



# United States Department of the Interior



## BUREAU OF LAND MANAGEMENT

Kingman Field Office  
2755 Mission Blvd.  
Kingman, Arizona 86401  
[www.blm.gov/az/](http://www.blm.gov/az/)

June 27, 2008

In Reply Refer To:  
8366 (AZ-310)

Dear Reader:

The Bureau of Land Management (BLM), Kingman Field Office (KFO) is revising the *Kingman Amenity Fee Sites Business Plan*. This draft document provides the public with the opportunity to examine how their recreation fees have been spent, and how KFO plans to utilize fee revenues in the future.

This Business Plan is being updated to address proposed changes in the fee schedule and to comply with changes in the federal authorities that authorize the BLM to collect recreation fees. In this case, the **Federal Lands Recreation Enhancement Act (FLREA) of 2004** repealed applicable portions of the **Land and Water Conservation Fund Act (LWCFA)** and replaced BLM's authority to collect fees in 2004. The three KFO recreation sites that were formerly part of the Recreation Fee Demonstration Program under **Section 315 of the "Department of the Interior and Related Agencies Appropriations Act, 1996"** now charge what are called "amenity recreation fees" under the authority of FLREA.

Proposed changes to the amenity recreation fee schedule are outlined in the table below.

Recreation Facility	Proposed Price Increase	
	FROM	TO
Burro Creek Individual Sites	\$10.00	\$14.00
Burro Creek Group Site	\$30.00	\$50.00
Wild Cow Springs Individual Sites	\$5.00	\$8.00
Wild Cow Springs Group Site	\$15.00	\$20.00
Windy Point Individual Sites	\$4.00	\$8.00

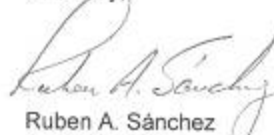
The BLM seeks your review and comment on the Draft *Kingman Amenity Fee Sites Business Plan*. We would especially appreciate your thoughts on the proposed fee changes and the proposed priorities for the use of those fees at the recreation sites. KFO will be accepting comments on the draft plan until April 30, 2009.

You may submit your comments in writing in the following ways:

- Mail or hand-deliver comments to Kingman Field Office at the above address
- Submit comments via email to [Len\\_Marceau@blm.gov](mailto:Len_Marceau@blm.gov)
- Hand-deliver comments to a campground host on site

Thank you for taking the time to assist BLM in public land management planning. If you have any questions regarding management of the KFO Amenity Fee Sites, please contact Bruce Asbjorn or Len Marceau, Outdoor Recreation Planners, at the above address or by telephone at 928-718-3700.

Sincerely,

  
Ruben A. Sánchez  
Field Manager

# Kingman Amenity Fee Sites

# Draft Business Plan

United States Department of the Interior  
Bureau of Land Management

**Kingman Field Office**  
2755 Mission Boulevard  
Kingman, Arizona 86401  
June 2008



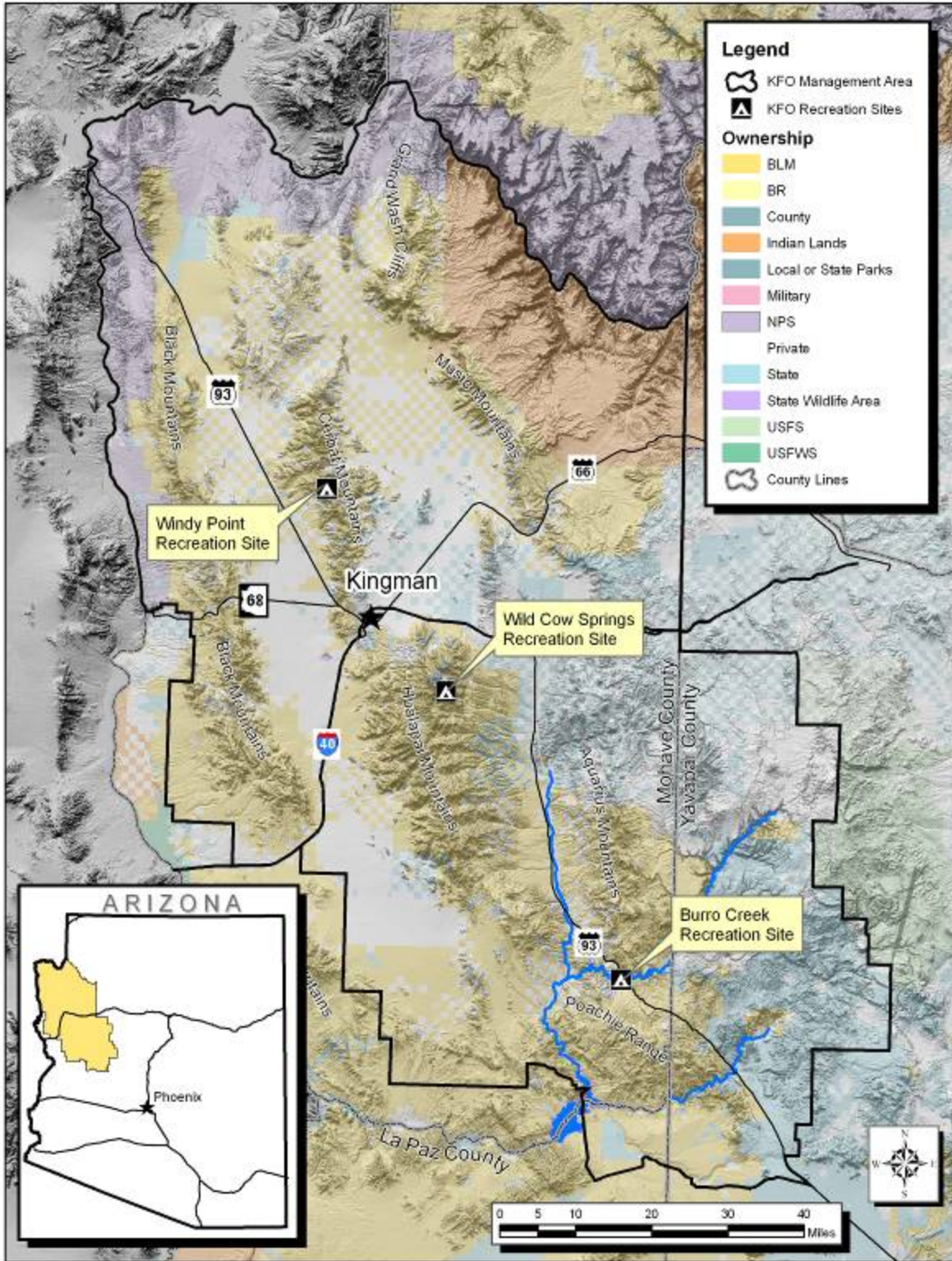
*Burro Creek Group Site*

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MAP 1



# KINGMAN AMENITY FEE SITES BUSINESS PLAN

A strategy for fee collection and expenditure in compliance with the  
Federal Lands Recreation Enhancement Act P.L. 108-447  
Enacted December 8, 2004

