

Final Little Sahara Recreation Area Business Plan



United States Department of the Interior
Bureau of Land Management, Utah
West Desert District
Fillmore Field Office
June 2010





United States Department of the Interior
BUREAU OF LAND MANAGEMENT
FILLMORE FIELD OFFICE
35 East 500 North
Fillmore, Utah 84631



In Reply Refer to:
2932 (UTW02000)

Dear Reader:

I am proud to present the *Final Little Sahara Recreation Area Business Plan*. The Bureau of Land Management (BLM) Fillmore Field Office manages this 60,000-acre sand dune complex in Juab County, Utah that annually provides over 204,000 visitors with outstanding recreational opportunities on their public lands. In addition to offering a wide variety of off-highway vehicle riding opportunities, the Little Sahara Recreation Area provides visitors numerous amenities, including a visitor center, four campgrounds, flush and vault toilets, water, trash removal, and a dump station.

The Federal Land Policy and Management Act authorizes the BLM to regulate the use of the public lands through permits, and the Federal Lands Recreation Enhancement Act authorizes the BLM to collect recreational fees when sites and areas meet specific criteria. The purchase of a Special Recreation Permit includes the use of all facilities located within the Little Sahara Recreation Area. Fees at the Little Sahara Recreation Area have historically been increased every three to four years to keep pace with rising operational costs; however, fees have not been increased since 2003. The Fillmore Field Office originally proposed to increase these Special Recreation Permit fees in the December 2009 *Draft Little Sahara Recreation Area Business Plan*. After reviewing more than 350 public comments received on the draft business plan and receiving input from the BLM Utah Recreation Resource Advisory Council, the Fillmore Field Office modified the original permit fee proposals and adopted the permit fee rates identified in the table below on April 1, 2010. Daily Permits are \$18 per vehicle and remain valid until dusk the day after purchase. Each additional night is \$18 per vehicle.

Approved Special Recreation Permit Fees at the Little Sahara Recreation Area as of April 1, 2010	
Type of Permit	Fees
Daily Permit*	\$18.00 per vehicle, including holidays
Annual Permit	\$120.00 per vehicle
Annual Permit for 2 nd Vehicle	\$65.00 per vehicle
Senior citizens receive a 50% discount on all Little Sahara fees.	
* Includes one night of camping and expires at dusk the day after purchase.	

All permit fees collected at the Little Sahara Recreation Area are re-invested into the area for the purpose of expanding and enhancing visitor facilities and services. The objective of the *Final Little Sahara Recreation Area Business Plan* is to demonstrate how the new permit fees were adopted in compliance with applicable federal laws and policies, show how your collected recreation fees have been used in the past, and identify the priority projects for future recreation fee collections.

Thank you for your interest in your public lands.

Sincerely,

Fillmore Field Manager

FINAL LITTLE SAHARA RECREATION AREA BUSINESS PLAN

Prepared by
Department of Interior
Bureau of Land Management
West Desert District
Fillmore Field Office

June 2010

Recommended by:

Steven Bonar
Outdoor Recreation Planner
Fillmore Field Office

Date

Reviewed by:

