



National Park Service

GUIDELINES FOR DESIGN OF FEE COLLECTION FACILITIES

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**NATIONAL PARK SERVICE
GUIDELINES FOR DESIGN OF FEE COLLECTION FACILITIES**

DECEMBER 1987

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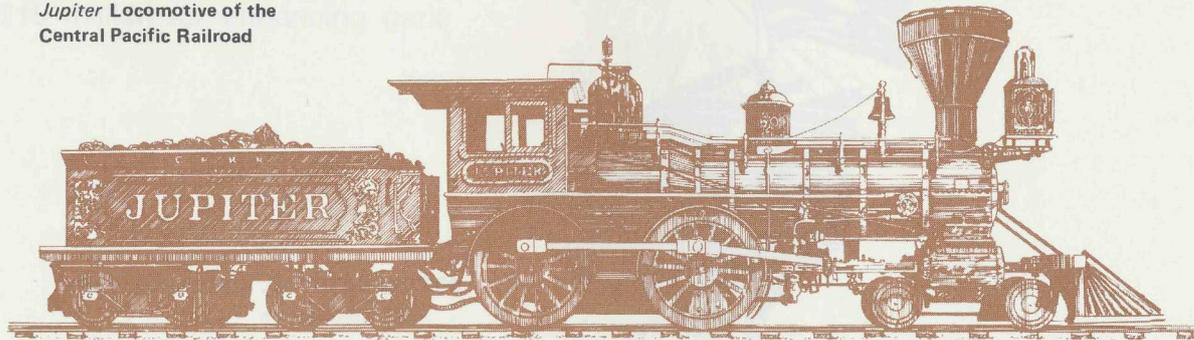
SCOPE

William Penn Mott, Director of the National Park Service, has identified an important problem regarding the park entrance stations. As the first facility encountered by most visitors entering an area administered by the National Park Service, the entrance station is the “front door” to the park. This is the point where the visitors have their first contact with National Park Service personnel and receive important information. Because they provide the initial impression of the National Park Service, the entrance stations should present an image that is both positive and welcoming. Director Mott has observed that this does not always happen.

In good entrance stations the quality and character of the design are compatible with the existing landscape

and reflect the regional and park architecture. All of the staff and visitor requirements, as well as elements of the site, have been taken into consideration in the initial design. To design good entrance stations it is very important to have good communications between those who operate these facilities and the design teams. The principal purpose of these guidelines is to encourage good communications between the parks, the regional offices, and the design professionals responsible for the planning, design, and construction of entrance stations. It is not appropriate to illustrate any final designs for these facilities because there is no such thing as a typical entrance station, since the site conditions, design requirements, and environmental and architectural themes vary in each of the parks. However, communication guidelines will help create facilities that we all can be proud of.

GOLDEN SPIKE NATIONAL HISTORIC SITE
Jupiter Locomotive of the
Central Pacific Railroad



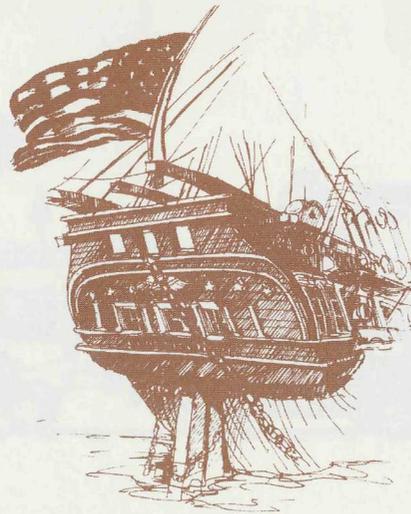
HISTORY

Historically, the National Park Service has been funded in three ways: concessioner rents, direct appropriations, and visitor fees. Yellowstone, the first national park, was promoted to Congress by its early supporters as requiring no appropriated funds for maintenance or operation. Its backers contended that income from concessioner rents would provide all the funds necessary for this purpose. However, in 1878, six years after the establishment of the park, it did receive appropriations, thought at the time to be temporary.

Visitor fees were first collected in 1908 at Mount Rainier. The concessioners had already been charg-

ing fees for their services. The income from these visitor fees originally went to the General Treasury.

Of the three funding methods, appropriations have become the dominant one, with concession rents and visitor fees assuming a minor role. The visitor fee issue has a long history of both support and opposition in the various administrations and in Congress. In 1983, NPS historian Barry Mackintosh wrote a detailed history of the visitor fee issue entitled "Visitor Fees in the National Park System, A Legislative and Administrative History." For a summary of this very interesting history, see appendix A, "Visitor Fees in the National Park System: A Look Back." Anyone interested in the more detailed document can contact Mr. Mackintosh in the Washington Office at (202) 343-8169.



BOSTON NATIONAL HISTORICAL PARK
USS *Constitution*

LEGISLATION

Twelve public laws have been passed between 1964 and 1987 that have affected the recreation fee program. See appendix B, "Federal Recreation Fee Legislative History," for details related to each legislative action.

The FY 1987 continuing appropriation act (P.L. 99-591) authorizes a one-year entrance fee program. The major components of this program include

- establishment of a fee structure
- authorization for annual park-specific admission permits
- authorization for collection of entrance fees in all NPS areas that do not have specific statutory exemptions
- an exemption for any unit which provides significant outdoor recreation opportunities in an urban environment and to which access is publicly available at multiple locations
- appropriation of \$3,500,000 to cover the increased costs of fee collections
- appropriation of \$15 million for enhancing park operations

Funds raised through entrance fees will be available for resource protection, research, interpretation, and maintenance activities related to resource protection and will be distributed as follows:

- 50 percent to all park units based on total operating budgets

- 50 percent to collecting parks based on an estimate of their proportionate share of total entrance fee collections

It is anticipated that the Service will generate \$54 million in entrance and user fee revenues in the first year of operation. The funds will be used to help offset the additional appropriations made to the Service in the appropriation act.

If the 1987 one-year fee program proves to be successful, a permanent fee collection program will probably become a policy of the National Park Service.

RELATIONSHIP TO THE 12-POINT PLAN

Fee collection is related primarily to the twelfth challenge, which is "Foster and encourage more creativity, efficiency, and effectiveness in the management and administration of the national park system." The proposed action is "Use fees currently collected in national parks to directly support park operations, and expand the portion of park operations supported by fees.

"The National Park Service will propose legislation so that fees collected in national parks can be used to directly support interpretation, research, maintenance, and natural and cultural resource management within the parks. Each park that collects fees will retain a certain percentage (to be determined by the secretary of the interior), and the remaining fees will be pooled and distributed to parks unable to collect fees or will be used to support servicewide activities to benefit all parks. This initiative will require amendments to sections of the Land and Water Conservation Fund Act that concern fee collection. Authority will also be sought to increase entrance fees and the cost of Golden Eagle passports. Those areas that are now exempt from fees or that do not meet the criteria for fee collection, or where it is not feasible to collect entrance fees, will continue to be free to visitors."

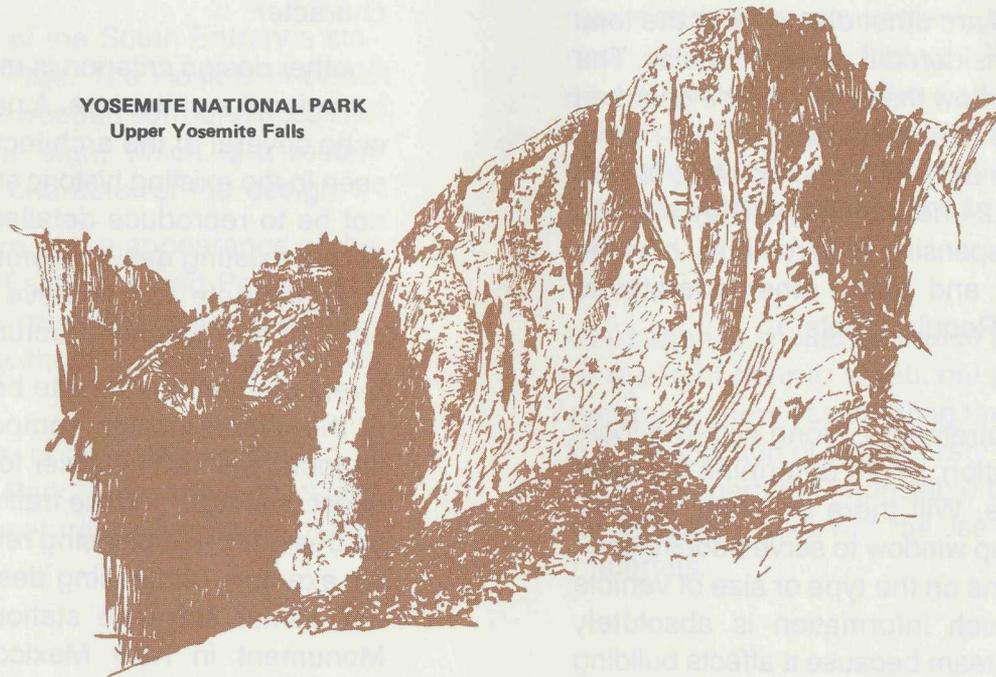
Fee collection is related secondarily to challenges five, six, seven, eight, and ten. Challenge five is "Increase public understanding of the role and function of the National Park Service", and challenge six is "Expand the role and involvement of citizens and citizens' groups at all levels in the National Park Service." Fee collection facilities provides an opportunity to simultaneously distribute information and talk to the public about the role and function of the National Park Service and to encourage people to become more actively involved in protecting park units through the Take Pride in America program.

Challenge seven is "Seek a better balance between visitor use and resource management." One of the actions related to this challenge is "Improve our knowledge of visitors to national parks." The fee collection operations provide an opportunity for collecting statistical information about park visitors.

Challenge eight is "Enhance our ability to meet the diverse uses that the public expects in national parks." One of the actions related to this challenge is "Provide visitor facilities in park areas that have been added to the national park system since 1960." The fee collection program will supplement the funds appropriated for this purpose.

Challenge ten is “Plan, design, and maintain appropriate park facilities.” One of the actions related to this challenge is “Ensure that park road systems enhance the visitor experience.” The entrance stations serve as the front door to parks and are very closely associated with the park road systems. Therefore, the design quality of the entrances is very important.

YOSEMITE NATIONAL PARK
Upper Yosemite Falls



QUALITY BY DESIGN

Quality does not happen by accident; it happens by design. It takes a lot of hard work and understanding by the design team and the client. It requires outstanding communications between the users and the designers. The users also have to understand that adding operational requirements to the facility after it is built often detracts from the quality of the original design.

The kiosk structure is often thought of as the entrance station. Actually, it is only one of the elements of the entrance station. There are other elements of the total design that must be considered if we want quality. The designers need to know how the facility will be operated (that is, whether it will be used seasonally or year-round, daytime only, nighttime only, like a ticket sales facility at an amphitheater, or 24 hours a day). They need to know the information dispensing requirements, how the cash will be handled, and many other operational matters (see “Design Requirements”).

These operational requirements, along with the location of the entrance station, might determine if a toilet is needed for staff use. Will there be other requirements, such as a walk-up window to serve pedestrians? Are there any restrictions on the type or size of vehicle entering the park? Such information is absolutely essential for the design team because it affects building size and location on the site.

The site will have to be designed to accommodate the new facility, provide protection for the attendant and the kiosk, ensure the safety of the visitors, and facilitate traffic control. Common site design elements include widening the roadway and adding one or more raised islands with curbs. Landscape treatment is another very important factor in the overall quality of the design. In addition to resolving the functional site requirements, the layout should take advantage of the site’s natural topography, and planting should be integrated with the surrounding environment, to reflect the site’s natural character.

Another design criterion is respect for the existing park or regional architecture. A new entrance structure can echo several of the architectural motifs and elements seen in the existing historic structures. The intent would not be to reproduce detailed imitations, but to incorporate existing design elements into the new building in appropriate and creative ways and to capture the spirit of the historic structures.

Every element on the site becomes an important part of the overall design composition. For example, the flagpole, the traffic barrier for protecting the kiosk, the directional sign, and the traffic gates, if required, should be designed in a pleasing relationship with each other. An example of pleasing design is provided by one of our earlier entrance stations at Bandelier National Monument in New Mexico (fig. 1.) Another early entrance station that seems to capture the spirit of its

surroundings is one at Lassen Volcanic National Park in California (fig. 2.) A number of the entrance stations that seem to accomplish this harmony with their environment were designed and built in the national parks between 1916 and 1942 and are of the style sometimes referred to as rustic architecture. Figure 3 shows the entrance station at White Sands National Monument as it appeared in 1940. This entrance station is a part of the visitor center and park office structure. The architecture is in harmony with the architecture of this part of the country.

Figure 4 is a 1968 picture of the South Entrance station in Yosemite National Park. The kiosk is in basic harmony with its immediate wooded surroundings. The location and design of the sign, which is a recent addition, detract from the character of the design.

