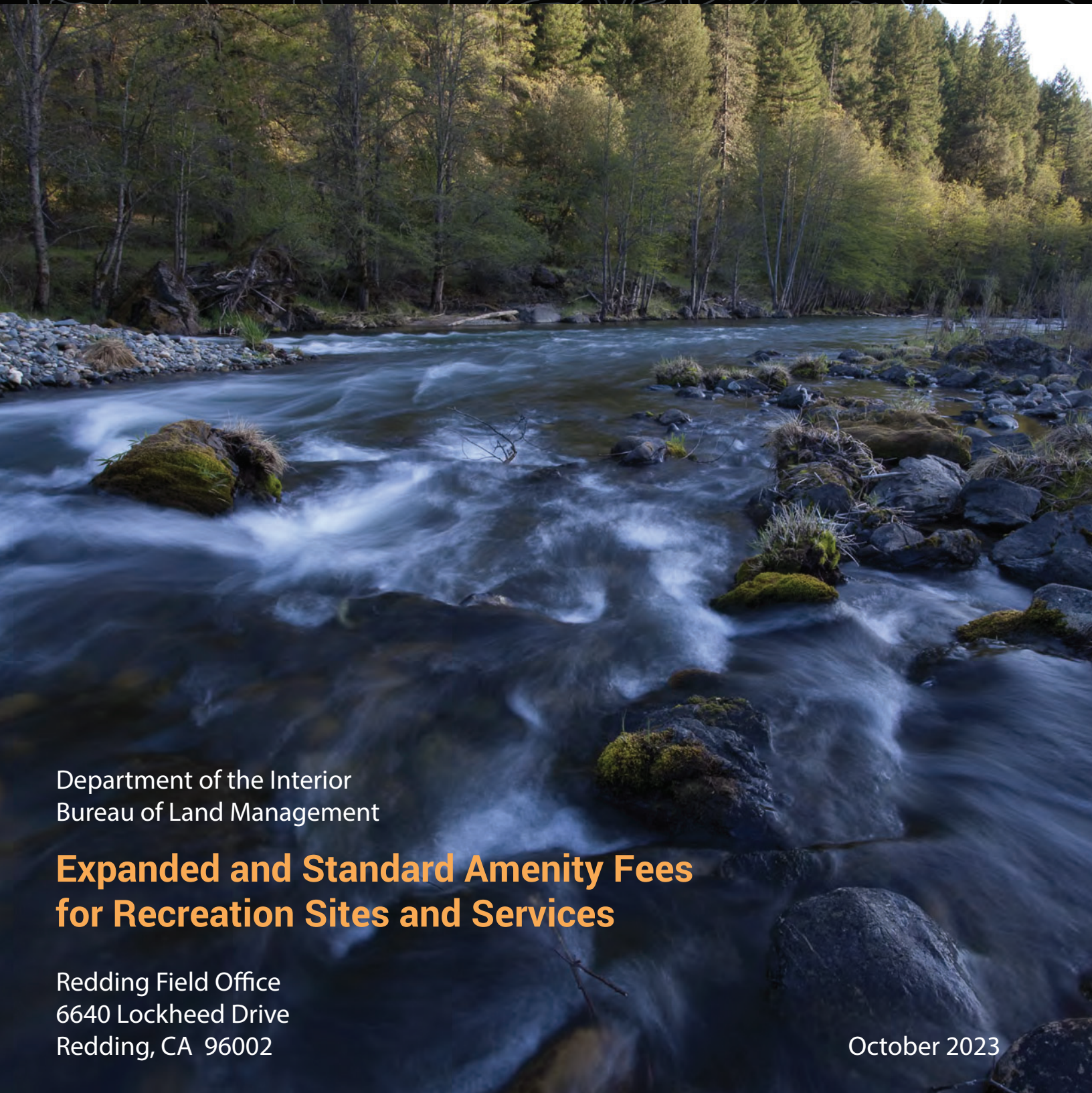




U.S. Department of the Interior
Bureau of Land Management

Business Plan

Redding Field Office, California



Department of the Interior
Bureau of Land Management

Expanded and Standard Amenity Fees for Recreation Sites and Services

Redding Field Office
6640 Lockheed Drive
Redding, CA 96002

October 2023

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BLM Signature Page

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1. Executive Summary

This business plan was prepared pursuant to the “Federal Lands Recreation Enhancement Act (FLREA), 2004” (P.L. 108-447) and BLM recreation fee program policy. It establishes future management goals and priorities for the Redding Field Office’s recreation fee program. This business plan outlines proposed fee changes for campgrounds, presents historical visitation and revenue, provides a fair market value analysis, and shows the need to increase fee revenue to pay for operating costs. Consistent with FLREA, the intent of this business plan is not to maximize fee revenue but to help protect natural resources, provide for public health and safety, and facilitate access to public lands and related waters. Fees are a way of ensuring that those who actively use recreation opportunities make a greater, but reasonable, contribution toward protecting and enhancing those opportunities than those who do not utilize recreational opportunities.

The Redding Field Office Recreation Program includes active management of expanded and standard amenity recreation sites including Steel Bridge, Steiner Flat, Junction City, Douglas City and Shasta campgrounds and the Ohl Olsen and Reading Island group campgrounds. The campgrounds meet the expanded amenity parameters as defined in FLREA because the recreation areas provide five or more amenities, including: tent or trailer spaces, refuse containers, toilet facilities, reasonable visitor protection, and simple devices for containing a campfire. The amenity of drinking water is provided at Shasta, Douglas City and Junction City campgrounds. Standard amenity fees for day-use within Steel Bridge and Douglas City campground are proposed as it has been deemed appropriate for these users to share in some of the cost of the amenities used. Day-users at these sites benefit from increased parking security (particularly when shuttling for boating or hiking), toilets, tables, interpretive kiosks, and trash services, all within a well-defined recreation site. The proposed fee changes and additions are as follows (Table 1 and 2):

Table 1: Proposed for Expanded Amenity Fees

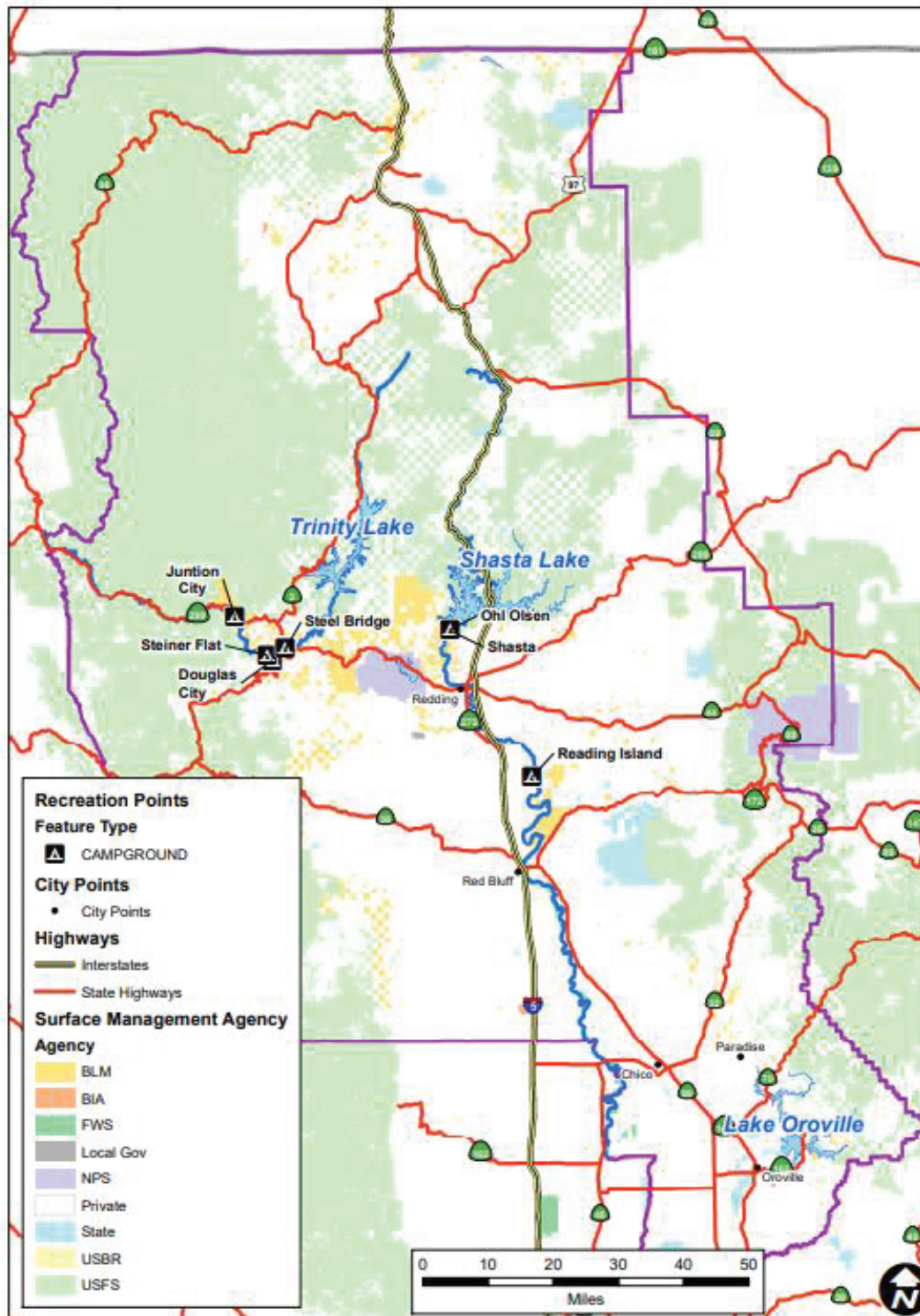
Campground	Current Fee Structure	Proposed Fee Structure
Douglas City Campground	\$10 per night to include parking for 2 vehicles. \$5 per additional vehicle.	\$20 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site.
Junction City Campground	\$10 per night to include parking for 2 vehicles. \$5 per additional vehicle.	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site.
Steel Bridge Campground	\$5 per night to include parking for 2 vehicles. \$5 per additional vehicle.	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site.
Steiner Flat Campground	No Fee	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site.
Shasta Campground	\$10 per night to include parking for 2 vehicles. \$5 per additional vehicle.	\$20 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site.
Ohl Olsen Group Campground	No Fee	\$60 (maximum 30 people) for the lower site; \$80 (max 50 people) for the upper site
Reading Island	\$90 per night (max 20 people)	\$90 per night (maximum of 25 people)

Table 2: Proposed for Standard Amenity Fees

Campground	Current Fee Structure	Proposed Fee Structure
Douglas City Day-Use	Not currently offered	\$6 per vehicle day, to include overnight parking if shuttling for river or hiking trip
Douglas City Shower Fee	Not currently offered	\$2.00 per shower
Steel Bridge Day-Use	Not currently offered	\$6 per vehicle per day, to include overnight parking if shuttling for river or hiking trip

All proposed fees are based on a fair market analysis of fees charged by other public agencies and private providers for similar services within the respective geographic area of each recreation site. Fee increases are necessary to better meet the expenses of the recreation program, including maintenance and operations to prevent resource damage and provide better visitor services.

