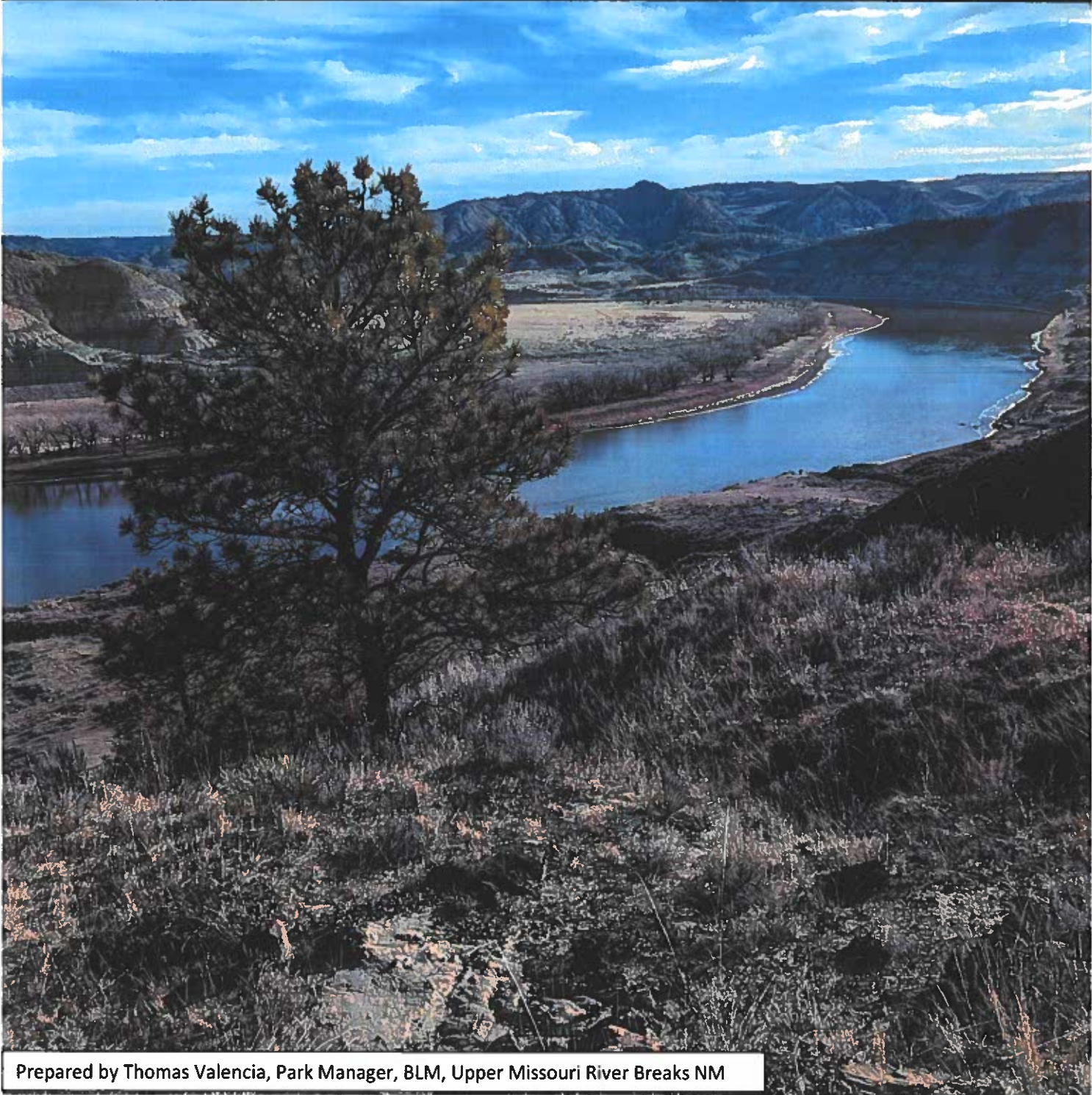




U.S. Department of the Interior  
Bureau of Land Management

# Upper Missouri River Breaks National Monument Upper Missouri National Wild & Scenic River Recreation Business Plan



Prepared by Thomas Valencia, Park Manager, BLM, Upper Missouri River Breaks NM

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### **Mission statement**

The Bureau of Land Management sustains the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

### **Cover Photo**

View of Upper Missouri National Wild & Scenic River  
Photo Courtesy of Thomas Valencia, BLM

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This business plan was prepared by the Bureau of Land Management's Upper Missouri River Breaks National Monument pursuant to the Federal Lands Recreation Enhancement Act of 2004 (16 U.S.C. 6801-6814) and BLM recreation fee program policies. It establishes future management goals and priorities for the following recreation sites: Upper Missouri National Wild & Scenic River, Upper Missouri River Breaks Interpretive Center, Wood Bottom Campground, Coal Banks Landing Campground, Judith Landing Campground, and James Kipp Campground within Upper Missouri River Breaks National Monument.

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## **1. Executive Summary**

This business plan was prepared by the Bureau of Land Management's (BLM) Upper Missouri River Breaks National Monument (UMRBNM) in accordance with the Federal Lands Recreation Enhancement Act (FLREA) of 2004 (P.L. 108-447, as amended) and BLM recreation program policy and manual direction regarding the administration of fee sites (BLM Manual 2930). FLREA provides the BLM current authority to establish, modify, charge, and collect recreation fees at federal recreational lands and waters.

FLREA states that an expanded amenity fee may be collected if the developed campground provides at least five of the following nine services: tent or trailer spaces, picnic tables, drinking water, access roads, the collection of the fee by an employee or agent of the Federal land management agency, reasonable visitor protection, refuse containers, toilet facilities, and simple devices for containing a campfire. Per FLREA the Interagency Senior and Access passes may provide a 50% discount on expanded amenity fees associated with individual campsites. This discount does not apply to dump station fees or river-use fees.

