

## Final Business Plan for Calf Creek Recreation Area and Deer Creek Campground

Department of the Interior  
Bureau of Land Management, Utah  
Grand Staircase-Escalante National Monument  
March 2014

**NATIONAL  
CONSERVATION  
LANDS**



Dear Reader,

I would like to present the *Calf Creek Recreation Area and Deer Creek Campground Business Plan*. The Bureau of Land Management (BLM), Grand Staircase-Escalante National Monument manages camping and day-use facilities at Calf Creek Recreation Area and Deer Creek Campground. These recreation sites provide more than 40,000 visitors each year with outstanding recreational opportunities. The Federal Land Policy and Management Act (1976) authorize the BLM to regulate the use of public lands, and the Federal Lands Recreation Enhancement Act (2004) authorizes the BLM to collect recreational fees when sites and areas meet certain criteria.

Fees at both recreation sites have not been increased in more than twelve years. Fees at Calf Creek Recreation Area will increase to \$15 per campsite per night; \$5 per vehicle for day-use; and \$50 per day for reservation use of the group picnic site. At Deer Creek Campground, fees will increase to \$10 per campsite per night. An on-line reservation system will possibly be implemented in 2015-2020 for advanced reserve of several campsites which will add an additional \$6.00 to \$10.00 per reservation as a cost recovery fee. Senior and Access Pass holders will continue to receive a 50% discount on camping fees. The fee increases are proposed to begin on March 1, 2014.

One objective of the *Calf Creek Recreation Area and Deer Creek Campground Business Plan* was to provide the public with the opportunity to review how collected recreation fees have been used, how increased fee revenues would be spent in the future, and offered the public an opportunity to submit comments on the proposed fee increases. An advance 30 day comment period was conducted from November 1, 2013 to December 6, 2013. Public comments were used in formulating the final business plan.

Thank you for your interest in Grand Staircase-Escalante National Monument.

Sincerely,

A handwritten signature in black ink that reads "Sarah Schlanger". The signature is written in a cursive, flowing style.

Sarah Schlanger  
Acting Monument Manager  
Grand Staircase-Escalante National Monument

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**Bureau of Land Management**  
**Grand Staircase-Escalante National Monument**  
**Business Plan for Calf Creek Recreation Area and Deer Creek Campground**

**Recreation Use Permits**  
**GSENM Campgrounds Fee Account (WBS# LVRD UT22)**

**Background**

The Bureau of Land Management (BLM) originally began issuing permits for recreational use of public lands under the authority of the Federal Land Policy and Management Act (FLPMA) of 1976. The 2004 Federal Lands Recreation Enhancement Act (REA) provides BLM with its current authority to collect recreational fees and specifically allows the agency to collect Recreation Use Permit (RUP) fees for use of developed sites and areas. The Act allows collected RUP fees to be retained locally and outlines how revenues may be used for such things as facility and infrastructure repair and maintenance, habitat restoration, visitor services including orientation and interpretation, law enforcement related to public use and recreation, and direct operating or capital costs associated with the Recreation and Visitor Services Program.



Calf Creek Campground

At Grand Staircase-Escalante National Monument (GSENM) the recreational use of three campgrounds and one day-use site is managed through the RUP Program. Two of these sites, Calf Creek Recreation Area and Deer Creek Campground, are discussed in this draft business plan which has been prepared to discuss fees and explain how the proposed fees are consistent with the criteria set forth in REA. Draft business plans help management in determining the appropriateness and level of fees, disclose the cost of administering fee programs, notify the public regarding the objectives for use of recreation fee revenues, and provide the public an opportunity to comment on these objectives. A third developed campground within GSENM is Whitehouse Campground, located south of HWY 89 between Kanab, Utah and Page, Arizona, in Kane County. This fee program is administered by the BLM Kanab Field Office through a Memorandum of Agreement and is not discussed in this business plan.

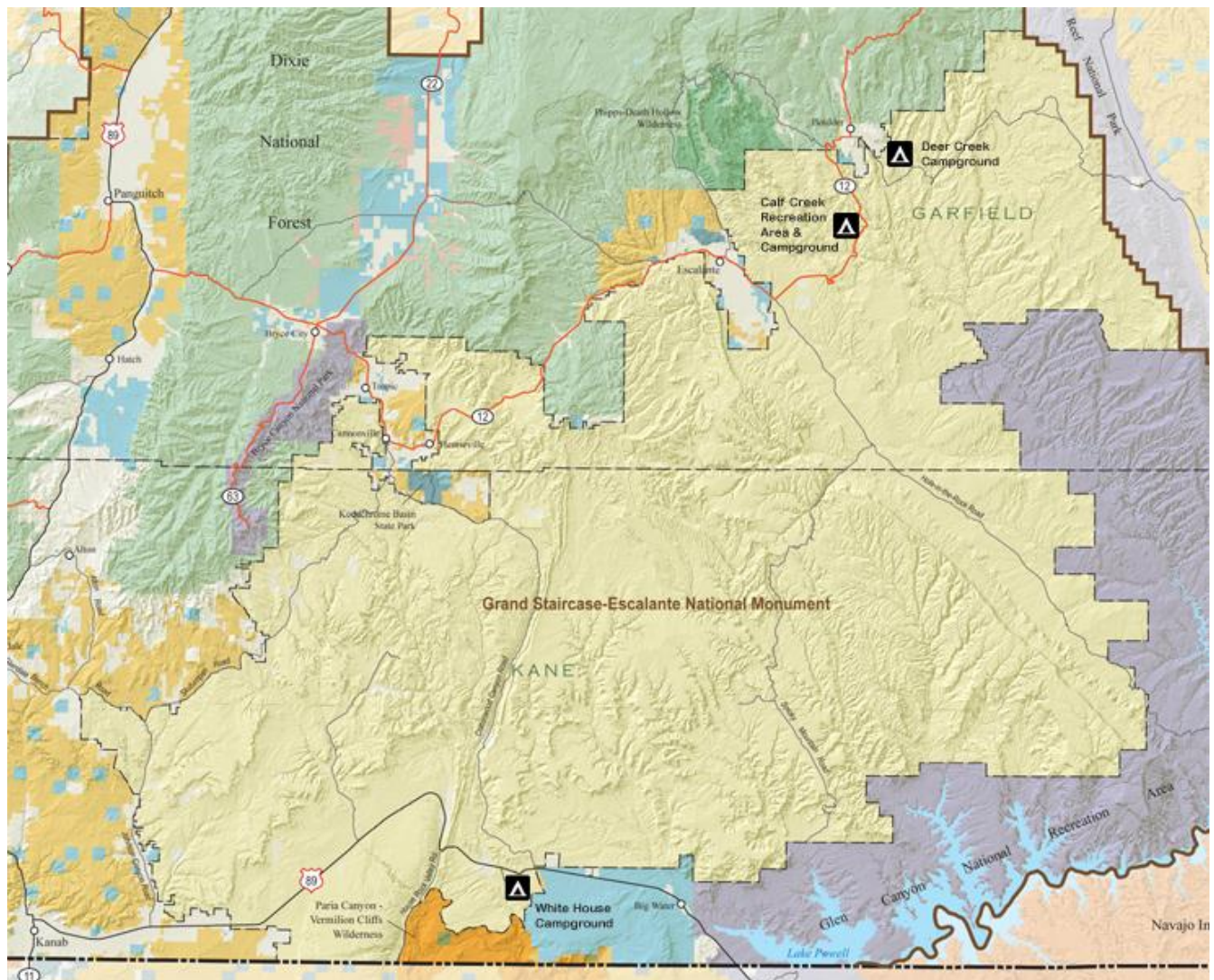
GSENM manages camping and day-use facilities at Calf Creek Recreation Area and camping facilities at Deer Creek Campground. Calf Creek Recreation Area also provides access to Lower Calf Creek Falls Trail and is located along State Route 12 (an All-American Road) between Escalante and Boulder, Utah; Deer Creek Campground is located south of Boulder along Burr Trail Road (a State Scenic Backway).

Fee rates at Calf Creek Recreation Area and Deer Creek Campground have not been increased in more than twelve years though the costs of maintaining and operating have increased such that operating expenses are often more than twice what is taken in as fee revenue. In order to maintain and operate these facilities to an acceptable standard, GSENM proposes to increase fee rates at both sites. This draft business plan addresses the proposed fee rate increases, operating costs, priorities for future expenditures, analyzes comparable recreation fee rates and the impacts of changing or not changing fee rates.

### **Administrative Unit**

GSENM encompasses approximately 1,870,000 acres in south-central Utah and is the administrative unit for the GSENM Campgrounds Fee Account (Work Breakdown Structure (WBS) # LVRD UT22). Approximately 68% of the Monument is in Kane County, with the remaining 32% in Garfield County. The Monument is in Utah Congressional District #2.

**Table 1:Map of Grand Staircase-Escalante National Monument**



## Authorities and Guidance

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

- *The Federal Land Policy and Management Act (FLPMA), 1976*, [Public Law 94-579], contains BLM's general land use management authority over the public lands, and establishes outdoor recreation as one of the principal uses of those lands. Section 302 (b) of FLPMA directs the Secretary of the Interior to regulate through permits or other instruments the use of the public lands. Section 303 of FLPMA contains BLM's authority to enforce the regulations and impose penalties.
- *The Federal Lands Recreation Enhancement Act (FLREA), 2004*, repealed applicable portions of the Land and Water Conservation Fund Act and replaced BLM's authority to collect recreation fees in 2004. This current law authorizes BLM to collect recreation fees at sites that meet certain requirements, allows BLM to keep the fee revenues at the local offices where they were collected, and directs how BLM will manage and utilize these revenues. FLREA also established the America the Beautiful – The National Parks and Federal Recreational Pass Program.
- *Code of Federal Regulations, Title 43, Part 2930 (43 CFR 2930)*, contains the regulations governing BLM's recreation permitting programs.
- *BLM Recreation Permit Administration Handbook (H-2930-1)*, explains how the BLM implements its recreation permit and fee program.
- BLM Utah Instruction Memorandum UT 2013-037: *Utah Recreation Fee Program Toolbox*
- BLM Instruction Memorandum 2007-028: *Federal Lands Recreation Enhancement Act – Final Public Participation Policy for Certain Recreation Fee Adjustments and Proposed New Fee Sites/Areas*



Hikers view Zebra Wall on Calf Creek Trail

## BLM Recreation Program Goals

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

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

## Land Use Plan Guidance

The recreation program at the Monument is guided by the Grand Staircase-Escalante Monument Management Plan (MMP) which became effective February 2000. The MMP articulates the Monument's vision to remain a frontier and provide unparalleled opportunity for the study of scientific and historic resources. It also provides a framework for the varied role of recreation within four management zones. The following two zone descriptions provide guidance for the recreation sites included in this plan:

- **Front-country Zone:** *is intended to be the focal point for visitation by providing day-use opportunities in close proximity to adjacent communities and to Highways 12 and 89 which traverse the Monument. This zone will accommodate the primary interpretation sites, overlooks, trails, and associated facilities necessary to feature Monument resources. Existing destinations such as Grosvenor Arch, the Pahreah town site, and the Calf Creek Recreation Area were included in order to provide for necessary improvements and to accommodate expected visitation.*
- **Passage Zone:** *includes secondary travel routes which receive use as throughways and recreation destinations. While rudimentary facilities necessary for safety, visitor interpretation, and for the protection of resources will be allowed in this zone, the BLM will generally avoid directing or encouraging further increases in visitation due to the condition of routes and distance from communities. The boundary does not constrict closer than 100 feet to designated routes, and encompasses most obvious imprints of human activities such as trailheads, transmission rights-of-way, and potential resource interpretation sites within 1/2 mile of the subject route.*



