TRIENNIAL REPORT TO CONGRESS | MAY 2012

Implementation of the Federal Lands Recreation Enhancement Act

San Isabel National Forest
U.S. Forest Service, Colorado
Jim Karczewski

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MAY 2012

Prepared By

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

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 57 for more details on the contest.

Bandelier National Monument
National Park Service, New Mexico
Chuck Bury

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Executive Summary

The Federal Lands Recreation Enhancement Act (REA) allows federal land management agencies to provide quality recreation experiences for hundreds of millions of visitors every year to some of America's most scenic, iconic, awe-inspiring, historical, and culturally rich lands and resources. REA authorizes five agencies to collect and expend recreation fees on lands they manage: 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 Forest Service (USFS). These agencies use and leverage recreation fees to implement thousands of projects to enhance public safety, maintain recreation sites, provide eye-opening educational experiences, build informational wayside exhibits, fund interpretive programs, and offer a wide range of recreational and cultural opportunities.

REA sites include places that are part of America's fabric, such as the Grand Canyon, Manassas Battlefield, and Everglades National Park. The recreation fee program also includes recreation opportunities at regional icons such as Red Rock Canyon in Nevada, Kodiak National Wildlife Refuge in Alaska, and the Hiawatha National Forest in Michigan. There are also thousands of lesser known, but nonetheless wondrous recreation opportunities around the country supported by recreation fees.

The fee retention authority in REA ensures that recreation fees are reinvested to improve visitor services and provide similar experiences for future visitors. Between 80% and 100% of recreation fees collected at sites stay at those sites, and the remainder supports recreation opportunities at sites that do not collect recreation fees, or do not collect sufficient recreation fees to maintain recreation opportunities. The fee collection and retention authority in REA is based on the premise that those who visit recreation sites with amenities and services should pay more than the general public for those amenities and services. However, recreation fees are just one element of agencies' recreation programs. Annual appropriations, volunteers, partners, and grants are also vital components to improving and implementing these programs. Recreation fees are often used to leverage other funding sources to make a visitor's dollar go further.

Surveys show that most visitors believe that the recreation fees they pay are reasonable for the amenities and services provided. Specifically, surveys at NPS sites show that 94% of visitors believe that the value for the entrance fee paid is "very good" or "good," while only 1% believe that the value is less than average. FWS commissioned a survey in 2010 and 2011, which found that among visitors interviewed at nine national wildlife refuges that collect entrance fees, 88% reported that the value of the experience was at least equal to the fee paid. USFS surveys show an overall visitor satisfaction rate of 94%, with 83% of respondents stating that they are satisfied with the value received for the fee paid. BLM Visitor Satisfaction Surveys demonstrated that 86% of respondents in fiscal year (FY) 2011 believed that the fee charged in the site or area they visited was about right or too low.

Recreation fees collected under REA have funded thousands of projects that directly benefit visitors. This report presents information on some completed and planned projects. Some of the examples highlighted include:

- Arches National Park in Utah spent $128,350 in REA revenue in 2010 on maintenance and reconstruction of several popular trails to reduce visitor accidents and injuries and to improve backcountry visitor experiences. Work was completed by NPS trail crews, volunteers, and youth corps. (Page 26)

- Occoquan Bay National Wildlife Refuge in Virginia spends between $7,000 and $10,000 in REA revenue annually to support a variety of special events and hunting programs for youth. Refuge efforts have centered on getting children to experience the outdoors through several special events, including an annual Novice Youth Deer Hunting Workshop. Most events are conducted in partnership with other organizations. (Page 21)
- Camping, hiking, boating, wildlife-watching, and off-highway-vehicle activities are among the visitor services enhanced between FY 2009 and FY 2011 through use of $1,265,000 in REA revenue to maintain and improve facilities and services at BLM's Lake Havasu recreation sites in Arizona. Projects included repairs and upgrades to campgrounds, interpretive and environmental education services, and increased patrols for visitor safety. (Page 10)
- Anglers can now enjoy longer fishing seasons on the USFS Wickiup Reservoir thanks to a partnership among the Forest Service, Oregon State Marine Board, and Oregon Department of Fish and Wildlife. Recreation fee revenue of $40,000 helped leverage another $510,000 from the two Oregon agencies to improve a boat launch and parking area. (Page 34)
- Reclamation's New Melones Lake in California spent $51,460 in REA revenue in 2011 to support a partnership with local law enforcement, resulting in reduced illegal and disruptive activities in the areas surrounding the reservoir. (Page 30)

A Triennial Report to Congress

REA requires the agencies to report to Congress every third year on implementation of the recreation fee program. This is the third Triennial Report since the law was enacted in 2004, and it is the last report under the current authorization, as REA is scheduled to sunset in December, 2014. This report covers the period from FY 2009-2011. As directed in REA, this report presents information on the status of the recreation fee program, an evaluation of the program, examples of past and future recreation fee-funded projects and programs, and possible improvements in the overall fee program.

Snapshot of the Recreation Fee Program

The REA agencies use recreation fees to provide thousands of recreation opportunities at sites across the nation. NPS and FWS entrance fee sites typically encompass entire management units, whereas BLM, USFS, and Reclamation fee sites typically consist of designated areas within management units. There are also many areas where agencies do not charge fees.

- NPS manages 397 sites throughout the country, of which 184 (less than half) charge fees under REA.
- FWS manages a system of 556 National Wildlife Refuges encompassing over 150 million acres, and 141 refuges (25%) charge entry and/or other fees under REA. Of the 464 FWS refuges that are open to the public, 429 (more than 93%) have free entry.
- BLM manages more than 65,700 recreation sites, almost 3,600 of which have been developed with various amenities (such as restrooms, informational signs, and picnic tables). Of the nearly 3,600 developed recreation sites, approximately 430 (12%) require fees.
- USFS manages over 20,800 recreation sites, approximately 4,000 of which have recreation fees collected under REA and 2,300 of which have other types of fees.

About 98% of the 193 million acres managed by USFS, and 68% of developed sites, are available to the public for free.

- Reclamation has long-term management agreements with state and local entities for the majority of its recreation areas. Reclamation collects fees under REA at one site, New Melones Recreation Area in California.

Agency REA revenue for FY 2011 is shown in Table 1. REA revenue has risen 2.9% in the past four years, from $253.2 million in FY 2008 to $260.6 million in FY 2011. The cost of collecting recreation fees as compared to overall fee revenue has fallen over the years. In FY 2003, the cost of collection across all agencies was 20.7% of gross fee revenue, whereas in FY 2011 the cost of collection was 14.9% of gross fee revenue. In FY 2011, the NPS cost of collection was 18.7% of gross fee revenue, for FWS it was 16.6%, for BLM it was 2.0%,[1] for USFS it was 7.2%, and for Reclamation it was 17.3%.

Table 1. Agency REA Revenue for FY 2011 (millions)

AGENCY	FY 2011 REVENUE
National Park Service	$172.4
U.S. Fish and Wildlife Service	$5.2
Bureau of Land Management	$17.4
Bureau of Reclamation	$0.6
Forest Service *	$64.9
Total	**$260.6**

* This amount includes about $12 million collected through the National Recreation Reservation Service (NRRS), most of which is transmitted to the NRRS contractor.

REA has been instrumental in allowing agencies to retain and spend recreation fees to enhance visitor services and maintain recreational facilities in addition to other appropriated revenue. REA requires agencies to establish special accounts for recreation fee revenues, making the funding available until expended.[2] In many parts of the United States, a large proportion of visitation, and therefore recreation fee revenue collection, occurs during the last quarter of the fiscal year (July through September), which makes it difficult to expend funds in the same fiscal year they were collected. The ability to spend recreation fees over multiple fiscal years enables responsible and effective use of fee revenue, and permits the agencies to save funds (unobligated balances) for large contracts, projects, and expenditures requiring significant investment for implementation.

The total unobligated balance among all agencies has declined since the previous Triennial Report, from $307.7 million in FY 2008 to $146.5 million in FY 2011. The majority of the reduction in unobligated balance

[1] BLM's cost of collection is 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.

[2] 16 U.S.C. 6806

is associated with NPS, which implemented new policies in 2009, resulting in a reduction in its unobligated balance by $168.7 million (63%) from FY 2008-2011. The FWS unobligated balance decreased from $5.3 million in FY 2008 to $4.5 million in FY 2011 (a 15.3% reduction). The other agencies have had increases in their unobligated balances over the same period: the BLM unobligated balance has increased by $3.0 million (29%), the USFS unobligated balance has increased by $4.4 million (17%), and Reclamation's unobligated balance as of the end of FY 2011 was $0.9 million. More information on revenue, cost of collection, and obligations is found in Section III and Appendix A.

The agencies offer an interagency pass (the America the Beautiful -- The National Parks and Recreational Lands Pass) that is accepted at REA sites around the country. This pass consists of four pass types: 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 federal lands. The Senior and Access Passes are both valid for the life of the pass holder and represent an outstanding benefit for these populations. The Annual Pass and Volunteer Pass are both valid for one year from the date they are issued. At $80, the Annual Pass can be a great bargain for those who frequently visit REA sites. The agencies hold the Share the Experience photography contest each year to select the photograph that will appear on the following year's Annual and Volunteer Passes and to engage visitors who enjoy taking pictures on federal lands. Over the years the program has been in effect, nearly 65,000 photographs have been entered into the contest.

Public participation is integral to the recreation fee program. Each agency has developed policies consistent with REA to ensure that the public receives notification about agency proposals and has an opportunity to provide input to agencies as they consider new recreation fees and changes to recreation fees. BLM and USFS also use Recreation Resource Advisory Committees to provide input and advice on recreation fee proposals. Each agency has developed procedures and tools to ensure accountability in administration of the recreation fee program, including guidance documents, planning processes, requirements for reporting, audits, and equipment upgrades.

Linkages to Broader Federal Priorities and Initiatives

The recreation fee program supports a variety of government-wide initiatives and underlying federal goals, including improved health through outdoor recreation, providing opportunities for youth to experience the great outdoors, bolstering the economy, generating jobs, and increasing tourism.

Recreation opportunities on public lands draw people outdoors to learn, exercise, work, and volunteer. Millions of children visit REA sites each year with their families, schools, work programs, and other activities. Projects paid for by REA fees support initiatives focused on expanding people's exposure to the outdoors, including the America's Great Outdoors initiative, the Federal Interagency Council on Outdoor Recreation, and the First Lady's "Let's Move!" initiative. The agencies play an important role in achieving the objectives of these initiatives, and REA sites and the fees they generate make a significant contribution.

In recent years, the federal government has increasingly emphasized the use of technology and communication tools to improve the usability and access of federal information and services. In the recreation arena, federal agencies launched the National Recreation Reservation Service and Recreation.gov in 2007 to provide convenient one-stop access for those making reservations, securing permits, and building itineraries for travel to federal recreation sites around the country. All five REA agencies participate in these programs, and the number of sites and reservation opportunities is rising.

During the period covered by this report (FY 2009 - 2011), the economy has experienced a downturn. Recreation on federal lands remains an inexpensive and accessible means for individuals and families to experience the outdoors. Recreation fees and visitation to REA sites can also be an important contribution to local and regional economies. In 2011, there were about 383 million visits to DOI-managed lands, and about 230 million of these visits occurred at REA sites. According to estimates by DOI's Office of Policy Analysis using visitation data provided by the agencies, visitors to DOI REA sites contributed an estimated $25.2 billion in economic output to the surrounding economies through trip-related spending. Recreation-related spending by visitors to DOI REA sites also supported an estimated 210,000 jobs in nearby communities. The USFS National Visitor Use Monitoring surveys indicate that expenditures by visitors to USFS lands in 2010 contributed $14.5 billion to the national economy and supported 223,000 jobs.

Changes in the Overall Recreation Fee Program

As the recreation fee program has matured, the agencies have gained experience and incorporated input from the public and constituent groups. The agencies have made several enhancements to the program since REA was enacted, which are described in Section V, Changes in the Overall Recreation Fee Program. The changes since the 2008 Triennial Report include the following:

- Agencies reduced the number of volunteer hours that are required to be eligible for a Volunteer Pass from 500 to 250, starting in the spring of 2012.
- To honor the sacrifices that military service members and their families make for this country, the agencies are offering free interagency Annual Passes to all active military members (including reservists) and their families. The agencies will provide this benefit in 2012 through the end of 2013.
- As of 2011, Senior and Access Passes can be obtained through the mail. This customer service enhancement has enabled seniors and permanently disabled individuals to receive their pass without having to visit an agency office or recreation site.
- Visitors with open-topped vehicles (such as motorcycles) cannot secure their passes inside their vehicle, so the agencies provide decals for these individuals. When the annual pass was first issued in 2007, decals were only provided to Annual Pass holders; however as of 2011 decals are provided to Senior and Access Pass holders who have open-topped vehicles.
- USFS conducted a national review of each large standard amenity recreation fee area. The goal of the review was to determine whether some standard amenity recreation fee areas in each Region could be reduced in size, or removed altogether. The review identifed 73 standard amenity fee areas that could be removed, and reduced the size of most of the remaining 24. Implementation of the review is beginning in 2012.

Section V of this report identifies what the agencies consider to be the essential elements of the existing program that underpin its effectiveness, and provides suggestions for changes to the program that could improve the agencies' service to the public. The essential characteristics of the existing program include:

- **Fee retention authority:** The majority of fees should be retained at the site where they are collected, and the agencies should retain some discretion to distribute funds to recreation fee sites based on agency-wide needs. Currently, agencies expend 80% to 100% of recreation fees at the sites where they were collected.

- **A multi-agency program:** The interagency aspect of the recreation fee program enables efficiencies and consistency across agencies and results in good customer service.
- **An interagency pass:** The interagency pass covers many recreation opportunities on lands managed by each of the agencies across the nation.
- **Long-term authority:** The ten-year authority in REA has provided assurances to the visiting public and to the agencies. Long-term authority allows the agencies to plan for projects benefiting the visitor and make necessary investments in advance, such as designing and ordering passes.
- **Enabling partnerships:** REA provides agencies authority to develop cooperative agreements with various entities for law enforcement activities and implementation of the interagency pass program, among other activities. This enables effective partnerships that enhance visitor experiences and allows the program to reach new audiences in new ways.
- **Authority to establish recreation fees for a range of activities:** It is important that agencies have some flexibility to establish fees for recreation activities that require significant investments by agencies to manage visitation on agency lands.

The agencies have identified several areas where changes to the program could result in more effective service to recreation visitors and the public at large. These areas include adjustments to the BLM and USFS public participation processes, possible expansion of the program beyond the current agencies, reviewing interagency pass benefits, and utilization of existing and new technologies to improve visitor services and agency operations.

The agencies appreciate this opportunity to report on the recreation fee program, and look forward to continued engagement with Congress, the public, and other interested groups on reauthorization of REA. If there is no law enacted to replace REA when it expires in December, 2014, the agencies will have no express recreation fee authority, as REA repealed the recreation fee provisions in the Land and Water Conservation Fund Act and Recreational Fee Demonstration Program statute. If new recreation fee legislation is pursued, reauthorization in advance of REA's expiration in December, 2014, would allow for cost-effective and visitor-friendly continuation or transition of the program.

I.
Introduction

Arches National Park
National Park Service, Utah
Kathleen Wagner

Every year, more than half a billion people visit cultural and scenic icons across the country managed by federal agencies under the Federal Lands Recreation Enhancement Act (REA).[3] This Act enables five agencies – 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 Forest Service (USFS) (hereafter, "the agencies") – to maintain and improve visitor services at many of the most cherished and popular sites in the nation. REA creates a sustainable and equitable system for providing the experiences that visitors expect and anticipate: scenic beauty, public safety, transportation infrastructure, cleanliness, fun, educational displays and programs, and interaction with rangers and other employees who support visitor programs and activities. Recreation fees paid by the visiting public have been expended and leveraged to build and improve campgrounds, trails, boat launches, day use areas, roads, visitor centers, wayside exhibits, and much more. They have been used to address deferred maintenance and to make programs and facilities accessible to people with disabilities. Recreation fees have helped to preserve natural and cultural treasures, and they support programs to engage tomorrow's conservation community through school field-trips and work programs.

This Triennial Report fulfills the requirement in REA that the agencies deliver a report to Congress on the recreation fee program once every three years. REA requires that the report detail ". . . the status of the recreation fee program conducted for federal recreational lands and waters, including an evaluation of the recreation fee program, examples of projects that were funded using such fees, and future projects and programs for funding with fees, and containing any recommendations for changes in the overall fee system." (16 U.S.C. 6808)

This is the third Triennial Report since REA was enacted, and it will be the last report under the present authority, as REA is set to expire in December, 2014. This report looks back at the growth and development of this partnership among agencies, from establishment of the Recreation Fee Demonstration (Fee Demo) Program in 1996 to enactment of REA in 2004, and the development of the program that is now in place.

Each of the agencies has a distinct mission. However, all the agencies share the goal of providing quality recreation experiences to the public. A diverse collection of REA sites provides opportunities for visitors to learn about the environment and the country's history, enjoy a picnic with their family, commune with nature, relax and rejuvenate, hunt, fish, bird-watch, swim, climb, be entertained, exercise, and play. The vast majority of visitors report positive experiences. Many come again and again to the same places, and others visit recreation sites all over the United States.

REA provides "fee collection authority" allowing the agencies to collect recreation fees, and "fee retention authority" requiring 80% to 100% of the recreation fees collected at parks, refuges, and other federal lands to be spent where it is collected. These authorities allow the agencies to make today's visitor experiences memorable and enjoyable and future visitor experiences equally rewarding.[4] Fee retention authority is based on the concept that visitors to recreation sites who take advantage of the amenities and services should pay more to maintain those amenities and services than the general public. Without fee collection authority, American taxpayers who do not visit recreation sites would pay just as much as those who visit the sites and avail themselves of amenities

[3] 16 U.S.C. 6801-6814

[4] 16 U.S.C. 6806. REA allows the Secretary of Interior or Secretary of Agriculture to reduce the proportion of fees retained to 60% if he/she ". . . determines that the revenues collected at the unit or area exceed the reasonable needs of the unit or area for which expenditures may be made for that fiscal year" (16 U.S.C. 6806). The Secretaries have yet to exercise this authority, however.

and services such as educational displays, guided tours, sanitary services, law enforcement, and organized events. Without fee retention authority, visitors' money would be deposited in the U.S. Treasury. Since 1996, over $2.5 billion in recreation fees have been reinvested in thousands of recreation-related projects at agency sites.

REA authorizes agencies to expend recreation fees on facilities related directly to visitor enjoyment, access, and health and safety; information and services for visitors; habitat restoration directly related to wildlife-dependent recreation; law enforcement related to public use and recreation; recreation fee program direct operating or capital costs; and fee management agreements.Consistent with the fee retention authority provided by REA, between 80% and 100% of recreation fees are spent where they are collected, and the remainder supports recreation opportunities at sites that do not collect recreation fees, or do not collect sufficient recreation fees to maintain recreation opportunities.

REA permits recreation fee revenue to be available until expended. A large proportion of visitation, and therefore recreation fee revenue collection, occurs during the last quarter of the fiscal year (July through September) and therefore it is difficult to spend the funding in the same fiscal year. The ability to spend funding over multiple fiscal years enables responsible and effective use of revenue. This authority also permits the agencies to save unobligated balances for large contracts, projects, and expenditures requiring more funds than are collected in a single year.

Visitor satisfaction surveys conducted in the past three years by BLM, FWS, NPS, and USFS have found that about 90% of respondents are satisfied with the level of recreation amenities and services. REA promotes visitor satisfaction and enhances recreation facilities and services by authorizing fee collection and reinvestment for these amenities and services. Recent examples of projects supported by recreation fees that sustain and improve recreation opportunities are included in Section II. A few highlights include:

- Zion National Park in Utah invested $1,033,200 in 2009 to purchase four propane-powered buses to upgrade the current fleet. The buses reduce emissions within the park and reduce visitors' gasoline-burning vehicles on park roads. The shuttle system also reduces traffic and parking congestion and protects vegetation. (Page 27)
- At Crab Orchard National Wildlife Refuge in Illinois (which receives about one million visitors per year), annual expenditures between $75,000 and $115,000 in recreation fee revenues help support maintenance and improvements at campgrounds, boat ramps, and marinas. Recreation fees have paid for environmental education programs led by Park Rangers that reach approximately 21,000 children per year, and construction of an Outdoor Educational Complex on the Refuge. (Page 19)
- BLM's Sand Mountain Recreation Area in Nevada spent $619,401 from FY 2009 through FY 2011 on projects to improve recreation opportunities and visitor safety, comfort, and ease of use, including construction and maintenance of a 17-mile off-highway vehicle trail. Sand Mountain Recreation Area hosted its first annual Halloween Lighted Off-Highway Vehicle Parade in 2011. (Page 13)
- Since 2009, the Deschutes National Forest in Oregon has partnered with the Oregon State Marine Board and the Oregon Department of Fish and Wildlife to improve the North Wickiup Boat Ramp. Reconstruction of this facility was funded with $40,000 in recreation fee revenues, $160,000 from the Oregon State Marine Board, and $350,000 from the Oregon Department of Fish and Wildlife. The new boat ramp accommodates two boat launches simultaneously, has been realigned to reach deeper water, and meets universal accessibility standards. (Page 34)
- New Melones Recreation Area in California used REA fees to pay for medical

> supplies for medical first responder kits, services to clean four floating restrooms on the lake and five vault restrooms onshore, designs for entrance station buildings, habitat restoration projects such as wood duck and bluebird nesting boxes, and for enhanced law enforcement through a partnership with a local sheriffs' office. (Page 30)

REA provides a single recreation fee authority for the agencies, thereby enhancing customer service, efficiency, and consistency in fee collection and expenditure and establishment of national fee policies, such as fee-free days. A prime example of increased efficiency is the authority in REA to establish a single interagency pass for recreation sites: the America the Beautiful--The National Parks and Federal Recreational Lands Pass. The interagency pass includes an Annual Pass, a Senior Pass for those 62 and over, an Access Pass for the permanently disabled, and a Volunteer Pass for those who donate 250 hours of their time working with land managing agencies. As an example of the programs enabled by interagency collaboration, in 2012 the agencies are offering free interagency Annual Passes to all active military members (including reservists) and their families. The agencies have authorized this benefit through the end of 2013.

The agencies strive to maximize the proportion of fees that are reinvested in activities that benefit visitors. REA revenue for all agencies has risen 2.9% in the past four years, from $253.2 million in FY 2008 to $260.6 million in FY 2011. In FY 2011, the cost of fee collection across all REA agencies was 14.9% of gross fee revenues. In FY 2011, agencies obligated (i.e., made funding commitments for) $315.0 million, or 68%, of the $461.5 million available to them. By comparison, in FY 2008, agencies obligated $265.8 million, or 46%, of the $573.3 million available to them. Detailed information on revenues, cost of collection, and obligations is found in Section III and in Appendix A.

While recreation fees provide a source of funding to support recreation at many developed and popular areas, the agencies also offer a huge number of recreation opportunities at no cost. Approximately 98% of National Forest System lands (68% of developed recreation sites) are available to the public free of charge. BLM manages over 245 million acres of the United States, and charges recreation fees on less than 1% of that acreage. Over 93% of the 464 FWS refuges that are open to the public have free entry. Of the 397 units of the National Park Service, more than half (213) do not charge any REA fees. Reclamation charges recreation fees authorized by REA at New Melones Lake. In addition, Reclamation has agreements with state and local entities to manage many of its developed recreation areas.

Public input is an important part of agency decisions on recreation fees. Avenues for public input include community meetings, Federal Register notices, Recreation Resource Advisory Committees (for BLM and USFS recreation fees), and requests for public oral and written input from localities near developed recreation sites. Years of experience with public input on recreation fee decisions indicates that the agencies are providing sufficient opportunities for interested parties to provide input. The agencies have also learned that there are opportunities to improve efficiency of public input, particularly with respect to Recreation Resource Advisory Committees.

The benefits of the program extend far beyond the immediate improvement to recreation sites. Visitors take their positive experiences home with them, and there is an established connection between regular physical activity and health and quality of life.[5] Our nation's youth learn about the country's culture, history, and the great outdoors through interpretive programs and work programs funded by recreation fees. Visitors make purchases during their trips, which support local and regional economies. The recreation fee program also is linked to ongoing initiatives including the America's Great Outdoors (AGO) initiative, the Federal Interagency

[5] See, e.g., http://www.cdc.gov/physicalactivity/everyone/health/index.html and http://aspe.hhs.gov/health/reports/physicalactivity/physicalactivity.pdf.

Council on Outdoor Recreation (FICOR), the First Lady's "Let's Move!" initiative, and the National Recreation Reservation Service and Recreation.gov.

The approximately 383 million visits to DOI-managed lands in 2011 contributed an estimated $42.3 billion in economic output to the surrounding economies through trip-related spending. The approximately 230 million visitors to REA sites in 2011 contributed an estimated $25.2 billion of the $42.3 billion total. Recreation-related spending on DOI-managed lands supported an estimated 352,000 jobs in the communities surrounding public lands, of which an estimated 210,000 are related to REA visitation. In the context of the national economy, the contributions that REA visitation makes to economic output represents around 0.2% of the U.S. gross domestic product in 2011.[6] Results from USFS surveys in 2010 show that recreation activities on national forests and grasslands contributed $14.5 billion to the national economy and supported approximately 223,000 jobs.[7]

The recreation fee program supports the goal of the AGO initiative and the FICOR to connect people to the outdoors through jobs, education, recreation, and service. Examples of REA agency contributions to this goal include:

- NPS provided $6.6 million of recreation fee dollars in FY 2011 to support Public Land Corps projects involving youth for trail construction, non-native plant removal, and park facility improvements.
- FWS is part of a coalition in Albuquerque that is working to establish an "urban refuge" that would provide opportunities for environmental education to diverse, under-served populations.
- BLM is participating in development of the Lake Havasu National Bluewater Trail System that would connect urban areas to an array of outdoor recreation possibilities.
- The Bitterroot National Forest in Montana provided work and educational opportunities at various recreation areas and campgrounds for students and youth.

The REA agencies participate in an interagency group that oversees the National Recreation Reservation Service and Recreation.gov, which were designed to help meet the demand for one-stop shopping for information and reservations on America's public lands. Recreation.gov enables the public to make reservations for thousands of sites and services (including day use areas, cabins, wilderness permits, and tour facilities) directly through the website or a toll-free number. The agencies also utilize Recreation.gov to post maps, recreation opportunities, and other useful federal lands information.

REA provides financial support to help sustain recreation activities on federal lands over the long-term. Stakeholder input and experience through the years have identified areas where changes would improve the visitor experience and program administration. Section V describes steps the agencies have taken to improve the program, describes core elements of the program that should be maintained, and identifies changes to the program that could underscore its strengths and improve services to visitors.

If there is no law enacted to replace REA when it expires in December, 2014, the agencies will have no express recreation fee authority, as REA repealed prior recreation fee provisions under the Land and Water Conservation Fund Act and Recreational Fee Demonstration Program statute. If new recreation fee legislation is pursued, reauthorization in advance of REA's expiration would allow for more seamless continuation or transition of the program.

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[6] Economic and jobs impacts were estimated by DOI's Office of Policy Analysis. Visitation data and spending profiles were provided by the agencies.

[7] USDA News Release No. 0342.11 http://www.usda.gov/wps/portal/usda/usdahome?contentid=2011/08/0342.xml&contentidonly=true

II.
Sample Project Accomplishments and Future Plans

Edwin B. Forsythe National Wildlife Refuge
U.S. Fish and Wildlife Service, New Jersey
Eric Reuter

Over $2.5 billion in recreation fee revenue has been reinvested in federal recreation lands through thousands of projects under REA and the Fee Demo Program. This report presents a selection of projects from across the country.

REA 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.

In accordance with REA, and agency policies, REA revenue is not used to fund employee bonuses or biological monitoring of listed or candidate species under the Endangered Species Act.

The projects highlighted below include funding interpretive programs to educate the public, implementing upgrades to buildings and transportation infrastructure, improving environmental education programs, strengthening law enforcement, providing access for disabled individuals, and working with crews of students on trail maintenance. Table 3 lists all the project examples in this report and cites the page numbers where they appear.

From FY 2005 through 2011, NPS has funded approximately 8,575 projects, and expects to fund an additional 1,000 in FY 2012 (Table 2).

Table 2. Estimated Number of National Park Service Projects Funded by Recreation Fees under REA, by Year

FISCAL YEAR	ESTIMATED NUMBER OF PROJECTS FUNDED
2005	1,100
2006	1,175
2007	1,225
2008	1,300
2009	1,257
2010	1,418
2011	1,100
Total through 2011	**8,575**
Anticipated in 2012	1,000

From FY 2009 through 2011, recreation fees paid for approximately 1,000 projects at FWS sites: 300 in FY 2009, 325 in FY 2010, and 375 in FY 2011. During these three years, recreation fees collected at BLM sites were used for approximately 1,403 projects, including 433 projects in FY 2009, 480 projects in FY 2010, and 490 projects in FY 2011. USFS used recreation fees for thousands of projects, such as new or improved water systems, fire rings, picnic tables and restrooms at campgrounds, and repairing or upgrading interiors at cabin rentals, at many of its 4,000 sites in the interval from FY 2009 to 2011. From FY 2008 through 2011, Reclamation used REA revenues to pay for enhanced law enforcement services, for services to maintain four floating restrooms on New Melones Lake and five vault restrooms on shore, for habitat restoration projects such as wood duck and bluebird nesting boxes, for designs for entrance station buildings, and for medical supplies for first responder kits.