An Individual Special Recreation Permit (ISRP) fee exists for watercraft users of the Upper Missouri National Wild & Scenic River. ISRP fee rates are set by the BLM State Director based on several considerations to ensure a fair return for the use of public lands. These considerations include management costs related to the special area, costs of operating the permit system, and comparison with fees charged in similar areas. Fees charged in a special area apply to all users of the area, including private, commercial, non-commercial visitors, clients and guests.

This business plan will replace any previous existing plans in their entirety.

### **Proposed Fee Adjustments & New Fee Area**

The business plan proposes adjustments to the UMRBNM expanded amenity, standard amenity and individual special recreation permit recreation fees for multiple developed recreation areas.

### **Expanded Amenity Fees**

An increase for expanded amenity fees to \$20 per night are proposed for Coal Banks Landing, Judith Landing and James Kipp Campground. The expanded amenity fee increase for septic dumping at James Kipp Campground is proposed to increase to \$15 per RV or trailer dump. A new expanded amenity fee is proposed at Wood Bottom Campground where a fee would be introduced at \$10 per night per campsite ((16 U.S.C. 6802(g)(2)(A)(D)).

### **Standard Amenity Fees**

The standard amenity fee for entrance at the Upper Missouri River Breaks Interpretive Center is proposed to be removed.



### **Individual Special Recreation Permit Fee (ISRP)**

The Individual Special Recreation Permit Fee for watercraft river usage is proposed to increase to \$5 per person per day.

The tables below provide further information on current fees, proposed fees, and amenity types for all sites within UMRBNM that currently charge a fee or may in the future.

<b>Fee Areas</b>	<b>Current Fees</b>	<b>Amenity Type or ISRP</b>	<b>Proposed Fees</b>
Upper Missouri National Wild & Scenic River-Mile 41.5-149	<b>DAY USE</b> \$5 per watercraft per day  <b>OVERNIGHT USE – No Watercraft Fee</b> \$4 per person per day Ages 6-16 \$2 per person per day Ages 6 and under – Free	Individual Special Recreation Permit	<b>Day &amp; Overnight Use:</b> All Ages: \$5 Per Person/Day
Missouri Breaks Interpretive Center	Age 16+: \$5 per person Age 15 & Younger – Free	Standard Amenity	All Ages: Free
Wood Bottom Campground - <b>New Fee Area</b>	Free	Expanded Amenity	\$10 per night per campsite
Coal Banks Landing Campground	\$10 per night	Expanded Amenity	\$20 per night
Judith Landing Campground	\$5 per night	Expanded Amenity	\$20 per night
James Kipp Campground	<u>Campground Fee</u> \$12 per night <u>Dump Station Fee</u> \$10 per Dump	Expanded Amenity	<u>Individual Site</u> \$20 per night <u>Dump Station Fee</u> \$15 per Dump

Fee revenue would be used to fund maintenance, enhance visitor services, and sustain natural resources. Fees would support the upkeep of campgrounds, trails, and amenities such as toilets and picnic areas, improving the overall visitor experience and safety.

## **2. Background & Authorities**

This business plan has been prepared to meet the criteria defined in the Federal Lands Recreation Enhancement Act of 2004 (Public Law 108-447; Title VIII, Section 801; 16 U.S.C. 6801–6814). The authorities and regulations for this business plan are:

- **The Federal Land Policy and Management Act (FLPMA) of 1976** (Public Law 94-579; 43 U.S.C. 1701–1787), contains BLM’s general land use management authority over the public lands, and establishes outdoor recreation as one of the principal uses of those lands. Section 302 (b) of FLPMA directs the Secretary of the Interior to regulate through permits or other instruments the use of the public lands. Section 303 of FLPMA contains BLM’s authority to enforce the regulations and impose penalties.

- **The Federal Lands Recreation Enhancement Act (FLREA) of 2004** repealed applicable portions of the Land and Water Conservation Fund Act and replaced BLM’s authority to collect recreation fees. This current law authorizes BLM to collect recreation fees at sites that meet certain requirements, allows BLM to keep the fee revenues at the local offices where they were collected, and directs how BLM will manage and utilize these revenues. FLREA also established the America the Beautiful – The National Parks and Federal Recreational Pass Program. FLREA (16 U.S.C. 6802(b)(1)) does not grant the authority for BLM to provide discounts or reduced recreation fees for local residents or other groups.

- **Title 43 Code of Federal Regulations, Part 2930 (43 CFR 2930) Permits for Recreation on Public Lands** contains the regulations governing BLM’s recreation permitting program.

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

- BLM Manual 2930, *Recreation Permits and Fees*, Rel. 2-296 dated October 22, 2007
- BLM Handbook 2930-1, *Recreation Permit and Fee Administration Handbook*, Rel. 2-300 dated November 17, 2014.

