

# Cedar City Field Office Recreation Site Business Plan



# **Draft Recreation Site Business Plan**

**Rocky Peak Campground**  
**Coal Creek Campground**  
**Mineral Mountains Campground**  
**South Creek Campground**  
**Shurtz Canyon Campground**  
**Carter Cabin Campsite**  
**Hanging Rock Recreation Site**  
**Three Peaks Model Port and RC Track**  
**Three Peaks Mountain Bike Trailhead**  
**Three Peaks Equestrian Trailhead**  
**Three Peaks OHV Trailhead**  
**Rock Corral Day Use Site**  
**Parowan Gap Petroglyphs Visitor Site**  
**Southview Trailhead**  
**Thunderbird Gardens Trailhead**  
**Shurtz Canyon Trailhead**  
**Fiddlers Canyon Trailhead**  
**Enoch Bench Trailhead**  
**Iron Side Disc Golf Course**  
**Three Peaks Disc Golf Course**  
**Parowan Canyon Disc Golf Course and Trailhead**

United States Department of the Interior  
Bureau of Land Management  
Color Country District  
Cedar City Field Office  
August 2018

RECOMMENDATIONS, REVIEWS, and APPROVALS

Recommended by:



8-13-2018

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Date

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8/13/2018

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Date

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8/16/2018

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Date

This business plan was prepared pursuant to the “Federal Lands Recreation Enhancement Act, 2004” (P.L. 108-447) and BLM recreation fee program policy. It establishes future management goals and priorities for the Recreation Use Permit program in the BLM Cedar City Field Office.

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## **A. Executive Summary**

This Business Plan has been prepared to inform the Secretary of Interior, local government, managers and the public, of the proposed implementation fees at recreation sites throughout Iron and Beaver Counties, Utah. The Cedar City Field Office (CCFO) is seeking concurrence from the Recreation Advisory Council (RAC) for what would be the field office's first Business Plan for a recreation fee proposal. This Business Plan, upon approval, would make the following changes:

### **Existing Recreation Sites**

- **Add fees for existing campgrounds at the following locations:**
  1. Rocky Peak Campground
  2. Carter Cabin Campsite
  3. Hanging Rock Recreation Site
- **Add fees for existing day use sites at the following locations:**
  1. Three Peaks Model Port & RC Track
- **Add \**"No Minimum Use Fee"* for use of day use sites at the following locations:**
  1. Three Peaks Mountain Bike Trailhead
  2. Three Peaks Equestrian Trailhead
  3. Three Peaks OHV Trailhead
  4. Rock Corral Day Use Site
  5. Parowan Gap Petroglyph Visitor Site
  6. Southview Trailhead
  7. Thunderbird Gardens Trailhead
  8. Ironside Disc Golf Course
  9. Three Peaks Disc Golf Course

*\***"No Minimum Use Fee"** for use of recreation facilities provides visitors a fee option and asks them to pay the amount they feel their recreation experience is worth based on the benefits and services provided.*

### **Future Recreation Sites (Implemented over the next five years)**

- **Add fee campgrounds at the following locations:**

Coal Creek Campground, Mineral Mountains Campground,  
South Creek Campground & Shurtz Canyon Campground
- **Add "No Minimum Use Fee" for day use sites at the following locations:**

Shurtz Canyon Trailhead, Fiddlers Canyon Trailhead, Enoch Bench Trailhead & Parowan Canyon Disc Golf Course and Trailhead.

This Business Plan has been prepared to meet the criteria defined in the “Federal Lands Recreation Enhancement Act, 2004” (FLREA). The Bureau of Land Management (BLM) originally began collecting fees for the recreational use of public lands under the authority of the Federal Land Policy and Management Act (1976) – known as the “organic act”. More recently, the authority and rules for fee collection were changed or amended by the Federal Lands Recreation Enhancement Act (FLREA) of 2004. This business plan has been prepared to meet the criteria defined in the FLREA. The FLREA provides the BLM with the authority to collect an Expanded and/or Standard Amenity Recreation Fee for use of certain areas, as well as Special Recreation Permit (SRP) fees. These fees are to be retained locally and FLREA outlines how revenues are to be used. At the CCFO, no standard or expanded amenity fees have been collected for the use of recreation facilities since the enactment of FLREA. The CCFO is proposing to begin collecting fees for camping and day use at recreation sites that meet the standard and expanded amenity recreation fee criteria.

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

## **B. BACKGROUND AND AUTHORITIES**

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

- **The Federal Land Policy and Management Act (FLPMA), 1976**, [Public Law 94-579], contains BLM’s general land use management authority over the public lands, and establishes outdoor recreation as one of the principal uses of those lands. Section 302 (b) of FLPMA directs the Secretary of the Interior to regulate through permits or other instruments the use of the public lands. Section 303 of FLPMA contains BLM’s authority to enforce the regulations and impose penalties.
- **The Federal Lands Recreation Enhancement Act (FLREA), 2004**, repealed applicable portions of the Land and Water Conservation Fund Act and replaced BLM’s authority to collect recreation fees in 2004. This current law authorizes BLM to collect recreation fees at sites that meet certain requirements, allows BLM to keep the fee revenues at the local offices where they were collected, and directs how BLM will manage and utilize these revenues. FLREA also established the America the Beautiful – The National Parks and Federal Recreational Lands Pass Program.
- **43 Code of Federal Regulations 2931.2**, establishes a permit and fee system for (b) Recreation use permits for use of fee areas such as campgrounds. Further, CFR 2933.11 identifies sites where users are required to obtain a Recreation use permit as sites “where we provide or administer specialized facilities, equipment, or services related to outdoor recreation”.

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

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

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

- Improve access to appropriate recreation opportunities;
- Ensure a quality experience and enjoyment of natural and cultural resources; and
- Provide for and receive fair value in recreation.

This business plan will assist the CCFO in meeting these visitor service goals.

