



U.S. Department of the Interior  
Bureau of Land Management

# BLM Lake Havasu Field Office Amenity Fee Sites Business Plan



Pilot Rock Shoreline Site, Lake Havasu

**May 2024**

BLM Lake Havasu Field Office Business Plan

Recreation Fee Account: LVRDAZ070000

**Recommendations, Reviews, and Approvals**

Recommended by:

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Vacant, Field Manager, Lake Havasu Field Office

Date

Reviewed by:

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William Mack, Jr., District Manager, Colorado River District Office

Date

Approved by:

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Raymond Suazo, Arizona State Director

Date

This business plan was prepared by the Bureau of Land Management's Lake Havasu Field Office pursuant to the Federal Lands Recreation Enhancement Act of 2004 (16 U.S.C. 6801-6814) and BLM recreation fee program policies. It establishes future management goals and priorities for the Lake Havasu Shoreline Sites, Bullfrog Day Use Area, Crossroads Campground and the proposed Quail Hollow Campground.



## United States Department of the Interior



### BUREAU OF LAND MANAGEMENT

Lake Havasu Field Office

1785 Kiowa Ave

Lake Havasu City, AZ 86403

In Reply Refer to:

2932 LLAZC03000

Dear Reader,

I would like to present for your review and comment the Lake Havasu Field Office Amenity Fee Sites Business Plan for the Shoreline Sites, Bullfrog Day Use Area, Crossroads Campground and the proposed Quail Hollow Campground. These sites are managed by the Lake Havasu Field Office (LHFO) within the Colorado River District of the Bureau of Land Management (BLM).

This draft plan has been prepared to meet the criteria in the Federal Lands Recreation Enhancement Act (FLREA). The current fee structure for the Lake Havasu Shoreline Sites, Bullfrog Day Use Area, and Crossroads Campground only partially covers the escalating costs associated with operating and maintaining these facilities. In addition, to meet increased recreation demand and protect resources, the LHFO is seeking to establish camping fees at the proposed Quail Hollow Campground.

The LHFO manages 73 Lake Havasu Shoreline Sites above Parker Dam. Below Parker Dam, the LHFO oversees 4 visitor Day Use Areas (Takeoff Point, Cable Car, Quail Hollow, and Bullfrog), 2 open off-highway vehicle (OHV) areas (Copper Basin and Crossroads), 2 boat launches (Rock House and Takeoff Point), 1 visitor center at Rock House; and 1 campground at Crossroads. Currently, the LHFO only collects fees for the 73 Shoreline sites, the Bullfrog Day Use Area, and the Crossroads Campground.

The BLM is proposing the following changes to recreation fees:

- The 73 Lake Havasu Shoreline Sites would increase from \$10.00 to \$20.00 per watercraft for day use and from \$10.00 to \$20.00 per watercraft for overnight use.

- The Lake Havasu Shoreline Sites annual pass would increase from \$100.00 to \$200.00.
- The Crossroads Campground individual site would increase from \$5.00 to \$20.00 per night per vehicle (up to 8 adults) for sites without electrical hookups.
- The Crossroads Campground individual site would increase from \$5.00 to \$40.00 per night per vehicle (up to 8 adults) for sites with electrical hookups.  
The Bullfrog Day Use area fee would increase from \$5.00 to \$10.00 per vehicle.
- Establish individual site fees at the proposed Quail Hollow Campground at \$20.00 per night per vehicle (up to 8 adults) for sites without electrical hookups.
- Establish individual site fees at the proposed Quail Hollow Campground at \$40.00 per night per vehicle (up to 8 adults) for sites with electrical hookups.

This business plan is available for a 30-day public comment period. Please include your address, phone number, email address, or other personal identifying information with your comment. Please be aware that your entire comment, including your personal identifying information, may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so. BLM will not consider anonymous comments.

Written comments may be submitted by email with the subject line "LHFO Business Plan comments" to [BLM\\_AZ\\_LHFOWeb@blm.gov](mailto:BLM_AZ_LHFOWeb@blm.gov), in person at the Lake Havasu Field Office, or via mail to BLM Lake Havasu Field Office, Attn: Business Plan, 1785 Kiowa Ave., Lake Havasu City, AZ 86403.

Comments must be received by June 12, 2024.

Thank you for your interest in your public lands.

Sincerely,

William Mack, Jr.

District Manager

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# 1 Executive Summary

This business plan was prepared by the Bureau of Land Management's Lake Havasu Field Office (LHFO) in accordance with the Federal Lands Recreation Enhancement Act of 2004 (FLREA) and BLM recreation program policy regarding the administration of fee sites. FLREA authorizes the BLM to establish, modify, charge, and collect recreation fees at Federal recreational lands and waters. The act authorizes the BLM to locally retain collected recreation fees and outlines how revenues may be used for such things as facility repair, facility maintenance, facility enhancement, interpretation, visitor information, visitor services, visitor needs assessments, signs, habitat restoration, law enforcement related to public use and recreation, and operating or capital costs directly associated with the recreation fee collection.

The purpose of this business plan is to document fee collection authorities, provide an overview of the LHFO fee program, outline the existing and proposed fee site's operational and financial needs, present proposed fee changes to the public, and provide the public with the opportunity to comment on the BLM's proposal. Fee changes were last implemented in the LHFO in Fiscal Year (FY) 2006. The LHFO is proposing to raise all fees currently charged and to establish fees at the proposed Quail Hollow Campground based on the fair market value and full cost recovery fee analysis completed. The current fee rates and proposed fee changes are as follows:

- Increase the fee per watercraft for 73 Lake Havasu Shoreline Sites from \$10.00 to \$20.00 each for day use and from \$10.00 to \$20.00 for overnight camping without electrical hookups,
- Increase the annual pass fee from \$100.00 to \$200.00 for unlimited day and overnight use only at the Lake Havasu Shoreline Sites,
- Increase the fee per vehicle (up to 8 adults) for the Bullfrog Day Use Area from \$5.00 to \$10.00,
- Increase the fee per vehicle per site per night (up to 8 adults) for the Crossroads Campground from \$5.00 to \$20.00 for camping without electrical hookups and to initiate a \$40.00 overnight fee for sites with electrical hookups,
- Establish a fee per vehicle (up to 8 adults) of \$20.00 per night per site for sites without electrical hookups and \$40.00 per night per vehicle for sites with electrical hookups at the proposed Quail Hollow Campground

In addition to the fee changes described above, the LHFO seeks input to exercise the option to implement routine adjustments to fees to offset inflation and cover future operating expenses, based on the Consumer Price Index for All Urban Consumers (CPI-

U). LSFO proposes to increase each fee by 20% and rounded to the nearest dollar whenever the CPI-U rises by 20%.

The last fee increase was approved 18 years ago and only increased the Bullfrog Day Use Area fee and the annual pass fee for the Lake Havasu Shoreline Sites. The BLM has not increased day use or overnight use fees at the Shoreline Sites or camping fees at Crossroads Campground since 2002. The fee increase is necessary to meet the escalating expenses associated with operational costs at the facilities and personnel costs to oversee the recreational amenities. Currently, all expenses to operate the shoreline sites, day use area, and the campground substantially rely on the BLM's annual appropriations which we refer to as Management of Lands and Resources (MLR) funds. Additionally, the current fee structure is not in alignment with comparable rates for both public and private day use areas and campgrounds in the region. If approved, the increased fee revenue would greatly assist the LHFO to augment MLR funding spent for maintenance, visitor services, law enforcement, and compliance.