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

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

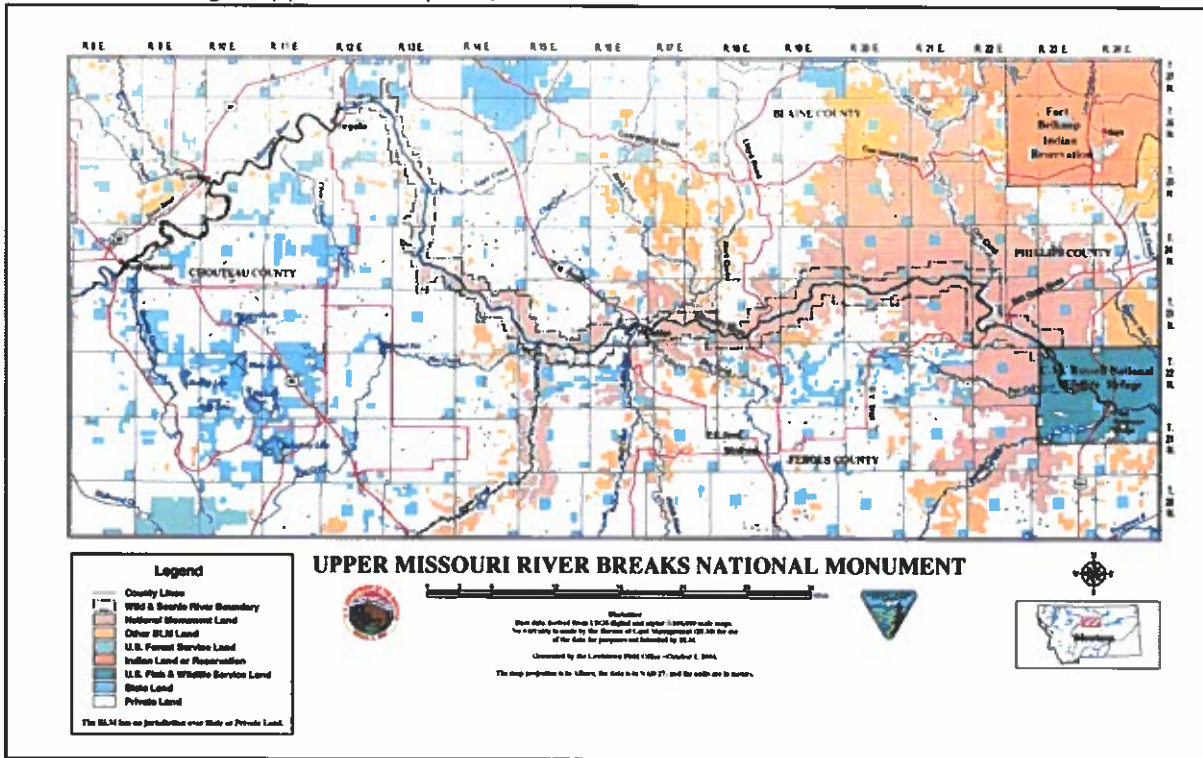
#### **Special Area Permits and Fees**

FLREA authorizes the BLM to collect special recreation permit fees for specialized recreation uses of federal recreational lands (16 U.S.C. 6802 (h)). Under 43 CFR §2931.2, BLM may establish a Special Recreation Permit (SRP) and fee system for the use of special areas. Special areas include any area officially designated by statute or Presidential order including national monuments and national conservation areas (43 CFR 2932.5). SRPs for individual recreation use in a special area are referred to as ISRPs.

When a monument determines that a new ISRP system to manage individual use of a special area is desirable, implementation of the permit system requires public notification with a *Federal Register* notice (43 CFR 2932.13). ISRP fee rates are set by the BLM State Director based on several considerations to ensure a fair return for the use of public lands. These considerations include management costs related to the special area, costs of operating the permit system, and comparison with fees charged in similar areas. Fees charged in a special area apply to all users of the area, including private, commercial, non-commercial visitors, clients and guests.

### 3. Introduction to UMRBNM Recreation Program

UMRBNM is the only national monument within the North Central Montana District (NCMD). UMRBNM manages approximately 377,000 acres.



Map of North Central Montana District

#### Upper Missouri River Breaks National Monument Resource Management Plan Direction

Recreational fees are critical to our ability to meet national and regional recreation program goals. The following goal was developed as a result of public comment received during the preparation of the land use plan. It helps guide the direction of the recreation program and determine priorities for fee collection and spending.



## **Goal 1**

Manage these lands for a variety of sustainable visitor experience in mostly primitive and natural landscapes. This goal would allow the BLM to provide dispersed and developed recreation opportunities and ensure that visual quality characteristics reflect a predominantly primitive or natural landscape while providing a diversity of visitor experiences.

### **Upper Missouri River Breaks National Monument Recreation Programs**

The UMRBNM currently manages a large and diverse recreation program that includes 149-miles of the Upper Missouri National Wild & Scenic River, developed recreation sites, Special Recreation Management Areas and general recreation sites.

### ***Special Recreation Management Areas (SRMAs)***

The UMRBNM manages two SRMAs (Upper Missouri River SRMA, Uplands SRMA).

### ***Upper Missouri River Breaks National Monument Developed Recreation Sites***

- Missouri Breaks Interpretive Center
- Decision Point
- Wood Bottom Campground
- Coal Banks Landing Campground
- Judith Landing Campground
- Gilmore Cabin
- James Kipp Campground

### ***Upper Missouri National Wild & Scenic River Developed Recreation Sites***

- Little Sandy
- Lone Tree
- Eagle Creek
- Hole in the Wall
- Slaughter River
- Lower Woodhawk

### **Special Designation Areas**

The UMRBNM also manages several specially designated areas that include Areas of Critical Environmental Concerns (ACECs), National Historic Trails (NHTs), and Wilderness Study Areas (WSAs).

ACECs are BLM lands where special management attention is needed to protect important and relevant values.

The BLM goal for NHTs is to assist in cooperative efforts to manage current and future NHTs to protect values for which they were designated. In cooperation with trail administrators and other trail managers, both private and public, safeguard the nature and purposes; and

conserve, protect, and restore the National Trail resources, qualities, values, and associated settings and the primary use or uses.

The BLM goal for WSAs is to manage them as not to impair their suitability for preservation as wilderness until such time as Congress either designates them as wilderness or releases them from further study. The objective is to protect and preserve wilderness characteristics of the existing WSAs (naturalness, solitude, and outstanding opportunities for primitive and unconfined recreation).

### **Amenities Background**

UMRBNM uses a combination of standard and expanded amenity criteria to justify the collection of fees at newly established and existing fee sites. Standard fee sites may be upgraded to expanded fee sites should increasing visitation reveal the need for improved visitor amenities. These proposed fees support improved visitor safety and experiences.

### **Standard Amenities**

Except as limited by subsection (d-Limitations of Recreation Fees-16 U.S. Code § 6802 - *Recreation fee authority*), the Secretary of the Interior may charge a standard amenity recreation fee for Federal recreational lands and waters under the jurisdiction of the Bureau of Land Management, but only at the following:

- A. A National Conservation Area.
- B. National Volcanic Monument.
- C. A destination visitor or interpretive center that provides a broad range of interpretive services, programs, and media.
- D. An area—
  - a. That provides significant opportunities for outdoor recreation.
  - b. That has substantial Federal investments.
  - c. Where fees can be efficiently collected.
  - d. That contains all of the following amenities:
    - (i) Designated developed parking.
    - (ii) A permanent toilet facility.
    - (iii) A permanent trash receptacle.
    - (iv) Interpretive sign, exhibit, or kiosk.
    - (v) Picnic tables.
    - (vi) Security services.

