



Memorandum from the Office of the Inspector General

September 29, 2009

Janet C. Herrin, WT 10D-K
Jeffrey T. Parsley, EB 3G-C

FINAL REPORT – INSPECTION 2009-12695-11 – REVIEW OF WILSON DAM-LOWER ROCKPILE CAMPGROUND

At the request of the Senior Vice President, Office of Environment and Research, we initiated reviews of the 11 Tennessee Valley Authority (TVA) managed campgrounds to determine if (1) campgrounds are being operated in accordance with the program intent and (2) campgrounds' operating controls are functioning as intended. This report addresses our finding pertaining to the Wilson Dam-Lower Rockpile Campground.

We found that the campground was operating under the program intent, which is to provide public areas for recreation. At the time of our visit no campers were present, but the boat ramp was being used. Additionally, we found the basic operating controls were the functions provided by the TVA Police. In summary, we found the operating controls appear to be functioning as intended and campground guidelines were generally being complied with. However, we did note some minor overall program guideline inconsistencies.

BACKGROUND

TVA operates some 100 public recreation areas throughout the Tennessee Valley, including campgrounds, day-use areas, and boat launching ramps. TVA manages 11 campgrounds throughout the Valley and has set out specific campground rules in various TVA documents to help guide the maintenance and operation of these campgrounds. These documents include:

- Stewardship Guideline 7.2.1 - TVA's Recreation Areas
- Stewardship Guideline 7.1.4 - Developed Recreation Area Rules and Regulations
- Stewardship Guideline 7.1.1 - Administration of Fee Campgrounds and Pavilion Reservations

- Campground Host Procedures and Campground Regulations Handbook (2008 Edition) (Host Handbook)
- Resident Manager Procedures and Campground Regulations Manual (2009 Edition) (Resident Manager Manual)
- Campground Fees Process provided by Facilities

According to Stewardship Guideline 7.2.1, the 11 TVA-managed campgrounds help provide opportunities for public access to and enjoyment of the river system.

Wilson Dam-Lower Rockpile Campground is a self-service campsite.¹ Wilson Dam-Lower Rockpile Campground contains many amenities including (1) restrooms with heated showers and flush toilets, (2) picnic tables and grills, (3) a group pavilion which is available by reservation, (4) boat ramps above and below the Wilson Dam, (5) lake and river fishing, (6) a hiking trail, (7) a walking trail, (8) a natural area, (9) a wildlife viewing area, (10) bird watching, and (11) bicycling. The campground contains 23 campsites (none of which have water or electric hookups). According to TVA's Recreation Manager, no future upgrades are planned due to periodic flooding that occurs at the campground.

All of the 11 TVA-managed campgrounds are available on a first-come, first-serve basis; except for Barton Springs, Cherokee Dam, Mallard Creek, Loyston Point, and Melton Hill campgrounds that operate on a lottery system to initially allocate campsites on opening day at the start of camping season and then manage the remaining season on a first-come, first-serve basis. TVA campgrounds charge the same camping rates and fees. Specifically, during the time period we reviewed, TVA daily and monthly rates were:

- For a campsite without water and electric hookups, \$16 daily and \$240 monthly.
- For a campsite with water and/or electric hookups, \$20 daily and \$300 monthly.
- For a campsite with water, electric, and sewer hookups, \$24 daily and \$360 monthly.

America the Beautiful Pass and older Golden Age and Golden Access Passport programs² can be used at TVA campgrounds to obtain half-price rentals on daily campsites only.

¹ These are campgrounds without a Resident Manager which operate on the honor system. Fees are placed in a lockbox and collected by TVA Police at Wilson Dam-Lower Rockpile Campground and forwarded on to TVA Facilities Management.

² America the Beautiful Access Passes and older Golden Access Passes are for U.S. Citizens or permanent residents with permanent disabilities. America the Beautiful Senior Passes and older Golden Age Passes are for U.S. Citizens or permanent residents age 62 or over. These passes can be purchased through the National Park Service and are lifetime passes.

Facilities Management provided us certain revenue, expense, and occupancy information (i.e., the number of days the campsites were occupied) for fiscal years 2004 – 2008 for the TVA-managed campgrounds, and that information is summarized in Table 1 for Wilson Dam-Lower Rockpile Campground.

Table 1

	2004	2005	2006	2007	2008
Revenue	\$ 2,357	\$ 2,640	\$ 1,852	\$ 2,501	\$ 2,242
Expense	\$ 13,000	\$ 4,086	\$ 4,086	\$ -	\$ -
Occupancy	165	147	171	109	175

Four of the 11 TVA-managed campgrounds have a Resident Manager because the campground is not located on a dam reservation. The Resident Manager is to assist TVA in supplying a safe, hazard-free environment for persons using the campgrounds. The Resident Manager is responsible for registering campers, operating the gates, providing information to campers, picking up litter, and various other tasks. Wilson Dam-Lower Rockpile is a self-service campground and does not have a Resident Manager, but utilizes TVA Police to collect money and provide oversight. TVA Facilities Management takes care of maintenance and upkeep, such as lawn care and bathhouse repairs, at Wilson Dam-Lower Rockpile Campground.

OBJECTIVES, SCOPE, AND METHODOLOGY

The objectives of our review of Wilson Dam-Lower Rockpile were to determine if (1) the campground is being operated in accordance with TVA's program intent and (2) the campground's operating controls are functioning as intended.