Redding Field Office Campgrounds



Map 1: Redding Field Office area is depicted along with the locations of campgrounds with proposed fee changes in this business plan.

2. Introduction

2.1. Fee and Business Plan Requirement

This business plan outlines direction for the operation and maintenance of the Bureau of Land Management, Redding Field Office campgrounds and the associated Recreation Use Permit (RUP) program. The plan conforms to state and national direction for recreation management and is built on partnerships with local communities. This plan was prepared pursuant to Federal Lands Recreation Enhancement Act (FLREA) of December 2004 (P.L. 108-447, as amended), Bureau of Land Management (BLM) recreation fee program policy and manual (Manual 2930-Recreation Permits and Fees) and handbook (H-2930-1 Recreation Permit and Fee Administration Handbook).

FLREA provides the BLM current authority to establish, modify, charge, and collect recreation fees at Federal recreational lands and waters. FLREA authorizes the BLM to retain locally collected recreation fees and outlines how revenues may be used for such things as facility repair, maintenance, facility enhancement directly related to public use and operating, or capital costs associated with the Recreation and Visitor Services program. Under FLREA, a Standard Amenity fee and an Expanded Amenity fee may be charged for the use of certain facilities or services, which include developed day-use sites and campgrounds. The developed recreational sites must meet the criteria that are defined below. These fees are usually implemented through the issuance of a recreation use permit (RUP), or through a specific annual pass. BLM policy requires that revenue from RUPs be deposited into a separate account (pg. 2-3 (8) of H-2930-1). Doing so allows the BLM to more readily track and report collections and ensures that RUP revenue is spent at or near the site of collection.

Definitions of Standard and Expanded Amenities are taken from FLREA and BLM recreation fee program policy and manuals for the area covered under this business plan:

Standard Amenity Recreation Fees cover outdoor recreation areas that provide significant opportunities for outdoor recreation; have substantial Federal investments; provide areas where fees can be effectively collected and have all the following amenities: (1) designated developed parking, (2) a permanent toilet facility, (3) a permanent trash receptacle, (4) interpretive sign, exhibit, or kiosk, (5) picnic tables, (6) and security services (Sec. 803. (f)(4)(D) of FLREA).

Expanded Amenity Recreation Fees cover specialised outdoor recreation sites and services including but not limited to developed campgrounds with at least a majority of the following amenities: (1) tent or trailer spaces, (2) picnic tables, (3) drinking water, (4) access roads, (5) fee collection by an employee or agent of the BLM, (6) reasonable visitor protection, (7) refuse containers, (8) toilet facilities, (9) simple devices for containing a campfire (Sec. 803.(g)(2)(A) of FLREA).

2.2. Regulatory Background

The BLM Handbook H-2930-1, Recreation Permits and Fee Administration (Rel. 2- 300, dated Nov. 17, 2014), requires that each recreation fee program have an approved business plan which thoroughly discusses fees and explains how fees are consistent with the criteria set forth in FLREA. Business plans are to assist management in determining the appropriateness and level of fees, the cost of administering a fee program and the expected benefits for the public. The primary purpose of the plan is to serve as public notification of the objectives for use of recreation fee revenues and to provide the public an opportunity to comment on these objectives. The finalized business plan guides the expenditure of collected FLREA funds and ensures public accountability. The business plan will specifically cover a description of the fee site, proposed changes in fees to these sites, associated operating costs, planned expenditures of fee revenue, a financial analysis utilizing a regional comparative market study of fees charged for other similar recreation facilities, and the impacts of proposed fee changes. The data used to analyze and prepare this business plan was obtained through internal BLM tracking and accounting mechanisms such as the Federal Business Management System (FBMS), Recreation Management Information System (RMIS), Collections and Billing Systems (CBS), and other locally generated recreation and visitor use tracking spreadsheets.

Prohibitions on Charging REA Fees Section 803(d) of the FLREA provides that standard or expanded amenity recreation fees shall not be charged for (shortened list): parking only, undesignated parking, or picnicking along roads or along trails, general access, low investment sites or areas, persons moving through without using the facilities or services, for camping at undeveloped sites that do not provide a minimum number of facilities or services as described above (expanded amenity recreation fee), use of overlooks or scenic pullouts, any person engaged in the conduct of official Federal, State, Tribal or local government business, special attention or extra services necessary to meet the needs of the disabled, any person under 16 years of age, outings conducted for non-commercial educational purposes by schools or bona fide academic institutions, and others.

The Federal Land Policy and Management Act (Public Law 94-579) has the BLM's general land use management authority over public lands and establishes outdoor recreation as a key use of those lands. Section 302(b) authorizes the Secretary of the Interior to regulate public lands uses through permits or other instruments.

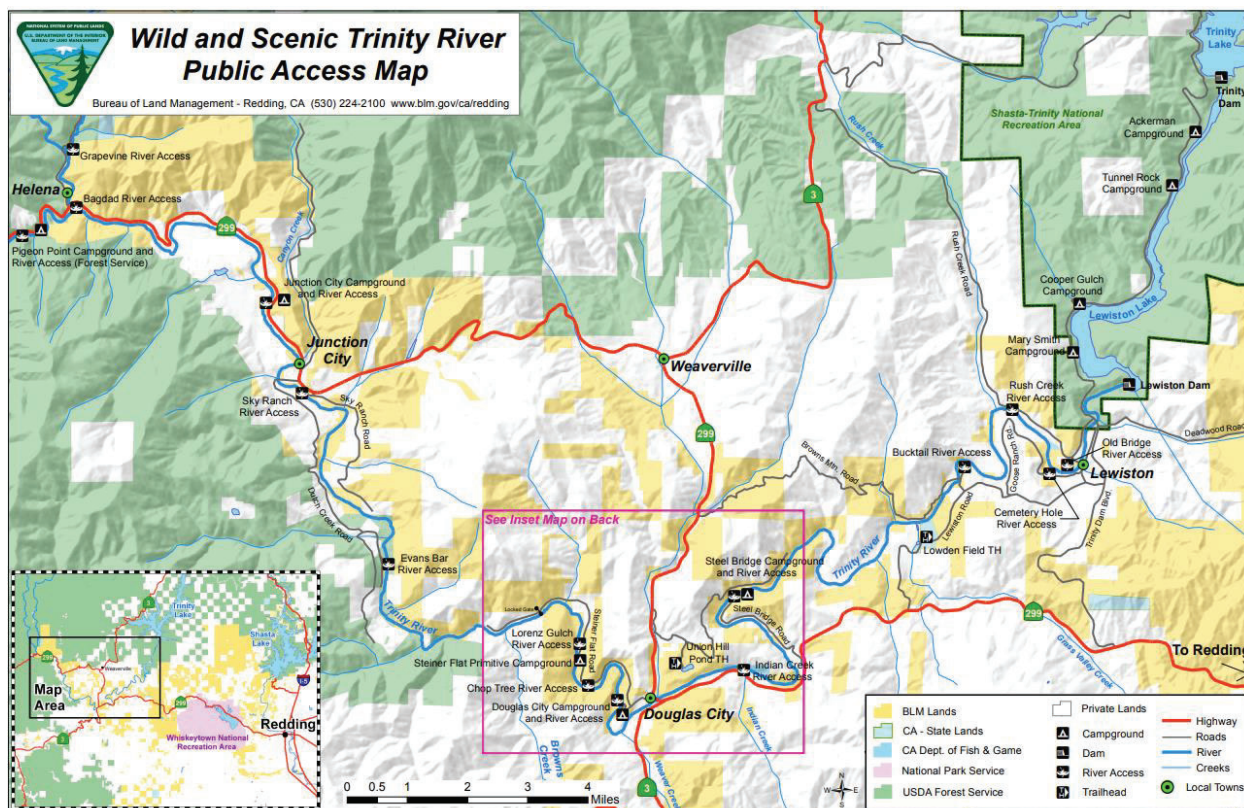
This business plan has been prepared pursuant to all applicable BLM recreation fee program policies and guidance outlined in the BLM Recreation Permit and Fee Administration Handbook (H-2930-1).

3. Background

3.1. Area Description

Wild and Scenic Trinity River

The Wild and Scenic Trinity River from Lewiston to Pigeon Point is a class I and II river segment that flows out of the Trinity and Lewiston Lakes in Trinity County. Steel Bridge, Douglas City and Steiner Flat Campgrounds are adjacent to the Trinity River and Junction City campground is a short walk across Highway 299 to the river. All four campgrounds offer the opportunity for walking along the river or fishing from its cobblestone banks. Fly-fishing at wade-in points and by drift boat is popular, as well as pleasure boating and paddling.

