

**United States Department of the Interior
Bureau of Land Management
West Desert District
Salt Lake Field Office**

**KNOLLS OFF HIGHWAY VEHICLE AREA
BUSINESS PLAN
APRIL 2018**

**SALT LAKE FIELD OFFICE
LVRDUT150000**



West Desert District
Salt Lake Field Office
2370 South Decker Lake Boulevard
West Valley City, Utah 84119



United States Department of the Interior
Bureau of Land Management
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Knolls Special Recreation Management Area Business Plan

RECOMMENDATIONS, REVIEWS and APPROVALS

Recommended by:

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Outdoor Recreation Planner, Salt Lake Field Office

Date

Reviewed by:

Michael G. Nelson
Assistant Field Manager, Salt Lake Field Office

Date

Approved by:

Matt Preston
Field Manager, Salt Lake Field Office

Date

This Knolls Special Recreation Management Area Business Plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (Public Law 108-447) and Bureau of Land Management recreation fee program policy. It establishes future management goals and priorities for the Special Recreation Permit program within the Knolls Special Recreation Management Area.



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

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Dear Reader:

The Bureau of Land Management (BLM) Salt Lake Field Office (SLFO) proposes to increase the Individual Special Recreation Permit (ISRP) fee for the public’s use of Knolls Special Recreation Management Area (SRMA). A Draft Business Plan has been prepared with the following proposed fee rate change and is being released for a 30-day public comment period, ending on MONTH DAY, 2018.

Proposed Fee Increase for Knolls Special Recreation Management Area			
Permit	Current Fee	Proposed Fee	Description
Daily permit	\$6 per primary vehicle*	\$10 per primary vehicle*	Daily use, includes overnight. Expires 2 pm the day after purchase.
Annual pass	\$40 per primary vehicle*	\$80 per primary vehicle*	Combined annual pass for Knolls Special Recreation Management Area (SRMA) and Fivemile Pass Recreation Area. Expires 1 year after the date of purchase.

*Primary vehicle is any street legal vehicle used for transportation to the recreation site.

The Federal Land Policy and Management Act authorizes the BLM to regulate the use of the public lands, and the Federal Lands Recreation Enhancement Act authorizes the BLM to collect recreational fees when sites and areas meet specific criteria. Knolls SRMA is 35,877 acres and provides camping opportunities for over 35,000 visitors annually. Knolls has a special area designation that allows BLM to charge for ISRP’s as per FLREA. The ISRP fee at Knolls SRMA is currently \$6.00 per day (including overnight use) with an annual pass fee of \$40.00. Recreation fees at Knolls SRMA have not been increased since implementation in 2004. Operational costs have risen since that time. The proposed fee change is to raise the daily fee to \$10.00 and \$80.00 per annual pass.

How to provide comments: Public comments may be submitted by any of the following methods through May 11, 2018. Please indicate “Knolls Business Plan” in the subject or title.

- BLM Recreation Site Business Plan website
<https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>
Click on “Utah+” and navigate via Salt Lake Field Office>Knolls Special Recreation Management Area
- Email: blm_ut_sl_comments@blm.gov

- Fax: (801) 977-4356 Attn: Roxanne Tea
- Mail: BLM Salt Lake Field Office, Attn: Roxanne Tea, Outdoor Recreation Planner, 2370 South Decker Lake Blvd., West Valley City, UT 84119
- At the BLM Salt Lake Field Office, at the address shown above

To ensure your comments will be considered, submit them in writing to the SLFO by the close of business (4:30 pm) on the last day of the public comment period MONTH DAY, 2018. Include your address, phone number, email address, or other personal information with your comment. The BLM will not consider anonymous input. Please be aware that your entire comment, including your personal information, may be made publicly available. While you can ask us in your comment to withhold your personal information from public review, we cannot guarantee that we will be able to do so.

For further information about the Knolls Special Recreation Management Area Business Plan and fee proposal, please contact Roxanne Tea, Outdoor Recreation Planner, at (801) 977-4300. Persons who use a telecommunications device for the deaf (TDD) may call the Federal Information Relay Service (FIRS) at 1-800-877-8339 to contact these individuals during normal business hours. The FIRS is available 24 hours a day, 7 days a week, to leave a message or question. You will receive a reply during normal business hours.

Thank you for your interest in your public lands.

Sincerely,

Melissa Wood
Field Manager (acting)
BLM Salt Lake Field Office

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Knolls Special Recreation Management Area Business Plan LVRDUT150000

Executive Summary

The Bureau of Land Management (BLM) Salt Lake Field Office (SLFO) Knolls Business Plan was approved by the Resource Advisory Council (RAC) on MONTH DAY, 2018. It was subsequently approved by the BLM on MONTH DAY, 2018. The current (2018) Business Plan, upon approval, would make the following change:

- Increase the Individual Special Recreation Permit (ISRP) from \$6.00 to \$10.00
- Increase the annual pass from \$40.00 to \$80.00

SRPs for individual recreation use in a special area are referred to as “Individual Special Recreation Permits” (ISRPs) (BLM H-2930-1, Chapt.1, I.D.).Knolls has been identified as a special area in the Pony Express Resource Management Plan (RMP), 1990. Knolls Special Recreation Management Area (SRMA) has the following amenities: permanent toilet facilities, designated developed parking, interpretive signs, access roads, collection of fees by an employee, and reasonable visitor protection. The BLM’s policy is to collect fees at all specialized recreation sites or where the BLM provides facilities, equipment, or services at federal expense in connection with outdoor use, as authorized by Federal Lands Recreation Enhancement Act (FLREA).