Figure 5 is a current picture of the appearance of the entrance station at Great Falls Park and Patowmack Canal. This structure was recently modified and enlarged by the park staff without loss of the original character of the structure.

Figure 6 is a 1941 picture of an entrance station at Lassen Volcanic National Park. The simple character of this design reflects the natural environment of this area of the park.

In general, the designers during the rustic architectural period were successful in capturing the spirit of the parks with each small individually designed facility. The functional factors affecting design during this period were fewer in number and importance compared to today. The traffic was slower; there were fewer visitors; and traffic safety regulations were almost nonexistent. The principal focus of the design effort was to capture the spirit of the parks' architectural or natural environments, while at the same time providing for the operational needs. In recent years, the operational needs and safety requirements have become the dominant, if not the only, factors. Since these factors are so similar in each of the parks, most of the newer entrance stations have begun to look alike with little or no identification with individual park character. Also, the materials used make the facilities look temporary.

Permanence should be one of the basic requirements of the front door to a national park service area. The natural scenery surrounding the entrance is diluted by the introduction of a temporary-looking facility. It is difficult and perhaps impossible to establish compatibility with park values with the use of temporary-appearing materials.

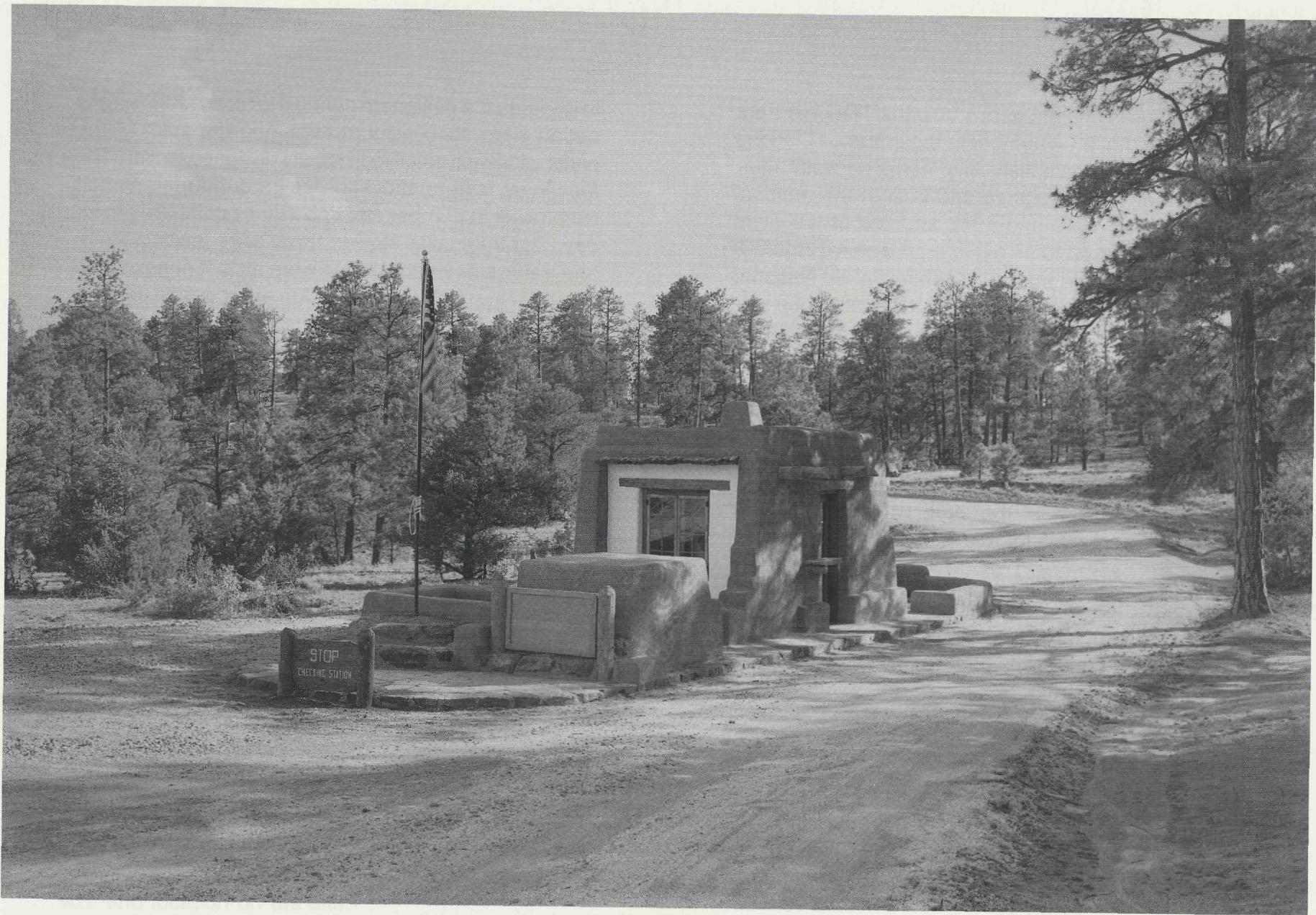


Fig. 1. Entrance Station, Bandelier National Monument, 1940



Fig. 2. Entrance Station, Lassen Volcanic National Park, 1941



Fig. 3. Entrance Station, White Sands National Monument, 1940



Fig. 4. Entrance Station, Yosemite National Park, 1968



Fig. 5. Entrance Station, Great Falls Park and Patowmack Canal, George Washington Memorial Parkway, 1987



Fig. 6. Entrance Station, Lassen Volcanic National Park, 1941

Grand Teton National Park, 1965

Examples of some of the entrance stations constructed after the rustic architectural period are shown in figures 7-15. Figure 7 is the entrance station at Moran Junction, Grand Teton National Park, as it appears during the visitor season. (See "Health and Safety" for recommendation regarding guardrails.) Figure 8 is the same entrance station during off-season. This is an example of what happens when the operational needs are not considered during the design phase of an entrance station.

Figure 9 is the Fall River Entrance Station, at Rocky Mountain National Park. This picture was taken in the spring of 1987, when only one of the kiosk structures was being used for fee collection. The other two were temporarily moved and stored on the right side of the road.

Figure 10 is a walk-up fee collection kiosk at Yosemite National Park used for campground registration. Figure 11 is a walk-up fee collection kiosk at Sequoia National Park, also used for campground registration. These two examples are typical of the "post-rustic" period kiosk in the National Park Service.

Figure 12 is an entrance station at Sequoia National Park. Although it is of the same period of construction

as the structures in figures 10 and 11, this one seems more permanent in appearance.

Figure 13 is a walk-up fee collection kiosk at Harpers Ferry National Historical Park. This is an open kiosk and is used in the summer during the peak of the visitor season. This structure was designed and built by the park staff in the spring of 1987. It is movable, so it can be used in other locations in the park or removed and stored, if desired. Although it is a very simple design, it has captured the character of the existing historic buildings without imitating historic details.

Figures 14 and 15 are pictures of another walk-up fee collection kiosk at Harpers Ferry National Historical Park. This kiosk was designed by the Denver Service Center as a movable structure and was built by the park maintenance staff for less than \$10,000 in the spring of 1987. It is currently being utilized in lower town, but it will ultimately be used at Cavalier Heights, where the new park entrance and visitor contact facility is being built. Figure 15 shows the architectural character of the lower town buildings, which is reflected in the spirit of the design of this small structure. Although this kiosk is movable, it does not give the appearance of being temporary.



Fig. 7. Moran Junction Entrance Station During Visitor-Season, Grand Teton National Park, 1985

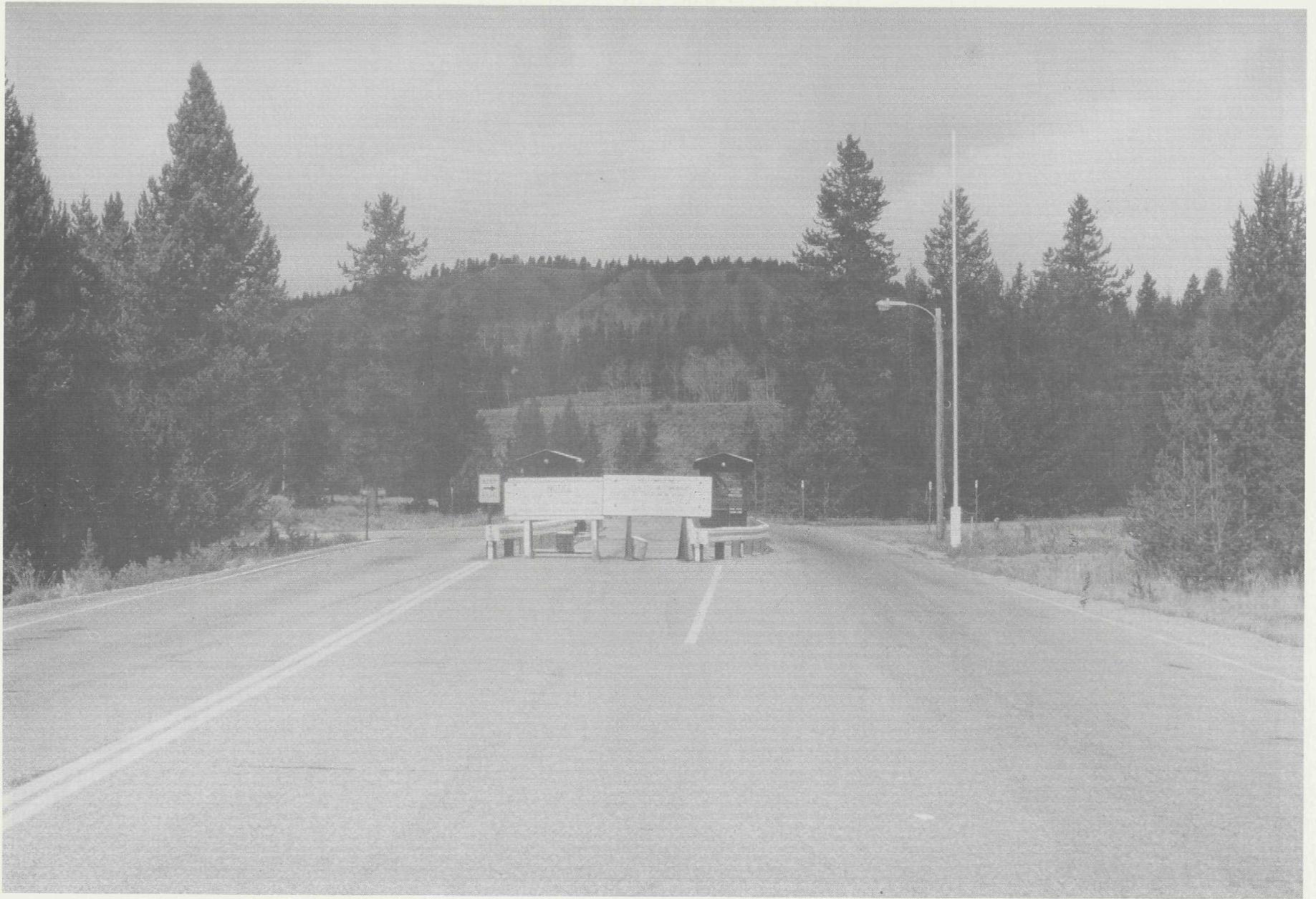


Fig. 8. Moran Junction Entrance Station during Off-Season,
Grand Teton National Park, 1985

