



United States Department of the Interior



BUREAU OF LAND MANAGEMENT

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IN REPLY REFER TO:
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May 13, 2013

Instruction Memorandum No. UT 2013-037

Expires: 09/30/2014

To: District Managers, Field Managers, Recreation and Visitor Services, and Budget Staff

From: State Director

Subject: Utah Recreation Fee Program Toolbox

Program Area: Recreation Fees

Purpose: The purpose of this Instruction Memorandum (IM) is to ensure that Utah BLM is providing and receiving a fair value for outdoor recreation opportunities.

Policy/Action: This toolbox has been developed to: (1) consolidate existing national and Utah recreation fee program policies; (2) establish Utah business plan templates for the recreation fee program; (3) establish consistent recreation fee program project accounts (L1232 Work Breakdown Subject project codes); and (4) issue a data call to schedule the development of recreation business plans through the end of fiscal year 2014.

Timeframe: This IM is effective immediately; data call due by June 30, 2013.

Budget Impact: This policy would not impact any appropriated funding.

Background: The Utah Executive Leadership Team identified the need to standardize the implementation of existing policy and establish supplemental guidance for the Utah BLM recreation fee program.

Manual/Handbook Sections Affected: None

Coordination: The Branch of Outdoor and Heritage Resources (UT-934) coordinated preparation of this IM with the Division of Recreation and Visitor Services (WO-250), the Office of the State Director (UT-910), the Division of Support Services (UT-950), and the Utah Executive Leadership Team.

Contact: If you have any questions or need further guidance regarding this policy please contact Cory Roegner, Recreation Program Lead, Utah State Office, at (801) 539-4228 or croegner@blm.gov.

Signed by:
Juan Palma
State Director

Authenticated by:
Rosie Geren
Records Manager

10 Attachments

- 1 – Recreation Fee Program Toolbox (16 pp)
- 2 – Business Plan Schedule Data Call (2 pp)
- 3 – Recommended Changes to Utah 1232 Account Structures (1 p)
- 4 – Example Commodity Subject Action Product (CSAP) Request Form to Modify Recreation Fee Program WBS Accounts (L12320000) (1 p)
- 5 – How to Honor *America the Beautiful – the National Parks and Federal Recreational Lands Passes* (3 pp)
- 6 – Utah Recreation Resource Advisory Committee PowerPoint Template (19 pp)
- 7 – Example Postcard (2 pp)
- 8 – Example Press Release (2 pp)
- 9 – Example Federal Register Notice for Establishing a Fee Area (5 pp)
- 10 – Example Cost Recovery Decision Letter and Estimate (3 pp)

Attachment 1, Recreation Fee Program Toolbox

I. Introduction

The Bureau of Land Management (BLM) collects recreation fees under the authority of the Federal Lands Recreation Enhancement Act (REA) (Public Law 108-447). Guidelines for implementing the recreation fee program are found at Title 43, Part 2930 of the *Code of Federal Regulations* (43 CFR 2930); the *BLM Recreation Permit Administration Handbook* (H-2930-1); and numerous Washington Office and Utah State Office Instruction Memoranda. Utah BLM's Recreation Fee Program Toolbox consolidates the most critical components of these policies into a single resource for managers, recreation and visitor services, and budget personnel.

REA requires all federal recreation fees to be established in conformance with the following criteria:

- The amount of the recreation fee shall be commensurate with the benefits and services provided to the visitor;
- The agency considers the aggregate effect of recreation fees on recreation users and recreation service providers;
- The agency considers comparable fees charged elsewhere and by other public agencies and by nearby private sector operators; and
- The agency considers the public policy or management objectives served by the recreation fee.

II. Types of Recreation Fees

The BLM is authorized to collect fees for Special Recreation Permits (SRP) and Recreation Use Permits (RUP), and is prohibited to collect recreation fees in specific areas and for specific activities. This section defines these types of permits and identifies the criteria by which the BLM can collect fees for these types of permits. Recreation and visitor services staffs should be familiar with how to honor the different types of the *America the Beautiful – the National Parks and Federal Recreational Lands Passes* when collecting these different types of recreation fees ([Attachment 5](#)).

A. Special Recreation Permits

REA authorizes the BLM to charge fees for SRPs in connection with specialized recreation uses of public lands and related waters. In accordance with agency regulations at [43 CFR 2932](#), the BLM collects fees for two types of SRPs – those collected for commercial, competitive, and organized group activities, and those collected for specialized uses of public lands in special areas.

1. Special Recreation Permits for Commercial, Competitive, and Organized Group Activities

SRPs for commercial, competitive, and organized group activities that expand and enhance recreational opportunities on public lands are administered in accordance with [43 CFR 2932](#) and the *BLM Recreation Permit Administration Handbook* (H-2930-1). Field offices must collect these types of recreation fees in accordance with the national SRP fee schedule, established by the BLM Director in Washington, D.C. These fees are updated every three years in coordination with the U.S. Forest Service, and based on the Implicit Price Deflator Index.

2. Cost Recovery Fees & Procedures

UTAH BLM FIELD OFFICES SHALL CHARGE ALL SRP APPLICANTS COST RECOVERY FEES IF MORE THAN 50 HOURS OF STAFF TIME IS REQUIRED TO PROCESS THE PERMIT ([43 CFR 2932.31\(e\)1](#); [IM-2011-019](#); and [H-2930-1](#)). If the 50-hour cost recovery threshold is anticipated to be exceeded then recovery of costs begins with the first hour ([H-2930-1](#)). For commercial permits, cost recovery fees are charged in addition to the fees owed to the BLM under the national SRP fee schedule. For competitive and organized group permits, either cost recovery fees or the national permit fees are charged, whichever is greatest. All estimated cost recovery fees must be paid in advance of any authorized use and by the deadlines BLM establishes for each permit. The BLM may allow a permit applicant to make periodic payments for commercial use ([43 CFR 2932.32](#)). Permit applicants should be notified that paying cost recovery fees does not guarantee that an application will be approved after all required environmental analysis and public outreach has been conducted. All unused cost recovery fees will be returned to the permit applicant/holder.

Cost recovery procedures are found in *BLM Manual 1323* ([MS-1323](#)). Cost recovery fees are generally associated with new or substantially different activities or events that will convey special benefits to the permit applicant and not the general public. Cost recovery charges will be limited to the BLM's costs of issuing the permit, including necessary environmental documentation, on-site monitoring, and permit enforcement. The BLM may not charge cost recovery fees for the development of programmatic environmental assessments that are intended to authorize multiple future permit applications. In addition to *BLM Manual 1323* ([MS-1323](#)), detailed guidance on cost recovery procedures are found in the *BLM Recreation Permit Administration Handbook* ([H-2930-1](#)), including the type of work that may be charged to cost recovery accounts and developing cost recovery estimates. Recreation staff should work closely with budget personnel to establish and monitor cost recovery accounts.

Once it is determined that a proposal will take more than 50 hours of staff time, a decision letter with the estimate of direct and indirect costs must be provided to the applicant. The letter should also include an outline of the cost recovery agreement that both parties will later sign if the applicant chooses to participate in cost recovery. An example cost recovery decision letter and estimate are provided in [Attachment 10](#).

3. Special Recreation Permits for Specialized Uses in Special Areas

[43 CFR 2932.5](#) defines "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. If the BLM determines that it is necessary, based on planning decisions, resource concerns, potential user conflicts, or public health and safety, offices may require SRPs for recreational use of special areas ([43 CFR 2932.11](#)). The office should issue supplementary rules by the state director for the fee area, if they are deemed necessary to provide for the protection of persons, property, and public lands and resources ([43 CFR 8365.1-6](#)). Utah BLM currently manages six special areas where SRPs are required – Cedar Mesa, Desolation Canyon, Knolls Off-Highway Vehicle Area, Little Sahara

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Recreation Area, San Juan River, and Westwater Canyon; and co-manages Paria Canyon/Vermillion Cliffs Wilderness with Arizona BLM.

When an office determines that an SRP system to manage individual use of a special area is desirable, implementation of the permit system requires public notification with a Federal Register notice ([43 CFR 2932.13](#)). If fees will be charged for use of the special area, the public participation requirements of the REA must also be met.

4. Varying and Waiving Permit Requirements and Fees

[43 CFR 2932.12](#) provides the situational sideboards for when BLM may waive the requirement to obtain a permit. Permit requirements may be waived if:

- a) The use or event begins and ends on non-public lands or related waters, traverses less than one mile of public lands or one shoreline mile, and poses no threat of appreciable damage to public land or water resource values;
- b) The use is sponsored or cosponsored by the BLM. This includes any activity or event that BLM is involved in organizing and hosting, or sharing responsibility for, arranged through authorizing letters or written agreements; or
- c) The use is a competitive event that –
 - a. Is not commercial;
 - b. Does not award cash prizes;
 - c. Is not publicly advertised;
 - d. Poses no appreciable risk for damage to public land or related water resource values; and
 - e. Requires no specific management or monitoring.
- d) The use is an organized group activity or event that –
 - a. Is not commercial;
 - b. Is not publicly advertised;
 - c. Poses no appreciable risk for damage to public land or related water resource values; and
 - d. Requires no specific management or monitoring.

