

**United States Department of the Interior
Bureau of Land Management**

**KNOLLS SPECIAL RECREATION MANAGEMENT AREA
BUSINESS PLAN
AUGUST 2018**



West Desert District Office

**West Desert District
Salt Lake Field Office
2370 South Decker Lake Boulevard
West Valley City, Utah 84119**



**KNOLLS SPECIAL RECREATION MANAGEMENT AREA
BUSINESS PLAN
LVRDUT150000**

RECOMMENDATION AND APPROVALS

Recommended and Reviewed by:





Matt Preston
Field Manager, Salt Lake Field Office

Date

Approved by:





Kevin E. Oliver
District Manager, West Desert District

Date

This Knolls Special Recreation Management Area Business Plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (Public Law 108-447) and Bureau of Land Management recreation fee program policy. It establishes future management goals and priorities for the Special Recreation Permit program within the Knolls Special Recreation Management Area.



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

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AUG 22 2018

Dear Reader:

In April 2018, the Bureau of Land Management (BLM) proposed to increase the Individual Special Recreation Permit (ISRP) fee for the public's use of Knolls Special Recreation Management Area (SRMA) within the Salt Lake Field Office, West Desert District.

The Federal Lands Recreation Enhancement Act (FLREA) authorizes the BLM to collect recreational fees when sites and areas meet specific criteria. Knolls SRMA (35,877 acres) meets FLREA's criteria and provides recreation and camping opportunities for over 35,000 visitors annually, with a particular focus on motorized recreational vehicle use.

A draft Business Plan was released for a 30-day public comment period, ending on May 11, 2018. The draft Business Plan was reviewed and was recommend to the Utah State Director for approval by BLM-Utah's Recreation Resource Advisory Council (RAC) on May 22, 2018. Based upon public comment and the RAC's feedback, I have approved the fee increase for Knolls SRMA, to begin on October 1, 2018, according to the following table:

Individual Special Recreation Permit Fees for Knolls Special Recreation Management Area			
Permit	Current Fee	New Fee	Description
Daily permit	\$6 per primary vehicle*	\$10 per primary vehicle*	Daily use, includes overnight. Expires 2 pm the day after purchase.
Annual pass	\$40 per primary vehicle*	\$80 per primary vehicle*	Combined annual pass for Knolls Special Recreation Management Area (SRMA) and Fivemile Pass Recreation Area. Expires 1 year after the date of purchase.

*Primary vehicle is any street legal vehicle used for transportation to the recreation site.

For further information about the Knolls Special Recreation Management Area Business Plan and fee proposal, please contact Roxanne Tea, Outdoor Recreation Planner, at (801) 977-4300. Persons who use a telecommunications device for the deaf (TDD) may call the Federal Information Relay Service (FIRS) at 1-800-877-8339 to contact these individuals during normal business hours. The FIRS is available 24 hours a day, 7 days a week, to leave a message or question. You will receive a reply during normal business hours.

Sincerely,

Kevin E. Oliver
District Manager, West Desert District

TABLE OF CONTENTS

RECOMMENDATION AND APPROVALS	1
Dear Reader:	2
TABLE OF CONTENTS	1
EXECUTIVE SUMMARY	1
1.0 INTRODUCTION	2
1.1 Purpose of Document.....	2
1.2 Special Area Permits and Fees.....	2
1.3 Authorities.....	3
1.4 Resource Management Plans	3
2.0 FIELD OFFICE RECREATION FEE PROGRAM OVERVIEW	3
2.1 Administrative Unit.....	3
2.2 Field Office Recreation Program, including Visitation and Demographics	3
3.0 KNOLLS SPECIAL RECREATION MANAGEMENT AREA	4
3.1 Site Description.....	4
3.2 Applicable Land Use Plan.....	5
3.3 Recreational Activities	5
3.4 Facilities and Services.....	5
3.5 Visitor Demographics	6
3.6 Partnerships and Agreements.....	7
4.0 MODIFICATION TO RECREATION FEE RATES.....	7
4.1 Financial Analysis.....	8
5.0 FAIR MARKET VALUE ASSESSMENT	9
6.0 PRIORITIES FOR FUTURE EXPENDITURES.....	11
7.0 IMPACTS OF CHANGING AND NOT-CHANGING RECREATION FEE RATES	11
8.0 PUBLIC OUTREACH	12
8.1. Public Outreach.....	12
8.2. BLM-Utah’s Recreation Resource Advisory Council (RAC) Review	13
Attachment 1 Map	14

KNOLLS SPECIAL RECREATION MANAGEMENT AREA BUSINESS PLAN LVRDUT150000

EXECUTIVE SUMMARY

The Bureau of Land Management (BLM) Salt Lake Field Office (SLFO) Knolls Special Recreation Management Area (SRMA) Business Plan was recommended for approval to the Utah State Director by the Resource Advisory Council (RAC) on May 22, 2018. It was subsequently approved by the BLM on August 22, 2018. This Business Plan institutes the following fee changes:

- Increases the Individual Special Recreation Permit (ISRP) from \$6.00 to \$10.00
- Increases the annual pass from \$40.00 to \$80.00, and allows for combining the annual pass for Knolls SRMA with any future annual pass for the Fivemile Pass Recreation Area¹

Special Recreation Permits (SRPs) for individual recreation use in a special area are referred to as Individual Special Recreation Permits (ISRPs)(BLM H-2930-1, Chapt.1, I.D.). Knolls SRMA was identified as a special area in the Pony Express Resource Management Plan (RMP) and has the following amenities: permanent toilet facilities, designated developed parking, interpretive signs, access roads, collection of fees by an employee, and reasonable visitor protection. The BLM's policy is to collect fees at all specialized recreation sites or where the BLM provides facilities, equipment, or services at federal expense in connection with outdoor use, as authorized by Federal Lands Recreation Enhancement Act (FLREA).

The fee increase is necessary in order to meet the growing expenses of the recreation area, especially those for deferred maintenance of campground infrastructure. As the recreation site ages and as the demand for the sites grow, the deferred maintenance needs increase.

¹ The Fivemile Pass Recreation does not currently have a fee. If a fee is implemented at the Fivemile Pass Recreation Area through a future business plan process, with appropriate public input, the annual pass at Knolls SRMA may be combined with an annual pass at Fivemile Pass Recreation Area to allow frequent visitors to use both areas with one annual pass.

1.0 INTRODUCTION

1.1 Purpose of Document

The BLM is modifying the recreation fee collected at Knolls SRMA in order to help meet increasing demands and costs for the maintenance of developed facilities and services. The Federal Lands Recreation Enhancement Act (FLREA) provides BLM with the authority and guidance to collect fees for the recreational use of public lands. FLREA also requires the BLM to prepare a business plan when modifying recreation fees in order to:

- 1) Address the appropriateness and level of recreation fee proposals
- 2) Disclose the cost of administering the fee program
- 3) Provide public transparency on agency use of future recreation fee revenues
- 4) Identify priorities for future expenditures
- 5) Consider impacts to underserved communities and the local economy
- 6) Provide for public notification and public comment on recreation fee proposals

The primary objectives of this fee modification is to enhance the quality of the visitor experiences and cover the rising operational costs of administering, monitoring, maintaining, and improving visitor services and facilities at the Knolls SRMA.

1.2 Special Area Permits and Fees

The BLM is committed to providing and receiving fair market value for the use of developed recreation facilities and services in a manner that meets public use demands, provides quality experiences, and protects important resources. The BLM's policy is to collect fees at all specialized recreation sites or where the BLM provides facilities, equipment, or services at federal expense in connection with outdoor use. FLREA authorizes the BLM to retain these fees locally so they can be used to repair, maintain, and upgrade recreational facilities and services to meet public demand.

FLREA authorizes the BLM to collect two types of recreation fees, amenity recreation fees for developed sites that meet certain requirements and special recreation fees for specialized recreation uses of public lands. 43 Code of Federal Regulations (CFR) 2931.2 establishes two types of permit and fee systems for recreation-related use of public lands: 1) Special Recreation Permits (SRPs) for commercial, competitive, and organized group activities and events, and for the use of special areas; and 2) Recreation Use Permits (RUPs) for use of fee areas such as campgrounds and day use areas. SRPs for individual recreation use in a special area are referred to as Individual Special Recreation Permits (ISRPs) (BLM H-2930-1, Chapt.1, I.D.).

FLREA specifically cites "motorized recreational vehicle use" as an appropriate activity for which SRP fees may be charged (P.L.108-447, Sec. 803(h)). Therefore, the BLM uses ISRPs for Knolls SRMA, as the predominant activity is motorized recreational vehicle use.

BLM regulations and policy define a "special area" as: any area where the authorized officer determines that resources need to be protected by special management and control measures and that a permit system for individual use would achieve management objectives (43 CFR 2932.5; BLM H-2930-1, Chapt.1, I.D.). Fees are set by the BLM State Director, based on costs of managing the permit system and the special area, and comparable with charges in similar areas, in order to ensure a fair return for the use of public lands. Fees charged in a special area apply to all users of the area, including: private, noncommercial visitors; clients and guests of commercial

permittees; and participants and spectators in a competitive event (BLM H-2930-1, Chapt.1, III.G.2.e.).

1.3 Authorities

This Business Plan has been prepared pursuant to the laws, regulations, and policies governing the BLM recreation fee program, including:

- Federal Land Management and Policy Act (FLMPA)
- Federal Lands Recreation Enhancement Act (FLREA)
- 43 CFR 2930, Permits for Recreation on Public Lands
- BLM Manual 2930, *Recreation Permits and Fees*, Rel. 2-296
- BLM Handbook 2930-1, BLM Recreation Permit and Fee Administration, Rel. 2-300
- BLM Utah Instruction Memorandum 2013-037: Utah Recreation Fee Program Toolbox

1.4 Resource Management Plans

The recreation program in the BLM's Salt Lake Field Office is managed under the governance of the following Resource Management Plans (RMP): the Box Elder RMP (1986), as amended; the Pony Express RMP (1990), as amended; the Randolph Management Framework Plan (1980), as amended; the Park City Management Framework Plan (1975), as amended; and the Isolated Tract Planning Analysis (1985).