## **C. INTRODUCTION TO THE CEDAR CITY FIELD OFFICE RECREATION FEE PROGRAM**

### Administrative Unit

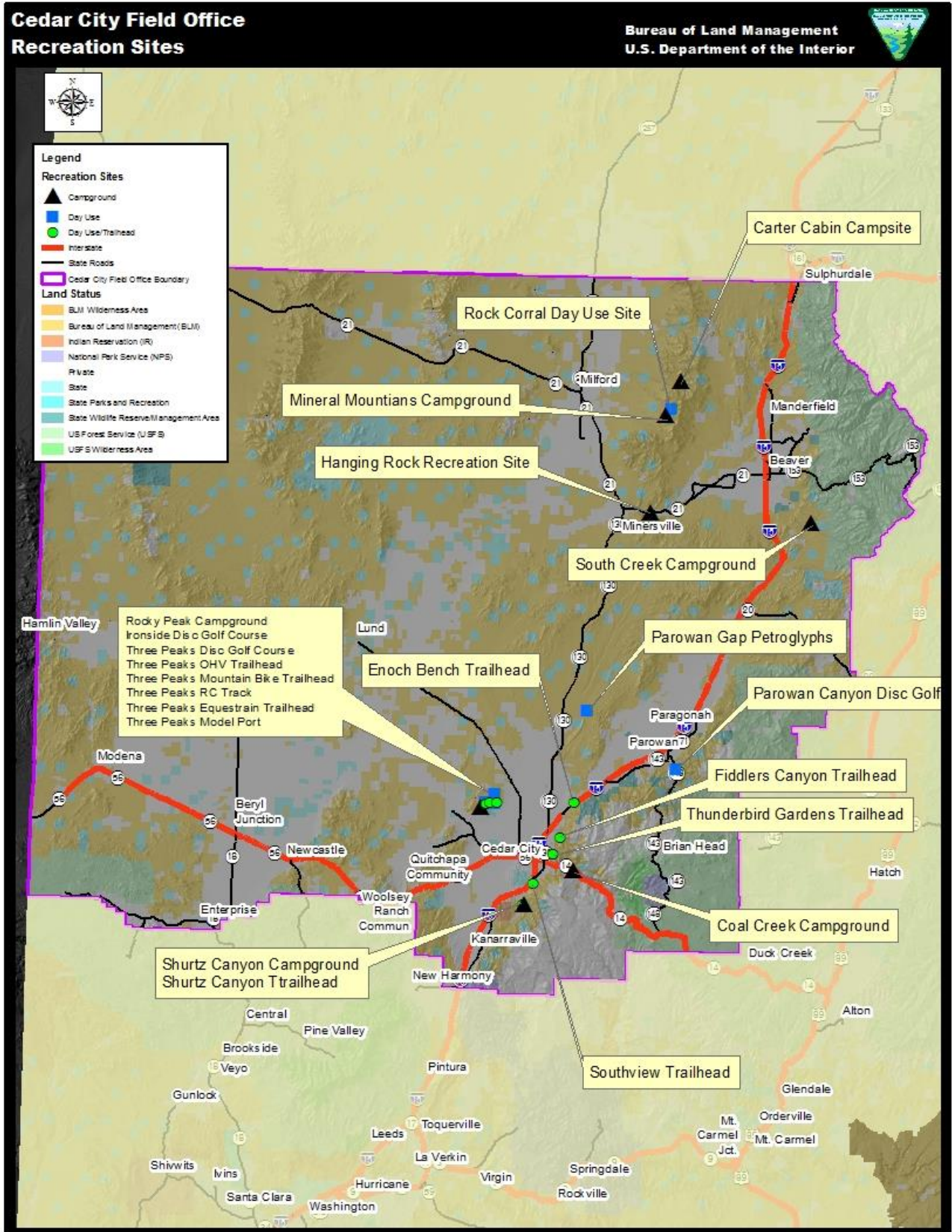
The CCFO of the Color Country District is the administrative unit for the WBS# LVRDUT380000 account, to which fees will be collected and accrued and will be used for recreation facility improvement, maintenance and management. The CCFO manages approximately 2,128,000 acres of public lands in Iron and Beaver Counties and is located in Utah Congressional District 2.

### Cedar City Field Office Recreation Program and Visitation

The CCFO, located in southwestern Utah, has a diverse and unique recreation program. Recreation within the CCFO is mostly dispersed and undeveloped in nature with a few developed recreation facilities throughout Iron and Beaver County. The western landscapes within the CCFO are very open and undeveloped in respects to recreation facilities but it offers diverse opportunities for hunting, camping, rock climbing, vehicular exploring, hiking and horseback riding. The main developed recreation area within the CCFO is the Greater Three Peaks Special Recreation Management Area (GTPSRMA) 10 miles northwest of Cedar City. This Special Recreation Management Area was developed in conjunction with Iron County, local residents and interest groups. The GTPSRMA offers a variety of recreation opportunities such as mountain biking, ATV riding, camping, horseback riding, rock crawling, radio control car track and flying field, rock climbing, disc golf and hiking. Some of the other recently developed recreation sites outside of Three Peaks are the Iron Hills and Thunderbird Canyons Trail systems along with the Hanging Rock Recreation Site and Parowan Canyon Disc Golf Course and Trailhead.



Map1: Cedar City Field Office Recreation Sites





Visitation to BLM lands in the CCFO is currently low to moderate compared to some other recreation areas in Utah. Table 1 displays how visitation over the past six years to BLM administered land in the CCFO compares to the Fish Lake National Forest near Beaver, Utah, Dixie National Forest near Cedar City, Utah, St. George BLM Field Office, Zion National Park and Cedar Breaks National Monument. However, demand is increasing for all of these recreation destinations and is anticipated to increase greatly in the near future.

**Table 1: Recreation Visits to the Surrounding Area.**

Year	Cedar City Field Office BLM	St. George Field Office BLM	Zion National Park	Dixie National Forest	Cedar Breaks National Monument
2012	371,532	537,102	2,995,507	773,789-2003	631,809
2013	433,760	515,490	2,829,287	----	466,450
2014	452,110	511,438	3,211,596	787,000	762,907
2015	492,141	542,610	3,662,220	----	793,601
2016	507,591	584,090	4,317,028	----	899,676
2017	564,864	611,849	4,526,723	----	909,199

Visitor use data for the Dixie National Forest was collected during two visitor surveys in 2014

*This region of Utah has seen a 28% increase in visitation over the past six years with a 35% increase in visitation specifically within the Cedar City Field Office which includes Iron and Beaver County*

Applicable Management Plans

Cedar, Beaver Garfield, Antimony Resource Management Plan, as amended to designate the GTPSRMA (February 24, 2006) and EA UT-040-03-17 dated December 2, 2005.

- **Decision B.1:** Manage the Cedar, Beaver, Garfield Antimony (CGBA) planning area as an Extensive Recreation Management Area (ERMA), utilizing extensive, unstructured and custodial management principles. *This decision was amended to designate the Greater Three Peaks Special Recreation Management Area.*

Greater Three Peaks Special Recreation Management Area Plan, approved December 2, 2005

- Greater Three Peaks Special Recreation Management Area Plan identifies management direction for all recreation activities within the SRMA.

