

# Program Management Plan

for the

## Recreation Program



**US Army Corps  
of Engineers®**



**US Army Corps of Engineers**

**2004-2007**

## **Preface**

The U.S. Army Corps of Engineers is the Nation's largest federal provider of outdoor recreation, hosting nearly 385 million visitors a year at 4,300 recreation areas in 46 states. Our lakes and parks include: over 100,000 campsites, 2,100 miles of trails, and we host 33 percent of all freshwater lake fishing in the United States. We offer a wide array of non-traditional recreational opportunities such as snorkeling, windsurfing, white-water rafting and more. Corps parks are host to many special events including sailing regattas, arts and crafts festivals and scouting activities. As part of our ongoing effort to raise awareness about environmental issues, our park managers and rangers provide hundreds of environmental education program every year that reach more than 3 million people.

Corps recreation areas also support hundreds of thousands of jobs and generate billions of dollars in revenue for local communities. More than 500 private concessionaires with \$1 billion in assets, provide support services and facilities, such as marinas, bait shops and grocery stores, at Corps lakes. Non-Federal interests manage 42% of the recreation areas. Visitors to our lakes spend an estimated \$15 billion a year on trip-related expenses such as gas, food and lodging in local communities surrounding Corps lakes. These dollars support 500,000 jobs nationwide. With more than 80 percent of our lakes located within 50 miles of a large U.S. city, this relationship has a significant economic impact and is one way in which the Corps provides Value to the Nation (<http://www.corpsresults.us>).

There are currently more than 30 national Memoranda of Understanding and Memoranda of Agreement between other organizations and the Corps. Recreation-related agreements include: American Canoe Association, Boy and Girl Scouts of America, Federal Prison Industries, GSA Customer Services Survey, Interagency Agreement on the Recreation Reservation Services, Interagency Agreement on Concessions Management, Interagency Agreement to Promote Health and Recreation, International Mountain Biking Association, National Lewis & Clark Bicentennial Council, North American Water Trails, Paralyzed Veterans of America, Times Mirror Magazines, Trail of Tears National Historic Trail, Tread Lightly! Inc., Walt Disney, Western States Tourism Policy Council, and Wilderness Inquiry Inc. Additional partnering initiatives include: Recreation.Gov

(<http://www.recreation.gov>), National Recreation Reservation Service Reservation Service (<http://www.reserveusa.com>), National Recreation Lakes Study (<http://www.doi.gov/nrls>), Pilot Lakes Program, Challenge Partnership Program, the Contributions Program, Volunteers, National Public Lands Day, and the Recreation Fishing Conservation Plan.

The Recreation Program Delivery Team (PgDT) consists of 8 permanent Major Subordinate Command (MSC) representatives who work directly with HQUSACE on strategic objectives, performance management and budget decisions. The Recreation Leadership Advisory Team (RLAT) was formed in 1999 to provide general Recreation Program oversight and serve as an ad hoc committee to the Chief of the Natural Resources Management Branch in the headquarters, U.S. Army Corps of Engineers (HQ). It provides guidance and review to the Recreation Management Support Program (RMSP). In addition, the RLAT provides input to the strategic planning vision and makes recommendations on national priorities for the Corps recreation program.

The Natural Resources Management (NRM) Gateway (<http://corpsslakes.usace.army.mil>) is designed to be an efficient and dynamic method by which to assemble and manage institutional knowledge of the NRM program and its many components such as recreation, natural and cultural resources, environmental stewardship and career development for all employees. A portion of the website is available to the public, academia, and our federal, state and private partners to market our services and facilitate learning. The Gateway is a major support tool for our NRM Community of Practice (COP).

This Program Management Plan (PgMP) provides a cooperative strategy for addressing the most critical national issues affecting the recreation program within the Corps during the next three years. In accordance with ER 5-1-11, U.S. Army Corps of Engineers Business Process, this PgMP is a living, working-level document that will be revised as needed to reflect changes in strategy, funding, or management goals.

# Program Management Plan for the Recreation Program

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## **1.0 Purpose.**

**1.1 PgMP Purpose.** The purpose of this Program Management Plan (PgMP) is to clearly define primary focus areas (or “goals”) and high priority issues of the Corps recreation program that can best be addressed on a national level. The result will be a management plan with well-defined responsibilities/milestones for addressing critical issues and an on-going process for incorporating lessons learned.

**1.2 NRM Program Mission.** “The 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 principles, while providing quality outdoor public 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, and 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 resources 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”.

**1.3 Recreation Program Goals.** The Recreation Program supports the Civil Works Strategic Plan for Fiscal Year 2004 - Fiscal Year 2009, dated March 2004. The Recreation Program assists with accomplishment of Goal 1 (Provide sustainable development and integrated management of the Nation’s water resources), and its associated Objectives:

- Objective 1.1: Seek water resources solutions that better balance economic, environmental, and quality of life objectives.
- Objective 1.2: Support the formulation of regional and watershed solutions to water resources problems.

Primary support to the plan is provided via:

- Goal 3: Ensure that projects perform to meet authorized purposes and evolving conditions.
- Objective 3.1: Improve the efficiency and effectiveness of existing Corps water resources projects.
- Recreation objectives include:
  1. 3.1.7 – Provide justified outdoor recreation opportunities in an effective and efficient manner at all Corps-operated water resources projects.
  2. 3.1.8 – Provide continued outdoor recreation opportunities to meet the needs of present and future generations.
  3. 3.1.9 – Provide a safe and healthful outdoor recreation environment for Corps customers.

- Performance Measures for these objectives include:
  1. Annual net benefits per dollar invested (programmatic measure, NED).
  2. Customer satisfaction.
  3. Facility condition index.

Additional goals and objectives used for management may be found in Appendix B.

**2.0 Customer Requirements.**

Benefits received from the Corps recreation program include: enhancing quality of life of our visitors, improving the well-being of communities associated with Corps lands and waters, providing recreation opportunities that are environmentally sustainable, and forming strong partnerships with Recreation, Travel and Tourism communities and others. Corps comment cards are used to ask visitors to assess satisfaction with their recreation experience. The annual American Customer Satisfaction Index (ACSI) also gauges national Corps recreation customer satisfaction. An interesting aspect of the ACSI data is that project lands and waters contribute more to visitor satisfaction than do the facilities, services and information available on Corps projects. National (2) and regional (14) listening sessions conducted by the Corps in 2000 with 1,300 customers and stakeholders identified the following desired recreation program emphasis areas: Corps increasing emphasis on recreation, building and improving recreation facilities, and maintaining recreation facilities currently in use.

**3.0 Program Delivery Teams.**

The Recreation PgDT consists of 8 MSC members of the Corps NRM Community with indefinite terms. The RLAT consists of the same 8 MSC members and additional members selected at large for 4-year terms. The chair is elected by team members to serve a 2-year term. The non-voting members are the Project and Program Managers, who serve indefinite terms. Currently, Scott Jackson, Engineer Research & Development Center, Environmental Lab serves as the Project Manager with oversight from Judy Rice, Recreation Program Manager who coordinates from the national perspective. The Recreation PgDT meets annually to review the program budget and as needed otherwise. The RLAT meets twice annually to review progress and to recommend revisions to this PgMP. Additional PDT's are formed and meet on an as-needed basis to fully develop, implement, and sustain their products. The Recreation MSC PgDT members are:

Judy Rice	Recreation Program Manager
Will Rogers	North Atlantic Division
Brad Keshlear	South Atlantic Division
Mike Lee	Pacific Ocean Division
Dr. Michael Loesch	Great Lakes & Ohio River Division
Larry Bogue	Southwestern Division
Don Dunwoody	Northwestern Division

TBD  
Phil Turner  
Scott Jackson

Mississippi Valley Division  
South Pacific Division  
Engineer Research & Development Center

**RLAT District Office Members are:**

Jim Lynch  
Dr. Bonnie Bryson  
Dan Keir

St Louis District  
Louisville District  
Wilmington District

**RLAT Project Office Members are:**

Brad Myers (chair)  
Dan Bentley  
Brad Long  
Bob Hanacek

Kansas City District, Milford Lake  
Tulsa District, Fort Gibson Lake  
Sacramento District, Black Butte Lake  
New England District, Thames River Basin

**4.0 Critical Assumptions and Constraints.**

- The Corps overall Civil Works budget will remain constant for the next 3 years with recreation funding representing less than 1 percent of the operations and maintenance appropriations. This is occurring despite increases in visitation.
- The Corps is the number one federal provider of outdoor recreation.
- Line item funding for the RMSP continues.
- More than 50% of the Corps recreation operations and maintenance budget is expended on contractor services ranging from clean-up and mowing service to the operation of water treatment facilities
- More than 90% of Corps lakes are over 20 years old with 40% older than 40 years. There is a current need to modernize Corps-managed recreation facilities with capital improvements valued at \$4.5 billion.
- Implementation of recommendations made in 1995 to improve the Visitor Assistance program will continue in the areas of training, equipment, park design/operations, and reporting.
- Recreation demand will continue to be dynamic in terms of desired recreation opportunities and user groups. This includes user diversity based on age, ethnicity, and special needs.

**5.0 Work Breakdown and Status .**

A breakdown of 6-month, 1-year and 3-year strategic initiatives for the Recreation Program are as follows. These and additional work projects may be found in Appendix D.

<b>Task Areas &amp; Work Items</b>	<u>Completed or Planned Major Tasks/Products</u>	<u>Milestone</u>
<b>6-Month Strategic Initiatives</b>		
Performance Improvement Basics (Efficiency) (Dan Kier, Dan Bentley, Brad Keshlear, Jim Lynch, Phil Turner, Will Rogers, Bonnie Bryson, Don Dunwoody )	a) Assemble team b) Submit concept package c) Develop PMP	Oct 2003 RLAT 15 Jun 2004 30 Aug 2004
Performance Measures (Budget EC, RecBEST) (Brad Keshlear, Bonnie Bryson, Brad Myers)	a) 05 Budget submission b) 4 measures proposed, assemble refinement team d) Draft refinements submitted e) Develop RecBEST f) EC Budget guidance received	Jun-Sep 2003 Oct 2003 RLAT  15 Dec 2003 April 2004 May 2004
<b>1-Year Strategic Initiatives</b>		
Healthier US – How Corps can support (Don Dunwoody)	a) Assemble team b) Submit draft package c) Submit final recommendation	Oct 2003 RLAT 1 May 2004 1 Sep 2004
<b>3-Year Strategic Initiatives</b>		
Performance Improvement (Efficiency) – Tool Kit and Methodology (Brad Keshlear, Jim Lynch, Phil Turner, Will Rogers, Bonnie Bryson, Don Dunwoody, Dan Kier, Dan Bentley)	a) Assemble team b) Submit concept package c) Develop toolkit and methodology d) Initiate implementation	Oct 2003 RLAT 15 Jun 2004 Ongoing TBD

*Update as status changes.*

### **6.0 Funding.**

The fiscal objectives of this PgMP are to ensure that funds are efficiently utilized to meet the needs of our customers. PDT members are responsible for effective work execution and fiscal closeout. A funding history for the overall Recreation Program budget is as follows:



## Funding History for Recreation Program

FY 1999	\$253,263,594.16
FY 2000	\$290,518,922.77
FY 2001	\$289,915,951.79
FY 2002	\$297,383,392.94
FY 2003	\$274,108,867.11
FY 2004	\$

### **7.0 Quality Control Plan.**

The Recreation PgDT meets at least once annually to finalize budgets. The RLAT meets twice annually to review program goals and objectives, obtain status reports on assigned tasks, and to make necessary schedule and program adjustments. Members of RLAT are responsible for coordinating with their MSC, district and field office counterparts to communicate program objectives, to participate in ongoing activities such as customer surveys, and to seek feedback on program needs as well as the perceived value of proposed or completed projects. RLAT members and ERDC team members also attend national and regional recreation-related workshops and conferences and partner with federal, state, local and private entities.

### **8.0 Acquisition Strategy.**

The Recreation Program Manager annually coordinates Recreation Program budget review.

### **9.0 Change Management Plan.**

As mentioned in section 8, the teams meet regularly to review program goals and objectives, obtain status reports on assigned tasks, and to make necessary schedule and program adjustments.

