

TAB

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

VOLUME II: APPENDIX I

Interviews and Regional Workshops Report

Final Report

**From a Set of Activities Designed to Identify and
Assess Options for Reaching the Goal of
Maintaining or Enhancing Recreation Opportunities While
Reducing Federal Net Spending**

**Prepared for
U.S. Army Corps of Engineers
Institute for Water Resources
Fort Belvoir, VA 22060**

**By
Clifford S. Russell
and
Timothy D. Feather**

**With
Planning and Management Consultants, Ltd.
808 West Main Street
P.O. Box 1316
Carbondale, IL 62903**

Contract #DACW72-89-D-0020

June 1990

TABLE OF CONTENTS

	PAGE
LIST OF TABLES	iii
LIST OF FIGURES	iii
ACKNOWLEDGEMENTS	iv
EXECUTIVE SUMMARY	1
ELEMENTS OF THE STUDY	1
RESULTS	1
RECOMMENDATIONS	2
CHAPTER 1. THE PERSONAL INTERVIEWS	3
INTERPRETATION	3
SUMMARY OF THEMES	6
CHAPTER 2. THE NASHVILLE WORKSHOP	10
SMALL-GROUP BREAKOUT SESSION	11
RESULTS	12
Comments on Table 2-2	17
Summarizing the Results	18
Aggregating Options	18
Relating Preference Patterns To Respondent Characteristics	22
CHAPTER 3. THE REGIONAL PUBLIC WORKSHOPS	26
LOCATIONS, DATES, PARTICIPATION	26
PROCESS	29
GENERAL MESSAGES FROM THE WORKSHOPS	29
Portland	31
Arlington	31
Omaha	32
Pittsburgh	32
Moline	33
Atlanta	33
ANALYZING RESULTS FROM THE WORKSHOPS	34
Pro- and Anti- Sentiment and The Effect of Aggregation	37
Strength of Agreement	44
Regression Relations	46
CHAPTER 4. OVERALL RESULTS AND RECOMMENDATIONS	50
PRICING	50
RELATIONS WITH PRIVATE SECTOR	51
REFORMING THE BUREAUCRACY	54
APPENDIX A. NARRATIVE SUMMARY OF PERSONAL INTERVIEWS	A-1
APPENDIX B. NASHVILLE WORKSHOP QUESTIONNAIRE	B-1
APPENDIX C. REGIONAL PUBLIC WORKSHOPS SUGGESTIONS EVALUATION PACKET	C-1

LIST OF TABLES

TABLE	PAGE
1-1 INTERVIEWS HELD JANUARY/FEBRUARY 1990	4
2-1 OPTION RATING	12
2-2 POSITIVE AND NEGATIVE RESPONSES TO THE MANAGEMENT OPTIONS	13
2-3 MEAN SCORES OF OPTION TYPES	21
2-4 REGRESSION RESULTS RELATING SUMMED RANKINGS OF OPTION TYPES TO RESPONDENT CHARACTERISTICS	25
3-1 AFFILIATIONS OF WORKSHOP PARTICIPANTS	28
3-2 RECURRING THEMES	30
3-3 CUMULATIVE EVALUATION COUNTS	35
3-4 PRO AND ANTI RANKINGS OF AGGREGATED OPTION CATEGORIES BY AGGREGATED AFFILIATION GROUPS	39
3-5 AGREEMENT WITHIN AND AMONG WORKSHOPS OPTIONS ACHIEVING HIGH STRENGTH OF AGREEMENT SCORES AT ONE OR MORE WORKSHOPS	45
3-6 LINEAR OLS REGRESSION RESULTS	47
4-1 FEE DIFFERENCE ACROSS FEDERAL AND QUASI-FEDERAL AGENCIES PROVIDING RECREATION	52

LIST OF FIGURES

FIGURE	PAGE
1-1 OBJECTIVES AND DEFENSES: THE NATIONAL RECREATION STUDY	5
3-1 REGIONAL PUBLIC WORKSHOPS BY LOCATION AND DATE	27

ACKNOWLEDGEMENTS

The data analyzed in this report were collected through the very capable facilitation efforts of Dale Brown. Dr. Brown, along with assistance from Kathy Surprenant, Lynn Mortensen, Linda Hale, and Tom Wandzilak guided the discussion of enthusiastic participants in a manner that encouraged input from participants and allowed equal opportunity to voice opinion. The facilitation team also digested the group input which allowed accurate summarization of the discussion sessions. The facilitation process for this project illustrated to those involved the "right way" to conduct a facilitated workshop, and more importantly provided the research benefits that result from an expertly conducted process.

Contacts at the U.S. Army Corps of Engineers, Institute for Water Resources, William Hansen (Contracting Officer) and Lawrence Skaggs, provided helpful and enthusiastic guidance and support.

The efforts of other Corps personnel involved in organizing individual regional workshops were also very much appreciated. Corps offices that took formal organizational roles were: North-Pacific Division, Portland District, Southwestern Division, Ft. Worth District, Missouri River Division, Pittsburgh District, Rock Island District, and the South-Atlantic Division.

Michael Huff of Vanderbilt University conducted interviews of experts in the field of recreation. Those who donated time to be interviewed were very much appreciated. Ideas and thoughts of the recreation management experts collected during this stage of the project provided in-depth insight into important recreation management issues.

Finally, the hard-working staff at Planning and Management Consultants, Ltd. were instrumental in production of this report. Duane Baumann provided valuable input during the organization and planning stages of this research endeavor. Nancy Hanna-Somers, Don Burk, and Judith McFarlin put forth extensive efforts towards making this a concise and usable work. The professional editorial assistance provided by Teresa White was also greatly appreciated.

