

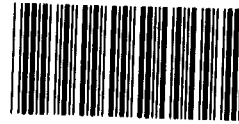
GAO

Report to the Chairman, Environment,
Energy, and Natural Resources
Subcommittee, Committee on
Government Operations, House of
Representatives

June 1991

FEDERAL LANDS

Improvements Needed in Managing Concessioners



144099



United States
General Accounting Office
Washington, D.C. 20548

Resources, Community, and
Economic Development Division

B-243993

June 11, 1991

The Honorable Mike Synar
Chairman, Environment, Energy,
and Natural Resources Subcommittee
Committee on Government Operations
House of Representatives

Dear Mr. Chairman:

In your June 1, 1990, request, you asked us to identify (1) the laws and policies governing recreation concession operations on federal lands, (2) the total number and types of concession agreements, and (3) the total return to the government from concession operations. This report builds on our March 21, 1991, testimony before your Subcommittee which described the results of our work as of that date.¹ Our review involved federal recreation resources managed by six agencies: the National Park Service, Bureau of Land Management, U.S. Fish and Wildlife Service, and Bureau of Reclamation within the Department of the Interior; the Forest Service within the Department of Agriculture; and the U.S. Army Corps of Engineers within the Department of Defense.

Results in Brief

No one single law authorizes concession operations, and no agency maintains a complete data base to identify the number and types of concession agreements. Further, total compensation to the federal government for the use of its recreational resources cannot be calculated because of incomplete financial data and nonfee considerations that are not reported.

The six federal agencies identified 11 different laws governing concession agreements and operations. Many of these laws are agency-specific and allow the agencies broad discretion in establishing policies regarding such things as the terms and conditions of concession agreements, associated fees, and the extent of agency oversight.

The total number of concession agreements is not known or documented by any of the six agencies. Only the Park Service maintains a centralized data base on concession agreements; however, its information is not complete. At our request, the six agencies identified over 9,000 concession agreements in effect in 1989.

¹See Recreation Concessioners Operating on Federal Lands (GAO/T-RCED-91-16, Mar. 21, 1991).

The six agencies do not collect the data needed to assess the total return to the government from all concession operations. Also, some agency field office managers are permitted to trade fees for nonfee compensation, such as capital improvements to government-owned facilities. Information is generally not reported to headquarters on most of these nonfee compensation arrangements. Financial information on about 90 percent of the 9,000 agreements. We determined that in calendar year 1989 the federal government received from these agreements about \$35 million in concession fees from gross concession revenues of about \$1.4 billion. This amount represents an average return to the government of about 2 percent.

Background

Each year millions of people visit federal recreation lands. Visitor accommodations and services on these lands are provided by private entrepreneurs under concession agreements entered into with the federal agencies responsible for administering the lands. Concession-operated services include restaurants and snack bars; souvenir shops; marinas; ski lifts; sightseeing tours; guided fishing, hunting, and rafting trips; and a variety of other services.

In recent years, attention has been focused on issues such as the quality of services provided to the public by concession operators, the fairness of the charges to the public for these services, the extent of concessioners' profits, and the fees paid to the government by these concessioners. Since 1975, we and the Department of the Interior's Inspector General have reported on concessioner issues. (See app. I.) For example, we have cited problems in how the Park Service monitors its concessioners, determined that the fee systems were inadequate, and concluded that some terms in the agreements were not in the government's best interest. In 1986 and 1990, Interior's Inspector General reported that the Park Service needed to make improvements in how it (1) determines and establishes concession fees, (2) implements internal controls over concession contracts, and (3) awards and renews concession contracts.

While billions of dollars have been spent to develop the nation's vast array of recreational resources, we have reported that many of these resources are now deteriorating and large funding increases will be needed to maintain and reconstruct them. For example, our 1988 report on park maintenance stated that the Park Service had a deferred maintenance funding shortfall of about \$1.9 billion. Similarly, in February

1991, we testified that the Forest Service's maintenance and reconstruction backlog for its recreational resources totaled almost \$650 million. Additionally, millions more are needed to develop special recreation areas to their planned levels and to maintain both them and wilderness areas at current standards.