**D. DESCRIPTION OF EXISTING AND PROPOSED RECREATION SITES AND FEES**

Currently, the CCFO does not collect and Standard or Expanded Amenity fees at any of its recreation sites. There are currently three locations which provide visitors the option to donate towards the maintenance of the facilities though none of these fees have been used to date since the donation policy has not been approved by the Department of Interior. These sites include Parowan Gap Petroglyphs Visitor Site, Three Peaks Model Port and Rock Corral Day Use Site.

Revenue from Special Recreation Permits, federally allocated funds, grants and contributions from Iron and Beaver Counties currently pay for the construction, maintenance and management of recreation sites within the CCFO.

## 1. CAMPGROUNDS

All current and future campgrounds within the CCFO would fall under the Expanded Amenity criteria of FLREA. In order for the campgrounds to be included in the expanded amenities category, they must meet the criteria of providing at least five out of the nine identified amenities required by FLREA, (*see table 2 below*).

**Table 2 Campground Amenities**

<b>Expanded Amenity Recreation Fee Criteria</b>	<b>Rocky Peak</b>	<b>Hanging Rock</b>	<b>Carter Cabin</b>	<b>Coal Creek *</b>	<b>South Creek*</b>	<b>Mineral Mountains*</b>	<b>Shurtz Canyon*</b>
1. Tent or trailer spaces	X	X	X	X	X	X	X
2. Picnic tables	X	X	X	X	X	X	X
3. Drinking water				X			X
4. Access roads	X	X	X	X	X	X	X
5. The collection of the fee by an employee or agent of the federal land management agency	X	X	X	X	X	X	X
6. Reasonable visitor protection	X	X	X	X	X	X	X
7. Refuse containers	X	X	X	X			X
8. Toilet facilities	X			X			X
9. Simple devices for containing a campfire	X	X	X	X	X	X	X
<b>Sites with an * are proposed to be constructed within the next 5 years.</b>							

All established campgrounds currently have a majority of the identified required amenities under FLREA to charge an Expanded Amenity Recreation Fee. This Business Plan seeks authorization to charge fees at the existing campgrounds and proposed future campgrounds at four locations (South Creek, Mineral Mountains, Shurtz Canyon and Coal Creek). Each of the three proposed campgrounds would have a majority of the identified required amenities under FLREA to charge an Expanded Amenity Recreation Fee.

Future improvements may include drinking water at the Rocky Peak Campground and a toilet facility at the Hanging Rock Recreation Site. The Coal Creek and Shurtz Canyon Campground would be constructed similarly to the Rocky Peak Campground. The Mineral Mountains and South Creek Campgrounds would be more primitive in nature and would have a lower fee.

**Table 3 Existing Campground Description**

Campground	Rocky Peak Campground	Hanging Rock Recreation Site	Carter Cabin Campsite
Year Facility Built	2006	2013	2017
Primary Recreation Activities	Camping for large groups such as: Boy Scouts of America, Southern Utah University (SUU) classes, youth groups and family reunions. Site is also used for individual and family camping when not in use by a large group	Camping, picnicking, fishing, bird watching, hiking and horse backing.	Camping, picnicking, hunting, hiking and horse backing.
Current Individual Site Fee	\$0	\$0	\$0
Number of Individual Sites	18	2 <i>Future expansion planned for 2018-2019</i>	1 <i>Future expansion planned for 2018-2020</i>
Number of Group Sites	1 <i>(All 18 sites or multiple sites, including the large pavilion and parking area can be reserved for a large group)</i>	1 Large Pavilion may be used as a group site.	1 Site can accommodate a large group with multiple tents or RVs
Location	Approximately 12 miles northwest of Cedar City, UT	Approximately 3 miles east of Minersville, UT	Approximately 13 miles east of Milford, UT
Average Annual site reservation for large groups	3	0	0
<b>Average Nights Used Per Year</b>	262	<i>70 Estimated</i>	<i>20 Estimated</i>

## Examples of Campground Amenities Within The Cedar City Field Office



**Individual Campsite at Rocky Peak Campground**



**Large pavilion at Rocky Peak Campground**



**Large Pavilion-Hanging Rock Recreation Site**



**Double vault toilet at Rocky Peak Campground**

### **2. DAY USE SITES**

All of the existing day use sites proposed in this plan meet the criteria for charging a fee under the Standard Amenity Recreation Fee since they include a significant opportunity for outdoor recreation, have a substantial federal investment and can be effective in collecting a fee. The sites also include all of the following required amenities: Designated developed parking, permanent toilet facility, permanent trash receptacle, kiosk, picnic table, and security services.

**Table 4 Day Use Site Description**

	<b>Year Facility Built</b>	<b>Primary Recreation Activities</b>	<b>Current Site Fee</b>	<b>Location</b>	<b>5 Year Average Annual Site Use</b>
<b>Three Peaks Model Port</b>	2006 <i>Runway Paved in 2013</i>	Flying radio control airplanes and helicopters	\$0	10 miles NW of Cedar City	5,300 <i>Average use prior to paving 1,397</i>
<b>Three Peaks Mountain Bike Trailhead</b>	2006	Mountain biking, walking, trail running	\$0	10 miles NW of Cedar City	1,826
<b>Three Peaks Equestrian Trailhead</b>	2006	Staging for equestrian riding	\$0	10 miles NW of Cedar City	2,022
<b>Three Peaks OHV Trailhead</b>	2006	Staging for OHV riding	\$0	10 miles NW of Cedar City	6,790
<b>Rock Corral Day Use Site</b>	1980 <i>Upgraded-2015</i>	Picnicking, rock hounding, climbing, hiking,	\$0	10 miles East of Milford	5,975
<b>Parowan Gap Petroglyphs Visitor Site</b>	2013	Site seeing, picnicking	\$0	15 miles North of Cedar City	67,386 <i>87,000-2017</i>
<b>Southview Trailhead</b>	2016	Mountain biking, walking, trail running	\$0	On the South end of Cedar City	7,540 <i>2 year average</i>
<b>Thunderbird Gardens Trailhead</b>	2016	Mountain biking, walking, trail running	\$0	On the East side of Cedar City	3,500 <i>Estimated use</i>
<b>Iron Side Disc Golf Course</b>	2016	Disc golfing	\$0	10 miles NW of Cedar City	3,000 <i>Estimated use</i>
<b>Three Peaks Disc Golf Course</b>	2015	Disc golfing	\$0	10 miles NW of Cedar City	3,000 <i>Estimated use</i>
<b>Fiddlers Canyon Trailhead*</b>	N/A	Mountain biking, walking, trail running	\$0	0.5 Miles East of Cedar City	N/A
<b>Shurtz Canyon Trailhead*</b>	2017	Mountain biking, walking, trail running	\$0	5 miles SE of Cedar City	N/A
<b>Parowan Canyon Disc Golf Course and Trailhead*</b>	2017	Disc golfing, Mountain biking, walking, trail running,	\$0	2 miles South of Parowan	N/A
<b>Enoch Bench Trailhead *</b>	N/A	Mountain biking, walking, trail running	\$0	On the East Side of Enoch	N/A
Sites with an * do not currently meet the Standard Amenity Fee criteria but may in the future.					



