

Implementation of the Federal Lands Recreation Enhancement Act

TRIENNIAL REPORT TO CONGRESS | 2015





Denali National Park
National Park Service, Alaska
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Implementation of the Federal Lands Recreation Enhancement Act

2015

Prepared By

U.S. Department of the Interior

Bureau of Land Management

Bureau of Reclamation

National Park Service

U.S. Fish and Wildlife Service

Office of Policy Analysis

U.S. Department of Agriculture

U.S. Forest Service

Many of the photographs in this report were submitted by members of the public as part of the annual Share the Experience photography contest, which is managed by the National Park Foundation on behalf of the five agencies authorized under the Federal Lands Recreation Enhancement Act. Photography is a popular recreation activity on federal lands. See page 15 for more details on the contest.



Zion National Park
National Park Service, Utah
Aeon Jones

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Executive Summary

The Federal Lands Recreation Enhancement Act (also known as “FLREA”) enables agencies to create, improve, and maintain thousands of recreation opportunities all over the country for tourists and outdoor enthusiasts. Under FLREA, the Department of the Interior’s (DOI’s) Bureau of Land Management (BLM), Bureau of Reclamation (Reclamation), National Park Service (NPS), and U.S. Fish and Wildlife Service (FWS), and the U.S. Department of Agriculture’s (USDA’s) Forest Service (USFS) work together, collecting fees from visitors and using those fees to develop and maintain a diverse array of rewarding and safe recreation opportunities.

FLREA requires the agencies to report to Congress every third year on implementation of the recreation fee program. This is the fourth Triennial Report, covering the period from FY 2012 through FY 2014. It provides information about the status of the recreation fee program, discusses the future of the program, and includes examples of recent and future projects from each of the agencies. This report supplements the comprehensive third Triennial Report (the “2012 Triennial Report”), which was published in May 2012.¹

Over 400 million visitors came to DOI agency sites each year from 2012 through 2014, and over half of those visits were to FLREA sites (Table A-2). About 86 percent of visitation at DOI FLREA sites occurred at NPS units in 2014, 11 percent occurred at FWS units, 3 percent occurred at BLM sites, and less than 1 percent occurred at Reclamation sites. USFS estimates that in 2013 there were 153 million visits to its recreation sites nationwide. USFS does not quantify visitation occurring specifically at FLREA sites. Visitors are benefiting from thousands of projects funded by FLREA revenue from FY 2012 through FY 2014 at recreation sites throughout the nation. This report showcases a variety of completed and planned projects by the agencies to repair and enhance facilities, provide additional opportunities for hunting and fishing, rehabilitate trails, provide law enforcement, and more.

Each agency also manages many areas, sites, and opportunities that do not charge FLREA fees. Over 55 percent of the 405 sites NPS manages throughout the country do not charge fees under FLREA. Over 93 percent of the 464 FWS refuges that are open to the public have free entry. There are no fees on about 99 percent of the 247 million acres that BLM manages. About 98 percent of USFS lands, and 68 percent of developed recreation sites, do not charge a fee. Reclamation currently collects fees under FLREA at one site, New Melones Recreation Area in California.

In deciding whether to establish or change fees at federally managed sites, the agencies engage with the public and stakeholders to ensure that the agencies consider different perspectives and that fees are appropriate. Each agency developed public participation policies consistent with FLREA to ensure that the public has an opportunity to provide input to agencies with respect to fee changes and new fees. Each agency developed procedures and tools to ensure accountability in administration of the recreation fee program, including guidance documents, planning processes, requirements for reporting, and audits. BLM and USFS also use Recreation Resource Advisory Committees to provide input and advice on recreation fee proposals.

¹ The 2012 Triennial Report provides a comprehensive review of the history of the FLREA program, agency mechanisms for implementation, and connections between FLREA and other Federal priorities and initiatives. http://www.doi.gov/ppa/upload/FLREA_Triennial_Report_2012_FINAL.pdf

Of the \$278.0 million in FLREA revenues that agencies collected in FY 2014, NPS collected \$185.3 million, USFS collected \$69.9 million, BLM collected \$17.7 million, and FWS collected \$5.1 million. Reclamation currently has only one recreation area participating under FLREA, New Melones Lake Recreation Area. FLREA revenue rose 6.5 percent in the past three years, from \$260.6 million in FY 2011 to \$278.0 million in FY 2014. The majority of this increase occurred at NPS and USFS sites and is a result of numerous factors, including fee increases and a greater proportion of visitation to sites with higher fees.

The agencies offer four interagency passes accepted at FLREA sites around the country—an \$80 Annual Pass, a \$10 Senior Pass for those 62 and older, an Access Pass that is free to those with permanent disabilities, and a Volunteer Pass offered to those who volunteer 250 hours on public lands. In addition, to honor the sacrifices of military service members and their families, the agencies offer free Annual Passes to all current military members (including reservists) and their families.

The recreation fee program supports the National Recreation Reservation Service and Recreation.gov. This platform provides one-stop access for people making reservations, securing permits, and building itineraries for travel to federal recreation sites around the country. More than one million reservations were made at FLREA sites in 2014 using Recreation.gov.

Visitation to FLREA sites makes a substantial contribution to local and regional economies. In 2013 (the most recent year for which estimates are available) visitors to FLREA sites at DOI agencies (BLM, FWS, NPS, and Reclamation) contributed an estimated \$22.1 billion in economic output (\$13.6 billion in value added) to the surrounding economies through trip-related spending. Recreation-related spending by visitors to DOI FLREA sites also supported an estimated 197,190 jobs in the communities surrounding public lands. The USFS National Visitor Use Monitoring survey for 2012, the most recent year for which information is available, found that visitors to USFS sites contributed \$11 billion in direct spending, with an impact of \$13 billion to the gross domestic product (GDP), and support for 194,000 jobs.²

As the agencies, lawmakers, and other constituencies consider the future of the recreation fee program, DOI and USDA recommend consideration of several core components of FLREA:

- **Permanent or long-term authority.** FLREA expires September, 2017. A permanent or long-term authority would provide stability and assurances to agencies and the visiting public by enabling up-front investments, improved efficiencies, and planning and coordination for the wise use of resources.
- **An interagency program.** By providing a single recreation fee authority for the agencies, FLREA enhances customer service, efficiency, and consistency.
- **Fee retention authority.** With this authority the agencies retain fees and reinvest them where they are collected. This is a major factor ensuring visitor support.
- **The ability to establish recreation fees for a range of activities,** including flexibility to charge for unique services or amenities.

The agencies appreciate the opportunity that FLREA provides to serve the public, and look forward to continuing dialogue with Members of Congress and the public with respect to reauthorization and ongoing efforts at effective implementation.

² Sources: DOI: Economic and jobs impacts were estimated by DOI's Office of Policy Analysis. USFS: National Visitor Use Monitoring survey, <http://www.fs.fed.us/recreation/programs/nvum/> (last updated May 20, 2013).

I. The Recreation Fee Program



Lake Powell
Bureau of Reclamation, Arizona/Utah
Raymond Lee



Ruby Mountain Wilderness
U.S. Forest Service, Nevada
Corbin McFarlane

Introduction

Hundreds of millions of Americans and people from all over the world visit our nation's natural, scenic, and historical landmarks every year. The experiences that these visitors seek and the opportunities that these places provide are exceedingly diverse, including camping, climbing, hunting, fishing, hiking, wildlife viewing, education, relaxing, socializing, and connecting with our country's heritage.

The Federal Lands Recreation Enhancement Act (FLREA)³ provides the legal framework and a source of funding for five federal agencies to ensure high quality experiences to visitors at thousands of places nationwide. These places include world icons such as Yosemite National Park, Mount St. Helens, and the Washington Monument as well as less famous attractions such as Kenai National Wildlife Refuge in Alaska, New Melones Lake in California, Minute Man National Historical Park in Massachusetts, the Kokopelli Trail in Colorado and Utah, and Cherokee National Forest in Tennessee. The five FLREA agencies are the the Department of the Interior's (DOI's) Bureau of Land Management (BLM), Bureau of Reclamation (Reclamation), National Park Service (NPS), and U.S. Fish and Wildlife Service (FWS), and the U.S. Department of Agriculture's (USDA's) Forest Service (USFS), hereafter "the agencies."

FLREA establishes mechanisms for the agencies to collect fees from visitors and to use those fees to establish, maintain, and enhance recreation sites and opportunities. FLREA contains elements that make this program unique and highly effective. First, FLREA brings five agencies under one program, laying the groundwork for an efficient and coordinated approach. Second, by defining expenditure categories FLREA requires that recreation fee revenue be utilized to enhance the visitor experience. Third, FLREA provides "fee retention authority," which requires that the vast majority of revenue collected by recreation sites is used at those sites. Finally, because FLREA funds may be spent across multiple years, agencies can plan and invest these funds on larger capital improvement projects.

This report covers the period from FY 2012 through FY 2014 and fulfills the requirement that agencies report on their implementation of the program every third year. It is organized as follows:

- This section provides information about visitation, revenue and expenditures, public participation and accountability, the interagency pass program, benefits of the program to jobs and the economy, and the Recreation.gov platform. This section also considers the future of the recreation fee program.
- Section II describes categories of expenditures authorized in FLREA and provides examples from each agency of projects funded by FLREA revenue that enhance visitor experiences.
- The Appendix contains tables with detailed statistics on visitation, revenue, and expenditures.

Background

This report supplements the last report, completed in 2012, which includes an in-depth look at the history and context of the recreation fee program and agency mechanisms for implementation.⁴

FLREA authorizes the agencies to charge several types of fees. NPS and FWS charge entrance fees at their sites which typically comprise entire management units, such as a National Park or a Wildlife Refuge. BLM, USFS, and Reclamation are authorized to charge standard amenity recreation fees at sites that have certain visitor amenities such as permanent toilet facilities, designated parking, and law enforcement. As such, BLM, USFS, and Reclamation sites are typically picnic areas or interpretive sites. In addition to entrance fees and standard amenity recreation fees, agencies are authorized to collect expanded amenity recreation fees for certain enhanced amenities and services such as a cabin rental or campground within a National Forest or on BLM lands, a boat launch facility at a Reclamation reservoir, or a cave tour at a National Park. The FLREA expanded amenity authorization for FWS and NPS is broader than that for BLM, Reclamation, and USFS, which is limited to certain services and amenities. Finally, FLREA provides agencies authority to issue and charge a fee for Special Recreation Permits for activities such as Off-Highway Vehicle use of trails, outfitting and guiding, and events.⁵

Since 1996, utilizing the revenue collected under FLREA and its predecessor—the Recreation Fee Demonstration Program—these agencies spent over \$3 billion on projects to ensure high quality visitor experiences.

FLREA sites are only a small portion of the total recreation opportunities provided by the agencies. Many recreation opportunities on lands managed by the agencies are free of charge. NPS manages 405 sites—national parks, national monuments, national battlefields, national historic sites, etc.—in all 50 states, the District of Columbia, American Samoa, Guam, Puerto Rico, Saipan, and the Virgin Islands. Of this total, only 178 sites charge fees under FLREA.

FWS manages a system of 562 National Wildlife Refuges (NWRs). Of these, 464 are open to the public with 141 sites charging fees under FLREA. Thirty-five NWRs charge an entrance fee. Most FWS FLREA sites charge expanded amenity fees activities such as specialized hunting activities. In addition to NWRs, FWS manages over 206 waterfowl production areas and 70 national fish hatcheries, many of which provide public access. Over 93 percent of FWS sites that are open to the public have free entry.

BLM has nearly 3,600 developed recreation sites with amenities such as restrooms, informational signs, and picnic tables. Fees are charged at approximately 440 of the more highly developed developed recreation sites. There are no fees on about 99 percent of the 247 million acres that BLM manages.

4 May 2012, Triennial Report to Congress on the Implementation of the Federal Lands Recreation Enhancement Act. https://www.doi.gov/sites/doi.gov/files/migrated/ppa/upload/FLREA_Triennial_Report_2012_FINAL.pdf

5 The types of recreation fees that may be charged under FLREA, including entrance fees, standard amenity recreation fees, expanded amenity recreation fees, and special recreation permit fees, are enumerated in 16 U.S.C. 6802.

USFS has about 27,000 developed recreation sites,⁶ of which about 3,760 collect fees under FLREA and about 2,300 charge other types of fees such as concessionaire campgrounds. Most FLREA sites are for overnight use such as campgrounds and cabin/lookout rentals. About 98 percent of USFS lands, and 68 percent of developed sites, do not charge a fee.

Reclamation engages in long-term agreements with federal, state, and local managing partners for most of its recreation areas. Reclamation collects fees under FLREA at one site, New Melones Recreation Area in California.

In addition to many free recreation opportunities, the agencies offer other low and no-cost options at certain times and to certain populations. Information on interagency passes provided to members of the military (and their families), seniors, persons with permanent disabilities, and volunteers on federal lands is provided under “The Interagency Pass Program” in this section. The agencies also provide fee-free days at FLREA sites each year. For example, the NPS had 11 fee-free days in 2013, nine in 2014, and nine for 2015.

Visitation and Visitor Satisfaction

A fundamental goal of agencies in implementing FLREA is to provide consistently high quality visitor experiences now and into the future. With respect to visitor satisfaction, surveys across agencies and over the years consistently indicate that the majority of visitors believe that the recreation fees they pay are reasonable for the amenities provided by the agencies and the experiences they have. On average, agency surveys find that about 90 percent of visitors are satisfied with the value they get for the fees they pay.⁷

Visitation to DOI agency sites in 2014 is shown in Figure 1 (total visitation) and Figure 2 (visits to FLREA sites). Detailed visitation statistics for DOI are found in Table A-2 in the Appendix.



Ansel Adams National Forest
U.S. Forest Service, California
Mariusz Jeglinski

⁶ This number increased by more than 6,000 since the 2012 Triennial Report. This is largely due to improved information in the agency’s corporate database.

⁷ The 2012 Triennial Report to Congress describes visitor satisfaction findings in more detail. Sources of visitor satisfaction data: NPS commissioned the University of Wyoming to conduct a Comprehensive Survey of the American Public in 2008 and 2009 (Natural Resource Report NPS/NRPC/SSD/NRR—2011/295). FWS commissioned the U.S. Geological Survey to conduct a survey to examine satisfaction among visitors to national wildlife refuges in 2010 and 2011. BLM has conducted annual Visitor satisfaction surveys since 2005 (see: <https://sesrc.wsu.edu/weve-done/past-clients/bureau-land-management/blm-reports/>). USFS National Visitor Use Monitoring survey, <http://www.fs.fed.us/recreation/programs/nvum/>.

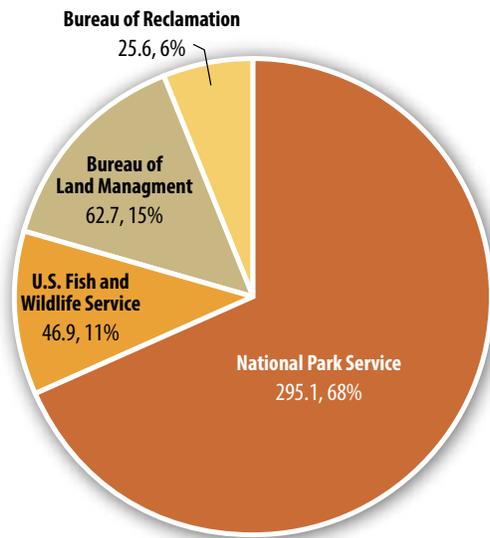


Figure 1. Department of the Interior Total Visitation by Agency, 2014 (Millions)

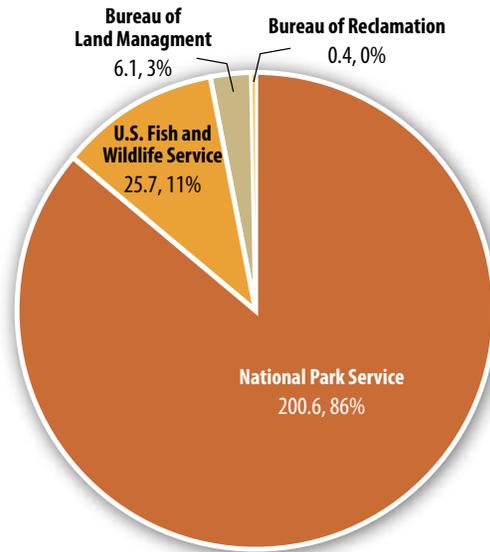


Figure 2. Department of the Interior Visitation to FLREA Sites, by Agency in 2014 (Millions)

As shown in Figures 1 and 2, NPS receives the largest visitation among DOI agencies and has the most visitation to FLREA sites. BLM has the second greatest visitation overall, with vast areas available for recreation free of charge. FWS has fewer total visits, but many of those visitors are going to FLREA sites. Reclamation has the smallest visitation among DOI agencies and has only one FLREA site. USFS uses the National Visitor Use Monitoring (NVUM) Survey to estimate visitation and visitor satisfaction. The latest NVUM data for 2013 estimate that there were approximately 153 million visits to USFS sites. The NVUM survey tracks visitation by national forest and so does not distinguish between FLREA and non-FLREA visits.



