

FEDERAL LANDS RECREATION ENHANCEMENT
MODERNIZATION ACT OF 2014

DECEMBER 22, 2014.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. HASTINGS of Washington, from the Committee on Natural
Resources, submitted the following

R E P O R T

[To accompany H.R. 5204]

The Committee on Natural Resources, to whom was referred the bill (H.R. 5204) to amend the Federal Lands Recreation Enhancement Act to improve recreation opportunities and increase consistency and accountability in the collection and expenditure of recreation fees collected on public lands and forests, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE BILL

The purpose of H.R. 5204 is to amend the Federal Lands Recreation Enhancement Act to improve recreation opportunities and increase consistency and accountability in the collection and expenditure of recreation fees collected on public lands and forests.

BACKGROUND AND NEED FOR LEGISLATION

Various forms of recreation fees have been charged on federal lands since the early 1900s, when the first \$5 automobile “entrance fee” was charged in Mount Rainier National Park. Prior to 1996, most fee revenue was deposited into the U.S. Treasury. Then, in 1996, Congress enacted Section 315 of the Fiscal Year 1996 Interior and Related Agencies Appropriations Act (Public Law 104-134) which directed the National Park Service, Bureau of Land Management (BLM), Fish and Wildlife Service, and the U.S. Forest Service (USFS) to implement a fee program “to demonstrate the feasibility of user generated cost recovery for the operation and maintenance of recreation areas or sites and habitat enhancement projects on Federal lands,” known as Fee Demo. The program was subse-

quently extended through December 30, 2005. However, on December 8, 2004, the Consolidated Appropriations Act 2005 (Public Law 108–447, Division J, Title VIII) was enacted, which repealed Fee Demo and enacted the Federal Lands Recreation Enhancement Act (FLREA).

H.R. 5204 extends FLREA through December 31, 2020, and more clearly defines and limits where the agencies can charge fees, as well as improves consistency, accountability and transparency in the collection and expenditure of Federal recreation fees. The legislation maintains the basic principle that those who have the opportunity to visit Federal recreation sites, and benefit from the amenities and services provided, should contribute more than those who choose not to visit. A principle House Report 92–742 persuasively conveys:

Most members of the committee believe that those people who are fortunate enough to be able to take the time to use and enjoy these areas ought to be willing to help, to some reasonable degree, to defray the cost of providing them with these opportunities. No one wants to price anyone out of these outdoor areas, but neither do they want to unduly burden those who never visit such areas—either for economic or other reasons—with all of the costs of making these areas and their related facilities available.

Revenue from recreation fees does not replace appropriations for the basic operation and maintenance of Federal recreational lands but, they do provide the agencies with additional revenue solely to enhance visitors' experiences on Federal lands, and improve and increase recreational opportunities.

FLREA attempted to address public concerns about Fee Demo and H.R. 5204 makes additional changes to FLREA to continue to refine and improve the Federal fee collection program. While there have been advances in the program over the past 10 years, Committee on Natural Resources hearings revealed that there are still areas that need improvement. Witnesses identified several key areas for improvement including: concern about the agencies' broad interpretation of where fees can be charged; a lack of transparency and consistency in the fee program; concessioner acceptance of national passes; the difficulty and expense of obtaining special recreation permits; and concern over how revenue is spent.

H.R. 5204 improves consistency by specifying that FLREA is the primary recreation fee authority. It clarifies and further limits how and when BLM and USFS can charge day use fees (formerly standard amenity fees) and ends the ability of the agencies to charge for large areas with few amenities by clearly defining what a site and an area are, and what amenities are required. Further, to ensure that the agencies do not add unnecessary facilities just to make an area qualify for a fee, the legislation requires that the agency show that facilities are needed to accommodate heavy use before a fee may be charged.

To further improve consistency, the legislation gives the relevant Secretary the authority to determine where a fee is collected, but also requires the Secretary to develop a standardized entrance and day use fee rate structure for similar types of areas if a fee is required. As a further limit on the agency's ability to unilaterally in-

crease and create new fees, any such new fees or changes would now require Congressional approval.

Concessioners across the federal lands help improve the recreation experience of millions of visitors each year by providing goods and services. H.R. 5204 provides clearer authority for concessions to operate on some BLM lands while also providing the American public an opportunity to provide comment on any new proposed concession-operated sites. The legislation also allows the relevant Secretary to require concessioners to accept passes for discounts at day use sites and campgrounds when the concessioner can be reimbursed for accepting the pass.

H.R. 5204 makes significant changes, and limits and clarifies how special recreation permits can be issued. It provides clear authorization to permit outfitters and guides, and specifies how they are to be charged for their permit. The legislation simplifies and streamlines the process of obtaining a permit by providing a National Environmental Policy Act exclusion for permits for existing activities and uses, as well as for permit reauthorization. It also allows the agencies to spend permit revenue to increase capacity to issue new permits. To encourage better stewardship and help decrease deferred maintenance needs, the legislation requires the Secretaries to develop a program that allows permit holders to perform approved service on the public lands in lieu of part of their fee.

The legislation further clarifies that fee revenue must be spent to directly improve a visitor's recreation experience. It ensures that visitors who pay fees see the benefit of those fees by changing the minimum amount retained at a collecting site from 80% to 90%. It also reduces the amount that the agencies can spend on overhead from 15% to 5% and on direct collection costs from unlimited amounts to 20%.

Last, H.R. 5204 improves transparency by requiring the agencies to report annually. It specifies that the agencies must provide clear reporting on the amounts collected and what projects the revenue is spent on. The agencies are required to post the information clearly on the agency's website.

Recreation fees have become an important source of funding to ensure that high quality recreation experiences are available on federal recreational lands and waters. H.R. 5204 maintains the core of the fee program but also makes important and substantial changes to limit how and where fees can be charged, improve consistency, increase accountability, enhance transparency and ensure that recreation users that pay fees directly benefit from the fees they pay.

COMMITTEE ACTION

H.R. 5204 was introduced on July 25, 2014, by Congressman Rob Bishop (R-UT) and was referred to the Committee on Natural Resources. The bill was also referred to the Committee on Agriculture. On July 30, 2014, the Natural Resources Committee met to consider the bill. No amendments were offered, and the bill was adopted and ordered favorably reported to the House of Representatives by unanimous consent.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

Regarding clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee on Natural Resources' oversight findings and recommendations are reflected in the body of this report.

COMPLIANCE WITH HOUSE RULE XIII

1. Cost of Legislation. Clause 3(d)(1) of rule XIII of the Rules of the House of Representatives requires an estimate and a comparison by the Committee of the costs which would be incurred in carrying out this bill. However, clause 3(d)(2)(B) of that rule provides that this requirement does not apply when the Committee has included in its report a timely submitted cost estimate of the bill prepared by the Director of the Congressional Budget Office under section 402 of the Congressional Budget Act of 1974. Under clause 3(c)(3) of rule XIII of the Rules of the House of Representatives and section 403 of the Congressional Budget Act of 1974, the Committee has requested but not received a cost estimate for this bill from the Director of the Congressional Budget Office. The Committee believes that enactment of this bill will not have a significant effect on the federal budget.

2. Section 308(a) of Congressional Budget Act. As required by clause 3(c)(2) of rule XIII of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974, this bill does not contain any new budget authority, credit authority, or an increase or decrease in revenues or tax expenditures.

3. General Performance Goals and Objectives. As required by clause 3(c)(4) of rule XIII, the general performance goal or objective of this bill is to amend the Federal Lands Recreation Enhancement Act to improve recreation opportunities and increase consistency and accountability in the collection and expenditure of recreation fees collected on public lands and forests.

EARMARK STATEMENT

This bill does not contain any Congressional earmarks, limited tax benefits, or limited tariff benefits as defined under clause 9(e), 9(f), and 9(g) of rule XXI of the Rules of the House of Representatives.

COMPLIANCE WITH PUBLIC LAW 104-4

This bill contains no unfunded mandates.

COMPLIANCE WITH H. RES. 5

Directed Rule Making. The Chairman does not believe that this bill directs any executive branch official to conduct any specific rule-making proceedings.

Duplication of Existing Programs. This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program. Such program was not included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111-139 or identified in the most recent Catalog of Federal Domestic Assistance published pur-

suant to the Federal Program Information Act (Public Law 95–220, as amended by Public Law 98–169) as relating to other programs.

PREEMPTION OF STATE, LOCAL OR TRIBAL LAW

This bill is not intended to preempt any State, local or tribal law.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

FEDERAL LANDS RECREATION ENHANCEMENT ACT

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DIVISION J—OTHER MATTERS

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TITLE VIII—FEDERAL LANDS RECREATION ENHANCEMENT ACT

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SEC. 802. DEFINITIONS.

In [this Act] *this title*:

[(1) STANDARD AMENITY RECREATION FEE.—The term “standard amenity recreation fee” means the recreation fee authorized by section 3(f).

