

Reclamation Manual

Directives and Standards

Subject:	Federal Lands Recreation Enhancement Act (REA) Program Management
Purpose:	Sets forth the requirements for implementing and managing the REA fee program. This Directives and Standards (D&S) benefits the Bureau of Reclamation by providing authorized offices direction for collecting and retaining fees, enhancement of designated recreation sites, and ensures consistency with other Department of the Interior (Interior) agencies which implemented the fee collection program under this authority.
Authority:	REA of 2004, Public Law 108-447, Title VIII, Division J; 43 CFR part 429; and 31 U.S.C. section 3701, Contractor Fee Collection.
Approving Official:	Director, Dam Safety and Infrastructure
Contact:	Asset Management Division (AMD), 86-67200

1. **Introduction.** Reclamation will implement the collection and distribution of fees authorized by the REA in accordance with this D&S, applicable public laws, rules, regulations, and Executive Orders. This D&S governs the establishment, collection, and distribution of certain recreation fees and revenues at Reclamation recreation areas; the ordering, selling, and acceptance of recreation passes at REA sites; provides the process for designating new sites; and the process for increasing fees at existing sites. The America the Beautiful – The National Parks and Federal Recreational Lands Pass (Interagency Pass) Program Standard Operating Procedures (Appendix A) and the Office of Management and Budget, Statement of Permanent Disability (Appendix B) must be utilized in implementing this D&S.
2. **Applicability.** Participation in REA at Reclamation water projects will be as follows:
 - A. The Regional Director will designate eligible Reclamation-managed recreation areas as REA sites.
 - B. For eligible recreation areas managed by authorized federal agencies, participation in REA will be determined by each federal managing agency.
 - C. Recreation areas managed by non-federal partners are not authorized to participate in REA.
3. **REA Program Implementation.**
 - A. Reclamation offices will ensure recreation-related activities do not conflict with the primary purpose(s) of the authorized project.

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- B. Regional directors will be responsible for determining eligibility and designating REA sites. The regional directors, or delegates, are responsible for ensuring this D&S is implemented.
 - C. Area managers, or delegates, will manage the REA sites and the day-to-day program activities.
 - D. All offices are responsible for ensuring Reclamation personnel, involved in recreation management, have completed the required training.
4. **Designating a New REA Site.**
- A. The authorized office will submit a proposal, to the Regional Director, to designate a new REA site. The proposal must contain:
 - (1) information on how the new site meets the REA criteria;
 - (2) staffing requirements;
 - (3) a description of the proposed REA program;
 - (4) a financial analysis including projected development, operation, and maintenance costs and income from the fee area;
 - (5) a description of the new recreation fee area;
 - (6) an analysis of existing private and public facilities or services which may compete with the proposed REA site;
 - (7) the area office's plan to inform the public of how collected fees are spent; and
 - (8) how the responsible office will comply with this D&S.
 - B. After the proposal is submitted for review and approval, and six months prior to officially opening, the authorized office will initiate a Federal Register notice announcing the establishment of the new REA site. If substantial comments are received, the Regional Director has the discretion to approve, modify, or disapprove the new REA site. If no substantial comments are received, the new REA site will be established at the end of the six-month waiting period.
 - C. Regional offices must decide if new REA sites are designated as "Special Use Areas" pursuant to 43 CFR 423.60.
 - D. The authorized office will identify outreach efforts to encourage public involvement in establishing new recreation fee areas. Outreach efforts may include recreation fee site

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visits, public meetings, focus groups, newsletters, website postings, and sharing proposals/plans for establishment of new recreation areas.

- E. After approving a new REA site, the Regional Director notifies the AMD, which will, in turn, notify the Interior.

5. **Establishing or Changing Recreation Fees.**

- A. The basis for establishing recreation fees at approved sites will be consistent with sections 803(b) and (c) of the REA.
- B. Authorized offices will submit fee changes or new fees to the Area Manager for approval. The fee change proposal will include a justification based on a fee comparability analysis.
- C. Distribute a news release to the local media announcing the approved fee changes or additions.

