



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

BLM Stateline Campground Arizona Strip Field Office/Grand Staircase Escalante National Monument Business Plan



September 2024

BLM ASFO/GSENM Stateline CG Business Plan

LVRDAZ080000

Recommendations, Reviews, and Approvals

Recommended by:

Lorraine Christian, Field Manager, Arizona Strip Field Office Date

Ade Nelson, Monument Manager, Grand Staircase – Escalante NM Date

Reviewed by:

Wayne Monger, District Manager, Arizona Strip District Office Date

Harry Barber, District Manager, Paria River District Office Date

Approved by:

Raymond Suazo, Arizona State Director Date

This business plan was prepared by the Bureau of Land Management’s Arizona Strip Field Office and Grand Staircase Escalante National Monument (NM) pursuant to the Federal Lands Recreation Enhancement Act of 2004 (16 U.S.C. 6801-6814) and BLM recreation fee program policies. It establishes future management goals and priorities for the Stateline Campground within the Arizona Strip Field Office and Grand Staircase Escalante NM.



United States Department of the Interior



BUREAU OF LAND MANAGEMENT
Arizona Strip Field Office
345 E. Riverside Dr.
St. George, UT 84790

In Reply Refer to:
2932 AZA01000

Dear Reader,

I would like to present, for your review and comment, the draft *Stateline Campground Business Plan*, managed by the Bureau of Land Management (BLM), Arizona Strip Field Office and Grand Staircase Escalante National Monument (NM). This eight-site campground with four campsites in Utah and four campsites in Arizona provides outstanding recreation opportunities at the state line of these two states.

Currently there is no fee to camp at the Stateline Campground, making it difficult to cover operating costs to manage a high-quality experience at this campground.

This draft plan proposes establishing an expanded amenity fee for overnight camping of \$16 per night based on comparative market research within the region. The proposed fees are needed to meet growing operational and maintenance expenses. Fee revenue would support resource management goals and the overall visitor experience in these remote, backcountry areas.

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (FLREA) of 2004 (16 United States Code (U.S.C.) 6801-6814), and the Bureau of Land Management (BLM) recreation fee program policy. The Federal Lands Recreation Enhancement Act of 2004 (FLREA) provides the BLM with the authority to collect recreation fees for certain uses of federal lands and waters.

The purpose of this draft plan is to describe the site's fee program objectives and how the BLM intends to achieve them, and to provide opportunities for public participation in the development of the proposed fee change proposal. The draft plan is available for public comment from September 6 to October 21, 2024. Written comments will be accepted through the following means and are due by October 21, 2024:

- Email: blm_az_asdoweb@blm.gov with the subject line: "Stateline Campground Business Plan comments"
- Fax: 435-688-3258 with the subject line: "Stateline Campground Business Plan comments"
- Mail: BLM, Arizona Strip Field Office, 345 East Riverside Drive, St. George, UT 84790

Thank you for your interest in your public lands.

Sincerely,

Lorraine M. Christian
Field Manager

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1 Executive Summary

This business plan was prepared pursuant to the Federal Lands Recreation Enhancement Act (FLREA) of 2004 (16 United States Code (U.S.C.) 6801-6814), and the Bureau of Land Management (BLM) recreation fee program policy. It establishes future management goals and priorities for the Stateline Campground's proposed recreation expanded amenity fee (16 U.S.C. 6802(g)(2)(A)).

After careful consideration of the anticipated revenues and expenditures as outlined in this document, as well as a comparative review of fees charged elsewhere by other public agencies and private sector providers for similar sites, services, and facilities within the region, the following fee changes are recommended:

- Establish an individual site overnight camping expanded amenity fee of *\$16.00* per night per campsite with a maximum of two vehicles and up to eight people per campsite.
- America the Beautiful Interagency Senior Pass or Access pass holders will receive a 50% discount on the expanded amenity fee overnight camping. The discount is applicable only to the campsite occupied by the pass holder themselves and does not extend to additional campsites occupied by others in their party.
- An expanded amenity fee for reservation services would be charged at Stateline Campground in addition to any other standard or expanded amenity fees in accordance with 16 U.S.C. 6802(g)(2)(G). Reservation services fees could range from \$0.50 to \$10.00 depending on the type of service provided.
- To account for inflation, adopt a model to increase fees by 20% (then rounded to the nearest half-dollar) whenever the Consumer Price Index (CPI-U), US City Average, All Items, 1982-84=100, not seasonally adjusted, rises by 20%.

Fees will assist the ASFO with accomplishing business needs required to maintain and operate the site, and to provide visitor services including information about the campground. The fee is expected to enhance visitor experience and sustainability. Charging expanded amenity fees at BLM campgrounds helps cover the costs of maintenance, resource protection, and improved services, ensuring a safe and enjoyable experience for visitors. Fees contribute to the financial sustainability of the campgrounds and allow for enhanced amenities and visitor management. This approach ensures that those who benefit from the facilities contribute to their upkeep, promoting fairness and the long-term preservation of public lands. The BLM conducted comparative market research analysis by examining fees for a mix of state and federal government recreation sites with similar facilities and services in the market area to determine the fair market value for overnight camping. The market research showed that camping fees ranged from \$12 to \$25 with the average site fee being \$15.80.