[(2) EXPANDED AMENITY RECREATION FEE.—The term “expanded amenity recreation fee” means the recreation fee authorized by section 3(g).]

(1) DAY USE FEE.—*The term “day use fee” means the recreation fee authorized by section 803(f).*

(2) AMENITY FEE.—*The term “amenity fee” means the recreation fee authorized by section 803(g).*

(3) ENTRANCE FEE.—The term “entrance fee” means the recreation fee authorized to be charged to enter onto lands managed by the National Park Service or the United States Fish and Wildlife Service.

(4) FEDERAL LAND MANAGEMENT AGENCY.—The term “Federal land management agency” or “agency” means the National Park Service, the United States Fish and Wildlife Service, the Bureau of Land Management, the Bureau of Reclamation, or the Forest Service.

(5) FEDERAL RECREATIONAL LANDS AND WATERS.—The term “Federal recreational lands and waters” means lands or waters managed by a Federal land management agency.

(6) NATIONAL PARKS AND FEDERAL RECREATIONAL LANDS PASS.—The term “National Parks and Federal Recreational Lands Pass” means the interagency national pass authorized by [section 5] *section 805*.

(7) PASSHOLDER.—The term “passholder” means the person who is issued a recreation pass.

(8) RECREATION FEE.—The term “recreation fee” means an entrance fee, [standard amenity recreation fee, expanded amenity recreation fee] *day use fee, amenity fee*, or special recreation permit fee.

(9) RECREATION PASS.—The term “recreation pass” means the National Parks and Federal Recreational Lands Pass or one of the other recreation passes available as authorized by [section 5] *section 805*.

(10) RECREATION SERVICE PROVIDER.—*The term “recreation service provider” means any entity that provides any recreation service on Federal recreational lands and waters for which the provider charges a fee for the service.*

[(10)] (11) SECRETARY.—The term “Secretary” means—

(A) the Secretary of the Interior, with respect to a Federal land management agency (other than the Forest Service); and

(B) the Secretary of Agriculture, with respect to the Forest Service.

[(11)] (12) SECRETARIES.—The term “Secretaries” means the Secretary of the Interior and the Secretary of Agriculture acting jointly.

[(12)] (13) SPECIAL ACCOUNT.—The term “special account” means the special account established in the Treasury under [section 7] *section 807* for a Federal land management agency.

[(13)] (14) SPECIAL RECREATION PERMIT FEE.—The term “special recreation permit fee” means the fee authorized by [section 3(h)] *section 803(h)*.

(15) UNIT.—*The term “unit” means an individual unit of the National Park System, National Forest System, National Wildlife Refuge System, or similar area.*

SEC. 803. RECREATION FEE AUTHORITY.

(a) AUTHORITY OF SECRETARY.—Beginning in fiscal year 2005 and thereafter, the Secretary may establish, modify, charge, and collect recreation fees at Federal recreational lands and waters *only* as provided for in this section.

(b) BASIS FOR RECREATION FEES.—Recreation fees shall be established in a manner consistent with the following criteria:

(1) The amount of the recreation fee shall be commensurate with the benefits and services provided to the visitor.

(2) The Secretary shall consider the aggregate effect of recreation fees on recreation users and recreation service providers.

(3) The Secretary shall consider comparable fees charged elsewhere and by other public agencies and by nearby private sector operators.

(4) The Secretary shall consider the public policy or management objectives served by the recreation fee.

[(5)] The Secretary shall obtain input from the appropriate Recreation Resource Advisory Committee, as provided in section 4(d).

[(6)] The Secretary shall consider such other factors or criteria as determined appropriate by the Secretary.]

(5) *The Secretary shall consider access to recreation opportunities.*

(c) SPECIAL CONSIDERATIONS.—The Secretary shall establish the minimum number of recreation fees and shall avoid the collection

of multiple or layered recreation fees for similar uses, activities, or programs.

(d) LIMITATIONS ON RECREATION FEES.—

(1) PROHIBITION ON FEES FOR CERTAIN ACTIVITIES OR SERVICES.—The Secretary shall not charge any **【standard amenity recreation fee or expanded amenity recreation fee】** *day use fee or amenity fee* for Federal recreational lands and waters administered by the Bureau of Land Management, the Forest Service, or the Bureau of Reclamation under **【this Act】** *this title* for any of the following:

【(A)】 Solely for parking, undesignated parking, or picnicking along roads or trailsides.

【(B)】 For general access unless specifically authorized under this section.

【(C)】 For dispersed areas with low or no investment unless specifically authorized under this section.

【(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.

【(E)】 For camping at undeveloped sites that do not provide a minimum number of facilities and services as described in subsection (g)(2)(A).

【(F)】 For use of overlooks or scenic pullouts.

(A) For any site, area, or activity, except as specifically authorized under this section.

【(G)】 *(B)* For travel by private, noncommercial vehicle over any national parkway or any road or highway established as a **【part of the Federal-aid System】** *Federal-aid highway*, as defined in section 101 of 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 any unit or area at which recreation fees are charged under this Act

【(H)】 *(C)* For travel by private, noncommercial vehicle, boat, or aircraft over any road or highway, waterway, or airway to any land in which such person has any property right if such land is within any unit or area at which recreation fees are charged under this Act

【(I)】 *(D)* For any person who has a right of access for hunting or fishing privileges under a specific provision of law or treaty.

【(J)】 *(E)* For any person who is engaged in the conduct of official Federal, State, Tribal, or local government business.

【(K)】 *(F)* For special attention or extra services necessary to meet the needs of the disabled.

(2) RELATION TO FEES FOR USE OF HIGHWAYS OR ROADS.—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 of Public Law 88–657 (16 U.S.C. 537; commonly known as the Forest Roads and Trails Act).

(3) PROHIBITION ON FEES FOR CERTAIN PERSONS OR PLACES.—The Secretary shall not charge an entrance fee or [standard amenity recreation fee] *day use fee* for the following:

(A) Any person under 16 years of age.

(B) Outings conducted for noncommercial [educational purposes by schools or bona fide academic institutions], *non-recreational educational purposes by schools or bona fide academic institutions when the students are pursuing academic credit and the Secretary has provided prior approval for a fee waiver.*

(C) The U.S.S. Arizona Memorial, Independence National Historical Park, any unit of the National Park System within the District of Columbia, or Arlington House-Robert E. Lee National Memorial.

(D) The Flight 93 National Memorial.

(E) Entrance on other routes into the Great Smoky Mountains National Park or any part thereof unless fees are charged for entrance into that park on main highways and thoroughfares.

(F) Entrance on units of the National Park System containing deed restrictions on charging fees.

(G) An area or unit covered under section 203 of the Alaska National Interest Lands Conservation Act (Public Law 96-487; 16 U.S.C. 410hh-2), with the exception of Denali National Park and Preserve.

(H) A unit of the National Wildlife Refuge System created, expanded, or modified by the Alaska National Interest Lands Conservation Act (Public Law 96-487).

(I) Any person who visits a unit or area under the jurisdiction of the United States Fish and Wildlife Service and who has been issued a valid migratory bird hunting and conservation stamp issued under section 2 of the Act of March 16, 1934 (16 U.S.C. 718b; commonly known as the Duck Stamp Act).

(J) Any person engaged in a nonrecreational activity authorized under a valid permit issued under any other Act, including a valid grazing permit.

(4) NO RESTRICTION ON RECREATION OPPORTUNITIES.—Nothing in [this Act] *this title* shall limit the use of recreation opportunities only to areas designated for collection of recreation fees.

(e) ENTRANCE FEE.—

(1) AUTHORIZED SITES FOR ENTRANCE FEES.—The Secretary of the Interior may charge an entrance fee for a unit of the National Park System, including a national monument administered by the National Park Service, or for a unit of the National Wildlife Refuge System.

(2) POLICIES.—*The Secretary shall—*

(A) *treat a motorcycle or snowmobile, when used as transportation to enter a unit, as a motor vehicle for the purposes of collecting entrance fees and shall charge a consistent per vehicle rate; and*

(B) *determine, by agency, a nationally consistent entrance fee policy and corresponding rate structure, including a*

schedule for general visitors, commercial and noncommercial recreational tours or groups, and commercial air tours.