The Salt Lake Field Office proposes to institute an automatic increase to \$15.00 for the Individual Special Recreation Permit (ISRP) fee if the Consumer Price Index rises by 20% from the date of approval of this Plan.

After consideration of the fee program and the anticipated revenues and expenditures outlined in the BLM Knolls Business Plan, the BLM SLFO recommends increasing the ISRP fee to \$10 per primary vehicle. The fee increase is necessary in order to meet the growing expenses of the recreation area, especially those for deferred maintenance. Until now, the Knolls fee structure has never considered the replacement costs of the campground infrastructure. As the recreation site ages and as the demand for the sites grow, the deferred maintenance needs increase.

1.0. Introduction

This business plan has been prepared to meet the criteria defined in the Federal Lands Recreation Enhancement Act (FLREA) in compliance with BLM recreation fee regulations and program policy. FLREA provides BLM with the authority and guidance to collect fees for the recreational use of public lands. FLREA is the authority for the collection of ISRP fees, such as those currently collected at Knolls Special Recreation Management Area (SRMA) in the SLFO.

1.1. Purpose of Document

Under the FLREA, a business plan is required for all BLM fee programs to:

- 1) Address the appropriateness and level of recreation fee proposals

- 2) Disclose the cost of administering the fee program
- 3) Provide public transparency on agency use of future recreation fee revenues
- 4) Identify priorities for future expenditures
- 5) Consider impacts to underserved communities and the local economy
- 6) Provide for public notification and public comment on recreation fee proposals

1.2. Special Area Permits and Fees

The BLM is committed to provide, and receive fair value for, the use of developed recreation facilities and services in a manner that meets public use demands, provides quality experiences, and protects important resources. The BLM's policy is to collect fees at all specialized recreation sites or where the BLM provides facilities, equipment, or services at federal expense in connection with outdoor use, as authorized by FLREA. FLREA also authorizes the BLM to retain these fees locally so they can be used to repair, maintain, and upgrade recreational facilities and services to meet public demand. The SLFO is proposing a modification of the recreation fee collected at Knolls in order to help meet increasing demands and costs for the maintenance of developed facilities and services.

Under FLREA, Congress authorizes the BLM to collect two types of recreation fees, amenity recreation fees for developed sites that meet certain requirements and special recreation fees for specialized recreation uses of public lands. Agency regulations at 43 Code of Federal Regulations (CFR) 2931.2 establish two types of permit and fee systems for recreation-related use of public lands: 1) Special Recreation Permits (SRPs) for commercial, competitive, and organized group activities and events, and for the use of special areas; and 2) Recreation Use Permits (RUPs) for use of fee areas such as campgrounds and day use areas. SRPs for individual recreation use in a special area are referred to as "Individual Special Recreation Permits" (ISRPs) (BLM H-2930-1, Chapt.1, I.D.).

The FLREA specifically cites "motorized recreational vehicle use" as an appropriate activity for which SRP fees may be charged (P.L.108-447, Sec. 803(h)). Therefore, the BLM uses the ISRP for Knolls as the predominant activity is motorized recreation vehicle use.

BLM regulations and policy define a "special area" as: any area where the authorized officer determines that resources need to be protected by special management and control measures and that a permit system for individual use would achieve management objectives (43 CFR 2932.5; BLM H-2930-1, Chapt.1, I.D.). Fees are set by the BLM State Director, based on costs of managing the permit system and the special area, and comparable with charges in similar areas, in order to ensure a fair return for the use of public lands. Fees charged in a special area apply to all users of the area, including: private, noncommercial visitors; clients and guests of commercial permittees; and participants and spectators in a competitive event (BLM H-2930-1, Chapt.1, III.G.2.e.).

1.3. Authorities

This business plan has been prepared pursuant to all laws, regulation, and policy governing the BLM recreation fee program, including:

- Federal Lands Recreation Enhancement Act (FLREA) (P.L.108-447), enacted December 8, 2004
- Title 43 Code of Federal Regulations, Part 2930 (43 CFR 2930) Permits for Recreation on Public Lands
- BLM Manual 2930, *Recreation Permits and Fees*, Rel. 2-296 dated October 22, 2007
- BLM Handbook 2930-1, *BLM Recreation Permit and Fee Administration Handbook*, Rel. 2-300 dated November 17, 2014
- BLM Utah Instruction Memorandum UT 2013-037: Utah Recreation Fee Program Toolbox

1.4. Resource Management Plans

The SLFO recreation program is managed under the governance of the following Resource Management Plans (RMP): the Box Elder RMP, 1986, as amended; the Pony Express RMP, 1990, as amended; the Randolph Management Framework Plan (MFP), 1980; the Park City MFP, 1975 as amended; and the Isolated Tract Planning Analysis, 1985. Resource management plans within the SLFO have not been updated due to a general planning moratorium enacted through the National Defense Authorization Acts (NDAA) of 2000 and 2006 for all public lands lying under military-controlled airspace in western Utah.

Management of recreation resources at Knolls SRMA is guided by the Pony Express Resource Management Plan (RMP), 1990, as amended, including the Pony Express RMP Off-Highway Vehicle Amendment (BLM 1992). Other activity-level planning that governs recreation management in the SLFO includes for Knolls Special Recreation Management Area, 2004 Recreation Area Management Plan.

