

# Richfield Field Office Special Recreation Permit Business Plan



September 2014

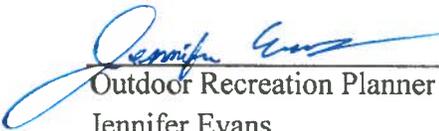
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Bureau of Land Management  
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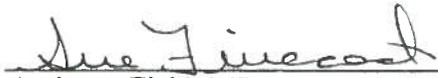
**Business Plan for  
Special Recreation Permits in the Richfield Field Office**

RECOMMENDATIONS, REVIEWS, and APPROVALS

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This business plan was prepared pursuant to the “Federal Lands Recreation Enhancement Act, 2004” (P.L. 108-447) and BLM recreation fee program policy. It establishes future management goals and priorities for the Special Recreation Permit program in the Richfield Field Office.

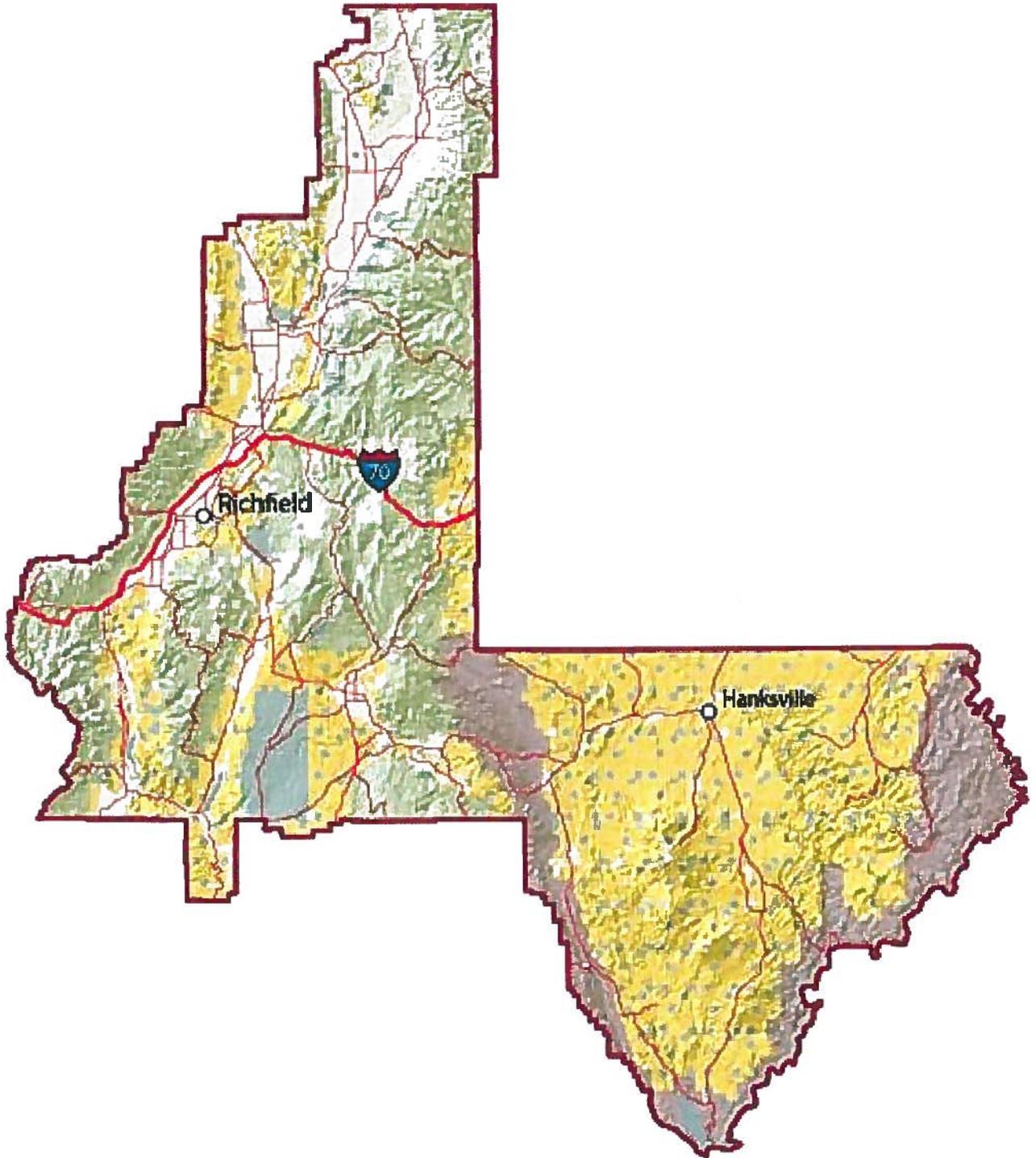
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# Site Map



# Richfield Field Office Special Recreation Permit Program Business Plan

A strategy for fee expenditure in compliance with the  
Federal Lands Recreation Enhancement Act P.L. 108-447,  
Enacted December 8, 2004

## Introduction

This business plan has been prepared to meet the criteria defined in the “Federal Lands Recreation Enhancement Act, 2004” (FLREA). The Bureau of Land Management (BLM) originally began collecting fees for the recreational use of public lands under the authority of the Federal Land Policy and Management Act (1976) – known as the “organic act”. The FLREA recognizes the BLM’s authority to collect recreational fees for use of certain areas. FLREA also outlines how these locally retained revenues are to be used.

FLREA guidelines require that each fee program have a business plan which thoroughly discusses fees and explains how fees are consistent with the criteria set forth in the Act. Business plans are to assist management in determining the appropriateness and level of fees and the cost of administering fee programs. The primary purpose of the plan is to outline the objectives for use of recreation fee revenues.