Indian Creek
Bureau of Land Management, Utah
Sean Smith

National Park Service

Since 2005, total NPS visitation fluctuated between 270 million and 300 million annually (Figure 3). At FLREA sites, visitation showed an overall decline from 210.5 million in 2005 to 190.7 million in 2013, then increasing to 200.6 million in 2014. Visitation at the top ten NPS sites is shown in Table A-1.

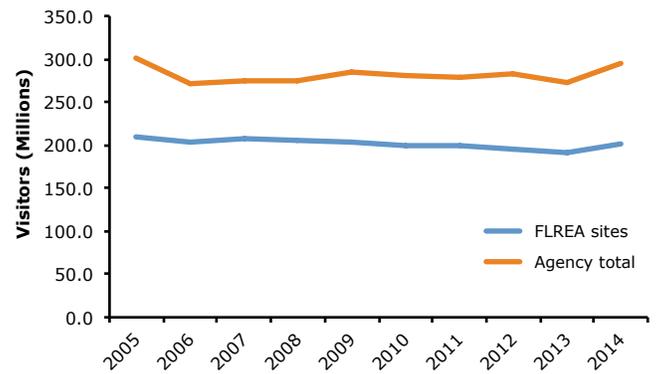


Figure 3. Visitation to National Park Service Sites, 2005-2014

U.S. Fish and Wildlife Service

Visitation to all FWS sites increased from 38.0 million in 2005 to 46.9 million in 2014 (Figure 4). From 2012 through 2014 total visitation remained roughly steady, between 46.9 million and 47.5 million. Visitation at FWS FLREA sites remained steady since 2007 at approximately 25 million.

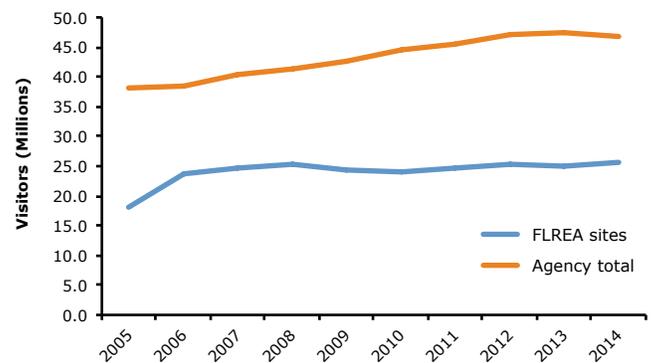


Figure 4. Visitation to U.S. Fish and Wildlife Service Sites, FY 2005-2014



Joshua Tree National Park
National Park Service, California
Justin Kenderes

Bureau of Land Management

BLM experienced an overall increase in total visitation over the years, from an estimate of 56.1 million visitor days⁸ in 2005 to approximately 62.7 million visitor days in 2014 (Figure 5). Visitation at FLREA sites remained fairly steady between six and seven million in the three years since the 2012 Triennial Report. The preponderance of visitors at non-FLREA sites is indicative of the large majority of BLM lands (99 percent) that do not charge fees.

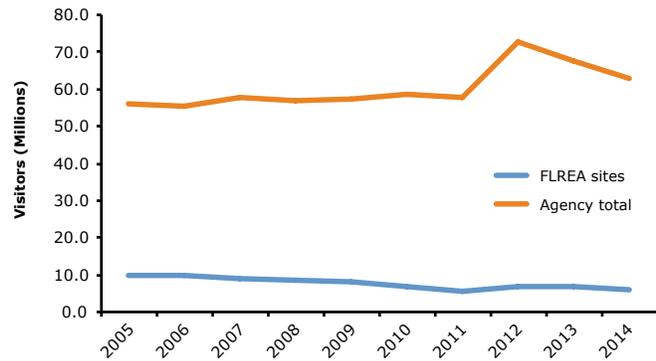


Figure 5. Visitation to Bureau of Land Management Sites, FY 2005-2014

Forest Service

The USFS NVUM survey indicates that there were approximately 152 million visitors in 2013 as well as 300 million instances of people driving on scenic byways and nearby roads to view scenery and wildlife on National Forest System lands. The 2012 survey estimated that 153 million people visited USFS sites⁹ and reported 300 million instances of people driving on byways and nearby roads.

Bureau of Reclamation

Reclamation uses long-term management agreements with state and local entities to manage recreation occurring at many of its projects. New Melones Lake has participated in FLREA since FY 2008 and is the only site Reclamation manages for recreation under FLREA. Total visitation at Reclamation sites decreased from 2012 to 2014, from 28.2 million to 25.6 million. Meanwhile, visitation at New Melones Recreation Area decreased from about 500,000 in 2012 to about 400,000 in 2014 due primarily to low water levels at the lake.

⁸ A visitor day represents an aggregate of 12 visitor hours at a site or area.

⁹ USFS recently refined its model for estimating visitation. Visitation for past years' surveys has been revised based on the new model and they may not match previously reported visitation figures.

Financial Statistics

This section provides summary financial information for the FLREA program, including revenue, cost of collection, and obligations. More details are contained in Tables A-3 through A-10 in the Appendix.

Revenue

Total recreation fee revenue for all agencies increased since enactment of FLREA in 2004, reaching \$278.0 million in FY 2014 (Figure 6). Of the FY 2014 total, NPS collected \$185.3 million, FWS collected \$5.1 million, BLM collected \$17.7 million, and USFS collected \$69.9 million. Reclamation’s revenue data are provided in Table A-10. Revenue at the top ten most visited NPS sites is shown in Table A-1.

The majority of FLREA revenue is collected at agency sites. The remaining revenue comes from central sales of interagency passes – those sold via the internet, mail, and a call center; and sales of Annual Passes by third party vendors. Central sales and third party sales in FY 2014 generated \$2.9 million, comprising 8.6 percent of total revenue from sales of interagency passes and 1.1 percent of total recreation fee revenue. More information on central and third party sales of passes is found under “The Interagency Pass Program” in this section.

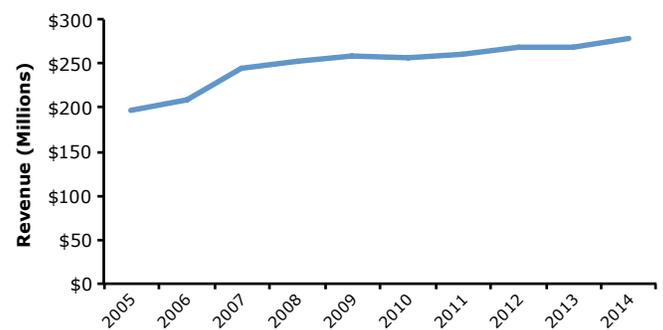


Figure 6. Total FLREA Revenue for All Agencies, FY 2005-2014

Cost of Collection

As FLREA revenue increased, the cost of collecting recreation fees remained stable at about \$40 million per year (Figure 7). Thus the cost of fee collection as a percent of revenue declined steadily from 18.7 percent in FY 2005 to 13.2 percent in FY 2014. The FY 2014 cost of collection as a percentage of revenue was as follows: NPS–16.3 percent; FWS–8.9 percent; BLM–2.9 percent; Reclamation–28.3 percent; and USFS–6.8 percent. Cost of collection as a percent of revenue differs among agencies for a variety of reasons.

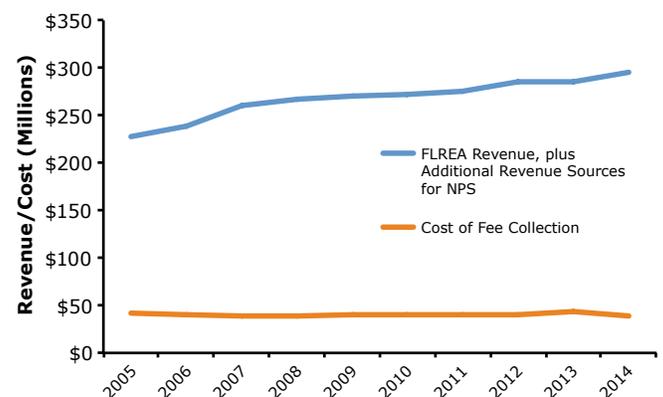


Figure 7. FLREA Revenue, Plus Additional Revenue Sources for the National Park Service, and Cost of Fee Collection, FY 2005-2014

For example, the agencies have different authorities under FLREA for types of fees they can collect and agencies have different methods of collecting fees. The different collection methods have different costs. For example, use of an iron cash box is a very low cost collection method. In contrast, use of staffed entrance stations is a higher cost collection method. Year-by-year statistics on the cost of collection are found in Table A-4 in the Appendix.

Obligation of Revenue

In recent years the agencies placed an emphasis on increasing annual obligations. The effort resulted in a decrease of over \$150 million in the unobligated balances brought forward and recoveries between FY 2007 and FY 2014 even as revenue increased (Figure 8).

In FY 2014 agencies expended 52 percent of the total FLREA funds available to them leaving an unobligated balance of \$225.5 million. Table 1 shows total FLREA revenue, unobligated balance brought forward and recoveries, obligations, and unobligated balance across all agencies from FY 2012 through FY 2014. This total is distributed among the agencies as follows: NPS carries a balance of \$159.9 million, FWS carries \$7.0 million, BLM carries \$14.9 million, Reclamation carries \$800,000, and USFS carries \$42.9 million.

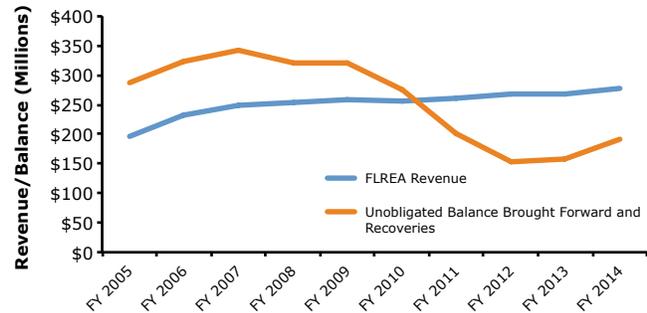


Figure 8. Annual FLREA Revenue and Cumulative Unobligated Balances Brought Forward and Recoveries, FY 2005-2014

Figures for unobligated balances are recorded at the end of the fiscal year (September), corresponding with the period in the year when balances are at their highest. This is due to higher visitation, and therefore higher revenues, during the summer season. Due to the effects on operations caused by sequestration and the partial government shutdown, there was an increase in unobligated funds in FY 2013 and FY 2014.

Agencies use the majority of unobligated funds either as operating capital for projects occurring the following year or hold the funds in anticipation of completing large scale capital improvement and maintenance projects for recreation sites. More detail about agencies' obligations between FY 2005 and FY 2014 is found in Table A-5 in the Appendix.

Table 1. Total FLREA Revenue, Unobligated Balance Brought Forward and Recoveries, Obligations, and Unobligated Balance, FY 2012-2014

Category	FY 2012	FY 2013	FY 2014
	Millions		
FLREA Revenue	\$269.0	\$268.2	\$278.0
Unobligated Balance Brought Forward and Recoveries	\$152.1	\$157.1	\$192.5
Obligations	\$265.9	\$233.4	\$245.0
Unobligated Balance	\$155.2	\$191.8	\$225.5

Fee Structure and Fee Changes

National Park Service

To simplify and standardize fees NPS instituted an entrance fee pricing structure in 2006. NPS grouped park units into categories according to legislative designation and other factors; and set fee rates based on those categories. Table 2 shows the groups and associated fee rates.

Table 2. National Park Service Entrance Fee Pricing Structure as of 2014*

Group	Annual Pass	Per Vehicle	Per Person	Motorcycle
Group 1: National Historic Sites, National Military Parks, National Battlefield Parks, National Memorials/Shrines, National Preserves, and Parkways	\$30	\$15	\$7	\$10
Group 2: National Seashores, National Recreation Areas, National Monuments, National Lakeshores, and National Historic Parks	\$40	\$20	\$10	\$15
Group 3: National Parks	\$50	\$25	\$12	\$20
Group 4: National Parks	\$60	\$30	\$15	\$25

* NPS updated fee rates in 2014

Civic engagement is a critical part of implementation. NPS adopted a public participation guideline that applies to all parks. This guideline requires public involvement activities and congressional consultation. NPS collects input about public acceptance of fee changes through the public involvement process. With respect to entrance fees, public input helps NPS determine when it may be appropriate to integrate a park into the entrance fee pricing structure. For expanded amenity fees, public involvement and comparability studies inform NPS about appropriate fee rates.

From 2008 through 2014 the NPS Director placed a moratorium on fee increases with the exception of those with unique or compelling reasons. The Director lifted the moratorium in late 2014 and many parks are currently in the process of engaging the public on proposed fee rate changes. From FY 2012 through FY 2014, NPS implemented 44 fee changes, as shown in Table 3. Three parks ceased collecting fees primarily due to the high cost of collection or difficult logistics associated with collecting the fees. Entrance fees increased at eight locations to align them with the service-wide pricing structure, to include transportation costs, or to ensure comparable pricing with similar local and state recreation amenities. Expanded amenity recreation fees were implemented or increased at 33 locations to keep the rates comparable to those in the local communities or to cover contract costs associated with adding sites to Recreation.gov.

Table 3. National Park Service Recreation Fee Changes, FY 2012-2014

Fee Type	Type of Fee Change			
	New Fee	Fee Increase	Ceased Collecting Fees	Total Fee Changes
Entrance	0	8	3	11
Expanded Amenity	4	29	0	33
Total Proposals	4	37	3	44

U.S. Fish and Wildlife Service

FWS implemented 32 recreation fee changes from FY 2012 through FY 2014, as shown in Table 4. The majority of the changes (27) were increases in existing fees and most of these involved a change of \$10 or less, or a change of 20 percent or less of the existing fee.

Table 4. U.S. Fish and Wildlife Service Recreation Fee Changes, FY 2012-2014

Fee Type	Type of Fee Change				
	New Fee	Fee Increase	Fee Decrease	Ceased Collecting Fees	Total Fee Changes
Entrance	0	1	0	0	1
Expanded Amenity	3	15	1	0	19
Special Recreation Permit	1	11	0	0	12
Total Proposals	4	27	1	0	32

Bureau of Land Management

BLM has implemented 17 new fees and 45 fee increases from FY 2012 through FY 2014 as shown in Table 5. Changes to BLM fees are reviewed and approved by the appropriate Recreation Resource Advisory Committee (Recreation RAC). Recreation RACs are discussed in this section under the heading “Public Participation, Outreach, and Accountability.”

Table 5. Bureau of Land Management Recreation Fee Changes, FY 2012-2014

Site Type	Type of Fee Change		
	New Fee	Fee Increase	Total Fee Changes
Standard Amenity Fee			
(Day use such as picnic areas, interpretive sites, and developed trailheads)	5	3	8
Expanded Amenity Fee (Primarily Campgrounds)	10	38	48
Individual Special Recreation Permits			
(Specialized Areas, such as Off-Highway Vehicle, River, or Long-Term Visitor Areas)	2	4	6
Total Proposals	17	45	62

Forest Service

From FY 2012 to FY 2014, the Forest Service made 240 recreation fee changes nationwide as shown in Table 6. The Forest Service undertakes rigorous public involvement associated with any type of recreation fee change. This process is described in more detail under “Public Participation, Outreach, and Accountability” in this section.

