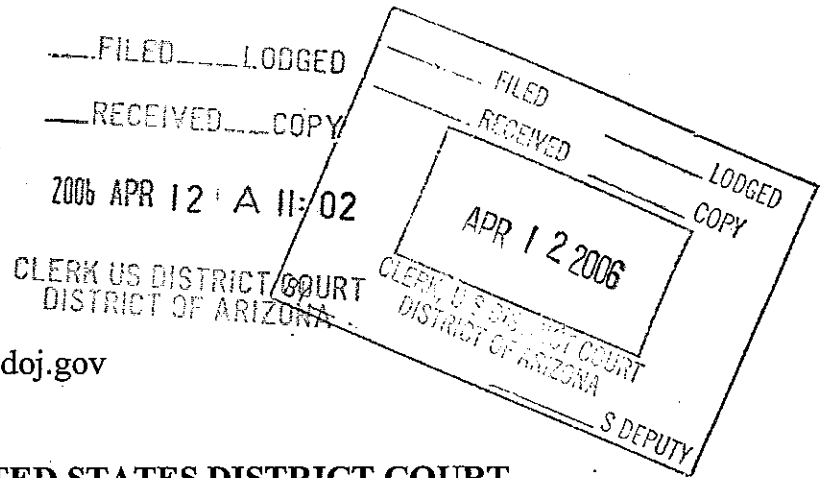


1 PAUL K. CHARLTON
United States Attorney
2 District of Arizona
JENNIFER J. MALDONADO
3 State Bar No. 019863
Assistant U.S. Attorney
4 United States Courthouse
405 W. Congress, Suite 4800
5 Tucson, Arizona 85701
Telephone: (520) 620-7300
6 Email: jennifer.maldonado@usdoj.gov
Attorneys for Plaintiff
7



8 **UNITED STATES DISTRICT COURT**
9 **DISTRICT OF ARIZONA**

10 **United States of America,**
11 **Plaintiff,**
12 **v.**
13 **Christine Wallace,**
14 **Defendant.**

Mag. No. 05-06921-MP-CRP -CVB

**GOVERNMENT'S RESPONSE TO
DEFENDANT'S MOTION
TO DISMISS**

(Supplemental filing)

15
16 The United States of America, by and through PAUL K. CHARLTON, United States
17 Attorney for the District of Arizona, through his Assistant, Jennifer J. Maldonado, hereby
18 submits this supplemental response to Defendant's Motion to Dismiss Charges, pursuant to the
19 Court's request. The government respectfully requests this Court to deny Defendant's motion
20 for the reasons set forth below.
21

22 **MEMORANDUM OF POINTS AND AUTHORITIES**

23 **I. BACKGROUND**

24 In 1996, the Congress enacted a law which required several agencies, including the Forest
25 Service, to "charge and collect fees for admission to the area or for use of outdoor recreation
26
27
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1 sites, facilities, visitor centers, equipment, and services" at several areas, sites or projects under
2 the agencies's jurisdiction. Omnibus Consolidated Rescissions and Appropriations Act of 1996,
3 Pub. L. No. 104-134, § 315(b)(1), 110 Stat. 1321. The purpose of the program, known as the
4 Recreational Fee Demonstration Program, was to determine the feasibility of recreational users
5 sharing the costs of operation and maintenance of the areas from which they benefit:

6 [The Secretary of the Interior and the Secretary of Agriculture] shall each implement
7 a fee program to demonstrate the feasibility of user-generated cost recovery for the
8 operation and maintenance of recreation areas or sites and habitat enhancement projects
on federal lands.

9 Pub. L. No. 104-134, § 315(a). The authority for the pilot program was enacted in a Department
10 of the Interior and Related Agencies Appropriations bill and was amended and extended in
11 subsequent Department of the Interior and Related Agencies Appropriations bills.

12 The Santa Catalina Mountains Fee Demonstration Project in the Coronado National Forest
13 was implemented on September 27, 1997, pursuant to § 315 of Public Law No. 104-134. The
14 Mt. Lemmon area was chosen as a test site for the collection of recreation fees by operating a
15 fee station along the Sky Island National Scenic Byway (Exhibit A, p.1).

16 Prior to opening the fee station, the Forest Service notified the public through news releases
17 and public notices that recreation use fees would be required in the project area. A core team
18 of Forest Service personnel was selected to establish an effective means of operating a fee
19 station. The team interviewed many different agencies, including the National Park Service,
20 regarding how they staffed, operated, collected, and accounted for their fee revenues. Fee
21 pricing data were compiled from the following agencies and private recreation businesses:
22 Saguaro National Park East, Grand Canyon National Park, Arizona State Parks, Pima County
23 Parks and Recreation, Arizona-Sonoran Desert Museum, Colossal Cave Park, and Old Tucson
24 Studios (Exhibit A, pp. 1-2).

25 The fees for the Santa Catalina Mountains Fee Demonstration Project were determined by
26 a variety of cost recovery and market valuation methods. The fees were charged for use of
27

1 scenic vista points, developed trailheads, developed campgrounds, developed picnic sites, and
2 toilets. All of these facilities had a significant amount of federal investment (Exhibit A, p.9).

3 The business plan for the Santa Catalina Mountains Fee Demonstration Project (Exhibit A)
4 was reviewed by the Southwest Region Fee Demonstration Board and approved by the Regional
5 Forester prior to implementation. A revised version, dated May 28, 1997, was issued after a
6 Washington Office field review of the project area (Exhibit A, p.20). In August 2002, fees were
7 added for overnight camping, and vendor bulk sales prices were established.

8 Following the test period under the Recreational Fee Demonstration Program and the
9 success of the program, Congress enacted the Federal Lands Recreation Enhancement Act
10 (REA), 16 U.S.C. §§ 6801-6814, on December 8, 2004, as part of the 2005 Consolidated
11 Appropriations Act, Pub. L. No. 108-477. REA authorizes the United States Department of
12 Agriculture, Forest Service, and four United States Department of the Interior agencies (the
13 Bureau of Land Management, Bureau of Reclamation, National Park Service, and U.S. Fish and
14 Wildlife Service) to retain recreation fee revenues to supplement appropriations and other
15 funding sources to repair, improve, operate, and maintain recreation sites and areas to quality
16 standards (including reduction of recreation deferred maintenance), and to enhance delivery of
17 recreation services to quality standards. The primary purpose of this new, ten-year authority is
18 to improve recreational facilities and visitor opportunities on federal recreational lands by
19 providing for collection, retention, and expenditure of fee receipts at the sites where they were
20 generated. 16 U.S.C. §§ 6806(c)(1)(A), 6807(a), 6809. This recreation fee authority is critical
21 to the sustainability of quality Forest Service recreation programs.

22 The Santa Catalina Mountains Fee Demonstration Project was renamed the "Mt. Lemmon
23 High-Impact Recreation Area" (Mt. Lemmon HIRA) in implementing REA. For purposes of
24 the Mt. Lemmon HIRA, which involves fees charged for recreational use of an area, the relevant
25 sections of REA state:

26 ///

27

28

1 (f) Standard Amenity Recreation Fee. Except as limited by subsection (d), the Secretary
2 may charge a standard amenity recreation fee for Federal recreational lands and waters
3 under the jurisdiction of the Bureau of Land Management, the Bureau of Reclamation, or
4 the Forest Service, but only at the following:

5 * * * * *

6 (4) An area:

- 7 (A) that provides significant opportunities for outdoor recreation;
- 8 (B) that has substantial Federal investments;
- 9 (C) where fees can be efficiently collected; and
- 10 (D) that contains all of the following amenities:
 - 11 (i) Designated developed parking.
 - 12 (ii) A permanent toilet facility.
 - 13 (iii) A permanent trash receptacle.
 - 14 (iv) Interpretive sign, exhibit, or kiosk.
 - 15 (v) Security services.

16 16 U.S.C. § 6802(f). These provisions establish minimum criteria for charging fees for
17 recreational use of an area.

18 With relevance to this case, subsection (d) referenced in 16 U.S.C. § 6802(f) specifically
19 prohibits fees for the following activities:

20 (d) Limitations on Recreation Fees.

21 (1) PROHIBITION ON FEES FOR CERTAIN ACTIVITIES OR SERVICES.

22 The Secretary shall not charge any standard amenity recreation fee or expanded
23 amenity recreation fee for Federal recreational lands and waters administered by the
24 Bureau of Land Management, the Forest Service, or the Bureau of Reclamation under this
25 Act for any of the following:

- 26 (A) Solely for parking, undesignated parking; or picnicking along roads or
27 trailsides.

28 * * * * *

- (D) For persons who are driving through, walking through, boating through,
horseback riding through, or hiking through Federal recreational lands and
waters without using the facilities and services.

* * * * *

16 U.S.C. § 6802(d).

///

1 Shortly after REA was enacted, on April 22, 2005, the Washington Office of the Forest
2 Service issued interim implementation guidelines for REA to ensure that existing recreation fee
3 projects aligned with the requirements of REA (Exhibit B). The interim implementation
4 guidelines for a high-impact recreation area contain all the criteria for charging a standard
5 amenity recreation fee for an area and include several additional criteria:

6
7 **2. STANDARD AMENITY RECREATION FEE (Category 2)**

8 **This category includes facilities and services that are provided to the public generally and**
9 **are at a sufficient level to justify users sharing a portion of the costs. Standard amenity**
10 **fees may be assessed for the following areas:**

11 * * * * *

12 **C. An area such as,**

13 * * * * *

14 **2) High-impact recreation areas. A high impact recreation area is a clearly**
15 **delineated, contiguous area with specific, tightly defined boundaries and**
16 **clearly defined access points (such that visitors can easily identify the fee area**
17 **boundaries on the ground or on a map/sign); that supports or sustains**
18 **concentrated recreation use; and that provides opportunities for outdoor**
19 **recreation that are directly associated with a natural or cultural feature,**
20 **place, or activity (i.e., waterway, canyon, travel corridor, geographic**
21 **attraction - the recreation attraction). High impact recreation areas:**

- 22 **a. Provide significant recreation opportunities for outdoor recreation.**
- 23 **b. Have substantial Federal investments. It is important to note that**
24 **provision of the six required amenities (listed below) does not mean**
25 **there is substantial federal investment. The entire scope and scale of**
26 **development needs to be evaluated.**
- 27 **c. Are where fees can be collected efficiently; and**
- 28 **d. Contain all the following amenities, and are located in an integrated**
29 **manner so they reasonably accommodate the visitor.**
 - 30 **a. Designated developed parking**
 - 31 **b. Permanent toilet facility**
 - 32 **c. Permanent trash receptacle**
 - 33 **d. Interpretive sign, exhibit, or kiosk**
 - 34 **e. Picnic tables and**
 - 35 **f. Security services**
- 36 **e. The following additional criteria must be met for high-impact**
37 **recreation areas:**
 - 38 **a. They incur significant expenditures for items such as operations**
39 **and maintenance of recreation facilities, public health and**
40 **safety, educational services, and protection of natural and**
41 **cultural resources.**

- b. They have been analyzed by regional fee boards and approved by the appropriate line officer. They will be reviewed for by Recreation RACs when established.
- c. They are not an entire administrative unit such as a National Forest, but may include a collection of recreation sites; and
- d. They typically display one or more of the following characteristics:
 - a. They are within 2 hours driving time of populations of 1 million or more;
 - b. They contain rivers, streams, lakes or interpreted scenic corridors
 - c. Natural and cultural resources management activities are conducted in the area to maintain or enhance recreation opportunities; and
 - d. They have regionally or nationally recognized recreation resources that are marketed for their tourism values.

Exhibit B, pp. 8-10.

The Washington Office required all Regional Foresters to evaluate their existing recreation fee projects (including the Santa Catalina Mountains Fee Demonstration Project) against the interim implementation guidelines and make any necessary changes, including eliminating recreational fees to ensure compliance with REA and the guidelines. The Regional Foresters had to comply with the interim implementation guidelines by June 3, 2005, or terminate their recreation fee projects (Exhibit C).

The Coronado National Forest evaluated all its recreation fee projects against the interim guidelines and made necessary changes. The principal change to the Santa Catalina Mountains Fee Demonstration Project, renamed the Mt. Lemmon HIRA under REA, was elimination of 11 developed overlooks from the fee area because REA prohibits charging fees for scenic overlooks (Exhibit D).

II. FACTS

The Mt. Lemon HIRA in the Coronado National Forest encompasses approximately 18,000 acres, not 265,146 acres, as defendant claims in her brief (Def. Brief at 2). The Mt. Lemmon HIRA includes 48 developed recreation sites, which constitute 22% of the 220 developed recreation sites in the Coronado National Forest. These sites include 20 developed trailheads,

1 5 developed single-family campgrounds; 4 developed group site picnic/campground areas; 9
2 developed single-family picnic areas; and 10 developed scenic vista points (Exhibit A, p. 64).

3 A sign is posted at the base of the mountain, at mile 0.1 on Catalina Highway, the primary
4 means of access to the Mt. Lemmon HIRA, which advises visitors of a day use fee of \$5.00 per
5 vehicle. Other signs are located at mile 0.2, mile 0.4, mile 3.6, mile 3.7, mile 4.6, and mile 4.7.
6 A contact station is located at mile 5. See photographs of signs in place as of July 6, 2005
7 (Exhibit E).

8 The Defendant was cited for violation of REA on September 10, 2005, when she parked at
9 the General Hitchcock Campground in the Mt. Lemmon HIRA without a Catalina Mountain Pass
10 displayed on her car. On September 17, 2005, Defendant was cited for violation of REA when
11 she parked her car at the Marshall Gulch Picnic Area in the Mt. Lemmon HIRA without the pass
12 displayed on her car. When Defendant received the second citation, she told the law
13 enforcement officer that she did not believe in the fee program and that her payment of taxes was
14 all that was necessary for her to use the area. (Citation #F2080162, Statement of Probable
15 Cause.)

16 In her motion to dismiss, Defendant admits the material facts in this case. Twice Defendant
17 parked her car in the Mt. Lemmon HIRA and failed to display the required pass both times.

18
19 III. ARGUMENT

20 REA is clear on its face and provides ample authority for charging a standard amenity
21 recreation fee for the Mt. Lemmon HIRA. The Mt. Lemmon HIRA also qualifies for a standard
22 amenity recreation fee under the Forest Service's interim implementation guidelines, which
23 incorporate all the criteria in REA for charging a fee for an area plus additional criteria for
24 charging a fee for a HIRA. The agency's interpretation of "area" in the interim implementation
25 guidelines is entitled to deference under Skidmore v. Swift & Company, 323 U.S. 134, 140
26 (1944).

1 Defendant was required to pay the daily use fee for the Mt. Lemmon HIRA when she parked
2 her car in the HIRA. On their face, the statute and interim implementation guidelines impose
3 liability for failure to pay a fee charged for use of recreational facilities on National Forest
4 System lands. At the time she was cited, Defendant was using recreational facilities in the
5 Coronado National Forest without having paid the required fee.

6
7 A. REA Is Clear On Its Face And Gives The Forest Service Ample Authority To
8 Charge A Standard Amenity Recreation Fee For The Mt. Lemmon HIRA.

9 A "strong presumption" exists that "the plain language of the statute expresses congressional
10 intent". Ardestani v. Immigration & Naturalization Serv., 502 U.S. 129, 135-36 (1991). This
11 presumption is "rebutted only in rare and exceptional circumstances, when a contrary legislative
12 intent is clearly expressed." Id. (internal quotes omitted).

13 There is absolutely no limitation in REA on the scope of an area. The criteria in REA for
14 charging a standard amenity recreation fee for an area allow the Forest Service to include various
15 locations in a single area for fee collection purposes, as long as the area meets the criteria in the
16 statute. 16 U.S.C. § 6802(f). The Mt. Lemmon HIRA meets the applicable criteria in REA.

17 First, the Mt. Lemmon HIRA provides significant opportunities for outdoor recreation, as
18 required by 16 U.S.C. § 6802(f)(4)A). Visitors travel along one of the most scenic highways in
19 the Southwest, complete with mountain forests, canyons, deserts, and breathtaking vistas. Along
20 the 28-mile Sky Island National Scenic Byway, located in the HIRA, recreational opportunities
21 abound. Popular activities include picnicking, camping, hiking, nature study, bird watching, and
22 scenic driving. Bicycling and rock climbing continue to grow in popularity. Near the top of the
23 mountains at 9000 feet, visitors find the southern-most downhill ski area in the continental
24 United States. Winter snows and cool summer temperatures, both rare in nearby Tucson,
25 Arizona, draw locals and visitors alike throughout the year (Exhibit A, p. 64).

26 The Mt. Lemmon HIRA has substantial federal investments, as required by 16 U.S.C. §
27
28

1 6802(f)(4)(B). The HIRA hosts approximately one million visitors between April and
2 December. The high visitation and use require major investment of time and money for the
3 Coronado National Forest. The HIRA also has been identified for major capital improvement
4 by the Federal Highway Administration (FHWA). Since 1997, the Coronado National Forest
5 has invested approximately \$3.2 million in capital investments in the HIRA. In addition, the
6 FHWA has invested \$75 million in highway reconstruction and renovation. These capital
7 investments do not include the money spent by the Forest Service on annual maintenance,
8 cleaning toilets, garbage collection, and security services (Exhibit A, p. 65-66).

9 Recreation fees can be efficiently collected in the Mt. Lemmon HIRA, per 16 U.S.C. §
10 6802(f)(4)(C). For fiscal year 2005, the Coronado National Forest spent \$112,028 of a total of
11 \$1,116,028 in fee revenues (or only 10%) to collect recreation fees. The HIRA uses a central
12 contact station as the primary method to provide information and collect recreation fees. Private
13 vendors also sell the Catalina Mountains Pass, and there are three self-service areas where
14 visitors may pay the recreation fee if they choose not to stop at the contact station (Exhibit F).

15 The Mt. Lemmon HIRA has 48 developed recreation sites that collectively offer all the
16 requisite amenities and services: 48 designated developed parking areas, per 16 U.S.C. §
17 6802(f)(4)(D)(i); 50 permanent toilets, per 16 U.S.C. § 6802(f)(4)(D)(ii); 86 trashcans and
18 dumpsters, per 16 U.S.C. § 6802(f)(4)(D)(iii); 72 interpretive signs, exhibits, or kiosks, per 16
19 U.S.C. § 6802(f)(4)(D)(iv); 351 picnic tables, per 16 U.S.C. § 6802(f)(4)(D)(v); and security
20 services that are provided throughout the entire area by Forest Service law enforcement officers
21 and Pima County sheriff's deputies, per 16 U.S.C. § 6802(f)(4)(D)(vi) (Exhibit A, p. 64).

22 Defendant's contention that the Forest Service has overstepped its legal authority in charging
23 a standard amenity recreation fee for the Mt. Lemmon HIRA is completely baseless. The Mt.
24 Lemmon HIRA unquestionably meets REA's definition of "area." Defendant's argument thus
25 fails.

26 ///

1 B. The Mt. Lemmon HIRA Meets All The Additional Criteria For Charging A
2 Standard Amenity Recreation Fee For A HIRA.

3 The criteria for HIRAs in section 2(C)(2)(a)-(d) of the interim implementation guidelines
4 restate the criteria in REA for charging a standard amenity recreation fee for an area (Exhibit B,
5 pp. 8-10). As stated above, the Mt. Lemmon HIRA meets all these criteria.

6 Furthermore, the Mt. Lemmon HIRA meets all the additional criteria for charging a standard
7 amenity recreation fee for a HIRA in section 2(C)(2)(e) of the Forest Service's interim
8 implementation guidelines (Exhibit B, pp. 9-10). First, the Forest Service spends approximately
9 \$350,000 on the HIRA for operations and maintenance, public health and safety, educational
10 services, and protection of natural and cultural resources. The HIRA has been analyzed by the
11 Southwest Region Fee Board and approved by the appropriate line officer. The HIRA will be
12 reviewed by a recreation resource advisory committee, once the committees are established. The
13 HIRA does not encompass the entire Coronado National Forest or even an entire Ranger District,
14 but rather includes a collection of developed recreation sites in a Ranger District. Finally, the
15 HIRA is within 2 hours driving time of Phoenix, which has a population of more than 1 million;
16 contains streams and the Sky Island National Scenic Byway, an interpreted scenic corridor; and
17 the Sky Island National Scenic Byway is a regionally recognized recreation resource that is
18 marketed for its tourism values (Exhibit A, p. 64).

19 Defendant errs in contending that the Forest Service has exceeded its legal authority in
20 issuing the interim implementation guidelines for charging a standard amenity recreation fee for
21 a HIRA under REA. The interim implementation guidelines contain all the criteria in REA for
22 charging a fee for an area plus additional criteria for charging a fee for a HIRA. In addition, the
23 Mt. Lemmon HIRA unquestionably meets all the additional criteria for charging a standard
24 amenity recreation fee for a HIRA under the interim implementation guidelines.

25 ///

26 ///

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28

1 C. Defendant Indisputably Violated REA.

2 Defendant used outdoor recreation facilities on federal lands and was liable for the fee
3 charged for use of those facilities. Defendant argues that she was not required to pay the fee
4 because she parked her car to hike and that REA prohibits charging a fee for parking or hiking
5 in 16 U.S.C. § 6802(d)(1)(A) and (D). However, 16 U.S.C. § 6802(d)(1)(A) prohibits charging
6 a fee "solely for parking." The fees for the Mt. Lemmon HIRA are not charged solely for
7 parking. Rather, they are charged for use of a recreation area that contains all the amenities and
8 meets all the other requirements of REA and the Forest Service's interim implementation
9 guidelines. The use fee is assessed by vehicle (the pass must be displayed on a car), but not for
10 parking. The second provision relied on by Defendant, 16 U.S.C. § 6802(d)(1)(D), prohibits
11 charging a fee for "hiking through Federal recreational lands and waters without using the
12 facilities and services." "Hiking through . . . without using the facilities and services" means
13 starting outside the fee area and hiking through a fee area, without using any of the facilities or
14 services in the area, to reach a destination outside the fee area. In contrast, Defendant parked
15 her car at a campground and a picnic area in the Mt. Lemmon HIRA to use facilities in the
16 HIRA.

17 Although not cited by Defendant (she cited no case law or other binding authority to support
18 her position), Defendant's argument that she is not required to pay the fee for the Mt. Lemmon
19 HIRA could be viewed as similar to the arguments of the defendant in United States v. Maris,
20 987 F. Supp. 865 (D. Or. 1997). However, any potential reliance on Maris would be misplaced.
21 Maris is easily distinguished from this case. Maris was construing the Recreational Fee
22 Demonstration Program statute. Moreover, in Maris, the defendant was merely driving through
23 a fee area in a National Forest and used none of the facilities or services for which the fee was
24 charged. Id. at 868. Unlike the defendant in Maris, the Defendant in this case was not merely
25 driving through a fee area. Rather, she used recreational facilities in a fee area.

26 ///

1 D. The Forest Service's Interpretation Of An Area In The Interim Implementation
2 Guidelines And Application of the Guidelines To The Mt. Lemmon HIRA Reflect
3 Thorough Consideration And Are Consistent With REA; Therefore, They Are
4 Entitled To Deference Under *Skidmore*.

5 When reviewing the actions of an agency acting without promulgating regulations, "the level
6 of deference afforded will depend on the thoroughness evident in its consideration, the validity
7 of its reasoning, its consistency with earlier and later pronouncements, and all those factors
8 which give it power to persuade, if lacking power to control." General Electric Co. v. Gilbert,
9 429 U.S. 125, 140-46 (1976) (quoting Skidmore v. Swift & Co., 323 U.S. 134, 140 (1944)).

10 The Forest Service's interpretation of "area" in the interim implementation guidelines is
11 entitled to deference under Skidmore. The agency's interpretation, which not only includes all
12 the applicable criteria in REA but adds four criteria, reflects thorough consideration. Moreover,
13 the agency's interpretation is entirely consistent with the plain language of REA.

14 The Forest Service's determination that the Mt. Lemmon HIRA qualifies for a standard
15 amenity recreation fee under REA and the interim implementation guidelines is also entitled to
16 deference under Skidmore. The Forest Service carefully designed the Santa Catalina Fee
17 Demonstration Project, as shown by the business plan and communication plan that were
18 developed and the public surveys that were conducted for the project. In addition, the agency
19 carefully reviewed the project for inclusion in the recreation fee program as the Mt. Lemmon
20 HIRA under REA.

21
22 E. The Plain Language Of REA And The Signs Posted In The Mt. Lemmon HIRA
23 Gave Defendant Ample Notice Of The Fee Requirement.

24 REA explicitly provides for payment of recreation fees and penalties for nonpayment.
25 Numerous signs are posted in the Mt. Lemmon HIRA notifying visitors of the fee requirement.
26 A contact station is located along the Catalina Highway. Therefore, REA meets procedural due
27

1 process requirements, and the Forest Service met these requirements in implementing REA at
2 the Mt. Lemmon HIRA.

3

4 IV. CONCLUSION

5 For the foregoing reasons, Defendant's motion to dismiss should be denied.

6

7 Respectfully submitted this 12th day of April, 2006.

8

9

PAUL K. CHARLTON
United States Attorney
District of Arizona

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JENNIFER J. MALDONADO
Assistant U.S. Attorney

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OF COUNSEL:

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Ellen R. Hornstein
Office of the General Counsel
Natural Resources Division
U.S. Department of Agriculture
Stop 1412
Washington, D.C. 20250-1412

17

18

19

20 Copy of the foregoing served electronically or
by other means this 12th day of April, 2006, to:

21

22

23

Mary Ellen Barilotti
P.O. Box 635
Los Olivos, CA 93441
email: mebarilotti@msn.com
Attorney for Defendant

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EXHIBIT A

Attachment A

Business Plan

Santa Catalina Mountains Fee Demonstration Project, #304 Coronado National Forest

Pima and Pinal Counties, Arizona
Congressional District 5

September, 1997

1. Project Description

Area description. The project area generally includes the tops and ridges of all mountains and the southern slopes and foothills of the Santa Catalina mountain range. The Santa Catalina Mountains provide the people of Tucson's metropolitan area with a unique opportunity to enjoy quality recreation experiences in a natural setting. This sky island extends from the Sonoran desert to high elevation mixed conifer forests on Mt. Lemmon. Here, National Forest lands are mostly contiguous but broken by the community of Sunnerhaven near the summit.

Since the turn of the century, Tucsonans have visited their public lands for respite from work and city life. They have sought scenic beauty and relief from summer heat in the cooler elevations of the Santa Catalina Mountains. Recreation continues to be the primary reason people visit the Catalina Mountains and foothills. Access to Pusch Ridge Wilderness from 20 trailheads provides primitive recreation opportunities. There are approximately 102 picnic units and 255 camp units in developed areas as well as opportunities for dispersed camping and independent nature study. Rock climbing, skiing, jeep tours, mountain bicycling, and guided hiking are other popular activities.

Tucsonans are fortunate to have public lands surrounding their community. Northwest of Tucson, Catalina State Park (within Coronado National Forest) provides trail head parking, a nature trail and picnicking for \$4.00/vehicle. To the east of the metro area, for \$4.00 Saguaro National Park East Unit provides access into the foothills of the Rincon Mountains and picnicking facilities; Saguaro National Park West Unit does not charge a fee for access to the Tucson Mountains; use of Pima County parks open space is free, but concessions on County park lands charge fees (Arizona-Sonora Desert Museum \$9.00/adult; Colossal Cave \$6.50; Gilbert Ray Campground \$6.00, Old Tucson Studios \$11.95). Bureau of Land Management lands generally are undeveloped and access is free. On National Forest, concessioners charge for camping, day-use, skiing and transportation.

Fee project: An objective of the fee project is to provide a pleasant experience for people as they visit the Catalinas for the vegetation, climatic and scenic variety described above. Although many toilets in the Catalinas have been replaced with new structures, and new tables and grills have been installed, facilities in several sites still are deteriorating and in unacceptable conditions for public use and enjoyment. Also, overuse of developed and dispersed areas has impacted natural resources resulting in unchecked erosion, vegetation damage and concern about impacts on water quality.