The goal for the four future sites (Fiddlers Canyon Trailhead, Shurtz Canyon Trailhead, Parowan Canyon Disc Golf Course and Trailhead, Enoch Bench Trailhead) is to meet the Standard Amenity criteria within the next five years with additional improvements and new construction. The Parowan Canyon Disc Golf Course & Trailhead was partially constructed in 2017 with the installation of a parking lot, and 9 of the 27 disc golf holes installed. The Shurtz Canyon Trailhead currently has a parking lot and permanent restroom and trash receptacles. The Fiddlers Canyon and Enoch Bench Trailheads will be built with similar amenities as the other trailheads when the Thunderbird Canyons Trail System is expanded to those areas.

**Examples of Day Use Amenities within The Cedar City Field Office**



**Three Peaks Model Port**



**Three Peaks Disc Golf Course**



**Southview Trailhead**



**Parowan Gap Petroglyphs Visitor Site**

**E. PROPOSED NEW RECREATION FEE RATES**

None of the recreation sites within the CCFO currently charge a fee. Below are the proposed fee rates for each recreation site that meets the standard or expanded amenity fee criteria.

The “No Minimum Fee” for use of recreation facilities provides visitors a fee option and asks them to pay the amount they feel their recreation experience is worth based on the benefits and services provided. This fee structure is being proposed at sites that meet the Standard Amenity fee criteria and is being proposed in a manner that the public does not misconstrue the fee for “Prohibited Fee Collection Practices”. If an individual does not want to pay to use the amenities provided, they are not subject to the fee though other users may want to pay based on their experience and use of the amenities. This structure also provides access to recreation sites independent of economic status.

The “No Minimum Use Fee” is similar to a donation though it is based on the “willingness to pay” economic model. Willingness to pay is the maximum price at or below which a consumer will definitely buy one unit of a product. In this situation the product is a recreational experience and many users may not be willing to put any money in the fee tube until they are done recreating. Many factors may play into how good or bad their experience was; weather, number of people encountered, how well the recreation asset was maintained, how this experience compared to their other experiences during their day/trip, etc. If an individual had a great experience they may pay a higher amount. If an individual is local and has the same basic experience each time they use a recreation facility they may pay less or nothing at all or only pay occasionally.

**Table 5: Fee Structure for Each Site**

<b>Rocky Peak Campground</b>		
<i>Expanded Amenity Recreation Fee</i>	<b>Fee 1</b> <i>No Drinking Water on site</i>	<b>Fee 2</b> <i>If Drinking Water System Installed</i>
Rocky Peak Campground Individual Site	\$5.00	\$10.00
Rocky Peak Campground As a Group Site	\$115.00 (full site) Or \$25 Min fee & \$5.00 per site	\$210.00 (full site) Or \$30 Min fee & \$10 per site
Rocky Peak Campground Pavilion	\$25 per day	\$30 per day

<b>Hanging Rock Recreation Site</b>		
<i>Expanded Amenity Recreation Fee</i>	<b>Fee 1</b> <i>No Drinking Water or Toilet on site</i>	<b>Fee 2</b> <i>If Drinking Water System or Toilet is Installed</i>
Hanging Rock individual campsite	\$5.00	\$10.00
Large Pavilion	Day Use-\$6.00      Camping \$8.00	Day Use-\$8.00      Camping \$12.00
Small Pavilion Day Use	Day Use: \$5.00      Camping \$6.00	Day Use: \$7.00      Camping \$10.00
Parking and River Access	Free	Free

<b>Coal Creek Campground* &amp; Shurtz Canyon Campground*</b>		
<i>Expanded Amenity Recreation Fee</i>	<b>Fee 1</b> <i>No Drinking Water or Toilet on site</i>	<b>Fee 2</b> <i>If Drinking Water or Toilet is Installed</i>
Individual Campsite	\$5.00	\$10.00
Group Site	Day Use or Camping-\$20.00	Day Use or Camping-\$25.00
Parking and Trailhead Access	“No-Minimum-Fee-Required”	“No-Minimum-Fee-Required”
Campgrounds with an * are not currently constructed.		

<b>Carter Cabin Campsite</b>		
<b>Mineral Mountains* &amp; South Creek Campgrounds*</b>		
<i>Expanded Amenity Recreation Fee</i>	<b>Fee 1</b> <i>No Toilet on site</i>	<b>Fee 2</b> <i>If Toilet is Installed</i>
Individual campsite	\$5.00	\$10.00
Campgrounds with an * are not currently constructed.		

<b>Three Peaks Model Port and RC Track</b>	
<i>Standard Amenity Recreation Fee</i>	<b>Fee</b>
Pilot/Driver* Fee	\$2-per day \$25-yearly pass \$220-exclusive use reservation  \$0-yearly pass for 10 hours of volunteer maintenance contributed
Pilots/Drivers Under Age 16	Free
*Driver Fee would not be implemented until the drivers track is fully developed. All the other standard amenity items are currently in place on site. The fully developed RC track site will include, one large driving track with safety fence, drivers stand, one oval track and one beginners track.	

<b>Three Peaks Mountain Bike TH, Three Peaks Equestrian TH, Three Peaks OHV Trailhead, Parowan Gap Petroglyphs, Southview TH, Thunderbird Gardens TH, Enoch Bench TH*, Three Peaks Disc Golf Course, Iron Side Disc Golf Course, Parowan Canyon Disc Golf Course &amp; TH*, Rock Corral Day Use Site, Shurtz Canyon TH* &amp; Fiddlers Canyon TH*</b>	
<i>Standard Amenity Recreation Fee</i>	<b>Fee 1</b>
Day Use	“No-Minimum-Use-Fee” <i>Pay for what your experience is worth</i>
Day For Those Under Age 16	Free
Sites identified with an * do not currently meet the Standard Amenity Recreation Fee Requirements. When the needed amenities are installed at these sites the identified fee structure will be implemented.	

## **F. EXPENDITURES / OPERATING COSTS**

Currently, there is no revenue generated for the operation of the recreation sites within the CCFO except for occasional use of the site for SRPs. The BLM Recreation Permit Administration Handbook is clear that “The intent of the fee program is not to maximize revenue, but rather to provide needed public services while protecting and enhancing public lands and recreation opportunities” (*Recreation Permit Administration Handbook, page 53*). “Recreation Use Permits” (RUPs) are issued to ensure that the people of the United States receive a fair and equitable return for the use of these facilities to *help* recover the cost[s]...” (*Recreation Permit Administration Handbook page 9*). This business plan accurately describes operating expenses and revenue, and identifies options to *help* recover some of those operating costs.