## 1. BACKGROUND AND AUTHORITIES

This business plan has been prepared pursuant to the “*Federal Lands Recreation Enhancement Act 2004*” (P.L.108-447) and BLM recreation program fee policy. It replaces, in part, the existing business plan (as amended, September 1999), for the Kingman Recreational Areas (BLM Project No. AZ06) that was prepared to meet the requirements of Section 315 of the “*Department of the Interior and Related Agencies Appropriations Act, 1996*,” commonly known as the “Recreation Fee Demonstration Program”. The Kingman Recreational Areas Fee Demonstration Project was selected as a Fee Demonstration Pilot Project in August, 1998 and the BLM began collection fees under the Fee Demonstration Pilot Project in October, 1998. A chronology of authorities for this business plan is:

- ❖ The **Federal Land Policy and Management Act (FLPMA)**, [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 **Land and Water Conservation Fund Act (LWCFA)**, as amended, [Public Law 33-578], initially authorized BLM to collect fees for recreational use of qualifying facilities and services. These fee revenues were then deposited into the Treasury for Congress to appropriate as part of the annual National budget.
- ❖ **Section 315 of the “Department of the Interior and Related Agencies Appropriations Act, 1996”**, established the “Recreation Fee Demonstration Program”, which authorized BLM to keep recreation fees collected and expend them within the guidelines of the law. Annual reauthorizations of this legislation kept this fee project alive until enactment of the Federal Lands Recreation Enhancement Act (FLREA).
- ❖ The **Federal Lands Recreation Enhancement Act (FLREA)**, repealed applicable portions of the LWCFA and replaced BLM’s authority to collect fees in 2004. This current law authorizes BLM to collect recreation amenity fees at sites that meet certain requirements, allows BLM to keep the fee revenue 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 (ATB)*.

## 2. INTRODUCTION TO THE KINGMAN RECREATION AND VISITOR SERVICES PROGRAM

### 2.1 Kingman Field Office Overview

The **Kingman Field Office (KFO)** manages approximately 2.4 million acres of public land in northwestern Arizona (See MAP 1, page 1). These areas lie primarily within the 2nd Congressional District of Arizona. The KFO is part of the BLM's Colorado River District. KFO public lands offer visitors a wide variety of land-based recreation opportunities, as opposed to the water-based recreation emphasis typical of the Yuma and Havasu Field Offices of the District. Recreation visitors to KFO public lands gain better health, an appreciation of the outdoor world, and a sense of self-confidence by challenging themselves to be at one with nature. KFO manages recreation settings ranging from areas that are primitive and undeveloped to sites that are moderately developed with amenities such as trails and camping facilities. The focus of this business plan is on the developed camping facilities that KFO offers.

### 2.2 Description of KFO Recreation Sites

KFO offers developed camping opportunities at four locations. One of these locations is Packsaddle Recreation Site, a small campground in the Cerbat Mountains north of Kingman, AZ. This location offers few amenities, and therefore does not require a fee for use. This site will not be discussed further in this business plan.

The remaining three recreation sites, which are the focus of this document, are described below.

- ❖ **Burro Creek Recreation Site** is situated along Burro Creek within a very scenic Sonoran Desert canyon. Burro Creek, with its deep blue pools and tree-lined banks, is located within a desert setting of saguaro-studded hills and colorful cliffs. The recreation site encompasses a campground, a group campsite, a picnic area with a *Watchable Wildlife Exhibit*, and an interpretive Desert Garden. The site has a long history of use involving wintertime camping and summertime swimming, and

is a favorite rest stop for travelers on nearby U.S. Highway 93. Popular activities in the area are camping, picnicking, swimming, rock collecting, bird-watching, hunting and driving off-highway vehicles.

Burro Creek Recreation Site offers 24 campsites for tent or recreational vehicle use (including one universally-accessible site), with picnic tables and campfire grills.

Also provided are 2 accessible restroom facilities with water, solar lights and



environmental education bulletin boards. The Group Campsite consists of a large shade ramada, accessible tables, pedestal and campfire grills, water and garbage cans. There is a recreational vehicle dump station, a self-service fee station, water and garbage cans located within the recreation site. A volunteer campground host is



generally on duty at the recreation site between October and April. The host is provided with a campsite supplied with water and sewer hookups. Visitors can explore Burro Creek via several access points from the recreation site. The day use area offers 5 picnic sites, each with a shade ramada, table and pedestal grill. The Watchable Wildlife Exhibit and Desert Garden provide information to visitors on the native flora and fauna of the area.

❖ **Wild Cow Springs Recreation Site** is situated in a grove of oak and mature ponderosa pines within the Hualapai Mountains. Rising high above the surrounding desert, the mountain range is a cool green island surrounded by the lower deserts. The recreation site is especially attractive during the summer months, with temperatures here averaging 20 degrees F. cooler than the nearby desert valleys located 3,000-4,000 feet below. The recreation site appeals to visitors seeking a quiet, wooded refuge and features a snow-fed seasonal stream, 17 individual camping/picnicking sites (including one universally-accessible site), a group site, and a short hiking trail. Each site is provided with a picnic table and campfire grill. Three restroom facilities are centrally located in the campground, with nearby environmental education bulletin boards. Garbage cans are centrally located within the recreation site. A self-service fee station is located at the entrance to the recreation site. Popular activities in the area are picnicking, camping and driving off-highway vehicles (OHVs) for pleasure and hunting.



❖ **Windy Point Recreation Site** is situated along the crest of the Cerbat Mountains. The recreation site is located in picturesque woodland consisting of pinyon pine and juniper with spectacular views of the surrounding valleys and distant mountain ranges. Cherum Peak Trail, a 2.5 mile trail, and Packsaddle Recreation Site are located within two miles of Windy Point Recreation Site. The recreation site offers 7 campsites, each containing picnic tables and campfire grills. Trash cans and a restroom facility are centrally-located within the site. A self-service fee station is located at the entrance to the area. Popular activities in the area are picnicking, camping, touring, hiking and hunting.