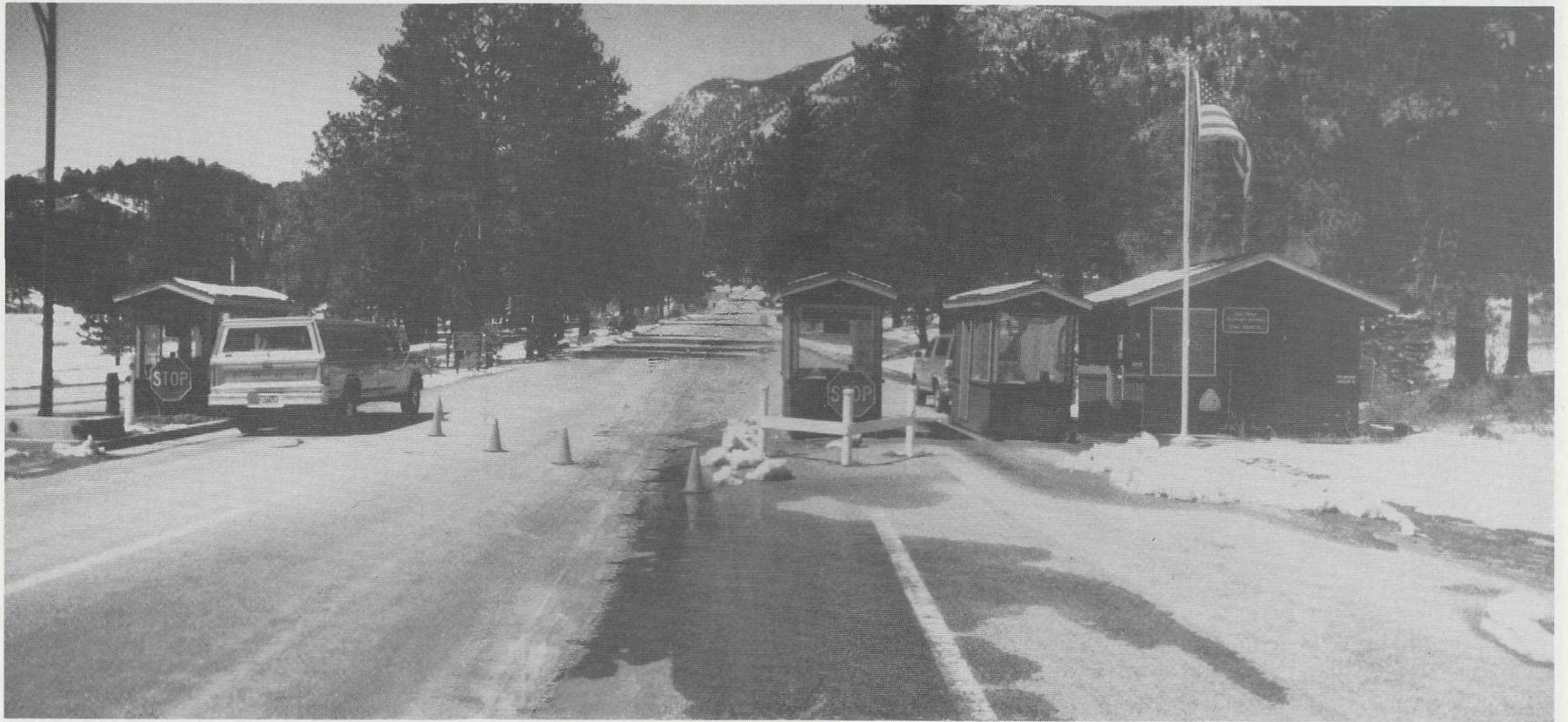


Fig. 9. Fall River Entrance Station,
Rocky Mountain National Park, 1987

Fig. 10. Walk-Up Food Collection Kiosk,
Yosemite National Park, 1971



Fig. 10. Walk-Up Fee Collection Kiosk,
Yosemite National Park, 1971



Fig. 11. Walk-Up Fee Collection Kiosk,
Sequoia National Park, 1971



Fig. 12. Entrance Station, Sequoia National Park, c. 1975



Fig. 13. Walk-Up Fee Collection Kiosk, Summer Use Only,
Harpers Ferry National Historical Park, 1987



Fig. 14. Walk-Up Fee Collection Kiosk,
Harpers Ferry National Historical Park, 1987



Fig. 15. View from Downtown Harpers Ferry Toward Fee Collection Kiosk, 1987

The design of the new entrance station at the South Rim of the Grand Canyon recently won the Director's Award of Excellence. The Denver Service Center design team consisted of landscape architect Robert Welch and architect Randall Fong. It is obvious that there was much communication and understanding by both the users and the design team in order to achieve such an outstanding design.

Figure 16 is a picture of the existing entrance station at the South Rim scheduled to be demolished and replaced by the new facility. The character of the existing facility is not expressive of the importance of a main entrance to one of the nation's most majestic national parks. Also, there are other problems with the existing entrance station. Visitors are required to use the outside right lane for entry, while NPS residents and concessioners are directed straight through. This allows NPS and concession vehicles to turn left onto Center Road without crossing visitor traffic heading straight into Grand Canyon Village. This situation is disorienting for visitors entering and exiting the entrance station area. Visitors have no time to study the park information that identifies Center Road as a service drive only. It was the design team's observation that the new entrance facility should be constructed in a new location that eliminates traffic conflicts and provides a better sense of entry.

Figure 17 is a model of the proposed South Rim entrance station at Grand Canyon National Park. The structure relates to the surrounding natural environment

in several ways. Natural materials, such as wood and stone, are used extensively. The canopies and booths are firmly "planted" in the ground with heavy stone piers. The round wood poles with diagonal brackets then "grow" out of the stone to support the heavy timber trusses, beams, and roof; the poles and brackets subtly symbolize the surrounding trees of the forest. The changes in roof heights and the steps in the stonework are evocative of the varying layers of eroded pinnacles, buttes, and plateaus seen in the Grand Canyon.

The building design reflects and reinterprets several architectural motifs and elements present in existing historic buildings along the South Rim. Some of the elements include gabled roofs, massive stone piers, wooden poles, exterior wood paneling, and exposed wooden beams and brackets. An example of these existing historic buildings is the first administration building shown in figure 18. The new entrance design draws upon several of the existing common architectural themes and reinterprets them. Here the open gables serve as welcoming portals to the visitor as part of a graceful and yet solid entrance station.

Figure 19 is a drawing of the site plans of both the proposed South Rim entrance station and the entrance sign area. The entrance sign pulloff site is located approximately 1,000 feet in front of the approach plaza of the proposed entrance station.

Figure 20 is a drawing of the floor plan of the proposed South Rim entrance station. Planted islands delineated

with cut stone curbs will be used to protect the booths in the event of a traffic accident. Each station will be accessible to handicapped employees. All three stations will be equipped with air conditioning to provide heating, cooling, and ventilation.

Figure 21 is a drawing of the inbound and outbound elevations of the South Rim entrance station. Note that a separate uncovered lane is provided for oversized vehicles.

Figure 22 is a drawing of the two side elevations of the South Rim entrance station.

The same design team that designed the South Rim entrance station at the Grand Canyon also designed

the small proposed entrance station for the Upper/Lower River Campground, Yosemite National Park. Figure 23 illustrates the plan, section, and elevations of this facility. Note that this structure will accommodate walk-up visitors under the roof overhang at the dutch door, and also accommodate drive through visitors. This structure will be located at the campground and will be used to register campers, collect fees, and furnish campground information. Materials and details used at the Upper/Lower River Campground entrance station will be incorporated into the comprehensive design for Yosemite Valley and will serve as part of a pattern for all future construction projects in the vicinity. The intended result is the development of a uniform design theme for Yosemite Valley.

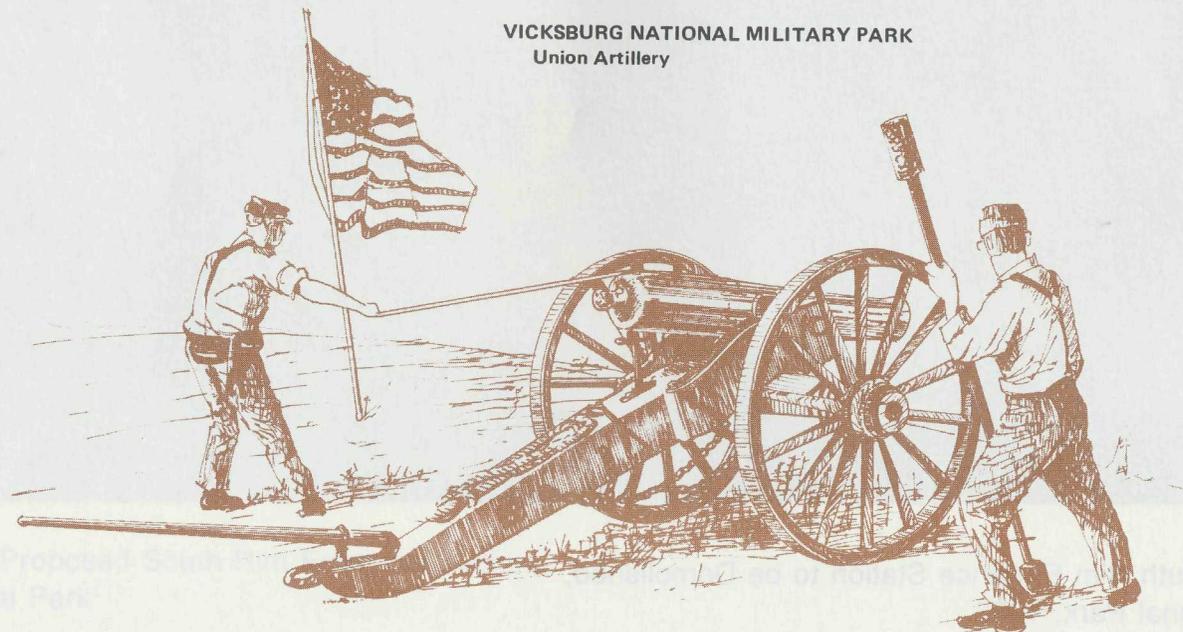




Fig. 16. Existing South Rim Entrance Station to be Demolished, Grand Canyon National Park, 1986



Fig. 17. Model of the Proposed South Rim Entrance Station,
Grand Canyon National Park



Fig. 18. First Administration Building,
Grand Canyon National Park, 1906

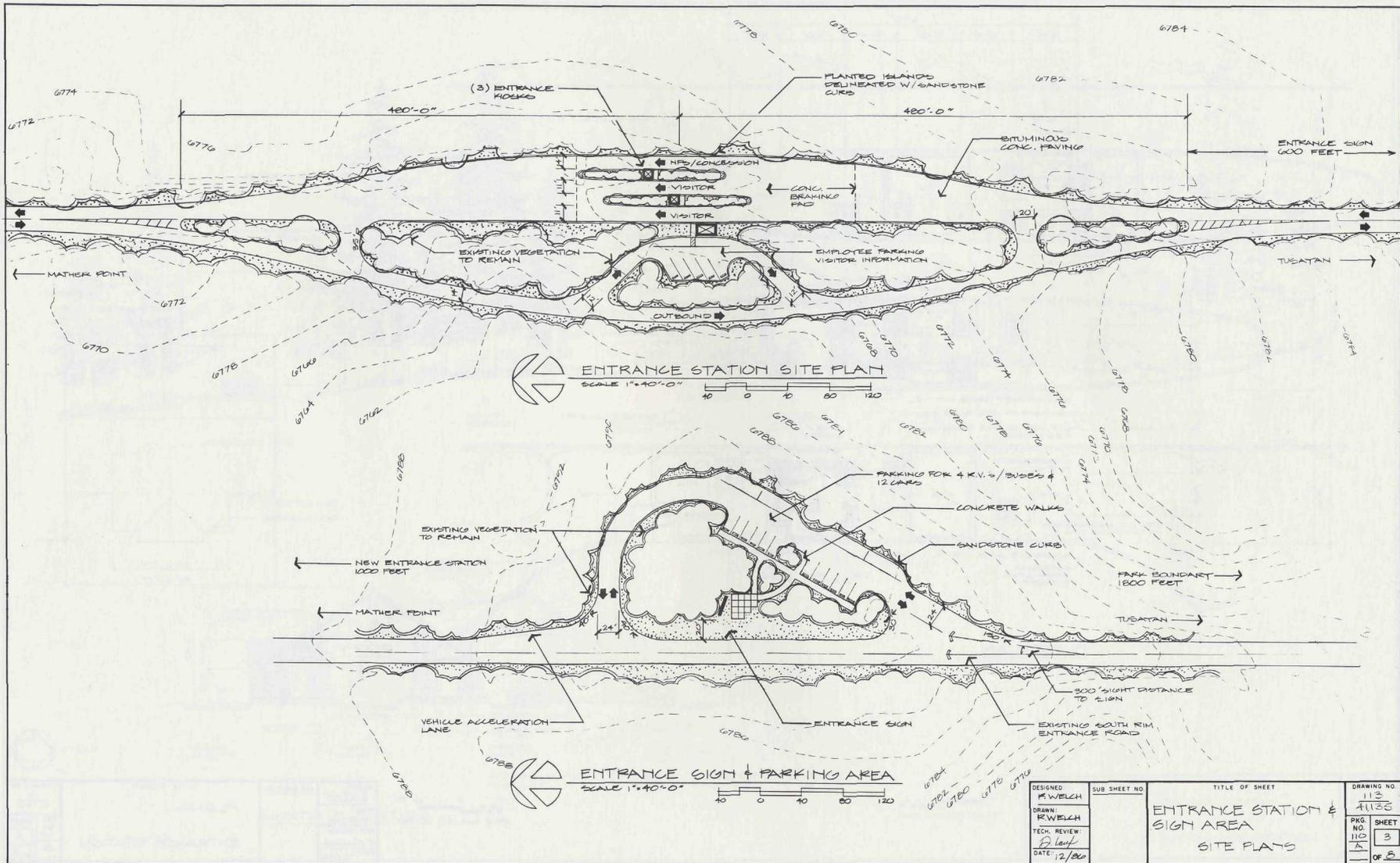


Fig. 19. Site Plans, Proposed South Rim Entrance Station and Entrance Sign, Grand Canyon National Park