Lower Calf Creek Falls

Additionally, the MMP designated six Special Recreation Management Areas (SRMA) and the sites addressed in this plan are within the following two SRMA's:

- **SRMA-6: Highway 12 SRMA:** *This area encompasses the Highway 12 corridor located in the Monument, including the Calf Creek Campground and Interpretive Trail. Activities in this SRMA include scenic driving, day-use hiking, camping, equestrian use, road bicycling, scenic and interpretive viewing. The recreation experience will focus on learning about geology, history, archaeology, biology, and paleontology, in addition to scenic viewing. Short interpretive trails and scenic overlooks will be developed to encourage visitors to learn more about these Monument resources. Opportunities will accommodate all visitors. Information stations located in Boulder, Escalante, and Cannonville will disseminate educational materials to further information about these resources.*
- **SRMA-2: Escalante Canyons SRMA:** *The boundary of this SRMA will follow the geographical topography including all the tributaries to the main Escalante Canyon. It will include trailheads for all the popular routes into the canyons. Activities in this SRMA include backpacking,*

*canyoneering, non-motorized boating, and equestrian use. The overall recreation experience will continue to be primitive, uncrowded, and remote. Overall social encounters will remain low compared to other southwest canyon hiking opportunities. However, a range of social encounters will be available. Potential permit systems could address general public, commercial, and administrative users.*

Specific MMP decisions relevant to fees and campgrounds are:

- FEE-1: *The Monument has been approved to develop a fee demonstration program. Public input will be sought prior to the design and implementation of any fee system.*
- FEE-2: *Existing use fees will continue to be charged.*
- CAMP-1: *Camping in developed campgrounds or in designated primitive camping areas will be allowed in the Frontcountry and Passage Zones. Dispersed primitive camping will not be allowed in these zones.*

## **GSENM Recreation Program**

GSENM is surrounded by federal and state lands that provide high quality and unique recreational opportunities in both canyon country deserts and forested high plateau environments. The Monument shares boundaries with Bryce Canyon and Capitol Reef National Parks, Glen Canyon National Recreation Area (Lake Powell), Dixie National Forest, and other BLM administered lands, including the Paria Canyons-Vermillion Cliffs Wilderness Area (in which Coyote Buttes and The Wave are located). Kodachrome Basin, Escalante Petrified Forest, and Anasazi State Parks either adjoin or are located in close proximity to the Monument. Although not directly adjacent to the Monument, Zion National Park, Cedar Breaks National Monument, the North Rim of Grand Canyon National Park, and Kaibab National Forest are within relatively short driving distances.

GSENM is located in the center of the "Grand Circle", a cluster of scenic attractions in the southwestern U.S. that are marketed collectively by the regions' tourism boards as containing "America's largest concentration of national parks and monuments, woven together by extraordinary designated Scenic Byways". Scenic Byway 12, designated Utah's first and only All American Road, runs through the northern portion of the Monument. The byway connects the communities of Bryce Valley with Escalante and Boulder, provides access to many of the Monument's premier recreational opportunities, and serves as the primary link between Bryce Canyon and Capitol Reef National Parks.

The Monument is renowned for its vast, rugged and isolated setting. Towering sandstone walls, intricate slot canyons, river canyons, arches and hoodoos have become iconic and increasingly sought after by local, national and international visitors who recreate both independently and by hiring commercial outfitters. The area routinely receives national and international media coverage and has become a growing recreation destination for visitors from around the world.



Access road into Calf Creek Recreation Area off Scenic Highway 12



GSENM is located in a region where pavement is rare and most recreational opportunities require traveling into undeveloped country where services are not available.

Most commonly, visitors to GSENM enjoy recreational opportunities associated with hiking, backpacking, canyoneering, scenic driving, hunting, primitive camping, OHV touring, and horseback riding. Though the majority of visitors are self-directed, GSENM authorized 76 Special Recreation Permits (SRP) in 2012 to commercial outfitters and guides. Of those, approximately 15% of all SRP holders are authorized to utilize Calf Creek and Deer Creek recreation sites with their commercial clients.

**Table 2: GSENM Total Visitation**

Fiscal Year	Visitation
2003	695,864
2004	649,667
2005	613,375
2006	695,866
2007	708,362
2008	711,310
2009	722,431
2010	728,928
2011	739,248
2012	761,529

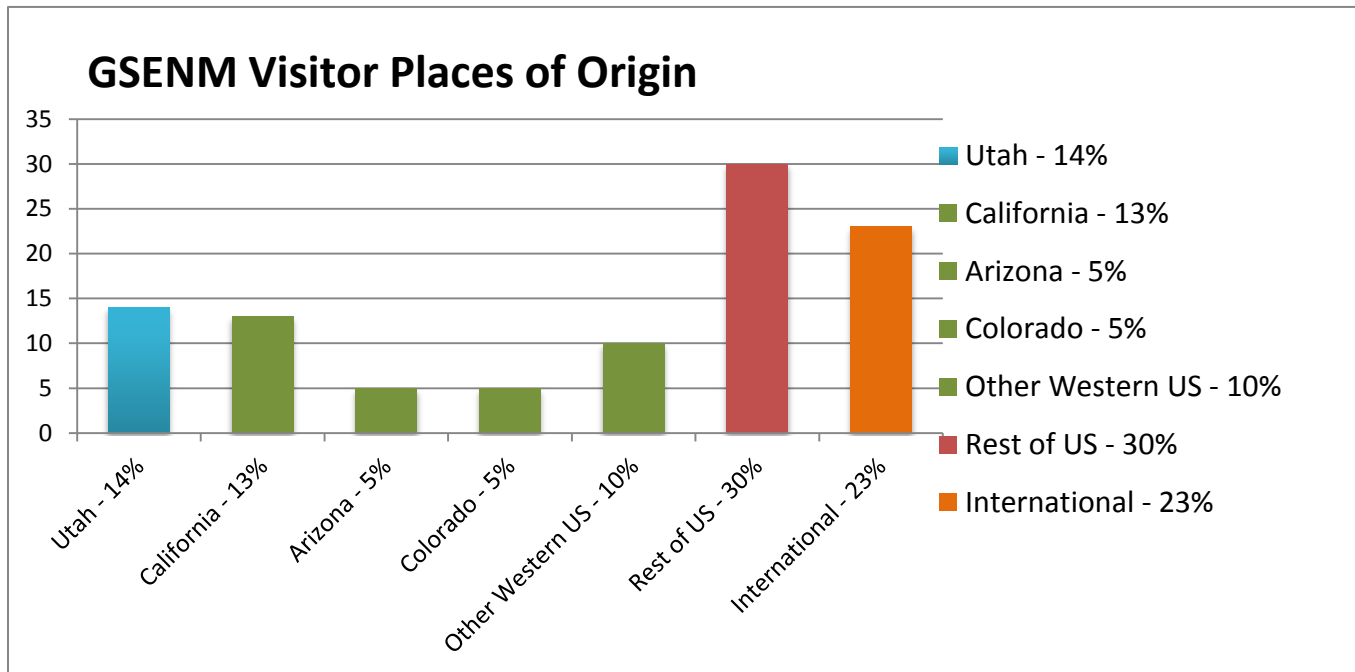
***GSENM Visitation and Demographics***

The GSENM visitation season begins in March and continues into November with May, June, and September being the peak months. In 2012, overall visitation to GSENM totaled 761,529 visits with 53,903 visitors contacted at the Escalante Interagency Visitor Center, the visitor contact facility most likely to share information about Calf Creek Recreation Area and Deer Creek Campground. GSENM visitation statistics for the past ten years are included in Table 2 below. Visitation to GSENM in the last five years shows an annual average increase of 1.7% and that trend is anticipated to continue.

The GSENM Front Country Visitor Use Study, conducted in 2004 by the Institute for Outdoor Recreation and Tourism at Utah State University, surveyed visitors at Monument Visitor Centers as well as many sites within the Monument, including Calf Creek Recreation Area and Deer Creek Campground. The following visitor demographics were recorded:



- Approximately two-thirds of visitors were male.
- Average age of visitors was 50 years old.
- The most common group size was two people (56% of those surveyed).
- More than 60% of visitors were visiting for the first time.
- 87% of visitors stayed one or more days with 3.6 days visit being the average.
- 77% of visitors noted that recreation was the primary reason for their visit, but of those only 20% considered the Monument to be their main destination.
- Places of origin for Monument visitors are shown in the chart below.



2004 Visitor Use Study, Institute for Outdoor Recreation and Tourism, Utah State University

### ***GSENM Recreation Agreements, Partnerships, and Volunteers***

Several agreements and partnerships support the recreation program on the Monument. Fee monies are used to support projects of mutual benefit with various entities, primarily academic institutions. The following is a list of recent agreements:

- Northern Arizona University, Department of Geography, Planning and Recreation – Assistance Agreement to monitor recreation impacts;
- Colorado Mesa University, Natural Resources Center – Assistance Agreement to establish the recreation experience baseline for areas of the Monument that receive increasing levels of recreational use;
- Glen Canyon Natural History Association – Assistance Agreement to support hosted workers that staff information desks at visitor centers.
- Grand Staircase Escalante Partners – Assistance Agreement to support educational and interpretive programs including a Walks and Talks Program and an Archeological Sites Stewardship Program.



Volunteers help replace foot-bridge on Lower Calf Creek Falls Trail

The primary on-going volunteer efforts to support the recreation program at GSENM include the camp host program at Calf Creek Campground and water quality monitoring of Calf Creek. There are a number of other volunteer programs that benefit recreation but are not directly the responsibility of the recreation program. An example of these programs includes the removal of Russian olive in the riparian areas of the Escalante River watershed, most of which are primary canyon corridors used by recreationists. On an as-needed basis, volunteers assist with graffiti and trash removal and small scale trail maintenance and construction projects.

### **GSENM Recreation Fee Site Description**

The recreation sites included in this draft business plan are located at Calf Creek Recreation Area and Deer Creek Campground and the fees collected at these sites are deposited in the GSENM Campgrounds Fee Account (WBS# LVRD UT22). These sites provide the only developed recreational opportunities in the northern reaches of the Monument that are accessible via paved roads.



