

Business Plan for BLM Richfield Field Office Campgrounds



**U.S. Department of the Interior
Bureau of Land Management, Utah
Color Country District**





United States Department of the Interior




BUREAU OF LAND MANAGEMENT
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JUL 29 2019

In Reply Refer To:
8300 (UT-930)

Memorandum

To: Ahmed Mohsen, Color Country District Manager
Lance Porter, Canyon Country District Manager

From: Edwin L. Roberson
State Director 

Subject: Approval of Recreation Business Plans

On June 18, 2019, the Utah Resource Advisory Committee (RAC) reviewed the following recreation business plans: Richfield Field Office Campgrounds and Cedar Mesa. The Utah RAC recommended the plans be approved by the BLM Utah State Director as written.

I approve of the final recreation business plans with the Utah RAC's recommendation. The modification to the existing fees will be in place immediately and the new fees will be implemented six months after the corresponding Federal Register Notice is published.

Fee Change Summary:

- **The Monticello Field Office** will increase the Cedar Mesa Individual Special Recreation Permit (ISRP) fees and eliminate the variable fee "seasons" for overnight backpacking trips. Fees will be \$15 per person, per trip, year-round. The plan will increase Cedar Mesa ISRP fees for day use to be \$5 per person, per day. The weeklong pass for day use will be \$10 per person, per week. The annual pass will be \$40 per vehicle, per year. In addition to the modified fees, as per the 2008 Resource Management Plan, the Business Plan includes Butler Wash as part of the existing Cedar Mesa permit system. This includes regulations, permitting fees, and implementing the allocated permit system at Moonhouse year-round.
- **The Richfield Field Office** will establish recreation fees at campgrounds. Beas Lewis Flat and Summerville Campground will be \$15 per night. Saul's Meadow will be \$10 per night, with a group site rate of \$65 per night.

If you have questions or require additional information, please contact Matt Blocker, Utah State Office Recreation Program Lead, at 801-539-4021 or mblocker@blm.gov.

Richfield Field Office
November 2018

Business Plan for BLM
Richfield Field Office Campgrounds

RECOMMENDATIONS, REVIEWS, and APPROVALS

Prepared by:



Graydon Bascom, Recreation Planner

7/29/19
Date

Reviewed by:



Sue Fivecoat, Assistant Field Manager, Non-Renewable Resources

7/29/19
Date

Approved By:



Joelle McCarthy, Field Office Manager

7-29-19
Date

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (Public Law 108-447) and BLM recreation fee program policy. It establishes future management goals and priorities for the recreation fee program for campgrounds in the Richfield Field Office.

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United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Richfield Field Office
150 East 900 North
Richfield, UT 84701



In Reply Refer to:
2932 (LLUTY02000)

Dear Reader,

I would like to present for your review and comment the *Draft Business Plan for BLM Richfield Field Office Campgrounds*. The draft business plan covers management issues such as user facilities, operating costs, fees, annual revenues, and future expenditures. Under the authority of the Federal Lands Recreation Enhancement Act (FLREA), the Bureau of Land Management (BLM) Richfield Field Office (FO) currently manages three campgrounds in Wayne and Garfield Counties, Utah. .

The Richfield FO proposes implementing four new expanded amenity fee sites that would charge \$10-\$15 per night: Saul's Meadow, Beas Lewis Flat, Summerville, and Otter Creek (existing campground) Campgrounds. Richfield FO also proposes to begin charging \$65.00 per night for group sites. These new expanded amenity fee sites will be constructed to address the increase in visitation to the Richfield FO, and will reduce the impacts of dispersed camping in these areas. The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the BLM to regulate the use of public lands, and the FLREA authorizes the BLM to collect recreational fees when sites and areas meet specific criteria.

The objective of the *Draft Business Plan for BLM Richfield Field Office Campgrounds* is to provide you with information on how these public campgrounds are being managed and give you the opportunity to submit comments on the proposed fee changes for these campgrounds and the addition of new campgrounds. The funds generated from these newly proposed campgrounds will fund the maintenance of these campgrounds, improvements to surrounding infrastructure that benefit visitors to these campgrounds, and cover the administrative costs associated with the campground program. Comments may be mailed to our office at: Bureau of Land Management, Attn: Campground Business Plan, 150 East 900 North, Richfield, UT 84701 or emailed to BLM_UT_RF_Comments@blm.gov. Please list "Campground Business Plan" in the subject line and provide any comments by January 10, 2019.

Thank you for your interest and input in managing your public lands.

Sincerely,

Field Manager
Richfield Field Office

Business Plan for BLM Richfield Field Office Campgrounds

Executive Summary

The *Business Plan for BLM Richfield Field Office Campgrounds* was approved by the Resource Advisory Council (RAC) on November 25, 2014. It was subsequently approved by the Bureau of Land Management (BLM) on December 03, 2014. After careful consideration of the current fee program and the anticipated revenues and expenditures as outlined in this document, as well as comparison with other regional and local recreation providers, the following fee sites are recommended:

- Introduce fee structure for group sites to a flat rate fee of \$65 per night:
 1. Saul's Meadow
 2. South Point (Otter Creek)
- Introduce an individual campsite fee of \$10.00 at the following locations:
 1. Saul's Meadow
 2. Fisherman's Beach (Otter Creek)
- Introduce an individual campsite fee of \$15.00 at the following proposed locations:
 1. Beas Lewis Flat
 2. Summerville Campground

The introduction of fees is necessary in order to meet the growing visitation and demand for facilities in these areas, especially for those areas that are adjacent to Capitol Reef National Park. Until now, the campground fee structure has never considered the replacement costs of the campground infrastructure. As the campgrounds age and as the demand for them grows, the deferred maintenance needs increase. Establishing fees at the existing Otter Creek Reservoir and three proposed campgrounds would help address the demand for modernized infrastructure at the campgrounds and group sites. The four newly proposed campgrounds in this Plan are in areas that are seeing increased dispersed camping pressures. These four campgrounds are Saul's Meadow, Otter Creek, Beas Lewis, and Summerville Campground. Developed fee campgrounds are necessary in order to prevent resource damage and to provide better visitor services. Initial conversations with local residents support developed camping areas that limit the impact of visitation on these areas.

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 recreation use permit fees for the use of public lands under the authority of the Federal Land Policy and Management Act (1976) – 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, recreation related wildlife habitat restoration, law enforcement related to public use and recreation, and direct operating or capital costs associated with the Recreation and Visitor Services program.

The recreational use of campgrounds within the Richfield FO is managed through the Recreation Use Permit Program using the Expanded Amenity Recreation Fee to fund campground maintenance, operations, visitor services and construction of new campground facilities. Each of the existing campgrounds in Richfield FO has the required amenities to qualify for the use of this fee. Although facilities may vary, each of the newly planned campgrounds will also have a majority of the expanded amenities, i.e. toilets, picnic tables, fire rings, tent/trailer spaces, access roads, collection of fees by an employee, reasonable visitor protection and/or garbage collection; and thus qualify for staffed fee collection.

FLREA guidelines, BLM 2930 Manual and 2930-1 Handbook require that each recreation fee program have a business plan which thoroughly discusses the purpose and rationale for recreation fees and explains how fees are consistent with the criteria set forth in FLREA. Business plans are to assist management in determining the appropriateness and level of fees, cost of administering fee programs, outline how fees will be used, and provide a structured communication and marketing plan. The primary purpose of the plan is to serve as public notification of the objectives of the recreation fee program, including use of recreation fee revenues, provide the public an opportunity to comment on these objectives, and guide the BLM's expenditure of these fees.

In the Richfield FO, campground revenues are deposited in the Richfield FO recreation fee account (WBS# LVRDUT350000). This business plan covers recreational fee revenues from both individual campsites and group sites.

The data used to analyze and prepare this business plan was obtained through internal BLM tracking and accounting mechanisms, including the Recreation Management Information System (RMIS), Collections and Billings System (CBS), Federal Business Management System (FBMS), and other locally-generated recreation and visitor use tracking spreadsheets. For more detailed information, contact the Richfield FO. Some data may be subject to Privacy Act requirements.

Background and Authorities

The authorities and regulations for this business plan 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 the BLM's authority to enforce the regulations and impose penalties.

