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

Draft Business Plan for Campgrounds within the BLM Price Field Office

United States Department of the Interior
Bureau of Land Management
Green River District
Price Field Office
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Draft Business Plan for
Campgrounds Within the BLM Price Field Office (LVRDUT090000)

RECOMMENDATIONS, REVIEWS, and APPROVALS

Recommended by:

Dana Truman — Date
Assistant Field Manager, Recreation

Reviewed by:

Chris Conrad — Date
Price Field Manager

Approved by:

Lance Porter — Date
Green River District Manager

This business plan was prepared pursuant to the "Federal Lands Recreation Enhancement Act, 2004" (P.L. 108-447) and BLM recreation fee program policy. It establishes future management goals and priorities for campgrounds within the BLM Price Field Office.

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United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Price Field Office

In Reply Refer to: 2932 (UTG02000)

Dear Reader,

I would like to present for your review and comment the Draft *Business Plan for BLM Price Campgrounds.* The Bureau of Land Management (BLM) Price Field Office manages three fee campgrounds that currently provide approximately 5,825 visitors annually with outstanding camping opportunities on their public lands. This business plan proposes to add twelve future campgrounds within the Price Field Office. In addition, the business plan seeks a fee increase from the current $6/$8 per night for individual sites to $20.00 per night, and also includes a group site fee increase.

The Price Field Office proposes to add twelve fee campgrounds in areas where demand for camping is high, but full facilities are not available. The future campground locations include New Joe's, Cottonwood Canyon, Buckhorn Wash, the Wickiup, the Wedge, South Temple Wash, San Rafael Reef, Temple Mountain Townsite, Little Wild Horse, Sand Wash, Jurassic and Millsite. Eight of these locations currently have some facilities; four have no facilities.

The fee increase is necessary in order to meet the growing expenses of the campground program, especially those for both regular and deferred maintenance. Until now, the campground fee structure has never fully considered the replacement costs of the campground infrastructure. As the Price campgrounds age and as the demand for them grows, the deferred maintenance needs increase. In fiscal year 2018, revenues for the fee campgrounds were $16,205.00, while expenses totaled $242,000. A fee increase is necessary to keep the campground program operating, as well as to provide for safe and enjoyable camping experiences through maintenance as well as added facilities.

The objective of the draft *Business Plan for BLM Price Campgrounds* is to provide you with the opportunity to review how collected recreation fees have been and are being planned to be used, and give you the opportunity to submit comments on the proposed fee structure at the twelve new fee locations, as well as on the proposed price increases. Comments may be mailed to BLM, Campground Business Plan Comment, 125 S. 600 West, Price, UT 84501 or emailed to Myron Jeffs at mjeffs@blm.gov. Put "campground business plan comment" in the subject line). Comments are due by February 12, 2020.

Thank you for your interest in your public lands.

Sincerely,

Christopher Conrad

Price Field Manager

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EXECUTIVE SUMMARY

The *BLM Price Campgrounds Business Plan*, upon approval, would make the following changes:

- Increase the individual campsite nightly rate from $6.00 or $8.00 to $20.00
- Increase the group site nightly rate from $20.00 to $75.00
- Add fee campgrounds at the following twelve locations, with the same $20.00 per night fee and $75.00 for group sites:
  1. New Joes
  2. Cottonwood Canyon
  3. Buckhorn Wash
  4. The Wickiup
  5. The Wedge
  6. South Temple Wash
  7. San Rafael Reef
  8. Temple Mountain Townsite
  9. Little Wild Horse
  10. Sand Wash
  11. Jurassic
  12. Millsite

Each of the twelve proposed campgrounds would have the following expanded amenities: toilets, picnic tables, fire rings, tent/trailer spaces, access roads, collection of fees by an employee, reasonable visitor protection, and garbage collection.

After careful consideration of the fee program and the anticipated revenues and expenditures outlined in the Bureau of Land Management (BLM) Price Campgrounds Business Plan, the BLM Price Field Office (PFO) recommends increasing the nightly individual campsite fee to $20.00 and the group site fee to $75.00. The fee increase is necessary in order to meet the growing expenses of the campground program, especially those for deferred maintenance. Until now, the campground fee structure has never considered the replacement costs of the campground infrastructure. As the Price campgrounds age and as the demand for them grows, the deferred maintenance needs increase. The twelve newly proposed fee campgrounds in this Plan (eight of which already have the necessary amenities to charge fees; numbers 1, 2, 3, 5, 6, 8, 9 and 10 above) are in areas that are seeing increased dispersed camping pressures. Hardened fee campgrounds are necessary in order to prevent resource damage and to provide better visitor services. Dispersed/undeveloped camping opportunities will continue to be available and authorized throughout the field office.

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INTRODUCTION

This business plan has been prepared to meet the criteria defined in the "Federal Lands Recreation Enhancement Act, 2004" (FLREA). The Bureau of Land Management (BLM) originally began collecting fees for the recreational use of public lands under the authority of the Federal Land Policy and Management Act (1976), which is known as the "organic act". The FLREA provides the BLM with the authority to collect an Expanded Amenity Recreation Fee for the recreational use of certain areas. FLREA allows collected Expanded Amenity Recreation Fees to be retained locally and furthermore outlines how revenues are to be used for such things as facility repair, maintenance, enhancement, interpretation, visitor information, visitor services, visitor needs assessments, signs, habitat restoration, law enforcement related to public use and recreation, and direct operating or capital costs associated with the Recreation and Visitor Services program. At the Price Field Office (PFO), the recreational use of campgrounds within the field office is managed through the Recreation Use Permit Program using the Expanded Amenity Recreation Fee to fund campground maintenance, operations and construction of new campground facilities. Each of the existing PFO campgrounds has the required amenities to qualify for the use of this fee. Each of the newly planned campgrounds will also have the requisite expanded amenities to qualify for the use of the fee: toilets, picnic tables, fire rings, tent/trailer spaces, access roads, collection of fees by an employee, reasonable visitor protection, and garbage collection.

FLREA guidelines and the BLM 2930 Manual and Handbook require that each fee program have a business plan which thoroughly discusses fees and explains how fees are consistent with the criteria set forth in the Act. Business plans are to assist management in determining the appropriateness and level of fees, cost of administering fee programs, outline how fees will be used, and provide a structured communication and marketing plan. The primary purpose of the plans is to serve as public notification of the objectives for use of recreation fee revenues and to provide the public an opportunity to comment on these objectives. This Price Campground Business Plan is subject to public review and is the PFO's official documentation in the event of an audit. In the PFO, campground revenues are deposited in the Price Campground Fee account (WBS#LVRDUT090000**)**. These deposits include revenues from individual and group campsites.

This Business Plan has been prepared to meet the criteria defined in the "Federal Lands Recreation Enhancement Act 2004" (P.L.108-447). The authorities and regulations for this business plan, including fee collection for campgrounds, are detailed below.

BACKGROUND AND AUTHORITIES

The authorities and regulations for this business plan, including fee collection for campgrounds, are:

- **The Federal Land Policy and Management Act (FLPMA), 1976,** [Public Law 94-579], 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), 2004,** repealed applicable portions of the Land and Water Conservation Fund Act and replaced BLM's authority to

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collect recreation fees in 2004. 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 Lands Pass Program.

- **43 Code of Federal Regulations 2931.2,** establishes a permit and fee system for (b) Recreation use permits for use of fee areas such as campgrounds. Further, CFR 2933.11 identifies sites where users are required to obtain a Recreation use permit as sites "where we provide or administer specialized facilities, equipment, or services related to outdoor recreation".

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

- BLM Recreation Fee Proposals Step-by-Step Review & Approval Process, March 22, 2007
- BLM Instruction Memorandum 2007-028: *Federal Lands Recreation Enhancement Act – Final Public Participation Policy for Certain Recreation Fee Adjustments and Proposed New Fee Sites/Areas*
- BLM Utah Instruction Memorandum UT 2007-056: *Fee Site Business Plan Development and Business Plan Outline*
- BLM Utah Instruction Memorandum UT 2013-037: *Utah Recreation Fee Program Toolbox*
- BLM Recreation Permit Administration Handbook H-2930-1
- BLM 2930-Recreation Permits and Fees Manual Rel. 2-296

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

- Improve access to appropriate recreation opportunities;
- Ensure a quality experience and enjoyment of natural and cultural resources; and
- Provide for and receive fair value in recreation.
- In addition, the business plans complements the BLM's Leadership Priorities of serving the American family, getting America back to work and making America great through shared conservation.

This business plan will assist the BLM PFO in meeting these visitor service goals. This plan covers the three existing campgrounds within the PFO (Price Canyon Recreation Area, the Swinging Bridge North Campground and the Swinging Bridge South Campground. The Swinging Bridge North Campground includes the Swinging Bridge Equestrian Campground).

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A. INTRODUCTION TO THE PRICE FIELD OFFICE RECREATION FEE PROGRAM

Administrative Unit

The BLM PFO of the Green River District is the administrative unit for the WBS# *LVRDUT090000* account, to which fees collected accrue and from which PFO campground improvement expenditures are made. The PFO manages approximately 2,500,000 acres of public lands, encompasses Carbon and Emery Counties, and is located in Utah's Third Congressional District.

Price Field Office Recreation Program and Visitation

The BLM PFO, generally located in the eastern-center of the state of Utah, has a diverse and unique recreation program. Several large geographic features act as points of reference. The Book Cliffs are a series of desert mountains and cliffs that stretch along the northern boundary of the PFO. Elevation of the Book Cliffs is high enough to include ponderosa pine forests and stands of quaking aspen.