## 2 Background and Authorities

This business plan has been prepared to meet the criteria defined in the Federal Lands Recreation Enhancement Act of 2004 (Public Law 108-447; Title VIII, Section 801; 16 U.S.C. 6801–6814). The authorities and regulations for this business plan are:

- **The Federal Land Policy and Management Act (FLPMA) of 1976** (Public Law 94-579; 43 U.S.C. 1701–1787), 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) of 2004** repealed applicable portions of the Land and Water Conservation Fund Act and replaced BLM's authority to collect recreation fees. 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.
- **Title 43 Code of Federal Regulations, Part 2930 (43 CFR 2930) Permits for Recreation on Public Lands** contains the regulations governing BLM's recreation permitting program.

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

- BLM Manual 2930, *Recreation Permits and Fees*, Rel. 2-296 dated October 22, 2007
- BLM Handbook 2930-1, *Recreation Permit and Fee Administration Handbook*, Rel. 2-300 dated November 17, 2014

The BLM strives to manage recreation and visitor services to serve diverse visitor outdoor recreation demands while maintaining sustainable conditions to conserve the public lands. This helps ensure visitors' desired recreation choices remain available. The BLM's goals for delivering recreation benefits from BLM-administered lands and waters to the American people and their communities are to:

- 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.

### **3 Introduction to the Lake Havasu Field Office Recreation Program**

The LHFO manages facilities, visitation, and recreation use throughout 1.3 million acres of public lands, which are part of the BLM's Colorado River District. These public lands are located along the Colorado River in Arizona and California, within the Congressional Districts of Arizona District 9 and California District 25. According to the BLM's Recreation Management Information System (RMIS), public lands administered by the LHFO receive approximately 2 million visitors annually.

The Lake Havasu Record of Decision and Approved Resource Management Plan (2007) provides high-level management decisions and guidance for lands and waters under the jurisdiction of the LHFO, including the designation of special recreation management areas (SRMAs). These are recreation management areas where the BLM focuses specific management, funding, and planning to meet the management objective and provide for the best possible recreation experience while protecting, sustaining, and enhancing the resources of these areas. This plan encompasses the Lake Havasu Shoreline Sites in the Lake Havasu SRMA as well as Bullfrog Day Use Area, Crossroads Campground, and the proposed Quail Hollow Campground in the Parker Strip SRMA.



Land ownership within the LHFO administrative boundary includes<sup>1</sup>:

- Public: 68%
  - Federal: 61%
  - State: 7%
- Private: 18%
- Local or Tribal: 14%

Area populations and the demand for access to public lands have grown substantially. Below are population trends which have sparked land use demands by tourists and recreating public:

**Table 1. Population increases between 2010 to 2022<sup>2</sup>**

Area	Percent increase (decrease)
Lake Havasu City	12.2%
Mohave County	10.3%
La Paz County	(19.4%)
San Bernardino County	5%

Recreation and tourism have become economic mainstays to the area and provide higher economic revenues than any other activity or business in the region. Recreation tourism is an essential economic industry for all communities near the Colorado River. The area is the most preferred lake destination in the state of Arizona for both short-term and long-term visitors. According to a 2020 Visitor Profile for Lake Havasu City, commissioned by the Go Lake Havasu tourism bureau, outdoor recreation (hiking, biking, fishing) and boating were the top reasons respondents reported visiting the region.

During summer months, water-based recreation is the primary public preference with high concentrations of boats and Personal Watercraft users occupying both developed

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<sup>1</sup> [Arizona Commerce Authority: Mohave County profile](#)

<sup>2</sup> Source: [U.S. Census Bureau](#)

and primitive shoreline recreation areas for day use and overnight stays. There is also heavy public use of private sector campgrounds and RV parks, especially those that offer storage facilities for watercraft. The summer months are the highest receipts of revenue for the region.

In winter months, the area's mild sunshine and fair weather provide ample fishing opportunities and desert recreation to include off-roading and hiking that are enjoyed by both local residents, short-term and long-term winter visitors.

The river communities are evolving to capitalize on both their locations on the water and the mild winter weather to promote outdoor recreation to gain the associated economic benefits of revenues from food, lodging, lake tours, marine rentals and sales and other recreation-related goods and services. Municipalities, counties, state government, and non-profit associations utilize federal lands to provide for these opportunities, including parks, hiking trails, mountain biking trails, shooting ranges, golf courses, launch ramps, public beaches, and boat-in campsites. Most visitors utilize more than one type of site or facility during their stay.

South of Lake Havasu, below Parker Dam, the Colorado River runs an historic channel through the Parker Strip area. This 11-mile segment of river is the key water recreation attraction. This slow-moving waterway is ideal for water skiing, boating, fishing and other summer water sports. As on Lake Havasu above Parker Dam to the north, recreation use is year-round and intense. In the winter, RV sites are full for months at a time, rather than just weekends.

Visitation to Lake Havasu continues to be a hotspot for recreation in the southwest catering to Southern California and Arizona residents. Lake Havasu State Park is the most visited state park in Arizona. According to Arizona State Parks and Trails, visitation has increased 16 percent between 2014 to 2021 and totals around 500,000 visitors annually. Visitation to Cattail Cove State Park, located in between Lake Havasu City and Parker Dam, has increased 72 percent during that same time frame.

The majority of visitors to the Colorado River region live in Southern California, Arizona, and Las Vegas. Of those visitors, 41 percent of visitors from the Los Angeles area, 39 percent of visitors from Las Vegas, and 26 percent of visitors from Phoenix are repeat visitors, according to an Arizona Office of Tourism (AOT) 2021 report.<sup>3</sup>

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<sup>3</sup> [Arizona Office of Tourism, Mohave County, Arrivalist Data, 2021](#)

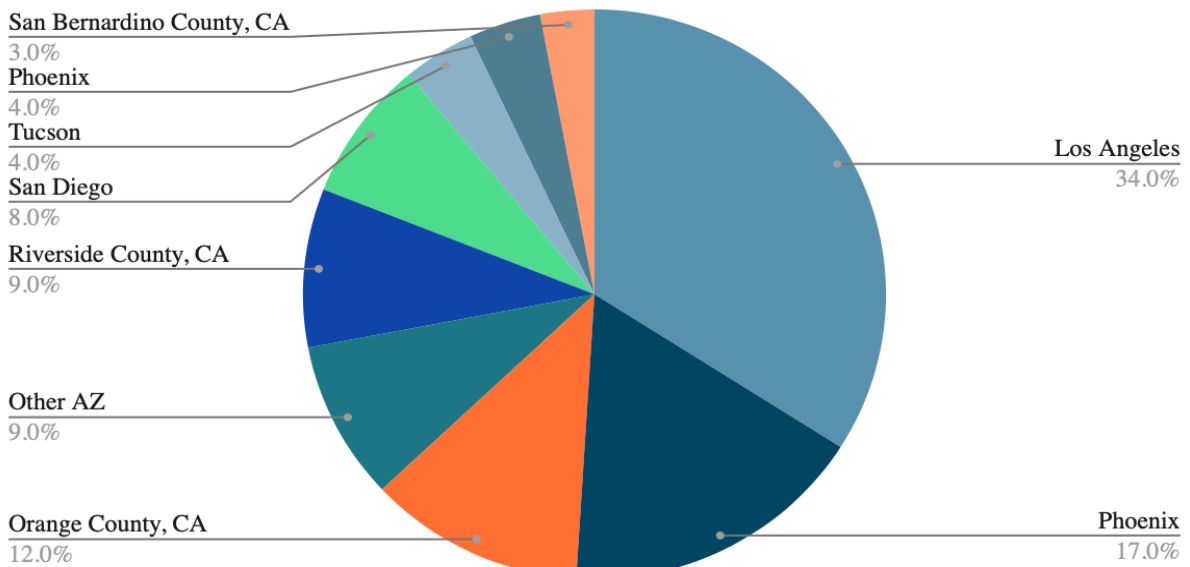
An AOT<sup>4</sup> 2022 report on visitation to western Arizona states that 60 percent of visitors enjoy outdoor activities, with the majority of visitors ranging in age between 25 to 44 years old. Additionally, more than 60 percent of visitors travel with a spouse or partner, and nearly 45 percent travel with child(ren).

