



COMPTROLLER GENERAL OF THE UNITED STATES

WASHINGTON, D.C. 20548

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APRIL 12, 1979

B-176823

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The Honorable Robert C. Byrd, Chairman
Subcommittee on Department of the
Interior and Related Agencies
Committee on Appropriations
United States Senate

SEN00316

Dear Mr. Chairman:

In accordance with the committee's request, printed in Senate Report No. 95-1063 dated August 2, 1978, and subsequent agreements with your office, we have reviewed the feasibility of transferring the recreation technical assistance the National Park Service (NPS) provides State and local governments, the private sector, and Indians to the Heritage Conservation and Recreation Service (HCRS). Both agencies are part of the Department of the Interior. We have also gathered general information on such assistance provided by other selected Federal agencies.

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HCRS and NPS both have legislative authority to provide recreation technical assistance to State and local governments, the private sector, and Indians. However, NPS is primarily responsible for administering the National Park System. Providing recreation technical assistance is a secondary function. HCRS, on the other hand, was created to be the Federal focal point for assuring that all Americans are provided adequate recreation opportunities. Providing recreation technical assistance is one of the primary functions in accomplishing this mission.

The need to continue funding separate recreation technical assistance programs in each agency is questionable. NPS provides only a small amount of recreation technical assistance to State and local governments, the private sector, and Indians, and there does not appear to be a big demand for it. HCRS recreation technical assistance role, however, is

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expanding and State and local communities are looking to it for such assistance.

Specifically, we found that:

- NPS and HCRS recreation technical assistance roles have not been clearly defined in the past. Also, neither agency has developed criteria or guidelines for its field offices to follow in providing such assistance.
- Demand for NPS assistance from States, local governments, and the private sector is limited, and according to NPS officials, only a small amount of assistance is actually provided. Most NPS regions do not receive specific recreation assistance funding. However, they provide a limited amount of such assistance through other programs' activities. Even in regions that receive specific funding, a small amount of assistance is provided and funds are used for in-house activities generally supporting park units.
- Recreation technical assistance NPS provides Indians is questionable. Many of the assisted projects are not actually constructed, and, in some cases, the projects are not related to recreation. Also, NPS uses Indian assistance funds to support in-house activities.
- NPS park and recreation management training provided by its Training Institute is closely related to HCRS training workshops offered to State and local governments. The Institute is currently staffed with one person and only four courses have been scheduled for calendar 1979. Similarly three NPS recreation periodicals--"Design," "Grist," and "Trends"--are similar to HCRS publications and may be duplicative in some instances.
- NPS inspections of 46 Federal properties, known as recreation demonstration areas, transferred to State and local communities for recreation purposes are very similar to inspections HCRS conducts on several hundred properties nationwide. Also, because 24 of the 46 properties were developed with Land and Water Conservation Fund grants, HCRS is responsible to

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assure that the properties are maintained for outdoor recreation purposes. Therefore both agencies must conduct compliance inspections on these 24 properties.

We believe transferring NPS responsibilities for providing recreation technical assistance to State and local governments, the private sector, and Indians to HCRS would be beneficial and effective. There is no need to continue funding separate recreation technical assistance programs in both agencies, especially when NPS is doing so little and HCRS is capable of meeting the recreation technical assistance needs of these groups. HCRS could call on NPS as well as other Federal agencies' expertise as deemed necessary.

AGENCY COMMENTS

At your request, in order to expedite issuance of this report, we asked for oral agency comments on the matters discussed in the report. However, Department of the Interior officials declined this opportunity to comment because they did not believe they could adequately respond to the matters discussed in a short time period. The officials informed us that the Department would fully respond to the report in accordance with section 236 of the Legislative Reorganization Act of 1970. This act requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the Senate Committee on Governmental Affairs and the House Committee on Government Operations not later than 60 days after the date of the report and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

RECOMMENDATIONS TO THE
SECRETARY OF THE INTERIOR

The Secretary of the Interior should:

- Transfer NPS responsibilities for providing recreation technical assistance to States and local governments, the private sector, and Indians to HCRS, including responsibilities for training, publications, and inspections of recreation demonstration areas.
- Direct HCRS to develop clear criteria and guidelines for planning, developing, implementing, and evaluating its recreation technical assistance activities.

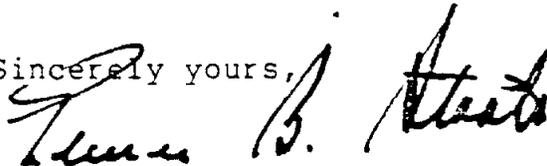
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Our review was made at NPS and HCRS headquarters in Washington, D.C., and their regional offices in Denver, Colorado, and San Francisco, California. We also visited the NPS regional office in Omaha, Nebraska, and contacted NPS officials in Atlanta, Georgia; Boston, Massachusetts; and Philadelphia, Pennsylvania; regional offices to determine the extent they provide recreation technical assistance. We did not review NPS assistance programs or funding relating to international park affairs, review of environmental impact statements, Alaska Native Claims Settlement Act, or other Federal agency assistance, since these programs are outside the scope of your request.

