



Department of the Army
U.S. Army Corps of Engineers
Washington, DC

*Engineer Pamphlet 1130-2-554

20 March 2023

CECW-CO

Project Operation

**GUIDANCE FOR OPERATIONAL CONDITION ASSESSMENTS OF USACE
RECREATION CONDITION ASSESSMENT**

FOR THE COMMANDER:

JAMES J. HANDURA
COL, EN
Chief of Staff

Purpose. This pamphlet describes guidance for implementing Operational Condition Assessments (OCAs) for the Recreation (REC) business line and enforces the requirements of U.S. Army Corps of Engineers (USACE) Condition Assessment policy in Engineer Regulation (ER) 1130-2-554 for all USACE assets in the REC program.

Applicability. This pamphlet applies to all USACE major subordinate commands (MSCs) having Civil Works (CW) responsibilities in the REC program. Any guidance and requirements in this pamphlet are specific to the REC program.

Distribution Statement. Approved for public release; distribution is unlimited.

Proponent and Exception Authority. The proponent of this pamphlet is the HQUSACE Operations and Regulatory Chief (CECW-CO). The proponent has the authority to approve exceptions or waivers to this regulation that are consistent with controlling law and regulations. Only the proponent of a publication or form may modify it by officially revising or rescinding it.

Contents

Purpose • 1, *page 1*

Applicability • 2, *page 1*

Distribution Statement • 3, *page 1*

References • 4, *page 1*

Records Management (Recordkeeping) Requirements • 5, *page 1*

Overview • 6, *page 1*

Recreation Asset Inventory • 7, *page 2*

Recreation Operational Condition Assessment Ratings • 8, *page 4*

Recreation Operational Condition Assessment Process • 9, *page 6*

Team Composition • 10, *page 7*

Responsibilities • 11, *page 7*

Scheduling • 12, *page 8*

Funding • 13, *page 8*

Appendixes

A. Appendix A: Recreation Operational Condition Assessment Process, *page 9*

Table List

Table 1: Minimum Recreation Asset Assessment, *page 3*

Table 2: OCA Rating Scale and Definitions, *page 5*

Glossary of Terms, *page 12*

1. Purpose.

The purpose of this engineer pamphlet (EP) is to describe guidance for implementing Operational Condition Assessments (OCAs) for the Recreation (REC) business line and enforces the requirements of the U.S. Army Corps of Engineers (USACE) Condition Assessment policy in Engineer Regulation (ER) 1130-2-554 for all U.S. Army Corps of Engineers (USACE) Civil Works assets in the REC program.

2. Applicability.

This EP is applicable to all USACE major subordinate commands (MSCs) having Civil Works (CW) responsibilities in the REC program. Any guidance and requirements in this EP are specific to the REC program.

3. Distribution Statement.

Approved for public release; distribution is unlimited.

4. References.

ER 1130-2-554, Project Operation – USACE Condition Assessments,
https://www.publications.usace.army.mil/Portals/76/Users/182/86/2486/ER%201130-2-554.pdf?ver=-QW0hSNrmnHJLrWa98G_Eg%3d%3d.

Engineer Manual (EM) 1110-1-400, Recreation Facility and Customer Service Standards,

<https://www.publications.usace.army.mil/Portals/76/Publications/EngineerManuals/EM1110-1-400.pdf?ver=01oZjDngyE49Bi4jqYh6wg%3d%3d>.

Engineer Circular (EC) 11-2-225, Civil Works Direct Program Development Policy Guidance for the current fiscal year,

<https://www.publications.usace.army.mil/Portals/76/Users/182/86/2486/EC11-2-225.pdf?ver=LzR-w0qCtR9jw0L08Qvs4g%3d%3d>

5. Records Management (Recordkeeping) Requirements.

The records management requirement for all record numbers, associated forms, and reports required by this regulation are addressed in the Army Records Retention Schedule – Army (RRS-A). Detailed information for all related record numbers is located in the Army Records Information Management System (ARIMS)/RRS-A at <https://www.arims.army.mil>. If any record numbers, forms, and reports are not current, addressed, and/or published correctly in ARIMS/RRS-A, see Department of the Army (DA) Pamphlet 25-403, Guide to Recordkeeping in the Army, for guidance.

