

Dalton Highway Recreation Fee Site Business Plan



United States Department of the Interior Bureau of Land Management
Central Yukon Field Office
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Image 1. Trans-Alaska Pipeline Near Galbraith Lake on the Dalton Highway

BLM Central Yukon Field Office
Recreation Fee Sites Business Plan

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

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Business Plan for BLM Central Yukon Field Office Campgrounds

Executive Summary

The Bureau of Land Management (BLM) Central Yukon Field Office (CYFO) prepared this recreation fee business plan pursuant to the Federal Lands Recreation Enhancement Act (FLREA) of December 2004 (P.L. 108-477, as amended) and BLM recreation permit and fee program policy. FLREA provides the BLM the authority to charge and collect recreation fees for benefits and services provided to visitors. FLREA also authorizes the BLM to retain collected fees locally, outlines how revenues may be used, and identifies specific limitations on recreation fees. Collected revenue may be expended for benefits and services such as facility repair, maintenance, enhancement, interpretation, visitor information and services, visitor needs assessments, signs, restoration, law enforcement related to public use and recreation, and operating or capital costs directly associated with the recreation fee program.

BLM Manual 2930 requires field offices to produce a business plan when establishing new fee areas and sites and developing or changing recreation fees. The business plan outlines the fee program for the identified location and thoroughly discusses and explains how fees are consistent with the criteria set forth in FLREA. Business plans assist offices in determining appropriate fee rates, outlining the costs of administering fee programs, and identifying priorities for future fee program expenditures. The plan also serves as the outreach document to provide the public with opportunities to participate in the development of or modification of recreation fees.

The CYFO manages campground use through issuance of Recreation Use Permits (RUP) for short-term recreation use of specialized sites, facilities, and/or services which meet the fee collection criteria established by FLREA. This business plan describes the recreation fee sites, proposed site fee changes, planned fee revenue expenditures, a financial analysis of fee charges for other similar recreation facilities, and impacts of proposed fee changes.

After careful consideration of the current fee program, the anticipated revenues and expenditures, and comparison with other regional recreation providers, the CYFO proposes the following fee modifications:

- Increase the authorized individual campsite fee at Marion Creek, Five Mile, Arctic Circle, and Galbraith Lake Campground from \$10.00 to \$12.00.
- Establish a fee of \$42.00 per night for proposed cabin sites identified in this plan.
- Add an expanded amenity fee for reservation services across the field office.

The proposed fee modifications are necessary to meet the growing expenses of the campground program, especially deferred maintenance costs stemming from the growing popularity of the Dalton Highway Corridor as a travel destination and an associated increase in public use. The growth in expenses is compounded by the increasing age of the Dalton Highway campgrounds and a resultant increase in deferred maintenance needs. Developed fee campgrounds and cabins are a management tool used to prevent further resource damage and to provide better visitor services.

1. Introduction

a. Background and Authorities

The authorities and regulations for this business plan are:

- **The Federal Land Policy and Management Act of 1976, as amended (FLPMA)**, [Public Law 94-579], contains BLM's general land use management authority over the public lands, and establishes outdoor recreation as one principal use 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. The BLM originally began collecting recreational fees for the use of public lands under this authority. Section 303 of FLPMA contains the BLM's authority to enforce the regulations and impose penalties.
- **The Federal Lands Recreation Enhancement Act (FLREA), 2004** [Public Law 108- 447], repealed applicable portions of the Land and Water Conservation Fund Act and replaced the BLM's authority to collect recreational fees. The FLREA provides the BLM the authority to establish, modify, charge, and collect recreation fees at federal recreation lands and waters that meet certain requirements. The FLREA also allows the BLM to keep the fee revenues at the local offices where they are collected and directs how the BLM will manage and utilize these revenues, including for expenses such as facility repair, maintenance and enhancement, interpretation, visitor information, services and needs assessments, signage, law enforcement directly related to public use and recreation, and operating or capital costs associated with the Recreation and Visitor Services program. The FLREA also established the America the Beautiful - The National Parks and Federal Recreational Lands Pass program.
- **43 CFR 2930: Permits for Recreation on Public Land**
This business plan has also been prepared pursuant to all applicable BLM recreation fee program policies and guidance, including:
 - BLM Recreation Permits and Fees Manual 2930
 - BLM Recreation Permits and Fees Administration Handbook (2930-1 Handbook)

b. Fees and Business Plan Requirement

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

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

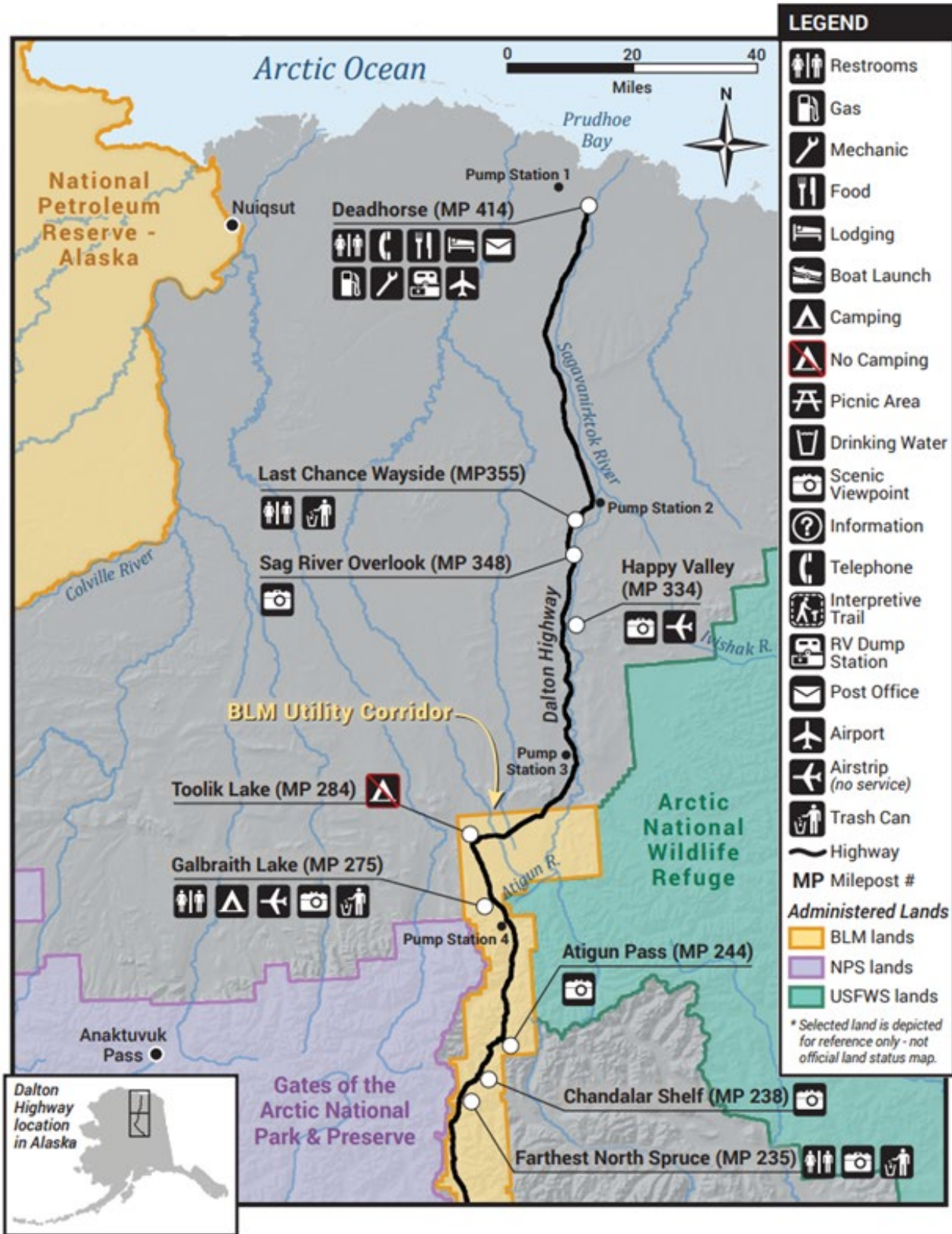
This business plan will assist the CYFO in meeting these recreation and visitor service goals.

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

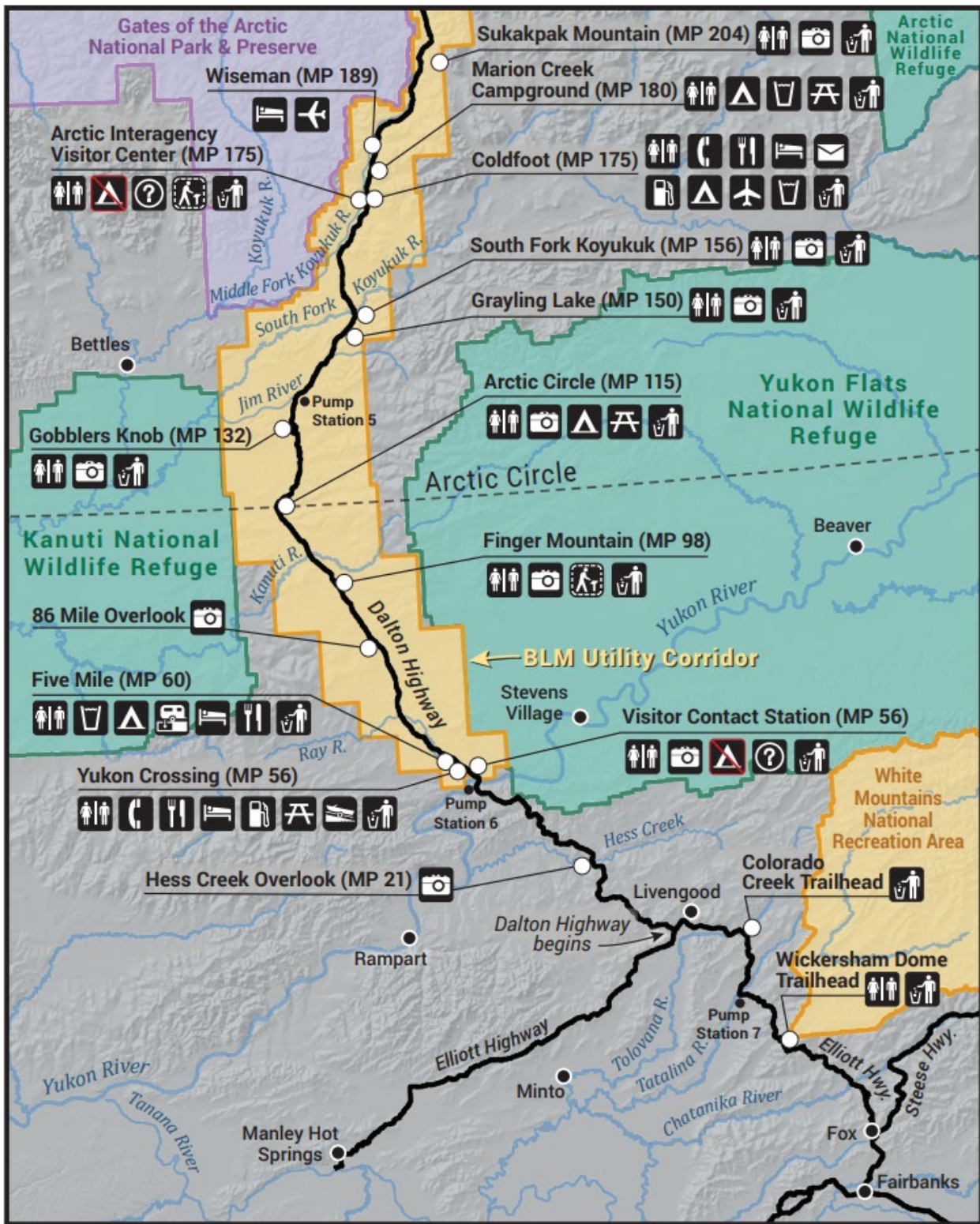
This business plan meets the criteria defined in the FLREA. The plan describes the fee sites, proposed fee changes, addition of facilities to the fee system, associated operating costs, financial analysis, and impacts of proposed fee changes. It includes analysis of data from internal BLM tracking and accounting mechanisms such as the Recreation Management Information System (RMIS), Collections and Billings Systems (CBS), Federal Business Management System (FBMS), and other locally generated recreation and visitor use tracking spreadsheets. For more detailed information, contact the CYFO. Some data contained in these systems may be subject to Privacy Act requirements.

