

**United States Department of the Interior
Bureau of Land Management
West Desert District
Salt Lake Field Office**

**DRAFT FIVEMILE PASS RECREATION AREA
BUSINESS PLAN
July 2020**

**SALT LAKE FIELD OFFICE
LVRDUT_0000**



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



United States Department of the Interior
Bureau of Land Management
West Desert District
Salt Lake Field Office

**Draft Fivemile Pass Recreation Area
Business Plan**

July 2020

Recommended by: _____
Todd Marks, Assistant Field Manager, Acting
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Date

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Approved by: _____
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Date

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (Public Law 108-447) and BLM recreation fee program policy. It establishes future management goals and priorities for the Fivemile Pass Recreation Area in the Salt Lake Field Office.



United States Department of the Interior



BUREAU OF LAND MANAGEMENT
Salt Lake Field Office
2370 S Decker Lake Blvd.
West Valley City, UT 84119-2022

In Reply Refer To:
2932 (UTW011)

Dear Reader:

The Bureau of Land Management (BLM) Salt Lake Field Office (SLFO) proposes to require an individual special recreation permit (ISRP) fee for recreational use within the proposed Fivemile Pass special area, to be known as the Fivemile Pass Recreation Area (RA). Designation of the Fivemile Pass and surrounding area as a “special area” with a fee-based permit system is analyzed in Draft EA DOI-BLM-UT-W010-2020-0001-EA Fivemile Pass Special Area Designation (BLM, Draft 2020), which is being released for public comment at the same time as this draft business plan.

This draft business plan has been prepared with the following proposed fee rates, which are the same as the rates at the Knolls Special Recreation Management Area (SRMA). It is being released for a 30-day public comment period, beginning on July 28, and ending on August 27, 2020. As part of the process of establishing a new recreation fee for the proposed Fivemile Pass RA, a *Notice of Intent to Collect Fees on Public Land* will be published in the Federal Register. If approved, implementation of the proposed recreation fee program will occur no sooner than six months after the date the Federal Register Notice is published.

Proposed Recreation Fee Rates for Fivemile Pass Recreation Area		
Permit Type	Proposed Fee	Description
Daily permit	\$10 per primary vehicle*	Daily use, includes overnight camping. Expires at 2 pm MT the day after purchase.
Annual pass	\$80 per primary vehicle*	Combined annual pass for proposed Fivemile Pass RA and Knolls SRMA. Expires 1 year after the date of purchase.

*Primary vehicle is any street legal vehicle used for transportation to the proposed Fivemile Pass RA.

The Fivemile Pass and surrounding vicinity is a popular off-highway vehicle and dispersed camping area, located off Highway 73 in Tooele and Utah counties, that receives an estimated 65,000 visitors annually. Currently, there is no fee for recreational use of the area. A recreation permit system is needed to respond to resources that need to be protected by special management due to the substantial increase in use of public lands for recreation in the Fivemile Pass area. Fees from the permit system will help provide new recreation developments/improvements and additional management for the protection, management and enhancement of visitors, property, and resources.

The SLFO invites you to comment on the proposed fee and the information provided in this *Draft Fivemile Pass Recreation Area Business Plan*, which includes operations and maintenance costs, projected revenue and expenditures, and recreation fee rate analyses. The draft business

plan can be viewed on-line on the BLM NEPA Register site (see below) and on the BLM Recreation Site Business Plan website: <https://www.blm.gov/programs/recreation/permits-and-fees/business-plans> (Click on “Utah+” and navigate via Salt Lake Field Office>Fivemile Pass).

How to provide comments: Public comments will be accepted through August 27, 2020 and should be submitted on this website:

BLM NEPA Register

<https://bit.ly/2KnmcCi>

OR <https://eplanning.blm.gov/eplanning-ui/home>

Search by: Utah – Salt Lake Field Office – Environmental Assessment – Recreation – 2020 – Fivemile Pass Special Area Designation and go to “Documents” for the Draft Fivemile Pass Business Plan

To ensure your comments will be considered, you must submit them in writing to the SLFO by the last day of the public comment period (August 27, 2020). Please include your address, phone number, email address, or other personal identifying information with your comment. The BLM will not consider anonymous input. Please be aware that your entire comment, including your personal identifying information, may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

For further information about the Draft Fivemile Pass Business Plan and fee proposal, please contact JuLee Palette, 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 this individual 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.

Thank you for your interest in your public lands.

Sincerely,

Todd Marks
Field Manager, Acting
BLM Salt Lake Field Office

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Draft Fivemile Pass Recreation Area Business Plan

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EXECUTIVE SUMMARY

The Bureau of Land Management (BLM) Salt Lake Field Office (SLFO) has determined that it is necessary to require an Individual Special Recreation Permit (ISRP) for recreational use within the proposed Fivemile Pass special area, to be known as the Fivemile Pass Recreation Area (RA). Designation of the Fivemile Pass and surrounding area as a “special area” with a fee-based permit system is analyzed in Draft EA DOI-BLM-UT-W010-2020-0001 Fivemile Pass Special Area Designation (BLM, Draft 2020).¹

The BLM recommends establishing the following fee rates, which are the same as the rates at the Knolls SRMA. These rates are based on a review of the current SLFO fee program, operation and maintenance costs, anticipated revenues and expenditures, and cost recovery and fair market value analyses for the proposed Fivemile Pass RA as provided in this draft business plan:

- Daily permit fee of \$10.00 per primary vehicle, which includes overnight camping
- Combined annual pass of \$80 per primary vehicle for the proposed Fivemile Pass RA and Knolls Special Recreation Management Area (SRMA)

The Fivemile Pass and surrounding vicinity is a popular off-highway vehicle (OHV) and dispersed camping area with an estimated 65-70,000 visitors² annually for which no fee for recreation use is currently charged.³ The site includes the following improvements: restroom facilities, parking/staging areas, graded access roads, highway safety barriers, visitor information kiosks and signs, and basic visitor protection services. Annual operating and maintenance costs, which currently average approximately \$120,000 annually (as detailed in Section 5.0 and Appendix C, Tables 9 and 10), are entirely funded with fluctuating federal appropriations and declining fee revenue from commercial, competitive, and organized group Special Recreation Permit (SRP) activities that take place throughout the SLFO boundaries.⁴ Administration of the proposed fee program would increase annual operating and maintenance costs to a projected \$140,000. The proposed permit and fee program would provide revenue to fund new improvements and cover the current annual operating and maintenance costs; annual operating costs would increase with the addition of new recreation developments and improvements.

¹ Draft EA DOI-BLM-UT-W010-2020-0001 Fivemile Pass Special Area Designation (BLM, Draft 2020) is being released for public comment at the same time as this draft business plan.

² FY19 visitation is estimated at approximately 70,000 visits and the five-year average is estimated at approximately 65,000 visits. See section 3.5.

³ Special Recreation Permits and associated fees are required for commercial, competitive, and organized group activities and events on all BLM-managed public lands, including those within the Fivemile Pass area.

⁴ Revenue from SRPs has decreased over the years due to less SRP events and activities being held throughout the SFLO as a result of the requirement for cost recovery on permits requiring more than 50 hours to process. Under cost recovery, the applicant is assessed fees to cover the issuance of the permit; these fees include the actual costs of the personnel, vehicle, travel, and materials required to issue, administer and monitor the SRP with the limitations described in 43 CFR §2932.31(e).

1.0 INTRODUCTION

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (FLREA), enacted December 8, 2004, and in compliance with Bureau of Land Management (BLM) recreation fee regulations and program policy (see section 1.3). FLREA provides BLM with the authority and guidance to collect fees for the recreational use of public lands. FLREA is the authority for the BLM to collect the proposed ISRP fees for the proposed Fivemile Pass RA.

The BLM is committed to provide, and receive fair value for, the use of developed recreation facilities and services in a manner that meets public use demands, provides quality experiences, and protects 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, as authorized by the FLREA. FLREA also 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. Revenue from this recreation fee proposal for the proposed Fivemile Pass RA would be used to help meet increasing demands, management, and costs for recreation facilities and services within the proposed Fivemile Pass RA.

1.1 Purpose of Document

Under the FLREA, a business plan is required for all BLM fee sites and programs. The BLM SLFO submits this Draft Business Plan 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 revenue
- 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 this recreation fee proposal

This draft business plan only addresses BLM-managed public lands in the Fivemile Pass location, as shown on the maps in Appendix A:

- T. 6 S., R. 3 W., SLM, Sections 7, 17–22, 26–30, 33–35;
- T. 6 S., R. 4 W., SLM, Sections 11–15, 22–26;
- T. 7 S., R. 3 W., SLM, Sections 1, 3–5, 8-15, 17, 22–27, 34, 35;
- T. 8 S., R. 3 W., SLM, Section 3.

1.2 Special Area Permits and Fees

The Fivemile Pass and surrounding area is proposed for designation as a special area with a permit and fee system to respond to the substantial increase in use of public lands for recreation and the subsequent potential for impacts to resources (BLM, Draft 2020). 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.).

The FLREA authorizes the BLM to collect special recreation permit fees for specialized recreation uses of federal recreational lands. Under 43 Code of Federal Regulations (CFR) §2931.2, BLM may establish a Special Recreation Permit and fee system for the use of special

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.).

