

Southwest Resource Advisory Council
MEETING MINUTES
Friday, March 18, 2016
Montrose, Colorado

Southwest Resource Advisory Council Members

Laurie Brandt, Eric Sanford, Renzo DelPiccollo, Dale Irby, James Dietrich, Roger Cesario, John Reams, Ernie Williams, Tif Rodriguez, Bill Gleason, Jimbo Buickerood,

Staff

Marietta Eaton, Barb Sharrow, Connie Clementson, Elijah Waters, Shannon Borders, Sara Dawson, Thomas Finger, Jack Placchi

The meeting was called to order by chairperson John Reams at 9:30 a.m. A quorum for the meeting was determined, and introductions commenced. A motion was made to approve the May 2015 minutes by Ernie Williams and seconded by Mark Roeber. Motion passed.

RAC Orientation

Barbara Sharrow reviewed the RAC roles and responsibilities for the benefit of the new members. See attached documents.

Recreation Resource Council Training

Jack Placchi presented this training. See attached document.

Oh Be Joyful Fee Proposal Presentation

Stuart Schneider reviewed the attached business plan for the Oh Be Joyful campground fee proposal.

Ernie Williams asked whether the cost comparison reflected information from private campgrounds. Stuart said the cost comparison reflects information from all campgrounds in this specific geographic area. He also mentioned the federal campgrounds don't have the same amenities as private campgrounds. Ernie said it should be affordable, because it is subsidized by tax dollars. Roger Cesario said this is a good proposal, because Crested Butte is experiencing growing pains and people are having hard time finding housing. Jimbo Buickerood asked for reassurance that the investment during the first stage will consider fisheries, forestry, plants and hydro when placing the campsites. The BLM is looking at 61 sites, and the Environmental Assessment (EA) will look at this long term and will consider all resources in the area. Elijah Waters explained this spring picnic tables and fire rings will be installed. Laurie Brandt asked about the radius of the EA. Stuart said about a 100 acres will be analyzed. Ernie asked what happens when the campground is full. When the campground is full, then campers will need to find another place to camp. There are dispersed camping options in the area. Dale Irby moved to affirm the plan as presented. Renzo DelPiccollo seconded the motion. Motion carried. Resolution 2016-01 is attached.

Public Comments

John Whitney representing Sen. Bennet said he was busy working to ensure the Payments in Lieu of Taxes was fully funded. He said he'd also heard questions and concerns about the recent announcement that the Tres Rios Field Office was moving forward with the Areas of Critical Environmental Concern analysis, and asked for comment period to be extended for 30 days. Sen. Bennet is also working with Rep. Gardner and Tipton to develop a Good Samaritan bill to help with abandoned mine cleanup activities.

Besty Bair representing Rep. Gardner provided additional insight into the good working relationship that was coming from the Good Samaritan bill.

Great Old Broads provided the attached comments.

Upcoming Fee Proposals

Marietta Eaton reviewed the attached information about the business plan that she and her staff are developing to consider increased fees at the Anasazi Heritage Center.

Ed Franz provided information about a potential fee proposal within the Uncompahgre Field Office along the San Miguel River and Gunnison River within the Gunnison Gorge National Conservation Area (GGNCA). This includes four campgrounds along the San Miguel River and the Cottonwood Campground within the GGNCA. John Reams said that the upper San Miguel gets used a lot, and the locals really like the lower San Miguel camping areas. He suggested charging fees at the upper locations and asking for donations at the lower locations. Ernie Williams asked if there's a search and rescue fee associated with the business plan. Edd said it's not a part of the fee.

Oil and Gas Sub-group Update

Ernie Williams indicated the Oil and Gas Sub-group asked LaPlata and Montezuma counties to provide members to form the working group. Five meetings were held. Public comments were collected at the meetings and via email. The RAC sub-group members will present recommendations at the June meeting, and Ernie encouraged the group to read the comments and review the maps [online](#).

Upcoming Meetings and Field Trips

- April 25-27 (Statewide Meeting): Glenwood Springs, CO
- June 9: Field trip looking at potential ACEC's in the Tres Rios Field Office
- June 10: Mancos, CO
- August 19, Gunnison, CO

Suggested Agenda Topics

- Master Leasing Plan
- Areas of Critical Environmental Concern
- Anasazi Heritage Center fee proposal

Adjournment

Ernie Williams moved adjourn the meeting. Tif Rodriguez seconded the motion. Motion carried.

Member Responsibilities



The Bureau of Land Management (BLM) administers more land - over 245 million acres - than any other Federal agency. This land, known as the National System of Public Lands, is primarily located in 12 Western states, including Alaska. The BLM administers 700 million acres of sub-surface mineral estate throughout the Nation. The BLM's multiple-use mission is to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

In order to accomplish this mission, the BLM maintains 43 chartered advisory committees located in the western States. These include 29 statewide and regional Resource Advisory Councils; 6 advisory committees affiliated with specific sites in the BLM's National Landscape Conservation System; 5 committees focused on county payments in Oregon; and 3 others including the Wild Horse and Burro Advisory Board, the Pinedale Anticline Working Group, and the North Slope Science Initiative Science Technical Advisory Panel. The Federal Land Policy and Management Act (FLPMA) generally requires the establishment of BLM advisory committees, and various other statutes require the establishment of advisory committees affiliated with specific geographic areas (for example, certain NLCS sites).

These citizen-based committees provide an opportunity for individuals from all backgrounds and interests to have a voice in the management of the public lands. Recommendations address BLM's myriad public land issues, and members serve for 1- 3-year terms. Approximately one-third of the members are subject to appointment or reappointed each year (each term varies by state).

These citizen advisory groups provide representative counsel and advice to the Designated Federal Official (DFO) with respect to the land use planning, classification, retention, management, and disposal of the public lands within the area for which the advisory committee is established. To be eligible for appointment to an advisory committee, a person must be qualified through education, training, knowledge, or experience.

An advisory committee's membership is balanced with respect to interest areas. Membership of advisory committees is defined in the charter.

Advisory committee members serve without salary, but are reimbursed for travel and per diem expenses at current rates for government employees. Members may also serve on/represent the advisory committee on subcommittees to study and develop recommendations on selected issues for consideration by the full advisory committee.

The advisory committee will meet approximately two to four times annually or as needed to accomplish committee business. All advisory committee meetings are open

to the public. In addition to the requirements contained in the advisory committee charter, and the appropriate Federal laws and regulations, advisory committee members are generally expected to do the following:

- Attend meetings and field trips that have been scheduled in advance and participate in public discussion of issues during the meeting.
- Provide advice to the DFO on an informal basis regarding issues that arise between formal meetings.
- Maintain up-to-date knowledge of issues affecting the geographic area.
- Provide BLM officials with opinions and advice that represent the advisory committee member's point-of-view, the member's experience and knowledge about the issue, and his or her reflection on data presented to the advisory committee by the public, BLM staff, or other sources.
- Provide feedback from the advisory committee meetings and interaction with the BLM staff and manager to their constituents. Provide the BLM with input from their respective constituent group.
- Advise the DFO when business scheduled to come before the advisory committee could be a potential conflict of interest for the member.

The BLM's advisory committees have been successful in bringing diverse and often competing interests to the table to deal with issues of mutual concern. This inclusive approach has shown great promise as a means to successfully deal with long-standing problems of public land management. The advisory committees have demonstrated that consensus-driven recommendations often enjoy a high level of public support and can lead to sustainable outcomes that benefit natural resources.

STUDIES, COOPERATIVE AGREEMENTS, AND CONTRIBUTIONS

Sec. 307. [43 U.S.C. 1737] (a) The Secretary may conduct investigations, studies, and experiments, on his own initiative or in cooperation with others, involving the management, protection, development, acquisition, and conveying of the public lands.

(b) Subject to the provisions of applicable law, the Secretary may enter into contracts and cooperative agreements involving the management, protection, development, and sale of public lands.

(c) The Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposes. He may accept contributions for cadastral surveying performed on federally controlled or intermingled lands. Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost.

(d) The Secretary may recruit, without regard to the civil service classification laws, rules, or regulations, the services of individuals contributed without compensation as volunteers for aiding in or facilitating the activities administered by the Secretary through the Bureau of Land Management.

(e) In accepting such services of individuals as volunteers, the Secretary —

(1) shall not permit the use of volunteers in hazardous duty or law enforcement work, or in policymaking processes or to displace any employee; and

(2) may provide for services or costs incidental to the utilization of volunteers, including

transportation, supplies, lodging, subsistence, recruiting, training, and supervision.

(f) Volunteers shall not be deemed employees of the United States except for the purposes of — [P.L. 98-540, 1984]

(1) the tort claims provisions of title 28;

(2) subchapter 1 of chapter 81 of title 5; and

(3) claims relating to damage to, or loss of, personal property of a volunteer incident to volunteer service, in which case the provisions of 31 U.S.C. 3721 shall apply. [P.L. 101-286, 1990]

(g) Effective with fiscal years beginning after September 30, 1984, there are authorized to be appropriated such sums as may be necessary to carry out the provisions of subsection (d), but not more than \$250,000 may be appropriated for any one fiscal year. [P.L. 98-540, 1984]

CONTRACTS FOR SURVEYS AND RESOURCE PROTECTION

Sec. 308. [43 U.S.C. 1738] (a) The Secretary is authorized to enter into contracts for the use of aircraft, and for supplies and services, prior to the passage of an appropriation therefor, for airborne cadastral survey and resource protection operations of the Bureau. He may renew such contracts annually, not more than twice, without additional competition. Such contracts shall obligate funds for the fiscal years in which the costs are incurred.

(b) Each such contract shall provide that the obligation of the United States for the ensuing fiscal years is contingent upon the passage of an applicable appropriation, and that no payment shall be made under the contract for the ensuing fiscal years until such appropriation becomes available for expenditure.

ADVISORY COUNCILS AND PUBLIC PARTICIPATION

Sec. 309. [43 U.S.C. 1739] (a) The Secretary shall [P.L. 95-514, 1978] establish advisory councils of not less than ten and not more than fifteen members appointed by him from among persons who are representative of the various major citizens' interests concerning the problems relating to land use

planning or the management of the public lands located within the area for which an advisory council is established. At least one member of each council shall be an elected official of general purpose government serving the people of such area. To the extent practicable there shall be no overlap or duplication of such councils.

Appointments shall be made in accordance with rules prescribed by the Secretary. The establishment and operation of an advisory council established under this section shall conform to the requirements of the Federal Advisory Committee Act (86 Stat. 770; 5 U. S.C. App. 1).

(b) Notwithstanding the provisions of subsection (a) of this section, each advisory council established by the Secretary under this section shall meet at least once a year with such meetings being called by the Secretary.

(c) Members of advisory councils shall serve without pay, except travel and per diem will be paid each member for meetings called by the Secretary.

(d) An advisory council may furnish advice to the Secretary with respect to the land use planning, classification, retention, management, and disposal of the public lands within the area for which the advisory council is established and such other matters as may be referred to it by the Secretary.

(e) In exercising his authorities under this Act, the Secretary, by regulation, shall establish procedures, including public hearings where appropriate, to give the Federal, State, and local governments and the public adequate notice and an opportunity to comment upon the formulation of standards and criteria for, and to participate in, the preparation and execution of plans and programs for, and the management of, the public lands.

RULES AND REGULATIONS

Sec. 310. [43 U.S.C. 1740] The Secretary, with respect to the public lands, shall promulgate rules and regulations to carry out the purposes of this Act and of other laws applicable to the public lands, and the Secretary of Agriculture, with respect to lands within the National Forest System, shall promulgate rules and regulations to carry out the purposes

of this Act. The promulgation of such rules and regulations shall be governed by the provisions of chapter 5 of title 5 of the United States Code, without regard to section 553 (a) (2). Prior to the promulgation of such rules and regulations, such lands shall be administered under existing rules and regulations concerning such lands to the extent practical.

PUBLIC LANDS PROGRAM REPORT

Sec. 311. [43 U.S.C. 1741] (a) For the purpose of providing information that will aid Congress in carrying out its oversight responsibilities for public lands programs and for other purposes, the Secretary shall prepare a report in accordance with subsections (b) and (c) and submit it to the Congress no later than one hundred and twenty days after the end of each fiscal year beginning with the report for fiscal year 1979.

(b) A list of programs and specific information to be included in the report as well as the format of the report shall be developed by the Secretary after consulting with the *Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate* [P.L. 103-437, 1994] and shall be provided to the committees prior to the end of the second quarter of each fiscal year.

(c) The report shall include, but not be limited to, program identification information, program evaluation information, and program budgetary information for the preceding current and succeeding fiscal years.

SEARCH AND RESCUE

Sec. 312. [43 U.S.C. 1742] Where in his judgment sufficient search, rescue, and protection forces are not otherwise available, the Secretary is authorized in cases of emergency to incur such expenses as may be necessary (a) in searching for and rescuing, or in cooperating in the search for and rescue of, persons lost on the public lands, (b) in protecting or rescuing, or in cooperating in the protection and rescue of, persons or animals endangered by an act of God, and (c) in transporting deceased persons

Resource Advisory Council Members

Position Narrative

The Federal Land Management Policy Act (FLPMA) provides BLM with the statutory authority to establish multiple use, citizen advisory boards. Section 309 of the law directs the Secretary of the Interior to select ten to fifteen member citizen-based advisory councils, the members of which represent various categories of interest within the geographic area covered by the individual RAC. The current Resource Advisory Councils were established as part of BLM's final 1995 grazing regulations.

Members are appointed by the Secretary of the Interior to serve an initial term and may be re-appointed to serve a 3 year term on the established staggered-term basis. As near as possible, one-third of the Council members are subject to appointment or reappointed each year. Each term varies by state. Please reference your specific charter for more detailed information.

Council members serve without salary, but are reimbursed for travel and per diem expenses at current rates for Government employees. Members also may serve on/represent the RAC on subcommittees to study and develop recommendations on selected issues for consideration by the full Council. The membership of any committee will be balanced in terms of points of view represented and functions to be performed.