The data used to analyze and prepare this business plan was obtained through internal BLM tracking and accounting mechanisms such as the Recreation Management Information System (RMIS), Collections and Billings System (CBS), Federal Business Management System (FBMS), and locally generated recreation and visitor use tracking spreadsheets. For more detailed information, please contact the BLM Arizona Strip Field Office. Some data may be subject to Privacy Act (5 U.S.C. § 552a) or other legal requirements.

2 Background and Authorities

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

- **The Federal Land Policy and Management Act (FLPMA) of 1976** (Public Law 94-579; 43 U.S.C. 1701–1787), contains BLM’s general land use management authority over the public lands, and establishes outdoor recreation as one of the principal uses of those lands. Section 302 (b) of FLPMA directs the Secretary of the Interior to regulate through permits or other instruments the use of the public lands. Section 303 of FLPMA contains BLM’s authority to enforce the regulations and impose penalties.
- **The Federal Lands Recreation Enhancement Act (FLREA) of 2004** repealed applicable portions of the Land and Water Conservation Fund Act and replaced BLM’s authority to collect recreation fees. This current law authorizes BLM to collect recreation fees at sites that meet certain requirements, allows BLM to keep the fee revenues at the local offices where they were collected, and directs how BLM will manage and utilize these revenues. FLREA also established the America the Beautiful – The National Parks and Federal Recreational Pass Program. FLREA (16 U.S.C. 6802(b)(1)) does not grant the authority for BLM to provide discounts or reduced recreation fees for local residents or other groups.
- **Title 43 Code of Federal Regulations, Part 2930 (43 CFR 2930) Permits for Recreation on Public Lands** contains the regulations governing BLM’s recreation permitting program.
- **Arizona Strip Field Office Resource Management Plan.** The proposed Plan and component proposed actions are in conformance with and implement aspects of the 2008 Arizona Strip Field Office Record of Decision and Approved Resource Management Plan (DOI-BLM-AZ-A010-2002-0001-RMP-EIS).

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

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

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

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

3 Introduction to the Arizona Strip Field Office (ASFO)/Grand Staircase Escalante National Monument (GSENM) Recreation Program

The Stateline Campground is co-managed by the BLM ASFO and the GSENM. The BLM ASFO is part of the BLM Arizona Strip District and lies within Arizona's Second and Ninth Congressional Districts in northern Coconino and Mohave counties in northwestern Arizona. The GSENM is part of the BLM Paria River District and lies within Utah's Second Congressional District in southern Utah. The Grand Canyon isolates the Arizona Strip from the rest of Arizona, making it among the most remote public lands in the lower 48 states. The ASFO administers approximately 1.15 million acres of public lands on the Arizona Strip. The rugged environment with countless mesas, canyons, mountains, and plateaus offers visitors a wide array of dispersed and structured recreation opportunities. According to the BLM's Recreation Management Information System (RMIS), there are approximately 225,000 recreation visits annually to public lands managed by the BLM ASFO.

There are five Special Recreation Management Areas (SRMA) in the ASFO which are the focus of management and monitoring for the recreation and visitor services program. The ASFO also manages four wilderness areas, portions of the Old Spanish National Historic Trail, a section of the Arizona National Scenic Trail, 13 Areas of Critical Environmental Concern, and segments of the Virgin River suitable for inclusion in the National Wild and Scenic Rivers System.

Recreation opportunities within the ASFO are diverse and unique with activities ranging from sightseeing, hiking, rock climbing, backpacking, whitewater boating, camping, and hunting to off-highway vehicle travel. While there are several developed recreation sites such as trailheads with vault toilets, delineated parking areas, maintained trails, and interpretive signs or informational kiosks scattered across the field office, most of the public lands within the ASFO offer an undeveloped setting for recreationists.

4 Description of the Proposed Fee Site/Area

The eight-site Stateline Campground is located on the border of Utah and Arizona on the Houserock Valley Road approximately 10 miles south of US Highway 89 and approximately 30 miles east of Kanab, Utah and 30 miles west of Page, AZ. The Stateline Campground is approximately 6.5 acres in size and sits at approximately 5,000 feet in elevation, near the west side of the Paria Plateau on the Vermilion Cliffs National Monument and Grand Staircase Escalante National Monument (GSENM) (Figure 1). The site also is the northern terminus of the Arizona National Scenic Trail, a Congressionally-designated National Scenic Trail crossing the state of Arizona from the Utah border to Coronado National Memorial on the Mexican border. The approximately 800 mile long trail highlights the diversity of the third most biodiverse state in the country and contains every ecosystem that exists between Mexico and Canada along its length. It is popular for day hikers, short- and long-distance backpackers alike for its scenic views and exposure to ecological communities and landscapes found nowhere else in the

country. Its location near the Vermilion Cliffs National Monument, GSENM, and Paria Canyon – Vermilion Cliffs Wilderness makes the Stateline Campground a very attractive place to camp.