- **The Federal Lands Recreation Enhancement Act (FLREA), 2004** [Public Law 108-447], repealed applicable portions of the Land and Water Conservation Fund Act and replaced the BLM's authority to collect recreational fees. This law authorizes the BLM to collect recreation fees at sites that meet certain requirements, allows the BLM to keep the fee revenues at the local offices where they are collected, and directs how the BLM will manage and utilize these revenues. The FLREA also established the America the Beautiful – The National Parks and Federal Recreational Lands Pass program.
- **43 CFR 2930: Permits for Recreation on Public Land**

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

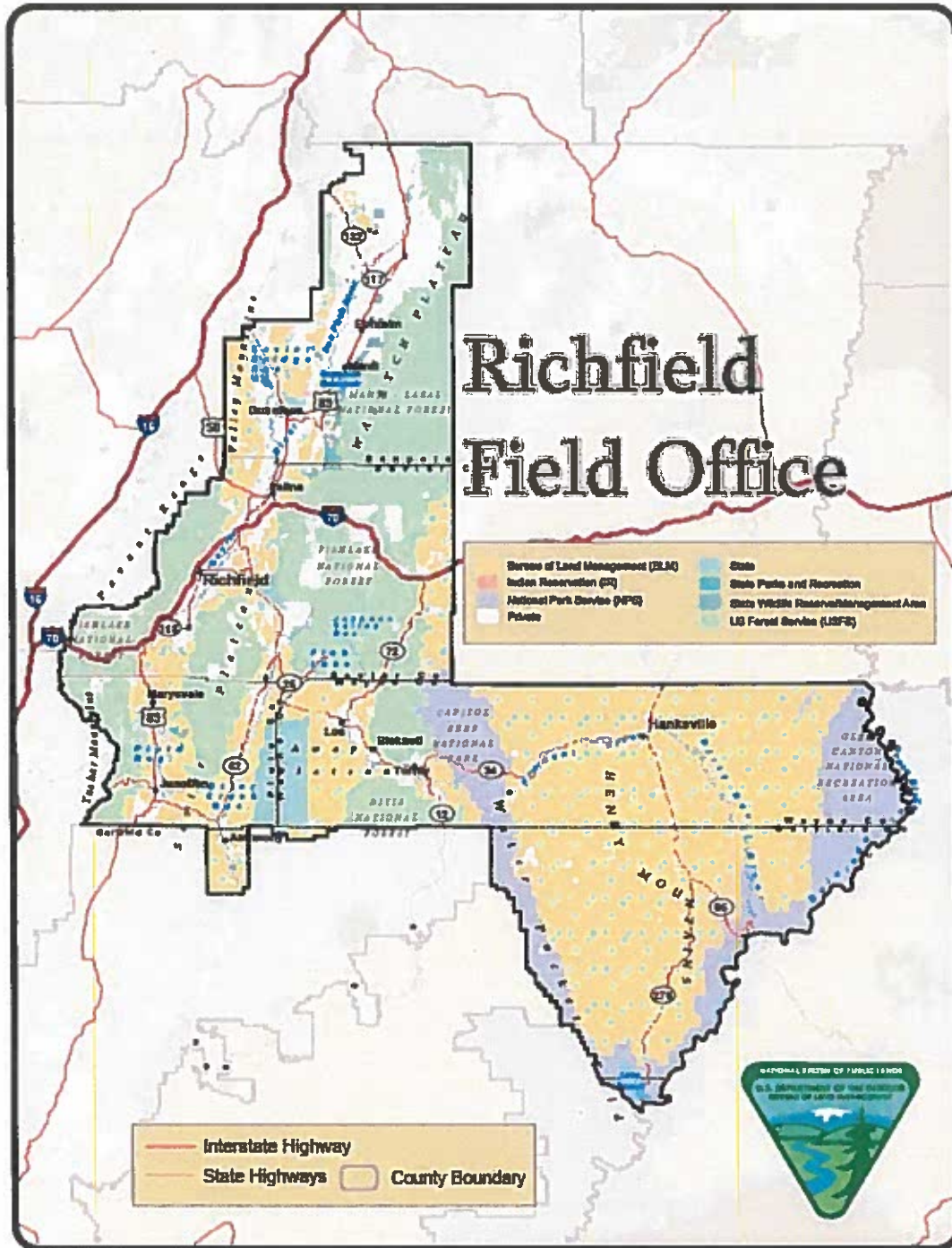
- BLM Recreation Permits and Fees Manual 2930
- BLM Recreation Permits and Fees Administration Handbook (2930-1 Handbook)
- BLM Utah Instruction Memorandum UT 2007-056: *Fee Site Business Plan Development and Business Plan Outline*
- BLM Utah Instruction Memorandum UT 2013-037: *Utah Recreation Fee Program Toolbox*

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

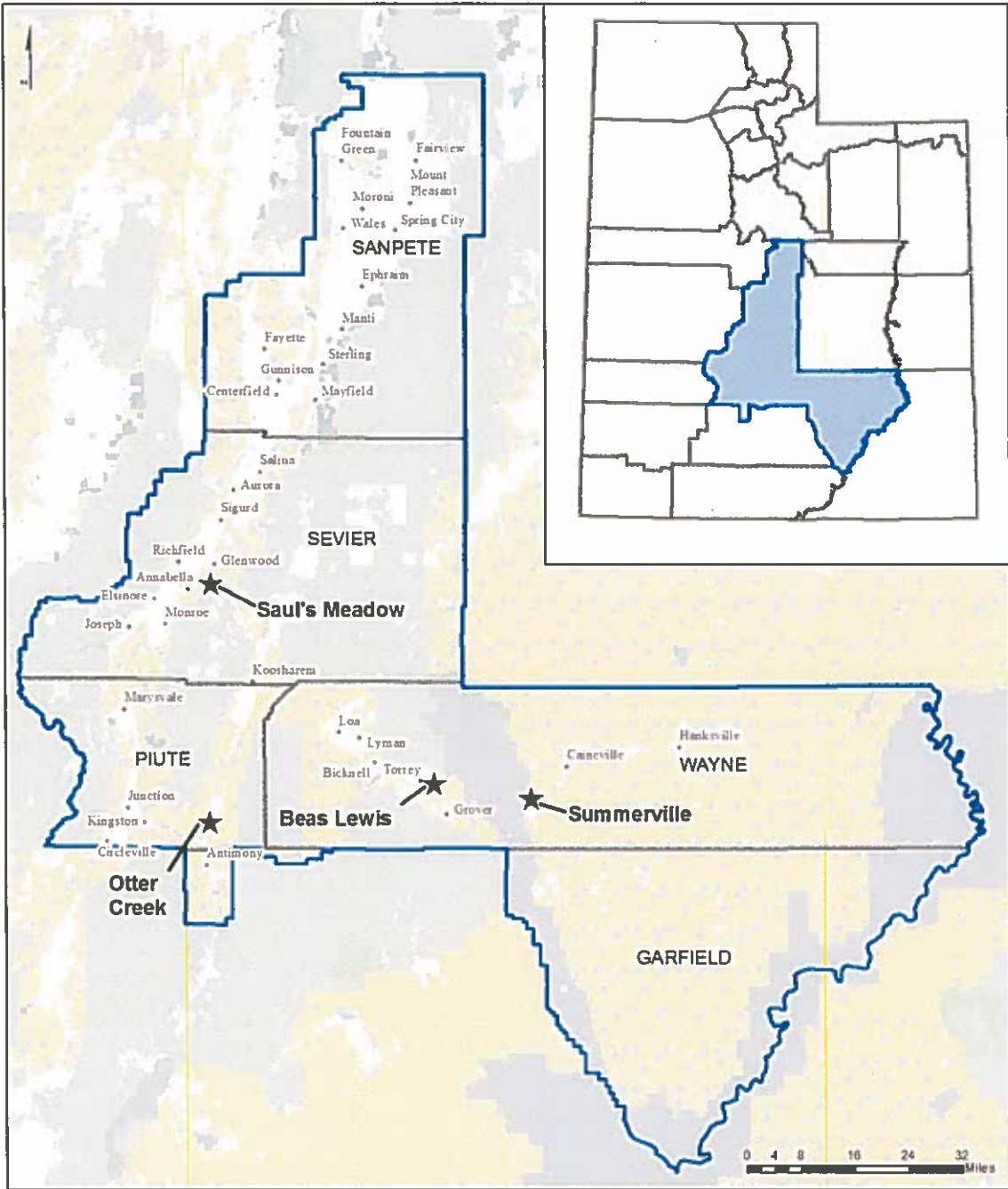
- Improve access to appropriate recreation opportunities;
- Ensure a quality experience and enjoyment of natural and cultural resources; and
- Provide for and receive fair value in recreation.
- In addition, the Business Plans complements the BLM's Leadership Priorities of serving the American family, getting America back to work and creating a conservation stewardship legacy.