Maintenance and reconstruction backlogs have resulted in health and safety hazards such as contaminated drinking water, untrimmed tree limbs, leaking toilets, cracked and crumbling fire pits, broken picnic tables, and disintegrating boat ramps. They have also resulted in site and resource damage including eroded paths, exposed tree roots, buildings painted with graffiti, and damaged and destroyed information boards and signs. The ultimate result of these backlogs, if not corrected, will be the loss of recreational resources. Activities resulting from concession operations have contributed to these maintenance and reconstruction backlogs. Fair and adequate concession fees is one way that has been proposed to help alleviate these problems.

Concession Laws and Policies Differ Among Agencies

No one single law authorizes concession operations for all six agencies. Rather, the agencies identified 11 different laws that govern concession operations, many of which are agency-specific.

With the exception of the Concessions Policy Act of 1965, which prescribes Park Service policy for several key concession agreement terms and conditions, the laws allow the agencies wide discretion in establishing concession policies. As a result, the six agencies have developed policies that differ greatly, and there is little consistency among them regarding the types of concession agreements, terms of the agreements, or the fees associated with these agreements. For example, under the Concessions Policy Act of 1965, concessioners have the right to be compensated for improvements they construct on federal lands. This right, called "possessory interest," is unique to the Park Service.

The 1965 act also grants existing Park Service concessioners who perform satisfactorily a preferential right of renewal when their agreements expire. The Bureau of Land Management also grants a preferential right of renewal; however, this right was established by policy and not by legislation. Forest Service policy permits outfitters and guides to renew their agreements before they expire, but this right is not extended to concessioners with long-term agreements. The Corps of Engineers, Fish and Wildlife Service, and Bureau of Reclamation grant no preferential rights.

Policies also vary for other terms of concession agreements. For example, the Bureau of Land Management, Bureau of Reclamation, and Fish and Wildlife Service allow their field office managers to negotiate nearly all the terms of concession agreements, such as the length of the agreement, types of service provided, rates charged to the public, and fee or nonfee compensation paid to the federal government. Park Service field managers may also negotiate agreement terms, but final approval for large agreements (revenues over \$100,000) rests with the Director of the Park Service. Generally, the Forest Service and the Corps of Engineers allow their field office managers to negotiate only the length of agreements.

Number and Types of Agreements Are Not Known

The total number of concession agreements is not known or documented by any of the six agencies. Only the Park Service maintains a centralized data base on concession agreements; however, its information is not complete. Because data were not available, we worked with the headquarters staff of each agency to develop an inventory of concession agreements.

At our request, the six agencies asked their field offices to report the number of concession agreements in effect in 1989, as well as each agreement's type, length, expiration date, gross revenues, and fee paid to the federal government. On the basis of the information provided by the agencies' field offices, over 9,000 concession agreements were identified. (See app. II.)

The six agencies have no common definitions for concession agreements. Therefore, we grouped them into three categories: short-term agreements, long-term agreements, and land management leases.² Using the information provided by the agencies, we categorized them into about 7,000 short-term agreements, 1,000 long-term agreements, and 1,000 land management leases. The Park Service, Forest Service, and Bureau of Land Management account for about 80 percent of all concession agreements. (See app. III.)

²Short-term agreements (less than 5 years) are for services that require little or no investment in facilities. Examples include Forest Service permits for hiking outfitters and hunting guides. Long-term agreements (5 to 50 years) are for services generally requiring large investments in facilities. Examples include Park Service contracts for lodges and Corps of Engineers' leases for marinas. Land management leases are agreements between federal agencies and nonfederal public entities such as state and county governments. These agreements grant the lessees authority to use the land for recreation purposes including subleasing with third parties for concession operations.

Total Return to the Government Is Not Known

We were unable to determine the total amount of compensation the federal government received for the use of its recreational resources. In some instances, the data were incomplete, and in others, the federal government received nonfee compensation such as capital improvements or maintenance of government-owned facilities in lieu of fees. Since these nonfee compensations are generally not reported, the total return to the government is not known.

Complete financial data were available for only about 60 percent of the over 9,000 concession agreements reported by the agencies. For the remaining 40 percent, financial data were either not required by the agency or, if required, not reported by the concessioners.