### **10.0 Communications Plan.**

A variety of communications techniques are used to provide information to and obtain feedback from the Corps NRM community, to identify needs, to accomplish work and to share lessons learned. These include

- Annual Recreation PgDT budget meeting
- Biannual RLAT meetings
- NRM Gateway – Including “Good Enough to Share”, “Lessons Learned”, NRMNet, and InterpNet pages allow team members to submit questions and answers, exchange best practices, and focus area content development workshops
- Periodic HQUSACE strategy briefs
- RLAT member support of national and regional conferences, PDT’s etc.

### **11.0 Risk Management.**

Risk will be managed through the biannual reviews that include: progress evaluations, reassessment of priorities and resources when needed, and the inclusion of emerging issues. Additional meetings of individual Project Delivery Teams will be held as needed. Schedule and budget constraints are the primary areas of concern. Additional Homeland Security impacts may occur if access to key facilities (and relatedly, recreation facilities) is restricted. Natural disasters such as floods, drought and tornadoes also pose risks.

### **12.0 Measurement of Program Success.**

Recreation Program performance goals are listed in Section 1.3 and Appendix B. Objectives and measures are subject to continuous improvement review. A history of program performance measures is provided for the period 1996 – 2006 on the following page:

<b>Performance Measures</b>
<b>1. FY 05-06 Performance Measures</b>
a. Recreation unit day availability per year
b. Recreation annual net economic benefits (NED)
c. Customer satisfaction
d. Facility Condition Index
e. Number of visitors served
<b>2. FY 04 Performance Measures</b>
a. Recreation unit day availability per year.
b. Recreation benefit/cost ratio
c. Customer satisfaction
<b>3. Civil Works Strategic Plan 2004 – 2009</b>
a. Annual net benefits per dollar invested (programmatic measure)
b. Customer satisfaction.
c. Facility condition index.
<b>4. FY 04 Budget Engineer Circular (EC)</b>
a. Percent cost of recreation program recovered. (Supports 2a.)
b. Customer satisfaction with quality of facilities or services. (Supports 2b.)
<b>5. Draft Recreation Program Area Action Plan 2000 - 2001</b>
a. Percent of visitors whose needs are met.
b. Number of Visitors who utilized recreation opportunities.
c. Number of Participants/Visitors who utilized education opportunities.
d. Number of Participants/Visitors that agree that their health and wellness has increased.
e. Community leaders reporting satisfaction with opportunities to collaborate.
f. Community leaders reporting CE recreation program as sustaining a healthy economy.
g. Visitors reporting satisfaction with the quality of natural resources.
<b>6. FY 96 Recreation Program Action Plan</b>
a. Value of Volunteers
b. Recreation user fee revenues
c. Revenues generated per campsite.
d. Value of contributed resources in support of recreation.
e. Percent cost of recreation program recovered.
f. Customer satisfaction with facilities and services.
g. Customer satisfaction with safety and security.
h. Percent recreation areas in compliance with standards.

### **13.0 References.**

13.1 Engineer Regulation 5-1-11, U.S. Army Corps of Engineers Business Process that guides basic Corps business practices.

13.2 Engineer Regulation 1130-2-500, Project Operations, Partners and Support (Work Management Policies) that guides partner interactions.

13.3 Engineer Pamphlet 1130-2-500, Project Operations, Partners and Support (Work Management Guidance and Procedures) that guides partner interactions.

13.4 Engineer Regulation 1130-2-540, Project Operations, Environmental Stewardship Operations and Maintenance Policies to address stewardship of Corps lands and waters for recreation and other project purposes.

13.5 Engineer Pamphlet 1130-2-540, Project Operations, Environmental Stewardship Operations and Maintenance Guidance and Procedures to address stewardship of Corps lands and waters for recreation and other project purposes.

13.6 Engineer Regulation 1130-2-550 (expired), Project Operations, Recreation Operations and Maintenance Policies to address the provision of recreation opportunities.

13.7 Engineer Pamphlet 1130-2-550, Project Operations, Recreation Operations and Maintenance Guidance and Procedures to address the provision of recreation opportunities.

13.8 Section 4 of the Flood Control Act of 1944 authorized the Corps to provide public outdoor recreation facilities at its projects and to enter into agreements with nonfederal public agencies for those purposes.

13.9 Federal Water Project Recreation Act of 1965 (Public Law 89-72) mandated that full consideration be given to outdoor recreation and fish & wildlife enhancement as equal project purposes.

13.10 Land & Water Conservation Fund Act of 1965 authorized the collection of recreation fees.

13.11 Water Resources Development Act of 1986 (Public Law 99-662) prohibited the Secretary of the Army from requiring non-Federal interests to assume operation and maintenance of existing facilities as a condition for new recreation facility construction.

13.12 Water Resources Development Act of 1990 (Public Law 101-640) stated

that any structural change should avoid adversely impacting recreational use even if that was not the original authorized purpose of the structure.

13.13 Water Resources Development Act of 1992 (Public Law 102-580) authorized entering into challenge cost share partnerships for operation and/or management and development of recreation facilities and natural resources.

13.14 Section 208a of the Water Resources Development Act of 1996 (Public Law 104-303), directed the Secretary of the Army to provide increased emphasis on, and opportunities for recreation at, water resources projects operated, maintained, or constructed by the Corps of Engineers, and provide a progress report to Congress within 2 years.

13.15 Omnibus Parks and Public Land Management Act of 1996 (Public Law 104-333) authorized the National Recreation Lakes Study Commission

13.16 Water Resources Development Act of 1999 (Public Law 106-53) authorized the Corps to withhold 100% of the amount of recreation user fee receipts above a baseline of \$34 M per fiscal year for designated recreation-related uses.

**14.0 Program Management Plan Approval.**

Judy Rice is responsible for program oversight. The PgDT will submit the PgMP to the Chief, Natural Resources Management, and the Chief, Operations and Regulatory for approval. Following initial approval, the PgMP will be updated by the PgDT with major changes or deviations approved by the Chief, Natural Resources Management.

**Signatures of Recreation Program Delivery Team Members**

\_\_\_\_\_  
Will Rogers, North Atlantic Division

\_\_\_\_\_  
Brad Keshlear, South Atlantic Division

\_\_\_\_\_  
Don Dunwoody, Northwestern Division

\_\_\_\_\_  
Michael A. Loesch, Great Lakes & Ohio River Division

\_\_\_\_\_  
Larry Bogue, Southwestern Division

\_\_\_\_\_  
Phil Turner, South Pacific Division

\_\_\_\_\_  
Judy Rice, HQ Recreation Program Manager

\_\_\_\_\_  
Scott Jackson, Engineer Research & Development Center

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Bob Hanacek, New England District,  
Thames River Basin (04-07)

---

Brad Myers, Kansas City District , Milford  
Lake (02-05)

---

Dan Bentley, Tulsa District, Fort Gibson  
Lake (01-04)

---

Dr. Bonnie Bryson, Louisville District  
(02-05)

---

Dan Keir, Wilmington District (01-04)

---

Brad Long, Sacramento District, Black  
Butte Lake (03-06)

---

Jim Lynch, St. Louis District (03-06)

**Approved:**

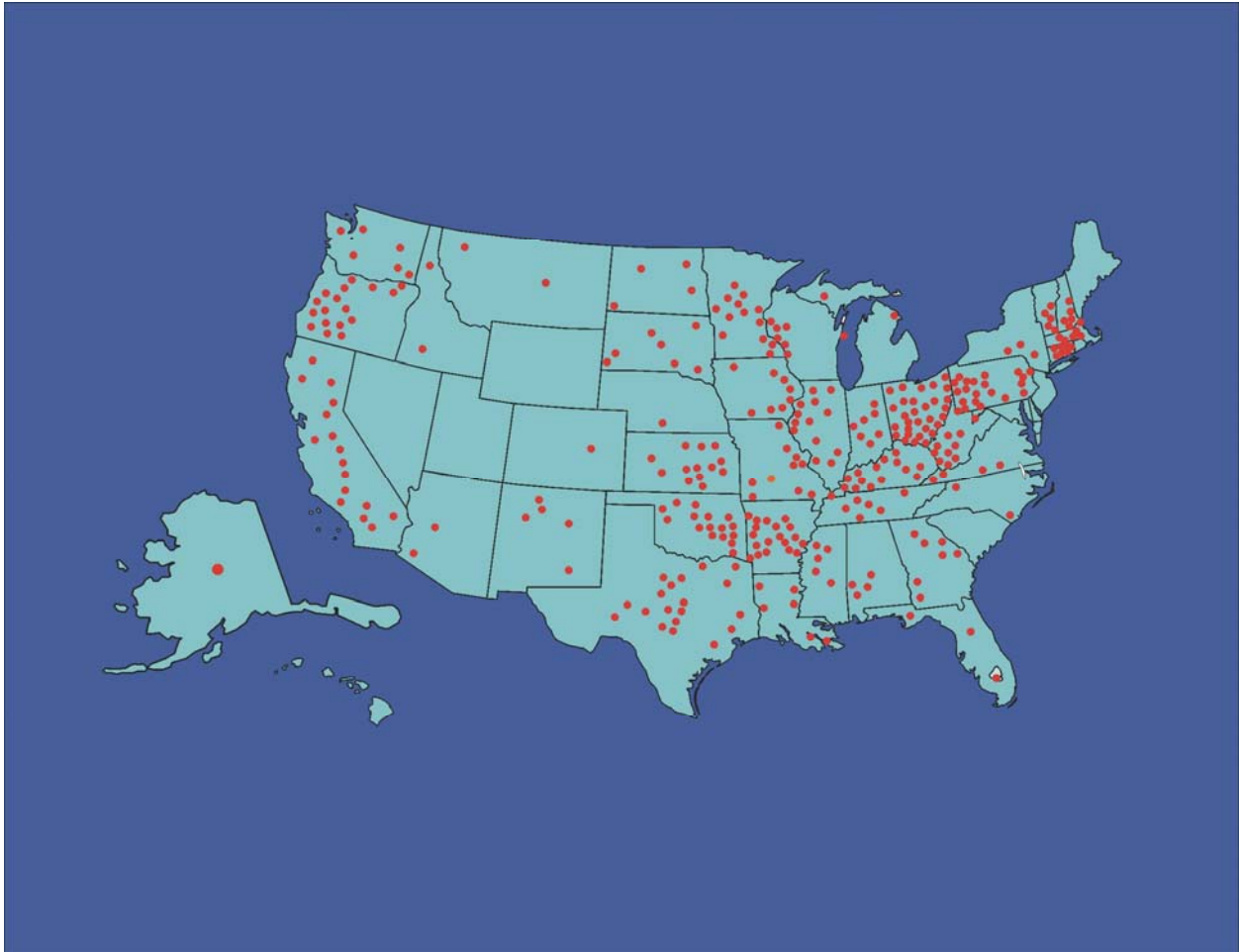
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George E. Tabb Jr.  
Chief, Natural Resources Management,  
NRM COP Leader

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Michael B. White  
Chief, Operations & Regulatory

## Appendix A Distribution of Corps Projects with Recreation



## Appendix B Recreation Program Management Objectives

Strategic goals and objectives for managing the Recreation Program are as follows:

Civil Works Strategic Plan Goals Supported:

Goal 1: Provide sustainable development and integrated management of the Nation’s water resources, and its associated objectives:

- Objective 1.1: Seek water resources solutions that better balance economic, environmental, and quality of life objectives.
- Objective 1.2: Support the formulation of regional and watershed solutions to water resources problems

Goal 3: Ensure that projects perform to meet authorized purposes and evolving conditions.

- Objective 3.1: Improve the efficiency and effectiveness of existing Corps water resources projects.
- Recreation objectives include:
  1. 3.1.7 – Provide justified outdoor recreation opportunities in an effective and efficient manner at all Corps-operated water resources projects.
  2. 3.1.8 – Provide continued outdoor recreation opportunities to meet the needs of present and future generations.
  3. 3.1.9 – Provide a safe and healthful outdoor recreation environment for Corps customers.
- Performance Measures for these objectives include:
  1. Annual net benefits per dollar invested (programmatic measure).
  2. Customer satisfaction.
  3. Facility condition index.