## 2.3 Description of Customers Who Use the Area

### ❖ Burro Creek Recreation Site

The typical visitor to Burro Creek Recreation Site varies with the season of use. During the fall-winter-spring seasons, the majority of visitors are retirees traveling to and from the southwest deserts. The majority of these visitors stay for only 1-2 nights, a few visitors will stay as long as 1-2 weeks. These visitors are escaping the cold winter climates of the north for the mild winter climates of Southern Arizona and Mexico. Some of these visitors will spend the winter in the Burro Creek area due to the recreational opportunities and mild climate.

Since the mid-90's, there has been a marked increase in use by families during the fall-winter-spring season due to Phoenix newspaper articles commenting upon the recreational activities of Burro Creek Recreation Site and Burro Creek. This increased visitation usually occurs during school breaks and the holiday weekends from October through April.

Local residents from the Wikieup and Bagdad areas are the primary visitors at Burro Creek Recreation Site during the summer season. Burro Creek has long been a favorite swimming area during the summer. Summer use of the area does not typically involve overnight stays.

The highway motorist is another customer that utilizes the site. Due to the location of the recreation site near U.S. Highway 93 and the scarcity of rest stop facilities along the highway, there is heavy use of the restroom facilities by motorists. These visitors usually spend not more than 15 minutes at the site.

Visual vehicle counts were conducted at the recreation site once a week during the winter season from October 2000 through April 2005. The ratio between vehicles camping and those making day use/restroom stops was approximately 1:1.

The latest statistics regarding activities were collected December 2005 – April, 2006. The camp host at Burro Creek Recreation Site conducted observations showing total vehicles in the recreation site for the five month period:

- Restroom Stops      746 vehicles
- Day Use                175 vehicles
- Camping                983 vehicles

Note that the ratio between vehicles camping and those making day use/restroom stops remained almost 1:1.

The Burro Creek Recreation Site's Group Campsite located within the recreation site has become very popular since the Kingman Field Office began accepting reservations



for the site. Due to the remoteness of the facility to the cities in Arizona, Nevada and California, reservations were initiated October 1, 1997 to reserve the Group Campsite for customers that were driving 2-3 hours one way to arrive to the site.

During fiscal Year 1998, there were 23 groups (families and clubs) which consisted of approximately 50% from the Phoenix area, 20% from the Prescott area and the balance from the Kingman and Las Vegas areas. During Fiscal Year 2005, there were 14 groups which consisted of 67% from the Phoenix area and the rest were from the Prescott, Kingman, Las Vegas and California.

❖ **Wild Cow Springs and Windy Point Recreation Sites**

Local residents in their 20 - 40's age groups comprise 95% of the users at the higher elevation recreation sites. Visitors come primarily from three communities within Mohave County, these being Kingman, Bullhead City, and Lake Havasu City. The public coming from areas outside of Mohave County make up approximately only 5% of the visitation. The primary recreational activities include tent camping; picnicking; driving for pleasure; four wheel driving; ATV riding; hiking; hunting; and watching wildlife. Both of these recreation sites also receive considerable day use without overnight stays by picnickers and OHV users who stop by to use restrooms while exploring adjacent public lands.

**2.4 Determination of Recreation Site Eligibility for Fee Collection**

To comply with Section 3(g)(2)(A) of FLREA, BLM must determine that recreation sites offer at least 5 of 9 specific amenities at those sites to charge an expanded amenity fee for the use of a developed campground. Following is that determination:

<b>REQUIRED AMENITIES (minimum of 5 of the following)</b>	<b>Burro Creek Recreation Site</b>	<b>Wild Cow Springs Recreation Site</b>	<b>Windy Point Recreation Site</b>
<b>Tent or Trailer Spaces</b>	Yes	Yes	Yes
<b>Picnic Tables</b>	Yes	Yes	Yes
<b>Drinking Water</b>	Yes	No	No
<b>Access Roads</b>	Yes	Yes	Yes
<b>Fee Collection by Employee or Agent</b>	No (iron ranger)	No (iron ranger)	No (iron ranger)
<b>Reasonable Visitor Protection</b>	Yes, limited	Yes, limited	Yes, limited
<b>Refuse Containers</b>	Yes	Yes	Yes
<b>Toilet Facilities</b>	Yes	Yes	Yes
<b>Simple Devices for Containing Campfires</b>	Yes	Yes	Yes

Based on the above information, it is determined that all three recreation sites qualify as sites that can require an expanded amenity fee for use of the campground.

The America the Beautiful (ATB) Interagency Pass program prescribed by FLREA established four (4) types of passes (Annual, Senior, Access and Volunteer) that cover entrance and standard amenity fees at recreation areas managed by five Federal agencies. Holders of Interagency Senior or Access Passes may also be able to get a

discount on fees at some expanded amenity fee sites at agency discretion. KFO will honor the Interagency Senior or Access Passes by allowing a 50% discount for pass owners on the price of an individual campsite and for use of the Burro Creek recreational vehicle dump station.

### **3. Objectives for Use of Recreation Fees**

The expenditure of collected fees in KFO is based on customer wants and needs.

Visitors to our recreation sites have commented on a desire for:

- ✓ Clean, well-maintained restrooms stocked with toilet paper;
- ✓ Clean campsites;
- ✓ A place to build a campfire and to grill;
- ✓ Clean, well-maintained picnic tables;
- ✓ Shelter from sun and rain;
- ✓ Level pads for tents and/or parking RVs;
- ✓ Trash disposal;
- ✓ Universally-accessible facilities;
- ✓ Information on rules and regulations, local recreation opportunities and local ecology/geology;
- ✓ Water;
- ✓ Maintained access roads;
- ✓ A sense of security;
- ✓ The ability to reserve a site in advance of arrival.

The facilities currently present at the three recreation sites described earlier were financed in past years through a combination of funding sources, including annual appropriated funds, deferred maintenance funds, and Fee Demonstration Pilot Project funds. Some facility deficiencies remain, including:

- Development of universally-accessible facilities at Windy Point Recreation Site.
- Upgrade of the internal road system in Burro Creek Recreation Site
- Development of new well and pump station at Burro Creek Recreation Site, powered by a photo-voltaic system.