(3) *TRANSPORTATION SERVICES.—At a unit of the National Park System where the Secretary provides a transportation service, either as a Government service or through agreement or contract, the Secretary may charge transportation users a transportation fee alone (consistent with section 501 of the National Park Omnibus Management Act of 1998 (16 U.S.C. 5981) and other authorities) or in combination with an entrance fee. However, the transportation fee or combined transportation and entrance fee may not exceed the entrance fee charged at other similar units as identified in the national entrance fee policy under paragraph (2)(B).*

[(2)] (4) *PROHIBITED SITES.—The Secretary shall not charge an entrance fee for Federal recreational lands and waters managed by the Bureau of Land Management, the Bureau of Reclamation, or the Forest Service.*

[(f)] *STANDARD AMENITY RECREATION FEE.—Except as limited by subsection (d), the Secretary may charge a standard amenity recreation fee for Federal recreational lands and waters under the jurisdiction of the Bureau of Land Management, the Bureau of Reclamation, or the Forest Service, but only at the following:*

[(1)] *A National Conservation Area.*

[(2)] *A National Volcanic Monument.*

[(3)] *A destination visitor or interpretive center that provides a broad range of interpretive services, programs, and media.*

[(4)] *An area—*

[(A)] *that provides significant opportunities for outdoor recreation;*

[(B)] *that has substantial Federal investments;*

[(C)] *where fees can be efficiently collected; and*

[(D)] *that contains all of the following amenities:*

[(i)] *Designated developed parking.*

[(ii)] *A permanent toilet facility.*

[(iii)] *A permanent trash receptacle.*

[(iv)] *Interpretive sign, exhibit, or kiosk.*

[(v)] *Picnic tables.*

[(vi)] *Security services.*]

(f) *DAY USE FEE.—*

(1) *AUTHORIZED SITES FOR DAY USE FEES.—The Secretary may charge a day use fee for Federal recreational lands and waters under the jurisdiction of the Bureau of Land Management, the Bureau of Reclamation, or the Forest Service at the following:*

(A) *A National Conservation Area.*

(B) *A National Volcanic Monument.*

(C) *A destination visitor or interpretive center that provides a broad range of interpretative services, programs and media.*

(D) *Sites of concentrated public use that are managed primarily for outdoor recreation purposes where there has been a substantial Federal investment in facilities and services that are necessary to accommodate heavy public use, public access to the site is provided in such a manner that fees can be effectively collected at one or more central-*

ized locations, the site has regularly serviced and well maintained toilet facilities and contains at least four of the following:

- (i) Designated developed parking.
- (ii) Trash collection.
- (iii) Permanent interpretative materials.
- (iv) Picnic tables.
- (v) Routine presence of agency personnel.

(2) *SINGLE FEE FOR MULTIPLE SITES.*—If there are two or more sites of concentrated public use located within one-half mile of each other, the Secretary may charge a single day use fee for the sites and the area between the sites.

(3) *POLICY.*—The Secretary shall determine, by agency, a nationally consistent day use fee policy and rate structure.

(4) *INITIAL IMPLEMENTATION.*—

(A) *INITIAL LIST OF FEE SITES.*—No later than 180 days after the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014, the Secretary shall—

- (i) publish in the Federal Register and on the agency's website a list of all sites for which day use fees are proposed to be collected; and
- (ii) provide a 60-day public comment period regarding such list.

(B) *FINAL LIST OF FEE SITES.*—No later than 120 days after the close of the public comment period required by subparagraph (A)(ii), the Secretary shall publish in the Federal Register and on the agency's website the final list of sites for which day use fees are to be collected.

(5) *TRANSITION.*—The Secretary may continue to collect fees in effect on the date of the enactment of Federal Lands Recreation Enhancement Modernization Act of 2014 for a period not to exceed 180 days from the date the final list of day use fee sites is published pursuant to paragraph (4)(B). However, the Secretary may not increase or impose new fees using this transition authority.

(g) **【EXPANDED AMENITY RECREATION】 AMENITY FEE.**—

【(1) NPS AND USFWS AUTHORITY.—Except as limited by subsection (d), the Secretary of the Interior may charge an expanded amenity recreation fee, either in addition to an entrance fee or by itself, at Federal recreational lands and waters under the jurisdiction of the National Park Service or the United States Fish and Wildlife Service when the Secretary of the Interior determines that the visitor uses a specific or specialized facility, equipment, or service.**】**

【(2)】 (1) OTHER FEDERAL LAND MANAGEMENT AGENCIES.—Except as limited by subsection (d), the Secretary may charge an **【expanded amenity recreation fee, either in addition to a standard amenity fee】** amenity fee, either in addition to a day use fee or entrance fee or by itself, at Federal recreational lands and waters **【under the jurisdiction of the Forest Service, the Bureau of Land Management, or the Bureau of Reclamation, but only】** for the following facilities or services:

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

- (i) **【Tent】** *Developed tent* or trailer spaces.
- (ii) Picnic tables.
- (iii) Drinking water.
- (iv) Access roads.
- (v) The collection of the fee by an employee or agent of the Federal land management agency.
- (vi) Reasonable visitor protection.
- 【(vii) Refuse containers.**
- 【(viii) Toilet facilities.**
- 【(ix) Simple devices for containing a campfire.】**
- (vii) Trash collection.*
- (viii) Regularly serviced and well maintained toilet facilities.*

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

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

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

(E) Use of sanitary dump stations *when the user has not paid an amenity fee under subparagraph (A) the prior night.*

【(F) Participation in an enhanced interpretive program or special tour.】

(F) Highly specialized interpretative programs; guided walks, talks, and tours of substantial length; programs that require specialized equipment; specialized non-public programs; and other interpretative services for which the Secretary incurs significant costs. However, before the Secretary may charge a fee for interpretative programs, the Secretary shall identify basic interpretative programs and services, including tours required to provide basic visitor access to a primary resource in a unit, that will be provided free of charge.

(G) Use of reservation services.

(H) Use of transportation services *subject to subsection (e)(3).*

(I) 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.

(J) Use of developed swimming sites *or hot spring* that provide at least a majority of the following:

- (i) Bathhouse with showers and **【flush toilets】** *regularly serviced and well maintained toilets.*
- (ii) **【Refuse containers】** *Trash collection.*
- (iii) Picnic areas.
- (iv) Paved parking.
- (v) Attendants, including lifeguards *or swimming instructors.*
- (vi) Floats encompassing the swimming area.

(vii) Swimming deck.

(2) NATIONAL PARK SERVICE AND UNITED STATES FISH AND WILDLIFE SERVICE ADDITIONAL AUTHORITY.—*Except as limited by subsection (d), the Secretary may charge an additional amenity fee at Federal recreational lands and waters under the jurisdiction of the National Park Service and the United States Fish and Wildlife Service when the Secretary determines that the visitor uses a specific or specialized facility, equipment, or service not otherwise included under paragraph (1).*

[(h) SPECIAL RECREATION PERMIT FEE.—The Secretary may issue a special recreation permit, and charge a special recreation permit fee in connection with the issuance of the permit, for specialized recreation uses of Federal recreational lands and waters, such as group activities, recreation events, motorized recreational vehicle use.]

(h) SPECIAL RECREATION PERMIT AND FEE.—

(1) IN GENERAL.—*The Secretary may—*

(A) *issue a special recreation permit for Federal recreational lands and waters; and*

(B) *charge a special recreation permit fee in connection with the issuance of the permit.*

(2) SPECIAL RECREATION PERMITS.—*The Secretary may issue special recreation permits in the following circumstances:*

(A) *For specialized individual and group use of Federal facilities and Federal recreational lands and waters, such as, but not limited to, use of special areas or areas where use is allocated, motorized recreational vehicle use, and group activities or events.*

(B) *To recreation service providers who conduct outfitting, guiding, and other recreation services on Federal recreational lands and waters managed by the Forest Service, Bureau of Land Management, Bureau of Reclamation, and the United States Fish and Wildlife Service.*

(C) *To recreation service providers who conduct recreation or competitive events, which may involve incidental sales on Federal recreational lands and waters managed by the Forest Service, Bureau of Land Management, Bureau of Reclamation, and the United States Fish and Wildlife Service.*

(3) REDUCTION IN FEDERAL COSTS.—*To reduce Federal costs in administering this subsection, the issuance of a new special recreation permit for activities under paragraph (2)(B) that have been considered under previous analysis or that are similar to existing uses or are not inconsistent with approved uses and will not substantially increase the use of an area shall not constitute a major Federal action for the purposes of the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.).*

(4) SINGLE PERMITS.—*The Secretary may issue a single permit, administered by one agency (including the National Park Service), to authorize a recreation service provider to provide services or for an event on lands managed by multiple agencies. The authorized official in the agency issuing the permit under this authority must have a delegation of authority for the administration of the permit from the other relevant agencies and*

must comply with the applicable laws of each relevant agency. Nothing in this subsection shall alter, expand, or limit the applicability of any public law or regulation to lands administered by the participating agencies.

(5) GUIDELINES AND PERMIT FEE CALCULATION.—

(A) GUIDELINES AND EXCLUSION OF CERTAIN REVENUES.—*The Secretary shall publish guidelines in the Federal Register for how recreation permit fees shall be established that will provide appropriate deductions for revenue from goods, services, or activities provided by the recreation service provider outside Federal recreational lands and waters and a deduction for fees to paid for other Federal lands if separate permits are issued for a single event.*

(B) REVENUE EXCLUSIONS.—*Revenue exclusions under subparagraph (A) shall include, but not be limited to, revenue from goods or services provided by the recreation service provider outside the Federal recreational lands and waters, such as—*

(i) costs for transportation, lodging, and other services before or after a trip begins;

(ii) deductions for activities outside public lands or on other Federal lands if separate permits are issued.

