



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

Upper Snake Field Office

Campground Fees Business Plan



Prepared by the BLM
Upper Snake Field Office

July 2025

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

(Henry's Lake, BLM Photograph)

Upper Snake Field Office, Idaho Falls District (LLIDI01000)
[St. Anthony Sand Dunes LVRDID130000, Kelly Island Campground LVRDID040000,
and South Shore TBD]

For more Information

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RECOMMENDATIONS, REVIEWS, and APPROVALS

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John Reffit, Upper Snake Field Manager

Date

Reviewed by:

Martha Price, Acting Idaho Falls District Manager

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Approved by:

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Date

This business plan was prepared by the Bureau of Land Management's Upper Snake Field Office 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 campgrounds: Egin Lakes Access Recreation Site, Kelly Island Campground, and Henry's Lake South Shore within the Upper Snake Field Office.



United States Department of the Interior



BUREAU OF LAND MANAGEMENT
Upper Snake Field Office
1405 Hollipark Drive
Idaho Falls, ID 83401

In Reply Refer to:
2932 (LLIDI01000)

Dear Reader,

I am pleased to present for your review and comment, the Upper Snake Field Office (USFO) Campground Fees Business Plan, managed by the Bureau of Land Management (BLM), Idaho Falls District. This plan outlines the proposed modifications and enhancements to our recreation fee program at Egin Lakes Access Recreation Site, Kelly Island Campground, and proposed campground and day-use area improvements at Henry's Lake South Shore.

Current Fee Structure:

The USFO currently manages the following sites under the recreation program pertaining to this business plan:

1. Egin Lakes Access Recreation Site:

The BLM manages 48 developed campsites within the Egin Lakes Access Recreation Site (Egin Lakes), a day-use parking area, an equestrian parking area, and an overflow parking area. There is an on-site vendor (seasonal), as well as a contact station area for the Fremont County Sheriff's Office personnel, emergency services, BLM, and a designated area for a seasonal campground host. Currently a total of 26 of the campsites are reservable on Recreation.gov, 22 campsites are first-come first-served only.

- **Current Fees:** The difference in fees between the A, B, and C sites is due to the size of the site and how many Recreational Vehicles (RVs), equipment (e.g., Utility Terrain Vehicles (UTV), sand rails, motorcycles), and the number of people each site can accommodate.
 - **Campground expanded amenity fee**
 - 10 "A sites" (maximum number of people 16-20)
\$60/night (site is double width and 72' long)
 - 25 "B sites" (maximum number of people 12)
\$30/night (site is single width and 72' long)
 - 13 "C sites" (maximum number of people six (6))
\$25/night (site is single width and 50' long)
 - **Day-use standard amenity fee:** \$5/day per vehicle

- **RV Dump station:** \$10/dump for non-campers, free for campers
- **Amenities:** The campground meets the Federal Lands Recreation Enhancement Act's (FLREA) minimum requirements for charging an expanded amenity fee, which includes the following: Tent and trailer spaces, picnic tables, seven (7) potable water hydrants, access roads, self-pay fee station and fee booth (staffed during busy periods), refuse containers, six (6) accessible double vault toilets, and fire rings. In addition, other enhancements further justify the value of the fee and the quality of the visitor experience such as: Each A, B, and C campsites have electric pedestals with 50amp/30amp/120volt hookups and picnic/shade shelters. Four of the campsites are paved and ADA compliant. Other amenities include day-use and campground designated parking, interpretive and informational kiosks, RV dump station, and three (3) accessible day-use picnic sites with shelters and grills. There is a campground host on-site (seasonal), and regular patrol by BLM and county law enforcement. Off-highway vehicle (OHV) users also have access to an on/offloading ramp within the day-use parking area.

2. Kelly Island Campground:

The BLM manages 15 campsites within Kelly Island Campground (Kelly Island) including day-use areas. One campsite is a designated group campsite and is reservable by contacting the BLM USFO.

- **Camping Fees:**
 - **14 campsites (non-reservable):**
 - \$10/night single site (accommodates two (2) vehicles and maximum of eight (8) people per site)
 - \$20/night double capacity site (accommodates four (4) vehicles and maximum of 16 people per site)
 - **1 group campsite (reservable):** \$35/night (accommodates 30-35 people and four (4) Large RVs)
- **Amenities:** The campground meets the FLREA minimum requirements for charging an expanded amenity fee, which includes the following: Each single campsite includes a designated tent or trailer space, picnic table(s), fire ring, and potable water spigot (added in 2024). Other minimum required amenities include two (2) accessible vault toilets, refuse containers, on-site campground host (seasonal), access roads, and self-pay fee station. In addition, other enhancements further justify the value of the fee and the quality of the visitor experience such as: The day-use areas have picnic table(s) and fire rings. The group campsite has an oversized picnic/shade shelter, picnic tables, fire rings, potable water spigots, and grill(s) (all amenities added in 2024). The water system was also upgraded in 2024.

3. Henry's Lake South Shore:

The BLM manages Henry's Lake South Shore (South Shore) which is currently a primitive and mostly undeveloped site. Dispersed recreation use on approximately 180 acres of BLM-managed lands on the bench to the east of an undeveloped boat

ramp has historically occurred. Plans for future development are discussed in this business plan.

- **Fee:**
 - **Day-use and boat access:** Free
 - **Camping:** Free
- **Amenities:** Currently the site does not have the required amenities to charge a fee. The site has one accessible double vault toilet, two designated gravel parking areas, and a natural surface boat ramp. Visitors can currently camp in dispersed locations and utilize the boat ramp free of charge.

Proposed Changes to Existing Fees:

Egin Lakes and Kelly Island are popular camping and recreational destinations for both local residents and travelers, with the current fee structure for the campground in place at Egin Lakes since 2004 and the standard amenity fee for day-use since 2010. A fee of \$5 was established in the 1990s at Kelly Island, the fee was increased to \$10 for single sites, \$20 for double sites, and \$35 for the group site in 2007. This plan proposes the following changes to the existing fee structure at each of the two above-mentioned campgrounds:

Expanded Amenity Site	Current Fee	Proposed Fee
Egin Lakes Campground	A site: \$60/night	A site: \$90/night
	B site: \$30/night	B site: \$50/night
	C site: \$25/night	C site: \$35/night
	RV Dump: \$10/dump for non-campers	No change
Kelly Island	Single site: \$10/night	Single site: \$15/night
	Double site: \$20/night	Double site: \$30/night
	Group campsite: \$35/night	Group campsite: \$60/night
Standard Amenity Site	Current Fee	Proposed Fee
Egin Lakes Day-Use	\$5/vehicle per day	\$10/vehicle, per day
	Annual season pass: \$60	Annual season pass: \$80

The significant rate difference between Egin Lakes Campground and Kelly Island is due to the higher level of development of facilities (e.g., electric, dump station, shade shelters, large sites to accommodate multiple RVs) at Egin Lakes and comparison to other sites adjacent to the campgrounds.

Future Developments and New Fees at Henry's Lake South Shore:

This business plan proposes the following new Standard Amenity Fee and Expanded Amenity Fees at South Shore:

- **New Standard Fee for day use:**

- Implement a \$10/vehicle per day Standard amenity day-use fee.
- Provide an option to purchase a \$60/individual season pass for day-use
- The USFO proposes the introduction of a new standard amenity fee at South Shore to support maintenance of the day-use areas and facilities; improve visitor and informational services to the public; manage for anticipated high visitor demand of the day-use areas and boat ramp; and protect sensitive resources (e.g., erosion mitigation on BLM-managed land along the shoreline of Henry's Lake). In addition to the existing amenities identified above, the following would be installed and/or provided prior to implementation of new fee: permanent refuse containers, interpretive signage and information kiosks, benches and picnic tables, and presence through campground host and/or other security services.

Future Campground:

Furthermore, the USFO is proposing to add a new expanded amenity fee at the planned South Shore Campground once the future development is completed and required amenities are established on site. Currently, this site offers dispersed camping. However, in compliance with FLREA, future developments will include a graveled loop campground with 14 designated campsites, access roads, vault toilets, campground host site, and interpretive and informational signage. In addition, future developments at each designated campsite includes a tent pad, picnic table, and fire ring. The USFO is also planning to make each future campsite reservable through an online system (e.g., Recreation.gov). Future developments are anticipated to be completed at the location by 2026 or 2027. These amenities will either be installed or confirmed to exist prior to initiating fee collection to ensure compliance with FLREA. The Standard amenity fee would be \$10 per vehicle per day, with an option for a \$60 individual annual season pass.

- **New Expanded Amenity Fee at South Shore:**
 - Implement a \$25/night fee for each designated campsite.

Compliance and Reinvestment:

This business plan proposes the collection of increased expanded amenity fees at Egin Lakes and Kelly Island, a new standard amenity fee for day-use at South Shore, and a new expanded amenity fee at the future South Shore Campground, in compliance with the FLREA. FLREA authorizes the BLM to collect recreation fees at developed sites that meet specific criteria, such as providing amenities like designated parking, permanent restrooms, picnic areas, security services, etc. The fees collected at each of the three campgrounds pertaining to this business plan will be used to help maintain and enhance the sites at which those fees are collected as stated in §6807 (Expenditures) of FLREA including, but not limited to, repair, maintenance, and facility enhancement, visitor information services, needs and monitoring assessments, signage (e.g., interpretive or informational signage), law enforcement needs related to recreational

and public use, and direct operating or capital costs. In addition, market research indicates that the proposed fees align with other campground and day-use areas within the area with consideration of the amenities and cost of each of those facility offerings. Each site either currently meets, or will be improved to meet, the criteria for charging standard or expanded amenity fees under FLREA. The criteria (amenities) are identified for each of the sites above.