6. **Prohibitions.**

A. The REA:

- (1) lists prohibitions on fees for certain activities, services, persons, or places (section 803(d));
- (2) prohibits the use of recreation fees for biological monitoring under the Endangered Species Act of 1973 for listed or candidate species (section 808(b));
- (3) limits the use of revenues collected for administration, overhead, and indirect costs to a maximum of 15% of total revenues collected (section 808(c)); and
- (4) prohibits the use of recreation fees for employee bonuses (section 815).

B. Reclamation:

- (1) is not authorized to charge an entrance fee at recreation areas under its jurisdiction (REA section 803(e)(2));
- (2) prohibits offices from depositing fees collected, pursuant to other authorities, in the REA accounts;
- (3) prohibits offices from accepting or selling recreation passes until the areas are designated as REA sites;

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- (4) prohibits concessionaires, managed by non-federal partners, from accepting or selling passes associated with the REA program, but may sell passes associated with the non-federal partner (e.g., state, county, or city park passes); and
- (5) will not create agreements with local vendors to sell passes.

7. REA Program Elements.

- A. **Standard Amenity Fee.** Standard amenity fees will be charged at designated sites that meet the criteria in section 803(f) of the REA.
- B. **Expanded Amenity Fee.** Expanded amenity fees will be charged at designated sites that meet the criteria in section 803(g) of the REA.
- C. **Special Recreation Permit and Fee.** A Special Recreation Permit is not awarded competitively; does not involve the development of fixed assets; and identifies the terms and conditions by which the authorized special recreation use may take place, the area that can be used, the term length (limited to the shortest practical period), the environmental compliance requirements, and the fees collected from the permittee. The application process for Special Recreation Permits is found in 43 CFR part 429. These permits will be issued and fees charged at designated sites pursuant to section 803(h) of the REA.
- D. **Recreation Passes.** Only designated REA sites are allowed to order, sell, and accept recreation passes. The following directives addressing the recreation passes are provided in Appendix A.
 - (1) The primary purpose of the Interagency Pass is to provide visitors convenient access, at a fair price, to recreation sites on federal lands where fees are charged, or reservations are taken.
 - (2) There are seven types of the Interagency Pass which apply to designated REA recreation sites:
 - (a) **Annual Pass.** This pass will cover the fee for use of standard amenity sites as described on the Interagency Pass. A decal can be issued for persons driving open-topped vehicles or motorcycles.
 - (b) **Military Pass.** An annual pass issued without charge to United States (U.S.) military personnel and dependents with proper identification (see Appendix A). The benefits are the same as those associated with the Annual Pass.
 - (c) **Every Kid in a Park 4th Grade.** This pass will be issued, without charge, to U.S. 4th grade students in exchange for an Every Kid in a Park pass

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voucher. This pass is only valid for 12 months; beginning in September of the year the student began 4th grade.

(d) **Senior Pass-Lifetime.**

- (i) Will be sold to persons 62 years or older, for the same amount as the Annual Pass, and will be valid for the lifetime of the pass holder.
- (ii) Will cover the fee for use of standard amenity sites as described on the Interagency Pass.
- (iii) May provide a discount for expanded amenity fees (camping, boat launching, etc.) and individual pass holders participating in a guided tour.

(e) **Senior Pass-Annual.**

- (i) Will be sold to U.S. citizens and permanent residents 62 years of age or older for \$20, will be valid for 12 months from the month of purchase, and expires the last day of that month.
- (ii) Will cover the entrance fee and fee for use of standard amenity sites as described on the Interagency Pass.
- (iii) May provide a discount for expanded amenity fees (camping, boat launching, etc.) and individual pass holders participating in a guided tour.
- (iv) Will be exchangeable for the Senior Pass-Lifetime if the visitor has consecutively purchased a Senior Pass-Annual for the prior 4 years.

