at the top
- Economic cost-benefit analyses used justify routine O/M must consider recreation impacts, i.e. navigation (dredging), lock operations, bridge operations, aids to navigation
- Efforts to address diversity in accommodating recreation users should focus on established youth programs (i.e., YMCA, Sea Scouts, 4-H, Boy and Girl Scouts, etc.). Relates to partnerships
- Use Lewis and Clark activities as the catalyst to start change in priority toward recreational use. Highlight recreational “opportunity” (for USACE)
- Current acceptance and support of “the partnership concept.” Willingness to work together. Take advantage of this
- Growing public interest and support for development of activities that are family oriented and strengthen family values and support wholesome youth activities
- Partner with American Association of Retired Persons (AARP) and others to gain support of ever increasing older segment of population who could be advocates and who vote, as well as actively utilize facilities
- Current focus and party line is on use of volunteers to support governmental activities – lots of success stories – good stewardship
- Utilize international boating and waterways Safety Summit in 2003 (Las Vegas) and other similar meetings to announce change in priority for recreation and solicit stakeholder support. (Call federal and state and other boating/paddle sport/many industry, representatives attend)
- Send a General officer to announce change
- Better engage with non-federal entities that are or could be potential managing partners
- Build better multi-faceted constituency bases – with both other government agencies and stakeholder groups
- Develop and promote economic analyses of the benefits of recreation related activities at USACE projects
- Develop legislative proposals that would clearly mandate a proactive recreation role for USACE
- Develop an awareness/understanding training package for USACE managers and employees – brown bag sessions

- Political road blocks that preclude a national united approach to USACE' recreation effort
- Lack of overall coordination of federal recreation programs
- Recreation does not fit into the true mission of USACE
- It will take a national (presidential) program to move such a concept
- Image change – old/current image is facilities are run down and out-of-date
- Cultural change – its ok to make profits. Put profits back into facilities. Do not reduce budget via user dollars, i.e., utilize user fees for park operations
- Utilize existing highway signs to identify park locations

## **Blue Group Priorities**

- Making USACE a destination place, a reason to visit, information, what they have to offer, volunteer programs – Master recreation department to separate from other programs of USACE
- Not only develop new programs, events, etc., but improve existing venues
- Affordable family destinations need a USACE commitment towards recreation on a stand alone basis
- Change funding – set up separate fund
- Explore private support – local
- Long term plan and focus – commit staff
- Friends groups – local community organizations
- Grants/endowments/sponsorships
- Educating Congress of vision with regards to outdoor recreation
- Involve broader segments of the public in the planning/operation of recreation
- Seek non-traditional funding source for recreation enhancement
- Expand use of concession operations of traditional USACE facilities, i.e., primarily – camp grounds
- Explore regional concession agreements – i.e., concession contracts for multiple campgrounds on several projects
- Strategic partnerships with those organizations best suited to advise
- Commitment from the Corp to develop a positive sports and recreation program
- End user input and through evaluation by USACE
- Participate in the fee demo program

- Ask Congress to return all collected recreation fees to USACE districts without offset of general fund appropriations or other federal funds
- Expand internet web site offerings all recreation projects have updated sites, more links to other recreation group sites
- Establish a recreation brand logo and associated marketing plan, partnering with private sector outdoor retail organizations such as Eddie Bauer, L.L. Bean, etc., public service announcements
- Increase local directional signing to alert traveling public to recreation facilities
- Conduct local open houses and free days to expose local populations on nearby USACE sites

# PART SIX—ACTIVITY THREE FACILITATED RESPONSE

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*What additional opportunities face USACE that would assist us in accomplishing or resolving the priorities or key concerns that have been identified?*

## Red Group Priorities

DISCUSSION: Questions and suggestions as to how to approach question 3. Some participants request review of points from previous discussion to use as a direction for conversation. Other participants ask to use question 3 as an opportunity to review new issues and priorities that have not yet been discussed or agreed to. Agreement made that question 3 will be used to address any and all issues participants felt relate to their role as stakeholders in USACE projects.