The BLM may not waive SRP requirements or fees in exchange for volunteer work. Approval must be obtained in writing from the BLM Director to vary fees, or the method of determining them, from those prescribed in the BLM National Special Recreation Permit Fee Schedule for commercial, competitive, group, or assigned site fees. Approval must be obtained in writing from the state director to vary fees for applications, special area fees, and other fees over which the state director has fee authority, such as exclusive use. The authorized officer may waive SRP fees on a case-by-case basis for accredited academic, scientific, and research institutions, therapeutic, or administrative uses ([43 CFR 2932.34](#)).

B. Recreation Use Permits

RUPs may be required at developed recreation sites and areas that meet the following criteria for the collection of Standard or Expanded Amenity Recreation Fees.

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1. Standard Amenity Recreation Fees

The BLM is authorized to require the purchase of a RUP when a site or area meets the following criteria to collect Standard Amenity Recreation Fees:

- A National Conservation Area;
- A destination visitor or interpretive center that provides a broad range of interpretive services, programs, and media; or
- An area that provides significant opportunities for outdoor recreation, that has substantial federal investments, where fees can be efficiently collected, and that contains **ALL** of the following amenities:
 - Designated developed parking;
 - A permanent toilet facility;
 - A permanent trash receptacle;
 - An interpretive sign, exhibit, or kiosk;
 - Picnic tables; **AND**
 - Security services.

2. Expanded Amenity Recreation Fees

The BLM is authorized to require the purchase of a RUP when a site or area meets the following criteria to collect Expanded Amenity Recreation Fees:

- Use of developed campgrounds that provide at least **A MAJORITY** (i.e., five out of nine) of the following amenities:
 1. Tent or trailer spaces;
 2. Picnic tables;
 3. Drinking water;
 4. Access roads;
 5. The collection of the fee by an employee or agent of the Federal land management agency;
 6. Reasonable visitor protection;
 7. Refuse containers;
 8. Toilet facilities; and
 9. Simple devices for containing a campfire.
- Use of highly developed boat launches with specialized facilities or services such as mechanical or hydraulic boat lifts or facilities, multi-lane paved ramps, paved parking, restrooms and other improvements such as boarding floats, loading ramps, or fish cleaning stations;
- Rental of cabins, boats, stock animals, lookouts, historic structures, group day-use or overnight sites, audio tour devices, portable sanitation devices, binoculars or other equipment;
- Use of hookups for electricity, cable, or sewer;
- Use of sanitary dump stations;
- Participation in an enhanced interpretive program or special tour;
- Use of reservation or transportation services;

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- Use of areas where emergency medical or first-aid services are administered from facilities staffed by public employees or employees under a contract or reciprocal agreement with the BLM; **OR**
- Use of developed swimming sites that provide at least **A MAJORITY** (i.e., four out seven) of the following amenities:
 1. Bathhouse with showers and flush toilets;
 2. Refuse containers;
 3. Picnic areas;
 4. Paved parking;
 5. Attendants, including lifeguards;
 6. Floats encompassing the swimming area; and
 7. Swimming deck.

C. Prohibited Fee Collection Practices

REA specifically prohibits the BLM from collecting “entrance fees” and staff should never refer to any types of BLM recreation fees as an “entrance fee.” The BLM is also specifically prohibited from collecting RUP fees in the following situations:

- Parking that does not immediately support and/or adjoin a fee site or area, undesignated parking, or picnicking along roads or tail sides;
- For persons who are driving through, walking through, boating through, horseback riding through, or hiking through Federal recreational lands and waters without using the facilities and services, unless a fee is specifically authorized under separate authority.
- For general access or for dispersed areas with low or no investment unless specifically authorized under REA;
- For camping at undeveloped sites that do not provide a minimum number of facilities and services as outlined in [Section II.B](#) above;
- For use of overlooks or scenic pullouts;
- For travel by private, noncommercial vehicle, boat, or aircraft over any road or highway, waterway, or airway to any land in which such person has any property right if such land is within any unit or area at which recreation fees are charged;
- For any person who has a right of access for hunting or fishing privileges;
- For any person who is engaged in the conduct of official federal, state, tribal, or local government business;
- For special attention or extra services necessary to meet the needs of the disabled;
- For any person under 16 years of age;
- For outings conducted for noncommercial educational purposes by schools or bona fide academic institutions; and
- Any person engaged in a nonrecreational activity authorized under a valid permit issued under any other Act, including a valid grazing permit.

III. Recreation Fee Program (L12320000) Work Breakdown Structure Accounts

REA requires that all collected recreation fees are accounted for separately from other agency revenues. The BLM deposits all collected recreation fees into Functional Area L12320000 accounts. Offices are

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responsible for establishing specific Work Breakdown Structure (WBS) project accounts within the L12320000 Functional Area that reflects the type of recreation fees being collected. In Utah, offices must maintain the following types of separate L12320000 WBS accounts for the different types of recreation fees being collected:

- SRP fees for commercial, competitive, and organized group activities;
- SRP fees for specialized uses of special areas (i.e., Cedar Mesa, Desolation Canyon, Knolls Off-Highway Vehicle Area, Little Sahara Recreation Area, San Juan River, and Westwater Canyon); and
- RUP fees for standard and expanded amenity sites.

Recommended adjustments to Utah's existing L1232000 WBS accounts to meet these requirements are included in [Attachment 3](#) and instructions on filling out the required Commodity Subject Action Product (CSAP) request form to establish or modify WBS accounts are included in [Attachment 4](#).

IV. Expenditure of Collected Recreation Fees

Managers, recreation and visitor services, and budget personnel should note that REA is a federal law that mandates how collected recreation fees may and may not be spent.

A. Allowable Expenditures

Collected recreation fees may be used at the site or area of collection for the following purposes:

- Repair, maintenance, and facility enhancement related directly to visitor enjoyment, visitor access, and health and safety;
- Interpretation, visitor information, visitor service, visitor needs assessments, and signs;
- Habitat restoration directly related to wildlife-dependent recreation that is limited to hunting, fishing, wildlife observation, or photography;
- Law enforcement related to public use and recreation;
- A fee management agreement, volunteer support, Challenge Cost Share Projects, a visitor reservation service, and other similar partnerships related to the recreation fee program; and
- Direct operating or capital costs associated with the recreation fee program, including:
 - Salaries, benefits, and training;
 - Fee collection equipment and upkeep;
 - Security services and equipment; and
 - Communication needs such as signs and phones.

Despite national policy that allows for transferring recreation fee revenues between offices, Utah BLM's goal is to retain 100 percent of recreation fee revenues within the field office of collection and within the following guidelines:

- Revenues from RUPs may be spent at the site of collection, to establish new RUP sites within the field office of collection, and to offset the costs of other existing RUPs sites within the field office of collection.
- Revenues from SRPs for commercial, competitive, and organized group activities must be spent on purposes that will benefit permit holders and their clients. For example, many permit holders

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regularly take their clients on a variety of primitive roads and trails as a part of their permitted activities – it is therefore appropriate to use **A PORTION** of these permit revenues towards on-the-ground travel management efforts that will directly benefit these visitors, including route signing, trailhead development, mapping, etc.

- Revenues from SRPs for specialized uses of special areas may only be spent for purposes that benefit that special area.

B. Limitations on Administrative, Overhead, and Indirect Costs

On average, the BLM as an agency may not use more than 15 percent of the total recreation fee revenues for administration, overhead, and indirect costs related to the recreation fee program. Recognizing that some recreation fee programs will by nature have higher administrative costs than others (e.g., administering SRPs for commercial, competitive, and organized group activities), offices should strive to limit the administrative, overhead, and indirect costs of supporting each component of their recreation fee program to 15 percent or less. Examples of these types of costs include budget development; administrative support for procurement, contracting, office services, and property management; preparation and distribution of reports; and public notification and information. Any costs that can be directly associated with providing visitors with a specific service or executing a specific project should not be considered an administrative, overhead, or indirect cost.

C. Prohibited Expenditures

REA and national policy explicitly prohibit the expenditure of collected recreation fees for the following purposes:

- Any purpose not directly related to the recreation and visitor services program, as identified above in [Section IV.A](#);
- Employee bonuses; or
- Biological monitoring on federal recreational lands and waters under the Endangered Species Act of 1973 for listed or candidate species. Under the Endangered Species Act, “monitoring” is defined as a distinct action with an established frequency or repetition, and monitoring is associated with recovery activities for listed or candidate species. One-time actions, such as surveys, clearances, or inventories, required under the Endangered Species Act for permitted events or projects within recreation fee sites, may therefore be paid with recreation fees.

V. Step-by-Step Recreation Fee Proposal Process

There are very specific steps that offices must take to establish, modify, and eliminate fees for RUPs and SRPs for specialized uses of special areas. Field offices must coordinate with the Utah Recreation Program Lead as soon as possible when developing recreation fee proposals to ensure that the project schedule incorporates all necessary steps.

A. Draft Business Plans

Utah BLM proposes to establish, modify, and eliminate RUP and special area SRP fees through the development of publicly-reviewed draft business plans. A template for this type of business plan is included in [Section VII](#). Draft business plans provide the BLM with the opportunity to determine the

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appropriate level of recreation fees, identify priorities for future expenditures, and consider impacts to underserved communities and the local economy. Most importantly, they provide the BLM with the opportunity to receive stakeholder input on recreation fee proposals and be accountable to the public regarding the agency's use of their collected recreation fees. The development of draft business plans should include input from all BLM programs that will be involved with its implementation, including, but not limited to, management, law enforcement, public affairs, and budget.