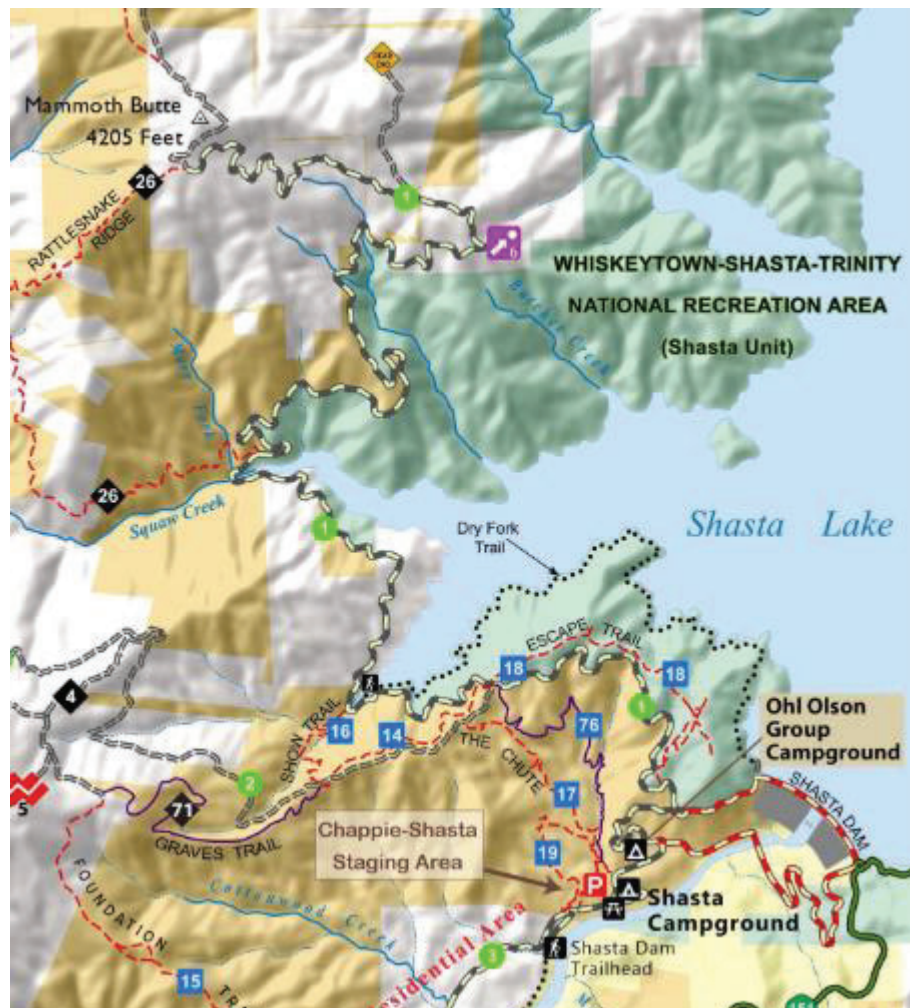


Map 2: Wild and Scenic Trinity River Area

Chappie-Shasta OHV Area

Just 10 miles northwest of Redding in Shasta County, the Chappie-Shasta Off-Highway Vehicle (OHV) area offers over 200 miles of roads and trails on approximately 52,000 acres for off-road enthusiasts. Elevation within this area ranges from 600 to 5000 feet with a wide variety of topography, soil, and vegetation types. The southeastern portions offer rocky and challenging terrain, while the more remote northwestern portions offer scenic views of Mt. Shasta, Lake Shasta, and the Trinity Alps. The OHV Area contains many private land parcels, and several roads and trails cross these parcels. The Chappie-Shasta OHV Area contains the Shasta campground and the Ohl Olsen group campground. There is a free day use parking area and OHV staging area adjacent to the Shasta campground. The paved, non-motorized Sacramento River Rail Trail can be easily accessed from the parking areas or campground. No developed boat ramps are available, but there is river access from the Shasta campground or day use area

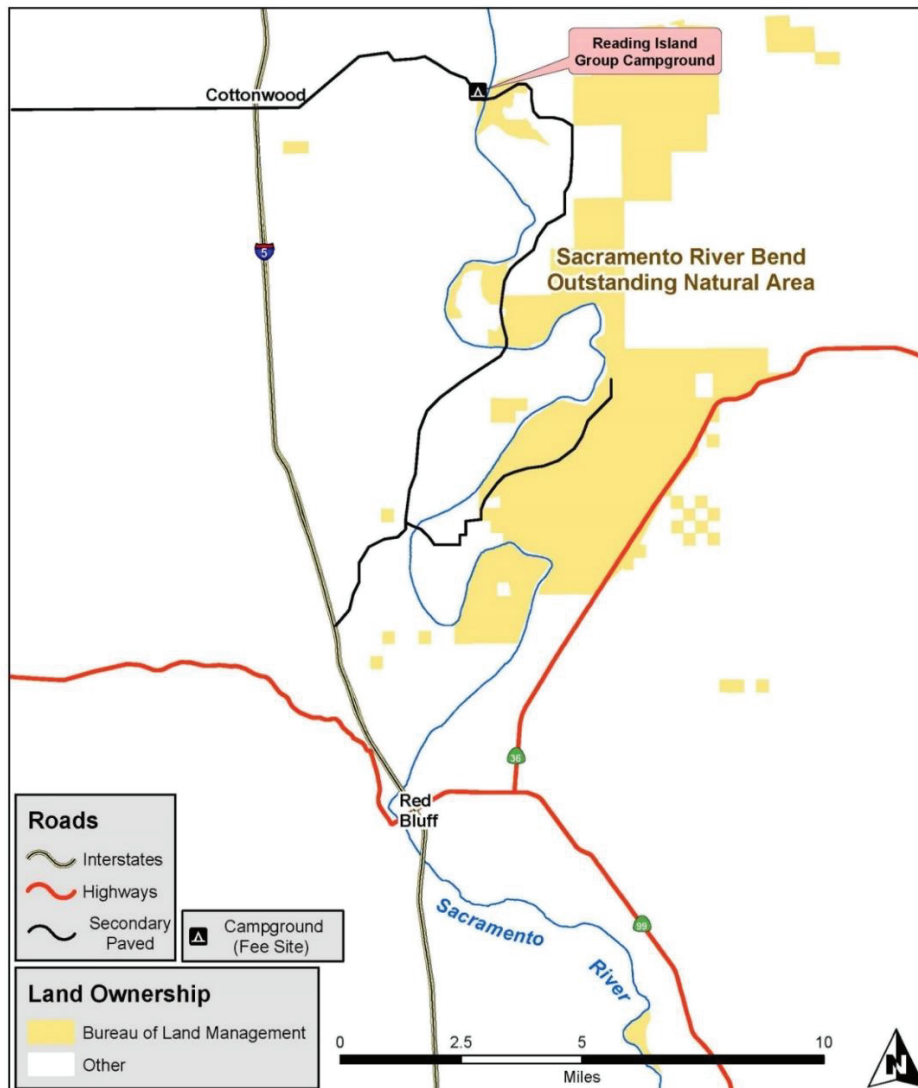
via a short natural surface trail. Information kiosks are available at both the campground and the OHV staging area.



Map 3: Chappie-Shasta Off-Highway Vehicle Area

Reading Island Group Campground, adjacent to the Sacramento River Bend Area

The Sacramento River Bend Area is a valuable cultural and natural resource that presents many recreational and educational opportunities in Shasta and Tehama counties. From the lush riparian areas surrounding the Sacramento River and its tributaries to the expanse of the rolling hills of blue oak savannah, the Sacramento River Bend Area offers diverse habitat for bald eagles, osprey, migratory and songbirds, deer, and salmon. The area also offers numerous opportunities for recreation such as hunting, camping, hiking, biking, boating, picnicking, and wildlife viewing. Reading Island Campground is located in the most northwest reach of the Sacramento River Bend Area. Campers at Reading Island group campground may access the Sacramento Bend trail system within 15-minute drive or take a scenic float through the Sacramento Bend via the boat access area adjacent to the group campground.



Map 4: Sacramento River Bend Area

3.2. Visitor Demographics

The Redding Field Office does not collect or maintain comprehensive visitor demographic information for recreational users across the public lands that it administers. The most reliable information on local visitor demographics comes from census data for Trinity, Shasta and Tehama counties. Visitation data for 2018 is provided by the neighboring Shasta-Trinity National Forest (STFS) and is considered applicable to Trinity County.

Trinity County. According to the United States Census Bureau the population of Trinity County in 2019 was 12,285 with a median household income (in 2019 dollars) of \$40,846. The BLM Redding campgrounds in Trinity County are Steel Bridge, Steiner Flat, Junction City and Douglas City campgrounds. Observed trends in visitation are described below and recreation

staff identify most visitation to BLM campgrounds as local to Trinity County and northern California.

BLM Trinity County recreation areas frequently border Shasta-Trinity National Forest along the Trinity River. For this reason, STFS data collected through on-site survey is considered in this area. Of note, 38.3% of people reported travelling 0-25 miles to recreate on STFS, with approximately 19% travelling 26-100 miles. 13.5% of people travel 101-200 miles, and 21.4 percent travel 201-500 miles. From the data it is evident that the BLM Redding likely serves a higher volume of local visitation, which supports what BLM recreation staff see in the field. STFS visitation data reveals that 10.6% of people make under \$25,000, and 13.5% make between \$25,000 to \$49,000. About 23.3% of STFS visiting traffic report income of \$75,000 to \$99,999 and 29.4% report an income of \$100,000 to \$149,000. Again, a wide disparity of income levels is noted within the Trinity recreation area for the BLM Redding.

Shasta County. For Shasta County, the Census Bureau identifies a population of 180,080 (2019) with a median household income of \$54,667 (2019). BLM recreation staff generally note that visitation at Shasta campground and Ohl Olsen group campground primarily local, with permitted events drawing people from the San Francisco bay area and beyond due to the high demand for the Chappie-Shasta OHV area.

Tehama County. Reading Island group campground is in Tehama County. Tehama County had a population of 65,084 (2019), and a median income of \$44,514 (2019). Reading Island visitation is observed to be primarily comprised of visitors from Tehama and Shasta County, due to proximity to Red Bluff and the city of Redding (about 30 miles).

3.3. Recreational Visitation

Douglas City Campground. Visitation at Douglas City campground primarily includes fishermen, boaters, beach goers, and people seeking the leisure and relaxation offered by a riverfront campground. Campers use Douglas City campground the entire season that the area is open, with concentrated use around the different holidays: Memorial Day, Fourth of July, and Labor Day weekends. Although most of the campers are from the Northern California area, we see visitation from all over the country. Most campers stay for one to three nights; however, there are several guests that stay for one to two weeks. Visitation is largely from the local and often underserved community.

Additionally, many local community members have historically used Douglas City Campground for day-use, as there is an overlook with picnic tables, grills, a separate parking area, and an excellent unpaved boat access point nested into the campground. BLM staff frequently hear from day-users that they have been visiting the campground for decades and enjoy having recreational opportunities so close to home. One goal of the proposed day-use fee is to provide continued access to the area and amenities, while also addressing capacity within the campground.

In May of 2012 a two-stall shower house with a two-stall flush toilet was installed in the campground. During camping season visitors of all types, including other campground guests in the area, day-use visitors, people dispersed camping nearby, recreational boaters, hunters, fishermen and vacationers passing through the area, have all been known to stop by in hopes of a shower.

Steiner Flat Campground. This campground is located approximately one mile down river of Douglas City Campground. The visitation patterns are similar; however, Steiner Flat Campground is currently maintained with minimal infrastructure and no fee. In this management situation, Steiner Flat Campground incurs environmental impacts due to the nature of prolonged use (14 days and beyond is common and frequent) without day-to-day infrastructure to meet campers' needs. Laundry soap, dish soap, food waste, human waste and refuse are frequently disposed of within the river corridor (buried or left out) or in the river. All campers are exposed to health and safety hazards due to toxic waste such as raw human waste, insufficient food storage options and improperly disposed of materials. This is also an impact to the local wildlife. Implementation of a minimal fee will assist BLM to develop and maintain Steiner Flat Campground for the health and safety and enjoyment of all visitors.

Junction City Campground. Typical visitors at Junction City Campground tend to be overnight users who are driving through between Redding and the Pacific Coast. While most users stay only one night, there are occasional multi-night users. The campground's peak use occurs during hunting and fishing season, roughly August-October. Just across from the campground and Highway 299 there is a large gravel bar with vehicle access that is popular with fly fishermen and some recreational boaters. The gravel bar provides recreational opportunities for campers at Junction City Campground.

Steel Bridge Campground. The Steel Bridge campground tends to attract users who prefer a longer stay and want a quieter atmosphere. The campground is the most remote of the Trinity River campgrounds and is located approximately two miles off Highway 299. A narrow two-lane, paved road leads into Steel Bridge. The road narrows further to a paved, one-lane road when it passes through a small river front community for roughly the last mile. Steel Bridge Campground is a favorite spot for locals seeking a nearby retreat and for fishermen who want to spend several days fishing the Trinity River. At the end of the campground, where it dead ends at the forest, there is a half-mile fisherman's trail, and a popular small primitive ramp that users enjoy as a beach area. Locals have visited this area for decades for day-use purposes such as boating, fishing, and beach front relaxation.