This Special Recreation Permit (SRP) Business Plan uses an outline and guidance provided by the BLM Utah State Office to discuss the Richfield Field Office and its fee program, customers using the area, and the objectives for the use of the fee receipts. It also explores the main components of the SRP fee program and past fee receipt history. The fee collection process is outlined, as well as the estimated cost of managing the SRP fee program in the Richfield Field Office. More information about the Richfield Field Office and the SRP process and fee structures can be found in the 2008 Richfield Field Office Resource Management Plan and the Utah Bureau of Land Management SRP Process Handbook.

## 1. BACKGROUND AND AUTHORITIES

The authorities and regulations for this plan are:

- The **Land and Water Conservation Fund Act (LWCFA), 1965**, [Public Law 94-579], as amended, authorized BLM to collect fees for recreational use and to issue SRPs for group activities and recreation events.

- The **Federal Land Policy and Management Act (FLPMA), 1976**, [Public Law 94-579], which contains BLM’s general land use management authority over the public lands, and establishes outdoor recreation as one of the principal uses of those lands. Section 302 (b) of FLPMA directs the Secretary of the Interior to regulate through permits or other instruments the use of the public lands, which includes commercial recreation use. Section 303 of FLPMA contains BLM’s authority to enforce the regulations and impose penalties.
- **Section 315 of the Department of the Interior and Related Agencies Appropriations Act, 1996**, established the “Recreation Fee Demonstration Program”, which authorized BLM to keep recreation fees collected and expend them within the guidelines of the law. Annual reauthorizations of this legislation kept this fee program active until enactment of the Federal Lands Recreation Enhancement Act.
- The **Federal Lands Recreation Enhancement Act (FLREA), 2004**, replaced LWCFA as BLM’s authority to collect fees in 2004. Under FLREA, Congress authorized the BLM to collect two types of recreation fees, amenity recreation fees and SRP fees. Amenity recreation fees in the Richfield Field Office include fees charged at developed day-use or camping areas that provide significant opportunities for outdoor recreation, have substantial Federal investments, where fees can be efficiently collected, and contain multiple amenities. SRP fees are fees associated with the issuance of a SRP, such as minimum annual fees (pre-season), use fees, and cost recovery fees. The 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. FLREA also established the America the Beautiful – The National Parks and Federal Recreational Lands Pass program.
- **Title 43 Code of Federal Regulations, Part 2930 (43 CFR 2930)**, contains the regulations governing BLM’s recreation permitting programs.

This business plan has also been prepared pursuant to all applicable BLM recreation fee program policies and guidance, including:

- BLM Recreation Permit Administration Handbook (H-2930-1)
- BLM Recreation Fee Proposals Step-by-Step Review & Approval Process, March 22, 2007
- BLM Instruction Memorandum 2007-028: *Federal Lands Recreation Enhancement Act – Final Public Participation Policy for Certain Recreation Fee Adjustments and Proposed New Fee Sites/Areas*
- BLM Utah Instruction Memorandum UT 2007-056: *Fee Site Business Plan Development and Business Plan Outline*
- BLM Utah Instruction Memorandum UT 2013-037: *Utah Recreation Fee Program Toolbox*

The BLM strives to manage recreation and visitor services to serve the diverse visitor outdoor recreation demands while helping them to maintain sustainable setting conditions needed to conserve public lands so the visitor's desired recreation choices remain available. The BLM's goals for delivering recreation benefits from BLM-administered lands to the American people and their communities are:

- Improve access to appropriate recreation opportunities;
- Ensure a quality experience and enjoyment of natural and cultural resources; and
- Provide for and receive fair value in recreation.

This business plan will assist the Richfield Field Office in meeting these recreation and visitor service goals for commercial and/or competitive activities, vendors, and organized group events as managed through the BLM's SRP Program.

Currently, the Richfield Field Office SRP fee revenues are being deposited and held in the same account with amenity fee revenues. Under FLREA, each type of fee is supposed to be deposited into and managed as separate project accounts. To comply with FLREA, BLM will separate the SRP fee and the amenity fee accounts in the future. This business plan will govern how SRP revenues are collected and spent, and a separate business plan will account for amenity fee revenues.

Additionally, under other SRP regulations and policy (43 CFR 2932.31), the BLM is authorized to require permit applicants to pay direct costs related to processing their SRP application and managing their permit if more than 50 hours of staff time are required for processing a permit or under certain circumstances. This is called cost recovery. These funds are deposited into a separate account specific to the permit. These cost recovery accounts are not considered public fee revenues and their expenditure is guided by separate policy. This business plan is not applicable to either SRP cost recovery or amenity fee accounts. The recreation fee revenues described within this business plan are solely derived from the issuance of SRPs at the Richfield Field Office and are managed internally.

#### Fee Calculation Process

National SRP management regulations specify that SRP fees for commercial and/or competitive activities, and organized group events, cannot be set by the local BLM office. Rather, they are determined by the Director at the BLM's Washington Office level. For consistency, this is generally done in concert with the U.S. Forest Service. The current fee schedule was last adjusted nationally on March 1, 2014, in accordance with a three-year fee adjustment policy published in the Federal Register on October 19, 1989 (54 FR 42998).