The plan covers recreation fee revenues for developed campsites at four campgrounds, all located within the Dalton Highway Special Recreation Management Area on BLM-administered public lands in northern Alaska. Under FLREA, an expanded amenity fee may be charged for the use of certain facilities or services, in this case developed campgrounds that provide at least a majority of the following: tent or trailer spaces, picnic tables, drinking water, access roads, the collection of the fee by an employee or agent of the federal land management agency, reasonable visitor protection, refuse containers, toilet facilities, and/or simple devices for containing a campfire. Each of the facilities covered by this plan has, or will have at the time collection begins, the required amenities to qualify for collection of expanded amenity fees. The CYFO uses such fees to fund campground maintenance, operations, visitor services, and construction of new campground facilities. In the CYFO, campground revenues are deposited in a recreation fee account with the designation WBS LVRDAK110000.

Map 1. Dalton Highway - Coldfoot to Deadhorse.



Map 2. Dalton Highway - Fairbanks to Milepost 215



2. Background

a. Area Description

The James W. Dalton Highway (Dalton Highway), formerly called the Haul Road, is a rough, industrial road that begins 84 miles north of Fairbanks and travels 414 miles northward, where it terminates in the industrial camp of Deadhorse at Prudhoe Bay on the Arctic Ocean. The road was built in 1974 to haul industrial equipment to the Prudhoe Bay oil fields. The State of Alaska (SOA), in conjunction with the oil industry, initially prohibited access to all non-commercial traffic.



Image 2. Trucks on the Dalton Highway next to the Trans-Alaska Pipeline near Pump Station 4

Beginning in 1981, the SOA eased public entry, allowing access as far north as Disaster Creek at milepost (MP) 211. In 1981 the road was renamed the James W. Dalton Highway. The Utility Corridor Final Management Plan (January 1991) and Dalton Highway Recreation Area Management Plan (November 1991) provided the management guidance for recreation site and program development. When the SOA opened the full length of the highway to public use in 1994, the demand for recreational facilities and campgrounds increased. The CYFO administers the BLM utility corridor and adjacent lands along the Dalton Highway from MP 56 to just south of MP 300. Along that section of highway, the BLM manages four campgrounds, 15 waysides (including outhouses), and a visitor contact station at Yukon Crossing.

With its agency partners, the National Park Service and United States Fish and Wildlife Service (USFWS), the BLM also operates the Arctic Interagency Visitor Center (AIVC) and smaller Winter Visitor Center in Coldfoot. Marion Creek and Arctic Circle Campgrounds are the only BLM fee sites along the Dalton where RUPs are collected currently. The other two campgrounds (Galbraith Lake and Five Mile) are currently operated as non-fee sites. These sites are eligible through FLREA to collect fees, however, the CYFO authorized officer has decided to defer collection of fees at these two locations until certain upgrades are completed, scheduled within the next five years. Table 1 lists amenities for the campgrounds.

b. Visitor Demographics

Most Alaska residents visiting the Dalton Highway are from the Fairbanks North Star Borough and neighboring communities. Some visitors have come back to the area year after year for decades, while others visit because of its adventurous appeal.

The Dalton Highway is the final stretch of road in Alaska connecting Canada and the lower 48 to the Arctic region of the United States. As such, the Dalton Highway is an attractive destination for adventurous tourists. The visitor logbook at the AIVC in Coldfoot provides insight into the country of origin of Dalton Highway tourists, however, due to COVID-19 closures of the facility and corresponding staff retirement and turnover, fiscal year (FY) 2019 is the most current year of demographic information.

Of the 499 visitors who signed the logbook during the summer of 2019, 72% came from the lower 48 states, while 10% came from Alaska. Visitors from Canada and Mexico represented 3%. Visitors from Europe traveled from 15 different countries and constituted 9% of visitors. Five different countries in Asia were represented by 6%, and visitors from Australia and New Zealand accounted for less than 1%. Figure 1 below shows the breakdown of visitors by continent.

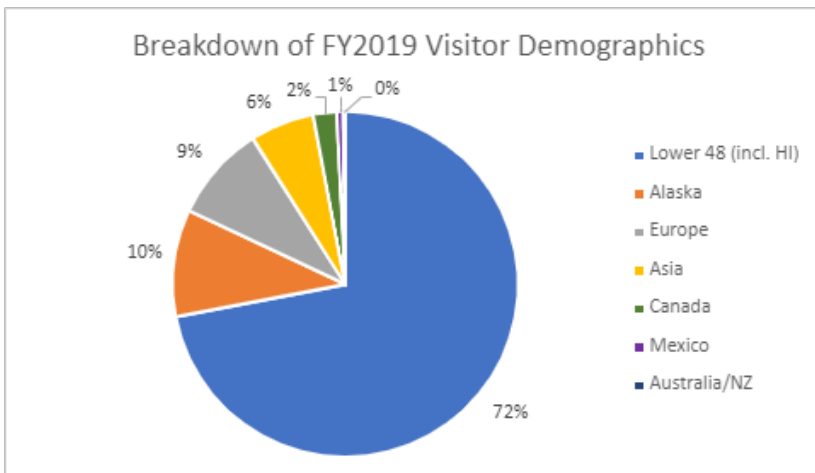


Figure 1. Breakdown of Self-Reported Visitor Demographics in FY2019 at AIVC

The AIVC had an average of 6,260 visitors from FY2018-2022. Of those visitors, 20% were on guided tours, 78% were independent travelers, and 2% were educational groups. Though visitor origins are not

formally tracked, guided tours are primarily non-residents visiting the Dalton Highway and independent travelers are generally visitors from the lower 48 or resident travelers.

The following information was compiled from United States Census Bureau data, Statistics Canada – Census Profile, and SOA Labor Department and Workforce Development – Research and Analysis data.

The SOA has a population of 733,391 people with 291,247 living in the Municipality of Anchorage and 107,081 in the Matanuska-Susitna Borough. Anchorage is the most populous city in Alaska. Fairbanks North Star Borough has an estimated population of 95,655, the third highest in the state and the most populous near the Dalton Highway.

Alaska is the twelfth most diverse state in the United States. Anchorage has a diversity index of 66.7%, meaning it ranks in the top fifteenth percentile for diversity in the nation and has three of the most ethnically diverse neighborhoods in the country, according to 2013-2014 census data. The median household income for the SOA is \$77,790 (2016-2020) with 10.5% of the population living below the poverty level. The state’s median age is thirty-four with 47.6% of the population being female. Alaska is racially composed of 64.5% Whites (non-Hispanic), 15.7% American Indians and Native Alaskans, 7.5% Hispanics or Latinos, 6.6% Asians, 3.6% Black or African Americans, 1.6% Native Hawaiians and other Pacific Islanders, and 7.9% two or more races.

The median household income for Fairbanks North Star Borough is \$76,464 (2016-2020) with 7.2% of the population living below the poverty level. The median age is 31.5; 23.5% are persons under the age of eighteen and 45.9% of the population is female. Fairbanks is racially composed of 75.3% Whites (non-Hispanic), 3.4% Asians, 8.4% Hispanics or Latinos, 8.2% American Indians and Native Alaskans, 5.2% Black or African Americans, .6% Native Hawaiian and other Pacific Islander, and 7.2% two or more races.

c. Recreation Campsite Descriptions

Table 1. Campground Descriptions and Amenities

Site	Type	Location	Amenities	Points of Interest
Five Mile	Developed (7 sites) with a large, open graveled section	MP 60, 4 miles north of Yukon River	Potable water, dump station, outhouse, picnic tables, fire rings, leveled tent sites	Yukon River and food service nearby
Arctic Circle	Developed (19 sites) with leveled camp sites	MP 115, on hill above Arctic Circle Wayside	No water currently, outhouse, picnic tables, fire rings, leveled tent sites	Arctic Circle, pipeline, hiking
Marion Creek	Developed (27 sites) including tent and pull through	MP 180, 5 miles north of Coldfoot	Potable water, outhouse, picnic tables, fire rings, host, trash, leveled tent sites	Hiking, fishing, visitor center in Coldfoot
Galbraith Lake	Developed (12 sites) with a large, open graveled section	MP 275, 2.5 miles off highway near airstrip	Picnic tables, fire rings, outhouse, trash, leveled tent sites	Hiking, fishing, wildlife viewing, access to backcountry

i. Five Mile Campground

The Five Mile Campground, located four miles north of the Yukon River at MP 60, offers the most amenities of any public site along the Dalton Highway. The campground includes potable water, interpretive displays, information kiosks, outhouse toilets, and trash services. The site also has the only free public recreational vehicle (RV) dump station along the highway. The campground is staffed by volunteer hosts during the summer season. This is a rustic campground that was once a man-camp during the construction of the Trans-Alaska Pipeline. The site is in a graveled open space and fee implementation has been deferred pending a campground renovation. Each campsite has a picnic table and fire ring. Visitors enjoy activities such as hiking, picnicking, hunting, interpretive sightseeing, fishing, and boating access nearby at Yukon Crossing. Four miles south of the campground on the north bank of the Yukon River, the commercially operated Yukon River Camp provides year-round services such as phone service, lodging, gas, and a restaurant dining. Another restaurant offers meals and lodging within walking distance of the campground.