This business plan will assist the Richfield FO in meeting these recreation and visitor service goals. This plan does not include three existing campgrounds and one group site that currently collect fees that are managed by the BLM in Garfield, Piute, Sanpete, Sevier, and Wayne Counties, Utah and were approved by the RAC in 2013. This plan addresses the four proposed campgrounds mentioned above.

Map of Richfield Field Office



Map of Richfield Field Office Proposed Campgrounds



Richfield Field Office Campground Locations

Legend

- | | | | |
|---------------------------------|-----------------------------|---|-------------------------------|
| Bankhead-Jones Land Use Lands | National Park Service (NPS) | State Wildlife Reserve/Management Area | RFO boundary |
| Bureau of Land Management (BLM) | Private | U.S. Fish & Wildlife (USFWS) National Wildlife Refuge | Proposed Campground Locations |
| Indian Reservation (IR) | State | US Forest Service (USFS) | |
| | State Parks and Recreation | USFS Wilderness Area | |

No warranty is made by the BLM for use of the data for purposes not intended by the BLM. This product may not meet BLM standards for accuracy and content. Different data sources and input scales may cause some misalignment of data layers.

Richfield Field Office Recreation Fee Program

Administrative Unit

The BLM-Richfield FO falls under the Utah Color Country District and encompasses over 2.1 million surface acres of public lands. These public lands lie primarily within Sanpete, Sevier, Wayne, Piute and Garfield Counties in Utah. Public lands in these counties fall under Utah Congressional District 2.

Richfield FO Recreation Program and Visitation

The Richfield FO administers an area that has gained international recognition for its scenic landscapes along with many unique recreational opportunities. These recreational opportunities include: hiking, biking, boating; cultural resource viewing, camping, off-highway vehicle (OHV) use, rock climbing, canyoneering, horseback riding, hunting, wildlife viewing, sightseeing and scenic photography. The Richfield FO is home to world class hunting opportunities in both the mule deer population, and the bison herd that roam the Henry Mountains. Richfield FO managed trails are also part of the Paiute ATV Trail System, which attracts thousands of visitors every year individually, and through multiple ATV and UTV Jamborees.

The Richfield FO also manages public lands that serve as gateways to popular destinations managed by other federal and state land management agencies. These areas include Capitol Reef National Park, Horseshoe Canyon portion of Canyonlands National Park, Glen Canyon National Recreation Area, Fishlake National Forest, Dixie National Forest, Otter Creek State Park, and Fremont Indian State Park.

The rise in social media and internet use has increased the visibility of all recreation opportunities in the Richfield FO boundaries. This has brought about a large increase in visitation. As a result the demand for a variety of recreation opportunities in the Richfield FO has increased as well. Visitors enjoy the Richfield FO throughout the calendar year. Due to the recent increase in National Park visitation, out of season visitation has increased in an effort by the public to avoid the crowded spring, summer, and fall seasons.

Estimated annual recreation visitation to the Richfield FO is based on traffic counter data, permits, visitor logs, and field monitoring. According to these records, visitation to the Richfield FO has increased significantly over the last five years. In 2018, there were 21% more visits recorded than in 2014. This long-term growth trend is expected to continue and increasing recreation visits are anticipated.

Table 1 - Recreation Visits to the Richfield Field Office

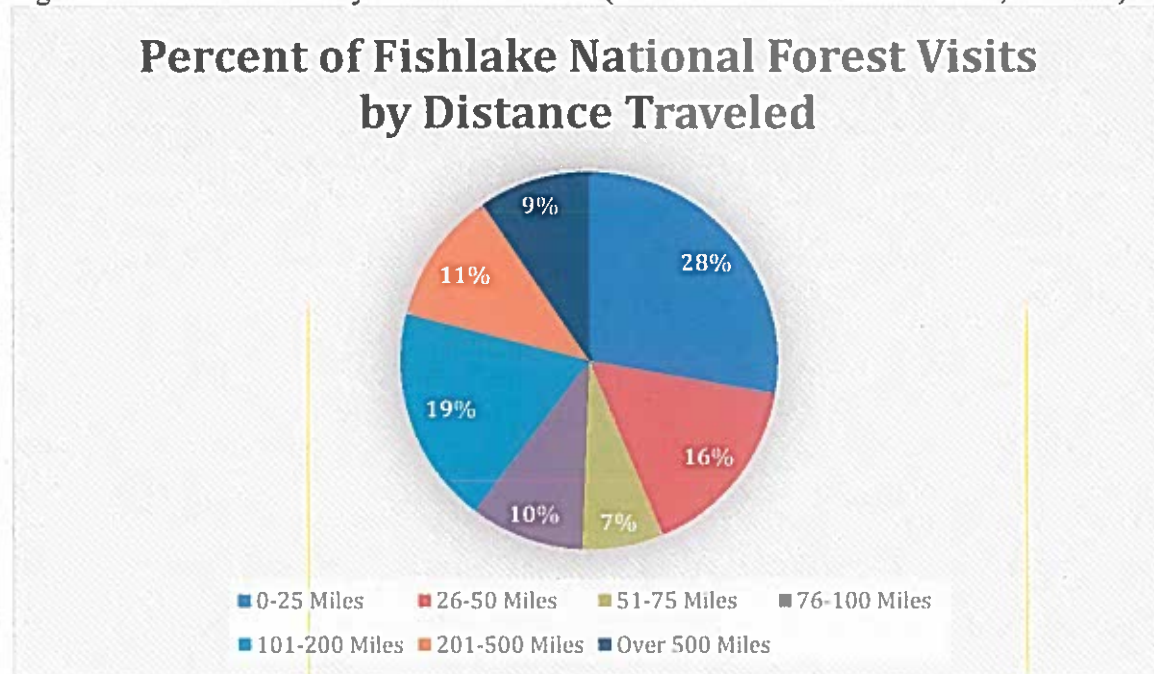
Year	Recorded Visits
2014	569,004
2015	634,798
2016	652,239
2017	222,229*
2018	689,639

*In 2017 only the Henry Mountain Field Station visitation numbers were available.

Source: BLM RMIS Database

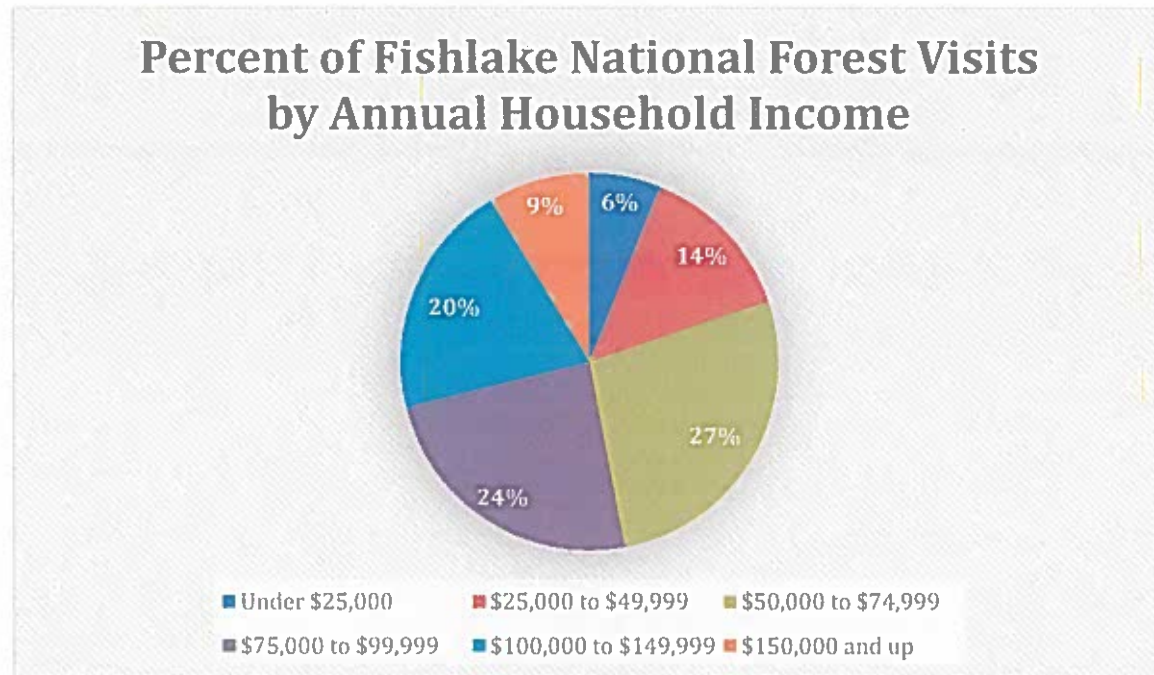
Visitor demographics, such as where visitors originate, were collected in a National Visitation Use Monitoring (NVUM) study prepared by the U.S. Forest Service (U.S. National Forest Service, 2013) for the Fishlake National Forest. The Fishlake National Forest is the predominant forest within the Richfield FO, so the visitor data shown in Figure 2 is assumed applicable. Results from this survey indicate that 51% of visitors to the Richfield FO travel less than 75 miles, while the other 49% travel over 75 miles to come to the area. While over half of the visitors come from the local area, there is still a significant number of visitors from the western United States. With almost 10% of visitors coming over 500 miles to visit the area.