FLREA authorizes the charging of a fee with the issuance of a SRP. Detailed direction concerning BLM SRP fees is found in BLM Handbook H-2930-1. The following provisions apply:

- a. The BLM Director establishes all fees associated with commercial use, competitive use, and organized group activities or events. The BLM minimum fees for SRPs are adjusted every three years based on the gross National Product Implicit Price Deflator Index and published in the Federal Register.
- b. State Directors may establish application fees for SRPs and/or minimum fees that are greater than the Director's Fee Schedule. Such higher minimum fee rates shall be clearly outlined in site/area business plans.
- c. State Directors establish the fees associated with individual use of Special Areas. Proposed individual use SRP fees are published in the Federal Register six months before the fee is established. These fees may be adjusted periodically to reflect changes in costs and to ensure a fair return for the use of public lands.
- d. A fee discount for time off public lands may be appropriate for commercial, competitive and organized group events that do not take place entirely on BLM lands. The key to successfully determine the time off public lands is to agree with the permittee, prior to issuing the permit, when and where the trip or event starts and ends on public lands. In no case may the discounted SRP fee be less than the minimum SRP fee.

### Public Participation and Customer Feedback Mechanisms

Feedback from SRP customers is welcomed annually during minimum fee and use fee discussions as well as in formal correspondence (use reports or other means) to provide opportunity for customers to comment on any aspect of the BLM permitting program. Usable and constructive suggestions are considered and those that may improve the local service or processing efficiency are implemented as appropriate.

## **2. INTRODUCTION TO THE RICHFIELD FIELD OFFICE RECREATION FEE PROGRAM**

### Administrative Unit

The Richfield Field Office of the Color Country District, Bureau of Land Management, is the administrative unit for the WBS# LVRD UT19000 account. The Richfield Field Office manages approximately 2,128,200 acres of public lands in several Utah counties including Piute, Sevier, Sanpete, Wayne, and Garfield, and is located in Utah Congressional District 2.

The area lies almost entirely within the Colorado Plateau and the Colorado Plateau-Basin and Range Transition physiographic provinces except for a small portion of northern Sanpete County, which is within the Middle Rocky Mountain province. The area is highly variable but is generally a semi-arid environment, with annual precipitation ranging from less than five inches

in the desert around Hanksville to approximately 30 inches at highest elevations of the Henry Mountains. Elevations range from 3,700 feet near Lake Powell to 11,522 feet at Mount Ellen, the highest peak in the Henry Mountains. Mountain summits are typically 9,000 to 11,000 feet in elevation, with valley bottoms at approximately 5,000 feet. The Green and Colorado rivers drain the eastern portion of the planning area, whereas areas to the west have internal drainage to either the Sevier or Utah Lake basin. The Sevier River, which drains most of the western portion of the planning area, discharges to Sevier Lake.

The uses of the area are as varied as the physiography. Scattered small towns dot the major highways that traverse the landscape and, for the most part, are bounded by public lands. Livestock grazing occurs on much of the area, as does a variety of recreational activities, both motorized and non-motorized. Because of the variation of the landscape, there are areas that are difficult to access and lend themselves to exceptional backcountry experiences. These are found primarily along the Dirty Devil River and portions of the Henry Mountains. There are other areas in the western portion of the field office that are very popular and well-known for premier motorized use, such as the Paiute Off Highway Vehicle (OHV) trail system, which has over 1,000 miles of trails with varying degrees of difficulty and experiences. Other uses include wildlife habitat, energy development, mineral extraction, interpretation, and appreciation of cultural and paleontological resources.

#### Richfield Field Office Recreation Program and Visitation

The Richfield Field Office, generally located in the center of the state of Utah, has a diverse and unique recreation program. In the eastern portion of the field office, the Henry Mountains are a point of reference, rising above the desert floor to over 11,000 feet. Below the peaks of the mountain lay miles of isolated rugged canyons. Further to the west, near Richfield and north, the area is reminiscent of the basin-and-range region with sagebrush and pinion-juniper landscapes surrounding private and agricultural lands. The Richfield Field Office is divided to the east and west by Capitol Reef National Park (CRNP) with the main BLM office located in Richfield, and the Henry Mountains Field Station located to the east of the CRNP in Hanksville.

The varied landscape provides for diverse recreation opportunities while the proximity to national parks and being situated along the corridor of the internationally recognized “grand circle” of National Parks and Monuments, National Scenic Byways, and archaeological sites has resulted in increased visitation numbers and area tourism over time. Most international tourism in the area does not result in much recreation on BLM administered lands, but it does put the BLM lands in the regional recreation destination spotlight. Popular activities in the Richfield Field Office include auto/OHV touring, wildlife viewing, ATV riding, backpacking, hunting, equestrian use, hiking, and dispersed camping.

Visitation to BLM lands in the Richfield Field Office is low to moderate. Table 1 displays how the estimated past five year visitation to BLM administered lands compares to that of CRNP, where a long administrative boundary is shared. At first glance, one would deduce that visits to Richfield Field Office are slightly more than one half of the visitation to CRNP. However, when you consider the difference in size between the two jurisdictions, on a visits per acre basis, CRNP received between 15 and 19 times more visitors during this time period.

**Table 1: Recreation Visits to Richfield Field Office and Capitol Reef National Park over a Five Year Period**

Year	Visits to Richfield Field Office	Visits to Capitol Reef National Park
2009	305,532	617,208
2010	301,095	662,661
2011	334,930	668,834
2012	360,835	673,345
2013	365,185	663,670

Nevertheless, even with the disparity in visits per acre, as visitation to the National Park increases, visitation to the Richfield Field Office increases and visitation is expected to continue on an upward trend as field office recreational resources and opportunities increase and become more publicized. National parks, counties, and local businesses frequently advertise the area to attract tourism and visitation. Social media, news media, and word of mouth advertising also contribute to increased visitation to the area.