ISRP fee rates are set by the BLM State Director based on several considerations in order to ensure a fair return for the use of public lands. These considerations include: management costs related to the special area, costs of operating the permit system, and comparison with fees charged in similar areas. 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 draft business plan has been prepared pursuant to all laws, regulations, and policies governing BLM recreation permit and fee programs, including:

- Federal Lands Recreation Enhancement Act (FLREA) (P.L.108-447), enacted December 8, 2004
- Title 43 Code of Federal Regulations, Part 2930 (43 CFR §2930) Permits for Recreation on Public Lands
- BLM Manual 2930, *Recreation Permits and Fees*, Rel. 2-296 dated October 22, 2007
- BLM Handbook 2930-1, *BLM Recreation Permit and Fee Administration Handbook*, Rel. 2-300 dated November 17, 2014
- BLM Utah Instruction Memorandum UT 2013-037: Utah Recreation Fee Program Toolbox, 2013
- WO IM 2014-131 Implementation of the Federal Lands Hunting, Fishing and Shooting Sports Roundtable Memorandum of Understanding
- WO IM 2018-062 Addressing Hunting, Fishing, Shooting Sports, and Big Game Habitats, and Incorporating Fish and Wildlife Conservation Plans and Information from Tribes, State Fish and Wildlife Agencies, and Other Federal Agencies in BLM NEPA Processes

1.4 Resource Management Plans

The BLM recreation program in the SLFO is managed under 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 (MFP), 1980; the Park City MFP, 1975 as amended; and the Isolated Tract Planning Analysis, 1985.⁵

2.0 SLFO RECREATION PROGRAM OVERVIEW

2.1 SLFO Administrative Unit

The BLM SLFO lies within the Utah West Desert District and encompasses approximately 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’s boundaries, with the majority within District 1 and District 2, and small portions in western Utah County in

⁵ SLFO RMPs and MFPs have not been updated due to a general planning moratorium enacted through the National Defense Authorization Acts of 2000 and 2006 for all public lands lying under military-controlled airspace in western Utah.

District 3 and District 4. Nearly 80% of the total state population is concentrated along the Wasatch Front, within easy driving distance of the BLM-managed public lands of the northern Great Basin Desert within the boundaries of the SLFO.

2.2 SLFO Recreation Program & Visitation

Recreation Program

The SLFO includes many recreation attractions which are generally accessible year-round to all types of users from the large, diverse urban-interface population in the Wasatch Front. The primary recreational activities that occur within the SLFO are OHV riding, camping, target shooting, hunting, land-speed time trials, wildlife and nature photography/filming, and scenic backcountry driving. Popular BLM recreation sites include the Bonneville Salt Flats SRMA, Knolls OHV SRMA, Pony Express and California National Historic Trails, and the Fivemile Pass OHV area. Other less visited but important BLM recreation sites include the Transcontinental Railroad Backcountry Byway, Cedar Mountain Wilderness, Deep Creek and North Stansbury Wilderness Study Areas, Stansbury Island Mountain Bike Trail, and four BLM campgrounds.

The SLFO currently manages four recreation fee sites and administers three fee programs. The recreation fee sites include the Knolls SRMA and three campgrounds: Simpson Springs, Clover Spring, and Little Creek. The fee programs include the ISRP fees (for the Knolls SRMA), recreation use permit (RUP) fees (for the campgrounds), and SRP fees (for commercial, competitive, and organized group events throughout the SLFO). These fee programs are managed under the following business plans:

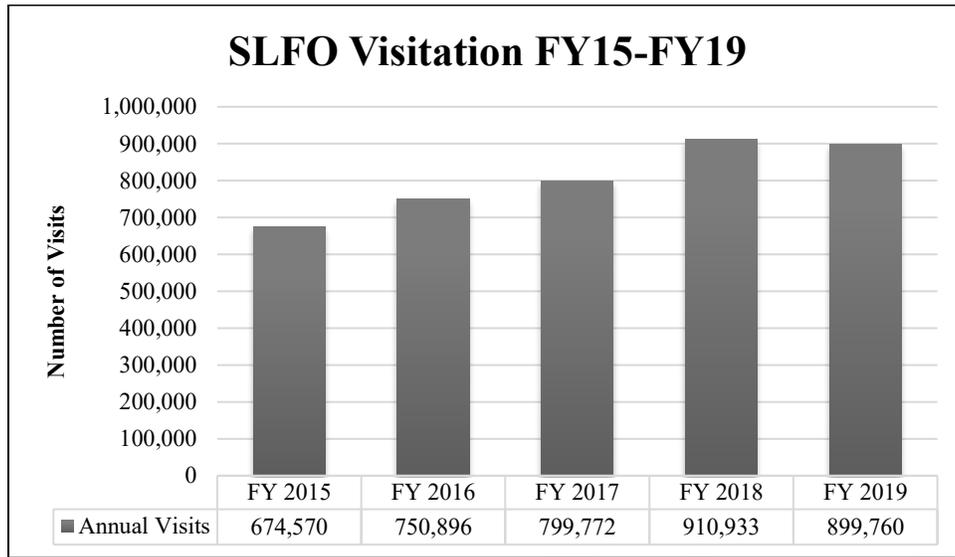
- Knolls Special Recreation Management Area Business Plan, 2018
- Business Plan for Salt Lake Field Office Campgrounds, 2015
- Special Recreation Permit Program Business Plan, 2014

Visitation

Visitation to the SLFO is estimated at approximately 800,000 visits annually based on traffic counter data and field monitoring, as reported under the BLM's Recreation Management Information System (RMIS).⁶ This is based on a five-year average from FY15 to FY19, as shown in Figure 1. Generally, visitation has increased annually—paralleling population increases along the Wasatch Front, which is expected to continue. In FY19, the SLFO visitation was approximately 900,000 visits, which represented a 33% increase from FY15. The year-round accessibility of SLFO's public lands draws many visitors who have been snowed out of popular recreation destinations in Utah's mountains, especially during unexpectedly heavy winter seasons.

⁶ For additional information regarding collection of visitation numbers, see section 11.1 Data Sources.

Figure 1. SLFO Recreation Program Estimated Annual Visits by Fiscal Year*



*The federal fiscal year (FY) begins October 1 and ends September 30 of the following year.

Most visitors to the SLFO are from local communities in northern Utah and the adjacent states of Idaho, Nevada, and Wyoming. Many visitors are from social and family groups, including the Boy Scouts of America, church groups, OHV clubs, historic reenactment groups, equestrian groups, dog field trial clubs, and racing groups. They are attracted to the West Desert for its wide-open spaces, which are ideal for recreational vehicle (RV) camping, OHV riding, hunting, and target shooting. National and international visitors are attracted to the Bonneville Salt Flats with its world-renowned land-speed racing and filming opportunities, Transcontinental Railroad National Backcountry Byway with its association with the National Park Service’s Golden Spike National Historic Site, the Pony Express National Historic Trail with its annual re-enactment rides, and the California National Historic Trail with its handcart treks.

3.0 FIVEMILE PASS PERMIT SYSTEM

3.1 Site Description

The proposed Fivemile Pass special area is located on the border of Tooele and Utah counties in northern Utah, within an hour drive of the major population centers of Salt Lake and Utah Counties (see Map 1 in Appendix A). The special area encompasses approximately 17,927 acres of BLM-managed public lands generally located at the southern end of the Oquirrh Mountains and along a series of small hills known as the West Thorpe Hills (see Map 2 in Appendix A), at an elevation ranging from 5,200 feet to nearly 8,000 feet. State Highway 73 bisects and provides the primary access to the area, which is located approximately five miles west of Fairfield, Utah and 24 miles west of Lehi, Utah. Other nearby gateway communities include: Tooele and Stockton on the north; Saratoga Springs, Eagle Mountain City and Cedar Fort on the north and east; and Vernon and Eureka on the south. Photos of the area are provided in Appendix B.

3.2 Applicable Land Use Plan

Management of recreation resources in the proposed Fivemile Pass RA is guided by the Pony Express RMP, 1990, as amended (BLM, 1990), including the Pony Express RMP OHV Amendment (BLM, 1992). In the RMP, the Fivemile Pass and surrounding area was identified as part of an Extensive Recreation Management Area, for which the current level of recreation was unanticipated. The continued and increasing high use of the Fivemile Pass and surrounding area resulted in the installation of the existing basic facilities, as described in Section 3.4, and the approximately 34,000-acre target shooting closure implemented in July 2000 (BLM, 2000).

3.3 Recreational Activities

Most visitors to the proposed Fivemile Pass RA are attracted by the opportunity for a dispersed, semi-primitive recreational experience. The primary recreation activities within the area are OHV riding [including all-terrain vehicles (ATV), utility terrain vehicles (UTV), and motorcycles] and dispersed RV camping. Other common recreational activities include: motorized vehicle rock crawling, horseback riding, hunting, mountain biking, and organized group camping events and activities, such as boy scout and church campouts, family reunions, OHV club group rides, and volunteer cleanups. In addition, SRPs are issued for use of the area each year: currently three SRPs for model rocket launches, commercial four-wheel drive tours, and an annual equestrian ride along the Pony Express Road and previously one SRP from 2004 to 2013 for an annual mountain bike race with 200-300 participants. Additionally, the area is popular for annual cleanups by boy scouts and community OHV groups, especially for the annual National Public Lands Day.

3.4 Facilities and Services

Currently, the Fivemile Pass area only provides basic facilities and visitor services, which were installed as an initial response to meet basic sanitation and public safety concerns resulting from the high use of the area. Facilities include: six double-vault restrooms, two graveled parking/staging areas, a few graded access roads, highway safety barriers, eight visitor information kiosks, and signs. Visitor services include: facility maintenance (including restroom cleaning and pumping), visitor information, monitoring of the area, joint law enforcement patrols, support for emergency services, reclamation of abandoned mine sites, and area cleanups (generally conducted by local volunteer groups). Funding for these developments and services was provided primarily by grants from Utah State Parks, partnerships with Tooele and Utah Counties, BLM federally-appropriated funds, and SRP fee revenue.