Table 2. Five Mile Campground Visitation

FY	Visits	Visitor Days
2018	601	689
2019	527	604
2020	93	107
2021	396	454
*2022	450	680
5-Year Average	413	506

*Visit data was recalculated beginning FY2022 which resulted in lower visit data comparable to previous years. Visit data from FY2022 moving forward only captures the number of permits issued and does not incorporate visitation.



Image 3. Five Mile Campground

ii. Arctic Circle Campground

The Arctic Circle Campground is located at MP 115, a short drive up the hill behind the Arctic Circle Wayside sign, interpretive viewing deck, and picnic area. The campground underwent a significant revision during the summer of 2021. \$1.2 million dollars were invested into improvements of this facility. This campground now provides 19 leveled campsites-including sites for RVs, regular vehicles, two walk-in sites, two new vault restroom facilities, new fire rings and picnic tables, and bear-proof trash receptacles. The campground was designed to be universally accessible and now has many more amenities for the visiting public. An interpretive trail is being planned from the campground down into the adjacent Fish Creek basin. This trail would provide visitors with interpretive information on the local flora and fauna of the area. There would not be a fee to use the trail. CYFO began collecting fees for the campground late in FY2022 following the addition of site improvements.

Table 3. Arctic Circle Campground Visitation

FY	Visits	Visitor Days	Revenue
2018	501	2014	N/A
2019	454	1825	N/A
2020	600	2413	N/A
2021	60	241	N/A
2022	247	993	\$1,075
5-year Average	372	1497	\$1,075



Image 4. Arctic Circle Campground

iii. Marion Creek Campground

Marion Creek Campground is located 5 miles north of Coldfoot at Dalton Highway MP 180. The 26-site campground offers potable water, outhouse toilets, trash services, firewood, fire rings, accessible campsites, pull-through sites, and picnic tables. The campground is open from late May through late September and closed to the public the remainder of the year. Volunteer campground hosts support the operation during the summer months. The campground and surrounding area offer visitor services (at the AIVC), river access, interpretive sightseeing, river rafting, fishing, hiking, and hunting. Five miles south of the campground the small community of Coldfoot has the following services: restaurant, gas station, phone, internet access, lodging, and tire repair. Marion Creek Campground is one of two Dalton Highway campgrounds that currently charge a fee. The fee is \$10 per night, and roughly 65% of visitors pay half price (Senior or Access Pass).

Table 4. Marion Creek Campground Visitation and Fees

FY	Visits	Visitor Days	Total Revenue
2018	682	2728	\$5,191
2019	831	3324	\$5,406
2020	397	1588	\$4,018
*2021	1200	4800	\$5,200
2022	701	2104	\$6,541
5-Year Average	762	2909	\$5,271

*Estimated visitation due COVID and Canadian travel restrictions

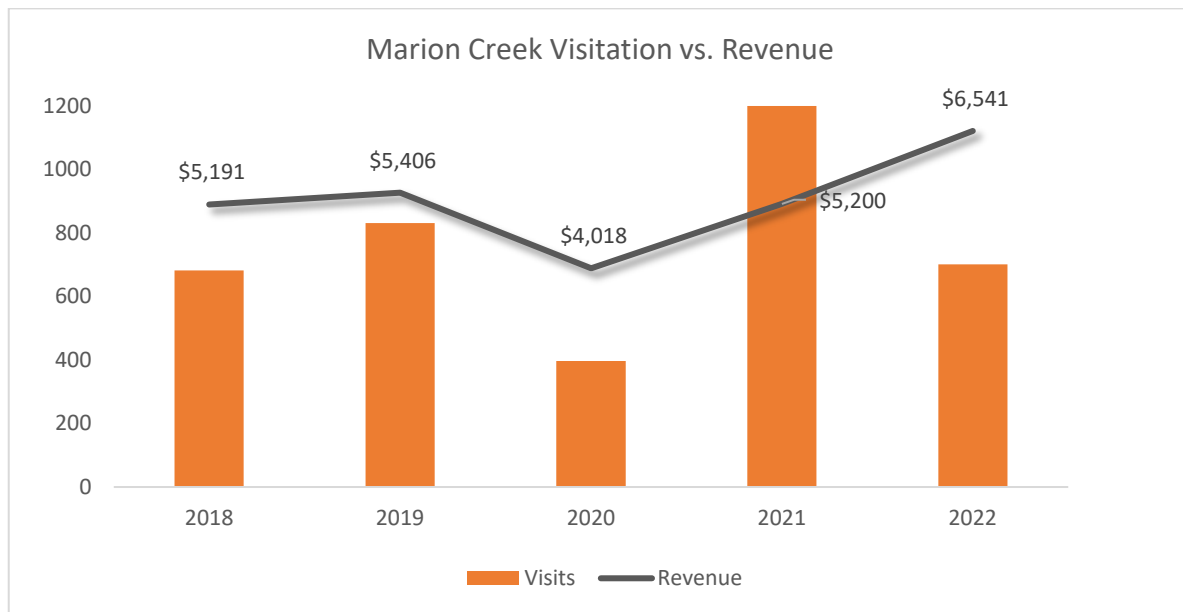


Figure 2. Marion Creek Campground Visitation Vs. revenue from FY2018-FY2022



Image 5. Marion Creek Campground

iv. Galbraith Lake Campground

Galbraith Lake Campground is located near an ancient glacial lake that once occupied the entire Atigun Valley. The campground is located 2 miles down an access road at MP 275 of the Dalton Highway. It is the farthest north campground on the Dalton Highway with an information kiosk and interpretive signs, as well as an outhouse toilet and trash service. Fee implementation is currently deferred. Sweeping vistas of the arctic plain are available to those who camp here. The campground was originally a man-camp during the construction of the Trans-Alaska Pipeline.

Campsites were established by user preference. In 2017 BLM Alaska engineers, in collaboration with CYFO recreation staff, used deferred maintenance funds to establish permanent campsites with picnic tables and fire rings and upgrade the access roads.

Table 5. Galbraith Lake Campground Visitation

FY	Visits	Visitor Days
2018	1686	3883
2019	1295	2370
2020	1160	97
2021	241	643
2022	966	974
Average	1070	1593



Image 6. Galbraith Lake Campground

v. Galbraith Lake Proposed Cabin

Galbraith Lake proposed rental cabin would be a three-sided log, 16 ft by 16 ft primitive structure. The cabin would sleep six adults and would be equipped with cook stove, lantern, wood stove, cooking counter, bunks, and an outhouse. The cabin would be accessible by vehicle in summer (May 15–October 15), and by snowshoe, ski, or hiking in the winter (October 16-May 14) via the Galbraith Lake Campground Road (2 miles). The cabin would be in the Galbraith Lake Campground, approximately 4.2 miles from the Dalton Highway, and 358 miles from Fairbanks. This cabin would offer users opportunities for hiking, skiing, floating, and wildlife viewing.

It is estimated that this cabin could generate at least \$3,227 annually. This figure is based on visitation and revenue data from FY2018-FY2022 from the lowest-earning and visited cabin in the White Mountains National Recreation Area (WMNRA), Wolf Run Cabin. Wolf Run is a winter-only use cabin and 23 miles from the road system.

Table 6. Galbraith Lake Cabin Projections

	*Visitation	*RUPs Issued	*Site Occupancy	*Length of Stay	Proposed Fee	Potential Revenue from Proposed Fees
Galbraith Lake Cabin Projections	486	74	77	1.13	\$42	\$3,227

*Based on 5-year average of Wolf Run Cabin in the WMNRA

Map 3. Location of Proposed Galbraith Lake Cabin.



vi. Coldfoot Pan Abode Cabin

Coldfoot Pan Abode Cabin would be a cedar log, 20 ft by 20 ft primitive structure. The cabin would sleep six adults and would be equipped with cook stove, lantern, wood stove, cooking counter, bunks, and an outhouse. The cabin is accessible by vehicle year around. The cabin would be in Coldfoot, approximately half mile from the Coldfoot Camp and Fueling Station, 254 miles north of Fairbanks. This cabin would offer users opportunities for hiking, skiing, and wildlife viewing.

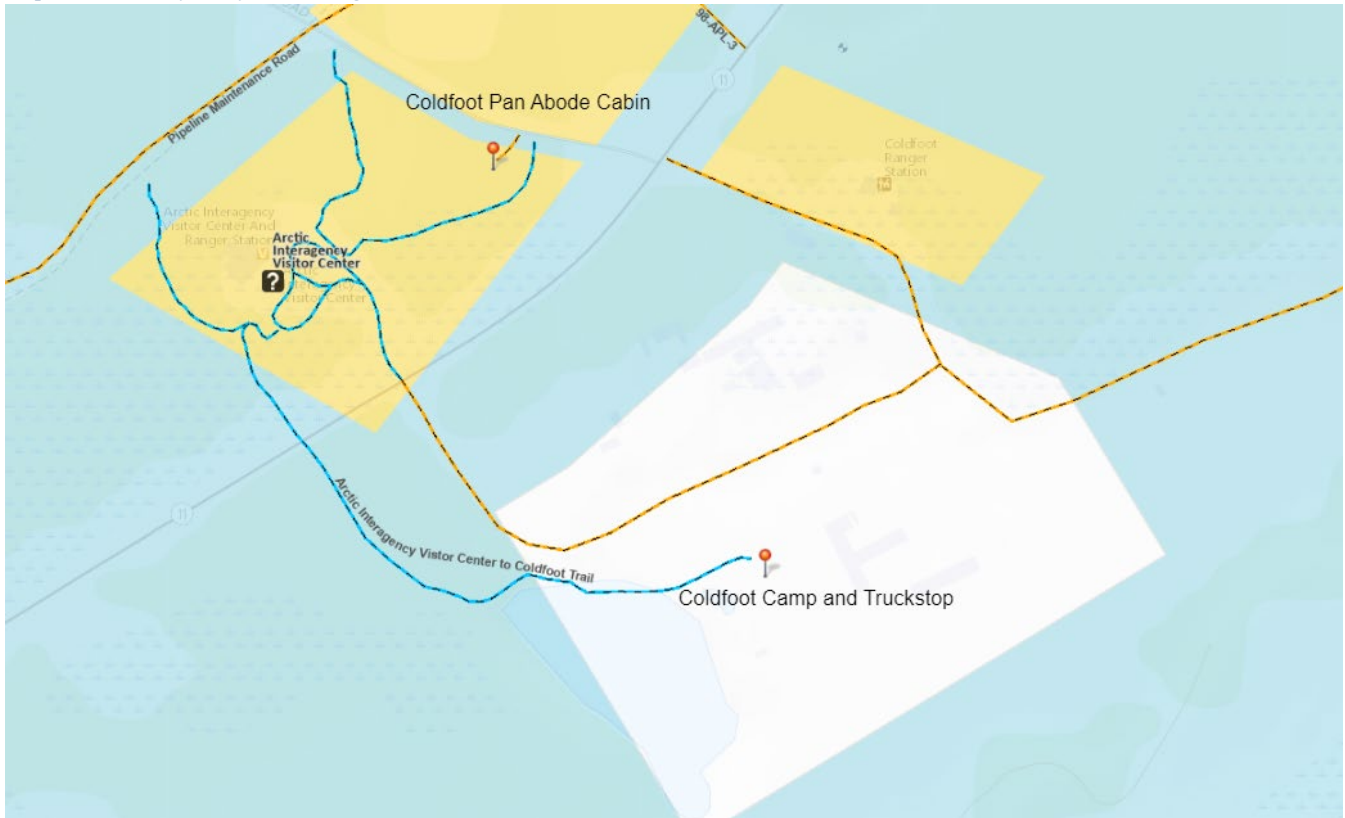
It is estimated that this cabin could generate at least \$4,304 in annual revenue. Figures are based on Richard’s Cabin in the WMNRA, a winter-use only, low-visited cabin with the longest average length of stay.