To achieve our objectives, we:

- Interviewed key TVA personnel and reviewed related TVA policies, processes, procedures, and guidelines to identify program intent and operational controls.
- Reviewed TVA-managed campground assessments as prepared by Land and Water Stewardship and Facilities, including scorecards, assessment briefing papers, and electrical reports to identify potential areas of concern.
- Conducted a walkdown of Wilson Dam-Lower Rockpile Campground to determine whether guidelines are being followed and controls are functioning as intended.
- Compared a sample of remittance registers for June 2009 submitted to Facilities for deposit with records maintained by TVA Police for Wilson Dam-Lower Rockpile Campground to determine whether revenue was accurately reported or discrepancies exist.

- Reviewed historical occupancy reports and revenue information to identify any potential control weaknesses.

The scope of this inspection included activities and operating controls related to Wilson Dam-Lower Rockpile Campground. This inspection was conducted in accordance with the "Quality Standards for Inspection."³

FINDINGS

Our review found that Wilson Dam-Lower Rockpile Campground was operating in accordance with the program intent, which is to provide recreation for the public. Additionally, we found the basic operating controls were functions provided by TVA Police. The operating controls appear to be functioning as intended. Furthermore, the campground guidelines were generally being complied with. However, we did note some inconsistencies among applicable TVA guidelines.

PROGRAM INTENT

We observed no campers during our visit to Wilson Dam-Lower Rockpile Campground. However, we did note that the boat ramp was being used and that the campground appeared to be well maintained and in good condition. According to TVA's Recreation Manager, no future upgrades are planned due to periodic flooding at the campground. The boat ramp that is used for recreation at Wilson Dam-Lower Rockpile Campground is shown in Figure 1.

Figure 1



³ The Quality Standards for Inspections issued by the President's Council on Integrity and Efficiency, Executive Council on Integrity and Efficiency, provide standards for conducting inspections in the Inspector General community.

OPERATING CONTROLS

Wilson Dam-Lower Rockpile Campground utilizes TVA Police to collect money and provide oversight. The functions of TVA Police act as the operating controls for the campground. There are no guidelines documenting the duties and responsibilities of TVA Police; however, from discussions with the TVA Police, the following processes are to be completed:

- Unlocks vault and collect payment envelopes multiple times weekly.
- Verifies occupied campsites have been paid for.
- Approaches campers that have not paid and collects money owed.
- Tracks and fills out occupancy reports.
- Converts all cash collected to money orders and forwards all payments to TVA Facilities Management with a remittance report detailing weekly total.

As part of our review, we (1) reviewed camper payments, (2) performed a walkdown of the campground to assess compliance with campground guidelines, and (3) compared all identified manuals and guidelines for consistency. While we found the operating controls were generally functioning as intended, some control improvement opportunities may exist pertaining to overall program guideline inconsistencies.

Camper Payments

During our walkdown, we noted that none of the 23 campsites were occupied. TVA Police opened the campground vault and showed us that no envelopes had been submitted. However, no discrepancies were identified when we compared our judgmentally selected sample of remittance registers from June 2009, provided by Facilities, to the documentation maintained by TVA Police. Nothing we observed indicated controls were not functioning as prescribed.

Campground Guidelines Compliance

We performed a walkdown of Wilson Dam-Lower Rockpile Campground, and we found it to be generally operating in accordance with the guidelines. We created a checklist based upon (1) Stewardship Guideline 7.1.4 - Developed Recreation Area Rules and Regulations, (2) Host Handbook, and (3) Resident Manager Manual. We used the checklist during our walkdown to identify whether the campground was in compliance with the guidelines. We found the campground to be clean, well-maintained, and based on our walkdown, operated effectively. Based on the specific criteria in the guidelines, we identified a few noncompliances. They are provided for informational purposes only, and they do not require a response or actions from management. The only noncompliances found were a nail in a tree, a car parked in a no parking zone, as shown in Figure 2, and trash outside of designated disposal areas for two of the 23 campsites.

Figure 2



Guideline Alignment and Clarity

During our reviews of the 11 TVA-managed campgrounds, we noted some inconsistencies among the various TVA guidelines utilized for the campgrounds. The detailed findings, recommendations, and management's planned actions were addressed in Inspection 2009-12695-02 – Review of Douglas Dam Headwater Campground.

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Based on the results of this review and since the findings and recommendations regarding overall program guideline inconsistencies were addressed in a separate report, this report does not include any recommendations and is to be used for informational purposes only. Accordingly, no response is necessary.

Information contained in this report may be subject to public disclosure. Please advise us of any sensitive information in this report which you recommend be withheld.

Janet C. Herrin
Jeffrey T. Parsley
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If you have any questions or wish to discuss our observations, please contact Gregory C. Jaynes, Deputy Assistant Inspector General, Inspections, at (423) 785-4810. We appreciate the courtesy and cooperation received from your staff during the inspection.

A handwritten signature in black ink that reads "Gregory C. Jaynes". The signature is written in a cursive, flowing style.

(For) Robert E. Martin
Assistant Inspector General
(Audits and Inspections)
ET 3C-K

KSL:SDB
Attachment

cc (Attachment):

Peyton T. Hairston, Jr., WT 7B-K
Tom D. Kilgore, WT 7B-K
John E. Long, Jr., WT 7B-K
Richard W. Moore, ET 4C-K
Anda A. Ray, WT 11A-K
Emily J. Reynolds, OCP 1L-NST
Ronald J. Williams, CTR 2C-M
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