Additional program management goals, objectives and measures are as follows:

<b>Vision and Results</b>	Plan and Manage quality outdoor recreation opportunities in a safe and healthful manner for diverse populations on a sustainable basis. Resulting in benefits to: Individuals, Communities, Environment & the Economy			
<b>Strategic Goals</b>	<b>STRATEGIC GOAL 1</b>	<b>STRATEGIC GOAL 2</b>	<b>STRATEGIC GOAL 3</b>	<b>STRATEGIC GOAL 4</b>
	The quality of life of our visitor is enhanced (education, health and wellness, safety and security, connection to nature, wholesome family experience).	The well being of communities associated with Corps lands and waters are improved (social well-being, economic prosperity, quality of life) is enhanced.	Recreation opportunities are provided in environmentally sustainable ways.	The working relationship with Recreation, Travel and Tourism communities is improved. This includes federal, state, local, and private partners.



<b>Strategic Objectives and Performance Goals</b>	<p><b>STRATEGIC OBJECTIVE 1.1</b> Visitors have access to recreation settings that serve diverse family needs in a safe and secure manner.</p> <p><b>PERFORMANCE GOAL: 1.1.1</b> Establish a baseline and target a percent (TBD) of visitors whose needs are met (definitive socio-demographics needed)).</p> <p><b>1.1.2</b> Number of Visitors who utilized recreation opportunities provided by the Corps.</p> <p><b>STRATEGIC OBJECTIVE 1.2</b> Visitors Have Access To Increased Education Opportunities That Support Civil Works Missions And Goals.</p> <p><b>PERFORMANCE GOAL: 1.2.1</b> Number of Participants/Visitors who utilize education opportunities provided by the Corps.</p> <p><b>1.2.2</b> Percent of Participants/Visitors that agree that their understanding or knowledge has increased provided by the Corps</p>	<p><b>STRATEGIC OBJECTIVE 2.1</b> Recreation partnership / stakeholder: Communities, other agencies and the Corps collaborate in decision-making about areas of common interest.</p> <p><b>PERFORMANCE GOAL: 2.1.1</b> Percent of recreation partnership/ stakeholder Community leaders and other agencies reporting satisfaction with opportunities to collaborate in decision-making about areas of common interest and provide direction in program development</p> <p><b>STRATEGIC OBJECTIVE 2.2</b> The Corps recreation program contributes to a healthy economy in the community. A communications plan is needed to support this.</p> <p><b>PERFORMANCE GOAL: 2.2.1</b> Percent of Community leaders reporting CE recreation program as sustaining a healthy economy.</p>	<p><b>STRATEGIC OBJECTIVE 3.1</b> Recreation use management and development are consistent with the Corps environmental stewardship program goals.</p> <p><b>PERFORMANCE GOAL: 3.1.1</b> Percent of Visitors reporting satisfaction with the quality of natural resources associated with their recreation experience.</p> <p><b>STRATEGIC OBJECTIVE 3.2</b> Maintain the natural environment in a suitable manner to support a high quality recreation experience</p> <p><b>PERFORMANCE GOAL: 3.2.1</b> Index of natural landscape features to be determined that will indicate health of resources.</p>	<p><b>STRATEGIC OBJECTIVE 4.1</b> Develop and maintain an agency marketing program/plan for the recreation program.</p> <p><b>STRATEGIC OBJECTIVE 4.2</b> The Corps develops and maintains communication and collaborates with the recreation, travel and tourism community, federal, state, local and private partners to promote the economic health of the nation and its regions and to serve customer needs.</p>
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<b>Strategic Goals</b>	<b>STRATEGIC GOAL 1</b> The quality of life of our visitor is enhanced (education, health and wellness, safety and security, connection to nature, wholesome family experience)	<b>STRATEGIC GOAL 2</b> The well being of communities associated with Corps lands and waters are improved (social well-being, economic prosperity, quality of life) is enhanced.	<b>STRATEGIC GOAL 3</b> Recreation opportunities are provided in environmentally sustainable ways.	<b>STRATEGIC GOAL 4</b> The working relationship with Recreation, Travel and Tourism communities is improved. This includes federal, state, local, and private partners.
<b>Strategic Objectives and Performance Goals</b>	<p><b>STRATEGIC OBJECTIVE 1.3</b> Visitor Health And Wellness Is Enhanced By Recreation Use.</p> <p><b>PERFORMANCE GOAL 1.3.1:</b> Percent of Participants/Visitors that agree that their health and wellness has increased as a result of recreation participation on Corps lands and waters.</p>	<p><b>STRATEGIC OBJECTIVE 2.3</b> Community members have opportunities to gather and promote community interaction and cohesion as a result of CE recreation opportunities.</p> <p><b>PERFORMANCE GOAL: 2.3.1</b> Number of community interactions.</p> <p><b>2.3.2</b> Percent of community leaders reporting satisfaction with community interaction events.</p>	<p><b>STRATEGIC OBJECTIVE 3.3</b> The Corps and communities work together to ensure the integrity of the natural resources on and around Corps administered lands and waters.</p> <p><b>PERFORMANCE GOAL: 3.3.1</b> Number of joint natural resource management activities, to include stakeholder meetings and other collaborative activities.</p> <p><b>3.3.2</b> Percent of community leaders that report satisfaction with opportunities to collaborate on natural resource management activities.</p>	

# Appendix C

## Project Management Plan

for the

## Recreation Management Support Program (RMSP)



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**US Army Corps of Engineers**

**2004-2007**

## **Preface**

The Recreation Management Support Program (RMSP) is designed to provide support for recreational issues or initiatives that have broad applicability to Corps Civil Works projects nationwide. This is accomplished through management studies, management assistance, and information exchange. It is governed by the Recreation Leadership Advisory Team (RLAT).

This Project Management Plan (PMP) provides a cooperative strategy for addressing the most critical national issues affecting the Recreation Management Support Program within the Corps during the next three years.

In accordance with ER 5-1-11, U.S. Army Corps of Engineers Business Process, this PMP is a living, working-level document that will be revised as needed to reflect changes in strategy, funding, or management goals.

**Project Management Plan  
for the  
Recreation Management Support Program**

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- a. Benefits-Based Management
- b. Communications (Includes YES, ISOP & Intercultural)
- c. Customer Comment Card Program
- d. National Recreation Trends
- e. NRM Gateway – Recreation Component
- f. Preparation of Study Plans
- g. Program Management & Coordination
- h. Reports and Publications
- i. Strategic Planning/Performance Measures Support

- j. VERS Technical Support
- k. Visitation Monitoring and Reporting System
- l. Water-Based Recreation Carrying Capacity Assessment Process

## **1.0 Purpose.**

**1.1 PMP Purpose.** The purpose of this Project Management Plan (PMP) is to clearly define primary focus areas (or “goals”) and high priority issues of the Corps recreation program that can best be addressed on a national level and that require research or technological support. The result will be a management plan with well-defined responsibilities/milestones for addressing critical issues and an on-going process for incorporating lessons learned.

**1.2 Focus Areas.** Strategic focus areas for the RMSP support providing benefits to individuals, communities, environment and the economy. Specific projects in support of these desired outcomes include:

- Benefits-based Management
- Communications
- Customer and Partner Satisfaction
- Economic Impact Analysis
- Ethnic Diversity and Corps Recreation Participation
- NRM Gateway
- Recreation Trends
- Recreation Carrying Capacity
- Technology Transfer - Publications
- Visitation Estimation and Reporting System (VERS)
- Strategic Planning/Performance Measures/Budget/Performance Improvement

## **2.0 Customer Requirements.**

The primary customers of the RMSP are the members of the Recreation Program Community of Practice (COP). They in turn, serve the visiting public and our Recreation Program partners. COP requirements for the RMSP include:

- Developing practical solutions for high priority recreation issues.
- Projects that are on time and on budget.
- Provision of technical advice and assistance.
- Serving as a liaison for communicating/exchanging best practices within the Corps Recreation COP and with the non-Corps Recreation COP (partners, governmental agencies, academia, non-profits, etc.)

## **3.0 Project Delivery Team.**

The Project Delivery Team (PDT) will meet twice annually to review progress and to recommend revisions to this PMP in conjunction with the RLAT meetings. Scott Jackson, Research & Development Center, Environmental Lab (CEERD-EE-E) serves as the Project Manager with oversight from Judy Rice, Headquarters Recreation Program Manager. The remaining ERDC PDT members are: Wen Chang, Sammy Franco, Dick Kasul, Julie Marcy, and Kathy Perales.

#### 4.0 Critical Assumptions and Constraints.

- Line item funding for the RMSPP continues.
- Recreation demand is dynamic and must support diverse visitor groups.
- Recreation visits to Corps lakes by minority groups will continue to increase.

#### 5.0 Work Breakdown and Status.

<b>Task Areas &amp; Activities</b>	<b>Completed or Planned Major Tasks/Products</b>	<b>Milestone</b>
<b><i>Research and Management Studies</i></b>		
Benefits-Based Management	a) input into recreation program goals b) outreach to key stakeholders c) initiate pilot application on Kaskaskia Watershed projects with University of Minnesota d) recreation benefit information incorporated into "Value to the Nation" website e) conduct benefit assessment for pilot site f) develop exportable assessment tools g) communicate findings through reports, brochures, online	ongoing ongoing completed  completed  FY 05 FY 05  FY 05
Ethnicity and Recreation Participation (includes Intercultural Communications, ISOP and other related communications activities)	a) national ethnicity workshop b) interim technical report c) selection of demonstration projects d) preparation of intercultural communication work plan e) implement demonstration projects f) develop best practices for distribution to field staff g) organize/conduct intercultural communication workshop h) develop ISOP resource guide i) develop/adapt intercultural resources guides	completed completed completed completed  ongoing ongoing  completed  FY 05  ongoing
Recreation Carrying Capacity	a) evaluate existing studies/formulate carrying capacity evaluation process b) review existing carrying capacity evaluation systems	ongoing  ongoing



VERS Modernization	a) revision/implementation of VERS reporting system	FY 04-05
	b) develop/test survey instruments/analysis software	FY 05
	c) support implementation of surveys by projects/districts	Ongoing
	d) develop/refine load factors	Ongoing
	e) integrate fee information into system	FY 06
	f) implement integrated monitoring	FY 07

<b>Task Areas &amp; Activities</b>	<u>Completed or Planned Major Tasks/Products</u>	<u>Milestone</u>
<b><i>RMSP Management Assistance</i></b>		
National Recreation Trends	a) annual trends report - national recreation trends - manager survey - agency trends b) ARC National Recreation Survey c) develop Trends modules on NRM Gateway d) develop and post market area Demographic information for all CE projects	ongoing  ongoing ongoing  FY 05
Customer Satisfaction Initiatives	a) develop NRRS customer satisfaction survey b) develop national customer satisfaction performance measure c) maintain electronic versions of - comment card - customer care kit - analysis software d) continue participation in annual American Customer Satisfaction Index Survey e) develop Gateway customer service pages f) implement standard customer satisfaction sampling and incorporate results into budget evaluation process	completed ongoing ongoing  ongoing completed ongoing

Support Headquarters Recreation Program initiatives	a) provide input to recreation program area strategy and CW Strategic Plan	ongoing
	b) refine recreation program area strategy and develop performance measures	ongoing
	c) develop RecBEST and support FY 06 budget evaluation process	completed
	d) support preparation of PART for the Recreation Program	ongoing
	e) refine RecBEST and support FY 07 budget process	FY 05
	f) support Recreation Performance Improvement Initiative	ongoing
	g) support partnership outreach, policy development and other high priority HQ recreation program activities	ongoing