Table 7. Coldfoot Cabin Projections

	Visitation	RUP	Site Occupancy	Length of Stay	5-year Average Revenue	Potential Revenue from Proposed Fees
Coldfoot Cabin Projections	1515	84	102	1.22	\$42	\$4,304

*Based on 5-year average of Richard’s Cabin in the WMNRA

Map 4. Location of Coldfoot Existing Cabin.



vii. Arctic Circle Proposed Cabin

Arctic Circle proposed cabin would be a three-sided log, 16 ft by 16 ft primitive structure. The cabin would sleep six adults and would be equipped with cook stove, lantern, wood stove, cooking counter, bunks, and an outhouse. The cabin would be accessible by vehicle in summer (May 15–October 15), and by snowshoe, ski, or hiking in the winter (October 16-May 14) via the Arctic Circle Campground Road. The cabin would be in the Arctic Circle Campground, approximately one mile from the Dalton Highway and Arctic Circle Wayside, and 194 miles from Fairbanks. This cabin would offer users opportunities for hiking, skiing, and wildlife viewing.

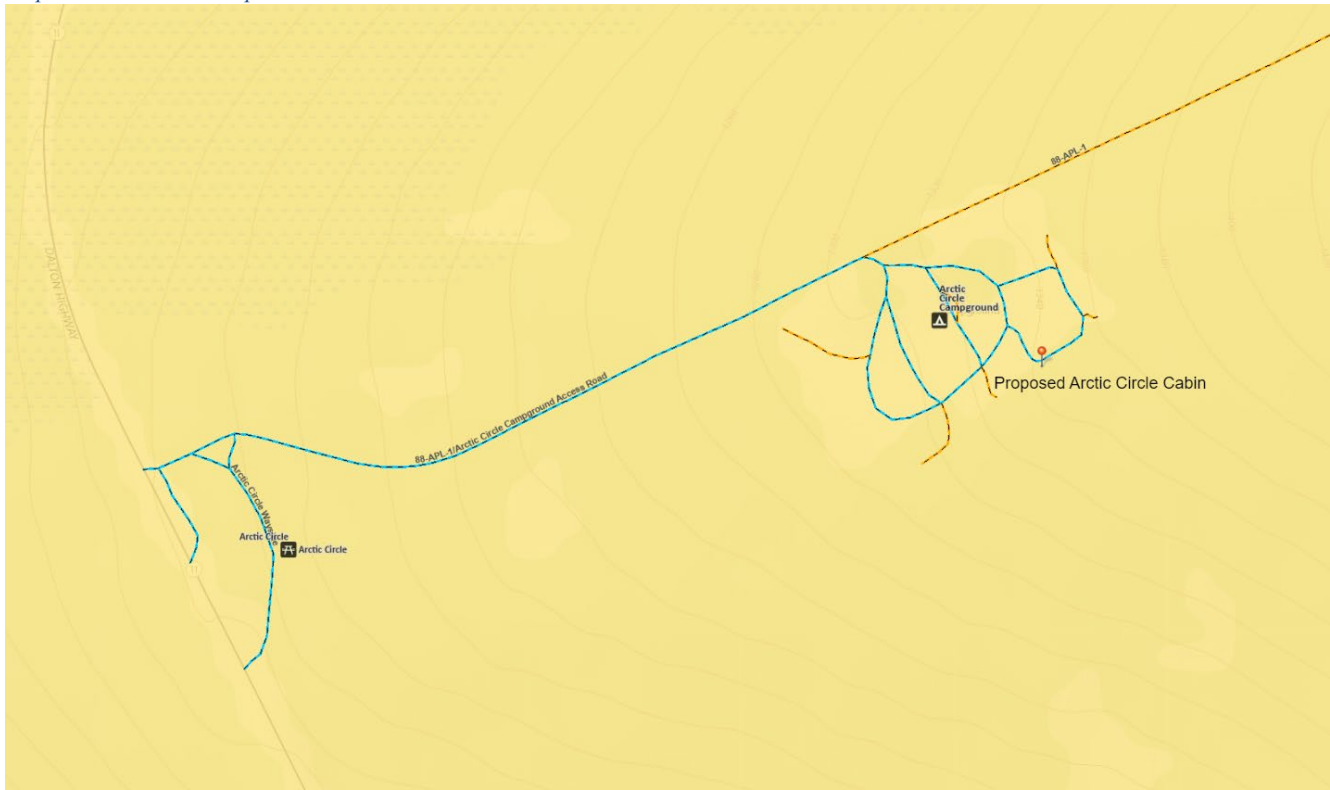
It is estimated that this cabin could generate at least \$3,227 annually. This figure is based on visitation and revenue data from FY2018-FY2022 from the lowest-earning and visited cabin in the WMNRA, Wolf Run Cabin. Wolf Run is a winter-only use cabin and 23 miles from the road system.

Table 8. Proposed Cabin Projections

	Visitation	RUP	Site Occupancy	Length of Stay	5-year Average Revenue	Potential Revenue from Proposed Fees
Proposed Cabin Projections	486	74	77	1.13	\$42	\$3,227

*Based on 5-year average of Wolf Run Cabin in the WMNRA

Map 5, Arctic Circle Proposed Cabin



d. Operating Costs

The CYFO expends considerable resources in managing the BLM Utility Corridor recreation sites and campgrounds along the Dalton Highway. The current system of waysides and campgrounds requires substantial levels of facility maintenance, visitor contact, signage, staff, volunteers, and law enforcement support to maintain a presentable and safe experience for visitors, year-round. CYFO management resources available include two full-time outdoor recreation planners, one full-time interpretive park ranger, one full-time maintenance park ranger, one seasonal park ranger, several volunteer campground hosts, and law enforcement staff.

Campgrounds and the AIVC are currently open only during the snow-free months, but a growing winter tour industry, focused largely on northern lights viewing, is increasing BLM's expenditures during non-summer months. Outhouse maintenance costs have increased, and the Yukon Crossing station is now open May through September. The BLM and its partner agencies are also holding preliminary conversations about potentially staffing the AIVC during the winter.

Direct costs for recreation management of the Dalton Highway BLM Utility Corridor include BLM employees, volunteer, contractors, and intern labor. Services include diverse items such as restroom pumping, garbage collection, firewood, hazard tree mitigation, potable water testing, vehicles, law enforcement, signage, maintenance materials and supplies, brochures, and interpretive materials.

The CYFO operates a small fleet of vehicles to support the recreation program along the Dalton Highway. The fleet includes two large 4500/5500 series 4x4 stake bed trucks, three passenger pickup trucks, two specially designed gooseneck 30-foot garbage trailers with custom-designed animal-proof covers, one enclosed 5-foot x 10-foot trailer for hauling potable water to remote sites, one flatbed auto-transport trailer for transportation of equipment and removal of abandoned vehicles, one hydraulic snow plow for the 4500 series truck, two snow blowers, one skid-steer loader with several attachments (i.e., snow blower, bucket, post hole digger, brush hog), and three power washers with 100-gallon water tanks. This extensive collection of equipment is necessary to maintain four campgrounds and 15 waysides with a total of 33 vault toilets along 238 miles of remote, rough industrial highway.

Labor is the most expensive direct cost. Two full-time outdoor recreation planners are tasked with managing all aspects of recreation across the length of the Dalton Highway, as well as remote lands that are accessible only via aircraft. The CYFO expends a significant amount of time managing recreation fee sites as well as non-fee sites that draw considerable visitation.

Leading staff, managing volunteer campground hosts, and developing interpretive materials are among the many duties associated with managing fee sites and developed recreation areas. A percentage of the overall recreation budget also funds engineering staff to work on deferred maintenance, facility upgrades, and new projects as needed.

Unanticipated expenditures are the biggest unknown when it comes to operation costs. Water system failures, winter snow and plowing damage, and the price of fuel to transport materials to this remote region are recent examples where the BLM has used considerable recreation fee revenue and base budget funding.

Table 9. Labor and Supply Breakdown for Recreation Fee Site Operation

Expenditures	Cost (approximate)
Labor – Outdoor Recreation Planner (2 work months)	\$22,000
Labor – Outdoor Recreation Planner (2 work months)	\$19,000
Labor – Maintenance Park Ranger (4 work months)	\$35,600
Labor – Seasonal Park Ranger (4 work months)	\$29,000
Campground Host reimbursement payments	\$12,000
Supplies and Materials	\$8,000
Vehicles	\$20,000
Total	\$145,600

Table 9 lists anticipated costs associated with operating all CYFO fee and non-fee sites along the Dalton Highway in FY2022. The most variable (and unpredictable) cost in this breakdown are vehicles and the associated fuel to operate them —when fuel prices spike, BLM’s costs rise with them.

e. Recreation Use Fees and Revenues

From FY2018 through FY2022, an estimated yearly average of 89,874 people visited lands along the Dalton Highway. In FY2019, 128,949 visitors were recorded visiting the Dalton Highway. With the onset

of the Covid-19 pandemic in 2020, annual visitation dropped to 60,022. In FY2021, continued travel restrictions at the Canadian border contributed to another drop in visitation. Visitation increased in FY2022 to 95,413 following the removal of travel restrictions and broader availability of services. Of these visits, an estimated 3% (or approximately 2,600 visitors per year) visited an existing or proposed recreation fee site. See Table 10 for total visits to overnight fee sites.

Visitation trends are highly variable and influenced by several factors, including the state of the economy, fuel prices, weather, and the overall condition of the Dalton Highway. From FY2015-FY2019, the BLM observed a marked increase in Dalton Highway visitation. The agency attributes this increase to the popularity of television programs featuring this area, more readily available information through social media, and improved map systems that the BLM launched in calendar year 2015. The Covid-19 pandemic caused visitation numbers to decline, though began recovering in FY2022 following the lifting of travel restrictions.