6. Overview.

a. USACE Asset Management realizes that the requirements for managing a very large and diverse CW infrastructure portfolio continue to exceed available resources. Therefore, establishing the current condition and functional reliability of an asset is critical to a successful asset management strategy and necessary to avoid the consequences of an asset's poor performance or failure.

b. The objective of the REC OCA process is to obtain nationally consistent operational condition data of the highest possible quality to identify the current condition of recreation assets. The end goal is to create a process that is repeatable, defensible, and consistently applied to assess each critical component. Assessment of the operational condition of each asset is a crucial fundamental step to creating an effective, risk-informed budget.

7. Recreation Asset Inventory.

The REC asset inventory is housed in the Operation and Maintenance Business Information Link (OMBIL), the database of record. Information for that database will be collected in the annual Natural Resources Management (NRM)-Assessment update. All projects receiving REC funding in the CW budget Operations and Maintenance (O&M) or Mississippi River and Tributaries (MR&T) appropriations REC Programs must accurately list the presence and quantities of each recreation facility in the database. Project site area identification numbers (PSA ID) and asset inventories in NRM-Assessment will be cross-walked into the REC module in the Asset Management OCA tools (<https://assetmanagement.erdc.dren.mil/>).

a. REC OCA includes only REC infrastructure that is owned or operated by USACE. Outgranted project site areas (PSAs) where USACE has no financial liability or O&M responsibilities will not be assessed in the REC OCAs. Real estate inspections are the appropriate means to identify major deficiencies and violations of outgranted areas.

b. Site Sampling. PSAs may contain certain duplicative facilities such as camping or picnic sites. It necessary to understand the representative condition for these assets in the PSA. Best practice is to rate the assets as a group, getting the representative condition of the sites in each loop or section or at least a 5% sampling of the sites. Build an asset for the loop/series of sites for the representative rating, and individual sites that will be sampled (naming convention: Loop A sites, Loop B sites, and so on). Sample the sites in each loop to give the representative condition rating for that area. Table 1 provides the minimum assessment requirements for each recreation asset.

**Table 1
Minimum Recreation Asset Assessment**

Project Site Area (PSA)	Asset Category	Asset Component (Sub-type)	Minimum Asset Visibility	Criticality Rating
Campgrounds Multipurpose Areas Day Use Areas Water Access Land Access Scenic Viewing	Roads	Roads (public & REC service)	Sample each Segment	6
	Parking	Parking (public)	Sample each parking lot	5
	Boat Ramps	Launch Lanes	Each Ramp	7
		Courtesy Docks	Each dock	3
	Buildings	Admin or Maintenance	Each bldg.	7
		Gatehouse-Entrance Station	Each bldg.	5
		Interpretive-Visitor Center	Each bldg.	4
		Restroom	Each bldg.	8
		Utility, Storage and other REC bldgs	Each bldg.	5
	Structures	Amphitheater	Each structure	2
		Fish cleaning station	Each structure	2
		Fishing Dock (floating)	Each structure	3
		Fishing Pier (fixed)	Each structure	3
		Group Shelter	Each structure	3
	Sites	Beaches	Each swim area	4
		Camp Sites	Sampling (1 per loop) 5%	4
		Picnic Sites	Sampling (1 per loop) 5%	3
	Utilities	Dump Station	Each asset	9
		Electrical	Overall system	9
		Sewer/Septic/Treatment	Overall system	9
		Water Supply/Treatment	Overall system	9
	Grounds	Erosion Control – (Retaining walls, gabions, bulk heads)	Overall System	7
		Trails (all)	Overall system	2
		Playgrounds-fields-courts	Optional	3
		Fencing/Gates/Barriers	TBD	
		Signs/Buoys/Markers	TBD	
	Equipment	Government Owned Vehicles (GOV)	TBD	
Tools/Implements/Machinery		TBD		
Boats/Vessels		TBD		

8. Recreation Operational Condition Assessment Ratings.

An REC OCA rating is assigned to each individual component of an asset as a point-in-time rating considering the current condition used by managers and budget scheduling. It is important to document the assessment date.