Table 3. Sample Agency Project Accomplishments and Future Plans

AGENCY	STATE	PROJECT LOCATION/NAME	TYPE OF PROJECT	PAGE #
BLM	Arizona	Lake Havasu Recreation Sites	Facility Maintenance, Visitor Services	10
BLM	Colorado	Gunnison Gorge National Conservation Area and Wilderness	Facility Maintenance, Visitor Services, Habitat Restoration	11
BLM	Idaho	Egin Lakes Campground and Sand Dune Access Site	Facility Maintenance, Visitor Services	12
BLM	Nevada	Sand Mountain Recreation Area	Facility Maintenance, Visitor Services, Habitat Restoration	13
BLM	Wyoming	Warren Bridge Campground	Facility Maintenance, Visitor Services, Habitat Restoration	14
BLM	Alaska	Special Recreation Permit Fees	Visitor Services	15
BLM	Montana	Future Plans – Pompeys Pillar National Monument	Facility Maintenance, Visitor Services	16
FWS	Alaska	Kodiak National Wildlife Refuge	Facility Maintenance	17
FWS	Hawaii	Kilauea Point National Wildlife Refuge	Facility Maintenance	18
FWS	Illinois	Crab Orchard National Wildlife Refuge	Facility Maintenance, Visitor Services	19
FWS	New Mexico	Bosque del Apache National Wildlife Refuge	Visitor Services, Facility Maintenance, Habitat Improvement	20
FWS	Virginia	Occoquan National Wildlife Refuge	Visitor Services	21

Table 3. Sample Agency Project Accomplishments and Future Plans

AGENCY	STATE	PROJECT LOCATION/NAME	TYPE OF PROJECT	PAGE #
FWS	Virginia	Future Plans – Assateague Island Lighthouse	Maintenance: Facility Capital Improvement Enhancement	22
NPS	California	Sequoia and Kings Canyon National Parks	Visitor Services	23
NPS	Georgia	Kennesaw Mountain National Battlefield Park	Visitor Services	24
NPS	Iowa	Herbert Hoover National Historical Site	Visitor Services	25
NPS	Utah	Arches National Park	Facility Maintenance, Visitor Services	26
NPS	Utah	Zion National Park	Visitor Services	27
NPS	Washington	North Cascades National Park	Facility Maintenance	28
NPS	South Dakota	Future Plans – Badlands National Park	Visitor Services	29
Recl.	California	New Melones Recreation Area	Recreation-Related Project Operations	30
Recl.	California	Future Plans – New Melones Recreation Area	Various	31
USFS	Various States	National Forest Recreation Rentals – Multiple National Forests	Facility Improvements	32
USFS	New Mexico	Catwalk National Recreation Trail – Gila National Forest	Facility Improvements	33
USFS	Oregon	North Wickiup Boat Ramp – Deschutes National Forest	Facility Improvements	34
USFS	Tennessee	Ocoee Whitewater Center – Cherokee National Forest	Facility Maintenance, Interpretation, Visitor Services	35
USFS	Alaska	Sixmile Creek – Chugach National Forest	Facility Improvements	36
USFS	Utah	Uinta-Wasatch-Cache National Forest	Facility Maintenance and Improvements	37
USFS	Idaho and Oregon	Future Plans – Ochoco and Boise National Forests	Various	38

BUREAU OF LAND MANAGEMENT

Lake Havasu

Recreation Sites, Arizona (Facilities Maintenance, Visitor Services)

New bulletin boards and facility signs provide visitor information at a Lake Havasu recreation site. (BLM)

Boat Take Off Point accessible boat ramp at a Lake Havasu recreation site. (BLM)

More than 10 million visitors are attracted each year to Lake Havasu Recreation Sites primarily for the world class water-based recreation opportunities provided along more than 140 miles of the lower Colorado River, including 20-miles of Lake Havasu shoreline. The BLM Lake Havasu Field Office oversees this nearly 1.3 million-acre area and many recreational activities including boating, camping, hiking, wildlife-watching, and off-highway vehicle (OHV) activities.

Below Lake Havasu and Parker Dam, the Colorado River creates a historic channel called the Parker Strip. The slow moving waterway is ideal for skiing, boating, fishing, and all types of water sports. The Parker Strip Recreation Area has ten Concession Resorts with RV and tent camping, vacation mobile homes, convenience stores, marinas, restaurants, overnight rooms, boat storage and fuel, as well as campgrounds, OHV open areas, a boat launch, and other amenities.

The Lake Havasu Amenity Fee Program has been instrumental in the maintenance and improvement of facilities and services at these and other recreation sites in the Lake Havasu area. Over the last three years BLM used $1,265,000 in recreation fee revenue to fund a variety of projects and services. Examples include installation of kiosks and bulletin boards, new facility signs, improvements at Wren Cove and Larned Landing to achieve universal accessibility, maintenance and conditioning of the Lake Havasu shoreline patrol vessels, and interpretive and environmental education services for the public. A small amount was also used to fund law enforcement at the fee sites.

BLM made major enhancements to public camping sites on the Lake Havasu shoreline and the Empire Landing Campground located along the Colorado River shoreline using fee revenues. BLM reopened the Empire Landing Campground, which had been closed six years for renovations. It now features over 50 campsites (16 sites with water/power), new restrooms with showers and flush toilets, tent sites, accessible sites, volunteer hosts, and a dump station.

BUREAU OF LAND MANAGEMENT

Gunnison Gorge

National Conservation Area and Wilderness, Colorado
(Facilities Maintenance, Visitor Services, Habitat Restoration)

The 17,700 acre Gunnison Gorge Wilderness fee area is located within the 64,000 acre Gunnison Gorge National Conservation Area in southwest Colorado. The Wilderness Area encompasses a spectacular black granite and red sandstone double canyon formed by the Gunnison River. It is one of the first ten BLM Fee Demo sites established in 1997 and the first Fee Demo site in Colorado. A working group composed of representatives from Delta and Montrose counties, private and commercial use groups, local businesses, and the general public helped develop and analyze guidelines and alternatives for fee collection. Through the working group, individual special recreation permit (ISRP) fees for wilderness permits were established at four developed recreation sites (trailheads) on the west rim of the Gunnison Gorge Wilderness Area. Gunnison Gorge commercial outfitters pay user fees for their clients in addition to their 3% commercial special recreation permit (SRP) fee. In addition to administering approximately 3,500 ISRPs each year, BLM manages and collects commercial fees from 21 SRPs in this area.

A 2-day "Take It Outside" education project, supplemented by recreation fees, involved over 200 Delta County school kids and teachers at the Gunnison Gorge National Conservation Area. (BLM)

Fee program revenues are often used to augment other funds to accomplish a variety of services and projects that enhance visitors' experience at the National Conservation and Wilderness areas. During FY 2009-2011, $74,766 in fees collected through Gunnison Gorge Wilderness ISRP or commercial SRP fees were spent on visitor services and projects.

Seasonal river rangers were hired to provide river education, cleanup, and outreach trips with local school, volunteers, tourism partners, kids-at-risk groups, and user groups. Participants received hands-on training about the National Conservation Area, wilderness management regulations, Leave No Trace and other stewardship ethics. Permit fees provided BLM with additional capability to conduct and complete river patrols, user compliance checks, campsite surveys, weed inventories, and other service projects within the Gunnison Gorge National Conservation Area and Wilderness. The river rangers are critical to the overall success, implementation, and management of the Gunnison Gorge National Conservation Area.

Fees were also used to augment funds for the routine repair, maintenance, and enhancement of facilities, including weed control, cleaning, supplies, vault pumping, and other such tasks in some of the day use areas and Wilderness trailheads. A continuing, very successful, and important use of fees since 1999 is the funding of projects to control tamarisk and other noxious weeds in the Wilderness.

Recreation fees have been used to provide visitor services, which has freed up BLM law enforcement officers' time to conduct patrols, check compliance, educate visitors, resolve conflicts, and deal with vandalism, trash dumping, illegal outfitting, and illegal OHV use which caused resource damage and safety problems. In 2009 fees offset costs for 55 river ranger Wilderness patrols (and more than 3,100 visitor contacts) which helped reduce Law Enforcement costs.

BUREAU OF LAND MANAGEMENT

Egin Lakes

Campground and Sand Dune Access Site, Idaho (Facilities Maintenance, Visitor Services)

The BLM Egin Lakes Campground provides access to St Anthony's Sand Dunes, a popular OHV use area managed by the Upper Snake Field Office. Egin Lakes access is located midway along a 15-mile stretch of sand dunes. To the east are small rolling hills suitable for beginning all-terrain vehicle users or youngsters. To the west are challenging hills – mountains of sand up to 425 feet high. Surrounding the dunes is another 10,000 acres of juniper and sagebrush. Together, the two land types comprise the Sand Mountain Wilderness Study Area. The BLM must maintain the natural landscape surrounding the dunes, so rules require that OHVs stay on the open sand.

Egin Lakes Campground is comprised of 48 sites. All of the sites have picnic tables, fire rings, garbage collection devices, and access to potable water. Some sites offer electrical hook-ups and shelters and ten of these sites are double size (fitting multiple recreation vehicles). A campground host is available May through September. There are also three day use parking areas that have immediate access to St. Anthony's Sand Dunes. Within the day use area complex, there is access to restroom facilities in each of the parking areas, hitching posts for horses, and an unloading/loading ramp for OHVs.

Over the last three years, BLM used $350,000 in campground fees for facility maintenance, repair, and improvement, and to provide visitor services. BLM spent approximately 40% of the fees collected in 2009 on facility maintenance and repair (e.g., signs, kiosks, pump house maintenance, shelter maintenance). Improvements include the installation of fourteen shelters at specific campsites lacking tree cover for shade and paving a portion of loose gravel at the main day use parking area.

Aerial view of St. Anthony's Sand Dunes in Idaho. (BLM)

In 2011, BLM used fee revenues to pay for construction of a fee booth that was staffed by BLM youth employees the entire summer. This booth also served as a visitor information center. In addition, two full-time seasonal youth employees were hired to monitor the sand dunes, complete compliance work at Egin, and provide visitor services at the sand dunes and campground areas. BLM plans to use recreation fees for more projects and youth hires in 2012 and beyond.

BUREAU OF LAND MANAGEMENT

Sand Mountain Recreation Area

Nevada (Facilities Maintenance, Visitor Services, Habitat Restoration)

Camp area during a holiday weekend at Sand Mountain Recreation Area. (BLM)

Youth Conservation Crew members conducting restoration of sensitive habitat on dune slope at the Sand Mountain Recreation Area. (BLM)

The BLM Sand Mountain Recreation Area is located in the high desert of west central Nevada 25 miles southeast of Fallon in Churchill County. Managed by BLM's Carson City District Office, Stillwater Field Office, the recreation area encompasses 4,795 acres of dunes, the Sand Springs Pony Express Station historical site (1860), and the Sand Springs Desert Study Area. The most dominant feature in the area, Sand Mountain, is the largest single dune in the Great Basin.

Of the 50,000-70,000 visitors a year to the site, many are local OHV enthusiasts from Reno and the surrounding communities, but the majority are comprised of out-of-state visitors from the Sacramento area in California. The site is staffed by BLM personnel and law enforcement personnel on busy weekends and holidays.

During FY 2009-2011, the area generated $770,512 in fee revenue. BLM used $619,401 of this revenue to accomplish a variety of services and projects at Sand Mountain Recreation Area. Some examples of projects that were partially or fully funded through recreation fees include repairs and upgrades to vault toilets, installation of information kiosks, new signage, weed treatment throughout the camp area, grading of roads, and repair and installation of fee booths and pay stations. Other projects funded with fees include construction and maintenance of a 17-mile OHV trail. In addition, Sand Mountain Recreation Area used fee revenues to host its first Annual Halloween Lighted OHV Parade in 2011.

Fee revenues have been used to help provide additional law enforcement patrols and public assistance including emergency medical services on major weekends. These services greatly enhance visitor safety.

BLM staff worked with Youth Conservation Crews on habitat restoration projects. A Youth Conservation Crew accomplished a complete restoration of the camp area. A BLM biologist conducted interpretive walks and night hikes on major weekends.

BUREAU OF LAND MANAGEMENT

Warren Bridge Campground

Wyoming (Facilities Maintenance, Visitor Services, Habitat Restoration)

Members of the Wyoming Conservation Crew install a trail marker on a new hiking trail in the Warren Bridge Recreation Area. (BLM)

Protective fencing was placed around newly planted trees at the Warren Bridge Campground for protection from beavers and grazing animals. (BLM)

The Warren Bridge Campground is the gateway to the Warren Bridge Recreation Area, a high elevation, rolling prairie environment with stunning views of the Wind River Mountains. The non-fee Warren Bridge Recreation Area is a complex comprised of 12 river access areas along ten miles of the Green River. The Warren Bridge Campground, located on the Green River is managed by the Pinedale Field Office. There is a no-fee day use area and a campground (fee area) with 16 pull-through units. Warren Bridge Campground also features a sanitary solid waste system that provides area campers using recreation vehicles a convenient service to empty and clean holding tanks. Visitors pay a fee for use of this amenity.

The Pinedale Field Office also administers 40 special recreation permits for the Warren Bridge Campground. The Field Office utilizes the standard BLM fee structure for assessing fees for commercial, special, and competitive events in the Campground.

In FY 2009-2011, BLM used $110,692 in fee revenues to partially or fully fund a variety of services and projects at the Warren Bridge Campground. For example, BLM planted shade trees and installed protective fencing to enhance the campground's aesthetic value and improve visitor services.

Camp hosts provide visitors with pertinent information about area attractions, appropriate use of public lands and instill an appreciation for the area's natural and cultural history. This visitor service is funded with fee program revenues. The Wyoming Conservation Crew constructed nine miles of trail, the Warren Bridge Recreation Area Hiking Trail, which provides visitors with excellent opportunities for walking, mountain biking, fishing, and wildlife watching.

Fee revenues were used to fund several wildlife habitat restoration projects including a project to restore native cottonwood trees. This project was designed to replenish foraging and nesting habitat for the Bald Eagle and other avian species. A 100-yard section of dilapidated fence was also replaced. This project eliminated visitor conflicts and reduced resource damage caused by livestock.

Other uses of fee revenues at Warren Bridge Recreation Area included enhanced law enforcement services such as special monitoring patrols to check on commercial use of the area, successful propagation of shade trees at the Campground, installation of a modern solid waste septic system to comply with Wyoming State Sanitation Codes, and purchase of an easement on private land to allow fishing access.

BUREAU OF LAND MANAGEMENT

Special Recreation Permit Fees

Alaska (Visitor Services)

A commercial helicopter tour provider on BLM-managed lands in Alaska. (BLM)

The special recreation permit (SRP) fee authority in REA allows BLM to facilitate commercial services for the public to recreate in outstanding natural areas. In areas administered by BLM's Anchorage Field Office, helicopter-supported recreation continues to grow in popularity. It provides Alaska residents, out-of-state visitors, and foreign tourists opportunities to visit and appreciate public lands that would not be possible without professional commercial recreation providers.

The Anchorage Field Office collected approximately $40,000 in SRP fees in FY 2009, with the main contributor being commercial helicopter tour activities. In FY 2009, BLM used these fees for contracted and agency aircraft, travel, equipment (such as snow-machines and all-terrain vehicles), and supplies associated with SRP administration, monitoring, and compliance work. The fee program allocates approximately $13,000 annually to the BLM Law Enforcement Aviation Program for direct assistance with both aerial and on-the-ground SRP field monitoring and compliance work.

Future Plans

Pompeys Pillar National Monument

Montana (Facility Maintenance, Visitor Services)

Pompeys Pillar National Monument is 51 acres of prairie and riparian ecosystems along the Yellowstone River in Yellowstone County, Montana. The sandstone pillar, for which the monument is named, is home to hundreds of signatures and drawings carved into the rock by explorers, fur trappers, missionaries, and local residents from before 1806 to modern day. The most famous of these is the signature of William Clark of the Lewis and Clark Expedition on July 25th, 1806.

Pompeys Pillar National Monument staff and volunteers.(BLM)

FY 2011 was a momentous year for Pompeys Pillar National Monument, with nearly 30,000 visitors. The annual Clark Day Celebration in July attracted over 2,000 people, many from local communities. More than 40 volunteers contributed over 3,700 hours and several projects partially or fully funded with recreation fee revenues were completed.

Activities planned for 2012 and beyond include several large projects and programs for the Monument. Fees collected at the Monument will be instrumental in their success. Along with fees, partnerships (both current and planned) will also be critical. BLM intends to work with a friends group (Pompeys Pillar Historical Association), various youth oriented groups and academic organizations (Boy Scouts, Girl Scouts, Montana State University, Yellowstone County School District, Montana Youth Corp, etc.), veteran groups (Veteran Green Corps, Wounded Warriors, etc.), the Audubon Society, U.S. Army Corps of Engineers, various conservation groups, and several historical societies.

The highest priority project is the replacement of the boardwalk to Clark's signature. The current boardwalk is becoming run-down and is not universally accessible. Through partnerships, grants, and the use of REA revenue, BLM plans to replace the boardwalk and to meet universal accessibility standards. Another major BLM project will be the farmstead restoration project. An old dilapidated farmstead with unsafe buildings will be removed. In its place a new maintenance and storage building will be constructed to house supplies and equipment once stored in the old farm buildings.

BLM plans to construct more hiking and walking trails and paths throughout the Monument, which is known throughout Montana as an excellent bird watching and wildlife photography site. Fees will support continuation of interpretive and education programs including all youth activities, maintenance of all facilities and grounds, and general visitor use projects. Fees will also help fund a new lead Interpretive Park Ranger.

U.S. FISH AND WILDLIFE SERVICE

Kodiak

National Wildlife Refuge, Alaska (Facility Maintenance)

Famous for its Kodiak brown bears, the Kodiak NWR is also home to, bald eagles, salmon, and a diversity of other fish and wildlife which abound on the 1.9 million acres of pristine upland and waters. Over a three-year period $83,000 in recreation fee revenues were spent on facility maintenance, mainly the relocation and construction of cabins. In 2010, volunteers and staff disassembled, relocated, and rebuilt the Viekoda Bay Cabin at a location that provides improved access in all tide conditions. The new cabin was constructed from a cedar "Panabode" building that had been used as a storage facility at Refuge headquarters in Kodiak City. The "new" Viekoda Bay Cabin was booked for a solid month after it opened in September.

In 2011, six volunteers assisted staff with the construction of a new cabin on Uganik Island. The cabin site is adjacent to grassy hillsides, alpine tundra and rocky beaches that provide important forage areas for Sitka Black Tail Deer and Kodiak Brown Bear, both popular game species in the fall and winter. The area is very popular with hunters in the fall and winter, and it is expected that this cabin will be a welcomed addition to Kodiak's recreational offerings. Every year, volunteers, Youth Conservation Corps crews, and seasonal staff help the Refuge with routine maintenance and weatherization of all nine cabins. Annually, 1,450 visitors benefit through use of the cabins. Cabins at Kodiak NWR are available for reservations through the Recreation.gov site.

Youth Conservation Corps crew members adding insulation to Deadman Bay Cabin. (FWS)

Viekoda Bay Cabin ready for shipping to its new home. (FWS)

U.S. FISH AND WILDLIFE SERVICE

Kilauea Point

National Wildlife Refuge, Hawaii (Facility Maintenance)

Kilauea Point NWR's dramatic backdrop of steep cliffs plunging to the ocean is one of the best places on the main Hawaiian Islands to view wildlife. The Refuge is also home to the historic Kilauea Point Lighthouse which sits on the northernmost point of Kauai allowing visitors to view a piece of history as well as the many birds congregating around the cliffs. Kilauea Point Lighthouse stands as a monument to Hawaii's colorful past, when it guided ships and boats safely along Kauai's rugged north shore with its signature double-flash. Kilauea Point and its lighthouse (now listed on the National Register of Historic Places) are managed by Kauai NWR Complex which is responsible for maintenance of the lighthouse.

Restoration of the lighthouse is being accomplished in partnership with the Kilauea Point Natural History Association in accordance with historical structures requirements and DOI Standards. The Refuge's fee program has helped fund many restoration and investigation efforts over the last three years including Kilauea Lighthouse restoration projects such as replacement of critical anchor bolts, restoration of the Head Lighthouse Keeper's Quarters entryway, and the replacement of the vent ball assembly.

Kilauea Light Station Restoration: Lighthouse and Keeper's Quarter's Entryway Restoration. (FWS)

Kilauea Lighthouse Restoration. (FWS)

Recreation fee revenues also support environmental education and interpretation of the natural and cultural history of the area. Events such as Lighthouse Day and Nēnē Awareness Day attract thousands of visitors to the Refuge. The Refuge attracts 185,000 visitors a year who benefit directly from the projects funded with recreation fees ($342,000 spent in 2009, 2010, and 2011). The Fee Program has made the restoration of Kilauea Lighthouse, a national iconic cultural resource and source of community pride, possible.

U.S. FISH AND WILDLIFE SERVICE

Crab Orchard

National Wildlife Refuge, Illinois (Visitor Services, Facilities)

Crab Orchard National Wildlife Refuge is one of the largest refuges in the Great Lakes/Big Rivers Region. The Refuge hosts an estimated one million visitors annually, and its recreation programs are estimated to contribute $25 million annually to the local economy. Recreation fee revenues ($75,000 and $115,000 a year) have allowed Crab Orchard National Wildlife Refuge to provide quality educational and interpretive programs and facilities and improve marinas, campgrounds, picnic areas, and boat ramps. Four full time temporary Park Rangers have been hired to provide environmental education at the Refuge and the local schools and to construct an Outdoor Educational Complex on the Refuge.

Environmental Education is perhaps the most important activity conducted on the Refuge for the future of public lands and wildlife. A greater appreciation of nature is gained by the many students who come to Crab Orchard Refuge and reinforce indoor instruction through outdoor experiences. Each year staff funded through recreation fees introduce approximately 21,000 children to nature through the program.

In addition to youth education the Refuge is using fee revenues to enhance other recreational activities. Three of Crab Orchard Lake's boat ramps have received new courtesy docks, lighting, and expanded parking areas. Seven new fishing piers have been placed at two Recreation Areas. A much-needed sewage waste water pump station was installed at Crab Orchard Lake Marina to accommodate the houseboat on the lake. At Crab Orchard Lake Campground, 38 campsites were enlarged and renovated including an upgrade from 30 amp to 50 amp electrical service and water to individual campsites. Sewer was added at eight of these campsites. At Devils Kitchen Campground, eight tent sites were redesigned and upgraded with new tables, fire rings, and lantern poles. Approximately 250,000 anglers and recreational boaters are benefiting from facility improvements at the Lake and the camping experience on the Refuge has been greatly enhanced.

Youth hired with fee dollars provide environmental education and interpretive programs. (FWS)

Recreation fee revenues allowed for the resurfacing and upgrading of 38 campsites at Crab Orchard NWR. (FWS)

U.S. FISH AND WILDLIFE SERVICE

Bosque del Apache

National Wildlife Refuge, New Mexico (Visitor Services, Facility Maintenance, Habitat Improvement)

Visitors to Bosque Del Apache NWR enjoying enhanced wildlife observation and photography opportunities as a result of the recreation fee funded volunteer program. (FWS)

Volunteers use heavy equipment to "farm" the land to enhance habitat and attract wildlife. (FWS)

Tens of thousands of birds – including sandhill cranes, Arctic geese, and many species of ducks – gather each autumn at Bosque del Apache National Wildlife Refuge (NWR) and stay through the winter. In the summer the Refuge is a green oasis amid the arid lands that surround it. Recreation fee revenues fund a volunteer program at the Refuge that supports visitor services, facilities maintenance, and biological activities. In FY 2011, 47 volunteers donated nearly 30,000 hours of labor to the Refuge. The fee program pays for uniforms, safety equipment, training, tools and materials, and reimbursement of some small living expenses incurred by the volunteers as a direct result of their volunteer service. Sustaining volunteers with critical skills in heavy equipment operation and farming experience allowed the Refuge to manage a thousand acres of wetlands and farmland directly associated with wildlife-dependant recreation such as hunting, wildlife observation, and wildlife photography.

In addition, "farming for wildlife" volunteers provided both on-site and off-site environmental education to area schools. They led guided environmental education programs which focused on birds and bird migration, presented learning modules related to the importance of wetlands to bird habitats, and facilitated school visits through administrative support. Volunteers also helped Refuge staff with the installation of water control structures to manage water levels for optimum waterfowl use and maintenance of the observation deck. The recreation fee program funds volunteers ($17,000 - $20,000) and habitat restoration ($7,000 to $10,000) annually that benefit both wildlife and the public.

U.S. FISH AND WILDLIFE SERVICE

Occoquan

National Wildlife Refuge, Virginia (Visitor Services)

"What A Fish!" event on Painted Turtle Pond. (FWS)

Youth and hunt mentors at Occoquan Bay NWR. (FWS)

Situated at the confluence of the Potomac and Occoquan Rivers, Occoquan Bay NWR has a unique mix of wetlands, forest, and native grasslands that provide a diversity of habitats for a wide variety of species. The unusual diversity of habitats on this 644-acre Refuge provides visitors a unique opportunity to view a wide variety of wildlife species and habitats in a relatively small area. Refuge efforts over the last three years have centered on getting children out in nature through several annual special events. Between $7,000 and $10,000 in recreation fees each year contribute greatly to funding a variety of special events and hunt programs for youth.

Youth education events that are funded in part by recreation fee revenues include the Refuge's annual Eagle Festival and Earth Day, both in partnership with Inova Fairfax Children's Hospital in 2010.

The annual "What A Fish!" educational event is in partnership with the Virginia Department of Game and Inland Fisheries, Marumsco Hills Elementary School, Defense Intelligence Agency Rod and Gun Club, and Wal–Mart. The Refuge holds an annual Novice Youth Deer Hunting Workshop in coordination with the Virginia Department of Game and Inland Fisheries for youth 12–18 years of age. The workshop provides the novice hunter an opportunity to develop skills beyond the basic Hunter Education course with instruction on safe firearm handling, deer biology, and hunting techniques for deer. An annual deer hunt funded by entrance and hunt application fees is held to improve forest and scrub–shrub habitats, reduce deer–vehicle collisions on surrounding highways and neighborhoods, and provide an opportunity for a unique visitor hunting experience on Refuge lands just miles from the Nation's capital.

Future Plans

Lighthouse under renovations in 2009. (FWS)

Restoration of the Assateague Island Lighthouse

Virginia (Maintenance: Facility Capital Improvement Enhancement)

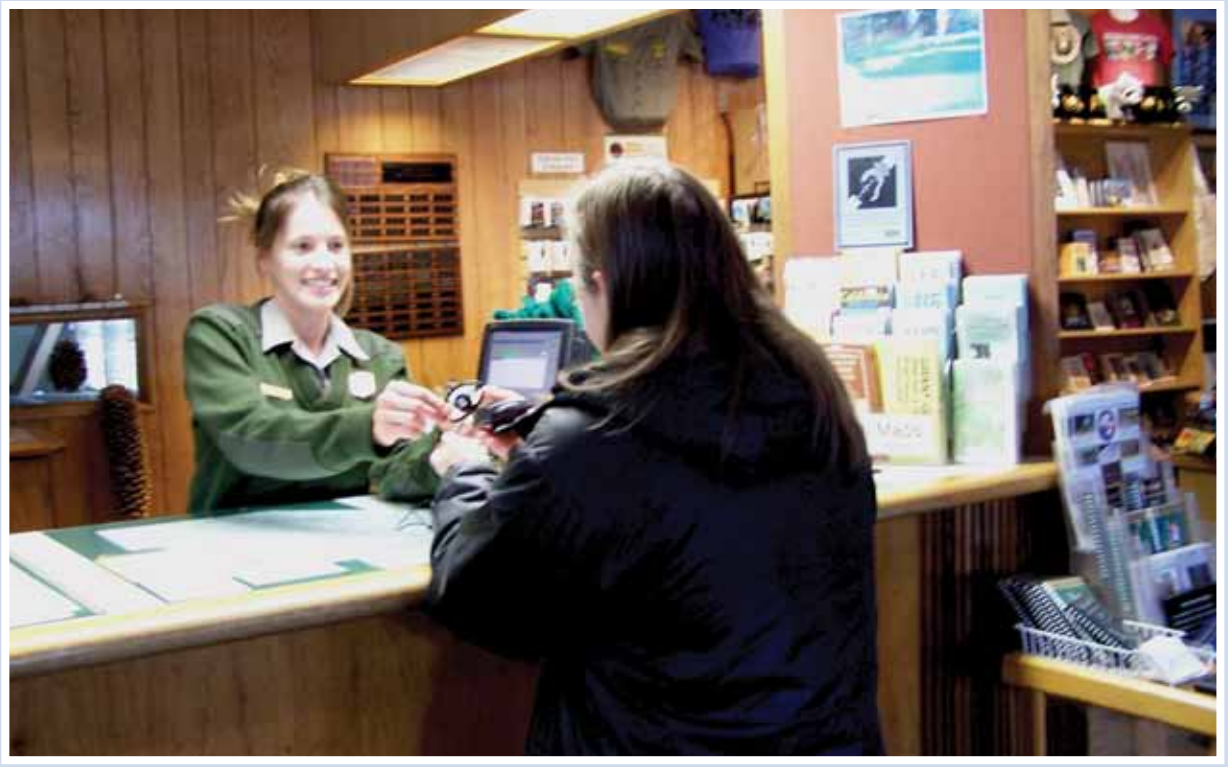
Assateague Island Lighthouse is a familiar landmark to visitors and residents of Chincoteague and Assateague Islands in Virginia. The structure is one of the most attractive and recognizable lighthouses on the east coast of the United States. Ownership of the structure was transferred from the U.S. Coast Guard to FWS in 2004. The Chincoteague Natural History Association now maintains the structure although the lighthouse is still actively used by the United States Coast Guard as an aid to navigation. The Association also offers regular tours to visitors of the Refuge.

The Refuge is planning to use $150,000 in recreation fees in 2012 for completion of the restoration work on the historic lighthouse. The restoration project will be funded in partnership with the Virginia Department of Transportation with two enhancement grants of $65,000 and $430,000 as well as contributions from the Chincoteague Natural History Association of $100,000. Planned work on the lighthouse includes stabilization of the stairwell, repairing the window encasement, lead paint abatement, as well as painting to the inside and outside of the structure.

