

# **FEDERAL LANDS RECREATION ENHANCEMENT ACT**

First Triennial Report to Congress  
Fiscal Year 2006

Submitted by:

U.S. Department of the Interior

National Park Service  
U.S. Fish and Wildlife Service  
Bureau of Land Management  
Bureau of Reclamation

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Forest Service

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# **The Federal Lands Recreation Enhancement Act 2006 Report to Congress**

## **Executive Summary**

The Federal Lands Recreation Enhancement Act (REA), enacted by Congress in December of 2004, authorized the Forest Service within the Department of Agriculture, and the National Park Service, Fish and Wildlife Service, Bureau of Land Management, and Bureau of Reclamation within the Department of the Interior to charge fees on Federal recreation sites which meet certain criteria and reinvest a majority of the revenues into enhancing the site. REA replaced fee authority under the Recreation Fee Demonstration Program (Fee Demo) and the Land and Water Conservation Fund, and integrated several important “lessons learned” from those and other earlier fee authorities. Recreation fees continue to provide a vital source of revenue for improving on-the-ground facilities and services for visitors at national parks, national forests, wildlife refuges, and a variety of other public lands throughout the nation. Since 1996, recreation fees have generated over \$1.5 billion, and future REA revenue will continue to significantly improve the quality of the visitor experience at Federal recreation sites.

REA will sunset ten years after the date of enactment (in 2014), which allows adequate time for agencies to plan for future projects, ensure those future projects have a strong nexus with the visitor experience, and more effectively plan and manage the program on a sustainable long term basis. In sum, REA program benefits visitors of Federal public lands by:

- Continuing to reinvest 80 percent or more of the fees back into the collection site to enhance visitor services and address the backlog of maintenance needs at recreation facilities;
- Ensuring projects funded with REA fees are connected to the visitor experience;
- Creating a consistent interagency recreational fee program, including sideboards and specific criteria that limit where new recreation fee sites can be established;
- Creating a simplified system of new recreation passes that can be easily identified and used in a consistent manner on lands managed by all participating agencies;
- Providing more opportunities for public and community involvement in determining recreation fee sites and fee levels; and
- Providing options for collaboration with gateway communities through fee management agreements for visitor and recreation services, emergency medical services, and law enforcement services.

While the REA builds upon lessons learned from the Fee Demo program, including the changes noted above, the changes will not likely be noticed by the visiting public. The vast majority of recreation sites will continue to be free.

Section 9 of REA calls for the Secretaries of the Department of the Interior and the Department of Agriculture to submit the first triennial report on REA to Congress by May 1, 2006. The Departments developed this report jointly in response to Congress's directive. This report:

- Highlights the status of the REA program implementation for Federal recreational lands and waters (including budgetary data);
- Provides examples of projects funded using such fees;
- Provides examples of future projects and programs using such fees;
- Evaluates the REA program; and

Section 2 of this report details examples of each agency's current accomplishments and planned future projects using REA revenues. Section 3 discusses the transition from the Fee Demo program to the REA program, which is nearly complete. For example, key REA implementation accomplishments to date include the following:

- The agencies jointly developed and issued a set of implementation guidelines to be used by all of the participating agencies;
- The agencies developed an organizational structure for the Recreation Resource Advisory Committees (RRACs) that relies largely on existing RACs and creates new RRACs as appropriate for BLM and FS. They also created appropriate interagency agreements to implement the RRAC structure;
- The agencies initiated an acquisition process to obtain the goods and services necessary to establish the new recreation passes; and
- The agencies held numerous outreach and listening sessions to obtain feedback from the public on various aspects of REA implementation. These listening sessions assisted in crafting key provisions in this program.

Section 4 of the report explains the new public participation components of REA, including the use of RRACs in the implementation planning process. Section 5 details the implementation and application of a new family of national recreation passes. Section 6 presents budgetary data for each agency involved in REA. Highlights of this section include:

- Recreation fee revenue has increased substantially over the last nine years, from approximately \$55.3 million in FY 1997 to \$196 million in FY 2005, due to

changes in a variety of factors over time, including the number of sites authorized to collect fees, fee levels, and visitation;

- The average cost of collection as a percentage of total REA revenue decreased in FY 2005 to 18.7 percent, down from a high of 20.7 percent in FY 2003; and
- Total visitation to DOI and FS recreation sites is estimated at over 600 million for FY 2005. This total includes nearly 400 million visits to DOI sites, making this year's visitation the highest in over a decade. FS sites hosted an estimated 205 million visitors.

Recommendations for improvements on REA are not provided in this report because implementation of the new authority is not yet complete. Subsequent triennial reports will provide sufficient data on which to base more extensive evaluations, determine whether administrative or legislative changes should be made, and to provide appropriate recommendations for improving the program.

This has been an exciting year for everyone involved in the Recreation Fee Program. This report reflects the extraordinary efforts and collaboration among the Departments of the Interior and Agriculture and the public to improve visitors' experiences and the management of our Federal recreation lands.

# The Federal Lands Recreation Enhancement Act 2006 Report to Congress

## Section 1: Introduction

Congress enacted the Federal Lands Recreation Enhancement Act (REA) in December of 2004. REA provides a nationally consistent interagency fee program, achieves on-the-ground improvements to visitor services and facilities on public lands across the nation, creates a new recreation national pass (The “America the Beautiful – National Parks and Federal Recreational Lands Pass,” hereafter called the new pass) for use across interagency Federal recreation sites and services, and engages the public more directly in the fee program.<sup>1</sup> REA replaces and builds upon the previous Recreation Fee Demonstration Program (Fee Demo, 1996–2005).<sup>2</sup>

Federal recreation lands hosted over 600 million visitors in FY 2005. Accommodating the expectations of visitors and providing an enjoyable experience while protecting public lands resources becomes more challenging as visitation increases over the long-term. To help meet these challenges, REA authorizes the Department of the Interior’s National Park Service (NPS), United States Fish and Wildlife Service (FWS), Bureau of Land Management (BLM), and Bureau of Reclamation (BOR), and the Department of Agriculture’s Forest Service (FS) to charge visitor fees. Participating sites retain 80 to 100 percent of recreation fees and utilize them to improve the quality of the visitor experiences at those sites.<sup>3</sup> However, the vast majority of recreation sites continue to be free under REA (as discussed in Section 3).

REA will sunset ten years after the date of enactment (in 2014); this duration will allow the implementing agencies to:

- Plan better for future projects;
- Ensure future projects have a strong nexus with the visitor experience;
- Plan and manage effectively a more sustainable program;
- Improve facilities and services to visitors;
- Invest in technology; and
- Consider fee management agreements with counties and other entities in order to provide additional services efficiently to visitors.

Section 9 of REA calls for the Secretaries of the Department of the Interior and the Department of Agriculture to submit the first triennial report on REA to Congress by

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<sup>1</sup> REA was passed as part of the 2005 Consolidated Appropriations Bill (P.L. 108-447). President Bush signed REA into law on December 8, 2004.

<sup>2</sup> In 1996, Congress authorized the Fee Demo program to address the need for new projects and the growing backlog of maintenance on Federal lands. After several subsequent extensions, Congress most recently had extended the Fee Demo program through December 31, 2005.

<sup>3</sup> For the purpose of this report, Departments refers to both the Department of the Interior (DOI) and the Department of Agriculture (USDA). Additionally, agencies refers to the FS within USDA, and the NPS, FWS, BLM, and BOR within DOI.

May 1, 2006. To respond to Congress's directive, an interdepartmental team jointly developed this report to:

- Highlight the status of REA program implementation for Federal recreational lands and waters (including budgetary data);
- Provide examples of projects funded using such fees;
- Provide examples of future projects and programs using such fees; and
- Evaluate REA program

### Highlights of REA and Changes from the Fee Demo Program

The Fee Demo program provided participating agencies broad authority to charge fees. By contrast, REA addresses public concerns about the former program by limiting fees to sites that have a certain level of development and meet specific criteria.

REA also emphasizes the need for a strong linkage between the visitor and the expenditure of fee revenue. Additionally, in a significant shift, REA contains provisions to increase substantially community and public participation. For example, REA requires the BLM and FS to use Recreational Resource Advisory Committees (RRACs) to engage the public, and also mandates each agency to develop specific protocols to provide the public with information about fees and fee revenue usage. However, while REA makes some significant changes to the Fee Demo program, including the increase in public involvement, the changes will be virtually seamless for the majority of the visiting public.

The Fee Demo program ended during the first quarter of fiscal year 2005, and the REA program began in the second quarter. However, the agencies continued to report their budgetary data for the fiscal year regardless of this mid-year change. The following table (Table 1) highlights the changes from the original Fee Demo program (1996–2004) to the REA program (established December, 2004):

| <b>Table 1: Highlights of REA and Changes from the Fee Demo Program</b> |   |  |
|---|---|--|
| <b>Provision</b>  | <b>Fee Demo Program</b>   | <b>REA</b>   |
| <b>Agencies Included</b>  | NPS, FWS, BLM, and FS were included. BOR was not included in the Fee Demo program.  | The Act authorizes the collection of fees for the NPS, FWS, BLM, BOR, and FS.  |
| <b>Sunset</b>   | Operated on extensions from Congress.   | This Act will sunset 10 years from the date of enactment (December 8, 2004).   |
| <b>Retaining Fee Revenue</b>  | Sites are authorized to retain 80 to 100 percent of the recreation fees and site specific agency pass revenues collected at their sites.                                | Each Department has authority to reduce that to 60 percent for the FY if it determines revenue collected exceeds reasonable needs at a particular unit.  |
| <b>Administrative Costs</b>   | There were no provisions concerning indirect costs in Fee Demo, but agencies established GPRA goals and policies to ensure expenditure efficiencies.                    | An average of 15 percent of total revenue may be used for “administration, overhead and indirect costs related to the recreation fee program.”   |
| <b>Expenditures</b>   | The following general categories of expenditures were included: visitor services, resource protection, facilities deferred maintenance, costs of collection, and other. | The Act retained similar categories, though the language is more focused and limiting. Additionally, the Act prohibits agencies from spending recreation fee revenue on biological monitoring related to threatened and endangered species and on employee bonuses. REA identified an important link between fee expenditures and the visitor. Expenditures for natural resources are limited to habitat restoration for specific recreation activities. |
| <b>New Passes</b>   | Fee Demo provided broad authority for agencies to experiment with different types of passes, including the establishment of regional or multi-entity passes.            | The Act creates new passes to replace the existing National Parks Pass and the Golden Eagle, Age, and Access passes. The new passes will cover entrance to all Federal recreation lands. The Act also authorizes the establishment of regional and multi-entity passes.  |

**Table 1: Highlights of REA and Changes from the Fee Demo Program**

| Provision                   | Fee Demo Program   | REA  |
|-----------------------------|--|--|
| <b>Public Participation</b> | No specific requirements public participation.   | REA requires integrating public involvement in decisions to establish new fee sites, maintain existing ones, or to change fees. Agencies are also required to inform the public on the use of fee revenue. Additionally, the Act calls for the establishment of Recreation Resource Advisory Committees (RRACs) to make recommendations to the Secretaries on fees for BLM and FS.                           |
| <b>New Terminology</b>      | The terms <i>user fee</i> and <i>entrance fee</i> applied to FWS, NPS, BLM, and FS under Fee Demo. | <i>Entrance fee</i> is now a term only used for NPS and FWS; <i>Standard amenity recreation fee</i> is a new more amenity-based category for what used to be BLM and FS entrance fees, and some of their user fees. This term now covers recreational lands administered by BOR, FS and BLM. <i>User fee</i> becomes <i>expanded amenity recreation fee</i> for the remainder of REA sites for all agencies. |
| <b>Guidelines</b>           | No specific requirements for interagency coordination on implementation of the program.            | The Act requires the Secretaries to issue guidelines on a variety of REA issues, including implementation of the new pass program, public involvement, and a plan to provide information to the public about the use of recreation fee revenues.   |
| <b>Reporting</b>            | The agencies were required to report on the status of the program <u>annually</u> under Fee Demo.  | The agencies are required to report to Congress on the status of the program on a <u>three-year cycle</u> , beginning on May 1, 2006.  |

## Section 2: Accomplishments and Future Plans

The agencies have taken the opportunity to build upon the success of the Fee Demo program and implement the “lessons learned” in the transition to REA program. The improvements are most clearly exhibited through each agency’s current accomplishments, which demonstrate the strong nexus with the visitor’s experience. Additionally, as described below, REA creates opportunities for these types of accomplishments to flourish into the future.

Section 9 of REA calls for the report to Congress to cover “*examples of projects that were funded using such [REA] fees and future projects and programs for funding with fees...*” This section of the report highlights current accomplishments, as well as future projected accomplishments for each agency.

### National Park Service—Examples of Current Accomplishments

The National Park Service consists of 390 units encompassing more than 84.4 million acres in 49 states, the District of Columbia, American Samoa, Guam, Puerto Rico, Saipan, and the Virgin Islands. Currently, there are 204 NPS sites which charge fees under REA. The sites include national parks, national monuments, national memorials, national lakeshores, national seashores, national historic sites, national battlefields, and national recreation areas.

#### *Example #1: George Washington Memorial Parkway for Great Falls Park, Virginia (Asset Management/Maintenance and Visitor Services)*

Construction of an integrated system of trails, overlooks, walkways, and other improvements near the visitor center and existing overlooks addressed a range of visitor use and management issues including: safety, resource protection, and visitor experience. This project improved trails, trailhead information kiosks, signs, overlooks, and other areas needed to provide safe opportunities for enjoyment while subtly redirecting visitors from sensitive, unsafe, and inappropriate areas.



*Recreation Fee funds improved visitor safety issues at Great Falls Park overlooks by providing guard railing.*



*Prior to improvements, visitors often ventured off the designated path near this overlook at Great Falls Park, jeopardizing visitor safety and negatively impacting resources.*



*The completed new overlook, funded by Recreation Fee revenue, allows visitors to safely access and enjoy the same beautiful view while protecting resources.*

*Example #2: Saint Croix National Scenic River, Saint Croix, Wisconsin  
(Asset Management/Maintenance)*

The gravel parking area at County 'K' Landing was undersized and caused a safety concern from overflow parking on County Road 'K'. This is the most heavily used canoe landing in the Namekagon District, a scenic section of the riverway. On busy weekends, the landing serves over 300 people per day, but the parking area could only accommodate 20 vehicles. Therefore, the parking area was rehabilitated and expanded to accommodate 30 cars and 4 oversized vehicles. Additionally, a well for drinking water was added. This is a popular start point for multi-day canoe trips. Expanding the parking area and providing water for visitors will greatly improve the recreational experience.



*The gravel parking area at County "K" Landing of St. Croix National Scenic River was undersized and caused safety concerns.*



*The project improved the parking area to accommodate more cars and enhance accessibility to visitors.*

*Example #3: Indiana Dunes National Lakeshore, Indiana  
(Habitat Restoration)*

This project improved habitat for rare plants such as orchids through the reduction of exotic species, thus improving the viewshed while protecting, maintaining, and improving remnants of the extremely rare oak savanna habitat.

The work accomplished through this Public Land Corps (PLC) project provides urban visitors opportunities to experience this unique community and photograph the rare Karner Blue butterfly. The Student Conservation Association was the partner for this PLC project.



*Members of the Student Conservation Association work to restore habitat in the Indiana Dunes National Lakeshore in Indiana.*

*Example #4: Acadia National Park, Maine (Visitor Services & Interpretation)*

Coastal and marine plants and animals are distinctive, charismatic, and vitally significant resources of Acadia National Park. However, the rocky shore and tide pool areas where coastal resources are accessible are fragile. An educational program funded by Recreation Fee revenue helps guide the public through this sensitive habitat while providing education about the important coastal and marine resources. The program is presented twice weekly and allows park interpreters to reach a much larger percentage of park visitors.

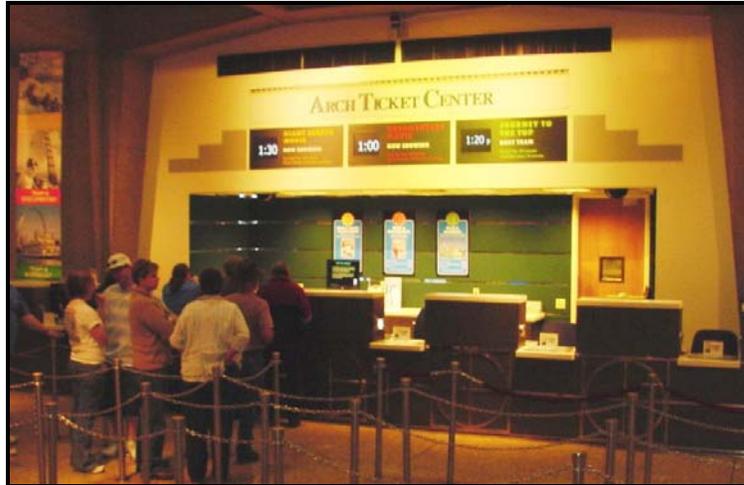


*A park interpreter guides a group of visitors along the shore providing in-depth knowledge of the resource while protecting it from harmful impacts.*

*Example #5: Jefferson National Expansion Memorial, Missouri (Fee Management Agreements)*

Under a previous Cooperative Agreement, the Bi-State Development Agency (park cooperator) operates and manages the Tram system ride to the observation deck of the 630-foot high Gateway Arch in St. Louis. They are authorized to collect a fee for these

tram rides. To improve efficiency and eliminate the need for duplicate staffing, the park cooperator collects the Park's IMAX movie expanded amenity fee at the same time they collect the tram ride fee. The park cooperator is reimbursed a percentage of gross revenue for this service, as specified under a fee management agreement.



*Above is the Arch Ticket Center sales counter, operated by the park cooperator under a fee management agreement in action at the Jefferson National Expansion Memorial.*

*Example #6: Risk Management Division, Washington, D.C. (Law Enforcement)*

The NPS is developing a software system that allows park law enforcement to record incidents, sort data, conduct data analysis, and create reports in various formats to meet internal and external requirements. "Incidents" is a broad category, including anything from wildland fire to search and rescue services. The system will provide a single source of reporting for all NPS incidents. It will be cost effective, versatile, and adaptable to changing technologies and interface with existing systems. It will be very useful for annual analysis of trends and performance including measurement of GPRA goal achievement. The NPS development of this system is being utilized by DOI for a Department-wide application.

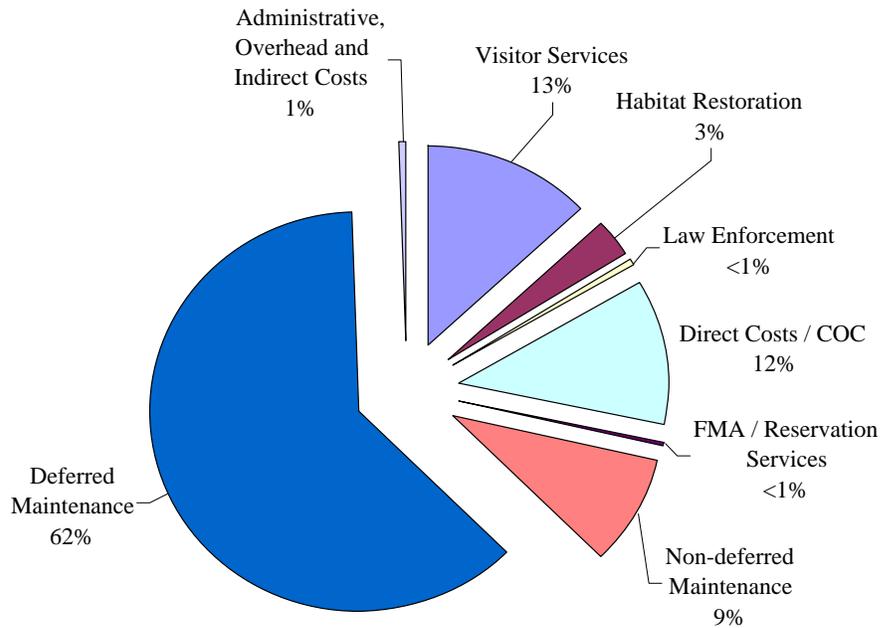
*Example #7: Rocky Mountain National Park, Colorado (Cost of Collection)*

The Longs Peak area of Rocky Mountain National Park is a high-use area with approximately 200,000 visitors in the area annually. In the past, no mechanism was in place for the public to pay an entrance fee at Longs Peak, which is required in all other areas of Rocky Mountain National Park. The lack of fee collection decreased revenues that are used to enhance the visitor experience at the park. A project funded by Recreation Fee revenue included the purchase and installation of an "automated fee machine" at the Longs Peak area for the collection of the park's existing entrance fee. The project generated more revenue for reinvestment into the park and maintained fairness to the public by assessing entrance fees to all park users.