Figure 1 - Percent of Visits by Distance Travelled (NVUM Fishlake National Forest, FY 2013)



Recreation visitors to the BLM-Richfield vicinity have a higher than average income profile than the population at large. This is illustrated in the following chart (Figure 2), derived from the 2013 NVUM Fishlake National Forest study. With only 29% of visitors earning less than \$50,000 a year, and the median income in 2013 in the United States being \$51,915 (US Census Bureau 2013), 70% of visitors to the Richfield FO earn a higher income than the average household in the United States.

Figure 2 - Annual Household Income of Visitors (NVUM, 20013)



Applicable Land Use Plans

Management in the Richfield FO is guided by the Richfield Field Office Approved Resource Management Plan (RMP), signed on October 31, 2008.

The Recreation Decisions Desired Outcomes included:

- Provide recreational opportunities in a variety of physical, social, and administrative settings, from primitive to near-urban, that allow visitors to have desired recreational experiences and enjoy the resulting benefits.
- Provide opportunities for recreational experiences unique to the lands managed by the RFO, consistent with resource capabilities and mandated resource requirements; provide for visitor education and interpretation of the recreational opportunities within the RFO.
- Provide for public health, education, and safety through interpretation, facility development, and visitor management.
- Maintain important recreational values and sites in federal ownership to ensure a continued diversity of recreation settings, activities, and opportunities.

Specific recreation decisions concerning the campground program are:

REC-1 (pg.111): Implement the *Utah BLM Standards for Rangeland Health and Guidelines for Recreation Management*, as follows:

- Recognize that various levels of regulations and limits may be necessary, but that restrictions and limitations on public uses should be as minimized as possible without compromising the primary goal.

- Use an on-the-ground presence as a tool to protect public lands.
- Where long-term damage by recreational usage is observed or anticipated, limit or control activities through special management tools such as designated campsites, permits, area closures, and limitations on numbers of users and duration of usage.
- Encourage the location of public land recreational activities near population centers and highway corridors by the placement of appropriate visitor use infrastructure. Provide restrooms and other facilities adequate for anticipated uses at designated campgrounds, trailheads, and other areas where recreational users concentrate.
- Allow non-commercial dispersed camping without permit, throughout the RFO administered lands, unless directed by other management prescriptions.

REC-5 (pg. 112): Provide facilities based on needs for resource protection and user demand. Consider site-specific development on a case-by-case basis, ranging from minimal, rustic facilities to larger developments that would require major site modifications.

REC-7 (pg. 112): Manage public lands adjacent to other federal and state lands to complement the recreational experience on the adjoining lands.

REC-8 (pg. 112-113): Designate sites and areas appropriate for large group events and camping, including Starr Spring campground, McMillan Spring campground [and] Others as necessary to meet recreation demand and protect resources.

REC-33 (pg. 115): Consider developing facilities to support the objectives of the SRMA, to provide for visitor health and safety, and for resource protection.

REC-34 (pg. 115): Locate facilities such as trailheads, instructional signs, group sites, and parking areas on the bench lands near existing access roads.

REC-43 (pg. 115): Allow facilities to reduce resource impacts, including campgrounds, picnic areas, restrooms, parking and staging areas, and interpretive facilities.

Description of existing sites, proposed sites, and proposed fees and infrastructure updates

The Richfield FO proposes to introduce expanded amenity fees at four campgrounds (Fisherman's Beach (Otter Creek Reservoir), Saul's Meadow, Beas Lewis Flat, and Summerville Campground) and two group sites locations. The large group sites would be developed at South Point (Otter Creek Reservoir), and at Saul's Meadow Campground. Otter Creek would be implemented immediately since the infrastructure required for an expanded amenity fee is already in place and reconstruction would be minimal. Saul's Meadow would be pursued in the near future through a partnership with Sevier County. The counties support the development of future campgrounds, and the Richfield FO plan to partner with these counties to secure grant funding for these planned projects. The proposed facilities would still need to go through the NEPA process for approval before construction.

Pursuant to FLREA and the implementing regulations at 43 CFR 2933, fees may be charged for overnight camping and group use facilities where specific amenities and services are provided. Under Section 6802(g)(2) of the FLREA, the following camping areas qualify as sites where visitors can be charged an “Expanded Amenity Recreation Fee”. The Richfield FO would also continue to manage the three existing campgrounds in Wayne and Garfield Counties as fee sites. A description of each site is provided in the following section and summarized in Table 2.

Table 2 – Existing Richfield Field Office Recreation Fee Campgrounds

Campground	Sites	Current Fees	Amenities										
			Tent /Trailer Space	Picnic Tables	Drinking Water	Access Roads	Fee Collection	Visitor Protection	Trash	Fire Pits or Grill	Vault Toilet	Shade Shelter	
		Campground Fee											
Star Springs	12	\$10/site/night; \$20/group site/night	■	■	■	■	■	■			■	■	
Lonesome Beaver	5	Pay what your experience is worth	■	■	■	■	■	■			■	■	
McMillan Springs	10	Pay what your experience is worth	■	■		■	■	■			■	■	
Proposed													
Saul’s Meadow	20	\$10/site/night; \$65/group/site/night (100)	■	■		■	■	■	■	■	■	■	■
Otter Creek	9	\$10/site/night; \$65/group/site/night (100)	■	■		■	■	■	■	■	■	■	■
Beas Lewis	15	\$15/site/night	■	■		■	■	■	■	■	■	■	■
Summerville	15	\$15/site/night	■	■		■	■	■	■	■	■	■	■

■ Facility or service is provided

Otter Creek Reservoir

1. Name of Recreation Site: **Otter Creek (Piute County)**
 - a. Fisherman’s Beach Campground
 - b. South Point Group Site

Type of Fee: Expanded Amenity Fee

Legal Description: T. 30 S., R 2 W., Sections 10, 15, 21, & 28

Existing Facilities: vault toilets, shade structures, picnic tables, fire rings, parking spots, boat ramp, and access roads

Otter Creek Reservoir has been a popular location for recreation year round. The popularity of the area has brought dispersed camping and other related activities, which are causing unacceptable resource impacts, including off-road driving in search of campsites, trampling of vegetation, proliferating rock fire rings, increased trash, and unauthorized boat ramps. Recreational user groups enjoy ice fishing, camping, fishing, boating, and even staging for surrounding OHV trails. The Paiute ATV System may be accessed from the campgrounds through the Lizard and Hickman Paiute Side Trails. A campground would provide visitors with sustainable camping opportunities and improve the recreation experience. Delineating recreation facilities will allow visitors to more easily identify appropriate locations for recreational uses, and protect against negative impacts to the greater landscape along the reservoir.



