

II. Introduction to the Data

Over the life of the Fee Demo Program, each of the participating Departments has 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 has not been noticeably impacted by fees.
- Revenue has increased substantially since the program began, but has leveled off at approximately \$200 million annually over the last several years.
- The average cost of collection as a percentage of fee revenue (including National Parks Pass and transportation fee revenue) has remained roughly constant at 20 percent over time.
- Unobligated balances declined from \$296 million in FY 2003 to \$287 million in FY 2003 and the Departments have taken a number of steps to ensure that this trend is maintained. The NPS in particular has implemented management improvements to reduce the magnitude of its unobligated balances. These improvements are described in detail in the NPS section of the report.

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

A. Recreation Visits to DOI Sites

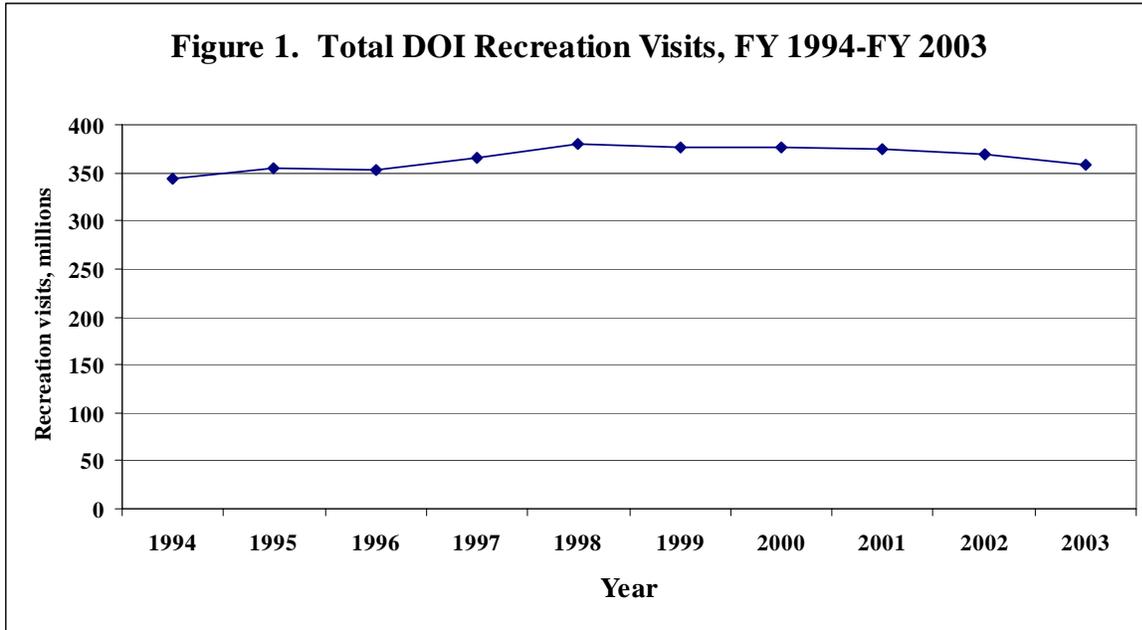


Figure 1

Table 1. Number of Recreation Visits (millions)

Agency	Fiscal Year										
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	
National Park Service											
Fee Demo Sites (236 Projects) ¹	164.8	166.6	159.9	164.4	163.2	163.7	164.4	161.9	216.4	229.9	
All Other Sites, Fee/Non-Fee	101.7	103.0	105.9	110.8	123.5	123.4	122.1	123.3	56.9	35.5	
Agency Total	266.5	269.6	265.8	275.2	286.7	287.1	286.5	285.2	273.3	265.5	
U.S. Fish and Wildlife Service											
Fee Demo Sites (109 Projects)	8.7	9.0	10.0	10.3	11.1	13.1	13.9	14.6	16.1	18.4	
All Other Sites, Fee/Non-Fee	18.3	18.6	19.6	19.8	21.3	21.8	22.6	24.2	22.1	21.2	
Agency Total	27.0	27.6	29.6	30.1	32.4	34.9	36.5	38.8	38.2	39.6	
Bureau of Land Management											
Fee Demo Sites (187 Projects)	12.5	13.4	17.7	17.6	17.5	18.5	19.3	19.6	20.1	25.1	
All Other Sites, Fee/Non-Fee	38.2	43.3	39.9	43.3	43.4	36.6	34.8	31.9	33.3	27.9	
Agency Total ²	50.7	56.7	57.6	60.9	60.9	55.1	54.1	51.5	53.4	53.0	
DOI Total (BLM, FWS, NPS)											
Fee Demo Sites (532 Projects)	186.0	189.0	187.6	192.3	191.8	195.3	197.6	196.1	252.1	273.4	
All Other Sites	158.2	164.9	165.4	173.9	188.2	181.8	179.5	179.4	112.3	84.6	
Total	344.2	353.9	353.0	366.2	380.0	377.1	377.1	375.5	364.9	358.0	