Table 6. Forest Service Fee Changes, FY 2012-2014

Site Type	Type of Fee Change					Total Fee Changes
	New Fees	Fee Increase	Fee Decrease	Fee Elimination	Site Type Change*	
Standard Amenity Fee (Day use such as picnic area, interpretive sites, boat launches)	0	0	0	56	[16]	56
Standard Amenity Fee – Developed Trailheads	0	0	0	53	0	53
Expanded Amenity Fee – Campgrounds and Group Campgrounds	6	50	0	0	3	59
Expanded Amenity Fee – Cabins	31	13	0	0	0	44
Expanded Amenity Fee – Other (Group sites, dump stations, highly developed boat launches)	3	1	0	0	0	4
Special Recreation Permits (Specialized trails, climbing areas, river use)	5	5	0	1	13	24
Totals	45	69	0	110	16	240

*A site type change is where a fee was changed from one fee type, such as Expanded Amenity Fee to another, such as Standard Amenity Fee. Site type changes are counted only once.

Bureau of Reclamation

There were no fee changes at Reclamation’s New Melones Recreation Area from FY 2012 through FY 2014. Since FY 2008, when Reclamation joined FLREA, the fees collected at New Melones have been effective in providing a source for numerous visitor enhancement projects which are described in Section II of this report.

The Interagency Pass Program

The interagency collaboration envisioned in FLREA is exemplified in the interagency pass program. Visitors can use a single pass to visit all five agencies' sites. FLREA creates four pass types.



Annual Pass (\$80 per year)

This pass is available to anyone. It is valid for 12 months from the time of purchase and covers entrance and standard amenity recreation fees at thousands of sites nationwide.



Senior Pass (\$10 lifetime pass)

This pass is available to U.S. citizens and permanent residents 62 years and older. It covers entrance and standard amenity recreation fees and provides discounts on some expanded amenity recreation fees.



Access Pass (free lifetime pass)

This pass is available to U.S. citizens and permanent residents, regardless of age, who certify that they have a permanent disability by showing appropriate documentation or by signing a Statement of Disability. The Access Pass has the same benefits as the Senior Pass.



Volunteer Pass (free annual pass – \$80 value)

This pass is issued free of charge to volunteers who log 250 hours of volunteer time. It is valid for 12 months from the date of issuance and covers entrance and standard amenity recreation fees.

Several recent and upcoming changes to the pass program recognize the contributions of valued members of society, improve customer service, and expand the scope of the program:

- In recognition of the contribution and sacrifices that service members (including reservists) and their families make for the country, in 2012 the agencies began offering free interagency Annual Passes to all current military members and their families. Since May, 2012, an average of 300,000 Annual Passes have been distributed each year to agency sites for military members and their families.
- As of February, 2011, Senior and Access Passes may be obtained via mail. The mail-in option requires applicants to send proof of eligibility and a \$10 processing fee. Since February, 2011, the agencies have provided over 80,000 Senior Passes and 18,000 Access Passes by mail. In 2015, these passes will also be available online utilizing a secure document upload process.
- The U.S. Army Corps of Engineers (USACE) was authorized to join the FLREA pass program in the Water Resources Reform and Development Act (June 10, 2014).¹⁰ Upon approval of the Assistant Secretary of the Army, USACE anticipates launching the program in January, 2017.
- In 2012 the agencies reduced the number of hours that an individual needs to volunteer to be eligible for the Volunteer Pass, from 500 to 250 hours. From 2012 through 2014, an average of 16,000 Volunteer Passes have been distributed per year to agency sites for issuance to volunteers.

¹⁰ P.L. 113-121, Sec. 1048.

Each year the agencies hold a Share the Experience Photo Contest, and the winner has their photo featured on the following year's Annual Pass and Volunteer Pass and accompanying decal. Since 2006, participants entered nearly 125,000 photographs of the nation's federal lands. Entries for 2012 through 2014 totaled 59,868.

Sales of Annual Passes and Senior Passes generated \$34.4 million in FY 2014. Most sales occur at agency sites (about 91 percent) and 80-100 percent of the revenue from these sales are spent at those sites. The remaining sales occur via the internet, through the mail, and by phone (these are collectively known as "central sales"), and through third party vendors (these are known as "third party sales"). Table 7 shows the number of Annual Passes and Senior Passes that have been sold from FY 2012 through FY 2014, and Table 8 shows revenue from pass sales during the same time period.

Table 7. Number of Annual and Senior Passes Sold by Agencies, 2012-2014*					
Agency	Pass Type	2012	2013	2014	Total 2012-2014
BLM	Annual	3,858	4,267	6,348	14,473
	Senior	16,186	17,340	19,360	52,886
	Total	20,044	21,607	25,708	67,359
FWS	Annual	1,819	2,014	1,926	5,759
	Senior	22,911	26,259	26,104	75,274
	Total	24,730	28,273	28,030	81,033
NPS	Annual	262,678	276,824	290,035	829,537
	Senior	500,446	515,238	508,648	1,524,332
	Total	763,124	792,062	798,683	2,353,869
Reclamation	Annual	62	161	20	243
	Senior	687	149	110	946
	Total	749	310	130	1,189
USFS	Annual	18,537	17,557	20,871	56,965
	Senior	65,556	62,741	60,136	188,433
	Total	84,093	80,298	81,007	245,398
Central Sales**	Annual	16,948	18,363	23,360	58,671
	Senior	18,754	19,976	22,657	61,387
	Total	35,702	38,339	46,017	120,058
Third Party***	Annual	10,933	10,344	13,456	34,733
Total Annual		314,835	329,530	356,016	1,000,381
Total Senior		624,540	641,703	637,015	1,903,258
Grand Total		939,375	971,233	993,031	2,903,639
* DOI agency numbers are for the fiscal year. USFS numbers are for the calendar year.					
** Sales that occur via the internet, through the mail, and by phone					
*** Sales that occur through third party vendors					

Table 8. Revenue from Annual and Senior Passes Sold by Agencies, 2012-2014*

Agency	2012	2013	2014	Total 2012-2014
BLM	\$485,126	\$512,136	\$700,945	\$1,698,207
FWS	\$374,662	\$423,690	\$415,139	\$1,213,491
NPS	\$26,018,701	\$27,298,325	\$28,289,279	\$81,606,305
Reclamation	\$11,830	\$14,370	\$2,700	\$28,900
USFS	\$2,099,652	\$1,757,331	\$1,997,642	\$5,854,625
Central Sales**	\$1,460,747	\$1,277,294	\$2,007,411	\$4,745,452
Third Party***	\$643,051	\$656,760	\$941,543	\$2,241,354
Total	\$31,093,769	\$31,939,906	\$34,354,659	\$97,388,334

* DOI agency numbers are for the fiscal year. USFS numbers are for the calendar year.

** Sales that occur via the internet, through the mail, and by phone

*** Sales that occur through third party vendors

The interagency pass program manufactures and distributes well over one million passes per year, along with collateral materials such as brochures and hangtags for vehicles. This costs the agencies between \$1 and \$2 million annually, including product design and production (about \$400,000 per year), fulfillment and shipping (about \$1.2 million per year), marketing and outreach (about \$20,000 per year), and administrative costs (about \$300,000 per year). The interagency pass program is funded by central pass sales and third party pass sales. In FY 2014 these pass sales generated \$2.9 million, which more than covers the cost of administering the pass program.

A 2011 interagency agreement identifies the process for distribution of revenue from central and third party pass sales. As per the agreement NPS provided \$2.4 million in start-up funding for the pass program in FY 2006, which the other agencies reimbursed as of FY 2015 using revenues from central and third party pass sales. A pass use study is currently being conducted by the University of Montana to determine how passes purchased through central sales are used by visitors. The results will help the agencies determine how to distribute future receipts from these central sales equitably.

The 2012 Triennial Report provides additional details about the interagency pass program including interagency coordination and Standard Operating Procedures.

Public Participation, Outreach, and Accountability

FLREA requires agencies to ensure public participation with respect to creating new fees and changing existing fees.¹¹ The agencies take seriously the responsibility to involve the public in recreation fee-related decisions and to be accountable to the public for effective implementation of FLREA. Consistent with FLREA, each agency has developed policies and procedures for informing the public, gathering input from the public, and ensuring an effective and accountable program. Each agency's approach is described below in brief. A more in-depth description of agencies' policies and procedures for public participation, outreach, and accountability is found in the 2012 Triennial Report.

National Park Service

NPS issued policies and comprehensive guidance for NPS public involvement efforts.¹² This NPS commitment to public engagement is reflected in its implementation of FLREA with respect to new fees and fee changes. At the beginning of each calendar year the NPS Director issues instructions on submission of fee changes or additions, and Regional Directors must approve any requests to engage the public about changed fees. NPS units plan and implement a comprehensive outreach program that includes all stakeholders, state and federal delegations, and the general public. The Director has authority for final approval to implement any new or changed fees. Parks establishing a new fee area must also publish a Notice in the Federal Register.

With respect to accountability, NPS uses a variety of means to safeguard against waste, loss, unauthorized use, and misappropriation. These include adherence to U.S. Department of the Treasury, DOI, and Government Accounting Office rules and regulations, as well as various management controls in accordance with the Office of Management and Budget (OMB) Circular A-123, "Management's Responsibility for Internal Control." NPS implemented five-year Recreation Fee Comprehensive Plans (RFCPs) as a management tool for the recreation fee program, which enables individual parks to articulate their strategic use of fee revenues. In the FY 2007 appropriations language, the RFCP became the cornerstone of the fee expenditure approval process. More detail is provided in the 2012 Triennial Report.

NPS is implementing a point-of-sale system with the goal of standardizing collection, deposition, and reconciliation of funds. The system reduces wait times for paying customers by providing quicker transaction times and allows for convenient payment options such as credit card and preauthorized debit. This system has been implemented in four parks (Yosemite, Sleeping Bear Dunes, Fort Pulaski, and Castillo De San Marcos) and NPS is in the process of expanding it to others.

U.S. Fish and Wildlife Service

Recreation Fee Program Guidance, issued in 2008, provides FWS employees with step-by-step procedures regarding changing an existing fee, adding a new fee, or establishing a new fee area. FWS undertakes a fee

¹¹ 16 U.S.C. 6803

¹² E.g., Director's Order DO 75A and Reference Manual 22a

analysis and public outreach process before fee proposals are submitted for approval by the appropriate Region. Fee adjustments deemed to be of particular public interest may require a higher level of approval within FWS.

FWS guidance and procedures ensure accountability in FLREA implementation. The 2008 FWS Recreation Fee Program Guidance contains detailed collection and accounting procedures for monitoring and reconciling accounts, and creating business plans. The FWS Division of Financial Management Cost Accounting updated the FWS Collections Handbook in 2010. This publication provides guidance to Collection Officers in the recreation fee program.

Bureau of Land Management and Forest Service

FLREA requires BLM and USFS to establish Recreation Resource Advisory Committees (Recreation RACs) in each state or region and to engage with the Recreation RACs with respect to fee changes. Recreation RACs are comprised of individuals representing diverse recreation interests and make recommendations on implementing or eliminating standard amenity fees, expanded amenity fees, and non-commercial individual special recreation permit fees; expanding or limiting the recreation fee program; and fee increases or decreases. Three states, Alaska, Nebraska and Wyoming, are exempted from using Recreation RACs. The 2012 Triennial Report goes into more detail about Recreation RACs, which are a component in a broader civic engagement process by BLM and USFS.

USFS and BLM have rigorous processes in place to ensure that the public is aware and involved in fee changes. Both agencies use varied and extensive means to reach out to the public and constituencies. Depending on the type of fee change or new fee proposed, USFS and BLM require public notice and opportunities for comment using many of the following methods:

- Announce the proposed change in local media;
- Announce the proposed change near or in the associated site;
- Brief federal legislators and ensure concerns are addressed;
- Brief elected officials such as county commissioners, federal representatives, and city council and ensure concerns are addressed;
- Post information on the forest or BLM unit's website;
- Post proposals and Recreation RAC meeting information on the Recreation RAC website;
- Post Recreation RAC meeting information in the Federal Register;
- Post the proposal in the Federal Register at least six months in advance of new recreation fees;
- Hold a public forum such as a meeting, open house, town hall, question and answer session, listening session, or field trip; and
- Establish positive relationships with public users and gateway communities to build support for and encourage participation in public lands recreation.

In 2012, USFS established a national process to review all potential fee proposals to ensure continued good public involvement, fair market pricing where applicable, and consistency in thought process when it comes to items like fee structure and amenities provided. USFS finalized FLREA guidelines as a Forest Service Handbook (FSH 2319.13 Chapter 30) in 2013 and completed installing a universal Point of Sale System (POSS) across the agency which facilitates recreation pass sales and agency accountability.

USFS uses a nationally consistent tool for developing and sharing proposed changes to fees. This tool helps ensure that all proposals are developed in a like manner with items such as total operations and maintenance costs for a site, current revenue (if any) from fees, deferred maintenance costs, an analysis of similar nearby offerings and an analysis of amenities offered at the site and the results of public participation efforts.

The Forest Service also shares how recreation fee revenue is spent through yearly accomplishment reports developed for every national forest. Those reports are available through local offices, or online.¹³

Business plans assist BLM in determining the appropriateness and level of fees. BLM requires these plans to include detailed information about fee collection, visitor use, anticipated income and expenditures, stakeholder and public input, private sector comparables and alternatives, and more. In 2014, BLM released a revised handbook governing the administration of recreation permits and fees. Additional direction established a national review process for all potential fee proposals, clear separation of Special Recreation Permit and Recreation Use Permit fee accounts, and clear public notification of fee program accomplishments at each area.

Bureau of Reclamation

Consistent with requirements in FLREA and Reclamation's internal requirements, the agency will inform and involve the public when creating any new fees or making changes to existing fees. Tools that Reclamation uses for civic and stakeholder engagement include, but are not limited to, Federal Register Notices, press releases, flyers, websites, interagency working groups, and open house meetings. Reclamation issued Reclamation Manual Directives and Standards, *Federal Lands Recreation Enhancement Act Program Management*, LND 01-02, that outlines procedures related to accountability and establishment or change of recreation fees.

13 <http://www.fs.fed.us/passespermits/accomplishments.shtml>

Jobs Supported and Economic Contributions

Hundreds of millions of people visiting agency recreation sites each year have a significant cumulative economic impact. Direct visitor spending and the jobs supported have national level impacts and make a big difference in many cities, towns, and rural areas nearby popular destinations.

“The Outdoor Recreation Economy,” a 2012 report by the Outdoor Industry Association, finds that Americans spend \$646 billion on outdoor recreation annually. This is comprised of \$120.7 billion in product sales and \$524.8 in trips and travel-related spending. This activity supports 6.1 million jobs in the United States.¹⁴

According to the 2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, wildlife recreation visitors spent \$144.7 billion in 2011 on their activities nationwide, equating to 1 percent of the gross domestic product (GDP) that year.¹⁵ Direct spending by visitors at recreation sites and in surrounding communities is one component of the overall impact. Also important are (a) agency expenditures to manage and enhance recreation sites and services, and (b) migration into communities prompted by recreational amenities and associated job and other economic opportunities. Together, these factors have an enormous impact on many local communities, as well as a substantial aggregate impact on the national economy.