### **Expanded Amenities**

Except as limited by subsection (d-Limitations of Recreation Fees-16 U.S. Code § 6802 - *Recreation fee authority*), the Secretary of the Interior may charge an expanded amenity recreation fee, either in addition to a standard amenity fee or by itself, at Federal recreational lands and waters under the jurisdiction the Bureau of Land Management, but only for the

following facilities or services:

- A. Use of developed campgrounds that provide at least a majority of the following:
  - a. Tent or trailer spaces.
  - b. Picnic tables.
  - c. Drinking water.
  - d. Access roads.
  - e. The collection of the fee by an employee or agent of the Federal land management agency.
  - f. Reasonable visitor protection.
  - g. Refuse containers.
  - h. Toilet facilities.
  - i. Simple devices for containing a campfire.
- B. Use of highly developed boat launches with specialized facilities or services such as mechanical or hydraulic boat lifts or facilities, multi-lane paved ramps, paved parking, restrooms, and other improvements such as boarding floats, loading ramps, or fish cleaning stations.
- C. Rental of cabins, boats, stock animals, lookouts, historic structures, group day-use or overnight sites, audio tour devices, portable sanitation devices, binoculars, or other equipment.
- D. Use of hookups for electricity, cable, or sewer.
- E. Use of sanitary dump stations.
- F. Participation in an enhanced interpretive program or special tour.
- G. Use of reservation services.
- H. Use of transportation services.
- I. Use of areas where emergency medical or first-aid services are administered from facilities staffed by public employees or employees under a contract or reciprocal agreement with the Federal Government.
- J. Use of developed swimming sites that provide at least a majority of the following:
  - a. Bathhouse with showers and flush toilets.
  - b. Refuse containers.
  - c. Picnic areas.
  - d. Paved parking.
  - e. Attendants, including lifeguards.
  - f. Floats encompassing the swimming area.
  - g. Swimming deck.

**Summary of Use and Current & Proposed Fees for UMRBNM Recreation Sites**

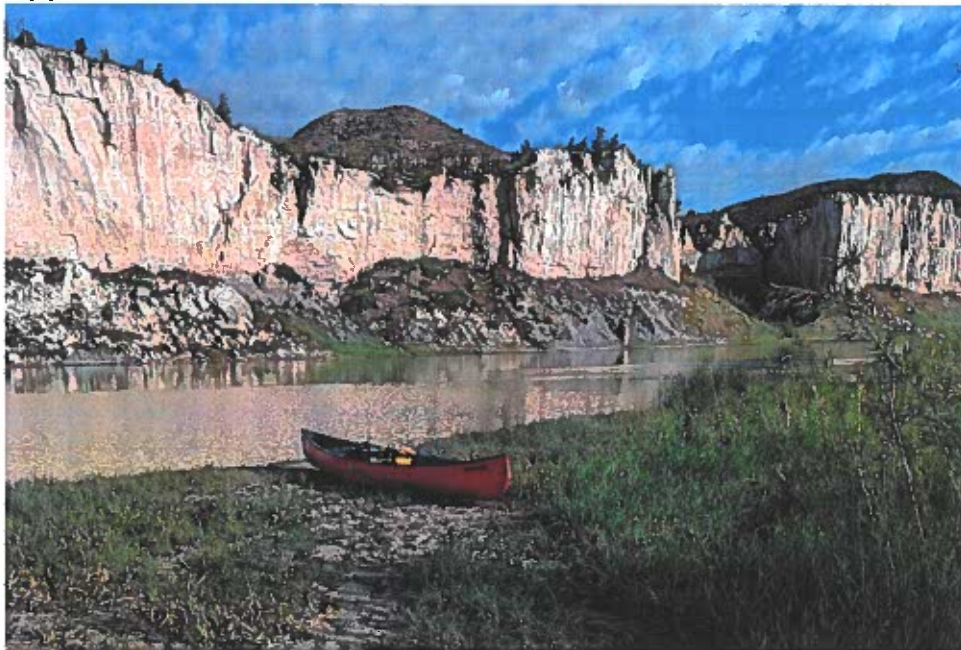
The tables below provide information on current fees, proposed fees, and amenity types for all sites within UMRBNM for sites that currently charge a fee or may in the future.

Recreation Site Name	Fee Structure – Current/Proposed	Amenity Type	Features
<b>BLM UMRBNM/UMNWSR Individual Special Recreation Permit (ISRP) Fees</b>			
River-Mile 41.5-149	<p><b>Current:</b>  <b>DAY USE</b>                      \$5 per watercraft</p> <p><b>OVERNIGHT USE No Boat Fee</b>                      \$4 per person per day                      Ages 6-16 \$2 per person/day                      Ages 6 and under – Free</p> <p><b>Proposed:</b>                      All Ages - \$5 Per Person/Day</p>	ISRP	Launch Points (Concrete Boat Launch, Picnic Tables, Fire Rings, Wind Shelters, Vault Toilets, Fenced Camping Areas
<b>BLM UMRBNM Interpretive Center, Campgrounds &amp; Cabin</b>			
Missouri Breaks Interpretive Center	<p><b>Current:</b>                      Age 16+: \$5 per person                      Age 15 &amp; Younger: Free</p> <p><b>Proposed:</b>                      All Ages: Free</p>	Standard	BLM Staff Representatives, Interpretive Video, Interpretive Exhibits, Restrooms
Wood Bottom Campground-New Fee Area	<p><b>Current: Free</b>  <b>Proposed: \$10 per night</b></p>	Expanded	Tent/trailer spaces, picnic tables, access roads, vault toilet, fire pits, primitive boat launch ramp
Coal Banks Landing Campground	<p><b>Current: \$10 per night</b>  <b>Proposed: \$20 per night</b></p>	Expanded	Campground host, tent/trailer spaces, picnic tables, drinking water, access roads, collection of fees by BLM employee, vault toilets, fire pits, onsite contact station, developed boat launch ramp

Judith Landing Campground	<b>Current:</b> \$5 per night <b>Proposed:</b> \$20 per night	Expanded	Campground host, tent/trailer spaces, picnic tables, access roads, collection of fees by BLM employee, vault toilets, fire pits, developed boat launch ramp
James Kipp Campground	<b>Campground Fee</b> <b>Current:</b> \$12 per night <b>Proposed:</b> \$20 per night  <b>Dump Fee</b> <b>Current:</b> \$10 per Dump <b>Proposed:</b> \$15 per Dump	Expanded	Campground Host, tent/trailer spaces, picnic tables, access roads, collection of fees by BLM employee, vault toilets, fire pits, developed boat launch ramp
<b>Note:</b> The America the Beautiful Interagency Senior and Access passes which gives passholders a 50% price discount on campground fees will be honored.			

