

Recreational Fee Demonstration Program

Annual Report to Congress

I. Background and Data

A. Background

Congress first authorized the Recreational Fee Demonstration (Fee Demo) program in section 315 of the Omnibus Consolidated Appropriations of 1996 (Public Law (P.L.) 104-134) and has subsequently extended it under P.L. 104-208, P.L. 105-18, P.L. 105-83, P.L. 105-277, P.L. 106-291, and P.L. 107-63. Under the Fee Demo Program, four Federal land management agencies — the National Park Service (NPS), U.S. Fish and Wildlife Service (FWS), and Bureau of Land Management (BLM) in the U.S. Department of the Interior (DOI), and the Forest Service (USDA FS) in the U.S. Department of Agriculture (USDA) — are authorized to charge admission and recreation use fees and retain all of the revenues collected. At least eighty percent of the revenues must be spent at the site where they are collected, and the remaining revenue (up to 20 percent) is to be used on an agency-wide basis. Current authorization for the Fee Demo Program under P.L. 107-63 will expire on September 30, 2004, with Fee Demo revenue to remain available for expenditure through September 30, 2007.

The FY 1998 Interior Appropriations Act (P.L. 105-163) required the participating Federal land management agencies to prepare a joint report to Congress each year of the Fee Demo Program.¹ This report details aggregate and site-specific figures for visitation, revenue, obligations, and cost of collection as well as agency specific explanations of data trends, general program updates, and a number of example project examples. This is the sixth joint report to Congress.

B. Lessons Learned and Suggestions for Legislative and Management Improvements

The DOI and the USDA (the Departments) strongly support efforts to establish recreation fee authority that allows them to reinvest a majority of the fees collected into facilities and services that enhance the visitor experience. This section provides a brief discussion on lessons learned and suggestions for legislative and management improvements.

During the 107th Congress, the Senate Committee on Energy and Natural Resources held a hearing on S. 2473, a bill to enhance the Fee Demo Program for the NPS, and S. 2607, a bill to authorize the Secretaries of Interior and Agriculture to retain recreation fees on Federal lands. At the hearing, the Departments outlined guiding principles and identified legislative solutions to address some of the concerns expressed about the recreation fee program. The Departments' view is that a successful fee program should be:

¹ The Annual Reports to Congress for fiscal years 1997-2001, and the April 2002 Interim Evaluation Report, are available at: <http://www.doi.gov/nrl/Recfees/RECFEESHOME.html>.

- Beneficial to the visiting public;
- Fair and equitable;
- Efficient;
- Consistent;
- Collaborative;
- Convenient; and
- Accountable.

These principles will continue to be the focus of the Departments' management and legislative efforts during the 108th Congress.

Highlighted below are some of the lessons the Departments have learned from their experience administering the Fee Demo Program over the last six years.

1. Recreation Fees Should be Managed and Administered on an Interagency Basis

The Departments have found that the visiting public does not distinguish between lands managed by different Federal agencies. Enhancing coordination among agencies is extraordinarily important in creating a sensible and efficient fee program with seamless services that is well understood by the public. The Departments recognize that many opportunities for improving the seamlessness of visitor services through improved interagency coordination exist. In addition, given that the public does not often distinguish between lands managed by different agencies, the Departments believe that it is worth considering expanding the Fee Demo Program to include the Bureau of Reclamation and the U.S. Army Corps of Engineers, agencies that currently do not participate in the Fee Demo Program. Both of these agencies manage substantial recreation programs that serve millions of visitors annually.

2. An Interagency National Pass Should Be Established

The agencies believe that it would be worthwhile to explore the creation of a new interagency national pass that would provide visitors with a convenient and economical way to enjoy recreation on Federal lands while at the same time, serve to educate the American public about their Federal lands and available recreational opportunities. One possibility is creating a new annual interagency pass with an image competition and modern marketing that would expand the National Parks Pass to include all participating agencies and would consolidate the Golden Passports established under the Land and Water Conservation Fund Act.

The interagency national pass of tomorrow would include expanded standard benefits that are consistent across agencies and more inclusive than benefits under the current Golden Eagle Pass and would have the look and program qualities of the National Park Pass. The distribution formula of pass revenues would be data-driven, in proportion to passholder use, and periodically reevaluated.

3. An Improved System of Fees to Replace Outdated "Entrance" and "Use" Fees Should Be Created

Each of the agencies have molded and shaped the Land and Water Conservation Fund Act definitions of entrance and use fees differently over the last several decades, blurring the distinction between these types of fees and affecting how the Golden passports are accepted. The lack of consistency

between and within agencies has led to visitor confusion and frustration. For this reason, the Departments propose creating a new system of fees that will have consistent application across all agencies.

Instead of an entrance fee, agencies would be authorized to charge a basic recreation fee. However, this fee would be charged only at designated units or areas where a substantial investment has been made by the agency to enhance the visitor experience. Under this system, restrictions would be put in place to ensure that the visiting public would not be charged if the agency is not making a certain level of investment in visitor services. All passes established would cover the basic recreation fee at all sites. Thus, basic recreation activities that were once charged as “use” fees would now be covered by passes.