Public Comment Period:

This draft plan is available for a 30-day public comment period from July 18, 2025, to August 18, 2025. Comments received will be summarized in this document and may be used to modify the draft business plan, as appropriate. To ensure your comments are considered, you must submit them in writing by the last day of the public comment period.

Please include your address, phone number, email address, or other contact information with your comment. Please be aware that your entire comment, including any personal identifying information, may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so. BLM will not consider anonymous comments. You may submit your comments in writing in the following ways:

- **Email comments to:** BLM_ID_UpperSnakeOffice@blm.gov
- **Mail or hand-deliver comments to:**

BLM Upper Snake Field Office
1405 Hollipark Drive
Idaho Falls, ID 83401

If you have any questions regarding management of the recreation fee program, please contact Monica Zimmerman, Outdoor Recreation Planner, by email at mzimmerman@blm.gov (subject line: "recreation fee program") or by phone at 208-524-7543.

Thank you for your interest in your public lands.

Sincerely,

Martha Price, Acting Idaho Falls District Manager

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1 Executive Summary

The Upper Snake Field Office (USFO), Idaho Falls District Business Plan outlines the proposed changes to the recreation fee program at Egin Lakes Campground and Day Use Area (Egin Lakes), Kelly Island Campground (Kelly Island), and Henry's Lake South Shore (South Shore). This plan has been developed to ensure that the USFO continues to provide high-quality recreational experiences while managing increased visitor demand, maintaining infrastructure, and protecting natural resources.

This business plan was prepared to meet the criteria defined in the Bureau of Land Management (BLM) 2930-1 Recreation Permit and Fee Administration Handbook (H-2930-1 Recreation and Permit Fee Administration Handbook) and the "Federal Lands Recreation Enhancement Act, 2004" (FLREA). FLREA authorizes the BLM to locally retain collected recreation fees and outlines how revenues may be used for such things as facility repair, maintenance, facility enhancement, interpretation, visitor information, visitor services, visitor needs assessments, signs, habitat restoration, law enforcement related to public use and recreation, and operating or capital costs directly associated with the Recreation and Visitor Services program.

FLREA guidelines require that each fee program have a business plan which thoroughly discusses fees and explains how fees are consistent with the criteria set forth in FLREA and other agency directives.

The primary purpose of this business plan is to serve as public notification of the objectives for recreation fee revenues at Egin Lakes, Kelly Island, and South Shore and provide the public with an opportunity to comment on these objectives. The plan provides detailed information on proposed increases in existing expanded amenity fees at Egin Lakes campground and day-use area and the Kelly Island group campsite. The plan also introduces new standard amenity fees for day-use and expanded amenity fees for camping at South Shore. The fees at South Shore would not be implemented until completion of all planned improvements to the site and/or day-use areas. The plan ultimately reflects the BLMs commitment to providing sustainable recreation opportunities and ensuring that fees collected are reinvested into maintaining and improving the recreation sites. In addition, market research indicates that the proposed fees are aligned with other fee areas within the area.

Key Proposed Changes

1. Modification of Existing Fees:

Table 1: Current and Proposed Fees at Egin Lakes and Kelly Island Campground

Expanded Amenity Site	Current Fee	Proposed Fee
Egin Lakes Campground	A site: \$60/night	A site: \$90/night
	B site: \$30/night	B site: \$50/night
	C site: \$25/night	C site: \$35/night
	RV Dump: \$10/dump for non-campers	No change
Kelly Island	Single site: \$10/night	Single site: \$15/night
	Double site: \$20/night	Double site: \$30/night
	Group campsite: \$35/night	Group campsite: \$60/night
Standard Amenity Site	Current Fee	Proposed Fee
Egin Lakes Day-Use	\$5/vehicle per day	\$10/vehicle, per day
	Annual season pass: \$60	Annual season pass: \$80

2. Introduction of New Standard Amenity Fees:

- **New Standard Amenity Fee at South Shore:**
 - Implement a **\$10/vehicle per day fee**.
 - Provide an option to purchase a **\$60/individual season pass for day-use**.
 - The site currently has one accessible double vault toilet, two designated gravel parking areas, and a natural surface boat ramp. In addition to these existing amenities, the following would be installed and/or provided prior to implementation of new fee: permanent trash receptacles, interpretive signage and information kiosks, benches and picnic tables, and presence through campground host and/or other security services.

3. Future Campground:

The USFO is proposing to implement a new expanded amenity fee at the planned South Shore Campground once the future development is completed and required amenities are established on site. Currently, this site offers dispersed camping. However, future developments will include a graveled loop campground with 14 designated campsites, access roads, vault toilets, campground host site, and interpretive and informational signage. In addition, future developments at each designated campsite includes a tent pad, picnic table, and fire ring. The USFO is also planning to make each future campsite reservable through an online system (e.g., Recreation.gov). Future developments are anticipated to be completed at the location by 2026 or 2027. Once these amenities are in place, the office plans to implement an expanded amenity fee.

- Implement a **\$25/night fee** for each designated campsite.

These changes are necessary to help maintain and enhance the sites at which those fees are collected as stated in §6807 (Expenditures) of FLREA including, but not limited to, repair, maintenance, and facility enhancement, visitor information services, needs and monitoring assessments, signage (e.g., interpretive or informational signage), law enforcement needs related to recreational and public use, and direct operating or capital costs. The proposed fee adjustments are designed to balance affordability with the need to maintain and improve the quality of the visitor experience, as well as remain comparable in cost to other campground areas which serve the USFO area.

2 Background and 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.

Definition of the Expanded and Standard Amenities referenced from FLREA (P.L. 108-447, as amended), and the BLM recreation fee program policy and manual (Manual 2930 – Recreation Permits and Fees) is the following:

- Expanded Amenity Recreation Fees cover specialized 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).

- Additional Expanded Amenity recreation facilities or services include rental of cabins, group day-use or overnight sites, binoculars or other equipment (Sec.803.(g)(2)(C) of FLREA); use of hookups for electricity, cable, or sewer (Sec.803.(g)(2)(D) of FLREA); use of sanitary dump stations (SEC.803.(g)(2)(E) of FLREA); and use of reservation services (Sec.803.(g)(2)(G) of FLREA).
- Standard Amenity Recreation Fees cover, but not limited to, (A) that provides significant opportunities for outdoor recreation; (B) that has substantial Federal investments; (C) where fees can be efficiently collected; and (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 (Sec. 803.(f)(4)(A-D) of FLREA).

These fees are usually implemented through the issuance of a recreation use permit (RUP), or through a specific annual pass, such as the America the Beautiful – The National Parks and Federal Recreational Pass Program (ATB). BLM policy requires that revenue from RUPs be deposited into a separate account (pg. 2-3 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.

- **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-managed 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, and
- Provide for and receive fair value in recreation.

3 Introduction to the Upper Snake Field Office Recreation Program

The BLM USFO is a component of the BLM Idaho Falls District and is the administrative unit primarily responsible for the recreation program, including Egin Lakes, Kelly Island, and South Shore pertaining to this business plan. The USFO is the largest field office in the Idaho Falls District, managing approximately 1,854,000 acres of BLM-managed lands in eastern Idaho. The boundaries of the field office include Craters of the Moon to the west, Wyoming to the East, Montana to the north, and the Snake River and Bonneville County Line to the south. The major programs managed by the field office include grazing, recreation, and realty.

The USFO offers one of the most dynamic and complex recreation programs in the BLM. Whether fishing or floating the internationally renowned South Fork of the Snake River (South Fork), taking an exhilarating buggy ride on the St. Anthony Sand Dunes, or a quiet stroll on the Cress Creek Nature Trail, there is an impressive variety of recreational activities for enthusiasts of all ability levels. With over 250,000 visitors a summer, the South Fork is one of the most sought-after fishing destinations. Likewise, the St. Anthony Sand Dunes offers over 10,000 acres of continuous sand dunes for those interested in recreating on public land. The Dunes also see approximately 250,000 visitors a year.

Migrating and resident wildlife also provide plentiful opportunities for hunting, photography, and wildlife observation within the USFO. The recreation program plays a crucial role in improving access to appropriate recreation opportunities, ensuring quality recreational experiences and enjoyment of natural and cultural resources, and providing for fair value in recreation. The USFO is committed to providing exceptional recreational experiences while effectively managing the impact of increasing visitation.

Overview of the Recreation Fee Areas:

Egin Lakes, Kelly Island, and South Shore are some of the key areas within the USFO recreation program. These areas are popular for visitors interested in fishing, boating, hiking, OHV use, wildlife watching, biking, and swimming, among many other activities. Due to a significant rise in visitor numbers, these areas have become focal points for increased wear and tear on facilities and BLM-managed lands, greater need for maintenance of sites and facilities, higher demand for visitor services (e.g., signage, informational materials and services, including campground hosts), and increased need for patrols to maintain visitor health and safety, among other needs.

Visitor Data Table:

To provide context for the proposed fee changes, the following table illustrates the number of visitors to the USFO by fiscal year:

Table 2: Estimated Number of Visitors to the Upper Snake Field Office Fiscal Years 2020-24

Fiscal Year	Estimated Number of Visitors
FY2020	1,118,429
FY2021*	1,990,519
FY2022	1,279,134
FY2023	1,281,228
FY2024	1,285,396

**FY2021 estimated number of visitors is high due to the influence of high recreation use after/during Covid 19 pandemic.*

Purpose of the Fee Program:

The recreation fee program at Egin Lakes, Kelly Island, and South Shore are crucial for addressing the challenges posed by increased visitor use. The fees collected are directly reinvested into the sites to provide staffing to maintain campgrounds and facilities, trash collection through dumpster (refuse containers) contracts, vault toilet maintenance and pumping waste through contracts, kiosk and self-pay fee station upkeep, site monitoring, upgrade or new installation of infrastructure, enhance visitor services, and complete projects to minimize environmental impacts (e.g., fencing, signing). This reinvestment ensures that the sites can accommodate the growing number of visitors while maintaining high standards of safety, cleanliness, and overall quality.

