

Yuma Field Office Recreation & Visitor Services Business Plans



**U.S. Department of the Interior
Bureau of Land Management, Arizona
Colorado River District
Yuma Field Office
January 2007**





Bureau of Land Management Yuma Field Office *Proposed Recreation Fee Schedule*

Amenity Recreation Sites: Betty's Kitchen, Ehrenberg Sandbowl, Senator Wash Boat Launch and Day-use Area, Senator Wash North Shore Campground, Senator Wash South Shore Campground, Squaw Lake Campground and Boat Launch, Oxbow Recreation and Wildlife Area

Fees: \$10.00 calendar-day permit or \$75.00 annual permit; permits are honored at all amenity recreation sites for the length of the permit's validity; overnight camping is limited to 14 days within any 28-day period

Long-Term Visitor Areas: La Posa Long-Term Visitor Area, Imperial Long-Term Visitor Area, five other Long-Term Visitor Areas managed by the BLM California Desert District

Fees from September 15 to April 15: \$40.00 short-visit permit (14 days) or \$180.00 long-term permit (7 months); permits are honored at all Long-Term Visitor Areas for the length of the permit's validity

Fees from April 16 to September 14: \$10.00 calendar-day permit or \$75.00 annual permit; overnight camping is limited to 14 days within any 28-day period

America the Beautiful - the National Parks and Federal Recreational Lands Passes: Passes provide free or discounted admission to many recreation sites managed by the Bureau of Land Management, National Park Service, U.S. Forest Service, U.S. Fish and Wildlife Service, Bureau of Reclamation, U.S. Army Corps of Engineers, and Tennessee Valley Authority.

America the Beautiful Annual Pass: Yearly cost of \$80.00, available to the general public. Within the Yuma Field Office, Annual Passes provide free admission to Betty's Kitchen and the Senator Wash Boat Launch and Day-use Area

America the Beautiful Senior Pass: Lifetime cost of \$10.00, available to U.S. citizens or permanent residents age 62 or over.

America the Beautiful Access Pass: Free to U.S. citizens or permanent residents who have been medically determined to have a permanent disability, regardless of age.

Within the Yuma Field Office, Senior and Access Passes provide free admission to Betty's Kitchen and the Senator Wash Boat Launch and Day-use Area. The Senior and Access Passes also provide a 50% discount for admission to the Senator Wash North Shore Campground, Senator Wash South Shore Campground, Oxbow Recreation and Wildlife Area, Squaw Lake Campground and Day-use Area, and the Ehrenberg Sandbowl OHV Area.



United States Department of the Interior
BUREAU OF LAND MANAGEMENT

Colorado River District
 Yuma Field Office
 2555 Gila Ridge Road
 Yuma, Arizona 85365



8366 (320)

January 26, 2007

Dear Reader:

The Bureau of Land Management (BLM), Yuma Field Office (YFO) is the administrator and steward of over 1.3 million acres of public land in Arizona and California. In Fiscal Year 2006, the YFO provided the public with over 543,000 visits to a recreation fee site. The YFO Recreation and Visitor Services Business Plans provide the public with the opportunity to examine how their recreation fees have been spent, and how the YFO plans to utilize their fees in the future.

Business Plans are periodically updated to propose changes in the fee schedule or to comply with changes in federal authorities that authorize the BLM to collect recreation fees. In this case, the Federal Lands Recreation Enhancement Act (FLREA) of 2004 replaced the Land and Water Conservation Fund Act as the authority for the BLM to collect fees at developed recreation sites. The seven YFO recreation sites that were formerly part of the Recreation Fee Demonstration Program now charge what are called "amenity recreation fees" under the authority of FLREA. The Amenity Recreation Fee Business Plan has been updated to reflect the passage of FLREA. The YFO also collects fees through its Special Recreation Permit (SRP) program under the authority of the Federal Land Policy and Management Act (FLPMA) of 1976. The SRP Business Plan pertains to recreation fees collected from commercial activities, organized group events, and use of the YFO's two Long-Term Visitor Areas. The changes in the YFO recreation fee schedule are outlined in the table below.

Proposed Changes to BLM Yuma Field Office Recreation Fee Schedules				
Type of Fees	Amenity Recreation Fees		Long-Term Visitor Area Fees	
	Calendar Day Fee	Annual Fee	7-month Permit	14-day Permit
Current Fees	\$5.00 per vehicle	\$50.00 per vehicle	\$140.00	\$30.00
Proposed Fees	\$10.00 per vehicle	\$75.00 per vehicle	\$180.00	\$40.00

In late 2005, the YFO released the Draft Business Plans for public review. Since that time, a moratorium for changes to recreation fees was implemented for BLM recreation sites to ensure that all field offices were collecting fees in compliance with FLREA. Due to the length of time since the 2005 Draft Business Plans were released, the YFO re-released the Draft Business Plans in December of 2006 to provide the public with another opportunity to review and comment on the plans' proposals. The proposed changes to the YFO recreation fee schedules included in both the 2005 and 2006 Draft Business Plans were identical.

The YFO received a total of 121 comments from individuals across the country concerning the proposals in the 2005 and 2006 Draft Business Plans. Sixty-two comments were received during the 2005 public review period, and 59 were received during the 2006 review period. I would like to thank everyone who took the time to submit their comments. It is only through proactive citizens such as these that the BLM can determine if we are managing your public lands appropriately.

It is my hope that implementation of the 2007 Business Plans will enable the Recreation and Visitor Services division to meet the growing local, regional, national, and international demands your public lands in the Yuma Field Office are now experiencing. Thank you for your support of the public lands.