While the Departments would like to make as many efforts as possible to streamline the recreation fee system, fairness and equity concerns argue against the elimination of all layering of fees. The notion behind charging a fee beyond the basic recreation fee is that certain recreation activities require additional attention by agency staff or involve costs that should not be borne by the general public through taxpayer funds or by the rest of the visiting public through the basic recreation fee. The system must balance fairness and equity principles by carefully considering the relationship between who pays and who benefits.

Instead of a use fee, as now charged, the Departments suggest that a fee for enhanced services, activities, and facilities be charged as an “expanded recreation” fee. The types of activities for which an expanded recreation fee may be charged will, to the extent possible, be consistent across agencies. Expanded fees would include fees for specific goods and services, such as camping and boat launching. Specific prohibitions and guidance will safeguard against blurring the two categories of fees to ensure that: 1) the system is understandable to the public; 2) the public is not “double charged” when enjoying the primary attraction of the site; and 3) passes, which are proposed to cover the basic recreation fees, retain full value.

4. Better Reporting on the Use of Fee Revenues Should Be Established

The purpose of the recreation fee program is to improve the visitor’s recreation experience. Visitor acceptance of fees depends on: 1) whether improvements to the site are visible to them and 2) whether a majority of the fee revenues stay at the site visited. For these reasons, the Departments would like to develop a reporting requirement to Congress that ensures that fee revenues are used efficiently and effectively for the benefit of the visiting public. We also are making efforts to better demonstrate, on site, to the visiting public how and where their recreation fees are being spent and to explore more creative ways to seek public input on visitor projects that fee revenues should fund.

5. Authority to Establish Agency Site-Specific and Regional Multi-entity Passes Should Be Provided

A well thought out and appropriately priced regional multi-entity pass can visitors with a value option as well as provide important opportunities for the Federal Government to partner with state and private entities to promote tourism and improve the experience of their shared visitors. Both the site-specific and regional multi-entity passes could provide regular visitors, often residents of nearby communities, with convenient and economical pass alternatives.

These concepts result from a great deal of analysis and discussion within the Departments. We believe these concepts would positively contribute to both legislative and administrative efforts to improve the recreation fee program.

Proposed solutions to the issues identified above are summarized in Table 1.

Table 1. Issues, Lessons Learned, and Proposed Solutions	
Issue or lesson learned	Proposed Solutions
Recreation fees are not consistent across sites with similar features and facilities.	<p>Increase coordination among agencies.</p> <p>Establish a single interagency national pass with standard benefits at each site that accepts the pass.</p> <p>Establish an improved and coordinated system of basic and expanded fees that is consistent across agencies.</p>
The distinction between “entrance” and “use” fees is unclear in some instances.	<p>Establish an improved and coordinated system of basic and expanded fees that is consistent across agencies.</p> <p>Establish a single interagency national pass with standard benefits at each site.</p>
The public does not always see that fees are used for improvements to facilities and services at the site where the fees were collected.	<p>Demonstrate, on site, to the visiting public how and where their recreation fees are being spent.</p> <p>Explore more creative ways to seek public input on projects that fee revenues should fund.</p> <p>Develop a meaningful reporting requirement to gauge success.</p>
The current pass system is confusing to some members of the public.	<p>Establish a single interagency national pass with standard benefits at each site.</p> <p>Ensure that single agency and regional passes provide the same standard benefits as the interagency national pass.</p> <p>Maintain the principle of allocating pass revenues in proportion to pass holder use.</p>
Recreation fees should <i>not</i> be charged in areas with little or no improvements aimed at enhancing the visitor experience.	<p>Establish a system of basic and expanded fees where fees may only be charged in areas where managers have implemented significant site improvements.</p> <p>Prohibit charging fees where little or no improvements to enhance the visitor experience have been made.</p>
Visitors should not be “nickel and dimed” with many separate recreation fee charges.	<p>Establish a system of basic and expanded fees that does not “double charge” the public for enjoying the primary attraction of the site.</p> <p>Improve communication and coordination with other agencies that charge fees.</p> <p>Apply principles of fairness by carefully considering the relationship between who pays and who benefits when establishing fees.</p>

C. Introduction to the Data

Over the life of the Fee Demo Program each of the participating agencies have reported data on visitation, revenue, cost of collection, and obligations. These four categories provide a useful analytic breakdown of each agency's implementation of the program. In summary:

- Visitation does not appear to have been significantly impacted by fees.
- Revenue has increased substantially over the last six years.
- Cost of collection as a percentage of fee revenue (including National Park Pass and National Park transportation system revenue) has remained roughly constant at 20% over time. Excluding Park Pass and transportation system revenue, cost of collection has increased somewhat.
- Obligation rates continue to improve over time.