From those concessioners who reported complete financial data, we estimated that, in 1989, the six agencies received about \$35 million in fees from gross concession revenues of \$1.4 billion—an average return to the government of about 2 percent. The average rate of return for each federal agency ranged from a low of 1.9 percent for the Corps of Engineers to a high of 4 percent for the Fish and Wildlife Service. Park Service and Forest Service concession operations accounted for about 90 percent of the gross revenues and the fees paid to the government. (See app. IV.)

Revenues and fees are dominated by a small number of very large concession operations. The 100 largest concession operations accounted for about 65 percent of total revenues and fees. Appendix V identifies gross receipts, total fees paid to the government, and rate of return for the largest 100 concession operations for 1989.

Legislation directing the agencies to seek compensation from concessioners also differs. For example, under the National Forest Ski Area Permit Act, the Forest Service is directed to obtain a fee based on fair market value. In contrast, Fish and Wildlife Service legislation is not specific, stating only that the agency may charge concessioners a reasonable fee for the use of its resources. The Corps of Engineers' and Bureau of Reclamation's respective legislation is silent regarding compensation to the government.

Because the laws do not specify how fees to the government should be calculated, the agencies have developed their own approaches, which differ greatly. They range from sophisticated formulas using extensive financial data to relatively simple fee negotiations between the agency and the concessioner. For example, the Park Service uses Dunn and Bradstreet industry averages to calculate fees for long-term agreements.

Under this approach, if a concessioner operates a lodge on Park Service land, the Park Service analyzes nationwide financial data from Dunn and Bradstreet on the revenues and profits for the lodging industry to calculate the fee. On the other hand, the Fish and Wildlife Service negotiates fees with its concessioners that it considers to represent a reasonable return to the federal government.

Various fee approaches have resulted in different fees being paid by concessioners operating similar activities. For example, short-term outfitters and guides operating on Forest Service lands are generally charged a fee of 3 percent of their gross revenues, which, in 1989, resulted in fees ranging from \$16 to \$64,000. In contrast, short-term outfitters and guides operating on Park Service lands are charged a minimum flat fee of \$50, which is based on the costs to administer the agreements. Because the fees are not based on gross revenues, the Park Service does not require short-term outfitters and guides to report gross revenues. Thus, the Park Service does not know whether any of these short-term concessioners are generating the volume of revenues that would justify higher fees.

Fees are not the only compensation the federal government receives under the terms of the agreements. Park Service field office managers sometime offset fees in return for nonfee compensation provided by concessioners, including capital improvements and maintenance of government-owned facilities used by the concessioners.

For example, at Yellowstone National Park, the major concessioner is required by the contract to spend 22 percent of the previous year's gross revenues for maintenance and capital improvements to upgrade park facilities. However, Interior's Inspector General stated in a 1990 report that the concessioner was dedicating part of this 22 percent to revenue-producing items such as vending machines and snowmobiles rather than to maintenance or capital improvements.

Park Service field office managers stated that they prefer nonfee compensation because the benefits remain in the park, whereas fees are normally required to be returned to the U.S. Treasury as miscellaneous receipts. While nonfee compensation is identified in individual concession agreements, according to a Park Service official, they are generally not required to be reported to Park Service headquarters. As a result, the extent of such compensation and, therefore, its impact on the total return to the government are not known.

Conclusions

Concession laws and policies governing federal recreation resources differ considerably, and the agencies responsible for these operations do not have the basic information needed to effectively manage them. We believe that the deteriorating condition of federal recreation resources and the need to ensure a fair return for the use of public assets dictate development of a consistent policy for managing concession operations. Developing a consistent policy, however, will be difficult and will come about only through serious and deliberate debate on such issues as (1) where will the funding come from to maintain and preserve federal recreational resources, (2) how should concession contracts be awarded in the future, and (3) what would be a fair return to the federal government? However, before informed debate can begin, federal agencies must develop better information on concession agreements and operations. If concession operations are to be more effectively managed, the agencies need to develop and maintain complete data on their concession agreements, including financial data and the value of nonfee compensation.

Recommendations

We recommend that the Secretaries of the Interior, Agriculture, and Defense require the heads of the six agencies with the greatest amounts of recreation lands to develop and maintain centralized concessioner data that include (1) the type of agreement, (2) the length of the agreement, (3) its expiration date, (4) the services provided, (5) gross receipts, (6) fees paid to the government, and (7) the value of nonfee compensation. In addition, we recommend that once this information has been collected, the agencies develop and present to the Congress a policy to achieve greater consistency in the management of concession operations.