After the authorized officer determines that the draft business plan is ready for additional review, it must then be reviewed by the Utah Recreation Program Lead, who then forwards it to the Washington Office for review. These state and Washington office reviews typically take no longer than three weeks.

Draft business plans must be available for public review and comment for a minimum of 30 days. Field offices must make substantial efforts to notify the public of the opportunity to provide input on the proposals included in their draft business plans. Outreach efforts should include posting the draft business plan on the appropriate Utah BLM websites, issuing press releases, posting notices at local recreation sites and kiosks, news stories or paid notices in local media, and postcards/e-mails to past permit holders who will be interested in the proposal. A postcard example that notifies permit holders of the opportunity to offer input has been provided in [Attachment 7](#). If the users are an identifiable group, such as river runners, mountain bikers, ATV riders, cavers, etc., it is important to reach those groups through their publications, message boards, and other networks. Field offices should allow sufficient time for a press release to be reviewed at the state and Washington offices before it is issued. With advanced coordination, these state and Washington office reviews should take less than one week to complete. A press release example that incorporates all required information has been provided in [Attachment 8](#).

All comments should be categorized into the different types of public input received (e.g., 15 comments opposed to any fee increase, 20 comments amenable to smaller fee increase, and 5 comments in support of the proposed fee increase) and comments from government agencies, recreational clubs, and partnership organizations should also be given substantial consideration. Local management should be briefed regarding the public comments received and a determination should be made whether the recreation fee proposal included in the draft business plan should be modified in any way before the next step in the process is taken.

B. Utah Recreation Resource Advisory Committee Involvement

Any draft business plans that propose establishing, modifying, or eliminating for RUPs and special area SRPs fees must be presented to the Utah Recreation Resource Advisory Committee (RAC) for review. The Utah Recreation RAC is required to meet at least twice a year, and field offices are required to provide the Utah Recreation RAC's REA Coordinator with a copy of the draft business plan at least 30 days in advance of the scheduled meeting. The REA Coordinator will work with the local office during those 30 days if they identify any issues with the business plan that would prevent the recreation fee proposal from being presented to the full Utah Recreation RAC.

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Presentations to the Utah Recreation RAC will typically last no longer than 30 minutes. A PowerPoint template that encompasses all recreation fee proposal information that must be presented to the Utah Recreation RAC is provided in [Attachment 6](#). Presentations should conclude with a request for the Recreation RAC to pass a two-part motion that includes: (1) the proposal maintains general public support, and (2) a recommendation to the Utah State Director to adopt the proposal, modify the proposal, or withdraw the proposal.

REA Section 4(d)(9) requires that "general public support" for recreation fee proposals be documented before the Utah Recreation RAC can provide a recommendation on the proposal. It should be noted that the act of gathering comments from the public is never meant to be a democratic referendum on any proposal, implying that the most comments "wins." Rather, comments are gathered to inform the decision makers of possible issues or findings that were not previously considered. Comments are very valuable to the BLM, and considerations in favor, against, and neutral to any proposal should be taken seriously. In the end, however, it is the substance of the comments that matters most, not the volume. In order to ensure that the Utah Recreation RAC is able to make an informed decision on whether general public support for a proposal exists, it is first critical that field offices complete the appropriate level of public outreach and involvement that is commensurate to each project proposal. The results of each proposal's public outreach efforts should be presented to the Utah Recreation RAC with contextual information regarding what types of public outreach was conducted, the number of annual visitors to the particular recreation site, conformance with existing planning decisions, and the anticipated benefits to public land visitors from improving recreational amenities and services.

C. Final Business Plans

If the Utah Recreation RAC recommends that the BLM implement the recreation fee proposal, the BLM can finalize the business plan and begin implementing the new fee rates on an agreed upon date. If the Utah Recreation RAC recommends that the BLM modify the recreation fee proposal presented to them, the BLM may modify and finalize the business plan in accordance with the recommendations and begin implementing the new fee rates on an agreed upon date. In the event that the BLM is not amenable to adopting the Utah Recreation RAC's recommended modifications or the Utah Recreation RAC recommends that the BLM withdraw the proposal, additional coordination between the field and state offices will determine the best way to proceed.

Final business plans should include a summary of all public outreach efforts conducted for the draft business plan, a summary of public comments received, a summary of the Utah Recreation RAC's recommendation on the fee proposal, and the authorized officer's signature approving the implementation of the business plan on a specific date. Final business plans must remain available on the appropriate Utah BLM websites for public viewing.

Field offices must also develop business plans that identify spending priorities for revenues from SRPs for commercial, competitive, and organized group activities. A template for this type of business plan is included in [Section VIII](#) below. Because the fees for these types of permits are collected according to a national fee schedule, these business plans may be finalized without opportunities for public review and comment. However, these business plans should be posted on the appropriate Utah BLM websites for public viewing.

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D. Federal Register Notice for New Fee Areas

Field offices must publish a notice in the *Federal Register* six months before establishing any new type of recreation fee. This notice may be published before, during, or after the other public participation requirements, depending on the public participation strategy for a given project. This notice may be combined with the required *Federal Register* notice of a RAC or Recreation RAC meeting that is published 30 days in advance

. Field offices should schedule ample time for the development of the notice and review of the notice at the state and Washington offices. An example Federal Register notice that incorporates all required information has been provided in [Attachment 9](#). For additional information regarding the drafting of Federal Register notices and supporting documents, please visit the WO's Division of Regulatory Affairs website at <http://web.blm.gov/wo600/regulations/federal.php>.

E. Documentation Requirements

It is important for the BLM to keep an administrative record of all public participation in recreation fee issues, in accordance with applicable Privacy Act standards. At a minimum, maintain the following records for at least 3 years:

- Federal Register notices;
- News releases, legal notices, press clippings;
- Written public comments and responses (whether paper or electronic);
- Records of Recreation RAC meetings or any other public meeting where recreation fees are on the agenda (e.g., meeting minutes); and
- Recreation RAC motions documenting their determination that the recreation fee proposal maintains general public support.

VI. Business Plans

Utah BLM field offices must develop separate business plans for each of the following components of their recreation fee program:

1. Sites that collect Standard and Expanded Recreation Amenity fees for RUPs;
2. Special areas where SRPs are required for specialized uses of public lands and waterways (i.e., Westwater Canyon, Cedar Mesa, Desolation Canyon, Little Sahara Recreation Area, Knolls OHV Area, San Juan River); and
3. SRPs for commercial, competitive, and organized group activities.

Each field office must establish a separate L12320000 WBS/project account for each of these three separate fee program components that are present within each office. Separate recreation project accounts will improve Utah BLM's ability to track revenues and expenditures for each of these fee program components and develop business plans accordingly.

To meet the REA's public outreach requirements, business plans proposing to establish new fees or change existing fees must provide opportunities for public input. In Utah, this means that the public will have the opportunity to comment on proposals included in a draft business plan, and proposed changes

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will be approved in a final business plan after considering public comment and the Utah Recreation RAC's recommendations.

VII. Business Plan Outline for Amenity Sites and Special Areas

A. Dear Reader Letter

Only business plans that require public outreach must include a dear reader letter. The letter should describe the following in less than one page:

- District and field office releasing the business plan;
- BLM's authorities to collect these types of recreation fees;
- Fee sites/areas encompassed by the business plan;
- Comparison of existing and proposed recreation fee rates;
- For draft business plans, details on how and when the public can submit comments; and
- For final business plans, the date any fee rate changes would begin.

B. Introduction to the Field Office Recreation Fee Program

- Administrative unit (BLM District and Field Office, Counties, Congressional Districts);
- Brief description of the field office recreation program: major natural resources/features/attractions, primary activities, other major outdoor recreation providers (e.g., State Parks, National Parks, National Forests, etc.);
- Brief description of field office visitation, including the total field office recreation visits from the Recreation Management Information System (RMIS) from the most recent fiscal year, average field office recreation visits from RMIS over the past five years, anticipated future use levels, any identified visitation trends;
- Any known visitor demographics, such as visitor origin (local, regional, national, international);
- Applicable Resource Management Plans, activity level plans (e.g., Special Recreation Management Area/Recreation Area Management Plans) guiding the recreation fee program;
- Total number and type of recreation fee sites/areas encompassed by the business plan; and
- Any other pertinent information, such as important partnerships, volunteer programs, etc.

C. Description of Each Existing or Proposed Fee Site/Area

- Summary of the recreation project account, including the site/area names, locations, and approximate acreages;
- Primary recreational activities visitors to the sites/areas participate in;
- Site/area-specific visitor use numbers reported in RMIS over at least the past five years;
- Any known visitor demographics, such as visitor origin (local, regional, national, international) that are substantially different from what was already discussed in the introduction;
- Any other pertinent information, such as important partnerships, volunteer programs, etc.
- If applicable, the year when fees were first collected;

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- Authority under which the BLM currently collects fees or is proposing to collect fees and explanation of how the BLM meets the applicable statutory/regulatory requirements (for amenity sites, this requires listing the facilities/amenities available to demonstrate that it meets the requirements established in [REA](#), Section 803 (f) or (g); for special areas, this requires identifying reasons the permit system was established in accordance with [43 CFR 2932.11\(b\)](#)); and
- Photo(s) of the main features in the sites/areas.

D. Proposed Modifications to Recreation Fee Rates

- Briefly compare the existing and proposed recreation fee rates;
- You may propose more than one new fee rate. Field offices are encouraged to consider proposing a fee rate that would completely fund the operational expenses of the recreation fee program.

