The text of S2438, the Fee Repeal and Expanded Access Act of 2007, can be read at http://thomas.loc.gov/. Enter S2438 and click on Search by Bill Number. Because the bill makes numerous references to other laws, it can be difficult to understand its effects. To make it easier to understand, here is the complete text of the bill with added notation explaining how this bill relates to the other laws it references.

*Added annotation is in bold italics.*

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**Fee Repeal and Expanded Access Act of 2007 (Introduced in Senate)**

S 2438 IS

110th CONGRESS
1st Session
S. 2438

To repeal certain provisions of the Federal Lands Recreation Enhancement Act.

**IN THE SENATE OF THE UNITED STATES**

**December 10, 2007**

Mr. BAUCUS (for himself, Mr. CRAPO, and Mr. TESTER) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

**A BILL**

To repeal certain provisions of the Federal Lands Recreation Enhancement Act.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

**SECTION 1. SHORT TITLE.**

This Act may be cited as the `Fee Repeal and Expanded Access Act of 2007'.

**SEC. 2. RECREATION FEE AUTHORITIES.**
The Federal Lands Recreation Enhancement Act (16 U.S.C. 6801 et seq.) is amended--

(1) by striking section 801 (16 U.S.C. 6801 note) and inserting the following:

• FLREA Section 801 is the Short Title and Table of Contents. This bill eliminates the Table of Contents and establishes a new Short Title.

`SEC. 801. SHORT TITLE.

This Act may be cited as the `Federal Lands Recreation Enhancement Act'.

(2) by striking sections 802 through 812 (16 U.S.C. 6801 through 6811) and inserting the following:

• FLREA Sections 802 through 812 are the entire law except for the “housekeeping” sections. This language repeals them.

`SEC. 802. RECREATION FEE AUTHORITY.

(a) In General- Beginning January 1, 2008, subject to subsections (c) and (d), the Secretary of the Interior [Note: The Secretary of the Interior has jurisdiction over the National Park Service, Bureau of Land Management, Bureau of Reclamation, and Fish and Wildlife Service. The Forest Service is under the Secretary of Agriculture.] (referred to in this section as the `Secretary’) may establish and collect any fee from individuals or groups for--

(1) admission to a unit of the National Park System, including a commercial vehicle admission fee for a National Park at a level determined by the Secretary; and

• This allows the National Parks to continue to charge Entrance Fees

(2) the use of only the facilities or services described in subsection (b) at Federal recreational land or water under the jurisdiction of the Director of the National Park Service.

• Other than Entrance Fees, the National Parks will only be allowed to charge for the facilities and services in Section 802(b). This eliminates Backcountry Fees, Parking Fees, Interpretive Fees, etc.

(b) Authorized Facilities and Services- The facilities and services referred to in subsection (a)(2) are the following:

(1) Use of developed campgrounds that provide at least a majority of the following:

• Tent or trailer spaces.
• Picnic tables.
• Drinking water.
• Access roads.
• The collection of the fee by an employee or agent of the Federal land management agency.
• Reasonable visitor protection.
• Refuse containers.
(H) Toilet facilities.
(I) Simple devices for containing a campfire.

(2) Use of highly-developed boat launches with specialized facilities or services, such as mechanical or hydraulic boat lifts or facilities, multilane paved ramps, paved parking, restrooms, and other improvements, such as boarding floats, loading ramps, or fish cleaning stations.

(3) Rental of cabins, boats, stock animals, lookouts, historic structures, group day-use or overnight sites, audio tour devices, portable sanitation devices.

(4) Use of hookups for electricity, cable, or sewer.

(5) Use of sanitary dump stations.

(6) Use of transportation services.

(7) Use of developed swimming sites that provide at least a majority of the following:

(A) Bathhouses with showers and flush toilets.
(B) Refuse containers.
(C) Picnic areas.
(D) Paved parking.
(E) Attendants, including lifeguards.
(F) Floats encompassing the swimming area.
(G) Swimming decks.

(c) Prohibition on Fees for Certain Persons or Places—The Secretary shall not charge an admission fee under subsection (a) for—

These are the people and places that are exempt from Entrance Fees at NPS areas.