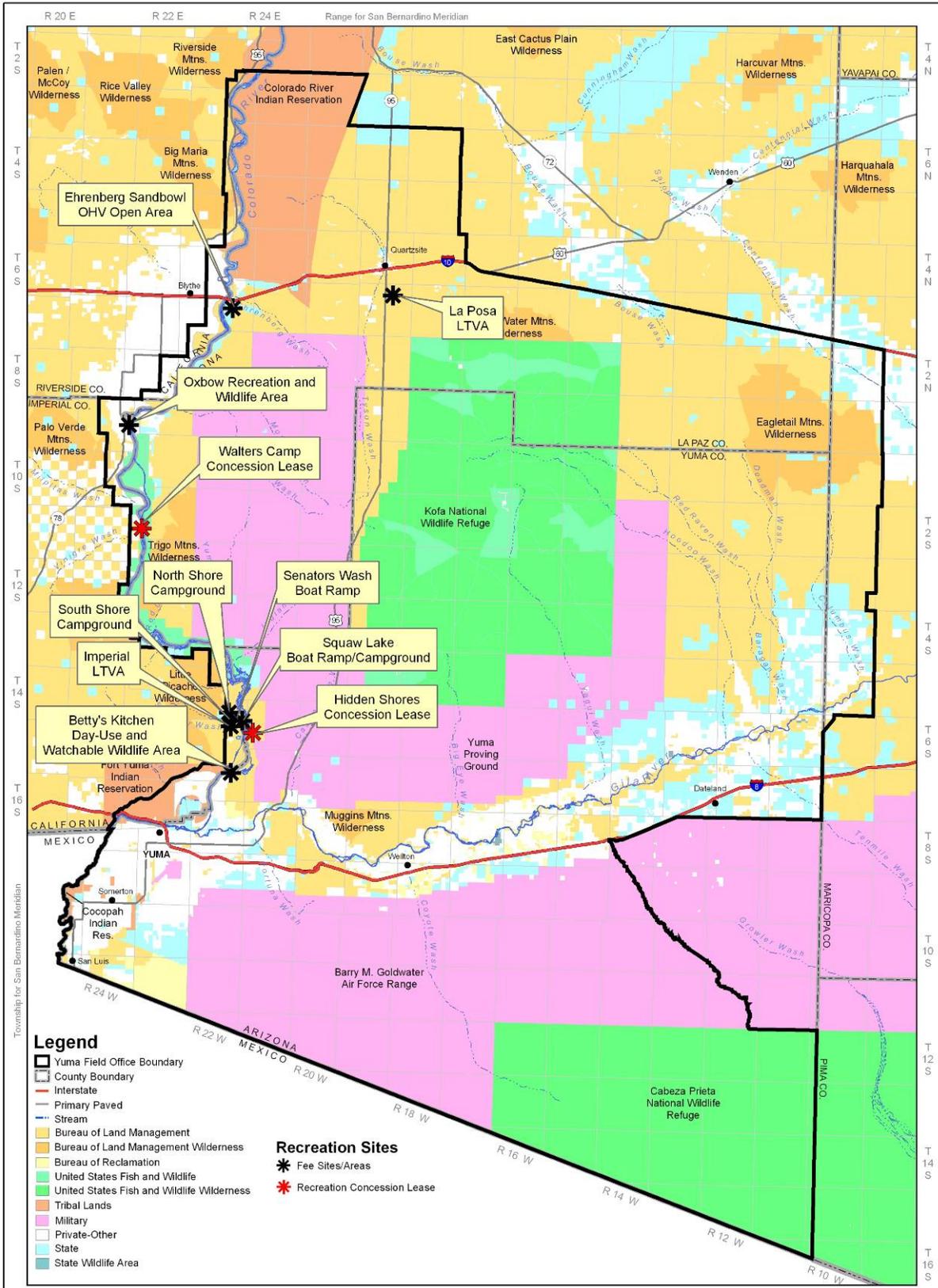
Sincerely,

Rebecca Heick
 Field Manager

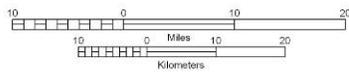


**BLM Yuma Field Office
Recreation & Visitor Services Business Plans
Table of Contents**

1. Introduction to the Recreation and Visitor Services Program	1
1.1 Yuma Field Office Description	1
1.2 Visitor Demographics	1
1.3 Management Issues	2
1.4 Types of BLM Recreation Fees	3
1.5 Use of the Public's Collected Recreation Fees	4
1.6 Operational Procedures and Costs	5
1.7 Public Participation in the Draft Business Plans	6
2. Amenity Recreation Fee Business Plan	9
2.1 Authority to Collect Amenity Recreation Fees	9
2.2 Components of the Amenity Recreation Fee Program	9
2.3 Amenity Recreation Fee Receipts	16
2.4 Impacts from Changing the Amenity Recreation Fee Schedule	17
2.5 Impacts from not Changing the Amenity Recreation Fee Schedule	17
2.6 Amenity Recreation Fee Calculation Process	18
2.7 Proposed Amenity Recreation Fee Schedule	21
3. Special Recreation Permit Business Plan	22
3.1 Authority to Collect Special Recreation Permit Fees	22
3.2 Description of the Special Recreation Permit Program	22
3.3 Special Recreation Permit Receipts	25
3.4 Impacts from Changing the Long-Term Visitor Area Fee Schedule	25
3.5 Impacts from not Changing the Long-Term Visitor Area Permit Fee Schedule	26
3.6 Special Recreation Permit Fee Calculation Process	27
3.7 Proposed Long-Term Visitor Area Permit Fee Schedule	29
4. Bibliography	30
5. Maps, Tables, and Figures	
Map 1: YFO Recreation Sites	v
Figure 1-1: YFO Visitor Demographics	2
Figure 1-2: Sources of Fiscal Year 2003 to 2005 Funds	5
Figure 1-2: Breakdown of Fiscal Year 2003 to 2005 Expenditures	6
Table 1-1: YFO Visitor Use Estimates	2
Table 1-2: Summary of Public Comments on the 2005 Draft Business Plans	7
Table 1-3: Summary of Public Comments on the 2006 Draft Business Plans	8
Table 2-1: YFO Standard Amenity Site Facilities	11
Table 2-2: YFO Expanded Amenity Site Facilities	12
Table 2-3: Amenity Recreation Fee Receipts for Fiscal Years 2003 to 2006	16
Table 2-4: Priority Projects for YFO Amenity Recreation Sites	17
Table 2-5: Proposed Amenity Recreation Fee Schedule	21
Figure 3-1: YFO Long-Term Visitor Area Permits and Visits from 2003 to 2006	24
Table 3-1: Special Recreation Permit Receipts for Fiscal Years 2003 to 2006	25
Table 3-2: Priority Projects for YFO Long-Term Visitor Areas	25
Table 3-3: Annual Operational Budget for YFO Long-Term Visitor Areas	28
Table 3-4: Proposed Long-Term Visitor Area Fee Schedule	29



**YUMA FIELD OFFICE
RECREATION AND VISITOR
SERVICES BUSINESS PLANS**



U.S. DEPARTMENT OF THE INTERIOR
Bureau of Land Management
Yuma Field Office
June 2006



The Bureau of Land Management makes no warranties, implied or expressed, with respect to information shown on this map.

Map 1: Recreation Sites

1.1 Description of the Yuma Field Office

The Bureau of Land Management (BLM), Yuma Field Office (YFO) administers over 1.3 million acres of public land in southwestern Arizona and southeastern California. Public lands within the YFO are primarily composed of riparian lands along the lower Colorado and Gila rivers and large tracts of Sonoran Desert mountains, washes, and plains. The YFO recreation fee program presently includes five developed campgrounds, two developed day-use areas, two Long-Term Visitor Areas (LTVA), and two concession leases. The YFO also collects recreation fees associated with commercial uses and organized group events on the public lands.

Recreation fee sites and areas encompass approximately 20,000 acres of public land, which accounts for less than 2 percent of the total land within the YFO's jurisdiction. Outside of recreation fee sites, the YFO also manages Areas of Critical Environmental Concern, designated Wilderness areas, sites on the National Registry of Historic Places, threatened and endangered species habitat, and over 3,200 miles of OHV trails. Major field office issues include OHV trail proliferation, Wilderness management, wildland fire management, non-native invasive species, undocumented immigrant activity, utility corridor management, and a variety of unauthorized uses, such as illegal dumping.

1.2 Visitor Demographics

The YFO Recreation and Visitor Services program primarily attracts to two types of recreational visitors: visitors from colder climates who come for recreational vehicle (RV) camping in the winter, and visitors from regional metropolitan areas who come for water-based recreation activities in the summer.

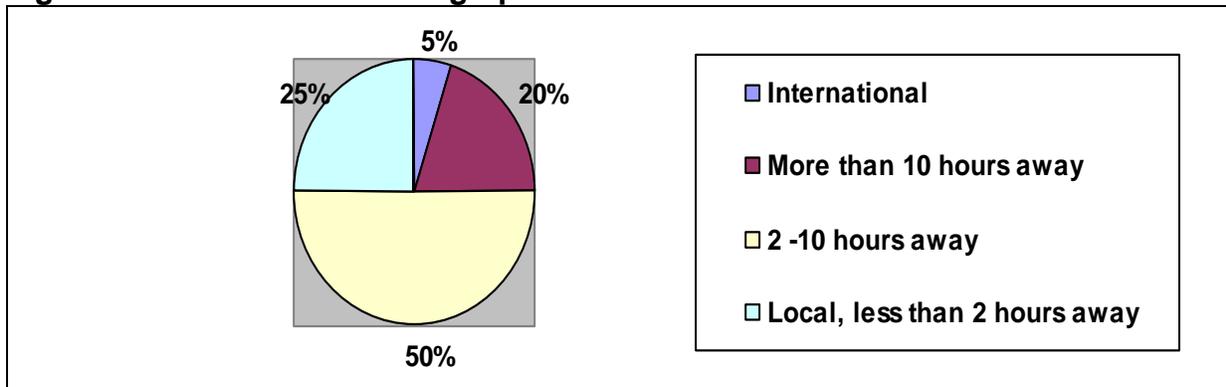
The YFO's two LTVAs attract approximately 15,000 winter visitors each season. Winter visitors arrive in RVs from across the United States and Canada. The winter visitors come to enjoy the region's mild climate and the wide range of recreational opportunities available on the adjacent expanses of undeveloped desert terrain.

As temperatures rise in the summer, winter visitors depart and tens of thousands of visitors begin arriving to enjoy the water-based recreation activities on the lower Colorado River. Summer visitors primarily come from metropolitan centers in California, Nevada, and Arizona that are located within a three-hour drive from the YFO. Summer visitors are also provided with more modern resort amenities at the YFO's two concession leases along the river.

Both winter and summer visitors participate in numerous types of activities. Winter visitors commonly tow some type of OHV behind their RVs so they can enjoy the undeveloped backcountry of the YFO. Summer visitors are typically equipped with travel trailers carrying not only boats and personal watercraft, but OHVs so they can enjoy the numerous recreational trails near the river. Visitors to the YFO also commonly participate in landscape viewing, mountain bike riding, rock hounding, hiking,

photography, wildflower viewing, geo-caching, kayaking, canoeing, horseback riding, visiting cultural and historical sites, hunting, and wildlife viewing.

Figure 1-1: YFO Visitor Demographics



1.3 Management Issues

Recreation management issues primarily revolve around an increasing number of visitors coming to enjoy the public lands in the YFO. Advances in OHV technology have allowed more people to visit the previously remote, hard to reach areas of the YFO, and dispersed recreation now commonly occurs throughout the entire 1.3 million acres of the field office. Within the YFO, recreation management has increasingly become a more crucial component to protect the resources of the public lands, including in Areas of Critical Environmental Concern, designated Wilderness areas, sites on the National Registry of Historic Places, and threatened and endangered species habitat. A major issue for the YFO Recreation program is that the growing number of duties in non-fee areas has accompanied flat staff levels since the late 1990s. Table 1-1 illustrates how visitor use has increased to non-fee sites within the YFO since 2004.

Federal Fiscal Year	Visits to Recreation Fee Sites	Visits to Non-fee Sites	Total Visits to the Yuma Field Office
2004	793,370	527,521	1,320,891
2005	611,429	542,721	1,154,150
2006	710,934	565,599	1,276,533

*Source: BLM Recreation Management Information System

The demographics of YFO visitors also create an incredible long-term management issue. During the winter, retired individuals are the primary visitor to YFO recreation fee sites, many staying in the LTVAs for up to seven months a year. The Baby Boomer generation will continue retiring over the next 15 years, which is expected to create unprecedented challenges to American society. The potential for such substantial increases in visitor use also provides an unparalleled long-term challenge for the YFO recreation program. During the summer, the primary YFO visitor comes from the metropolitan areas of California, Nevada, and Arizona. Many of the communities in this

region are recognized as having some of the fastest growing populations in the United States. YFO summer visitor use has been correspondingly increasing as more people find themselves in the vicinity of the lower Colorado River. Each year, for example, the expanding metropolitan Phoenix area becomes closer to the YFO and Colorado River.

Most YFO recreational facilities were constructed during the 1970s, at a time when visitor use was moderate. The increased numbers of visitors to the YFO have placed unprecedented strains on the provided facilities, including roads, trails, boat launches, water and septic systems, and trash disposal services. Furthermore, the typical recreation visitor of today has higher expectations for quality recreation facilities than visitors of the past, and visitor preferences have also changed significantly. Tents and pickup trucks with campers have largely been replaced by bigger and more expensive vehicles such as RVs and travel trailers. On summer holiday weekends it is readily apparent that most YFO recreation facilities must be redesigned to meet today's increased public demand. In addition, the aging infrastructure must be continually maintained and upgraded with more efficient equipment and materials to meet public health and safety standards, universal accessibility requirements, and a vast array of environmental regulations. The YFO recreation program is currently attempting to meet these challenges with both a flat budget and flat staff levels.