E. Operating Costs

- For existing sites/areas, identify the actual annual operating costs over the past fiscal year or years. Annual operational costs should be categorized to include maintenance, labor, supplies, customer service, interpretation (e.g., brochures and maps), fee collection, law enforcement, and any other major types of expenditures. Identify any operating costs incurred in the past, such as new construction or large deferred maintenance projects that were atypical to the annual operating budget. Whenever possible, operational costs should also be categorized by functional area and/or other funding sources, such as 1220, 1232, 1652, grants, etc.;
- For proposed fee sites/areas, identify the projected start-up costs for facility development and the projected annual operating costs; and
- Identify any deferred maintenance projects at the site/area and estimated costs.

F. Revenues

- For existing fee sites/areas, identify the actual revenues generated by the recreation project account over at least the past five fiscal years and project the annual revenues if fees are modified;
- For proposed fee sites/areas, project the annual revenues into the recreation project account if fees are established; and
- Include rationale on how the projected revenues were calculated, e.g., anticipated changes in visitation based on current trends, changes from fee rate changes, etc.

G. Priorities for Future Expenditures

- Identify all ongoing expenditures that are critical to the day-to-day operation of the sites/areas in the recreation project account, including, but not limited to, maintenance, labor, supplies, customer service, interpretation (e.g., brochures and maps), fee collection, law enforcement, and any other major types of expenditures;

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- Identify cost estimates for major new investments for service and facility enhancement, construction, and/or expansion;
- Identify the estimated amount of revenue that needs to be annually placed in savings to ensure the BLM can continue to provide seamless maintenance and services and immediately address any imminent threats to public health and safety or environment from fiscal year to fiscal year; identify the estimated amount of revenue that should be saved for major infrastructure investments;
- Identify whether all of the identified priority expenditures are annual, short-term, or long-term; and
- Identify the estimated levels of any appropriated funding that would contribute towards the priority expenditures.

H. Analysis of Recreation Fee Rates

Describe the analysis used to determine the proposed fee rates. The BLM is authorized to use the following two fee assessment methods to establish recreation fee rates:

1. Cost Recovery Fee Calculation Method:

- Fee rates are based on the assumption that revenues should cover a site/area's operating costs;
- Include a table that compares the site/area's operational costs and revenues over last fiscal year or years;
- Identify estimated future operating costs based on any proposed changes in services and facilities; and
- Based on past visitation levels and anticipated future visitation levels, identify the fee rate that would generate 100% of the revenues needed to cover the site/area's full operating costs without the use of any appropriated funding.

2. Fair Market Value Fee Calculation Method:

- Compare existing and proposed fee rates to those charged by other outdoor recreation providers for similar opportunities, such as other campgrounds operated by the Forest Service, National Park Service, State Parks, and the private sector;
- Identify the similarities and differences in services and/or facilities provided at the sites being compared; and
- Include in the comparison any planned changes in services and/or facilities if the BLM fee rates change.

I. Impacts from Changing and Not-Changing Recreation Fee Rates

- Describe the anticipated results of establishing new fees or modifying existing fee rates, including:
 - Benefits to recreational users from continuing to maintain the site/area, enhancing facilities or services, or maintaining recreational experiences through a permit system;
 - Benefits to local economies from providing high-quality ecotourism-based destinations

Attachment 1, Recreation Fee Program Toolbox

- that attract visitors to the area;
- Benefits to the environment from the presence of facilities, services, and/or a permit system to mitigate recreational impacts; and
- Socio-economic impacts to recreational users and any affected low-income, minority populations from establishing new fees or increasing existing fees.
- Describe the anticipated results of not establishing new fees or modifying existing fee rates, including:
 - Impacts to recreational users from cutting services, not maintaining the site/area, not enhancing facilities or services, or not managing recreational experiences through a permit system;
 - Impacts to local economies from not providing high-quality ecotourism-based destinations that attract visitors to the area;
 - Impacts to the environment from not providing or maintaining facilities, services, and/or a permit system to mitigate recreational impacts; and
 - Socio-economic benefits to recreational users and any affected low-income, minority populations from not establishing new fees or maintaining existing fee rates.
- If more than one fee rate is being proposed, then these benefits and impacts should be described for each proposal and compared to the anticipated results of the other fee rates.

J. Public Outreach

- For draft business plans:
 - Identify all planned outreach methods to solicit public input on the proposals, including, but not limited to, flyers, news releases, public notices in local newspapers, website postings, social media updates, *Federal Register* notices, public meetings, and Utah Recreation RAC review;
 - Identify how these outreach methods comply with requirements established by law and policy; and
 - List any other forms of standardized opportunities for public comment, such as yellow fee envelopes, that were considered in the development of the business plan's proposals.
- For final business plans:
 - Identify all outreach methods conducted to solicit public input on the proposals;
 - Summarize the number and content of public comments;
 - Summarize Utah Recreation RAC's motion on the fee proposals; and
 - Identify the date any fee rate changes would begin.

VIII. Business Plan Outline for a Special Recreation Permit Program for Commercial, Competitive, and Organized Group Activities

A. Introduction to the Field Office Recreation Fee Program

- Administrative unit (BLM District and Field Office, Counties, Congressional Districts);
- Brief description of the field office recreation program: major natural resources/features/attractions, primary activities, other major outdoor recreation providers (e.g., State Parks, National Parks, National Forests, etc.);

Attachment 1, Recreation Fee Program Toolbox

- Brief description of field office visitation, including the total field office recreation visits from the Recreation Management Information System (RMIS) from the most recent fiscal year, average field office recreation visits from RMIS over the past five years, anticipated future use levels, any identified visitation trends;
- Any known visitor demographics, such as visitor origin (local, regional, national, international);
- Applicable Resource Management Plans, activity level plans (e.g., Special Recreation Management Area/Recreation Area Management Plans) guiding the recreation fee program;
- Total number and type of permits (i.e., commercial, competitive, organized group) issued during the past fiscal year; and
- Any other pertinent information, such as important partnerships, volunteer programs, etc.

B. Description of the Permitting Program

- Primary recreational activity permits in the field office are issued for;
- Total number and type of permits (i.e., commercial, competitive, organized group) issued during the past five fiscal years;
- Permit-specific visitor use numbers reported in RMIS over at least the past five years;
- Any known visitor demographics, such as visitor origin (local, regional, national, international) that are substantially different from what was already discussed in the introduction; and
- Any other pertinent information, such as important partnerships, volunteer programs, etc.

C. Revenues

- Identify the actual revenues generated by the permitting program over at least the past five fiscal years; and
- Identify the projected annual revenues in the near future and include rationale on how the projected revenues were calculated, e.g., anticipated changes in visitation based on current trends, loss of financially significant permit holders, etc.

D. Expenditures

- Summarize the actual expenditures of collected permit fees over at least the past year or years. Expenditures should be broken down to include labor, supplies, customer service, interpretation (e.g., brochures and maps), fee collection, law enforcement, and any other major types of expenditures;
- Summarize any other additional costs to the government to administer the permitting program. Whenever possible, costs should also be broken down by functional area and/or other funding sources, such as 1220, 1232, 1652, etc.; and
- Identify any deferred maintenance projects that would support the permitting program and their estimated costs.

Attachment 1, Recreation Fee Program Toolbox

E. Priorities for Future Expenditures

- Identify the priority expenditures of future revenues, including, but not limited to, maintenance, labor, supplies, customer service, interpretation (e.g., brochures and maps), fee collection, law enforcement, and any other major types of expenditures;
- Identify cost estimates for major expenditures for service and facility enhancement, construction, and/or expansion;
- Identify the amount of revenue that needs to be annually placed in “savings” to ensure the BLM can provide seamless permit administration services, immediately address any imminent threats to public health and safety or environment, and/or to “save up” for major infrastructure investments;
- Identify whether the priority expenditures would be done on an annual, short-term, or long-term basis; and
- Identify the estimated levels of any appropriated funding that would contribute towards the priority expenditures.