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

D. Recreation Visits to DOI Sites

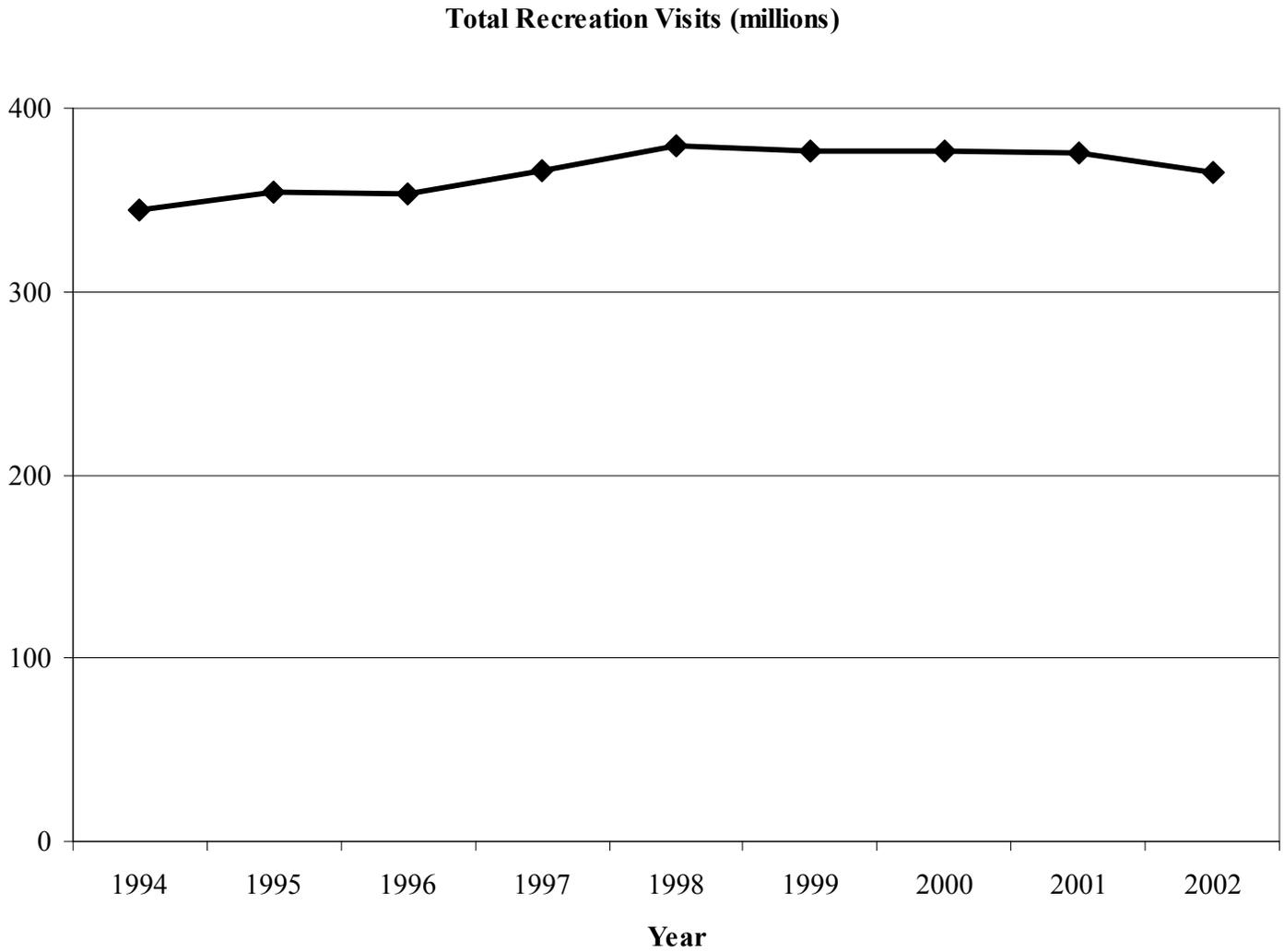


Figure 1

Table 2. Number of Recreation Visitors (millions)

Agency	Fiscal Year								
	1994	1995	1996	1997	1998	1999	2000	2001	2002
National Park Service									
Fee Demo Sites (233 Projects) ^a	164.8	166.6	159.9	164.4	163.2	163.7	164.4	161.9	216.4
All Other Sites, Fee/Non-Fee	101.7	103.0	105.9	110.8	123.5	123.4	122.1	123.3	56.9
Agency Total	266.5	269.6	265.8	275.2	286.7	287.1	286.5	285.2	273.3
U.S. Fish and Wildlife Service									
Fee Demo Sites (104 Projects)	8.7	9.0	10.0	10.3	11.1	13.1	13.9	14.6	16.1
All Other Sites, Fee/Non-Fee	18.3	18.6	19.6	19.8	21.3	21.8	22.6	24.2	22.1
Agency Total	27.0	27.6	29.6	30.1	32.4	34.9	36.5	38.8	38.2
Bureau of Land Management									
Fee Demo Sites (100 Projects)	12.5	13.4	17.7	17.6	17.5	18.5	19.3	19.6	20.1
All Other Sites, Fee/Non-Fee	38.2	43.3	39.9	43.3	43.4	36.6	34.8	31.9	33.3
Agency Total	50.7	56.7	57.6	60.9	60.9	55.1	54.1	51.5	53.4
DOI Total (BLM, FWS, NPS)									
Fee Demo Sites (437 Projects)	186.0	189.0	187.6	192.3	191.8	195.3	197.6	196.1	252.1
All Other Sites	158.2	164.9	165.4	173.9	188.2	181.8	179.5	179.4	112.3
Total	344.2	353.9	353.0	366.2	380.0	377.1	377.1	375.5	364.9