NATIONAL PARK SERVICE

Sequoia & Kings Canyon

National Parks, California (Visitor Services)



A park ranger loans assistive listening equipment to a park visitor. (NPS)

Sequoia and Kings Canyon National Parks lie side by side in the southern Sierra Nevada, east of the San Joaquin Valley. This landscape testifies to nature's size, beauty, and diversity – huge mountains, rugged foothills, deep canyons, vast caverns, and the world's largest trees. To ensure better access to Park information for the 900,000 visitors per year, Sequoia and Kings Canyon National Parks used $267,500 of recreation fee revenues in 2011 to improve the accessibility of audio-visual features.

Improvements include accessibility of audio-visual features by captioning, audio description, and/or listening devices at three visitor centers (Foothills, Giant Forest Museum, and Lodgepole) and campground amphitheaters (Potwisha and Dorst). The project also provided captioning, audio description, and/or assistive listening devices for all of the audio-visual programs in Sequoia and Kings Canyon National Parks, and provided assistive listening devices for two auditoriums (Kings Canyon and Lodgepole Visitor Centers), one Discovery Room, and seven amphitheaters.

The project also provided caption and print scripts of three films: Bears of the Sierra, Forever Wild, and the Cave; as well as audio descriptions for the Kings Canyon Visitor Center plasma screen and interactive Giant Forest Museum historic film loop. The park captioned numerous slide shows and provided audio descriptions with listening devices for four exhibit complexes (Kings Canyon, Lodgepole, and Foothills visitor centers, and Giant Forest Museum). All Sequoia and Kings Canyon National Parks audio-visual programs are now universally accessible.

NATIONAL PARK SERVICE

Kennesaw Mountain

National Battlefield Park, Georgia (Visitor Services)

New universally accessible visitor parking lot at Kennesaw Mountain National Battlefield Park. (NPS)

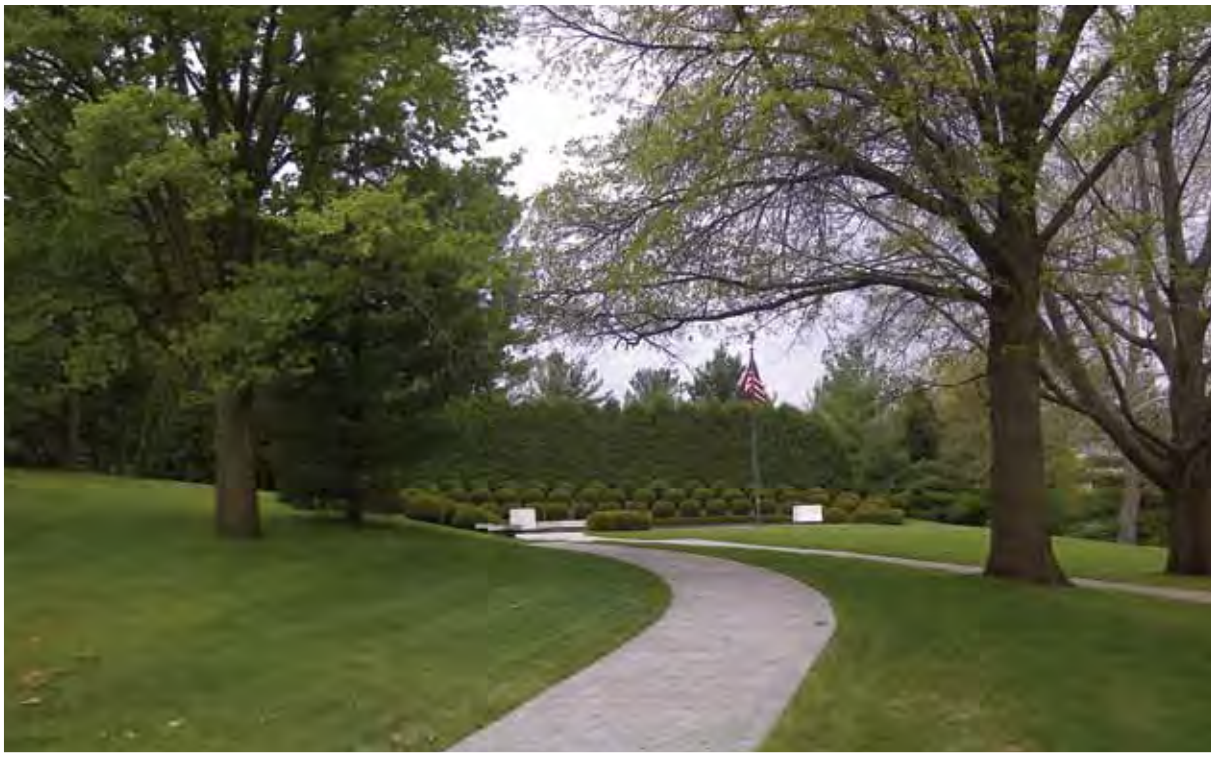
Kennesaw Mountain Battlefield comprises 2,923 acres preserving a Civil War battleground of the Atlanta Campaign. The Battlefield includes the site of some of the heaviest fighting of the Atlanta Campaign of the Civil War where 5,350 soldiers were killed during a two and one-half week period in the summer of 1864. The Battlefield was set aside as an important cultural property dedicated to public inspiration and interpretation of the significant historic events that occurred here.

Kennesaw Mountain has three battlefield areas, including the main area at Cheatham Hill. The parking lot on Cheatham Hill Road was only a 20 foot wide paved pull-off and allowed safe parallel parking for approximately 24 vehicles. Visitation demands forced visitors to unsafely park on road shoulders near the parking lot and any other open space, creating a hazardous condition and destruction to the park's resources. In 2011, $340,059 collected through the recreation fee program was used to modify and expand the parking lot. The new 68-space parking lot includes four accessibility spaces. The additional parking spaces at Cheatham Hill Road greatly improve visitor services in that area of the park. The project added an additional 36 parking spaces increasing visitor safety without compromising the historic areas.

NATIONAL PARK SERVICE

Herbert Hoover

National Historical Site, Iowa (Visitor Services)



Universally accessible trail to gravesite at Herbert Hoover National Historic Site. (NPS)

Herbert Hoover, the 31st President of the United States, and Lou Henry Hoover, his wife of almost 45 years, are buried on a hillside overlooking the president's birthplace in West Branch, Iowa. The landscape of the National Historic Site celebrates and commemorates Herbert Hoover's accomplishments and ideals, including his love of the outdoors. Walking trails loop through this 81-acre sea of tall grasses and spectacular flowers allowing visitors to connect with Iowa's lost landscapes. The previous walkway to the President's Gravesite did not meet universal accessibility standards. Persons wishing to view the Presidential Gravesite, or pay their respects to President Hoover and his wife at their gravesite were restricted to those that could negotiate the steep sidewalk. Although the park provided parking near the gravesite, visitors still needed to walk up a steep slope. Persons with mobility issues had difficulty negotiating the grade. Persons using wheelchairs or motorized wheelchairs had difficulty getting up the sidewalk.

In FY 2011, recreation fee revenues ($75,083) were used to construct a new 440-foot pervious walkway that provides a safe, universally accessible trail to the Presidential Gravesite. The pervious walkway was constructed to allow precipitation to permeate through the aggregate material and infiltrate into the ground allowing improved erosion and stream management. Increased access to the prairie and gravesite enhances visitor education for over 200,000 visitors per year.

NATIONAL PARK SERVICE

Arches

National Park, Utah (Facility Maintenance, Visitor Services)

Arches National Park Trail Maintenance with Volunteers and Youth Corps. (NPS)

Arches National Park preserves over 2,000 natural sandstone arches, like the world-famous Delicate Arch, as well as many other unusual rock formations. The extraordinary features of the park create a landscape of contrasting colors, landforms, and textures that is unlike any other in the world. Arches National Park hosts nearly a million visitors per year and hiking is one of the most popular visitor activities. Typical trail issues and problems involve a combination of unsafe conditions and resource degradation. Some examples include: eroded, ditched trails with tripping hazards and poor/uneven tread surface; deteriorated steps; trail information signs in need of replacement; braided or ever widening trails due to poor trail conditions or alignment; deep erosion from lack of erosion control structures such as waterbars and checkdams; and washed out trail tread material.

Unsafe or undesirable conditions and resource damage were mitigated through trail maintenance and reconstruction activities in 2010. Recreation fee revenues ($128,350) funded construction of rock retaining walls, rock and log checks and waterbars; as well as tread maintenance, steps, and rehabilitation of social trails. Improved trails include Windows Loop, North Windows Loop, Delicate Arch, and Dark Angel trails. Work was completed by NPS trail crews, volunteers, and youth corps. Visitor accidents and injuries will be reduced, backcountry visitor experiences will be improved, and resource damage to the fragile desert environment in the high traffic trail areas will be reversed.

NATIONAL PARK SERVICE

Zion

National Park, Utah (Visitor Services)

Zion National Park new propane-powered transportation system buses. (NPS)

Massive canyon walls ascend toward a brilliant blue sky. To experience Zion National Park, walk among the towering cliffs or challenge your courage in a small narrow canyon. These unique sandstone cliffs range in color from cream, to pink, to red. In 1997, a shuttle system was established to provide transportation for the 2.4 million visitors annually, and to protect the National Park for future generations. The buses and passenger trailers of the Zion Canyon Shuttle System reduce traffic and parking problems, protect vegetation, and restore tranquility to Zion Canyon by enabling visitors to leave their personal vehicles behind and travel throughout Zion Canyon via the shuttle system. Use of the shuttle system is free and convenient; buses run frequently throughout the day. Shuttle buses have hydraulic lifts to provide access for wheelchair users and others who want such assistance.

Zion National Park is committed to making its operations sustainable in order to conserve the natural wonders within and beyond its borders. Buses are propane-powered, reducing emissions within the park, and this transportation option reduces the number of gasoline-burning personal vehicles on the roads. With the reduction in the number of vehicles on the road, the park now provides a quieter experience, further improving the quality of the visitors' experience. In 2009, to maintain the shuttle system, Zion National Park used $1,033,200 in recreation fee revenues to purchase four propane-powered buses to upgrade the current fleet.

NATIONAL PARK SERVICE

North Cascades

National Park, Washington (Facilities Maintenance)

Student performs trail work at North Cascades National Park. (NPS)

Jagged peaks, deep valleys, cascading waterfalls, and over 300 glaciers adorn the North Cascades National Park Complex. Three park units in this mountainous region are united by a contiguous overlay of 634,614 acres known as Stephen Mather Wilderness, which constitutes 94% of the Park. The beauty of these landscapes has inspired poets, writers, and artists for centuries, including indigenous people. Nearly 400 miles of trails help park visitors navigate the steep terrain of the Park; however, some trails are in need of rehabilitation. To reduce the trail maintenance backlog and provide valuable learning opportunities for youth, North Cascades National Park has partnered with the Urban Wilderness Project in the Seattle area, a program for underserved youth in the local area which focuses on diversity, education, and service work. North Cascades National Park contributed $50,000 in recreation fee revenues to the trail maintenance program.

In 2010 and 2011, the Urban Wilderness Project worked on back-country camps and trails in the Big Beaver drainage near Ross Lake. The work group included four students from Sedro Woolley High School. Students worked during the summer doing trail maintenance on backlogged trails including Stetattle Creek, Diablo Lake Trail, Panther Creek, and Lightning Creek Loop. The crew cut and removed fallen trees from the trails; repaired, installed, and cleaned drains; removed encroaching vegetation; and revegetated areas impacted by the work. Specific projects included building 40 feet of rock turnpike in a gutted trail area and cleaning and removing vegetation from Big Beaver Bridge. The group also assisted with the plant propagation program by collecting seeds of native plants, pulling invasive species, and planting native riparian species.

Future Plans

Searching for fossils. (NPS)

Fossil find. (NPS)

Developing a Quality Paleontological Education Experience

Badlands National Park, South Dakota (Visitor Services)

REA revenues are used to repair, maintain, and enhance facilities used by visitors including restrooms, visitor centers, and transportation systems; to develop, install, and repair interpretive exhibits; to provide visitor services and signs; to restore habitat related to wildlife observation or photograph and to provide visitor reservation services. NPS has a robust process to prioritize projects that address deferred maintenance and enhance visitor experiences.

For example, in 2012, 2013, and 2014, a new interactive paleontological quarry will be developed to provide a rewarding visitor experience at Badlands National Park. Visitors will be given the opportunity to see paleontologists at work. Paleontological interpretation will be provided on-site as well as via brochures and handouts. Visitors will access the site through a ranger-led adventure hike and they will have the opportunity to interact with scientists and see first-hand how the staff at Badlands National Park protects a world class fossil resource. The estimated recreation fee expenditure for the project is $376,092.

BUREAU OF RECLAMATION

New Melones Lake

California (Recreation-Related Project Operations)

Reclamation has one recreation area that has been officially designated as an REA area, New Melones Lake, California. Reclamation began collecting REA fees at New Melones in FY 2008. New Melones Lake is the fifth largest reservoir in the State of California, is located approximately 125 miles east of San Francisco, and is a one hour drive from Yosemite National Park. From 2009 through 2011, the number of visitors recreating at New Melones has averaged 533,000 annually. Visitors enjoy the various water-based recreational opportunities located at the park including boating, fishing, and water-skiing. Facilities include day use areas, boat launch ramps, over 300 campsites, hiking, biking, and equestrian trails, a visitor center and museum, and a marina that offers boat rentals, boating and camping supplies, and snacks.

To provide law enforcement services in the developed and outlying recreation areas, in 2011, Reclamation used $51,460 in recreation fee revenues to contract for enhanced law enforcement services through a partnership with the Tuolumne County Sheriff's Office. The Sheriff's Office assists park ranger staff in the New Melones campgrounds, day use areas, and in remote areas where adequate law enforcement coverage did not exist prior to the contract. New Melones rangers do not have authority to make arrests or detain violators. Rangers contact the Sheriff's Office if recreationists are engaging in illegal activities, disorderly conduct, and disrupting other visitors.

Law Enforcement Officer Assisting Visitor at New Melones Lake. (Reclamation)

The enhanced law enforcement services have resulted in a reduction of illegal and disruptive activities that adversely affect the overall visitor experience. New Melones visitors benefit from having a more enjoyable recreation experience within the primary recreation sites and remote areas surrounding the reservoir.

REA revenues collected from FY 2008 through 2011 have also been used to clean four floating restrooms on the lake, for habitat restoration projects such as wood duck and bluebird nesting boxes, for services to clean five vault restrooms, for designs for entrance station buildings, and for medical supplies for medical first responder kits.

BUREAU OF RECLAMATION

Future Plans

California (Recreation-Related Project Operations)

Reclamation plans to use future REA revenues at New Melones Lake to:

- Provide enhanced law enforcement services at the lake;
- Provide cleaning services for floating and vault restrooms;
- Initiate habitat restoration projects; and
- Repair, maintain, and enhance facilities related directly to visitor enjoyment, access, and health and safety, such as building new entrance stations.

Reclamation is planning to build two new entrance stations at New Melones, one in the Glory Hole recreation site and one in the Tuttletown site. The estimated cost for the proposed work at Glory Hole is approximately $1.1 million. The estimated cost for the proposed work at Tuttletown is approximately $1 million. These building projects will enhance the ability of visitors to enter and exit the park more quickly and safely as a result of road re-alignment and widening, which will provide accessible facilities for visitors to park vehicles and obtain recreation information. The entrance stations will also provide accessible facilities for Reclamation staff. Construction designs and specifications for the road work and entrance stations are in the process of initial development. Construction will occur through FY 2014.

Building new entrance stations at New Melones Recreation Area (i.e., Glory Hole and Tuttletown sites) will provide a higher level of recreation information to all recreational visitors to New Melones. These newly constructed entrance stations will also provide universally accessible facilities for disabled visitors to obtain information on available recreation opportunities and services.

Automated Fee Station at New Melones Lake. (Reclamation)

Entrance Station Camp Host at New Melones Lake. (Reclamation)

U.S. FOREST SERVICE

Recreation Rentals

Multiple National Forests (Facility Improvement)

Crescent Moon Cabin – Coconino National Forest. (USFS)

Many people find relief from the frantic pace of contemporary life through the unique experience of renting a USFS cabin. These cabins once served as ranger homes, guard stations, or active lookouts. Each cabin has its own distinct character. Some are almost modern with electricity and indoor plumbing, and others are rustic.

Visitors who want to spend time in America's wild places with a roof over their heads enjoy these sites regardless of whether they offer modern conveniences. Recreation fees from the cabins provide revenue for maintenance between visits. Recreation fee revenues and volunteer services are also leveraged for cabin restoration.

Hundreds of rentals are available across the United States, including remote fly-in cabins in Alaska, Arizona's Rooms With a View, hike-in only mountain top lookouts, and many more. They can all be rented on www.recreation.gov.

Juneau Lake Cabin – Chugach National Forest. (USFS)

Calpine Lookout – Tahoe National Forest. (USFS)

U.S. FOREST SERVICE

Catwalk National Recreation Trail

Gila National Forest, New Mexico (Facility Improvement)

Old Whitewater Creek Bridge. (USFS)

Rebuilt by the Civilian Conservation Corps in the 1930s as a recreation attraction for the Gila National Forest, the Catwalk National Recreation Trail follows the route of an 1893 pipeline that provided water for the town of Graham and a local mill. This hanging walkway is a little more than a mile long and is one of the features of the Catwalk Recreation Area which also offers picnicking and bird-watching opportunities.

Due to its popularity and age, as well as effects of flooding, many sections of the trail had become worn and needed repair. To address accessibility, trail improvements were designed with fewer barriers. In 2010, $23,900 in recreation fee revenues funded installation of a new foot bridge and stairs that made the trail safer and more accessible. Recreation fee revenues continue to be used to install new handrails and rock barriers, and improve other sections of the Catwalk.

New Bridge over Whitewater Creek. (USFS)

U.S. FOREST SERVICE

North Wickiup Boat Ramp

Deschutes National Forest, Oregon (Facility Improvement)

North Wickiup boat launch ramp. (USFS)

New, expanded boat trailer parking for North Wickiup boat launch. (USFS)

The fishing season in the Wickiup Reservoir runs from April through October. However, in the past, anglers could not launch their boats once the reservoir was drawn down to meet irrigation needs. Improvements to the North Wickiup boat ramp, which began in 2009, and were funded with recreation fee revenues, allow anglers to fish in the reservoir during the entire season.

The existing ramp was re-aligned to reach deeper water and widened to allow two boats to be launched simultaneously. Recreation fee revenues funded installation of a new adjustable dock that rises and falls as the water level changes and that meets universal accessibility standards. Other accessibility upgrades to the site included replacement of the old vault toilet and installation of concrete picnic tables. The parking area was reconfigured and expanded to accommodate more vehicles and trailers and meet accessibility needs.

The North Wickiup boat ramp improvement project resulted from a partnership among the Forest Service, Oregon State Marine Board, and Oregon Department of Fish and Wildlife. The total cost of reconstruction of this facility was approximately $550,000, including $40,000 in recreation fee revenues, $160,000 in Oregon State Marine Board funds, and $350,000 in Oregon Department of Fish and Wildlife funds. Work was completed in the fall of 2010. Public feedback on these facility improvements continues to be overwhelmingly positive.

U.S. FOREST SERVICE

Ocoee Whitewater Center

Cherokee National Forest, Tennessee (Facilities, Interpretation, Visitor Services)

Underwater viewing. (USFS)

Girl with Musk Turtle. (USFS)

The Ocoee Whitewater Center is one of the most popular recreation sites in the Cherokee National Forest. The Center, which became well known when it hosted the 1996 Olympic whitewater events, offers a variety of activities such as whitewater rafting (conducted through outfitters and guides), hiking, biking, water play, and picnicking.

Recreation fees support operations and maintenance of the Center and the delivery of conservation education programs to more than 1,500 youth and adults each year. In 2010 and 2011, recreation fees supported a partnership to provide a river snorkeling program at the Center.

The Forest partnered with the Southeast Resource Conservation and Development Council, which receives an annual $3,000 grant from the World Wildlife Fund, to sponsor the snorkeling program. The partnership funds pay for the majority of the snorkeling program costs, while organizations, individuals, and schools sponsoring the children pay the remainder. Approximately $6,000 in recreation fee revenues pay for program delivery and supplies each year.

The snorkeling program offers safe, guided programs for small groups who want to learn more about the abundant aquatic life in the clean waters of the Cherokee National Forest. Snorkelers typically see fish, turtles, tadpoles and salamanders. Guides and lifeguards teach participants how to snorkel, recognize native fish species, and respect the natural environment. The snorkeling program engaged more than 1,000 participants in 2010 and 2011 and has become a visitor favorite.

U.S. FOREST SERVICE

Sixmile Creek

Chugach National Forest, Alaska (Facility Improvement)

Sixmile Creek Lot – During construction. (USFS)

Sixmile Creek is popular for sport-fishing, rafting and kayaking. However, over the years conflicts and safety concerns arose from limited parking at the Sixmile Second Canyon day use site. Anglers, outfitters and guides, and dispersed campers all use the site. Outfitters and guides need enough space to fit vehicles and trailers and room to haul rafts out of the creek. The space was inadequate and heavy use of the foot trail to the river was causing resource damage.

To address these concerns, the Seward Ranger District held two meetings with three rafting companies currently authorized to operate on Sixmile Creek to discuss long-term maintenance of the site and the initial conceptual layout for redesign of the site. The site was redesigned collaboratively by the USFS and the three authorized outfitters and guides. The redesign includes a developed raft launching zone, a raft loading and unloading area, an improved traffic pattern, a picnic area, day-use parking spaces, and an improved trail to the creek. The groundwork for the improvements began October, 2011; the improvements are expected to be complete in 2012. Recreation fee revenues from outfitters and guides contributed to this project. In addition, outfitters and guide have committed to long-term maintenance of the site.

Sixmile Creek Lot – Before project began. (USFS)

U.S. FOREST SERVICE

Uinta-Wasatch-Cache

National Forest, Utah (Facility Improvement)

Amphitheater before renovation. (USFS)

Amphitheater after renovation. (USFS)

The Theater-in-the-Pines Amphitheater, located in the Uinta-Wasatch-Cache National Forest, is returning to its original look and feel thanks to a stabilization project that began in 2009. The project was completed with the help of approximately $66,000 in recreation fee revenues.

A popular scenic spot for weddings, public gatherings, graduation parties, picnics, and other events, the amphitheater is the largest Civilian Conservation Corps structure in the state. Built in 1937, the amphitheater provides a beautiful outdoor setting for musical and dramatic programs. In the early 1900s, thousands gathered annually to enjoy programs before an arduous group hike up Mt. Timpanogos.

However, over the years, the site became a local party spot, making cleanup each spring difficult. By 2009, the amphitheater was so overgrown with weeds that the structure was not visible from the parking lot.

The stabilization project involved replacing several failed mortar joints in the stone work that constitutes the amphitheater's stage. The stone mason for the project located the same color of sand that was used in the original construction to ensure that the renovation was historically accurate. Remaining work includes repairing two bridges that provide access to the site, renovating the seating area, replacing the electrical system, replacing sandstone steps leading onto the stage, fixing drainage problems, and constructing a ramp for accessibility.

Workers repairing masonry and structural components. (USFS)

U.S. FOREST SERVICE

Future Plans

The staff of each national forest and grassland examines its own unique setting, outdoor recreation program, and visitation when planning how to use recreation fee revenues to improve and enhance recreation opportunities. Figures 1 and 2 illustrate how two national forests plan to spend fee revenue in FY 2012.

Ochoco National Forest

OREGON

In 2012, the Ochoco National Forest plans to use recreation fee revenues to upgrade its campgrounds by maintaining fences, replacing site number posts, refurbishing and anchoring picnic tables, and updating and posting vicinity maps. Expected expenditures of recreation fee revenues in FY 2012 are shown in Figure 1.

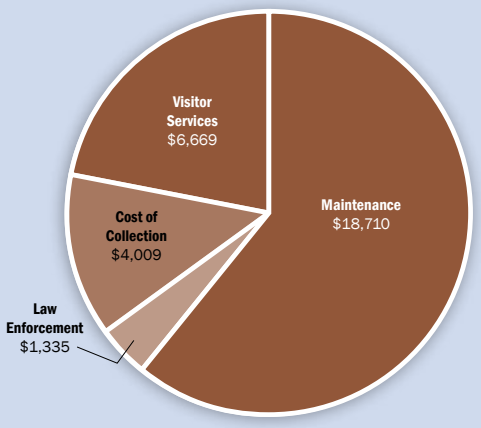


Figure 1.
Expected Expenditures in FY 2012, Ochoco National Forest

Boise National Forest

IDAHO

In 2012, the Boise National Forest plans to use recreation fee revenues to continue campground fireside presentations, operate and maintain campgrounds with seasonal crews and campground hosts, continue maintenance and improvements of rental cabins, and work with several youth conservation corps organizations. The forest will also continue toilet pumping and trash collection services. Expected expenditures of recreation fee revenues in FY 2012 are shown in Figure 2.

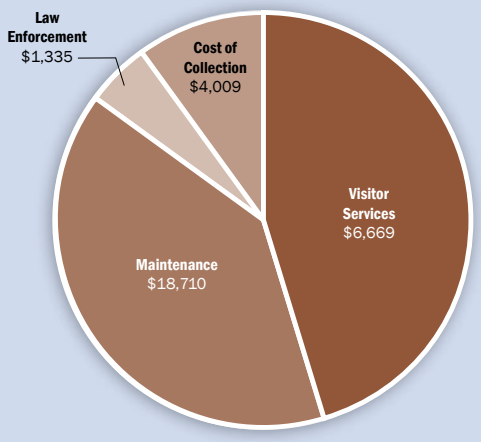


Figure 2.
Expected Expenditures in FY 2012, Boise National Forest

III.
Tour of the Recreation Fee Program

Dixie National Forest
U.S. Forest Service, Utah
Lauren Udwari

The five agencies that participate in the recreation fee program manage thousands of recreation fee sites across the nation. NPS and FWS entrance fee sites typically encompass entire management units, such as Bandelier National Monument in New Mexico (NPS), and St. Marks National Wildlife Refuge in Florida (FWS). BLM, USFS, and Reclamation standard amenity recreation fee sites typically consist of designated areas within management units, such as the boating and camping amenities associated with Bartlett Reservoir at Tonto National Forest in Arizona, or the camping amenities associated with BLM's John Day Crossing Recreation Site on the John Day River in Oregon. In addition to "entrance fees" charged at sites managed by FWS and NPS, and "standard amenity recreation fees" charged at sites managed by BLM, Reclamation, and USFS, the agencies also charge "expanded amenity recreation fees" for certain amenities and services. The expanded amenity recreation fee authority for FWS and NPS is broader than the expanded amenity recreation fee authority for BLM, Reclamation, and USFS, which is limited to specified amenities and services. REA also authorizes the agencies to issue special recreation permits for specialized recreational uses, such as use of OHV trails, recreation events, and outfitting and guiding, and to charge fees for those permits.[8]

This section of the report provides statistics and other information about the major components and outcomes of the recreation fee program:

- Information about visitation and visitor satisfaction,
- Budget statistics and information about changes in fees,
- An overview of the interagency pass, and
- A description of how the agencies ensure accountability and public participation.

The National Park Service has 397 sites in 49 states, the District of Columbia, American Samoa, Guam, Puerto Rico, Saipan, and the Virgin Islands. NPS sites include national parks, national monuments, national memorials, national lakeshores, national seashores, national historic sites, national battlefields, and national recreation areas, among other designations. Less than half, or 184, of those sites charge fees under REA. NPS does not charge REA fees at 213 sites (this includes sites that are prohibited by law from charging fees). At sites where recreation fees are collected, fee revenue provides an important source of funding that supports NPS's mission to "*conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.*"[9] Recreation fee programs provide many NPS sites with the ability to provide visitors with a safer, enhanced, and more enjoyable experience when visiting these parks.

The U.S. Fish and Wildlife Service manages a system of 556 National Wildlife Refuges (NWRs) encompassing over 150 million acres. Of these, 464 (83%) are open to the public with 141 sites (25%) charging fees under REA, and only 35 of those charge an entrance fee. The majority of FWS REA sites charge expanded amenity fees for a variety of activities such as specialized hunting activities. Over 93% of FWS sites that are open to the public have free entry. In addition to NWRs, FWS manages over 206 waterfowl production areas, and 70 national fish hatcheries, many of which provide public access. These areas are located in all 50 states and some island territories. FWS manages them principally to conserve fish, wildlife, and their habitats, but these sites also provide opportunities for wildlife-dependent recreation. Wildlife-dependent recreation includes activities such as hunting, fishing, wildlife observation, wildlife photography, interpretation, and environmental education.

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

[9] National Park Service Organic Act, 16 U.S.C. 1.

Fee revenues are used to implement and enhance a variety of refuge programs and services, some of which are described in FWS project accomplishments found in this report. Fee revenues are also used to leverage public support for NWRs through volunteer programs and partnerships with local and state agencies, businesses, non-profit organizations, and community groups which are beneficial for wildlife and the public. For example, Occoquan NWR in Virginia undertakes a number of youth education events with a multitude of partners, including the annual "What a Fish!" event and a Novice Youth Deer Hunting Workshop (see page 21).

The Bureau of Land Management manages more than 65,700 recreation sites, mostly in the West. Close to 3,600 of these sites have been developed with amenities such as restrooms, informational signs, and picnic tables. Fees are charged at approximately 430 of the nearly 3,600 developed recreation sites. There are no fees on about 99% of the 256 million acres that BLM manages. USFS manages about 20,800 developed or primitive recreation sites. Approximately 14,500 of these sites do not have fees. USFS manages approximately 4,000 recreation sites where fees are collected under REA. Approximately 60% of these sites are campgrounds or cabin rentals. Approximately 2,300 USFS recreation sites are managed by others, such as concessioners, and require fees under an authority other than REA. USFS does not charge fees on approximately 98% of the 193 million acres of National Forest System lands.