The largest annual cost for the recreation sites has been the cleaning contract for the toilets and removal of trash from the sites. The other incurred cost is the labor, materials and vehicle cost for BLM personnel completing maintenance, monitoring and managing the recreation sites. These expenses are recurring and are currently paid for through fee collection from Special Recreation Permits (SRPs) and federally allocated funds. Donations collected at three of the sites

are not currently available for use and have been put into suspense within the BLMs accounting system due to the donation policy not being approved.

Each year the CCFO enters into a contract to have the facilities cleaned at established recreation sites. The sites are generally under contract for cleaning for 12 months a year. During the months of November–March each site receives one cleaning per month, and for the months of April–October most of the sites are cleaned once a week. A cleaning visit includes cleaning and deodorizing the toilets, picking up litter, washing off tables and benches, and replacing all needed toiletries. This includes a total of 12 toilet vaults and one double flushing toilet facility, 35 tables and 13 kiosks. The vault toilets need to be pumped and recharged every two to three years resulting in a small expense. The CCFO Outdoor Recreation Planner acts as the Contracting Officer’s Representative in conjunction with the Park Ranger who monitors the performance of the contractor, and performs annual facility maintenance as needed. Other BLM staff that support the recreation sites are a BLM Law Enforcement Ranger who monitors for compliance and safety of visitors and one recreation staff member who oversees recreation use monitoring along with one seasonal recreation intern.

Operations and one time facility costs have been funded from a variety of sources including special recreation permit revenue, grants, and deferred maintenance accounts.



**Table 6: Facility Installation Cost**

<b>Recreation Site &amp; Year Constructed</b>	<b>Staff Labor</b>	<b>One Time Facility Costs</b>	<b>Total Construction Expenditures</b>
<b>Rocky Peak Campground</b> 2006-2009 Initial Installation	\$20,000 <i>Estimated Cost</i>	18 Fire rings-\$900 21 Cement Tables-\$11,980 1 Double Vault Toilet-\$29,282 1 Single Vault Toilet-\$12,000 1 Large Pavilion-\$15,000 1 Kiosk-\$500 Gravel/Grading-\$16,250 Registration Box \$250	\$106,162
<b>Rock Corral Day Use Site</b> 2014 Upgraded Infrastructure	\$8,000 <i>Estimated Cost</i>	3 Fire Rings-\$150 4 Aluminum Tables-1,980 2 Single Vault Toilets-\$12,000 2 Pavilions 20,082 Gravel/Grading-\$16,250 Large Fire Ring & Grill \$750 Retaining Wall \$500 Registration Box \$250 Iron Ranger \$791	60,753
<b>Three Peaks Model Port</b> 2006 Initial Installation  Runway Paved in 2015	\$15,000 <i>Estimated Cost</i>	1 Single Vault Toilet-\$12,000 1 Large Pavilion-12,500 2 Cement Benches-\$508 Runway Fencing-\$3,500 1 Kiosk-\$500 Gravel/Grading \$13,200 Runway Pavement-\$45,021 Additional Cement Pad-\$1,500 Iron Ranger -\$791	\$104,520
<b>Hanging Rock Recreation Site</b> 2014	\$7,000 <i>Estimated Cost</i>	1 Large Pavilion-\$10,041 1 Small Pavilion-\$6,881 2 Fire Rings-\$100 3 Cement Picnic Tables -\$1,710 2 Kiosks-\$100	\$25,832
<b>Southview Trailhead</b> 2016	\$5,000 Estimated Cost	Double Flush Toilet and Water-\$53,928 Parking Lot Fence-\$5,707 Kiosk-\$500 Register Box-\$250 Picnic Table-\$570  Trails \$180,000	\$65,955 Trailhead Infrastructure  \$180,000 Trail Construction
<b>Three Peaks Equestrian Trailhead</b> 2006	\$6,000 Estimated Cost	Toilet-\$12,000 Small Pavilion-\$7,245 Picnic Table-\$570 Kiosk-\$500 Corrals-2,500 Water- Free as part of ROW negation	\$28,815

<b>Three Peaks Mountain Bike Trailhead</b> 2006	\$6,000 Estimated Cost	Single Vault Toilet-\$12,000 Small Pavilion-\$7,245 Picnic Table-\$570 Double Kiosk-\$750 Register Box-\$250 Fencing-\$500 Water-Free as part of ROW negation Bike Repair Station-\$2,000 Ladder Bridges-\$4,000 Trails-\$0 User created and constructed	\$33,315           Trails \$0
<b>Three Peaks OHV Trailhead</b> 2006 <i>Facilities shared with Ironside Disc Golf Course and Three Peaks Disc Golf Course</i>	\$6,000 Estimated Cost	Toilet-\$12,000 Small Pavilion-\$7,245 Picnic Table-\$570 Kiosk-Double-\$750 Cement Path-\$350	\$26,915
<b>Iron Side Disc Golf Course</b> 2016	\$2,000 Estimated Cost	Baskets-\$7,129 Tee Pads-\$2,452 Tee Signs-\$1,302 Sign Posts-\$1,320	\$14,203
<b>Three Peaks Disc Golf Course</b> 2015	\$6,000 Estimated Cost	Baskets-\$7,129 Tee Pads-3,210 Tee Signs-\$942 Tee Posts-\$1,320	\$18,601
<b>Three Peaks RC Track</b> 2006 originally the Three Peaks welcome center Re-established as RC Track in 2017	\$6,000 Estimated Cost	Toilet-\$12,000 Small Pavilion-\$7,245 Picnic Table-\$570 Kiosk-Double-\$750 Track Stand-\$15,000 <i>Future cost</i> Chain-Link Fencing-\$6,000 <i>Future cost</i> Water- Free as part of ROW negation	\$26,565           \$47,565 When Fully Constructed
<b>Thunderbird Gardens Trailhead</b> 2015	\$4,000 Estimated Cost	Single Vault Toilet-\$21,216 Picnic Table-\$570 Double Kiosk-\$750 Register Box-\$250 Fencing-\$1000  Trails-\$130,000	\$27,786 Trailhead Infrastructure   \$130,000 Trail Construction
<b>Parowan Gap Petroglyphs Visitor Site</b> <i>Major Site Upgrade in 2013</i>	<b>Labor was included in construction contracts</b>	Construction Contract Includes-\$362,280 Single Vault Toilet Shade Shelter Picnic Tables Cement Walking Paths Interpretive Kiosks Parking Lot Signs & Sign Bases  Engineering and Design-\$57,542 Fence-\$44,817 Cultural Survey-\$19,821	\$484,460