To identify the laws and policies governing concession operations, we reviewed concession laws and regulations for the National Park Service, Bureau of Land Management, Bureau of Reclamation, Fish and Wildlife Service, Forest Service, and Corps of Engineers. To develop an inventory of concessioners and the amount of fees paid to the government, we worked with the six agencies to gather data on the number and types of agreements as well as the fees paid. In addition, we interviewed headquarters personnel at each of the six agencies responsible for managing concession operations on their lands.

We also coordinated the collection and compilation of 1989 concessioner data from the six agencies. Except for the Park Service, no central files

existed, and we requested all six agencies to contact individual field offices to provide inventory and financial data for concessioners in operation in 1989. The data provided were sent to us for editing and analysis. However, we relied on the data generated by the agencies and did not verify the accuracy of the information.

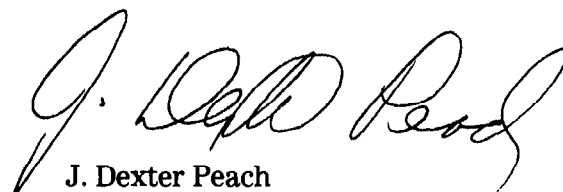
Concessioner data provided by the six agencies represented the most current 1989 inventory information available as of October 1990. Most agencies do not regularly request their individual management units to centrally report this type of information. As a result, the data provided includes a mix of federal fiscal year, calendar year, and concessioner fiscal year data for 1989. We do not believe that these differences materially affect the total number of concessions, gross receipts generated, or fees paid. Subsequent to our March 1991 testimony, the Forest Service and Park Service updated their data, which we incorporated into our totals.

Except as noted, we conducted our work from July 1990 to May 1991 in accordance with generally accepted government auditing standards. As agreed with your office, we did not obtain formal written agency comments on a draft of this report. We did, however, discuss the contents of this report with officials from the six agencies. These officials generally agreed with the factual information presented.

We are sending copies of this report to the Secretaries of the Interior, Agriculture, and Defense. We will also make copies available to other interested parties upon request.

This report was prepared under the direction of James Duffus III, Director, Natural Resources Management Issues, who may be reached at (202) 275-7756 if you or your staff have any questions. Other major contributors are listed in appendix VI.

Sincerely yours,



J. Dexter Peach
Assistant Comptroller General

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Major Contributors to		
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Pertinent GAO and Department of the Interior Reports and GAO Testimonies

General Accounting Office

Forest Service: Difficult Choices Face the Future of the Recreation Program (GAO/RCED-91-115, Apr. 15, 1991).

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Testimony: Changes Needed in the Forest Service's Recreation Program (GAO/T-RCED-91-10, Feb. 27, 1991).

Parks and Recreation: Resource Limitations Affect Condition of Forest Service Recreation Sites (GAO/RCED-91-48, Jan. 15, 1991).

National Forests: Special Recreation Areas Not Meeting Established Objectives (GAO/RCED-90-27, Feb. 5, 1990).

Testimony: Management of Public Lands by the Bureau of Land Management and the U.S. Forest Service (GAO/T-RCED-90-24, Feb. 6, 1990).

Parks and Recreation: Maintenance and Reconstruction Backlog on National Forest Trails (GAO/RCED-89-182, Sep. 22, 1989).

Parks and Recreation: Problems with Fee System for Resorts Operating on Forest Service Lands (GAO/RCED-88-94, May 16, 1988).

Parks and Recreation: Interior Did Not Comply With Legal Requirements for the Outdoors Commission (GAO/RCED-88-65, Mar. 25, 1988).

Parks and Recreation: Park Service Managers Report Shortfalls in Maintenance Funding (GAO/RCED-88-91BR, Mar. 21, 1988).

Testimony: Maintenance Needs of the National Park Service (GAO/T-RCED-88-27, Mar. 23, 1988).

Parks and Recreation: Limited Progress Made in Documenting and Mitigating Threats to the Parks (GAO/RCED-87-36, Feb. 9, 1987).

Parks and Recreation: Recreational Fee Authorizations, Prohibitions, and Limitations (GAO/RCED-86-149, May 8, 1986).