(1) a person under 16 years of age;
(2) an outing conducted for a noncommercial educational purpose by a school or other academic institution;
(3)(A) the U.S.S. Arizona Memorial;
(B) the Independence National Historical Park;
(C) any unit of the National Park System within the District of Columbia; or
(D) the Arlington House-Robert E. Lee National Memorial;
(4) the Flight 93 National Memorial;
(5) an entrance on other route into the Great Smoky Mountains National Park or any part of the Park unless fees are charged for entrance into the Park on main highways and thoroughfares;
(6) an entrance to a unit of the National Park System containing a deed restriction on charging fees; or

(d) Prohibited Sites—The Secretary shall not charge a fee under subsection (a) for Federal recreational land or water managed by—
This prohibits Entrance Fees for BLM and BuRec areas.

\(\text{(1)}\) the Director of the Bureau of Land Management; or
\(\text{(2)}\) the Commissioner of Reclamation.

\(\text{(e)}\) Requirements- In establishing fees pursuant to this section, the Secretary shall--

\(\text{(1)}\) establish the minimum practicable number of fees; and
\(\text{(2)}\) avoid, to the maximum extent practicable, collection of multiple or layered fees for a variety of activities or programs.

\(\text{(f)}\) Analysis-

\(\text{(1)}\) IN GENERAL- Before establishing a fee under subsection (a), the Secretary shall analyze--

\(\text{(A)}\) the benefits and services provided to visitors to National Parks;
\(\text{(B)}\) the cumulative effect of the assessment of the fee;
\(\text{(C)}\) the direct and indirect cost and benefit to the Federal Government with respect to the fee;
\(\text{(D)}\) applicable public policy and management objectives;
\(\text{(E)}\) the economic and administrative feasibility of fee collection; and
\(\text{(F)}\) such other factors as the Secretary determines to be appropriate.

\(\text{(2)}\) SUBMISSION TO CONGRESS- Not later than the date that is 90 days before the date on which a fee established under subsection (a) is published in the Federal Register, the Secretary shall submit to Congress--

\(\text{(A)}\) the analysis conducted with respect to the fee under paragraph (1); and
\(\text{(B)}\) a description of the level of the fee.

\(\text{(g)}\) Publication-

\(\text{(1)}\) IN GENERAL- The Secretary shall publish in the Federal Register a notice of--

\(\text{(A)}\) any new fee established pursuant to this section; and
\(\text{(B)}\) any change in the amount of such a fee.

\(\text{(2)}\) EFFECTIVE DATE- A fee established pursuant to this section, and any modification to such a fee, shall not take effect until the date that is 1 year after the date on which a notification regarding the fee or modification is published in the Federal Register under paragraph (1).

\(\text{(h)}\) Administration-

\(\text{(1)}\) IN GENERAL- The Secretary--
(A) may waive or discount a fee established pursuant to this section, as the Secretary determines to be appropriate; and
(B) shall provide information to the public regarding any fee program under this section, including a description of the costs and benefits of the program.

(2) ADMINISTRATIVE COSTS- The Secretary may use not more than 15 percent of the total amount of fees collected pursuant to this section for administrative costs of the recreation fee program, including--

(A) direct operating or capital costs;
(B) the costs of fee collection;
(C) the costs of notification of fee requirements;
(D) the costs of direct infrastructure;
(E) fee program management costs;
(F) the costs of bonding of volunteers;
(G) start-up costs; and
(H) the costs of analyzing and reporting on program success and effects.

(i) Distribution of Receipts- Of amounts received by the Secretary as a result of a fee collected at a specific area, site, or facility pursuant to this section--

(1) not less than 80 percent shall be used at the specific area, site, or facility in accordance with subsection (j); and
(2) not more than 20 percent shall be used for other activities or facilities of the National Park Service, as the Secretary determines to be appropriate.

(j) Use of Funds- Amounts described in subsection (i)(1) may be used at an area, site, or facility for--

(1) repair, maintenance, facility enhancement, media services, and infrastructure, including projects relating to visitor enjoyment, visitor access, environmental compliance, and health and safety;
(2) interpretation, visitor information, visitor service, visitor needs assessments, monitoring, and signs;
(3) habitat enhancement, resource assessment, preservation, protection, and restoration relating to recreational uses; and
(4) law enforcement relating to public use and recreation.