As the cost of living continues to increase throughout the United States, so does the cost of operating developed recreation sites. The YFO must pay staff, such as BLM administrators, park rangers, and law enforcement personnel, more each year for them to continue providing indispensable services for the recreation sites. In addition, the cost of hiring essential contractors who provide trash disposal and janitorial services is also rising. The prices of materials, such as cement and steel, and equipment, such as backhoes and tractors, necessary to complete substantial recreation enhancement projects have increased as well. The YFO must also pay more each year for vehicles, fuel, and cellular telephones needed for essential field going personnel. In addition, the price of campground supplies, such as toilet paper, brochures, garbage bags, and signs, are also continuously rising.

There are an increasing number of Spanish-speaking visitors who regularly come to YFO recreation fee sites. The YFO currently maintains hundreds of signs throughout all of the recreation fee sites and provides the public with numerous brochures and printed information. There is a need to update signage, brochures, and other materials to improve the YFO's information and interpretive capabilities to all visitors.

1.4 Types of BLM Recreation Fees

The BLM is authorized to collect two types of recreation fees, amenity recreation fees and Special Recreation Permit fees. Both types of fees may be used to repair, maintain, and upgrade recreational facilities and services to meet public demand. "Amenity recreation fees" are charged for public use of the developed facilities and special services at the YFO's five developed campgrounds and two developed day-use areas. The Federal Lands Recreation Enhancement Act (FLREA) of 2004 authorizes

the BLM to charge amenity recreation fees. “Special Recreation Permit” fees are charged for commercial activities, organized group events, competitive events, and use of designated special areas, including the YFO’s two LTVAs. The Federal Lands Policy and Management Act (FLPMA) of 1976 and its subsequent directives in the Code of Federal Regulations authorize the BLM to issue Special Recreation Permits.

Because recreation revenues collected under the authority of FLREA are accountable to the public separately than those collected under FLPMA, the YFO has prepared separate business plans for each type of recreation fee. The Amenity Recreation Fee Business Plan pertains to fees collected at developed recreation sites under the authority of FLREA. The Special Recreation Permit Business Plan pertains to the fees collected under the authority of FLPMA. The YFO segregates the fees collected under each program, and the monies are solely reinvested back into each respective program.

1.5 Use of the Public’s Collected Recreation Fees

The YFO is limited by federal law and BLM policy on how collected recreation fees are used. In general, collected recreation fees can only be used for the following purposes:

1. Repair, maintenance, and facility enhancement related directly to visitor enjoyment, visitor access, and health and safety;
2. Interpretation, visitor information, visitor service, visitor needs assessments, and signs;
3. Habitat restoration directly related to wildlife-dependent recreation that is limited to hunting, fishing, wildlife observation, or photography;
4. Law enforcement related to public use and recreation;
5. Direct operating or capital costs associated with the recreation fee program; and
6. A fee management agreement or a visitor reservation service.

In addition, YFO recreation facilities must comply with all applicable federal, state, and local laws and codes. Recreation fee sites must also be maintained and enhanced in conformance with the applicable BLM Resource Management Plan (RMP), recreation area management plans (RAMP), or activity-level recreation management plans that provide planning guidance for the recreation site. The YFO currently manages the public lands within its jurisdiction according to the following planning documents:

- Yuma District RMP (1985) and supporting Record of Decision and Amendments
- Lower Gila South RMP (1988)
- Lower Gila North Management Framework Plan (1983)
- La Posa Interdisciplinary Management Plan (1997)
- Ehrenberg-Cibola RAMP (1994)
- Oxbow Recreation and Wildlife Area Management Plan (2005)

1.6 Operational Procedures and Costs

The YFO Recreation and Visitor Services program has established standard operating procedures for the collection, accounting, and utilization of recreation revenues. The total cost for fee collection includes labor for law enforcement and park rangers, financial accounting, supplies, equipment, vehicles, and other miscellaneous expenses associated with issuing the permits. Presently, the annual cost for the YFO to collect, account, and administer recreation fees is approximately \$85,000.

Within the YFO, a major objective of collected recreation fees is to reimburse volunteer site hosts for incurred expenses. This ensures that the YFO is able to recruit highly qualified and competent individuals as volunteers. Volunteer site hosts are able to provide on-site visitor information and services and improve fee collection compliance. The YFO has also found that a constant volunteer presence results in less vandalism, theft, and/or damage to the public's recreation facilities. Other priority objectives for the collected recreation fees in the YFO include maintaining fee collection signage and employing Park Rangers. Volunteer hosts, signage, and Park Rangers are vital components in facilitating public compliance in the field, especially since YFO recreation sites use an "honor system" type of fee collection. The YFO also uses collected recreation fees for the maintenance and enhancement of restrooms, boat launches, roads, dump stations, water systems, shade ramadas, and interpretive signage.

The administration, management, maintenance, and enhancement of YFO recreation fee sites are funded from both recreation fee revenues and Federal appropriations. The amount of collected fees is solely dependent on levels of visitor use, which varies year to year for several reasons, including fuel prices and weather conditions. Federal appropriations, which also vary from year to year, include funds earmarked for operations, annual maintenance, deferred maintenance, infrastructure improvements, and construction. Expenditures of Recreation and Visitor Services' funds also vary from year to year, depending on the number and type of recreation projects being implemented, and the number and length of recreation staff vacancies. Figures 1-2 and 1-3 illustrate where these funds came from and how these funds were spent.

Figure 1-2: Sources of Fiscal Year 2003 to 2005 Funds (\$5,640,438.00)

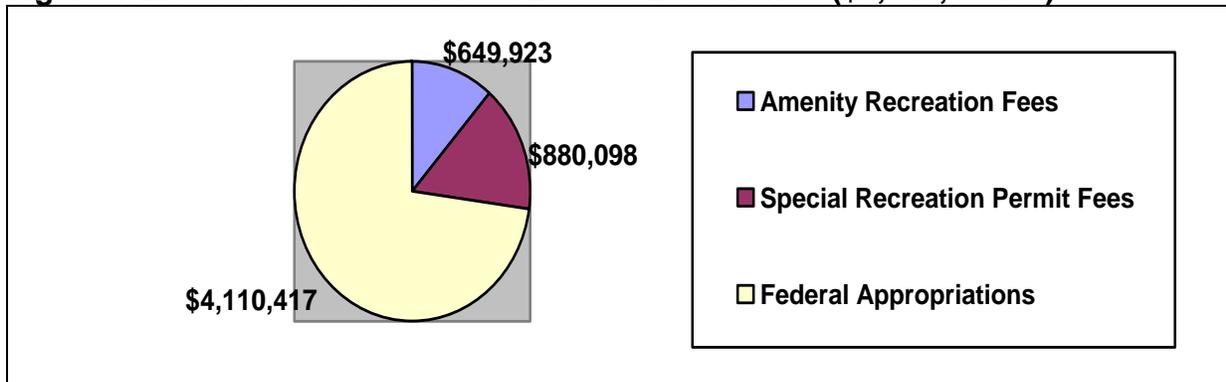
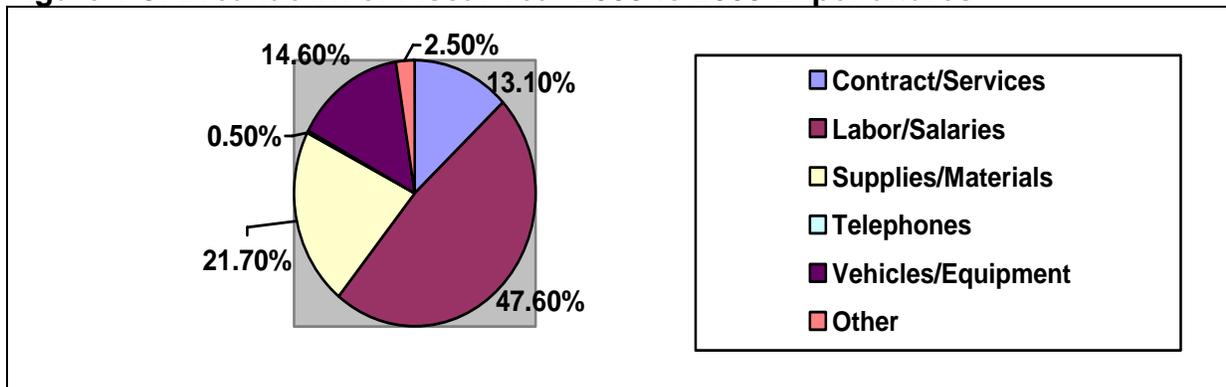


Figure 1-3: Breakdown of Fiscal Year 2003 to 2005 Expenditures



1.7 Public Participation in the Draft Business Plans

A. 2005 Draft Business Plans

The YFO originally released the Draft Recreation and Visitor Services Business Plans for a 30-day public review and comment period on November 16, 2005. One week prior to the public review and comment period, the YFO sent over 1700 postcards to notify members of the YFO mailing list about the Draft Business Plans and their opportunity to comment on its proposals. The YFO mailing list includes interested individuals, government agencies, non-profit organizations, elected officials, special interest groups, and recreational clubs and organizations. Notices were also posted on kiosks found throughout the YFO, including kiosks at all recreation fee sites.

Notification of the review and comment period was also provided through public notices published in the Yuma Daily Sun and Palo Verde Times newspapers. These newspapers are widely distributed throughout all of the communities in or near the YFO, which include Yuma, Somerton, San Luis, Wellton, Cibola, Ehrenberg, Dateland, and Bouse, Arizona, and Palo Verde, Winterhaven, and Blythe, California. The Yuma Daily Sun also published an article on November 20, 2005, encouraging the public to review and comment on the Draft Business Plans. The 2005 Draft Business Plans were also posted on the official YFO webpage, and comments were accepted via fax, mail, and e-mail.

At the completion of this public review period, the YFO received a total of 62 comments from interested individuals concerning the 2005 Draft Business Plans. Fifty-one (51) of these comments were received via e-mail, 8 by mail, and 3 by fax. No comments were received from government agencies, non-profit organizations, elected officials, special interest groups, or recreational clubs and organizations. Table 1-2 summarizes the nature of the received comments.