IX. Additional Resources

This document is meant to provide management, recreation, and budget staff with a summary of all critical national and Utah recreation fee program policies. Much more detailed guidance and example documents regarding various aspects of the recreation fee program can be found at:

- [The BLM National Training Center’s Knowledge Resource Center](#);
- [The Utah BLM Recreation & Visitor Service’s Intranet Site](#);
- [The Utah BLM Outdoor Recreation SharePoint Site](#);
- [The BLM Division of Regulatory Affairs’ Intranet Site](#); and
- [DOI Learn](#)

Attachment 2, Business Plan Schedule Data Call

Utah BLM Recreation & Visitor Services Business Plan Development Schedule		
District	Recreation Fee Account For Business Plan	Name of Anticipated/Completed Business Plan and Completion Date
Canyon Country	MOAB CAMPGROUNDS	BLM Moab Campgrounds Business Plan; September 2012
	COLORADO RIVER (INCLUDES WESTWATER)	Westwater Canyon and the Colorado River Business Plan; May 2012
	SAN JUAN RIVER (INCLUDES SAND ISLAND CAMPGROUND)	San Juan River Business Plan; May 2013
	CEDAR MESA	Cedar Mesa/Kane Gulch Business Plan; 2008(?)
	INDIAN CREEK	
	MOAB LAND BASED SRP	Moab Field Office Land-Based Special Recreation Permit Business Plan; March 2012
	MONTICELLO LAND BASED SRP	
	HAMBURGER ROCK	
Green River	PRICE GREEN RIVER	Desolation Canyon of the Green River Business Plan; November 2012
	CLEVELAND LLOYD DINOSAUR QUARRY	Cleveland-Lloyd Dinosaur Quarry Business Plan; 2008(?)
	PRICE CAMPGROUNDS	
	PRICE LAND BASED SRP	
	LABRYRINTH CANYON	
	VERNAL GREEN RIVER	
	VERNAL OUTFITTERS & GUIDES	
	VERNAL REC FEE SITES	
Color Country	CEDAR CITY SRP	Cedar City Special Recreation Permit Business Plan; July 2002
	HENRY MOUNTAIN	
	PONDEROSA GROVE	
	RED CLIFFS/BAKER	Red Cliffs Recreation Area Business Plan; February 2013
	ST. GEORGE SRPS	
	KANAB	
	PARIA CANYON	
	WHITEHOUSE CAMPGROUND	
Utah State Office	AMERICA THE BEAUTIFUL PASS	N/A
Grand Staircase-Escalante National Monument	GSENM REC SITES	
	GSENM SRP	
West Desert	KNOLLS OHV AREA	
	LITTLE SAHARA	Little Sahara Recreation Area Business Plan; March 2010

Attachment 2, Business Plan Schedule Data Call

	YUBA RESERVOIR	
	SLFO RECREATION SITES	
	SLFO SRP	
	FILLMORE SRP	

Attachment 3, Recommended Changes to Utah 1232 Account Structures

Recommended Changes to Utah 1232 Account Structures		
District	Existing Recreation Fee Account	Recommended Change
Canyon Country	MOAB CAMPGROUNDS	N/A
	COLORADO RIVER (INCLUDES WESTWATER)	N/A
	SAN JUAN RIVER (INCLUDES SAND ISLAND CAMPGROUND)	Re-name "SAN JUAN RIVER"
	CEDAR MESA	N/A
	INDIAN CREEK	
	MOAB LAND BASED	N/A
	MONTICELLO LAND BASED	N/A
Green River	HAMBURGER ROCK	Re-name "MONTICELLO FO CAMPGROUNDS"
	GREEN RIVER	Re-name "PRICE GREEN RIVER" or "DESOLATION CANYON"
	CLEVELAND LLOYD DINOSAUR QUARRY	N/A
	PRICE CAMPGROUNDS	N/A
	PRICE LAND BASED SRP	N/A
	LABRYRINTH CANYON	N/A
	GREEN RIVER	Re-name "VERNAL GREEN RIVER"
Color Country	OUTFITTERS & GUIDES	Re-name "VERNAL OUTFITTERS & GUIDES"
	VERNAL REC FEE SITES	N/A
	CEDAR CITY	Re-name "CEDAR CITY SRP"
	HENRY MOUNTAIN	Split into "RICHFIELD REC SITES" and "RICHFIELD SRP"
	PONDEROSA GROVE	N/A
	RED CLIFFS/BAKER	N/A
	ST. GEORGE SRPS	N/A
Utah State Office	KANAB	Re-name "KANAB SRP"
	PARIA CANYON WHITEHOUSE CAMPGROUND	TBD based on collaboration with the Paria Team
Grand Staircase-Escalante National Monument	AMERICA THE BEAUTIFUL PASS	N/A
West Desert	GSENM	Split into "GSENM REC SITES" and "GSENM SRP"
	KNOLLS OHV AREA	N/A
	LITTLE SAHARA	N/A
	YUBA RESERVOIR	Determine if account is still necessary.
	SLFO RECREATION AREAS	Split into "SLFO RECREATION SITES" and "SLFO SRP"
	FILLMORE REC FEE SITES	Re-name "FILLMORE SRP"

CSAP Request for (New, Change or Delete) Are you creating a new project account (NEW)? Are you modifying an existing account (CHANGE)?

CBS User - Please complete the following information for each CSA(P) being requested. Fax your request to your State CBS Core Team Lead.

Commodity:	this is the type of fees being collected (i.e., RECREATION-SRPS or RECREATION-RUPS)		
Subject:	this will be the official name of the 1232 account, budget will assign the number (e.g., GSENM SRP UTX)		
Action Description:	this is what is being deposited (i.e., SRP FEES or RUP fees)		
Action Description 2:			
Product:			
Hard code the Price?	() Y (X) N	Amount?	
Requestor's Name and Phone #		Date:	XX/XX/2012 Cost Center:

CBS State Core Team Lead Only

Is there a CSA(P), or a similar CSA(P) in CBS already to accommodate the action listed above?	(NO)		
Authority: (CFR, Federal Register) Ex. 43 CFR 3120.3-2 which authorizes collection of fees.	43 CFR 2931.3		
FBMS Fund: (Replaces Fund)	12XL5413AR		
Functional Area: (Replaces Sub activity and PE)	L12320000		
Quantity Required?	(Y)		
Customer Required? (commodity level only)	(Y)		
IPA - Interest Penalty Assessment?	(NO)	Number of days before interest is assessed	() 15 () 30
Work Breakdown Structure: WBS (Replaces Project)	LVRDUTXX000		
Bill Flags:	() AR () AB () CS		
Authorization Number Required? (subject level)	(Y)		
If Yes, Which Type?	AK-CR(), AK-MC(), ALL Numeric(), LR2000(), LR2000-MC(), GENERAL Use(), GSA or INTERIOR Vehicles(), RAS BILL(),		
Does this Interface with a sub-system?	(NO)	If Yes, which?	LR2000(), AK-LIS(), NIFC(), GLO(), RMIS(), MCII()
Bureau wide?	(NO)	If not Bureau wide, which States?	AK(), AZ(), CA(), CO(), ES(), ID(), MT(), NIFC(), NM(), NV(), OR(), UT(), WY()
RMIS interface only?	(NO)	Permit type #:	Sub-type #:
Site Code #:	UTXX		

CBS CORETEAM LEAD MUST CHECK TO SEE THAT LINES 5 - 29 (Commodity through Site Code#) ARE ANSWERED CORRECTLY.

CBS State Core Team Lead :	DAVE MASCARENAS	Phone:	801-539-4006	Date:	
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NOC Staff Only

Function Area: (Replaces Program)	() Y	Transaction Type: (i.e. RV, RF)	
Credit GL Account:		Action Type	() A () B () C
Commitment Item: (Replaces BOC)		State Code :	() Y () N
Commodity: (from Sideways Chart)		County Code:	() Y () N
Land Type:			
NBC Approval:	Name:		Date:
NBC Entry By:	Name:		Date:

LR2000 Staff Only

RMIS and/or MCII Crosswalk?	() Y () N	Name:		Date:	
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Attachment 5, How to Honor *America the Beautiful* – the National Parks and Federal Recreational Lands Passes

<http://store.usgs.gov/pass/index.html>

BLM Utah State Office Contact: Cory Roegner, croegner@blm.gov, (801) 539-4228

Annual Pass

- \$80, good for one year
- Can have two people identified on the pass; these people do not need to be related.
- Pass does not need to be signed upon purchase so people can purchase as gifts; pass must be signed prior to first use.
- Pass provides:
 - Free entrance to National Parks, additional camping/use fees may apply
 - Free entrance at Standard Amenity Fee sites:
 - *Cleveland-Lloyd Dinosaur Quarry is the only Standard Amenity Fee site BLM Utah operates;*
 - *Forest Service operates approximately 80 Standard Amenity Fee sites in Utah.*
 - Admits the pass owner/s and any accompanying passengers in a private non-commercial vehicle at per vehicle fee areas, or the pass owner and up to 3 additional adults at sites that charge per person.

Military Annual Pass

- Free to US military members and their dependents, good for one year
- Must present valid military ID (CAC Card or DoD Form 1173) and immediately sign pass upon issuance
- There is not a pass specifically for veterans; however, many veterans qualify for one of the other discount passes offered as part of the pass program.
- Pass provides:
 - Free entrance to National Parks, additional camping/use fees may apply
 - Free entrance at Standard Amenity Fee sites:
 - *Cleveland-Lloyd Dinosaur Quarry is the only Standard Amenity Fee site BLM Utah operates;*
 - *Forest Service operates approximately 80 Standard Amenity Fee sites in Utah.*
 - Admits the pass owner/s and any accompanying passengers in a private non-commercial vehicle at per vehicle fee areas, or the pass owner and up to 3 additional adults at sites that charge per person.

Senior Pass

- \$10 lifetime pass for U.S. citizens or permanent residents age 62 years or older
- Must provide proof of age and immediately sign pass upon purchase
- Pass provides:
 - Free entrance to National Parks, additional camping/use fees may apply
 - Free entrance at Standard Amenity Fee sites:
 - *Cleveland-Lloyd Dinosaur Quarry is the only Standard Amenity Fee site BLM Utah operates;*
 - *Forest Service operates approximately 80 Standard Amenity Fee sites in Utah.*
 - 50% discount at all Expanded Amenity Fee sites:

Attachment 5, How to Honor America the Beautiful – the National Parks and Federal Recreational Lands Passes

- *BLM Utah operates approximately 55 Expanded Amenity Fee sites (includes all fee sites EXCEPT Cleveland-Lloyd Dinosaur Quarry, Little Sahara Recreation Area, Westwater Canyon, Knolls OHV Area, San Juan River, Cedar Mesa, Desolation Canyon).*
- *Forest Service operates approximately 155 Expanded Amenity Fee sites in Utah.*
- Admits the pass owner/s and any accompanying passengers in a private non-commercial vehicle at per vehicle fee areas, or the pass owner and up to 3 additional adults at sites that charge per person.