Table 10. Total visits to the Dalton Highway versus visits to recreation fee sites.

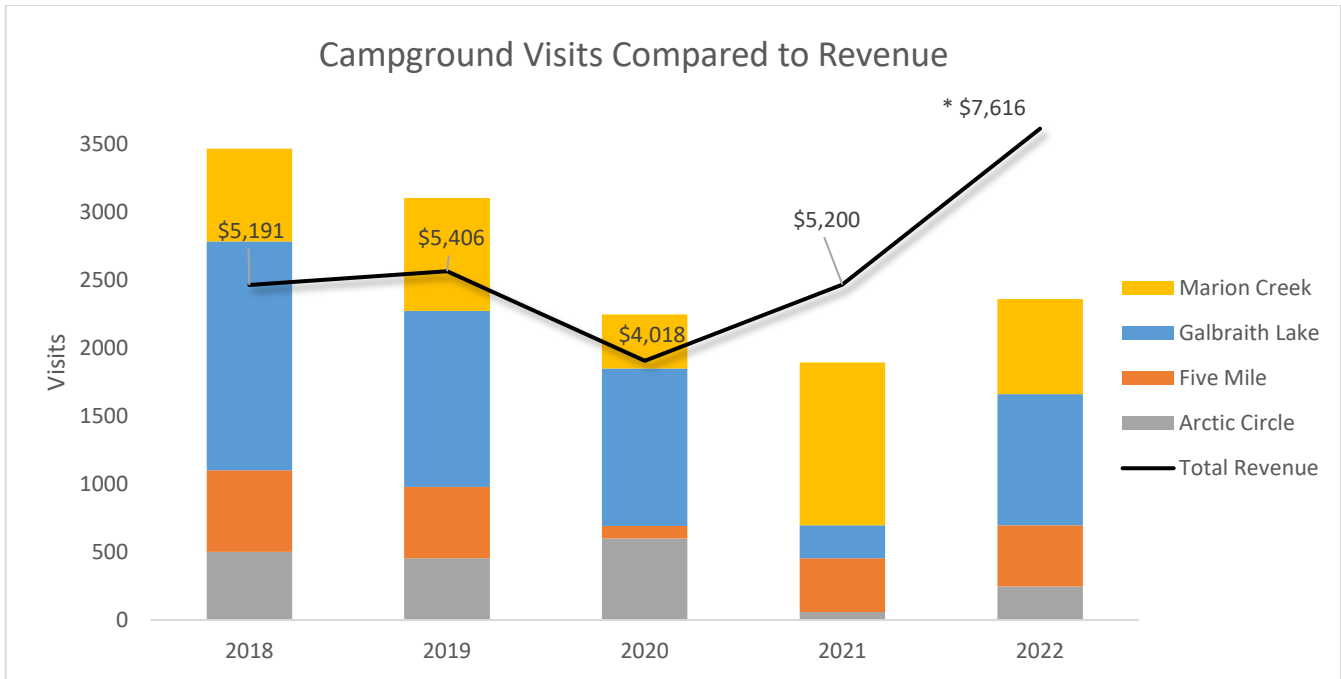
	2018	2019	2020	2021	2022	Average
Total Visits to Dalton Highway	126,773	128,949	60,022	38,212	95,413	89,874
Visits to Campgrounds	3470	3107	2250	1897	2598	2,664
Percent of Fee Site Visits of Total	3%	2%	4%	5%	3%	3%

The BLM has collected recreation fees at Marion Creek Campground since 1995. Two fee increases have occurred since 2008. The first occurred in 2008 which increased the fee from \$6 to \$8, and the second was in 2021 which increased the fee from \$8 to \$10. The first fee increase was calculated based on a 40.5% increase in the Consumer Price Index (CPI), where \$6 in 1995 had the same purchasing power as \$8.43 in 2008. The second increase was based on a CPI increase of 23.88%, where \$8 in 2008 had the same purchasing power as \$9.91 in 2021¹.

From FY2018-FY2022, recreation fee areas have been variable in both visitation and revenue. Figure 4 shows a breakdown of visitation by fee site and revenue generated. This variability is likely due to the Covid-19 pandemic and associated border closures, changes in how visitation is calculated, the addition of donation collection boxes, missing campground host in FY2021, and the addition of a new fee site (Arctic Circle Campground) in FY2022.

The BLM has had other seasons where campground hosts had less consistent presence due to unforeseen circumstances such as weather, vehicle problems, lack of recruitment, or medical issues. CYFO now has an extremely vibrant volunteer program and manager, and camp hosts return from year to year for most of the campgrounds.

¹ https://www.bls.gov/data/inflation_calculator.htm



*FY2022 includes Arctic Circle Campground revenue. All other annual revenue is solely from Marion Creek.

Figure 3. Revenue and visitation trends at CYFO campgrounds from 2018-2022.

3. Fee Proposal

a. Summary of Fee Proposal

This fee proposal includes increasing camping fees at all campgrounds as well as establishing fee sites for potential public use cabins. Table 11 below shows a summary of the proposed changes and additions.

Table 11. Existing and proposed fee structure.

Recreation Site	Existing Authorized Fee	Proposed Fee
Marion Creek	\$10	\$12
Arctic Circle	\$10	\$12
Galbraith Lake	\$10*	\$12
Five Mile	\$10*	\$12
Five Mile RV Dump Station Use Fee	\$5*	\$5
Public Use Cabin Arctic Circle	N/A	\$42
Public Use Cabin Coldfoot Pan Abode	N/A	\$42
Public Use Cabin Galbraith Lake	N/A	\$42

*Galbraith Lake and Five Mile Campgrounds are currently eligible to collect fees, but are not being collected at this time.

b. Expanded Amenity-Reservation Services

CYFO will use various e-commerce technologies, as directed in BLM Instruction Memorandum 2022-019, to provide recreation visitors opportunities to find, reserve, and pay for campsites and day use within the field office. Most of these options are provided through the interagency reservation service Recreation.gov.

If the CYFO decides to make reservation services or other types of e-commerce options available in the future, an expanded amenity fee for reservation services would be charged in addition to any other standard or expanded amenity fees in accordance with 16 U.S.C. 6802(g)(2)(G). Reservation services fees could range from \$0.50 to \$10.00 depending on the type of service provided. The reservation service fee is subject to contracting requirements and will be adjusted with contract changes or with future updates to the business plan. For visitors who wish not to pay the expanded amenity fee of reservation services, the traditional iron ranger with RUP envelopes will exist until the field office moves the fee area completely to e-commerce options and/or the RUP envelope is no longer available for payment.

c. Financial Analysis

In FY2022, the CYFO collected \$6,541 in recreation fee site revenue from a full season at Marion Creek Campground and approximately one month at Arctic Circle Campground. With the proposed increase at current fee sites the BLM estimates that CYFO could collect an additional \$2,037 an increase of 24% from FY2022. This number assumes a full season at both sites and all visitors to the first-come, first- served campground pay the full or correct amount. This is sometimes not the case, so this estimate represents a best-case scenario.

Table 12 illustrates the projected revenue if the fee increases are implemented. Revenue projections are based on the implementation of the proposed fee increases and by looking at three factors used to determine revenue: 1) total number of RUPs, 2) percentage of discounted RUPs, and 3) average length of stay.

Table 12. Recreation site use fee projected revenue for current fee sites.

Recreation Fee Site	*RUPS Issued	*Average Length of Stay (days)	*Site Occupancy (nights)	Proposed Fee	**Total Revenue	**Percent Increase in Revenue
Marion Creek	623	1.7	1059	\$12	\$8,578.71	24%
***Arctic Circle	250	1.7	425	\$12	\$3,442.50	21%

* Figures are based on a five-year average (FY2018–FY2022)

** Total assumes visitors pay the full or correct amount for every RUP

*** CYFO began collecting fees in September of FY2022, so available data is not representative of annual use. Instead, estimates for RUP’s, average length of stay, and revenue were calculated based on visitation.

Figures are derived by multiplying the total number of RUPs by 35%, the estimated percentage of full-priced RUPs purchased. The remaining RUPs (65% of the total) involve Senior or Access passes that reduce fees by half. The CYFO multiplied the numbers of full-priced and discounted RUPs by the average length of stay and then by the appropriate proposed fees (full-price or discounted) to determine projected revenue.

Using Marion Creek as the example, 623 RUPs x .35 = 218 full-priced RUPs. 218 full-price RUPs x 1.7 days avg. stay/RUP = 371 days. 371 days x \$12/day = **\$4,448**. 623 RUPs – 218 full-price RUPs = 405 half-priced RUPs. 405 half-priced RUPs x 1.7 days avg. stay/RUP = 689 days. 689 days x \$6 per day = **\$4,130**. \$4,448 + \$4,130 = **\$8,578 projected revenue**. The projected revenue figures assume all visitors to the first-come, first-served campground pay the full or correct amount. Unfortunately, collections over the years have shown that this is not always the case, so actual revenue will assuredly be lower than the estimates.

Currently no recreation sites managed by the CYFO utilize the Recreation.gov online reservation system, although the Recreation.gov Scan and Pay system should be available at Arctic Circle and Marion Creek Campgrounds by summer of 2023. If visitors can in the future make reservations for these sites through Recreation.gov, they will be charged a customer transaction fee according to the schedule negotiated with the contractor. This is common practice for other local, state, and federal agencies.

Five Mile and Galbraith Lake Campgrounds could not be included in the above analysis because the CYFO currently collects no fees at those facilities. Instead of using RUPs as a baseline for the analysis, the CYFO used visitor use counts taken by campground hosts, employees, and RMIS data. These averages were then compared to Marion Creek Campground data (similar size, visitation, and location) to generate an estimated number of anticipated RUPs. The same formula from Table 12 was then applied. Table 13 below shows the estimated number of RUPs at Five Mile and Galbraith Lake Campgrounds.

Table 13. Five Mile, Arctic Circle, Galbraith Lake Campgrounds projected revenues.

Recreation Fee Site	*Visitor Use	Estimated # of RUPs	Average Length of Stay (days)	Site Occupancy (nights)	Proposed Fee	Total Revenue
Five Mile	595	225	1.7	383	\$12	\$3,098
Galbraith Lake	932	225	1.7	383	\$12	\$3,098

*Average from FY12 – FY20

d. Fee Calculation

The CYFO determined the new expanded amenity fees for existing and proposed recreation fee sites by comparing its facilities to park facilities offering similar recreation activities, access, services, and amenities in Alaska. These include facilities managed by adjacent BLM field offices as well as those managed by the Alaska Department of Natural Resources (DNR), USFWS, United States Forest Service

(USFS), and private facilities. The Dalton Highway is remote and there are few campgrounds nearby to compare fees with. The closest campgrounds comparable are managed by the DNR in the Northern region but are still 119-338 miles away from the Dalton Highway Campgrounds.