<b>Task Areas &amp; Activities</b>	<b><u>Completed or Planned Major Tasks/Products</u></b>	<b><u>Milestone</u></b>
<b><i>RMSP Information Exchange</i></b>		
VERS/AUPS Tech Support	a) Respond to VERS and AUPS technical support requests	ongoing
	b) edit and prepare documents and reports as needed	ongoing
NRM Gateway	a) developed draft visitor module	completed
	b) develop framework for "Lake Discovery"	completed
	c) develop webcast capability and Gateway media center	completed
	d) developed draft Recreation business line page, Smart Book, customer service, field office directory, ranger network and Lake Discovery pages	completed
	e) conduct Lake Discovery workshop	completed
	f) develop content recommended by Gateway steering committee	ongoing
	g) develop Lake Discovery content	ongoing
	h) conduct usability evaluations	ongoing
<b><i>RMSP Program Management and Coordination</i></b>	a) organized and participated in fall and spring meetings	ongoing
	b) provide program oversight	ongoing
<b><u>Related Activities</u></b>		
Regional Recreation Brochures	a) organize field review team	completed
	b) develop mock up brochure	completed
	c) contact potential partners to include messages	completed
	d) complete brochure artwork	completed
	e) print/distribute brochures	FY 05

Recreation Surveys – Table Rock, Norfolk, Bull Shoals, Greers Ferry	a) develop initial approach and present to CE and State (MO/AR) sponsors b) develop work plan and survey system and evaluate potential for national application c) conduct surveys d) conduct analysis and prepare report	FY 04  FY 04 FY 04 – 05 FY 05 - 06
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**6.0 Funding.**

The fiscal objective of this PMP is to ensure that RMSP funds are efficiently utilized to meet the needs of our customers. PDT members are responsible for effective work execution and fiscal closeout. The primary funding for the RMSP is via a line item request in the Recreation Program budget. Additional funds for specific tasks are provided to ERDC by MSC’s, districts, and field offices, and occasionally, by the Institute for Water Resources and other HQUSACE elements. A funding history is provided for FY 99 – FY 04:

Areas and Activities	Funding (\$ 000)					
<b>Management Studies</b>	<b>FY99</b>	<b>FY00</b>	<b>FY01</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>
Economic Effects of Boat Docks and Marinas	150	150	0	0	0	0
Ethnic Culture and Corps Rec. Participation	150	0	170	150	126	0
Customer Service Plans	15	0	0	0	0	0
Study Plans	50	50	25	75	0	0
Benefit Based Management	0	150	200	243.2	150	150
Recreation Infrastructure	0	150	0	0	0	0
Carrying Capacity	0	0	50	20	0	50
<b>Management Assistance</b>	<b>FY99</b>	<b>FY00</b>	<b>FY01</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>
National Recreation Trends	25	140	150	150	175	175
Comment Card Program	75	25	25	40	50	50
Innovative Management Practices	0	20	0	0	0	0
VERS modernization	0	70	0	200	250	300
Strategic Planning/Performance Measurement	0	0	0	210	260	250
Project YES	0	0	0	30	0	100

Information Exchange	FY99	FY00	FY01	FY02	FY03	FY04
VERS Technical Support	75	125	150	75	125	50
Reports and Publications	34	35	50	25	0	144
NRM Gateway (recreation component)	0	30	150	150	150	160
Program Management and Coordination *	55	55	55	70	185	185
<b>TOTAL</b>	629	1000	1025	1438.2	1471	1520

Funding for FY 05 is:

Management Studies	FY05	FY06
Benefits-Based Management		
Ethnicity & Recreation Participation		
Recreation Carrying Capacity		
VERS Modernization		
Total	684.6	
Management Assistance	FY05	FY06
National Recreation Trends		
Customer Satisfaction Initiatives		
Support HQ Program Initiatives		
Total	691.2	
Information Exchange	FY05	FY06
VERS/AUPS Technical Support		
NRM Gateway		
Total	224	
<b>TOTAL</b>	1.6 M	

Note: FY 05 slippage and savings reduction is estimated at 6.5%.

## **7.0 Schedule of Proposed Work**

Detailed schedules of work may be found in Appendices a - l.

## **8.0 Quality Control Plan.**

Members of the ERDC RMSP Project Delivery Team (PDT) and the RLAT meet twice annually to review RMSP goals and objectives, obtain status reports on assigned tasks, and to make necessary schedule and program adjustments.

## **9.0 Acquisition Strategy.**

Scott Jackson of ERDC maintains centralized funding in support of the RMSP. Funds received are dispersed via the following mechanisms to achieve program objectives:

- Work performed by members of the ERDC Recreation Support Team. Additional contract support is provided by: Ginny Dickerson and Christine Wibowo, along with other contractors and Corps employees on developmental assignments.
- Work performed by academia – Michigan State, Texas A&M University, etc. and student hires at ERDC.
- Work performed by other members of the Corps NRM team.

## **10.0 Change Management Plan.**

As mentioned in section 8, the RMSP PDT and RLAT meet twice annually to review program goals and objectives, obtain status reports on assigned tasks, and to make necessary schedule and program adjustments. Funding priorities are determined annually.

## **11.0 Communications Plan.**

Members of the RLAT are responsible for coordinating with their MSC, district and field office counterparts about RMSP activities such as: program objectives, instrument field tests, and seeking feedback on program needs as well as the perceived value of proposed or completed projects. A variety of communications techniques are used to provide information to and obtain feedback from the Corps NRM community, to identify needs, to accomplish work and to share lessons learned. These include

- Biannual RLAT meetings
- NRM Gateway – Including “good enough to share” and focus area development workshops
- Periodic Recreation Program strategy briefs
- RLAT and ERDC team member support of national and regional conferences, PDT’s etc.

## **12.0 Risk Management.**

Risk will be managed through the RMSP biannual reviews that include: progress evaluations, reassessment of priorities and resources when needed, and the inclusion of emerging issues. Additional meetings of individual Project Delivery Teams will be held as needed. Schedule and budget constraints are the primary areas of concern.

## **13.0 Measurement of Project Success.**

The ultimate measure of RMSP success is the overall success of the Corps Recreation Program in serving the nation. Additionally, RMSP work is evaluated biannually for: the

ability to develop practical solutions for high priority recreation issues, providing projects on time and on budget, provision of technical advice and assistance, and serving as a liaison for communicating/exchanging best practices within the Corps Recreation COP and with the non-Corps Recreation COP (partners, governmental agencies, academia, non-profits, etc.).

**14.0 References.**

See references section of the Recreation Program PgMP.

**15.0 Project Management Plan Approval.**

The Project Delivery Team (PDT) will submit the PMP to the Recreation Leadership Advisory Team, the Chief, Natural Resources Management, and the Chief, Operations & Regulatory for approval. Following initial approval, the PMP will be updated by the PDT in coordination with the RLAT, with major changes or deviations approved by the Chief, Natural Resources Management.

**Signatures of Project Delivery Team Members**

\_\_\_\_\_  
Scott Jackson, Engineer Research & Development Center, Program Mgr.

\_\_\_\_\_  
Wen Chang, Engineer Research & Development Center/IWR

\_\_\_\_\_  
Sammy Franco, Engineer Research & Development Center

\_\_\_\_\_  
Dick Kasul, Engineer Research & Development Center

\_\_\_\_\_  
Julie Marcy, Engineer Research & Development Center

\_\_\_\_\_  
Kathy Perales, Engineer Research & Development Center

**Signatures of Recreation Program Delivery Team Members**

\_\_\_\_\_  
Judy Rice, HQ Recreation Program Manager

\_\_\_\_\_  
Phil Turner, South Pacific Division

\_\_\_\_\_  
Will Rogers, North Atlantic Division

\_\_\_\_\_  
Brad Keshlear, South Atlantic Division

\_\_\_\_\_  
Don Dunwoody, Northwestern Division

\_\_\_\_\_  
Dr. Michael A. Loesch, Great Lakes & Ohio River Division

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Larry Bogue, Southwestern Division

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Brad Myers, Kansas City District (chair)  
Milford Lake (02-05)

---

Jim Lynch, St. Louis District (03-06)

---

Dan Bentley, Tulsa District, Fort Gibson  
Lake (01-04)

---

Dr. Bonnie Bryson, Louisville District  
(02-05)

---

Dan Keir, Wilmington District (01-04)

---

Bob Hanacek, New England District,  
Thames River Basin (04-07)

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Brad Long, Sacramento District, Black  
Butte Lake (03-06)

**Approved:**

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George E. Tabb Jr.  
Chief, Natural Resources Management,  
NRM COP Leader

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Michael B. White  
Chief, Operations & Regulatory

# Appendix a

## Work Unit: Benefits-Based Management

**Principal Investigator:** R. Scott Jackson

**Field Proponent:** Don Dunwoody

**Objective:** The objective of this work unit is to: a) develop the capability to quantify benefits of the current recreation program, b) identify benefits sought by Corps program partners, c) identify best management practices directed toward specific recreation benefits, d) enable managers to direct their efforts toward identified benefits, e) communicate benefits at all levels, and f) integrate Corps strategies with partners and potential partners.

**Technical Approach:** The study is organized into three parts. First, a national overview of the social, economic, and environmental benefits of the Corps recreation program will be profiled. Emphasis will be placed on benefits to stakeholders including examples of successful programs that target benefits to specific groups and organizations. A report will be prepared that summarizes the benefits of the national Corps recreation program. Second, a series of reports will be prepared which profile the benefits and opportunities generated by the Corps recreation program associated with specific organizations (e.g. tourism agencies, cost share partners, user groups and lake associations). Third, a project level application of benefits-based management will be conducted. The application will develop and apply a process for repositioning a project recreation program to enhance benefits to specific organizations and communities.

**Benefits:** Results will enable recreation-resource managers to direct their efforts to optimizing returns on investment in terms of benefits heretofore unidentified. Integration of benefits from recreation can be incorporated into management strategies both in house and in cooperation with partners. Additional benefits are identified in the study plan.

**Accomplishments:** A study plan was prepared and submitted to the RMSP program manager in June 1999. The plan was coordinated with Mr. Don Dunwoody, the work unit proponent. National recreation benefits were solicited and communicated in a national recreation program area brochure. The brochure will be used to communicate the scope and benefits of the Corps recreation program to internal and external audiences.

**Concerns/Issues:** The evaluation of participants at the October 2000 benefits workshop was used to adjust the direction of the work unit in terms of project level activities.



# Appendix b

## **Work Unit: Ethnicity and Recreation Participation (includes Intercultural Communications, ISOP etc.)**

**Principal Investigator:** Julie Marcy

### **Field Proponent:**

**Objective:** This work unit addresses: a) intercultural issues ranging from communications to facility design, b) improving our Interpretive Services and Outreach Program (ISOP and Young Environmental Stewards), and c) improving delivery of key Corps corporate messages.

**Technical Approach:** This effort will consist of:

1) An empirical approach using three demonstration projects throughout the U.S. to test current theories on inter- and intra-ethnic recreational behavior. Pre- and post-implementation monitoring at the selected demonstration projects will be conducted and intensive analysis of monitoring results will precede the preparation of the final technical reports, journal articles, and proposed training course. This includes identifying demographic trends and the types of improvements desired by the Corps traditional (white) customer base as well as the three ethnic minority groups that will have the greatest economic impact on the COE recreation program (African, Hispanic, and Asian Americans). Selection criteria for the demonstration projects will be developed as part of an ERDC workshop on ethnic recreational trends. An interim report will be prepared along with a journal article at the end of the first year. During the second year specific recommendations will be provided to participating Corps Demonstration Projects and Districts on facilities improvements and modernization as well as recommended changes in services. Pre-implementation monitoring will begin using university researchers and continue throughout the implementation phase. An interim report will be prepared on the results of these monitoring efforts. During the third and final year post-implementation monitoring will be completed and the results of the total research and monitoring effort will be documented in a final technical report and a journal article. Training course(s) for Corps Personnel will be conducted at one or more of the demonstration projects at the conclusion of the work unit.

2) Development of an ISOP resource guide and associated resources/exchange pages on the NRM Gateway, along with developing the YES/environmental education program in conjunction with other federal agencies and partners such as the National Environmental Education and Training Foundation (NEETF) and the Council for Environmental Education (CEE).

3) Development of new recreation information products such as: Value to the Nation, brochures, associated visitor pages on the NRM Gateway, and the development of other corporate communications in support of HQUSACE.

**Benefits:** The research work unit will provide practical information to support the RMSP leadership team and Corps managers in their short-term and long-term planning for the modification of existing facilities, the design of new or upgraded recreational facilities, and the operation and management of existing Corps recreational facilities to meet a dynamic visiting population. Additionally, lessons learned with best practices will be shared within the NRM community of practice and across the Corps with interpretive tools and key corporate messages.