Shasta Campground. Most users at Chappie-Shasta Campground are OHV users recreating in the Chappie-Shasta OHV area. Visitation is typically high spring and late fall when the temperatures are more mild. Most of the OHV users are local users from the surrounding area; however, it is common to see recreationists from southern Oregon, Sacramento, San Francisco,

and the Reno/Tahoe areas camping and riding OHVs throughout the prime riding season. The campground is especially busy during permitted events.

Ohl Olsen Group Campground. Most users at Ohl Olsen are regional and are similar to those visiting Chappie-Shasta due to proximity to the Chappie-Shasta OHV area. The group sites are favored by folks visiting the area for family celebrations and by people gathering for holidays who enjoy OHV recreation. Increased visitation from outside of the immediate area has also been an observed trend by BLM staff in recent years.

Reading Island Group Campground. Most users of this group campground are regional, traveling within a few hours of Redding. The campground is popular as an overnight stop for boaters on extended trips on the Sacramento River. The scenic and remote destination on the river makes it a highly desirable camping option by raft or by vehicle access.

3.4. Season of Use

Most visitation at the Trinity campgrounds occurs between late May and early October. Visitation is largely dependent on seasonal factors such as weather and campground host availability for exact opening and closing dates. Shasta, Ohl Olsen and Reading Island are open year-round, and have lower visitation in the peak of summer (July- September) when temperatures frequently exceed 100 degrees. Campground occupancy rates differ per site, season, and day of week, but are observed to generally range between 40 and 65 percent. During seasonal mild weather in Spring and Fall, campgrounds fill on the weekends. All campgrounds fill on the popular three-day weekends, such as Memorial Day and 4th of July.

3.5. Operating Costs

The Redding Field Office expends substantial resources in managing visitor use at developed recreation sites. All sites require and benefit from staff presence and visitor contacts, signage, interpretive opportunities, cleaning, trash pick-up, and maintenance. Direct costs for these services include BLM employees and campground hosts. Costs also include services such as restroom pumping, garbage collection, hazard tree mitigation, potable water testing, vehicles, law enforcement, signage, maintenance supplies, brochures, and other interpretive materials.

3.5.1 Annual Operating Costs of Recreation Sites

The greatest operating expense is related to staff labor for visitor services and related maintenance actions. BLM recreation employees, campground hosts, and contractors ensure the cleanliness and safety of the facilities. These staff are responsible for responding to visitor inquiries, resolving disputes, fee collection, cleaning campsites, infrastructure maintenance, construction of campground amenities, and landscaping. The campgrounds are also patrolled by BLM Law Enforcement Rangers to assist with fee compliance, protect resources and facilities, and help maintain the safety of campers. Toilet cleaning, pumping and effluent

disposal services are performed by staff and/or specialized contractors certified to address hazardous wastes. The cost of cleaning and maintaining the campgrounds also includes buying toilet paper, garbage bags and cleaning supplies. Maintenance and testing of the drinking water systems is provided by BLM staff. The program also supports the cost for government vehicles and equipment used to support patrols, maintenance work, resource and visitor use monitoring. Large projects involving campground design, construction, and road maintenance are supported by engineering staff. Other annual operating costs include monitoring of visitor use, contract procurement and administration, public affairs, GIS mapping, and support functions such as providing information services to the public from the front desk of the Field Office.

Table 3: Annual Operating Costs

Expanded Amenity Fee Site Operating Costs per Worker Based on Allocated Time	Approximate Annual Operating Costs
Maintenance Worker	\$23,000.00
Seasonal Maintenance	\$10,500.00
Park Ranger	\$18,500.00
Outdoor Rec Planner (Shasta)	\$24,000.00
Outdoor Rec Planner (Trinity and Tehama)	\$15,000.00
Engineer and Heavy Equipment	\$20,000.00
Administrative Rec Staff	\$6,000.00
Assistant Field Manager	\$4,000.00
Law Enforcement	\$14,000.00
Fire Management	\$10,000.00
Volunteers and Camp Hosts	\$24,000.00
Utilities & Services	
Electricity	\$4,000.00
Garbage Service	\$19,150.00
Water	\$5,500
Toilet Pumping	\$6,000.00
Materials and Supplies	
Toilet Paper, Cleaning and Maintenance Supplies	\$10,000.00
Incidental Maintenance	\$7,000.00
Vehicles	\$35,000.00
Total	\$255,650.00

An average of about \$23,000 in fees is collected annually from campgrounds. Of note, the proposed new Standard Amenity fees are for day-use recreation areas nested within the Expanded Amenity fee areas of Douglas City Campground and Steel Bridge Campground. Therefore, the cost breakdown for expanded amenity fee areas reflects costs associated with historical day-use within these areas. The fee proposed for day-users for the use of showers, flush and vault toilets, more secure parking, tables, and trash services, and the defined and limited recreational environment is considered equitable and appropriate.

Maintenance costs at recreation sites vary year to year, and the “incidental maintenance” noted in the table applies to needs such as basic plumbing repair, electrical services, basic landscaping and weed control, painting, broken bear box locks, and sign installation.

3.5.2 Recreation Use & Fee Revenues

The table below shows the visitor days as self-reported on recreation use permits and annual revenue for the past 7 years (FY 2014 through FY 2020). It does not include group campgrounds. Fees collected show fluctuation in visitation, with an annual average revenue collected from campgrounds of \$23,145.71. Fee compliance is considered to fluctuate largely based on camp host availability.

The Carr fire impacted the area in 2018 and should be considered when reviewing visitation and revenue. Additionally, the COVID-19 pandemic impacted recreational visitation in 2020. Steel Bridge, Junction City and Douglas City campgrounds delayed opening for 3 months. Group sites Ohl Olsen and Reading Island were closed in 2020.

Table 4: Seven Year Average for Nightly Campground Visits

Seven Year Average for Nightly Campground Visits FY 2014 to FY 2020*		
FY Year	RUP Visitor Days	Annual Revenue
2014	1554	\$20,614.21
2015	2029	\$27,368.05
2016	1002	\$14,747.40
2017	1161	\$16,761.40
2018	1700	\$22,500.77
2019	2284	\$31,295.33
2020	1945	\$28,733.27
2014-2020	Total: 11,675	Total Average: \$23, 145.71

*Please see Appendix 6.3 for 7-year visitation and revenue table for breakdown by year.

3.5.3. Identification of Cost Recovery Goals

The BLM Redding Field Office has identified the need for visitor use recreation fees to contribute more equitably to the cost of providing campgrounds and day-use areas to the recreating public. In review of the average operating costs for fee sites, it is seen that recreational users currently contribute about 9% toward the operating costs. With an increase in efforts for fee compliance in addition to the implementation of proposed fees, and the proposed future use of recreation.gov for online reservations and secure payments, we seek to bring recreational fees to covering, at minimum, 50-75% of operating cost. It is projected that increased visitation through improved opportunities, increased fee and fee compliance efforts, and the implementation of online reservation systems (recreation.gov) that this level of cost recovery will be feasible.

4. Fee Proposal

4.1. Summary of Expanded Amenity Fee Updates and New Fees

Four campgrounds (Steel Bridge, Junction City, Douglas City, and Shasta Campground) and one group campground (Reading Island) are proposed for a fee increase. One campground (Steiner Flat) and one group campground (Ohl Olsen) are proposed for a new fee. Douglas City Campground and Steel Bridge Campground have popular day-use areas nested within them, and they are proposed for a new day-use fee. Douglas City Campground's showers are proposed for a new fee.

To comply with Section 3(g)(2)(A) of FLREA, BLM must determine that recreation sites offer at least 5 of 9 specific amenities at those sites to charge an expanded amenity fee for the use of a developed campground. The following is that determination:

Table 5: Determination of Recreation Site Eligibility for Fee Collection

Required Amenities (Minimum of 5 of the following)	Douglas City Campground	Junction City Campground	Steel Bridge Campground	Steiner Flat Campground
Tent or Trailer Spaces	Yes	Yes	Yes	Yes
Picnic Tables	Yes	Yes	Yes	Yes
Drinking Water	Yes	Yes	No	No
Access Roads	Yes	Yes	Yes	Yes
Fee Collection by Employee or Agent	No	No	No	No

Reasonable Visitor Protection	Yes	Yes	Yes	Yes
Refuse Containers and Collection	Yes	Yes	Yes	No, Proposed
Toilet Facilities	Yes	Yes	Yes	Yes
Simple Devices for Containing Campfires	Yes	Yes	Yes	Yes

Required Amenities (Minimum of 5 of the following)	Shasta Campground	Ohl Olsen Group Campground	Reading Island Group Campground
Tent or Trailer Spaces	Yes	Yes	Yes
Picnic Tables	Yes	Yes	Yes
Drinking Water	Yes	Yes	No
Access Roads	Yes	Yes	Yes
Fee Collection by Employee or Agent	No	Yes	Yes
Reasonable Visitor Protection	Yes	Yes	Yes
Refuse Containers and Collection	Yes	Yes	No
Toilet Facilities	Yes	Yes	Yes
Simple Devices for Containing Campfires	Yes	Yes	Yes

Based on the above information, it is determined that Douglas City, Junction City, Steel Bridge, Steiner Flat, Ohl Olsen Group, Reading Island Group, and Shasta campgrounds qualify as sites that can require an expanded amenity fee for use of the site.

The required amenities of secure parking, tables, toilet, and defined recreation area for Standard Amenity fees are addressed in the table above, as day-users will be benefiting from the campground amenities at Douglas City and Steel Bridge campgrounds. However, day-users will not have the opportunity for overnight camping or the luxury of individual, exclusive use of camp site space.

4.2. Existing and Proposed Fee Types

All visitors utilizing recreation fee site amenities are required to obtain a recreation use permit (RUP). These permits can be obtained at self-service fee stations located near campground entrances. Now, it is proposed that these permits also be available on recreation.gov, the federal government's one-stop center for reservations and trip-planning information. Recreation.gov charges a transaction fee for camping reservations and the current online fee is \$8 and call center fee is \$9. These fees are in addition to the camping fee and are not retained by the BLM. The shift to the reservation system will be implemented first at the Oehl Olsen and Reading Island group campgrounds. The transition to recreation.gov will be evaluated for public demand and satisfaction with the service and adjusted accordingly. BLM staff directly interface with visitors to ensure they clearly understand payment requirements and procedures. First come, first serve permit receipts must be displayed either on the campsite post or within view from the vehicle's front window. Recreation.gov users will have campsite markings provided and additional options may be explored for confirming payment and site occupancy. The BLM aims for a consistent presence at recreation fee sites by BLM personnel. Compliance issues are addressed through the campground hosts, recreation staff, or law enforcement rangers as appropriate. The following sections identify the proposed fee structures that would be implemented. These proposed fees are also available as one comprehensive table in Appendix 6.2.