Both BLM and USFS charge standard amenity recreation fees at sites that have been significantly developed in response to visitors' demand for facilities and services. BLM and USFS also charge expanded amenity recreation fees for specific facilities, such as campgrounds and boat launches, and require a special recreation permit and charge a special recreation permit fee for specialized recreational activities such as outfitting and guiding and recreation events.

Reclamation has implemented REA at one site, the New Melones Recreation Area, beginning in FY 2008. The recreation fee program provides much needed revenues for New Melones Recreation Area to manage, develop, and protect water and related resources in an environmentally and economically sound manner and generally provide visitors with a positive outdoor experience. There are 289 developed recreation areas as a result of Reclamation projects, 32 of which are currently directly managed by Reclamation. Other Federal agencies manage 102 areas and may participate in the recreation fee program at their discretion. The remaining 155 are operated and managed under long-term agreements by state and local entities and are not candidates for participation in the recreation program.

Visitation and Visitor Satisfaction

The recreation fee program is designed for and sustained by visitors to the lands that the five agencies manage. Sustained visitation levels through the years of the recreation fee program, as well as consistently positive public feedback, are indicators of the quality of the agencies' recreation offerings. Over half a billion people from the U.S. and abroad visit areas managed by the five agencies each year.[10]

This section summarizes information about visitation to REA sites and the feedback that the agencies have received from the visiting public.[11] Visitation information for each agency is summarized below, and additional

[10] In FY 2010, the most recent year that all five agencies compiled visitation statistics, DOI agencies hosted approximately 385 million visitors (see Table A-1 in Appendix A) and the USFS hosted approximately 171 million visitors (based on National Visitor Use Monitoring (NVUM) survey results).

[11] Agencies collect visitation and visitor satisfaction information using a variety of surveys and sampling techniques. For example, estimates of visitation are frequently based on traffic counts distributed throughout the year. Visitor satisfaction may be assessed

statistics are found in Table A-1 in Appendix A. Figure 3 shows visitation in calendar year 2011 at all DOI sites (REA and non-REA), by bureau, and Figure 4 shows calendar year 2011 visitation at all DOI REA sites, by bureau. The most recent USFS data indicate that there are more than 171 million visits to USFS sites each year and another 300 million visits by those driving on scenic byways and nearby roads to view wildlife and scenery on National Forest System lands.[12]

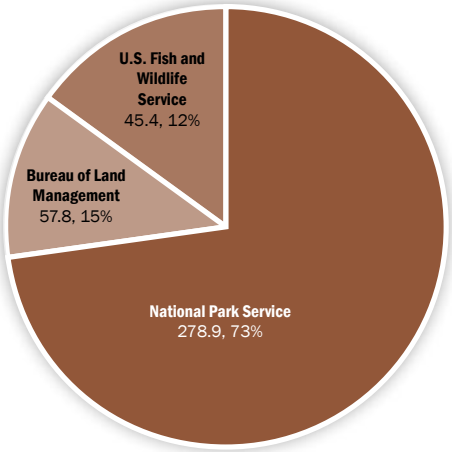


Figure 3. Department of the Interior Total Visitation, by Bureau (millions) in 2011*

* Reclamation is currently in the process of developing an agency-wide database to provide comprehensive visitation data (in addition to REA visitation data already provided in Figure 4). The target date for populating the database is June 30, 2012. USFS does not have visitation estimates for 2011. USFS estimates that FY 2010 visitation totaled 171 million.

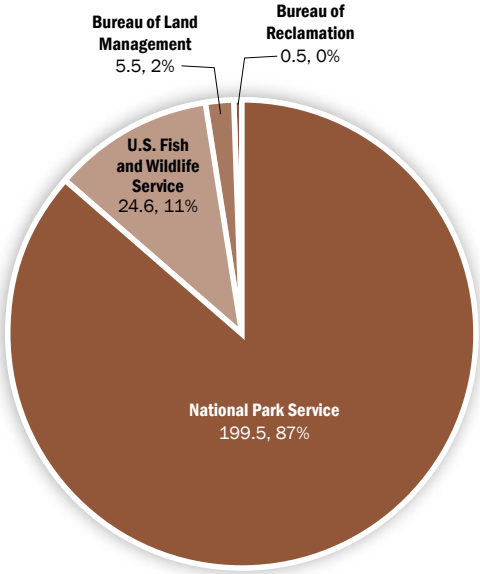


Figure 4. Department of the Interior Visitation to REA Sites, by Bureau (millions) in 2011*

* USFS develops estimates for agency-wide visitation, but does not distinguish between visitation at REA and non-REA sites.

Among DOI REA sites, NPS sites receive the largest proportion of visitors (199.5 million, or 87%), followed by FWS (24.6 million, or 11%), BLM (5.5 million, or 2%), and Reclamation (0.5 million, or less than 1%). With respect to total visitation to DOI recreation sites (REA sites and non-REA sites), BLM has a greater proportion of total visitors: 15%, versus 2% at REA sites only. This is because the vast majority of BLM land (99%) is open to the public free of charge, and much of the visitation occurring on BLM land does not occur at REA sites. USFS uses the National Visitor Use Monitoring (NVUM) survey to estimate visitation, which does not differentiate between REA and non-REA sites. However, when taking into account visits to all sites and scenic driving, the USFS has more total visitors than NPS.

through telephone surveys (as conducted for the NPS Comprehensive Survey of the American Public) or through in-person interviews (as conducted for the USFS NVUM survey).

[12] USFS uses the NVUM survey to estimate visitation. USFS visitation data does not differentiate between REA sites and non-REA sites. The most recent year of USFS visitation data collection was 2010.

Recreation, Relaxation, and Contemplation in America's Public Lands

A recent survey of the American public found that 68% of recent visitors to NPS units said that viewing the sights of nature "added a lot" to their enjoyment.* Among other experiences that "added a lot" to visitor experiences were seeing distant or unobstructed views (58%), getting away from the noise back home (57%), relaxing physically (56%), getting away from the bright lights back home (52%), and hearing the sounds of nature (50%).

Photo by D. Brent Young

FWS manages many of the nation's most productive and popular hunting, fishing, and wildlife viewing areas which are enjoyed by many people across the nation. The 2006 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation found that 87.5 million U.S. residents 16 years of age and older participated in wildlife-related recreation in 2006.** During that year, 30.0 million people fished, 12.5 million hunted, and 71.1 million participated in at least one type of wildlife-watching activity such as observing, feeding, or photographing fish and other wildlife in the United States.

* National Park Service. August 2011. National Park Service Comprehensive Survey of the American Public 2008–2009. National Technical Report. Natural Resource Report NPS/NRPC/SSD/NRR—2011/295. Conducted by the Wyoming Survey and Analysis Center, University of Wyoming, Laramie.

** U.S. Department of the Interior, Fish and Wildlife Service, and U.S. Department of Commerce, U.S. Census Bureau. 2006 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation. http://www.census.gov/prod/2008pubs/fhw06-nat.pdf

National Park Service

Total NPS-wide visitation over the past nine years has ranged from a low of 265.4 million in 2003 to a high of 300.8 million in 2005. With respect to visitation at NPS REA sites (a subset of NPS-wide visitation), there has been a gradual decline during the same timeframe (Figure 5). There were an estimated 203.0 million, 199.8 million, and 199.5 million visits to REA sites in 2009, 2010, and 2011, respectively. Trends in visitation and revenue over the past three years at the ten most visited NPS sites are shown in Table 4.

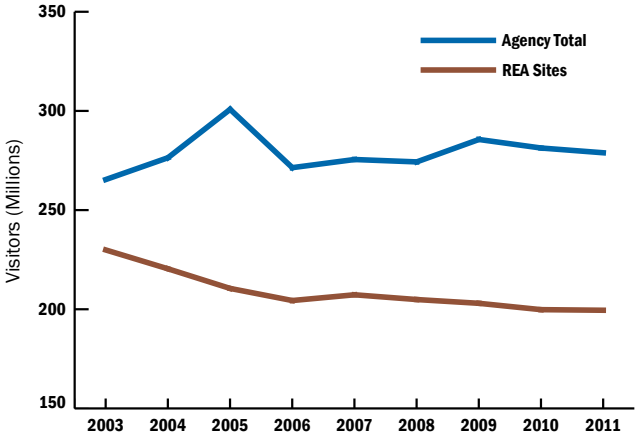


Figure 5. Visitation to National Park Service Sites, 2003-2011

Table 4. Change in Visitation at Top Ten NPS Sites, by Fee Revenue Collected, 2009-2011*

PARK	2009 VISITATION	FY 2009 REA REVENUE	2010 VISITATION	FY 2010 REA REVENUE	2011 VISITATION	FY 2011 REA REVENUE
Yosemite National Park (NP)	3,737,472	$16,502,190	3,901,408	$17,517,412	3,951,393	$17,995,553
Grand Canyon NP	4,348,068	$19,176,234	4,388,386	$17,390,196	4,298,178	$17,898,483
Yellowstone NP	3,295,187	$8,855,871	3,640,185	$8,754,432	3,394,326	$8,428,431
Rocky Mountain NP	2,882,325	$6,307,743	2,955,821	$6,233,065	3,176,941	$6,542,367
Zion NP	2,735,402	$5,723,576	2,665,972	$5,538,743	2,825,505	$5,460,186
Shenandoah NP	1,120,981	$4,831,421	1,253,386	$4,714,183	1,209,883	$4,777,071
Sequoia-Kings Canyon NP	965,170	$4,583,549	1,002,979	$4,431,486	1,006,583	$4,161,125
Grand Teton NP	2,580,081	$4,101,031	2,669,374	$4,215,940	2,587,437	$4,101,003
Lake Mead	7,668,689	$3,583,443	7,080,758	$3,205,372	6,396,682	$4,844,704
Glacier NP	2,031,348	$3,720,183	2,200,048	$4,051,363	1,853,564	$3,737,860

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

NPS contracted with the University of Wyoming Survey and Analysis Center to undertake a nationwide independent telephone survey in 2008 and 2009. The resulting report, published in August 2011, describes the results from over 4,000 phone interviews.[13] With respect to popular activities supported by recreation fees, on their most recent visit[14] to an NPS site:

- 78% of recent visitors recalled viewing outdoor exhibits,
- 78% had read a park brochure,
- 73% went to a visitor center,
- 63% viewed indoor exhibits, and
- 51% talked informally with a ranger.

Given that about 200 million visitors go to NPS REA sites per year, this computes to an enormous number of people who avail themselves of services supported by recreation fees. For example, if one assumes that the survey sample is representative of all visitors to NPS REA sites, 73% of the 199.8 million visitors in 2010, or 145.9 million visitors, went to a visitor center during that year.

[13] National Park Service. August 2011. *National Park Service Comprehensive Survey of the American Public 2008–2009. National Technical Report.* Natural Resource Report NPS/NRPC/SSD/NRR—2011/295. Conducted by the Wyoming Survey and Analysis Center, University of Wyoming, Laramie.

[14] Of the 4,103 survey respondents, 47% could name a valid NPS unit that they had visited within the past two years. These respondents were deemed "recent visitors."

U.S. Fish and Wildlife Service

The extensive network of National Wildlife Refuges provides world-class hunting, fishing, wildlife viewing, and other outdoor recreation opportunities to tens of millions of participants annually. Over 50% of visits to FWS units occur at REA sites. Visitation has trended upward since 2003 (Figure 6). FWS-wide visitation in 2009 was 42.6 million, in 2010 it was 44.5 million, and in 2011 it was 45.4 million. Visitation to REA sites in 2009 was 24.5 million, in 2010 it was 23.9 million, and in 2011 it was 24.6 million.

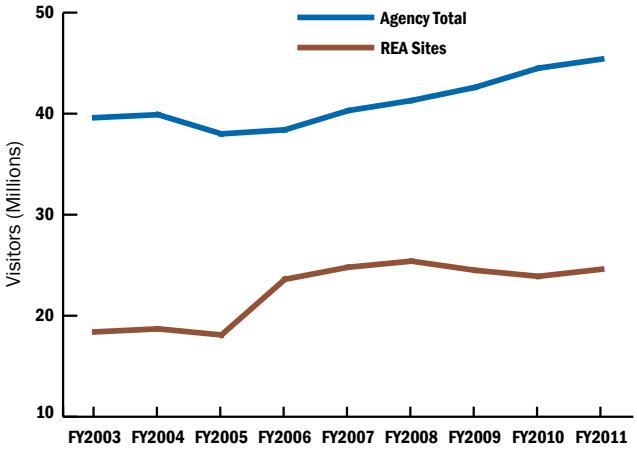


Figure 6. Visitation to U.S. Fish and Wildlife Service Sites, FY 2003-2011

FWS commissioned a peer-reviewed survey by the U.S. Geological Survey to examine satisfaction among visitors to national wildlife refuges. Surveys conducted between July, 2010, and August, 2011, of more than 10,000 adult visitors at 53 national wildlife refuges found the following:

- 91% of survey participants reported satisfaction with recreational activities and opportunities;
- 89% reported satisfaction with information and education about the refuge;
- 91% reported satisfaction with services provided by refuge employees or volunteers; and
- Among visitors surveyed at nine national wildlife refuges that collect entrance fees, 88% reported that the value of the experience was at least equal to the fee paid.

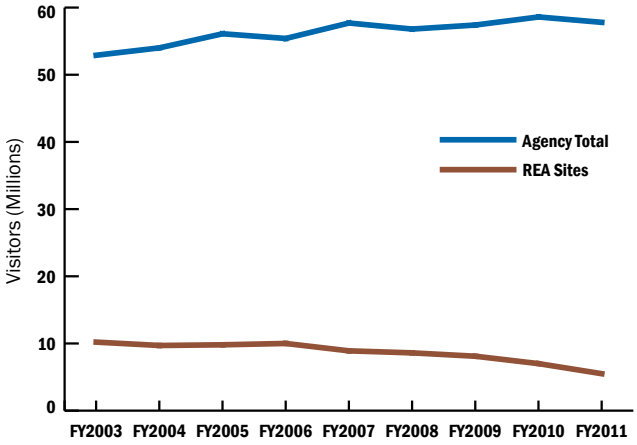


Figure 7. Visitation to Bureau of Land Management Sites, FY 2003-2011

Bureau of Land Management

BLM provides a diverse array of recreation opportunities for visitors ranging from back-country camping to off-road vehicle riding to river rafting. Visitation to BLM lands has risen over the past nine years from an estimated 52.9 million visitors in 2003 to an estimated 57.8 million visitors in 2011 (Figure 7). During this period, visitation at REA sites has decreased from 10.2 million in 2003 to 5.5 million in 2011. The preponderance of visitors at non-REA sites is indicative of the large majority of BLM lands (99%) that do not charge fees.

To evaluate and improve its services to the visiting public, BLM has conducted Visitor Satisfaction Surveys since 2005.[15] BLM selects two sites from each state for surveys each year. In FY 2011, 92% of surveyed visitors felt that sites provided appropriate facilities, services, and recreation opportunities.

[15] The BLM Visitor Study Portal: http://psu.uidaho.edu/blm/index.htm

U.S. Forest Service

USFS uses the National Visitor Use Monitoring survey to estimate visitation as well as visitor satisfaction.[16] The NVUM survey, which was initiated in 2005, surveys more than 100,000 visitors to National Forest System lands, providing estimates of visitation to each administrative unit and to each type of site. The surveys provide information on demographics, visitor satisfaction, visitor preferences, and trip expenditures. NVUM survey data indicate that in 2010 there were approximately 171 million visits as well as 300 million instances of visitors driving on scenic byways and nearby roads to view scenery and wildlife on National Forest System lands. The 2010 NVUM survey found an overall visitor satisfaction rate of 94%, with approximately 83% of visitors reporting that they are content with the value received for recreation fees paid.

Bureau of Reclamation

Reclamation has long-term management agreements with numerous state and local entities to manage recreation occurring at many of its projects across the West. At New Melones Lake, which is the only site Reclamation manages for recreation under REA, visitation has declined over the past three years, from 640,000 visitors in 2009, to 520,000 visitors in 2010, and 450,000 visitors in 2011. The reduction between 2009 and 2010 is primarily due to changes in how visitation at New Melones is calculated. The factors that are applied to vehicle counts were changed as a result of an updated visitor survey. In addition, due to the economic downturn in the U.S., and more specifically, the State of California, New Melones has experienced a decline in overall visitation figures within the past three years. As the economy improves, visitation is expected to increase to numbers that exceed figures reported in 2010 and 2011.

Financial Statistics

This section provides data on recreation fee revenues, the cost of recreation fee collection, and obligations (i.e., funding commitments).[17] The agencies share the objectives of fair and transparent revenue collection, controlling cost of collection while maintaining consistently high levels of service, and avoiding accumulation of unobligated revenues. More detailed information is provided in Tables A-2 through A-9 in Appendix A.

Revenue

REA revenue for all agencies has risen slightly (2.9%) since FY 2008. REA revenue across all agencies was $253.2 million in FY 2008 and $260.6 million in FY

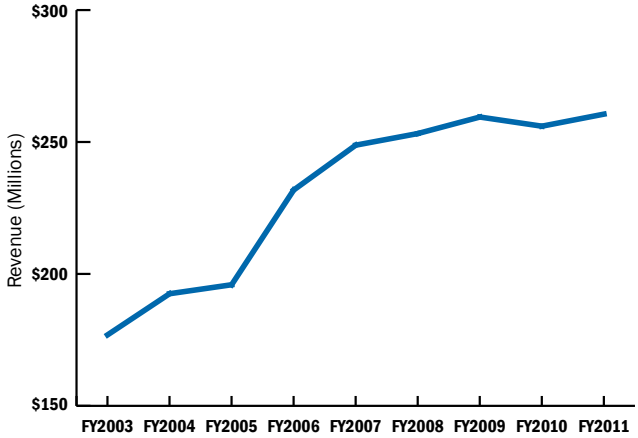


Figure 8. Total Fee Demo/REA Revenue for All Agencies, FY 2003-2011

[16] USFS NVUM survey, http://www.fs.fed.us/recreation/programs/nvum/.

[17] Revenue figures cited in this section fall into two general categories, which are shown in Table A-2. The first category is "REA revenue," which includes only REA revenue. The second category is "gross revenue," (or "total revenue") which includes REA revenue as well as revenue collected under other authorities. As this report focuses on the REA, "REA revenue" is used more often. However, in some cases "gross revenue" is more appropriate, as with calculations of the cost of collection.

2011. Of the total in FY 2011, NPS collected $172.4 million, FWS collected $5.2 million, BLM collected $17.4 million, Reclamation collected $0.6 million, and USFS collected $64.9 million.[18] Figure 8 shows the trend in REA revenue for all agencies combined since FY 2003.

Average annual REA revenue for each agency over the past three fiscal years is as follows (additional details are found in Table A-2 in Appendix A): NPS – $171.3 million; USFS – $65.4 million; BLM – $17.1 million; FWS – $5.1 million; and Reclamation – $547,000.

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 totaled $2.0 million in FY 2009, $1.8 million in FY 2010, and $2.2 million in FY 2011. More information on pass sales and revenue is provided in the section of this report on the interagency pass program.

Cost of Collection

In FY 2011, the cost of collection across the agencies was 14.9% of gross revenues.[19] The cost of collection has been declining since FY 2003 when it represented 20.7% of gross revenue. Figure 9 shows trends in gross revenue and the cost of collection from FY 2003 to 2011. This figure shows that as gross revenue has increased, the cost of collection has remained stable. A complication in calculating the cost of collection is that agency employees who collect fees also frequently provide other visitor services such as educating and orienting visitors, delivering safety-related messages, and assisting in emergency situations. More detail on the cost of collection for all agencies is found in Table A-3 in Appendix A.

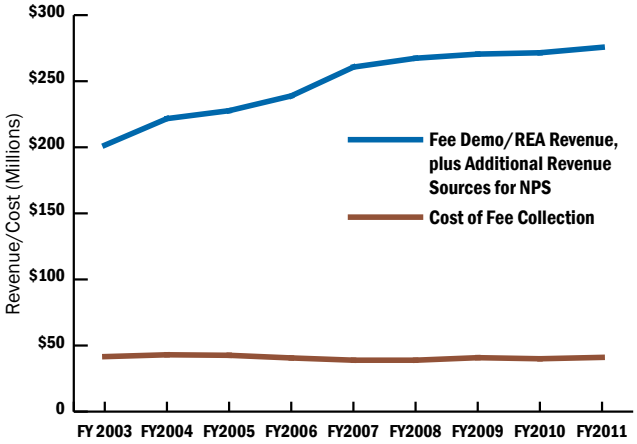


Figure 9. Fee Demo/REA Revenue, Plus Additional Revenue Sources for the National Park Service, and Cost of Fee Collection, FY 2003-FY 2011

Statistics on cost of collection for each agency are highlighted below:

- Cost of collection as a percentage of gross fee revenue has increased for NPS in the past several years. In Fiscal Years 2008 through 2011, the average cost of collection for NPS was 17.2%, 18.7%, 18.4%, and 18.7% of gross fee revenues, respectively. Cost of collection has varied between about 17% and 21% of fee revenues since FY 2004. Many small parks in the program have historically had higher collection costs as a percent of the gross revenue they collect. The locations where collection costs represent a large portion of gross revenue typically collect relatively small amounts of revenue, or have higher costs due to more complex site

[18] The USFS $64.9 million includes about $12 million collected through the National Recreation Reservation Service (NRRS), most of which is transmitted to the NRRS contractor.

[19] The cost of collection is calculated against gross revenue, rather than REA revenue, because in some cases the cost of collecting REA and non-REA revenues overlaps, making it infeasible to separate costs. For example, under Public Law 105-391, enacted in 1998, Congress authorized national parks to collect transportation fees and retain the revenue to fund transportation systems. Subsequently, several national parks established transportation fees. In some cases, national parks set aside part of the entrance fee as a transportation fee.

logistics and collection requirements (e.g., staffed entrance fee stations). NPS policy is to keep cost of collection below 20%.

- In FY 2008, the cost of collection for FWS was 15.0% of gross fee revenues. In FY 2009 the cost of collection was 14.6% of gross fee revenue, in FY 2010, the cost of collection was 14.3% of gross fee revenue, and in FY 2011, the cost of collection was 16.6% of gross fee revenue. FWS policy is to keep cost of collection below 20%.
- In FY 2008, the cost of collection for BLM was 2.8% of total recreation fee revenues. In FY 2009, the cost of collection was 1.8% of total fee revenues. In FY 2010, the cost of collection was 1.9% of total fee revenues. In FY 2011, the cost of collection was 2.0% of total fee revenues. 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.
- The cost of collection for USFS was 9.4% of total recreation fee revenue in FY 2008, 8.3% of total fee revenue in FY 2009, 7.6% of total fee revenue in FY 2010, and 7.2% of total fee revenue in FY 2011. USFS policy is to keep cost of collection below 15%.
- Reclamation's cost of collection as a percent of total revenue has declined sharply since New Melones joined the recreation fee program. In FY 2008, the cost of collection for Reclamation was 45.0% of total fee revenue. In FY 2009, cost of collection was 58.4% of total fee revenue. In FY 2010, cost of collection was 22.1% of total fee revenue. In FY 2011, cost of collection was 17.3% of total fee revenue. Reclamation's goal is to keep cost of collection below 15%.

Obligation of Revenue

Annual obligations as a percentage of total recreation fee revenue increased substantially in FY 2008 through 2011 from 46% to 68%. This has been accompanied by a decline in unobligated balance from $307.7 million in FY 2008 to $146.5 million in FY 2011. Figures for unobligated balances are recorded at the end of the fiscal year (September), which corresponds 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. Figure 10 shows unobligated balances and recreation fee program revenues for all agencies from FY 2003 through FY 2011. Unobligated balances generally increased from FY 2003 to FY 2006, and then declined by more than 57% from FY 2006 to FY 2011. During the same period, recreation fee program revenues increased fairly steadily. In FY 2010, for the first time since before FY 2003, recreation fee revenues exceeded the agencies' unobligated balances. This trend continued in FY 2011, when fee revenues exceeded unobligated balances by $114.0 million. More detail on obligations is found in Table A-4 in Appendix A.

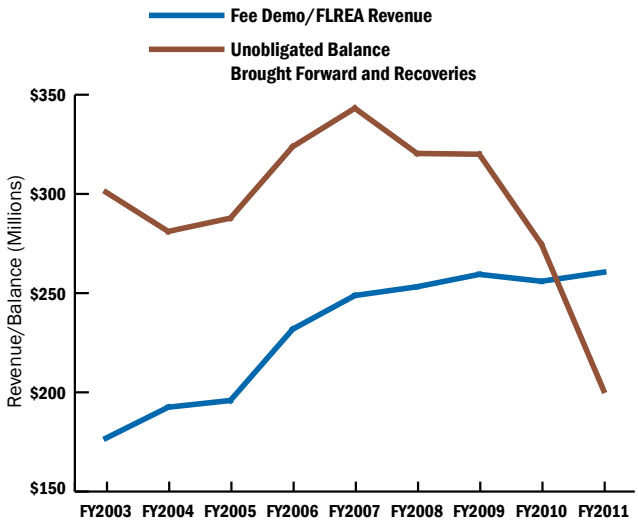


Figure 10. Total Fee Demo/REA Revenue and Unobligated Balances Brought Forward and Recoveries for All Agencies, FY 2003-2011

The following summarizes revenue obligation information for each agency:

- In Fiscal Years 2008, 2009, 2010, and 2011, NPS reduced its unobligated balance

by $5.3 million, $48.3 million, $72.9 million, and $47.5 million, respectively. This represents a total reduction of $174.0 million (63%) over four years. This substantial decline comes as a result of NPS policy implemented in 2009 that requires all fee-collecting parks to carry over no more than 35% of collections into the next calendar year. For parks that do not meet this target level, fee retention would be reduced to 60% of fees collected and the remainder would be allocated to high priority projects at non-fee collecting parks.

- In FY 2008, the FWS unobligated balance was $5.3 million. In the three fiscal years since, the unobligated balance was $5.8 million, $5.8 million, and $4.5 million, respectively. Obligations have risen each of the past three years (from $4.0 million in FY 2008 to $7.0 million in FY 2011), but revenues have also shown an upward trend.
- BLM's unobligated balance has seen an upward trend, rising from $10.1 million in FY 2008 to $13.1 million in FY 2011. This trend has occurred despite that obligations have generally risen since FY 2008: obligations in FY 2008 were $15.8 million, in FY 2009 they were $16.7 million, in FY 2010 they were $15.5 million, and in FY 2011 they were $17.6 million. One reason for these seemingly contradictory trends is that, as obligations have risen, revenues have also risen.
- The USFS unobligated balance has increased from $25.6 million in FY 2008 to $30.0 million in FY 2011. During the same period, obligations have risen: from $66.8 million in FY 2008 to $73.8 million in FY 2009, $71.3 million in FY 2010, and $68.1 million in FY 2011. USFS obligations have risen concurrently with increases in fee revenue, and USFS has recovered between $5 million and $9 million each year from previous years' obligations. On average the USFS spends 95% of the revenue received. In addition, the USFS balance includes the reservation fee revenue from the National Recreation Reservation Service, which was about $12 million in 2011. Also, some unobligated balances are attributable to the need to generate funds for large projects.
- FY 2008 was the first year that New Melones Lake operated under REA. At the end of FY 2008, Reclamation (i.e., New Melones Lake) had approximately $100,000 in unobligated balance. In FY 2009, Reclamation's unobligated balance was $360,000. In FY 2010, the unobligated balance was $610,000. In FY 2011, the unobligated balance was $940,000.

Fee Structure and Fee Changes

National Park Service

Nationwide, there are 397 NPS sites and 184 of those sites charge fees under REA, leaving 213 sites that charge no REA fees. In 2006 NPS instituted a service-wide entrance fee pricing structure. This was done to simplify and standardize entrance fees across parks of similar types. Parks were grouped into categories according to legislative designation and other factors; and fee rates were consistently set based on those categories. Group 1 includes National Historic Sites, National Military Parks, National Battlefield Parks, National Memorials/Shrines, National Preserves, and Parkways. Group 2 includes National Seashores, National Recreation Areas, National Monuments, National Lakeshores, and National Historic Parks. Groups 3 and 4 include National Parks. Civic engagement has been a critical part of implementation. NPS has not yet aligned all the parks into the tiered groupings, due in part to a moratorium on fee increases, described below.

- Group 1: $5 per person/$10 per vehicle/$20 Annual Pass/$5 motorcycle

- Group 2: $7 per person/$15 per vehicle/$30 Annual Pass/$10 motorcycle
- Group 3: $10 per person/$20 per vehicle/$40 Annual Pass/$15 motorcycle
- Group 4: $12 per person/$25 per vehicle/$50 Annual Pass/$20 motorcycle

All parks are required to adhere to a public participation guideline that requires public involvement activities and congressional consultation. The public involvement process provides input to NPS with respect to public acceptance of fee changes. For 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, in combination with comparability studies, informs NPS about appropriate fee rates.

In 2008, the NPS Director put a moratorium on fee increases with the exception of those with unique or compelling reasons. From FY 2009 through 2011, NPS implemented 30 fee changes, as shown in Table 5. Five parks received approval to increase entrance fees, 11 parks received approval to implement or increase expanded amenity fees, and 14 parks ceased collecting REA fees. Appendix B includes a list of NPS units where fee changes have been implemented during FY 2009-2011.

Table 5. National Park Service Recreation Fee Changes, FY 2009-2011

	TYPE OF FEE CHANGE			
FEE TYPE	NEW FEE	FEE INCREASE	CEASED COLLECTING FEE	TOTAL FEE CHANGES
Entrance	0	5	12	**17**
Expanded Amenity	1	10	2	**13**
Total Proposals	**1**	**15**	**14**	**30**

U.S. Fish and Wildlife Service

Over the past several years the FWS has continued to consolidate many of its National Wildlife Refuges into National Wildlife Refuge Complexes for management purposes. This includes a number of fee sites. Thus, while the FWS fee program has expanded, bringing in two new entrance fee sites between FY 2008 and FY 2011, the overall number of reporting sites has decreased from about 158 sites to 127 in that time period due to further consolidation into Complexes. Among the 27 FWS changes to fees in 2009, 2010, and 2011, shown in Table 6, most involved a change of $10 or less, or changes of up to 20% of the current fee at the site. Appendix B includes a list of FWS units where fee changes have been approved during FY 2009-2011.