Table 1-2 Summary of Public Comments on the 2005 Draft Business Plans	
Type of Comment	Number of Comments
Opposed all proposed recreation fee schedules	20
Opposed proposed LTVA fee schedule	6
Opposed proposed amenity recreation fee schedule	5
Supported proposed fee schedules, but recommended reducing the amount of all proposed fee increases	24
Supported all proposed fee schedules	2
Supported proposed LTVA fee schedule	4
Outside of the scope of the Draft Business Plans	1
Total	62

B. 2006 Draft Business Plans

At the conclusion of the 2005 Draft Business Plans' public review and comment period, a national moratorium for changes to BLM recreation fee schedules was extended. The moratorium was established to provide a transition period for the various federal agencies to organize advisory councils as required by FLREA. In Arizona, the Arizona Resource Advisory Council (RAC) ensures that the U.S. Forest Service and BLM are collecting fees in compliance with FLREA.

Due to the length of time between the 2005 public outreach efforts and the end of the BLM fee change moratorium, the YFO decided to provide another opportunity for public review and comment on the proposals. The 2006 Draft Business Plans were revised to conform to recently issued guidance from the Arizona RAC and to incorporate the implementation of the America the Beautiful – the National Parks and Federal Recreational Lands Passes into the YFO recreation fee schedules. The fee schedule changes proposed in the 2006 Draft Business Plans were identical those proposed in the 2005 Draft Business Plans.

The 2006 Draft Business Plans were released for a 30-day public review and comment period between November 30 and December 30, 2006. Public notices were published again in the Yuma Daily Sun and Palo Verde Times newspapers, and notices were again placed on kiosks at all YFO recreation fee sites. The 2006 Draft Business Plans were posted on the YFO webpage, and comments were accepted via mail, fax, and e-mail. The YFO also held three informational meetings for the public concerning the proposed changes to the recreation fee schedules on November 30 and December 1, 2006. The meetings were held at the La Posa LTVA, the Imperial Dam LTVA, and the Oxbow Recreation and Wildlife Area. A total of 150 people attended the informational meetings. The public was also able to submit written comments at seven BLM volunteer host sites.

At the completion of this public review period, the YFO received a total of 59 comments from interested individuals concerning the 2006 Draft Business Plans. Four of these

comments were received via e-mail, 9 by mail, and 46 comments were submitted at the BLM volunteer host sites. No comments were received from government agencies, non-profit organizations, elected officials, special interest groups, or recreational clubs and organizations. Table 1-3 summarizes the nature of the received comments.

Table 1-3 Summary of Public Comments on the 2006 Draft Business Plans	
Type of Comment	Number of Comments
Opposed proposed LTVA fee schedule	25
Opposed proposed amenity recreation fee schedule	3
Supported proposed fee schedules, but recommended reducing the amount of proposed fee increases	4
Supported proposed LTVA fee schedule	18
Did not specifically oppose or support proposed fee schedules, but identified recreation site improvement projects for the BLM to prioritize	9
Total	59

2.0 AMENITY RECREATION FEE BUSINESS PLAN

2.1 Authority to Collect Amenity Recreation Fees

The Federal Lands Recreation Enhancement Act (FLREA), Public Law 108-447, authorizes the BLM to collect fees at recreation sites that maintain a specified level of development and meet specific criteria. The regulations governing BLM's recreation fee collection at these areas are found in the Code of Federal Regulations (CFR), Title 43, Part 2933 – Recreation Use Permits for Fee Areas. The Federal Land Policy and Management Act (FLPMA), Public Law 94-579, authorizes the BLM to lease public lands for recreation concessions.

2.2 Components of the Amenity Recreation Fee Program

The YFO manages nine developed sites that charge amenity recreation fees for public use. Overnight camping is permitted at seven of the YFO sites, and the other 2 are limited to day-use only. The YFO collects amenity fees for both calendar-day and annual use of these sites. These fees have been \$5.00 per calendar day and \$50.00 per year since the YFO began participating in the Recreation Fee Demonstration Program in 1999. Both the calendar day and annual permits are honored at all YFO amenity sites for the length of the permit's validity (e.g. a visitor could spend the day walking the National Recreation Trail at Betty's Kitchen, boating in the Senator Wash Reservoir, and picnicking at Squaw Lake for the cost of one calendar day permit). In addition, the YFO administers two concession leases on the public lands for recreational purposes. All collected amenity recreation fees are deposited into a BLM YFO revenue account numbered "AZ11."

A. Standard and Expanded Amenity Fees

FLREA established two types of amenity recreation fees that the BLM can collect for the public's use of developed recreation facilities: standard amenity fees and expanded amenity fees. In order to charge the public either type of amenity recreation fee, sites must maintain specific types of developed recreation facilities. Both standard and expanded amenity sites must contain developed parking areas, a toilet facility, interpretive signs, trash receptacles, picnic tables, and security services. Expanded amenity sites must also contain a majority of the following facilities: campgrounds, drinking water, fee collection by federal personnel, fire rings, developed boat launches, sanitary dump stations, and developed swimming areas.

B. America the Beautiful – the National Parks and Federal Recreational Lands Passes

FLREA also established the America the Beautiful – The National Parks and Federal Recreational Lands Pass Program. The passes entitle holders to free or discounted admission to amenity recreation sites managed by the BLM, National Park Service, U.S. Forest Service, U.S. Fish and Wildlife Service, Bureau of Reclamation, U.S. Army Corps

of Engineers, and Tennessee Valley Authority. The authority for the BLM to participate in the America the Beautiful Pass Program can be found in U.S. Code, Title 16, Chapter 87, Part 6804, Recreation passes.

There are three primary types of America the Beautiful Passes available to the public: the America the Beautiful Annual, Senior, and Access passes. The Annual Pass is currently \$80.00 and is available to the general public. The Annual Pass is honored only at standard amenity sites. Senior Passes currently cost \$10.00 and valid for a lifetime. Senior Passes are available to U.S. citizens or permanent residents age 62 or over. Access Passes are free and are available to U.S. citizens or permanent residents who have been medically determined to have a permanent disability, regardless of age. The Senior and Access passes are honored at standard amenity sites and also provide holders with a 50 percent discount at expanded amenity sites. None of the America the Beautiful Passes entitle the holder to discount for the YFO Amenity Site Annual Pass or LTVA permit.

The America the Beautiful Passes have replaced the Golden Eagle, Golden Age, and Golden Access Passports. These passports are still honored at YFO recreation sites; however, holders are encouraged to obtain the appropriate replacement America the Beautiful Pass from a participating federal agency.

C. Standard Amenity Sites

The YFO maintains two developed standard amenity sites that provide the public with day-use recreational opportunities: Betty's Kitchen Watchable Wildlife Viewing Area and National Recreation Trail and the Senator Wash Boat Launch and Day-use Area. All three types of America the Beautiful Passes provide the public with free admission to the YFO's two standard amenity sites. Table 2-1 outlines the amenities provided at the sites, which enable the YFO to collect standard amenity fees in compliance with FLREA.

Betty's Kitchen Watchable Wildlife Area and National Recreation Trail

This 10 acre day-use area is located along the lower Colorado River approximately 15 miles north of Yuma in Yuma County, Arizona. The area is situated just upstream of the Reclamation-operated Laguna Dam, which was the first dam on the Colorado River. Betty's Kitchen maintains dense assemblages of riparian vegetation, and past restoration projects have increased the biodiversity of the area. The half-mile, universally accessible trail was designated a National Recreation Trail in 1993, and interpretive panels along the walk familiarize the visitor with the natural and cultural history of the area. Other facilities at Betty's Kitchen include a day use parking area, shade ramada, garbage collection, universally accessible restrooms, picnic tables, grills, and a small outdoor classroom. Fishing, picnicking, hiking, and wildlife viewing are the most common recreational activities at Betty's Kitchen. Primary site issues include non-native invasive vegetation and accumulated hazardous fuels which require aggressive and regular removal efforts.

Senator Wash Boat Launch and Day-use Area

The Senator Wash Boat Launch and Day-use Area provides the public with recreational access to Senator Wash Reservoir, located approximately 25 miles north of Yuma in Imperial County, California. The area offers the public with day-use parking, a paved boat launch, universally accessible restrooms with flush toilets and showers, garbage collection, pay phones, and a buoyed swimming area. Picnicking, swimming, fishing, boating, jet and water skiing, and wildlife viewing are the most common activities within the reservoir. The boat launch also provides boat-in camping access to the Senator Wash North Shore and South Shore Campgrounds. Water levels within Senator Wash are controlled by the Bureau of Reclamation as part of the water control and delivery system of the lower Colorado River. Primary site issues include fluctuating water levels, aging facility infrastructure, and universal accessibility to various areas along the steep banks of the site. The YFO is currently constructing a universally accessible trail from the parking lot to the buoyed swimming area with the use of collected amenity recreation fee revenues.

**Table 2-1
YFO Standard Amenity Site Facilities**

Recreation Site	Amenities Provided												
	Designated developed parking*	Permanent toilet facility*	Permanent trash receptacle*	Interpretive sign, exhibit, or kiosk*	Picnic tables*	Security services*	RV and tent campsites	Developed boat launch	Volunteer host	RV sanitary dump station	Water	Grills and/or fire rings	Developed swimming area
Betty's Kitchen Watchable Wildlife Viewing Area and National Recreation Trail	X	X	X	X	X	X						X	
Senator Wash Boat Launch & Day-use Area	X	X	X	X	X	X		X	X	X	X		X

*required by FLREA

D. Expanded Amenity Sites

The YFO maintains five developed expanded amenity sites that provide the public with day-use and overnight recreational opportunities: the Ehrenberg Sandbowl OHV Area, Oxbow Recreation and Wildlife Area, Senator Wash North Shore Campground, Senator Wash South Shore Campground, and Squaw Lake Campground and Boat Launch. In addition, the YFO's two Long-Term Visitor Areas (LTVA) are managed as expanded amenity sites during the off-long-term season (April 16 to September 14). During the

long-term season (September 15 to April 15), recreation fees are collected according to the YFO's Special Recreation Permit Business Plan, which is the next chapter of this document. Overnight camping within all expanded amenity sites is limited to 14 days within a 28-day period, after which the camper must move to another location at least 25 miles away.