#### 4. Description of Existing or Proposed Fee Areas

##### Upper Missouri National Wild & Scenic River



*White Cliffs View from Eagle Creek Campground*

The Upper Missouri National Wild & Scenic River gets greatest use from June through September. Most river users launch onto the river from Coal Banks Landing (River Mile - RM 41.5) and end their trips at Judith Landing (RM 88.9). Other users may paddle the entirety of the river corridor (RM 0-149) or the lower river from Judith Landing (RM 88.9) to James Kipp



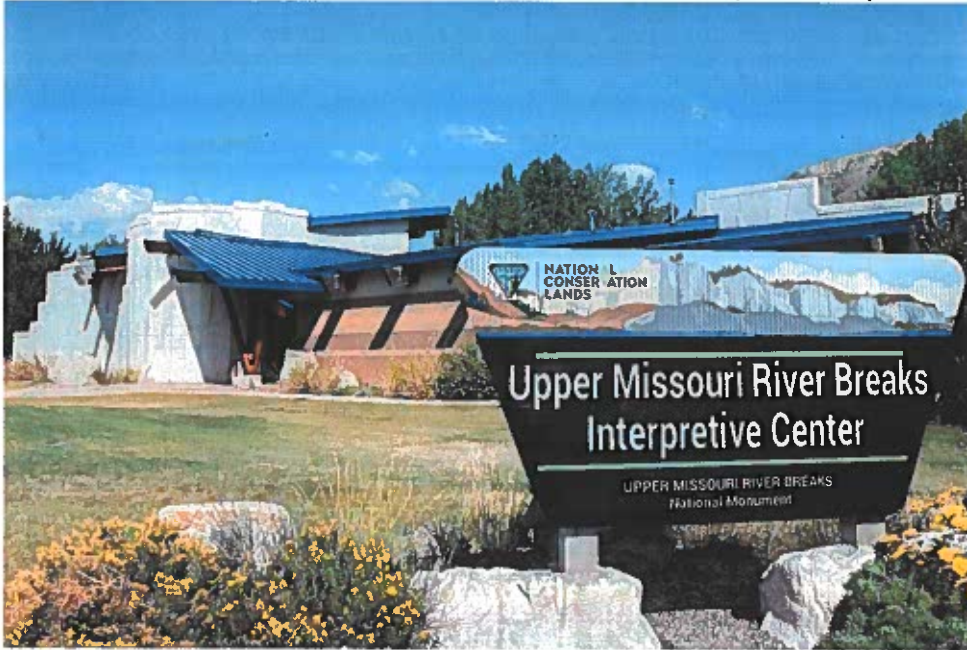
(RM 149). Seasonal motorized restrictions exist from June 15 to September 15 with downstream travel only at a no-wake speed in relation to the Wild & Scenic designated segments of the river. These restrictions include the following areas: RM 52-84.5 (Wild Segment) and RM 92.5-149 (Wild & Scenic Segments).

The "White Cliffs" corridor (RM 41.5-RM 88.9) features numerous developed boat campsites including Little Sandy, Eagle Creek, Hole in the Wall & Slaughter River. These sites feature fire rings, vault toilets and occasional wind shelters. The BLM has or is working to acquire administrative road access to these sites. There are numerous primitive boat camps within this same section of river including Dark Butte, Pablo Rapids & The Wall. These primitive camps could contain a fire ring but no other developments.

The Lower River corridor (RM 88.9-RM 149) features multiple primitive boat camps including McGarry Bar, Gist Bottom, Cow Island, Upper Woodhawk, Middle Woodhawk & Hideaway. These primitive camps could contain a fire ring but no other developments. There is one developed public access site – Lower Woodhawk – that contains vault toilets, picnic tables and fire rings.

Recreation – River Section	Fee Structure – Current/Proposed	Amenity Type	Features
<b>BLM UMNWSR Individual Special Recreation Permit (ISRP) Fees</b>			
River-Mile 41.5-149	<p><b>Current:</b>  <b>DAY USE</b>            \$5 per watercraft</p> <p><b>OVERNIGHT USE</b>  <b>No watercraft fee</b>            \$4 per person per day            Ages 6-16 \$2 per person per day            Ages 6 and under - <b>Free</b></p> <p><b>Proposed:</b>  <b>Day &amp; Overnight Use</b>            All Ages - \$5 Per Person/Day</p>	ISRP	Launch Points (Concrete Boat Launch, Picnic Tables, Fire Rings, Wind Shelters, Vault Toilets
<p><b>Notes:</b>            Watercraft includes: canoes, kayaks, rafts, pontoon style float tubes, drift boats, or any type of motorized craft. Personal inner tubes used for "tubing" excluded.</p>			

## Upper Missouri River Breaks Interpretive Center (UMRBIC)



The Upper Missouri River Breaks Interpretive Center (UMRBIC) located in Fort Benton, Montana and serves as a public visitor center to help visitors learn more about the multiple resources of the monument, serves as a contact station for all river related recreation and helps visitors to plan a trip whether it be camping, fishing, hunting or driving.