4.2.1. Expanded Amenity – Campground Fee Updates

1. Douglas City Campground

Douglas City Campground (elevation 1500') is located 7 miles south of Weaverville on Highway 299W, on the banks of the Trinity River, a half-mile from Douglas City off Steiner Flat Road. Access to the campground is via a paved loop. The recreation site is wooded, shady and includes a swimming area with a sandy beach and fishing opportunities. There are 24 tent/trailer camping sites, and one site is typically in use by the camp host. Sites include fire rings with campfire grills, bear boxes, tent pads and picnic tables. Potable water, flush toilets, showers (as of May 2012), and universal access sites are all available at the campground. There is a day-use area with a shower located directly within it to be discussed in standard amenity fees. River access for rafts and drift boats is also available from the campground. The campground is open May through November, weather dependent.



Douglas City Campground	
Open:	May through November, weather permitting.
Reservations:	Currently first come, first served. Proposed for partial recreation.gov reservation system with implementation of new fee.
Current Fees:	\$10 fee charge per site per night including parking for two vehicles, and \$5 per additional vehicle at each site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.

Proposed Fees:	An increase to \$20 per night including parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.
Number of Sites:	24 RV/tent sites with one site typically occupied by the camp host. Parking spurs are typically between 40- 70'
Group Picnic area	Yes
Usage:	Moderate
Restrictions:	Dogs must always be under the owner's control. This is bear country so food must be secured overnight and when not attended. Always keep a clean camp and do not feed animals.
Closest Town:	Douglas City, CA
Water:	Yes, there is a city water connection from Douglas City.
Restrooms:	Flush and Vault Toilets
Showers:	Yes, included with camping fee
Dump Station:	No
Host:	Yes. Recruiting a host for Douglas City Campground is regularly successful.
Other Amenities:	Boat Ramp access, proposed riverside trail access

2. Junction City Campground



Junction City Campground (elevation 1400') is located alongside Highway 299W and across the highway from the Trinity River, 1.5 miles north of Junction City and 9.5 miles from Weaverville. There are 22 tent/trailer campsites with one site sometimes in use by the camp host. Sites include fire rings with campfire grills, bear boxes, tent pads and picnic tables. Max trailer length for parking spurs is 40 feet. The campground also has potable water, vault toilets, universal access sites, a paved loop, and excellent fishing nearby in the Trinity River.

Junction City Campground	
Open:	May through November, weather permitting.
Reservations:	Currently first come, first served. Proposed for partial recreation.gov reservation system with implementation of new fee.
Current Fees:	\$10 fee charge including up to two vehicles, and \$5 per additional vehicle at each site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.
Proposed Fees:	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.
Number of Sites:	22 RV/tent sites. Max trailer length is 40 feet.

Group Picnic area	No
Usage:	Low
Restrictions:	Dogs must always be under the owner's control. This is bear country so food must be secured overnight and when not attended. Always keep a clean camp and do not feed animals.
Closest Town:	Junction City, CA
Water:	Yes, well system
Restrooms:	Vault Toilets
Dump Station:	No
Campground Host:	Yes. Recruiting a host is typically successful at Junction City Campground.
Other Amenities:	Directly adjacent to Highway 299. Primitive river access across highway.

3. Steel Bridge Campground

Steel Bridge Campground (elevation 1600') is located on Steel Bridge Road off Highway 299W, in the Douglas City area and is on the Trinity River. There are 12 camping sites with one site typically in use by the camp host. Sites include fire rings with campfire grills, bear boxes, tent pads and picnic tables. This area also includes vault toilets, a day-use parking area, and a nearby river access for rafts and drift boats. The campground has no potable water. The campground, the most remote of the Trinity River opportunities, is located approximately two miles off Highway 299 on a small rural road. Steel Bridge is open May through December, or when winter weather forces closure, whichever occurs first. Max trailer length is 20 feet.



Steel Bridge City Campground	
Open:	May through November, weather permitting.
Reservations:	Currently first come, first served. Proposed for partial recreation.gov reservation system with implementation of new fee.
Current Fees:	\$5 fee charge per vehicle per night to include parking for up to two vehicles, and \$5 per additional vehicle at each site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.
Proposed Fees:	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.

Number of Sites:	12 camping sites. Max trailer length is 20 feet.
Group Picnic area	No
Usage:	Moderate
Restrictions:	Dogs must always be under the owner's control. This is bear country so food must be secured overnight and when not attended. Always keep a clean camp and do not feed animals.
Closest Town:	Douglas City, CA
Water:	No
Restrooms:	Vault Toilets
Dump Station:	No
Campground Host:	Camp hosts are recruited every year, with historically less success at Steel Bridge. When no host is available, the host at nearby Douglas City Campground provides some coverage by checking in on Steel Bridge Campground bi-weekly at minimum. BLM recreation staff provide presence also at least bi-weekly to check in with campers.
Other Amenities:	Adjacent to Trinity River with easy fishing access.

4. Shasta Campground

Shasta Campground (elevation 600') is located at the staging area for the Chappie-Shasta OHV Area on Coram Road below Shasta Dam, and along Keswick Reservoir. To cross the dam, a valid driver's license and vehicle registration are required, and vehicles and trailers may be subject to inspection. The campground includes 30 RV/tent campsites with picnic tables and fire rings with grill. There is one dedicated camp host spot that is not opened for visitor use. The paved loop accesses all campsites. There are vault toilets and potable water is available. There is additional parking for day-use without concern for impacts to Campground. Shasta Campground is open year-round.



Shasta Campground	
Open:	Open All Year
Reservations:	First come, first served. Proposed for partial recreation.gov reservation system with implementation of new fee.
Current Fees:	\$10 fee charge per vehicle per night, to include parking for up to two vehicles. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.
Proposed Fees:	\$20 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.

Number of Sites:	30 tent/trailer camping sites.
Group Picnic area	No
Usage:	Moderate
Restrictions:	Dogs must always be under the owner's control. Always keep a clean camp and do not feed animals.
Closest Town:	Shasta Lake, CA
Water:	Yes, City of Shasta Lake water line connection
Restrooms:	Vault Toilets
Dump Station:	No
Campground Host:	Yes
Other Amenities:	Adjacent to Sacramento River, Sacramento River Rail Trail and Chappie-Shasta OHV Area

5. Reading Island Group Campground



Reading Island Group Campground (elevation 600') is located approximately 5 miles east of Cottonwood, CA along the Sacramento River. The campground is popular with scout groups and boaters. The campground is typically used as an overnight stop for boaters on extended canoe, raft, or kayak trips on the Sacramento River. The group site provides two picnic tables, vault toilet, information kiosk, and a large fire ring with grill.

Reading Island Group Campground	
Open:	Open All Year
Reservations:	By reservation only through the Field Office front desk using a Recreation Use Permit. Proposed for recreation.gov reservation system with proposed fee update.
Current Fee:	\$90 per night, limited to 20 people.
Proposed Fee:	\$90 per night, limited to 25 people.
Number of Sites:	One group site
Group Picnic area	Yes
Usage:	Low

Restrictions:	Campfires in fire ring only
Closest Town:	Cottonwood, CA
Water:	No
Restrooms:	Vault Toilet
Dump Station:	No
Campground Host:	No; however, resident caretakers of the Sacramento Bend Area are available for contact and provide some monitoring of the area.
Other Amenities:	Adjacent to Sacramento River and the Sacramento River Bend Area

4.2.2. Expanded Amenity- New Fee

1. Steiner Flat Campground



Steiner Flat Campground (elevation 1500') is located 2 miles down the Trinity River from Douglas City Campground on Steiner Flat Road. There are currently 8 campsites suitable for small trailer or tent camping, each with a picnic table, campfire ring and grill. Proposed campground development would bring the total to approximately 22 new sites and upgrade all to have a durable spur parking pad, tent pad, bear box, picnic table, and fire ring with grill. An additional vault toilet would be installed. Two dumpster sites would be added to accommodate refuse collection. There is no potable water. Significant development of informational and interpretive kiosks is proposed within the campground. The campground provides two riverside trail spurs with additional access to the river. The campsite amenities would be in place before the new fee is implemented.

Steiner Flat Primitive Campground	
Open:	May through November, weather permitting.
Reservations:	First come, first served. Proposed for partial recreation.gov reservation system with implementation of new fee.

Current Fees:	No fee.
Proposed Fees:	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows to a maximum of 4 vehicles per site. Senior and Access passes are the only accepted passes for fee discounts at expanded amenity fee sites per FLREA.
Number of Sites:	8 camping sites. Max trailer length is 20 feet. Campground development is proposed to expand the number of sites to approximately 22, and provide greater amenities (bear boxes, tent pads, paved parking spurs, additional vault toilet, riverside trail).
Group Picnic area	No
Usage:	Moderate
Restrictions:	Dogs must always be under the owner's control. This is bear country so food must be secured overnight and when not attended. Always keep a clean camp and do not feed animals.
Closest Town:	Douglas City, CA
Water:	No
Restrooms:	Vault Toilet
Dump Station:	No
Campground Host:	Currently, no; with proposed fee a host would be provided to help provide sense of security and to maintain the campground for positive experience
Other Amenities:	Adjacent to Trinity River with easy fishing access; proposed riverside trail development

2. Ohl Olsen Group Campground

The campground is located near the main staging area for the Chappie-Shasta OHV Area on Coram Road below Shasta Dam (elevation 600'). To access the group campground, visitors must cross Shasta Dam which requires a valid driver's license, vehicle registration, and vehicles and trailers may be subject to inspection. The campground includes picnic tables, fire rings with grills, a vault toilet, garbage cans, and a shade structure. Currently, the area is not widely advertised, and is only used in coordination with special recreation permit events and activities. This creates substantial barriers to access which an established fee and listing on recreation.gov is anticipated to resolve.



Ohl Olsen Group Campground	
Open:	Open All Year (by association with special recreation permit)
Reservations:	Yes, through Field Office front desk in association with a special recreation permit. Proposed for recreation.gov reservation system with fee change.
Current Fees:	No recreational use permit (RUP) fee established.
Proposed Fees:	\$60 (max 30 people) for the lower site; \$80 (max 50 people) for the larger upper site.
Number of Sites:	2 group sites
Group Picnic area	Yes

Usage:	Low
Restrictions:	Dogs must always be under the owner's control. Always keep a clean camp and do not feed animals.
Closest Town:	Shasta Lake, CA
Water:	Yes
Restrooms:	Vault Toilet
Dump Station:	No
Campground Host:	Yes, shared with nearby Shasta Campground
Other Amenities:	Adjacent to Chappie-Shasta OHV Area

4.2.3 Standard Amenity Fee – New Fees

1. Douglas City Day-Use area within Douglas City Campground



Douglas City Campground was built approximately 25 years ago with a day-use style area nested within its design. Currently, the day-use area provides a scenic river overlook with 5 picnic tables, 3 grills, a paved parking area for up to approximately 10 cars, and a primitive river access ramp.