¹FY 2003 and FY 2002 visitation include 236 NPS Fee Demo sites; prior years include visitation to the 100 Fee Demo sites. In addition, previously some sites were counted as a single group, now they are counted individually. Thus, FY 2002 and previous years are not directly comparable. This table does not include visitation information for the USDA FS because the agency tracks visitation at the Forest level and not for each individual Fee Demo project. However, based upon data collected in 2000 and 2001, the USDA FS estimates that the average annual visitation to National Forests exceeds 211 million National Forest visits.

See <http://www.fs.fed.us/recreation/programs/nvum/> for more information.

²The decrease in visitation between 1998 and 1999 is largely attributed to a change in the way in which BLM estimated visitation.

B. Recreation Fee Revenues

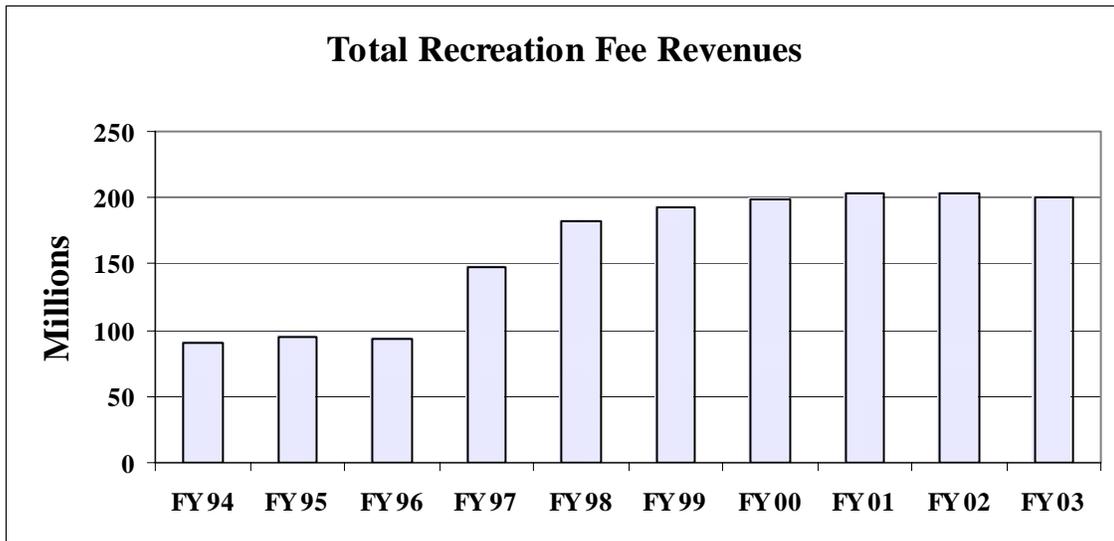


Figure 2

Note: This figure includes Fee Demo 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 2. Gross Fee Demo Revenues (\$ millions)