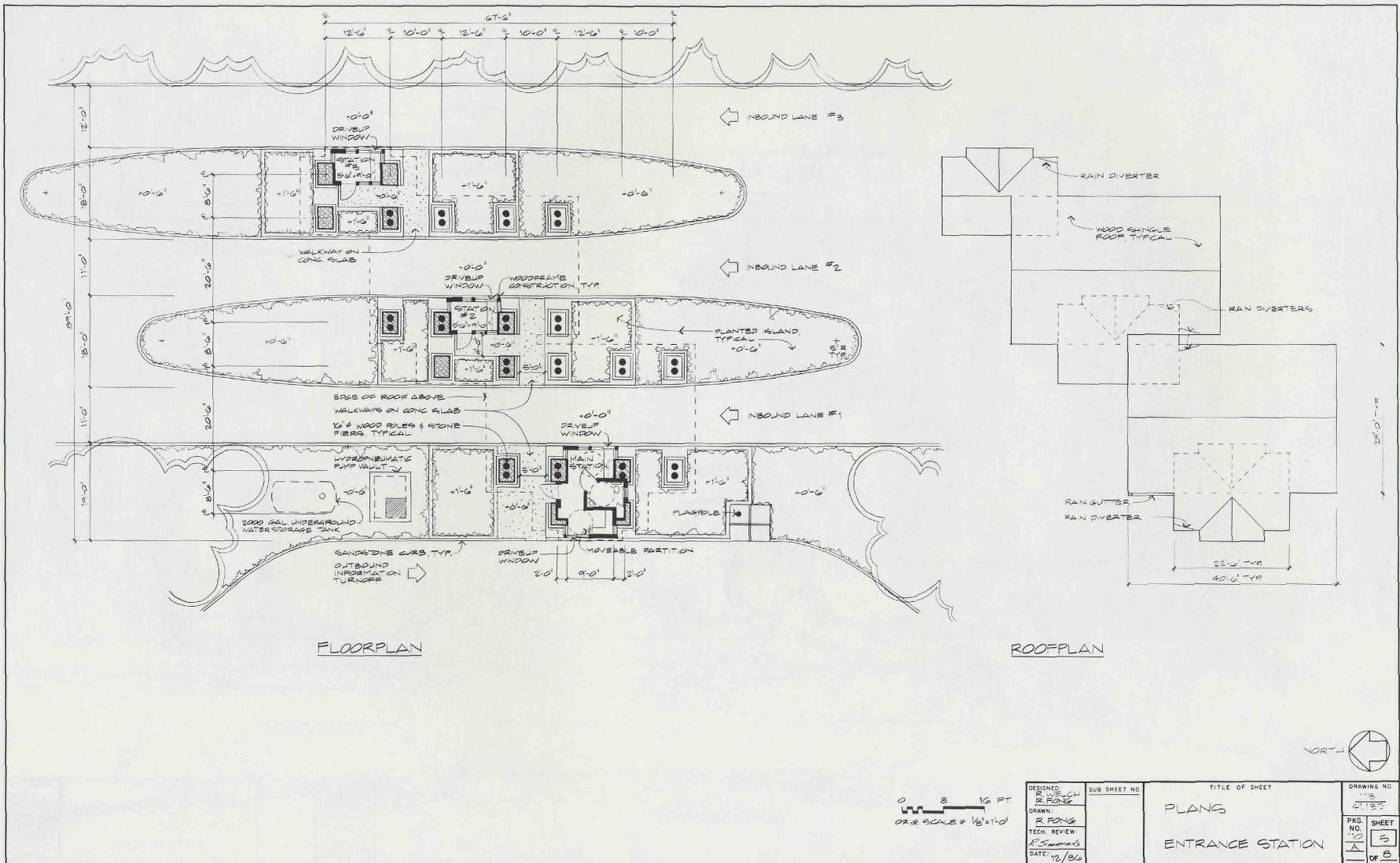


Fig. 20. Floor Plan, Proposed South Rim Entrance Station, Grand Canyon National Park

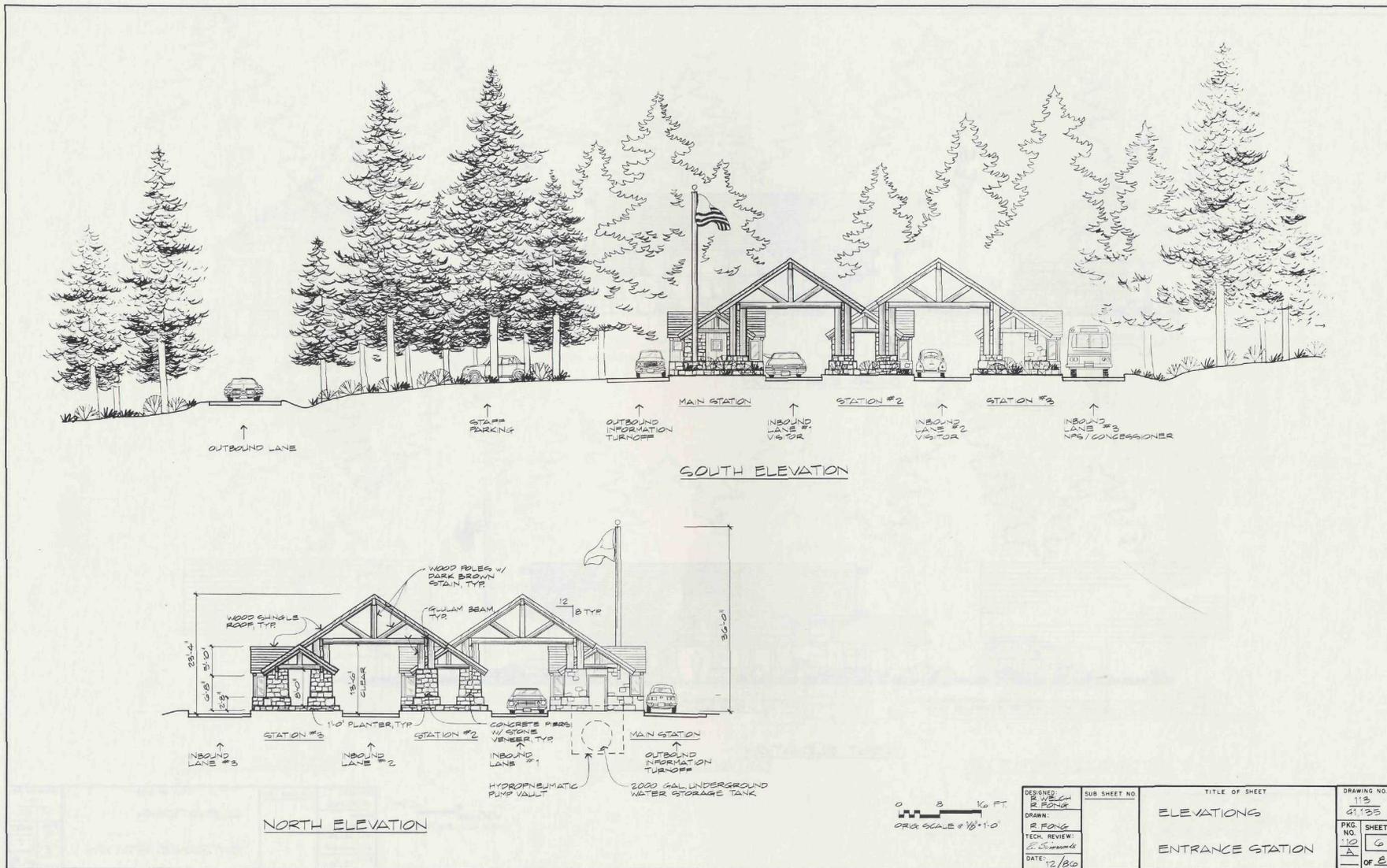


Fig. 21. Elevations, Proposed South Rim Entrance Station, Grand Canyon National Park



Fig. 22. Elevations, Proposed South Rim Entrance Station, Grand Canyon National Park

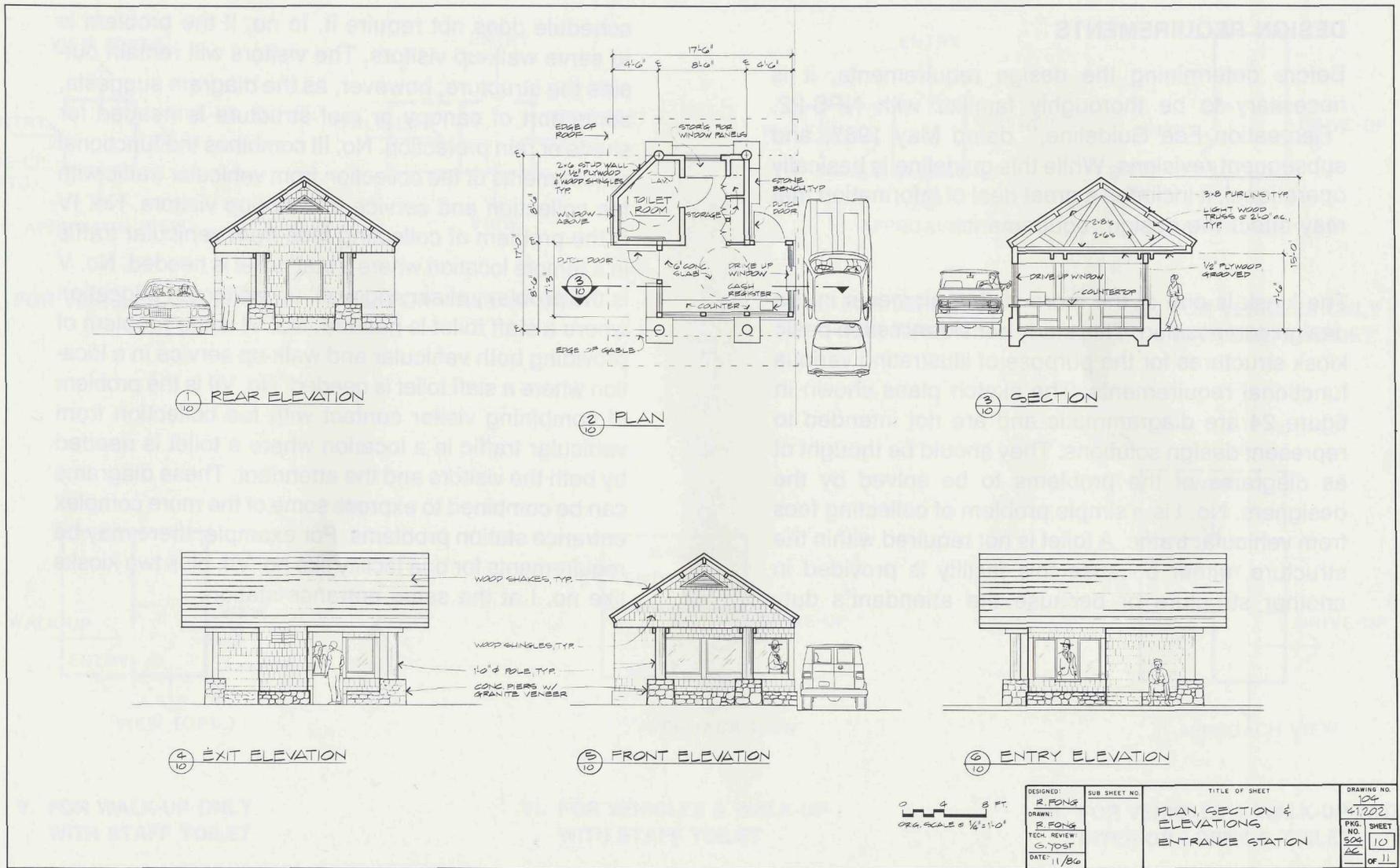


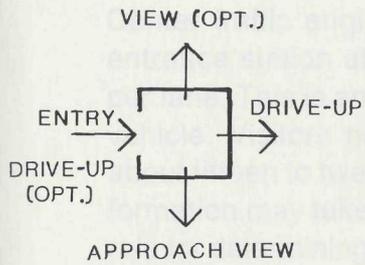
Fig. 23. Plan, Section, and Elevations, Proposed Entrance Station, Upper/Lower River Campground, Yosemite National Park

DESIGN REQUIREMENTS

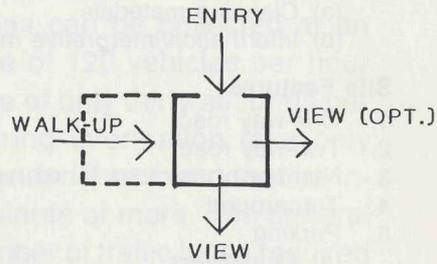
Before determining the design requirements, it is necessary to be thoroughly familiar with NPS-22, "Recreation Fee Guideline," dated May 1987, and subsequent revisions. While this guideline is basically operational, it includes a great deal of information that may affect the design requirements.