To the south lies the San Rafael Swell; a large dome-shaped anticline of sandstone and limestone that stretches upwards of 75 miles long and 40 miles wide. One of the most prominent features of the San Rafael Swell is the San Rafael Reef. The Reef is the distinctive eastern edge of the San Rafael Swell. Composed of steeply tilted layers of sandstone, it has been eroded into tall fins, domes, cliffs, and deep canyons. Interstate 70 runs east-west, effectively splitting the San Rafael Swell in two. The span of I-70 through the San Rafael Swell makes up the longest distance anywhere in the Interstate Highway System with no motorist services available. The Green River, with its formidable Desolation and Gray Canyons, serves as the PFOs eastern administrative boundary. State Route 10 runs along the north western stretch of the PFO. Several towns are situated along the highway corridor, including Price, Huntington, Castle Dale, and Ferron. (see Figure 1)

The varied landscape provides for multiple recreation opportunities while the proximity to national parks and several state parks results in increased numbers of visitation and area tourism. Popular activities include auto touring, historical exploration, ATV/UTV riding, horseback riding, backpacking, hiking, climbing, bouldering, hunting, fishing, and camping.

These opportunities are an important part of the rural, historical lifestyle of long time generational residents, newcomers and visitors alike. Moreover, they are an important part of Carbon and Emery counties' economies.

Features such as the San Rafael Swell, Nine Mile Canyon, and Desolation Canyon of the Green River are among the attractions that draw visitors from all over the world. Visitors recreate both privately and by hiring commercial outfitters.

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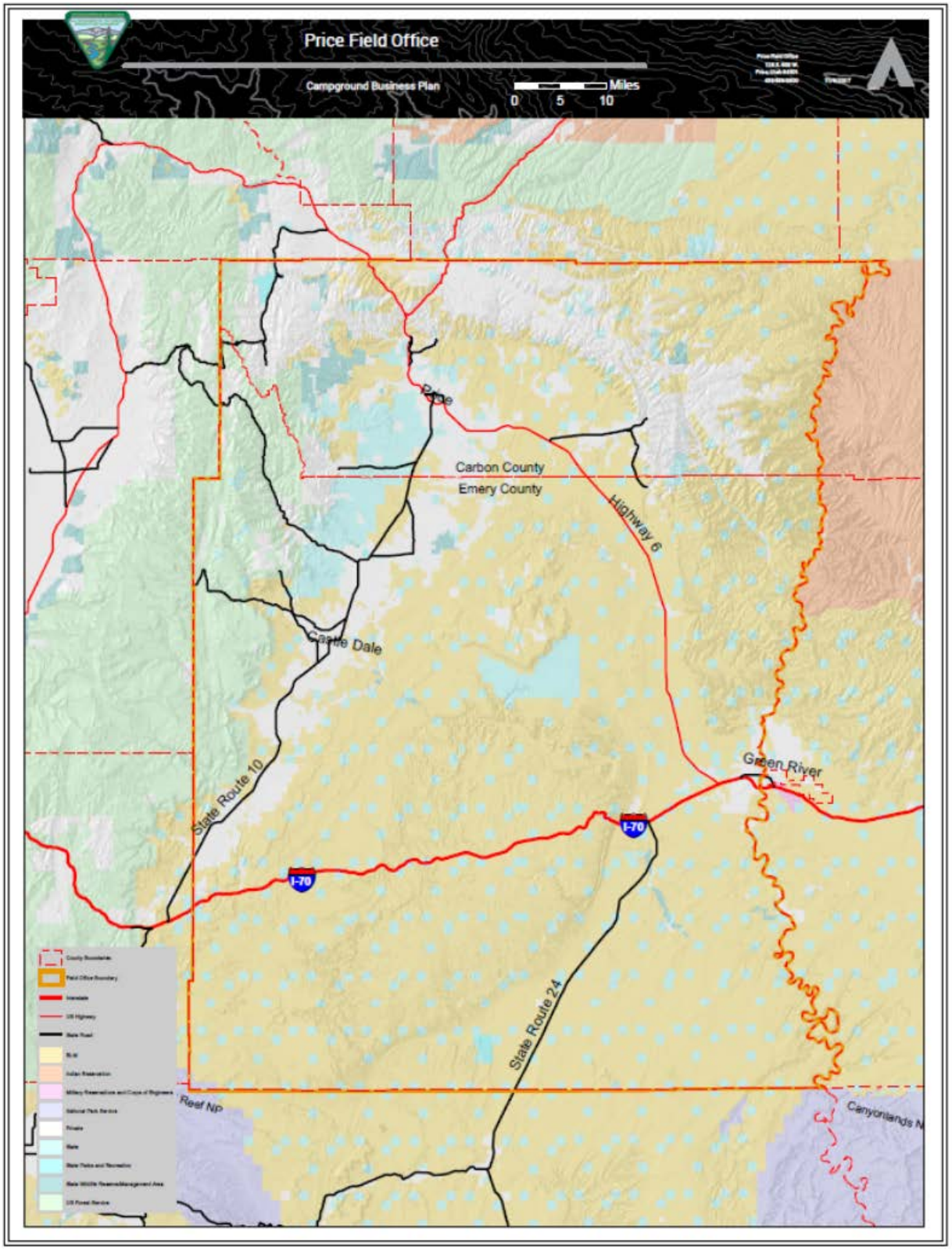

Figure 1- Price Field Office

General visitation to BLM lands in the PFO is moderate to high depending on locale. Table 1 displays visitation to the PFO over the past six years, and how that compares to other recreation areas in the region.

Table 1 - Recreation Visits to Price Field Office and Other Nearby Sites over a Six Year Period

Year	Visits			
	Price Field Office	Capitol Reef National Park	Goblin Valley State Park	Green River State Park
2013	692,571	663,670	94,222	35,481
2014	707,265	786,514	109,593	45,072
2015	662,312	941,029	140,292	48,566
2016	728,200	1,064,904	191,414	56,828
2017	801,020	1,150,165	241,770	58,449
2018	881,212	1,227,627	301,089	81,428

Applicable Plans

Management in the BLM PFO is guided by the Approved Price Field Office Resource Management Plan (RMP) which was signed on October 2008. Specific decisions were made concerning the campground program. These are:

REC-9: Continue to manage and maintain developed recreation sites.

REC-10: Develop new sites in response to user demand, amenity value, and critical resource protection needs.

B. DESCRIPTION OF EXISTING CAMPGROUND FEE SITES

The Price Recreation Use Permit (campground) account receives revenue from three campgrounds, as well as from Swasey's Beach Campground, which is covered in the Approved Moab BLM Campground Business Plan. (Although Swasey's Beach Campground is within the Moab Field Office area, the PFO manages and maintains this campground and thus retains its fees). Revenues from this account are used to maintain the camping facilities. These sites fall under expanded amenities, Category 3, of the FLREA. In order to be included in this category, developed campgrounds must meet certain amenity criteria.

Expanded amenities offered at each of the existing PFO campgrounds include:

1) Tent or trailer spaces
2) Picnic tables
3) Campfire rings
4) Access road
5) Toilet facilities
6) Fee collection
7) Reasonable visitor protection

These amenities meet the FLREA requirement to collect expanded amenity fees at each of the four campgrounds managed by the PFO. The existing campgrounds are first-come first-served, with no reservations required. The table below displays the number of camp sites and the associated fee for each of the campgrounds. In addition, the Price Canyon Campground has a group site which is available for reservation for a fee of $20. This group site accommodates up to 50 people.

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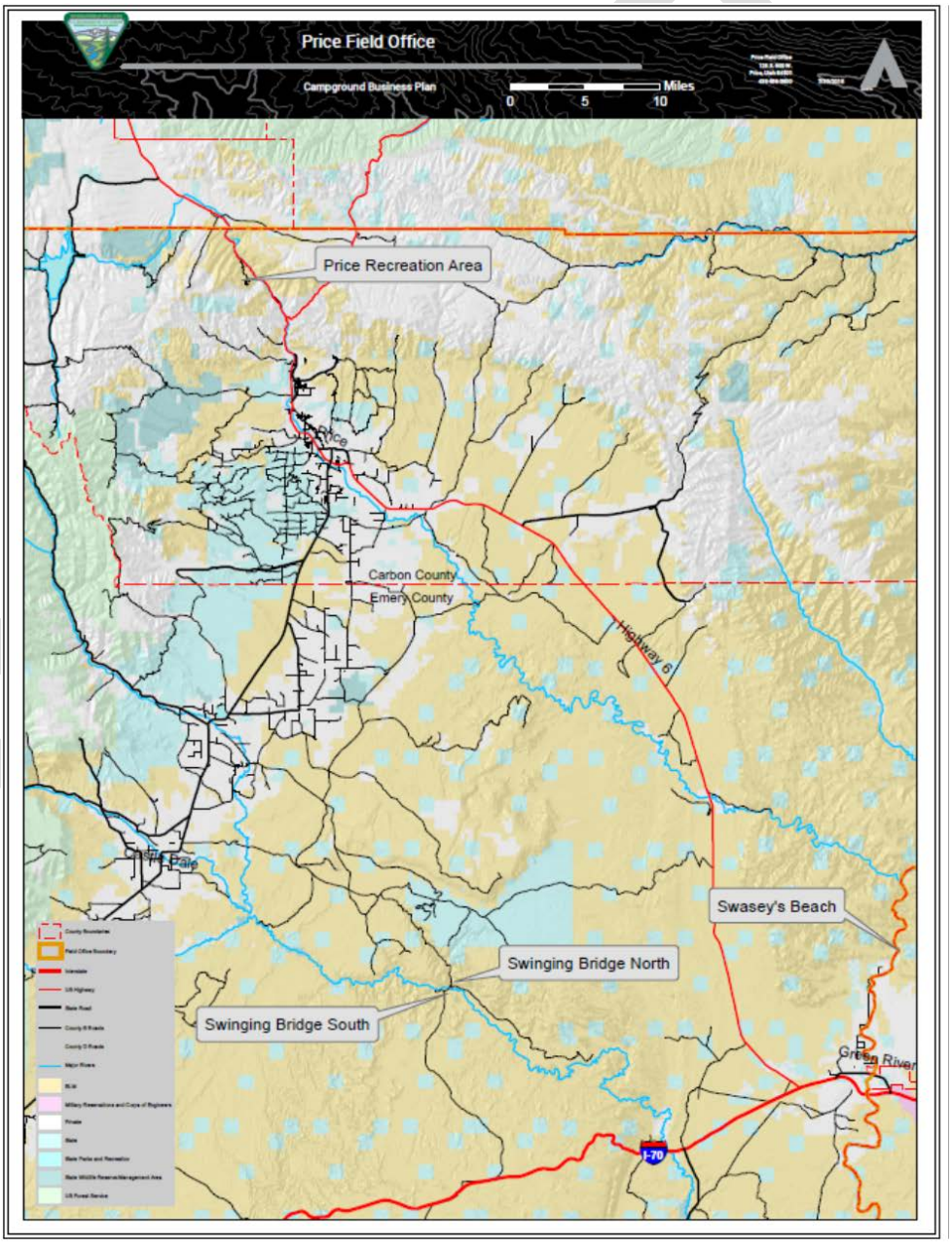
Table 2: Current Campground Fee Sites