Patricia Bailey
Acting Field Manager
Fillmore Field Office

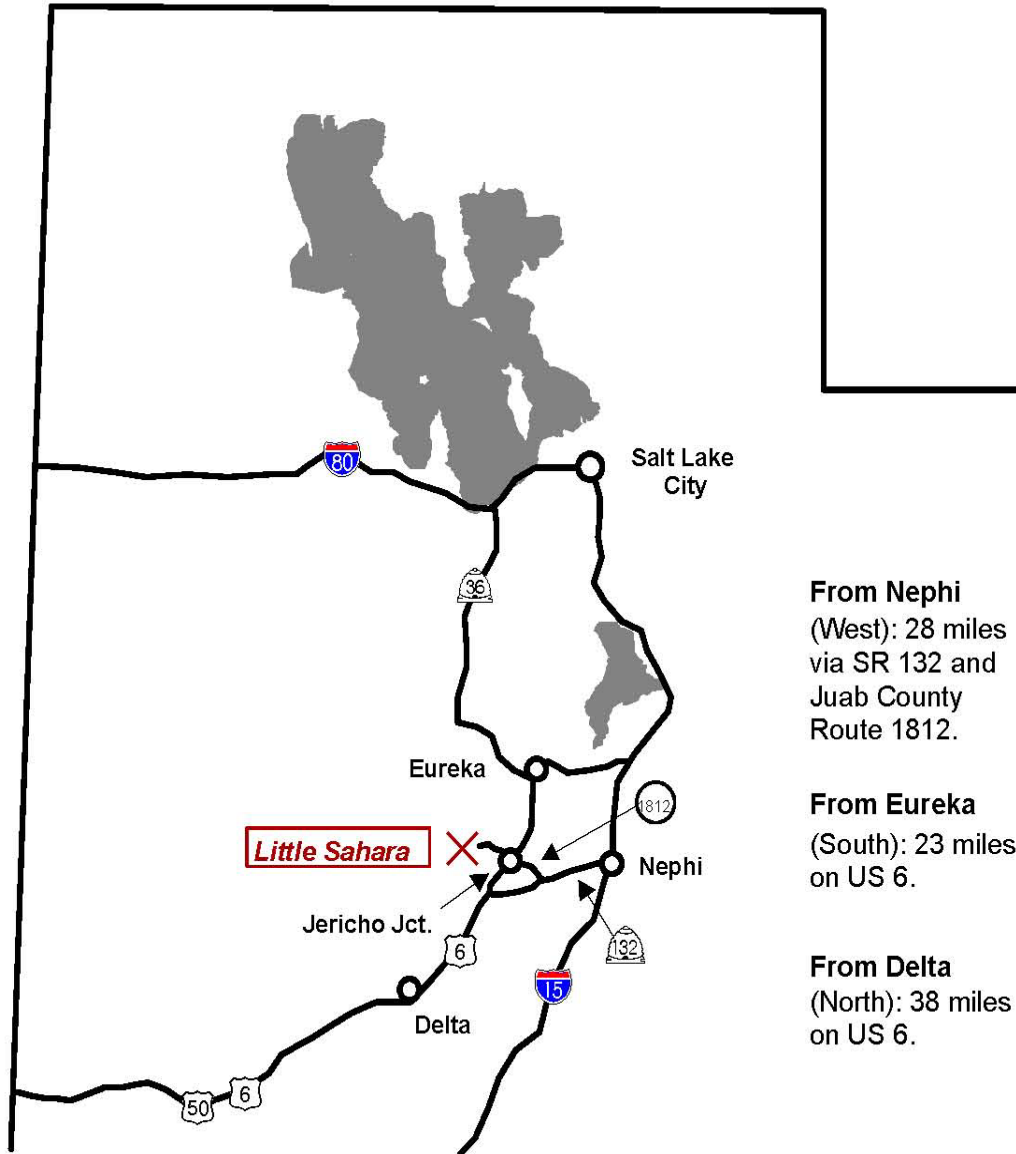
Date

Approved by:

Glenn Carpenter
District Manager
West Desert District

Date

How to Get There



From Nephi
(West): 28 miles
via SR 132 and
Juab County
Route 1812.

From Eureka
(South): 23 miles
on US 6.

From Delta
(North): 38 miles
on US 6.

Little Sahara is approximately 115 miles from
Salt Lake City via Nephi

The entrance road to Little Sahara is
4 miles west of the Jericho Junction.

The Experience...

Little Sahara is not just one type of riding. With nearly 60,000 acres of dunes, trails and sagebrush flats, you've got choices... plenty of them.

What's your pleasure?

May We Suggest . . .

Sand Mountain: A wall of sand climbing nearly 700 feet high provides the ultimate challenge to rider and machine. This is the prime focal point for hill climbing.

White Sand Dunes: Easy access to dunes and plentiful riding bowls attract riders of all abilities to this spot on the north end of the recreation area.

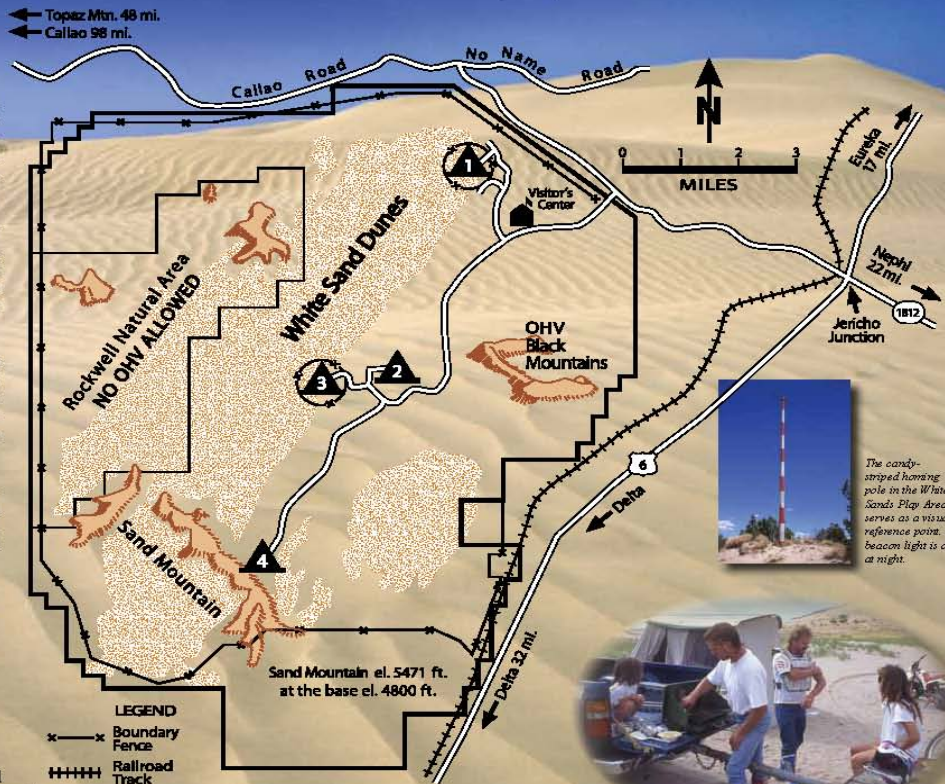
Dunes southwest of Black Mountain: The low-lying dunes provide good terrain for beginners or for those who just want to get away from the crowds.