As visitation increased, parking spread outside of established parking, and day-use began to compete with campers use in a limited beach area and for use of amenities such as flush toilets. The day-use fee will also ensure that day-users are contributing to services, such as trash removal and maintenance costs.

Current fee: None

Proposed fee: \$6 per vehicle per day, including overnight parking if shuttling

2. Douglas City Showers within Douglas City Campground



Douglas City Campground is the only campground within the BLM Redding Office that offers showers. Offering showers for \$2.00 to users not camping in Douglas City campground, but likely recreating on BLM nearby is proposed in this business plan. By offering the shower for a fee, we seek to increase opportunities for dispersed campers and campers using our developed campgrounds in the immediate area, while having users contribute to the maintenance and operation costs.

Current fee: None

Proposed fee: \$2 per shower

3. Steel Bridge Day-Use area within Steel Bridge Campground



The proposed Steel Bridge Day-Use area is located within the Steel Bridge Campground and is not to be confused with the large parking area by ramps about a quarter mile before reaching the campground. The BLM Redding identified a popular small parking area within the campground that is directly related to a primitive ramp (pictured) that people enjoy tubing and paddling from. It is also known that people like to park here (and sometimes overnight) due to the sense of security for the vehicle when parked at the back of a developed campground, typically monitored by a BLM Volunteer host. In addition, this beach-like ramp is located on a popular fisherman's trail, with a highly fishable spot known as Lime Kiln in the area. Due to day visitor's use of trash services, vault toilets, tables, time from BLM recreation staff, volunteer hosts and law enforcement, utilizing the area is proposed for day-use fees due to the number of amenities being utilized.

Current fee: None

Proposed fee: \$6 per vehicle per day, including overnight parking if shuttling

4.3. Fee Calculation

4.3.1. Fair Market Value

BLM policy proposes the use of two methods to calculate proposed recreation fee rates: cost recovery and fair market value. With the cost recovery method, a fee rate is calculated to provide revenue to cover most of the projected annual operating and maintenance costs. With the fair market value method, a fee rate is calculated to be comparable with fees charged at similar or comparable federal, state, and local recreation sites. The analysis in this business plan uses the fair market value method. For each respective site, an analysis of comparable fees charged by similar state, federal, and local park facilities was completed. Of note, USFS is proposing a fee increase that is different than what is shown in the table.

To determine whether BLM campground permits are currently priced at a fair market rate, an assessment of fees at other area campgrounds was conducted. This survey revealed that all BLM campgrounds are currently priced below other area campgrounds with similar amenities.

Table 6: Fair Market Analysis- Expanded Amenities for Trinity River Vicinity

Trinity River Vicinity	Expanded Amenity Fees - Current and proposed	Drinking Water	Toilets	Agency/ Private
Douglas City Campground	\$10/night, proposed \$20/night	Yes	Flush	BLM
Junction City Campground	\$10/night, proposed \$15/night	Yes	Vault	BLM
Steel Bridge Campground	\$5/night, proposed \$15/night	No	Vault	BLM
Steiner Flat Campground	No Fee, proposed \$15/night	No	Vault	BLM
Big Flat Campground	\$12/night	Yes	Vault	USFS
Ackerman Campground	\$20 to \$35/night, \$6 per extra vehicle	Yes	Flush	USFS
Alpine View Campground	\$20 to \$35/night, \$6 per extra vehicle	Yes	Flush/ Vault	USFS
Bushytail Campground	\$20/night, single site/nonelectric	Yes	Flush	USFS
Horse Flat Campground	No fee	No	Vault	USFS
Eagle Creek Campground	\$15/night, \$6 per additional vehicle			
Minersville Campground	\$15 per day single w/spur parking pad	Yes	Vault	USFS
Preacher Meadow CG	\$12/night, \$5 per additional vehicle	No	Vault	USFS
Rush Creek Campground	\$10/night, \$6 per additional vehicle	No	Vault	USFS
Trinity River Campground	\$10/night, \$6 per additional vehicle	No	Vault	USFS

Coffee Creek Campground	\$20/night tent, \$30/night RV site w electricity	Yes	Flush	Private
Old Lewiston Bridge RV Resort	\$22/night tent, \$34/night full hook-up site	Yes	Flush	Private

Table 7: Fair Market Analysis- Standard Amenities for Trinity River Vicinity

Trinity River Vicinity	Standard Amenity Fees	Drinking Water	Toilets	Agency/Private
Douglas City Day-Use	No fee, proposed \$6	Yes	Yes	BLM
Douglas City Shower	No fee, proposed \$2	Yes	Yes	BLM
Steel Bridge Day-Use	No fee, proposed \$6	No	No	BLM
Old Lewiston Bridge RV Resort	\$5.00 Shower	Yes	Flush	Private
Cooper Gulch Day-Use	\$10.00 per day	Yes	Vault	USFS
Clark Springs Day Use Area and Beach	\$10.00 per day	Yes	Vault	USFS
Whiskeytown National Recreation Area	7-day pass: \$25.00/vehicle or \$15/pedestrian	Yes	Flush	NPS

Table 8: Fair Market Analysis- Expanded Amenities for Shasta Campground

Chappie-Shasta Vicinity	Expanded Amenity Fees	Drinking Water	Toilets	Agency/Private
Shasta Campground	\$10/night, proposed \$20/night	Yes	Vault	BLM
Oak Bottom Campground	\$35 to \$20/night	Yes	Flush/Vault	NPS
Crystal Creek Campground	\$20/night	No	Vault	NPS
Antlers Campground	\$23/night for 1 vehicle and 8 people; \$46/night for 2 vehicles and 12 people. \$8 per additional vehicle where possible	Yes	Flush/Vault	USFS
Bailey Cove	\$23/night for 1 vehicle and 8 people; \$46/night for 2 vehicles and 12 people. \$8 per additional vehicle where possible	Yes	Flush	USFS

Ellery Creek Campground	\$23/night for 1 vehicle and 8 people; \$46/night for 2 vehicles and 12 people. \$8 per additional vehicle where possible	Yes	Vault	USFS
Lakeshore East Campground	\$23/night for 1 vehicle and 8 people; \$46/night for 2 vehicles and 12 people. \$8 per additional vehicle where possible	Yes	Flush	USFS
Lower Jones Valley CG	\$23/night for 1 vehicle and 8 people; \$46/night for 2 vehicles and 12 people. \$8 per additional vehicle where possible	Yes	Vault	USFS
Green Acres RV Park	\$43/RV full-hook ups per night	Yes	No Service	Private
Premier RV Park	\$50/night partial hook-ups electric and water only, \$60.50/night premier hook-ups with longer pull-throughs	Yes	Flush	Private

Table 9: Fair Market Analysis- Expanded Amenities for Group Campgrounds

Group Campgrounds in the Vicinity of Redding	Expanded Amenity Fees	Drinking Water	Toilets	Agency/ Private
Ohl Olsen Group Campground	No fee, proposed \$60 for upper site, \$80 for lower site	No	Vault	BLM
Reading Island Group Campground	\$90 per night (max 20 people), proposed \$90 per night (max 25 people)	No	Vault	BLM
Camp Discovery Group Campground	\$175 (max 100 people)	Yes	Vault	USFS
Dekkas Rock Group Campground	\$150 (max 60 people)	Yes	Vault	USFS
Mariners Point Group Campground	Consists of two loops, \$110 per loop per night	Yes	Vault	USFS
Stony Creek Group Campground	\$110 (max 80 people)	Yes	Flush	USFS
Moore Creek Group Campground	\$150 (max 90 people)	Yes	Vault	USFS

Pine Point Group Campground	\$150 (max 100 people)	Yes	Vault	USFS
East Weaver Group Campground	\$110	Yes	Vault	USFS
Dry Creek Group Campground (tent only)	\$80 (max 50 people)	Yes	Vault	NPS

The proposed updates to expanded amenity fees for campgrounds are comparable to providers in each respective market for location and access to recreational opportunity. The locations provided by private business typically include amenities such as wifi and electricity that are not comparable to the BLM Redding campgrounds. Shasta-Trinity National Forest (STFS) offers recreation sites in abundance in the vicinity of BLM areas, and the tables represent a proportionate sampling in the area. STFS campgrounds offer more comparable amenities, such as vault toilets and drinking water.

The proposed updates to Standard Amenity fees for day-use areas are comparable to STFS and Whiskeytown National Recreation Area and the BLM proposed fee is adjusted to reflect the much smaller recreational space available. The amenities offered by BLM are similar in nature with beach access, tables, and flush or vault toilets. The BLM shower at Douglas City Campground offers two large but basic shower stalls, with no additional amenities or service as offered by the local private business. Therefore, the minimum charge to help cover maintenance of the water system and facility was applied.

4.4. Financial Projection

The history of campground visitation at Douglas City and Steel Bridge campgrounds are known by observation to be full on weekends, with weekdays varying from 30-75% full. Junction City campground is known to be less popular (3 months at 10% capacity) until closer to fall with fishing and hunting season (3 months at 90% weekends, 30-75% on weekdays). Since Steiner Flat Campground is within a mile of Douglas City campground, we will assume a similar visitation pattern with Steiner Flat amenities upgraded and the proposed fee in place. Day-Use visitation and fee compliance will be considered to trend in the same fashion as campground compliance (as the day-use areas are nested within the campgrounds). Trinity campgrounds close when winter weather sets in around November and open at the beginning of May, providing a 6-month window for visitation with fees. In contrast, the Shasta Campground is in a more heavily used, year-round OHV area with more consistent use. Shasta Campground is observed to be 100% full on weekends and 30% full on weekdays in busy season, which is mostly the shoulder seasons. Shasta Campground is observed to be 20% full and at 10% for the remaining approximate 6 months of the year in the very hottest summer months and very coldest winter months. With the consistent full weekends and slow weekdays, and with additional slower time

at certain times, the combined average use at Chappie-Shasta campground is set as using 40% of year-round, available sites.

Reading Island and Ohl Olsen group campgrounds are available year-round, however, it is unknown what impact an online reservation system will have on low visitation. Currently, the sites are reservable through the front desk only and a gate must be opened for visitors to use them. Neither campground has exceeded 6 reservations a year. Due to the unknown impact of greater visibility and the ease of reserving them online, these sites will not be considered in the financial projection. Similarly, the proposed shower fee at Douglas City campground is not considered, as the amount of potential use is unknown. The frequency of requests for showers does indicate it may have popularity, but that is all.