### Applicable Plans

Management in the Richfield Field Office is guided by the Approved Richfield Field Office Resource Management Plan (RMP) which was signed on October 31, 2008. Decisions pertaining to SRPs are as follows:

#### ISSUE: OVERALL RECREATION GUIDANCE

**REC – 1.** Consider and implement management methods to protect resources while maintaining the quality of the experience of various users.

#### ISSUE: MANAGEMENT OF RECREATIONAL OPPORTUNITIES IN THE DIRTY DEVIL/ROBBERS ROOST AREA

**REC-31.** Continue to issue current SRPs according to site-specific analysis already completed and according to existing permit stipulations. (SRPs are currently in place for commercial uses such as canyoneering, rock climbing, backpacking, hiking, guided hunting, and vehicle tours.)

**REC-32.** Prior to completing the activity plan, issue additional similar SRPs, subject to the following stipulations:

- a. Within one-half mile of canyon rims and below the rim, limit group size to 12 or fewer. Allow no commercial or organized group larger than 12 to operate in this area.

- b.** Allow only one commercial group to occupy the same side of the canyon at any one time.
- c.** Review itineraries prior to each operating season.
- d.** Allow no camping within one-half mile of Mexican spotted owl protected activity centers. Require all activities be consistent with the guidelines in the Mexican spotted owl recovery plan.
- e.** Allow no camping within the 100-year floodplain or 330 feet on either side from the centerline, whichever is greater, of any spring or water sources in Desert bighorn sheep use areas during the lambing season (April 15–June 15).
- f.** Stipulate additional requirements, if needed, to protect sensitive species and their critical habitats.

**REC-36.** Conduct environmental analysis on SRP proposals that do not meet the criteria above or that are different than existing SRPs.

#### ISSUE: OVERALL SPECIAL RECREATION PERMIT (SRP) GUIDANCE

**REC-61.** Permit no competitive events in Wilderness Study Areas (WSAs).

#### ISSUE: CRITERIA FOR COMMERCIAL SRPs

**REC-62.** Authorize commercial use permits that provide recreational opportunities, enhance recreational experiences, and protect resources on a case-by-case basis, subject to environmental analysis.

#### ISSUE: CRITERIA FOR COMPETITIVE SRPs

**REC-63.** Authorize motorized and non-motorized competitive events consistent with OHV area and route designations on a case-by-case basis, subject to environmental analysis.

**REC-64.** Permit no competitive events in the Dirty Devil/Robbers Roost Special Recreation Management Area (SRMA).

#### ISSUE: CRITERIA FOR ORGANIZED GROUP SRPs

**REC-65.** Require SRPs for organized groups outside designated large group areas meeting any one of the following criteria:

- a. Group includes 50 or more participants.
- b. Group uses 10 or more vehicles.

### Designated Areas

The Richfield Field Office currently manages for the following in relation to recreation and the National Landscape Conservation System (NLCS):

- Six OHV areas designated open, totaling 9,890 acres. (It is important to note that the Factory Butte and Caineville Cove Inn Areas are still under the Factory Butte OHV Restriction Order (September 2006) and are not currently open, pending USFWS review and approval.)
  - o Factory Butte Play Area
  - o Swing Arm City Play Area
  - o Caineville Cove Inn Play Area
  - o Big Rocks Trials Play Area
  - o Glenwood Play Area
  - o Aurora Play Area
- Twelve BLM Natural Areas (78,600 acres)
  - o Dirty Devil/French Spring
  - o Dogwater Creek
  - o Horseshoe Canyon South
  - o Jones Bench
  - o Labyrinth Canyon
  - o Little Rockies
  - o Mount Ellen-Blue Hills
  - o Mount Pennell
  - o Notom Bench
  - o Ragged Mountain
  - o Red Desert
  - o Wild Horse Mesa
- Five Special Recreation Management Areas (SRMA's) (860,390 acres)
  - o Factory Butte (OHV)
  - o Big Rocks (OHV)
  - o Henry Mountains (Dispersed Recreation)
  - o Dirty Devil (Dispersed Recreation)
  - o Capitol Reef Gateway (Dispersed Recreation)
- Three BLM Recreation Use Permit (RUP) Fee Campgrounds
  - o Lonesome Beaver Campground
  - o McMillian Spring Campground
  - o Starr Spring Campground
- Two Areas of Critical Environmental Concern (ACEC)

- North Caineville Mesa ACEC (2,200 acres)
- Old Woman Front ACEC (330 acres)
- One Suitable Wild and Scenic River
  - Fremont River in Fremont Gorge (5 miles)
- Eleven Wilderness Study Areas (446,900 acres)
  - As determined by Congress, currently:
    - Mount Ellen – Blue Hills
    - Bull Mountain
    - Mount Hillers
    - Mount Pennell
    - Dirty Devil
    - Fiddler Butte
    - French Spring- Happy Canyon
    - Horseshoe Canyon South
    - Horseshoe Canyon North
    - Little Rockies
    - Fremont Gorge
- Several Recreation Sites such as:
  - Large Group Events and Camping Areas
    - Star Springs Campground
    - McMillan Spring Campground
    - Sandy Creek Overlook
    - Apple Bush Flat near McMillan Spring road Junction
    - Turkey Haven
  - Two sites along Sulphur Creek
  - Others within the Extended Recreation Management Area (ERMA) as necessary to meet recreation demand and protect resources (example: Gunnison Reservoir, Otter Creek, Paiute Trail, Great Western Trail, Kingston Canyon, Koosharem Reservoir, etc.)