Black Mountain: A network of dirt trails around this peak offer excellent trail riding for just about any kind of off-highway vehicle.

Utah's Greatest Sand-Play Areas

Two of Utah's largest play areas have been set aside, adjacent to the White Sands Campground and the Jericho Picnic Area.

Each play area covers several acres, and each is fenced to provide a clean, safe haven for children. Tunneling in the sand can be dangerous. Children should be supervised at all times to ensure their safety. Motorized vehicles are not permitted inside the fenced play areas.



The candy-striped tower pole in the White Sands Play Area serves as a visual reference point. A beacon light is on at night.



Dispersed camping is permitted throughout the Little Sahara Recreation Area. Please follow "Leave No Trace" camping techniques to preserve the beauty of the area.

How to Keep a Great Place Great

- Helmets are the law if you are under the age of 18. If older, why tempt the law of averages?
- Broken Glass in the sand is dangerous. Glass containers, paintball guns, and wooden pallets are prohibited.
- Drinking and driving is against the law. Riding ATVs while under the influence, puts yourself as well as others at risk.
- Safety flags. For safety's sake, Federal and State regulations require the use of whip flags within recreation area.
- Forget the firearms. Discharging them at Little Sahara is illegal, so please leave them at home.
- Vandalism of toilets and tables is everyone's loss and costs all of us money. If you observe vandalism, please report it to a BLM employee.
- If you pack it in, pack it out. Aluminum and glass don't burn, so please keep them out of your campfire.
- Play safe, not sorry. Each year several people are seriously injured or killed on the dunes due to accidents. Always check for steep drop-offs or other riders before powering over the crest of dune.
- Remember, watch out for pedestrians, children, and their pets playing in the dunes.
- Tread Lightly! Drive responsibly to protect the environment and preserve your opportunities to enjoy the many recreational experiences Little Sahara offers.

Camping

- 1 **White Sands:** Campsites nestled among the juniper trees and immediate access to the dunes makes this a popular destination with 100 campsites, flushable toilets (vault in winter), drinking water and a fenced play area.
- 2 **Oasis:** The most developed site in the recreation area. Paved pads for trailers and motor homes combined with ready access to the dunes makes this a popular site with families. There are 115 campsites, flushable toilets (vault in winter), RV flush station and drinking water.
- 3 **Jericho:** Originally designed as a fenced picnic area, Jericho now serves as a picnic and camping area. This is a good area for large groups. Paved parking access road, 40 picnic tables with shade ramadas, flushable toilets (vault in winter), drinking water, amphitheater and a fenced play area. Call the visitors center for reservations.
- 4 **Sand Mountain:** Primitive camping/staging area. This place really rocks during popular holiday weekends with 3 paved parking loops, flushable toilets (vault in winter), and drinking water.

Emergency Information



Nearest Hospital
Central Valley Medical Center
(30 miles from Visitor Center)
48 West 1500 North - Nephi, Utah
(435) 623-3000
At Nephi, proceed north on Main Street 1.4 miles past traffic light to the hospital at 1500 North Main. There also is a First Aid Station at the Visitor Center.



Pay Telephone
BLM Visitor Center or Lynndyl is 21 miles south on US 6 or Eureka 23 miles north on US 6.



Law Enforcement
Emergency Call: 911
BLM Law Enforcement Officer
Fillmore Field Office:
(435) 743-3100
Juab County Sheriff:
(435) 623-1344

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Final Little Sahara Recreation Area Business Plan

A strategy for fee collection and expenditure in compliance with the Federal Lands Recreation Enhancement Act, Public Law 108-447, enacted December 8, 2004

I. Approved Special Recreation Permit Fees for the Little Sahara Recreation Area

Visitors are required to purchase a Special Recreation Permit to recreate within the Little Sahara Recreation Area (LSRA). The *Draft Little Sahara Recreation Area Business Plan* was released in December 2009 and requested public feedback on proposals to modify the fee schedule for Special Recreation Permits at the LSRA. After considering all public comments and obtaining input from the Bureau of Land Management (BLM) Utah Recreation Resource Advisory Council, the Fillmore Field Office modified the draft business plan's original fee modification proposals. Table 1 identifies the LSRA's Special Recreation Permit fee schedule established through this final business plan. Daily Permits are \$18 per vehicle, which includes one night of camping and remain valid until dusk the day after purchase. Each additional night is \$18 per vehicle.