(f) **Access Pass.**

- (i) Will be issued, without charge, to persons who have been medically determined to be permanently disabled and will be valid for the lifetime of the pass holder. Appendix B must be completed and approved prior to issuing the Access Pass.
- (ii) Will cover the fee for use of standard amenity sites as described on the Interagency Pass.
- (iii) May provide a discount for expanded amenity fees (camping, boat launching, etc.) and individual pass holders participating in a guided tour.

(g) **Volunteer Pass.**

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- (i) The volunteer must apply for this pass by submitting Appendix C to the Area Manager.
 - (ii) Will be issued to volunteers that accrue a minimum of 250 hours of volunteer time.
 - (aa) Volunteers may accrue the necessary hours on a cumulative basis over an unlimited number of years, however, only on or after January 1, 2007.
 - (bb) Reclamation's volunteer coordinator must verify the hours worked on a quarterly basis.
 - (cc) Can be issued to volunteers even if the recreation site does not participate in the REA program. In this case, the AMD will distribute the pass after the Regional Office provides a verification of volunteer hours worked.
 - (iii) One pass will be issued per volunteer per year free of charge.
 - (iv) Will cover the fee for use of standard amenity sites as described on the Interagency Pass.
 - (v) A decal can be issued for persons driving open-topped vehicles or motorcycles.
 - (vi) Will be paid for from the overhead of the REA program.
- (3) **Site-Specific Agency Pass.** Reclamation may develop a Site-Specific Agency Pass for standard amenity fees at a designated REA site for a specified period not to exceed 12 months. This pass will only be accepted at the designated REA site where purchased.
- (4) **Regional Multi-Entity Pass.** Reclamation may enter into agreements with one or more federal or non-federal entities to establish a Regional Multi-Entity Pass for a specified period not to exceed 12 months. This pass will only be accepted at designated REA sites covered under the agreement.
- (a) Reclamation may issue this pass to a volunteer in lieu of the Volunteer Pass.
 - (i) A volunteer cannot be issued both passes for the same volunteer service.
- (5) **Existing Passports.** Golden Age and Golden Access Passports will be honored, for the lifetime of the pass holder, at all Reclamation areas including non-REA sites which accepted these passports prior to the passage of the REA. The passports can be exchanged for the Senior and Access Passes at no charge. These

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exchanges can only occur at REA designated sites. If the passports are exchanged, the REA Senior and Access Passes will not be accepted at non-REA sites.

- E. **Cooperative Agreements.** Pursuant to section 806(a) of the REA, cooperative agreements may be entered with federal or non-federal entities to provide a variety of services (law enforcement, visitor reservation, and medical services) which allow the entities a reasonable commission, reimbursement, or discount, for the benefit of the U.S. and the local REA program.
- F. **Security and Accountability.**
- (1) **Revenues.**
 - (a) Fee collectors, with delegated authority from the Collection Officer, will collect fees. Contractors, volunteers, and federal employees may be fee collectors, sell the recreation passes, and collect other authorized fees.
 - (b) Collection officers are responsible for accounting, remitting fees to the proper account(s), and ensuring all fee collectors are trained in security and accountability procedures.
 - (c) All revenues collected will be secured in a safe, as described in the *Interior Cash Management Handbook*, section 2.7, until the funds are deposited in an established U.S. Department of the Treasury account.
 - (d) Collected fees must be deposited in accordance to the requirements outlined in the Department of the Treasury Manual, part 5 and 6, chapter 8, section 8030.20, *Timeliness of Deposits*, and deposited in a lock box established by the U.S. Department of the Treasury.
 - (e) Regional finance offices will conduct an annual financial audit of REA fees. REA fees shall not pay for any aspect of the audit.
 - (2) **Accountable Property.** All recreation passes and decals are accountable property. In addition to the following directives, instructions are provided in Appendix A.
 - (a) Recreation passes and decals must be kept in a locked and secure area with limited access. Each authorized REA office will identify who has access to and can issue recreation passes and decals.
 - (b) An accountability log must document available versus sold or issued recreation passes and decals.