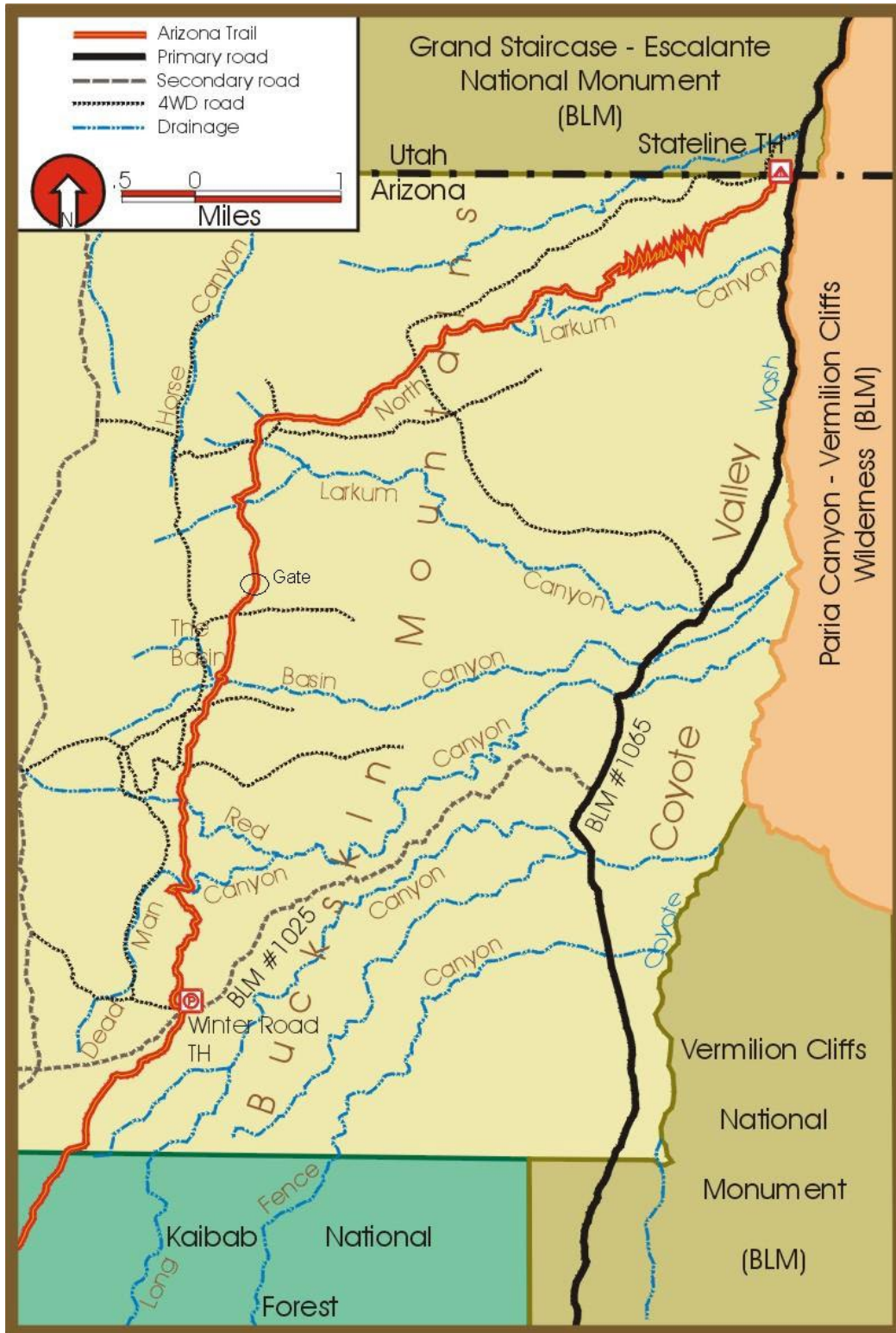


Figure 1: Stateline Campground and Vicinity Maps

4.1 Environmental Setting

Stateline Campground lies within the Colorado Plateau Physiographic Province. Vegetation in the region varies greatly due to substantial elevation changes. For example, plant communities range from the sagebrush grassland to pinyon pine and juniper.

The massive Paria Plateau provides a stunning, colorful, and rugged landscape and forms the scenic backdrop to Stateline Campground. Extreme faulting, folding, and natural erosion has resulted in a complex mixture of steep craggy cliffs, sandstone buttes, and alluvial fans.