^a FY 2002 visitation include 233 NPS Fee Demo sites; previous years include visitation to the 100 Fee Demo sites for those years. Thus, FY 2002 and previous years are not directly comparable. This table does not include visitation information for the USDA FS because the agency has dramatically changed the way in which it measures visitation. In the past, visitation estimates have been unreliable due to the dispersed nature of National Forest recreation, particularly outside of controlled areas such as campgrounds and visitor centers. In 2000, the USDA FS initiated the National Visitor Use Monitoring program, a statistically valid and reliable recreation use measurement tool that employs a visitor contact survey instrument. This program will be used to report visitation in future years. However, since the National Visitor Use Monitoring program calculates visitation for all National Forests, data specific to individual Fee Demo projects will not be available. In FY 2001 (the latest available data), the USDA FS hosted over 214 million visits on USDA National Forests. This represents a slight increase from the 208 million that visited USDA National Forests in FY 2000. (See <http://www.fs.fed.us/recreation/programs/nvum/> for more information.)

E. Recreation Fee Revenues

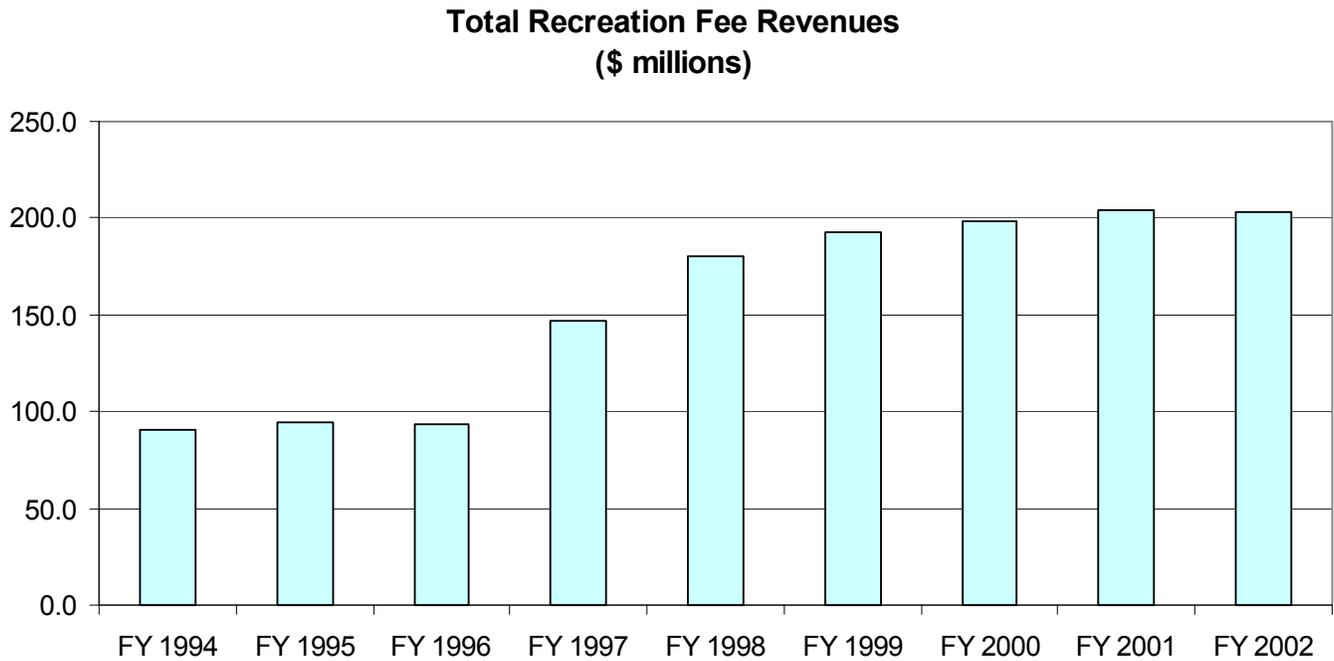


Figure 2

Note: This figure includes Fee Demo site revenue, Non-Fee Demo site revenue, Golden Eagle and Age Passport revenue, regional pass revenue, National Parks Pass revenue, and NPS transportation system revenue.

Table 3. Gross Revenues Under the Fee Demo Program (\$ millions)

Agency/Revenue Category	Before Fee Demo			During Fee Demo					
	FY 1994	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000	FY 2001	FY 2002
National Park Service									
Non-Fee Demo receipts	75.7	80.5	77.8	77.2	7.5	9.5	5.0	6.2	1.4
National Park Pass	0.0	0.0	0.0	0.0	0.0	0.0	10.1	14.2	15.3
Transportation Revenue ^b	0.0	0.0	0.0	0.0	0.0	0.0	2.0	4.9	5.0
Fee Demo receipts	0.0	0.0	0.0	45.1	136.8	141.4	133.6	126.2	125.7
NPS Totals	75.7	80.5	77.8	122.2	144.3	150.8	150.8	151.5	147.4
U.S. Fish and Wildlife Service									
Non-Fee Demo receipts & offsetting collections	2.2	2.3	2.2	2.3	0.6	0.4	0.5	0.3 ^c	0.2
Fee Demo receipts	0.0	0.0	0.0	0.6	3.1	3.4	3.4	3.7	3.6
FWS Totals	2.2	2.3	2.2	2.9	3.6	3.8	3.9	3.9	3.7
Bureau of Land Management									
Non-Fee Demo receipts	1.8	2.6	3.3	3.2	2.6	1.5	1.1	1.2	0.9
Fee Demo receipts	0.0	0.0	0.0	0.4	3.5	5.2	7.0	7.6	8.7
BLM Totals ^a	1.8	2.6	3.3	3.7	6.1	6.7	8.1	8.8	9.6
USDA Forest Service									
Non-Fee Demo receipts	10.9	9.5	10.0	9.1	5.5	5.4	3.9	4.3	4.5
Fee Demo receipts	0.0	0.0	0.043	9.2	20.8	26.5	31.9	35.3	37.7
USDA FS Totals	10.9	9.5	10.0	18.3	26.3	31.9	35.8	39.6	42.2
Total, All Four Agencies									
Non-Fee Demo receipts ^a	90.6	94.9	93.3	91.8	16.2	16.8	22.6	31.1	27.2
Fee Demo receipts	0.0	0.0	0.043	55.4	164.2	176.5	175.9	172.8	175.7
Totals For All Agencies	90.6	94.9	93.3	147.2	180.4	193.2	198.5	203.9	202.9