The kiosk is one of the more visible elements in the design composition. This study considers seven basic kiosk structures for the purpose of illustrating various functional requirements. The sketch plans shown in figure 24 are diagrammatic and are not intended to represent design solutions. They should be thought of as diagrams of the problems to be solved by the designers. No. I is a simple problem of collecting fees from vehicular traffic. A toilet is not required within the structure, either because this facility is provided in another structure or because the attendant's duty

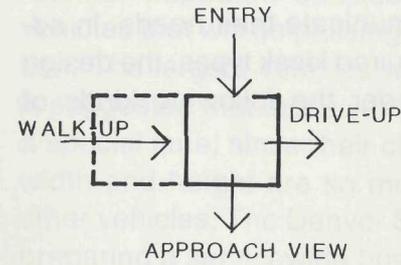
schedule does not require it. In no. II the problem is to serve walk-up visitors. The visitors will remain outside the structure; however, as the diagram suggests, some sort of canopy or roof structure is needed for shade or rain protection. No. III combines the functional requirements of fee collection from vehicular traffic with fee collection and service for walk-up visitors. No. IV is the problem of collecting fees from vehicular traffic in a remote location where a staff toilet is needed. No. V is the problem of serving walk-up visitors in a location where a staff toilet is needed. No. VI is the problem of providing both vehicular and walk-up service in a location where a staff toilet is needed. No. VII is the problem of combining visitor contact with fee collection from vehicular traffic in a location where a toilet is needed by both the visitors and the attendant. These diagrams can be combined to express some of the more complex entrance station problems. For example, there may be requirements for one facility like no. VII, plus two kiosks like no. I at the same entrance station.



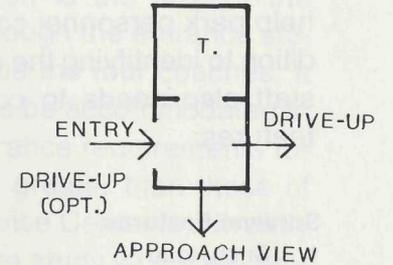
I. FOR VEHICLES ONLY



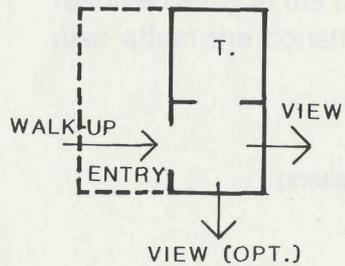
II. FOR WALK-UP ONLY



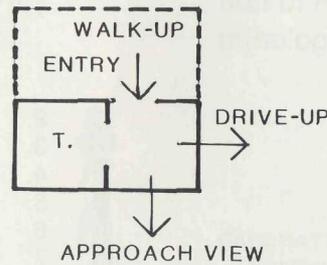
III. FOR VEHICLES AND WALK-UP



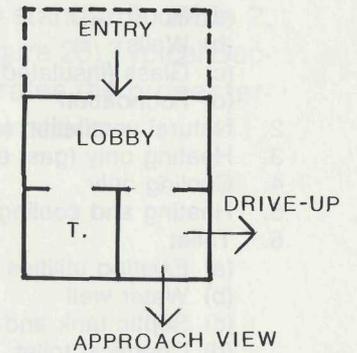
IV. FOR VEHICLES ONLY WITH STAFF TOILET



V. FOR WALK-UP ONLY WITH STAFF TOILET



VI. FOR VEHICLES & WALK-UP WITH STAFF TOILET



VII. FOR VEHICLES & WALK-UP WITH INTERIOR LOBBY & TOILET

Fig. 24. Diagrammatic Functional Requirements

The seven kiosk types illustrated in figure 24 should help park personnel communicate their needs. In addition to identifying the required kiosk types, the design staff also needs to consider the following kinds of features:

Survival Features

1. Snow load
2. Wind load
3. Sand blast due to wind
4. Floods
5. Size of the largest vehicles using the facility
6. Protective barrier for kiosk
7. Vandalism potential
8. Foundation problems (soil conditions, high water table, etc.)

Optional Features

1. Insulation
 - (a) Roof
 - (b) Walls
 - (c) Glass (insulated, tinted)
 - (d) Foundation
2. Natural ventilation (operable windows)
3. Heating only (gas, electric, bottled gas etc.)
4. Cooling only
5. Heating and cooling
6. Toilet
 - (a) Existing utilities (sewer and water)
 - (b) Water well
 - (c) Septic tank and drain field
 - (d) Chemical toilet
 - (e) Vault toilets w/solar energy
 - (f) Oil toilet plus water
 - (g) Electric toilet
7. Electricity and lighting
8. Demountability or movability (seasonal use)
9. Bulletin board
10. Elevated roof canopy over each lane
11. Handicapped accessibility
12. Intrusion alarm system

13. Storage
 - (a) Cleaning materials
 - (b) Information/interpretive materials

Site Features

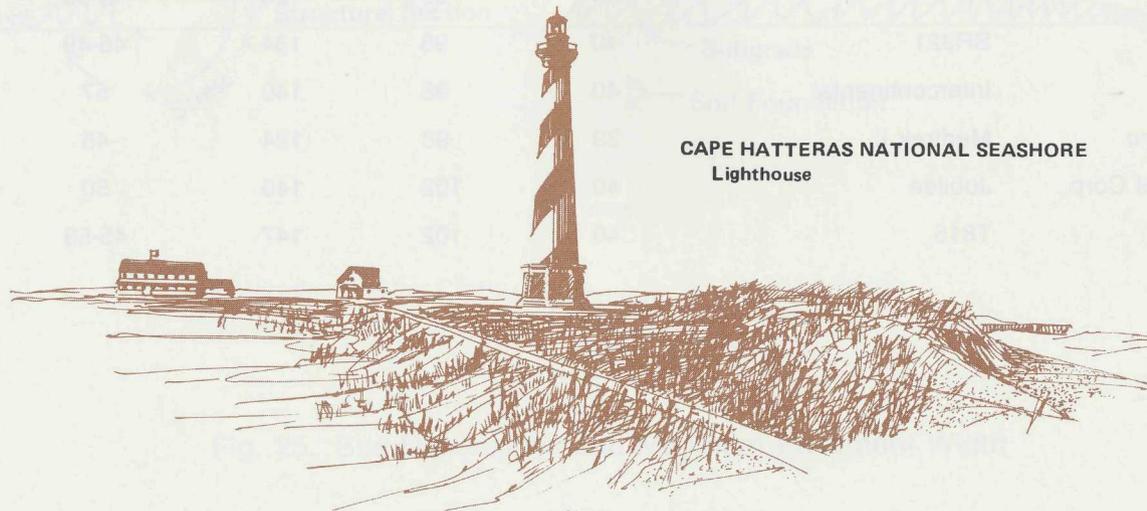
1. One-way road
2. Two-way road
3. Number of entrance lanes required
4. Turnaround
5. Parking
 - (a) Employees
 - (b) Visitors
7. Pulloff for information (park map)
8. Landscaping (any unusual requirements)
9. Traffic gate(s) for entrance control
 - (a) Manual
 - (b) Automatic
10. Park entrance sign
11. Directional and informational sign
12. Flagpole
13. Empty conduits for future needs
14. Automatic traffic counters

Equipment Features

1. Safe (size and location)
 - (a) Floor safe
 - (b) Wall safe
 - (c) Free-standing safe
2. Cash register
3. Brochures (information to visitors)
4. Visitor surveys (information from visitors)
5. Desk
6. Chair or stool
7. Automatic fee collecting machines
8. Cushioned carpet where attendant stands
9. Fire/smoke detection equipment
10. Telephone/radio
11. First aid
12. Fire equipment (rake, shovel, extinguisher)
13. Pollution control within kiosk
14. Computer terminal
 - (a) Current needs
 - (b) Future needs

In accordance with information from Denver Service Center traffic engineer, fees can be collected at an entrance station at the rate of 120 vehicles per hour per lane. This is an average of only thirty seconds per vehicle. Visitors not requiring information take only about fifteen to twenty seconds. Those who require information may take a full minute or more. The general rule for determining the number of traffic lanes required at the entrance station is to take the total number of vehicles in the 30 hours of highest traffic volume per year and divide this number by 30 to get the average traffic per hour for these 30 highest hours. Then, divide this number by 120 to get the number of traffic lanes and kiosks required at the entrance station. Adding kiosks and traffic lanes after initial construction is completed will have an adverse effect on the quality of design. Therefore, it is important that this issue be resolved early in the program formulation phase. It will also affect the construction cost estimate.

Another important consideration is the size of the vehicles that will be passing through the entrance station. The largest vehicles will be the tour coaches. It is suggested that these vehicles be accommodated in a special lane, since their clearance requirements for width and height are so much greater than those of other vehicles. The Denver Service Center is currently preparing a servicewide bus use study which will provide useful information regarding lane width and height requirements. (See table 1, General Specifications—Intercity and Tour Coaches. Also, see figure 25, Bus Dimensions and Minimum Pavement Width.) Another good reference for this type of information is the "Park Road Standards" (National Park Service 1984), which provides the design criteria for NPS roads. The next two exhibits are taken from these standards: table 2, Design Vehicle Dimensions; and figure 26, Typical Section of Park Road. The latter illustrates the proper terminology and will aid in communications.



CAPE HATTERAS NATIONAL SEASHORE
Lighthouse

Table 1. General Specifications—Intercity and Tour Coaches

<u>Manufacturer</u>	<u>Model</u>	<u>Length (feet)</u>	<u>Width (inches)</u>	<u>Height (inches)</u>	<u>Seating Capacity</u>	<u>Weight (pounds)</u>
Motor Coach Industries, Inc.	MC-9	40	96	133	49	26,800
	96A2	40	96	133.3	49	26,000
	96A3	40	96	133.3	49	27,000
	102A2	40	102	133.7	49	26,240
	102A3	40	102	133.7	49	27,250
Eagle International	Eagle 10	40	96	133.5	46-50	26,540
	Golden Eagle II	40	102	136.3	42-53	27,400
Prevost Car, Inc.	Le Mirage XL	40	102	133	47-49	24,610
	H5-60	60	102	144	80	46,400
Neoplan USA Corporation	Skyliner N122/3	40	98	164	76	35,800
	Jetliner N216/3	40	98	130	49	27,900
	Metroliner AN340	40	102	133.5	49	29,360
LAG—Lagusa, Inc.	350T	40	98	136	45	25,400
	300T	40	98	136	49	24,700
Leyland Bus	Olympian	40	98	170	67-88	36,250
Mack	FR-1	40	98	125	45-53	27,750
M.A.N.	SR321	40	98	134.4	46-49	26,800
Setra	Intercontinental	40	98	140	57	44,713
Smith Coach, Inc.	Medtrek II	39	98	124	45	31,000
Transit Financial Corp.	Jubilee	40	102	140	50	26,885
Van Hool	T815	40	102	147	45-53	—

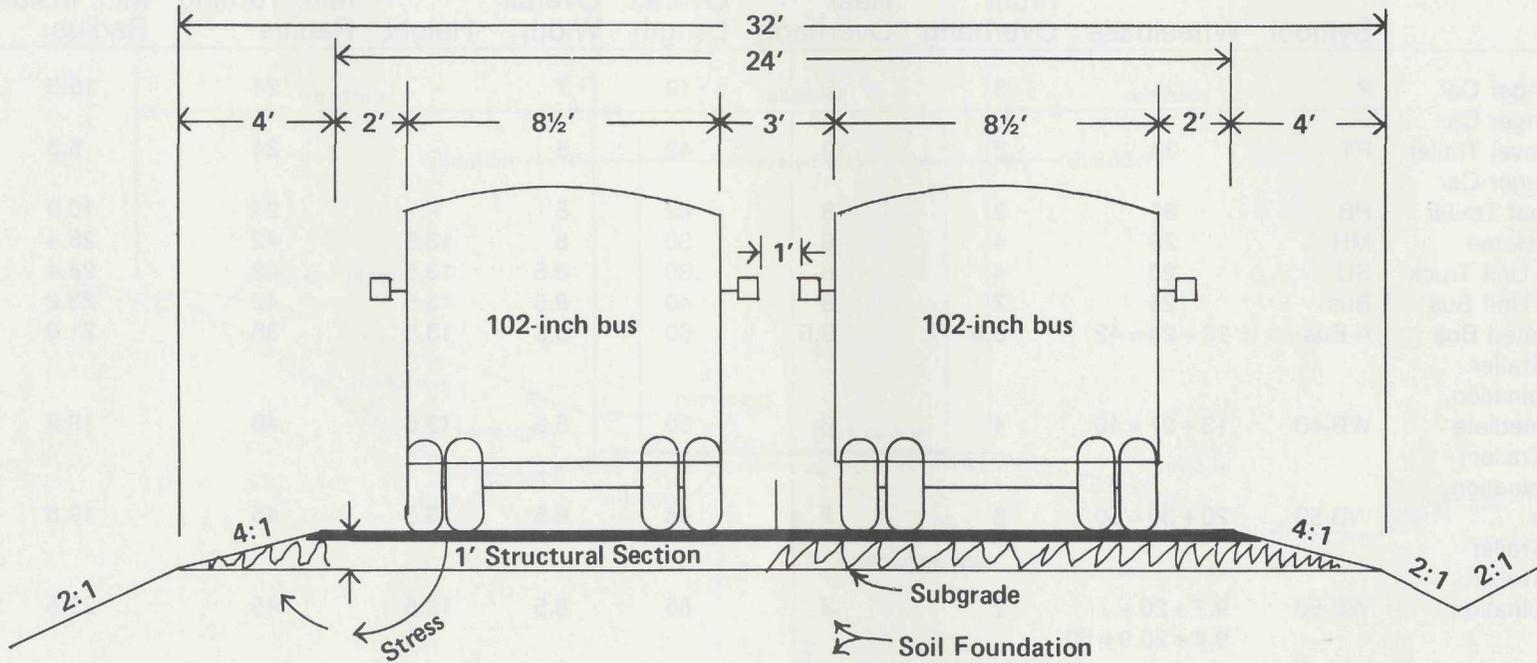


Fig. 25. Bus Dimensions and Minimum Pavement Width

Table 2.
Design Vehicle Dimensions

(Dimensions in Feet)