Agency/Revenue Category	Before Fee Demo			During Fee Demo						
	FY94	FY95	FY96	FY97	FY98	FY99	FY00	FY001	FY02	FY03
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	1.3
National Park Pass	0.0	0.0	0.0	0.0	0.0	0.0	10.1	14.2	15.3	16.8
Transportation Revenue ¹	0.0	0.0	0.0	0.0	0.0	0.0	2.0	4.9	5.0	5.7
Fee Demo receipts	0.0	0.0	0.0	45.1	136.8	141.4	133.6	126.2	125.7	123.5
NPS Total	75.7	80.5	77.8	122.2	144.3	150.8	150.8	151.5	147.4	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	0.15
Fee Demo receipts	0.0	0.0	0.0	0.6	3.1	3.4	3.4	3.7	3.6	3.8
FWS Total	2.2	2.3	2.2	2.9	3.6	3.8	3.9	3.9	3.7	3.9
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	0
Fee Demo receipts	0.0	0.0	0.0	0.4	3.5	5.2	7.0	7.6	8.7	10.3
BLM Total	1.8	2.6	3.3	3.7	6.1	6.7	8.1	8.8	9.6	10.3
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	0
Fee Demo receipts	0.0	0.0	0.043	9.2	20.8	26.5	31.9	35.3	37.7	38.8
USDA FS Total	10.9	9.5	10.0	18.3	26.3	31.9	35.8	39.6	42.2	38.8
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	23.9
Fee Demo receipts	0.0	0.0	0.043	55.4	164.2	176.5	175.9	172.8	175.7	176.4
Total For All Agencies ²	90.6	94.9	93.3	147.2	180.4	193.2	198.5	203.9	202.9	200.3

¹The NPS began including transportation system revenue (non-Fee Demo revenues) in total recreation fee revenue in FY 2002.

²Totals may not add due to rounding.

C. Cost of Collection for Fee Demo Projects

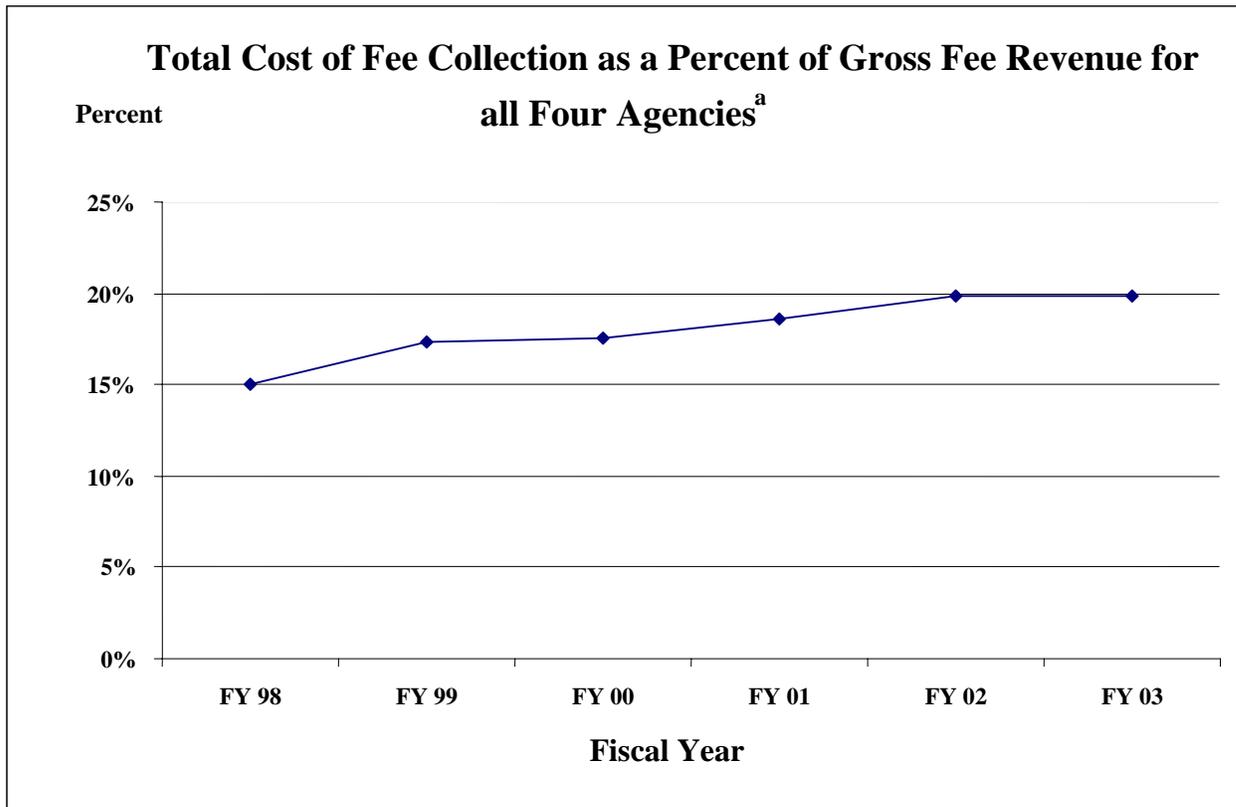


Figure 3

^aThe graph shows the cost of collection as a percent of gross Fee Demo revenue, including National Parks Pass and NPS transportation system revenue. Total costs include all direct collection costs incurred at Fee Demo sites, whether paid with Fee Demo revenues or appropriated funds. Indirect costs are not included. Cost of collection is the sum of annual operations and annualized capital investment costs. Capital costs were annualized over a 20-year period using Treasury borrowing rates for the appropriate year of the capital investment.