Table 6. U.S. Fish and Wildlife Service Recreation Fee Changes, FY 2009-2011

	TYPE OF FEE CHANGE			
FEE TYPE	NEW FEE	FEE INCREASE	CEASED COLLECTING FEE	TOTAL FEE CHANGES
Entrance	2	1	0	**3**
Expanded Amenity	2	9	1	**12**
Special Recreation Permit	0	12	0	**12**
Total Proposals	**4**	**22**	**1**	**27**

Bureau of Land Management

The vast majority of recreation on the 256 million acres of BLM-managed land is dispersed and does not require fees to recreate. BLM manages close to 3,600 recreation sites, of which approximately 430 require fees. The remaining sites are free. There have been 12 fee increases on BLM REA sites and ten new fee sites added since the 2008 Triennial Report to Congress (Table 7). As described in the "Public Participation and Outreach" section, changes to BLM fees are reviewed and approved by the appropriate Recreation Resource Advisory Committee (Recreation RAC). Appendix B lists where fee changes have been approved by BLM during FY 2009-2011.

Table 7. Bureau of Land Management Recreation Fee Changes, FY 2009-2011

SITE TYPE	TYPE OF FEE CHANGE		
	NEW FEE	FEE INCREASE	TOTAL FEE CHANGES
Standard (Day use such as picnic areas, interpretive sites, and developed trailheads)	0	3	**3**
Expanded (Primarily Campgrounds)	9	8	**17**
Special Recreation Permits (Specialized Areas, such as Off-Highway Vehicle, River, or Long-Term Visitor Areas)	1	1	**2**
Total Proposals	**10**	**12**	**22**

U.S. Forest Service

Most recreation opportunities on the 193 million acres of National Forest System lands are free and do not involve developed sites. There are approximately 20,800 developed or primitive recreation sites on National

Forest System lands. Of these:

- About 4,000 currently require fees under REA, and 60% of these sites are campgrounds and lookout/cabin rentals;
- About 2,300 require other types of fees; and
- About 14,500 are free.

As part of its public involvement process, USFS shares proposals for fee changes with Recreation Resource Advisory Committees. Between 2009 and 2011, USFS shared approximately 325 proposals with Recreation RACs. Most of these proposals involved fee increases or decreases, but Recreation RACs also provided recommendations to implement new fees at 68 sites (mostly campgrounds and cabins), and remove fees from 43 sites (mostly trailheads). Table 8 shows Recreation RAC recommendations between 2009 and 2011 and Appendix B includes a list of National Forests where fee changes have been approved during FY 2009-2011.

USFS is committed to serving the public and, when necessary, modifying the services it offers to ensure recreation sites provide the right opportunities in the right places. The agency responds to changes in demographics and other challenges to ensure that appropriate recreation services and facilities are available to the public. Between FY 2009 and 2010, USFS developed a framework for sustainable recreation that emphasizes the needs of communities, collaboration with the public, and connections across the landscape to provide benefits that respond to societal concerns and result in environmental integrity, social stability, and economic vitality.

Umbagog National Wildlife Refuge
U.S. Fish and Wildlife Service, New Hampshire/Maine
Mark Hunt

Table 8. Forest Service Recreation RAC Recommendations and Fee Changes, FY 2009-2011[1]

SITE TYPE	SITES WITH NEW FEES		SITES WITH FEE INCREASES		SITES WITH FEE DECREASES		SITES WITH FEE TYPE CHANGES		TOTAL SITES WITH FEE CHANGES	
	RECREATION RAC RECOMMENDATIONS	STATES WITHOUT RECREATION RACS	RECREATION RAC RECOMMENDATIONS	STATES WITHOUT RECREATION RACS	RECREATION RAC RECOMMENDATIONS	STATES WITHOUT RECREATION RACS	RECREATION RAC RECOMMENDATIONS	STATES WITHOUT RECREATION RACS	RECREATION RAC RECOMMENDATIONS	STATES WITHOUT RECREATION RACS
Standard (Day Use: such as picnic areas, interpretive sites, boat launches, developed trailheads)	15	1	43	0	40	0	5	0	**103**	**1**
Expanded (Campgrounds and group campgrounds)	37	0	131	0	5	0	0	0	**173**	**0**
Expanded (Cabins)	13	0	30	0	0	0	0	0	**43**	**0**
Expanded (Other: such as group sites, dump stations, highly developed boat launches)	2	0	1	0	0	0	(5)	0	**(2)**	**0**
Special Recreation Permits (Specialized trails, climbing areas, river use)	0	0	5	0	0	0	0	0	**5**	**0**
Subtotal of Sites with Fee Changes	**67**	**1**	**210**	**0**	**45[2]**	**0**	**5**	**0**	**324**	**1**
Total Sites with Fee Changes (both Recreation RAC Recommendations and states without Recreation RACs)	**68**		**210**		**45**		**5**		**325**	

[1] Numbers in parentheses are site type changes where a fee was changed from one site type, such as "Expanded" to another, such as "Standard." These changes have already been included under another site type and therefore are not counted towards subtotals or totals.

[2] Of these 45 fee decreases, 43 are fee removals.

Not all fee changes shown in Table 8 were implemented between FY 2009 and 2011 for a number of reasons, including the USFS decision to reconsider implementing new fees or fee increases during the economic downturn. Figure 11 shows the proportion of fee changes in the various categories between FY 2009 and 2011.

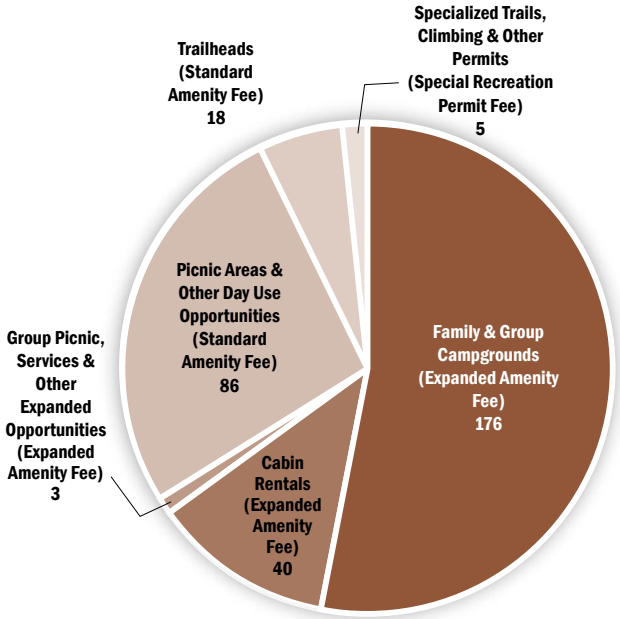


Figure 11. Recreation Fee Changes for USFS Sites and Opportunities, FY 2009-2011

Bureau of Reclamation

Reclamation has not added any new sites since 2008 when New Melones Recreation Area was included as the first Reclamation site under REA. With respect to future possible changes, Reclamation plans to use any central pass revenues that are disbursed to agencies to (1) improve recreation areas directly managed by Reclamation so that they may meet REA criteria for future participation; and (2) further Reclamation's recreation goal by improving recreation areas to make them more attractive for management by potential partners. By pursuing these two courses of action, participation in REA will become an integral part of Reclamation's approach to recreation management on its lands and water-bodies.

Harpers Ferry National Historical Park
National Park Service, West Virginia/Virginia/Maryland
Kathy Lander

The Interagency Pass Program

The interagency pass program is a highlight of the recreation fee program. The four pass types are a convenient and cost-efficient way for people to visit multiple agencies' recreation fee sites. The passes were made available to the public in January, 2007, replacing the Golden Eagle, Golden Age, Golden Access, and National Parks Passes. The passes serve multiple purposes. They are durable and convenient to purchase and use, they utilize technology that allows the agencies to track pass usage, they are collectible and signify the owners' support for federal recreation lands, and they provide opportunities for partnership and education.

Types of Interagency Pass

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. This Pass compares favorably with Canada's annual Parks Canada Discovery Pass which allows entry to over 100 sites for $136.40 Canadian (about $137 U.S. in March 2012).

Senior Pass: $10 lifetime pass
This lifetime pass is available to U.S. citizens and permanent residents 62 years and older. This pass covers entrance and standard amenity recreation fees and provides discounts on some expanded amenity recreation fees.

Access Pass: Free lifetime pass
This free, lifetime 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 covers entrance and standard amenity recreation fees and provides discounts on some expanded amenity recreation fees.

Volunteer Pass: Free Annual Pass (value: $80/year)
This pass is issued free of charge to volunteers who log 250 hours of volunteer time (until spring of 2011, 500 logged hours were required). This Pass is valid for 12 months from the date of issuance and covers entrance and standard amenity recreation fees.

Collateral Materials: Free with each pass
Decal - Issued to pass holders with open-toped vehicles.
Hangtag - Issued to pass holders utilizing un-staffed Federal recreation areas.
Brochure - Issued to all Annual Pass holders.

The winning image for the 2012 Annual and Volunteer Passes. Photograph by Mike Mamrosh taken in Glacier National Park, Montana.

Share the Experience Photography Contest

One of the most exciting aspects of the Interagency Pass Program is the Share the Experience photography contest. The photography contest is managed by the National Park Foundation on behalf of the agencies. The winning image appears on the Annual and Volunteer Passes and accompanying decal each year.

Since 2006, participants have entered nearly 65,000 photographs of the nation's Federal lands. Entries for 2009 through 2011 totaled 28,677.

Photography and nature viewing are very popular activities among visitors to federal lands. A recent NPS survey found that 70% of visitors reported viewing or photographing animals or plants during their most recent visit.*

* National Park Service. August 2011. National Park Service Comprehensive Survey of the American Public 2008–2009. National Technical Report. Natural Resource Report NPS/NRPC/SSD/NRR—2011/295. Conducted by the Wyoming Survey and Analysis Center, University of Wyoming, Laramie.

A single pass valid across all REA agency sites represents a significant customer service improvement over the previous system of multiple passes for different agencies. The experience for customers is enhanced by uniform Standard Operating Procedures for selling and honoring passes consistently among the REA agencies. These procedures address identification requirements, proof of disability, pass validation, and processes for using third party vendors to market and sell passes. The agencies provide training and guidance to employees in the field to ensure consistent implementation of the Standard Operating Procedures.

NPS manages the interagency pass program on behalf of the agencies. NPS provides management and oversight, working in partnership with the U.S. Geological Survey and the Government Printing Office to manufacture and distribute passes and make them available to the public via the internet, a call-center, and parcel post.[20] While the internet, call-in, and mail-in options, and sales of passes by third party vendors are important public services, most passes (more than 95%) are issued to visitors at agency sites around the country. Other customer service elements of the interagency pass program include:

- The agencies provide a list with information about every federal site where passes are available for purchase.[21]
- The Annual Pass is sold by companies such as REI, Sierra Trading Post, and Southern RV that enter agreements with the agencies to sell passes.
- The U.S. Army Corps of Engineers has opted to honor the Senior and Access Passes, although it is not an REA agency and is not authorized to issue them. The agencies sell passes at some non-REA sites in order to fill the demand for passes among visitors to nearby U.S. Army Corps of Engineers recreation areas.
- About 28 FWS non-national wildlife refuge sites as well as non-fee national wildlife refuges sell passes due to public demand. These include National Fish Hatcheries, Wetland Management Districts, Regional Offices, and Ecological Services Field Offices.

The agencies have recently changed their pass policies to support members of the military and reservists who are called to active duty, seniors and those with permanent disabilities, and individuals who volunteer their time to benefit federal lands:

- In recognition of the contribution and sacrifices that service members (including reservists) and their families make for the country, in 2012 the agencies are offering free interagency Annual Passes to all active military members and their families. The agencies have authorized this benefit through the end of 2013. The agencies expect that the loss in revenue could be up to approximately $10 million, mostly for NPS.
- 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, which covers the cost of processing by the U.S. Geological Survey. Since February, 2011, the agencies have provided nearly 22,000 Senior Passes and 3,000 Access Passes by mail.
- To encourage more volunteerism on federal lands, and in response to suggestions from constituent groups, the agencies have reduced the number of hours that an individual needs to volunteer to be eligible for a Volunteer Pass, from 500 to 250 hours. Since

[20] The U.S. Geological Survey makes the Annual Pass available to the public through its on-line store (http://store.usgs.gov/pass/index.html) and call center (888-ASK-USGS, option 1). The U.S. Geological Survey makes Senior and Access Passes available via mail. The links to "Senior Pass" and "Access Pass" on the right side of the website lead to information that includes links to application forms for these passes.

[21] The list is available at http://store.usgs.gov/pass/PassIssuanceList.pdf.

Volunteer Passes were first issued in 2007, between 9,000 and 17,000 Volunteer Passes have been shipped to agency sites each year for distribution to volunteers.[22] This new policy, effective in the spring of 2012, will significantly increase the number of volunteers who earn Volunteer Passes.

Interagency Pass Program Costs and Revenues

The interagency pass program generates about $30 million in revenue per year through sales of Annual and Senior Passes (the Access Pass and Volunteer Pass are provided to eligible individuals free of charge). Most of these sales occur at recreation sites throughout the country. To-date at least 80% of revenues from pass sales have been retained and expended at the unit where they were collected.[23]

Table 9 shows Annual and Senior Pass sales occurring over the past three years, and Table 10 shows total revenues from pass sales in the same time period. Some summary statistics include:

- In 2011, about 295,000 Annual Passes and 595,000 Senior Passes were issued for a total of $30.6 million in revenue.
- In 2010, about 305,000 Annual Passes and 595,000 Senior Passes were issued for a total of $30.4 million in revenue.
- In 2009, about 287,000 Annual Passes and 560,000 Senior Passes were issued for a total of $28.9 million in revenue.
- From 2009 through 2011 central sales and passes sold by third party vendors accounted for 7% of total revenue from sales of Annual and Senior Passes.

[22] The agencies order shipments of Volunteer Passes based on the number they expect to issue. The number of passes shipped, therefore, is a rough approximation of the number issued.

[23] REA authorizes the agencies to reduce to 60% the amount of fee revenue that is retained and spent where it is collected. This authorization has yet to be utilized by the agencies.

Table 9. Annual and Senior Passes Sold by Agencies, 2009-2011*

AGENCY	PASS TYPE	2009	2010	2011	TOTAL 2009-2011
BLM	Annual	2,434	2,765	3,874	9,073
	Senior	12,278	14,006	15,251	41,535
	Total	**14,712**	**16,771**	**19,125**	**50,608**
FWS	Annual	1,667	1,771	1,922	5,360
	Senior	20,258	20,539	23,468	64,265
	Total	**21,925**	**22,311**	**25,389**	**69,625**
NPS	Annual	243,281	259,580	251,779	754,640
	Senior	467,516	496,698	470,175	1,434,389
	Total	**710,797**	**756,278**	**721,954**	**2,189,029**
Reclamation	Annual	29	48	56	133
	Senior	838	632	732	2,202
	Total	**867**	**680**	**788**	**2,335**
USFS**	Annual	18,287	18,329	18,469	55,085
	Senior	58,757	62,812	63,292	184,861
	Total	**77,044**	**81,141**	**81,761**	**239,946**
Central Sales	Annual	21,300	22,178	18,942	62,420
	Senior	n/a	n/a	21,748	21,748
	Total	**21,300**	**22,178**	**40,690**	**84,168**
Third Party	Annual	3,144	6,387	7,842	17,373
Total Annual		**286,998**	**304,672**	**295,042**	**886,711**
Total Senior		**559,647**	**594,688**	**594,665**	**1,749,000**
Grand Total		**846,645**	**899,359**	**889,707**	**2,635,711**

* NPS and USFS numbers are for the calendar year. BLM, FWS, and Reclamation numbers are for the fiscal year.
** Numbers are approximate

Table 10. Revenue from Annual and Senior Passes Sold by Agencies, 2009 -2011*

AGENCY	2009	2010	2011	TOTAL 2009-2011
BLM	$308,698	$365,642	$447,465	$1,121,805
FWS	$335,922	$347,089	$388,410	$1,071,421
NPS	$24,137,643	$25,733,383	$25,468,145	$75,339,171
Reclamation	$10,700	$10,160	$11,800	$32,660
USFS	$2,094,033	$2,085,641	$2,104,479	$6,284,153
Central Sales	$1,703,993	$1,774,270	$1,732,840	$5,211,103
Third Party	$319,975	$49,631	$490,646	$860,252
Total	**$28,910,964**	**$30,365,816**	**$30,643,785**	**$89,920,565**

* NPS and USFS numbers are for the calendar year. BLM, FWS, and Reclamation numbers are for the fiscal year.

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. These activities cost the agencies between $1 and $2 million annually. This includes product design and production (about $400,000 per year), fulfillment and shipping (about $900,000 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 (sales of passes via the internet, by phone, and through the mail) and third party pass sales (passes sold by third party vendors). These pass sales have generated between $1.8 million and $2.0 million per year, or approximately 7% of the roughly $30 million in total annual interagency pass revenue. The revenue generated by central and third party pass sales more than covers the cost of administering the pass program, and the agencies describe in their interagency agreement the process for distribution of revenue in excess of that required to administer the program:

- NPS provided $2.4 million in start-up funding for the pass program in FY 2006, which the other agencies have agreed to reimburse. Through FY 2011, $1.5 million of the NPS start-up funding had been reimbursed using revenues from central and third party pass sales.
- Once the start-up funding has been reimbursed, revenues from central and third party pass sales will be distributed equally among agencies until the agencies devise a revenue distribution formula based on pass usage by visitors.

Public Participation and Outreach

National Park Service

NPS Director's Order DO 75A, contains policies and standards, definitions, roles and responsibilities, and other guidance for NPS public involvement efforts. The purpose of this Director's Order is to articulate the NPS commitment to civic engagement as the essential foundation and framework for creating plans and developing

programs. According to the Director's Order "the foundation of civic engagement is a commitment to building and sustaining relationships with neighbors and communities of interest." This kind of commitment is also reflected in REA with respect to engaging the public about changes to and addition of fees. In order to clarify the specifics of civic engagement and public participation for the NPS, Reference Manual 22a, Fee Collection Guidance, includes Appendix L, titled "Public Participation and Notification Guidelines." These guidelines describe in detail how public involvement should be carried out, and emphasize that each park superintendent should align the public input process to include pertinent stakeholders, the state of the economy, and tourism trends. The intention of the fee guidelines is to:

- Detail the steps that superintendents must accomplish for any site changing an existing fee, adding a new fee, or establishing a new fee area;
- Notify the public about fee rates and how recreation fee revenues are used; and
- Help parks strategize and leverage funding and staffing in carrying out these requirements.

At the beginning of each calendar year the NPS Director issues instructions to Regional Directors on how to submit their fee changes or additions for the following year. 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. Comments and input are analyzed and submitted to the Director for final approval to implement any new or changed fees. If a fee is of particular public interest, Superintendents must address outstanding issues by implementing the fee at a later date than was originally proposed, phasing-in the fee, exploring other funding sources in order to reduce or eliminate the fee, or using other options as appropriate. Parks establishing a new fee area must also publish a Notice in the Federal Register.[24]

U.S. Fish and Wildlife Service

FWS undertakes a fee 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. Since the last Triennial Report, FWS employees proposing fee changes have used the 2008 FWS Recreation Fee Program Guidance to incorporate public participation and outreach in their fee proposal process. These guidelines provide FWS employees with step-by-step procedures regarding changing an existing fee, adding a new fee, or establishing a new fee area. A fee-specific Federal Register Notice of Intent is part of the public process.

Under the National Wildlife Refuge System Improvement Act of 1997 all national wildlife refuges are required to develop a Comprehensive Conservation Plan (CCP) which is a document that provides a framework for guiding refuge management decisions over a 15 year period. CCPs are powerful tools that rely on public input to help shape the future of wildlife conservation in America. If a refuge is undergoing the CCP process, new fee proposals can be specifically addressed in a Federal Register Notice as part of that process.

Bureau of Land Management and U.S. Forest Service

REA requires BLM and USFS to have a Recreation Resource Advisory Committee (Recreation RAC) in each state or region. Recreation RACs, which represent diverse interests, make recommendations on implementing,

[24] For more details, see Appendix L of RM-22a, http://inside.nps.gov/waso/waso.cfm?prg=819&lv=3.

eliminating, or changing standard and expanded amenity recreation fees and noncommercial special recreation permit fees, and expansion or limitation of the recreation fee program. REA allows the agencies to use existing RACs, such as BLM Resource Advisory Councils or to establish Recreation RACs. REA precludes establishment of a Recreation RAC in a state if BLM and USFS determine that insufficient interest exists to ensure that participation on a Recreation RAC would be balanced in terms of points of view represented and functions to be performed. Three states do not have Recreation RACs due to insufficient interest (Alaska, Nebraska, and Wyoming). For the remaining states and regions, after numerous public meetings across the United States, BLM and USFS elected to (1) use existing BLM RACs to provide advice about recreation fees, and (2) establish five USFS Recreation RACs to focus specifically on recreation. In this report, "Recreation RAC" refers to both BLM RACs and USFS Recreation RACs.

Recreation RACs are one component of a larger civic engagement process and provide a critical public perspective on the USFS and BLM recreation fee programs. Through their diverse representation, Recreation RACs give the public a formal voice and provide constructive local input into the decision-making process. Members of Recreation RACs can apply a broad understanding of local economic, social, and environmental concerns to their consideration of fee proposals.

However, Recreation RAC review and recommendations for fee proposals have raised concerns that may be alleviated through other forms of civic engagement. Recreation RACs cover states, portions of states (as in Idaho) or regions (such as the Eastern Region Recreation RAC that covers 14 states). This mix of Recreation RACs does not necessarily provide national consistency in the recreation fee program. For example, one Recreation RAC determined that USFS should not charge extra vehicle fees if parking spaces at campgrounds can accommodate more than one vehicle. No other Recreation RAC has addressed this issue. In addition, the composition of USFS Recreation RACs can make it difficult for them to meet and to make recommendations. REA requires that the majority of members of each category need to agree on a proposal for the agencies to receive a recommendation.[25] Therefore, if a position is vacant or if a member cannot attend a meeting, it can be difficult to establish a quorum.

If Recreation RACs are retained, they would be more effective if a concern about documenting general public support for their recommendations were addressed.[26] BLM and USFS provide appropriate public involvement on their fee proposals and submit to the Recreation RAC a description of the public involvement provided and an analysis of the public input received. The Recreation RAC must then determine whether there is general public support for recommendations made by the Recreation RAC on the fee proposal. However, REA does not specify how this determination is to be made. Many fee proposals generate little interest from the general public. When few comments are received, and especially if all those comments are negative, the Recreation RAC must determine whether general public support is still indicated. Comments received may not be a true indication of general public support. In this regard, the requirement for general public support may be clarified by providing that two possible sources for gauging general public support are national survey results regarding attitudes toward recreation fees and public input on specific recreation fee proposals.

[25] USFS Recreation RACs consist of five members in the recreation users category, three members in the interest group category, and three members representing state tourism, tribal interests, and local government. BLM RACs, in contrast, are able to follow the voting procedures under their charters, which were established before enactment of REA.

[26] REA requires Recreation RACs to document general public support for their recommendations. 16 U.S.C. 6803(d)(9).

USFS Public Involvement Example – Red Rock in Arizona

Red Rock is an example of extensive public involvement conducted by the USFS to improve nationwide consistency of standard amenity recreation fee areas while providing publicly desired facilities, services, and amenities.

USFS

Red Rock, located in the Coconino National Forest in Arizona, receives about 1.5 million national and international visits each year. It is known for its 160,000 acres of red rock buttes, pinnacles, mesas, and canyons, hundreds of cultural sites, and the scenic Oak Creek Canyon. Visitors often stay multiple days as part of their exploration of Arizona's treasures.

Red Rock is a standard amenity recreation fee area, administered under the Red Rock Pass Program. Fee revenues from the Red Rock Pass Program have made a substantial difference in visitors' recreation experience. Before implementation of the Red Rock Pass Program, there were few developed access points to the recreation area and minimal visitor information and support facilities in the area; traffic congestion and accidents in the area were common; and cultural sites in the area were being damaged due to vehicular intrusions and vandalism. During the first few years of the Red Rock Pass Program, USFS removed nearly 50 tons of trash, dismantled hundreds of fire rings scattered throughout the area, closed and decommissioned miles of unauthorized roads and trails, removed illegal dump sites, cleaned up and dismantled transient camps, and removed more than 60 abandoned vehicles. In addition, USFS collaborated with the State of Arizona, Coconino and Yavapai Counties, and the City of Sedona to fund improved access, trailheads, trails, visitor information services, traffic control, and motor vehicle safety in the area.

Largely in response to a national effort to enhance consistency in USFS fees for areas, in 2010 and 2011, the Red Rock Ranger District conducted a comprehensive review of the Red Rock Pass Program. As part of the review, USFS crafted proposals to reduce the size of the area and the number of fee sites in the area while maintaining the many improvements to the area since the pass program began. Public participation in the review, conducted from February to August 2011, yielded approximately 650 comments and included information and comment forms on websites, personal contact with visitors in the field, open houses at the visitor center, two public meetings, information posted at field sites, an Arizona BLM Recreation RAC field trip that was open to the public, and contacts with many local officials and businesses. Most comments (77%) reflected support for the Red Rock Pass Program. The review resulted in a decision to submit a proposal to the Arizona Recreation RAC to reduce the standard amenity recreation fee area to integrated travel corridors containing multiple sites with the required amenities for an area fee and single sites with the required amenities. This proposal was implemented in February 2012.

Bureau of Reclamation

Reclamation will continue to conduct extensive REA public involvement activities at New Melones Recreation Area, as is required for all REA sites. The agency uses a variety of media channels to engage the public including, but not limited to, Federal Register Notices, press releases, flyers, and websites. Reclamation also uses interagency working groups and open house meetings to involve the general public and other concerned parties.

Ensuring Accountability

National Park Service

Accountability is an essential part of maintaining the integrity of the NPS Recreation Fee Program. 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," are used to safeguard against waste, loss, unauthorized use, and misappropriation.

The NPS has implemented five-year Recreation Fee Comprehensive Plans (RFCPs) as a management tool for the recreation fee program, which has enabled individual parks to articulate their strategic use of fee revenues. These RFCPs:

- Provide data for management decisions, including prioritizing projects and expenditures based on visitor need and other factors;
- Ensure that expenditures are properly planned and in compliance with the law and NPS policy; and
- Allow NPS to track and report accomplishments.

In the FY 2007 appropriations language, the RFCP became the cornerstone of the fee expenditure approval process. Each park completes an annual update of its RFCP with an obligation strategy to complete approved projects. The RFCP is also the instrument parks use to submit new projects for approval. The regions review and approve the RFCP prior to review and approval by NPS Washington Office project management staff. Projects are reviewed for compliance with the law and consistency with the expenditure criteria, particularly the "direct visitor connection." The RFCP also identifies how a park and region contribute toward service-wide performance goals. These plans assist the parks by removing obstacles created by poor project planning and sequencing. The plans allow regions to assist in prioritizing projects and making funding decisions, to identify execution barriers, to identify a park's project status and reporting, and to provide oversight to ensure revenues are managed in an accountable and "business-like" manner. The Comprehensive Plans continue to enhance credibility and accountability and provide a mechanism for reporting and documenting performance measures. The RFCP system was enhanced in 2010 and now provides reports for the parks to track their unobligated balances monthly, assisting parks in meeting their obligation goals.

The annual Service-wide Comprehensive Call is the NPS annual internal call for budgetary needs and is used by NPS Washington Office to ensure that expenditures are properly planned and in compliance with the law and NPS policy. During this call, parks and offices across NPS utilize internal systems to document their needs and priorities for operating and project dollars. Guidance for the call contains information about authorized

expenditure types and proper procedures for entering projects in the Project Management Information System. The guidance emphasizes that recreation fee funds must be used for high priority visitor projects.

Audits

Audits and program reviews are effective tools for detecting and deterring fee handling irregularities. Periodically, auditors from the DOI Office of the Inspector General, the GAO, the NPS Accounting Operations Center (AOC), or an NPS headquarters or regional office conduct reviews of park fee and/or other program operations. Audit teams use the Internal Control Questionnaire which is available on the AOC website for parks to review. The Fee Program section of this questionnaire provides a framework for parks to review and evaluate their fee operations at any time.

Additionally, NPS provides guidance to individual sites for program reviews and audits in the Reference Manual-22: Recreation Fee Guidelines. These audits include fee compliance or "road audits," honor system, cash register or point-of-sale system, and unannounced internal reviews. Over the past three years offsite reviews were completed at over 50 sites and onsite reviews were completed at over 100 sites by Washington Office and regional staff.

Onsite reviews included topics such as employee safety, lighting, and security systems; adherence to OMB and the U.S. Department of the Treasury cash management regulations; compliance with REA for expenditures; security of funds; reconciliation of all government assets, cash, and passes; and accurate website information for the public. Offsite reviews encompass detailed analysis of compliance with OMB and Treasury cash management guidelines, correct use of revenue according to REA and guidelines for cost of collection and related projects, and correct use of primary work elements for both revenue and expenditures to insure accountability and accurate website information for the public.

Point-of-Sale (Cash Register) System

The goal of the point-of-sale system is to provide standardized ways to collect, deposit, and reconcile funds. It allows centralized reporting of detailed transaction information and provides summary reports that aid in analysis and improved accountability of funds. It also reduces wait times for paying customers by providing quicker transaction times and more expedient and modern payment options such as credit card and pre-authorized debit. This system has been implemented in three parks (Yosemite, Sleeping Bear Dunes, and Castillo) and NPS is in the process of expanding it to others.