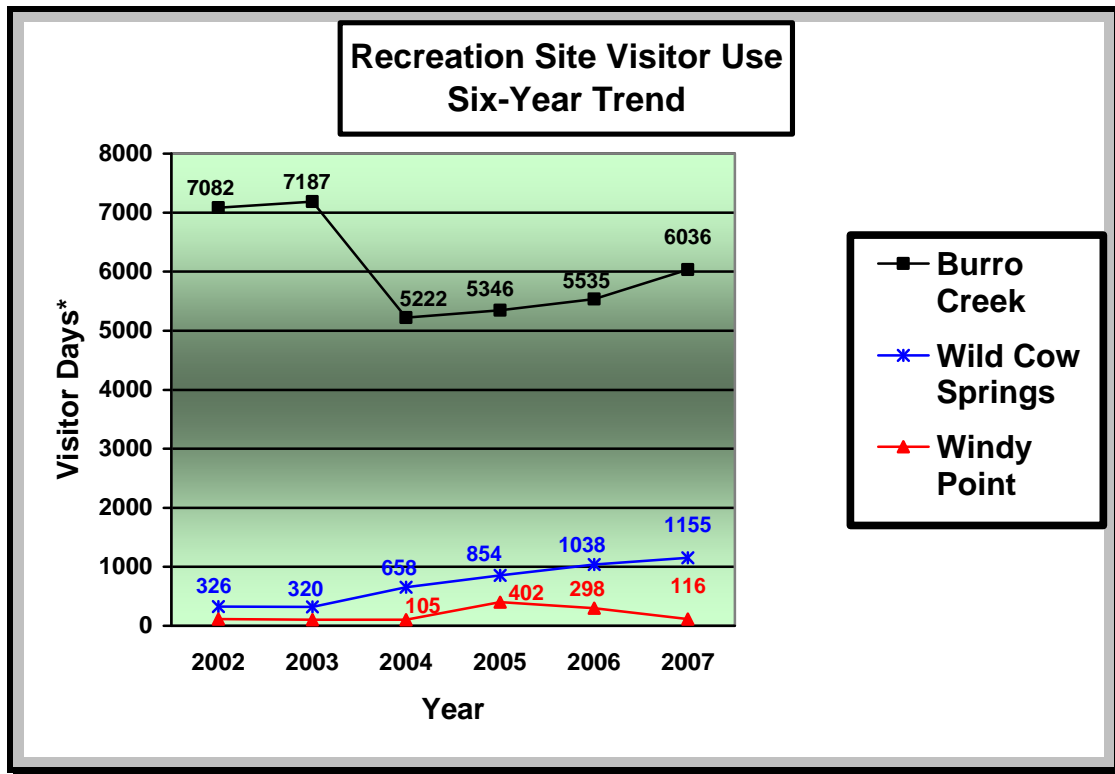
Using the above information, KFO proposes the following four objectives, in priority order, as guidance for the expenditure of fee revenues collected at the expanded amenity fee sites described above:

1. Maintain existing developed recreation facilities in the recreation sites in a safe, clean and operable condition. This would include covering labor costs for maintenance personnel.
2. Maintain and enhance the campground host program which provides a presence for the BLM and customer service to the recreating public. Include desirable amenities for hosts, which may include providing photovoltaic power.

3. Maintain and improve existing environmental education and interpretive information services at the recreation sites.
4. Provide future amenities related to visitor enjoyment and visitor access, including:
  - Constructing a universally-accessible wildlife viewing platform at Burro Creek Recreation Site;
  - Constructing a universally-accessible interpretive overlook on the rim of Burro Creek above the campground, including a parking area, trailhead, and trail;
  - Constructing a trail that connects the campground to the interpretive overlook facility and provides hiker access across U.S. Highway 93 to an additional overlook;
  - Replacing information brochures at the Burro Creek Desert Garden with permanent interpretive panels within the garden;
  - Expanding the water system and installing additional hose bibbs at Burro Creek Recreation Site;
  - Constructing a second volunteer host camp site at Burro Creek Recreation Site;
  - Installing interpretive panels at the Windy Point and Wild Cow Springs Recreation Sites;
  - Constructing one additional universally-accessible camp site at each of the recreation sites.

#### **4. Recreation Use by Major Component**

Information gathered from fee envelopes at each recreation site provides BLM with an estimate of visitor use by persons making overnight stays. This data source does not reflect the amount of unpaid day use that occurs at the sites. Below is a chart which displays the trend in overnight visitor use at each recreation site between 2002 and 2007.



\* A "Visitor Day" is defined by BLM as the presence of a person in an area for a 12-hour period of time.

BLM anticipates that use of the recreation sites will steadily increase due to rapidly increasing population in the region. This will be especially true when bridge construction over the Colorado River near Hoover Dam is completed, since it is expected that more people will relocate to the Kingman area following that event.

## 5. Revenue versus Costs to Operate Recreation Sites

The table below displays revenues collected by the Kingman Field Office under authority of the 1996 Appropriations Act/FLREA for the last five years.

**Recreation Fee Revenue Collection 2002-2007\*\***

	Windy Point Recreation Site	Wild Cow Springs Recreation Site	Burro Creek Recreation Site <sup>oo</sup>	Federal Passports	Total Revenues Collected
FY02	\$183	\$362	\$13,613	\$665	\$14,823
FY03	\$301	\$697	\$13,407	\$520	\$14,405
FY04	\$57	\$496	\$11,912	\$670	\$13,165
FY05	\$371	\$741	\$12,435	\$635	\$14,182
FY06	\$200	\$1,106	\$13,074	\$750	\$15,130
FY07	\$78	\$878	\$13,419	\$880	\$15,255

\*\* Source – BLM's Collection and Billings System (CBS), 2007

<sup>oo</sup> Includes Group Site Reservation fees, Desert Garden Brochure fees, and Sewage Dump Station fees.



The table below displays how the recreation fee revenues were expended by Kingman Field Office to operate the three recreation sites over the last six years.