Management of recreation resources at Knolls SRMA is guided by the Pony Express RMP, as amended, including the Pony Express RMP Off-Highway Vehicle Amendment (1992), as well as the Knolls SRMA Recreation Area Management Plan (2004).

2.0 FIELD OFFICE RECREATION FEE PROGRAM OVERVIEW

2.1 Administrative Unit

The BLM's Salt Lake Field Office is located within the West Desert District (WDD) and encompasses 3.2 million acres of public lands primarily within Box Elder, Rich, Tooele and Utah counties. All four of Utah's Congressional districts are represented within the field office boundaries. The majority of the public lands are located within District 1 and District 2. Public lands within western Utah County are within District 3 and District 4. Based on the July 2016 Utah public census figures, 80% of the total state population lives concentrated along the Wasatch Front and within a 30 minute to 2 hour drive of the public lands managed by the Salt Lake Field Office.

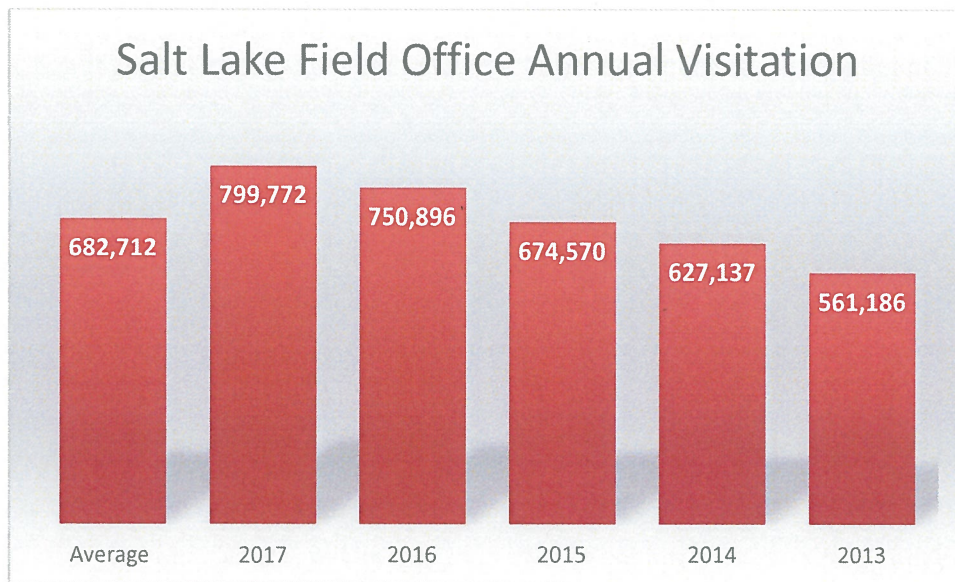
2.2 Field Office Recreation Program, including Visitation and Demographics

The recreation program within the Salt Lake Field Office serves a large, diverse, urban-interface population visiting public land within the west desert of Utah. Recreation visits occur throughout the year, which is different to popular recreation destinations in other parts of Utah that have limited access in the winter due to snow cover. Major resource and attractions within the field office include the Pony Express National Historic Trail (NHT) and SRMA, Fivemile Pass Recreation Area, Bonneville Salt Flats SRMA, and Knolls SRMA. Other less known but important recreation resources are the Central Pacific Railroad Grade, the Cedar Mountain Wilderness, the Deep Creek Wilderness Study Area (WSA), the North Stansbury WSA, and the California NHT. Primary recreation activities that occur within the SLFO are off highway vehicle (OHV) riding, camping, target shooting, hiking, hunting, and land-speed racing. Other

popular public recreation destinations in northern Utah include the Uinta-Wasatch-Cache National Forest, Antelope Island State Park, Bear River Migratory Bird Refuge, Farmington Bay Waterfowl Management Area, Strawberry Reservoir, Bear Lake State Park, Golden Spike National Historic Site, and Timpanogos Cave National Monument.

Estimated annual recreation visitation within the Salt Lake Field Office, as reported under the BLM’s Recreation Management Information System (RMIS), is based on traffic counter data and field monitoring. In FY17, the field office’s visitation was recorded at 682,000 visits. The five year average annual visitation from FY13-FY17 is 682,712 visits. From 2013 to 2017, visitation in the field office has increased by nearly 30% (see Figure 1), while population growth over a similar time period has only been about 10%. These trends are expected to increase.