Background on HCRS and NPS recreation technical assistance and details of our findings are included in enclosure I. Enclosure II contains a brief summary of recreation technical assistance activities of other Federal agencies; enclosure III contains a list of Federal programs, HCRS identified, which provide grants, loans, and technical assistance which could potentially support outdoor recreation.

As agreed with your office, unless you publicly announce its contents, we plan no further distribution of this report until 5 days from the date of the report. At that time, we will send copies to the Secretary of the Interior, the National Park Service, and the Heritage Conservation and Recreation Service, and make copies available to others upon request.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Thomas B. Stewart". The signature is written in a cursive style with a large initial "T" and "S".

Comptroller General
of the United States

Enclosures - 3

BACKGROUND AND SUMMARY OF FINDINGSON HCRS AND NPS RECREATIONTECHNICAL ASSISTANCE ACTIVITIESBACKGROUND

The National Park Service (NPS) and the Heritage Conservation and Recreation Service (HCRS) both have legislative authority to provide recreation technical assistance to State and local governments, the private sector, and Indians. NPS is primarily responsible for operating and maintaining the National Park System for the enjoyment of present and future generations. As part of this responsibility, NPS preserves and provides for appropriate recreational use of natural, cultural, and historic resources of national importance. In addition to NPS primary mission, it also cooperates with others to protect and perpetuate similar resources of local, State, regional, national, and international significance.

NPS recreation technical assistance program is carried out under the direction of the Office of Cooperative Activities in Washington, D.C. Its responsibilities include professional publications, international park assistance programs, and Federal and State cooperative activities. NPS was allocated about \$3.2 million for cooperative activities in fiscal year 1979, of which about \$1.3 million was allocated for recreation technical assistance to Federal agencies, State and local governments, the private sector, and Indians.

HCRS, established January 25, 1978, by the Secretary of the Interior, encompasses the functions and authorities of the former Bureau of Outdoor Recreation. It is also responsible for the National Natural Landmarks Program and the Office of Archeology and Historic Preservation, which were previously under NPS.

HCRS was created to be the focal point within the Federal Government for planning, evaluating, and coordinating the protection and preservation of the Nation's cultural and natural heritage and for assuring adequate recreation opportunities for all its people. One of HCRS primary functions in carrying out this responsibility is to provide technical assistance and advice to States, political subdivisions, and private interests.

HCRS recreation technical assistance program is carried out under the direction of the Division of Implementation Assistance in Washington, D.C. The division is responsible for developing strategies and associated mechanisms for transferring information, ideas, concepts, and technology among Federal agencies, State and local governments, and the private sector on all aspects of outdoor recreation. Such assistance is provided through its headquarters office in Washington, D.C., and its seven regional offices. In fiscal year 1979, HCRS was allocated about \$2.6 million for its recreation technical assistance program.

RECREATION TECHNICAL ASSISTANCE
RESPONSIBILITIES UNCLEAR

The potential for duplication and overlap of recreation technical assistance activities exists since NPS and HCRS perform similar functions. The agencies' respective roles and responsibilities for providing such assistance have never been clearly defined. Nor have criteria or guidelines been issued to their field offices on their responsibilities for providing assistance. Neither does Secretarial Order 3017, which established HCRS, nor the resultant Memorandum of Understanding between HCRS and NPS to carry out the order, clearly define the exact levels and areas where each agency has recreation technical assistance responsibility.

In September 1978 NPS initiated a project to define and clarify the roles of NPS and HCRS in providing recreation assistance. According to NPS officials, this project was initiated because of congressional concern over possible duplication of efforts and because Secretarial Order 3017 and the Memorandum of Understanding did not sufficiently detail the agencies' respective roles and responsibilities. A briefing document was prepared and transmitted to the NPS Director on November 13, 1978. The document maintains that while the goal of each agency is the same--preservation, protection, and enhancement of the Nation's resources--their responsibilities and capabilities differ, and these differences are reflected in their technical assistance programs. In the briefing document, however, NPS recognized the need to assure that their technical assistance efforts do not duplicate and overlap, and recommended to the Director, NPS, that each agency (1) develop specific guidelines on technical services and include a definition and criteria to be followed by each agency, (2) widely circulate the guidelines internally and externally, (3) screen budget

documents to assure they accurately reflect their distinct technical assistance roles, and (4) carefully record responses to assistance requests by type, recipient, cost, and benefit. As of March 1979 NPS had taken no action to implement these recommendations.

HCRS has also recognized the need for detailed recreation technical assistance criteria and guidelines. In a January 26, 1979, memorandum, the Chief, Division of Implementation Assistance, stated that HCRS regional office technical assistance programs have evolved with independent thrusts, criteria, and procedures for planning and carrying out these activities. He stated that regional office activities should follow established national program definition, management policy, priorities, procedures, and standards. To meet this need HCRS is currently developing a technical assistance program document which is intended to serve as a guide in planning, developing, implementing, and evaluating actions relating to technical assistance throughout HCRS.