EXECUTIVE SUMMARY

ELEMENTS OF THE STUDY

As part of the process of developing and assessing options for reaching the broad goal articulated by the Assistant Secretary of the Army (Civil Works)

"...to find ways to maintain and enhance recreation opportunities nationwide while reducing federal expenditures,"

the Recreation Task Force set in motion a variety of efforts for obtaining input from relevant concerned publics. This report deals with three of those efforts.

1. A series of about forty personal interviews held in January, 1990 with individuals who, for one reason or another, were believed to have important insights to share. (This effort is described in Chapter 1.)
2. A facilitated workshop for Corps personnel involved with recreation management. This was held at the Natural Resources Management Conference in Nashville, Tennessee, in early February, 1990. (This effort is described in Chapter 2.)
3. A series of facilitated workshops held in six cities around the nation in March and April, 1990. These were designed to elicit input from members of the many concerned publics, including those directly involved with Corps projects as developers or concessionaires; those concerned with recreation's role in regional economic development; employees of federal, state, and local governments; representatives of conservation and project user groups, and academics. (This effort is described in Chapter 3.)

RESULTS

Chapters 2 and 3, especially, present summaries of the enormous amount of data generated by these efforts. Most of the results are, on reflection, not surprising. Respondents from business favor policies that are directed at helping businesses. State and local government officials would like to see more federal dollars in the form of facilities cost-sharing. Almost everyone is suspicious of private developers and private exclusive use arrangements. And almost everyone would like the Corps to find additional money for recreation either by changing the way its own books are kept (e.g., cross-subsidizing recreation out of hydropower earnings) or by somehow persuading Congress and the administration to be more generous.

A few results are, however, worth singling out in some cases because they are surprising, in others because they are reassuring, and in still others because of their sheer pervasiveness.

- There is widespread support for a major continuing role of the Corps in recreation. Certainly there is no widely agreed-on or even perceived alternative.
- There is also widespread support for the Corps' role in protecting the natural environment at its projects. Indeed, some respondents think the Corps could and should be even tougher on matters such as groundwater and natural areas.

- There is, however, equally widespread and often quite agitated frustration with the Corps' bureaucratic structure and behavior. Specific complaints included excessive delays in lease and permit approvals, inconsistent messages from different administrative layers, and the sheer complexity of regulations.
- Most surprising to us: there was some significant support for, and no widespread or vehement opposition to, more realistic pricing of everything from a recreation day (e.g., launching a bass or ski boat) to a permit to build a private dock.
- There was little opposition to encouragement of private-sector cooperation per se, but there is a strong strain of opposition to arrangements in which private sector equals exclusive use. Our interpretation of these data is that there may be opposition to granting exclusive use to, say, a yacht club that keeps out the public by fiat, but not to a marina that is open to public use on payment of a fee.

RECOMMENDATIONS

1. The Corps should commit itself to, and obtain necessary authority for, charging at least approximately efficient prices for all recreation users that have a private-good character. These at least should include day-use, recreation activities (other than just looking or sight-seeing), the granting of concession and development leases, and the granting of various types of private, exclusive-use permits.

2. The Corps should work to change several facets of its policy toward private-sector developers and concessionaires. Particular examples include:

- Lease terms should be longer, providing lease payments reflect market values.
- Lease holders should themselves be free to charge market prices except in what are probably unusual circumstances involving near-monopoly conditions.
- Nonprice regulation of leaseholder operations should be lightened up, except as it pertains to the natural environment. As a particularly potent symbol of existing micromanagement, the treatment of permits to serve liquor should be changed.

3. Finally, we recommend that the Corps define a new functional area at every level. This might be called "nonfederal initiatives." It would be symmetric with real estate, natural resources, planning, etc. But it would have as its mission successfully involving state, regional, local, and private institutions in recreation development and management at Corps projects. Thus, career rewards would come from being helpful, prompt, etc., and at best, the "corporate culture" would evolve toward outward-looking service.

CHAPTER 1

THE PERSONAL INTERVIEWS

In fulfillment of the first element of the task order governing this contract, forty-four individuals were interviewed at twenty-three places around the United States. These interviews were carried out during January and early February, 1990. In all but a few cases, the interviewees were chosen by the technical monitor as representatives of projects, firms, or state programs of intense interest to the study. In a few cases, the interview team exercised its discretion and followed up on suggestions made by other respondents.

The respondents came from both the public and private sectors. Within the latter, those interviewed included developers (and would-be developers), concessionaires (and would-be concessionaires), architects, economic consultants, and private persons serving on public bodies such as tourism boards. Public-sector respondents included individuals working at the town or city, county, state, and federal level as well as employees of special development authorities set up by state governments but with some autonomy. (A complete summary of the interviews is provided in Table 1-1.)

Because the backgrounds of the interviewees varied so widely and because the nature of their individual involvement with the Corps also ran across a wide spectrum, the tone and content of the set of interviews spawned a wide range as well. Appendix A to this report contains narrative summaries of the interviews, with the privacy of each interviewee protected to the extent possible. (In some cases local references could not be eliminated without destroying meaning, and from these, identities can be inferred.)

INTERPRETATION

Anyone who reads even a sample of these interviews will discover, that despite the range of specific concerns, a few major themes keep reappearing. In this next section, one version of those themes is set out and specific examples are given.