All campgrounds within the Redding Field Office are considered to fluctuate in fee compliance depending on camp host availability and ability. The “little yellow envelopes” or recreation use permits (RUPs) people use to pay campground fees are also the sole source of visitation data beyond observational data. Additionally, use patterns are frequently interrupted by fire season, and most recently, COVID-19 disrupted campgrounds opening schedule by a minimum of three months in 2020. It is also yet to be seen how much any improvements and/or additions to recreational infrastructure will increase visitation to these areas. By considering observational data, RUPs visitation data, and the known fluctuations due to fire, a financial projection is considered possible only as a rough approximation. If the Redding Field Office obtained a solid average of full payment at 50% capacity annually, then we can see the proposed fee brings us to a more sustainable financial situation with operating costs covered just at 75%. Only this basic and rudimentary exploration of a financial projection at 50% capacity with new and updated fees is explored in the table below.

Table 10: Financial Projection at about half-full, 100% fee compliance

Recreation Area	Amenity Type	# of Sites	Occupancy/Compliance Average	Proposed Fee	Projected Revenue
Steiner Flat Campground	Expanded	20	At 50% for 6 months	\$15	\$27,000
Douglas City Campground	Expanded	23	At 50% for 6 months	\$20	\$41,400
Douglas City Day-Use	Standard	10	At 50% for 6 months	\$6	\$5,400
Steel Bridge Campground	Expanded	11	At 50% for 6 months	\$15	\$14,850
Steel Bridge Day-Use	Standard	5	At 50% for 6 months	\$6	\$2,700
Junction City Campground	Expanded	21	At 30% for 6 months	\$15	\$17,010
Shasta Campground	Expanded	30	At 40% for full year	\$20	\$87,600

	Total:	\$195,960
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The financial projections under the current level of fluctuating visitation reveals cost recovery of \$195,960, which is 76% of projected operational costs (shown in Table 2), bringing the Redding Field Office to a more sustainable financial situation for providing quality recreational opportunities. Increase in visitation and/or increase in fee compliance would help meet costs specific to the recreating public and provide revenue for high quality recreational opportunities and their continuous maintenance needs. Improvements to the facilities, expanded recreational opportunities, and an online reservation system are anticipated to increase visitation and revenue to help meet long term goals of 100% cost recovery.

4.5. Use of Fees

The historical norm for funding recreational site operations and maintenance is to draw on base appropriated sources and for the field office to supplement that funding with fee revenues collected within the specific field office. The base funding dollars for recreation sites have been flat to decreasing over past years due to inflation and administration priorities. With the proposed fees and development of recreational programming in the field, we seek to modernize BLM recreation sites for the enjoyment of the recreating public. Below are key areas the BLM Redding Field Office would use recreation fees to this purpose:

- Additional vault toilets within the areas as needed. Priority areas include the extremely popular Grapevine Swimming Hole within a few miles of Junction City Campground and in Steiner Flat and Junction City Campground.
- Service contracts as needed for site opening procedures, restroom cleaning, garbage collection, septic pumping, and water testing.
- Coverage for cost of staff in the field for maintenance and cleaning needs
- Coverage for cost of staff in the field for positive visitor contacts, providing information, and providing for the overall sense of health and safety in recreation sites.
- Tables, campfire rings, bear boxes and tent pad materials to develop 15-20 sites at Steiner Flat Campground, and 5-10 of each amenity for replacement at campgrounds and adjacent day-use areas.
- Landscaping for promotion of native species and sedimentation reduction in the riparian corridor.
- Development of greater beach and ramp access as day-use for sustainability at beaches within or near campgrounds.
- Construction of a riverside trail to incorporate pre-existing trail from Lorenz Swimming Hole and River access through Dump Hole River Access and to the proposed day-use area of Douglas City Campground. This 3 mile trail

would serve three recreation sites with no proposed fee, and three of the fee areas proposed in this plan: Douglas City Campground and Day-use area and the Steiner Flat Campground.

- Maintain and improve existing environmental education and interpretive information services.
- Expand the multi-use trail system for greater connectivity between communities and recreation areas

4.6. Impacts from Updating and Not-Updating Recreation Fee Rates

Anticipated Benefits from Updating and Adding Recreational Fee Rates

Benefits to the user

The proposed fees in this business plan ensure that services may continue at Douglas City, Junction City, Steel Bridge, and Shasta campgrounds. The proposed fees also ensure continued services at Reading Island group campground. The new fees at Steiner Flat campground and Ohl Olsen group campground will allow for services to be provided and maintained. Services for all sites include maintained septic systems, trash removal, basic sanitation, provision of enforcement for health and safety, and fuels reduction. The updated and new fees will additionally allow for improved recreation experience through improved signage, interpretation, and amenities such as functional bear boxes, fire rings, and upgraded trail and river access points, for example.

Benefits to the Local Economy

The Trinity County campgrounds of Douglas City, Steiner Flat, Junction City and Steel Bridge are nested in three distinct communities with recreational opportunity on the Trinity River, BLM parcels, and the Shasta-Trinity National Forest. Shasta Campground and Ohl Olsen are in an area of Shasta County offering a distinct Off Highway Vehicle recreational opportunity. Reading Island group campground is in yet another community, where exploration on trails in oak woodland areas, and fishing and water sports are available on the Sacramento River. Therefore, the continued and improved service for campers in approximately 5 major communities is anticipated to contribute to the overall sustained success of retail outlets, outfitters and fishing guides, recreational rafting operators, lodging, restaurants, nature and youth centers, and additional tourism industry associations.

Benefits to the Environment

The campground fee program enables the BLM Redding to reduce impacts to sites and resources through provision of adequate infrastructure required for continuous visitation and human impacts. For example, bear boxes for storing food and bear proof dumpsters with routine trash removal service will help keep bears alive and wild. Routine patrols by law enforcement can go

toward reducing vandalism and looting and retaining distinctive natural landscape features and preserving historic sites, as well as preserving the local community's character. Overall, a healthy environment is encouraged through regular presence and maintenance of trails and developed camping areas affecting the soil, vegetation, and river health.

Socioeconomic Impacts

Socioeconomic impacts are expected to be low for many traveling populations, as the proposed rates are well below the costs of hotels, and in fair market analysis are the same or less than nearby comparable campgrounds. Rates were considered with reference to the locality, and the new fees reflect a rate that is considered affordable for low-income populations. No new development within campgrounds was proposed that does not go to the immediate goal of security and environmental stewardship, making a positive contribution to the experience of all campers for health and safety. The BLM Redding acknowledges that the fee is new at Steiner Flat campground, and that people who cannot afford to put money toward a campsite with amenities will need no-amenity options. When people seek no-cost options for camping, the BLM Redding will educate the inquiring public on responsible recreation and provide locations where dispersed camping is available.

Environmental Justice

The BLM Redding campgrounds are managed with respect to environmental justice, which is defined by the Environmental Protection Agency (EPA) as “the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.” Furthermore, the BLM Redding abides by fair treatment as defined by the EPA, where “no group should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental and commercial operations or policies.” In upgrading fees to the minimum for meeting operating costs with select and few amenities, campgrounds are anticipated to serve multiple segments of society with camping opportunities where a sense of health and safety are equally felt, valued, and appreciated, to include within low-income communities. Where camping with an amenity fee is not a possibility for individuals, the BLM Redding will expand recreational opportunity through education on principles such as Leave No Trace and information sharing on locations available for dispersed camping. Where feasible and appropriate, volunteers may be rewarded with campground vouchers following event days or upon completion of identified volunteer work.

Additionally, ensuring campgrounds meet or exceed accessibility requirements will be a priority, and developing this infrastructure is done with recreational fee dollars. Tourism growth is expected to continue and in acknowledgement of diversity of visitors, the BLM Redding will implement additional signage for multiple languages.

Anticipated Impacts of Not-Changing Recreation Fee Rates:

Impacts to Users

Amenity campgrounds are considered functioning when most features are in operating condition, a sense of security prevails, and services are timely and routine. Impacts of not changing fee rates may mean deteriorating conditions, such as rotted campground markers remaining in place, bear boxes that do not lock properly, fire rings that have been displaced by people and remain dislodged from the ground, bathrooms with needed replacement parts or in need of repainting may not be refurbished in a timely way. Maintenance may be needed more frequently than is possible to provide due to lack of funding for contracts or workers. Areas may not offer a sense of security suitable for family outings. Services may not start at Steiner campground for trash removal, improved sanitation, or implementation of amenities (bear boxes, fire rings, tables). Due to impacts to the environment, Steiner campground may not remain open without these services provided.

Impacts to the Local Economy

Campgrounds would not be expected to increase in visitation or promote socioeconomic growth. A decrease in current visitation would be expected in the long term due to demand for adequate services and amenities, but a decrease in current visitation may be a negligible impact to the economy as the campgrounds do not receive high visitation annually.

Impacts to the Environment

Overtime, it is unknown if multiple developed campgrounds with amenities are sustainable when appropriated funding and recreational fees do not meet operating costs. Fees are a way of ensuring that those who actively use recreation opportunities make a greater, but reasonable contribution toward protecting and enhancing those opportunities than those who do not. Impacts to the environment would include hazards to human health due to poor sanitation, impacts to wildlife due to refuse, degradation of ecosystems through human impact, such as unmitigated erosion and the dumping of waste.

Socioeconomic Impacts

Where current fees and visitation allow a campground to continue to operate within the bounds of health and safety, socioeconomic impacts would be negligible. However, operating seasons may need to be curtailed, which is unfortunate for visitors who travel at off-peak times. For example, the shoulder seasons for the campgrounds at Trinity County and the summer in Shasta and Tehama County may not be sustainable due to low use as maintenance and presence are required when campgrounds are open. Ultimately, degrading conditions or inability to adequately support health and safety would mean reevaluating the amount of recreational opportunity the BLM Redding can responsibly offer. Any reduction in services would carry

socioeconomic impact, especially to low-income populations seeking more modest costs when on vacation or when utilizing amenity campgrounds when between housing.

Environmental Justice

Principles of environmental justice would be upheld regardless of fee rates. Priority in funding services would be given to upholding fair treatment and equitable access. If upholding these principles is no longer feasible across all recreation sites, operating seasons or availability would be curtailed to ensure fair treatment occurs where it is possible to provide recreational opportunities.

5. Public Outreach

5.1. Public Communication and Marketing Plan

As part of the proposal to modify recreation site fees, the Redding Field Office has conducted and will continue to conduct the following outreach to notify the public of its opportunity to review and provide comments:

- A public comment period was held for the draft Business Plan from October 4, 2021 – November 2, 2021. A total of 4 written comments were received and can be reviewed in the next section. Notification of the comment period was distributed to local news sources, posted on the BLM website, posted at all trailheads and campgrounds, and emailed to partners and interested parties.
- The BLM Northern California Resource Advisory Council (RAC) reviewed the draft Business Plan and had a presentation on the draft plan in October 2021. The RAC did not have a quorum so no recommendation was made at that time.
- The RAC was briefed in Susanville, California on October 26, 2023, and a statement of support for the fees was received.
- A Notice of Intent to Collect Recreation Fees will be published in the Federal Register six months before initiating new fee collection for any new fee sites: Steiner Flat Campground, Ohl Olsen Campground, for showers at Douglas City Campground, and for day-use opportunities at Douglas City and Steelbridge Campgrounds.
- Fee changes will be advertised on the BLM website, with partner organizations, and at the sites themselves to help the public understand the changes when they are implemented.
- The BLM monitors visitor uses to detect changes in site utilization, and documents written and oral communication from the public. Business plan review occurs on a biennial schedule from the date of the last signature. Future adjustments to approved fee schedules will reflect public comment and program implementation needs. Fee

expenditure information is available annually online at <https://www.blm.gov/programs/recreation/permits-and-fees/flrea-revenue>.