Campground	Number of Individual Sites	Number of Group Sites	Current Fee (Ind./Group)	Proposed Individual Site Fee	Proposed Fee for Group Site
PRICE RECREATION SITE	12	3	$8/$20	$20	$75
SWINGING BRIDGE NORTH	12	0	$6	$20	n/a
SWINGING BRIDGE SOUTH	11	0	$6	$20	n/a

See the map below for the location of the three existing campgrounds covered in this business plan proposal, as well as of the Swasey's Beach Campground:



Price Recreation Site

Price Recreation Site includes a campground, group area, trailhead, and overlook. It is located approximately 15 miles north of Helper on State Route 6. The campground is at approximately 8000 feet above sea level and is heavily wooded with stands of ponderosa pine, mountain mahogany, and scrub oak. Price Canyon Recreation Site offers a recreation experience different from the other campgrounds in the Field Office. It is at a high elevation setting with cooler temperatures, plentiful shade. Due to vegetation cover, the sites are screened from each other. The campground's higher elevation limits the use to a shorter season, with snowy weather effectively closing it from the first of November through the end of April. This campground is easily accessible and attracts short-term visitors for a variety of activities such as scenic viewing, hiking, and group gatherings.

Swinging Bridge North

Swinging Bridge North Campground is located approximately 45 miles south of Price, Utah and can be accessed from a variety of directions and routes off State Routes 6 and 10. Visitors to the campground will see Emery County's Buckhorn Visitor Center, as well as Buckhorn Draw. Inside Buckhorn Draw visitors enjoy towering red rock cliffs that touch the blue skies. Deep within Buckhorn Draw one encounters shadowy remnants of stories of long ago captured in the ancient pictographs of the Buckhorn Pictograph Panel. The campground is located on the San Rafael River directly adjacent to the historical swinging bridge found at the southern end of Buckhorn Draw. It includes three sites designed for equestrian users.

Swinging Bridge South

Swinging Bridge South Campground is located approximately 45 miles south of Price, Utah and can be accessed from a variety of directions and routes off State Routes 6 and 10. The campground is located on the south side of the San Rafael River near the historical swinging bridge found at the southern end of Buckhorn Draw.

C. NEW CAMPGROUNDS PROPOSED FOR FEE COLLECTION IN THE PFO

The PFO proposes to upgrade and/or build twelve new fee campgrounds throughout the Field Office. This business plan seeks authorization to charge fees at these twelve locations: New Joes, Cottonwood Canyon, Buckhorn Wash, The Wickiup, The Wedge, South Temple Wash, San Rafael Reef, Temple Mountain Townsite, Little Wild Horse, Sand Wash, Jurassic and Millsite. See map in Appendix B for general locations of the campgrounds.

Eight of the proposed fee locations already have some level of camping infrastructure. These campgrounds are partially built, although fees are not currently charged because they have no business plan. The eight campgrounds that are partially built (with at least a toilet in place) are: New Joe's, Cottonwood, Buckhorn Wash, the Wedge, South Temple Wash, Temple Mountain Townsite, Little Wild Horse and Sand Wash. Amenities will be installed at each location in a strategic manner immediately following business plan approval and publishing of the Federal Register Notice.

Four of the proposed fee locations would be newly built. These sites are the Wickiup, San Rafael Reef, Jurassic and Millsite. Each of the twelve proposed fee campgrounds would have the following expanded amenities: toilets, picnic tables, fire rings, tent/trailer spaces, access roads,

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collection of fees by an employee, reasonable visitor protection garbage collection. In addition, the PFO proposes to add three group sites to the existing Swinging Bridge North Campground.

Table 3: New Campgrounds Proposed for Fee Collection

Name of Campground	Proposed Fee/Night	Location	Number of Ind. Sites Planned	Number of Group Sites Planned**
New Joe's*	$20.00 per ind. site/$75 per group site	8 miles northwest of Orangeville.	20	3
Cottonwood Canyon*	$20.00 per ind. site/$75 per group site	10 miles northwest of Orangeville	20	3
Buckhorn Wash*	$20.00 per ind. site/$75 per group site	18 miles southeast of Castle Dale	20	5
The Wickiup	$20.00 per ind. site/$75 per group site	North of I-70 at Exit 131	20	10
Wedge*	$20.00 per ind. site/$75 per group site	20 miles southeast of Castle Dale	40	8
South Temple Wash*	$75.00/group site	45 miles south of I-70 off Highway 24	0	3
San Rafael Reef	$20.00 per ind. site/$75 per group site	45 miles south of I-70 off Highway 24	40	5
Temple Mountain Townsite*	$75.00/group site	45 s of I-70 off Highway 24 near Goblin Valley State Park	0	2
Little Wild Horse*	$20.00 per ind. site/$75 per group site	6 miles west of Goblin Valley State Park	20	2
Sand Wash*	$20.00 per ind. site/$75 per group site	Along the Green River at the put in for Desolation Canyon	20	2
Jurassic	$20 per ind. site/$75 per group site	Near Cleveland Lloyd Dinosaur Quarry	30	5
Millsite	$20 per indiv. Site/$75 per group site	5 miles west of Ferron, near Millsite State Park	30	5

*= indicates campgrounds that are partially built, but for which no fees are currently charged.

** = The number of group sites anticipates future needs. Group sites would range in capacity from 15 – 75 people, depending on the topography of the site as well as anticipated demand.

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In summary, the business plan would:

- Increase the nightly individual campsite fee from $6.00 per site or $8.00 per site to $20.00 per site at all campgrounds.
- Increase the nightly group site fee from $20.00 to $75.00 per group site at the Price Canyon group site, as well as all future group sites.
- Authorize the collection of fees at twelve new campgrounds. These fees would match those of the existing campgrounds ($20.00 per individual site and $75.00 per group site).

Future Campgrounds
The following paragraphs offer a short description of twelve planned future fee campgrounds in the PFO. All fees proposed are expanded amenity fees. Those campground developments that do not have sufficient environmental documentation will be subject to NEPA prior to construction and/or improvement.

New Joe's Campground: Charge an expanded amenity fee at the already developed campground at "New Joe's", located west of Orangeville. The campground would serve the public who utilize the area primarily for climbing and bouldering activities. The campground would have 20 individual sites and three group sites. Since the area has become popular for climbing, there has been an increased in dispersed camping. This dispersed camping is causing unacceptable resource impacts; the PFO added camping infrastructure to the site to prevent these impacts but has not been approved to charge for the already-constructed facilities. The BLM would improve the New Joe's Campground after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

Cottonwood Canyon: Charge an expanded amenity fee at the fully developed campground at Cottonwood, located west of Orangeville. The campground would serve the public who utilize the area primarily for climbing activities. The campground would have 20 individual sites and three group sites. Since the area has become popular for climbing, there has been an increased in dispersed camping. This dispersed camping is causing unacceptable resource impacts; the PFO added camping infrastructure to the site to prevent these impacts, but currently has not been approved to charge an expanded amenity fee for the already-constructed facilities. The BLM would improve the Cottonwood Campground after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

Buckhorn Wash: Charge an expanded amenity fee at Buckhorn Wash, located southeast of Castle Dale. Buckhorn Wash Campground is partially developed, but will be fully developed prior to fees being charged. The campground would serve the public who utilize the area primarily for touring rock art, family camping and area touring activities. The campground would have 20 individual sites and five group sites. Dispersed camping was causing unacceptable resource impacts so that the PFO added camping infrastructure to the site to prevent these impacts. However, the PFO has not been approved to charge for the already-constructed facilities. The BLM would improve the Buckhorn Wash Campground after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

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The Wickiup: Charge an expanded amenity fee at a new campground north of I-70 near Exit 131. This area has seen an increase in dispersed camping by large RVs because of its easy access to I-70. It is primarily used by OHV riders, who camp in RVs and offload smaller vehicles to tour the iconic OHV routes in the northern part of the San Rafael Swell, including the Devil's Racetrack (a highly sought-after OHV route in the northern San Rafael Swell). Dispersed camping in the area needs to be defined and infrastructure added to provide camping opportunities and prevent resource damage. The BLM would build camping infrastructure and provide amenities at the Wickiup after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