Corps of Engineer's and Bureau of Reclamation's Recreation and Construction Backlogs (RCED-84-54, Nov. 25, 1984).

The National Park Service Has Improved Facilities at 12 Park Service Areas (RCED-83-65, Dec. 17, 1983).

Information Regarding U.S. Army Corps of Engineer's Management of Recreation Areas (RCED-83-63, Dec. 15, 1983).

National Parks' Health and Safety Problems Given Priority: Cost Estimates and Safety Management Could Be Improved (RCED-83-59, Apr. 25, 1983).

Increasing Entrance Fees—National Park Service (RCED-82-84, Aug. 4, 1982).

Facilities in Many National Parks and Forests Do Not Meet Health and Safety Standards (CED-80-115, Oct. 10, 1980).

Better Management of National Park Concessions Can Improve Services Provided to the Public (CED-80-102, July 31, 1980).

Concession Operations in the National Parks—Improvements Needed in Administration (RED-76-1, July 21, 1975).

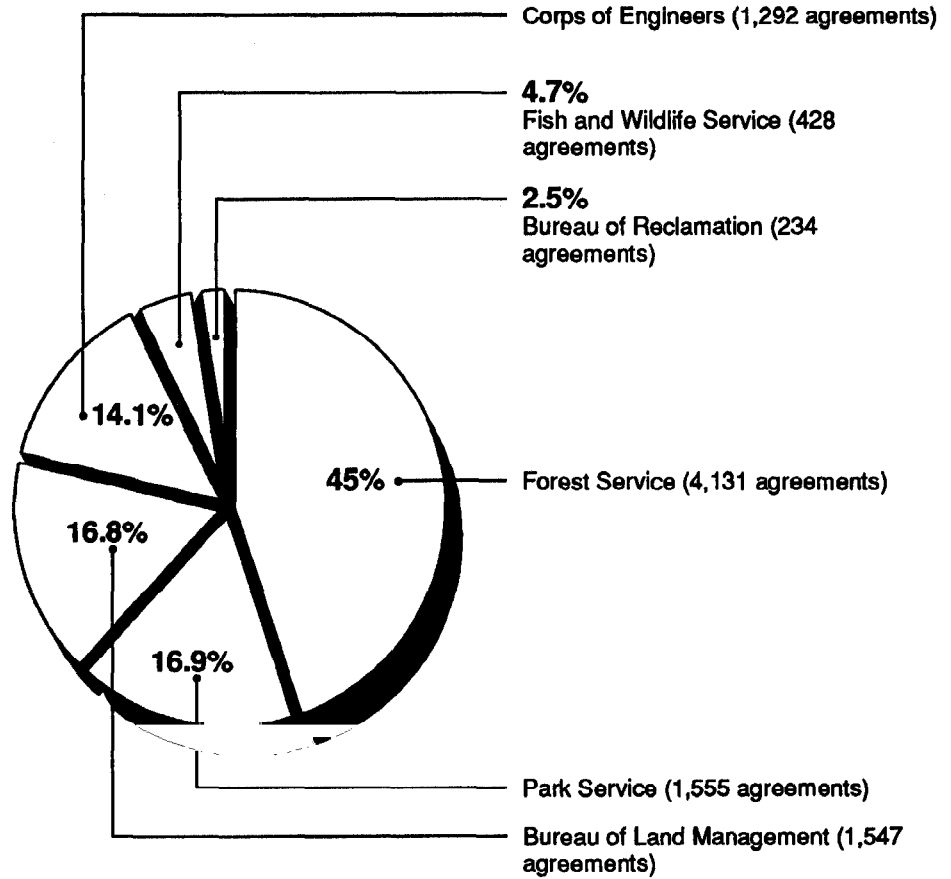
Department of the Interior

Office of Inspector General. Followup Review of Concessions Management: National Park Service (Report No. 90-62, Apr. 16, 1990).

National Park Service. Report of the Task Force on National Park Service Concessions (Apr. 9, 1990).

Office of Inspector General. Audit of Concessions Management: National Park Service (Mar. 31, 1986).

Total Concession Agreements by Agency-1989



Source: Data provided by the agencies.