**Chart 1. Visitors' Areas of Residence**

Source: Go Lake Havasu Tourism Bureau (2020)

**Visitors' Areas of Residence**

Go Lake Havasu tourism bureau 2020



**4 Description of Each Existing or Proposed Fee Site/Area**

The Parker Dam primarily separates Lake Havasu from the Parker Strip. To the north of the dam, the LHFO manages 73 designated campsites along 20 miles of Arizona shoreline on Lake Havasu within the Lake Havasu SRMA. The previous business plan increased the cost of the Lake Havasu Shoreline Sites annual pass, while the Shoreline Sites day use and overnight use fees remained the same. The Shoreline Sites are accessible only by boat or very limited hiking trails. The site amenities include restrooms, cooking grills, picnic tables, shade ramadas, watercraft moorings,

<sup>4</sup> [AOT. Travel USA Visitor Profile. West Coast Region](#)

interpretive signs, trash receptacles, beaches, fee collection tubes, reasonable visitor protection, and maintained campsites. Based on the needs of each location, retaining walls, pathways, steps and safety handrails are constructed at the sites. Each site has different terrain, vistas, beaches, trails, and opportunities to interface with other campsites. Also within the Lake Havasu SRMA is the Takeoff Point Day Use Site, which includes a free boat launch.

To the south of the Parker Dam and within the Parker Strip SRMA, the area known as the Parker Strip has become a visitation magnet and has evolved into an area of very intense year-round use. All the Parker Strip facilities managed by the BLM are located on the California side of the Colorado River.

Within the Parker Strip SRMA, the LHFO manages five day use area sites and one campground: Crossroads Campground. Cable Car and Quail Hollow Day Use Areas provide free basic amenities to the public, including one vault toilet and a dirt parking lot. In addition to basic amenities, Copper Basin includes an open OHV area. The Rock House site includes a visitor center and a boat launch. The Bullfrog Day Use Area provides upgraded public amenities and is the only fee-based day use area in the Parker Strip SRMA.

Bullfrog Day Use Area is situated along the California side of the lower Colorado River within the Parker Strip SRMA. This site provides river access, a swimming beach, shaded picnic areas, open green recreation space, and vault toilets. Visitors enjoy this riverfront site year-round.

The Crossroads Campground is located near the Rock House Visitor Center and boat launch and offers 26 individual campsites for overnight camping without electrical hookups. This campground provides riverfront views and beach access, along with nearby opportunities for boating, fishing, canoeing, swimming, and off-roading. This campground offers one accessible campsite. All campsites provide a picnic table and grill. There is one vault toilet and a campground host site. No potable water is available. At this site, the river runs through a backdrop of steep rocky terrain, and wind shaped sand dunes. The area is teeming with wildlife, especially fish, migratory birds and small mammals.



Steamboat Shoreline Site

**Table 2. Amenities at Lake Havasu SRMA and Parker Strip SRMA Recreation Sites**

<b>Site Name</b>	<b>Day Use</b>	<b>Overnight</b>	<b># of Sites</b>	<b>Amenities</b>	<b>Current Fee</b>
Lake Havasu Shoreline Sites	X	X	73	Designated developed parking (watercraft moorings), permanent toilet facility, trash receptacles, interpretive kiosk, picnic tables, shaded ramadas, cooking grills, beaches, fee collection, maintained campsites, and security services	\$10.00
Takeoff Point	X	N/A	N/A	Multi-lane paved ramps, paved parking, restrooms, fishing piers, fish cleaning station, shaded picnic area, interpretive signs, toilet facilities	Free
Bullfrog Day Use Area	X	N/A	N/A	Designated developed parking, permanent toilet facility, trash receptacles,	\$5.00

				interpretive kiosk, picnic tables, BBQ grills, river access, swimming beach, and security services	
Cable Car	X	N/A	N/A	Designated developed parking, permanent toilet facility, trash receptacles, and river access	Free
Quail Hollow Day Use Area and Proposed Campground	X	<i>Proposed</i>	N/A	Designated developed parking, permanent toilet facility, trash receptacles, and security services. <i>Future campground amenities include tent or trailer spaces, additional toilet facilities, and fee collection</i>	Free
Copper Basin	X	N/A	N/A	Designated developed parking, OHV access with loading area, vault toilet	Free
Rock House	X	N/A	N/A	A destination visitor or interpretive center that provides a broad range of interpretive services, programs, and media.	Free
Crossroads Campground and Day Use Area	X	X	26	Designated developed parking, permanent toilet facility, trash receptacles, interpretive kiosk, picnic tables, and security services. boat-in access beaches, shade ramadas, and BBQ grills. Future amenities include tent or trailer spaces, toilet facilities, and the collection of the fee by an employee or agent of the Federal land management agency.	\$5.00

Visitation to the Shoreline Sites, the Bullfrog Day Use Area and Crossroads Campground have increased substantially. However, due to the rising costs of personnel required to patrol to increase fee compliance, the LHFO regards the below visitation as 10 percent of actual visitation. The LHFO firmly concludes that visitation has not been decreasing for the Lake Havasu Shoreline Sites, but rather dramatically increasing based on our observations. However, current funding does not provide enough revenue to adequately patrol the sites to increase fee compliance among visitors. The LHFO additionally deduces based on the percent increases for both Bullfrog Day Use Area and Crossroads Campground, that the actual increase in visitation to the Shoreline Sites since 2018 is 60 percent. When applying the 60 percent increase, the actual estimated visitation to the Shoreline Sites is approximately 270,000 people annually.

**Table 3. Visitation to Lake Havasu Shoreline and Parker Strip Sites**

<b>Site</b>	<b>Increase 2014-2018<sup>5</sup></b>	<b>2023 based on fees collected<sup>6</sup></b>	<b>Increase (decrease) 2018-2023</b>	<b>Estimated 2018 visitation<sup>7</sup></b>	<b>Estimated<sup>8</sup> 2023 visitation</b>	<b>Estimated increase (decrease)</b>
Lake Havasu Shoreline Sites	21%	12,033	(29%)	170,000	112,000	(34%)
Bullfrog Day Use Area	35%	1,195	37%	6,440	11,950	86%
Crossroads Campground	56%	4,638	84%	25,270	46,380	86%

The LHFO firmly concludes that the visitor data recorded in the BLM’s Recreation Management Information System (as shown in the table above) are far below actual visitation numbers because they are derived from fee collections and the number of permits issued. The Shoreline Sites fees are paid by the honor system through secure fee collection tubes. The LHFO estimates there is only a 10 percent compliance rate with fee payments from visitors to those sites. Due to the increase in personnel costs, the LHFO is only able to patrol the sites on weekends for five months, which dramatically affects the compliance rate.

The Lake Havasu Shoreline Project was approved and recorded in the Federal Register in 1998 to establish fees and supplementary rules for the use of boat-access shoreline campsites along Lake Havasu. The Project authorized the management of the shoreline riparian area with pre-existing shoreline campsites and collection of fees. The primary purpose of the Shoreline Project is to provide long-term areas for boating and camping use. The sites designated as campsites are, in most cases, the traditional

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<sup>5</sup> 2014 – 2018 represents a time when LHFO was fully staffed and able to perform patrols to ensure fee compliance. Since visitation numbers are derived from the number of permits issued, this column illustrates the more likely increase in visitation in later years when LHFO was not fully staffed.

<sup>6</sup> Estimated that the fee collected is 10% of actual visitation.