Wedge Campground: Charge an expanded amenity fee at the Wedge, located east of Castle Dale. The Wedge Campground is partially developed but will be fully developed prior to fees being charged. The proposed fee campground would serve the public in the Wedge area, who utilize the area primarily for auto touring, mountain biking, equestrian use and hiking trips. The fully developed campground would have 40 individual sites and 8 group sites. Since the opening of the Wedge Overlook, there has been a great demand for campsites in the vicinity. The resultant dispersed camping is causing unacceptable resource impacts, including off-road driving in search of campsites, trampling of vegetation, proliferation of fire rings, increased trash and toilet paper and inappropriate disposal of solid human waste. The BLM has provided partial infrastructure and would develop the Wedge Campground after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

South Temple Wash: Charge an expanded amenity fee at South Temple Wash, located off Highway 24. South Temple Wash Campground is partially developed but will be fully developed prior to fees being charged. The campground would serve the public who utilize the area primarily for large group RV camping and exploring the San Rafael area on OHV's. The campground would have three large group sites. Since the area has become popular for OHV staging, there has been an increased in dispersed camping. This dispersed camping is causing unacceptable resource impacts; the PFO added camping infrastructure in 2004 (toilets and fire rings) to the site to prevent these impacts, but has not been approved to charge recreation fees for the already-constructed facilities. The BLM would develop South Temple Wash after obtaining the necessary authorization and posting the proposed fee in the *Federal Register*.

San Rafael Reef: Charge an expanded amenity fee at a new campground south of I-70 and off Utah Highway 24. The San Rafael area has seen a large increasing in camping by both RVers and tent campers drawn to the Reef for the many and varied recreation opportunities. These opportunities include hiking, canyoneering, OHV riding on the designated routes, horseback riding and visiting the nearby Goblin Valley Utah State Park and Little Wild Horse Canyon. This newly developed campground would provide sustainable camping opportunities for recreationists in the general San Rafael area. Dispersed camping in this area needs to be defined and infrastructure added to provide camping opportunities. The BLM would build a new campground and provide amenities at the San Rafael Reef location after obtaining the necessary authorization and posting the proposed fee in the *Federal Register*.

Temple Mountain Townsite: Charge an expanded amenity fee at Temple Mountain Townsite, located off Utah Highway 24. Temple Mountain Townsite Campground is partially developed but will be fully developed prior to fees being charged. The campground would serve the public who utilize the area primarily for large group RV camping and exploring the San Rafael area on OHV's.

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The campground would have two large group sites. Since the area has become popular for OHV staging, there has been an increased in dispersed camping. This dispersed camping is causing unacceptable resource impacts; the PFO added camping infrastructure (toilets and fire rings) to the site to prevent these impacts, but has not been approved to charge for the already-constructed facilities. The BLM would improve South Temple Wash after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

Little Wild Horse: Charge an expanded amenity fee at Little Wild Horse, located west of Goblin Valley State Park. Little Wild Horse Campground is partially developed but will be fully developed prior to fees being charged. The campground would serve the public who utilize the area primarily for hiking in the San Rafael canyons, touring rock art, family camping and other area activities. The campground would have 20 individual sites and two group sites. Dispersed camping was causing unacceptable resource impacts so that the PFO added some limited camping infrastructure (toilets) to the site to prevent these impacts. However, the PFO has not been approved to charge fees for the already-constructed facilities. The BLM would improve the Little Wild Horse Campground after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

Sand Wash: Charge an expanded amenity fee at a new camping area at Sand Wash on the Green River. The campground would serve the public who utilize the area primarily for rafting the Green River, as well as those who wish to hunt, fish, or otherwise explore the area. The river location would also provide excellent family camping opportunities for the general public. The campground would have 20 individual sites and two group sites. Dispersed camping was causing unacceptable resource impacts so the PFO added some limited camping infrastructure to the site to prevent these impacts. However, the PFO has not been approved to charge fees for the already-constructed facilities. The BLM would improve the Sand Wash Campground after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*. (Note: the PFO intends to add three screen cabins to its existing three screen cabins. These cabins would primarily serve Desolation Canyon boaters for pre-trip rigging; the proposed campground would provide camping opportunities for all types of users.

Jurassic National Monument: Add a developed fee campground near the Cleveland Lloyd Dinosaur Quarry, now part of the Jurassic National Monument. This campground would provide quality camping opportunities for paleontologically oriented visitors, many of whom are families and family groups. In addition, the campground would provide a place to camp for rock climbers using the area. The BLM would build the new campground and provide amenities at the Jurassic Campground site after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*.

Millsite: Add a developed fee campground near Millsite State Park and charge an expanded amenity fee at it. This may be done in partnership with Utah State Parks. Millsite State Park has already expanded its campground due to increased visitation, but the supply of campsites does not yet meet the demand. BLM wishes to provide quality camping experiences to those coming to the area to use the City-owned golf course, and to engage in water-based activities at the State Park. The area also serves those who wish to explore Ferron Canyon and Skyline Drive to the west. Dispersed camping has resulted in resource damage; it needs to be defined and infrastructure added to provide camping opportunities. The Millsite developed campground would provide sustainable camping opportunities for users of the State Park and of the BLM land beyond. The BLM would

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build a new campground and provide amenities at the Millsite location after obtaining the necessary fee authorization and posting the proposed fee in the *Federal Register*. A future *Federal Register* action would restrict camping to designated sites surrounding each of the twelve newly-approved fee locations, as well as in the vicinity of the three existing fee campgrounds. The specific areas proposed for restriction would vary by location, as topography and use patterns would inform the decision.

Visitation

There were approximately 5,825 campers at the three BLM Price fee campgrounds (excluding Swasey's Beach) in 2018. It should be noted that the majority of these visitors stay more than one night; data indicate that the average camper stays four nights at a fee campground. Use of the Price campgrounds increases on an annual basis as more people visit the Field Office.

Rate Increase Requested in 2020

The proposal before the RAC is to increase the current $6.00 and $8.00 per night fee to $20.00 per night per site for all of the campgrounds. The current campground rate of $6.00 has been in effect since at least since 1995, when the Consumer Price Index was 152.4. In June of 2019, the Consumer Price Index was 256.41, an increase of 68 percent over its 1995 value.

In addition, the business plan proposes to charge fees at twelve additional campgrounds. Of these twelve locations, eight are already functioning as campgrounds. Because there has been no approval to collect fees at these eight locations, the public is being provided services (toilets, fire rings, etc.) for which they are paying no share of the costs. This is an untenable situation. In order to continue to offer services at these popular locations, the PFO needs to collect fees for these services.

Based on an extensive study done in the Moab Field Office in 2017, the actual cost of running that campground program was $19.57 per site per night, which is far greater than the $6.00 or $8.00 per site that is currently charged in Price. (See *Moab BLM Campground Business Plan*, 2017). It should be noted that the actual nightly campsite cost in Price is likely to be higher than that of the Moab Field Office, which enjoys economies of scale, since the Price campgrounds are further from the PFO headquarters. A fee of $20.00 per night would help recover actual operating costs at Price BLM campgrounds. It should be remembered that those over the age of 62 and persons with permanent disabilities are entitled to half-price camping fees if they possess the Senior or Access Interagency Passes. Thus, the actual cost of providing camping opportunities to those over the age of 62 is difficult to recover, especially under the current fee structure where only $3 or $4 per site is being paid by the camper. While the capital costs of adding campgrounds can sometimes be partially funded through grants and from other outside BLM sources, campground fee revenue is the primary source of funding used to construct new facilities and to improve existing facilities.

Thus, in addition to offsetting inflation and covering operating costs, a fee increase is also required in order to construct needed improvements within the campgrounds as well as constructing new campgrounds. See Appendix A for a list of needed campground improvements and construction projects. The cost of these improvements total $2,589,000, not including the $2.5 million dollars to pave the entrance road to the Price Canyon Campground.

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D. EXPENDITURES / OPERATING COSTS

The revenue generated from the campgrounds is currently substantially lower than the operating costs. The BLM Recreation Permit Administration Handbook is clear that "The intent of the fee program is not to maximize revenue, but rather to provide needed public services while protecting and enhancing public lands and recreation opportunities" (*Recreation Permit Administration Handbook, page 53*). "Recreation Use Permits (RUPs) are issued to ensure that the people of the United States receive a fair and equitable return for the use of these facilities to *help* recover the cost[s]…" (*Recreation Permit Administration Handbook page 9*). This business plan accurately describes operating expenses and revenue and identifies three options to recover some of those operating costs. It should be remembered that capital costs constitute yet another level of expenditure.

The PFO maintains the infrastructure that supports its campground operation. The largest operating expense is the biweekly cleaning of each of the three campgrounds and 31 toilets (some of these toilets are at non-fee camping sites, such as New Joe's and Cottonwood). Toilets are cleaned by BLM personnel using a high pressure, hot water system mounted on a truck. In addition, each of the 65 metal campfire rings is cleaned out and washed on each cleaning visit. The campgrounds (both fee and non-fee) have over 65 picnic tables; these are washed as needed. The BLM staff member is responsible for cleaning the fee and non-fee campgrounds, maintaining the infrastructure in the campgrounds (such as painting toilet buildings), and for construction of new campground amenities. Replacement of campground infrastructure is performed as needed. For example, toilets, picnic tables and/or fire rings need continual replacement; access roads require road maintenance hauls.

