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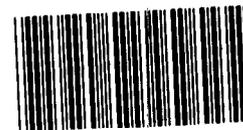
United States General Accounting Office

Report to the Chairman, Environment,  
Energy, and Natural Resources  
Subcommittee, Committee on  
Government Operations, House of  
Representatives

September 1993

# FEDERAL LANDS

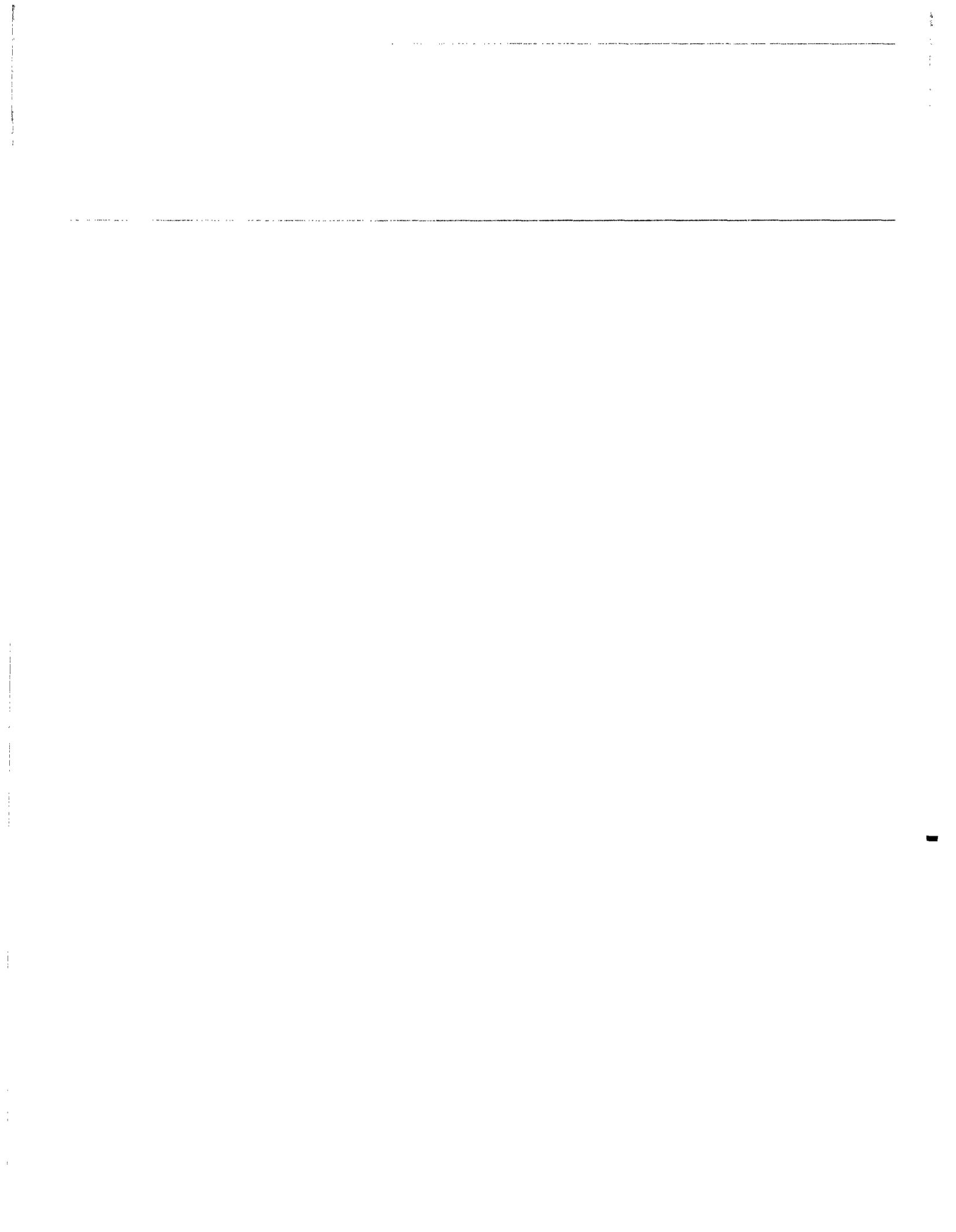
## Improvements Needed in Managing Short-Term Concessioners



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**Resources, Community, and  
Economic Development Division**

B-253658

September 14, 1993

The Honorable Mike Synar  
Chairman, Environment, Energy,  
and Natural Resources Subcommittee  
Committee on Government Operations  
House of Representatives

Dear Mr. Chairman:

Nationwide, there are about 6,000 short-term agreements (of 5 years or less) under which concessioners provide goods and services to the recreating public on federal land. These short-term concessioners operate on land managed by the National Park Service, Bureau of Land Management, and Fish and Wildlife Service, all within the Department of the Interior, and the Forest Service, within the Department of Agriculture. The concessioners operate on federal land under various types of short-term agreements, including contracts, permits, limited permits (when gross revenues do not exceed \$50,000), and commercial-use licenses.

This report is one of a series of reports on concessioners' operations on federal recreation land. (A list of the reports and congressional testimonies in this series appears at the end of this report.) This report responds to your request that we examine the federal government's oversight of concessioners operating under short-term agreements. You asked us to review the federal government's policy and practices for (1) evaluating short-term concessioners' overall performance; (2) ensuring that short-term concessioners comply with federal, state, and local health and safety laws and regulations; (3) ensuring the reasonableness of the prices charged to the public by short-term concessioners; and (4) establishing fees for the use of federal land by short-term concessioners.

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**Results in Brief**

Because of varying policies and practices among the four agencies we reviewed, short-term concessioners operating on federal lands are not treated consistently. As a result, there is no assurance that all concessioners are providing effective, safe, and healthy services and that the concessioners are paying the federal government reasonable fees for the use of federal land. Because of varying agency policies and procedures, only about 70 percent of the short-term concessioners

operating on federal land were required to receive an annual overall performance evaluation in 1991. Additionally, on the basis of responses to a questionnaire we sent to federal officials responsible for managing randomly selected short-term concessioner agreements, we estimate that only about 60 percent of those concessioners required to receive an overall annual performance evaluation were actually evaluated for calendar year 1991 and that only about 80 percent of those evaluations were documented. Agency officials cited "lack of resources" and "have heard no complaints" as the principal reasons for not performing the required annual overall performance evaluations.

All short-term concessioner agreements contain requirements that the concessioner comply with federal, state, and local health and safety laws and regulations. However, the visiting public has little assurance that short-term concessioners are in compliance because the responsible federal agency either does not conduct the necessary health and safety inspections or does not have controls in place requiring documentation when these inspections are conducted by other qualified agencies (state, local, or private). Only the Park Service requires documentation when health and safety inspections are conducted by other qualified agencies, but even these requirements do not apply to concessioners operating under commercial-use licenses, which comprise about 80 percent of the Park Service's agreements. The Forest Service, Bureau of Land Management, and the Fish and Wildlife Service do not require documentation from other qualified agencies when they conduct inspections. On the basis of the questionnaire responses, we estimate that of the approximately 2,670 short-term concessioners serving food or water to their clients in 1991, only about 540, or 20 percent, received a health inspection from either the federal land management agency or other qualified agencies. The reasons cited by officials from the federal land management agencies for not conducting health and safety inspections were "lack of resources," "another authority's responsibility," "no reported complaints," and "no problem with the concessioner in the past." The main reason given for not requiring documentation when other qualified agencies conducted the inspections was "no requirement to share results."