Implementation of a fee program in September 1997 will provide opportunities for the Forest Service to obtain funds to maintain the facilities recently constructed or replaced; rehabilitate resources damaged through longterm use; rebuild deteriorated facilities; and provide information and interpretive services. These improvements will help eliminate the backlog of work identified for recreation facilities in the Catalinas.

A fee would be charged for the use of developed and dispersed sites in the Santa Catalina Mountains and foothills. Catalina Highway is the only paved access (alternative access is 50 highway miles plus a 27 mile rough gravel 2x4 route) from the metropolitan Tucson area to approximately 25 developed recreation area and innumerable dispersed recreation opportunities in the Sky Island Scenic Byway corridor. Catalina Highway was designated Sky Island Scenic Byway in 1995. Electronic counter data indicates that traffic on Catalina Highway exceeds 350,000 vehicles/year. With an average of 2.5 people per vehicle, we estimate that nearly one million people visit this portion of the District annually.

Access to lower elevation sites is via county roads in the Tucson areas. In addition to the facilities located at higher elevations, there are dispersed camping and trail facilities in the foothills of the mountains - the Agua Caliente hills.

Establishment of fee stations to cover such an expansive demonstration project can be accomplished by using a variety of fee collection methods. A fee collection booth and self-service pay structure located near Molino Basin Campground and vendor sales of passes will provide opportunities for visitors to comply with fee regulations when the booth is not staffed. Also, visitors will have opportunities to purchase passes at Sabino Canyon Visitor Center and Palisades Information Station .

Estimated costs for initiating fee collection include infrastructure (road work, collection station, iron rangers, passes) and staffing. Overhead costs are not included in either start-up or annual operating costs. Adding the subtotals from each column in Table 1 reflects the first year expenditure. Collection costs for future years are estimated in the right-hand column only.

Table 1: Estimated Fee Demo Initiation and Collection Costs for 12 Month Period

Start-up Item	Cost Dollars	Fee Collection	Cost Dollars
Capital Investment:		Utilities	6000
Station installation and affiliated features	43,850	Collection supplies	5200
Building and generator	43,900	Fee transport security	16,600
Interior features	8,000	Labor: 4 GS-4	62,200
Signs	4,400	Subtotal	90,000
Contract admin	7,850		
Subtotal	108,000		
Purchases and Printing			
2 iron rangers	1,000		
Passes and information	2,000		
Passes and information	5,000		
Subtotal	8,000		

2. Description of Customers

Historically, demands for recreation were for opportunities to escape from the heat and experience a natural environment. Comment and log sheets in Sabino Canyon and Palisades VIC and a recent survey of the users on Mt.. Lemmon indicate that the majority of visitors are from the metropolitan Tucson area.

Both comments and the survey show that many of the facilities built in 1960's don't meet visitors' additional demands.

3. Objectives for Uses of Fee Receipts

The Santa Catalina District will implement the Recreation Demonstration Fee Program authorized in P.L. 104-134, the Omnibus Consolidated Rescissions and Appropriations Act of 1996, P.L. 104-208, the Interior and Related Agencies Appropriation Act for Fiscal Year 1997, extended the test period by one year to conclude on September 30, 1999. Fees are intended to help the Agency provide a higher quality recreation experience, to address historic underfunding problems and to test cost recovery potential.

P.L. 104-134, as extended by P.L. 104-208, provides four federal agencies (USDA Forest Service, USDI Bureau of Land Management, U.S. Fish & Wildlife Service, and the USDI National Park Service) direction to test the collection, retention, and reinvestment of new admission and user fees.

Pursuant to those laws, we will collect fees for use in the Santa Catalina Mountains Fee Demo Project (SCMFDP) area. We will redistribute 80% of the collected funds to maintain and improve facilities, recreation setting, and wildlife habitat; provide for safety and security; and provide natural resource education and information.

Meaningful Measures descriptions of quality of services and facilities provided to recreation visitors have been used to identify the first projects to be funded with fee demo receipts. The following projects would be funded with revenue collected during this demonstration period (September 1997 through September 1999). As we receive comments from the public and as funds accumulate, additional projects could be undertaken. Additional projects will be evaluated based on their contribution toward meeting Meaningful Measures quality standards.

Health and Cleanliness: Proposals for use of funds will focus on improved maintenance of facilities in developed areas to provide an environment where humans are free from unhealthy exposure to human waste. Specifically, those projects include more frequent cleaning of vault toilets and garbage removal. Funds also will be used to provide additional bear-proof trash bins and food storage boxes both in developed and dispersed sites.

Responsiveness to Visitors: Facilities which are signed as accessible for people with disabilities will meet standards in "A Design Guide - Universal Access to Outdoor Recreation". In addition, projects would focus on providing information to visitors. This would be accomplished partly through a seasonal publication which will allow us to collect information on customer satisfaction. Interpretative exhibits would be provided at vista points and information would be provided at wilderness trailheads. In all areas there will be additional Forest Service personnel available to assist visitors and provide information.

Condition of Facilities and Setting. Projects would focus on removal of decaying and unused facilities (replacing toilet roofs, removing collapsed rock walls, replacing deteriorating picnic grills) and restoration of sites. To protect the vegetation and soils resources at dispersed sites, parking areas will be defined to limit vehicle access.

4. Major Components of Fee Demo Project.

The demo project will be applied to both developed and dispersed opportunities on National Forest lands in the Catalina Mts. Table 2 lists available opportunities.

Campgrounds: General Hitchcock, Molino Basin. These areas are administered by the Forest Service. Except for lack of potable water at General Hitchcock, they offer the same amenities as the concessioned campgrounds.

Concessioned Campgrounds: Rose Canyon, Showers Point, and Spencer Canyon. These campgrounds are operated by concessioners. Camping amenities include tables, grills, toilets, drinking water, garbage service and paved roads.

Dispersed Camping: Access to this recreation opportunity generally is via gravel roads or trails.

Information Station: Palisades offers maps and books of interest for nature study and hiking. Exhibits in place were constructed in the 1960's. New exhibits will be installed in 1997.

Picnic Areas: Picnic areas provide tables, grills, garbage, toilet and paved parking facilities.

Trails and Trailheads: These facilities range from parking areas with toilets nearby to newly constructed delineated and curbed parking lots to unbounded dirt areas. Trailheads in the Catalinas provide access to about 100 miles of trails.

Vistas: Babat Duag, Molino Canyon, Thimble Peak, Seven Cataracts, Windy Point, Geology, San Pedro, and Aspen. In addition to paved parking, the vistas provide a variety of opportunities - from interpretation to trail access.

Table 2: 1997 Site Inventory

Number of Parking Spaces

Site Name	Indiv Camp Units	Group Camp Units	Indiv Picnic Units	Group Picnic Units	Trail Head	Vista Units	Info Site	Disp Use
Mt. Lemmon Developed Sites								
Alder			7					
Aspen Draw						15		
Aspen Vista Point						15		
Babat Duag					5	11		
Box Camp					14			
Box Elder			5					
Bug Spring					10			
Butterfly					14			
Chihuahua Pine			14					
Crystal Spring					4			
Cypress			10					
Inspiration Rock			15					
Loma Linda			12					
Marshall Gulch			20		4			
Middle Bear			11					
Molino Basin	37		3		14			
Molino Canyon Lookout					15			
Palisades Trail				8				
Palisades Info Station							12	
Rose Canyon	74			2	26			
San Pedro Vista					4	3		
Seven Cataracts					4			
Showers Point Group			3					
Spencer Canyon	62							
Sunset					10			
Sykes Knob			6					
Thimble Peak						10		
Windy Point						10		
Mt. Lemmon Dispersed Sites								
Dispersed Camping								86
Prison Camp, AZ Trail					24			
Bigelow					12			
Knagge					6			
Lemmon Ridge					15			
Mint Spring					6			
Oracle Ridge					3			
Red Ridge Trail					3			
Trail miles in Demo: 100								
Totals	185	3	102	2	177	78	12	86

5. Recreation Use by Major Component

Use of the Catalinas has been increasing steadily as the population of Tucson has increased. This trend is expected to continue. Also, notable increases in use occurred in the concessioned campgrounds after they were brought under concession management in 1993. However, 1996 use is low due to public reaction to highway reconstruction, prohibition on campfires and public concern about troublesome bears. Table 3 shows historic use of various sites within the demo project. Additional information can be added as data is collected. We do not anticipate substantial reductions in use by any group within the SCMFDP area due to increased fees.

Table 3: Tracking Recreation Use

Site Type	1995		1996		1997	
	Passes Sold	Use	Passes Sold	Use	Passes Sold	Use
2 free campgrounds		1,600*		1,450*		
16 free picnics areas and dispersed recreation		900,000*		600,000*		

*Estimated Use. Levels of dispersed use are estimates based on data collected from vehicle traffic counters located at the base of Catalina Highway.

6. Costs to Operate Fee Project

a. Current Fee Collection Costs: The costs to the government include staffing, concession permit administration, and law enforcement. The figures shown are estimates of FY 95 actual costs. Similar annual operating costs could be expected in the future without implementation of the fee demo project.

Table 4: FY 95 Funds Expended for Fee Collection

Meaningful Measures Key Measure	NFRM Dollars	MFLE Dollars	Contributed Dollars
Health and Cleanliness Setting and Security			
Safety and Security		3,725	10,000
Responsiveness	7,540		
Condition of Facilities	3,100		
Permit Administration	2,030		
Totals	12,670	3,725	10,000

b. FY 95 Operation & Maintenance Expenditures (O&M). Table 5 shows the amounts spent by fund type for O&M, customer service, and construction. Contributed funds are private donations that the District reinvests in sites in the demo area. Overhead costs are not included.

Table 5: Summary of FY 95 Expenditures in Fee Demo Area

Fund Type	Backlog	Recreation O&M	Wildernes s O&M	Customer O&M	New Constructio n	Total Dollars
Appropriated	5,000	217,611	46,814	40,186	52,540	362,501
S.C.S.E.P.		29,503				29,503
Contributed	2,194	12,475		17,666	15,808	48,143

L.W.C.F.		1,894				1,894
Totals	7,194	261,483	4,814	57,852	68,348	441,691

c. Current Costs of Fee Demonstration Operation by Major Component. Estimates of current O&M costs can be made by subtracting the values of new construction from the total expenditures shown for FTY 95 in Table 5. The O&M cost for FY 95 was \$373,343. Overhead costs are not included in this estimate. However, in the recent past overhead costs have averaged approximately 18% of funds available. Because fee demo revenues are not expected to change economies of scale, overhead costs will remain approximately 18%.

d. Costs to Operate at Full Meaningful Measures (MM) Standards. Costs in Table 6 are estimates for operations (developed and dispersed sites and trails) within the demo project area under the current fee collection structure. Additional costs for fee demo implementation include costs of collections at fee stations and costs associated with fee accounting. These costs are not reflected in Table 6, but are shown in Table 1. The following table shows full MM costs exclusive of overhead.

Table 6: Funds Needed to Operate at Full Meaningful Measures Standards

Key Measure	NFRM	SCSEP Dollars	LEO Dollars	CIP Dollars
Health & Cleanliness	241,282	29,000		
Setting	176,707			570,000
Safety & Security	155,064		277,553	
Responsiveness	94,169	1,500		
Condition of Facilities	112,390			155,000
Permit Administration	70,074			
Totals	849,686	30,500	277,553	725,000

7. FY 1994 Receipts by Major Component

The Forest Service did not charge fees for developed site use in the SCMFDP in FY 94.

Demo fee funds will be deposited into the appropriate FDFD Account. The amount of fees retained for use in the demo project area will be up to 95% of total gross revenues.

8. Fee Determination Process

Fair Market Value (FMV). Local comparisons have limited relevance. Saguaro National Park charges a \$4.00 entry fee only for the east-side unit. That unit provides approximately 15 picnic sites, 2 trails into Saguaro Wilderness, an interpretive trail and an eight mile loop scenic drive. Catalina State Park charges \$4.00/vehicle for access to trail head parking., use of 39 picnic sites and equestrian facilities.

Variety of developed recreation opportunities is not as great as that found in the Catalina Mountains demo project area and opportunities for dispersed recreation are limited.

Without competition and comparable sites, setting and opportunities, the only way to find FMV would be to change the costs of day and annual passes periodically to find optimum revenue. Until a gauge of what the public will support is found, FMV cannot be determined. FMV method of determining fees was not used

Cost Recovery. Data from tables 1 and 6 were used to determine a fee using cost recovery method. (Data from Table 5 was not used because the level of maintenance supported by FY95 funding did not meet Forest Service or public expectations for quality of service and facilities..) Meaningful Measures costs for annual operations are estimated at \$1,157,739. The estimated annual cost of operating the fee demonstration project is \$132,230. The total estimated operating cost within the SCMFDP area is \$1,289,969.

Of approximately 350,000 vehicles that travel the highway annually, some will not pay a fee. Exceptions to fee payment include: property owners, including summerhome owners; people travelling through the demo project area to conduct business; people visiting during highway reconstruction full closures; visitors who use concessioned facilities at Mt Lemmon Ski Valley; and perhaps most significantly, those persons claiming not to use Forest Service facilities.

Initial scoping has indicated that overall a \$5.00 per vehicle fee and \$20.00 annual pass would be accepted.. A \$10.00 week-long pass will be offered to ease the impact of compliance on visitors staying for up to seven days. If, in a 12 month period, 5,000 annual passes are sold (\$100,000) and 100,000 vehicles pay for day passes (\$500,000), gross revenue would be \$600,000.

Estimates for Full Year of Operation	Dollars	Accounting Fund
Estimated total gross fee demo revenue	600,000	
Up to 15% returned for administration	90,000	FDCS
80% returned to demo area	480,000	FSDD
Remaining 5% to Regional Office	30,000	FDAS
Revenue available to apply to O&M costs	480,000	
Estimated O&M costs	-525,700	
Balance	45,700	

Revenue estimates show that a net revenue of \$480,000 would not fully cover the costs of minimum annual operating expenses. Table 6 shows that annual operating costs to meet Meaningful Measures standards total \$1,157,739. The entire \$480,000 plus appropriated funds (approximately \$393,000 in FY 95) are needed to fund work to meet the mandatory Meaningful Measures standards within the SCMFDP area.

It is essential that appropriated funds continue to be used for management of the demo area. People who use the demo area will have higher expectations for the recreation experience. Appropriated funds applied to the demo area should be increased above FY 95 funding levels to allow compliance with all Meaningful Measures quality standards.

9. Fees Collected by Major Component

Admission fees do not apply to the SCMFDP. Use fees charged prior to the fee demo project and new use fees are shown below. Gross revenue for years subsequent to initiation of the fee demo project will be shown in Table 9 as data are collected in the future. Expenditures of fee demo revenue will be shown in Table 10.

Table 8: User Fee History

Fee Site	95 & 96 Use Fees		97 Proposed Fees		98 & 99 Proposed Fees	
	Day Use	Camp	Day Use	Camp	Day Use	Camp
ABR Concession						
Spencer CG	3.00	8.00	3.00	8.00	3.00	8.00
Showers Pt. CG		35.00		50.00		50.00
Rose Group Site	20-50		50.00		50.00	
Rose Individual Site	3.00	9.00	3.00	9.00	3.00	9.00
General Hitchcock	0.00	00.0	0.00	0.00	2.50	0.00
Molino Basin CG	2.00	5.00	2.50	5.00	2.50	
Demo Area Fee Single Ticket Prices						
Day pass			5.00		5.00	
Week long pass			None		10.00	
Annual pass			10.00		20.00	
Bulk Sale Volume Prices 50-99						
Day pass			4.50		4.50	
Week long pass					9.00	
Annual pass			9.00		19.00	
Bulk Sale Volume Prices 100+						
Day pass			4.25		4.25	
Week long pass			None		8.50	
Annual pass						

A goal in implementing this demo fee is to charge a fee that will help the District recover costs of O&M within the demo area, but not result in overcharging for developed recreation site use where there already is a fee for use that can be directed to maintenance of government facilities.

Annual passes will be issued for the following time periods. 1997 Annual Pass - opening through December 31, 1997; 1998 Annual Pass - January 1 through December 31, 1998; 1999 Annual Pass - January 1 through September 30, 1999.

When compared to the costs displayed in Table 6, the data in Tables 9 and 10 will indicate how well total costs are covered by all funding sources.. A funding shortfall may exist.

Table 9: Revenue available through Demo Collections

Major Component	Fee Collections (Dollars)		
	FY97	FY98	FY99
FDFD total gross revenue			
FDCS funds for demo administration			
FDSS fund for MM quality O&M			
FDAS to Regional Office			

Table 10: Annual Revenue from Fee Demo Project Applied to MM Key Elements

Key Measures	Funds Needed to Meet MM Quality (Dollars)	FY98		
		Contributed Dollars	Appropriated Dollars	Balance
Health & Cleanliness	270,282			
Setting	176,707			
Safety and Security	432,617			
Responsiveness	95,669			
Condition of Facilities	112,390			
Permit Administration	70,074			
Totals	1,157,739			

10. Customer Feedback Mechanisms

The CUSTOMER report card will be used to survey users for satisfaction with services, facilities, setting and fees. This survey measures customer satisfaction with services and other aspects of recreation. Report cards will be provided with the seasonal information paper at selected fee collection sites.

Additional information will be collected through data entry into the cash registers at the fee booth. Cash registers have been programmed to accept data in the following fields: Zip Code; Number of People in Car; and Yes/No answers to any of eleven questions. Traffic counters have been installed to collect data on numbers of vehicles and data will be summed hourly.

Pima County Sheriff's Search and Rescue unit produces a brochure for distribution on Mt. Lemmon during seasons of high use. They have offered to include fee demo information in their brochure.

11. Notes

Chief's discretionary fund: The Forest Service intends to return new fees collected and reserved for the Chief's discretion (up to 20%), to the Regional Forester of the Region where the fees were generated. Regional Forester can allocate the 20% ONLY to the Fee Demo units within their Region in any mix that he or she sees fit.

Federal 25% return to counties. New fees collected are exempt from the requirement (ie, the 25% is not paid to the Counties and is left in the Agency receipt accounts), Pre-1996 fees that are part of the Fee Demonstration also are not subject to the 25% return to Counties. Pre-1996 fees that are not included in the Fee Demo Project are still subject to the 25% return.

Golden Access and Golden Age passports will apply under their existing rules at the Fee Demonstration Project. Golden Eagle Passports are not valid in the Santa Catalina Mountains Fee Demo area.

The United States Department of Agriculture (USDA) prohibits discrimination in its programs on the basis of race, color, national origin, sex, religion, age disability, political beliefs, and marital status. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means of communication of program information (braille, large print, audio-tape, etc) should contact USDA Office of Communications at 202-720-2791.

To file a complaint, write the Secretary of Agriculture, U.S. Department of Agriculture, Washington, DC, 20250 or call 1-800-245-6340 (voice) or 202-720-1127 (TTY). USDA is an equal employment opportunity Employer.

Santa Catalina Mountains Fee Demonstration Project Fee Collection Procedures

1. Purpose

This plan establishes procedures for collection of Fee Demonstration Project revenues (and will be incorporated in the District's existing "Recreation User Fee Compliance and Collection Plan").

Fees will be collected by Forest Service employees at the Fee Station (Mile Post 5.1 on the Catalina Highway). In addition, volume sales of passes to individuals, organizations, and retail vendors will be conducted by the Business Management Officer or designated collection officer at the Santa Catalina Ranger District Office. The Southwest Natural and Cultural Heritage Association will purchase volume passes and will retail them at Sabino Canyon Visitor Center and Palisades Information Station.

Collection procedures described in this plan are limited to those used at the Fee Station, at the visitor centers, and in volume sales at the District Office.

2. General

All collections will be conducted by trained and appointed collection officers (see "Recreation User Fee Compliance and Collection Plan") Personnel involved in collections include compliance officers, field collection officers, Visitor Use Assistants (cashiers), and the District Collection Officer (Business Management Officer). The District Collection Officer will supervise collection procedures and Lockbox transmittals. The District Collection Officer also will conduct field audits, spot checks, and serve as the principal coordinator of safe keeping and security practices.

Fee Station Collection Procedures

1. Cashiers (Visitor Use Assistants, and others assigned) are responsible for collecting fees from users via sales of Day, Week or Annual Passes; reconciling the number of passes sold with fees collected; and placing collections into a safe located at the Fee Station. General procedures are as follows:

-Receive cash payment from user. (Personal checks, credit cards, or debit cards will not be accepted at the Fee Station.)

-Many denominations of passes will be sold including a Day Pass (\$5.00). Week Pass (\$10.00), Annual Pass (\$20.00), Commercial Pass, etc. The cash registers at the Fee Station will have a pre-programmed key for each type of pass, including those passes discounted for Golden Age and Golden Access Passport Holders. The cash registers will NOT complete the sales transaction until the pass sold is inserted by a cash register into a slip printer. When inserted, an expiration date and validation symbol or code will be printed on the pass. The cash register will then, and only then, conclude the purchase. The cash register will not allow passes to be validated without recording a sale and the type of pass sold.

As money accumulates in the cash register, the cashier will, when time allows, make cash drops into the safe in the Fee Station. Cashiers should not keep more than \$500.00 in their cash register, and will be encouraged to make more frequent drops, as the workload allows.

-To make a drop, money will be removed from the cash register, counted, and deposited into an envelope on which will be recorded the envelope number, cashier name or number, amount, and date. The envelope will then be sealed and placed into the safe drop. (Once the envelope is placed in the safe

drop, cashier will no longer have access to it.) In addition, the cashier will enter drop information into the cash register, which is programmed to record the time and date, amount, and cashier identification. The "drop receipt" generated by the cash register will be secured by the cashier for later use in reconciling the daily tally.

-The number of drops and the amount of each drop recorded in the cash register memory will also later be tabulated when the daily manager's report is generated. Drops then will be reconciled with daily sales receipts.

At the end of each shift, cashiers will close out their cash register and use the cash register cashier's report to reconcile numbers and types of passes sold with receipts on hand and with the change fund (\$100) retained by the cashier.

- Collection Officer Registers identifying total daily sales will be maintained by each cashier and filed in the Fee Station.

In the presence of at least one other collection officer, a field collection officer will remove the drop envelopes for the previous day from the safe and record the envelope number, cashier name or number, amount, and date onto a Collection Officer's Register. The field collection officer will take custody of any cash register tapes (manager's report and cashier's report) also, for transport to the Business Management Officer.

The field collection officer will place the sealed envelopes into a locked container and transport the receipts to a bank. If outside banking hours, collections will be transported to the District Office for safekeeping. The field collection officer will calculate the total receipts, derived by summing the amounts recorded on all collected drop envelopes. Receipts will be transported from the Fee Station on a daily basis. Each day's receipts will be kept separate from receipts collected on other days.

At the bank, a bank cashier will take receipt of the sealed envelopes, open them, and count the cash. The field collection officer will then purchase a cashier's check in the amount of the receipts. The field collection officer will note any discrepancy between the calculated total and the total counted by the bank cashier.. A Discrepancy Report will be used for this purpose.

If the bank is closed, the field collection officer will transport collections to the District Office for safekeeping.. Receipts held at the District Office will be transported to the bank at the earliest opportunity, and the procedures as described in the previous step will apply.

The field collection officer will transport the cashier's check to the District office for safekeeping or collection to Lockbox. The field collection officer will submit any register tapes, collection registers, and Discrepancy Reports to the Business Management Officer.

The Business Management Officer will reconcile the amount of the cashier's check to the sales receipts and drops as recorded on the cash register tapes, noting any discrepancies, and submit the check to Lockbox as per usual procedures. Cashiers will be held accountable for discrepancies between actual receipts and register tapes.

Collection Procedures for Volume Sales of Passes

All volume sales will be conducted by the Business Management Officer at the District Office.. Upon receipt of purchase order or an order form from an individual, organization, or business, the BMO will transfer the passes. This transaction will be documented on the Collection Officer's Register. Cash, check or money order will be accepted for payment. Checks or money orders will be immediately

collected to Lockbox as per usual procedures. Cash will be converted to a cashiers check or money order prior to collection to Lockbox.

Collection Procedures for Passes Sold at Visitor Centers

The Sabino Visitor Center and Palisades Visitor Center are operated by a regionally sanctioned interpretive association, the Southwest Natural and Cultural Heritage Association (SNCHA). Fee Demonstration Passes will be sold to SNCHA at the volume rate by the BMO, as described above. SNCHA will then "retail" the passes to the public at full price.

Santa Catalina Mountains Fee Demo (We spell it Catalina)
Business Plan Review
G.Super
5/28/97
Revised version

Recommend approval. Sound concept. Comments for improvements and additions to Business Plan follow:

Add a section dealing specifically with Cash handling, employee safety, cash security and compliance. See hard copy of Catalina Mountains Fee Demo Project Guidelines and Operating Plan pages * *.

Need explicit plans to make the above work effectively. Should strive for 100% compliance and 100% employee and cash security. See hard copy of Catalina Mountains Fee Demo Operations Plan page * and Exhibit *.

The movement of cash in a safe and efficient manner is critical. Need to move cash quickly to Treasury accounts so the funds can be made available to local expenditure. RO Fiscal Folks can help in the process set up. See hard copy of Catalina Mountains Fee Demo Operations Plan Exhibit *.

Also, recommend the Forest move towards minimizing cash on site by using credit cards, mail, off site vendor or ATM sales to the fullest extent possible. See attached trail of messages between District and Forest resulting in Forest decision not to consider use of credit cards until January 1998.

Need to have positive links established with local law enforcement (FS and Local Police). See hard copy of Catalina Mountains Fee Demo Operations Plan page *. Through a cooperative agreement and MOU with Pima County we provide housing for deputies serving Mt Lemmon. They provide LE support. Overall, we have a good working relationship with PCSO

Keep the Business Plan updated as the project proceeds. It can be your way of documenting what was learned and what changes were made - will do.

Step 3 - Suggest using the MM Quality Standards in your discussion of fee use. See Business Plan page *.

Step 4 - Concessioned campgrounds are included in the Fee Demo project - Table 7 should be modified to INCLUDE Concession receipts in the 108.2% calculation pool (also note that it is 108.2% and not 108%). See **Business Plan page ***

Step 4, 7 & 8, IMPORTANT - Need to follow the Fiscal Guide carefully in determining how much \$ ends up back on the Forest - the estimated amounts are not correct as they now stand - even after adding back the concession receipts it appears that the project will have more \$ than the current estimate at the end of step 8. You should end up with about 95% of the new fees coming back. See **Business Plan page ***.

Step 8 - Cost recovery baseline of \$479,493 is based on Historic budget and not the costs needed to meet full MM quality standards. Should display BOTH numbers (Historic and MM).. This is important as you approach recovery of historic costs - if you get there is that where you want to be? Or do you want to move towards meeting all quality standards as listed in MM? **See Business Plan page ***

**** Major Concern **** It is unclear that the unit expects to receive continued appropriated dollars for management of the project.. In 1995 the unit spent \$373,000 of appropriated \$ on the unit for O&M. Do you plan to get the same amount? Given the identified MM needs, the unit can use well over a million \$ to do O&M and Law enf. Combining fee dollars with historic appropriated \$ moves the Project much closer to MM standards.. Still short but much closer. Please do not "Offset" appropriated \$ with fee \$ until all MM standards are met. We would like to see an amended Biz Plan statment documenting the approach you plan to take.. This does not affect the approval but it is important that the Business plan be modified to make it clear that no "offset" is planned.

Your 5, 10, and 20 dollar fee approach is logical and should help cut handling 1 dollar bills. You will run into a quarter handling situation with the 50% discounts for Golden Age and Access Passports.. Thank you for your comment.