Table 9 shows economic and employment impacts in 2013 related to visitation to DOI agency sites. Values for 2014 are not yet available. Of the approximately 414.5 million people who visited DOI lands in 2013, 222.8 million visited FLREA sites. These visitors to DOI lands contributed an estimated \$40.8 billion in economic output (or \$24.9 billion value added) to the surrounding communities through trip-related spending. Of this total, visitors to FLREA sites contributed an estimated \$22.1 billion of the total (or \$13.6 billion value added). Recreation-related spending on DOI lands in 2013 also supported an estimated 355,400 jobs in the communities nearby DOI lands, of which an estimated 197,190 are related to FLREA visitation. In 2013, economic contributions from visitation to DOI-managed sites represented 5 percent of the contributions from all U.S. tourism goods and services. Contributions from FLREA visitation represented 3 percent of the contributions from all U.S. tourism goods and services.¹⁶

14 “The Outdoor Recreation Economy” tracks spending across ten activity categories (bicycling, camping, fishing, hunting, motorcycling, off-roading, snow sports, trail sports, water sports and wildlife viewing) and estimates the direct economic output of these activities. http://outdoorindustry.org/pdf/OIA_OutdoorRecEconomyReport2012.pdf

15 U.S. Department of the Interior, Fish and Wildlife Service, and U.S. Department of Commerce, U.S. Census Bureau. 2011 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation. <http://www.census.gov/prod/2012pubs/fhw11-nat.pdf>

16 Economic and jobs impacts were estimated by DOI’s Office of Policy Analysis. Visitation data were provided by the agencies. National-model coefficients for output and employment contributions were taken from IMPLAN 2010 (www.implan.com). Spending profiles for FWS and NPS visitors were developed by these Bureaus. For Reclamation visitation, the spending profiles for FWS visitors were applied. For BLM visitation, spending profiles developed by USFS were applied. Contributions from U.S. Travel and Tourism Satellite Accounts for 2013 were taken from the Bureau of Economic Analysis (<http://www.bea.gov>). A recent publication on FWS-specific impacts is “Banking on Nature: The Economic Benefits to Local Communities of National Wildlife Refuge Visitation,” <http://www.fws.gov/refuges/about/refugereports/pdfs/BankingOnNature2013.pdf>.

Table 9. Estimated Number of Jobs Supported and Economic Contributions due to Visitation at Department of the Interior Sites, 2013

	Visits (Millions)		Economic Impact (Millions)		Value Added (Millions)		Jobs Supported	
	FLREA	Total	FLREA	Total	FLREA	Total	FLREA	Total
NPS	190.7	273.6	\$18,648	\$26,750	\$11,501	\$16,500	169,171	242,712
FWS	25.0	47.5	\$2,867	\$5,450	\$1,768	\$3,360	23,437	44,530
BLM	6.7	67.8	\$541	\$5,470	\$306	\$3,100	4,178	42,277
Reclamation	0.4	25.6	\$50	\$3,170	\$31	\$1,960	404	25,881
Total DOI	222.8	414.5	\$22,104	\$40,840	\$13,606	\$24,920	197,190	355,400

Source: Visitation numbers were provided by the agencies. Economic and jobs impacts were estimated by the Department of the Interior's Office of Policy Analysis.

Note: Economic impacts are a measure of the cumulative effects of spending as it cycles through the economy. Value added is the contribution of an activity to overall Gross Domestic Product (GDP). More information can be found in DOI's 2013 economic report: http://www.doi.gov/ppa/economic_analysis/fy-2013-economic-report.cfm.

Note: Visitors to agencies' FLREA sites are assumed to have the same spending profile as non-FLREA visitors.

Note: values may not add to totals due to rounding.

Results from the USFS NVUM survey show substantial contributions to the national economy and many local communities stemming from recreational activities in national forests and grasslands. The 2012 NVUM survey indicates a contribution of \$11 billion in direct spending by visitors, an impact of \$13 billion to the GDP, and support for 194,000 jobs.

Recreation.gov and the National Recreation Reservation Service

The FLREA Program works with the Recreation One-Stop program to meet visitors' demand for one-stop shopping as they set out to explore and experience America's public lands. The Recreation One-Stop program manages Recreation.gov which is a recreation trip-planning, reservation and information sharing platform for the nation's federal lands. Many FLREA recreation opportunities are available for reservation on Recreation.gov and a significant portion of FLREA revenue is collected via Recreation.gov.

Visitors to Recreation.gov can reserve campgrounds, apply for river permits, schedule a tour, discover points-of-interest near major cities, learn about destinations, and more. The platform features more than 90,000 reservable sites and hosts about 116,000 records through the Recreation Information Database (RIDB). In addition, call centers across the country field reservations for these same facilities and activities via a toll-free number. The effort is a joint initiative among federal agency partners including all five FLREA agencies, USACE, and the National Archives and Records Administration.



Screenshot from Recreation.gov. Source: <http://www.recreation.gov/>

Recreation.gov is supported through a service contract with Active Network Inc. (previously Reserve America Inc.). USFS administers the contract on behalf of the agencies participating with Recreation.gov.

In 2012, the re-design of the Recreation.gov website was launched to better emphasize the Recreation.gov brand, provide a fresh look to the site, include user-generated content, enable mobile optimization, and improve upon the navigation to better serve visitors. Notable changes included the addition of trip-planning content and stunning imagery designed to engage visitors with helpful information about federal forests, parks, and waterways.

Since 2012 and through the development of marketing and communication strategies, including significant efforts in social media, Recreation.gov continues to be regarded as a key tool for promoting travel and tourism to federal lands throughout the United States. Goals for the website include providing additional trip-planning tools, inspiring people to explore federal lands, increasing visitation—especially international travelers—to America’s federal lands, and providing consistent messaging and presence through all participating agencies’ communication channels. Plans for the site in 2015 include significant design updates; new intuitive search functionality; increased social media presence; and a trip-planner feature to provide a visual tool to enable easier planning and reservations.

In an effort to continually improve access, and in response to the Executive Order¹⁷ to make government data open and machine readable, an Application Programming Interface (API) was developed and launched in 2015 for the RIDB—allowing visitors to Recreation.gov to request data in very specific ways (e.g., by activity, keyword, and state). Recreation.gov engaged the Digital Service Playbook for this effort, which provides important guidance for understanding what users want and how to deliver valuable user interfaces.

17 E.O. 13543, May 9, 2013.

The agencies are continuously expanding their offerings on Recreation.gov to provide more reservable facilities and activities as well as additional trip-planning options for visitors. From 2009 to 2014, NPS increased the number of participating facilities from 147 to 238, BLM increased its participating facilities from nine to 21, Reclamation increased the number of participating facilities from four to ten, USFS increased the number of its participating facilities from 1,931 to 2,188, and the FWS number of participating facilities remained the same (Table 10). Each facility has one or more sites available for reservation on Recreation.gov and via the toll-free number. Reservable facility offerings may include boat launches, campsites, shelters, cabins, and lookouts. Increasingly, the federal land management agencies are offering reservable activities including tour tickets (such as the Washington Monument) and permits (hiking, climbing, boating, etc.) through Recreation.gov. High profile events like the White House Easter Egg Roll Lottery and the White House Christmas Tree Lighting Lottery also reside on Recreation.gov.

Recreation.gov hosts more than 15 million visitors and processes more than 1.5 million transactions each year. Since its launch in 2007 Recreation.gov has received nearly 1.2 billion page views and has processed over 7.5 million reservations. The website experienced a 27 percent increase in traffic between 2012 and 2014, indicating growing public awareness and use of the site. In 2014, over one million reservations were made for FLREA sites on Recreation.gov. Table 11 shows Recreation.gov reservations and revenue in FY 2012, FY 2013, and FY 2014. In FY 2014 reservations on Recreation.gov generated \$55.1 million for FLREA agencies, representing 19.8 percent of the \$278.0 million in FLREA revenue collected that year. Revenue generated by Recreation.gov for FLREA sites is treated as site revenue; passed through to recreation fee accounts associated with the sites where the reservations are made.

Table 10. Number of Agency Facilities Posted on Recreation.gov

Agency	Reservable Facilities
BLM	21
FWS	2
National Archives and Records Administration	1
NPS	238
Reclamation	10
U.S. Army Corps of Engineers	676
USFS	2,188
Total	3,136

Source: Recreation.gov data

Table 11. Reservations and Revenue from FLREA Sites Listed on Recreation.gov, FY 2012-2014

Agency	Total Number of Reservations			Total Revenue		
	FY 2012	FY 2013	FY 2014	FY 2012	FY 2013	FY 2014
BLM	2,699	2,874	3,584	\$189,680	\$320,755	\$341,799
FWS	735	752	747	\$75,651	\$74,204	\$76,655
NPS	397,182	418,582	484,561	\$15,299,717	\$16,832,161	\$18,603,101
Reclamation	4,449	4,304	4,078	\$642,384	\$524,341	\$411,433
USFS	490,563	522,983	552,220	\$31,041,943	\$33,406,825	\$35,708,031
Total FLREA	895,628	949,495	1,045,190	\$47,249,376	\$51,158,285	\$55,141,019

Source: Recreation.gov data

The Future of the Recreation Fee Program

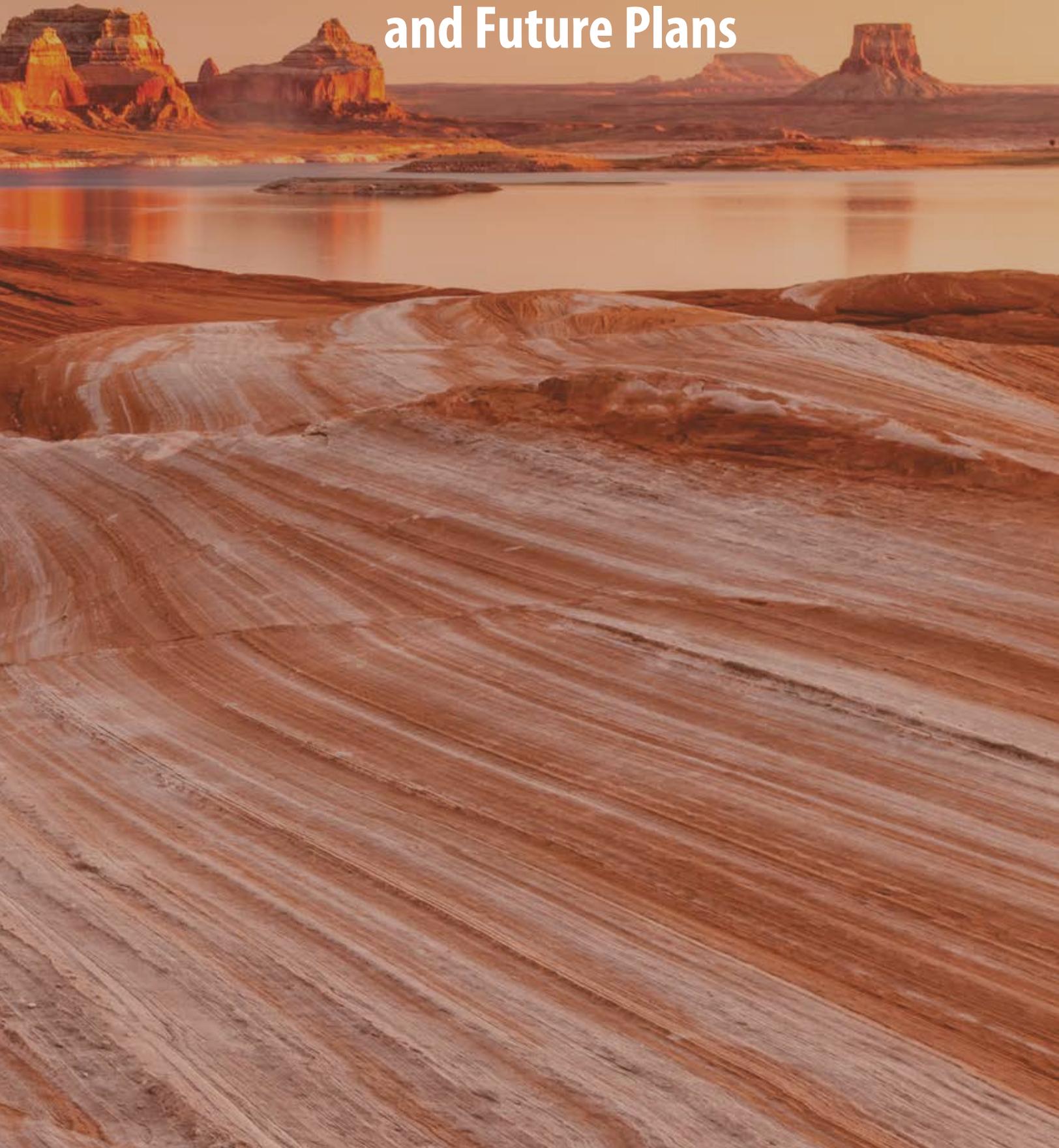
For more than a decade—since its enactment in December 2004—FLREA has provided authority for the agencies to fulfill one of their key mandates: providing quality recreation access to federal lands now and into the future. The current authority expires in September 2017. As the agencies, lawmakers, and other constituencies consider the future of the program there are several core components of FLREA underpinning an efficient and effective program that meets the demands of the public:

- **Long-term or permanent authority.** The agencies encourage Congress to consider permanent authorization of FLREA. A permanent or long-term authority provides assurances to the visiting public and to the agencies by facilitating necessary up-front investments, such as designing and ordering passes and developing agreements with companies to market and sell the Annual Pass; providing continuity and stability for fee collection operations; and allowing the agencies time to plan, develop, and implement enhanced services such as fee-funded projects that require more than a year of advance planning and coordination.
- **An interagency program.** By providing a single recreation fee authority for the agencies, FLREA enhances customer service, efficiency, and consistency. The recreation program improves interagency coordination which makes recreation sites more accessible and information easier to find. While ensuring coordination, FLREA acknowledges and allows for differences among the agencies. This is important because the agencies have different missions and are unique in the services they provide to the public and in the services the public expects from the agencies.
- **Fee retention authority.** The ability for agencies to retain fees and reinvest them where they are collected without further appropriation has been a major factor in ensuring visitor support.
- **The ability to establish recreation fees for a range of activities,** including flexibility to charge for unique services or amenities and new emerging amenities that benefit visitors is an important element of the program.



Pine Island National Wildlife Refuge
U.S. Fish and Wildlife Service, Florida
Jay Fleming

II. Sample Project Accomplishments and Future Plans





White River National Forest
U.S. Forest Service, Colorado
Dorothy Wallace-Senft

The agencies spent more than \$3 billion in recreation fee revenue since 1996 on tens of thousands of projects nationwide. This section presents projects from across the country funded by FLREA revenue from FY 2012 through FY 2014.

FLREA authorizes agencies to expend recreation fees on:

- Repair, maintenance, and facility enhancement related directly to visitor enjoyment, visitor access, and health and safety;
- Interpretation, visitor information, visitor services, visitor needs assessments, and signs;
- Habitat restoration directly related to wildlife-dependent recreation including hunting, fishing, wildlife observation, and photography;
- Law enforcement related to public use and recreation;
- Direct operating or capital costs associated with the recreation fee program and;
- Fee management agreements.

The agencies implemented thousands of projects in these categories from FY 2012 through FY 2014. The projects showcased here are a representation of the many ways that recreation fees benefit the visiting public: camping, boating, hunting, fishing, hiking, learning, picnicking, improving safety and accessibility, and more. Many of the projects utilize FLREA revenues to leverage partnerships with youth groups, nonprofit organizations, and other government entities, thereby expanding the services and opportunities supported by FLREA revenue. A substantial portion of FLREA revenues address maintenance backlog issues and to maintain facilities that would otherwise add to the maintenance backlog. Table 12 lists all the project examples in this report and cites the page numbers where they appear.