These areas are open to SRPs unless specified or determined otherwise through individual National Environmental Policy Act analysis.

### Values Offered

The recreational resources of the lands managed by the Richfield Field Office represent some of the most unusual and least explored recreation opportunities in the region. Areas that are not designated a part of the Richfield Field Office's five SRMAs are part of the Richfield Field Office ERMA. The ERMA consists of areas in which recreation is non-specialized and dispersed and does not require intensive management (although such areas may contain recreation sites). Although the primary management objective of the ERMA is not necessarily recreation, the large number of attractive recreation sites and areas make recreation management an important consideration. The majority of lands within the Richfield Field Office are within an ERMA.

### Fee Program Broad Scale

The Richfield Field Office participates in the recreation fee program which is authorized by the FLREA and allows the collection of fees for specific types of recreational uses, and then expends the fees to manage the lands where they were collected. The Federal Land Policy and Management Act (FLPMA) of 1976, enables the BLM to regulate use of the public lands through the administration of SRPs. SRPs are authorizations which allow specified recreational uses of the public lands and related waters. They are issued as a means to manage visitor use, protect natural and cultural resources, and provide a mechanism to accommodate commercial and non-commercial organized recreational uses. SRPs are issued for recreational uses when the proposed use falls within allowable use levels, causes no significant adverse environmental impacts, and provides the public with a safe and quality experience.

As authorized by 43 CFR 2932, four types of uses exist for which SRPs are required: commercial use, competitive use, organized group activities, and recreation use in special areas. Commercial SRPs are issued for commercial uses of public lands and vending. Competitive SRPs are issued for competitive uses of public lands. Organized group SRPs are issued to non-commercial groups in accordance with the thresholds identified in the RMP.

SRPs are issued with stipulations the BLM determined appropriate to mitigate the potential impacts to the natural and cultural resources of the public lands. At the Richfield Field Office, SRPs may be issued for the following type of activities:

- **Commercial** - any activity on the public lands where a person, group, or organization attempts to make a profit, receive money, amortize equipment, or pay for public advertising is a commercial activity. Commonly permitted commercial activities include, hunting outfitters and motorized and non-motorized guide and sightseeing operations. Commercial activities may include vending in some cases or may be assigned an exclusive or non-exclusive site. If assigned a site, site assignment fees will be charged in addition to the use fee according to the national SRP permit fee schedule.
- **Competitive** – any organized, sanctioned, or structured use, event, or activity on public land in which two or more contestants compete. SRPs for competitive events may include road rallies, mountain bike races and OHV races, etc.
- **Organized Group Events** - activities on the public lands that are part of a structured, ordered, consolidated, or scheduled event for recreational purposes. Permitting organized group events enables community groups to recreate together on their public lands. SRPs for group events have been issued for equestrian, OHV, and other qualifying events.
- **Special Area Use** – Special Areas are areas officially designated by statute or Secretarial order. Examples include activities occurring in designated wilderness, wilderness study areas, or national monuments.

- **Vending** - authorizations to sell goods or services on public lands in conjunction with a recreation activity.

SRPs are being issued for 10 years or less, after which time SRP holders must reapply for a new permit. During the permitted period, permits are reviewed annually, and, if the permittee is in compliance with permit conditions, issuance of an Annual Operating Authorization occurs.

The SRP fee schedule for commercial activities is established nationally. BLM field offices do not have the authority to change these fees, however, the State Director may establish fees greater than the Director's, as discussed on page 8. Fee receipts derived from recreational commercial, competitive, and organized group event SRPs are routinely calculated using national fee schedule guidance found in BLM Recreation Permit Administration Manual H-2930-1, Section III.G. As of March 2014, this schedule includes the following:

**Table 2: National SRP Fee Schedule**

Type of Permit	Minimum Fee	Use Fee	Cost Recovery Fee
<b>Commercial or Vending</b>	\$105, adjusted every three (3) years based upon IPDI*	Three percent (3) of gross revenue	
<b>Commercial Assignment of a non-exclusive site</b>	In addition to applicable User Fee, \$210, adjusted every three (3) years based on the IPDI*		
<b>Commercial Assignment of an exclusive site</b>	In addition to applicable User Fee, \$210, adjusted every three (3) years based on the IPDI*		

<p><b>Commercial, Competitive, or Organized Group or Events</b></p>			<p>If more than 50 hours of staff time is required to process and administer the permit, cost recovery charges begin with the first hour</p>
<p><b>Competitive</b></p>	<p>\$105, adjusted every three (3) year based upon IPDI*</p>	<p>Three percent (3) of gross revenue or \$5 per person per day, whichever is greater</p>	
<p><b>Organized Group or Event</b></p>	<p>\$5 per person per day or \$105, whichever is greater</p>		

\*IPDI = Implicit Price Deflator Index

The fee schedule shown above will remain in effect until March 1, 2017.