## Future NPS Plans

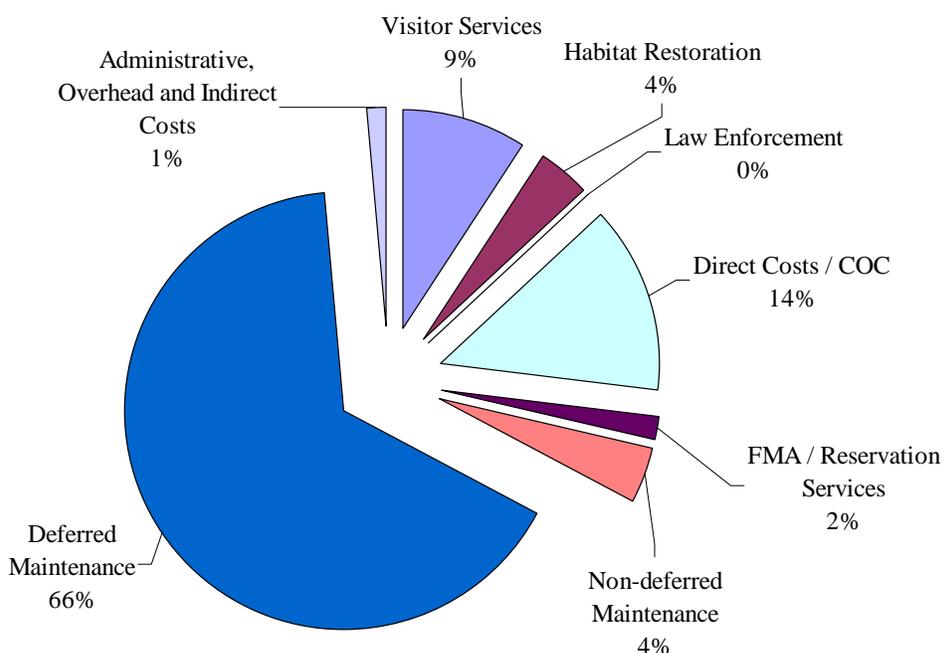
The NPS continues to focus its obligations to meet the Service-wide goal of reducing deferred maintenance and lowering the Facility Condition Index<sup>4</sup> (FCI). With REA's strong emphasis on enhancing visitor facilities and services, the NPS will focus REA revenue on deferred maintenance and capital investment for fee facilities, and on visitor-use assets, moving into preventive maintenance and component renewal actions in future years. The following charts highlight 2006 planned expenditures at two NPS sites (Yosemite National Park and Castillo de San Marcos National Monument). Tables highlighting planned 2006–2010 expenditures for both of the sites can be found in Appendix I. An agency summary for future spending plans (2006–2010) by obligation category follows the pie charts below.

**Figure A: 2006 Yosemite National Park Obligations by Category**



<sup>4</sup> FCI is a measure commonly used by industry to monitor the condition of facilities. NPS can now measure its performance in maintaining assets by using a FCI. It can also measure an asset's importance to the park mission by using an Asset Priority Index (API). By combining these two, NPS can target funding to improve the condition of priority assets.

**Figure B: 2006 Castillo de San Marcos National Monument Obligations by Category**



**Table 2: National Park Service Obligations Summary by Category 2006–2010**

| <i>Projected \$ amounts per year</i>               |                      |                      |                      |                      |                      |  |
|--|----------------------|----------------------|----------------------|----------------------|----------------------|--|
|  | <b>2006</b>          | <b>2007</b>          | <b>2008</b>          | <b>2009</b>          | <b>2010</b>          | <b>Total projected spending in obligation category over next 5 years</b> |
| <i>Visitor Services</i>                            | \$20,000,000         | \$35,000,000         | \$40,000,000         | \$40,000,000         | \$40,000,000         | <b>\$175,000,000</b>   |
| <i>Habitat Restoration</i>                         | \$7,500,000          | \$9,000,000          | \$10,000,000         | \$10,000,000         | \$10,000,000         | <b>\$46,500,000</b>  |
| <i>Law Enforcement</i>                             | \$500,000            | \$2,000,000          | \$3,000,000          | \$3,000,000          | \$3,000,000          | <b>\$11,500,000</b>  |
| <i>Direct Costs / COC</i>                          | \$34,400,000         | \$36,800,000         | \$37,000,000         | \$37,500,000         | \$37,500,000         | <b>\$183,200,000</b>   |
| <i>FMA / Reservation Services</i>                  | \$1,639,000          | \$4,000,000          | \$5,000,000          | \$5,500,000          | \$5,500,000          | <b>\$21,639,000</b>  |
| <i>Non-deferred Maintenance</i>                    | \$2,565,000          | \$6,200,000          | \$36,000,000         | \$36,000,000         | \$36,000,000         | <b>\$116,765,000</b>   |
| <i>Deferred maintenance</i>                        | \$95,000,000         | \$100,000,000        | \$95,000,000         | \$95,000,000         | \$95,000,000         | <b>\$480,000,000</b>   |
| <i>Administrative, Overhead and Indirect Costs</i> | \$8,000,000          | \$9,000,000          | \$10,000,000         | \$10,000,000         | \$10,000,000         | <b>\$47,000,000</b>  |
| <b>Totals</b>                                      | <b>\$169,604,000</b> | <b>\$202,000,000</b> | <b>\$236,000,000</b> | <b>\$237,000,000</b> | <b>\$237,000,000</b> | <b>\$1,081,604,000</b>   |

## Fish and Wildlife Service—Examples of Current Accomplishments

The FWS manages a system of 545 national wildlife refuges comprising over 95 million acres and 70 national fish hatcheries, which cover approximately 21,850 acres. These areas are located in all 50 states and some island territories. They are managed principally to conserve fish and wildlife, but they also provide opportunities for wildlife-dependent recreation, if compatible with the site's purposes and overall mission. Wildlife-dependent recreation includes activities such as hunting, fishing, wildlife observation, wildlife photography, interpretation, and environmental education. REA helps strengthen the nexus between fee revenue and investments into improving the visitor's experience at FWS sites.

### *Example #1: DeSoto National Wildlife Refuge, Nebraska and Iowa (Visitor Services, Maintenance)*

DeSoto NWR is located on the border of Nebraska and Iowa. One of its main attractions is a museum featuring artifacts from *The Bertrand*, a steamboat that sank in the Missouri River in 1865. Excavated in 1968, the DeSoto Bertrand Museum holds some 200,000 pieces, one of the most significant assemblages of Civil War era artifacts in the country. DeSoto NWR charges an entrance fee which helps pay for restoration activities and maintenance of the Bertrand Museum at the Refuge.



*(Left) Dr. Larrie Stone contracted to restore Bertrand artifacts at DeSoto NWR.*

DeSoto NWR uses some of its recreation fee dollars to host popular annual events, such as the International Migratory Bird Day. These events serve to educate visitors about the importance of wildlife and habitat.



*REA revenue helped DeSoto NWR makes its International Migratory Bird Day event a success.*

*Example #2: Cibola National Wildlife Refuge, California and Arizona  
(Visitor Services and Law Enforcement)*

Cibola NWR is located in the border between California and Arizona. Waterfowl hunting is a form of compatible wildlife-dependent recreation supported by REA fees at this Refuge. The Refuge collects hunting fees as an expanded amenity fee and puts the revenue right back into the waterfowl hunting program. The Service prides itself on offering safe and quality hunts, which require active law enforcement to educate the public, increase monitoring of activities, and enforce hunting rules. Hunts also require additional time and earlier hours from many of the Refuge staff, including Refuge law enforcement. REA dollars pay for the additional Refuge law enforcement needed.



*Happy and successful young hunters pose with their geese and decoys at a goose hunt on Cibola NWR.*

*Example #3: A.R.M. Loxahatchee National Wildlife Refuge, Florida  
(Visitor Services, Maintenance, and Costs of Collection)*

The A.R.M. Loxahatchee NWR in Florida used a portion of its REA revenue to support the Annual Everglades Day event held in February 2005. Everglades Day is a fee-free day enjoyed by thousands of visitors from around the world. The Refuge used REA money to rent buses, trolleys, tents, chairs, and other items for this popular annual event.



*Colorful trolleys transport visitors to the Refuge's Everglades Day events.*

REA fee revenue also helped the A.R.M. Loxahatchee NWR accomplish the following:

- Repair and maintain refuge information signs;
- Clean, strip, and repaint the visitor center parking lot;
- Purchase a new bronze plaque and kiosk materials for the new 20-Mile Bend boat ramp and fishing area (this new access area was created through a partnership effort with the South Florida Water Management District);
- Create informational tear sheets, entrance fee envelopes, and Public Use Notices that advertise refuge events; and
- Allow the refuge to hire two seasonal refuge staff to assist visitors, work at the visitor center, and operate the welcome station.



*Visitor uses self-service entrance fee station (left), and a refuge employee greets visitors at the staffed entrance fee station (right).*

Additionally, REA dollars helped pay for repairs to the visitor center, the entrance to the refuge, and other visitor use areas after Hurricane Wilma damaged the area. The photos show the two different welcome stations at the Refuge entrance. One is staffed and the other is self-service; both provide important resource and safety information to visitors.

#### *Example #4: Chincoteague NWR*

*(Costs of Collection, Visitor Services, Law Enforcement, and Maintenance)*

The Chincoteague National Wildlife Refuge is one of FWS's top destination refuges. Adjacent to Assateague National Seashore, the refuge and park are home to the famous Chincoteague ponies. The refuge draws visitors year-round, but visitation increases in late July for pony round-up and auction. Pony Penning Day festivities have expanded to a week-long event. The island's beach is also a huge draw for tourists and locals, who have helped make this refuge one of the highest earning sites in the FWS REA program. REA fees have allowed Chincoteague NWR to:

- Improve visitor services by designing, developing, and installing interpretive exhibits on four separate trails: the Lighthouse Trail, Woodland Trail, Wildlife Loop, and Marsh Trail;
- Address deferred maintenance by repairing pot holes and ruts on the service road to facilitate hunting access; and purchase 50 tons of sandstone to repair the seasonally damaged Swans Cove Trail, and the service road;
- Begin constructing a new bike trail along Beach Road (the new bike trail will eventually replace Swan Cove Trail, which continues to suffer seasonal storm damage, and will be the only bike/access trail leading to the beach);
- Hire a seasonal law enforcement officer to provide visitor protection and safety during high peak visitation;
- Address habitat restoration by providing vegetation control for improved wildlife viewing opportunities;
- Engage in capital improvements by replacing old entrance fee booths with new booths; and
- Provide a variety of other needs such as printing entrance and annual passes; repainting center lines on Beach Road and spaces in parking lots, and addressing visitor center maintenance.

*Example #5: Rocky Mountain Arsenal NWR, Colorado  
(Visitor Services and Maintenance)*

Rocky Mountain Arsenal NWR is one of the FWS's newest urban refuges. Located in suburban Denver, this refuge started a popular fishing program that is supported by REA dollars. The revenue pays for stocking the lakes with blue gills, improving access, and restoring habitat.



*Bluegill stocking at Lake Ladora and Lower Derby Lake.*

Additionally, REA revenue addressed capital improvement needs at the Rocky Mountain Arsenal NWR by providing funding to complete construction of a trail in October 2005 under the coordination of an Eagle Scout. The trail was built to provide quick angler access between Lake Ladora and Lake Mary.

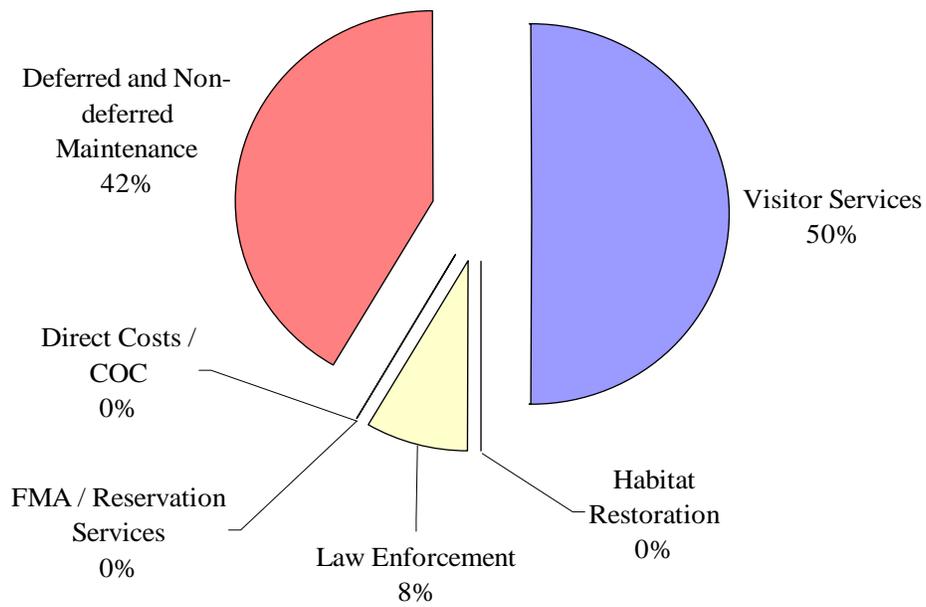


*Angler short-cut trail.*

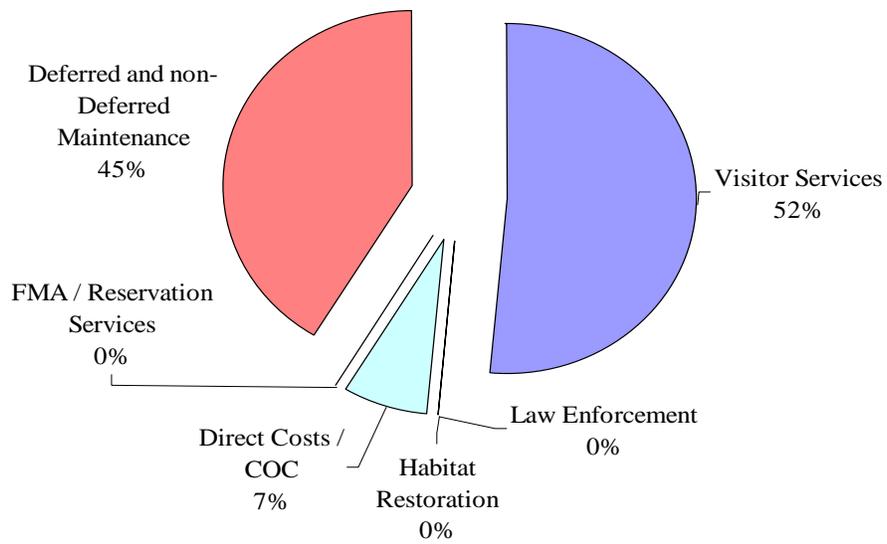
#### Future FWS Plans

The following pie charts highlight examples of five-year future plans at two FWS sites (Sequoyah National Wildlife Refuge in Oklahoma and Rocky Mountain Arsenal in Colorado). Tables highlighting the five year plan (2006–2010) can be found for both sites in Appendix I. A FWS agency summary of future spending plans (2006–2010) by obligation category follows the pie charts.

**Figure C: 2006 Sequoyah NWR Obligations by Category**



**Figure D: 2006 Rocky Mountain Arsenal NWR Obligations by Category**



| <b>Table 3: FWS Service Obligations Summary by Category 2006–2010</b>                             |                    |                    |                    |                    |                    |  |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|--|
| Projected \$ amounts per year   |                    |                    |                    |                    |                    |  |
|   | <b>2006</b>        | <b>2007</b>        | <b>2008</b>        | <b>2009</b>        | <b>2010</b>        | <b>Total projected spending in obligation category over next 5 years</b> |
| <i>Visitor Services</i>   | 1,952,000          | 2,050,000          | 2,100,000          | 2,100,000          | 2,200,000          | <b>\$10,402,000</b>  |
| <i>Habitat Restoration</i>  | 165,000            | 200,000            | 250,000            | 250,000            | 275,000            | <b>\$1,140,000</b>   |
| <i>Law Enforcement</i>  | 335,000            | 375,000            | 400,000            | 400,000            | 450,000            | <b>\$1,960,000</b>   |
| <i>Direct Costs / Costs of Collection</i>   | \$645,000          | 675,000            | 675,000            | 680,000            | 695,000            | <b>\$3,370,000</b>   |
| <i>FMA / Reservation Services</i>   | 3,000              | 5,000              | 5,000              | 5,000              | 7,500              | <b>\$25,500</b>  |
| <i>Non-deferred Maintenance including annual Repairs and Maintenance and Capital Improvements</i> | \$700,000          | 700,000            | 750,000            | 780,000            | 800,000            | <b>\$3,730,000</b>   |
| <i>Deferred maintenance</i>   | 250,000            | 300,000            | 400,000            | 450,000            | 500,000            | <b>\$1,900,000</b>   |
| <i>Administrative, Overhead and Indirect Costs</i>  | 410,000            | 410,000            | 410,000            | 410,000            | 410,000            | <b>\$2,050,000</b>   |
| <b>Totals</b>   | <b>\$4,460,000</b> | <b>\$4,715,000</b> | <b>\$4,990,000</b> | <b>\$5,075,000</b> | <b>\$5,337,500</b> | <b>\$24,577,500</b>  |

### BLM—Examples of Current Accomplishments

BLM manages 262 million acres of public lands and close to 3,300 recreation sites. The vast majority of recreation on BLM lands is dispersed and does not involve any fees. BLM landscapes range from rainforests, to deserts, to the arctic and include 770 wilderness and wilderness study areas (22.6 million acres), 16 national conservation and recreation areas (15.4 million acres), and 15 national monuments (4.8 million acres). BLM manages 38 Wild and Scenic Rivers (20 percent of the national river system), 10 National Historic Trails (85 percent of the national system) and a host of other Federally-designated special conservation sensitive areas. Current accomplishments stemming from REA revenue include the following examples:

*Example #1: Kasha–Katuwe Tent Rocks National Monument, New Mexico (Visitor Services, Maintenance)*

REA fees collected at the Kasha–Katuwe Tent Rocks in New Mexico are an increasing source of revenue for the operation and maintenance of the monument. A large majority of the fees were used in 2005 for the annual maintenance of the Three-mile National Recreation Trail facilities and access road. Additionally, a professional bird guide was completed and plans for a welcome station were sent for procurement. The welcome

station will be located approximately 100 feet beyond the sign at the entrance gate and staffed by the Pueblo de Cochiti Tribe. The welcome station will provide information to the public and help facilitate collecting fees.



*An example of REA fees going toward new construction for the benefit of visitor services.*

*Example #2: King Range National Conservation Area, California  
(Maintenance, New Construction, Enhancement)*

In Fiscal Year 2005, REA revenue provided regular maintenance services for two heavily used coastal access sites: Black Sands Beach Trailhead and Mal Coombs Park, located in the coastal community of Shelter Cove, California. Both Black Sands Beach Trailhead and Mal Coombs Park receive intense daily public use throughout the spring, summer, and fall seasons. Both sites provide services to hundreds, and sometimes thousands of visitors on busy summer weekends as the public visits the Cape Mendocino Lighthouse, accesses the beaches and tidal pools of Mal Coombs Park, uses Shelter Cove's public boat launch ramp, spends the day on Black Sands Beach, and departs and returns to the Black Sands Beach Trailhead for backpacking on the Lost Coast Trail. Such heavy public use requires daily, and occasionally twice daily janitorial services to maintain facilities in a safe, sanitary, and pleasant condition. This work is completed by a local contractor from the Shelter Cove community and funded with REA revenue. Additionally, basic janitorial services for the six King Range campgrounds are funded with REA revenue during the peak season from April through October.

REA revenues have enabled the BLM-King Range staff to provide a high level of service to the visiting public, while at the same time focusing time and funding on high priority projects such as building partnerships with community-based conservation groups, which employ and mentor youth in natural resource careers. The King Range collects over \$25,000 per year.



*A California Conservation Corps crew and volunteers perform construction on a Mountain bike trail.*

*Example #3: Henry Mountains/Sevier River Project Area, Utah  
(Maintenance, Law Enforcement)*

On the southern end of the Henry Mountains, BLM operates the Starr Springs Campground and Picnic Area. The area is popular with visitors traveling to Lake Powell, including geology groups. The source of the campground's water system has been a spring development which has had a history of water quality issues and has historically failed public drinking water standards.

BLM developed a well to provide a safe, reliable public drinking water supply at this campground. During FY 2005, wellhead development was completed, a submersible pump was installed, and water quality testing was performed. The State approved the well development and the new water storage tank and distribution system is presently under construction using REA funds. The water system will be available for visitor use this year.

Portions of the Paiute and Great Western Trail Systems are located within the project area. The use of these developed trail systems and all-terrain vehicle (ATV) use continues to increase in this area. Through various funding sources, including REA revenues and cooperation with the Forest Service and State Parks and Recreation, monitoring, patrol efforts and maintenance were performed on 250 miles of these trail systems on BLM lands during 2005. In addition, approximately 600 miles of routes were tracked using global positioning systems (GPS) and mapped in support of the Richfield Field Office resource management plan effort. This data has been invaluable in developing alternatives to best accommodate the increase in visitor use.



*A new well was drilled at this site and now provides drinking water for the public and running water for the restrooms in the Henry Mountains, Utah.*

*Example #4: Lake Havasu Recreation Area, Arizona  
(Visitor Services, Maintenance)*

The REA program has helped fund several deferred maintenance projects within Lake Havasu Recreation Area. Security and public safety were increased by funding workers from the Volunteer Site Host Program and Environmental Careers Organization. Increased staff answered public inquiries about area attractions as well as safety hazards. REA funds also help to maintain pedestrian lighting and public use areas around docks and launch ramps, and bulletin boards with information regarding fee reinvestments, as well as to clean up trash at the site.