**Accomplishments:**

1) Intercultural - A study plan was prepared and submitted to the RMSP program manager in October 2000. The plan was coordinated with Dr. Mike Loesch and Mr. Phil Turner, the work unit proponents. Demonstration projects selected in September, 2002 are: Chief Joseph Dam/Rufus Woods Lake, Washington (Laura Beauregard POC), Grapevine Lake, Texas (Tim MacAllister POC), and Lake Success, California (Robert Moreno POC). A technical report "Managing for Ethnic Diversity – Recreation Facility and Service Modifications for Ethnic Minority Visitors" was published in June 2002. A technical report "Hispanic Recreation at Corps of Engineers Lakes in the Greater Tulsa Area: Results of Two Hispanic Focus Groups" was published in July 2002. Status reports were provided at the Corps Environmental Conference in August 2003. A joint intercultural communications workshop with the National Park Service was conducted in August 2003. Permission was obtained from the Marine Corps Intelligence Activity in March 2004 to use information in their "Country Handbooks" to prepare mini-field cultural guides for NRM personnel.

2) ISOP/YES – A YES briefing was prepared for CECW-ON in July 2002. A briefing was provided to NEETF on ISOP/YES in March 2003. A representative participated in a joint Corps/NEETF teleconference in June 2003. A representative attended a NEETF Partnering Conference in September 2003. A coordination meeting was conducted with Joretta Hawthorne, Council for Environmental Education, in February 2004 to discuss cooperative environmental education efforts such as "WET in the City". Julie Marcy was accepted as a Corps Environmental Education PDT member by Steve Austin, HQ. An ISOP/EE content development workshop was conducted the week of 16 August 2004 to refine existing NRM Gateway ISOP pages and to develop an interpretive/environmental education resource guide. ISOP page additions and refinements continue.

3) Corporate Communications – Developed new regional brochures and a national campground brochure and submitted them for numerous field and RMSP reviews. They were sent out for the final field review in September 2003 with comments received in December 2003. Artwork was completed in Dec 2005 and printing is scheduled for

March 2005.

**Concerns/Issues:** Corps communications were targeted as “Red” (in terms of performance) by the Chief of Engineers in August 2003. This finding has generated a number of communications improvement actions that may impact our scheduled work and provide additional opportunities for integration.

# Appendix c

## Work Unit: Customer Satisfaction Initiatives

**Principal Investigators:** Richard Kasul/Sam Franco

**Field Proponent:** TBD

**Objectives:** The objectives of this work unit are to 1) provide continuing field support for the customer comment card program and 2) annually obtain and report results of a visitor satisfaction survey of the Corps Recreation Program Area.

**Technical Approach:** Comment card program - maintain comment card program materials on the NRM Gateway and provide helpdesk services to the field. National survey- develop a survey process for efficiently and accurately measuring satisfaction at a national level; organize and direct data collection activities; collect, analyze and report results.

**Benefits:** Surveys conducted by field offices provide visitor feedback needed to identify visitor issues and concerns that require attention by project management. Results of the national survey provide data needed to meet performance reporting requirements.

**Accomplishments:** Completed analysis and reporting of FY02 national survey results. Implemented FY03 national survey starting 01Jun 03. Completed annual cycle of helpdesk support to project personnel conducting customer satisfaction surveys.

**Concerns/Issues:** FY04 activities and milestones are subject to change as a result of an ongoing evaluation of performance goals and measurement approaches.

# Appendix d

## Work Unit: National Recreation Trends

**Principal Investigator:** Richard Kasul

**Field Proponent:** Brad Keshlear

**Objective:** The objective of this work unit is to develop and implement an array of monitoring tools to provide appropriate and timely information to anticipate the dynamic demands placed on the Corps recreation program. Demand for recreation opportunities are influenced by a wide variety of social, demographic, and institutional factors. The ability of managers to proactively respond to changing needs and expectations of visitors to Corps projects requires reliable information on the status and trends of recreation both generally throughout the US and specifically associated with Corps projects.

**Technical Approach:** Information and analysis that identify recreation trends are obtained through existing scientific and agency sources, partnerships with federal and private sector cooperators, data collected on Corps projects using tools and methods developed as part of this work unit. The following four component areas addressed in this work unit are:

**1) External Institutional Trends.** This component monitors the activities and programs of public and private recreation providers, recreation industry associations, and user groups to track emerging issues being addressed by these organizations. Many issues, such as changing recreation technology, user fees, and management techniques in other institutions will ultimately affect the Corps recreation program. This effort tracks issues as they develop to anticipate their effect on the Corps recreation program.

**2) National and Regional Recreation Trends.** This component monitors recreation use patterns, preferences, and perceptions of the American public through general population surveys conducted in cooperation with public and private sector partners. This work unit presently supports annual surveys conducted by the American Recreation Coalition (Survey of Outdoor Recreation in American) and the University of Michigan (American Customer Satisfaction Index).

**3) Problems/Issues Identified by Corps Managers.** This component monitors recreation and management trends on Corps projects through a periodic survey of project natural resources managers. The survey may also address any number of special topics of current interest within the Corps recreation program for which trend information is needed. The last survey, for example, included a lengthy section of questions to document trends in ethnic diversity among Corps visitors. The survey is conducted on an as-needed basis. It may be sent to a sample of managers or to all

managers depending on the scope of the information needed.

**4) Recreation Trends on Corps Projects.** This component develops and implements tools and procedures to monitor recreation trends on Corps projects, including visitation levels, visitor origins, demographics, recreational activities, visitor response to recreation services and facilities, monetary and non-monetary benefits, and occupancy rates. It assesses the applications potential of new monitoring technologies and supports the development of field surveys, upload capability to Corps information systems, data archival systems, and other tools and procedures associated with monitoring recreation on Corps projects. Development of a GIS-based market assessment toolkit is currently being developed under component. Other efforts begun under this component have later be expanded into separate work units as has recently occurred with the development of monitoring procedures associated with customer satisfaction and recreation use estimation.

**Benefits:** Awareness of national recreation trends allows managers at all levels to develop programs that are responsive to public needs and take advantage of the latest scientific and technical advances. National, regional, and project recreation-resource managers will be aware of trends in recreation user needs and the latest developments in industry to meet them. This will position our managers to effectively compete for funds and personnel to meet customer demands.

**Accomplishments:**

Results of a project managers' survey were published to the NRM Gateway at: <http://corpslakes.usace.army.mil/employees/trends/managers/survey.html>. The report highlights 1) visitor ethnicity trends and 2) challenges associated with recreation and natural resources management on Corps projects.

In cooperation with the National Recreation Reservation Service (NRRS), USDA Forest Service and the NRRS reservation service provider, completed a pilot performance measurement study of advance reservations customers of the NRRS. Completed analysis of pilot survey results, developed a proposed performance measurement criterion, and provided recommendations for conducting an ongoing monitoring survey. This activity was jointly funded by the NRRS and this work unit.

Permissions and trainings were obtained to access National Recreation Reservation Service (NRRS) program data. Began development of program reports and trend indicators associated with the Corps camping recreation program.

Development of a pilot recreation market analysis capability for Corps projects was continued. This is a GIS-based platform for analysis of spatial trends associated with the recreation markets served by individual Corps projects. In FY03, the system was expanded to include camping markets. Camping markets associated with individual projects were identified using visitor origin data (home zip codes) recently available from the NRRS.

Continuing a recreation trend monitoring partnership among the American Recreation Coalition (ARC) and federal recreation providers, a \$10K purchase order was submitted for award to the ARC to support the 2003 Roper-Starch survey on "Outdoor Recreation in America". This survey provides results that characterize attitudes and trends in outdoor recreation, including some of specific value by federal recreation providers. This is the 6<sup>th</sup> consecutive year that funds from this work unit have been provided for this survey.

A \$30K purchase order was submitted for award to the University of Michigan to obtain and report the results of an American Customer Satisfaction Index (ACSI) survey of visitors to Corps projects in 2003. This survey provides national-level performance results for the Corps recreation program. This was the third year that the Corps of Engineers has participated in this survey. It was the first year that the survey was funded by this work unit.

**Concerns/Issues:** None.

# Appendix e

## Work Unit: Natural Resource Management (NRM) Gateway – Recreation Component

**Principal Investigator:** Kathy Perales

**Field Proponent:**

**Objective:** To develop an Internet website that will meet the recreation information requirements of Corps field managers. When fully functional, we anticipate that this site will:

- RMSP Issues:
  - Post all RMSP reports, technical notes and other products
  - Provide interactive access to RMSP data bases, models, and information tools
  - Provide technical assistance to field users of RMSP products
  - Solicit areas of future research from managers
  - Provide communication between managers and RMSP investigators
- Outside RMSP Issues:
  - Serve employees as a clearinghouse of information on job related functions
  - Post products developed by CE field offices (e.g. district newsletters, manuals,)
  - Provide communication among managers on issues of concern
  - Be a gateway to other web sites addressing areas of interest to project managers
  - Post visitor comments from project websites

**Technical Approach:** A conceptual website design and phased deployment approach will be developed in conjunction with the work unit proponent and presented to the RMSP leadership team during the spring 2000 RMSP meeting. Initial website development will be initiated immediately following the spring meeting. A team of Corps personnel will be identified to assist in the development of website content for areas of interest.

**Accomplishments:** An initial analysis of information requirements for potential audiences was conducted. A meeting was held with the proponent and district staff member to identify potential priority areas. Relevant websites were reviewed and evaluated for possible adaptation to meet RMSP requirements. A steering committee meeting was held summer 2000 to direct the information requirements of the website. A call for nominations was sent to solicit Corps personnel to deliver content to the website and serve as topic area POCs. A strawman was developed and is being maintained on an intranet site for evaluation. Chairs of NRM committees have been contacted to determine their committee involvement in web development. One facilitated session with the career development committee occurred to further communications and assist in parallel web development.

**Concerns/Issues:** None



# Appendix f

## Work Unit: Preparation of Study Plans

**Principal Investigator:** R. Scott Jackson

**Field Proponent:** All RLAT as needed.

**Objective:** To develop a study approach and proposed product that addresses a high priority study requirement identified by the RLAT.

**Technical Approach:** During the Spring RLAT meeting the leadership team will recommend a high priority topic for development into a Statement of Need (SON) and Study Plan. The SON and study plan will be presented during the Fall meeting.

**Benefits:** The preparation of a study plan will provide an opportunity to evaluate the feasibility of performing research to address the SON and describe in detail the products resulting from the execution of the study.

**Concerns/Issues:** None

# Appendix g

## Work Unit: Program Management and Coordination

**Principal Investigator:** R. Scott Jackson

**Field Proponent:** N/A

**Objective:** To plan and manage the execution of the RMSP and participate in RMSP related national agency initiatives.

**Accomplishments:** Conducted spring and fall Leadership Team meetings. Coordinated activities between RMSP and Leadership Team members. Participated in the following CE national initiatives: Recreation Strategy, Recreation Facility Standards Committee, National Recreational Fisheries Executive Order, Interagency Visitor Use Monitoring Initiative, and Recreation Program Area Brochure. Developed cooperative agreements with Penn State University, Texas A&M University, Oklahoma State University, and Michigan State University to participate in RMSP and related research projects.

**Concerns/Issues:** None

# Appendix h

## Work Unit: Reports and Publications

**Principal Investigator:** R. Scott Jackson

**Field Proponent:** N/A

**Objective:** Reports and publications are intended to provide effective and timely information to field representatives. The electronic media will be used as the primary method of distribution of reports and publications.

**Technical Approach:** Publications will be produced as appropriate as a vehicle for sharing the results of research.

**Benefit:** Resource managers will have research results that can be used in their work.

**Accomplishments:** During FY99, two Technical Notes on Ethnic Culture (Asian American and Hispanic American) were completed. Two issues of RECNOTES were also published. Reports are now being issued electronically.

**Concerns/Issues:** All reports and publications will be provided only in electronic format. While this represents a cost-effective change, there may be some members of our customer base that do not have access to equipment to receive the information. Information is required on the need to provide hard copies of publications for dissemination to individuals who do not have electronic capability.