(C) FEE CONDITIONS.—*The fee charged by the Secretary for a permit issued under paragraph (2)(B) shall not exceed 3 percent of the recreational service provider's annual gross revenue for activities authorized by the permit, plus applicable revenue additions, minus applicable revenue exclusions or a similar flat per person fee. The fee charged by the Secretary for a permit issued under paragraph (2)(C) shall include appropriate reductions and additions based on the direct costs incurred by the Secretary for management of the event.*

(6) BUREAU OF LAND MANAGEMENT.—*The Secretary may issue a recreation concession permit to authorize a third party to provide facilities and services to visitors on Federal recreational lands and waters managed by the Bureau of Land Management in support of outdoor recreational opportunities in accordance with the applicable land use plan. Any such permit shall provide for monetary compensation to the Federal Government for the rights and privileges provided, with collected funds deposited in the accounts established under section 807 of this Act, to be available without further appropriation and to remain available until expended. Facilities and services provided under existing recreation concessions and recreation lease agreements on Bureau of Land Management managed public lands may continue pursuant to the terms and conditions of each agreement.*

(7) STEWARDSHIP PROGRAM.—

(A) ESTABLISHMENT.—*Within 18 months after the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014, the Secretary shall establish, at no fewer than 20 sites located on Federal recreational lands and waters administered by the Forest Service and the Bureau of Land Management, a stewardship program for recreation service providers involving*

credit against a required special recreation permit fee in exchange for otherwise unreimbursed maintenance and resource protection work performed with the permission of the relevant Federal agency.

(B) *ELIGIBILITY.*—Under the stewardship program required by this paragraph, a recreation service provider shall submit to the Secretary—

(i) the provider's qualifications to adequately and safely perform the proposed maintenance and resource protection work;

(ii) an itemized accounting of labor and material costs associated with such maintenance and resource protection work;

(iii) a commitment to share the costs of the proposed maintenance and resource protection work; and

(iv) permission from the relevant Federal agency to perform the proposed maintenance and resource protection work.

(C) *REVIEW AND APPROVAL.*—The Secretary shall review promptly a proposal submitted to participate in the stewardship program and approve any such submission that the Secretary finds adequately meets the eligibility criteria specified in subparagraph (B).

(D) *REPORT.*—Not later than three years after the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014, the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a status report on the stewardship program, including the number of participating sites, total amount of the credits granted, and suggestions for revising the program.

(8) *DISCLOSURE OF FEES.*—A holder of a special recreation permit may inform its customers of the various fees charged by the Secretary under this title.

(i) *NOTICE OF RECREATIONAL FEES AND RECREATION PASSES.*—The Secretary shall post clear notice of any fee and available recreation passes at appropriate locations at each site of Federal recreational lands and waters for which any fee is charged. The Secretary shall include such notice in publications distributed at the unit and on agency websites.

(j) *USE OF TECHNOLOGY.*—To the extent practicable, the Secretary shall use technology and automation to increase accountability, efficiency, and the convenience of paying recreation fees.

(k) *VISITOR CENTERS.*—

(1) *IN GENERAL.*—Subject to valid existing rights, the Secretary shall not enter into agreements for the operation of a visitor center with private for-profit or non-profit organizations that intend to charge a fee for visitors to access a visitor center or a basic visitor center exhibit.

(2) *EXCEPTIONS.*—Nothing in paragraph (1) prohibits the Secretary from—

(A) charging a recreation fee at a visitor or interpretative center as otherwise provided for in this title; or

(B) entering into a fee management agreement for the collection of the recreation fee.

(l) CONGRESSIONAL APPROVAL OF CERTAIN NEW OR INCREASED FEES.—

(1) SUBMISSION OF LIST OF EXISTING FEES.—*Within six months after the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014, the Secretary shall—*

(A) *compile a comprehensive list of all fees (except special recreation permit fees) charged at Federal recreational lands and waters by Federal land management agencies as of the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014; and*

(B) *submit this list to the Committee on Natural Resources and the Committee on Agriculture of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.*

(2) PROHIBITION ON NEW FEES OR FEE INCREASES.—*Except as provided in paragraphs (3), (4), and (5), the Secretaries may not increase or impose any new entrance fees, day use fees, or amenity fees.*

(3) SUBMISSION OF PROPOSED FEE SCHEDULE.—*By June 1 of each year, the Secretaries shall propose a single schedule of any new or increased entrance fees, day use fees, or amenity fees and transmit this schedule to the Committee on Natural Resources and the Committee on Agriculture of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.*

(4) CONGRESSIONAL APPROVAL REQUIRED.—*No new or increased entrance fee, day use fee, or amenity fee may be imposed unless approved by Act of Congress.*

(5) EMERGENCY SITUATIONS.—*If the Secretaries determine that recreational opportunities on Federal recreational lands and waters would be severely curtailed or that an emergency affecting human health or unforeseen events exists, the Secretaries may transmit proposed selective new or increased entrance fees, day use fees, or amenity fees to the Committee on Natural Resources and the Committee on Agriculture of the House of Representatives and the Committee on Energy and Natural Resources of the Senate for approval by Act of Congress.*

(m) GRANDFATHERING EXISTING PERMITS.—*Any special recreation permit issued under this title before the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014 shall continue—*

(1) *to be managed pursuant to this section, as in effect on the day before the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014; and*

(2) *to be valid and remain in effect, under its terms and notwithstanding section 810, until the permit expires, is revoked, or is suspended according to the terms of the permit.*

(n) DISCOUNTED OR FREE ADMISSION DAYS OR USE.—*The Secretary may provide free admission or use days of Federal recreational lands and waters. The Secretary shall not establish any additional discounts except as provided in this title or by another provision of law.*

SEC. 804. PUBLIC PARTICIPATION.

(a) **IN GENERAL.**—As required in this section, the Secretary shall provide the public with opportunities to participate in the development of or changing of a recreation fee established under **[this Act]** *this title*

[(b) ADVANCE NOTICE.—The Secretary shall publish a notice in the Federal Register of the establishment of a new recreation fee area for each agency 6 months before establishment. The Secretary shall publish notice of a new recreation fee or a change to an existing recreation fee established under this Act in local newspapers and publications located near the site at which the recreation fee would be established or changed.

[(c) PUBLIC INVOLVEMENT.—Before establishing any new recreation fee area, the Secretary shall provide opportunity for public involvement by—

[(1) establishing guidelines for public involvement;

[(2) establishing guidelines on how agencies will demonstrate on an annual basis how they have provided information to the public on the use of recreation fee revenues; and

[(3) publishing the guidelines in paragraphs (1) and (2) in the Federal Register.

[(d) RECREATION RESOURCE ADVISORY COMMITTEE.—

[(1) ESTABLISHMENT.—

[(A) AUTHORITY TO ESTABLISH.—Except as provided in subparagraphs (C) and (D), the Secretary or the Secretaries shall establish a Recreation Resource Advisory Committee in each State or region for Federal recreational lands and waters managed by the Forest Service or the Bureau of Land Management to perform the duties described in paragraph (2).

[(B) NUMBER OF COMMITTEES.—The Secretary may have as many additional Recreation Resource Advisory Committees in a State or region as the Secretary considers necessary for the effective operation of this Act

[(C) EXCEPTION.—The Secretary shall not establish a Recreation Resource Advisory Committee in a State if the Secretary determines, in consultation with the Governor of the State, that sufficient interest does not exist to ensure that participation on the Committee is balanced in terms of the points of view represented and the functions to be performed.

[(D) USE OF OTHER ENTITIES.—In lieu of establishing a Recreation Resource Advisory Committee under subparagraph (A), the Secretary may use a Resource Advisory Committee established pursuant to another provision of law and in accordance with that law or a recreation fee advisory board otherwise established by the Secretary to perform the duties specified in paragraph (2).

[(2) DUTIES.—In accordance with the procedures required by paragraph (9), a Recreation Resource Advisory Committee may make recommendations to the Secretary regarding a standard amenity recreation fee or an expanded amenity recreation fee, whenever the recommendations relate to public concerns in the State or region covered by the Committee regarding—

[(A) the implementation of a standard amenity recreation fee or an expanded amenity recreation fee or the establishment of a specific recreation fee site;

[(B) the elimination of a standard amenity recreation fee or an expanded amenity recreation fee; or

[(C) the expansion or limitation of the recreation fee program.

[(3) MEETINGS.—A Recreation Resource Advisory Committee shall meet at least annually, but may, at the discretion of the Secretary, meet as often as needed to deal with citizen concerns about the recreation fee program in a timely manner.

[(4) NOTICE OF REJECTION.—If the Secretary rejects the recommendation of a Recreation Resource Advisory Committee, the Secretary shall issue a notice that identifies the reasons for rejecting the recommendation to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate not later than 30 days before the Secretary implements a decision pertaining to that recommendation.