Another responsibility of the federal agencies managing short-term concessioner agreements is to ensure that the prices charged the public for goods and services are reasonable. However, none of the federal land management agencies have procedures in place that require periodic reviews of the prices charged the public by short-term concessioners, except for Park Service concessioners operating under permits and limited

permits. Rather than review prices, agency officials responding to our questionnaire stated that there was sufficient competition in their areas to ensure the reasonableness of concessioners' prices. The Park Service's reviews of the prices charged by concessioners operating under permits and limited permits generally occur when concessioners request price increases. On the basis of our questionnaire results, during 1991, an estimated 59 short-term concessioners requested price increases, and the Park Service conducted price reviews for 52 of the requests. For the remaining 7 short-term concessioners who requested price increases, Park Service officials responding to our questionnaire stated that they generally relied on market forces in the area to ensure that prices were reasonable.

The four federal land management agencies are not consistent in the way they determine the fees charged short-term concessioners for the use of federal land. For example, an outfitter and guide operating under a Forest Service permit generally pays a fee of 3 percent of gross revenues, while an outfitter and guide operating under a Park Service commercial-use license, providing the same type of service, would generally be required to pay only a flat administrative fee ranging from \$50 to \$100. Park Service officials justified charging a flat administrative fee by explaining that either the period of time the activity took place on federal land was limited or that the activity started and ended off federal land. The Park Service also has outfitters and guides operating under permits who are charged a fee of about 3 percent, and, when asked, neither officials at the headquarters nor the field level could explain how the concessioners operating under permits and those operating under commercial-use licenses differ.

## Background

Each year, millions of people visit federal land for recreation purposes. Many visitor accommodations and services on these lands are provided by private entrepreneurs under about 9,000 concessioner agreements entered into with the federal agencies responsible for managing the land. About 6,000 of these agreements are considered short-term.<sup>1</sup> Short-term concessioners' services include activities such as sightseeing tours and guided fishing, hunting, and rafting trips. About 80 percent of the

<sup>1</sup>The remaining concessioner agreements include about 1,500 long-term agreements (of 5 to 50 years), about 1,000 land management leases (of 5 to 50 years), and about 500 special event permits. Long-term agreements generally require large investments in facilities such as ski resorts in national forests and lodges in national parks. Land management leases are agreements between federal agencies and nonfederal public entities, such as state and county governments. These agreements grant the lessees authority to use the land for recreation purposes, including subleasing with third parties for concession operations. Special event permits are granted for activities such as bike races, picnics, and art shows.

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short-term concessioner agreements are for outfitting and guiding services, which are typically seasonal activities.

No single law authorizes concession operations for the four federal land management agencies. Rather, the agencies identified several different laws that govern concession operations, many of which are agency-specific. These laws allow the agencies wide discretion in establishing concession policy. Because of the wide discretion, the agencies have developed different types of short-term concessioner agreements, each with its own terms and conditions. Short-term concessioners operate under contracts, permits, limited permits, and commercial-use licenses. However, a primary objective and responsibility of the federal agencies managing short-term concessioner agreements, regardless of the type of agreement, is to ensure that concessioners offer the visiting public a healthy, safe, and reasonably priced recreation experience. Whether the concessioners operate under contracts, permits, limited permits, or commercial-use licenses, all agreements concessioners sign state that they must comply with the policies of the federal land management agency and applicable state and local health and safety laws and regulations.

One type of concessioner agreement is unique to the Park Service—the commercial-use license. The Park Service's basic authority to enter into concessioner agreements is the Concessions Policy Act of 1965. According to Park Service regulations, however, commercial-use licenses are not covered under the Concessions Policy Act and, therefore, are not subject to the act's requirements for annual overall performance evaluations, health and safety inspections, price reviews, or fees based on a percentage of gross revenues. According to Park Service regulations, commercial-use licenses are simple, uncomplicated documents used by park superintendents to authorize commercial activities provided by commercial operators who use the parks but who begin and end their activities outside the parks, and all aspects of the business (advertising, the exchange of money, etc.) take place outside the park. About 65 percent of the Park Service's concessioners operating under commercial-use licenses are outfitters and guides operating businesses similar to those outfitters and guides operating under agreements with the other federal land management agencies.

We based our work on questionnaire responses from federal land managers responsible for the oversight of randomly selected concessioner agreements. We randomly selected concessioner agreements from each of

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the federal land management agencies so that we could estimate the results we would have obtained had we surveyed the entire universe of short-term concessioner agreements. From the information received, we estimate that the Forest Service has about 2,700 short-term agreements, the Bureau of Land Management has about 1,200, the Fish and Wildlife Service about 400, and the Park Service about 1,800 (which includes about 400 special use permits).

We used the questionnaire answers from our random sample to develop overall results that are representative of those that would be obtained from the entire universe of short-term concessioners. These overall results allowed us to draw conclusions about all short-term concessioners' evaluations, health and safety inspections, pricing, and fees paid to the government. The results have a precision, called a sampling error, which may be expressed as a plus/minus figure. A sampling error indicates how closely we can project from a sample the results that we would obtain if we were to take a complete count of the universe. Our sampling errors are indicated in footnotes accompanying our results. Appendix I contains a detailed discussion of our scope and methodology.

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## Overall Evaluations Vary Among Agencies

Since a prime objective and responsibility of the federal agencies' management of short-term concessioner agreements is to ensure that the concessioners offer a healthy, safe, and reasonably priced recreation experience, annual overall performance evaluations are an important tool in judging concessioners' performance. However, annual overall performance evaluations are not required for all short-term concessioners; when required, they may not be performed; and when performed, they may not be documented.

The requirements for overall annual performance evaluations of short-term concessioners differ among the four land management agencies, and in the Park Service's case, even within the same agency. For example, outfitters and guides in the Park Service who provide basically the same service operate under three types of agreements—permits, limited permits, or commercial-use licenses. For the 265 Park Service permits and limited permits, annual overall performance evaluations are required.<sup>2</sup> However, no such evaluations are required for the 1,164 short-term concessioners operating under commercial-use licenses.<sup>3</sup> Park Service guidance states that short-term concessioners operating under

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<sup>2</sup>The sampling error for this estimate is  $\pm 20$ .

<sup>3</sup>The sampling error for this estimate is  $\pm 60$ .

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commercial-use licenses are not covered by the Concessions Policy Act of 1965. Therefore, according to Park Service officials, commercial-use licenses are subject to less oversight than other types of short-term agreements managed by the Park Service. Park Service officials told us that for concessioners operating under commercial-use licenses (1) the agency did not have sufficient resources to conduct annual overall performance evaluations and (2) the concessioners were on Park Service land for only a limited amount of time. Agency officials from the Bureau of Land Management, Forest Service, and Fish and Wildlife Service told us that the services provided under Park Service commercial-use licenses are similar to the services provided by concessioners operating under their permits.

Short-term concessioners operating on Forest Service, Bureau of Land Management, and Fish and Wildlife Service lands operate under one type of agreement—permits—regardless of their gross revenues or the amount of time they spend on federal land. Forest Service and Bureau of Land Management procedures require annual overall performance evaluations, but the Fish and Wildlife Service does not. Just as Park Service officials explained their agency's policy concerning commercial-use licenses, Fish and Wildlife Service officials told us that no annual overall performance evaluations were required for their short-term concessioners because (1) the agency did not have sufficient resources to conduct the evaluations and (2) many of the permits are issued to guides whose parties are on federal land for only a limited amount of time.

The questionnaire results show that 3,122 short-term concessioners were required to receive an annual overall performance evaluation, and of these, 62.6 percent were evaluated.<sup>4</sup> Of these evaluations, only 78.4 percent were documented.<sup>5</sup> For the remaining short-term concessioners who were required to receive an overall annual performance evaluation but did not, agency officials cited "lack of resources" and "have heard no complaints" as the principal reasons for not performing such an evaluation.

