

United States Department of the Interior
Bureau of Land Management

SPECIAL RECREATION PERMIT PROGRAM
BUSINESS PLAN

SALT LAKE FIELD OFFICE
LVRDUT370000




United States Department of the Interior
Bureau of Land Management, Utah
West Desert District Office
2370 South Decker Lake Boulevard
West Valley City, Utah 84119
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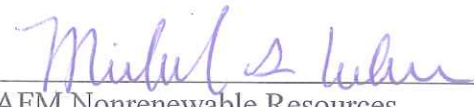


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**Special Recreation Permit Program
Business Plan**

December 2014

Completed by:  12/22/14
Outdoor Recreation Planner Date

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Salt Lake Field Manager Date

Table of Contents

1.0 INTRODUCTION.....	1
1.1 Background	1
1.2 Authorities	2
1.3 Management Plans	3
1.4 Recreation Goals	3
1.5 SLFO Recreation Program Overview	4
1.51 Administrative Unit	4
1.52 Recreation Resources	4
1.53 Visitation	5
1.54 Visitor Demographics.....	6
2.0 SLFO SRP PROGRAM	7
2.1 Description	7
2.2 FY13 Permits: Types and Numbers	8
2.3 SRP Types and Numbers.....	11
2.4 Data Sources.....	12
2.5 SRP Primary Activities	13
2.6 SRP Visitor Use Numbers.....	14
2.7 Special Areas.....	15
2.8 SRP Visitor Demographics	16
3.0 REVENUES.....	16
3.1 SRP Fees	16
3.2 Cost Recovery Fees.....	18
3.3 SRP Program Goals.....	18
3.4 Future Revenue	18
3.41 SRP Fee and Permit Increases	18
3.42 Future Revenue Development	20
4.0 EXPENDITURES	20
4.1 Annual Operating Costs for SRP Program.....	22
4.2 Annual Cost per SRP.....	24
4.3 Annual Revenues Compared with Expenditures.....	25
5.0 FUTURE EXPENDITURES.....	27
5.1 Priority Annual Expenditures.....	27

5.2 Additional Expenditures.....	28
5.3 Appropriated Funds.....	28
5.4 Future Budget Cuts.....	29
6.0 ACRONYMS.....	30
7.0 REFERENCES.....	30
7.1 Data Sources.....	31
8.0 APPENDICES.....	32

Appendix A: Map SLFO Special Designations	
Appendix B: Master SRP Data Spreadsheet	
Appendix C: Bonneville Salt Flats SRP Spreadsheets	
Appendix D: Campground Revenue	
Appendix E: National SRP Fee Schedule	
Appendix F: Example Cost Recovery Estimate for a Competitive Event	

List of Tables

Table 1. SLFO Recreation Visits by Year.....	6
Table 2. SRP Site, Type and Visitor Use for FY13.....	9
Table 3. Active SRPs by SRP Type and Year.....	11
Table 4. Illustration of Inadequate RMIS Data for SRPs by SRP Type and Year.....	11
Table 5. SRPs by Primary Activity, Visitor Use and Year.....	13
Table 6. Total SRP and Visitor Numbers by Year.....	14
Table 7. Special Areas SRP and Visitor Numbers by Year.....	15
Table 8. Minimum SRP Fees by Year.....	17
Table 9. SRP Revenue by Year Deposited in LVRDUT240000.....	17
Table 10. SRP, RUP and Total Revenue by Year Deposited in LVRDUT240000.....	18
Table 11. LVRDUT240000 Expenditures by Year.....	21
Table 12. LVRDUT240000 Labor Expenditures by Program and Year.....	23
Table 13. LVRDUT240000 Labor and Operations Expenditures by Year.....	24
Table 14. Recreation Staff LVRDUT240000 Labor Expenditures by Year.....	24
Table 15. Average Cost per SRP by Year, Funded by LVRDUT240000 Funds.....	25
Table 16. Revenue, Expenditures and Net Loss per Year of LVRDUT240000 Funds.....	26
Table 17. Annual Priority Expenditures.....	27
Table 18. Additional Annual Expenditures.....	28

Table of Figures

Figure 1. Annual Recreation Visits.....	6
Figure 2. Total SRPs FY13.....	10
Figure 3. Total SRP Visitation FY13.....	10
Figure 4. SRPs and Visits Compared FY09-FY13.....	14
Figure 5. Net Gain/Loss of Revenue & Expenditures.....	26

Salt Lake Field Office Special Recreation Permit Fee Program Business Plan LVRDUT240000

1.0 INTRODUCTION

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (FLREA), 2004 (P.L.108-447), enacted December 8, 2004 and in compliance with BLM recreation fee program policy. It provides the authority and guidance for the administration of special recreation permit (SRP) fees in the Salt Lake Field Office (SLFO).

1.1 Background

Under the FLREA, a business plan is required for BLM fee programs to:

- 1) address the appropriateness and level of fees,
- 2) disclose the cost of administering fee programs
- 3) serve as a communication and marketing plan
- 4) act as public notification of and provide an opportunity for public comment on the use of recreation fee revenues.

With a SRP business plan, public review and consultation with the Recreation Resource Advisory Committee are not required as the fees for these types of permits are collected according to a national fee schedule. Specific guidance on this is provided in the Instruction Memorandum (IM) 2013-037 *Utah Recreation Fee Program Toolbox* and BLM Manual 2930 Recreation Permits and Fees (2007). This business plan will be posted on the BLM Utah and SLFO websites for public viewing.

Under FLREA, fees are divided into different accounts, based on their revenue source. The SLFO currently has only two accounts for recreation fees.

- 1) SLFO Fee Sites LVRDUT240000: This account includes both campground recreation use permit (RUP) fees for Clover Spring and Simpson Springs Campgrounds and SRP fees for commercial, competitive and organized group events throughout the SLFO boundaries. In the future, separate accounts will be set up for SRPs and RUPs.
- 2) Knolls Off-Highway Vehicle (OHV) Area LVRDUT150000: This account includes individual SRP fees for day use and overnight camping at Knolls Special Recreation Management Area (SRMA).

Additional separate accounts would be SRP cost recovery accounts. Under certain conditions, BLM is authorized to require SRP permit applicants to pay costs related to processing and managing their permit. These funds are deposited into separate individual accounts specifically set up for each permit and are not considered public fee revenues. Their expenditure is accountable directly to the SRP holder and is guided by SRP regulations and policy in 43 CFR

2932.31(e) and BLM Handbook H 2930-1 Recreation Permit Administration, sections III.G.1. and III.H.1 (2006). Currently, the SLFO has no SRP cost recovery accounts.

This business plan pertains only to the collection and expenditure of revenue in the LVRDUT240000 account. A campground business plan is being prepared for the collection of RUP fees from the SLFO campgrounds. As the LVRDUT240000 account currently includes revenue from SRP fees and campground RUPs, this SRP business plan will include an accounting of the expenditure of both. Revenue from SRP and RUP fees is collected separately and, therefore, can be reported separately. Once deposited in the LVRDUT24000 account, the two revenues are combined and no distinction is made between the expenditure of SRP and RUP revenue, so separate expenditures cannot be reported.

This business plan does not apply to SRP cost recovery accounts or SRMAs where individual use SRPs are issued, such as Knolls OHV SRMA for which a business plan has already been completed. Separate business plans will be written for new SRMA designations, such as Fivemile Pass. Bonneville Salt Flats SRMA, a popular location for more than 35% of SRPs of SLFO SRP activities and events, is covered under this SRP Business Plan and will require a separate business plan in the future. The Simpson Springs Campground portion of the Pony Express Trail SRMA is covered under the separate campground business plan.

1.2 Authorities

BLM issues permits for the recreational use of public lands under the authority of the Federal Land Policy and Management Act (FLPMA 1976) and collects fees under the Land and Water Conservation Fund Act (LWCFA 1965), which required fee revenues to be deposited into the general treasury. With the establishment of the "Recreation Fee Demonstration Program" (under the *Department of the Interior and Related Agencies Appropriations Act, 1996*), BLM was authorized to keep collected recreation fees and expend them within the guidelines of the law. Annual reauthorizations of this legislation kept this fee program active until enactment of FLREA in 2004. In 2004, FLREA replaced LWCFA as BLM's authority to collect fees for the recreational use of public lands.

Under FLREA, Congress authorizes the BLM to collect two types of recreation fees: amenity recreation fees for developed sites that meet certain requirements and SRP fees for specialized recreation uses of public lands. In accordance with agency regulations at 43 CFR 2932, the BLM collects fees for two types of SRPs: those for commercial, competitive, and organized group activities; and those for recreational uses of public lands in special areas. 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. Field offices collect SRP fees in accordance with the BLM national SRP fee schedule, which is established by the BLM Director in Washington, D.C. These fees are updated every three years in coordination with the U.S. Forest Service, and based on the Implicit Price Deflator Index.

Other guidance regulating the SRP program includes:

- Title 43 Code of Federal Regulations, Part 2930 (43 CFR 2930) Permits for Recreation on Public Lands
- BLM Manual 2930 – Recreation Permits and Fees (2007)
- BLM Recreation Permit Administration Handbook (H-2930-1) (2006)
- BLM Utah IM UT 2013-037, *Utah Recreation Fee Program Toolbox*
- Numerous Washington Office and Utah State Office Instruction Memoranda

1.3 Management Plans

Management of recreation resources within the SLFO is guided by the following land use plans:

- Box Elder Resource Management Plan, 1986, as amended
- Pony Express Resource Management Plan (RMP), 1990, as amended, including the Pony Express RMP Off-Highway Vehicle Amendment (BLM 1992)
- Randolph Management Framework Plan, 1980
- Park City Master Framework Plan, 1975, as amended
- Isolated Tract Planning Analysis, 1985

Activity-level management plans and environmental assessments include:

- Recreation Area Management Plan for the Bonneville Salt Flats Special Recreation Management Area and Area of Critical Environmental Concern, Utah, 1985
- Recreation Area Management Plan for Knolls Special Recreation Management Area, 2004
- Simpson Springs Recreation Area Management Plan, 2005
- Pony Express National Historic Trail Special Recreation Permits, Environmental Assessment DOI-BLM-UTW010-2011-0011-EA, 2012

1.4 Recreation Goals

The BLM's goals for delivering recreation benefits from BLM-administered lands to the American people and their communities are guided by serving a diverse range of outdoor recreation demands within sustainable settings in order to:

- 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.