The Richfield Field Office has a programmatic EA for issuing SRPs within the Richfield Field Office. This was prepared in 2013 to provide an updated resource analysis and a timely SRP application and authorization process. This programmatic EA allows for more sustainable recreation opportunities and good customer service, while providing protective and mitigation measures for resources and values. If SRP applications meet specified conditions according to the RMP and the programmatic EA, then specified commercial, competitive, and organized group permits are considered for authorization. Specified activities include:

- Photography Tours/Classes
- Hunting Outfitter and Guides
- Vehicle Tours
- Mountain Bike Tours/Events
- Outdoor Education Courses
- Wilderness Therapy (troubled youth, substance abuse, and personal growth programs)
- Guided Canyoneering Trips
- Off-Highway Vehicle Tours/Events
- Horse Trail Rides/Events
- Rock Climbing Rides/Events

- Backpacking Trips
- Fishing Trips
- River Rafting Trips
- Other permitted uses under the BLM SRP regulations, 43 CFR 2930

This Programmatic EA includes an adaptive management component. Adaptive management is a process for continually improving management policies and practices by learning from the outcomes of operational programs and new scientific information. Under adaptive management, plans and activities are treated as working hypothesis rather than final solutions to complex problems. The BLM Richfield Field Office and Henry Mountains Field Station would evaluate the outcomes of authorizing SRP activity, monitor resource conditions, and may make changes to SRP management practice and stipulations based on 43 CFR 2932.56. Limits on the numbers and types of uses in any particular area would be imposed if, through monitoring, it was anticipated or observed that the physical and or social carrying capacity would be exceeded.

In accordance with Utah State Office Instruction Memorandum (IM) No. UT 2006-002 and amended in IM No. UT 2007-25, all commercial land based SRPs issued after January 1, 2007, by the BLM in the state of Utah, will be subject to standard stipulations identified as “Statewide Commercial Land-Based Special Recreation Permit Stipulations”. These stipulations are designed to mitigate impacts, identify operation requirements and provide for the protection of resources and the public health and safety. All SRPs will be subject to standard stipulations as identified by most recent guidance.

Some applicants request to film in conjunction with authorized SRP activities. If filming is requested, the request is reviewed and authorized if consistent with BLM policy and filming fee schedules. BLM policy allows for such filming if it meets certain criteria. In some cases filming may not be authorized in conjunction with SRP activity and the applicant is directed to obtain a Land Use Permit (LUP) for filming.

Consistent with 43 CFR 2932.31, if more than 50 hours of staff time are required for processing a permit, cost recovery of direct and indirect expenses related to the permit are charged. These expenses include staff time for processing, on site visits, event monitoring and staffing, post event requirements, and any other costs associated with the permit.

Some SRPs may require bonds in the appropriate amount prior to being issued a SRP in order to ensure resource protection and meet the requirements and stipulations of the SRP.

SRP holders have generally been educational institutions for course field trips and club events, commercial outfitters, independent clubs, commercial organizations, non-profit organizations, individuals, and others.

### Partnerships and Agreements

The Richfield Field Office works closely with the National Park Service, Forest Service, State Parks, and others who share an administrative boundary with the Richfield Field Office to provide a quality recreational experience. Where SRP holders cross administrative boundaries, agencies work together to provide the appropriate permits and meet requirements for both agencies.

## **3. DESCRIPTION OF CUSTOMERS WHO USE THE AREA**

### Groups and Origins of Customers

The SRP program in the Richfield Field Office includes commercial, competitive, and organized group events. User groups apply for a wide variety of SRP activities in the Richfield Field Office. These user groups include educational entities and non-profits such as the National Outdoor Leadership School, Leave No Trace, and various colleges from around the nation. Many of the applicants are local individuals, businesses, clubs, non-profits, commercial groups, or organized groups from the Richfield Field Office surrounding area or from the state of Utah. Some counties apply for SRPs in order to attract visitation to the area and increase revenue and the economies of local towns within the area. Table 3 shows the amount and type of SRPs issued in the RFO for the last five years.

**Table 3: Total SRPs Issued by Type and Year**

<b>Year</b>	<b>Commercial</b>	<b>Competitive</b>	<b>Group Event</b>	<b>Vending</b>	<b>Total</b>
<b>2009</b>	24	2	0	0	<b>26</b>
<b>2010</b>	27	3	0	0	<b>30</b>
<b>2011</b>	33	3	0	0	<b>36</b>
<b>2012</b>	45	2	1	0	<b>48</b>
<b>2013</b>	51	2	1	0	<b>54</b>

### Seasons of Use

SRP activities may occur anywhere within the field office and at any time throughout the year. The trips, courses, or events may be day-use only or multi-day. Some activities may include day use activities, camping near vehicles along a designated route, or extended periods of primitive camping in the back-country. Hunting outfitters and guides are required to operate during the hunting season as directed by the Utah Division of Wildlife Resources for the appropriate game species (typically in the Fall). Touring and adventure activities take place year-round with the majority of activities taking place in the spring and summer and lasting into the fall based on warmer weather. Some educational groups visit year-round to practice winter skills, as well as

commercial operations such as wilderness therapy groups. The operation plans of the proposed activities and seasons of use are reviewed for consistency with RMP objectives prior to the issuance of an SRP.

The number of SRP holders by primary activity for the past five years is depicted in Table 4.

**Table 4: Number of SRP holders in the Richfield Field Office by Activity**

Primary Activity	2009	2010	2011	2012	2013
Hunting / Outfitting	14	13	14	22	20
OHV/ATV	2	2	2	3	3
Horse Endurance	1	1	1	1	1
Trials / Motorcycle	1	1	1	1	1
River/Float	0	0	0	1	1
Bicycling / Mountain	0	1	1	0	0
Bicycling / Road	2	2	1	1	2
Environmental Education	3	5	8	9	12
Backpacking	2	4	6	6	11
Therapeutic Programs	1	1	2	2	2
Photography	0	0	0	2	1
<b>Total Number of SRPs</b>	<b>26</b>	<b>30</b>	<b>36</b>	<b>48</b>	<b>54</b>

#### 4. SRP FEE RECEIPT HISTORY

In the past, amenity fees have shared the 1232 cost code and the same account, thus finding figures that represent only SRP fees collected can be complicated. In Table 5, the total recreation fees collected in the 1232 account are shown (SRP fees and amenity fees). Table 5 also shows the estimated amount of 1232 fees collected solely from SRP fees.