<sup>7</sup> Based on estimation of 100% fee compliance

<sup>8</sup> Estimated increase/decrease is from the BLM’s Recreation Management Information System (RMIS) used to track visitation across the Bureau.

use areas of boat camping visitors based on visitor use patterns, availability of shoreline access, and a need to establish sanitation facilities in heavily used riparian areas. The Project was established to safely and properly accommodate the increasing demand for boat camping visits and to provide natural resource protection through improved management of the camping use and the riparian area. The designation and management of fee campsites ensures that specific locations are available for such use year after year.

## 5 Proposed Modifications to Recreation Fee Rates

The LHFO’s Lake Havasu Shoreline Sites, the Bullfrog Day Use Area, and the Crossroads Campground recreation fee revenues are used to maintain the facilities, monitor the recreation sites, conduct patrols, provide visitor information, ensure fee compliance, and to provide a presence. The LHFO is proposing fee changes due to increasing personnel costs, operational costs, monitoring costs, and to assist in funding the proposed amenity expansions at the Quail Hollow Day Use Area to provide a campground as well as to expand the number of campsites at the Crossroads Campground. The LHFO is proposing the following fee adjustments at Lake Havasu Shoreline Sites, Bullfrog Day Use Area, and Crossroads Campground and to establish fee rates at the proposed Quail Hollow Campground:

**Table 4. Proposed Modification to Fee Rates**

<b>Fee Site/Proposed Fee Site and Fee Type</b>	<b>Current Fee (per vehicle or watercraft, up to eight people)</b>	<b>Proposed Fee (per vehicle or watercraft, up to eight people)</b>
<b>Lake Havasu Shoreline Sites Day Use (sunrise to sunset) – Standard Amenity Fee</b>	\$10.00/day (15 years of age and under are free)	\$20.00/day (15 years of age and under are free)
<b>Lake Havasu Shoreline Sites Overnight Use (sunset to sunrise) – Expanded Amenity Fee</b>	\$10.00/night	\$20.00/night
<b>Lake Havasu Shoreline Sites Annual Pass (Lake Havasu only)</b>	\$100.00	\$200.00



<b>Bullfrog Day Use Area – Standard Amenity Fee</b>	\$5.00/day (15 years of age and under are free)	\$10.00/day (15 years of age and under are free)
<b><i>Proposed Quail Hollow Campground Individual Site (without electrical hookups) – Expanded Amenity Fee</i></b>	Currently a free Day Use Area	\$20.00/night
<b><i>Proposed Quail Hollow Campground Individual Site (with electrical hookups) – Expanded Amenity Fee</i></b>	Currently a free Day Use Area	\$40.00/night
<b>Crossroads Campground Individual Site (without electrical hookups) – Expanded Amenity Fee</b>	\$5.00/night	\$20.00/night
<b>Crossroads Campground Individual Site (with electrical hookups) – Expanded Amenity Fee</b>	Currently amenity does not exist	\$40.00/night

The interagency America the Beautiful—the National Parks and Federal Recreational Lands Pass covers any of the standard amenity fees (day use fees) listed above. In addition, the BLM offers fee-free days annually at all BLM standard amenity fee sites.

The interagency America the Beautiful – the National Parks and Federal Recreational Lands Pass does not cover expanded amenity fees. Interagency Senior Pass or Interagency Access Pass holders receive a 50 percent discount on the overnight camping fee (expanded amenity fee), subject to any statutory changes that may preclude a discount on expanded amenity fees in the future. The discount only applies to the fee for the campsite physically occupied by the Senior Pass or Access Pass holder, not to any additional campsite(s) occupied by members of the pass holder’s party.

BLM’s permit and fee policy recommends the use of an index for routine fee adjustments rather than reviewing each individual adjustment through a comprehensive business plan effort that requires a tremendous investment of effort

and time. The LHFO Shoreline Sites day use and overnight recreation fees as well as the Crossroads Campground fees have been at their current levels since 2002. The Lake Havasu Shoreline Sites annual pass fee and the Bullfrog Day Use fee was last increased in 2006. According to the U.S. Bureau of Labor Statistics (BLS) in 2006 the average annual Consumer Price Index for All Urban Consumers (CPI-U) was at 201.6; by 2023 it had climbed to 304.702 and increase of 51%.

The LHFO seeks approval to adopt a model to increase fees by 20% (then rounded) whenever the CPI-U, US City Average, All Items, 1982-84=100, not seasonally adjusted, annual average rises by 20%. According to the BLS, the Consumer Price Index or CPI is “a measure of the average change over time in the price paid by urban consumers for a market basket of consumer goods and services” ([bls.gov/cpi/](https://www.bls.gov/cpi/)). The CPI-U is the broadest and most comprehensive CPI. The all urban consumer group included in the CPI-U represents over 90 percent of the total U.S. population (<https://www.bls.gov/cpi/questions-and-answers.htm>).

The BLM is seeking approval to exercise the option to increase each fee by 20%, rounded up to the nearest dollar, when there is a 20% increase in the CPI-U from the date this business plan is approved. The first adjustment would result in an increase to: the Shoreline Sites day and overnight fee of \$2, the Lake Havasu Shoreline Sites annual pass fee of \$40, the Bullfrog Day Use Area fee of \$2, the Crossroads Campground individual site (without electricity) fee of \$4, the Crossroads Campground individual site (with electricity) fee of \$8, the Quail Hollow Campground individual site (without electricity) fee of \$4, and the Quail Hollow Campground individual site (with electricity) fee of \$8.

This model would ensure the LHFO fees evolve in tandem with the ever-changing environment of the future and increasing costs.

Lake Havasu Field Office will use various e-commerce technologies, as directed in BLM Instruction Memorandum 2022-010, to provide recreation visitors opportunities to find, reserve, and pay for a campsites and day use within the field office. Most of these options are provided through the interagency reservation service Recreation.gov.

An expanded amenity fee for reservation services is charged at Lake Havasu Shoreline, in addition to any other standard or expanded amenity fees in accordance with 16 U.S.C. 6802(g)(2)(G). Reservation services fees could range from \$0.50 to \$10.00 depending on the type of service provided. The reservation service fee is subject to contracting requirements and will be adjusted with contract changes or with future updates to the business plan. For visitors who wish not to pay the expanded amenity fee of reservation services, the traditional fee collection tubes with recreation use

permit (RUP) envelopes will exist at fee sites until the field office moves the fee site completely to e-commerce options and/or the RUP envelope is no longer available for payment.

## 6 Operating Costs

The operational costs to maintain all facilities at an adequate level of staffing and services within both the Lake Havasu and Parker Strip SRMAs total \$942,000 annually. These costs include routine service and maintenance, law enforcement patrol, compliance patrol, restocking supplies, transportation, and administrative management costs. These costs currently fall under an inadequate fee structure to offset the exponential increase in costs since the fees were last modified in 2006.

Currently, only 2 Park Rangers and 2 maintenance staff perform routine upkeep at each of the 73 Lake Havasu Shoreline Sites, which are visited a minimum of twice per week from March through October, and biweekly from November through February. If funding levels were at an appropriate level, LHFO should have a minimum staff of 4 Park Rangers and 6 maintenance staff.

The maintenance staff cleans the vault toilets at 15 of the 73 sites annually using a septic pumper boat. The logistics of pumping the vault toilets is monumental as staff have to launch a highly technical watercraft and utilize extremely safe operational measures to transport human waste. The waste is then transported across the lake for approved disposal. Maintenance and operation of the specialized boat, as well as crew training for operation is excessive, however, the sites can only be accessed via the waterway; costs can annually exceed \$8,000. The size of loads carried are limited by available large watercraft, which also create slower travel times. The crew must safely carry hundreds of gallons of hazardous human waste for miles across a highly visible and sensitive body of water that is the drinking water source of millions of citizens and also includes sensitive riparian and wildlife habitat.