Total Concession Agreements by Type-1989

Agency	Short-term agreements	Long-term agreements	Land management leases
Forest Service	3,568	563	None
Park Service	1,374	181	None
Corps of Engineers	0	631	661
Bureau of Land Management	1,397	16	134
Bureau of Reclamation	0	23	211
Fish and Wildlife Service	408	20	None
Subtotal	6,747	1,434	1,006
Total agreements	9,187		

Source: GAO categorized agreements by type based on data provided by the agencies.

Concession Revenues, Fees, and Rates of Return to the Government-1989

Dollars in millions^a

Agency	Concession revenues	Concession fees	Rates of return^a
Forest Service	\$754.9	\$18.2	2.4
Park Service	531.5	13.2	2.5
Corps of Engineers	102.2	1.9	1.9
Bureau of Land Management	33.8	0.8	2.5
Bureau of Reclamation	8.9	0.3	2.9
Fish and Wildlife Service	4.5	0.2	4.0
Total and average	\$1,435.8	\$34.6	2.4

^aExcludes agreements for which agencies did not have complete data and land management leases.

Source: Data supplied by the agencies.

Top 100 Concessioners in Terms of Gross Revenues-1989

Number	Agency	Concessioner	Agency unit	State	Gross receipts (millions)	Total fees (millions)	Rate of return (percent)
1	NPS	Yosemite Pk & Curry Co	Yosemite NP	Calif.	\$82.7	\$0.636	.8
2	FS	Vail	White River NF	Colo.	53.4	1.522	2.9
3	NPS	AMFAC Hotels & Resorts	Grand Canyon NP	Ariz.	53.1	1.316	2.5
4	FS	Mammoth/June Ski Resort	Inyo NF	Calif.	44.1	.934	2.1
5	NPS	TWA Services, Inc.	Yellowstone NP	Wyo.	28.5	.000	0.0
6	FS	Keystone	White River NF	Colo.	27.9	.569	2.0
7	FS	Breckenridge	White River NF	Colo.	24.6	.837	3.4
8	FS	Winter Park Rec. Assoc.	Arapaho-Roosevelt NF	Colo.	24.5	.495	2.0
9	NPS	Wahweap Lodge & Marina	Glen Canyon NRA	Ariz.	24.3	.477	2.0
10	FS	Copper Mountain	White River NF	Colo.	22.0	.434	2.0
11	FS	Heavenly Valley	Lake Tahoe Basin Management Unit	Calif.	21.3	.376	1.8
12	FS	Steamboat Ski Corporation	Routt NF	Colo.	20.7	.551	2.7
13	FS	Snowmass	White River NF	Colo.	19.5	.625	3.2
14	NPS	Hamilton Stores, Inc.	Yellowstone NP	Wyo.	17.5	.488	3.1
15	FS	Mt. Bachelor	Deschutes NF	Ore.	16.3	.275	1.7
16	FS	Snow Summit, Inc.	San Bernardino NF	Calif.	15.6	.334	2.2
17	NPS	Guest Services, Inc.	National Capital Region	Wash., D.C.	15.3	.471	3.1
18	NPS	Grand Teton Lodge Co.	Grand Teton NP	Wyo.	13.7	.197	1.4
19	NPS	Bullfrog Resort & Marina	Glen Canyon NRA	Ariz.	11.7	.206	1.8
20	FS	Beaver Creek	White River NF	Colo.	11.2	.110	1.0
21	FS	Crystal Mountain, Inc.	Mt Baker Snoqualmie NF	Wash.	10.6	.207	1.9
22	FS	Loon Mountain	White Mountain NF	N.H.	10.6	.215	2.0
23	FS	Sun Valley Co.	Sawtooth NF	Idaho	10.2	.242	2.4
24	NPS	Guest Services, Inc.	Sequoia NP	Calif.	10.1	.078	1.0
25	NPS	Babbitt Bros Trading Co.	Grand Canyon NP	Ariz.	9.6	.239	2.5
26	FS	Mt. Snow	Green Mountain NF	Vt.	9.0	.175	1.9
27	FS	Sierra Ski Ranch	Eldorado NF	Calif.	8.9	.174	2.0
28	NPS	Circle Line-St/Lib Ferry	Statue of Liberty NM	N.Y.	8.9	.886	10.0
29	NPS	ARA Vir Sky-Line Co.	Shenandoah NP	Va.	8.6	.225	2.6
30	FS	Timberline Ski Area	Mt Hood NF	Ore.	8.4	.232	2.8
31	FS	Crested Butte Mt. Resort	Grand Mesa-UNC-Gunnison NF	Colo.	8.3	.178	2.1
32	FS	Kirkwood Associates, Inc.	Eldorado NF	Calif.	8.3	.177	2.1
33	FS	Durango Ski Corporation	San Juan NF	Colo.	7.9	.170	2.1
34	FS	Waterville Co.	White Mountain NF	N.H.	7.8	.164	2.1
35	FS	Stevens Pass, Inc.	Mt Baker Snoqualmie NF	Wash.	7.7	.159	2.1
36	FS	Mt. Hood Meadows	Mt Hood NF	Ore.	7.5	.142	1.9