All developed campgrounds within the market comparison area charge an overnight fee, excluding Five Mile and Galbraith. Fees at campgrounds range from \$6 per walk-in and \$10 per night at more rustic and remote BLM campgrounds to \$23 (single) and \$33 (double occupancy) per night at highly developed, urban interfaced USFS campgrounds. The highest priced facilities are the private campgrounds at \$36 per night for basic sites and \$58 per night for full RV hookups.

The average price per night at the lowest developed campgrounds is \$14 per night, medium is \$16 per night, and highest is \$24 per night. Categories were determined based on a combination of popularity, amenities offered, number of sites, accessibility, proximity to urban areas, and general description. Five Mile, Galbraith, and Arctic Circle are in the low-developed category, and Marion is in the medium-developed category. The average price for all campgrounds in the market analysis was \$17 per night. Fees were calculated based on information provided on Recreation.gov for federal campgrounds, ReserveAmerica.com for some state campgrounds, and private websites for state and private campgrounds.

The CYFO determined the proposed fee increase directly from this analysis. The proposed fees lie within the range of other service providers' and are based on what these agencies currently charge for similar visitor facilities, access, and amenities. Although comparison to facilities with similar services and amenities was the main determining factor, the CYFO also took into consideration the length of time since other agencies last raised fees at their sites, the number of discounted RUPs sold, and the increased cost of maintaining and operating the recreation sites.

Appendices A through E on pages 31-34 show the Alaska campground and cabin market research amenity and fee list.

e. Use of Fees

CYFO's primary goal for recreation fee sites is to provide high-quality recreation opportunities and experiences for all visitors. BLM labor and cost of volunteer support will continue to be the highest operating cost, but less than 4% of that cost is currently funded by recreation site fee revenue. BLM staffing among many other things provides visitor information, conducts field patrols, provides interpretive programming, maintains facilities, collects and reconciles fees, and rehabilitates natural resource damage.

In FY2022 the BLM collected \$7,616 in fees and used most of these fees to reimburse volunteer campground hosts for assisting visitors and performing basic maintenance at the campground. These reimbursements included a daily reimbursement as well as allowances for propane and vehicle mileage to staff this remote location. The BLM paid all remaining operations and maintenance costs (including

staff labor, campground maintenance supplies [toilet paper, hand sanitizer, etc.], vehicles, and incidental cost/repairs) out of the CYFO's base budget.

Recreation fee revenue will continue to provide essential support for day-to-day operation of the sites. The following is an initial list of priority expenditures that recreation fee site revenue will continue to be used for:

- Service contracts for garbage collection, septic pumping, water testing, wildland fire mitigation through brush clearing, hazard tree mitigation, and firewood
- Supplies including but not limited to cleaning supplies, toilet paper, hand soap, paper towels, hand sanitizer, fuel for motorized equipment, paint, lumber, upkeep of mechanical equipment, etc.
- Maintain, improve, and replace recreation site infrastructure such as trails, information and interpretive signage, fire rings, picnic tables, restroom buildings, etc.
- Government vehicles and trailers
- Maps, brochure development and reprints, and interpretive materials
- Construction of recreational facilities
- Volunteer campground host per diem and reimbursement for expenses

Youth engagement, an often-overlooked value of the recreation program, is also enhanced through recreation fee revenue. The Student Conservation Association, local school districts, and nearby villages have all been involved with recreation site development and maintenance projects over the years. Recreation site fee revenues will help secure the services of these providers, allowing youth to gain invaluable work skills and an introduction to and appreciation for natural resource agencies.

Budget shortfalls due to emergency building and site repair, or other unforeseen events, are a frequent cause of maintenance backlog or employee shortages. Given current budget levels and uncertainty in the use of assistance agreements for labor and support, authorizing new fees and raising one existing fee would allow the field office to continue to fill vacant positions, and continue to support the recreation sites in the Dalton Highway corridor and visitors who use them.

Over the next five years, the CYFO intends to achieve greater self-sufficiency for the recreation fee sites along the Dalton Highway corridor while recognizing that appropriated funds still provide the backbone of the recreation program. The BLMs Recreation Strategy "Connecting with Communities" provides a vision to increase and improve collaboration with the local community network of service providers to help communities produce greater integration and socioeconomic health to deliver outstanding recreation experiences to visitors, while sustaining the distinctive character of public land recreation settings.

Recreation.gov – Recreation.gov is a federal government service that serves as a one-stop visitor service resource for recreation facilities and activities offered by a multitude of federal agencies, including the BLM.

i. Work and Items Needed at Five Mile, Arctic Circle, and Galbraith Lake Campgrounds

Installation of “Iron Ranger” fee tubes and new information boards, purchase of additional fire rings and picnic tables (once future development is finished), earth and rock work. Repair of damaged/vandalized stonework on the vault toilets needs to occur, as well as continued toilet pumping and general maintenance repairs. CYFO estimated that these new items, in addition to transportation fees, would cost \$90,000. Although current fees generated would not begin to cover the costs of the upgrades/repairs, CYFO anticipates being able to cover the costs through deferred maintenance funding and limited base funding, due mainly to lapse funding available because of staff vacancies. If the new fee proposal is approved, however, CYFO would gain greater self-sustaining ability to manage the continued costs of operating these sites. Other priority items that would be accomplished within the next five years should fees increase include the following:

- Continued development of a 1.2-mile non-motorized trail at Marion Creek connecting the campground to a scenic waterfall
- Installation of new BLM signs that direct visitors to Dalton Highway recreation sites and comply with Federal Highway Administration Manual on Uniform Traffic Control Device regulations
- Repair of resource problems, including vandalized toilets, trash dumping, impacts of off-highway vehicle (OHV) use, and damaged structures
- New interpretive panels depicting local cultural, historical, and wildlife features at Five Mile, Galbraith Lake, and the Arctic Circle

ii. Compliance and Enforcement

Recreation staff, law enforcement, and volunteer campground hosts all play a vital role in recreation fee site compliance. Campground hosts directly interface with visitors to ensure they clearly understand payment requirements and procedures. Visitors are required to hang the yellow envelope stub on clips that are affixed to Carsonite or wooden posts at every site or on vehicle dashboards. If a host does not observe the yellow stub, visitors are handed a yellow payment envelope and are encouraged to pay. If any refusal or difficulties arise, law enforcement is notified the next time they drive through the park, or by cell phone when there is coverage. Regular patrols by recreation staff and volunteers compliment this process. During the summer months, BLM personnel maintain a consistent presence at recreation sites, due in large part to the presence of a sizeable staff at the AIVC.

Concrete-affixed Iron Ranger fee tubes are already in use at Marion Creek, and if this proposal is approved, they will be installed at Five Mile, Arctic Circle, and Galbraith Lake. CYFO utilizes the double-insert style of Iron Ranger. This allows one person to collect fees, due to a double accountability system where the person collecting the fees only has access to the box that is swapped out and cannot gain access to the fee envelopes; only the budget personnel at the district office has access to the fees. Campground hosts, BLM employees, and volunteers are under no circumstances allowed to handle fees unless they have taken the collection officer training required through the BLM CBS and BLM regulations. On occasion, BLM staff and law enforcement conduct on-site compliance checks, during which fee envelopes are compared to actual site visitors to ensure payment.

f. Impacts of Fee Changes

i. Effects of the Fees

CYFO last updated fees in 2021. Prior to 2021, fees had been updated in 2008 and 1994, when the initial fee structure was developed. There are a variety of factors that influence fee changes, but they are largely determined by the cost of goods, labor, and services. Since 2021, the CPI has increased 13.5%², meaning that \$10 in January of 2021 has the same purchasing power as \$11.35 in December of 2022.

If the proposed new fees and the one fee increase were adopted, current services would continue to be offered, and added amenities would be expanded at Five Mile, Arctic Circle, and Galbraith Lake. Some of the revenue would be used to incrementally reduce the maintenance backlog. New projects identified in the priorities for future expenditures section would be implemented. Site infrastructure, cleanliness, and visitor services and information would also benefit. All these combined would improve the overall visitor experience.

ii. Effects to the Environment

New and increased fees also benefit the natural environment. These fees would allow the field office to improve, manage, and operate recreational facilities to their fullest. By providing trailheads, waysides, campgrounds, and day-use areas for visitors, the field office can consolidate resource impacts to a much smaller area. Human waste and garbage are dealt with in an appropriate manner in areas where infrastructure is provided. If these services were not available, the impacts would be realized across a wide area as illegal dumping increased. Reduced recreational staff presence and public contact could further prevent negative behaviors and reduce public trust.

Increased and new fees would allow for more purchasing power to acquire items that help reduce negative impacts to the environment. For example, new and updated interpretive could be installed to educate visitors about responsible recreation.

iii. Effects to Low-Income and Environmental Justice Communities

A recent study³ concluded that user fees did not play an important role in how low-income individuals chose outdoor recreation settings. However, low-income outdoor recreationists tended to visit non-fee settings when they were available and provided similar opportunities. The Dalton Highway provides a variety of overnight camping opportunities. Free dispersed camping is allowed on BLM lands. There are also developed recreation areas and trails offering free dispersed sites. Another study⁴ compared acceptance of recreation fees of very low-income individuals (less than \$10,000 a year) to those of other

² https://www.bls.gov/data/inflation_calculator.htm

³ Lamborn et al., "User Fees Displace Low-Income Outdoor Recreationists."

⁴ Burns and Graefe, "Toward Understanding Recreation Fees: Impacts on People with Extremely Low-Income Levels."

individuals. Most people at every income level accepted fees, preferring them to reduced services or closed recreation areas.

The BLM typically does not have fees for use of dispersed recreation opportunities, which remain free to all users. Dispersed camping is free and permitted anywhere on BLM administered lands unless otherwise posted for up to 14 days in any 28-day period. Fees are only charged at sites where they are needed to help manage use, maintain visitor safety, and conserve the recreation setting.

iv. Effects to Recreational Users

Because of the remote nature of the Dalton Highway, high-quality campgrounds and lodging facilities are a limited resource. With increases in visitation and recreation demand, it is vitally important for the CYFO to continue providing and improving recreational offerings for the public. It is worth noting that rises in fuel-prices and the remote nature of these fee sites means travel to those sites already represents significant cost, especially when many visitors are traveling from outside the local commuting area (and in some cases, from other states and countries). A \$2 fee increase would not represent significant financial burden or change visitors' ability to patronize these fee sites.

Increased fee revenue would allow the CYFO to continue to provide safe, well-maintained, high-quality recreation experiences. Additional resources could also provide opportunities to expand recreational offerings and modernize current offerings. Some examples already being explored include non-cash payment options, additional campground hosts, new picnic tables and fire rings, improved information kiosks, and public firewood offerings, among other things.