[(5) COMPOSITION OF THE ADVISORY COMMITTEE.—

[(A) NUMBER.—A Recreation Resource Advisory Committee shall be comprised of 11 members.

[(B) NOMINATIONS.—The Governor and the designated county official from each county in the relevant State or Region may submit a list of nominations in the categories described under subparagraph (D).

[(C) APPOINTMENT.—The Secretary may appoint members of the Recreation Resource Advisory Committee from the list as provided in subparagraph (B).

[(D) BROAD AND BALANCED REPRESENTATION.—In appointing the members of a Recreation Resource Advisory Committee, the Secretary shall provide for a balanced and broad representation from the recreation community that shall include the following:

[(i) Five persons who represent recreation users and that include, as appropriate, persons representing the following:

[(I) Winter motorized recreation, such as snowmobiling.

[(II) Winter non-motorized recreation, such as snowshoeing, cross country and down hill skiing, and snowboarding.

[(III) Summer motorized recreation, such as motorcycles, boaters, and off-highway vehicles.

[(IV) Summer nonmotorized recreation, such as backpacking, horseback riding, mountain biking, canoeing, and rafting.

[(V) Hunting and fishing.

[(ii) Three persons who represent interest groups that include, as appropriate, the following:

[(I) Motorized outfitters and guides.

[(II) Non-motorized outfitters and guides.

[(III) Local environmental groups.

[(iii) Three persons, as follows:

[(I) State tourism official to represent the State.

[(II) A person who represents affected Indian tribes.

[(III) A person who represents affected local government interests.

[(6) TERM.—

[(A) LENGTH OF TERM.—The Secretary shall appoint the members of a Recreation Resource Advisory Committee for staggered terms of 2 and 3 years beginning on the date that the members are first appointed. The Secretary may reappoint members to subsequent 2- or 3-year terms.

[(B) EFFECT OF VACANCY.—The Secretary shall make appointments to fill a vacancy on a Recreation Resource Advisory Committee as soon as practicable after the vacancy has occurred.

[(C) EFFECT OF UNEXPECTED VACANCY.—Where an unexpected vacancy occurs, the Governor and the designated county officials from each county in the relevant State shall provide the Secretary with a list of nominations in the relevant category, as described under paragraph (5)(D), not later than two months after notification of the vacancy. To the extent possible, a vacancy shall be filled in the same category and term in which the original appointment was made.

[(7) CHAIRPERSON.—The chairperson of a Recreation Resource Advisory Committee shall be selected by the majority vote of the members of the Committee.

[(8) QUORUM.—Eight members shall constitute a quorum. A quorum must be present to constitute an official meeting of a Recreation Resource Advisory Committee.

[(9) APPROVAL PROCEDURES.—A Recreation Resource Advisory Committee shall establish procedures for making recommendations to the Secretary. A recommendation may be submitted to the Secretary only if the recommendation is approved by a majority of the members of the Committee from each of the categories specified in paragraph (5)(D) and general public support for the recommendation is documented.

[(10) COMPENSATION.—Members of the Recreation Resource Advisory Committee shall not receive any compensation.

[(11) PUBLIC PARTICIPATION IN THE RECREATION RESOURCE ADVISORY COMMITTEE.—

[(A) NOTICE OF MEETINGS.—All meetings of a Recreation Resource Advisory Committee shall be announced at least one week in advance in a local newspaper of record and the Federal Register, and shall be open to the public.

[(B) RECORDS.—A Recreation Resource Advisory Committee shall maintain records of the meetings of the Recreation Resource Advisory Committee and make the records available for public inspection.

[(12) FEDERAL ADVISORY COMMITTEE ACT.—A Recreation Resource Advisory Committee is subject to the provisions of the Federal Advisory Committee Act (5 U.S.C. App.).

[(e) MISCELLANEOUS ADMINISTRATIVE PROVISIONS REGARDING RECREATION FEES AND RECREATION PASSES.—

[(1) NOTICE OF ENTRANCE FEES, STANDARD AMENITY RECREATION FEES, AND PASSES.—The Secretary shall post clear notice

of any entrance fee, standard amenity recreation fee, and available recreation passes at appropriate locations in each unit or area of a Federal land management agency where an entrance fee or a standard amenity recreation fee is charged. The Secretary shall include such notice in publications distributed at the unit or area.

【(2) NOTICE OF RECREATION FEE PROJECTS.—To the extent practicable, the Secretary shall post clear notice of locations where work is performed using recreation fee or recreation pass revenues collected under this Act】

(b) *ENTRANCE FEES, DAY USE FEES, AND AMENITY FEES.*—For entrance fees, day use fees and amenity fees, the Secretary may—

(1) *publish notice in the Federal Register of any unit newly subject to an entrance fee, day use fee, or amenity fee;*

(2) *publish on the website recreation.gov or another similar interagency website, in local newspapers, on agency websites, at proposed and established collection points, on social media applications, and in publications distributed near the site for which the fee would be collected—*

(A) *any proposed new or increased fee;*

(B) *the unit and agency proposing the new or increased fee;*

(C) *the process by which to comment on the proposed new or increased fee; and*

(D) *subject to paragraph (3), when the opportunity for comment closes;*

(3) *allow at least 60 days public comment after publication of notice under paragraph (2);*

(4) *at least 120 days before the implementation of the new or increased fee, publish notice of a decision to implement a new or increased fee in local newspapers, on the agency websites, at proposed and established collection points, on social media applications, and in publications distributed near the site for which the fee will be collected; and*

(5) *not less frequently than every other year, solicit public comment for at least 60 days on how fee revenue should be expended at each unit.*

(c) *SPECIAL RECREATION PERMIT FEES.*—For special recreation permit fees authorized by section 803(h)(2)(A), the Secretary shall—

(1) *if the fee is for reoccurring recreational uses for which standard fee rates can be established, follow, to the extent practicable and appropriate, the procedures in subsection (b); and*

(2) *if the fee is based on recovering the costs associated with issuing and managing the permit, establish guidelines for how fees will be established and publish the guidelines in the Federal Register.*

(d) *NEW CONCESSION OPPORTUNITIES.*—The Secretary shall provide an opportunity for public involvement 180 days before a new site or area, including a campground, is offered as a new concession opportunity on Federal recreational lands and waters under the jurisdiction of the Forest Service or Bureau of Land Management by publishing a notice in the Federal Register and soliciting comments.

SEC. 805. RECREATION PASSES.

(a) *AMERICA THE BEAUTIFUL—THE NATIONAL PARKS AND FEDERAL RECREATIONAL LANDS PASS.*—

(1) AVAILABILITY AND USE.—The Secretaries shall establish, and may charge a fee for, an interagency national pass to be known as the “America the Beautiful—the National Parks and Federal Recreational Lands Pass”, which shall *be available to United States citizens and permanent residents and cover the entrance fee and [standard amenity recreation fee] day use fee* for all Federal recreational lands and waters for which an entrance fee or a [standard amenity recreation fee] *day use fee* is charged.

(2) IMAGE COMPETITION FOR RECREATION PASS.—The Secretaries [shall hold an annual] *may hold a* competition to select the image to be used on the National Parks and Federal Recreational Lands Pass for a year. The competition shall be open to the public and used as a means to educate the American people about Federal recreational lands and waters.

(3) NOTICE OF ESTABLISHMENT.—The Secretaries shall publish a notice in the Federal Register when the National Parks and Federal Recreational Lands Pass is first established and available for purchase.

(4) DURATION.—The National Parks and Federal Recreational Lands Pass shall be valid for a period of 12 months from the date of the issuance of the recreation pass to a passholder, except in the case of the age and disability discounted passes issued under subsection (b).

(5) PRICE.—The Secretaries shall establish the price at which the National Parks and Federal Recreational Lands Pass will be sold to the public. *The Secretaries shall adjust the price of the National Parks and Federal Recreational Lands Pass once every three years to reflect the change in the Consumer Price Index for All Urban Consumers (CPI-U) over the same period, rounding figures so as to increase or decrease the price in even five-dollar increments.*

(6) SALES LOCATIONS AND MARKETING.—

(A) IN GENERAL.—The Secretary shall sell the National Parks and Federal Recreational Lands Pass at all Federal recreational lands and waters at which an entrance fee or a [standard amenity recreation fee] *day use fee* is charged and at such other locations as the Secretaries consider appropriate and feasible.

(B) USE OF VENDORS.—The Secretary may enter into fee management agreements as provided in [section 6] *section 6805.*

(C) MARKETING.—The Secretaries shall take such actions as are appropriate to provide for the active marketing of the National Parks and Federal Recreational Lands Pass.