NEED FOR NPS RECREATION TECHNICAL ASSISTANCE QUESTIONABLE

The need for recreation technical assistance NPS provides to State and local governments, the private sector, and Indians is questionable. The demand State and local governments have for NPS assistance is limited, and according to NPS officials, only a small amount of assistance is actually provided. Also, NPS uses technical assistance funds to support in-house activities, and the Indian technical assistance is ineffective and in some instances does not relate to recreation activities.

Demand for NPS assistance to State and local Governments is limited

To get an indication of the demand for NPS technical assistance we contacted four States and six local governments. Generally, there is little demand for NPS expertise. State and local contacts for Federal assistance have been primarily with HCRS.

State officials told us that they have no need to contact NPS for assistance since they have their own park planning and development expertise that can handle any problems that arise, or, if necessary, could go to private consultants. Most of their contacts have been with HCRS in relation to obtaining and administering Land and Water

Conservation Fund grants. However, the officials also told us that they take advantage of HCRS training workshops and believe they are an effective form of assistance. They also take advantage of the various HCRS recreation publications. They told us that HCRS has improved its technical assistance capabilities in recent years, and that they have no trouble obtaining HCRS assistance when needed.

The local communities also told us that they have no need to request NPS recreation technical assistance. Officials of two communities told us that they do not believe NPS has the expertise to provide assistance relating to city parks. Five of the six communities we contacted said they have their own park expertise, and if they had a problem they would first go to the State for assistance. They also made use of private consultants. The other community contracts with private consultants for most of its park needs.

The local communities told us that they have a considerable amount of contact with HCRS, primarily because of the Land and Water Conservation Fund grant program. However, they also told us that they are aware of or have attended HCRS training workshops and take advantage of HCRS publications.

NPS provides a small amount of
recreation technical assistance

Only two of NPS nine regions had available specific funds to provide technical assistance to other Federal agencies, State and local governments, and the private sector in fiscal year 1978. As discussed on pages 5 and 6, the region receiving most of the assistance funds--about \$240,000 of the approximately \$290,000 available in fiscal year 1978 for regional office activities--provides only a small amount of assistance, and it uses the majority of its funds for in-house purposes. The regions not receiving such funds also provide some assistance, but the amount is so limited that it is provided through other programs.

To determine the extent of technical assistance in a region not receiving specific funds for it, we visited NPS Midwest Region in Omaha, Nebraska. We chose this region because our discussions with NPS officials in other regions and Washington headquarters indicated that it provides more assistance than any other region not receiving specific funding. We found that it provides various

types of recreation technical assistance to State and local governments, the private sector, and Indians, such as providing available recreation literature, assisting in planning picnic sites, and providing speakers at recreation seminars. However, Midwest Region officials told us that the amount of effort is minimal and limited to the amount of available resources. We were told that only five percent of two staff members time is spent responding to telephone and letter requests for assistance. The staff was also spending a limited amount of time assisting two Indian tribes and helping a local community develop a recreation plan.

We also contacted NPS officials at the Atlanta, Philadelphia, and Boston regions and they told us that they also provide varying types of assistance, but that the amount is relatively insignificant. Officials at NPS Western Region told us that they provide little or no assistance to State and local governments or the private sector because they receive no funding to do so. The region does, however, provide assistance to Indians since it receives specific funding for it.

NPS budget officials told us that the primary reason all regions do not receive specific technical assistance funding is because their recreation technical efforts are so minimal that it is not worth the effort to separately budget and account for it. However, based on our review it appears that the level of assistance provided by the various regions is not significantly different regardless of whether they receive specific funding for it.

NPS using funds for in-house activities

In NPS Rocky Mountain Region, which receives most of the funds specifically allocated for State and local governments and private sector technical assistance, we found that the technical assistance program staff puts its major emphasis on providing technical support to NPS parks and serving park superintendents. Region officials told us that they devote little time providing technical assistance to State and local governments and the private sector. We were told that additional assistance is furnished by staff of other NPS programs. However, they said only a limited amount is provided, and its costs are absorbed by the program furnishing the assistance. Most of the assistance the region provides is on a very informal basis--requested by telephone--and is usually limited to the amount of time and staff available. The region does not keep a record of the number of requests or type of assistance provided.

In fiscal year 1978, NPS was authorized 17 full-time permanent positions for Federal agency, State, and private assistance. Six of these positions are located in the Rocky Mountain Region. We found at the Rocky Mountain Region, however, that over 58 percent of the staff's time is devoted to projects in direct support of parks, rather than to providing recreation technical assistance to Federal agencies, State and local governments, the private sector, or Indians. Only about four percent of their effort goes toward assisting State and local communities and the private sector. In addition, one staff member devotes the major portion of her time to assisting Indian tribes.