3.5 Visitation and Demographics

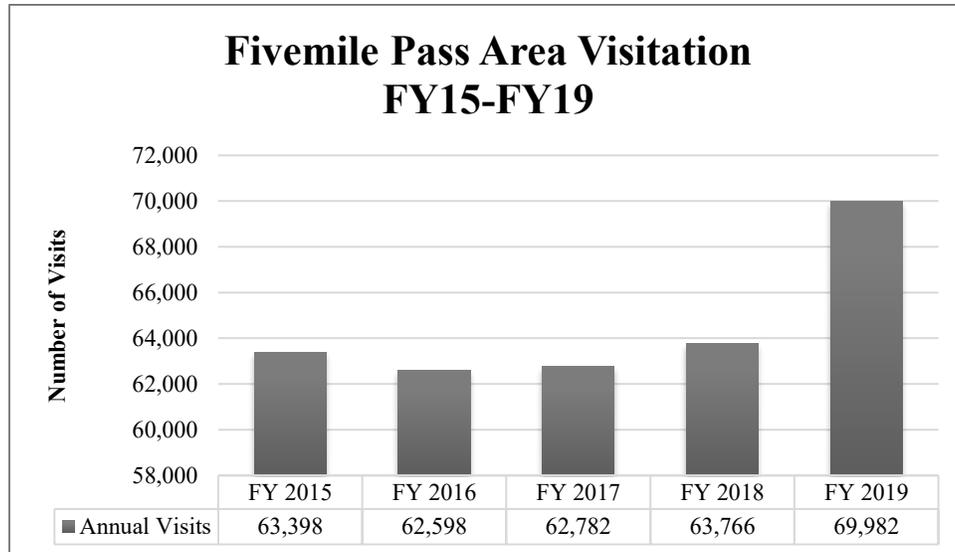
Visitation

The Fivemile Pass area receives an estimated 65,000 visitors annually, based on traffic counter data and field monitoring, as reported under the BLM's RMIS.⁷ This estimate is based on a five-year average from FY15 to FY19, as shown in Figure 2. In FY19, the estimated Fivemile Pass visitation of approximately 70,000 visits represented a 10% increase from FY18. This use has increased over the years and is expected to continue to increase with the increasing populations of the Wasatch Front and Salt Lake, Tooele, and Utah counties; and the continuing popularity of

⁷ For additional information regarding collection of visitation numbers, see section 11.1 Data Sources.

OHVs and demand for OHV-riding areas. The Fivemile Pass area is accessible year-round with the highest use on weekends in the spring and fall, especially over holiday weekends.

Figure 2. Fivemile Pass Area Estimated Annual Visits by Fiscal Year*



*The federal fiscal year (FY) begins October 1 and ends September 30 of the following year.

Demographics

Most visitors to the Fivemile Pass area are residents of the nearby cities and towns of Fairfield, Cedar Fort, Eagle Mountain City, Saratoga Springs, Lehi, Stockton, Vernon, and Eureka and from the larger communities along the Wasatch Front and in the Salt Lake Valley, such as Salt Lake City, Tooele, and Provo. Many visitors are part of local family and social groups, such as church, OHV, equestrian, and boy scout groups.

A small visitor study was conducted in the Fivemile Pass area in 2009, with only basic demographic information collected (Univ. Idaho, 2009).⁸ The study found that visitors generally were adults (61%), male (62%), and within the 51-70 age group (57%). Visitors expressed an 85% overall satisfaction with recreational opportunities, facilities, and services. However, with a sample size of only 29 surveys, these statistics are probably more indicative of those individuals who were willing to fill out the survey.⁹

3.6 Partnerships and Funding

Partnerships and volunteer groups have been vital in the development of the Fivemile Pass area. Agreements with Utah State Parks and Utah and Tooele Counties facilitated and funded all of the infrastructure and developments currently in the Fivemile Pass area (including restrooms, information kiosks, parking/staging areas, signs, access roads, highway safety barriers) plus reclamation of abandoned mine sites, joint law enforcement patrols, and the target shooting closure. Every year, volunteer groups (primarily OHV clubs and boy scouts) conduct cleanups

⁸ Demographic information was limited to: group size; number of adults, teenagers and children in groups; and respondent age and gender.

⁹ The final report advised caution when interpreting any data with a sample size of less than 30.

within the area. And volunteers from the Utah Trail Patrol performed an initial inventory of existing routes in the area in 1999.

While these partnerships have provided the amounts indicated below, these funds have only assisted with capital expenditures (i.e., purchase and installation of facilities). None of these funds have provided any assistance with annual operating and maintenance costs, which currently total approximately \$119,215 (Table 2).

Funding:

- 1999 – approximately 100 hours of volunteer labor from Utah State Parks for inventory of existing routes
- 2004 – \$18,000 for inventory and mapping of potential trail system (\$9,000 federal funds and \$9,000 Utah State Parks grant)
- 2006 – \$38,000 for joint law enforcement patrol contract (\$19,000 federal funds and \$19,000 Utah State Parks grant)
- 2007 – \$28,000 federal funds granted to Utah County Sheriff for joint law enforcement patrol contract
- 2007 – \$104,000 for 4 vault toilets (\$52,000 federal funds and \$52,000 Utah State Parks grant)
- 2008 – \$75,000 for culinary/drinking water system (\$37,500 federal funds and \$37,500 Utah State Parks grant)
- 2010 – \$362,000 additional funding for culinary well and water system, 2 additional restrooms, road improvements, graveled parking areas, fencing (federal funds)
- 2012 – \$20,000 for eight metal kiosks (\$10,000 federal funds and \$10,000 Utah State Parks grant)

4.0 NEW FEE PROPOSAL

The BLM proposes the following ISRP fee rates for the proposed Fivemile Pass RA as shown in Table 1. ISRP fees can be implemented under the authorities of and in accordance with the laws, regulations, and policy listed in Section 1.3, pursuant to the approval of the Decision Record authorizing the designation of the Fivemile Pass and surrounding area as a special area with a permit and fee system (BLM, Draft 2020). Currently, there is no fee for recreation use in the Fivemile Pass and surrounding area.

Table 1. Proposed Recreation Fee Rates for Fivemile Pass RA

Permit	Proposed Fee	Description
Daily permit	\$10 per primary vehicle	Daily use, includes overnight camping. Expires 2 pm MT the day after purchase.
Annual pass	\$80 per primary vehicle	Combined annual pass for proposed Fivemile Pass RA and Knolls SRMA. Expires 1 year after the date of purchase.

Visitors will be required to pay a fee to recreate within the proposed Fivemile Pass RA. Self-service fee stations will be located in the main parking areas north and south of Highway 73 and along other primary access routes. Annual passes will be available at the SLFO and can be purchased any time during the year. Methods of fee payment will include on-line fee payment

(such as through Recreation.gov) with fee collection boxes (such as iron rangers) in a few key locations. Future fee payment methods may include credit card payment machines, electronic/digital fee payment and passes, and on-line payments and passes. The new ISRP fee proposal for the Fivemile Pass special area would include the following:

- 1) Daily ISRP recreation fee required for all recreational uses and activities, including but not limited to: OHV riding, rock crawling, camping, mountain biking, horseback riding, hunting, hiking, scenic and wildlife viewing, photography, bird watching, etc. This requirement would also apply to campers on private or state property who recreate on BLM-managed public lands within the proposed Fivemile Pass RA.
 - a. Fees are non-refundable. The BLM would not be responsible for misplaced, lost, or stolen permits or passes.
 - b. Hunters are not exempt from the requirement to pay the recreation fee. Under 43 CFR §2932.14, a special area permit is required for hunting, trapping, or fishing in a special area where BLM requires one for recreation use of the special area. This is in addition to the State of Utah requirement that hunters, anglers, and trappers obtain a valid State hunting license.
 - c. Use of County Class D roads¹⁰ is not exempt from the requirement to pay the recreation fee.¹¹ Use of these roads within the proposed Fivemile Pass RA is primarily for recreational purposes, which does not warrant an exemption from the fee requirement. Any use of County Class D roads for non-recreational purposes is covered by the exemptions for administrative uses.
- 2) Daily ISRP fee paid for each primary vehicle. The primary vehicle is defined as: the street legal vehicle used for transportation to the recreation area. This will be the vehicle used to transport or tow the OHV(s) or the OHV itself, if ridden directly into the recreation area without a separate transport vehicle. The daily permit fee would cover all occupants of the primary vehicle, which would lower the cost per person. The daily permit would expire at 2 pm MT the day after purchase to allow for overnight camping.
- 3) Fee exemptions for the following:
 - a. Administrative uses. These would include, but not be limited to: BLM mineral authorizations; BLM grazing permits; BLM rights-of-way; BLM commercial seed collection permits; BLM volunteers; private landowners with inholdings; state and county law enforcement officers; county search and rescue personnel (including volunteers); county employees who assess, inspect, and maintain

¹⁰ County Class D roads are any road, way, or other land surface route that has been or is established by use, or constructed, and is maintained by the county to provide for usage by the public for vehicles with four or more wheels (Utah Code, Title 72, Chapter 3, 72-3-105).

¹¹ A general survey was made of BLM recreation fee areas in Utah with the consensus that public use of County Class D roads is not exempt from the fee requirement as use of these roads within recreation areas is primarily for recreational purposes; and any use for non-recreational purposes is covered by the exemptions for administrative uses. Within BLM recreation fee areas in Utah, public use of County Class B roads for driving through the fee area for non-recreational purposes (such as to access a destination on private property or outside of the fee area), without stopping or using any facilities or services in the BLM fee area, typically is exempt from the permit-fee requirement; however, there are no County Class B roads within the Fivemile Pass RA.

county roads; and other activities or projects already authorized under other BLM permits or agreements.

- b. Visits of 30 minutes or less in time.¹²
 - c. General non-recreational related travel through the area utilizing street-legal vehicles entirely on State Highway 73. This exemption would apply to this type of travel on County Class B roads too, but there are no County Class B roads within the boundary for the proposed Fivemile Pass RA. This exemption would not apply to use of County Class D roads within the proposed Fivemile Pass RA.¹³
 - d. Any type of recreation use or travel along the boundary roads. This includes, and is not limited to: State Highway 73, Mercur Canyon Road, the old railroad grade road, and the County Class B roads¹⁴ along the boundary, which include Lewiston road, Manning Canyon road, and Cedar Flat road (along Ten Mile Pass).
- 4) All daily permits, permit stubs, confirmation letters or notices, and annual passes would need to be displayed within view from the primary vehicle's front window or windshield. Compliance checks would be conducted by BLM employees, with other possible methods of fee compliance implemented in the future.
 - 5) Combined annual pass for proposed Fivemile Pass RA and Knolls SRMA in order to allow frequent visitors to use both areas with one annual pass. This pass would provide frequent visitors to the Fivemile Pass RA with a lower-cost per visit fee option. The annual pass would be the same as the annual pass for the Knolls Special Recreation Management Area (SRMA) and would apply to both areas.
 - 6) The West Desert District or Salt Lake Field Office Manager may award a free annual pass to individuals who complete 80 hours of volunteer labor.¹⁵
 - 7) On the day of a volunteer service event (such as a cleanup, signing, trail-building, facility maintenance, or other recreation-related volunteer project), the West Desert District or Salt Lake Field Office Manager may award a free daily permit to all participating individuals.¹⁶
 - 8) The West Desert District or Salt Lake Field Office Manager may award free daily permits to school groups, educational organizations, and other entities. This would be considered

¹² The time estimated for use of the restrooms, such as those in the main parking areas along Highway 73.