Public access to Lake Havasu was enhanced by replacing an unsafe boat launch ramp and increasing public parking at Take Off Point on Lake Havasu. Launch points and parking are in very short supply and the BLM ramp was the only free facility on the lake or in the region available to the public. Because REA funds were used and matched by Deferred Maintenance Funds, no charges were made to public users. La Paz County has agreed to carry out security or police patrols and has advertised the “free” status to its constituents.

Future BLM Plans

A BLM summary for future spending plans (2006–2010) for all of its sites by obligation category is not available at this time as BLM typically only projects spending plans one year in advance. However, the following descriptions and chart highlight 2006 planned expenditures at two BLM sites: (1) Campbell Creek Science Center, and (2) Yaquina Head Outstanding Natural Area. Tables highlighting the five year plan (2006–2010) for Yaquina Head can be found in Appendix I.

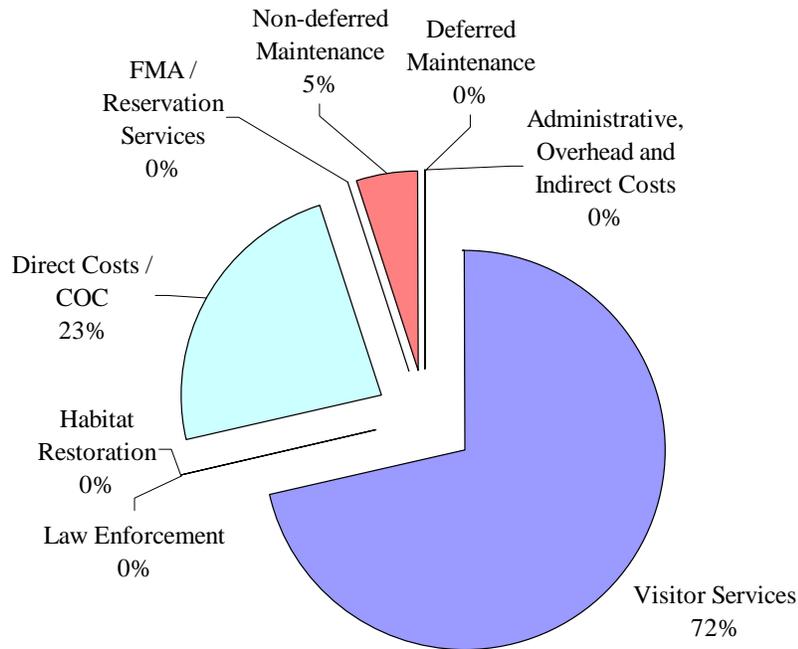
*Example #1: The Campbell Creek Science Center, Alaska*

The BLM Campbell Creek Science Center located in Anchorage, Alaska, utilizes REA revenue to design, develop, and deliver education and recreation programs on natural resource topics for 39,435 children and adults annually. In addition to the Science Center, there are 12 miles of recreational trails on the 730-acre Campbell Tract which are utilized for special events involving local volunteers and over 400 partners. Annually, 100 percent of the recreation fees revenues are allocated for hiring educators to deliver high quality visitor services for this unique site and bolster its partnership with the community and school district.

*Example #2: Yaquina Head Outstanding Natural Area, Oregon*

The Yaquina Head Outstanding Natural Area, located in Newport, Oregon, utilizes fees to hire interpretive specialists and park rangers to greet the public, lead tours, and provide environmental education programs to over 200,000 people, including over 5,000 school children annually. In FY 2005, over 750 programs were presented in one of Oregon's most accessible and ecologically diverse tide pool areas, the historic lighthouse, and the Interpretive Center. The fees were also used to hire part-time maintenance staff during the busy summer season.

**Figure E: 2006 Yaquina Head Outstanding Natural Area Obligations by Category**



## Forest Service—Examples of Current Accomplishments

FS manages 193 million acres in 155 National Forests and 20 National Grasslands across the United States and Puerto Rico. FS's large and ecologically diverse land base makes it a leading provider of outdoor recreation. Over 90 percent of National Forest System lands are free. Of FS sites requiring some type of visitor related management, only 39 percent charge fees, typically for specific activities such as camping or boating. REA has built on the success of the Fee Demo program, exemplified by the following accomplishments:

### *Example #1: Lewis and Clark National Forest, Montana (Visitor Services)*

The Lewis and Clark Visitor Interpretive Center, in the Lewis and Clark National Forest in Montana, uses REA fee revenues to provide a variety of interpretive programs throughout the year. A highlight of their program is their daily and weekly programming. Daily programming at the interpretive center includes: a personalized welcome and introduction to tour bus clients; stationed demonstrations of period skills conducted indoors by trained interpreters; daily operation of an outdoor camp along the river where interpreters provide interactive programs for visitors; a daily one-hour afternoon activity engaging visitors in experiential learning; and hourly showings of 2 feature films at the interpretive center.



*Life-skills demonstration (above), and visitors at River Camp (below).*



Special summer programming includes weekly outdoor evening presentations in the amphitheater. Friday evenings feature presentations of the Lewis and Clark story from a Euro-American perspective and Saturday evenings feature presentations by Native Tribes. A Chautauqua, featuring dramatic first-person living history presentations by interpreters in costume, involved four different characters associated with the expedition story and was presented to over 200 people. Several week-long children's day camps were offered for children in grades 1 through 6.



*Sunday sampler (above), and hands-on education (below).*



*Example #2: George Washington and Jefferson National Forest, Virginia  
(Visitor Services)*

Through REA receipts, the George Washington and Jefferson National Forests were able to improve visitor services at eight recreation sites by providing 12 additional educational workshops and add 39 additional days of interpretive services at these sites. One of these nature hikes is illustrated in the following photograph.



*Knock on Wood Nature Hike, George Washington and Jefferson NF, Virginia, 2005*

*Example #3: Medicine Bow–Routt National Forest, Colorado and Wyoming  
(Habitat Restoration)*

The Medicine Bow–Routt National Forest in Colorado and Wyoming used REA revenue to build an accessible boardwalk that allows persons with disabilities to view the wildlife in the marsh area without impacting the wetland.



*Lake Owen Boardwalk, Medicine Bow–Routt NF, Colorado*

*Example #4: Coconino National Forest, Arizona (Law Enforcement)*

Law enforcement presence at recreation fee sites can have a significant impact on the recreation experience and real and perceived safety for recreation visitors. For example, within the Red Rocks High Impact Recreation Area (HIRA) on the Coconino National Forest, law enforcement presence has helped tremendously. In a single year the Law Enforcement Officer for the Red Rocks HIRA responded to and handled: 13 drug incidents, 22 public assists (traffic accidents and broken-down vehicles), seven arrests, two search and rescues, 79 resource-related incidents (litter, dumping, or other resource damage), 24 transient camp removals, three property damage cases, two illegal trail construction cases, rescue of one kidnap victim, and made approximately 500 public contacts.

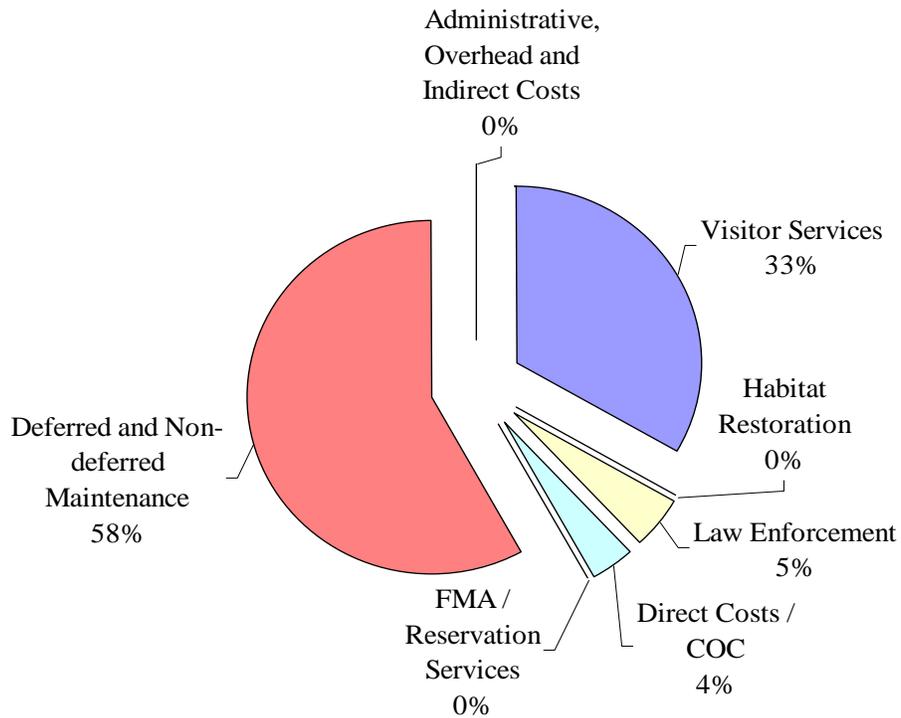
*Example #5: The Salmon–Challis National Forest, Idaho  
(Fee Management Agreements)*

A fee management agreement uses REA receipts to share costs with Lemhi County for garbage collection services and road maintenance for recreation fee sites.

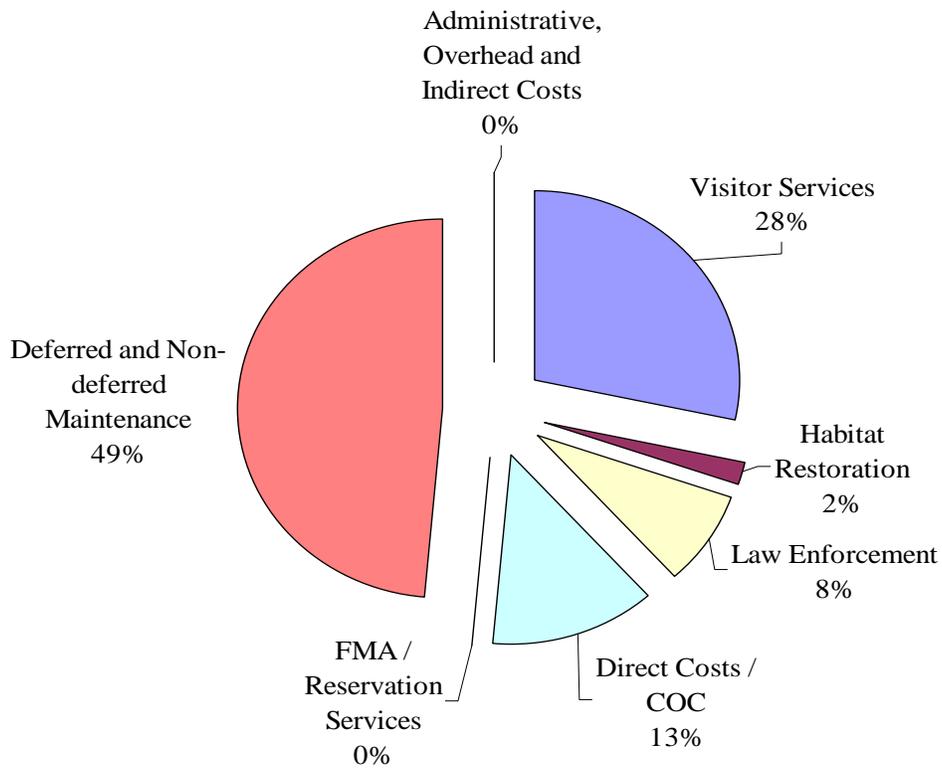
Future FS Plans

The following pie charts illustrate how two national forests spent fee revenues in FY 2006. Appendix I provides examples of 3-year plans at two FS sites (Gifford Pinchot NF and Superior NF.) A summary of FS obligations by category for 2006–2010 follows these pie charts.

**Figure F: 2006 Gifford Pinchot NF Obligations by Category**



**Figure G: 2006 Superior NF Obligations by Category**



**Table 4: Forest Service Obligations Summary by Category 2006–2010**

| Projected \$ amounts per year                  |                     |                     |                     |                     |                     |   |
|--|---------------------|---------------------|---------------------|---------------------|---------------------|---|
|  | 2006                | 2007                | 2008                | 2009                | 2010                | Total projected spending in obligation category over next 5 years |
| <i>Visitor Services</i>                        | \$11,000,000        | \$13,000,000        | \$13,000,000        | \$14,000,000        | \$15,000,000        | <b>\$66,000,000</b>   |
| <i>Habitat Restoration</i>                     | \$400,000           | \$400,000           | \$400,000           | \$425,000           | \$425,000           | <b>\$2,050,000</b>  |
| <i>Law Enforcement</i>                         | \$3,000,000         | \$3,000,000         | \$3,500,000         | \$3,500,000         | \$3,500,000         | <b>\$16,500,000</b>   |
| <i>Direct Costs / COC</i>                      | \$8,000,000         | \$8,000,000         | \$8,500,000         | \$9,000,000         | \$9,000,000         | <b>\$42,500,000</b>   |
| <i>FMA / Reservation Services</i>              | \$4,800,000         | \$5,000,000         | \$5,000,000         | \$6,000,000         | \$6,000,000         | <b>\$26,800,000</b>   |
| <i>Deferred &amp; Non-deferred Maintenance</i> | \$18,500,000        | \$19,000,000        | \$19,000,000        | \$19,500,000        | \$20,000,000        | <b>\$96,000,000</b>   |
| <b>Totals</b>                                  | <b>\$45,700,000</b> | <b>\$48,400,000</b> | <b>\$49,400,000</b> | <b>\$52,425,000</b> | <b>\$53,925,000</b> | <b>\$249,850,000</b>  |

## **Section 3: Transition to REA**

### REA Implementation Organization

Implementing REA has provided an opportunity for the DOI and USDA to work together closely on short- and long-term issues and challenges. Since the enactment of REA, the agencies have taken proactive steps to ensure that REA is implemented in a thoughtful and consistent manner. As highlighted below, the implementation challenges fall into three general categories: organizational, programmatic, and resource.

#### *Organizational Challenges*

To develop and implement the various components mandated in REA, the two departments utilized three distinct levels of oversight to ensure a smooth transition to REA:

1. The Fee Council, comprised of high-level DOI and USDA policy officials, provides overall guidance to the Steering Committee and Working Groups.
2. The Steering Committee, comprised of senior agency staff from the participating agencies, is charged with coordinating the working groups described below and chartering subgroups as necessary to complete specific tasks.
3. Working Groups, comprised of staff from each agency, serve as the focal point for coordination and resolution of issues at a staff level. Significant policy issues requiring resolution are raised first to the Steering Committee and then to the Fee Council for approval. The following four workgroups have been created: (1) New passes; (2) Fee Collection/Expenditure; (3) Recreation Resource Advisory Committees/Public Participation; and (4) Communications.

#### *Programmatic Challenges:*

REA establishes several program components that will proceed along varying timelines. Some of these components needed short-term action (within three months), while others needed to be addressed in the intermediate-term (six months to a year), or in the long-term (one year or longer).

Short-term actions include:

- Creating Treasury accounts established under section 7 of REA and transferring unobligated amounts from recreation fees collected under previous recreation fee authorities, such as the Land and Water Conservation Act, National Park Passport, the Fee Demo program, and the Emergency Wetlands Resources Act to these accounts;
- Conducting an initial analysis of whether BLM and FS sites meet the criteria for standard amenity and expanded amenity recreation fees and whether NPS and FWS sites meet the criteria for entrance fees and expanded amenity recreation fees; and
- Ceasing the use of REA money for threatened and endangered species monitoring.

Intermediate-term actions include:

- Informing Congress and the public about the progress of implementation (ongoing);
- Publishing interagency public participation guidelines in the Federal Register;
- Conducting a more detailed analysis of the extent to which sites meet the requirements for charging entry, standard amenity, and expanded amenity fees (completed);

Long-term actions include:

- Establishing consistent guidance for the new pass (see Section 5 below for details);
- Developing consistent signage and logos (this will likely occur in the future);
- Creating an Interagency Agreement for RRACs and creating a charter.

*Resource Challenges:*

The participating agencies had limited capabilities for addressing implementation issues at the time REA was enacted. In the short- to intermediate- term, it was often necessary for agencies to modestly increase the level of staff time devoted to addressing REA implementation issues. Fortunately, many of the Fee Demo business practices set the stage for a smooth transition to REA.

Outreach

The Departments have continued to make information about program activities available to the public, agency staff, and Congress. The public started seeing changes from the Fee Demo program to REA program in the summer of 2005. The agencies have taken many steps and employed various media to inform the public about the implementation process throughout this period. For example, listening sessions on RRACs and the new passes were conducted across the country, press releases were issued that explained changes at specific sites, and Federal Register notices were published reflecting the input received from public participation (see Section 4 on Public Participation for more details).

Guidance was provided to field staff at many intervals (see Table 5 on REA Guidelines, below) to keep them updated about changes to the system and organization. Additionally, the agencies have met with congressional committee staff a number of times and testified before Congress on two occasions in 2005. Recently, the Departments briefed both Senate and House staff in January 2006 on the status of implementation. The GAO is also currently reviewing the implementation of REA implementation per Congress's request. The agencies will continue to provide frequent updates to committee staff.

### Fee Structure and Payment Options

Federal land management agencies collect four types of recreation fees: entrance fees, standard amenity recreation fees, expanded amenity recreation fees, and special recreation permit fees. Under REA:

- The term “entrance fee” is now a term only used for NPS and FWS (mostly parks and refuges).
- The term “standard amenity recreation fee” is a new category under the REA. These fees are also authorized for BOR, who was not a participant in Fee Demo. Standard amenity recreation fees are authorized for National Conservation Areas, National Volcanic Monuments, destination visitor and interpretive centers, and areas that meet specific amenity based criteria.
- The term “expanded amenity recreation fee” is a new category which may be charged in addition to an entrance fee, or by itself, on lands managed by the NPS and FWS where the Secretary of the Interior determines visitors use a specific or specialized facility, equipment or service. On lands managed by FS, BLM, and BOR, expanded amenity recreation fees may be charged only for facilities and services that meet defined criteria such as developed campgrounds, boat launches, equipment rentals, use of hookups for electricity, cable or sewer, reservation services, transportation, first-aid, and swimming sites.
- The term “special recreation permit fees” mostly pertain to BLM and FS sites. Under REA, Advisory Councils and RRACs will have the opportunity to review all non-commercial, individual special recreation permit fees. (Commercial and group special recreation permits, such as outfitting and guiding permits or recreation events, will not be subject to review by the Advisory Councils and RRACs.)

The terms “area” and “site” are used interchangeably in REA. “Area” is defined as a site, complex of sites, or a high impact recreation area that, at a minimum, meets the following conditions:

- a. Provides significant opportunities for outdoor recreation
- b. Requires substantial Federal investments
- c. Allows fees to be effectively collected
- d. Contains all of the following amenities: designated developed parking; a permanent toilet facility; a permanent trash receptacle; interpretive signs, exhibits, or a kiosk; picnic tables; and security services

However, not all the agencies use the definition of “site” in the same way. NPS and FWS use “site” to generally mean an entire administrative unit, such as a refuge or a park. Those agencies generally charge an entrance fee for the entire unit. On the other hand, BLM and FS cannot charge an entrance fee; they charge standard amenity recreation fees, thus the sites where the BLM and FS would charge a standard amenity fee are not entire units (the whole national forest or the entire BLM district). For example, FS charges fees under REA authority at over 4,000 “sites,” in 155 forests and 20 grasslands. The term “site” for BLM and FS refers to individual recreation sites and services (campgrounds, trailheads, picnic areas, tours, mountain climbing permits, river float permits, etc.). However, FS records revenue and expenditures by national forests and not by individual recreation sites.

There are several options for paying entrance or standard amenity fees:

- First, one can use a national pass, such as the new recreation passes called for in REA. These passes will be sold and accepted by the NPS, FWS, BLM, BOR and FS and cover entrance fees and standard amenity fees. The distribution of the revenues from these passes is discussed in Section 5.
- Second, a person can pay a one-time entrance fee or standard amenity fee per vehicle (or per person), which is valid for multiple entries at the same site (1–7 days in most cases). Individual or per vehicle fee levels vary according to agency-specific price-setting policies.
- Third, at many NPS and FWS sites there is an option to purchase an annual site-specific pass that provides entry to an individual park or site, or sometimes to two adjacent sites (e.g., Grand Teton and Yellowstone National Parks, or Canyonlands and Arches National Parks).
- Fourth, there are regional and multientity passes offered for certain groups of sites. Some of these passes evolved during the Fee Demo program and are detailed in Appendix III. REA provides for the potential future development of others.

## Changes in the Number of Sites

As a result of the transition from the Fee Demo program to REA program, changes were made in the number of sites introduced, eliminated, and/or reconfigured for each agency.