But first, Figure 1-1 portrays our interpretation of the interview results in a schematic way. Here, the goals of the study as they pertain to existing and potential future sites are portrayed as "protected" from "attack" by successive lines of fortification. The attacking columns are the options: nonfederal involvement (private, state, local, and regional authority); increased revenues via fees; increased efficiency in Corps-controlled operations; and offering of increased recreation opportunities (especially in terms of types of recreation experiences). The "defensive lines" consist of problems created by the natural world; elements of economic reality; ethical and political concerns; the content of applicable laws and regulations; and the all-encompassing problem of the Corps' unwieldy and unresponsive bureaucracy. The schematic makes it clear that the lines are deepest on the privatization front, though the strength of the fortification created by state and local financial limitations may be enough to single-handedly beat back attack in that sector. Certainly the figure does suggest that attaining the objectives of the National Recreation Study will be far from easy.

TABLE 1-1

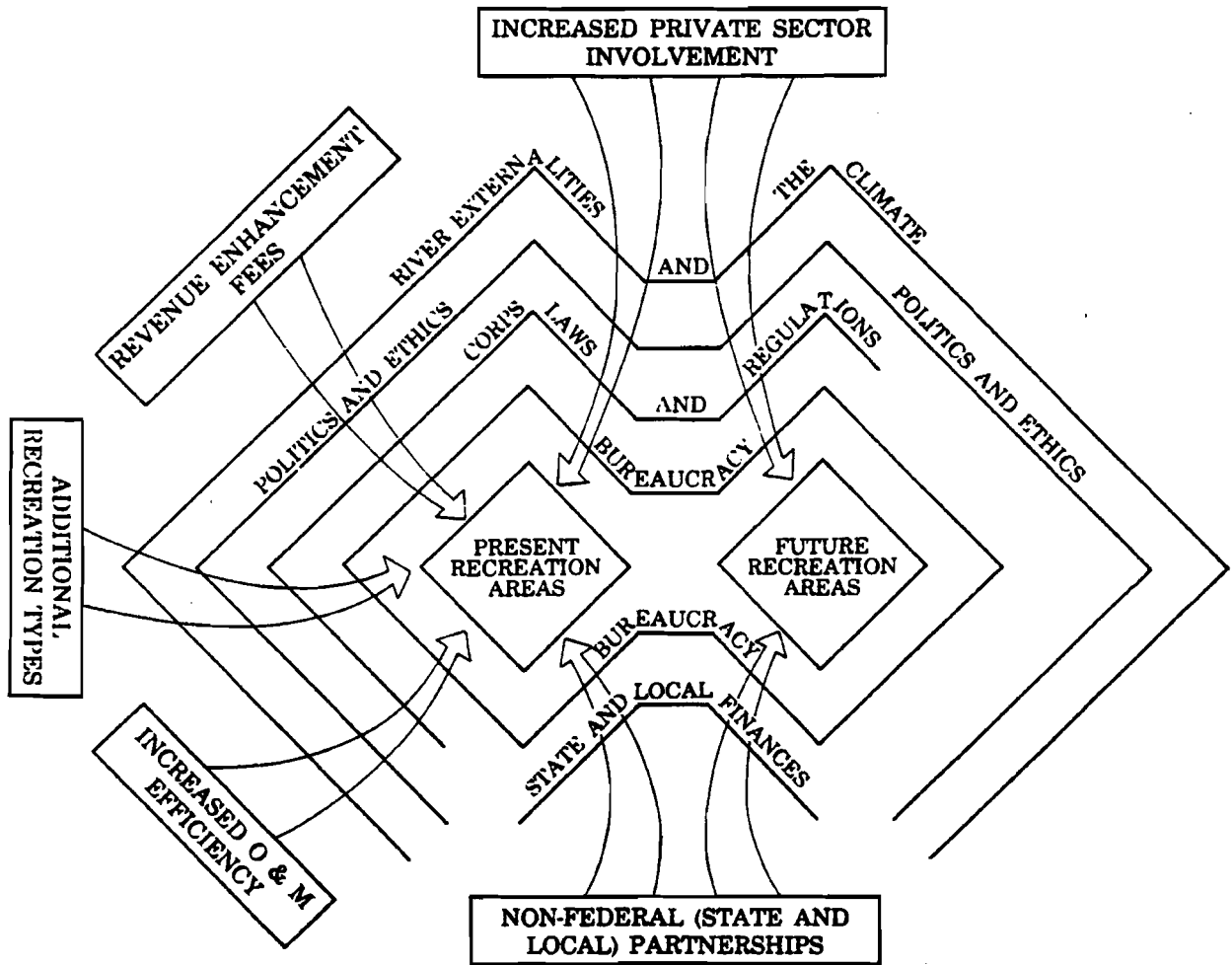
INTERVIEWS HELD JANUARY/FEBRUARY 1990

STATE	LOCATION	INTERVIEWER	PERSON INTERVIEWED	POSITION/FIRM OR AGENCY	MOTIVATION
Arkansas	Little Rock	Huff	Greg Butts	Mgr. Plan & Dev, AR of Dpt Parks & Tourism	Interested State
			Richard Davies	State Parks, Director	"
			Chris Peak	Mgr. Admin.	"
			Robert Gruber	Resort Grp VP, Fairfield Communities	Developer at Corps Lake
Georgia	Atlanta	Russell/Huff	J.D. Wingfield, Jr.	Snr VP, Hammer, Siler, George	Oct 88 Mtg*
	"		Roy Burson	Exec Dir, Lake Lanier Is Dev Auth	Master Lease at Lake
	Lake Lanier		Tim Crawford	Principal, Rosser Fabrap	Oct 88 Mtg
Illinois	Shelbyville	Feather	Ed Forester	President, Eagle Creek Resort	Lake Shelbyville Developer
Indiana	Indianapolis	Huff	Jack Costello	Dep Dir, Land, Forest, Wildlife; IN Dept of Nat Resources	Innovative State
Miss	Columbus Jackson	Huff	Robert Ivy	Proprietor, Ivy Architects	Oct 88 Mtg
			John Horhn	Assoc. Dir, Troutlet Dev, MS Dpt of Econ & Comm Dev	Innovative State/Ind Rec
Missouri	St. Louis	Feather	Tony Giardino	U.S. Army Corps of Engineers	Eagle Creek Development
			Tom Hewlett	"	"
			Jack Niemi	"	"
			Woodrow Sandlin	"	"
			Chuck Franko	"	"
			Bill Leven	"	"
N. Dakota	Fl. Yates	Feather	Peter Caposella	Staff Atty, N. Dakota Dpt of Water Resources	Following up interview list
Oregon	Corvallis	Feather	Perry Brown	Chair, Dpt of Resource Recreation Mgt. OSU	Interview list
	Portland		Dick Webster	US Army Corps of Eng	Northwest Rec Group
	Portland		Jack Ardner	"	"
	Salem		David Talbot	Dir, Parks & Rec Div OR Dpt of Transportation	Interview List
S.C.	Columbia McCormick	Huff	Mike Copeland	Pres, Fourstains Co.	Oct 88 Mtg
			Morrison Parrot	Exec Director, Savannah Valley Authority	Oct 88 Mtg/Indepen Rec
			Bill McLaughlin	Deputy Dir	"
S. Dakota	Aberdeen	Brown	Lesler Goach	Potential Developer	Potential Developers
	"		Ken Goach	"	"
	Chamberlain	Feather	Dina Brandt	Exec Dir, Lake Francis Case Devel Corp	Local Rec Developer
	Kennebel		Raymond Soe	Lyman Co Commission	River Ranch Resort
	"	"	Richard Reuser	"	"
	Mobridge		Larry Atkinson	Ed & Publ. (former Dir, S.D. Bd of Tourism)	River Ranch Resort
	Oacoma	"	Alice Hutmacher	City of Oacoma	River Ranch Resort
	"		Larry Gadd	"	"
	Pierre	"	John Brakus	Pres, Spring Creek Resort, Inc.	Concessionaire
	"		Tim Edman	S.D. Governor's Office	River Ranch Resort
	"	Brown	Bob Hartford	S.D. Econ Development	"
	"		Doug Holer	Dr, Parks & Recreation, SD Dpt Parks	Interview List
	"	"	Dee Dee Rapp	S.D. Dept of Tourism	S.D. Tourism Devel Comm
	"		Wes Broer	Exec Dir, Great Lakes of S.D. Assoc	Recreation Promoter
"	"	David Sweatt	Pres, Regency Inns Mgt Inc	River Ranch Resort	