¹³ Within BLM recreation fee areas in Utah, public use of County Class B roads for driving through the fee area for non-recreational purposes (such as to access a destination on private property or outside of the fee area) without stopping or using any facilities or services in the BLM fee area, typically is exempt from the permit-fee requirement. Public use of County Class D roads is not exempt as use of these roads within recreation areas is primarily for recreational purposes; and any use of County Class D roads for non-recreational purposes is covered by the exemptions for administrative uses.

¹⁴ County Class B roads are hard surface, usually graded, dirt roads located on property under the control of a federal agency and constructed and/or maintained by the county under agreement with the appropriate federal agency to provide for usage by the public (Utah Code, Title 72, Chapter 3, 72-3-103).

¹⁵ Under BLM policy, the BLM does not waive SRP requirements or fees in exchange for volunteer work. However, local managers may reward volunteer work by a group or individual with a local or regional recreation pass (recreation use permit), Special Area permit, Interagency Volunteer Recreation Pass, or other recognition [H-2930-1, Chapt.1, III.K.(3), p.1-41].

¹⁶ Ibid.

on a case-by-case basis, as permitted under law, regulation, and policy, and authorized by the West Desert District Manager or the Salt Lake Field Manager.¹⁷

9) There would be no discounts for America the Beautiful passes, including the senior pass, military pass, and access pass for the disabled.¹⁸

10) SRPs would continue to be required for all vendors and commercial, competitive, and organized groups operating within the proposed Fivemile Pass RA. All individuals associated with these groups events or activities (including participants, event organizers and staff, volunteers, spectators, and others) would be required to pay the proposed daily permit fee, per BLM policy (BLM H-2930-1, Chapt.1, III.G.2.a.(3), b., d., e.).]

5.0 OPERATING AND MAINTENANCE COSTS: Current and Projected

5.1 Current Operating and Maintenance Costs

Annual operating and maintenance costs for Fivemile Pass recreation facilities and visitor services currently are funded entirely by federal appropriations and SRP recreation fee revenue. Both of these funding sources vary annually, have declined in recent years due to lower recreation budgets and a decrease in the number of SRP events held in the SLFO, and are unable to keep pace with rising operation and maintenance costs and steadily increasing visitation. Other funding sources, such as partnerships and grants, have only assisted with capital expenditures; they have not provided any assistance with annual operating and maintenance costs.¹⁹

Current operating and maintenance costs for the Fivemile Pass area average approximately \$120,000 annually, as shown in Table 2. These costs are estimates and include the operations and services described in Table 2 with the staff/labor, supplies, equipment, and vehicle costs needed to provide these services. For a detailed breakdown of estimated annual operating, maintenance, and labor costs, see the tables in Appendix C.

Under the current costs, operations costs total approximately 34% (\$40,600), with the annual facility maintenance (restrooms and other structures) as the most expensive service. Labor costs total approximately 65% (\$78,615) to fund part of the labor of eight staff and managerial positions engaged in annual management, maintenance, and visitor services for the Fivemile Pass area (see Table 3).

¹⁷ Although fee suspensions are generally only allowed for standard amenity fees, under BLM policy, the field office manager may waive expanded amenity fees (such as group day use, overnight camping, and cabin rentals, or individual SRPs, such as river permits or special area permits) through a written record of decision (H-2930-1, Chapt.2, II.I.3., p.2-18).

¹⁸ America the Beautiful passes are not eligible for 50% discounts on ISRP fees, per FLREA and BLM policy. Under BLM policy (BLM H-2930-1, p. vii), America the Beautiful annual, senior and access passes are accepted for standard amenity fees only. The proposed ISRP fee for the proposed Fivemile Pass RFA (which is the only permit-fee system that can be implemented within a special area) is not a standard amenity fee; and, therefore, the discount does not apply.

¹⁹ Grants from Utah State Parks have assisted with capital expenditures only.

Table 2. Estimated Annual Operating Costs: Current and Projected

Item	Description	Operations Cost \$	Labor Cost \$	Total Item Cost \$
Current Annual Operating Costs				
Restroom maintenance	Six double vault toilets: cleaning and vault pumping (service contracts)	\$17,000	Included in service contract	\$17,000
Other facility maintenance: parking, access, fences, signs, kiosks, traffic counters	Grade/gravel parking/staging areas and major access roads, barrier/fencing repair. Sign replacement/repair and installation. Kiosk repair and information posting. Traffic counter repairs and supplies, data downloads and reports. Minor maintenance, equipment, field, and office supplies.	\$17,300	\$11,100	\$28,400
Visitor Information	Design, material and printing costs for educational, interpretive, and informational maps, flyers, brochures, and other materials; website maintenance; responding to visitor inquiries	\$300	\$4,815	\$5,115
Law enforcement services	Site patrols to monitor visitor use and safety; compliance checks, education, and enforcement; emergency services and support; resource and property protection; equipment and repairs	\$2,000	\$42,700	\$44,700
Area management & administration	Visitor use, safety, and site monitoring; facility inspections; resource protection; planning; trash cleanups/removal	\$1,000	\$20,000	\$21,000
Vehicles	Overhead costs for completion of annual management duties	\$3,000		\$3,000
	Subtotals	\$40,600	\$78,615	\$119,215
Projected Additional Annual Operating Costs for Permit-Fee Program				
Proposed Permit & fee program	Fee collection, accounting & deposits; online/digital/credit card fee accounting (such as recreation.gov); fee compliance; fee envelopes; annual pass printing and sales; fee station signs, repair & maintenance	\$2,900	\$15,450	\$18,350
	Subtotals	\$2,900	\$15,450	\$18,350
Current & Projected Operations total		\$43,500		
Current & Projected Labor total			\$94,065	
Total Estimated Annual Operating Costs: Current & Projected				\$137,565

Table 3. Estimated Annual Labor Costs: Current and Projected

Staff Position	Wage (\$/WM*)	Current Annual WMs	Projected Fee Program Annual WMs	Total WMs*	Total Cost
Outdoor Recreation Planner – 1 FT**	\$10,400	1.4	0.5	1.9	\$19,760
Park Ranger – seasonal	\$3,600	1.45	0.5	1.95	\$7,020
Law Enforcement Officer – 1 FT	\$12,200	3.5	0.5	4.0	\$48,800
Operations staff – 1 FT	\$8,400	0.25	0	0.25	\$2,100
Operations Manager – 1 FT	\$12,300	0.2	0	0.2	\$2,460
Assistant Field Manager – 1 FT	\$11,700	0.5	0	0.5	\$5,850
Field Manager – 1 FT	\$13,000	0.35	0	0.35	\$4,550
Support staff – 1 FT	\$4,700	0.25	0.5	0.75	\$3,525
Total Labor					\$94,065

*1 WM = 22 days (average) / 0.5 WM = 11-12 days / 0.25 WM = 5-6 days / 0.1 WM = 2 days

**FT = Full-time

Capital Expenditures and Deferred Maintenance

Annual operating and maintenance costs do not include capital expenditures or deferred maintenance. Funding of new facilities and major repair or replacement of capital expenditures (such as restroom facilities, fee tubes, graded/graveled parking/staging areas, etc.) will be dependent on a combination of revenue from the proposed Fivemile Pass RA recreation fee, federally-appropriated funds, other funding sources such as grants and partnerships, and SLFO SRP recreation fee revenue.

5.2 Projected Costs of Proposed Fee Program

Implementation of the fee program would require an initial expenditure of approximately \$33,000, as shown in Table 4. These costs are estimates and include the projected labor, items, actions, supplies, and equipment described in Table 4. For a detailed breakdown of the estimated costs for implementation of the fee program, see Appendix C, Table 11.

The administration of the fee program, once initial fee structures/facilities are in place and the program has been fully implemented, would cost a projected additional \$18,350 annually, as shown in Table 2. This would include the labor, supplies, and equipment for fee program administration, which includes those items and actions described in Table 2. These projected additional costs for annual administration of the proposed fee program would increase annual operating and maintenance costs to a projected \$137,565 (Table 2). For a detailed breakdown of these projected costs, see the tables in Appendix C.

Under the projected costs (with the addition of the administration of the fee program), operations costs would total approximately 32% (\$43,500) and labor costs would total approximately 68% (\$94,065).

Under the FLREA, the BLM is not authorized to expend more than 15% of total recreation fee revenue for general administration, overhead and indirect costs. This does not include labor, which is considered a direct cost. Labor costs for direct costs (such as fee collection, accounting, and compliance; operation and maintenance of the fee area, law enforcement, interpretation, etc.) are an allowable expense under FLREA. Only indirect costs are limited to the 15%.

Table 4. Estimated Implementation Costs for Proposed Fee Program

Item	Description	Operations Cost \$	Labor Cost \$	Total Item Cost \$
Fee tubes	Purchase and installation	\$10,500	\$5,930	\$16,430
Daily permit fee envelopes	Procurement and distribution on-site	\$200	\$140	\$340
Fee signs	Design, purchase, and installation (including for on-line/digital/credit card fee payment)	\$5,000	\$8,570	\$13,570
Digital/electronic fee payment	Transition to on-line/digital/credit card fee payment (such as recreation.gov) for daily permits and annual passes		\$2,080	\$2,080
Vehicles	Overhead costs	\$500		\$500
Operations total		\$16,200		
Labor total			\$16,720	
Total Estimated Implementation Costs				\$32,920

6.0 PROJECTED FEE REVENUE & EXPENDITURES

All recreation fee revenues would be accounted separately from other agency revenue, as required under the FLREA. Fee revenue would be retained locally for the development, improvement, repair, maintenance, and upgrade of recreational facilities and services in the proposed Fivemile Pass RA.

6.1 Projected Fee Revenue

The proposed ISRP fees would provide a vital funding source for management of the proposed Fivemile Pass RA. New fee revenue is projected to cover approximately 37% to 100% of the projected total annual operating and maintenance costs of approximately \$137,565, depending on the level of fee compliance (see Table 5). With the high visitation numbers reported for the Fivemile Pass and surrounding area, recreation fees eventually could pay 100% of the area's operational costs and provide additional funds to improve recreational developments and services.