### Round 1

- Embrace the recreational arm of USACE with additional recreational staff
- Promote their assets and activities more (including paid advertising) – let the people know what they have and how to use them (i.e., Lewis and Clark program – 4 year activity with no promotion and no publicity to the knowledge of the group)
- Entering into key communications training partnership with national association of interpretation to train front line (i.e., Disney’s three week training program before personnel are allowed to interact with public)
- Develop volunteer villages providing campsites with hookups to accommodate volunteers with R.V.s (i.e., Lake Lanier)
- Host programs to educate children and encourage them to participate in outdoor recreation
- Youth volunteer programs
- USACE develop mission statement as relates to recreation that the total USACE management buys into
- Work with regional and state tourism councils, recreational interest associations and with other public land agencies to promote USACE recreational sites
- Partnership with private website (i.e., link with mountain-bikers association sites to promote trails, with campers of America to promote sites, etc.)
- Solicit significant government fund to subsidize USACE properties to the benefit of the public

- Printed clear long range plan (mission, goals, vision, objectives, (3-5 yrs)) – business planning model
- Staff member at each project dedicated to promoting/establishing partnerships
- (Mission idea cont.) – hierarchical structure designed – stakeholders brainstorming included – define those goals and objectives to accomplish all – set priorities (long range plans) – clear – define who what when where why and how – including all concerns
- Take USACE sites to the classrooms via electronic field trips. (e.g., Texas parks and wildlife)
- Better maps and signage highlighting recreational activities at USACE projects
- USACE infrastructure should be reviewed/updated (people) upper mgt
- Created site level collaborative planning
- Tap into corporate volunteer programs
- Consider selling off more sites that USACE cannot maintain to local partners
- Project staff member dedicated to recruit, train and supervise volunteers

## Voting

DISCUSSION: Suggestion to combine items 7, 11 and 13

DISCUSSION: Suggestion made that participants should not be approaching voting from the standpoint of determining the difference between good or bad ideas. Rather that voting should be from the standpoint of “what are the best priorities to approach.” Suggestion made to approach this vote as a consideration of items as short term, midrange, or long-term priorities. Argument presented that a mission statement for USACE recreation must come before priorities. Question raised as to if USACE have a strategic plan. Response made that civil works does have a plan, but that recreation does not. Point made that if you ask what recreational goals are relative to the statutory scheme given by Congress, USACE has no answer. Further point made that there are several congressional “charges” or assigned goals that could be merged into one central and focused mission statement. Point made that this would allow all of the various issues and interests being made in these meetings to “fall into place” in their relationship to the stated mission of recreation.

DISCUSSION: In addition to the need for a defined mission, vision and strategic planning for USACE, USACE personnel need to “buy in” at all levels, so that the same sense of priorities exists from the top of USACE all the way to project management. Emphasis made that these missions and plans should not only be stated, but also actively implemented.

DISCUSSION: Question posed as to the difficulty in understanding the “point” of USACE. Analogy made that USACE acts more as a group guided by committee and that this further illustrates the guidance that a defined mission statement can offer. “If you don’t know where you are going it’s awfully hard to draw a roadmap.” Point made that when a strategic plan is designed and implemented, the planning process itself should be structured as a model for future recreation planning. Point made that project managers have no clear direction from headquarters on some directives. This point was used as further illustration that a defined mission statement offers greater management accountability, as the mission defines clear goals that can be measured in their success and/or effort to satisfy.

DISCUSSION: Suggestion made to summarize these points to a “thumbnail” to be presented to the plenary. Suggested to state as, “Develop overall civil works strategic plan including all aspects of USACE including a mission statement.” Request made to add verbiage to the effect that after developing a mission statement and goals, either in this or the following steps, USACE seek the input of stakeholders in how best to achieve these goals. Point made that this equips the stakeholders with a clearer position to make recommendations from. (“If that’s what you want to do here is what we can do to help you; labor funding etc.”)

DISCUSSION: It is the responsibility of USACE to get their “ducks in a row” and respond to this willingness. Point made that one participant spent \$2,500.00 to be able to participate in these meetings. More responses from participants that their presence at these meetings and the effect it had in their personal and organizational costs, time away from home and work, etc; should be a strong indication of their dedication and desire to participate. Point raised and partially agreed that there is a sense of doubt that these meetings will produce any results or changes. Question raised as to the fact that the interests represented are so small can their recommendations be taken seriously.