The America the Beautiful Annual Pass does not provide holders with free or discounted admission to any of the YFO's five expanded amenity sites. The America the Beautiful Senior and Access passes provide holders with a 50 percent discount on admission to the YFO's expanded amenity sites. Table 2-2 outlines the amenities provided at the sites, which enable the YFO to collect expanded amenity fees in compliance with FLREA.

Table 2-2 YFO Expanded Amenity Site Facilities													
Recreation Site	Amenities Provided												
	Designated developed parking*	Permanent toilet facility*	Permanent trash receptacle*	Interpretive sign, exhibit, or kiosk*	Picnic tables*	Security services*	RV and tent campsites	Developed boat launch	Volunteer host	RV sanitary dump station	Water	Grills and/or fire rings	Developed swimming area
Ehrenberg Sandbowl OHV Area	X	X	X	X	X	X	X					X	
Oxbow Recreation and Wildlife Area	X	X	X	X	X	X	X	X	X			X	X
Senator Wash North Shore Campground	X	X	X	X	X	X	X		X	X	X	X	
Senator Wash South Shore Campground	X	X	X	X	X	X	X		X	X	X	X	X
Squaw Lake Campground and Boat Launch	X	X	X	X	X	X	X	X	X	X	X	X	X
Imperial Dam LTVA**	X	X	X	X	X	X	X		X	X	X		
La Posa LTVA**	X	X	X	X	X	X	X		X	X	X		

* required by FLREA

** LTVAs are only considered expanded amenity sites between April 16 and September 14. Between September 15 and April 15 the recreation fees are collected according to the YFO Special Recreation Permit Business Plan.

Ehrenberg Sandbowl OHV Area

Located approximately 3 miles south of Ehrenberg in La Paz County, Arizona, this 400-acre Open OHV Management Area provides exceptional motorized recreation opportunities throughout its hilly and sandy terrain. The Sandbowl provides designated parking, a universally accessible restroom, garbage collection, OHV loading/unloading ramps, two shade ramadas, grills, and picnic tables. Primary site issues include the absence of a permanent volunteer host site, limited law enforcement presence, and site vandalism.

Oxbow Recreation and Wildlife Area

The 420 acre Oxbow Recreation and Wildlife Area is located approximately 25 miles south of Blythe, in both Imperial County, California and La Paz County, Arizona. The site includes co-managed lands surrounding both the lower Colorado River and Oxbow Lake, an abandoned meander of the pre-channelized river. The 2005 Oxbow Recreation and Wildlife Area Management Plan earmarked approximately 150 acres for campground and day-use development to meet the growing recreational demands along this stretch of the river. The other 270 acres of the area have been identified for a variety of habitat restoration projects. The facilities at Oxbow include RV and tent campsites, two universally accessible restrooms, garbage collection, grills, picnic tables, one paved and one unpaved boat launch, and boat trailer parking. Jet skiing, water skiing, and other fast paced boating activities occur within the Colorado River. Slower paced boating activities, such as fishing, kayaking, and canoeing are more common within Oxbow Lake. Primary site issues include the need for regular dredging to maintain boating access, endangered species' habitat, non-native invasive vegetation, and high amounts of hazardous fuels which require aggressive and regular removal efforts.

Senator Wash North Shore Campground

The winding northern shoreline of the Senator Wash Reservoir is approximately 25 miles north of Yuma in Imperial County, California. The campground includes numerous private tent and RV campsites. The site can be accessed by land from Ferguson Lake Road or by water from the Senator Wash Boat Launch. Five universally accessible restrooms, designated parking areas, interpretive kiosks, are maintained in the campground. The cost of the amenity recreation fee at North Shore also includes the use of the trash disposal services, water, RV sanitary dump stations, and universally accessible restrooms within the adjacent Imperial Dam LTVA. Camping, swimming, boating, fishing and picnicking are the most common recreational activities at North Shore. OHV use is also a common recreational activity on the public lands adjacent to the campground. Primary site issues include fluctuating water levels, access route maintenance, and OHV trail proliferation on the surrounding public lands.

Senator Wash South Shore Campground

The wide, flat beach along Senator Wash Reservoir's southern shore provides ideal family and group camping opportunities. The campground can be accessed by land from the Imperial Dam LTVA or by water from the Senator Wash Boat Launch. The cost of the amenity recreation fee at South Shore also includes the use of the trash

disposal services, water, RV sanitary dump stations, and universally accessible restrooms within the adjacent Imperial Dam LTVA. Primary site issues include access route maintenance.

Squaw Lake Campground and Boat Launch

The Squaw Lake Campground is located approximately 25 miles north of Yuma in Imperial County, California. The site is on the southern side of Senator Wash Dam, and provides camping opportunities and boating access to the lower Colorado River. The area includes over 100 RV campsites and numerous areas for tent camping, 4 universally accessible restrooms with flush toilets, garbage collection, 55 picnic tables, 25 fire rings, 2 boat launches, boat trailer parking, 2 buoyed swimming areas, and pay phones. The cost of the amenity recreation fee at Squaw Lake also includes the use of the water and RV sanitary dump stations within the adjacent Imperial Dam LTVA. Hot water showers are also available within the rest rooms at an additional cost. The most common recreational activities at Squaw Lake include camping, hiking, swimming, fishing, boating, and picnicking. A no wake zone encompasses Squaw Lake until it reaches the Colorado River to provide for visitor safety. Primary site issues include aging facility infrastructure, day-use and overnight camping conflicts, and universal accessibility.

Imperial Dam LTVA

The 3,500-acre Imperial Dam LTVA is situated approximately 21 miles north of Yuma in Imperial County, California, directly south of the Senator Wash Reservoir. The Imperial Dam LTVA provides two universally accessible restrooms, a water distribution site, a three-lane dump station with water, a dry dump station, a grey water dump site, trash disposal services, shade ramadas, three full hook-up sites for volunteer hosts and contractors, post and cable fencing, extensive signage, numerous unpaved roads, and pay phones. The increasing use of the LTVA creates a heavy demand on the existing facilities. Major issues include the need to upgrade the waste treatment facilities for regulatory compliance purposes. Between April 16 and September 14 of each year, the Imperial Dam LTVA is managed as an expanded amenity site. Between September 15 and April 15 of each year, fees are collected according to the YFO Special Recreation Permit Business Plan, which is the next chapter of this document.

La Posa LTVA

The 11,400-acre La Posa LTVA is located approximately 2 miles south of Quartzsite in La Paz County, Arizona. Facilities at the La Posa LTVA include a well water system, a water distribution site, a two-lane dump station with leach fields, a dry dump station, garbage collection, ten restrooms, over 3 miles of post and cable fencing, shade ramadas, a concrete dance floor, and extensive signage. Other improvements include four electrical hook-up sites for volunteer hosts, several pay phones, one major paved road, numerous other roads which require routine maintenance, and five permanent volunteer contact stations with electricity and telephones. Major issues include extensive road maintenance needs after heavy rains and OHV trail proliferation outside of the LTVA. Between April 16 and September 14 of each year, the La Posa LTVA is managed as an expanded amenity site. Between September 15 and April 15 of each

year, fees are collected according to the YFO Special Recreation Permit Business Plan, which is the next chapter of this document.

E. Concession Leases

The YFO currently administers two concession leases along the lower Colorado River. Concessions are contractual partnerships that the BLM enters into with private enterprises. A concession's primary purpose is to provide the public with a wider range of recreational opportunities that the BLM is not capable of managing, but are still desired by the local recreational market. The maximum length of stay within YFO concessions is limited to 150 days per year. Concession leases determine their own fees, and pay the BLM a percentage of their gross receipts. Concessions are not considered standard or expanded amenity recreation fee sites, and the benefits of the YFO amenity passes and the America the Beautiful Passes do not apply at these facilities. However, a portion of the concession lease fees are deposited as amenity recreation fee revenues and their expenditure is governed by the YFO Amenity Recreation Fee Business Plan. Recreation concession leases within the YFO are authorized by FLPMA, and guidelines for the leasing authority can be found in the CFR, Title 43, Part 2920 – Leases, Permits, and Easements.

Hidden Shores RV Village

Hidden Shores is located 20 miles north of Yuma on the eastern side of Imperial Dam in Yuma County, Arizona. Managed by the private sector, Hidden Shores primarily caters to visitors interested in water-based recreation activities on the lower Colorado River. Facilities provided by Hidden Shores include full RV hookups, boat launches, universally accessible showers and restrooms, convenience store, marina, restaurant, recreation center, golf course, and laundry facilities. Hidden Shores visitors also commonly ride OHVs on the public lands adjacent to the concession.

Walter's Camp

Walter's Camp is located on the old Colorado River channel approximately 60 miles north of Yuma in Imperial County, California. Located between the Cibola and Imperial National Wildlife Refuges, Walter's Camp provides modern camping and boating amenities. Site amenities include universally accessible restrooms and showers, RV campsites with electric hook-ups, primitive campsites, a paved boat launch, convenience store, and a small marina.

2.3 Amenity Recreation Fee Receipts

The YFO has been operating the amenity recreation sites on the same fee schedule since 1999. Table 2-3 outlines the total income generated at the YFO's amenity recreation sites since fiscal year 2003.