Context for Proposed Changes:

To effectively manage the demands placed on the campgrounds, we are proposing increased expanded amenity fees for camping at Egin Lakes and Kelly Island, a new standard amenity fee for day-use at South Shore, and a new expanded amenity fee for designated camping at South Shore. The fees at South Shore would not be implemented until completion of all planned improvements to the site. These adjustments are essential for covering the escalating costs associated with increased site maintenance and staffing needs, expanded visitor services, and improvements to sites. In addition, market research indicates that the proposed fees are aligned with other campground areas within the area. The changes will help sustain the site's ability to provide a safe and enjoyable experience for all visitors, addressing the pressures of growing use and ensuring long-term site viability.

Vision for the Future:

Our vision for Egin Lakes, Kelly Island, and South Shore includes continued enhancements to meet the evolving needs of our visitors. With the proposed fee

increases, we plan to improve and expand the amenities, provide higher staffing and hosting levels, and expand visitor services at Egin Lakes and Kelly Island. The new standard and expanded amenity fees at South Shore would not be initiated until improvements are completed utilizing existing funds to cover the costs of the improvements. The new fees at South Shore will cover the escalating costs associated with a recreation site so close to Yellowstone National Park and almost two hours from the field office. These new fees will assist with increased site maintenance, improve infrastructure, increase accessibility, expand visitor services, and provide a more consistent presence through a volunteer campground host. These improvements will support our commitment to delivering exceptional recreational experiences while managing the impacts of increasing visitation effectively.

4 Site Descriptions and Proposed Modifications to Fee Rates

This section provides a detailed description of each site where existing fees are proposed for modification or where new fees are proposed. For each site, the business plan outlines the current and/or proposed fee structures, including both expanded amenity fees and standard amenity fees, along with the rationale for the changes. These changes are designed to meet the needs of the increasing number of visitors, enhance the visitor experience, and ensure the continued protection and maintenance of the resources and facilities at these locations.

4.1 Egin Lakes Campground and Day-use Area

Description:

The BLM manages 48 developed campsites within the Egin Lakes Access Recreation Site (Egin Lakes), a day-use parking area, equestrian parking area, and an overflow parking area. There is an on-site vendor (seasonal), as well as Contact Station Area for the Sheriff, EMS, BLM, and a campground host. Currently a total of 26 of the campsites are reservable on Recreation.gov, 22 campsites are first-come first-served only. Future plans may shift more sites to the reservation system.

- **Geographical Location:** Eight miles west and northwest of St. Anthony, Idaho in Eastern Idaho.

Figure 1: Map Showing Design of Egin Lakes Campground and Day Use Area

- **Activities:** OHV use, hiking, equestrian use, biking, camping, picnicking, wildlife viewing, water access
- **Current Amenities:** The campground meets the Federal Lands Recreation Enhancement Act's (FLREA) minimum requirements for charging an expanded amenity fee, which includes the following: Tent and trailer spaces, picnic tables,

seven (7) potable water hydrants, access roads, self-pay fee station and fee booth (staffed during busy periods), refuse containers, six (6) accessible double vault toilets, and fire rings. In addition, other enhancements further justify the value of the fee and the quality of the visitor experience such as: Each A, B, and C campsites have electric pedestals with 50amp/30amp/120volt hookups and picnic/shade shelters. Four of the campsites are paved and ADA compliant. Other amenities include day-use and campground designated parking, interpretive and informational kiosks, RV dump station, and three (3) accessible day-use picnic sites with shelters and grills. There is a campground host on-site (seasonal), and regular patrol by BLM and county law enforcement. Off-highway vehicle (OHV) users also have access to an on/offloading ramp within the day-use parking area. Egin Lakes meets the FLREA standard and expanded amenity fee requirements based on the amenities provided above.



Figure 1: Egin Lakes Campground and Day Use Area



Figure 1: Photo of “A campsite” at Egin Lake Campground (BLM Photo)



Figure 2: Photo of “B campsite” at Egin Lake Campground (BLM Photo)



Figure 3: Photo of accessible “A campsite” at Egin Lake Campground (BLM Photo)



Figure 4: Photo of “C campsite” at Egin Lake Campground (BLM Photo)



Figure 5: Photo of Day-use picnic/shade shelters at Egin Lakes (BLM Photo)

Existing Fee Structure:

- **Fee Type:** Expanded Amenity Fee and Standard Amenity Fee
- **Current Fees:**
 - Expanded Amenity Fee
 - 10 “A sites” (accommodates large groups): \$60/night (double wide)
 - 25 “B sites” (accommodates medium groups): \$30/night (single wide)
 - 13 “C sites” (accommodates small groups): \$25/night (single wide)
 - RV Dump Station: \$10/dump for non-campers, free for campers
 - Standard Amenity Fee
 - Day-use fee: \$5/day per vehicle

Proposed Fee Modifications:

- **Fee Type:** Expanded Amenity Fee
- **Proposed Fees:**
 - Expanded Amenity Fee
 - Increase “A site” fee from \$60/night to \$90/night
 - Increase “B site” fee from \$30/night to \$50/night
 - Increase “C site” fee from \$25/night to \$35/night
 - No change to the RV Dump Station

- Standard Amenity Fee
 - Increase day-use fee from \$5/vehicle per day to \$10/vehicle per day
 - Increase annual season pass fee from \$60/person to \$80/person
- **Implementation Timeline:** Modified fees will be implemented for 2026 season.

4.2 Kelly Island

Description:

The BLM manages 15 campsites within Kelly Island including a day-use area. 14 of the campsites are first-come first-served. One campsite is a designated group campsite and is reservable by contacting the BLM USFO.

- **Geographical Location:** Kelly Island is approximately 25 miles northeast of Idaho Falls. Located in Bonneville County, Kelly Island is approximately 1.5 miles southeast of Heise Hot Springs along the Snake River Road. To the immediate east and west, the BLM manages the adjacent wetlands. Kelly Island is bordered to the north by private land and to the south by the South Fork.
- **Activities:** camping, day-use activities, wildlife viewing, fishing
- **Current Amenities:** Each single campsite has a picnic table, fire ring, and potable water spigot (added in 2024). Other amenities at Kelly Island include two (2) accessible vault toilets, refuse containers, on-site campground host (seasonal), access roads, and self-pay fee station. The day-use areas have picnic table(s) and fire rings. The group campsite has an oversized picnic/shade shelter, picnic tables, fire rings, potable water spigots, and grill(s) (all amenities added in 2024). The water system was also upgraded in 2024. The campground receives regular patrols by BLM law enforcement. Kelly Island meets the FLREA expanded amenity fee requirements.

Existing Fee Structure:

- **Fee Type:** Expanded Amenity Fee
- **Current Fees:**
 - 14 single campsites: \$10/night or \$20/night double occupancy
 - 1 group campsite: \$35/night

Proposed Fee Modifications:

- **Fee Type:** Expanded Amenity Fee
- **Proposed Fees:**
 - Increase single sites to \$15/night.
 - Increase double sites to \$30/night.
 - Increase group campsite fee to \$60/night.
- **Implementation Timeline:** Modified fees will be implemented for 2026 season.

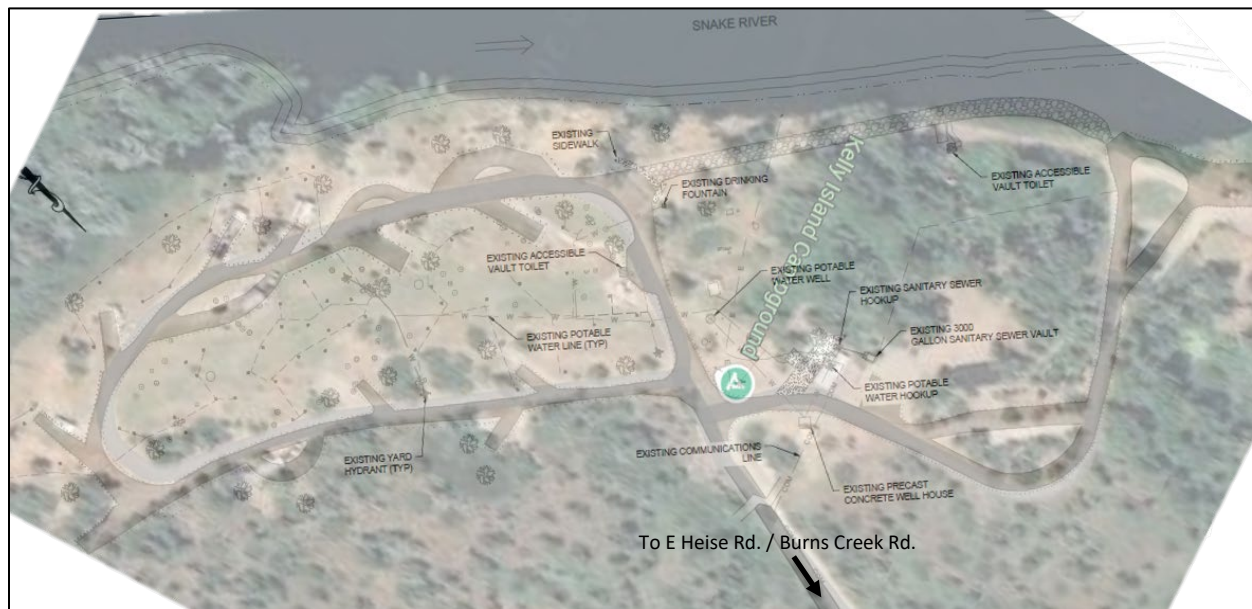


Figure 6: Map Showing Layout of Kelly Island



Figure 7: Photo of group campsite picnic/shade shelter at Kelly Island (BLM Photo)



Figure 8: Photo of single campsite at Kelly Island (BLM Photo)

4.3 South Shore

In addition to proposing to modify existing fees at Egin Lakes and Kelly Island, the USFO is proposing the introduction of new fees at South Shore. South Shore is located on the southern shore of Henry's Lake. The recreation area is ~ 35 miles south of Yellowstone National Park. The area is a popular destination for a large array of recreational opportunities. In recent years, South Shore has become a popular area for people to camp during their visit to Yellowstone National Park.