(continued)

**Appendix V
Top 100 Concessioners in Terms of
Gross Revenues-1989**

Number	Agency	Concessioner	Agency unit	State	Gross receipts (millions)	Total fees (millions)	Rate of return (percent)
37	FS	Jackson Hole Ski Corporation	Bridger-Teton NF	Wyo.	\$7.4	\$.121	1.6
38	NPS	Cliff House	Golden Gate NRA	Calif.	7.3	.408	5.6
39	NPS	Glacier Park, Inc.	Glacier NP	Mont.	6.9	.102	1.5
40	FS	Mtn High/Holiday Hill	Angeles NF	Calif.	6.9	.011	0.2
41	FS	Ski Lifts, Inc.	Mt Baker Snoqualmie NF	Wash.	6.8	.186	2.8
42	NPS	Halls Crossing Rst & Mar	Glen Canyon NRA	Ariz.	6.7	.117	1.8
43	NPS	Outdoor World, Ltd	Denali NP	Ak.	6.6	.056	0.8
44	NPS	Evelyn Hill, Inc.	Statue of Liberty NM	N.Y.	6.5	.389	6.0
45	FS	Solitude	Wasatch NF	Utah	6.4	.007	0.1
46	FS	Bear Mountain Ltd.	San Bernardino NF	Calif.	6.3	.096	1.5
47	NPS	Mesa Verde Company, Inc.	Mesa Verde NP	Colo.	6.2	.178	2.9
48	NPS	Lake Mohave Resort	Lake Mead NRA	Nev.	6.2	.093	1.5
49	NPS	Mountain Company, Inc.	Mount Rushmore NM	S. Dak.	5.8	.096	5.1
50	FS	Bridge Bay	Shasta Trinity NF	Calif.	5.8	.163	2.8
51	NPS	Tourmobile, Inc.	National Capital Region	Wash., D.C.	5.7	.291	5.1
52	FS	Buttermilk	White River NF	Colo.	5.7	.166	2.9
53	FS	Mt. Reba, Inc.	Stanislaus NF	Calif.	5.6	.116	2.1
54	FS	Zephyr Cove Resort	Lake Tahoe Basin MGT Unit	Calif.	5.6	.155	2.8
55	NPS	Echo Bay Resort	Lake Mead NRA	Nev.	5.5	.110	2.0
56	FS	Keystone/Arapahoe Basin	White River NF	Colo.	5.2	.094	1.8
57	FS	Alpine Mwds. Ski Corporation	Tahoe NF	Calif.	5.2	.171	3.3
58	FS	Mammoth Rec. Inc.	Inyo NF	Calif.	5.2	.128	2.5
59	FS	Dodge Ridge Ski Resort	Stanislaus NF	Calif.	5.1	.144	2.8
60	FS	Sugarbush	Green Mountain NF	Vt.	5.0	.066	1.3
61	NPS	TW Services, Inc.	Grand Canyon NP	Ariz.	4.9	.263	5.3
62	COE	Highport Resort	Lake Texoma	Tex.	4.6	.065	1.4
63	NPS	TW Services, Inc.	Everglades NP	Fla.	4.6	.097	2.1
64	NPS	Harbor Carriers, Inc.	Golden Gate NP	Calif.	4.5	.527	11.6
65	NPS	Mount Vernon Inn	George Washington MP	Va.	4.4	.178	4.0
66	COE	Grandpappy Point Resort	Lake Texoma	Tex.	4.3	.066	1.5
67	NPS	Kilauea Volcano House	Hawaii Volcanoes NP	Hi.	4.1	.094	2.3
68	NPS	Calville Bay Rst & Mar	Lake Mead NRA	Nev.	4.1	.115	2.8
69	FS	Winter Sports Inc.	Flathead NF	Mont.	4.1	.103	2.5
70	FS	Clear Creek Skiing Corporation	Arapaho-Roosevelt NF	Colo.	4.1	.069	1.7
71	FS	Sierra Summit	Sierra NF	Calif.	3.9	.050	1.3
72	NPS	Guest Services, Inc.	Mt Rainier NP	Wash.	3.9	.128	3.3
73	FS	Moqui Lodge	Kaibab NF	Ariz.	3.9	.100	2.6