Table 2-3				
Amenity Recreation Fee Receipts for Fiscal Years (FY) 2003 to 2006				
Amenity Recreation Fee Site	Amount Collected (in \$)			
	FY 2003	FY 2004	FY 2005	FY 2006
Betty's Kitchen	1,721	1,227	1,035	1,533
Ehrenberg Sandbowl	7	1,346	788	326
Oxbow Recreation and Wildlife Area	12,921	13,559	9,796	13,473
Senator Wash Boat Launch, North Shore, and South Shore Campgrounds	35,592	42,998	38,492	38,837
Squaw Lake	51,127	48,876	59,515	61,778
Total amenity fee receipts	\$101,368	\$108,006	\$109,626	\$115,947
Recreation Concession Leases	105,406	111,393	114,124	107,664
Total	\$206,774	\$ 219,399	\$223,750	\$223,611

2.4 Impacts from Changing the Amenity Recreation Fee Schedule

Implementing the proposed recreation amenity fee schedule would enable the YFO to cover both base operational costs and implement priority enhancement projects at amenity recreation sites as the funds become available. Implementing identified priority enhancement projects is expected to expand the recreational opportunities, experiences, and benefits currently available within the YFO. Priority enhancement projects for YFO amenity recreation sites have been outlined in Table 2-5. These priorities have been identified by both the YFO Recreation and Visitor Services staff and the visiting public. While some funding for these projects may be acquired through grants, emergency funding, or federal appropriations, the YFO would continue to use collected amenity recreation fee revenues as the primary source of funds for amenity recreation site operations and enhancements.

The YFO also examined the potential impacts to minority or low income populations from changing the recreation amenity fee schedule. The fee schedule proposals are most likely to affect low income families who only periodically visit a YFO amenity recreation fee site for day-use activities. These families may not be able to afford the \$10.00 per calendar day fee. However, the proposed \$75.00 annual permit would enable the public to begin saving money from the \$10.00 per day rate after only eight calendar day visits. In addition, almost 99 percent of the BLM lands within the YFO's jurisdiction will continue to provide the public with free recreational opportunities.

Table 2-4 Priority Projects for YFO Amenity Recreation Sites	
First priority projects	Estimated cost (in 2007 \$)
Extend the boat launch and expand the boat trailer parking lot at the Oxbow Recreation and Wildlife Area to address public safety and endangered species concerns	\$120,000 one-time cost
Develop a volunteer host sites at the Ehrenberg Sandbowl and Betty's Kitchen to address public safety and site integrity concerns	\$100,000 one-time cost \$10,000 annual cost
Continue coordination with the YFO Wildland Fire Division to reduce hazardous fuels in and around amenity recreation sites	\$5,000 annual cost
Continue coordination with the YFO Resources Division to restore and enhance wildlife habitat in and around amenity recreation sites	\$10,000 annual cost
Total cost of first priority projects	\$220,000 one-time cost \$25,000 annual cost
Second priority projects	Estimated cost (in 2007 \$)
Re-surface the Senator Wash Boat Launch parking lot and install speed bumps	\$25,000 one-time cost
Replace existing wooden picnic tables with concrete tables at all amenity recreation sites to reduce long-term maintenance costs	\$35,000 one-time cost
Install two universally accessible restrooms at the Senator Wash South Shore Campground	\$30,000 one-time cost
Enhance and expand informational, interpretive, and Spanish language materials on kiosks at all amenity recreation sites	\$12,000 one-time cost \$2,000 annual cost
Install two universally accessible restrooms at the Oxbow Recreation and Wildlife Area	\$20,000 one-time cost
Total cost of second priority projects	\$122,000 one-time cost \$2,000 annual cost
Total cost of all priority projects	\$342,000 one-time cost \$27,000 annual cost

2.5 Impacts from Not Changing the Amenity Recreation Fee Schedule

If the proposed changes to the fee schedule are not implemented, the YFO will most likely no longer be able to afford many of the fundamental services currently provided at the amenity recreation sites. The following impacts to visitor uses and experiences are anticipated from not implementing the proposed changes to the fee schedule:

- Removal of trash disposal facilities and services at all or most amenity recreation fee sites. Trash disposal is one of the most costly services that the YFO provides at the recreation sites. YFO visitors would be required to pack out all garbage that they have packed in, and should expect a greater amount of litter at all recreation fee sites.
- Reduction in janitorial services at amenity recreation fee site restrooms. The YFO

pays contracted labor to regularly clean all recreation site restrooms. These services would be reduced to the minimum amount necessary, and YFO visitors should expect the restrooms to be less clean.

- Reduction in park ranger and law enforcement patrols. As the cost to employ these personnel increases, the YFO would be forced to reduce the staff time spent on these duties. A reduction in these patrols has the potential to compromise visitor safety at recreation fee sites.
- Reduction in volunteer host site services. While the BLM volunteer hosts at the amenity recreation sites are not paid, they are reimbursed for any expenses they incur as a part of their official duties, such as fuel, minor equipment needs, and phone calls. YFO visitors should expect volunteer hosts to be less efficient in completing the day-to-day maintenance activities of the recreation sites.
- Reduction in interpretive services, including signs and brochures. As the cost to develop, manufacture, and install signage increases, the YFO would not be able to expand the interpretive program at the recreation fee sites. Visitors should expect little to no educational materials concerning the natural and cultural history of the YFO to be available at the recreation fee sites.
- Reduced maintenance activities within fee sites. Many fee sites require both regular and periodic maintenance to ensure that the access roads and facilities are in good working order. As the price of labor and fuel for equipment operation continues to increase, the YFO would not be able to maintain the recreation site facilities as often or as quickly when needed. Existing recreation facilities represent a substantial public investment, and YFO visitors should expect a continuing loss of these facilities' functionality.
- Little to no new recreation site improvements. In the YFO, one of the primary uses of collected recreation fees is to reinvest the fees back into the program to complete site improvements. As the cost of completing construction projects continues to increase, the YFO would no longer be able to earmark collected revenues towards recreation site improvement projects. YFO visitors should expect no additional improvements at the recreation sites, including but not limited to, universal accessibility upgrades, Spanish signage, new restrooms, or new volunteer host sites.

2.6 Amenity Recreation Fee Calculation Process

The YFO has used the fair market value method in the amenity recreation fee calculation process. This method is based on comparisons to public and private recreation sites with similar facilities throughout western Arizona and eastern California. These fee schedules were provided to the YFO by each recreation provider during the summer of 2005.

A. Fees Charged at Comparable Recreation Sites

BLM Lake Havasu Shoreline Camp Sites

87 sites, with rest rooms, picnic tables, grills, and boat landing facilities.

- Day-use \$10.00/site

- Overnight use \$20.00/site

BLM Lake Havasu Crossroads Campground

12 tent or RV sites (without hookups), rest room, grills, and picnic tables are available at this 12-acre site along the banks of the Colorado River.

- Day-use \$4.00/vehicle/site

BLM Lake Havasu Bullfrog Day-use Area

This 15-acre day-use facility, located on the banks of the Colorado River, offers 20 sites with rest rooms, picnic tables, grills, and a swimming area.

- Day-use only \$3.00/vehicle

BLM Lake Havasu Take-off Point Boat Ramp

This 5-acre day-use site offers a concrete double-lane boat ramp with immediate parking that accommodates 50 vehicles with trailers, a rest room, fish cleaning station, and handicap-accessible fishing jetty.

- Annual Permit Fee \$50.00
- No daily fees available

Lake Havasu Shoreline Camp Sites on Chemehuevi Tribal Lands

Primitive shoreline camp sites with no amenities are available at sandy beach areas on the California side of Lake Havasu.

- Overnight use \$22.00-28.00
- Day-use \$16.00/vessel

Windsor and Cattail Cove State Parks Campgrounds

RV and tent camping are offered at these Lake Havasu sites. Windsor Beach State Park is located in Lake Havasu City. Cattail Cove State Park is located 15 miles south of Lake Havasu City off State Route 95.

- Overnight use \$14.00-19.00/site/vehicle
- Day-use \$9.00/vehicle
- Dump only \$4.00

Davis Camp Campground

This site, located along the Colorado River below Davis Dam and 2 miles north of Bullhead City, Arizona, offers RV and tent campsites.

- Primitive overnight use \$16.00/site
- Overnight use with full hookups \$19.00/site

La Paz County Park Campground

This site, located along the Colorado River 10 miles north of Parker, Arizona, offers RV and tent campsites.

- Primitive overnight use \$11.00/site
- Overnight use with full hookups \$12.00/site

- Day-use \$4.00/person

Mayflower Park

Mayflower Park has 152 campsites with water, electricity, and a dump station, as well as additional dry camping sites. The park is located on the Colorado River 6 miles northeast of Blythe, California.

- Primitive overnight use \$16.00/site
- Overnight use with electric \$18.00/site
- Day-use \$2.00/person
- Boat launch \$2.00
- Dump only \$10.00

Riviera/McIntyre Destiny RV Resorts

Destiny's Riviera RV Resort and Marina and McIntyre RV Resort are both located in Blythe, California, on the Colorado River. Resort amenities include waterfront RV sites, large boat launches, private swimming lagoons, tent sites, and spacious full hookup RV sites.

- Primitive overnight camping (winter) \$10.00/site
- Primitive overnight camping (summer) \$20.00-25.00/site
- Overnight camping with full hookups (winter) \$19.00/site
- Overnight camping with full hookups (summer) \$37.00-35.00/site

Hidden Beaches River Resort

Hidden Beaches is located 6 miles from downtown Blythe, California. Resort amenities include full service park with 20/30/50 amps service, some shady pull-through sites, LP gas, ice, rest rooms, laundry, private showers, clubhouse, and picnic area.

- Overnight camping with full hookups \$28.00/site for 2 people
- Each additional person \$2.00
- Boat launch only \$4.00

Park Moabi Campground

Park Moabi is located along the Colorado River 8 miles south of Needles, California, offering RV campsites.

- Riverfront overnight camping \$18.00-35.00/site
- Other overnight campsites \$12.00-20.00/site
- Day-use \$6.00/vehicle

Martinez Lake

Martinez Lake is located along the Colorado River north of Yuma, Arizona, offering full hookups, boat launch, and a store.