Table 3. Cost of Fee Collection in Fee Demonstration Projects (\$ thousands)

Bureau/Receipt Category	Fiscal Year 1999			Fiscal Year 2000			Fiscal Year 2001			Fiscal Year 2002			Fiscal Year 2003		
	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	Annualized Capital Cost	Annual Operating Cost	Total ^a
National Park Service															
Number of Projects			100			100			100			233			236
Cost of Fee Collection	358	26,024	26382	488	26,027	26,515	546	29,340	29,886	388	31,819	32,207	133	32,034	32,167
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%	0.2%	26.1%	23.6%
including NPP & Transportation ^c				0.3%	17.9%	18.2%	0.4%	20.0%	20.4%	0.3%	21.6%	21.9%	0.2%	21.8%	22.0%
U.S. Fish and Wildlife Service															
Number of Projects			87			88			91			104			109
Cost of Fee Collection	25	557	582	31	1,033	1,064	37	879	916	45	641	686	39	489	529
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%	1.0	12.9%	13.9%
Bureau of Land Management															
Number of Projects			95			97			100			114			187
Cost of Fee Collection	36	1,796	1832	57	1,649	1,706	77	2,541	2,618	83	1,800	1,883	87	1,800	1,887
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 %	0.8%	17.8%	18.6%
USDA Forest Service															
Number of Projects			81			88			88			92			105
Cost of Fee Collection	62	5,147	5,209	73	5,900	5,973	146	5,079	5,225	160	5,945	6,105	190	5,300	5.5
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 %	0.5%	13.6%	14.1%
Total, All Four Agencies															
Number of Projects			363			373			379			543			637
Cost of fee collection	481	33,524	34,005	649	34,609	35,258	806	37,839	38,645	676	40,204	40,880	842.5	39,722	40,565
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%	0.5%	22.3%	22.8%
including NPP & Transportation ^c				0.3%	18.4%	18.8%	0.4%	19.7%	20.1%	0.3%	20.4%	20.8%	0.4%	19.8%	20.2%

^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>. Total cost includes all fee collection costs for the Fee Demo site. 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..