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- (c) A Reclamation employee at the authorized REA office will be the designated point of contact for ordering recreation passes and decals. The point of contact will be responsible for establishing a Federal Express or United Parcel Service account for shipping, ordering, and signing for received recreation passes and verifying the passes are sequentially numbered.
 - (d) At the end of each calendar year, or upon expiration, the remaining stock of Annual, Military, Volunteer, Site-Specific, and Regional Multi-Entity passes and decals must be destroyed according to standard accountable property procedures.
 - (e) Annual compliance reviews for recreation pass management will be conducted by the Regional Office in accordance with Office of Management and Budget Circular A-123, *Internal Controls*.
- G. Fee Collection Account and Distribution of Fees and Revenues.** Revenues in the U.S. Department of the Treasury account will remain available for expenditure, without further appropriation, until expended.
- (1) **REA User Fees.**
 - (a) 80% of these fees collected onsite will remain available for expenditure, without further appropriation, until expended at that site.
 - (b) 20% of these fees collected onsite will remain available for recreation expenses only, without further appropriation, until expended by the region.
 - (c) 100% of these fees collected by the National Recreation Reservation Service will remain available for expenditure, without further appropriation, until expended at that site.
 - (2) **Recreation Pass Fees.**
 - (a) 100% of these fees collected onsite will remain available for expenditure, without further appropriation, until expended at that site.
 - (b) 100% of the revenue from the Regional Multi-Entity Pass will remain with the agency selling the pass onsite; unless otherwise stipulated in the agreement.
 - (c) The Interagency Pass revenues collected from off-site central sales by vendors will be used as follows:
 - (i) For the first 3 to 5 years, revenues will be used in the following order:
 - (aa) Administrative costs of the Interagency Pass program.

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- (bb) Repayment of Interagency Pass program development costs covered in advance by the National Park Service (NPS).
 - (cc) Equally divide any remaining revenue among the Federal Land Management Agencies.
- (ii) After 5 years, follow the same order when using revenues, however, use this formula to divide costs between the Federal Land Management Agencies. will be distributed to the agencies based on a formula that takes into account the following:
- (aa) Data on National Parks and Federal Recreational Lands Pass use.
 - (bb) Annual orders of National Parks and Federal Recreational Lands Passes.
 - (cc) Adverse impacts to agency entrance or standard amenity fee revenue related to the National Parks and Federal Recreational Lands Pass program.
- (iii) One hundred percent of the revenues distributed to Reclamation from the sale of the recreation pass from off-site central sales vendors will be managed by POLICY and distributed to the regions as funds become available. Prior to December 31 of each year, AMD will accept detailed proposals from the regions. Between January 1 and March 31 of the following year, POLICY will evaluate and prioritize all qualified proposals submitted by the regions. The detailed proposals must address at least one of the following purposes:
- (aa) To improve recreation areas directly managed by Reclamation so that they may meet the REA criteria for future participation.
 - (bb) To further Reclamation's recreation goal by improving recreation areas to make them more attractive to possible partners that may be interested in managing recreation.
 - (cc) To further improve existing REA sites.
- H. **Expenditures.** Reclamation offices collecting REA revenues will maintain a separate receipt account for collections and a separate expenditure account to accurately track collections and expenditures. Reclamation will not spend from a receipt account, but only from an expenditure account. Expenditures at a specific site or area must be used only in accordance with section 808(a) of the REA.

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- (1) Authorized offices will establish a distinct expenditure category for the direct operating costs for accountability in reporting in accordance with section 808(a)(3)(E) of the REA.
- (2) Not more than an average of 15 percent of total revenues collected annually per site will be used for administration, overhead, and indirect costs. The 15 percent includes only those costs not listed as separate expenditure activities under sections 808(a) and (d) of the REA, but which are necessary for the administration of the REA recreation fee program. This does not apply to executing enhancement projects or services, such as the rehabilitation of a campground.
- (3) When a recreation area is managed directly by Reclamation, REA funds shall not be used to enhance recreation sites beyond the minimum basic limitations established in Public Law 89-72 or absent project specific recreation authority.