Sioux Falls		Feather	Greg Henderson	Dir, S.D. Planning & Devel Dist III	River Ranch Resort
Yankton	Washington		Ron Hyra	Outdoor Rec Planner, Nat Park Svc	Northwest Rec Group
Seattle		Phil Parker	Chief, Concessions Mgt, Nat Park Svc	"	
"		Mike Tolstson	Concessions Mgt, Nat Park Svc	"	

* 'Oct. '88 Meeting' refers to a preproposal meeting for private sector recreational development held in Atlanta, GA

FIGURE 1-1

OBJECTIVES AND DEFENSES:
The National Recreation Study



SUMMARY OF THEMES

As themes, we take the identified barriers to successful attainment of the major goals of the study -- the defensive lines of Figure 1-1. We begin with those barriers that are caused by conditions over which the Corps has (or at least seems to have) little control and then work progressively toward the problems that appear to be created by the Corps itself.

- a. The imperatives of the natural world. There are two important subthemes here:
 - (i) The climate of those parts of the U.S. in which most Corps projects are to be found restricts mass, water-oriented recreation to a few months each year. The severity of the restriction varies from the southeast, where fishing and boating can be possible and even pleasurable for as much as ten months, to the northern middle west, where really harsh winter weather may last for three or four months, and where another three or four months are so chancy as not to encourage people to plan to participate. The effect of this climate reality is to make it hard for private enterprise to succeed in offering water-oriented recreation as a sole or even major product. Even the golf course is prey to climate to some extent. Recreation businesses of the type that can make particular use of Corps-owned sites are thus condemned either to a tough fight for survival or to being the marginal inducements at a conference destination resort. This, in turn, implies that the advantage of Corps sites over other sites is substantially less than meets the eye on a lovely summer day.
 - (ii) The realities of rivers and the original purposes of most Corps reservoirs further reduce the advantage of Corps land for private recreation providers. If water has to be released to maintain downstream navigation flows in a drought or has to be stored to prevent downstream flooding due to rain or snowmelt, businesses along the reservoir may suffer badly, losing the use of boating facilities (e.g., dry slips) or suffering from problems of appearance and inconvenience that go with flooding.
- b. Ethical and political positions and concerns. Three major subthemes surfaced in interviews in which this broad theme was touched on:
 - (i) There is a feeling within the Corps that an ecological imperative drives, and should drive, the management of Corps land. This imperative may be summarized usefully as protecting the natural look and feel of the lands around reservoirs. It seems to be widely believed within the Corps that private recreation developers do not share this ethic; that they will inevitably and regularly sacrifice woods, shorelines, wetlands, and even man-made artifacts such as old burial grounds. This belief leads both to practical efforts to anticipate and prevent it and, more damagingly, to the assumption that "private" equals "irresponsible."
 - (ii) Another ethical position that becomes a political position is that fees should not be charged for access to recreation opportunities (forgetting for the moment any legal stipulations that some kinds of fees cannot be charged.) This view taps an old theme in American public policy. It rests on an uneasy combination of concern for middle-class taxpayers who have "already paid once" for the facility and of poor people who, it is asserted, will be prevented from visiting and enjoying the psychologically healing experience of outdoor recreation.