Visitation is highest May through September during the summer travel season. While receiving occasional chance highway visitation, most visitors come to experience the history through the Fort Benton area museums or to plan their trip within UMRBNM. The center includes an interpretive exhibit hall, a classroom/theater, the lobby/front desk area and office/administrative space for interpretive center and river management staff. Outside the Interpretive Center features a short walking trail and picnic tables for public use.

Recreation Site Name	Fee Structure – Current/Proposed	Amenity Type	Features
Upper Missouri River Breaks Interpretive Center	<p><b>Current:</b>                      Age 16+: \$5 per person                      Age 15 &amp; Younger: Free                      Educational Programs: Free</p> <p><b>Proposed:</b>                      All Ages: Free</p>	Standard	BLM Staff Representatives, Interpretive Video, Interpretive Exhibits, Restrooms

## Coal Banks Landing Campground



*Campsite at Coal Banks Landing Campground*

Coal Banks Landing is the main launching point for paddle trips taking place on the Upper Missouri National Wild & Scenic River to view the famous “white cliffs”. This area is also popular for camping and birdwatching.

Visitor use is highest in July and declines steadily from then on. Coal Banks Landing offers 18 first come, first served camp sites, four of which can accommodate RV’s or trailers. Day-use expanded amenities include an informational kiosk, fee station, vault toilets, garbage collection, picnic tables, drinking water, fire rings, a newly developed boat launch ramp, an onsite visitor contact station cabin and campground hosts. This area is patrolled by BLM Law Enforcement and the operation and maintenance of the sites is supported by BLM seasonal and permanent staff.

Recreation Site Name	Fee Structure – Current/Proposed	Amenity Type	Features
Coal Banks Landing Campground	<b>Current:</b> \$10 per night <b>Proposed:</b> \$20 per night	Expanded	Campground host, tent/trailer spaces, picnic tables, drinking water, access roads, collection of fees by BLM employee, toilets, fire pits, onsite contact station, developed boat launch ramp



## Judith Landing Campground



*Campsite at Judith Landing Campground*

Judith Landing is the main take-out point for boat or paddle trips taking place on the Upper Missouri Wild & Scenic River. It serves as a launch point for trips on the lower portion of the river with a take-out at James Kipp Recreation Area. The campground attracts visitors throughout the open season (May 15-October 15).

Visitor use is highest in July and declines steadily from then on. Judith Landing offers eight first come, first served camp sites that can accommodate tents, RV's or trailers with a stay limit of 14 days. Day-use expanded amenities include an informational kiosk, fee station, vault toilets, garbage collection, picnic tables, fire rings, an adjacent developed county boat launch ramp and campground hosts. This area is patrolled by BLM Law Enforcement and the operation and maintenance of the sites is supported by BLM seasonal and permanent staff.

Recreation Site Name	Fee Structure – Current/Proposed	Amenity Type	Features
Judith Landing Campground	<b>Current:</b> \$5 per night <b>Proposed:</b> \$20 per night	Expanded	Campground host, tent/trailer spaces, picnic tables, access roads, collection of fees by BLM employee, vault toilets, fire pits, developed boat launch ramp

## James Kipp Campground



*Group Tent Sites at James Kipp Campground*

James Kipp Campground serves as a popular location for camping, boating, wildlife viewing and fishing through the open season. The campground attracts visitors throughout the open season (April 1-December 1).

Visitor use is highest in April, May & June and declines steadily until the fall elk rut and hunting season beginning in September and extending through November. James Kipp Campground offers 34 first come, first served camp sites that can accommodate tents, RV's or trailers with a stay limit of 14 consecutive days. Day-use expanded amenities include an informational kiosk, fee station, vault toilets, garbage collection, an RV septic dump station, picnic tables, fire rings, an adjacent developed boat launch ramp and campground hosts. This area is patrolled by BLM Law Enforcement and the operation and maintenance of the sites is supported by BLM seasonal and permanent staff.

Recreation Site Name	Fee Structure – Current/Proposed	Amenity Type	Features
James Kipp Campground	<b>Campground Fee</b> <b>Current:</b> \$12 per night <b>Proposed:</b> \$20 per night  <b>Dump Fee</b> <b>Current:</b> \$10 per Dump <b>Proposed:</b> \$15 per Dump	Expanded	Campground host, tent/trailer spaces, picnic tables, access roads, collection of fees by BLM employee, vault toilets, fire pits, developed boat launch ramp, RV septic dump station



## Wood Bottom Campground – Proposed New Fee Area



*View of Proposed Fee Area at Wood Bottom*

Wood Bottom is the most accessible camp area to those traveling on Highway 87 on the west side of the monument a short drive north of Fort Benton. Multiple trees provide opportunity for shade and camping next to the Missouri River. This area is a short drive away from Decision Point, an important stopping point for the Lewis & Clark Expedition as they journeyed west.

Visitor use is highest in May and declines steadily from then on until the fall hunting season. Wood Bottom offers multiple dispersed camping sites throughout the larger Wood Bottom Recreation Area. Day-use expanded amenities include an informational kiosk, a single vault toilet, fire rings, and a primitive dirt boat launch ramp. This area is patrolled by BLM Law Enforcement and the operation and maintenance of the sites is supported by BLM seasonal and permanent staff.

Recreation Site Name	Fee Structure – Current/Proposed	Amenity Type	Features
Wood Bottom Campground-New Fee Area	<b>Current: Free</b> <b>Proposed: \$10/night</b>	Expanded	Tent/trailer spaces, picnic tables, access roads, vault toilet, fire pits, primitive boat launch ramp

### America the Beautiful

FLREA established an interagency national pass known as the America the Beautiful – The National Parks and Federal Recreational Lands Pass. There are six types of America the Beautiful (ATB) passes: Annual, Military, Every Kid Outdoors (EKO, 4th grade), Senior, Access,

and Volunteer. While the America the Beautiful Annual, Military, EKO, and Volunteer passes are accepted at BLM fee sites that charge a standard amenity fee, these passes are not eligible for expanded amenity fees, such as the UMRBNM Campgrounds. Only the Interagency Senior and Access passes apply to expanded amenity fees.