The Fisherman's Beach Campground is located off State Highway 62 in the southern part of Piute County. The campground currently provides two campsites with shade structures, picnic tables, fire rings, and a vault toilet. There are two additional tables, which have been turned into campsites with rock fire rings. Richfield FO is proposing to add an additional four campsites to this location with the while refurbishing the two existing campsites with new fire rings and tables. Campsites are available on a first come, first serve basis, and feature a tent/trailer space, a picnic table, a fire ring, a shade structure (where currently in place) and vault toilets. Overnight use fees are not currently being collected. Richfield FO is proposing to introduce a \$10 per site, per night fee. Increased revenue would be used to support operational costs first, any money raised beyond operational costs would support ongoing replacement of ageing infrastructure maintenance in all campgrounds at Otter Creek Reservoir, such as adding shade structures, fire rings, tables, improving the boat ramp at Tamarisk Point, and improving trailheads.

Proposed New Facilities: tent/trailer spaces, staffed fee collection, and regular patrols for visitor protection.



A group site at South Point would be developed and the Richfield FO is proposing to introduce a \$65/night flat rate for this group site. South point is a prime location overlooking the entire reservoir. South Point currently has a double vault toilet and an interpretive kiosk, and is located next to prime shore fishing and boating opportunities.

This site is already seeing a large amount of use by large groups. It is used both for reservoir access and camping, and ATV/UTV staging and camping for the nearby Paiute Trail System. By adding amenities for a group to use the site, we would enhance the experience, while reducing the environmental impacts with structured parking areas and installed fire rings. The developed pavilion would concentrate use, and developed fire rings would prevent individuals from creating their own every 30 around the reservoir.

Proposed New Facilities: large 30'x30' group site pavilion, grills, fenced parking area for trailers to circle around, staffed fee collection, and regular patrols for visitor protection.

Saul's Meadow

3. Name of Recreation Site: **Saul's Meadow** (Sevier County)
 - a. Campground
 - b. Group Site

Type of Fee: Expanded Amenity Fee

Legal Description: T. 24 S., R 2 W., Sections 14, & 15

Existing Facilities: ATV trailhead, equestrian trailhead and access roads

Saul's Meadow is a popular dispersed camping site that is located about 20 minutes outside of Richfield to the southeast. There is a single trailhead which provides access to two trails: an ATV trail and an equestrian trail. This area is visited in the spring and fall for camping, group camping, and for staging horses and ATVs. There are groups that have used private property near this site

for large camp events. Due to a change in property ownership, these groups have been displaced from their previous camping location. Sevier County approached the BLM with the desire to put excess travel and tourism funds into this project, and also jointly apply for grant funds from the Utah Governor's Office of Recreation and Tourism. This directly aligns with the administrative priority to restore trust and be a good neighbor. This campground would provide a location for group events close to population centers including: Richfield, Glenwood, Annabella, Central, Monroe, Elsinore, and Aurora. This campground would be more accessible to large groups while still providing camping opportunities for individual families to enjoy. Richfield FO is proposing to introduce a \$10 per site, per night fee for individual sites, and a \$65.00 per night fee for the group site. This increased revenue would be used to support ongoing infrastructure development and maintenance at the site, such as adding shade structures, connecting to bike trails in the area, improving the trailhead with equestrian corrals and additional camping facilities for equestrian user groups.

Proposed New Facilities: two medium 20'x20' group pavilions, grills, tent/trailer spaces, fire rings, picnic tables, Frisbee golf course, remote control airstrip, vault toilet, staffed fee collection, and regular patrols for visitor protection.

Beas Lewis Flat

1. Name of Recreation Site: **Beas Lewis Flat** (Wayne County)

Type of Fee: Expanded Amenity Fee

Legal Description: T. 29 S., R 5 E., Section 8

Existing Facilities: access roads

Beas Lewis Flat is located west of Capitol Reef National Park just east of the town of Torrey; it is a popular location for camping, hiking, and mountain biking. There is a large network of roads, which are located on BLM managed land. This area is close to town, and offers 360 degree views of the Capitol Reef landscape in which to recreate. This location's proximity to the National Park draws a constant flow of visitation. Dispersed camping has increased in this area resulting in resource damage along the roads, and additionally on US Forest Service managed land near the National Park. These dispersed camping locations are in close proximity to Highway 24 and are utilized by tourists visiting the National Park, especially when campgrounds inside of the Park are full.

Developing a campground would address concerns from the town of Torrey, individual residents whose property overlooks the area, and reduce the potential for environmental impact from human waste and gray water in the area. Concentrating the use in a developed campground would allow the ground surface disturbance to be reduced, the vegetation to recover, and the amount of impromptu dispersed camping sites to be minimized. The Richfield FO is proposing a \$15.00 per night fee for this campground. This increased revenue would support ongoing infrastructure development and maintenance in the campground, such as fire rings, and tables.

Proposed New Facilities: tent/trailer spaces, fire rings, picnic tables, vault toilet, staffed fee collection, regular patrols for visitor protection

Summerville

1. Name of Recreation Site: Summerville (Wayne County)

Type of Fee: Expanded Amenity Fee

Legal Description: T. 29 S., R 7 E., Section 25

Existing Facilities: access roads

Summerville Campground is located east of Capitol Reef National Park, adjacent to the Notom Road where it crosses Pleasant Creek. It is a popular location for dispersed camping when the Capitol Reef campground is full. A large disturbed area has developed on BLM managed land as a result of dispersed camping at this location. Some of the dispersed campsites are located close to the water's edge which raises safety concerns for young children, and for tent campers who are too close to the stream during flooding events. Environmental concerns are also a factor considering human waste and the proximity to an open water source. There is enough space above the flood plain to develop a campground that would mitigate the impacts of the dispersed camping and address safety and environmental concerns. This location's proximity to the National Park and access via the paved Notom Road makes it an ideal location to accommodate RV and Trailer campers. The Richfield FO is proposing a \$15.00 per night fee for this campground. This increased revenue would be used to support operating costs, and any surplus would go on to support infrastructure development and maintenance in the campground.

Proposed New Facilities: tent/trailer spaces, fire rings, picnic tables, vault toilet, staffed fee collection, and regular patrols for visitor protection

Visitation

Campground visits in the Richfield FO are measured through Recreation Use Permit (RUP) envelopes, which visitors fill out during their visit. The number of people camping at each site is recorded allowing the BLM to determine the number of visitors to an area. While visitation to these rural campgrounds have fluctuated from year to year, from 2006 to 2018 there has been a 54% increase. Showing that the trend has been in an upward direction overall.

Table 3 – Richfield RUP Visits

Year	Visits
2006	221
2007	222
2008	294
2009	364
2010	305
2011	331

2012	312
2013	325
2014	295
2015	201
2016	302
2017	338
2018	482

Source: Recreation Management Information System

Proposed Recreation Fee Rates

The Richfield FO has been operating its existing campground facilities with budgeted funds, however the increase in visitation and the public demand for more enhanced facilities are limiting how far the budget can go. Annual revenues generated at each site cover only a fraction of the overall operating costs. Increased public demand for different user recreation infrastructures, create a constant pull on funds. The remainder of annual operating costs has been covered by funds generated through Special Recreation Permits and appropriated funds. While the proposed fee increases for single sites will only partially cover annual operating costs at each site, the daily fees are commensurate with other similar expanded-amenity sites in Utah. The increase will help offset the cost of ongoing maintenance and upkeep of campground facilities and allow the Richfield FO to maintain visitor services at a more sustainable level. The introduction of fees, in addition to the construction of new camping locations will provide better opportunities to upgrade existing facilities within the campgrounds.

Table 4 - Proposed Recreation Fee Rates

Campground	Current Fee	Proposed Fee
Saul's Meadow Campground	N/A	\$10
Saul's Meadow Group Site	N/A	\$65
Fisherman's Beach	N/A	\$10
South Point Group Site	N/A	\$65
Notom Bench Campground	N/A	\$15
Notom Bench Group Site	N/A	\$65
Beas Lewis Flat Campground	N/A	\$15
Summerville Campground	N/A	\$15

Operating Costs

The Richfield FO maintains infrastructure that supports its campground operation. The largest maintenance expense is the bi-weekly (at a maximum) cleaning of toilets/facilities. This is currently handled through contract with local vendor(s). The Richfield FO currently has two contracts; one for the facilities in Piute and Sevier Counties and one for facilities located in

Garfield and Wayne Counties. The cleaning contract includes buying toilet paper, garbage bags and cleaning supplies, emptying the trash can in the restrooms. This is currently costing \$37,139 for 2018, but bids are continuing to increase with the price of supplies and fuel costs. We received two bids this year for half of the office toilets well above \$30,000. If the costs continue to escalate, acquiring park rangers that will help with toilet cleaning would eventually be more economically feasible.