The appropriateness of justifying staff positions for only Federal, State, and private assistance when such staff is devoting the major portion of its time to internal activities was raised by the Rocky Mountain Region in a February 1978 memorandum to the NPS Chief, Division of Federal and State Liaison. The Associate Regional Director stated that the region had reorganized in April 1977 to put more emphasis on in-house needs and activities because it was believed that the region's planning and technical expertise could best serve NPS by eliminating outside technical assistance activities to the extent possible. He indicated that these positions should be justified under other budget categories. At the time of our review NPS had taken no action in regards to the questions raised by the Associate Regional Director.

NPS Indian assistance program
should be discontinued

The need for NPS Indian assistance program is questionable. The Indians often do not make use of the assistance NPS provides, and in some instances the assistance does not relate to recreation activities. Responsibility for Indian technical assistance can be transferred to HCRS, and Indians can be eligible for assistance in the same manner HCRS provides it to local communities.

Historically, NPS has provided some level of recreation assistance to Indian groups, especially to those on reservations located within or near national parks. This assistance was funded through various NPS programs or from contingency funds. Since 1973, however, NPS has funded a formal Indian assistance program. Under the formal program

funds are apportioned to three NPS regional offices to provide nonreimbursable planning and architectural assistance to Indian groups requesting help in developing recreational, cultural, and community facilities. In fiscal year 1979, \$461,000 was allocated for the program to fund 13 positions--7 in the Western Region, 3 in the Pacific Northwest Region's Anchorage suboffice, 2 in the Southwest Region, and 1 in the Washington headquarters office.

At the NPS Western Region, we were told that, generally, the assistance that is provided is limited to preparing project planning sketches and cost estimates. The project plans are not working drawings but rather are used to prepare project proposals to obtain funding for the projects. NPS Western Region officials told us that many of the Indian projects are never constructed. A 1977 NPS in-house review of the Western Region's program reported that only 10 of 42 projects, or about 23 percent, had actually been constructed.

Furthermore, NPS is providing assistance under the program that is unrelated to recreation activities. Some of the projects appear to be more related to economic or social activities than recreation projects. For example, NPS assisted in expanding an individual's home, planning a tribal office, and designing a residential mobile home park. The 1977 NPS in-house review of the program questioned the type of assistance NPS has been providing the Indians. The study indicated that nonrecreation technical assistance has been provided and asked: "Should the NPS be designing and planning Indian facilities that are not of a recreation or recreation-related nature?" The review document also questioned the benefits that accrue to NPS from the program, and stated that in no way does the program foster or compliment NPS primary mandate. At the time of our review, NPS had taken no action in regard to the concern raised by the review group.

As in the case of funds allocated for Federal agency, State, and private assistance, funds for the Indian assistance program have been used for in-house activities. For example, at the Western Region during fiscal year 1977, \$33,000 was charged to the program for administrative overhead relating to the operation of the entire region. This amount significantly exceeded their proportional share of overhead costs, which in fiscal year 1978 amounted to \$4,000. Also, during fiscal year 1978 two contracts were let by the Indian assistance program that were unrelated to program activities. One related to the redesigning of

two NPS structures and the other concerned the design of a darkroom used by an NPS photographer.

The current Administration showed that it does not support the program when the Office of Management and Budget eliminated specific funding for the program from the NPS 1980 budget. The Office suggested that such assistance be provided on a reimbursable basis or be absorbed by the general technical assistance program. We believe there should not be a separate program for Indian technical assistance within NPS or HCRS. HCRS should be responsible for providing assistance to Indians, and we agree with HCRS approach of treating Indians in the same manner as any other local community or group. If the Department of the Interior believes Indians should receive specialized treatment, it could consider providing it through the agency created specifically to serve Indians--the Bureau of Indian Affairs.

NPS TRAINING AND PUBLISHING ACTIVITIES
CAN BE TRANSFERRED TO HCRS

Both HCRS and NPS offer a variety of similar recreation training assistance workshop/seminars and publish recreation information covering a variety of topics. NPS activities can be combined with those of HCRS without resultant loss in benefits to the recipients of this assistance.

Training activities

NPS training activities are provided through its Training Institute for Park and Recreation Management which was established in 1972. The Institute offers training in a variety of areas, including law enforcement, maintenance, and interpretive programs. During calendar years 1977 and 1978, NPS presented approximately 30 training workshops, including 18 that were related to historical preservation--a responsibility that was transferred to HCRS in January 1978. So far the Institute has scheduled only four courses in calendar year 1979. The Institute, formerly composed of three full-time positions, is currently authorized only one full-time position.

Except for the salaries of NPS personnel, training provided by the Institute is to be on a reimbursable basis. The Institute is directed from NPS headquarters in Washington, D.C., where the initial negotiations for the training courses are conducted and arrangements made for subsequent logistical support. However, according to NPS officials,

instructors are usually provided through its field offices, and their salaries are paid through their normal program activity.