Design Vehicle Type	Symbol	Wheelbase	Front Overhang	Rear Overhang	Overall Length	Overall Width	Height	Min. Turning Radius	Min. Inside Radius
Passenger Car	P	11	3	5	19	7	-	24	15.3
Passenger Car w/ Travel Trailer	PT	34	3	10	49	8	-	24	5.5
Passenger Car w/ Boat Trailer	PB	31	3	8	42	8	-	24	10.0
Motor Home	MH	20	4	6	30	8	13.5	42	28.4
Single Unit Truck	SU	20	4	6	30	8.5	13.5	42	28.4
Single Unit Bus	Bus	25	7	8	40	8.5	13.5	42	23.2
Articulated Bus	A-Bus	18 + 24 = 42	8.5	9.5	60	8.5	13.5	38	21.0
Semi-Trailer Combination, Intermediate	WB-40	13 + 27 = 40	4	6	50	8.5	13.5	40	19.9
Semi-Trailer Combination, Large	WB-50	20 + 30 = 50	3	2	55	8.5	13.5	45	19.8
Semi-Trailer Full Trailer, Combination	WB-60	9.7 + 20 + 9.4 + 20.9 = 60	2	3	65	8.5	13.5	45	22.5

Compiled From: A Policy on Geometric Design of Highways and Streets. AASHTO, 1984

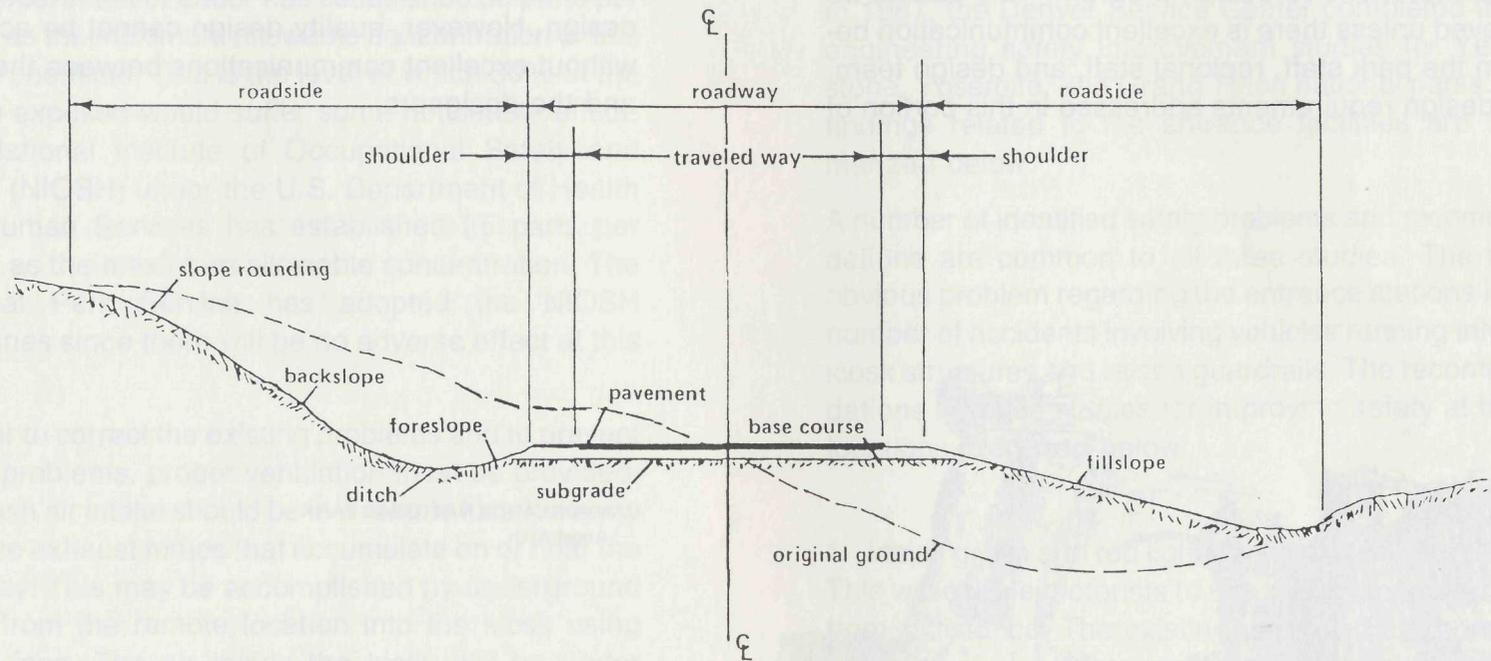


Fig. 26. Typical Section of Park Road

There are so many program variables that it is not possible to arrive at a standard design. Each set of site conditions and architectural character is very different. The best that can be done at this stage of problem analysis is to emphasize the importance of a complete and comprehensive design program. This cannot be achieved unless there is excellent communication between the park staff, regional staff, and design team. The design requirements addressed in this portion of

the guidelines can serve as a checklist to help achieve this level of communication. There may be many other design requirements that management may wish to consider. Also, the design team may wish to suggest requirements which are not included in this document. Excellent communications alone cannot assure quality design. However, quality design cannot be achieved without excellent communications between the users and the designers.



CANYONLANDS NATIONAL PARK
Angel Arch

HEALTH AND SAFETY

There is a problem of accumulating carbon monoxide gas in some of the existing entrance kiosks. This is considered a significant health hazard. The Occupational Safety and Health Administration (OSHA) under the U.S. Department of Labor has established 50 parts per million as the maximum allowable concentration of this deadly chemical. This is the level at which 50% of the people exposed would suffer some noticeable effect. The National Institute of Occupational Safety and Health (NIOSH) under the U.S. Department of Health and Human Services has established 25 parts per million as the maximum allowable concentration. The National Park Service has adopted the NIOSH guidelines since there will be no adverse effect at this level.

In order to correct the existing problems and to prevent future problems, proper ventilation must be provided. The fresh air intake should be in a remote location away from the exhaust fumes that accumulate on or near the roadway. This may be accomplished by underground ducts from the remote location into the kiosk using intake fans. The air inside the kiosk will be under greater pressure than the outside air. Therefore, there will be positive air flow from the inside to the outside. Also, the opening to serve the motoring public should be through a counter-top-high window. If a door is used, it should be a dutch door so that fumes cannot get into the kiosk near the roadway. Another more elaborate

device that may be considered is an air curtain with adjustable baffles. The design of these systems is very important and must be accomplished by a mechanical engineer who specializes in heating, ventilation and air conditioning.

In 1987, the Denver Service Center completed traffic engineering safety improvement studies for Yellowstone, Yosemite, and Grand Teton national parks. The findings related to the entrance facilities are summarized below.

A number of identified safety problems and recommendations are common to all three studies. The most obvious problem regarding the entrance stations is the number of accidents involving vehicles running into the kiosk structures and raised guardrails. The recommendations in these studies for improving safety at these locations are listed below:

1. Install green and red lights over each entrance lane. This will enable motorists to see which lanes are open from a distance. The existing open and closed signs mounted on the kiosk are small and not serving their purpose. If it is believed that green and red lights are not easily recognized by motorists as representing open and closed lanes, then the words open and closed could be used. An illuminated green "OPEN" and red "CLOSED" would allow motorists to see the colors from a distance and the words at a closer range.

2. Install "LANE CLOSED" signs on each of the lane gates to increase the visibility of the gate. When the gate is open, the sign should not be visible to motorists. The existing gates are not visible, especially when a vehicle is parked at a closed kiosk. The vehicle may lead motorists to think the lane is open. Vehicles should not be parked in a closed entrance lane.

3. Continue the double yellow centerline to the left of the last kiosk. This will help guide the motorists leaving and entering the park.

4. If cones are used, position them to channel the motorists from a point on the centerline to the open lane(s), creating a smooth transition.

5. Do not use portable or temporary signs except for emergencies. Replace the portable stop signs with permanent mountings. The placement of the signs should not restrict the rangers' view.

6. Install a white edge line at each edge of the roadway.

7. Install a single white delineator on the right side of the road 2 feet to 8 feet outside the roadway edge.

8. Place information signs off the road and away from the entrance to reduce congestion at the entrance. A campground information sign ahead of the entrance is very helpful. It should be located in an area where a camper or RV could pull off the road. An advance "CAMPGROUND INFORMATION AHEAD" sign should also be installed. Other types of information signs for pullout areas should include distribution boards for all the maps, brochures, and notices that an attendant typically provides to park visitors. Also, information signs should have a "YOU ARE HERE" map on the park and a message that would direct

visitors to other locations where additional information may be obtained.

9. Discontinue the use of raised channelization (guardrails). Channelization should be provided through the use of pavement striping, lane-use markings, and signing.

10. The "Manual of Uniform Traffic Control Devices" should be used as a guideline.

11. Provide a 14-foot-wide lane to accommodate oversized and recreational vehicles at the kiosk. The typical lane width is 11 feet.

12. Install "APPROACHING ENTRANCE STATION" signs 1,000 feet in advance of the kiosk. These signs should be made of reflective material.

13. Install speed reduction signs 750 feet in front of the entrance kiosk.

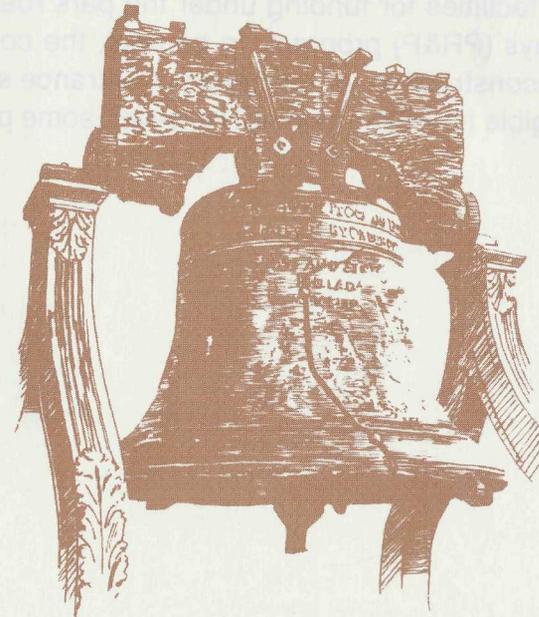
All of these recommendations were made by traffic engineers, whose main concern is traffic safety. Aesthetics was not a major factor in these recommendations. Therefore, the design team must be innovative in the application of these recommendations, and the operation staff must be understanding in order to achieve an attractive entrance station that is also safe for the visitors and NPS staff. An example of factoring in aesthetics as a concern would be using mountable curbs for delineation of the outside roadway edges at the approach and exit areas of the entrance plaza. Changes in paving material may also be considered to delineate desired traffic patterns. There are a number of creative ways of accommodating these important requirements in an attractive manner.

COSTS

The costs of design, construction, operation, and maintenance are important considerations in the development of entrance facilities, as they are for all of the facilities in the National Park Service. However, costs should not be the most important consideration. Entrance features, including fee-collection facilities and entrance and informational signs, are too important to allow development to occur without taking the time to study design alternatives or without paying attention to design details. As a general rule entrance and informational signs must be combined with the entrance station project, thus allowing visual continuity in terms of design quality.

Specifying the use of quality permanent materials, such as stone and heavy timber, tells the contractor that this is an important facility that is intended to last a long time. This influences the bidding and the quality of workmanship. Generally, the better quality materials require a higher quality of workmanship. Therefore, the initial cost of construction will be higher; also, the level of maintenance for the entrance station and its environs should be among the highest in the park, since this is the first facility seen by the public. However, the life-cycle costs of quality, well-maintained facilities may be less, over the long term, than the costs of seemingly cheaper alternatives.