Field officials we spoke to indicated that because of the large number of short-term concessioners under their jurisdiction and the distances involved in visiting each one, they could not always perform all annual overall performance evaluations. Instead, officials use visitors' complaints as a factor in deciding which concessioners will be evaluated. When the

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<sup>4</sup>The sampling errors for these estimates are  $\pm 175$  and  $\pm 4.7$  percent, respectively.

<sup>5</sup>The sampling error for this estimate is  $\pm 5.1$  percent.

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field officials were notified about complaints, they generally took action. For example, at the Park Service's Coulee Dam National Recreation Area, in Washington State, a visitor complained about nails sticking out of planks on the dock. On the basis of this complaint, an inspection was made and the concessioner took corrective action by replacing the nails with screws to secure the planks on the dock. Also, when conducting the inspection, the inspector noticed that pleasure boats were operating at excessive speed in the harbor, and a monitoring program was established to ensure that the 5 mph speed limit within the harbor was not being exceeded.

All four federal land management agencies have the authority to take actions to resolve any permit violation resulting in an evaluation of less than satisfactory, including revoking a concessioner's permit. In total, we estimate that 11.3 percent of the short-term concessioners would have received a less than satisfactory rating on some aspect of their overall performance in 1991.<sup>6</sup> In our discussions with field officials, they indicated that short-term concessioners generally either corrected the problems identified or did not renew their agreements. While such cases are rare, we identified one case in which a concessioner received a less than satisfactory rating and had his permit revoked.

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## Most Short-Term Concessioners Do Not Receive Health and Safety Inspections

Recognizing their responsibility for ensuring that short-term concessioners are offering healthy and safe recreational experiences, the four federal land management agencies require, in all of their concessioner agreements, that short-term concessioners comply with all applicable federal, state, and local health and safety laws and regulations. The four federal land management agencies conduct some health and safety inspections themselves; however, they also rely on other qualified agencies (state, local, or private) to conduct such inspections. The four federal land management agencies cannot be certain, however, that short-term concessioners are complying with health and safety laws and regulations because either they do not conduct the inspections or they lack controls requiring documentation when the inspections are conducted by other qualified agencies. Only the Park Service has policies or procedures in effect requiring the documentation of health and safety inspections conducted by other qualified agencies, but even these requirements do not apply for concessioners operating under commercial-use licenses, which comprise about 80 percent of the Park Service's agreements. The Forest Service, Bureau of Land Management,

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<sup>6</sup>The sampling error for this estimate is  $\pm 3.9$  percent.

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and Fish and Wildlife Service do not require documentation from other qualified agencies when they conduct inspections. Field officials at 7 of the 14 locations we visited indicated in their questionnaire responses that health or safety inspections were not always conducted or documented because the concessioners are the same ones who operate year after year with no complaints.

From the questionnaire results, we estimate that about 2,672 short-term concessioners served food or water to the public, but only 20.4 percent of them were inspected in 1991.<sup>7</sup> Similarly, only 33 percent of the estimated 3,931 short-term concessioners requiring a safety inspection were inspected in 1991.<sup>8</sup> The main reasons cited by federal officials for not conducting health and safety inspections were “lack of resources,” “another authority’s responsibility,” “no reported complaints,” and “no problems in the past.” As with annual overall performance evaluations, field officials stated that because of the large number of concessioners and the wide geographic area in which they operate, it is difficult with current staffing levels to inspect them all, and at one location visited, a Park Service official stated that staffing was being reduced.

On the basis of the questionnaire results, we estimate that 77.3 percent of the short-term concessioners who received health inspections in 1991 were rated satisfactory.<sup>9</sup> In addition, about 91.2 percent of the short-term concessioners who received safety inspections in 1991 were rated satisfactory.<sup>10</sup> All federal land management agencies require that conditions leading to less than satisfactory ratings be corrected before permits are renewed. At the Park Service’s Golden Gate National Recreation Area, in California, for example, a snack bar received a less than satisfactory rating for unsanitary conditions and fire code violations. According to a Park Service concession official, these problems were corrected before the snack bar was allowed to open for the season. In another instance, at two canoe rental locations on the Park Service’s Buffalo National River in Arkansas, the Park Service detected sharp edges on some of the concessioner’s boats. After this situation was brought to the concessioner’s attention, the defective boats were replaced.

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<sup>7</sup>The sampling errors for these estimates are  $\pm 192$  and  $\pm 3.8$  percent, respectively.

<sup>8</sup>The sampling errors for these estimates are  $\pm 3.5$  percent and  $\pm 199$ , respectively.

<sup>9</sup>The sampling error for this estimate is  $\pm 9.7$  percent.

<sup>10</sup>The sampling error for this estimate is  $\pm 3.2$  percent.

The questionnaire responses show that federal agencies did not have copies of inspection reports for the majority of health and safety inspections conducted by other qualified agencies. For example, an estimated 367 health inspections were conducted by other qualified agencies, but the federal land management agencies had a copy of the inspection report in only 8.9 percent of the cases.<sup>11</sup> An estimated eight safety inspections were conducted by other qualified agencies; however, none of these inspections was on file with the federal land management agencies.<sup>12</sup> Explaining why the health and safety inspections reports had not been received, federal officials listed "no agency requirement to receive all the reports."

Without documentation, the land management agencies have no assurance that the concessioners are providing healthy and safe services. As we pointed out in our March 1992 report on long-term concessioners,<sup>13</sup> because the Forest Service did not require documentation for health and safety inspections conducted by other qualified agencies, local officials did not know that fire safety inspections had not been conducted in 1990 at three ski resorts and that one of the resorts did not have a food inspection.

## Price Reviews Generally Not Required

In addition to being responsible for ensuring a healthy and safe recreation experience, the federal land management agencies are also responsible for ensuring that the prices short-term concessioners charge the public are reasonable. The Park Service requires that its 265 short-term concessioners who operate under permits or limited permits have their prices reviewed annually. However, the Park Service does not require price reviews for its 1,164 concessioners who operate under commercial-use licenses. In practice, the Park Service generally conducts its price reviews when the concessioners operating under permits and limited permits request price increases.

Park Service officials told us that they do not require price reviews for short-term concessioners under commercial-use licenses since no money changes hands on federal land. For the remainder of its short-term concessioners, who operate under permits or limited permits, the Park Service approves prices by conducting price reviews using comparable goods and services. During 1991, the Park Service conducted price reviews

<sup>11</sup>The sampling errors for these estimates are  $\pm 9.5$  and  $\pm 8.5$  percent, respectively.

<sup>12</sup>The sampling error for this estimate is  $\pm 6$ .

<sup>13</sup>Federal Lands: Oversight of Long-Term Concessioners (GAO/RCED-92-128BR, Mar. 20, 1992).

for 88.9 percent, or 52, of the estimated 59 concessioners who requested price increases.<sup>14</sup> The main reason cited by Park Service officials for not performing the required price reviews for the remaining seven concessioners who requested price increases was that they relied on competitive market forces in the area to ensure that prices were reasonable. In 8.3 percent of the price reviews it conducted, the Park Service either denied or reduced the price increases; it approved the remainder.<sup>15</sup>

The Forest Service, Bureau of Land Management, and Fish and Wildlife Service retain the right to regulate prices if they wish; however, they have no policy of reviewing prices and generally do not question short-term concessioners' prices. Rather, they leave the prices charged to market forces in the area. Although not required to by any policy, the Forest Service and the Bureau of Land Management performed some price reviews when concessioners requested price increases.<sup>16</sup> Specifically, the Forest Service reviewed 61 of 132 price increases.<sup>17</sup> The Bureau of Land Management reviewed 18 of 27 such increases.<sup>18</sup> In none of the reviews performed by either agency were price increases denied or reduced. In addition, field officials told us that the price reviews were generally informal and undocumented.