- Overnight camping with full hookups \$25.00/site

Fishers Landing

Fishers Landing is located along the Colorado River north of Yuma, Arizona, and offers full hookups, a boat launch, and a store.

- Overnight camping \$20.00
- Boat launch only \$5.00

2.7 Proposed Amenity Recreation Fee Schedule

The YFO has not instituted a fee increase at its amenity recreation fee sites since the BLM Recreation Fee Demonstration Program began in 1999. Since that time, normal operating and business costs to conduct recreation management have increased. In addition, visitor use to these sites has substantially increased while Federal funding to the YFO Recreation and Visitor Services program has not kept pace with user demands.

The fair market value method of the Fee Calculation Process has shown that increasing the YFO's amenity recreation fees would still provide the public with comparable recreation opportunities below the average regional cost. Fee increases would offset rising operational and business costs and would enable the YFO Recreation and Visitor program to better address the variety of issues facing the amenity recreation fee sites. Table 2-4 describes the proposed changes to the YFO amenity recreation fee schedule, which would be instituted at all seven YFO amenity recreation fee sites.

Table 2-5 Proposed Amenity Recreation Fee Schedule		
Type of Permit	Amenity Recreation Fee Site Permits	
	Calendar Day Fee	Annual Fee
Current Fees	\$5.00 per vehicle	\$50.00 per vehicle
Proposed Fees	\$10.00 per vehicle	\$75.00 per vehicle
<ul style="list-style-type: none"> • All commercial buses will be charged \$10.00 per vehicle and \$1.00 per passenger after the first 5 passengers. • All school buses and children under 16 are admitted at no charge. • Proposed changes would begin at all seven YFO amenity recreation fee sites on May 1, 2007. 		

Proposed amenity recreation fee schedule recommended by:

 Mark Lowans
 Assistant Field Manager for
 Recreation and Visitor Services

 Date

Proposed amenity recreation fee schedule approved by:

 Rebecca Heick
 Yuma Field Manager

 Date

3.0 SPECIAL RECREATION PERMIT BUSINESS PLAN

3.1 Authority to Collect Special Recreation Permit Fees

The Federal Land Policy and Management Act (FLPMA) of 1976, enables the BLM to regulate use of the public lands through the administration of recreation permits. Permits must be administered in an equitable manner for specific recreational uses of the public lands as a means to manage visitor use, protect recreation resources, provide for the health and safety of visitors, and provide for private and commercial recreation use. Additional guidelines for Special Recreation Permit (SRP) management are provided in the Code of Federal Regulations, Title 43, Part 2930 – Recreation Permit Administration – Policy and Program Direction for Reviewing, Issuing, Administering, Evaluating, Monitoring, and Management.

3.2 Components of the Special Recreation Permit Program

The Yuma Field Office (YFO) SRP program includes permitting commercial activities, organized group events, and individual use of specially managed areas. The BLM SRP program also includes permitting competitive uses on the public lands, however, the public has not approached the YFO to permit such a use in several years. SRPs are issued with stipulations the YFO determined appropriate to mitigate the potential impacts to the natural and cultural resources of the public lands. Revenues generated from commercial activities and organized group events are used to cover the administrative costs of permit authorization and monitoring. Revenues generated from individual use of special areas are used to cover standard operational costs and address identified capital improvement needs.

A. Commercial Activities

The BLM considers any activity on the public lands where a person, group, or organization attempts to make a profit, receive money, or pays for public advertising as a commercial activity. Commercial operators are required to pay a \$90.00 minimum annual fee and provide proof of insurance prior to conducting business on the public lands. Upon the permit's expiration, commercial operators are then expected to pay the BLM 3 percent of their total gross revenues or the \$90.00 minimum fee, whichever is greater. Commonly permitted commercial activities within the YFO include recreational vehicle (RV) supplies, services, and repairs at campgrounds, hunting guide services, and food concessionaires at popular Colorado River recreation sites. The SRP fee schedule for commercial activities is established nationally for all BLM field offices, and the YFO does not have the authority make any changes.

B. Organized Group Events

The BLM issues SRPs for any activities on the public lands that are part of a structured, ordered, consolidated, or scheduled event for recreational purposes. Event sponsors are required to provide proof of insurance to prior to holding an event on the public

lands, and must also pay a \$90.00 minimum fee or \$4.00 per participant, whichever is greater. If the purpose of an event is to generate revenue, then the YFO would issue a SRP for commercial activities. Permitting organized group events enable community groups to recreate together on their public lands. Commonly permitted organized group events within the YFO include horseback rides for local equestrian clubs and Boy Scout campouts. The SRP fee schedule for organized group events is established nationally for all BLM field offices, and the YFO does not have the authority make any changes.

C. Individual Use of Special Areas

The BLM LTVA program was established in the YFO in 1983 to both fulfill the needs of winter visitors and to protect the local desert ecosystem from widespread intensive use. The YFO's two LTVAs are special areas established for management by the SRP program. Although many services and facilities are located in these areas, they primarily provide for resource protection, visitor safety, and regulatory compliance measures. The LTVAs are not BLM campgrounds nor designed as developed recreation facilities.

The YFO LTVA program is extremely labor intensive. Annual operations require approximately 100 volunteers, 3 seasonal park rangers, 1 full-time park ranger, 3 Law Enforcement Officers, and a numerous support staff for program administration purposes. There are several large contracts awarded each year for trash disposal, janitorial services, and sewage pumping.

Visitors may purchase SRPs to continuously stay within any of the LTVAs for up to 7 months, from September 15 to April 15 each year. The 7-month SRP (long-term LTVA permit) currently costs \$140.00. Visitors may also purchase a \$30.00 SRP (short-visit LTVA permit) to stay at the LTVAs for 14 days. SRPs purchased for the use of the LTVAs are honored throughout the BLM's LTVA program for the length of the permit's validity. Each year between April 16 and September 14, the YFO's two LTVAs are managed as amenity recreation sites, and recreation fees are collected according to the YFO Amenity Recreation Business Plan. One contact station at each of the YFO's two LTVAs remains open year round to provide the public with information and assistance.

Imperial Dam LTVA

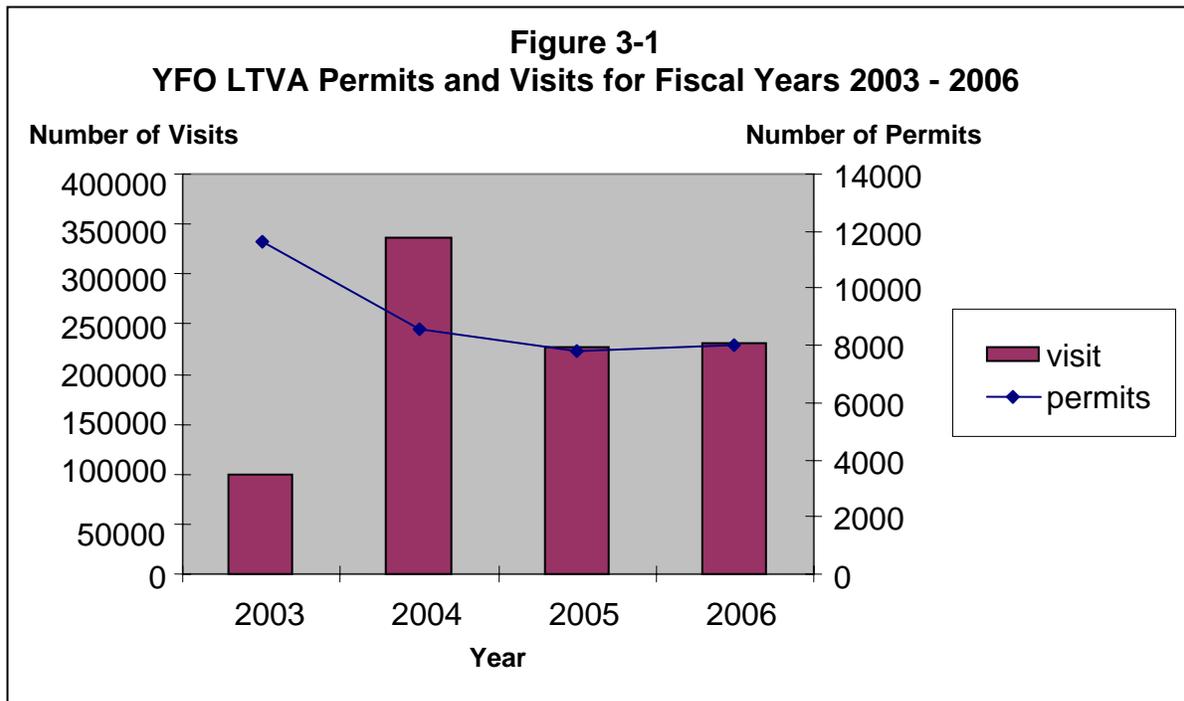
The 3,500-acre Imperial Dam LTVA is situated approximately 21 miles north of Yuma in Imperial County, California, directly south of the Senator Wash Reservoir. The Imperial Dam LTVA provides two universally accessible restrooms, a water distribution site, a three-lane dump station with water, a dry dump station, a grey water dump site, trash disposal services, shade ramadas, three full hook-up sites for volunteer hosts and contractors, post and cable fencing, extensive signage, numerous unpaved roads, and pay phones. The extended period of visitor use of the LTVA creates a heavy demand on the existing facilities. Major issues include the need to upgrade the waste treatment facilities for regulatory compliance purposes. Between April 16 and September 14 of each year, the Imperial Dam LTVA is managed as an expanded amenity site, and fees are collected according to the YFO Amenity Recreation Fee Business Plan.