Activities: camping, day-use activities, wildlife viewing, fishing, boating

- **Current Amenities:** The site is largely undeveloped and currently has one accessible double vault toilet, two designated gravel parking areas, access roads, and a natural surface boat ramp. Visitors currently camp in dispersed locations and utilize the boat ramp free of charge. In addition to these existing amenities, the following would be installed and/or provided prior to implementation of new fee: permanent trash receptacles, interpretive signage and information kiosks, benches and picnic tables, and presence through campground host and/or other security services.

Existing Fee Structure:

- **Fee Type:** None
- **Current Fees:** None

Proposed New Fee:

- **Fee Type:** Standard Amenity and Expanded Amenity Fee
- **Proposed Fee:** New Standard Fee at South Shore
 - Implement a \$10/vehicle per day fee.
 - Provide an option to purchase a \$60/individual season pass for day-use
- **Proposed Fee:** New Expanded Amenity Fee at South Shore
 - Implement a \$25/night for each designated campsite.
- **Implementation Timeline:** 2026 or 2027 when amenities are in place on site. In addition, prior to implementation of the proposed fee a Notice of Intent to collect fees will be published in the Federal Register following the final authorization to implement from the state director. The Federal Register notice will be posted at South Shore and businesses and other recreations sites near the affected area. The new fees would be implemented 180 days after the publication of the Federal Register notice.

Existing and New Amenities:

Day-Use/Shoreline

- Currently a gravel boat ramp exists at the location. Future plans are to install concrete planks for ease of access at the ramp subject to future funding. A parking area exists associated with the boat ramp for single vehicles and vehicles with boat trailers. Plans are to install a perimeter fence (e.g., post and cable, metal panels, buck and pole) around the parking area (funded).

- Existing double vault toilet near the boat ramp.
- Informational kiosks would be installed (funded).
- A day-use area exists west of the boat ramp. This day-use area provides access for small non-motorized watercraft (e.g., pontoon, kick boats, kayaks). A graveled parking area accommodates the vehicles associated with the small watercraft access. A second day-use area already exists near the boat ramp. A third day-use area would be located on the bench east of the boat ramp (funded). Parking for these areas would be established with appropriate signage and perimeter fencing (e.g., post and cable, metal panels, buck and pole) utilizing existing funds.
- A fence (e.g., post and cable) exists parallel to the shoreline, and a fence would be installed between the boat ramp and the mouth of Hope Creek to prevent motorized access to the wetland area (funded).

New Amenities:

Camping - The following improvements are planned and funded:

- Approximately 15 developed campsites would be constructed with associated hardened spurs and road system west of the boat ramp.
- Fire rings and picnic tables would be installed.
- Two vault toilets would be installed.
- A camp host site would be developed in the developed camping area.
- Grizzly Bear food storage requirements (IGBC Interagency Grizzly Bear Committee-Yellowstone Ecosystem Subcommittee Food Storage Regulations 2019) would be implemented to reduce conflict between bears and humans.

The following campground improvements are subject to future funding:

- A well and water facilities may be developed to support visitor needs.
- Camp host site could include a hardened site with power and water hook-ups.



Figure 9: Conceptual design of South Shore campground and day-use areas



Figure 10: View of South Shore campground construction and day-use areas (BLM Photo)

Model for Establishing Future Fee Changes

To keep up with rising management and maintenance costs, the USFO will lean on the average annual Western U.S. Consumer Price Index (CPI) to allow for a single CPI-based increase of up to 10% once the Western U.S. CPI increases by 20% from the base year (when fees are first charged). Any subsequent fee adjustments, regardless of CPI growth, must go through the public participation process, including BLM Idaho Resource Advisory Council (RAC) engagement if required. This ensures the proposal remains compliant with FLREA and consistent with BLM guidance.

Rationale for Fee Modification at Egin Lakes and Kelly Island:

Existing annual visitor counts indicate an upward trend in the number of visitors over the last five fiscal years. With increases in visitation and recreation demands, it is vitally

important for the USFO to continue to provide and improve recreational offerings for the public. This fee adjustment is proposed to address site maintenance, resource protection, improving visitor services and experiences (e.g., interpretive facilities and/or services), facility upgrades and modernization, infrastructure development and expansion, safety and security, waste management, maintaining recreational access, operational costs, and staff support. The increased fee will help the USFO meet the needs of the growing number of visitors and ensure that the sites continue to provide a high-quality experience.

Purpose and Justification of New Fee at South Shore:

The new standard amenity and expanded amenity fees are intended to enhance existing amenities, manage increased visitor demand, and protect the shoreline restoration recently completed. Funds collected from this fee will be reinvested into the site to maintain and enhance the facilities, improve the parking areas, enhance visitor safety, support operational costs and staff support. Like the fee modification for Egin Lakes and Kelly Island, the new fees will help the USFO meet the needs of the growing number of visitors and ensure that the sites continue to provide a high-quality experience. Fee implementation will be deferred until all required amenities are in place.

Impact of Proposed Changes:

Increased fee revenue would allow the USFO to continue to provide safe, well-maintained, high quality recreation experiences. Additional resources would also provide opportunities to expand recreational offerings and modernize current offerings (e.g., campground facilities). Some examples of this already being explored are improved information kiosks and interpretive signage, improved site amenities (e.g., shower facilities, water spigots, modernized restrooms), and a new public contact station (i.e., fee booth). The day-use and campground facilities represent a substantial public investment, and without fee increases, visitors would likely see a loss of functionality and use of these facilities. As costs and visitation continue to increase, without fee increases, maintenance may not occur as quickly or as often as needed, and some visitor services may be reduced.

Fee increases could also provide benefits to the local economy. Providing high-quality recreational opportunities and sites helps ensure continued visitation, reduces vandalism, and decreases maintenance costs. Keeping recreation site infrastructure in good condition, clean, and serviced to high standards is imperative to the local economy. Maintaining those high standards and creating new opportunities improves the overall recreational experience for current and future visitors and continues to make USFO lands a place where people want to return to. Based on observed use patterns and available visitation data for Kelly Island Campground, the site is used primarily by residents and Egin Lakes and South Shore are used by residents, regional and national visitors. We recognize that a proposed fee increase, and new fee may impact these users. However, the revenue generated will support critical infrastructure improvements,

maintain safe and accessible facilities, and enhance the overall visitor experience for all users.

4.5 e-Commerce and Reservation Services Implementation

The USFO will use various e-commerce technologies (e.g., Recreation.gov, scan and pay, Remote Off-Grid Kiosk (ROK), mobile point of sale) as directed in BLM Instruction Memorandum 2025-010, to provide recreation visitors opportunities to find, reserve and pay for campsites and day use within the field office. Most of these options are provided through the interagency reservation service Recreation.gov. If the USFO 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).

The current reservation service range is \$0.50 to \$10.00 depending on the type of service provided. The reservation services fee is subject to contracting requirements and may increase with contractual changes without future updates to the business plan. For visitors who wish not to pay the expanded amenity fee of reservation services, the field office 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.

4.6 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 those charged at some USFO 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. Below is an image of the different types of ATB passes.



Figure 111: Image of different America the Beautiful Passes

5 Operating Costs

This section outlines the current and projected operating costs associated with managing and maintaining Egin Lakes, Kelly Island, and South Shore. Understanding these costs is essential for determining the appropriate fee structure and ensuring that the site(s) can continue to provide high-quality services and facilities to visitors.

5.1 Current Operating Costs

The following tables provide a breakdown of the current operating costs for the USFO in managing Egin Lakes, Kelly Island, and South Shore. These costs include routine maintenance, staffing, contracted service, and other essential expenses.

Table 3: Direct Operating Costs for Egin Lakes Fiscal Years 2020-2024

Cost Category	Brief Description	2020	2021	2022	2023	2024
Staffing Costs	Issue permits, visitor services, interpretation	\$98,317	\$51,124 No seasonal staff	\$71,059 Limited seasonal staff	\$115,611	\$114,314
	Youth agreement	0			\$44,000	\$23,919
	Hosts	\$14,532	\$15,000	No Host	No Host	\$7,560
Maintenance and Repairs	Electrical repairs and maintenance of facilities	\$8,500	\$26,000	\$15,000	\$20,000	\$21,000
Supplies and Materials		\$21,211	\$17,953	\$10,558	\$20,138	\$40,000
Contracted Services	Vault pumping contract	\$12,000	\$20,000	\$20,000	\$26,000	\$26,000
	Dumpster (refuse containers) contract	\$9,000	\$11,000	\$12,000	\$20,000	\$18,140
	other	\$8,500				
Miscellaneous Costs	Vehicles	0		\$2,700	\$1,244	\$1,315
	U of I Research Agreement		\$25,000	\$20,000		
Total Costs		\$178,759	\$166,077	\$151,317	\$246,993	\$244,688

Table 4: Direct Operating Costs for Kelly Island Fiscal Years 2020-2024

Cost Category	Brief Description	2020	2021	2022	2023	2024)
Staffing Costs	Maintenance/Host	\$2000	\$2,000	\$2,000	\$2,000	\$3,311
Maintenance and Repairs	Repairs to the water system and maintenance of facilities	\$6,134	\$5,809	\$1,900	\$3,813	\$8,000
Supplies and Materials		\$4,000	\$2,000		\$818	\$2,915
Contracted Services	Dumpster (refuse containers) contract	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
Total Costs		\$14,134	\$11,809	\$5,900	\$8,631	\$14,226

Operating Costs for South Shore is minimal for fiscal year 2024 due to the limited facilities at the location. In 2024, staff cleaned the vault toilet on a weekly basis throughout the summer. Table 4 identifies the costs associated with development of the campground. Construction of the campground began in 2024; work will continue in fiscal year 2025/2026.