(7) ADMINISTRATIVE GUIDELINES.—The Secretaries shall issue guidelines on administration of the National Parks and Federal Recreational Lands Pass, which shall include agreement on price, the distribution of revenues between the Federal land management agencies, the sharing of costs, benefits provided, marketing and design, adequate documentation for age and disability discounts under subsection (b), and the issuance of that recreation pass to volunteers. The Secretaries shall take into consideration all relevant visitor and sales data available in establishing the guidelines.

(8) DEVELOPMENT AND IMPLEMENTATION AGREEMENTS.—The Secretaries may enter into cooperative agreements with governmental and nongovernmental entities for the development and implementation of the National Parks and Federal Recreational Lands Pass Program.

(9) PROHIBITION ON OTHER NATIONAL RECREATION PASSES.—The Secretary may not establish any national recreation pass or *discount pass*, except as provided in this section.

(10) PASS USE STUDY.—*The Secretaries shall conduct a study to evaluate how, where, and the extent to which the National Parks and Federal Recreational Lands Pass is used and shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report containing the results of the study.*

(b) DISCOUNTED PASSES.—

(1) AGE DISCOUNT.—The Secretary shall make the National Parks and Federal Recreational Lands Pass available, at a cost of \$10.00, to any United States citizen or person domiciled in the United States who is 62 years of age or older, if the citizen or person provides adequate proof of such age and such citizenship or residency. The National Parks and Federal Recreational Lands Pass made available under this subsection shall be valid for the lifetime of the pass holder.

(2) DISABILITY DISCOUNT.—The Secretary shall make the National Parks and Federal Recreational Lands Pass available, without charge, to any United States citizen or person domiciled in the United States who has been medically determined to be permanently disabled for purposes of section 7(20)(B)(i) of the Rehabilitation Act of 1973 (29 U.S.C. 705(20)(B)(i)) or is a veteran with a service-connected disability, as defined in section 101 of title 38, United States Code, if the citizen or person provides adequate proof of the disability and such citizenship or residency. The National Parks and Federal Recreational Lands Pass made available under this subsection shall be valid for the lifetime of the passholder.

(3) UNITED STATES ARMED FORCES DISCOUNT.—*The Secretary may make an annual National Parks and Federal Recreational Lands Pass available without charge to any member of the United States Army, Navy, Air Force, Marine Corps, and Coast Guard if such person presents a Common Access card or similar identification as determined by the Secretary.*

(4) AMENITY FEE DISCOUNT.—*The National Parks and Federal Recreational Lands Pass made available under paragraphs (1) and (2) shall include an amenity fee discount as charged under section 803(g)(1)(A).*

(5) PROHIBITION ON OTHER DISCOUNTED PASSES.—*The Secretary may not establish any discounted passes, except as provided in this section.*

(c) SITE-SPECIFIC AGENCY PASSES.—The Secretary may establish and charge a fee for a site-specific pass that will cover the entrance fee or [standard amenity recreation fee] *day use fee* for particular Federal recreational lands and waters for a specified period not to exceed 12 months.

(d) REGIONAL MULTIENTITY PASSES.—

(1) **PASSES AUTHORIZED.**—The Secretary may establish and charge a fee for a regional multientity pass that will be accepted by one or more Federal land management agencies or by one or more governmental or nongovernmental entities for a specified period not to exceed 12 months. To include a Federal land management agency or governmental or nongovernmental entity over which the Secretary does not have jurisdiction, the Secretary shall obtain the consent of the head of such agency or entity.

(2) **REGIONAL MULTIENTITY PASS AGREEMENT.**—In order to establish a regional multientity pass under this subsection, the Secretary shall enter into a regional multientity pass agreement with all the participating agencies or entities on price, the distribution of revenues between participating agencies or entities, the sharing of costs, benefits provided, marketing and design, and the issuance of the pass to volunteers. The Secretary shall take into consideration all relevant visitor and sales data available when entering into this agreement.

[(e) **DISCOUNTED OR FREE ADMISSION DAYS OR USE.**—The Secretary may provide for a discounted or free admission day or use of Federal recreational lands and waters.]

[(f) (e) **EFFECT ON EXISTING PASSPORTS AND PERMITS.**—

(1) **EXISTING PASSPORTS.**—A passport issued under section 4 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–6a) or title VI of the National Parks Omnibus Management Act of 1998 (Public Law 105–391; 16 U.S.C. 5991–5995), such as the Golden Eagle Passport, the Golden Age Passport, the Golden Access Passport, and the National Parks Passport, that was valid on the day before the publication of the Federal Register notice required under subsection (a)(3) shall be valid in accordance with the terms agreed to at the time of issuance of the passport, to the extent practicable, and remain in effect until expired, lost, or stolen.

(2) **PERMITS.**—A permit issued under section 4 of the Land and Water Conservation Fund Act of 1965 that was valid on the day before the date of the enactment of this Act shall be valid and remain in effect until expired, revoked, or suspended.

(f) **PASS AND DISCOUNT ACCEPTANCE BY CONCESSIONAIRES.**—

(1) **ACCEPTANCE.**—*Subject to valid existing rights, and to the extent reimbursement is practical, the Secretary shall require concessionaires operating federally owned campgrounds and day use facilities on Federal recreational lands and waters to accept a recreational pass issued under this title or section 4 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–6a) for discounted or free use, as applicable.*

(2) **REIMBURSEMENT.**—*To the extent practicable, the Secretary shall reimburse a concessionaire in part or in whole for acceptance under paragraph (1) of a recreational pass in an amount not to exceed the total land use or franchise fee due to the Federal Government.*

* * * * *

SEC. 807. SPECIAL ACCOUNT AND DISTRIBUTION OF FEES AND REVENUES.

(a) **SPECIAL ACCOUNT.**—The Secretary of the Treasury shall establish a special account in the Treasury for each Federal land management agency.

(b) **DEPOSITS.**—Subject to subsections (c), (d), and (e), revenues collected by each Federal land management agency under **[this Act]** *this title* shall—

- (1) be deposited in its special account; and
- (2) remain available for expenditure, without further appropriation, until expended.

(c) **DISTRIBUTION OF RECREATION FEES AND SINGLE-SITE AGENCY PASS REVENUES.**—

(1) **LOCAL DISTRIBUTION OF FUNDS.**—

(A) **RETENTION OF REVENUES.**—Not less than **[80 percent]** *90 percent* of the recreation fees and site-specific agency pass revenues collected at a specific unit **[or area]** of a Federal land management agency shall remain available for expenditure, without further appropriation, until expended at that unit **[or area]**.

(B) **REDUCTION.**—The Secretary may reduce the percentage allocation otherwise applicable under subparagraph (A) to a unit **[or area]** of a Federal land management agency, but not below 60 percent, for a fiscal year if the Secretary determines that the revenues collected at the unit **[or area]** exceed the reasonable needs of the unit **[or area]** for which expenditures may be made for that fiscal year. *The Secretary shall provide notice to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate whenever an allocation is being reduced.*

(2) **AGENCY-WIDE DISTRIBUTION OF FUNDS.**—The balance of the recreation fees and site-specific agency pass revenues collected at a specific unit or area of a Federal land management and not distributed in accordance with paragraph (1) shall remain available to that Federal land management agency for expenditure on an agency-wide basis, without further appropriation, until expended.

(3) **OTHER AMOUNTS.**—Other amounts collected at other locations, including recreation fees collected by other entities or for a reservation service, shall remain available, without further appropriation, until expended in accordance with guidelines established by the Secretary.

(d) **DISTRIBUTION OF NATIONAL PARKS AND FEDERAL RECREATIONAL LANDS PASS REVENUES.**—Revenues collected from the sale of the National Parks and Federal Recreational Lands Pass shall be deposited in the special accounts established for the Federal land management agencies in accordance with the guidelines issued under **[section 5(a)(7)]** *section 6804(a)(7)*.

(e) **DISTRIBUTION OF REGIONAL MULTIENTITY PASS REVENUES.**—Revenues collected from the sale of a regional multientity pass authorized under **[section 5(d)]** *section 6804(d)* shall be deposited in each participating Federal land management agency's special account in accordance with the terms of the region multientity pass agreement for the regional multientity pass.

SEC. 808. EXPENDITURES.

(a) **USE OF FEES AT SPECIFIC SITE OR AREA.**—Amounts available for expenditure at a specific site or area—

(1) shall be accounted for separately from the amounts collected;

(2) *shall be used to develop and enhance existing recreation opportunities;*

(3) *shall directly benefit visitors to Federal recreational lands and waters;*

[(2)] (4) may be distributed agency-wide; and

[(3)] (5) shall be used only for—

(A) repair, maintenance, and facility enhancement related directly to visitor enjoyment, visitor access, and *visitor* health and safety;

(B) interpretation, visitor information, visitor service, visitor needs assessments, and signs;

(C) habitat restoration directly related to wildlife-dependent recreation that is limited to hunting, fishing, wildlife observation, or photography;

(D) law enforcement related to public use and recreation;

[(E) direct operating or capital costs associated with the recreation fee program; and]

(E) *capital construction costs associated with administering the recreation fee program; and*

(F) a fee management agreement established under [section 6(a)] *section 6805(a)* or a visitor reservation service.