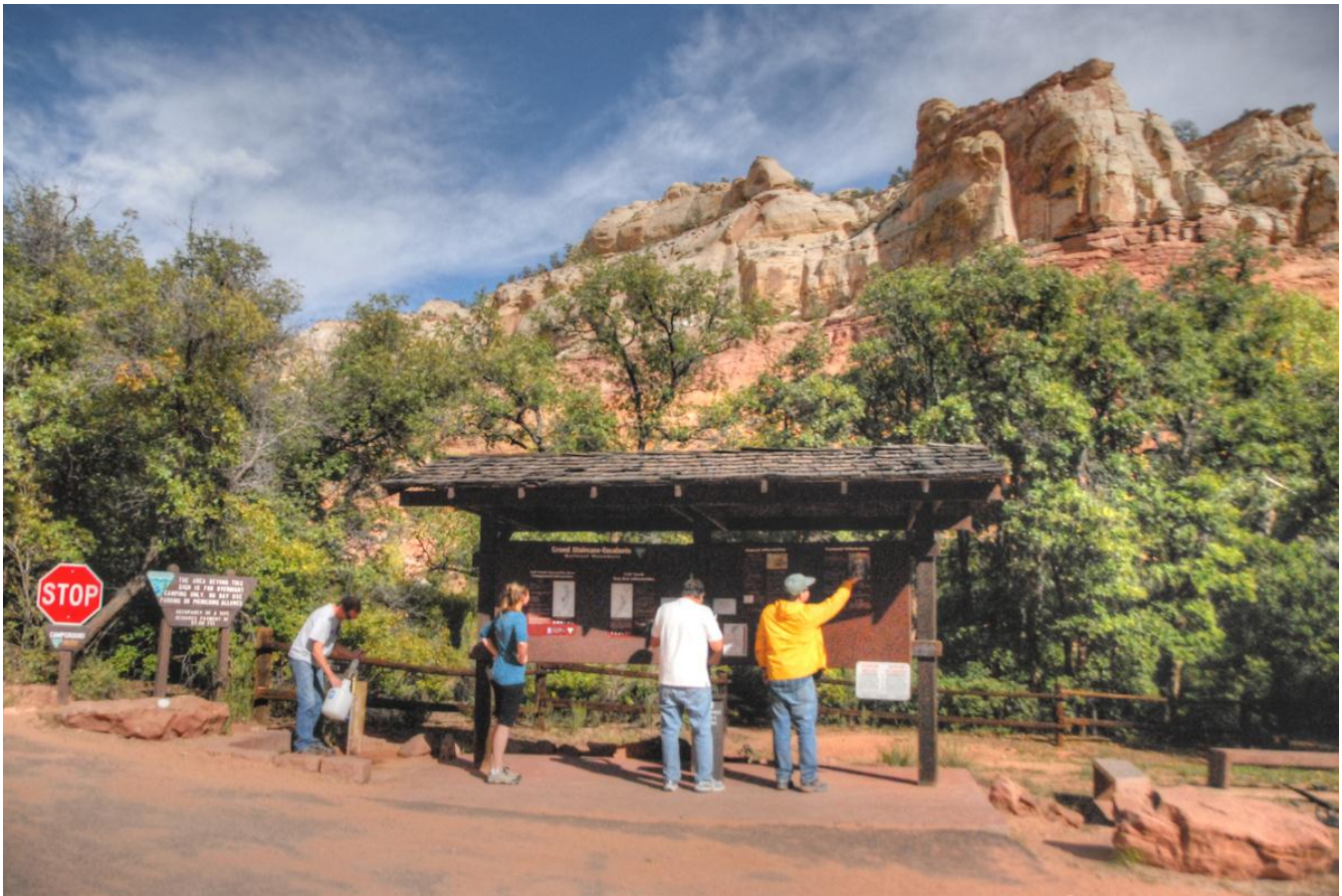
Calf Creek Recreation Area parking and fee sign

Fees have been collected at these sites for decades. In 2000, the public was notified that recreation use fees were reaffirmed at Calf Creek and Deer Creek Recreation Sites, via Federal Register Notice, *Campground Fees for BLM-Administered Campgrounds in Utah*, (Federal Register/Vol.65, No.172/Tuesday, September 5, 2000). Since that time, fee rates at those sites have not changed and are shown below in Table 3.

**Table 3: GSENM RUP Fees**

Recreation Site	Current Fee	Fee Site Description
Calf Creek Campground	\$7 per campsite	13 individual campsites
Calf Creek Day-Use	\$35 per day Group Picnic Reservation Use	1 large group picnic site available by reservation <sup>1</sup>
	\$2 per vehicle	Two small individual picnic sites, access to water play area, and interpretive trail
Deer Creek Campground	\$4 per campsite	7 individual campsites

<sup>1</sup>When large group site is not in use, individual day-use visitors also utilize this area



Calf Creek Recreation Area fee station, bulletin board, and potable water

In 2008, the use of the *America the Beautiful/National Parks and Federal Recreational Lands Pass* began to impact fee revenues. All four interagency passes are entitled to free day-use at Calf Creek Recreation Area (Standard Amenity Site). Senior and Access Pass holders receive a 50% discount on campground fees (Expanded Amenity Sites). Historically some interagency pass holders mistakenly thought that all four passes were valid for free or discounted camping. Since fee payments are on an honor system, empty fee envelopes were often placed in fee boxes marked with an interagency pass number. Since that time, regulations are clearly posted and increased visitor contacts continue to educate users about correct fee requirements.



Group picnic area with barbeque



Calf Creek campsite

## Amenity Fee Authorization

BLM is authorized to require the purchase of an RUP when a site or area meets certain criteria. Both campgrounds meet the criteria to collect a category of RUP fees known as *Expanded Amenity Recreation Fees*. Developed campgrounds must provide at least five of nine “extra” amenities in order to collect fees. The day-use picnic area at Calf Creek meets criteria to collect standard amenity fees based on a basic level of amenities provided. The standard and expanded amenities available at Calf Creek Recreation Area and Deer Creek Campground are noted below in Tables 3 and 4.

**Table 4: Standard Amenities at GSENM Day-Use Site** (All must be provided)

Amenities Provided	Calf Creek Day-Use Area
Designated developed parking	X
Permanent toilet facility	X
Permanent trash receptacle	X
Interpretive sign, exhibit, or kiosk	X
Picnic tables	X
Security services	X

**Table 5: Expanded Amenities at GSENM Campgrounds** (site must provide a minimum of 5)

Amenities Provided	Calf Creek Campground	Deer Creek Campground
Tent or trailer spaces	X	X
Picnic tables	X	X
Drinking water	X	
Access roads	X	X
Collection of the fee by an employee or agent of Federal land management agency	X	X
Reasonable visitor protection	X	X
Refuse containers	X	
Toilet facilities	X	X
Simple devices for containing a campfire	X	X

### ***Calf Creek Recreation Area Site Description***



**Aerial view of Calf Creek Recreation Area**

Calf Creek Recreation Area was established for its recreational and scenic value by BLM in 1970, under authority of 43 CFR 2410 and 2411 and the Classification and Multiple Use Act (1964). The 5,835 acre recreation area encompasses the Calf Creek watershed, and contains a campground, day-use area, and the trailhead to Lower Calf Creek Falls on its southern-most end. The recreation area is located off State Route 12 (Scenic Byway 12) between Escalante and Boulder, Utah. The campground and trail are in the Monument’s Front-country Management Zone and the HWY 12 SRMA. The campground is surrounded by the Phipps-Death Hollow Outstanding Natural Area / Wilderness Study Area (WSA), and the trail is located within the WSA. Calf Creek, a spring-fed tributary of the Escalante River flows through the recreation area and was found to be suitable for Wild and Scenic River designation and tentatively classified as Wild, Scenic and Recreational depending on the segment (the segment going through the campground and day-use area is tentatively classified as Recreational).

The recreation area provides an access road, thirteen campsites (spaces for tent camping , can accommodate small RVs) with tables and campfire rings, drinking water, flush and vault toilets, designated developed parking, group and individual day-

use picnic sites, a water play area, a seasonal camp host, and refuse containers. These developed facilities are contained within approximately 10 acres and are available for public use all year. Potable water and flush toilets are only available from April to October to avoid frozen water lines and fixtures. Routine patrols and fee collection are conducted by BLM park rangers.

Hidden between towering sandstone walls, the small campground and day-use area are nestled into the creek-side vegetation of Calf Creek, offering a unique setting that is easily accessible and highly desirable to the visiting public. Popular recreation uses at Calf Creek include hiking, camping, picnicking, fishing, water play, photography, and bird watching. The three-mile interpretive trail to the spectacular 126-foot Lower Calf Creek Falls is a must-see for most visitors to the area. It includes interpretive stops marked by wooden numbered posts that correspond to a free interpretive trail guide available to hikers at the trail register.

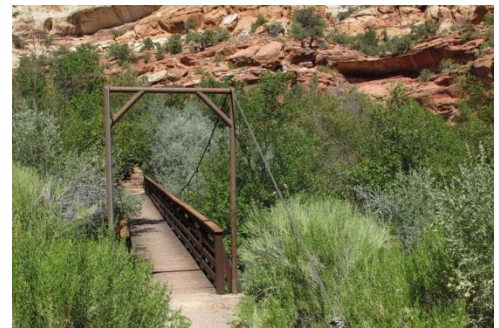
The site is nestled between steep and eroding sandstone cliffs with Calf Creek’s flood plain going through its middle. The WSA boundary runs immediately adjacent to the west side of the parking area and along the back side of the northern campsites. These physical and administrative characteristics allow for very limited reconfiguration or expansion of infrastructure.



Calf Creek campsite

### Calf Creek Visitation

Calf Creek Recreation Area is the most visited recreation site in the Monument receiving roughly 40,000 visits annually as people flock to its lush riparian setting in the midst of the sandstone canyons. Visitation at Calf Creek is highest from May to September with peaks during May and June. The campground's daily occupancy is at or exceeds capacity from late April through September. Lower Calf Creek Falls Trail draws approximately 20,000 visitors annually. During high visitation times, especially holidays, the available day-use parking cannot accommodate demand and GSENM staff and volunteers must direct traffic from the highway at the top of the access road.



Calf Creek Bridge above and pit toilet below



Pit toilet





Potable water source

Calf Creek Recreation Area provides the only public toilet facilities along the 28-mile stretch connecting Escalante and Boulder. The scenic overlooks along Scenic Byway 12 within GSENM are estimated to receive more than 325,000 visits annually. Some percentage of visitors utilizes the restrooms at Calf Creek, although statistics are not available for this specific use.



Vault toilet adjacent to Calf Creek Trailhead parking area

Table 6 shows total permits and visitors for both the campground and day-use area in the last five years. The total visitors are calculated using actual numbers noted on RUP fee envelopes. These numbers do not include all hikers using the Calf Creek Falls trail which was 21,605 in 2013.

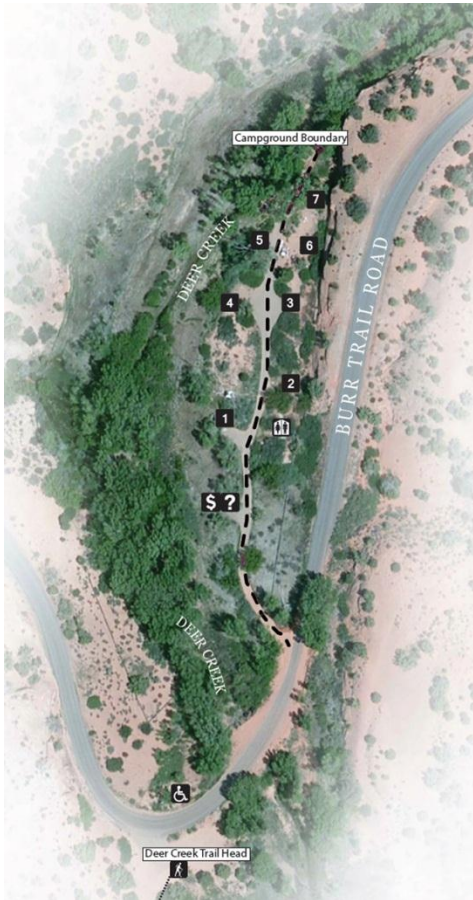
**Table 6: Calf Creek Recreation Area Total RUPs and Visits**

Fiscal Year	Calf Creek Campground RUPs	Calf Creek Campground Visitors	Calf Creek Day-Use RUPs	Calf Creek Day-Use Visitors
2009	2,629	7,349	6,385	16,685
2010 <sup>1</sup>	2,056	5,443	4,392	11,630
2011 <sup>2</sup>	2,002	5,256	4,679	13,224
2012	1,453	3,843	4,975	14,316
2013	2,058	5,191	7,620	21,605
<b>5-Year Average</b>	<b>2,039</b>	<b>5,416</b>	<b>5,610</b>	<b>15,492</b>

<sup>1</sup>Calf Creek Recreation Area was closed for almost four weeks (July-August 2010) to allow for replacing and updating the water system.