This position clearly has negative implications both for the viability of private enterprise and for the Corps' own "revenue enhancement" option.

- (iii) A third ethical theme with political overtones is that of the proper object of state recreation programs. In brief, unless such programs are under the direction of a state department charged with encouraging economic development, they run afoul of the idea that recreation opportunities should be provided only for state citizens and taxpayers. To the extent that Corps sites are regionally attractive, this view prevents the potential from being tapped.

c. Constraints created by economic reality at nonfederal levels. There is really one major and one minor theme here:

- (i) The major problem is the same one that is driving the Corps' national study: concern about government budgets. One might think of a pendulum in public life, swinging between the extremes of concern for public values, with attendant willingness to tax and spend to pursue those values, and concern for purely private values and consumption, with attendant unwillingness to tax away private incomes. If the 1960s and early 1970s saw the pendulum cross to the public extreme and start back, the early and mid-1980s have seen an extreme of private centeredness, a condition that in the 1950s came to be called the Affluent Society Syndrome. The pendulum may be starting back toward the middle, as all-too-evident public problems capture the electorate's attention, and political leaders tentatively experiment with suggesting that additional public money might be well spent in trying to solve them. But until this pendulum goes a considerable way in that direction, there is unlikely to be slack in most state or local budgets for acquiring new recreation responsibilities.
- (ii) A minor subtheme here, and one that is hard to assess, is the claim that it is impossible for state government at one time to bind a later one. For example, a state park agency may enter into a Corps lease in 1990, but in 2000, a new legislature has the power to break the lease -- or so respondents seem to think. As a theoretical matter, this may be true. But one does not see wild zigzags in state policies on other matters; and it seems doubtful that outdoor recreation would be uniquely subject to them.

d. Constraints created by laws and internal Corps regulations. Subthemes mentioned here include:

- (i) Lease terms are widely considered too short for private developers. Fifty years was often mentioned as a sufficient term, while terms between five and thirty years appear, at least to outside observers, to be preferred by the Corps. This is a well-known tension in several areas of policy -- for example, the creation of marketable pollution permits. The need to protect agency "flexibility" is seen as paramount; and the desire of private firms to be able to plan for the long haul is not seen as important.
- (ii) Limits on the length of stay allowed at Corps campgrounds and other facilities are also seen by private and even state people as too restrictive. This problem appears to be related to underpricing. When camping space prices are lower than what the market price of comparable land suggests they should be, it will be attractive for owners of campers to effectively create a second home on almost rent-free ground. A private firm would

have no motivation to underprice, and this would make semipermanent camping much less attractive. But if underpricing were attractive for a few customers, the private firm would like to be able to take advantage of it.

- (iii) Prohibition against the sale of alcohol or discrimination against distilled spirits or against drinks sold in bars as opposed to restaurants also diminishes private-sector freedom of action and profit potential. This general policy may reflect the rural and Southern power bases of many early congressional supporters of Corps projects. It is currently justified by reference to the goal of providing "family recreation opportunities." The vision seems to be of seedy cocktail lounges full of lewd, predatory, and potentially violent drinkers who would travel to a Corps project for an exciting Saturday night rather than stopping in their local version of Nashville's Nolensville Road or Baltimore's "Block." A competing vision would be offered by a visit to any of a large number of upscale destination resorts, such as The Homestead, The Cloister, or The Broadmoor. Drinks may be available nearly all day and late into the night, but most people are too busy to drink. Now, it may be that there is a class, and hence a pricing, connection here. If so, the ethical (distributional equity) view that low or zero prices are good is in conflict with the view that drinking is bad.
 - (iv) This brings us to pricing regulation. The Corps evidently maintains the authority to review and approve prices to be charged by its lessees. To the extent that below-market prices are encouraged, other problems are created and with them the apparent need for additional regulations. And, of course, below-market prices make it that much harder for private firms to make a profit and encourage cutting corners on maintenance and service.
- e. The final theme -- undoubtedly the most pervasive in the interviews and certainly the closest to home for the Corps is that of bureaucratic behavior by Corps officials at every level. There is no point in repeating the many unflattering phrases used by respondents to convey their feelings on this subject. They can be discovered in the narrative summaries. But we can break out a few specific subthemes that show the symptoms observed on the ground.
- (i) Many respondents commented on what they perceived to be inconsistency of purpose or goal across the Corps' administrative layers. For example, if the local project contact was trying to be helpful and encouraging to a private development, the opposite would be true at some higher level. The result could be contradictory requirements and approval reversals and the general impression that the Corps could not speak with one voice on anything.
 - (ii) Respondents also felt that Corps personnel were prisoners of their regulations. This complaint could, in some cases, simply be a coded version of "they won't let me do what I want." But since regulations are always added to, never subtracted from -- and since the regulations have to try to serve many inherently inconsistent purposes, as has been noted above -- this general notion that such a barrier exists is entirely plausible. Significantly, however, none of the respondents had any better suggestions than vague calls for "flexibility."
 - (iii) Several respondents cited the delays created by elaborate approval processes, with chains reaching right up to the Office of the Chief of

Engineers. More than one respondent cited two years as the expected time for approval of a recreation development. This seemed excessive to those who mentioned it, but it is difficult without more study to conclude that this is absolutely out of line with, say, obtaining zoning approval for a shopping mall or apartment complex in any randomly chosen city.