Stateline Campground

Arizona Strip Field Office and Grand Staircase-Escalante National Monument

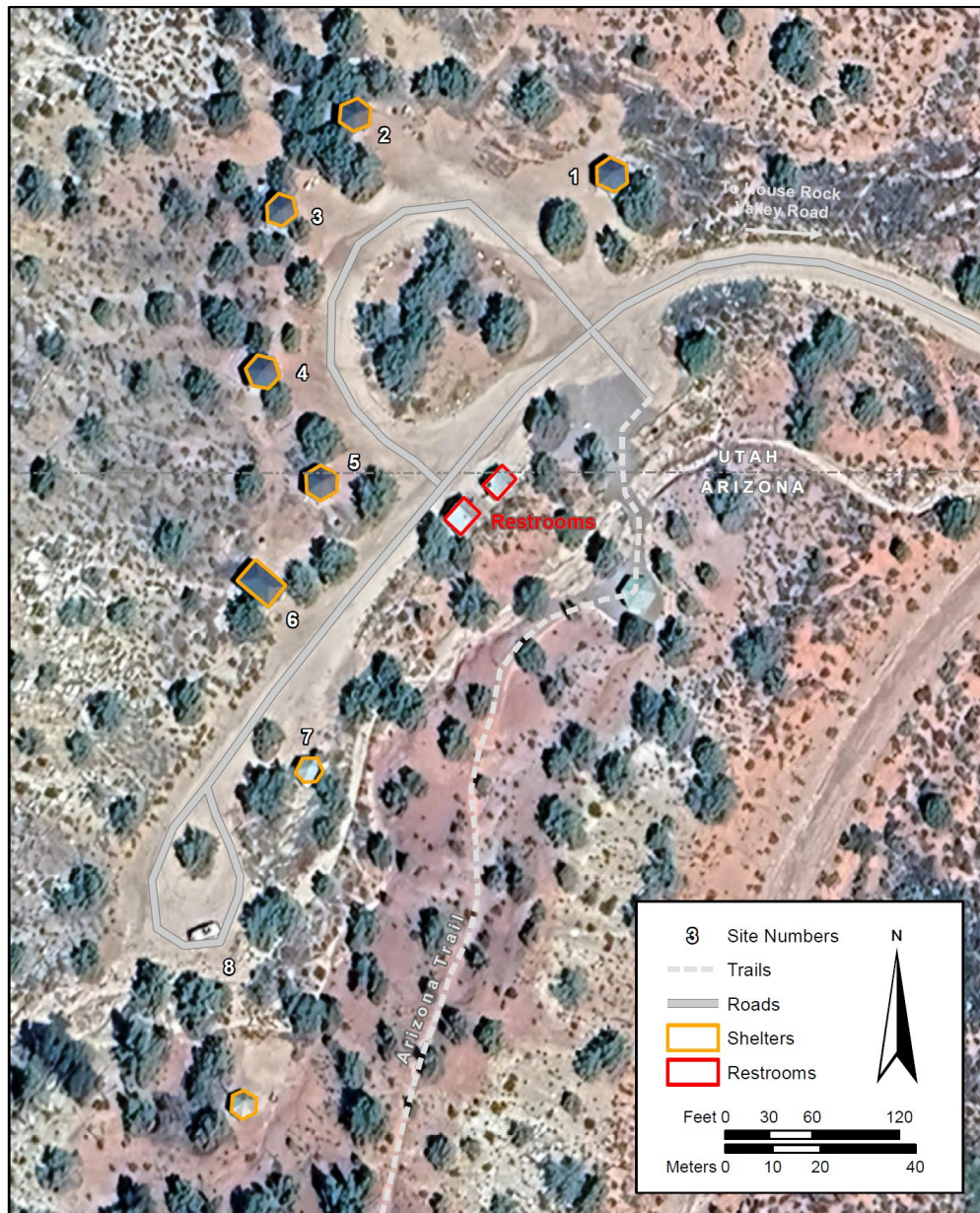


Figure 2: Aerial Image of Stateline Campground

4.2 Campground Amenities and Compliance with FLREA

The campground’s eight campsites, four in Arizona and four in Utah, each has its own shade structure, designated graveled parking, and fire rings (Figure 2). The campground as a whole has two vault toilets, several visitor wayside panels and interpretive signs onsite. Drinking water is not available. Two vault toilets are in a centralized location with convenient access for campground visitors. There are no trash cans or waste removal services. The campground has no electrical or waste dump hookups. Short footpaths facilitate movements between the parking area and individual sites, restrooms, and a hiking trail. The Arizona Trail features excellent views and provides educational resource information via an interpretative panel. Access roads and parking spaces are unpaved. Figures 5, 6, and 7 show examples of the camping and restroom facilities.



Figure 3: Shade Structure at Campsite Area



Figure 4: Campsite Area



Figure 5: Restrooms

The campground meets seven of the nine criteria in FLREA to charge the expanded amenity fee. Table 1 outlines the provided amenities.

Table 1: Stateline Campground Expanded Amenities

Expanded Amenity Criteria	Availability of Amenity at Campground
Tent or Trailer Spaces	Yes
Picnic Tables	Yes
Drinking Water	No
Access Roads	Yes
Collection of Fee	Yes
Reasonable Visitor Protection	Yes
Refuse Containers	No
Toilet Facilities	Yes
Simple Device for Containing Campfire	Yes

4.3 Visitation and Visitor Demographics

Overall visitation to Stateline Campground consistently increased in the five-years from 2019 through 2023. Visitation at Stateline Campground is derived primarily through BLM staff estimate and installed TRAFx traffic (each car is considered to have two passengers on average and are counted both in and out) and trail counters. The BLM documents annual visitation by fiscal year (FY), which starts October 1 and ends on September 30.

According to TRAFx, the Stateline Campground experienced the following visitation from Fiscal Year 2019 to 2023: 34,328 total visits over 3,431.8 days. Over this time period, there were 10 vehicles per day on average, and 3,654 vehicles per year on average. Users visit the Stateline area for both day use and overnight purposes. The campground tends to have half occupancy (four sites) of overnight campers throughout the year (see Section 4.3.1 for further description).

Table 2 shows total seasonal visitation from the TRAFx counters. Seasonal visitation from TRAFx counts shows a significant number of visitors during peak seasons, indicating high use and increased wear and tear on campground facilities. Implementing fees will provide necessary funding to maintain and improve the campground to accommodate this high volume of visitors, ensuring a quality experience for all users.