(b) **LIMITATION ON USE OF FEES.**—The Secretary may not use any recreation fees for biological monitoring on Federal recreational lands and waters under the Endangered Species Act of 1973 for listed or candidate species[.], *reducing or limiting visitor access, to remove or close facilities except when those facilities are being replaced or updated, and acquisition of lands and waters.*

[(c) **ADMINISTRATION, OVERHEAD, AND INDIRECT COSTS.**—The Secretary may use not more than an average of 15 percent of total revenues collected under this Act for administration, overhead, and indirect costs related to the recreation fee program by that Secretary.]

(c) **OVERHEAD, ADMINISTRATIVE, AND COLLECTION COSTS CAP.**—

(1) **OVERHEAD AND ADMINISTRATIVE COSTS.**—*The Secretary may not use more than five percent of total revenues collected annually under this title for overhead and administrative costs.*

(2) **COLLECTION COSTS.**—*The Secretary may not spend more than 20 percent of total revenues collected annually under this title for all direct fee collection costs.*

(3) **USE OF CERTAIN REVENUES.**—*Revenues from special recreation permits issued to recreation service providers under subparagraphs (B) and (C) of section 803(h)(1) shall be used—*

(A) *to partially offset the Secretary's direct cost of administering the permits; and*

(B) *to improve and stream-line the permitting process.*

(d) **TRANSITIONAL EXCEPTION.**—Notwithstanding any other provision of [this Act] *this title*, the Secretary may use amounts available in the special account of a Federal land management agency to supplement administration and marketing costs associated with—

- (1) the National Parks and Federal Recreational Lands Pass during the 5-year period beginning on the date the joint guidelines are issued under **[section 5(a)(7)]** *section 6804(a)(7)*; and
- (2) a regional multientity pass authorized **[section 5(d)]** *section 6804(d)* during the 5-year period beginning on the date the regional multientity pass agreement for that recreation pass takes effect.

(e) NOTICE OF FEE PROJECTS.—To the extent practicable, the Secretary shall post clear notice of locations where work is performed using recreation fee or recreation pass revenues collected under this title.

[SEC. 809. REPORTS.

[Not later than May 1, 2006, and every 3 years thereafter, the Secretary shall submit to Congress a report detailing the status of the recreation fee program conducted for Federal recreational lands and waters, including an evaluation of the recreation fee program, examples of projects that were funded using such fees, and future projects and programs for funding with fees, and containing any recommendations for changes in the overall fee system.]

SEC. 809. REPORTING REQUIREMENTS.

(a) COST ACCOUNTING SYSTEMS.—The Secretaries shall develop and maintain cost accounting systems necessary to accurately track, manage, and report fee receipts and expenditures at each unit. The Secretary may extend fee revenue to acquire and develop such systems as needed, as a direct operating or administration cost allowed under section 808(c).

(b) ANNUAL REPORTING.—No later than May 1, 2016, and annually thereafter, the Secretary shall compile by each agency, broken down by unit, a separate accounting for the preceding fiscal year of—

- (1) total recreational fee revenue collected by type;*
- (2) expenditures by project from these accounts;*
- (3) a description of how expenditure benefitted visitors to the unit;*
- (4) any new fees established; and*
- (5) any changes in existing fees.*

(c) SUBMISSION.—No later than June 1 of each year, the Secretary shall—

- (1) display all information required under this section prominently on each agency's website and on the website identified in section 804(b)(2); and*
- (2) provide notice of such information to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.*

(d) AUDITS.—The Secretary shall develop a program of regular audits at fee collection units to ensure accountability of funds collected under this title and all expenditures under this title.

SEC. 810. SUNSET PROVISION.

The authority of the Secretary to carry out **[this Act]** *this title* shall terminate **[10 years** after the date of the enactment of this Act] *on December 31, 2020.*

SEC. 811. VOLUNTEERS.

(a) **AUTHORITY TO USE VOLUNTEERS.**—The Secretary may use volunteers, as appropriate, to collect recreation fees and sell recreation passes.

(b) **WAIVER OR DISCOUNT OF FEES; SITE-SPECIFIC AGENCY PASS.**—In exchange for volunteer services, the Secretary may waive or discount an entrance fee, [standard amenity recreation fee, or an expanded amenity recreation fee] *day use fee, or amenity fee* that would otherwise apply to the volunteer or issue to the volunteer a site-specific agency pass authorized under [section 5(c)] *section 6804(c)*.

(c) **NATIONAL PARKS AND FEDERAL RECREATIONAL LANDS PASS.**—In accordance with the guidelines issued under [section 5(a)(7)] *section 6804(a)(7)*, the Secretaries may issue a National Parks and Federal Recreational Lands Pass to a volunteer in exchange for significant volunteer services performed by the volunteer.

(d) **REGIONAL MULTIENTITY PASSES.**—The Secretary may issue a regional multientity pass authorized under [section 5(d)] *section 6804(d)* to a volunteer in exchange for significant volunteer services performed by the volunteer, if the regional multientity pass agreement under which the regional multientity pass was established provides for the issuance of the pass to volunteers.

SEC. 812. ENFORCEMENT AND PROTECTION OF RECEIPTS.

(a) **ENFORCEMENT AUTHORITY.**—The Secretary concerned shall enforce payment of the recreation fees authorized by [this Act] *this title*.

(b) **REQUIRED PAYMENT.**—

(1) **IN GENERAL.**—*Any person within a site or an area for which an entrance fee or day use fee is charged is required to pay the entrance fee or day use fee.*

(2) **EXCEPTION.**—*Paragraph (1) does not apply to a person who—*

(A) is using a valid National Parks and Federal Recreational Lands Pass; or

(B) is a volunteer with a waiver or discount of fees under section 811(b).

(3) **RECEIPT.**—*Upon payment of an entrance fee or day use fee by a person, the Secretary shall provide for the issuance to the person of a nontransferable receipt or other form of proof of payment, valid for entry and reentry into the same site or area for a period of no less than one day.*

[(b)] (c) **EVIDENCE OF NONPAYMENT.**—If the display of proof of payment of a recreation fee, or the payment of a recreation fee within a certain time period is required, failure to display such proof as required or to pay the recreation fee within the time period specified shall constitute nonpayment.

[(c)] (d) **JOINT LIABILITY.**—The registered owner and any occupant of a vehicle charged with a nonpayment violation involving the vehicle shall be jointly liable for penalties imposed under this section, unless the registered owner can show that the vehicle was used without the registered owner's express or implied permission.

[(d)] (e) **LIMITATION ON PENALTIES.**—The failure to pay a recreation fee established under [this Act] *this title* shall be punishable as a Class A or Class B misdemeanor, except that in the case of a first offense of nonpayment, the fine imposed may not exceed

\$100, notwithstanding section 3571(e) of title 18, United States Code.

SEC. 813. REPEAL OF SUPERSEDED ADMISSION AND USE FEE AUTHORITIES.

(a) LAND AND WATER CONSERVATION FUND ACT.—Subsections (a), (b), (c), (d), (e), (f), (g), [and (i) (except for paragraph (1)(C))] *(i), (l), (m), and (n) (except for paragraph (5))* of section 4 of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–6a et seq.) are repealed, except that the Secretary may continue to issue Golden Eagle Passports, Golden Age Passports, and Golden Access Passports under such section until the date the notice required by [section 5(a)(3)] *section 6804(a)(3)* is published in the Federal Register regarding the establishment of the National Parks and Federal Recreational Lands Pass.

(b) RECREATIONAL FEE DEMONSTRATION PROGRAM.—Section 315 of the Department of the Interior and Related Agencies Appropriations Act, 1996 (as contained in section 101(c) of Public Law 104–134; 16 U.S.C. 4601–6a), is repealed.

(c) ADMISSION PERMITS FOR REFUGE UNITS.—Section 201 of the Emergency Wetlands Resources Act of 1986 (16 U.S.C. 3911) is repealed.

(d) NATIONAL PARK PASSPORT, GOLDEN EAGLE PASSPORT, GOLDEN AGE PASSPORT, AND GOLDEN ACCESS PASSPORT.—Effective on the date the notice required by [section 5(a)(3)] *section 6804(a)(3)* is published in the Federal Register, the following provisions of law authorizing the establishment of a national park passport program or the establishment and sale of a national park passport, Golden Eagle Passport, Golden Age Passport, or Golden Access Passport are repealed:

(1) Section 502 of the National Parks Omnibus Management Act of 1998 (Public Law 105–391; 16 U.S.C. 5982).

(2) Title VI of the National Parks Omnibus Management Act of 1998 (Public Law 105–391; 16 U.S.C. 5991–5995).