D. Obligation of Fee Demo Revenues

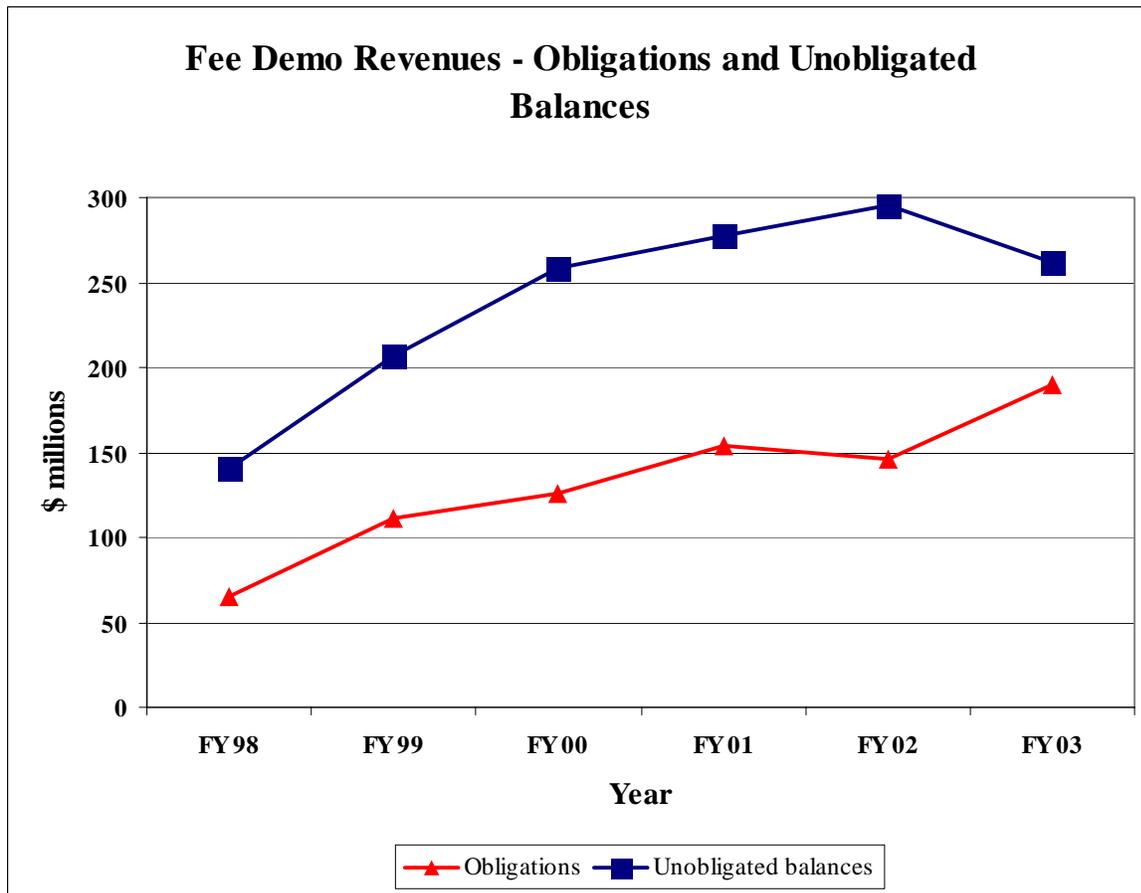


Figure 4

Note: This figure includes only Fee Demo revenue. It does not include obligations from revenues collected at non-Fee Demo sites, obligations from revenues from National Parks Pass sales, and obligations from NPS transportation system revenue.

Table 4. Revenues and Obligations From Fee Demo Projects (\$ millions)

Agency	Fiscal Year							
	1996	1997	1998	1999	2000	2001	2002	2003
National Park Service								
Fee Demo Revenues	0.0	45.1	136.8	141.4	133.6	126.2	125.7	123.5
Unobligated Balance Brought Forward and Recoveries	0.0	0.0	40.2	125.8	187.6	232.0	243.7	269.7
Funds Obligated	0.0	6.5	51.3	80.9	91.5	116.4	101.9	142.3
Unobligated Balance	0.0	38.6	125.8	186.2	229.7	241.7	267.5	250.9
U.S. Fish and Wildlife Service								
Fee Demo Revenues	0.0	0.6	3.1	3.4	3.4	3.7	3.6	3.8
Unobligated Balance Brought Forward and Recoveries	0.0	0.0	0.4	1.9	2.8	3.3	3.4	3.9
Funds Obligated	0.0	0.2	1.6	2.6	3.0	3.6	3.4	3.7
Unobligated Balance	0.0	0.4	1.9	2.7	3.3	3.5	3.8	4.0
Bureau of Land Management								
Fee Demo Revenues	0.0	0.4	3.5	5.2	7.0	7.6	8.7	10.3
Unobligated Balance Brought Forward and Recoveries	0.0	0.0	0.2	2.2	3.3	4.7	5.6	5.4
Funds Obligated	0.0	0.2	1.5	4.1	5.9	6.9	9.1	9.0
Unobligated Balance	0.0	0.2	2.2	3.3	4.5	5.5	5.2	6.5
USDA Forest Service								
Fee Demo Revenues	0.043	9.2	20.8	26.5	31.9	35.3	37.7	38.8
Unobligated Balance Brought Forward and Recoveries	0.0	0.043	5.2	11.0	14.6	20.9	26.9	19.3
Funds Obligated	0.0	4.1	15.0	22.9	25.6	29.3	45.3	36.7
Unobligated Balance	0.043	5.2	11.0	14.6	20.9	26.9	19.3	21.4
Total, All Four Agencies								
Fee Demo Revenues	0.043	55.3	164.2	176.5	175.9	172.8	175.6	176.5
Unobligated Balance Brought Forward and Recoveries	0.0	0.043	46.0	140.9	208.3	260.9	279.7	300.9
Funds Obligated	0.0	11.0	69.4	110.5	126.0	156.2	159.7 ^a	190.1
Unobligated Balance	0.043	44.4	140.9	206.8	258.4	277.6	295.8	284.8