Toilet effluent is pumped as needed; the contract for this service at the three existing campgrounds is $23,508, which will increase to $26,000 next year. The costs of cleaning and maintaining the campgrounds includes paying maintenance workers, replacing specially equipped cleaning trucks, buying toilet paper, garbage bags and cleaning supplies, as well as paying for garbage and sewage contracts.

Annual operating costs for the campground program also include expenditures for group site reservation administration, monitoring of visitor use, fee collection/counting, law enforcement services, as well as maintenance and cleaning, vault toilet pumping and trash disposal. Up to six permanent employees provide services to the campground program; one maintenance worker ensures the cleanliness and safety of the facilities, two recreation employees are involved with group site reservation administration and fee counting, three employees are involved with campground monitoring and fee collection, and one law enforcement officer provides safety patrols in the campgrounds. Personnel costs for campground services are estimated at $156,000 per year, as not all these employees work full time in the campground program.

The program also requires government vehicles and equipment used to support patrols, maintenance work, resource and visitor use monitoring and law enforcement. Vehicles routinely used include pick-up trucks, patrol vehicles, and specialized cleaning trucks equipped with hot water high pressure washing machines. A large water truck is used to charge vault toilets with water to ensure cleanliness and safety. Campground maintenance and construction often requires the use of a skid-steer loader; heavy equipment is also utilized as needed. Additional costs to the government of administering the campground program include managerial support, work by engineers to address needed improvements and the construction of new campgrounds, and office

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overhead, including information services to the public. These costs are estimated to be in excess of $60,000 per year.

Thus, the total operating cost of running the Price Campground program totals approximately $242,000 per year. While this includes both maintaining the four existing fee campsites as well as the non-fee camping locations, the operating costs alone far exceed the revenues (currently $16,205) realized through the fee program.

Fund Balance Maintenance

The PFO strives to maintain a small excess fund in the 1232 UT 09 account. The reason for this goal is to have the flexibility to obtain matching funds in applying for grants, effect emergency repairs, provide long-term stability for staff services (including paying them during times when campground fees are not being remitted), provide capability to meet unanticipated costs or to take advantage of unforeseen opportunities to improve services, and to use revenues to provide future recreation infrastructure to support visitor use. In addition, these monies could cover expenses in the case of reduced fee revenue due to unforeseen circumstances, such as natural disasters and environmental or economic change. The Price BLM needs the ability to retain services to support the local economy during anticipated uncertain times. The balance will be managed as a working capital fund, with the goal of investing in facilities and services that will promote program growth consistent with visitor demand through generation of increased revenue.

Continuity of Operations

The campground program in the PFO is important to the Carbon and Emery county economies; campers utilizing BLM campgrounds support many local businesses. As such, the continuity of its operations is vital not only to individual businesses, but to the community. The campground program must continue to operate, even in light of an unexpected or sudden loss of appropriated funds or a decline in fee revenue. The fund balance will be maintained as explained above, and, in addition, the following steps will be taken should appropriated monies (or fees) decline:

1) Site construction and improvements would be deferred, and maintenance would continue;
2) Spending would be focused on key frontline recreation staff;
3) Spending on non-revenue producing agreements would be eliminated, reduced or deferred;
4) The season during which services would be offered would be reduced;
5) Low use, non-profitable sites would be closed if necessary, to maintain economic health; and
6) Other allowable actions would be taken as necessary to maintain a positive balance to ensure the continuity of services in the campground program.

E. CAMPGROUND REVENUES

Campground fees are paid by those receiving services in BLM campgrounds. Individual campsites are not reservable; fees are paid at the site by each individual campsite holder. Group sites, which are reservable, are paid for through the PFO. In the future, the reservation system for group sites will be moved to Recreation.gov.

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Campground fees are deposited into a separate recreation fee account established exclusively for Price BLM campgrounds. Table 4 displays revenues collected in this account for the past five years. In 2018, expenses associated with the campgrounds (both fee and non-fee) total $242,000.

Table 4: Recreation Fee Revenues Deposited in the Price Campground Fee Account and Future Revenue Projections

Federal Fiscal Year	1232 Fee Revenues
2018	$16,205
2017	$16,721
2016	$12,972
2015	$13,220
2014	$5,540
2021	$220,000 (projected)

Source: BLM Collections and Billings System database; includes Swasey's Beach Campground revenues

Since expenses associated with operating the Price campgrounds (both fee and non-fee) totaled $242,000 in 2018, it is apparent that operating expenses alone are far in excess of revenues generated by the campground fees. For the camping program to be sustainable, campground fees need to be instituted in the new locations and substantially increased at the existing campground locations. With a fee of $20 per site, the existing fee campgrounds would generate approximately $60,000. It is unknown how much revenue would be generated by the current campgrounds that do not yet charge fees, but it is expected to be substantial. If the occupancy rate at the current campgrounds that do not yet charge fees mirrored that of the existing fee campgrounds, they would generate approximately $160,000. Combined, these revenues ($220,000) would partially offset the campground operating expenditures of $242,000.

F. PRIORITES FOR FUTURE EXPENDITURES

It is expected that operating expenditures will increase in out-years, as prices rise and infrastructure ages. This is due to a combination of new infrastructure needs (camping spaces, shade shelters, picnic tables, firerings, and toilets), maintaining existing infrastructure, and the effects of general inflation. For example, an additional campsite can cost up to $10,000 per site to construct; a concrete cast single vault toilet costs $25,000. Even without future expansion of services, the costs of operations will continue to increase.

Future Expenditures for On-going Program Services

Priority expenditures for the campground program include all aspects of maintaining current levels of service to campers in both group sites and individual campsites. This includes maintaining a standard of cleanliness that would promote visitor health and safety. The level of service includes answering questions from campers on the phone and in person, on-site patrols and fee collection, government vehicle costs, regular maintenance of campground facilities including the toilets, fire grills, bulletin boards, fee tubes, speed bumps, and campground roads. In 2018, the Price BLM expended approximately $242,000 to operate its campground program. This figure represents a baseline amount with which to operate the program, and does not include any increase in services, additions of locations, or improvements to the infrastructure. Adding the eight campgrounds for

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which fees are not currently authorized, as well as the four new campground locations will bring in the additional revenues necessary for their operation.

Consequently, the additional revenues derived from the fee increase and the twelve new fee campgrounds will be used primarily for the maintenance of existing services to campers and the provision of new campground capacity. Maintenance includes the continual replacement or major repair of aging campground facilities, such as fire grills, picnic tables, site posts and toilet buildings that deteriorate through heavy use. Through a combination of the projected 2020 fee increase and the ability to charge fees at existing, but not yet authorized campgrounds, program revenues are expected to increase to $220,000 by 2021. This would be enough money to continue maintenance and operations at the current level if appropriated funding is reduced; if appropriated funding were to continue, this level of revenue would enable the Price BLM to institute some needed improvements to the campground program (see Appendix A for a list of needed improvements and new facilities) as well as undertake some capital expenditures.

To the degree available, and consistent with maintaining an adequate fund balance, some fee revenues will be directed toward improving existing campground facilities and providing additional camping opportunities. This is dependent upon continuing appropriation of recreation funds to the PFO, as well as obtaining grant monies, both internal and external, for project development.

Future Expenditures for Program Infrastructure

Major expenditures on projects in support of the campground program include the addition of the four new campgrounds, upgrading the eight existing, but non-fee charging campgrounds, and effecting improvements at existing fee campgrounds, including specialized camping facilities for persons with disabilities, the improvement of campsites including adding tent pads, updating fire rings and improving roads, installation of new toilets, the addition of large shade shelters at selected group sites, adding amenities such as horse corrals to selected group sites, and improved interpretive and informational signing. By amending the business plan to increase the nightly fee and to add twelve campgrounds to the fee structure, the PFO could engage in improvements to its infrastructure. The three existing fee campgrounds were built as long ago as the 1960's. As a result, there is an increasing need to spend monies to refurbish these aging facilities.

While most new facilities would be self-supporting at some point, the initial construction would require a large expenditure of funds. These improvements and additions are estimated to cost $2,589,000 (see Appendix A for a list of infrastructure improvements).

Revenues Necessary to Maintain Program Services

Projected expenditures include only those necessary for continued program operations and minor improvements. The addition of the twelve fee campgrounds and the fee increase would not alone result in the near-term accomplishment of the larger program infrastructure improvements described in the above paragraph. BLM would continue its long-term efforts to gradually improve physical facilities at campgrounds through a combination of regular appropriated funds, internal one-time program grants, and expenditure of user fees.

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The rate increases (from $6.00 and $8.00 to $20.00 for individual site and from $20.00 to $75.00 for group sites) would result in a total of approximately $70,000 of revenue to the PFO -Price Campgrounds fee account by the year 2020 for the current fee campgrounds. In addition, the ability to charge fees at campgrounds that do not yet charge fees is expected to generate approximately $160,000 in revenue (although this number is an estimate). The total annual expenditures to maintain the campground program are projected to be $250,000 in 2020. This means that the rate increase would not immediately result in additional monies to expend on campground improvements until additional fee campgrounds were added.

G. ANALYSIS OF RECREATION FEE RATES

Price BLM campground fees have been at their current rate at least since 1995. If the campground fee increase is approved, the new fee ($20 per site) would also be applied to the newly proposed fee campgrounds. In 1995 the Consumer Price Index was 152.4; in August 2019, the Consumer Price Index was 256.6, an increase of 68%.

Since 1995, the backlog of needed maintenance projects has also increased as the campgrounds have aged and have seen increased, nightly use. Increases in costs have come in every category, including labor, vehicles, equipment, fuel, supplies and facility maintenance. In the past 25 years, campground fees charged at other public (and private) campgrounds have all increased substantially. This section uses both the cost recovery fee calculation method, as well as describes the fees charged by other offices and/or agencies for campground use and identifies differences and similarities in services offered.