2.0. SLFO Recreation Fee Program Overview

2.1. Administrative Unit

The BLM SLFO is located within the West Desert District (WDD) and encompasses 3.2 million acres of public lands primarily within Box Elder, Rich, Tooele and Utah counties. All four of Utah's Congressional districts are represented within the field office boundaries. The majority of the public lands are located within District 1 and District 2. Public lands within western Utah County fall under District 3 and District 4. Based on the July 2016 Utah public census figures, 80% of the total state population lives concentrated along the Wasatch Front, within a 30 minute to 2 hour drive of the northern Great Basin Desert of the public lands managed by the Salt Lake Field Office boundaries.

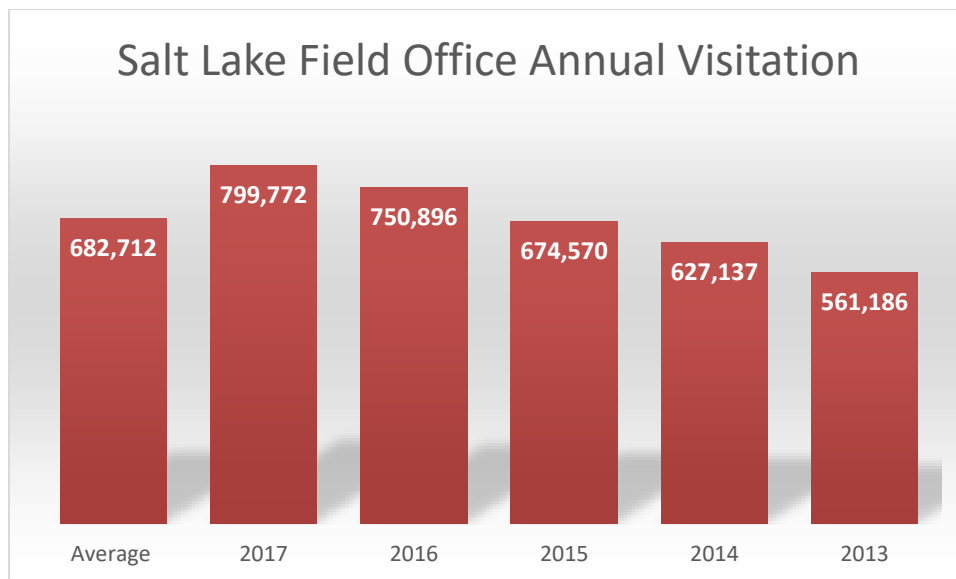
2.2. SLFO Recreation Program and Visitation and Demographics

The recreation program within the SLFO serves a large, diverse, urban-interface population visiting public land primarily west of Interstate 15 within the west desert of Utah. Major resource and attractions within the field office include the Pony Express National Historic Trail (NHT) and SRMA, Fivemile Pass Recreation Area, Bonneville Salt Flats SRMA, and Knolls Off-Highway vehicle SRMA. Other less known but important recreation resources are the Central Pacific Railroad Grade, the Cedar Mountain Wilderness, the Deep Creek Wilderness Study Area (WSA),

the North Stansbury WSA, and the California NHT. Primary recreation activities that occur within the SLFO are off highway vehicle (OHV) riding, camping, target shooting, hiking, hunting, and land-speed time trial events. Other popular public recreation destinations in northern Utah include the Uinta-Wasatch-Cache National Forest, Antelope Island State Park, Bear River Migratory Bird Refuge, Farmington Bay Waterfowl Management Area, Strawberry Reservoir, Bear Lake State Park, Golden Spike National Historic Site, and Timpanogos Cave National Monument.

Estimated annual recreation visitation within the SLFO, as reported under Recreation Management Information System (RMIS), is based on traffic counter data and field monitoring. In FY17, the SLFO's visitation was recorded at 682,000 visits. The five year average annual visitation from FY13-FY17 is 682,712 visits. Within the last five years the, increases in annual visitation within the SLFO is 29.8% with increases in population from 2010-2016 being 10.4%. Future recreation use and visitation in the SLFO is expected to continue this trend. It is important to note that BLM administered land in the SLFO is open and accessible year-round to all types of users while access to popular recreation destinations in Utah's mountains is often limited half of the year by snow cover.

Figure 1. Salt Lake Field Office Annual Visitation



Source: RMIS

Most public land visitors to the SLFO are from local Utah communities or adjacent states of Idaho, Nevada, or Wyoming. The exception to this is at the Bonneville Salt Flats where visitors are from a mix of local, national, and international origin. In Box Elder County, visitors are often from the Ogden, and Brigham City area or southern Idaho. In Rich County, visitors are attracted by Bear Lake from all over the Wasatch Front, Cache County, and eastern Wyoming. Visitors to Tooele County public lands near Interstate 80 are often from Tooele, Davis, and Salt Lake County. Visitation along the Pony Express Trail corridor is mostly drawn from Tooele, Salt Lake, or Utah County. Other demographics associated with the SLFO's recreation visitation are difficult to identify because of the wide economic diversity of the population along the Wasatch Front. Most

visitors in the SLFO are from social groups that prefer to engage in activities such as recreational vehicle (RV) camping, OHV use, hunting, and target shooting.