The Council provides representative counsel and advice to the Designated Federal Officer regarding: (a) management of the public land resources within the geographic area covered by the RAC, (b) implementation of resource plans, (c) resolution of land use conflicts, and (d) assurance of public input into land use and management plan decisions. To be eligible for appointment to the Council, a person must be qualified through education, training, knowledge, or experience.

The Councils' membership is balanced with respect to geographic consideration: members' interest, points of view and place of residence; composition of the population of the area being served; Council functions to be performed; and the major issues and problems relating to planning and management of the public lands within the area and the various major citizens' interests concerning these issues and problems.

The Council meets two to four times annually or as needed to accomplish RAC business. Through coordination with Council members, the Designated Federal Officer schedules meetings to gather and analyze information, make field examinations, hear public comment and testimony, ascertain facts and in an advisory capacity only, develop recommendations to the Designated Federal Officer concerning the use, classification, retention, or disposal of the public lands, or any other aspect of public land planning and management in the public interest.

Council members, in addition to requirements contained in the charter and the appropriate Federal laws and regulations, are generally expected to do the following:

- Attend meetings and field trips that have been scheduled in advance and participate in public discussion of issues during the meeting.
- Provide advice to the Designated Federal Officer on an informal basis, regarding issues that arise between formal meetings.
- Maintain up-to-date knowledge of issues affecting the geographic area.
- Provide BLM officials with opinions and advice that represents the point-of-view of the category represented by the Council member, the member's experience and knowledge about the issue, and his/her reflection on data presented to the Council by the public, BLM staff, or other sources.
- Provide feedback from the Council meetings and interaction with the BLM staff and managers to specific interest groups. Most Council members represent a particular group or point of view and are the perfect bridge to help the groups understand BLM positions. Private or public groups need to know the BLM rationale for decisions or action. By the same token BLM cannot attend all meetings of the public land user groups and utilize Council members as a conduit for two-way communications.
- Attend committee meetings as requested by the Council Chairman.

Q&As for New RAC Members

What is a Resource Advisory Council?

The Department of the Interior (DOI) established the Resource Advisory Councils (RACs) in 1995 as a forum for local citizens to provide advice and recommendations to DOI on management of the public lands. Each RAC is comprised of local residents who represent a variety of backgrounds but who share an interest in the public lands. Each Council must include representatives of three broad categories:

- commercial/commodity interests
- environmental/historical groups (including wild horse and burro and dispersed recreation)
- state and local government, Indian tribes, and the public at large.

Council members vote on recommendations related to public land management and provide them to the designated Federal official (DFO) who serves as liaison to the RAC. The DFO is usually a BLM line manager, such as the State Director, District Manager or Field Office Manager. Each RAC has a charter that outlines council membership, definition of a quorum, operating procedures, and procedures for sending recommendations forward to BLM. The RACs have demonstrated that consensus-driven recommendations often lead to sustainable outcomes that benefit natural resources and often enjoy a high level of public support. See CFR1784.6-1c for additional information.

When and where do the RACs meet?

Each RAC meets two-four times annually or as needed to accomplish RAC business and the RAC and DFO decide on the meeting location. RAC meetings may be held in government offices or rented meeting rooms and can last from less than one business day (8 hours) up to two days or as needed to accomplish RAC business, which may include a field trip to learn more about resource issues. The BLM reimburses RAC members for their allowable travel expenses.

What are my duties as a RAC member?

Each RAC member assists in the development of recommendations on public land and resource management. These recommendations, local in scope, address a variety of public land issues and might include, for example, fire management, off-highway vehicle use, land use planning, oil and gas exploration, grazing issues, and pending legislation.

What subjects does the Council discuss?

The RAC members, RAC chair, and DFO determine which issues the RAC will address. Before each meeting, the BLM publishes notice of the RAC meeting in the Federal Register and distributes it to local news media. The notice includes the time, date, location, and agenda items. Any organization, association or individual may file a statement or appear before the RAC or RAC subgroup regarding topics on the meeting agenda. Topics for RAC meetings may be identified for the upcoming year or before each meeting. RAC recommendations address all public land issues, including, for example, land use planning, recreation, noxious weeds, and wild horse and burro herd management areas.

How can I prepare for a RAC meeting?

The BLM will send you the agenda before each RAC meeting, along with background information. You may contact the DFO with any questions you have about these issues before the RAC meeting.

Does each RAC have a chair?

The Federal Advisory Committee Act (FACA), which provides the legal authority for the RACs, stipulates that each RAC should elect officers from among its members. Usually at their first meeting, Councils elect a chair and vice chair to serve for the year. **(See state/local tab for chair and members)**

How are meetings conducted?

The RAC meets at the call of the DFO. Council business meetings are conducted using standard meeting rules, such as Robert's Rules of Order. A quorum must be present to vote. Your RAC charter includes rules defining a quorum.

What happens to RAC recommendations?

The DFO reviews all recommendations provided by the RAC. If the Secretary asks a RAC to examine a particular issue, the DFO reviews the recommendations and sends them (through the BLM Director) to the Secretary.

Are RAC meetings open to the media and general public?

Yes. RAC meetings are open to the media and general public.

How long will I serve on the RAC?

Members may serve one-, two- or three-year terms on a RAC. Your term expiration date is indicated in your letter appointing you to the RAC.

Can I be reappointed to the RAC or am I limited to one term?

The Secretary of the Interior may choose to appoint RAC members to additional terms.

Will the BLM pay me to serve on a RAC?

RAC members serve without salary. However, you may claim allowable expenses for travel, meals, and accommodations. When you participate in field trips, the BLM will cover allowable costs associated with the trip.

How can I claim expenses?

Your local BLM office will help you claim reimbursement for your RAC travel expenses. Amounts will vary by location. With regard to travel and related expenses, reimbursement must be by electronic funds transfer. RAC members are responsible for any employer's expense reporting or repayment. **(See state/local tab)**

How can I get a copy of the RAC charter?

All new members are given a copy of the Council's charter when they are appointed by the Secretary. When charters are revised, the DFO will provide all members with a copy of the new charter. **(See state/local tab)**

How do I get administrative support for the RAC?

Administrative support and organization is provided by the RAC Coordinator in the office of the DFO. In addition, there is a national RAC Coordinator at the BLM National Training Center who works with the DFOs, RAC Coordinators, and BLM Director. The BLM national RAC website can be found at www.blm.gov/rac/ where there are links to state and local RAC websites. The RAC charters and minutes are also available at each RAC website.

Colorado Recreation Resource Advisory Committee



PRESENTATION TO
BLM COLORADO RESOURCE ADVISORY COUNCILS

Recreation Enhancement Act (REA)



- **Enacted in 2004**
- **10-year authority**
- **Extended through September 30, 2017**
- **Secretary creates advisory committees**
- **Advisory committees review fees**

Colorado Recreation RAC (RRAC)



- **Purpose to provide fee recommendations**
- **Citizens advisory committee**
- **Federal Advisory Committee Act (FACA)**
- **11 members from legislated interest groups**

Recreation RAC Does...



Make recommendations on:

- **Standard Amenity Fees**
- **Expanded Amenity Fees**
- **Special Recreation Permit Fees (Individual permits for special areas)**

Standard Amenity Fee



- National Conservation Area;
 - Visitor or interpretive center with services; or
 - An area with:
 - Significant opportunities for outdoor recreation;
 - Substantial federal investments;
 - Efficient fee collection opportunities; and
- | | |
|-------------------|---------------------------|
| Developed parking | Permanent toilet facility |
| Trash collection | Interpretive signs |
| Picnic tables | Security services |

Expanded Amenity Fee

Any 1 of:

- Built up boat launches
- Cabins, shelters, boats, stock animals, historic structures...
- RV Hookups
- Sanitary dump stations
- Robust interpretive sites
- Reservation services
- Transportation services
- Staffed first-aid services

- Developed campgrounds with at least 5 of:

Tent or trailer spaces—Picnic tables—Access roads—BLM fee collection—Visitor protection—Drinking water—Refuse containers—Toilet facilities—Campfire containment

- Developed swimming sites with at least 4 of:

Bathhouses—Trash bins—Lifeguards—Picnic Tables—Swimming area—Paved parking—Swimming deck

Special Recreation Permit Fees



- **Permits issued for non-commercial, individual or group use of special areas**

Recreation RAC Does Not...



Make recommendations on:

- **Concession sites**
- **Commercial permits (outfitting)**
- **Special recreation permits for organized group activities (Burning Man) and events (races).**

Colorado Fee Review Status



- 4(d)(1)(D) **USE OF OTHER ENTITIES.**--In lieu of establishing a Recreation Resource Advisory Committee under subparagraph (A), the Secretary may use a Resource Advisory Committee established pursuant to another provision of law and in accordance with that law or a recreation fee advisory board otherwise established by the Secretary to perform the duties specified in paragraph (2)

BLM RAC Personnel



BLM Designated Federal Official

- District Manager

BLM RAC Coordinator

- Public Affairs Officer

State Office coordination

- State Director (Social & Cultural Resources)

Field Office proponent

- Field Manager (Recreation lead)

RAC Fee Review Process



- 1. Field Office develops proposal**
- 2. Field Office seeks public input**
- 3. Field Office presents to State Director**
- 4. Washington reviews**
- 5. BLM forwards to RAC**
- 6. RAC Coordinator Posts Notice in FRN and Local Paper at least one week prior to meeting**
- 7. RAC reviews and recommends**
- 8. BLM implements, modifies, or withdraws**

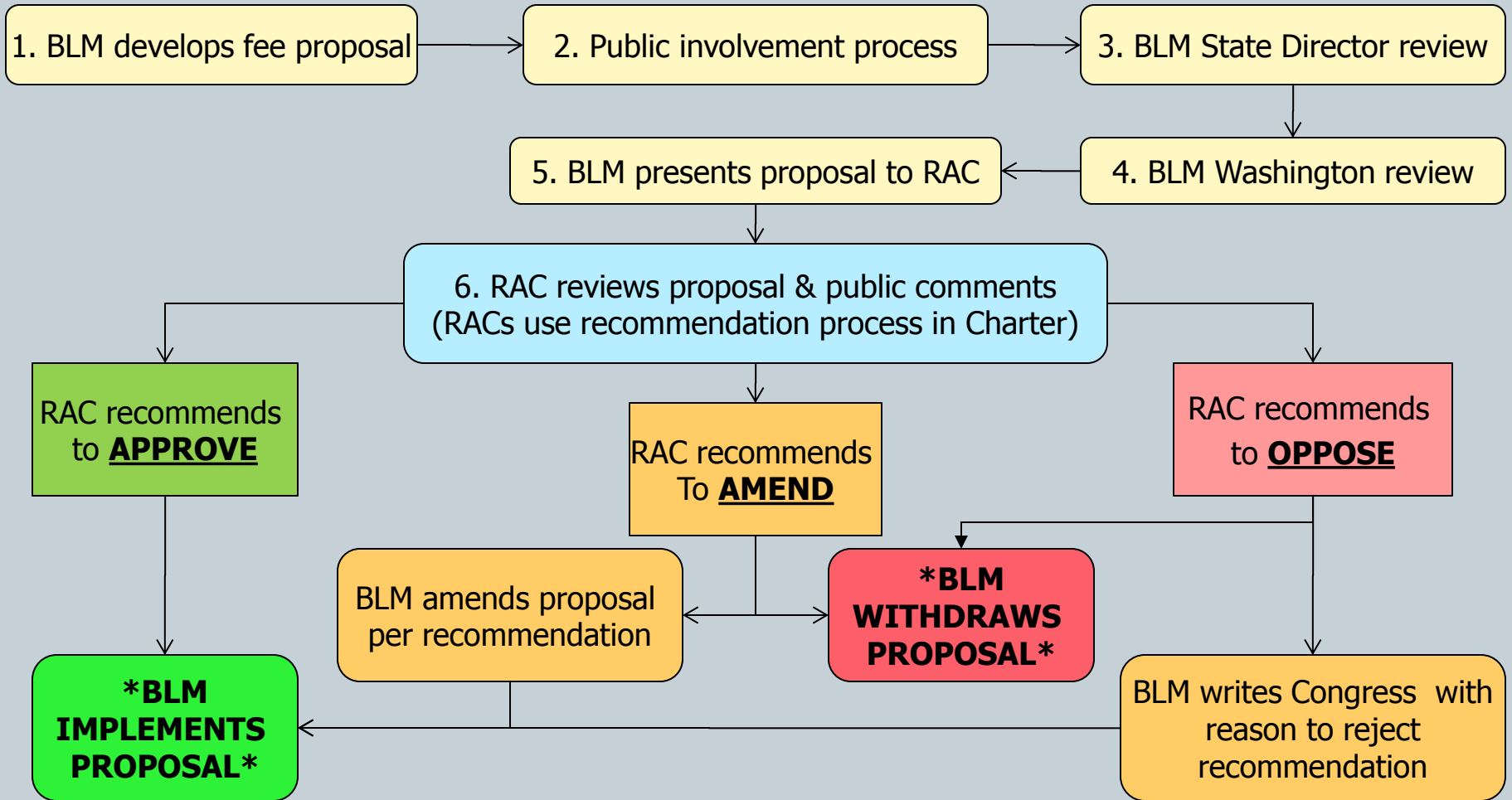
Outcomes of RAC Recommendation



If the RAC recommends:

- **Affirmation**, proposal can be implemented
- **Modifications** our State Director agrees to, proposal can be implemented (or withdrawn)
- **No affirmation**, our State Director must decide whether to withdraw or pursue proposal
 - If State Director wishes to pursue the proposal, BLM will issue REA-required written notification to Congress for rejecting recommendation (*very rare*)

RAC Review Process



BLM Fee Proponents



The BLM proponents will:

- **Comply with REA and agency rules**
- **Develop fee proposals**
- **Ensure public involvement**
- **Coordinate review**
- **Assist with public notification requirements**
- **Provide briefing on fee proposals to RAC**
- **If a new fee is approved, need to post in the FR and have a waiting period for at least 180 days**
- **Existing fee change, no Federal Register Notice is required**

Fee Review Documents



RACs will use RRAC forms:

- **New Fee or Fee Change Proposal**
- **Summary of Public Involvement**
- **Fee Revenue Expenditure**
- **Non-Fee Revenue Expenditure**

BLM fee proposals will include Business Plan

Business Plan



- **Background**
- **Project description**
- **Business rationale and justification**
- **Compliance with REA**
- **Financial analysis**
- **Market assessment of similar sites in region**
- **Social & economic impacts to users & community**
- **No action alternative**
- **Documentation of public participation**

RAC Review & Recommendation



The RAC will:

- **Schedule meetings**
- **Include fee proposals in the agenda**
- **Provide public notice of meetings**
- **Hear presentations from BLM fee proponents**
- **Hear public comments**
- **Approve a motion for a recommendation**
- **Provide any needed reports to comply with REA**
- **Provide public education about the RAC**

RAC Review?