The campground facilities represent a substantial public investment, and visitors could expect to see a loss of functionality and use of these facilities as maintenance efforts may be reduced. A worst-case scenario may be a reduction in recreation and maintenance staff as those positions may not be filled if vacated. Recreation demands will continue to increase as visitation increases. Already constrained resources will be allocated to simply keeping up with increased demand rather than improving recreation assets. The opportunities for future planned developments would be limited and likely set aside. The CYFO may have challenges fulfilling the BLM's Recreation Strategy, instead focusing only on basic sanitation and health and safety needs.

v. Effects to the Local Economy

Benefits to the local economy could also be realized. Providing high-quality recreation sites help ensure continued visitation. Recreation and tourism contribute to the local economy. Though the Dalton Highway is remote, visitors spend locally on lodging, fuel, food, supplies, etc. An Outdoor Industry Association study found that in 2017, outdoor recreation generated \$887 billion in consumer spending in the United States and generated \$7.3 billion in Alaska alone. It also brought in \$337 million in Alaska state and local tax revenue.⁵ It is imperative to the local economy to keep recreation site infrastructure in good condition,

⁵ <https://outdoorindustry.org/state/alaska/>

clean, and serviced to high standards. Maintaining these high standards and creating new opportunities improve the overall recreational experience for current and future visitors alike.

vi. Negative Impacts of Not Adopting the Proposed Fees

New and existing facilities represent a substantial public investment. Without a fee increase, visitors could expect to see a loss of functionality and use of these facilities as maintenance efforts might be reduced due to insufficient funding or staffing. As costs are anticipated to increase, maintenance might not happen as quickly or as often as needed, and some services might be reduced. Deferred maintenance costs would increase as facilities age, and some facilities might not be operated at full capacity. Maintenance that is deferred because of insufficient funding might result in increased safety hazards, reduced service to the public, higher costs in the future, and inefficient operations.

Recreation demands would continue to increase if visitation increased, thus the costs to operate the fee sites and those proposed in this analysis would become more dependent on the fluctuating appropriated funding. The opportunities for future planned developments would be constrained and likely set aside. The field office might have challenges implementing the BLM's Recreation Strategy. As mentioned earlier, not raising or establishing these proposed sites could lead to the erosion of services such as cleaning and maintaining the sites. If sites were not appealing to visitors, they might stop recreating in this region, thereby affecting the local economy.

Negative impacts to the environment could also occur. Fewer trash pickups and pumping of toilets could occur, creating human waste and garbage impacts. These garbage impacts could also attract wildlife such as bears, which could further lead to negative impacts to visitors and the environment. Less frequent patrols from recreation staff to maintain trails, signage, and education materials might allow some visitors to act inappropriately by creating new trails and vandalizing facilities. If visitors began to view these sites as non-maintained, it could lead to a belief that these sites are not frequented at all and could exacerbate problems with dumping and vandalism.

vii. Fee Discounts

Section 5 of FLREA provided for the establishment of a single interagency national pass known as the America the Beautiful Pass – the National Parks and Federal Recreational Lands Pass. This pass provides the bearer full coverage of standard amenity fees. No sites within the field office charge a standard amenity fee (these are typically day use fee areas, high visitation picnic areas, etc.); the one current fee charged is for an expanded amenity. Holders of the Interagency Senior and Access passes receive half-off of expanded amenity fees. This includes overnight camping at CYFO campgrounds. As described before, roughly 65% of campground visitors have historically used the Interagency Senior or Access pass for a 50% discount. No other fee discounts, passes or waivers are allowed.

4. Outreach

a. Public and Stakeholder Participation

The BLM’s “Connecting with Communities” recreation strategy provides a vision to increase and improve collaboration with local community service providers to help communities produce greater well-being and socioeconomic health to deliver outstanding recreation experiences to visitors while sustaining the distinctive character of public land recreation settings. As part of this strategy, the CYFO seeks engagement and partnerships with local stakeholders to accomplish mutual public access and recreation objectives. The CYFO also seeks relationships with youth groups, like the Student Conservation Association and Fairbanks Folk School to help promote a positive experience for youth and to inspire them to take a greater interest in public land issues.

The BLM will continue building existing partnerships and pursuing new ones that complement the agency’s mission. In a fiscal environment that cannot sustain wasteful spending and program inefficiency, the agency continues to act on opportunities that will support a healthy, robust, relevant, and accountable recreation program for the public. Future priorities include increasing the number and scope of such partnerships and agreements associated with the CYFO recreation program.

Business plans must be made available for public review and comment for a minimum of 30 days. Prior to implementing new fees, the CYFO conducted outreach efforts to notify the public of its opportunity to review and comment on the draft business plan.

The BLM issued a press release and undertook other outreach efforts regarding the increased fees at CYFO campgrounds and cabins. This included release to media outlets on April 20, 2023, when the 30-day public comment period was announced.

The BLM will undertake outreach efforts regarding the new fee sites and increased fees at the four campgrounds when the plan is approved. The BLM will pursue a Notice of Intent in the Federal Register to authorize the one new cabin as a fee site at Coldfoot. Adding a cabin within Arctic Circle and Galbraith Lake Campgrounds would not require a Notice of Intent, as these locations are already established as fee areas through the FLREA process. That notice will require being published for six months prior to fees being collected at the one new cabin site in Coldfoot, AK.

b. Visitor Feedback Mechanisms

The BLM provided for a 30-day public review period from April 20, 2023, through May 20, 2023, during which the public had the opportunity to learn about the proposal and to submit comments for consideration.

The public had the opportunity to submit comments on the proposed recreation use fee changes utilizing the following methods:

- Website <https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>
- E-mail: CentralYukon@blm.gov
- Fax: 907-474-2318
- Mail: BLM Central Yukon Field Office, 222 University Ave., Fairbanks AK 99709

During the 30-day comment period, two comments were received. Comments and responses from the CYFO are summarized in Table 14 below.

Table 14. Comments received during 30-day public review of proposed business plan.

Comments Received by Theme	Response/Rationale
<p>Support for the proposal, but opposition to the \$12 fee due to campers needing to make change. Commenter believes \$15 fee would be more appropriate and lessen need for change to be made.</p>	<p>The \$12 proposed fee modification was based on market research which includes other local developed recreation opportunities in the region, and consumer price index and inflation data. Based on those data, \$12 was determined to be an appropriate fee. Furthermore, with Marion Creek and Arctic Circle coming online with the Recreation.gov Scan and Pay in summer of 2023, campers will be able to pay using a mobile device which will eliminate the need for cash or exact change.</p>
<p>Provided comment as to previous working experience managing lands along the Dalton Highway. Doesn't see the need to open the one existing cabin to the public at Coldfoot and doesn't think cabins should be built along the Dalton Highway.</p>	<p>The Dalton Highway corridor continues to see increases in visitation levels. The growing trend in annual visitation here is during winter months. The Coldfoot cabin would provide for recreational experiences during the winter months only, and then only using the recreation.gov reservation system. The other two proposed cabins at Arctic Circle and Galbraith Lake Campgrounds would be located 1 and 4.2 miles from the Dalton Highway, respectively. The cabins would be within the existing footprint of the current campgrounds.</p>

Appendices

Appendix A – Alaska Campground Fee Comparison Table

Agency	*Use	Campgrounds	Sites	RV Pull-through	Host	Picnic Area	Boat Launch	Existing Fees	Other Fees	Proposed Fees
DNR	3	Big Delta	25	X	X	X		\$20		-
DNR	3	Birch Lake	25	X	X	X	X	\$20		-
DNR	3	Harding Lake	90	X		X	X	\$20		-
DNR	2	Red Squirrel	5			X	X	\$20		-
DNR	2	Rosehip	37	X	X	X	X	\$20		-
DNR	2	Granite Tors Trail	24		X	X	X	\$20		-
DNR	2	Salcha River	6		X	X	X	\$20		-
DNR	2	Upper Chatanika River	24			X	X	\$20		-
DNR	2	Whitefish	25	X		X	X	\$20		-
DNR	2	Olnes Pond	15			X	X	\$20		-
DNR	1	Lost Lake	12			X		\$15		-
DNR	1	Upper Chatanika River	24			X	X	\$20		-
DNR	1	Donnelly Creek	12					\$15		-
DNR	1	Clearwater	17	X		X	X	\$15		-
DNR	1	Eagle Trail	35			X		\$20		-
DNR	1	Moon Lake	15	X		X	X	\$20		-
DNR	1	Tok River	27	X		X	X	\$20		-
BLM	2	Marion Creek	27	X	X	X		\$10		\$12
BLM	2	Brushkana	21		X			\$15	\$6 walk-in	-
BLM	2	Tangle Lakes	45	X	X		X	\$15	\$6 walk-in	-
BLM	2	Paxson Lake	50	X	X	X	X	\$15	\$6 walk-in	-
BLM	2	Sourdough Creek	42	X		X	X	\$15	\$6 walk-in	-
BLM	2	Cripple Creek	18					\$12	\$6 walk-in	-
BLM	2	Mount Prindle	13			X		\$12		-
BLM	2	Ophir Creek	20				X	\$12	\$24 group	-
BLM	2	Eagle	18	X	X			\$12		-
BLM	2	Walker Fork	18	X	X			\$12		-
BLM	1	Galbraith	30			X		\$10		-
BLM	1	Arctic Circle	19			X		\$10		\$12
BLM	1	Five Mile	8		X	X		\$10		\$12
BLM	1	West Fork	25	X				\$12		-
Private	3	Nenana RV Park	45	X	X			\$20		-
Private	3	Tok Sourdough	75	X	X			\$29	\$58 RV hookup	-
Private	3	Chicken Gold Camp	71	X	X	X		\$36		-
USFS	3	Trail River	91	X	X	X		\$23	\$200 group	-
USFS	3	Williwaw	60	X	X	X		\$23	\$33 double	-
USFS	3	Russian River	83	X	X	X		\$23	\$33 double	-
USFS	2	Tenderfoot	35	X	X		X	\$23		-
USFS	2	Quartz Creek	45	X	X		X	\$23	\$33 double	-
USFWS	1	Upper Skilak Lake	25			X	X	\$10		-
USFWS	1	Hidden Lake	44	X		X	X	\$10		-

*Use: Rating based on a combination of popularity, amenities offered, number of sites, accessibility, proximity to urban areas, and general description. 3=high use, 2=medium use, 1=low use

All campgrounds excluding Galbraith and Arctic Circle offer drinking water. Only the private campgrounds offer shower facilities. All campgrounds offer toilet facilities.