## Concessioner Fees Vary by Agency

The four federal land management agencies have different fee criteria, which result in varying fees being paid by short-term concessioners who are conducting similar activities. Outfitters and guides (80 percent of all short-term concessioners) operating under permits on land administered by the Forest Service, Park Service, or Bureau of Land Management are generally charged 3 percent of their gross revenues.<sup>19</sup> On the other hand, outfitters and guides providing similar services at Fish and Wildlife Service refuges or on Park Service land under a commercial-use license are charged a minimum flat administrative fee. For example, an outfitter and guide who leads expeditions on which people ride llamas in Washington's Olympic National Park pays an annual administrative fee of \$50 for a commercial-use license. A similar outfitter and guide in California's

<sup>14</sup>The sampling errors for these estimates are  $\pm 8.9$  percent and  $\pm 15$ , respectively.

<sup>15</sup>The sampling error for this estimate is  $\pm 8.3$  percent.

<sup>16</sup>The Fish and Wildlife Service did not report that it conducted any price reviews.

<sup>17</sup>The sampling errors for these estimates are  $\pm 46$  and  $\pm 67$ , respectively.

<sup>18</sup>The sampling errors for these estimates are  $\pm 16$  and  $\pm 19$ , respectively.

<sup>19</sup>The sampling error for this estimate is  $\pm 2.5$  percent.

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Shasta-Trinity National Forests, who operates under a Forest Service permit, is being charged a fee based on 3 percent of gross revenues. At the field offices visited, annual flat fees ranged from a low of \$25, charged by the Fish and Wildlife Service, to a high of \$100, charged by the Park Service.

On the basis of the questionnaire responses, we estimate that in 1991, short-term concessioners earned a total of about \$107.2 million in gross revenues.<sup>20</sup> The gross revenues of individual short-term concessioners ranged from \$30 to about \$729,000. Officials from the four agencies reported that a total of about \$3.4 million was collected in fees from these concessioners.<sup>21</sup> The fees paid to the federal government ranged from flat fees of \$25 to about \$37,000 for those paying fees based on gross revenues.

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## Conclusions

About 80 percent of the short-term concessioners are outfitters and guides essentially offering the same types of services regardless of the federal land on which they operate. However, the policies and procedures for administering short-term concessioners vary considerably among the four land management agencies. The policies and procedures vary with regard to annual overall performance evaluations, health and safety inspections, and fees paid the federal government for the use of its land.

When the federal agency does not conduct the health and safety inspections, federal officials do not always know if the inspections were conducted by other qualified agencies. Moreover, when the health and safety inspections are conducted, the results are not always shared with the responsible federal land management agency. Only the Park Service has a requirement to document the results of all inspections, but even these requirements do not apply to concessioners operating under commercial-use licenses. As a result, there is no assurance that concessioners are providing the public a healthy and safe recreation experience. In addition, the prices charged the public by short-term concessioners are generally not reviewed. Rather, the federal land management agencies generally rely on market forces in the area to control concessioners' prices.

Finally, the Park Service treats concessioners operating under commercial-use licenses differently (by not conducting annual overall performance evaluations, health and safety inspections, and price reviews

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<sup>20</sup>The sampling error for this estimate is  $\pm$ \$25.6 million.

<sup>21</sup>The sampling error for this estimate is  $\pm$ \$0.7 million.

and by charging a flat administrative fee) because they do not fall under the Concessions Policy Act of 1965 and because the concessioners are on Park Service land for only a short period of time. However, about 65 percent of the concessioners operating under commercial-use licenses are outfitters and guides operating businesses similar to those of concessioners operating under agreements with the other federal land management agencies. Since concessioners operating under commercial-use licenses appear to be providing the same types of services as short-term concessioners for the other federal land management agencies, we question the Park Service's continued use of this type of short-term concessioner agreement.

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## Recommendations to the Secretaries of the Interior and Agriculture

We recommend that the Secretaries of the Interior and Agriculture require the heads of the four agencies with short-term concessioner agreements to develop and present to the Congress a policy to achieve greater consistency in the management of concession operations. Such a policy should ensure that (1) short-term concessioners are evaluated, inspected, and charged fees in a like manner; (2) prices charged the public are reviewed; and (3) all appropriate health and safety inspections are conducted and documented. Where the federal agency does not conduct the required inspection, the agency should receive and review a copy of the inspection report to document that the inspection was conducted in a timely manner and by a qualified inspector.

We further recommend that the Secretary of the Interior require the Director of the Park Service to reevaluate each concessioner operating under a commercial-use license to determine whether the activities conducted should more appropriately be under a permit in order to be consistent with the way other federal agencies manage similar activities on federal land.

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We based our work on questionnaire responses from federal land managers responsible for the oversight of randomly selected short-term concessioner agreements. We used a probability sample of 1,210 concessioner agreements from a universe of about 6,000 short-term agreements, which we identified in 1989. This sample was selected so that we could estimate the results we would have obtained had we surveyed the entire universe. We received responses for 98 percent of the questionnaires we mailed out. We supplemented this information with

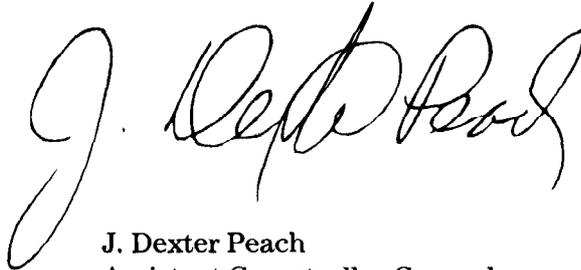
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visits to 14 field locations operated by the federal land management agencies. Appendix I contains our detailed scope and methodology.

We conducted our review from February 1992 to July 1993 in accordance with generally accepted government auditing standards. We discussed the findings and observations contained in this report with officials from the four federal agencies—the Associate Deputy Chief, Forest Service; Chief, Concessions Management, Park Service; Chief, Division of Recreation and Wilderness, Bureau of Land Management; and Chief, Outdoor Planning, Fish and Wildlife Service. These officials generally concurred with the facts as presented. However, as agreed with your office, we did not obtain written agency comments.

As further agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days from the date of this letter. At that time, we will send copies to the Secretaries of Agriculture and the Interior and make copies available to others upon request. This work was performed under the direction of James Duffus III, Director, Natural Resources Management Issues, who may be contacted at (202) 512-7756 if you or your staff have any questions. Other major contributors to this report are listed in appendix IV.

Sincerely yours,

A handwritten signature in black ink, appearing to read "J. Dexter Peach". The signature is written in a cursive style with a large initial "J" and a long, sweeping underline.

J. Dexter Peach  
Assistant Comptroller General

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## Abbreviations

GAO      General Accounting Office



# Scope and Methodology

In conducting our review, we interviewed, obtained documentation from, and mailed questionnaires to headquarters, regional, or field officials from the Forest Service, National Park Service, Bureau of Land Management, and Fish and Wildlife Service. We also visited and interviewed concessioners located near the regional and field offices we visited.

For this review, we began with a universe of approximately 9,000 concessioners operating on federal land in 1989. We identified this universe during a previous GAO review.<sup>1</sup> Federal officials from the four land management agencies agreed that the 1989 universe was still the best available all-inclusive list of concessioners. From this list, we deleted all concessioners who were involved only with special events<sup>2</sup> and those who had agreements of more than 5 years. After these deletions, 6,047 concessioners remained in our universe.

We then divided our universe of short-term concessioners into two groups: (1) those with contracts, permits, limited permits and (2) those with Park Service commercial-use licenses.<sup>3</sup> We did this because commercial-use licenses are administered differently from other types of short-term agreements. Since commercial-use licenses are not covered under the Concessions Policy Act of 1965, they are subject to less oversight than other types of Park Service short-term agreements.