DISCUSSION: Point made that some decisions to attend were made as a “leap of faith,” in that there was little advance preparation offered to the stakeholders in terms of (agendas, issues for discussion, etc.). Further points made that USACE should look for more opportunity to offset the cost of participation. Example given that many conferences of this sort extend little or no cost to the participants at all and that this may be a reason many other stakeholder interests were not represented. Strong consensus expressed that USACE needed to complete mission statement and complete a higher level of advance work before the next series of stakeholder meetings. Point made that some of the interests had not been contacted directly and that this did not reflect good dedication from USACE toward those stakeholders. Illustration offered that the original

contact from USACE was to a lobbyist and that this person would have had little to offer in the way of direct experience with the issues at hand.

**DISCUSSION:** Point repeated that the best way to encourage stakeholder participation is to pay for them to be here. Illustration made that many stakeholder budgets for this sort of meeting are planned up to a year in advance and that the short-term nature of the notice for this meeting made it difficult to arrange attendance. Counter point made that the opportunity for an individual stakeholder interests to be represented to USACE outweighed the cost of travel and attendance. Illustration made that many stakeholder interests will gladly absorb the cost of attendance.

**Lead Facilitator:** Suggestion made to relate the ideas from breakout 3 in the frame of mission and use ideas as examples:

**DISCUSSION/  
RESPONSE:** Agreement that the listed ideas are all “how to’s” that illustrate the themes of:

1. Strategic Planning
2. Promotion
3. Youth
4. Volunteers
5. Training
6. Information

**DISCUSSION:** “Whether you think you can do a thing or not you’re right!” Point made that a sincere commitment by USACE to address recreation from a proactive position is the first step. Further point made that experienced based planning and management becomes important. Illustration offered of the importance of “packaging concepts” and the significant benefit this can have in improving the public face of USACE. Explained that while it may be beyond USACE focus at this time, future efforts to “package” USACE in similar aspects to Barnes & Noble, Disney, etc. This can create an identity and success for USACE recreation.

### ***Presentation Prepared for Plenary***

- Develop a USACE Civil Works Strategic Plan including all USACE interests (plan to be communicated to all levels of USACE)
  - = Develop a mission statement and a long-range plan for USACE recreational program
- Promote the use of USACE assets and participate in USACE activities
  - = Use of USACE properties
  - = Lewis and Clark Activities

- Include the nations youth in USACE activities.
- Provide training to USACE personnel and volunteers.
- Provide better USCAE property information.
- Thoughts about future stakeholder meetings.

## Green Group Priorities

### Additional Priorities:

- Priority 1: I will take a national or presidential program to support a recreation concept
  - = Kennedy went to physical fitness
  - = What Eisenhower did for U.S. highways
  - = There should be a National or Presidential program to deal with such a concept
  - = Clinton shifted to environmental protection
- Priority 2: It will take a cultural change to make USACE recognize the value of recreation
  - = Support funding, run USACE like a business
  - = Possible total cultural change to look at budget costs
  - = Culture change is allocating funds
  - = Run USACE recreation like business not like bureaucracy
  - = The USACE has done a good job of what they have
- Priority 3: Meet with partners on a regional or watershed basis to identify the real issues. Then conduct a complete review of USACE policies, laws and regulations.
  - = A strategic plan should be in place, recreation is important if USACE decides to do so
  - = Look at partners' approach on river basin to capture real issues. Complete review of policies to see what done with partners ability to provide for recreation.
  - = Review of USACE policy with result being improved recreation needs
  - = There needs to be someone to submit changes to the laws
  - = Sometimes change is more important coming from stakeholders
- Priority 4: Provide regular forum to meet with concessionaires and stakeholders to include project managers and district leaders (decision makers) for information gathering and advisory
  - = Provide a regular forum with stakeholders and managers, it is important to talk to the right people, there is currently no method for exchange of information or ideas
  - = Advisory opportunities act as information gathering and advisory capacity