Table 5: Direct Operating Costs for South Shore Fiscal Year 2024/2025

Cost Category	Brief Description	Annual Cost (\$)
Staffing Costs	Force Account	\$50,000
	Recreation Staff	\$10,000
Supplies and Materials	Picnic tables and fire rings	\$12,580
	Signs/Kiosk	\$26,811
	Post & cable fencing	\$18,165
Capital Improvements	Gravel and geogrid for campground loop	\$84,925
	Vault toilet	\$22,345
Total Costs		\$224,826

5.2 Projected Operating Costs

To accommodate increasing visitor numbers and planned improvements, the USFO anticipates changes in operating costs over the next **four** years. The tables below outline the projected costs based on current trends and planned initiatives.

Table 6: Projected Operating Costs and Potential Future Projects for Egin Lakes

Cost Category	Projected Annual Cost (Year 1)	Projected Annual Cost (Year 2)	Projected Annual Cost (Year 3)	Projected Annual Cost (Year 4)
Staffing Costs	\$140,000	\$140,000	\$160,000	\$160,000
Maintenance and Repairs	\$25,000	\$30,000	\$40,000	\$50,000
Supplies and Materials	\$40,000	\$40,000	\$40,000	\$40,000
UTVs, fencing, loading ramp, signage, security and lighting	\$30,000	\$40,000		
Contracted Services				
Dumpster (refuse containers) and Vault Pumping	\$44,000	\$44,000	\$50,000	\$50,000
Capital Improvements				
Fee booth and Wifi		\$50,000		
Playground and vendor area			\$50,000	
Staff trailer, add additional campsites, and harden Hook Access			\$300,000	
Asphalt day-use area and additional picnic/shade shelters				\$550,000
Total Projected Costs	\$279,000	\$339,000	\$640,000	\$800,000

Table 7: Projected Operating Costs and Potential Future Projects for Kelly Island

Cost Category	Projected Annual Cost (Year 1)	Projected Annual Cost (Year 2)	Projected Annual Cost (Year 3)	Projected Annual Cost (Year 4)
Staffing Costs				
Host and staff	\$3,000	\$3,000	\$4,000	\$4,000
Maintenance and Repairs	\$2,000	\$2,000	\$2,000	\$2,000
Supplies and Materials	\$1,000	\$2,000	\$1,000	\$1,000
Contracted Services				
Dumpster (refuse containers) and vault pumping	\$3,000	\$3,000	\$3,000	\$3,000
Capital Improvements				
Fencing and trees	\$5,000			
Riverbank stabilization		\$20,000		
Improve dispersed site adjacent to Kelly Island			\$5,000	
Installation of box culvert for access road				\$50,000
Total Projected Costs	\$14,000	\$30,000	\$15,000	\$60,000

Table 8: Projected Operating Costs and Potential Future Projects for South Shore

Cost Category	Projected Annual Cost (Year 1)	Projected Annual Cost (Year 2)	Projected Annual Cost (Year 3)	Projected Annual Cost (Year 4)
Staffing Costs				
Host and staff	\$15,000	\$15,000	\$10,000	\$10,000
Maintenance and Repairs	\$1,000	\$1,000	\$1,000	\$1,000
Supplies and Materials	\$1,000	\$1,000	\$2,000	\$2,000
Contracted Services				
Dumpster (refuse containers) and vault pumping	\$2,000	\$3,000	\$3,000	\$3,000
Capital Improvements				
2 vault toilets	\$30,000			
Camp host site		\$50,000		
Improve roads			\$75,000	
Picnic/shade shelters at individual sites and concrete boat ramp				\$145,000
Total Projected Costs	\$49,000	\$70,000	\$91,000	\$161,000

5.3 Cost Analysis and Fee Justification

The projected operating costs outlined above demonstrate the growing financial needs required to manage and maintain Egin Lakes, Kelly Island, and South Shore areas as visitation increases and infrastructure is expanded. The proposed fee modifications and/or new fees are justified by the need to:

- Cover rising operational costs, including staffing, maintenance and repairs, contractual services for refuse containers and vault toilet pumping.
- Ensure the sustainability of high-quality visitor services and facilities.
- Fund necessary improvements and upgrades to accommodate growing visitor demand.
- Maintain the environmental and cultural resources within the site.
- Visitor growth within the field office is influencing the cost assumptions and future projects identified in Tables 6-8 to provide a quality recreation experience at the sites.

6 Recreation Fee Revenues

This section outlines the collection and management of recreation fee revenues at the USFO. The fees collected from various recreation sites within the field office are used to maintain and enhance the facilities and services provided to visitors. The following details describe the fee collection process and the revenue distribution for the Egin Lakes, Kelly Island, and South Shore recreation sites.

6.1 Fee Collection Process

Visitors to Egin Lakes and Kelly Island are required to obtain a Recreational Use Permit (RUP)/fee envelope at the self-service fee stations located at each site. Additionally, visitors may use e-commerce features (e.g., Recreation.gov) to obtain a RUP for reservable sites at Egin Lakes. Standard and Expanded amenity fees are currently collected through a variety of methods, including e-commerce platforms, self-serve envelopes, and on-site payment stations. However, consistent with agency direction and evolving federal guidance, the BLM is moving toward minimizing cash and check transactions in favor of secure, digital payment technologies wherever feasible.

- **Onsite Collection:** Campers and day users must display the RUP at their campsite or on their vehicle during their use of the recreation site. The RUP is available at self-service fee stations at both recreation sites and at a fee booth at Egin Lakes. Visitors may also purchase an annual pass for the day-use area at Egin Lakes. Once the fee is established at South Shore, the RUP will be available at a self-service fee station.
- **E-Commerce Options:** Visitors may make a reservation for Egin Lakes campground utilizing e-commerce (i.e., Recreation.gov). Visitors must display a

fee envelope with their reservation number. Currently Kelly Island group site is reserved through calling the field office. Reservations will be obtained through e-commerce (e.g., Recreation.gov) in the future. Options for e-commerce will also be available for fee payment at South Shore.

6.2 Revenue Allocation

The recreational fee revenues collected from Egin Lakes and Kelly Island are deposited into the respective accounts for the St. Anthony Sand Dunes Recreation Program Fee Site LVRDID130000 and Kelly Island Campground Recreation Program Fee Site LVRDID040000. A Recreation Program Fee Site account will need to be established for the new fee at South Shore.

6.3 Revenue Summary

Table 9 illustrates the recent trends in revenue collection, which reflect the impact of visitation. The lower revenue in FY 2023 is based on inaccurate reports; revenue was actually similar to FY 2022.

Table 9: Yearly Revenue Summary for Egin Lakes

Fiscal Year	Revenue
FY2020	\$149,515
FY2021	\$166,879
FY2022	\$167,370
FY2023	\$160,600
FY2024	\$179,822

Table 10 illustrates the recent trends in revenue collection, which reflect the impact of visitor trends. The higher revenue in FY 2023 is due to some of FY 2022 collections being deposited in FY 2023.

Table 10: Yearly Revenue Summary for Kelly Island

Fiscal Year	Revenue
FY2020	\$5,279
FY2021	\$5,087
FY2022	\$4,590
FY2023	\$8,631
FY2024	\$5,976

Comparison of Tables 3 and 4 (Operating Costs) to Tables 9 and 10 (Revenue Summary) show that the current fees do not fully cover current operations. The gap is

covered by utilizing allocated funds and expending funds as they are collected. The proposed fee increases aim to help close the gap. Future potential projects identified in Section 7 will depend on grant opportunities matched with revenues.

Table 11 illustrates the projected trend in revenue collection, which reflect the impact of visitor trends.

Table 11: Projected Revenue Summary for South Shore

Fiscal Year	Revenue Campground	Revenue Day-Use
FY2027	\$25,725	\$5,870

7 Priorities for Future Expenditures

This section outlines the USFO's priorities for the use of recreation fee revenues and planned future expenditures. These priorities align with the goals of enhancing visitor experiences, maintaining, and improving site infrastructure, and ensuring the sustainability of natural and cultural resources at Egin Lakes, Kelly Island, and South Shore.

7.1 Overview of Priorities

The USFO has identified the following priorities for the allocation of recreation fee revenues at Egin Lakes, Kelly Island, and South Shore:

- Maintenance of existing infrastructure and facilities at the three recreation sites, including, but not limited to, restrooms, individual campsites, picnic areas, day-use areas, parking areas, and roads to ensure they remain in good condition and accessible to all visitors.
- Develop additional recreation facilities where appropriate to meet the demand expressed by the public through comments and planning efforts. Ensure that the BLM is meeting goals and objectives for the areas and maximizing visitor experience and safety.
- Continue to maintain a BLM presence at these recreation sites through volunteer campground hosts and staff ensuring customer service is provided to the public.
- Continue to preserve the natural, biological, and cultural resources that are present in these areas. For example, Egin Lakes is adjacent to the Sand Mountain Wilderness Study Area (WSA). Maintenance and development of additional recreation facilities need to be planned ensuring management of the WSA is considered.

- Continue to complete projects at these recreation sites with sustainability initiatives, including resource protection and habitat restoration projects to preserve the natural environment. For example, ensure development at South Shore considers the protection of the recently completed restoration project along the shoreline.
- Enhancement of visitor services, such as the development of new educational programs and interpretive signage. Collaborate with partner groups that are interested in the areas near the three recreation sites.
- Provide security and safety measures at the three recreation sites through law enforcement, staff and host presence, as well as signage, lighting, and security cameras as needed.

These priorities are essential to meeting the needs of the increasing number of visitors and to preserving the quality of the visitor experience at the three recreation sites.