From our universe of 6,047 short-term concessioner agreements, we randomly selected a total of 1,210. We sent questionnaires to federal officials responsible for the oversight of these 1,210 agreements. The 1,210 randomly selected agreements included 935 contracts, permits, and limited permits from the various agencies and 275 Park Service commercial-use licenses. Of the 935 questionnaires on permits, limited permits, and contracts, 300 were sent to the Forest Service, 185 were sent to the Park Service, 275 were sent to the Bureau of Land Management, and 175 were sent to the Fish and Wildlife Service. Overall, we received responses for 98 percent of the questionnaires we mailed out.

We used the questionnaire answers from our random probability sample to develop overall results that are representative of those that would be

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<sup>1</sup>Federal Lands: Improvements Needed in Managing Concessioners (GAO/RCED-91-163, June 11, 1991).

<sup>2</sup>A "special event" is defined as an organized event of a temporary nature, such as an animal, vehicle, or boat race or a fishing contest.

<sup>3</sup>Commercial-use licenses are issued when concessioners' trips begin and end off federal land and all business transactions take place off federal land.

obtained from the entire universe of short-term concessioners.<sup>4</sup> These overall results allowed us to draw conclusions about the performance evaluations, health and safety inspections, and pricing of all short-term concessioners. The results have a precision, called a sampling error, which may be expressed as a plus/minus figure. A sampling error indicates how closely we can project from a sample the results that we would obtain if we were to take a complete count of the universe.

By adding the sampling error to and subtracting it from the overall results, we can develop upper and lower bounds for each estimate. This range is called a confidence interval. Sampling errors and confidence intervals are stated at a certain confidence level—in this case, 95 percent. For example, having a confidence interval at the 95-percent confidence level means that in 95 out of 100 instances, the sampling procedure we used would produce a confidence interval containing the value we are estimating for the entire universe.

To ensure that respondents from different agencies would use rating categories consistently when answering the questionnaire, we developed a rating scale containing definitions for each rating category:

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**Definitions for Each Rating Category**

**Satisfactory**—Always met standards or any needed corrections were made

**Needs improvement**—Did not comply with all standards; not all corrections made

**Unsatisfactory**—Did not meet most standards; most corrections not made

To better understand short-term concession operations and how they are administered, we selected 14 federal field offices to visit.<sup>5</sup> During our field office visits, we conducted a number of activities. For example, we obtained copies of short-term agreements, inspection reports, annual evaluations, price studies, price lists, and advertisements. Additionally, we

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<sup>4</sup>We started with 6,047 short-term concessioners in our universe and are using a total of 4,285 concessioners in this report for statistical projections. The difference is due to our not including the concessioners who no longer had a valid agreement and those who did not operate in 1991, as well as nonresponses to our questionnaire.

<sup>5</sup>In choosing which field offices to visit, we generally selected geographic areas with federal land managed by two or more agencies. Not only did this allow us to examine a variety of concessioners' activities, but it also provided us the opportunity to compare different agencies' administration and oversight of similar activities. Altogether, we examined questionnaire responses for 75 short-term agreements at the 14 field offices.

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**discussed questionnaire responses with the appropriate federal officials and interviewed and photographed concessioners and their operations.**

# Questionnaire on Short-Term Permits

U.S. General Accounting Office

## GAO Short Term Permits and Concession Contracts on Federal Lands

The United States General Accounting Office (GAO), an agency that examines issues for Congress, is conducting a study of the oversight of short term (five years or less) permits and concession contracts by federal agencies. This investigation was requested by the Subcommittee on Environment, Energy, and Natural Resources, House Committee on Government Operations.

As a part of our review we are sending a questionnaire to a random sample of federal land managers responsible for the oversight of selected concession operations on federal land. You are receiving a copy of this questionnaire because the organization listed on the label at the bottom of the page operates in your National Park, National Forest, BLM District, or National Wildlife Refuge. In the questionnaire we are asking specifically about the policies and procedures used to evaluate their performance, quality and price of service, and compliance with health and safety standards. **PLEASE HAVE THE PERSON MOST KNOWLEDGEABLE ABOUT THE PERMITTEE OR CONCESSIONER LISTED ON THE LABEL COMPLETE THIS QUESTIONNAIRE.**

If in our sample we selected more than one short term permittee or concessioner who operates in the area under your jurisdiction you will receive more than one questionnaire. Please respond to all questionnaires you receive, but respond only for the particular permittee or concessioner that is identified. Please respond within 10 days of receipt of the questionnaire, if possible, in the enclosed self-addressed business-reply envelope. If the envelope is missing or has been misplaced please return the questionnaire to the following address:

U.S. General Accounting Office  
Attn: Pat Dunphy  
Room 1826  
441 G St., NW  
Washington, DC 20548

If you have any questions please call Pat Dunphy at (415) 904-2246 or David Arseneau at (415) 904-2064. Thank you for your assistance.

**NOTE:** In this questionnaire we are asking about short term (five years or less) permits and concession contracts between your unit and business operators. When we say permittee or concessioner we are referring to either of the above possible arrangements.

- Q1. Did this permittee or concessioner have a valid permit or contract to operate on the land you manage any time during calendar year 1991? (Check one)
1.  No → Skip to Q. 49
2.  Yes
- Q2. In what calendar year did the current permit or contract take effect and in what year does it expire? (Enter years)
- 19 \_\_\_\_\_ Took effect
- 19 \_\_\_\_\_ Expires
- Q3. Did this permittee or concessioner operate with clients or customers in your unit in 1991? (Check one)
1.  No → Skip to Q. 49
2.  Yes
- Q4. How long, in weeks, was the operating season for this permittee or concessioner in your unit in 1991? (Enter number)
- \_\_\_\_\_ Weeks

Appendix II  
Questionnaire on Short-Term Permits

Q5. Which of the following categories, if any, best describes the predominant activity this permittee or concessioner is currently engaged in under this permit or contract? (Check one)

1.  Outfitter/guide (This includes all trips, where permittee or concessioner personnel accompany customers)
2.  Tour bus service
3.  Lodging
4.  Campground
5.  Marina
6.  Merchandise sales or rental
7.  Food sales or preparation
8.  Other (Please specify)

Q6. How many times did someone from your staff formally observe or inspect and document any aspect of this permittee or concessioner's operations for the purpose of evaluation in 1991? (Enter number; if none, enter 0)

\_\_\_\_\_ Times inspected or observed

Q7. Did your unit formally evaluate this permittee or concessioner's **OVERALL** performance in 1991? (Check one)

1.  Yes → Skip to Q. 9
2.  No

Q8. Why was this permittee or concessioner's overall performance NOT evaluated in 1991? (Check all that apply)

1.  No standards to measure against
2.  Performance evaluated by other government body
3.  Not enough resources available to evaluate all permittees or concessioners
4.  Have heard no complaints about this permittee or concessioner from users/customers
5.  Do not evaluate all permittees or concessioners yearly
6.  Type of permit did not require inspection
7.  Other (Please specify)

Q9. Which of the following best describes the overall rating given to this permittee or concessioner in 1991? (Check one)

1.  N/A - Not rated in 1991 → Skip to Q. 12
2.  Satisfactory - Always met standards or any needed corrections were made
3.  Needs improvement - Did not comply with all standards; not all corrections made
4.  Unsatisfactory - Did not meet most standards; most corrections not made

Appendix II  
Questionnaire on Short-Term Permits

Q10. Performance on a number of standards, requirements, and practices can be the basis of a permittee or concessioner's annual evaluation. For which of the standards, requirements, or practices listed below, if any, did your unit have problems with this permittee or concessioner in 1991? These include problems where corrections were made over the course of the year. (Check all that apply)