Table 5 – Operational Costs

Fiscal Year	Labor Costs	Operations Costs	Total Toilet Cleaning Costs	Total Annual Expenditures	Revenues	Net Gain/Loss
2015	\$25,640	\$4,016.36	\$30,716	\$60,372.36	n/a	-\$60,372
2016	\$26,084	\$18,945.89	\$33,479	\$78,508.89	\$4,336.16	-\$74,172
2017	\$26,535	\$8,394.29	\$34,639	\$69,568.29	\$5,242.00	-\$64,326
2018	\$26,994	\$9,756.89	\$37,639	\$74,389.89	\$5,406.23	-\$68,983

The current revenues represent three rural campground located in the Henry Mountains. These campgrounds operate under a pay what your experience is worth system, because enforcement is not physically possible, and compliance was not occurring. When introduced this system raised revenues, because some individuals paid more, and other individuals started paying to use the campground. These revenues are not a good model to represent the expected revenue that will be achieved in the proposed campgrounds, because the use in the proposed areas is far greater than in the Henry Mountain locations. While operational costs will go up with the introduction of new campgrounds, the smaller increase in cleaning contracts/hiring of seasonal staff to replace cleaning contracts would be less than the projected potential revenue generated by these campgrounds.

Currently the Richfield FO recreation and maintenance staff are responsible to maintain the infrastructure in the campgrounds (such as painting toilet buildings), and for construction of campground amenities such as fencing, shade shelters, etc. Landscaping work is undertaken by maintenance personnel, including noxious weed removal. Toilet pumping and effluent disposal is contracted at relatively high expense due to the remote nature of the field office. The most recent toilet pumping contract for the field office totaled approximately \$1200 round trip.

The campgrounds are also patrolled by district BLM Law Enforcement Rangers and the Wayne County Sheriff's Office (through a contract) to assist with fee compliance, protect resources and facilities and to help maintain the safety of campers. Maintenance and testing of the drinking water systems is provided by BLM staff at the Henry Mountains Field Station.

The program also supports the cost for 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 heavy equipment. Campground maintenance and construction often requires the use of a skid-steer loader or other specialized equipment. Large projects involving campground design, construction, and road maintenance on access roads are

supported by the engineer in the Richfield FO. Roads are graded and maintained annually with heavy equipment.

Annual operating costs for the campground program include monitoring of visitor use, fee collection, law enforcement services, maintenance and cleaning, vault toilet pumping and trash disposal. Additional costs to the government for administering the campground program include managerial support, work by recreation planners and office overhead, including providing information services to the public.

Operating costs of the campgrounds are partially funded through the Richfield FO’s campground fee account (L1232), with revenue collected from recreation fees. Administrative costs are generally borne by congressionally appropriated funds, including those from the Richfield FO’s recreation resources management (L1220) and annual maintenance and operational costs (L1660). Table 7 identifies the annual expenditures associated with the Richfield FO campground fee account (L1232).

Table 6 - Actual Toilet Cleaning Costs

Fiscal Year	Richfield Toilet Cleaning Contract	Hanksville Toilet Cleaning Contract
2016	\$14,628	\$16,088
2017	\$14,840	\$18,639
2018	\$16,000	\$18,639
2019	\$19,000	\$18,639
2020	\$18,500	\$18,639
5-Year Average	\$16,594	\$18,129

Appropriated funds from the Richfield FO’s annual maintenance and recreation budget accounts provide most of the funding for labor and operations costs including supporting staff salaries, contracts for trash service, toilet pumping, toilet cleaning contract and other expenses. The exact amount of expenditures per campground was not tracked, but rather for the campground system as a whole. The proposed campground fee increase will provide additional funds to cover part of the difference between the total annual expenditures and the campground fee account revenues.

Positive Fund Balance and Account Maintenance

The Richfield FO will strive to maintain a positive fund balance of between 50-100% of total receipts. 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, provide capability to meet unanticipated costs, take advantage of unforeseen opportunities, improve services, or use revenues to provide future recreation infrastructure to support visitor use. In addition, the fund balance could cover expenses in the case of reduced fee revenue due to

unforeseen circumstances, such as natural disasters and environmental or economic change. The fund balance will be managed as a working capital fund, with the goal of investing in facilities and services that will match program growth consistent with visitor demand through generation of increased revenue.

Continuity of Operations

The campground program in the Richfield FO benefits the local economies of five counties: campers utilizing BLM campgrounds support many local businesses and the program provides employment opportunities. As such, the continuity of its operations is vital not only to individual businesses, but to the entire community. This link to the local economy furthers BLM’s national priority of getting America back to work. The campground program may continue to operate, even in light of an unexpected decline in fee revenue. The fund balance will be maintained as explained above, and, in addition, the following steps may 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 staff to provide essential visitor services;
3. Spending on non-revenue producing agreements would be eliminated, reduced or deferred;
4. Fee program would be evaluated and adjustments would be proposed and implemented (if approved) through the development of a publicly-reviewed draft business plan to maintain services and program capability;
5. The length of the season during which services would be offered would be reduced;
6. Low use, non-profitable sites would be closed if necessary to maintain economic health;

Fee Revenue Analysis

Campground fees are expanded amenity fees paid by those receiving services in the BLM-Richfield FO campgrounds. Currently individual campsites are non-reservable and fees are paid at the self-service pay station located at the camping areas.

Campground fees are deposited into a recreation fee account. Table 8 displays revenues collected in this account for the past five years at each of the Richfield FO campgrounds. Table 9 shows projected new annual recreation fee revenues at each site based on the proposed fee increases.

Past Revenue

The data in Table 8 was obtained from the Richfield FO BLM Collections and Billings System (CBS). Average annual revenue generated by the FO campgrounds in FY2016-2018 was \$4994.80.

Table 7 - Annual Campground Revenue

Campground	2016	2017	2018
Starr Springs	\$3,184.00	\$3,775.00	\$3,700.06

Lonesome Beaver	\$516.25	\$558.00	\$727.17
McMillan Springs	\$635.91	\$909.00	\$979.00
Total	\$4,336.16	\$5,242.00	\$5,406.23

Note: Historically, revenues for the Henry Mountain campgrounds have been deposited into the same account.

Anticipated New Revenue from Fee Increase

By introducing new campsite rates, the Richfield FO recreation program has the goal of improving the overall sustainability of visitor services delivery by offsetting a higher percentage of overall operating costs with fee revenues for all campgrounds under its jurisdiction. Anticipated average annual revenue from the new fees proposed in this plan would be \$12,524.44 over the period FY2019-FY2021 (Table 9). Richfield FO's average annual operating costs would increase from 14 to 18 vault toilets on the cleaning contract, with a 69.5% increase over existing revenue. As funding is available, and the other campgrounds in this business plan are developed additional vault toilets will be added.

Table 8 - Projected Annual Revenue

Campground	2019	2020	2021	2022
Star Springs	\$4,279.3	\$4,858.6	\$5,437.8	\$6,017.0
Lonesome Beaver	\$896.34	\$1,065.5	\$1,234.6	\$14,03.7
McMillan Springs	\$1,049.0	\$1,110.0	\$1,180.0	\$1,250.0
Otter Creek (Proposed)		\$2,600.0	\$3,141.0	\$3685.0
Saul's Meadow (Proposed)		\$5,590.0	\$6,131.0	\$6,672
Beas Lewis (Proposed)				\$13,650
Summerville (Proposed)				\$13,650
Total	\$5,225	\$15,224	\$17,124	\$46,328

Note: Figures were projected using the revenue, continuing the positive trajectory. Proposed campgrounds were estimated at 30% occupancy for half of the year.

Priorities for Future Expenditures

Priorities for future expenditures for the Richfield FO Campground program are as follows:

- The continuation of on-going program services
- Program improvements that benefit visitors and improve BLM operations
- Maintaining a program fund account balance of 50-100% of total receipts

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 individual and group campsites. Campgrounds are maintained to a standard of cleanliness that promotes visitor health and safety and a positive experience. This level of service includes administering group site reservations, on-site patrol and staffed fee collection, government vehicle costs, and regular maintenance of campground facilities, including toilets, fire rings, shade shelters and campground roads.