**Table 7: Annual Operating Cost- Five Year Average (does not include installation cost)**

<b>Recreation Site</b>	<b>Staff Time and BLM Furnished Supplies</b>	<b>Contracts</b> <i>Includes toilet pumping &amp; facility cleaning</i>	<b>Average Operating Cost Per Year</b>
<b>Rocky Peak Campground</b>	\$2,000-Labor \$200-Supplies	\$2,426-Facility Cleaning \$150-Toilet Pumping	\$4,776
<b>Carter Cabin Campsite</b>	\$500-Labor \$100-Supplies	\$0	\$600
<b>Rock Corral Day Use Site</b>	\$2,250-Labor \$200-Supplies	\$1,220-Facility Cleaning \$100-Toilet Pumping	\$3,770
<b>Three Peaks Model Port</b>	\$375-Labor \$100-Supplies	\$1,164-Facility Cleaning \$100-Toilet Pumping	\$1,739
<b>Hanging Rock Recreation Site</b>	\$750-Labor \$200-Supplies	\$0	\$950
<b>Southview Trailhead</b>	\$1,000-Labor \$400-Supplies \$420-Water bill	\$3,000*-Facility Cleaning \$150-Septic Maintenance	\$4,970
<b>Three Peaks Mountain Bike Trailhead</b>	\$750-Labor \$200-Supplies	\$1,210-Facility Cleaning \$100-Toilet Pumping	\$2,260
<b>Three Peaks Equestrian Trailhead</b>	\$375-Labor \$100-Supplies	\$1,063-Facility Cleaning \$100-Toilet Pumping	\$1,638
<b>Three Peaks OHV Trailhead</b>	\$375-Labor \$100-Supplies	\$1,210-Facility Cleaning \$100-Toilet Pumping	\$1,785
<b>Iron Side Disc Golf Course</b>	\$500-Labor \$50-Supplies	\$0	\$550
<b>Three Peaks Disc Golf Course</b>	\$500-Labor \$50-Supplies	\$0	\$550
<b>Three Peaks RC Track</b>	\$375-Labor \$100-Supplies	\$1,063-Facility Cleaning \$100-Toilet Pumping	\$1,638
<b>Thunderbird Gardens Trailhead</b>	\$750-Labor \$200-Supplies	\$1,210*-Facility Cleaning \$100-Toilet Pumping	\$2,260
<b>Parowan Gap Petroglyphs Visitor Site</b>	\$1,875-Labor \$300-Supplies	\$4,845-Facility Cleaning \$300-Toilet Pumping	\$7,320
<b>Total</b>	<b>\$15,095</b>	<b>19,711</b>	<b>\$34,806</b>
Costs with an * are projected due to being new sites and not currently in the CCFO cleaning contract.			

## G. REVENUE

There are currently no use fees established at any of the recreation sites within the CCFO, though some of the sites are being used for SRPs and three sites have a donation box. Funds collected in the donation boxes are not currently available for use and have been put into suspense within the BLMs accounting system due to the donation policy not being approved. CCFO is currently operating at a net loss of \$34,806 annually (not including capital investment of infrastructure costs)

The establishment of recreation fee rates is projected to increase revenue. The projected revenues are not expected to match or exceed the total expenditures, but certainly will reduce the difference between the two.

In order to accurately project revenues for each site and fee option per site, it is necessary to determine how many nights the average visitor stays at the campground and how many visitors use the day use sites. This data will help determine how much revenue each recreation site contains.

The data to project use for each site has been gathered in various ways. For day use sites, a Trafx counter has been used to determine the number of users per day/year, while at existing campgrounds all campers have been required to sign in using a camper register system.

Projected revenues are based on current visitor use, though recreation use will more than likely increase in the future. Additionally, if a reservation system is in place and the public is able to secure campsites, group sites and other facilities, it is projected that use will increase. The CCFO has received many requests for reserving current recreation sites, and when the public finds out that they cannot secure a site via a reservation they indicate that they will try and find a different location for their event or group.

Projecting the amount of revenue for sites with “No Minimum Use Fee” is very difficult since many will pay depending on what type of experience they have or how often they use the site. For example local visitors may opt to pay less than non-local visitors do, since they are frequent users. It is anticipated that many visitors will pay a higher rate than what is being currently projected. This assumption is based on the type of experience visitors are seeking, their willingness to pay for an experience with a longer duration, and higher user satisfaction than that at the Parowan Gap Petroglyph Visitor Site which is a donation site currently, which the CCFOs “No Minimum Use Fee” estimate is currently based on. Table 8 below illustrates the projected revenue for all fee rate modifications.

**Table 8: Projected Revenue**

Site	Average Nights Stayed & Visitor Day Use	Projected RUPs Sold	Projected Revenue Proposed Fee 1ption 1	Projected Revenue Proposed Fee 2 2
Rocky Peak Campground	262-Nights 2-Groups	262-individual Site 2-Group Site	\$1,310 \$230	\$2,620 \$420
Coal Creek Campground*	N/A	300-Individual Site 25 Group Site	\$1,500 \$500	\$3,000 \$625
Mineral Mountains Campground*	N/A	50 Individual Site	\$250	\$500
South Creek Campground*	N/A	50 Individual Site	\$250	\$250
Shurtz Canyon Campground*	N/A	300-Individual Site 25 Group Site	\$1,500 \$500	\$3,000 \$625
Carter Cabin Campsite	20- Estimated Nights	20-Individual Site	\$100	\$200
Hanging Rock Recreation Site	70- Estimated Nights  177- Estimated day users	70-Individual Site 177-Day Users	\$441 \$974	\$700 \$1,328
Three Peaks Model Port	828-Pilot user days	200-Per pilot /per day 50 –Annual Passes 20 Volunteer Passes  <i>Most pilots are local and would purchase an annual pass or volunteer labor for a free annual pass rather than pay the per day rate</i>	\$400 \$750 \$0	\$400 \$750 \$0
Three Peaks RC Track	500- Estimated driver user days	50-per driver/per day 20-Annual Passes 20 Volunteer Passes  <i>Most drivers are local and would purchase an annual pass or volunteer labor for a free annual pass rather than pay the per day rate</i>	\$50 \$500 \$0	\$50 \$500 \$0