Table 8 - Motorcycle fees are the same as a car? Yes

Table 9 - Add a MM "needed \$ column to this table **See Business Plan page ***

Step 10 - Suggest you incorporate other customer monitoring techniques here - license plate tracking, zip codes, car counts, # people, etc. Most of this can be done at the fee station.. Options for collecting this type of demographic data has been built into the cash registers. *See Catalina Mountains Fee Demo Project Guidelines and Operating Plan pages *.

Estimate for FY 97

Revcenue less \$6,583	\$468,417
80% returned to Demo Area	374,734
Capital Investment costs	<u>-99,700</u>
Apply to O&M costs	275,034
Estimated O&M costs	505,493
Balance	(230,459)

Table 9: Gross User Fees Collected by Major Component

Major Component	Fee Collections (Dollars)		
	FY97	FY98	FY99
Demo area fee			
Day pass			
Week pass			
Annual pass			
Totals			

Attachment B

Business Plan Approved Campground and Vendor Modifications August 2002

Catalina Mountains Fee Demonstration Project #304 Coronado National Forest Santa Catalina Ranger District

Listed below are the proposed modifications to the Business Plan for the Catalina Mountains Fee Demonstration Project #304.

Add Peppersauce facilities to the Catalina Mountains Fee Project #304 which is currently in the R-3 Small Campground Project #307. By adding Peppersauce to Project #304, we would simplify accounting procedures, both at the district and Supervisor's Office levels, and provide additional flexibility to fund projects and keep within collection cost allowances.

Page #9, change column heading 98 & 99 proposed fees to 2002 revised fees.

National Forest Facilities operated under Concession Permit (these facilities are listed in case permit fails and the Forest Service needs to operate facilities)

Spencer CG	\$12.00 day use per vehicle, limit 2 vehicles
	\$12.00 per vehicle, limit 2 vehicles
Showers Point CG	\$75.00 (group rate per each ramada)
Rose Group Site	\$100.00 (group rate)
Rose Individual Site	\$15.00 day use per vehicle, limit 2 vehicles
	\$15.00 camping per vehicle, limit 2 vehicles

National Forest Facilities

General Hitchcock	\$10.00 per vehicle, limit 2 vehicles
Gordon Hirabayashi Recreation Site	\$10.00 per vehicle, limit 2 vehicles
Molino Basin CG	\$10.00 day use per vehicle, limit 2 vehicles
	\$10.00 per vehicle, limit 2 vehicles
Add: Peppersauce CG	\$10.00 per vehicle, limit 2 vehicles
Add: Peppersauce Group Site	\$50.00 (group rate)
Add: Cactus Ramada #1, Group Site	\$75.00 (group rate)
Add: Cactus Ramada #2, Group site	\$65.00 (group rate)
Add: L.Sabino Canyon Group Site	\$50.00 (group rate)
Add: Whitetail Group Sites	\$100.00 (group rate) per group pod

Vehicles using designated fee campgrounds for either camping or picnicking, will pay designated fees only, unless the vehicles leave the area to visit other National Forest facilities, then Catalina Mountain Pass would apply. This makes policy consistent across the developed fee campgrounds on the Coronado National Forest.

Bulk Sale Volume Prices

\$ 5.00 day pass	\$ 0.50 discount cost to vendor \$ 4.50/each
\$10.00 week pass	\$ 1.00 discount cost to vendor \$ 9.00/each
\$20.00 annual pass	\$ 2.00 discount cost to vendor \$18.00/each

Attachment C

Business Plan Addendum

to the Catalina Mountains Fee Demonstration Program, adding

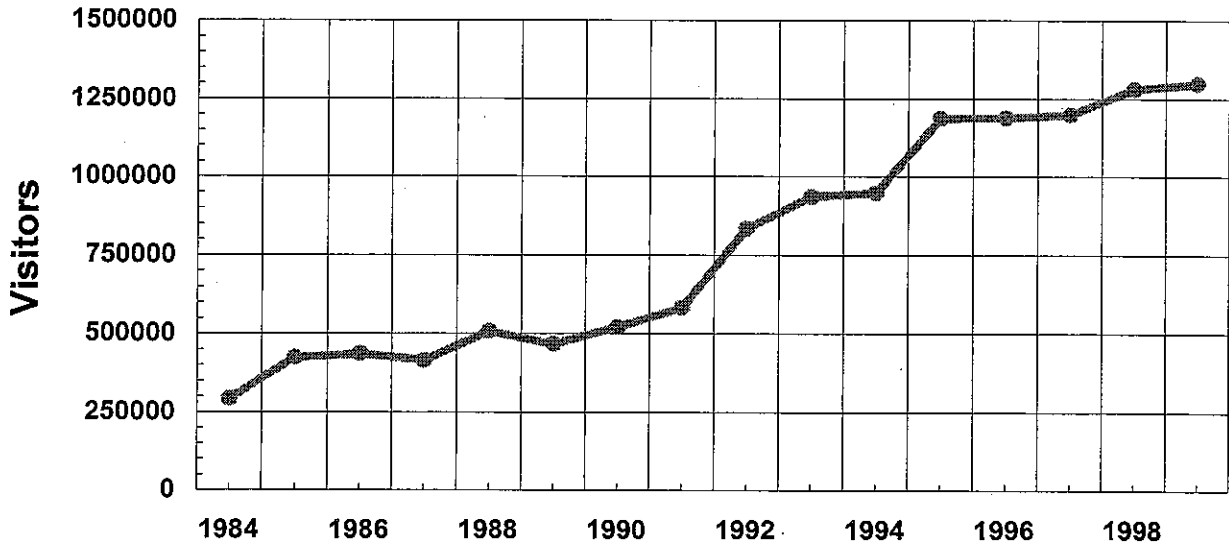
Sabino Canyon Recreation Area

Pima County Arizona
Congressional District 5
January 16, 2001

Summary

This addendum adds a site, Sabino Canyon Recreation Area, to the existing Catalina Mountains Fee Demonstration Program (CMFDP). Over a million visitors come each year to this recreation area adjacent to the northeast perimeter of Tucson. As **Chart 1** shows, visitation at Sabino Canyon continues to grow at a rapid pace. Their origin, age, social and economic background and expectations for their visit cover a broad spectrum. They are similar in their motivation, visiting for an enjoyable experience in a unique desert canyon located within the Santa Catalina Mountains.

Sabino Canyon Visitation Trend



- Chart 1 -

At the present time there is not sufficient funding to provide a high quality experience. Services are being reduced, and a backlog of facility maintenance continues to grow. In Fiscal Year 1999, appropriated funds allocated to the operations and maintenance of Sabino Canyon provided just fourteen cents per visitor. It is

estimated that to simply maintain current facilities and services, this per-visitor funding would need to be tripled. Even a tripling of current funds would not address the existing facility maintenance backlog of \$2,174,460 (Meaningful Measures cost estimate), nor would it provide the funding necessary for improved services, including security and interpretive programs. Therefore, the **purpose** of adding the Sabino Canyon site to the existing demonstration project **is to increase funding to operate and maintain the canyon in order to provide high quality and accessible recreation and learning opportunities for all.** Inherent in this stated purpose is the sustainable management of the natural and cultural resources of the canyon. Additionally, providing educational opportunities for people about these resources enhances this management. Education not only contributes to resource protection but enhances the quality and breadth of the human experience.

The **product** of this site addition is a **higher level of service, maintenance, and operations** for Sabino Canyon, including the completion of the resource management projects shown on the five year operations estimate.

The net receipts from fee demo will be used for **recreation operations and deferred maintenance, trail maintenance, visitor center operations and interpretive services, road and parking lot maintenance, habitat enhancement, security and compliance.**

An Estimated Five Year Operating Budget has been drafted using public involvement data and other information gleaned from the public and from Forest Service staff. This Operating Budget has evolved also from the vision and goals of the *Sabino Canyon Interpretive Plan* and the *Sabino Canyon Recreation Concept Plan*.

Fees will be collected for parking in the Visitor Center parking lot located at the entrance to the canyon. The fee will be \$5 per day to park, \$10 for a weekly pass, and \$20 for an annual pass. A \$20 annual pass covers two passes for a two vehicle household. They will be usable for twelve months from the date of sale, at Sabino Canyon and at sites already part of the CMFDP. The daily parking fee for a tour bus will be \$35 for a 30-passenger (or less) bus and \$75 for busses with a capacity over 30 people. These are the daily and weekly fees that will remain in practice for the CMFDP. Passes will be sold in the Sabino Canyon parking lot, and the Sabino Canyon Visitor Center, the Molino Fee Station, Palisades Information Station, and at the Coronado National Forest Supervisor's Office. In the future they may be sold on-line through Public Lands Interpretive Association (PLIA)--the non-profit organization that operates the bookstore at the canyon. They will also be available at participating local vendors. Golden Age and Golden Access Passports will be honored. Golden Eagle Passports will not be accepted.

Volunteers affiliated with Sabino Canyon volunteer groups, and school groups visiting for educational purposes, will be provided with administrative passes. Additionally, the Sabino Canyon Volunteer Naturalists will provide a daily pass to children participating in their interpretive programs, after their school's activity in the canyon. They can then return for a free visit with their families. To reduce the number of cars driven to Sabino Canyon, the local bus service (Suntran) will be encouraged to extend their route to the canyon, and to provide weekend and holiday shuttles during the peak season. If the city bus (or other bus service) does circle through the parking lot in the future, there will be no fee for the passengers to enter the canyon, or for the bus to drop off and pick up passengers. There will be no fee for vehicles with government license plates or government visitors on official business. Free designated parking spaces will be provided for people conducting official government business in the District office and for those going into the Visitor Center

bookstore but not into the canyon. Pedestrians, bicyclists, equestrians, and others who arrive at the Canyon by means other than a motorized vehicle, will not pay the parking fee.

The choice to charge for vehicle and commercial bus parking will encourage people to use non-motorized transportation which is a benefit to health, lowering the pollutants in the community.

The estimated annual fee demo gross revenue that will be generated at the Sabino Canyon site is estimated to be \$545,500. In addition to this fee demo income, appropriated funds and partner-generated contributions will also be used to operate the canyon.

Free days will be used to encourage visits on off-days and shift use from high-use days. They will also allow people from low-income households to continue to use the canyon at no cost on these days.

Customer feedback will be measured by Customer Report Cards, and by comments written in the Visitor Center log.

Key Contact: Sarah Davis Santa Catalina Ranger District 520-749-7707

1. Fee Project/Site/Area Description

Fee Project. This project proposes to add a fee for parking in the Sabino Canyon parking lot. This addition will test the use of parking fees to bring facilities up to standard, improve visitor services including safety, and protect the resources. The purpose is to increase funding to operate and maintain the canyon in order to provide high quality, and accessible recreation and learning opportunities for all.

As stated in the *Sabino Canyon Interpretive Plan* and the *Sabino Canyon Recreation Concept Plan*, the vision is a description by a visitor to Sabino Canyon in the year 2028:

After a long drive through many miles of heavy traffic in Tucson, the entrance to Sabino Canyon was a welcome sight. There was an immediate feeling that I had left the city. Here, nature commanded; views of the mountains and desert filled my eyes. After a brief stop at the visitor center I was excited and ready to see the canyon. Like most visitors, I came to Sabino to learn more about the natural environment and history of the area. I also appreciated the fact that there were plenty of things to do for a day: hike, picnic, ride the shuttle, follow an interpretive trail, or just lie in the sun on a big boulder. As I rode the shuttle and walked up the canyon I had no difficulty finding a restroom, the next shuttle stop, or an interesting place to get off the road and explore. Occasionally I stopped to read a sign or listen to an interpretive talk; I learned all about the beautiful and fragile Sonoran Desert riparian ecosystem. Throughout the canyon there was a sense of quiet, mostly natural places where I found myself reflecting on human/earth relationships, interactions, and conflicts. It was a memorable day. As I drove home, I felt refreshed and relaxed; all the stresses of my daily routine were gone. But there was something much deeper. My experiences today imparted in me a respect and commonality with the natural environment and a sense of pride and responsibility to care for this, and other, natural places.

Gleaned from the interpretive plan and the recreation concept plan, the Goals and Objectives for managing the Canyon are:

1. Emphasize environmental education: the heart of Sabino Canyon
2. Maintain the natural and historic character of Sabino Canyon
3. Provide for a spectrum of activities for people to enjoy the canyon
4. Maintain ecosystem integrity
5. Preserve and interpret cultural and natural resources
6. Encourage visitors to feel a sense of ownership and responsibility for resources on public lands

A similar physical situation exists here in Sabino Canyon as described in the business plan for the currently operational Catalina Mountains Fee Demonstration Program. Much of the forty to seventy year old facility infrastructure is deteriorating and is in unacceptable condition for public use and enjoyment. Some examples are:

1. Breaks in buried electrical lines which serve sewage lift stations have to be located, exposed and repaired frequently.
2. Road (main paved trail) edges are crumbling, posing safety hazards for visitors.
3. At least 80% of existing waterlines have not been maintained for 40 years.

Although the shuttle concessionaire contributes yearly to road maintenance, the amount does not cover all of the work needed. The current (July, 2000) engineering estimate for repair and reconstruction of the roads and visitor center parking lot is \$1,120,000. As in other recreation areas in the Santa Catalina Mountains, overuse of developed and dispersed areas has impacted natural resources resulting in unchecked erosion, vegetation damage and concern about impacts on water quality. The major flood on July 15, 1999 damaged the Sabino Canyon area facilities; some but not all of that damage has been repaired. Additionally, due to the adjacent urban area, non-native plant and animal species are threatening native populations in the canyon. The non-native grasses also present a fire hazard.

The partnerships developed at Sabino Canyon are extremely successful. The Friends of Sabino Canyon have contributed costs and/or labor to a variety of projects. The award winning Sabino Canyon Volunteer Naturalists program has provided adult and children's activities on a daily basis for over twenty years. Public Lands Interpretive Association operates the bookstore and District reception counter, as well as funding volunteer stipends, interpretive projects and exhibits. Other Sabino Canyon groups and individual volunteers have been invaluable providing information, assistance, and maintenance. But, the total of all these contributions is not able to provide the significant resources detailed in the operating budget. Keeping up with the facility and service requirements of over a million visits per year has not been possible with diminishing appropriated funds.

Implementation of the parking fee in February 2001 would provide a portion of the funds needed for the Estimated Five Year Operating Budget for the canyon (see Table 5).

Electronic counter data indicates that about 376,600 cars enter the Sabino Canyon parking lot each year (see Table 3). Since commuting distance here is more like visiting a county park than visiting a more remote forested area, the average number of people per vehicle is higher. By a visual count it was determined that 3.5 people per vehicle is the average. Using this average, about 1.3 million people visit Sabino Canyon each year and park in this lot. Approximately 35,000 visitors access the Recreation Area via other entrances, but the cost of collection and compliance for this relatively small number of visitors (2.7 %) would be very high.

Also, these same visitors likely will be entering at the main entrance occasionally and/or visiting the upper elevation recreation areas of the Catalinas. They would, therefore, be purchasing a yearly pass anyway, due to their visits to various Catalina Mountain areas during the different seasons.

To purchase a daily, weekly, or annual pass, automated pay stations will be installed in key locations in and around the large parking lot. It is estimated 6 or more stations would accommodate the 408 parking spaces, providing easy access from each parking space. Each machine would dispense daily, weekly, and annual passes. In addition, annual passes would be available, as they currently are, at Sabino Canyon Visitor Center, the Molino Fee Station, Palisades Information Station, self-serve fee tubes, and from local vendors.

The Forest Service start-up costs to implement the fee collection will be about \$20,000. Overhead costs are not included in these start-up cost estimates. A Request for Proposal will be advertised for a private full-service parking company to manage the collection service for a percentage of the yearly gross receipts from their automated pay stations. This fee collection service is a full service operation; the service covers start-up costs, parking lot striping and signing, the hardware and its installation, replacement and servicing, as well as, collection and accounting, transportation of funds, all reporting, and all labor.

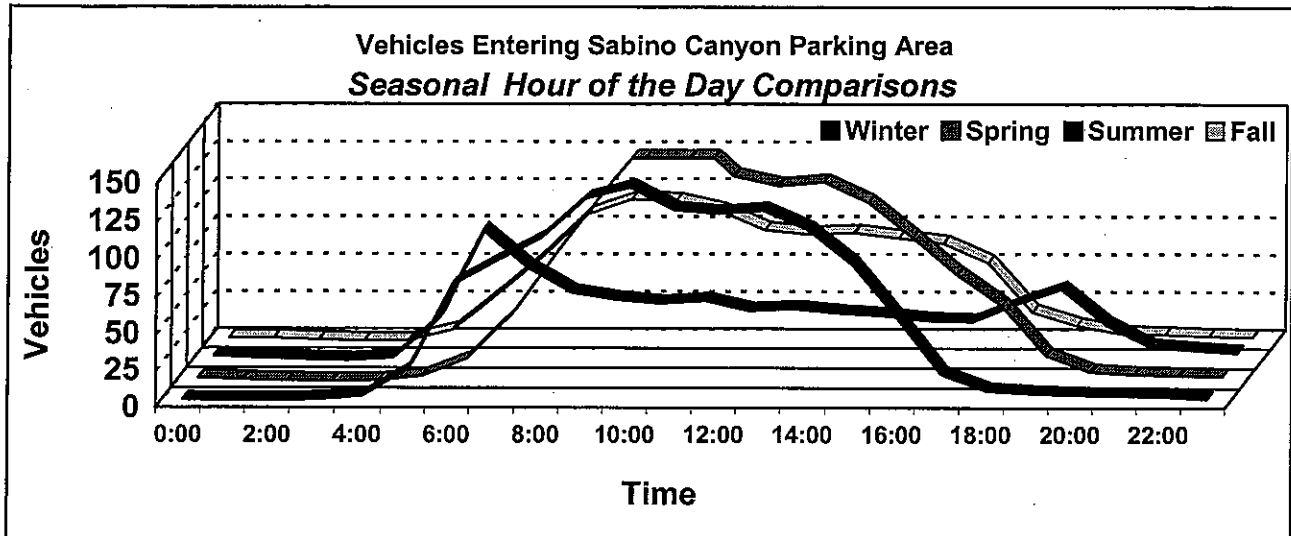
Area description. The Sabino Canyon Recreation Area is located on the south slopes of the Catalinas, and is bordered along two boundaries by Tucson residential neighborhoods. The Recreation Area is a contiguous 1500 acre unit with two main canyons--Sabino and Bear. Since the turn of the century, Tucsonans have visited the area to walk, hike, picnic, fish, enjoy nature, and play. The area offers a close-up and accessible opportunity to recreate in and learn about unique southwestern natural and cultural resources.

Outstanding scenery abounds, featuring steep rock cliffs, and foothills covered with unique desert vegetation adjacent to the riparian corridors. Popular contemporary uses of the area are walking, jogging, hiking, bicycling, shuttle riding, nature study, wildlife viewing, and photography. Access to Pusch Ridge Wilderness from 4 trailheads provides primitive recreation opportunities. There are 83 single family picnic units, 5 group sites (150 people total capacity), 18 restrooms, 5.6 miles of paved trail (road), and 9.5 miles of trail. Dispersed use experiences are popular especially along the banks of Sabino Creek and Bear Creek. The condition of the facilities ranges from poor to good. The water system is in very poor condition. Only one-half mile of the 4-5 miles of waterline has been replaced since it was installed 40 to 70 years ago. Major leaks probably go unnoticed, wasting water and adding to the inefficiency of the overall water system.

2. Description of Visitors

Visitors to Sabino Canyon include locals, who may visit the canyon many times per year for a hike or bike ride, and national and international tourists. Open house discussions and a customer survey took place in the fall of 1997. Of those responding to the question asking for their ZIP code, 29% were from 85750, the area abutting the Recreation Area boundary. The survey indicated that visitors enjoy the canyon in a variety of ways. Of 590 respondents: 475 walk, 95 run, 60 bike, 378 hike, 142 picnic, 93 visit the visitor center, 128 ride the tram, 113 birdwatch and 14 volunteer. The survey also indicated that 42% of the respondents visit the canyon more than 50 times per year. However, this percentage would likely be reduced if the survey were conducted in the busiest tourist season—March and April.

Per the electronic vehicle counter at the entrance to the Canyon (see Table 3), the peak use month is April, followed by March, and then by January, May, and February. The lowest number of visits is in July. Chart 2 shows that peak entry times each day vary seasonally. As expected, peak use



- Chart

2 -

occurs at midday in the Winter and Spring when daytime temperatures are mild, which is traditionally the high tourist season for southern Arizona. The peak-use times on the weekend during some months cause the parking lot to overflow; vehicles are then parked along the adjacent county roads.

By observation one can see visitors from a wide range of socio-economic groups represented at the canyon. Low income visitors will have their access maintained. Free days will be used, e.g., the first Monday of the month, or coupled with special events; this practice will be managed to help alleviate the peak-use overcrowding of the parking lot. If the local city bus company extends their route to the Sabino Canyon parking lot, passengers would pay no parking fee. Another way to provide free access and encourage use of the area by people in lower economic groups is to distribute free passes to children who participate in the Volunteer Naturalist programs, so that they may return for a free visit hosting their family or friends. Some of the children are in lower economic groups, as the schools that visit the canyon represent a cross-section of the community and the greater Tucson area.

To encourage visitors of minority groups, special interpretive programs featuring the historic relationship of members of various ethnic groups to the canyon will be researched and featured.

3. Objectives for Use of Fee Receipts

The objectives stated above (in Section 1) from the *Sabino Canyon Interpretive Plan* and the *Sabino Canyon Recreation Concept Plan* provided the components to generate the Estimated Five Year Operating Budget for the canyon (See Table 5). To further refine and prioritize the projected expenditures the public survey was used.

Public responses on this 1997 survey indicated that the majority of visitors prefer the natural experience of the canyon and are not interested in seeing the addition of more developments. On the survey, visitors indicated that the priorities for "how the fee monies should be spent" are (highest priority listed first):

- maintenance, trash removal, trail maintenance, and restrooms
- keeping the area natural with the same level or no development, protect the animals and plants
- security patrols and control of vandalism
- improve/upgrade of facilities
- education, interpretation, school programs
- road maintenance

Additionally, respondents indicated "things you do **not** want to see fee monies to be spent on":

- more structures/development
- trams/roads for trams
- concessions/fast food/commercialization
- manmade facilities/buildings/non-native materials

For the total cost to operate the canyon, see Table 5 showing the Estimated Five Year Operating Budget. (NOTE: This five year plan is useful when showing operating projections for the future, but at this time the fee demonstration legislation expires in September of 2002.) The proposed use of the collected demo funds is shown below. The expenditures listed consider the priorities outlined above by the public survey participants.

For the first year of the project, the net revenue from the Sabino site will be divided approximately as represented in **Table 1**. As the maintenance backlog is reduced in future years, the percentages will change accordingly.

First Year Net Revenue Distribution

Recreation operations	12%
Deferred maintenance	24%
Trail maintenance	3%
Visitor Center operations	10%
Interpretive services	9%
Road and parking lot maintenance	26%
Wildlife habitat improvement	4%
Security	3%
Compliance	9%
Total	100%

- Table 1 -

The balance needed for the Estimated Five Year Operating Budget that is not covered by demo project receipts will be supplemented by various sources: annual federally appropriated funds, federal recreation capital investment funding, grants, partnerships (e.g., Friends of Sabino Canyon, Public Lands Interpretive Association, and the Sabino Canyon Volunteer Naturalists), shuttle operator road maintenance contributions, and challenge cost share projects. This total combination of funds from the sources listed will still not meet the needs of the canyon (see Table 5).

4. Key components of Fee Demonstration Project

The demonstration project funds will be applied to both developed and dispersed recreation opportunities in Sabino Canyon:

- **Picnic areas:** Lower Sabino Group Area, Cactus Picnic Area, and units scattered throughout the canyon provide tables, grills, garbage service and toilets nearby. About one-half offer drinking water.
- **Trails and trailheads:** Bear Canyon, Blacketts's Ridge, Phoneline, and Esperero Trails all lead to the Pusch Ridge Wilderness.
- **Vistas:** Sabino Dam Overlook and Bear Canyon Overlook provide opportunities for viewing scenery, picnicking, and interpretation.
- **Visitor Center:** Open 363 days per year. New exhibit gallery opened in fall 1999. The bookstore offers a wide variety of publications on the natural and cultural resources of the canyon and of the Southwest. Staffers provide detailed answers to all information questions. Interpretive programs will be offered beginning in 2001.

A concessionaire provides shuttle transportation along the main upper canyon road (3.9 miles) and to the Lower Sabino area (1.7 miles). Service is offered every half-hour in the busy tourist season and every hour during the hot summer months. Moonlight rides are offered most months.

Site Inventory

**Sabino Canyon Recreation Area
Developed Recreation Facilities**

Facility Name	Number Picnic Units		Number Vehicle Parking Spaces		
	Single Family Picnic Units	Group Picnic Units/# People	Horse Trailer	Single Vehicle	Bus
Cactus Picnic	8				
Cactus Ramada #1		(1) 40			
Cactus Ramada #2		(1) 25			
Sabino Canyon Group Site		(3) 85			
Sabino Canyon, Upper Picnic	31				
Sabino Canyon Visitor Center			5	398	5
Sabino, Lower West Dam Picnic	11				
Sabino, Lower East Dam Picnic	21				
Sabino Dam Overlook Picnic	12				
Total Number Units/Sites	83	(5) 150	5	398	5

-Table 2 -

5. Recreation Use by Major Component

Use at the Sabino Canyon Recreation Area has been estimated by the results of electronic counters.

Estimated Number of Visitors
Sabino Canyon Recreation Area

Month	Vehicles	Visitors
Jan	37,925	132,738
Feb	34,158	119,553
Mar	45,996	160,986
Apr	45,000	157,500
May	36,071	126,248
Jun	25,534	89,369
Jul	20,883	73,090
Aug	21,276	74,466
Sep	24,049	84,172
Oct	28,798	100,793
Nov	31,248	109,368
Dec	25,698	89,943
Subtotal Vehicles	376,636	1,318,226
Subtotal Pedestrians		35,000 ¹
Total Visitation		1,353,226

- Table 3 -

Vehicle entries into the main parking lot, by month (combining data from various months over a two year period), are shown in **Table 3**.

¹ Pedestrian and bicycle entries from locations other than the Sabino main entrance. Data estimated from electronic counters.

Chart 3 shows a graphic representation of counted vehicle and extrapolated visitor use of the Canyon from the data in Table 3.