Similarly, HCRS provides workshops, training sessions, and consultations to make public officials and practitioners aware of new concepts, approaches, and techniques for dealing with problems of providing improved recreation opportunity and preserving our natural and cultural heritage. These workshops and training sessions are provided by HCRS regional offices and are designed to emphasize the development of tools to aid in solving problems of current concern to State and local government officials and practitioners. Examples include workshops on acquiring land; encouraging volunteerism; and providing for the successful use of skills, tools, and techniques needed to develop and implement improved and efficient recreation services, including operation and maintenance and encouraging and promoting energy conservation efficiency.

The training activities of HCRS and NPS are closely related. We believe, and HCRS officials agree, that HCRS would have little problem absorbing NPS program into its current training mode. The quality of the training and the benefits to the recipients need not decline. HCRS could draw upon NPS field personnel for curriculum development and instructors as necessary. Such assistance provided by NPS could be on a reimbursable basis.

Publications

NPS through its park practice program, publishes three recreation periodicals--"Design," "Grist," and "Trends." These periodicals include information on design plans for park recreation and structures; park maintenance, safety, and security; and new ideas and directions in the park and recreation profession. The periodicals are published in cooperation with the National Recreation and Park Association.

In accordance with an agreement with the Association, NPS is responsible for putting together the content of the periodicals and furnishing the Association with a camera ready copy of the information to be published. The Association is responsible for printing, distribution, and promotion of the periodicals; maintaining subscription lists; and collecting subscription fees. The Association keeps the fees to cover its costs.

NPS estimates that its fiscal year 1978 costs for the program were about \$108,000. For the same period the Association collected about \$61,000 in subscription fees and reported expenses of about \$66,000. Approximately 17,000 copies of the three periodicals were published in calendar year 1978, of which NPS received 5,500 free of charge.

HCRS also publishes a great deal of information relating to a variety of recreation topics--many of the topics are also covered in NPS "Design," "Grist," and "Trends." Topics covered by HCRS publications include operation and maintenance practices, recreation for the handicapped, energy conservation, new recreation planning ideas and approaches, users fees, expanded use of seasonal and nonrecreation facilities, and case studies on specific recreation projects. These publications are disseminated to State and local governments, recreational groups, and other interested parties.

Based on our review, it appears that NPS park practice program and HCRS publication activities are worthwhile projects that provide varying degrees of benefit to the recreation community. Although we did not make a detailed analysis of the content of their respective publications, it appears they are very similar in subject matter and may be duplicative in some instances. We believe it would be beneficial and cost effective if HCRS and NPS consolidated their publication efforts, with HCRS having lead responsibility. HCRS, as the focal point for Federal recreation activities, should have the lead responsibility for identifying recreation information needs that the Government should publish. Combining their technical assistance publications activities will insure that they do not duplicate their efforts and help assure that the primary information needs of the recreation community are met. Consolidation should also result in reduction of publication and distribution costs.

Presently, HCRS does not have a uniform agencywide approach to the publication and distribution of its recreation information. Each HCRS regional office had developed its own program, criteria, and procedures for developing and publishing this information. Consequently, it appears that HCRS regions are often duplicating their efforts. HCRS headquarters needs to exert more control and coordination over the activities of its regional offices to assure that there is a uniform approach to the publication and dissemination of recreation data and that duplication of effort does not occur. To this end HCRS is planning to

centralize support services for technical publication editing and production and is developing a servicewide technical publication production policy.

A HCRS official also told us that HCRS is currently considering again publishing "Outdoor Recreation Action," a quarterly magazine that covers various recreation topics. The magazine was published until 1977 and distributed on a subscription basis. It is designed to be a national forum for reporting private, local, State, and Federal recreation activities and, if revived, will be assistance oriented.

HCRS CAN INSPECT PROPERTIES TRANSFERRED FOR RECREATION PURPOSES

HCRS and NPS both have responsibilities to assure that Federal properties transferred to State and local governments for recreation-related purposes are maintained for these purposes. However, NPS is required to inspect so few properties, compared to HCRS, that their inspection responsibilities can be transferred to HCRS.

As a result of the Recreation Demonstration Act of 1942, NPS has responsibility for conducting biennial inspections of 46 properties, known as recreation demonstration areas, transferred to State and local governments by the Secretary of the Interior. NPS must assure that the properties are used for public park recreation and conservation purposes.

HCRS is responsible for conducting similar inspections on about 950 surplus Federal properties transferred to State and local governments for public outdoor recreation or historic monument purposes. In addition HCRS is responsible for assuring that thousands of properties purchased or developed with funds from the Land and Water Conservation Fund are maintained for outdoor recreation purposes.

NPS responsibility for conducting compliance inspections of recreation demonstration area properties should be transferred to HCRS. Since HCRS is responsible for conducting hundreds of such inspections nationwide, the addition of 46 more projects would not be a burden. Furthermore, HCRS is already responsible for conducting compliance inspections on 24 of the 46 recreation demonstration area projects since they were developed with funds from the Land and Water Conservation Fund.