U.S. Fish and Wildlife Service

The 2008 FWS Recreation Fee Program Guidance contains detailed collection and accounting procedures for monitoring and reconciling accounts, and creating business plans. These procedures have been effective tools for Project Leaders and fee program managers to manage their fee accounts.

FWS strategically plans for and prioritizes recreation fee expenditures through implementation of an annual obligation rate target and an annual business plan requirement. To avoid large carryover sums from year to year, FWS sets a 50% obligation rate target each fiscal year for each site. The annual five-year business plan requirement helps sites manage their accounts and plan expenditures. Sites are permitted to save up collections over two or more years to pay for large projects, provided that the projects are part of their five-year business plan. At the beginning of each fiscal year, FWS Recreation Fee Program Coordinators work with sites that fell short of their obligation rate target the prior fiscal year to help them meet their targets in subsequent years.

In the last three years, FWS has been proactive in reconciling collection errors made since the beginning of the fee program, i.e., deposits made to the wrong accounts due to typographical errors. FWS Budget Office personnel and the FWS National Recreation Fee Coordinator have an internal audit system whereby any errors detected on a monthly basis are immediately corrected so that funds can be allocated to the proper accounts.

In December, 2010, the Division of Financial Management Cost Accounting updated the FWS Collections Handbook which provides guidance to Collection Officers in the recreation fee program. This Handbook has greatly improved cash collection efficiency and provides up-to-date information on DOI, other federal agency, and FWS cash management policies and procedures, as well as information on the use of the Treasury's Pay.gov electronic payment system. Currently all collections are processed using the electronic collection transmittal forms available through the Pay.gov system.

Bureau of Land Management

BLM has Business Plans for all fee sites. BLM uses these plans to explain to the public the purposes of recreation sites, how fees are collected and spent, and plans for future recreation fee expenditures. The plans also provide a mechanism for BLM to provide feedback to the public about how information gathered through visitor surveys informed the planning process. To ensure accountability for REA revenue generated at BLM fee sites, BLM conducts independent fee site evaluations at two fee sites in each state annually. The BLM Recreation Fee Program Evaluation Cycle evaluates a representative sample of fee sites with respect to certain criteria and factors. More frequent evaluations occur at sites that have high-revenue and high-visitation, and less frequent evaluations occur at sites that have lower revenue and lower visitation. Priority is given to fee programs with issues identified by audits, regulatory agency interest, or other circumstances (e.g., newly designated sites, or sites where changes to fees generate public interest).

The BLM Recreation and Visitor Services Division ensures accountability for fees collected under special recreation permits (SRPs). The Division contracts with a certified public accountant to review the SRP program in each state's field offices administering SRPs. Each state is audited every five years with audits occurring in two to five states per year.

Fee site coordinators, field/district budget officers, state recreation program leads, and state budget officers coordinate to ensure that fees are retained in the field office where generated and are expended on appropriate activities. The BLM Washington Office has issued numerous Instruction Memoranda to provide guidance regarding the fee program, covering topics such as fee increases, public notification, and appropriate expenditures of recreation fee collections.

In addition to various internal mechanisms for accountability, BLM informs the public about fee revenue expenditures by posting information at recreation sites (campgrounds and trail heads), visitor centers, on websites, and in newsletters.

U.S. Forest Service

USFS issued Interim Implementation Guidelines for REA in April 2005 and is using these guidelines pending issuance of direction in the Forest Service Handbook, which is expected to occur in 2012. Since the enactment of REA, USFS has developed numerous tools to assist national forests in implementing the statute, including standardized signage guidance, fee proposal tools and templates, national reporting tools, and financial tools and training to ensure funds are tracked and spent according to REA. USFS evaluates how to spend recreation

fee revenue on a site-by-site basis, depending on the needs and circumstances of the facilities and recreation opportunities provided. For example, if an area is particularly prone to crime, trash dumping, and vandalism, fee revenue is spent on law enforcement and site repair. USFS undertook a national Recreation Facility Analysis from 2004-2009 that helps units build strategies for spending all recreation funds, including recreation fee revenue.

In 2009, USFS initiated a national effort to report fee program accomplishments annually. All national forests now prepare a one-page accomplishment report showing fee revenues collected and expended, as well as highlights of those expenditures. These reports are posted online, shared with Recreation RACs, and made available to legislators and the public.

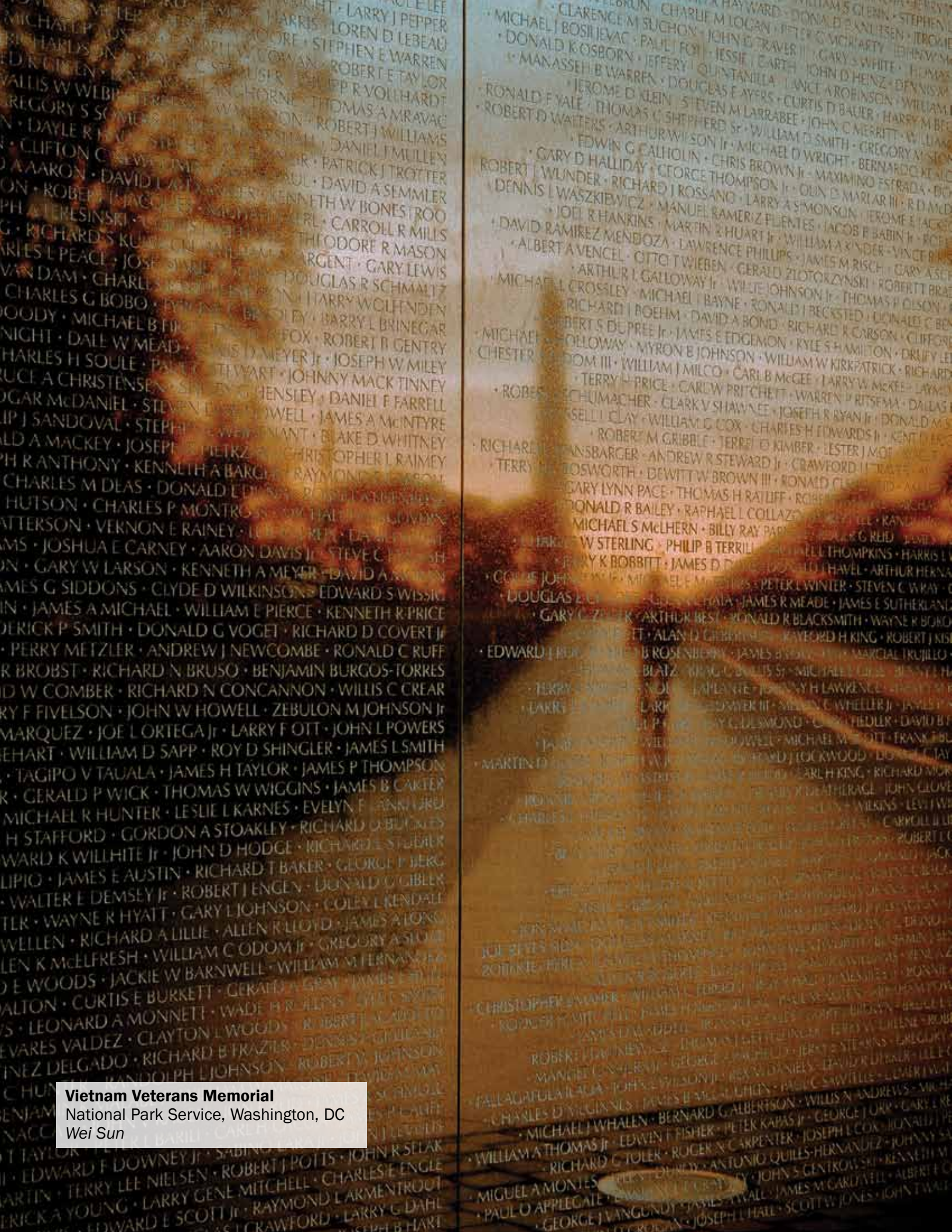
In 2011, USFS began implementation of a point-of-sale system, which will enhance customer service by enabling credit card sales. It will also increase internal efficiency and the agency's ability to track collection of fee revenues. The system is being implemented in phases, beginning with sites that handle the highest volume of collections.

Bureau of Reclamation

Reclamation established Reclamation Manual Directive and Standard, Federal Lands Recreation Enhancement Act Program Management, LND 01-02, that outlines, among other things, Reclamation's (1) procedures for ordering, selling, and acceptance of recreation passes at REA areas; (2) process for designating new REA sites; (3) process for increasing fees at existing REA sites; and (4) process for collecting, accounting for, and distributing REA fees and revenues. Reclamation invested a limited amount of non-Recreation fee revenues on capital improvements such as fee collection stations and materials and supplies necessary to implement fee collection activities (e.g., a safe box that would allow Reclamation to properly secure accountable property such as REA passes and decals). Reclamation administered surveys for collection of visitation information to assist field personnel in improving recreation site management.

Sunset on Glen Canyon National Recreation Area (NPS) at Lake Powell, Arizona and Utah. The lake lies behind Glen Canyon Dam, a Bureau of Reclamation facility. (Photo by Arlene Walachy)

IV.
Connections and Contributions to Federal Priorities and Initiatives



Vietnam Veterans Memorial
National Park Service, Washington, DC
Wei Sun

Projects supported by recreation fees enhance visitors' experiences at recreation sites around the country, and ensure that recreation opportunities are sustained into the future. There are many additional benefits of the recreation fee program beyond the immediate enhancement and maintenance of recreation sites. Children are introduced to nature and our nation's history at recreation fee areas nationwide. Exercise and relaxation have substantial physical and mental health benefits and can play a role in offsetting some of America's most widespread health conditions.[27] The money spent by visitors on trips and by the agencies on REA projects bolsters the local economy, supports jobs, and cumulatively has a measurable impact on the national economy. The recreation fee program thus promotes federal priorities and initiatives, such as: economic prosperity and domestic employment, connecting Americans to the great outdoors via the America's Great Outdoors initiative and the Federal Interagency Council on Outdoor Recreation, the First Lady's "Let's Move!" initiative, and Recreation.gov.

Jobs Supported and Economic Contributions

Recreation is an important driver in the U.S. economy and, with well over half a billion visitors per year nationwide, the agencies are responsible for a sizeable portion of outdoor recreation-based spending and jobs in the U.S. According to the 2006 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, wildlife recreation visitors spent $122.3 billion in 2006 on their activities nationwide, which equated to 1% of the gross domestic product that year.[28] The economic contributions are not limited to direct spending at recreation sites and in surrounding communities; they also include (a) spending by agencies to manage, enhance, and sustain recreation sites and services, and (b) migration into communities prompted by recreational amenities and associated job and other economic opportunities. Particularly for remote and rural areas, tourism at nearby popular recreation areas may constitute a large proportion of overall economic activity. A good example of this is Moab, Utah, which sits between two world-class recreation areas: Arches National Park and Canyonlands National Park. By authorizing agencies to collect and expend fees at recreation sites, REA ensures high quality experiences for domestic

Driving Economic Growth through Tourism – The Task Force on Travel and Competitiveness

On January 19th, 2012, the President signed an Executive Order establishing a Task Force on Travel and Competitiveness, co-chaired by the Secretaries of Commerce and the Interior, and calling for development of a National Travel and Tourism Strategy to support the economy by promoting domestic and international travel throughout the United States.* REA sites comprise many of the most iconic and popular tourist destinations in the country, as well as many of the most incredible unsung destinations with substantial opportunity for expanded tourism, and will certainly play a role in realizing the goals of this Executive Order.

* Executive Order 13597. January 19, 2012. 77 FR 3373.

[27] See, e.g., http://www.cdc.gov/physicalactivity/everyone/health/index.html and http://aspe.hhs.gov/health/reports/physicalactivity/physicalactivity.pdf.

[28] U.S. Department of the Interior, Fish and Wildlife Service, and U.S. Department of Commerce, U.S. Census Bureau. 2006 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation. http://www.census.gov/prod/2008pubs/fhw06-nat.pdf

and international visitors at many of the nation's most popular areas for camping, hiking, hunting, fishing, recreational vehicle touring, wildlife and nature viewing, cultural and historical experiences, and many other activities.

Department of the Interior Agencies

In 2011, DOI lands hosted about 383 million visits, of which 230 million occurred at REA sites. These visitors contributed an estimated $42.3 billion in economic output to the surrounding communities through trip-related spending in 2011. Visitors to REA sites contributed an estimated $25.2 billion of the total. Recreation-related spending on DOI lands also supported an estimated 352,000 jobs in the communities surrounding public lands, of which an estimated 210,000 are related to REA visitation. In the context of the national economy, the contributions that total visitation and REA visitation made in 2011 to economic output represent around 0.3% and 0.2% of the U.S. gross domestic product (GDP), respectively.[29] Table 11 shows economic and employment impacts attributable to visitation (both REA-only and total visitation) in 2011 to DOI agency sites.

Visitation to BLM sites in 2011 totaled 57.8 million, driving an economic impact of $7.0 billion and supporting nearly 59,000 jobs. Visitation to BLM REA sites in 2011 totaled 5.5 million, resulting in an economic impact of $670 million and supporting 5,600 jobs. Visitation at Reclamation's New Melones Recreation Area in 2011 totaled about 500,000, resulting in a net economic impact of about $41 million and supporting 342 jobs. Details about NPS and FWS economic and jobs impacts are provided below.

Table 11. Jobs Supported and Economic Contributions due to Visitation at Department of the Interior Sites, 2011

	VISITS (MILLIONS)		ECONOMIC IMPACT (MILLIONS)		JOBS SUPPORTED	
	REA	TOTAL	REA	TOTAL	REA	TOTAL
NPS*	199.5	278.9	$22,232	$31,080	184,848	258,416
FWS	24.6	45.4	$2,287	$4,220	18,710	34,529
BLM	5.5	57.8	$670	$7,038	5,609	58,942
Reclamation**	0.5	n/a	$41	n/a	342	n/a
Total DOI	**230.1**	**382.6**	**$25,230**	**$42,338**	**209,508**	**351,887**

* NPS figures for economic impact and jobs supported are preliminary. NPS will issue more refined estimates following additional analysis.
** Reclamation's visitation statistics are based on REA sites only. The 382.6 million figure For total DOI visits includes the 0.5 million REA visits for Reclamation.
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.

[29] 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/V4/Index.php). 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. GDP for 2011 was taken from the Bureau of Economic Analysis (http://www.bea.gov).

National Park Service

With respect to economic impacts attributable to NPS, the publication "Economic Benefits to Local Communities from National Park Visitation and Payroll, 2010"[30] makes the following findings:

- The 281 million recreation visitors to National Parks in 2010 spent $12.13 billion in local gateway regions (within roughly 60 miles of parks).
- This spending contributes 258,400 full-time and part-time jobs, $9.8 billion in labor income, and $16.6 billion in value added.[31]
- Expenditures by non-local visitors to local economies (within a 60-mile radius of a Park) contribute $13.0 billion in sales, $4.7 billion in labor income, $7.6 billion in value added, and support 156,280 jobs.
- The sectors affected most directly are lodging, restaurants, retail trade, and amusements. Spending by non-local visitors supports 43,160 jobs in restaurants and bars, 32,000 jobs in lodging sectors, 23,000 jobs in retail and wholesale trade, and 18,560 jobs in amusements.
- In FY 2009, the National Park Service payroll totaled 26,031 employees and $1.7 billion in wages, salaries, and payroll benefits. The total local economic impacts of the NPS payroll is $1.9 billion in labor income, $2.2 billion in value added, and 32,407 jobs (which includes NPS jobs). These numbers include the induced effects, i.e., the economic impact of NPS employees spending their wages and salaries in the local region. The study did not estimate the impacts of NPS purchases of goods and services from local suppliers and from construction activity.

U.S. Fish and Wildlife Service

In 2011, visitors to all FWS-managed areas contributed an estimated $4.2 billion to the U.S. economy and supported an estimated 35,000 jobs. Visitors to FWS REA sites contributed $2.3 billion, or 54% of the total nationwide economic impact, and supported over 18,500 jobs, or 54% of the total employment impact. Table 12 lists the top 15 states with respect to jobs created as a result of visitation to FWS REA sites in 2011.[32] A complete list of these statistics for states and U.S. Territories is provided in Appendix C.

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[30] National Park Service. 2012. "Economic Benefits to Local Communities from National Park Visitation and Payroll, 2010." Natural Resource Report NPS/NRSS/EQD/NRR—2011/481. In addition to the information presented here, the report also provides State-by-State information on the economic impacts and impacts to jobs resulting from visitation and NPS payroll (Table A-4, pages 39-40).

[31] Value added is the sum of labor income, profits and rents, and indirect business taxes. It can also be defined as total sales net of the costs of all non-labor inputs. Value added is the preferred economic measure of the contribution of an industry or activity to the economy.

[32] National-model coefficients for output and employment contributions were taken from IMPLAN 2010 (www.implan.com/V4/Index.php), and the spending profiles were developed by FWS.

Table 12. Jobs Supported and Economic Contributions from Visitation to U.S. Fish and Wildlife Service REA sites in 2011, Top 15 States

STATE	VISITS TO REA SITES	JOBS IMPACT	ECONOMIC OUTPUT
Alaska	1,388,845	2,263	$224,978,674
Florida	2,304,633	1,666	$167,707,898
Oklahoma	2,163,565	880	$74,490,955
Virginia	1,675,372	876	$83,692,048
Minnesota	1,434,507	851	$78,885,952
Wisconsin	1,291,920	810	$66,476,799
Texas	1,011,701	679	$68,200,088
Alabama	1,092,072	608	$50,254,153
South Carolina	606,422	499	$42,733,008
Arkansas	1,063,024	472	$36,191,558
Montana	384,100	470	$39,736,797
Massachusetts	992,899	452	$52,897,550
Wyoming	333,000	436	$36,180,182
Washington	672,260	401	$44,347,560
Illinois	1,067,563	387	$40,430,192

U.S. Department of Agriculture, Forest Service

Results from the USFS NVUM survey for 2010 show that recreational activities in national forests and grasslands substantially benefit America's economy – especially rural communities – by contributing $14.5 billion annually to the U.S. economy. Based on the NVUM survey, USFS estimates that in 2010, national forests sustained 223,000 jobs in rural communities and visitors spent $13 billion in communities within 50 miles of the national forests and grasslands.[33]

[33] USDA News Release No. 0342.11 http://www.usda.gov/wps/portal/usda/usdahome?contentid=2011/08/0342.xml&contentidonly=true

Connecting People to America's Great Outdoors

President Obama launched the America's Great Outdoors (AGO) initiative to heighten interest and engagement in conservation and outdoor recreation throughout the United States. The initiative will "develop a 21st century conservation agenda that will protect America's natural and cultural resources, and connect people to the outdoors through jobs, education, recreation, and service."[34] The goals of the initiative include engaging youth in the outdoors and increasing outdoor recreation, both of which align with the goals of the recreation fee program.

With respect to outdoor recreation, AGO established the Federal Interagency Council on Outdoor Recreation (FICOR), an interagency group made up of senior leaders of the seven major federal agencies that provide recreation opportunities to the public. The FICOR agencies include all five REA agencies as well as the National Oceanic and Atmospheric Administration and the U.S. Army Corps of Engineers. These agencies collectively oversee one-third of the nation's lands and waters and serve over one billion visitors annually. FICOR promotes coordination among agencies to support and enhance outdoor recreation opportunities and access. The majority of these agencies collect fees from recreation visitors.

Recreation fees play an integral role and are a major support component of the FICOR agencies' efforts to implement sound business practices and operations and provide high quality recreation facilities and opportunities. Through the nationwide AGO listening sessions and the more than 100,000 comments received, the public clearly expressed support for an accountable recreation fee program that returns the funds collected to support the parks and other lands where they were collected. By providing many outdoor recreation opportunities, supporting educational facilities and programs, facilitating volunteer and work programs, and serving as a forum for agencies to coordinate on these topics, the recreation fee program supports the FICOR's top ten Priority Emphasis Areas:

- Improve Recreation Information
- Expand Outdoor Recreation Access
- Enhance Recreation Visitor Management
- Support Local Community-Based Recreation and Tourism
- Connect Outdoor Recreation to Improved Health and Well-being
- Achieve Sustainable Business Models for Outdoor Recreation
- Advance Regional/Landscape-Level Coordinated Planning for Recreation
- Enhance Youth Engagement, Volunteer Development and Diversity
- Improve Visitor Safety and Risk Management for Outdoor Recreation
- Measure and Document the Value and Benefits of Outdoor Recreation

The First Lady's "Let's Move!" initiative was launched in 2010 to address the problem of childhood obesity in the United States. Among its objectives is to increase the amount of time children spend engaging in physical activities. Federal recreation areas provide opportunities for physical activity, and recreation fees support a wide array of physical activities that children enjoy, including many that are geared specifically towards children. These include bicycling, rafting, fishing, hunter education courses, exploring caves, service projects,

[34] October 2011. America's Great Outdoors 2011 Progress Report. http://americasgreatoutdoors.gov/files/2011/10/AGO_ProgressReport2011.pdf. Page 3.

and outdoor education programs that incorporate physical activity. Children 16 and younger are exempted from entrance fees and standard amenity recreation fees under REA, providing an additional incentive to visit REA sites to recreate.

The recreation fee program is an important part of the overall effort by REA agencies to promote the 21st century conservation agenda envisioned by these initiatives, by providing unparalleled outdoor recreation opportunities, engaging and educating youth, providing volunteer and other service opportunities, and supporting many jobs in conservation and outdoor recreation. Highlights of these efforts are provided below. Although not all of the examples involve the use of recreation fees, they all reflect the efforts and the intent of REA agencies to promote recreation and protection of federal recreation lands.

National Park Service

NPS committed $6.6 million in FY 2011 recreation fee revenue for Public Land Corps Projects involving youth. These projects engage youth organizations and provide outdoor work and educational experiences. Projects have included trail construction, vegetation removal, and park facility improvements. NPS has spent approximately $46 million on Public Land Corps projects since 2000.

NPS has used recreation fee revenue for approximately 2,000 accessibility related projects including audio visual aids, captioning, redesign of exhibits, facility modifications and web design. In addition, NPS fee funded outreach programs target underserved communities and their families to enhance education and provide improved access to park sites.

U.S. Fish and Wildlife Service

FWS seeks to increase awareness of the conservation work delivered at Fisheries Program facilities through incorporation of outdoor classrooms and other conservation education programs. Inks Dam National Fish Hatchery, located in rural Texas, had approximately 2,000 visitors per year up until 2008. After creating an outdoor classroom environment, developing a Friends Group, connecting with local schools and community groups, and providing numerous fishing opportunities, the facility welcomed 11,000 visitors in 2010. This effort reached 10,000 youth through on-site and off-site educational opportunities.

FWS is part of a multi-agency partnership in Albuquerque, New Mexico, working to create the FWS Southwest Region's first "urban refuge." FWS is contributing to this effort through targeted land acquisition that would establish a Middle Rio Grande Unit of the Bosque del Apache National Wildlife Refuge, which is an REA site. This urban open-space area would create environmental education opportunities for a diverse under-served public, benefit endangered species, recognize historical and cultural values intrinsic to the Middle Rio Grande, and enable compatible wildlife-dependent recreation.

Bureau of Land Management

BLM engages in many partnerships that enhance access to outdoor recreation opportunities, consistent with AGO and FICOR goals. Two such projects are described below.

Lake Havasu National Bluewater Trail System, Lake Havasu City, Arizona

Lake Havasu provides boating, fishing, camping, and other outdoor recreation for two million visitors a year. The river- and lake-based trail will be complemented by a parallel non-motorized trail along the lakeshore. Both

would connect the city to national wildlife refuges at both ends of Lake Havasu, three state parks, new public fishing facilities, six new accessible shoreline camps to accommodate disabled visitors, and over 80 existing boating camps on BLM public lands. The project would culminate over ten years of work by public and private partners to improve the reservoir's fisheries, shoreline access, and recreation opportunities, as well as its potential to support outdoor education. The partners plan to engage a Youth Conservation Corps team in 2012 to do some of the land-based restoration and enhancement work. The project will support the local and regional economies and advance AGO and FICOR recreation goals.

Boise River Greenbelt, Idaho

The Boise River Greenbelt offers over 22 miles of pathways on both sides of the Boise River. A signature attraction of the city of Boise, it connects parks, historic features, residential areas, and the downtown area. In partnership with federal, state, and local agencies and nonprofit organizations, BLM is working to extend the greenbelt to 63 miles, from Lucky Peak Dam to the confluence of the Snake and Boise rivers, creating a recreational expressway to Eagle Island State Park. Connecting pathways will provide recreation access and bicycle commuting to and from ten cites in Idaho's Treasure Valley. The project also will clear barriers and provide portages for boating and increase access for fishing and wildlife viewing.

U.S. Forest Service

USFS uses fee revenues to connect Americans to the great outdoors in many ways. Examples of enhancing recreational access and opportunities include the following:

The Bitterroot National Forest in Montana maintained 510 miles of trail in 2010 using funds from outfitting and guiding special recreation permit fees. These trails are enjoyed both by clients of outfitters and guides and by unguided visitors.

On the Grand Mesa, Uncompahgre, and Gunnison National Forests in Colorado, fee revenues are used to administer several recreation events enjoyed by many visitors, including the Imogene Pass Run, the Jeep Jamboree, motorcycle endurance events, over-snow vehicle and dog sled races, the Mountain Man Rendezvous, an annual car race to Lands End, the Fat Tire Bike Ride, the Crested Butte Wildflower Festival, and the Colorado 500 Motorcycle Tour.

The Arapaho-Roosevelt National Forests in Colorado worked with the City and County of Denver in 2010 on site improvement projects, including reconstruction of the Chicago Lakes Overlook Trail to make it more accessible.

Many national forests engage young people in conservation activities. For example, the Bitterroot National Forest in Montana has provided job and educational opportunities at recreation areas and campgrounds for students and youth from the Corvallis Middle School and Trapper Peak Job Corps Civilian Conservation Center and through the Healthy Kids–Healthy Forests initiative.

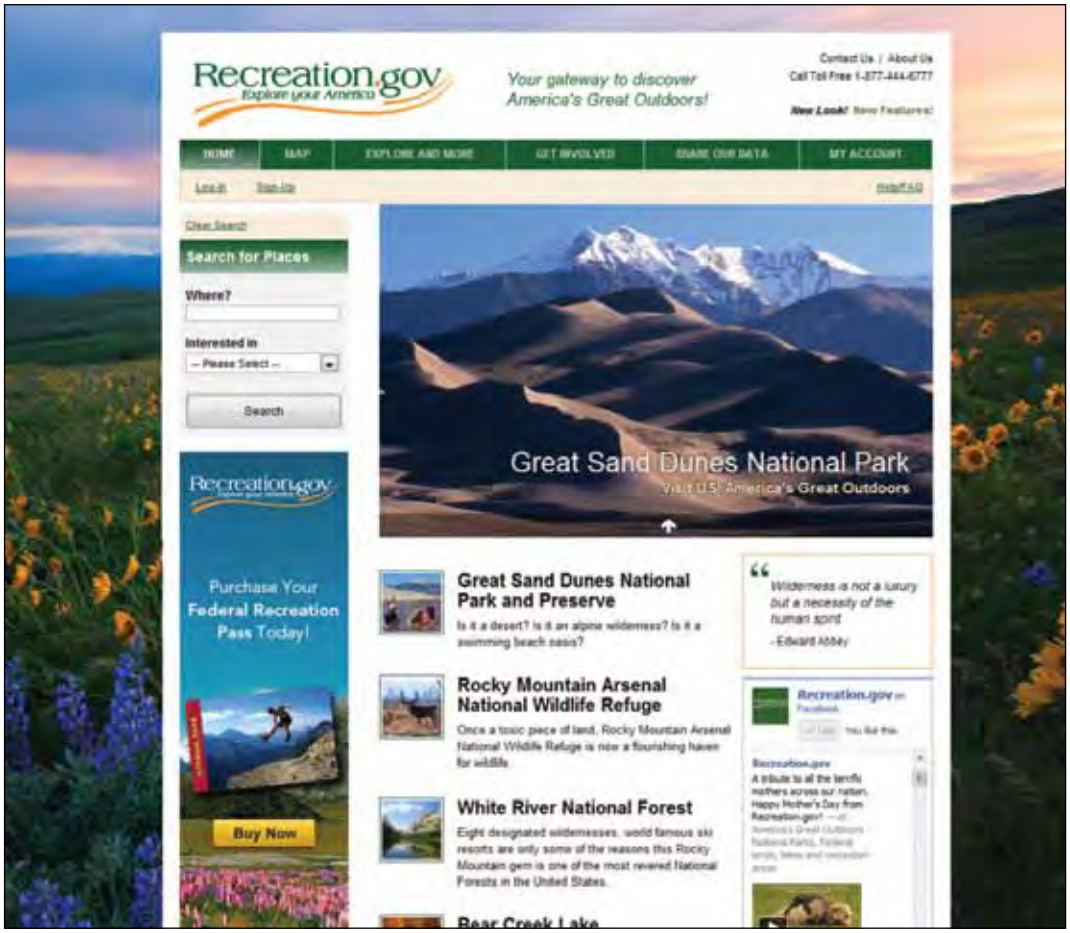
Fee revenues also help conserve and restore national forests and address public safety concerns. The White Mountain National Forest in New Hampshire purchased bear-proof food storage boxes in 2010 to reduce encounters between visitors and native black bears. Many forests use fee revenues to remove diseased and other hazard trees at developed recreation sites.

Bureau of Reclamation

Reclamation is cooperating with other federal, state, and local agencies to develop projects listed in the "America's Great Outdoors Fifty-State Report."[35] In particular, Reclamation is the lead federal agency for the San Joaquin River in California, the Platte River Recovery Implementation Program in Nebraska, and the Colorado River Heritage Greenway Parks and Trails in Nevada. These projects include supporting recreation access, habitat protection, river restoration, and opportunities for youth employment. In addition, Reclamation is a participating agency on several other AGO projects identified in the Fifty-State Report.