<sup>2</sup>Calf Creek Recreation Area was closed for ten days (September 2011) to allow for chip sealing of the parking lot.

### ***Deer Creek Campground Site Description***



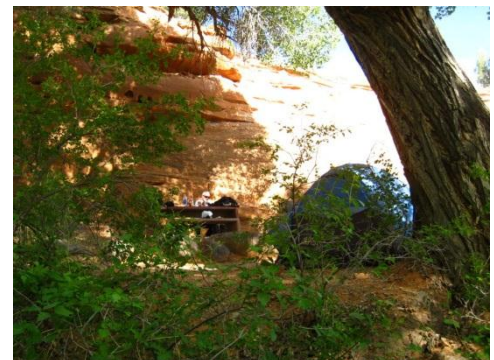
**Aerial view of Deer Creek Campground**

Along with Calf Creek Recreation Area, Deer Creek Recreation Site was also established for its recreational and scenic value by BLM in 1970, under authority of Title 43 CFR 2410 and 2411 and the Classification and Multiple Use Act (1964). Known as Deer Creek Campground, the 640 acre site encompasses a campground that was first built in the 1980s, when four of seven planned campsites were constructed. In the late 1990s, the three remaining campsites were constructed along with a vault toilet that is still in use. The small campground is located directly adjacent to Burr Trail Road, eight miles south-east of Boulder, Utah. The campground is in the Monument’s Passage Management Zone and the Escalante Canyons SRMA. The acreage of the campground and recreation site is within the North Escalante Canyons Outstanding Natural Area and the Steep Creek Wilderness Study Area. It also adjoins two additional Outstanding Natural Areas on the south at Escalante Canyons – The Gulch. Deer Creek, a tributary of the Escalante River, flows through the western side of the campground and is recommended as suitable for Wild and Scenic River designation and tentatively classified as Recreational for the segment passing through the campground.

The campground provides an access road, seven campsites (spaces for tent camping; able to accommodate small RVs) with picnic tables, campfire rings, and a vault toilet. Fees are collected at the entry kiosk and are deposited on the honor system. The popular Deer Creek Trailhead that provides access into the Escalante Canyons via a primitive canyon route is located directly across the road from the campground. Routine patrols and fee collection are conducted by BLM park rangers.

Tucked into a lush riparian corridor surrounding by colorful sandstone outcrops, the Deer Creek Campground provides an intimate, minimally developed setting for camping and serves as a base camp for exploring the many recreational opportunities provided along the Burr Trail and Wolverine Loop Roads in the Circle Cliffs region of the Monument. Some of those opportunities include hiking, canyoneering, scenic driving, biking, photography, and bird watching.

Deer Creek Campground provides the only public toilet along Burr Trail Road once visitors leave Boulder, and although statistics are not available for those stopping only to use the toilet, it is assumed that some portion of the 50,000 travelers along the Burr Trail Road do utilize the site.



**Deer Creek campsite**



Deer Creek pit toilet

The campground is squeezed between Deer Creek’s riparian zone (which is habitat for the threatened and endangered plant, Ute Ladies Tresses) and a sandstone outcrop. The campground shares the access road with private property owners to the north that hold a driveway ROW, and the site is bounded on one side by Burr Trail Road and on the other side by Deer Creek and WSA lands. These physical and administrative characteristics allow for very limited configuration of infrastructure.

Deer Creek Visitation



View of two campsites

Deer Creek Campground receives an average of approximately 1,500 campers annually. The visitation season begins in March and extends into October. Visitation is highest during the months of May and June with 75-100% occupancy. It is anticipated that demand at Deer Creek Campground will steadily increase such that full occupancy occurs during the majority of the visitation season. Table 7 shows total permits and visits to the campground in the last five years.

**Table 7: Deer Creek Campground Total RUP’s and Visits**

Fiscal Year	Deer Creek Campground RUPs	Deer Creek Campground Visitors <sup>1</sup>
2009	699	1627
2010	767	1708
2011	662	1400
2012	491	1144
2013	681	1468
<b>5-Year Average</b>	<b>660</b>	<b>1463</b>

<sup>1</sup>Campground visitors calculated by actual number in party noted on camping RUP envelope.

Campground Agreements, Partnerships, and Volunteers

A seasonal Campground Host Program provides an important daily presence at Calf Creek Campground during the months of April to September. Their patrols include Deer Creek Campground. Youth stewardship projects involving church and civic groups, local Boy Scout troops, and other non-profit organizations help with trash clean-up, riparian projects and small maintenance projects at the two Monument campgrounds and adjoining trails.

The following is a list of recent agreements supporting Calf Creek Recreation Area:

- Utah Conservation Corp (UCC) - trail maintenance on Lower Calf Creek Falls Trail.
- Southern Utah University and Youth Conservation Corps (YCC) – trail and campground maintenance at Calf Creek.
- Grand-Staircase-Escalante Partners –volunteer monitoring of water quality along Calf Creek; campground patrols.



Student stewardship project

## Proposed Modification of Recreation Fees Rates

GSENM proposes to increase Campground and Day-Use RUP fees. Fees at Calf Creek and Deer Creek have not been raised in more than twelve years. A new on-line campsite reservation system and cost recovery fee is also proposed for future implementation. This feature would offer approximately 25% of total campsites for advance reservation. The new cost recovery fee would only apply to advance

**Table 8: Recreation Sites and Fees**

Recreation Site		Current Fee	Proposed Fee
Calf Creek Campground		\$7 / campsite	\$15 / campsite
Calf Creek Day-Use	General Day-Use	\$2 / vehicle	\$5 / vehicle
	Reserved Group-Use	\$35 / day	\$50 / day
Deer Creek Campground		\$4 / campsite	\$10 / campsite
Advance Reservation Cost Recovery Fee		No advance reservation system	\$10/per advance reservation

campsite reservations and would be in addition to the proposed new campsite fee. The existing and proposed fee increases are shown below in Table 8.

## Operating Costs

### Annual Expenditures

GSENM operates and maintains Calf Creek Recreation Area and Deer Creek Campground. Annual operating costs include those associated with facility maintenance, monitoring of visitor use and parking control, fee collection, and law enforcement and park ranger patrols.

The cost of maintaining and cleaning the recreation sites includes full-time and seasonal maintenance labor, purchase of supplies (i.e. toilet paper, garbage bags, cleaning supplies, etc.) as well as paying for sewage contracts. One seasonal maintenance worker (funded by UT22) is responsible for cleaning both recreation sites and doing basic infrastructure maintenance such as painting buildings and signs, repairing hydrants and fences, and monitoring and testing the culinary water system at Calf Creek. The three campground toilets are cleaned biweekly (at a minimum) using a portable, high-pressure, hot water system. Sewage is pumped from the vault toilets and the Calf Creek septic tank by a private contractor on average twice each year.



Calf Creek Campground campsite

A seasonal on-site, live-in campground host provides critical assistance in all aspects of visitor contact and campground operations at Calf Creek. They often clean restrooms, direct traffic and patrol each day for fee compliance. Typically, most camp hosts work for two month stints. It is possible that 3-4 sets of hosts are hired and trained to cover the entire visitation season.

Park rangers regularly patrol the campground, day-use area and trail. Two park rangers are involved in collecting the locked fee tubes and counting fees. Seasonal interpretive programs are conducted in the day-use area when staffing allows. The interpretive trail guide is prepared and printed by GSENM staff.

Operations at the recreation sites require the use of government vehicles and equipment for patrols, maintenance work, resource and visitor use monitoring, and law enforcement. Vehicles routinely used include pick-up trucks, a patrol vehicle, and a specialized cleaning truck equipped with high pressure hot water cleaning equipment.

Averages of ten GSENM employees provide regular and on-going services to the campground program. These include:

- maintenance workers (permanent and seasonal) who ensure the cleanliness and safety of the facilities;
- park rangers who are involved with fee collection, hiring and coordination of the campground host, visitor use monitoring, water quality sampling, minimizing day-use parking issues, and conducting routine safety patrols in campgrounds and on day-use trails;
- law enforcement officers who provide safety patrols and resource impact monitoring;
- outdoor recreation planners and specialists who assist with NEPA projects and all operations;
- and visitor services supervisor and a visual information specialist

**Table 9: Annual Campground Costs (WBS# LVRD UT22-1232)**

		2010	2011	2012
<b>Labor Costs</b>	Maintenance (Seasonal and % Permanent)	13,700	13,700	13,700
	Camp Host/Volunteers (Camp Rate)	4,900	4,681	5,053
	<b>LABOR SUBTOTAL</b>	<b>18,600</b>	<b>18,381</b>	<b>18,753</b>
<b>Operations Costs</b>	Vehicles	4,400	3,306	4,849
	Electricity	385	481	400
	Misc. Supplies (Culinary, water testing and supplies, TP, cleaning products, paint, lumber etc.)	11,926	12,706	13,700
	Culinary Water System (training, dues, testing, repairs)	525	520	375
	Septic and Vault Toilet Pumping	1488	940	890
	Satellite Phone	155	368	0
	<b>OPERATIONS SUBTOTAL</b>	<b>18,879</b>	<b>18,321</b>	<b>20,214</b>
	<b>LABOR AND OPERATIONS TOTAL COSTS</b>	<b>37,479</b>	<b>36,702</b>	<b>38,967</b>
<b>Miscellaneous Costs</b>	<b>Misc. One-Time Costs (1232)</b>			
	Chip Seal Access Road		(30,000)	
	Fire Grate Replacement	(4,000)		
	Interpretation / Education / Customer Service Media Products			(4,000)
	Currency Counter		(1,855)	
	Trail Re-construction(Corps Work)		(12,500)	
	Traffic Counter		(2,390)	
	Parking Bumpers		(1,930)	
	Road Base for Campsites and Road Edges		(1,950)	
	New Hydrant	(2,195)		
	Sandstone Valve Covers		(975)	
	Fence Materials		(1,657)	
	<b>MISCELLANEOUS TOTAL COSTS</b>	<b>\$6,195</b>	<b>\$53,257</b>	<b>\$4,000</b>
	<b>OVERALL TOTAL COSTS</b>	<b>\$43,674</b>	<b>\$91,675</b>	<b>\$42,967</b>



East rim view of Lower Calf Creek Falls

## Fee Revenues

Fee revenues collected at Calf Creek and Deer Creek are deposited in the GSENM Campgrounds Fee Account (WBS# LVRD UT22) that was established in late 2012. The decrease in camping and day-use revenues in 2011 and 2012 is attributed to inaccurate visitor use of the America the Beautiful pass for discounted camping or free day-use at both sites. Due to the small capacity of current GSENM campgrounds, the UT22 fee revenues are influenced by the site capacity and geography. Day-use fee revenues are also tied to the number of cars that can fit into the day-use parking area.