<b>No-Minimum-Use-Fee Sites</b>				
Three Peaks Mountain Bike Trailhead	1,826-Visitors	37 to 91	\$37 to \$91	\$37 to \$91
Three Peaks Equestrian Trailhead	2,022-Visitors	40 to 101	\$40 to \$101	\$40 to \$101
Three Peaks OHV Trailhead	10,936-Visitors	219 to 547	\$219 to \$547	\$219 to \$547
Rock Corral Day Use Site	5,977-Visitors	120 to 299	\$120 to \$299	\$120 to \$299
Parowan Gap Petroglyphs Visitor Site	67,386-Visitors	1,347	\$1,347	\$1,347
Southview Trailhead	7,499-Visitors	150 to 375	\$150 to \$375	\$150 to \$375
Shurtz Canyon*	N/A	50 to 100	\$50 to \$100	\$50 to \$100
Fiddlers Canyon*	N/A	50 to 100	\$50 to \$100	\$50 to \$100
Iron Side Disc Golf Course	1,000-Estimated Visitors	20 to 100	\$20 to \$50	\$20 to \$50
Three Peaks Disc Golf Course	1,000-Estimated Visitors	20 to 50	\$50 to \$50	\$50 to \$50
Parowan Canyon Disc* Golf Course & Trailhead	3,000-Estimated Visitors	60 to 150	\$60 to \$150	\$60 to \$150
<b>Total</b>			<b>\$11,398 to \$12,465</b>	<b>\$17,111 to \$18,178</b>
For sites with a Donation Box, 2% to 5% of all visitors pay at least \$1.00 based on donations collected at Parowan Gap Petroglyphs Visitor Site				
Sites with an * are not currently developed or do not currently meet the criteria to charge a fee				

## H. PRIORITIES FOR FUTURE EXPENDITURES

Labor expenses and the cost of the cleaning contract are expected to increase into the future. The cleaning contract may decrease if other vendors bid on the contract or the contract is modified to include less cleanings.

Currently, the existing recreation sites are in relatively good condition, fewer large expenses are expected except for installation of a drinking water system and toilet facilities at a few of the identified sites. The cost of installing drinking water at the Rocky Peak Campground would exceed any revenues collected from RUPs at the site. Installation of water at the Coal Creek Campground is physically more feasible due to the Cedar City's water supply running directly through the future site.

Even with the proposed fee modifications, the recreation sites within the CCFO would operate in the negative each year. If the "No Minimum Use Fee" sites generate more than currently projected it may be possible for the CCFOs recreation sites to operate with net income.

The construction and maintenance of recreation sites within the CCFO has been funded mostly through the collection of Special Recreation Permit fees, though only a few of the permit holders use the sites for events or their operations. SRPs are issued to commercial and competitive organizations that use public lands for financial gain. Dozens of SRPs are issued each year to big game hunting outfitters, a wilderness therapy business and competitive event promoters. Only through the combination of federally appropriated funds and fees collected for SRPs has the CCFO been able to pay for the development and necessary costs associated with these sites. The majority of the funds used for recreation sites is not generated by the site currently, though use of the recreations sites is increasing each year.

CCFO would strive to increase the fund balance in the CCFO recreation fee account. The reason for this goal is to have the flexibility to obtain matching funds in applying for grants, effect emergency repairs, provide long-term stability for staff services, provide capability to meet unanticipated costs or to take advantage of unforeseen opportunities to improve services, and to use revenues to provide future recreation infrastructure to support visitor use. In addition, the fund balance could cover expenses in the case of reduced fee revenue due to unforeseen circumstances, such as natural disasters and environmental or economic change. The CCFO needs the ability to retain services, which in turn support the local economy during anticipated uncertain times. The fund balance will be managed as a working capital fund, with the goal of investing in facilities and services that will promote program growth consistent with visitor demand through generation of increased revenue.

## **I. ANALYSIS OF RECREATION FEE RATES**

If the CCFO were required to cover 100% of the operating costs through the collection of RUPs with current use levels remaining the same (cost recovery method), all rates in Fee 1 would need to be raised 64% to 67% to make up the short fall of \$23,408/\$22,341 between the projected earned revenue and the actual operating cost. Rates in Fee 2 would need to be increased 47 to 50% to make up the \$16,628/\$17,695 difference between actual operating cost and the projected fee revenue, though the increase revenue is based on the installation of new infrastructure.

The CCFO opted instead to use the *Fair Market Value Fee Calculation Method* to determine the proposed fee rates. To analyze the fee rates using this method, the BLM compared existing and proposed fee increases to those charged by other outdoor recreation providers for similar opportunities. Below is a table identifying similar campgrounds and RC fields and tracks in the area and their current fee.

**Table 9: Comparison to Similar or Nearby Campgrounds**

<b>Campground Name &amp; Distance from Rocky Peak CG</b>	<b>Operating Agency</b>	<b>Current Fee Individual Camp Site</b>	<b>Current Fee Group Site Use</b>	<b>Current Fee Pavilion</b>	<b>Key Differences</b>
Three Peaks Iron County Campground (1 Mile)	Iron County	\$10	\$500 for special events and reservation of the full site.	\$25/1-100 people \$50/100+ people	Water on site & Shade shelters Pavilions are reservable
Deer Haven Campground (25 Miles)	Dixie National Forest	\$10	\$65/1-50 people \$115/51-100 people \$165/101-150 people \$205/151-200 people	N/A	Water on site, Flushing toilets & reservable on Rec.gov
Yankee Meadow Campground (25 Miles)	Dixie National Forest	\$12.00	N/A	N/A	Water on site
Point Supreme Campground (30 Miles)	Cedar Breaks National Monument	\$18.00	N/A	N/A	Showers, Water on site, reservable on Rec.gov, Flush toilet, Hot water, Utility sinks
Minersville Reservoir Campground (40 Miles)	Beaver County	\$10	N/A A group may reserve as many individual campsites as they need for their group. No discount or fee associated for groups.	\$25	Tether ball poles, 4 Horseshoe Pits, Air Compressor, Basketball Hoop , Boat Dock, water on site, Electric hookups, Fishing, Restrooms with showers, Sandbox, Sewage dump, Volleyball Net
Tushar Mountain Campground (55 Miles)	Beaver County	\$10 per site up to 5 people/6 or more campers = \$2 per person	Pavilion Area (includes sites 6-12) \$100 per day up to 50 people 50 or more people = \$2 per person  Full site-One day fee \$10x22 sites = \$220 per day	N/A	Water on site, Adjacent to lake & Canoes, reservable
Red Cliffs (35 miles)	St. George Field Office BLM	10.00	N/A	N/A	Water on site & shade structures
KOA-Cedar City (15 Miles)	KOA	23.95	N/A	N/A	Showers, Water on site, reservable, Showers, WiFi, Swimming pool,