I. **Reports.** The Secretary of the Interior delegates individual agencies the authority for policy development and implementation that ensures their ability to prepare an interagency report to Congress on a 3-year cycle. Reclamation area and field offices participating in the REA program will prepare the required information and forward it to their respective regional office. The regional office will consolidate the reporting information and forward it to AMD, which will, in turn, send the information to the Interior.

- (1) **Program Evaluation.** To meet reporting requirements in section 809 of the REA, the AMD and regional offices will evaluate the REA fee program to prepare Reclamation's portion of an interagency report. Reclamation will submit the evaluation to the Secretary of the Interior no later than May 1, starting in 2009, and every 3 years thereafter.
- (2) Each December, Reclamation will report budgetary information, including actual and planned obligations within REA expenditure categories (REA sections 808(a), (c) and (d)) as part of the budget formulation process. The data collected will include the following:
 - (a) **Budgetary, Visitation or Other Pass Use Data.**
 - (i) Revenue and obligations or expenditures balances by agency by year.
 - (ii) Revenue, cost of collection, and obligations or expenditures by site by year.
 - (iii) Visitation or pass use by site by year.
 - (b) **Implementation.**

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- (i) Narrative on how REA is being implemented.
 - (ii) Policy and guidance issued.
 - (iii) Changes in the number of sites (introduced, eliminated, reconfigured).
 - (iv) Progress report on implementation of the recreation pass program.
 - (v) Changes in the Regional Multi-Entity Pass.
 - (vi) Narrative on the enforcement of section 812(a) of the REA.
 - (vii) Areas of law that need clarification and recommendations for changes in overall fee program.
- (c) **Expenditures.**
- (i) By year, the number of projects and obligations in each of the REA categories as listed in sections 808(a), (c), and (d) of the REA.
 - (ii) Percent spent on overhead, administrative, and indirect costs as provided in section 808(c) of the REA and Paragraph 3.A. of this D&S.
 - (iii) Planned projects, services, and summary data tables and graphs of 5-year planned projects presented in an easy to understand format, such as tables and graphs.
- (3) **GPRA Reporting Requirements.** Authorized offices will comply with all GPRA goals and reporting requirements which apply to the REA.
8. **Veterans Day Access.** Veterans and immediate family members will not be charged any standard amenity fees on Veterans Day at REA sites, or any use fees at non-REA recreation sites (e.g., one free night of camping at non-REA sites). Documentation of veteran status is not required. This waiver does not apply to expanded amenity fees, uses/activities which require a Special Recreation Permit, or recreation sites managed by non-federal partners.
9. **Public Lands Day, Martin Luther King Day, and Presidents Day.** No standard amenity fees are charged at REA sites nor any use fees at non-REA recreation sites on these nationally recognized holidays (e.g., one free night of camping at non-REA sites). This waiver does not apply to expanded amenity fees, uses/activities which require a Special Recreation Permit, or recreation sites managed by non-federal partners.
10. **Training.** Reclamation offices are responsible for ensuring that personnel involved with administering the REA program have completed the required training.
11. **Posting of Public Notices.** Designated REA sites will post clear notices of:

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- A. all recreation fees and the availability of recreation passes, and
- B. locations of completed REA projects and where work is performed using REA revenues.

12. Mandatory References Used for Implementation.

- A. Reclamation Manual (RM) Policy
 - (1) *Charges for Use of Federal Assets*, PEC 01-01
 - (2) *Crediting Requirements of Incidental Revenues*, PEC 03-01
 - (3) *Use of the Collection Information Form for Incidental Revenues*, PEC 03-02
- B. The Interior, *Cash Management Handbook*, section 2.7.
- C. Department of Treasury, Financial Management Manual, *Collection Procedures*, Part 5 and *Deposit Regulations*, Part 6
- D. Appendices A, B, and C