Interagency Senior Pass or Interagency Access Pass holders will receive a 50% discount on the expanded amenity fee for overnight individual campsites. The discount only applies to the fee for the campsite physically occupied by the Senior Pass or Access Pass holder, not to any additional campsite(s) occupied by members of the pass holder's party. This discount does not apply to group sites or dump station fees.

#### **E-Commerce**

UMRBNM will use various e-commerce technologies as directed by BLM policy, to provide recreation visitors opportunities to find, reserve and pay for campsites and day use within the monument. Most of these options are provided through the interagency reservation service Recreation.gov. If UMRBNM decides to add additional reservation services of other types of e-commerce options available in the future, an expanded amenity fee for reservation services would be charged in addition to any other standard or expanded amenity fees in accordance with 16 U.S.C. 6802(g)(2)(G).

Reservation services fees could range from \$.50 to \$10.00 depending on the type of service provided. The reservation service is subject to contracting requirements and will be adjusted with contract changes or with future updates to the business plan. For visitors who wish not to pay the expanded amenity fee of reservation services, the monument will attempt to continue to provide a blend of reservation and first come-first served options until or unless the office moves the fee site area entirely to e-commerce. Other payment options may also be considered in the future as technology and software develops, such as onsite credit card payment systems or scan and pay.

## **5. Analysis of Recreation Fee Rates**

The BLM is authorized to use either the Cost Recovery Fee Calculation Method or the Fair Market Value Fee Calculation Method to determine appropriate fees at recreation sites. The Cost Recovery Method assumes that fee revenues should cover the recreation site's operating costs. The Fair Market Value Fee Calculation Method compares fee rates to those charged by other area recreation sites that provide similar opportunities.

The UMRBNM has chosen to use the Fair Market Value Fee Calculation Method to ensure reasonably affordable rates for the region while allowing fees to support labor, operations, and maintenance of these sites to the highest extent possible. The proposed \$20 fee for an individual (non-electric) site is comparable to a variety of other federal, state, and private campgrounds near the Upper Missouri River Breaks National Monument that offer similar amenities. Market analysis identified these sites charge between \$15 to \$35 per night. The decision to adjust the standard amenity fee and charge no entrance fee for the Upper Missouri

River Breaks Interpretive Center is in alignment with other Bureau of Land Management interpretive centers.

<b>Recreation Fees within UMRBNM General Region</b>			
<b>Federal Interpretive Centers</b>			
<b>Ownership</b>	<b>Recreation Site</b>	<b>Current Fees</b>	<b>Amenities</b>
Bureau of Land Management (BLM)	California Trail Interpretive Center – Elko, NV	Free (All Ages)	BLM Staff Representatives, Interpretive Video, Interpretive Exhibits, Restrooms, Interpretive Programs
BLM	National Historic Trails Interpretive Center – Casper, WY	Free (All Ages)	BLM Staff Representatives, Interpretive Video, Interpretive Exhibits, Restrooms, Interpretive Programs
United States Forest Service (USFS)	Lewis & Clark Interpretive Center – Great Falls, MT	\$8 for age 16 and up, free for 15 & younger	USFS Staff Representatives, Interpretive Video, Interpretive Exhibits, Restrooms, Interpretive Programs
<b>Campgrounds</b>			
BLM	Chain of Lakes – Holter Lake Campground	\$25/night	Fire rings, picnic tables, vault toilets
American Prairie (AP)	Antelope Creek Campground	Cabin \$71/night Tent \$19/night RV \$38/night	Electricity, water, showers, Wi-Fi, dumping station
United States Forest Service (USFS)	Crystal Lake Campground	RV/tent \$20/night	Fire rings, picnic tables, potable water
Private	Buckhorn Cabins	RV \$45/night RV \$400/month Cabin \$95 Cabin \$105 w/kitchen	Full hookups
Army Corps of Engineers	West End Tent and Trailer Campground (Fort Peck)	Tent \$15/night RV \$25/night	Fire rings, picnic tables, vault toilets

Army Corps of Engineers	Downstream Campground (Fort Peck)	Tent \$15/night RV \$30/night	Picnic tables and shelters, fire rings Electricity
Hill County	Beaver Creek Park	RV/Tent \$15/day	Picnic tables, fire rings, vault toilet
Private	Hell Creek Recreation Area	RV/tent \$35/night	Electric hookups, picnic table, fire ring, showers, and flush toilets nearby
National Park Service (NPS)	Glacier National Park – St. Mary Campground	RV/tent \$20/night – primitive \$30/night summer	Fire ring, picnic table, potable water (seasonal), bear resistant storage lockers, flush toilets

## 6. Operating Costs

### Administration, Operations and Labor Costs

Appropriated funding provides for overall recreation program labor costs at UMRBNM. The campgrounds are administered by the UMRBNM Outdoor Recreation Planner located at the Upper Missouri River Breaks National Monument Interpretive Center. Day to day maintenance from May through November is completed by monument staff. The area is patrolled by BLM seasonal staff and the BLM UMRBNM Law Enforcement Ranger. Construction, road maintenance, tree/brush removal, maintenance and rehab of structures, and signing projects are done by permanent employees and seasonal employees/volunteer staff.

Fee collection, planning and public information activities and all off season duties are handled by the Outdoor Recreation Planner and other permanent staff. Fee deposits and processing of Recreation Use Permits (RUPs) is done by the Administrative Support Assistant in Fort Benton & administrative staff in Lewistown.

<b>Annual Labor Costs (Estimated)</b>			
<b>Staff</b>	<b>Average Work Month Cost</b>	<b>Approximate Work Months</b>	<b>BLM Salary Expense</b>
Outdoor Recreation Planner (GS-11)	\$9,600	3.0	\$28,800
Law Enforcement (GS-11)	\$9,600	5.0	\$48,000
Park Ranger (GS-9)	\$7,900	3	\$23,700
Admin. Support Assistant (GS-6)	\$5,900	2	\$11,800
Seasonal Park Ranger (GS-5)	\$5,000	12	\$62,400
<b>TOTAL Cost</b>			<b>\$174,700</b>

Routine costs to the recreation fee program not listed below include deferred maintenance projects, resource protection and reclamation projects, noxious weed management, new construction, and planning/coordination with other agencies. These costs apply across UMRBNM.