- **Does the proposed fee comply with REA?**
- **Is there adequate public support for the fee?**
- **Will the proposed fee benefit visitors?**
- **Will the proposed fee benefit communities?**
- **Is the proposed fee reasonable?**
- **Does the RAC recommend to affirm, modify, or not affirm the proposal?**

Recent Fee Proposals



Field Office RAC	Fee Site Name	Fee Type	Existing or New Fee:	Fee Level & Proposed Increase
RECENTLY APPROVED				
Grand Junction NW RAC	North Fruita Desert Campground	Expanded	New	\$7 – \$10 per campsite
Royal Gorge FR RAC	Sand Gulch Campground	Expanded	Existing	\$4 per site to \$10, Group Sites from \$8 to \$20
Royal Gorge FR RAC	The Bank Campground	Expanded	Existing	\$4 per site to \$11, Group Sites from \$8 to \$20
San Luis Valley FR RAC	Zapata Falls Campground	Expanded	New	\$11 per campsite, Group Sites \$20
San Luis Valley FR RAC	Penitente Campground	Expanded	Existing	\$5 per site to \$10, Group Sites from \$15 to \$20
PENDING				
Gunnison SW RAC	Oh Be Joyful Campground	Expanded	New	\$10 per campsite, \$5 per overflow site, \$30 per group site (If and when potable drinking water is provided, all site fees would increase by \$5 per night)

Minimally, BLM Must Ensure...



- 80% percent of revenue is spent on site
- Revenues and expenses are accounted for
- Public notice and involvement occurs
- Reporting requirements are met

Fee Must...



- Be balanced with visitor benefits and services
- Be comparable to fees charged nearby
- Not layer recreation fees (nickel & dime)
- Be used for at least 1 of:
 - Repair, maintenance & facility enhancement for visitor enjoyment, access, health and safety
 - Interpretation, information, service, needs assessments
 - Habitat restoration for wildlife-dependent recreation (hunting, fishing, observation or photography)
 - Law enforcement related to public use and recreation
 - Direct operating or capital costs for the fee program

Fee Must Not Be For...



- General access to the area
- General entrance
- Dispersed areas with little BLM investment
- Driving, walking, boating, horseback riding or hiking through federal lands and waters without using the facilities and services
- Use of overlooks or scenic pullouts
- Travel over any road commonly used as a means of travel between two places

Fee Must Not Be For...



- Access to private property
- Hunting or fishing
- Conduct of official business
- Special attention or services for the disabled
- Any person under 16 years old
- Outings for noncommercial educational purposes by schools

Fee Must Not Be For...



- Any non-recreational activity permitted under any other Act, including valid grazing permits
- Biological monitoring on federal lands and waters under the Endangered Species Act
- Employee bonuses

For more information



http://www.blm.gov/publish/wo/en/prog/Recreation/recreation_national/recreation_fees_/recreation_racs/recreation_rac_org.html

Jack Placchi, REA Coordinator, 303-239-3832,
jplacchi@blm.gov

Oh Be Joyful Campground Federal Lands Recreation Enhancement Act Site Business Plan



**USDI Bureau of Land Management
Gunnison Field Office**

February 2016

I. Fee Site Project and Area Description



Oh Be Joyful Campground

The purpose of this Business Plan is to propose a user fee for campers at the Oh Be Joyful Campground (OBJ) near Crested Butte, Colorado. The BLM would like to charge an expanded amenity fee for camping at this popular campground. For decades camping has occurred here in a mostly unregulated manner. Although it was considered “dispersed” camping, in fact it was concentrated use occurring in a small area along the Slate River with many impacts to resources. Over the years, roads became more impacted, river banks eroded, tree roots were exposed from concentrated tent use as well as a proliferation of rock fire rings and impacts to vegetation and soils have occurred. The BLM responded by adding picnic tables, fire grates, signs and a vault toilet.

The Federal Lands Recreation Enhancement Act (FLREA) requires a Business Plan to ensure “recreation fee revenues are part of a well-researched operating plan that has been vetted through a public process.” Additionally, 85% of the revenue collected must be used for recreational related facilities, services and programs related directly to visitor enjoyment, access, health and safety including repair, maintenance and enhancement of recreation projects; visitor information/services and signs; habitat restoration (recreation-dependent); law enforcement; and direct operating costs associated with collecting the fee.

Under 16 USC §6802 (g) (2) (A), FLERA states that in order to charge a fee to the public for the use of a developed campground at least a majority of the following must be provided:

- (i) Tent or trailer space
- (ii) Picnic tables
- (iii) Drinking water
- (iv) Access Roads
- (v) The collection of a fee by an employee or agent of the Federal land management agency
- (vi) Reasonable visitor protection
- (vii) Refuse containers
- (viii) Toilet facilities
- (ix) Simple devices for containing a campfire.

Designated sites at OBJ currently provide for six of these nine items. Overflow sites currently provide for five of these items.

Concerning Recreation Management, the 1993 Resource Management Plan states under Alternative E (the Preferred Alternative) that, “The remainder of the Planning Area would be managed for extensive recreation use within the Gunnison Extensive Recreation Management Area (ERMA). Small scale overnight facilities would be considered for a tract on the Slate River (*i.e. referring to OBJ*).” The ERMA consists of all public lands not located within any of the three Special Recreation Management Areas. It

further mentions that, “Facilities and resources in the ERMA that receive more use than others and have good potential include...Slate River Recreation Site (popular with campers and fishers (sic) anglers).”

Under the Preferred Alternative regarding recreation impacts on Fishery Resources (Aquatic Habitat), it further states, “The construction of recreation facilities and subsequent use in or adjacent to, fishery streams would cause the deterioration of habitat quality through vegetation removal and sedimentation. The areas affected by such development would be less than 50 acres.”

Finally within Management Unit E-16 (37,616 acres) in regards to Recreation Management it states, “The Slate River area would be considered for the development of a campground.”

The **Oh Be Joyful Campground** is situated along the Slate River, approximately five miles northwest of the town of Crested Butte, Colorado – accessed from Gunnison County Road 734. The site is administered by the Gunnison Field Office (GFO) within the Southwest District of the Bureau of Land Management (BLM). It is located in the 3rd Congressional District of Colorado.

Description of the Recreation Area

Along the Slate River valley, the BLM manages 620 acres of land. Near the confluence of Oh-be-joyful Creek and the Slate River is a 100 acre zone that contains a campground called Oh Be Joyful (OBJ). A dirt access road heads downhill (southeast) from County Road 734 into the site. The campground has fourteen developed sites (with picnic tables and fire grates) and about 68 overflow/informal camping sites: places where visitors may park and/or pitch a tent, and build a fire in a rock fire ring. The campground currently has an access road, parking, vault restroom, and information/bulletin board. Currently, the Field Office provides two additional portable toilets due to the large volume of people using the site. OBJ Campground is located on the Slate River and the camping area is divided by the river. People can access the west side of the campground via a low water crossing during lower flows. The west side of the campground is inaccessible when the river has higher flows, which is usually during spring runoff.

Natural Resources, Features &/or Attractions

The Slate River flows southeast from the Ruby Range (West Elk Mountains), a series of 12,000+ foot peaks that run north and south. This river runs through the campground, which is located in a spruce-fir-lodgepole pine forest. Just south of the campground Oh-be-joyful Creek runs about six miles east through the Raggeds Wilderness, continues through BLM lands and then joins the Slate River just east of BLM property.



Slate River

Use at OBJ has steadily increased and it has become a sought-after destination for overnight campers. OBJ also sees substantial winter use in the form of xc-skiers and Alpine Touring (AT) skiers. In spring the waters of Oh be-joyful Creek and the Slate River attract numerous skilled kayakers who paddle the area’s many waterfalls and Class III-V rapids.

Creek boaters from around the United States and the world travel here to take on the waterfalls. In 2015, a kayak race was held on the creek for the first time. Other visitors start camping at OBJ by late

May to early June, as water levels drop and the Town of Crested Butte starts the weekend festival season. Many people come to OBJ to enjoy camping next to the calming waters of the Slate River. Being so close to town, they may also attend the many local festivals. Campers at OBJ also participate in a variety of recreation activities such as hiking, mountain biking, off highway vehicle use, playing in the river, fishing, wildflower photography, etc.

Management Issues

Although the campground only has fourteen developed sites, there are about 68 overflow camping sites - places where visitors can park and/or pitch a tent - in and around the campground. This use causes additional resource damage (impacted vegetation, littering, sanitation issues, damage from off-road use and parking, etc.) due to the high numbers of campers. There are sanitation concerns as the site's toilet capacities (one vault toilet) are often surpassed. Until 2013, there was no BLM law enforcement presence to enforce length-of-stay limitations and other resource regulations. There are presently no commercial tent campgrounds within or in close vicinity to the town of Crested Butte.



Other issues include lack of vehicle access to the south end of the campground across the Slate River (a sometimes dangerous river crossing during high spring flows or through deep holes that can develop later in the season); no foot access across the river without wading; no trash collection; lack of potable water; and eroding river banks adjacent to campsites and trails.

The Oh Be Joyful campground is also located within an active cattle grazing allotment. Visitors experience conflicts with cattle that wander and stay within the campground. Steps will be taken to work with the permittee to develop grazing management practices that minimize conflict with campers and perhaps fence off the campground itself.

Crossing the Slate River Camping at OBJ has a higher demand than available via the developed campsites. The BLM is struggling with public need versus resource protection in the Slate River drainage. One concern of implementing new camping fees is possibly displacing the concentrated overflow camping around OBJ, only to create additional impacts in other locations on BLM or USFS lands.¹ Our goal is to manage camping here to create a positive, healthy experience for the user, yet minimizing resource impacts to the larger Slate River area.

The BLM is currently making improvements at OBJ by providing additional portable toilets each summer, adding picnic tables, removing hazard trees and replacing signs and numbered posts. Plans to designate and relocate a final number of campsites (includes more picnic tables and fire grates), improve/delineate parking spaces, improve the access road, providing another vault toilet, build a group campsite, etc., could commence in 2016 and construction could begin by fall or 2017.

¹ BLM law enforcement has been enforcing length of stay regulations since 2013 at OBJ

Partnerships

The BLM is currently partnering with the Crested Butte Land Trust which borders BLM to the south and east of Oh Be Joyful. The purpose of this partnership is to provide land and facility maintenance and public information to enhance land management and visitor services in the Upper Slate River watershed.

The BLM is also partnering with the Upper Slate River Watershed Coalition to help improve water quality issues along the Slate River. One issue brought to the forefront by this group is human waste and water quality in high visitation areas along the Slate River: Oh Be Joyful is one of their main areas of concern. In 2014-15, the BLM and other partners pooled money to rent portable toilets to install at OBJ and other areas along the Slate River.

In 2015, BLM utilized a graduate student at Western State Colorado University to carry out maintenance and gather visitor information. The BLM also purchased a solar trailer to assist with electrical power needs for a future campground host.

Contact Person

Kristi Murphy – Outdoor Recreation Planner, Gunnison Field Office, 210 West Spencer Avenue Suite A, Gunnison, CO 81230 (970) 642-4955

II. Visitor Demographics (Market)

In a 2012 BLM Recreation Area Survey,² 77% of respondents were male and 23% female. People under the age of 21 comprised 1% of the respondents; ages 22-40 comprised 47%; 44% were from age 41-60 and 21% were 61 years and older. Out of 81 groups, 83% were comprised of people 18 or older and 21% of groups contained children (from 1-5 in number) under age 12.



Oh-be-Joyful Creek kayaker

The majority of people that camp at Oh Be Joyful are not from the Gunnison Valley. Although traditional past use would allude to visitors (or local seasonal residents) seeking a place to camp without paying a fee, many areas on USFS lands are located near Crested Butte that are currently utilized for dispersed/non-fee camping opportunities. Because of current and projected facilities and attributes at Oh Be Joyful, we believe that within a few seasons after implementation, fee compliance would likely be high. Since 2014, a donation tube was placed at the campground and steady contributions have come in.

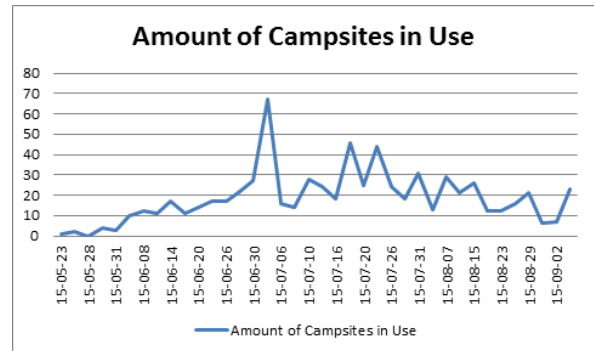
There are no known Native American access issues or rights associated with this area.

² University of Idaho Park Studies Unit BLM survey (125 participants) – A copy is available on the Gunnison Field Office website

III. Recreation Use

Camping, fishing, horseback riding, sight-seeing, hiking/walking, swimming, non-motorized boat use, rock-climbing, driving for pleasure, bicycling, bird-watching, and motorized recreational use were among the many activities listed by visitors in the aforementioned 2012 survey. 30% of those interviewed came to camp, 80% hiked area trails, 22% were sightseeing, 14% picnicked, 19% drove for pleasure, 17% went biking, and 12% watched wildlife or went bird-watching.³

Traffic counter data from 2012 and again in 2015 showed approximately 50,000 people used this recreation site annually from May 15 to Sept 15. Preliminary results from a 2015 monitoring survey shows approximately 50% of the visitation to OBJ is overnight use and that an average of 61 tent/camper units were set up on weekends and 26 tent/camper units on week days with a maximum of 147 tent/camper units on a busy holiday weekend.