The crew is also responsible for emptying trash at each of the sites, cleaning picnic tables, and repairing or constructing shade shelters, as needed. It is estimated that personnel spend 120 staff hours to maintain cleanliness at all 73 sites throughout the week. Fees collected are returned to the fee site of origin for regular and recurring facility maintenance. Currently, the staff are in need of funding to assist in reconstructing two vault toilets that have been damaged due to arson.

### **Table 5. Annual Operational Costs for Shoreline Sites, Bullfrog Day Use Area and Crossroads Campground**

### Lake Havasu Shoreline Sites

Operational Expenses	Annual Cost
Commercial trash pickup (dumpsters)	\$10,000
Lake restrooms and trash service by boat (fuel)	\$10,000
Maintain watercraft fleet	\$3,000
Repair/maintain sites (supplies)	\$17,000
Rental/maintain/utilize vehicles	\$5,000
BLM law enforcement service	\$131,000
Park ranger	\$95,000
Maintenance staff	\$240,000
Administration	\$39,000
<b>Subtotal</b>	<b>\$550,000</b>

### Bullfrog Day Use Area and Crossroads Campground

Operational Expenses	Annual Cost
Commercial trash pickup (dumpsters)	\$8,000
Septic pumping	\$2,500
Water testing	\$2,000
Repair/maintain sites (supplies)	\$17,000
Rental/maintain/utilize vehicles	\$5,000
BLM law enforcement service	\$119,000
Park ranger	\$69,000
Maintenance staff	\$145,000
Administration	\$25,000
<b>Subtotal</b>	<b>\$392,000</b>

**Total Operational Costs for Lake Havasu Shorelines Sites, Bullfrog Day Use Area and Crossroads Campground: \$942,000**

Due to the dramatic increase in visitation to the Parker Strip, the LHFO is proposing to expand the amenities at the free Quail Hollow Day Use Area to provide a campground featuring individual sites with and without electrical hookups. Currently at the Quail Hollow Day Use Area there is river access, shaded picnic tables, a vault toilet, and an on-site volunteer host. The current projected start-up cost to construct the proposed campground is \$1.5 million. The annual operational costs are estimated to be \$75,000. The proposed fee increase is expected to generate \$125,000 annually to offset the

operational costs and to reduce reliance on Congressional appropriations for infrastructure lifecycle repair and replacement expenditures.

Additionally, the LHFO is proposing to increase the number of campsites at the Crossroads Campground and add electrical hookups at some sites. Currently, Crossroads has 26 campsites, river access, a beach, picnic tables, BBQ grills, trash receptacles, a vault toilet, fee collection, one accessible site, and an on-site winter BLM volunteer site host. The current projected cost of the expansion is \$1.5 million. The annual operational costs are estimated to be \$75,000. The proposed fee increase is expected to generate \$125,000 annually to offset the operational costs and to reduce reliance on Congressional appropriations for infrastructure lifecycle repair and replacement expenditures.

## **7 Revenues**

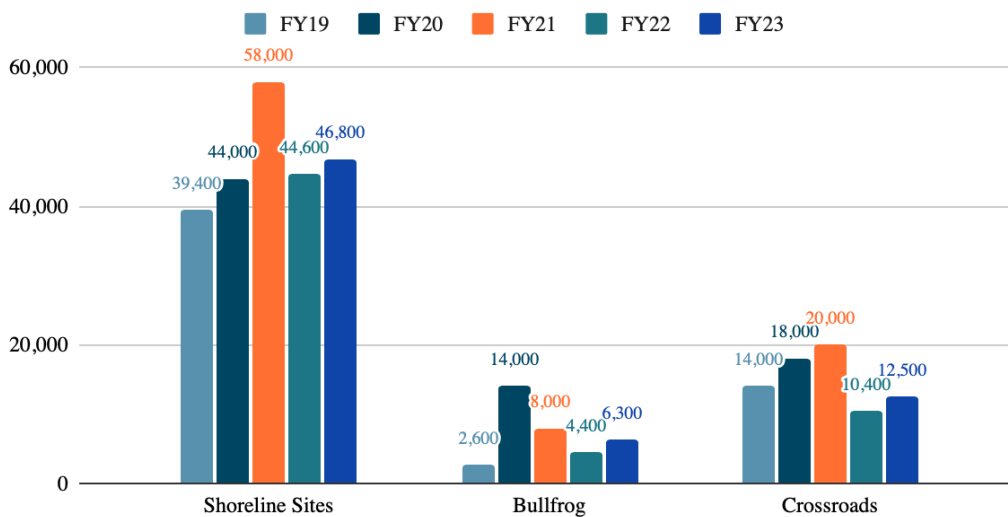
The Lake Havasu Shoreline Sites day use and overnight camping fees are paid on site with funds voluntarily placed in fee collection tubes on an honor system basis. BLM staff regularly patrol the shoreline sites during the peak months of visitation on the lake to contact visitors, provide visitor information, and ensure fee compliance. On the Parker Strip, the Bullfrog Day Use Area and the Crossroads Campground fees are placed in self-service fee stations, which are monitored by camp hosts and the fees are collected by BLM staff.

### **Chart 2. Actual Revenues in U.S. Dollars**

Note: Estimated 10% fee compliance rate.

## Actual Revenues in U.S. Dollars (estimated 10% fee compliance rate)

U.S. BLM LHFO



It is estimated that only less than 10% of visitors comply with the requirement to pay fees through the honor system. With full fee compliance, the LHFO estimates it would collect about \$290,000 per year from visitors from both the Lake Havasu and Parker Strip fee sites instead of the approximate \$30,000 it now collects under the current fee structure. The fee collection shortage causes a significant reduction in BLM's ability to provide vital operational services needed to increase the quality of the recreation experience for the typical visitor.

The proposed fee increases would dramatically impact the LHFO's ability to increase patrols, which would increase fee compliance at the sites to further expand the revenue stream for the facilities. The LHFO has estimated the 10% fee compliance rate based on Lake Havasu Office of Tourism reported numbers and the fee compliance gathered from public land fee sites.

The Lake Havasu Shoreline Sites annual pass may be used for both day use and overnight camping on the Lake Havasu Shoreline Sites on an unlimited basis by the pass holder for up to 14 consecutive days. The pass is offered to reduce costs for visitors who regularly recreate on the BLM shoreline sites. The price point was set for visitors to fully recoup their fees after five full day and night visits for the same price they can visit BLM shoreline sites for an entire year. However, the growing costs to operate the shoreline sites has necessitated the request for increase.

### Table 6. Projected Revenues and Net Gain/Loss

<b>Area and Fee Sites</b>	<b>Projected with Current Fee Structure in FY24</b>	<b>Net Gain/Loss</b>	<b>Projected with Proposed Fee Structure in FY 24</b>	<b>Net Gain/Loss</b>
Lake Havasu SRMA's Sites: Lake Havasu Shoreline Sites	\$45,250	(\$504,750)	\$90,500	(\$459,500)
Parker Strip SRMA's Sites: Crossroads Campground, Bullfrog Day Use Area, and Proposed Quail Hollow Campground	\$18,750	(\$373,250)	\$37,500	(\$354,500)

## 8 Priorities for Future Expenditures

The LHFO will focus on expanding amenities at the Quail Hollow Day Use Area and Crossroads Campground to meet public visitation demand to the Parker Strip Area and to open a revenue stream to aid in daily operations. The LHFO expects to utilize staff to grade and prepare the land, to pour concrete, and to contract services for electrical and concrete.