Cost Recovery Fee Calculation Method

Fee rates are based on the concept that revenues should cover at least a program's operating costs where direct benefits are provided to users. The operating cost for the Price campgrounds totaled at least $242,000 in 2018, while the revenues totaled $16,205. This discrepancy is partly due to the fact that campground facilities are being provided for in eight locations without the authority to charge fees.

In conclusion, if the campground program's operating costs were to be run on fee revenue alone (that is, without appropriated funding), the current camping fee would be insufficient to cover expenditures. Without a fee increase or the ability to charge fees at existing campground locations, expenditures would continue to exceed revenues in out-years.

The campground fee rate that would generate the revenues needed to cover the recreation program's operating costs of the campgrounds would be $25.00 per night for an individual campsite and $75.00 per group site per night. At this point in time, the PFO requests an increase to $20.00 per night for an individual campsite and $75.00 for a group site. The requested fee increase would cover the majority of the operating costs of the existing campgrounds (both fee and non-fee). Capital improvements to the campground program would need to be paid for by internal and external grants. Many of these improvements are shown in Appendix A.

Fair Market Value Fee Calculation Method

In addition to providing the cost recovery fee calculation method (above), this section of the Price Business Plan uses the Fair Market Value assessment approach to calculate the required fee changes. The Fair Market Value assessment approach compares the fees charged at similar campgrounds in the PFO area that are being administered by federal and state land management

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agencies. In addition, fees charged by several privately operated campgrounds are also included for comparison. Table 5 presents the individual site campground fee at various locations.

Table 5: A Comparison of Campground Fees in the Price Area (2019)

Campground Name	Agency	Campground Fee(s)	Amenities Offered
Public Campgrounds			
Proposed BLM campground fees	Price BLM	$20 per site for two vehicles (proposed). No entrance or reservation fee. Group sites are proposed at $75.00 per night	Vault toilets, picnic tables, fire grills, parking bays, spacious sites, garbage collection
Arches National Park	National Park Service	$25 per site + $25 entrance fee + $9 reservation fee (NPS proposed entry fee = $70.)	Flush toilets, picnic tables, fire grills, parking bays, paved roads, host services, water
Goblin Valley State Park	Utah State Parks	$30 per site + $15 per extra vehicle; + reservation fee	Flush toilets, picnic tables, fire grills, parking bays, paved roads, host services, water
Millsite State Park, Huntington, Utah	Utah State Parks	$25 per site	Flush toilets, picnic tables, fire rings, water
Moab BLM Campgrounds	BLM	$25 per site authorized -- $20 currently being charged.	Vault toilets, picnic tables, fire grills, parking bays, host services, spacious sites, garbage collection
Monticello BLM Campgrounds	BLM	$15 per site	Vault toilets, picnic tables, fire rings, garbage collection
Dead Horse Point State Park	Utah State Parks	$35- $40 per site + $8 reservation fee + $15 for second vehicle at site	Flush toilets, picnic tables, fire grills, parking bays, paved road, water
Sand Flats Recreation Area	Grand County/BLM Partnership	$15 per car for 5 ppl. $2 each additional person; $5 per trailer	Vault toilets, picnic tables, fire grills
Green River State Park	Utah State Parks	$35 per site + $15 for a second vehicle + $8 reservation fee	Flush toilets, picnic tables, fire grills, parking bays, water
Privately Owned Campgrounds[1]			
iCamp Green River, UT	Private	$ 40.89 for RV (2 people) $26.81for tent (2 people) $ each additional person	Flush toilets, showers, picnic tables, fire grills, water, power

[1] Represents a minimum fee. Does not include taxes or reservation fees. Camping fees also vary by length of vehicle, whether or not a trailer has slideouts, the number of people and/or pets, days of the week and months of the year. Prices shown reflect the lowest published per night price. Fees can increase greatly with the presence of any of the above factors. For example, most private campgrounds charge extra for any persons over two per site.

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Campground Name	Agency	Campground Fee(s)	Amenities Offered
Green River KOA Green River, UT	Private	$55 for RV (2 people) $37.89 for tent (2 people) $5 each additional person	Flush toilets, showers, picnic tables, fire grills, parking bays, water, electricity
Castle Gate RV Helper, UT	Private	$60 for RV (2 people) $40.33 for tent (3 people)	Flush toilets, showers, picnic tables, fire grills, water, electricity
Blue Cut RV Helper, UT	Private	$35 for RV (2 people) $25for tent (2 people)	No toilets; water, electricity (for RV sites only)
Moab Valley Moab, UT	Private	$60-90 for RV (2 people) $50 for tent (2 people) $5 each additional person	Flush toilets, showers, picnic tables, fire grills, parking bays, water, electricity, pool
Archview RV Moab, UT	Private	$53-71 for RV $32 for tent $5 each additional person	Flush toilets, showers, picnic tables, fire grills, parking bays, water, electricity

It should be noted that all the campgrounds, both public and private, have raised their rates, oftentimes substantially, since 1995, when Price campground fees were established.

Price BLM campgrounds, unlike many of the campgrounds listed above, provide a very inexpensive camping experience, even at the proposed rate of $20 per site. Since the Price BLM set its camping fees prior to 1995, campers have benefitted from the continuity of on-going services, facility maintenance and some limited improvements to facilities. The proposed fee increase, combined with the addition of twelve new developed fee campgrounds to the fee structure, would help provide operating capital for the maintenance and improvement of the Price BLM campgrounds. The completion of major infrastructure improvements and campground construction shown in Appendix A would not likely be completed through this action alone, although if the level of appropriated funds continues, and if the Price BLM continues its success in applying for internal and external funds, major infrastructure improvements and new campground construction could proceed, even with the modest 2020 increase requested in campground fees.

In conclusion, the analysis of the value of the Price BLM campground fee (including that for the twelve proposed fee campgrounds) shows that even the $20.00 rate would be equivalent to if not less than the lowest daily rate charged for the use of most other campground areas, both public and private (when entrance fees and other fees are included in the price). It is acknowledged that many private campgrounds provide services not offered at public campgrounds. However, public campgrounds, including those managed by the PFO, provide spacious sites in a stunning outdoor venue. It also should be added that lodging rates in hotels, motels and owner-rented units typically range from a low of $60 to over $150 per night; rates are increased for popular weekends in spring and fall. Thus, BLM camping provides a very low cost alternative for a family vacation.

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H. IMPACTS FROM CHANGING AND NOT CHANGING FEES AND FROM ADDING AND NOT ADDING TWELVE FEE CAMPGROUNDS

Anticipated Impacts from Changing Fees and Adding Campgrounds

Anticipated Results of Increasing Fees from $6 and $8 to $20

The campground fee has not been raised since at least 1995. When it was set at that time, the rate was not sufficient to keep up with the costs associated with operating a campground program. It was also assumed that the level of appropriated money would remain constant and that the campground program could depend on this source of income. Since that time, the costs of goods, labor and services have continued to increase, eroding the buying power of the campground fee established in 1995. For instance, the toilet pumping contract fee has risen several thousand dollars annually. As the costs of goods, labor and services increase, the purchasing power of a static campground fee decreases proportionately.

If the fee were raised, services would continue to be offered at a high level in the campground program. Without the fee increase, the frequency of cleaning could be reduced as expenses continue to rise. In addition, with a fee increase, some revenues could be used to gradually improve campground infrastructure as part of routine upgrades, as well as to build new camping opportunities. Past instances of these upgrades include improved road access, replacement of substandard toilets, addition of tent pads, and the replacement of substandard fire rings. Campground improvements are quite important as many of the PFO BLM campgrounds are reaching an age where replacement of some of the infrastructure is necessary to maintain health and human safety. Until now, the campground fee structure has never considered the replacement costs of this campground infrastructure.

With the increased demand for camping experiences, the PFO BLM incurs more expense in terms of effluent pumped, toilet paper supplied, fire rings cleaned and the required frequency of cleaning and maintenance services. That is, when campgrounds are continually utilized from March through November, the frequency of maintenance visits must meet the demand.

Raising the campground fees would not economically impact campers, because the fees are already quite low, compared to private and public campgrounds in the area. The fee increase is necessary to maintain the level of service to the campers and to pay for both current and deferred maintenance of the camping facilities, as well as to provide new camping opportunities. Camping is a particularly low-cost alternative to spending the night in a hotel or motel.

Anticipated Results of Adding Twelve Campgrounds

Adding twelve new campgrounds to the fee program would add camping opportunities at twelve widely separated locations. While eight of the locations are already at least partially developed (but do not have the ability to charge a fee), four new campgrounds would also be added to the fee structure. The fees collected at the twelve new fee campgrounds included in this business plan would ensure that services could be offered at these and other locations. In addition, some revenues could be used to gradually improve campground infrastructure as part of routine upgrades. Providing organized camping opportunities would also lessen the impacts of the unrestricted dispersed camping that is occurring at these twelve locations. Providing organized camping would mean that new routes are not created, human waste is properly disposed of, garbage is collected,

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and fire rings are provided and ash removed. Minimizing such impacts would in turn provide a more pleasant camping experience and decrease resource damage as well as the risk of a wildfire.

As the data presented above illustrates, there is increased demand for camping experiences on Price BLM lands, and the addition of approved fee campgrounds is needed to meet the demand for campground services.