(e) TREATMENT OF UNOBLIGATED FUNDS.—

(1) LAND AND WATER CONSERVATION FUND SPECIAL ACCOUNTS.—Amounts in the special accounts established under section 4(i)(1) of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601–6a(i)(1)) for Federal land management agencies that are unobligated on the date of the enactment of [this Act] *this title* shall be transferred to the appropriate special account established under [section 7] *section 6806* and shall be available to the Secretary in accordance with [this Act] *this title*. A special account established under section 4(i)(1) of the Land and Water Conservation Fund Act of 1965 for a Federal agency that is not a Federal land management area, and the use of such special account, is not affected by the repeal of section 4 of the Land and Water Conservation Fund Act of 1965 by subsection (a) of this section.

(2) NATIONAL PARKS PASSPORT.—Any funds collected under title VI of the National Parks Omnibus Management Act of 1998 (Public Law 105–391; 16 U.S.C. 5991–5995) that are unobligated on the day before the publication of the Federal Register notice required under [section 5(a)(3)] *section 6804(a)(3)* shall be transferred to the special account of the National Park Service for use in accordance with [this Act] *this title*. The

Secretary of the Interior may use amounts available in that special account to pay any outstanding administration, marketing, or close-out costs associated with the national parks passport.

(3) RECREATIONAL FEE DEMONSTRATION PROGRAM.—Any funds collected in accordance with section 315 of the Department of the Interior and Related Agencies Appropriations Act, 1996 (as contained in section 101(c) of Public Law 104–134; 16 U.S.C. 4601–6a), that are unobligated on the day before the date of the enactment of **[this Act]** *this title* shall be transferred to the appropriate special account and shall be available to the Secretary in accordance with **[this Act]** *this title*

(4) ADMISSION PERMITS FOR REFUGE UNITS.—Any funds collected in accordance with section 201 of the Emergency Wetlands Resources Act of 1986 (16 U.S.C. 3911) that are available as provided in subsection (c)(A) of such section and are unobligated on the day before the date of the enactment of **[this Act]** *this title* shall be transferred to the special account of the United States Fish and Wildlife Service for use in accordance with **[this Act]** *this title*.

(f) EFFECT OF REGULATIONS.—A regulation or policy issued under a provision of law repealed by this section shall remain in effect to the extent such a regulation or policy is consistent with the provisions of **[this Act]** *this title* until the Secretary issues a regulation, guideline, or policy under **[this Act]** *this title* that supersedes the earlier regulation.

(g) TRANSITION.—*The Secretaries may continue to collect recreational fees in existence on the date of the enactment of the Federal Lands Recreation Enhancement Modernization Act of 2014 for up to 18 months after the date of the enactment of such Act during which time the Secretaries shall bring their relevant recreation fee structures into compliance with the amendments made by such Act.*

SEC. 814. RELATION TO OTHER LAWS AND FEE COLLECTION AUTHORITIES.

(a) FEDERAL AND STATE LAWS UNAFFECTED.—Nothing in **[this Act]** *this title* shall authorize Federal hunting or fishing licenses or fees or charges for commercial or other activities not related to recreation, affect any rights or authority of the States with respect to fish and wildlife, or repeal or modify any provision of law that permits States or political subdivisions of States to share in the revenues from Federal lands or, except as provided in subsection (b), any provision of law that provides that any fees or charges collected at particular Federal areas be used for or credited to specific purposes or special funds as authorized by that provision of law.

(b) RELATION TO REVENUE ALLOCATION LAWS.—Amounts collected under **[this Act]** *this title*, and the existence of a fee management agreement with a governmental entity under **[section 6(a)] section 6805(a)**, may not be taken into account for the purposes of any of the following laws:

(1) The sixth paragraph under the heading “FOREST SERVICE” in the Act of May 23, 1908 (16 U.S.C. 500).

(2) Section 13 of the Act of March 1, 1911 (16 U.S.C. 500; commonly known as the Weeks Act).

(3) The fourteenth paragraph under the heading “FOREST SERVICE” in the Act of March 4, 1913 (16 U.S.C. 501).

(4) Section 33 of the Bankhead-Jones Farm Tenant Act (7 U.S.C. 1012).

(5) Title II of the Act of [August 8, 1937] *August 28, 1937*, and the Act of May 24, 1939 (43 U.S.C. 1181f et seq.).

(6) Section 6 of the Act of June 14, 1926 (43 U.S.C. 869–4).

(7) Chapter 69 of title 31, United States Code.

(8) Section 401 of the Act of June 15, 1935 (16 U.S.C. 715s; commonly known as the Refuge Revenue Sharing Act).

(9) The Secure Rural Schools and Community Self-Determination Act of 2000 (Public Law 106–393; 16 U.S.C. 500 note), except that the exception made for such Act by this subsection is unique and is not intended to be construed as precedent for amounts collected from the use of Federal lands under any other provision of law.

(10) Section 2 of the Boulder Canyon Project Adjustment Act (43 U.S.C. 618a).

(11) The Federal Water Project Recreation Act (16 U.S.C. 460l–12 et seq.).

(12) The first section of the Act of June 17, 1902, as amended or supplemented (43 U.S.C. 391).

(13) The Act of February 25, 1920 (30 U.S.C. 181 et seq.; commonly known as the Mineral Leasing Act).

(14) Section 4(e) of the Southern Nevada Public Land Management Act of 1998 (Public Law 105–263; 31 U.S.C. 6901 note).

(15) Section 5(a) of the Lincoln County Land Act of 2000 (Public Law 106–298; 114 Stat. 1047).

(16) Any other provision of law relating to revenue allocation.

(c) CONSIDERATION OF OTHER FUNDS COLLECTED.—Amounts collected under any other law may not be disbursed under [this Act] *this title*

(d) SOLE RECREATION FEE AUTHORITY.—Recreation fees charged under [this Act] *this title* shall be in lieu of fees charged for the same purposes under any other provision of law.

(e) FEES CHARGED BY THIRD PARTIES.—Notwithstanding any other provision of [this Act] *this title*, a third party may charge a fee for providing a good or service to a visitor of a unit or area of the Federal land management agencies in accordance with any other applicable law or regulation.

(f) MIGRATORY BIRD HUNTING STAMP ACT.—Revenues from the stamp established under the Act of March 16, 1934 (16 U.S.C. 718 et seq.; commonly known as the Migratory Bird Hunting Stamp Act or Duck Stamp Act), shall not be covered by [this Act] *this title*.

(g) PASS ACCEPTANCE BY CONCESSIONAIRES.—A *concession contract or permit for recreation services that is otherwise within the scope of an exemption from chapter 67 of title 41, United States Code, shall not be outside the scope of that exemption because the concessionaire or recreation service provider accepts a recreation pass or provides a discount under section 803 of this title.*

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LETTER EXCHANGE

HOUSE OF REPRESENTATIVES,
COMMITTEE ON AGRICULTURE,
Washington, DC, September 8, 2014.

Hon. DOC HASTINGS,
Chairman, Committee on Natural Resources,
Washington, DC.

DEAR CHAIRMAN HASTINGS: Thank you for the opportunity to review H.R. 5204, the Federal Lands Recreation Enhancement Modernization Act of 2014. As you are aware, the bill was primarily referred to the Committee on Natural Resources, while the Agriculture Committee received an additional referral.

I recognize and appreciate your desire to bring this legislation before the House in an expeditious manner and, accordingly, I agree to discharge H.R. 5204 from further consideration by the Committee on Agriculture. I do so with the understanding that by discharging the bill, the Committee on Agriculture does not waive any future jurisdictional claim on this or similar matters. Further, the Committee on Agriculture reserves the right to seek the appointment of conferees, if it should become necessary.

I ask that you insert a copy of our exchange of letters into the Congressional Record during consideration of this measure on the House floor.

Thank you for your courtesy in this matter, and I look forward to continued cooperation between our respective committees.

Sincerely,

FRANK D. LUCAS,
Chairman.

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NATURAL RESOURCES,
Washington, DC, September 9, 2014.

Hon. FRANK D. LUCAS,
Chairman, Committee on Agriculture,
Washington, DC.

DEAR MR. CHAIRMAN: Thank you for your letter regarding H.R. 5204, the Federal Lands Recreation Enhancement Modernization Act of 2014. As you know, the Committee on Natural Resources ordered reported the bill on July 30, 2014. I appreciate your support in bringing this legislation before the House of Representatives, and accordingly, understand that the Committee on Agriculture will forego action on the bill.

The Committee on Natural Resources concurs with the mutual understanding that by foregoing consideration of H.R. 5204 at this time, the Committee on Agriculture does not waive any jurisdiction over the subject matter contained in this or similar legislation. In addition, should a conference on the bill be necessary, I would support your request to have the Committee on Agriculture represented on the conference committee. Finally, I would be pleased to include your letter and this response in the bill report filed by the Committee on Natural Resources, as well as in the Congressional Record during floor consideration, to memorialize our understanding.

Thank you for your cooperation.

Sincerely,

DOC HASTINGS,
Chairman.

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