7.2 Planned Expenditures and Long-Term Investment Strategy

The USFO plans to allocate recreation fee revenues toward the following future expenditures at Egin Lakes, Kelly Island, and South Shore to balance immediate needs with future demands (Costs are also identified in Tables 6-8 to display short term, mid-term, and long term priorities) :

Egin Lakes

- Supplies and Materials Amount: \$70,000
 - Purchase of UTV, fencing, loading ramp, signage, security and lighting to provide for visitor safety and enhance visitor's experience. These purchases will also protect natural and biological resources near the recreation site.
- Upgrade Fee Booth and/or e-commerce technology (e.g., Remote Off-Grid Kiosk (ROK)): Amount: \$50,000
 - Replace or upgrade existing fee booth and/or purchase of e-commerce technology to better serve the public and staff. New fee booth would have electricity and Wi-Fi.
- Playground and vendor area Amount: \$50,000
 - Develop an area for vending to occur within the campground. Potentially develop a playground area for families that visit the recreation site.
- Staff trailer, add additional camping sites, and harden Hook Access: Amount: \$300,000
 - Purchase a new trailer for staff to stay out of the weather and complete necessary monitoring and inventory paperwork.
 - Develop additional camping sites, which would include concrete pad, picnic/shade shelter, picnic tables, and fire rings.
 - Define the Hook Access with fencing and harden the access area with gravel.

- Asphalt day-use area and install picnic/shade shelters: Amount: \$550,000
 - The campground is scheduled to be resealed in 2028/2029 with deferred maintenance funds. The day-use area would be asphalted during this time to coincide with the scheduled project.
 - Purchase and install picnic/shade shelters in the day-use parking and equestrian use areas.
 - Fee revenue will need to be set aside for numerous years to fund these projects. The USFO may also need to apply for grants to assist with funding the projects.

Kelly Island

- Fencing and trees: Amount: \$5,000
 - New fencing needs to be installed to better define the individual campsites.
 - Many of the trees at Kelly Island have died due to the age of the cottonwood trees. Need to plant more trees to provide shade in the campground.
- Bank Stabilization: Amount: \$20,000
 - The riverbank along the shoreline where the day-use areas are located continues to erode and has become more unstable each year. The bank needs to be stabilized and/or restored.
- Improve dispersed site: Amount: \$5,000
 - A dispersed camping site is adjacent to Kelly Island. The area needs to be defined with fencing, gravel, and signage to prevent user encroachment into the riparian areas.
- Box Culvert: Amount: \$50,000
 - Currently Kelly Island is accessed by crossing an irrigation culvert. The culvert is eroding and continues to be plugged by beaver activity. The culvert needs to be replaced with a concrete box culvert to address these two issues.

South Shore

- Vault Toilet Installation: Amount: \$30,000
 - Construct and install two new vault toilets for the day-use area and campground.
- Camp Host Site: Amount: \$50,000
 - Develop a camp host site at the entrance to the campground. The site would include a holding tank for waste and gray water, concrete pad, picnic/shade shelter, picnic table, fire ring, potential power source, and signage.
- Improve Roads: Amount: \$75,000
 - Continue to improve roads in the campground, day-use areas, and access to the recreation site. Previously a large quantity of gravel was delivered to the recreation site. Equipment will be rented, or a contract will be

developed to finish developing and improving the roads at this recreation site.

- Picnic/shade shelters and concrete boat ramp: Amount: \$145,000
 - Purchase and install picnic/shade shelters at the 14 individual campsites. The USFO may also need to apply for grants to assist with funding the project.
 - Install concrete plank sections for the boat ramp.

These expenditures are designed to address the most pressing needs identified in the USFO's recreation plan and to ensure the long-term sustainability and visitor enjoyment of Egin Lakes, Kelly Island, and South Shore. By adhering to this strategy, the USFO aims to maintain a high standard of visitor experience while preserving the natural and cultural resources entrusted to its care.

8 Analysis of Recreation Fee Rates

This section provides an analysis of the proposed recreation fee rates at Egin Lakes, Kelly Island, and South Shore compared to similar sites operated by other agencies and private organizations. The analysis in this section includes a comparison of fees, amenities offered, and key differences that justify the proposed fee structure.

8.1 Comparative Analysis of Campground Fees and Amenities

The fair market value calculation method was used in the fee calculation process with comparisons to other day use and campground facilities in Eastern Idaho and Western Montana.

Table 12 outlines current camping and/or day use fees and existing amenities for non-BLM campgrounds and recreation sites within or proximal to the USFO. Each campground or site is categorized by comparison of proposed fees and amenities at each of the campgrounds pertaining to this business plan to help inform the Comparability Analysis of existing and proposed fees Egin Lakes, South Shore, and Kelly Island.

Table 12: Comparability Analysis for Existing Standard and/or Expanded Amenity Site Fees or Proposed New Amenity Fee Sites

Site Name	Agency/ Operator	Campground and/or Other Fees:	Amenities Offered ⁺
SITES COMPARABLE TO EGIN LAKES			
Heise RV park	Private	Camping Fee: \$30-\$50/night	Potable water, electric hookups, garbage collection, 3 sewer hookup sites , RV dump station, showers, laundry
Jolley Camper	Private	Camping Fee: \$25-\$31/night Day Use Fee: \$5.00/vehicle	Potable water, electric hookups, sewer hookups , garbage collection, RV dump station
Wakeside Lake RV Park	Private	Camping Fee: \$36-\$47/night	Potable water, garbage collection, electric hookups, sewer hookups, showers, internet, laundry
Snake River RV Park	Private	Camping Fee: \$36-\$47/night	Potable water, garbage collection, electric hookups, sewer hookups
Mountain River Ranch RV Park	Private	Camping Fee: \$50-\$60/night	Potable water, garbage collection, electric hookups, RV dump station, showers
Idaho Dunes RV Park	Private	Camping Fee: \$84-\$104/night	Potable water, garbage collection, electric hookups, sewer hookups, showers , RV dump station
Idaho Falls Luxury RV Park	Private	Camping Fee: \$105-\$125/night	Potable water, garbage collection, electric hookups, sewer hookups, heated fun shelters, bike rentals, laundry
Red Rock RV Park	Private	Camping Fee: \$100-\$113/night	Potable water, garbage collection, electric hookups, sewer hookups
SITES COMPARABLE TO KELLY ISLAND (SINGLE SITES)			
Twin Bridges RV Park	County	<u>Camping Fee:</u> \$10/night	Picnic tables, fire pits, restrooms, playground , picnic/sun shelters

Beaver Dick Park	County	<u>Camping Fee:</u> \$10/night	Vault toilets, picnic/sun shelters, garbage collection, picnic tables, fire rings, playground
Palisades Creek	USFS	<u>Camping Fee:</u> \$17/night	Picnic table, fire ring, vault toilets, potable water
Falls Campground	USFS	<u>Camping Fee:</u> \$20/night	Picnic table, fire pit, vault toilets
Riverside Campground*	USFS	<u>Camping Fee:</u> \$25-\$50/night	Vault toilets, grills, picnic tables
Dancing Bears RV Park	Private	<u>Camping Fee:</u> \$15-\$30/night	Electric hookups, internet, showers
Henry's Lake State Park*	State	<u>Camping Fees:</u> \$14-\$24/night <u>Day Use Fee:</u> \$7/vehicle	Any defined campsite, either tent pad or RV pad/area. May include: water, table, and/or grill.
Heise Hot Springs	Private	<u>Camping Fee:</u> \$30/night	Fire ring, picnic table
Buffalo Campground *	USFS	Camping Fee: \$25-\$31/night Day Use Fee: \$5.00/vehicle	Vault toilets, garbage collection, picnic tables, steel fire rings, electric hookups, potable water
SITES COMPARABLE TO KELLY ISLAND (GROUP SITE)			
Table Rock Campground (group site)	USFS	Camping Fee: \$60/night	Picnic tables, campfire ring, grills , accessible vault toilets
Alpine Campground (group site)	USFS	Camping Fee: \$60/night	Accessible vault toilets, drinking water, garbage collection
Reunion Flat (group site)	USFS	Camping Fee: \$60/night	Accessible vault toilets, drinking water, garbage collection

Big Elk Campground (group site)	USFS	Camping Fee: \$60/night	Accessible vault toilets, drinking water, garbage collection
Steel Creek Campground (group sites)	USFS	Camping Fee: \$100-200/night	Picnic table, fire pit, vault toilets, food locker , garbage collection
Warm River Campground (group site)	USFS	Camping Fee: \$100/night	Accessible vault toilets, drinking water, garbage collection
Buttermilk Campground (group site)	USFS	Camping Fee: \$100/night	Accessible vault toilets, drinking water, garbage collection
Stoddard Creek Campground (group site)	USFS	Camping Fee: \$125/night	Potable water, garbage collection, vault toilets
Buffalo Campground (group site)	USFS	Group site: \$100/night	Vault toilets, garbage collection, picnic tables, steel fire rings, electric hookups, potable water
SITES COMPARABLE TO SOUTH SHORE			
Twin Bridges RV Park	County	Camping Fee: \$10/night	Picnic tables, fire pits, restrooms, playground , picnic/sun shelters
Beaver Dick Park	County	Camping Fee: \$10/night	Vault toilets, picnic/sun shelters, garbage collection, picnic tables, fire rings, playground
Riverside Campground	USFS	Camping Fee: \$25-\$50/night Group site: \$75/night	Vault toilets, grills, picnic tables
Dancing Bears RV Park	Private	Camping Fee: \$15-\$30/night	Electric hookups, internet, showers
Henry's Lake State Park	State	Camping Fee: \$32-\$40/night Day Use Fee: \$7/vehicle	Potable water, electric hookups, sewer hookups

*Also comparable to South Shore

+ Bold words indicate key differences between BLM-managed site and comparable site(s)

8.2 Rationale for Proposed Fees

The proposed fees for Egin Lakes, Kelly Island, and South Shore are intended to align with the value of the services and facilities provided while remaining competitive with similar recreation sites in the region. The fee adjustments are necessary to cover increasing operational costs and to support the continued maintenance and improvement of the sites. By implementing a moderate fee increase and new fee, the BLM aims to ensure that the sites remain affordable and accessible to visitors while maintaining high standards for recreational experiences. These proposed fees are consistent with FLREA criteria, reflect local market comparability, and are critical to sustaining safe, high quality recreational experiences at USFO-managed sites.