Type of Permit	Per Vehicle Fee	Authorized Activities
Daily Permit	\$18.00	Provides for one night of overnight camping and visitor use until dusk the day after purchase.
Annual Permit * for 1 st Vehicle	\$120.00	Provides for visitor use at any time from the date of purchase until December 31 of the year purchased.*
Annual Permit * for 2 nd Vehicle	\$65.00	Provides for visitor use at any time from the date of purchase until December 31 of the year purchased.*
Senior citizens would continue to receive a 50% discount on all LSRA permit fees listed above.		
* Beginning October 1, 2011 annual passes will be valid from October 1 through September 30 each year.		

II. Introduction to the Little Sahara Recreation Area

The LSRA is located in the jurisdiction of BLM Utah's West Desert District, Fillmore Field Office. The Sevier Desert in west-central Utah contains 60,000 acres of sand dunes known as the LSRA, a paradise of sand dunes, trails and camping sites that suits every kind of off-highway vehicle (OHV) enthusiast. This desert haven is managed as a Special Recreation Management Area and provides exceptional outdoor opportunities for both experienced and casual visitors and OHV riders. The white sand presents riders of all levels miles of pure sand pleasure. Black Mountain offers casual trail riders a network of diverse paths to explore. If you're a hill climber or your machine is built for speed, perhaps you will dare to reach the pinnacle of Sand Mountain, Little Sahara's 700-foot tall trademark.

Visitors can experience the quiet side of the LSRA at the Rockwell Wilderness Study Area (WSA). Set aside as a vehicle-free zone, this 9,000-acre unit is a miniature version of the larger surrounding desert ecosystem. The Rockwell WSA's sand dunes, scattered junipers, and sagebrush flats provide habitat for a diverse array of plants and animals. Mule deer, antelope, 15 species of birds, the Desert Whip snake, and 8 other species of reptiles live throughout the stands of Utah juniper, sagebrush, and grasses typical of the Great Basin.

LSRA's popularity for OHV recreation attracts over 204,000 visitors each year. The LSRA is open year round, but is especially busy on holiday weekends such as Easter, Memorial Day, and Labor Day. Visitors can currently purchase daily or annual permits that include the use of all campgrounds and provided amenities.

LSRA Facilities & Services



The **Visitor's Center** is located at the main entrance of the LSRA. Services available include: daily and annual permits sales, Jericho Campground reservations, interpretive information, and general information about the surrounding area. Emergency medical assistance is also available to the public.



The **White Sands Campground** provides 100 campsites and includes drinking water, flush and vault toilets, picnic tables, fire rings, grills, a fenced play area, and trash removal. Only vault toilets are available during the winter season. This campground offers easy access to the dunes and sand play area.



The **Oasis Campground**, the most developed site in the dunes, includes 115 campsites with flush and vault toilets, drinking water, picnic tables, fire rings, grills, trash removal, a recreational vehicle (RV) dump station, and paved pads for trailers and motor homes. Only vault toilets are available during the winter season. This is a great area for family gathering and has easy access to the dunes.



The **Jericho Campground** is a quality site for large groups because of its 40 picnic tables, fire rings, grills, and shade canopies. Flush and vault toilets and drinking water are available at this site. Only vault toilets are available during the winter season. A fenced play area and amphitheater are easily accessible from the camp sites. Trash removal and the RV dump station are located adjacent to this area. This site is also available for reservations.



Sand Mountain is a primitive camping site with three paved loops and staging area, but still provides drinking water, flush and vault toilets. Only vault toilets are available during the winter season. This area is at the base of Sand Mountain and visitors can be seen racing and challenging their skills to climb this 700 foot high pile of sand.

LSRA Partnerships

- The Juab County Sheriff's Department provides additional law enforcement at the LSRA under an existing law enforcement agreement. Their law enforcement commitment to the LSRA on weekends and holidays has greatly improved the recreational experience of visitors by providing a higher level of safety and security.
- Canyonlands Natural History Association provides public land visitors with books, brochures, and various related educational and safety items.

III. BLM Authorities and Policies

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

The *Federal Lands Recreation Enhancement Act* (Public Law 108-447) provides the BLM with the authority to charge fees at recreation sites and areas that meet specific criteria. In the case of the LSRA, the BLM has determined that individuals must obtain a Special Recreation Permit to use the area in order to protect public land resources, prevent user conflicts, and protect public health and safety. The policies for implementing this component of the Federal Lands Recreation Enhancement Act are codified at Title 43, Subpart 2932 of the *Code of Federal Regulations*.