BLM manages fee programs and issues SRPs to manage visitor use, protect natural and cultural resources, provide needed public services, authorize specific types of recreation activities, facilitate access to public lands, enhance and expand recreational opportunities, provide for public health and safety, and achieve recreation goals and objectives. This business plan will assist the SLFO in meeting recreation and visitor service goals for commercial, competitive and organized group activities and events, as managed through the BLM's SRP Program.

1.5 SLFO Recreation Program Overview

1.51 Administrative Unit

The Salt Lake Field Office of the West Desert District (WDD), BLM, consists of approximately 3.2 million acres of BLM-administered lands primarily within Box Elder, Rich, Tooele and Utah counties. Small isolated tracts of BLM-administered public lands also occur within seven additional counties along the Wasatch front: Cache, Davis, Weber, Morgan, Salt Lake, Summit and Wasatch. The majority of these public lands are within Utah Congressional Districts one and two with small portions in districts three and four. Approximately 80% of the state's population is concentrated in the towns and cities along the Wasatch front. This includes the Salt Lake City metropolitan area with 1.12 million residents as of 2010. With a 2013 population estimate of 2.9 million, more than 2.3 million people live within a 1-2 hour drive of the more than three million acres of BLM-administered public land within the SLFO boundaries. With this population base, the SLFO has the largest urban interface in Utah.

Enclosed within the SLFO boundaries is a mixed ownership of private, city, county, state, federal, military and Native American reservation lands. This includes portions of numerous cities, communities and residential subdivisions; military ranges; national forests; state parks; wilderness areas; wildlife refuges; national historic sites and monuments; and BLM special management areas. The SLFO recreation program is conducted in partnership and under agreement with a variety of agencies, including the U.S. Forest Service; State of Utah; Department of Defense; other BLM offices; and local counties, cities and communities. There are no agreements or partnerships relating specifically to the SRP program.

1.52 Recreation Resources

SRPs are issued on a discretionary basis to manage use of BLM-administered public lands for recreational commercial, competitive and organized group activities and events within the SLFO. The setting for these recreational SRP activities and events is the northern Great Basin Desert of northwestern Utah. These desert lands are accessible year-round to all types of users. Please refer to the map in Appendix A.

The SLFO boundaries include the following BLM-administered recreation resources and sites:

- Bonneville Salt Flats (BSF) SRMA
- Knolls OHV SRMA
- Five Mile Pass Recreation Area
- Silver Island Mountains Backcountry Byway (BCB)
- Transcontinental Railroad Grade BCB
- Pony Express National Historic Trail (NHT), SRMA and BCB
- California NHT: Hastings Cutoff, Salt Lake Cutoff
- Cedar Mountains Wilderness Area
- Deep Creek Mountains Wilderness Study Area

- Prospector Trail OHV trail system
- Simpson Springs, Clover Spring, Birch Creek and Little Creek Campgrounds
- Stansbury Island Mountain Bike Trail

Primary recreational pursuits on public lands within the SLFO boundaries include:

- OHV, all-terrain vehicle (ATV) and motorcycle riding and racing
- Camping
- Target shooting
- Hunting
- Land speed racing
- Commercial filming
- Dog field trials
- Boy Scout jamborees
- Organized large group campouts
- Scenic backcountry driving
- Hiking
- Horseback riding
- Mountain biking
- Rockclimbing
- Wilderness backpacking
- Wildlife viewing and nature photography
- Rock hounding
- Geocaching

1.53 Visitation

The Recreation Management Information System (RMIS) is the system BLM uses to track visitor use on public lands. For RMIS, recreation visits are defined as visits which include the entry of persons onto lands or waters administered by the BLM 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” will all refer to the same measure—the number of people that have engaged in recreational activities or events on BLM-administered public lands, including “participants”. In this plan, there will be no distinction between the participants in a SRP activity/event and the spectators—both will be considered “visitors”. This does not include “visitor day”—which is a measure of the amount of time spent on public lands—typically twelve hours.

In RMIS, the annual visitation to the SLFO in fiscal year (FY)2013 was estimated at 561,186 visits. Table 1 and Figure 1 show the RMIS numbers for the estimated annual recreation visits to the SLFO over the past five years. Visits have increased with FY13 showing the highest number of visits. The average annual visitation from FY09 to FY13 is over 450,000 visits.

Table 1. SLFO Recreation Visits by Year

	FY09	FY10	FY11	FY12	FY13
Visitors	400,147	409,012	363,133	533,566	561,186

Data based on inconsistent RMIS entries.

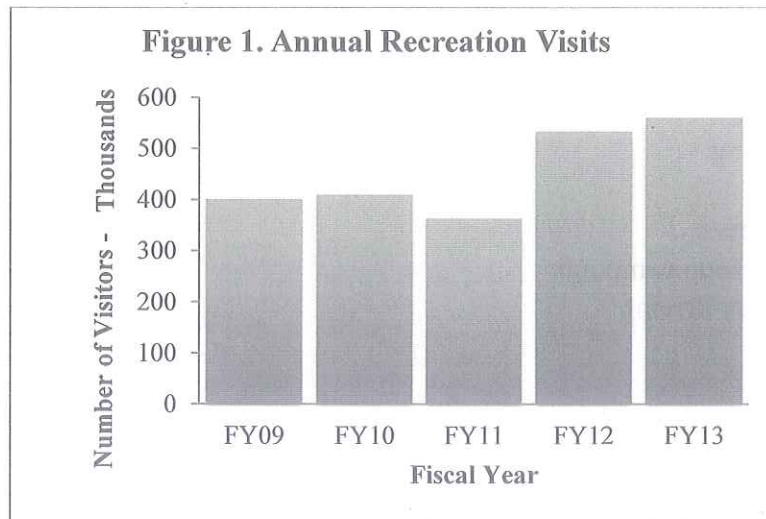


Figure 1. Annual Recreation Visits

RMIS figures are estimates only. They are based on field observations, participant and spectator numbers reported on SRP Post Use Reports, traffic counter data and visitor use counts during holiday patrols and special events. It is important to note that reliable traffic counter data was not available until FY11. Also, SRP participant and spectator numbers were not consistently entered in RMIS each year.

1.54 Visitor Demographics

Most recreation visitors to the SLFO are from local communities and adjacent states. In Box Elder County, visitors primarily are from Ogden, Brigham City and southern Idaho. In Rich County, visitors primarily are from the Wasatch Front, Cache Valley and eastern Wyoming. In Tooele County, visitors primarily are from Tooele, Salt Lake and Utah counties. Many recreation visitors to the SLFO are from local social and family groups that are attracted to the West Desert for its wide open spaces ideal for group camping, OHV riding, hunting and target shooting. Visitation to the West Desert is busiest during an extended or heavy winter season when recreation sites in the highly popular Wasatch and Uintah mountains are still covered with snow.

A few sites, such as the Bonneville Salt Flats and the Transcontinental Railroad Grade, have national and/or international recognition. In addition to local communities, the BSF attracts a wide range of visitors from locations across the nation and around the world, especially for filming and land speed racing. Several internationally renowned SRP events, such as Speed

Week and World of Speed, are held annually on the BSF and dozens of commercial film permits are issued annually. The Transcontinental Railroad Grade also attracts national and international visitors from its association with the National Park Service's Golden Spike National Historic Site. Other areas with national appeal include the Pony Express National Historic Trail with its annual re-enactment rides and handcart treks along the California National Historic Trail.

Two visitor surveys were completed in the SLFO: 2005 Knolls SRMA survey and 2009 Fivemile Pass survey. Both only provided demographics on visitor group composition—number of adults, teenagers and children in groups; group size; and respondent age and gender. For Knolls, a sample of 146 surveys were received. Overall, visitors were 80% adults with 70% male and 63% within the 51-70 age group. For Fivemile Pass, a sample of only 29 surveys were received and the final report advised caution when interpreting any data with a sample size of less than 30. With this cautionary note, visitors generally were 61% adults with 62% male and 57% within the 51-70 age group.

Visitor use in the SLFO West Desert increased with population increases along the Wasatch Front. The economic downturn and increase in gas prices beginning in 2009 also contributed to an increase in recreation use in the West Desert. Salt Lake Valley and Wasatch Front residents chose to recreate closer to home instead of traveling to more distant locations. Recreation visitor use in the SLFO is expected to continue this trend.

2.0 SLFO SRP PROGRAM

2.1 Description

The SLFO manages commercial, competitive and organized group events on public lands through the SRP program, which is administered under the authorities and guidance listed in the Authorities section of the Introduction.

SRPs are required for the following types of activities/events and are issued with stipulations deemed necessary by the BLM to mitigate potential impacts to the natural and cultural resources of the public lands.

- **Commercial use:** Any activity, service or use on public land where a person, group, or organization makes or attempts to make a profit, receive money, or obtain compensation from participants; charges a fee; and/or pays for public advertising to seek participants. SRPs for commercial activities in the SLFO include hunting outfitters, motorized and non-motorized guide and sightseeing operations, amateur model rocket launches and a wilderness youth therapy program.
- **Competitive use:** Any organized, sanctioned, or structured use, event, or activity on public land in which two or more contestants compete. SRPs for competitive events in the SLFO include OHV races, mountain bike races, high speed time trials, marathons, endurance runs and dog field trials.

• **Organized group:** Activities on public land that are part of a structured, ordered, consolidated, or scheduled event for recreational use that is not commercial or competitive. SRPs for organized groups in the SLFO include large group campouts, boy scout jamborees, car rallies and re-enactment events, such as pioneer handcart treks and the Pony Express Trail re-ride.

Popular SRP sites and events within the SLFO include:

- Bonneville Salt Flats SRMA
 - Speed Week—land speed racing/time trials
 - World Finals—land speed racing/time trial
 - World of Speed—land speed racing/time trials
 - BUB Enterprises, Inc. Motorcycle Speed Trials
 - Utah Rocket Club Hellfire Rocket Launch
 - Salt Flats Running Festival
 - National Archery shoot
 - Intermountain Guide Service ATV tours
- Knolls SRMA:
 - Utah Desert Foxes Motorcycle Race
- Pony Express Trail SRMA:
 - Pony Express Re-ride—annual reenactment
 - XP Riders—annual reenactment
 - Ultra Marathon foot race
 - Family reunions and large group campouts at Simpson Springs
- Fivemile Pass Recreation Area:
 - Annual mountain bike race
 - Boy Scout jamborees
 - Large group campouts
 - Utah Rocket Club—model rocket launch practice site
- Throughout Tooele and/or Utah counties:
 - Outback Therapy—wilderness youth therapy program
 - Handcart trekking
 - Dog field trials
 - Motorcycle trials
- Throughout the SLFO:
 - Hunting Outfitter/Guide permits

2.2 FY13 Permits: Types and Numbers

In FY13, the SLFO administered 27 SRPs, which provided recreation services to approximately 27,000 visitors. More than one-third of these SRPs and more than 60% of the total SRP-related visitor use in FY13 were for events on the BSF. Table 2 shows the types of SRPs per site and the associated visitor use. Figures 2 and 3 show the distribution of total SRPs and visitation per site for FY13.