1.  No problems
2.  Health standards or practices
3.  Safety standards or practices
4.  Business or management practices
5.  Fee requirements
6.  Insurance requirements
7.  Staff training
8.  Client courtesy
9.  Environmental concerns
10.  Care and feeding of stock
11.  Facilities maintenance
12.  Employee housing
13.  Other (Please specify)

Q11. Does your unit have written records of the 1991 overall evaluation of this permittee or concessioner? (Check one)

1.  Yes
2.  No

Q12. How did your unit determine, if at all, that this permittee or concessioner operated with valid and appropriate LIABILITY insurance during its 1991 operating season? (Check all that apply)

1.  Not sure if permittee or concessioner operated with valid or appropriate liability insurance
2.  A copy of insurance policy was on file
3.  A copy of an industry standard certificate or statement of insurance or binder was on file
4.  A copy of an agency standard certificate of insurance was on file
5.  Other proof of insurance (Please specify)

Q13. Did this permittee or concessioner have a fixed source of drinking water in the area under your jurisdiction in 1991? (Check one)

1.  No → Skip to Q. 21
2.  Yes

Q14. Was the purity of this permittee or concessioner's drinking water tested in 1991? (Check one)

1.  Yes → Skip to Q. 16
2.  No

Appendix II  
Questionnaire on Short-Term Permits

Q15. Why was the purity of this permittee or concessioner's drinking water NOT inspected in 1991? (Check all that apply)

1.  Not enough resources to inspect all permittee or concessioner's water
2.  Other authority's responsibility
3.  Have heard no complaints
4.  No problems in the past
5.  Relied on insurance policy requirements
6.  Other (Please specify)

Q16. Who inspected this permittee or concessioner's drinking water? (Check all that apply)

1.  N/A - Not tested → Skip to Q. 21
2.  Federal governmental unit
3.  State governmental unit
4.  County governmental unit
5.  Municipal governmental unit
6.  Permittee or permittee's contractor
7.  Other (Please specify)

Q17. Does your unit have written copies of all drinking water test results, whether performed by your unit or another, for this permittee or concessioner for 1991? (Check one)

1.  Yes → Skip to Q. 19
2.  No

Q18. Why does your unit NOT have written copies of all drinking water test results for this permittee or concessioner for 1991? (Check all that apply)

1.  No requirement that all test results be filed
2.  Only receive less than satisfactory reports from responsible authority
3.  Responsible authority not willing to share test results
4.  No requirement to share results
5.  Other (Please specify)

Q19. Which of the following best describes the overall rating this permittee or concessioner received for the purity of its drinking water in 1991? (Check one)

1.  Satisfactory
2.  Needs improvement
3.  Unsatisfactory

Q20. In which of the following areas, if any, was this permittee or concessioner's drinking water less than satisfactory at any time during 1991? (Check all that apply)

1.  All areas at least satisfactory
2.  Micro-organisms (including giardia, bacteria, or viruses)
3.  Toxic chemicals
4.  Ph level
5.  Suspended solids
6.  Unsanitary faucet or tap
7.  Other (Please specify)

**Appendix II  
Questionnaire on Short-Term Permits**

**Q21. Did this permittee or concessioner provide or prepare food for its customers in 1991? (Check one)**

- 1.  No → Skip to Q. 29
- 2.  Yes

**Q22. Was this permittee or concessioner's food service inspected in 1991? (Check one)**

- 1.  Yes → Skip to Q. 24
- 2.  No

**Q23. Why was this permittee or concessioner's food service NOT inspected in 1991? (Check all that apply)**

- 1.  Not enough resources to inspect all permittee or concessioner's food service
- 2.  Other authority's responsibility
- 3.  Have heard no complaints
- 4.  No problems in the past
- 5.  Relied on insurance policy requirements
- 6.  Other (Please specify)

**Q24. Who inspected this permittee or concessioner's food service? (Check all that apply)**

- 1.  N/A - Not inspected → Skip to Q. 29
- 2.  Federal governmental unit
- 3.  State governmental unit
- 4.  County governmental unit
- 5.  Municipal governmental unit
- 6.  Permittee or permittee's contractor
- 7.  Other (Please specify)

**Q25. Does your unit have written copies of all food service inspection reports, whether performed by your unit or another, for this permittee or concessioner for 1991? (Check one)**

- 1.  Yes → Skip to Q. 27
- 2.  No

**Q26. Why does your unit NOT have written copies of all food inspection reports for this permittee or concessioner for 1991? (Check all that apply)**

- 1.  No requirement that all test results be filed
- 2.  Only receive less than satisfactory reports from responsible authority
- 3.  Responsible authority not willing to share test results
- 4.  No requirement to share results
- 5.  Other (Please specify)

Appendix II  
Questionnaire on Short-Term Permits

Q27. Which of the following best describes the overall rating this permittee or concessioner received for food service in 1991? (Check one)

- 1.  Satisfactory
- 2.  Needs improvement
- 3.  Unsatisfactory

Q28. In which of the following areas, if any, was this permittee or concessioner's food service less than satisfactory at any time during 1991? (Check all that apply)

- 1.  All areas at least satisfactory
- 2.  Food preparations
- 3.  Quality of food
- 4.  Kitchen cleanliness
- 5.  Vermin
- 6.  Food storage conditions
- 7.  Management or business practices
- 8.  Other (Please specify)

Q29. Were this permittee or concessioner's facilities, vehicles, boats, and/or equipment inspected for safety violations (including fire or employee safety) in 1991? (Check one)

- 1.  Yes → Skip to Q. 31
- 2.  No

Q30. Why did this permittee or concessioner NOT receive a safety inspection in 1991? (Check all that apply)

- 1.  Has no facilities, vehicles, boats, or equipment → Skip to Q. 36
- 2.  Not enough resources to inspect all permittees or concessioners
- 3.  Other authority's responsibility
- 4.  Have heard no complaints
- 5.  No problems in the past
- 6.  Permittee or concessioner certified all facilities and/or equipment met applicable safety standards
- 7.  Relied on insurance policy requirements
- 8.  Other (Please specify)

Q31. Who performed this permittee or concessioner's safety inspection? (Check all that apply)

- 1.  N/A - Not inspected → Skip to Q. 36
- 2.  Federal governmental unit
- 3.  State governmental unit
- 4.  County governmental unit
- 5.  Municipal governmental unit
- 6.  Permittee or permittee's contractor
- 7.  Other (Please specify)

Appendix II  
Questionnaire on Short-Term Permits

Q32. Does your unit have written copies of all safety inspection reports, whether performed by your unit or another, for this permittee or concessioner for 1991? (Check one)

- 1.  Yes → Skip to Q. 34
- 2.  No

Q33. Why does your unit NOT have written copies of all safety inspection reports for this permittee or concessioner for 1991? (Check all that apply)

- 1.  No requirement that all inspection reports be filed
- 2.  Only receive less than satisfactory reports from responsible authority
- 3.  Responsible authority not willing to share inspection reports
- 4.  No requirement to share results
- 5.  Other (Please specify)

Q34. Which of the following best describes the overall rating this permittee or concessioner received for safety conditions in 1991? (Check one)

- 1.  Satisfactory
- 2.  Needs improvement
- 3.  Unsatisfactory

Q35. In which of the following areas, if any, was this permittee or concessioner's safety conditions less than satisfactory at any time during 1991? (Check all that apply)

- 1.  All areas at least satisfactory
- 2.  Fire code violations
- 3.  Equipment unsafe or not maintained
- 4.  Vehicles or boats unsafe or not maintained
- 5.  Other (Please specify)