Table 5. Projected Annual Fee Revenue from Proposed Fee

Permit Type	Fee Rate	Permits Sold		Fee Revenues	
		20% fee compliance	60% fee compliance	20% fee compliance	60% fee compliance
Daily permit*	\$10	5,200	15,600	\$52,000	\$156,000
Annual pass	\$80	5	10	\$400	\$800
% of Projected Annual Costs				37%	100%
Total Projected Fee Revenue				\$52,400	\$156,800

*Based on an estimated 26,000 daily permits sold annually.

Projected revenue from the proposed new recreation fee for the proposed Fivemile Pass RA is estimated at approximately \$52,000 initially and increasing to approximately \$157,000 annually, as fee compliance increases (see Table 5). This estimation is based on the following assumptions:

- 1) An annual level of use consistent with the five-year average of 65,000 visits (Section 3.5).
 - Assuming an average of 2.5 people per primary vehicle, the average number of vehicles, and therefore maximum number of permits sold, would be 26,000 permits (with 100% fee compliance).
- 2) An initial fee compliance rate of 20%, eventually increasing to 60% (i.e., at least 20-60% of users purchase a permit and pay the full fee amount).
 - At 20% compliance, an estimated 5,200 permits would be sold (20% of 26,000 is 5,200).
 - At 60% compliance rate, an estimated 15,600 permits would be sold (60% of 26,000 is 15,600).
- 3) An initial purchase of five to ten annual passes.²⁰

As a new fee site with multiple points of entry, 100% compliance with the fee requirement is not anticipated for the proposed Fivemile Pass RA. Many visitors will choose not to pay the fee or the full fee amount; and a portion of the vehicles entering the main parking areas are Highway 73 drivers stopping to use the restroom. Fee compliance (and fee revenue) is expected to increase over time with communication and enforcement of the fee requirement, which will require increased law enforcement patrols and compliance checks. Although 100% fee compliance remains the goal, 60% compliance is more realistic; and during the initial years of implementation of the fee program, about 20% compliance is most likely.

Initially, fee revenue is expected to be insufficient to cover all of the projected annual operating and maintenance costs. The remaining costs would continue to be funded through federally-appropriated funds and SRP recreation fee revenue. Other funding sources, such as partnerships and grants, also would provide funds but probably not for annual maintenance and operating costs, as explained in Section 5.0.

²⁰ This is based on the average number of annual passes sold for the Knolls SRMA each year.

6.2 Projected Future Expenditures

Initially, the new ISRP fee revenue would be used to pay a portion of the annual operating and maintenance costs for the Fivemile Pass RA—with administration of the fee program, restroom maintenance, seasonal park ranger, and law enforcement services as the top priorities (Table 6). As fee compliance and revenue increase, revenue from the proposed recreation fee eventually would cover 100% of the projected annual operating and maintenance costs and provide funds for capital improvements, including new recreation developments and visitor services (with contributions from other funding sources, such as partnerships and grants, as needed). Potential future developments and services include:

- Technology upgrades (such as other forms of fee payment)
- Picnic tables, fire rings, grills, shade structures
- Fencing/barriers: to manage access points for improved fee compliance
- Trail system: signs, maps, maintenance
- Additional graded/graveled parking areas and access roads
- Rehabilitation of damaged sites
- Additional equestrian and OHV trailheads
- Developed campgrounds
- Trash removal: containers and collection service
- Potable water system
- Additional traffic counters

Table 6. Priority Future Expenditures

Priority	Item	Description*	Expenditure \$
1	Fee program administration	Permits, fee collection and compliance	\$18,400
2	Restroom maintenance	Cleaning contract and vault pumping for 6 double vault toilets	\$17,000
3	Labor	Partial funding for 1 seasonal park ranger (1.95 WM)	\$7,000
4	Law enforcement services	Support for 1 law enforcement officer (4 WMs)	\$49,000
5	Other facility maintenance	Parking/staging areas, access roads, barriers, signs, kiosks, traffic counters	\$28,400
6	Visitor Information	Maps, flyers, brochures, website	\$5,000
7	Area management and administration	Visitor use, safety, and numbers; facility inspections; site monitoring; resource protection; planning	\$21,000
8	Capital improvements	Facility replacement, deferred maintenance, infrastructure upgrades, new facilities, and services	\$50,000
		Total Expenditures	\$195,800

As fee revenue increases, the SLFO will strive to maintain an amount of 50-80% of the previous year's expenses in the recreation fee account for the proposed Fivemile Pass RA in order to help cover annual operating costs for the next year and to retain a modest amount for emergency funds. These emergency funds will provide some flexibility to cover unanticipated threats to public health and safety or resources; provide matching funds for grants and other partnership opportunities; and provide funds for investment in new infrastructure and for other unforeseen opportunities to improve services and facilities at the proposed Fivemile Pass RA.

7.0 RECREATION FEE RATE ANALYSIS

BLM policy proposes the use of two methods to calculate a proposed fee rate for recreational sites: the Cost Recovery and Fair Market Value methods. With the Cost Recovery method, a fee rate is calculated to provide revenue to recover the projected estimated annual operating and maintenance costs. With the Fair Market Value method, a fee rate is calculated to be comparable with fees charged at similar or comparable federal, state, and local recreation sites.

7.1 Cost Recovery Fee Calculation

The Cost Recovery method is used to calculate a fee rate that would help to recover the projected estimated annual operating and maintenance costs. Using this method, a daily permit fee of \$9 to \$27 would need to be charged in order to recover 100% of the projected annual operating and maintenance costs (see Table 7 below). These amounts are based on the projected annual operating and maintenance costs of \$137,565 (as calculated in Table 2, Section 5.0) and 5,200 to 15,600 daily permits sold annually (based on a 20% and 60% fee compliance rate), respectively (as calculated in Section 6.1).

With the high visitation numbers reported for the Fivemile Pass area, revenue from the proposed new recreation fee feasibly eventually would pay 100% of the projected annual operating and maintenance costs and fund facility and site upgrades and new improvements. However, this would require at least a 60% fee payment compliance rate, which may not be realistic for the proposed Fivemile Pass RA with its multiple entry points.

Fee proposal: With the fee compliance rates shown in Table 7, a \$10 daily use fee (with overnight camping) is proposed for the proposed Fivemile Pass RA. This amount is one dollar more than the \$9 fee rate needed to cover the projected annual operating and maintenance costs (at 60% compliance rate) and is comparable to the Fair Market Value rate discussed in section 7.2.

Table 7. Cost Recovery Daily Permit Fee Rates

Fee Compliance	Permits Sold #*	Fee Rate**
20%	5,200	\$27
60%	15,600	\$9

*Based on maximum potential 26,000 permits sold annually (Section 6.1)

**\$137,565 annual operating cost divided by # permits sold annually

7.2 Fair Market Value Fee Calculation

The Fair Market Value method is used to calculate a fee rate based on a comparison of fees charged at similar or comparable federal, state, and local recreation sites.

Using this method, a daily use fee (with overnight camping) of \$5 to \$30 would be comparable with similar sites locally and regionally. Table 8 compares day-use and camping fees at local and regional OHV recreation areas.²¹ Day use fees for OHV use without camping vary from \$5 per vehicle to \$20 per OHV rider. Camping fees (and day use fees with camping) vary from \$5 to \$30 for dispersed camping or primitive or tent sites. Most of the OHV areas charge at least \$10 or more for camping.

Currently, the proposed Fivemile Pass RA has relatively few facilities and is less developed than most of the OHV sites listed in Table 8, except for the Knolls SRMA (\$10 daily fee with camping), Sand Mountain (\$40 weekly fee), and Dumont Dunes (\$30-40 weekly fee). The proposed Fivemile Pass RA's dispersed semi-primitive camping setting, open OHV area and riding opportunities, and limited on-site facilities are most similar to these three sites.

Fee proposal: With these considerations, a \$10 daily permit fee is proposed. This fee rate is consistent with the \$10 daily use fee for the Knolls SRMA and the \$10 lowest reasonable camping rate indicated in Table 8.

The proposed \$10 fee is lower than the average fee rate for local and regional OHV recreation areas that allow camping. This is due to the fact that the proposed Fivemile Pass RA does not provide potable water, trash collection, paved access, picnic tables, fire rings or campground hosts—all of which could be developed with revenue from the fee proposal.

²¹ Table 8 data was collected in January 2018 from on-line postings (from Recreation.gov, RiderPlanet USA Motorcycle and ATV Trails Database, and DuneGuide.com) and phone calls to individual sites for details not provided on-line.