a. A component and/or system “deficiency” is a physical characteristic, such as deterioration, damage, or irregular flaw. Safety and legal mandates are tracked separately using their definitions in the USACE Civil Works Direct Program Development Policy Guidance for the current fiscal year (EC 11-2-225). They are not to be combined into a single rating representing condition, safety, and legal mandates.

b. Component age and obsolescence should not exclusively justify a lowered REC OCA rating. Many components in the USACE inventory have outlived their design life but are still in good operational condition. If components are still fulfilling their design requirements, it is likely more prudent to focus repair efforts elsewhere. Note that while component age should not be considered when determining the OCA rating, the age based on the “placed in service date” will be captured in the OCA database. From a broader asset management perspective, the placed in service date is critical for a better understanding of the assets at specific projects and to better inform life cycle portfolio decisions.

c. The operational condition rating for REC components should consider the level or degree to which the deficiency degrades the component’s performance, alters operational procedures, and/or increases its maintenance requirements.

(1) Specific condition assessment rating procedures for various asset components are described in Appendix A of this document.

(2) A standard OCA rating scale is used to assign an OCA rating to each component. The scale uses school-style ratings A through F, as well as a CF rating for Completely Failed and a U rating for Unratable. See Table 2.

(3) A component’s condition will also be evaluated to determine if it lies near the transitional boundary between one OCA rating and the next lower rating by adding a minus (-) to the condition rating (Table 2). A minus rating increment may be assigned when an assessor determines that the component meets the definition of a particular OCA rating but may be showing initial signs of the next lower OCA rating. The assessor may believe the component is at the point where it will soon worsen to a lower condition rating.

(4) In addition to the standard OCA rating scale (A through CF), each of the 10 standard OCA ratings may also be described by a qualitative descriptor (such as “Excellent” for A or “Failing” for F) or an index value (such as 9 for A or 0 for CF) as noted in Table 2. These qualitative descriptors and index values are intended as alternate ways to describe OCA ratings in words or values. While these alternate methods can be helpful for reporting or communication, the standard OCA rating scale (A through CF) remains as the single, official representation of OCA ratings.

(5) A rating of U (Unratable) will be applied when an asset is either missing the component (for example, a campsite that does not have canopies or impact areas uses U to rate the component of the asset), or after applying due diligence in reviewing available data sources, an assessor does not have adequate confidence in rating a component A to CF (for example, could not rate a site because it is under water). These ratings are defined in the REC OCA rating aides.

**Table 2
OCA Rating Scale and Definitions**

OCA Rating	Index Value	Descriptor	Physical Condition	Performance
A	9	Excellent	No signs of degradation and recently put into service.	No performance issues and was recently put into service.
A-	8			
B	7	Good	Minor deficiencies.	No performance issues.
B-	6			
C	5	Fair	Moderate deficiencies.	Deficiency is beginning to affect component's performance, operational procedures, and/or maintenance requirements.
C-	4			
D	3	Poor	Significant deficiencies affecting a substantial portion or critical feature of the component.	Deficiency increasingly affects component's performance, operational procedures, and/or maintenance requirements.
D-	2			
F	1	Failing	Severe deficiencies affecting a substantial or critical feature of the component.	Deficiency substantially affects component's performance, operational procedures, and/or maintenance requirements.
CF	0	Completely Failed	Due to degradation, component has failed and does not perform its intended function.	Component has failed or does not perform its intended function.
U	n/a	Unratable	Unratable	Unratable

(6) REC OCAs are assessments, not inspections. In other words, REC OCAs rely on data gathered by other inspections, systems, or methods to justify their ratings, as well as the REC OCA site walkaround and project personnel interviews. Roads and parking, bridges, and other inspections are explained in appendix A. The burden of proof to justify a rating below B- is on the District performing the REC OCA. The District will conduct inspections/investigations to gather data on components for use in justifying REC OCA ratings.

d. REC OCA ratings of B-, C, C-, D, D-, F, and CF will include inspection data or photographs depicting the deficiencies, and verified by written comments to include observation, consultation with technical experts, testimony of project staff (decreased level of performance, reported outages, etc.), and/or documentation. The component may not be assigned a REC OCA rating lower than a B if that rating cannot be verified by any of the methods listed above.