Table 12. Index of Agency Project Accomplishments and Future Plans

State	Project Location/Name	Type of Project	Page #
Bureau of Land Management			
Arizona	Aravaipa Canyon Resource and Visitor Protection	Visitor Services, Habitat Restoration	30
Arizona	Burro Creek Recreation Site	Visitor Services, Facility Maintenance, Facility Improvements, Habitat Restoration	30
Colorado	Accessibility Improvements, Pumphouse Recreation Area	Visitor Services, Facility Improvements	31
Colorado	River Ranger Internships, Upper Colorado River Special Recreation Management Area	Visitor Services, Facility Maintenance	31
Idaho	South Fork of the Snake River	Facility Maintenance	32
Montana	Little Rocky Mountains Campgrounds	Facility Maintenance, Facility Improvements	32
Wyoming	Encampment River Campground Maintenance	Facility Maintenance	33
Colorado	Future Plans: Shelf Road Rock Climbing Area Campground Enhancements	Facility Improvements	33
U.S. Fish and Wildlife Service			
California	Hunt Program Enhancements	Visitor Services	34
Colorado	Fishing Enhancements	Visitor Services, Habitat Restoration	34
Idaho	Americans with Disabilities Act-Accessible Viewing Blind	Facility Improvements	35
Massachusetts	Watershed on Wheels	Visitor Services	35
Montana	Dust Control at National Bison Range	Facility Improvements	36
New Jersey	Hunting and Fishing Enhancements	Visitor Services	36
New Mexico	Wildlife Viewing Enhancements	Visitor Services	37
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Aravaipa Canyon Resource and Visitor Protection

Aravaipa Canyon Wilderness, Arizona (Visitor Services, Habitat Restoration)

Recreation fees collected by the Safford Field Office in the Aravaipa Canyon Wilderness have been used for more than a decade to provide a high quality wilderness recreation experience and minimize visitor impacts on the fragile canyon environment. Each year, BLM uses about \$9,100 in recreation fees to assist in funding a year-round wilderness ranger who administers a wilderness permit system, removes trash from the canyon, and acts as a point of contact with The Nature Conservancy, which manages private nature preserves at each entrance to the wilderness. In FY 2014, \$4,500 in FLREA revenue was used to hire an American Conservation Experience crew, which completed a thorough campsite inventory and robust invasive species eradication.



A hiker crosses Bonita Creek during a hike in Aravaipa Canyon Wilderness Area. (BLM)



Burro Creek Recreation Site

Arizona (Visitor Services, Facility Maintenance, Facility Improvements, Habitat Restoration)

Burro Creek Recreation Site has recently used FLREA revenue to complete several projects to enhance recreation experiences for outdoor enthusiasts. In FY 2012 the site replaced the livestock fence around Burro Creek at a cost of approximately \$3,000. This project was a partnership with the Coconino Rural Environmental Corps, which donated labor. The fence keeps cattle grazing on an allotment adjacent to Burro Creek from intruding onto the site, thus protecting habitat within the campground and improving the visitor experience. In FY 2013 the site used approximately \$16,000 to update facilities and install new trash cans throughout the campground to assist in reducing litter. From FY 2012 through FY 2014 a campground host stayed at the site at a cost of \$3,800. The host made visitor contacts, ensured fees were paid, and educated visitors concerning recreation opportunities in the Burro Creek Recreation Site and the surrounding area.



Along with picnic ramadas and restroom facilities, visitors to Burro Creek can enjoy camping, hiking and learning about the site's flora and fauna. (BLM)



Accessibility Improvements

Pumphouse Recreation Area, Colorado (Visitor Services, Facility Improvements)

In FY 2012 BLM combined \$21,000 in FLREA revenue with deferred maintenance dollars and Accessibility funding to provide additional boat launch capabilities as well as upgrade the accessibility of the area in conjunction with a partner group, the Breckenridge Outdoor Education Center. BLM widened a boat launch to two lanes, installed a sidewalk from the toilets to the launch area, built a new shade structure, and installed accessible benches and picnic tables. All visitors at Pumphouse Recreation Area are beneficiaries including many with disabilities who use the area.



One of the permitted outfitters who cater to people with disabilities using the new shade structure. (BLM)



Breckenridge Outdoor Education Center. (BLM)



River Ranger Internships

Upper Colorado River Special Recreation Management Area, Colorado
(Visitor Services, Facility Maintenance)

Utilizing \$5,240 in FLREA revenues in FY 2013, the Upper Colorado River Special Recreation Management Area hired two college interns who assisted the river rangers with educating recreational users on Leave No Trace ethics. In FY 2014, the Area spent \$7,450 to hire three interns (one a college student, one a recent college graduate, and one a veteran). The interns were able to provide additional river safety while also helping maintain facilities and work on recreation site projects.



Intern Jessica Hoffman using GPS and installing signs along the Blue River. (BLM)



Intern Mike Whitney rafting building materials down the river for a project. (BLM)



South Fork of the Snake River

Idaho (Facility Maintenance)

The South Fork of the Snake River Fee Program is an interagency partnership among BLM, USFS, the Idaho Department of Fish and Game, and Bonneville, Jefferson, and Madison Counties, which jointly collect and manage funds at ten boat access sites. The partnership working group, with a representative from each agency, determines how and at which sites fee money is spent. The program has installed solar lights, fee tubes, educational signage, docks, concrete ramps, picnic tables, and fishing platforms at access sites on the river to improve the visitor experience. In FY 2014 the program spent \$54,673 in FLREA revenues.



South Fork of the Snake pay station. (BLM)



Launching at Conant Boat Ramp. (BLM)



Little Rocky Mountains Campgrounds

Little Rocky Mountains, HiLine District, Montana (Facility Maintenance, Facility Improvements)



Hard at work installing new information signs at the Horse Corral campground. (BLM)



Montana Conservation Corps members stand in front of fence they built using logs from nearby tree thinning project. (BLM)

New signs, protective fencing, fresh paint, and the reconfiguration of campsites to accommodate longer trailers have benefited visitors to the "Little Rockies" to hike, camp, and horseback ride. BLM's partnership with the Montana Conservation Corps in FY 2013 and FY 2014 provided the muscle necessary to build fencing and repair facilities to three campgrounds in this woodland setting: Camp Creek, Horse Corral, and Montana Gulch. The partners made repairs to the access road after excessive spring runoff required replacement of a culvert, and they also installed rock barriers in order to prevent vehicles from parking in wet meadows. BLM contributed \$18,415 in FLREA revenue to this project.



Encampment River Campground Maintenance

High Desert District, Wyoming (Facility Maintenance)

In FY 2014 BLM partnered with the Wyoming CORE (Conservation Outdoor Recreation Education) youth group—which teaches young people how to have respect for all people and how to work together as a team—to maintain the Encampment River Campground. The group raked campsites, removed weeds and encroaching grass, and painted tables. They also removed hazardous trees and branches from campsites in the BLM Atlantic City Campground making it more defensible from wildfires, and they cleaned and painted kiosks and restrooms. BLM spent \$1,500 in FLREA revenue on this project.



CORE refurbishing one of the kiosks in the Encampment River Campground. (BLM)



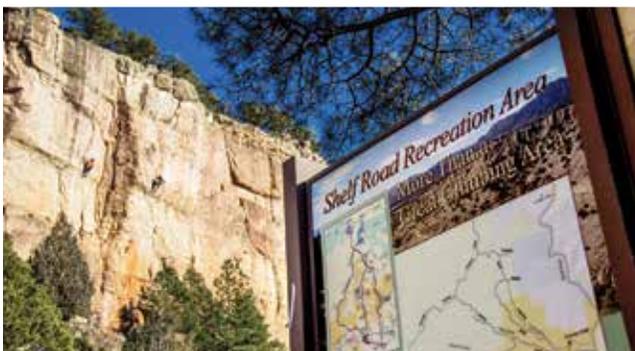
This is the CORE group that spent several days making the Encampment River Campground a better place to visit. (BLM)



Future Plans: Shelf Road Campground Enhancements

Shelf Road Rock Climbing Area, Colorado (Facility Improvements)

In 2016 BLM will overhaul the two campgrounds at the internationally recognized Shelf Road Rock Climbing Area utilizing about \$30,000 in recreation fees collected at the site. Informed by visitor input, the overhaul will include providing more space between sites, adding additional individual and group sites, and adding restrooms.



The nearly 1,000 climbing routes at the Shelf Road Climbing Area attract over 20,000 visitors annually. (BLM/Kyle Sullivan)



Fees are charged at two developed campgrounds with 25 individual sites and two group sites. (BLM/Kyle Sullivan)



Hunt Program Enhancements

Klamath Basin National Wildlife Refuge Complex, California (Visitor Services)

Klamath Basin National Wildlife Refuge Complex spent \$20,756 in FLREA revenue to hire two college students and one seasonal bag checker to work with over 9,000 hunters during the 2012-2013 California hunt seasons. Job duties included staffing the hunters' check station, posting signs, roving hunt areas, assisting law enforcement with bag checks, and conducting biological surveys of harvested waterfowl and pheasant.



Waterfowl hunters at Klamath Basin National Wildlife Refuge Complex. (FWS)



Fishing Enhancements

Rocky Mountain Arsenal National Wildlife Refuge, Colorado (Visitor Services, Habitat Restoration)

At Rocky Mountain Arsenal National Wildlife Refuge, in FY 2013 FWS used \$11,800 in recreation fees to pay for fishing supplies and stocking bluegill for fishing lakes at the annual children's Fishing Frenzy event that attracts around 600 participants, as well as 14 special fishing programs for 140 visitors with disabilities. These events are made possible through partnerships with Commerce City, the Children's Hospital, Craig Hospital, Vibra Hospital of Denver, and the Greely Center for Independence.



Fishing Frenzy Event at Rocky Mountain Arsenal National Wildlife Refuge. (FWS)



Americans with Disabilities Act-Accessible Viewing Blind

Deer Flat National Wildlife Refuge, Idaho (Facility Improvements)

In January 2015 Deer Flat National Wildlife Refuge used \$2,500 in FLREA revenue, with matching funds from the Friends of Deer Flat Wildlife Refuge, to make an existing wildlife viewing blind universally accessible as per the Americans with Disabilities Act (ADA). Project participants poured a concrete path to connect the blind with the existing ADA-accessible Centennial Trail. Within a week of completion of work, visitors in wheelchairs were using the new facility.



Building a universally accessible path at Deer Flat National Wildlife Refuge. (FWS)



Watershed on Wheels

Silvio O. Conte Fish and Wildlife Refuge, Massachusetts (Visitor Services)

Silvio O. Conte Fish and Wildlife Refuge used a \$20,000 regional recreation fee fund grant in FY 2012 to facilitate a partnership with the Vermont Institute of Natural Science to construct a mobile “Watershed on Wheels” (WoW) visitor center. Refuge staff and volunteers take the WoW visitor center along the Connecticut River watershed to reach 30 schools and approximately 4,000 students in Vermont, New Hampshire, Massachusetts, and Connecticut. The trailer contains dioramas of wetlands, vernal pools, and forested habitats ending in a suburban neighborhood, illustrating the watershed with its 7.2 million acres and 2.3 million people and almost 400 communities. Eighteen other major events showcased the traveling visitor center, reaching another 15,000 people.



Watershed on Wheels visitor center in action. (FWS)



Dust Control

National Bison Range, Montana (Facility Improvements)

In FY 2012 the National Bison Range used FLREA revenue for dust control on their 19-mile long scenic drive. The number one visitor complaint is of the dust created by vehicles during peak summer visitation. After treatment of the scenic drive, visitors got a more enjoyable wildlife viewing experience and, as an additional benefit, the Calcium chloride/Magnesium chloride dust control kept the road from getting as many potholes. The National Bison Range used \$22,700 in FLREA revenue for this purpose.



Bison on the National Bison Range scenic drive. (FWS)



Hunting and Fishing Enhancements

Walkill River National Wildlife Refuge, New Jersey (Visitor Services)



Disabled Veteran at a Walkill River NWR fishing event. (FWS)



Kids Archery class at Walkill River National Wildlife Refuge. (FWS)

Walkill River National Wildlife Refuge used \$17,500 in fee funds to expand hunting opportunities and enhance fishing facilities in FY 2013. The refuge was able to provide youth archery classes and special fishing events for children and disabled veterans. Salary support assisted with grant writing resulting in the purchase of a modular dock for handicapped fishing and a kayak transfer station.



Wildlife Viewing Enhancements

Bosque Del Apache National Wildlife Refuge, New Mexico (Visitor Services)

In FY 2012 Bosque Del Apache National Wildlife Refuge spent \$10,500 in FLREA revenue to purchase several new viewing scopes and to refurbish an existing viewing scope. The refuge also installed new platforms and ADA compliant pedestals for the scopes to enhance visitors' ability to observe wildlife on the refuge's popular wildlife observation decks.



New viewing scope in action. (FWS)



Future Plans: Rehabilitation of Storm-Damaged Beach Access Road and Parking Areas

Chincoteague National Wildlife Refuge, Virginia (Deferred Maintenance)

At Chincoteague National Wildlife Refuge beach access, parking, and service roads were damaged by Hurricane Sandy. Rehabilitation projects utilize funding from the Emergency Relief for Federally Owned Roads program. However, there is an anticipated shortfall to complete these projects and an estimated \$584,000 in recreation fee money will be used in FY 2015 to make-up the difference. The refuge will repave the entire length of Beach Road from the Assateague Bridge to the Toms Cove Visitor Center and reconstruct sections of refuge service roads used by hunters.



Hurricane damage on the beach access road. (FWS)



Rehabilitate and Re-Route Copper Lake Subsistence Trail

Wrangell-Saint Elias National Park and Preserve, Alaska (Visitor Services, Facility Maintenance, Facility Improvement)

This multi-year project rehabilitates 12 miles and relocates seven miles of the Copper Lake Trail. A one-mile spur trail has also been rehabilitated. The completed project will include a sustainable trail and reduce resource damage through the trees and the tundra. The project establishes trail markings and signage, restores 59 acres of damaged wetlands and facilitates hiking, camping, and salmon fishing. From FY 2012 until FY 2015 NPS has expended \$3,363,984 in recreation fees on the project.



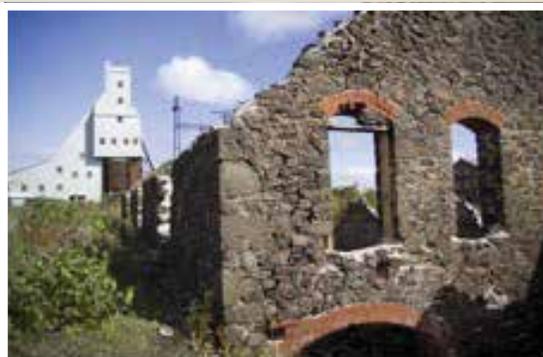
Copper Lake Trail with rutted damage; and newly repaired section of Copper Lake Trail. (NPS)



Provide Accessible Trail to Scenic Overlook with New Wayside

Keweenaw National Historic Park, Michigan (Facility Improvement)

In FY 2014, with \$29,384 in FLREA revenue, Keweenaw National Historic Park built an accessible crushed stone 300 foot trail that links a parking area with a new wayside interpretive exhibit. The trail and wayside provide panoramic views of the copper mining landscape and include interpretive exhibits about the Quincy Mine Company. The project involved marking the area, removing vegetation, and constructing the trail. The wayside development involved design, construction, and installation.



Quincy Mine Company ruins. (NPS)



New trail and wayside overlooking the ruins. (NPS)



Replace Asphalt Surface and Extend Nature and Quarry Trail

Pipestone National Monument, Minnesota (Visitor Services, Facility Improvement)

In FY 2014 Pipestone National Monument spent \$262,673 to remove and resurface 1.2 miles of asphalt surface on the Circle Trail from the visitor center to Winnewissa Falls and along the tallgrass prairie. Extension of the trail was designed to the Architectural Barriers Act Accessibility Standards to allow visitors full access. The project extended and paved a spur trail along an active pipestone quarry to the park entrance road. The old asphalt trail was removed, hauled off site, and recycled by a local company.



Part of the Circle Trail over a creek before...



...and after rehabilitation. (NPS)



Repair and Replace Boundary Fencing and Thin Lodgepole Pines

Big Hole National Battlefield, Montana (Visitor Service, Habitat Restoration)

In FY 2014 Big Hole National Battlefield utilized a six-person Montana Conservation Corps Youth Crew to repair and maintain 4.75 miles of boundary fencing. Repair work involved fixing or replacing fencing and posts that were damaged or missing and replacing missing or damaged barbed wire boundary fencing. As a result of this project visitors can safely observe native elk and pronghorn while walking the boundary trail. Additional work involved removal of overgrowth and insect-infested dead trees that posed a fire hazard during the hot summers. In total, the project used \$36,218 in FLREA revenue.