The dual responsibility for compliance inspections of the recreation demonstration areas was noted in a July 31,

1978, memorandum from the Deputy Assistant Secretary for Policy, Budget, and Administration to the Assistant Secretary for Fish and Wildlife and Parks. The memorandum pointed out that the dual responsibility of NPS and HCRS had caused confusion in dealings with States and recommended NPS compliance responsibilities be transferred to HCRS. No action had been taken on the recommendation at the time of our review.

CONCLUSIONS

Recreation technical assistance NPS provides to State and local governments, the private sector, and Indians can be transferred to HCRS. There is no need to fund separate recreation technical assistance programs in both HCRS and NPS. Demand for NPS assistance appears small, and the amount actually provided is minimal. Most regions do not receive specific recreation technical assistance funding because the amount of assistance they provide is so limited it is absorbed through other program activities. Regions that receive specific recreation technical assistance funding are using these funds for in-house activities, generally in direct support of national park units, rather than for external assistance. The benefits of the NPS Indian assistance program are questionable. The Indians often do not follow through on the NPS-assisted projects, and in some cases the projects are not related to recreation.

Technical assistance NPS provides through its Training Institute is closely related to HCRS training workshops offered to State and local communities. HCRS can absorb the responsibilities of the NPS Training Institute without loss of benefit to recipients. Similarly three NPS recreation periodicals--"Design," "Grist," and "Trends"--are closely aligned with HCRS publications and can be consolidated with HCRS publication activities. NPS responsibility for inspecting the 46 recreation demonstration areas can become the responsibility of HCRS, since it currently is responsible for conducting several hundred similar inspections.

HCRS is the Federal focal point for assuring that adequate recreation opportunities are provided all Americans and should be the focal point for providing recreation technical assistance to State and local governments, the private sector, and Indians. HCRS could call on NPS as well as other Federal agencies' expertise as deemed necessary in carrying out its technical assistance program. HCRS is currently developing a guide for planning, developing, implementing, and evaluating technical assistance activities

throughout the agency. In developing this guide HCRS should include procedures for utilizing, when necessary, the expertise of other Federal agencies, including NPS, in responding to requests for assistance.

Although we believe HCRS should be the recreation technical assistance focal point, we recognize that NPS will continue to receive requests for such assistance. When the requests are minor, i.e., forwarding available literature or providing information over the telephone, it is reasonable for NPS to provide the information. However, requests for assistance that involve an appreciable amount of effort should be forwarded to HCRS for appropriate action. Also, we recognize that NPS should play a role in activities on lands within or adjacent to its parks that could adversely affect their operation.

RECOMMENDATIONS TO THE
SECRETARY OF THE INTERIOR

The Secretary of the Interior should:

- Transfer NPS responsibilities for providing recreation technical assistance to States and local governments, the private sector, and Indians to HCRS, including responsibilities for training, publications, and inspection of recreation demonstration areas. Specific funding for Indians should not be requested and Indians should be treated in the same manner as local communities. (An alternative would be to transfer Indian recreation technical assistance responsibilities to the Bureau of Indian Affairs.)
- Direct HCRS to develop clear criteria and guidelines for planning, developing, implementing, and evaluating its recreation technical assistance activities. These guidelines should include procedures for HCRS to utilize, as necessary, the expertise of other Federal agencies, including NPS, in responding to requests for recreation technical assistance.

RECREATION TECHNICAL ASSISTANCEPROVIDED BY OTHER FEDERAL AGENCIES

In requesting that we review the feasibility of transferring NPS recreation technical assistance responsibilities to HCRS, the committee also asked us to gather general information on recreation technical assistance activities of other Federal agencies. Many other Federal agencies are involved in providing some form of recreation technical assistance to State and local governments, the private sector, and Indians. The recreation technical assistance they provide is normally associated with a direct funding or grant program, indirectly associated with the primary mission or role of an agency, or provided in connection with joint development of Federal projects.

Recently, HCRS in its Pacific Southwest Region reviewed the "Catalog of Federal Domestic Assistance" and identified about 190 different Federal programs which provide grants, loans, and technical assistance which could potentially support outdoor recreation purposes. These programs are administered by some 40 Federal or quasi-Federal agencies and offices. The majority of the identified programs are only indirectly related to recreation. (See enclosure III for a list of Federal programs HCRS identified which provide grants, loans, and technical assistance which could potentially support outdoor recreation.)

Some Federal agencies provide recreation technical assistance or the funds to acquire it directly through grant or other funding programs. For example, the Department of Housing and Urban Development through its administration of the Community Development Block Grant program provides technical assistance and/or the funds to acquire such assistance for projects which may involve recreation facilities. Similarly, the Economic Development Administration, Department of Commerce, provides funding, which includes technical assistance for various projects which may include public tourism facilities in areas lagging behind in economic growth.