3.0. Knolls Special Recreation Management Area

3.1. Site Description

The Knolls SRMA is located in Tooele County, Utah approximately 80 miles west of Salt Lake City, Utah (Attachment 1 map) and is managed by the Bureau of Land Management (BLM) West Desert District, Salt Lake Field Office. This area was designated as an off-highway SRMA in the Pony Express Resource Management Plan (RMP) in 1990 and consists of 35,877 public land acres. Within the boundary of the SRMA there are seven sections of land totaling 4,484 acres that are managed by School and Institutional Trust Lands Administration (SITLA) and there are no private lands. The boundary of the SRMA follows section lines except for the north boundary which is located south of the railroad right-of-way (100 feet from the center line of the railroad). Knolls is located north of the U.S. Air Force Range in the basin and range province. The closest services to Knolls is Dell, Utah (29 miles away). Knolls is accessed along one road, which extends south of I-80 off Exit #41.

Knolls is a popular off-highway vehicle (OHV) destination that consists of a combination of sand dunes, gravel bars, hills, and mud flats. Knolls was designated a SRMA in the Pony Express RMP OHV amendment in 1992 to provide riding opportunities for OHV users and provide an area for permitted competitive races and recreational values. No specific directions were outlined in the RMP for the Knolls SRMA however, Knolls was designated a SRMA because of its high recreation value and the public recreation issues and management concerns in the area.

In order for the BLM to comply with the Government Performance and Results Act (GPRA), and better meet the needs of the public; a visitor satisfaction survey was conducted during fiscal year 2005. This survey summarized visitor opinions of the “value for fee paid” 48% responded good and 46% responded very good.

3.2. Applicable Land Use Plan

Management of recreation resources in the Knolls Recreation Area is guided by the Pony Express RMP, 1990, as amended, including the Pony Express RMP Off-Highway Vehicle Amendment (BLM 1992).

3.3. Recreational Activities

Knolls receives an average of 35,000 visitors each year. Figure 1 portrays Knolls annual visitation for the past five years using RMIS reports. Annual counts are tallied for the federal fiscal year, which runs from October 1st through September 30th.

The method of counting vehicles is done by a traffic counter placed prior to passing the pay station. The method of counting Knolls visitors does not separate those paying for a single-day permit fees from those paying the annual permit fees. The average ISRPs sold is 4,390 per year. The average annual permits sold is 22 per year.

The spring visitation begins in March and goes through June. The fall season is September through November. The length of these seasons varies based upon the weather. The lowest number of visitors is typically December through February, due to cold weather. July and August are the hottest months of year and visitation sharply declines. Visitors typically stay from one to five days depending upon the time of year. Visitor use is highest during the major holiday weekends of Easter, Memorial Day, and Labor Day.

It is expected that visitor use at Knolls will continue to increase, based on the previous five year average visitation numbers and the United States Census Bureau data that the State of Utah has grown in population by 6.5% from 2010-2014. The number of registered OHVs in Utah has increased to 199,231 in 2016.

On July 5, 2000 a notice was published in the Federal Register closing the Knolls SRMA to target shooting under an emergency closure in order to protect the health and safety of individuals and groups utilizing the network of OHV trails in the area. This emergency closure remains in effect until revoked or replaced by supplemental rules, pursuant to 43 CFR 8365.1-6.

3.4. Facilities and Services

The existing infrastructure in Knolls SRMA consists of three large maintained parking areas and a three mile maintained access road, a sign identifying the entrance into the SRMA, self-service pay station, eight bulletin boards, and six vaulted restrooms.



The self-service pay station is located at the main entrance to Knolls. Services include: daily permits and annual pass sales, educational and interpretive information about the surrounding area, supplemental rules and hazards in the area.



The most developed areas in recreation site are six vaulted restrooms and the three large graveled parking pads. Both the parking pads and restrooms are available for use year round.



Knolls is a popular off-highway vehicle destination that consists of a combination of sand dunes, gravel bars, hills, and mud flat areas.

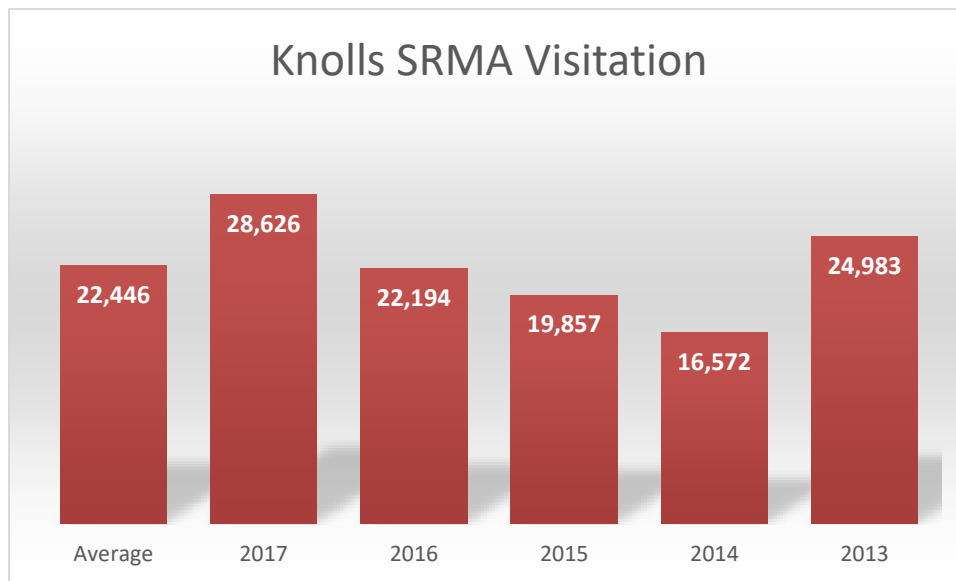


The large landscape and scenery of the nearby Cedar Mountains Wilderness Area enhances the visitor's experience.