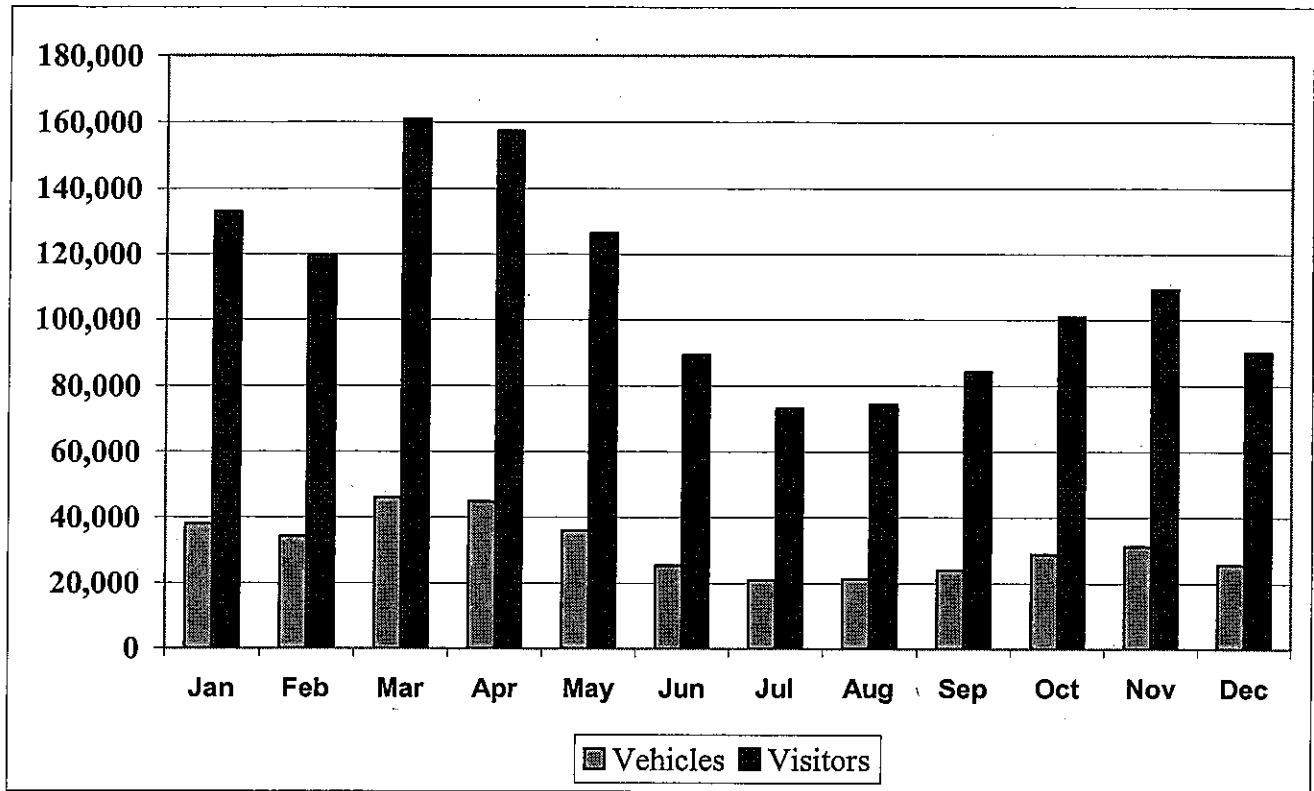


Chart 3 -

Three other sources of reliable data regarding Canyon visitation include:

- ticket sales for the Sabino Canyon Tours shuttle
- the number of students who attend Sabino Canyon Volunteer Naturalist (SCVN) programs
- visitor counts in the Sabino Canyon Visitor Center

The shuttle ticket sales, and the Visitor Center numbers will probably continue to rise as the population of Tucson and the number of regional tourists increases. This data also reflects the changes in visitation that occur due to weather and the effects of natural events (see Table 4).

Number of Visitors

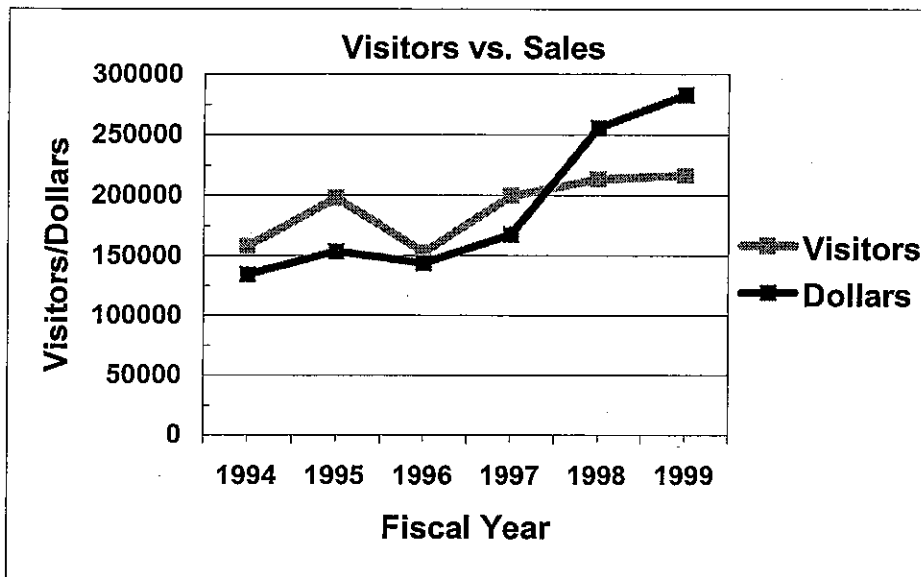
Fiscal Year	Shuttle	SCVN Children's Program	Visitor Center
1996	213,662	5000 est.	152,465
1997	249,971	6000 est.	199,685
1998	221,763	7200 est.	213,366
1999	226,040	8500 est.	216,310

2000	210,897	8500 est.	198,108
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- Table 4 -

During the school year, Sabino Canyon Volunteer Naturalists provide interpretive activities in the canyon for kindergarten and grade school age children (see Table 4). Currently, demand for SCVN programs by local schools far exceeds capacity. The Naturalists also provide the only non-commercial interpretive activities for adults visiting the canyon.

Sales in the Visitor Center bookstore operated by Public Lands Interpretive Association have increased dramatically, possibly due in part to the more welcoming newly remodelled area. The average revenue spent per person who entered the visitor center in 1998 was \$1.12 and in 1999 was \$1.41 (a 26% increase).

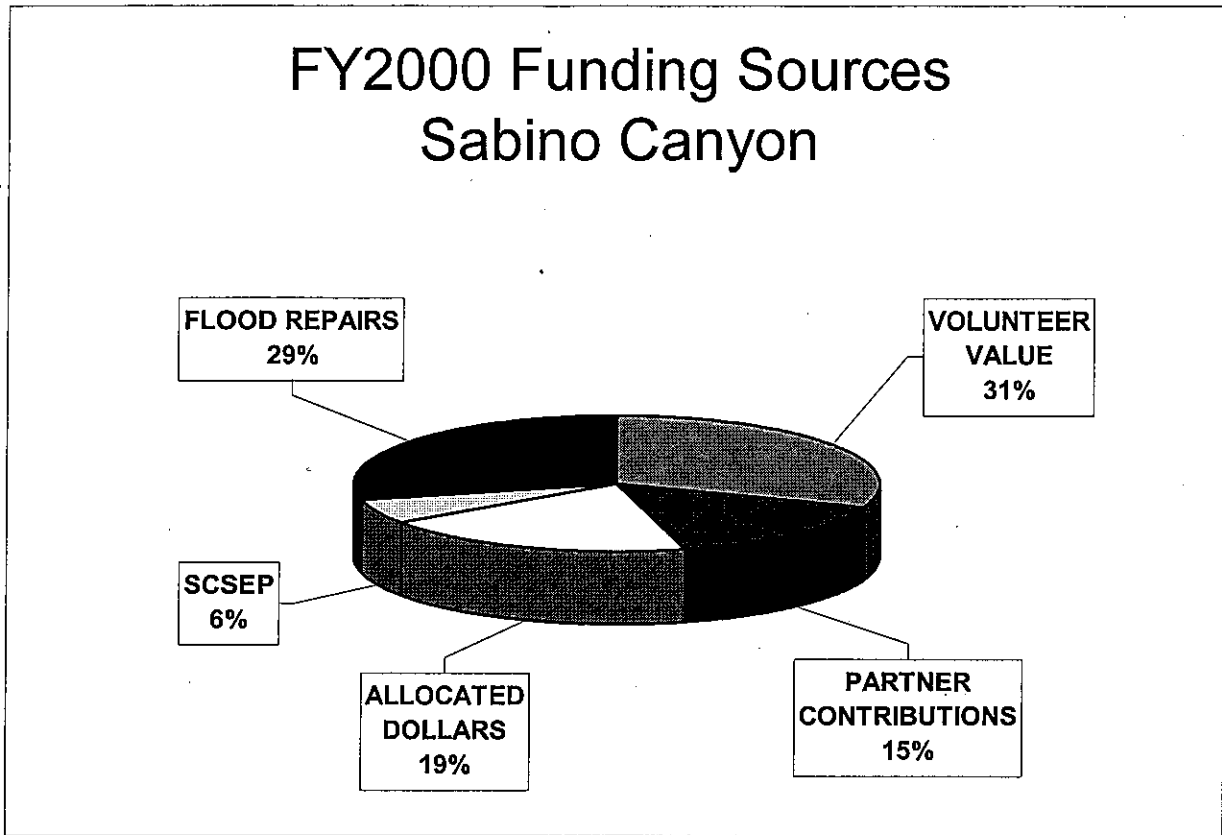


- Chart 4 -

In summary, the rising trend for use at Sabino Canyon is expected to continue. It is not anticipated that substantial reductions in use would occur due to the modest per car fee. Many visitors already will own a Catalina Mountains Annual Pass at the time the Sabino Canyon area is added to the existing demonstration program. Currently (as of June 30, 2000) there are 9480 annual passes in effect for the Catalina Mountains Fee Demonstration Program.

6. Costs to Operate this Additional Site

The cost to operate and maintain Sabino Canyon in 2000 is shown on **Chart 5**.



- Chart 5 -

The total funds available for Sabino Canyon from all sources for FY 2000 equals \$874,790. Only 19% of this total, or \$169,917, is allocated dollars.

The total estimated cost is \$874,790. This sum is composed of Appropriated Funds (\$169,917) and funds from other sources (\$704,873). These costs can be expected in the future with or without addition of this site to the existing Catalina Mountains Fee Demo.

This annual Operation and Maintenance (O&M) cost is but one segment of the total funding needed. There are additional funds required to remove the backlog of maintenance, to enhance interpretation and visitor services, to complete resource and capital investment projects, and to maintain the road including other stabilization costs (engineering projects). The Estimated Five Year Operating Budget, see **Table 5**, reflects these costs through 2004, assuming the site is added to the existing CMFDP.

Estimated Five Year Operating Budget (\$M)

Fixed Operating Costs	FY 1999	FY 2001	FY2002	FY 2003	FY 2004
	Base Yr	Needed	Needed	Needed	Needed
O & M to Critical Standard	\$139.4	\$199.7	\$209.6	\$220.2	\$231.2
O & M additional cost for Full Standard	\$0.0	\$255.8	\$268.6	\$282.0	\$296.1
Trail Maintenance	\$10.0	\$34.3	\$36.0	\$37.8	\$39.7
Visitor Center Operations	\$80.0	\$129.1	\$135.6	\$142.4	\$149.5
Road & Parking Maintenance	\$10.0	\$11.0	\$11.6	\$12.2	\$12.8
Safety & Security	\$0.0	\$189.1	\$198.6	\$208.5	\$218.9
Overhead	\$47.9	\$163.8	\$172.0	\$180.6	\$189.6
Collections	\$0.0	\$136.4	\$143.2	\$150.9	\$157.9
Total Fixed Costs	\$287.3	\$1,119.2	\$1,175.2	\$1,234.6	\$1,295.7
Variable Capital Improvement Costs					
Deferred Maintenance	\$0.0	\$495.5	\$520.3	\$546.3	\$573.6
Trail Maintenance & Reconstruction	\$0.0	\$32.0	\$14.0	\$16.0	\$18.0
Road & Parking Capital Investment	\$0.0	\$248.1	\$260.5	\$274.5	\$289.3
Habitat Improvement	\$0.0	\$17.7	\$15.5	\$16.0	\$16.6
Overhead	\$0.0	\$158.7	\$162.1	\$170.6	\$179.5
Facilities Capital Improvement		\$258.6	\$271.5	\$285.1	\$299.4
Total Variable Costs	\$0.0	\$1,210.6	\$1,243.9	\$1,308.5	\$1,376.4
Total Fixed and Variable Costs	\$287.3	\$2,329.8	\$2,419.1	\$2,543.1	\$2,672.1
Funds Available	\$287.3	\$1,734.6	\$1,420.2	\$1,491.3	\$1,565.9
Shortfall		-\$595.2	-\$998.9	-\$1,051.8	-\$1,106.2

- Table 5 -

Total needs exceed \$10,000,000 for 2001 through 2004. If the currently available revenues remain constant, this indicates a shortfall in these next four years of \$3,752,100 (even with the revenue generated by the Fee Demo Program). This chart represents the total cost to bring the facilities and services up to standards. Also, it is felt that the Meaningful Measures cost estimates, which are based on national formulas, are lower than actual cost.

Costs to Operate Sabino Canyon Fee Site

Currently there are no fees charged for individuals entering Sabino Canyon. Therefore, there are no direct fee collection costs at Sabino Canyon at this time. However, both daily and annual passes for the Catalina Mountains Fee Demo are sold at the Visitor Center bookstore. (This is also the District Office reception area.) Staffers there include Public Lands Interpretive Association employees, SCSEP employees, and Forest Service volunteers. There are no Forest Service employees who work at this counter performing District reception or fee collection duties.

The collection of the Sabino Canyon demo fees will be accomplished by a service contract for automated pay stations and their operation. The contractor will provide the majority of start-up costs including the machine hardware and software, the parking lot modifications and signing, etc. The implementation costs paid by the Forest Service (\$20,000) include: brochures and flyers, printing of annual passes, some signing and parking lot striping, bulletin boards, etc. Additionally, contract preparation and service carts will add another \$20,000, for a total Forest Service investment expected to be about \$40,000. The contractor will perform the cash collection and depositing functions, and provide daily reporting. All maintenance to the machines, the collection signs, etc. will be provided by the contractor. Enforcement compliance and follow-up on payment of the parking citations will be the responsibility of the District.

Overhead for the operation of this demo site will include contracting and administration of the collection service contract and supervision of any additional Forest Service employees. This amount will continue to be financed from appropriated funds.

7. FY 1999 Receipts

Other than a small amount of revenue from special use permits, recreation use fees collected at the canyon were zero.

8. Fee Determination Process

Fair Market Value (FMV). In the Tucson area fees charged by some of the popular attractions range from \$4.00 per person for the Reid Park Zoo to \$9.95 per person for admission to the Arizona-Sonora Desert Museum. There is a \$5.00 per vehicle fee for admission to Catalina State Park and \$6.00 per vehicle for Saguaro National Park. See **Appendix A** for a listing of other attractions in the Tucson area and **Appendix B** for the Criteria for Pricing Structure Scenarios.

Currently a day pass for parking at sites included in the Catalina Mountains Fee Demonstration Program is \$5.00. To remain consistent with this current charge, a day pass at the Sabino Canyon site will also be \$5.00. There will be no parking charge for those visitors displaying a current CMFDP annual or day pass in their vehicle. (A day pass will be good for the canyon or for use along the Catalina Mountains road corridor or both.) Current CMFDP passes purchased for \$20.00 will be honored until they expire. In the future, passes that are printed and sold will indicate that they are valid at both locations. To reduce parking congestion during high-use periods, visitors will be encouraged to plan their trips during less busy times. Because of the high ratio of annual to daily passes expected for this project, it is not anticipated that raising rates will have much effect on overcrowding.

The use of public transportation will be encouraged if the current bus route is extended to the canyon. This would happen via standard bus service or Park and Ride initiatives. Suntran may want to join with our pollution reduction goals and offer special shuttle services on the weekends and holidays.

At some point it is anticipated that visitors will be asked to return at another time since use levels in the canyon are closely tied to parking lot capacity. Capacity management will increase overall costs for managing the Sabino Canyon Recreation Area.

Both Golden Age and Golden Access Passports will be honored when paying the fee. If a group has a group reservation in the canyon they will need to pay the parking fee also. The daily parking fee for a private tour bus will be \$35 for a 30-passenger (or less) bus and \$75 for a bus with a capacity over 30 people. Parking will be provided in specially designated bus spaces. There will be no parking fee for a private bus to enter, drop off passengers and exit.

The small front parking lot will be designated for employees and for free use by visitors conducting District or bookstore business any day of the week; spaces will be designated close to the Visitor Center for District and bookstore deliveries. Volunteers that are part of established Sabino Canyon volunteer groups will receive free administrative passes, as will school children that participate in SCVN or school sponsored group educational activities. If a visitor would like to make an additional donation, there is an existing receptacle in the Visitor Center.

To provide access to the canyon for people in low economic groups, anyone entering the canyon via public transportation will not have to pay a parking fee. People walking or cycling in will not pay the parking fee either. Additionally, people may come to the canyon for no charge on a Monday or special event "free day". An allotment of approximately 7000 free passes will be given to the Sabino Canyon Volunteer Naturalists to distribute to children attending their interpretive programs within the canyon. The student will then be able to return to the canyon during the off-peak times for one visit to host family or friends.

An assumption was made that most visitors to Sabino Canyon will also be visiting other parts of the District throughout the year. Because of this, most will choose to purchase a yearly pass. They may walk or cycle in to the canyon today "for free", but will need a pass to return another day and park with a car full of family, friends, or out-of-town visitors. In other words, if they are a regular visitor to Sabino Canyon and the Santa Catalina Mountains, they will have a yearly pass anyway. Therefore very little revenue will be lost for allowing "free" walk-ins and cyclists; the additional cost to collect from these visitors would not yield much net revenue. An individual need only visit the District fee collection sites 4 times in a year to begin to realize the advantage of the price break provided by an annual \$20 pass. Also, the sale of annual passes will be promoted by demonstrating to visitors that each pass is really a six season pass (Sabino Canyon has six seasons!). In addition to this interpretive message, we will stress that an annual pass is also a commitment by the individual toward providing visitor services and high quality resource management in the Santa Catalina Mountains for future generations to come—their "contribution to conservation".

The estimated maintenance, reconstruction, and resource management backlog in the canyon for the next five years is \$3,752,100. See **Appendix C** for income estimates. The duration of the national legislation authorizing fee demonstration projects is until September 2002.

9. Feedback Mechanisms

As with the CMFD program, the CUSTOMER report card will be used to survey users for satisfaction and services, facilities, setting, and fees. This survey measures customer satisfaction with services and other aspects of recreation. The report cards will be provided at the Sabino Canyon Visitor Center and at other locations. The Quarterly Comment Card Analysis and all public correspondence will continue to be monitored.

The service contractor will provide pay station reports that will be valuable in refining the pricing strategy which could help to spread out parking lot use throughout the week or day for an enhanced (less crowded) experience. We will continue to use traffic counters at the parking lot entrance to monitor changes in use patterns. This monitoring will augment the contractor's data. These daily and hourly data summaries are customer feedback; the use and interpretation of this data and the resulting changes in service will positively effect the visitor's experience.

The District web page will also continue to be used for customer feedback and may be used in the future to purchase annual passes.

10. Key Components of Cash Handling

Funds will be collected by various methods and at different locations. The following cash handling methods will be used:

Automated Pay Stations in the parking lot. The parking fees will be collected from the visitors at one of the six or more automated pay stations. Daily, weekly, and annual passes will be available. The pay stations will process cash, debit cards, and credit cards. The service contract will be for fee management--the complete installation, maintenance and servicing of the pay stations. This includes transporting the cash to the bank for deposit, and daily reporting summaries of these transactions. In the event that the Request for Proposal does not yield an acceptable contract bid, a fee booth would be utilized. A fee booth will also be used for the start-up, until a contract for fee collection can be put in place (see Appendix D).

Forest Service offices. The fees for annual passes will also be collected at the Sabino Canyon Visitor Center (District Office), the Supervisor's Office, Palisades Information Station, the Molino fee station, and self-serve fee tubes. These fees will be processed using the same procedures as the current CMFDP.

Vendors. Currently there are 20 vendors (including PLIA) selling the CMFDP passes. Some examples are: Star Mart, Summit Hut, Saguaro National Park, and Davis Monthan Airforce Base. Procedures for the additional revenue will be the same as currently in effect. In the future, Public Lands Interpretive Association may be providing an opportunity for visitors to purchase annual passes via their web site. Vendors receive a 10% discount when purchasing passes. We will continue to follow Forest Service regional discount procedures for the sale of passes.

11. Monitoring Improvements

There will be Regional Board monitoring trips, using the Regional Monitoring Program, as well as our own Forest reviews. Meaningful Measures and Infrastructure will continue to be used to monitor the improvements made at the Sabino Canyon Recreation Area. Customer Comment cards will provide additional and detailed information as will the collection machine contractor's reports regarding seasonal use, use by time of day, etc.

12. Civil Rights Impacts (taken from the existing CMFDP business plan)

The Santa Catalina Mountains Fee Demonstration Project area is located just northeast of Tucson, Arizona, population over 800,000. This project is the second largest revenue-generator in Region 3. It is a large project, based on revenue and visitation. Compliance is high, suggesting that controversy over paying a user fee is low. However, a handful of visitors are currently pushing the fee issue in court.

Visitors include Tucsonans and others from Southern Arizona as well as out-of-state visitors, largely during the winter months. Local visitors use the area year-round for picnics, overnight camping, and hiking. Out-of-state visitors make the scenic drive into the rugged western mountains. Estimates from observation indicate that up to 25% of visitors between November and February are out-of-staters.

Demographic data of Pima County, AZ is as follows:

Caucasian	46%
African-American	4%
Hispanic	29%
Asian	2%
Other	18%
Male	51%
Female	49%
Disabled	24%
Below poverty level	40%

There is a strong correlation between the Below Poverty Level and Hispanic groups, and we feel these represent our underserved population. Several efforts are ongoing to reach those who may be affected by the fee. Free days have been offered throughout the year. In FY99, ten free days were offered. Free days are always announced through news releases. Local media have been very helpful in getting the word out about free days. Aguila Press, a local Hispanic newspaper is on our media mailing list. Free passes are offered for educational and USFS sanctioned volunteer activities. Pima County is currently assessing the feasibility of providing a shuttle service to serve Mt. Lemmon. This may allow low income visitors to participate in recreational activities in the fee project area for less than the cost of a pass. Our day use fee of \$5.00 is assessed by carload. This makes a family or

group visit to the fee project area very inexpensive on a per-person basis. It is interesting to note, our observations are that people who appear to be poor are willing to pay the fee, while those who complain the loudest are those driving expensive vehicles.

We have received several letters from older visitors who state that the fee is a financial hardship on them. We do honor the Golden Age (and Golden Access) passport, which allow the passport holder a 50% discount.

We offer accessible opportunities. Our brochure, given to every pass purchaser, indicates what accessible facilities exist and where.

In compiling data, we consulted the following organizations/groups:

- City of Tucson
- Pima Prevention Partners
- Arizona State Rehabilitation
- 1990 Pima County Census
- Committee on Disability Issues

Appendix A

Recreation Site Fee Comparison

Catalina Mountain Fee Demonstration Program

Name	Daily Permit Fee Fee	Annual Permit	Operator
Colossal Cave	\$7.50 (adult) \$4.00 (age 6-12)	None	Pima County
Cibola National Forest	\$5.00 (per car)	\$50.00 (per car)	National Forest
Tonto National Forest	\$4.00(day parking) \$2.00 (boat trailer)	\$90.00 (7 day/wk) \$60.00 (4 day mid-week)	National Forest
Saguaro National Park	\$6.00 (per car)	\$20.00	National Park Service
Catalina State Park	\$5.00 (entrance fee) \$10.00 (camping fee w/o electric) \$15.00 (camping fee w/ elec.)	\$35.00	State of Arizona
Arizona Sonora Desert Museum	\$9.95 (Nov-April) \$8.95 (May-Oct) \$1.75 (age 6-12)	\$40.00	Non-profit
Reid Park Zoo	\$4.00 (adult) \$.75 (child)	\$30.00 (family)	City of Tucson
Old Tucson Studios	\$14.95 (adult) \$9.95 (child)	\$39.95 (adult) \$24.95 (child)	For-profit corporation
Justin's Water World	\$8.95 (ages 7-60)	None 10 daily passes for \$69.50	For-profit corporation

Appendix B

Criteria for Pricing Structure Scenarios

Sabino Canyon Fee Demonstration Site Addition

Fair and equitable

- Accommodate/promote low economic level visitors
- Consider certain groups and/or times exempt from payment, e.g., school children, Sabino Canyon volunteers, free on Tuesdays, etc.
- Collection method is accessible to people with disabilities
- Integrate with Catalina Mountain Fee Demonstration Program
- Make fees comparable to alternative similar activities
- Provide a place for additional voluntary contributions

Maintain or advance quality of the recreation experience

- Add value to the visitor's experience (information, orientation, interpretation)
- The collection method should not intrude into the visitor's experience
- Clearly communicate the product and price structure to the public
- Consider mail-in, call-in, or internet payment alternatives
- Compliance to be only at the parking lot, prior to entering the canyon

Implementation should not require major funding

- Capital investment to be commensurate with anticipated revenues
- Fee collection and reporting will not be labor intensive for the District

Help decrease parking lot peak use times

- Use incentives to encourage off-peak parking
- Encourage other forms of arrival other than the private vehicle (promote walking in for the neighbors, bus or bicycle for others; and carpooling)
- Collaborate with transportation providers (Suntran and tour companies)

Design should be integrated into the existing and future site features

- Collection facility and equipment design should consider the next capital investment project (new Visitor Center toilet building and site renovation)

- Harmonize design, color and type of structural materials with existing, and with the historic theme of the canyon

sd
REV. 12/00

Appendix C

Sabino Canyon Sales Projection

(Based on a Total Annual Vehicle Count of 376,600)

Annual Adjustments To Count	Total Vehicles
Employees	7800
Friends Of Sabino	2600
Environmental Ed.	2600
Gov't Vehicles	2600
Deliveries	1300
Vendors	1300
Failure To Pay (25%)	94,150
Annual Users	181,212
Total Adjustments	293,562
 Net Annual Vehicle Count	 83,038

Type of Pass	No. of Passes	Pass Price	Revenue
Day	67261	\$5.00	\$336,303.90
Weekly	830	\$10.00	\$8,303.80
Annual	8304	\$20.00	\$166,080.00
Golden Day	5813	\$2.50	\$14,531.65
Golden Weekly	0	\$5.00	\$0.00
Golden Annual	830	\$10.00	\$8,300.00
Bus Pass	150	\$35.00/\$75.00	\$12,000.00
TOTAL			545,519.35

Traffic counter data indicates that a total of 376,600 vehicles enter the Sabino Canyon parking lot each year. To project the revenue, this total needs to be adjusted downward to account for employees entering, deliveries, anticipated annual pass holders, etc. The top table summarizes

these total adjustments. From the adjusted total vehicle count, we then projected pass sales by type and revenue. Pass sales by type was determined from statistics on pass sales from the CMFDP sales for 1998 and 1999.

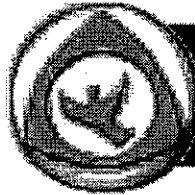
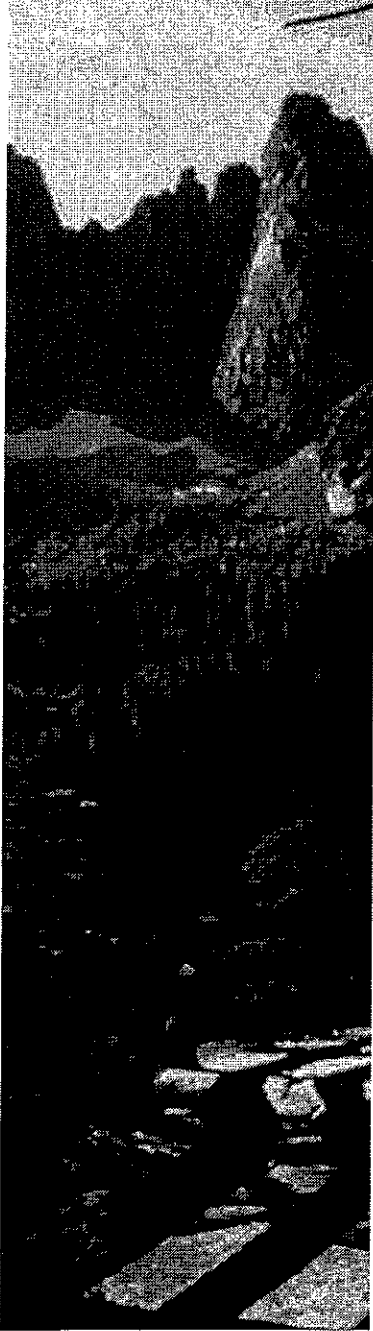
Projected revenue is displayed above. We anticipate collecting roughly \$720,000 annually at the Sabino collection point. This figure does not include lost revenue due to vendor discounts, nor does it include lost revenue from shared pass sales for both collection points: Sabino Canyon and Mt. Lemmon. Weather and unplanned construction activities are also not factored into the revenue projection figure.