Visitors are also attracted to viewing the numerous waterfalls on Oh-be-joyful Creek having received national attention in local press, online blogs, [YouTube](#) and national publications such as [Outside Magazine](#) and river guidebooks.

During weekends, local events⁴ in Crested Butte and holidays, large numbers of campers utilize the area. Future use levels would be expected to increase as recreation tourism continues to be a strong indicator of visitation. In the last three years BLM staff has noted a significant increase in overnight use.



Cross-country skiers enjoying winter trails

IV. Financial Analysis (Costs and Revenues)

Please see Attachment A: Revenue/Expenditure Worksheet for a detailed analysis of how costs and revenues were calculated. Revenues collected will be used to provide maintenance, purchase picnic tables, posts, signs, metal fire grates, fence materials and bear boxes, build an additional toilet,

³ Percentages do not equal 100 because visitors could choose more than one activity.

⁴ Several hundred people at one time have been observed by BLM staff at OBJ during Crested Butte festival events such as Vinotok, 4th of July, Bluegrass Festival, Wine Festival, Wild Flower Festival, etc.

construct tent pads where needed, pump vault restrooms, maintain/improve roads and parking areas, erect barriers, and provide for a campground host.

Costs

▪ **Anticipated Fee Collection Costs**

Additional staffing needs are not currently anticipated. Infrastructure needs and start-up costs for implementing this fee proposal would include some new directional/information signs, campsite markers/posts, and a metal kiosk fee station with an envelope dispenser. Providing a campground host might reduce the projected amount of time and costs needed by assisting with fee compliance checks, visiting campsites daily and asking campers to pay, without actually handling any money. (Please see Attachments A & AA for details)

▪ **Actual Operating Costs**

The estimated cost of maintaining and patrolling the campground is approximately \$25,764 per year (19-week season). This includes labor (personnel costs for bi-weekly maintenance & fee collection), supplies & materials, replacing/repairing equipment (picnic tables, signs, etc.), transportation costs, renting portable toilets, and pumping the vault 2-3 times (minimally) a season.

▪ **Overhead Costs**

Management costs are generally covered by Management of Lands & Resources account (MLR) funding of the applicable program areas. In FY 16 it is estimated that management/overhead costs would be about \$6,435.

▪ **Compliance-Enforcement Capability**

The BLM LE Ranger (law enforcement) has patrolled the campground 2-3 times weekly throughout the summer season. For a 19-week season, their costs would be \$8,765 (labor) plus \$1,715 for vehicles. Other BLM employees would be there at least twice during the week (M-F) for cleaning and compliance checks. In 2015, a WSCU graduate student performed maintenance several times a week. If a volunteer campground host was utilized, the host could perform much of the daily maintenance. Fee collection would still be conducted by two BLM personnel at least twice a week and they would offer any needed assistance to the host. One of these visits would need to be coordinated with the LEO for collections.

▪ **Security Measures**

Fees would be deposited in a pipe safe that is currently onsite and used for donations. There is no electricity onsite. A solar-powered light would be installed. Only a designated fee collection officer would be authorized to remove funds from the pipe safe and two people would be present to do so.

• **Future Improvements**

Planned improvements such as adding picnic tables, metal fire grates, additional restroom(s), constructing tent pads, providing bear boxes, road and parking improvements, etc. at OBJ campground would increase maintenance costs. As picnic tables and/or metal fire grates are added to an overflow campsite, the fee would be increased to \$10/site/night to ensure consistency. If water is provided for campers, all sites would increase by \$5/night (overflow site = \$10/night; designated site = \$15/night; group site = \$35/night). In 2016, through an Environmental Assessment and planning effort, the BLM will determine how many total sites will be allowed in the OBJ campground, where they will be located and what facilities and development will occur in a detailed recreation site development plan. It's estimated that a total of 50-70 campsites (total) will be established. An analysis of the effects of the site plan on resources will be addressed in an Environmental Assessment.

Revenues

Proposed Fee Structure:

- \$10/night fee for sites with picnic tables and campfire containment devices (8 people/2 tents).
- \$5/night fee for overflow sites with campfire containment devices (8 people/2 tents).
- \$30/night fee for proposed group campsite (site designed for 9-25 people).
- Shared amenities for all sites include: access road, toilet facilities, information kiosk, tent space, fire containment device, reasonable visitor protection and parking.
- As a picnic table &/or a metal fire grate is added to overflow sites, these sites would become designated sites and be charged \$10/night.
- If potable water is provided, all designated sites would increase by \$15/night

Fire containment devices are defined as either a metal fire grate or a rock fire ring. As previously stated, as infrastructure improvements are made at OBJ, overnight fees will be charged accordingly for campsites. If this fee proposal is approved, dispersed camping would no longer be allowed at the OBJ Campground and the surrounding area (~100 acres). The BLM feels a fee is necessary for the entire OBJ area, or additional “unapproved” camping spots within and around the campground would continue to increase, leading to more resource damage and associated issues.

The BLM is currently developing a recreation site plan for the OBJ Campground and the surrounding area. The planning process will begin in 2016 and implementation could begin soon afterwards. The BLM will examine the need for: additional roads, realignment of and/or road improvements, parking areas, a footbridge, additional campsites (including group sites), retaining or eliminating the river crossing, additional toilets, signage and to address concerns regarding hydrology, forest health, livestock grazing and other pertinent issues.

Fees would be paid by campers using a self-serve method, placing a fee in an envelope and then into a pipe safe. Envelope stubs would be attached to a site post at each campsite. BLM employees would collect fees twice per week. BLM would follow standard collection/remittance and deposit guidelines and procedures as described in H-2930-1 and BLM’s Collections Reference Guide.

At this time, the Gunnison Field Office is not planning to use the National Recreation Reservation System to reserve campsites but may consider doing so in the future.



Typical Overflow Campsite

- Anticipated Future Fee Revenues (Expanded Amenity Fee)
 - Based on an initial 26 designated sites and 30 overflow sites, minimum amounts collected would be expected to be about \$18,320 in 2016 increasing to \$23,206 over a five year period (anticipating that compliance would rise from 75% initially to 95% after five years). If a campground host were utilized for maintenance, then some salary could be saved previously used by seasonal BLM employees and become additional revenue. (See Attachment A: Revenue/Expenditure Worksheet)
 - Senior Pass and Access permits will be accepted as discounts for campers.

- As picnic tables are provided at overflow sites (i.e. become designated sites), revenues would increase.
- Aggregate Effect of Proposed Fees on Users and Service Providers
 - We believe that charging a fee at OBJ will increase the appreciation of the facilities provided and the value of the natural resources for visitors at this site. It will decrease vandalism, littering, discourage people who are living illegally on public lands and create a better sense of stewardship for the natural resources along the Slate River.
 - There would be no net effect on other service providers in the area, since the other campgrounds are in either different drainages, provide unrelated services, or located long distances away. The campground would offer no competition to the commercial campground located in the town of Crested Butte, because it is only for RVs and does not allow tent camping.

V. Comparable Market Value Assessment

In 2015, five USFS Concession campgrounds and one City of Gunnison Campground were compared to OBJ. There are no private campgrounds with similar amenities in the area. Of the six campgrounds compared all had vault toilets, picnic tables, fire rings, trash service, access roads and parking and three had drinking water.

Campground/Site Name	Agency or Private?	Overnight Fee Charged?	Number of Campsites	Vault Toilet	Drinking Water	Picnic Tables	Fire Containment Device	Trash Service	Showers, Store, Laundry, playground, etc.	Flush Toilets
Oh Be Joyful	BLM/Government	No	~82	Yes	No	Yes (designated sites)	Yes	No	No	No
Cement Creek	USFS/Concession	\$14	13	Yes	No	Yes	Yes	Yes	No	No
Gothic*	USFS/Concession	\$12	4	Yes	No	Yes	Yes	Yes	No	No
Lake Irwin	USFS/Concession	\$16	32	Yes	Yes	Yes	Yes	Yes	No	No
Granite	USFS/Concession	\$12	6	Yes	No	Yes	Yes	Yes	No	No
Almont	USFS/Concession	\$10	10	Yes	Yes	Yes		Yes	No	No
Gunnison City Mountain Park	City of Gunnison	\$7	10	Yes	Yes	Yes	Yes	Yes	No	No
Crested Butte RV Resort*	Private	\$52 - \$67	18	No	Yes	Yes	Yes (one communal pit)	Yes	Yes	Yes

Proximity to project area: 10-20 miles distance

Price range: Of the 6 examined campgrounds (white background) overnight rates ranged from \$7 to \$16 making the average rate \$11.83.

Selected fee and method: \$10 (Fair Market Value) for designated sites and \$5 for overflow sites; \$30 for group sites.

*Sites closest to Oh Be Joyful & town of Crested Butte

VI. Rationale for New Fees

- Reasons for Implementing Fees

- Improve public health by providing more toilets, drinking water, fire rings, and picnic tables
- Improve the overall management of the campground
- Continue/increase facility maintenance
- Better protect water quality, vegetation and other natural resources
- Increase visitor resource compliance
- Create an enjoyable, high-quality/equitable experience for all visitors
- **Results in Not Implementing the Fee Change**
 - Human waste issues would lead to unacceptable impacts to water quality and public health issues
 - Reduced maintenance of the campground facilities, or even closure of some facilities in lean budget years
 - Aging infrastructure would continue to deteriorate as use already exceeds capacity
 - Human-caused impacts would notably increase as well such as littering, erosion, vegetation damage, vandalism, etc.
 - Due to high visitation and projected increases in recreation tourism, human health and safety could be adversely affected



VII. Objectives for Use of Fee Receipts

Fees collected will enable the BLM to make numerous improvements. MLR account funds (Congressional allocations for BLM), grants and partnerships will all be utilized to continue to provide services and make improvements to the OBJ campground. Listed below is a prioritized list of many of the proposed enhancements:

- install, repair or replace equipment (picnic tables (\$30,000), fire grates (\$11,000), signs/kiosks (\$9,000), barriers (\$1,000), bear boxes (\$45,000), etc.);
- concentrate campsites in appropriate areas;
- continue pumping the vault toilet (\$1,200-1,800/year);
- continue to rent portable toilets for peak periods (\$1,500/year) and leverage funds to purchase/install an additional permanent vault toilet (\$25-60,000);
- install a fence to eliminate cattle in campground (\$20,000);
- provide a map and better visitor information for a new kiosk (\$4,800);
- perform additional (more frequent) maintenance such as cleaning restrooms and fire pits, picking up trash, etc.;
- drill a well and provide a hand pump for potable water (\$30,000);

- better maintain the access and campground roads (\$2,000/year);
- mitigate/reduce stream bank erosion and impacts to plants and soils (\$5,000);
- provide a stipend for a campground host;
- and educate visitors regarding mission and resource-related information.

Please see Attachment A (Fee Revenue) & AA (Non-Fee Revenue): Revenue Expenditure Worksheets

VIII. Social/Economic Impacts

The overall effects of charging fees would be to improve the social conditions of the campground and visitor experiences. People who pay for lodging or a service tend to value the place (its intrinsic worth) and its amenities further. The proposed fees to be charged are at or below similar public and private campgrounds in the area. Campers would benefit from improved maintenance, the presence of campground hosts, additional facilities (such as a second vault toilet) and possibly future amenities (a footbridge, potable water, dumpsters, etc.).

There are still vast areas on both the BLM and USFS where people can camp for free without any services/amenities provided. The Gunnison Field Office has almost 600,000 acres available for dispersed camping and only 3 other campgrounds where fees are collected.

One social impact of charging a fee at OBJ is the displacement of people living illegally on public lands. It's anticipated the public who do not wish to pay a camping fee can disperse camp on BLM and U.S. Forest Service lands in the Crested Butte area. The U.S. Forest Service is concerned that charging a fee will force campers to other nearby dispersed campsites on the Gunnison National Forest. Crested Butte and Gunnison County are acutely aware of this issue. The town of Crested Butte is presently constructing affordable housing in Crested Butte. The City is also considering the construction of a campground on the east side of town.



Visitors who have used this campground in the past would have an economic impact of having to pay for a campsite. A fee could influence some campers to go elsewhere to seek a free campsite (i.e. dispersed camping w/o any facilities) and create additional resource impacts elsewhere.

IX. Visitor Feedback Mechanisms

The Gunnison Field Office provided a process for campers to comment and leave opinions about the proposed fees at the campground (a poster placed on the campground bulletin board encouraged camper feedback and listed ways to contact the BLM). Public comments were invited via news releases in several newspapers. The fee proposal was also posted on our Field Office website and office public bulletin board.

X. Public Participation

The Gunnison Field Office has:

- Posted a notice on the OBJ campground bulletin board inviting visitor comments
- Held informal discussions with campers in 2011 and 2015 who were generally favorable to the concept of charging fees
- Issued news releases to local papers and media
- Met with Gunnison County commissioners
- Placed the notice on the GFO-BLM website and office public bulletin board
- Made notifications to our community partners and appropriate organizations
- Posted notices in local (Crested Butte and Gunnison) bike and outdoor shops to solicit public involvement in the fee proposal decision

The results are summarized below:

BLM received 10 comments from scoping. Seven respondents supported the fee proposal; one was neutral (a reporter), and two parties did not specifically support the proposed fees, but neither did they voice specific opposition.