### *National Park Service*

The only change for the NPS due to REA was at the Exit Glacier site in Kenai Fjords National Park in Alaska. The NPS eliminated a day-use fee because it might have been perceived to be an entrance fee, prohibited under the Alaska National Interest Lands Conservation Act, and thus, under REA. Currently, 186 of 390 park units are completely free to the public.

### *Fish and Wildlife Service*

For the FWS, the term “site” refers to a management unit such as a refuge, a hatchery, waterfowl production area, etc. The majority of FWS recreation fee activities are located on national wildlife refuges. Other types of FWS sites, such as Wetland Management Offices and Ecological Services Field Offices, do not charge fees but will likely sell the new passes. Currently, there are 27 of these sites which do not charge a recreation fee but sell passes and are counted in REA program.

Currently, FWS manages 545 refuges. More than 450 of these are open to the public. In addition, the FWS manages hundreds of waterfowl production areas and 70 national fish hatcheries which are also open to the public. Of these sites, only 33 refuges charge entrance fees and an additional 107 sites charge expanded recreation amenity fees. This means that of FWS lands that are open to the public, over 80 percent are free of charge.

### *Bureau of Land Management*

Over 90 percent of BLM managed recreation areas are open to the visiting public without a fee. In implementing the Fee Demo program, the BLM focused on converting the existing 390 recreation fee sites, operated under the Land and Water Conservation Fund (LWCF) authority, to Fee Demo instead of creating new Fee Demo sites. There were only a few sites where BLM imposed new fees under the Fee Demo program. These sites consisted of eleven visitor centers where BLM did not have the authority under the LWCF to charge a fee.

For this reason, the majority of BLM’s existing Fee Demo sites meet the criteria set in REA. This made the transition to REA relatively simple, since the majority of the BLM’s existing Fee Demo sites already met REA criteria for charging fees. Some adjustments were made to make BLM sites entirely REA compliant. Examples of these changes include:

- Elimination of fees for overlooks at the Imperial Sand Dunes, California;
- Elimination of fees for undeveloped sites at Orilla Verde Recreation Area, New Mexico;

- Elimination of the youth fees at Piedras Blancas visitor center, California, the Cleveland–Lloyd Dinosaur Quarry, Utah, and at Cape Blanco Lighthouse, Oregon;
- Change of “entrance fees” to standard amenity fees at eight REA compliant sites;
- Changing of the recreation use permit and fee at Little Sahara Sand Dunes, Utah to a special recreation permit; and
- Increase in the number of sites that accept national passes from 12 to 24.

In its review of recreation sites, BLM aligned fee sites into their correct REA categories. This changed the number of fee sites within each of the three categories (standard amenity, expanded amenity, and special recreation permit fees). These changes do not represent any new sites or fees. As a result, BLM now identifies its REA compliant fee sites as: 24 standard amenity sites, 344 expanded amenity sites, and 22 special recreation permit areas.

#### *Forest Service*

The FS, which used a more experimental approach under the Fee Demo Program than the BLM, made the most changes as a result of REA. The FS removed 437 recreation fees from the Agency's program as a result of enactment of REA. Instead of organizing recreation fees as projects under the Fee Demo Program, where one project could include several campgrounds or rental cabins, the FS unbundled the projects to individual recreation sites and services, such as a campground, visitor center, or trailhead. Under this approach, the total of recreation sites and services for the Forest Service is approximately 17,100. Of these 17,100 sites and services, 4,068 are fee sites and services under REA. However, the FS's financial system does not provide for tracking revenue and expenditures by site such as by campground or boat launch. For purposes of financial tracking, the basic recreation fee unit is a national forest. There are 155 national forests, 9 regional offices, and the Washington office in the Forest Service's REA program.

#### *Bureau of Reclamation*

Few BOR recreation sites currently meet the established criteria to be included in REA program due to logistical and operational factors. The BOR is currently determining an appropriate level of REA implementation based on standing authorities and responsibilities. Additionally, the BOR is also currently determining whether REA implementation and participation costs exceed potential REA revenue for the agency.

#### *Multientity and Regional Passes*

There were also some changes to multientity and regional passes as a result of the reorganization and transition from the Fee Demo to REA program. Four of the Federal passes (Golden Eagle, Golden Age, Golden Access Passports, and the National Parks Pass) will be replaced by the new passes. Certain regional passes will now be accepted at a lesser number of recreation sites. These changes are listed in the Table 20 in Appendix III.

## Internal Policies and Guidelines

Each agency adopted different guidelines and internal policies for dealing with the changes in fees and sites described above. Additionally, the agencies published guidelines to accompany provisions in the Act as required by REA. The guidelines fall into two categories.

1. Interagency and agency-specific REA implementation guidelines (discussed below)
2. Interagency and bureau-specific guidelines specific to public involvement (described in Section 4 on Public Participation)

### *Interagency Guidelines*

On December 13, 2005, the interagency team distributed the initial set of guidelines, “REA Handbook.” These guidelines clarified the statutory language in REA and provided specific instructions for implementing it. REA Handbook included guidance that clarified the following two areas of concern:

1. Section 8(b) of REA stipulates: “*The Secretary may not use any recreation fees for biological monitoring on Federal recreational lands and waters under the Endangered Species Act of 1973 for listed or candidate species.*” The Fee Collection and Expenditure Workgroup developed the following interagency definition and policy to comply with this mandate:

**Definition: Section 8(b)**

National Environmental Protection Act (NEPA) requires one-time actions termed survey, clearance, or inventory of the listed or candidate species as a part of the compliance process. These one-time actions are not considered monitoring as defined under the Endangered Species Act (ESA). Under the ESA, “monitoring” is defined as a distinct action with an established frequency or repetition, and monitoring is associated with recovery activities for listed or candidate species. Resulting from the NEPA process, mitigation actions may be required to insure that a project does not jeopardize the continued existence of an endangered or threatened species or result in the destruction or adverse modification of critical habitat.

**Monitoring Policy: Section 8(b)**

Each participating agency will ensure that no recreation fees are being expended for actions on biological monitoring under the Endangered Species Act for listed or candidate species. By policy, the excluded activities associated with listed or candidate species under the Endangered Species Act are expanded to include the writing of ESA-required recovery plans and mitigation that is generated by the implementation of a recovery plan. NEPA establishes a process that an agency must undertake prior to proceeding with certain visitor events or activities or with projects to enhance visitor facilities and services. In such cases, the definition and policy in this document allow for the use of recreation fees for surveys, inventories, and mitigation actions during an event, activity, or project execution that are required as a result of the NEPA process, even if the actions may be consistent with a recovery plan.

**Exception to Policy on Recovery Plan Mitigation:**

Exceptions to the prohibition of using fees for ESA recovery plans include the use of the fees on expenditures specifically provided for under Section 8(a)(3). For example, recovery plans may include expenditures that also provide for "habitat restoration directly related to wildlife-dependent recreation that is limited to hunting, fishing, wildlife observation or photography," an expenditure explicitly authorized in Section 8(a)(3)(C). Where such overlap occurs, an explanation should be provided that identifies the expenditure provision in REA that authorizes the activity and how the expenditure enhances the visitor experience.

Each agency will require the information used to determine the use of this policy exception to be documented in the justification and determination of approval of the expenditure. The agency will maintain and have readily available the documentation supporting the approval of the expenditure as within the law and the policy.

2. Section 15 of REA stipulates “*notwithstanding any other provision of law, fees collected under the authorities of this Act may not be used for employee bonuses.*”

**Policy: Section 15**

Recreation fees collected under this program may not pay for employee bonuses. The Office of Personnel Management identifies two types of bonuses – recruitment and relocation. For the implementation of REA, the one-time payment of performance-based awards to an employee will be considered a bonus. A Quality Step Increase award will not be considered a bonus since they are embedded as recurring salary. This exception applies only to Quality Step Increase awards for those employees whose job is directly tied to the recreation fee program and whose salary is paid from recreation fee dollars.

*Agency Specific Guidelines*

According to REA, each Federal land management agency is responsible for creating tailored guidelines covering provisions in the Act. Issues addressed by agency-specific guidance include how to address the changing the number and type of fee sites, the amount of fees charged at various sites, the number and types of passes offered for individual sites, and the boundaries corresponding to regional and multi-agency passes. The NPS, BLM, FWS, and FS all published interim guidelines addressing similar issues in a similar manner. The table below lists the most relevant agency-specific guidance per agency.

National Park Service:

- In December, 2004 the NPS issued interim guidelines that explained the new provisions in the law and identified the new expenditure requirements;
- The guidelines also required regions to ensure that all fee collection sites were in compliance with the provisions in the new law;
- In January, 2005 the NPS provided an extensive telnet broadcast that was viewed by over 400 participants on all aspects of the new REA law;
- In January, 2006 new Public Participation and Notification guidelines were developed and issued as an addendum to Director’s Order #75A, Civic Engagement and Public Involvement; and
- The NPS issued agency guidance to guide parks in crafting their proposals for projects that need funding from REA revenue. The guidance will take effect for the years 2007 through 2011. Under these guidelines (Appendix 5), each region will create a five-year plan for funding based on the data and project proposals submitted in 2006. The goal of the guidelines is to ensure fee revenue is expended with accountability and integrity, to improve information management capabilities, and to streamline processes. Through this process, managers will be

able to track expenditure categories such as the cost of collection, and manage these amounts to ensure compliance with REA.

In addition, Fee Revenue Comprehensive Plans will be developed to show stakeholders the value of their investment through recreation fees. Data in the Comprehensive Plans will enable the NPS to report their accomplishments under REA by parks, states, regions and servicewide.

Bureau of Land Management and Forest Service:

The BLM and FS handled their guidance to the field in similar fashions. In 2004, both agencies issued interim guidelines which stated the following:

- Field offices in each state/region must conduct an initial assessment of whether their recreation sites meet the criteria for standard or expanded recreation amenity fee sites;
- Recreation fee revenue spending aligns with the legislated expenditure categories and agency guidelines;
- Recreation site overhead and indirect costs must be below an average of 15 percent of revenue as mandated by the Act;
- A moratorium for new fee areas will take effect immediately and remain in effect until notified; and
- Changes in fees need to be approved by DOI or the agency.<sup>5</sup>

In 2005, the BLM and FS each issued additional agency guidance as they began to implement changes from the Fee Demo Program to REA. The 2005 guidance:

- Established fee increases to keep pace with inflation;
- Developed new fee site areas resulting from multi-year planning efforts;
- Expanded amenity sites/areas (due to the addition of developed facilities or improved visitor services, or were due to a review and evaluation of charges by the private sector and other government agencies providing similar recreation facilities or opportunities); and

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<sup>5</sup> Fee increases continue to be allowed at sites that receive “normal” fee increases such as campgrounds that keep pace with inflation. In addition, fee increases had to have been planned and in the process prior to REA being passed. New expanded amenity sites/areas that were scheduled to be open as a result of multi-year planning efforts that included public participation were also authorized. Any units proposing opening new expanded amenity recreation fee sites had to demonstrate that they communicated with the County Commissioners of the area, the general public, and the local Congressional representatives.

- Addressed new fee areas, special recreation permit fee increases, and fee increases already scheduled for FY 2005.

Fish and Wildlife Service:

FWS sites submit project proposals for a share of the 20 percent of fee collections managed by some Regional Offices. Fee sites will soon be developing business plans that will incorporate their five-year plans for future obligations. At a recent FWS Recreation Fee Workshop, the FWS put together a first draft Director's Order for the Recreation Fee Program. Interim guidance is expected to be distributed for review and approval in spring of 2006.

**Table 5: Significant REA Guidelines**

|   |   |
|---|---|
| <p><b>National Park Service</b></p>     | <p>Dec. 17, 2003, “Director’s Order #75A Civic Engagement and Public Involvement,” published and distributed. Online at <a href="https://www.nps.gov/civic/policy/">https://www.nps.gov/civic/policy/</a></p> <p>Dec 21, 2004, “Guidance Concerning Title VIII – Federal Lands Recreation Enhancement Act of H.R. 4818 (Omnibus Appropriations Bill for FY 2005)”</p> <p>January 28, 2005, “Telnet broadcast concerning Title VIII – Federal Lands Recreation Enhancement Act of H.R. 4818.”</p> <p>August 26, 2005, “Federal Lands Recreation Enhancement Act Comprehensive Plans.”</p> <p>November 17, 2005, “Recreation Fee Enhancement Program Guidance for Project Submittal (FY 2008 Servicewide Comprehensive Call)”</p> <p>November 22, 2005, “Telnet broadcast concerning implementation of web based Fee Revenue Comprehensive Plans.”</p> <p>January 26, 2006, “Fee Program Public Participation and Notification Guidelines,” Memorandum and Addendum to DO 75A from Acting Director, Business Services. (Described in Section 3)</p> |
| <p><b>Bureau of Land Management</b></p> | <p>December 16, 2004, “Recreation Fee Guidelines for the Bureau of Land Management,” and December 20, 2004, “Cover Memo for Recreation Fee Guidance,” from Assistant Director, Renewable Resources and Planning</p> <p>Jan 26, 2005, “Federal Lands Recreation Enhancement Act, H.R. 4818, Interim Recreation Fee Guidelines for the BLM,” and <i>Instruction Memorandum</i> from Assistant Director, Renewable Resources and Planning</p> <p>May 4, 2005, “Interim Approval Guidelines for Recreation Fee Increases,” <i>Instruction Memorandum</i> from Assistant Director, Renewable Resources and Planning</p> <p>June 14, 2005, “Interim Approval Guidelines for Recreation Fee Increases,” from Assistant Director, Renewable Resources and Planning</p> <p>June 14, 2005, “Summary Document: Interim Approval Guidelines for Recreation Fee Increases, Federal Lands Recreation Enhancement Act (FLREA)”</p> <p>March 2, 2006, “Interim Approval Guidelines for Certain Recreation Fee Increases and Proposed New Fee Sites/Areas”</p>     |

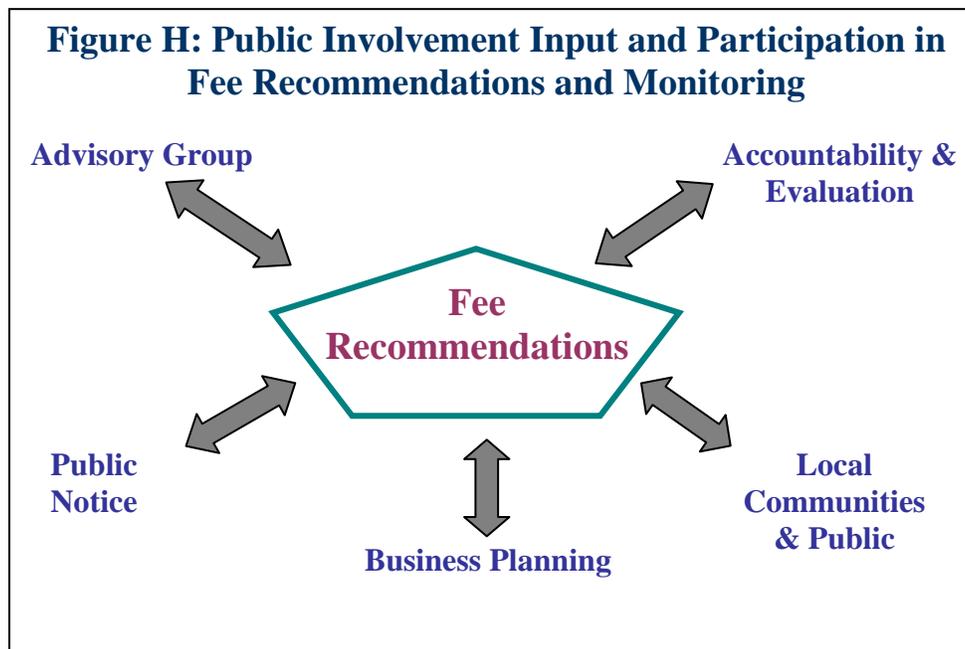
**Table 5: Significant REA Guidelines**

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| <b>Fish &amp; Wildlife Service</b>   | April 14, 2005, “Guidance Implementation Group for Federal Lands Recreation Enhancement Act” from Acting Assistant Director.<br><br>August 9, 2005, “Close-out and Transition Procedures for Recreation Fee Accounts” from Acting Director.  |
| <b>Forest Service</b>                | December 13, 2004, “Short-Term Direction of New Recreation Fee Legislation”<br><br>April 25, 2005, “Federal Recreation Enhancement Act Interim Implementation Guidelines,” File Code 2300<br><br>December 1, 2005, “Forest Service Public Involvement Strategy for Recreation Fees.” (Described in Section 3)  |
| <b>Interagency (DOI and USDA FS)</b> | Dec 13, 2004, “Draft Implementation Workplan – Federal Lands Recreation Enhancement Act,” (REA Handbook)<br><br>September 28, 2005, “Notice of Guidelines for Public Involvement in Establishing Recreation Fee Areas and for Demonstrating How the Public Was Informed on the Use of Recreation Fee Revenue,” published in the Federal Register. (Described in Section 3) |

## Section 4: Public Participation

One of the more significant changes from the Fee Demo program to REA is the emphasis now put on public participation. Section 4 of REA (Public Participation) and the Act's guidelines call and provide for many opportunities for active public participation regarding recreational fees, including:

1. Recreation Resource Advisory Committees—a Federal Advisory Committee Act (FACA) chartered committee to address fee programs for the BLM and FS;
2. Agency-led public notice, including: the Federal Register, newspapers, onsite signage, and electronic media;
3. Agency-led public outreach, including: focus groups, listening sessions, public meetings, field visits, websites, local media, reporting, and one-on-one discussions; and
4. Interagency and agency-specific public involvement guidelines.



### Recreation Resource Advisory Committees (RRACs)

REA requires BLM and FS to create a Recreation Resource Advisory Committee (RRAC) in each state or region. This section also authorizes the use of similar existing entities as an alternative to establishing the new RRACs. Both DOI and FS view the RRACs as important mediums for engaging the public, interested stakeholders, and local communities in discussions on a wide variety of fee related issues. The RRACs will discuss, in an advisory capacity, all aspects of BLM and FS's recreation fee programs,

including establishing new fee areas, fee levels or rates, abolishing fees, and expenditure of revenue.

Under FACA, anyone can nominate persons to serve on the RRAC. REA allows state governors and designated county officials to submit nominations. The secretaries will appoint members from a list of qualified candidates compiled by the agencies for staggered 2-3 year terms. In addition, Congress mandated that each RRAC be comprised of 11 members:

- Five members will represent recreation users:
  1. winter motorized (e.g., snowmobiling);
  2. winter non-motorized users (e.g., cross-country skiing);
  3. summer motorized (e.g., motorcycles);
  4. summer non-motorized users (e.g., backpacking); and
  5. hunting/fishing interests.
- Three members will represent the following interest groups:
  1. motorized outfitters and guides;
  2. non-motorized outfitters and guides, and
  3. local environmental groups.
- Three members will represent:
  1. the State tourism official to represent the State;
  2. a representative for affected Indian tribes, and
  3. a representative for affected local government interests.

The BLM and FS are developing a Charter that includes all new RRACs established under REA and constitutes the operating guidelines for RRACs. It outlines the RRACs' purposes and scopes, duties, memberships, communication requirements (i.e., posting notices of meetings, etc.), costs, reporting requirements, and other requirements outlined in REA or as part of FACA directions.

A RRAC Workgroup determined the most efficient and effective way to set up the RRACs, taking into consideration REA requirements, past experience with such groups, public input and guidance on how RRACs should be structured, their duties, and other items. FS and BLM gathered public input by holding 11 listening sessions in locations across the country (two each in Washington, D.C., Idaho, and California, and one in Oregon, Colorado, Arizona, Nevada, and Georgia) to discuss the formation and configuration of the RRACs. At these listening sessions, the BLM and FS presented at least three options to generate discussion regarding the organization and framework of RRACs including using existing BLM RACs, operating regional RRACs, and creating one national RRAC. Based on these discussions the following structure was chosen: 17 existing BLM RACs will be used, along with one existing FS RAC, and five new RRACs will be established (4 joint, 1 FS issues only). These decisions are further detailed in Appendix V and will also be included in an Interagency Agreement between BLM and FS.

To allow for local representation, more focused subgroups may be created by the existing BLM RACs and RRACs where those committees determine subgroups are necessary.

Following FACA, advisory committees may establish subgroups on an ad-hoc basis or as an established subcommittee for whatever purpose the committees wish to investigate. (The BLM and FS are encouraging existing RACs to establish subgroups specifically to work on recreation fee issues, but establishing these subgroups is, and will continue to be, the privilege of the existing RACs, not the agencies involved.)

### Public Participation Guidelines

#### *Interagency Guidelines:*

REA calls for establishing guidelines for public involvement. In response to REA, on September 28, 2005, the DOI and USFS jointly published a “*Notice of Guidelines for Public Involvement in Establishing Recreation Fee Areas and for Demonstrating How the Public Was Informed on the Use of Recreation Fee Revenue*” in the Federal Register. This is the first time that the agencies have codified and standardized their public involvement guidelines. This notice explained that:

1. The agencies will integrate public involvement opportunities in their decisions to establish new recreation fee areas;
2. The agencies will identify outreach efforts to encourage public involvement in establishment of new recreation fee areas, including recreation fee site visits, public meetings, focus groups, newsletters and websites;
3. Public involvement opportunities will include sharing plans developed by the cooperating agencies for establishment of new recreation fee areas<sup>6</sup>;
4. Each agency will determine specific public involvement opportunities based on local needs and interests; and
5. In the triennial reports to Congress on REA program, the agencies will describe how they have informed the public about the use of recreation fee revenue. This information also will be made available on the agencies’ websites.