Figure 1. Salt Lake Field Office Annual Visitation



Source: BLM’s Recreation Management Information System

Most public land visitors to the Salt Lake Field Office are from local Utah communities or nearby communities in Idaho, Nevada, and Wyoming. The exception is the Bonneville Salt Flats, where visitors are from a mix of local, national, and international origin. In Box Elder County, visitors are often from the Ogden, and Brigham City area or southern Idaho. In Rich County, visitors are attracted by Bear Lake from all over the Wasatch Front, Cache County, and eastern Wyoming. Visitors to Tooele County near Interstate 80 are often from Tooele, Davis, and Salt Lake County. Visitation along the Pony Express Trail corridor is mostly drawn from Tooele, Salt Lake, or Utah County. Other demographics associated with the SLFO’s recreation visitation are difficult to identify because of the wide economic diversity of the population along the Wasatch Front. Most visitors in the field office are from social groups that prefer to engage in activities such as recreational vehicle (RV) camping, OHV use, hunting, and target shooting.

3.0 KNOLLS SPECIAL RECREATION MANAGEMENT AREA

3.1 Site Description

The Knolls SRMA is located in Tooele County, Utah, approximately 80 miles west of Salt Lake City, Utah (Attachment 1). Knolls is a popular off-highway vehicle (OHV) destination that

consists of a combination of sand dunes, gravel bars, hills, and mud flats. This area was designated as an off-highway vehicle SRMA in the Pony Express RMP to provide riding opportunities for OHV users and provide an area for permitted competitive races and recreational values.

Figure 2. Knolls SRMA View Point



The area consists of 35,877 acres of BLM-managed public land and 4,484 acres that are managed by School and Institutional Trust Lands Administration (SITLA). There are no private lands in the SRMA boundary. The boundary of the SRMA follows section lines except for the north boundary which is located south of the railroad right-of-way (100 feet from the center line of the railroad). Knolls SRMA is located north of the Utah Test and Training Range. The closest services to the Knolls SRMA is 29 miles away in Delle, Utah. The Knolls SRMA is accessed along one road, which extends south of I-80 off Exit #41.

3.2 Applicable Land Use Plan

Management of recreation resources in the Knolls Recreation Area is guided by the Pony Express RMP as amended, including the Pony Express RMP Off-Highway Vehicle Amendment (1992).

3.3 Recreational Activities

The primary activities at the Knolls SRMA are motorized recreational vehicle use (94% of visitors), camping (32% of visitors), sightseeing (12% of visitors), picnicking (12% of visitors), and hiking/walking (10% of visitors). Recreational target shooting is not allowed at Knolls SRMA to protect the health and safety of individuals and groups utilizing the network of OHV trails in the area (70 *Federal Register* 52440). Both Spring and Fall visitation is popular and is driven by mild temperatures at the site in these seasons. Visitation is low in the Summer and Winter due to extreme temperatures. Visitors typically stay from one to five days depending upon the time of year. Visitor use is highest during the major holiday weekends of Easter, Memorial Day, and Labor Day.

3.4 Facilities and Services

The existing infrastructure in Knolls SRMA consists of three large maintained parking areas, a three mile maintained access road, a sign identifying the entrance into the SRMA, self-service

pay station (Figure 3), eight bulletin boards, and six vaulted restrooms (Figure 4). All infrastructure is available for use year round.

Figure 3. Knolls SRMA's Self-Service Pay Station



Figure 4. Knolls SRMA's Vaulted Restroom and Maintained Parking Lot

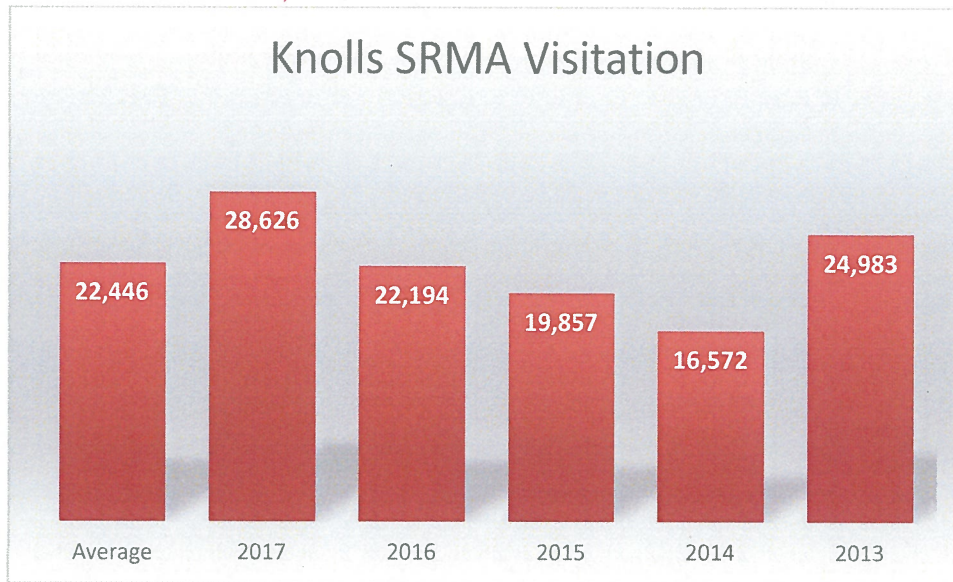


3.5 Visitor Demographics

The Knolls SRMA receives an average of about 22,500 visitors each year, with a substantial increase in visitation every year since 2014 (Figure 5). Visitation is estimated by a vehicle traffic counter placed by the pay station. The method of counting Knolls visitors does not separate those paying for a single-day permit fees from those paying the annual permit fees. On average, 4,390 daily permits are sold per year and 22 annuals passes are sold per year. Visitor use is expected to continue to increase, as it is for the entire field office (Section 2.2).