Appendix D

Interim Collections Plan Sabino Canyon Site Addition Catalina Mountains Fee Demonstration Program

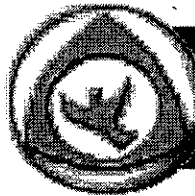
The Santa Catalina Ranger District would like to begin collections at Sabino Canyon as soon as possible. A Request for Proposals is being developed to seek a contractor to provide automated collections for the Sabino Canyon area. It is anticipated that a contract could be let by mid-March, 2001 and full implementation by May or June. In the interim, the Santa Catalina District plans to collect fees at Sabino Canyon using a staffed exit station. Also, two fee tubes will be installed for after-hour collection. If the contract takes longer than anticipated or if bids are unacceptable, this collection strategy would be used long-term or until another strategy could be employed.

Alterations to the parking lot would be minimal. Electrical and telephone service would need to be extended from existing nearby overhead lines. Currently, our plan is to lease the necessary building. Total costs for the building, signs, cash register and supplies, and electrical and phone service is estimated to be \$20,000. Anticipated collections from February 1 through May 30, 2001 is \$185,000, making this a cost-effective alternative.



**GOLDEN
PASSPORTS**

FEE DEMO
PROJECT 701



**GOLDEN
PASSPORTS**

Plan 2003

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Executive Summary



As part of the Recreation Fee Demonstration Program, in the spring of 2003, the Forest Service will begin honoring the Golden Passports (Eagle, Age, and Access) at all sites charging fees for entrance into federal recreation areas, use of high impact recreation areas and developed day-use recreation sites, which may include picnic sites, low development boat ramps, trailheads, visitor centers and parking. This is a pilot project and will include adequate monitoring and evaluation to determine project effectiveness and to assist with future project decisions.

Golden Eagle Passports

Golden Eagle Passports will continue to be sold for \$65 and honored at all Forest Service, National Park Service, Bureau of Land Management, and US Fish and Wildlife Service sites charging entrance fees as well as FS sites in the manner described above. Local, regional and multi-forest passes for day and annual use may also continue to be sold. The Golden Eagle Passport does not provide any other discounts. Concessionaires are not required to honor the Golden Eagle Passport.

Golden Age and Access Passports

Golden Age Passports will continue to be sold as a lifetime pass for \$10 each. Golden Access Passports will continue to be a free lifetime pass. In addition to the benefits provided by the Golden Eagle, the Golden Age and Access cardholders will continue to receive a 50% discount at campgrounds, developed boat launches and swimming sites and for specialized interpretive services. Concessionaires may honor the 50% discount for holders of Golden Age or Golden Access Passports according to the terms of their current permit.

Golden Passports are not valid for fees related to:

- Facility or equipment rentals (cabins, lookouts, day / overnight group sites)
- Special conservation programs (such as Heritage Expeditions and specialized tours)
- Transportation systems
- Reservation services
- Personal use permits of any kind

Passport Design

The existing wallet card Passports will continue to be used. At locations utilizing a vehicle-based compliance program, the pass will be displayed in the front window of the vehicle. (Plastic holders to facilitate this display will be provided to all field units for free distribution.) Where the fee system is not vehicle-based (e.g. some visitor centers), the holder may simply carry the card and display it upon request. Interim procedures must be developed by local project managers to address how passes are displayed on open-top vehicles and motorcycles, or where wristbands or other "wearable" passes are in use. For instance, local program managers might choose to issue the locally available wristbands for a water play site to holders of Golden Passports. Longer-term solutions to these design challenges will be recommended after monitoring results are reviewed.



Sales

Any Forest Service office may sell/issue the Golden Passports if they choose. Those Units with fee sites honoring the Golden Passports are expected to sell the Passports. Passports will be available at any FS office/unit where the Golden Eagle is honored. Agreements with local vendors may be established to sell the Golden Eagle Passport and may receive up to a maximum of 8% commissions. All local vendors will handle receipts and fulfillment for their sales programs. A third party, centralized vendor for Golden Eagle Passports will be established to provide Internet and 1-800 phone sales. Only this third party vendor will be authorized to provide online sales, and each forest website will provide a link to this site.

Revenue Distribution

The point of sale (forests) retains 80% of the purchase price of the Golden Eagle and Golden Age Passports; \$52 for every Golden Eagle, \$8 for every Golden Age, and \$12 for every Golden Eagle Hologram sold. The 8% vendor commission will be deducted from the 80% point of sale revenue. The remaining 20% is pooled with 20% revenues (less costs of operation) from national Internet and toll-free phone number sales. The 20% pooled funds, along with the 80% from Internet and toll-free phone number sales will be redistributed using a weighted formula based on each region's percentage of fee demo receipts (50%), visitation (25%), and the percentage of deferred maintenance (25%). Other factors may be considered for future revenue distribution strategies including national needs.

Expenditures

Regional boards will allocate pooled revenues to be expended based upon the nine project categories addressed in the fee demo legislation (visitor services and operation, facility enhancement, interpretation and signing, maintenance, resource preservation and enhancement, security and enforcement, and fee collection). Each board may elect the process used to allocate funds.

Marketing and Communications

FS web sites will offer information and a link to the centralized vendor. The third party centralized vendor will provide prominent web and 1-800 sales presence. The *Federal Recreation Pass Programs* brochure will be updated in 2004. Training for FS front liners will be provided, including Question & Answer resources. Information regarding the Golden Passport Program may be added to local FS publications, newsletters and mailings. A news release template will be provided for local/regional use.

1 Background

In 1965 Congress authorized the collection of recreation fees through the Land and Water Conservation Fund Act (LWCFA), 16 U.S.C. 4601-6a(a)(1)(A). LWCFA established the terms entrance and use fee described in Section 2 as well as the Golden Passports, their terms, and conditions. The Recreational Fee Demonstration (RFD) legislation, Section 315 of Public Land 104-134, did not address the Golden Passports; however, their use continued under the RFD Program. This business plan establishes the Golden Passports as national passes under authority of the Recreation Fee Demonstration Program.

National Passport Program

The Land and Water Conservation Fund Act (LWCFA) of 1965 (PL 88-578, as amended) and the Omnibus Receptions and Appropriation Act of 1996, sec 315 (PL 104-134, as amended) authorized collection of recreation entrance and user fees. In addition to local and regional recreation fees, three National Passports are currently available. Participating agencies in the



Golden Passport Program as part of the LWCF Act are: the Bureau of Reclamation, Army Corps of Engineers, Forest Service, Bureau of Land Management, National Park Service and the US Fish and Wildlife Service. Only the latter four agencies are authorized to charge fees under the Recreation Fee Demonstration authority (PL 104-134 as amended).

In 1997, participating agencies raised the price of the Golden Eagle from \$25 to \$50. In 2000, as part of the Recreation Fee Demonstration Program, the Golden Eagle price was raised to \$65, and the National Park Service introduced the National Parks Pass for \$50. A \$15 Golden Eagle Hologram was also made available to upgrade a National Parks Pass to a Golden Eagle Passport.

The Golden Eagle Passport is honored at all Forest Service, National Park Service, Bureau of Land Management, and US Fish and Wildlife Service sites charging fees for entrance into federal recreation areas, use of high impact recreation areas and developed day-use recreation sites which may include picnic sites, low development boat ramps, trailheads, visitor centers, and parking. The pass is valid for 12 months, admitting the cardholder and accompanying passengers in a private vehicle. In those areas where a per person fee is charged, the pass admits the pass owner, spouse, parents and children. The Golden Eagle is not valid for any other fees. The Golden Eagle Passport sells for a yearly fee of \$65.

The Golden Age Passport is a lifetime pass available to citizens or permanent residents of the U.S. who are 62 years of age or older. In addition to the benefits provided by the Golden Eagle Passport, the Golden Age Passport also provides a 50% discount at campgrounds, developed boat launches and swimming sites, and for specialized interpretive services. The Golden Age Passport sells for a one-time \$10 fee.

The Golden Access Passport is a lifetime pass available to citizens or permanent residents of the U.S. who are blind or permanently disabled (Appendix G outlines the guidelines for eligibility and required documentation). The Golden Access Passport provides the same benefits as the Golden Age Passport. The Golden Access Passport is issued at no charge.

2 The Project

Modification of the Golden Passport Program is an effort to increase visitor benefits, simplify the Recreation Fee Program, and meet the demand for a consistent interagency program.

Purpose

The intent of this business plan is to provide managers and employees a clear, logical and thorough understanding of the 2003 Golden Passport Program, ensuring consistent implementation across the country in a short timeframe. The timeframe for the implementation of this plan is expected to be 18 months. This business plan concentrates on the Golden Eagle Passport, which endeavors to meet the demand for a consistent interagency pass.

Important Definitions

Use Fee: Currently used by all federal agencies involved in the Golden Passport Program. Sometimes referred to as a "user" fee. A fee for using specialized visitor services such as



campgrounds, swimming areas, developed boat launches, waterfowl blinds, cave tours, or specialized interpretive services in designated federal recreation areas.

Entrance Fee: A fee for entering federal recreation areas, such as national parks, national recreation areas, national monuments, and national wildlife refuges.

The following terms were developed for the Forest Service Recreation Fee Blueprint (See Appendix F) in coordination with the three Department of Interior Fee Demo agencies to cover the sites that meet visitor expectations for national passes.

Basic Fee: Basic recreation fees cover entrance as described above to the primary attraction where fees are charged, such as national monuments, national recreation areas, and at significantly developed day-use recreation sites such as picnic sites, trailheads, visitor centers, parking, low development boat ramps and high impact recreation areas. The fee is typically implemented on a per vehicle basis.

Expanded Fee: A fee that covers specialized outdoor recreation sites and services such as campgrounds, cabin rentals, climbing, river use, and interpretive programs. Fees are collected at point-of-service.

Need

Since the inception of the Recreation Fee Demonstration (RFD) Project in 1996, consistent interest has been expressed from Congress and the public to reduce the number of passes required at various recreation sites on public lands, regardless of jurisdiction. It is clear that the public does not differentiate between various agency jurisdictions when they recreate on public lands; the need for a multitude of passes for lands managed by "government" makes no sense to the typical visitor. It is confusing, expensive and a source of public frustration. A November 2001 General Accounting Office audit recommended that agencies develop "standard definitions of 'entrance' and 'user' fees" to reduce public confusion about the use of the Golden Passports.

RFD projects have been tested among various agencies making apparent the increased confusion regarding what discounts are available, at what sites and from which agency. The Forest Service situation is the most inconsistent of all the agencies due to the variety and types of fees being tested. For example, one visitor center may charge an "entrance" fee, which means the Golden Eagle is honored and another visitor center charges a "use" fee, hence, the Golden Eagle is not honored. This example clearly demonstrates the need for the implementation of a plan that offers consistency within agencies.

Over the past seven years, with the onset of numerous fee demonstration projects and the National Parks Pass, the Golden Eagle has become less relevant. Visitors tend to purchase a National Parks Pass or a regional/local pass to use many "basic" Forest Service fee sites. Including these basic use fees as an additional benefit in the new Golden Eagle will provide a more sensible purchase option for the visitor.

The Decision

The decision to implement this project was made by Dave Holland, Director of Recreation, USDA Forest Service. The decision was made from recommendations provided by the Golden Eagle Task Group, the Interagency Recreation Fee Working Group, and the Interagency Recreation Fee Leadership Council. The analyses, recommendations, and options considered by the Team, Working Group, and Leadership Council are contained in Appendix A. Appendix C contains a summary of employee comments regarding the proposal.

In April 2003 the Forest Service will begin honoring Golden Passports (Eagle, Age, and Access) at all "basic" recreation fee sites.

This is a pilot program and will include adequate monitoring to shape future decisions regarding the program. The Golden Age and Access Passports are related to the Golden Eagle; however, they are

subordinate in this Plan because they are for specific user groups and require legislative action to make substantive changes toward simplification of the program.

This effort is the initiation of a process started in 2001 by the National Recreation Pass Task Group, which included employees from across the agency who were asked to analyze options for a national interagency pass. The 2001 task group recommended to Forest Service management the modification of the current Golden Eagle Passport to cover both entrance and basic use fees. The Interagency Recreation Fee Leadership Council, a national group of key leaders from all federal agencies that authorize recreation user fees, has reviewed the task group's recommendation and supports implementation.

Why Now

Current Recreation Fee legislation will expire in September 2004. This year 2003 will likely be an active year regarding public and Congressional interest in the Recreation Fee Demonstration Program. Congress may consider some form of recreation fee legislation. Any movement toward simplification and interagency efforts may be seen as progress by the public and Congress.

The expectation of this by both Congress and the public has been expressed through letters, reviews, GAO audits, the media and internal staff. Interagency cooperation is considered to be a key issue in the Recreation Fee Program and has been recognized as such by all agencies; however, without permanent legislation, progress has been slow.

The Recreation Fee Demonstration Project has been in place for seven years, and the growing sense of frustration and demand for the agencies to do "something" to simplify the fee structure and provide interagency choices is evident. The Forest Service has draft national policy (Appendix F) and support from the National Interagency Recreation Fee Leadership Council for this proposal. Therefore, the necessary structure and support are in place to provide successful interagency efforts.

If this project were to be postponed, the agency would risk losing this critical opportunity to increase public support for the Recreation Fee Program.

Goals and Objectives

The Forest Service is committed to achieving the following goals and objectives through the implementation of this business plan.

GOAL 1

The Forest Service will increase visitor satisfaction.

Objective 1

Create a **simple** and **consistent**, user-friendly Golden Passport Program by spring of 2003.

- 1.1 The Forest Service will begin honoring Golden Passports (Eagle, Age, and Access) at sites charging fees for entrance into federal recreation areas, use of high impact recreation areas and developed day-use recreation sites which may include picnic sites, low development boat ramps, trailheads, visitor centers, and parking.
- 1.2 Contract with a third party vendor, establish a website and 1-800 number for information and sales by April of 2003.
- 1.3 Develop appropriate on-site signing, pre-announcement flyer, Federal Passport brochure sticker, and a pass options tool to be used by visitors to make an informed purchase decision. All tasks to be complete by April 2003.

GOAL 2

The Forest Service will increase public support and favor for the Recreation Fee Program.

Objective 1

Provide interagency pass with increased benefits and value.

- 1.1 Offer Golden Passport Program in the spring of 2003 with added benefits and maintain current pricing structure.

Objective 2

Ensure public and key individuals are well informed.

- 2.1 Create and make available news release template for regional/local areas showing Golden Passport changes along with seasonal recreation reminders.
- 2.2 Submit information regarding program changes for publication in the Fee Demo Memo and Forest Service Today.
- 2.3 Create and appropriately distribute the following communication documents: agency letter, recreation director letter, deputy chief letter, briefing papers, letter to other federal agencies, and information sheet.

Objective 3

Utilize social science and market research to evaluate delivery and effectiveness of products and services.

- 3.1 Develop purchaser survey tool and administer in the fall of 2003.
- 3.2 Develop public feedback tool and implementation schedule by May 2003.
- 3.3 Conduct pre and post implementation focus groups.

GOAL 3

The Forest Service will provide employees with adequate tools to effectively communicate and interface with the public.

Objective 1

Provide adequate and timely information to the field.

- 1.1 Establish and utilize feedback group for review of products and communications during implementation process.
- 1.2 Upon initiation of implementation plan, send out weekly field updates via email from national program leader.
- 1.3 Develop and distribute Employee Information Packet (Appendix I) including: Q & A's, national pass comparison sheet, revenue distribution/job codes, vendor information sheet, Power Point training presentation, compliance sheet, public concern talking points, samples, and training guidelines by March 14, 2003.

- 1.4 Ensure forests supplies of Passports, plastic hangtags, Federal Pass brochures and stickers by March 14, 2003.
- 1.5 Develop Forest Service Manual supplement on changes to the Golden Passports by May 2003.

Project success depends on all goals and objectives being accomplished as shown in Table 4 Monitoring and Evaluation.

Risks and Assumptions

Risks

If the agency loses recreation fee authority after this effort is implemented, it may serve to greatly increase visitor frustration and confusion, resulting in reduced public support and agency credibility. In this case, the National Passport Program would revert back to the LWCFR law and any sites not meeting LWCFR criteria would be dropped from the program.

Assumptions

- **Begin implementation in spring 2003.**
- The Golden Eagle, Age and Access will be accepted at all basic fee sites in the Forest Service, except concessionaire-operated sites.
- The Golden Passport cards will not change for 2003 or 2004.
- The National Interagency Recreation Fee Leadership Council supports full implementation of this business plan.
- Interagency efforts with state agencies will occur at the Forest Service regional office level.
- The Basic Pass System described in the final draft "Blueprint for Forest Service Recreation Fees" (Appendix F) will be implemented.

Current Program

The current Golden Passport Program includes the following benefits from the Forest Service: free entrance to sites currently charging entrance fees, and typically a 50% discount on local and regional day-use fees for Golden Age and Access holders. Presently, there are 18 Forest Service sites that accept the Golden Eagle Passport. Under this proposal nearly 1200 sites will honor all three Golden Passports. Appendix B lists current and proposed sites. A summary of current and proposed Golden Passport benefits is shown in Table 1.

Table 1. Summary of Current and Proposed Benefits

Passport	Current	Proposed
Golden Eagle	Entrance fees	Entrance fees and use of basic recreation sites.
Golden Age	Entrance fees and 50% discount on basic recreation use fees	Entrance fees and use of basic recreation sites. 50% discount for campgrounds and developed boat launches.
Golden Access	Entrance fees and 50% discount on basic recreation use fees	Entrance fees and use of basic recreation sites. 50% discount for campgrounds and developed boat launches.

Excludes concessionaires and special recreation permits.

Agencies Involved; Roles/Responsibilities

The success of this plan relies on the involvement and support of other federal agencies. However, this business plan is written for the Forest Service; this agency has full authority and responsibility to implement the plan once approved. A critical element is the involvement and support of the National Interagency Recreation Fee Leadership Council.

Tie to National Direction

The agency directives and review findings outlined in Table 2 provide the context for this business plan. Part of monitoring and evaluation efforts will measure progress against these directives.

Table 2. Summary of Agency Directives

Directive or Review	Summary of pertinent directive	Ability of project to address directive
Forest Service Strategic Plan	Three key components for measuring agency performance and results: multiple benefits to people, scientific and technical assistance, and effective public service.	High
National Recreation Agenda	Five key areas to provide agency focus, including the improvement of visitor services and satisfaction through social science and market research.	High
Final draft Blueprint for Recreation Fees	Ten key principles for a successful fee program. "Seamless across agencies" is the first principle.	Very High

3 The Market

Demand

The demand for an interagency pass (Golden Eagle 2003) to include Forest Service basic fee sites is comprised of two key factors:

1. The obvious need for consistent acceptance of the Golden involved, reducing visitor confusion and frustration.
2. Consistent market research that shows strong interest in example, recent studies (Burns, September 2002) of the general population in the Northwest indicate that nearly two thirds of the residents of OR and WA would consider purchasing an interagency pass.

Passports am
interagency



An analysis of market research data and similar projects suggests that while interest in interagency

passes is high, actual purchasing behavior is not as strong as expected and is very price sensitive. Given the annual cost of \$65, the individual who purchases the Golden Eagle is expected to be a very frequent outdoor recreationist. Approximately 10% of current regional or local pass purchasers are expected to purchase the Golden Eagle during the first year of operation.

Similar Markets, Integration with Other Agencies

National Parks Pass

In 2000 the National Park Service implemented a National Parks Pass Program, allowing entrance into units of the National Parks where an entrance fee is required. The annual National Parks Pass sells for \$50, with the opportunity to “upgrade” it to the equivalent of a Golden Eagle Passport through the purchase of a “Golden Eagle Hologram” stamp for an additional \$15. National Parks Passes are only available from National Park locations and the National Park Foundation. The Golden Eagle Hologram is available from all federal land management agencies that participate in the Golden Eagle Program.

Regional and local national forest passes are typically \$20 to \$30, which is nearly 50% of the \$65 Golden Eagle cost. The modified Golden Eagle will offer a distinct advantage for the individual who visits national parks and national forests three or four times per year. This is an important choice for the purchaser, because typically the agency that sells the Passport will keep the revenue. The revenue impact to agencies is expected to be minimal the first season, given the low-key announcement. Of utmost importance is a timely partnership with the National Park Service to create a joint marketing strategy for the future of the Golden Eagle.

Integration with Forest and Regional Passes

Many national forests and grasslands have implemented a variety of local and regional recreation fee programs. The pricing structure varies from one location to another, and may include one or more of the following attributes:

- Annual and daily passes available at many locations
- Pass includes entrance fee or user fee
- May be combined with other recreation fees
- May provide benefits at a single location or multiple locations
- May provide benefits at a single site, or multiple sites

Under the proposed policy, national forests and grasslands may continue to offer local and regional passes in addition to the

National Golden Eagle Passport. Through January 4, 2004, the Forest Service will upgrade annual local/regional Forest Service passes purchased after October 1, 2002 to a Golden Eagle Passport. Each visitor must consider their anticipated visitation to national forests and grasslands (in addition to other federal sites) during the upcoming year and select a pass that best meets their individual situation.

Outfitters and Permittees

The proposed policy is not expected to affect outfitters or permittees.

Concessionaire

Current concession operations will not be required to honor the Golden Eagle. However, as Special Use Authorizations are renewed, consideration for honoring the Passport could be made.

Competition with Private Industry

The proposed policy does not increase competition with private industry.

4 Operations

Implementation of this business plan will be the responsibility of the

Director of Recreation, USDA Forest Service. A detailed Implementation Schedule is in Appendix D. A public announcement is

scheduled in early April 2003.

Can the Agency Operationally Provide This Product/Service?

The proposed action is merely a refinement of an existing system that the Forest Service and other federal agencies have managed for many years. The distribution system is adequate, the public understands and is accustomed to the program. The agencies have the staff and infrastructure needed to operate this program. Proposed changes to offer the purchase of passes through Internet sales and a 1-800 number are well within the capabilities of the agency and its partners.

Visitor Use Cycle and Customer Service

The future Golden Eagle Passport purchaser is expected to have purchased a Golden Eagle in the past couple of years. They will purchase a Golden Eagle Passport because they did so previously, and will typically purchase it from the same vendor. New purchasers will usually find out about the added benefits from other Golden Eagle holders and make a conscious choice to purchase, while NOT purchasing a local or regional pass.

Most purchasers will be surprised by the added benefits at the time of purchase and pass on their experience to others.

When an individual arrives at the place of purchase, a counter flyer or poster will outline available pass choices. If the visitor selects the Golden Eagle, they will receive the current Golden Eagle card, a clear plastic hang tag with instructions for inserting the wallet card, and the standard *Federal Recreation Pass Programs* brochure with a sticker explaining the added benefits at Forest Service recreation fee sites. The visitor will find that all sites honoring the Golden Eagle Passport will be signed as such.

Sales and Distribution

The current distribution system for the Golden Passport Program will be utilized in 2003. This consists of regional coordinators who distribute products and information to forests.

Any Forest Service office may sell the Golden Passports and Golden Eagle Hologram if they choose. Those Units with fee sites honoring the Golden Passports are expected to sell the Passports. All Forest Service offices will provide information regarding the program. Sales of the Golden Eagle Passport at these locations may occur in person, by phone or by mail. At office locations where credit card machines are available, FAX orders may be accepted. In addition, a national sales program for Internet, telephone and FAX ordering will be established, which is similar to the services offered by the National Park Foundation for sales of the National Parks Pass. All national forest and grassland Internet sites will be linked to this site for sales opportunities. Additional vendors are optional and may be authorized to sell the Golden Eagle Passport and Golden Eagle Hologram stamp. Vendors may receive up to a maximum of 8% commissions for selling the Golden Eagle. Shipping and handling fees may be added; however, service fees are not authorized. Direct Sales purchase agreements are strongly encouraged due to time and inventory control.

The FS is working with other agencies to develop one website, recreation.gov, for sales of interagency passes. The WO will approve any new agreements with vendors that are national in scope and who will sell the Golden Eagle nationally. Vendors that serve local projects will continue to be handled locally. Regional Recreation Fee Boards may provide guidelines for revenue sharing among units that could compete for the same vendor.

Pass Holder Design and Distribution

A see-through plastic hangtag with a sleeve allowing the Golden Eagle Passport to be slipped inside, will provide the greatest versatility. This method allows units currently using a vehicle based pass system to continue use of that system, and also allows the removal of the card for presentation at units utilizing a non-vehicle based access system. This system is easy to implement, inexpensive, and utilizes the Golden Eagle Passports currently in inventory. The most significant disadvantages of this system are the lack of safeguards preventing the card from being transferred or shared and the difficulty in displaying the wallet card on a motorcycle or open-topped vehicle.

A large order of hangtags will be purchased initially and distributed to all Forest Service offices selling Golden Passports. Other agencies will be provided a list of sources to purchase hangtags.

Safety and Compliance

Existing safety and compliance plans for local/regional projects will be modified to reflect that Golden Passports are valid for display in vehicles. The Passport must be displayed face up on the dashboard or in a plastic hangtag. National Parks Passes will be displayed with the hologram visible. It is recognized that modifying a wallet card to be used as a vehicle pass is not ideal and will create challenges with compliance. The selected method of using a plastic hang-tag with the wallet card inserted is considered to be the best option in the short-term. Training will be provided to field personnel and a Compliance Information Sheet will be developed to assist compliance officers.

Volunteers

Encouraging and recognizing volunteer efforts are key components to achieving the Forest Service mission of "Caring for the Land and Serving the People." The Golden Eagle Passport, with a value of \$65, is substantial recognition and will be used consistently throughout the agency as recognition for volunteer service. The Interagency Fee Working Group recommends that the Golden Eagle Passport may be issued as a non-monetary award for national recognition to any

volunteer who has contributed 2000 documented volunteer service hours under the umbrella of the Take Pride in America Program. Implementation of this proposal will require coordination with the Interagency Recreation Fee Leadership Council.

Visitor Operational Issues

Upgrading: Some individuals may want to upgrade from a local or regional pass to a Golden Eagle. Through January 4, 2004, the Forest Service will upgrade annual local/regional Forest Service passes purchased after October 1, 2002 to a Golden Eagle Passport. Each region will ONLY upgrade passes from their own region. The Forest Service will not offer refunds in this situation.

Lost/Stolen/Damaged Passport: Current policy regarding lost/stolen/damaged Passports will continue to apply. Free replacement cards will NOT be issued for lost or stolen Passports as they are accountable property. Golden Eagles can be replaced for \$65; Golden Age for \$10 and Golden Access must have proper documentation. A damaged or worn out Golden Age or Access Passport may be replaced if the visitor provides personal signature identification, and the damaged pass signature is identical.

Second Vehicle Passport: No provisions are made for second vehicle passes. Purchasers are encouraged to buy local day passes to cover second vehicle needs.

Towed Vehicle: Vehicles in-tow are considered one vehicle as long as they remain attached to a vehicle with a valid Passport.

Motorcycles and Open-topped Vehicles: In the short-term, individuals will have to present their Golden Eagle Passport to the local office and receive an authorization such as a sticker to accommodate their vehicle. A long-term solution is needed and will be considered when the Passport is reprinted.

Refunds for persons who previously paid 50% discounts: Some holders of Golden Age/Access Passports may have recently purchased local annual passes at a 50% discount. The new policy would have made that purchase unnecessary. Refunds will not normally be made in these situations (some local flexibility is allowable by responsible officers on a case-by-case basis). Plans exist for a 30 day pre-announcement and posting at all FS offices of the pending program changes. This should allow sufficient warning to buyers considering annual pass purchases just prior to implementation of the new Golden Passport Program.

Tracking Golden Passports:

Regional coordinators will be required to report numbers of Passports sold annually for the Report to Congress. See Recreation Pass Tracking Form in Appendix H.

Per Person Fee:

In those areas where a per person fee is charged, the Golden Eagle admits the pass owner, spouse, parents and children. The Golden Age and Access admits the pass owner, spouse and children.