^a Totals may not add due to rounding.

^b The National Park Service began including transportation system revenue (as a non-Fee Demo Program) in total recreation fee revenue in FY 2002. For comparison purposes this revenue has been added retroactively for FY 2000 and FY 2001.

^c Represents a correction from the figure reported in the FY 2001 report.

F. Cost of Collection for Fee Demo Projects

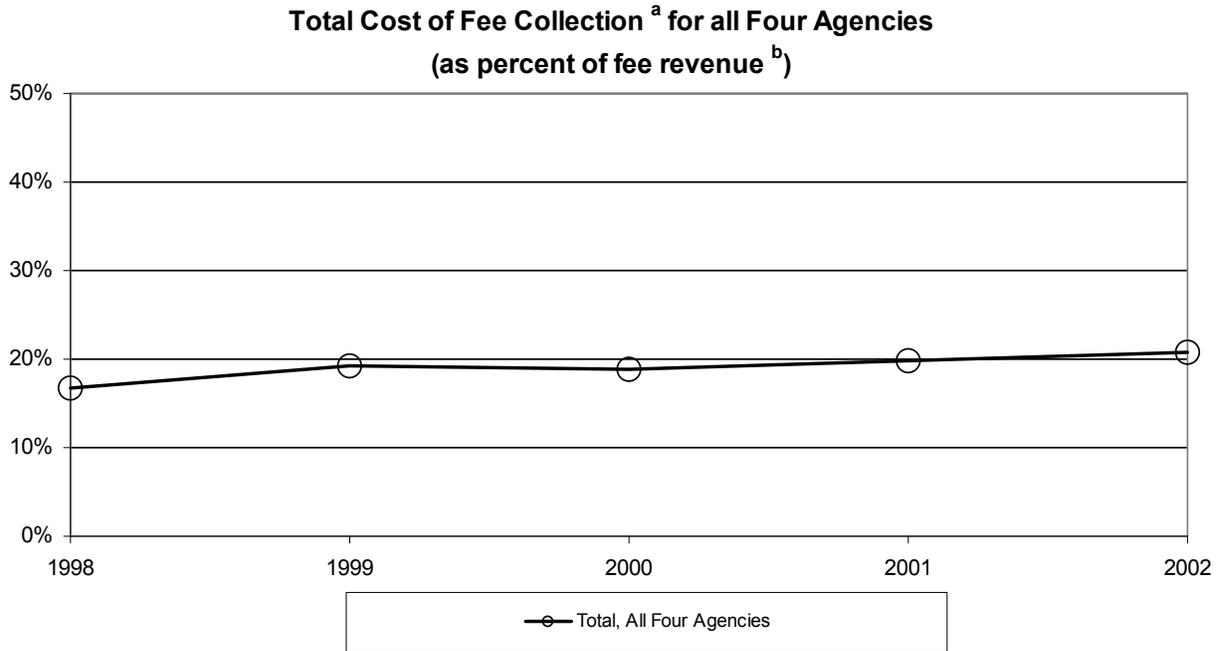


Figure 3

^a Total includes all collection costs for Fee Demo sites, whether paid with fee revenues or appropriated funds.

^b The graph represents the cost of collection as a percent of Fee Demo revenue (including National Parks Pass and NPS transportation system revenue). Cost of collections are the sum of annual operations and annualized capital investment costs. Capital costs were annualized over a 20-year period using Treasury bond rates for the appropriate year of the capital investment.

Table 4. Cost of Fee Collection in Fee Demonstration Projects (\$ thousands)