Consequently, the additional revenues from the proposed campground fees would continue to be used primarily for the maintenance of existing program services to campers. This includes the continual replacement or major repair of aging campground facilities, such as fire rings, picnic tables, site posts and toilet buildings that deteriorate through heavy use or extreme weather, and replacing signs.

To the degree available, and consistent with maintaining an adequate fund balance, some fee revenues would be directed toward improving campground facilities and providing additional visitor opportunities. This is dependent upon continuing appropriation of recreation funds to the Richfield FO for project development.

Future Expenditures for Program Infrastructure

Major planned expenditures on projects in support of the campground program include construction of new campgrounds, the addition of 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 group sites, the addition of individual shade shelters at selected individual sites, adding amenities such as horse rails and high-lines and improved interpretive and informational signing. These improvements are estimated to cost a substantial amount.

Revenues Necessary to Maintain Program Services

Projected expenditures include only those necessary for continued program operations and minor improvements. The Richfield FO would continue its long term efforts to gradually improve physical facilities at campgrounds through a combination of regular appropriated funds, deferred maintenance funds, one-time program grants, and expenditure of user fees.

Analysis of Recreation Fee Rates

BLM policy authorizes the use of either a cost-recovery or fair market calculation method to analyze proposed fee rates. The Richfield FO is using a fair market comparison to support the need to establish fees at its campgrounds.

Tables 11 and 12 (below) compare fees charged at public campgrounds locally and regionally for individual and group camping. The Richfield FO developed recreation sites discussed in this plan are most similar to facilities on nearby BLM, US National Forest, National Park Service and Utah State Parks campgrounds. Currently these partner agencies have not expressed a desire to increase fees, but that would be addressed by each entity on a yearly basis. Fees charged by several privately operated campgrounds are also included for comparison, but amenities are not comparable.

Explanation for \$15.00 Fee Structure

Beas Lewis Flat and Summerville are campgrounds that are within 15 miles of Capitol Reef National Park. Both of these areas are being used as overflow dispersed campsites, when the park is full. The majority of visitors using these areas, are from out of the state of Utah, and often from outside the United States. These individuals are only camping on BLM managed land, because

they have been directed there from the National Park Staff due to over crowding at the National Park.

In discussions with the National Park about managing this issue, they have stated that they will not address campground expansion or further development until they meet their maintenance backlog. However, they have added their campground reservations to recreation.gov, and are now seeing an increase of 40% in visitation. During peak seasons mainly spring and fall, the overflow is directed to the two previously mentioned BLM sites, and a piece of US Forest Service managed ground directly bordering the Park. The Loa Ranger District recreation staff is considering closing the camping area on Forest Service managed land due to the amount of human waste. Should this closure take place, the amount of people staying on BLM would more than double.

These individuals who were planning on staying in the Capitol Reef National Park campground, were prepared to pay \$20.00 per night plus the \$15.00 entrance fee. Therefore it is justifiable that if the BLM is going to develop these campgrounds that a comparable rate of \$15.00 would not only be affordable for the user group, but would be less because of a lack of drinking water and the short distance from the National Park Entrance. The vast majority of the user group that are currently dispersed camping on BLM utilize camp trailers or RVs, therefore the development of drinking water is not at this moment considered crucial.

Fair Market Value Fee Calculation

For ease of comparison, Tables 9 and 10 (next page) were split between campgrounds representing individual campsites and group sites. The fee rates proposed in this business plan were offered as a comparison against comparable fees charged elsewhere, including by other public agencies and by nearby private sector operators.

Table 9 - Comparison of Campground Fees in the Richfield Area

Campground	Ownership	Fees		Amenities														
		Site Fee	Extra Person Fee	Distance to Capitol Reef NP in Miles	Tent /Trailer Space	Picnic Tables	Drinking Water	Access Roads	Fee Collection	Visitor Protection	Trash	Fire Pits or Grill	Vault Toilet	Flush Toilet	Shade Shelter	Showers	Electricity	Pool
Star Springs Campground	BLM	\$10																
Lonesome Beaver Campground*	BLM	Pay Worth																
McMillan Springs Campground*	BLM	Pay Worth																
Saul's Meadow (Proposed)	BLM	\$10																
Fisherman's Beach (Proposed)	BLM	\$10																
Beas Lewis Flat (Proposed)	BLM	\$15		3.3														
Summerville (Proposed)	BLM	\$15		14.2														
Otter Creek State Park	State Parks	\$20.00	\$10.00															
Sunglow Campground	USFS	\$12		19.4														
Single Tree Campground	USFS	\$12		22.2														
Capitol Reef NP Fruita Campground	NPS	\$20 + \$15 Park Entrance Fee		0														
Sandy Creek RV, Cabins, Tents	Private	\$20-\$60	\$4	11.5														
Thousand Lakes RV Park	Private	\$20-\$40	\$2	12.2														
Wonderland RV Park	Private	\$24-\$60	\$4	9.9														

■ Facility or service is provided;

*Lonesome Beaver and McMillan Springs Campgrounds operate under a pay what you think your experience is worth concept. Allowing visitors to determine what is an appropriate amount for the services provided.

Table 10 - Comparison of Group Site Fees in the Richfield Area

Group Site	Ownership	Fees			Amenities													
		Group Site Fee	Per Person Charge	Extra Vehicle Fee	Tent /Trailer Space	Picnic Tables	Drinking Water	Access Roads	Fee Collection	Visitor Protection	Trash	Fire Pits or Grill	Vault Toilet	Flush Toilet	Shade Shelter	Showers	Electricity	Pool
Star Springs Campground	BLM	\$20			■	■	■	■	■	■	■	■	■	■				
Saul's Meadow (Proposed)	BLM	\$65			■	■	■	■	■	■	■	■	■	■				
South Point (Proposed)	BLM	\$65			■	■	■	■	■	■	■	■	■	■	■			
Notom Bench (Proposed)	BLM	\$65			■	■	■	■	■	■	■	■	■	■	■			
Capitol Reef	NPS	\$75	\$4		■	■	■	■	■	■	■	■	■	■				
Sandy Creek RV, Cabins, Tents	Private	\$120			■	■	■	■	■	■	■	■	■	■			■	
Sunglow Campground	USFS	\$30			■	■	■	■	■	■	■	■	■	■				
Singe Tree Campground	USFS	\$26-\$50			■	■	■	■	■	■	■	■	■	■				
Otter Creek State Park	Utah State Parks	\$100		\$10	■	■	■	■	■	■	■	■	■	■	■	■	■	■

■ Facility or service is provided

The review of other campground areas with similar amenities shows that the proposed fee rates for the Richfield FO campgrounds are comparable to the lower daily rate charged for the use of other campground areas.

If Richfield FO were to implement fees at four individual campgrounds and two group camping sites, campers would benefit from the continuity of on-going services, facility maintenance and some limited improvements to facilities. In addition, Richfield FO campgrounds would still offer the public an inexpensive camping experience. The Richfield FO still would provide dispersed camping opportunities outside of a half mile radius around developed camping area. This leaves dispersed camping opportunities at Cabin Springs, Deer Creek, Sandthrax Campground, Gunnison Reservoir, and any other existing dispersed camping disturbances within 150 feet if a BLM designated road excluding wilderness study areas.

Impacts from Changing or Not-Changing Recreation Fee Rates

The following is an analysis of potential impacts or conditions that could develop from both changing fees and not changing fees at the Richfield FO campgrounds:

Changing Fees

Benefits to Recreational Users

If additional fee sites were added, services would continue to be offered in the campground program and ongoing maintenance costs would be covered. As facilities age the replacement of some of the infrastructure is necessary to maintain health and human safety. In addition, some revenues could be used to gradually improve campground infrastructure as part of routine upgrades. Lesser developed sites are particularly targeted for improvement. For example, additional picnic tables, fire rings, toilets could be added to sites that are lacking facilities. Substandard fire rings could be replaced and amenities added such as tent pads or shade structures.