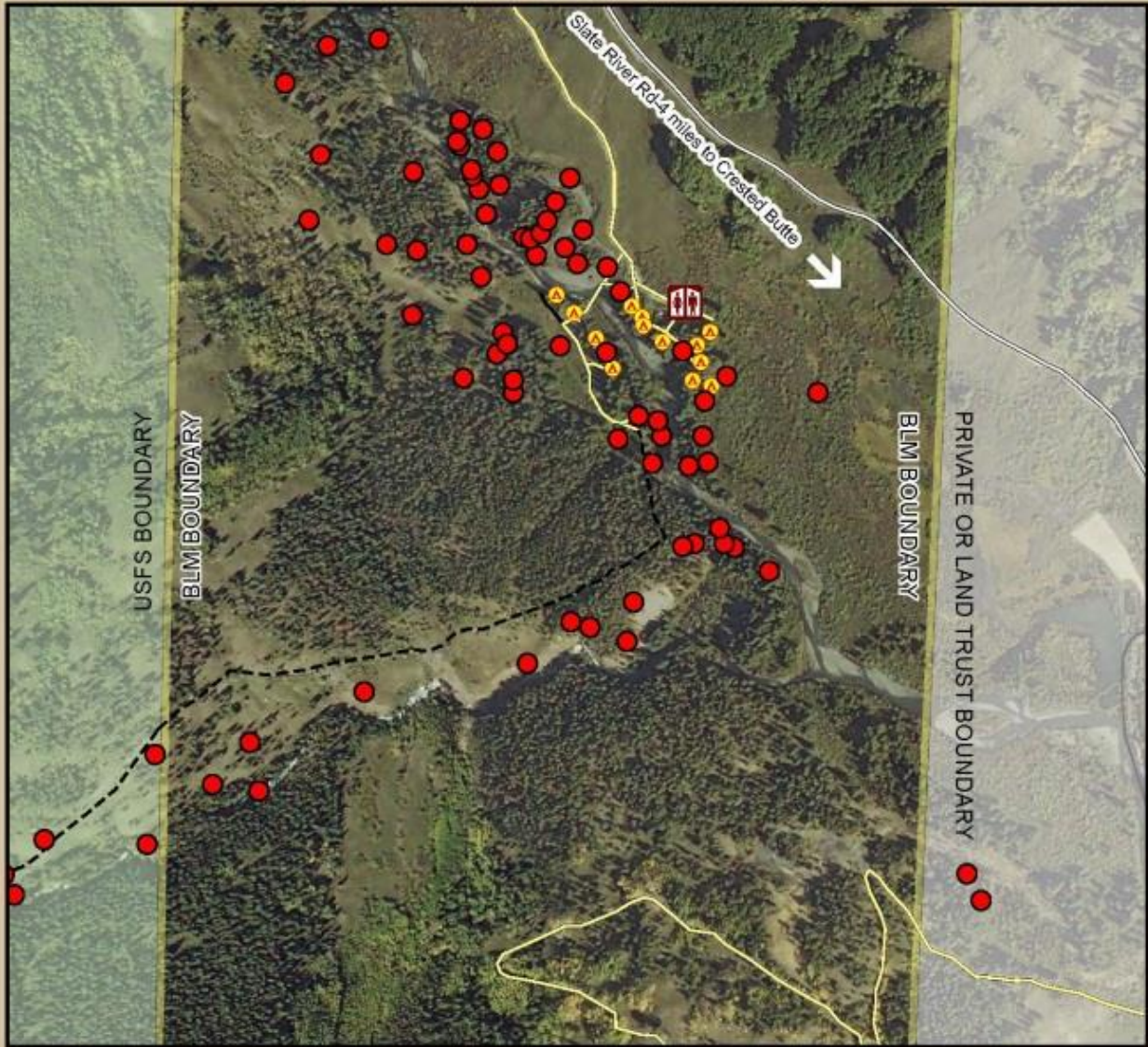
- 1) Respondent supported fees; noted that campground needs major attention; camping should be allowed only in designated sites; need bridge in future, more permanent toilet facilities; and that partnerships should support improvements and operation expenses.
- 2) Improvements are much needed; supported fees for camping to make improvements; prohibit dispersed camping.
- 3) "Implementing a managed, designated campground at OBJ has been a necessity for several years"; mentioned partnerships to help support the costs of managing the campground.
- 4) "I definitely support fees and tighter regulation."
- 5) "I strongly support your efforts to improve the Oh-Be-Joyful campsite area. I believe it is entirely reasonable to make some needed improvements to the campground and to help finance these improvements and future utilization of the site, through imposition of an overnight user fee of \$10 per night." They also stressed other partners should help fund improvements & maintenance.

- 6) This respondent stated that there were serious implications of charging a fee and mentioned concerns with reservations, road improvements, administrative costs, law enforcement, handling of revenue, displacing campers elsewhere, etc. They encouraged financial partnerships to address needs so that fees might not be necessary. They did not specifically support the fee proposal or come out against it.
- 7) This respondent was a newspaper reporter and had a list of questions that we provided answers for.
- 8) Respondent fully supported fee, stated that campground needs more patrol and oversight. Said proposed fee was too low...should be \$15 to \$20.
- 9) Respondent said, "\$10.00 per night is a 'hell of a deal' for this campground - \$17.00 sounds better to me." Has seen campground change from the 1970's to present.
- 10) One respondent called by telephone to ask questions. They did not (at this time) specifically express support for/nor against fee proposal. They reminded BLM that a majority of the amenities must be provided in order to justify charging a fee under the Federal Lands Recreation Enhancement Act subsection (g) (2) (A).

Each year the Gunnison Field office will prepare an annual FLERA report on this campground (and other Field Office campgrounds) and release the report to the media as well as post it on our website. The report will include visitation numbers, amount of fees collected, what the fees were spent on and improvements made to the campground and/or facilities.

Visitors will have opportunities to comment by leaving their suggestions. The tear-off portion of their recreation fee permit envelope (Reference 36 CFR 71) has a "Suggestions for Improvements" lined section for comments and tells visitors to drop their suggestions in the box provided. The GFO would add a Comments/Suggestion box to the kiosk/fee area.

Oh Be Joyful, Campsite Inventory Sept 2015



Attachment A: Revenue/Expenditure Worksheet

USFS/BLM & Colorado RRAC Form

Form Updated on 4-29-08

Oh Be Joyful Campground		Assuming a 13 week season = 91 days			
Annual Fee Revenue	FY 2016 Final Total	FY 2017 Final Total	FY 2018 Projected	FY 2019 Projected	FY 2020 Projected
Site or Pass Type					
Campground Fees (26 Designated sites)	\$13,055	\$13,926	\$14,796	\$15,666	\$16,537
Campground Fees (30 Overflow sites)	\$5,265	\$5,616	\$5,967	\$6,318	\$6,669
Total Annual Revenues (Estimated)	\$18,320	\$19,542	\$20,763	\$21,984	\$23,206

\$10/site x 26 designated sites x 91 days = \$23,660 w/ full compliance (26 sites x ~4 persons/site x 90 days = 9,360 campers/season)

Will estimate that 65% of designated sites are full on weekdays & 95% on weekends

\$5/site x 30 dispersed sites x 91 days = \$13,650 w/ full compliance

~40% of dispersed sites full/weekdays & 80% full on weekends for ~13 week camping season = \$8,424 maximum collection possible

Note: Insert zero in cells with no value

Oh Be Joyful Campground & Day Use Fee Area					
Annual Fee Expenditures	FY 2016 Final Total	FY 2017 Final Total	FY 2018 Projected	FY 2019 Projected	FY 2020 Projected
Operations/Visitor Services:					
Personnel	\$1,264	\$1,277	\$1,290	\$1,303	\$1,316
Vehicles	\$1,617	\$1,657	\$1,698	\$1,740	\$1,828
Equipment					
Materials & Supplies					
Misc.					
Subtotal	\$2,881	\$2,934	\$2,988	\$3,043	\$3,144
Collections:					
Personnel (2 compliance checks/week)	\$3,517	\$3,552	\$3,588	\$3,624	\$3,660
Vehicles					
Equipment					
Materials & Supplies (envelopes, etc.)					
Misc.					
Subtotal	\$3,517	\$3,552	\$3,588	\$3,624	\$3,660
Capital Improvements:					
Personnel					
Vehicles					
Equipment (Infrastructure)	\$10,000	\$9,900	\$11,400	\$12,300	\$13,700
Materials & Supplies (signs, posts, etc.)					
Misc.					
Subtotal	\$10,000	\$9,900	\$11,400	\$12,300	\$13,700
Safety/Security/Law Enforcement:					
Personnel					
Vehicles					
Equipment					

Materials & Supplies (Solar Light at fee station)					
Misc.					
Subtotal					
Annual Maintenance:					
Personnel					
Vehicles					
Equipment					
Materials, Supplies, Services	\$1,200	\$1,800	\$1,200	\$1,800	\$1,200
Misc.	\$1,200	\$1,200	\$1,300	\$1,300	\$1,400
Subtotal	\$2,400	\$3,000	\$2,500	\$3,100	\$2,600
Deferred Maintenance					
Personnel					
Vehicles					
Equipment					
Materials & Supplies					
Misc.		\$2,000		\$2,000	
Subtotal					
Total Expenditures	\$18,798	\$19,386	\$20,476	\$22,067	\$23,104

All Sites

Sites (#)	Proposed Fee	Season length (days)	Maximum Possible Funds Collected
26	\$10	91	\$23,660
30/56	\$5	91	\$13,650

Overflow Sites

Figure 30 sites on a regular basis, 13 week season equals 91 days

12 sites are full on weekdays (30 x 40%)

24 sites are full on weekends (30 x 80%)

12 sites x 5 days x \$5 = \$300/week

24 sites x 2 days x \$5 = \$240/week

\$540/week for dispersed sites

\$540 x 13 weeks equals **\$7,020** maximum likely to collect

Infrastructure Expenditures Based on Projected Income

Year	2016	2017	2018	2019	2020
Item/Income	\$18,320	\$19,542	\$20,763	\$21,984	\$23,206
Picnic Tables	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
Tent Pads			\$2,500	\$1,000	\$5,000
Bear Boxes		\$900	\$1,800	\$1,800	\$2,700
Info Kisok	\$4,000				
Roads (Deferred Mait.)		\$2,000		\$2,000	
Lantern Holders		\$1,000	\$1,100	\$1,500	
Fire Rings					
Total Spent	\$10,000	\$9,900	\$11,400	\$12,300	\$13,700
Amount Left	\$8,320	\$9,642	\$9,363	\$9,684	\$9,506

Ops/Collection Costs (L1232)	\$6,398	\$6,486	\$6,576	\$6,667	\$6,804
Ann. Maint. Costs	\$2,400	\$3,000	\$2,500	\$3,100	\$2,600
Remainder	(\$478)	156	287	-\$83	102

Attachment AA: Revenue/Expenditure Worksheet

USFS/BLM & Colorado RRAC Form

Updated on 4-29-08

Oh Be Joyful Campground					
Annual Non-Fee Revenue	FY 2016 Final Total	FY 2017 Final Total	FY 2018 Projected	FY 2019 Projected	FY 2020 Projected
Non-Fee Revenue Type					
Appropriations: MLR Funds	\$46,391	\$23,865	\$26,094	\$24,450	\$26,725
Appropriations:					
Appropriations:					
Appropriations:					
Rec Fee Board Grant					
Donations					
Volunteers					
Other					
Total Annual Revenues					

Note: Insert zero in cells with no value.

Oh Be Joyful Campground					
Annual Non-Fee Expenditures	FY 2016 Final Total	FY 2017 Final Total	FY 2018 Projected	FY 2019 Projected	FY 2020 Projected
Operations/Visitor Services:					
Personnel	\$6,435	\$6,499	\$6,564	\$6,630	\$6,696
Vehicles					
Equipment					
Materials & Supplies (Landfill costs, etc.)					
Misc.					
Subtotal	\$6,435	\$6,499	\$6,564	\$6,630	\$6,696
Collections:					
Personnel	\$3,917	\$3,956	\$3,996	\$4,036	\$4,076
Vehicles					
Equipment					
Materials & Supplies					
Misc.					
Subtotal	\$3,917	\$3,956	\$3,956	\$4,036	\$4,076
Capital Improvements:					
Personnel					
Vehicles					
Equipment	\$22,790				
Materials & Supplies					
Misc.					
Subtotal	\$22,790	\$0	\$0	\$0	\$0
Safety/Security/Law Enforcement:					
Personnel	\$8,765	\$8,852	\$8,941	\$9,030	\$9,120

Vehicles	\$1,715	\$1,758	\$1,802	\$1,892	\$1,939
Equipment					
Materials & Supplies					
Misc.					
Subtotal	\$10,480	\$10,610	\$10,743	\$10,922	\$11,059
Annual Maintenance					
Personnel	\$2,584	\$2,610	\$2,636	\$2,662	\$2,689
Vehicles	\$185	\$190	\$195	\$200	\$205
Equipment					
Materials & Supplies					
Misc.					
Subtotal	\$2,769	\$2,800	\$2,831	\$2,862	\$2,894
Deferred Maintenance					
Personnel					
Vehicles					
Equipment					
Materials & Supplies					
Misc. (Road Grading)			\$2,000		\$2,000
Subtotal	\$0	\$0	\$2,000	\$0	\$2,000
Total Expenditures	\$46,391	\$23,865	\$26,094	\$24,450	\$26,725

Fee Program Management					
Position	Hours/yr	Cost/hr			
FOM	8	\$71.37	\$571		
AFOM	16	\$71.28	\$1,140		
LORP	32	\$61.73	\$1,975		

**Counting of Fees
& Bank Deposit**

Position	Hours/yr	Cost/hr			
Admin. Asst.	33	\$23.48	\$775		
Park Ranger	20	\$36.95	\$739		
LORP	20	\$61.73	\$1,235		

Colorado RRAC: Attachment B
US Forest Service - Region 2
BLM - Colorado
Recreation Fee Proposals
Summary of Public Involvement

Date: January 11, 2016

Unit: BLM Gunnison Field Office

Proposal: New Fee X Fee Change _____

Summary of Fee Proposals:

(for multi-fee structure, replace with other graphic if needed)

Site/Service	Current Price	Proposed Price
Oh Be Joyful Campground	NA	\$10.00 per night (designated developed campsite) \$5.00 per night (overflow campsite)

Public Participation (List of Potential) Activities:

Public Participation Tasks	Date(s)
Posted notice on Oh Be Joyful campground bulletin board inviting comments on fee proposal.	May 15, 2015