**Table 7. Quail Hollow Expanded Amenity Project Tasks and Cost Estimates**

<b>Project Tasks</b>	<b>Cost Estimates</b>
Permits	\$17,500.00
Electrical access	\$125,000.00
Land preparation	\$182,500.00
Concrete	\$250,000.00

Landscape	\$75,000.00
Personnel	\$695,000.00
Vault toilets (2)	\$100,000.00
Shade structures (2)	\$50,000.00
Trash cans (40)	\$5,000.00
<b>Total</b>	<b>\$1,500,000.00</b>

**Table 8. Crossroads Expanded Amenity Project Tasks and Cost Estimates**

<b>Project Tasks</b>	<b>Cost Estimates</b>
Permits	\$17,500.00
Electrical access	\$125,000.00
Land preparation	\$182,500.00
Concrete	\$250,000.00
Landscape	\$75,000.00
Personnel	\$695,000.00
Vault toilets (2)	\$100,000.00
Shade structures (2)	\$50,000.00
Trash cans (45)	\$5,000.00
<b>Total</b>	<b>\$1,500,000.00</b>



In addition to covering operational costs, the proposed fee increase, if approved, would assist to expand amenities to transform the Quail Hollow Day Use Area to a Campground with and without electrical hookups and to expand the Crossroads Campground to add sites with and without electrical hookups to meet the visitor demand to the Parker Strip. Following an evaluation of these proposals in compliance with NEPA and, if approved, the LHFO expects to be able to begin the expansion of amenities at Quail Hollow Day Use Area and Crossroads Campground as early as 2027. Additionally, the LHFO will prioritize performing the necessary repairs to existing facilities.

The LHFO also anticipates that operating and maintenance expenditures at existing facilities will continue to increase as prices rise and infrastructure ages. This is due to a combination of new infrastructure needs (camping spaces, shade shelters, picnic tables, and toilets), maintaining existing infrastructure, and the effects of general inflation. For example, an additional campsite can cost up to \$50,000 per site to construct; a concrete cast single vault toilet costs \$50,000. Even without future expansion of facilities or services, the costs of operations will continue to increase.

Priority expenditures for the Shoreline Sites, Bullfrog Day Use Area, and campgrounds include all aspects of maintaining current levels of service to users, which includes maintaining a standard of cleanliness that would promote visitor health and safety. The level of service also includes answering questions from users on the phone and in person, on-site patrols and fee collection, government vehicle costs, regular maintenance of facilities including the toilets, bulletin boards, fee tubes, speed bumps, shade shelters and campground roads.

In 2023, the LHFO expended \$211,638.16 to operate the Shoreline Sites, Bullfrog Day Use Area, and the Crossroads Campground (\$73,224.25 in fee money and \$138,413.71 in appropriated money). This figure represents a baseline amount with which to operate the program and does not include any increase in services or improvements to the infrastructure.

Consequently, the additional revenues derived from the proposed fee increase and from the expanded amenities will be used primarily for the maintenance of existing services to users and the provision of expanded amenities at Quail Hollow and Crossroads. Maintenance includes the continual replacement or major repair of aging campground facilities, such as picnic tables, site posts and toilet buildings that deteriorate through heavy use. Through a combination of the proposed fee increase and increased use of the campgrounds, program revenues are expected to increase to

\$131,200.00 by 2026. This would be enough money to continue maintenance and operations at the current level.

## 9 Analysis of Recreation Fee Rates

The fee increases approved in 2006 were intended only to assist with operations; it was not sufficient to cover rising maintenance costs over the past 18 years or to construct needed improvements within the campgrounds or to cover the cost of replacing existing infrastructure over time, as needed. The LHFO has been supplementing the operating costs of the shoreline sites, Bullfrog Day Use Area, and Crossroads Campground with Congressionally approved and appropriated monies.

While the capital costs of adding campgrounds can sometimes be partially funded through grants and from other outside BLM sources, the recreation fees should be the primary source of funding used to operate, to maintain, and to expand amenities offered at existing sites.

The LHFO utilized the following two fee assessment methods to establish recreation fee rates as authorized by 43 CFR 2933.22 and considered comparable fees charged elsewhere as required by the FLREA.

### 9.1 Cost Recovery Fee Calculation Method

The proposed fee rates assume that the revenues should cover the site’s operating costs. The following table includes a proposed rate that would generate 100 percent of the costs to maintain and operate the sites.

#### 9.1.1 Site Revenue Analysis with Existing Fee Structure

**Table 9. Site Revenue Analysis with Existing Fee Structure**

Site	Actual Expenditures FY23	Actual Revenues FY23	Net Gain/Loss
Lake Havasu Shoreline Sites	\$550,000	\$46,803	- \$503,197
Parker Strip SRMA Sites: Bullfrog Day Use Area and Crossroads Campground	\$392,000	\$18,888	- \$373,112

**Table 10. Site Revenue Analysis with Proposed Fee Structure**

Site	Estimated Expenditures FY24	Estimated Revenues FY24 *	Estimated Net Gain/Loss
Lake Havasu Shorelines Sites	\$550,000	\$90,500	- \$459,000
Parker Strip SRMA Sites: Bullfrog Day Use Area and Crossroads Campground	\$392,000	\$37,500	- \$354,500

\*Based on actual fees collected at an estimated 10% compliance rate

In conclusion, if the shoreline sites, day use area and campground programs were to be run on fee revenue alone (that is, without appropriated funding), the current fees would be insufficient to cover expenditures. If appropriated funds were to disappear, operational costs would be reduced to cover only basic cleaning and campground services and only very limited capital improvements could occur under this scenario. Without a fee increase, expenditures are expected to continue to exceed revenues.

The current fee structure still requires a continuation of appropriated funds in order to fund any needed improvements as infrastructure ages. The requested fee increase would cover not only the operating costs of the campgrounds but also a small portion of the outlined amenity expansions.

#### Fair Market Value Fee Calculation Method

In addition to providing the cost recovery fee calculation method (above), this section of the business plan uses the fair market value assessment approach to calculate fee changes. The fair market value assessment approach compares the fees charged at similar sites in the Lake Havasu and Parker Strip area that are being administered by other public agencies and nearby private sector operators.

**Table 11. Comparable Current Fee Charges and Facilities**

Sites	Day Use weekday	Day Use weekend	Overnight weekday/ weekend	Annual Pass
BLM LHFO Lake Havasu Shoreline Sites	\$10.00	\$10.00	\$10.00	\$100.00

<b>BLM LHFO Bullfrog Day Use Area</b>	<b>\$5.00</b>	<b>\$5.00</b>	<b>\$5.00</b>	<b>N/A</b>
<b>BLM LHFO Crossroads Campground</b>	<b>N/A</b>	<b>N/A</b>	<b>\$5.00</b>	<b>N/A</b>
AZ State Parks and Trails Buckskin Mountain State Park	\$10.00	\$10.00	\$35.00 - \$43.00	\$75.00 or \$200.00*
AZ State Parks and Trails Cattail Cove State Park	\$10.00	\$15.00	\$20.00 - \$40.00	\$75.00 or \$200.00*
AZ State Parks and Trails Lake Havasu State Park	\$15.00	\$20.00	\$25.00 - \$40.00	\$75.00 or \$200.00*
La Paz County Park	\$15.00	\$15.00	\$20.00 - \$35.00	N/A
San Bernardino County - Moabi Regional Park	\$20.00	\$20.00	starts at \$85.00	N/A

\*\$75.00 annual pass does not include weekends or holidays. This pass covers entrance fee to all state parks across Arizona.

The fee increase will allow the LHFO-managed facilities at Lake Havasu and the Parker Strip to be more competitive with regional facilities, and the proposed amenity expansions will allow the current sites to offer comparable amenities to the regional offerings.