(continued)

**Appendix V
Top 100 Concessioners in Terms of
Gross Revenues-1989**

Number	Agency	Concessioner	Agency unit	State	Gross receipts (millions)	Total fees (millions)	Rate of return (percent)
74	FS	Apache Tribe	Lincoln NF	N. Mex.	\$3.9	\$.085	2.2
75	NPS	White Dove, Inc.	Canyon De Chelly NM	Ariz.	3.8	.067	1.8
76	NPS	Lake Mead Resort	Lake Mead NRA	Nev.	3.8	.057	1.5
77	NPS	TW Services, Inc.	Zion NP	Utah	3.6	.108	3.0
78	FS	Big Valley Corporation	Targhee NF	Idaho	3.6	.079	2.2
79	NPS	Virginia Peaks of Otter	Blue Ridge Parkway	N.C.	3.6	.090	2.5
80	FS	Diamond Lake Improve.	Umpqua NF	Ore.	3.5	.070	2.0
81	FS	Brighton	Wasatch NF	Utah	3.4	.066	1.9
82	FS	Mesa Ski Corporation	Grand Mesa-UNC-Gunnison NF	Colo.	3.4	.053	1.6
83	BLM	Havasus Springs	Arizona State Office	Ariz.	3.4	.054	1.6
84	FS	Aspen Highlands	White River NF	Colo.	3.3	.076	2.3
85	FS	Aspen Mountain	White River NF	Colo.	3.3	.060	1.8
86	FS	Meadowgreen	White Mountain NF	N.H.	3.3	.058	1.8
87	FS	Wolf Creek Ski Corporation	Rio Grande NF	Colo.	3.3	.072	2.2
88	FS	Telluride Ski Resort	Grand Mesa-UNC-Gunnison NF	Colo.	3.2	.088	2.7
89	NPS	Cottonwood Cove	Lake Mead NRA	Nev.	3.2	.054	1.7
90	FS	Mt. Baker Recreation Co.	Mt Baker Snoqualmie NF	Wash.	3.1	.058	1.9
91	NPS	TW Services, Inc.	Bryce Canyon NRA	Utah	3.0	.088	2.9
92	FS	Auburn Ski Club-Boreal	Tahoe NF	Calif.	3.0	.044	1.5
93	FS	Sandia Peak Ski Area	Cibola NF	N. Mex.	3.0	.053	1.8
94	FS	Fairfield Snowbowl, Inc.	Coconino NF	Ariz.	2.9	.048	1.6
95	COE	Jamestown Resort/Marina	Wolf Creek-Lake Cumberland	Ky.	2.9	.047	1.6
96	NPS	National Park Concessions	Big Bend NP	Tex.	2.9	.093	3.3
97	FS	Monarch Rec. Corporation	Pike-San Isabel NF	Colo.	2.9	.057	2.0
98	NPS	Cavern Supply Company	Carlsbad Caverns NP	N. Mex.	2.9	.173	6.1
99	FS	Alyeska (Seibu Alaska)	Chugach NF	Ak.	2.8	.047	1.7
100	NPS	Western River Expeditions	Grand Canyon NP	Ariz.	2.8	.051	1.9
Total					\$979.0	\$21.931	2.2

Note: Totals do not add due to rounding.

Source: Data supplied by the agencies.

Legend:

NPS - Park Service
 FS - Forest Service
 COE - Corps of Engineers
 BLM - Bureau of Land Management
 NP - National Park
 NF - National Forest
 NRA - National Recreation Area
 NM - National Monument

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