	LWCFA/FLREA Revenues	History of Expenditures of Recreation Fee Revenues <sup>**</sup>					
		Cost of Collection *	Visitor Services <sup>**</sup>	Operations and Maintenance <sup>°</sup>	Law Enforcement Patrol and Emergency Response	New Construction/Enhancements	TOTAL FISCAL YEAR EXPENDITURES
FY02	\$14,823	\$1,765	\$0	\$14,149	\$0	\$19,933	\$35,847
FY03	\$14,405	\$2,267	\$78	\$2,578	\$503	\$0	\$5,426
FY04	\$13,165	\$783	\$0	\$1,364	\$40	\$0	\$2,187
FY05	\$14,182	\$1,781	\$98	\$636	\$0	\$0	\$2,515
FY06	\$15,130	\$2,332	\$1,366	\$20,278	\$137	\$0	\$24,113
FY07	\$15,255	\$2,549	\$307	\$19,426	\$0	\$0	\$22,282

<sup>\*\*</sup> Source – BLM's Management Information System (MIS), 2008

\* Includes costs associated with managing reservations, collecting money, camp host reimbursement and accounting tasks.

<sup>\*\*</sup> Includes costs associated with providing interpretive materials, maps and signage

<sup>°</sup> Includes janitorial, trash hauling, vault toilet pumping, water quality testing, propane and maintenance repair costs

- ❖ O&M costs in FY02, FY06 and FY07 were higher because recreation fee revenues (1232 account) were used these years to pay the cost of the janitorial contract at Burro Creek. In other years, Congressional appropriations (1220, 1651, and 1652 accounts) covered most O&M costs.
- ❖ Expenses for New Construction/Enhancements were high in FY02 because of demolition of a restroom at Burro Creek that did not comply with accessibility guidelines mandated by the Americans with Disabilities Act of 1990. The following year (FY03), a new restroom was constructed with the use of deferred maintenance appropriations (1653 account).

The below information demonstrates that annual revenues generated at the three recreation sites (approximately \$15,000) cover only about 50% of the annual expense of operating the sites (approximately \$31,000). Historically, this deficit was covered by appropriated funds in BLM's annual budget.

Cost Items	Anticipated Annual Expenses		
	Burro Creek Recreation Site	Wild Cow Springs Recreation Site	Windy Point Recreation Site
Janitorial Services Contract	\$13,200	n/a	n/a
Propane	\$1,000	n/a	n/a
Trash Hauling	\$2,300	n/a	n/a
Vault Toilet Pumping	n/a	\$100	\$100
Water Quality Testing	\$500	n/a	n/a
Interpretive Materials (maps, signs, brochures)	\$500	n/a	n/a
Campground Host Reimbursement	\$2,500	n/a	n/a
Operations & Maintenance	\$500	\$500	\$500
Law Enforcement Patrol and Emergency Response	Variable	Variable	Variable
Fee Collection/Accounting	\$2,000	\$250	\$250
Staff Administration	\$5,000	\$2,000	\$2,000
<b>TOTAL ANNUAL EXPENSES</b>	<b>\$27,500</b>	<b>\$2,850</b>	<b>\$2,850</b>
<b>GRAND TOTAL</b>	<b>\$30,600</b>		

Prior to the beginning of the Fee Demonstration Pilot program in 1998, all costs to operate recreation sites were paid through BLM's annual budget. When Section 315 of the "Department of the Interior and Related Agencies Appropriations Act, 1996 was implemented, the experiment was intended to determine if recreation fee revenues could be utilized to make improvements to recreation sites, while BLM annual funding continued to support Operations and Maintenance (O&M) of the sites. Nevertheless, Fee Demonstration funds were sometimes tapped to meet O&M costs instead of closing sites when appropriated funding faced cutbacks.

## 6. Fee Calculation Process

A regional survey was conducted by KFO in December 2007 to gather information on recreation facilities managed by federal, state and county agencies. Appendix 1 displays the results, which includes the fee charged for recreation sites, along with the type and quality of amenities offered at each facility. A comparison between the amenities offered at these sites and those offered at the Kingman Expanded Amenity Sites enabled KFO to determine whether the fees charged at KFO sites were commensurate with regional pricing. Results and KFO conclusions are as follows:

(1) The following regional facilities exhibit high similarity to the Wild Cow and Windy Point Expanded Amenity Sites:

- ❖ **Senator Wash North Shore** and **Oxbow** campgrounds managed by the BLM, Yuma Office (\$15/night)
- ❖ **Hualapai Mountain Park- dirt loop** campground managed by Mohave County (\$12/night)
- ❖ **Dogtown Lake, Yavapai, Lower Wolf Creek and Mingus Mountain** campgrounds managed by USFS (\$6-10/night)
- ❖ **Red Rocks Canyon** campground managed by the BLM, Las Vegas (\$10/night)
- ❖ **Crossroads** campground managed by the BLM, Havasu office (\$5/night)

KFO recommends that fees be increased on both the Wild Cow Springs and Windy Point Recreation Sites to \$8/night. The fee increase is warranted to keep pace with regional public campground pricing, and to adjust for inflation and reduce dependency upon annual appropriations. The last fee increase at these recreation sites occurred in 1998.

(2) The following regional facilities exhibit high similarity to Burro Creek Recreation Site:

- ❖ **Squaw Lake Campground** managed by the BLM, Yuma Office (\$15/night)
- ❖ **Hualapai Mountain County Park** (paved loop) and **Davis Camp County Park** campgrounds managed by Mohave County (\$12/night)

KFO recommends that individual site fees be increased at Burro Creek Recreation Site to \$14/night. Fee increase is warranted to keep pace with regional

public campground pricing, and to adjust for inflation and reduce dependency upon annual appropriations. The last fee increase at this recreation site occurred in 1998.

(3) It is recommended that group site fees be increased at the Burro Creek Group Recreation Site to \$50/night. Fee increase is warranted to keep pace with regional public campground pricing, and to adjust for inflation and reduce dependency upon annual appropriations. The last fee increase at this recreation site occurred in 1998.

(4) It is recommended that group site fees be increased at Wild Cow Springs Group Recreation Site to \$20/night. Fee increase is warranted to keep pace with regional public campground pricing, and to adjust for inflation and reduce dependency upon annual appropriations. The last fee increase at this recreation site occurred in 1998.

(5) Use of the Burro Creek Recreation Site Dump Station currently is free to paid campground users, and is available to non-campers for a fee of \$10. The price appears to be consistent with regional pricing for this type of facility. No increase in fees for use of the dump station is recommended.