13. Definitions.

- A. **Administration, Overhead, and Indirect Costs.** Costs necessary for the administration of the recreation fee program, but do not include those listed as separate expenditure activities under sections 808(a)(3) and (d) of the REA. Examples include budget development and program planning to administer regional and national recreation fee programs; administrative support (e.g., procurement, contracting, office services, property management, preparation, distribution of reports, and document control) and public notification and information (e.g., public meetings, focus groups, website postings). Direct costs and the costs which can be attributed to providing a specific service or executing a specific project such as a campground rehabilitation project are not included.
- B. **America the Beautiful - The National Parks and Federal Recreational Lands Pass.** A suite of annual and lifetime passes that provide U.S. citizens and visitors an affordable and convenient way to access federal recreation lands.
- C. **Authorized Office.** Reclamation area or field offices authorized to manage REA sites and collect fees.
- D. **Biological Monitoring.** Biological monitoring under the Endangered Species Act is a required distinct action with an established frequency or repetition.

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- E. **Collection Officer.** A Reclamation employee at a designated REA site responsible for receiving, remitting, and accounting for all recreation fee monies and other funds.
- F. **Designated REA Site.** A federally operated site designated by the Regional Director as a recreation fee area and authorized to charge fees in accordance with the REA.
- G. **Enhancement of Designated Recreation Sites.** Expansion and/or improvement of public facilities, maintenance, or services. See section 808(a)(3) of the REA.
- H. **Entrance Fee.** Charged by an authorized federal agency for entry into a designated recreation area or park.
- I. **Expanded Amenity Fee.** Charged by Reclamation at a designated REA site for specialized facilities and services.
- J. **Fee Collection Account.** A revenues account established by the United States Department of the Treasury where collected REA fee receipts can be deposited or distributed.
- K. **Fee Collector.** Reclamation personnel, contractors, or volunteers designated by the Collection Officer to collect, tabulate, and account for funds from recreation user fees, recreation passes, and Special Recreation Permits.
- L. **Off-Site Central Sales.** Private, non-federal vendors authorized by the Department of the Interior and the Department of Agriculture to purchase and sell Interagency passes.
- M. **Non-Federal Partner.** A recreation management entity that is a subdivision, agency, department, county, parish, municipality/city, or other unit of a county or state.
- N. **Permanent Disability.** A permanent physical, mental, or sensory impairment which substantially limits one or more major life activities (caring for oneself, performing a manual task, walking, seeing, hearing, speaking, breathing, learning, or working).
- O. **REA Fee Program.** Details the procedure for collecting and accounting for fees.
- P. **REA User Fee.** A standard amenity recreation fee, expanded amenity recreation fee, or Special Recreation Permit fee collected at designated REA sites.
- Q. **Recreation Pass.** The Interagency Pass (Annual, Senior Pass Lifetime/Annual, 4th Grade, Access, Military, or Volunteer), Site-Specific Agency Pass, or Regional Multi-Entity Pass.
- R. **Special Recreation Permit.** Temporarily issued to individuals, groups of individuals, profit or nonprofit organizations, or commercial operators granting permission to use lands for recreation purposes beyond those normally provided to the general public.

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- S. **Special Recreation Permit Fee.** Paid in advance; based on a valuation, fee schedule, or other generally accepted business practice; and can be adjusted by Reclamation to reflect current conditions.
 - T. **Regional Multi-Entity Pass.** Created and sold by Reclamation and one or more federal or non-federal entities for a specified period not to exceed 12 months.
 - U. **Site-Specific Agency Pass.** Created and sold by Reclamation covering the standard amenity recreation fee for a specific designated REA site over a specified period not to exceed 12 months.
 - V. **Standard Amenity Fee.** Charged at designated REA sites with a combination of basic amenities as described in the REA.
14. **Review Period.** The originating office will review this release every 4 years.

RECLAMATION MANUAL TRANSMITTAL SHEET

Effective Date: _____

Release No. _____

Ensure all employees needing this information are provided a copy of this release.

Reclamation Manual Release Number and Subject

Summary of Changes

NOTE: This Reclamation Manual release applies to all Reclamation employees. When an exclusive bargaining unit exists, changes to this release may be subject to the provisions of collective bargaining agreements.

Filing instructions

Remove Sheets

Insert Sheets

All Reclamation Manual releases are available at <http://www.usbr.gov/recman/>

Filed by: _____

Date: _____