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

- BLM Recreation Permit Administration Handbook (H-2930-1)
- 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*

IV. Visitor Demographics

The typical visitor to the LSRA consists mainly of OHV enthusiasts and varies with the season of use. The spring visitation begins in mid-February and goes through mid-June, and the fall season is mid-September through November. The length of these seasons may be shorter or longer based upon the weather. December through mid-February is the coldest period at the LSRA, but a limited number of visitors will still typically come to ride. July and August are the hottest times of year and typically is the lowest visitation period of the year. Visitors typically stay from one to five days or longer depending upon the time of year. Visitor use is highest during the major holiday weekends of Easter, Memorial Day, and Labor Day. There has also traditionally been large visitation during Utah Education Association week. The visitors during this week are families enjoying the dunes during the fall break for teachers and students.

Visitors include local residents from the surrounding cities and towns, such as Delta, Fillmore, Nephi, and Payson, Utah. A large proportion of LSRA visitors are from the Wasatch Front communities of greater Salt Lake City, Logan, and Provo, Utah, which are all located within a two to three-hour drive. Other LSRA visitors are from southern Utah communities such as Beaver, Cedar City, Richfield, and St. George. LSRA is one of several large dune systems in the western United States that have been designated by the BLM for recreational purposes. There is also a visitor population known as “Duners” that make a circuit of visiting these various sand dune recreation areas. The Fillmore Field Office typically issues approximately 1,100 Annual Permits (includes both first and second vehicles permits) each year.

The LSRA receives an average of 204,000 visitors each year. Table 2 portrays LSRA’s annual visitation for the past five years using the Fillmore Field Office’s existing visitor use estimation formula that assumes there are four visitors per vehicle. Annual counts are tallied for the federal fiscal year, which runs from October 1st through September 30th.

Federal Fiscal Year	Vehicles	Visitors
2009	52,537	210,148
2008	49,530	198,120
2007	52,225	208,900
2006	56,008	224,032
2005	44,132	176,528

The method of counting vehicles is currently done by a traffic counter placed prior to entering the Visitor Center and/or passing the pay booth. However, this method is also currently counting LSRA and fire center staff that should not be counted as LSRA visitors. To address this issue and identify a more accurate visitor vehicle count, the traffic counter will be moved to a location beyond the pay booth and Visitor Center exit, but before entering the dunes.

The past method of counting LSRA visitors did not separate those paying the Single-Day Permit fees from those paying the Annual Permit fees. Visitors are now being counted according to the type of permit they purchase to enter the LSRA through the use of a programmed cash register when fees are collected.

The information currently gathered through the cash registers includes the following data: date, pay station, pay tubes, Annual Permits, daily totals, Daily Permits, self pay envelopes, visitor count (Visitor's Center, day use, and overnight visitors). The new permit fees will be programmed into the cash registers.

V. Little Sahara Recreation Area Revenues

LSRA permit fees are collected in a combination of ways: 1) by staff at the pay booth; 2) by staff at the Visitor's Center; and 3) by use of an "Iron Ranger" when the pay booth and Visitor's Center are closed. Collected fees from the pay booth and/or "Iron Ranger" are transported to the Visitor's Center and revenues are counted, in accordance with BLM fee collection policies as described in Instruction Memorandum 2006-211: *Recreation Fee Collection Procedures*. Fees are deposited into a separate recreation fee revenue account established exclusively for supporting the operation of the LSRA. Table 3 displays revenues collected by the LSRA for the past five years.

Federal Fiscal Year	Revenues
2009	\$463,580
2008	\$474,990
2007	\$485,877
2006	\$439,315
2005	\$428,162

Source: BLM Collections and Billings System database

Special Recreation Permit fees at LSRA have historically been raised every three to four years to keep pace with rising operational costs; however, fees have not been raised since 2003. Table 4 displays the historical increases in Special Recreation Permit fees at LSRA.

Year	Daily Fees	Annual Permit	Annual Permit for 2nd Vehicle
March 1992	\$5	\$35	\$20
January 1995	\$5	\$45	\$25
January 1999	\$6	\$55	\$30
January 2003	\$8 \$10 on holiday weekends	\$75	\$50

VI. Little Sahara Recreation Area Operational Costs

Annual operating costs at the LSRA includes expenditures for the law enforcement agreement with Juab County, trash disposal contract, vault toilet pumping contract, emergency medical supplies, water quality testing, and maintenance of facilities. The LSRA has five employees who ensure that the recreation area provides visitors with an enjoyable experience. Three employees are assigned to the Visitor's Center to manage the collection of fees and the Canyonlands Natural History Association bookstore, complete accounting tasks, coordinate reservations, and assist visitors with general information. There are two employees who are assigned to perform operations and maintenance. These duties include, restroom maintenance and cleaning, water quality testing, trash collection, minor maintenance and repair of facilities for the Visitor's Center and the four campgrounds, and janitorial service for the six buildings located at the administrative site. Major maintenance support is provided by BLM West Desert District staff. The vehicles used to support the maintenance staff include pick-up trucks, a dump truck, a Bobcat, and a small tractor. The BLM Law Enforcement Ranger is assigned to patrol the LSRA as well as patrolling the entire FFO. Table 5 identifies the LSRA's annual expenditures, revenues, and the net profit/loss for the last five fiscal years.