e. REC OCA Rating Comments. REC OCA ratings will be supported, where practical, with appropriate rating support data: photographs, global positioning system (GPS) coordinates; references to maintenance work orders; and performance data, OMBIL, and/or other sources.

f. With the inclusion of USACE in the Federal Lands Transportation Program (FLTP) in 2012, USACE joins the other Federal Land Management agencies that are required to report condition and inventory of federally operated roads and parking infrastructure. USACE has partnered with the Federal Highway Administration (FHWA) to develop a rating process that is consistent with FLTP requirements for federally owned/operated public roads, while meeting the intention of USACE asset management philosophy. Road inspections will follow the approved process laid out by FHWA. These inspections may occur concurrent with assessments, or as a separate activity to inform the REC OCA ratings.

9. Recreation Operational Condition Assessment Process.

a. An OCA is the process of determining a REC OCA rating for the components and/or systems being assessed at a project by qualified, trained assessors.

b. There are three types of REC OCAs:

(1) Comprehensive REC OCA. A formal, full on-site assessment of the project's REC components, completed by the designated REC OCA team.

(2) Condensed REC OCA. A formal, full assessment of the project's REC components performed by local staff using the same tools and procedures as comprehensive REC OCA and reviewed virtually to formalize by a regional REC OCA team.

(3) Updated REC OCA. A partial REC OCA may be conducted out of cycle to update the changes in condition that have occurred since the last assessment. A cursory assessment of REC components is performed annually through a review of the NRM-Assessment data update. NRM-Assessment REC OCA data will be reviewed by project personnel to ensure accuracy of the data. Requested changes during the Update REC OCA will be coordinated and formalized through the District Business Line Manager (BLM) to the Division BLM in coordination with the Regional Asset Manager (RAM), as appropriate, to address regional and national processes. Requested changes will be validated and verified with proper documentation before the changes can be made in the REC OCA tools.

10. Team Composition.

In either a comprehensive or condensed REC OCA scenario, the assessment is conducted by a team consisting of team members and a designated Team Leader.

a. All REC OCA team members and the Team Leader must be trained and must incorporate a regional aspect in one or more of the following ways:

(1) Include team members from outside the local project or District.

(2) Seek additional REC OCA Quality Control (QC) input from another District before submitting the REC OCA for Quality Assurance (QA) review at the MSC level.

(3) Perform QA/QC using a multi-District team representing the MSC.

(4) Coordinate with the District or Division for QA.

b. If qualified Subject Matter Experts (SMEs) are not available within the MSC when needed, an option is to seek expertise from the national Project Delivery Team (PDT) or another MSC.

c. A comprehensive OCA team should consist of the following:

(1) A designated Team Leader.

(2) At least one other member from elsewhere in the District, Division, or national program.

(3) Local personnel may participate in an advisory or informational capacity or act as a "guide." Local guides are critical to the process to inform of deficiencies or degradation that cannot be noticed or observed by the outside assessor.

d. A condensed OCA team should consist of the following:

(1) Local staff.

(2) District or regional program personnel/OCA Coordinator to conduct virtual QC.

11. Responsibilities.

a. The Headquarters, U.S. Army Corps of Engineers (HQUSACE) REC program manager and the National REC OCA PDT will be responsible for implementation guidance, trainings, and QA/QC for the national program.

b. The Division REC BLMs will be responsible for coordination with the RAM and QA/QC.

c. The Division REC BLMs will be responsible for REC OCA implementation in their Divisions, including scheduling, training, QA/QC, and ensuring coordination with the RAM.

d. The District REC program will be responsible for scheduling, building project models, implementation, ensuring project personnel receive training, and QA rating in their Districts.

e. Project staff must maintain continual awareness of the current project models and OCA ratings for all components at their project and should help ensure that all critical project components have been addressed and assigned an OCA rating.

12. Scheduling.

REC OCAs must be conducted at each project a minimum of once every five years. More frequent REC OCAs may be conducted if known changes in condition have occurred but must be coordinated among the following parties: The RAM or designee, District staff (such as Operations Project Managers [OPMs] or other resource managers), REC OCA team members, and others as required. The MSC will provide the RAM and/or OCA Coordinator a copy of this schedule.