(k) Reports- On January 1, 2012, and every 3 years thereafter, the Secretary shall submit to Congress a report describing the status of the recreation fee program under this section, including--

(1) an evaluation of the program as conducted at each unit of the National Park System;
(2) a description of projects funded, activities accomplished, and future projects and programs proposed to be conducted using the fees; and
(3) any recommendations for modifications to the fee system of the Secretary.'

- The following is Section 801 (3). It follows Section 801 (2) way back up at the beginning.
(3) in section 813 (16 U.S.C. 6812), by striking subsections (e) and (f);
- FLREA Sections 813(e) and (f) transferred fees accrued under the Land and Water Conservation Fund Act of 1965, National Parks Passport, and Fee Demo programs to the special accounts established under FLREA. Since those special accounts are deleted, this clause reinstates those funds to their original accounts. and
- FLREA Section 814 Contains “housekeeping” provisions as to how FLREA relates to earlier laws. By repealing it, those earlier laws are reinstated, as detailed in Section 3 below.

SEC. 3. REINSTATEMENT OF CERTAIN ADMISSION AND USE FEE AUTHORITIES.

(a) Repeal- Subsections (a), (c), and (d) of section 813 of the Federal Lands Recreation Enhancement Act (16 U.S.C. 6812) are repealed effective December 8, 2004. FLREA Section 813(a), (c), and (d) repealed the laws that established the Golden Eagle, Age, and Access Passes, and the National Park Passport, and placed limitations on Entrance Fees at National Wildlife Refuges. By repealing it, all those programs are reinstated. Only 813(b) is allowed to stand. That clause repealed the Recreational Fee Demonstration Program. It remains repealed.

(b) Applicability-
(1) LAND AND WATER CONSERVATION FUND ACT OF 1965- Subsections (a) through (f), and (g) of section 4 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 460l-6a) shall be applied and administered as if section 813(a) of the Federal Lands Recreation Enhancement Act (16 U.S.C. 6812(a)) had not been enacted. LWCF A Section 4 (a) through (f) and (g) include the laws that governed Recreation Use Fees prior to Fee Demo. This clause re-instates them. The entire text of LWCF A Section 4 (a) through (g) is appended below.

(2) ADMISSION PERMITS FOR REFUGE UNITS- Section 201 of the Emergency Wetlands Resources Act of 1986 (16 U.S.C. 3911) shall be applied and administered as if section 813(c) of the Federal Lands Recreation Enhancement Act (16 U.S.C. 6812(c)) had not been enacted.
• (2) above re-instates Entrance Fee authority at National Wildlife Refuges with some limitations, and requires them to be covered by Golden Eagle, Age, and Access Passes.

(3) GOLDEN EAGLE PASSPORT- Section 502 of the National Parks Omnibus Management Act of 1998 (16 U.S.C. 5982) shall be applied and administered as if section 813(d) of the Federal Lands Recreation Enhancement Act (16 U.S.C. 6812(d)) had not been enacted.

• (3) above specifies how Golden Eagle sales by private vendors are to be apportioned among the land management agencies.

(5) NATIONAL PARK PASSPORT PROGRAM-

• This re-instates the National Park Passport and allows the NPS to retain the revenue from Passport sales.

(A) IN GENERAL- Title VI of the National Parks Omnibus Management Act of 1998 (16 U.S.C. 5991 et seq.) shall be applied and administered as if section 813(d) of the Federal Lands Recreation Enhancement Act (16 U.S.C. 6812(d)) had not been enacted.

• (A) above re-instates 16 U.S.C. 5993, which sets the price of the National Parks Passport at $50.

(B) CONFORMING AMENDMENT- Section 603(c) of the National Parks Omnibus Management Act of 1998 (16 U.S.C. 5993(c)) is amended by striking paragraph (2) and inserting the following:

`(2) GENERAL USE- Of amounts received by the Secretary as a result of sales of national park passports at a specific area, site, or facility--

`(A) not less than 50 percent shall remain available for use at the specific area, site, or facility at which the sales occurred; and

`(B) not more than 50 percent shall be used for other activities or facilities of the National Park Service, as the Secretary determines to be appropriate.'.