Federal Fiscal Year	Staff Labor	Operations & Maintenance	Total Expenditures	Fee Collection Revenues	Net Profit/Loss
2005	\$388,000	\$351,900	\$739,900	\$428,200	-\$311,700
2006	\$234,200	\$ 180,300	\$414,600	\$439,300	\$24,700
2007	\$284,800	\$ 724,200	\$1,005,000	\$485,900	-\$519,100
2008	\$390,700	\$ 334,000	\$724,700	\$475,000	-\$249,700
2009	\$342,300	\$532,800	\$875,100	\$463,600	-\$411,500
5-Year Average	\$328,000	\$424,640	\$751,860	\$458,400	-\$293,460

Table 6 shows fiscal year 2010's estimated annual operating costs. While the Fillmore Field Office primarily uses collected recreation fees to cover the LSRA's operating costs, approximately \$245,000 of appropriated federal funds will be used in fiscal year 2010 to complete maintenance projects that include the replacement of a maintenance shed, the garbage collection contract, the vault toilet pumping contract, installation of a new vault toilet, and relocating a vault toilet. An additional \$7,780,000 of American Recovery and Reinvestment Act funds will be used to repave the road system within the LSRA in fiscal year 2010. Additional unfunded maintenance costs for LSRA infrastructure are estimated to be \$682,000. Unfunded maintenance costs are determined based upon a recurring schedule that requires all facilities to undergo two inspections in a five-year period to determine maintenance priorities. It has been necessary to use appropriated funds, in part, because the LSRA has been operating at a loss. This proposed fee increase represents an effort to balance the expenditures necessary to maintain the existing level of LSRA visitor amenities and revenues generated by permit sales.

Expenditures	Estimated Costs
Labor	\$397,000
Operations and Maintenance	\$521,000
Total	\$918,000

VII. Fee Calculation Process

In addition to the identified need to recover additional annual expenses, the *Final Little Sahara Recreation Area Business Plan* used the Fair Market Assessment approach to calculate the proposed fee changes for the LSRA. The Fair Market Assessment approach compares the fees charged at similar recreational areas in the western United States being administered by federal and state land management agencies.

The comparisons in Table 7 demonstrate there is no other recreational sand dune area within the western United States that provides the same level of developed facilities and visitor services that are provided at the LSRA. In addition, the LSRA provides a wider variety of recreational experiences than what is typically available at other dune areas, such as OHV trail riding at Black Mountain, non-motorized recreational opportunities at the Rockwell ONA, the challenging 700-foot tall Sand Mountain, and sand play areas safely-fenced for children. Table 7 also demonstrates that the new fees will continue to provide the public with a fair value in comparison with other recreational sand dune areas and that establishing the new fee schedule places LSRA in the middle range of comparable sites. This table also demonstrates that the LSRA provides a unique value for recreational opportunities by providing the greatest number of visitor amenities and by providing Annual Permits holders a discounted Annual Permit for a second vehicle.

**Table 7
Fair Market Value Assessment of Recreational Fees at Sand Dunes**

Sand Dune & Manager	Daily Per Vehicle Fees	Two-Night Permit	Weekly Permit	Annual Permit	Annual Permit for 2nd Vehicle	Amenities
Little Sahara Recreation Area, UT <i>BLM (Past)</i>	\$8, \$10 on holidays	Not available	Not available	\$75	\$50	Visitor's Center, dump station, 4 campgrounds with a total of 255 campsites and 3 loops of primitive camping
Little Sahara Recreation Area, UT <i>BLM (Proposed)</i>	Day-Permit \$8, \$10 on holidays, No Overnight Camping	Two-Night Camping Permit \$25 per vehicle, \$30 per vehicle on holidays	\$40 Seven-Night Camping Permit	\$120	\$65	All campgrounds include flush & vault toilets, water, trash removal
Dumont Dunes, CA <i>BLM</i>	Not available	Not available	\$30, \$40 on holidays	\$100, \$120 with holidays	Not available	Vault toilets
Imperial Sand Dunes Recreation Area, CA <i>BLM</i>	\$30 when purchased outside of dunes, \$40 when purchased at dunes	Not available	Not available	\$90 when purchased outside of dunes, \$120 when purchased at dunes	Not available	Vault toilets, trash removal, on-site camp host
Sand Mountain, NV <i>BLM</i>	Not available	Not available	\$40 weekly	\$90	Not available	Visitor's Center, restrooms, trash removal, sign maintenance
St. Anthony Sand Dunes, Idaho <i>BLM</i>	\$25 to \$60 per day depending on campsite size & amenities	Not available	Not available	Not available	Not available	48 campsites (28 sites with electric hook-ups), dump stations, water, restrooms
Oregon Dunes, Oregon <i>Forest Service</i>	\$10/night for standard campsites, \$20 /night for group sites	Not available	Not available	Not available	Not available	Visitor's Center, campgrounds, dump stations, showers, entrance stations, toilets
Coral Pink Sand Dunes, Utah <i>BLM</i>	\$6 day-use or \$16/night per campsite	Not available	Not available	\$75 covers Day Use Fees and \$2 off camping fees	Not available	Visitor's Center, 22-unit campground, dump station, restroom, water
Sand Hollow State Park, Utah <i>Utah State Parks</i>	\$10 day-use or \$16 primitive camping, or \$25/night per campsite w/ full hook-ups	Not available	Not available	\$75 covers Day Use Fees and \$2 off camping fees	Not available	Visitor's Center, water, restrooms, electric hookups, campsites, RV sites. Annual pass fees for Utah State Parks permits entrance into any state park. Camping fees are still required.