3.5. Visitor Demographics

The average annual visitation for the last five years at Knolls SRMA is 22,500. The percent increase in visitation over the last 5 years at Knolls is 42%, this is resulting in increased related expenses. According to the 2005 visitor satisfaction survey, Knolls visitors are 69% male, 31% female; 84% are over 18 years of age and older. The primary activities they are participating in Knolls are 94% motorized recreation of vehicles, 32% camping, 12% sightseeing, 12% picnicking, and 10% hiking/walking. Visitors include local, urban and rural from the surrounding cities and towns, such as Tooele, Salt Lake, Provo, Bountiful and Wendover.

Figure 2. Knolls SRMA Visitation



Source: RMIS

3.6. Partnerships and Agreements

- In April of 2000, the SLFO entered into a cooperative agreement with State of Utah Division of Parks and Recreation to cooperatively plan, develop and manage OHV and related use at Knolls.
- In 2002 SLFO and Utah State Parks entered into an agreement to provide for trail maintenance.
- In 2002 SLFO entered into an agreement with Utah Desert Foxes, a Salt Lake based motorcycle club for the development and maintenance of OHV recreation opportunities in the SRMA.

4.0. Proposed Modification to Recreation Fee Rates

Today Knolls attracts an average of 35,000 visitors each year. Knolls is open year round, and primarily busy on holiday weekends in the spring and fall. Visitors can purchase daily or annual passes that include the use of camping areas. The *Recreation Area Management Plan for Knolls*

Special Recreation Management Area, 2004 established the existing ISRP fee of \$6.00 per day per primary vehicle. This business plan is proposing to modify the fee for ISRP's from \$6.00 to \$10.00 beginning MONTH DAY, 2018. Table 1 identifies the proposed fee schedule and the authorized activities of each type of permit.

4.1. Financial Analysis

Knolls ISRP fees are primarily collected by use of a self-service fee station. Collected fees are remitted, 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 Knolls SRMA. Figure 2 displays revenues collected by the Knolls for the past five years. The Salt Lake Field Office typically issues an average of 22 annual passes each year.

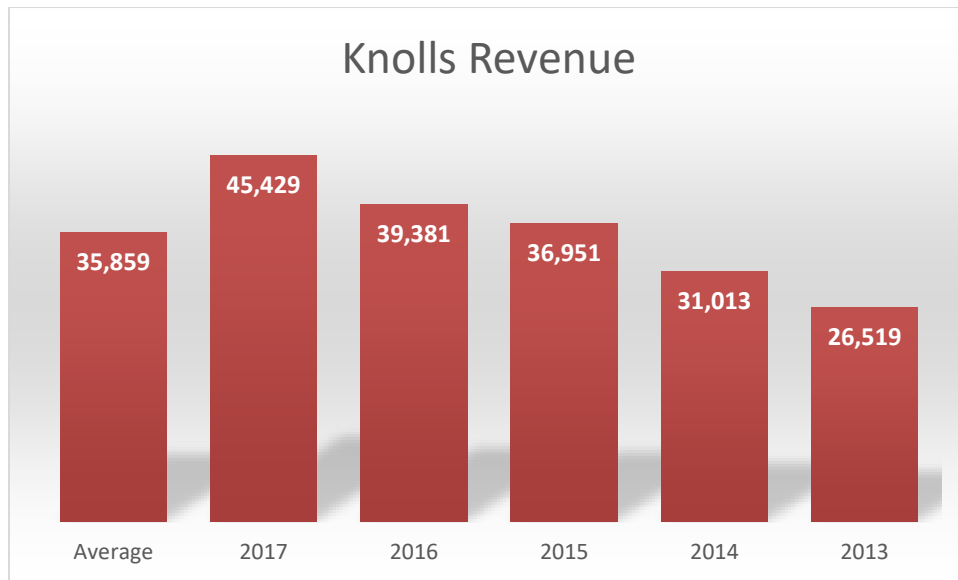
Table 1. Knolls Proposed Special Recreation Permit Fee Modification

Knolls Proposed Special Recreation Permit Fee Modification			
Type of Permit	Current Fee	Proposed Fee	Authorized Activities Under This Proposal
Day-Use Permit/ISRP	\$6.00 per primary vehicle	\$10.00 per primary vehicle	Provides for visitor use of recreation area and overnight camping until 2:00 pm the following day.
Annual Pass	\$40.00 per primary vehicle	\$80.00 per primary vehicle	Provides for visitor use at any time from the date of purchase until the next year purchased.

The fee modification proposal includes the following:

- 1) Combined Knolls SRMA annual pass with Fivemile Pass RA annual pass in order to allow frequent visitors to use both areas with one annual pass.
- 2) Fees are non-refundable.

Figure 3. Knolls Revenue



Source: FBMS

Knolls SRMA revenues are deposited in the SLFO, Knolls recreation fee account (WBS# LVRDUT150000). These deposits include revenues from day use fees and annual passes. The business plan covers both these sources of revenue. Individual Special Recreation Permit fees at Knolls have not been raised since they were put into place in 2004 and have not keep pace with rising operational costs.