Posted notice at Gunnison Field Office public bulletin board in Gunnison, CO	January 29, 2015
Issued press releases announcing fee proposal in Crested Butte News and Gunnison Country Times (as well as other standard PR venues)	2/17/2015 news release was sent to six media sources. 2/19/2015 published in the CB News & Gunnison Country Times. Not able to track the smaller newspapers to verify if the release was published.
Posted notices of proposed fee for OBJ campground in local camping/outdoors shops, bike shops, etc. in Crested Butte & Gunnison	Benefits explained in press releases listed above. 3/5/15; 3/11/15 (See attached list)
Internal memo sent out to GFO employees announcing proposed fee changes.	2/18/2015
Posted information on fee proposal on GFO web site.	3/11/2015
Posted Federal Register notice of proposed new fees (if appropriate) as per REA, Sec. 4 (b).	TBD: Contact SOPL (Jack Placchi) &/or SWD PAO (Shannon Borders)
Letter sent to residents near the (Fee Area) announcing proposed new fee.	n/a - none in immediate area
Briefed local Congressional Staff on fee proposal. Included Senators (List) offices and Congressional Representative (List) offices.	Next Congressional Briefing (Spring) in Montrose or Grand Junction.
Briefed Gunnison County commissioners on fee proposal.	2/24/2015
Personal contacts were made with (List) interested individuals/organizations about the fee proposal.	Town of Crested Butte KM Coal Creek Watershed Coalition 3/3/15 KM Crested Butte Land Trust KM/SWS USFS SWS

	Mount Crested Butte KM
E-mails/letters were sent to permitted individuals and organizations about the fee proposal.	Grazing permittee 1/26/16 (Jake) No SRPs affected by proposal 1/26/16 (Jim)

Danielle Beamer - CBLT

Michael Yearman - Crested Butte

Aaron Huck Mayor - Crested Butte

Aaron Drendel (241-3740)/John Murphy - USFS

Curtis Allen - Grazing permittee within OBJ area

SWRAC - Presentation at the March 18, 2016 meeting

Fee Proposal NOTICES Posted

3/5/2015

- The Alpineer
- Big Al's Bicycle Heaven
- Crested Butte Public Library
- City offices of Crested Butte
- Crested Butte Sports (Mt. Crested Butte)

3/11/2015

- Tomichi Cycles
- Double Shot Cyclery

- *All Sports Replay*
- *Gunnison Public Library*
- *Gene Taylor's Sporting Goods*
- *Rock & Roll Sports*
- *Gunnison County Administrative Offices*

Public Participation Results (include # of responses/category):

Method of Communication	Summary of Comments- as of 1/29/2016
Posted On-site Notices - (OBJ Campground)	None received
Posted on-site notices - (GFO & Local Shops)	None received
Press Releases & News Story of User Benefits	9 comments received via e-mail in response to press releases. 1 phone conversation from No Fee Coalition.
BLM Web Site Posting Total=	None received
Federal Register Notice	TBD
Letters to Neighbors	n/a, but one e-mail received was from a "neighbor" near Nicholson Lake
Congressional Staff Briefing	No comments from Congressional staff at this time
County Commissioners Briefing	No formal comments received
General Customer Contact Feedback	n/a
E-mail Responses from permitted groups Total= X	n/a



RESOLUTION 2016-01

Resolution in Support of the Oh Be Joyful Campground Business Plan

Whereas; the Southwest Resource Advisory Council recommends applying a fee structure at the Oh Be Joyful Campground as per the proposal within the business plan as presented by Stuart Schneider, Gunnison Field Office Associate Manager.

Therefore be it resolved that the Colorado Southwest Resource Advisory Council unanimously supports the resolution.

Passed, approved and adopted Friday, March 18, 2016.



Received by Designated Federal Officer
Barbara Sharrow



John Reams, Chair
Southwest Resource Advisory Council

2016

Canyons of the Ancients

National Monument

Business Plan
FY 2016



US Department of the Interior
Bureau of Land Management
Southwest District
Tres Rios Field Office, Colorado

NATIONAL
CONSERVATION
LANDS

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Cover Photo: The Anasazi Heritage Center

1 Executive Summary

In order to provide a safe and enjoyable experience for visitors, the Bureau of Land Management (BLM) continuously aims at improving the management of their resources and the facilities they manage. This business plan demonstrates the functional responsibilities, operational standards, and financial picture of the Anasazi Heritage Center Museum (AHCM). This Business Plan describes the AHCM business practices, visitor demographics, visitor benefits, financial analysis, rationale for fee change, business rationale, social/economic impacts, visitor feedback mechanisms, and public participation.

The Business Plan objective is to identify budget shortfalls and present strategies for addressing these deficits to the Southwest District Resource Advisory Council (SWRAC) who, will review the business plan and public comment, and recommend approval of the plan and/or recommend amendment or opposition to the plan.

In this Business Plan, a recommendation is made for an increase of visitor fees to \$5.00 per individual. That fee increase is well in line with the other entrance fees in the region. Also a recommendation is made to move to year round collection of fees from the current status of not charging fees from October through March. The implementation of these elements is recommended for 2017.

2 The Anasazi Heritage Center Museum Profile

Location and Acreage

The Anasazi Heritage Center (AHC) is the headquarters for Canyons of the Ancients National Monument. Although the Monument is 176,000 acres, the satellite location of the AHC is approximately 90 acres.

Total Acres in Canyons of the Ancients National Monument: 176,000

Anasazi Heritage Center: 90

Contact Information

Unit Manager: Marietta Eaton

Phone: 970-882-5616

Email: meaton@blm.gov

Mailing Address: Anasazi Heritage Center
27501 Hwy 184
Dolores, CO 81323

Field Office: Tres Rios

District Office: Southwest

State Office: Colorado

<http://www.blm.gov/co/st/en/nm/canm.html>
<http://www.blm.gov/co/st/en/fo/ahc.html>

Map

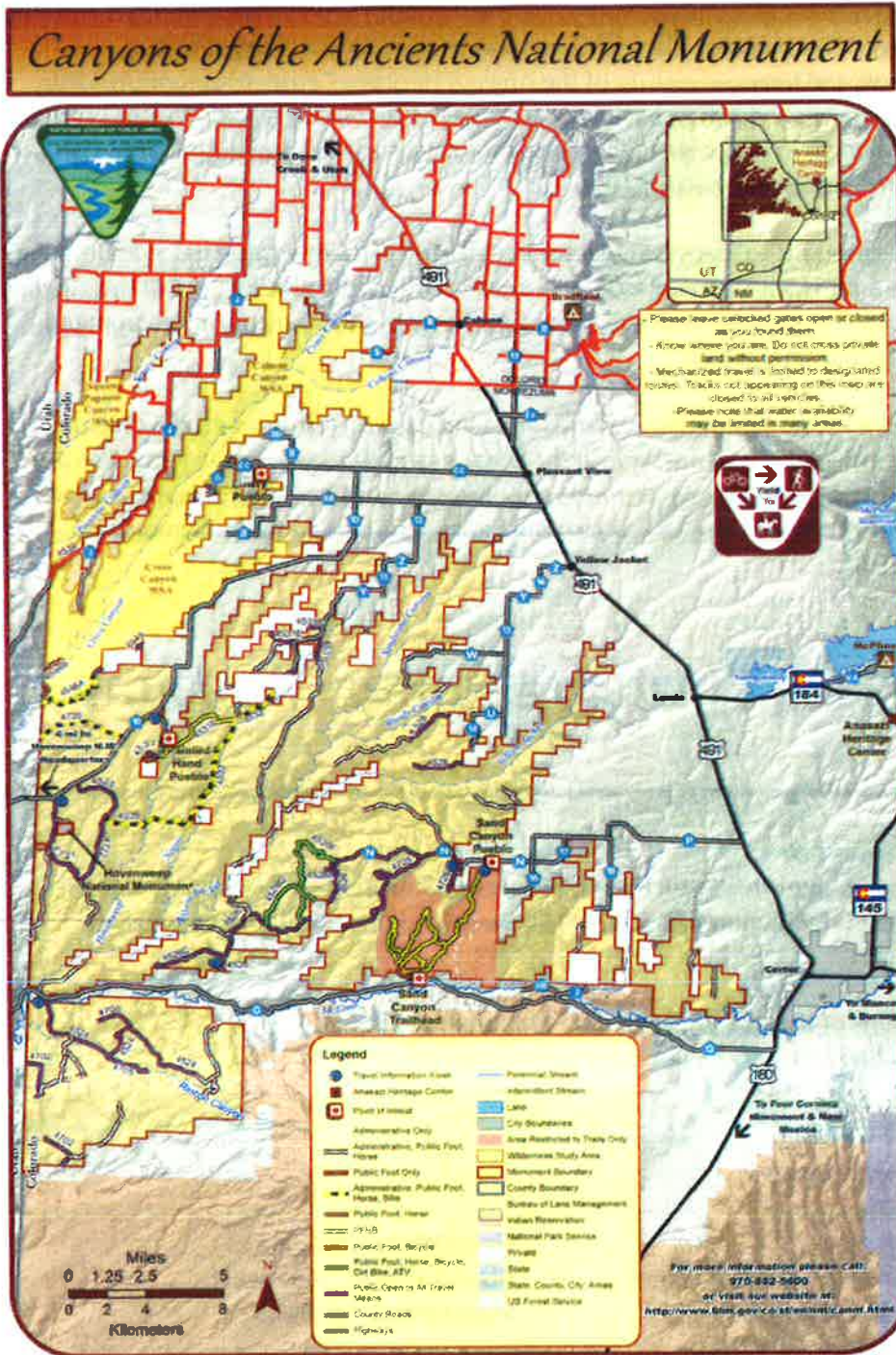
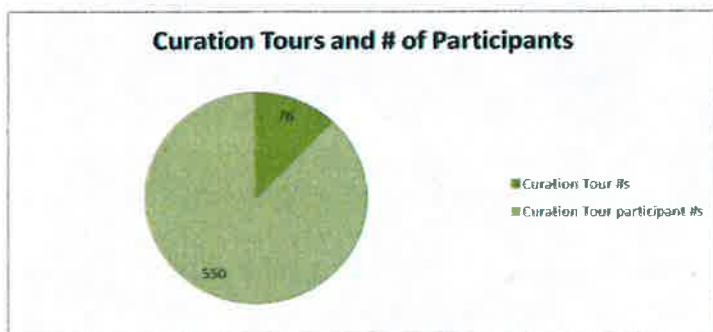




Figure 11. Curation Tours in the Vault at the AHC



Introduction

The Anasazi Heritage Center Museum (AHCM) and Canyons of the Ancients National Monument headquarters is located in Dolores, Colorado, 11 miles north of Cortez, Colorado. This 40,000 square foot facility is managed by the Bureau of Land Management (BLM) Tres Rios Field Office, in Dolores, Colorado. The AHC is located in Congressional District 3 in Montezuma County in southwestern Colorado.

The goal of the AHCM is to increase public awareness of archaeology and cultural resources in the Four Corners region, the richest archaeological region in the United States, because of the unparalleled preservation. Also as a significant curatorial facility in the region, the museum exhibits artifacts (3.8 million) and records from excavations throughout the Four Corners.



Figure 1. Volunteer educator teaching student to weave

Additional beneficial outcomes of the AHC Special Recreation Management Area, as noted in the 2010 Resource Management Plan for CANM, include increased access to hands-on learning, improved environmental ethics, an increased sense of stewardship of cultural resources, improved scholarship/more highly motivated students, an enhanced ability for visitors to find what they want, and improved local economic stability in underserved communities.

The Anasazi Heritage Center Museum Mission

- Provide educational opportunities that promote the protection and stewardship of fragile cultural resources.
- To promote an understanding of the Ancestral Pueblo (Anasazi) culture through experiential lessons and activities.
- Foster best archaeological practices to make the least impact when visiting archaeological sites.
- Further an appreciation of the rich landscape, history (including prehistory) and diverse cultures that contribute to our unique Four Corners area.



Figure 2. Aerial view of the AHC and McPhee Reservoir

The AHC was constructed in the late 1980's and opened to the public in 1987. The museum was always part of the agreement with the Bureau of Reclamation (BOR)

responsible for the original Dolores Archaeological Program (DAP). DAP was the largest salvage archaeology program in the United States and was designed to mitigate the construction of McPhee Reservoir and its lateral ditches to move water out of the Dolores River. The BOR and the BLM developed a formal agreement to curate materials, provide administrative offices and develop an interpretive center for this extraordinary cultural landscape in response to fervent pressure in the local community to keep the artifacts in the immediate area and to house the materials recovered as part of this mitigation, including the construction of the 40,000 square foot building with its curation basement, administrative offices, museum, and the design fabrication and installation of exhibits.

The purpose of this business plan is to communicate the status and financial operating needs of the Anasazi Heritage Center Museum. This plan reviews the operational requirements for the AHCM and the funding requirement needed to manage the museum within appropriate current standards, which have changed over the 26 years since its doors were opened. This plan will:

- 1) Present a general description of the AHC museum's purpose and how that mission is accomplished;
- 2) Provide a synopsis of the AHC museum's funding history; and
- 3) Offer a picture of its operations, funding in fiscal year 2015 and funding strategies for fiscal year 2017 and beyond.

Historic and current data were used to determine long-term trends in funding needs, visitor use, and maintenance.

Operation of the Museum has been accomplished over the last 28 years with limited staff and the support of volunteers who greet our visitors, provide information, and respond to questions at the front desk. Visitors also support our education program, museum shop, and library (open to the public by appointment). Without this sustained support from volunteers, the museum could not open its doors. This volunteer contribution is often overlooked, resulting in a misconception that it is solely BLM dollars supporting the museum. The volunteer program has enabled the AHC staff to build the capacity of the museum beyond the ability of current fiscal levels. A coordinator for the volunteer program supports this effort as a collateral duty.

Nearby Recreation Developments

Mesa Verde National Park, Cortez, CO – is dedicated to the interpretation of Ancestral Pueblo people who made Mesa Verde their home for over 700 years, and how the park continues to preserve and share their story.