Table 2. SRP Site, Type and Visitor Use for FY13

Site	Type	# Permits	% of Total SRPs	Visitor Use	% of Total Visitor Use
Bonneville Salt Flats*	Commercial	8		16,057	
	Competitive	2		308	
	Organized group	0		0	
	Subtotal	10	37%	16,365	61%
Fivemile Pass	Commercial	1		995	
	Competitive	1		265	
	Organized group	0		0	
	Subtotal	2	7%	1,260	5%
Pony Express Trail**	Commercial	1		0	
	Competitive	1		92	
	Organized group	1		20	
	Subtotal	3	11%	112	0.5%
Knolls SRMA	Commercial	0		0	
	Competitive	1		264	
	Organized group	0		0	
	Subtotal	1	4%	264	1%
Dispersed SLFO	Commercial	9		8,400	
	Competitive	1		37	
	Organized group	1		260	
	Subtotal	11	41%	8,697	32.5%
Total		27	100%	26,698	100%

*Includes Silver Island Mountains

**Includes Simpson Springs SRP site

Data from Master SRP Data Spreadsheet, Appendix B

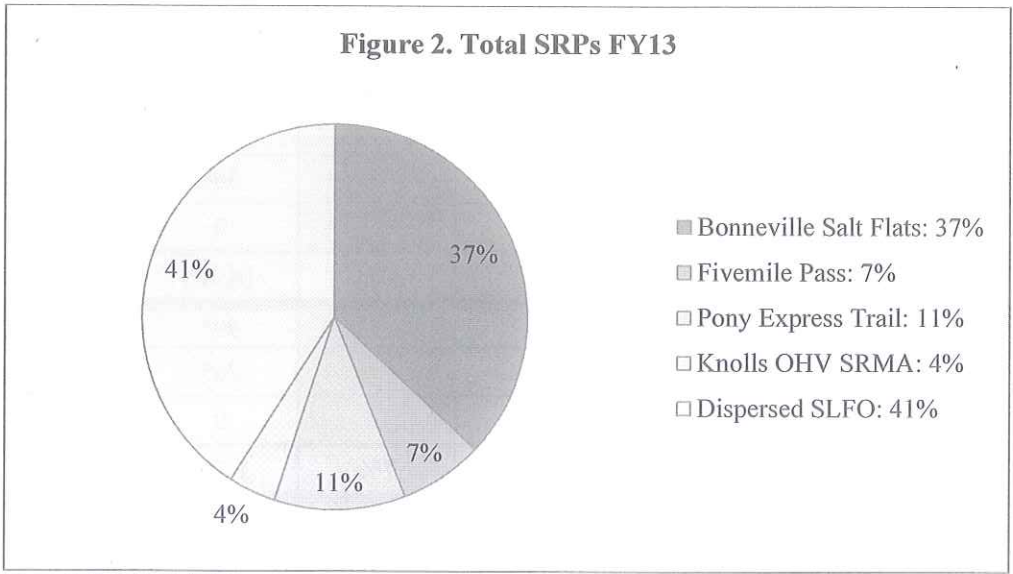


Figure 2. Total SRPs FY13

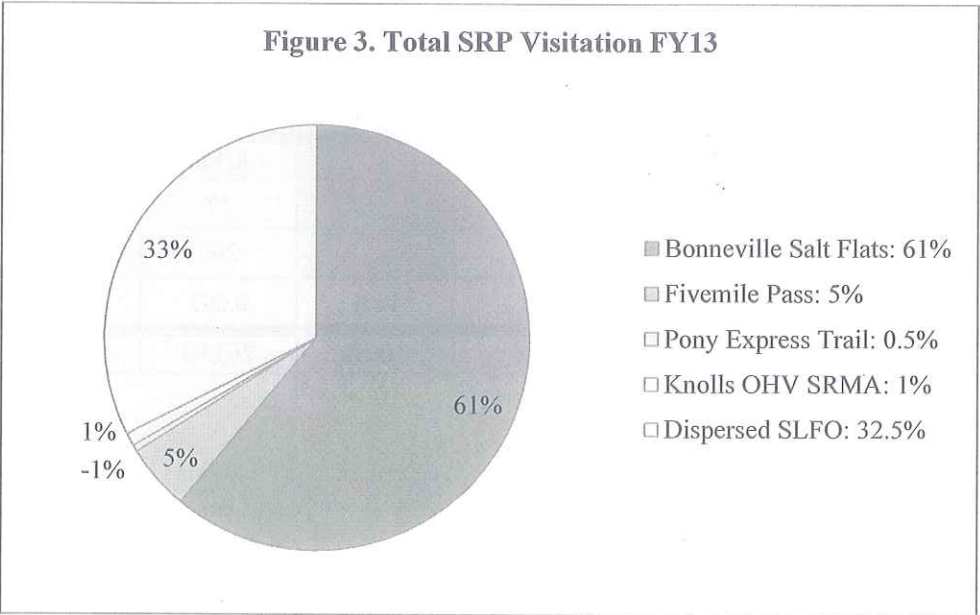


Figure 3. Total SRP Visitation FY13

2.3 SRP Types and Numbers

Over the last five years, the SLFO administered an average of 27 permits annually. Table 3 shows the number and type of SRPs administered each year for both new and multi-year permits. Many SRP holders are issued multiple-year permits which, in addition to new SRP applications, require administration each year the permit is active.

Table 3. Active SRPs by SRP Type and Year

SRP Type	FY09	FY10	FY11	FY12	FY13
Commercial Use	16	14	18	18	19
Competitive Use	9	11	9	5	6
Organized Group	3	2	1	1	2
Total	28	27	28	24	27

Data based on Master SRP Data Spreadsheet, Appendix B

Several problems were encountered with the various data sources used to compile SRP data for this business plan. Of particular importance is the inconsistent entry of SRP data in RMIS each year—making RMIS data unreliable as a sole data source. Data had to be augmented by information from SRP case files and Collection and Billing System (CBS) reports. A Master SRP Data Spreadsheet was constructed of data obtained from the sources described in the following section. A comprehensive review of approximately one hundred SRP case files would be required to obtain a more thorough portrayal of the SLFO SRP program over the last five years.

As a quick illustration of the inadequacies of the RMIS data, Table 4 shows the SRPs active over the last five years, as indicated in RMIS from an advanced report provided by national RMIS coordinators. Compare this with Table 3 above, which shows the actual number and type of active SRPs over the last five years. Active SRPs are the SRPs administered each year; they include new and multi-year permits.

Table 4. Illustration of Inadequate RMIS Data for SRPs by SRP Type and Year

SRP Type	FY09	FY10	FY11	FY12	FY13
Commercial Use	17	13	15	14	17
Competitive Use	5	6	4	3	5
Organized Group	3	3	2	2	1
Total	25	22	21	19	23

Data based on inconsistent RMIS entries.

2.4 Data Sources

All data in this business plan were collected from RMIS reports and then augmented by data from SRP spreadsheets and SRP case files. A Master SRP Data Spreadsheet, provided in Appendix B, was created to collate data from the different data sources. In many cases, professional judgment was used to augment the data.

SRP data was compiled from the following sources:

- BLM Recreation Management Information System (RMIS). Utilized both standard and advanced reports for SRPs.
- SRP Spreadsheets. These are used to log and assign SRP numbers to new SRPs.
- SRP case files. These are the individual files used to administer each SRP. Post use reports and CBS receipts were used, when available, to compile fee data, revenues and visitor use numbers.
- BSF Fee Spreadsheets. These were compiled by the Outdoor Recreation Planner (ORP) administering the BSF to record annual revenues and participant use numbers. It is provided in Appendix C.
- Campground revenue spreadsheet. This was compiled by the ORP administering the SLFO campgrounds and is provided in Appendix D.
- Collection and Billing System (CBS). This national BLM program was used to obtain revenue data.
- Financial and Business Management System (FBMS). This national BLM program was used to obtain expenditure data, including staff labor reports. Since the campground RUP fees and SRP fees are deposited in the same account, a separate report of just SRP revenue expenditures could not be made. This is the only data source without inconsistencies as it was the sole source for expenditure data.

2.5 SRP Primary Activities

Table 5 shows the primary recreation activity, and associated visitor use, for SRPs administered over the last five years. The highest numbers of permits issued annually were for high speed time trials and big game hunting.

Table 5. SRPs by Primary Activity, Visitor Use and Year

Primary Activity	FY09		FY10		FY11		FY12		FY13	
	# Permits	Visitor Use	# Permits	Visitor Use	# Permits	Visitor Use	# Permits	Visitor Use	# Permits	Visitor Use
Archery	1	35	1	21	1	26	1	84	1	83
Camping--Group	2	40	1	20	1	20	1	20	1	20
Dog Trials	2	36	2	40	1	23	1	30	1	37
Driving For Pleasure			1	150						
High Speed Time Trials	7	23,440	9	14,073	7	13,512	6	14,875	5	13,152
Hunting - Big Game	5	38	4	43	7	25	8	18	8	27
Interpretive Programs	2	2,578	2	1,934	2	2,180	2	2,200	2	2,000
Model Airplane/ Rocket	2	1,011	2	642	2	592	2	554	2	1,900
Photography									1	0
Racing - Bicycle	1	228	1	218	1	254	1	245	1	265
Racing - Foot	1	82	1	70	2	35			2	317
Racing - Motorcycle	1	967	1	374	1	314	1	335	1	264
Re-enactment Events/Tours	1	72							1	260
Trials-Motorcycle	1	71	1	26	1	32				
Vending/ Services	1	0								
Wilderness Therapeutic Program	1	10,200	1	8,170	2	9,884	1	10,279	1	8,373
Total	28	38,798	27	25,781	28	26,987	24	28,640	27	26,698

*Data from Master SRP Data Spreadsheet, Appendix B

2.6 SRP Visitor Use Numbers

Table 5 above also shows the total amount of visitor use by primary activity attributed to SRP events and activities over the last five years. The largest visitor use annually is associated with high speed time trials and the wilderness therapeutic program.