**Table 12. Amenities at Comparable Facilities**

Site Name	Picnic tables/ shade	Restrooms	Trash	BBQ grills	Potable water	Boat launch	Camping without electric	Camping with electric
Buckskin Mountain State Park	X	X	X	X		X		X

Cattail Cove State Park	X	X	X	X		X		X
Lake Havasu State Park	X	X	X	X	X	X		X
La Paz County Park	X	X	X	X	X	X	X	X
San Bernadino County - Moabi Regional Park	X	X	X	X	X	X	X	X

It should be noted that all the comparable sites - both public and private - have raised their rates, oftentimes substantially, since the last LHFO fee increase in 2006.

The sites managed by the LHFO, unlike many of the campgrounds listed above, provide a very inexpensive camping experience. The proposed fee increase, combined with the amenity expansions at Quail Hollow and Crossroads would help provide revenue to cover more of the operational costs at Lake Havasu and the Parker Strip fee sites and to continue ongoing services, facility maintenance and some limited improvements to facilities. The completion of the amenity expansions that have been outlined will not be completed if the fee structure remains the same. Even with the proposed fee increase, the LHFO would have to rely on appropriated funds to complete the necessary improvements and ongoing maintenance.

In conclusion, the analysis of the value of the Lake Havasu and Parker Strip site fees (including for the proposed expansion of amenities) demonstrate that the \$20.00 rate would be less than the lowest daily rate charged for the use of other campground areas, both public and private (when entrance fees and other fees are included in the price). Private campgrounds in the area provide additional services and amenities not offered at the public campgrounds and were therefore not considered similar enough to include in the comparison table. It also should be added that lodging rates in hotels,

motels and owner-rented units typically range from a low of \$150.00 to more than \$500.00 per night; rates are increased for popular weekends in spring and fall. Thus, the LHFO sites provide a very low-cost alternative for a Lake Havasu and Parker Strip-oriented vacation.

## **10 Impacts from Changing and Non-Changing Recreation Fee Rates**

The budget for operational costs for the shoreline sites, day use area and campground has remained the same since the fees were last increased in 2006, although costs of personnel, fuel, restocking supplies, and equipment has increased substantially. The increase in operational costs within a stagnant budget has direct correlation on the quality and frequency of services that can be provided and the revenue that can be collected.

### **10.1 Anticipated Impacts from Changing Recreation Fee Rates**

The Lake Havasu Shoreline Sites annual pass fee and the standard amenity fee for day use at Bullfrog Day Use Area were last increased in 2006. The expanded amenity fees at Crossroads Campground and the Lake Havasu Shoreline Sites day use and overnight recreation fees were last increased in 2002. The rate of increase was not sufficient to keep up with the costs associated with operating the sites. It was also assumed that the level of appropriated money would remain constant, and that the Recreation program could depend on this source of income. Since that time, the costs of goods, labor and services have continued to increase, eroding the buying power of the site fees. As the costs of goods, labor and services increase, the purchasing power of static recreation fees decreases proportionally.

#### **10.1.1 Benefits to Recreational Users**

If the fees were raised, services would continue to be offered at a high level in the Recreation program. In addition, with a fee increase, some revenues could be used to gradually improve site infrastructure as part of routine upgrades. Past instances of these upgrades include improved access, replacement of substandard toilets, the addition of shade shelters, boat mooring areas, and beach front. Site improvements are quite important as many of the BLM campgrounds are reaching an age where replacement of some of the infrastructure is necessary to maintain health and human safety. Until now, the Recreation fee structure has never considered the replacement costs of this aging infrastructure.

With the increased demand for sites in the Lake Havasu and Parker Strip SRMA, the LHFO incurs more expense in terms of effluent pumped, toilet paper supplied, and the required frequency of cleaning and maintenance services. That is, when campgrounds are continually utilized throughout the year, the frequency of maintenance visits must meet the demand.

Raising the campground fees may impact some recreation users, because the fees are quite low, compared to private and public campgrounds in the area. The fee increase is necessary to maintain the level of service to the users and to pay for operational costs of the camping facilities. Camping is a particularly low-cost alternative to spending the night in a Lake Havasu or Parker Strip hotel or motel. Impacts to low-income populations are also not high, as low-income populations are not heavily represented in the LHFO camper population.

### **10.1.2 Benefits to Local Economies**

The economy of both Mohave and La Paz Counties is heavily dependent upon tourism. Expanding amenities at Crossroads Campground and Quail Hollow Day Use Areas and adding Quail Hollow Campground to the fee program would add more overnight opportunities at a high-demand destination and allow for recreation users to extend their stay and contribute further to the local economies through their spending at local grocery stores, retail stores, restaurants and on tourism-based services, such as boat rentals and tour companies. The proposed fees collected at Crossroads Campgrounds and Quail Hollow would ensure that services offered remain competitive to all other public and private comparable sites in the region. It is not uncommon for the regional private and public campgrounds, as well as hotels, motels and resorts, to reach occupancy capacity. The expansion will dramatically increase the opportunities for visitors to stay in the region who otherwise would not have a lodging option. According to an AOT<sup>9</sup> study in 2022, the average per person spends per night while visiting western Arizona is \$153.00 (not including lodging). This metric demonstrates that the expanded amenities at Quail Hollow enabling up to 100 campsites would generate \$15,300 per night in additional sales and food spending to the region to total a \$5.5 million annual economic impact, and the expansion at Crossroads would generate \$4.1 million annually to total \$9.6 million in added economic benefit; this calculation is

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<sup>9</sup> [AZ West Coast Region Visitor Profile Study, 2022](#)

based on only one person per site. The impact exponentially increases as typically there is more than one recreational user per site.

### **10.1.3 Benefits to the Environment**

The expansion of the amenities at Quail Hollow Day Use Area and Crossroads Campground to offer more developed camping opportunities would have the largest impact on providing opportunities to lessen the impacts of the dispersed camping that is occurring in this region. Providing developed campsites would mean human waste and garbage have proper disposal. Minimizing such impacts would, in turn, provide a more pleasant camping experience and decrease resource damage.

In the Colorado River region, the demand for camping dramatically increases between November and March and often visitors have no other option than to overnight in a "dispersed camping" area in undeveloped areas without toilets or garbage service. "Dispersed" campers are concentrated within proximity of each other because the supply of hardened campgrounds does not meet the demand of the Lake Havasu and Parker-Strip-bound campers, who want to be as close to the destinations as possible. The same dispersed campsite is often used at least 100 nights per year. When trash is left behind at a site or if a site is already occupied, campers create another nearby site, thus broadening the environmental impact. Visits to each of the locations show increased environmental impacts from unrestrained camping. The expanded amenities at the proposed Quail Hollow Campground would mean vehicles would be limited to roads, human waste would be contained in a toilet and disposed of at an approved sewage facility, and garbage would be collected and have proper disposal.

The proposed fee structure would allow the LHFO to offer more amenities and adequate services compared to the current limited services. This serves to reduce negative impacts to sites and to resources associated with higher levels of visitation in small areas. The proposed camping fee charged for these facilities continues to make their availability possible.