The aforementioned interagency Federal Register notice also stipulated that each agency should develop detailed agency-specific guidance on public involvement that will be incorporated into each agency’s directives, manuals, or orders and requires that agencies publish a notice in the Federal Register six months before a new fee area is established. See Appendix V for agency-specific guidelines.

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<sup>6</sup> These plans generally contain a description of the new recreation fee area; a financial analysis, including projected development, operating, and maintenance costs, and projected income for the fee area; analysis of potentially competing private and public facilities or services in the vicinity of the fee area; and the ways in which the cooperating agencies will inform the public as to how the fees collected at the area are spent.

## Section 5: The Federal Recreation Lands Passes

### New Passes Introduction and Status

REA provides for new interagency recreation passes to cover entrance fees for NPS and FWS and standard amenity fees for BLM, FS, and BOR. REA specifies that existing Golden Eagle, Golden Age, Golden Access, and the National Park Pass will continue to be sold until the new passes are available.

In order to create a high-quality, visitor-friendly pass program that is strongly supported by partner organizations and the public, the Departments are carefully considering past experiences and drawing upon the congressionally authorized foundations' expertise in the development of the new passes (The National Park Foundation; the National Fish and Wildlife Foundation; and the National Forest Foundation). The Departments are also considering feedback from members of Congress, the recreation community, and the general public.

The new passes will have a new look to distinguish them from current passes. Primary objectives for the passes are to (1) make them more convenient to purchase and use; (2) incorporate technologies to allow for improved data collection and to prevent misuse; (3) provide a durable, collectible, high quality product that promotes identity and support of Federal recreation lands; and (4) provide opportunities for partnership and education about recreation opportunities on Federal recreation Lands.

The new passes will be made widely available to the public via sales outlets at all public land management sites that collect fees. In addition, established criteria will permit an approval process for establishing many third party partnerships and vendor agreements. Marketing guidelines and third party resale policies will be established and built upon lessons learned from the National Parks Pass.

The four new passes are:

- *The new Annual pass.* This pass will be valid for a period of 12 months from the time of purchase. The Annual pass will cover entrance fees and standard amenity fees and will be the most widely used of the four new passes. It will have two signature lines and will admit the pass holder(s) and up to three accompanying adults age 16 and older.
- *The Senior and Access passes.* These passes are lifetime passes and will replace the existing Golden Age and Golden Access passes. The Senior pass will be a lifetime pass available to U.S. citizens or permanent residents age 62 or older. This pass must be purchased in person, and proof of age and residency is required. This Senior pass will cost \$10 as mandated specifically by REA. The new Access pass will be a free, lifetime pass for U.S. citizens or persons who permanently reside in the United States, regardless of age, who certify that they have a permanent disability by showing appropriate documentation or by signing a

statement of disability. While not specified in REA, an administrative decision was made for the new Senior and Access passes to also cover discounts on some expanded amenity recreation fees such as camping fees, guided tour fees, and boat launch fees. Agencies will work closely together to ensure consistency in providing the discounts.

- *The new Volunteer pass.* The Volunteer pass will be issued free of charge to volunteers at the recreation sites who log a cumulative 500 volunteer hours over any period of time. Volunteers' hours will be tracked online using a system to be designed and managed by the Federal Interagency Team on Volunteerism and in conjunction with the agencies' volunteer coordinators.

To accommodate pass use at unstaffed locations, the agencies plan to provide means for displaying passes in both open and closed-top vehicles.

#### *Implementation Status*

The target roll-out date for the new passes is January 2007. Representatives from each of the five agencies who will use the passes continue to work in a collaborative manner to implement the pass.

The agencies are currently engaged the Federal contracting process to acquire the goods and services necessary to implement the new passes. The acquisition approach is best characterized as a "supply chain logistics solution" that will provide design, marketing, production, fulfillment, data tracking and management of third party agreements. Key milestones in the acquisition process to date include issuing a Request for Information (August 2005), publishing a draft Statement of Work (January 20, 2006), and publishing a Pre-solicitation notice (February 23, 2006).

To ensure that the production, marketing, and provisions of the new passes meet the expectations of the American public and key partners, the agencies have hosted a total of four "listening sessions" to collect public input. Three listening sessions were conducted to allow interested parties to share their ideas about partnership opportunities, benefits, pricing, technology and other related topics, and an additional listening session was conducted with disability advocacy groups on documentation requirements for the Access version of the new Pass.<sup>7</sup> In addition, an interagency workshop was held March 15–17, 2005 at the FWS's National Conservation Training Center in Shepherdstown, West Virginia, to discuss operational aspects of the new passes.

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<sup>7</sup> The listening sessions were held on:

- February 11, 2005 at the DOI in Washington, D.C.;
- February 15, 2005 at the DOI in Washington, D.C.;
- June 2, 2005 at the Paralyzed Veterans of America headquarters in Washington, D.C. where 20 participants from advocacy groups for persons with disabilities discussed new Access Pass issues; and
- September 14, 2005 at the DOI in Washington, D.C.

The National Park Foundation has agreed to administer an annual photo contest to acquire the images for the annual passes, which will depict lands administered by all of REA agencies. Educational and orientation materials will also be provided with the pass.

#### *Administration of the New Pass Program*

REA agencies have also entered into a Memorandum of Understanding that specifies the roles and responsibilities of the various agencies, cost share agreements, startup funding agreements, and short and long term revenue share agreements. REA requires that the Secretaries issue guidelines on administering the pass program (these guidelines are described in Section 4 of this report).

#### Costs and Revenues

**Costs:** The NPS has provided startup funding for the new pass. The agencies have agreed to reimburse the NPS for these costs. It is anticipated that revenue from central sales will be used to fund the administrative costs of the program, thus reducing the financial and accounting burden associated with the program.

**Revenues:** In the short-term, 100 percent of revenue from pass sales accruing from site sales will remain in the agency, and agencies will individually determine the policy for the proportion of revenue that will remain at specific sites. Revenue collected centrally (e.g., internet, third party, etc.) will be used to pay for administrative costs of the program and repayment of the NPS loan (for startup costs). Remaining centrally collected revenue will be split equally between the five participating agencies for at least the first three to five years, with the goal of assisting all agencies in establishing a pass program. The distribution formula will be revisited if central new pass sales increase or decrease significantly in the short-term, or if central sales revenue is not adequate to cover administrative costs of the program or repayment of the NPS loan after three years.

In the long-term, the agencies anticipate that revenue from centralized sales will be distributed taking into account pass use. Each agency has decided to set aside REA funds to support pass use data collection. The agencies will work together to develop fair, equitable options for collecting pass use data since data collected will determine long-term revenue share arrangements. Agencies will make individual determinations about cost and feasibility in order to determine best strategy for collecting data.

To date, estimated gross startup costs include: a pricing survey with the University of Wyoming (\$350,000), and facilitation of training workshops, meeting, and travel costs (\$15,000). Other anticipated implementation costs expected over FY 2006 include: costs of closing out the National Parks Pass contract; costs of coordinating interagency field Standard Operating Procedures and ordering protocols; coordinating contracts, system testing, finance setup; and contracting office support.

Costs will also be incurred when the contract for the new pass is awarded, but until the Request for Proposals is issued and bids are received, an estimate is not available. As a

point of comparison, the FY 2005 costs associated with the National Park Pass contract were \$2.4 million (not including agency contract administration costs). It is expected that the gross costs for the new pass will be higher due to the interagency nature of the pass, and the larger scope (the interagency contract will require that multiple passes and collateral material be developed and fulfilled to five agencies and third parties compared to one pass and one piece of collateral material being developed and fulfilled to one agency and a smaller number of third parties). Additional details on the acquisition of the new pass are provided below. In a net sense, absent the new pass, the majority of the expected costs would have been incurred in the course of administering the National Park Pass.

### Establishing the Price of the Pass

The agencies have agreed to establish jointly the price of the new pass by relying on the following information.

- Benchmarking from state park systems
- Focus groups of recreation users
- A survey of recreation users
- Analysis of current entrance and standard amenity fees
- Market studies and other policy considerations

The agencies have entered into a cooperative agreement with the University of Wyoming to collect much of the information identified above. To date, these researchers have conducted six focus groups in different geographic locations (Richmond, Boston, Salt Lake, Fresno, Portland, and Madison), collected benchmarking information with State Parks, and developed and implemented a random telephone survey of recreation users.

**Table 6: Summary of New Pass Rules**

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|---|---|
| <i>New pass sales</i>   | The new passes will be sold at all Federal recreation lands and waters at which an entrance fee or a standard amenity recreation fee is charged by the FS, BLM, NPS, or BOR, and any refuge of the FWS. Non-refuge FWS sites which previously sold the Golden Eagle pass will now sell the new pass, although non-refuge FWS sites will not have entrance fees. Although the US Army Corps of Engineers was not part of REA, the agency is evaluating if the new Senior and Access passes can be sold and honored at US Army Corps of Engineers sites. In addition, the expectation is that the new passes will be available through the Internet, possibly through a call center, as well as through select third parties.   |
| <i>Commercial use of the new pass</i>                                     | The new pass is valid for private, non-commercial use only.   |
| <i>Forgotten new Passes</i>   | A new pass owner who arrives at a Federal recreation site and has forgotten his or her pass will not be allowed free admission to the site. At the site manager's discretion, a refund may be given if the pass is located within a reasonable amount of time (i.e., the same day or during the same trip, at the same site).   |
| <i>Gift Purchases</i>   | The new Annual pass may be purchased as gifts for others. The pass will be validated at the time of purchase.   |
| <i>Golden Eagle, Golden Age, Golden Access, and National Parks Passes</i> | REA Section 13 repealed and superseded the authorities that created the Golden Eagle, Golden Age and Golden Access Passports, the National Parks Pass, and the National Parks Pass with Golden Eagle sticker. These passes will no longer be sold when the new pass is available. These passes, however, will continue to be valid in accordance with the terms agreed to at the time of issuance of the pass, and remain in effect until the pass is expired, lost, or stolen. Golden Eagle, Golden Age, Golden Access, the National Parks Pass, and the National Parks Pass with Golden Eagle sticker can not be exchanged for new passes. Except, however, paper versions of Golden Age and Golden Access Passports may be exchanged for the new plastic senior and access passes. |
| <i>Pass Validation and Expiration</i>                                     | The Annual pass will be valid for a period of 12 months from the date of purchase. Each new pass will have an expiration date beyond which the pass will no longer be validated or exchanged.   |
| <i>Transferability and Replacement of the Pass</i>                        | The new pass will not be transferable and can only be used by the signatories. The agencies will not replace lost or stolen passes.   |

**Table 6: Summary of New Pass Rules**

|   |   |
|---|---|
| <i>Limited exceptions for Expanded Amenity Fees</i> | The new passes are valid for entrance and standard amenity recreation fees only. In general, the passes are not valid for Expanded Amenity Recreation Fees except in limited circumstances to improve customer service or to meet other agency needs. Such limited circumstances shall be jointly identified by the participating agencies to ensure consistency and reduce visitor confusion. New Senior and Access pass holders may be eligible for discounts on some expanded amenity recreation fees. |
| <i>Number of visitors that the pass covers</i>      | The annual new pass will admit the pass holder and three accompanying individuals age 16 or over. Children under age 16 will be admitted at no charge.  |

## Section 6: Budgetary Data

### Highlights of REA Budgetary Data

The Departments have reported the same type of data for REA program as they have for past reports. This includes data on revenues, cost of collection, obligations, and visitation. Data specific to each agency can be found in Appendix II. These four categories provide a useful analytic breakdown of each agency's implementation of the program.

- Revenue from participating units has increased substantially since the program began, from approximately \$55 million in FY 1997 to \$196 million in FY 2005.
- The average cost of collection as a percentage of total fee revenue has decreased slightly as revenues have increased, and as agencies have instituted improved tracking and accountability processes. Cost of collection was 18.7 percent in FY 2005, down from a high of 20.7 percent in 2003.
- Obligations have increased steadily from FY 1997 to FY 2004. Annual obligations, however, decreased somewhat between FY 2004 and FY 2005, from \$201.1 million in FY 2004 to \$187.9 million in FY 2005. Unobligated balances as a percentage of total funds available (total fee revenues collected plus unobligated balances and recoveries brought forward), have varied between 58 and 80 percent over the FY 1997–FY 2005 period.
- Overall visitation to DOI sites remained about constant from FY 1998 to FY 2003. FY 2005 saw over 600 million visits, making this year's visitation the highest in over a decade. Many factors may contribute to annual fluctuations, including natural disasters (e.g., hurricanes), gasoline prices, terrorism threats, and competing leisure recreational activities.

The following figures and tables illustrate these trends and provide a breakdown of agency-specific data by year. Additional agency-specific information follows.

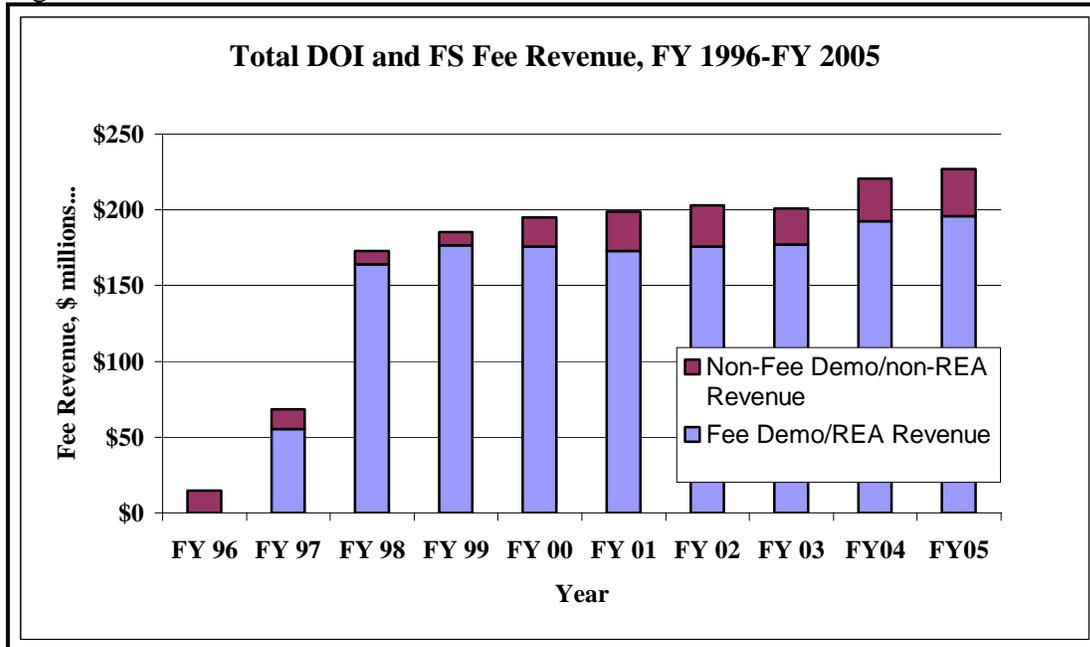
#### *Revenue*

REA program provides an important source of supplemental revenue to meet the needs of recreation sites for the DOI and USDA (see Figures I and J, and Appendix II).

- Total Fee Demo/REA revenue increased from \$192.5 million in FY 2004 to \$196 million in FY 2005;
- Revenue for NPS remained near \$128 million from FY 2004 to FY 2005. Total NPS revenue increased from \$157.9 million in FY 2004 to \$160.1 million in FY 2005 when deed-restricted authorities, National Parks Pass, and transportation revenues are included.
- Total revenue for FWS sites increased from \$3.9 million in FY 2004 to \$4.3 million in FY 2005;

- Total revenue for BLM sites remained flat at \$13.3 million from FY 2004 to FY 2005; and
- Total FS revenue increased from \$46.8 million in FY 2004 to \$50.2 million in FY 2005.

Figure I:



Note: Non-Fee Demo site revenue includes NPS deed-restricted, National Parks Pass, and transportation system revenue.

#### *Cost of Collection*

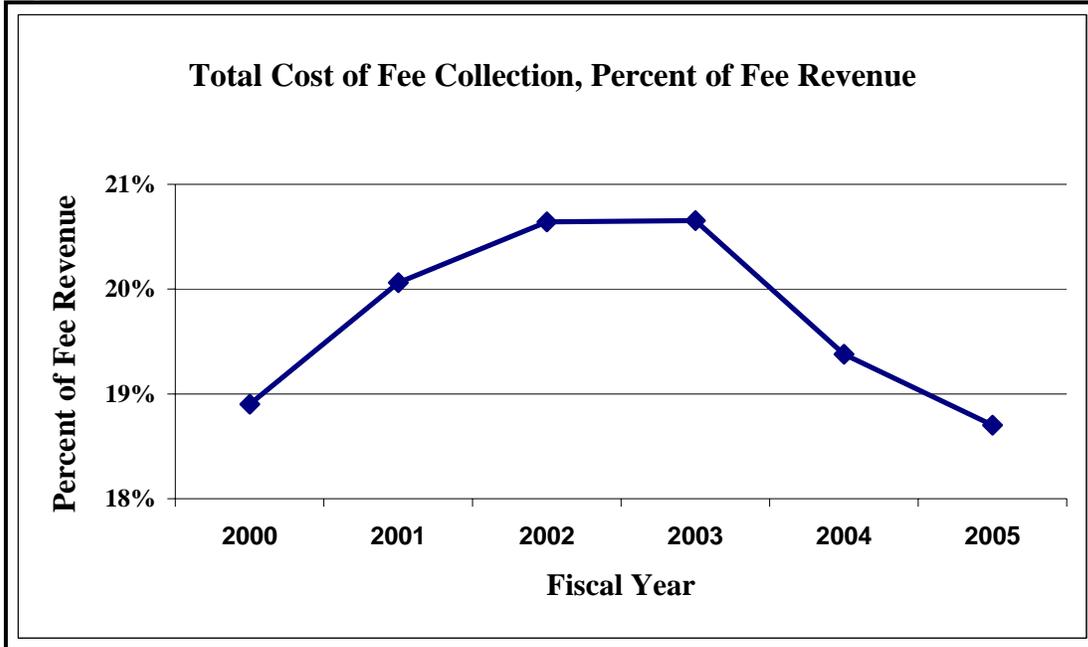
In FY 2005, the average cost of collection across REA program was 18.7 percent of gross fee revenue (including revenue from the National Parks Pass and transportation fees). Figure J illustrates that the cost of collection has been falling since FY 2002, when costs represented 20.8 percent of gross fee revenue (including revenue from NPS deed-restricted, National Parks Pass, and transportation fees).

- The cost of collection at NPS sites decreased from 21.4 percent of fee revenue in FY 2004 to 20.5 percent of fee revenue (including revenue from deed-restricted, National Parks Pass, and transportation authorities). See Appendix II for an explanation of NPS's costs of collection.
- The cost of collection as a percent of total fee revenue at FWS sites decreased slightly from 15.4 percent in FY 2004 to 14 percent in FY 2005.
- The cost of collection at BLM sites decreased from 15.8 percent in FY 2004 to 9.6 percent in FY 2005. This decrease is, in part, a result of the shift from Fee

Demo to REA collection and expenditure categories (previously, Visitor Services was a component within the Cost of Collection category).

- The cost of collection for the FS increased from 14 percent in FY 2004 to 15.6 percent in FY 2005.

Figure J:

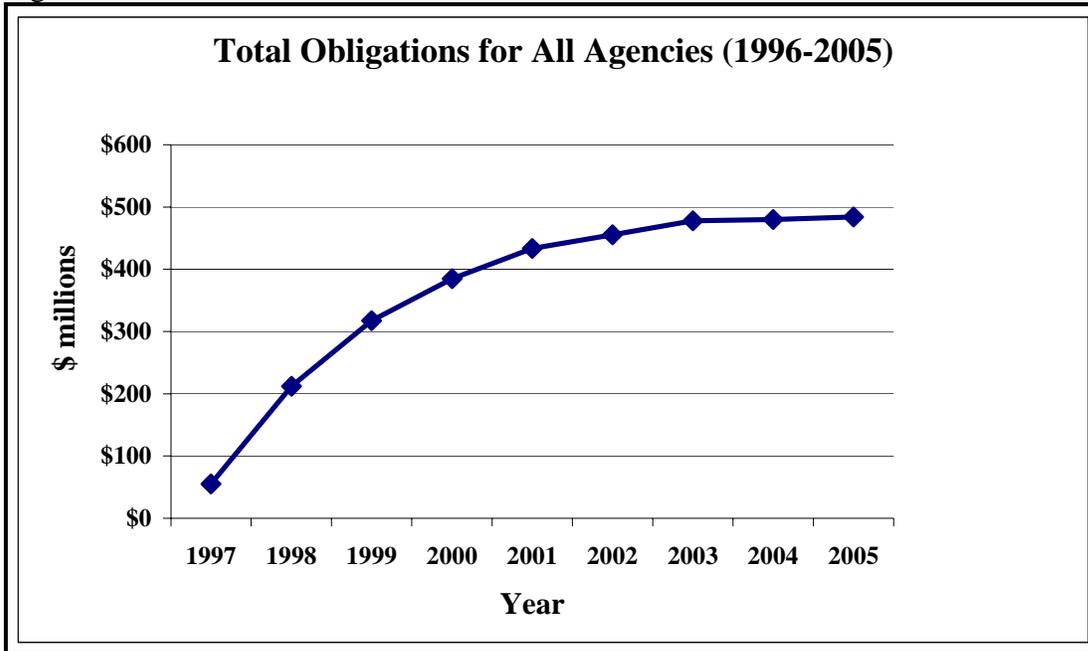


Note: Figure J shows the cost of collection as a percent of total fee revenue. Total costs include all direct collection costs incurred at Fee Demo/REA sites, whether paid with Fee Demo/REA revenue or appropriated funds. Cost of collection represents annual operations costs only, and does not include annual capital investment costs. Capital costs are relatively small compared to operations costs, typically accounting for five percent or less of total costs of collection.