Total number of visits from SRPs over the last five years is shown in Table 6 and Figure 4. From a high in FY09, a decrease in visitor use from SRPs is evident. Participation in SRP events/activities is decreasing while the number of SRPs has not (as seen in Table 3) and the overall visitation to the SLFO has increased (as shown in Table 1).

Table 6. Total SRP and Visitor Numbers by Year

Total #	FY09	FY10	FY11	FY12	FY13
Visitors	38,798	25,781	26,897	28,640	26,698
SRPs	28	27	28	24	27

Data from Master SRP Data Spreadsheet, Appendix B

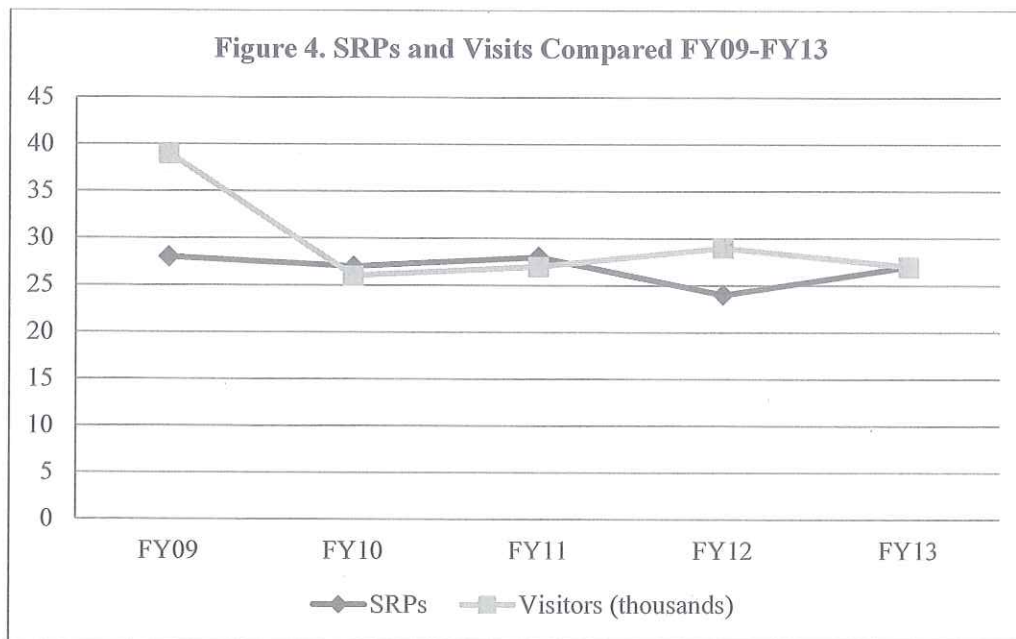


Figure 4. SRPs and Visits Compared FY09-FY13

2.7 Special Areas

An area of particular interest for SRP events is the Bonneville Salt Flats. The BSF is an area of over 30,000 acres with two BLM special designations as of 1985: SRMA and Area of Critical Environmental Concern (ACEC). Visitation is estimated at 75,000 people annually—with approximately 25% of this as visitors to the annual land speed trial events of Speed Week, World Finals and World of Speed. Table 7 provides the number of SRPs and visitors to BSF from SRP activities/events over the last five years

Other special areas popular for SRP events include Fivemile Pass Recreation Area, Pony Express Trail SRMA, and Knolls SRMA. Knolls and the Pony Express Trail were designated as SRMAs in the 1990 Pony Express RMP. The Pony Express Trail SRMA includes the Simpson Springs Campground. Designation of Fivemile Pass as a SRMA has been pending since 2000 when it was halted by a planning moratorium rider in the National Defense Authorization Act of 2000. Table 7 also provides the number of SRPs and visitors to these other special areas from SRP events/activities over the last five years. From a high in FY09, SRP visitors decreased at all sites with an increase in FY13 for two sites only—Fivemile Pass and Pony Express Trail.

Table 7. Special Areas SRP and Visitor Numbers by Year

Total #	FY09	FY10	FY11	FY12	FY13
Bonneville Salt Flats (includes Silver Island Mts.)					
Visitors	26,275	16,438	15,908	17,484	16,365
SRPs	12	15	12	10	10
Fivemile Pass					
Visitors	1,115	688	691	474	1,260
SRPs	4	3	2	2	2
Pony Express Trail (includes Simpson Springs SRP site)					
Visitors	112	20	20	20	112
SRPs	3	1	2	1	3
Knolls SRMA					
Visitors	967	374	314	335	264
SRPs	1	1	1	1	1
Dispersed SLFO					
Visitors	10,329	8,261	9,964	10,327	8,697
SRPs	8	7	11	10	11

*Data from Master SRP Data Spreadsheet, Appendix B

2.8 SRP Visitor Demographics

A demographic survey of SRP participants, spectators and clients visiting SLFO public lands has not been conducted. A separate survey of visitors to the Knolls SRMA was completed in 2005 and another survey of visitors to the Fivemile Pass Recreation Area in 2009. Visitor demographics from these two surveys has already been addressed in Visitor Demographics section in the Introduction of this business plan.

Activities that are conducted under SRPs often cater to non-resident U.S. citizens and international visitors. These clients rely on the expertise of local/regional guides, promoters and organizers to provide recreational experiences and services during their visit. Some examples of these recreation services provided under BLM SRPs include:

- *Hunting Outfitters.* These services are commonly used by residents and non-residents unfamiliar with local terrain who do not have the luxury of spending long periods of time scouting for good hunting areas. Outfitters usually provide equipment, lodging and meals, in addition to guiding services. In FY13, SLFO administered eight hunting outfitter/guide SRPs.
- *Tour Guides.* Horses, all-terrain vehicles, buses and a variety of four-wheel drive passenger vehicles are utilized to help clients explore public lands away from paved roads. Like hunting outfitters, tour guides provide the equipment, back country skills, knowledge of the destination, and historical/anecdotal information to help non-residents see the back country. In FY13, SLFO administered two tour guide permits.
- *Organization/Group events.* Groups organized on local, regional and/or national levels provide competitive, commercial and organized group events for local and non-resident group members and visitors to engage in activities on public lands oriented to their particular group interest. These activities and events range from ATV rides and motorcycle races to large group campouts, handcart treks, dog field trials and amateur model rocket launches. In FY13, SLFO administered permits for 17 SRP events organized by groups.

3.0 REVENUES

SRP fees are collected under the authorities of and in accordance with the regulations and guidance provided in the Authorities section of the Introduction this business plan.

3.1 SRP Fees

Fees for SRPs are set through national BLM policy and regulation for all BLM field offices by the BLM Director. Please refer to Appendix E. This is done in accordance with a three-year fee adjustment policy published in the Federal Register on October 19, 1989 (54FR 42998). With the latest fee adjustment on March 1, 2014, SRP fees are as follows:

- Commercial events: 3% of gross income or the minimum \$105 fee, whichever is greater
- Competitive events: 3% of gross income or \$5 per person per day or the minimum \$105 fee, whichever is greater
- Organized group events: \$5 per person per day or the minimum \$105 fee, whichever is greater
- Cost recovery charges begin with the first hour if more than 50 hours of staff time is required to process and administer a commercial, competitive or organized group permit

Many events are considered commercial and competitive, such as the high speed time trials on the Bonneville Salt Flats. In such instances, the event may be charged commercial or competitive use fees; and generally, the higher fee is charged.

Prior to this 2014 fee adjustment:

- From March 1, 2011—March 1, 2014, the minimum SRP fee was \$100
- From March 1, 2008—March 1, 2011, the minimum SRP fee was \$95

For the five years covered under this plan, the minimum SRP fees were as shown in Table 8.

Table 8. Minimum SRP Fees by Year

	FY09	FY10	FY11	FY12	FY13
Minimum SRP fee	\$95	\$95	\$95/\$100	\$100	\$100

All SRP fees are deposited into separate recreation fee revenue accounts, as established by each BLM office. In the SLFO, SRP fees are deposited in account 1232 LVRD UT240000 SLFO Fee Sites. This also includes campground revenues, as discussed previously in the Background section of the Introduction of this business plan. Once deposited in this account, revenue from SRPs and RUPs is combined. Table 9 displays SRP revenues deposited in this account over the past five years from CBS reports.

Table 9. SRP Revenue by Year Deposited in LVRDUT240000

FY09	FY10	FY11	FY12	FY13
\$146,630	\$119,577	\$111,263	\$147,069	\$189,349

Table 10 shows the total revenue deposited in LVRDUT24000 from SRPs and RUPs. An accounting of RUP revenues for FY09—FY13 was provided in the SLFO Campground Business Plan and is included in Appendix D of this business plan.

Table 10. SRP, RUP and Total Revenue by Year Deposited in LVRDUT240000

Revenue	FY09	FY10	FY11	FY12	FY13
SRP*	\$146,630	\$119,577	\$111,263	\$147,069	\$189,349
RUP**	\$4,528	\$4,106	\$4,432	\$4,937	\$3,885
Total	\$151,158	\$123,683	\$115,695	\$152,006	\$193,234

*Data from CBS reports

**Data from Draft SLFO Campground Business Plan

3.2 Cost Recovery Fees

Cost recovery is a method which ensures fair return to the BLM for administrative costs of processing a SRP. Under SRP regulations and policy (43 CFR 2930 and BLM Manual H-2930-1), cost recovery fees are to be charged for SRP applications that take more than 50 hours of staff time to process. Cost recovery fees are generally associated with new or substantially different activities or events that will convey special benefits to the permit applicant and not the general public. Cost recovery charges are limited to the BLM's direct and indirect costs of issuing the permit, including necessary environmental documentation, on-site monitoring, and permit enforcement. These fees are based on the actual personnel, vehicle, travel, and material costs required to issue, administer and monitor the SRP. The purpose of cost recovery is to charge the costs of administering and monitoring the event/activity to the individuals or groups that benefit.

3.3 SRP Program Goals

The SLFO's goals for the administration of the SRP program are to benefit the SRP holder, the local community, SRP participants and the BLM. These goals are:

- To provide SRP applicants with the opportunity to provide commercial, competitive and organized group recreation activities and events on public lands;
- To enhance the economies of local communities by the utilization of local businesses and services by SRP participants and visitors;
- To provide visitors with increased opportunities to engage in recreational activities and events on public lands through SRP activities and events; and
- To assist BLM with the management and sustainable use of public lands for recreational activities and provide revenues for SRP program management and facilities development.