Annual operating costs at Knolls include expenditures for vault toilet cleaning and pumping contract, maintenance and repair of facilities, accounting tasks, law enforcement patrols, assisting visitors with information, and general janitorial service. The vehicles used to support the recreation, law enforcement and maintenance staff includes four-wheel drive trucks and a UTV. There are two BLM Law Enforcement Rangers to patrol Knolls. Table 2 identifies the Knolls annual expenditures, revenues, and the net profit/loss for the last five fiscal years. Under the FLREA, BLM is not authorized to expend more than 15% of total recreation fee revenues for general administration, overhead and indirect costs.

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

The primary objectives for potential future revenues generated by the proposed fee schedule at Knolls are to enhance the quality of the visitor experiences and cover the rising operational costs of administering, monitoring, maintaining and improving visitor services and facilities. Implementing the proposed fee schedule at Knolls is estimated to generate an annual increase in \$18,440 in revenues. This projected increase in revenues are based on issuing an average of 22 annual passes and averaging the number of day use permits from the last five years.

Table 2. Knolls Operating Costs and Revenues

Knolls Operating Costs and Revenues					
Federal Fiscal Year	Staff Labor	Operations & Maintenance	Total Obligations	Fee Collection Revenues	Net Profit/Loss
2017	13,969	18,420	32,390	45,429	13,039
2016	11,429	24,079	35,508	39,381	3,873
2015	3,790	12,791	16,581	36,951	20,370
2014	4,878	19,228	24,106	31,013	6,907
2013	27,688	6,202	33,890	26,519	-7,371
Five Year Average	12,351	16,144	28,495	35,859	7,364

5.0. Fair Market Value Assessment

In addition to the identified need to recover additional annual expenses, the *Knolls Recreation Area Business Plan* used the Fair Market Assessment approach to calculate the proposed fee changes for the Knolls. 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. Table 3 shows this comparison and demonstrates that implementing the proposed fee schedule would place Knolls fees in the middle range of comparable sites. This table also demonstrates that Knolls provides a unique value for recreational opportunities.

Table 3. Fair Market Value Comparison of Recreation Fees at OHV Recreation Areas

Recreation Area	Daily Fee per Vehicle	Weekly Permit	Annual Permit	Amenities/Facilities
Bureau of Land Management				
Knolls SRMA, Utah	\$6 day use, includes camping (\$10 proposed)	na	\$40 (\$80 proposed)	Vault toilets, parking areas, visitor information
Little Sahara Recreation Area, Utah	\$18 day use, includes camping	na	\$120	Toilets (vault and flush), potable water, garbage service, RV dump station, tables, fire rings, grills, visitor center
St. Anthony Sand Dunes, Idaho	\$5 day use Camping: \$25 tent site \$30 RV site	na	\$60	Vault toilets, potable water, garbage service, RV dump station, camp host, some electrical hookup sites, visitor information
Hot Well Dunes, Arizona	\$3 day use, includes camping	na	\$30	Vault toilets, dispersed camping or campsites with table, fire ring, grill, visitor information
Sand Mountain, Nevada	Not offered	\$40	\$90	Vault toilets, parking areas, visitor information
Dumont Dunes, California	Not offered	\$30 \$40 on holidays	\$90 \$120 with holidays	Vault toilets, parking areas, visitor information
Imperial Sand Dunes Recreation Area, California	Not offered	\$35 offsite \$50 onsite	\$150	Vault toilets, trash removal, on-site camp host, visitor information center
U.S. Forest Service				
Hayfield Draw OHV Area, Arizona	\$5 day use only No camping		NA	Vault toilets, parking, dispersed camping or campsites with table, grill, shade structures, garbage service, visitor information
Ehrenberg Sandbowl, Arizona	\$5 day use \$10 camping		\$75	Staging area with ramps, vault toilets, tables, fire pits, shade structures, visitor information
Alto Pit OHV Area, Arizona	\$5 day use \$14 camping		NA	Staging area with ramps, vault toilets, garbage service, tables, fire pits, visitor information

Recreation Area	Daily Fee per Vehicle	Weekly Permit	Annual Permit	Amenities/Facilities
Oregon Dunes, Oregon	\$5 day use Camping: \$10 primitive site \$20 developed site		\$35	Toilets (vault and flush with showers), potable water, garbage service, tables, fire rings, grills, camp host, visitor center
Utah State Parks				
Coral Pink Sand Dunes, Utah	\$8 day-use \$20 camping		\$75 day use only, includes \$2 camping discount	Toilets (vault and flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites, visitor information
Sand Hollow State Park, Utah	\$10 day-use Camping: \$15 primitive site \$28 RV hook-up site		\$75 day use only, includes \$2 camping discount	Toilets (vault and flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites, visitor center, entrance station
Private Campgrounds				
The Oquirrh Inn and RV Park, Utah	\$70 RVcamping		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites
Pony Express RV Resort, Utah	\$70 RVcamping		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites
Salt Lake City KOA, Utah	\$41 tent camping \$62RVcamping		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, RV dump station, some electrical hookup sites, hot tub
Lagoon RV Park, Utah	\$48 RV hook-up site		NA	Toilets (flush with showers), potable water, garbage service, tables fire rings, grills, full RV hook-up, some electrical hookup sites, visitor center, entrance station

6.0 Priorities for Future Expenditures

The current average fee schedule for Knolls does cover the annual operating cost (maintenance, labor, supplies, customer service, and law enforcement) of this program. However the costs associated with operating this site are increasing due to rising fuel costs and general increase in the cost of services and supplies, while federal appropriations are likely to remain static or decrease. Knolls 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 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 visitors of this area.