5 Communication

Positioning. How Will the Visitor Perceive the Golden Eagle?

The Golden Eagle purchaser is expected to view the Golden Eagle and its added benefits as a positive and significant step toward consistency and

simplification in the Recreation Fee Demonstration Program.

Equal Access and Opportunity (Civil Rights Impact Analysis)

No adverse civil rights impacts will result from this proposal. A complete Civil Rights Impact Analysis is contained in Appendix E.

Audiences

- **Pass purchaser:** Those individuals who typically purchase a pass to recreate.
- **Visitor:** Those individuals who use the national forest and interact with the fee program or who are interested in their national forests.
- **Employees:** All employees and volunteers with direct public contact and who interact with the fee program.
- **Congress:** Federally elected officials.
- **Interest Groups:** Groups specifically interested in the recreation fee program. This includes all outdoor clubs and groups throughout the participating recreation areas.
- **Private Sector: Concessionaires, Permittees, Local Business:** Those individuals doing official business with the Forest Service and interfacing with the recreating public.

Communication Strategy

Three different marketing and communication strategies were examined. The moderate strategy was selected consisting of equal emphasis on marketing the Golden Eagle and local/regional passes, a low-key public announcement, adequate and timely information to the field for implementation, and centralized means for information and purchase.

Key messages

1. This change responds to the public's request for a simpler interagency fee program.
2. People are already familiar with this program. Using and modifying products already in existence makes more sense than creating new products. (Saves money, time, resources, minimizes confusion)
3. Golden Passports are a known product, and it's a logical place to begin moving toward interagency efforts and creating a more sensible means of implementing recreation fee collection.
4. The pass cost remains the same; however, the value is increased, which means increased benefits and savings for the public.
5. Site of sale receives 80% of the revenue, with 20% redistributed based on specific criteria.
6. This proposal does not include new fee sites. Passports will apply to existing sites.

Action Items

Communication actions will focus on a clear, organized internal communication effort to educate and inform front line employees with a public news release early in April, following employee training. Communication tools will include pre-announcement materials, an employee information packet (Appendix I), weekly field updates and stickers for current Passport materials explaining the change. Specific communication actions that are

necessary to implement by spring 2003 are outlined in the Implementation Schedule in Appendix D.

Revenue Projections

The FY 2002 revenue from all Forest Service recreation fee projects is approximately \$38,000,000 with \$602,000 generated from the sale of the Golden Eagle and Age Passports. Approximately \$26,161,000 was generated from sites that will now honor the Golden Passports as outlined in this Plan. While Golden Passport sales are expected to increase, the overall revenue impact is expected to decline by 3% (-\$872,000), primarily due to the impact of honoring the Golden Age and Access Passports for full recreation fees.

With the moderate marketing program outlined above, the anticipated increase in total revenue from the sales of Golden Eagle Passports above FY2002 is expected to be conservative. For comparison, the National Parks Pass represents approximately 10% of the fee revenue to the National Parks. A comprehensive marketing effort for the National Parks Pass is in place.

Two revenue scenarios are estimated in Table 3. Data used to develop the scenarios came from the 2002 Report to Congress and estimates of impacts from market research. Both scenarios show a loss of revenue as compared to 2002, which is expected due to the loss of Golden Age and Access revenues.

Table 3. Revenue Scenarios

Scenario	Calculation Factor	Local/ Regional Impact	Golden Passport Impact	Total
Expected	Base revenue FY 2002	\$26,161,068	\$602,000	\$26,763,068
	10% shift from loc/reg to Golden Eagle (\$26,161,068*10% /\$30 typical annual pass price = 87204 passes* \$65/Golden Eagle = \$5,668,260)	(\$2,616,107)	\$5,668,260	\$3,052,153
	15% revenue loss from Golden Age and Access increase in benefits (\$26,161,068*15%)	(\$3,924,160)		(\$3,924,160)
TOTAL				(\$872,007)
Shift to Golden Age and Access	Same as Expected scenario with 25% loss of revenue from Age and Access (\$26,161,068*25%)	(\$6,540,267)		
TOTAL				(\$3,488,114)

Current Revenue Distribution

Currently the point of sale location retains 80% of the revenue, and the remaining 20% is sent to the Washington DC Office.

Proposed Revenue Distribution

A critical factor in gaining public and employee support is demonstrating that revenues go to places

where people use their Passports. The ideal revenue distribution strategy provides incentives to sell the Passport, while assuring funds are going to the areas where the majority of the use occurs. The point of sale (forests) retains 80% of the purchase price of the Golden Eagle and Golden Age Passports; \$52 for every Golden Eagle, \$8 for every Golden Age, and \$12 for every Golden Eagle Hologram sold. The 8% vendor commission will be deducted from the 80% point of sale revenue. The remaining 20% will be deposited to a WO account where it will be pooled with the 20% revenues (less cost of operation) from national Internet and toll-free phone number sales. A separate 80% account will be set up for depositing Internet sales. The 20% pooled funds, along with the 80% from Internet and toll-free phone number sales will be redistributed using a weighted formula based on each region's percentage of fee demo receipts (50%), visitation (25%), and the percentage of deferred maintenance (25%). A portion of pooled funds may be retained at the national level to operate the Golden Passport Program including printing of Passports, brochures, centralized sales and monitoring. Each year, the National Fee Coordinator will propose national expenditures to be approved by Regional Recreation Fee Demonstration Program Coordinators. Pooled funds will be distributed to regions after the Report to Congress is completed in early 2004.

For the present, revenue distribution will be closely monitored and compared to historic levels to ensure that funds are distributed fairly. However, the Forest Service, as well as the national multi-agency fee program, is expected to grow and change over time. This will be taken into account in future revenue distribution design strategies.

Costs

Costs associated with implementation for 2003 are moderate due to the fact that Golden Passports are already distributed to agencies for the 2003 season and employees are aware of the traditional program. Estimated direct costs to implement the project are expected to be approximately \$300,000. This does not include significant field time to train employees and post signage.

Accounting

The local 80% funds (\$52 Golden Eagle, \$8 Golden Age, \$12 Golden Eagle Hologram) should be deposited into forest Project 701 site-specific accounts on the forest or district. These codes have a DS designation. The unit fiscal office will provide the appropriate job code.

The 20% pooled funds (\$13 Golden Eagle, \$2 Golden Age, \$3 Golden Eagle Hologram) are deposited to AS 0701 override code 1324. Units may not expend out of this job code.

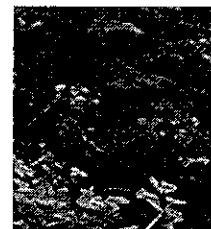
Investment Priorities

Regional boards will allocate revenues to be expended on project categories addressed in the fee demo legislation. Each regional board may elect the process used to allocate funds.

Pricing

The Golden Eagle currently sells for \$65 and is valid for one year from month of purchase. Given the short implementation timeframe and potential for confusion, \$65 will remain the price for 2003. Beginning in fiscal year 2004, the Interagency Recreation Fee Leadership Council will consider and recommend any price changes. Pricing considerations will be part of monitoring and evaluation.

7 Monitoring & Evaluation



The success of the modified Golden Eagle Passport will be measured by the achievement of goals and objectives. Table 4 shows the required monitoring and evaluation for this business plan. Total costs for monitoring and evaluation are estimated at \$100,000.

One important means of monitoring and evaluation will be a national telephone survey of approximately 2000 individuals completed by a third party in the fall of 2003. Two focus groups will be conducted in different parts of the country prior to implementation and following the summer season. The results of this approach will provide a statistically valid means for communication and program adjustment. All measurement tasks will be completed in the fall of 2003.

Key questions to be answered as part of evaluation and monitoring:

- Did we meet the goals and objectives?
- Who buys a Golden Eagle and why?
- What impact does extending benefits to Age and Access holders have on the program overall?
- Where do visitors buy their Passport, and where do they use it?
- How often do people use their Passport?
- How can we improve this project?
- Does this project reduce confusion?
- What do purchasers want revenues spent on?
- How do people feel about extending benefits to Golden Age and Access holders?
- Has making this change increased public support for the Recreation Fee Demonstration Program?

Table 4. Performance and Evaluation

Goal	Measurement Tasks
Increase visitor satisfaction	Meeting objective dates shown
	Feedback survey sent to 1800# and web purchasers
	Revenue collections
	Adequate on-site signing spot checks
	National telephone survey
Increase public support and favor for the Recreation Fee Program	Meeting objective dates shown
	Review of media articles
	National telephone survey
Provide employees with adequate tools to effectively communicate and interface with the public	Meeting objective dates shown
	Informal survey of front liners in late March
	Informal survey of front liners in mid-summer
	National telephone survey

Appendices

- A. Golden Eagle Task Group Options Considered
- B. Current and Proposed Sites Honoring the Golden Eagle
- C. Summary of Employee Comments
- D. Implementation Schedule
- E. Civil Rights Impact Analysis
- F. Forest Service Blueprint for Recreation Fees
- G. Guidelines for Eligibility and Required Documentation for the Golden Access Passport
- H. Recreation Pass Tracking Form
- I. Employee Information Packet

Attachment E

Catalina Mountains High Impact Recreation Area

The **Catalina Mountains High Impact Recreation Area (HIRA)** adjacent to Tucson, Arizona is delineated as a ½ mile buffer either side of the 28-mile General Hitchcock Highway, forest road 833. Total acreage is 18,432. This area provides significant opportunities for outdoor recreation, has substantial federal investments, has efficient collection of fees, and contains all six amenities within reasonable proximity of all areas within the delineated HIRA. Recreation visitation is estimated at 800,000 to one million annually.

Visitors travel along one of the most scenic highways in the Southwest, complete with mountain forests, canyons, deserts, and breathtaking vistas. Along the 28-mile "Sky Island" National Scenic Byway, recreation opportunities abound. Popular activities include picnicking, camping, hiking, nature study, bird watching, and scenic driving. Bicycling and rock climbing continue to grow in popularity. Near the top of the mountains at 9,000 feet, visitors find the southern-most downhill ski area in the continental U.S. and the quaint mountain Village of Summerhaven, successfully rebounding from the Aspen Wildfire of 2003. Winter snows and cool summer temperatures, both rare in nearby Tucson, Arizona, draw locals and visitors alike throughout the year.

The Catalina Mountains HIRA contains the following:

- 11 Picnic Sites, 9 of which contain all six amenities. One lacks a toilet and one lacks interpretive signs or exhibits.
- 5 Campgrounds, 2 managed by Concessionaire, all contain all six amenities and additional bear-proof food storage lockers for added safety.
- 4 Group Campgrounds, 3 managed by Concessionaire, all contain all six amenities.
- 1 Visitor Center, contains restrooms, exhibits, paved parking, security services, and trashcans but no picnic tables.
- 19 Trailheads, varying in development from unsurfaced parking to paved parking, all have security services, 8 contain restrooms, many contain high quality interpretive and orientation signs and trashcans.
- 11 Scenic Overlooks, all contain paved parking bounded by rock retaining walls, security service exists at all overlooks, six contain interpretive signs, one has permanent restrooms (currently under construction), several contain permanent trash receptacles and paved sidewalks, none have picnic tables.
- 3 Dispersed Camping areas, largely undeveloped but with regular security patrols and roadway/parking signs for safety and resource protection.

Significant federal investment has been made for the following numbers and types of amenities within the HIRA:

- 50 Permanent toilets
- 300 Picnic tables
- 400 Grills and fire rings
- 62 Trashcans or dumpsters
- 78 Bulletin boards and interpretive panels
- Designated developed roads and parking areas, most are paved
- Numerous paved and unpaved pullouts along the highway

Annual revenues average \$325,000. Our fees are \$5.00 per day and \$20.00 for an annual pass and are assessed by the vehicle. Signs along the highway explain where fees are required and what activities and locations do not require payment of the standard amenity fee. Most visitors buy their passes at the staffed fee station near the base of the mountain. Visitors receive area maps and can plan their visit with the information provided by our staff. Private vendors sold \$27,400 in passes in fiscal year 2005. Three additional self-service pay stations occur at convenient locations along the highway corridor. Our pass is honored at two other HIRAs on the Coronado National Forest. Revenues are used for annual maintenance and operations, interpretive and information services, deferred maintenance, security patrols, collections, resource protection and stabilization, and capital improvements.

Attachment F

Catalina Mountain Improvements 1997-2006

<u>Improvement</u>	<u>Approx. Cost</u>	<u>Year</u>
Trail construction (including Green Mountain trail reroute, Bug Springs grant for trail renovation, new trail construction pedestrian crosswalk, etc.)	\$188,000	2006-2008
Interpretation of wildfire for Mt. Lemmon visitors (audio tour, interpretive signs, video, etc.)	\$390,000	2006
Construction of Whitetail Group Campground (Phase 5)	\$423,000	2006
Windy Point restrooms and plaza	\$180,000	2006
Highway reconstruction, renovation of existing developed recreation sites (vista points, trailheads, picnic areas, and visitor center parking lot), and construction of three new vista points and three trailheads	\$ 25,000,000	2000-2006
Fabricated and installed new Sky Island Scenic Byway signs to meet Highway MUTCD standards	\$40,000	2005
Construction of Molino Basin accessible group site and reconstruction of campground (Phase II)	\$465,000	2005
Reconstruction of Molino Basin Campground (Phase I)	\$675,000	2004
Additional lakeshore trail and floating accessible fishing fishing pier constructed at Rose Canyon Lake	\$37,000	2003
New restrooms at Inspiration Rock Picnic Area, Butterfly Lemmon Summit Trailheads, and Box Elder Picnic Area	\$314,000	2002
New restroom at Gordon Hirabayashi Recreation Site	\$30,000	2000
Construction of Gordon Hirabayashi Recreation Area Interpretive site, including bridges, kiosk, sidewalks, and seating, as well as construction of 3 new camp/picnic sites	\$120,000	2001
Pedestrian bridge at Marshall Gulch Picnic Area	\$10,000	2001
Accessible lakeshore trail constructed at Rose Canyon Lake	\$68,000	2001
Reconstruction of Showers Point Campground road and Lemmon Summit Trailhead parking lot	\$123,000	2001
Construction of interpretive trail at Molino Basin Overlook	\$30,000	1999
Interpretive signs at 4 vista points and Palisades Visitor Ctr	\$25,000	1998
Creation of audio tour for Mt. Lemmon Highway	\$20,000	1998
Palisades Visitor Center exhibits, viewing deck and remodel, interior	\$90,000	1998
Trailhead signs at most trailheads on Mt. Lemmon	\$20,000	1998
Creation of Corridor Management Plan for Scenic Byway	\$10,000	1998

Attachment G

INFRA Data Base of Amenities/Features

EXHIBIT B

April 22, 2005

Federal Lands Recreation Enhancement Act (REA)

Forest Service Interim Implementation Guidelines

Issued April 25, 2005

* = term defined in Appendix A

April 22, 2005

* = term defined in Appendix A

April 22, 2005

Federal Lands Recreation Enhancement Act (REA) Interim Implementation Guidelines

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Appendix D	Recreation Site Type Descriptions

* = term defined in Appendix A

CHAPTER 1

INTRODUCTION AND GUIDING PRINCIPLES

The Federal Lands Recreation Enhancement Act (REA) was passed into law as part of the 2005 Consolidated Appropriations Act (Public Law 108-447) on December 8, 2004. The REA authorizes the USDA Forest Service and four Department of the Interior agencies---Bureau of Land Management, Bureau of Reclamation, National Park Service, and Fish and Wildlife Service---to retain recreation fee revenues to supplement appropriations and other funding sources to repair, improve, operate, and maintain recreation sites and areas to quality standards (including elimination of recreation deferred maintenance), and to enhance the delivery of recreation services to quality standards.

The Forest Service assumes that appropriations for recreation for the foreseeable future will not be enough to meet recreation infrastructure and service needs. While the revenue derived from fees will be helpful, it is only part of a more comprehensive funding strategy. This funding strategy embraces a broad revenue stream including appropriated funding, volunteer assistance, inter-agency cooperation, partnerships with the private sector, commercial operations, leveraged funding, and user fees. Sustainable funding strategies for various recreation sites/areas/services will range from full or partial cost recovery to full or partial subsidy from appropriated funds.

Fee authority is critical to the sustainability of quality Forest Service recreation programs. Conscientious, consistent, and conservative implementation of REA will protect this authority and demonstrate the agency's ability to meet expectations of the general public and Congress. Careful adherence to these guidelines will promote national consistency. Major exceptions necessary to respond to local situations must comply with legal authority, have demonstrated local support, and first be reviewed and recommended by Regional Fee Boards and, where appropriate, reviewed by Recreation Resource Advisory Committees (RRACs), and approved by Regional Foresters. These guidelines will be formalized as Forest Service directives at a later time.

These **principles** will be applied during implementation of REA:

1. An enduring program is only possible with wide public and Congressional support. Involve communities of place and interest in decisions about fee project design and where the fee money is invested. Use a variety of methods to report to the public about the recreation enhancement fee program.
2. Fees are acceptable if they have a direct connection to a perceived benefit such as at developed areas and where expanded or specialized services are provided.
3. Each National Forest and Grassland provides a variety of outdoor recreation opportunities that are free of charge.
4. Fairness, consistency, convenience of payment (credit cards, internet sales, etc.), and accountability are important to visitors.
5. Administrative agency boundaries or jurisdictions are not always apparent or of concern to recreation visitors. Operate seamlessly across agency boundaries where feasible.

April 22, 2005

6. Fees for multiple facilities, services, or enhanced benefits are acceptable if they are seamless and not layered. Where possible, offer a single fee where standard amenity recreation facilities and services are grouped or clustered.

CHAPTER 2

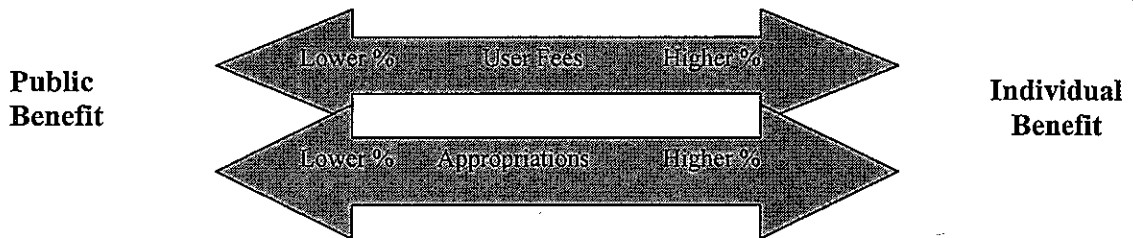
GUIDELINES FOR FEE CATEGORIES

These guidelines support the Forest Service recreation vision and key objectives set forth in the National *Recreation Agenda* and reflect the requirements and intent of the 2004 Federal Lands Recreation Enhancement Act (REA). The overarching philosophy of the recreation program is to provide the public with Forest recreation opportunities funded primarily with Federal tax dollars, recreation fees, and support from partners, grants, and other non-appropriated sources. The types of activities and services that should be funded with appropriations and those that should be funded in part or entirely by recreation fees have not been articulated clearly in the past. This lack of clarity has resulted in inconsistency where fees were charged which understandably caused confusion and concern by the visiting public. Of particular concern were day-use sites, including trailheads, picnic areas, and observation sites which make up a significant portion of the Forest Service's recreation opportunities.

To address these concerns, Congress (through the REA) has provided specific direction on where fees should not be charged. Further, Congress mandated that the public have free access to a variety of recreation opportunities and undeveloped public lands. The Act also requires agencies to "establish the minimum number of recreation fees and shall avoid the collection of multiple or layered recreation fees for similar uses, activities, or programs." The enactors expect a reduction in the number of standard amenity recreation fee sites.

Fee Categories

Public lands recreation sites and services provide an array of amenities and benefits ranging from collective societal /public good to highly individual or personal benefits. This forms a spectrum of benefits for the provision of visitor services.



On the left of the arrow are recreational activities of inherent benefit to the public as a whole; on the right are more specialized activities in which the individual user benefits directly. In general, costs for services and facilities supporting the more specialized activities would be borne more directly by the individual user. The source and mix of funding migrates across this spectrum between appropriated funds and non-appropriated funds (revenue generated by recreation fees). The proportion of appropriated to non-appropriated funds drives the level of cost recovery to which a facility or service should be managed.

Table 1 shows general funding categories along this fee spectrum that reflect the REA requirements and the range of services and facilities associated with each.

* = term defined in Appendix A

Table 1



Category 1 Emphasis on Appropriations (no recreation fee)	Category 2 Mix of Appropriations & Recreation Fees	Category 3 Emphasis on Recreation Fees
<p>Services and facilities for which no fee can be charged (benefit society as a whole):</p> <ul style="list-style-type: none"> • General access • Pass-through travel by car, foot, boat, or horse • Scenic overlooks and pullouts • Wayside exhibits • Parking only • Dispersed areas with low or no investment • Information centers at administrative offices • Right-of-access permitted hunting & fishing access • Extra services for needs of disabled • Facility entry & use of standard amenity fee sites and services for persons under 16 & education groups 	<p>Services and facilities for which some fees may be charged to offset costs (provide a mix of societal and individual benefits):</p> <ul style="list-style-type: none"> • National Volcanic Monuments • Destination visitor/interpretive centers • Developed* day-use sites • High impact recreation areas 	<p>Services and facilities for which user fees should offset all or most of the costs (provide highly individual benefits):</p> <ul style="list-style-type: none"> • Developed* campgrounds • Rental cabins, structures • Developed swimming areas • Highly developed boat launches • Specialized interpretive programs and tours • Group day use and overnight sites • Utility hookups • Sanitary dump stations • Rental equipment • Specialized services • Transportation services • All special recreation permitted activities

*Level of development and other requirements are described in the following sections.

RELATION TO CONCESSION OPERATIONS: Concession-operated sites are not included in the REA authority. These operations will continue under their existing permits and authorities.

1. PROHIBITIONS (Category 1)

This category reflects specific recreation opportunities that deliver broad societal benefits, are supported by appropriated funds, and underscore the principle that a portion of all National Forests and Grasslands should be available free of charge to the public. Fees will not be charged:

- A. for general Forest/unit access, including charging solely for parking or picnicking along roads or trailsides;

* = term defined in Appendix A

April 22, 2005

- B. for overlooks or scenic pullouts;
- C. for dispersed areas with low or no investment unless high impact recreation area requirements are met;
- D. for persons who are driving, boating, horseback riding, or hiking through Federal recreational lands and waters without using the facilities and services (this prohibition does not apply to special recreation permit holders);
- E. Road maintenance as provided in FSM 7732.22 shall not be charged to commercial special use permit holders authorized under this authority.
- F. An entity that pays a special recreation permit fee or similar permit fee shall not be subject to a road cost sharing fee or a fee for the use of highways or roads that are open to private, noncommercial use within the boundaries of any Federal recreational lands or waters, as authorized under section 6, Public Law 88-657 (16 U.S.C. 537, commonly known as the Forest Roads and Trails Act).
- G. for camping at undeveloped sites that do not provide the minimum number of required facilities (as outlined under Expanded Amenity Fee Developed Camping);
- H. for travel by private, noncommercial vehicle over any Federal-aid system road or highway, which is commonly used as a means of travel between two places either or both of which are outside any unit or area at which recreation fees are charged under this Act.
- I. for travel by private, noncommercial vehicle, boat, or aircraft over any road, highway, waterway, or airway to land in which such person has any property right if such land is within any unit or area at which recreation fees are charged;
- J. for any person who has a right of access for hunting or fishing privileges under a specific provision of law or treaty;
- K. for any person who is engaged in the conduct of official Federal, State, Tribal, or local government business;
- L. for special attention or extra services necessary to met the needs of the disabled;
- M. for any person engaged in a non-recreational activity authorized under any other valid permit issued such as a grazing permit;
- N. for general access for an entire administrative unit of a National Forest or Grassland;
- O. for providing basic information services such as those offered in a Forest Service office;

2. STANDARD AMENITY RECREATION FEE (Category 2)

This category includes facilities and services that are provided to the public generally and are at a sufficient level to justify users sharing a portion of the costs. Standard amenity fees may be assessed for the following sites:

- A. National Volcanic Monuments;
- B. Destination visitor or interpretive centers* that provide a broad range of interpretive services, programs, and media; and
- C. An area such as,
 - 1) Day-use facilities such as trailheads and picnic areas that meet all the following criteria
 - a. Provide significant recreation opportunities for outdoor recreation. In evaluating the significance of a site, consider the primary use, length of stay, overall visitation levels and impacts of use;

* = term defined in Appendix A

- b. Have substantial Federal investments. It is important to note that provision of the six required amenities (listed below) does not mean that there is substantial federal investment. The entire scope and scale of development needs to be evaluated.
 - c. Are where fees can be efficiently collected; and
 - d. Contain all the following amenities,
 - a. Designated developed parking*
 - b. Permanent toilet facility*
 - c. Permanent trash receptacle*
 - d. Interpretive sign, exhibit, or kiosk*
 - e. Picnic tables; and
 - f. Security services*
- 2) High-impact recreation areas. A high impact recreation area is a clearly delineated, contiguous area with specific, tightly defined boundaries and clearly defined access points (such that visitors can easily identify the fee area boundaries on the ground or on a map/sign); that supports or sustains concentrated recreation use; and that provides opportunities for outdoor recreation that are directly associated with a natural or cultural feature, place, or activity (i.e., waterway, canyon, travel corridor, geographic attraction – the recreation attraction). High impact recreation areas:
- a. Provide significant recreation opportunities for outdoor recreation.
 - b. Have substantial Federal investments. It is important to note that provision of the six required amenities (listed below) does not mean there is substantial federal investment. The entire scope and scale of development needs to be evaluated.
 - c. Are where fees can be collected efficiently; and
 - d. Contain all the following amenities, and are located in an integrated manner so they reasonably accommodate the visitor.
 - a. Designated developed parking*
 - b. Permanent toilet facility*
 - c. Permanent trash receptacle*
 - d. Interpretive sign, exhibit, or kiosk*
 - e. Picnic tables and
 - f. Security services*
 - e. The following additional criteria must be met for high-impact recreation areas:
 - a. They incur significant expenditures for items such as operations and maintenance of recreation facilities, public health and safety, educational services, and protection of natural and cultural resources.
 - b. They have been analyzed by regional fee boards and approved by the appropriate line officer. They will be reviewed for by Recreation RACs when established.

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- c. They are not an entire administrative unit such as a National Forest, but may include a collection of recreation sites; and
- d. They typically display one or more of the following characteristics:
 - a. They are within 2 hours driving time of populations of 1 million or more;
 - b. They contain rivers, streams, lakes or interpreted scenic corridors
 - c. Natural and cultural resources management activities are conducted in the area to maintain or enhance recreation opportunities; and
 - d. They have regionally or nationally recognized recreation resources that are marketed for their tourism values.

- D. If a standard amenity fee is charged for a high-impact recreation area, no additional standard amenity fee can be charged for day-use facilities within the area. Expanded amenity recreation fees or special recreation permit fees may be charged where authorized for facilities, services, or activities within a high-impact recreation area.

3. EXPANDED AMENITY RECREATION SITES AND SERVICES FEES (Category 3)

This category includes facilities and services that provide direct benefits primarily to individuals or groups. It is thus appropriate for the individual or group that is provided a direct service or uses a specialized facility to bear a greater share of these costs. Fees may be assessed for the following facilities or services:

- A. Use of developed campgrounds that provide at least a majority of the following amenities in a configuration that can be used in an integrated manner by the visitor:
 - i. tent or trailer space;
 - ii. picnic tables;
 - iii. drinking water;
 - iv. access roads;
 - v. collection of the fee by an employee or agent of the Forest Service*;
 - vi. reasonable visitor protection*;
 - vii. refuse containers;
 - viii. toilet facilities; and
 - ix. simple devices for containing a campfire.