9 Public Outreach

As part of the proposal to implement the modified and new fees for Egin Lakes, Kelly Island, and South Shore, the USFO conducted the following outreach efforts to notify the public of the opportunity to review and provide comments.

- **Posted the Draft Business Plan:** The draft business plan will be made available on the BLM website at [Recreation Site Business Plans | Bureau of Land Management \(blm.gov\)](https://www.blm.gov/recreation-site-business-plans) on **07/18/2025** for a 30-day comment period. .
- **Issued a News Release:** A news release was sent to news outlets on 07/18/2025. This will ensure that the draft business plan will be distributed to the greater public through various avenues.
- BLM staff will meet with local stakeholders to discuss the draft business plan and provide an opportunity to address concerns and comments directly.
- Flyers with instructions on how and when to comment on the draft business plan will be posted at each recreation site pertaining to this business plan.
- BLM will mail and email copies of the draft business plan to members of the public who have expressed interest in obtaining information in this way.
- BLM staff and recreation planners will create awareness of the availability of the plan through face-to-face interactions with the public when visiting recreation sites.
- **Posted Notices:** The fee change proposal will be posted at Egin Lakes, Kelly Island and South Shore. .

Prior to implementing the new fee at South Shore, the following additional outreach will occur:

- **Publishing a Notice of Intent:** A Notice of Intent to collect fees will be published in the

Federal Register following the final authorization to implement from the state director.

- **Posting Notices:** The Federal Register notice will be posted at South Shore and businesses and other recreations sites near the affected area.
- **Implementation:** The new fees would be implemented 180 days after the publication of the Federal Register notice.
- Click or tap here to enter text. .

The USFO will consider all comments received and present the final proposal and public comments to the Idaho RAC and the State Director before implementing any changes. A Notice of Intent will be published in the Federal Register after receiving final authorization from the State Director.

- The public will be kept informed of the collections and expenditures of recreation fee revenues as required by FLREA by providing annual recreation fee spending and accomplishment reports on the BLM website: [FLREA Revenue and Spending Plans | Bureau of Land Management](#)

9.1 Field Office/District Office Recommendation

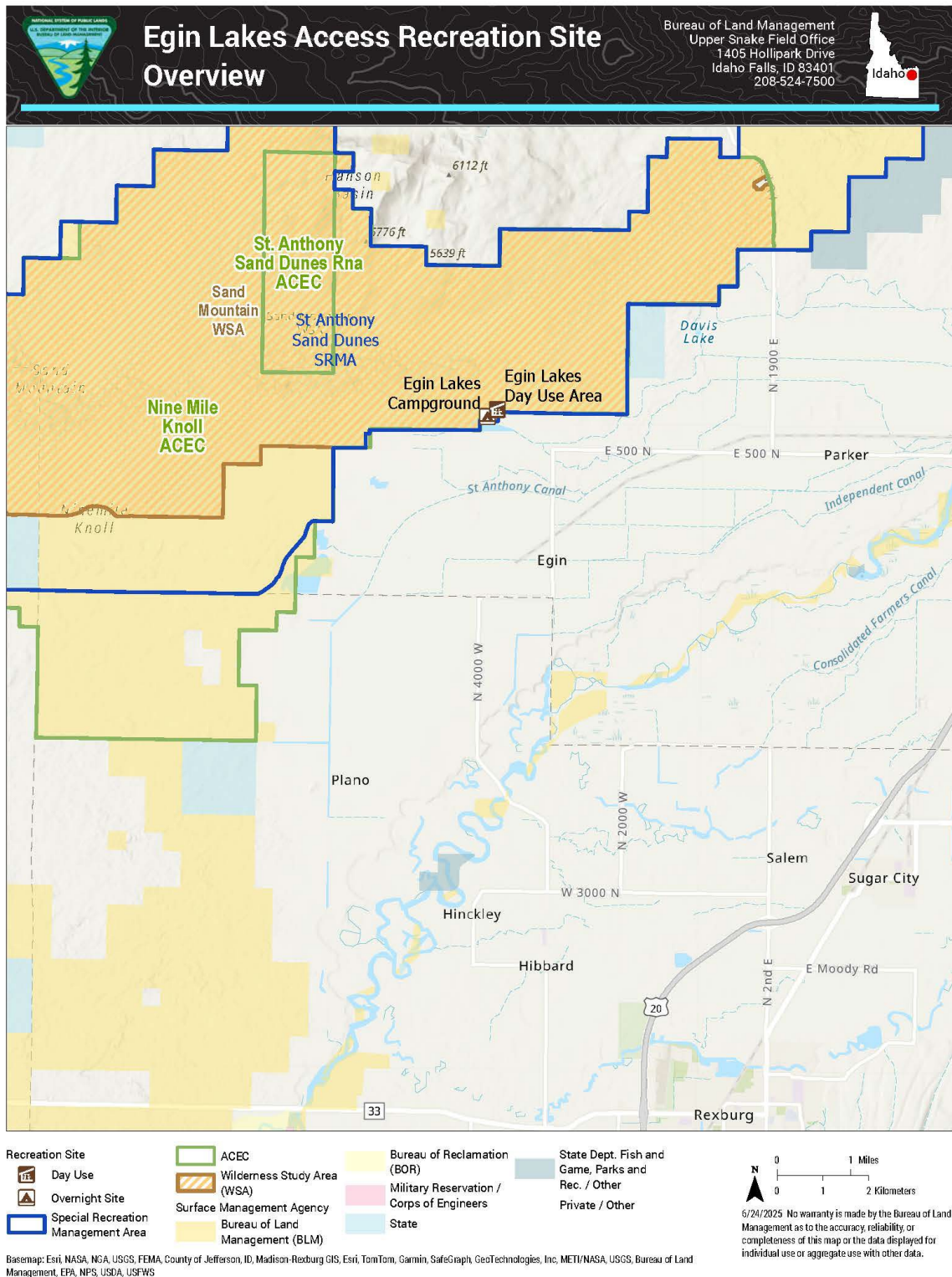
After careful consideration of fee modifications at Egin Lakes and Kelly Island and new fees at South Shore, the USFO/Idaho Falls District recommends the following changes:

Table 13: Current and Proposed Fees at Egin Lakes, Kelly Island, and South Shore

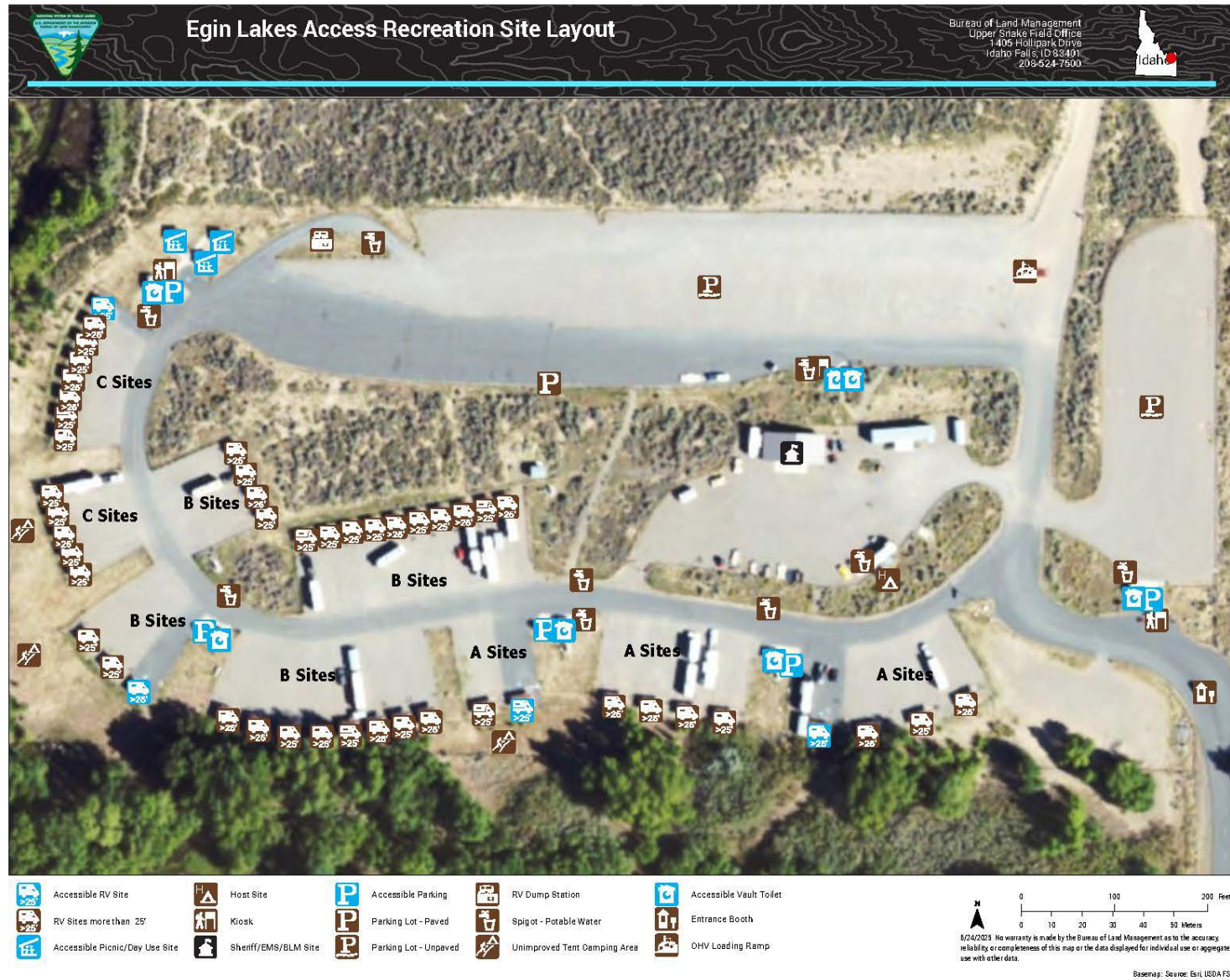
Expanded Amenity Site	Current Fee	Proposed Fee
Egin Lakes Campground	A site: \$60/night	A site: \$90/night
	B site: \$30/night	B site: \$50/night
	C site: \$25/night	C site: \$35/night
	RV Dump: \$10/dump for non-campers	No change
Kelly Island	Single site: \$10/night	Single site: \$10/night
	Double site: \$20/night	Double site: \$30/night
	Group campsite: \$35/night	Group campsite: \$60/night
South Shore Campground	No fee	Individual Campsites: \$25/night
Standard Amenity Site	Current Fee	Proposed Fee
Egin Lakes Day-Use	\$5/vehicle per day	\$10/vehicle, per day
	Annual season pass: \$60	Annual season pass: \$80
South Shore Day-use	No fee	\$10/vehicle, per day
	No annual season pass	Annual season pass: \$60