In the following two chapters, the reader will find most of these themes repeated and reinforced. In Chapter 2, the participants in a conference of Corps of Engineers natural resource managers have a chance to define their position over a prespecified set of options for meeting the goals specified by the Assistant Secretary of the Army (Civil Works). The results will throw some interesting light on the above ideas about pricing, private development, local management autonomy, and central bureaucracy.

CHAPTER 2

THE NASHVILLE WORKSHOP

In February, 1990, at the biennial conference on natural resource management held in Nashville, Tennessee, one half-day was devoted to a facilitated workshop on recreation management options. The goals of the workshop were to:

- inform the Corps personnel present of the purpose of the study and of its potential long-run impact on Corps projects and thus on their jobs
- use the experience and expertise of the assembled managers to assess the options for recreation management generated to that point by the study team and its committees
- tap the imaginations of the managers to help develop additional options

Approximately 150 Corps personnel participated in the questionnaire portion of the workshop (see Appendix B for the full questionnaire used). It was expected that there might be some tensions at the workshop because the study might well be perceived as a threat to methods of operations and even to jobs. In addition, it was anticipated that incomplete and quite probably inaccurate information about the study was circulating in the field and division offices. In the event, to say that emotions were running high was an understatement.

An electronic mail message had been circulated widely only days before the conference that could be interpreted to say that the Corps of Engineers was getting out of the recreation business. Many participants perceived their jobs to be in direct jeopardy and their operations to be in for major change. In essence, as often heard before, during and after the first session, the perception was that this study was merely a cosmetic gesture carried out prior to doing what upper management wanted to do -- i.e., get out of the recreation business.

The overview of the Corps Recreation Study provided by the Executive Director of the Recreation Task Force, gave a complete overview and brought the audience more up-to-date on what had been done and what was expected of the study. Yet, in spite of this overview, the following question-and-answer session demonstrated the persistence of concerns about lack of information and the future role of the Corps of Engineers in recreation management. Numerous attendees raised questions and sought clarification. Some challenged the validity of even doing such a study. At that point, very little more could have been done short of having the Chief of Engineers provide similar information and repeat with authority that he intended a continuing role for the Corps of Engineers in recreation projects.

The lead facilitator from Planning and Management Consultants, Ltd., provided a brief overview of the small group breakout sessions which were to follow. The desire to tap the participants' experience and expertise concerning the "strawmen" was emphasized. Also, the random assignment process for small breakout groups based on order of registration was explained.

It was also noted that ratings provided by individuals would be reported anonymously to the study team. Attendees were instructed that providing their names was optional and that the only use of names would be to develop a list of contacts which might be asked for advice about those options for which they indicated having had extensive experience.

SMALL-GROUP BREAKOUT SESSION

The participants proceeded to their randomly assigned breakout groups. The process used for random groupings appeared to work quite well, with only minor exceptions. Slight variation in group size did not appear to affect the group process.

The highly charged, emotional environment spilled over to each of the small-group breakout sessions. During the debriefing session, all facilitators and recorders noted the hostility or highly charged signals which were apparent at the beginning of the sessions. Several of the more vocal participants appeared to challenge almost every facet of the enterprise, from the overall study, to the use of forms, to specifics on the forms. It would have been desirable to have had more groups, thus allowing for additional opportunity for interaction and reduction of emotions. In the circumstances, it was a challenge to provide adequate opportunities for people to offer insights and information.

The first major activity of the small breakout sessions was the completion of the rating forms. The process was explained in greater detail in each of the small groups. One area that seemed burdensome was the entry "Extensive experience with the following project(s) related to this set of options." People expressed confusion about what was meant and were also concerned with the lack of uniform level of experience among the participants.

Each breakout session began with a questionnaire that focused on a different group of options. These assignments were made as follows:

<u>Option Group</u>	<u>Breakout Group</u>
I. Ways to Increase Private and Nonfederal Involvement	A
II. Increase Revenues	B
III. Budget Augmentation	C
IV. Operation and Maintenance Efficiencies	D
V. Increased Recreation Opportunities	D

When a breakout group completed evaluation of an option group, it evaluated another option group. This process insured proper coverage of each option group.

Participants were asked to rate options on two dimensions¹: their anticipated effect on recreation opportunities at Corps projects and their anticipated effect on federal budget burden. Ratings on each dimension were to vary from 1 to 5, with 5 indicating the "good" end of each dimension (from the study's point of view) and 1 indicating the "bad" end. The range of rating possibilities is illustrated in Table 2-1.

Participants were also encouraged to write in comments, prefacing them with a "+" for an "opportunity" or a "-" for a "constraint." It might have been clearer to participants if there had been "x the choice" blanks with the choices provided from above. While this would have substantially increased the volume of paper, it would have simplified the process. Several comments were offered by participants about the clarity of some options (e.g., double phrases, the use of the word "all," etc.). It was suggested that before these or similar options went further, they be reviewed and clarified.

¹ Regrettably, one group (D) appeared to have some mixed instructions on the voting procedures. In order to maintain data quality, that group's Options (IV and V) were not compiled with the data found in other sections of this report.