## **7. Consequences of Not Changing the Amenity Recreation Fee Schedule**

As shown in Section 5 of this Business Plan, the current fee schedule for Kingman Recreation Sites covers only about ½ of the annual operating costs of the program, with the remaining 50% of costs reliant upon annual federal appropriated funding. The cost associated with operating the sites is likely to increase due to inflation, rising fuel costs, and possible other factors, while federal appropriations are likely to remain static or even to decrease. Visitor services could be affected as follows:

- Janitorial services provided at Burro Creek Recreation Site would be cut back or eliminated. These services would instead be conducted by BLM staff or by volunteer hosts. BLM staff would not be able to provide daily cleaning on a year-round basis, and volunteer hosts would not be consistently available to assist with cleaning, especially during the summer months. The end result would be inconsistent cleanliness of restrooms and sites.
- Trash removal services at all three recreation sites would become dependent upon the availability of staff and volunteers. If staff and volunteers are not available on a consistent basis, trash would overflow the garbage cans, creating an eyesore and a public health hazard. BLM would remove the trash cans and implement a policy whereby visitors would be asked to “Pack It In, Pack It Out”. The public would be required to pack out all garbage they produce. It should be expected that greater amounts of litter would be improperly disposed of at all sites.
- Water availability at Burro Creek Recreation Site would be limited to specific facilities. The following facilities would have the water shut off in the following order to meet budgetary demands. (1) The irrigation of the picnic area would be

shut off. (2) The dump station would be closed. (3) The hose bibbs in the recreation site would be shut off; consequently, the public's sole source for drinking water would be located at the two restrooms. (4) Finally, if the cost of maintaining the potable water system and conducting monthly water testing continued to rise, and if not properly financed, BLM would be forced to discontinue providing potable water to the public for drinking purposes. At this point, the water system would solely be utilized for flushing the toilets in the restrooms. This would obviously affect public convenience.

- Maintenance activity at all three recreation sites would be reduced. All three sites require both regular and periodic maintenance to ensure that access roads and facilities are in good working order. As the price of labor and fuel for equipment operation continues to increase, KFO would not be able to maintain the site facilities as often or as quickly as needed. Existing recreation facilities represent a substantial public investment, and visitors to the sites could expect to see a continuing loss of these facilities' functionality.
- New or replacement recreation site improvements would not be provided. KFO would be dependent on appropriated or deferred maintenance funding for such improvements, which may not be available as needed.
- A reduction in park ranger and law enforcement patrols would occur. As the costs to employ these personnel increases, KFO would be forced to reduce the staff time spent on these duties. A reduction in these patrols has the potential to compromise visitor safety at recreation fee sites.
- A reduction in volunteer host services could occur. While BLM volunteer hosts are not paid, they are reimbursed for incidental expenses they incur as part of their official duties. This reimbursement is dependent upon the fees received at the recreation sites. With a reduction of conveniences provided to the public, it is anticipated there would be a reduction of users, thus a reduction of income generated at the recreation sites. If this compensation is reduced or eliminated, it would become difficult to recruit volunteers for hosting positions. Without a host on site, visitors would be deprived of the opportunity to ask questions and learn about the campground, natural and cultural resources and regional recreation opportunities.

## **8. Social/Economic Impacts of Changing the Amenity Recreation Fee Schedule**

Section 2.3 describes the customers who typically use the KFO Recreation Sites. Implementing the proposed fee increases at these sites is expected to have little negative impact on most users.

## **9. Communications Plan**

**9.1 Overall Goal:** Pursuant to section 4 of the Federal Lands Recreation Enhancement Act, the KFO will provide the public with opportunities to comment on



proposed fee changes and the intended use of fees collected at the Kingman Recreation Sites prior to implementation. It is desirable to contact a significant number of recreation site users between July 2008 and April 2009.

**9.2 Target Market:** Existing and potential users of the Kingman Recreation Sites. For Burro Creek Campground this includes “snowbirds” who travel south in winter from their northern homes to enjoy Arizona’s mild winter climate. Our market would also include the general public from the tri-state area, including Phoenix, Las Vegas and Needles who use all three Kingman recreation sites.

**9.3 Key Message:** KFO is in the process of developing a Business Plan (BP) to guide management of our recreation sites. The BP proposes to raise camping fees in response to rising costs and regional market trends, and describes how those fee revenues would be prioritized by BLM to operate the recreation sites. BLM wants public opinion on the fee increase and on how the fees would be used for managing the recreation sites. A cover letter for the BP would explain the options for providing the BLM with comments.

**9.4 Communication Strategy:** BLM would communicate with out-of-state campground users by contacting them while they are in Arizona during the winter months. KFO would notify them of our intentions by placing posters at the campgrounds and letting them know where they can obtain copies of the BP. Regional (tri-state) campground users would also be notified at the recreation sites via posters. In addition, notice would be given through tri-state media outlets.

#### **9.5 Communication Tactics:**

- July 2008: The Draft BP is completed. Copies of the plan are made available at the KFO lobby, at Wild Cow Springs Recreation Site (with campground host), and posted on the KFO webpage. Notification of the availability of the Draft BP is posted at Windy Point Recreation Site.
- September 2008: Posters are placed at Burro Creek Recreation Site notifying the public of BP availability. Letter sent to recreation user groups in the Mohave County area, advising of the availability of the BP. Concurrently, a Press Release is issued to regional media outlets of the proposed fee change and the opportunity to give input.
- April 30, 2009: Remove the Draft BP from the internet and KFO lobby, and take down the posters at recreation sites. Compile public comments and finalize the BP.
- May – September, 2009: Follow the prescribed procedure for Recreation RAC (RRAC) review and approval.
- October 1, 2009: Implement the fee changes.

# KINGMAN AMENITY FEE SITES BUSINESS PLAN

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## RECOMMENDATIONS, REVIEWS and APPROVALS

Recommended by:

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Bruce M. Asbjorn  
Leonard A. Marceau  
Outdoor Recreation Planners  
Kingman Field Office

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Date

Reviewed by:

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Jacqueline Neckels  
Assistant Field Manager - Non-Renewable Resources  
Kingman Field Office

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Date

Approved by:

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Ruben A. Sanchez  
Field Manager  
Kingman Field Office

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Date

**APPENDIX 1  
KFO EXPANDED AMENITY SITES**

Recreation Site	Site Fee	Amenities									
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee Collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada
BURRO CREEK	CURRENTLY \$10/NIGHT	YES	YES	YES	PAVED/MAINTAINED DIRT	NO	YES	YES	FLUSH	YES	YES
WILD COW SPRINGS	CURRENTLY \$5/NIGHT	YES	YES	NO	MAINTAINED DIRT	NO	YES	YES	VAULT	YES	NO (SHADE TREES)
WINDY POINT	CURRENTLY \$4/NIGHT	YES	YES	NO	MAINTAINED DIRT	NO	YES	YES	VAULT	YES	NO