# Appendix i

## **Work Unit: Strategic Planning/Performance Measures Support**

**Principal Investigator:** Julie Marcy, Wen Chang, Scott Jackson

**Field Proponent:** Judy Rice

**Objective:** This activity includes: a) Recreation strategic planning support, communication of strategic goals, integration into CW goals, and stakeholder involvement, b) support for development and implementation of performance measures including coordination with other Federal agencies with recreation programs, and c) development of related tools such as automated spreadsheets for managers to use in determining condition status, developing budgets, and prioritizing work.

**Technical Approach:** Facilitation of group sessions with key internal and external stakeholders, development of measures and associated user tools, and communication within the recreation community of practice and across the Corps as appropriate will be used to perform this work. Measures will be dynamic as they mature and will be used for both upward reporting to elements such as the Office of Management & Budget, and for internal use by project managers.

**Benefits:** Results will enable recreation-resource managers to direct their efforts into optimizing return on investments, assess progress toward achieving strategic objectives, and tying performance to budget. Lessons learned shared with/from other Federal agencies with recreation programs will result in efficiencies and economies and possibly, the development of some common performance measures. Integration of strategic planning efforts with the overall Civil Works program and Corps program.

**Accomplishments:** Strategic objectives for the recreation program were refined and performance measures were reviewed at the RLAT meetings in October 2002 and May 2003. These meetings also included discussions of measures in use by other Federal agencies with recreation programs. Assistance was provided to IWR and CW-ON in developing performance measures for the FY05 budget in June 2003. Assistance was provided to CW-ON in using existing measures to evaluate budgets in August 2003. A seminar from The Performance Institute on the Government Performance Logic Model was hosted at HQ for staff members involved in strategic planning. A draft PgMP for the Recreation Program, and a draft PMP for the RMSP were prepared in October 2003. The Environmental Program was assisted with a performance measures workshop in October 2003. NRM Gateway pages were prepared for strategic planning, performance measures and customer service in January 2004. Assisted Environmental Compliance with a strategic planning/performance measures session in April 2004.

Developed RecBEST tool and user's guide March-May 2004 with other members of the PDT. Developed draft OMB's Program Assessment Rating Tool (PART) for Recreation Program April-May 2004. The Recreation Program PgMP and the RMSP PMP were signed at the May 2004 meeting.

**Issues/Concerns:** Placing a greater emphasis on performance tied to budget and the implementation of USACE 2012 will create a dynamic setting that may require frequent adjustments to focus areas and schedules.

# Appendix j

## Work Unit: VERS Technical Support

**Principal Investigator:** Sam Franco

**Field Proponent:**

**Objective:** Short-term (not to exceed one day and not including travel expenses) assistance will be provided to field representatives in application of certain tools developed in the research program. These items are currently the Visitor Estimation and Reporting System (VERS) and the Automated Use Permit System (AUPS).

**Technical Approach:** This activity will normally consist of response to telephone requests for emergency action regarding the application of VERS or AUPS programs. Field representatives should attempt to get solutions to their problems first from identified coordinators in district offices or from the Information Management office.

**Benefits:** Field users of automated systems will have access to experts that can trouble-shoot emergency problems.

**Milestones:** Support will be provided as needed.

**Accomplishments:** We answered 109 AUPS technical support calls and 117 VERS technical support calls during FY99.

**Concerns/Issues:** Technical support for AUPS and VERS continues to place a high demand on researchers to troubleshoot and resolve specific problems. The issue is exacerbated by turnover of field personnel resulting in newly assigned individuals who are in a learning mode to operate these programs and the lack of a reliable consistent funding mechanism to guarantee continued technical support. The VERS is programmed on a DOS platform and is required to meet administration requirements for estimating and reporting recreation visitation. An updated VERS reporting module has been completed and is currently in beta testing.

# Appendix k

## Work Unit: Visitation Monitoring and Reporting System

**Principal Investigators:** Wen Chang, Richard Kasul, Sam Franco

**Field Proponent:** Dr. Michael Loesch

**Objective:** The goal of this project is to re-establish and modernize the visitation survey, estimation and reporting process. This study will also incorporate with the VERS reporting system and provide a baseline for future use estimation surveys. The objectives are to: 1) improve data collecting and reporting procedures, 2) improve the quality of visitation estimates, 3) develop an archival system for all the information collected for use estimates, 4) evaluate the use of program data (such as NRRS) to improve visitation estimates, 5) evaluate alternative use estimation technologies and processes, and 6) provide guidance for selecting load factors at non-survey sites.

**Technical Approach:** This project will be implemented in five phases. First, a centralized database and reporting system will be developed as part of the VERS revision and to incorporate data archiving feature into the current data reporting system. In phase II, modernized survey design and implementation process will be developed that include revised survey instruments and sampling design, and to evaluate new data entry technology such as using PDA's and laptop. In phase III, we will be looking at the use of other currently used systems such as NRRS to provide input regarding project visitation, user demographics, user preferences, etc. In phase IV, the work will focus on the improvement of estimates for dispersed areas. These are visitors who live in adjacent properties and walk on to the sites or drive to a non-conventional recreation areas that are not captured by traffic meters. In phase V, we will evaluate the inclusion of recreation visits for other program areas. This will initiate corporate discussion regarding the scope of visitor reporting, including as part of developing a visitation estimation strategy, to include: walk-on visitation at piers, walkways, jetties, the use of shallow draft harbors and harbors of refuge where the Corps maintains the federal channel to the facility, recreational lockage, and so on.

**Benefits:** This study will provide updates to the current recreation use estimates, which in most projects are based on load factors that have been at least ten years old. By updating the use estimates and the monitoring and reporting system, we will have better knowledge of where we are with regard to the management and operation application, performance measures, and plans for the future.

**Accomplishments:** Dr. Mike Loesch, who is also the proponent of this study, prepared Statement of Need. The study plan is currently being developed by the Recreation Research Team at ERDC.

**Concerns/Issues:** None

# Appendix I

## **Work Unit: Water-based Recreation Carrying Capacity Assessment Process**

**Principal Investigator:** R. Scott Jackson

**Field Proponent:**

**Objective:** To develop field-tested process for estimating the carrying capacity of recreation facilities to deliver quality water based recreation opportunities.

**Technical Approach:** The work consists of three phases; a) Evaluation of existing carrying capacity studies and evaluation systems to identify relationships between intensity of use and impacts on visitor experience. In addition a prototype evaluation process will be developed; b) field studies will be conducted to test the process; c) revise the process based on field studies and developed lessons learned.

**Accomplishments:** Completed study plan.

**Concerns/Issues:** None



## **Appendix D Strategic Initiatives**

- 1. Recreation Program White Paper**
- 2. Healthier US**
- 3. Performance Measures**
- 4. Recreation Performance Improvement**

**Natural Resources Management Issue Paper**  
**9 June 2003**

**NATIONAL PROGRAM MANAGEMENT ISSUES**

**1. Where should the Corps Natural Resources Management (NRM) Program be headed?**

Over the years, the NRM program has moved from a “big brother knows best” management style to one of participatory management. As the nation’s citizens have become more educated, they have demanded a voice in management decisions that are made at all levels of the Corps. As a result, CECW-ON has established leadership advisory teams to assist in providing future direction for the Recreation Program, (Recreation Leadership Advisory Team - RLAT) and for the Environmental Stewardship Program (Stewardship Advisory Team - SAT). These teams are composed of individuals from all levels within the Corps - project, district and division - and provide a cross section of perspectives for the overall programs. The direction of the Environmental Compliance program is guided by the Environmental Compliance Policy Steering Committee, which meets annually. Our leadership teams provide us with the ability to actively engage stakeholders and rapidly adjust to changing conditions. As a result, we have begun conducting stakeholders meetings to obtain input from the citizen viewpoint about how we are doing, what we can do better and where we should be headed in the future. Our basic goal is to provide the management style, facilities and service that the citizens want and need.

a. Stakeholders Meetings. In October 2002, the Corps conducted its first national stakeholder meeting for its Recreation Program. The meeting purposes were to:

- Foster an understanding for stakeholders of USACE role in providing recreation opportunities.
- Listen to stakeholder concerns and thoughts to discover ideas for improving recreation opportunities on USACE lands and waters.
- Obtain input to further develop Strategic Planning for USACE Recreation business program of the future.
- Document stakeholder views.

About 20 stakeholders from Federal and state government, industry organizations and NGOs attended the meeting. They provided significant input that we can now use in establishing the Corps Strategic Plan for its Recreation Program. The Recreation Management Support Team (RMSP) and the Recreation Leadership Advisory Team (RLAT) are currently reviewing this input. Our intent is to hold additional stakeholder meetings on a regional basis to attract additional stakeholders.

We had intended to also hold a stakeholders meeting at the same time and place for the Corps Natural Resources Stewardship Program at Corps lakes. Unfortunately, we were unable to attract a sufficient numbers of stakeholders to make the meeting worthwhile. As a result, that portion of the effort was canceled and we are currently rethinking our options.

The general results of the stakeholders meeting were that we do not do enough to keep our stakeholders informed. Also, our stakeholders have a very strong interest in seeing the Corps succeed and are willing to help financially and otherwise. They wanted more stakeholder meetings.

b. OMB Involvement. In recent times, the Office of Management and Budget has also become a stronger influence, taking more interest and participating more directly in the Corps NRM programs than in the past. OMB is actively pursuing the President's Management Agenda. This affects the Corps NRM program in the areas of E-government and interagency business processes. As a result, a great deal of CECW-ON staff time has been devoted to Recreation One Stop, Volunteer.gov/gov, and other E-gov activities. This includes the identification of business processes across agencies, as well as the development of business data standards. To date, this emphasis has been primarily on the Recreation program; however, there is no doubt this trend will continue and expand into the Corps other business areas, including Environmental Stewardship and Environmental Compliance. The future of the Corps NRM programs will involve much greater coordination with other land management agencies, to include consolidation of business processes and tools to support those processes. As a result, "seamless, citizen centric service" will be the hallmark of Corps NRM programs in the future.

## **2. What are the current emphasis areas for the Corps NRM program?**

a. Promote Our Recreation Opportunities, Natural Resources and Cultural Resources. Over the last two years we have begun to focus attention on our "Value to the Nation" brochures and websites. This effort should be continued and expanded. We know that the Corps Recreation Program promotes economic benefits. We can effectively show the impact of recreation on local and regional economies in terms of spending by visitors and jobs for American workers. It is also true that interacting both physically and mentally within a well-managed natural environment promotes personal and social well being. First, we must complete our natural resources inventories. Next, we will derive the facts linked with the economic benefits associated with sustaining environments, personal and social benefits. Then we will have the ability to promote Corps natural resources as a valuable component of our mission. Although not as well defined in terms of economic impacts, cultural resources have significant potential as far as interpretation, conservation/protection and marketing are concerned.

b. Inventory Natural Resources (Level I and II) on Corps Lands. This involves establishing an inventory of Corps lands to determine the nature and extent of the resources entrusted to the Corps care. We have a wealth of biological diversity at our water resources projects and in many cases they have not been inventoried to determine what does exist, or its condition. Once the extent of our resources is known, the value of these resources on a local, regional and even national scale can be assessed. Where these inventories have been completed, we have found there to be diverse plant and animal communities containing unique species requiring protection and management. Inventories must be funded and conducted to properly manage our lands and waters and meet our Stewardship obligations.

c. Master Plan/Operational Management Plans. Master Plans and Operational Management Plans (OMP) need to be developed, or updated and kept current to effectively convey to stakeholders, the public, Congress and other agencies our mission and stewardship goals for the land and resources that have been entrusted to us. The Level I inventory is the basic building block for the Master Plan. The Level II inventory is a measure of the success of the OMP. We cannot manage our own lands using either our own forces or those of others under any kind of instrument or agreement without accurate and up to date OMPs.

d. Accessibility. The Corps has no comprehensive policy or guidance in place for the management of the accessibility program for persons with disabilities for our recreation opportunities. Although the governing legislation was passed 30 years ago, implementing standards have not been developed until recently and are still not codified. In FY03, CECW-ON obtained funding to partner with the Bureau of Reclamation in the use of a computerized system to manage our accessibility program. A MOU is now under development to formalize this partnership. Also under development is comprehensive policy and guidance for the Corps accessibility program.

e. Program Management Plans. CECW-ON has identified the development of Program Management Plans (PMPs) for all NRM programs as an emphasis area, pursuant to the Corps commitment to the PMBP process. The development of these PMPs will clarify our thinking about how NRM programs fit into the PMBP box, permit us to align ourselves properly in the order, and communicate our commitment throughout the program.