Priorities for future expenditures include increasing the restroom cleaning and pumping schedule for the increasing number of people using the site, installing an electronic payment device including power-line or solar power, developing additional parking areas and/or restrooms, additional interpretation (brochures and maps), additional law enforcement patrols and unfunded maintenance projects. 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. Examples of unfunded maintenance expected in the upcoming years are vault toilet door replacements road and parking pad repairs, installation of power for electronic payment, this proposed fee increase represents an effort to balance the expenditures necessary to maintain the existing level of Knolls visitor amenities and revenues generated by permit sales.

BLM acknowledges that the proposed fee schedule represents an increase cost to visitors. The comparisons in Table 7 demonstrate there are other designated recreational sand dune areas within the western United States that provide the same or similar level of facilities and visitor services as Knolls. The proposed fees will continue to provide the public with a fair value for the price of the recreation permits.

Because a majority of Knolls visitors currently purchase day permits, the proposed fee increases could potentially cause the greatest socioeconomic impacts. A small number of visitors purchase annual passes; therefore, a relatively small number of visitors will be impacted from raising the fees of annual passes. Table 8 identifies the differences between current and proposed daily fees that Knolls visitors would pay. The average Knolls visitor stays four days during holiday weekends.

Table 4. Current and Proposed Fee Rates

Current and Proposed Fee Rate Differences for Knolls Permit Purchases			
Length of Stay	Current Fee	Proposed Fee	Net Difference
Day Use Permit	\$6	\$10	\$4
Annual Pass	\$40	\$80	\$40

7.0 Impacts of Changing and Not-Changing Recreation Fee Rates

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 Knolls and avoid paying the fees and/or camp outside of the area.

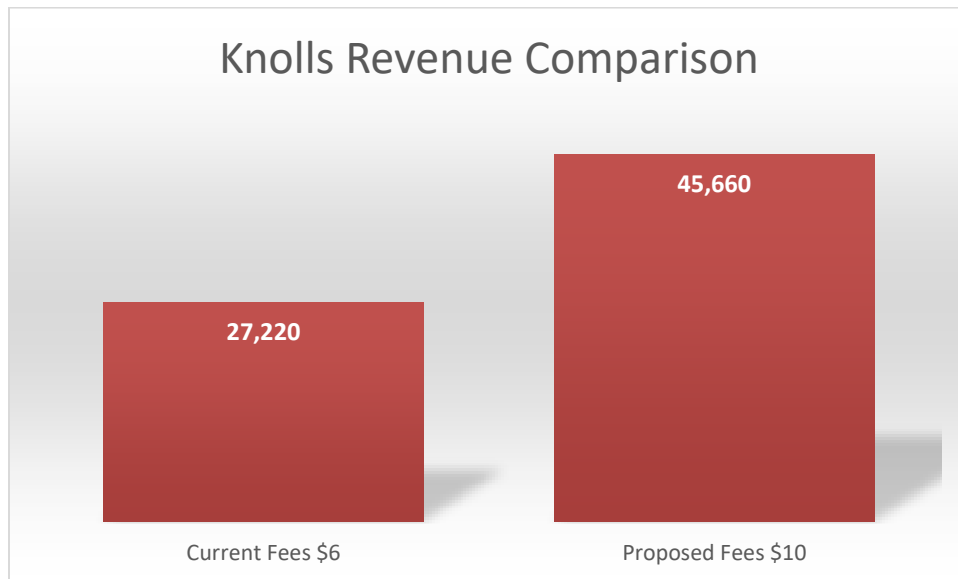
No socioeconomic impacts to low-income or minority populations are expected from implementing the proposed Knolls fee schedule.

Table 5. Revenue Comparison Based on 2013-2017 Fees and Proposed Fees

Revenue Comparison Based on 2013-2017 Fees and Proposed Fees		
Type of Permit	Current Fees	Proposed Fees
Day Use Permit	\$6 x 4,390 permits = \$26,340	\$10 x 4,390 permits = \$43,900
Annual Permit	\$40.00 x 22 permits = \$880	\$80 x 22 permits = \$1,760
Total	\$27,220	\$45,660

Based on the average number of permits sold 2013-2017.

Figure 4. Knolls Revenue Comparison



8.0 Public Outreach

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

- Clean, maintained restrooms
- Maintained access road
- Electronic payment method
- A sense of security and emergency medical service
- Level pads for parking trailers and RVs
- Trash disposal

- Water

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.

8.1 Planned Outreach

As part of the proposal in the *Knolls Recreation Area Business Plan* to increase fees, the Salt Lake Field Office is planning the following outreach efforts to notify the public of their opportunity to review and comment on the proposal to increase the recreation fees at Knolls:

- Posted the Draft Business Plan at the BLM Utah Salt Lake Field Office and on the BLM Utah Business Plan website
- Published notices in the Salt Lake Tribune, Deseret News, Provo Daily Tooele Transcript Bulletin newspapers
- Mailed postcards to the last 3 years of annual pass holders, Utah Desert Foxes club members and Tooele County
- Posted flyers at the Knolls entrance kiosks
- Issued a News Release to statewide print and broadcast media

8.2 RAC Review

The Salt Lake Field Office presented the proposed *Draft Knolls Recreation Area Business Plan* to the BLM Utah Recreation Resource Advisory Council (RAC) for their formal review on MONTH DAY 2018. 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. FLREA mandates that the appropriate RAC reviews all BLM recreation fee proposals prior to approval. Comments from both the public at large and the BLM Utah RAC were considered prior to approval of the *Knolls Recreation Area Business Plan*.