Much of the recreation technical assistance provided is in connection with an agency's primary role. For example, the Soil Conservation Service, Department of Agriculture, assists local governments, Indians, and individuals with soil surveys for the utilization of lands for recreation as well as other purposes. Assistance is also given in soil and conservation techniques, planning for small watershed areas and vegetation management which may indirectly involve

recreation. States, local governments, and the private sector are also provided recreation technical assistance through the Department of Agriculture's Forest Service. For example, the Forest Service has assigned staff to assist States in the development of their comprehensive outdoor recreation plans and to assist HCRS to prepare the nationwide outdoor recreation plan. Forest Service also provides financial, technical, and related assistance for forest-related recreation activities to State forest agencies, which in turn provide recreation assistance to private forest landowners and managers. The Forest Service budgeted about \$440,000 for this purpose in fiscal year 1979. The Forest Service also budgeted about \$3.2 million for recreation research in fiscal year 1979. Forest Service research activities have included a survey of the supply of private forest and rangeland available for public recreation and a nationwide analysis of the ski market. Most of the results of this research is made available to the public.

The Fish and Wildlife Service in accomplishing its mission of perpetuating the Nation's sportfish and wildlife resources offers many programs which indirectly relate to recreation. For example, technical assistance, including the dissemination of information and advice is available from the Fish and Wildlife Service on sport fishing, enhancement of wildlife resources, and conservation law enforcement techniques, among others. The Corps of Engineers becomes involved in recreation matters through its flood plain management services program. Under this program, the Corps provides technical information upon request, including information on planning guidance and the best possible uses of lands subject or prone to flooding. Often, the best use of such lands is for recreation purposes. The Corps, accordingly, becomes indirectly involved by suggesting the best form or types of recreation suitable for a particular area.

Some Federal agencies participate with local governments in the development and management of recreation areas on Federal lands. For example, the Corps and the Bureau of Reclamation under the authority of the Federal Water Project Recreation Act of 1965, in cooperation with non-Federal entities, plan and cost share on a 50-50 basis the development of recreational facilities on water resource development projects. Under this program, the non-Federal sponsor agrees to assume operation and maintenance of the recreation facilities. The Bureau and Corps jointly share their expertise in the planning of the recreation facilities with non-Federal sponsors.

ENCLOSURE II

ENCLOSURE II

Finally, recreation technical assistance is provided on an informal basis by some Federal agencies. For example, the Bureau of Land Management, which has no specific recreation technical assistance program per se, may be asked informally for advice on the planning and use of recreation facilities on lands adjacent to the lands the Bureau manages. Also the Bureau of Land Management through the Recreation and Public Purposes Act of June 14, 1926, as amended, cooperates and assists communities in proposed uses of public land transferred for park and recreation purposes.

LIST OF FEDERAL PROGRAMS WHICH PROVIDE
GRANTS, LOANS, AND TECHNICAL ASSISTANCE

WHICH COULD POTENTIALLY SUPPORT OUTDOOR RECREATION

DEPARTMENT OF AGRICULTURE

Agricultural Stabilization and Conservation Service:

Water Bank Program

Farmers Home Administration:

Recreation Facility Loans
Resource Conservation and Development Loans
Rural Rental Housing Loans
Watershed Protection and Flood Prevention Loans
Community Facility Loans
Area Development Assistance Planning Grants

Food and Nutrition Service:

Food Distribution
Summer Food Service Program for Children

Forest Service:

Assistance to States for Tree Improvement
Cooperation in Forest Management and Processing
Cooperative Forest Insect and Disease Management
Cooperative Production and Distribution of Forest
Tree Planting Stock
General Forestry Assistance
Youth Conservation Corps
Young Adult Conservation Corps

Science and Education Service:

Cooperative Extension Service

Soil Conservation Service:

Resource Conservation and Development
Soil and Water Conservation
Soil Survey
Watershed Protection and Flood Prevention
River Basin Surveys and Investigations

DEPARTMENT OF COMMERCE

Economic Development Administration:

- Grants and Loans for Public Works and Development Facilities
- Support for Planning Organizations
- Public Works Impact Projects
- Grants to States for Supplemental and Basic Funding of Public Works Projects

National Oceanic and Atmospheric Administration:

- Nautical Charts and Related Data
- Anadromous and Great Lakes Fisheries Conservation
- Coastal Zone Management Program Development
- Coastal Zone Management Program Administration
- Coastal Zone Management Estuarine Sanctuaries
- Coastal Energy Impact Program - Formula Grants
- Coastal Energy Impact Program - Planning Grants
- Coastal Energy Impact Program - Loans and Guarantees
- Coastal Energy Impact Program - Environmental Grants

Office of Minority Business Enterprise:

- Minority Business Enterprise - Coordination, Management, and Technical Assistance

DEPARTMENT OF DEFENSE

Department of the Army, Office of the Chief of Engineers:

- Beach Erosion Control Projects
- Flood Control Works and Federally Authorized Coastal Protection Works
- Flood Fighting and Emergency Protection
- Flood Plain Management Services
- Protection of Essential Highways, Highway Bridge Approaches and Public Works
- Flood Control Projects
- Navigation Projects
- Planning Assistance to States

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Public Health Service:

- President's Council on Physical Fitness and Sports

Office of Education:

Educationally Deprived Children - Handicapped
Handicapped - Research and Development
Handicapped Early Childhood Assistance
Environmental Education
Community Education
Educational Innovation and Support

Office of Human Development Services:

Office of Handicapped Individuals
Rehabilitation Services and Facilities
Rehabilitation Research and Demonstrations
Rehabilitation Training
Development Disabilities - Special Projects
Special Programs for the Aging - State Agency Activities
and Area Planning and Social Service Programs
Special Programs for the Aging - Model Projects
Special Programs for the Aging - Nutrition Program
Special Programs for the Aging - Research and Development
Special Programs for the Aging - Training
Special Programs for the Aging - Multidisciplinary
Centers of Gerontology
Special Programs for the Aging - Multipurpose Senior
Centers
Social Services for Low Income and Public Assistance
Recipients

Office of Assistant Secretary for Education:

Institute of Museum Services

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Federal Insurance Administration:

Flood Insurance

Federal Housing Commission:

Mortgage Insurance - Rental Housing in Urban Renewal
Areas
Property Improvement Loan Insurance for Improving
Existing Structures and Building New Nonresidential
Structures
Low Income Housing - Assistance Program (Public Housing)
Public Housing - Modernization of Projects

Community Planning and Development:

- Comprehensive Planning Assistance
- New Communities - Loan Guarantees
- Surplus Land for Community Development
- Community Development Block Grants/Entitlement Grants
- Community Development Block Grants/Discretionary Grants
- Housing Rehabilitation Loans
- Urban Development Block Grants

DEPARTMENT OF THE INTERIOR

Bureau of Indian Affairs:

- Indian Employment Assistance

Bureau of Land Management:

- Public Land for Recreation, Public Purposes and
Historic Monuments

Heritage Conservation and Recreation Service:

- Outdoor Recreation - Acquisition, Development and
Planning
- Outdoor Recreation - Technical Assistance
- Disposal of Federal Surplus Real Property for Parks,
Recreation, and Historic Monuments
- National Registry of Natural Landmarks
- Historic American Buildings Survey
- Historic Preservation Grants-in-Aid
- Archeological Investigations and Salvage
- Historic American Engineering Record
- National Historic Landmarks
- Technical Preservation Services
- National Register of Historic Places

Bureau of Reclamation:

- Small Reclamation Projects
- Federal Reclamation Projects

U.S. Fish and Wildlife Service:

- Anadromous Fish Conservation
- Animal Damage Control
- Conservation Law Enforcement Training Assistance
- Fishery Research - Information
- Fish Restoration
- Migratory Bird Banding and Data Analysis
- Environmental Contaminant Evaluation
- Sport Fish Technical Assistance
- Wildlife Research Information
- Wildlife Restoration
- Endangered Species Conservation

U.S. Geological Survey:

- Geologic and Mineral Resources Surveys and Mapping
- Cartographic Information
- Topographic Surveys and Mapping
- Water Resources Investigations

National Park Service:

- Disposal of Surplus Wildlife
- National Environmental Study Areas and National Environmental Education Development Programs
- Park and Recreation Technical Assistance
- Park Practice Program
- Training Institute for Park and Recreation Management

Office of Water Research and Technology:

- Water Resources Research

DEPARTMENT OF JUSTICE

Law Enforcement Assistance Administration:

- Law Enforcement Assistance - Comprehensive Planning Grants
- Law Enforcement Assistance - Discretionary Grants
- Law Enforcement Research and Development - Project Grants
- Juvenile and Delinquency Prevention - Allocation to States
- Office of Juvenile Justice and Delinquency Prevention Special Emphasis Prevention and Treatment Programs
- Juvenile Justice and Delinquency Prevention National Institute

Bureau of Prisons:

National Institute of Corrections - Technical Assistance

DEPARTMENT OF LABOR

Employment and Training Administration:

Job Corps
National On-the-Job Training
Migrant and Seasonal Farm Workers
Comprehensive Employment and Training Program
Employment and Training Research and Development Projects
Employment and Training - Indians and Native Americans
Senior Community Service Employment Program
New Initiatives in Apprenticeships
Youth Community Conservation Improvement Program
Youth Employment and Training
Youth Incentive Entitlement Pilot Projects
Summer Programs for Economically Disadvantaged Youth

DEPARTMENT OF TRANSPORTATION

U.S. Coast Guard:

Boating Safety - Technical Information and Assistance
Boating Safety - Financial Assistance

Federal Aviation Administration:

Airport Development Aid Program

Federal Highway Administration:

Highway Research, Planning, and Construction

Urban Mass Transportation Administration:

Mass Transportation Technology
Urban Mass Transportation Technical Studies Grants
Urban Mass Transportation Demonstration Grants

FOUR CORNERS REGIONAL COMMISSION

Four Corners Regional Economic Development
Technical and Planning Assistance
Supplements to Federal Grants-in-Aid
Regional Transportation
Energy Demonstration Projects and Programs
Health and Nutrition Demonstration Projects