### **10.1.4 Benefit to Socioeconomics**

The visitors to the Colorado River region tend to have above-average income. However, even with the proposed fee increase, the facilities in the Lake Havasu and Parker Strip SRMAs still offer a budget-friendly alternative compared to regional lodging at state parks and privately owned facilities. The ability for the LHFO to at least maintain the current level of cleaning and maintenance and to expand the offerings for camping allows the public who does not have a large discretionary income to visit the region,



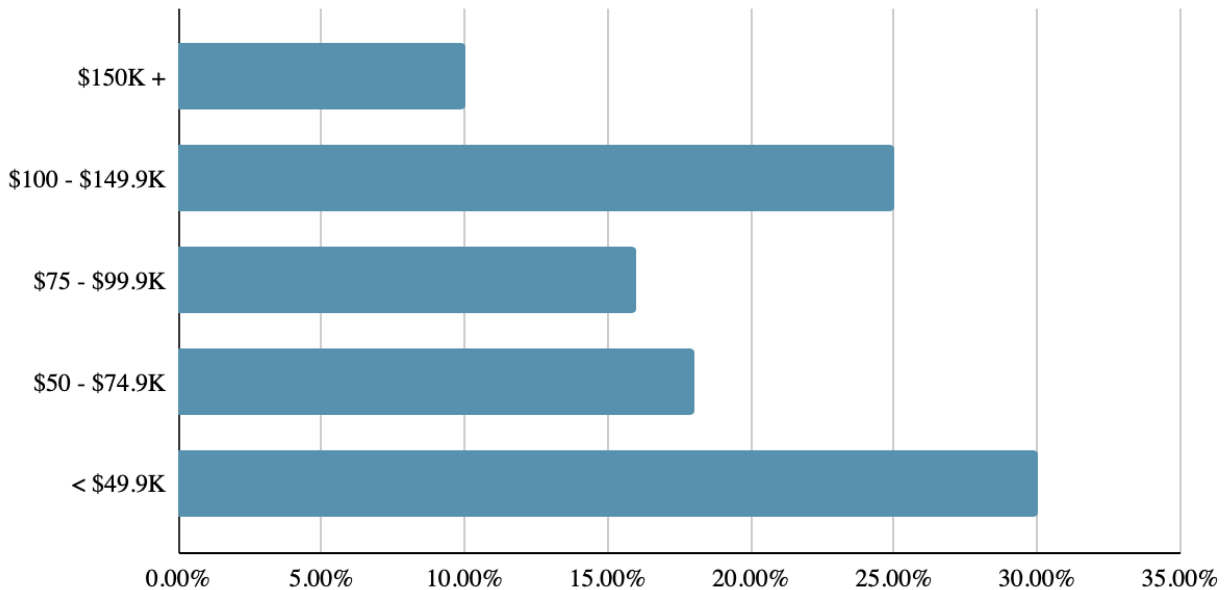
swim, enjoy the outdoors, and spend quality time with their families and friends. Impacts to low-income populations are also not high, as low-income populations are not heavily represented in the BLM camper population. However, the BLM camping experience is still the most cost-effective alternative in the area; this is important when seeking to attract a more diverse visitor base to attractions offered by public lands. Furthermore, America the Beautiful passes are accepted anywhere there is a standard amenity fee.

**Chart 3. Western Arizona Visitors' Household Income**

Source: Arizona Office of Tourism (2022)

**Western Arizona Visitors' Household Income**

Arizona Office of Tourism 2022



**10.2 Anticipated Impacts from Not Changing Recreation Fee Rates**

**10.2.1 Negative Impact to Recreational Users**

Due to the substantial increase in operational costs, the negative impact to recreation users if the proposed fee is not increased includes a decrease in frequency of when the sites are cleaned, restocked and repaired. The adjustment to the cleaning and maintenance schedule would negatively affect their experience visiting the region by not providing basic amenities, such as cleanliness.

The BLM campgrounds are reaching an age where replacement costs of infrastructure will be increasing. For instance, two restrooms need to be replaced due to arson and the current revenues do not allow for those replacements. A contract study that examined facilities in the BLM Facilities Asset Management System (FAMS) pointed out that the recreation fees for the LHFO SRMA did not account for the full replacement costs of site infrastructure. The study found that the fee structure was based only on operational costs and did not include necessary replacement of facilities as they deteriorated. The requested fee increases and the fee for the expanded amenity would be partially used to cover replacement costs of campground infrastructure. A failure to increase the recreation fee would mean that aging infrastructure would not be replaced in a timely manner to maintain site quality; it would also mean that improvements, such as individual picnic tables and shade shelters, would not be added.

### **10.2.2 Negative Impact to Local Economies**

If the sites are not cleaned on a regular basis – including picking up litter, cleaning and emptying vault toilets, and emptying trash – it would result in a dramatic decrease in the visitor experience and perception of the region and its overall economic health. Visitors to the Colorado River region are largely driven by word-of-mouth through family, friends and acquaintances with pleasant experiences to the area. It would be certain that due to the power of word-of-mouth and social media (through photos and videos) that there would be a decrease in tourism to the region. Visitors do not want to recreate at an area that is not maintained. There is a high potential that it could contribute to an overall negative perception of the region as the shorelines are one of the most seen attractions from the state's busiest lake. This would eventually impact the outdoor recreation economy of both Mohave and La Paz Counties, making people less likely to camp on LHFO SRMA lands. Vacation dollars are entirely discretionary; people can spend their vacation dollars in many different locales. Should people be less likely to recreate in the region of Lake Havasu and Parker Strip because of poor or unmaintained facilities, the economies of Mohave and La Paz Counties, which is heavily dependent upon tourism, would suffer.

If the amenities at Quail Hollow Day Use Area or Crossroads Campground are not expanded to include overnight amenities that are competitive and comparable to other camping areas in the region, it could mean an estimated loss of \$9.6 million in annual revenue through sales and food spending.

### **10.2.3 Negative Impact to the Environment**

Failure to maintain overnight sites would result in the reestablishment of many of the negative impacts to the environment that provided the initial impetus to create the shoreline sites, day use areas and campsites. For example, should the BLM be unable to regularly service toilets along the river, people would be less likely to utilize toilets. Additionally, for the recreation maintenance staff conducting site cleanup, a fee decrease would mean that such work would be reduced and the probability of trash littering both desert lands and a drinking water source – Lake Havasu – would substantially increase.

If the amenity expansions at Crossroads Campground and Quail Hollow do not occur, it will increase the likelihood of dispersed camping. Concentrated use of dispersed sites was rampant on BLM lands within a 30 miles radius of Lake Havasu and Parker Strip resulting in deleterious impacts to wildlife, riparian resources, water quality, floodplains, cultural resources and the enjoyment of other recreation visitors. Currently, many campers are driving off-road (illegally) to camp wherever they choose; new campsites and associated impacts are being created, stone fire rings are multiplying, and the visual impact of these dispersed campers diminishes the natural landscape scenery that many people visiting the area are seeking. Campers generally do not bring portable toilets, so human waste is proliferating in these areas.

### **10.2.4 Negative Impact to Socioeconomics**

The AOT 2022 study<sup>10</sup> identifies that 30 percent of the visitors to western Arizona make less than \$49,900 annually. Due to the increase in fees at comparable campgrounds in the region, it is likely that visitors who do not have large discretionary spending would choose to enjoy the sites offered within the Lake Havasu and Parker Strip SRMAs. However, if these sites are not properly maintained and cleaned, it could send a message to the recreation users that the quality of their experience is not a priority for the LHFO.

### **10.2.5 Negative Impact to Environmental Justice**

Due to the likelihood of visitors with a lower income utilizing the LHFO sites, if the fees are not increased to meet the rising costs of routine cleaning and maintenance, it

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<sup>10</sup> [AZ West Coast Region Visitor Profile Study, 2022](#)

could be perceived that the LHFO is discriminating against those who have a lower income threshold.

## **11 Public Outreach**

Outreach methods to share information on how to provide comments on the draft business plan and fee proposal during the public comment period include:

- Signs posted at existing and proposed fee sites or access points
- Post public notifications on Recreation.gov and/or blm.gov visit pages for Lake Havasu Shoreline Sites, Crossroads Campground, and Bullfrog Day Use Area
- BLM news release
- Social media postings on blm.gov
- Federal Register notice of proposed new fee site (Quail Hollow Campground)
- Outreach to local municipalities and state agencies

These outreach methods comply with requirements established by FLREA and BLM policy.

Once the public comment period on the draft business plan is completed and any changes are made to the fee proposal as a result of analysis of the public participation, the LHFO will present the business plan proposal to the Arizona Recreation Resource Advisory Committee (RRAC) in 2024.