In many cases, the simpler entrance stations are among the smaller projects in terms of cost. For example, the Harpers Ferry kiosk cost less than \$10,000. The bulk of the road-related projects will cost between \$100,000 and \$200,000, and a large portion of this amount will be road construction and utilities. However, major entrance stations may be much more costly. For example, the proposed new entrance station for the South Rim of the Grand Canyon is estimated to cost \$778,000. Of this amount, \$456,000 is estimated for road construction, landscaping, and site utilities, and \$322,000 is estimated for the three buildings, the elevated roof canopy, and building mechanical and electrical systems. Individual entrance stations will vary greatly in size, complexity, and cost.



FUNDING

In response to recent legislation authorizing the collection of entrance fees, the National Park Service has initiated steps to install or upgrade entrance stations.

The FY 1987 Appropriations Bill provided funding to the National Park Service to initiate fee collection at a number of the national parks and monuments. For further details regarding this appropriation bill, see appendix B, "Federal Recreation Fee Legislative History."

The Central Direct Federal Division, Federal Highway Administration, has requested that a policy be issued on the eligibility of construction and improvement of entrance facilities for funding under the park roads and parkways (PR&P) program. In general, the construction, reconstruction, or relocation of entrance stations is ineligible for PR&P funding. However, some portions

of these facilities are eligible. The distinction is as follows:

Eligible for PR&P Funding:

- parking pullouts
- island curbing
- adjacent safety sidewalks
- traffic signs and markings

Ineligible for PR&P Funding:

- area within curbed island
- area behind curb or edge of roadway
- site grading
- landscaping
- building pads
- kiosk and support buildings
- utilities
- flagpoles
- entrance signs

CONCLUSION

The entrance stations and their immediate environs are important features of the national parks and deserve careful attention in their design and construction. There are basically two ingredients needed to produce a quality product. They are concern and expertise.

Recognizing the impression the entrance station makes on visitors is the first step in increasing our concern. These facilities should be permanent, substantial, representative of the best in the National Park Service, welcoming, and appropriate for the site. They should reflect the architectural character and spirit of the park as well as meeting all functional requirements.

Design professionals have the expertise needed to achieve these objectives. The National Park Service enjoys a fine reputation in this country, and around the world, for the outstanding job it does. The American taxpayers feel that they are getting a lot for their tax dollars that go to the Service. The reason for this is that the National Park Service has many fine dedicated employees who make this system work. These dedicated employees can be found everywhere in the National Park Service. Most of them are specialists in their work. Just as the rangers are specialists, so are the architects, landscape architects, and engineers. These specialists must be involved in the design process, and they must work closely with the park staff, who know the park resources so well, in order to achieve quality design.

The design of entrance signs, informational signs, pulloffs, overviews, and public comfort stations located in the vicinity of the park entrance should be combined with the entrance station project, thus providing visual continuity.

While the emphasis of these guidelines is to improve communications at the initial phase of design in order to eliminate the need for future additions, it is recognized that this may not always be possible. Future changes in traffic patterns and public use may affect the entrance facilities causing the need for alterations and/or additions. If and when these changes occur, the services of the design professionals must be used to assure the continuation of high quality design.

FIRE ISLAND NATIONAL SEASHORE
William Floyd Estate



VISITOR FEES IN THE NATIONAL PARK SYSTEM: A LOOK BACK

By
Barry Mackintosh

The national parklands are not free. They represent major financial investments by the federal government. The older parks were established on the public domain or donated lands, but they still needed and continue to need expensive development, staffing, and maintenance. Many later additions to the National Park System have also required large public expenditures for land acquisition.

Throughout the history of the System there have been differences of opinion—often sharp—as to how these expenses should be borne. One side has held that admission to the parks and the use of most park facilities and services should be without specific charge to the visiting public, which is to say that the full cost of the parks should be paid by the general taxpayer. The other side has held that people actually using the parks should pay, through entrance and user fees,* a proportionately greater share than the public at large. In

*In this paper, as in current official parlance, “user fees” are charges for specific facilities within parks and exclude entrance fees, even though the latter are charges for the use of parks as a whole.

recent times few have contended either that the parks should be entirely supported by their users or that all facilities, such as developed campsites, should be “free”; the issue has narrowed for the most part to whether and where entrance fees should be levied and how much should be charged for park entry and use of developed facilities.

In these high-deficit times, there is more pressure than ever to cut federal expenditures and increase revenues. National parks represent “nonessential” spending (as much as we hate to admit it), and most of their visitors are relatively prosperous folk who have the money and leisure to travel, who willingly pay the higher charges levied at commercial attractions, and who would be unlikely to forego the parks if fees there were raised to levels commensurate with their values. These considerations have inspired proposals under both the last Democratic and current Republican administrations to increase entrance and user fees, in effect reducing the extent to which the general taxpayer subsidizes the park goer. Such proposals have encountered strong opposition in Congress, where key members have led the fight to freeze or hold down direct charges to the visiting public.

In common with other government innovations before and since, the first national park was promoted to Congress as requiring no appropriated funds. Yellowstone’s backers contended that concessioner rents would provide all the income needed for its administration. Six

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years after its establishment in 1872, the park did start receiving appropriations for boundary marking and protection, but the need was billed as temporary.

In 1908 Mount Rainier became the first park at which the government (as opposed to concessioners) levied visitor fees. The charges were for auto permits, Mount Rainier also being the first to admit automobiles. Cars and fees for their entry followed at General Grant (Kings Canyon's forerunner) in 1910, Crater Lake in 1911, Glacier in 1912, Yosemite and Sequoia in 1913, Mesa Verde in 1914, and Yellowstone in 1915. In 1916 seasonal auto permits ranged from \$2 at Glacier and Mesa Verde to \$10 at Yellowstone, with lower rates for single trips. A year later single-trip permits were abolished and the season trip rate was reduced in most cases to the former single-trip rate, from \$7.50 at Yellowstone down to 50 cents at General Grant.

The ideal of self-supporting parks still received rhetorical homage and was actually achieved on occasion. Yosemite turned a profit, primarily from concessions, in 1907; and Yellowstone's receipts exceeded expenditures in 1915 and 1916, when automobiles were first admitted there. During the 1914 season 1,594 auto permits were issued at Mount Rainier, and its superintendent "confidently predicted that park revenues will be sufficient to meet the expenses of an economical administration of park affairs as soon as the present road is permanently improved and safety and comfort assured to automobile users." In the 1917

annual report of the National Park Service, Acting Director Horace M. Albright was equally optimistic, foreseeing that "the time will soon come when Yellowstone, Yosemite, Mount Rainier, Sequoia, and General Grant National Parks and probably one or two more members of the system will yield sufficient revenue to cover costs of administration and maintenance of improvements."

Far more than would later be the case, the Park Service was the highly motivated to levy and collect auto fees, which were justified as offsetting the cost of park road construction. The receipts were held in a special account and could be spent for park purposes without congressional appropriation. Congress viewed this arrangement as circumventing its prerogatives, however, and beginning in 1918 required fee receipts to go to the General Treasury. Inevitably, this reduced the Service's incentive for fee collection.

A key policy letter the Service prepared for Secretary of the Interior Franklin K. Lane's signature in 1918 directed that "automobile fees in the parks should be reduced as the volume of motor travel increases." The volume increased rapidly, and the fees—high by current standards even after the 1917 reduction—were cut again in 1926. Rep. Louis C. Cramton, chairman of the House Interior appropriations subcommittee, wanted still lower charges. In his view, auto permits should serve only a regulatory function, not be expected to produce revenue. He suggested a seasonal pass that

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would admit a car to all national parks "for one or two dollars."

The Bureau of the Budget opposed this revenue curtailment, and Director Stephen T. Mather objected to the concept on other grounds, telling Cramton: "In connection with the general fee for the parks there is a little question of psychology. You know yourself if a man goes to a park like Mesa Verde he should spend the entire summer there. Under your plan I am afraid that if there is one fee for all parks you would stimulate the desire to keep moving around, and they would only spend a few hours in one park." Cramton called Mather's argument "quite fanciful," seeing no reason why a single permit would cause people to slight the parks more than they did already. Some 40 years later his idea would be adopted.

Secretary Lane's letter also called for "a system of free camp sites. . . with adequate water and sanitation facilities" in the parks. When the auto permit fees were cut in 1926, the Budget Bureau pressed for campground charges to offset the lost income. Mather and Cramton were united against such charges, believing that people would stay outside the developed campgrounds to avoid them. Cramton inserted in the fiscal 1928 Interior appropriations bill a provision forbidding appropriations to any park collecting campground fees. Horace Albright, who succeeded Mather as director in 1929, was more sympathetic to the idea. "That is a more equitable fee than the automobile fee, because

if you come in a national park and you bring your own camp equipment, you pay \$3 and go to these camp grounds where you have comfort stations and tables and water, and you can stay there all summer and enjoy yourself," he told the appropriations subcommittee in 1932. "Someone else might go to the hotel, not getting any use of the Government facilities except the road, but it would cost them just as much money." But the campground fee prohibition was legally perpetuated until 1965.

The tremendous expansion of the Park System in the 1930s, when numerous historic sites and structures needing costly restoration and maintenance were acquired, increased the servicewide disparity between income and outgo. Although the old vision of a self-supporting park system was largely forgotten, most concerned members of Congress now agreed that park users should do more to share the cost. In 1935 President Franklin D. Roosevelt's Budget Bureau instructed the Service to develop a more broadly based visitor fee structure. Announcing new fees for more parks and service in 1939, Secretary Harold L. Ickes stated that "those who actually visit the national parks and monuments should make small contributions to their upkeep for the services those visitors receive which are not received by other citizens who do not visit the parks that are available to them, but who contribute to the support of these parks." Charges remained nominal, ranging from 10 cents at some historical areas to \$3 at Yellowstone.

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Following World War II, greatly increased visitation boosted revenues, but deteriorating park facilities, the addition of still more areas with low or no fees, and inflation further reduced their ratio to appropriations. Pressure from the House appropriations committee forced a fee increase in 1953, but the costly Mission 66 development program inaugurated three years later made for a still bigger deficit. “Does this seem fair, equitable, and wise, or should the visitors to the parks pay a larger proportion of the expenses—more than about 6 percent in 1959?” historian John Ise asked at the end of the decade.

In 1962 the Outdoor Recreation Resources Review Commission reported to the President and Congress on the nation’s recreational needs. Its report inspired what would become the Land and Water Conservation Fund Act of 1965. Frequently amended, this act served thereafter as the basic fee collection authority for the National Park Service and other federal bureaus administering recreational lands.

Under the act, all proceeds from visitor fees collected by the bureaus, together with income from other specified sources, would go in a separate Treasury account for recreational land acquisition. The act authorized a \$7 annual permit—the “Golden Eagle”—good for all areas with entrance fees, lesser charges for visits to single areas, and user fees for developed facilities within areas, such as campgrounds.

Revenues under the act fell far short of estimates, causing its amendment in 1968 to add offshore oil and gas leasing receipts to the fund. Of the several fee-collecting bureaus, only the Park Service contributed enough to justify its participation. Even so, it did not begin to levy campground fees until 1970. Another amendment to the act that year raised the Golden Eagle permit to \$10. A free Golden Age Passport for persons 62 and older was authorized in 1972.

Also beginning in 1972, visitor fee revenues no longer went to the Land and Water Conservation Fund but to a special Treasury account “for appropriation, without prejudice to appropriations from other sources for the same purposes, for any authorized outdoor recreation function of the agency by which the fees were collected.” Although this arrangement was envisioned as an incentive to fee collection, in practice it would prove impossible for the Office of Management and Budget and Congress to ignore the existence and level of fee receipts in recommending and making appropriations to the agencies from other sources. Rather than treating fee income as a bonus, OMB came to see it as a means of offsetting the Service’s budget requests and urged higher fees for just that purpose.

The Corps of Engineers, which administered recreational facilities at certain reservoirs, was a reluctant partner in the interagency fee system. It succeeded in exempting itself from entrance fees in 1972, and the

next year its friends in Congress prepared an amendment to earlier Corps legislation that would prohibit user fees in Corps areas for common day use facilities and for campgrounds without flush toilets, showers, and other specified amenities. As enacted, the provision amended the Land and Water Conservation Fund Act and thus applied to all federal recreation providers, including the Park Service. Few Service or other government campgrounds qualified for fee collection under the new law, forcing the agencies to drop their charges in the middle of the 1973 season. Congress corrected this unintended result in 1974 with yet another amendment requiring fewer amenities for campground charges. Coincidentally, the Forest Service discontinued entrance fees at its national recreation areas, leaving the Park Service the sole bureau charging for entry. The Golden Eagle thus lost its inter-agency status, becoming a Park System permit only.

The Park Service undertook a study of its visitor fee system in 1976-77. It found that in 1976, entrance and/or user fees had been levied at 116 units of the System (less than half the total) and had yielded \$16.9 million: \$9 million (53%) from entrance fees, \$6.4 million (38%) from user fees, and \$1.6 million (9%) from Golden Eagle sales. Of the 66 parks charging entrance fees, 10 collected two-thirds of the revenue; of the 77 charging user fees (mostly for camping), 10 collected three-fifths of the total. It was clear that entrance fees were more profitable than user fees and that a few areas—for the most part the large western parks—brought in a disproportionate share of revenues in both categories. The latter factor made Service managers

reluctant to adopt an incentive system, proposed by Interior officials, whereby parks collecting more fees would receive more in return. As the study report noted, fee receipts were not necessarily within a park's control, an incentive system might cause superintendents to overly stress collection, and the parks that received the most revenue were not always those most in need of more money.