Bureau/Receipt Category	Fiscal Year 1999			Fiscal Year 2000			Fiscal Year 2001			Fiscal Year 2002		
	Annualized Capital Cost	Annual Operating Cost	Total ^a	Annualized Capital Cost	Annual Operating Cost	Total ^a	Annualized Capital Cost	Annual Operating Cost	Total ^a	Annualized Capital Cost	Annual Operating Cost	Total ^a
National Park Service												
Number of Projects			100			100			100			233
Cost of Fee Collection	358	26,024	26382	488	26,027	26,515	546	29,340	29,886	388	31,819	32,207
As Percent of Fee Revenue ^b	0.3%	18.4%	18.7%	0.4%	19.5%	19.8%	0.4%	23.3%	23.7%	0.3%	25.3%	25.6%
including NPP & Transportation ^c				0.3%	17.9%	18.2%	0.4%	20.0%	20.4%	0.3%	21.6%	21.9%
U.S. Fish and Wildlife Service												
Number of Projects			87			88			91			104
Cost of Fee Collection	25	557	582	31	1,033	1,064	37	879	916	45	641	686
As Percent of Fee Revenue	0.7%	16.5%	17.2%	0.9%	30.1%	31.0%	1.0%	23.8%	24.8%	1.2%	18.0%	19.3%
Bureau of Land Management												
Number of Projects			95			97			100			114
Cost of Fee Collection	36	1,796	1832	57	1,649	1,706	77	2,541	2,618	83	1,800	1,883
As Percent of Fee Revenue	0.7%	34.9%	35.6%	0.8%	23.7%	24.5%	1.0%	33.3%	34.3%	1.0%	21.3%	22.3%
USDA Forest Service												
Number of Projects			81			88			88			92
Cost of Fee Collection	62	5,147	5,209	73	5,900	5,973	146	5,079	5,225	160	5,945	6,105
As Percent of Fee Revenue	0.2%	19.4%	19.7%	0.2%	18.5%	18.7%	0.4%	14.4%	14.8%	0.4%	15.9%	16.3%
Total, All Four Agencies												
Number of Projects			363			373			379			543
Cost of fee collection	481	33,524	34,005	649	34,609	35,258	806	37,839	38,645	676	40,204	40,880
As Percent of Fee Revenue ^b	0.3%	19.0%	19.3%	0.4%	19.7%	20.0%	0.5%	21.5%	22.4%	0.4%	23.0%	23.3%
including NPP & Transportation ^c				0.3%	18.4%	18.8%	0.4%	19.7%	20.1%	0.3%	20.4%	20.8%

^a Total costs are the sum of annualized capital costs plus annual operating costs. Annualized capital costs in a given year are the sum of the amortized capital costs in that year plus the annualized capital costs incurred in previous years. Costs were amortized over a 20-year period using the yields associated with Treasury bonds for the given year of the capital purchase. The source of interest rates is: <http://www.federalreserve.gov/Releases/H15/data/a/tcm20y.txt>. It should be noted that the FY 2002 Cost of Collection table differs from previous years in how capital costs are displayed and therefore does not match precisely with similar tables from previous years. Total cost includes all fee collection costs for the Fee Demo site, whether paid with Fee Demo revenues or appropriated funds. Totals may not add due to rounding.

^b Includes only Fee Demo revenue (i.e. entrance & use fees, Golden Eagle, and Golden Age revenue).

^c Includes all Fee Demo Revenue (i.e. entrance & use fees, Golden Eagle, and Golden Age revenue) as well as National Park Pass and NPS transportation system revenue.