Table 5. National Park Service Fee Demo Obligations by Category (\$ thousands)						
Fiscal Year:	1998 Actual	1999 Actual	2000 Actual	2001 Actual	2002 Actual	2003 Actual
Total Fee Demo revenue collected ¹	136,842	141,355	133,626	126,167	125,687	123,518
Projects approved for use of fees:						
Number	819	1,159	1,165	1,792	857	1,142
Cost	85,123	142,529	154,830	167,530	117,085	136,892
Unobligated balance brought forward and recoveries	40,222	125,804	187,642	231,958	243,672	269,681
Projects accomplished (dollars obligated by category)						
Visitor services	4,615	12,340	12,643	12,165	9,459	7,588
Resource protection	983	2,285	3,378	5,585	5,395	17,076
Facilities deferred maintenance	na	na	na	na	na	77,257
Facilities capital improvement	na	na	na	na	na	2,765
Facilities routine/annual maintenance	na	na	na	na	na	54
Health and safety maintenance ²	14,183	25,480	36,325	40,929	38,525	na
Collection costs ³	23,240	28,993	27,687	30,578	32,893	34,588
Other	8,2360	11,835	11,502	27,162	15,601	2,981
Total obligations ⁴	51,260	80,933	91,535	116,419	101,873	142,309
End of year cumulative unobligated balance (cumulative fees collected minus cumulative obligations)	125,804	186,227	229,733	241,706	267,486	250,890
Total expenditure (outlays)	40,457	65,866	85,339	101,617	106,745	119,282
na = not available.						
¹ Includes revenue from recreation fees and the sale of Golden Eagle Passports, Golden Age Passports and the Golden Eagle Hologram. Does not include revenue from the sale of National Park Pass as it is authorized under a different statute.						
² Starting in FY 2003 the agencies agreed to common categories and revised the definitions to improve reporting of deferred maintenance. For the NPS, what was previously reported in "health and safety" is now contained in the facilities maintenance categories; much of what was previously reported as "other" is now reported under resource protection.						
³ Total obligations to collection cost are the sum of annual collection operations plus cost of collections capital improvements incurred in that fiscal year. Amount reported does not include deferred capital cost of collection projects.						
⁴ Total obligations do not include deed restricted parks. May not add to total due to rounding.						

Table 6. U.S. Fish and Wildlife Service Fee Demo Obligations by Category (\$ thousands)

Fiscal Year:	1998 Actual	1999 Actual	2000 Actual	2001 Actual	2002 Actual	2003 Actual
Total Fee Demo Revenue Collected	3,090	3,385	3,427	3,689	3,557	3,767
Projects approved:						
Number	N/A	225	230 ^a	427	250	380
Cost	1,607	2,522	3,000	3,573	3,407	3,679
Unobligated balance brought forward and recoveries	396	1,905	2,835	3,300	3,645	3,864
Projects accomplished: (dollars obligated by category)						
Visitor services	na	1,047	2,195	1,427	1,840	1,238
Resource protection	na	55	120	293	280	278
Facilities deferred maintenance	na	na	na	na	na	503
Facilities capital improvement	na	na	na	na	na	305
Facilities routine/annual maintenance	na	na	na	na	na	445
Health and safety maintenance ¹	na	306	291	787	415	na
Collection costs ²	1,231	616	277	945	746	593
Other	n/a	542	86	120	126	317
Total obligations ³	1,615	2,566	2,969	3,573	3,407	3,679
End of year cumulative unobligated balance (cumulative fees collected minus cumulative obligations)	1,871	2,724	3,293	3,516	3,795	3,953
Total expenditures (outlays)	1,244	2,166	2,954	3,343	3,354	3,651
na = not available.						
¹ Starting in FY 2003 the Departments agreed to common categories and revised the definitions to improve reporting of deferred maintenance. Much of what was previously reported in "health and safety maintenance" category is now reported in the three facilities maintenance categories.						
² Total obligations to collection costs are the sum of annual collection costs plus total capital costs incurred in that fiscal year.						
³ Totals may not add due to rounding.						