VIII. Consequences of Not Raising Recreation Fees

As shown in Section IV of this Business Plan, the current fee schedule for the LSRA does not fully cover the annual operating cost of this program. A large portion of the remaining costs are reliant upon annual appropriated funding. The costs associated with operating this site are likely to increase due to inflation, rising fuel costs, and other factors, while federal appropriations are likely to remain static or even decrease. LSRA is a remote recreation site and visitor services are critical for enhancing visitor experience and providing visitor safety. By increasing fees, the existing visitor services will still be provided and will not need to be reduced or eliminated due to lack of funding. The loss of these services would diminish the recreation experience for the users of this area.

IX. Socioeconomic Consequences of Raising Recreation Fees

BLM acknowledges that the fee increases could have socioeconomic consequences to LSRA visitors. There could be three potential outcomes of the proposed fee increases:

- Visitors would pay the increased fees to continue enjoying this unique recreation area.
- Visitors would go to other recreation areas.
- Visitors would come to the LSRA and avoid paying the fees and/or camp outside of the area.

No socioeconomic impacts to low-income or minority populations are expected from implementing the proposed LSRA fee schedule. A small percentage of visitors purchase Annual Permits; therefore, a relatively small number of visitors will be impacted from raising the fees for the two types of Annual Permits. Visitors who purchase the Annual Permit for a second vehicle at a reduced rate will continue to be provided with a cost savings that is unique to the LSRA, since no other major recreational sand dune area in the western United States offers discounted Annual Permits for second vehicles. Table 8 below identifies the cost differences between the past and approved LSRA permit fees.

Length of Stay	Past Fee	Approved Fee	Net Difference
Daily Permit	\$8.00 \$10.00 on Holidays	\$18.00	\$8.00 to \$10.00
Annual Permit	\$75.00	\$120.00	\$45.00
Annual Permit 2 nd Vehicle	\$50.00	\$65.00	\$15.00
Senior Citizen will continue to receive a 50% Discount on all LSRA permits			

Table 9 identifies the differences between current and approved daily per vehicle fees that LSRA visitors will pay based on their length of stay during non-holiday dates. Table 10 portrays these differences based on holiday weekends. During non-holiday weekends, LSRA visitors will experience a \$10 fee increase per day when purchasing Daily Permits. A majority of LSRA visitors come during major holiday weekends. The average LSRA visitor stays four days during holiday weekends, and Table 10 demonstrates that these visitors will experience a fee increase of \$8 per day when purchasing Daily Permits. However, the approved Daily Permits now allow visitors to stay until dusk the day after purchase. In the past, the permit expired at 2:00 p.m. on the day after purchase.

Length of Stay	Past Fee Rate of \$8/day	Approved Fee Rates	Net Difference	Per Day Net Difference
One day	\$8	\$18	+\$10	+\$10.00
Two days	\$16	\$36	+\$20	+\$10.00
Three days	\$24	\$54	+\$30	+\$10.00
Four days	\$32	\$72	+\$40	+\$10.00
Five days	\$40	\$90	+\$50	+\$10.00
Six days	\$48	\$108	+\$60	+\$10.00
Seven days	\$56	\$126	+\$70	+\$10.00

Length of Stay	Current Fee Rate of \$10/day	Approved Fee Rates	Net Difference	Per Day Net Difference
One day	\$10	\$18	+\$8	+\$8
Two days	\$20	\$36	+\$16	+\$8
Three days	\$30	\$54	+\$24	+\$8
Four days	\$40	\$72	+\$32	+\$8

- X. For senior citizens, the impact of the LSRA fee increases would be lower than those identified in the above table because these visitors will continue to receive a 50% discount on all LSRA permit fees. Senior citizens previously paid \$4 for a Daily Permit and \$5 on Holidays. Under the approved fee schedule, a senior citizen will now pay \$9 for a Daily Permit, thus resulting in a \$4 to \$5 increase. Senior citizens previously paid \$37.50 for an Annual Permit and \$25 for an Annual Permit for a second vehicle. Under the approved fee schedule, a senior citizen will now pay \$60 for an Annual Permit and \$32.50 for an Annual Permit for a second vehicle, resulting in a \$7.50 to a \$22.50 increase. **Objectives for Future Revenues**

The primary objectives for potential future revenues generated by the approved fee schedule at the LSRA are to enhance the quality of visitor experiences and cover the rising operational costs of administering, monitoring, maintaining and improving visitor services and facilities. The Fillmore Field Office estimates that implementing the approved recreational fee schedule at the LSRA would generate around \$944,000 in annual revenues, approximately \$483,000 more than was generated during fiscal year 2009.