The trail after removal of vegetation. (NPS)



Clearing vegetation from the boundary trail. (NPS)

Rehabilitate Limberlost Accessible Trail

Shenandoah National Park, Virginia (Visitor Services, Facility Maintenance, Facility Improvement)



From FY 2012 to FY 2014 Shenandoah National Park, with the help of seven youths, rehabilitated three separate sections of trail to meet accessibility standards. Along the Limberlost Accessible Trail the park repaired and rehabilitated 1.3 miles of trail, stabilized tread, replaced 17 benches, repaired grade dips, removed rotted logs, maintained lateral drains and created 27 rest area pull-outs along the trail for wheelchair users and their companions. In order to ensure no more than 5 percent grade the park leveled all surfaces along the length of the trail. The park stabilized tread by filling grade dips to ensure proper drainage and erosion control. The park spent \$175,375 to complete the project.



Accessible pull-out before rehabilitation...



...and pull-out after rehabilitation. (NPS)

Repair the Bogachiel Trail

Olympic National Park, Washington (Visitor Services, Facility Maintenance)



A six-person youth work group from the Washington Conservation Corps Youth Crew completed repairs and cleared 15 miles of the park's Bogachiel Trail to improve visitor access in FY 2014. The crew opened and improved the trail corridor by brushing, clearing, removing obstructions, and improving trail tread. They also stabilized a bridge approach, replaced a rock turnpike, made four miles of trail accessible to stock, and rebuilt eight stream crossings to stock standards. The park spent \$263,181 in FLREA revenue to support the project.



Bogachiel trail before improvements...



...and trail bridge after the improvements. (NPS)



Repair High Visitor Use Park Gravel Roads and Parking Areas

Harpers Ferry National Historical Park, West Virginia (Facility Improvement)

Harpers Ferry National Historical Park spent \$37,647 in FLREA revenue from FY 2012 to FY 2014 to repair and resurface four miles of road at Maryland Heights, School House Ridge South and School House Ridge North, and six parking areas within the park. Work included shoulder and perimeter work, filling of pot holes, redefining ground, and placement of gravel aggregate which was rolled to create smooth driving surfaces and vehicle parking areas. The park installed and compacted approximately 50 tons of asphalt and gravel.



During the paving of the roads and parking (NPS)



Completed road and parking area (NPS)



Future Plans: Rehabilitate or Replace Visitor Comfort Station

National Mall and Memorial Parks, District of Columbia (Facility Improvement)

In FY 2016 and FY 2017 the National Mall and Memorial Parks will rehabilitate or replace the existing public use comfort station in the heavily visited Constitution Gardens to better meet visitor needs. The project will be a full rehabilitation or replacement in kind of six women’s, four men’s and one family use restroom facilities with changing rooms, hand dryers, and mirrors. A drinking fountain, water bottle filling station, and pet water filling station will also be provided for the over seven million visitors to the National Mall and Memorial Parks. This project is anticipated to use \$1.2 million in FLREA revenue.



Outside restroom (NPS)



Interior ceiling with inefficient light fixtures. (NPS)



Law Enforcement Services in Developed and Outlying Recreation Areas

New Melones Recreation Area, California (Law Enforcement, Visitor Services)

New Melones Recreation Area utilized approximately \$100,000 annually in recreation fee revenues for enhanced law enforcement services through a contractual partnership agreement with the Tuolumne and Calaveras County Sheriff's Office.

The Sheriff's Office assists park ranger staff in the New Melones campgrounds, day-use areas, and in remote areas. The enhanced law enforcement services have resulted in a reduction of illegal and disruptive activities, thereby improving the overall recreation experience. FLREA revenues collected from FY 2008 through FY 2014 have also been used to clean four floating restrooms on the lake, and for habitat restoration projects such as wood duck and bluebird nesting boxes, services to clean five vault restrooms, designs for entrance station buildings, and medical supplies for medical first responder kits.



Calaveras County Sheriff Providing Boat Safety to the Public at New Melones Lake. (Reclamation)



Northern Harrier at New Melones Lake. (Reclamation/ Pat Sanders)



Future Plans: Rehabilitation of Storm-Damaged Beach Access Road and Parking Areas

New Melones Recreation Area, California (Facility Improvements, Habitat Restoration, Law Enforcement)

Reclamation plans to use FLREA revenue to build two new entrance stations at New Melones, one in the Glory Hole recreation site, and one at the Tuttle town site. These projects will realign and widen roads to enhance traffic flow and safety at the entrance stations. In addition, the projects will provide universally accessible facilities for visitors to park their vehicles and obtain information on available recreation opportunities and services. The entrance stations will also provide accessible facilities for Reclamation staff. Construction designs and specifications are currently in the process of initial development. Construction will occur through FY 2017.



New Melones staff manning the current Entrance Station. (Reclamation)



In future years Reclamation will continue utilizing FLREA revenue at New Melones Lake to support the partnership with the Tuolumne and Calaveras County Sheriff's Office, provide cleaning services for floating and vault restrooms, initiate habitat restoration projects, and repair, maintain, and enhance facilities directly related to the visitor experience.



Salt River Boat Ramp Improvement

Tonto National Forest, Arizona (Facility Improvement)

Visitors boating through the Salt River Canyon Wilderness now have a cleaner and safer way to disembark thanks to improvements made at a Salt River boat ramp in FY 2013. As a popular ending point to the river trip, up to 15 boats can be on the ramp at any one time. Previously, the ramp did not reach the river and many boaters had to disembark in the dirt. During rain events the dirt would turn to mud and people would carry heavy supplies, including rafts, coolers and canoes, over the slippery mud. The new ramp not only reaches the river and holds more boats, but also includes many "d-rings" so people can tie off their boats. Recreation fee revenue provided \$45,000 for the improvements and appropriated funds contributed about \$19,000.



Improvements at a Salt River Boat Launch widened the ramp, extended it to the river, and created d-rings for boat tie downs. (USFS)



Boaters now have plenty of room to disembark and unpack their gear. (USFS)



Klamath River

Klamath National Forest, California (Visitor Services, Habitat Restoration)



Student Conservation Association interns patrolled the Klamath River and removed garbage along its banks. (USFS)

Each summer, the Klamath River sees about 12,000 whitewater boaters who float with outfitters and guides. In FY 2013 two Student Conservation Association interns learned how messy a wild and scenic river can become. Funded by \$8,660 in recreation fee funds, these interns hand pulled over 49,000 invasive plants, including Scotch Broom, Dyer's Woad, puncture vine, and tamarisk along the shores of the Klamath River. The interns also floated the river and removed about 11 truck loads of trash and many navigation obstacles. Finally, they helped preserve the beauty of this river by speaking with visitors about Leave No Trace principles and Wild and Scenic River values.



Hahns Peak Lake Shoreline Trail

Medicine Bow and Routt National Forests, Colorado (Facility Improvements)

As of FY 2013 Hahns Peak Lake on the Medicine Bow-Routt National Forest has a quarter-mile accessible trail so anglers can easily access fishing opportunities on the lake. USFS provided \$35,000 in recreation fee revenue to purchase gravel, barriers, and other supplies, as well as \$5,000 in appropriated funding. Many partners contributed: Trout Unlimited provided \$65,000 from local contributors and the “Fishing is Fun” program; Colorado Parks and Wildlife facilitated grants and fundraising; SmartWool Corporation brought 35 volunteers; and Rocky Mountain Youth Corps used \$19,000 in Secure Rural Schools funding.



A completed portion of the new trail at Hahns Peak Lake. (USFS)

This new accessible trail has already proven itself: Steamboat Adaptive Recreational Sports, which works with disabled people, held a Wounded Warriors camp and youth camp and used the shoreline trail for the campers to try their hand at hooking a bass or trout.



Salmon River Patrol and Checks

Salmon Challis National Forest, Idaho (Visitor Services, Habitat Restoration, Facility Maintenance)

With 10,000 boaters on the 100 mile stretch of the Middle Fork and 8,000 boaters on the 78 mile stretch of the Main Salmon during the summer months, patrolling and monitoring these rivers is a big job. Recreation fees provide about \$400,000 along with about \$75,000 of appropriated funds to staff these rivers with 21 river patrollers and checkers each year.

These crews provide many services, which include:

- Monitor river resources;
- Inspect boater campsites;
- Recover and return lost items;
- Provide visitor information and education;
- Remove garbage and hazard trees;
- Help injured and lost or disabled boaters;
- Inform visitors of river conditions and river/Wilderness rules;
- Check boaters’ campsite permits;
- Maintain campsites and launch/takeout facilities;
- Respond to visitor emergencies; and
- Inspect all boats for aquatic invasive species prior to launch.



Checkers inspect boats to prevent the spread of aquatic invasive species to the Middle Fork Salmon River. (USFS)

Chadwick All-Terrain Vehicle Trail Restoration



Mark Twain National Forest, Missouri (Facility Maintenance, Facility Improvements, Habitat Restoration)

The Mark Twain National Forest invested \$64,000 in recreation fee revenue in the Chadwick All-Terrain Vehicle (ATV) Trail system in FY 2013 to create sustainable, safer, and user-friendly trails. Projects included a trail relocation and conversion of ten miles to a single track trail. The 70-mile Chadwick Trail System is a regional destination recreation area. Approximately 70 percent of the riders live in Missouri with the rest coming from about 25 other states.



Deep ruts (upper right) made the Chadwick Trail system unsafe and created erosion problems. Smoothing out the trail and laying down a "curlex" erosion control blanket helps alleviate the issues. (USFS)

Along with \$39,800 in appropriated funds the recreation fee funds leveraged \$12,900 in volunteer time and donations from the Northwest Arkansas ATV club and a \$96,000 grant from Missouri's Department of Natural Resources Recreation Trails Program. The St. Louis AmeriCorps and individual volunteers also participated in the project.



The Mark Twain National Forest installed pavers in sensitive areas to help prevent erosion. (USFS)

Flintlock Shooting Range



Uwharrie National Forest, North Carolina (Facility Improvements, Visitor Services)



Partners celebrate the reopening of the Flintlock shooting range with a ribbon cutting ceremony. (USFS)

Thanks to a partnership with the North Carolina Wildlife Resources Commission and the National Rifle Association, after four years of closure the Uwharrie National Forest reopened the Flintlock Valley Shooting Range in FY 2014. The shooting range is now barrier-free and has improved safety features and facilities. The partners provided \$250,000 to reconstruct the facility, while \$25,000 of recreation fee revenue provided operations and maintenance for the range, including the provision of a range safety officer, supplies, and a rules booklet. The safety officer ensures all visitors follow the rules of the range and teaches gun safety to youth and others who are interested in learning about marksmanship and appropriate gun use.



American Fork Canyon Climbing Improvements

Uinta-Wasatch-Cache National Forest, Utah (Facility Improvement, Habitat Restoration)

Containing hundreds of rock climbing routes and locations, American Fork Canyon is considered to be the birthplace of American steep sport climbing. In FY 2014 the Uinta-Wasatch-Cache National Forest partnered with the Salt Lake Climbers Alliance, the Access Fund Conservation Crew, and individual volunteers to improve the rock climbing experience and address site deterioration.

The work included removing user-created trails using on-site materials, creating a main trail, building rock steps in a steep area on the trail, preventing loose rock slippage with retaining walls, and creating six belay platforms using gabion baskets. This work was accomplished by leveraging \$1,500 in recreation fee revenue, used for materials and Forest Service oversight. Volunteers brought experience and enthusiasm, putting in about 245 hours into the project.



Volunteers work on creating steps as part of the climb on the popular Division Wall at American Fork Canyon. (USFS)



Future Plans: Remodeling the Balsam Lake Lodge

Nantahala National Forest, North Carolina (Facility Improvements)

Balsam Lake lodge is nestled in the Blue Ridge Mountains of North Carolina, overlooks Balsam Lake, and offers spectacular mountain views. The lodge is available for rent and holds up to 20 people, making it a great group getaway. The Nantahala National Forest plans to expend about \$30,000 on a project in FY 2015 to install new energy saving appliances, install low-flow water fixtures, replace baseboard heating with central heat and air to address humidity issues, and remodel two restrooms to improve energy savings.

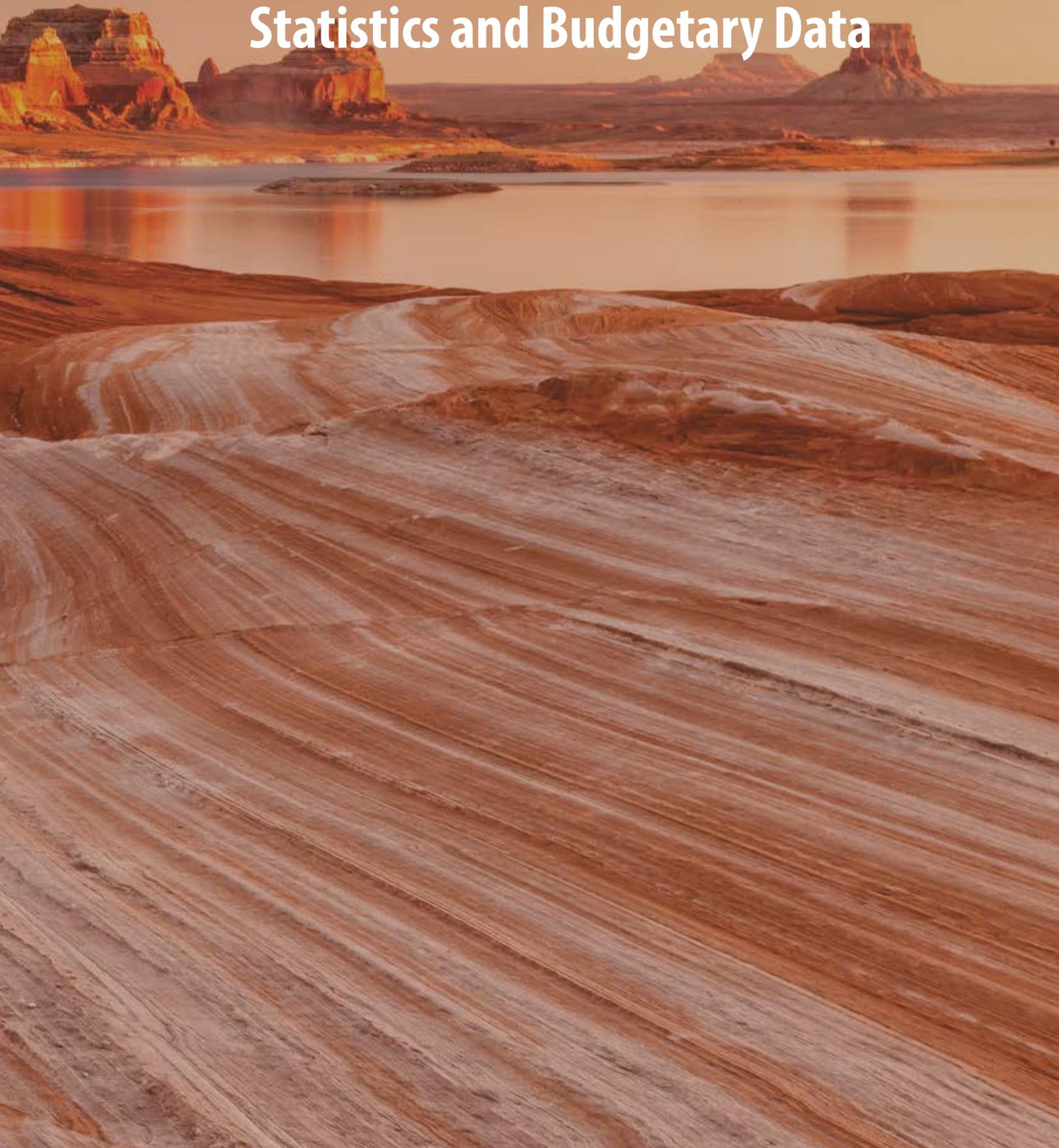


Balsam Lake Lodge is a popular getaway in the Blue Ridge Mountains. (USFS)



Improvements will help Balsam Lake Lodge be more energy efficient. (USFS)

III. Appendix Statistics and Budgetary Data





Alabama Hills Recreation Area
Bureau of Land Management, California
David Parry

Table A-1. Visitation and Revenue Collected at Top Ten NPS Sites, 2012-2014*

Park	2012 Visitation	2012 Revenue	2013 Visitation	2013 Revenue	2014 Visitation	2014 Revenue
Grand Canyon National Park (NP)	4,421,352	\$24,173,683	4,717,534	\$24,618,229	4,785,006	\$25,414,184
Yosemite NP	3,853,404	\$18,618,667	3,708,699	\$17,493,455	3,882,642	\$18,789,998
Zion NP	2,973,607	\$9,547,635	2,874,642	\$9,929,416	3,189,696	\$10,440,285
Yellowstone NP	3,447,729	\$9,001,282	3,321,523	\$8,665,262	3,513,484	\$9,448,781
Rocky Mountain NP	3,229,617	\$7,862,595	3,136,953	\$7,298,352	3,434,751	\$7,856,708
Sequoia and Kings Canyon NPs	1,106,584	\$5,032,310	944,964	\$5,454,847	1,039,137	\$5,493,308
Glacier NP	2,162,035	\$4,784,800	2,219,150	\$5,040,486	2,338,528	\$4,913,611
Lake Mead National Recreation Area	6,285,439	\$5,104,964	6,546,578	\$4,789,884	6,942,873	\$4,593,370
Shenandoah NP	1,210,200	\$4,900,224	1,235,115	\$4,732,170	1,255,321	\$4,572,426
Grand Teton NP	2,705,256	\$4,105,706	2,787,411	\$4,307,602	2,791,392	\$4,330,257

* Visitation numbers are by calendar year and revenue numbers are by fiscal year.