TABLE 2-1

OPTION RATING

Recreation Supply Dimension

Federal Budget Burden Dimension

Rating Meaning

Rating Meaning

- 5 Increases recreation opportunity
- 3 Has no effect on recreation opportunity
- 1 Reduces recreation opportunity

- 5 Reduces federal burden
 - 3 Has no effect on federal burden
 - 1 Increases federal burden
-

After the rating forms were completed, people were asked to move into smaller "buzz groups" to discuss their options/ratings/comments and to prepare to report back to the others in the breakout area at the end of the iteration. A spokesperson either volunteered or was elected within each buzz group to report the group's general comments. While the posting of information was of interest to the group, it was to be noted to all groups that the main information was to be gathered via the rating forms and to reinforce the importance of writing down their comments on their forms. The buzz group technique appeared to work quite well. People had the opportunity to share insight with each other. They also heard many similar comments from other buzz groups on the same options.

RESULTS

Results of the breakout group option-rating exercise may be summarized and analyzed in a number of ways. In Table 2-2, we report the responses to every option in terms of the percentage of respondents who viewed that option either positively or negatively. Our definitions of positive and negative in terms of the two rating dimensions are as follows:

A response counts as positive if the ratings were 4 or 5 on federal burden reduction and 3, 4, or 5 on recreation opportunity enhancement.

A response counts as negative if the ratings were 1 or 2 for both federal burden and recreation opportunity enhancement.

Table 2-2 is arranged within each option group in descending order of percentage positive responses. The complete raw data on which this summary table and subsequent analysis are based were presented in the interim report² on the Nashville Workshop and are not repeated in this report.

² Planning and Management Consultants, Ltd., 1990. Interview Report Themes and Suggestions From Personal Interviews Carried Out As Part Of The National Recreation Study. Carbondale, IL.

TABLE 2-2

POSITIVE AND NEGATIVE RESPONSES TO THE MANAGEMENT OPTIONS

A. OPTION GROUP I: WAYS TO INCREASE PRIVATE AND NONFEDERAL INVOLVEMENT

OPTIONS:	RESPONSES	
	% Positive	% Negative
IW Charge appropriate market value fees for outgrants	61.7	5.9
IM Relax Corps 14-day camping restriction	45.0	12.5
IC Economic promotion/marketing to encourage leasing	42.5	12.5
IK Lengthen term of lease to allow long-term financing	39.4	7.9
IF Ease cost-sharing restrictions	37.5	2.5
IU Funded cost-share program	36.8	5.3
IL Eliminate/reduce restrictions on lessees	36.1	5.6
IA Reduce restrictions on private exclusive use	31.7	14.6
IZ Make available shorelines to adjoining groups	31.5	23.6
IE Liberal partnershiping and/or cost-sharing	30.7	12.8
IR Foster regional organizations to promote area lakes	30.0	7.5
IO Encourage college/university to run parks	30.0	22.5
IS Liability insurance	29.7	13.5
IAB Provide more authority to field to make deals	29.4	14.7
IJ Provide leasing incentives	28.5	11.4
ID Use Corps resources to develop promotion program	27.5	7.5
IQ Allow several recreation areas in a single lease	27.5	10.0
IAA Reduce restrictions on disposal of excess property	26.4	26.4
IX Declare a free fire zone along shoreline	25.7	40.0
IP Encourage "members only" recreation developments	25.0	32.5
IV Rent-to-own	23.6	42.1
IN Allow park operators to charge discriminatory fees	23.5	32.3
II Seek legislative authority to acquire land	23.0	20.5
IB Allow residential developments on Corps land	23.0	23.0
IT Rental rebates	22.5	7.5
IG Offer low-interest, long-term federal loans	22.5	15.0
IH Lease lands for public recreation	20.0	10.0
IY Reduce restrictions/requirements on lessees	20.0	20.0

B. OPTION GROUP II: WAYS TO INCREASE REVENUES

OPTIONS:	RESPONSES	
	% POSITIVE	% NEGATIVE
IIK Return of revenue to Corps from concessions	72.5	2.5
IIAJ Sale of surplus property revenues to project	66.6	3.3
IIIL Charge equitable fee for processing permits, etc.	65.8	0.0
IIAG Charge lease revenues and return to Corps	63.6	6.1
IIQ Shoreline use permits	63.4	4.9
IIAM Revenues from fees should go back to the project	62.0	0.0

TABLE 2-2 (Continued)