Table 7. Bureau of Land Management Fee Demo Obligations by Category (\$thousands)

Fiscal Year:	1998 Actual	1999 Actual	2000 Actual	2001 Actual	2002 Actual	2003 Actual
Total Fee Demo revenue collected ¹	3,528	5,152	6,972	7,632	8,653	10,301
Projects approved for use of fees:						
Number	300	400	400	350	400	400
Cost	3,734	7,370	9,248	9,000	10,000	10,000
Unobligated balance brought forward and recoveries	207	2,228	3,344	4,750	5,633	5,371
Projects accomplished (dollars obligated by category)						
Visitor services	248	638	1,208	1,700	3,000	3,000
Resource protection	93	402	1,000	500	600	750
Facilities deferred maintenance	na	na	na	na	na	750
Facilities capital improvement	na	na	na	na	na	1,600
Facilities routine/annual maintenance	na	na	na	na	na	1,600
Health and safety maintenance ¹	900	1,156	855	1,074	2,614	na
Collection costs ²	302	1,349	1,896	2,800	1,800	1,127
Other	n/a	577	900	830	1,064	150
Total obligations ³	1,543	4,122	5,859	6,904	9,078	8,977
End of year cumulative unobligated balance (cumulative fees collected minus cumulative obligations) ³	2,192	3,257	4,457	5,478	5,208	6,532
Total expenditure (outlays)	999	3,729	5,501	6,512	8,111	9,324
na = not available						
¹ Starting in FY 2003 the Departments agreed to common categories and revised the definitions to improve reporting of deferred maintenance. Much of what was previously reported in "health and safety maintenance" category is now reported in the three facilities maintenance categories.						
² Total obligations to collection cost are the sum of annual collection costs plus capital costs incurred in that fiscal year.						
³ May not add to total due to rounding.						

Table 8. USDA Forest Service Obligations (\$thousands)

Fiscal Year:	1998 Actual	1999 Actual	2000 Actual	2001 Actual	2002 Actual	2003 Actual
Total Fee Demo revenue collected	20,800	26,500	31,900	35,300	37,700	38,787
Projects Approved						
Number	67	81	88	88	92	105
Cost	15,000	14,600	20,900	26,900	19,300	35,122
Unobligated balance brought forward and recoveries	5,200	11,000	14,600	20,900	26,900	19,300
Projects Accomplished: (dollars obligated by category ¹)						
Visitor services	na	na	6,914	8,417	8,495	10,558
Resource protection	na	714	901	894	1,314	3,182
Facilities deferred maintenance	na	na	na	na	na	3,830
Facilities capital improvement	na	na	na	na	na	2,150
Facilities routine/annual maintenance	na	na	na	na	na	11,089
Health and safety maintenance ²	na	4,623	4,388	6,003	5,844	na
Collection costs ³	3,659	4,302	4,560	5,015	5,254	4,951
Interpretation and signing, facility enhancement, and security ²	na	3,769	4,901	8,239	7,866	na
Other	12,001 ⁴	6,356 ⁵	1,323	234	374	943
Net fire suppression transfers ⁶	na	na	na	na	14,000	0
Total obligations ⁷	15,660	19,764	22,986	28,801	43,147	36,703
End of year cumulative unobligated balance (cumulative fees collected minus cumulative obligations)	11,000	14,600	20,900	26,900	19,300	21,384
Total expenditure (outlays) ⁷	12,500	20,680	21,460	27,518	43,788	35,269

na = not available

¹ Obligations by category were based on expenditures by category pro-rated to the total obligations.² Starting in FY 2003 the Departments agreed to common categories and revised the definitions to improve reporting of deferred maintenance. Much of what was previously reported in the "health and safety maintenance," "interpretation and signing," "facility enhancement," and "security" categories is now reported in the three facility maintenance categories and the resource protection category.³ Total obligations to collection cost are the sum of annual collection costs plus capital costs incurred in that fiscal year.⁴ Includes costs in the following categories: habitat enhancement, annual operations, security interpretation and signing, facility enhancement, health and safety, resource protection and other. In FY 1998, costs in these categories were not reported individually.⁵ Includes the following categories reported in FY 1999: habitat enhancement (\$94.3) annual operations (\$7,053); and other (\$596).⁶ The \$14 million from 2002 fire transfer was repaid in FY03 and immediately transferred again for fire suppression in FY03. The FY03 funds were not considered obligations, but a "non-expenditure transaction." However, the \$14M is included in total obligations in FY02.⁷ Total obligations and total expenditures (outlays) represent SF-133 data reported to Treasury. Pro-rated adjustments were made to expenditure category totals to reconcile with the totals reported in the SF-133.