13. Funding.

Comprehensive REC OCAs will be funded at the project level through the O&M appropriation. See the REC budget guidance or Program Development Manual for information on how to submit budget packages for REC OCAs. The REC OCA team should strive to minimize costs of the REC OCA while maintaining consistency, integrity, accuracy, and value. Condensed REC OCAs may be project-funded without a separate line item in the REC budget submittal.

Appendix A

Recreation Operational Condition Assessment Process

Generally, a comprehensive REC OCA can be accomplished as below:

A-1. Project Model Build.

Initial or verification of an existing project model: A REC OCA is conducted using a project model, which is a representation of the project.

a. The initial project model must be built prior to the project's first REC OCA. The project model must be built to mirror the information found in NRM-Assessment, to include PSA IDs and facility detail information where applicable. **IMPORTANT NOTE:** PSA ID numbers must align between the REC OCA builder module and the NRM-Assessment module in order to build to the proper asset level in Recreation Civil Works Integrated Funding Database (Rec-CWIFD).

b. For subsequent REC OCAs, the project model must be updated as needed to represent the current project. For example, an update may be necessitated by newly installed components, removed components, or corrections.

c. It is recommended that each MSC use a limited number of qualified, trained, and knowledgeable individuals to build/update project models to increase consistency and accuracy within the MSC and throughout USACE.

A-2. Supporting Documentation.

Prior to conducting the REC OCA, team members should review relevant supporting documentation.

a. The supporting documentation should be collected and distributed prior to the REC OCA. It should be current and relevant to the condition of the project's components.

b. Examples of common supporting documentation include the following:

(1) Inspection reports (water quality, roads/parking/bridge inspections, mechanical systems, etc.).

(a) Bridge OCA ratings will rely on inspection data housed in the Corps of Engineers Bridge Inventory System (CEBIS). If an OCA is to be conducted and there is no bridge data identified in CEBIS, contact the District Bridge Safety Manager. This should cover both vehicular and pedestrian bridges. Vehicular bridges will house assets under Roads, and pedestrian bridges will house assets under Trails.

(b) Roads and parking inspections can occur prior to the REC OCA or simultaneous. Road inspection process guidance will be administered separately but will inform the REC OCA ratings.

(c) Water quality reports will help inform OCA ratings for swim beaches, and well water sampling should help inform OCA ratings for water systems.

(d) All other inspections to REC assets that have occurred prior to the REC OCA, such as sewage treatment inspections or system inspections for water/sewer/electric systems, will be obtained prior to starting the assessment and used to inform ratings.

(2) Facilities and equipment maintenance (FEM) work orders and historical data.

(3) Ranger logs, reports, or other informal inspections.

A-3. Discussions with Project Staff.

The REC OCA team will have conversations with project personnel to discuss project issues that may affect component condition, operations, and maintenance relevant to REC OCA ratings.

a. Project staff should be encouraged to participate in the discussion process. REC OCA team members should incorporate staff testimony, where applicable, into their comments to justify REC OCA ratings.

b. Project personnel are encouraged to answer questions from assessors and provide testimony about the condition, performance, operation, and maintenance of components. However, only the REC OCA team members will assign ratings during comprehensive reviews. Team membership may consist of local staff for condensed reviews. Those who are not part of the REC OCA team are discouraged from attempting to influence the REC OCA ratings in a way that is not consistent with the REC OCA rating process through circumventing the rating flowchart or other rating aids designed to reduce bias, inconsistency, and subjectivity.

A-4. On-site Observation.

The REC OCA team conducts an on-site project walkaround to gather information about component conditions. A site visit is always required for a comprehensive REC OCA; a site visit may be conducted for a condensed REC OCA or may use local staff with regional review of assessment data.

a. REC OCA team members review as many REC components as practical consistent with Table 1, but at a minimum, should review all known suspect component conditions with the project staff and look for any unknown issues.

b. REC OCA team members verify all operational conditions that the project staff identifies as concerns during in brief.

c. While on-site observations are not detailed inspections of the operation of the equipment and structures, they must be thorough enough to identify conditions which currently affect their operation. It is the responsibility of REC OCA team members to observe and appropriately document operational conditions.