3.4 Future Revenue

3.41 SRP Fee and Permit Increases

The projected annual SRP revenue is similar to what has been received in FY13, although increases in SRP revenue will occur with the following:

1) ***Regular three-year update of the BLM National SRP fee schedule.***

SRP fee increases are regulated by the WO and, typically, are increased minimally every three years. In 2014, the minimum annual SRP fee increased by \$5 (from \$100 to \$105). Competitive and organized group SRP fees remained at \$5 per person per day and commercial SRP fees remained at 3% of gross income. With an average of 27 SRPs each year, this increase in the minimum annual SRP fee would amount in a \$135 increase in annual SRP revenue.

2) ***Increased use of cost recovery fees.***

Cost recovery fees vary based on the size and complexity of an event and are only charged for events requiring more than 50 hours processing time. An average minimum cost recovery fee for a SRP would be \$5,000. An example cost recovery estimate is provided in Appendix F with a cost recovery fee of more than \$6,000. This includes completion of an environmental assessment and baseline, event and post-event monitoring involving six staff and vehicle and other costs for an event in sensitive wildlife habitat within an ACEC. Charging cost recovery fees on just one event would increase annual SRP revenue by a minimum of \$5,000—provided applicants do not withdraw their applications due to the inability to afford cost recovery fees.

3) ***Establishment of additional SRP processing fees.***

In 2014, the Utah State Office began discussions of establishing statewide application, transfer and renewal fees for SRPs, similar to the BLM Colorado State Office. These fees would be charged in addition to the minimum annual fee and use fees for commercial, competitive and organized group activities. In Colorado, these included a one-time \$100 application fee; \$50 renewal fee for reissuing expired permits; and \$100 transfer fee for transferring a SRP to a new permittee. The BLM Utah Leadership Team and SRP Team have proposed a \$200 application fee; \$100 renewal fee; and \$200 transfer fee. With an annual average of 27 SRPs, 3 new SRPs, and possibly 50% (or 14 SRPs) needing renewals, this would amount to a \$2,000 increase in annual SRP revenue.

4) ***Increased number of SRP applications for commercial, competitive or organized group events or activities.***

SRP application numbers have remained fairly constant over the past five years. A small increase may occur in the future but a large one is not expected. The SLFO typically receives two to four new SRP applications each year; however, not all are issued. Some are withdrawn and others are put on hold or rejected by management. With two new approved applications—one of which is charged cost recovery fees of the minimum \$5,000 and the second with a SRP fee of about \$2,000—annual SRP revenue would increase by \$7,000.

A combination of all the above fee and permit increases would realize the greatest increase in annual SRP revenues—\$14,135:

- \$135 from the update of the BLM national SRP fee schedule;
- Minimum \$5,000 from an increased use of cost recovery fees;
- \$2,000 from the establishment of additional SRP processing fees; and

- \$7,000 from the approval of two new SRPs, one with cost recovery fees.

3.42 Future Revenue Development

Within the SLFO, the following approaches will be used for revenue development:

- Encourage SRP holders to report events occurring on public lands without a SRP.
- Conduct periodic internet searches and newspaper reviews for businesses and/or groups advertising events/activities on public lands that would require a permit.
- Educate local recreation-oriented businesses about SRP requirements.
- Cite any businesses and groups not complying with SRP regulations.
- During field patrols, keep watch for groups or vehicles that may be part of an event or activity requiring a SRP.
- Meet with local groups and organizations to explain SRP requirements.
- Work with other agencies and other BLM offices to ensure permit compliance.
- Keep SRP case files up-to-date.
- Consistently and regularly enter SRP data into RMIS, preferably immediately after the event concludes and/or the Post Use Report has been received.

In addition, revenue accounts will be adjusted to:

- Provide separate accounts for RUPs and SRPs. A new account will be set up for campground RUP fees collected from Clover Springs and Simpson Springs Campgrounds. In the future, this account also may include Little Creek and Birch Creek Campgrounds, once they are established as fee sites; or each campground may be given a separate account. A separate account also may be considered for Bonneville Salt Flat SRPs.
- Charge cost recovery fees. Cost recovery fees are to be charged for SRP applications that require more than 50 hours of staff time to process. Currently, the SLFO has only charged cost recovery fees for one event on the BSF. Cost recovery estimates have been prepared for other SRP applications; and the final amount has caused applicants to withdraw their application. Cost recovery fees are prohibitive for many event organizers and sponsors. So while cost recovery will increase the amount of revenue collected from each SRP, it also will decrease the number of SRP events and activities held on public lands.

4.0 EXPENDITURES

Labor is the primary expenditure for LVRDUT24000 revenue in the SLFO. Currently, three permanent staff and one or two seasonal staff administer the SRP program and the recreation program, in general. Typical operating costs for the SLFO SRP program are staff time and vehicle use for permit processing and monitoring, environmental analysis, law enforcement and management support.

Table 11 shows annual expenditures from 1232 LVRDUT240000 account over the last five years. This includes expenditure of RUP revenues for campground maintenance and fee collection.

Table 11. LVRDUT240000 Expenditures by Year

	FY09	FY10	FY11	FY12	FY13
Expenditures	\$182,077	\$275,048	\$261,154	\$103,153	\$148,275

Data from FBMS

Expenditure of 1232 LVRDUT240000 account revenue primarily is made for the following:

- *SRP administration:* to fund staff and provide equipment/supplies to process and monitor/patrol SRP events/activities. This includes completion of environmental assessments, field inspections and SRP paperwork and ensuring compliance and visitor safety. Three permanent staff administer an average of 27 SRPs annually.
- *Law enforcement:* to contribute funding for two permanent law enforcement rangers to assist with patrol of SRP events and recreation sites, in general, for visitor safety and protection of public land resources, including cultural features. Two permanent BLM law enforcement rangers are responsible for visitor safety and compliance on more than three million acres of public land in the SLFO.
- *Seasonal recreation technicians:* to assist permanent recreation staff with SRP monitoring and compliance and general recreation field work. One to two seasonal recreation technicians have assisted the SLFO recreation planners for the last ten years during the summer and fall months.
- *Facilities maintenance:* to fund staff, provide equipment/supplies, and/or contract services to clean and pump campground bathrooms; repair and replace directional, informational and route signs and information boards; repair and replace campground facilities (including tables, fire rings, fee tubes, bulletin boards, restrooms, potable water facilities); and repair and maintain access roads. Specific projects include annual maintenance of the Bonneville Salt Flats and Knolls SRMA access roads and an annual campground cleaning contract for bathroom facilities at six recreation sites.
- *Facilities development:* to fund staff, provide equipment/supplies, and/or contract services to purchase and install potable water facilities, fencing, restrooms; and improve roads and parking areas. Specific projects include the purchase and installation of potable water systems at Simpson Springs Campground and Fivemile Pass and new restrooms at Fivemile Pass.
- *Educational, interpretive and informational materials development:* to fund staff, provide equipment/supplies, and/or contract services to inform and educate visitors about local

history; regulations and special restrictions; ethical behavior; safety issues and any other issues, concerns or opportunities on public lands. Specific projects include the Bonneville Salt Flats brochure, Pony Express interpretive panels, and the numerous flyers and maps for bulletin boards.

- *Public lands cleanup*: to support volunteer efforts and pay for proper disposal of illegally dumped trash collected from public lands by boy scouts and other organized groups. More than a dozen cleanup projects are completed annually.
- *Overhead*: for general administration, overhead and indirect costs (including labor) related to the recreation fee program (SRP and RUP) and the recreation program overall. On average, BLM is authorized to expend not more than 15% of total recreation fee revenues to fund budget development; administrative support for procurement, contracting, office services, and property management; preparation and distribution of reports; and public notification and information. Specific examples include: labor for handling and deposition of fees and fee receipts, development of SRP management policies, travel and training associated with SRP management, purchasing equipment and supplies directly related to SRP monitoring and compliance (GPS devices and software, cameras, radios, uniforms, etc.). This also includes management oversight of recreation program, administrative staff support and vehicle maintenance.

Of the items described above, only five are funded yearly with LVRDUT24000 funds: SRP administration, law enforcement, seasonal recreation technicians, facilities maintenance and overhead. Prior to FY2013, overhead included the funding of programs not directly related to management of recreation resources—although these other programs may have assisted in specific recreation projects.

4.1 Annual Operating Costs for SRP Program

The actual costs of the SRP program cannot be determined with the expenditure data available in the SLFO. LVRDUT240000 expenditures are merely that—items for which these funds were expended. Table 11 shows the expenditures of the UT240000 account. As this account includes RUP and SRP revenue and no distinction can be made between the expenditure of each type of revenue, these expenditures are the funds that are spent to support the recreation program overall.

Table 12 shows the annual breakdown of labor expenditures from the LVRDUTUT240000 account over the last five years. Labor expenditures were separated into programs to compare the amount of funding that was expended for each.

Table 12. LVRDUT240000 Labor Expenditures by Program and Year

Program Staff	FY09		FY10		FY11		FY12		FY13	
	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total
Fire	\$3,076	2	\$1,924	1	\$10,934	5	\$745	1		
Law Enforcement	\$73,070	53	\$80,342	40	\$79,777	33	\$13,859	20	\$28,671	27
Management			\$4,019	2	\$4,899	2	\$395	1	\$8,009	8
Operations	\$3,301	2	\$3,042	2	\$32,676	14			\$2,194	2
Recreation	\$24,165	18	\$52,564	26	\$55,728	23	\$15,442	23	\$38,914	36
Recreation - seasonals	\$25,524	19	\$36,609	18	\$36,809	15	\$32,963	49	\$27,185	25
Seasonals - cultural			\$6,733	3	\$5,018	2	\$1,911	3		
Seasonals - range			\$1,383	1	\$951	1	\$592	1		
Seasonals - weeds	\$3,823	3	\$931	1						
Support services	\$3,412	3	\$12,620	6	\$11,880	5	\$1,578	2	\$1,877	2
Total	\$136,371	100	\$200,166	100	\$238,672	100	\$67,485	100	\$106,849	100

Data from FMBS

As shown in Table 12, the LVRDUT240000 account provides funding for more than just the recreation program. These funds are used to support other programs that assist with recreation-related activities.

From Table 12, labor expenditures over the last five years primarily were used for the following:

- 30-50% for law enforcement
- 15-50% for hiring seasonal recreation technicians
- 18-36% for recreation staff
- 3-5% for seasonals in other programs
- 2-6% for support services staff

Beginning in FY13, labor expenditures were restricted to the following programs:

- Recreation—61%, including recreation seasonals
- Law enforcement—27%
- Management—8%
- Operations—2%
- Support services—2%

Recreation operations expenditures (as compared to labor) are obtained by subtracting labor expenditures from total SRP expenditures. This includes expenditures for both SRP and general recreation work for such items as recreation site maintenance, contracts and services, equipment and supplies, and vehicles. These figures are provided in Table 13.