According to the 2005 visitor satisfaction survey, Knolls SRMA visitors are 69% male and 31% female; 84% are over 18 years of age and older. Most visitors are from the surrounding cities and towns, such as Tooele, Salt Lake, Provo, Bountiful, and Wendover.

Figure 5. Knolls SRMA Visitation



Source: BLM's Recreation Management Information System

3.6 Partnerships and Agreements

In April of 2000, the Salt Lake Field Office entered into a cooperative agreement with State of Utah, Division of Parks and Recreation to cooperatively plan, develop and manage OHV and related use at the Knolls SRMA. In 2002, the field office and Utah State Parks entered into an agreement to provide for trail maintenance. Also in 2002, the field office entered into an agreement with Utah Desert Foxes, a Salt Lake based motorcycle club, for the development and maintenance of OHV recreation opportunities in the Knolls SRMA.

4.0 MODIFICATION TO RECREATION FEE RATES

The current ISPR fees for entrance, use, and camping at the Knolls SRMA, per the Knolls SRMA's Recreation Area Management Plan (2004)(see also 70 *Federal Register* 52440), are \$6.00 per day per vehicle, or \$40.00 for an annual pass. This Business Plan implements an increase in the daily fee from \$6.00 to \$10.00 per day per vehicle and the annual fee from \$40.00 to \$80.00 per vehicle, beginning October 1, 2018. Table 1 identifies the new fee schedule and the authorized activities of each type of permit.

Table 1. Knolls Proposed Special Recreation Permit Fee Modification

Individual Special Recreation Permit Fees for Knolls Special Recreation Management Area			
Permit	Current Fee	New Fee	Description
Daily permit	\$6 per primary vehicle*	\$10 per primary vehicle*	Daily use, includes overnight. Expires 2 pm the day after purchase.
Annual pass	\$40 per primary vehicle*	\$80 per primary vehicle*	Combined annual pass for Knolls Special Recreation Management Area (SRMA) and Fivemile Pass Recreation Area. Expires 1 year after the date of purchase.

*Primary vehicle is any street legal vehicle used for transportation to the recreation site.

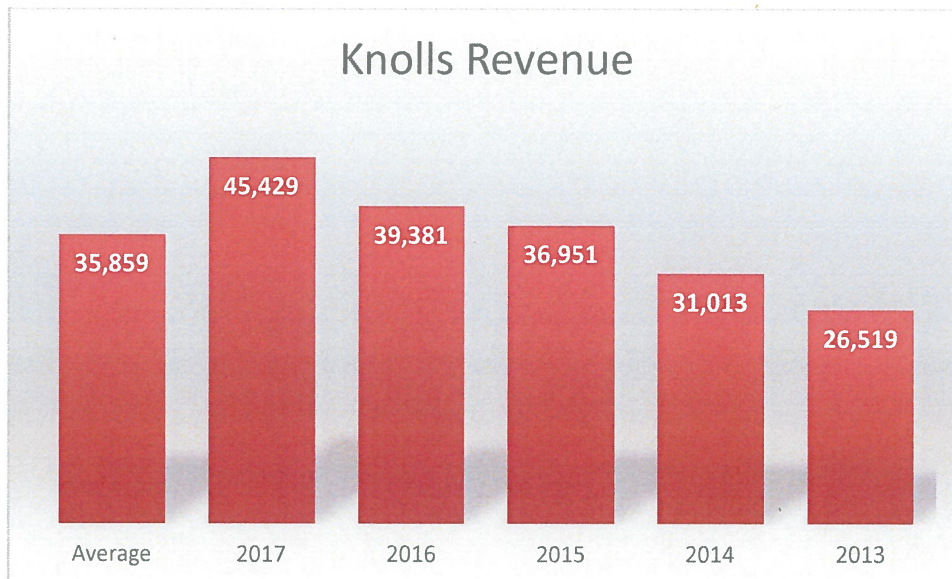
Additional, the modification includes making the fees non-refundable and combining the annual pass for Knolls SRMA with an annual pass for Fivemile Pass Recreation Area² to allow frequent visitors to use both areas with one annual pass.

The public will be kept informed of the expenditure of its fee monies authorized in this Business Plan by posting information on the Utah BLM website, as well as maintaining a compilation of improvements accomplished at the Knolls SRMA.

4.1 Financial Analysis

Knolls SRMA's ISRP fees are primarily collected by use of a self-service fee station at the entrance site. Collected fees are remitted, in accordance with BLM fee collection policies as described in Instruction Memorandum 2006-211: *Recreation Fee Collection Procedures*. Fees are deposited into a separate recreation fee revenue account established exclusively for supporting the operation of the Knolls SRMA. Figure 6 displays revenues collected by the Knolls for the past five years from both daily permits and annual passes.