Q36. Did this permittee or concessioner request an increase in prices charged the public for goods or services from your unit in 1991? (Check one)

- 1.  No → Skip to Q. 38
- 2.  Yes

Q37. What was the average price increase requested for this permittee or concessioner's goods or services in 1991? (Enter percent)

\_\_\_\_\_ %

Q38. Was a price review of this permittee or concessioner's goods and/or services performed in 1991? By price review we mean a comparison of charges or fees with similar facilities or services. (Check one)

- 1.  Yes → Skip to Q. 40
- 2.  No

Appendix II  
Questionnaire on Short-Term Permits

Q39. Why were this permittee or concessioner's prices NOT reviewed in 1991? (Check all that apply)

1.  No known price increases
2.  No requested price increases
3.  No known comparables
4.  Not enough resources to review all permittee or concessioners' prices
5.  Other authority's responsibility
6.  Have heard no complaints
7.  No problems in the past
8.  Prices charged are stipulated in permittee or concessioner's permit or contract
9.  Agency does not require a review of permittee or concessioners' prices
10.  Rely on competition to limit prices
11.  Other (Please specify)

Q40. Which of the following best describes how the price review, if any, was performed in 1991? (Check one)

1.  N/A - none performed → Skip to Q. 42
2.  Formal review with documented results
3.  Informal review, results not documented
4.  Other (Please specify)

Q41. As a result of your agency's price review were any of this permittee or concessioner's prices denied or rolled back in 1991? (Check one)

1.  No
2.  Yes

Q42. Did any injuries requiring medical attention or deaths occur in 1991 involving this permittee or concessioner in areas under your unit's jurisdiction? (Check one)

1.  No → Skip to Q. 45
2.  Yes

Q43. How many injuries or deaths involving this permittee or concessioner in areas under your unit's jurisdiction occurred in 1991? (Enter number; if none, enter 0)

\_\_\_\_\_ Injuries  
\_\_\_\_\_ Deaths

Q44. Please explain the circumstances surrounding the injuries or deaths involving this permittee or concessioner in 1991. (If more space is needed please continue at the end of the questionnaire or on a separate sheet)

Appendix II  
Questionnaire on Short-Term Permits

Q45. How many complaints against this permittee or concessioner, if any, were recorded by your unit in 1991? (Enter number; if none, enter 0)

\_\_\_\_\_ Complaints

Q46. What was the amount of gross revenue earned under this permit or concession in your unit in 1991? (Enter amount and skip to Q. 48; if not known, check box and go on)

\$ \_\_\_\_\_ → Skip to Q. 48

1.  Don't know

Q47. Why does your unit NOT know the gross revenue earned under this permit or concession in your unit for 1991? (Check all that apply)

1.  Permittee or concessioner not required to report gross revenue data

2.  Permittee or concessioner required to report gross revenue data but did not do so

3.  Other (Please specify)

Q48. What permit or contract fee, in dollars, was paid by this permittee or concessioner in 1991? (Enter amount in dollars)

\$ \_\_\_\_\_

Q49. Please provide the following information in the event we need to clarify any of your answers.

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Commercial  
telephone  
number (not FTS): (\_\_\_\_) \_\_\_\_\_

Q50. If you have any additional comments on concession oversight or other topics in this questionnaire, or you would like to further explain any of your answers, please do so below.

# Questionnaire on Commercial-Use Licenses

U.S. General Accounting Office

## GAO Short Term Commercial Use Licenses on National Park Service Lands

The United States General Accounting Office (GAO), an agency that examines issues for Congress, is conducting a study of the oversight of short term (five years or less) concession licenses, permits, and contracts by federal agencies. This investigation was requested by the Subcommittee on Environment, Energy, and Natural Resources, House Committee on Government Operations.

As a part of our review we are sending a questionnaire to a random sample of federal land managers responsible for the oversight of selected concession operations on federal land. You are receiving a copy of this questionnaire because the organization listed on the label at the bottom of the page operates in your National Park unit. In the questionnaire we are asking specifically about the policies and procedures used to evaluate their performance, quality of service, and compliance with health and safety standards. **PLEASE HAVE THE PERSON MOST KNOWLEDGEABLE ABOUT THE LICENSEE LISTED ON THE LABEL COMPLETE THIS QUESTIONNAIRE.**

If in our sample we selected more than one licensee who operates in your park you will receive more than one questionnaire. Please respond to all questionnaires you receive, but respond only for the particular licensee (and activity if one is listed on the label) that is identified. Please respond within 10 days of receipt of the questionnaire, if possible, in the enclosed self-addressed business-reply envelope. If the envelope is missing or has been misplaced please return the questionnaire to the following address:

U.S. General Accounting Office  
Attn: Pat Dunphy  
Room 1826  
441 G St., NW  
Washington, DC 20548

If you have any questions please call Pat Dunphy at (415) 904-2246 or David Arseneau at (415) 904-2064. Thank you for your assistance.

Q1. Did this licensee have a valid commercial use license to operate in your park any time during calendar year 1991? (Check one)

- 1.  No → Skip to Q. 40
- 2.  Yes

Q2. Typically how many weeks per year does this licensee operate in your park? If a specific activity is listed on the label, please respond only for that licensed activity. (Enter number)

\_\_\_\_\_ Weeks

Q3. Which of the following categories, if any, best describes the predominant activity this licensee is currently engaged in your park? (Check one)

- 1.  Outfitter/guide (This includes all trips, where licensee personnel accompany customers)
- 2.  Tour bus service
- 3.  Other (Please specify)

Q4. How many times did someone from your staff formally observe or inspect this licensee's operations for the purpose of evaluation in 1991? (Enter number; if none, enter 0)

\_\_\_\_\_ Times inspected or observed

Appendix III  
Questionnaire on Commercial-Use Licenses

Q5. Did your park evaluate this licensee's overall performance in 1991? (Check one)

- 1.  Yes → Skip to Q. 7
- 2.  No

Q6. Why was this licensee's overall performance NOT evaluated in 1991? (Check all that apply)

- 1.  Licensee did not operate in 1991
- 2.  No standards to measure against
- 3.  Performance evaluated by other government body
- 4.  Not enough resources available to evaluate all licensees
- 5.  Have heard no complaints about this licensee from users/customers
- 6.  Do not evaluate all licensees yearly
- 7.  License did not require physical inspection
- 8.  Other (Please specify)

Q7. Which of the following best describes the overall rating given to this licensee in 1991? (Check one)

- 1.  N/A - Not rated in 1991 → Skip to Q. 10
- 2.  Satisfactory - Always met standards or any needed corrections made
- 3.  Needs improvement - Did not comply with all standards; not all corrections made
- 4.  Unsatisfactory - Did not meet most standards; most corrections not made

Q8. Performance on a number of standards, requirements, and procedures can be the basis of a licensee's annual evaluation. For which of the standards, requirements, or procedures listed below, if any, did your park have problems with this licensee in 1991? These include problems where corrections were made over the course of the year. (Check all that apply)

- 1.  No problems
- 2.  Health standards or procedures
- 3.  Safety standards or procedures
- 4.  Business or management practices
- 5.  Fee requirements
- 6.  Insurance requirements
- 7.  Staff training
- 8.  Client courtesy
- 9.  Environmental concerns
- 10.  Facilities maintenance
- 11.  Care and feeding of stock
- 12.  Employee housing
- 13.  Other (Please specify)

Q9. Does your park have written records of the 1991 overall evaluation of this licensee? (Check one)

- 1.  Yes
- 2.  No
- 3.  N/A - None required

Appendix III  
Questionnaire on Commercial-Use Licenses

Q10. How did your park determine that this licensee operated with valid and appropriate liability insurance during its 1991 operating season? (Check all that apply)