Table 2: Seasonal Visitation from TRAFx Counts

Visitors	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Total
FY19	509	251	50	116	55	232	745	631	438	276	269	365	3,937
FY20	842	518	243	61	161	234	324	490	186	266	257	578	4,160
FY21	1,066	842	201	393	499	1,077	1,885	1,893	No data	No data	358	957	9,171
FY22	1,223	568	213	304	498	1,218	1,675	1,420	655	412	367	875	9,428
FY23	No data	No data	No data	65	164	179	1,109	1,295	842	411	368	No data	4,433
Average	910	545	177	188	275	588	1,148	1,146	530	341	324	694	6,866

4.3.1 Season of Use and Primary Recreational Activities

Visitation to the region is typically higher in spring and fall because of the favorable weather conditions. Temperatures in summer routinely exceed 100 degrees with little shade in the area, making camping and recreation difficult. Late summer monsoonal rains can impact road conditions and access to the site, washing out roads or making them impassable to many vehicles. Winter temperatures can drop below freezing and snow can have a similar impact on

travel conditions. These environmental conditions impact the number of campers who use the Stateline Campground sites throughout the year. As such, it is estimated that Stateline tends to have about half occupancy (50%, or four campsites) on average throughout the year.

The main recreational activities visitors enjoy in Stateline Campground are: camping, picnicking, photography, and hiking. Figures 6, 7, and 8 show images of recreational amenities at Stateline.

The campground has provided services and amenities to the public for 14 years and has accommodated more than 34,000 visitors who enjoy camping, picnicking, photography, and hiking the area's world-renowned trails including day hikes within the Paria Canyon-Vermilion Cliffs Wilderness, Buckskin Gulch and Paria Canyon, Coyote Buttes and access to the Arizona National Scenic Trail which runs from Mexico to Utah, stretching 800 miles across Arizona.

In 2006, the 'Arizona Scenic Trail' was designated a State Scenic Trail by the Arizona Legislature, and in 2009 it received National Scenic Trail status by the United States Congress under the Omnibus Public Land Management Act. The Stateline campground originally was a primitive campground adjacent to the northernmost terminus of the Arizona National Scenic Trail (ANST), that was expanded and improved in October 2010.

It is noted that the last five years include an extreme outlier period with significantly increased visitation across public lands. For example, the Covid pandemic increased visitation in the area during the FY2020-2021 periods. In addition, year to year changes in use due to seasonal impacts at this location creates variation in use. FY 2023 included a historic winter in the region, with up to around 300% of normal precipitation and well below average temperatures. Visitation in the spring of 2023 was impacted by these conditions as many visitors postponed trips or sought alternate accommodations with less exposure to these conditions.

While there has been variation over the past five years, Stateline Campground has generally seen increased visitation because of recreational opportunities in the surrounding area and the campground's proximity to popular destinations. As such, use of the campground amenities has surged in recent years. An expanded amenity fee would offset the rising costs associated with operating and maintaining the campground and existing infrastructure at this increasingly popular site.



Figure 6: Northern Terminus of the Arizona Trail



Figure 7: Arizona Trail Interpretive Display



Figure 8: Hiking Trailhead Sign

5 Proposed Recreation Fee Rates

There is currently no fee to camp at Stateline Campground. The BLM developed the proposed fee structure by comparing the amenities and services provided with other public agency and private sector fee sites (see Section 9). The proposed business plan would implement an expanded amenity fee to keep pace with the rising cost of operations and maintenance and that are comparative to other public agency and private sector facilities that offer similar sites, services, and facilities in the region.

After careful consideration of the fee calculation process (see description in Section 9), the proposed expanded amenity fee would be as follows (Table 4):

Table 3: Proposed Fee

Description	FLREA Fee Category	Current Fee	Proposed Fee
Individual Site, Overnight Camping Use Fee – up to two vehicles, per night (includes access to day use area)	Expanded Amenity (16 U.S.C. 6802 (g)(2)(A))	none	\$16.00
Interagency Senior Pass or Access Pass	Expanded Amenity (16 U.S.C 6802 (g)(2)(A))	N/A	50% discount on overnight camping fee.

5.1 America the Beautiful

FLREA established an interagency national pass known as the America the Beautiful – The National Parks and Federal Recreational Lands Pass. There are six types of America the Beautiful (ATB) passes: Annual, Military, Every Kid Outdoors (EKO, 4th grade), Senior, Access, and Volunteer. While the America the Beautiful Annual, Military, EKO, and Volunteer passes are accepted at BLM fee sites that charge a standard amenity fee, these passes are not eligible for expanded amenity fees, such as Stateline Campground. Only the Interagency Senior and Access passes apply to expanded amenity fees.

Interagency Senior Pass or Interagency Access Pass holders will receive a 50% discount on the overnight camping expanded amenity fee at Stateline Campground. The discount only applies to the fee for the campsite physically occupied by the Senior Pass or Access Pass holder, not to any additional campsite(s) occupied by members of the pass holder’s party.

5.2 E-Commerce

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

An expanded amenity fee for reservation services would be charged at Stateline Campground in addition to any other standard or expanded amenity fees in accordance with 16 U.S.C.

6802(g)(2)(G). Reservation services fees could range from \$.50 to \$10.00 depending on the type of service provided. The reservation service is subject to contracting requirements and will be adjusted with contract changes or with future updates to the business plan. For visitors who wish not to pay the expanded amenity fee of reservation services, the field office will attempt to continue to provide a blend of reservation and first come-first served options until or unless the office moves the fee site/area entirely to e-commerce. Other payment options may also be considered in the future as technology and software develops, such as onsite credit card payment systems.