5.2. Results of Public Comment Period and Comment Matrix

The Redding BLM office received four written public comments. One commenter found no issue and found the plan to be reasonable. Three commentors had concerns about additional fees and expressed a general sense of loss with a fee increase. Comments are addressed through expanded sections for respective areas of concern and in an updated section 4.6. Impacts from Updating and Not Updating Recreation Fee Rates. Please see the chart below for specific references for comment responses.

Table 11: Public Comment Matrix

Topics	Individual or Organization	Comment Text	Concerns Addressed in Business Plan
Amenity Fee Changes	Casey Bokavich Redding Dirt Riders	The Redding Dirt Riders view these fee adjustments as reasonable.	
Use of Amenity Fees, Specific to Trinity County	Kaare Aagard	I object to fee increases, specifically at Steel Bridge Campground and Parking. When did the Government become a business? How can you justify charging what amounts to monthly rent of \$450 for a campsite that is already constructed? The government should only see that the land is available. People can be responsible to it's condition. Why do we have to commercialize everything and make it so formal? If \$5 was the fee for so long, it is comparable to one hour of minimum wage at the time. Last I checked minimum wage was still \$7.25, yet the BLM seeks to raise rates to double the current minimum wage, now taking 2 hours of a man's time to enjoy some peace and recreation. Staying for a simple 2-3 night weekend quickly Balloons to \$45. How is that remotely justified? Think of how people lived in the west in the past. Also, day use fees of \$6 are exorbitant. The road is built and the parking established. The government has the People and equipment already If	4.2.3. Standard Amenity Fee – New Fees, 3. Steel Bridge Day-Use area within Steel Bridge Campground 4.6. Impacts from Updating and Not Updating Recreation Fee Rates 3.5.3. Identification of Cost Recovery Goals

		repairs are required. I would much rather see a request for people's emails and some work days organized for the People who make use of the area. The government should not be run as a business and it should not cost \$75 to camp in a tent for 5 days 😞😞	
Expanded Amenity Fee Changes at Chappie-Shasta OHV area	Joe Albion	To whom it may concern, Of the many sites listed there are only two that I use. I will keep my comments to those sites: Shasta campground, and Ohl Olsen, both below Shasta dam adjacent to the Chappie Shasta OHV staging area. Shasta campground. I use this campground numerous times a year. It is well maintained, the camp host is friendly, polite and actively cares for the facilities and grounds. I support increased fees because it would deter use by non OHV campers and it is already a moderately busy camping area. Ohl Olsen. Typically only use it once a year. I don't support increased fees. This area is great for groups and is a nice facility but gets very little use. If fees are increased it could reduce use and that is already a problem. I hope my comments helped in your process	4.2.2. Expanded Amenity-New Fee, 2. Ohl Olsen Group Campground
Dispersed Camping Underserved Communities Visitation Levels	Ben Burr, BlueRibbon Coalition	*See extended comment below	4.6. Impacts from Updating and Not Updating Recreation Fee Rates

Extended Comment:



BlueRibbon Coalition / Sharetrails

P.O. Box 5449

Pocatello, ID 83202-0003

1-208-237-1008 • brc@sharetrails.org

Ben Burr, Executive Director

BlueRibbon Coalition

P.O. Box 5449

Pocatello, ID 83202

November 2, 2021

Bureau of Land Management
Redding Field Office
Attention: Recreation Business Plan
6640 Lockheed Drive
Redding, CA 96002

Dear Ms. Broadhead,

BlueRibbon Coalition/ShareTrails (BRC) is writing to provide feedback for the United States Bureau of Land Management Business Plan for the Redding Field Office in California. BRC is a national non-profit organization that champions responsible recreation and encourages a strong conservation ethic and individual stewardship. We champion responsible use of public lands and waters for the benefit of all recreationists by educating and empowering our members to secure, protect, and expand shared outdoor recreation access and use by working collaboratively with natural resource managers and other recreationists.

Our members use motorized and non-motorized means of recreation including, dispersed camping, OHV, horses, mountain bikes, and hiking to access and enjoy

recreating upon state and federally managed lands throughout the United States, including those of the BLM.

Many of our members and supporters live in California or travel across the country to visit the Redding area. In addition to access travel itself, BRC members visit the lands mentioned herein for motorized recreation, sightseeing, photography, rockhounding, hunting, wildlife and nature study, camping, observing cultural resources, and other similar pursuits. BRC members and supporters have concrete, definite, and immediate plans to continue such activities in the future. Many of our members hold organized events in this area. A significant portion of the education mission of organizations like ours and the fundraising that supports organizations like ours comes from these organized events, and we see the continuation of these events as an integral expression of protected rights including freedom of speech and freedom of assembly. We support any additional comments that encourage the BLM to designate the maximum number of sites in this area as open. Many of our members are organizations with extensive on-the-ground experience. If any site specific comments are made which identify site issues, we support BLM adding these sites and comments to the baseline inventory.

These public lands are an incredibly popular area for camping. It covers large areas throughout California. This will affect every area that previously was not a fee site. We believe with proper management and education dispersed camping does not need to be restricted. Best available science needs to be used when designating sites that will restrict other types of use. Proper information needs to be available to the public regarding the sites that will affect and restrict recreation in one form or another.

Underserved Communities

We recommend that the BLM use this business planning process to finally begin to reverse its decades-long systematic discrimination. The plan states, "Visitation is largely from the local and often **underserved** community."

On his first day in office, President Joe Biden issued an “Executive Order On Advancing Racial Equity and Support for Underserved Communities Through the Federal Government.” This executive order established “an ambitious whole-of-government equity agenda” which focuses on addressing “entrenched disparities in our laws and public policies,” and mandates a “comprehensive approach to advancing equity for all, including people of color and others who have been historically **underserved**, marginalized, and adversely affected by persistent poverty and inequality.”

Under this executive order, “The term ‘equity’ means the consistent and systematic fair, just, and impartial treatment of all individuals, including individuals who belong to **underserved** communities that have been denied such treatment, such as ... persons with disabilities....”

The BLM has historically failed to give any real consideration to the impacts of increased fee sites on the underserved communities when developing plans. With increased fees, reservation systems and limitations the BLM needs to thoroughly evaluate how this will affect the underserved population that the plan acknowledges as a primary user group.

The Biden Administration’s focus on equity, however, changes the equation. While the ADA focuses only on equality of opportunity, equity inherently focuses on equality of outcome. Any policy that is facially neutral but disproportionately harms a disadvantaged or marginalized group is considered inequitable. The BLM is therefore required by this executive order and others mandating that federal agencies consider underserved justice when making decisions.

Increased Use

2019 and 2020 Redding overnight campsites showed a vast increase in revenue. This shows the current trend of recreation on public lands. The demand has increased and we can assume, will only continue to increase. As land agencies look to limit use through designated campsites and arbitrary limits on how many people and vehicles can be in an area they are

setting themselves up for more impacts and management problems. The current amount of proposed campsites and regulations, such as length of campers will not be able to sustain the upward trend that is happening in our nation of outdoor recreation.

We would like to close by saying we support "shared use", including dispersed camping and overnight use. As long as overall visitation numbers are appropriate for the affected resources, motorized and non-motorized users can be compatible with one another so long as individual users understand designations and plan their activities accordingly. Indeed, motorized and nonmotorized recreation use often overlap as OHV's often increase accessibility to non-motorized recreational activities such as hiking, camping, equestrian use, etc. We also hold that responsible recreational use of public lands can exist in harmony with ecosystem needs.

BRC would like to be considered an interested public for this project. Information can be sent to the following address and email address:

Ben Burr
BlueRibbon Coalition
P.O. Box 5449
Pocatello, ID 83202
brmedia@sharetrails.org

Sincerely,



Ben Burr
Executive Director
BlueRibbon Coalition
brben@sharetrails.org



Simone Griffin
Policy Director
BlueRibbon Coalition
brsimone@sharetrails.org

Sharetrails.org – it's what we do!

6. Appendices

6.1. Proposed Fees – Comprehensive Tables

Table 12: Proposed Updated Expanded Amenity Fees

Douglas City Campground	\$20 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows with a maximum of 4 vehicles per site.
Junction City Campground	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows with a maximum of 4 vehicles per site.
Steel Bridge Campground	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows with a maximum of 4 vehicles per site.
Shasta Campground	\$20 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows with a maximum of 4 vehicles per site.
Reading Island	\$90 per night (maximum 25 people)

Table 13: Proposed New Expanded Amenity Fees

Steiner Flat Campground	\$15 per night to include parking for 2 vehicles. \$6 per additional vehicle as space allows with a maximum of 4 vehicles per site
Ohl Olsen Group Campground	\$60 (maximum 30 people) for the lower site; \$80 (maximum 50 people) for the upper site

Table 14: Proposed New Standard Amenity Fees

Douglas City Day-Use	\$6 per vehicle per day, includes one night parking for shuttling
Douglas City Showers	\$2 per shower
Steel Bridge Day-Use	\$6 per vehicle per day, includes one night parking for shuttling

6.2. Expanded Visitation Data

Table 14: 7-year Visitation and Revenue table for Breakdown by Year

	FY14		FY15		FY16		FY17		FY18*		FY19		FY20	
	RUPS	Revenue	RUPS	Revenue	RUPS	Revenue	RUPS	Revenue	RUPS	Revenue	RUPS	Revenue	RUPS	Revenue
Shasta CG	414	\$6,660.90	419	\$5,440.56	285	\$4,761.25	325	\$5,383.25	402	\$6,900.67	775	\$13,094.04	762	\$13,796.65
Ohl Olsen Group CG * Issued as SRP								Developed New CG	3 SRP	\$450	6 SRP	\$660	6 SRP	\$660
Steel Bridge CG	339	\$2,565.91	410	\$3,355.24	164	\$1,349.25	184	\$1,488.25	259	\$1,727.06	331	\$2,457.00	255	\$1,921.01
Douglas City CG	521	\$8,228.90	824	\$14,187.25	357	\$6,404.35	424	\$7,254.35	701	\$10,391.20	680	\$10,482.49	513	\$8,117.70
Steiner CG (Free CG)														
Junction City CG	280	\$3,158.50	376	\$4,385.00	196	\$2,232.55	228	\$2,635.55	338	\$3,481.84	498	\$5,261.80	415	\$4,897.91
Reading Island Group CG – Currently Reserve/ RUP	3	\$360	6	\$630	6	\$540	3	\$360	4	\$360	4	\$540	NA COVID	NA COVID