#### *Obligation of Revenue*

Annual obligations as a percentage of total funds available have increased from about 20 percent in FY 1997 to nearly 40 percent in FY 2005. Unobligated balances as a percentage of total funds available (total fee revenues collected plus unobligated balances and recoveries brought forward), have varied between 58 percent and 80 percent over the FY 1997–FY 2005 period. For the same years, both revenues and obligations have substantially increased in absolute terms.

Figure K:



Note: Chart does not include NPS deed-restricted authorities, National Parks Pass, and transportation revenue.

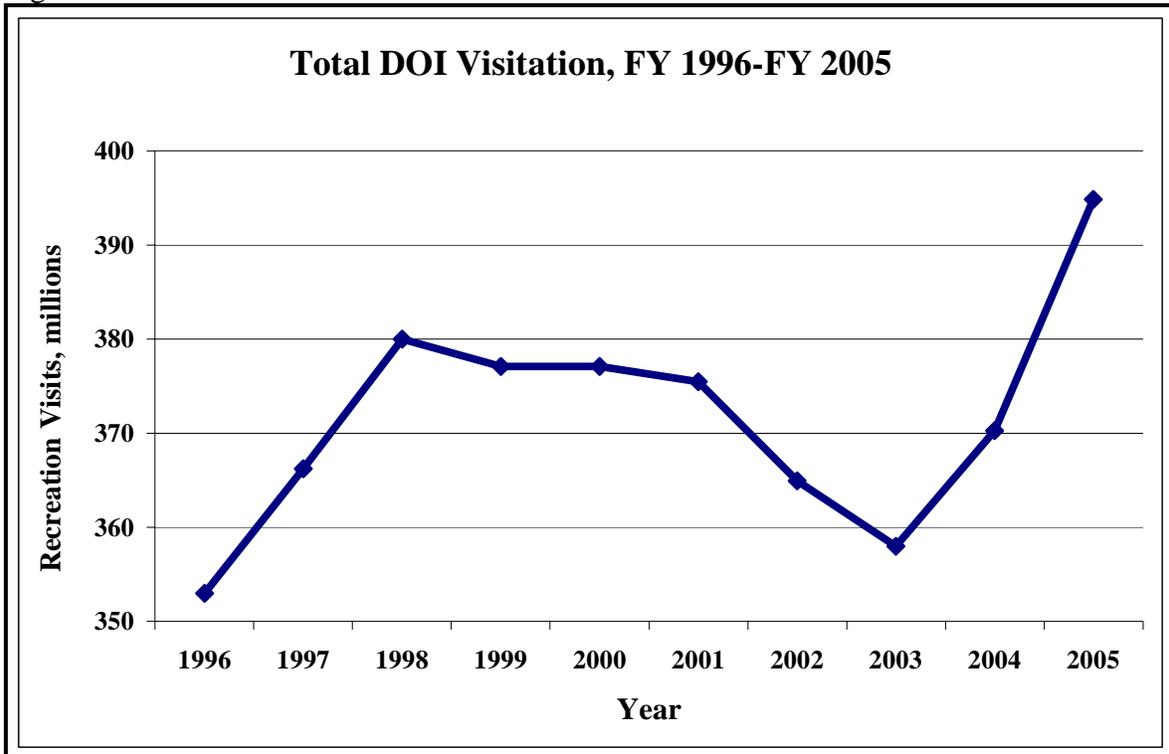
### *Visitation*

- Visitation to all DOI lands (including both recreation fee and non-fee sites) has been trending upwards over the past decade, rising from approximately 353 million visitors in FY 1996 to approximately 395 million visitors in FY 2005 (see table 17 in Appendix II).
- The largest component of visitation is visits to REA sites (these were Fee Demo visits in previous years). Visits to DOI's fee program sites increased from approximately 188 million in FY 1996 to nearly 250 million in FY 2005. This increase in visitation is due in part to an increase in the number of sites participating in the program.
- Visitation to recreation fee sites has constituted 57 to 87 percent of total NPS visitation from FY 1996 to FY 2006. The highest recreation fee site visitation occurred in 2003, and in 2005 70 percent of total NPS visitation occurred on recreation fee sites.
- Visitation to FWS recreation fee sites as a percentage of total visitation has risen steadily from 34 percent in 1996 to 48% in 2005, partly as a result of reorganizing which sites collect fees.

- BLM visitation to recreation fee sites has varied between 29 to 49 percent of total visitation with no clear trend.
- Total visitation to DOI recreation fee sites has constituted between 56 and 76 percent of total visitation between 1996 and 2006, with a marked increase beginning in 2002. In 2005 63 percent of total visits to DOI sites were on recreation fee sites.
- FS visitation is not included in this discussion, as these data are not tracked in the same way as for the other agencies. Still, FS visitation is noteworthy: FS reported 205 million visitors to National Forests for FY 2005.

Figure L shows the changes in DOI Visitation over the past decade. From 1998 to 2001 visitation remained approximately constant, followed by a significant dip partly as a result of partial closures and decreased travel following 9/11 terrorist attacks. Sharply reduced international travel to the U.S also contributed to this drop, since about one-fifth of international tourists visit a national park during their stay. Since FY 2003, the trend has bounced back, with DOI sites logging nearly 395 million visits in FY 2005, an increase of six percent from FY 2004. In 2004, the opening of the National World War II Memorial helped to produce a sharp rise in visitation, with five million visits to the World War II Memorial alone.

Figure L:



Note: The data for Figure L are reported in Table 17 of Appendix II.

## Appendix I: Current and Future Projects Funded By REA Revenue

**Table 7: Yosemite National Park, California  
Projected Expenditures**

| Projected \$ amounts per year  |                   |                   |                   |                   |                   |   |
|--|-------------------|-------------------|-------------------|-------------------|-------------------|---|
|  | 2006              | 2007              | 2008              | 2009              | 2010              | Total projected spending<br>in obligation category<br>over next 3 years |
| <i>Visitor Services</i>  | 2,942,430         | 3,000,000         | 3,500,000         | 3,500,000         | 3,500,000         | 16,442,430  |
| <i>Habitat Restoration</i>   | 714,558           | 658,000           | 700,000           | 800,000           | 800,000           | 3,672,558   |
| <i>Law Enforcement</i>   | 100,000           | 150,000           | 150,000           | 150,000           | 150,000           | 700,000   |
| <i>Direct Costs / COC</i>  | 2,665,971         | 2,165,000         | 2,200,000         | 2,200,000         | 2,225,000         | 11,455,971  |
| <i>FMA / Reservation Services</i>  | 47,362            | 952,261           | 979,393           | 1,007,338         | 1,036,899         | 4,023,253   |
| <i>Non-deferred, including annual Repairs and Maintenance and Capital Improvements</i> | 2,000,000         | 2,500,000         | 2,500,000         | 2,500,000         | 2,500,000         | 12,000,000  |
| <i>Deferred maintenance</i>  | 14,000,000        | 14,000,000        | 14,000,000        | 14,000,000        | 14,000,000        | 70,000,000  |
| <i>Administrative, Overhead and Indirect Costs</i>                                     | 125,000           | 150,000           | 150,000           | 150,000           | 150,000           | 725,000   |
| <b>Totals</b>  | <b>22,595,321</b> | <b>23,575,261</b> | <b>24,179,393</b> | <b>24,307,338</b> | <b>24,361,899</b> | <b>119,299,212</b>  |

**Table 8: Castillo de San Marcos National Monument, Florida  
Projected Expenditures**

| Projected \$ amounts per year  |                  |                  |                  |                  |                  |   |
|--|------------------|------------------|------------------|------------------|------------------|---|
|  | 2006             | 2007             | 2008             | 2009             | 2010             | Total projected spending<br>in obligation category<br>over next 3 years |
| <i>Visitor Services</i>  | 232,500          | 240,000          | 255,000          | 265,000          | 268,000          | \$1,260,500   |
| <i>Habitat Restoration</i>   | 100,000          | 150,000          | 150,000          | 225,000          | 225,000          | 850,000   |
| <i>Law Enforcement</i>   | 0                | 0                | 0                | 0                | 0                | 0   |
| <i>Direct Costs / COC</i>  | 350,000          | 365,000          | 376,000          | 387,000          | 397,000          | 1,875,000   |
| <i>FMA / Reservation Services</i>  | 45,000           | 46,350           | 49,650           | 51,000           | 53,000           | 245,000   |
| <i>Non-deferred, including annual Repairs and Maintenance and Capital Improvements</i> | 107,000          | 150,000          | 158,000          | 225,000          | 225,000          | 865,000   |
| <i>Deferred maintenance</i>  | 1,673,500        | 2,654,000        | 1,500,000        | 1,500,000        | 1,500,000        | 8,827,500   |
| <i>Administrative, Overhead and Indirect Costs</i>                                     | 35,000           | 43,000           | 47,000           | 47,000           | 47,000           | 219,000   |
| <b>Totals</b>  | <b>2,543,000</b> | <b>3,648,350</b> | <b>2,535,650</b> | <b>2,700,000</b> | <b>2,715,000</b> | <b>\$14,142,000</b>   |

**Table 9: Sequoyah National Wildlife Refuge, Oklahoma  
Projected Expenditures**

| Projected \$ amounts per year  |              |              |              |              |              |   |
|--|--------------|--------------|--------------|--------------|--------------|---|
|  | 2006         | 2007         | 2008         | 2009         | 2010         | Total projected spending<br>in obligation category<br>over next 5 years |
| <i>Visitor Services</i>  | 1,200        | 1,500        | 1,000        | 1,300        | 1,200        | \$6,200   |
| <i>Habitat Restoration</i>   | 0            | 0            | 0            | 0            | 0            | \$0   |
| <i>Law Enforcement</i>   | 200          | 200          | 200          | 200          | 200          | \$1,000   |
| <i>Direct Costs / COC</i>  | 0            | 0            |              | 0            | 0            | \$0   |
| <i>FMA / Reservation<br/>Services</i>  | 0            | 500          | 500          | 500          | 500          | \$2,000   |
| <i>Non-deferred,<br/>including annual<br/>Repairs and<br/>Maintenance and<br/>Capital Improvements</i> | 1,000        | 800          | 500          | 700          | 600          | \$3,600   |
| <i>Deferred Maintenance</i>  | 0            | 0            | 0            | 0            | 0            | \$0   |
| <b>Totals</b>  | <b>2,400</b> | <b>3,000</b> | <b>2,200</b> | <b>2,700</b> | <b>2,500</b> | <b>\$12,800</b>   |

**Table 10: Rocky Mountain Arsenal National Wildlife Refuge, Colorado  
Projected Expenditures**

| Projected \$ amounts per year  |              |              |              |              |              |   |
|--|--------------|--------------|--------------|--------------|--------------|---|
|  | 2006         | 2007         | 2008         | 2009         | 2010         | Total projected spending<br>in obligation category<br>over next 5 years |
| <i>Visitor Services</i>  | 3,225        | 3,400        | 450          | 1,500        | 1,500        | \$10,075  |
| <i>Habitat Restoration</i>   | 0            | 0            | 3,000        | 0            | 0            | \$3,000   |
| <i>Law Enforcement</i>   | 0            | 0            |              | 0            | 0            | \$0   |
| <i>Direct Costs / COC</i>  | 450          | 450          | 450          | 450          | 450          | \$2,250   |
| <i>FMA / Reservation<br/>Services</i>  | 0            | 0            | 0            | 0            | 0            | \$0   |
| <i>Maintenance (includes<br/>annual &amp; deferred<br/>repairs/maintenance<br/>and capital<br/>improvements)</i> | 2,600        | 2,500        | 2,500        | 5,000        | 5,000        | \$17,600  |
| <i>Administrative,<br/>Overhead, and<br/>Indirect Costs</i>  | 0            | 0            | 0            | 0            | 0            | \$0   |
| <b>Total</b>   | <b>6,275</b> | <b>6,350</b> | <b>6,400</b> | <b>6,950</b> | <b>6,950</b> | <b>\$32,925</b>   |

**Table 11: Yaquina Head Outstanding Natural Area, Oregon  
Projected Expenditures**

| Projected \$ amounts per year  |                |                |                |                |                |   |
|--|----------------|----------------|----------------|----------------|----------------|---|
|  | 2006           | 2007           | 2008           | 2009           | 2010           | Total projected spending in obligation category over next 5 years |
| <i>Visitor Services</i>  | 213,000        | 201,000        | 188,800        | 189,000        | 192,000        | <b>983,800</b>  |
| <i>Habitat Restoration</i>   | 0              | 0              | 0              | 0              | 0              | <b>\$0</b>  |
| <i>Law Enforcement</i>   | 0              | 0              | 0              | 0              | 0              | <b>\$0</b>  |
| <i>Direct Costs / COC</i>  | 70,000         | 74,000         | 77,700         | 81,000         | 84,000         | <b>386,700</b>  |
| <i>FMA / Reservation Services</i>  | 0              | 0              | 0              | 0              | 0              | <b>\$0</b>  |
| <i>Non-deferred, including annual Repairs and Maintenance and Capital Improvements</i> | 15,000         | 15,000         | 15,500         | 17,000         | 19,000         | <b>81,500</b>   |
| <i>Deferred maintenance</i>  | 0              | 0              | 0              | 0              | 0              | <b>\$0</b>  |
| <i>Administrative, Overhead and Indirect Costs</i>                                     | 0              | 0              | 0              | 0              | 0              | <b>\$0</b>  |
| <b>Totals</b>  | <b>298,000</b> | <b>290,000</b> | <b>282,000</b> | <b>287,000</b> | <b>295,000</b> | <b>\$1,452,000</b>  |

**Table 12: Gifford Pinchot National Forest, Washington  
Projected Expenditures**

| Projected \$ amounts per year  |                  |                  |                  |   |
|--|------------------|------------------|------------------|---|
|  | 2006             | 2007             | 2008             | Total projected spending in obligation category over next 3 years |
| <i>Visitor Services</i>  | 400,000          | 500,000          | 500,000          | <b>\$1,400,000</b>  |
| <i>Habitat Restoration</i>   | 0                | 0                | 0                | <b>\$0</b>  |
| <i>Law Enforcement</i>   | 60,000           | 60,000           | 65,000           | <b>\$185,000</b>  |
| <i>Direct Costs / COC</i>  | 45,000           | 44,000           | 44,000           | <b>\$133,000</b>  |
| <i>FMA / Reservation Services</i>  | 0                | 0                | 0                | <b>\$0</b>  |
| <i>Maintenance (includes annual &amp; deferred repairs/maintenance and capital improvements)</i> | 700,000          | 750,000          | 700,000          | <b>\$2,150,000</b>  |
| <i>Administrative, Overhead and Indirect Costs</i>   | 0                | 0                | 0                | <b>\$0</b>  |
| <b>Totals</b>  | <b>1,205,000</b> | <b>1,354,000</b> | <b>1,309,000</b> | <b>\$3,868,000</b>  |

**Table 13: Superior National Forest, Minnesota  
Projected Expenditures**

| Projected \$ amounts per year  |                |                |                |  |
|--|----------------|----------------|----------------|--|
|  | <b>2006</b>    | <b>2007</b>    | <b>2008</b>    | <b>Total projected spending<br/>in obligation category<br/>over next 3 years</b> |
| <i>Visitor Services</i>  | 175,000        | 175,000        | 180,000        | <b>\$530,000</b>   |
| <i>Habitat Restoration</i>   | 11,000         | 11,000         | 15,000         | <b>\$37,000</b>  |
| <i>Law Enforcement</i>   | 50,000         | 53,000         | 54,000         | <b>\$157,000</b>   |
| <i>Direct Costs / COC</i>  | 80,000         | 80,000         | 82,000         | <b>\$242,000</b>   |
| <i>FMA / Reservation Services</i>  | 0              | 0              | 0              | <b>\$0</b>   |
| <i>Maintenance (includes annual &amp;<br/>deferred repairs/maintenance and<br/>capital improvements)</i> | 300,000        | 320,000        | 320,000        | <b>\$940,000</b>   |
| <i>Administrative, Overhead and<br/>Indirect Costs</i>   | 0              | 0              | 0              | <b>\$0</b>   |
| <b>Totals</b>  | <b>616,000</b> | <b>639,000</b> | <b>651,000</b> | <b>\$1,906,000</b>   |

## Appendix II: Budgetary Data

### Interagency

|   | FY 96         | FY 97          | FY 98          | FY 99          | FY 00          | FY 01          | FY 02          | FY 03          | FY04           | FY05           |
|---|---------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| <b>National Park Service</b>  |               |                |                |                |                |                |                |                |                |                |
| Fee demo/REA Revenue  | \$0.0         | \$45.1         | \$136.8        | \$141.4        | \$133.6        | \$126.2        | \$125.7        | \$123.5        | \$128.6        | \$128.2        |
| Deed restricted   | \$0.0         | \$0.0          | \$0.0          | \$1.6          | \$1.5          | \$1.4          | \$1.4          | \$1.3          | \$1.3          | \$1.2          |
| Nat park pass   | \$0.0         | \$0.0          | \$0.0          | \$0.0          | \$10.1         | \$14.2         | \$15.3         | \$16.8         | \$20.3         | \$18.6         |
| Yellowstone and Grand Teton <sup>2</sup>  |               |                |                |                |                |                | \$1.0          | \$1.0          | \$1.0          | \$1.1          |
| Transportation Rev  | \$0.0         | \$0.0          | \$0.0          | \$0.0          | \$2.0          | \$4.9          | \$5.0          | \$5.7          | \$6.6          | \$11.0         |
| <b>National Park Service subtotal</b>   | <b>\$77.8</b> | <b>\$122.3</b> | <b>\$146.0</b> | <b>\$143.0</b> | <b>\$147.2</b> | <b>\$146.7</b> | <b>\$148.4</b> | <b>\$148.3</b> | <b>\$157.8</b> | <b>\$160.1</b> |
| <b>Fish and Wildlife Service</b>  |               |                |                |                |                |                |                |                |                |                |
| Fee demo/REA rev  | \$0.0         | \$0.6          | \$3.1          | \$3.4          | \$3.4          | \$3.7          | \$3.6          | \$3.8          | \$3.9          | \$4.3          |
| Non-fee demo/non-REA rev  | \$1.5         | \$0.8          | \$0.4          | \$0.3          | \$0.5          | \$0.3          | \$0.2          | \$0.2          | \$0.0          | \$0.0          |
| <b>FWS subtotal</b>   | <b>\$2.2</b>  | <b>\$2.9</b>   | <b>\$3.7</b>   | <b>\$3.8</b>   | <b>\$3.9</b>   | <b>\$4.0</b>   | <b>\$3.8</b>   | <b>\$4.0</b>   | <b>\$3.9</b>   | <b>\$4.3</b>   |
| <b>Bureau of Land Management</b>  |               |                |                |                |                |                |                |                |                |                |
| Fee demo/REA rev  | \$0.0         | \$0.4          | \$3.5          | \$5.2          | \$7.0          | \$7.6          | \$8.7          | \$10.3         | \$13.3         | \$13.3         |
| Non-fee demo/non-REA  | \$3.3         | \$3.2          | \$2.6          | \$1.5          | \$1.1          | \$1.2          | \$0.9          | \$0.0          | \$0.0          | \$0.0          |
| <b>BLM subtotal</b>   | <b>\$3.3</b>  | <b>\$3.6</b>   | <b>\$6.1</b>   | <b>\$6.6</b>   | <b>\$8.5</b>   | <b>\$8.7</b>   | <b>\$9.6</b>   | <b>\$10.3</b>  | <b>\$13.5</b>  | <b>\$13.3</b>  |
| <b>Forest Service</b>   |               |                |                |                |                |                |                |                |                |                |
| Fee demo/REA rev  | \$0.0         | \$9.2          | \$20.8         | \$26.5         | \$31.8         | \$35.3         | \$37.7         | \$39.3         | \$46.8         | \$50.2         |
| Non-fee demo/non-REA rev <sup>3</sup>   | \$10.0        | \$9.1          | \$5.5          | \$5.4          | \$3.9          | \$4.3          | \$4.5          | \$0.0          | \$0.0          | \$0.0          |
| <b>Forest Service subtotal</b>  | <b>\$10.0</b> | <b>\$18.3</b>  | <b>\$26.3</b>  | <b>\$31.9</b>  | <b>\$35.8</b>  | <b>\$39.6</b>  | <b>\$41.2</b>  | <b>\$39.3</b>  | <b>\$46.8</b>  | <b>\$50.2</b>  |
| <b>Total, All Four Agencies<sup>4</sup></b>   |               |                |                |                |                |                |                |                |                |                |
| <b>Fee demo/REA Revenue</b>   | <b>\$0.0</b>  | <b>\$55.3</b>  | <b>\$164.2</b> | <b>\$176.5</b> | <b>\$175.8</b> | <b>\$172.7</b> | <b>\$175.7</b> | <b>\$176.9</b> | <b>\$192.6</b> | <b>\$196.0</b> |
| <b>Non-fee demo/non-REA Revenue</b>   | <b>\$14.8</b> | <b>\$13.1</b>  | <b>\$8.5</b>   | <b>\$8.8</b>   | <b>\$19.1</b>  | <b>\$26.3</b>  | <b>\$27.3</b>  | <b>\$23.9</b>  | <b>\$28.2</b>  | <b>\$30.8</b>  |
| <b>Total Revenue</b>  | <b>\$93.3</b> | <b>\$147.1</b> | <b>\$182.1</b> | <b>\$185.4</b> | <b>\$195.4</b> | <b>\$199.0</b> | <b>\$202.9</b> | <b>\$201.9</b> | <b>\$221.9</b> | <b>\$227.8</b> |
| <sup>1</sup> The Recreation Fee Demonstration (Fee Demo) program was in effect from FY 1996 through FY 2004. The Recreation Enhancement Act (REA) program began in FY 2005.<br><sup>2</sup> Yellowstone NP and Grand Teton NP Specific Permanent Appropriations: The Payment for Losses on Land Acquired for the Grand Teton NP account is combined with the Educational Expenses, Children of Employees, Yellowstone NP account for presentation purposes, in accordance with Administration policy. Separate accounting is maintained for each item in this selection. Data prior to 2002 is included with National Park Pass revenue.<br><sup>3</sup> Non-fee demo/non-REA revenue includes revenue collected under the Emergency Wetland Resources Act and the Land and Water Conservation Fund (LWCF). Revenue reported here was collected under these authorities at sites that did not join the fee demo program.<br><sup>4</sup> Totals may display rounding error. |               |                |                |                |                |                |                |                |                |                |