**Table 10: Actual Fee Revenues – Past Five Years**

Fiscal Year	Actual Revenues				Total Annual Revenue
	Calf Creek Campground	Calf Creek Day-Use	Calf Creek Group Picnic Use	Deer Creek Campground	
2009	\$20,635	\$12,818	\$140	\$3,618	<b>\$39,220</b>
2010	\$20,038	\$11,770	\$350	\$3,152	<b>\$37,320</b>
2011	\$15,272	\$8,419	0	\$3,346	<b>\$29,048</b>
2012	\$10,568	\$8,944	0	\$2,366	<b>\$23,890</b>
2013	\$13,751	\$14,225	\$140.	\$2,873	<b>\$30,989</b>
<b>5-Year Annual Average Revenue</b>					<b>\$30,485</b>

## Projected Revenues

Because visitation and fee revenues collected at Calf Creek and Deer Creek have fluctuated in the past five years, the projected fee revenues are calculated using a five-year average. It is assumed that usage will be more consistent with 2009 revenue numbers and fluctuations will be reduced due to an increase in correct fee payments. The number of campsites eligible for advance reservation in the future is projected at approximately 25% of total permits each year. This would be approximately 525 permits at Calf Creek and 156 permits at Deer Creek. The following proposed fees are multiplied by the five-year average of annual permit numbers.

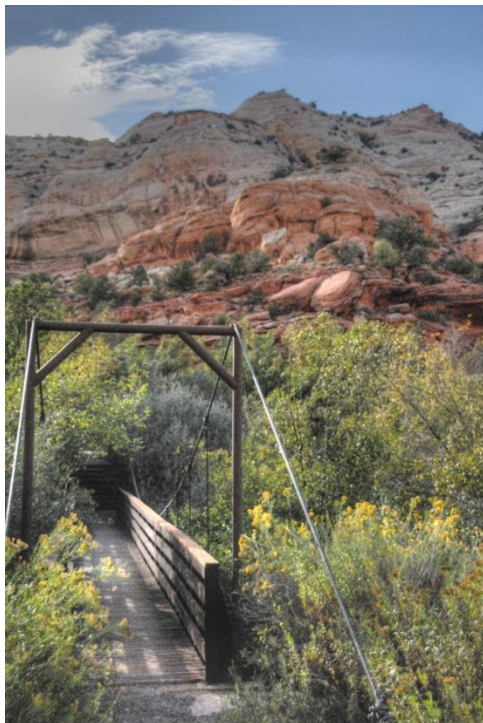


Car driving through Calf Creek on access road

**Table 11: Projected Annual Fee Revenues with Proposed Fee Increases**

Recreation Site	Proposed Fee	Estimated Annual # Permits	Projected Total Annual Revenues	
Calf Creek Campground	\$15 / site	2,039	\$30,585	
Calf Creek Day-Use	\$5 / vehicle	5,610	\$28,050	
Calf Creek Group Picnic (by reservation)	\$50 day	4	\$200	
Deer Creek Campground	\$10 / site	660	\$6,600	
Advance Campsite Reservation Cost Recovery Fee (TBD)	\$8-10 / per on-line reservation	674	Cost Recovery \$TBD	
<b>PROJECTED TOTAL ANNUAL REVENUES</b>			<b>2014</b>	<b>\$46,720</b>
			<b>2015</b>	<b>\$65,435</b>

In 2014, fee revenues are based on 6 months of fee increases beginning on March 1, 2014



Calf Creek suspension bridge

## Priorities for Future Expenditures

### On-going Essential Services

Priority expenditures for recreation fee revenues in the UT22 account emphasize maintaining current levels of service to users at Calf Creek Recreation Area and Deer Creek Campground. This includes maintaining a high standard of cleanliness that would promote visitor health and safety. Through proposed fee increases, annual revenues are expected to increase to approximately \$65,435-\$72,175 by 2015-2017. Consequently, the additional revenues from the proposed fee increases will be used primarily for the maintenance of existing program services.

### Advance Reservation System

Due to web access and internet resources, advance on-line trip planning is a tool for travelers to remote areas of Utah. Historically, the Monument has received requests by visitors for advance reservations of campgrounds. An advance campsite reservation system was analyzed in this business plan for future implementation as a visitor service. It is not proposed to be implemented until administration of the program is feasible at some point in the future. As mentioned above, approximately 25% of current sites would be offered annually for reservation. This would be approximately 674 total annual reserved permits at both Calf Creek and Deer Creek Campgrounds (5 total





**Table 12: Projected Priorities for 2014-2016 Annual Operating Budgets (1232)**

		<b>2014</b>	<b>2015</b>	<b>2016</b>
<b>Labor Costs</b>	Maintenance and Recreation Technicians (Seasonal 6 months)	19,000	19,000	19,000
	Youth Conservation Corp (Trails Maintenance)	10,000	10,000	10,000
	Camp Host/Volunteers/Intern Housing (Camp Rate)	5,000	5,000	7,500
	<b>Labor Sub-total</b>	<b>\$34,000</b>	<b>\$34,000</b>	<b>\$36,500</b>
<b>Operations Costs</b>	Vehicles	4,300	4,300	4,300
	Electricity	500	500	500
	Miscellaneous Supplies (Toilet paper, cleaning products, WAG bags etc.)	6,400	6,400	6,400
	Miscellaneous Materials (Paint, lumber, water system parts, road signs, site posts)	5,500	5,500	5,500
	Culinary Water System (training, dues, testing, repairs)	525	525	525
	Septic and Vault Toilet Pumping	1,000	1,000	1,000
	Signs/ Media (development, fabrication, standards)	5,000	10,000	5,000
	Routine Bacterial Water Sampling	5,100	5,100	5,100
	Advance Reservation System (i.e. on-line provider) TBD			
	<b>Operations Costs Sub-total</b>	<b>\$28,325</b>	<b>33,325</b>	<b>\$28,325</b>
<b>OVERALL LABOR AND OPERATIONS COSTS TOTAL</b>		<b>\$62,325</b>	<b>\$67,325</b>	<b>\$64,825</b>



**2013 campground host trailer**

Due to the small size of the campground and potential number of campsites that might be reserved, the cost recovery fee will have to be supplemented by other fee revenues in order to provide a successful reservation system. The cost of the on-line service provider combined with BLM costs to administer an on-the ground reservation may result in higher operational costs that will not be covered by a \$10.00 cost recovery fee. However, advance reservations are a great customer service and an advance reservation system is included in this business plan for analysis and public comment. We anticipate implementing some sort of temporary advance reservation system (even a telephone reservation) in hopes that something new comes along in the next decade that might operate at less costs than those currently in use. Future projected expenditures are illustrated below in Table 13.

**Priority Enhancement Projects**

In the event that an adequate UT22 fund balance was maintained, some fee revenues would be directed toward improving facilities and providing enhanced visitor services. Examples of these minor projects include constructing tent pads in all campsites, constructing additional shade shelters, improving on-site interpretive media and presenting campground interpretive programs. The following projects have been identified for funding once essential services are provided:

**Table 13: Future Campground Enhancement Costs (1232 Funds as Available)**

Recreation Site	Project	Estimated Cost	
Calf Creek	Construct new tent pads	\$6,500	
	New interpretive and orientation signage	\$7,500	
	Re-route Lower Falls Trailhead	New trailhead sign	\$3,600.
		Labor youth crew	\$10,000
		Materials	\$12,000
New trailhead register		\$300	
Deer Creek	Construct tent pads	\$3,500	
<b>OVERALL PROJECTED TOTAL</b>		<b>\$43,400.00</b>	

**One-Time Deferred Maintenance or Other Operational Expenses**

In the past five years GSENM has completed several deferred maintenance projects at Calf Creek. In 2009 the 40-plus year old water system was replaced and upgraded using American Recovery and Reinvestment Act (ARRA) funds. During the period when the campground was closed for construction, a retaining wall was constructed by the low water crossing to stabilize an eroding slope near the beginning of the Lower Falls Trail, campsites were top dressed with base material, and universally-accessible fire rings and picnic tables were installed throughout the campground. In 2011, the 1232 combined account funds were used to chip seal the access road, parking area, and campground driveway. Damaged segments of the Lower Falls Trail were repaired in 2011 and 2012 also using the combined account 1232 funds. In 2013, hazard trees were limbed and removed by a contract firm at both recreation sites using 1232 (UT-22) funds. Other one-time operational costs in recent years include the purchase of a currency counter for processing fee revenues and traffic counters to improve the accuracy of visitor numbers.

**Deferred Maintenance Projects**

In addition to fee revenues, GSENM regularly applies for 1653 funding to support deferred maintenance and capital improvement projects to support the recreation program. Priorities for infrastructure are those which address health and safety concerns. For example, due to the riparian location of both campgrounds, regularly occurring flash floods can create challenges for facility maintenance. At the Calf Creek site block retaining walls adjacent to the



Calf Creek swim area

swimming hole are often destabilized during flood events. The walls on the stream bank slump and dislodge blocks into the creek creating potential hazards.

Several deferred maintenance projects have been identified and Table 14 includes projects that have been submitted into the Five Year Plan for 1653 funding and projects that are slated to be submitted for funding in the future. Cost estimates have not been prepared to address the latter projects.

**Table 14: Future GSENM Recreation Site Deferred Maintenance/Capital Improvement Projects**

<b>PROJECTS CURRENTLY SUBMITTED INTO 5-YEAR PLAN FOR 1653 FUNDING</b>			
<b>Recreation Site</b>	<b>Project</b>	<b>Unit Cost</b>	<b>Estimated Cost</b>
Calf Creek	Replace 1960s era shade shelters (4)	\$20,000	\$80,000
	Replace vault toilet (single)	\$25,000	\$25,000
	Repair suspension bridge	\$18,000	\$18,000
	Replace retaining walls by water play area and improve access	\$67,500	\$67,500
	Stabilization of power line under suspension bridge	\$2,000	\$2,000
	Replace information kiosk/fee station	\$3,000	\$3,000
Deer Creek	Replace vault toilet (single)	\$25,000	\$25,000
	Upgrade access road	\$5,000	\$5,000
	Replace information kiosk/fee station	\$3,000	\$3,000
	<b>SUB-TOTAL</b>		\$228,500
<b>PROJECTS PLANNED FOR SUBMITTAL INTO 5-YEAR PLAN FOR 1653 FUNDING</b>			
<b>Recreation Site</b>	<b>Project</b>		
Calf Creek	Reconfigure day-use and parking area		
	Replace flush toilet building		
	Construct toilet along Lower Calf Creek Falls Trail		
	Construct additional shade shelters		
	Remove concrete pad and construct additional walk-in campsites		

**Table 15: Actual & Projected Campground and Day-Use Expenditures of 1232 Revenues**

Year	Staff Labor	Operation Costs	Total Annual Expenses (Includes one-time costs)	Revenues	Net Gain/Loss	Fund Balance
2010	18,600	18,879	43,674	35,310	Loss (-8,364)	
2011	18,381	18,321	91,675	27,037	Loss (-64,638)	66,580*
2012	18,753	20,214	42,967	23,890	Loss (-21,089)	45,491
2013	23,400	23,000	46,400	30,989	Loss (-15,411)	30,080
2014	34,000	28,325	62,325	46,730	Loss (-15,595)	14,485
2015	34,000	33,325	67,325	65,435	Loss (-1890)	12,595
2016	36,500	28,325	64,825	65,435	Gain (610)	13,205

\*\*Fund balance was created when 1232 fee account was split into two accounts

### Analysis of Recreation Fee Rates

Based on the available information of the past four years, a four-year average of 1232 UT22, annual expenditures for operating Calf Creek and Deer Creek is approximately \$56,179. Annual fee revenues currently hover at an average of \$30,000. If a fee increase is approved, revenues are estimated to increase by more than 50% to approximately \$65,435. Fee increases will allow for revenues to cover routine operating costs at both Calf Creek Recreation Area and Deer Creek Campground. Projected expenditures include only those necessary for continued program operations and minor repairs and improvements. The proposed camping fee increases would not result in the short-term accomplishment of the larger program infrastructure improvements needed. The advance reservation cost recovery fees are not expected to increase fee revenues available for operations and are anticipated to be a “break-even” customer service. The Monument will continue its long term efforts to gradually improve physical facilities at campgrounds through a combination of regular appropriated funds and internal one-time capital improvement dollars and project grant resources.