Benefits to the Local Economy from Increasing Fees and Adding Campgrounds

As explained above, the Carbon and Emery counties' economies are dependent upon tourism. Many tourists prefer to camp at public campgrounds; capacity at the State Parks' campgrounds is exceeded for the majority of the year. These campers rely on BLM campgrounds. Many tourists would be unable to vacation if it were not for the availability of reasonably-priced BLM campgrounds. This is particularly true for group site campers, as many youth groups could not afford to stay at area motels. It is important to the local economy to keep campground infrastructure in good condition, and to service and clean facilities to a high standard.

Benefits to the Environment from Increasing Fees and Adding Campgrounds

The campground fee enables the Price BLM to operate the camping program. This serves to reduce negative impacts to sites and to resources associated with higher levels of visitation in small areas. By providing campgrounds for visitors, the BLM is able to contain impacts to these small areas. Human waste generated by campers is contained and processed properly at approved facilities. Garbage is collected and disposed of at a proper facility. Campfires are contained in metal rings, enhancing fire safety; ash is disposed of properly. The proposed camping fee charged for these facilities will make their construction and maintenance possible, thus benefiting the environment.

The need for camping facilities in the vicinity of the twelve proposed new fee locations is particularly acute. At each of these locations, a great deal of "dispersed camping" is occurring in undeveloped areas without toilets, garbage service or proper fire containment. "Dispersed" campers are concentrated within close proximity of each other because they all wish to camp at the same locations. For example, those who wish to recreate near Temple Mountain often choose to disperse camp in close proximity to others. The same dispersed campsite is often used at least 50 nights per year. When the site gets dirty or is already occupied, campers create another nearby site, thus broadening the environmental impact. Visits to each of the locations show increased environmental impacts from unmanaged camping. The addition of the twelve developed fee camping facilities would mean that vehicles would be limited to roads, human waste would be contained in a toilet and disposed of at an approved sewage facility, fires would built only in metal fire rings and garbage would be collected and disposed of properly.

Each of the twelve proposed fee campgrounds would be built as funding allows and have the following expanded amenity requirements: toilets, picnic tables, fire rings, tent/trailer spaces, access roads, collection of fees by an employee, reasonable visitor protection and/or garbage collection.

Socioeconomic Impacts from Increasing Fees and Adding Campgrounds, including those to Low-Income Populations

As with the other fee campgrounds, the addition of the twelve new campgrounds to the fee program would not negatively impact campers, because the fees would be kept quite low at $20 per site (it should be noted that, unlike a private campground, the $20 fee includes two vehicles, up to 10 people and pets). Furthermore, there is a 50% discount on camping fees afforded to seniors and

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those with disabilities. Impacts to low-income populations are also not high, as low-income populations are not heavily represented in the BLM camper population However, the BLM camping experience is still the most cost-effective alternative to visiting the PFO; this is important when seeking to attract a more diverse visitor base to public lands.

Anticipated Result of Not Changing the Fee and Not Adding the Twelve Campgrounds to the Fee Program

Negative Impacts to Recreational Users

The PFO BLM campgrounds are reaching an age where replacement costs of infrastructure will be increasing. For instance, most of the site posts at individual campsites are beginning to rot, since they have been in the ground for well over 20 years. A contract study that examined facilities in the BLM Facilities Asset Management System (FAMS) pointed out that the campground fees in the Moab Field Office did not account for the full replacement costs of campground infrastructure. The study found that the fee structure was based only on operational costs and did not include necessary replacement of facilities as they deteriorated. This is also the case in the PFO. The requested fee increase and the fee for the twelve new campgrounds would be partially used to cover replacement costs of campground infrastructure. A failure to increase the campground fee would mean that aging infrastructure would not be replaced in a timely manner to maintain site quality; it would also mean that improvements would not be added, and new campgrounds would not be built.

Negative Impacts to Local Economy

Not increasing the campground fee and not adding twelve new fee campgrounds would lead to the erosion of services, such as frequency of cleaning, at campgrounds. Currently, the eight constructed campgrounds that are not being charged for result in no revenue to help with their upkeep. This pattern would eventually impact the recreation sector of the economy, making people less likely to come to Price BLM lands. Vacation dollars are entirely discretionary; people can spend their vacation dollars in many different locales. Should people be less likely to recreate in the PFO because of poor or unmaintained facilities, the economy, which is dependent upon tourism, would suffer.

Negative Impacts to the Environment

Price BLM campgrounds (both fee and non-fee) were established partially to address the negative impacts to the environment resulting from unrestrained dispersed camping. Dispersed sites were rampant on PFO BLM lands, resulting in deleterious impacts to wildlife, riparian resources, water quality, floodplains, cultural resources and the enjoyment of other recreation visitors. Failure to maintain the campground program would result in the reestablishment of many of the negative impacts to environment that provided the initial impetus to the campground program. For example, should the BLM be unable to regularly service toilets in the campgrounds, people would be less likely to utilize toilets. Additionally, recreation maintenance staff (funded largely by fees) conduct site cleanup; a fee decrease would mean that such work would be reduced. This would lead to negative impacts to the environment.

The failure to add the twelve campgrounds to the fee program would lead to even more environmental impacts at the requested locations. Since the opening of the Wedge Overlook, there has been an explosion of dispersed camping at that location. Currently, campers are driving off-

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road to camp wherever they choose; campsites are being created, stone fire rings are multiplying, and the visual impact of these dispersed campers diminishes the scenery that people have come to see. Campers generally do not bring portable toilets, so human waste is proliferating in a destination area.

Similarly, dispersed camping has greatly increased at Temple Mountain as well as at the other locations proposed for new campground construction. This use is due to overflow from the State Parks, as well as the recreation activities occurring near these camping locations. These activities include UTV touring, rock art viewing, climbing, hiking, jeeping and canyoneering. Dispersed camping in these areas is leading to environmental impacts, as campers have no toilet facilities, often burn existing vegetation and do so in inadequate fire containment facilities. In addition, many campers drive off road to get to desired camping locations. When a dispersed campsite is trashed, campers generally move on to create another campsite. There has been a noticeable diminution of the environment at these popular locations due to unrestrained camping.

Negative Socioeconomic Impacts, including those to Low-Income Populations

Low-income populations do not generally choose to vacation, partly due to the high prices of commercial lodging, although some group site reservations are held by groups looking for an inexpensive vacation. Were fees to erode such that the group sites could not be maintained or serviced, the group site opportunity might have to be curtailed. Failure to offer these low-cost group sites to youth groups and other such assemblages could have negative impacts on lower-income populations.

Nonmarket Values and Benefits

The term nonmarket values refers to the benefits individuals attribute to experiences of the environment or uses of natural and cultural resources that do not involve market transactions and therefore lack prices. Examples include the benefits received from wildlife viewing, hiking in a wilderness, camping in a semi-wild setting with friends and family, or recreational hunting. Nevertheless, such values are important to consider because they help tell the entire economic story. Estimates of nonmarket values supplement estimates of income generated from commodity uses to provide a more complete picture of the economic implications of proposed resource management decisions.

Economists measure nonmarket use values by estimating the "consumer surplus" associated with these activities. Consumer surplus is defined as the maximum dollar amount, above any actual payments made, that a consumer would be willing to pay to enjoy a good or service. For instance, hikers pay a market price for gasoline used to reach a trail but may pay nothing to use the trail. Similarly, campers may pay a fee for this activity, but may be willing to pay more due to the "free" economic benefit accruing to this experience. Any amount that a recreationist would be willing to pay to use this otherwise free or underpriced resource represents the nonmarket consumer surplus value of that resource to that consumer.

Nonmarket use values have been studied extensively for a wide variety of recreation "goods." A recent study[2] commissioned by the U.S. Forest Service (USFS) examined studies designed to measure consumer surplus for a wide variety of recreation activities that typically occur on USFS

[2] Rosenberger, Randall S.; White, Eric M.; Kline, Jeffrey D.; Cvitanovich, Claire. 2017. Recreation economic values for estimating outdoor recreation economic benefits from the National Forest System. Gen. Tech. Rep. PNWGTR-957. Portland, OR: U.S. Department of Agriculture, Forest Service, Pacific Northwest Research Station

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lands, including camping at developed sites. Although the examined studies show a large degree of variation across geographies, they do show considerable degrees of consumer surplus for the studied activities. Of interest to the current project, the authors determined that camping in developed campgrounds on USFS land produced an average consumer surplus of $46.47 per visitor day. This represent the amount of benefit campers are receiving *above and beyond* the actual fee charged. Although one may quibble with the various methodologies these studies employ, it is clear that recreationists are deriving value well beyond the fees charged.

Managing for Positive Campground Program Results

The goal of the campground program in the PFO is to meet increasing demand for campground services. In order to meet the demand, the Field Office will seek to increase campground revenues by managing for positive results for the following three groups: BLM campers, both individual and group, the local community and the BLM. Campers at BLM campgrounds provide a business base for many local entrepreneurs, as the campgrounds bring customers directly to the local community.

The campers benefit by:

1) having a low-cost campsite or group campsite available for their use
2) improved public lands facilities (i.e. clean toilets)
3) outstanding camping-based recreation opportunities
4) a focused opportunity to enhance outdoor skills, build group and family relationships, and introduce youth to the world of nature
5) venues at which to enjoy their public lands

The local community benefits by:

1) the development of business opportunities in the outdoor recreation sector (i.e. climbing companies, guide services)
2) the development of business opportunities in the general retail sector (i.e. grocery stores, gear stores)
3) the development of business opportunities in the hospitality sector (i.e. restaurants)
4) the provision of jobs for its citizens and tax revenues for local government
5) improved services and quality of life through facility development and resource protection

The BLM benefits by:

1) meeting its land management goals, including protection of cultural and natural resources
2) partnering with campers as stewards of the public lands
3) providing for a more stable (and hence knowledgeable) BLM work force
4) lowering costs by developing improved business management systems
5) obtaining revenues to use for program management and facilities enhancement.