Table 13. LVRDUT240000 Labor and Operations Expenditures by Year

Item	FY09		FY10		FY11		FY12		FY13	
	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total
Labor	\$136,371	75%	\$200,166	73%	\$238,672	91%	\$67,485	65%	\$106,849	72%
Operations	\$45,706	25%	\$74,882	27%	\$22,482	9%	\$35,668	35%	\$41,426	28%
Total	\$182,077	100%	\$275,048	100%	\$261,154	100%	\$103,153	100%	\$148,275	100%

Data from FMBS

Over the last five years, an average of 75% (or approximately \$150,000) of LVRDUT240000 funds were spent annually on labor, as illustrated in Table 13. Table 14 shows an average of 50% (or approximately \$70,000) of these funds were spent annually on labor for recreation staff. From Table 12, the amount generally increased over the years with funding being reduced for staff from other programs, such as fire, cultural, range and weeds. Funding of law enforcement staff reduced over the years from 53% to 27% (as shown in Table 12).

Table 14. Recreation Staff LVRDUT240000 Labor Expenditures by Year

Program Staff	FY09		FY10		FY11		FY12		FY13	
	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total	Expenditures	% of Total
Recreation	\$24,165	18	\$52,564	26	\$55,728	23	\$15,442	23	\$38,914	36
Recreation - seasonals	\$25,524	19	\$36,609	18	\$36,809	15	\$32,963	49	\$27,185	25
Total	\$49,689	37	\$89,173	44	\$92,537	38	\$48,405	72	\$66,099	61

Data from FMBS

4.2 Annual Cost per SRP

The average annual cost of one SRP per year can be approximated by dividing total annual expenditures by the number of SRPs administered each year. This is only a rough estimate as the cost of administration varies with each permit. Some SRP events are much larger than others—requiring more staff time and resources. 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 each local program. For this reason, the BLM is authorized to charge cost

recovery fees for certain SRPs. With the variation in time and resources needed for each SRP, actual costs are best estimated by a SRP cost recovery estimate.

Table 15 shows the amount of LVRDUT240000 funds expended per SRP administered each fiscal year from 2009 through 2013. Since this account includes RUP revenues, it is not an entirely accurate estimate. In addition, this cost per SRP does not include staff labor expended on SRP applications that were cancelled by the applicant or denied by management. Nor is this the entire cost of the SRP program. In the SLFO, additional recreation funding is provided from the 1210 Wilderness, 1220 Recreation and 1660 Operations program budgets.

Table 15. Average Cost per SRP by Year, Funded by LVRDUT24000 Funds

Fiscal Year	Total Cost*	SRPs Administered**	Cost per SRP
2009	\$182,077	28	\$6,503
2010	\$275,048	27	\$10,187
2011	\$261,154	28	\$9,327
2012	\$103,153	24	\$4,298
2013	\$148,275	27	\$5,492
5 Year Average	\$193,941	27	\$7,183

*Total LVRDUT24000 expenditures per year from Table 11. Data from FBMS.

**Active SRPs per year from Table 3. Data from Master SRP Data Spreadsheet, Appendix B.

The cost per SRP is higher in the years LVRDUT240000 funds were used to fund staff working under other programs. Due to this, a more accurate average estimate of the cost per SRP would be the FY13 amount—approximately \$5,500. Using this figure, the annual average cost of administering 27 SRPs would be \$148,500. From the figures in Table 14, in FY13, only \$66,100 comes from the LVRDUT24000 account—leaving \$82,400 (or 55%) to be funded elsewhere.

4.3 Annual Revenues Compared with Expenditures

Table 16 and Figure 5 compare the annual revenue, expenditures and net gain/loss of the LVRDUT240000 account for the last five fiscal years. The average difference works out to a net loss of approximately \$43,000. These are only some of the additional revenues that would be required for the SLFO fee program (RUPs plus SRPs) to be self-sufficient. This does not include the additional funds provided through the 1210, 1220 and 1660 program budgets to the recreation fee and non-fee programs.

Table 16. Revenue, Expenditures and Net Loss per Year of LVRDUT24000 Funds

Fiscal Year	Revenue*	Expenditures**	Net Gain/Loss
2009	\$151,640	\$182,077	(-\$30,437)
2010	\$124,200	\$275,048	(-\$150,848)
2011	\$125,669	\$261,154	(-\$135,485)
2012	\$156,793	\$103,153	+\$53,640
2013	\$195,175	\$148,275	+\$46,900
Average	\$150,695	\$193,941	(-\$43,246)

*Data from Table 10. This includes SRP and RUP revenue.

**Data from Table 11.

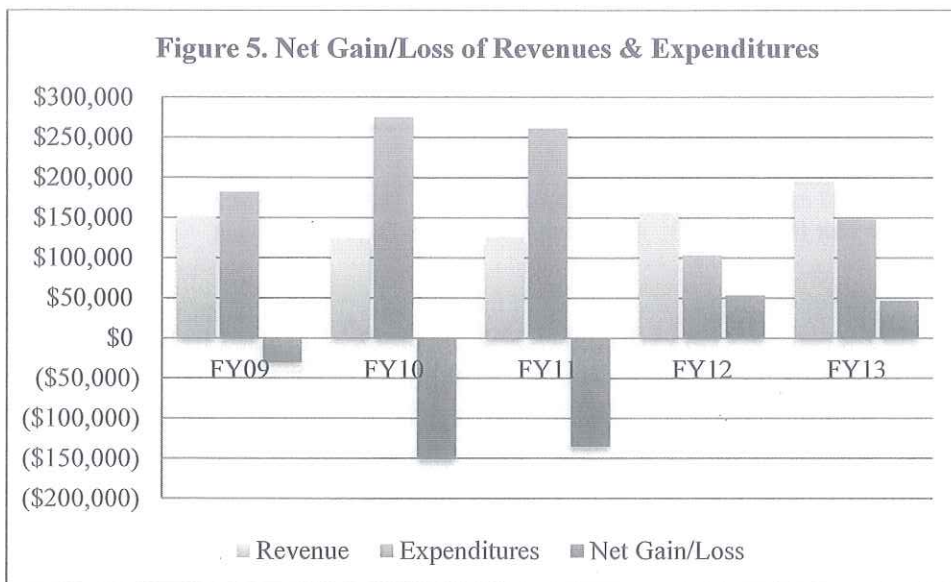


Figure 5. Net Gain/Loss of Revenue & Expenditures

FY12 and FY13 are the only fiscal years LVRDUT240000 expenditures did not exceed revenue. While FY13 fee revenue is the highest of the five years. FY12 expenditures are the lowest. In FY12, law enforcement expenditures were the lowest of the five years (Please refer to Table 12). In both FY13 and FY12, law enforcement expenditures were more than 50% less than the other years.

SRP fees do not generate enough revenue to pay the costs of the SRP program. Other federal funding is required. Recreation fees are only one part of a comprehensive funding strategy to support recreation sites and services. Other elements of the funding strategy include appropriated funding (as a primary funding source, including 1210 wilderness, 1220 recreation, 1660

operations and 2110 capital improvements program budgets and Budget and Planning System [BPS] dollars); volunteer assistance; interagency cooperation; grants; partnerships with the private sector; commercial operations; and leveraged funding. Fees are not used to maximize revenue.

5.0 FUTURE EXPENDITURES

Currently, the SLFO reserves 1232 LVRDUT240000 funds to pay recreation and law enforcement staff, the annual campground cleaning contract and overhead. Future facility enhancements will need to be funded almost entirely by appropriated funds through 2110 capital improvement funds 1652 deferred maintenance funds, and other funding strategies, such as grants, proposals and partnerships.

5.1 Priority Annual Expenditures

Annually, the SLFO will need to continue to reserve 1232 LVRDUT240000 funds for the following, in order to ensure continued permit administration services:

- Funding for recreation staff, including one seasonal or temporary staff
- Support for law enforcement staff
- Recreation project- specific support for other programs, such as support services
- Campground cleaning contract
- Vault toilet pumping
- Short-term projects
- Overhead (vehicles, equipment, supplies, etc.)

On average, the minimum necessary operating capital for the SRP program is \$90,000, as shown in Table 17.

Table 17. Annual Priority Expenditures

Item	Explanation	Expenditures
Recreation	Support for 3 ORPs	\$50,000
Recreation technician	Full funding for 1 seasonal	\$15,000
Facilities maintenance	Campground cleaning contract, vault toilet pumping, miscellaneous small campground repairs	\$25,000
	Total	\$90,000

Data from FMBS

5.2 Additional Expenditures

Additional annual expenditures include the following:

- Support for law enforcement staff
- Recreation project- specific support for other programs, such as support services
- Short-term projects
- Overhead (vehicles, equipment, supplies, etc.)

These items are funded based on the amount of carryover from the previous year. Expenditures range from \$97,000 to \$137,000 annually, as shown in Table 18.

Table 18. Additional Annual Expenditures

Item	Explanation	Expenditures
Law Enforcement	Support for 3 LEOs	\$30-40,000
Management	Support for 3 managers (AFM, FM, DM)	\$10-20,000
Project-specific	Support for staff on specific recreation-related projects	\$5,000
Support services	SRP accounting support	\$2,000
Overhead	Equipment, supplies, vehicles, training	\$40-50,000
Short-term projects	Small facility development, interpretation, brochures, maps, signs	\$10-20,000
	Total	\$97-137,000

Data from FMBS

In the SLFO, 1232 LVRDUT240000 funds are used for short-term projects but do not support any long-term projects or studies. There are no facilities or services provided specifically for SRP permit holders or events. All projected facilities enhancement expenditures are for campgrounds, which are addressed in the SLFO Campground Business Plan. Short-term projects that may be funded include one-time funding or contributions to trailhead or other small recreation developments, interpretation projects, brochure and map development and printing, and new and replacement signs.

5.3 Appropriated Funds

Supplemental funding will be needed from 2110 capital improvement funds, other appropriated funds, and supplemental funding sources (such as partnerships and grants) for major new recreation developments (such as campgrounds at Fivemile Pass Recreation Area) and existing campground facility improvements, such as replacement SSTs. Supplemental funding will

continue to be needed from 1660 operations account for recreation site route maintenance and to contribute toward the campground cleaning contract.

Labor costs of those working in the SRP program and providing recreation program-related support will continue to be supported by appropriated funds from the 1210 wilderness, 1220 recreation and 1660 operations accounts.