Appendix B – BLM Public Use Cabin Amenity and Fee Comparison Table

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee	Proposed Fee
Borealis-LeFevre	6	X	X	X	20	\$42	
Cache Mountain	6	X	X	X	20	\$42	
Caribou Bluff	4	X	X	X	29	\$42	
Crowberry	6	X	X	X	27	\$42	
Moose Creek	6	X	X	X	16	\$42	
Richard's	6	X	X	X	21	\$42	
Windy Gap	4	X	X	X	32	\$42	
Wolf Run	6	X	X	X	23	\$42	
Colorado Creek	4	X	X	X	14	\$42	
Eleazer's	6	X	X	X	12	\$42	
Fed Blixt	6	X	X	X	Road	\$42	
Lee's	6	X	X	X	7	\$42	
Arctic Circle	6	X	X	X	Road	N/A	\$42
Coldfoot	6	X	X	X	Road	N/A	\$42
Galbraith Lake	6	X	X	X	Road	N/A	\$42
Average Cost:						\$42	\$42

Appendix C – USFWS Public Use Cabin Amenity and Fee Compassion Table

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (Miles)	Current Fee
Big Indian Creek	2		X	X	-	\$35
Kelly Lake	4		X	X	Road	\$45
Snag Lake	4		X	X	-	\$45
Upper Ohmer Lake	4		X	X	Road	\$45
Dolly Varden Lake	4		X	X	-	\$45
Big Bay	2		X	X	-	\$35
Caribou Island	4		X	X	-	\$35
Doroshin Bay	2		X	X	-	\$35
Engineer Lake	4		X	X	1	\$45
Mclain Lake	4		X	X	-	\$45
Nurses	2		X	X	-	\$35
Pincher Creek	4		X	X	-	\$45
Pipe Creek	2		X	X	-	\$35
Vogel Lake	4		X	X	-	\$35
Average Cost:						\$40

- Indicates the cabin is remote fly-in or boat-in only

Appendix D – USFS Public Use Cabin Amenity and Fee Comparison

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee	*\$25 Weekend Charge	Peak Season Fee
Barber	8		X	X	4.2	\$50	X	\$75
Aspen Flats	8		X	X	12	\$50		\$60
Crow Pass	6		^	X	3	\$75		
San Juan Bay	6		X	X	-	\$60		
Nellie Martin River	6		X	X	-	\$50		\$100
Port Chalmers	6		X	X	-	\$75		
Power Creek	8		^	X	4.2	\$60		
Shelter Bay	6		X	X	-	\$75		
Softuk Bar	6		X	X	-	\$60		
Green Island	6		X	X	-	\$75		
Martin Lake	6		X	X	-	\$50		\$100
Crescent Saddle	8		X	X	7	\$50		\$60
Goose Bay	6		^	X	-	\$75		
McKinley Trail	6		X	X	Road	\$75		
Tiedeman Slough	6		^	X	-	\$60		
Double Bay	6		X	X	-	\$60		
Jack Bay	6		X	X	-	\$60		
Coghill Lake	6		^	X	-	\$50		\$60
McKinley Lake	6		X	X	2.3	\$60		
Hook Point	6		X	X	-	\$60		
Dale Clemens	8		^	X	4.5	\$50	X	\$75
Crescent Lake	8		X	X	6.5	\$50		
Upper Paradise	8		X	X	-	\$50		\$60
Spencer Bench	6		^	X	Railroad	\$85		
Fox Creek	8		X	X	11.5	\$50	X	\$75
Lower Paradise Lake	8		X	X	-	\$50		\$60
Juneau Lake	8		X	X	9.5	\$50	X	\$75
Swan Lake	8		X	X	12.8	\$50	X	\$75
West Swan Lake	8		X	X	-	\$50		\$60
Devil's Pass	8		^	X	10	\$50	X	\$75
Trout Lake	8		X	X	7.5	\$50	X	\$75
Romig	8		X	X	9	\$50	X	\$75
East Creek	8		X	X	14.5	\$50	X	\$75
Caribou Creek	8		X	X	7	\$50	X	\$75
Log Jam Bay	6		X	X	-	\$60		
Paulson Bay	6		^	X	-	\$50		\$75
Beach River	6		X	X	-	\$60		
Pigot Bay	6		^	X	-	\$50		\$75
Upper Russian Lake	8		X	X	9	\$50		\$75
Harrison Lagoon	6		^	X	-	\$50		\$75
Shrode Lake	6		^	X	-	\$50		\$60
Average Cost						\$56.95		\$69.63

Appendix E – Alaska DNR Public Use Cabin Amenity and Fee Comparison Tables

Table E.1. Chugach/Southwest Region Public Use Cabin Amenity and Fee Comparison

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee
Beluga	8		X	X	0	\$100
Boretide	12		X	X	0	\$100
Dolly Varden	12		X	X	0	\$100
Chulyin/Delgga	4		X	X	0	\$100
Kokanee	8		X	X	-	\$100
Rainbow Trout	8		X	X	<1	\$100
Yuditna	8		X	X	3	\$100
^^Serenity Falls (Hut)	13		X	X	12	\$165

^ Serenity falls is a multiple party public use cabin. Fee to reserve the whole hut and not individual beds.

^^Requires an additional \$100 permit to access gate key

- Indicates the cabin is remote fly-in or boat-in only

Table E.2. Kenai/Prince William Sound Region Public Use Cabin Amenity and Fee Comparison

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee
Callisto Canyon	8		X	X	3.5	\$80
Derby Cove	8		X	X	<1	\$80
Tonsina	6		^	X	2	\$100
Squirrel Cove	8		^	X	-	\$75
China Poot Lake	6		X	U	-	\$75
Halibut Cove Lagoon East Cabin	6		X	X	-	\$75
Halibut Cove Lagoon Overlook	8		X	X	-	\$75
Halibut Cove Lagoon West	6		X	X	-	\$75
Moose Valley	2		X	X	2.8	\$45
Sea Star Cove	6		X	X	-	\$75
*Kittiwake	8		^	X	-	\$75
*McAllister	8		^	X	-	\$75
*Moraine	8		^	X	-	\$75
Porcupine Glacier	8		X	X	-	\$75
Spruce Glacier	8		X	X	-	\$75
Midtimber Lake	8		^	X	-	\$75
**Vitus Lake				U		\$75

* Operated by third party

**Currently closed due to foundation damage

^ Indicates kerosene heater

U = Unknown or not specified online

- Indicates the cabin is remote fly-in or boat-in only

Table E.3. Northern Region Public Use Cabin Amenity and Fee Comparison

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee
*Ferryman's	4		Electric	X	0	\$85
Birch Lake	6		X	X	0	\$55
Chena River	9		X	X	0	\$60
Colorado Creek	4		X	U	5.8	\$45
Compeau	6		X	X	2	\$45
Hunt Memorial	6		X	U	0	\$60
Granite Tors	4		X	X	0	\$45
Lower Angel Creek	9		X	X	5	\$55
Mastadon	6		X	U	13	\$55
Nugget Creek	3		X	U	13.5	\$45
North Fork	8		X	X	0	\$60
Stiles Creek	6		X	U	8	\$45
Upper Angel Creek	5		X	U	5.1	\$45
Delta	4		X	X	0	\$45
Donnelly Creek	4		X	X	0	\$45
Fielding Lake	6		X	U	1.5	\$45
Olnes Pond	4		X	U	0	\$45
Glatfelder	6		X	X	<1	\$35
Quartz Lake	6		X	X	0	\$55
Salcha River	3		X	X	0	\$45

* Operated by third party

U = Unknown or not specified online

Table E.4. Mat-Su/Copper Basin Region Public Use Cabin Amenity and Fee Comparison

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee
Byers Lake #1	6		X	X	0	\$80
Byers Lake #2	6		X	X	<1	\$80
Byers Lake #3	6		X	X	<1	\$80
Denali	10		X	X	0	\$100
Hunter	8		X	X	0	\$90
Tokosha	8		X	X	0	\$90
Bald Lake	6		X	X	<1	\$75
James Lake	6		X	X	-	\$75
Lynx Lake #1	4		X	X	-	\$45
^^^Lynx Lake #2	6		X	X	0	\$75
^^^Lynx Lake #3	6		X	X	0	\$75
Nancy Lake #1	6		X	X	<1	\$75
Nancy Lake #2	6		X	X	<1	\$75
Nancy Lake #3	6		X	X	-	\$65
Nancy Lake #4	8		X	X	<1	\$65
Red Shirt Lake #1	7		X	X	-	\$60
Red Shirt Lake #2	6		X	X	-	\$60
Red Shirt Lake #3	8		X	X	-	\$60
Red Shirt Lake #4	8		X	X	-	\$60
Rhein Lake	8		X	X	0	\$100

^^^Requires an additional \$100 permit to access gate key

- Indicates the cabin is remote fly-in or boat-in only

Table E.5. Kodiak Region Public Use Cabin Amenity and Fee Comparison

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee
Discoverer Bay	10	X	X	X	-	\$80
Laura Lake	6		X	X	-	\$55
Pillar Lake	6		X	X	-	\$55
Deer Haven	8		X	X	-	\$80
Eagles Nest	8		X	X	-	\$80
Mulcahy View	8		X	X	-	\$80
Salmon Cove	8		X	X	-	\$80

- Indicates the cabin is remote fly-in or boat-in only

Table E.6. Southeast Region Public Use Cabin Amenity and Fee Comparison

Cabin	Sleeping Capacity	Cook Stove	Wood Stove	Out-house	Access Distance (miles)	Current Fee
Berry Patch	8		^	X	0	\$80
Marten	6		^	X	0	\$60
Saturday Creek	8		^	X	0	\$80
Lincoln	8		^	U	-	\$60
Rupe Andrews	8		^	U	-	\$60
Salamander	8		^	U	-	\$60
Clover Beach	6		X	U	-	\$60
Grindall Island	6		X	X	-	\$60
Seymour Canal	8		^	X	-	\$60
Blue Mussel	8		^	U	3.4	\$60
Camping Cove	6		^	U	3.75	\$60
Cowee Meadow	8		^	X	2.5	\$60
Bob Hinman Memorial	6		X	U	-	\$60
Settler's Cove	6		^	X	0	\$60
Tiger Olson	6		X	X	-	\$60
Average Cost						\$70.06

^ Indicates kerosene heater

U = Unknown or not specified online

- Indicates the cabin is remote fly-in or boat-in only

Appendix F – ACRONYMS, ABBREVIATIONS, AND SYMBOLS

AIVC – Arctic Interagency Visitor Center

BLM – Bureau of Land Management

CBS – Collection and Billing System

CPI – Consumer Price Index

CYFO – Central Yukon Field Office

DNR – Department of Natural Resources

FBMS – Federal Business Management System

FLREA – Federal Lands Recreation Enhancement Act

FY – Fiscal Year

MP – Milepost

MUTCD – Manual on Uniform Traffic Control Devices

OHV – Off-highway Vehicle

RMIS – Recreation Management Information System

RUP – Recreation Use Permit

RV – Recreational Vehicle

SOA – State of Alaska

USFS – United States Forest Service

USFWS – United States Fish and Wildlife Service

WBS – Work Breakdown Structure