5.3 Model for Establishing Future Fee Changes

BLM's permit and fee policy recommends the use of an index for routine fee adjustments rather than reviewing each individual adjustment through a comprehensive business plan effort that requires tremendous investment of effort and time. The Arizona Strip Field Office seeks approval to adopt a model to increase fees by 20% (then rounded) whenever the CPI-U, US City Average, All Items, 1982-84=100, not seasonally adjusted, rises by 20%. According to the Bureau of Labor Statistics, the Consumer Price Index or CPI is "a measure of the average change over time in the price paid by urban consumers for a market basket of consumer goods and services" (bls.gov/cpi). The CPI-U is the broadest and most comprehensive CPI. The all-urban consumer group included in the CPI-U represents over 90 percent of the total U.S. population (<https://www.bls.gov/cpi/questions-and-answers.htm>).

Stateline Campground currently does not charge fees. Since the Arizona Strip Field Office Resource Management Plan was signed in 2008, that date will be used to provide an example of the CPI change over time. In 2008, the average annual Consumer Price Index for All Urban Consumers (CPI-U) was at 211.080; by 2023 it had climbed to 304.702, an increase of 44%. According to the [CPI Inflation Calculator](#), \$10 in January 2008 had the same buying power as \$14.17 in January 2023. The BLM is seeking approval to exercise the option to increase the camping fee by 20%, rounded up to the nearest half dollar, when there is a 20% increase in the CPI-U from the date this business plan is approved. The first adjustment would result in an increase to: \$19.00. This model would ensure the Stateline Campground evolves in tandem with the ever-changing environment of the future and increasing costs.

6 Operating Costs

Annual operating cost for Stateline Campground is approximately \$68,680. Table 4 describes the total actual and average annual operating costs based on averages from FYs 2019-2023, for staff labor, contractual services, and equipment, materials, and supplies. The amounts associated with these costs are shown in the following breakdowns for each category.

- **Staff Labor:** Currently, salaries for BLM staff engaged in the operation of Stateline Campground are funded through Congressionally appropriated funds to BLM. However, the introduction of fees would allow for increased costs to be shared, supplementing the Congressionally appropriated funds with fee revenues.

- Contractual Services: The BLM uses contracted services for restroom pumping and maintenance.
- Equipment, materials, and restroom supplies needed to maintain, improve, and manage Stateline Campground. For example, heavy equipment and gravel is needed to maintain the road in to access the campground, which is located near flood prone areas and drainages, as well as prior wildfire burn areas, further increasing flood potential. Other expense items include tools such as shovels and material such as toilet paper for the restrooms.

Table 4: Total Estimated Annual Staffing, Contracted Services, and Materials Cost Breakdown

Position/Contract/Materials	Approximate Annual Costs
Labor - Law Enforcement Ranger (2)	\$24,100
Labor - Administrative Assistant Public Land Information Center (2)	\$10,000
Labor - Park Ranger (2)	\$9,500
Labor - Maintenance Staff (1)	\$9,000
Labor - Outdoor Recreation Planner (2)	\$8,200
Contracted Bathroom Cleaning and Maintenance (4 times per year)	\$3,000
Equipment/Materials/Supplies & DM/CI projects	\$2,000
Labor - Campground hosts (1)	\$1,000
Total	\$68,680

6.1 Other Services

Other costs of administering Stateline Campground that are not quantified here include overhead: office space; information services; fleet operations; and managerial, engineering, administrative, and budget support.

- Deferred maintenance to facilities over and above what has been estimated for annual operating costs for equipment, materials, and supplies; and
- Construction of new trails to improve non-motorized access throughout the area.

7 Revenues

Stateline Campground currently does not charge a fee, meaning all costs must be covered by baseline appropriated dollars.

Projected revenue is based on an average of four campsites rented per night throughout the year (365 days). If the fee is adopted, the estimated projected revenue is \$23,040 per year. Actual revenue would vary on seasonal conditions and other factors as described in Section 4.3.

Fee revenue would partially pay for labor associated with the operation and maintenance of Stateline Campground and facility improvements. This includes for BLM recreation staff and

law enforcement rangers to provide safety checks and visitor contacts onsite, including verifying visitor compliance with fee payment requirements.

Under the adoption of this proposed expanded amenity fee site, 100% of fee revenues will be managed and maintained within the Arizona Strip Field Office and the Grand Staircase Escalante National Monument for use at Stateline Campground. Revenues would be deposited in a separate fee account, specific to Stateline Campground. In the event a balance remains in this fee account at the end of the fiscal year (October 1 - September 30), the funds would remain in the account and become the beginning balance for the next fiscal year.

8 Priorities for Future Expenditures

The projected annual operating costs include staff labor costs and equipment, materials, and supplies, and a two percent annual inflation rate adjustment is added for each year. Two percent closely approximates the Federal Reserve's estimate for inflation over the long term (<https://www.federalreserve.gov/monetarypolicy/fomcproptabl20240612.htm>). Revenues would offset overall operational costs for the Stateline Campground. Priority for future expenditures would be given to campground maintenance and restroom supplies.