Access Pass

- Free lifetime pass for U.S. citizens or permanent residents of any age with a PERMANENT disability
- Must provide proof of a PERMANENT disability (typically a letter from the Social Security Administration or Veterans Affairs) and immediately sign pass upon issuance
- Do NOT photocopy documents verifying a permanent disability! These are Privacy Act documents that must meet Privacy Act filing standards.
- Do NOT ask an applicant what their disability is – we don't care, we just want proof that they have a PERMANENT disability.
- Do not accept handicapped parking tags – these can be issued for a *temporary* disability.
- If a person does not have documentation proving that they have a PERMANENT disability they can sign a Statement of Disability, which is an affidavit certifying that they have a PERMANENT disability. The signed statement should be attached to the collection record. If the person presents questionable documentation to verify a permanent disability, ask them to sign a Statement of Disability. Do NOT assume that a person's disability will be readily apparent; do NOT question or argue with a person about whether they have a disability, just have them sign the Statement of Disability.
- Pass provides:
 - Free entrance to National Parks, additional camping/use fees may apply
 - Free entrance at Standard Amenity Fee sites:
 - *Cleveland-Lloyd Dinosaur Quarry is the only Standard Amenity Fee site BLM Utah operates;*
 - *Forest Service operates approximately 80 Standard Amenity Fee sites in Utah.*
 - 50% discount at all Expanded Amenity Fee sites:
 - *BLM Utah operates approximately 55 Expanded Amenity Fee sites (includes all fee sites EXCEPT Cleveland-Lloyd Dinosaur Quarry, Little Sahara Recreation Area, Westwater Canyon, Knolls OHV Area, San Juan River, Cedar Mesa, Desolation Canyon).*
 - *Forest Service operates approximately 155 Expanded Amenity Fee sites in Utah.*
 - Admits the pass owner/s and any accompanying passengers in a private non-commercial vehicle at per vehicle fee areas, or the pass owner and up to 3 additional adults at sites that charge per person.

Volunteer Pass

- Free to volunteers who contribute 250 volunteer hours to federal agencies, good for one year
- 250 volunteer hours do not need to be with the same agency (e.g., 125 hours with BLM and 125 hours with Forest Service entitle the volunteer to a pass)
- 250 volunteer hours do not need to be contributed within a one-year timeframe; volunteer hours start over at 0 after pass is issued

Attachment 5, How to Honor *America the Beautiful – the National Parks and Federal Recreational Lands Passes*

- Pass provides:
 - Free entrance to National Parks, additional camping/use fees may apply
 - Free entrance at Standard Amenity Fee sites:
 - *Cleveland-Lloyd Dinosaur Quarry is the only Standard Amenity Fee site BLM Utah operates;*
 - *Forest Service operates approximately 80 Standard Amenity Fee sites in Utah.*
 - Admits the pass owner/s and any accompanying passengers in a private non-commercial vehicle at per vehicle fee areas, or the pass owner and up to 3 additional adults at sites that charge per person.

Pass Decals

- These are stickers for open-top vehicles/motorcycles that can be used instead of the hand tags so they can't be easily stolen.
- Decals are issued on an annual basis, even for the lifetime passes since people don't keep a vehicle for a lifetime; when issuing the decals, remind people they'll need to return in a year to get a new one.
- Vehicle registration must be presented to receive a decal, and the name on the registration and pass must match.
- Pass holders can receive an unlimited number of decals as long as the name on their registration matches the name on their pass.
- Pass holders should be advised that they should still have their actual pass on them for entry purposes, the decal simply enables easier compliance checks.

“Golden” Passes

- Golden Eagle Pass is no longer accepted
- All other “Golden” Passes are still honored

Introduction to Developing a Fee Proposal for the Utah Recreation RAC

- Keep it SHORT & SIMPLE - the primary objectives of the presentation are to demonstrate to the RAC that:
 - your proposal complies with FLREA,
 - you have documented the need to increase fees or establish a new fee site, *AND*
 - you have provided for and considered public comment.
- Info should be taken directly from your Business Plan – don't need anything new!
- The following slides cover all fee collection authorities – only use what applies to your site/business plan!



Title Slide:

Name of Recreation Fee Proposal

BLM Field Office

Date

Name of presenter
and/or primary field office contact



General Fee Site/Area Description

- Natural resource attractions, i.e. Why are people coming? What activities are they participating in?
- Benefits from the fee site (social, environmental, personal & economic)
- Date site began collecting fees
- Pertinent designations, e.g. NLCS, SRMAs, OHVs, etc.
- Existing management partnerships
- Any other pertinent info



Recreation Fee Proposal

- Identify existing fees
- Identify proposed fees
- Identify forum for proposing fee increase, e.g., business plan, NEPA



Fee Collection Authority: Standard Amenity Sites

- Cite FLREA, Section 803(f), for Standard Amenity Fee sites (i.e. RUPs)
- Include the following table – Standard sites **MUST** maintain **ALL** of the following amenities:

_____ Site Amenities	
FLREA's Standard Amenity Requirement	Provided?
Designated developed parking	Yes
Permanent toilet facility	Yes
Permanent trash receptacle	Yes
Interpretive sign/exhibit/kiosk	Yes
Picnic tables	Yes
Security services	Yes



Fee Collection Authority:

Expanded Amenity Site CAMPGROUNDS

- Site FLREA, Section 803(g)(2)(A) for Expanded Amenity Fee Site campgrounds (i.e. RUPs)
- Include the following table – campground MUST maintain A MAJORITY of the following amenities:

Utah Campground Amenities	
FLREA's Expanded Amenity Requirement	Provided?
Tent or trailer spaces	Yes
Picnic tables	Yes
Drinking water	Yes
Access roads	Yes
Collection of fee by agent	Yes
Reasonable visitor protection	Yes
Refuse containers	Yes
Toilet facilities	Yes
Simple devices for containing a campfire	Yes



Fee Collection Authority: Expanded Amenity Site BOAT LAUNCHES

- Site FLREA, Section 803(g)(2)(B) for Expanded Amenity Fee Site boat launches (i.e. RUPs)
- Include table listing facilities to demonstrate boat launch complies with the following FLREA language:
 - “Use of highly developed boat launches with specialized facilities or services such as mechanical or hydraulic boat lifts or facilities, multi-lane paved ramps, paved parking, restrooms and other improvements such as boarding floats, loading ramps, or fish cleaning stations.”



Fee Collection Authority: OTHER Expanded Amenity Sites

- Site FLREA, Section 803(g)(2)(C), (D), (E), (F), (G), (H), (I), **OR** (J)
- e.g., rental cabins, boats, stock animals, lookouts, historic structures, group sites, audio tour devices, portable sanitation devices, binoculars, electric/cable/sewer hookups, sanitary dump stations, enhanced interpretive program or special tour, reservation services, transportation services, areas with emergency medical services, **OR** a developed swimming area
- Demonstrate how the site complies with the criteria for the specific type of Expanded Amenity Fee



Fee Collection Authority: Special Recreation Permits

- Site FLREA, Section 803(h)
- Site 43 CFR 2932 for individual SRPs in special areas
- Site rationale as to why permit system necessary (e.g. resource protection, public health & safety, etc.)
- Site LUP document/Federal Register notice that reached decision to require permits



Fee Site Operating Costs

- What is the total annual cost of operating the fee site?
- Break down costs of fee collection, labor, infrastructure, construction, maintenance, overhead, law enforcement, etc.
- Break out between collected fees and appropriated dollars.
- Quantify, quantify, quantify!
- Remember your audience – the RAC doesn't know what 1232 and 1220 is!



Fee Site Revenues

- Last year's total fee collections
- Annual average collections with historical context
- Anticipated revenue increase if fee proposal is approved based on historical use levels



Rationale for Recreation Fee Increase: Cost Recovery Method

- Focus on shortfalls when comparing revenues to operating costs
- Identify any inflationary considerations that will increase operating costs in near and long-term.



Rationale for Recreation Fee Increase: Fair Market Value

- Compare your proposed fees to the fees being charged at similar recreation fee sites
- Tables work best for comparison purposes
- Compare apples to apples – make sure that other sites' amenities are comparable to your site's amenities
- If amenities are not comparable, consider including a row listing each site's amenities
- Identify manager of comparable fee site, e.g., NPS, FS, BLM, state parks, private sector, etc.



Priorities for Potential Revenue Increase

- What will your office do with the additional funds?
 - Cover operating costs?
 - New facilities?
 - More/improved visitor services?
- Include timeline



Socioeconomic Impacts

- Discuss any anticipated impacts to users, the environment, visitor services, facilities, etc. from implementing a fee increase
- Discuss any anticipated impacts from NOT implementing a fee increase
- Identify any impacts specific to low-income/minority populations



No Action Alternative

- What will happen if a fee increase is NOT implemented?
 - Reduction in visitor services
 - Degradation of facilities
 - Reduced visitor safety
 - Increased environmental impacts



Public Outreach Efforts

- Explain how you let the public know about their opportunity to review and comment on the fee proposal, e.g.:
 - Public notice in newspaper(s) – FLREA requirement
 - BLM website
 - Mailing list postcards
 - Flyers at fee site/public room
 - News release
- List EVERY effort!