**Table 15: Cost of Fee Collection in Fee Demo/REA Projects<sup>1</sup>**  
**(\$ millions) 2000-2005**

| <b>Agency/Receipt Category</b>  | <b>FY 2000<br/>Total</b> | <b>FY 2001<br/>Total</b> | <b>FY 2002<br/>Total</b> | <b>FY 2003<br/>Total</b> | <b>FY 2004<br/>Total</b> | <b>FY 2005<br/>Total</b> |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>National Park Service</b>  |                          |                          |                          |                          |                          |                          |
| Fee Demo/REA Revenue  | \$133.6                  | \$126.2                  | \$125.7                  | \$123.5                  | \$128.6                  | \$128.2                  |
| Deed-restricted Non-REA Revenue   | \$1.5                    | \$1.4                    | \$1.4                    | \$1.3                    | \$1.3                    | \$1.2                    |
| National Park Pass Revenue  | \$10.1                   | \$14.2                   | \$15.3                   | \$16.8                   | \$20.3                   | \$18.6                   |
| Yellowstone and Grand Teton <sup>2</sup>  |                          |                          | \$1.0                    | \$1.0                    | \$1.0                    | \$1.1                    |
| Transportation Revenue  | \$2.0                    | \$4.9                    | \$5.0                    | \$5.7                    | \$6.6                    | \$11.0                   |
| Total Revenue <sup>3</sup>  | \$147.2                  | \$146.7                  | \$148.4                  | \$148.3                  | \$157.9                  | \$160.1                  |
| Annual Operating Costs for Fee Collection   | \$27.7                   | \$30.6                   | \$32.9                   | \$34.6                   | \$33.8                   | \$32.9                   |
| As percent of total revenue, including National Parks Pass, Deed Restricted and Transportation revenue                    | 18.8%                    | 20.9%                    | 22.2%                    | 23.3%                    | 21.4%                    | 20.5%                    |
| <b>U.S. Fish and Wildlife Service</b>   |                          |                          |                          |                          |                          |                          |
| Fee Demo/REA Revenue  | \$3.4                    | \$3.7                    | \$3.6                    | \$3.8                    | \$3.9                    | \$4.3                    |
| Annual Operating Costs for Fee Collection   | \$0.3                    | \$0.3                    | \$0.3                    | \$0.6                    | \$0.6                    | \$0.6                    |
| As Percent of Fee Revenue   | 8.8%                     | 8.1%                     | 8.3%                     | 15.8%                    | 15.4%                    | 14.0%                    |
| <b>Bureau of Land Management</b>  |                          |                          |                          |                          |                          |                          |
| Fee Demo/REA Revenue  | \$7.0                    | \$7.6                    | \$8.7                    | \$10.3                   | \$13.3                   | \$13.3                   |
| Annual Operating Costs for Fee Collection   | \$1.9                    | \$2.8                    | \$1.8                    | \$1.1                    | \$2.1                    | \$1.3                    |
| As Percent of Fee Revenue   | 27.1%                    | 36.8%                    | 20.8%                    | 10.7%                    | 15.8%                    | 9.6%                     |
| <b>USDA Forest Service</b>  |                          |                          |                          |                          |                          |                          |
| Fee Demo/REA Revenue  | \$31.8                   | \$35.3                   | \$37.7                   | \$39.3                   | \$46.8                   | \$50.2                   |
| Annual Operating Costs for Fee Collection   | \$5.9                    | \$5.1                    | \$5.9                    | \$5.3                    | \$6.5                    | \$7.9                    |
| As Percent of Fee Revenue <sup>4</sup>  | 18.6%                    | 14.4%                    | 15.8%                    | 13.6%                    | 14.0%                    | 15.6%                    |
| <b>Total, All Four Agencies</b>   |                          |                          |                          |                          |                          |                          |
| Fee Demo/REA Revenue  | \$175.8                  | \$172.8                  | \$175.7                  | \$176.9                  | \$192.6                  | \$196.0                  |
| Total Revenue, including NPS Deed-Restricted, National Park Pass and Transportation Revenue <sup>3</sup>                  | \$189.4                  | \$193.3                  | \$198.4                  | \$201.7                  | \$221.9                  | \$227.9                  |
| Annual Operating Costs for Fee Collection   | \$35.8                   | \$38.8                   | \$40.9                   | \$41.6                   | \$43.0                   | \$42.6                   |
| Operating Cost as a percent of Total Revenue, including Deed-restricted, National Parks Pass and Transportation Revenues. | 18.9%                    | 20.1%                    | 20.6%                    | 20.7%                    | 19.4%                    | 18.7%                    |

<sup>1</sup> The Recreation Fee Demonstration (Fee Demo) Program was in effect from FY 1996 through FY 2004.

<sup>2</sup> Yellowstone NP and Grand Teton NP Specific Permanent Appropriations: The payment for Tax Losses on Land Acquired for the Grand Teton NP account is combined with the Educational Expenses, Children of Employees, Yellowstone NP account for presentation purposes, in accordance with Administrative policy. Separate accounting is maintained for each item in this section. Data prior to 2002 is included with National Park Pass Revenue.

<sup>3</sup> May display rounding error.

<sup>4</sup> Only annual operating costs are considered here. Capital costs are relatively small by comparison.

**Table 16. Fee Demo/REA<sup>1</sup> Fee Projects: Revenue and Obligations (\$ millions)**

| Agency   | 1997   | 1998    | 1999    | 2000    | 2001    | 2002    | 2003    | 2004    | 2005    |
|--|--------|---------|---------|---------|---------|---------|---------|---------|---------|
| <b>National Park Service<sup>2</sup></b>               |        |         |         |         |         |         |         |         |         |
| Fee Demo/REA Revenue                                   | \$45.1 | \$136.8 | \$141.4 | \$133.6 | \$126.2 | \$125.7 | \$123.5 | \$128.6 | \$128.2 |
| Unobligated Balance Brought Forward and Recoveries     | \$0.0  | \$40.2  | \$125.8 | \$187.5 | \$232.0 | \$243.7 | \$269.7 | \$251.5 | \$240.7 |
| Funds Obligated <sup>3</sup>                           | \$6.5  | \$51.3  | \$80.9  | \$91.5  | \$116.4 | \$101.9 | \$142.3 | \$141.1 | \$125.2 |
| Unobligated Balance                                    | \$38.6 | \$125.8 | \$186.2 | \$229.6 | \$241.7 | \$267.5 | \$250.9 | \$239.1 | \$243.6 |
| <b>U.S. Fish and Wildlife Service</b>                  |        |         |         |         |         |         |         |         |         |
| Fee Demo/REA Revenue                                   | \$0.6  | \$3.1   | \$3.4   | \$3.4   | \$3.7   | \$3.6   | \$3.8   | \$3.9   | \$4.3   |
| Unobligated Balance Brought Forward and Recoveries     | \$0.0  | \$0.4   | \$1.9   | \$2.8   | \$3.4   | \$3.6   | \$3.9   | \$4.0   | \$3.7   |
| Funds Obligated  | \$0.2  | \$1.6   | \$2.6   | \$3.0   | \$3.6   | \$3.4   | \$3.7   | \$4.3   | \$4.4   |
| Unobligated Balance                                    | \$0.4  | \$1.9   | \$2.7   | \$3.3   | \$3.5   | \$3.8   | \$4.0   | \$3.5   | \$3.6   |
| <b>Bureau of Land Management</b>                       |        |         |         |         |         |         |         |         |         |
| Fee Demo/REA Revenue                                   | \$0.4  | \$3.5   | \$5.2   | \$7.0   | \$7.6   | \$8.7   | \$10.3  | \$13.3  | \$13.3  |
| Unobligated Balance Brought Forward and Recoveries     | \$0.0  | \$0.2   | \$2.2   | \$3.3   | \$4.8   | \$5.6   | \$5.4   | \$0.2   | \$7.7   |
| Funds Obligated <sup>4</sup>                           | \$0.2  | \$1.5   | \$4.1   | \$5.9   | \$6.9   | \$9.1   | \$9.0   | \$12.6  | \$12.7  |
| Unobligated Balance                                    | \$0.2  | \$2.2   | \$3.2   | \$4.5   | \$5.5   | \$5.2   | \$6.5   | \$0.8   | \$8.2   |
| <b>USDA Forest Service</b>                             |        |         |         |         |         |         |         |         |         |
| Fee Demo/REA Revenue                                   | \$9.2  | \$20.8  | \$26.5  | \$31.8  | \$35.3  | \$37.7  | \$39.3  | \$46.8  | \$50.2  |
| Unobligated Balance Brought Forward and Recoveries     | \$0.0  | \$5.2   | \$11.0  | \$14.6  | \$20.9  | \$26.9  | \$22.0  | \$25.4  | \$35.7  |
| Funds Obligated  | \$4.1  | \$15.0  | \$22.9  | \$25.6  | \$29.3  | \$45.3  | \$35.1  | \$44.0  | \$45.6  |
| Unobligated Balance                                    | \$5.2  | \$11.0  | \$14.6  | \$20.8  | \$26.9  | \$19.3  | \$26.2  | \$28.2  | \$40.3  |
| <b>Total, All Four Agencies<sup>5</sup></b>            |        |         |         |         |         |         |         |         |         |
| Fee Demo/REA Revenue                                   | \$55.3 | \$164.2 | \$176.5 | \$175.9 | \$172.8 | \$175.7 | \$176.9 | \$192.5 | \$196.0 |
| Unobligated Balance Brought Forward and Recoveries     | \$0.0  | \$46.0  | \$141.0 | \$208.3 | \$261.0 | \$279.8 | \$300.9 | \$281.1 | \$287.8 |
| Total Funds Available                                  | \$55.3 | \$211.9 | \$317.4 | \$384.6 | \$433.6 | \$455.4 | \$477.8 | \$480.1 | \$483.8 |
| Funds Obligated  | \$11.0 | \$69.4  | \$110.6 | \$125.9 | \$156.2 | \$159.7 | \$190.1 | \$202.0 | \$187.9 |
| Funds Obligated as Percentage of Total Funds Available | 19.9%  | 32.8%   | 34.8%   | 32.7%   | 36.0%   | 35.1%   | 39.8%   | 41.9%   | 38.8%   |
| Unobligated Balance                                    | \$44.4 | \$140.9 | \$206.8 | \$258.2 | \$277.6 | \$295.8 | \$287.6 | \$271.6 | \$295.8 |

<sup>1</sup> The Recreation Fee Demonstration (Fee Demo) Program was in effect from FY 1996 through FY 2004. The Recreation Enhancement Act (REA) Program began in FY 20

<sup>2</sup> Does not include deed restricted, National Parks Pass and transportation fund revenues and obligations.

<sup>4</sup> Reflects obligations of fee revenue as reported by BLM field offices for each year, regardless of the year the revenues were collected. These numbers may vary from those reported by the U.S. Treasury Department because of incomplete estimates by field staff, or because some sites reported deposits that were not credited in time for U.S. Treasury budget reports.

<sup>5</sup> Totals may display rounding error.

**Table 17: Number of DOI<sup>1</sup> Recreation Visits (millions) 1996-2005**

| Agency                                   | 1996         | 1997         | 1998         | 1999         | 2000         | 2001         | 2002         | 2003         | 2004         | 2005         |
|--|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| <b>National Park Service<sup>2</sup></b> |              |              |              |              |              |              |              |              |              |              |
| Fee Demo/REA sites                       | 159.9        | 164.4        | 163.2        | 163.7        | 164.4        | 161.9        | 216.4        | 229.9        | 220.4        | 210.5        |
| All other sites                          | 105.9        | 110.8        | 123.5        | 123.4        | 122.1        | 123.3        | 56.9         | 35.5         | 56.0         | 90.3         |
| Agency total                             | 265.8        | 275.2        | 286.7        | 287.1        | 286.5        | 285.2        | 273.3        | 265.4        | 276.4        | 300.8        |
| <b>Fish and Wildlife Service</b>         |              |              |              |              |              |              |              |              |              |              |
| Fee Demo/REA sites                       | 10.0         | 10.3         | 11.1         | 13.1         | 13.9         | 14.6         | 16.1         | 18.4         | 18.7         | 18.1         |
| All other sites                          | 19.6         | 19.8         | 21.3         | 21.8         | 22.6         | 24.2         | 22.1         | 21.2         | 21.2         | 19.9         |
| Agency total                             | 29.6         | 30.1         | 32.4         | 34.9         | 36.5         | 38.8         | 38.2         | 39.6         | 39.9         | 38.0         |
| <b>Bureau of Land Management</b>         |              |              |              |              |              |              |              |              |              |              |
| Fee Demo/REA sites                       | 17.7         | 17.6         | 17.5         | 18.5         | 19.3         | 19.6         | 20.1         | 25.1         | 26.5         | 21.1         |
| All other sites                          | 39.9         | 43.3         | 43.4         | 36.6         | 34.8         | 31.9         | 33.3         | 27.9         | 27.5         | 35.0         |
| Agency total                             | 56.7         | 60.9         | 60.9         | 55.1         | 54.1         | 51.5         | 53.4         | 53.0         | 54.0         | 56.1         |
| <b>DOI Totals (BLM, FWS, NPS)</b>        |              |              |              |              |              |              |              |              |              |              |
| Fee Demo/REA sites                       | 187.6        | 192.3        | 191.8        | 195.3        | 197.6        | 196.1        | 252.6        | 273.4        | 265.6        | 249.7        |
| All other sites                          | 165.4        | 173.9        | 188.2        | 181.8        | 179.5        | 179.4        | 112.3        | 84.6         | 104.7        | 145.2        |
| <b>DOI Total</b>                         | <b>353.0</b> | <b>366.2</b> | <b>380.0</b> | <b>377.1</b> | <b>377.1</b> | <b>375.5</b> | <b>364.9</b> | <b>358.0</b> | <b>370.3</b> | <b>394.9</b> |

<sup>1</sup> FS Visitation data are not included as those data are tracked at the forest level rather than by Fee Demo/REA project. USFS reported 205 million visitors to National Forests for FY 2005.

<sup>2</sup> NPS listed 204 REA sites for FY 2005, 236 Fee Demo sites for FY 2002, and 100 Fee Demo sites for FY 1996 through FY 2001. Some sites have been grouped together, so not all sites are comparable from year to year.

## National Park Service

### *Revenue*

Fee Demo/REA revenue for NPS remained near \$128 million from FY 2004 to FY 2005. Total NPS revenue increased from \$157.9 million in FY 2004 to \$160.1 million in FY 2005 when deed-restricted authorities, National Parks Pass, and transportation revenues are included.

FY 2005 total fee revenue collected can be broken down into \$128.2 million from entrance, expanded amenity, and Golden Eagle Hologram sales; \$18.6 million from sales of the National Parks Pass; \$1.1 million from Yellowstone and Grand Teton National Parks specific permanent appropriations; \$1.2 million from deed restricted parks; and \$11.0 million in transportation fees.

Under P.L. 105–391, enacted in 1998, Congress authorized parks to collect a transportation fee and retain the revenue to fund transportation systems. Subsequently, a number of parks established transportation fees. In some cases, parks set aside a part of the entrance fee as a transportation fee. Transportation fees are steadily increasing each fiscal year.

### *Cost of Collection*

In FY 2005, the average cost of collection as a percentage of fee revenues for NPS was 20.5 percent, down from 21.4 percent in FY 2004. Cost of collection have varied between about 21 and 23 percent of fee revenues since FY 2001. Many small parks in the program have historically had higher collection costs as a percent of the gross revenue they collect. The locations where collection costs represent a large portion of gross revenue typically collect very small amounts of revenue, or have higher costs due to more complex site logistics and collection requirements (e.g., staffed entrance fee stations). For the NPS as a whole, net collection costs dropped from \$343.8 million in FY 2004 to \$32.9 million in FY 2005, while total revenue increased from \$157.9 million in FY 2004 to \$160.1 million in FY 2005 when deed-restricted, National Parks Pass, and transportation revenues are included. The average cost of collection as a percentage of total fee revenue decreased in 2005 due to revenue increases, technology improvements, and better tracking and accountability processes.

### *Obligations*

In FY 2005, the NPS obligated \$125.2 million to REA projects. This represents about 98 percent of REA revenue, which was \$128.2 million in FY 2005.

### *Visitation*

Annual visitation for the National Park Service increased 8.8 percent in FY 2005, up from 276.4 million visits in FY 2004 to 300.8 million visits in FY 2005. Visitation has been trending upwards over the past decade, increasing from 265.8 million visits in 1996.

**Table 18. National Park Service Fee Demo/REA<sup>1</sup> Obligations by Category  
(\$ thousands) 2003-2005**

|  | NPS       |           |           |
|--|-----------|-----------|-----------|
|  | 2003      | 2004      | 2005      |
| <b>Total Fee Revenue Collected<sup>2</sup></b>   | \$123,518 | \$128,606 | \$128,163 |
| <b>Unobligated Balance Brought Forward</b>   | \$269,681 | \$251,511 | \$240,669 |
| <b>Total Funds Available</b>   | \$393,199 | \$380,117 | \$368,832 |
| <b>Projects Accomplished</b>   |           |           |           |
| <i>Visitor Services</i>  | \$7,588   | \$13,025  | \$10,943  |
| <i>Habitat Restoration</i>   | \$17,076  | \$10,957  | \$9,000   |
| <i>Law Enforcement</i>   | \$0       | \$0       | \$0       |
| <i>Fee Management Agreement and<br/>    Reservation Services</i>                             |           |           | \$945     |
| <i>Facilities Deferred Maintenance</i>   | \$77,257  | \$77,783  | \$67,500  |
| <i>Facilities Capital Improvements</i>   | \$2,765   | \$4,055   | \$1,500   |
| <i>Facilities Routine/Annual Maint.</i>  | \$54      | \$54      | \$54      |
| <i>Subtotal Facilities Maintenance</i>   | \$80,076  | \$81,892  | \$69,054  |
| <b>Collection Costs (Annual Operating)</b>   | \$34,588  | \$33,840  | \$32,895  |
| <b>Administrative, Overhead and Indirect Costs<br/>(2005); Other (2003-2004)<sup>3</sup></b> | \$2,981   | \$1,342   | \$2,387   |
| <b>Total Obligations</b>   | \$142,309 | \$141,056 | \$125,224 |
| <b>End of Year Cumulative Unobligated Balance</b>  | \$250,890 | \$239,061 | \$243,608 |
| <b>Total Expenditures/Outlays<sup>4</sup></b>  | \$119,282 | \$137,563 | \$123,830 |

<sup>1</sup> The Recreation Fee Demonstration (Fee Demo) Program was in effect from FY 1996 through FY 2004. The Recreation Enhancement Act (REA) Program began in FY 2005.