There is increased demand for camping experiences on BLM lands, and the addition of fee sites will allow these campgrounds to be more self-sustaining. The campgrounds also provide services that fulfill the BLM's national priorities around serving the American family with high-quality, meaningful outdoor experiences. The Richfield FO would also pursue other funding options to address larger infrastructure needs as described in Appendix A.

Benefits to the Local Economy

The Richfield FO campground program supports BLM's national priority of restoring trust and being a good neighbor by providing a high-quality camping experience that draws recreational users to central Utah annually. These visitors purchase food, gas, and lodging in the communities of Richfield, Aurora, Manti, Salina, Loa, Bicknell, Koosharem, Torrey, Hanksville and Monroe. It is important to the local economy for the Richfield FO campground program to have the financial ability to maintain and improve, as necessary, the current services and facilities associated with camping on BLM public land, as well as protect the quality of the outdoor recreation experience. Many tourists prefer to camp in public campgrounds; capacity at Capitol Reef National Park campgrounds is exceeded for the majority of the year. Capitol Reef National Park recently added their campgrounds to recreation.gov, and reported to our office a 40% increase in camping visits

through on-line reservations. These campers rely on BLM campgrounds to support the overflow of visitors.

Benefits to the Environment

The campground fees in addition to the recreation budget enable the Richfield FO 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 camping fee charged for these facilities makes their construction and maintenance possible, thus benefiting the environment.

Socioeconomic Impacts, including Low-Income Populations

The socioeconomic data on BLM campers is unknown; however, those who vacation away from home are more likely to be above-average in income (based on the 2013 study NVUM done for the Fishlake National Forest). Furthermore, BLM campgrounds offer a very low-cost alternative to staying in a motel in any of the communities of central Utah. This low cost alternative is particularly important at the group sites, where groups can enjoy the recreation opportunities of the Richfield FO at a very low cost.

Impacts to low-income populations are also not expected to be high, as low-income populations are not heavily represented in the BLM camper population and there is ample opportunity for free dispersed camping within the Richfield FO. The proposed campgrounds focus on heavily visited corridors, leaving most dispersed sites utilized by the local community intact. The proposed sites will have a half mile radius where dispersed camping will not be allowed, leaving the majority of the 2.1 million acres of BLM managed land in the Richfield FO still open to dispersed camping.

Not Introducing Fees

Negative Impacts to Recreational Users

The BLM campgrounds will eventually reach an age where replacement costs of infrastructure will be increasing. The current fee structure does not cover operational costs and does not include necessary replacement of facilities as they deteriorate. The requested fees would be partially used to cover replacement costs of existing campground infrastructure. A failure to introduce the campground fee would mean that aging infrastructure would not be replaced, and new infrastructure at other heavily visited locations would not be made available. The Richfield FO recently advertised the toilet cleaning contract, and bids are coming in at double and triple the current cleaning costs. Even a fuel price increase can cut into the bottom line of these cleaning businesses. In the not too distant future it may be economically more viable to hire staff to maintain the toilet facilities across the Richfield FO. This would be impossible if fees were not meeting the operating costs from cleaning these facilities.

Negative Impacts to Local Economy

Not introducing campground fees could lead to the erosion of services, such as cleaning, at campgrounds. This would eventually impact the recreation sector of the central Utah economy, making people less likely to camp on Richfield FO lands. Vacation dollars are entirely discretionary; people can spend their vacation dollars in many different locales. Should people be less likely to recreate in central Utah because of poor or unmaintained facilities, the local communities would suffer economically.

Negative Impacts to the Environment

Dispersed sites are common and still exist with potential impacts to wildlife, riparian resources, water quality, floodplains, cultural resources and the enjoyment of other recreation visitors. Establishing developed campsites and improvements to facilities helps limit resource damage and negative impacts to the environment. For example, should the BLM be unable to regularly service toilets in the campgrounds a decrease in visitation would occur. This could lead to an increase in dispersed camping further away from developed areas.

Socioeconomic Impacts, including Low-Income Populations

While the majority of visitors to the Richfield FO tend to earn above average income, some group site reservations are held by groups looking for an inexpensive camping experience. As the operational costs increase beyond staffed fee collection funds, the opportunity for groups to vacation on public lands may dwindle. Failure to offer these low-cost group sites to youth groups, scout groups and other such assemblages could have negative impacts on lower-income populations.

Managing for Positive Campground Program Results

The goal of the campground program in the Richfield FO will seek to increase campground revenues by managing for positive results for the following three groups: BLM campers (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 which ties in with the administrative priority of restoring trust with our local communities.

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) being provided outstanding camping-based recreation opportunities
- (4) having a focused opportunity to enhance outdoor skills, build group and family relationships, and introduce youth to the world of nature
- (5) having their camping venues at locations to directly enjoy their public lands

The local community benefits by:

- 1) the development of business opportunities in the outdoor recreation sector
- 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 and local communities 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 revenue for program management and facilities enhancement
- 6) sustaining the health diversity and productivity of the public lands for the use and enjoyment of present and future generations

The positive results listed above allow campers to vacation on BLM lands in a responsible manner. As users of public lands, campers have a vested interest in the sustainability of BLM land. The local community gains in its most important economic sector, and finally participants and the public benefit from the increased opportunities to enjoy public lands.

Presently, in addition to funds provided through the BLM budget process, the Richfield FO collects fees from individual campers to maintain and enhance visitor services. Continuing actions include field patrols, maintenance and campground host services, take group site reservation holders and to accurately determine payments due.

To protect campers, the public, and the public lands, continual efforts are undertaken to ensure that campground fees are paid by those utilizing these facilities. Recreation personnel and law enforcement personnel check campground fee permits to ensure compliance with the payment requirements.

Public Outreach

Draft business plans must be made available for public review and comment for a minimum of 30 days. Public outreach on the *Draft Business Plan for BLM Richfield Field Office Campgrounds* will be solicited for 30 days from December 05, 2018 to January 10, 2019. A copy of the draft business plan will be available at the Richfield FO and posted online at: <https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>.

Prior to implementing new fees, the Richfield FO will be conducting the following outreach efforts to notify the public of its opportunity to review and comment on the draft business plan:

- Post an announcement on all campground kiosks
- Issue a press release to statewide print and broadcast media (e.g., *Richfield Reaper*, *Salina Sun*)
- Post the Draft Business Plan on the BLM-Utah website

Prior to building infrastructure and charging fees at the four new campgrounds and two group sites, the following outreach will occur:

- Publish a Notice of Intent in the *Federal Register* six months in advance of charging new fees
- Publish news stories about the *Federal Register* Notice of Intent
- Post *Federal Register* notice near each of the four campgrounds and group sites

In addition, the Richfield FO will be presenting the campground fee proposals to the BLM Utah Recreation Resource Advisory Council (RAC) for its formal review. 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. The FLREA mandates that the appropriate Recreation RAC review 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 Richfield FO campground fees.

Appendix A

Specific Site Related Future Expenditures (Total = \$1,730,000)

Sites Utilized by Campers that Require Improvements in the Richfield FO (Capital improvement only; no maintenance costs are included)

1. Re-design of Fisherman's Beach Campground (Otter Creek Reservoir) to delineate eight total sites:
 - Delineate six additional sites, adding fire rings, tables, small shade structures, and staffed fee collection. (Estimated Cost \$80,000)
2. Installation of a group site at South Point (Otter Creek Reservoir):
 - Install medium shade structure, picnic tables, group grill, group fire pit, and fee collection. (Estimated Cost \$100,000)

It is to be noted that all the above sites will require maintenance services on at least a weekly basis during peak use.

References

U.S. National Forest Service, *National Visitor Use Monitoring Report for Fishlake National Forest*, 2013

U.S. Census Bureau, *Household Income Statistical Report*, 2013

Acronyms

BLM	Bureau of Land Management
CBS	Collection & Billing System
CFR	Code of Federal Regulation
CG	Campground
FBMS	Federal Business Management System
FLPMA	Federal Land Policy and Management Act
FO	Field Office
GS	Group Site
NVUM	National Visitation Use Monitoring
NPS	National Park Service
OHV	Off-Highway Vehicle
RAC	Resource Advisory Council
REA	Federal Lands Recreation Enhancement Act
RMIS	Recreation Management Information System
RMP	Resource Management Plan
RUP	Recreation Use Permit
RV	Recreational Vehicle
SRMA	Special Recreation Management Area
USFS	United States Forest Service

End of Document