Table 8. Fair Market Value Comparison of Fees at OHV Recreation Areas

Recreation Area	Daily Fee per Vehicle	Weekly Permit	Annual Permit	FACILITIES	Toilets - vault	Toilets - flush	Showers	Parking/Stating	Staging area	Dispersed camping	Tables	Fire rings/pits	Grills	Shade ramadas	Potable water	Garbage service	RV dump station	Electric hookup	Visitor information	Visitor center	Entrance station	Camp host
Bureau of Land Management																						
Fivemile Pass Recreation Area, Utah	\$10 day use, includes camping - proposed	NA	\$80 - proposed		■			■		■									■			
Knolls SRMA, Utah	\$10 day use, includes camping	NA	\$80		■			■		■									■			
Little Sahara Recreation Area, Utah	\$18 day use, includes camping	NA	\$120		■	■					■	■	■		■	■	■		■	■	■	
St. Anthony Sand Dunes, Idaho	\$5 day use Camping: \$25 tent site \$30 RV site	NA	\$60.00		■										■	■	■	■	■			■
Sand Flats Recreation Area, Utah (co-managed with Grand County)	\$5 day use plus \$5 per trailer, \$15 camping per vehicle plus \$5 per trailer	\$10 plus \$5 per trailer	\$25 plus \$5 per trailer		■			■			■	■				■			■		■	

Recreation Area	Daily Fee per Vehicle	Weekly Permit	Annual Permit	FACILITIES	Toilets - vault	Toilets - flush	Showers	Parking/Stating	Staging area	Dispersed camping	Tables	Fire rings/pits	Grills	Shade ramadas	Potable water	Garbage service	RV dump station	Electric hookup	Visitor information	Visitor center	Entrance station	Camp host	
Sand Mountain Recreation Area, Nevada	Not offered	\$40	\$90		■			■		■									■				
Dumont Dunes OHV Area, California	Not offered	\$30 \$40 on holidays	\$90 \$120 with holidays		■			■		■									■				
Imperial Sand Dunes Recreation Area, California	Not offered	\$35 offsite \$50 onsite	\$150		■					■						■				■			■
U.S. Forest Service																							
Hayfield Draw OHV Area, Arizona	\$5 day use No camping	NA	NA		■			■		■	■		■	■		■			■				
Ehrenberg Sandbowl, Arizona	\$5 day use \$10 camping	NA	\$75		■			■	■		■	■		■					■				
Alto Pit OHV Area, Arizona	\$5 day use \$14 camping	NA	NA		■			■	■		■	■				■			■				
Oregon Dunes National Recreation Area, Oregon	\$5 day use Camping: \$10 primitive site \$20 developed site	NA	\$35		■	■	■				■	■	■		■	■					■		■

Recreation Area	Daily Fee per Vehicle	Weekly Permit	Annual Permit	FACILITIES	Toilets - vault	Toilets - flush	Showers	Parking/Stating	Staging area	Dispersed camping	Tables	Fire rings/pits	Grills	Shade ramadas	Potable water	Garbage service	RV dump station	Electric hookup	Visitor information	Visitor center	Entrance station	Camp host
Utah State Parks																						
Coral Pink Sand Dunes State Park, Utah	\$10 day-use \$20-\$30 camping	NA	\$75 day use only, includes \$2 camping discount		■	■	■				■	■	■		■	■	■	■	■			
Sand Hollow State Park, Utah	\$15 day-use Camping: \$25-28 primitive site \$35-38 RV hook-up site	NA	\$75 day use only, includes \$2 camping discount		■	■	■				■	■	■		■	■	■	■		■	■	
Jordan River OHV State Park, Utah	\$20 per rider, day use only	NA	\$160 for 10 passes, \$300 for 20 passes		■	■		■			■			■	■	■			■	■		

8.0 ANTICIPATED IMPACTS FROM PROPOSED NEW FEE

The SLFO has been operating and maintaining the basic facilities in the Fivemile Pass and surrounding area for many years without requiring a fee for recreation use. During this time visitor use and operating and maintenance costs have increased annually. Site facilities require annual maintenance and repairs; resources require protection; and visitors require services for public health and safety (such as restrooms, information, and law enforcement services). Currently, annual operating and maintenance costs are covered entirely by federally-appropriated funds and SRP fee revenue, as described in Section 5.0. While partnerships and grants have assisted with capital expenditures for the area, they have not helped with annual operating and maintenance costs.

The following is an analysis of potential recreational, environmental, economic, and socioeconomic impacts that could result from implementing and not implementing the proposed fee program at the proposed Fivemile Pass RA.

8.1 Anticipated Impacts of Implementing the Proposed Fee Program

Positive and negative effects are expected from implementing the proposed recreation fee program for a popular and highly-used OHV riding and dispersed camping area that has been free for decades. The proposed ISRP fee would provide funds for development of new recreation improvements, continued maintenance of existing facilities and visitor services, and improved resource protection. In addition, revenue from the proposed recreation fee would reduce dependence on federally-appropriated funds and diminishing SLFO SRP fee revenue. Negative effects include the displacement of low-income users who cannot afford, and other visitors who refuse to pay, the proposed new recreation fee.

Recreational: The proposed new recreation fee would provide revenue that would be used to enhance visitor services and developments. With the revenue from the new recreation fee, visitors would be able to continue to enjoy the current level of services at the Fivemile Pass RA, with the potential for new developments and services as fee compliance and revenue increase. The facilities and services currently provided in the Fivemile Pass area are necessary for public health and safety and resource protection and include the restrooms, information kiosks, parking/staging areas, fencing, signage, site and resource monitoring, law enforcement patrols, and support for emergency services. New facilities funded by revenue from the proposed new recreation fee could include picnic tables, fire rings, shade ramadas, trail systems, trailheads, campgrounds, equestrian facilities, potable water system, and trash removal service.

Visitors opposed to paying a fee to recreate in an area that has been free for decades would be frustrated by the requirement to pay the fee and may react in several ways. They may pay some or none of the fee. Other recreationists may choose no longer to recreate in the area and would be displaced to areas outside the proposed Fivemile Pass RA where there is no fee.

Environmental: With revenue from the proposed new recreation fee, the SLFO would be able to continue to maintain, and potentially improve, the current environmental protection measures provided at the site through the restroom facilities, fencing, signing, staff inspections and monitoring, and law enforcement patrols. Prior to the installation of the restrooms, the lack of sanitation facilities was a threat to public health and safety and environmental conditions throughout the area. As fee compliance and revenue increase, additional environmental

protection measures would be possible, such as reclamation of overused areas, more intensive monitoring, increased law enforcement patrols, additional restrooms, and trash containers.

Economic: Some or many of the estimated 65,000 visitors who annually come to the Fivemile Pass area contribute to local economies by stopping in the surrounding communities to purchase goods and services (such as gas, food, and other supplies or services) while on their way to and from the Fivemile Pass area. Data is not available to estimate how much money visitors to the Fivemile Pass area spend in these local communities; however, any changes in visitation numbers would be expected to increase or decrease this amount accordingly. With the revenue from the proposed new recreation fee, the proposed new Fivemile Pass RA would have the needed additional funds to maintain and enhance the recreational setting in order to continue to attract these visitors and ensure continued contributions to these local economies.

Socioeconomic: The proposed fee would have an effect on low-income visitors who are unable to afford the fee. The proposed fee rate is a fair market value comparable with other recreation sites within and outside Utah and would offer a much lower cost alternative to staying in commercial lodging, the proposed fee rate; however, it may still pose a financial burden for low-income recreationists, especially those seeking a free place to camp. These recreationists would be displaced to areas outside of the proposed Fivemile Pass RA where there is no fee for recreation use and where, most likely, there are no facilities (such as restrooms).

The potential impacts on low-income visitors may be reduced by the aspects of the proposed new recreation fee program described in section 4.0. These include: charging a fee per vehicle instead of per individual, providing a combined annual pass for the proposed Fivemile Pass RA and the Knolls SRMA, and providing the opportunity to earn a daily permit or annual pass through volunteer labor. In addition, opportunities for outdoor recreation activities in areas with no recreation fee exist on approximately 45,000 acres of BLM-administered lands within 50 miles of the proposed special area—although most of these areas would not have facilities, some may be farther away for some visitors, and others may have limited access due to the lack of public roads.

8.2 Anticipated Impacts of Not Implementing the Proposed Fee Program

Failure to implement the proposed fee program would result in an unsustainable financial situation for the operation of the proposed Fivemile Pass RA. The SLFO would continue to rely on fluctuating federally-appropriated funds and decreasing SRP fee revenue to maintain amenities and services in the area.²² With this lack of funding, the SLFO may need to decrease the amenities and services that are provided, which could result in decreased recreational opportunities and increased impacts on resources and public health and safety.

Recreational: Without the revenue from the proposed recreation fee, the SLFO may be forced to cut expenditures for the area as costs continue to increase and funds do not. Facility maintenance and visitor services may be reduced; and there would be no funds for new developments or replacement of aging or deteriorating infrastructure. Reduced maintenance levels for road

²² Revenue from SRPs has decreased over the years due to less SRP events and activities being held throughout the SFLO as a result of the requirement for cost recovery on permits requiring more than 50 hours to process. Under cost recovery, the applicant is assessed fees to cover the issuance of the permit; these fees include the actual costs of the personnel, vehicle, travel, and materials required to issue, administer and monitor the SRP with the limitations described in 43 CFR §2932.31(e).

grading, restroom cleaning and pumping, and sign replacement would result in degradation of facilities, increased deferred maintenance costs, and a probable increase in resource degradation, property damage, and visitor health and safety concerns. Fewer law enforcement patrols and reduced funding for visitor education and information and staff could result in increased visitor use conflicts, resource degradation, and property damage. A failure to maintain visitor facilities and services and the subsequent impacts to the recreation setting would detract from visitors' recreational experiences and may lead to a decrease in visitation to the area.

Environmental: Without the revenue from the proposed recreation fee and with the continued decline in other funding, the SLFO may be fiscally unable to adequately maintain, and may need to reduce, the existing environmental protections in the area (such as restroom facilities, fencing, signing, and law enforcement patrols). Reduced maintenance levels for road grading, restroom cleaning and pumping, and sign replacement; fewer law enforcement patrols; and reduced funding for visitor education and information and staff would result in increased resource degradation. Also, the lack of a funding source for additional infrastructure would prevent the SLFO from adequately mitigating the effects of increased use in the area, leading to negative impacts on the environment.

Economic: Data is not available to estimate how much money visitors to the Fivemile Pass area spend in the local communities and the nearby major population centers. However, any changes in visitation numbers would be expected to increase or decrease this amount accordingly. Without the revenue from the proposed recreation fee, the SLFO would not have the needed additional funds to continue operations at the Fivemile Pass area to continue to attract the high numbers of visitors each year. In addition, a failure to maintain visitor facilities and services and the subsequent impacts to the recreation setting would detract from visitors' recreational experiences and may lead to many no longer recreating in the area. Any decrease in visitation would negatively impact local economies; less visitors traveling to the Fivemile Pass area would reduce the number of people potentially stopping in the nearby communities to purchase goods and services.

Socioeconomic: There would be no socio-economic impacts. The proposed Fivemile Pass RA would remain free for visitors. In the long-term, the BLM may be forced to reduce operations and services and recreationists, including low-income visitors, would no longer be able to enjoy the current level of recreational opportunities provided in the area.