The projected average annual operating costs (staff labor, operations, equipment, materials, and supplies) in the future are as follows:

- Fiscal Year 2025: \$68,680
- Fiscal Year 2026: \$70,054
- Fiscal Year 2027: \$71,455
- Fiscal Year 2028: \$72,884
- Fiscal Year 2029: \$73,341

9 Analysis of Recreation Fee Rates

9.1 Analysis of Current Fees

BLM policy authorizes the use of either a cost-recovery calculation or the fair market value method to analyze proposed fee rates. Both the fair market value and cost recovery models were used to assess the need to implement fees at Stateline Campground and to analyze the fees charged in the area for use of similar services and facilities.

9.2 Fair Market Value

Fair Market Value 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.

The BLM examined fees for recreation sites with similar facilities and services in the market area to determine the fair market value for overnight camping. The purpose of this assessment was to determine a fair market value for Stateline Campground to ensure recreation fee setting aligns with comparable sites in the area. Table 5 displays the recreation sites assessed and their fees charged. Campgrounds listed are a mix of state and federal government sites. No private

facilities are shown because the amenities and services were not comparable: they offered more amenities such as RV hookups, boating, pools, sport courts, and laundromats. Comparable sites include other BLM administered recreation sites such as White House, Red Cliffs, and Ponderosa Grove campgrounds, as well as neighboring high demand special areas like Zion National Parks' Watchman and South campgrounds and the state of Utah's Kodachrome Basin campground.

Market research showed camping fees ranged from \$12 to \$25, with an average fee of \$15.80.

Table 5: Comparison of Developed Recreation Sites and Fees in Kane and Washington Counties, Utah

Recreation Site	Agency	Individual Site - Campsite Fee	Notes
Stateline Campground	BLM-ASFO	No fee	8-sites with two vault toilets and shade structures. The site has no water. The site is also the northern terminus of the Arizona National Scenic Trail.
Kodachrome Basin	State of Utah	\$25 per standard site with no hookups. \$35 per full hookup site. \$16 for additional vehicles. \$75 for group site, 15 vehicles max. \$16 per vehicle after 10 vehicles.	Fifteen sites with full hookups (13 reservable, two first come first serve). 20 standard sites (18 reservable, two first come first serve). One reservable double site. One reservable ADA site. Flush and vault toilet, hot showers, picnic tables, fire rings/grills, trash, power.
Red Cliffs	BLM	\$15	11 sites with shade shelters, picnic tables, potable water, accessible vault toilets, trash collection, and grills. Also provides historic and paleontological sites, hiking trails, mountain biking, and horseback riding.
Ponderosa Grove	BLM	\$12	Twenty-six car camping sites, 6 RV sites, two walk-in campsites, one group site (shade structure, fire pit, grill). Picnic tables, Parking stalls, gravel tent pads, pit toilets, fire rings, dumpster.
White House	BLM	\$12	Picnic tables, seven gravel tent pads, vault toilets, fire pit, five walk-in-tent camping sites.
Zion National Park (NP) South	NPS	Tent only \$20 Electric: \$30	117 sites with four group sites holding a maximum of 15 people, trash/recycling collection, staff on site, potable water, dump station, flush toilets, a picnic table, and a fire ring. Also has tent and dry RV sites.
Zion NP Watchman	NPS	Tent only \$20 Electric: \$30	176 sites with 7 group sites holding a maximum of 12 people for \$50 (max of 25 for \$90 and 40 for \$130), electric hookups, trash/recycling collection, staff on site, potable water, dump station, flush toilets, a picnic table, a fire ring, an amphitheater, and boat access. Also has tent and RV sites.

9.3 Cost Recovery Fee Calculation Method

The long-term goal of the expanded amenity fee at Stateline Campground would be to 1) cover 100% of the average annual operating costs of contractual services, equipment, materials, and supplies, and 2) maintain fee revenue reserves of one year of average annual operating costs in

the event of unexpected maintenance or operational needs. These costs are estimated to be approximately \$68,680 for FY 2025. The projected revenue with the \$16 camping expanded amenity fee is estimated at \$23,040. This would result in a projected shortfall of \$45,640, meaning the revenue would only cover 34% of total costs. To cover 100% of the total costs, camping fees would need to be raised to \$48 a night, an increase of 400%. Through the analysis of the Fair Market Value, it was found that the services available are more comparable to these other local sites. For this reason, the Fair Market Value method was used for the assessment.

10 Impacts from Changing and Not-Changing Recreation Fee Rates

10.1 Geographic Context

Stateline Campground is located on the boundary of two counties, including Coconino County in Arizona and Kane County in Utah. There are no population centers in close proximity (within a radius of 45 road miles) to the campground. The campground is adjacent to the Paria Canyon Vermilion Cliffs Wilderness Area.

10.2 Potential Economic Impacts

It is not anticipated that there would be a negative impact on the local economy. The driving force for visitation is the Wilderness Area, Arizona Trail, and nearby National Monuments, including Vermilion Cliffs and the Baaj Nwaavjo Itah Kukveni-Ancestral Footprints of the Grand Canyon.

Implementing a \$16 overnight camping fee at Stateline Campground would have several positive effects on the local economy and the campground's sustainability in the following areas:

10.2.1 Visitor Spending

Increased Local Spending: The introduction of a camping fee is expected to enhance visitor spending in the local community. Visitors who pay for overnight camping are more likely to extend their stay, leading to increased expenditures at regional businesses such as grocery stores, restaurants, gas stations, and recreational service providers.