Table A-2. Department of the Interior Visitation to FLREA and Non-FLREA sites (visits in millions), 2005-2014¹

Agency ²	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
National Park Service										
FLREA sites	210.5	204.4	207.3	204.9	203.0	199.8	199.5	194.8	190.7	200.6
All other sites	90.3	67.0	68.2	69.4	82.6	81.5	79.4	88.0	82.9	94.5
Agency total	300.8	271.4	275.5	274.3	285.6	281.3	278.9	282.8	273.6	295.1
U.S. Fish and Wildlife Service										
FLREA sites	18.1	23.6	24.8	25.4	24.5	23.9	24.6	25.4	25.0	25.7
All other sites	19.9	14.8	15.5	15.9	18.1	20.6	20.9	21.7	22.5	21.2
Agency total	38.0	38.4	40.3	41.3	42.6	44.5	45.4	47.1	47.5	46.9
Bureau of Land Management										
FLREA sites	9.8	10.0	8.9	8.6	8.1	7.0	5.5	7.0	6.7	6.1
All other sites	46.3	45.4	48.8	48.2	49.2	51.6	52.3	65.6	61.1	56.6
Agency total ³	56.1	55.4	57.7	56.8	57.4	58.6	57.8	72.6	67.8	62.7
Bureau of Reclamation										
FLREA sites	N/A	N/A	N/A	0.7	0.6	0.5	0.5	0.5	0.4	0.4
All other sites ⁴	N/A	27.7	25.2	25.3						
Agency total	N/A	N/A	N/A	0.7	0.6	0.5	0.5	28.2	25.6	25.6
DOI Totals										
FLREA sites	249.7	238.0	241.0	239.5	236.2	231.2	230.1	227.7	222.8	232.8
Non-FLREA sites	145.2	127.2	132.5	133.5	149.9	153.7	152.6	203.0	191.7	197.6
DOI total	394.9	365.2	373.5	373.0	386.2	384.9	382.6	430.7	414.5	430.4
1 Visitation data are collected by fiscal year for BLM and FWS and by calendar year for NPS and Reclamation.										
2 USFS uses a sampling process to estimate visitation and does not differentiate between fee and non-fee sites in its protocol; therefore, the composition of visitation is not available. Visitation estimates from the USFS sampling process are included in Section I of this report.										
3 The source for BLM agency total visitation is BLM Public Land Statistics (PLS) (http://www.blm.gov/public_land_statistics/index.htm). Visitation at FLREA sites and all other sites was derived from estimates in PLS of "visitor days" at these sites.										
4 Prior to 2012 Reclamation did not annually collect agency-wide visitation data at all recreation areas, the majority of which are managed by federal and non-federal partners.										
Source: Agency data.										
Note: values may not add to totals due to rounding.										

Table A-3. Revenues, FY 2005-2014

Agency	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$ Millions										
National Park Service										
FLREA Revenue	\$128.2	\$136.5	\$165.6	\$171.9	\$171.0	\$169.1	\$172.4	\$179.4	\$177.7	\$185.3
Deed restricted/FLREA Revenue ¹	\$1.2	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Non-FLREA										
National park pass ²	\$18.6	\$22.2	\$3.2	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Yellowstone, Grand Teton	\$1.1	\$0.2	\$0.4	\$0.5	\$0.1	\$1.2	\$0.5	\$0.7	\$0.8	\$0.1
Transportation Revenue	\$11.0	\$7.0	\$11.6	\$13.9	\$11.0	\$14.4	\$14.6	\$15.2	\$16.2	\$17.4
NPS subtotal	\$160.1	\$165.9	\$180.8	\$186.3	\$182.1	\$184.8	\$187.5	\$195.3	\$194.7	\$202.8
U.S. Fish and Wildlife Service										
FLREA Revenue	\$4.3	\$4.3	\$4.4	\$4.7	\$4.8	\$4.8	\$5.2	\$5.1	\$5.0	\$5.1
Non-FLREA	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
FWS subtotal	\$4.3	\$4.3	\$4.4	\$4.7	\$4.8	\$4.8	\$5.2	\$5.1	\$5.0	\$5.1
Bureau of Land Management										
FLREA Revenue ³	\$13.3	\$15.4	\$14.6	\$15.0	\$16.7	\$16.7	\$17.4	\$17.1	\$17.5	\$17.7
Non-FLREA ⁴	\$0.1	\$0.1	\$1.2	\$0.9	\$0.9	\$1.5	\$2.6	\$1.2	\$3.5	\$3.6
BLM subtotal	\$13.3	\$15.6	\$15.8	\$15.9	\$17.6	\$18.2	\$20.0	\$18.3	\$21.0	\$21.3
Bureau of Reclamation										
FLREA Revenue ⁵				\$0.2	\$0.5	\$0.5	\$0.6	\$0.7	\$0.5	\$0.0
Non-FLREA ⁶				n/a	n/a	n/a	n/a	\$0.2	\$1.4	\$1.9
Reclamation subtotal				\$0.2	\$0.5	\$0.5	\$0.6	\$0.9	\$1.9	\$1.9
Forest Service										
FLREA Revenue	\$50.2	\$53.4	\$61.0	\$61.6	\$66.5	\$64.9	\$64.9	\$66.8	\$67.5	\$69.9
Non-FLREA	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Forest Service subtotal	\$50.2	\$53.4	\$61.0	\$61.6	\$66.5	\$64.9	\$64.9	\$66.8	\$67.5	\$69.9
Total, All Agencies										
FLREA Revenue	\$196.0	\$209.5	\$245.5	\$253.2	\$259.5	\$256.0	\$260.6	\$269.0	\$268.2	\$278.0
Non-FLREA	\$32.0	\$29.5	\$16.4	\$15.4	\$12.0	\$17.2	\$17.7	\$17.3	\$21.9	\$23.0
Total Revenue	\$227.9	\$239.2	\$261.3	\$268.6	\$271.4	\$273.2	\$278.3	\$286.3	\$290.1	\$301.0
1 Deed-restricted revenue is included in FLREA revenue beginning in FY 2006.										
2 The National Park Pass was no longer sold beginning in FY 2008, as it was replaced by the FLREA Annual Pass. See Section I of this report for more information on the Interagency Pass Program under FLREA.										
3 This value represents the total net revenue recorded in the BLM's Collections and Billings System (CBS) in the recreation commodities associated specifically with permits and lease fees.										
4 Additional net revenues recorded in the BLM's CBS from miscellaneous sources, including administrative fees, trespass, late fees, publication sales, Cost Recovery, Interagency Passes, and permit sales that were not correctly categorized.										
5 The revenue numbers listed within this table are consistent with DOI Budget in Brief reports (see footnote in Table A-10 for more information).										
6 Reclamation did not collect agency-wide data specifically on recreation fee revenues prior to 2012. Reclamation commenced the development of a recreation database reporting system in the fall of 2010 and began populating the database in 2012, which allows for the collection of agency-wide recreation fee revenues.										
Note: values may not add to totals due to rounding.										

Table A-4. FLREA Revenues and Cost of Fee Collection, FY 2005-2014¹

Agency	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$ Millions										
National Park Service										
FLREA Revenue	\$128.2	\$136.5	\$165.6	\$171.9	\$171.0	\$169.1	\$172.4	\$179.4	\$177.7	\$185.3
Deed-restricted ²	\$1.2	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
National Park Pass Revenue	\$18.6	\$22.2	\$3.2	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Yellowstone and Grand Teton	\$1.1	\$0.2	\$0.4	\$0.5	\$0.1	\$1.2	\$0.5	\$0.7	\$0.8	\$0.1
Transportation Revenue	\$11.0	\$7.0	\$11.6	\$13.9	\$11.0	\$14.4	\$14.6	\$15.2	\$16.2	\$17.4
Total Revenue	\$160.1	\$165.9	\$180.8	\$186.3	\$182.1	\$184.8	\$187.5	\$195.3	\$194.7	\$202.8
Cost of Fee Collection	\$32.9	\$33.9	\$32.8	\$32.0	\$34.0	\$33.9	\$35.1	\$35.4	\$36.9	\$33.1
As Percent of total revenue	20.5%	20.5%	18.1%	17.2%	18.7%	18.4%	18.7%	18.1%	19.0%	16.3%
U.S. Fish and Wildlife Service										
FLREA Revenue	\$4.3	\$4.3	\$4.4	\$4.7	\$4.8	\$4.8	\$5.2	\$5.1	\$5.0	\$5.1
Cost of Fee Collection	\$0.6	\$0.6	\$0.6	\$0.7	\$0.7	\$0.7	\$0.9	\$0.7	\$0.7	\$0.4
As Percent of Fee Revenue	14.0%	13.0%	13.5%	15.0%	14.6%	14.3%	16.6%	13.0%	13.0%	8.9%
Bureau of Land Management										
FLREA Revenue	\$13.3	\$15.4	\$14.6	\$15.0	\$16.7	\$16.5	\$17.4	\$17.1	\$17.5	\$17.7
Cost of Fee Collection	\$1.3	\$1.3	\$0.4	\$0.4	\$0.3	\$0.3	\$0.4	\$0.3	\$0.3	\$0.5
As Percent of Fee Revenue ³	9.8%	8.3%	3.0%	2.8%	1.8%	1.9%	2.0%	1.9%	2.0%	2.9%
Bureau of Reclamation⁴										
FLREA Revenue	N/A	N/A	N/A	\$0.2	\$0.5	\$0.5	\$0.6	\$0.7	\$0.5	\$0.0
Cost of Fee Collection	N/A	N/A	N/A	\$0.1	\$0.3	\$0.1	\$0.1	\$0.2	\$0.1	\$0.1
As Percent of Fee Revenue	N/A	N/A	N/A	45.0%	58.4%	22.1%	17.3%	24.9%	14.3%	28.3%
Forest Service										
FLREA Revenue	\$50.2	\$53.4	\$61.0	\$61.6	\$66.5	\$64.9	\$64.9	\$66.8	\$67.5	\$69.9
Cost of Fee Collection	\$7.9	\$4.9	\$5.1	\$5.8	\$5.5	\$4.9	\$4.7	\$4.4	\$5.1	\$4.8
As Percent of Fee Revenue	15.6%	9.2%	8.4%	9.4%	8.3%	7.6%	7.2%	6.6%	7.5%	6.8%
Total, All Agencies										
FLREA Revenue	\$196.0	\$209.5	\$245.5	\$253.2	\$259.5	\$255.8	\$260.6	\$269.0	\$268.2	\$278.0
FLREA Revenue, plus Additional Revenue Sources for NPS	\$227.7	\$238.9	\$260.7	\$267.4	\$270.5	\$271.5	\$275.7	\$284.9	\$285.2	\$295.5
Cost of Fee Collection	\$42.6	\$40.6	\$38.9	\$38.9	\$40.8	\$40.0	\$41.0	\$40.9	\$43.0	\$38.9
Operating Cost of fee collection as a percent of FLREA Revenue, plus Additional Revenue Sources for NPS	18.7%	17.0%	14.9%	14.5%	15.1%	14.7%	14.9%	14.4%	15.1%	13.2%
1 Revenue generated by central sales of interagency passes (those sold via the internet and a call center) and sales of Annual Passes by third party vendors are shown in Table 8.										
2 Deed-restricted revenue is counted as FLREA Revenue as of FY 2006.										
3 BLM's cost of collection is substantially lower than that of other agencies because the vast majority of fees are collected using fee collection equipment that does not require personnel to be present. Installation of fee collection equipment was a large proportion of BLM's cost of collection until FY 2007, when BLM completed large-scale deployment of fee collection equipment.										
4 The revenue numbers listed within this table are consistent with DOI Budget in Brief reports. The 28.3 percent cost of fee collection as a percent of fee revenue in FY 2014 is based on the revenue figure provided by the New Melones Field Office (see footnotes in Table A-10 for more information).										
Note: values may not add to totals due to rounding.										

Table A-5. FLREA Revenues and Obligations, FY 2005-2014

Agency	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$ Millions										
National Park Service										
FLREA Revenue ¹	\$128.2	\$158.7	\$168.8	\$172.0	\$171.0	\$169.1	\$172.4	\$179.4	\$177.7	\$185.3
Unobligated Balance Brought Forward and Recoveries	\$240.7	\$284.6	\$298.1	\$274.0	\$270.0	\$221.2	\$147.7	\$103.4	\$101.6	\$133.1
Funds Obligated ²	\$125.2	\$146.6	\$194.9	\$179.3	\$222.6	\$244.8	\$222.0	\$182.5	\$146.3	\$158.6
Unobligated Balance	\$243.6	\$296.7	\$272.0	\$266.7	\$218.4	\$145.5	\$98.0	\$100.3	\$133.0	\$159.9
U.S. Fish and Wildlife Service										
FLREA Revenue	\$4.3	\$4.3	\$4.4	\$4.7	\$4.8	\$4.8	\$5.2	\$5.1	\$5.0	\$5.1
Unobligated Balance Brought Forward and Recoveries	\$3.7	\$4.1	\$4.3	\$4.7	\$5.3	\$6.0	\$6.3	\$4.5	\$4.8	\$5.9
Funds Obligated	\$4.4	\$4.2	\$4.0	\$4.0	\$4.3	\$5.0	\$7.0	\$4.9	\$4.1	\$3.9
Unobligated Balance	\$3.6	\$4.2	\$4.7	\$5.3	\$5.8	\$5.8	\$4.5	\$4.7	\$5.6	\$7.0
Bureau of Land Management										
FLREA Revenue	\$13.3	\$15.4	\$14.6	\$15.0	\$16.7	\$16.7	\$17.4	\$17.1	\$17.5	\$17.7
Unobligated Balance Brought Forward and Recoveries	\$7.6	\$8.4	\$10.7	\$10.9	\$11.0	\$12.0	\$13.3	\$13.3	\$13.6	\$14.1
Funds Obligated	\$12.7	\$13.3	\$14.5	\$15.8	\$16.7	\$15.5	\$17.6	\$17.2	\$17.3	\$16.9
Unobligated Balance	\$8.2	\$10.5	\$10.7	\$10.1	\$11.1	\$13.1	\$13.1	\$13.2	\$13.8	\$14.9
Bureau of Reclamation³										
FLREA Revenue	N/A	N/A	N/A	\$0.2	\$0.5	\$0.5	\$0.6	\$0.7	\$0.5	\$0.0
Unobligated Balance Brought Forward and Recoveries	N/A	N/A	N/A	N/A	\$0.1	\$0.4	\$0.6	\$0.9	\$1.2	\$1.5
Funds Obligated	N/A	N/A	N/A	\$0.1	\$0.2	\$0.3	\$0.3	\$0.4	\$0.3	\$0.7
Unobligated Balance	N/A	N/A	N/A	\$0.1	\$0.4	\$0.6	\$0.9	\$1.2	\$1.4	\$0.8
Forest Service										
FLREA Revenue	\$50.2	\$53.4	\$61.0	\$61.6	\$66.5	\$64.9	\$64.9	\$66.8	\$67.5	\$69.9
Unobligated Balance Brought Forward and Recoveries	\$35.7	\$26.7	\$30.1	\$30.8	\$33.6	\$35.2	\$33.2	\$30.0	\$35.9	\$38.0
Funds Obligated	\$45.6	\$50.1	\$60.4	\$66.8	\$73.8	\$71.3	\$68.1	\$60.9	\$65.4	\$65.0
Unobligated Balance	\$40.3	\$30.1	\$30.8	\$25.6	\$26.2	\$28.7	\$30.0	\$35.9	\$38.0	\$42.9
Total, All Agencies										
FLREA Revenue	\$195.9	\$231.8	\$248.8	\$253.2	\$259.5	\$256.0	\$260.6	\$269.0	\$268.2	\$278.0
Unobligated Balance Brought Forward and Recoveries	\$287.8	\$323.8	\$343.2	\$320.4	\$320.0	\$274.7	\$201.0	\$152.1	\$157.1	\$192.5
Total Funds Available	\$483.8	\$555.4	\$591.7	\$573.3	\$579.5	\$530.7	\$461.5	\$421.1	\$425.3	\$470.6
Funds Obligated	\$187.9	\$214.2	\$273.8	\$265.8	\$317.6	\$336.9	\$315.0	\$265.9	\$233.4	\$245.0
Funds Obligated as Percentage of Total Funds Available	38%	39%	46%	46%	55%	63%	68%	63%	55%	52%
Unobligated Balance	\$295.8	\$341.4	\$318.2	\$307.7	\$261.9	\$193.8	\$146.5	\$155.2	\$191.8	\$225.5

1 Unlike in Tables A-3 and A-4, for the purposes of calculating obligations, NPS FLREA revenue for FY 2006 onward includes revenues associated with the National Park Pass and deed-restricted revenue. It does not include transportation revenue.