**REGIONAL FEE COMPARISON OF EXPANDED AMENITY SITES**

Recreation Site	Site Fee	Amenities											Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee Collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada		
Bureau of Land Management – Havasu Field Office Lake Havasu Shoreline Sites	\$10/day plus \$10 for overnight, up to 6 people (\$2 per person thereafter) [Equates to \$30 for overnight stay]	Yes	Yes	No	Boat Only	No	Yes	Yes	Vault	Yes	Yes	<ul style="list-style-type: none"> <li>❖ BC offers drinking water and higher quality restrooms</li> <li>❖ These sites are very similar to WC and WP, but have higher operating costs due to access</li> </ul>	
Cattail Cove State Park	\$21/night for two vehicles (includes elect and water hookup + dump station use)	Yes	Yes	Yes	Paved	Yes	Yes	Yes	Flush	Yes	Yes	<ul style="list-style-type: none"> <li>❖ These sites offer many more amenities than any KFO site, including hook-ups, paved road access, personal fee collection and ranger patrol</li> </ul>	

Recreation Site	Site Fee	Amenities										Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee Collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada	
Kaibab National Forest – Kaibab Lake	\$15/night – first vehicle, \$7.50/night extra vehicle	Yes	Yes	Yes	Paved/ All-Weather	No	Yes	Yes	Vault & Compost	Yes	No	<ul style="list-style-type: none"> <li>❖ These sites offer no ramadas</li> <li>❖ BC offers ramadas, higher quality restrooms and better road access</li> <li>❖ WP and WC are similar to these sites, but offer no drinking water</li> </ul>
Kaibab National Forest – Whitehorse Lake	\$15/night – first vehicle, \$6/night extra vehicle	Yes	Yes	Yes	Maintained dirt	No	Yes	Yes	Vault & Compost	Yes	No	<ul style="list-style-type: none"> <li>❖ These sites offer no ramadas</li> <li>❖ BC offers ramadas, higher quality restrooms and better road access</li> <li>❖ WP and WC are similar to these sites, but offer no drinking water</li> </ul>
Bureau of Land Management – Yuma Field Office Squaw Lake	\$15/night for up to 5 people. \$1 per person thereafter.	Yes	Yes	Yes	Paved	No	Yes	Yes	Flush	Yes	No	<ul style="list-style-type: none"> <li>❖ These sites are very similar to BC</li> <li>❖ These sites have several more amenities than either WC or WP</li> </ul>
Bureau of Land Management – Yuma Field Office Senator Wash South Shore	\$15/night for up to 5 people. \$1 per person thereafter.	Yes	Yes	Yes	Maintained dirt	No	Yes	No	Flush	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers better road access, trash collection and ramadas</li> <li>❖ These sites are somewhat similar to WC and WP, but offer drinking water and flush toilets</li> </ul>
Bureau of Land Management – Yuma Field Office Senator Wash North Shore	\$15/night for up to 5 people. \$1 per person thereafter.	Yes	Yes	No	Maintained dirt	No	Yes	No	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers drinking water, better road access, trash collection, flush toilets and ramadas</li> <li>❖ These sites are very similar to WC and WP</li> </ul>



Recreation Site	Site Fee	Amenities										Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee Collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada	
Bureau of Land Management – Yuma Field Office Oxbow	\$15/night for up to 5 people. \$1 per person thereafter.	Yes	Yes	No	Maintained dirt	No	Yes	Yes	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers far more amenities than these sites</li> <li>❖ These sites are very similar to WC and WP</li> </ul>
Lake Havasu State Park	\$14 per vehicle per night (includes showers, fish-cleaning station)	Yes	Yes	Yes	Paved	Yes	Yes	Yes	Flush	Yes	Yes	<ul style="list-style-type: none"> <li>❖ These sites are similar to BC, but offer extra amenities such as showers, fish-cleaning stations and ranger patrol</li> <li>❖ Much higher quality sites than WC and WP</li> </ul>
Hualapai Mountain County Park	\$12/night per vehicle, up to 4 people	Yes	Yes	Yes	Paved and dirt	Yes	Yes	Yes	Vault & Flush	Yes	No	<ul style="list-style-type: none"> <li>❖ The sites located on the paved loop are very similar to BC</li> <li>❖ The sites located on the dirt loop are very similar to WC and WP</li> </ul>
Davis Camp County Park	\$12/night	Yes	Yes	Yes	Paved	Yes	Yes	Yes	Flush	Yes	Yes	<ul style="list-style-type: none"> <li>❖ These sites are very similar to BC</li> <li>❖ Not very similar to WC and WP</li> </ul>
Havasu NWR – Five-Mile Landing Concession	\$12/night	Yes	Yes	Yes	Maintained dirt	Yes	Yes	Yes	Flush	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers ramadas and better quality road access</li> <li>❖ Not very similar to WC and WP</li> </ul>

Recreation Site	Site Fee	Amenities											Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee Collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada		
Kaibab National Forest – Dogtown Lake	\$12/night – first vehicle, \$6/night extra vehicle	Yes	Yes	Yes	Maintained dirt	No	Yes	Yes	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers better restroom facilities, ramadas and higher quality access roads.</li> <li>❖ Very similar to WC and WP, except that these sites offer drinking water</li> </ul>	
Lake Mead National Recreation Area – Cottonwood Cove & Katherine’s Landing	\$10/night for 8 people, two vehicles	Yes	Yes	Yes	Paved	Yes	Yes	Yes	Flush	Yes	Yes	<ul style="list-style-type: none"> <li>❖ Somewhat similar to BC, but these sites offer better road access, personal fee collection and ranger patrol</li> <li>❖ Not very similar to WC and WP</li> </ul>	
Alamo Lake State Park	\$10-12/night for two vehicles (includes showers, fish cleaning station)	Yes	Yes	Yes	Paved	Yes	Yes	Yes	Flush	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers ramadas, but these sites offer better access roads, showers, personal fee collection and ranger patrol</li> <li>❖ Not very similar to WC or WP</li> </ul>	
Red Rocks NCA – Red Rocks Canyon	\$10/night for two vehicles	Yes	Yes	No	Gravel	No	Yes	Yes	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ Not very similar to BC</li> <li>❖ Very similar to WC and WP</li> </ul>	
Prescott National Forest – Yavapai	\$10/night	Yes	Yes	Yes	Maintained dirt	No	Yes	Yes	Composting	Yes	No	<ul style="list-style-type: none"> <li>❖ Not very similar to BC</li> <li>❖ Very similar to WC and WP except that these sites offer drinking water</li> </ul>	