<b>Annual Maintenance &amp; Operating Costs (Estimated)</b>	
<b>Misc. Expenses</b>	<b>Cost</b>
Vault Toilet Pumping (23 Vault Toilets)	\$45,000
Trash Collection (4 Sites – MBIC, CB, JL & Kipp)	\$20,000
Seasonal Partner Recreation Intern Staff – 2 Positions	\$34,800
Volunteer Campground Hosts (Per Diem) – 4 Positions	\$19,200
Cleaning Supplies/Toilet Paper	\$5,000
Public Water Supply Test/Fees/Licensing/Training	\$1,500
Misc. Maintenance Costs (Paint, Parts, Tools, Hardware, Signs)	\$5,000
<b>TOTAL Cost</b>	<b>\$130,500</b>

#### **Priorities for Future Expenditures**

The UMRBNM Recreation Program strives to maintain an overall positive fee balance. Fees will be used to address and supplement costs of basic operations and maintenance needs, improve existing facilities, reimburse volunteers, and address any other recreation-related issues or concerns on the UMRBNM/UMNWSR.

Visitor services that will be maintained/improved will include the following:

- Implementation of on-site digital fee pay stations that will increase compliance and minimize additional workload from new fee sites; on-site users often do not have cash and frequently request a digital pay option.
- Increased compliance checks for resource protection and visitor safety. Based upon regular monitoring, fee compliance is a necessary function at developed recreation sites.
- Regular maintenance of recreation facilities including administration buildings, drinking water systems, boat ramps, day-use areas, kiosks, signage, and parking areas.
- Specific staffing needs that will be supported with proposed fee increases include one WG-7 Career Seasonal Maintenance Worker to address ongoing maintenance needs and to provide the visitor services and safety necessary at these highly developed recreation sites.



## 7. Revenues

### Fee Revenue

In 2024, the UMRBNM administered 23 SRPs. This number fluctuates from year to year as permittees decide whether to renew their Special Recreation Permits (SRPs) along with acceptance of new applicants. The current SRPs include permitting of commercial uses such as hunting, fishing, guided tours, and organized group activities.

Revenue generated from these SRP fees helps offset the cost of administering the program and provides increased visitor services and monitoring of commercial use activities. Fees are used to cover the costs of additional SRP conformance patrols by BLM staff during the field season, maintenance of facilities and additional signage needs for put-in and take-out areas (the starting and ending points of a river trip, particularly for activities like kayaking, canoeing or rafting) used by permittees, and marking of Wilderness Study Area (WSA) boundaries and payment of campground hosts in developed campgrounds such as Coal Banks, Judith and Kipp Campgrounds.

Fiscal Year	Campground RUP Revenue	River ISRP Revenue	Special Rec Permit Revenue	MBIC Entry Fee Revenue	Total Fee Revenue
2020	\$30,060	\$29,694	\$22,808	\$950	\$83,512
2021	\$41,749	\$31,917	\$28,280	\$910	\$102,856
2022	\$37,018	\$23,789	\$65,881	\$635	\$127,323
2023	\$38,990	\$20,861	\$49,625	\$1,405	\$110,881
2024	\$30,839	\$28,090	\$35,926	\$1,157	\$96,012
<b>FY20-FY24 Average</b>	<b>\$35,731</b>	<b>\$26,870</b>	<b>\$40,504</b>	<b>\$1,011</b>	<b>\$104,116</b>

Rates	Estimated Annual Routine Operating & Labor Costs	Estimated Future Recreation Fee Revenue based FY20-24 Average	Difference
<b>Current Fee Rates</b>	<b>\$305,200</b>	<b>\$104,116</b>	<b>-\$201,084</b>

## 8. Impacts from Changing or Not Changing Recreation Fee Rates

### Anticipated Results of Not Establishing New & Increased Fees

By not establishing the new fees in this business plan the UMRBNM would not be able to provide adequate maintenance and monitoring for the already established campgrounds within

the monument. UMRBNM would not have the funding to be able to achieve goals of improving visitor experiences and would likely need to minimize services and amenities offered.

### **Impacts of Fee Changes**

Market research indicates that the proposed fees are aligned with other area campgrounds. There are options for free camping on BLM lands near the areas where the existing and proposed campgrounds are located for users who desire a dispersed camping experience. The proposed campground also includes primitive camping areas to provide a wide variety of recreation experiences to visitors. Developed camping into designated areas, which would lessen environmental damage and provide a more sustainable option for BLM recreational users. With an increased variety of recreational options on the district, we will see a potential increase in visitation that would benefit the local tourism industry and economy.

## **9. Public Outreach**

The draft business plan will be made available for a 15-day comment period. Statewide outreach efforts will include news releases and social media posts.

Comments may be submitted through [eplanning.gov](https://eplanning.blm.gov) or via mail to BLM Upper Missouri River Breaks National Monument, Attn: Business Plan, P.O. Box 1389 Fort Benton, MT 59442.

The BLM's plan for outreach and notice about fees includes:

- 15-day public comment period from December 20-January 3, 2025.
- News release and social media posts announcing the public comment period for proposed fee changes, including information on how to provide comments.
- Information on proposed and/or approved fee changes will be posted on BLM's website at <https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>.
- Public information sessions about the fee proposals and how to provide comments.
- Any approved fee changes would be updated on the fee signs on-site to clearly reflect the fee changes when new fee schedule implemented.
- Publication of a Federal Register Notice for new fee sites.

Once the public comment period is completed and any changes are made to the fee proposal because of analysis of the public participation, the UMRBNM will present the draft business plan proposal to the Missouri Basin Resource Advisory Committee (RAC) in 2025.

These outreach methods comply with requirements established by FLREA and BLM policy.

Before charging fees at new fee sites, the following outreach will occur:

- Publish a Notice of Intent in the Federal Register at least six months in advance of implementing fees at new fee sites.
- Issue a news release about the Federal Register Notice of Intent.
- Physically post the Federal Register notice near each of the new sites.