2 The FY 2010 value includes \$10 million that was transferred to Park Partnership Projects in accordance with the 2010 Conference Report.

3 The numbers listed within this table are consistent with DOI Budget in Brief reports (see footnotes in Table A-10 for more information).

Note: values may not add to totals due to rounding.

Table A-6. National Park Service Obligations of FLREA Revenues, FY 2005–2014

Category	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$1,000s										
Unobligated Balance Brought Forward and Recoveries	\$240,669	\$284,587	\$298,072	\$273,990	\$269,996	\$221,236	\$147,654	\$103,417	\$101,642	\$133,072
Total Fees Collected ¹	\$128,163	\$158,691	\$168,841	\$171,994	\$170,990	\$169,106	\$172,399	\$179,361	\$177,735	\$185,354
Total Funds Available	\$368,832	\$443,278	\$466,913	\$445,984	\$440,986	\$390,342	\$320,053	\$282,778	\$279,377	\$318,426
Obligations by Project Type										
Facilities Maintenance										
Facilities Routine/Annual Maintenance	\$54	\$65	\$1,538	\$2,056	\$4,197	\$4,200	\$4,800	\$5,144	4,500	\$5,500
Facilities Capital Improvement	\$1,500	\$4,500	\$13,654	\$13,365	\$15,500	\$16,000	\$12,000	\$9,211	3,000	\$4,000
Facilities Deferred Maintenance	\$67,500	\$72,500	\$101,828	\$87,409	\$100,000	\$93,334	\$88,000	\$75,103	46,748	\$50,000
Subtotal Facilities Maintenance	\$69,054	\$77,065	\$117,020	\$102,830	\$119,697	\$113,534	\$104,800	\$89,458	\$54,248	\$59,500
Interpretation and Visitor Services	\$10,943	\$17,500	\$26,069	\$21,881	\$35,000	\$45,500	\$42,000	\$26,235	\$28,100	\$32,000
Habitat Restoration	\$9,000	\$8,912	\$12,000	\$12,100	\$20,001	\$25,401	\$22,659	\$12,860	\$10,100	\$14,000
Law Enforcement (for public use and recreation)	\$0	\$500	\$500	\$525	\$1,000	\$1,500	\$2,500	\$1,029	1,000	\$1,000
Collection Costs	\$32,895	\$33,931	\$32,770	\$32,045	\$34,000	\$33,939	\$35,058	\$35,442	\$36,900	\$33,132
Fee Management Agreement and Reservation Services	\$945	\$1,639	\$1,645	\$3,200	\$4,000	\$5,452	\$5,500	\$5,864	6,000	\$8,934
Administrative, Overhead, and Indirect Costs	\$2,387	\$2,387	\$2,900	\$4,565	\$8,900	\$9,500	\$9,500	\$11,625	10,000	\$10,000
Pass Administration and Overhead	N/A	\$4,683	\$2,030	\$2,138	N/A	N/A	N/A	N/A	N/A	N/A
Other ²	N/A	N/A	N/A	N/A	N/A	\$10,000	N/A	N/A	N/A	N/A
Total Obligations	\$125,224	\$146,617	\$194,934	\$179,284	\$222,597	\$244,825	\$222,016	\$182,513	\$146,348	\$158,566
End of Year Unobligated Balance	\$243,608	\$296,661	\$271,979	\$266,700	\$218,389	\$145,517	\$98,037	\$100,265	\$133,029	\$159,860
Total Expenditures (Outlays)	\$123,830	\$148,511	\$150,030	\$183,656	\$200,546	\$213,990	\$243,046	\$206,151	\$172,599	\$157,160
1 NPS FLREA revenue for FY 2006 onward includes revenues associated with the National Park Pass and deed-restricted revenue. It does not include transportation revenue.										
2 In FY 2010, \$10 million of recreation fee revenue was transferred to Park Partnership Projects in accordance with the 2010 Conference Report.										
Note: values may not add to totals due to rounding.										

Table A-7. Bureau of Land Management Obligations of FLREA Revenues, FY 2005-2014

Category	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$1,000s										
Total Fee Revenue Collected	\$13,259	\$15,404	\$14,550	\$14,954	\$16,740	\$16,648	\$17,398	\$17,141	\$17,493	\$17,673
Unobligated Balance Brought Forward	\$7,663	\$8,443	\$10,652	\$10,939	\$11,016	\$11,964	\$13,253	\$13,268	\$13,640	\$14,116
Total Funds Available	\$20,922	\$23,847	\$25,202	\$25,893	\$27,756	\$28,612	\$30,651	\$30,409	\$31,133	\$31,789
Projects Accomplished										
Visitor Services	\$4,126	\$4,126	\$4,939	\$6,445	\$5,179	\$4,797	\$5,451	\$5,997	\$5,198	\$5,421
Habitat Restoration	\$464	\$464	\$57	\$979	\$812	\$773	\$702	\$840	\$693	\$848
Law Enforcement	\$2,660	\$2,660	\$3,171	\$2,712	\$2,827	\$2,630	\$2,636	\$2,387	\$2,252	\$2,372
Fee Management Agreement and Reservation Services	\$911	\$1,547	\$991	\$17	\$2,045	\$1,856	\$1,757	\$1,012	\$866	\$847
Facilities Maintenance										
Facilities Deferred Maintenance	\$2,280	\$561	\$135	\$186	\$696	\$618	\$878	\$1,012	\$869	\$679
Facilities Capital Improvements	\$423	\$423	\$3,249	\$603	\$11	\$9	\$15	\$153	\$174	\$169
Facilities Routine/Annual Maintenance	\$561	\$2,280	\$1,750	\$4,159	\$3,678	\$3,404	\$4,748	\$3,934	\$5,024	\$4,742
Subtotal Facilities Maintenance	\$3,264	\$3,264	\$5,134	\$4,948	\$4,385	\$4,031	\$5,641	\$5,099	\$6,067	\$5,590
Collection Costs (Annual Operating)	\$1,278	\$1,278	\$439	\$415	\$302	\$309	\$351	\$325	\$346	\$508
Other	\$0	NA	NA	\$283	\$1,143	\$1,082	\$1,053	\$1,528	\$1,905	\$1,351
Total Obligations	\$12,703	\$13,339	\$14,520	\$15,799	\$16,693	\$15,478	\$17,591	\$17,188	\$17,327	\$16,937
End of Year Cumulative Unobligated Balance	\$8,219	\$10,508	\$10,682	\$10,094	\$11,063	\$13,134	\$13,063	\$13,221	\$13,806	\$14,852
Total Expenditures/Outlays	\$12,274	\$12,933	\$14,030	\$15,478	\$16,063	\$16,648	\$17,400	\$17,135	\$16,609	\$16,977

Note: values not may add to totals due to rounding.

Table A-8. U.S. Fish and Wildlife Service Obligations of FLREA Revenues, FY 2005-2014

Category	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$1,000s										
Total Fee Revenue Collected	\$4,288	\$4,279	\$4,410	\$4,660	\$4,783	\$4,842	\$5,189	\$5,085	\$4,963	\$5,055
Unobligated Balance Brought Forward	\$3,718	\$4,093	\$4,318	\$4,655	\$5,295	\$5,956	\$6,252	\$4,535	\$4,761	\$5,897
Total Funds Available	\$8,006	\$8,372	\$8,728	\$9,315	\$10,078	\$10,798	\$11,441	\$9,620	\$9,724	\$10,952
Projects Accomplished										
Visitor Services	\$1,901	\$1,553	\$1,632	\$1,427	\$1,200	\$1,571	\$3,035	\$1,765	\$1,412	\$1,404
Habitat Restoration	\$150	\$140	\$91	\$83	\$115	\$221	\$153	\$210	\$169	\$95
Law Enforcement	\$329	\$417	\$260	\$300	\$251	\$283	\$265	\$342	\$327	\$347
Fee Management Agreement and Reservation Services ¹	\$1	\$8	\$8	\$7	\$30	\$9	\$6	\$78	\$40	\$61
Facilities Maintenance										
Facilities Deferred Maintenance	\$240	\$440	\$520	\$252	\$460	\$490	\$566	\$177	\$62	\$313
Facilities Capital Improvements	\$297	\$376	\$156	\$333	\$380	\$370	\$723	\$404	\$378	\$165
Facilities Routine/Annual Maintenance	\$393	\$281	\$387	\$626	\$765	\$951	\$957	\$802	\$573	\$771
Subtotal Facilities Maintenance	\$930	\$1,097	\$1,063	\$1,211	\$1,605	\$1,811	\$2,246	\$1,383	\$1,013	\$1,249
Collection Costs (Annual Operating)	\$635	\$558	\$595	\$700	\$700	\$690	\$863	\$665	\$656	\$445
Other ²	\$411	\$397	\$389	\$325	\$380	\$380	\$385	\$447	\$481	\$343
Total Obligations	\$4,357	\$4,171	\$4,038	\$4,053	\$4,281	\$4,965	\$6,953	\$4,890	\$4,098	\$3,944
End of Year Cumulative Unobligated Balance	\$3,648	\$4,202	\$4,690	\$5,262	\$5,797	\$5,833	\$4,488	\$4,730	\$5,626	\$7,008
Total Expenditures/Outlays	\$4,159	\$3,711	\$3,715	\$4,070	\$4,492	\$4,135	\$5,319	\$5,212	\$5,013	\$4,142

¹ FWS currently has one Fee Management Agreement site, though this number may increase in the future.

² As of 2008, the "Other" category is Administrative, Overhead, and Indirect expenses.

Note: values may not add to totals due to rounding.

Table A-9. Forest Service Obligations of FLREA Revenues, FY 2005-2014

Category	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$1,000s										
Total Fee Revenue Collected	\$50,245	\$53,444	\$61,042	\$61,619	\$66,477	\$64,848	\$64,940	\$66,770	\$67,490	\$69,940
Unobligated Balance Brought Forward ¹	\$35,683	\$26,680	\$30,118	\$30,808	\$33,550	\$35,150	\$33,191	\$30,000	\$35,880	\$37,960
Total Funds Available	\$85,928	\$80,124	\$91,160	\$92,427	\$100,027	\$99,998	\$98,131	\$96,770	\$103,370	\$107,900
Projects Accomplished										
Visitor Services	\$10,267	\$12,513	\$14,264	\$13,817	\$14,103	\$15,407	\$16,745	\$15,098	\$15,796	\$15,676
Habitat Restoration	\$375	\$528	\$479	\$399	\$652	\$777	\$540	\$451	\$469	\$587
Law Enforcement	\$2,292	\$2,460	\$2,392	\$2,453	\$2,384	\$2,502	\$2,580	\$2,114	\$2,288	\$2,183
Fee Management Agreement and Reservation Services (Includes Recreation.gov reservation service)	\$4,811	\$7,790	\$8,914	\$11,208	\$11,434	\$11,035	\$14,352	\$13,992	\$13,669	\$17,065
Facilities Maintenance	\$18,207	\$22,088	\$23,945	\$23,350	\$23,577	\$24,039	\$24,183	\$22,079	\$23,818	\$23,403
Collection Costs (Annual Operating)	\$7,858	\$4,922	\$5,077	\$5,795	\$5,527	\$4,939	\$4,663	\$4,433	\$5,095	\$4,751
Administrative, Overhead, and Indirect Costs	N/A	\$756	\$2,537	\$3,123	\$3,518	\$4,032	\$4,125	\$2,723	\$4,280	\$1,311
Other	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Total Obligations ²	\$45,622	\$50,054	\$60,392	\$66,803	\$73,800	\$71,329	\$68,131	\$60,890	\$65,415	\$64,975
End of Year Cumulative Unobligated Balance	\$40,306	\$30,070	\$30,768	\$25,624	\$26,227	\$28,669	\$30,000	\$35,880	\$37,955	\$42,925
Total Expenditures/Outlays ³	\$44,338	\$50,430	\$57,644	\$63,849	\$61,360	\$62,801	\$66,682	\$60,890	\$65,415	\$64,970

1 Unobligated balances brought forward do not include \$94 million non-FLREA revenue which is reflected in the SF-133 Report to the U.S. Department of the Treasury. This non-FLREA revenue is slated specifically for deferred maintenance.

2 Total obligations as reported on the SF-133 Report to the U.S. Department of the Treasury differ from the sum of Projects Accomplished (the sum of the FLREA expenditure categories) due to rounding and differences in report timing. There is a time delay between obligation of funds and actual outlays because of the complexities of large projects.

3 Total expenditures/outlays on the SF-133 Report to the U.S. Department of the Treasury include non-FLREA deferred maintenance and expenditures, in addition to rounding, and reflect differences in report timing that are not reflected in the projects accomplished figures.

Note: values may not add to totals due to rounding.

Table A-10. Bureau of Reclamation Costs and Revenues, FY 2008-2014

Category	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
\$1,000s							
Implementation One-Time Costs ¹	\$50	N/A	N/A	N/A	N/A	N/A	N/A
Recurring Cost of Collections	\$35	\$266	\$123	\$109	\$160	\$70	\$150
Administrative Costs	\$10	\$11	\$11	\$11	\$95	\$171	\$173
Total Costs	\$95	\$277	\$134	\$120	\$255	\$241	\$323
FLREA Revenue ²	\$210	\$462	\$543	\$635	\$651	\$506	\$2
Net Revenue ³	\$115	\$185	\$409	\$515	\$396	\$265	\$207
Percent of Revenues Spent on Collection (plus Implementation One-Time Costs for 2008) ⁴	45%	60%	25%	19%	25%	14%	28%

¹ One-time costs do not include the expenditure of non-recreation fee revenues in the amount of \$46,959 that was made available by Reclamation to assist New Melones Lake in its FLREA implementation program.

² The revenue figures listed within this table are consistent with DOI Budget in Brief reports. For FY 2012, FY 2013, and FY 2014, inconsistencies between the New Melones Field Office (FO) data and the Financial Business Management System occurred, which caused a discrepancy between the Budget in Brief reports and the totals provided by the FO. The revenue totals provided by the FO for FY 2012, FY 2013, and FY 2014 are \$640, \$520, and \$530 (thousands), respectively.

³ The \$207 Net Revenue value for FY 2014 is based on the revenue figure provided by the FO (i.e., \$530).

⁴ The 28 percent of FLREA revenue spent on collection in FY 2014 is based on the revenue figure provided by the FO (i.e., \$530).

Note: values may not add to totals due to rounding.



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