Figure 6. Knolls SRMA's Revenue



Source: Department of the Interior's Financial and Business Management System

Individual Special Recreation Permit fees at Knolls SRMA have not been changed since they were implemented in 2004 and have not keep pace with rising operational costs. Annual operating costs at the Knolls SRMA include expenditures for a vault toilet cleaning and pumping contract, maintenance and repair of facilities, accounting tasks, law enforcement patrols, monitoring patrols, assisting visitors with information, vehicle use, and general janitorial service. Table 2 identifies the Knolls annual expenditures, revenues, and the net profit/loss for the last five fiscal years.

² The Fivemile Pass Recreation does not currently have a fee. If a fee is implemented at the Fivemile Pass Recreation Area through a future business plan process, with appropriate public input, the annual pass at Knolls SRMA may be combined with an annual pass at Fivemile Pass Recreation Area to allow frequent visitors to use both areas with one annual pass.

Table 2. Knolls Operating Costs and Revenues

Federal Fiscal Year	Staff Labor	Operations & Maintenance	Total Obligations	Fee Collection Revenues	Net (Revenue – Obligations)
2017	13,969	18,420	32,390	45,429	13,039
2016	11,429	24,079	35,508	39,381	3,873
2015	3,790	12,791	16,581	36,951	20,370
2014	4,878	19,228	24,106	31,013	6,907
2013	27,688	6,202	33,890	26,519	-7,371
Five Year Average	12,351	16,144	28,495	35,859	7,364

Implementing the modified fee schedule at the Knolls SRMA is estimated to generate an annual increase in \$18,440 in revenues (Table 3). This projected increase in revenues are based on issuing an average of 22 annual passes and average of 4,390 daily permits (based on the last five years). This projected increase will ensure that the revenues meet the annual obligations and reduce the deferred maintenance backlog at the Knolls SRMA.

*Table 3. Revenue Comparison Based on 2013-2017 Fees and Proposed Fees**

Permit	Current Fees	New Fees
Daily Permit	\$6 x 4,390 permits = \$26,340	\$10 x 4,390 permits = \$43,900
Annual Permit	\$40.00 x 22 permits = \$880	\$80 x 22 permits = \$1,760
Total	\$27,220	\$45,660

*Based on the average number of permits sold 2013-2017.

5.0 FAIR MARKET VALUE ASSESSMENT

To help identify the appropriate fee schedule for the Knolls SRMA, this Business Plan uses the Fair Market Assessment approach. The Fair Market Assessment approach compares the fees charged at similar recreational areas in the western United States being administered by federal and state land management agencies. Table 3 shows this comparison and demonstrates that implementing the modified fee schedule would place the Knolls SRMA's fees in the middle range of comparable sites. This table also demonstrates that the Knolls SRMA provides a unique value for recreational opportunities.

The BLM acknowledges that the increased fees represents an increased cost to visitors. The comparisons in Table 4 demonstrate there are other designated recreational sand dune areas within the western United States that provide the same or similar level of facilities and visitor services as the Knolls SRMA at similar and or higher costs than the new fee schedule for the Knolls SRMA. The increased fees will continue to provide the public with a fair market value for recreation at the Knolls SRMA.

Table 4. Fair Market Value Comparison of Recreation Fees at OHV Recreation Areas

Recreation Area	Daily Fee per Vehicle	Weekly Permit	Annual Permit	Amenities/Facilities
Bureau of Land Management				
Knolls SRMA, Utah	\$10 day use, includes camping	na	\$80	Vault toilets, parking areas, visitor information
Little Sahara Recreation Area, Utah	\$18 day use, includes camping	na	\$120	Toilets (vault and flush), potable water, garbage service, RV dump station, tables, fire rings, grills, visitor center
St. Anthony Sand Dunes, Idaho	\$5 day use Camping: \$25 tent site \$30 RV site	na	\$60	Vault toilets, potable water, garbage service, RV dump station, camp host, some electrical hookup sites, visitor information
Hot Well Dunes, Arizona	\$3 day use, includes camping	na	\$30	Vault toilets, dispersed camping or campsites with table, fire ring, grill, visitor information
Sand Mountain, Nevada	Not offered	\$40	\$90	Vault toilets, parking areas, visitor information
Dumont Dunes, California	Not offered	\$30 \$40 on holidays	\$90 \$120 with holidays	Vault toilets, parking areas, visitor information
Imperial Sand Dunes Recreation Area, California	Not offered	\$35 offsite \$50 onsite	\$150	Vault toilets, trash removal, on-site camp host, visitor information center
U.S. Forest Service				
Hayfield Draw OHV Area, Arizona	\$5 day use only No camping		NA	Vault toilets, parking, dispersed camping or campsites with table, grill, shade structures, garbage service, visitor information
Ehrenberg Sandbowl, Arizona	\$5 day use \$10 camping		\$75	Staging area with ramps, vault toilets, tables, fire pits, shade structures, visitor information
Alto Pit OHV Area, Arizona	\$5 day use \$14 camping		NA	Staging area with ramps, vault toilets, garbage service, tables, fire pits, visitor information
Oregon Dunes, Oregon	\$5 day use Camping: \$10 primitive site \$20 developed site		\$35	Toilets (vault and flush with showers), potable water, garbage service, tables, fire rings, grills, camp host, visitor center
Utah State Parks				
Coral Pink Sand Dunes, Utah	\$8 day-use \$20 camping		\$75 day use only, includes \$2 camping discount	Toilets (vault and flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites, visitor information
Sand Hollow State Park, Utah	\$10 day-use Camping: \$15 primitive site \$28 RV hook-up site		\$75 day use only, includes \$2 camping discount	Toilets (vault and flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites, visitor center, entrance station
Private Campgrounds				