A review of the public comments and presentation and review of the proposed fee schedule, was presented to the Utah RAC who voted to accept the proposal. The breakdown of the public comments is presented in section Table 10 Public Comments.

The BLM SLFO accepted public comments on the Knolls permit fee included in the Knolls Business Plan from April 11, 2018- May 11, 2018 via mail, fax, and e-mail. The total number of letters received was **XX**. These letters contained **XX** comments that have been categorized into the following groups.

Table 6. Summary of Public Comments

Summary of Public Comments on the Draft Knolls Business Plan	
Comment	Number of Comments
Keep current day permit fee	
Proposed fees are too high	
Support fee increase	
Reduce services to reduce costs	
Support the increase in fees if the restrooms are clean	
Other	
Total Comments	

Attachment 1 Map

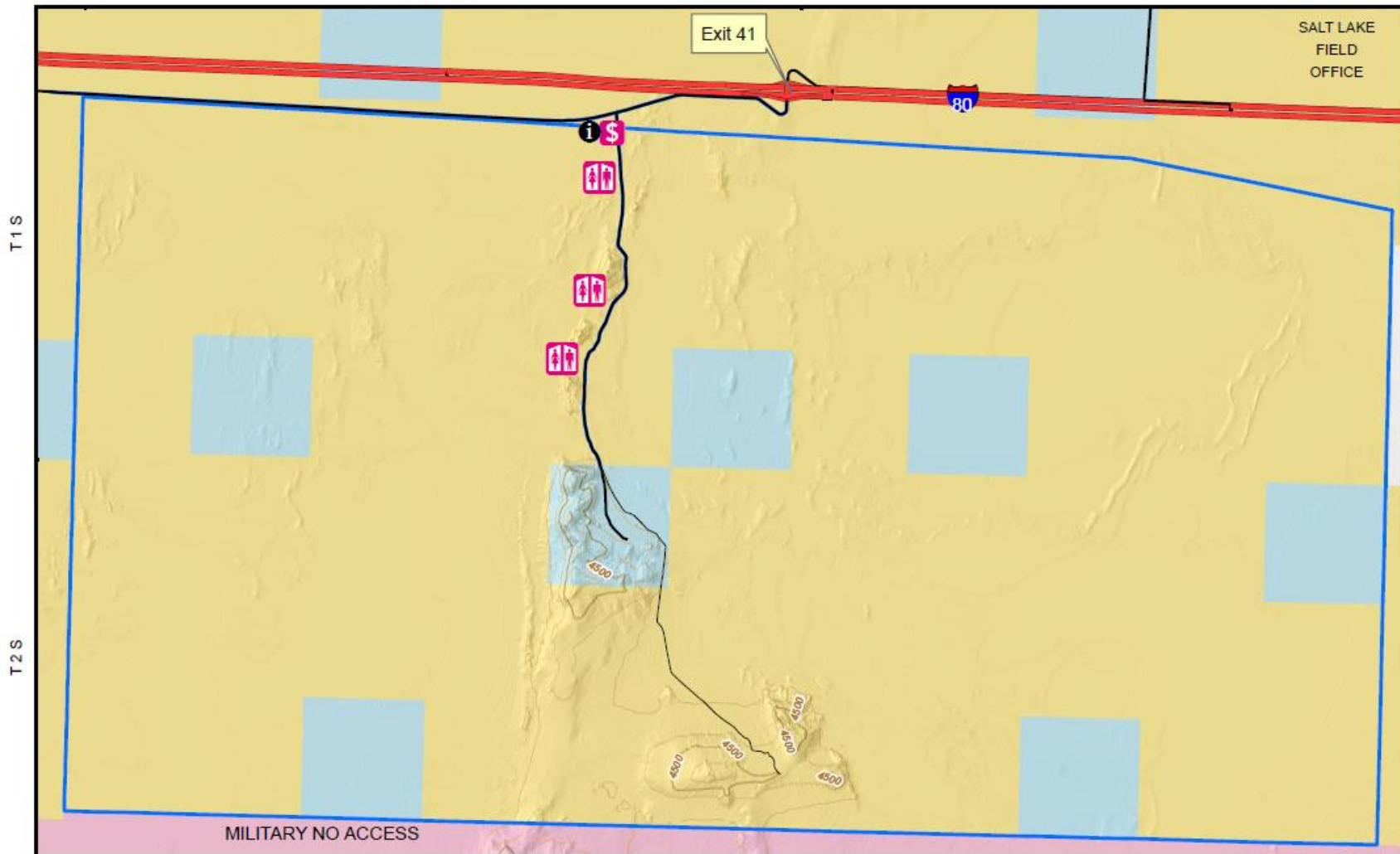
BUREAU OF LAND MANAGEMENT
WEST DESERT DISTRICT

KNOLLS SPECIAL RECREATION MANAGEMENT AREA

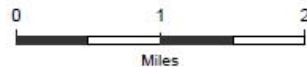
R 14 W

R 13 W

R 12 W



- Knolls Special Recreation Management Area
- Land Status**
- ut_lgd
- Bureau of Land Management (BLM)
- Military Reservations and Corps of Engineers
- Private
- State



No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregate use with other data.