5.4 Future Budget Cuts

Although SRPs are a major source of revenue, the issuance of SRPs is discretionary. With the budget cuts over the last five years, the expected continuation of such, and the reduced base funding for the recreation program, all sources of revenue need to be protected and maximized. The SLFO relies on the more than \$100,000 annual SRP revenue to completely fund seasonal staff and partially fund full-time recreation and law enforcement staff. Most of this revenue comes from one SRP—a wilderness therapy group. If this SRP holder were to dramatically decrease or cease operations within the SLFO, The SLFO would be unable to hire seasonal recreation staff and to help fund BLM law enforcement rangers. This would greatly reduce the SLFO's ability to conduct compliance on SRP events, monitor and patrol recreation activities and sites on public lands and provide law enforcement support to visitors on public lands.

With a decline in SRP revenues or loss in appropriated funds, the following steps will be considered:

- Defer new developments and new site construction.
- Decrease maintenance of facilities. Already in FY14, the bathroom cleaning contract services were reduced by 50%.
- Reduce staff funding. With the current trend in program budget cuts, plans were finalized in FY14 to reduce the recreation staff by one permanent outdoor recreation planner (which will occur through attrition).
- Implement cost recovery fees to the maximum extent possible.
- Close non-profitable developed recreation sites.
- Develop and implement any other allowable actions necessary to ensure the continuity of services in the SRP program.

6.0 ACRONYMS

ACEC	Area of Critical Environmental Concern
ATV	All-terrain vehicle
BCB	Backcountry Byway
BLM	Bureau of Land Management
BSF	Bonneville Salt Flats
CBS	Collection and Billing System
CFR	Code of Federal Regulations
FBMS	Financial and Business Management System
FLPMA	Federal Land Policy and Management Act
FLREA	Federal Lands Recreation Enhancement Act
FY	Fiscal year
IM	Instruction Memorandum
LWCFA	Land and Water Conservation Fund Act
NHT	National Historic Trail
OHV	Off-highway vehicle
ORP	Outdoor Recreation Planner
RMIS	Recreation Management Information System
RMP	Resource Management Plan
RUP	Recreation use permit
SLFO	Salt Lake Field Office
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
WDD	West Desert District

7.0 REFERENCES

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<http://quickfacts.census.gov/qfd/states/49000.html>

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Special Recreation Permit Program Business Plan*, September 2009.

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Recreation Permit Administration Handbook*, 2006.

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United States Department of the Interior, Bureau of Land Management, Utah State Office, Instruction Memorandum No. UT 2013-037, *Utah Recreation Fee Program Toolbox*, May 13, 2013.

United States Department of the Interior, Bureau of Land Management, Washington Office, Instruction Memorandum No. UT 2003-245, *Guidelines for Reporting Recreation Visitation*, August 12, 2003.

United States Department of the Interior, Bureau of Land Management, West Desert District, Salt Lake Field Office, *BLM Business Plan for Simpson Springs, Clover Spring and Little Creek Campgrounds*, Draft, August 2014.

7.1 Data Sources

BLM Recreation Management Information System (RMIS):

- Advanced Report, by special request
- Standard Report #23c Visits and Visitor Days by RMA
- Standard Report #27c SRP Visitor Days and Participants by Activity—Fee sites
- Standard Report #27d SRP Visitor Days and Participants by Activity—Non-fee sites
- Standard Report #33a SRPs Active by Primary Activity
- Standard Report #34 SRPs Issued by SRP Type
- Standard Report #44 Visitor Days and Participants by Site and Activity

BLM SLFO SRP Spreadsheets

Bonneville Salt Flats SRP Fee Spreadsheets

Collection and Billing System (CBS)

FBMS (Financial and Business Management System)

8.0 APPENDICES

Appendix A: Map SLFO Special Designations

Appendix B: Master SRP Data Spreadsheet

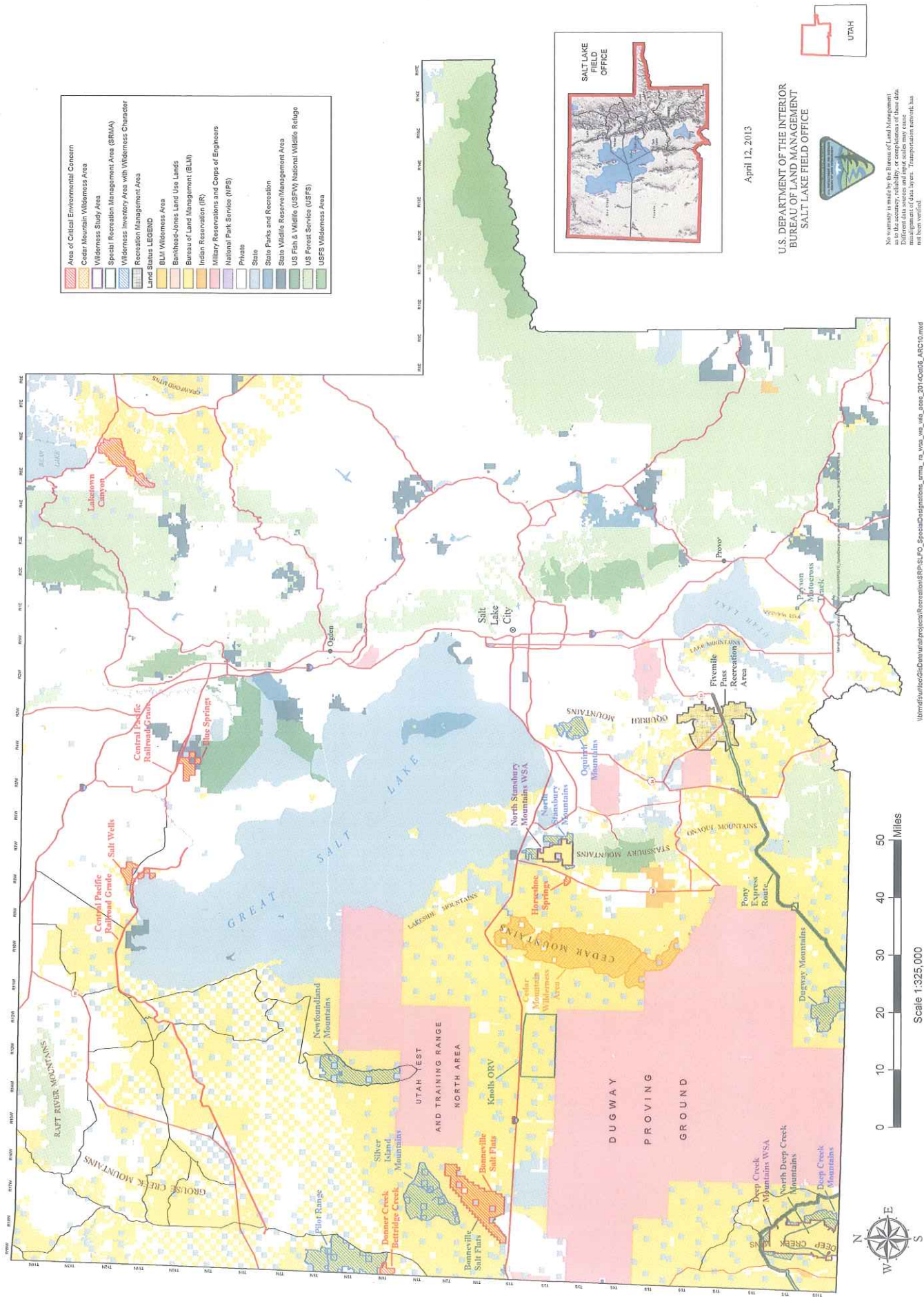
Appendix C: Bonneville Salt Flats SRP Spreadsheets

Appendix D: Campground Revenue

Appendix E: National Fee Policy

Appendix F: Example Cost Recovery Estimate for a Competitive Event

APPENDIX A: SALT LAKE FIELD OFFICE SPECIAL DESIGNATIONS



Land Status LEGEND	
[Red Hatched]	Area of Critical Environmental Concern
[Yellow Hatched]	Cedar Mountain Wilderness Area
[White]	Wilderness Study Area
[Blue Hatched]	Special Recreation Management Area (SRMA)
[Green Hatched]	Wilderness Inventory Area with Wilderness Character
[Blue]	Recreation Management Area
[Orange]	BLM Wilderness Area
[Light Green]	Benthed-Jones Land Use Lands
[Yellow]	Bureau of Land Management (BLM)
[Light Blue]	Indian Reservation (IR)
[Pink]	Military Reservations and Corps of Engineers
[Purple]	National Park Service (NPS)
[Light Purple]	Private
[Light Blue]	State
[Light Green]	State Parks and Recreation
[Dark Green]	State Wildlife Reserve/Management Area
[Light Green]	US Fish & Wildlife (USFWS) National Wildlife Refuge
[Light Green]	US Forest Service (USFS)
[Dark Green]	USFS Wilderness Area



April 12, 2013

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SALT LAKE FIELD OFFICE



No warranty is made by the Bureau of Land Management as to the accuracy or reliability of the data. Different data sources and input scale may cause misalignment of data layers. Transportation network has not been verified.