POSITIVE AND NEGATIVE RESPONSES TO THE MANAGEMENT OPTIONS

IIB	Charge a variable rate for camping sites	60.9	4.9
IIP	Golden Age and Golden Eagle Passports	60.9	4.9
IIAF	Turn powerhouses to others/receive part of profits	60.0	3.3
IIF	Develop special event areas and charges	57.5	5.0
IIR	Concession rents	56.0	4.9
IIG	Reduce restrictions to encourage concerts, etc.	51.2	4.9
IIE	Eliminate the free-camping requirement	48.7	7.3
IID3	Firewood	48.7	9.8
IID4	Expand number of commercial activities allowed	48.7	12.1
IIJ	Allow sale of items Corps could offer but has not	48.6	5.4
IIZ	Cabin rental	48.6	5.4
IIAA	Rent-a-Tent	47.5	7.5
IiAB	Expand facilities	47.3	0.0
IIC	Expand authority to include charging day use fees	46.3	7.3
IIV	Lottery tickets	46.3	19.5
IiJ3	Sale of merchandise (T-shirts, brochures, etc.)	45.0	7.5
IiJ1	Loosen restrictions on sale of ice, beer, colas, etc.	43.9	17.0
IIS	Sell advertising	42.8	7.1
IiW	White water releases	42.5	7.5
IiAN	Issue a Federal Recreation Sticker on all vehicles	41.3	17.2
IiAD	Oil and gas lease revenues	40.5	8.1
IiU	Gambling	40.4	33.3
IiA	Implement nationwide reservation system	36.5	4.9
IiT	SRUF funds	35.0	7.5
IiAI	Liberalize cost-share provisions	34.3	9.4
IiM	Promote recreation areas nationally/internationally	33.3	9.5
IiAH	Parking permits for boat launch areas	32.3	20.5
IiAC	Surcharge on peak weekends	30.7	10.2
IiAL	Develop/standardize maintenance requirements	29.6	3.7
IiO	Establish Corps membership campgrounds nationwide	29.2	7.3
IiY	1-900-Number	28.2	7.7
IiJ4	Sell recyclable materials from public use	27.5	7.5
IiI	Charge rent for use of Corps facilities	27.5	10.0
IiN	Charge for recreational boats going through locks	27.5	15.0
IiAK	Charge aircraft for use of public lands	26.6	16.6
IiAO	Charge for fishing guides/tour license on lakes	25.9	18.5
IiAP	Solicit funds from other federal agencies	25.9	22.2
IiJ2	Sell visitor survey information, zip codes, etc.	20.0	32.5
IiH	Have the Corps purchase recreation equipment	17.5	20.0
IiD1	Access for hunting, fishing, or trapping	17.0	29.2
IiX	Itinerary-planning service to campers for a fee	15.3	7.7
IiD2	Boat licenses	14.6	26.8
IiAE	Admission fees to visitor centers	14.2	31.4
IiD5	Charge for certain ranger activities	10.0	30.0

TABLE 2-2 (Continued)

POSITIVE AND NEGATIVE RESPONSES TO THE MANAGEMENT OPTIONS

C. OPTION GROUP III: GENERATING NONAPPROPRIATED FUNDS TO USE IN MANAGING RECREATION

OPTIONS:	RESPONSES	
	% POSITIVE	% NEGATIVE
IIIF Organic Act	79.1	4.2
IIIH Fees from other project purposes	62.5	16.6
IIIB Encourage sponsorships to promote financing	54.1	4.2
IIIG Excise taxes	54.1	8.3
IIIE Establish Corps recreation trust fund	50.0	4.2
IIIC Develop challenge grants program	41.6	12.5
IIIA Develop program to solicit voluntary donations	37.5	16.6
IIIK CETA Program	37.5	16.6
IIIL Encourage the increased use of volunteers	35.2	11.7
IIIJ Prisoners and juvenile offenders	34.7	30.4
IIIN Increased leasing with Corps getting 100% of funds	28.5	14.2
IIIP Change the O&M budget and operating statements	27.2	18.1
IIIO Vending machines in recreation areas	23.0	53.8
IIII Armed services involvement	13.6	45.4
IIID Conduct land sales w/receipts to recreation O&M	13.6	59.0
IIIM Provide campgrounds for homeless for O&M services	0.0	75.0

D. OPTION GROUP IV: WAYS TO INCREASE OPERATION AND MAINTENANCE EFFICIENCY

OPTIONS:	RESPONSES	
	% POSITIVE	%NEGATIVE
IVE Adopt a "one-stop outgrant service"	63.1	5.3
IVH Encourage consolidation/renovation of facilities	62.8	2.9
IVB Allow on-site manager to determine use of his money	57.1	11.4
IVM Minor concessions	56.7	2.7
IVU Check efficiency of other Corps elements	56.6	6.7
IVP Signage	51.4	5.7
IVO Cost-sharing agreements	51.3	2.7
IVI Encourage use of volunteers and remove restrictions	50.0	16.6
IVF Reduce the frequency of in-house inspections	45.9	10.8
IVG Monitor facility use level	43.2	0.0
IVS Division management	42.8	5.7
IVC Swap out recreation areas with other agencies	38.2	32.3
IVJ Institute adopt-a-park programs	33.3	22.2
IVR Self-collection of camping fees	33.3	30.3
IVD Reorganize for more efficient operation	32.3	20.5
IVQ Retirement payment	29.4	11.7
IVA Initiate peer review proces	29.4	14.7

TABLE 2-2 (Continued)

POSITIVE AND NEGATIVE RESPONSES TO THE MANAGEMENT OPTIONS

IVK	Encourage professionalizing	28.5	14.2
IVT	Satellite work centers on very large projects	22.5	32.2
IVL	Visitor centers	22.2	13.8
IVV	COE management of military recreation	20.6	27.5
IVN	Commercial activities program	14.7	38.2

E. OPTION GROUP V: WAYS TO INCREASE RECREATION OPPORTUNITIES

OPTIONS:	RESPONSES		
	% POSITIVE	% NEGATIVE	
VC	As warranted, reopen/renovate closed areas	40.0	2.9
VB	Allow more local community-type recreation	33.3	5.6
VG	Corps-sponsored event	31.4	5.7
VE	Cooperate with the local business community	28.5	5.7
VA	Provide test sites for experimental recreation	26.4	8.8
VF	Emphasize research support programs	26.4	17.6
VH	American Youth Hostels	26.4	32.3
VD	Assist in promotion of regional economic development	14.2	8.6
VJ	Emphasize opportunities of cooperation	13.6	22.7
VI	Set up package deals for schools for off-season use	12.5	8.3