A-5. REC OCA Rating Assignment.

REC OCA team members will assign a REC OCA rating to each component in the project model by following the REC OCA Rating Aids.

A-6. Quality Control.

All REC OCAs will have QC performed by the REC OCA team and representatives from the appropriate District's Operations Division in order to validate the following:

a. Components are accurately represented in the project models.

b. REC OCA ratings and comments are complete, accurate, and justified with proper written comments and appropriate rating support data (such as photographs and report references), if required.

A-7. Quality Assurance.

All REC OCAs will have QA performed by the RAM or the RAM's designee at the MSC level in order to validate the following:

- a. Components are accurately represented in the project models.
- b. REC OCA ratings and comments are complete, accurate, and justified with proper written comments and appropriate rating support data (such as photographs and report references), if required.

A-8. Out-briefing.

The final REC OCA will be downloaded by the RAM or the RAM's designee through the REC OCA tools and forwarded to the appropriate parties at the District level (OPMs, Chief of Operations, and/or others). The final ratings will reside in the REC OCA database.

A-9. REC OCA Approval.

A REC OCA is determined to be final only after QC and QA have been performed and all REC OCA ratings have been approved. The OCA Team Leader writes a Memorandum for Record upon assessment completion with a report of findings and major deficiencies. Findings will be addressed in the project's facilities maintenance plan.

A-10. National Quality Assurance Consistency Review.

- a. A national QA review is conducted within the REC Business Line to evaluate and improve the consistency of REC OCA data (such as ratings and comment justifications) across all MSCs.
- b. The national QA effort seeks to determine if improvements should be made to the QC and QA processes at the MSC level to obtain the desired data quality.

Glossary of Terms

Assessment

The application of professional judgment using data from asset monitoring to determine and apply an asset's condition rating.

Asset

Any resource (for example, facility, structure, piece of equipment) that USACE must account for or maintain.

Bias

A particular tendency, trend, inclination, feeling, or opinion, especially one that is preconceived or based on subjective data or incomplete objective data.

Component

A defined part or feature of a USACE asset that will be maintained, repaired, or replaced.

Deficiency

A physical characteristic, such as deterioration, damage, or other irregular flaw, and/or a violation of regulations.

Facility

A constructed USACE asset that serves a particular purpose and that is not a part of another USACE asset.

Facilities and Equipment Maintenance (FEM) System

The FEM System is the Department of Defense Joint Logistics Systems Center's standard computerized maintenance management system. FEM is the USACE-tailored version of the IBM Maximo Enterprise Base System, which is a commercial off-the-shelf system. FEM is an enabler for life cycle asset management, providing critical data and information required to meet real property performance measures related to "right" cost and condition of assets (Memorandum, CECW-CO, Implementation of Facilities and Equipment Maintenance for Asset Management, dated 26 September 2007).

Operational Condition

A component's ability to meet its feature mission requirements within the operational circumstances for which the feature is designed to perform.

Operational Condition Assessment

An HQUSACE Asset Management-directed assessment of USACE components in which the assessment occurs no less frequently than every five years and produces an Operational Condition Assessment (OCA) rating that incorporates an assessment of the component's physical condition, performance, and likelihood of failure.

Performance

A measure of a component's current ability to execute the function for which it was designed.

Quality Assurance (QA)

A systematic process of checking whether a product or service in development meets specified requirements, especially one where the process is applied by an independent party that did not perform the work and is not part of the organization that performed the work.

Quality Control (QC)

A process through which an organization seeks to ensure that product quality is maintained or improved and that errors are reduced or eliminated. QC is a first-line verification performed by the team and/or organization that performed the work.

Risk

The measure of the probability and severity of undesirable consequences; the relationship between the consequences resulting from an adverse event and its probability of occurrence. Risk is measured as (probability of an event) x (probability of adverse response to the event) x (consequences of the event).

System

A USACE asset that is part of a facility and that consists of regularly interacting or interdependent groups of components that perform defined functions. Note that a system can consist of other systems, which are typically referred to as sub-systems.