**Table 10: Similar or Nearby RC Fields and Tracks**

<b>Model Port/Track Name &amp; Distance From Three Peaks Recreation Area</b>	<b>Operating Agency</b>	<b>Fee or Annual Club Membership</b>	<b>Daily Fee-Non Club Member</b>	<b>Key Differences</b>
<b>RC Air Fields</b>				
Ute R/C Association Salt Lake City-300 miles	Private	Annual Club Fee \$60.00-19 And older \$15.00-Junior Member \$60.00-House hold	N/A Club Members only	Dirt runway, no permanent toilet
Remote Possibilities RC Club St George-45 miles	Private	Annual Club Fee \$100 + \$25 for first year	\$10 per day	No significant difference
Carbon County RC Field Price-187 miles	Public Field Carbon County	Free	Free	No significant difference
Kanab R/C Modelers Kanab-85 miles	Private Field	\$25 for annual club membership	Free-but must have an AMA Membership Age 19-65 - \$75 65 & over - \$65 Under 19-Free	Dirt runway, no pavilion, no permanent toilet
<b>RC Tracks</b>				
Addiction RC Hobby Shop and Raceway Ogden-300 miles	Private Track	N/A	\$10 per day/per driver	Indoors, electricity on site for charging, lighted track, highly manicured
Intermountain RC Raceway Magna-300 miles	Private Track	N/A	\$10 per day/per driver	Indoors, electricity on site for charging, lighted track, highly manicured
Black Sheep Raceway Spanish Fork-180 miles	Private Track-Club Member Use Only	\$10 per race-which also provides you with membership	\$10-weekely race and use of the track	No track stand, lighted
Silverbowl Radio Control Car Track Las Vegas-150 miles	Public Track Las Vegas City	N/A	Free	Outdoors, paved and unpaved tracks, multiple tracks
RC Tracks of Las Vegas Las Vegas-150 miles	Private	N/A	\$20 for use of both tracks	Electricity on site for charging, Lighted track, highly manicured, snack bar, bleachers, parts store

**J. IMPACTS FROM CHARGING AND NOT CHANGING RECREATION FEES**

The goal of the recreation site program in the CCFO is to provide needed public services while protecting and enhancing public lands and recreation opportunities. In considering charging a fee, it's imperative we also consider how the changes will affect public land users.

Particularly in tough economic times, a variety of recreation opportunities, including camping in developed areas, using trails, playing disc golf and driving or flying a model vehicle should remain available to families from all levels of income. With this in mind, increasing recreation fees at our recreation sites could potentially hinder our ability to make those all-important connections between youth and disadvantaged populations and the great outdoors. This is why many of the sites are identified as “No Minimum Use Fee” or also provide an option to pay for a RUP through volunteering personal time for the maintenance of the site or other public land. Allowing individuals to earn a pass rather than pay a fee would build trust with our local communities and increase ownership of their public lands. Additionally, the BLM offers several fee-free days every year in which fees are waived for standard amenity (day use) sites.

The CCFO is not proposing to accept the America the Beautiful Federal Recreational Lands passes due to the very low amount of sales of these passes within our field office.

The field office will seek to increase recreation site revenues by managing for positive results for the following three groups: recreationists using BLM lands, the local community, and the BLM.

The Recreationists benefit by:

- 1) Having quality recreation sites and services available for their use.
- 2) Improved public lands facilities (i.e. clean toilets & improved trailheads).
- 3) Camping-based recreation opportunities.
- 4) Non-traditional public land recreation activities (i.e. RC car track & disc golf)
- 5) Focused opportunity to enhance outdoor skills, build group and family relationships, and introduce youth to the world of nature.
- 6) Provide accessibility for hunting and fishing opportunities

The local community benefits by:

- 1) The development of business opportunities in the outdoor recreation, hospitality, and retail sector (i.e. guide services, grocery stores, motels).
- 2) Being able to secure a site for group events that was not currently available for reservation prior to the implementation of the business plan.
- 3) Improved services and quality of life through facility development and resource protection.

The BLM benefits by:

- 1) Meeting its land management goals, including protection of cultural and natural resources.
- 2) Increasing revenues in order to offset known costs by developing improved business management systems and being fiscally responsible while providing a public service.

The beneficial results summarized above allow recreationists to visit BLM lands in a responsible manner. As users of the public lands, recreationalists have a vested interest in their sustainability. The achievement of a beneficial recreation program requires adequate revenue to provide necessary services and experiences. The recreation sites would still require regular appropriations and other sources of funding to pay for the maintenance and management of the sites, though the long term goal would be to balance the budget. As long as other sources of support funding continue, the public will still have access to these opportunities. The risk lies in



depending upon outside sources of funding that have the potential to decline or dissolve. The CCFO has been relying on, and will continue relying primarily on revenue generated from Special Recreation Permits (SRP) (L1232); commercial outfitters and events who operate in the area and use the sites. Additional sources of funding include grant money from Utah State Parks OHV and Trails program, and BLM appropriations including recreation (L1220), facility operations (L1660), and the deferred maintenance (L1653) funds. If these funds cease to exist or become inadequate to cover the CCFO recreation site expenditures, we would not be able to afford large improvement projects. The recreation site revenue and a portion of our SRP revenue, would be available to manage and minimally maintain the sites at their current condition, as long as staff labor is covered, as it has been in years past.

## **K. PUBLIC OUTREACH**

As part of the proposal to charge fees at existing campgrounds and day use sites the CCFO, and establish new campground and day use fees, the Cedar City Field Office has conducted the following outreach efforts to notify the public of its opportunity to review and provide comments:

- Posted the Draft Business Plan on the BLM Utah websites
- Issued a News Release to statewide print and broadcast media.
- Posted the fee increase proposal at existing campgrounds and day use sites
  - *The press release went to 97 news outlets. The only media outlets that published the article were Deseret News and KSL*

Prior to building and charging at new campgrounds and day use sites, the following outreach will occur:

- Publish a Notice of Intent in the *Federal Register* at least six months in advance of implementing the new fee
- Publish news stories about the *Federal Register* Notice of Intent
- Posting *Federal Register* notice near each of the new sites

In addition, the CCFO presented the recreation fee proposal to the BLM Utah Recreation Resource Advisory Council (RAC) for its formal review on May 1, 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. The FLREA mandates that the appropriate Recreation RAC reviews all BLM recreation fee proposals prior to approval. Comments from both the public at large and the BLM Utah RAC were considered prior to approval of the establishment of the CCFO recreation fees. Each year the CCFO will post a fact sheet outlining the revenue and expenditures associated with each fee site. This information will be posted on kiosks within each site near the fee collection point.