Revenue Generation: The collected fees would generate additional revenue that can be reinvested in the campground and surrounding area, improving infrastructure and services.

10.2.2 Job Creation

Employment Opportunities: The revenue from the fees would add support for staff, maintenance, operations, and visitor services. This may create new job opportunities within the campground and for local contractors.

Seasonal Jobs: The fee implementation may lead to the creation of seasonal positions, providing temporary employment opportunities during peak visitation periods.

10.2.3 Sustainable Tourism Development

Infrastructure Improvements: Funds from the camping fees would be allocated to maintaining and upgrading campground facilities, such as restrooms, campsites, and trails. This would enhance the overall visitor experience and attract more visitors.

Environmental Conservation: The additional revenue would also support conservation efforts, such as habitat restoration and trail maintenance, ensuring that the natural environment is preserved for future generations.

10.2.4 Anticipated Changes in Visitor Numbers

Visitation Trends: Based on similar fee implementations at other campgrounds, a modest initial decline in visitor numbers may occur as visitors adjust to the new fees. However, this has typically been followed by stabilization and eventual growth in visitation as improvements to the campground become apparent.

Visitor Demographics: The fee introduction may attract visitors who are more invested in a quality camping experience, leading to a higher rate of repeat visitors and positive word-of-mouth recommendations.

Overall, the \$16 overnight camping fee is expected to contribute to the local economy, enhance the sustainability of the campground, and improve the quality of visitor experiences.

Its primary advantage is that it is one of the few campgrounds with any services located near areas such as the western trailheads for locations in Vermilion Cliffs and the adjoining Wilderness Area.

10.2.5 Potential Social Impacts

Based on the definition for minority population or Environmental Justice population as provided by the Council of Environmental Quality (CEQ, 1997), no population centers are near Stateline Campground.

Consistent with the Department of the Interior and BLM priorities, the BLM Arizona Strip Field Office and Grand Staircase Escalante National Monument seek to achieve environmental justice, equity, diversity, inclusion, and accessibility and make a difference in five communities through expanding recreational access and opportunities and providing for natural resource interpretation. This includes to:

- encourage, facilitate, and improve partnership with and access for youth, tribes, and underserved communities to public lands through recreation partnerships and collaborations;
- improve public health and safety at developed recreation sites and areas by updating and modernizing infrastructure—including meeting accessibility standards for people with disabilities;
- invite education, interpretation, and recreational access for all Americans, especially for diverse populations and those near urban areas to encourage enjoyment of BLM-managed public lands and waters;
- collaborate with community members, government organizations, nonprofit organizations, academic institutions, and other stakeholders to address environmental and health-related challenges for recreation management;
- enhance understanding of environmental and health-related issues at the community level;

- improve methods for identifying, addressing, tracking, and measuring progress toward achieving environmental justice;
- and develop and support youth education and outreach programs.

10.2.6 Anticipated Results of Not Establishing New Fees

The anticipated results of not establishing new fees or modifying existing fee rates, include:

- impacts to recreational users from cutting services, not maintaining the site/area, not enhancing facilities or services, or not managing recreational experiences;
- impacts to local economies from not providing high-quality ecotourism-based destinations that attract visitors to the area;
- impacts to the environment from not providing or maintaining facilities and services to mitigate recreational impacts.

11 Public Outreach

The draft business plan will be made available for a 45-day comment period. Statewide outreach efforts will include news releases, social media posts, and on-site signage.

Written comments may be submitted through the following means and are due by October 21, 2024:

- Email: blm_az_asdoweb@blm.gov with the subject line: “Stateline Campground Business Plan comments”
- Fax: 435-688-3258 with the subject line: “Stateline Campground Business Plan comments”
- Mail: BLM, Arizona Strip Field Office, 345 East Riverside Drive, St. George, UT 84790

The BLM’s plan for outreach and notice about fees includes:

- 45-day public comment period from September 6-October 21, 2024.
- Public notice of proposed fee changes posted on site along with information on how to provide comments.
- News release, ArcGIS StoryMap, and social media posts announcing the public comment period for proposed fee changes, including information on how to provide comments.
- Information on proposed and/or approved fee changes will be posted on BLM’s website at <https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>.
- Public information sessions about the fee proposals and how to provide comments.
- Any approved fee changes would be updated on the fee signs onsite to clearly reflect the fee changes when new fee schedule implemented.
- Publication of a Federal Register Notice.

Once the public comment period is completed and any changes are made to the fee proposal because of analysis of the public participation, the ASFO will present the draft business plan proposal to the Arizona Recreation Resource Advisory Committee (RAC) in 2024.

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

Before charging fees at new fee sites, the following outreach will occur:

- Publish a Notice of Intent in the Federal Register at least six months in advance of implementing fees at new fee sites.
- Issue a news release about the Federal Register Notice of Intent.
- Physically post the Federal Register notice near each of the new sites.

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12 Appendices

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13 References

- U.S. Bureau of Labor Statistics (BLS), 2023, Consumer Price Index Retroactive Series (R-CPI-U-RS), U.S. City Average, All Items, <https://www.bls.gov/cpi/research-series/r-cpi-u-rs-home.htm>
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