(c) Admission Fees- Section 4(a) of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 460l-6a(a)) (as in effect after subsections (a) and (b) take effect) is amended—

• The following language sets caps on authorized NPS fees:
  Golden Eagle max $65, Single Park annual pass max $40,
  Single Park Single Visit vehicle entry $25, Single Park Single Visit hiker/bicyclist entry $12

(1) in paragraph (1)—

(A) in the first sentence of subparagraph (A)(i), by striking `$25' and and inserting `$65'; and

(B) in the second sentence of subparagraph (B), by striking `$15' and inserting `$40'; and

(2) in paragraph (2)—
(A) in the fourth sentence, by striking `$5' and inserting `$25'; and
(B) in the sixth sentence, by striking `$3' and inserting `$12'.

Following is the law that will be re-instated by Section 3 (b) (1) above:

Land and Water Conservation Fund Act of 1965 SECTION 4 (a) through (g)

(a) [16 U.S.C 460l–6a] ADMISSION FEES. —Entrance or admission fees shall be charged only at designated units of the National Park System or National Conservation Areas administered by the Department of the Interior and National Recreation Areas, National Monuments, National Volcanic Monuments, National Scenic Areas, and no more than 21 areas of concentrated public use administered by the Department of Agriculture. For purposes of this subsection, the term “area of concentrated public use” means an area that is managed primarily for outdoor recreation purposes, contains at least one major recreation attraction, where facilities and services necessary to accommodate heavy public use are provided, and public access to the area is provided in such a manner that admission fees can be efficiently collected at one or more centralized locations. No admission fees of any kind shall be charged or imposed for entrance into any other federally owned areas which are operated and maintained by a Federal agency and used for outdoor recreation purposes.

(1)(A)(i) For admission into any such designated area, an annual admission permit (to be known as the Golden Eagle Passport) shall be available, for a fee of not more than $25. The permittee and any person accompanying him in a single, private noncommercial vehicle, or alternatively, the permittee and his spouse, children, and parents accompanying him where entry to the area is by any means other than private, noncommercial vehicle, shall be entitled to general admission into any area designated pursuant to this subsection. The annual permit shall be valid for a period of 12 months from the date the annual fee is paid. The annual permit shall not authorize any uses for which additional fees are charged pursuant to subsections (b) and (c) of this section. The annual permit shall be nontransferable and the unlawful use thereof shall be punishable in accordance with regulations established pursuant to subsection (e). The annual permit shall be available for purchase at any such designated area. (ii) The Secretary of the Interior and the Secretary of Agriculture may authorize businesses, nonprofit entities, and other organizations to sell and collect fees for the Golden Eagle Passport subject to such terms and conditions as the Secretaries may jointly prescribe. The Secretaries shall develop detailed guidelines for promotional advertising of non-Federal Golden Eagle Passport sales and shall monitor compliance with such guidelines. The Secretaries may authorize the sellers to withhold amounts up to, but not exceeding 8 percent of the gross fees collected from the sale of such passports as reimbursement for actual expenses of the sales. Receipts from such non-Federal sales of the Golden Eagle Passport shall be deposited into the special account established in subsection (i), to be allocated between the Secretary of the Interior and the Secretary of Agriculture in the same ratio as receipts from admission into Federal fee areas administered by the Secretary of Agriculture and the Secretary of the Interior pursuant to subsection (a). (B) For admission into a specific
designated unit of the National Park System, or into several specific units located in a particular geographic area, the Secretary is authorized to make available an annual admission permit for a reasonable fee. The fee shall not exceed $15 regardless of how many units of the park system are covered. The permit shall convey the privileges of, and shall be subject to the same terms and conditions as, the Golden Eagle Passport, except that it shall be valid only for admission into the specific unit or units of the National Park System indicated at the time of purchase.