Recreation.gov and the National Recreation Reservation Service

The REA Program has worked with the National Recreation Reservation Service to meet visitors' demand for "one-stop shopping" as they set out to explore and experience America's public lands. In February, 2007, the government launched Recreation.gov, a federal website which enables the public to make



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

[35] Department of the Interior. November 2011. America's Great Outdoors Fifty-State Report. http://www.doi.gov/news/pressreleases/upload/ago50statereport.pdf

reservations for thousands of "facilities," such as day use areas, cabins, wilderness permits, and tours through the internet or a toll-free number. Recreation.gov also provides visitors with one-stop access to maps, recreation activities, and other useful federal lands information. Recreation.gov is supported through a service contract with Active Network Inc. (previously Reserve America Inc.). USFS administers the contract on behalf of the interagency Recreation Management Committee, which consists of all five REA agencies as well as the U.S. Army Corps of Engineers and the National Archives and Records Administration. Table 13 shows the number of agency facilities that offer reservations on Recreation.gov.

Table 13. Agency Facilities Posted on Recreation.gov

AGENCY	NUMBER OF FACILITIES
BLM	10
Reclamation	4
FWS	2
NPS	168
USFS	2,016
National Archives and Records Administration	1
U.S. Army Corps of Engineers	659
Total	**2,860**

The agencies are continuously expanding their offerings on Recreation.gov to provide more options and possible itineraries for visitors. From 2009 to 2011, NPS has increased the number of participating facilities from 147 to 168, BLM has increased its participating facilities from nine to ten, Reclamation has remained steady at four, USFS has increased the number of its participating facilities from 1,931 to 2,016, and FWS launched its first two facilities on the website. Each facility has one or more sites available for reservation on Recreation.gov and via the toll-free number. Site offerings include boat launches, campsites, shelters, and lookouts. NPS also uses Recreation.gov for several lottery drawings and permits, including the White House Christmas Tree Lighting event, the White House Easter Egg Roll, Denali National Park road permits, and permits for Yosemite's Half Dome.

Since its launch, Recreation.gov has received nearly 800 million page views and has processed over 4.4 million reservations. The website experienced a 23% increase in traffic between 2009 and 2011, indicating growing public awareness and use of the site. In 2011, over 890,000 reservations were made for REA sites on Recreation.gov, resulting in nearly $41.6 million in revenue. Table 14 shows total Recreation.gov reservations and revenue at sites managed by the agencies in FY 2009, FY 2010, and FY 2011. As with fees collected at REA sites, 80% to 100% of fee revenue generated by Recreation.gov for REA sites is retained and spent at the site associated with

the reservation.

The agencies are pursuing major improvements to Recreation.gov with the goal of becoming the one-stop, web-based portal for outdoor recreation for the U.S. The improvements include a new web design, social media, and smart-phone applications. The site will also feature improved information to assist with trip planning and destination selection, and linkages to other tourism and recreation websites.

Table 14. Reservations and Revenue from Recreation.gov, FY 2009-2011

AGENCY	TOTAL NUMBER OF RESERVATIONS			TOTAL REVENUE		
	FY 2009	FY 2010	FY 2011	FY 2009	FY 2010	FY 2011
BLM	2,761	2,627	2,766	$ 189,331	$ 206,895	$ 204,557
FWS	54	85	104	$ 2,565	$ 21,445	$ 26,956
NPS	398,644	423,040	443,977	$ 13,669,924	$ 14,601,441	$ 15,187,944
Reclamation	4,995	5,743	6,253	$ 203,412	$ 215,044	$ 259,309
USFS	398,973	405,908	437,889	$ 23,335,347	$ 24,427,618	$ 25,900,487
Total	**805,427**	**837,403**	**890,989**	**$37,400,578**	**$39,472,443**	**$41,579,253**

V.
Changes in the Overall Recreation Fee Program

Wallowa-Whitman National Forest
U.S. Forest Service, Oregon
Matthew Snyder

Development of the Program Since 2004

The core elements of today's interagency recreation fee program have been in place since 1996, when the first one-year Fee Demo Program authority was enacted. The enactment of REA in 2004 introduced several substantial changes to the program. In addition, the agencies have improved the program in response to input from the public and constituent groups and based on their experience implementing this large and complex program. This section describes the major changes that have occurred in the recreation fee program since 1996.

Changes from the Recreation Fee Demonstration Program to the Federal Lands Recreation Enhancement Act

REA maintained the core elements of the Fee Demo Program, but also introduced several significant changes to the agencies' authorities. While the Fee Demo Program provided broad authority to the agencies to charge fees, REA specifies the amenities and services that must be present to charge certain types of fees. REA also increases the emphasis on the need for a strong connection between the use of fee revenues and visitor experiences. Additionally, REA establishes public participation requirements, including the requirement for BLM and USFS to use Recreation RACs for certain purposes. Table 15 on the following pages summarizes the significant changes from the Fee Demo Program to REA.

Gallatin National Forest
U.S. Forest Service, Oregon
Colin McWilliams

Table 15. Changes from the Fee Demo Program to REA

AUTHORITY	FEE DEMO PROGRAM	REA
Agencies Included	NPS, FWS, BLM, and USFS, but not Reclamation.	NPS, FWS, BLM, USFS, and Reclamation.
Duration	One year, with annual extensions.	Sunsets ten years from the date of enactment, on December 8, 2014.
Fee Retention	80% at the site where fees were collected and 20% agency-wide.	Not less than 80% at the site where fees were collected, provided that this amount may be reduced to no less than 60% if determined that revenue collected exceeds reasonable needs at a site.
Administrative Costs	Expenditure of up to 15% of fee revenues to cover fee collection costs.	Expenditure of up to an average of 15% of total fee revenue to cover administration, overhead, and indirect costs related to the recreation fee program.
Expenditures	Backlogged maintenance (including projects related to health and safety), signage, interpretation, habitat and facility enhancement, resource preservation, annual operation (including fee collection), maintenance, and law enforcement relating to public use.	Repair, maintenance, and facility enhancement related directly to visitor enjoyment, visitor access, and health and safety; interpretation, visitor information, visitor service, visitor needs assessments, and signs; habitat restoration directly related to wildlife-dependent recreation that is limited to hunting, fishing, wildlife observation, or photography; law enforcement related to public use and recreation; direct operating or capital costs associated with the recreation fee program; and fee management agreements. Prohibits expenditures on employee bonuses and biological monitoring for threatened and endangered species.
Interagency Pass	No interagency pass. Authorized experimentation with different types of passes, including regional and multi-entity passes, but retained National Parks Pass and Golden Eagle, Golden Access, and Golden Age Passports.	Establishes Interagency Pass in place of National Parks Pass and the Golden Eagle, Golden Age, and Golden Access Passports. Interagency Pass covers all entrance fees and standard amenity recreation fees for all agencies. Retains authority for regional and multi-entity passes.

Table 15. Changes from the Fee Demo Program to REA

PROVISION	FEE DEMO PROGRAM	REA
Public Participation	No provisions on public participation.	Requires public involvement in establishment or revision of recreation fees. Requires BLM and USFS to obtain recommendations from Recreation RACs on implementation or elimination of a standard or expanded amenity recreation fee and expansion or limitation of the recreation fee program.
Fee Authority	Authorized all agencies to charge admission and use fees. Authorized up to 100 fee projects.	Authorizes only NPS and FWS to charge entrance fees. Authorizes BLM, USFS, and Reclamation to charge standard amenity recreation fees for certain amenities and services. Authorizes all agencies to charge expanded amenity recreation fees, which are comparable to use fees. NPS and FWS can charge expanded amenity recreation fees for specific or specialized facilities, equipment, or services. BLM, USFS, and Reclamation can charge expanded amenity recreation fees only for specifically enumerated facilities. No limit on the number of fee sites.
Guidelines	No provisions on guidelines.	Requires guidelines on the Interagency Pass, public involvement, and how the agencies will demonstrate annually how they have provided information to the public on use of fee revenues.
Reporting	Requires annual reports to Congress on the status of the program.	Requires triennial reports to Congress on the status of the program.

Improvements Implemented by the Agencies Since 2004

The agencies have made many improvements to the recreation fee program since 2004. Notable changes are described below.

The Pass Program

The passage of REA introduced a number of changes to the interagency pass program. The interagency pass (including the Annual, Volunteer, Senior, and Access Passes) were rolled out in 2007. Some changes made to the pass program since 2007 include:

- The number of volunteer hours required to be eligible for a Volunteer Pass has been reduced from 500 to 250 starting in the spring of 2012.
- In 2012, the agencies are offering free interagency Annual Passes to all active military members (including reservists) and their families. The agencies have authorized this benefit through the end of 2013.

- Unstaffed fee areas require visitors to display proof of payment in their vehicles, and agencies provide hangtags to display interagency passes. Visitors with open-topped vehicles (such as motorcycles) cannot secure their passes inside their vehicle, so the agencies provide decals for these individuals. Whereas the initial pass rollout only included decals for Annual and Volunteer Pass holders, decals are now provided to Senior and Access Pass holders who have open-topped vehicles.
- As of 2011, Senior and Access Passes can be obtained through the mail. A $10 fee covers the cost of this service. This customer service enhancement has enabled seniors and permanently disabled individuals to receive their pass without visiting a site. This new process provides a much needed service for eligible visitors who frequent U.S. Army Corps of Engineers sites that are not close to REA sites. The U.S. Army Corps of Engineers honors discounts provided by the Senior and Access Pass but they cannot issue the passes because they were not included in the REA legislation.
- The agencies have expanded their marketing efforts and established agreements with vendors to provide the public with more options for purchasing passes. Agencies developed standardized agreement templates for third party resellers of the annual pass. Approximately 20 third party agreements each year are established with private organizations such as REI, Sierra Trading Post, and Southern RV.
- In September, 2010, the pass brochure was redesigned to include information on all the passes and the Share the Experience photography contest.

Recreation.gov

Since launching Recreation.gov in February, 2007, the agencies have greatly expanded its offerings and enhanced the user interface. Changes to Recreation.gov include:

- The NPS has added several popular offerings to Recreation.gov, including the White House Christmas Tree Lighting event, the White House Easter Egg Roll, and permits for the Denali National Park road and Yosemite National Park's Half Dome. Placing these offerings on Recreation.gov has increased fairness and ease of use, simplified payment, and improved security and crowd management for these activities.
- In 2011, the Recreation.gov contractor (Reserve America Inc.) made several improvements to the website, including improving the usability of the homepage, improving the "search" function, and enhancing links to states' recreation site websites. Reserve America Inc. also hired a professional travel writer to improve descriptions of recreation sites.

Training for Employees

The recreation fee program relies on agency staff stationed at sites around the country to implement the program and ensure positive recreation experiences for visitors. The agencies have developed guidance and training for employees who implement the recreation fee program in the field. By necessity, training needs change over time. Some recent changes include:

- NPS has developed a formal training program for Fee Supervisors. To date, approximately 650 employees have attended the training. In 2010 and 2011, NPS provided a new training course to 59 Park Managers (Superintendents). These trainings have been an important tool to ensure adherence to policy and law and have provided a forum for collaboration and discussion of best practices. NPS is working to provide enhanced guidance and increased training opportunities for its front line employees and park managers.

- USFS uses the following strategies to train staff and improve national consistency:
    - A toolbox containing information regarding REA. Field employees are trained to use the toolbox when explaining pass options to visitors to ensure they give accurate and useful information.
    - Annual training at the national and regional levels on selling passes and managing fee revenues.
    - A fee proposal template, which ensures consistency in proposals, thereby improving communication with the public and Recreation RACs.
- BLM has identified a need for more training of field staff. BLM distance learning courses are under development that will address recreation fee program management, data collection, and commercial use.
- The agencies take law enforcement seriously and strive to maintain a high level of safety and to consistently enforce all rules and regulations. Experience with fee collection procedures has shown that there is a need to emphasize visitor education as an adjunct to enforcement in cases where visitors do not pay fees in staffed and un-staffed fee areas.

Program Management

There is a great deal that goes on "behind the scenes" to ensure that the recreation fee program is run efficiently and implementation of the program makes for safe and enjoyable visitor experiences. Enhancements to program management implemented by agencies include:

- To encourage use of unobligated funds, FWS has set an annual target obligation rate of 50% for the recreation fee account. This requirement is now contained in the FWS Guidance for the Recreation Fee Program.[36]
- To reduce the unobligated balance of recreation fees, NPS implemented a policy in 2009 that requires all fee-collecting parks to carry over no more than 35% of collections into the next calendar year. For parks that do not meet this target level, fee retention would be reduced to 60% of fees collected and the remainder would be allocated to high priority projects at non-fee collecting parks. NPS has also implemented a system for each fee collecting park to use the Recreation Fee Comprehensive Plan which documents projects for five years. Each fee-collecting park completes an annual update of their plan which includes a timeline for completing approved projects. Using this management tool, projects are reviewed for compliance with REA, and for consistency with expenditure criteria – particularly the direct visitor connection criterion. The plans enhance accountability and provide a mechanism for reporting and documenting performance accomplishments.
- Since REA was passed, NPS has initiated a service-wide point-of-sale cash register system that will facilitate effective and efficient collection, accounting, reporting and management of fee revenues. This system is expected to improve the visitor experience by reducing wait times at park entrance stations. Thus far, the point-of-sale cash register system has been implemented at three parks: Yosemite, Sleeping Bear Dunes, and Castillo.
- NPS developed a centralized process for parks to order park-specific passes. This will lead to more standardization across parks and also provides efficiencies with the printing and procurement process.

[36] The FWS guidance advises sites to examine their available balances and, if they are more than 50% of a site's annual collections, to allocate funds to projects such as visitor services or maintenance. Accumulating two or more years of funding to pay for one big project is permitted, provided that the project is included in a business plan.

- NPS developed a servicewide pre-paid receipt option that parks can use to pre-sell entrance receipts. The receipts reduce cash handling at the entrance gate and reduce visitor wait times, and have been well received by many parks. The receipts are also a good marketing tool for third party retailers and can be packaged with other sales items.
- USFS conducted a review of standard amenity recreation fee areas to promote national consistency and respond to public input. This review began with an inventory of areas and concluded with a national review of each area. As a result, USFS anticipates reducing the size and number of fee areas. USFS began developing proposals for changes to fee areas in 2011 and implementing those proposals in 2012.
- USFS began implementing a point-of-sale system in 2011 to enhance customer service and accounting of fee revenue. The system is being implemented in phases, starting with sites that manage the highest volume of fee revenue.

Other Improvements

In addition to the above improvements to the recreation fee program, agencies have made the following changes:

- Cognizant of the impact of the economic downturn, the agencies provided additional fee-free days. For example, NPS had eight in 2009, 15 in 2010, 17 in 2011, and plans 17 for 2012.
- NPS redesigned NPS.gov to make information easier to find and fee rates more apparent.
- The agencies developed additional marketing materials for the Share the Experience photography contest. This increases the exposure of the contest to visitors and potential corporate sponsors.
- In 2009, USFS began reporting accomplishments nationally on an annual basis. Reports showing fee revenues collected and expended and highlights of expenditures are posted on-line (http://www.fs.fed.us/passespermits/accomplishments.shtml), shared with Recreation RACs, and provided to the public.

The Future of the Recreation Fee Program

In the eight years since REA was enacted, the agencies have sought to implement a consistent approach to collection and use of recreation fees. REA lays the foundation, sets general parameters, and provides the agencies some flexibility to experiment and determine the best means to provide recreational services and amenities to our visitors while maintaining cultural and natural heritage for future generations. The material below identifies some of the essential elements of the recreation fee program and some possible improvements that could be considered.

Essential Elements of the Recreation Fee Program

REA allows the agencies to collaborate in implementing a consistent and effective recreation fee program that enhances visitor experiences. The following core elements of REA make this program a success.

Fee Retention Authority

Fee retention and expenditure at the collecting site is a core element of the recreation fee program. Surveys show that visitors want and expect fees to be spent in the places they visit. REA authorizes the agencies to retain funds until expended, which facilitates effective use of revenues collected toward the end of the fiscal year and enables large expenditures requiring more funds than are collected in a single year. REA also provides agencies

some discretion to distribute funds based on agency-wide needs, and the agencies view this as an essential mechanism to ensure that visitor safety and enjoyment are assured at agency recreation sites.

A Multi-Agency Program

The interagency nature of the recreation fee program enables efficiency and consistency across agencies and promotes good customer service. Examples of the recreation fee program enabling consistency and collaboration include the agencies working together to implement changes to the program, to respond to external influences (such as the economic downturn and its effects on recreation), and to communicate with the public, other agencies, and Congress. REA acknowledges and allows for differences among the agencies. This is important because the agencies have different missions, both in the services they provide to the public and in the services the public expects from the agencies.

An Interagency Pass

The most visible interagency component of the recreation fee program is the interagency pass. This pass gives visitors the opportunity to engage in many recreation pursuits at multiple agencies' sites across the nation with a single card. It provides valuable benefits for seniors, permanently disabled individuals, and volunteers that are consistent across the agencies. REA allows the agencies to set the price of the Annual Pass. While the price has remained at $80 since its launch in 2007, this flexibility allows for future adjustments to ensure that the pass price is reasonable and appropriate.

Long-Term Authority

A 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, developing agreements with companies to market and sell the Annual Pass, and implementing the Share the Experience photography contest;
- Providing continuity and stability for fee collection operations; and
- Allowing the agencies time to plan, develop, and implement enhanced services for the public and agency management practices. For example, the agencies plan fee-funded projects years in advance; advance planning and funding commitments are required to ensure that the interagency pass is designed, produced, and shipped on schedule; and it often takes years to develop relationships with public and private sector partners.

Enabling Partnerships

The agencies have authority under REA to develop agreements with state, local, and private entities. Agencies enter law enforcement agreements with local government entities, through which the agency transfers recreation fee funds to the partner in exchange for patrols and enforcement activities.[37] The agencies also enter agreements with non-governmental entities to sell Annual Passes and provide recreation information to the public. Partnerships such as these have allowed the program to leverage resources and reach audiences in ways that the agencies could not do alone.

Authority to Establish Fees for a Range of Activities

REA provides the agencies authority to establish fees for a range of activities that require investments by agencies to manage visitation on agency lands. With this flexibility, the agencies are able to address safety

[37] REA provides authority for these law enforcement agreements under 16 U.S.C. 6805.

concerns and protect important natural and cultural resources. The agencies rely on this authority in densely trafficked or particularly sensitive areas to enable recreation activities such as back-country camping, river rafting, OHV riding, and hiking highly developed trails in otherwise un-developed areas.

REA provides authority to issue and charge fees for special recreation permits, including outfitting and guiding permits. Revenues collected for special recreation permits issued to outfitting and guiding companies are used to improve, restore, and maintain trails, facilities, and resources used by outfitters and guides; to administer outfitting and guiding permits; and to prevent unauthorized outfitting and guiding, which can detract from visitor experiences and cause damage to natural and cultural resources. The agencies plan to improve collection and use of these fees by working more closely with outfitters and guides to understand where facilities may be deteriorating and to prioritize the use of fee revenues.

The agencies recognize the need to use this flexible authority responsibly, and to avoid charging fees where there are few amenities and where recreation activities do not necessitate extensive expenditures on visitor safety and resource protection. As described earlier in this report, many areas managed by the agencies are available to the public free of charge, and the agencies intend for this to continue.

Considerations for the Future of the Program

The agencies offer the following for consideration with respect to changes to the recreation fee program:

- Public participation is a vital component of the recreation fee program. However, Recreation RAC review and recommendations for fee proposals have raised concerns that may be alleviated through other forms of civic engagement or, if Recreation RACs are retained, by clarifying what is required for determining general public support for Recreation RAC recommendations. In this regard, the requirement for general public support (which applies only to BLM and USFS) may be clarified by providing that two possible sources for gauging general public support are national survey results regarding attitudes toward recreation fees and public input on specific recreation fee proposals.
- Integrating other federal recreation providers into the recreation fee program could provide benefits to visitors at those sites where fees are not currently authorized, as well as greater consistency among federal recreation providers. Consultation with other federal recreation providers would be needed to determine whether including them would be appropriate.
- Examining the interagency pass with respect to benefits for active members of the military, senior citizens, and other groups may be warranted.
- The agencies provide amenities and resource protection associated with commercial services (such as private tour operators and privately operated facilities) on federal lands. REA has been critical for ensuring management and resource protection for areas used by these commercial services. Because a wide variety of commercial services are offered on federal lands, defining the commercial services for which fees can be retained could help ensure consistent application of this fee retention authority.
- Since enactment of REA, the agencies have introduced technology enhancements that have improved operations and services to the public, some of which have been highlighted in this report. There is a continuing need to utilize existing and emerging technologies to improve visitor experiences, ease of use, and availability of information on recreation opportunities, and to make agency operations more efficient and effective.

VI.
Conclusion

Western Meadowlark
Bureau of Land Management, Wyoming
Jon Levasseur

The Federal Lands Recreation Enhancement Act enables the agencies to provide consistently excellent recreation experiences at recreation sites around the country managed by BLM, FWS, NPS, Reclamation, and USFS. REA strengthens the connection between visitors and the lands they cherish by requiring that the fees they pay benefit the sites they visit. Thousands of projects, large and small, have been supported by REA fees since 2004.

The agencies manage recreation areas in every state, and many of these areas are available to the public free of charge. Every year, more than half a billion visitors from across the country and around the world enjoy the educational, exciting, relaxing, and fun opportunities that the agencies offer. These visits to federal lands yield tens of billions of dollars in tourist spending that generates hundreds of thousands of jobs across the United States.

In 2011, DOI lands hosted about 383 million visits, 73% of which occurred on NPS lands. Visitors to DOI lands contributed an estimated $42.3 billion in economic output, and visitors to REA sites contributed an estimated $25.2 billion of the $42.3 billion total. Recreation-related spending on DOI lands also supported an estimated 352,000 jobs in the surrounding communities, of which an estimated 210,000 are related to REA visitation. In 2010, recreation on National Forest System lands contributed an estimated $14.5 billion to the economy, and supported 223,000 jobs. There are many other benefits that are difficult to quantify, but that may have an equal or greater impact, such as the physical and mental health benefits from recreation and the educational impact on children and adults who experience the natural and cultural heritage of the United States. In these ways, the recreation fee program contributes to broader federal initiatives such as America's Great Outdoors, the Federal Interagency Council on Outdoor Recreation, and the First Lady's "Let's Move!" initiative.

REA revenues have risen during the years of the program and management of those revenues has improved. In the three years since the 2009 Triennial Report, total recreation fee revenues increased 2.9% from $253.2 million in FY 2008 to $260.6 million in FY 2011. During this period, cost of collection as a percentage of fee revenue has remained between 14.5% and 15.0% for all agencies combined. Due in part to agency policies to increase obligations, the agencies collectively increased obligation rates from 46% in FY 2008 to 68% in FY 2011.

REA facilitates efficiency, consistency, and good customer service by enabling interagency cooperation and public participation. The agencies strive to manage the recreation fee program effectively, efficiently, and in an open and collaborative manner. The administrative and policy changes that the agencies have introduced since 2004 demonstrate their commitment to improve the recreation fee program, both from a visitor services standpoint and a good governance standpoint.

The agencies have gained experience with this multifaceted program and the public has had opportunities to experience and react to the way it is managed. As the current authorization nears its sunset date in December, 2014, this report highlights the core components of the legislation that create a successful program – fee retention authority, interagency authority, the interagency pass, and long-term authority – and identifies several areas in which changes to the overall program could underscore its strengths and make it better still – the use of BLM and USFS Recreation RACs, possible expansion beyond the current agencies, reviewing interagency pass benefits offered to certain populations, fee collection and retention in areas where commercial services are offered, and use of existing and emerging technologies to enhance visitor services and improve agency

operations. Because REA repealed the recreation fee provisions in the Land and Water Conservation Fund Act and Recreational Fee Demonstration Program statute, if there is no law enacted to replace REA when it expires, the agencies will have no express recreation fee authority.

The agencies plan fee-funded projects years in advance and administration of the program requires significant up-front investment to implement customer service enhancements and to ensure that the interagency pass is designed, produced, and shipped on schedule. The agencies work for years to develop mutually beneficial relationships with public and private sector partners at the local and national levels. If new recreation fee legislation is pursued, reauthorization of the program in advance of REA's expiration in December, 2014, would enable cost-efficient and visitor-friendly continuation or transition of the program.

Glen Canyon National Recreation Area
National Park Service, Arizona /Utah
Wei Sun

Appendix A

Statistics and Budgetary Data

Vermilion Cliffs Wilderness
Bureau of Land Management, Arizona/Utah
Peter Gassner

Table A-1. Department of the Interior Visitation to REA and Non-REA Sites (millions), 2003-2011[1, 2]

AGENCY	2003	2004	2005	2006	2007	2008	2009	2010	2011
National Park Service									
REA sites	229.9	220.4	210.5	204.4	207.3	204.9	203.0	199.8	199.5
All other sites	35.5	56.0	90.3	67.0	68.2	69.4	82.6	81.5	79.4
Agency total	**265.4**	**276.4**	**300.8**	**271.4**	**275.5**	**274.3**	**285.6**	**281.3**	**278.9**
U.S. Fish and Wildlife Service									
REA sites	18.4	18.7	18.1	23.6	24.8	25.4	24.5	23.9	24.6
All other sites	21.2	21.2	19.9	14.8	15.5	15.9	18.1	20.6	20.9
Agency total	**39.6**	**39.9**	**38.0**	**38.4**	**40.3**	**41.3**	**42.6**	**44.5**	**45.4**
Bureau of Land Management[3]									
REA sites	10.2	9.7	9.8	10.0	8.9	8.6	8.1	7.0	5.5
All other sites	42.7	44.3	46.3	45.4	48.8	48.2	49.2	51.6	52.3
Agency total	**52.9**	**54.0**	**56.1**	**55.4**	**57.7**	**56.8**	**57.4**	**58.6**	**57.8**
Bureau of Reclamation									
REA sites	N/A	N/A	N/A	N/A	N/A	0.7	0.6	0.5	0.5
All other sites[4]	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Agency total	**N/A**	**N/A**	**N/A**	**N/A**	**N/A**	**0.7**	**0.6**	**0.5**	**0.5**
DOI Totals									
REA sites	273.4	265.6	249.7	238.0	241.0	239.5	236.2	231.2	230.1
Non-REA sites	84.6	104.7	145.2	127.2	132.5	133.5	149.9	153.7	152.6
DOI total	**358.0**	**370.3**	**394.9**	**365.2**	**373.5**	**373.0**	**386.2**	**384.9**	**382.6**

[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 III 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 REA sites and all other sites was derived from estimates in PLS of "visitor days" at these sites.
[4] Reclamation does not annually collect agency-wide visitation data at all recreation areas, the majority of which are managed by federal and non-federal partners.
Please note: values may not add to totals due to rounding.

Table A-2. REA/Fee Demo and Related Revenues (millions), FY 2003-2011

AGENCY	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
National Park Service									
Fee Demo/REA Revenue[1]	$123.5	$128.6	$128.2	$136.5	$165.6	$171.9	$171.0	$169.1	$172.4
Deed-Restricted/REA Revenue[2]	$1.3	$1.3	$1.2	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0
Non-Fee Demo/Non-REA									
National Park Pass[3]	$16.8	$20.3	$18.6	$22.2	$3.2	$0.0	$0.0	$0.0	$0.0
Yellowstone, Grand Teton	$1.0	$1.0	$1.1	$0.2	$0.4	$0.5	$0.1	$1.2	$0.5
Transportation Revenue	$5.7	$6.6	$11.0	$7.0	$11.6	$13.9	$11.0	$14.4	$14.6
NPS subtotal	**$148.3**	**$157.8**	**$160.1**	**$165.9**	**$180.8**	**$186.3**	**$182.1**	**$184.8**	**$187.5**
U.S. Fish and Wildlife Service									
Fee Demo/REA Revenue	$3.8	$3.9	$4.3	$4.3	$4.4	$4.7	$4.8	$4.8	$5.2
Non-Fee Demo/Non-REA	$0.2	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0
FWS subtotal	**$4.0**	**$3.9**	**$4.3**	**$4.3**	**$4.4**	**$4.7**	**$4.8**	**$4.8**	**$5.2**
Bureau of Land Management									
Fee Demo/REA Revenue	$10.3	$13.3	$13.3	$15.4	$14.6	$15.0	$16.7	$16.7	$17.4
Non-Fee Demo/Non-REA	$0.1	$0.2	$0.1	$0.1	$1.2	$0.9	$0.9	$1.5	$2.6
BLM subtotal	**$10.4**	**$13.5**	**$13.3**	**$15.6**	**$15.8**	**$15.9**	**$17.6**	**$18.2**	**$20.0**
Bureau of Reclamation									
Fee Demo/REA Revenue[4]						$0.2	$0.5	$0.5	$0.6
Forest Service									
Fee Demo/REA Revenue	$39.3	$46.8	$50.2	$53.4	$61.0	$61.6	$66.5	$64.9	$64.9

AGENCY	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Non-Fee Demo/Non-REA[5]	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0
USFS subtotal	**$39.3**	**$46.8**	**$50.2**	**$53.4**	**$61.0**	**$61.6**	**$66.5**	**$64.9**	**$64.9**
Total, All Agencies									
Fee Demo/REA Revenue	$176.9	$192.6	$196.0	$209.5	$245.5	$253.2	$259.5	$256.0	$260.6
Non-Fee Demo/Non-REA	$25.1	$29.4	$32.0	$29.5	$16.4	$15.4	$12.0	$17.2	$17.7
Total Revenue	**$201.9**	**$222.0**	**$227.9**	**$239.2**	**$261.3**	**$268.6**	**$271.4**	**$273.2**	**$278.3**

[1] The Fee Demo Program was repealed by REA in December, 2004.
[2] Deed-restricted revenue is included in REA revenue beginning in FY 2006.
[3] The National Park Pass was not sold in FY 2008, as it had been replaced by the REA Annual Pass. See Section III of this report for more information on the Interagency Pass Program under REA.
[4] Non-REA revenue is not provided because Reclamation does not collect agency-wide data specifically on recreation fee revenues. Due to the various authorities and revenue disposition requirements associated with Reclamation projects, there is not one specific account into which all recreation revenues are placed and the majority of recreation areas are managed by federal and non-federal partners.
[5] Non-Fee Demo/Non-REA revenue includes revenue collected under the Emergency Wetland Resources Act and the Land and Water Conservation Fund Act.
Please note: values may not add to totals due to rounding.