Recreation Area	Daily Fee per Vehicle	Weekly Permit	Annual Permit	Amenities/Facilities
The Oquirrh Inn and RV Park, Utah	\$70 RV camping		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites
Pony Express RV Resort, Utah	\$70 RV camping		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites
Salt Lake City KOA, Utah	\$41 tent camping \$62 RV camping		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites, hot tub
Lagoon RV Park, Utah	\$48 RV hook-up site		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, full RV hook-up, some electrical hookup sites, visitor center, entrance station

6.0 PRIORITIES FOR FUTURE EXPENDITURES

In most year, the existing fee schedule for the Knolls SRMA is sufficient to cover the annual operating cost (Table 2). However, the costs associated with operating this site are increasing due to the general increase in the cost of services and supplies (e.g., fuel, maintenance costs, labor costs). By increasing the fees, the existing visitor services will be provided and will not need to be reduced or eliminated due to lack of funding. Without the increased fee, the loss of these services would diminish the recreation experience for the visitors of this area.

Priorities for future expenditures include increasing the restroom cleaning and pumping schedule for the increasing number of people using the site, installing an electronic payment device including electrical service, developing additional parking areas and/or restrooms, additional interpretation (brochures and maps), additional law enforcement patrols, and funding the deferred maintenance projects.

Deferred maintenance costs are determined based upon a recurring schedule that requires all facilities to undergo two inspections in a five-year period to determine maintenance priorities. Examples of unfunded maintenance expected in the upcoming years are vault toilet door replacements road and parking pad repairs.

7.0 IMPACTS OF CHANGING AND NOT-CHANGING RECREATION FEE RATES

There could be three potential outcomes of the fee increases:

- Visitors would pay the increased fees to continue enjoying this unique recreation area.
- Visitors would go to other recreation areas.
- Visitors would come to the Knolls SRMA and avoid paying the fees and/or camp outside of the area.

Table 5 identifies the differences between the current and the new fees at Knolls SRMA. The average Knolls visitor stays four days during holiday weekends, which would result in a \$16 increase in the fee cost, if they bought daily permits.

Table 5. Current and Proposed Fee Rates

Permit	Current Fee	New Fee	Net Difference
Daily Permit	\$6	\$10	\$4 / day
Annual Pass	\$40	\$80	\$40 / year

No socioeconomic impacts to low-income or minority populations are expected from implementing the new schedule due the known/estimated current visitor demographics.

8.0 PUBLIC OUTREACH

The public has continually communicated with the BLM regarding needed improvements at the Knolls SRMA via verbal and/or written comments. Visitors to the Knolls SRMA have commented on a need for:

- Clean, maintained restrooms
- Maintained access road
- Electronic payment method
- A sense of security and emergency medical service
- Level pads for parking trailers and RVs
- Trash disposal
- Water access

Implementation of the updated fee schedule will help meet BLM’s objective to enhance the quality of visitor experiences and cover the rising operational costs of administering, monitoring, maintaining, and improving visitor services and facilities.

8.1. Public Outreach

To ensure this Business Plan was developed with public transparency, and an opportunity for public notification and comment, a draft Business Plan was released for a 30-day public comment period, ending on May 11, 2018. The draft Business Plan was:

- Posted at the BLM Utah Salt Lake Field Office and on the BLM Utah Business Plan website
- Issued via a News Release to statewide print and broadcast media
- Published in the Salt Lake Tribune, Deseret News, Provo Daily Tooele Transcript Bulletin newspapers
- Posted via flyers at the Knolls SRMA entrance kiosks

Comments were accepted via mail, fax, and email. Three comments were received. A summary of the public comments received is presented in Table 6. The Western Slope No-Fee Coalition objected to the proposed fee increase; one private commenter echoed this objection and added that the public comment period was not adequate. The third commenter recommended that BLM increase fee only for non-Utah residents. The very minimal public comment did not require substantive changes to the Business Plan.

Table 6. Summary of Public Comments on the Draft Business Plan

Comment	Number of Comments
Objection to fee increase and public participation period not adequate	2
Request for an increased fees for out of state residents	1
Other	0
Total Comments	3

8.2. BLM-Utah's Recreation Resource Advisory Council (RAC) Review

In addition to general public input, the BLM presented the draft Business Plan to BLM-Utah's Recreation Resource Advisory Council (RAC) for their formal review on May 22, 2018. The Utah RAC is a 15-member advisory panel which provides advice and recommendations to the BLM on resource and land management issues for 22.9 million acres of public lands in Utah. FLREA mandates that the appropriate RAC reviews all BLM recreation fee proposals prior to approval. The RAC reviewed and recommend approval of the Business Plan to the Utah State Director on May 22, 2018.