9.0 PUBLIC OUTREACH

Public notification of the proposed new recreation fee will occur a minimum of six months prior to the establishment of the proposed Fivemile Pass RA, as mandated by the FLREA. This public notification will include a notice published in the Federal Register (which will be completed separately from this business plan), local news releases, information posted on-site, a public review process, and review by the BLM Utah Recreation Resource Advisory Committee (RRAC). The RRAC is an advisory panel that provides advice and recommendations to the BLM on Utah public land resource and management issues, including recreation fee proposals. Comments from both the public and the RRAC will be considered prior to approval of the proposed new recreation fee for the proposed Fivemile Pass RA. Visitors to the area will be informed of the recreation fee requirement through signs at major access points and information posted on websites and information kiosks.

This draft business plan is being made available for public review and comment for 30 days, as required by FLREA. The Federal Register *Notice of Intent to Collect Fees on Public Land*, currently in progress, will include information regarding the availability of the Draft Fivemile Pass Recreation Area Business Plan. Additionally, the SLFO may provide public notification and information via the following:

- Fivemile Pass information kiosks
- Local news releases
- Social media
- BLM Recreation Site Business Plan website
<https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>
Click on “Utah+” and navigate via Salt Lake Field Office>Fivemile Pass Recreation Area
- BLM NEPA Register
<https://bit.ly/2KnmcCi>
OR <https://eplanning.blm.gov/eplanning-ui/home>
Search by: Utah>Salt Lake Field Office>EA>Recreation>2020>Fivemile Pass Special Area Designation and go to “Documents” for the Draft Fivemile Pass Business Plan
- Letter and/or email to key stakeholders, including Native American tribes, Utah Public Lands Policy Coordination Office, Tooele and Utah County Commissions, other Cooperating Agencies or Consulting Parties associated with the draft EA (BLM, Draft 2020), local OHV clubs and other community groups, adjacent landowners, and interested parties and individuals.

Information about fee revenue and expenditures for the Fivemile Pass RA will be posted on-line and on-site for public review on an annual basis. Periodically, visitor surveys may be conducted to assess visitors’ opinions on current and needed services and management.

10.0 LIST OF ACRONYMS

ATV	All-Terrain Vehicle
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
EA	Environmental Assessment
FBMS	Financial Business Management System
FIRS	Federal Information Relay Service
FLREA	Federal Lands Recreation Enhancement Act
FT	Full-Time
FY	Fiscal Year
ISRP	Individual Special Recreation Permit
MFP	Management Framework Plan
MT	Mountain Time
OHV	Off-Highway Vehicle
P.L.	Public Law
RA	Recreation Area
RRAC	Recreation Resource Advisory Committee
RMIS	Recreation Management Information System
RMP	Resource Management Plan
RUP	Recreation Use Permit
RV	Recreational Vehicle
SLFO	Salt Lake Field Office
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
TDD	Telecommunications Device for the Deaf
UT	Utah
UTV	Utility Terrain Vehicle
WM	Work Month

11.0 REFERENCES

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11.1 Data Sources

The data used to analyze and prepare this business plan was obtained through internal BLM tracking and accounting systems such as the Recreation Management Information System (RMIS), the Financial Business Management System (FBMS), and locally generated expenditure tracking spreadsheets. For more detailed information, contact the BLM Salt Lake Field Office. Some data may be subject to Privacy Act requirements.

Estimates for visitor use numbers are based on field observations, participant and spectator numbers reported on SRP post-use reports, visitor counts during holiday patrols and special events, and traffic counter data from 42 locations for the SLFO and four locations for the Fivemile Pass area. Visitor use numbers are estimated annually and reported in RMIS, which is the database BLM uses to track recreational use on public lands.

In the Fivemile Pass area, traffic counters were installed in October 2010 and September 2015 in the following locations: Manning Canyon (on the east side of the Fivemile Pass area), southwest side of the Thorpe Hills (on the west side of the Fivemile Pass area), and at the entrances to the main north and south parking areas off Highway 73. A portion of the vehicle counts at the north main parking are from Highway 73 drivers stopping to use the restrooms.

RMIS defines visitor use at a specific site as “visits” and this equates to one person entering onto BLM-managed public lands for the pursuit of recreational experiences. The general rule is that one entrance per individual per day to public lands is reportable as a visit. For this business plan, “visits”, “visitors”, “visitor use”, “number of visits” and “visitation” all refer to the same measure, which is the number of people that engaged in recreational activities or events on BLM-administered public lands. This does not include “visitor day”, which is a measure of the amount of time spent on public lands, which is typically twelve hours.

12.0 APPENDICES

Appendix A: Maps

Map 1: General Location

Map 2: Proposed Fivemile Pass Recreation Area

Appendix B: Photos of Fivemile Pass area

Appendix C: Expenditure Calculation Tables

Table 9. Analysis of Estimated Annual Operating Costs

Table 10. Estimated Annual Labor Costs: Current and Projected

Table 11. Analysis of Estimated Fee Program Implementation Costs

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12.1 Appendix A: Maps

Figure 3. Map of General Location

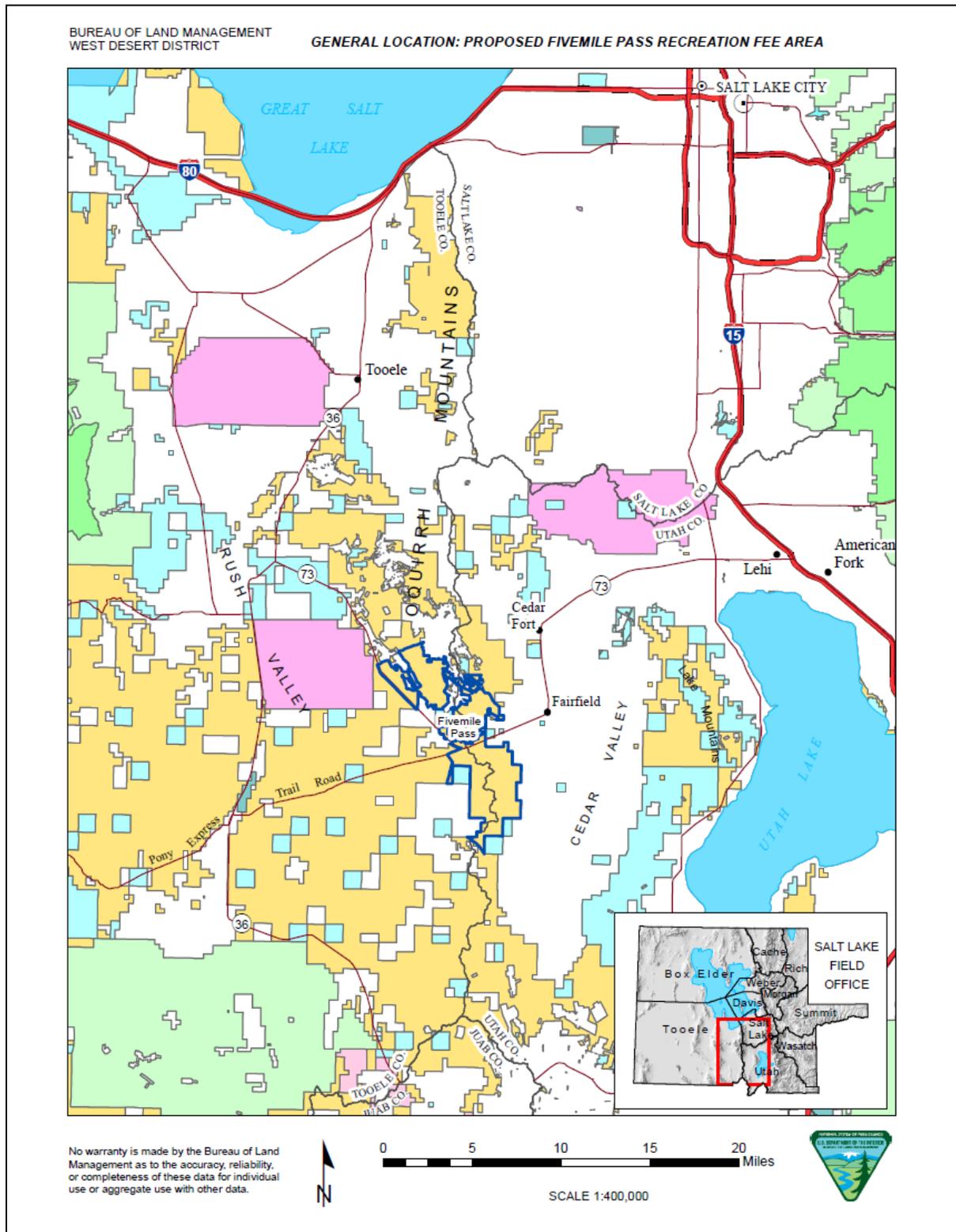
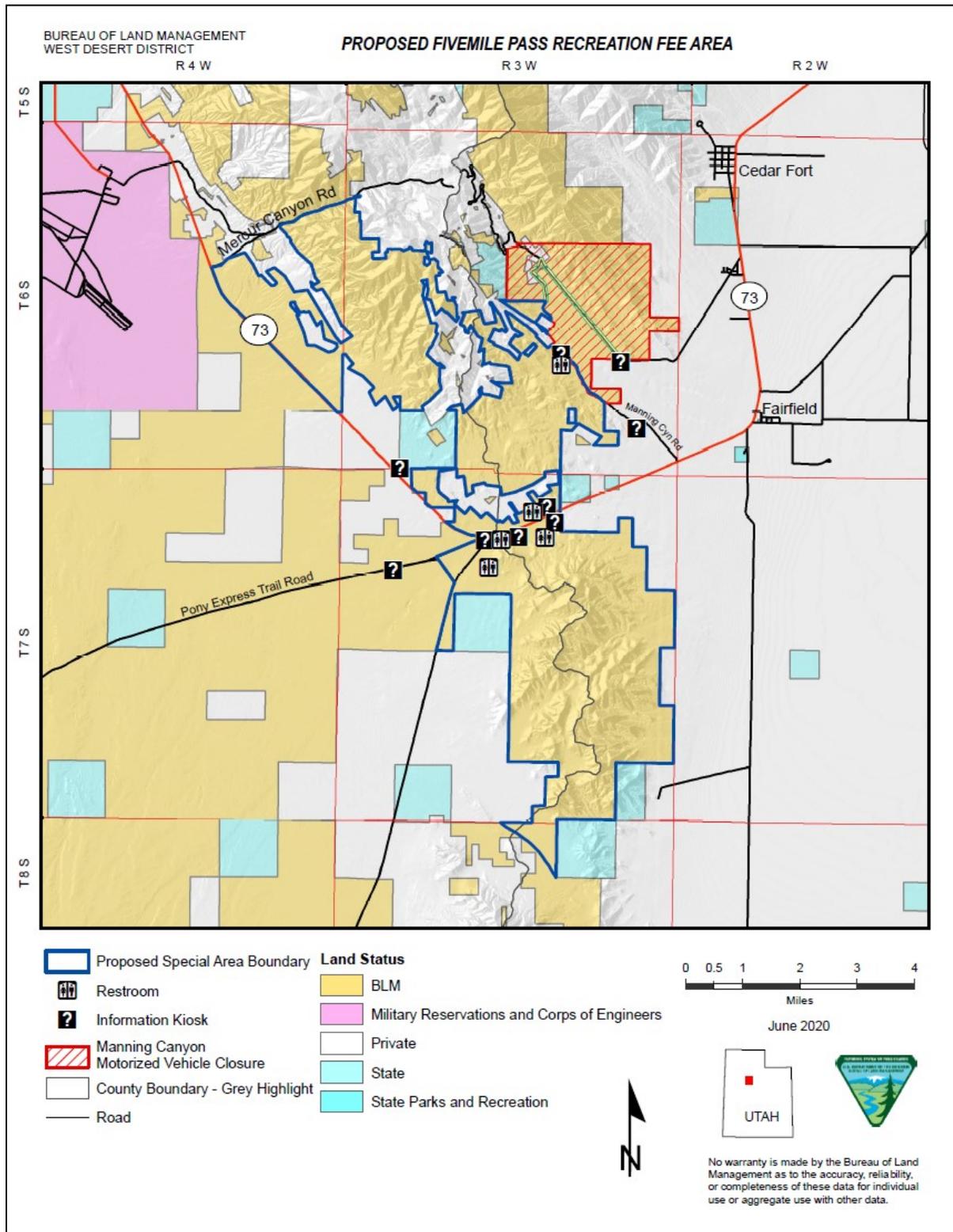