The positive results summarized above allow campers to vacation on BLM lands in a responsible manner. The Price BLM hosts over 800,000 visitors, many of whom choose to camp. The traditional BLM dispersed camping model is not sustainable when many people wish to camp in

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the same location with no toilets, trash service or other services. As users of the public lands themselves, campers have a vested interest in their sustainability. The local community gains in an important economic sector, and participants and the public benefit by increased opportunities to enjoy public lands.

The achievement of positive campground program results requires adequate funding to provide necessary services. Presently, in addition to funds provided through the BLM budget process, the PFO collects fees due to the government from individual and group site campers to maintain and enhance visitor services. However, these fees are not sufficient to cover costs, which have continued to increase. In addition, dispersed campers at the twelve locations where a new campground is proposed do not currently pay fees to assist in the protection of those lands through providing toilets and other facilities. Continuing actions include the publication of supplemental rules, field patrols, maintenance and campground host services, as well as provision of toilets and other hardened facilities.

To protect campers, the public, and the public lands, continual efforts are undertaken to ensure that campground fees are paid by all. Those who do not pay the requisite fee are imposing on the honest people who do pay. Campground hosts, recreation personnel and law enforcement personnel check campground fee permits of all users to ensure compliance with the payment requirements.

I. PUBLIC OUTREACH

As part of the proposal to increase the campground fee and add twelve campgrounds to the fee structure, the PFO conducted the following outreach efforts to notify the public of its opportunity to review and provide comments:

- Posted the draft business plan on the BLM Utah website.
- Issued a News Release to statewide print and broadcast media, including the local ETV News.
- Sent a letter with the News Release attached specifically to the commissioners and councils of Carbon, Uintah, Emery, and Grand Counties.
- Posted the fee increase proposal at existing campgrounds, and dispersed camping areas where a new fee is being proposed.

Prior to building and charging at the twelve new campgrounds, the following outreach will occur:

- Publishing a Notice of Intent in the *Federal Register*
- Publishing news stories about the *Federal Register* Notice of Intent
- Posting *Federal Register* notice near each of the twelve campground locations
- Completing appropriate review and planning through NEPA

In addition, the PFO will present the campground fee increase/new campground locations proposal to the BLM Utah Resource Advisory Council (RAC) for its formal review after notice is published in the *Federal Register* Notice, at least 30 days in advance of the meeting. The Utah RAC is a 15-member advisory panel which provides advice and recommendations to the BLM on resource and land management issues for 22.9 million acres of public lands in Utah. It also serves as the

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Recreation Advisory Council. The FLREA mandates that the appropriate Recreation RAC reviews all BLM recreation fee proposals prior to approval. Comments from both the public at large and the BLM Utah RAC will be considered prior to approval of the increase in the Price BLM campground fee.

The public will be kept informed of the expenditure of its fee collections by posting on the Utah BLM website, as well as a compilation of improvements accomplished at various campgrounds.

References

Rosenberger, Randall S.; White, Eric M.; Kline, Jeffrey D.; Cvitanovich, Claire. 2017. Recreation economic values for estimating outdoor recreation economic benefits from the National Forest System. Gen. Tech. Rep. PNWGTR-957. Portland, OR: U.S. Department of Agriculture, Forest Service, Pacific Northwest Research Station

NVUM. U.S. National Forest Service, *National Visitor Use Monitoring Report for BLM Moab Field Office*, 2007

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Appendix A: Specific Site Related Future Expenditures:

5 Year Plan (Total = $2,589,000 plus $2,500,000 for Price Canyon Road paving)

Sites Utilized by Campers that Require Improvements in the Price Field Office (capital improvement only; no maintenance costs are included)

1. Improved infrastructure at the 3 fee campgrounds operated by Price BLM: ($389,300)
    a. New concrete-cast toilets at all existing fee campgrounds (3 toilets at $34,000 apiece = $102,000)
    b. Replacement of all old-style fire grills with accessible fire grills (40 at $500 apiece = $20,000)
    c. Replacement of site posts at each campsite (40 posts at $20 apiece = $800)
    d. Replacement of older bulletin boards at various campgrounds (3 bulletin boards x $1000 apiece = $3,000)
    e. Replacement of picnic tables at sites with older-style and weathered tables (65 sites x $1100 = $71,500)
    f. Enhancement of accessible facilities at selected campgrounds (6 campsites x $7,000 apiece = $42,000)
    g. Improvement of road surface (additional gravel) at various campgrounds (2 campgrounds x $30,000 = $60,000)
    h. Addition of 3 group sites at North Swinging Bridge Campground ($50,000)

2. Paving Price Canyon Entrance road -- $2.5 million

3. Improved infrastructure at existing campgrounds for which no fees are charged (New Joe's, Cottonwood, South Temple, Temple Mountain Townsite, Buckhorn Wash, the Wedge, Little Wild Horse and Sand Wash ($800,000)
    Each of the eight campgrounds needs $100,000 in investment to add the amenities required for fee collection.
4. New campground construction to provide additional opportunities for camping at the San Rafael Reef, Wickiup, Jurassic and Millsite locations ($1,400,000)
5. Construction of 7 additional future campgrounds at an estimated $200,000 per campground

It is to be noted that all the above sites will require maintenance services on at least a biweekly basis. With the addition of 13 new campgrounds, it will be necessary to hire at least three additional maintenance workers, at a salary of approximately $60,000 per worker per year. In addition, toilet pumping, toilet paper and vehicle costs will also at least triple over current expenditures.

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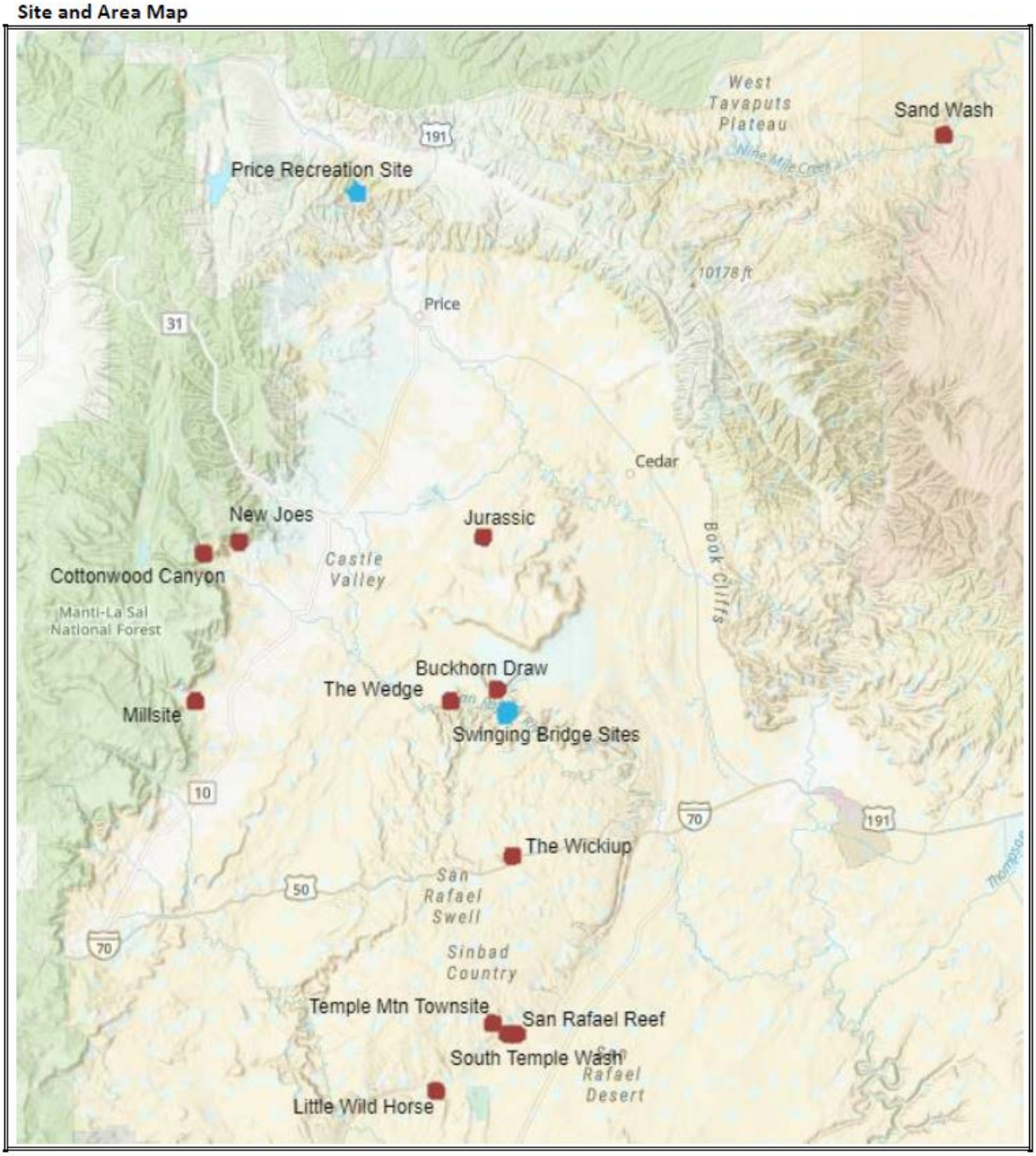
Appendix B: Map of Campground Locations

BLM Price Field Office

Site and Area Map