1.  Not sure if licensee operated with valid or appropriate liability insurance
2.  A copy of insurance policy was on file
3.  A copy of an industry standard certificate or statement of insurance or binder was on file
4.  A copy of an agency standard certificate of insurance was on file
5.  Other proof of insurance (Please specify)

Q11. Did this licensee have a fixed source of drinking water in your park in 1991? (Check one)

1.  No → Skip to Q. 19
2.  Yes

Q12. Was the purity of this licensee's drinking water tested in 1991? (Check one)

1.  Yes → Skip to Q. 14
2.  No

Q13. Why was the purity of this licensee's drinking water NOT inspected in 1991? (Check all that apply)

1.  Not enough resources to inspect all licensee's water
2.  Other authority's responsibility
3.  Have heard no complaints
4.  No problems in the past
5.  Relied on insurance policy requirements
6.  Other (Please specify)

Q14. Who inspected this licensee's drinking water? (Check all that apply)

1.  N/A - Not tested → Skip to Q. 19
2.  Federal governmental unit
3.  State governmental unit
4.  County governmental unit
5.  Municipal governmental unit
6.  Permittee or permittee's contractor
7.  Other (Please specify)

Q15. Does your park have written copies of all drinking water test results, whether performed by your unit or another, for this licensee for 1991? (Check one)

1.  Yes → Skip to Q. 17
2.  No

Appendix III  
Questionnaire on Commercial-Use Licenses

Q16. Why does your unit NOT have written copies of all drinking water test results for this licensee for 1991? (Check all that apply)

1.  No requirement that all test results be filed
2.  Only receive less than satisfactory reports from responsible authority
3.  Responsible authority not willing to share test results
4.  No requirement to share results
5.  Other (Please specify)

Q17. Which of the following best describes the overall rating this licensee received for the purity of its drinking water in 1991? (Check one)

1.  Satisfactory
2.  Needs improvement
3.  Unsatisfactory

Q18. In which of the following areas, if any, was this licensee's drinking water less than satisfactory at any time during 1991? (Check all that apply)

1.  All areas at least satisfactory
2.  Micro-organisms (including giardia, bacteria, or viruses)
3.  Toxic chemicals
4.  Ph level
5.  Suspended solids
6.  Unsanitary faucet or tap
7.  Other (Please specify)

Q19. Did this licensee provide or prepare food for its customers in 1991? (Check one)

1.  No → Skip to Q. 27
2.  Yes

Q20. Was this licensee's food service inspected in 1991? (Check one)

1.  Yes → Skip to Q. 22
2.  No

Q21. Why was this licensee's food service NOT inspected in 1991? (Check all that apply)

1.  Not enough resources to inspect all licensee's food service
2.  Other authority's responsibility
3.  Have heard no complaints
4.  No problems in the past
5.  Relied on insurance policy requirements
6.  Other (Please specify)

Q22. Who inspected this licensee's food service? (Check all that apply)

1.  N/A - Not inspected → Skip to Q. 27
2.  Federal governmental unit
3.  State governmental unit
4.  County governmental unit
5.  Municipal governmental unit
6.  Licensee or licensee's contractor
7.  Other (Please specify)

Appendix III  
Questionnaire on Commercial-Use Licenses

Q23. Does your park have written copies of all food service inspection reports, whether performed by your unit or another, for this licensee for 1991? (Check one)

1.  Yes → Skip to Q. 25
2.  No

Q24. Why does your park **NOT** have written copies of all food inspection reports for this licensee for 1991? (Check all that apply)

1.  No requirement that all test results be filed
2.  Only receive less than satisfactory reports from responsible authority
3.  Responsible authority not willing to share test results
4.  No requirement to share results
5.  Other (Please specify)

Q25. Which of the following best describes the overall rating this licensee received for food service in 1991? (Check one)

1.  Satisfactory
2.  Needs improvement
3.  Unsatisfactory

Q26. In which of the following areas, if any, was this licensee's food service less than satisfactory at any time during 1991? (Check all that apply)

1.  All areas at least satisfactory
2.  Food preparations
3.  Quality of food
4.  Kitchen cleanliness
5.  Vermin
6.  Food storage conditions
7.  Management or business practices
8.  Other (Please specify)

Q27. Were this licensee's facilities, vehicles, boats, and/or equipment inspected for safety violations (including fire or employee safety) in 1991? (Check one)

1.  Yes → Skip to Q. 29
2.  No

Appendix III  
Questionnaire on Commercial-Use Licenses

Q28. Why did this licensee's NOT receive a safety inspection in 1991? (Check all that apply)

1.  Has no facilities, vehicles, boats, or equipment → Skip to Q. 34
2.  Not enough resources to inspect all licensee's facilities or equipment
3.  Other authority's responsibility
4.  Have heard no complaints
5.  No problems in the past
6.  Licensee certified all facilities and/or equipment met applicable safety standards
7.  Relied on insurance policy requirements
8.  Other (Please specify)

Q29. Who performed this licensee's safety inspection? (Check all that apply)

1.  N/A - Not inspected → Skip to Q. 34
2.  Federal governmental unit
3.  State governmental unit
4.  County governmental unit
5.  Municipal governmental unit
6.  Licensee or licensee's contractor
7.  Other (Please specify)

Q30. Does your park have written copies of all safety inspection reports, whether performed by your unit or another, for this licensee for 1991? (Check one)

1.  Yes → Skip to Q. 32
2.  No

Q31. Why does your park NOT have written copies of all safety inspection reports for this licensee for 1991? (Check all that apply)

1.  No requirement that all test results be filed
2.  Only receive less than satisfactory reports from responsible authority
3.  Responsible authority not willing to share test results
4.  No requirement to share results
5.  Other (Please specify)

Q32. Which of the following best describes the overall rating this licensee received for safety conditions in 1991? (Check one)

1.  Satisfactory
2.  Needs improvement
3.  Unsatisfactory

Appendix III  
Questionnaire on Commercial-Use Licenses

Q33. In which of the following areas, if any, was this licensee's safety conditions less than satisfactory at any time during 1991? (Check all that apply)

1.  All areas at least satisfactory
2.  Fire code violations
3.  Equipment unsafe or not maintained
4.  Vehicles or boats unsafe or not maintained
5.  Other (Please specify)

Q34. Did any injuries requiring medical attention or deaths occur in 1991 involving this licensee in your park? (Check one)

1.  No → Skip to Q. 37
2.  Yes

Q35. How many injuries or deaths involving this licensee in your park occurred in 1991? (Enter number; if none, enter 0)

\_\_\_\_\_ Injuries

\_\_\_\_\_ Deaths

Q36. Please explain the circumstances surrounding the injuries or deaths involving this licensee in 1991. (If more space is needed please continue at the end of the questionnaire or on a separate sheet)

Q37. How many complaints against this licensee, if any, were recorded by your park in 1991? (Enter number; if none, enter 0)

\_\_\_\_\_ Complaints

Q38. What was the amount of gross revenue earned under this license in your park in 1991? (Enter amount; if not known, check box)

\$ \_\_\_\_\_

1.  Don't know

Q39. What license fee, in dollars, was paid by this licensee in 1991? (Enter amount in dollars)

\$ \_\_\_\_\_

Q40. Please provide the following information in the event we need to clarify any of your answers.

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Commercial telephone number (not FTS): (\_\_\_\_) \_\_\_\_\_

Q41. If you have any additional comments on concession oversight or other topics in this questionnaire, or you would like to further explain any of your answers, please do so below or on the back of this sheet.

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# Major Contributors to This Report

---

**Resources,  
Community, and  
Economic  
Development  
Division, Washington,  
D.C.**

**James R. Hunt, Assistant Director  
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