- B. Use of highly developed boat launches defined by having specialized facilities or services involving significant Federal investments, such as any combination of the facilities and services that follow:
 - a. mechanical or hydraulic boat lifts or facilities
 - b. multi-lane paved ramps
 - c. paved parking
 - d. toilet facilities

* = term defined in Appendix A

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- e. lighting for parking and ramp use;
 - f. security services
 - g. changing rooms
 - h. boarding floats or docks*
 - i. mooring floats/buoys, moorage docks
 - j. loading ramps
 - k. fish cleaning stations
 - l. picnic area
 - m. refuse containers
 - n. play ground areas
- C. Rental cabins, boats, stock animals, lookout towers, historic structures, trail shelters, group day-use or group overnight sites, audio tour devices, portable sanitation devices, binoculars, or other equipment.
- D. Use of hookups
- E. Use of sanitary dump stations.
- F. Participation in an enhanced interpretive program or special tour*.
- G. Use of reservation services.
- H. Use of transportation services* including both mandatory and optional systems.
- I. Use of developed swimming areas that provide at least a majority of the following:
- i. bathhouse with showers and flush toilets;
 - ii. refuse containers;
 - iii. picnic areas;
 - iv. paved parking;
 - v. attendants including lifeguards;
 - vi. floats/buoys, encompassing the swimming area; and
 - vii. swimming deck.

4. SPECIAL RECREATION PERMITS (SRPs) including Recreation Permits and Special Use Permits (Category 3)

- A. Recreation Permits are noncommercial and issued as a means to allocate capacity and/or disperse use, protect natural and cultural resources, provide for the health and safety of visitors, and to help cover the higher costs for providing specialized services. To address these needs, specialized services and/or additional management actions are required. Special management is needed and will be documented in the form of a management plan, recreation fee business plan, or strategy. This plan should address details about the Recreation Permit fee site or area, why a fee is needed, how fees will be used, and what special management/specialized services are provided (see below for types of services). If existing Recreation Permit areas/services' business plans do not address the details listed above, then the unit must update these plans to address the details within one year.

- i. Examples include, but are not limited to:
 - 1. Wilderness permits (must be coordinated with Wilderness program staff);

* = term defined in Appendix A

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2. river rafting/float permits (if wild & scenic river, must be coordinated with that program staff);
 3. wildlife viewing areas (e.g., Pack Creek under capacity allocation system);
 4. hot springs;
 5. specialized trail systems including OHV, snowmobile, equestrian, and mountain bike;
 6. target shooting ranges;
 7. cross-country ski trail grooming;
 8. snow play areas;
 9. Christmas tree permits (must be coordinated with Forest Products staff); and
 10. recreational mining (must be coordinated with Minerals staff)
- ii. Some of the services and management typically provided for recreation permits include, but are not limited to:
1. increased patrols by FS employees;
 2. patrols by specially trained FS employees such as river rangers, mountaineering rangers, OHV rangers;
 3. increased visitor contact by interpreters;
 4. area-specific maps and brochures;
 5. campsite cleanup and human waste removal;
 6. volunteer programs supporting provision of services and management;
 7. maintenance of specialized trails (OHV, winter, mountain bike, etc.);
 8. specially required environmental monitoring and mitigation actions
 9. safety training;
 10. safety advisories;
 11. maintenance of portal facilities and access to portal facilities;
 12. support of emergency medical and rescue services;
 13. special orders; and

NOTE: If a Recreation Permit is required for an area, a standard or expanded amenity fee will not be charged to the permit holder for the use of the same area.

- B. Special Use Permits – special use permit fee retention includes outfitting and guiding permits (not resort permits) and recreation event permit fee retention. Term permits or uses authorized under a term permit such as ski areas, resorts, recreation residences, or organizational camps are **not** included in this category.

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CHAPTER 3

ADDITIONAL AGENCY DIRECTION

The following agency guidelines are necessary to ensure national consistency when implementing REA. The intent is to formalize these into agency policy when formal manual and handbook direction is issued.

AGREEMENTS

Existing agreements with partners that involve recreation fee revenues should be reviewed to ensure that they are not in conflict with new fiscal policies and procedures. In particular, operating plans may need to be restructured to be responsive to timing of spending authority being granted. Examples of agreements include those arranged with emergency medical facilities for services and local law enforcement.

TRIBAL AND TRADITIONAL CULTURAL PURPOSES

The Forest Service will work cooperatively with Indian Tribes in implementing the recreation fee program. Use of National Forest System lands by Indian Tribes for traditional cultural purposes will be taken into account in setting guidelines for the establishment of new fee areas. Public involvement as it relates to Tribes as required under the Act will be done consistently with FSM 1563; Consultation Policy. In addition, a representative of affected Indian Tribes will serve on the Recreation Resource Advisory Committees. Line officers have authority to issue administrative passes to Tribes for traditional cultural purposes.

INTERAGENCY PROJECTS

Some projects under Fee Demo were joint projects with other agencies such as the BLM. REA allows for the continuation of joint efforts. Forest Service units must continue to work with partner agencies to ensure that the sites/services included in the Fee Demo program meet the new REA requirements and criteria. The Forest Service supports the continued management and collaboration on joint recreation projects.

AMENDING SPECIAL USE PERMITS TO SHOW NEW AUTHORITY

Units **do not** need to amend existing special use permits issued under LWCFR to reflect the REA authority (see Act Section 5(f) (2)). As permits are (re)issued, the authority will be changed at that time.

CONCESSIONAIRE OPERATIONS AND HONORING GOLDEN PASSPORTS AND/OR AMERICA THE BEAUTIFUL.

When concessionaire permits are renewed, the Forest Service will require that the concessionaire honor the Golden Passports and/or America the Beautiful benefits and discounts.

OTHER TYPES OF FEES

- **ADDITIONAL VEHICLES OR PEOPLE AT RECREATION SITES.** Site capacity determines the number of vehicles and number of people allowed at a recreation site/unit (i.e., campsite). Additional fees may apply if capacities are met and exceeded. Local

* = term defined in Appendix A

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managers will make this determination and charge as part of the campground expanded amenity fee.

- **DAY-USE SITE CHARGES WITHIN A CAMPGROUND.** Units may charge a day-use site fee charge for day-use of a campground unit as part of the campground's expanded amenity fee.
- **SHOWER FEES FOR DAY USERS.** Day use visitors may be assessed a fee for use of a shower at a recreational site if they have not already paid an expanded amenity fee where the shower use would be included in the fee. For example, if a person from another recreation site (trailhead, etc.) wants to use a shower at a campground or swimming site, we can assess a fee for use of the shower only as part of the expanded amenity fee.

INITIATING NEW RECREATION FEES PRIOR TO ESTABLISHMENT OF RRACs

New fees at Standard Amenity Fee sites/areas will not be permitted prior to establishment of and review by RRACs. However, recreation fees may be initiated at newly built or newly- available expanded amenity fee sites such as campgrounds or cabins that were planned to open for the 2005 season. These new fee sites, activities, or services must meet all applicable criteria provided in this document. Prior to initiating the new fee, the local Congressional delegation and key elected officials must be notified about these new fees and units must complete adequate public participation/notification. Follow your Region's protocol/documentation requirements when establishing new recreation fee sites. Concessionaire-operated sites are not subject to these restrictions. Initiating a new fee at existing and previously free campgrounds will not be permitted prior to establishment of and review by RRACs.

RECREATION FEE INCREASES FOR 2005 SEASON

Fee increases for standard amenity fees are not authorized at this time. Recreation fee increases will be permitted at existing expanded amenity fee sites, such as campgrounds and cabins, if they are (1) within the realm of "normal" fee increases, (2) were planned for the 2005 season, and (3) there has been adequate public notification (e.g. fee increases are posted at site prior to implementation, a news release is issued, etc.). The local Congressional delegation and other key elected officials must be notified about these fee increases. Follow your Region's protocol/documentation requirements when establishing fee increases. Concessionaire-operated sites are not subject to these restrictions.

REFUNDS

National policy, in general, is that recreation fee refunds will not be considered. However, in light of the reduction in the number of fee sites that may occur as the new legislation is implemented and other occasional justifications for a refund (e.g., fire, flooding, etc.), recreation fee coordinators (Regional and Forest) may consider refunds on a case-by-case basis. A valid refund generally results from evidence of circumstances beyond the control of the person paying or collecting the fee. A special use permit fee is not refundable. Please see Appendix B for the refund process and documentation required.

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RENTAL CABINS/RECREATION LODGING AUTHORITY

Rental of government operated cabins, guard stations, and look-outs no longer will be authorized under the Granger-Thye Act, but under REA. This will assure national consistency, provide greater flexibility for expenditures, eliminate the permit requirement, and reduce reporting requirements. All rental cabins, guard stations, and look-outs that take reservations must be available through the National Recreation Reservation System by February 1, 2006. Rental facilities operated by a concessionaire will continue to be authorized under Granger-Thye permit.

TEMPORARY OPERATION OF CONCESSIONAIRE RECREATION SITES (formerly Campground Safety Net project)

Recreation sites that are usually operated by a concessionaire may need to be operated for a short term by the Forest Service. This need may arise due to permit default, timing of prospectus or permit issuance. Recreation sites that are viable for concessionaire operations are authorized to be included in the REA program and recreation fees may be retained on a temporary basis for up to 1 year. The expectation is that the unit will issue a new prospectus within 1 year to return these recreation sites to concessionaire operation. Those recreation sites that were included in the Campground Safety Net project under Recreation Fee Demo and are not viable for concessionaire management must meet the applicable REA criteria to continue charging an Expanded Amenity Fee.

NATIONAL RECREATION RESERVATION SERVICE and RECREATION ENHANCEMENT FEES

All recreation sites, services, and permits may be offered on both a first-come, first-serve basis or by reservation. If units offer recreation sites, services, or permits through reservation, all reservations will comply with National Guidelines and Policy and placed under the National Recreation Reservation Service (NRRS).

BUSINESS PLANS

Business plans will be required for all recreation sites/areas/services where a fee is charged. National business plans will be developed for each of the fee types and include brief templates for local application. Forests/units will utilize the templates to integrate the sites/areas/services in the fee program into a Forest-level business plan. These plans will provide the proposal format used with Regional Fee boards and Recreation Resource Advisory Committees. The national business plans and templates will be available by September 30, 2005.

ROLE OF REGIONAL FEE BOARDS

Immediate role

Regional fee boards will provide the additional review and/or approval for units transitioning from the Fee Demo authority to the REA authority. Regional fee boards must review the changes from sites/services transferring from one type of fee to another (i.e., from a standard amenity fee to a special recreation permit) as part of the REA transition. If a Recreation Permit is established as part of the transition to REA, then Regional Fee Boards must review and/or approve the additional management needs for that Recreation Permit.

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Long-term role

Regional fee boards will play a critical role in the implementation and continuing success of REA by serving as a stabilizer for the region. Fee boards will continue to serve as the regional level review and ensure that recreation fee proposals for all recreation fee types/categories follow regional/national direction to maintain consistency. Even when Recreation Resources Advisory Committees (RRACs) are established and active, the RRACs review Standard and Expanded Amenity fee proposals only, thus Fee Boards will particularly be needed for review and guidance regarding Special Recreation Permit proposals. In addition, there will continue to be many "daily" decisions on which Fee Boards will need to provide guidance that may not be necessary to submit to a Recreation Resource Advisory Committee.

CHAPTER 4

IMPLEMENTATION CONSIDERATIONS

As you begin implementing REA on the ground, there are several items to do, prepare for, and acquire, both in the short-term and the long-term. To align our current program to comply with the REA criteria, in the short-term units will make decisions that may not follow all the public notification and involvement requirements outlined in REA. For future decisions, the Forest Service will follow all public notification and involvement procedures as outlined in a forthcoming "Forest Service Public Involvement Strategy for the Recreation Enhancement Act".

If units make changes to the recreation fee program, including removing a site/area/service from the fee program or adding or increasing an enhanced amenity fee as allowed in the interim fee direction, consider the following items: *(Note, some items, such as developing new passes, may not be available until the next recreation season.)*

- Work with your Public Affairs Officers to notify internal and external audiences as identified the REA Communications Plan. (Timeline included in the Plan)
 - Specifically, use the section entitled "Implementation Communications Strategy"
 - There are numerous tools to help with this communications effort under Appendix A of the Communications Plan
- Notify the regional fee board of decisions and changes for their review
- Involve fiscal staff with accounting/authority needs
- Involve law enforcement staff with compliance needs
- Notify partners/modify partnership agreements, if appropriate
- Notify concessionaires, if appropriate
- Update National Recreation Reservation Service (NRRS) inventory and accounting, if appropriate
- Develop/update fee collection strategy if appropriate
- Establish fee collection infrastructure if appropriate
- Update signing (remove or change during the recreation season)
- Update maps, brochures
- Update or develop local passes (daily, multi-day, annual)

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CHAPTER 5

REVENUE DEPOSIT AND EXPENDITURE DIRECTION

Directions for Deposits

Please follow directions as outlined in the March 18, 2005 letter from CFO Jesse King that outlines the job code structure for deposits of recreation fee revenues (including special use permits) under the REA (See Appendix D.)

Revenue Expenditures

1. Forest/Unit Expenditures – A minimum of 95% of recreation fee receipts are retained at each forest/unit. These fees will be used for:
 - a. Repair, Maintenance, and Facility Enhancement – these expenses must directly relate to visitor enjoyment, visitor access, and health and safety. They include the day-to-day facility maintenance, facility deferred maintenance, capital investments in facilities, including sites reviews, permits, surveys and design; and facility related expenses that meet current agency guidelines
 - b. Visitor Services – expenses associated with interpretation, visitor information, visitor service, visitor needs assessment, and signs.
 - c. Habitat Restoration – expenses directly related to wildlife dependent recreation that is limited to hunting, fishing, wildlife observation, or photography.
 - d. Law Enforcement – costs related to public use and recreation at fee sites and areas.
 - e. Direct operation expenses – expenses directly related to management and delivery of a recreation fee program including direct operation and capital costs. **This category includes cost of collection which is capped at 15% for fiscal year 2005.**
 - f. Fee management agreements
 - g. Administration, overhead, and indirect costs – expenses necessary for the operation of the agency recreation fee program, including cost pools limited to not more than an average of 15% of total revenues. **Do not use this expenditure category for fiscal year 2005.**
 - h. Special Use Permits: Expenditures for special use permit fees must follow the above expenditure categories. Some additional suggestions for special use permits include:
 1. Costs associated with issuing permits that will be exempt from cost recovery or;
 2. Capacity analysis or;
 3. Proportionate share of permit administrator's salary for managing outfitter and guides and/or recreation event special use permits
 4. Maintenance of those facilities, interpretation, or law enforcement associated with those special use permits.
2. Regional & National Expenditures – Up to 5% of unit collections will be used by the Regions to:
 - a. to reduce recreation deferred maintenance;
 - b. for a revolving fund focused on recreation projects authorized by legislation that provide a demonstrable improvement to National Forest recreation sites and services that would otherwise take years to realize;

* = term defined in Appendix A

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- c. funding enhancements through volunteer projects and the Challenge Cost Share program; and
- d. for limited Regional and National fee program administration.
- e. to leverage resources and funding for recreation projects, including volunteers and partnership grants.
- f. For visitor services, information, interpretive projects, and other similar needs identified by NVUM surveys and
- g. Some suggestions for Special Use Permit retained fees include:
 - 1. training for outfitting and guiding or,
 - 2. recreation even permit administration or,
 - 3. market analysis; or,
 - 4. proportionate share of regional program manager and SUDS program manager salary (whatever proportion of a person's salary is used for outfitting and guiding and/or recreation event permit management).

NOTE: Until America the Beautiful revenue distribution is determined, 20% of national Golden Passports sales will continue to be directly deposited to the WO to continue support for the national fee program.

- 3. Limitation on Use of Fees: Recreation fees will not be used for:
 - a. Biological monitoring on Federal recreational lands and waters under the Endangered Species Act of 1973 for listed or candidate species.
 - b. Employee bonuses

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CHAPTER 6

GUIDELINES FOR FEE STRUCTURE AND PASSES

Until the new interagency pass, called America the Beautiful, is established, there will be no change to the local, regional, or national pass structure as operated under Fee Demo. America the Beautiful is tentatively scheduled to be issued January 2007.

Recreation fees are based upon a pass system for standard amenity sites and areas, expanded amenity facilities and services, and specialized recreation activities and services. Passes and associated fees vary based upon duration of pass coverage, geographic area covered by the pass, and range of benefits provided by the pass.

Line officers have the authority to issue administrative passes or free passes to visitors at their discretion.

Golden Age and Access Passports 50% discounts are only valid for the following expanded amenity sites and services:

1. Developed campgrounds for basic camping fee only (does not include hookups).
2. Highly developed boat launches.
3. Developed swimming sites.
4. Specialized interpretive services such as guided tours, movies, and seminars (see below).

Golden Age and Access Passports 50% discounts are not valid for the following:

1. Group day-use or overnight sites or facilities such as pavilions, or reserved group/multi-family campsites.
2. Use of hookups.
3. Use of sanitary dump stations.
4. Use of areas where emergency medical or first-aid services are administered from facilities staffed by public employees or employees under a contract or reciprocal agreement with the Federal Government.
5. Facility or equipment rentals, such as cabins, lookouts, and historic structures, and specialized equipment such as audio tour equipment, portable sanitation devices, boating equipment, binoculars, and similar recreation equipment.
6. Optional or mandatory transportation systems.
7. Reservation services, use, and application fees.
8. All Special Recreation Permits including special use permits.

Concessionaire operated sites are not included under REA and are not covered by passes unless specifically stated in their prospectus under which the concessionaire operates. When concessionaire permits are renewed, the Forest Service will require that the concessionaire honor the Golden Passports and/or America the Beautiful benefits and discounts.

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CHAPTER 7

GUIDELINES FOR VOLUNTEER RECOGNITION

Passes Issued for Volunteer Recognition

Local Passes

The local line officer has discretion to issue local passes for volunteer recognition. The line officer can decide what hours and service he or she determines is appropriate for their specific recreation fee site or area.

Regional Passes

Line officers may issue regional passes for volunteer recognition following established, agreed-upon guidelines for all parties participating in the regional pass.

National Passes

Golden Passports will not be issued for volunteer recognition. Issuing the interagency Golden Passports and the new America the Beautiful Pass for volunteer recognition will require interagency agreement on number of hours and type of volunteer service. Those agreements and understandings will be part of the general policies for the America the Beautiful Pass in January 2007.

APPENDIX A

DEFINITIONS

Collection of fees by employee or agent – A federal employee, or agent of the agency such as a campground volunteer host, who personally collects the fees from the user and/or routinely collects fees from self-service stations (i.e., drop boxes or “iron rangers”).

Designated Developed Parking – A parking area that has a graded surface, clear delineation of the boundaries, and natural or constructed surfacing.

Destination Visitor or Interpretive Centers – Provides a central location for communicating a specific theme and introducing important stories to the public, a direct visual or physical link to the resources, and often contains a variety of interpretive media, such as exhibits, audiovisual programs, resource libraries, observation areas, and trailheads, and often provides basic public services such as an emergency telephone.

Docks – Any floating or fixed facility such as a dock, deck, quay, or pier designed to allow people to transfer from land or shore onto a vessel.

Enhanced Interpretive Program or Special Tour – Presentations or special field trips conducted by Forest Service personnel (or agents) that are in-depth, detailed, and/or highly specialized in nature. These programs and tours provide activities, services or information that is clearly beyond the basic level of information and services provided to the public for free.

Fee Layering – multiple fees charged for similar facilities or services

High Impact Recreation Area (HIRA)- Clearly delineated areas that have clearly defined access points; that experience concentrated recreation use; and that provide opportunities for outdoor recreation that are directly associated with a natural or cultural feature, place, or activity.

Interpretive Sign, Exhibit or Kiosk – Each site or area must contain at least one public display designed to develop a visitor’s interest, enjoyment, and understanding of the natural or cultural environment. This requirement is in addition to facilities needed to inform visitors of recreation opportunities, facilities, and applicable regulations and restrictions. Messages should be relevant to the setting and the visitor – generic posters and safety information are not adequate. The design, content, and medium should be of professional quality. The information may be incorporated into a bulletin board or presented through other signing or media. In general, single displays should be a minimum of roughly 25 x 30 inches. Consideration should be given to bilingual and accessibility needs.

Permanent Toilet Facility– A toilet building with a floor, walls, and roof that is permanently affixed or that is available (year after year) in locations that serve visitors during the primary use season but are moved during the non-use season because of environmental or weather concerns. These facilities are located as a convenience to the user and efficiency of operation and maintenance.

Permanent Trash Receptacle – A garbage container of durable design and construction that is permanently available (year after year) in locations that serve visitors during the primary use season,

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but may be moved during the non-use season because of environmental or weather concerns. These facilities are located as a convenience to the user and efficiency of operation and maintenance.

Reasonable Visitor Protection – see security services.

Recreation Site Types – See Appendix E

Security Services – Services provided by qualified agency personnel or officers (cooperative law enforcement personnel, hosts, volunteers, etc.) that occur on a frequent and routine basis at the site or area. The level of security services is commensurate with the use levels.

Snow Play Areas – Specific area identified on a forest/unit that is managed for snow play recreation where services and amenities are provided as identified in 3. Special Recreation Permits (Category 3 (ii)). Snow removal is provided to facilitate access and parking. If snow play area is a state designated sno park area where a fee is required, no other fees will be charged.

Trailsides – A trailside is an undeveloped point on a trail where access can be obtained. There are few to no facilities or services associated with the trail. It is not within a high impact recreation area where the criteria are met to charge a fee. The visitor is gaining access at that point to participate in an activity on the forest/unit for which there is no charge and not to avoid fee payment at an associated trailhead or fee site.

Transportation Service – Services that provide a means of transporting visitors from one location to another.

APPENDIX B

INTERIM REFUND PROCEDURE

Please note:

- No refunds may be made from cash drawers.
- All refunds are processed electronically through FFIS (the Forest Service financial system). Individuals will receive a check in the mail within 30 days of their request.
- Minimum special use permit fees are non-refundable.

Procedures: When a pass purchaser or vendor requests a refund, the following process should be followed:

1. Purchaser submits their written request for a refund to the forest/unit where the pass was purchased. Request must include:
 - a. Letter indicating reason for request (see sample form letter attached)
 - b. Social security number or tax identification number.
 - c. Information regarding the date and location of purchase.
 - d. Method of payment and copy of any purchase documentation such as a credit card receipt, if available.
 - e. Type of pass purchased and price paid.
2. Collection Officer or fiscal personnel attaches supporting documentation from the collection officer register.
3. The Forest/Unit Rec Fee Coordinator, or delegated authority, reviews each request on a case-by-case basis and approves or denies.
4. Upon approval, Forest/unit fiscal personnel completes the Public Voucher for Refunds (SF-1049). A sample form is attached.
5. Forest/unit fiscal personnel processes the refund request in FFIS following instruction in CFO Bulletin #2003-016., Transaction Combinations for Recreation Fee Refunds. Transaction PV/RV must be used when recording a refund.

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Request for Refund of Recreation Pass

Date: _____

To: Forest Supervisor, _____ National Forest.

I, _____, request a refund in the amount of
\$ _____ for the _____ pass I purchased on

_____ from _____
(Indicate office or store where purchased.)

I paid for this purchase by _____
(attach documentation, such as a copy of credit card receipt, if available).

The reason I am requesting this refund is: _____

Please make refund check payable to: _____

at _____

My business tax identification number or social security number is:

Sincerely,

April 22, 2005



United States
Department of
Agriculture

Forest
Service

Washington Office

14th & Independence SW
P.O. Box 96090
Washington, DC 20090-6090

File Code: 6500
Route To: (6500), (6530)

Date: July 2, 2003

Subject: CFO Bulletin #2003-016, Transaction Combinations for Fee Demo Refunds

To: Deputy Chiefs, Regional Foresters, Station Directors, Area Director, IITF
Director, FPL Director, WO Staff Directors

PURPOSE

The purpose of this CFO Bulletin is to inform Forest Service units about the use of the transaction combinations 'PV/RV' with regard to Fee Demo refunds.

BACKGROUND

While performing a review of general ledger (GL) account 2310, Advances from Others, the Reconciliation Team identified Fee Demo refund transactions creating an abnormal balance in the Advances from Others account.

The abnormal balance is a direct result of the inappropriate use of the PV/RA and PV/RF transaction combinations for fund FDFD.

Fee Demo collections are recorded directly as revenue. Use of the PV/RA and PV/RF transaction combinations to refund monies creates an imbalance in the GL accounts, as demonstrated below.

Refunds Using "PV/RF" or "PV/RA"			
Transaction	Purpose	Debit	Credit
BF/A1	Recording of bill	1312	5100
LX/A1	Reversal of bill	5100	1312
	Recording Collection	1012	5100
PV/RF or PV/RA	Recording of Refund	2310	2110

Use of the "RF" or "RA" transaction type results in an abnormal balance (debit) in GL account 2310 and revenue accounts do not reflect the intended draw down effect of the refund.

POLICY

Per the online procedures manual, Forest Service units shall use transaction type "RV" or "RR" to process refunds for billings recorded directly as revenue. The online procedures manual distinguishes use of the transactions types, as follows: "RA" = Used to process refunds from non-PCAS billings for

* = term defined in Appendix A

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non-revenue collections such as BCBC, SDSD, and TDTD. Collections are treated as liabilities, not revenue.

- **“RF”** = Used to process refunds from PCAS billings for collections billed in advance that have not been earned.
- **“RR”** = Used when refunding collections from PCAS generated reimbursable billings and PCAS generated revenue.
- **“RV”** = Used to process refunds for non-PCAS billing for revenue collections.

Proper use of the PV/RV transaction combination to process Fee Demo refunds will produce the intended result in the GL accounts, as demonstrated below.

Refunds Using “PV/RV”			
Transaction	Purpose	Debit	Credit
BF/A1	Recording of bill	1312	5100
LX/A1	Reversal of bill	5100	1312
	Recording Collection	1012	5100
PV/RV	Recording of Refund	5200	2110

**Note: the posting model causing the general ledger cross between the revenue accounts is in the process of being corrected.*

INQUIRIES

If you require assistance with the proper use of the refund transaction combinations, please contact your R/S/A subject matter expert for accounts receivables. Questions regarding this bulletin should be directed to the Reconciliation Staff at (703) 605-4819.

/s/ Hank Kashdan, for
MARY S. MATIELLA
Chief Financial Officer, Deputy Chief for Budget and Finance

* = term defined in Appendix A

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APPENDIX C

FINANCIAL IMPLEMENTATION OF REA, CFO LETTER, 3/18/2005

6500/2720/2340

Date: March 18, 2005

File Code:

Route To:

Subject: Financial Implementation of Federal Lands Recreation Enhancement Act for Outfitting and Guiding and Recreation Event Authorizations and Recreation Fees

To: Regional Foresters, Station Directors, Area Director, IITF Director

The Federal Lands Recreation Enhancement Act (FLREA), Title VIII, Division J, of Public Law 108-447 sets forth provisions for collection of recreation fees and retention of special recreation permit fees by the Forest Service. FLREA also repealed sections of the Land and Water Conservation Fund Act (LWCFA) that refer to fee authority. This letter addresses three recreation fee issues:

1. Special use authorizations for outfitting and guiding, and recreation events that were either previously issued under the LWCFA or future authorizations to be issued under FLREA;
2. Campground receipts from campgrounds still under LWCFA as of December 8, 2004 (when FLREA was enacted); and
3. How to deposit future recreation fee receipts and manage the current recreation fee receipts collected under Fee Demo authority.

Below are directions on how to deposit and expend the recreation fee receipts.

1. Special Use Authorization Directions

Before this Act became final, the Forest Service deposited 85% of special use permit revenues from these authorizations into *National Forest Fund* (fund code 5008, Treasury Symbol 125008) and 15% of revenues into *Recreation Fees for Collection Cost* (fund code FEFR, Treasury Symbol 12X5010). Deposits into these two accounts should cease. Funds already obligated for expenditure under 12X5010 will remain until spent.