<sup>2</sup> NPS Fee Demo/REA Revenue does not include deed-restricted, National Parks Pass or transportation revenue. Total revenue in FY 2005 was \$160.1 when revenues from these sources are included.

<sup>3</sup> The "Other" category, previously authorized under Fee Demo, is no longer reported as of FY 2005. In 2003-2004 "Other" included expenditures for planning documents, cultural reports, and other studies. "Other" is no longer an authorized expenditure category under REA.

<sup>4</sup> Expenditures may differ from obligations due to timing issues with reporting.

## Fish and Wildlife Service

### *Revenue*

During FY 2005, the FWS collected a total of \$4.3 million at 140 Recreation Fee sites. This figure includes \$0.5 million from transition sites and unallocated funds.

### *Cost of Collection*

Costs of collection were 14.8 percent of fee revenues in FY 2005. FWS established a Performance Measure on the percent of recreation fee revenue spent annually on fee collection. The Performance Goal is to keep these costs under 20 percent. However, some sites still have costs of collection that are above the 20 percent goal. In some cases, this is due to revenue being deposited after the cut-off date for Treasury reporting. In other cases, sites may have counted partial salaries that are actually paid from another account.

### *Obligations*

In FY 2005, obligations of REA revenue totaled \$4.4 million. This actually exceeds REA revenue, which was \$4.3 million in FY 2005.

### *Visitation*

Visitation at FWS REA sites in FY 2005 decreased by 3 percent, from 18.7 million in FY 2004 to 18.1 million in FY 2005. The FWS implemented a new counting system in 2005, which showed a slightly lower count than the previous year. Also, in addition to a new counting procedure, the Southeast Region reported lower visitation this year due to storms and hurricanes.

| <b>Table 19. U.S. Fish and Wildlife Service Fee Demo/REA<sup>1</sup> Obligations by Category</b> |             |             |             |
|--|-------------|-------------|-------------|
| <b>(\$ thousands) 2003-2005</b>  |             |             |             |
|  | <b>FWS</b>  |             |             |
|  | <i>2003</i> | <i>2004</i> | <i>2005</i> |
| <b>Total Fee Revenue Collected</b>   | \$3,768     | \$3,854     | \$4,288     |
| <b>Unobligated Balance Brought Forward</b>   | \$3,864     | \$3,952     | \$3,718     |
| <b>Total Funds Available</b>   | \$7,632     | \$7,806     | \$8,006     |
| <b>Projects Accomplished</b>   |             |             |             |
| <i>Visitor Services</i>  | \$1,238     | \$1,697     | \$1,901     |
| <i>Habitat Restoration</i>   | \$278       | \$327       | \$150       |
| <i>Law Enforcement</i>   |             |             | \$329       |
| <i>Fee Management Agreement and</i>  | \$0         | \$0         | \$1         |
| <i>Reservation Services<sup>2</sup></i>  |             |             |             |
| <i>Facilities Deferred Maintenance</i>   | \$503       | \$161       | \$240       |
| <i>Facilities Capital Improvements</i>   | \$305       | \$252       | \$297       |
| <i>Facilities Routine/Annual Maint.</i>  | \$445       | \$379       | \$393       |
| <i>Subtotal Facilities Maintenance</i>   | \$1,253     | \$792       | \$930       |
| <b>Collection Costs (Annual Operating)</b>   | \$593       | \$578       | \$635       |
| <b>Other<sup>3</sup></b>   | \$317       | \$899       | \$411       |
| <b>Total Obligations</b>   | \$3,679     | \$4,293     | \$4,357     |
| <b>End of Year Cumulative Unobligated Balance</b>  | \$3,953     | \$3,513     | \$3,648     |
| <b>Total Expenditures/Outlays<sup>4</sup></b>  | \$3,651     | \$4,089     | \$4,159     |

<sup>1</sup> The Recreation Fee Demonstration (Fee Demo) Program was in effect from FY 1996 through FY 2004. The Recreation Enhancement Act (REA) Program began in FY 2005.

<sup>2</sup> FWS currently has few FMA sites, though this number may increase in future. One FWS site has expressed a desire to join NRRS.

<sup>3</sup> As of 2005, the "Other" category is Administrative, Overhead and Indirect expenses.

<sup>4</sup> Expenditures may differ from obligations due to timing issues with reporting.

## Bureau of Land Management

### *Revenue*

In FY 2005, BLM's REA projects generated approximately \$13.3 million in gross revenue, a substantial increase since the inception of the program. For example, annual gross fee revenue was \$3.5 million in FY 1998. It is BLM policy that all REA revenue is to be retained at the area of collection. In FY 2005, areas with high levels of visitation tended to collect high amounts of revenue. This is particularly true in those areas that had controlled access points, such as Red Rock Canyon National Conservation Area, located a short drive from Las Vegas, Nevada; Imperial Sand Dunes, California; Little Sahara Off-Highway Vehicle Recreation Area, Utah; Lake Havasu, Arizona's boat-in campsites and long term visitor areas; and Yaquina Head ONA, Oregon.

### *Cost of Collection*

Cost of collection for BLM sites decreased from 15.8 percent of revenue in FY 2004 to 9.6 percent of revenue in FY 2005. This is a continuation of dramatic decreases in costs of collection at BLM sites, from a high of 36.8 percent in FY 2001. This trend reflects changes in reporting collection costs, which in previous years may have included some visitor services.

### *Obligations*

FY 2005 obligations exceeded revenue at some sites, as sites spent unobligated balances from previous years. About \$8.2 million in previous unobligated balances currently remains available for site improvements. This revenue will be obligated in coming years on pre-planned, larger scale, multi-year projects. Over the period FY 1997 to FY 2005, BLM has obligated a total of \$62 million to reduce deferred maintenance, improve the quality of recreational settings, enhance visitor services, and protect resources. This represents 89 percent of all BLM recreation fee revenue generated during the period.

### *Visitation*

Visitation estimates are based on a variety of methods at these sites and areas, including sampling, fee receipts, registrations, traffic counts, observations, and best estimates based on local knowledge. There were 21.1 million visitors in 2005 to the 204 Recreational Fee sites (sites and areas on public lands directly managed by the BLM that are recognized as "managerially significant"), down from 26.5 million visits in FY 2004.<sup>8</sup>

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<sup>8</sup>BLM defines "managerially significant sites" as those sites requiring management actions to provide specific recreation setting or activity opportunities, to protect resource values, or to provide visitor safety.

**Table 20. Bureau of Land Management Fee Demo/REA<sup>1</sup> Obligations by Category**  
(\$ thousands) 2003-2005

|  | BLM      |          |          |
|--|----------|----------|----------|
|  | 2003     | 2004     | 2005     |
| <b>Total Fee Revenue Collected</b>                               | \$10,301 | \$13,250 | \$13,259 |
| <b>Unobligated Balance Brought Forward</b>                       | \$5,371  | \$177    | \$7,663  |
| <b>Total Funds Available</b>                                     | \$15,672 | \$13,427 | \$20,922 |
| <b>Projects Accomplished</b>                                     |          |          |          |
| <i>Visitor Services</i>  | \$3,000  | \$3,500  | \$4,126  |
| <i>Habitat Restoration</i>                                       | \$750    | \$1,800  | \$464    |
| <i>Law Enforcement</i>   | \$0      | \$0      | \$2,660  |
| <i>Fee Management Agreement and<br/>    Reservation Services</i> | \$0      | \$0      | \$911    |
| <i>Facilities Deferred Maintenance</i>                           | \$750    | \$1,200  | \$2,280  |
| <i>Facilities Capital Improvements</i>                           | \$1,600  | \$1,600  | \$423    |
| <i>Facilities Routine/Annual Maint.</i>                          | \$1,600  | \$2,150  | \$561    |
| <i>Subtotal Facilities Maintenance</i>                           | \$3,950  | \$4,950  | \$3,264  |
| <b>Collection Costs (Annual Operating)</b>                       | \$1,127  | \$2,094  | \$1,278  |
| <b>Other<sup>2</sup></b>   | \$150    | \$250    |          |
| <b>Total Obligations<sup>3</sup></b>                             | \$8,977  | \$12,594 | \$12,703 |
| <b>End of Year Cumulative Unobligated Balance</b>                | \$6,532  | \$833    | \$8,219  |
| <b>Total Expenditures/Outlays<sup>4</sup></b>                    | \$9,324  | \$12,001 | \$12,274 |

<sup>1</sup> The Recreation Fee Demonstration (Fee Demo) Program was in effect from FY 1996 through FY 2004. The Recreation Enhancement Act (REA) Program began in FY 2005.

<sup>2</sup> The "Other" category is no longer reported as of FY 2005. The "Other" category had been authorized under the fee demo program, "Other" is no longer an authorized expenditure category under REA.

<sup>3</sup> Reflects obligations of fee revenue as reported by BLM field offices for each year, regardless of the year the revenues were collected. These numbers may vary from those reported by the U.S. Treasury Department because of incomplete estimates by field staff, or because some sites reported deposits that were not credited in time for U.S. Treasury budget reports.

<sup>4</sup> Expenditures may differ from Obligations due to timing issues with reporting.

## Forest Service

### *Revenue*

Since FY 1997, the FS Recreational Fee Program has generated nearly \$300 million in revenue. In FY 2005, collections of \$50.2 million represent an increase of \$3.4 million (7.4 percent) over the previous year.

### *Cost of Collection*

The total cost to collect fees in FY 2005 under REA was \$7.9 million, which was 15.6 percent of total revenues collected, compared with 14 percent in FY 2004.

### *Obligations*

Over the period FY 1997 to FY 2005, the FS has obligated \$266.9 million to meet their objectives. This represents 90 percent of all revenue collected over the same period. In FY 2005, a year-end balance of \$40.3 million remained.

Overall, FY 2005 spending patterns mirrored those of the past seven years, during which more than half of all expenses were related to direct visitor services and repairs or maintenance. Field estimates for FY 2005 list visitor services at 23 percent of total expenditures, and repairs and maintenance at 42 percent of total expenditures. The remaining 35 percent is divided among the other expenditure categories (see Table 21).

### *Visitation*

FS does not report the actual number of visits to National Forests, given the difficulty in accounting for all visitors at these sites. FY 2005 visitation has been estimated at 205 million visits.

| <b>Table 21: Forest Service Fee Demo/REA<sup>1</sup> Obligations (\$ thousands) 2003-2005</b> |                |             |             |
|---|----------------|-------------|-------------|
|   | <b>USDA FS</b> |             |             |
|   | <i>2003</i>    | <i>2004</i> | <i>2005</i> |
| <b>Total Fee Revenue Collected</b>  | \$39,300       | \$46,776    | \$50,245    |
| <b>Unobligated Balance Brought Forward</b>  | \$22,000       | \$25,400    | \$35,683    |
| <b>Total Funds Available</b>  | \$61,300       | \$72,176    | \$85,928    |
| <b>Projects Accomplished</b>  |                |             |             |
| <i>Visitor Services</i>   | \$10,588       | \$14,594    | \$10,267    |
| <i>Habitat Restoration</i>  | \$3,182        | \$3,043     | \$375       |
| <i>Law Enforcement</i>  |                |             | \$2,292     |
| <i>Fee Management Agreement and<br/>    Reservation Services</i>                              |                |             | \$4,811     |
| <i>Facilities Deferred Maintenance</i>  | \$3,830        | \$4,334     |             |
| <i>Facilities Capital Improvements</i>  | \$2,150        | \$2,434     |             |
| <i>Facilities Routine/Annual Maint.</i>   | \$11,089       | \$12,166    |             |
| <i>Subtotal Facilities Maintenance<sup>2</sup></i>  | \$17,069       | \$18,934    | \$18,207    |
| <b>Collection Costs (Annual Operating)</b>  | \$5,349        | \$6,546     | \$7,858     |
| <b>Other<sup>3</sup></b>  | \$943          | \$464       |             |
| <b>Total Obligations<sup>4</sup></b>  | \$33,100       | \$44,021    | \$45,622    |
| <b>End of Year Cumulative Unobligated Balance</b>   | \$26,200       | \$28,200    | \$40,306    |
| <b>Total Expenditures/Outlays<sup>5</sup></b>   | \$35,269       | \$44,021    | \$44,338    |

<sup>1</sup> The Recreation Fee Demonstration (Fee Demo) Program was in effect from FY 1996 through FY 2004. The Recreation Enhancement Act (REA) Program began in FY 2005.

<sup>2</sup> As of FY 2005, Forest Service no longer divides Total Asset Repairs and Maintenance into Deferred, Capital and Routine categories.

<sup>3</sup> The "Other" category is no longer reported as of FY 2005. The "Other" category had been authorized under the fee demo program but is no longer an authorized expenditure category under REA. "Other" had included expenditures for NEPA, Landscape Architecture Studies or Evaluations, as well as GIS support, and some minor NEPA analyses.

<sup>4</sup> Totals for projects accomplished will not match totals for obligations. Projects accomplished totals differ from obligations totals as reported in the SF-133 Report to Treasury by 1% or less due to rounding errors and report timing issues.

<sup>5</sup> Total Expenditures may not equal the sum of Projects Accomplished and Collection Costs. Total Expenditures is reported by the US Treasury, while items under Projects Accomplished are estimated by individual FS sites.

### Appendix III: REA Changes to Regional and Multientity Passes

**Table 22: REA Changes to Multientity and Regional Passes\***

| Pass Program   | Geographic Area       | Sites Covered/Benefits Provided   | Price  | Agencies Involved                                       | Changes to Pass from REA  |
|--|-----------------------|---|--|---|---|
| Northwest Forest Pass  | Oregon and Washington | Covers standard amenity fees at all FS day-use areas in 17 National Forests in OR and WA, a parking fee charged at North Cascades NP, and fees for some BLM lands adjacent to National Forest lands in OR and WA. | \$30 per year (50percent discount for Golden Age and Access passholders) | NPS, Forest Service                                     | The number of FS sites covered under the pass has been reduced.         |
| Oregon–Washington Recreation Pass  | Oregon and Washington | Covers all entry and standard amenity fees for Federal recreation areas and entry and day-use fees to some state parks in Washington and Oregon.  | \$85 per year  | FS, BLM, NPS, FWS, State of Washington, State of Oregon | The number of FS sites covered under the pass has been reduced.         |
| Oregon Coastal Pass  | Coastal Oregon        | Covers entry, standard amenity fee, vehicle parking, and day-use fees for 17 sites between Astoria and Brookings along U.S. Highway 101 managed by FS, BLM, NPS, and OR.  | \$35 per year; or \$10/5 days  | FS, BLM, NPS  | Administration of this pass is not expected to change.                  |
| Adventure Pass   | Southern California   | Covers standard amenity day-use fees and some expanded amenity use fees within the Angeles, Cleveland, Los Padres, and San Bernadino National Forests in southern California.                                     | \$30 per year  | FS  | Reduction in acreage and number of recreation sites covered by pass.    |
| Joint Rocky Mountain National Park and Arapaho National Recreation Area (ANRA) Annual Pass | Colorado              | Covers entry to Rocky Mountain National Park and standard amenity day-use fees within the Arapaho National Forest.  | \$50 per year  | NPS, FS   | Reduction in FS acreage and number of recreation sites covered by pass. |

\* Changes to the Golden Eagle, Golden Age, and Golden Access passports and the National Parks Pass are discussed in Section 5.  
 Note: The reduction in FS acreage and number of recreation sites not covered by the various passes is a result of the sites being removed from the recreation fee program because they do not meet recreation site criteria under REA.

## Appendix IV: Agency Specific Guidelines

Each agency issued its own guidance to implement REA. A description for each agency follows. Also, refer to Table 5 in Section 3.

### *Forest Service:*

The Forest Service published its *Public Involvement Strategy* on December 1, 2005. The strategy makes clear that each region will decide how regional fee boards<sup>9</sup> will interact with RRACs. Forest and Regional managers will tailor various public involvement methods to meet individual units' needs and document their public involvement. Regional recreation fee boards will identify public involvement needs for various situations when regional trends need to be considered, taking into account the amount of public interest in and/or concern about the fee or project. Thus, this strategy identifies the **minimum** public involvement requirements for FS. National forests will provide an opportunity for the public to participate in any decision to develop or change recreation fees. Opportunities may include public meetings, briefings, public notices, and email and website announcements and feedback among other options. In addition, the Forest Service (along with the BLM) will also establish RRACs to gain feedback, advice, and recommendations regarding the recreation fee program.

### *Bureau of Land Management:*

The BLM field offices are required to notify the public about routine fee increases based on BLM policy similar to that of FS. Public involvement is also included at the opening of sites/areas. In addition, new Special Recreation Permits (SRPs) may be established once general public notification has occurred as required by existing BLM policy and there has been extensive public involvement in the planning process. REA program has also allowed BLM to plan further into the future for continued maintenance, staffing, and enhancement of the project sites. At all of the fee collection sites, the new Recreation Fee Logo has been posted on the bulletin boards with information about the program and fees being used at the sites. BLM's office address and phone number is included on the posters, asking visitors to contact the BLM for more detailed information.

### *National Park Service and Fish and Wildlife Service:*

Requirements of public participation for the NPS and FWS are less stringent than those for BLM, BOR, and FS, which are required to establish Recreation Resource Advisory Committees. However, all agencies are required to provide the public opportunities to participate in the development of or change to a recreation fee established under the Act.

The NPS has a Director's Order pertaining to public involvement specifically. "DO 75A" (<http://www.nps.gov/civic/policy/>) contains policies and standards, definitions, roles, and responsibilities, etc. for all public involvement at the NPS. Some new procedures were

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<sup>9</sup> Regional fee boards will serve as a review arm for issues in the field involving REA program. These boards include a wide cross-section of employees to provide review of proposals, fee increases, expenditures, public participation, etc. Prior to approving any new recreation fees, the regional board must review a project.

adopted per REA on January 26, 2006, as an addendum to DO 75A. The intention of the fee guidelines is to:

1. Assist the parks on compliance with legal public participation requirements to change existing fees, add new fees, or establish new fee areas;
2. Notify the public about fee rates and how recreation fee revenue are used; and
3. Help parks strategize and leverage funding and staffing in carrying out these requirements.

The guidelines state that for any site changing an existing fee, adding a new fee, or establishing a new fee area, the superintendent must accomplish the following five steps:

1. Engage the public before a request for approval is submitted to the Regional Director (RD).
2. Submit a request for approval to the RD.
3. After rates are approved at all levels (RD, WASO, DOI) notify the public and commercial tour operators of the new or changed fees.
4. Notify the public on how fee revenue are used at the site.
5. Report annually to the RD on how they have informed the public about the use of fee revenue.

Parks establishing a new fee area must also publish a Notice in the Federal Register (FR) in addition to these five steps.

The NPS guidelines describe in detail how the above five steps should be carried out, and emphasize that each park superintendent should cater the public input process to the existing stakeholders, economy, tourism, etc. Superintendents are required in Step 1 to notify and obtain input from their Congressional delegation, nearby Federal, State and county officials, the local Chamber of Commerce, and Commercial tour operators. The FWS has looked at the NPS guidance on Public Participation and is drafting guidance based on the NPS model.

## Appendix V: RRAC Decisions

Existing BLM Advisory Councils will be used in the following States:

- Idaho—four existing Councils
- Montana/Dakotas—four existing Councils
- Utah—one existing Council
- Nevada—three existing Councils
- Colorado/Kansas—three existing Councils
- Arizona—one existing Council
- New Mexico—one existing Council (will include western Texas and Oklahoma grasslands managed out of New Mexico’s Cibola National Forest)

New RRACs will be created where BLM Advisory Councils do not exist:

- One *Forest Service Region 8 RRAC* includes Virginia, Tennessee, Kentucky, Arkansas, Texas, Louisiana, Mississippi, Alabama, Florida, Georgia, South Carolina, North Carolina, and Puerto Rico
- One *Forest Service Region 9 RRAC* includes Minnesota, Wisconsin, Michigan, Missouri, Illinois, Indiana, Ohio, New York, West Virginia, Pennsylvania, Vermont, New Hampshire, and Maine

States that Will Not Use Existing BLM Advisory Councils to Perform Joint Agency Review:

- *Washington and Oregon.* The State Director and the Regional Forester recommend creating one joint RRAC that covers the entire area of both states instead of using the existing three eastern BLM Advisory Councils.
- *California.* State Director and Regional Forester recommend establishing one, joint RRAC for entire state instead of using the existing four BLM Advisory Councils.
- *Alaska.* Create one new RRAC to address Forest Service recreation fees only. The BLM will continue to consult with their existing Advisory Council on BLM recreation fee issues.

State that Will Use an Existing Forest Service Advisory Committees

- *South Dakota.* The Black Hills National Forest will consult with the Black Hills NF Advisory Board for Forest Service recreation fees only. The BLM will continue to consult with the Dakota Advisory Council that covers North Dakota and South Dakota.

State That Will Not Have a RRAC or Use an Existing BLM Advisory Council per the Governor's Prerogative

- Wyoming
- Nebraska