Hovenweep National Monument, Cortez CO - Once home to over 2,500 people, Hovenweep includes six prehistoric villages built between A.D. 1200 and 1300. Explore a variety of structures, including multistory towers perched on canyon rims and balanced on boulders.

Aztec Ruins National Monument, - Aztec, NM – Over 900 years ago Aztec was a cultural capital with hundreds of rooms, a place central to Ancestral Puebloans. The massive architecture includes T-shaped doors, tri-walled structures and a reconstructed Great Kiva.

Telluride Historical Museum, Telluride, CO – The mission of the Telluride Historical Museum is to preserve the rich, colorful, and diverse history of the region and to bring history to life through exhibits, programs and education. We envision a museum that is an indispensable cultural asset which reaches beyond its walls to engage people by bringing history to life.

Ute Indian Museum, Montrose, CO - Experience one of the most complete collections of Ute Indian artifacts in the nation. Dioramas, changing exhibits, and hands-on programs bring American Indian history and culture to life.

Powerhouse Science Center, Durango - The Powerhouse Science Center is Southwest Colorado's hands-on, interactive science center for all ages. Open year-round, the science center is a dynamic new place for family adventure, school field trips, early childhood learning, special events.

Southern Ute Museum, Ignacio, CO - One of the most valuable resources of the Southern Ute Tribe lies in the incredible wealth of knowledge that is in the possession of the tribal elders. For generations, stories, songs and knowledge about the Southern Ute way of life have been handed down in verbal form.

Chimney Rock National Monument, Pagosa Springs, CO - a place of mystery, a sacred place, a celestial observatory and seasonal calendar for the Ancestral Puebloans over 1,000 years ago. Chimney Rock is a place of unparalleled natural beauty sitting on a high mesa at the southern edge of the San Juan Mountains and on the [National Register of Historic Places](#) since 1970.

Visitor Experiences, Activities, and Services

The Museum at the Anasazi Heritage Center is dedicated to the interpretation of Ancestral Puebloan (Anasazi) Culture and other Native cultures and histories in the Four Corners region and is considered the premier archaeological museum in southwest

Colorado. The AHC also serves as the headquarters for Canyons of the Ancients National Monument.

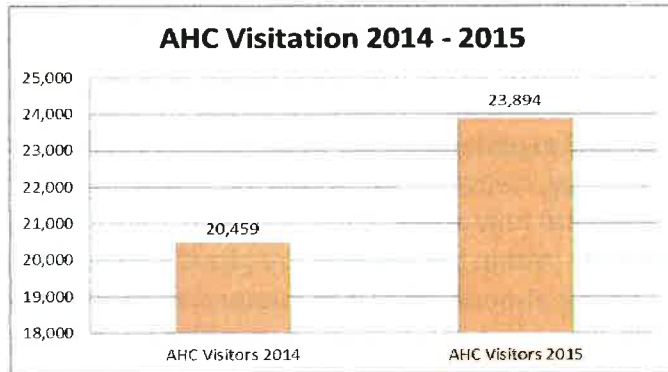
The Museum is situated to the west and near the foot of the La Plata Mountains in southwest Colorado, 17 miles, by road, from Mesa Verde National Park. Furthermore, the grounds overlook Canyons of the Ancients National Monument, McPhee Reservoir, and the Montezuma Valley.

The average visitor to the AHCM will experience four exhibit galleries with permanent and one-time exhibits on archaeology, Native American cultures, natural resources, and local history. All Museum facilities are fully accessible. Two film presentations are available year-round in our theatre. Within the grounds are picnic areas, a half-mile outdoor nature trail nestled amongst almost 100 acres of natural areas, a landscaped "Plant Select" demonstration garden, and two 12th century pueblo settlements. The Museum has extensive parking, including space for buses. In accordance with its mission, the AHC also provides educational resources for teachers, scholars, interns, and a research library of archaeology and anthropology resources, with a research collection of over 3.8 million artifacts and records from archaeological projects and historic items related to the development of archaeology in the Four Corners region. Finally, the AHCM includes a museum shop operated by the non-profit and AHC partner,



Figure 3. Prehistoric Timeline at the AHC

Canyonlands Natural History Association (CNHA). Additional partners of the AHC include the Anasazi Historical Society (AHS), Crow Canyon Archaeological Center (CCAC), San Juan Mountains Association (SJMA), and McElmo Canyon Research Institute (MCRI).



Highly visible efforts have been implemented over the last year to increase local visitation with a focus on even better integration with the community.

Additional Benefits Offered

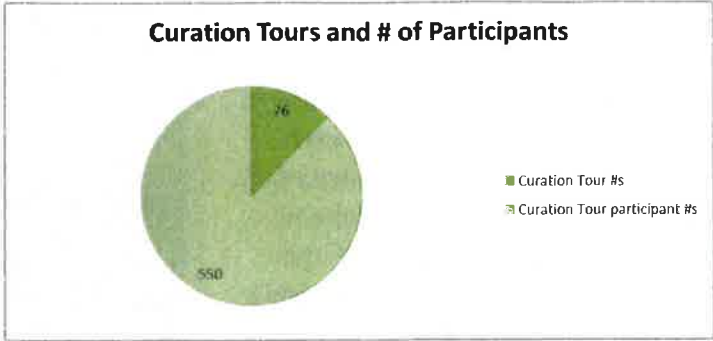
There are many benefits which the public enjoys while visiting the AHC. Before a trip, visitors have access to our website which provides information on the Museum, special events and exhibits, Canyons of the Ancients National Monument, archaeological sites, views of artifacts, information on who were the Ancestral Puebloan people, educational resources, and the Museum gardens. Upon arrival, visitors to the AHC are greeted by a uniformed volunteer or BLM staff who provide literature, such as sites to visit on CANM. Student scavenger hunt lists are offered for the main gallery which has on-site interpretation, interpretative panels, stations, and a "Discovery Room" with multiple interactive opportunities. The AHC also offers additional guides, such as a Junior Explorer Guide and other recreation related brochures. Staff issues day use permits, America the Beautiful National Park Passes and Federal Recreation Lands Passes. Volunteers and staff also provide an overview of the Monument services, rules, and answer specific and general questions.

Curation Tours

One highly successful endeavor, now in its third year, is the weekly curation facility tours (April-September, every Thursday at 2 pm). These behind the scenes events have garnered the interest of locals, and they often express appreciation for being able to see the process of working with museum collections. These tours are free and open through a reservation process and are limited to 15 people per tour.



Figure 4. Curation tours in the basement of the AHC

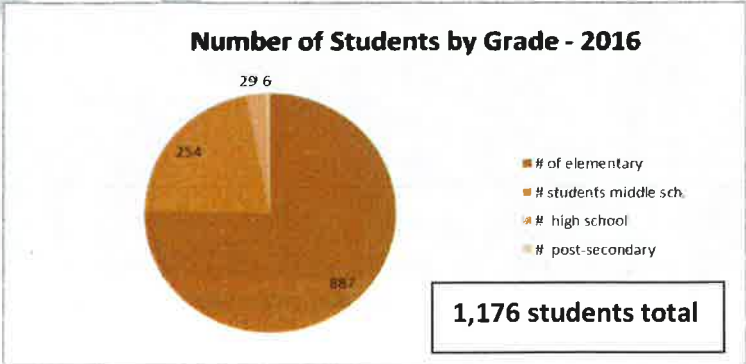


Student Education Programs

This effort was added to the already successful educational programs that educational contractors through Crow Canyon Archaeological Center (CCAC) provide for school groups, largely from southwest Colorado who host 1,000 – 1,500 students (ca. 400 programs) each year with rotations to different stations to learn about the rich prehistory of our state.



Figure 5. Outdoor Student Program



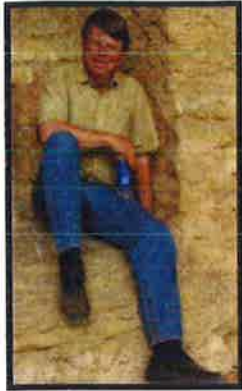


Figure 6. Harvey

Lectures

The Four Corners Lecture Series featured “The Wetherill Legacy” at the Anasazi Heritage Center, which was presented by Wetherill descendant Harvey Leake who focused on this pioneering family in the Four Corners. The lecture series typically draws a sizeable crowd and is developed through a partnership among cultural and academic institutions in the Four Corners.



Figure 7. John Wetherill & Navajo neighbors, Kayenta, AZ, ca. 1910

Temporary Exhibits

In an effort to diversify visitor experiences, in 2015 the AHC Museum hosted, “Homelands: Connection to Land, Space and Time,” a temporary exhibit by students at the Institute of American Indian Arts in Santa Fe, NM. The exhibit explored how students’ interpreted their works based on influences within their culture and the landscapes of their own past.

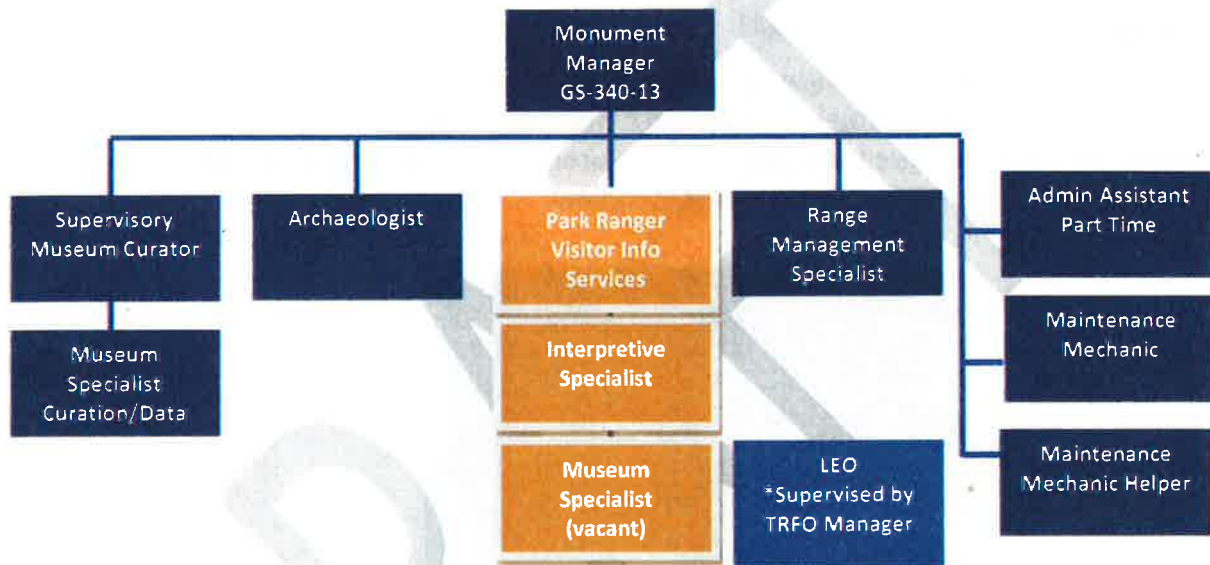


Figure 8. “The Sand Painters”, by Venerron Yazzen© acrylic paint and texture on canvas 4ft. x 8ft

AHC Staffing

The Anasazi Heritage Center uses staff from all disciplines in developing exhibits and program. Although the majority of work is done by the Visitor Services Specialist Lead, an Interpretive Specialist, and a Museum Specialist (shown below in orange), other CANM and TRFO staff support the Museum.

CANM Table of Organization



3 Partnerships

Partnerships continue as the cornerstone of CANM/AHC. Collaboration with multiple partners provides a rich composition of programs that benefit the public and the Bureau.

Anasazi Historical Society (AHS)

The Anasazi Historical Society remains a steadfast partner in the management and curation of the Chappell Collection and in providing support for publications and public events.

Canyonlands Natural History Association (CNHA)

CNHA operates the museum shop, provides volunteer coordination, supports exhibits at

the AHC, and conducts special projects on CANM. A percentage of all sales are returned to the BLM.

Crow Canyon Archaeological Center (CCAC)

CCAC, the premier public archaeological educational center of its kind in the US, provides CANM and the AHC with support for educational and outreach programs and archaeological research on Public Lands. This was the second year for the “Outdoor Museum on the Ground”. This program, staged at Lowry Pueblo, a National Register Historic Site and National Landmark, reaches fourth graders in Montezuma and Dolores Counties. For more details, see outreach, education, and interpretation above.

San Juan Mountains Association (SJMA)

SJMA supports the BLM by managing the Wilderness Stewardship Program, Trail Information Specialists, and projects for National Public Lands Day. In 2015, the Alternative Spring Break closed a number of short user-created damaged areas and cleaned up an extensive trash dump on the Monument.



Figure 6. Road Scholars from McElmo Canyon Research Institute

McElmo Canyon Research Institute (MCRI)

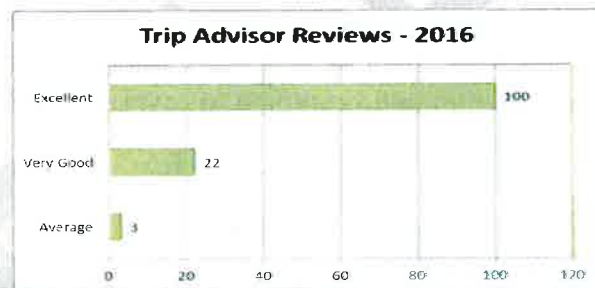
MCRI provides support for volunteer coordination and special CANM projects. The AHC continued its State Historic Fund grant partnership with the MCRI to rehouse and inventory artifacts recovered as part of the Dolores Archaeological Program, the largest archaeological mitigation project in the United States. MCRI hosted a week-long visit from Road Scholar volunteers, seniors that donate their time for public benefit. In addition, MCRI hosted donated workers in the recreation program to be on the ground in the Monument.