Fees were last raised prior to 2000, when the Consumer Price Index was slightly lower than 168.8; at the beginning of 2013, the Consumer Price Index was 230.2, representing an increase of 27%. The proposed fee increases would help offset inflation, as well as help insure the ability to maintain and operate campgrounds.

BLM is authorized to use either a cost-recovery or fair market calculation method to analyze proposed fee rates. GSENM is using a fair market comparable to support the need to increase fees at Calf Creek Recreation Area and Deer Creek Campground.

**Fair Market Value Fee Calculation**

A comparison to other fees being charged locally and regionally for camping (Table 15) illustrates that the new fee structure is less or comparable to those charged by other local providers. GSENM developed recreation sites discussed in this plan are most similar to facilities on nearby US Forest Service (USFS) campgrounds and the proposed increase is comparable to what USFS is charging. Privately-owned, National and State Park facilities typically provide a higher level of service than GSENM sites (i.e. showers, utility hook-ups, etc.), thus the fees at those sites are higher than the proposed fee increase.

**Table 16: Comparable Local and Regional Camping Facilities and Fees Charged**

Campground	Ownership	Fees						Amenities							
		Site	Tent	RV	Group Site Reservation	Entrance	Extra Car	Flush toilets	Vault toilet	Picnic table	Fire rings	Showers	Full hookup	Pool	Wi-Fi
Ponderosa Grove Campground	BLM								X	X	X				
Bryce Canyon NP Campground	NPS	10				20		X		X	X				
Capitol Reef NP Campground	NPS	10				5		X		X	X				
Bryce Canyon Pines Campground	Private	17-25						X		X	X				
Bryce Pioneer Village Campground	Private		12+					X		X	X	X	X		
Cannonville/Bryce KOA	Private		28	50				X		X	X	X	X	X	X
Canyons of Escalante RV Park	Private		16-30	30				X		X	X	X	X		X
Escalante Outfitters Cabins and Camping	Private	16						X		X		X			X
Ruby's Inn Campground / RV Park	Private		27-44	36-60	35-300			X		X	X	X	X	X	X
Escalante Petrified Forest SP Campground	State Park		16	20	75	6		X		X	X	X	X		
Kodachrome Basin SP Campground	State Park	16-32			65	6		X		X	X	X	X		
Blue Spruce Campground	USFS	8					4		X	X	X				
Pine Lake Campground	USFS	13							X	X	X				
Posey Lake Campground	USFS	10					5		X	X	X				



Calf Creek wading pools

It must be noted that although the amenities offered at GSENM recreation sites are not as modern as the competition, none of the other camping and day-use opportunities in the area, whether federal, state or private, provide the setting characteristics of Calf Creek and Deer Creek. These sites are located in the heart of the Escalante Canyons within lush riparian zones that provide access to water and shade, two highly desirable characteristics in the desert southwest, which are impossible to associate with a price.

## Impacts from Changing and Not Changing Recreation Fee Rates

Calf Creek Recreation Area is the most heavily visited recreation destination on the Monument. This site serves as a showcase for Grand Staircase-Escalante National Monument and the National Landscape Conservation System and is often the only Monument recreation site encountered by a majority of visitors. The goal of the GSENM recreation program is to prioritize maintenance and operations of visitor amenities at both sites due to their outstanding recreational opportunities as showcase experiences for visitors to the Monument. Increased fees are critical to maintain a basic level of revenues to cover routine maintenance and operating costs at both of these campgrounds as the only developed campgrounds managed by the Monument.

In 2013, due to federal sequestration and hiring freezes, GSENM weathered campground maintenance position vacancies by shifting staff from other critical duties to assist with campground operations. A decreased federal budget situation could impact all recreational field staff and programs. Increased fee revenues will be critical to maintain a basic level of service.

### ***Anticipated Results of Not Modifying Fees***

#### Negative Impacts on Recreational Users

A short-fall in the Campground Revenue Account (UT22) will continue to occur as costs exceed revenues. A basic level of revenues does not exist to cover routine maintenance and operating costs at both of these sites. Not raising the campground fee could lead to seasonal closures and the erosion of services, such as cleaning, at campgrounds. A lack of maintenance or closures at both sites would have a negative impact on the visitor experience. Due to the geography of the campground and day-use sites, seasonal closures would be difficult to enforce. Should BLM be unable to regularly service toilets (routine cleaning costs are paid by the GSENM Campground Fee Account), people would be less likely to utilize toilets. Visitors to the site would be exposed to toilet paper “blossoms” and human waste amid neglected and abandoned facilities creating a negative impact on users as well as impacting the riparian environment.



Calf Creek Pictographs



Aerial view of Escalante, Utah

### Negative Impacts to Local Communities

Calf Creek is the most heavily visited recreation site on the Monument and has become iconic for the Escalante Canyons area of Grand Staircase-Escalante National Monument. Closure of these facilities due to lack of funding would have a negative impact on local businesses, guides and outfitters and other partners who depend upon the BLM providing safe, clean and attractive camping and day-use facilities, as well as important visitor safety, trail and road condition information.

If visitors were not afforded the opportunity to visit Calf-Creek Recreation Area due to closures or if they experienced abandoned or neglected facilities, visitor satisfaction is expected to decline. Adventure-based guide and outfitter businesses might not have as many customers. Media and web-blogs and reviews would project dissatisfaction with BLM management of nationally significant resources. Overall, a continued lack of adequate fee revenues will result in a poor image of the BLM at Grand Staircase-Escalante National Monument.

In addition, current camping and day-use fees are lower than all other providers that offer similar services and amenities. By not increasing fees, a perception could persist that BLM is unfairly competing with other local campground providers, by charging lower fees.





Toilet facilities are unavailable to the public during periods of closure

## Negative Impacts to the Environment

Failure to maintain the campground program would result in many negative impacts to the environment. As mentioned previously, should BLM be unable to regularly service toilets, people would be less likely to utilize toilets and human waste would litter the site. Additionally, recreation maintenance staff (funded by fees) conduct site cleanup and routinely maintain facilities including roads and water systems. A fee decrease would mean that such work would be reduced.

Hiking use on the adjoining Lower Calf Creek Falls trail consistently receives upwards of 20,000 hikers each year. Should toilet facilities or campsites be closed or forced to deteriorate, resource impacts due to stream bank erosion and human waste issues would proliferate. The riparian resources of the site would be very difficult to protect without a strong agency presence. Recreational use of the area would continue with inadequate visitor services and amenities. A continued lack of increased revenues will lead to negative impacts on the environment.

## ***Anticipated Results of Modifying Fees***

### Impacts to Recreational Users

As mentioned previously, Calf Creek Recreation Area is the most heavily visited recreation destination on the Monument. The campground and day-use site and adjoining interpretive trail to Lower Calf Creek Falls occupy a stunning riparian setting that many visitors equate to a National Park or National Monument caliber of visitor experience. In turn, visitors expect a national park level of visitor amenities and services due to the developed persona of the site. Deer Creek Campground also has a high profile for thousands of travelers due to its prominent location along the Burr Trail. Increasing the campground and day-use fees would mean that aging infrastructure would be maintained or replaced in a timely manner to maintain site quality. Increased fees will help to ensure that basic health and safety needs are being met and that the high quality of the visitor's recreation experience remains unchanged.

An increase in fee revenues would result in benefits to recreational users by provision of the following:

- (1) a low-cost campsite, group picnic area and day-use site available for their use in a stunning natural setting that is routinely maintained to avoid environmental impacts;
- (2) improved public lands facilities (i.e. clean, accessible toilets);
- (3) outstanding camping-based and day-use recreational opportunities;
- (4) a setting with amenities to enhance outdoor skills, build group and family relationships, and introduce youth to the world of nature; and
- (5) an accessible venue at which to enjoy the Escalante Canyons and Calf Creek watershed protected within GSENM.



Boulder, Utah

### Impacts to Communities

Public lands play a key role in stimulating local economies by providing opportunities for recreation and tourism. Communities adjacent to national parks and monuments generally benefit economically from visitors who spend money on motels, restaurants, resorts, gift shops, guided tours and elsewhere. Maintaining safe and clean facilities and high quality visitor services at Calf Creek Recreation Area and Deer Creek Campground provides direct and indirect economic benefits to the local economy. Vacation dollars are discretionary; people can spend their vacation dollars in many different locales. Day-use visitors and campers at Calf Creek and Deer Creek provide a business base for local entrepreneurs. Non-local visitors that are satisfied with their experiences are more likely to prolong their stays or return on a regular basis, positively impacting recreation-derived revenues for the local economy.

In 2011 total spending by travelers and tourists was more than 6.5 billion dollars throughout Utah. Recreational uses by non-local visitors on public lands in Garfield County result in millions of dollars in direct and indirect benefits to the regional economy. Maintaining local recreation sites in a safe and attractive condition directly contributes to the overall quality of the visitor experience and indirectly to the local economic benefits derived from this economic sector.

The fee increase benefits local communities indirectly through the success of the campground program and the existence of a high quality recreational experience that encourages the growth and provision of:

- 1) development of business opportunities in the outdoor recreation sector (i.e. hiking outfitters and guides)
- 2) development of business opportunities in the general retail sector (i.e. grocery stores, gear stores)
- 3) development of business opportunities in the hospitality sector (i.e. restaurants)
- 4) provision of jobs for its citizens and tax revenues for local government;
- 5) and improved services and quality of life through an excellent level of facility maintenance and resource protection.

In addition, Calf Creek Recreation Area and Deer Creek Campground have some of the lowest fees in the region (Table 17). Increasing fees to be on a par with those that offer similar services and amenities would also reduce the potential for BLM to be perceived as competing with other local campground providers, by charging lower fees.

### Socioeconomic Impacts

At Calf Creek, the increase in fees could have a modest economic effect on approximately 2,100 people annually who are issued a campsite permit. Visitors would pay an additional \$8.00 for individual campsites. Day-use fee increases would affect an average of 5,600 people who purchase day-use fees by increasing vehicle fees by an additional \$3.00/per vehicle. Group Picnic Site fees would affect an average of 7-10 groups per year by increasing fees by an additional \$15.00 for reservation use of the picnic area. An additional \$6.00 in fees would affect an average of approximately 660 campsite permit holders annually at Deer Creek Campground. The advance reservation cost recovery fee is essentially a fee for service and 75% of campsites will remain on a first-come, first served. Campers have the option to utilize the service or not.