### **3. What are the critical issues requiring resolution?**

a. Maintenance of Professional Staff. Several dynamics are affecting our ability to maintain a professional staff that is adequate to manage our NRM programs effectively. At the most basic level, problems stem from inadequate and still shrinking staffing allocations at the project level to accomplish the Corps NRM mission. Further, many of our senior, experienced staff are approaching retirement age, and we have done little succession planning to assure junior staff is provided the training and experience

necessary to prepare them for these senior positions. The numbers of developmental assignments have been severely limited due to budget constraints. The new A-76 guidance has serious implications for recruiting and retaining our professional NRM staff. Regarding this last issue, the Chief has signed a memo to the ASA asking for an exemption to competitive sourcing for the Corps Park Rangers.

b. Barriers to Partnerships. The Chief and the DCW have challenged us to seek out partnerships to accomplish the Corps mission and better serve the American public. The elimination of the requirement for a partner to provide up-front financing and acceptance of in-kind services are examples of tools that Corps Operations Managers need to become successful in partnering. We also need the ability to make partnering a two-way street. This requires some type of granting authority so we can give our partners money as other agencies do.

c. Modernization. Many Corps recreation sites and facilities are inadequate for current use, poorly designed, unattractive, inaccessible for persons with disabilities, and unsafe. Most were designed during the 1960s and 70s and have reached the end of their useful lives. They do not accommodate the recreation preferences of our customer base, which includes persons of many ethnicities, nor do they accommodate the vehicles and equipment our customers bring to their recreation experience. This is a worsening problem that continues to erode the quality of service we provide for our recreation customers. A modest investment in site and facility modernization could improve our service provision and customer satisfaction enormously.

d. Inconsistent Delivery of Public Service Across the Corps. Inconsistent delivery of the Corps NRM products across the Corps is a difficult problem resulting from several causes. Historic budget and manpower inequities have created widening gaps in service delivery among the "richer" and "poorer" districts and projects. Customer expectations are difficult to meet, when the amenities and service provided vary widely across the Corps and do not relate directly to the level of fees charged. Inconsistent recruitment and retention of staff specialists in areas such as fish and wildlife, forestry, range management, park administration, and recreation management compromises our ability to manage the breadth and diversity of the our NRM program consistently and effectively. As our customers become more mobile, visiting more projects in different states and districts, this disparity becomes more difficult to explain and accept.

#### **4. What "Good Ideas" should be implemented to improve the program?**

a. Recreation Area Modernization Program (RAMP). The RAMP is a comprehensive solution to address the problem of aging and outdated recreation infrastructure in the Corps. We have tried twice over the last few years to include a funding package in the

Corps budget for RAMP, once in O&M, General and once in Construction General. Both times our efforts have failed. We should renew our efforts in this regard so that we

can better serve the visiting public and protect the resources for which we are responsible. Our experience with past modernization projects shows positive results in terms of increased visitation, reduced vandalism and visitor behavior problems, increased fee collection and increased customer satisfaction.

b. Peer Review Program. Reestablish the Peer Review Program that was implemented in the mid 1990s to assess district programs and share ideas. This program was an excellent tool for sharing ideas and increasing efficiencies. Teams, made up of subject matter experts from different districts/projects, visited other districts/projects, reviewed programs and made recommendations for improving those programs. This benefited both the district/project that was being reviewed, as well as the team that was performing the review. "Good ideas" were shared and recommendations for making improvements were exchanged. The Peer Review Program was eliminated because of budget constraints. Reestablishing this program would be money well spent. In conjunction with our new facility and customer service standards, soon to be published, the Peer Review Program could improve our delivery of consistent recreation products and services across the Corps.

c. Partnership Funding Pool/Seed Money. The establishment of a partnership "seed money" fund at the district level and the ability to provide funds to partners outside the federal agencies would greatly facilitate the implementation of recreation partnership agreements and projects. Potential partnership projects could compete for funds that would be used strictly to secure and execute NRM partnerships. The USDA, Forest Service uses this type of program and it works. Corps Operations Managers at the project level have many opportunities to partner but lack the seed money to make things happen. Under our current system, any partnering that is accomplished can only be done by freeing up funds through the elimination of other work items from the project O&M Budget.

d. Environmental Management Systems (EMS). Implement EMS at appropriate facilities in accordance with DoD, DA policy and Commander's Policy Memorandum #11. Environmental management systems will use the ISO 14001 specification. Implementation guidance and step-by-step tools are being developed by the EMS implementation PDT.

e. Retention of User Fees at the Project Level Without Budget Offset. For many years, OMB has seen fit to allow the Corps to collect user fees and then offset our O&M budget by that amount. As such, there is no incentive for local managers to increase the use fees they collect at the project level. Allowing the projects to keep the fees they collect would go a long way in reducing the Corps maintenance backlog and improve customer service. CECW-ON has proposed this idea under our legislative initiative for this year (WRDA 2003). Our proposal allows the projects to keep the majority of the funds they collect and establishes a national account using the remainder of the funds to provide for the construction of user fee facilities and other improvements where user fees are not currently collected.

George E. Tabb, Jr.  
Chief, Natural Resources Management Branch  
Operations Division  
Directorate of Civil Works

## Healthier US

# HealthierUS Initiative Project Management Plan

### **Purpose and Scope:**

President Bush's HealthierUS Initiative is based on the premise that increasing personal fitness and becoming healthier is critical to achieving a better and longer life. Extensive research, much of it conducted or funded by the Federal Government, has shown that improving overall health, and thus preventing disease and premature death, is as easy as making small adjustments and improvements in the activities of daily life. The President's HealthierUS Initiative uses the resources of the Federal Government to alert Americans to the vital health benefits of simple and modest improvements in physical activity, nutrition, and behavior.

Nearly half of American adults report that they do not exercise at all, and seven out of 10 do so infrequently. Too many of America's youth do not exercise at all, are overweight, and have poor dietary habits. Five chronic diseases associated with obesity -- heart disease, cancer, stroke, chronic obstructive pulmonary disease (e.g., bronchitis, emphysema, asthma), and diabetes -- account for more than two-thirds of all deaths in the United States. In addition to claiming more than 1.7 million American lives each year, these diseases hinder daily living for more than one of every 10 Americans, or 25 million people. More than 100 million Americans live with chronic disease, and millions of new cases are diagnosed each year.

Although these chronic diseases are among the most prevalent and deadly health problems facing our nation, some of them are very preventable. Effective measures exist today to prevent or delay much of the chronic disease burden and curtail its devastating consequences. Families can take simple, affordable steps to work physical activity, good nutrition, and behavior changes into their daily routine. You don't have to become a marathon runner or be able to afford a gym or health club membership to improve personal fitness. The health of Americans would improve with modest but regular physical activity and better eating habits.

People of all ages can benefit from these actions. For the nation's seniors, poor health should not be a foregone consequence of aging. Improvements in diet and physical activity can greatly improve the quality of life at any age. Regular physical activity also helps older Americans maintain joint strength and mobility and substantially delays the onset of functional limitations and loss of independence.

The Administration is announcing two actions to promote fitness:

### **The President's Council on Physical Fitness and Sports.**

An important step in communicating the Administration's message on fitness and health is the revitalization of the President's Council on Physical Fitness and Sports. Chaired by Lynn Swann, and vice-chaired by Dot Richardson, the Council will coordinate its activities with Federal, state, and private entities to serve communities across the country more effectively.



## Agency-Wide Activities to Promote Personal Fitness.

The President is signing an Executive Order that directs certain Federal agencies to review all policies, programs, and regulations related to physical activity, nutrition, screenings, and making healthy choices. The agencies will propose revisions, modifications, or new actions to further improve the promotion of personal fitness, and forward the recommendations to the President within 90 days.

The HealthierUS Initiative is based on a very simple formula: every little bit of effort counts. The Administration has identified four keys for a healthier America and is taking the following actions to promote them:

☐ **Be Physically Active Every Day.** Many chronic diseases can be prevented with modest exercise, in some cases as simple as walking for half an hour. There are countless opportunities for physical activity that do not need to be strenuous or very time-consuming to be beneficial. Enjoy the outdoors with your children and family and show them that exercise can be fun and achievable. Administration actions to promote physical activity include:

- Declaring a Fee-Free Weekend in America's National Parks and Federal Lands
- Creating a HealthierUS.gov Web Site
- Promoting the Use of Public Lands and Water
- Highlighting the Rivers, Trails, and Conservation Assistance Program

☐ **Eat a Nutritious Diet.** Americans should make simple adjustments to their diet and avoid excessive portions. Increasing fruit and vegetable consumption is a central part of a healthier diet, and good overall nutrition lowers the risk of getting heart disease, stroke, cancer, and osteoporosis. Administration actions to promote better nutrition include:

- Enhancing the National 5 A Day for Better Health Program
- Promoting Nutrition Curriculum and Education in Our Schools
- Supporting the Eat Smart-Play Hard Campaign

☐ **Get Preventive Screenings.** Americans may be surprised to learn how a simple test like a cholesterol screen or a blood pressure check can reveal current health status and identify a need to adjust diet or behavior. Administration actions to promote preventive medicine include:

- Creating the Healthy Communities Innovation Initiative
- Raising Awareness of Diabetes Screening, Especially for Women
- Strengthening and Improving Medicare

☐ **Make Healthy Choices.** Avoid tobacco and drugs and the abuse of alcohol and make smart and safe choices in your everyday life. Administration actions to promote healthy choices include:

- Creating a CDC Tobacco Control Toolkit
- Highlighting the Drug Free Communities Support Program

*The Corps participation in President Bush's HealthierUS Initiative will primarily be focused on the first bullet of the four actions shown in red above...Be Physically Active Every Day!!*

*Corps lakes are great places to walk, jog, ride bikes, hunt, fish, ride horses, swim, boat, camp etc. These recreational activities keep people active and if done routinely, can contribute to a healthier lifestyle.*

*Many Corps parks are close to urban areas and are convenient places for physical activity. Accordingly, we want to encourage people to utilize Corps parks for regular physical activity.*

*In addition, Corps lakes have paved roads and many have trails. These roads and trails can be utilized for walking, jogging, and riding bikes which are beneficial physical activities for improving*

*one's health. Many Corps lakes could accommodate additional trails for physical activity. "Partnerships for Trails" could be a Corps initiative for 2004. Operations Managers could begin working with stakeholders and Friends groups to create partnerships/funding for the development of new trails/walkways at Corps lakes.*

## **Background and Authority**

Fitness problems such as obesity and overweight have reached truly epidemic proportions in the United States. In the last 20 years, obesity rates have increased by more than 60 percent among adults. In 1999, 61 percent of the adult population was either overweight or obese. The obesity epidemic impacts other diseases as well. For example, the incidence of type 2 diabetes, a major consequence of obesity, is on the rise. Among U.S. adults, diagnosed diabetes increased 49 percent from 1990 to 2000.

The rate of increase in overweight among young people has been even steeper. This is particularly troubling since many of the behaviors that lead to adult obesity are established during childhood. Just 10 years ago, type 2 diabetes was virtually unknown in children and adolescents. Indeed, the medical community commonly referred to the condition as "adult onset diabetes." Today, it accounts for almost 50 percent of new cases of pediatric diabetes in some communities. Medical complications associated with obesity in children can lead to hospitalizations for type 2 diabetes, sleep apnea, and asthma. Since 1980, the percentage of children who are overweight has nearly doubled, and the percentage of adolescents who are overweight has nearly tripled. About 8 million young Americans, almost 15 percent of all children, are overweight.