Figure 4. Map of Proposed Fivemile Pass Recreation Fee Area



12.2 Appendix B: Photos of Fivemile Pass Recreation Area



Photo 1: Portal Sign



Photo 2: Overview, looking north from south trailhead parking area



Photo 3: West Thorpe Hills, looking north from Seven Mile Pass



Photo 4: Double-vault restroom facility, West Thorpe Hills



Photo 5: Close-up view of double-vault restroom facility



Photo 6: Visitor information metal kiosk



Photo 6: Safety sign

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12.3 Appendix C: Expenditure Calculation Tables

Analysis of Estimated Annual Operating Costs and Initial Fee Program Implementation Costs:

Table 9. Analysis of Estimated Annual Operating Costs

Table 10. Estimated Annual Labor Costs: Current and Projected

Table 11. Analysis of Estimated Fee Program Implementation Costs

Table 9. Analysis of Estimated Annual Operating Costs

Item	Description	Operations Cost \$	Labor/Staff: WM*	Labor Cost \$	Total Item Cost \$
Restroom maintenance	Six double vault toilets: Annual cleaning contract (\$12,000, approx. 4% increase annually); vault pumping (\$5,000)	\$17,000	Included in service contract		\$17,000
Parking, access roads	Grade/gravel parking lot and major access roads, barrier/fencing repair	\$15,000	Operations staff: 0.25 WM @ \$8,400 = \$2,100 Operations Manager: 0.2 WM @ \$12,300 = \$2,460	\$4,560	\$19,560
Signs	Replacement/repair and installation of carsonite (\$300), wooden sign boards & metal signs (\$500)	\$800	Park Ranger: 0.35 WM @ \$3,600 = \$1,260	\$1,260	\$2,060
Information kiosks	Repair (\$500), posting information	\$500	Park Ranger: 0.2 WM @ \$3,600 = \$720	\$720	\$1,220
Traffic counters	Repairs and supplies: batteries, plastic containers, desiccant (\$500); data downloads; reports	\$500	Park Ranger: 0.2 WM @ \$3,600 = \$720 Outdoor Recreation Planner: 0.3 WM @ \$10,400 = \$3,120	\$3,840	\$4,340
Equipment and supplies	Minor maintenance, field, and office supplies (\$500)	\$500	Park Ranger: 0.2 WM @ \$3,600 = \$720	\$720	\$1,220
Visitor Information	Design, material, and printing costs (\$300) for educational, interpretive, and informational maps, flyers, brochures, and other materials; website maintenance; responding to visitor inquiries	\$300	Outdoor Recreation Planner: 0.35 WM @ \$10,400 = \$3,640 Support staff: 0.25 WM @ \$4,700 = \$1,175	\$4,815	\$5,115

Item	Description	Operations Cost \$	Labor/Staff: WM*	Labor Cost \$	Total Item Cost \$
Law enforcement services	Site patrols for visitor use, safety, and education; enforcement; emergency services & support; resource & property protection; fee compliance; equipment and repairs (\$2,000)	\$2,000	Law Enforcement Officer: 3.5 WM @ \$12,200 = \$42,700	\$42,700	\$44,700
Area management and administration	Visitor use, safety & numbers; facility inspections; site monitoring; resource protection; planning; trash cleanups/removal (dumpsters, public land damage)	\$1,000	Park Ranger: 0.5 WM @ \$3,600 = \$1,800 Outdoor Recreation Planner: 0.75 WM @ \$10,400 = \$7,800 Assistant Field Manager: 0.5 WM @ \$11,700 = \$5,850 Field Manager: 0.35 WM @ \$13,000 = \$4,550	\$20,000	\$21,000
Vehicles	Overhead costs for completion of annual management duties	\$3,000			\$3,000
	Operations subtotal	\$40,600		Labor subtotal	\$78,615
				Expenditures subtotal (without Permit-Fee Program Costs)	\$119,215
Proposed Permit & fee program	Fee collection, accounting & deposits; online/digital/credit card fee accounting (such as recreation.gov); fee envelopes (\$200); annual pass printing (\$200) & sales; fee compliance; fee station repair & maintenance (\$500)	\$900	Park Ranger: 0.55 WM @ \$3,600 = \$1,800 Outdoor Recreation Planner: 0.5 WM @ \$10,400 = \$5,200 Law Enforcement Officer: 0.5 WM @ \$12,200 = \$6,100 Support staff: 0.5 WM @ \$4,700 = \$2,350	\$15,450	\$16,350
Vehicles	Overhead costs for completion of fee program duties	\$2,000			\$2,000
	Operations Total	\$43,500		Labor Total	\$109,515
				Total Expenditures	\$137,565

*1 WM (work month) = 22 days (average) / 0.5 WM = 11-12 days / 0.25 WM = 5-6 days / 0.1 WM = 2 days

Table 10. Analysis of Estimated Annual Labor Costs: Current and Projected

Staff Position	Wage (\$/WM*)	Current Annual Labor		Projected Fee Program Annual Labor		Total WMs*	Total Cost
		WMs	\$	WMs	\$		
Outdoor Recreation Planner – 1 FT**	\$10,400	1.4	\$14,560	0.5	\$5,200	1.9	\$19,760
Park Ranger – seasonal	\$3,600	1.45	\$5,220	0.5	\$1,800	1.95	\$7,020
Law Enforcement Officer – 1 FT	\$12,200	3.5	\$42,700	0.5	\$6,100	4.0	\$48,800
Operations staff – 1 FT	\$8,400	0.25	\$2,100	0	--	0.25	\$2,100
Operations Manager – 1 FT	\$12,300	0.2	\$2,460	0	--	0.2	\$2,460
Assistant Field Manager – 1 FT	\$11,700	0.5	\$5,850	0	--	0.5	\$5,850
Field Manager – 1 FT	\$13,000	0.35	\$4,550	0	--	0.35	\$4,550
Support staff – 1 FT	\$4,700	0.25	\$1,175	0.5	\$2,350	0.75	\$3,525
		Subtotal	\$78,615	Subtotal	\$15,450	Total Labor	\$94,065

*1 WM = 22 days (average) / 0.5 WM = 11-12 days / 0.25 WM = 5-6 days / 0.1 WM = 2 days

**FT = Full-time

Table 11. Analysis of Estimated Costs for Implementation of Proposed Fee Program

Item	Description	Operations Cost \$	Labor/Staff: WM*	Labor Cost \$	Total Item Cost \$
Fee tube purchase & installation	Three fee tubes: \$3,000 each plus \$500 installation per fee tube (\$9,000 plus \$1,500)	\$10,500	Outdoor Recreation Planner: 0.25 WM @ \$10,400 = \$2,600 Operations staff: 0.25 WM @ \$8,400 = \$2,100 Operations Manager: 0.1 WM @ \$12,300 = \$1,230	\$5,930	\$16,430
Daily permit fee envelopes	Procurement and distribution on-site	\$200	Outdoor Recreation Planner: 0.01 WM @ \$10,400 = \$104 Park Ranger: 0.01 WM @ \$3,600 = \$36	\$140	\$340
Fee signs	Design, purchase, and installation: signs and posts (including for on-line/digital/credit card fee payment)	\$5,000	Outdoor Recreation Planner: 0.5 WM @ \$10,400 = \$5,200 Park Ranger: 0.25 WM @ \$3,600 = \$900 Assistant Field Manager: 0.1 WM @ \$11,700 = \$1,170 Field Manager: 0.1 WM @ \$13,000 = \$1,300	\$8,570	\$13,570
Digital/electronic fee payment	Transition to on-line/digital/credit card fee payment (such as recreation.gov) for daily permits and annual passes	0	Outdoor Recreation Planner: 0.2 WM @ \$10,400 = \$2,080	\$2,080	\$2,080
Vehicles	Overhead costs for completion of fee program implementation duties	\$500			\$500
Operations Subtotal		\$16,200		Labor Subtotal \$16,720	
				Total Expenditures	\$32,920

*1 WM (work month) = 22 days (average) / 0.5 WM = 11-12 days / 0.25 WM = 5-6 days / 0.1 WM = 2 day