(2) Reasonable admission fees for a single visit at any designated area shall be established by the administering Secretary for persons who choose not to purchase the annual permit. A “single visit” means more or less continuous stay within a designated area. Payment of a single visit admission fee shall authorize exits from and reentries to a single designated area for a period of from one to fifteen days, such period to be defined for each designated area by the administering Secretary based upon a determination of the period of time reasonably and ordinarily necessary for such a single visit. The fee for a single-visit permit at any designated area applicable to those persons entering by private, noncommercial vehicle shall be no more than $5 per vehicle. The single-visit permit shall admit the permittee and all persons accompanying him in a single vehicle. The fee for a single-visit permit at any designated area applicable to those persons entering by any means other than a private noncommercial vehicle shall be no more than $3 per person. Except as otherwise provided in this subsection, the maximum fee amounts set forth in this paragraph shall apply to all designated areas.

(3) No admission fee shall be charged for travel by private, noncommercial vehicle over any national parkway or any road or highway established as a part of the National Federal Aid System, as defined in section 101, title 23, United States Code, which is commonly used by the public as a means of travel between two places either or both of which are outside the area. Nor shall any fee be charged for travel by private, noncommercial vehicle over any road or highway to any land in which such person has any property right if such land is within any such designated area. In the Smoky Mountains National Park, unless fees are charged for entrance into said park on main highways and thoroughfares, fees shall not be charged for entrance on other routes into said park or any part thereof. Notwithstanding any other provision of this Act, no admission fee may be charged at any unit of the National Park System which provides significant outdoor recreation opportunities in an urban environment and to which access is publicly available at multiple locations.

(4) The Secretary of the Interior and the Secretary of Agriculture shall establish procedures providing for the issuance of a lifetime admission permit (to be known as the “Golden Age Passport”) to any citizen of, or person domiciled in, the United States sixty-two years of age or older applying for such permit. Such permit shall be nontransferable, shall be issued for a one-time charge of $10, and shall entitle the permittee and any person accompanying him in a single, private, noncommercial vehicle, or alternatively, the permittee and his spouse and children accompanying him where entry to the area is by any means other than private, noncommercial vehicle, to general admission into any area designated pursuant to this subsection. No other free permits shall be issued to any person: Provided, That no fees of any kind shall be collected from any persons who have a right of access for hunting or fishing privileges under a specific provision of law or treaty or who are engaged in the conduct of official Federal, State, or
local Government business and Provided further, That for no more than three years after the date of enactment of this Act, visitors to the United States will be granted entrance, without charge, to any designated admission fee area upon presentation of a valid passport.

(5) The Secretary of the Interior and the Secretary of Agriculture shall establish procedures providing for the issuance of a lifetime admission permit to any citizen of, or person domiciled in, the United States, if such citizen or person applies for such permit, and is blind or permanently disabled. Such procedures shall assure that such permit shall be issued only to persons who have been medically determined to be blind or permanently disabled for purposes of receiving benefits under Federal law as a result of said blindness or permanent disability as determined by the Secretaries. Such permit shall be nontransferable, shall be issued without charge, and shall entitle the permittee and any person accompanying him in a single, private, noncommercial vehicle, or alternatively, the permittee and his spouse and children accompanying him where entry to the area is by any means other than private, noncommercial vehicle, to general admission into any area designated pursuant to this subsection.

(6)(A) No later than 60 days after the date of enactment of this paragraph, the Secretary of the Interior shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate a report on the entrance fees proposed to be charged at units of the National Park System. The report shall include a list of units of the National Park System and the entrance fee proposed to be charged at each unit. The Secretary of the Interior shall include in the report an explanation of the guidelines used in applying the criteria in subsection (d). (B) Following submittal of the report to the respective committees, any proposed changes to matters covered in the report, including the addition or deletion of park units or the increase or decrease of fee levels at park units shall not take effect until 60 days after notice of the proposed change has been submitted to the committees.

(7) No admission fee may be charged at any unit of the National Park System for admission of any person 16 years of age or less.