- Priority 5: All USACE programs impacting recreation must be involved in developing the recreation strategic plan
  - = The operation of the other USACE departments that serve recreation interests, perhaps the possibility of cross pollination of other parts of USACE programs. Relate to policy
- Priority 6: Use the Lewis and Clark celebration as a catalyst to improve recreation program facilities and provide additional funding
  - = Next years Lewis and Clark expedition is a good USACE opportunity
  - = Emphasis is on recreation not on water shed, or navigation
  - = Fielding extra money in recreation to support extra visitor levels. Opportunity to highlight USACE.
  - = Possible direct funding
  - = Website- Lewis and Clark
  - = January starts expedition
  - = Website shows eight national events
- Priority 7: The USACE should better engage with non-federal entities that are, or could be potential managing partners
  - = The statistic is 43 percent are managers
  - = It is better to engage with non-federal agencies that can be good with recreation. Recreation plans that are available.
  - = There needs to be an increase in the percentage of non-federal entities
  - = Managing partners is the key
- Priority 8: Change image of USACE to reflect needs of user of tomorrow
  - = Change the image of USACE from recreation user of today to the user of tomorrow
  - = As baby boomers become more active, they look for recreation areas that are adequate
  - = The USACE needs to try to change image with the recreation user
- Priority 9: If USACE is not going to support recreation then they need to turn over more areas to partner providers (with subsidized funding)
  - = If through a strategic plan USACE does not meet recreation needs, then USACE must subsidize recreation programs
  - = Recreation has not been the primary mission of USACE

- Priority 10: Recreation economic impacts (benefits) should be considered when conducting economic analysis for funding justification
  - = Set budgets for dredging which will relate how much commercial tonnage is run on waterways
  - = Economic impacts must be considered. Benefit gives a positive spin
- Priority 11: Actively partner with AARP and others to gain support of the rapidly aging segment of the population who could be advocates for legislative and policy changes
  - = The USACE should be an active partner with AARP to gain support with older population who could advocate policy change. Who will support recreation policy change when brought to Congress.
  - = Find allies
  - = AARP vote is important
- Priority 12: Develop legislative proposals that would clearly mandate a proactive recreation role for USACE
  - = Clearly identify congressional mandates as to who has authorized proposals. Develop proposals that will mandate active recreation role for USACE.
  - = As long as the Corp looks at recreation to make funds, they put it in as a resource
  - = Up until 80's USACE did maintain those without offset
- Priority 13: Recreation needs to become an expense of operations, not a source of funds
  - = Recreation needs to be an expense of operations and not an offset
- Priority 14: USACE recreational planning should be done with regional and local planning efforts, it should result in a comprehensive planning
  - = USACE recreation planning should be done with consultation and local and regional plan efforts
  - = USACE could take leadership stand by bringing local and regional together
  - = They could have leadership if they would just jump into it
- Priority 15: Efforts to address diversity in accommodating recreation users should focus on established youth programs
  - = Partnerships' efforts to address diversity and accommodate users should focus on youth organizations and programs
  - = Youth of today effect tomorrow
  - = A lot of time older people do get involved with youth, e.g., the seatbelt program effort was focused on young kids

- Priority 16: The Corp should join the American League of Anglers and Boaters as an associated member
  - = USACE should join the American league of Anglers and Boaters. The Department of Interior, the Fish and Wildlife Service and the Coast Guard current members, but USACE is not.
- Priority 17: Build better multi-faceted constituency bases with both government agencies and stakeholder groups
  - = To get USACE more active in recreation program is to get it involved in constituency programs
  - = There has not been a collective effort to join hands with other government agencies and stakeholder groups
- Priority 18: Utilize international boating and safety summit in 2003 to announce change in recreation support and solicit stakeholder involvement
  - = Send a general
  - = Utilize the International Boaters Safety Summit in 2003 and other similar meetings to announce change in recreation support
  - = All federal agencies involving water will be there, and boating and fishing stakeholders from the state and federal so it is a collection of people there that can move this along
- Priority 19: Develop awareness/understanding training sessions within USACE
  - = The 2x4 theory – in order to get cooperative image there needs to be changes such as retirements of personnel
  - = Develop awareness for USACE managers or employees. Hold brown bag sessions to better educate emphasis about recreation program.

### ***Combining***

- Priority 3 and Priority 4- change to meeting periodically.
- Priority 7 and Priority 9
- Priority 1 and Priority 12- difference is legislative vs. judicial. Change Priority 12 to national legislation

### ***Clarification***

- Priority 3 and Priority 4 are from more of a planning perspective and Priority 16 looks at the vision of all organizations that promote the organization's mission to achieve some things and that it is a collaborative effort.