**Table 5: 1232 Account Collections and SRP Fee Collections by Year**

Year	Total Recreation Fee's Collected (1232 Total)	SRP Fees Collected (1232 SRPs only Fees)
2009	\$63,697.09	\$61,278.23
2010	\$25,707.01	\$23,311.51
2011	\$45,313.17	\$43,246.18
2012	\$20,268.46	\$18,678.10
2013	\$32,821.76	\$30,214.34

**Table 5 and Table 7:** Amenity fee funds have been separated out of the shown table figures to the best of our ability; however this combination and separation of funds must be noted. Amenity fee funds will be analyzed in the Richfield Field Office Recreation Use Permit Business Plan.

## 5. PROJECTED ANNUAL REVENUES

Projected revenues are based on a four year average of the revenue our SRP fees generated in the past four years. Due to the loss of a wilderness therapy SRP that was significant to the program, as well as the loss and gain of other SRP's unpredictably throughout the past five years (and reasonably predicted in the future five years), this average is a loose prediction of future SRP fees to be collected. Because of the significant loss of SRP revenues due to the loss of a large permit from 2009 to 2010, the 2009 figure has been excluded from the average figured for projected revenues. The average SRP fees collected over the past four years is about \$28,862. Table 6 shows estimated projected annual revenues for the next five years.

**Table 6: Estimated Projected Annual Revenues for the Next Five Years**

Year	Estimated Projected Revenues
2014	\$28,862
2015	\$28,862
2016	\$28,862
2017	\$28,862
2018	\$28,862

Table 6 projected revenues based on last four year average.

## 6. FEE COLLECTION PROCESS

SRP fees are collected in accordance with the BLM's H-2930-1 Recreation Permit Administration Handbook.

## 7. COSTS OF MANAGING THE SRP FEE PROGRAM

The actual cost to administer a SRP can be divided into two categories: processing and compliance. Processing includes all costs associated with issuing a SRP, such as the staff work hours for NEPA, National Historic Preservation Act, and Endangered Species Act documentation. Compliance includes costs associated with ensuring a permit holder is adhering to the stipulations of their SRP. This includes monitoring the activities of the permittee, providing law enforcement, and mitigating impacts to the natural resources as a result of the permitted activity. There are also costs associated with maintenance of public lands, improvements, and facilities as well as maintaining the recreation experience. Table 7 shows how SRP funds have been spent over the past five years.

**Table 7: Funds Spent Related to SRPs by Year (Cost Code 1232)**

<b>Year</b>	<b>Total Funds Spent Related to SRPs</b>	<b>Funds Related to SRPs spent on Labor</b>
<b>2009</b>	\$126,760	\$ 103,175
<b>2010</b>	\$ 500	\$200
<b>2011</b>	\$ 3,145	-
<b>2012</b>	\$ 11,780	-
<b>2013</b>	\$ 15,000	\$3,800

**Table 5 and Table 7:** In the past the amenity fees have shared the 1232 cost code and same account, thus complicating SRP only figures. Amenity fee funds have been separated out of the shown table figures to the best of our ability; however this combination and separation of funds must be noted. Amenity fee funds will be analyzed in the Richfield Field Office Recreation Use Permit Business Plan.

The Richfield Field Office SRP program costs include staff labor from two Outdoor Recreation Planners, three Support Services staff, three Maintenance Assistants/Force Account individuals, Supervisory positions, one Service First employee, and others as needed. As the amount of SRPs issued increases, staff labor increases. Facility improvements and use also increase maintenance costs and improvement needs. Thus the SRP program cost shows a trend of steadily increasing as SRP requests increase. Recreation, Wilderness, Deferred Maintenance, Challenge Cost Share, and Facilities money often contribute to the needs of the SRP program costs due to program overlap. Because of these regular contributions in the past and the combination of the SRP and amenity fees it is difficult to track actual or projected costs of the SRP program in a quantifiable manner other than a trend increase based on the number of SRPs. This trend is steadily increasing as shown in Table 3. In future SRP business plans, the SRP and amenity fees accounts will be separated out and more quantifiable information will be available; expenditures will be broken down to include labor, travel, vehicles, supplies, interpretation, fee collection, law enforcement, and any other major types of expenditures. This separation of accounts will allow for future analysis of the actual cost of the SRP program.

It is important to keep a significant positive balance in the account to allow for unexpected needs and improvements as well as expenditures planned for in advance. Some of these expenditures may require multiple years of collections in order to gather the funds needed.

The Richfield Field Office, as well as other BLM offices, is working continuously to make managerial changes that improve business practices to make the processing and monitoring of SRPs more efficient and less costly. Such efforts include issuing permits on a 5-yr or 10-yr basis, programmatic environmental assessments wherever common activity proposals can be identified, streamlined documentation of environmental compliance, standardized stipulations, and increasing use of internet resources, capabilities, and services. Only 15% of the recreation revenues can be expended on general administration, overhead, and indirect costs of the SRP program therefore, much of this work progress is dependent upon federal appropriations.

The SRP national fee schedule, which sets how much revenue can be collected from these permits, does not take into account the actual cost of operations for a local program. Currently, much of the costs to administer the program are covered by annual appropriations. Though the actual cost to administer the program may be greater than revenue collected from the program; the recreation fees generated by the program provide meaningful support for the program. Recreation fees supplement annual appropriations, are used for operations and maintenance, and are utilized for improvements and enhancement to the areas where they have been collected.