Scale 1:325,000

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APPENDIX B: MASTER SPECIAL RECREATION PERMITS SPREADSHEET FY09-FY13: FINAL ESTIMATES

All SRPs except Outfitter/Guides														
SRP #	Special Recreation Permit	Permit Type	Primary Activity	Site	FY2009		FY2010		FY2011		FY2012		FY2013	
					Revenue	Visitor Use	Revenue	Visitor Use	Revenue	Visitor Use	Revenue	Visitor Use	Revenue	Visitor Use
11-010	Aspiro Group	Commercial	Wilderness therapeutic	Dispersed Pony RMA: Lake Mts/Soldier Pass					\$100	12				
09-010	Brittany Club	Competitive	Dog trials	Fivemile Pass-Rush Valley/Dispersed Pony RMA	\$95	16	\$95	18						
09-011	BSA Cascades District	Organized group	Camping	Simpson Springs SRP site	\$90	20								
10-006	BMW Mini Car Rally	Organized group	Driving for pleasure	Bonneville Salt Flats		150	\$95							
08-008	BUB Racing Inc./BUB Motorcycle Speed Trials - Includes data for SRP 08-007	Competitive/Commercial	High speed time trial	Bonneville Salt Flats	\$7,173	3,500	\$5,954	2,260	\$3,955	2,200	\$3,955	2,260	\$12,765	4,424
08-007	BUB Racing Inc./Private Testing Trials	Competitive/Commercial	High speed time trial	Bonneville Salt Flats										
09-014	Campers Pantry (Issued and no use)	Commercial	Vending	Fivemile Pass/Knolls	\$95	0								
09-009	Chauner Promotions/CRT	Competitive	Racing - bicycle	Fivemile Pass OHV Area	\$890	228	\$1,185	218	\$1,120	254	\$1,195	245	\$1,115	265
08-011	Cook Motorsports: FIA-FIM Meet (Includes data for 5 SRPs, inc. 4 below, except where indicated otherwise)	Competitive	High speed time trial	Bonneville Salt Flats	\$1,165	280	\$755	56	\$5,962	68	\$1,208	71	\$1,207	
10-007	Cook Motorsports: Golden Eagle Co.	Competitive	High speed time trial	Bonneville Salt Flats										
09-001	Cook Motorsports: Jaguar	Competitive	High speed time trial	Bonneville Salt Flats										
11-020	Time Trial	Competitive	High speed time trial	Bonneville Salt Flats										
10-008	Cook Motorsports: Buckeye Bullet Formula One races (Mike Cook)	Competitive	High speed time trial	Bonneville Salt Flats										
10-009	Cook Motorsports: Landspeed Shootout/Mike Cook	Competitive	High speed time trial	Bonneville Salt Flats										
(No permit)	Intermountain Guide Service: DATA for 2 SRPs below	(No permit)		Bonneville Salt Flats	\$2,602				\$2,073		\$2,438		\$2,271	
06-014	Intermountain Guide Service-BSF Tours	Commercial	Interpretive program	Bonneville Salt Flats		1,302		1,134		1,200		1,150		1,050
06-004	Intermountain Guide Service- Leppy Hills (Joint permit with Elko, NV)	Commercial	Interpretive program	Silver Island Mts		1,276		800		980		1,050		950
13-006	LDS Valley View Stake: Youth Pioneer Handcart Trek	Organized group	Re-enactment event/tour	Dispersed Pony RMA - Skull Valley									\$1,300	260
13-004	Lynne Pomeranz Roberts: Wild horse photography NO USE	Commercial	Photography	Pony Express Trail									\$100	0
(No permit)	Misc.: Charles Johnson (No permit issued?: no data)	(No permit)							\$104					
(No permit)	Misc.: James Vilos (No permit issued?: no data)	(No permit)			\$245									
(No permit)	Misc.: Robert Morgan (No permit issued?: no data)	(No permit)			\$95									
(No permit)	Misc.: Suzan Ashton (No permit issued?: no data)	(No permit)												
09-013	National Archery Association	Competitive	Archery	Bonneville Salt Flats	\$190	35	\$95	21	\$100	26	\$100	84	\$100	83
11-004	Outback Therapeutic Expeditions (Joint permit with FFO)	Commercial	Wilderness therapeutic	Dispersed Pony RMA	\$106,284	10,200	\$75,199	8,170	\$73,473	9,872	\$111,159	10,279	\$133,268	8,373

APPENDIX C: BONNEVILLE SALT FLATS, KNOLLS FEES + VISITOR USE

	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003
Bonneville SRP Fees												
Salt Flats 100 Endurance Run	\$680.00	\$450.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
UROC/Hellfire Rocket Launch	Due Sep. 3	\$440.72	\$393.78	\$346.77	\$326.51	\$287.11	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
UROC/NASA	\$326.70	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
SCTA & BNI/Speed Week	cancelled	\$24,410.83	\$23,525.00	\$22,238.81	\$22,532.79	\$22,766.70	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
SCTA & BNI/World Finals	\$0.00	\$0.00	\$3,733.00	\$3,625.23	\$3,625.23	\$3,154.52	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
NAA/Flight Championships	Due Oct. 1	\$100.00	\$100.00	\$100.00	\$100.00	\$100.00	\$100.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
BUB Racing/BUB Motorcycle Speed Trails	na	\$1,500.00	\$3,955.00	\$3,955.00	\$3,599.00	\$5,954.49	\$5,458.32	\$6,054.00	\$3,343.00	\$1,435.00	\$1,498.00	\$0.00
Bonneville Speed Trials	Due Sep. 29	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
USFRA/World of Speed	\$0.00	\$0.00	\$5,470.00	\$4,454.56	\$4,442.33	\$4,057.50						
Cook FIA/FIM Trials by Mike Cook	\$0.00	Due Oct 18	\$1,207.50	\$5,962.00								
Salt Flats Running Festival/Redline Running Co.	\$0.00	\$0.00	\$100.00	\$100.00	\$100.00	\$100.00	\$0.00	\$0.00	\$0.00			
Intermountain Guide Service	\$0.00	\$458.41	\$0.00	\$231.65	\$972.67							
USFRA/Test and Tune	Due											
MINI/BMW Rally	cancelled											
Knolls SRP Fees												
Utah Desert Foxes-Knolls KO		\$1,120.00	\$1,495.00	\$1,319.43	\$1,256.00	\$1,870.00	\$1,421.00	\$1,537.00	\$1,356.00			
Total SRP fees		\$28,479.96	\$39,979.28	\$42,333.45	\$36,954.53	\$38,290.32	\$6,979.32	\$7,591.00	\$4,699.00	\$1,435.00	\$1,498.00	\$0.00

	2014	2013	2012	2011	2010	2009	2008	2007	2006
Bonneville Visitation*									
Salt Flats 100	1232/18/101	90/45/90	0						
UROC - Hellfire Rocket Launch		220/615/70	75/250	55/100	65/125	55/85			
SCTA & BNI - Speed Week	cancelled	1635/5339/48	1635/5339/	2023/4871	789/6488	504/7156			
SCTA & BNI - World Finals		2	483						
NAA - Flight Championships		504/537/187		350/500					
BUB Racing - BUB Motorcycle Speed Trails		65/18	65/19	13/13	14/7	14/7			
		710/1465/85	710/1465/8	na	710/1465/8				
			5		5				
USFRA - World of Speed		cancelled	1052/1871/						
Cook FIA - FIM Trials by Mike Cook		cancelled	1204						
Salt Flats Running Festival - Redline Running Company		cancelled	40/31				21		
		cancelled	cancelled	33/2	33/35/2	30/50/2	na	na	na

*participants/spectators/employees

APPENDIX D: Campground RUP Revenue FY09-FY13

	FY09	FY10	FY11	FY12	FY13
Clover Springs	\$1,553	\$2,071	\$2,202	\$1,728	\$1,681
Clover Springs Group Site	\$866	\$421	\$916	\$1,626	\$860
Simpson Springs	\$2,109	\$1,614	\$1,315	\$1,584	\$1,344
Total	\$4,528	\$4,106	\$4,432	\$4,937	\$3,885

Appendix E: National Fee Policy

NATIONAL SPECIAL RECREATION PERMIT FEE SCHEDULE

Permit Type	Type of Recreation Fee		
	Minimum	Use	Cost Recovery
Commercial or vending	\$105, adjusted every three (3) years based on the IPDI*	Three (3) percent of gross revenue	
Commercial assignment of a nonexclusive site	\$210, adjusted every three (3) years based on the IPDI*		
Commercial assignment of an exclusive site	\$210, adjusted every three (3) years based on the IPDI*		
Commercial, competitive, or organized group activities or events			If more than 50 hours of staff time is required to process and administer the permit, cost recovery charges begin with the first hour
Competitive	\$105, adjusted every three (3) years based on the IPDI*	Three (3) percent of gross revenue or \$5 per participant per day, whichever is greater	
Organized group or event	\$105 or \$5 per person per day, whichever is greater based on the IPDI*		

*IPDI = implicit price deflator index

The fee schedule shown above will be effective on March 1, 2014, and will remain in effect until March 1, 2017.

This table supersedes Appendix A-1 in the H-2930-1, Recreation Permit Administration Handbook; Rel. 2-295 dated August 7, 2006.

Appendix F

Example Cost Recovery Estimate for a Competitive Event

Soaring Cliffs Resource Area has received an application for a new permit for a rim-to-rim competitive race across Gravel Gulch Canyon from the local Chapter of Iron Men. The Iron Men estimate that 100 individuals will enter the contest, and that the event will last 3 days. The Canyon includes an ACEC with known habitat for the six-toe lizard and an endangered species of the toad flax genus. The local office will need a team of six individuals for an interdisciplinary team to conduct field surveys, write the environmental assessment, and monitor the race. The team estimates that they will need a total of 147 hours to process, administer and monitor the event.

Cost Recovery Calculation:

Step 1 Create a spreadsheet like the one below outlining all the estimated costs of administering the permit. Note: the spreadsheet assumes all hourly costs are paid at regular time rate. If overtime or differentials are involved, they should be calculated separately. Hourly rate includes leave surcharge and benefits.

Proposed Action for Iron Man Rim to Rim Race

Staffing Costs							
<u>Employee</u>	<u>Hourly Salary Rate</u>	<u>Application Review</u>	<u>EA Development, Site specific survey Baseline Monitoring</u>	<u>Event Monitoring</u>	<u>Post Event Monitoring</u>	<u>Total Hours</u>	<u>Salary Cost</u>
Rec. Planner	\$38.93	16	16	16	4	52	\$2,024.36
Rec. Tech	\$22.36		8	16	12	36	\$804.96
Archaeologist	\$37.62	1	8		8	17	\$639.54
Wildlife Biologist	\$38.93		8		8	16	\$622.88
Botanist	\$36.45	1	8		5	14	\$510.30
GIS Specialist	\$38.93		12			12	\$467.16
Subtotal		18	60	32	37	147	\$5069.20
Other Costs							Totals
Vehicles @\$36/trip		1	10	4	6		\$756
Plotter		\$25	\$50		\$25		\$100
Supplies/Lab Anal			\$30		\$30		\$60
Copying		\$15	\$85				\$100
Postage			\$30				\$30
Subtotal							\$1,046
Estimated Cost Recovery		\$6115.20					

Step 2 Estimate the SRP fee at the current rate for competitive events (3% of gross revenue)

$$100 \text{ participants} \times \$100 \text{ entry fee} = \$10,000 \times .03 = \$300.$$

Step 3 Notify the applicant that cost recovery applies and that a total payment of \$6115.20 will be necessary for BLM to process the application and monitor the event. This amount must be received prior to BLM investing any more time or effort on this event. The permittee will need to pay the estimated SRP fee of \$300 which will be due and payable in advance of the event.

[From BLM Manual H-2930-1, Recreation Permit Administration Handbook (2006), p. 38, with ACEC addition.]