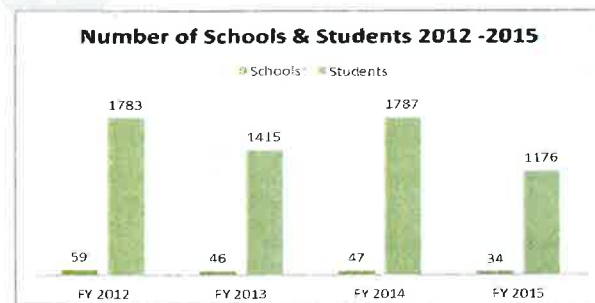
Figure 7. A selection of ceramic vessels in the AHC Collection

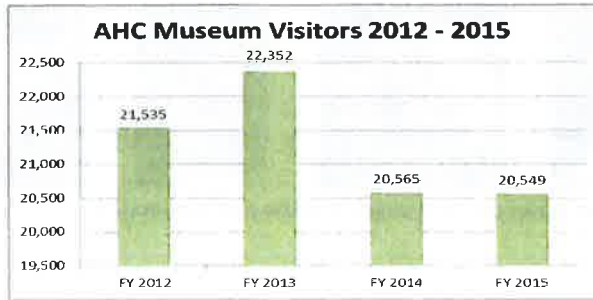
4 Visitor Demographics

A wide variety of visitors enjoy AHC, with the majority of visitors traveling from within Colorado (at least 50%) and from the 4 Corners region (~35%). The remaining ~15% of visitors are either international (~5-7%) or domestic tourists from outside the region (~8-10%). Many visitors return with family and friends over the years.



Peak use (almost 69% of the 21,250 averaged annual visits) occurs during the summer months of April-September and is comprised primarily of families. During the remainder of the year (October-March), older and/or retired adults dominate visitation. On average from 2012 – 2015 from October through March, the off-season is about 5,034 visitors (31%). Between April and May, school groups comprise the majority of visitation (approximately 7% of annual visits). A small percentage (~2%) of visitors arrive by tour bus, mainly during the summer months. Visitors typically spend between 45 minutes and 3 hours at AHC during a larger tour of the region.





5 Fair Market Value

Methods and Assumptions

The Fair Market Value (FMV) calculation method is used in this Business Plan and is the price for a good, resource, or service that is based on competition in open markets that creates neither a shortage nor a surplus of the good, resource, or service. This essentially is what the private sector would charge for a similar service or opportunity. This pricing method is intended to explore what private sector based competitive pricing would look like and also to use the information to compare to cost recovery based prices.

Table 1. Fair Market Value Comparison

Comparable Site	Cost*	
	Individuals	Annual Pass**
Mesa Verde National Park, CO	\$5	\$30
Hovenweep National Monument, UT	\$3	\$25
Telluride Historical Museum, Telluride, CO	\$5	\$35
Ute Indian Museum, Montrose, CO	\$4.50	\$65
Powerhouse Science Center, Durango, CO	\$7.50	\$40
Southern Ute Museum, Ignacio, CO	\$7	N/A
Chimney Rock National Monument, CO	\$12	N/A
Aztec Ruins National Monument, NM	\$5	N/A
Salmon Ruins, NM	\$4	\$15
Average for charging sites	\$6	\$38

* 2015 fee information.

**Many sites have annual membership options, of which an annual pass is one of multiple member benefits.



6 Rationale for Fee Changes

The BLM has made several improvements at the AHC which include, but are not limited to, a paved access road, a parking lot, increased access for Americans with disabilities, uniforms for employees and volunteers working at the front desk, additional kiosks, security monitoring systems, rack cards, brochures, student trail and junior explorer guides, tools, signs, and venomous snake handling training. Several lectures and demonstrations have also been added along with using visitor amenity fees.

The AHC also would like to provide improved services, such as increasing the number of free interpretative public, schools, and institutions, and law enforcement rangers on the AHC services are not capacity, and additional increase is needed to commonplace and that capacity.



Figure 8. An illustrated Ancestral Puebloan family at the Museum

Additionally, according to the Federal Lands Recreation Enhancement Act (FLREA), the AHC currently is classified a standard amenity fee site and provides the following:

- Opportunities for outdoor recreation
- Substantial Federal investments
- Fees can be efficiently collected
- Designated developed parking
- Permanent toilet facilities
- An educational museum
- Permanent trash receptacles
- Interpretative signs
- Kiosks
- Picnic tables and shelters
- Security services
- Educational opportunities
- Employment opportunities
- Informative guides and brochures
- Speed control devices

Fees are currently below fair market value and in line with surrounding comparable locations. No increase to fees has been implemented since 1987.

Since the designation of Canyons of the Ancients National Monument in 2000 when the AHC became the headquarters a steady uptick of information requests continues.

Although visitation at the AHC is rather constant, an opportunity exists to generate more visitors to come to the Center as a jumping off spot for Archaeological Tourism in the Four Corners. Visitation and revenue have become flat over time while labor costs have increased (step increases). The Museum needs to rely more on fees in lieu of rising costs and inflation.

The desire is to keep the doors open seven days a week with a mix of volunteers and three staff who also spend time on the ground in the Monument (GS9 Museum Specialist; GS9 Interpretive Specialist, and a GS-11 Visitor Information Services/Park Ranger lead position). Fees will also promote better training for volunteers and staff.

The AHC Museum depends on fees for development and maintenance of educational/interpretive programs and exhibits.



Figure 9. "Weaving Stories: Basketry of the Southwest," exhibit opening

The result of not implementing a change in fees comes from the impact of maintaining the status quo. In addition some services/benefits may be reduced or eliminated, including shorter hours/days, fewer programs, and less maintenance, or providing the high quality products expected from the BLM, or provide for visitor health and safety for example.

Visitors typically spend between 45 minutes and 3 hours at AHC during a larger tour of the region.

Table 2. Comparison of existing free and proposed new fee schedule

Type Of Visit	Existing Fee Schedule	Proposed New Fee Schedule
Children Under 16 Years Old	Free	Free
Military Annual Pass Holders	Free	Free
Access Pass Holders	Free	Free
Annual Pass Holders	Free	Free
Senior Pass Holders	Free	Free
Volunteer Pass Holders	Free	Free
Every Kid in The Park Pass	Free	Free
Schools	Free	Free
Accredited Learning Institutions	Free	Free
Annual Pass Purchase	\$80	\$80
Individual Pass	\$ 3	\$ 5
Annual Pass*	N/A	\$10
Locals Free Day Monthly	Free	Free
* Montezuma & Dolores County Residents with ID required*		
** Commercial and non-profit organizations are not represented in this Business Plan and will continue to follow the requirements outlined in BLM Manual 2930 Recreation Permit Administration-Policy and Programming Direction for Reviewing, Issuing, Administering, Evaluating, Monitoring and Management.		

7 Objectives for Fee Changes

Objectives for Use of Fee Receipts

The BLM has determined that an amenity fee increase will bring about many future improvements and necessary staffing to support benefits for the public and that there is a need for increased visitor amenities and services at the AHC Museum. The following are positions, projects, and programs which will be funded from current and additional amenity fee receipts.

Increasing fees will allow the AHC Museum to keep the doors open seven days a week. That includes maintaining and expanding landscaping opportunities, and additional education/interpretation opportunities. We could maintain the existing quality experience for visitors and develop new programs, especially given upgrades in technology since 1987. We could also develop new experiences and educational opportunities through in person interpretive programs for visitors, including youth oriented themes that support our mission.

Short Term spending priorities include development of new educational/interpretive programs, including guided hikes at the AHC. Four programs a year would be developed annually over the next three years. We would also like to plan two additional lectures and one demonstration by 2017. We will develop a suggestion box for visitors to share their requests with BLM and tailor future presentations and programs to what the visitors want to know.

In the recent past we have had success with encouraging more buses to include the AHC Museum on their itinerary. We will redouble that effort by preparing and mailing informational packets to bus tour companies to generate more visitors, and increasing to 3-4 buses/week during the travel season. Within three years we would hope to triple our current 1-2 buses/week.

None of these short term priorities will require NEPA and can be initiated at any time.

8 Social/Economic Impacts

Currently the AHC Museum waives amenity fees to all children 16 years old and younger and to schools K-12. President Obama's Every Kid In the Park (EKIP) initiative also provides waived amenity fees to fourth grade children's families.

The AHC Museum also issues and accepts America the Beautiful the National Parks and Federal Recreational Lands Passes. These passes provide waived amenity fees to those with disabilities, Federal volunteers and active Armed Forces personnel. Visitors are also able to purchase a lifetime senior pass for ten dollars or a yearly annual pass for 80 dollars. All of these passes allow the pass holder and up to three additional individuals waived amenity fees. Additionally, the AHC will provide an annual pass for \$10 that will allow the pass holder and up to three additional individuals waived amenity fees. Also one day a month fees will be waived for locals who provide identification that they live in Montezuma or Dolores County.

Currently the AHC Museum waives fees for the winter in lieu of donations. This proposal proposes an expansion for the implementation of year round fees.

More outreach, even with increased fees, will provide the museum a higher profile while accommodating locals through the implementation of an annual pass and a free weekend day monthly should increase visitation. More visitors will also translate to economic benefits to local communities.

9 Visitor Feedback Mechanisms

Public Comment and Feedback Opportunities

A self-addressed comment form will be available at the AHC and commentators will have the option to deposit comment cards or mail them directly to Canyons of the Ancients National Monument. If a Federal Register Notice is deemed necessary by the BLM Colorado State Office, the Public will also have those mechanisms to comment.

Information Dissemination

The annual Canyons of the Ancients National Monument Manager's Report will articulate how the increased fee revenues are used by following guidance provided by BLM Manual 6220, National Monuments and National Conservation Areas. This manual provides guidance on publishing a yearly Manager's report which is posted on the Monument's website for public dissemination.

We will continue to review the visitor's log for comments related to fees and will provide volunteers and staff with a consistent message to share with visitors.

Also in preparation for new programs we will develop a suggestion box using the OMB approved "Recreation Fee Demonstration Program" card system for onsite users.

It is critical throughout the year to also inform the public as to how the fee revenues have been used through press releases, fliers for programs, exhibits created with those fees, our website, and verbally as an integral part of educational/interpretive programs and products

Public Participation

- Efforts to solicit public involvement
- Work with the SWRAC in developing the fee proposal.
- Outreach methods used to inform the public of the fee site and fee changes
 - Press releases
 - On fliers for programs
- Summary of the number and content of public comments (TBD later in the process*)

10 Public Participation

CANM will post a notification of the proposal to increase the fee in newspapers and prominently on-site. BLM representatives on-site will make visitors aware of the proposal, and direct them to post comments through available forums.

Public Outreach will also take place online through the AHC and the Monument's website, Facebook, Twitter, and Tumblr. Outreach will also be conducted through a Federal Register Notice if deemed necessary by the BLM Colorado State Office.

The Monument will also identify key interest groups and to notify them directly of the proposed fee increase. The groups consist of the Tribes, Special Recreation Permit holders, Partners, and others as identified during public outreach efforts.

The Public will be given a thirty (30) day period in which to respond to the proposed amenity fee increase. At the end of the comment period, the BLM will compile comments, and group them accordingly. BLMs response to comments will follow the official process and the CANM Supervisory Visitor Services/Park Ranger will lead this process.

Costs

- Actual and Anticipated Fee Collection Costs
Under this business Plan, there would not be additional costs associated with collecting additional amenity fees. Startup costs will be non-existent as amenity

fees are currently being collected at the Anasazi Heritage Center.

- Actual and Anticipated Operating Costs

Including Cost for Overhead Under this Business Plan, there would not be additional operating costs associated with collecting additional amenity fees. The Monument would use existing systems, and procedures to collect and handle increased amenity fees.

Compliance and Enforcement Capability

The Monument follows compliance as outlined in The Omnibus Budget Reconciliation Act of 1993, Public Law 103-66, Subtitle D-Miscellaneous SEC. 1401. Admission, Entrance, and Recreation Fees gives the BLM authority to collect recreation use fees.

The Federal Lands Recreation Enhancement Act Consolidated Appropriations Act, 2005 provides the guidance when collecting, handling, and determining type of fee collection site i.e. standard and expanded amenity fees

Enforcement comes from full time AHC staff that collect amenity fees upon arrival to the Monument.

Security Measures

The AHC has enacted a robust set of Financial Security Procedures which address specifics concerning collections officers, cashier funds, safes, audit procedures, fee canisters, financial institution interactions, fee collections, America the Beautiful National Parks and Federal Lands Passes, transportation of fee collections, security cameras, and general security procedures.

All Collections Officers must be familiar with the responsibilities of their duties. Also, since the Federal Government no longer provides surety bond coverage, the employee is aware that, if found responsible, employees may be held liable for irregularities, shortages, or losses of public funds. Accountable officers and agents who desire to do so may obtain a personal bond.

All monies collected at the AHC are handled in compliance with the general description of the functions of accountable Officers and agents as contained in BLM Manual 1384 and in the Collections Reference Guide. The specific criteria for Collections Officers are in BLM Manual 1372.

The AHC also follows guidelines set in the Federal Lands Recreation Enhancement Act Consolidated Appropriations Act (FLREA), 2005 Section 106 and 110 National Historic Preservation Act (NHPA) mandate.

The AHC has requested that the National Operations Center (NOC) develop policies for the protection of Personal Identifiable Information (PII) when using wireless devices with point of sale capabilities. This will allow visitors to purchase passes and pay amenity fees with debit and credit cards. This will reduce the need to have large amounts of cashier funds on hand in the safes and allow visitor services to improve. To date, the NOC is close to finalizing a system which will enable the BLM to collect fees electronically through a wireless internet connection and protect PII. When available, the Monument plans on purchasing and integrating this system as part of its normal fee collections program.



Figure 10. Prehistoric Yucca Sandals from the AHC Collection

Canyons of the Ancients

National Monument

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<http://www.blm.gov/co/st/en/nm/canm.html>

<http://www.blm.gov/co/st/en/fo/ahc.html>

March 2016



Southwest Resource Advisory Council
March 18, 2016
Ridgway, CO

Public Comment Form

Name: Robyn Cascade, Northern San Juan Chapter

Address: % Great Old Broads for Wilderness PO Box 2924

Phone: 970-385-9577 Durango CO 81302

Email: northern-san-juan-broadband@gmail.com

Comments:

The Northern San Juan Chapter of Great Old Broads for Wilderness supports a master leasing plan for the Tres Rios Field Office.