Appendices

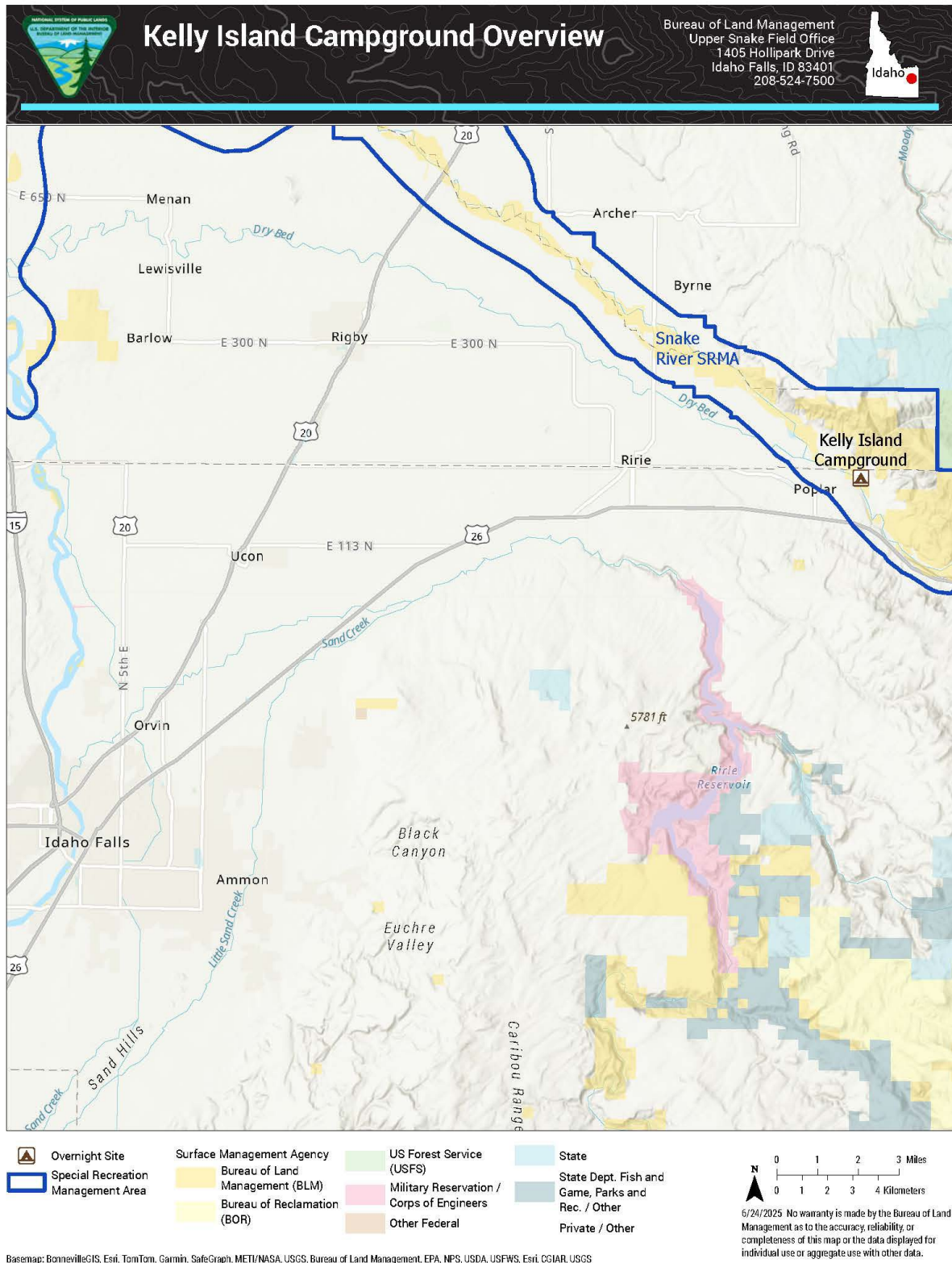
Map 1: Egin Lakes Access Recreation Site - Overview



Map 2: Egin Lakes Access Recreation Site Layout



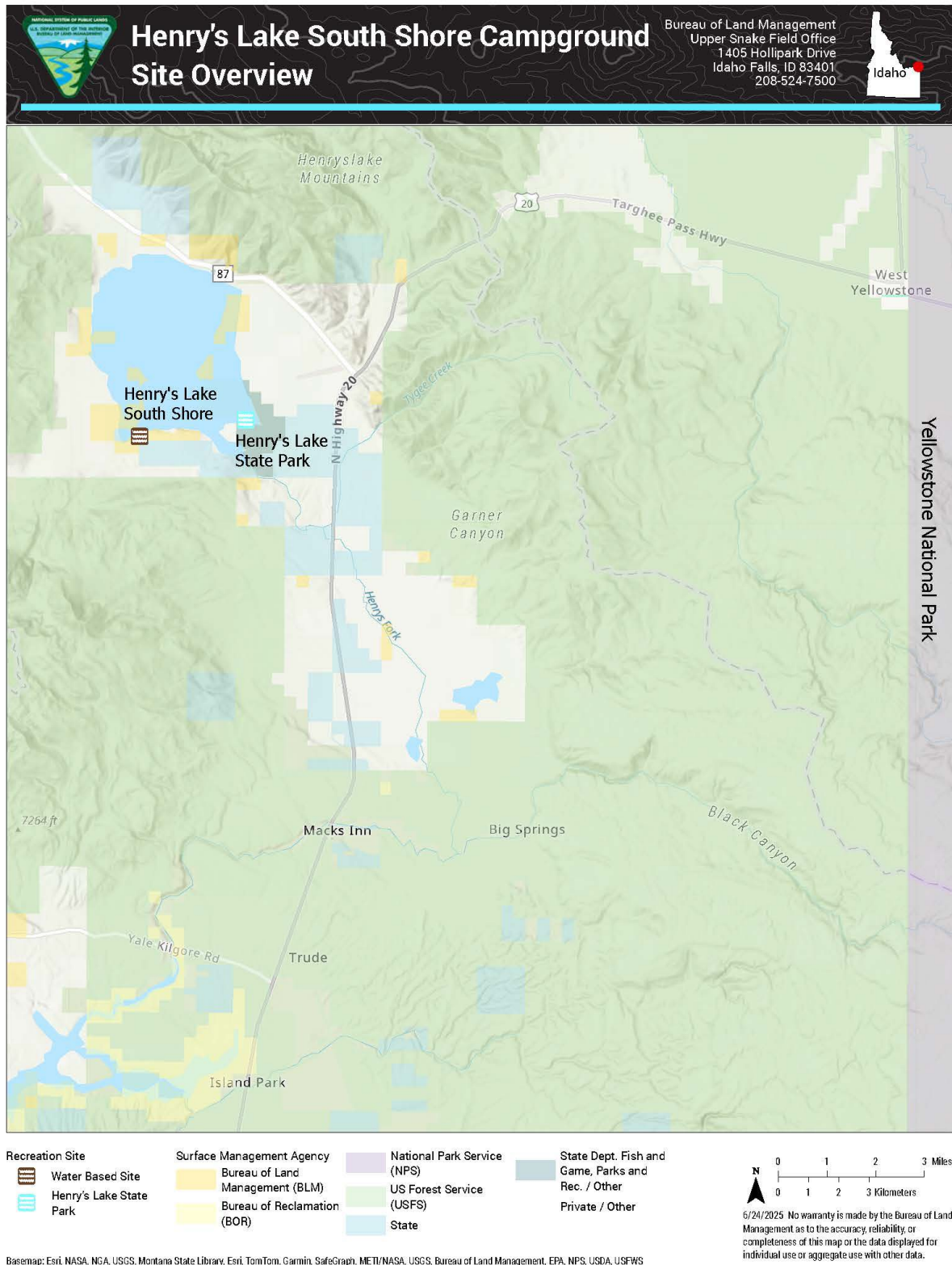
Map 3: Kelly Island Campground - Overview



Map 4: Kelly Island Campground – Site Layout



Map 5: Henry's Lake South Shore - Overview



Map 6: Henry's Lake South Shore – Existing Situation



Map 7: Henry's Lake South Shore – Conceptual for Campground and Day-Use Layout