Attachment 1 Map

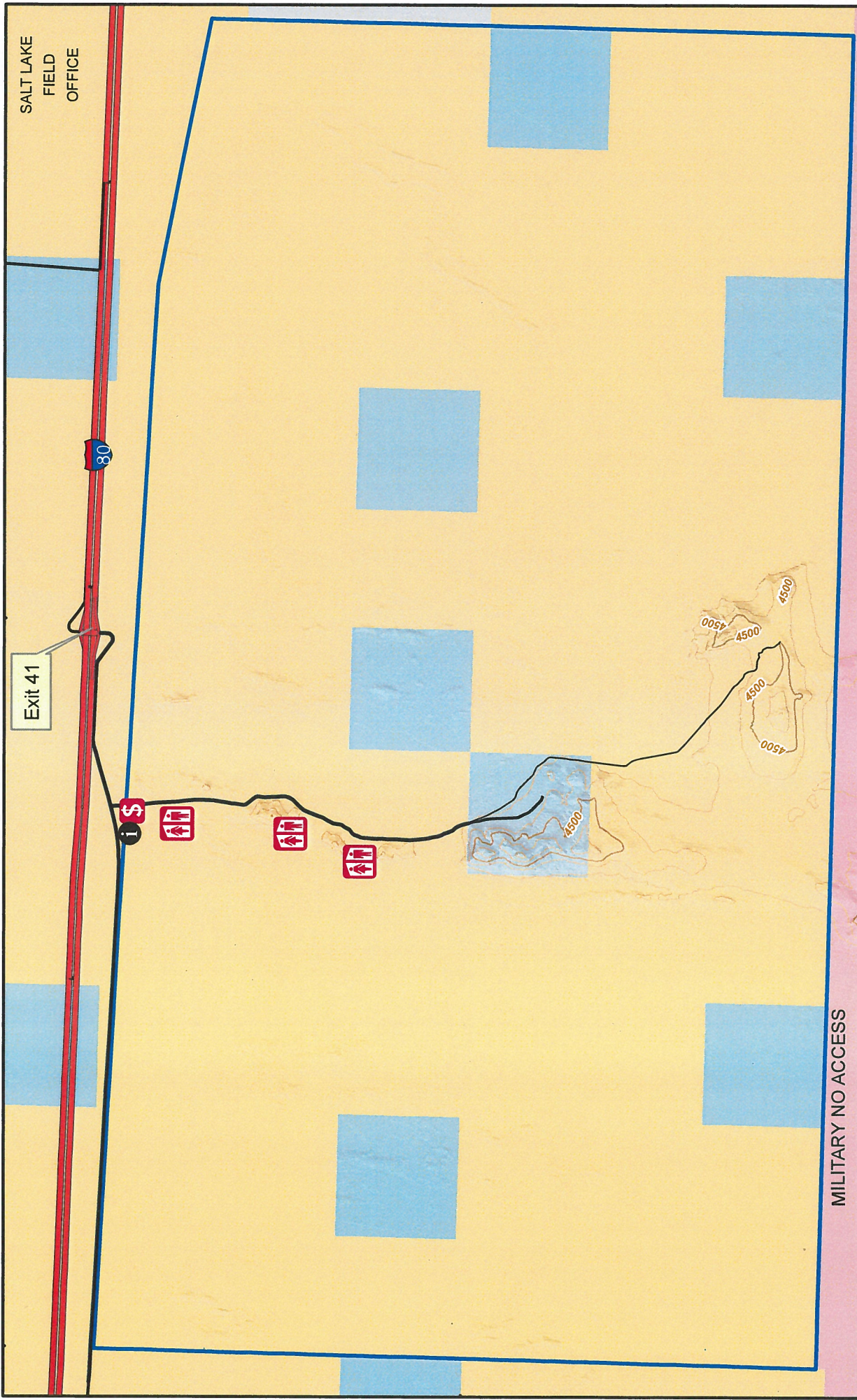
KNOLLS SPECIAL RECREATION MANAGEMENT AREA

R 13 W

R 12 W

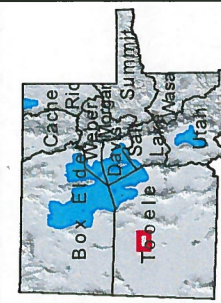
R 14 W

SALT LAKE
FIELD
OFFICE



T 1 S

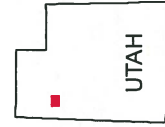
T 2 S



Knolls Special Recreation Management Area

Land Status

- ut_lgd (Yellow)
- Bureau of Land Management (BLM) (Yellow)
- Military Reservations and Corps of Engineers (Pink)
- Private (Light Blue)
- State (Blue)



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