Few permitting activities are “average” and some SRP permitted activities involve more staff time and resources than others. For this reason the BLM is authorized to require certain permit applications to pay cost recovery fees. “If more than 50 hours of staff time is required for processing a permit, cost recovery of direct expenses related to the permit will be charged. If the 50-hour cost recovery threshold is anticipated to be exceeded then recovery of cost begins with the first hour” (H-2930-1 Recreation Permit Administration 2005). As stated previously cost recovery funds are deposited into separate accounts specific to the permit. The expenditure of those accounts is guided by separate policy, accountable directly to the permittee. This section of the business plan does not reflect any SRP cost recovery dollars; as such revenue is not considered public fee revenue.

## **8. OBJECTIVES FOR USE OF FEE RECEIPTS**

The primary purpose of this business plan is to assure public accountability for the collection and expenditure of SRP fee revenues. This is accomplished by identifying and sharing the Field Office’s objectives for the processing and expenditure of these revenues as allowed under current law. The BLM is authorized to expend up to 15% of the fee revenues for general administration, overhead, and indirect costs, (including labor) of a SRP program. Based on this criterion the Richfield Field Office proposes the use of recreation fee revenues on the following list.

Fee revenues can be used for projects in the following categories:

- Repair, maintenance, and facility / trail enhancement related directly to visitor enjoyment, visitor access, and health and safety.
- Direct operating or capital costs associated with the recreation fee program, permit administration and monitoring, including general administration, overhead, indirect costs, and labor.
- Trailhead maintenance, weed control, recreation site cleaning, vault toilet pumping and other needs, and trail maintenance and marking.
- A fee management agreement or a visitor reservation service.
- Visitor needs assessments, interpretation, education, facilities, roads, signs and other needs.
- Habitat restoration directly related to wildlife-dependent recreation including hunting, fishing, wildlife observation, or photography.
- Law enforcement related to public use and recreation.
- Other needs related to the SRP program maintenance and quality improvement as allowed by current guidance.

## 9. PRIORITY FOR FUTURE EXPENDITURES

The Richfield Field Office has broken down spending into priority categories. These priority categories include:

**Priority 1** includes non-flexible annual costs associated with the SRP program. These are costs that are usually fully or mostly covered by appropriated funding. In the event that funding were insufficient to cover these costs, they would be priority costs covered by the 1232 account.

**Priority 2**, annual program costs, are the minimum costs associated with keeping the SRP program running on an annual basis. Some of these costs are also often covered by appropriated funding.

**Priority 3**, maintenance, equipment, improvements, and supplies are the costs associated with keeping a fully functional SRP program running and improving. This includes anticipated costs that may not be needed every year. For example, approximately every year to year and a half an ATV will need to be traded in for a new one to maintain trails used by SRP applicants. This may also include rest room cleaning, pumping, or replacements, recreation site improvements, road or trail access needs, seasonal or crew labor, etc. This also includes long term costs. These costs may be much higher than estimated yearly projected revenues. Because of this, it is important to maintain a surplus of funds in the 1232 account in order to save for these needs.

Detailed Priorities:1. Annual Non-Flexible Costs:

- Labor (Currently including two outdoor recreation planners, force account, recreation assistants, service first positions, related law enforcement, and administrative help).
- Vehicle support costs.
- Recreation staff training and travel.
- Additional annual required costs associated with the SRP program.

2. Annual Program Costs

- Customer service
- SRP office supplies
- Fee management
- Interpretation
- Education
- Immediate maintenance needs.
- Additional annual program needs.

3. Maintenance, Equipment, Improvements, and Supplies

- Supplies for the SRP program, facilities, and maintenance needs.
- Quality improvement and access needs
- Repair, maintenance, and facility / trail enhancement related directly to visitor enjoyment, visitor access, and health and safety.
- Trailhead maintenance, weed control, recreation site cleaning, vault toilet pumping, trail maintenance, marking.
- Costs associated with grants, agreements, up-front costs later reimbursed, and working with partners.
- Seasonal or hired help such as conservation crews, etc.
- Other needs associated with the SRP program.

1232 Needed in Savings

Due to annual program costs, the cost of maintenance and improvements, and unexpected maintenance issue costs as compared to the projected estimated revenues, it will be necessary to carry-over funding in the 1232 account to cover these costs. About \$37,000 may be held over annually in 'savings' to account for these costs. Table 8 breaks down what the \$37,000 held over in savings would be used for.

**Table 8: Carry-Over Funds**

<b>Cost</b>	<b>Program Needs</b>	<b>Frequency</b>	<b>Funding source</b>
\$8,000	ATV Cost	1-1½ Years	1232 Account
\$16,000	Cleaning Contract (HMFS)	Annually	1232 Account
\$13,000	Cleaning Contract (RFO)	Annually	Usually appropriated funds

These carry over funds amount to about \$37,000. Although the \$13,000 cleaning contract is typically covered by appropriated funds, allowing for this in carry-over funds provides the ability to cover minimum necessary costs of the program in cases among budget uncertainties or delays. Where appropriated funding is provided, this money also provides some flexibility to cover emergency health, safety, or maintenance costs associated with the program.

When a large scale or high dollar project is anticipated, the Richfield Field Office may carry-over additional dollars to cover the anticipated costs of the project. Due to the cost of improvements, maintenance, and average projects compared to the estimated projected annual revenues of the RFO, it may take several years to accumulate enough money in the 1232 account to cover the costs of anticipated projects.

The RFO would retain enough carryover funds to cover anticipated expenses for the next fiscal year (approximately \$37,000) and additional funds to save for anticipated upcoming projects.