- Q: Could Priority 13 stand on its own because USACE may say they are doing it all ready?

## Voting

	High	Medium	Low	Rank
Priority 1 Priority 12	7	0	0	1
Priority 2	5	2	0	3
Priority 3 Priority 4	5	2	0	3
Priority 5	5	2	0	3
Priority 6	2	3	2	0
Priority 7 Priority 9	6	0	1	2
Priority 8	1	3	3	0
Priority 10	2	4	1	0
Priority 11	0	3	4	0
Priority 13	0	4	3	0
Priority 14	5	2	0	3
Priority 15	3	4	0	0
Priority 16	0	2	5	0
Priority 17	3	1	3	0
Priority 18	1	3	3	0
Priority 19	1	6	0	0

## Comments and Suggestions for Rewording above Priorities

- Priority 2: Cannot leave this meeting without implying cultural change. If they can't fix it get someone that can run it.
- Priority 12: Add – national
- Priority 14: Add – external
- Priority 19: Add - to educate employees about recreation program

### ***Top Priorities to take to Plenary Session:***

- Develop legislative that would clearly mandate a proactive recreation role for USACE
- Better engage with non-federal entities that are or could be potential managing partners. If USACE is not going to proactively support recreation, then turn over more areas to partner providers and provide funding subsidies.
- Create a cultural change to infuse the recognition of the value of recreation, e.g., brown bag sessions
- Meet periodically with partners on regional or watershed basses to identify the real issues. To conduct a complete review of USACE policies, laws and regulations resulting ability to meet recreational needs.
- All USACE programs impacting recreation must be involved in developing the recreation strategic plan
- USACE recreational planning should be done with external regional and local planning efforts resulting in comprehensive planning

### ***Observations***

As an observation, everyone feels USACE is a closed operation and don't get outside much. They need to decide to be in recreation or not. They decided to be in power production and waterways and recreation is just another program. The reservoir built in southeast; the deciding factor was the economic standpoint of recreation. Sometimes recreation is the deciding factor. Recreation will be a lower priority unless something is done.

### **Blue Group Priorities**

#### Outline Template

- Q# - priority as written on flip chart (Label = C#, group C, idea #)  
[addition/clarification]
  - o Other initial ideas presented (elaboration by originator and others not captured on chart)
    - Word corrections/addition (if any)
      - Clumping (location moved to, idea added)(if any)
- Develop Recreation areas as “Destination” places. Update facilities into safe, family friendly places.
  - o Turn USACE into destinations

- o Update existing facilities to be usable
- o Be Family friendly
- o Be Safe
- o Create scenic or heritage designated areas like federal highway system
  - None
    - Merge 1 and 2
- Create “All American Lakes” program like scenic byway system
  - o Sense of place
  - o Ties into destination theme given above
    - None
      - Merge 1 and 2
- Develop “friends” groups for fund-raising, volunteer work, with love for resource and sense of local ownership similar to “Adopt A Highway.” Include private, corporate funds, non-profits and service groups.
  - o Adopt a park (similar to Adopt A Highway program)
  - o Reach out to private and corporate identities
    - None
      - Add 9
- \*Long-term plan of goals and actions that focus on recreation...demonstrate commitment (seconded)
  - o Need to have focus on recreation, direction
  - o Much discussion on establishing commitment (Facilitator mention Tabb’s notion of a beginning
    - None
      - Eight added
- What is the USACE commitment? Demonstrate this first
  - o This should be the first thing on our all of our lists.
    - None
      - Merge 5, 6, 12
- Commit the staff and funding to the to a stand-alone Recreation program staffed from the ground up to HQ.
  - o If this is going to be a focus there has to be a specific department and hierarchy related directly to recreation
  - o From headquarters to the project level