Results of Public Outreach Efforts

- Identify how the public provided feedback – mail, e-mail, fax, comment cards, etc.
- Identify total number of comments vs. total visitation.
- Summarize demographics of commenters and identify organizations
- Categorize and quantify the types of comments received
- Summarize why proposal has “general public support” in conformance with REA Section 4(d)(9).



Summary Slide

- Questions from RAC?
- Request Recreation RAC to pass a motion that the proposal demonstrates general public support and to recommend that the BLM implement the changes to the fee program as proposed.



Little Sahara Recreation Area
Utah's Premier OHV Area
Seeking Public Input

BLM



Discover Little Sahara



www.ut.blm.gov

Little Sahara Recreation Area
Utah's Premier OHV Area
Seeking Public Input

BLM



Discover Little Sahara



www.ut.blm.gov

Little Sahara Recreation Area Seeking Public Comments

The Bureau of Land Management Fillmore Field Office is proposing to increase the Special Recreation Permit fees at the Little Sahara Recreation Area (LSRA) in order to cover the rising operational cost of administering, monitoring, and maintaining visitor services and facilities. The proposed fees are outlined below:

Bureau of Land Management
Fillmore Field Office
35 E 500 N
Fillmore, UT 84631

Proposed Changes to Little Sahara Recreation Area Fees		
Type of Permit	Current Fees	Proposed Fees
Single-Day Pass	\$8.00 per vehicle \$10.00 per vehicle on holidays	No longer available
Two-Day Pass	Not Available	\$25.00 per vehicle \$30.00 per vehicle on holidays
Seven-Day Pass	Not Available	\$40.00 per vehicle
Annual Pass	\$75.00 per vehicle	\$120.00 per vehicle
Annual Pass for 2nd Vehicle	\$50.00 per vehicle	\$65.00 per vehicle
Senior citizens would continue to receive a 50% discount on all Little Sahara fees.		

The need to increase these recreation fees is documented in the Draft Little Sahara Recreation Area Business Plan, which is available on-line at www.ut.blm.gov or by request from the Fillmore Field Office. All comments on the Draft LSRA Business Plan must be submitted in writing via mail, fax or e-mail no later than January 7, 2010.

For more information call 435.743.3100 or visit: www.ut.blm.gov

Little Sahara Recreation Area Seeking Public Comments

The Bureau of Land Management Fillmore Field Office is proposing to increase the Special Recreation Permit fees at the Little Sahara Recreation Area (LSRA) in order to cover the rising operational cost of administering, monitoring, and maintaining visitor services and facilities. The proposed fees are outlined below:

Bureau of Land Management
Fillmore Field Office
35 E 500 N
Fillmore, UT 84631

Proposed Changes to Little Sahara Recreation Area Fees		
Type of Permit	Current Fees	Proposed Fees
Single-Day Pass	\$8.00 per vehicle \$10.00 per vehicle on holidays	No longer available
Two-Day Pass	Not Available	\$25.00 per vehicle \$30.00 per vehicle on holidays
Seven-Day Pass	Not Available	\$40.00 per vehicle
Annual Pass	\$75.00 per vehicle	\$120.00 per vehicle
Annual Pass for 2nd Vehicle	\$50.00 per vehicle	\$65.00 per vehicle
Senior citizens would continue to receive a 50% discount on all Little Sahara fees.		

The need to increase these recreation fees is documented in the Draft Little Sahara Recreation Area Business Plan, which is available on-line at www.ut.blm.gov or by request from the Fillmore Field Office. All comments on the Draft LSRA Business Plan must be submitted in writing via mail, fax or e-mail no later than January 7, 2010.

For more information call 435.743.3100 or visit: www.ut.blm.gov

Attachment 8, Example Press Release



For Immediate Release
Date: Jan. 10, 2012

Draft Business Plan for Red Cliffs Recreation Area Available for Public Comment

St. George, Utah—The Bureau of Land Management (BLM) Utah St. George Field Office is seeking public comment on the Draft Business Plan for the Red Cliffs Recreation Area. The popular Red Cliffs Recreation Area, which is located inside the Red Cliffs National Conservation Area in Washington County, Utah, saw 37,000 visitors in 2012.

The draft plan proposes to increase fees for public use of the recreation area to help cover operational costs, which have risen substantially since the last time fees were raised in 1997. The fee for day use would increase from \$2 per carload to \$5 per carload; the overnight camping fee would increase from \$8 per night to \$15 per night. Even with the proposed increases, use fees for the Red Cliffs Recreation Area would remain below the fees charged by other federal and state recreation facilities with similar amenities in the region. The draft business plan also includes information on how collected fees were used in the past and how future revenues would be used to operate, maintain, and upgrade recreation area facilities. Before the draft plan can be finalized and implemented, the BLM-Utah Recreation Resource Advisory Council must review and approve proposed changes.

Additional information about the proposed changes can be reviewed in the draft plan, which is now available for public comment. An electronic copy of the plan can be found on the St. George Field Office website at: <http://blm.gov/2ykd>. Copies can also be reviewed at the BLM-Utah St. George Field Office, 345 E. Riverside Drive, St. George, Utah.

The public is invited to provide written comments on the Red Cliffs Recreation Area Draft Business Plan during the 30-day comment period which is open until Feb. 8, 2013. Please reference the Red Cliffs Recreation Area when submitting comments. Written comments should be mailed to:

BUREAU OF LAND MANAGEMENT
St. George Field Office
Red Cliffs National Conservation Area
Attn: Kyle Voyles, NCA Outdoor Recreation Planner
345 East Riverside Dr.
St. George, UT 84790

Written comments may also be submitted via email. Please include “Red Cliffs Recreation Area” in the subject line and send comments to: kvoyles@blm.gov.

Before including your address, phone number, email address, or other personal identifying information in your comment, you should be aware that your entire comment – including your personal identifying information – may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so. BLM will not consider anonymous comments. All submissions from organizations and businesses, and from individuals identifying themselves as representatives or officials of organizations or businesses, will be available for public inspection in their entirety.

For further information concerning the document, please contact Kyle Voyles, NCA Outdoor Recreation Planner, at (435) 688-3274. 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 the above individual during normal business hours. The FIRS is available 24 hours a day, 7 days a week, to leave a message or question with the above individual. You will receive a reply during normal business hours.

The BLM manages more than 245 million acres of public land – the most of any Federal agency. This land, known as the National System of Public Lands, is primarily located in 12 Western states, including Alaska. The BLM also administers 700 million acres of sub-surface mineral estate throughout the nation. In Fiscal Year (FY) 2011, recreational and other activities on BLM-managed land contributed more than \$130 billion to the U.S. economy and supported more than 600,000 American jobs. The Bureau is also one of a handful of agencies that collects more revenue than it spends. In FY 2012, nearly \$5.7 billion will be generated on lands managed by the BLM, which operates on a \$1.1 billion budget. The BLM's multiple-use mission is to sustain the health and productivity of the public lands for the use and enjoyment of present and future generations. The Bureau accomplishes this by managing such activities as outdoor recreation, livestock grazing, mineral development, and energy production, and by conserving natural, historical, cultural, and other resources on public lands.

– BLM –

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Attachment 9, Example Federal Register Notice for Establishing a Fee Area

4310-DQ-P

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

[LLUTY0100-09-L12200000.EB0000-24-1A00]

Notice of Intent to Collect Fees on Public Land in Grand County, Utah, Moab Field Office

Under the Federal Lands Recreation Enhancement Act (REA)

AGENCY: Bureau of Land Management, Interior

ACTION: Notice of Intent

SUMMARY: Pursuant to applicable provisions of the Federal Lands Recreation Enhancement Act (REA), the Moab Field Office of the Bureau of Land Management (BLM) is proposing to begin collecting fees for one group site and three camping areas. These proposed sites are located in Grand County Utah.

EFFECTIVE DATE: There will be a 30 day public comment period that will expire on [insert date 30 days after publication of this notice in the Federal Register]. The public is urged to participate in the public comment period. Effective six months after the publication of this notice, the Bureau of Land Management, Moab Field Office would initiate fee collection at the Moab Skyway Group Area, and the Entrada Bluffs, Bartlett Wash and Courthouse Rock camping areas, as construction work is completed, unless BLM publishes a Federal Register notice to the contrary. The Utah Resource Advisory Council (RAC), functioning as a Recreation Resource Advisory Committee (RRAC), will review the proposal to charge fees at the sites mentioned above. Future adjustments in the fee amount will be made in accordance with the Moab Field

Attachment 9, Example Federal Register Notice for Establishing a Fee Area

Office's recreation fee business plan covering the sites. Fee adjustments will be made after consultation with the Utah Recreation Resource Advisory Committee and other appropriate advance public notice.

ADDRESSES: Mail: Field Manager, Moab Field Office, 82 East Dogwood, Moab, UT 84532 or momail@ut.blm.gov

FOR FURTHER INFORMATION CONTACT: Russell von Koch, Recreation Branch Chief, Moab Field Office, Bureau of Land Management, 82 East Dogwood, Moab, UT 84532 (435) 259-2100.