(8) No admission fee may be charged at any unit of the National Park System for admission of organized school groups or outings conducted for educational purposes by schools or other bona fide educational institutions. (9) No admission fee may be charged at the following units of the National Park System: U.S.S. Arizona Memorial, Independence National Historical Park, any unit of the National Park System within the District of Columbia, Arlington House—Robert E. Lee National Memorial, San Juan National Historic Site, and Canaveral National Seashore. (10) For each unit of the National Park System where an admission fee is collected, the Director shall annually designate at least one day during periods of high visitation as a “Fee-Free Day” when no admission fee shall be charged. (11) In the case of the following parks, the fee for a single visit permit applicable to those persons entering by private, noncommercial vehicle (the permittee and all persons accompanying him in a single vehicle) shall be no more than $10 per vehicle and the fee for a single-visit permit applicable to persons entering by any means other than a private noncommercial vehicle shall be no more than $5 per person: Yellowstone National Park and Grand Teton National Park and after the end of fiscal year 1990, Grand Canyon National Park. In the case of Yellowstone and Grand
Teton, a single-visit fee collected at one unit shall also admit the vehicle or person who paid such fee for a single-visit to the other unit. (12) Notwithstanding section 203 of the Alaska National Interest Lands Conservation Act, the Secretary may charge an admission fee under this section at Denali National Park and Preserve in Alaska.

(b) RECREATION USE FEES.—Each Federal agency developing, administering, providing or furnishing at Federal expense, specialized outdoor recreation sites, facilities, equipment, or services shall, in accordance with this subsection and subsection (d) of this section, provide for the collection of daily recreation use fees at the place of use or any reasonably convenient location: Provided, That in no event shall there be a charge by any such agency for the use, either singly or in any combination, of drinking water, wayside exhibits, roads, overlook sites, visitors’ centers, scenic drives, or toilet facilities, nor shall there be any such charge solely for the use of picnic tables: Provided, That in no event shall there be a charge for the use of any campground not having a majority of the following: tent or trailer spaces, picnic tables, drinking water, access road, refuse containers, toilet facilities, personal collection of the fee by an employee or agent of the Federal agency operating the facility, reasonable visitor protection, and simple devices for containing a campfire (where campfires are permitted). For the purposes of this subsection, the term “specialized outdoor recreation sites” includes, but is not limited to, campgrounds, swimming sites, boat launch facilities, and managed parking lots. Any Golden Age Passport permittee, or permittee under paragraph (5) of subsection (a) of this section, shall be entitled upon presentation of such permit to utilize such special recreation facilities at a rate of 50 per centum of the established use fee.

(c) RECREATION PERMITS.—Special recreation permits for uses such as group activities, recreation events, motorized recreation vehicles, and other specialized recreation uses may be issued in accordance with procedures and at fees established by the agency involved.

(d) All fees established pursuant to this section shall be fair and equitable, taking into consideration the direct and indirect cost to the Government, the benefits to the recipient, the public policy or interest served, the comparable recreation fees charged by non-Federal public agencies, the economic and administrative feasibility of fee collection and other pertinent factors. Clear notice that a fee has been established pursuant to this section shall be prominently posted at each area and at appropriate locations therein and shall be included in publications distributed at such areas. It is the intent of this Act that comparable fees should be charged by the several Federal agencies for comparable services and facilities.

(e) In accordance with the provisions of this section, the heads of appropriate departments and agencies may prescribe rules and regulations for areas under their administration for the collection of any fee established pursuant to this section. Persons authorized by the heads of such Federal agencies to enforce any such rules or regulations issued under this subsection may, within areas under the administration or authority of such agency head and with or, if the offense is committed in his presence, without a warrant, arrest any person who violates such rules and regulations. Any person so arrested may be tried and sentenced by the United States magistrate specifically designated for that purpose by the court by which he was appointed, in the same manner and subject to the same conditions as provided in title 18, United States Code, section 3401, subsections (b), (c),
(d), and (e), as amended. Any violations of the rules and regulations issued under this subsection shall be punishable by a fine of not more than $100.

(f) The head of any Federal agency, under such terms and conditions as he deems appropriate, may contract with any public or private entity to provide visitor reservation services. Any such contract may provide that the contractor shall be permitted to deduct a commission to be fixed by the agency head from the amount charged the public for providing such services and to remit the net proceeds therefrom to the contracting agency.

(g) Nothing in this Act shall authorize Federal hunting or fishing licenses or fees or charges for commercial or other activities not related to recreation, nor shall it affect any rights or authority of the States with respect to fish and wildlife, nor shall it repeal or modify any provision of law that permits States or political subdivisions to share in the revenues from Federal lands or any provision of law that provides that any fees or charges collected at particular Federal areas shall be used for or credited to specific purposes or special funds as authorized by that provision of law.