Recreation Site	Site Fee	Amenities										Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee Collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada	
Prescott National Forest – Lynx Lake	\$10/night – max 10 people	Yes	Yes	Yes	Paved	No	Yes	Yes	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers better restroom facilities and ramadas, but has lesser quality access roads</li> <li>❖ Somewhat similar to WC and WP, but these sites offer drinking water and paved access roads</li> </ul>
Prescott National Forest – White Spar	\$10/night	Yes	Yes	Yes	Paved	No	Yes	Yes	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers better restroom facilities and ramadas, but has lesser quality access roads</li> <li>❖ Somewhat similar to WC and WP, but these sites offer drinking water and paved access roads</li> </ul>
Prescott National Forest – Lower Wolf Creek	\$6/night	Yes	Yes	No	Maintained dirt	No	Yes	Yes	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ Not very similar to BC</li> <li>❖ Very similar to WC and WP</li> </ul>
Prescott National Forest – Mingus Mountain	\$6/night	Yes	Yes	No	Maintained dirt	No	Yes	Yes	Vault	Yes	No	<ul style="list-style-type: none"> <li>❖ Not very similar to BC</li> <li>❖ Very similar to WC and WP</li> </ul>
Bureau of Land Management – Havasu Field Office Crossroads	\$4/night for up to 8 persons and 1 vehicle (BLM proposes to increase to \$5)	Yes	Yes	No	Paved	No	Yes	Yes	Vault	Yes	Yes	<ul style="list-style-type: none"> <li>❖ Not very similar to BC</li> <li>❖ Very similar to WC and WP, except that these sites have paved access roads</li> </ul>

### REGIONAL FEE COMPARISON OF GROUP SITES

Campground	Group Area Fee	Amenities										Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada	
BURRO CREEK GROUP SITE	Currently \$30/night	YES	YES	YES	PAVED/MAINTAINED DIRT	NO	YES	YES	FLUSH	YES	YES	
WILD COW SPRINGS GROUP SITE	Currently \$15/night	YES	YES	NO	MAINTAINED DIRT	NO	YES	YES	VAULT	YES	NO	
Hualapai Mountain County Park – Recreation site #1  Recreation sites #2&3	\$175-225 plus \$12 per tent, up to 100 people \$125-175, plus \$12 per tent, up to 50 people	Yes	Yes	Yes	Paved	Yes	Yes	Yes	Flush and Vault	Yes	Yes	❖ Mohave County has a policy of not subsidizing public use of their facilities, and thus charges higher use fees to recoup their costs.
Lake Mead National Recreation Area – Boulder Basin	\$30/night for up to 30 people	Yes	Yes	Yes	Paved	Yes	Yes	Yes	Flush	Yes	Yes	❖ Very similar to BC in size and amenities, although NPS provides agency fee collection and ranger presence.



Campground	Group Area Fee	Amenities										Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada	
Alamo Lake State Park	\$25/night plus \$10 per vehicle	Yes	Yes	No	Paved/Maintained dirt	Yes	Yes	Yes	Vault	Yes	Yes	❖ Very similar to BC in size and amenities, although ASP provides agency fee collection and ranger presence.
Red Rocks NCA – Red Rock Canyon	\$25/night – up to 20 people and 8 vehicles	Yes	Yes	Yes	Gravel	No	Yes	Yes	Vault	Yes	No	❖ BC offers more amenities and is a similar size site.
Prescott National Forest – Upper Wolf Creek	\$25/night for each 25 people Capacity of 30 vehicles	Yes	Yes	No	Paved and Maintained dirt	No	Yes	No	Vault	Yes	No	❖ BC offers far more amenities and is a similar size site.
Prescott National Forest – Granite Basin	\$25/night for each 25 people Capacity of 30 vehicles	Yes	Yes	No	Paved	No	Yes	Yes	Vault	Yes	No	❖ BC offers more amenities and is a similar size site. ❖ This site offers better road access ❖ Although no shade shelters provided here, is in a wooded area.
Kaibab National Forest – Dogtown Lake	\$150 - up to 80 people Capacity of 20 vehicles	Yes	Yes	Yes	Maintained dirt	No	Yes	Yes	Vault	Yes	Yes	❖ BC offers better road access, better restroom facilities. ❖ This is a slightly larger group site than BC
Kaibab National Forest – Kaibab Lake	\$130 - up to 63 people Capacity of 14 vehicles	Yes	Yes	Yes	Paved	No	Yes	Yes	Vault & Compost	Yes	Yes	❖ BC offers better restroom facilities ❖ Road access to this group site is better than BC ❖ This group site is similar in size to BC

Campground	Group Area Fee	Amenities										Key Points to Consider
		Tent/Trailer Spaces	Picnic Tables	Drinking Water	Access roads	Personal Fee collection	Visitor Protection	Refuse Containers	Toilet Facilities	Campfire Ring	Shade Ramada	
Kaibab National Forest – Whitehorse Lake	\$125 - up to 60 people  Capacity of 14 vehicles	Yes	Yes	Yes	Maintained dirt	No	Yes	Yes	Vault & Compost	Yes	No	<ul style="list-style-type: none"> <li>❖ BC offers better road access, better restroom facilities.</li> <li>❖ Although no shade shelters provided here, is in a wooded area.</li> <li>❖ This group site is similar in size to BC</li> </ul>

### REGIONAL FEE COMPARISON OF RECREATIONAL VEHICLE DUMP STATIONS

Campground	Dump Station Fee
Davis Camp County Park	Free to campground users/\$15 for others
Alamo Lake State Park	Free to campground users/\$5 for others
Lake Havasu State Park	Free to campground users/\$9 for others
Cattail Cove State Park	Free to campground users/\$9 for others
Lake Mead National Recreation Area – Katherine’s Landing	Free to campground users only
Havasu NWR – Five-Mile Landing	Free to campground users/\$5 for others
Bureau of Land Management – Yuma Recreation Sites	Free to campground users and day users
Kaibab National Forest – Dogtown Lake	\$7 for campers/\$12 for non-campers
Kaibab National Forest – Kaibab Lake	\$7 for campers/\$12 for non-campers
Kaibab National Forest – Whitehorse Lake	\$7 for campers/\$12 for non-campers