## **PDT Membership and Responsibilities**

The HealthierUS PDT is composed of key personnel from MSC, districts, lake projects and ERDC. The members are as follows:

Kathleen Perales, Research Biologist, ERDC  
Richard Moore, Chief, Natural Resources - Omaha District  
Ken Dial, Operations Manager, J. Strom Thurmond Lake, Savannah District  
Kevin Paff, Park Manager, Portland District  
Kathryn Haferkamp, Park Ranger, Whitney Lake, Fort Worth District  
James Murphy, Park Ranger, Fort Worth District  
Ted Gregory, Park Ranger, Carters lake, Mobile District  
Diana Fredlund, PAO, Portland District  
Don Dunwoody, Operations Team Leader, NWD

The responsibilities of team members are as follows:

**Project Manager - Don Dunwoody**

Lead the development and implementation of the HealthierUS Initiative within the Corps of Engineers - maintain focus of the PDT and guide the group process in that direction

**Assistant PM - Ken Dial**

Attend interagency HealthierUS meetings as needed; manage the PMP in coordination with PDT members; insure coordination between Execution Team, Support Team, Communications Team and the Research/Technical Manager

**Support Team Leader - Rick Moore**

Facilitate communication and coordination with expertise needed by PDT - within USACE and from other

Federal/State/local agencies

Execution PDT Team Leader - Kevin Paff

Leads PDT to produce quality product/report in accordance with the PMP requirements

Execution PDT - Perales, Moore, Dial, Paff, Haferkamp, Murphy, Gregory, Fredlund, Dunwoody  
Develop and execute the HealthierUS PMP

Research/Technical Manager - Kathleen Perales

Connect PDT with technical expertise from ERDC, IWR, and academia; manage the Gateway HealthierUS website

Resources:

Despite the importance of this initiative, no separate Headquarters funding is available for this effort. Maximum use will be made of virtual teaming and conference calls whenever possible. One or two on-site PDT meetings may be required during the next 6 months. All expenses for participants' TDY will be funded from the participant's organization.

## Communications Plan:

The Gateway will be utilized by the Corps and other Federal agencies to publicize President Bush's HealthierUS Initiative. The Corps will launch the CorpsLakes Gateway website to coincide with Get Fit with US event, which is scheduled for June 5, 2004:

Location: St. Paul Minnesota  
Date: June 5, 2004  
Time: 10:00 AM - 12:00 Noon  
Attendance: 250-300  
Attire: Recreational Casual  
Venue: An outdoor park or recreation area St. Paul, Minnesota

A description of the Get Fit with US event is shown below.



Get Fit - Meridian  
Invitation....

Attached below you will find a Recreation and Public Health Communications Plan and also the Corps of Engineers Communications Plan. The Corps will participate in the Get Fit with US event in St. Paul. MG Strock will be the Corps lead representative of the Corps of Engineers.



Recreation and  
Public Health C...



USACE Comm plan  
Healthier US.d...

# Performance Measures

This team has several related initiatives to refine performance measures for the Recreation Program. This summary of the RecBEST tool developed to assist with linking performance to budget contains a basic overview of work accomplished.

## Rec-BEST Cliff Notes

### Introduction

The U.S. Army Corps of Engineers RECreation Budget Evaluation SysTem (Rec-BEST) is an online tool to assist us in achieving our Recreation Program objectives, meeting Administration goals of measuring performance against strategic objectives, and linking performance to budget in support of the Government Performance and Results Act (GPRA) and the Office of Management and Budget's (OMB) Program Assessment Rating Tool (PART). There are three measures being used for development of the FY 2006 Recreation O&M Budget; 1) Recreation Unit Day Availability (RUDA), 2) Recreation Facility Condition Index, and 3) Recreation National Economic Development (NED) Benefits. Additional measures may be incorporated in future budget years.

### Getting Started

1. New users should enter their name, phone number and E-mail address and then select "Next". A second screen will appear where you will create a user id and a password.
2. Returning users should enter their Rec-BEST user id and password.
3. The Logged In screen will appear.
4. Select the name of your project from the OMBIL listing provided. Once you have logged in, you may select a new project to work on or return to projects that you have previously worked on. For each project, you will be asked to complete all information for the initial funding level first. After that, you may go back to the home (log in) page and click on "New Work Package" for the project to start working on your work packages. This will bring up recreation area information for the project you are working on. All information is from OMBIL.

### Notes:

- **Practice Makes Perfect** – Initially, you may want to spend some time practicing with the Rec-BEST tool. When you feel comfortable using it, click on "Start Over" on the Logged In screen to clear the data and begin again.
- **Multiple People Inputting Project Data** – You may have more than one person logged in at the same time to enter data for a project. However, everyone should use the same ID and password for that project in that instance. You should also have all of the work packages created by entering the budget information first if there will be more than one person working on the project at the same time, and you should avoid having two people work on the same measure at the same time.
- **OMBIL Data Feed** - While you may edit area information (such as visitation, # of campsites, etc.) in the Rec-BEST, you CANNOT add or delete recreation areas here. - It has to be done in OMBIL.

### Identifying the 75% Visitation Coverage and the Minimum Funding Level

1. The first step is to review/establish your current visitation level. The default is based on FY 03 visitation. We also encourage you to use the average from the last three years to establish your current visitation.
2. The second step is to identify visitation at 75% of current level. You may achieve this by closing some recreation areas or reducing visitation in selected recreation areas. You may calculate

the overall percentage by using the “calculate percentage” button.

3. Now, you may identify the initial funding level needed to serve 75% of existing recreation visitation at acceptable service levels. Review the Recreation Budget EC guidance on “Initial Program Definitions” for additional information if necessary.

### **Recreation Unit Day Availability (RUDA)**

1. This is the first of the three performance measures used in this tool. RUDA is an output performance measure of recreation capacity or opportunity. RUDA is the total possible recreation opportunities (in site days/nights) provided at a recreation area. This measure looks at the supply side only and does NOT consider the actual usage (demand). This enables us to determine our potential for providing recreation opportunities to the public. Performing a self-assessment of your recreation areas illustrates your current capability and your potential capability with increases or decreases in funding.
2. On this page, the numbers of camping units and parking spaces were imported from OMBIL. Check/revise these numbers for accuracy. Then, enter the correct number of nights/days open for campsites and day use areas. Enter “0” if the area is to be closed under the initial funding level.

### **Facility Condition Index**

1. This second measure represents the quality of our recreation facilities. By comparing with sets of predetermined standards, it enables us to evaluate the current condition of our facilities and the anticipated future condition of our facilities with incremental improvements. Condition status may also be used for identifying areas of “critical need” in prioritizing expenditures.
2. For each of the recreation areas included in the initial funding, you will need to determine the current condition/condition you would be able to operate/maintain at the initial funding level.
3. Select your first recreation area by clicking on its name. A screen will appear that enables you to select the condition of the feature at this funding level. Photos are provided as condition examples. The condition selected should reflect the overall recreation area. For example, if half of your buildings in that recreation area are in “excellent” condition, and half are in “fair” condition, you might want to select “good” as the overall condition for the area. Once you have made the selections for that recreation area, select “Calculate score” to convert the descriptions to point values and populate the Condition Index screen.

### **Unit Day Value/National Economic Development Benefit**

1. This section is designed to compute recreation unit day values and national economic development benefits from recreation. These are the economic benefits of our recreation opportunities to the visitors. The Corps’ recreation NED benefits are computed by applying unit day value to the estimated use at each recreation area. These are the economic benefits to the visitors themselves (willingness to pay), not the benefits to the region. We offer many types of recreation ranging from general use like picnicking to specialized use like whitewater rafting. National formulas calculate their associated economic benefits. In general, the more specialized the recreation, the higher its associated economic costs and benefits are. Evaluating your recreation areas by “recreation type” enables you to more accurately reflect the current and potential opportunities you provide to the public. “Availability of other recreation opportunities” (Corps and non-Corps) enables you to determine if you are the sole provider of a recreation opportunity or one of many in the area. Carrying capacity estimates enable you to determine how well you are meeting the recreation demand and its associated impacts. “Accessibility” determines the degree of ease or difficulty in reaching your areas, and “Environment” provides a quick condition analysis of the natural resources in your recreation areas.
2. When first using this tool, please refer to the “Click here to view and print the full descriptions for each of the UDV criteria” section to help you select the appropriate descriptor for your areas.
3. Select the first recreation area listed in your initial funding package.

4. Select an overall recreation type descriptor for that area from: General Recreation Areas, General Hunting and Fishing, Specialized Hunting and Fishing, and Specialized Recreation other than Hunting and Fishing. NOTE: Most Corps recreation areas fall into the General Recreation Areas category. If you select specialized recreation, you will be asked to add a brief justification such as "whitewater rafting." Repeat this process for each of your recreation areas contained in the initial funding level.
5. Enter the percent of visits that are campers in the yellow boxes (on a scale of 100) for your recreation areas with campgrounds.
6. When you have completed all data entry, click on "Calculate NED Benefits" to finish populating the table.

**Notes:**

- **Recreation Type Values** - Most of our recreation areas should fall into the general recreation area category.
- **Completed Initial Funding Level** - Now that you are finished with data input for the initial funding level, you may click on "Summary" to review the performance measure summary for this project. You may then click on "Next ... Return Home" to return to your list to select another project or work with work packages. Click on "Create New Work Package" link from your project list on the Log In (Home) page to begin a work package.

**Work Packages Above Initial Funding Level**

Additional work packages enable you to serve visitation not accommodated in the minimum package, achieve higher levels of service, repair/replace facilities, modernize facilities, accommodate persons with disabilities, improve efficiency, do new construction, and support special programs like the Lewis and Clark Commemoration.

You should have already created your work packages in ABS. Enter the same packages in RecBEST, including the Work Function ID number (one or multiple numbers from ABS). All work packages input to ABS must be evaluated in RecBEST or they will not be considered in the final budget.

1. Enter the dollar amount of the proposed work package.
2. Enter a short description of the work package.
3. Indicate whether this work is for re-opening a park, routine operation and maintenance, or a major renovation or new facility. If the latter, you will also need to input the anticipated lifespan of the improvement in years.
4. Select one primary purpose for the proposed work package.
5. Select indicators here to identify types of the benefits for this work package.

**Note:** You MUST have one work package that serves visitation not accommodated in the initial package.

**Identifying Visitation, RUDA, Facility Condition Index, and Unit Day Value for Work Packages Above the Initial Funding Level**

1. Follow the same basic procedures as provided for the initial funding level. You will be identifying the visitation and all the performance measures for budget under the initial funding level plus this work package only.
2. After you have completed data input for this work package, you may click on "Summary" to review the performance measure summary for this project, where the *changes* of performance measures based on this work package will be shown.
3. You may then click on "Next ... Return Home" to return to your list to select another project or work with new packages.
4. Click on "Submit for Review" on the Log In (Home) page to submit the whole budget package for this project when the data is ready for District and Division review. This is NOT the final submittal and you can still make changes to your data. ALL work packages you have submitted for review will be finalized for submittal on June 4th, 2004.

5. You will also need to enter 3 performance measure values for each work package created in RecBEST into ABS. These are the numbers in rows “Total (site unit days)” for RUDA, “Weighted FCI” for Facility Condition Index, and “NED” for NED benefits in the summary table.

### **Using Measures to Rank Work Packages**

Initial funding packages will likely be funded and will likely not be competing with other packages. Work packages above the initial funding levels will, however, be ranked and will compete. The performance measure information is needed for the initial to quantify the benefits associated with the initial program and to compute changes in work packages above initial.

The work packages will be ranked based on the “value delivered for the money.” The marginal values (changes in values above the initial) for each of the three performance measures will be computed for each proposed package. These changes in values will then be divided by the proposed work package cost to compute the “value per dollar” ratio for each measure. For RUDA and NED benefits, the ratios are the estimated changes in RUDA or NED benefits per budget dollar (the latter is also called benefit cost ratio, or BC ratio).

As for the Condition Index, the index score for each recreation area will first be multiplied by visitation to estimate the weighted values of these facilities. These weighted condition index values will then be summed across the project and then divided by the work package cost to estimate the value per dollar for this measure. These value per dollar ratios will then be normalized across all Corps projects within each measure.

**Notes:** Additional Rec-BEST instruction may be found in the “Rec-BEST User’s Guide”.

## Recreation Performance Improvement