G. Obligation of Fee Demo Revenues

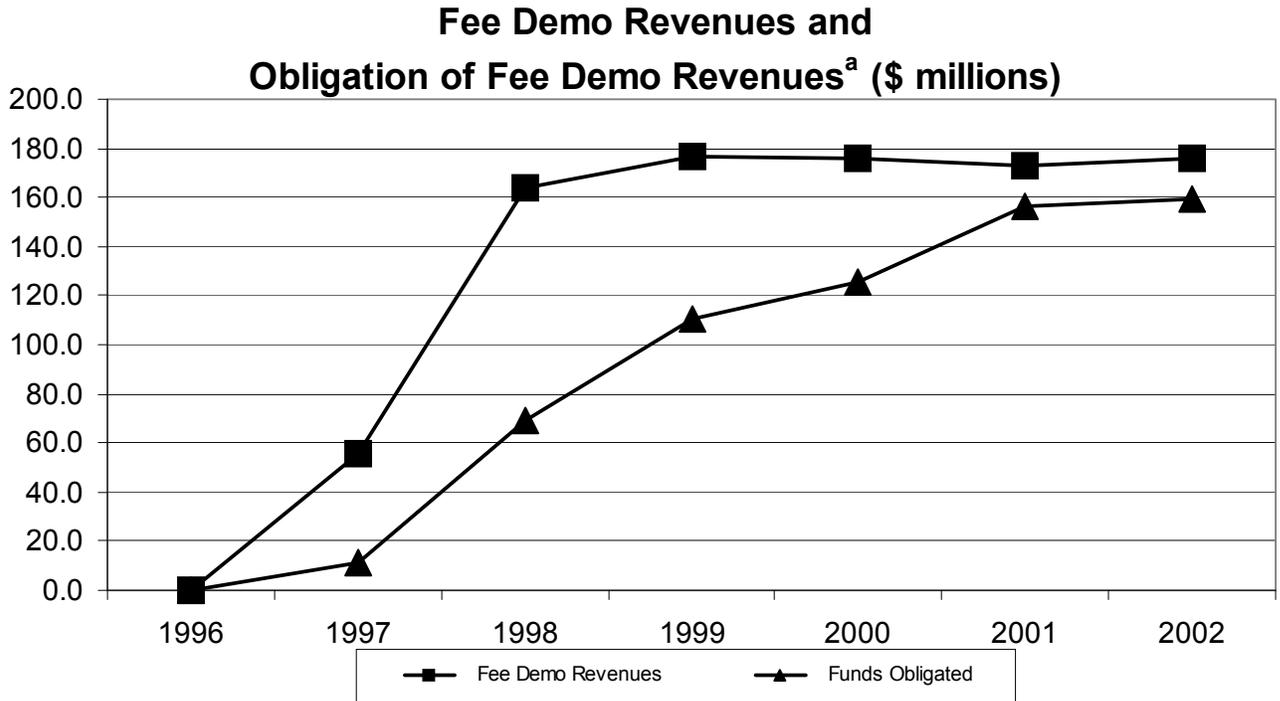


Figure 4

^aThis figure represents only Fee Demo recreation fee revenue. It does not include obligations from: non-Fee Demo sites; National Parks Pass sales; or revenue from NPS transportation systems. This figure also includes a \$14 million transfer from the USDA FS Fee Demo account to cover the cost of fighting forest fires during FY 2002. The amount transferred was redeposited in the Fee Demo account during FY 2003.

Table 5. Revenues and Obligations From Fee Demo Projects (\$ millions)

Agency	Fiscal Year						
	1996	1997	1998	1999	2000	2001	2002
National Park Service							
Fee Demo Revenues	0.0	45.1	136.8	141.4	133.6	126.2	125.7
Unobligated Balance Brought Forward and Recoveries	0.0	0.0	40.2	125.8	187.6	232.0	243.7
Funds Obligated	0.0	6.5	51.3	80.9	91.5	116.4	101.9
Unobligated Balance	0.0	38.6	125.8	186.2	229.7	241.7	267.5
U.S. Fish and Wildlife Service							
Fee Demo Revenues	0.0	0.6	3.1	3.4	3.4	3.7	3.6
Unobligated Balance Brought Forward and Recoveries	0.0	0.0	0.4	1.9	2.8	3.3	3.5
Funds Obligated	0.0	0.2	1.6	2.6	3.0	3.6	3.4
Unobligated Balance	0.0	0.4	1.9	2.7	3.3	3.5	3.8
Bureau of Land Management							
Fee Demo Revenues	0.0	0.4	3.5	5.2	7.0	7.6	8.7
Unobligated Balance Brought Forward and Recoveries	0.0	0.0	0.2	2.2	3.3	4.7	5.6
Funds Obligated	0.0	0.2	1.5	4.1	5.9	6.9	9.1
Unobligated Balance	0.0	0.2	2.2	3.3	4.5	5.5	5.2
USDA Forest Service							
Fee Demo Revenues	0.043	9.2	20.8	26.5	31.9	35.3	37.7
Unobligated Balance Brought Forward and Recoveries	0.0	0.043	5.2	11.0	14.6	20.9	26.9
Funds Obligated	0.0	4.1	15.0	22.9	25.6	29.3	45.3 ^a
Unobligated Balance	0.043	5.2	11.0	14.6	20.9	26.9	19.3 ^b
Total, All Four Agencies							
Fee Demo Revenues	0.043	55.3	164.2	176.5	175.9	172.8	175.6
Unobligated Balance Brought Forward and Recoveries	0.0	0.043	46.0	140.9	208.3	260.9	279.7
Funds Obligated	0.0	11.0	69.4	110.5	126.0	156.2	159.7 ^a
Unobligated Balance	0.043	44.4	140.9	206.8	258.4	277.6	295.8

^a This figure includes a \$14 transfer from the USDA Fee Demo account to cover the cost of fighting forest fires during FY 2002. The amount transferred was redeposited in the Fee Demo account in FY 2003.

Table 6. National Park Service Fee Demo Obligations by Category (\$ thousands)

Fiscal Year:	1998 Actual	1999 Actual	2000 Actual	2001 Actual	2002 Actual
Total Fee Demo Revenue Collected ^a	136,842	141,355	133,626	126,167	125,687
Projects Approved for Use of Fees:					
Number	819	1,159	1,165	1,792	857
Cost	85,123	142,529	154,830	167,530	117,085
Unobligated Balance Brought Forward and Recoveries	40,222	125,804	187,642	231,958	243,672
Projects Accomplished: (dollars obligated by category)					
Visitor Services	4,615	12,340	12,643	12,165	9,459
Resource Protection	983	2,285	3,378	5,585	5,395
Health and Safety Maintenance	14,183	25,480	36,325	40,929	38,525
Collection Costs ^b	23,240	28,993	27,687	30,578	32,893
Other ^c	8,239	11,835	11,502	27,162	15,601
Total Obligations ^d	51,260	80,933	91,535	116,419	101,873
End of year Cumulative Unobligated^c Balance (cumulative fees collected minus cumulative obligations)	125,804	186,227	229,733	241,706	267,486
Total Expenditures (outlays)	40,457	65,866	85,339	101,617	106,745

^a Includes revenue from recreation fees and revenue from the sale of Golden Eagle and Golden Age Passports and the Golden Eagle Hologram. Does not include revenue from the sale of the National Park Pass as it is authorized under a different statute.

^b Total Obligations to collection cost are the sum of annual collection costs plus total capital costs incurred in that fiscal year.