La Posa LTVA

The 11,400-acre La Posa LTVA is located approximately 2 miles south of Quartzsite in La Paz County, Arizona. Facilities at the La Posa LTVA include a well water system, a water distribution site, a two-lane dump station with leach fields, a dry dump station, garbage collection, ten restrooms, over 3 miles of post and cable fencing, shade ramadas, a concrete dance floor, and extensive signage. Other improvements include four electrical hook-up sites for volunteer hosts, several pay phones, one major paved road, numerous other roads which require routine maintenance, and five permanent volunteer contact stations with electricity and telephones. Major issues include extensive road maintenance needs after heavy rains and OHV trail proliferation outside of the LTVA. Between April 16 and September 14 of each year, the La Posa LTVA is managed as an expanded amenity site, and fees are collected according to the YFO Amenity Recreation Fee Business Plan.

BLM California Desert District LTVAs

The purchase of both long-term and short-visit LTVA permits entitles the holder to stay at all seven of the BLM's LTVAs for the length that the permit is valid. The BLM El Centro Field Office manages the Pilot Knob, Tamarisk, and Hot Spring LTVAs. The Palm Springs/South Coast Field Office manages the Midland and Mule Mountain LTVAs.



3.3 Special Recreation Permit Receipts

Table 3-1 Special Recreation Permit Receipts for Fiscal Years (FY) 2003 to 2006				
Component of SRP Program	Amount Collected (in \$)			
	FY 2003	FY 2004	FY 2005	FY 2006
Commercial activities and organized group events	6,542	5,293	11,261	15,109
Individual use of special areas (LTVA permits)	403,450	401,750	458,035	401,200
Totals	\$ 409,992	\$ 407,403	\$ 469,296	\$416,309

3.4 Impacts from Changing the Long-Term Visitor Area Permit Fee Schedule

The following capital investment needs at the LTVAs have been identified by both the YFO Recreation and Visitor Services staff and the visiting public. While some funding for these projects may be acquired through grants, emergency funding, or Federal appropriations, collected LTVA revenues would continue to serve as the primary source of funding for recreation enhancement projects. The proposed LTVA permit fee schedule would enable the YFO to cover both the base operational costs (outlined in Table 3-3) and implement the following projects as the funds become available. Implementing these projects is expected to maintain and enhance recreational opportunities, experiences, and benefits.

Table 3-2 Priority Projects for YFO Long-Term Visitor Areas	
First priority projects	Estimated cost (in 2007 \$)
Cover annual LTVA operating costs	\$468,000 per year
Second priority projects	Estimated cost (in 2007 \$)
Maintain and/or improve existing signage for SRP fee collection within LTVAs	\$2,000 one-time cost
Maintain and/or improve universal accessibility to existing facilities within LTVAs	\$8,000 one-time cost
Third priority projects	Estimated cost (in 2007 \$)
Construct permanent contact stations at the Imperial Dam LTVA	\$40,000 one-time cost
Replace waterline system at the Imperial Dam LTVA to ensure long term compliance with California water quality standards	\$200,000 one-time cost
Total cost of all priority projects	\$468,000 annual cost \$250,000 one-time cost

The YFO also examined the potential impacts to minority or low income populations from changing the LTVA permit fee schedule. The fee schedule proposals are most

likely to affect individuals and couples with fixed incomes who depend upon the LTVAs as their primary place of residence during part of the year. However, with 228 days in the official LTVA season, the proposed fee schedule only raises the cost of staying in the LTVA 18 cents per day. Because the LTVAs provide water, trash disposal, grey water disposal, numerous volunteer hosts, and restrooms, the proposed fee schedule would still provide a very affordable opportunity to recreate on the public lands.

3.5 Impacts from Not Changing the Long-Term Visitor Area Fee Schedule

The YFO has been operating the LTVAs on the same fee schedule since 2003. However, as the cost of living continues to increase throughout the United States, so does the cost of operating the LTVAs. The YFO must pay both permanent staff and contracted labor more each year for them to provide the indispensable services at the LTVAs. The prices of materials, such as cement, gravel, and steel, and equipment, such as backhoes and tractors, for recreation enhancement projects have substantially increased as well. The YFO must also pay more each year for vehicles, fuel, and cellular telephones needed for essential field going personnel. In addition, the price of supplies, such as toilet paper, brochures, garbage bags, and signs, have also risen.

If the proposed changes to the fee schedule are not implemented, the YFO will most likely no longer be able to afford many of the fundamental services currently provided at the LTVAs. The following impacts to visitor experiences are anticipated from not implementing the proposed changes to the LTVA fee schedule:

- Removal of trash disposal facilities and services at all LTVAs. Trash disposal is one of the most costly services that the YFO provides at the recreation sites. YFO visitors would be required to pack out all garbage that they have packed in, and should expect a greater amount of litter at the LTVAs.
- Reduction in janitorial services at LTVA restrooms. The YFO pays contracted labor to regularly clean all LTVA restrooms. These services would be reduced to the minimum amount necessary, and LTVA visitors should expect the restrooms to be less clean.
- Reduction in park ranger and law enforcement patrols. As the cost to employ these personnel increases, the YFO would be forced to substantially reduce the time BLM employees spend on these duties. A reduction in these patrols has the potential to compromise visitor safety within the LTVAs.
- Reduction in volunteer host site services. While the BLM volunteer hosts at the LTVAs are not paid, the YFO must pay for the costs to operate the LTVA contact stations, such as electricity and telephones. YFO visitors should expect the operating hours of the LTVA contact stations to be reduced.
- Reduction in interpretive services, including signs and brochures. As the cost to develop, manufacture, and install signage increases, the YFO would not be able to expand the interpretive program at the recreation fee sites. Visitors should expect little to no educational materials concerning the natural and cultural history of the YFO to be available at the LTVAs
- Reduced maintenance activities within the LTVAs. The YFO must conduct both

regular and periodic maintenance to ensure that the access roads and facilities are in good working order. As the price of labor and fuel for equipment operation continues to rise, the YFO would not be able to maintain the LTVA facilities as often or as quickly when needed. Existing recreation facilities represent a substantial public investment, and YFO visitors should expect a continuing loss of these facilities' functionality.

- Little to no new improvements at the LTVAs. The YFO's primary means of completing new improvements at the LTVAs is through reinvesting collected recreation fees. As the cost of completing construction projects continues to increase, the YFO would no longer be able to earmark collected revenues towards LTVA improvement projects. YFO visitors should expect no additional improvements at the LTVAs, including but not limited to, universal accessibility upgrades, resurfaced access roads, and new volunteer host sites.

3.6 Special Recreation Permit Fee Calculation Processes

The fees associated with SRPs to authorize commercial activities, organized group events, and competitive events are established by the BLM Director in Washington, D.C. This fee schedule is periodically updated and used by all BLM field offices throughout the United States. The cost of SRPs for the use of special areas, including the YFO's two LTVAs, are set at the discretion of the responsible BLM field offices.

To determine the prices of LTVA SRPs, the YFO has used the cost recovery method in the fee calculation process. Program costs associated with issuing permits, providing park ranger and law enforcement personnel, supplying and maintaining LTVA facilities, and SRP fee accounting and administration have continually risen each year. All fees collected from the La Posa and Imperial Dam LTVAs are segregated from amenity recreation fees and these revenues are only reinvested within the YFO LTVA program. The annual costs to operate the YFO's two LTVAs are outlined in Table 3-3.

Since the LTVA program began in 1983, the LTVA SRP fees have been increased every two to three years to reflect the rising costs to support the program and to fund enhancements at the LTVA requested by the recreating public.

Table 3-3 Annual Operational Budget for YFO Long-Term Visitor Areas	
LTVVA Operational Component	Estimated annual cost (in 2007 \$)
Janitorial services	\$35,000
Sewage pumping and waste water treatment facilities monitoring and maintenance	\$25,000
Campground supplies (e.g. brochures, toilet paper, permits, etc.)	\$35,000
Volunteer services	\$48,000
Garbage disposal services	\$50,000
BLM labor (park rangers, law enforcement, administration, accounting, etc.)	\$180,000
Road maintenance	\$25,000
Equipment (vehicles, fuel, cellular telephones, uniforms, etc.)	\$55,000
Utilities (water, electric, and telephones)	\$15,000
Total annual cost	\$468,000

3.7 Proposed Long-Term Visitor Area Fee Schedule

Proposed changes in the cost of LTVA permits represent the estimated funds needed to fully operate the LTVAs based on the cost recovery fee calculation process explained above. The proposed LTVA fee schedule also represents a consensus between the Yuma, El Centro, and Palm Springs/South Coast Field Offices on the appropriate level of cost recovery now needed to maintain the LTVA program.

Table 3-4 Proposed Long-Term Visitor Area Permit Fee Schedule		
Type of Permit	Long-Term Visitor Area Permits	
	7-month Permit	14-day Permit
Current Fees	\$140.00	\$30.00
Proposed Fees	\$180.00	\$40.00
<ul style="list-style-type: none"> Proposed fees would begin on September 15, 2007. 		

Proposed Long-Term Visitor Area fee schedule recommended by:

 Mark Lowans
 Assistant Field Manager for
 Recreation and Visitor Services

 Date

Proposed Long-Term Visitor Area fee schedule approved by:

 Rebecca Heick
 Yuma Field Manager

 Date

4.0 BIBLIOGRAPHY

- Federal Land Recreation Enhancement Act, Public Law 108-447.
- Federal Lands Policy and Management Act, Public Law 94-579.
- Code of Federal Regulations, Title 43, Part 2920, Leases, Permits, and Easements.
- Code of Federal Regulations, Title 43, Part 2930, Recreation Permit Administration – Policy. and Program Direction for Reviewing, Issuing, Administering, Evaluating, Monitoring, and Management.
- Code of Federal Regulations, Title 43, Part 2933, Recreation Use Permits for Fee Areas.
- U.S. Code, Title 16, Chapter 87, Part 6804, Recreation passes.
- BLM Recreation Permit Administration Handbook (H-2930-1), August 2006.
- Bureau of Land Management, Yuma Field Office, Recreation Management Information System Reports, Report #23c for Fiscal Years 2003 to 2006.
- Bureau of Land Management, Yuma Field Office, Collection Billing System, Pivot Reports for Fiscal Years 2003 to 2006.