Although nearly a decade old, data from the GSENM Front Country Visitor Use Study conducted in 2004 by the Institute for Outdoor Recreation and Tourism at Utah State University survey of visitors gives a snapshot of local expenditures. The modest level of fee increases are not anticipated to have a large economic impact given the level of discretionary spending by visitors in the recreation and tourism sector of the economy. The fees are comparable to other service-providers and many opportunities for free camping exist within a short distance of local communities.



Burr Trail

**Table 17: Group Expenditures in GSENM**

AVERAGE AMOUNT OF MONEY SPENT PER GROUP IN GSENM AND SURROUNDING AREA				
Expenditure Categories	Overall (n= 735)	Utah (n= 108)	U. S. A (n= 528)	International (n= 99)
Lodging services	\$164.29	\$83.21	\$167.33	\$236.52
Campgrounds in monument	\$3.85	\$3.79	\$3.77	\$4.36
State park USFS/ NPS campgrounds	\$13.37	\$14.56	\$13.39	\$12.01
Privately owned campgrounds	\$8.65	\$6.48	\$10.21	\$2.73
Eating and drinking est.	\$107.28	\$75.25	\$108.57	\$135.29
Grocery and convenience stores	\$47.16	\$38.18	\$45.01	\$68.40
Service stations (fuel)	\$65.42	\$78.64	\$63.04	\$63.64
Sporting goods/ outdoor equipment	\$10.13	\$9.17	\$9.37	\$15.29
Souvenir, gift shops, galleries	\$36.39	\$15.45	\$42.05	\$29.00
Guide and outfitting services	\$19.96	\$11.57	\$19.20	\$33.13
Local transportation	\$0.65	\$1.39	\$0.54	\$0.45
Other	\$17.64	\$18.63	\$18.11	\$14.07
<b>Total Average Expenditures</b>	<b>\$494.65</b>	<b>\$356.14</b>	<b>\$500.43</b>	<b>\$614.90</b>



**Downtown Escalante, Utah**

Socioeconomic Impacts, including Low-Income Populations

The most recent demographics information related to income levels of recreational visitors to the GSENM is from a 2008 study of front country visitors. It is unknown if low-income populations choose to vacation in the GSENM. If the proposed new fee rates are implemented, the modest increase in day-use and camping fees at both Calf Creek Recreation Area and Deer Creek Campground are not expected to create undue hardship. The modest increase in fees is still less or comparable to sites within the area.

Senior citizens are generally vacationing on a fixed income.

The popularity of the senior pass in GSENM campgrounds leads us to believe that there are a high percentage of seniors who enjoy camping at both sites. Seniors and Access Pass Holders will continue to receive a 50% discount in camping fees. An increase in camping fees to \$15.00 at Calf Creek/\$10.00 at Deer Creek would result in fees of \$7.50/\$5.00 fees for Senior Pass Holders. There will continue to be an abundance of free camping scattered across the rest of the nearly 2 million acres of the Monument.

## Public Outreach

Prior to increasing fees, public outreach on the *Draft Calf Creek Recreation Area and Deer Creek Campground Business Plan* and fee proposal was initiated in late September of 2013. The government shut-down on October 1 caused the public outreach to be delayed. During the last week of October, a postcard was mailed announcing that comments were being solicited from November 1-December 6. The following is a list of outreach efforts used to notify the public of its opportunity to review and comment on the proposal to increase fees at Calf Creek Recreation Area and Deer Creek Campground:

- An information table at the Escalante Arts Festival was set-up to garner new names for a mailing list of those interested in campground fee proposal (9/27)
- A postcard was mailed to the GSENM mailing list of 324 organizations, businesses and individuals asking for public input; (10/30/14)
- A press release was sent to statewide print and broadcast media (10/30/14);
- A flyer was posted on all campground bulletin boards and displayed at Visitor Center front desks;
- The draft Campground Business plan was posted on-line at BLM Utah and GSENM websites;
- Announcement and discussion at local Kane County Resource Committee;
- A park ranger contacted visitors at campsites during the busy season asking for comment and adding names to the mailing list.

On January 10, 2014, the GSENM staff presented the campground fee increase proposal to the BLM Utah Recreation Resource Advisory Council (RAC) for its formal review. The Utah RAC is a 15-member advisory panel which provides advice and recommendations to the BLM on resource and land management issues for 22.9 million acres of public lands in Utah. The Federal Lands Recreation Enhancement Act mandates that appropriate Recreation RAC's review all BLM recreation fee proposals prior to approval. A formal motion to increase fees was approved by the Utah RAC committee (January 10, 2014 Signed Recreation Advisory Council Meeting Minutes). Comments from both the public at large and the BLM Utah RAC were considered prior to approval of the increase in GSENM campground and day-use fees and were used in finalizing the Calf Creek Recreation Area and Deer Creek Campground Business Plan.

### Summary of Public Comments

There were a total of seven responses to the request for public comments; two written letters received by mail and five responses received via e-mail. Three responses were from individuals; one response was from a local business owner; two responses were from the West Slope No-Fee Coalition and one response was from the Navajo Nation.



Park Ranger Ron Kay provides information about the proposed Calf Creek Recreation Area and Deer Creek Campground fee increases to visitors at the BLM Kanab Visitor Center.

Overall there was no opposition to the existence of a fee structure that would pay for labor and operational costs. Five respondents suggested a fee structure that was less than the one proposed. One respondent was very supportive of increased fees. One respondent was opposed to any fee increase at all. The Navajo Nation expressed that the fee proposal would have no impacts to Navajo traditional cultural resources and suggested that there should be free access to the Monument by Navajos and Native Americans. The West Slope No Fee Coalition had a number of overall comments on various topics including implementation of REA; suggestion on why the term “business plan” should not be used; request for separation of parking for those who wish to park and hike; hikers should not have to pay if not using the facilities. Two respondents thought that the advance reservation system should be dropped as too costly for BLM to administer for those few who would benefit.

**Table 18: Summary of Public Comments**

#	Comment Type	Summary	Response
1	<b>Question on Fee Structure</b>	<ol style="list-style-type: none"> <li>1. “How do you justify such a large increase at one time?”</li> <li>2. “Where is all the extra expense coming from?”</li> </ol>	<ol style="list-style-type: none"> <li>1. An analysis of operational costs compared to revenues was undertaken in 2011.</li> <li>2. The fee increases are needed to fund basic operational costs (pg. 29). A fair market analysis (pg. 30) was used to set the proposed fee structure.</li> </ol>
2	<b>Question on Fee Structure</b>	<ol style="list-style-type: none"> <li>1. “I do not agree with a price increase of any campgrounds or trailheads or parks.”</li> <li>2. “There is enough money from these places at the current rates if managed properly...”</li> </ol>	<ol style="list-style-type: none"> <li>1. An analysis of operational costs compared to revenues was undertaken in 2011.</li> <li>2. The fee increases are needed to fund basic operational costs (pg.29). A fair market analysis (pg. 30) was used to set the proposed fee structure.</li> </ol>
3	<b>General Support</b>	<ol style="list-style-type: none"> <li>1. “I’m all for the price hike...I’ve always thought BLM campground prices were too low. I’ve often paid more for my site because they are well worth more!”</li> </ol>	<ol style="list-style-type: none"> <li>1. Comment Noted</li> </ol>
4	<b>Suggested Changes to Fee Structure</b>	<ol style="list-style-type: none"> <li>1. “The large increases of over 100% are not warranted. Since the fee has historically been \$7 per night at Calf Creek, I suggest a reasonable increase up to \$10 per night. I suggest up to \$6 per night instead of \$4 would be appropriate.”</li> </ol>	<ol style="list-style-type: none"> <li>1. Comment Noted. An analysis of operational costs compared to revenues was undertaken in 2011. The fee increases are needed to fund basic operational costs (pg.29). A fair market analysis (pg. 30) was used to set the proposed fee structure.</li> </ol>

	<b>No Hike Fees</b>	<ol style="list-style-type: none"> <li>2. "Of utmost importance is correcting the signage at Calf Creek for visitors who simply want to park and hike to the falls without using any of the amenities. It should be made clear with the sign-and information provided at the visitors centers beforehand –that they are not required to pay the \$2 for simply parking and hiking."</li> </ol>	<ol style="list-style-type: none"> <li>2. The small size of the site makes separation of parking for various users challenging. A NEPA process for minor site design in 2014 may explore some parking reconfiguration. Fee station signage has very specific language regarding day-use fees.</li> </ol>
<b>5</b>	<p><b>General Support</b></p> <p><b>Suggested Change to Fee Structure</b></p>	<ol style="list-style-type: none"> <li>1. "For the past 35 plus years my family and I have camped at the Calf Creek Campground twice a year. The exceptionalism of this area is evident by the number of people who visit, as it has become increasingly difficult to get a camping spot. Although I won't disagree that there is a need to increase the camping fees, I do take exception to the amount. "</li> <li>2. " I would suggest the following increases: Calf Creek: Increase to \$10.00; Day-Use: increase to \$5.00 (there is a high impact to the environment with day-use) Reservation: increase to \$40.00 Deer Creek Campground: increase to \$7.00"</li> </ol>	<ol style="list-style-type: none"> <li>1. Comment Noted</li> <li>2. The fee increases are needed to fund basic operational costs (pg.26). A fair market analysis (pg. 30) was used to set the proposed fee structure</li> </ol>
<b>6</b>	<p><b>General Comments</b></p> <p><b>Section 106</b></p>	<ol style="list-style-type: none"> <li>1. The proposed project will not impact traditional Navajo cultural resources.</li> <li>2. We would strongly suggest that GSENM grant free access to all Navajos as well as all Native Americans, as it is part of our aboriginal homelands.</li> <li>3. "The Navajo Nation claims cultural affiliation to all Anasazi people (periods form Archaic to Pueblo IV) of the southwest. The Navajo Nation makes this claim through Navajo oral history and ceremonial history, which has been documented as early as 1880 and taught from generations to generations."</li> </ol>	<ol style="list-style-type: none"> <li>1. Comment Noted</li> <li>2. Access onto lands within GSENM is free. BLM does not charge an entrance fee, as is common at other national parks and monuments. <ul style="list-style-type: none"> <li>• Dispersed overnight camping is free for up to 14 days at any one location. We do charge for use of developed campground and picnic amenities at Calf Creek Recreation Area and Deer Creek Campground.</li> </ul> </li> <li>3. BLM acknowledges and respects Navajo Nation claims of cultural affiliation.</li> </ol>