Under heavy pressure from OMB, which slashed \$12 million from the Service's fiscal 1980 budget request and advised it to raise the money itself, the Service planned more and higher fees to become effective that year. The additional revenues, forecast at more than 70 percent over the 1978 level, were to go for park maintenance. Sen. Dale Bumpers and Rep. Philip Burton, chairmen of the congressional subcommittees on parks, condemned the proposed increase. Burton, an heir of Cramton in his philosophical opposition to fees, put through a bill freezing entrance fees at their January 1, 1979, levels and forbidding them where they did not then exist. Greater income from the most lucrative revenue source was thus sharply limited, leaving camping and other user fees the only means of significantly increasing the visitor's share of park costs.

The Service's fee-collection program suffered a further blow in 1980, when Congress required all fee income to be deposited again in the Land and Water Conservation Fund. The effect was to virtually eliminate whatever financial incentive remained to park managers: Their costs could no longer be reimbursed from their receipts, as they were under the special ac-

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count, and their parks would benefit little or not at all from the proceeds.

The new administration of President Ronald Reagan was in full agreement with the outgoing Carter administration on visitor fees as a desirable way to offset general revenue appropriations for the parks and other federal recreation areas. It sought to regain the initiative with its "Recreation Fees and Improvements Act of 1982," a draft bill sent to Congress that February. Returning to an interagency approach, the bill would authorize all federal recreation providers to collect entrance fees, repeal most legal restrictions on collection, eliminate the \$10 ceiling on the Golden Eagle, and enable each agency's revenues to be returned to a special account for its use. But a provision allowing agencies "to require an admission permit for the occupancy and use of Federal lands for hunting and fishing" caused such an outcry that the bill was hastily withdrawn.

The administration tried again in July with a bill titled "National Park System Fee Dedication and Park Improvement Act of 1982," a more modest proposal affecting only the Park System. The new bill would place the Service's fee receipts in a special appropriations account for "the repair, maintenance, and improvement of facilities, the provision of safety and services, and the restoration, protection, and preservation of natural and cultural resources, for the benefit and enjoyment of visitors to the National Park System." The freeze on entrance fees would be eliminated (but not the \$10 ceiling on the Golden Eagle).

Congress did not act on the bill before adjournment. A similar bill was transmitted to the next Congress in March 1983, but as of mid-1984 its passage appeared unlikely.

Why the reluctance? A General Accounting Office study of park entrance fees in 1982 documented how low they were by historical standards and relative to those at comparable private attractions. It suggested that the fees be raised an average 150 percent, commensurate with a Golden Eagle increase to \$25. It also noted some of the incidental benefits of entrance fee collection, such as the contact engendered between Service personnel and visitors. But Congress was unpersuaded, apparently preferring to spread park costs among the public at large rather than risk offending park visitors by asking them to pick up more of the tab. Although park supporters favored the purposes for which the administration proposed to allocate fee revenues, they were well aware that higher fees were wanted to supplant, rather than supplement, normal appropriations. Under the circumstances, their support for such initiatives tended to be nominal at best.

A carload now pays \$3 for admission to Yosemite, currently the highest entrance fee area in the National Park System. Considering that the maximum fee levied in 1926 was also \$3 (at Yellowstone), the national parks must be among the biggest tourist bargains anywhere. Whether they should be quite such bargains remains a matter for debate.

FEDERAL RECREATION FEE LEGISLATIVE HISTORY

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The Land and Water Conservation Fund Act of 1964 was the first legislation to authorize specific fees for outdoor recreation. The following table is a chronological listing of the legislative actions that have affected the recreation fee program since 1964.

Legislative Action & Date Enacted	Purpose
Land & Water Conservation Fund (L&WCF) Act P.L. 88-578 Sept. 3, 1964	Created a separate fund to preserve and develop public outdoor recreation resources; provided that entrance, admission, and other recreation user fees collected by federal agencies would be credited to this fund (entrance fees could only be charged at areas where recreation facilities are provided at federal expense); authorized President to designate land or water areas administered by federal agencies where fees would be charged; prohibited fee collection for use of any waters; established an annual entry fee of \$7 for the purchaser and persons accompanying him/her in a private auto to fee areas.
Amendment to the L&WCF Act P.L. 90-401 July 15, 1968	Amended the L&WCF Act by earmarking receipts from offshore oil leases as a new revenue source for the L&WCF; guaranteeing a minimum of \$200 million per year in the fund, doubling its previous average; and repealing authority for a coordinated approach to federal recreation fee collection, effective March 31, 1970. Congress repealed the fee program because of disappointing fee revenues, difficulty in collecting daily user fees, overrepresentation in revenue from NPS, lack of public support, and high collection costs. Also, recreation fees collected were to be credited to a separate fund in the General Treasury, not the L&WCF.
Rivers and Harbors and Flood Control Act P.L. 90-483 August 13, 1968	Section 210 of this act disallowed entrance or admission fees at public recreation areas located at lakes or reservoirs managed by the Corps of Engineers. User fees were to be collected only for "highly developed facilities" requiring personnel for continuous maintenance or supervision. The Corps suspended fee collection for almost 2 years until the Secretary of the Army published a list of fee areas consistent with section 210.

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Legislative Action & Date Enacted	Purpose
Amendment to the L&WCF Act P.L. 91-308 July 7, 1970	Amended the L&WCF Act by extending the original fee authorities of the act by 21 months; raising the annual Golden Eagle Passport to \$10; and charging the Secretary of the Interior to submit a report on fee policies to Congress. The law did not mention section 210 of the Rivers and Harbors and Flood Control Act, thus exempting the Corps from participating in the fee program.
Amendment to the L&WCF Act P.L. 92-347 July 11, 1972	Outlined the structure of the current fee program with the following provisions: <ul style="list-style-type: none">a) limited collection of entrance or admission fees to designated units of the national park system and national recreation areas administered by the Department of Agricultureb) established a \$10 annual admission permit (Golden Eagle Passport) for persons entering in "private, non-commercial vehicles" and fees for visitors who do not purchase the annual permitc) created a free annual entrance permit (Golden Age Passport) to allow persons at least 62 years old free access to free areas and a 50 percent discount on daily user feesd) required collection of daily user fees for specialized sites, facilities, equipment, or services related to outdoor recreation and furnished at federal expensee) designated recreation fees to a special account in the Treasury to be administered in conjunction with, but separate from, the revenues of the L&WCF and authorized for outdoor recreation purposesf) required an annual fee report to Congressg) provided guidelines for use of the Golden Eagle insignia and royalties credited to L&WCF

APPENDIX B.

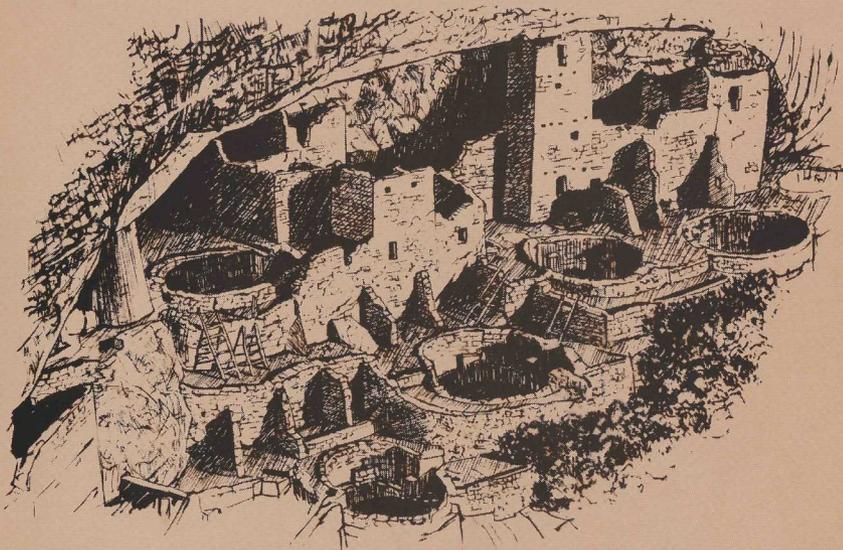
Legislative Action & Date Enacted	Purpose
Amendment to the L&WCF Act P.L. 93-81 Aug. 1, 1973	Prohibited fees for recreational use of facilities or areas used by most visitors. Examples cited included lightly developed backcountry campsites, picnic areas, boat ramps with no mechanized equipment, drinking water, roads, trails, visitor centers, scenic drives, toilet facilities, and overlook sites. The law specified prerequisite services needed in campgrounds before user fees could be charged, clarified the definition of a "single visit" to allow visitors with entrance permits exit and reentry to a single designated area for a period of 1 to 15 days, and discontinued fee collection at federally operated campgrounds.
Amendment to the L&WCF Act P.L. 93-303 June 7, 1974	<p>Reinstated fee collection at federally operated campgrounds, with the following provisions:</p> <ul style="list-style-type: none"> a) allowed non-vehicle entrance to be covered by the Golden Eagle and Golden Age passports b) designated the Golden Age Passport as a lifetime pass for U.S. citizens and eligible aliens residing in the U.S. c) prohibited user fees for services such as drinking water, wayside exhibits, and visitor centers d) demanded less stringent prerequisites for charging fees in campgrounds, eliminating the requirements for flush toilets and showers e) allowed visitor reservation services to be contracted out f) prohibited admission fees charged at areas operated and maintained by a federal agency and used for outdoor recreation purposes, other than those fee areas already designated g) made Golden Eagle Passports available at any federal recreation fee area rather than at post offices h) made at least one primitive campground, with no charge, available at Corps managed lakes and reservoirs where camping is permitted

APPENDIX B.

Legislative Action & Date Enacted	Purpose
Act of Oct. 12, 1979 P.L. 96-87	Section 402 of this act froze entrance fees at all units of the national park system as of January 1, 1979.
P.L. 96-344 Sept. 8, 1980	Created the Golden Access Passport, which grants lifetime entrance to federal fee areas and a 50 percent discount in user fees to blind and permanently disabled people. A "single visit" was redefined and limited to a 15-day stay.
FY 1981 Interior Appropriations Act P.L. 96-514 Dec. 12, 1980	Designated that federal recreation fees would be paid into the L&WCF, thus no longer requiring the special account created by P.L. 90-401.
FY 1982 Energy and Water Development Appropriations Act P.L. 97-88 Dec. 4, 1981	Exempted the Corps of Engineers from the provisions of P.L. 96-514 and specified that user fees collected by the Corps would still be deposited in a separate account.
Emergency Wetlands Resources Act P.L. 99-645 Nov. 10, 1986	Authorized the U.S. Fish and Wildlife Service to initiate an entrance fee program on selected national wildlife refuges outside of Alaska. Provisions included: <ul style="list-style-type: none"> a) top fee of \$7.50 per vehicle for single visits b) top fee of \$3 per person for single visits c) use of the Golden Eagle, Golden Age, and Golden Access Passports as provided in L&WCF legislation d) use of the federal Duck Stamp as a passport to all fee-collecting national wildlife refuges; price to be \$10 in 1987 and 1988, \$12.50 in 1989 and 1990, and \$15 in 1991 and thereafter

APPENDIX B.

Legislative Action & Date Enacted	Purpose
FY 1987 Continuing Appropriations Act P.L. 99-591 Oct. 30, 1986	<p>e) no appropriation to start up this program</p> <p>f) distribution of 30 percent of single-visit entrance fees, Golden Eagle Passport sales, and user fees to the Migratory Bird Conservation Account (MBCA) for purchase of wetlands</p> <p>g) distribution of 70 percent of single-visit entrance fees, Golden Eagle Passport sales, and user fees to the Migratory Bird Conservation Account (MBCA) for purchase of wetlands</p> <p>h) confirmation that 100 percent of Duck Stamp sales would continue to support the MBCA</p> <p>i) allowance for volunteers to collect fees</p> <p>Authorized a one-year NPS entrance fee program. The major components include the following:</p> <p>a) top fee of \$5 per vehicle</p> <p>b) top fee of \$3 per person</p> <p>c) children 12 and under exempted from entrance fees</p> <p>d) authorization for an annual park specific pass not to exceed \$15</p> <p>e) price of the Golden Eagle is raised to \$25 annually</p> <p>f) urban parks exempted from collecting entrance fees</p> <p>g) \$3.5 million in additional funds provided to cover operating costs</p> <p>h) \$15 million direct appropriation provided to enhance park operations in the areas of resource management, research, interpretation, and maintenance related to resource protection</p>



MESA VERDE NATIONAL PARK
Cliff Palace

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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