SUPPLEMENTARY INFORMATION: The group site and three camping areas are: Moab Skyway Group Site (T. 26 S., R. 21 E., Sec. 2, within, SLM), Entrada Bluffs camping area (T. 23 S., R. 24 E., Sec. 8, within, SLM), Bartlett Wash camping area (T. 24 S., R. 19 E., Section 14, within, SLM), and Courthouse Rock camping area (T. 24 S., R. 20 E, Sections 17 and 20, within, SLM). Under Section 3(g) of the REA, the Moab Skyway Group Site, and the Entrada Bluffs, Bartlett and Courthouse Rock camping areas will qualify, upon completion, as sites wherein visitors can be charged an "Expanded Amenity Recreation Fee." Visitors wishing to use the expanded amenities BLM is developing at the four sites would purchase a recreation use permit as described at 43 CFR Part 2930. Pursuant to REA and implementing regulations at 43 CFR Subpart 2933, fees may be charged for overnight camping and group use reservations where specific amenities and services are provided. Specific visitor fees will be identified and posted at the site. Fees must be paid at the self-service pay station located at the camping areas. Fees for the Moab Skyway Group Site must be paid for in advance with the Moab Field Office.

Attachment 9, Example Federal Register Notice for Establishing a Fee Area

People holding the America The Beautiful – The National Parks and Federal Recreational Lands – Senior Pass (i.e., Interagency Senior Pass), a Golden Age Passport, the America the Beautiful – The National Parks and Federal Recreational Lands – Access Pass (i.e. Interagency Access Pass), or a Golden Access Passport will be entitled to a 50 percent fee reduction on all fees except those associated with group reservations. Fees charged for use of the group sites would include a non-refundable site reservation fee and a per person use fee.

The Moab Skyway Group Site and the Entrada Bluffs camping area are within the Colorado Riverway Special Recreation Management Area (SRMA). Within this SRMA, there are twelve similar camping fee sites. The Moab Skyway Group Site, which is within the Moab city limits, would include special developed facilities available for day use only. The Entrada Bluffs site has individual camp sites only. Bartlett Wash and Courthouse Rock would only have individual sites. These two areas are located within the Gemini Bridges/Labyrinth Rims Special Recreation Management Area, which has three similar camping fee sites.

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 the REA. In an effort to meet increasing demands for services and maintenance of developed facilities, the BLM would implement a fee program for the camping areas. BLM's mission for the camping areas is to ensure that funding is available to maintain facilities and recreational opportunities, to provide

Attachment 9, Example Federal Register Notice for Establishing a Fee Area

for law enforcement presence, to develop additional services, and to protect resources. This mission entails communication with those who will be most directly affected by the camping areas, for example recreationists, other recreation providers, partners, neighbors, and those who will have a stake in solving concerns that may arise throughout the life of the camping areas, including elected officials, and other agencies.

Development of the Moab Skyway Group Site and the Entrada Bluffs, Bartlett and Courthouse camping areas is consistent with the 2008 Moab Resource Management Plan and was analyzed in the Environmental Impact Statement accompanying the plan (EIS UT-060-2007-04). Camping and group use fees would be consistent with other established fee sites in the area including other BLM administered sites in the area and those managed by the USDA Forest Service, USDI National Park Service, and Utah State Parks and Recreation. Future adjustments in the fee amount will be made following the Moab Field Office's recreation fee business plan covering the sites, consultation with the Utah Recreation Resource Advisory Committee and other public notice prior to a fee adjustment.

In December 2004, the REA was signed into law. The REA provides authority for 10 years for the Secretaries of the Interior and Agriculture to establish, modify, charge, and collect recreation fees for use of some Federal recreation lands and waters, and contains specific provisions addressing public involvement in the establishment of recreation fees, including a requirement that Recreation Resource Advisory Committees or Councils have the opportunity to make recommendations regarding establishment of such fees. REA also directed the Secretaries of the Interior and Agriculture to publish advance notice in the Federal Register whenever new

Attachment 9, Example Federal Register Notice for Establishing a Fee Area

recreation fee areas are established under their respective jurisdictions. In accordance with the BLM recreation fee program policy, the Moab Field Office’s recreation fee business plan both explains the fee collection process and how the fees will be used at the four sites. BLM will notify and involve the public at each stage of the planning process, including the proposal to collect fees. The Utah RRAC will review the fee proposals at its next meeting, following REA guidelines. Fee amounts will be posted on-site, and at the Moab Field Office, and copies of the business plan will be available at the Moab Field Office and the BLM Utah State Office.

BLM welcomes public comments on this proposal. Before including your address, phone number, e-mail address, or other personal identifying information in your comment, be advised that your entire comment – including your personal identifying information – may be made publicly available at any time. While you can ask us in your comment to withhold from public review your personal identifying information, we cannot guarantee that we will be able to do so.

AUTHORITY: 16 U.S.C. 6803(b).

Dated: _____

Approved: _____
State Director

Attachment 10, Example Cost Recovery Decision Letter and Estimate

DECISION

Iron Men, Vinegaroon Chapter
Fred Marcel
1110 South West Street
Vinegaroon, NM 80192

COST RECOVERY CATEGORY

Dear Mr. Marcel:

Upon review of your application for a special recreation permit (SRP) for a rim-to-rim race across Gravel Gulch Canyon, we have determined that it will take this office [actual estimated number] work hours to process this application. Gravel Gulch Canyon is an Area of Critical Environmental Concern with several special resource concerns, including rare plants, an unusual lizard, and numerous archaeological sites. Since the review and processing of this permit will require more than 50 hours, it is subject to cost recovery under 43 CFR 2932.31(e). This places your application in category 5 and requires that BLM recover the full reasonable costs of processing the application. The method and procedures for the payment of these costs will be covered in a required cost recovery agreement. An outline of such an agreement is enclosed.

Enclosure 1 is a table representing our best estimate of the costs associated with processing and issuing you an SRP. Our estimate of the total cost recovery for your event is \$7,246.52. Since your event is both competitive and commercial, the cost recovery would be in addition to your estimated SRP fees of \$3,750.00.

Please contact this office to schedule a meeting to discuss your application in detail, develop tentative work plans, and review estimated costs and development of the cost recovery agreement (Enclosure 2). No action to process your application will be undertaken until the cost recovery agreement is in effect. We may reject your application if you have not contacted this office within 30 calendar days to provide this additional information.

This decision may be appealed to the Interior Board of Land Appeals, Office of the Secretary, in accordance with the regulations contained in 43 CFR Part 4 and the enclosed Form 1842-1, Information on Taking Appeals to the Interior Board of Land Appeals. If an appeal is taken, your notice of appeal must be filed in this office (at the above address), within 30 days from receipt of this decision. The appellant has the burden of showing that the decision appealed from is in error.

Please contact Sue Smith, Outdoor Recreation Planner, at (480) 555-0123, if you have any questions.

Josie Wales

Field Manager

Enclosures

Attachment 10, Example Cost Recovery Decision Letter and Estimate

Cost Estimate Table

STAFFING COSTS

<u>Employee</u>	<u>Hourly Salary Rate</u>	<u>Application Review</u>	<u>EA* Development, Site Specific Survey, Baseline Monitoring</u>	<u>Event Monitoring</u>	<u>Postevent Monitoring</u>	<u>Total Hours</u>	<u>Salary Cost</u>
Rec. Planner	\$38.93	16	16	16	4	52	\$2,024.36
Rec. Tech	\$22.36		8	16	12	36	\$804.96
Archaeologist	\$37.62	1	8		8	17	\$639.54
Wildlife Biologist	\$38.93		8		8	16	\$622.88
Botanist	\$36.45	1	8		5	14	\$510.30
GIS Specialist	\$38.93		12			12	\$467.16
Subtotal		18	60	32	37	147	\$5,069.20
							Totals

OTHER COSTS

Vehicles @ \$36/trip		1	10	4	6		\$756
Plotter		\$25	\$50		\$25		\$100
Supplies/Lab Analysis			\$30		\$30		\$60
Copying		\$15	\$85				\$100
Postage			\$30				\$30
Subtotal							\$1,046

<i>Estimated Cost Recovery</i>	\$6,115.20	\$1,131.32	\$7,246.52
	Direct costs	Indirect costs (18.5% by IBC)	Total cost estimate

* EA = environmental assessment

Attachment 10, Example Cost Recovery Decision Letter and Estimate

John Doe
Four Wheel Drive Club
P.O. Box 1234
Las Vegas, NV 89999

Cost Recovery Agreement

This agreement is between the Bureau of Land Management (BLM) and the Four Wheel Drive Club. The Four Wheel Drive Club has agreed to contribute the sum of **\$6,000** dollars to the BLM, Las Vegas Field Office, for processing special recreation permit application NV-050-12-001, which includes monitoring for compliance of the special recreation permit stipulations, and the United States Fish and Wildlife Service’s Terms and Conditions of the Biological Opinion, 1-5-12-F-011.

Should the cost of processing this special recreation permit exceed the sum contributed, the BLM will request more funds to cover the costs. The BLM will notify the Four Wheel Drive Club when the balance of the contributed funds is within 20 percent expended. Work shall not proceed until receipt of the additional funds.

An itemized account will be available upon request to Lee Kirk, Las Vegas Field Office Outdoor Recreation Planner, at (702) 515-5227.

The unexpected balance, if any, remaining after completion of work described in the paragraph above (except administration fees) shall be refundable.

Signature of Contributor Date

Assistant Field Manager Date
Division of Recreation and Renewable Resources

Las Vegas Field Office Manager Date