- o Create a separate organizational element
- o Change the structure of present organization to keep it in the hands of recreation only
  - None
    - Merge 5, 6, 12
- Establish a separate unit of Recreation in headquarters and divisions to promote and guide program.
  - o Focuses exclusively on recreation
    - None
      - None
- Involve a broader segment of the public in the planning and operations of recreation
  - o Lack of this now
  - o Master Plan – extensive public involvement, but not updated often and during the time between there is not a lot of public involvement. Therefore public is not being consulted often enough.
  - o Change cycle to more frequent and consistent involvement
  - o May differ from district to district depending on needs and growth
  - o Overall more groups and more people involved
    - None
      - Add to 4
- Explore opportunities for private and corporate funding sources. Include local service groups such as Kiwanis, Lions Club, etc.
  - o e.g., Trail sponsored by Budweiser
  - o There is a lot of untapped support out there
  - o Develop partnerships
    - None
      - Move to 3
- Participate in the fee demo program
  - o Congress has authorized land management agency except for Recreation and USACE
  - o Fee – 80 percent at actual site 20 percent
  - o Return all collected fees to USACE sites
    - None

- None
- Ask Congress to return all collected recreation fees to USACE Districts without offices
- Separate recreational tourism budget
  - o R and T – recreation and tourism (like on OM)
  - o “I want my fee increased to be used locally”
  - o How would users feel if a sign at campground in Nashville read “all money deposited here may be used in southern California (or elsewhere)”
    - None
      - Merge 5, 6, 12
- Expand the use of concession agreements for operation at recreation sites
- Conduct local open houses and free days to expose local citizens of nearby USACE recreation facilities.
  - o Federal lands day (does everyone know about this)
  - o Publish this information in magazines
    - Create local awareness and advertising plan to include free-days, signage opportunities and expanded distribution of regional maps, enhanced information on websites.
      - None
- Increase local directional signage to alert traveling public to recreation facilities.
  - o J. Percy Priest – no landmark icons other than dam
    - None
      - None
- Expand the Internet website offerings. All projects with recreation sites have current information. With more links to other recreation organizations and groups.
  - o Limited scope of information
  - o Develop two way links between users and USACE websites (e.g., link to Good Sam’s Club)
  - o Provide more information (specifically the details)
    - None
      - None

- Establish a recreation “brand” logo and associated marketing plan. Public service announcements and partnering with private sector outdoor retail organizations and manufactures.
  - o LL Bean, Bass Pro Shops, Eddie Bauer, Coleman
  - o What does the castle logo symbolize? Not recreation.
  - o Got to think of recreation when thinking of USACE
  - o No identifier (e.g., Smokey the Bear)
    - None
      - None
  
- Place USACE recreation maps (regional) at airline information centers, rest areas, hotels, highway kiosks, Chamber of Commerce, Tourism Boards and offices.
  - o Send maps to local Chambers of Commerce and Tourism Boards for distribution
  - o Rest areas
  - o USACE provides recreation but does not promote recreation (historically)
  - o Must be prepared if you begin promoting.
    - None
      - None
  
- If you promote “be prepared!”
  - o Promotion may cause an overwhelming increase in use that can not be met by present capacities
    - None
      - None
  
- Develop a Recreational Operations handbook of “best management practices” that incorporate ideas gathered at this stakeholders meeting.
  - o None
    - None
    - None

## Clumped Ideas to be Voted On and Ranked

<b>(Group decides to leave 13 out because already brought up previously)</b>	
<b>#(Added ideas)</b>	<b>Pts</b>
1(2)	2
3(9)	3
4 (8)	9
5 (6,12)	10
7	6
10	3
11	0
14(15, 16, 18)	0
17 (19)	3
20	0

### **Priority Ranking**

- #5
- #4
- #7
- #3, 10, 17
- Reword of #14

Create local awareness and advertising plan to include free-days, signage opportunities and expanded distribution of regional maps, enhanced information on websites.

### **Finalized Priority Concerns to Be Reported (original idea numbers)**

- (5,6,12) What is USACE commitment? Demonstrate this **first** Commit the staff and funding to the to a stand-alone Recreation program staffed from the ground up to HQ Separate recreational tourism budget
- (4, 8) Long-term plan of goals and actions that focus on recreation...demonstrate commitment (seconded) Involve a broader segment of the public in the planning and operations of recreation
- (7) Establish a separate unit of Recreation and HQ and DIV. to promote and guide program.