<p><b>7</b></p>	<p><b>General Comments</b></p> <p><b>No Fee to Park and Hike</b></p> <p><b>Suggested Changes to Fees</b></p>	<ol style="list-style-type: none"> <li>1. “Many members of the public, including me, take deep offense at the use of the term “business plan”. Public lands were not set aside for profit of government agencies or private companies. They are not, and should not be, operated under a profit motive, which is implied by the term “business plan.” Proper management of public lands requires a more holistic approach than simply trying to meet or exceed expenses with collections from visitors.”</li> <li>2. “The day-use fee should be applied to those actually using “facilities and services”, not those who simply park and hike to the Lower Falls.”</li> <li>3. “The magnitude of the fee increases proposed is excessive.”</li> <li>4. “Comparison to private campgrounds and concession USFS campgrounds, which are operated for profit or to state and national parks..., is not applicable to BLM. BLM is not a business and access to nature is not a product.”</li> <li>5. “While a fee to use a developed facility is both legal and appropriate, the rate should be kept as low as possible in order to allow visitors of lesser means to enjoy it. There should never be a charge for basics like toilets or drinking water. If BLM can’t afford to provide them at no charge, they should not provide them at all.”</li> <li>6. “The use of recreation.gov to reserve campsites is unnecessary and inadvisable. These are very small campgrounds, of which only 25% of sites-5 sites total-are proposed to be reservable there are lots of other camping opportunities...these 5 sites are not going to make-or-break</li> </ol>	<ol style="list-style-type: none"> <li>1. Comment Noted The passage of REA required the BLM to step into a much more business- oriented environment in our approach and management of recreation sites. Publicly –reviewed draft business plans provide the BLM an opportunity to determine the appropriate level of recreation fees, identify priorities for future expenditures, and consider impacts to underserved communities and local economies. Most importantly, they provide the BLM with the opportunity to receive stakeholder input on recreation fee proposals and be accountable to the public regarding the agency’s use of their collected recreation fees.</li> <li>2. The proposed day-use fee would apply to those who occupy designated developed parking that immediately supports and/or adjoins the Calf Creek Day-use Area. The proposed fees would not apply to those who drive-through, walk or hike-through, or horseback ride-through the Calf Creek Day-use Area, without using the facilities and services.</li> <li>3. 4. &amp; 5. As per the criteria set forth in REA, Section 803 (b), the BLM’s decision to either charge or not charge a fee is based, in part, on comparable fees charged elsewhere and by other public agencies (e.g., US Forest Service) and by nearby private sector operators. <ul style="list-style-type: none"> <li>• There are times when the BLM must rely on recreation fees to provide for needed public services while protecting and enhancing public lands and recreation opportunities. We</li> </ul> </li> </ol>
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	<p><b>Cost Recovery Fee for Advance Reservation System</b></p>	<p>anyone’s experience.”</p> <p>7. “Recreation.gov would be an expense to BLM, not a source of revenue. The plan shows a projected \$6740 in annual revenue...it can’t be both revenue and an expense. “</p> <p>8. “Photo on page 12 is misleading...signage should be corrected to make clear what activities require a fee...designated where those using facilities and services should park, and separate that from the free parking for those who are simply hiking or engaged in other activities for which fees are prohibited under 16 U.S.C.6802 (d).”</p>	<p>believe that those persons who are actively using recreation opportunities (at those sites which meet fee collection guidelines) should make a greater, but reasonable, contribution to protect and enhance those opportunities than those who do not use these opportunities.</p> <ul style="list-style-type: none"> <li>• Through a fair market analysis (p. 30) the BLM proposed a fee structure that we believe is commensurate with the benefits and services provided; comparable to fees charged elsewhere; and balanced and affordable for all members of the public.</li> </ul> <p>6. &amp; 7. We share your concerns with the current costs of administering an advance campsite reservation system. Page 24-25 discusses BLM’s intent to implement this system only if a lesser cost advance reservation system or technological feature becomes available at some point in the future.</p> <ul style="list-style-type: none"> <li>• We agree that the cost recovery fee is simply a mechanism to pay for the advance reservation system. It should not be shown as a revenue stream. This will be clarified in the final document.</li> </ul> <p>8. The small size of the Calf Creek site makes separation of parking for various users challenging. A NEPA process for minor site design in late 2014 may explore some parking reconfiguration. Current fee station signage has very specific language regarding day-use fees.</p>
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## Appendix A



Deer Creek Campground in the fall

### ***Press Release***

**For Immediate Release: November 1, 2013**

**Contact:** Lora Gale, Outdoor Recreation Planner, 435.644.1235

Grand Staircase-Escalante National Monument Releases Draft Business Plan for Calf Creek Recreation Area and Deer Creek Campground ***Now Available for Public Comment***

**Kanab, Utah**-The Bureau of Land Management (BLM) at Grand Staircase-Escalante National Monument has released a Draft Business Plan for Calf Creek Recreation Area and Deer Creek Campground. Grand Staircase-Escalante National Monument manages day-use and campground facilities at two campgrounds that annually provide more than 40,000 visitors with outstanding day-use and camping opportunities. The Monument is proposing to increase camping, day-use and group picnic fees at these areas.

The Federal Lands Recreation Enhancement Act authorizes the BLM to collect recreational fees at sites and areas that meet specific criteria. The camping fee at Calf Creek Campground is currently set at \$7.00 per campsite, per night. A fee for reservation use of one group picnic site is currently set at \$35.00 per day. A day-use fee of \$2.00 per vehicle is also charged at Calf Creek. The camping fee for Deer Creek Campground is \$4.00 per campsite, per night. Fees at both campgrounds have not been increased since the late 1990's, when they were raised from \$2.00 per campsite to the current fee of \$7.00 at Calf Creek and \$4.00 at Deer Creek. A day-use fee was first instituted at that time. Group picnic sites were also increased from \$10.00 to \$35.00. Operational costs continue to rise. The

proposed fee change is to raise Calf Creek Campground fees to \$15.00 per campsite. The group picnic site reservation fee is proposed to be raised to \$50.00 per day for large groups and the day-use per vehicle fee to \$5.00. Interagency Passes will continue to be valid for free day-use at Calf Creek Recreation Area. Senior and Access Pass Holders will continue to receive a 50% discount on all expanded amenity (camping) fees. The change is proposed to begin on March 1, 2014.

Calf Creek Recreation Area is managed by Grand Staircase-Escalante National Monument and offers overnight visitor amenities including vault toilets, pit toilets, picnic tables, 13 designated campsites, paved roads and parking, shade shelters, campground host services, an interpretive trail, fire grills and culinary water and a day-use picnic site. The group picnic site associated with this campground offers a reservation group picnic area featuring shade structures, picnic tables, fire grills, paved access, nearby toilets and drinking water. Deer Creek Campground has seven designated campsites with an access road, one vault toilet, picnic tables, and fire grills. BLM also provides campground patrol by both law enforcement and recreation personnel. The campgrounds routinely operate at full capacity beginning in the spring and continuing into the fall months. In addition to the two small developed campgrounds, the Monument continues to offer a wide range of dispersed roadside and backcountry camping opportunities, free of charge.

The Draft Business Plan addresses campground operational and infrastructure needs in both campgrounds and will be available online at [www.ut.blm.gov](http://www.ut.blm.gov). The Utah Recreation Resource Advisory Council will be meeting in November, 2013 to consider the proposed fee increases.

The objective of the *Draft Business Plan for Calf Creek Recreation Area and Deer Creek Campground* is to provide you with the opportunity to review how collected recreation fees have been and are being planned to be used, and offer you the opportunity to submit comments on the proposed fee change. Comments may be mailed to Grand-Staircase-Escalante National Monument, Campground Business Plan Comment, 669 South Hwy 89A, Kanab, UT 84741, or emailed to [landersongale@blm.gov](mailto:landersongale@blm.gov) (please indicate "campground business plan comment" in the subject line). Comments are due by December 6, 2013.

## Appendix B

### Postcard

### Grand Staircase-Escalante National Monument Campground and Day-Use Business Plan Seeking Public Review





**Calf Creek Recreation Area and Deer Creek Campground**

[www.ut.blm.gov](http://www.ut.blm.gov)





### Grand Staircase-Escalante National Monument Seeking Public Review

The Bureau of Land Management (BLM) at Grand Staircase-Escalante National Monument is proposing to increase fees at Calf Creek Recreation Area and Deer Creek Campground in order to cover the costs of operating and maintaining visitor services and facilities. A draft business plan is available for review which includes the following proposed fees:

Campsite/Day Use Location	Existing Fee	Proposed Fee
Calf Creek Campground	\$7 / Site	\$15 / Campsite
Calf Creek Day-Use Fees	\$2 / Vehicle	\$5 / Vehicle
Calf Creek Group Picnic	\$35 / Day	\$50 / Day
Deer Creek Campground	\$4 / Site	\$10 / Campsite
Advance Reservation Cost Recovery Fee (25% of sites)	No advance reservation system	\$10 / per advanced reservation

Senior and Access Pass Holders would continue to receive a 50% discount on all camping fees.

The need to increase recreation fees is documented in the Draft Calf Creek Recreation Area and Deer Creek Campground Business Plan, which is available on-line at [www.ut.blm.gov](http://www.ut.blm.gov). Comments may be mailed to Grand Staircase-Escalante National Monument, Business Plan Comments, 669 South Hwy 89A, Kanab, UT 84741, or emailed to [landersongale@blm.gov](mailto:landersongale@blm.gov) (subject: "Business Plan Comments"). Comments due by December 6, 2013.

Bureau of Land Management  
Grand Staircase-Escalante  
National Monument  
669 South Hwy 89 A  
Kanab, UT 84741



*Thank you for your interest in  
Grand Staircase-Escalante  
National Monument*

## Appendix C

### ***Federal Recreational Lands Pass Guidance For America the Beautiful and other National Parks and Federal Recreational Lands Passes***

#### **Annual Interagency Pass**

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

#### **Military Annual Pass**

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

#### **Senior Pass**

- \$10 lifetime pass for U.S. citizens or permanent residents age 62 years or older
- Must provide proof of age and immediately sign pass upon purchase
- Pass provides:
  - Free entrance to National Parks, additional camping/use fees may apply
  - Free entrance at Standard Amenity Fee sites:
  - *Forest Service operates approximately 80 Standard Amenity Fee sites in Utah*
  - 50% discount at all Expanded Amenity Fee sites:
    - *BLM Utah operates approximately 55 Expanded Amenity Fee sites (includes all fee sites EXCEPT Cleveland-Lloyd Dinosaur Quarry, Little Sahara Recreation Area, Westwater Canyon, Knolls OHV Area, San Juan River, Cedar Mesa, Desolation Canyon).*
    - *Forest Service operates approximately 155 Expanded Amenity Fee sites in Utah.*

- Admits the pass owner/s and any accompanying passengers in a private non-commercial vehicle at per vehicle fee areas or the pass owner and up to 3 additional adults at sites that charge per person.

### **Access Pass**

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

### **Volunteer Pass**

- Free to volunteers who contribute 250 volunteer hours to federal agencies, good for one year
- 250 volunteer hours do not need to be with the same agency (e.g., 125 hours with BLM and 125 hours with Forest Service entitle the volunteer to a pass)
- 250 volunteer hours do not need to be contributed within a one-year timeframe; volunteer hours start over at 0 after pass is issued
- Pass provides:
  - Free entrance to National Parks, additional camping/use fees may apply
  - Free entrance at Standard Amenity Fee sites:;
    - *Forest Service operates approximately 80 Standard Amenity Fee sites in Utah.*
  - Admits the pass owner/s and any accompanying passengers in a private non-commercial vehicle at per vehicle fee areas or the pass owner and up to 3 additional adults at sites that charge per person.

### **Pass Decals**

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

### **"Golden" Passes**

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

### **For further information:**

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

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

## Acknowledgements

The document was prepared by Lora Gale, Outdoor Recreation Planner at Grand Staircase-Escalante National Monument with the assistance of the following BLM staff:

**Allysia Angus, Landscape Architect, GSENM**

**Jabe Beal, Outdoor Recreation Planner, GSENM**

**Mary Dewitz, Interpretive Specialist, GSENM**

**Jeanie Linn, Visitor Center Director, GSENM**

**Carolyn Shelton, Branch Chief for Science and Visitor Services, GSENM**

**Gaye Magnum, Administrative Officer, GSENM**

**William Stevens, Moab Field Office**

**Aaron Curtis, Branch Chief Utah State Office**

**Cory Roegner, Outdoor Recreation Planner, Utah State Office**