The expenditure of collected fees at the LSRA is based on customer wants and needs made known by verbal and/or written comments. Visitors to the LSRA have commented on a desire for:

- Clean, well-maintained restrooms stocked with toilet paper
- Clean campsites
- A place to build a fire and to grill
- Clean well-maintained picnic tables
- Shelter from sun and rain
- Level pads for tents and/or parking RVs
- Trash disposal
- Dump stations
- Water
- Maintained access roads
- A sense of security and emergency medical service

Implementation of the proposed fee schedule will help meet BLM's objective to enhance the quality of visitor experiences and cover the rising operational costs of administering, monitoring, maintaining and improving visitor services and facilities.

XI. Public Outreach Efforts

Prior to approving the *Final Little Sahara Recreation Area Business Plan* and increasing the Special Recreation Permit fees, the Fillmore Field Office conducted the following outreach efforts to notify the public and interested stakeholders of their opportunity to review and comment on the *Draft Little Sahara Recreation Area Business Plan*:

- **December 11, 2009:** Mailed 1,100 postcards to LSRA annual permit holders, mailed 1,000 flyers to local, county, state, and out of state businesses, BLM Utah field offices and other large sand dune recreation areas. These outreach materials were available at the LSRA visitor center,
- **December 14, 2009:** Story on the proposed LSRA fee increase and interview with Glenn Carpenter, West Desert District Manager, aired on KSL evening news.
- **December 15 to 17 and 22 to 24, 2009:** Legal notices published in Utah's Salt Lake Tribune, Deseret News, Provo Daily Herald, Millard County Chronicle Progress, The Times-News, Richfield Reaper newspapers.
- **December 18, 2009:** *Draft LSRA Business Plan* and News Release of the proposed fee increases was posted on the BLM Utah State Office and Fillmore Field Office websites. News Releases were sent to 175 different media outlets throughout Utah.

The BLM Fillmore Field Office accepted public comments on the proposed permit fees included in the *Draft Little Sahara Recreation Area Business Plan* from December 15, 2009 through January 19, 2010 via mail, fax, and e-mail. The total number of letters received was 216. These letters contained 363 comments that have been categorized into the following groups

Table 11	
Summary of Public Comments on the Draft LSRA Business Plan	
Comment	Number of Comments
Keep current day permit with camping	115
Out of Scope of the Draft Business Plan	102
Keep day permit with camping / and increase fee	79
Proposed fees are too high	47
Support fee increase	26
Reduce services to reduce costs	20
Total Comments	363

In addition, the Fillmore Field Office presented the proposals included in the *Draft Little Sahara Recreation Area Business Plan* to the Utah Recreation Resource Advisory Council (RAC) for their formal review. The Utah Recreation RAC is a 15-member advisory panel which provides advice and recommendations to the BLM and Forest Service on recreation fee proposals in Utah. The Federal Lands Recreation Enhancement Act mandates that the appropriate Recreation RAC reviews all BLM recreation fee proposals prior to approval. Comments from both the public at large and the Utah Recreation RAC were considered prior to approval of the *Final Little Sahara Recreation Area Business Plan*.

The Utah Recreation RAC presentation included an overview of the LSRA, the *Draft Little Sahara Recreation Area Business Plan*, and a review of public comments received on the business plan proposals. The Fillmore Field Office formally proposed to the Utah Recreation RAC two alternative fee structures for LSRA permits that ranged from \$15 to \$18 for a Daily Permit. The Utah Recreation RAC recommended that BLM adopt the fee rates shown in Table 12 below.

Type of Permit	Recommended Fee
Daily Permit	\$18.00
Annual Permit	\$120.00
Annual Permit 2 nd Vehicle	\$65.00
Senior Discount	50% discount on all permits

XII. Fillmore Field Office Recommendation

After careful consideration of all applicable federal laws and policies, public comments, recommendations from the Utah Recreation RAC, and the projected revenues and expenditures outlined in the *Draft Little Sahara Recreation Area Business Plan*, the Fillmore Field Office will adopt the Special Recreation Permit fee rates for the Little Sahara Recreation Area displayed in Table 13.

Type of Permit	Fees
Daily Permit*	\$18.00 per vehicle, including holidays
Annual Permit	\$120.00 per vehicle
Annual Permit for 2 nd Vehicle	\$65.00 per vehicle
Senior citizens receive a 50% discount on all Little Sahara fees.	
* Includes one night of camping and expires at dusk the day after purchase.	

Upon Recommendation of the Utah Recreation Resource Advisory Council this Final Little Sahara Recreation Business Plan will be reviewed within the next 2 years to determine if the approved fees are appropriate or additional fee increases should be proposed.