- (3,9) Develop “friends” groups for fund-raising, volunteer work, with love for resource and sense of local ownership similar to “adopt a Highway”. Include private, corporate funds, non-profits and service groups. Explore opportunities for private and corporate funding sources. Include local service groups such as Kiwanis, Lions Club, etc.
- (10) Participate in the fee demo program
- (17) Establish a recreation “brand” logo and associated marketing plan. Public service announcements and partnering with private sector outdoor retail organizations and manufactures.

Group decides to only present the first three items in an effort to be concise and since the last three were all tied during priority voting.

### ***Final Rewording for Breakout #3***

- Make dedicated commitment to recreation program
- Demonstrate commitment through long-term plan of goals and actions that focus on recreation
- Establish a recreation program with individual headquarters and regional units with its own budget

**APPENDIX E**  
**MEETING EVALUATION STATISTICS**

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## **APPENDIX E: MEETING EVALUATION STATISTICS**

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<b>MEETING EVALUATION RESPONSE FREQUENCIES</b>						
<b>QUESTIONS</b>	<b>FREQUENCIES*</b>					
	<b>SA</b>	<b>A</b>	<b>N</b>	<b>D</b>	<b>SD</b>	<b>#</b>
1. The goals of the meeting were clear.	6	9	2	1	0	18
2. The breakout sessions provided sufficient time to address the meeting goals.	14	4	0	0	0	18
3. The “small group discussion” format was appropriate for accomplishing the meeting goals.	12	6	0	0	0	18
4. I had sufficient opportunity to share my views.	15	3	0	0	0	18
5. The appropriate organizations/stakeholders were represented at the workshop.	1	6	7	4	0	18
6. The facilitation team provided effective support to the meeting.	8	10	0	0	0	18
7. The opportunity to immediately present meeting results to MG Griffin was a useful element of the meeting.	12	3	1	0	0	16
8. This meeting made good use of my time.	10	8	0	0	0	18
9. I would be willing to participate in future stakeholder activities.	14	4	0	0	0	18

\*SA = strongly agree, A = agree, N = Neutral, D = disagree, SD = strongly disagree # = number of responses.

<b>MEETING EVALUATION RESPONSE PERCENTAGES</b>					
<b>QUESTIONS</b>	<b>PERCENTAGES*</b>				
	<b>SA</b>	<b>A</b>	<b>N</b>	<b>D</b>	<b>SD</b>
1. The goals of the meeting were clear.	33	50	11	6	0
2. The breakout sessions provided sufficient time to address the meeting goals.	78	22	0	0	0
3. The “small group discussion” format was appropriate for accomplishing the meeting goals.	67	33	0	0	0
4. I had sufficient opportunity to share my views.	83	17	0	0	0
5. The appropriate organizations/stakeholders were represented at the workshop.	6	33	39	22	0
6. The facilitation team provided effective support to the meeting.	44	56	0	0	0
7. The opportunity to immediately present meeting results to MG Griffin was a useful element of the meeting.	71	18	6	0	0
8. This meeting made good use of my time.	56	44	0	0	0
9. I would be willing to participate in future stakeholder activities.	78	22	0	0	0

\*SA = strongly agree, A = agree, N = Neutral, D = disagree, SD = strongly disagree.

**PARTICIPANTS MEETING EVALUATION WRITTEN COMMENTS**

Only disappointment: We did not visit a marina on JPP Lake. That would have rounded out our field trip.

The stakeholders were good, but I believe that there are many more stakeholders that should be represented.

The goals of the meeting were clear on site, but not ahead of time.

- Great meeting
- Would have appreciated agenda and participant list ahead of time – just a thought.
- To ensure more stakeholders, consider scholarships, travel stipends.
- Would rather have had final PowerPoint presentation than casual report by facilitators/spokespeople
- Ideally, would have given everyone a PowerPoint copy to take home as immediate product of work.

Good opportunity.

- Once USACE reaches a decision on course to be followed, reconvene a stakeholder meeting to get buy-in and support for implementing actions.
- Use Lewis and Clark Bicentennial to signal and highlight USACE's "New" commitment to recreation.

- Heard comments from other participants that many other stakeholder groups should be there – diverse groups, fishing, hiking, hunting, equestrian.
- Also heard discussion that meeting should be planned further in advance – 1 year – receive agenda and list of participants ahead of time. They thought this was a good first start, however.