Table A-3. REA/Fee Demo Revenues and Cost of Fee Collection (millions), FY 2003-2011[1]

AGENCY	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
National Park Service									
Fee Demo/REA Revenue	$123.5	$128.6	$128.2	$136.5	$165.6	$171.9	$171.0	$169.1	$172.4
Deed-Restricted[2]	$1.3	$1.3	$1.2	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0
National Park Pass Revenue	$16.8	$20.3	$18.6	$22.2	$3.2	$0.0	$0.0	$0.0	$0.0
Yellowstone and Grand Teton	$1.0	$1.0	$1.1	$0.2	$0.4	$0.5	$0.1	$1.2	$0.5
Transportation Revenue	$5.7	$6.6	$11.0	$7.0	$11.6	$13.9	$11.0	$14.4	$14.6
Total Revenue	$148.3	$157.8	$160.1	$165.9	$180.8	$186.3	$182.1	$184.8	$187.5
Cost of Fee Collection	$34.6	$33.8	$32.9	$33.9	$32.8	$32.0	$34.0	$33.9	$35.1
As Percent of Total Revenue	23.3%	21.4%	20.5%	20.5%	18.1%	17.2%	18.7%	18.4%	18.7%
U.S. Fish and Wildlife Service									
Fee Demo/REA Revenue	$3.8	$3.9	$4.3	$4.3	$4.4	$4.7	$4.8	$4.8	$5.2
Cost of Fee Collection	$0.6	$0.6	$0.6	$0.6	$0.6	$0.7	$0.7	$0.7	$0.9
As Percent of Total Revenue	15.8%	15.4%	14.0%	13.0%	13.5%	15.0%	14.6%	14.3%	16.6%
Bureau of Land Management									
Fee Demo/REA Revenue	$10.3	$13.3	$13.3	$15.4	$14.6	$15.0	$16.7	$16.5	$17.4
Cost of Fee Collection[3]	$1.1	$2.1	$1.3	$1.3	$0.4	$0.4	$0.3	$0.3	$0.4
As Percent of Total Revenue	10.8%	15.8%	9.8%	8.3%	3.0%	2.8%	1.8%	1.9%	2.0%
Bureau of Reclamation									
Fee Demo/REA Revenue	N/A	N/A	N/A	N/A	N/A	$0.2	$0.5	$0.5	$0.6
Cost of Fee Collection	N/A	N/A	N/A	N/A	N/A	$0.1	$0.3	$0.1	$0.1
As Percent of Total Revenue	N/A	N/A	N/A	N/A	N/A	45.0%	58.4%	22.1%	17.3%

AGENCY	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Forest Service									
Fee Demo/REA Revenue	$39.3	$46.8	$50.2	$53.4	$61.0	$61.6	$66.5	$64.9	$64.9
Cost of Fee Collection	$5.3	$6.5	$7.9	$4.9	$5.1	$5.8	$5.5	$4.9	$4.7
As Percent of Total Revenue	13.6%	14.0%	15.6%	9.2%	8.4%	9.4%	8.3%	7.6%	7.2%
Total, All Agencies									
Fee Demo/REA Revenue	$176.9	$192.6	$196.0	$209.5	$245.5	$253.2	$259.5	$255.8	$260.6
Fee Demo/REA Revenue, plus Additional Revenue Sources for NPS	$201.6	$221.7	$227.7	$238.9	$260.7	$267.4	$270.5	$271.5	$275.7
Cost of Fee Collection	$41.6	$43.0	$42.6	$40.6	$38.9	$38.9	$40.8	$40.0	$41.0
Operating Cost of Fee Collection as a Percent of Fee Demo/ REA Revenue, plus Additional Revenue Sources for NPS	20.7%	19.8%	18.7%	17.0%	14.9%	14.5%	15.1%	14.7%	14.9%

[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 10.

[2] Deed-restricted revenue is counted as REA 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.

Please note: values may not add to totals due to rounding.

Table A-4. Fee Demo/REA Revenues and Obligations (millions), FY 2003-2011

AGENCY	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
National Park Service									
Fee Demo/REA Revenue[1]	$123.5	$128.6	$128.2	$158.7	$168.8	$172.0	$171.0	$169.1	$172.4
Unobligated Balance Brought Forward and Recoveries	$269.7	$251.5	$240.7	$284.6	$298.1	$274.0	$270.0	$221.2	$147.7
Funds Obligated[2]	$142.3	$141.1	$125.2	$146.6	$194.9	$179.3	$222.6	$244.8	$222.0
Unobligated Balance	$250.9	$239.1	$243.6	$296.7	$272.0	$266.7	$218.4	$145.5	$98.0
U.S. Fish and Wildlife Service									
Fee Demo/REA Revenue	$3.8	$3.9	$4.3	$4.3	$4.4	$4.7	$4.8	$4.8	$5.2
Unobligated Balance Brought Forward and Recoveries	$3.9	$4.0	$3.7	$4.1	$4.3	$4.7	$5.3	$6.0	$6.3
Funds Obligated	$3.7	$4.3	$4.4	$4.2	$4.0	$4.0	$4.3	$5.0	$7.0
Unobligated Balance	$4.0	$3.5	$3.6	$4.2	$4.7	$5.3	$5.8	$5.8	$4.5
Bureau of Land Management									
Fee Demo/REA Revenue	$10.2	$13.3	$13.3	$15.4	$14.6	$15.0	$16.7	$16.7	$17.4
Unobligated Balance Brought Forward and Recoveries	$5.3	$0.2	$7.6	$8.4	$10.7	$10.9	$11.0	$12.0	$13.3
Funds Obligated	$8.9	$12.6	$12.7	$13.3	$14.5	$15.8	$16.7	$15.5	$17.6
Unobligated Balance	$6.5	$0.8	$8.2	$10.5	$10.7	$10.1	$11.1	$13.1	$13.1
Bureau of Reclamation									
Fee Demo/REA Revenue	N/A	N/A	N/A	N/A	N/A	$0.2	$0.5	$0.5	$0.6
Unobligated Balance Brought Forward and Recoveries	N/A	N/A	N/A	N/A	N/A	N/A	$0.1	$0.4	$0.6

AGENCY	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Funds Obligated	N/A	N/A	N/A	N/A	N/A	$0.1	$0.2	$0.3	$0.3
Unobligated Balance	N/A	N/A	N/A	N/A	N/A	$0.1	$0.4	$0.6	$0.9
Forest Service									
Fee Demo/REA Revenue	$39.3	$46.8	$50.2	$53.4	$61.0	$61.6	$66.5	$64.9	$64.9
Unobligated Balance Brought Forward and Recoveries	$22.0	$25.4	$35.7	$26.7	$30.1	$30.8	$33.6	$35.2	$33.2
Funds Obligated	$35.1	$44.0	$45.6	$50.1	$60.4	$66.8	$73.8	$71.3	$68.1
Unobligated Balance	$26.2	$28.2	$40.3	$30.1	$30.8	$25.6	$26.2	$28.7	$30.0
Total, All Agencies									
Fee Demo/REA Revenue	$176.9	$192.5	$195.9	$231.8	$248.8	$253.2	$259.5	$256.0	$260.6
Unobligated Balance Brought Forward and Recoveries	$300.9	$281.1	$287.8	$323.8	$343.2	$320.4	$320.0	$274.7	$201.0
Total Funds Available	$477.8	$473.4	$483.8	$555.4	$591.7	$573.3	$579.5	$530.7	$461.5
Funds Obligated	$190.1	$202.0	$187.9	$214.2	$273.8	$265.8	$317.6	$336.9	$315.0
Funds Obligated as Percentage of Total Funds Available	40%	43%	38%	39%	46%	46%	55%	63%	68%
Unobligated Balance	$287.6	$271.6	$295.8	$341.4	$318.2	$307.7	$261.9	$193.8	$146.5

[1] Unlike in Tables A-2 and A-3, for the purposes of calculating obligations, NPS Fee Demo/REA 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.

Please note: values may not add to totals due to rounding.

Table A-5. National Park Service Obligation of REA Revenues (thousands), FY 2003-2011

	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Unobligated Balance Brought Forward and Recoveries	$269,681	$251,511	$240,669	$284,587	$298,072	$273,990	$269,996	$221,236	$147,654
Total Fees Collected[1]	$123,518	$128,606	$128,163	$158,691	$168,841	$171,994	$170,990	$169,106	$172,399
Total Funds Available	**$393,199**	**$380,117**	**$368,832**	**$443,278**	**$466,913**	**$445,984**	**$440,986**	**$390,342**	**$320,053**
Obligations by Project Type									
Facilities Maintenance									
Facilities Routine/Annual Maintenance	$54	$54	$54	$65	$1,538	$2,056	$4,197	$4,200	$4,800
Facilities Capital Improvement	$2,765	$4,055	$1,500	$4,500	$13,654	$13,365	$15,500	$16,000	$12,000
Facilities Deferred Maintenance	$77,257	$77,783	$67,500	$72,500	$101,828	$87,409	$100,000	$93,334	$88,000
Subtotal Facilities Maintenance	$80,076	$81,892	$69,054	$77,065	$117,020	$102,830	$119,697	$113,534	$104,800
Interpretation and Visitor Services	$7,588	$13,025	$10,943	$17,500	$26,069	$21,881	$35,000	$45,500	$42,000
Resource Protection	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Habitat Restoration	$17,076	$10,957	$9,000	$8,912	$12,000	$12,100	$20,001	$25,401	$22,659
Health and Safety Maintenance	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Law Enforcement (for public use and recreation)	$0	$0	$0	$500	$500	$525	$1,000	$1,500	$2,500
Collection Costs	$34,588	$33,840	$32,895	$33,931	$32,770	$32,045	$34,000	$33,939	$35,058

Fee Management Agreement and Reservation Services	N/A	N/A	$945	$1,639	$1,645	$3,200	$4,000	$5,452	$5,500
Administrative, Overhead, and Indirect Costs	$2,981	$1,342	$2,387	$2,387	$2,900	$4,565	$8,900	$9,500	$9,500
Pass Administration and Overhead	N/A	N/A	N/A	$4,683	$2,030	$2,138	N/A	N/A	N/A
Other[2]	N/A	N/A	N/A	N/A	N/A	N/A	N/A	$10,000	N/A
Total Obligations	**$142,309**	**$141,056**	**$125,224**	**$146,617**	**$194,934**	**$179,284**	**$222,597**	**$244,825**	**$222,016**
End of Year Unobligated Balance	$250,890	$239,061	$243,608	$296,661	$271,979	$266,700	$218,389	$145,517	$98,037
Total Expenditures (Outlays)	$119,282	$137,563	$123,830	$148,511	$150,030	$183,656	$200,546	$213,990	$243,046

[1] NPS Fee Demo/REA 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.
Please note: values may not add to totals due to rounding.

Table A-6. Bureau of Land Management Obligation of REA Revenues (thousands), FY 2003-2011

	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Total Fee Revenue Collected	$10,301	$13,250	$13,259	$15,404	$14,550	$14,954	$16,740	$16,648	$17,398
Unobligated Balance Brought Forward	$5,371	$177	$7,663	$8,443	$10,652	$10,939	$11,016	$11,964	$13,253
Total Funds Available	**$15,672**	**$13,427**	**$20,922**	**$23,847**	**$25,202**	**$25,893**	**$27,756**	**$28,612**	**$30,651**
Projects Accomplished									
Visitor Services	$3,000	$3,500	$4,126	$4,126	$4,939	$6,445	$5,179	$4,797	$5,451
Habitat Restoration	$750	$1,800	$464	$464	$57	$979	$812	$773	$702
Law Enforcement	$0	$0	$2,660	$2,660	$3,171	$2,712	$2,827	$2,630	$2,636
Fee Management Agreement and Reservation Services	$0	$0	$911	$1,547	$991	$17	$2,045	$1,856	$1,757
Facilities Maintenance									
Facilities Deferred Maintenance	$750	$1,200	$2,280	$561	$135	$186	$696	$618	$878
Facilities Capital Improvements	$1,600	$1,600	$423	$423	$3,249	$603	$11	$9	$15
Facilities Routine/Annual Maintenance	$1,600	$2,150	$561	$2,280	$1,750	$4,159	$3,678	$3,404	$4,748
Subtotal Facilities Maintenance	$3,950	$4,950	$3,264	$3,264	$5,134	$4,948	$4,385	$4,031	$5,641
Collection Costs (Annual Operating)	$1,127	$2,094	$1,278	$1,278	$439	$415	$302	$309	$351

Other	$150	$250	$0	NA	NA	$283	$1,143	$1,082	$1,053
Total Obligations	**$8,977**	**$12,594**	**$12,703**	**$13,339**	**$14,520**	**$15,799**	**$16,693**	**$15,478**	**$17,591**
End of Year Cumulative Unobligated Balance	$6,532	$833	$8,219	$10,508	$10,682	$10,094	$11,063	$13,134	$13,063
Total Expenditures/Outlays	$9,324	$12,001	$12,274	$12,933	$14,030	$15,478	$16,063	$16,648	$17,400

Please note: values may not add to totals due to rounding.

Table A-7. U.S. Fish and Wildlife Service Obligation of REA Revenues (thousands), FY 2003-2011

	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Total Fee Revenue Collected	$3,768	$3,854	$4,288	$4,279	$4,410	$4,660	$4,783	$4,842	$5,189
Unobligated Balance Brought Forward	$3,864	$3,952	$3,718	$4,093	$4,318	$4,655	$5,295	$5,956	$6,252
Total Funds Available	**$7,632**	**$7,806**	**$8,006**	**$8,372**	**$8,728**	**$9,315**	**$10,078**	**$10,798**	**$11,441**
Projects Accomplished									
Visitor Services	$1,238	$1,697	$1,901	$1,553	$1,632	$1,427	$1,200	$1,571	$3,035
Habitat Restoration	$278	$327	$150	$140	$91	$83	$115	$221	$153
Law Enforcement	N/A	N/A	$329	$417	$260	$300	$251	$283	$265
Fee Management Agreement and Reservation Services[1]	$0	$0	$1	$8	$8	$7	$30	$9	$6
Facilities Maintenance									
Facilities Deferred Maintenance	$503	$161	$240	$440	$520	$252	$460	$490	$566
Facilities Capital Improvements	$305	$252	$297	$376	$156	$333	$380	$370	$723
Facilities Routine/Annual Maintenance	$445	$379	$393	$281	$387	$626	$765	$951	$957
Subtotal Facilities Maintenance	$1,253	$792	$930	$1,097	$1,063	$1,211	$1,605	$1,811	$2,246
Collection Costs (Annual Operating)	$593	$578	$635	$558	$595	$700	$700	$690	$863
Other[2]	$317	$899	$411	$397	$389	$325	$380	$380	$385

Total Obligations	**$3,679**	**$4,293**	**$4,357**	**$4,171**	**$4,038**	**$4,053**	**$4,281**	**$4,965**	**$6,953**
End of Year Cumulative Unobligated Balance	$3,953	$3,513	$3,648	$4,202	$4,690	$5,262	$5,797	$5,833	$4,488
Total Expenditures/Outlays	$3,651	$4,089	$4,159	$3,711	$3,715	$4,070	$4,493	$4,135	$5,320

[1] FWS currently has one Fee Management Agreement site, though this number may increase in the future. FWS added one site to Recreation.gov in 2009 and one site in 2012.
[2] As of 2005, the "Other" category includes administrative, overhead, and indirect expenses.
Please note: values may not add to totals due to rounding.

Table A-8. Forest Service Obligation of REA Revenues (thousands), FY 2003-2011

	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Total Fee Revenue Collected	$39,300	$46,776	$50,245	$53,444	$61,042	$61,619	$66,477	$64,848	$64,940
Unobligated Balance Brought Forward[1]	$22,000	$25,400	$35,683	$26,680	$30,118	$30,808	$33,550	$35,150	$33,191
Total Funds Available	**$61,300**	**$72,176**	**$85,928**	**$80,124**	**$91,160**	**$92,427**	**$100,027**	**$99,998**	**$98,131**
Projects Accomplished									
Visitor Services	$10,588	$14,594	$10,267	$12,513	$14,264	$13,817	$14,103	$15,407	$16,745
Habitat Restoration	$3,182	$3,043	$375	$528	$479	$399	$652	$777	$540
Law Enforcement	N/A	N/A	$2,292	$2,460	$2,392	$2,453	$2,384	$2,502	$2,580
Fee Management Agreement and Reservation Services	N/A	N/A	$4,811	$7,790	$8,914	$11,208	$11,434	$11,035	$14,352
Facilities Maintenance	$17,069	$18,934	$18,207	$22,088	$23,945	$23,350	$23,577	$24,039	$24,183
Collection Costs (Annual Operating)	$5,349	$6,546	$7,858	$4,922	$5,077	$5,795	$5,527	$4,939	$4,663
Administrative, Overhead, and Indirect Costs	N/A	N/A	N/A	$756	$2,537	$3,123	$3,518	$4,032	$4,125
Other[2]	$943	$464	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Total Obligations[3]	**$33,100**	**$44,021**	**$45,622**	**$50,054**	**$60,392**	**$66,803**	**$73,800**	**$71,329**	**$68,131**

End of Year Cumulative Unobligated Balance	$26,200	$28,200	$40,306	$30,070	$30,768	$25,624	$26,227	$28,669	$30,000
Total Expenditures/Outlays[4]	$35,269	$44,021	$44,338	$50,430	$57,644	$63,849	$61,360	$62,801	$66,682

[1] Unobligated balances brought forward do not include non-REA revenue which is reflected in the SF-133 Report to Treasury. This non-REA revenue is slated specifically for deferred maintenance.
[2] The "Other" category is no longer reported as of FY 2005.
[3] 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 REA 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.
[4] Total expenditures/outlays on the SF-133 Report to the U.S. Department of the Treasury include non-REA deferred maintenance and expenditures, in addition to rounding, and reflect differences in report timing that are not reflected in the projects accomplished figures.
Please note: values may not add to totals due to rounding.

Table A-9. Bureau of Reclamation Recreation Fee Program Costs and Revenues (thousands), FY 2008-2011

	FY 2008	FY 2009	FY 2010	FY 2011
Implementation One-Time Costs[1]	$50	N/A	N/A	N/A
Recurring Cost of Collections	$35	$266	$123	$109
Administrative Costs	$10	$11	$11	$11
Total Costs	**$95**	**$277**	**$134**	**$120**
REA Revenue	$210	$462	$543	$635
Net Revenue	$115	$185	$409	$515
Percent of Revenues Spent on Collection (plus Implementation One-Time Costs for 2008)	45%	60%	25%	19%

[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 REA implementation program.
Please note: values may not add to totals due to rounding.

Appendix B

Agency Units that have Implemented Fee Changes from FY 2009-2011

Parker River National Wildlife Refuge
U.S. Fish and Wildlife Service, Massachusetts
Ronald Spolarich

Agency Units that have Implemented Fee Changes from FY 2009-2011

National Park Service

NPS units with entrance fee increases

- Thomas Edison National Historical Park, New Jersey
- Colorado National Monument, Colorado
- Steamtown National Historic Site, Pennsylvania
- Lake Mead National Recreation Area, Arizona and Nevada
- Fort Pulaski National Monument, Georgia

The entrance fees were increased at these locations to align them with the service-wide pricing structure or to ensure comparable pricing with similar local and state recreation amenities.

NPS units with increased or new expanded amenity recreation fees

- Bighorn Canyon National Recreation Area, Montana and Wyoming
- Blue Ridge Parkway, North Carolina and Virginia
- Chickasaw National Recreation Area, Oklahoma
- Colorado National Monument, Colorado
- Cumberland Island National Seashore, Georgia
- Denali National Park and Preserve, Alaska
- Everglades National Park, Florida
- Great Sand Dunes National Park, Colorado
- Hot Springs National Park, Arkansas
- Indiana Dunes National Lakeshore, Indiana
- Lake Mead National Recreation Area, Arizona and Nevada

The expanded amenity recreation fees were implemented or increased at these eleven locations, primarily for campgrounds due to improvements, to keep the rates comparable to those in the local communities, or to cover contract costs to add sites to Recreation.gov.

NPS units that ceased collecting REA fees

The following NPS units ceased collecting REA fees from 2009 to 2011, primarily due to the high cost of collection or difficult logistics associated with collecting fees:

- Agate Fossil Beds National Monument, Nebraska
- Effigy Mounds National Monument, Iowa
- Fort Scott National Historic Site, Kansas
- George Rodgers Clark National Historical Park, Indiana
- George Washington Birthplace National Monument, Virginia
- Grand Portage National Monument, Minnesota
- James Garfield National Historic Site, Ohio

• John F. Kennedy National Historic Site, Massachusetts
• John Muir National Historic Site, California
• Kenai Fjords National Park, Alaska
• Longfellow House National Historic Site, Massachusetts
• Shiloh National Military Park, Tennessee
• Theodore Roosevelt Birthplace National Historic Site, New York
• Valley Forge National Historical Park, Pennsylvania

U.S. Fish and Wildlife Service

New Fees and Fee Sites Approved

• Tualitin National Wildlife Refuge (NWR), Oregon – Added entrance fee
• Merritt Island NWR, Florida – Added entrance fee
• Red Rock Lakes NWR, Montana – New Daily Camping Fee
• Caddo Lake NWR, Texas – New Hunt Fee

Modifications/Changes Approved

• Chincoteague NWR, Virginia – Increased daily fee
• Great Dismal Swamp NWR, Virginia – Decreased bear hunt fee
• Merritt Island NWR, Florida – Increase in hunt fees
• Aransas NWR, Texas – Increased Hunt Permit/Application fee
• Sacramento NWR, California – Increased Entrance Fee
• Cibola NWR, Arizona – Increased Hunt Permit/Application fee
• Piedmont NWR, Georgia – Increase in hunt fees
• Bayou Cocodrie NWR, Louisiana – Increase in hunt fees
• Cat Island/St.Catherine Creek NWR, Louisiana – Increase in Special Recreation Activity Permit
• Noxubee NWR, Mississippi – Increase in hunt fees
• T.R. Roosevelt NWR, Mississippi – Increase in hunt fees
• Tennessee/Cross Creeks NWR, Tennessee – Increase in hunt fees
• All Alaska Refuges – Increase for Special Use Permit Fees for commercial guiding, outfitting, and transporting operations:

- Alaska Peninsula-Becharof NWR
- Yukon Delta NWR
- Innoko NWR
- Kanuti NWR
- Koyukuk-Nowitna NWR
- Izembek NWR
- Kodiak NWR
- Kenai NWR
- Arctic NWR
- Tetlin NWR
- Yukon Flats NWR

Bureau of Land Management

Received approval for new expanded amenity fee sites

- Coal Banks and Judith Landing, Montana
- Gilmore Cabin, Montana
- Moab Skyway Group Area, Utah
- Entrada Bluffs Camping Area, Utah
- Bartlett Camping Area, Utah
- Courthouse Rock Camping Area, Utah
- Zapata Falls Campground, Colorado
- Ruby-Horsethief Special Area, Colorado
- The North Fruita Desert Campground within the North Fruita Desert Special Recreation Management Area, Colorado

Received approval for new special recreation permit fees

- San Joaquin River Gorge, California

Received approval to increase standard amenity fees

- Red Rock Canyon National Conservation Area, Nevada
- Upper Missouri River Breaks National Monument Interpretive Center, Montana
- Sand Flats Recreation Area, Utah

Received approval to increase expanded amenity fees

- Burro Creek Recreation Site, Arizona
- Burro Creek Recreation Site Group Site, Arizona
- Wild Cow Springs Recreation Site Individual Sites, Arizona
- Wild Cow Springs Recreation Site Group Site, Arizona
- Windy Point Recreation Site Individual Sites, Arizona
- Penitente Canyon Campground, Colorado
- Shelf Road Recreation Area Campgrounds, Colorado
- Red Rock Canyon National Conservation Area, Nevada

Received approval to increase special recreation permit fees

- Little Sahara Recreation Area, Utah

U.S. Forest Service

Received approval for new standard amenity fee sites

- Boise National Forest, Idaho
- Deschutes National Forest, Oregon
- Ochoco National Forest, Oregon
- Rogue River – Siskiyou National Forest, Oregon
- Umpqua National Forest, Oregon
- Willamette National Forest, Oregon

Received approval for new expanded amenity fees sites

- Caribou – Targhee National Forest, Idaho
- Coronado National Forest, Arizona
- Deschutes National Forest, Oregon
- Fremont – Winema National Forest, Oregon
- Humboldt – Toiyabe National Forest, Nevada
- Kaibab National Forest, Arizona
- Malheur National Forest, Oregon
- Monongahela National Forest, West Virginia
- Ochoco National Forest, Oregon
- Okanogan – Wenatchee National Forest, Washington
- Plumas National Forest, New Mexico
- Salmon – Challis National Forest, Idaho
- Sawtooth National Forest, Idaho
- Sequoia National Forest, California
- Stanislaus National Forest, California
- Umpqua National Forest, Oregon

Received approval to increase expanded amenity fees

- Caribou – Targhee National Forest, Idaho
- Chippewa National Forest, Minnesota
- Columbia River Gorge National Scenic Area, Oregon
- Fishlake National Forest, Utah
- Fremont – Winema National Forest, Oregon
- Huron – Manistee National Forest, Michigan
- Klamath National Forest, California
- Malheur National Forest, Oregon
- Modoc National Forest, California
- Mt. Hood National Forest, Oregon
- Ochoco National Forest, Oregon
- Okanogan – Wenatchee National Forest, Washington
- Salmon – Challis National Forest, Idaho
- Sawtooth National Forest, Idaho
- Shawnee National Forest, Illinois
- Siuslaw National Forest, Oregon
- Stanislaus National Forest, California
- Umpqua National Forest, Oregon

Received approval to increase special recreation permit fees

- Gallatin National Forest, Montana
- Huron – Manistee National Forest, Michigan
- Manti – La Sal National Forest, Utah
- Mark Twain National Forest, Missouri

Received approval to eliminate standard amenity fees

• Coconino National Forest, Arizona
• Huron – Manistee National Forest, Michigan

Received approval to eliminate expanded amenity fees

• Humboldt – Toiyabe National Forest, Nevada
• Huron – Manistee National Forest, Michigan
• Inyo National Forest, California
• Klamath National Forest, California

Additional approvals for fee changes

• Huron – Manistee National Forest in Michigan received approval to increase standard amenity fees;
• Humboldt – Toiyabe National Forest in Nevada received approval to decrease expanded amenity fees; and
• Inyo National Forest in California received approval to change a fee type from an expanded amenity fee to a standard amenity fee.

Grand Teton National Park
National Park Service, Wyoming
Stacy Mizell

Appendix C

U.S. Fish and Wildlife Service REA Site Visitation, Economic Contributions, Number of Jobs Supported, by State

Table C-1. U.S. Fish and Wildlife Service REA Site Visitation, Economic Contributions, Number of Jobs Supported, by State

STATE	VISITATION	JOBS SUPPORTED	ECONOMIC OUTPUT	STATE	VISITATION	JOBS SUPPORTED	ECONOMIC OUTPUT
Alabama	1,092,072	608	$50,254,153	Nebraska	95,000	38	$2,958,950
Alaska	1,388,845	2263	$224,978,674	Nevada	65,638	52	$5,563,865
Arizona	77,000	81	$8,158,399	New Hampshire	-	0	$0
Arkansas	1,063,024	472	$36,191,558	New Jersey	585,000	284	$33,390,355
California	299,849	198	$25,897,577	New Mexico	185,640	151	$12,285,962
Colorado	30,100	25	$2,644,731	New York	384,398	191	$22,584,474
Connecticut	25,000	5	$671,771	North Carolina	221,400	140	$12,722,207
Delaware	201,748	66	$6,466,171	North Dakota	40,967	32	$2,489,099
Florida	2,304,633	1666	$167,707,898	Ohio	145,893	82	$7,295,857
Georgia	283,223	127	$12,356,028	Oklahoma	2,163,565	880	$74,490,955
Hawaii	390,538	292	$32,234,336	Oregon	32,000	16	$1,507,064
Idaho	228,182	158	$12,658,821	Pennsylvania	29,132	9	$862,236
Indiana	189,000	36	$2,943,630	Rhode Island	193,386	112	$11,423,541
Iowa	291,811	107	$8,127,696	South Carolina	606,422	499	$42,733,008
Kansas	157,700	67	$5,595,749	South Dakota	-	0	$0
Kentucky	-	0	$0	Tennessee	989,750	315	$30,240,333

Louisiana	838,106	321	$28,959,373	Texas	1,011,701	679	$68,200,088
Maine	313,000	153	$13,266,611	Utah	-	0	$0
Maryland	180,000	62	$6,707,058	Vermont	72,000	29	$2,573,918
Michigan	55,000	27	$2,471,237	Virginia	1,675,372	876	$83,692,048
Minnesota	1,434,507	851	$78,885,952	Washington	672,260	401	$44,347,560
Mississippi	310,285	114	$9,019,945	West Virginia	45,000	16	$1,276,296
Missouri	119,000	42	$3,768,460	Wisconsin	1,291,920	810	$66,476,799
Montana	384,100	470	$39,736,797	Wyoming	333,000	436	$36,180,182
National-model coefficients for output and employment contributions were taken from IMPLAN 2010 (www.implan.com/V4/Index.php). Spending profiles were developed by FWS.				**Total (Sum across states)**	**24,556,629**	**15099**	**$1,436,325,166**
				Total (National Contribution Est.)		**18167**	**$2,222,072,305**

Mt. Hood National Forest
U.S. Forest Service, Oregon
Barry Maas

Olympic National Park
National Park Service, Washington
Kimberly Reed