^c The NPS reports by obligations based on the Primary Work Element (PWE) of the account number. The "other" category includes PWEs for Natural Resources Management, (\$9,706,158), Cultural Resource Management (\$5,192,036), Cultural Resources Applied Research (\$635,267) and Fee Demonstration Administrative Costs (\$150,128). The NPS will change the reporting categories for the FY 2003 report and will include a revised Table 6.

^d May not add to total due to rounding.

Table 7. U.S. Fish and Wildlife Service Fee Demo Obligations by Category (\$ thousands)

Fiscal Year:	1998 Actual	1999 Actual	2000 Actual	2001 Actual	2002 Actual
Total Fee Demo Revenue Collected ^a	3,090	3,385	3,427	3,689	3,557
Projects Approved:					
Number	N/A	225	230 ^b	427	350 ^b
Cost	1,607	2,522	3,000	3,573	3,407
Unobligated Balance Brought Forward and Recoveries	396	1,905	2,835	3,300	3,516
Projects Accomplished: (dollars obligated by category)					
Visitor Services	n/a	1,047	2,195	1,427	1,840
Resource Protection	n/a	55	120	293	280
Health and Safety Maintenance	n/a	306	291	787	415
Collection Costs ^c	1,231	616	277	945	746
Other	n/a	542	86	120	126
Total Obligations ^d	1,615	2,566	2,969	3,573	3,407
End of year Cumulative Unobligated Balance (cumulative fees collected minus cumulative obligations)	1,871	2,724	3,293	3,516	3,795
Total Expenditures (outlays)	1,244	2,166	2,954	3,343	3,354

^a Includes revenue from recreation fees and revenue from the sale of the Golden Eagle and Golden Age Passports.

^b Estimated due to incomplete reporting from field stations.

^c Total Obligations to collection costs are the sum of annual collection costs plus total capital costs incurred in that fiscal year.

^dTotals may not add due to rounding.

Table 8. Bureau of Land Management Fee Demo Obligations by Category (\$ thousands)

Fiscal Year:	1998 Actual	1999 Actual	2000 Actual	2001 Actual	2002 Actual
Total Fee Demo Revenue Collected ^a	3,528	5,152	6,972	7,632	8,653
Projects Approved: ^b					
Number	300	400	400	350	400
Cost	3,734	7,370	9,248	9,000	10,000
Unobligated Balance Brought Forward and Recoveries	207	2,228	3,344	4,750	5,633
Projects Accomplished: (dollars obligated by category) ^b					
Visitor Services	248	638	1,208	1,700	3,000
Resource Protection	93	402	1,000	500	600
Health & Safety	900	1,156	855	1,074	2,614
Collection Costs ^c	302	1,349	1,896	2,800	1,800
Other	n/a	577	900	830	1,064
Total Obligations ^d	1,543	4,122	5,859	6,904	9,078 ^e
End of year Cumulative Unobligated Balance (cumulative fees collected minus cumulative obligations)	2,192	3,257	4,457	5,478	5,208
Total Expenditures (outlays)	999	3,729	5,501	6,512	8,111

^a Includes revenue from recreation fees and revenue from the sale of Golden Eagle and Golden Age Passports.

^b Estimates.

^c Total obligations to collection cost are the sum of annual collection costs plus capital costs incurred in the fiscal year.

^d Totals may not add due to rounding.

^e Total FY 2002 obligations include obligations associated with 114 sites. The data in Appendix C includes data for only 100 sites.

Table 9. USDA FS Obligations by Category

Category of Expenditure	Fiscal Year(s)			
	1996-1999	2000	2001	2002
Visitor Services & Operations	\$10,944,100	\$7,815,600	\$8,566,376	\$9,285,059
Maintenance	\$11,407,500	\$4,973,100	\$6,101,347	\$6,393,250
Cost of Collection	\$8,075,100	\$4,560,300	\$5,051,469	\$5,254,487
Interpretation & Signing	\$4,782,100	\$2,631,200	\$3,858,564	\$4,131,094
Facility Enhancement	\$2,712,200	\$2,090,000	\$3,365,105	\$2,838,126
Security & Enforcement	\$1,441,100	\$838,400	\$1,164,395	\$1,621,213
Resource Preservation & Enhancement	\$1,616,800	\$1,022,200	\$910,625	\$1,446,343
Interagency Transfers and Other Expenses	\$991,800	\$1,493,900	\$238,420	\$374,287
Sub Total of Obligations	\$41,970,700	\$25,424,700	\$29,256,301	\$31,343,859
Fire Suppression Loan ^a	N/A	N/A	N/A	\$14,000,000 ^a
Obligations Total	\$41,970,700	\$25,424,700	\$29,256,301	\$45,343,859

^a During the FY 2002 wildland fire season, the Forest Service transferred over \$900 million from various accounts to pay for fire suppression costs. Based on FY 2002 and prior Appropriations Acts, the Secretary of Agriculture has the authority to use all funds available to the Forest Service for fire suppression activities. Accordingly, a seven-phase funding strategy was developed, employing Fee Demo reserves in the seventh phase.

Fee Demo funds are held in special accounts. Each year, the program retains an unobligated balance for use in future years. Although \$14 million was transferred from the fund for fire suppression, the balance of \$19.7 million is adequate to continue normal operations in fiscal year 2003. All of the funds transferred from the Fee Demo account were promptly returned to the account when appropriations for fiscal year 2003 were made.