2. LWCFA Campground Receipts

Before this Act became final, the Forest Service collected recreation fees at those government operated sites, such as campgrounds and group use sites, which were still collecting fees under LWCFA authority (not part of the Fee Demo program). The Forest Service deposited 85% of revenues from these government operated recreation sites into the *National Forest Fund* (fund code 5008, Treasury Symbol 125008) and 15% of revenues into *Recreation Fees for Collection Cost* (fund code FEFR, Treasury Symbol 12X5010). Deposits into these two accounts should cease. Funds already obligated for expenditure under these codes will remain until spent.

J. Recreation Fee Receipts under FLREA and under Fee Demo

* = term defined in Appendix A

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The Office of Management and Budget (OMB) concurred with the Forest Service's request to change the title of Treasury account 12X5268 from "Recreation fee demonstration program, Forest Service" to "Recreation Fees, Forest Service." The existing fund code FDFD will be retained. The three program codes within fund FDFD will be retained and renamed as follows:

Program Code	Description
FDAS	Regional Recreation Enhancement
FDCL	Recreation Enhancement – Cost of Collection/Indirect
FDDS	Unit Recreation Enhancement

From the date of this letter, the deposit of all recreation enhancement fees will adhere to the following job code structure:

Program Code	Job Code (override code)	Description
FDAS	AS070105 (1324)	20% of all national pass sales deposited into one national job code
	FDAS3605 (region specific override)	5% of all recreation fees deposited to one regional job code
	FDAS4205 (region specific override)	5% of all special use billings deposited to one regional level job code
FDCL	FDCL7805 (unit specific override)	15% of all FDFD funds, including special uses, deposited into one unit level job code
FDDS	DS070105 (unit specific override)	80% of all national pass sales deposited into one unit level job code
	FDDS3605 (unit specific override)	80% of all recreation fees deposited to one unit level job code

* = term defined in Appendix A

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	FDDS4205 (unit specific override)	80% of all special use billings deposited to one unit level job code
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This job code structure will apply to ALL recreation fees, including special uses, collected under FLREA authority. In other words, all your Fee Demo projects must adhere to this new accounting structure. You will note that we no longer track recreation fee funds by reporting category (i.e., by project such as the Recreation Lodging project, Campground Safety Net project, etc.). This is a significant change from how we accounted for collections/expenditures under Fee Demo.

The job codes outlined above have been created and are active. Effective March 31, 2005, all recreation fees collected under the FLREA authorization must be deposited into and obligated from the appropriate program and job code as outlined above. For those units that had recreation sites and areas collecting receipts under the Fee Demo program, all new collections will be deposited according to the structure as outlined above. Discontinue depositing and obligating funds in the old Fee Demo job codes (with reporting categories). Although additional deposits are not allowed into the old Fee Demo job codes, those old codes will remain active until obligated funds have been expended. Begin using the new FLREA job codes for obligations and expenditures.

For additional information, contact Carolyn Holbrook, Special Uses Program Manager in the Recreation and Heritage Resources Staff at (202) 205-1399; Jennifer Eberlien, Recreation Fees in Recreation and Heritage Resources Staff at (202) 205-1169; Kathryn Lynn in the Program and Budget Analysis Staff at (202) 205-1128; or Gail McCrary in the Financial Policy and Analysis Staff at (703) 764-9117.

/s/Jesse L. King
JESSE L. KING
Associate Deputy Chief for Business Operations/Chief Financial Officer

cc: Carolyn Holbrook, Jennifer Eberlien, Kathryn Lynn, Gail McCrary, Linda Washington

APPENDIX D

RECREATION SITE TYPE DESCRIPTIONS

SITE TYPE	DESCRIPTION
BOATING SITE	Site designed primarily to facilitate access to water for boating activities.
CAMPGROUND	Site with camp units designed to accommodate overnight use by individuals and families.
CUA CAMPING AREA	Primitive site managed for overnight use. Minimal improvements, typically a Development Scale 1 or 2.
CUA DAY USE AREA	Primitive site managed for day use. Minimal improvements, typically Development Scale 1 or 2.
CUA INTERP/INFO	Primitive site managed to provide recreation information or minimal interpretive opportunities
CUA OTHER	Primitive site. Minimal improvements, typically Development Scale 1 or 2.
CUA TRAILHEAD	Primitive site managed as a trailhead. Minimal improvements, typically Development Scale 1 or 2.
DOCUMENTARY SITE	Historic sites, buildings, districts, or other features primarily managed and preserved for their cultural or historic values. Include only sites that have, or are eligible for, State and/or National register status.
FIRE LOOKOUTS/ CABINS OVERNIGHT	Look-out towers, cabins, guard station, or other administrative accommodations designated for overnight public use.
FISH VIEWING SITE	Site designed primarily to provide the opportunity to view fish.
FISHING SITE	Site designed primarily to accommodate fishing and other related day use activities from dock or shore.
GROUP CAMPGROUND	Site with camp units designed to accommodate overnight use by groups.
GROUP PICNIC SITE	Site designed for picnicking and other related day-use activities by groups.
HORSE CAMP	Site with camp units designed primarily accommodate stock and overnight use.
HOTEL, LODGE, RESORT FS OWNED	Hotels, lodges, motels, or similar structures owned by the Forest Service and designed primarily to accommodate overnight use.
HOTEL, LODGE, RESORT PRIVATELY	Hotels, lodges, motels, or similar structures non-Forest Service owned and designed primarily to accommodate overnight use.

* = term defined in Appendix A

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OWNED.	
INFORMATION SITE	Site designed primarily to provide recreation information including maps, general orientation, directions, and regulations.
INTERPRETIVE SITE (ADMIN)	Site that includes those portions of administrative sites and offices that have been modified to provide interpretive programs and/or interpretive displays.
INTERPRETIVE SITE (MAJOR)	Sites and facilities designed and managed to provide a broad range of interpretive programs, services, and media (Visitor Centers, for example). A general guideline would be a design and construction investment in excess of \$250,000.
INTERPRETIVE SITE (MINOR)	A developed interpretive site or facility offering a limited range of information and interpretive opportunities; for example, a self-guiding nature trail or a wayside exhibit.
OBSERVATION SITE	Site designed primarily to accommodate visitors viewing scenery or viewing specific forest-related activities.
ORGANIZATION SITE FOREST SERVICE OWNED	Site designed primarily for structured recreation use by organized groups. Structures are Forest Service-owned.
ORGANIZATION SITE PRIVATELY OWNED	Site designed primarily for structured recreation use by organized groups. Structures are not Forest Service-owned.
OTHER RECREATION CONCESSION SITES	Concession-operated site not covered by other site type definitions. Sites are designed primarily to provide for the comfort and convenience of visitors and are typically managed by commercial operators under permit. Includes service stations, cafes, stores, rentals, restaurants, or cafeterias not a part of a unified hotel, lodge, or resort operation.
OTHER WINTER SPORTS SITE	Site designed primarily to accommodate snow-based activities other than skiing.
PICNIC SITE	Site designed for picnicking and other related day-use activities by individuals or families.
PLAYGROUND, PARK, SPECIALIZED SPORT SITE	Sites designed to accommodate specific recreation activities and usually located near population centers, developed under permit, and operated by others. Typical examples are city or county parks, playgrounds, golf courses, fairgrounds, moto-cross areas, hang-gliding sites, and gun or archery ranges.
RECREATION RESIDENCE	A privately built and owned structure authorized under special use permit.
SKI AREA ALPINE	Site designed primarily to accommodate downhill skiing. Sites are typically operated under special-use permit and usually include groomed ski runs, uphill transfer devices, sanitary facilities and provisions for public safety.

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SKI AREA NORDIC	Site designed primarily to accommodate Nordic skiing. Sites are typically operated under special-use permit and usually include groomed ski trails, sanitary facilities and provisions for public safety.
SNOWPARK	Site designed to provide staging for winter recreation activities including cross-country skiing, snowmobiling, and other winter modes of recreation transportation.
SWIMMING SITE	Site designed primarily to accommodate swimming activities.
TRAILHEAD	Site designed to provide staging for trail use.
WILDLIFE VIEWING SITE	An observation site developed primarily to provide the opportunity to view wildlife. Facilities may include parking lot, toilet, and trails and interpretive displays.

* = term defined in Appendix A

EXHIBIT C



File Code: 2300

Date: April 25, 2005

Route To:

Subject: Federal Recreation Enhancement Act Interim Implementation Guidelines

To: Regional Foresters, Station Directors, Area Director, IITF Director, and WO Staff

REPLY DUE JUNE 3, 2005

The Federal Lands Recreation Enhancement Act (REA) was signed into law on December 8, 2004, as part of the 2005 Consolidated Appropriations Act (P.L. 108-447). With the passage of REA, Fee Demonstration authority no longer exists. Over the past few months, the Forest Service has been working with the four Department of the Interior agencies included in the Act to develop a common understanding of REA. We must be conservative and consistent internally and with the other agencies in our approach to implement recreation enhancement fees.

Through a letter dated December 13, 2004 (*Short Term Direction for Implementation of New Recreation Fee Legislation*), Deputy Chief Tom Thompson directed all fee increases and designation of new fee areas to be frozen pending policy development by the Washington Office. As a result of policy development, draft interim guidelines, an evaluation tool and associated reporting spreadsheet and an implementation schedule have been developed for REA (enclosed). I appreciate all the hard work that many individuals throughout the agency have invested in developing this guidance.

The task for field units this next month is to review the sites and services included in the Fee Demo program and determine if those Fee Demo sites and services meet the REA criteria. In some situations, units will immediately remove sites from the recreation fee program because they do not meet the new criteria, reconfigure boundaries of high impact recreation areas to comply with the interim guidelines direction, or change the type of fee that is charged at a site to conform with the new criteria and interagency direction. Line officers must then document their decisions through the enclosed spreadsheets, and regions must submit an electronic copy of the Recreation Fee Summary Spreadsheet to Jennifer Eberlien, National Recreation Fee Program Leader, by June 3, 2005.

Communicating these changes, particularly identifying what sites no longer have a fee, to our public and partners will be critical to the success of the program. See the enclosed communication plan for tools to help convey the changes from Fee Demo to the REA authority. I anticipate that full, on-the-ground implementation of these decisions, such as sign and boundary marker changes and map/brochures and pass changes, may take longer and will be completed by September 30, 2005. The interim guidelines will enter the Directives process and become formal Forest Service Manual and/or Handbook direction in the coming months.

Careful adherence to the interim guidelines will ensure national consistency in implementation and assist in delivering quality customer service to the recreating public. It is essential that the Forest Service takes a thoughtful approach to implementing REA, particularly when evaluating



sites or areas to be included under the Standard Amenity Fee category. We must establish fees or continue fees only where the value of the benefits is apparent to the public and convenient for the public to pay.

Direction on the establishment of Recreation Resource Advisory Committees as well as the interagency America the Beautiful Pass will be forthcoming (see REA implementation schedule below).

Although the implementation schedule may appear accelerated, the careful process taken in the development of these guidelines will assist in ensuring the Forest Service can continue investing in America's recreation future by providing quality recreation programs on federal lands that the public can enjoy. If you have any questions regarding the reply due or the enclosed package, please contact Jennifer Eberlien at 202-205-1169.

/s/ Gloria Manning (for)
JOEL D. HOLTROP
Deputy Chief, National Forest System

Enclosures

Cc: Regional Recreation Directors
Regional Fee Coordinators
Jennifer Eberlien

REA Implementation Timeframe

DATE	ACTION	WHO
April 22, 2005	Interim guidelines released to field units	WO
June 3, 2005	Regional consistency review and approval of all recreation fees sites/areas/services (use guidelines, evaluation tool and summary spreadsheet provided)	Regions/Units
April – September 30, 2005	Implement individual site/area/service fee modifications, including sign and boundary changes, map and brochures changes, etc.	Units
January 1, 2006	Continue development of guidelines relevant to America the Beautiful Pass, Recreation Resource Advisory Committees, Business plan revisions, civil rights impact analysis	WO
January 1, 2006	Regions and units complete a thorough consistency review to determine what other sites/areas/services meet the REA criteria to present to RRACs when they're established and to our public for consideration.	Regions/Units

EXHIBIT D

Preliminary Field Results REA Implementation

REGION	FOREST	TOTAL SITES	CONCESSION SITES (G-T SITES)	PREV FEE DEMO + LWCF	REMOVED FROM FEE PROGRAM	REMAINING REA FEE SITES	NON-CHARGE SITES	% OF SITES WHICH REMAIN FREE
1	Beaverhead-Deerlodge National Forest	170		64		64	106	62%
1	Bitterroot National Forest	109		26		26	83	76%
1	Clearwater National Forest	52	1	25		25	26	50%
1	Custer National Forest	69	10	8	1	7	52	75%
1	Dakota Prairie Grasslands	14		7		7	7	50%
1	Flathead National Forest	94	19	13		13	62	66%
1	Gallatin National Forest	262	22	40	2	38	202	77%
1	Helena National Forest	39		17		17	22	56%
1	Idaho Panhandle National Forest	136	25	24	1	23	88	65%
1	Kootenai National Forest	101		31		31	70	69%
1	Lewis and Clark National Forest	73	1	36		36	36	49%
1	Lolo National Forest	87		36		36	51	59%
1	Nez Perce National Forest	90		16		16	74	82%
2	Arapaho-Roosevelt National Forest	283	86	29	1	28	169	60%
2	Bighorn National Forest	135	41	1		1	93	69%
2	Black Hills National Forest	153	71	7		7	75	49%
2	Grand Mesa Uncomp Gunnison National Forest	190	74	1		1	115	61%
2	Medicine Bow-Routt National Forest	312		115	3	112	200	64%
2	Nebraska National Forest	38		19		19	19	50%
2	Pike-San Isabel National Forest	444	174	10		10	260	59%
2	Rio Grande National Forest	134	41	6		6	87	65%
2	San Juan National Forest	154	57	0		0	97	63%
2	Shoshone National Forest	134	4	28		28	102	76%
2	White River National Forest	286	61	29		29	196	69%
3	Apache-Sitgreaves National Forest	244	39	2		2	203	83%

3	Carson National Forest	76		26		26		50	66%
3	Cibola National Forest	183	4	54	7	47		132	72%
3	Coconino National Forest	163	38	33		33		92	56%
Colorado National Forests									
3	Gila National Forest	150		12		12		138	92%
3	Kaibab National Forest	119	14	3		3		102	86%
3	Lincoln National Forest	59	13	7		7		39	66%
3	Prescott National Forest	105	1	42	3	39		65	62%
3	Santa Fe National Forest	88		29	2	27		61	69%
3	Tonto National Forest	201	11	106		106		84	42%
4	Ashley National Forest	137	43	63	12	51		43	31%
4	Boise National Forest	228	22	61		61		145	64%
4	Bridger-Teton National Forest	222	31	23	2	21		170	77%
4	Caribou-Targhee National Forest	154	41	22		22		91	59%
4	Dixie National Forest	86	33	1	1	0		53	62%
4	Fishlake National Forest	105	19	9		9		77	73%
4	Humboldt-Toiyabe National Forest	133	43	12		12		78	59%
4	Manti-LaSal National Forest	119	22	20		20		77	65%
4	Payette National Forest	87	2	32	1	31		54	62%
4	Salmon-Challis National Forest	118	9	30		30		79	67%
4	Sawtooth National Forest	151	47	41	18	23		81	54%
4	Ulnia National Forest	188	56	35		35		97	52%
4	Wasatch-Cache National Forest	236	101	55		55		80	34%
5	Angeles National Forest	160	14	140	21	119		27	17%
5	Cleveland National Forest	57	2	52	6	46		9	16%
5	Eldorado National Forest	132	41	19		19		72	55%
5	Inyo National Forest	241	93	11	1	10		138	57%
5	Klamath National Forest	54		19		19		35	65%
5	Lake Tahoe Basin Mgt Unit	42	16	3		3		23	55%
5	Lassen National Forest	115	1	32		32		82	71%
5	Los Padres National Forest	141	35	99	37	62		44	31%
5	Mendocino National Forest	67	3	14		14		50	75%

5	Modoc National Forest	48			12		12	36	75%
5	Plumas National Forest	132	38	0	0		0	94	71%
5	San Bernardino National Forest	166	30	123	24		99	37	22%
5	Sequoia National Forest	122	61	9			9	52	43%
5	Shasta Trinity National Forest	158	59	17			17	82	52%
5	Sierra National Forest	139	77	15			15	47	34%
5	Six Rivers National Forest	33	1	14			14	18	55%
5	Stanislaus National Forest	112	31	14	1		13	68	61%
5	Tahoe National Forest	168	103	0			0	65	39%
6	Columbia River Gorge National Scenic	30	1	16			16	13	43%
6	Colville National Forest	52	14	11			11	27	52%
6	Deschutes National Forest	293	86	73	6		67	140	48%
6	Fremont National Forest	67	5	1			1	61	91%
6	Gifford Pinchot National Forest	295	21	73	11		62	212	72%
6	Malheur National Forest	66	3	17			17	46	70%
6	Mt Baker-Snoqualmie National Forest	268	35	148	13		135	98	37%
6	Mt Hood National Forest	235	73	74	14		60	102	43%
6	Ochoco National Forest	51	3	9			9	39	76%
6	Okanagan-Wenatchee National Forest	383	31	213	13		200	152	40%
6	Olympic National Forest	127		57	21		36	91	72%
6	Rogue River National Forest	177	14	22	4		18	145	82%
6	Siskiyou National Forest	194	9	38	11		27	158	81%
6	Stuslaw National Forest	129	33	65			65	31	24%
6	Umatilla National Forest	137	4	43	21		22	111	81%
6	Umpqua National Forest	174	6	59			59	109	63%
6	Wallowa Whitman National Forest	202	12	69	6		63	127	63%
6	Willamette National Forest	399	63	91	20		71	265	66%
6	Winema National Forest	34		3			3	31	91%
8	Caribbean National Forest	26	1	2			2	23	88%
8	Chattahoochee-Oconee National Forest	165		102	26		76	89	54%
8	Cherokee National Forest	112		79	21		58	54	48%
8	Daniel Boone National Forest	142	15	42	6		36	91	64%

8	Francis Marion-Sumter National Forest	108		31		31	77	71%
8	George Washington and Jefferson Nat	272	4	71	3	68	200	74%
8	Kisatchie National Forest	75		21	3	18	57	76%
8	National Forests in Florida	95	11	32	2	30	54	57%
8	National Forests in Mississippi	168		126	4	122	46	27%
8	National Forests in North Carolina	360	26	53	2	51	283	79%
8	NFS in Alabama National Forest	45	8	29	1	28	9	20%
8	NFS in Texas National Forest	65	15	37	2	35	15	23%
8	Ouachita National Forest	172	2	31	4	27	143	83%
8	Ozark-St Francis National Forest	60	4	28	2	26	30	50%
9	Allegheny National Forest	63	10	19		19	34	54%
9	Chequamegon-Nicolet National Forest	219	2	162	39	123	94	43%
9	Chippewa National Forest	123	1	23		23	99	80%
9	Green Mountain and Finger Lakes Nat	123	6	9		9	108	88%
9	GREY TOWERS	1		1		1	0	0%
9	Hawatha National Forest	122	22	26		26	74	61%
9	Hoosier National Forest	50	18	16		16	16	32%
9	Huron Manistee National Forest	171	34	73	15	58	79	46%
9	Mark Twain National Forest	157	11	26	1	25	121	77%
9	MIDEWIN	1		1		1	0	0%
9	Monongahela National Forest	223	14	25		25	184	83%
9	Ottawa National Forest	171	13	14		14	144	84%
9	Shawnee National Forest	82	3	13		13	66	80%
9	Superior National Forest	260	66	1		1	193	74%
9	Wayne National Forest	56	1	36		36	19	34%
9	White Mountain National Forest	316	33	78	10	68	215	68%
10	Chugach National Forest	124	13	48		48	63	51%
10	Tongass National Forest	428		167	1	166	262	61%
TOTALS		17,086	2,635	4,505	437	4,068	10,383	61%

EXHIBIT E



.1 miles



.2 miles



.4 miles



3.6 miles



3.7 miles



4.6 miles

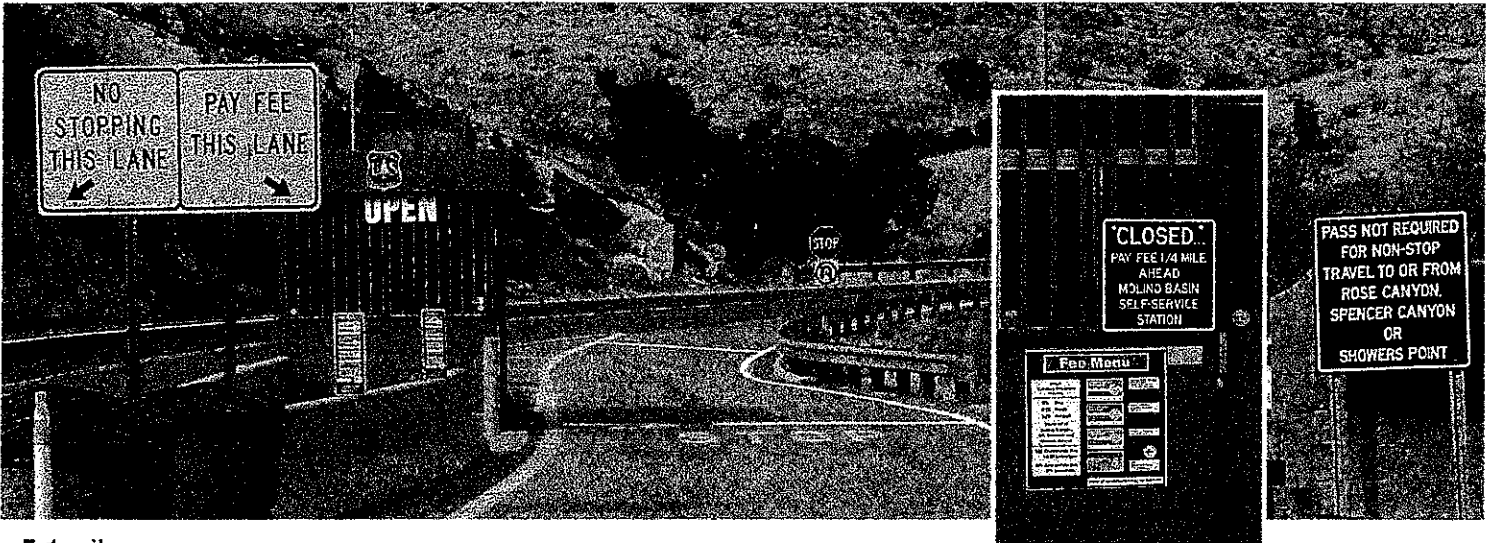


4.7 miles



5 miles

CATALINA HWY. FEE SIGNS



5.1 miles

Sign on FeeStation window when closed



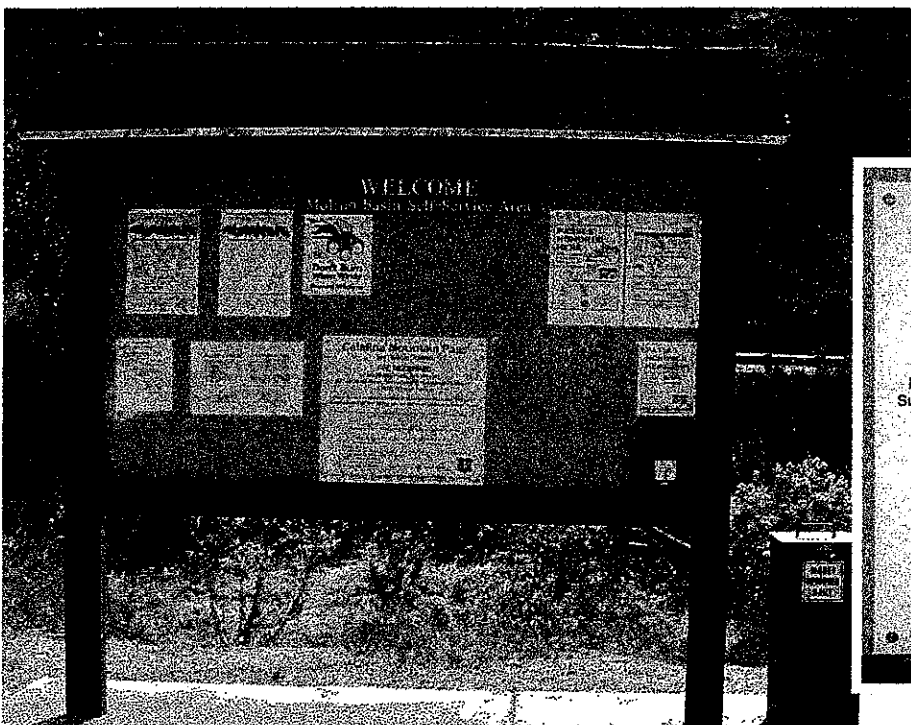
5.3 miles



5.5 miles



5.6 miles, Molino Basin



5.6 miles, Molino Basin

Catalina Mountain Pass
Self Issue Station

FEE REQUIRED
\$5.00 Day Pass, Per Vehicle
\$10.00 Week Pass, Per Vehicle (7-Consecutive Days)
\$20.00 Annual Pass

If you travel non-stop to private or summer home cabins, Village of Summerhaven, or Ski Valley, you do not need Catalina Mountain Pass.

Golden Age, Golden Access, Golden Eagle, and the National Parks Pass with Hologram is honored for the full Catalina Mountain Pass fee.

Ninety-five percent of fees collected are kept and used for operations and maintenance, facility improvement, and visitor services.

Instructions to Issue Self-Service Permit

1. Obtain envelope from box
2. Put required fee in envelope. (Make checks payable to USDA, Forest Service)
3. Complete boxes on outside of envelope.
4. Tear slot off of envelope.
5. Put envelope in slot.
6. Display slot on sun-visor or dashboard of driver's side of vehicle.

Non-compliance is a violation of Title 36, Code of Federal Regulations



EXHIBIT F

Expense Categories

	REVENUE	Admin,	Visitor	Habitat	Repair,	Fee	Law	Cost of Coll. - Cost of Coll.		
								Cap.	nonCap	
			Services	Restoration	Maint.	Agreement	Enforcement	Cap.	nonCap	Indirect
<i>Region 03</i>										
Apache-Sitgreaves	\$63,506		\$0	\$0	\$1,423	\$0	\$0	\$0	\$152	\$0
Forest-wide	\$53,332		\$0	\$0	\$1,423	\$0	\$0	\$0	\$152	\$0
Goldens	\$2,868		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Special Uses	\$7,306		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Carson	\$25,342		\$29,894	\$0	\$24,911	\$0	\$29,894	\$14,947	\$0	\$0
Forest-wide	\$13,690		\$29,894	\$0	\$24,911	\$0	\$29,894	\$14,947	\$0	\$0
Goldens	\$588		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Special Uses	\$11,064		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Cibola	\$228,987		\$52,150	\$0	\$96,581	\$0	\$9,300	\$0	\$26,456	\$0
Forest-wide	\$211,940		\$52,150	\$0	\$96,581	\$0	\$9,300	\$0	\$26,456	\$0
Goldens	\$17,047		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Special Uses	\$0		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Coconino	\$1,305,097		\$447,649	\$14,080	\$61,145	\$0	\$242,178	\$0	\$350,642	\$0
Forest-wide	\$839,205		\$447,649	\$14,080	\$61,145	\$0	\$242,178	\$0	\$155,731	\$0
Goldens	\$83,427		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Special Uses	\$382,465		\$0	\$0	\$0	\$0	\$0	\$0	\$194,911	\$0
Coronado	\$1,116,028		\$135,767	\$6,500	\$480,160	\$0	\$108,648	\$0	\$112,028	\$0
Forest-wide	\$1,092,197		\$135,767	\$6,500	\$480,160	\$0	\$108,648	\$0	\$112,028	\$0
Goldens	\$11,194		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Special Uses	\$12,637		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0